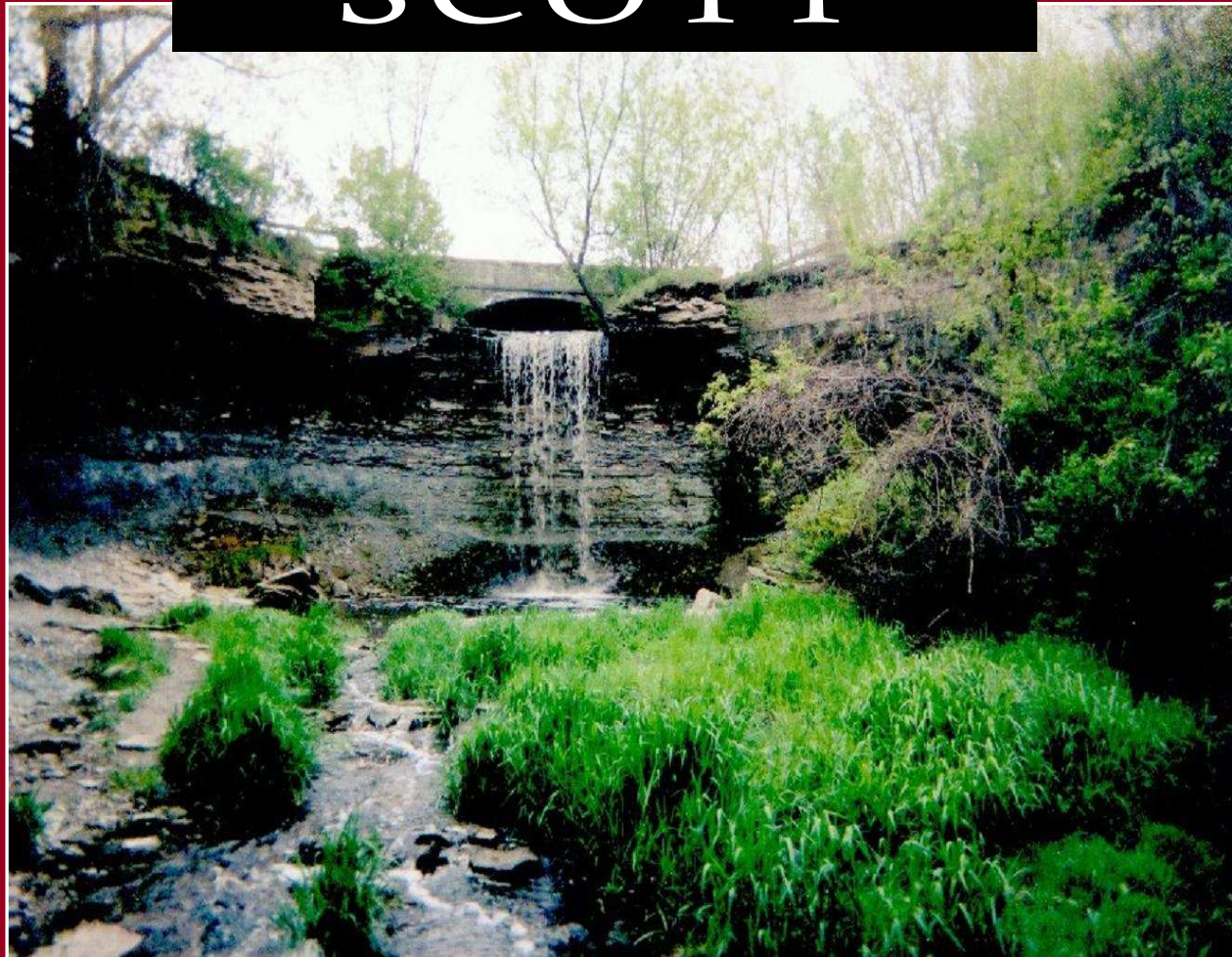


TOWN OF SCOTT



COMPREHENSIVE PLAN

Adopted February 14, 2006

Developed in cooperation with
Brown County Planning Commission

Town of Scott Comprehensive Plan

Adoption Date: February 14, 2006

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CHAPTER 1

Issues and Opportunities

Introduction

The Town of Scott Comprehensive Plan is a component of the Northeastern Brown County Multi-jurisdictional Comprehensive Planning Effort, which also includes the Town of Humboldt, Town of Green Bay, and Village of Bellevue. The Wisconsin Department of Administration Comprehensive Planning Grant Program provided funding for a large portion of the plan. The intent of this multi-jurisdictional effort is to promote coordinated and consistent planning across governmental boundaries and through governmental layers.

The Town of Scott is located in northeastern Brown County adjacent to the City of Green Bay and the Towns of Humboldt and Green Bay. The Bay of Green Bay shoreline constitutes the Town's northern boundary.

The Town is experiencing increased residential, commercial, and industrial development pressures due to its proximity to the City of Green Bay, University of Wisconsin-Green Bay, the highly sought after bayshore property, and the recent improvements to STH 57 from a two-lane rural highway to a divided four-lane expressway.

Within the Town, there are a number of small, unincorporated communities, including Bay Settlement, Red Banks, and New Franken. Additionally, the Royal Scot Golf Course has a residential component to its development. Other than Point Au Sable, the bayshore is almost entirely developed with either small cottages or, as is increasingly the case, new large year-round homes. The most defining natural characteristic of the Town is the Niagara Escarpment, often referred to as "the ledge," running generally parallel to the bayshore and old STH 57. The undeveloped areas of Scott are a mixture of scattered home sites, quarries, active farming operations, and wetlands/woodlands.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals prescribed in state statute and listed in this section.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.

3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

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

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Scott was adopted in 2000. Town leaders decided to work with Brown County to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and better reflect Town residents' vision of how the Town should develop over the next 20 years.

The Brown County Planning Commission (BCPC) was contracted with to provide professional planning assistance and to administer the grant. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the Citizens Advisory Committee, Town-wide visioning session, survey, and the Comprehensive Planning Law.

This document is comprised of nine parts reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources;

Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use chapter of the comprehensive plan provides the vision of how the Town of Scott can look 20 years from now. There are recommendations regarding the location, density, and design of future development, and these recommendations are the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising Town ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

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

Community Goals and Objectives

A major element of the comprehensive planning process is the identification of the Town of Scott's goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the Town's priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session on January 25, 2005, at the Scott town hall that utilized the nominal group method. The results from the visioning session were then mailed back to the participants to develop a ranking of the top issues within the Town. The following list identifies the top issues resulting from the visioning session and survey:

Rank

1. Maintain a reasonable tax rate.
2. Maintain the Town's rural character.
3. Protect and preserve the natural features of the Town (Niagara Escarpment, bayshore, Wequiock Creek, wetlands, etc.).
4. Develop ordinances that are consistent with the comprehensive plan.
5. (Tie) Support the "Charter Town" legislation from the state so Scott can remain a town and maintain its current boundaries.
5. (Tie) Address unsightly residential yards (junk cars, refuse, weeds, etc.).
6. Need clean water.

7. Improve communication with Town residents regarding issues, such as STH 54/57 and Bay Settlement Road, business development, meetings, annexations, and drinking water from the City of Green Bay, through additional postings and by keeping the web page current.
8. Keep weekly garbage and recycling pickup.
9. Combine the four existing sanitary districts into one district.
10. Limit the number of multifamily units.

The nominal group session, input from the citizens advisory committee, general public input, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town is based on the following goals and objectives.

Land Use Goal

To manage the future land uses to maintain Scott's rural character, while encouraging a logical and efficient growth pattern within the Town.

Objectives

- Work to improve communication with Town of Scott residents in regard to planning and development activities.
- Maintain a reasonable tax rate through the efficient provision of public services in a logical, contiguous manner.
- Develop a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots that are located within or adjacent to areas that are served by public sewer and water.
- Identify and reserve appropriate areas for future industrial and commercial expansion and seek ways to integrate these uses with nearby residential, retail, and agricultural uses.
- Identify an area to create a "town center" in the Town to create a sense of identity for its residents and a focal point for the Town.
- Ensure the compatibility of adjoining land uses for both existing and future development.
- Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.

- Promote alternative development techniques, such as conservation by design and traditional neighborhood developments, to create a range of development opportunities in Scott.
- Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
- Require the installation of neighborhood amenities, such as neighborhood parks, street trees, water, and sidewalks/trails, within new sewered subdivisions.
- Continue to coordinate development proposals and activities with the City of Green Bay in the Joint Planning Area.

Transportation Goal

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

Objectives

- Develop the Town in a manner that contains a mix of residential, commercial, and institutional uses to make walking and bicycling viable transportation options and to minimize traffic on the existing street system.
- Create neighborhoods that contain a mix of residential, neighborhood-scale commercial, recreational, and institutional uses that serve as formal and informal meeting places and allow all residents to easily reach them.
- Utilize well-connected street patterns to distribute traffic evenly and to maximize mobility and accessibility for all residents.
- Maximize safety and accessibility at the Town's intersections.
- Utilize traffic calming techniques in the Town to improve safety and to minimize the impacts of vehicles on schools and neighborhoods.
- Continue to develop a pedestrian system in the Town by installing sidewalks and trails in new subdivisions and developing off-street trails throughout the community.
- Work with WisDOT, Bay-Lake Regional Planning Commission, Brown County, and neighboring communities to ensure that STH 57 maintains its functionality as a regional carrier of traffic.
- Continue to work with WisDOT, Bay-Lake Regional Planning Commission, Brown County, and the surrounding communities to plan the STH 54 and STH 57 corridors.
- Enable and encourage developers to build narrow streets to slow traffic through neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.

- Examine the feasibility of extending transit service to the urban portion of the Town in the future.
- Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
- Enhance the appearance of the Town's entrances and thoroughfares.
- Work with Brown County, WisDOT, Green Bay Metro, the Green Bay School District, and other agencies to develop the Town's multi-modal transportation system.

Economic Development Goal

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

Objectives

- Encourage businesses and industries to promote environmentally-friendly practices, such as recycling, erosion control, and pollution controls.
- Identify additional appropriate areas for industrial and commercial activities within the Town.
- Develop pedestrian-friendly commercial areas to help foster community identity and to serve as focal points for economic development.
- Continue mixing residential and commercial uses within the urban portion of the Town.
- Utilize government programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.
- Ensure that the Town contains a mixture of commercial development with an emphasis on the provision of local goods and services rather than large, regional "big box" type developments.
- Encourage the redevelopment of underutilized, vacant, and brownfield areas.
- Encourage commercial development nodes rather than strips along main thoroughfares.
- Recognize farming as an important component of the local economy and encourage those farmers who wish to remain active in the Town.
- Enhance the Town's economic development partnerships with various agencies, such as Advance, Brown County Planning, Bay-Lake Regional Planning Commission, and the Wisconsin Department of Commerce.
- Identify the future role of the quarries as a component of Scott's economic base.

Housing Goal

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

Objectives

- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Identify residential development areas next to existing development to take advantage of existing utilities and public services.
- Promote throughout the Town the development of homes that have front porches, recessed garages, minimal setbacks, and other “traditional” features.
- Develop and implement residential maintenance standards.
- Identify and utilize government programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock.
- Ensure that the quality of multifamily developments in the Town is consistent with the quality of other developments in the community.

Community Facilities and Utilities Goal

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

Objectives

- Continue the Town’s weekly garbage and recycling pickup.
- Work with the Green Bay School District to identify sites for future schools within and near the Town.
- Continue to cooperate with the school district to enable Town residents to use its facilities for social, recreational, and other activities.
- Develop and maintain a long-term supply and distribution system of high quality public water.
- Develop a strategy for providing emergency services as the Town continues to grow.
- Plan, locate, and develop new parks and other recreational facilities and expand the activities within existing parks to respond to the needs and desires of all segments of the population.
- Maintain the Town’s existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
- Promote the efficient use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.
- Complete and implement the Town’s comprehensive stormwater management plan.
- Address water quantity issues, such as flooding.
- Preserve wetlands and shoreland habitats to improve surface water quality.
- Seek state and federal grants for parkland acquisition and improvement.

- Ensure adequate levels of other services and facilities to meet the needs of a growing community.
- Develop a local park and recreation plan that coordinates its efforts with the County's plans.
- Develop a trail and greenspace network that links the critical natural features, parks, and greenspaces.

Natural, Cultural, and Agricultural Resources Goal

Protect and preserve the Town's natural features to enhance the rural character of Scott and the quality of life of its residents.

Objectives

- Utilize significant natural resources when identifying locations for future parks.
- Preserve wetlands, floodplains, and other environmental areas to link various parts of the Town and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
- Maintain and enhance the accessibility of land along the waters of Green Bay.
- Require the creation of neighborhood parks within residential developments.
- Coordinate future parks and greenspace with adjoining communities and the recommendations in the Brown County Open Space and Outdoor Recreation Plan.
- Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
- Continue to maintain and enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
- Identify and preserve historic and scenic sites (such as the Niagara Escarpment, Wequiock Creek, historic farmsteads, and the bayshore) in the Town.
- Promote the preservation and rehabilitation of older buildings within the Town, especially through the adaptive reuse of these buildings (when possible).
- Identify the productive agricultural land in the Town and identify methods to encourage farming on this land.
- Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
- Encourage Town farmers to work with governmental agencies in implementing agricultural practices that lessen stormwater runoff and erosion.

Intergovernmental Cooperation Goal

To work with the surrounding communities, Green Bay School Districts, Brown County, Bay-Lake Regional Planning Commission, and State of Wisconsin to cooperatively plan and develop the Town and region.

Objectives

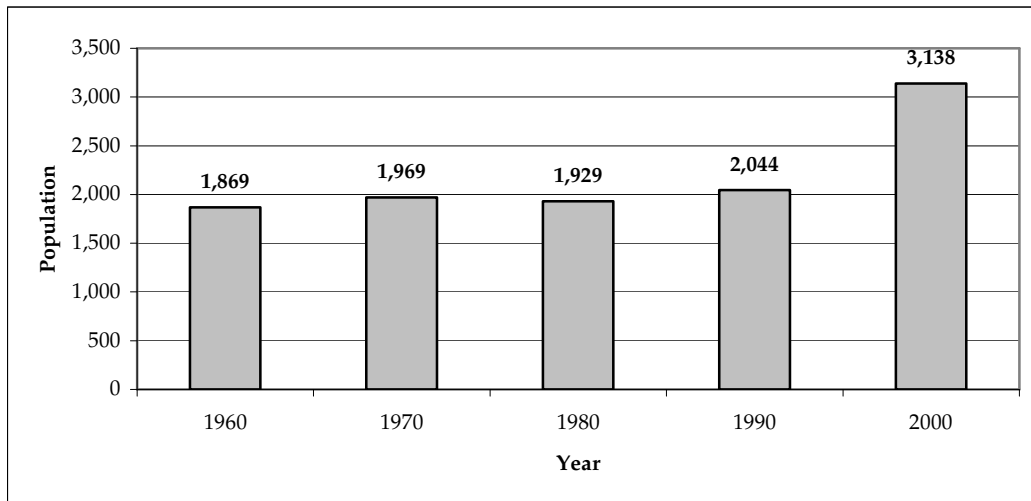
- Continue to cooperate with the City of Green Bay in the Joint Planning Area.
- Work with the Green Bay School District to project future school-aged populations so that the district can accurately plan for future facilities.
- Coordinate with the surrounding communities regarding municipal services, land use decisions, and address other issues of mutual concern.
- Continue working with the surrounding communities, Brown County, Bay-Lake Regional Planning Commission, and WisDOT to plan the STH 54 and STH 57 corridors.
- Identify existing and potential conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
- Continue to work with the surrounding communities and Brown County to develop an off-street trail system that serves the Town and region.
- Identify potential partnerships with local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
- Explore future opportunities to consolidate the provision of Town services with other communities.

Demographic Trends

The Town of Scott has grown from a population of 1,869 in 1960 to a population of 3,138 in 2000. This is an overall 40-year increase of 67.9 percent, or 1,269 residents. The population remained rather stable with an increase of only 175 residents between 1960 and 1990. However, in the 10-year period between 1990 and 2000, the Town added 1,094 residents, which is a significant increase of 53.5 percent.

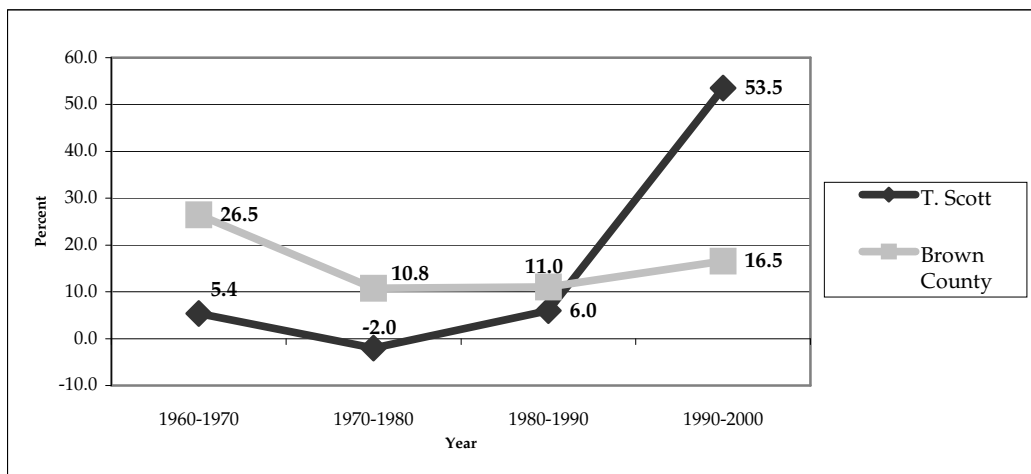
The original 2000 census stated that the Town of Scott contained 3,712 residents. This number was inflated due to student housing at the University of Wisconsin–Green Bay erroneously being counted in the Town of Scott population rather than the City of Green Bay census. This has since been corrected, resulting in 3,138 residents in Scott during the 2000 census. Figure 1-1 displays the past 40 years of growth in the Town, and Figure 1-2 shows the growth as a percentage compared to Brown County.

Figure 1-1: Town of Scott Historic Growth Trend, 1960-2000



Source: U.S. Census of Population, 1960-2000; Challenges/Revisions to the 2000 Census Original Counts as of November 25, 2003.

Figure 1-2: Town of Scott and Brown County Percent Population Growth, 1960-2000

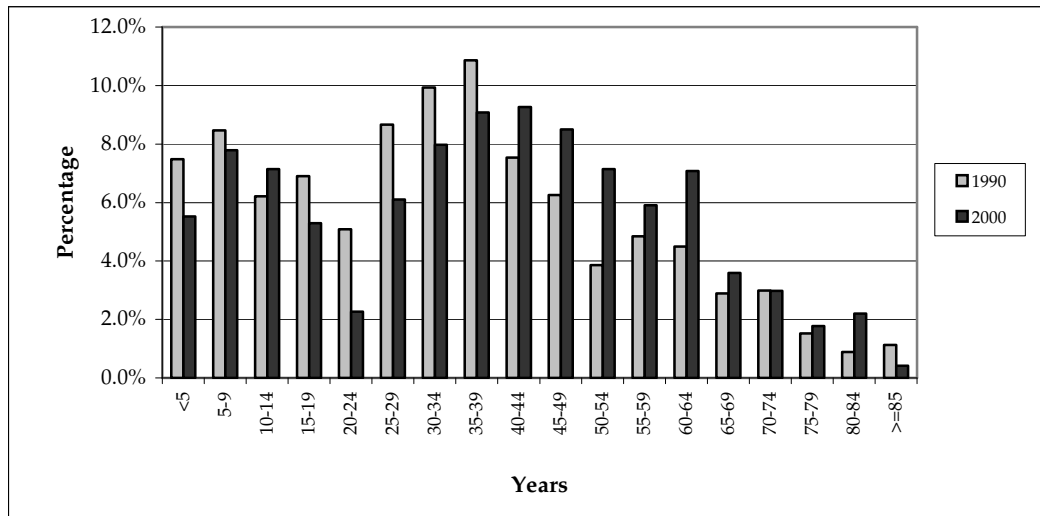


Source: U.S. Census of Population, 1960-2000.

Age Distribution

Figure 1-3 depicts the percentages of people with 5-year age ranges in the Town of Scott in 1990 and 2000. There are two noticeable differences between the 1990 and 2000 data. The first is the rather dramatic drop in percentage of people aged 20-24 and the second is the overall shift in the graph, indicating an overall aging population. The percentages of people approaching or at retirement age in the Town all increased between 1990 and 2000. The trend of an overall aging population is being experienced nationwide as the “baby boomer” generation gets older. Because this large segment of the population is getting older, there will be increased demand for alternative housing types, transportation options, and wide-ranging healthcare services.

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

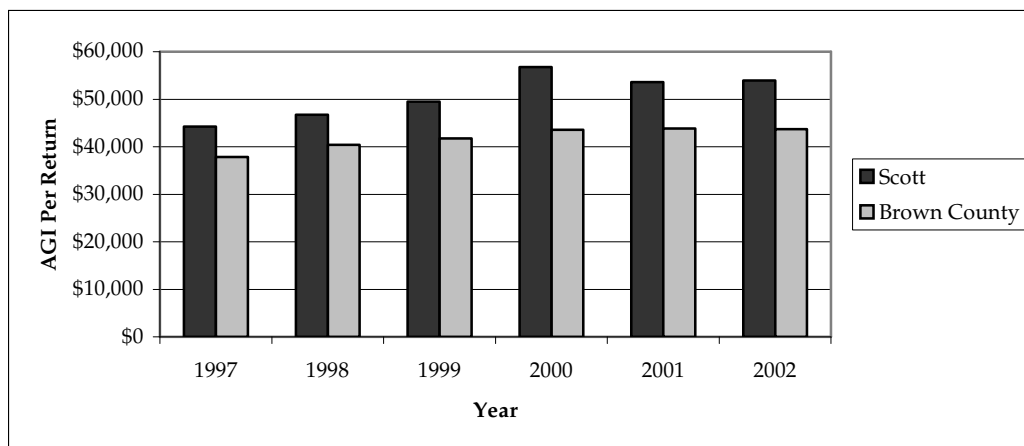


Source: U.S. Bureau of the Census, 1990 and 2000; Challenges/Revisions to the 2000 Census Original Counts as of November 25, 2003.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Scott's average adjusted gross income (AGI) per tax return is significantly higher than Brown County's average. The most recent year for which information is available lists the year 2002 AGI for the Town of Scott at \$53,924, which is \$10,202 higher than the Brown County average of \$43,722. Figure 1-4 shows the trend in AGI for the years 1997-2002.

Figure 1-4: Adjusted Gross Income Per Tax Return: 1997-2002.

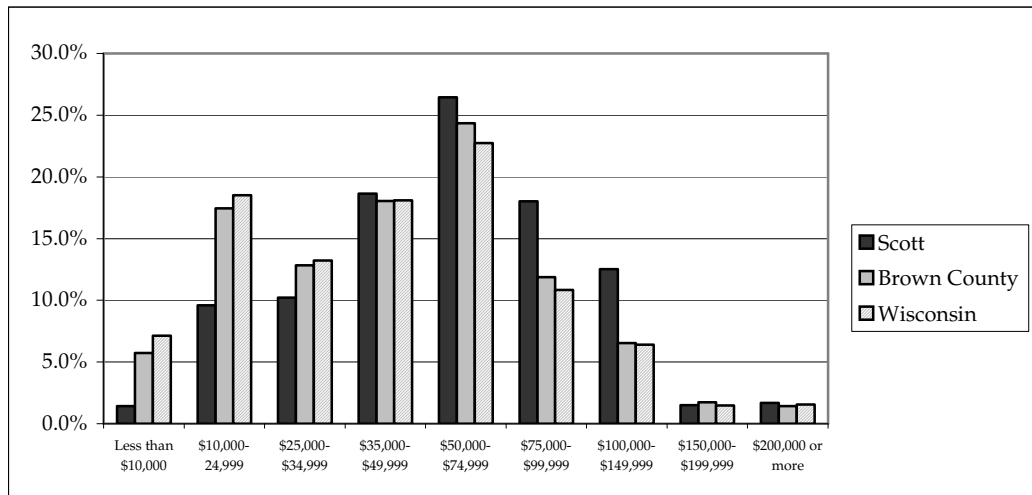


Source: Wisconsin Department of Revenue-Division of Research and Analysis, 1997-2003.

The 2000 census also provides ranges for income levels. Like the state and county, the largest percentage of Town of Scott households is within the \$50,000 to \$74,999 income

range at 26.4 percent. However, the Town has generally higher percentages of households in the higher ranges of income levels than Brown County and the State of Wisconsin. The household income percentages are displayed in Figure 1-5.

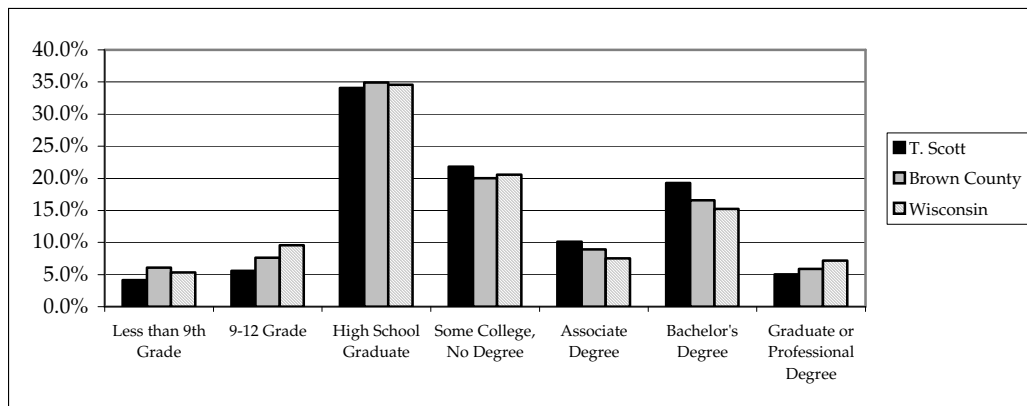
Figure 1-5: Household Income in 1999



Source: 2000 U.S. Bureau of the Census, Table P52 Household Income in 1999, Scott Town

Educational Levels

Figure 1-6: Town of Scott, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older



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

Educational levels of people 25 years and older in the Town of Scott are unlike those typically found in other rural areas. Scott's percentage of non-high school graduates is lower than in Brown County and the State of Wisconsin. Secondary educational attainments were moderately higher than Brown County and the State of Wisconsin, with the exception of graduate or professional degree holders. The educational levels are displayed in Figure 1-6.

Employment Characteristics

As displayed in Figure 1-7, 63.5 percent of the Town of Scott's population is employed in sales and office occupations and management, professional, and related occupations. These occupations correspond to the generally higher educational attainment and income ranges found in the Town as compared to the rest of Brown County.

Figure 1-7: Town of Scott Employment by Occupation

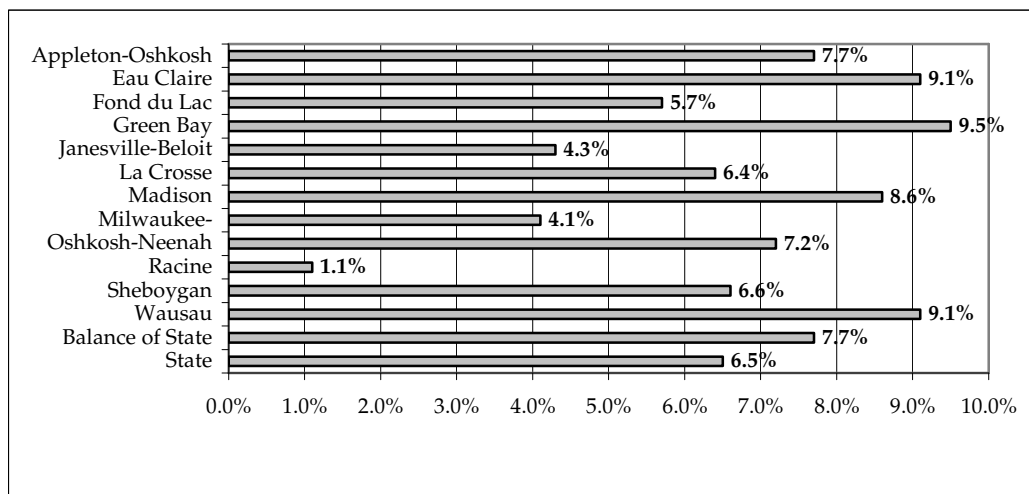
Occupation	Number	Percent
Sales and office occupations	620	32.7
Management, professional, and related occupations	583	30.8
Service occupations	256	13.5
Production, transportation, and material moving occupations	217	11.5
Construction, extraction, and maintenance occupations	205	10.8
Farming, fishing, and forestry occupations	13	0.7

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

Employment Forecast

According to the State of Wisconsin Department of Revenue–Division of Research and Policy, the most recent *Economic Outlook – Metro Areas, 2004*, states that employment in the Green Bay Metropolitan Area is projected to grow by 9.5 percent between 2004 and 2008, which is the highest growth rate among the state's metropolitan areas. By 2008, manufacturing employment is predicted to regain its 2000 level, while service sector employment is also expected to see strong growth. Figure 1-8 displays total non-farm employment forecasts by Wisconsin MSA for 2004-2008.

Figure 1-8: Total Non-Farm Employment Forecasts by MSA, 2004-2008.

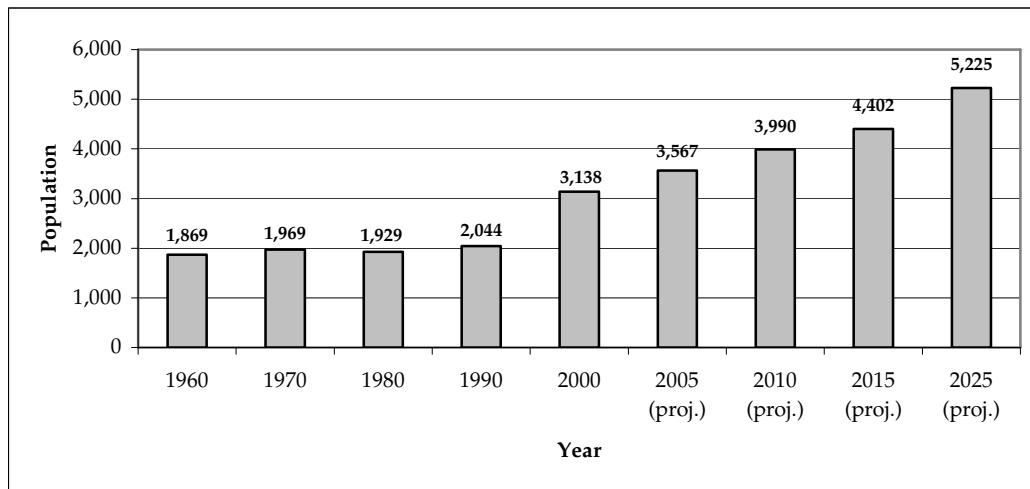


Source: Wisconsin Dept. of Revenue–Division of Research and Policy, *Economic Outlook – Metro Areas, 2004*.

Population and Housing Forecasts

In March of 2004, WDOA released new population projections through 2025, which took into account recent growth patterns. According to these projections, the Town of Scott is forecast to grow by 1,264 people from 2000 to 2015 and another 823 people by 2025, for a total future population of 5,225 residents. This results in a projected 66.5 percent population growth rate from 2000 to 2025. The historic and projected population for the Town is displayed in Figure 1-9.

Figure 1-9: Historic and Projected Population, Town of Scott, 1960-2025



Source: U.S. Census Bureau 2000; Wisconsin Dept. of Administration, 2004. Challenges/Revisions to the 2000 Census Original Counts as of November 25, 2003.

The WDOA also provides yearly population estimates for the years between the decennial censuses. In 2004, the Town of Scott population was estimated at 3,519 residents. Therefore, it appears that the new population projections accurately reflect the current short-term growth and development patterns in the Town of Scott.

Based upon this information, a baseline projection of the housing units required for the 2025 population can be determined. According to the 2000 census, the Town of Scott had an average household size of 2.73 people per owner-occupied household. While understanding that not all future residents of the Town will live in owner-occupied housing, for the purposes of identifying general future housing needs, 2.73 people per owner-occupied household will be utilized. Dividing this amount into the 4,807 people projected to live in the Town by 2025 yields a result of 1,761 total housing units required for the future population. Subtracting the 1,171 owner-occupied housing units developed up to 2000 (not including those that are for seasonal, recreational, or occasional use) results in a need for a minimum of 590 additional housing units in the Town by 2025.

Summary

As is evident from the growth the Town experienced between 1990 and 2000 and the growth it continues to experience, the Town of Scott is a growing community. The goals and objectives for the Town of Scott Comprehensive Plan address the growth pressures the Town is currently experiencing, while trying to maintain the natural features and rural feel that long-time residents cherish and that brought many new residents to Scott in the first place. The goals and objectives are reflective of the results of the town-wide visioning session, citizens advisory committee, public input, and the 14 State of Wisconsin Comprehensive Planning Goals.

The goals and objectives identified in the Issues and Opportunities chapter are intended to guide the Town and create a community that is unique in Brown County, so that in the future Scott is not indiscernible from other communities. The objectives, such as utilizing various development techniques to create a unique community, identifying ways for pedestrians and bicyclists to get around, and enhancing the Town's natural features, are concepts that will be further discussed with specific policy recommendations within the plan.

As the demographic trends indicate, the Town of Scott is very typical of most suburban Brown County communities in that it is generally wealthier and better educated than Brown County as a whole. The population of the Town is projected to continue to increase to a total population of 4,807 by 2025, which is an increase of 1,669 residents or a growth rate of 53.2 percent between 2000 and 2025. It is important for the Town to continue to develop a diversified range of housing choices, transportation alternatives, and healthcare options to account for a diversifying and growing population.

A comprehensive plan provides an opportunity for the Town of Scott to take inventory of those parts of the Town that give Scott a unique identity in Brown County today and identify various development techniques and other procedures to ensure Scott remains unique in the future.

CHAPTER 2

Land Use

Existing Land Use

In order to plan for future land use and development in Scott, 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. Fieldwork for the most recent inventory was completed in June 2000 and updated in April 2005 for the Town of Scott. Using this data, the various land use categories were broken down by acreage. Figure 2-1 describes the land use composition of the Town, and Figure 2-2 shows the location of the various land uses within the Town.

Figure 2-1: Town of Scott 2005 Land Use Acreage

Land Use	Total Acres	Percentage of Total Land Area
Single-Family	1,194.1	10.25%
Two-Family	10.5	0.09%
Multifamily	5.1	0.04%
Mobile Home	0.4	<0.01%
Total Residential	1,210.1	10.39
Retail Sales	13.6	0.12%
Retail Services	22.1	0.19%
Total Commercial	35.7	0.31%
Manufacturing	18.9	0.16%
Extractive (Quarrying)	102.5	0.88%
Storage	6.9	0.06%
Total Industrial	128.3	1.10%
Streets and Highways	762.6	6.55%
Total Transportation	762.6	6.55%
Generation/Processing of Comm./Util.	3.2	0.03%
Transmission of Communication/Utilities	3.9	0.03%
Total Communication/Utilities	7.1	0.06%

Land Use	Total Acres	Percentage of Total Land Area
Administrative/Governmental Facilities	5.0	0.04%
Safety Institutions/Facilities	1.9	0.02%
Educational Facilities	32.7	0.28%
Religious and Related Facilities	52.1	0.45%
Total Institutional/Governmental	91.7	0.79%
Designated Historic/ Cultural/ Archeological Site	0.5	<0.01%
Parks/Playfields/Picnic Areas	10.0	0.09%
Golf Courses	141.3	1.21%
Golf Driving Ranges	11.1	0.10%
Boat Launching Sites/ Areas	0.2	<0.01%
Total Outdoor Recreation	163.1	1.40%
Cropland/Pasture	5,443.5	46.73%
Long-term Specialty Crops	44.2	0.38%
Agricultural Buildings	129.3	1.11%
Total Agricultural	5,617.0	48.22%
Water Features	52.4	0.45%
Designated Scientific Sites/ Areas	181.4	1.56%
Woodlands	2,054.5	17.64%
Other Natural Areas	1,220.0	10.47%
Total Natural Areas	3,508.3	30.12%
Platted Residential Lots Vacant	124.5	1.07%
Total Land Under Active Development	124.5	1.07%
GRAND TOTAL	11,648.4	100.00%

Residential Land Uses

Of the developed land uses, residential land use is the dominant category. In 2005, the Town of Scott had 1,210 acres devoted to residential land use, which is 10.39 percent of the Town's total acreage. Single-family residential uses comprise by far the largest percentage of residential uses in Scott at 98.7 percent. There are three small areas of non-single-family development in Scott. One area is in the far southwestern corner of the Town along Sandra Rose Lane where there are a few duplexes and small multifamily units. The second area is in the community of New Franken where there is a small multifamily complex. The third area is a condominium development at the Royal Scot Golf Course. Until recently, residential development in the Town was generally

concentrated along the bayshore, the top of the Niagara Escarpment, and the Royal Scot Golf Course.

Recently, new subdivisions are being developed in formerly agricultural lands along the west end of Fischer Road, south side of Van Lanen Road, and south of CTH I. All of these subdivisions are west of STH 57. The community of New Franken in the southeastern corner of the Town of Scott has also recently experienced some residential growth between New Franken Road and St. Killian Road. Growth in this area is expected to continue based on new platting activity on the north side of STH 54 just northwest of New Franken.

Commercial Land Uses

Commercial land uses occupied 35.7 acres in 2005, or 0.31 percent of the Town. Scott has two small areas of generally commercial development. The west side of the STH 54/57/CTH I interchange contains the largest area of commercial development with a gas station/fast food restaurant, floor coverings store, and farm implement dealer. To the west of the interchange at the intersection of Bay Settlement Road and CTH I are two restaurants and a real estate office oriented more toward the local population. There are a few other scattered commercial uses in the Town primarily located along county trunk highways, as well as a number of home-based businesses throughout the Town.

The City of Green Bay is in the process of planning and marketing the 54/57 Business Park on the eastern half of the STH 54/57 interchange, which covers approximately 1,100 acres of land. The land adjacent to STH 57 and extending east along STH 54 is planned to be developed with commercial uses oriented toward commuter and pass-through traffic, with the larger remaining area envisioned to be developed as a business park containing commercial and light industrial ventures.

Industrial Land Uses

Industrial land uses occupied 128.3 acres in 2005, or 1.10 percent of the Town. The primary industrial business in Scott is located just west of the STH 54/57 interchange on CTH I. Other businesses are smaller in nature and are scattered around the Town. In terms of area, the largest industrial uses in the Town involve limestone and gravel quarrying activities located north of Church Road adjacent to Van Egeren Lane, with a second quarry located just east of STH 57 on Gersek Lane. The quarries take advantage of the high quality aggregate associated with the Niagara Escarpment, which runs in a southwest to northeast direction across the center of the Town.

Institutional/Governmental Land Uses

Religious and related facilities comprise the largest institutional/governmental land use accounting for 52.1 acres. Educational facilities total the second largest with 32.7 acres of land, primarily comprised of Wequiock School and a portion of the University of Wisconsin-Green Bay Campus. Other smaller institutional/governmental uses are scattered throughout the Town. The institutional/governmental land use total of 91.7 acres represented about 0.79 percent of the Town in 2005.

Outdoor Recreation Uses

The 2005 land use inventory update indicates that Scott contained 163.1 acres of outdoor recreation uses in 2005, which comprised 1.40 percent of the Town. Of this total, 141.3 acres are contained in the Royal Scot Golf Course located in the southeastern part of Scott. Wequiock Falls County Park, a golf driving range, and a small unimproved boat landing comprise the other public active recreational uses in Scott. Parks and other outdoor recreational uses are discussed in detail in the Utilities and Community Facilities chapter of the plan.

Agricultural Land Uses

Agricultural uses in Scott are largely comprised of small, family-run dairy farms and cash crops. The largest areas of uninterrupted farm land are located north of Church Road and east of STH 57 to a large wetland area in the northeastern part of the Town. As of the 2005 update to the land use inventory, the Town contains 5,617 acres of agricultural lands and buildings (barns, silos, etc.) combined, as compared to 8,396 acres in 1980, which is a decrease of 33.1 percent in 25 years. However, it is important to keep in mind that approximately 1,100 acres of land (much of it is farmland) was annexed to the City of Green Bay as part of a 2003 boundary agreement between the City and Town of Scott. Even when comparing percentages of total agricultural land area in the Town to eliminate the skewing effect of the annexation, agricultural lands have decreased from 68 percent of the total land area in 1980 to 48 percent in 2005. Agricultural land totals are expected to continue to decrease as the Town's development continues to increase, particularly since many of the remaining agricultural lands in the Town are owned by non-farming owners and developers.



View of Scott agricultural lands



Town of Scott farm

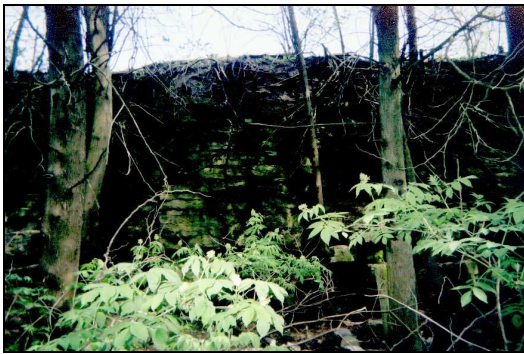
Natural Areas

Scott contains a number of natural areas associated with the bayshore, stream corridors, and the Niagara Escarpment. The natural areas as shown on the existing land use map (Figure 2-2), may include wetlands, woodlands, floodplains, and former agricultural areas in the early stages of converting back into woodlands or prairies.

There are two primary large natural areas within the Town. One is the area of Point au Sable, which extends into the Bay of Green Bay and creates a critical habitat area for

migrating ducks and other wetland-dependent plants and animals. The second larger natural area is located in the northeastern part of the Town and extends into the neighboring Town of Green Bay. This area, known as the Red Banks Alvar State Natural Area, is very unique in the State of Wisconsin. There is a very unusual combination of extremely shallow bedrock with an extensive wetland area, creating a habitat for a number of endangered plants. In addition to the two previously mentioned natural areas, there are a number of tributary streams with their own ravines and/or floodplains and scattered wetlands that create a network of natural areas throughout the Town.

The most unique natural area in the Town is the Niagara Escarpment or “ledge,” as it is locally known. The escarpment creates a dramatic change in elevation as it runs southwest to northeast through Scott and is identifiable by its exposed bedrock and thin, rocky soils. The escarpment also provides critical habitat for a number of endangered plants and animals. Natural areas in the Town of Scott are discussed in much more detail in the Natural, Cultural, and Agricultural Resources chapter of this comprehensive plan.



Niagara Escarpment ledge face



Town of Scott stream

Land Use Trend Analysis

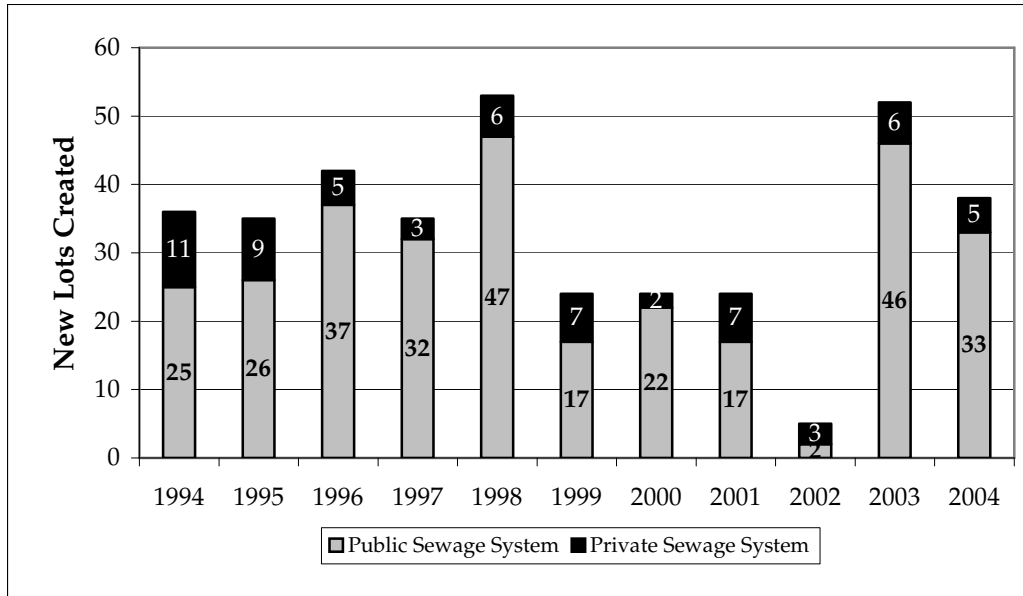
Supply and Demand

As displayed in Figure 2-3, from 1994-2004, the Town added 368 lots, with 304 (82.6 percent) of them being publicly sewered and 64 (17.4 percent) of them being privately sewered (septic, mound, holding tank, etc.). There are three active residential subdivisions in the Town: Bay Heights, St. Killian’s Estates, and Wequiock Creek Estates, all of which have vacant lots. Additionally, Scott and the City of Green Bay are cooperating through their Joint Planning Commission to develop an approximately 1,100-acre commercial and business park development in an area of the City that was recently annexed from the Town. The residential subdivisions and nearby business park development should help to satisfy some of the demand for new home and business lots in the Town.

As displayed in Figure 2-3, Scott has generally had substantially more lots created that are served by public sewer than are served by private onsite systems (gravity, pressure,

holding tank, etc.). Recently, the Town created a subdivision ordinance that requires the provision of public sewer and water with any new subdivision plat. This requirement will likely continue the trend of significantly more publicly-sewered than privately-sewered lots in the Town.

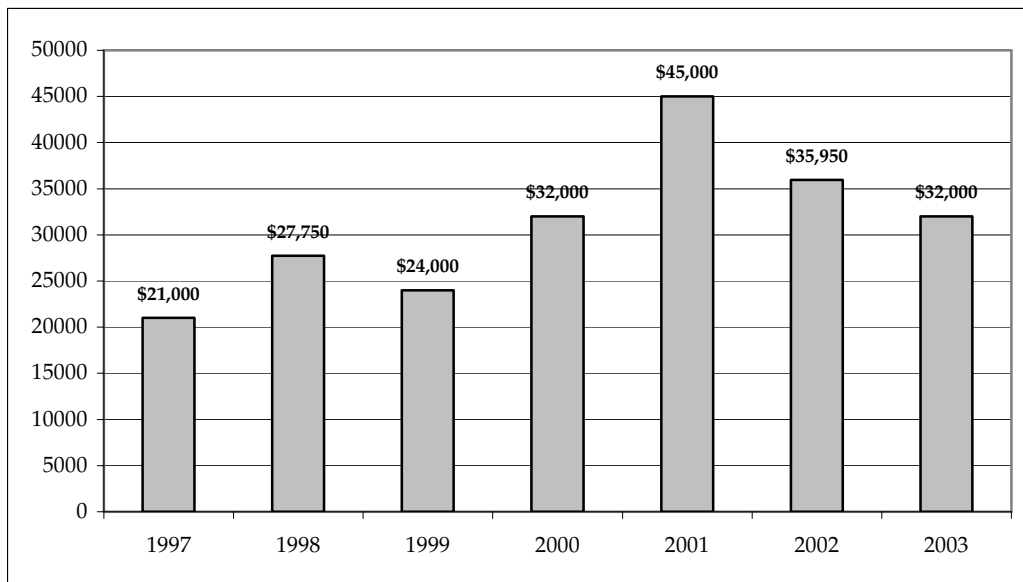
Figure 2-3: Number of New Lots Created, 1994-2004.



Source: Brown County Planning Commission, 2005.

Land Prices

Figure 2-4: Average Value of Vacant Residential Parcels Sold, 1997- 2003



Source: Brown County Register of Deeds and Brown County Planning Commission, 2003.

Figure 2-4 identifies the average selling price of vacant residential parcels for the time period of 1997-2003, which was extracted from the Brown County Register of Deeds database. As is evident from the graph, the median cost of a home site has generally increased over the 7-year period with a spike in 2001. Although relatively stable, it can be expected that lot prices will continue to increase, particularly as vacant lots along the bayshore and escarpment become more scarce. However, in addition to these high-demand, high-price lots, the Town has a number of subdivisions that have or will have available vacant lots in the near future. This should help to relieve some of the demand for home sites in the Town.

Opportunities for Redevelopment

The Town is currently experiencing redevelopment activity primarily along the bayshore where formerly small, seasonal cottages are being torn down and new year-round homes are being built in their place. Although this is improving the housing stock in the Town, an indirect effect of this activity is that, since the parcels are very small, the new homes are practically creating a wall of development along the bayshore and blocking views for non-bayshore residents and tourists. Scott should actively seek bayshore access points, such as Volk's Landing, to preserve some views and access to the bay.

Other than the bayshore properties, the majority of the development in the Town of Scott has taken place within the past 20 years. Therefore, there are no large areas in the Town that would be candidates for redevelopment. However, as discussed at the visioning session and as viewed through the results of the visual preference survey, there is a need to ensure that buildings and lots are maintained to a level consistent with what Town of Scott residents expect. Scott should consider developing a property maintenance ordinance to ensure that homes and businesses are properly maintained and do not detract from neighboring property values or create a poor image for the Town. Additionally, Scott should work with property owners to preserve some of the remaining historic structures in the Town.

Although there is not a need at this time for redevelopment, the Town should encourage development patterns that utilize existing public utilities or are adjacent to existing development in order to grow out in a more logical pattern from the southeastern part of the Town and New Franken area, rather than having large tracts of agricultural lands between existing and new development.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

Currently, the major land use conflict experienced by many developing rural towns is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the town. The Town of Scott should continue to work with the remaining farmers in Scott and the Towns of Green Bay and Humboldt to ensure that future development, either agricultural or residential, does not negatively impact existing residents, businesses, or farms. This can be accomplished through setting yearly meetings to discuss issues, such as farming and residential development, and to

try to work toward a compromise or solution that all sides find agreeable. The Intergovernmental chapter provides additional policies and programs that the Town can utilize to help minimize or resolve conflicts between the Town of Scott and its neighbors.

Quarries and Residential Uses

An area of potential conflict is between the existing active nonmetallic quarrying operations and future residential development. Active quarries with the large amount of heavy truck traffic, blasting, and machinery operations are not typically compatible with residential development. Up to this point, conflicts have been kept to a minimum due to the relative distance between the active quarries and homes. However, as the Town continues to grow and development expands to the north and east, Scott should be aware of the existing quarries and ensure that developments (if not kept from locating near the quarries) provide adequate buffers and notification to potential homeowners that there are active quarries located nearby. Scott maintains a quarrying ordinance that limits quarry expansion to areas outside of 500 feet from existing residential structures.

The proposed area development plan for the Joint Planning Area identifies a mixture of residential, business, recreational, and institutional uses south of Church Road. This is directly across the street from two active quarries in the Town and adjacent to land owned by the quarry operators that they intend to quarry. This will be an area of obvious conflict if both the Town and the quarry operators move forward with their plans. Scott and the quarry operators should begin to discuss the future of quarrying in the Town and whether there are better alternative sites for quarrying, either farther north or east in the Town or outside of Scott's boundaries.

Sensitive Natural Areas and Development

Scott has a number of sensitive natural areas that are very susceptible to changes in the local environment. The Niagara Escarpment, Point au Sable, Hutchinson's Bog, Red Banks Alvar, and Point Comfort Ridge and Swale complex are all unique to this part of the state. When development is proposed in close proximity to these and other natural areas in the Town, it is critical that the proposal identify how they will address the direct (land disturbance, vegetation clearing, etc.) and secondary (stormwater runoff, increased impervious surfaces, etc.) impacts of the development.

General Land Use Compatibility

As Scott 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, many uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

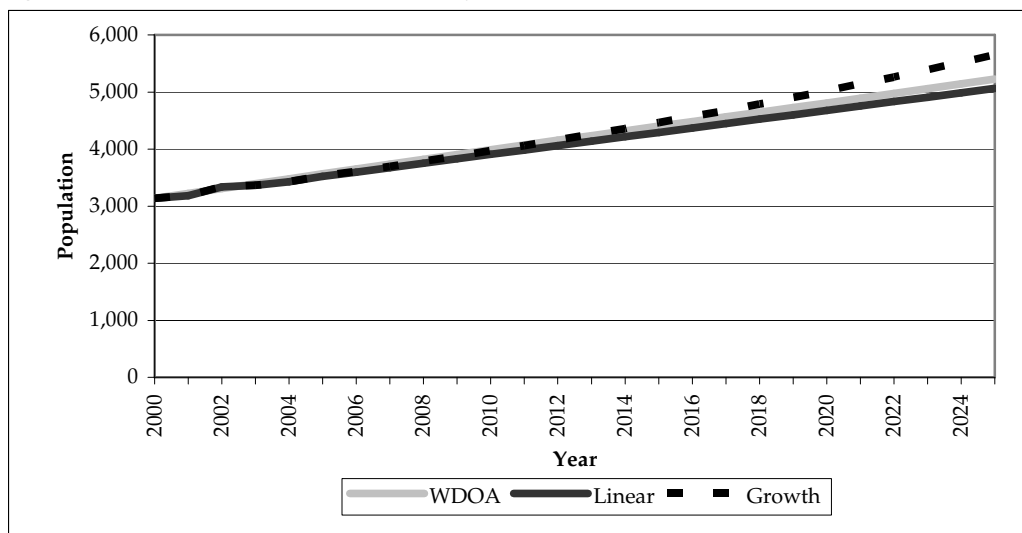
20-Year Projections in 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. The Issues and Opportunities chapter states that the future land use plan and 5-year growth increments will need to account for the disparity between WDOA population projections and the amount of development that has already occurred in Scott over just the past three years.

Alternative Population Projection

The citizens advisory committee (CAC) requested that alternative population projections to the WDOA 2025 projections be done to ensure that recent population trends are taken into account. Linear and growth population trends were projected out to 2025, based upon the 2000 census and the 2001-2004 population estimates for the Town of Scott. Figure 2-5 graphs the linear and growth trends as compared to the WDOA projection. Based upon this analysis, the WDOA projection (5,225) approximates a 2025 population between the linear projection of 5,064 residents and the growth projection of (5,648) residents.

Figure 2-5: Alternative Population Projections



Source: WDOA, 2004; Brown County Planning Commission, 2005.

Land Use Projections

In order to provide a historical perspective on land uses in Scott, the land use acreages from 1980 were compared to the 2005 update. Figure 2-6 identifies the changes in land uses over this 25-year period. As previously mentioned, when accounting for the annexed lands, agricultural lands have decreased from 68 percent in 1980 to 48 percent in 2005.

Figure 2-6: Change in Scott Land Use, 1980-2005

Land Use	1980 (Total Acres)	2005 (Total Acres)	Difference 1980-2005	Percent Change
Residential	537 acres	1,210 acres	+673 acres	+125.3%
Commercial	29 acres	36 acres	+7 acres	+24.1%
Industrial	80 acres	128 acres	+48 acres	+60.0%
Agricultural	8,396 acres	5,617 acres	-2,779 acres	-33.1%

Source: *Brown County Farmland Preservation Plan*, 1990 Update; Brown County Planning Commission, 2005.

While the population of the Town has increased from 1,929 people in 1980 to an estimated 3,430 residents in 2004 (increase of 78 percent), the amount of land consumed by residential development has increased by 125 percent. This is generally reflective of the suburban and rural single-family lots that have typified new development in Scott. As the number of multifamily units and denser, publicly-sewered developments increase, these percentages should become closer, thereby increasing the Town's population without as large an impact on the Town's landscape.

The Town's 2025 population projection of 5,225 residents is an increase of 1,795 people from the 2004 estimate. Based upon the Town's average people per household of 2.73, another 658 residential units will be needed between 2005 and 2025 to house the Town's projected population. Based on a review of recently approved subdivisions in Scott, new lots that are developed on public sewer generally vary between 0.33 acre and 0.75 acre, resulting in an average 0.54-acre lot. However, in general, more new residential lots in Scott tend to be closer to the smaller end of the scale than the larger end. Therefore, a weighted average of a 0.44-acre lot will be utilized in calculating required acreages. Applying this average lot size to the 658 new housing units that will be required for the Town's 2025 population, there is a need for an additional minimum of 290 acres for future residential development. In order to more efficiently utilize the Town's existing and future sanitary sewer and water lines, minimize costs to residents, improve housing affordability, and better maintain the Town's desired rural character, Scott should continue to utilize its smaller lot sizes into the future.

Based on the 2005 land use inventory, the total developed residential (1,210 acres), commercial (36 acres), and industrial (128 acres) uses in the Town account for a total of approximately 1,374 developed acres of land. Breaking these totals into percentages of the total developed acres of land results in 88.1 percent residential, 2.6 percent commercial, and 9.3 percent industrial. Applying these percentages to the projected 290 required acres of residential land results in an additional 8 acres of commercial land and 27 acres of industrial land for a total of 35 acres of land. However, based on input from the CAC and the town-wide visioning session, there is an interest in increasing the amount of commercial activity in the Town so long as it is in scale with the residential nature of Scott. Therefore, the percentages for the year 2025 will include a relatively higher percentage of commercial development.

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several approved subdivision plats within the

Town were reviewed and the percentage of land devoted to street rights-of-way was identified. The analysis determined that, on average, approximately 15 percent of a subdivision's total area is dedicated to street rights-of-way. Therefore, an additional 49 acres were added to the 325 acres for a total development area of 374 acres by 2025.

Based on the past 20 years of population growth within the Town and associated land use changes, it is assumed that approximately 374 additional acres will be needed to accommodate the Town's growth over the next 20 years. This total includes 290 acres for residential development, 35 acres for combined commercial/industrial development, and 49 acres for street rights-of-way. In order to account for market factors, such as the willingness of property owners to sell land, an additional 10 percent of the required acreage was added for a total of 411 acres over the next 20 years. However, the intent of this plan is to promote mixed land uses, neighborhoods, narrower streets, and other similar concepts consistent with the State of Wisconsin's Comprehensive Planning Goals instead of the standard segregated "pods" of single land uses served by wide streets. Therefore, the total of 411 acres needed for 20 years is more relevant than the individual acreage allocations for residential, commercial, and industrial uses. For the purpose of ensuring that the Town 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 are counted as developed and the projections build from this base.

The Town of Scott recognizes that it is projected to need 411 total acres of residential, rights-of-way, commercial, and industrial lands over the next 20 years. However, the Town desired to include the entire Joint Planning Area in the comprehensive plan. This includes much more residential land than is projected to be required, but in the interest of consistency for future decisions, all land was included. The plan for the Joint Planning Area includes approximately 922 acres of future residential development located south of Church Road and east of the City of Green Bay's 54/57 Business Park. Scott should track the amount of development within the Joint Planning Area to determine how much of the Town's overall growth is locating in that area as opposed to rural development.

5-Year Growth Increments

The 5-year growth increments identify where services, such as sewer and water, currently exist, where extensions of the services are planned, and where they can be most cost-effectively extended when warranted by development pressures and where consistent with the direction provided by the State of Wisconsin's Comprehensive Planning Law. The mapped increments are not intended to be growth boundaries. Rather, they indicate where the Town is planning for the extension of public utilities and services based upon sound planning by promoting the efficient, logical growth of the Town instead of far more costly and inefficient "hop-scotch" development patterns. Identifying where and when the Town is intending to extend public utilities and services in conjunction with the projected growth of the community shows all parties involved the Town's intended development pattern, thereby providing additional information to the property owner who can then make more informed decisions regarding future utilization of his or her land.

In order to account for unexpected growth or opportunities, the growth increments may be amended if consistent with the goals, objectives, and intent of the plan. Because there

is a local amendment process to go through, the Town is given 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 a large private investment outlay.

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based on the projected growth for 5-year increments but should be flexible enough to allow for market conditions. These areas should be considered “Smart Growth” areas and are identified on the 5-Year Growth Increments map. Figure 2-7 identifies the tabular 5-year growth increment acreage projections for the Town of Scott and Figure 2-8 maps the increments.

Figure 2-7: 5-Year Growth Increments for the Town of Scott

Use	Year				
	2005 (includes vacant parcels platted for each use)	2010	2015	2020	2025
Residential	1,335 acres	1,413	1,490	1,568	1,645
Commercial	36 acres	48	60	72	84
Industrial	128 acres	142	155	168	181
Agricultural	5,617 acres	It is expected that agricultural land uses within the Town will continue to decrease as they are converted to other uses and the Town continues to develop.			

Source: Brown County Planning Commission, 2005.

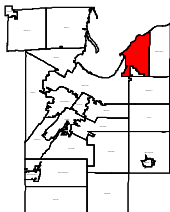
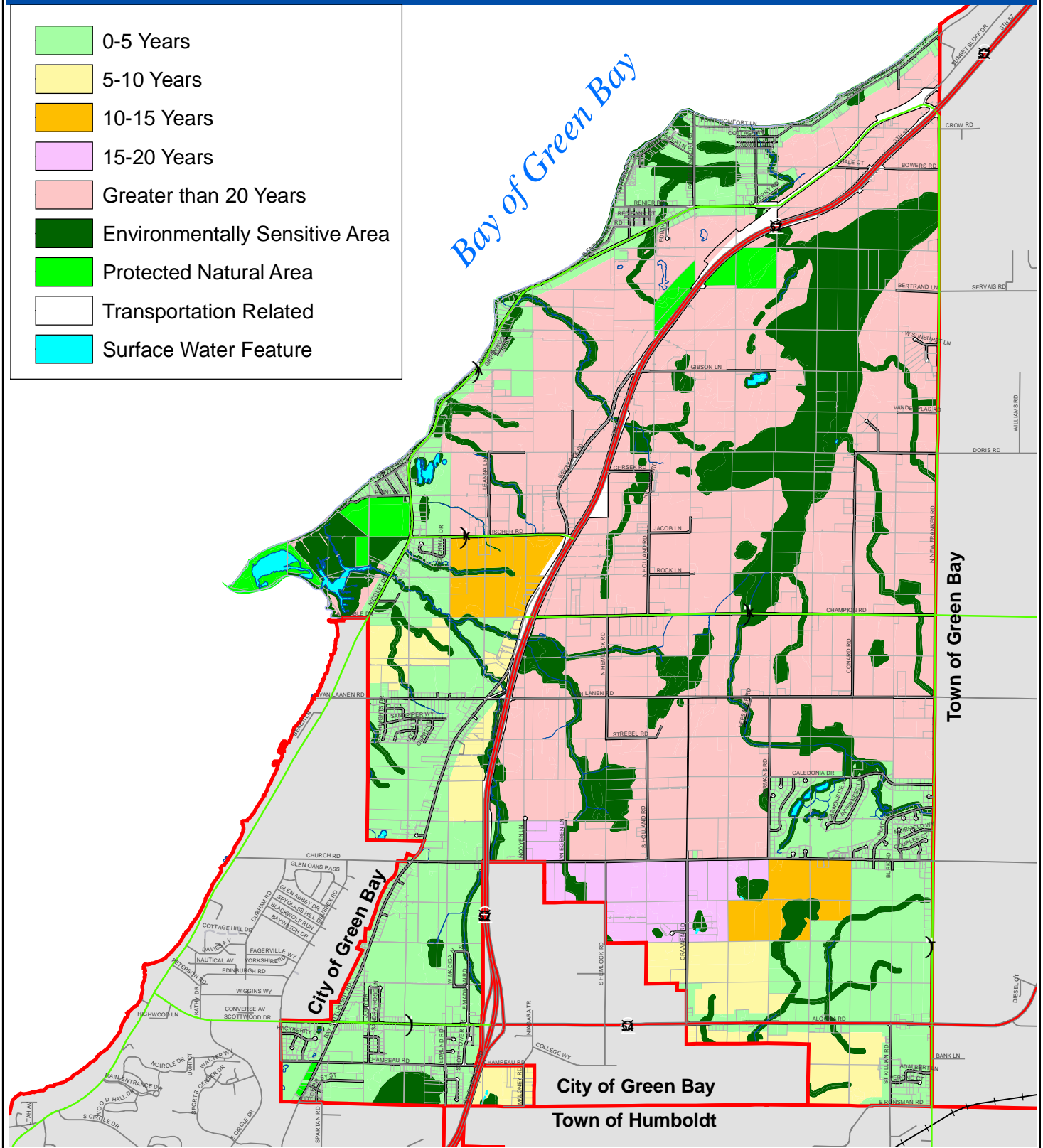
The Town of Scott currently does not permit subdivisions without sewer and water (developments of 5 or more lots in 5-year periods) outside of the boundaries of the four sanitary districts operating in the Town. This is one of the most effective means of ensuring the logical, efficient growth of Scott since 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 sewer 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 also often out of skew because of the different lot sizes required for unsewered versus sewer lots. For these reasons, Scott should continue its policy of permitting subdivisions only within the boundaries of the sanitary districts where sewer and water is available. The 5-year growth increments should be utilized to inform residents, elected officials, developers, and property owners of where and when Scott would like to see public sanitary sewer and water extended to these areas.

Figure 2-8

5 - Year Growth Increments

Town of Scott, Brown County, WI

Brown
County
Planning
Commission



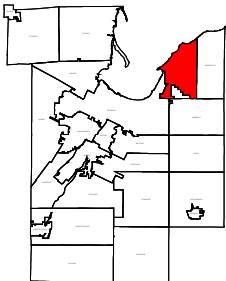
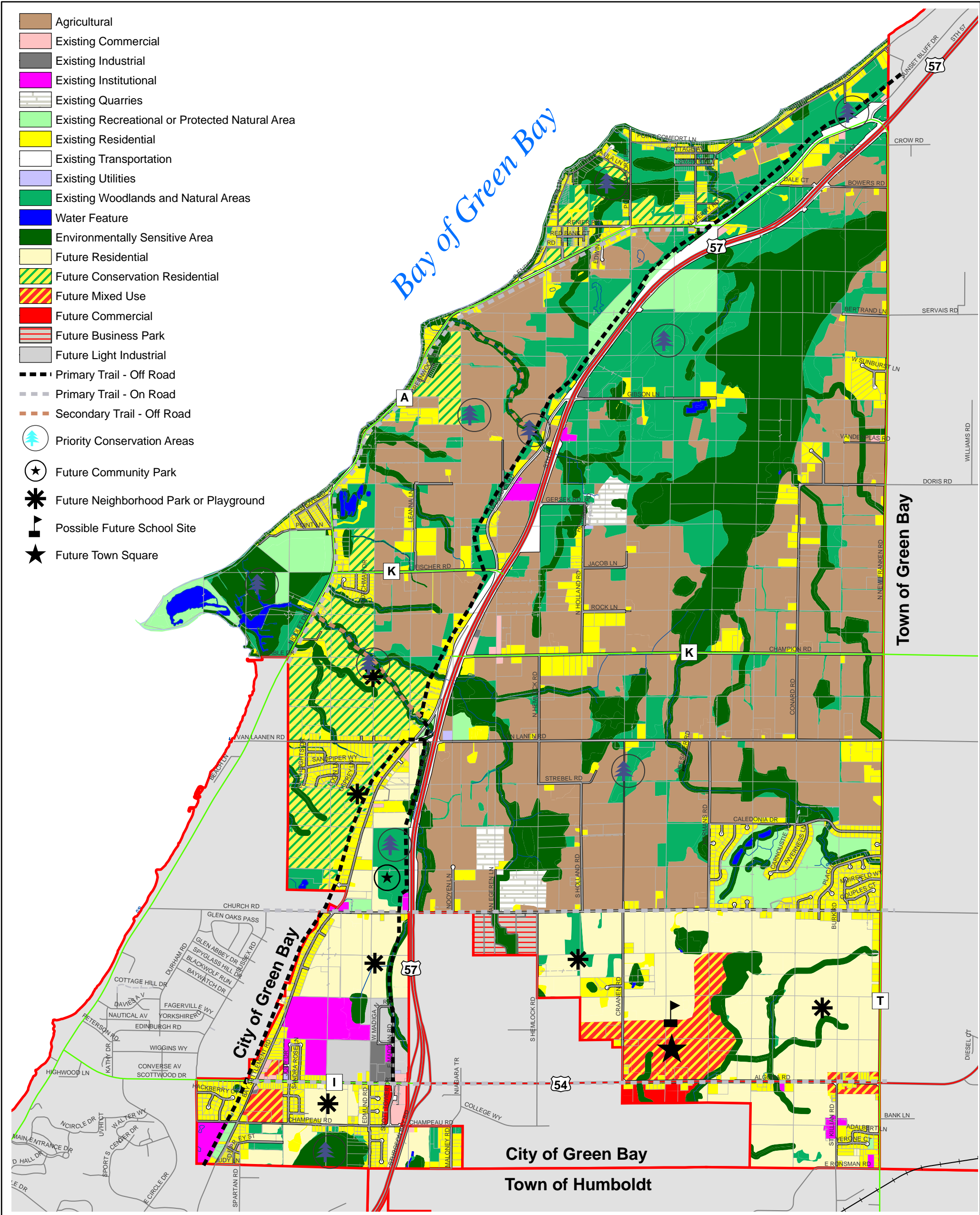
This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by the Brown County Planning Commission.
March 2006.

Figure 2-9

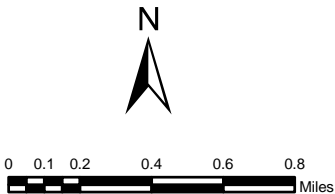
Future Land Use

Town of Scott, Brown County, WI



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Map prepared by the Brown County Planning Commission.
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Consistency with Brown County Sewage Plan

It is important for the Town to keep in mind that the 5-year growth increments do not take the place of the sewer service areas identified in the Brown County Sewage Plan. The increments identify where the Town is planning to extend sewer and water services over the next 20 years, along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As Scott 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, the Town should consider reallocating vacant sewer service areas in a manner consistent with the 5-year growth increments and future land use map.

Future Land Use Recommendations

In order to achieve the overall goal and the general objectives for Scott's land use, future development should be based on the themes of efficiency, integration, and neighborhoods. Scott's growth should be orderly and cost-effective and should make maximum use of existing and planned services. For instance, the plan recommends that areas already served by public sewer and water in infill areas and areas contiguous to developments currently served by public sewer and water be given priority and developed first.

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.

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

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.

Residential Development

Future residential development in Scott east of STH 57 and south of Church Road should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. Neighborhoods should be planned in areas of about 160 acres in size to create

neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This is not to say that individual developments need to be 160 acres in size but, instead, that the culmination of developments totaling 160 acres in size should have these mixed uses and housing types. This size range is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

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

As development reaches north of Church Road on the east side of STH 57, as well as west of Bay Settlement Road, the terrain becomes more conducive to the creation of conservation by design subdivisions as a means to maintain the more rural feel of the area. Conservation by design subdivisions in this area should take advantage of the natural features, sensitive ecology, and the presence of archeological sites by incorporating these features into the preserved greenspace areas. Utilizing conservation subdivisions in areas below the ledge will also minimize the appearance of rooftops when viewing the bayshore and surrounding countryside from the top of the ledge and will provide for parkway/trail connections below the escarpment.



Views from the Niagara Escarpment in the Town of Scott

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.

Over the next 20 years, residential development is proposed to expand primarily in the area of the Town's Joint Planning Area (JPA) with the City of Green Bay south of Church Road and on the west side of STH 57 south of Fischer Road. Within these residential areas, a diversity of housing styles and types, in addition to compatible neighborhood-scale commercial, recreational, and institutional uses, will be encouraged. It is critical that Scott maintain its current policy of permitting new subdivision plats only if both public sewer and water serve them in order to prevent inefficient expansion of public sewer and water in the future.

Mix of Housing Types and Lot Sizes

As discussed in the Housing chapter, Scott needs to diversify its housing stock in order to account for demographic changes and insulate its housing stock from changes in the housing market and national/state economy. Types of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in various areas in the Town. 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. Design standards and the creation of open space and other buffers can help integrate different residential intensities.

In order to account for changes in demographics, housing market, and national/state economy, the Housing chapter recommends that at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots 15,000 square feet and over).
- Smaller lot single-family houses (lots less than 15,000 square feet in conservation subdivisions).
- Duplexes.
- Townhouses (attached housing).
- Accessory dwelling units.
- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood).

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face a different frontage, the visual impact of the larger building and garage façade is lessened. The Housing chapter provides additional details regarding the siting and design of various forms of housing types.

Neighborhood Connectivity and Street Network

The design of the street network has a huge impact on the character and form of development, particularly in residential areas. It is critical that streets be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and taking into account environmental constraints. The Town of Scott has a number of natural resources that can present barriers to traditional street connectivity among neighborhoods. The abundance of small streams, wetlands, archeological sites, and the Niagara Escarpment can, in some instances, preclude neighborhoods from having much street connectivity. These natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the Town should be utilized to connect within and between new neighborhoods in Scott.

Where natural barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. Blocks should vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections and access to off-street trails or paths. The street network should connect to the adjacent neighborhood centers and extend out into the surrounding neighborhoods. 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 Network

Scott does not have a formal pedestrian network. Residents typically walk on the shoulder of town and county roads to reach destinations or for exercise. However, the Town has indicated an interest in developing a town-wide pedestrian network consisting primarily of off-street trails and complemented by sidewalks within the town center and near schools. Scott should consider identifying future trail connections and routes throughout the Town that follow natural drainageways or the base of the Niagara Escarpment. The trails could be incorporated into the greenspace requirements of conservation by design subdivisions and should connect future park and school facilities in the Town to nearby residential developments. The Brown County Open Space and Outdoor Recreation Plan should be used as a guide when identifying proposed trail connections that could lead to adjacent communities.

The area of Scott envisioned for the town center is planned to have smaller lots and a diversity of uses. As new developments are proposed within this area, consideration should be given to the placement of sidewalks or off-street paths along both sides of

main thoroughfares, such as STH 54, Church Road, and Craanen Road, and future home-to-school walk routes (when future school locations are identified in this area). In order to create a more consistent and predictable policy for the inclusion of sidewalks in new developments, Scott should further consider requiring sidewalks within one mile of an existing or future school site in all new developments.

There are three proposed new trails identified in the 2001 Brown County Open Space and Outdoor Recreation Plan: one located along the base of the Niagara Escarpment, a second another along Wequiock Creek connecting the escarpment trail to Point au Sable, and a third connecting Bay Settlement Road to Fischer Road. The escarpment trail could connect UWGB in the south to Wequiock Falls Park, the Jean Nicolet statue and wayside, and eventually Cecil Depeau Bay Shore Park in the Town of Green Bay. Cooperation and coordination with willing property owners, Town of Scott, Brown County, University of Wisconsin–Green Bay, and Wisconsin Department of Natural Resources would be the only way for this trail to happen.

Streetscape Design Characteristics

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



Street lined with protruding garage doors



Garage is recessed and porches and windows face street

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. These alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access. They are especially appropriate in traditional neighborhood design developments, and they allow rear access to lots along collector and arterial streets where driveways entering these streets may not be desirable.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood and should be incorporated into the design of neighborhoods whenever possible. As a means to reinforce the Town's rural character, methods to evaluate and incorporate existing natural features (trees, wetlands, ravines, escarpment, etc.) into developments should also be encouraged.

Community Design Characteristics

The Natural, Cultural, and Agricultural Resources chapter contains a number of specific recommendations pertaining to community design. Recommendations include developing the town center, inclusion of greenspace in subdivisions, signage welcoming people to Scott, using alternative development techniques, etc.

In addition to these recommendations, the Town should review its signage and parking lot requirements. Parking lots should be interspersed with islands of landscaping to break up the expanse of asphalt. At best, parking lots should be located behind the building they are serving in order to maximize the visual impact of the building and services or products it provides.



Appealing identity building signage



Signage is overdone and dominates the landscape

Signage is one of the key design components that could separate Scott from other communities. It is recommended that Scott first concern itself with the design of the main entrance corridors of the Town (STH 57, STH 54, Nicolet Drive, etc.). Aesthetically-pleasing signs welcoming people to the Town of Scott could be one of the first projects undertaken by the Town to help create a unique identity. These entrances help to establish the overall character of Scott and provide the first impression to visitors, which are all potential Town of Scott residents or entrepreneurs. It is critical that Scott keep signage to a minimum by encouraging monument-style business signage, rather than the large, pedestal signs or billboards, which tend to dominate the landscape.

Infill and Redevelopment Opportunities

Scott should encourage the infill development of the area between Bay Settlement Road and STH 57 and south of CTH K. New subdivisions should be contiguous to existing ones, rather than creating a "leap frog" type development pattern where there are areas of undeveloped land between subdivisions or other development. Contiguous

development patterns provide for a much more cost-effective and efficient means of providing public utilities and services to Town residents.

Although the vast majority of the development in Scott is very new, the small unincorporated community of New Franken may have some buildings that are in need of rehabilitation and/or redevelopment. New Franken was historically a service center for the farming community and, therefore, contains a small mixture of residential, institutional, and business buildings and uses. New Franken is currently experiencing some new residential growth, and in order to sustain this growth, Scott should work with the Towns of Green Bay and Humboldt to ensure that New Franken has a redevelopment/rehabilitation plan and vision that is consistent among all three Towns.

There are other uses around Scott that may have initially fit in but are now out of place. These include industrial or inappropriately-designed commercial uses in residential areas. Scott should actively work with these business owners to find more suitable locations in the Town for their operations.

City of Green Bay – Town of Scott Joint Planning Area

The portion of Scott within the Joint Planning Area is expected to see very rapid growth and development now that the corporate boundary with the City of Green Bay is fixed for the period of the boundary agreement. It is critical that development follow the adopted Area Development Plan for this area in both Scott and the City of Green Bay. If the plan is followed, both communities could experience very positive results. Green Bay would have a large business park for tax base and would provide easily accessible jobs for people who live in the Scott portion of the Joint Planning Area. Additionally, the Scott town center would provide local commercial shopping, services, and restaurants for people working in the business park.

The fact that the Town and City have representatives on the Joint Planning Commission (JPC) who review all proposals for development within the Joint Planning Area will ensure that both Green Bay and Scott are well aware of the progress in implementing the Area Development Plan. Both communities are then able to coordinate efforts regarding the provision of public services and utilities to the Joint Planning Area. The two communities should continue their cooperative efforts in this area, which serves as a potential model for intergovernmental cooperation to other Brown County and Northeastern Wisconsin communities.

Scott Town Center

The planned Scott town center is located within the Joint Planning Area and is intended to become the focal point for the entire community and give Scott a tangible identity. The recommended Area Development Plan for the Joint Planning Area south of Church Road identifies a town center adjacent to the eastern boundary of the City of Green Bay Business Park. The area is envisioned to be primarily residential with a central mixed-use area. The intent of the mixed use town center is to provide easily accessible goods, services, and housing for people working in the business park and other areas in northeastern Brown County. The heart of the town center is planned to be just northeast of the intersection of STH 54 and Craanen Road.

The town center should follow traditional village design with a well-connected street pattern, sidewalks, mixed land uses, relatively small lots, minimal or no setbacks, pedestrian amenities, a future transit stop, and related features. Commercial uses should be located on the first floor with residential uses on the upper levels to provide an opportunity for people to live and work within the same area. There should be additional consideration of off-street trails or pathways to connect pedestrians and bicyclists from the rest of the Town to this area. In addition to the upper floor residential uses, other residential uses, such as townhouses, apartments, duplexes, and single-family homes, on smaller lots should be mixed into the town center. These uses should, however, fit within Scott's overall scale, theme, and character.

Public Gathering Place

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



Band shell in St. James Park (Green Bay)



Neighborhood access to St. James Park

Commercial Development

Commercial development in Scott should contribute to formulating the Town's unique identity. Therefore, nodes of commercial development with architecture and signage that blend into the rural/natural landscape of Scott should be strongly encouraged over strip commercial development with large pedestal signs and standard corporate designs.

As discussed in the Economic Development chapter, the Town has a number of areas of opportunity for businesses to locate: neighborhood centers, Scott town center, STH 54/57 interchange, and nodes along STH 54 and STH 57. Additionally, the Economic Development chapter points out that the Town's natural features themselves can be an economic development asset.

Scott Town Center

Commercial development in the Scott town center should be relatively small scale and should focus on providing goods and services to people working in the City of Green Bay Business Park, as well as to local residents. Businesses, such as dry cleaners, smaller grocery stores, small professional offices, floral studios, specialty clothing stores, bookstores, and restaurants, should be encouraged to locate in this area. It is critical to the success of these businesses that they do not attempt to directly compete with the large “big-box” type of development that the City of Green Bay has envisioned for the area adjacent to STH 57. Rather, they should focus on customer service, selection, and repeat customers.

Commercial buildings that are constructed in the town center should meet higher standards than those found along typical commercial strip areas. They should be located close to the street with wide sidewalks to encourage window shopping, outdoor dining, and ease of access for pedestrians. Parking should preferably be located behind the buildings or otherwise off-site in a centrally-located area to serve multiple businesses. Two or three-story buildings should be encouraged, particularly those that have commercial space on the first floor with office or residential space above.

STH 57 Corridor

Businesses along the STH 57 corridor should be located in a node rather than in long narrow strips along its entire length. Direct access to STH 57 will likely decrease as the highway corridor continues its transition from a two-lane rural highway to a four-lane, limited access expressway. Therefore, permitting commercial development that is dependent on direct access to STH 57, while knowing that access will be increasingly limited, would not be in Scott’s or any potential business’ best interests. In order to maintain the integrity of STH 57 as a carrier of through traffic, the only recommended node of highway-related commercial development should be located on the west side of the STH 54/57 interchange, complementing the existing highway commercial development. In order to maintain the proper traffic flow of the interchange, driveway access near the interchange should be kept to a minimum, and, if possible, access should only be permitted from existing or future side streets, rather than direct access to CTH I. Signage should be minimal with an emphasis on onsite monument-style signage and building designs that fit Scott’s desired unique character. Those businesses wishing for additional highway signage should focus their efforts on the Wisconsin Department of Transportation’s Specific Information Signs.

STH 54 Corridor

The STH 54 corridor is envisioned to develop as an arterial street with limited access and intersection controls. Therefore, nodes, rather than strips, of commercial development would again be the preferred commercial development pattern. The Area Development Plan identifies an area of commercial and mixed-use development adjacent to the eastern boundary of the City of Green Bay Business Park to the east of the Craanen Road intersection. Commercial uses in this area should be a mixture of those catering to commuter traffic and those serving the local population. Businesses, such as restaurants, smaller grocery stores, and drug stores, would be appropriate in this location. Signage

should be minimal with an emphasis on onsite monument-style signage and building designs that fit Scott's desired unique character.

Neighborhood Centers

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

The neighborhood centers should be strategically located within walking distance of residential uses. These centers should be relatively small (about 10 acres) and should preferably be located at a crossroads, encourage mixed uses, and provide goods and services geared toward the immediate neighborhood rather than the region as a whole. Not only should retail uses be permitted in the neighborhood centers, but other non-retail uses, such as schools or daycare facilities, should be considered for other portions of a neighborhood, as well. The neighborhood centers should be designed to reinforce the positive identity, character, comfort, and convenience of their surrounding neighborhoods, and access for pedestrians and bicyclists must be a priority.

Future neighborhood centers are identified primarily at intersections, including CTH I/ Bay Settlement Road and the intersection of Bay Settlement Road and Church Road. It is important that these areas contain a mix of residential, commercial, institutional, and recreational uses and that the streets are designed in a manner consistent with the residential nature of the immediate area.

Light Industrial Development

The only area in the Town of Scott which currently has industrial development is on CTH I just east of the STH 54/57 interchange. Future light industrial development should be encouraged to also locate in this area. Light industrial development in the Town of Scott should also meet the design standards discussed for commercial buildings, including minimal signage, ample landscaping, and parking on the side or behind the structure. Parking lots should be landscaped with vegetated islands and have appropriate stormwater management facilities. This is particularly critical with the proximity to Wequiock Creek and the proposed parkway trail connecting the area to Wequiock Falls Park. Outdoor storage of materials or products should be discouraged, but if it is permitted, it should be screened from view of passersby through a combination of berms, fencing, and/or opaque landscaping materials.

Nonmetallic Mining Operations

There are currently three active quarries in the Town of Scott. All three quarries mine the limestone associated with the Niagara Escarpment and use the aggregate to provide gravel or dimension stone for construction purposes. The northerly quarry is located in an area of the Town that is not expected to see any major residential development over the timeline of this plan. Therefore, it can be reasonably expected to continue production over the next 20 years. However, due to its location on the southern end of the Red Banks Alvar, stormwater should be managed in a way that it does not disturb the sensitive wetlands that surround it to the north, east, and west. New residential development should not be located in this area due to the truck traffic, blasting, and dust associated with active quarrying activities.

The southern two quarries are located on Church Road just east of STH 57. Both quarries are active and have plans for expansion on property they own on the south side of Church Road across from South Holland Road. However, this area is identified for future residential development in the adopted Area Development Plan for the Joint Planning Area. Due to the projected development in this area, quarrying would not likely be a compatible use. Therefore, the Town and quarry operators should begin discussions regarding the future of quarrying in Scott, as well as potential locations for future quarrying activities. Based on projected growth in the Town, there will be a need for aggregate for construction. However, future quarries should not be located west of STH 57 or south of Church Road to minimize conflicts with surrounding and future land uses.

The Town of Scott should continue its policy of yearly quarry inspections to ensure that issues related to blasting, trucking, and road maintenance are addressed. Additionally, a separate quarrying zoning district should be created in order to better identify appropriate areas for new and expanded quarrying operations.

Parks and Conservation Areas

As the Town continues to grow, there will be a need for additional park and recreational facilities. 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 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. Creeks and other linear features can be a common feature that link individual adjoining developments through the development of rustic hiking trails or paved bicycle paths. Where desirable, open space within subdivisions can be publicly owned while others can remain privately owned. These areas can also be utilized for the treatment of stormwater through the use of retention or detention ponds or infiltration fields.

Active Parks

Active parks are those that have facilities for active recreation opportunities, such as playground equipment, ball fields, and tennis courts. They act as one of the primary means of creating neighborhood cohesiveness and breaking up the expanses of rooftops when viewed from a height, such as the ledge. Identified on the Future Land Use Map are a number of general areas where active parks should be considered for development to serve nearby existing and planned residential development. The placement of the points on the map is general in nature and should not be interpreted to mean that is the exact location of a park. Instead, as previously mentioned, parks should be located in areas that provide recreational activities, as well as resource conservation opportunities.

Passive Parks and Natural/Conservation Areas

The Town of Scott has an abundance of natural resource areas that are worthy of protection for future generations to view and enjoy, in addition to numerous archeological sites that must be preserved. These areas provide open space and help enhance the rural character of the Town that residents wish to preserve. A few parts of the Niagara Escarpment, Red Banks Alvar, and Point au Sable are afforded some protection from development through current regulations and ownership by public agencies (WDNR, WisDOT, UW-Green Bay, and Brown County). However, this amounts to a fraction of the sensitive lands located in the Town of Scott.



Wequiock Falls Park



Wequiock Creek as it enters Point au Sable

The Future Land Use Map identifies ten “priority conservation” areas where the Town and other public, private, and nonprofit agencies should focus their preservation efforts. Three of these features (Wequiock Creek, Vincent Creek, and the Niagara Escarpment) are linear in nature and should be considered for conservation “parkways.” Parkway are typically under public ownership or have an easement protecting them from future development and contain either a formal or informal system of rustic trails for people to walk or, in limited cases, bike. In the case of Wequiock and Vincent Creeks, the parkways consist of the streambed and the areas immediately adjacent to them that form the ravine or other natural areas. A trail along Wequiock Creek could connect Point au Sable to Wequiock Falls Park in the west and to CTH I in the south. A trail along Vincent Creek could connect Nicolet Drive to the Niagara Escarpment and Wequiock Road.

The proposed Niagara Escarpment Parkway would traverse the Town from UW-Green Bay in the southwest to the northeastern Town boundary. This parkway would protect one of the most fragile and unique ecosystems in the upper Midwest, as well as preserve the Town's most distinguishing feature. Due to the amount of development on the top of the ledge, a trail would most likely have to be developed along the base of the ledge. A key component of the trail would be to make people aware of the sensitivity of the ledge ecosystem, possibly with interpretive signs explaining the geology and history of the ledge.

Five other natural areas of the Town of Scott deserving protection include Hutchinson's Bog, Point au Sable, Point Comfort, the Red Banks Alvar, Hickory Woods, and the portion of the New Franken marsh that is located in the Town following dissolution of the drainage district and restoration of the natural streams and drainageways. As described in the Natural Resources section of this comprehensive plan, each of these natural communities is unique, not just in Brown County but across the state. Point au Sable is one of the few remaining wetlands on the eastern shore of the Bay of Green Bay. Point Comfort is a beach ridge and swale wetland complex, contains a number of endangered plants, and identifies the post ice-age locations of the Bay of Green Bay shoreline. Hutchinson's Bog is unique in that it is a perched acid bog on top of alkaline rock (dolomite) and is similar to bogs found in northern Wisconsin. The Red Banks Alvar is the largest known expanse of level limestone overlain by very shallow soils (alvar) in the state, and the Hickory Woods is a locally-significant 10-acre hickory forest.

Although not a state-identified natural area, the Sisters' Woods located just north of Church Road and west of STH 57 is a large contiguous stand of upland mixed hardwoods and softwoods. Mixed upland forests with this degree of compactness are rather rare in Brown County due to the influences that first logging and then farming have historically had on the area. This would be an ideal location for a community park that combines active recreation opportunities with natural resource educational and preservation efforts.

The two remaining areas (Nicolet Statue and Central Ridge) are two points in the Town that provide spectacular views of the countryside, ledge, and bayshore. Determining ways to preserve these views for future generations will be difficult due to the large areas of the Town they encompass. However, techniques, such as conservation subdivisions or large-lot zoning, could protect parts of these areas without a major outlay by the Town.

All of these natural areas are unique to the Town of Scott and could provide a considerable portion of the Town's unique identity that it is seeking to create. Therefore, Scott should work with willing private property owners, developers, surrounding communities, county, state, and federal agencies to place these areas into a protected state (fee-simple purchase, dedication, donation, purchase of conservation easements, etc.) for future generations of Scott residents to enjoy. If public or other protected status is not feasible, the Town should consider requiring conservation subdivisions or very large (5 acres minimum or greater) parcel sizes in those areas of the Town in proximity to these features to mitigate at least some of the impact of development on these critical resources. Scott could also develop a conservancy zoning overlay district to specifically address the face of the Niagara Escarpment to provide some protection to it for future generations.



Jean Nicolet Statue and scenic overlook



View from Nicolet Statue scenic overlook

The recommended Wequiock Creek and Niagara Escarpment Parkways are consistent with the recommendations contained in the 2001 Brown County Open Space and Outdoor Recreation Plan and the references contained in the 2004 Brown County Comprehensive Plan – A Vision for Great Communities. The Brown County Open Space and Outdoor Recreation Plan also describes many of the previously-identified natural areas in Scott as being worthy of protection.

Green Bay Shoreline

The Town of Scott has almost seven miles of Bay of Green Bay shoreline. However, only a total of about 228 feet of it is officially marked as open to the public at the following locations: Volk's Landing (112 feet), the end of Point Comfort Road (66 feet), and the end of Lloyd Street (50 feet). Volk's Landing is an unimproved, small-craft boat launching area on Edgewater Beach Road, while the Point Comfort Road and Lloyd Street public access areas are where roads end and the bay begins. None of the public areas are improved with any facilities.

The bayshore is one of those natural resource features that brings new residents to Scott. Therefore, it is important, at a bare minimum, to improve the three official access points to the bay with picnic tables and additional signage to indicate that the public is welcome. In the long-term, the Town should consider working with Wisconsin Coastal Management, the Wisconsin Department of Natural Resources, and Brown County in attempting to increase the amount of public access to the bay in the Town of Scott. Although this will be difficult due to the amount of existing development along the bay, it is precisely because of the development pressures that the Town of Scott, Brown County, and the State of Wisconsin should proactively seek and obtain additional public access sites.

Additional specific improvements to the park and recreation facilities in the Town of Scott are discussed in the Utilities and Community Facilities chapter.

Rural (Private Onsite Wastewater Treatment System) Development

Public sewer will serve the vast majority of new development in the Town of Scott. The Town does not permit the development of a subdivision plat without being served by public sanitary sewer. This is efficient, cost-effective planning on the part of the Town of Scott. Although the Town may permit some limited unsewered development by

Certified Survey Map outside of the identified increments, it should keep in mind that retrofitting unsewered development to publicly-sewered lines is oftentimes expensive for the homeowner and politically difficult. Therefore, the Town should take care in deciding where it will allow the development of unsewered lots so that the logical, efficient extension of public utilities is not interrupted. As discussed in the 5-year growth increment section, new unsewered lots in the parts of the Town that are identified as within the growth increments should be held to a bare minimum in order to allow for the efficient and cost-effective expansion of sewer and water services to the north and east.

Agriculture

Traditional dairying and cash cropping will continue to be a component of the Town of Scott's landscape for the foreseeable future. However, changes in the agricultural economy are forcing many of the Town's farmers to choose between becoming very large corporate-type farms or leaving farming altogether. The Town, through its land use controls (zoning, subdivision, etc.), should work to ensure that those farmers who wish to keep farming in the Town are not forced out due to development.

Agricultural production will continue to be an important part of the Town of Scott's future. However, production may begin to move from land and capital-intensive dairy and cash crops to more direct farm-to-market sales. The Economic Development chapter discusses entrepreneurial agricultural activities as various methods of diversifying the Town's economy while also tapping into a lucrative market for some of the Town's remaining farmers.

Summary of Recommendations

- Future residential development should be based on the concept of neighborhoods with a mixture of housing types.
- Develop a pedestrian-friendly Scott town center in the area east of Craanen Road and north of STH 54 to help the Town form a unique identity.
- Create a public gathering place, such as a town square, in the Scott town center to bring people in.
- Develop a mixed-use neighborhood center to serve the surrounding neighborhood at the Bay Settlement Road/CTH I intersection and STH 54/CTH T intersection.
- Encourage the mixture of appropriately designed commercial, recreational, and institutional uses within residential areas so residents may walk or bike to them.
- Each neighborhood should contain a small neighborhood park or playground.
- Emphasize neighborhood connectivity for pedestrians, bicyclists, and vehicles.
- Utilize narrow streets and traffic calming techniques to slow vehicular traffic, particularly through residential areas.
- Enhance the Town's entryways with appropriately designed signage or banners welcoming people to Scott.

- Utilize the Town's sign ordinance to minimize the visual clutter associated with too many signs and billboards.
- Create a pedestrian and/or bicycle network of off-street trails along the Town's major roads, natural drainageways, and other linear natural features.
- Develop a separate bike and pedestrian path connecting Bay Settlement Road and Fischer Road.
- Work with WisDOT to develop an off-street bike and pedestrian path along STH 54.
- Include a mid-block pedestrian crossing in blocks that exceed 700 feet in length, as appropriate.
- Encourage conservation subdivision design in the areas of the Town below the Niagara Escarpment to minimize the visual impact of development from scenic views on top of the ledge. This may include appropriate, well-designed commercial uses situated at main intersections to create hamlet-type development.
- Create a site review and design standards ordinance to ensure new commercial, industrial, and multifamily developments contribute to the overall design of the Town.
- Continue to maintain the Town's policy of requiring new subdivision plats to be connected to public sewer and water.
- Utilize the 5-year growth increments to indicate where and when public services should be expanded.
- Carefully review all proposed unsewered development outside of the 5-year growth increments. If new unsewered lots are allowed in areas where public sewer and water will become available, the road frontage and depth to the new structure should be minimized to provide for the cost-effective provision of public sewer and water.
- Work with Brown County to resolve issues related to the placement of sewer service areas and its impact on farming.
- Strongly encourage cost-efficient infill and contiguous development patterns, as opposed to more costly "leap-frog" style patterns.
- Commercial development in Scott should be done in nodes, rather than long strips along main thoroughfares with appropriate design and signage criteria befitting the rural character of the Town.
- Limit new commercial development that is dependent on existing direct access to STH 57 in order to continue the orderly conversion of STH 57 to a freeway.
- Encourage new appropriately designed light industrial activity in the area on the west side of the STH 54/57 interchange and north of CTH I.
- Begin discussions with the quarry operators located on Church Road regarding the Town's and the operators' plans for the future.
- Develop a separate quarrying zoning district to better identify areas appropriate for new and expanded quarrying operations.

- Discourage new or expanded quarrying operations south of Church Road in the Town.
- Continue to closely cooperate with the City of Green Bay in reviewing development proposals in the Joint Planning Area.
- Develop new park and recreation facilities in conjunction with the conservation of natural resource features.
- Focus conservation and preservation efforts, along with Brown County and WDNR, on the identified ten “priority conservation areas.”
- Think long-term in the development of parkways and trails along Wequiock Creek, Vincent Creek, and the Niagara Escarpment.
- Consider additional protection of the Niagara Escarpment face through the utilization of a conservancy overlay zoning district or inclusion as a locally-significant environmentally sensitive area.
- Improve the three public access sites to the Bay of Green Bay shoreline to make them more welcoming to the public, while working to increase the amount of public access.
- Utilize the Town’s land use controls to ensure existing farmers in the Town are not forced out of farming due to development pressures.

CHAPTER 3

Transportation

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

Existing Transportation System

Streets and Highways

Scott currently contains two state highways, four county trunk highways, and many local streets. These streets and highways are currently the primary means of reaching the Town's residential, commercial, institutional, and other destinations (see Figure 3-1 for the Town's street and highway system). Additionally a public park and ride lot is located near the STH 54/57 interchange at Maloney Road for carpooling.

Functional Classification System

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity (see Figure 3-2 for the Town's functional classification system). The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. I-43 is an example of a freeway in Brown County.

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

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

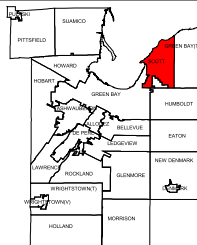
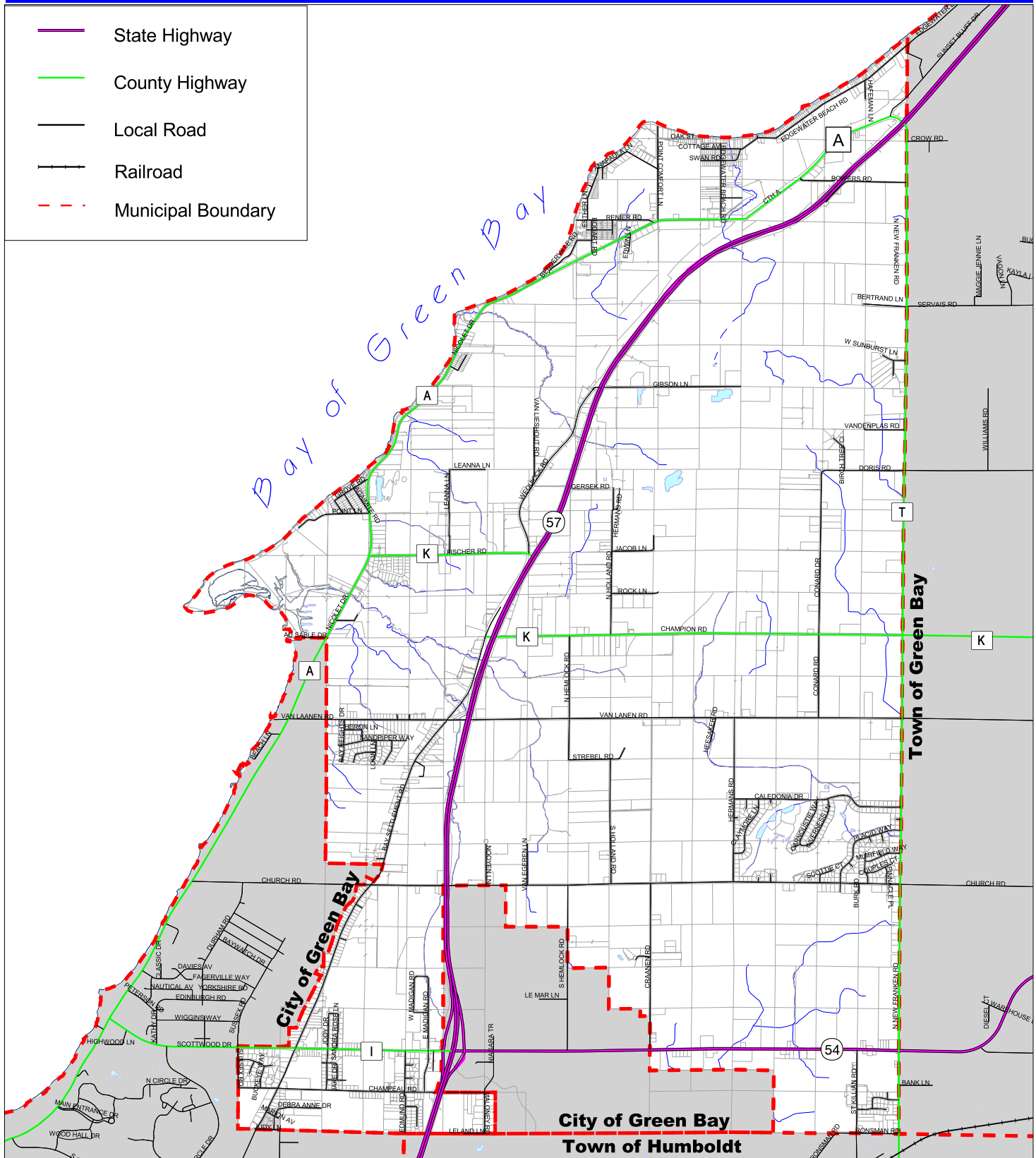
Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

The current street pattern in Scott enables some vehicle trips to occur on the local and collector streets because a few of them are well connected. However, the Town also contains cul-de-sacs, horseshoe roads, and other streets that do not provide convenient connections to surrounding streets. This lack of street connectivity in many parts of the Town forces motorists to use the arterial streets at some point during nearly every trip, and this concentration of traffic can create barriers to other transportation modes (such as walking, bicycling, and transit).

Figure 3-1

Street Network/Rail Lines

Town of Scott, Brown County, WI



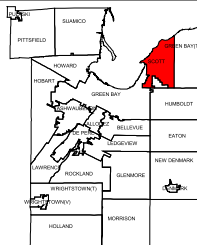
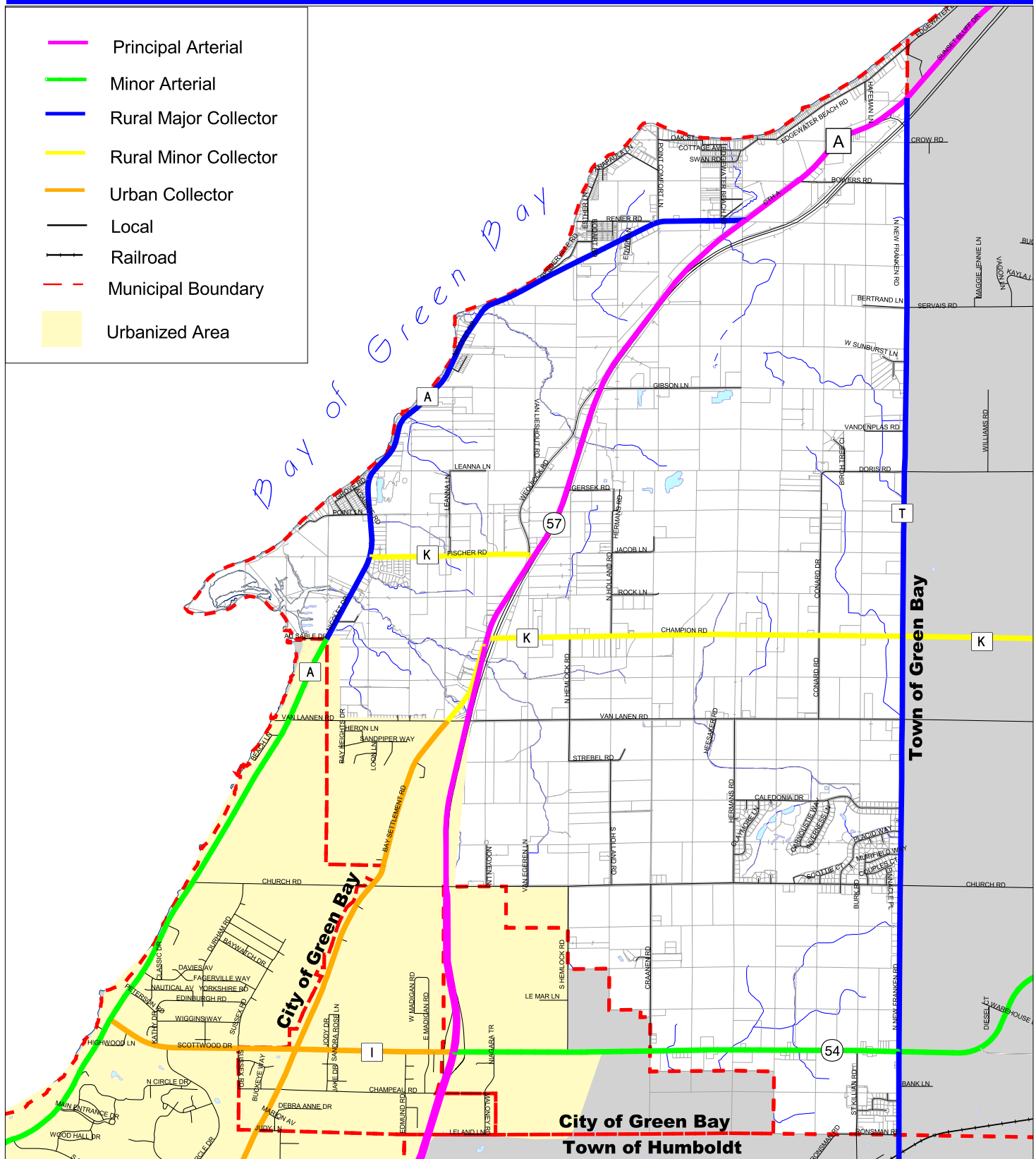
This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
January, 2005.



0.25 0 0.25 0.5 0.75 1 Mile

Figure 3-2
Functional Classification
 Town of Scott, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
 January, 2005.



0.25 0 0.25 0.5 0.75 1 Mile

Pedestrian and Bicycle Facilities

As previously mentioned, Scott's existing transportation system is largely comprised of local streets and county and state highways. The Town does not currently contain any sidewalks or bicycle facilities, but bicycle lanes are planned for the Town's segment of Bay Settlement Road when the street is rebuilt in the future.

Transit

Scott is not currently included in the Green Bay Metro service area, but it is possible that fixed-route transit service could be extended to the Town within the long-range planning period.

Specialized Transportation Services for the Elderly and Disabled (Paratransit)

Joining the Green Bay Metro service area would allow the Town to be served by Metro's paratransit provider. Metro's paratransit service would allow clients in Scott to be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchair and, scooters, as well as riders who do not require mobility devices. This service would provide another transportation option to elderly and disabled residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area.

Rail Transportation

Scott does not contain any rail lines, and the closest line runs slightly south of the community near New Franken. Traffic on this line is relatively low at this time, and the line does not serve any destinations in Scott.

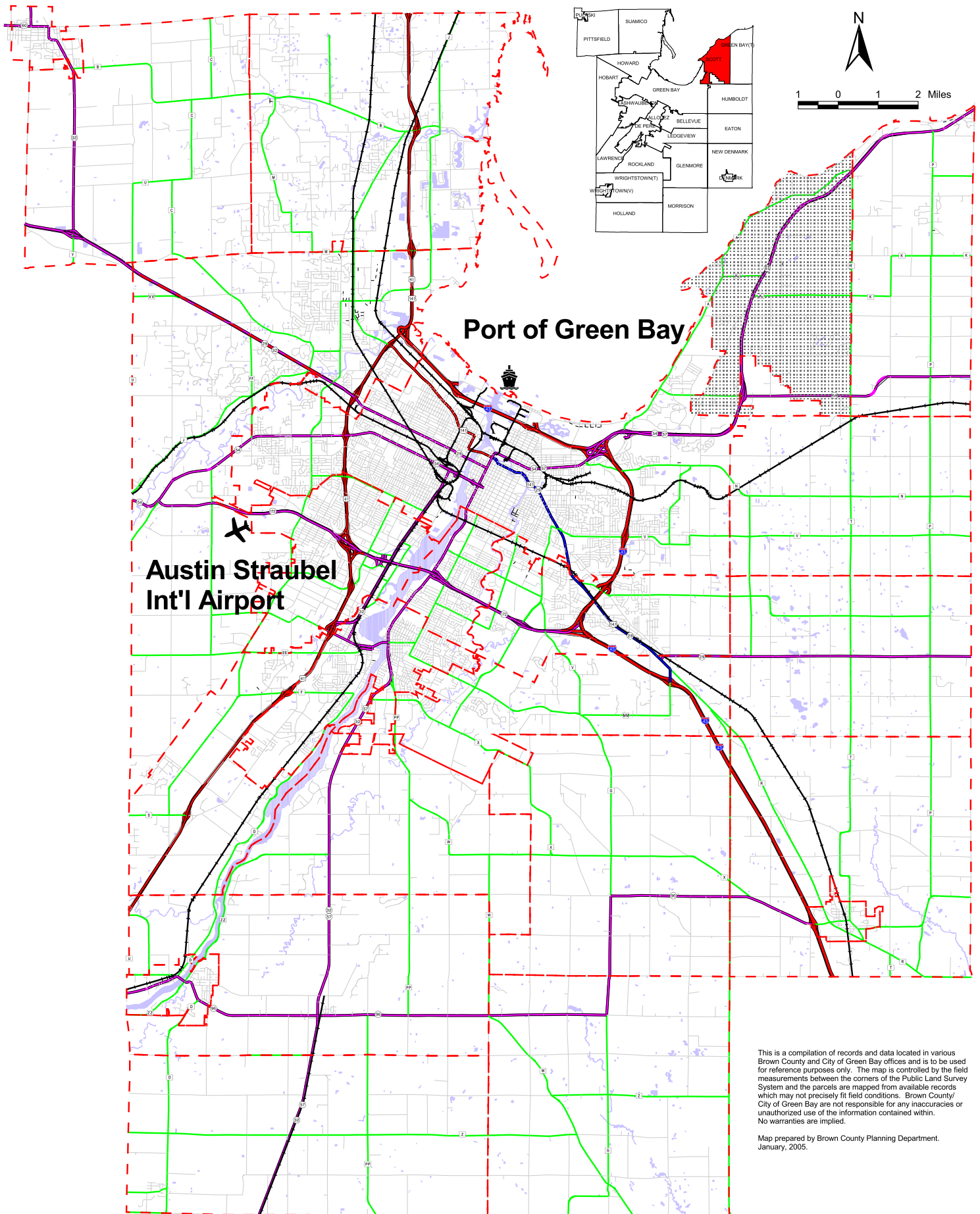
Air Transportation

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

Truck Transportation

Because Scott contains only one small industrial development and commercial activity is relatively low, much of the heavy truck traffic in the Town is attributable to trucks passing through on STH 54 and STH 57. However, various businesses and industries within the Town still rely on occasional truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on Town streets to reach their destinations.

Figure 3-3
Port and Airport Facilities
 Town of Scott, Brown County, WI



Water Transportation

The Town does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Figure 3-3.

Future Transportation System

Scott's land use pattern and transportation system are largely oriented toward motorized vehicles, but the Town does contain a few areas where land uses are mixed and people can reach their destinations without a car. This section of the Transportation chapter identifies the major aspects of Scott's transportation system and recommends methods of developing them over the next 20 years to create a comprehensive multi-modal transportation system. The chapter also discusses the land use patterns that should be promoted during this period to create this system.

Streets and Highways

Wide streets are expensive to construct and maintain, and they encourage people to drive rapidly through neighborhoods, school zones, and other areas where high speeds are not appropriate. The presence of cul-de-sacs, lack of sidewalks and other walkways, and strict separation of land uses also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical.

To enhance everyone's ability to safely and efficiently navigate the Town's street system with and without personal vehicles, the Town should:

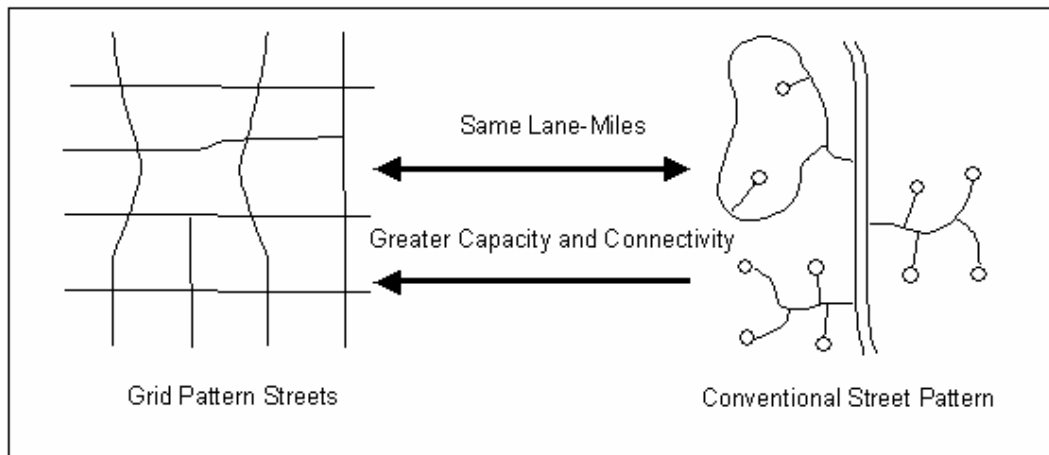
- Increase street connectivity and intersection frequency when possible.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets.
- Improve accessibility and safety at intersections and other potential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

Methods of achieving these aims are addressed in this section.

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

To enable and encourage people to walk and bicycle to and within the town center and other new developments, the Town should require the development of well-connected street patterns that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists with several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street patterns is shown in Figure 3-4.

Figure 3-4: Comparison of Well-Connected and Conventional Street Patterns



Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes for fire departments and other emergency responders, but situations will arise where streets cannot be connected due to physical or environmental constraints. If constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area easily. This connectivity concept is further discussed later in this chapter.

Extend Craanen Road South to Humboldt Road (CTH N)

As development occurs east of the STH 54/57 interchange in Scott and Green Bay, the number of vehicle trips generated in the area will presumably increase substantially. Since there are no street connections to the south between STH 57 and CTH T, many people who want to travel between this portion of Scott and the rest of the area will have little choice but to travel through the interchange to reach the highway or streets west of the highway. This could result in traffic congestion at the interchange, and it could be very inconvenient for people who want to travel to the south using modes other than their cars.

To address this situation before it becomes a problem, Scott should work with representatives of the Town of Humboldt, City of Green Bay, and Brown County Highway Department to extend Craanen Road to Humboldt Road (CTH N) via Van Ess Road in Humboldt. This extension would help to relieve pressure at the STH 54/57 interchange by providing another route option for people traveling between Scott and the rest of the area. Extending Craanen Road instead of Hemlock Road will also allow the street to avoid nearly all of an environmentally sensitive area along the Scott/Humboldt border.

Allow the Development of Narrow Streets

Many communities tend to construct relatively wide streets on wide rights-of-way to conform to standards that have been observed for many decades. However, these street widths are often not necessary (especially in residential neighborhoods), and the wide rights-of-way force the communities to maintain a significant amount of land that could instead be taxable property.

To address this issue in Scott, the street width requirements in the Town's subdivision ordinance should be adjusted to allow the development of narrow streets. The ordinance should also be adjusted to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the Town is included in Figure 3-5. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

Figure 3-5: Street and Right-of-Way Width Standards Summary

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

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

The implementation of these standards will enable the Town to reserve only the land it needs to accommodate its streets, sidewalks/trails, and terraces and to construct streets that conform to the development concepts addressed in the comprehensive plan.

Define the Parking Areas of Urban Streets

The parking areas of urban (curb and gutter) streets should be defined by curb extensions at the Town's intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive

slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Town's intersections.



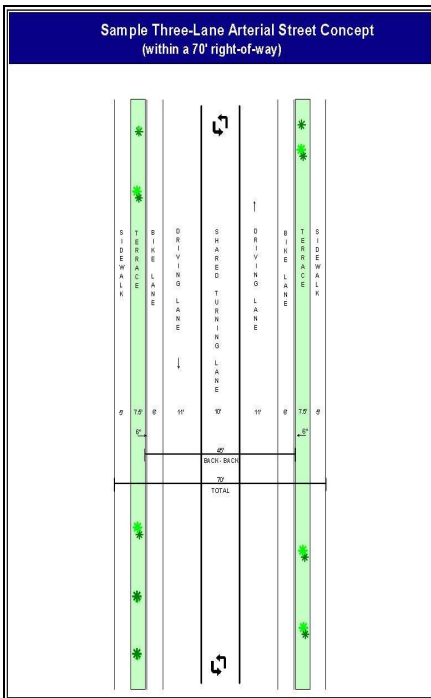
Curb extensions in Middleton, Wisconsin



Curb extension along Grant Street in De Pere

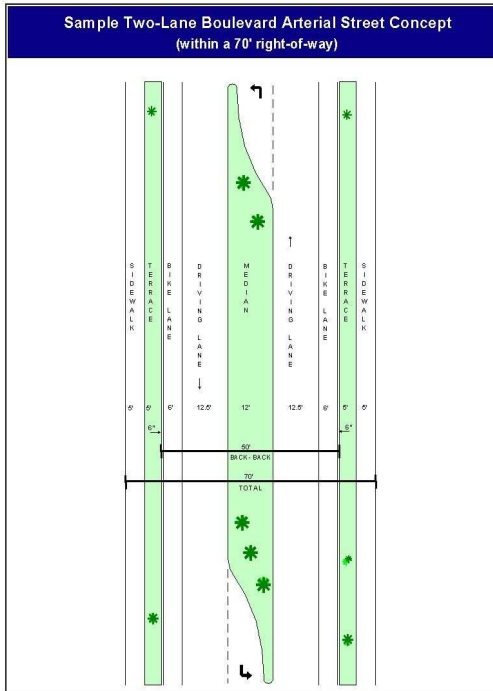
Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets would be considered for widening in the future, some two-lane streets might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Town and Brown County should save the millions of dollars that would be necessary to expand these streets to four lanes.



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.



One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is the construction of a system of two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts). Street interconnectivity and the mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial streets instead of the standard wide arterial streets will also help make the Town's thoroughfares more attractive.

Design Intersections to Maximize Safety and Accessibility

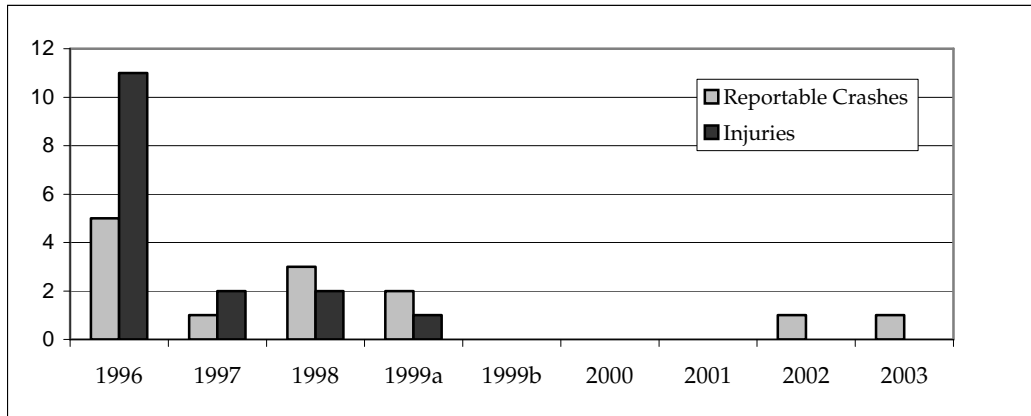
The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features. The narrower street widths recommended for the Town would also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

Roundabouts in Brown County

There are currently six single-lane roundabouts in the Village of Howard, five single-lane roundabouts in the City of De Pere, one single-lane roundabout in the Town of Ledgeview, and one single-lane roundabout in the Village of Bellevue. The first two roundabouts on Lineville Road in Howard were featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2001. This study found that the Lineville roundabouts have made the intersections

more accessible to pedestrians and bicyclists and safer for everyone. An example of this safety improvement is shown in Figure 3-6, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout.

Figure 3-6: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection in the Village of Howard (1996-2003)



1999a: January 1, 1999 – July 31, 1999 (before roundabout – still a two-way stop)

1999b: August 1, 1999 – December 31, 1999 (during and after roundabout construction)

Sources: Brown County Sheriff's Department crash records (1996-2001), Wisconsin Department of Transportation intersection crash summaries (2002-2003).

The De Pere and Ledgeview roundabouts have not been studied because they were completed more recently than the Lineville Road roundabouts. However, representatives of the De Pere Police Department, De Pere Department of Public Works, and Unified School District of De Pere have indicated that the roundabouts are operating very efficiently and that they are unaware of any reportable crashes at the intersections. Observations by the Brown County Planning Commission and Highway Department have also found that pedestrians, bicyclists, and motorists interact well at the roundabouts.



Lineville/Cardinal roundabout in Howard



Chicago/Swan roundabout in Ledgeview and De Pere

Potential Roundabout Locations in Scott

The Town should work with the Brown County Planning Commission, Brown County Highway Department, WisDOT, and City of Green Bay to study the possibility of installing roundabouts at various intersections in and around Scott. One area that should be closely studied is STH 54 between the interchange and CTH T because of the significant number of trips that will be generated by the development planned for both sides of the highway.

Pedestrian and Bicycle Facilities

Because none of the Town's streets include sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the Town's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists may have trouble sharing many of the Town's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the streets. To create a pedestrian and bicycle system that complements the Town's street system, the Town should:

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

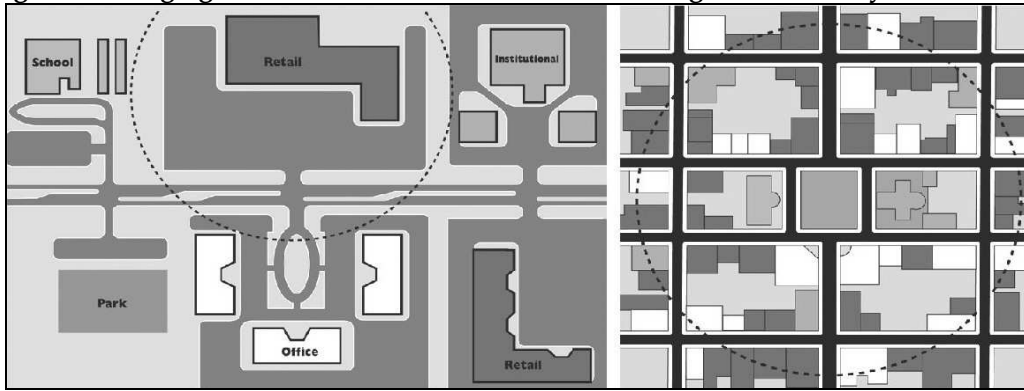
Methods of achieving these aims are addressed in this section.

Mixing Land Uses

To enable and encourage people to make additional walking and bicycling trips in Scott, the Town should mix land uses to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, institutional, and recreational uses would enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which would significantly improve mobility for all Town residents and minimize traffic on the existing street system.

Figure 3-7 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-8, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

Figure 3-7: Segregated Land Uses vs. Mixed Uses with High Connectivity



Although this type of mixed land use pattern and highly connective street system would not likely be possible in some portions of the Town, this pattern should be developed in the town center and possibly elsewhere to enable people to reach several destinations easily.

Developing a Continuous Pedestrian Walkway System

In the Streets and Highways section, the plan recommends methods of narrowing the Town's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following two-step process:

Step 1: Construct sidewalks within the town center and sidewalks/trails near schools.

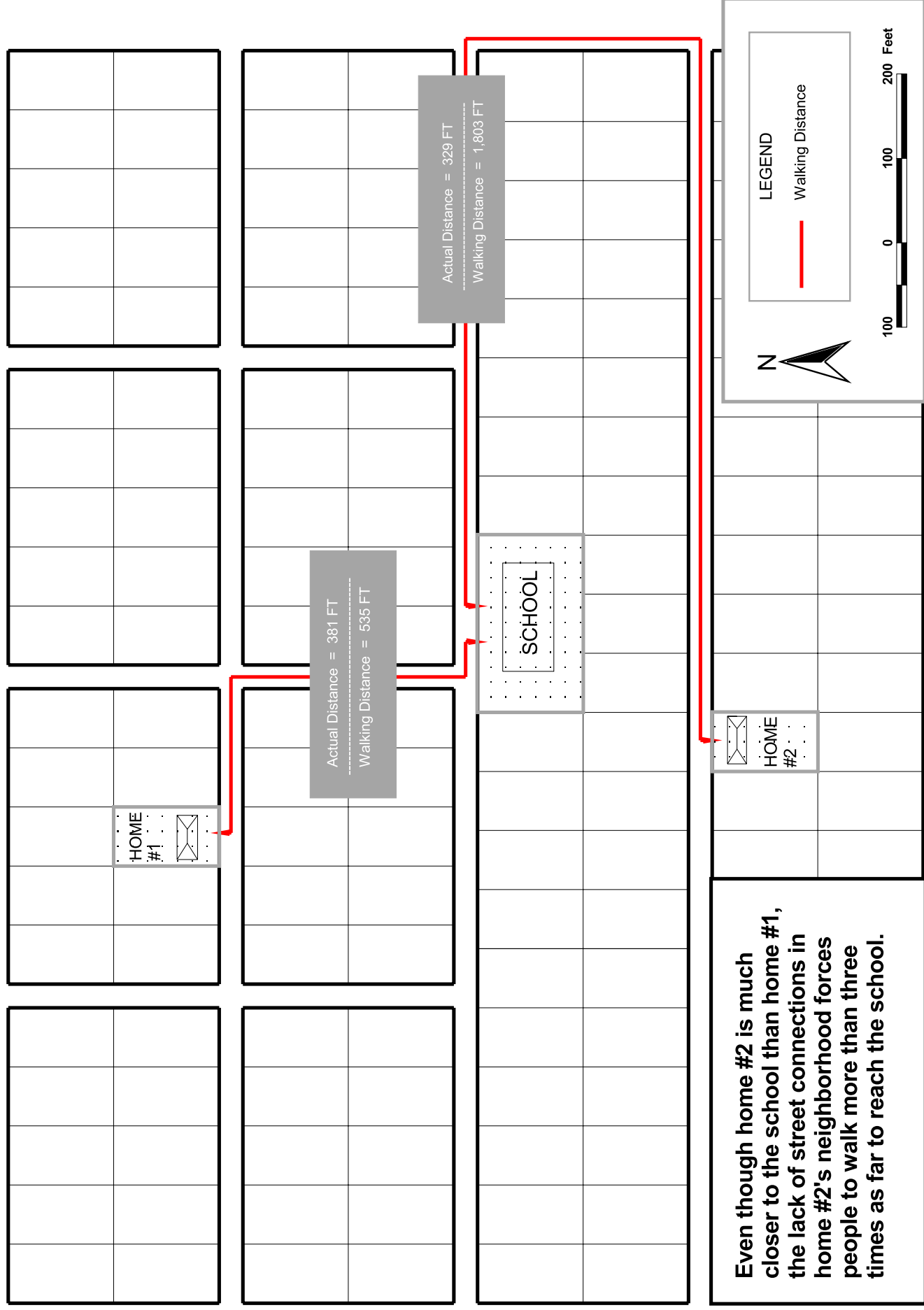
The Town should begin the process of creating its walkway system by installing sidewalks on both sides of streets in the Scott town center as the center develops. The Town should also install sidewalks along home-to-school walking routes to enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high volumes of traffic. In areas near schools that lack the population densities to warrant sidewalks, the Town should instead build multi-use trails if driveway conflicts can be minimized or avoided.

Step 2: Develop a pedestrian and bicycle trail system throughout the Town. As the sidewalk system within the town center is being developed, the Town should develop an off-street pedestrian/bicycle trail system by purchasing land, placing trails within the Town's environmental corridors, cooperating with area utility companies to utilize utility easements, working with WisDOT and Brown County to build trails within state- and county-controlled rights-of-way, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals. However, before installing trails that run parallel to streets, the Town should assess whether or not the trails will be safe for bicyclists and other users. A technique for doing this is called the Sidepath Suitability Index.

Figure 3-8

Example of Neighborhoods With and Without Street Connectivity

Town of Scott, Brown County, WI



Determining the Safety of Bicyclists on Parallel Trails Using the Sidepath Suitability Index

A method of estimating the relative safety of bicyclists on trails (or paths) that run parallel to streets was recently developed by the League of Illinois Bicyclists (LIB). This "Sidepath Suitability Index" is designed to enable communities and other entities to rate the safety of existing parallel paths, determine if a new path would be an appropriate option, and identify methods of making existing or planned paths as safe as possible.

To assess the suitability of placing a path along a road segment, the following factors are considered:

1. **Intersection traffic**, which considers vehicle volumes, vehicle speeds, the number of driveway and street intersections, and other conditions.
2. **Path continuity**, which measures the impact of gaps (unpaved areas, etc.) that exist along the path.
3. **Curb cuts**, which considers whether or not curb cuts exist at street and driveway crossings.
4. **Pedestrian use**, which considers the level of pedestrian use and the conflicts that exist or could exist between walkers and bicyclists.
5. **Crosswalks**, which measures the visibility of crosswalks at intersections.
6. **Separation between intersections and sidepaths**, which considers the proximity of the path's intersection and driveway crossings to the parallel road.

Each of these factors is assessed and scored, and the final score is used to determine the overall suitability of the path by comparing the score to the categories in the following table:

Sidepath Suitability	Points
Most Suitable	0-7
Somewhat Suitable	8-9
Least Suitable	10-11
Not Suitable	12+

If Scott intends to emphasize the construction of parallel paths throughout the community, it is important that Town officials and others who will be involved in developing these paths carefully consider where the paths should and should not be built. The following two examples illustrate how the suitability index works.

Example 1: A street segment with very few access points that has curb cuts and highly visible crosswalks at intersections. The sidepath crosswalks are close to the parallel street at the crossings, and pedestrian use of the path is moderate.

After completing the analysis shown in Attachment 1 at the end of this chapter, this segment's suitability rating was found to be 4, which falls within the Most Suitable category. These results suggest that a path along this segment that includes the features summarized in Example 1 would be acceptable.

Example 2: A street segment that intersects often with commercial driveways and streets. This segment has curb cuts and highly visible crosswalks at street intersections.

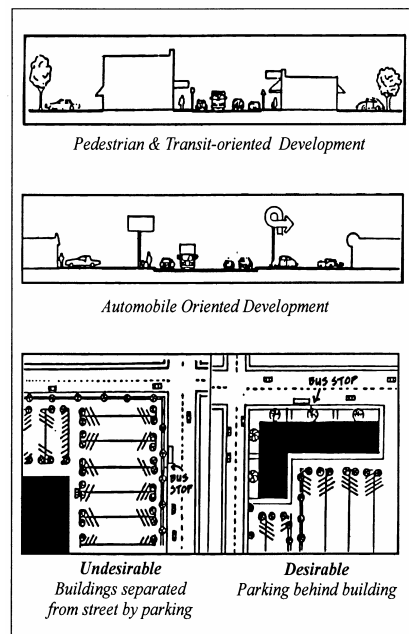
The sidepath crosswalks are close to the parallel street at the street intersections, but the driveway crossings are not close to the parallel street. Pedestrian use of the path is moderate here, as well.

After completing the analysis shown in Attachment 1 at the end of this chapter, this segment's suitability rating was found to be 11, which falls within the Least Suitable category. These results suggest that a path along this segment that includes the features summarized in Example 2 would not be as safe as on-street bicycle lanes because of the relatively high number of street and driveway crossings and the possibility that drivers will not see oncoming bikers because the drivers will tend to look for gaps in traffic instead of bicyclists on the path.

In situations where parallel multi-use paths are found to fall within the Not Suitable or Least Suitable categories, the Town should strongly consider adding on-street bicycle lanes and sidewalks instead of the paths. The Town should also consider choosing on-street lanes and sidewalks over multi-use paths in situations where the parallel paths fall within the Somewhat Suitable category. However, if the Town still wants to build paths when undesirable conditions exist, it should try to maximize the paths' suitability by minimizing the number of conflict points and making the paths as visible as possible to drivers.

Designing Developments That Provide Direct Access to Sidewalks and Streets

Figure 3-9: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development



To enable and encourage people to travel to destinations in the town center with and without motorized vehicles, the Town should ensure that new and redevelopment projects have buildings with minimal setbacks, parking in the rear, and other features

similar to those recommended in the plan's Land Use chapter (Figure 3-9 shows examples of auto- vs. pedestrian- and transit-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Developing a System of On-Street Bicycle Facilities

The 1998 Brown County Bicycle and Pedestrian Plan Update recommends adding bicycle lanes to many of the county highways in the Town and to the Town's segment of Bay Settlement Road. In addition to working with the Brown County Highway Department and other entities to develop these facilities as roads are reconstructed or resurfaced, the Town is encouraged to add on-street bicycle lanes to Church Road between STH 57 and CTH T and to Craanen Road when the streets are reconstructed in the future. These lanes will provide a defined area for bicyclists to use as traffic levels increase along Church and Craanen Roads and will enable a bicycle connection to be established between the east and west sides of STH 57 if a highway overpass is eventually built. If an overpass is constructed, the Town should also work with the City of Green Bay to add bicycle lanes to Church Road between STH 57 and Nicolet Drive (or, at a minimum, to Bay Settlement Road). The bicycle facility recommendations are shown in Figure 3-10.

Developing a System of Off-Street Trails

The Town of Scott, in cooperation with the City of Green Bay, is in the process of developing a comprehensive off-street trail plan for the Joint Planning Area (JPA). The trails would be of varying design types with some being paved and others being more rustic in nature. Following completion of the plan, the Town should begin implementing the plan by including the trails as a required component of development activity.

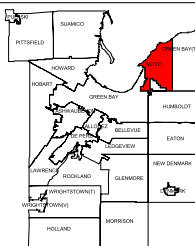
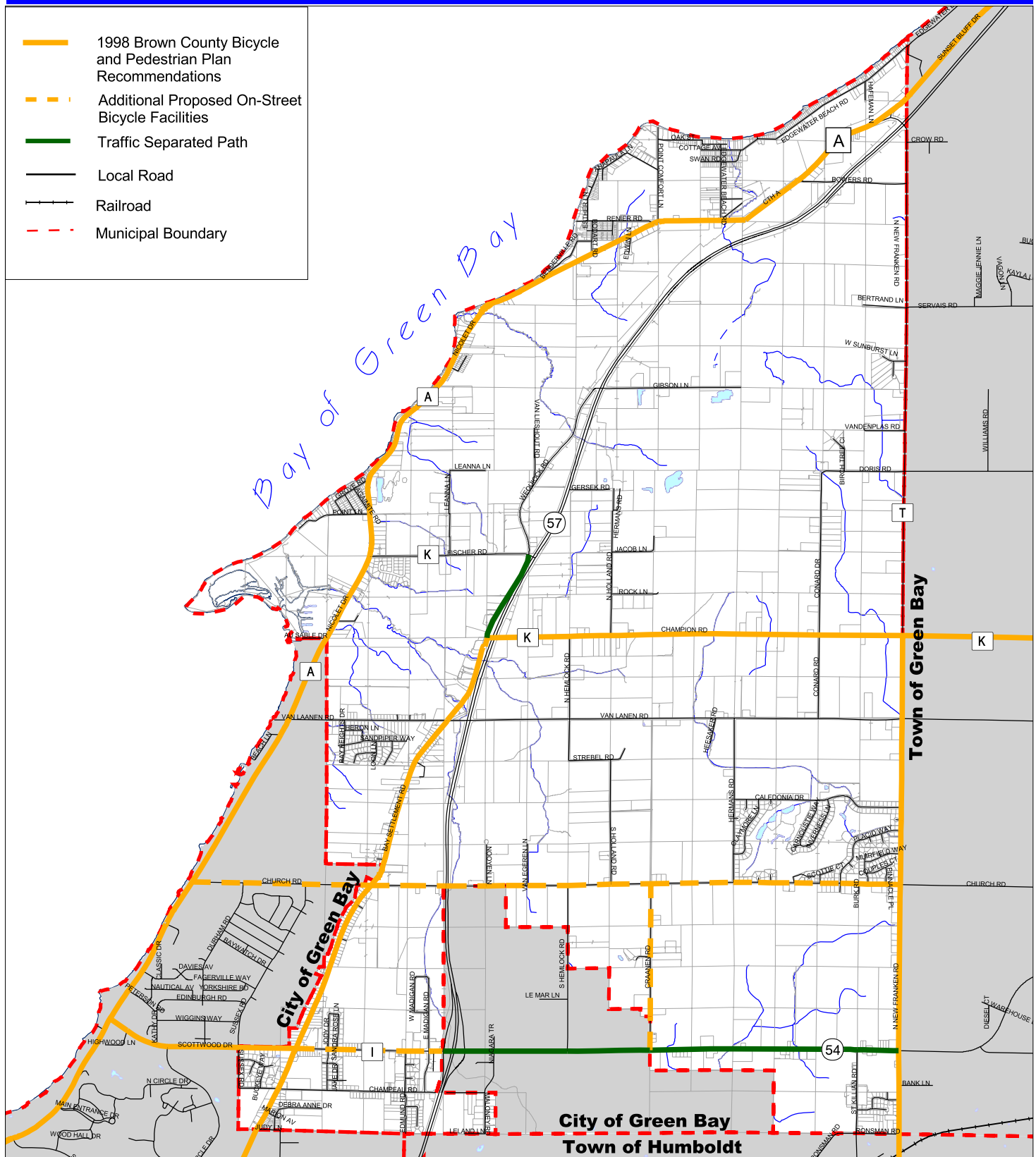
Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The Town should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the Town's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.

Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of the Town, the well-connected street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints (the Niagara Escarpment, etc.). When cul-de-sacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized service vehicles.

Town of Scott, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
April, 2006



0.25 0 0.25 0.5 0.75 1 Mile

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

Transit

Green Bay Metro does not currently serve Scott, but the transit route that serves UWGB comes very close to the Town's southwest boundary. Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Scott make providing effective transit service very difficult. To make mass transit an attractive and economically-feasible transportation option, the Town needs to establish the population densities, pedestrian system, street network, and land use pattern recommended in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place (particularly in the town center), Scott should work with Green Bay Metro and the Brown County Planning Commission to determine if a bus route can be extended to the Town.

Transit Stop in the Town Center

To ensure that transit can be accommodated when the required elements are in place, the Town should include at least one transit stop in the middle of the town center to enable people to easily reach the bus on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.

Specialized Transportation Services for the Elderly and Disabled

If Scott participates in the Green Bay Metro system, the Town's elderly and disabled residents would have access to the services offered by Metro's paratransit provider. Although there are other companies in Brown County that offer the same services, Metro's paratransit provider is able to offer clients a very low per-trip rate that is largely subsidized by Metro. The Metro paratransit provider is also obligated to pick up and drop off clients within time limits specified in a contract with Metro (which is based on standards in the Americans with Disabilities Act), so the service is very reliable.

Highways

State Highway 57

The Wisconsin Department of Transportation has finished expanding State Trunk Highway (STH) 57 in Scott from two to four lanes, but at-grade access to the highway still exists north of Algoma Road (STH 54). As development occurs in the area around and north of Algoma Road in Green Bay and Scott, the number of people who want to enter, exit, and cross STH 57 at Church Road and other locations will likely increase significantly. Therefore, it is critical that WisDOT, in close coordination with the City of Green Bay, Town of Scott, Town of Green Bay, Brown County, and emergency service

providers, develops a long-term corridor plan and strategy for dealing with the many existing access points to STH 57. The plan should identify future potential access improvements, as well as closures, in order to maintain STH 57's role as an overhead carrier of traffic to and from the Door Peninsula.

State Highway 54

State Trunk Highway 54 currently exists as a rural cross-section highway east of the interchange with STH 57 and connects the Green Bay area to Algoma and the Lake Michigan shoreline. STH 54 will not likely carry the high volume of tourist-related traffic associated with STH 57 but, instead, will carry increasing numbers of commuters from points easterly to the Green Bay area. Therefore, similar to the STH 57 recommendation, a long-term access management plan needs to be developed in order to maintain traffic flow. However, it is critical that STH 54 does not become a barrier to pedestrians and bicyclists who try to cross it. Instead, it should be improved in a manner that is conducive to multi-modal transportation options and provides a welcome front door to the Town of Scott and Green Bay Metropolitan Area.

Rail Transportation

Freight Rail

The rail line that runs near the southeast corner of the Town currently carries relatively few trains, and none of these trains serve any Scott destinations. Since the Town is not planning to develop any rail-dependent commercial or industrial uses in the future, the Town should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

Passenger Rail

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but a high speed passenger rail line is planned to be extended to Brown County in the future through the Midwest Regional Rail Initiative (MRRI). If this service is implemented, it will provide another means for Scott residents to travel throughout the Midwest without using their personal vehicles.

Air Transportation

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

Truck Transportation

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

Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town streets. One method of doing this would be to paint the truck route street signs a unique color to allow them to be easily identified by truck drivers. This approach has been used by the Village of Ashwaubenon for many years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally, and it has proven to be successful.

Water Transportation

To ensure that Scott's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process. Participating in this process would enable the Town to inform the port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities were consistent with the Town's long-term economic development strategy.

Funding to Help Develop the Town's Transportation System

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

SMIP and Stewardship Program

The Town should consider applying for grants from Wisconsin's Statewide Multi-Modal Improvement Program (SMIP) to help fund the development of the recommended bicycle and pedestrian system. The Town should also continue to apply for funds from Wisconsin's Stewardship Program to assist in funding the construction of the recommended off-street trail system. Information about the SMIP can be obtained from the Brown County Planning Commission or Wisconsin DOT, and the Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Statewide Enhancement Program

The Wisconsin DOT offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement enhancement projects on or along STH 54 and STH 57.

Hazard Elimination and Safety (HES) Program

The Town should consider applying for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

CMAQ Program

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

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

Consistency With State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system recommendations in the Scott 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 Scott plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers 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 were addressed throughout the chapter.

State and Regional Rail Plans

The Scott plan acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that Town residents use the proposed passenger rail service as an alternative to their personal vehicles.

State Airport Plan

The Wisconsin State Airport System Plan 2020 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Scott 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 Scott's participation in the implementation of Brown County's port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- To enable and encourage people to walk and bicycle to and within the town center and other new developments, the Town should require the development of well-connected street patterns that have frequent connections to the existing street system. However, if physical or environmental constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints.
- The Town should work with representatives of the Town of Humboldt, City of Green Bay, and Brown County Highway Department to extend Craanen Road to Humboldt Road (CTH N) via Van Ess Road in Humboldt.
- The street width requirements in the Town's subdivision ordinance should be adjusted to enable the construction of narrower streets. The ordinance should also be adjusted to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of urban (curb and gutter) streets should be defined by curb extensions at many of the Town's intersections. If a block is relatively long, extensions should also be placed at other points along the street.
- To move traffic efficiently, minimize barriers to pedestrians and bicyclists, and make the Town's thoroughfares more attractive, the Town (in cooperation with the City of Green Bay, Brown County, and Wisconsin DOT) should construct two-lane arterial boulevards or three-lane arterial streets instead of arterial streets that have four or more lanes. These streets should be complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts).
- The Town should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- Encourage commuters to utilize the public park and ride lot for carpooling.
- Work cooperatively with WisDOT and Brown County to develop corridor preservation plans for both STH 54 and STH 57 that identify future access points.
- The Town should consider increasing the building setback along STH 54 to 50 feet from the right-of-way or 110 feet from the centerline, whichever is greater to accommodate future improvements.

Pedestrian and Bicycle Facilities

- To enable and encourage people to make additional walking and bicycling trips in Scott, the Town should mix land uses to create destinations that can be easily reached by pedestrians and bicyclists.

- The Town should construct sidewalks within the town center, sidewalks/trails near schools, and a pedestrian and bicycle trail system throughout the Town by following the Town's linear natural features.
- Develop an off-street bicycle and pedestrian path along STH 54.
- Develop a bicycle and pedestrian path connecting Bay Settlement Road to Fischer Road, separated from STH 57.
- In addition to working with the Brown County Highway Department and other entities to develop on-street bicycle facilities as roads are reconstructed or resurfaced, the Town is encouraged to add on-street bicycle lanes to Church Road between STH 57 and CTH T and to Craanen Road when the streets are reconstructed in the future. If a STH 57 overpass is constructed at Church Road, the Town should also work with the City of Green Bay to add bicycle lanes to Church Road between STH 57 and Nicolet Drive (or, at a minimum, to Bay Settlement Road).
- To enable and encourage people to travel to destinations in the Town with and without motorized vehicles, the Town should ensure that new and redevelopment projects have buildings with minimal setbacks, parking in the rear, and other features that allow pedestrians, bicyclists, and motorists to easily reach the buildings.
- The Town should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the bridges, overpasses, and other transportation structures in the Town have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
- When cul-de-sacs must be built and development and physical barriers are not present, the Town should require the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Transit

- To make mass transit an attractive and economically-feasible transportation option, the Town needs to establish the population densities, pedestrian system, street network, and land use pattern recommended in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place (particularly in the town center), Scott should work with Green Bay Metro and the Brown County Planning Commission to determine if service can be extended to the Town.
- To ensure that transit can be accommodated when the required elements are in place, the Town should include at least one transit stop in the middle of the town center to enable people to easily reach the bus on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.

Highways

STH 57 and STH 54

See the chapter text for these recommendations.

Rail Transportation

Freight Rail

- Since the Town is not planning to develop any rail-dependent commercial or industrial uses in the future, the Town should monitor activity on the rail line that runs near the Town's southeast corner and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

Passenger Rail

- The Town should monitor the progress of the Midwest Regional Rail Initiative (MRRI) and encourage residents to use it when available to travel throughout the Midwest.

Air Transportation

- The Town should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

- As commercial and other truck-generating land uses are mixed into the Town over the next 20 years, the Town should consider identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town. Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town streets.

Water Transportation

- To ensure that Scott's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process.

Funding to Help Develop the Town's Transportation System

- To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.

Attachment 1: Calculations for Sidepath Suitability Analyses

Example 1 Calculations

1. Intersection Traffic Score

R = Number of residential driveway intersections: **0**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **3**

B = Number of major street/major commercial driveway intersections (≥ 1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street (≤ 30 mph = 1, 35-40 = 2, ≥ 45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street (≤ 2,000 = 1, 2,000-10,000 = 2, ≥ 10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (\text{R} + [2\text{A}] + [4\text{B}]) / \text{M}$$

$$\text{ITS} = 2 \times 3 \times (0 + 6 + 8) / 1$$

$$= (6 \times 14) / 1$$

$$= 84 / 1$$

$$= 84$$

<u>Int. Traffic Score (ITS)</u>	<u>0</u>	<u>1-40</u>	<u>41-80</u>	<u>81-120</u>	<u>121-160</u>	<u>161-200</u>	<u>201-240</u>	<u>>240</u>
Suitability Points	0	1	2	3	4	5	6	7

Number of suitability points = 3

2. Path Continuity

No pavement gaps exist along the sidepath.

Number of suitability points = 0

3. Curb Cuts

All of the intersecting streets have curb cuts.

Number of suitability points = 0

4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

<u>Low Pedestrian Use</u>	<u>Medium Pedestrian Use</u>	<u>High Pedestrian Use</u>
Path 0' – 5' = 1 point	Path 0' – 5' = 2 points	Path 0' – 5' = 4 points
Path > 5' = 0 points	Path 6' – 7' = 1 point	Path 6' – 7' = 2 points
	Path > 7' = 0 points	Path > 7' = 1 point

Number of suitability points = 0

5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

Number of suitability points = 0

6. Separation Between Intersections and Sidepath

The path is brought close to the parallel road at each street/driveway crossing.

<u>Crossing Condition</u>	<u>Points</u>
Crossings go through stopped traffic at intersecting streets/driveways	5
Crossings not "close enough" to the parallel streets	3
Crossings brought close to the parallel streets	1

Number of suitability points = 1

Total Suitability Score

<u>Sidepath Suitability</u>	<u>Most Suitable</u>	<u>Somewhat Suitable</u>	<u>Least Suitable</u>	<u>Not Suitable</u>
Points	0-7	8-9	10-11	12 or more

Total number of suitability points = 4
Sidepath Suitability Rating = Most Suitable

Example 2 Calculations

1. Intersection Traffic Score

R = Number of residential driveway intersections: **2**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **12**

B = Number of major street/major commercial driveway intersections (≥ 1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street (≤ 30 mph = 1, 35-40 = 2, ≥ 45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street (≤ 2,000 = 1, 2,000-10,000 = 2, ≥ 10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (\text{R} + [2\text{A}] + [4\text{B}]) / \text{M}$$

$$\text{ITS} = 2 \times 3 \times (2 + 24 + 8) / 1$$

$$= (6 \times 34) / 1$$

$$= 204 / 1$$

$$= 204$$

<u>Int. Traffic Score (ITS)</u>	<u>0</u>	<u>1-40</u>	<u>41-80</u>	<u>81-120</u>	<u>121-160</u>	<u>161-200</u>	<u>201-240</u>	<u>>240</u>
Suitability Points	0	1	2	3	4	5	6	7

Number of suitability points = 6

2. Path Continuity

No pavement gaps exist along the sidepath.

Number of suitability points = 0

3. Curb Cuts

All of the intersecting streets have curb cuts.

Number of suitability points = 0

4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

<u>Low Pedestrian Use</u>	<u>Medium Pedestrian Use</u>	<u>High Pedestrian Use</u>
Path 0' – 5' = 1 point	Path 0' – 5' = 2 points	Path 0' – 5' = 4 points
Path > 5' = 0 points	Path 6' – 7' = 1 point	Path 6' – 7' = 2 points
	Path > 7' = 0 points	Path > 7' = 1 point

Number of suitability points = 0

5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

Number of suitability points = 0

6. Separation Between Intersections and Sidepath

The path is not brought close to the parallel road at each street/driveway crossing.

<u>Crossing Condition</u>	<u>Points</u>
Crossings go through stopped traffic at intersecting streets/driveways	5
Crossings not "close enough" to the parallel streets	3
Crossings brought close to the parallel streets	1

Number of suitability points = 5

Total Suitability Score

<u>Sidepath Suitability</u>	<u>Most Suitable</u>	<u>Somewhat Suitable</u>	<u>Least Suitable</u>	<u>Not Suitable</u>
Points	0-7	8-9	10-11	12 or more

Total number of suitability points = 11
Sidepath Suitability Rating = Least Suitable

CHAPTER 4

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 the Scott 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 Scott Comprehensive Plan is geared toward promoting future development in Scott in a manner that supports a high quality community that is attractive to existing and new businesses and their employees.

Labor Force Analysis

Figure 4-1 indicates that the Town of Scott residents' education levels are generally higher than those of the State of Wisconsin and Brown County. Education is one of the keys to the "new economy," which deals more with information, advanced technologies, and services than with the production of goods. Continuing to develop a well-educated workforce through the secondary schools, apprenticeships, technical schools, and colleges will be critical for Scott to create a diversified economy.

Figure 4-2 shows that the percentage of Town residents 16 years of age and older who are in the labor force is slightly lower than the State and County. When compared to the Town's age analysis, it is evident that there is generally an older population in Scott that is likely retired and, therefore, out of the labor force. Scott's 2000 unemployment rate of 2.4 percent is slightly lower than the Brown County and State of Wisconsin rates of 2.7 percent and 3.2 percent, respectively.

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

Status	Wisconsin	Brown County	Town of Scott
Less than 9 th grade	5.4%	6.1%	4.1%
9 th to 12 th grade, no diploma	9.6%	7.6%	5.6%
High school graduate	34.6%	34.9%	34.1%
Some college, no degree	20.6%	20.0%	21.8%
Associate degree	7.5%	8.9%	10.1%
Bachelor's degree	15.3%	16.6%	19.3%
Graduate or professional degree	7.2%	5.9%	5.0%

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

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

Status	Wisconsin	Brown County	Town of Scott
In the labor force	69.1%	72.0%	67.3%
Civilian labor force	69.0%	71.9%	67.3%
Employed	65.8%	69.1%	65.0%
Unemployed	3.2%	2.7%	2.4%
Armed Forces	0.1%	0.1%	0.0%
Not in the labor force	30.9%	28.0%	32.7%

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

When compared to the state and county, the Town of Scott has slightly more sales/office occupations than either Brown County or the State of Wisconsin and has significantly fewer production/transportation/material moving occupations (See Figure 4-3). Since there are very few office buildings in the Town, this likely indicates that many Scott residents live in the Town and commute to offices in other parts of the metropolitan area. This is also likely the case for the management/professional/related occupations.

As for individual industries, the largest employment sector is the education/health/social service sector, followed by the manufacturing sector. The higher percentage of people employed in the education/health/social services sector is likely due to the Town's proximity to the University of Wisconsin–Green Bay Campus.

Economic Base Analysis

Since the Town of Scott is within the Green Bay Metropolitan Area, the vast majority of Scott residents work within the Green Bay Metropolitan Area. 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.

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

	Wisconsin	Brown County	Town of Scott
OCCUPATION			
Sales and office occupations	25.2%	28.5%	32.7%
Management, professional, and related occupations	31.3%	30.6%	30.8%
Service occupations	14.0%	12.6%	13.5%
Production, transportation, and material moving occupations	19.8%	18.7%	11.5%
Construction, extraction, and maintenance occupations	8.7%	9.2%	10.8%
Farming, fishing, and forestry occupations	0.9%	0.5%	0.7%
INDUSTRY			
Educational, health, and social services	20.0%	17.6%	21.5%
Manufacturing	22.2%	21.1%	17.4%
Retail trade	11.6%	12.6%	13.2%
Finance, insurance, real estate, and rental and leasing	6.1%	8.1%	10.0%
Arts, entertainment, recreation, accommodation, and food services	7.3%	7.3%	7.9%
Transportation, warehousing, and utilities	4.5%	6.2%	7.0%
Construction	5.9%	6.2%	5.0%
Professional, scientific, management, administrative, and waste management services	6.6%	6.3%	4.3%
Wholesale trade	3.2%	4.0%	4.3%
Information	2.2%	2.0%	3.3%
Other services (except public administration)	4.1%	4.5%	3.0%
Public administration	3.5%	2.9%	2.3%
Agriculture, forestry, fishing and hunting, and mining	2.8%	1.2%	0.8%

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

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 Group, 2000; Brown County and the United States Location Quotient Analysis

Employment by Industry	Brown County	United States	Location Quotient
Agriculture, Forestry, Fishing	1,503	2,426,053	0.67
Construction and Mining	7,436	8,801,507	0.91
Manufacturing	25,449	18,286,005	1.50
Wholesale Trade	4,808	4,666,757	1.11
Retail Trade	15,245	15,221,716	1.08
Transportation, Warehousing, Utilities	7,455	6,740,102	1.19
Information	2,425	3,996,564	0.65
Finance, Insurance, and Real Estate	9,805	8,934,972	1.18
Professional, Scientific, Management, etc.	7,546	12,061,865	0.67
Educational, Health, and Social Services	21,228	25,843,029	0.88
Arts, Entertainment, Recreation, etc.	8,789	10,210,295	0.93
Other Services	5,377	6,320,632	0.92
Public Administration	3,464	6,212,015	0.60
Total Employees	120,530	129,721,512	

Source: U.S. Bureau of the Census, 2000; Brown County Planning Commission, 2003.

According to the LQ analysis, there are five industries in Brown County that can be considered basic employment sectors: manufacturing; wholesale trade; retail trade; transportation, warehousing, utilities; and finance, insurance, and real estate. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industries that are below 1.0, such as information and professional fields, indicate that there may be demand within Brown County's local economy to support increases in these industry sectors.

The Town should 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 Scott 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. This priority is to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with existing businesses in the manufacturing sector.

Economic Development Assessment and Recommendations

Historically, the Town of Scott supported a number of small businesses, including taverns and grocery stores. However, as the City of Green Bay continued to grow closer to the Town, Scott residents found that driving to the City was easier and possibly cheaper than patronizing the local businesses. Currently, economic development in the Town is very much in its beginning. There are a few taverns, restaurants, gas stations, and one grocery store remaining. However, the City of Green Bay and other metro community businesses continue to siphon off customers. How Scott develops will become a much more important component of the Town's economic development strategy over the next 20 years. Diversifying its economy by encouraging small businesses that cater to local residents, while working to create a unique identity through planning, design, and engineering, will determine how successful Scott will be in capturing economic development opportunities. The Town is fortunate to have large tracts of undeveloped land ready for new business ventures, but once it is developed, it takes a long time for redevelopment to occur. Therefore, it is important that new business development in the Town be done in a manner that contributes to building Scott's identity in the greater northeastern Wisconsin region. The following section identifies the existing situation, opportunities, and recommendations for the Town.

Economic Opportunity Areas

An economic opportunity area is an area of current or future general economic activity that contributes to the community's tax base. They 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 opportunity areas will help to guide the Town's economic development and land use activity over the course of this comprehensive plan.

Bay Settlement Road/CTH I Intersection

The intersection of Bay Settlement Road and CTH I (Scottwood Drive) is located in the far southwestern part of the Town very near Scott's border with the City of Green Bay. The Niagara Escarpment ledge is located just to the west of the intersection. Various small business uses are located at the northeastern and southeastern corners of the intersection. As this area of the Town continues to develop, there will be an increased demand for businesses that provide local goods and services for the surrounding neighborhood and nearby University of Wisconsin–Green Bay. Therefore, new businesses locating in the area should be generally small in nature and cater to the everyday needs of the neighborhood. The presence of many new homes and UWGB student housing within one mile of the intersection should be viewed as an asset and as desirable to new businesses. The Town should work with the City of Green Bay and UWGB to ensure that residents and students have the ability to safely walk and/or bike to this area to patronize existing and future small businesses. Since this is generally a residential area, design standards should be developed to ensure that businesses fit in with the residential nature of the area.

STH 57/STH 54 Interchange

The STH 57/54 interchange is split between the City of Green Bay and Town of Scott, with the Town maintaining control over the western half of the interchange. Current businesses include a gas station/fast food restaurant, a farm implement dealer, and a floor coverings store. Just to the west of the interchange are a few industrial, residential, and office uses. The Town does not wish to attract “big box” type development to Scott, which could possibly locate in this area. Rather, small office, light manufacturing, or other small, highway-related commercial uses that utilize the visibility afforded them from the highway should be encouraged in this area. However, it is critical that highway-related businesses that locate in the Town understand that the standard corporate site plan and building design will not be adequate for the unique character that the Town is working to achieve. There will be an emphasis on landscaping, quality building materials, and minimal signage. Should signage above a monument style sign be desired, the business should contact WisDOT regarding the availability of blue “specific information signs” that identify gas/food/lodging at the interchange.

STH 57 Corridor

The STH 57 corridor through the Town of Scott is the primary route for tourists traveling to Door County, and it provides the first impression of the Town for thousands of potential residents and entrepreneurs as they travel to and from Door County. It is very important that the Town develop the STH 57 corridor in a manner that presents as good a first impression of Scott as possible. Therefore, commercial/industrial activity in the Town should be limited to certain nodes along the highway rather than located in a continuous strip along both sides of the highway. Interspersing the commercial/industrial nodes with mixtures of residential, recreational, agricultural, and natural areas will aid in creating an identity for Scott that will set it apart from other communities with highway corridors running through them.

Where commercial activity is to be encouraged along the corridor, care should be taken to prevent the degradation of the escarpment and other sensitive areas. This is particularly crucial in areas where STH 57 runs directly adjacent to the escarpment and north of Gersek Road. Additionally, landscaping and signage of businesses and areas fronting USH 41/141 should be accomplished utilizing a variety of native plants, shrubs, natural building materials (stone, brick, wood siding, etc.), and trees in order to reinforce Scott's natural landscape. Signage, particularly large billboards, should be kept to a minimum with an emphasis on wall-mounted and monument signs, as opposed to large monopole signs. Due to the fragile nature of the ecosystem associated with the escarpment, stormwater management needs to be addressed as a key component of any commercial or industrial activity along the corridor.

STH 54 Corridor

The STH 54 corridor is very different from the STH 57 corridor in terms of usage and economic development possibilities. STH 54 is primarily used as a daily commuting route for people living in Algoma, Casco, Luxemburg, and New Franken traveling to the Green Bay Metropolitan Area. Therefore, future business ventures should look to capitalize on commuter traffic, as well as provide services to nearby residents. Commercial uses should again be located in nodes at major intersections rather than in strips along the entire highway to avoid numerous driveway cuts and traffic backups from people turning left into business driveways. Similar to the STH 57 corridor, businesses should utilize natural building materials, shrubs, trees, and other landscaping techniques to create Scott's unique identity. Signage, particularly large billboards, should be kept to a minimum with an emphasis on wall-mounted and monument signs, as opposed to large monopole signs.

Future Scott Town Center

The Town is fortunate in that it has not yet approved a significant amount of strip-type development. Strip commercial development has a tendency to be completely automobile focused in terms of the design and appearance of the shopping center. Typical of strip shopping centers is a sterile strip commercial building with significant setbacks from the road to enable large expanses of uninterrupted parking lots. Rather than developing a monotonous continuous strip of commercial development, the Town should develop with a nodal concept. This approach typically reduces the number of times that patrons have to get in and out of their cars, and it has the added benefit of enabling pedestrian facilities to provide alternative access to a town center.

The Town should develop a plan for a town center encompassing the area generally located west of Craanen Road and north of STH 54. This location is adjacent to the proposed business park in the City of Green Bay and would have a ready supply of customers for restaurants, higher density housing, and other local service/retail-type businesses. The intent of the town center should be to create a mix of pedestrian-scale commercial, residential, recreational, and institutional uses to create a sense of place and identity for the Town. The area should include a number of small-scale commercial retail and service shops catering to both local residents and surrounding communities. Similar architectural and site design elements should help create a unifying theme for the town center. The Town should continue to develop a detailed design plan with

recommendations that will establish a sense of community identity for Scott and its residents.

Neighborhood Development Areas

The neighborhood development areas are envisioned to be the focal point around which the surrounding neighborhoods are developed, primarily around major intersections. An existing example would be the intersection of Bay Settlement Road and CTH I. Neighborhood development areas will likely include a mix of higher density residential, commercial, institutional, and recreational uses. The intent of encouraging commercial uses in these areas is to create places to which neighborhood residents can walk or bike for goods or services rather than having to drive to larger commercial areas. However, the Town must ensure that the development of commercial and institutional uses in these areas is designed to blend in with the surrounding residential uses.

Niagara Escarpment, Red Banks Alvar, Point Au Sable, and Bayshore

The many natural features in the Town of Scott lend themselves to consideration for “eco-tourism.” Eco-tourism is the promotion of unique natural features or areas to bring outside tourists to view and experience these features for themselves in a manner that is sensitive to their fragility. The many natural features in the Town contain a very diverse selection of flora and fauna as described in the Green Bay East Shore Cumulative and Secondary Impacts Study, produced by Bay-Lake Regional Planning Commission. Promoting these areas for tourism could contribute outside dollars to the Town’s economy, as well as build momentum for preservation efforts. Coordination with the Wisconsin Department of Natural Resources, U.S. Fish and Wildlife Service, and University of Wisconsin–Green Bay would be necessary to ensure that especially critical areas are protected from disturbance.

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 Scott. The most obvious factor is the Town’s suburban location within the Green Bay Metropolitan Area and the ease of access via STH 54/57 to the I-43, STH 172, and USH 41 beltway for commuting. The freeways provide access to downtown Green Bay and the rest of the metro area in minutes and ready accessibility to other major destinations, such as Appleton (40 minutes), Milwaukee (2 hours), Chicago (3 hours), and the Twin Cities (4.5 hours). Included with the access to the beltway is visibility for Scott businesses from the STH 57 route to Door County. Additionally, the beltway allows potential business owners in Scott to easily tap the metropolitan area’s large population base for employees, and residents of Scott can easily commute to jobs in the metropolitan area.

Although the easy freeway access is a definite benefit for residents of Scott 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 other metro communities for goods or services that one might typically find in a community of Scott’s size to be more of a minor inconvenience than a major problem. However, the Town is seeking to

fill some of these niches with new small businesses that would provide local goods and services, such as a hardware store, pharmacy, or small café, and would allow for nearby residents to walk or bike to them. However, for truly local businesses to succeed in providing goods or services, it is necessary for the local residents to choose to patronize them, rather than always traveling by vehicle to the east side of Green Bay or to other metro communities.

From a quality of life perspective, the Town has a number of natural resource amenities, such as the bayshore and Niagara Escarpment. As the Town looks to recruit and grow businesses, Scott should emphasize the high quality of life and proximity to the cultural and recreational amenities located very close in the Green Bay Metropolitan Area, such as the Weidner Center, Neville Public Museum, and the De Pere and Green Bay downtowns. Additional points of emphasis should be a high quality school system and lower housing prices as compared to other larger metropolitan areas around the Midwest. These are all amenities that employers should point to when they recruit new employees to work and live in Scott.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a potential high quality employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. The Town of Scott 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 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. UW-Green Bay is partially located in the Town and provides a ready supply of graduates ready to enter the workforce. Additionally, St. Norbert College, the UW-Extension services, and Northeast Wisconsin Technical College (NWTC) provide training services for businesses.

Commercial and Industrial Design Standards

As new small businesses develop in Scott, it is important that their buildings' architectural design and site plans are reviewed and meet the expectations of the Town and its residents. Quality design helps to create a "sense of place" that is critical in continuing to attract new businesses and residents. Scott will need to create this sense of place to make it unique in the greater Green Bay and Fox Valley area in order to differentiate itself from other communities in northeastern Wisconsin. Therefore, the Town should create a commercial and industrial design ordinance that addresses the following bullet points:

- Provide for safe, efficient vehicular and pedestrian circulation.
- Provide for attractive vegetative screening and landscaping that blends with the natural surroundings.

- Utilize unobtrusive signage and advertising methods that do not detract from the Town's rural character or natural features.
- Ensure efficient, safe, and attractive land development.
- Use minimal or, at the very least, downward directed lighting to minimize light pollution in the night sky.
- Provide for compliance with appropriate design standards to ensure adequate light and air, proper building arrangements, and minimal adverse effect on adjacent properties.
- Develop proper safeguards to minimize the impact on the environment.
- Ensure the provision of adequate water supply, drainage, and stormwater management, sanitary facilities, and other utilities and surveys.
- Encourage environmentally sensitive design, construction, technology, and planning methods.
- Advance and promote sound growth and contiguous development within the Town.

The Town should continue to develop and enforce the ordinance in order to help promote quality development in Scott. Business site plans should include pedestrian amenities, such as sidewalks or trails, proposed signage, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt. Where a more pedestrian-friendly environment is desired, buildings should also have minimal or no setbacks with parking in the rear or on the street to provide for more direct pedestrian access to the businesses.

Based on feedback from the visioning session and follow-up survey, many residents wish to encourage small, local businesses rather than large "big box" type retail development. However, in the event that a "big box" is proposed for the Town, it is critically important that the Town have an ordinance in place that would provide leverage during negotiations. If not properly addressed through the site plan process, big boxes can have a very large impact on surrounding properties through increased vehicular traffic, stormwater runoff, truck deliveries, and an overpowering of the landscape. Therefore, the Town should develop a separate big box ordinance to ensure that these issues, in addition to a myriad of others (vacancies, architecture, parking requirements, etc.), are thoroughly addressed in order to develop Scott as a community with a unique identity and an emphasis on small, local businesses.

Sensitivity to Natural Areas

A major component of the Town's current identity is the natural features that the Town contains. Therefore, in order to continue building on this identity, business development should continue to be designed with consideration and integration of these natural features to help maintain the atmosphere of the Town. The natural areas, where properly integrated into business development, could help to create trail linkages, provide wildlife corridors, and help to facilitate stormwater management. Where consistent with identified trail plans, the Town should require the dedication of land for trails or parkways before approving commercial development proposals.

Brownfield Redevelopment

For commercial and industrial uses, the Town should complete and maintain an inventory of existing vacant buildings and lands that are, or are perceived to be, potentially contaminated with industrial or petroleum-based pollutants (brownfield). This information can be used to obtain state and federal grants to clean up the sites, which are then sold to encourage infill development and redevelopment opportunities. Brownfield redevelopment takes advantage of existing infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels.

Town, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Town and Town's 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

The Town should continue to make positive planning and financial management decisions that will result in the community being an attractive place for people and businesses. The most important economic activity that Scott can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities. Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The two types of programs most relevant to the Town are business attraction and business retention.

Business Attraction

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

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

Business Retention

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

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

County

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

Regional

Comprehensive Economic Development Strategy

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities served by the Commission, including the Town of Scott, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a technology zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by Commerce and based on a company's ability to create jobs, to make capital investments, and to attract related businesses. The technology zone program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information is available and can be found at the following website: <http://www.eastcentralrpc.org/planning/economic.htm>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development services that the Town should be aware of for its businesses. WPS maintains an online searchable database for available industrial buildings that the Town

or Community Development Authority should ensure stays up-to-date through contact with WPS. The WPS economic development page can be a useful resource for the Town and is located at <http://www.wisconsinpublicservice.com/business/bcd.asp>.

State

Although the Implementation chapter provides a comprehensive list of state programs that the Town can consider utilizing to meet its stated goals and objectives, there are a few programs that the Town should strongly consider, and they are discussed in this section. The Department of Commerce District 3 Area Development Manager would be a good contact for these programs.

Community Based Economic Development (CBED) Program

The Community Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of businesses (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; business incubator/technology-based incubator; a venture capital fair; and regional economic development grants. Additional information regarding the CBED program can be found at <http://commerce.state.wi.us/CD/CD-bcf-cbed.html>.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to the town, which then loans the funds to a business. When the business repays the loan, the town may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the town. The businesses within the town may also utilize the existing Brown County Economic Revolving Loan Fund administered by the Brown County Planning Commission to provide loans to town businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://commerce.state.wi.us/MT/MT-FAX-0806.html>.

Federal

The federal government has a variety of grant opportunities (including community development) for municipalities. The best source of information on the Internet regarding grants from the federal government is <http://www.grants.gov>.

Recommendations

The following is a summary of economic development recommendations for the Town of Scott.

General Recommendations

Bay Settlement Road/CTH I Intersection

- Encourage small businesses catering to the needs of local residents and UWGB students and staff.
- Work with the City of Green Bay to ensure that people have the ability to safely walk or bike to businesses at the Bay Settlement Road/CTH I intersection neighborhood node.
- Develop design standards to ensure businesses are designed to fit into the generally residential nature of the area.

STH 57/STH 54 Interchange

- Encourage small office, light industrial, and small highway commercial uses to take advantage of visibility from the highway.
- Discourage large “big box” type retail development.
- Emphasize landscaping, quality building materials, and minimal signage over the standard corporate design for commercial uses.
- Encourage businesses to contact WisDOT regarding the availability of “specific information signs” rather than numerous large monopole signs for advertising.
- Continue to work with the City of Green Bay to cooperatively plan the land uses surrounding the interchange.

STH 57 Corridor

- Ensure that commercial development along STH 57 lends itself to a favorable first impression of the Town of Scott.
- Limit commercial and industrial activity to certain nodes interspersed with residential and natural areas along the highway rather than as a continuous commercial strip to set it apart from other communities.
- Be sensitive to the many natural areas (Niagara Escarpment, Red Banks Alvar, etc.) along the corridor when development is proposed.
- New businesses along the corridor should blend with the natural surroundings by utilizing natural building materials (brick, stone, wood siding, etc.)
- Minimize large signage, including billboards along the freeway corridors, to prevent visual clutter.
- Ensure stormwater management is addressed early in the commercial or industrial development process to protect the fragile nature of the escarpment and Alvar ecosystems.

STH 54 Corridor

- Businesses should capitalize on commuter traffic, as well as provide services to nearby residents.
- Commercial uses should be located in nodes rather than strips to avoid driveway cuts and traffic backups on the highway.
- New businesses along the STH 54 Corridor should blend in with the natural surroundings by utilizing natural building materials (brick, stone, wood siding, etc.)
- Signage, including billboards, should be kept to a minimum with an emphasis on wall-mounted and monument signs as opposed to large monopole signs.

Future Scott Town Center

- Consider the location west of Craanen Road and north of STH 54 for a Scott town center location.
- The town center should have a mixture of service- and retail-type businesses with residential or office use on the second floors.
- Similar architectural and site design elements should be used to create a unifying theme for the town center.
- Develop a detailed design plan with recommendations that will establish a sense of community identity for Scott and its residents.

Neighborhood Development Areas

- Encourage a small mix of commercial activities at designated nodes around the Town to allow nearby residents to walk or bike for daily goods or services.
- Ensure that development in these areas is designed to blend in with the surrounding residential uses.

Niagara Escarpment, Red Banks Alvar, Point au Sable, and Green Bay Shoreline

- Consider promoting the Niagara Escarpment, Red Banks Alvar, Point au Sable, and Green Bay shoreline for environmentally sensitive eco-tourism to bring outside dollars to Scott's economy.
- Encourage the utilization of revenue from these activities for preservation efforts.
- Coordinate with the WDNR, U.S. Fish and Wildlife Service, and UW-Green Bay to ensure that critical areas are protected from disturbance.

Economic Development Funding/Programming

- Continue to closely coordinate with the City of Green Bay in terms of economic development opportunities and plans in the Joint Planning Area.

- Create a local Town of Scott Revolving Loan Fund to assist businesses looking to expand in the Town. Funding for a revolving loan fund can come from CDBG-ED, CBED grants, or from local investments.
- Develop a comprehensive list of potential economic development funding mechanisms through the state and federal government.
- Create an economic development program to include business attraction and business retention programs.
- Develop a yearly meeting schedule with major employers in Scott to discuss future needs or potential problems.
- Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
- Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the Town.
- Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Site Planning for Economic Development

- Promote future development that supports a high quality community that is attractive to existing and new businesses.
- Recognize that although the Town is not actively seeking “big box” development, Scott needs to protect itself with a “big box” ordinance. Considerations should include pedestrian accessibility, quality building materials, site-specific design, and vacancy, among others.
- Business development should be designed with consideration of the sensitivity of the environmental features that this plan identifies along the Town’s primary drainage corridors.
- Business site plans should include pedestrian access, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt.
- Encourage the development of monument style signage rather than monopole pedestal signage to minimize visual clutter along the Town’s streets and thoroughfares.
- Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
- 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.

CHAPTER 5

Housing

As a formerly rural community experiencing strong residential growth, the Town of Scott's housing stock is relatively new and, therefore, does not contain much variability in the types or cost. However, as presented in the Issues and Opportunities chapter, the population of the Town is projected to continue to grow at a rather strong pace. Scott's future housing densities, styles, and options could go a long way toward creating an identity for the Town. Identifying ways to provide more housing choices for a diversifying and growing population will become increasingly important in order to create a unique, vibrant community.

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

Housing Characteristics

Age

Figure 5-1: Age of Housing Units in the Town of Scott, 2000

Year Structure Was Built	Scott	%	Brown County	%	Wisconsin	%
1990-1999	498	40.6%	19,322	21.4%	389,792	16.8%
1980-1989	130	10.6%	13,292	14.7%	249,789	10.8%
1970-1979	202	16.5%	17,449	19.3%	391,349	16.9%
1960-1969	48	3.9%	11,400	12.6%	276,188	11.9%
1950-1959	115	9.4%	10,910	12.1%	291,948	12.6%
1940-1949	72	5.9%	5,776	6.4%	178,914	7.7%
1939 or Earlier	161	13.1%	12,050	13.4%	543,164	23.4%
Total	1226	100.0%	90,199	99.9*%	2,321,144	100.1*%

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

*Totals may not equal 100% due to rounding

Figure 5-1 shows that 67.7 percent of the housing units in the Town of Scott are 30 or fewer years old, as compared to 55.4 percent for Brown County and 44.5 percent for the State of Wisconsin. As evidenced by the chart, 40.6 percent of the housing units in the Town were constructed since 1990, which indicates that the housing stock within the Town is primarily newer and, therefore, in good condition. However, Scott also contains a number of older homes primarily within the more rural areas of the Town and generally associated with a current or former agricultural operation. As the new housing stock ages and the older homes continue to age, it will be necessary for the Town to

ensure that the housing units remain in good condition through code enforcement, rehabilitation, and selective redevelopment.

Structures

The Town of Scott has a significantly higher percentage of 1-unit detached structures (typically single-family homes) at 93.1 percent than either Brown County or the State of Wisconsin at 63.2 and 66.0 percent, respectively. The Town has a proportionately much smaller percentage of duplexes and all types of multifamily units. Since the 2000 census, Scott has not seen much in the way of diversification of its housing stock. As the Town continues to transition from a rural town to a more suburban community, it will need to ensure that its housing stock begins to diversify in order to account for the demographic changes identified in the Issues and Opportunities chapter. Figure 5-2 identifies the total number of units within each type of structure in Scott.

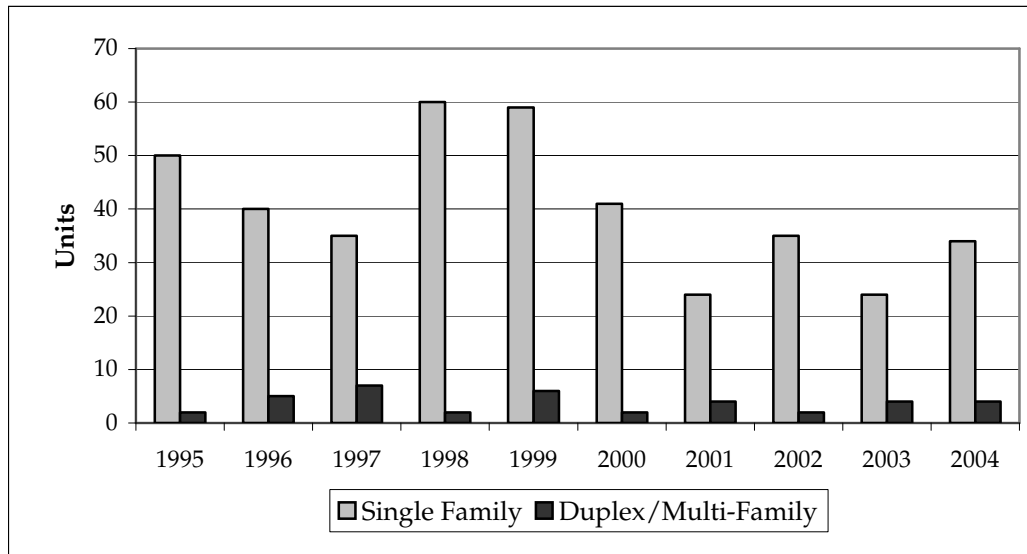
Figure 5-2: Units in Structure for Scott, Brown County, and Wisconsin

Units in Structure	Scott	%	Brown County	%	Wisconsin	%
1-Unit Detached	1,141	93.1%	57,000	63.2%	1,531,612	66.0%
1-Unit Attached	36	2.9%	4,428	4.9%	77,795	3.4%
2 Units	26	2.1%	8,143	9.0%	190,889	8.2%
3 or 4 Units	7	0.6%	3,554	3.9%	91,047	3.9%
5 to 9 Units	6	0.5%	6,214	6.9%	106,680	4.6%
10 to 19 Units	0	0.0%	4,032	4.5%	75,456	3.3%
20 or More Units	0	0.0%	5,172	5.7%	143,497	6.2%
Mobile Home	10	0.8%	1,649	1.8%	101,465	4.4%
Boat, RV, Van, Etc.	0	0.0%	7	0.0%	2,703	0.1%
Total	1,226	100.0%	90,199	100.0%	2,321,144	100.0%

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

Over the last eight years, the number of new single-family housing units developed ranged from a high of 60 in 1998 to a low of 24 in both 2001 and 2003. There is not a discernable trend in the issuance of new building permits over the past ten years. Rather, single-family housing development has remained rather steady, averaging about 40 new homes per year. The Town's boundary agreement with the City of Green Bay will likely add some certainty to both landowners and developers as they determine what to do with their land in the future. It is likely that new housing pressures will increase as long as external factors (interest rates, economy, etc.) remain favorable to new homebuyers. However, as previously mentioned, the current lack of diversity in housing types within the Town needs to be addressed in order to account for the changing demographics of Scott, Brown County, and State of Wisconsin. Figure 5-3 displays the number and type of new unit constructed according to the building permits issued.

Figure 5-3: New Housing Unit Development, 1995-2004



Source: Town of Scott Building Permits, 1995-2004.

Occupancy

According to the 1990 U.S. Census, there were a total of 801 housing units within the Town of Scott. This compares with 1,226 units in 2000, which is an increase of 425 units (53.1 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 91.2 percent of the Town's dwelling units in 1990, and this percentage actually increased to 93.6 percent owner-occupied housing by 2000. The trend of having a very high owner-occupied percentage and actually increasing this percentage as a community experiences very strong housing growth runs contrary to the majority of other suburbanizing communities in Brown County. As Scott continues to experience high rates of housing development, the Town should consider the inclusion of more rental units to ensure that it has an adequate range of housing choices for all existing and future Scott residents. Figure 5-4 summarizes the changes that occurred between 1990 and 2000.

Historically there have been a number of seasonal cottages in the Town along the Bay of Green Bay shoreline. However, between 1990 and 2000, the number of seasonal, recreational, or occasional use housing units decreased by five units. The reason for the decline in seasonal cottages is due to many of the cottages being purchased and torn down in favor of large year-round homes. In many instances, the value of the land with bayshore frontage is many times greater than the value of a seasonal cottage, thereby also creating a financial incentive for sale of the cottage and replacement with a new home. It is critical that new year-round homes respect the scale of development that is currently located along the bayshore. New homes should not dominate the landscape or block views historically afforded to neighboring property owners and/or passersby. Rather

they should blend seamlessly into their natural surroundings and provide adequate setbacks from the side and front lot lines. People who purchase seasonal cottages should not assume that they have the right to variances or other special exceptions to the zoning or subdivision ordinances in order to build a year-round home on the bayshore or, for that matter, on the escarpment ledge. The proximity of the Town to the Green Bay Metropolitan Area and the upgrade of STH 57 to an expressway make it increasingly likely that this trend will continue as commute times to Green Bay and other employment centers decrease.

Figure 5-4: Change in Housing Occupancy Characteristics in Scott, 1990 and 2000.

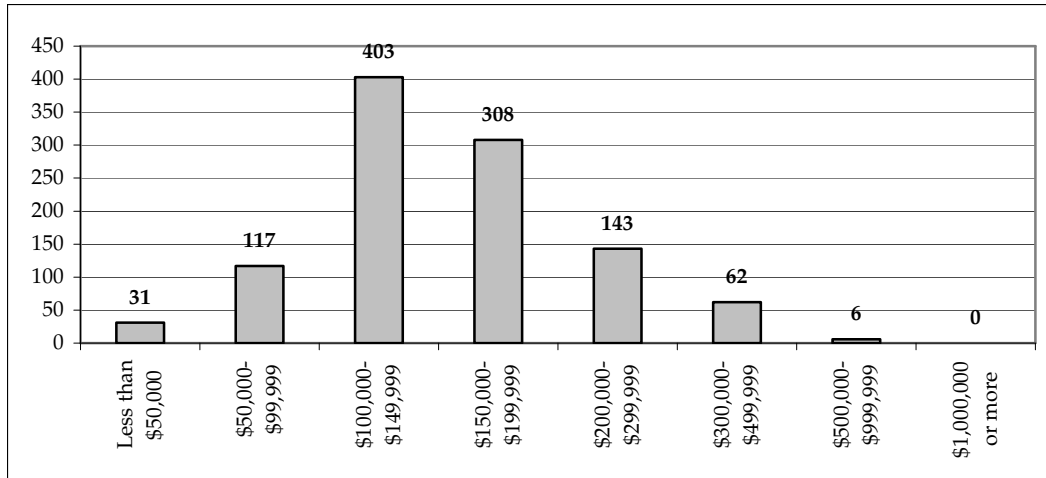
	1990 Census	% of Total	2000 Census	% of Total	Increase or Decrease	Percent Change 1990 - 2000
Total Housing Units	801	100.0%	1,226	100.0%	425	53.1%
Occupied Housing Units	716	100.0%	1,143	100.0%	427	59.6%
Owner-Occupied	653	91.2%	1,070	93.6%	417	63.9%
Renter- Occupied	63	8.8%	73	6.4%	10	15.9%
Vacant Housing Units	85	100.0%	83	100.0%	-2	-2.4%
For Rent	0	0.0%	0	0.0%	0	0.0%
For Sale Only	4	4.7%	14	16.9%	10	250.0%
Rented or Sold, Not Occupied	0	0.0%	0	0.0%	0	0.0%
For Seasonal, Recreational, or Occasional Use	67	78.8%	62	74.7%	-5	-7.5%
For Migrant Workers	0	0.0%	0	0.0%	0	0.0%
Other Vacant	14	16.5%	7	8.4%	-7	-50.0%

Source: U.S. Census Bureau, 1990 and 2000.

Value

According to the 2000 census, the largest segment of the Town's homes is valued between \$100,000 and \$149,000 (37.7 percent), while 28.8 percent of the homes are valued between \$150,000 and \$199,999. When reviewing the median home value for Scott (\$148,200) compared to that of Brown County (\$116,100) and the State of Wisconsin (\$112,200), it is apparent that the homes in Scott are of significantly more value. Since this data is from the 2000 census, it is likely that as interest rates declined, the price and, therefore, value of existing homes in Scott have increased. Much of this difference may be accounted for due to the locational amenities the Town has to offer, such as proximity to the Metropolitan Green Bay Area, abundant natural features, shoreline properties, and the majority of the housing stock in Scott being relatively new. (See Figure 5-5.)

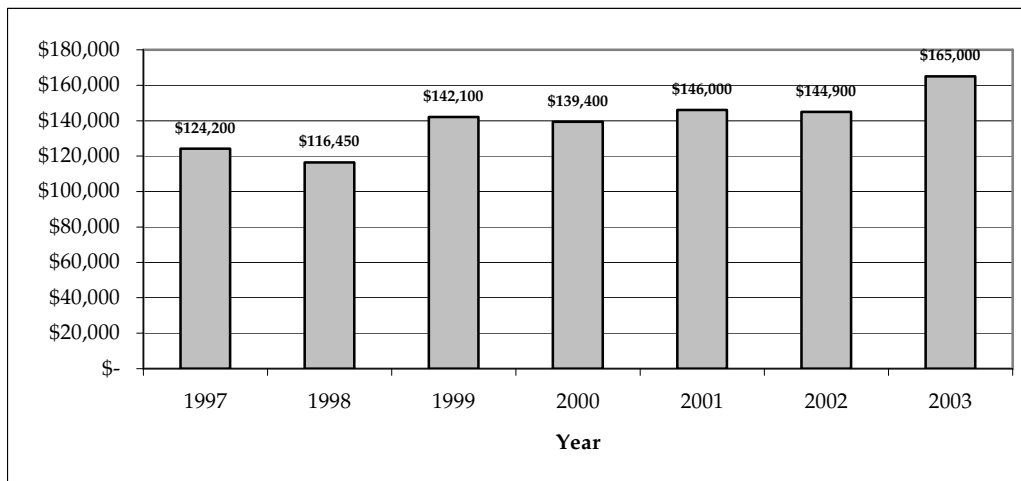
Figure 5-5: Town of Scott Owner-Occupied Housing Values in 2000



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

Based on an analysis of Brown County Property Listing data from 1997-2003, the median sale price of a single-family residential home has increased from \$124,200 in 1997 to \$165,000 in 2003 (see Figure 5-6). Some of the higher priced homes are likely located on the bayshore, which, due to its desirability, results in higher home prices than are found in other parts of the Town. Generally, the price of single-family homes not located on the bayshore is currently between \$150,000 and \$175,000, while vacant lots for building a home are priced between \$25,000 and \$35,000.

Figure 5-6: Median Sale Price of Existing Single-Family Residential Homes in Town of Scott, 1997-2003.



Source: Brown County Property Listing, Brown County Planning Commission, 2005.

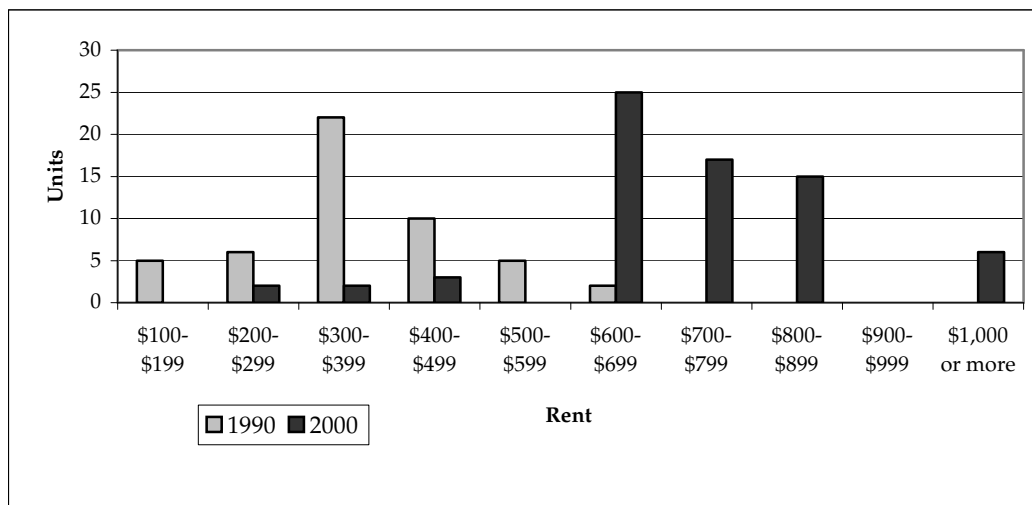
Housing Expenses

In order to compare housing costs across a set time-period, in this case 1990–2000, inflation must be taken into account. The Consumer Price Index (CPI-U-RS), created by the U.S. Bureau of Labor Statistics (BLS) and revised annually, was used to determine the appropriate inflation factor. The revised CPI-U-RS series, released in April 2002 by the BLS, shows that the index value for 1990 was 196.3 and 250.8 for 2000. Therefore, the factor to adjust to 2000 constant dollars is $250.8/196.3$ or 1.277636. In the following analyses of rent and mortgage expenses, the median values will be adjusted by the inflation factor of 1.277636.

Rent

Between 1990 and 2000, the median gross rent for a rental unit in Scott increased from \$360 to \$721, which is an increase of 100.2 percent in ten years. When inflation is factored in and restated in terms of 2000 dollars, the 1990 rent is \$460. Even when adjusted for inflation, the median rent in Scott has increased by 56.7 percent. This may be a market reaction to the relative lack of rental units in Scott, thereby driving up the price of the existing rental units. Figure 5-7 compares the ranges of gross rent costs in 1990 and 2000.

Figure 5-7: Gross Rent in the Town of Scott, 1990 and 2000.

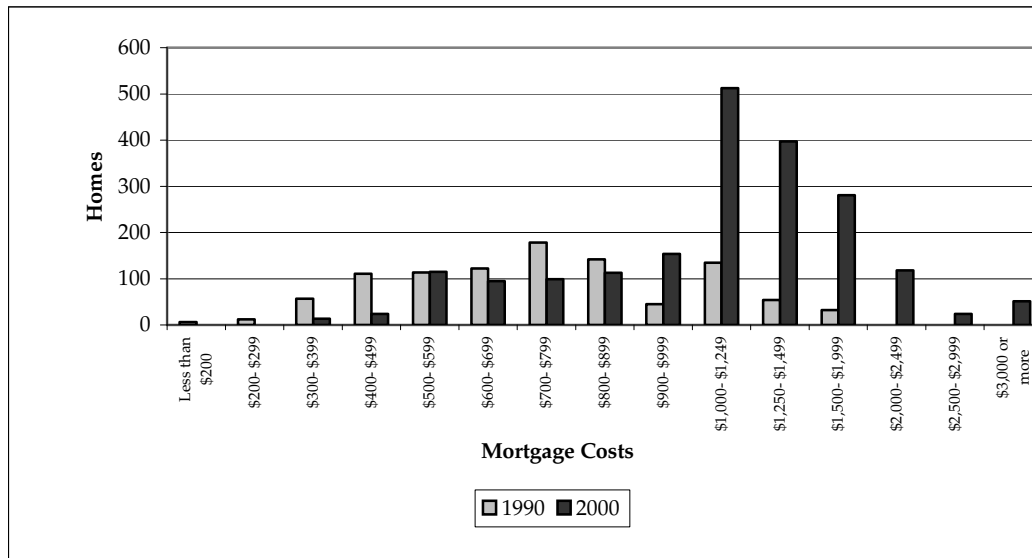


U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

Mortgage

Coinciding with the number of new large homes that were built in Scott between 1990 and 2000, the median monthly mortgage cost also increased significantly. In 1990, the median monthly mortgage cost for a home in Scott was \$672. When inflation is factored in, the 1990 median monthly mortgage expense equates to \$859 in constant year 2000 dollars. The 2000 median monthly mortgage cost was \$1,271, which is \$412 (48.0 percent) more than the inflation-adjusted 1990 cost and is reflective of the investment value associated with owning a home and the desirability of a home in the Town. (See Figure 5-8.)

Figure 5-8: Mortgage Costs in the Town of Scott, 1990 and 2000.



U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

Housing Affordability Analysis

The Housing Affordability Analysis is based on the recommended process contained in *Housing Wisconsin: A Guide to Preparing the Housing Element of a Comprehensive Plan*, developed by the University of Wisconsin Extension. This process is being used to estimate if there is an adequate supply of affordable housing for Scott residents with limited means. The analysis for Scott is based on a 4-person family median income of \$62,138 per year, which was the median income for the Town of Scott, according to the 2000 census.

The approach required by the U.S. Department of Housing and Urban Development (HUD) for consolidated plans is to look at the median income for a community and determine how many units are available to various low- and moderate-income households. Extremely low-income households are those with incomes below 30 percent of the area median household income. Very low income is defined as an income between 30 percent and 50 percent of the area median household income. Low-income households are those with incomes between 50 percent and 80 percent of the area median household income. Moderate-income households have incomes between 80 percent and 95 percent of the area median household income. HUD defines affordability as paying no more than 30 percent of household income for housing. The affordability threshold is not an underwriting standard and does not mean that households are unable to pay more than that amount. Households may choose to pay more to get the housing they need or want. However, according to HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

The Scott analysis found that a family of four within the 50th percentile bracket of median family income (\$31,069) looking for housing in the Town could spend up to \$777 per month in rent or mortgage/interest/insurance/property tax escrow if they allocate up to

30 percent of their income to housing. According to the 2000 U.S. Census, there are approximately 77 homes in Scott that currently have mortgage payments of \$799 or less (\$700 - \$799 is the closest census data information available) and approximately 49 rental units that rent for less than \$799, which means that the Town contains a total of approximately 126 affordable housing units for a family of four within the 50th percentile bracket of median household income. This represents about 10 percent of Scott's 1,226 total housing units in the year 2000.

In further interpreting the findings, there are 86 families in the Town that earn less than \$29,999. As stated in the previous paragraph, in 2000 there were a total of 126 affordable units in the Town with mortgage or rent payments of less than \$799 and would, therefore, be within the purchasing power of these households. However, as the Town continues to grow and the population continues to diversify, Scott should ensure it has a range of housing choices for this population. It is also important to keep in mind that the average sale price of a single-family home in the Town of Scott is currently \$165,000. Therefore, a home that was purchased in 1990 may have a mortgage that would appear affordable, but if the same home were sold today, the selling price and, therefore, the mortgage would increase and would likely be taken out of the affordable range. Increasing the Town's supply of affordable owner-occupied and rental housing will be increasingly important as the Town continues to grow.

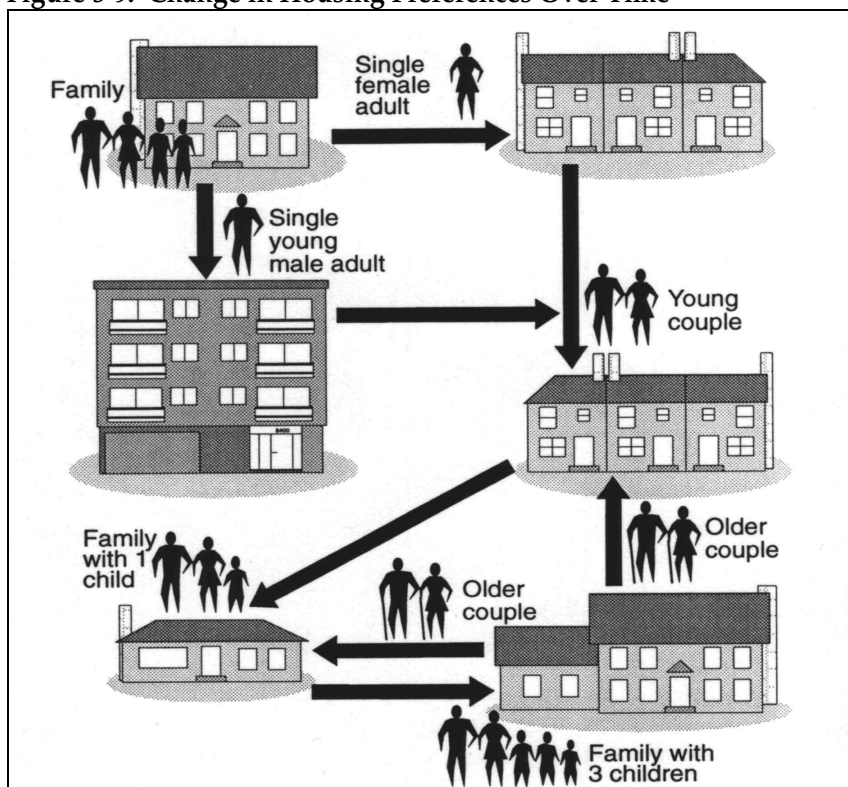
The Brown County Comprehensive Plan Housing chapter analyzed the amount of affordable housing each community in Brown County contained (based on year 2000 census data and on the Brown County 50 percent of median family income of \$28,946 per year, resulting in \$700 being available per month for rent or mortgage, interest, and property taxes) as a percentage of its total number of housing units. According to the County plan analysis, the Town of Scott contained 1,234 total housing units in 2000, accounting for 1.37 percent of the total number of Brown County housing units. Of the 1,234 total housing units in the Town, 48 owner-occupied units (0.87 percent of the total Brown County affordable owner-occupied housing) and 32 renter-occupied units (0.13 percent of the total Brown County affordable rental housing) were available for under \$700 per month. Of the Town's existing owner-occupied and renter-occupied units, both types are below the Town's percentage of total Brown County housing units of 1.37 percent, indicating a proportional shortage of affordable rental and owner-occupied housing units within the Town when compared to County totals.

The Brown County Comprehensive Plan states as one of its recommendations: "Challenge the local communities to provide a percentage of affordable housing proportional to their percentage of total housing units in Brown County." As the analysis indicated, the Town is below its proportional share of affordable owner-occupied and rental housing units. Therefore, as the Town continues to grow, identifying and implementing development techniques or ordinance changes that promote the development of affordable rental and owner-occupied housing units in the Town should be encouraged.

Range of Housing Choices

In order for the Town to continue to grow, working with developers to create a range of housing choices for existing Town residents and for those who may wish to move to the Town in the future will be necessary. A range of choices allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Scott. This section contains a series of recommendations the Town can implement to maintain its current housing stock and development pattern while creating more affordable housing units and a range of housing options. Figure 5-9 provides a representation of how a person's housing preferences might change over time.

Figure 5-9: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

Smaller Residential Lot Sizes

One of the first and easiest ways for the Town to increase the amount of affordable housing is to encourage the use of smaller lots. Decreasing minimum lot sizes and frontages would (in addition to helping to keep housing costs down) provide for greater efficiencies in the delivery of such services as postal delivery, garbage pickup, and school bus service. Also in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs.

Accessory Apartments on a Residential Parcel

As Scott residents continue to age, there often comes a time when they might not want to maintain a separate home but do not want to be placed in a retirement or elderly care home. An alternative would be to allow small, secondary living quarters on one residential parcel. These “granny flats,” as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence.

Traditional Neighborhood Development (TND)

Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. The State of Wisconsin formalized its support for this type of development when it required that all cities and villages with a population of over 12,500 residents develop an ordinance that permits these types of developments. Although this requirement does not apply to the Town, it is important for the Town to be aware of this development type should one be proposed for Scott.

Typical traditional neighborhoods 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. The size of the neighborhood is based on a 5-minute walking distance (about a quarter-mile) from the neighborhood edge to the center and a 10-minute walking distance (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the community by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so people of different ages and income levels have opportunities to live in various parts of the community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease.

Traditional neighborhood development is particularly appropriate in areas of higher-density infill development or in areas directly adjacent to existing development. The TND is, however, more than just increased residential density. Traditional neighborhood development is a “package” of amenities, including public and institutional uses, integrated neighborhood commercial uses, a mix of residential types and styles, a connected street pattern, and an array of transportation options.

A series of photos taken in March of 2001 in the City of Middleton, Wisconsin, is included in this section to illustrate the concepts of traditional neighborhood developments, mixed uses, and the architecture that supports these concepts. When viewing these pictures, please note that:

- The garage is either recessed on the side or behind the house.
- The front of the house is dominated by the presence of a front porch rather than the garage.



Single-family home with side-loaded attached garage.



Houses near neighborhood park

- The homes have minimal or zero setbacks from the right-of-way.
- Neighborhood streets are very narrow (approximately 18-24 feet between the curbs) to slow traffic.



Single-family homes on a narrow street with garages attached on the side or rear of the homes.



Homes fronting on a park (the garages face the alleys behind the homes).

- Duplex and multifamily units are architecturally similar to the single-family homes and, therefore, blend into the overall neighborhood character.
- Although the architectural styles of the homes range from smaller bungalows to larger two-story homes, they blend together to provide an architecturally-pleasing neighborhood.
- Alleyways are used behind some of the homes to further enhance the home as the primary architectural feature rather than the garage and driveway.

- Narrower lots promote more of a neighborhood feel as opposed to an isolated home in the middle of a large lot.
- Sidewalks are available throughout the development on both sides of the street to promote walking and interaction with neighbors.



Alleys and garages behind homes.



Condominiums across from a park.

- Small commercial uses are located at the entrance of the development to serve the neighborhood resident.
- Larger apartment homes and live/work units are also located within this area in easy walking distance to commercial uses and bus line.
- Commercial buildings have second floor residential uses.



Neighborhood coffee shop and dental office.



First floor commercial and second floor residential uses.

Mixing of Residential Types

One of the components of traditional neighborhoods that should be considered throughout new residential developments in the Town is the inclusion and mixing of different housing types. Historically, housing types were mixed. However, more recently, housing types other than single-family detached homes have been grouped

together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts. Residents and landlords of rental units are more apt to better maintain their properties if they are mixed with owner-occupied housing.

Mixed Uses in Residential Developments

The majority of residential subdivisions developed over the past 50 years consists almost exclusively of single-family detached homes separated from any commercial, institutional, or 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 should 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 focus point, gathering place, and identity for the neighborhood and its residents.

In order for uses other than single-family detached homes to be palatable to surrounding property owners, the neighborhood commercial, higher density residential, and institutional uses all need to be of a scale and design that blend in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, strict commercial design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect for the building, and the neighbors would know that the development would meet their expectations, as well.

Conservation by Design Developments

The Town of Scott has a number of places where 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. 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). 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.

Educate Residents and Homebuilders Regarding “Visitability” Concepts

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies to the construction of

new single-family homes to make them “visit-able” by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

Scott Town Center Housing

Since over 93.1 percent of the Town of Scott housing stock is one-unit detached structures (single-family homes), there is not much available for people who may wish to own or rent in Scott but do not need a large home. As demographic trends indicate, there is an increasing demand for one-unit attached structures (typically condominium-style development) or unique rental opportunities (studio apartments, second floor residential unit above a first floor commercial use, etc.). The Town of Scott town center should be designed with special consideration for housing for people in the age ranges of 18-39 and 55-79 in order to provide a place for “young professionals” and “empty nesters” who wish to live in Scott but do not wish to deal with the maintenance issues associated with a single-family home. People in these age groups are typically looking for an area where they can live, work, and play, all within a relatively short distance. Scott should encourage the development of housing in the Scott town center that capitalizes on these two growing demographic groups.

Summary of Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goals and objectives of the plan’s Housing chapter. To attain the goals and objectives, the following recommendations were developed based on the input received from the town-wide visioning session, citizens advisory committee meetings, State of Wisconsin Comprehensive Planning Law, and sound planning principles:

- Encourage a range of housing types, styles, designs, etc. to help build the Town of Scott’s unique identity.
- In areas of the Town with unique or critical natural or cultural resources, conservation by design developments should be encouraged. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- New year-round homes that replace seasonal cottages on the bay or smaller homes on the ledge should fit the character of their natural surroundings and be in scale with adjacent homes. New homes on the bay or ledge should not be so obtrusive as to block views historically shared by neighbors and passersby.

- Ensure that new homes on old lots, particularly along the shoreline, meet the requirements of the Town's zoning and subdivision ordinance, particularly relating to minimum frontage and setback requirements.
- Expand the range of housing choices in the Town by including at least two housing types in any residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, townhouses, apartments, and group homes.
- To increase the supply of affordable housing, the Town should work with developers to encourage the development of housing choices in traditional neighborhoods with smaller lots and homes near the town center. Smaller homes and lots may become increasingly important as the "baby boomers" approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the Town's housing market.
- Encourage the development of condominium or unique rental housing options in the town center for both "young professionals" and "empty nesters" who may not want the ownership or maintenance responsibilities of a one-unit detached home.
- Avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the Town as public services become available rather than concentrated in a few areas.
- Multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Variation in single-family housing models in large developments should be encouraged.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Educate homeowners and builders about the advantages of including the "visitability" concepts in new homes.
- Areas of the Town already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for development.
- The Town should contact the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information and resources to continue to diversify the Town's housing stock.

CHAPTER 6

Utilities and Community Facilities

Introduction

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, and schools are examples of services that are often most important to the residents of a community, while utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.

As a community grows and matures, so does its need for services. Most often considered in this regard are sanitary sewer, public water, and stormwater management. Many rural communities do not provide such services, but at some point as they continue to grow, such 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.

Of particular importance, the Town of Scott visioning session identified the following utilities and community facilities-related issues among its top ten issues:

- #1 - Maintain a reasonable tax rate.
- #6 - Need clean water.
- #8 - Keep weekly garbage and recycling pickup.
- #9 - Combine the four existing sanitary districts into one district.

Experiences from across the country have shown time and again that to provide high quality services, a growing community like Scott must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that the Town should periodically evaluate its existing services to ensure their continued provision in the most cost-effective manner possible consistent with the community's long-term goals, trends, and projections, as well as consider the elimination of unnecessary services and the provision of new services when necessary. The analyses and recommendations within this chapter of the Town of Scott Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

Opportunities and Challenges

Challenges associated with the Town's utilities, facilities, and other services are related to the proper timing, location, and construction of new infrastructure, the possible 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's 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 Scott's 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.

Sanitary Sewer Service

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. 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 achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.¹

The Town of Scott contains part or all of four separate sanitary districts within its corporate limits. The Scott Sanitary District No. 1 is located entirely within the southwestern portion of the Town, the Bayshore Sanitary District is located entirely within the northern portion of the Town, the Royal Scot Sanitary District is located entirely within the southeastern portion of the Town, and the New Franken Sanitary District extends from the southeastern portion of the Town into the Towns of Green Bay and Humboldt, which also have representation on the New Franken Sanitary District. The Bayshore Sanitary District is governed by a separately elected three-member board, while the other three districts are governed by appointed three-member boards.

The unincorporated community of New Franken (the majority of which is located within the Town of Scott) was first identified as a future sewered area (to be provided public sanitary sewage treatment and disposal) in the Brown County Sewage and Solid Waste Plan-1972, prepared by the Brown County Planning Commission. However, the subsequent 1982 and 1987 County sewage plan updates removed this area from consideration as a future sewered area. The New Franken Sanitary District encompassing the southeast portion of the Town of Scott, the southwest portion of the Town of Green Bay, and the north-central portion of the Town of Humboldt was created in 1992 to address widespread failing septic systems within this area. This area, along with the entire eastern half of the Town of Scott, was annexed by the GBMSD in April

¹ This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Scott, 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 *2002 Brown County Sewage Plan*, which was approved by the Brown County Planning Commission and endorsed by the Wisconsin Department of Natural Resources in March of 2003.

1992. In October 1995, a facilities plan was completed for the sanitary district that recommended connection of the New Franken area to the Royal Scot Sanitary District forcemain and then to the GBMSD interceptor sewer system. The New Franken area was once again identified as a future sewer area in the 1995 County sewage plan. Public sanitary sewer service was then provided to the New Franken area beginning in 1998.

Scott Sanitary District No. 1 encompasses about 1,500 acres in the southwestern portion of the Town. Initial attempts to provide public sanitary sewer service to this area in 1961 were unsuccessful, and large portions of this area subsequently were annexed into the City of Green Bay. The remaining 500 acres and another approximately 4,500 acres of the Town of Scott were incorporated into the Scott Sanitary District No. 1 in 1971. This area was first identified as a future sewer area (to be provided public sanitary sewage treatment and disposal) in the Brown County Sewage and Solid Waste Plan-1972, prepared by the Brown County Planning Commission. The Scott Sanitary District No. 1 was annexed into the Green Bay Metropolitan Sewerage District in February 1979. In December 1979, a facilities plan was completed for the sanitary district that recommended connection of the Scott Sanitary District No. 1 to the GBMSD interceptor sewer system and the provision of sanitary sewer service to that portion of the sanitary district generally west of STH 57 and south of Wequiock Creek.

The Bayshore Sanitary District was first identified as a future sewer area in the 1987 update of the County sewage plan. The sanitary district, encompassing lands along the Bay of Green Bay in the Town of Scott, was created in 1987 following the completion of its facility plan that same year. It was recommended that an interceptor sewer be constructed for both the Bayshore and Dyckesville Sanitary Districts and connection of that system to the GBMSD interceptor sewer system. The Bayshore Sanitary District was annexed by the GBMSD in March 1989.

The Royal Scot Sanitary District was first identified as a future sewer area (to be provided public sanitary sewage treatment and disposal) in the Brown County Sewage and Solid Waste Plan-1972, prepared by the Brown County Planning Commission. A package treatment plant and effluent holding pond was subsequently constructed for this area. Due to exceedences of its DNR permit conditions in 1987, 1988, 1989, and 1990, the sanitary district was required to undertake a new facilities plan in 1990. The facilities plan stated that upgrading the existing package plant was not cost-effective and recommended construction of a forcemain and lift station and connection of the Royal Scot Sanitary District to the GBMSD. The facilities plan recommended sizing of the lift station and forcemain to accommodate the New Franken area, as well. The Royal Scot Sanitary District, as well as the entire eastern portion of the Town of Scott, was annexed by the GBMSD in April 1992.





All sanitary districts consist of the ownership, operation, and maintenance of a local sanitary sewer collection system comprised of gravity sewers, lift stations, and forcemains. These systems are both tributary to the collection system of the GBMSD, which, in turn, is tributary to the GBMSD sewage treatment plant located about 12 miles southwest of the Dyckesville Sanitary District and about nine miles west of the New Franken Sanitary District. The current sewer service areas are identified in Figure 6-1, and the sanitary sewer system is shown on Figure 6-2.

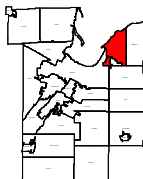
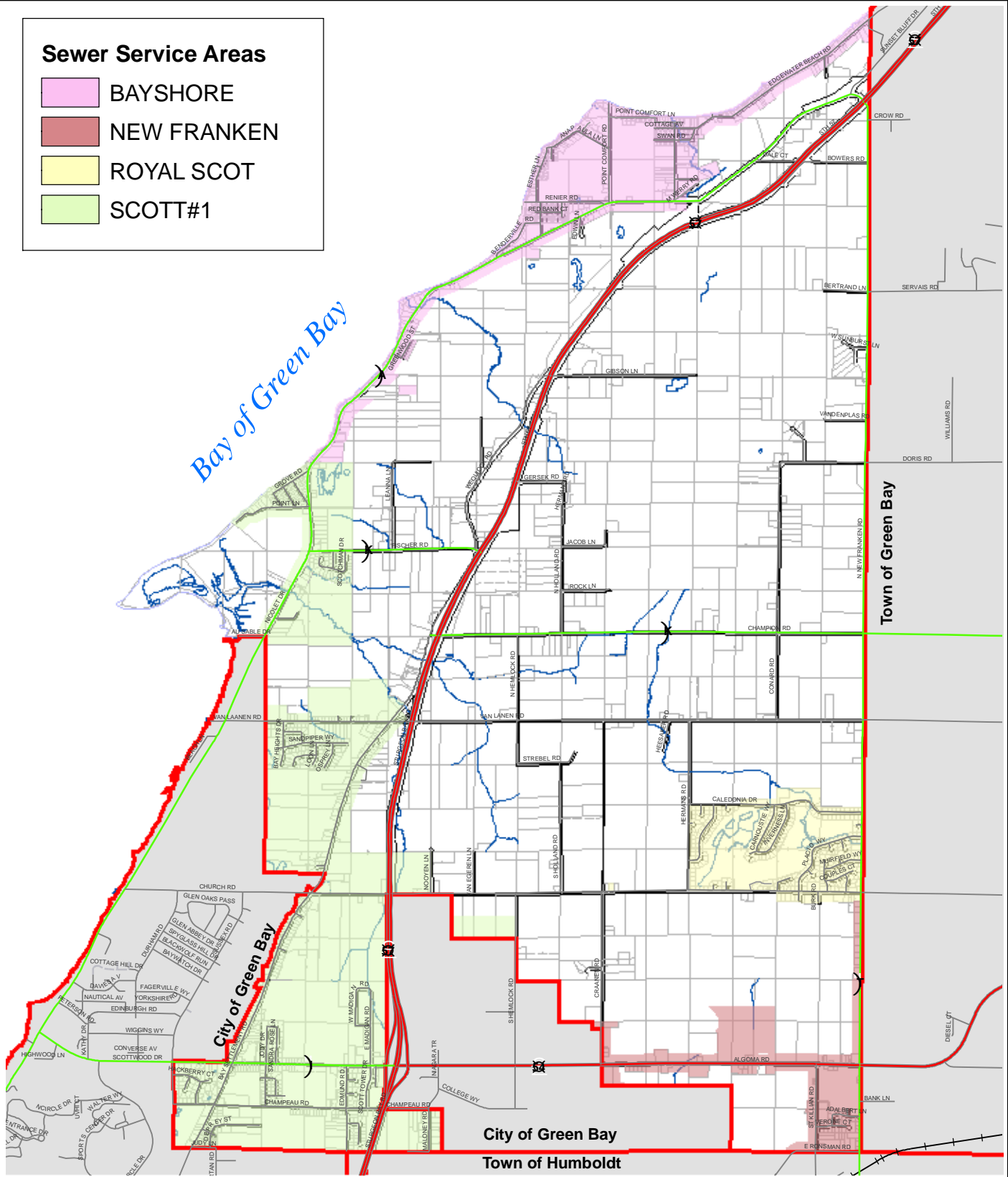
Figure 6-1
Sewer Service Areas

Town of Scott, Brown County, WI



Sewer Service Areas

-  BAYSHORE
-  NEW FRANKEN
-  ROYAL SCOT
-  SCOTT#1



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Map prepared by the Brown County Planning Commission.
March 2006.

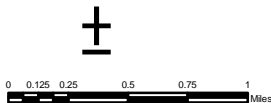


Figure 6-2

Scott Sanitary Sewer Lines

Town of Scott, Brown County, WI

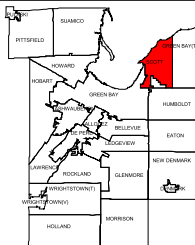
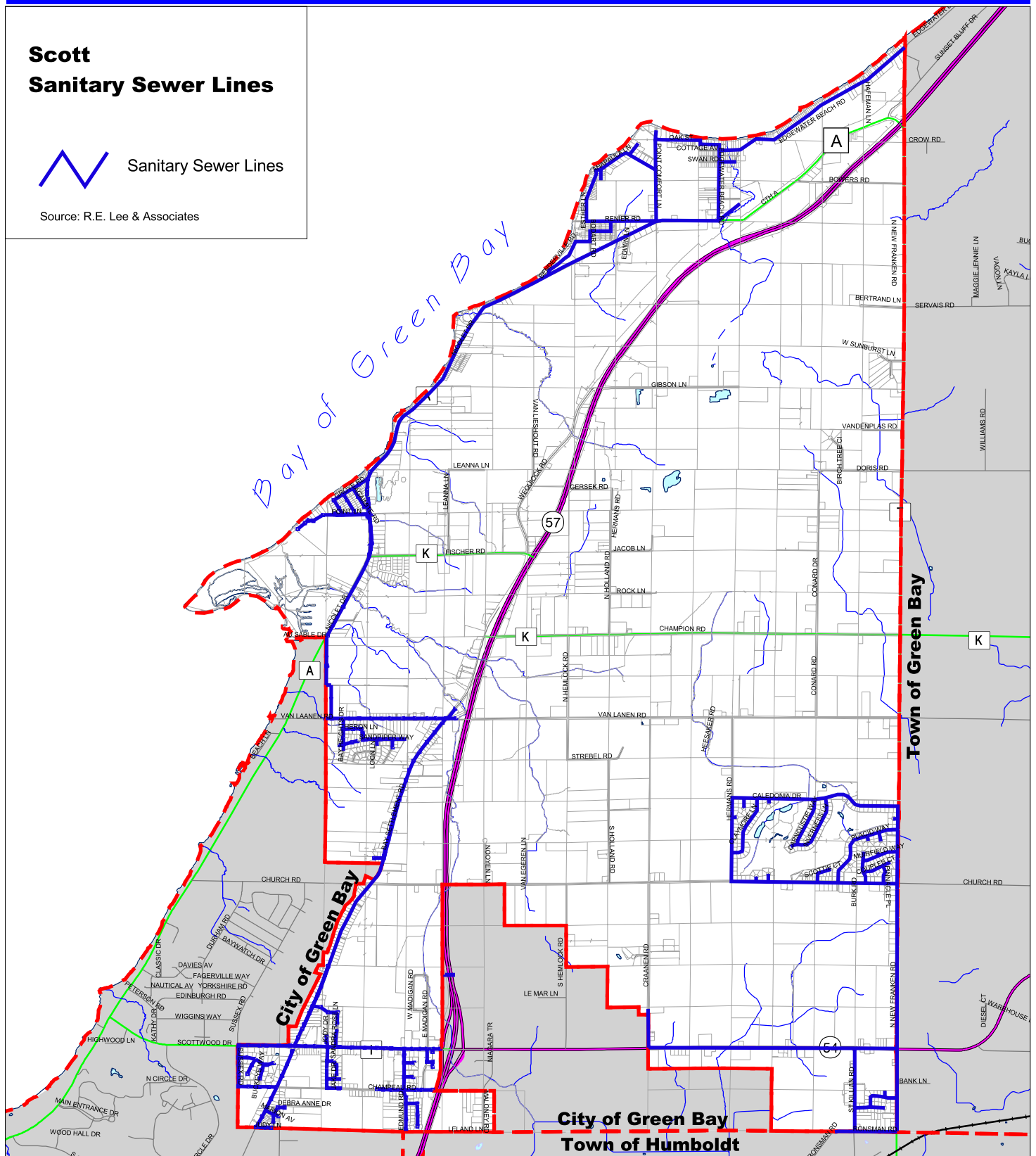


Scott Sanitary Sewer Lines



Sanitary Sewer Lines

Source: R.E. Lee & Associates



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November 2005.



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The GBMSD Wastewater Treatment Plant (WWTP), which serves the Town of Scott, has a design hydraulic loading capacity of 49.2 mgd (million gallons per day) and received an average monthly flow rate of 27.53 mgd in 2000. The treatment plant also has a design BOD loading limit of 103,110 lb/day (pounds per day) and received an average monthly loading of 57,630 lb/day in 2000. This accounted for approximately 56 percent of the design hydraulic loading capacity and about 56 percent of the design BOD loading capacity of the treatment plant.

As a regional facility, the GBMSD WWTP provides wastewater treatment at its plant to all of the City of Green Bay and the Villages of Allouez, Bellevue, Howard, and Pulaski and to portions of the Villages of Ashwaubenon, Hobart, and Suamico and the Towns of Green Bay, Humboldt, and Pittsfield, as well as to portions of communities outside of Brown County, including the Oneida area, Town of Red River, and the Village of Luxemburg.

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 2002 Brown County Sewage Plan identifies the extent of sewer service areas in Scott 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.

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 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, BCPC, and the DNR.

Since the 2003 update to the Brown County Sewage Plan, there have been a number of changes to the Town of Scott. Foremost among these changes is the annexation of a large portion of the south-central part of the Town of Scott to the City of Green Bay and the detachment of properties along Bay Settlement Road from the City to the Town. These

two changes alone have a definite impact on the sewer service acreage allocation identified for the Town in the sewage plan. The Town of Scott should update the land use and population projections contained in the Brown County Sewage Plan to give Scott a better idea of how much of the Town would be eligible for public sewer service. The Town does not need to allocate all of the acres it is eligible for. Instead, it should allocate them based on the projected 5-year growth increments identified in this comprehensive plan's Land Use chapter.

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

The Town of Scott requires that all new subdivision plats in the Town be developed with public sewer and water. This policy will continue to serve the Town well as Scott continues its logical, contiguous growth to the north and east. With this requirement in place, the Town will not find itself hemmed in by existing unsewered development. In Brown County communities that do not have this requirement, providing public sewer and water past existing unsewered development or land zoned Exclusive Agriculture has proven to be very costly and inefficient. Scott should continue to require the provision of public sewer and water with all new subdivision plats in the Town.

As the Town of Scott continues to grow and develop, it is critical that the Town and the sanitary districts operate with a unified vision for the Town. This may become increasingly difficult as the population increases, but municipal budgets become tighter. In order to determine the costs and benefits associated with having four separately governed sanitary districts, the Town of Scott, in cooperation with the sanitary districts (and, in the instance of the New Franken Sanitary District, the Towns of Humboldt and Green Bay) should commission a study to find potential efficiencies and cost-savings in the administration and provision of sanitary sewer service to Scott residents. In addition to sanitary sewer service, the study should also look at the issue of how to most effectively deliver and administer the costs of public potable water and stormwater facilities.

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, and pressure systems used by individual homeowners and small businesses located in rural areas. Information provided in the Brown County Soil Survey indicates that while soils within the eastern half of the Town of Scott have severe or very

severe limitations for onsite sewage disposal systems, the soils within the western half of the Town are generally well suited for development. Slow permeability and a high groundwater table are the most common limiting factors within the eastern portion of the Town. In those areas, pressure systems or holding tanks are the only options available for onsite systems. Where soil and other limiting factors are not a factor, conventional systems are typically used.

In 1969, Brown County created Chapter 11 (the Brown County Private Sewage System Ordinance) 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.

In 2001, 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. Additional information pertaining to systems built prior to 1977 is being obtained as time allows. This information indicates that there have been about 59 gravity flow onsite waste systems, about 93 pressure onsite waste systems, and about 46 holding tanks (the second most of any community within Brown County) between 1997 and 2004.

The Brown County Zoning Department has collected detailed holding tank pumping information since 1994. That information indicates that the total gallons pumped per year within the Town has decreased from about 1,140,000 gallons in 1994 to about 951,000 gallons in 2003, a decrease of approximately 16.6 percent. The decrease in pumped effluent is likely the result of homes (or cottages on the bay) formerly on holding tanks being connected to a public sanitary sewer system.

Consistent with the Town's long-range sewer and water planning efforts and consistent with the goals, objectives, policies, and assumptions set forth in this comprehensive plan and in acknowledgement of the major investment already made and planned to be made in Scott's sewerage system, it is recommended that the Town continue its policy of requiring all new subdivision plats be served by public sewer and water at time of construction. In order to more efficiently identify areas that the Town of Scott expects to serve with public sewer and water, development should be phased consistent with the identified 5-year growth increments and Future Land Use Map in the Land Use chapter.

Newly created lots by Certified Survey Map that are not served by public sewer or water should be developed in such a fashion that when public sanitary sewer service becomes available, such development can and must connect to the public sanitary sewer system in an efficient and cost-effective manner. It is also recommended that existing unsewered development within all of these growth 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.

It is recommended that the Town of Scott support Brown County's private sewage disposal system ordinance that requires inspection of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Water Supply

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. Scott contains homes and businesses on both public water and private wells.

Public Water System

The Town of Scott recently addressed the long-term issues of declining groundwater quantity and quality by reaching an agreement with the City of Green Bay to provide potable water. The agreement was reached as one of the components of the City of Green Bay/Town of Scott boundary agreement signed by both communities on June 18, 2003. Until the agreement with the City, Scott relied on a diminishing groundwater supply. Water from Lake Michigan via the City of Green Bay now serves the residents of Scott Sanitary District No. 1 in the southwestern part of the Town. The existing well and water tower are planned to be utilized as a reserve source of water in the event of a disruption in the supply from the City of Green Bay. The Scott system serves primarily residential customers and is shown on Figure 6-3. Scott recently amended its development requirements so that now all subdivision plats in the Town of Scott must be connected to public sewer and water.

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.

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

Figure 6-3

Scott Public Water Lines

Town of Scott, Brown County, WI

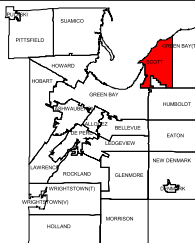
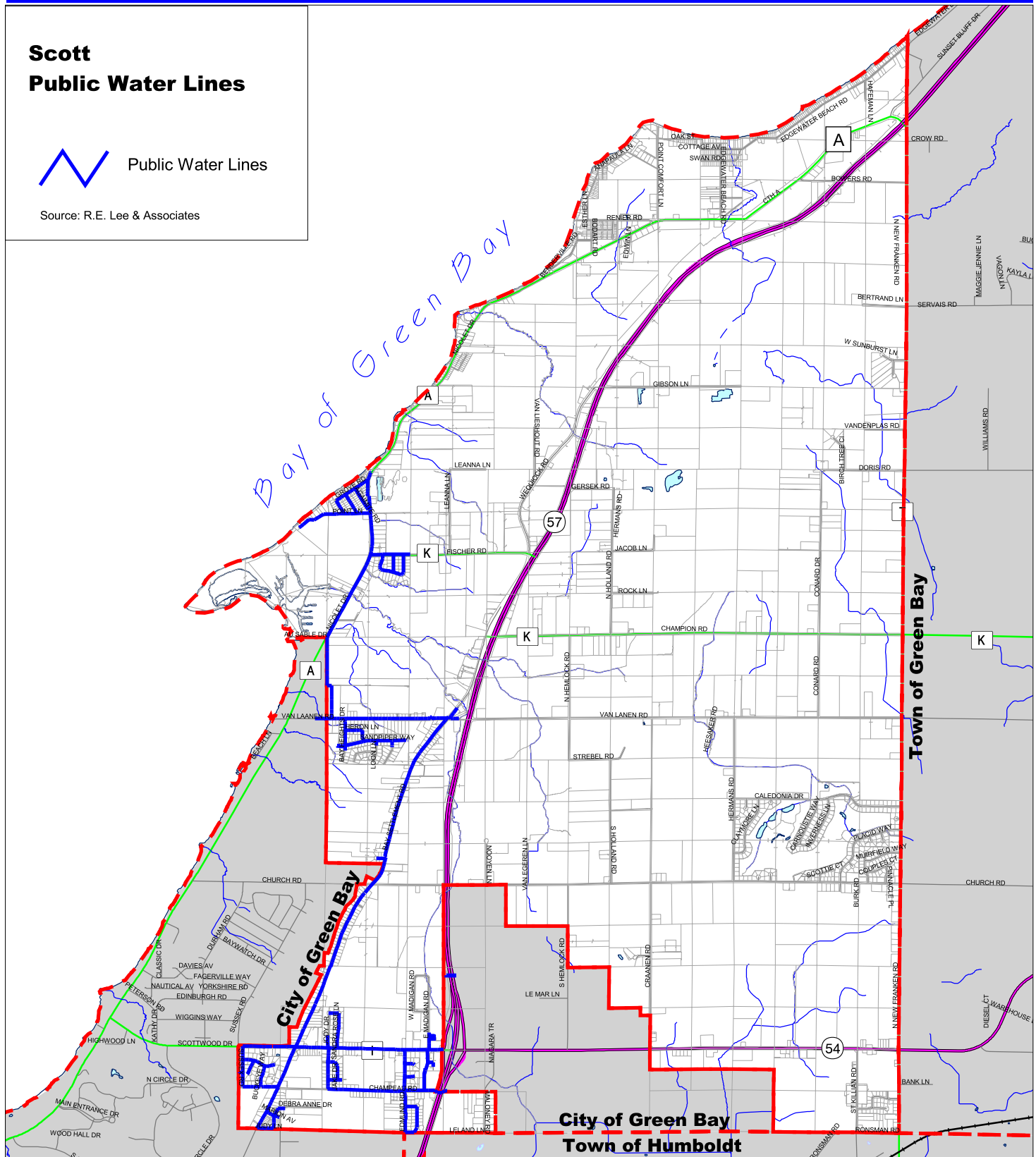


Scott Public Water Lines



Public Water Lines

Source: R.E. Lee & Associates



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Map prepared by Brown County Planning Department.
November 2005.



0.5 0 0.5 1 Miles

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.

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 2004 Consumer Confidence Report for the Green Bay Waterworks indicates that of the approximately 108 different contaminants that were tested, 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 on its website.

To address the Town's anticipated growth, additional major distribution system components, such as elevated storage tanks and water mains, as well as continued maintenance of the existing water system, are envisioned. A major anticipated change includes the expansion of the distribution system in a logical and contiguous pattern to the east and north.

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. For instance, whenever possible, water main modifications within a specific area should be undertaken at the same time as sewer, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

Based upon this information, it is recommended that the Town expand its long-range planning, maintenance, and funding efforts to ensure that its distribution system remains adequately sized and located for anticipated growth and development. Future extensions should be in conformance with the recommendations of this plan and coordinated with the Green Bay Waterworks to ensure adequate capacity will continue to exist.

Private Wells

Outside of Scott Sanitary District No. 1, Scott residents and businesses use private wells for their potable water supply. According to the Brown County Health Department, there are no widespread water quality concerns within the Town. Reports and tests are conducted on an individual basis for bacterial contamination for residents who request their wells be tested. However, anytime a distinct change in color, odor, or taste of the

drinking water is noticed, the Brown County Health Department should be contacted to obtain a sampling kit. Additionally, more wide-ranging tests for nitrates and other naturally occurring or manmade pollutants should be completed about once every three years.

In order to ensure that Town residents understand the necessary maintenance and care associated with a private drinking water supply, the Town should provide educational materials, such as the WDNR publication “Answers to Your Questions About Groundwater,” to new residents and should provide informational articles and resources in the Town’s newsletter.

Two of the major threats to groundwater in Scott are the possibilities of pollutants directly contacting groundwater through fractures in the bedrock or through uncapped, abandoned wells. In both of these instances, pollutants (fertilizer, pesticides, manure, petroleum-based chemicals, etc.) may use either the gaps in the bedrock or abandoned wells as a conduit to the groundwater. Due to the direct access to groundwater in both instances, Scott should inform its residents of the proper procedures for well capping and closure, as well as the proper disposal of waste oil, old antifreeze, excess fertilizers, etc., through utilization of the Town’s web page and informational handouts for new construction on private wells.

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.

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 Scott contracts with a private hauler for “one pass – three stream” solid waste and recycling collection, which includes household garbage, mixed recyclables, and paper. The waste is then trucked to the private hauler’s landfill for disposal. Yard waste is composted at the Town’s yard waste site on Bertrand Road.

Scott should consider contacting neighboring towns regarding joint contracting for garbage and recycling collection. Currently, discussions are underway between Scott and the City of Green Bay for contracted City pickup of garbage and solid waste along Bay Settlement Road. Typically, private haulers provide discounts for an increased number of customers. 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 Town’s needs.

Stormwater 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, including the central and south-central portions of the Town of Scott, for most construction sites one acre or larger in size. It is anticipated that these requirements will apply, as well, to many ongoing Town activities, such as its road and utility reconstruction and grounds maintenance.

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, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

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

The Town of Scott's current stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, manmade and natural channels, and a storage system consisting of wetlands, wetland remnants, and

constructed stormwater detention facilities. This system generally transports stormwater runoff from developed lands through natural drainageways, eventually reaching the Bay of Green Bay. Of course, there is direct stormwater runoff to the bay in areas that are directly adjacent.

In June 2001, Robert E. Lee & Associates prepared a stormwater management plan for Scott. Primary recommendations from the plan include:

- Implement and enforce an erosion control ordinance.
- Design detention facilities to treat, as well as store, stormwater.
- Clean catch basins and storm sewers on a regular basis.
- Maintain ditches and swales on a regular basis.
- Create buffer zones around wetland areas for protection and preservation.
- Use open grass channels at discharge points instead of storm sewers whenever possible.
- Install catch basins with a 2-foot sump for the capture of sediments.
- Connect roof drains and sump pumps to the storm sewer to reduce surface runoff.
- Require a stormwater management plan for all developments having a gross area equal to or greater than ten acres and equal to or greater than two acres if more than 50 percent of the area will have impervious surfaces.
- All new developments shall be constructed with storm sewers and streets with curb and gutter.

Additionally, the stormwater management plan identifies protection of existing streams and the escarpment as priorities for stormwater management. Suggested guidelines include:

- Establishment of an escarpment corridor zone with established setbacks.
- A mandated overlay requiring that conservation subdivision design standards with a density bonus should be followed in the escarpment corridor.
- Establish all projects proposed in the escarpment corridor as conditional uses in the Town's zoning ordinance.
- Create options for property owners to donate scenic and/or conservation easements to public, private, or nonprofit conservation groups.

To date, the Town of Scott has not developed a stormwater management ordinance. However, the Town does require new subdivisions to have curb and gutter, stormwater plans, and erosion control plans as specified in the Town's subdivision ordinance.

As a result of recent changes in stormwater regulations and a shift in thinking from moving stormwater as quickly as possible to allowing it to percolate back into the ground, Scott should consider the utilization of ditches, swales, rain gardens, and other means to recharge the groundwater. Limiting the amount of impervious surfaces

through larger lot sizes and allowing areas for rain gardens or other small-scale stormwater management techniques are practices the Town is implementing.

The Town of Scott is within the Green Bay Metropolitan Area and is, therefore, subject to the recent state and federal mandates regarding stormwater. In order to address some of these requirements, the Town joined the Northeastern Wisconsin Stormwater Consortium (NEWSC). The stormwater management plan for the Town should be updated to account for these recent changes in state and federal law and to identify a funding mechanism for stormwater management activities. Other Brown County communities have created stormwater utilities in order to assess fees based upon the amount of impervious surface each property contains. In the meantime, Scott should continue to implement the recommendations contained in the 2001 plan.

It is anticipated that an update to the stormwater management plan and the creation of a stormwater management utility would fully address the stormwater management needs of the Town of Scott during the timeframe of this comprehensive plan. However, the stormwater management plan and this comprehensive plan should be periodically reviewed and revised to ensure their continued compliance with state and federal stormwater regulations because those regulations change over time.

Brown County Drainage District #4

The Brown County Drainage District #4 encompasses a portion of the southern part of the Town (see Figure 6-4). The district maintains ditches that were constructed years ago to drain some of the wet areas within the district. Drain tiles have also been installed in some of the farmland of the area to help drain water into the ditches. The district is a taxing authority, and costs to maintain the district are received from property owners located within it. It is critical that the drainage district and Town of Scott have open lines of communication to ensure that there is no duplication in regards to stormwater management efforts. The Town should take the lead in identifying future needs and then work with the drainage district to implement appropriate policies.

New Franken Storm Sewer District


The New Franken Storm Sewer District located in the New Franken area encompasses part of the Town of Humboldt, as well as portions of the Towns of Scott and Green Bay. The district has not acquired any funds from property owners within it for building or maintenance purposes for many years. There is an existing storm sewer located in New Franken that was evidently installed by the district many years ago. The storm sewer is located along New Franken Road extending north from the railroad tracks to the intersection of Bank Road in the Town of Green Bay. There is also a small sewer line along Ronsman Road. Water from the storm sewer drains to the east into a ditch located along a portion of the railroad tracks located in the Town of Green Bay. While still a functional entity, the district has not been active in recent years and has not engaged in any recent stormwater projects.

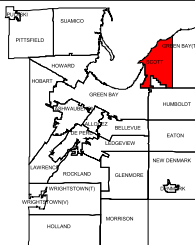
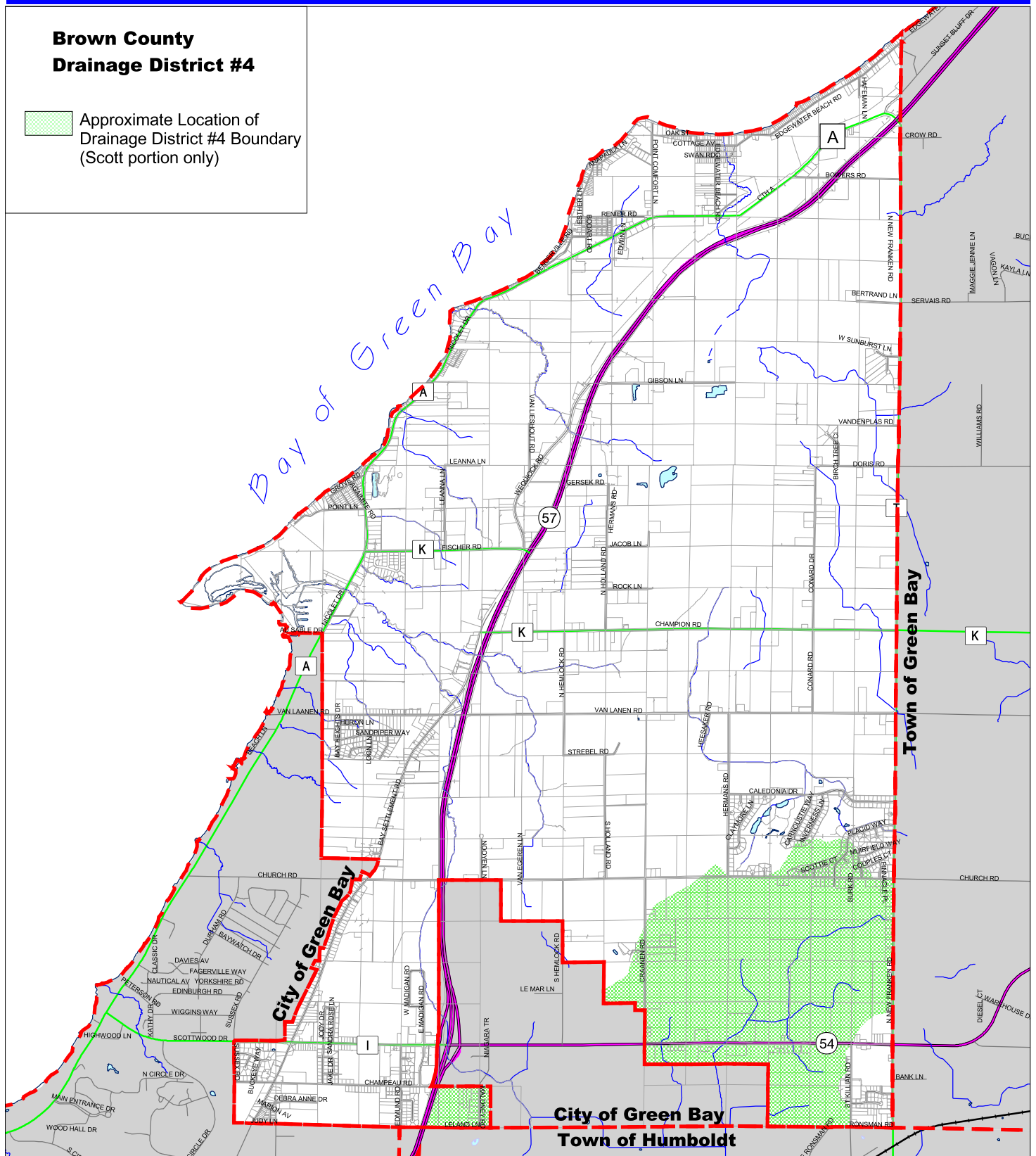
Figure 6-4

Brown County Drainage District #4

Town of Scott, Brown County, WI

Brown County
Drainage District #4

 Approximate Location of
Drainage District #4 Boundary
(Scott portion only)



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Figure 6-5

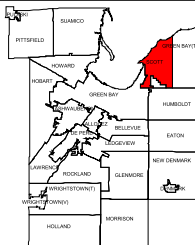
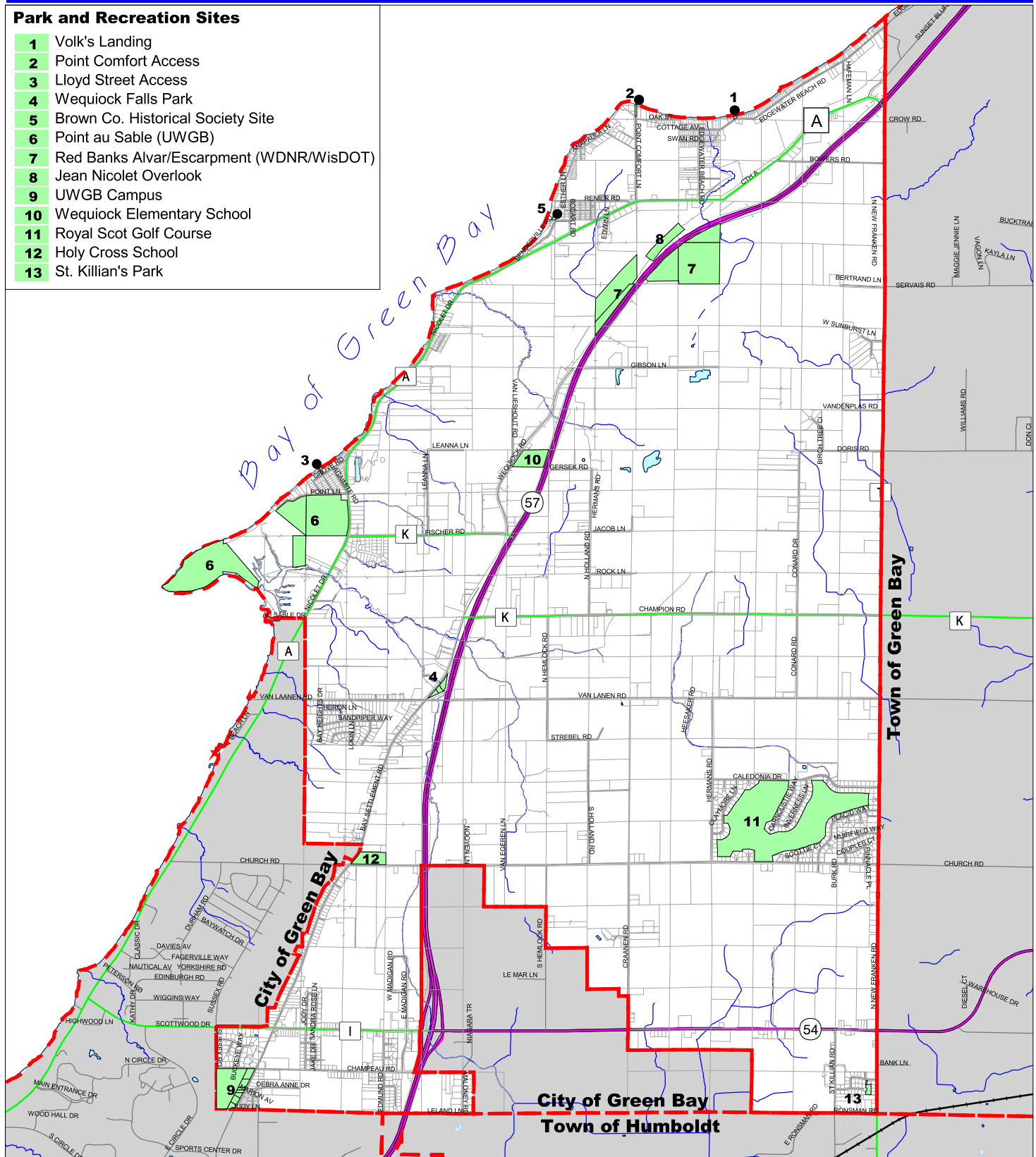
Scott Park and Recreation Sites

Town of Scott, Brown County, WI



Park and Recreation Sites

- 1 Volk's Landing
- 2 Point Comfort Access
- 3 Lloyd Street Access
- 4 Wequiock Falls Park
- 5 Brown Co. Historical Society Site
- 6 Point au Sable (UWGB)
- 7 Red Banks Alvar/Escarpment (WDNR/WisDOT)
- 8 Jean Nicolet Overlook
- 9 UWGB Campus
- 10 Wequiock Elementary School
- 11 Royal Scot Golf Course
- 12 Holy Cross School
- 13 St. Killian's Park



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August, 2005.



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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. Furthermore, 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.

Existing Park and Recreation Facilities

As shown in Figure 6-5, the Town of Scott's parks consist of three identified public access sites to the Bay of Green Bay, encompassing a total of about 0.5 acres. Other publicly-owned (Green Bay Area Public School District, Brown County, State of Wisconsin, and University of Wisconsin Board of Regents) sites total approximately 224 acres. A brief description of each site is included in this section.

- Lloyd Street Access is a 0.2-acre posted public access site at the end of Lloyd Street north of Grove Road. The site is unimproved with no facilities.
- Point Comfort Access is a 0.1-acre posted public access site at the end of Point Comfort Road. The site is unimproved with no facilities.
- St. Killian's Park is a new 1.3-acre park located in the community of New Franken. It contains playground equipment and a trail to the adjacent subdivision.
- Volk's Landing is a 0.2-acre posted public access site on Edgewater Beach Road, with an unimproved boat landing for canoes or kayaks. The site is unimproved with no facilities other than the gravel boat landing.

In addition to the publicly-owned sites previously noted, the following publicly-owned sites are also located within the Town of Scott.

- Wequiock Falls Park is a 3-acre site owned and maintained by Brown County and located between Bay Settlement Road and STH 57. The park contains a picturesque waterfall where Wequiock Creek cascades over the Niagara Escarpment ledge. The park includes restrooms, a picnic area with water, and parking.
- Following a recent donation, the Brown County Historical Society owns a 0.6-acre site on Benderville Road. The site is on top of the bluff where Jean Nicolet is purported to have been the first European to visit Wisconsin. The site contains a small parking lot and gazebo and overlooks the bay. The site is open to the public during daylight hours. The Brown County Historical Society also recently took ownership of the former wayside where there is a statue of Jean Nicolet and scenic overlook on top of the Niagara Escarpment. The site is currently being redeveloped for public access due to the STH 57 expansion and rerouting.
- The Wisconsin Department of Natural Resources owns approximately 68.5 acres of land located in the northern part of the Town, primarily to protect a part of the Red Banks Alvar and Niagara Escarpment ledge. Due to the sensitive nature of the area, public access is with WDNR permission only.

- The Wisconsin Department of Transportation owns an 8.8-acre parcel of land on the west side of STH 57 adjacent to WDNR land. Public access to this parcel is with WisDOT permission only.
- The University of Wisconsin–Green Bay owns approximately 146 acres of land in the Town of Scott. Much of this land is located on Point au Sable, which was donated to the University from the Nature Conservancy. Due to the sensitive nature of the flora and fauna associated with the area, public access is granted only through permission of the university.

A portion of the UW-Green Bay campus is located in the southwestern corner of the Town. This part of the campus includes part of the ledge face of the Niagara Escarpment contained in the UW-Green Bay Arboretum.

- Wequiock Elementary School is an 11-acre public school owned by the Green Bay Area School District located between Wequiock Road and STH 57. The school provides approximately 8 acres of open space, including a playground.

In addition to its public park, recreation, and open space sites and facilities, the Town of Scott has a few local private and institutional sites and facilities that provide outdoor recreation activities. Such sites include the Royal Scot Golf Course and Holy Cross School on Church Road.

Park and Recreation Facility Needs Assessment

As Scott's population continues to grow, there will be increased demand for recreational facilities and programs. The Land Use chapter contains a number of general recommendations regarding the location of potential new active parks and facilities (ballfields, playgrounds, etc.) and passive parks and facilities (conservation areas, hiking trails, bayshore access, etc.). Both the Land Use chapter and this chapter should be reviewed when considering park or recreation plans or improvements.

There are a number of broad park and recreation standards based upon national averages that may be used to determine a community's general surplus or deficiency in terms of park and recreation facilities and opportunities. When using a classification and standards system, it is important to keep in mind that these are only minimum guidelines and are not meant to be hard rules. Therefore, even if a community currently meets the minimum, it should still constantly evaluate its park and recreation needs and tailor future facilities to meet growing and changing populations.

The following classifications are based off of standards formerly produced by the National Recreation and Park Association (NRPA) and local examples as a guide for determining park and recreation facility needs for a community. Both per-capita and accessibility standards are used to determine the number, size, and distribution of outdoor recreation sites needed to serve the Town of Scott.

Children's Playgrounds/Tot Lots

Typical Size: 2-4 acres.

Per Capita Standard: 1.5 acres per 1,000 people.

Accessibility Standards: 0.5-mile radius.

Children's playgrounds or tot lots, as they are also called, typically provide playground equipment and a bench or two. They are intended to serve the immediate neighborhood and should be located within a one-half-mile walk. These facilities are oftentimes included within the larger neighborhood parks. The playground at Wequiock Elementary School and St. Killian's Park are examples of a children's playground/tot lot.

Neighborhood Parks

Typical Size: 5-10 acres.

Per Capita Standard: 3 acres per 1,000 people.

Accessibility Standard: 0.75-mile radius.

Neighborhood parks usually provide facilities for playground equipment, in addition to play fields and basketball or tennis courts. Neighborhood parks should be located within a comfortable walking or biking distance of intended users and provide a focal point for neighborhood activities or functions. The playground at Wequiock Elementary School could be considered a neighborhood park.

Community Parks

Typical Size: 25-100 acres.

Per Capita Standard: 6 acres per 1,000 people.

Accessibility Standard: 2.5-mile radius.

Community parks are intended to serve passive and active recreational needs of the entire community, typically at a centralized location. These parks offer a diversity of community-oriented facilities, such as swimming beaches, softball/baseball diamonds, and soccer fields. They also may contain environmentally significant areas, trails, lake access, and opportunities for winter activities. Although Wequiock Falls Park does not contain any active recreation facilities, it does contain a significant environmental feature and will, therefore, be considered a community park.

This analysis focuses on only those facilities that are located within the Town of Scott. Therefore, Cecil Depeau Bay Shore Park and Red Smith School are not included since the Town should not continue to rely on other entities for the provision of park and recreation facilities for its residents. For purposes of the needs assessment, the playground and open space at Wequiock Elementary School were counted toward both the playground/tot lot and neighborhood park totals, with the playground/tot lot total only counting the active playground area. Since the Holy Cross School playground is

technically private, it was not considered as part of this analysis. Wequiock Falls Park was counted as a community park.

Figure 6-6: Town of Scott Park and Recreation Needs Analysis

Park Type	Existing Acreage	Acres/1,000 People (2004 population estimate of 3,430 people)	Minimum Acres Required	Surplus or Deficit Acreage
Playground/ Tot Lot	1.4	1.46	5.1	-3.7
Neighborhood	5.0	1.46	10.3	-5.29
Community	3.0	0.87	20.6	-17.58

Source: Brown County Planning Commission, 2005.

As is evident from the needs analysis in Figure 6-6, the Town of Scott is deficient in all three categories of park types. This is not uncommon for formerly rural communities experiencing residential growth. However, Scott should begin developing a park and recreation system in order to continue to make the Town a desirable place for people, particularly young families, to locate.

The location of future parks should be done in a manner that residents have the option to walk or bike rather than having to take a vehicle. Therefore, future parks should be located within neighborhoods whenever possible to allow for the greatest number of residents to have easy access to the park. The Town will need to be cognizant of barriers, such as STH 57 and STH 54, to park users (young children, pre-teens, and teens in recreation programs, elderly, etc.) and locate new parks accordingly.

When planning future park or recreation projects, the Town should try and match them with the natural and environmental features that Scott wishes to preserve. The synergies and cost efficiencies attained by matching active and passive recreation opportunities can make local dollars go much farther. Coordinating these activities with adjacent local communities, county, state, and federal agencies also may create opportunities for resource or maintenance sharing.

Most communities identify outdoor recreation improvements, proposed land purchases, and general community recreation goals in a formal park and open space plan. In addition to creating a clear vision for the level of outdoor recreation opportunities for its residents, an outdoor recreation plan provides eligibility for state and federal park, open space, and outdoor recreation grants. The grants are typically matching grants, which the community matches with local dollars or in-kind services. In order to maintain eligibility for these grants, the outdoor recreation plan must be updated and adopted by the community at a minimum of every five years.

The Town of Scott should begin working on a comprehensive outdoor recreation and open space plan soon after the comprehensive plan is adopted. The plan should incorporate the recreation and open space recommendations contained in the comprehensive plan, as well as a detailed assessment of what recreation facilities or programs existing and future Town of Scott residents would like. Following adoption by the Town Board, the plan should be forwarded to the WDNR to ensure that the Town is eligible for the various grant programs.

As with any community, funding is a major issue to deal with when considering the provision of parks and recreation facilities for a growing population. In addition to grants and intergovernmental cooperation, the Town should consider implementing a park impact fee to aid in funding park and recreation facilities for new residents. However, before a park impact fee is implemented, it is critical that the Town undertakes a detailed analysis of future park and recreation needs and base the impact fee on the identified future needs. A “rational nexus” between a park impact fee and the facilities provided must be found prior to implementing the fee.

Brown County Open Space and Outdoor Recreation Plan

The 2001 Brown County Open Space and Outdoor Recreation Plan identifies one major proposed parkway with two spurs within the Town of Scott. The Northern Escarpment–East Bay Shore Parkway is proposed to be a 14-mile-long conservation area, which protects the escarpment face, as well as streams, such as Wequiock Creek, and other adjacent areas, including archeological sites, talus slopes, springs, seeps, scenic overlooks, historic sites, geological sites, or areas of special vegetation or habitat. The identified parkway spurs include Wequiock Creek between Wequiock Falls and Point au Sable and a connection between the escarpment and the Red Banks area. The plan further recommends a rustic hiking trail for the entire length of the parkway.

Telecommunication

SBC and CenturyTel provide landline phone service to the Town of Scott. This includes dialup and DSL Internet access to portions of the Town. Residents in the Town have expressed a need for increased access to the Internet through high-speed DSL and/or cable modem. Scott should work with the telephone and cable companies to improve access for its residents.

Current trends in the telecommunications industry point to a greater demand for high-speed Internet access and wireless communications in the future, which may lead to more companies wanting to provide services to residents of the Town of Scott. Such future wireless facilities should be collocated to minimize the visual impact of the facilities on the landscape. Additionally, the Town must ensure that adequate easements or other necessary rights-of-way are available and adequate design standards are in place for the tower and associated outbuildings.

Power Generation

Electricity and natural gas are provided in the Town of Scott by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to all of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties. WPS is in the process of converting its electric and gas meters to new automated meters, which would result in better accuracy, fewer estimated readings, and a quicker response to outages.

Natural gas is available to approximately 70 percent of the Town, with the ability to serve the remainder of the Town when required by development pressures. WPS typically

develops plans for future service in 5-year time-periods, but in the event that a low-pressure situation occurs, it has the ability to remedy the problem in a short time frame.

The electrical supply in the Town of Scott has the capacity to provide for future growth in the Town. A new electrical substation is planned for the 54/57 Business Park in the City of Green Bay, which would provide additional capacity to the Town of Scott. However, with the development of a future town center and higher density residential and commercial uses in the Joint Planning Area, WPS should continue to be informed of present projects and future plans in the Town.

The Town of Scott is likely well-situated in terms of potential wind-generated electricity due to its location on the east side of the Bay of Green Bay and with high points associated with the Niagara Escarpment. The Town of Scott must weigh the value of renewable energy resources, such as wind power, against the potential negative externalities associated with wind turbines (shadows, “strobing” effects of the blades, impact on the views of the Town, and sensitivity of the top of the escarpment to disturbance). In order to ensure that all parties (utilities, private property owners, and town residents) know what to expect if/when a wind generator is proposed in the Town, Scott should develop a wind generation ordinance that effectively attempts to balance the competing interests. The ordinance should provide for a rational well-thought-out process for applying conditions and approving or denying an application for both private small-scale and larger utility-owned wind generators.

Cemeteries

There are five cemeteries within the Town of Scott. The old Bay Settlement Cemetery is located in Section 13 north of the Nicolet Gardens Cemetery and Mausoleum on Bay Settlement Road. The Holy Cross Cemetery is located in Section 18 at the intersection of STH 57 and Church Road. Pleasant Hill Cemetery is located farther north on STH 57 just south of Gibson Lane, and St. Killian’s Cemetery is located in the southeastern part of the Town in the community of New Franken. Area residents also rely on cemeteries and mausoleums in the Green Bay Metropolitan Area.

In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Additional demands in the future should continue to be addressed by the private sector.

Healthcare

The Town of Scott generally relies on healthcare providers located in the Green Bay Metropolitan Area. A new clinic recently opened near the STH 54/57 interchange in the City of Green Bay’s business park and could provide basic healthcare services to Town residents. Additionally, three full-service hospitals with emergency rooms are located within eight miles of the southern part of the Town and are easily accessible via the metropolitan area’s highway system. Current healthcare facility levels should be adequate to serve the needs of the Town of Scott for the near future. However, additional specialty care facilities or small clinics should be encouraged to locate in the Town to help serve the needs of local residents, particularly as the population ages.

Elderly Care

There is one elderly community-based residential facility located close to the Town of Scott on CTH K in the Town of Green Bay. Additionally, the Town of Scott primarily relies on elderly care providers located in the Green Bay Metropolitan Area. Many services are also available to residents of the Town from the Brown County Aging Resources Center. As the population of the Town continues to age, resources and facilities for senior citizens will become an increasingly vital component of the community. Therefore, elderly care services or facilities wanting to locate in the Town should be encouraged to do so to help serve the needs of local residents.

Childcare

Approximately five licensed daycare providers are located within the Town of Scott or general New Franken area. Additional daycare providers are located throughout the Green Bay Metropolitan Area. The future demand for daycare should continue to be addressed by the private sector, and the Town should encourage such uses to accommodate a growing population.

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 are 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

The Brown County Sheriff's Department provides police service and routine patrol service to the Town of Scott. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department.

It is recommended that the Town of Scott monitor this service to ensure that it continues to meet the needs of the Town. It is envisioned that at some point, as the Town continues to grow, additional protection and/or a higher level of service may be necessary.

Fire and Rescue

The New Franken Volunteer Fire Department, located at 5077 Ronsman Road in the Town of Scott portion of New Franken, provides the Town of Scott, as well as the Towns of Humboldt and Green Bay, with fire protection. It is a 31-person volunteer department with mutual aid agreements with the various fire departments from Brown, Kewaunee, and Door Counties. The department owns and operates a number of trucks and various fire equipment. It has two pumper trucks. One pumper carries 2,000 gallons of water with a capacity to pump 1,250 gallons per minute, and the other carries 1,000 gallons of water with the capacity to pump 1,500 gallons per minute. Each pumper carries foam onboard for use in fighting various types of fires. The department has two tankers, each of which carries 2,000 gallons of water. It also has a mini-pumper/brush truck that

carries 300 gallons of water and has the capacity to pump 600 gallons per minute. The department has an equipment van which carries the Jaws of Life, as well as other fire fighting equipment. The department also owns compressors for filling the self-contained breathing apparatus used by the firefighters.

For an additional supply of water for fire protection, the department has access to a fire hydrant located at the Green Bay Water Utility Treatment Plant located on Finger Road in the eastern portion of the Town of Humboldt, as well as fire hydrants located in the Town of Scott near the intersection of STH 54/57.

Although the existing fire station is centrally located in terms of the three communities, development pressures in the Town of Scott and Town of Green Bay are driving consideration for a second fire station to improve response times to the northern portions of both Scott and Green Bay.

As the three communities seek out a site for a second fire station, it is important to keep in mind that access to STH 57 will be limited in the future as its conversion to a freeway continues. Therefore, sites with access to an existing interchange or future overpass to serve the north and west sides of the highway should be priorities. Additionally, Scott should begin discussions with the New Franken Volunteer Fire Department and the City of Green Bay Fire Department regarding the potential for shared services and/or enhanced mutual aid agreements once the site of a second New Franken station is determined.

Rescue service (ambulance and paramedic) is provided to the Town by contract with County Rescue Services. The City of Green Bay rescue provider supplies rescue service to residents along Bay Settlement Road who were detached from the City of Green Bay as part of the Town/City boundary agreement. Additionally, County Rescue provides first responder service.

It is recommended that the Town periodically study its police, fire, and rescue services to ensure that they continue to meet the needs of the community. This will likely include a second fire station in the northern part of the Town of Scott or Town of Green Bay. Scott should also begin a dialog with the City of Green Bay and neighboring communities regarding enhancing fire and police service in a coordinated, efficient fashion as the northeastern part of Brown County continues to grow.

Libraries

The Town of Scott relies upon the Brown County Public Library system to meet its library needs. There is no public library located within the Town. The closest library is the Brown County Library- East Branch located on the east side of the City of Green Bay on Main Street. The Brown County Bookmobile also makes a stop at the New Franken fire station in the Town of Scott portion of New Franken. Additionally, Scott residents have access to the Cofrin Library on the UWGB campus near the southwestern corner of the Town. It is anticipated that this level of service will be sufficient over the course of the planning period.

Schools

The Town of Scott is entirely contained within the Green Bay Area Public School District. The district encompasses all of the City of Green Bay, Village of Allouez, Village of Bellevue, Town of Scott, and portions of the Towns of Eaton, Humboldt, and Ledgeview.

Within the Town of Scott, Wequiock Elementary School is located in the north-central portion of the Town between Wequiock Road and STH 57. As of the 2004-2005 school year, the school enrolled 164 students.

The Green Bay School District has seen tremendous growth occur in the eastern portion of the district. Preble High School has the district's largest enrollment at over 2,200 students and is about 200 students above its capacity. Edison Middle School's enrollment is almost 1,200 students. The school district created a Demographic Task Force Committee that has projected that the district will have 1,500 additional students in the next ten years, most of which will be in the Preble attendance area. The task force has recommended that a new school be built to accommodate the expected increase in student enrollment in the school district's service area. The new school would house a high school and possibly additional grades. A change in school boundaries is also recommended to accommodate the new school, which could affect which school students residing in the Town of Scott attend in the future.

It is critical that Scott communicates with the school district regarding its projected population growth and desired land use pattern and that they begin to coordinate in the identification of potential new school sites. This is particularly important for the area south of Church Road and east of Craanen Road. The Area Development Plan for this area projects a large area of generally single-family residential homes, which typically have a higher proportion of children than other housing types. Many school districts in Brown County are currently searching for future school sites as they need them. This may result in poor placement of schools relative to future growth patterns and/or overpayment for a site because a new school must be built very soon to accommodate a growing student population. In order to avoid a situation similar to this, the district and Town should proactively and cooperatively identify a number of potential future school sites, officially map the sites, and (if possible) purchase them far in advance of needing them.

Post Office

The New Franken Post Office is located off of New Franken Road in the Town of Green Bay just across the border from the Town of Scott. It serves as a gathering place for residents to meet and converse, as well as providing an anchor in New Franken. A portion of the Town is also served by a post office on the east side of the City of Green Bay.

Government

The Town of Scott town hall is located at 2621 Jody Drive in the southwestern part of the Town. The hall contains a central gathering area, kitchen, restrooms, and offices for the Town and sanitary districts. Although the town hall was recently constructed, there are

some limitations in terms of office and storage space since the Town shares space with the four sanitary districts. Additionally, Town staff is very limited in terms of having access to computer hardware and software to aid in efficiently running and administering a growing community. The Town should begin to include new computer and software purchases or updates within a 5-year capital improvements program and budget. With the amount of growth projected in Scott, there is a likely need for a full-time point of contact available for citizens, businesses, developers, and other people doing business in the Town of Scott. The Town should consider hiring a full-time clerk with additional assigned duties, such as treasurer or administrator.

Policies and Programs

A summary of actions and programs that the Town could undertake to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities chapter is provided in this section. Approaches range from specific one-time actions to broad ongoing programs.

Sanitary Sewer Service

- Commission a study in cooperation with the Town's sanitary districts (and, in the case of New Franken, the Towns of Green Bay and Humboldt) to explore the costs and benefits of having four separately-governed sanitary districts.
- Expand the Town's long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
- Expand the Town's collection and treatment systems in conformance with the 5-year growth increments identified within this plan and promote infill development and efficient and cost-effective growth patterns.
- Work with the DNR, GBMSD, and BCPC to ensure that this plan's anticipated growth can be accommodated by the agencies' sewerage system components and is in conformance with their sewer service area and facility planning efforts.
- Update the Town's sewer service area acreages through updated population projections and land uses.
- Continue the Town's policy of requiring new subdivision plats to be served by public sewer and water.
- Limit extensions of public sewer and water past large tracts of agricultural lands.

Onsite Sewage Disposal

- Continue the Town's policy of prohibiting unsewered subdivision plats in Scott.
- When unsewered lots created by Certified Survey Map are located in an area of future public sewer and water, such development should be designed and located so that it can eventually be connected to the public sewer and water systems as efficiently and cost-effectively as possible.

- Support Brown County's private sewage disposal system ordinance that requires inspection of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Water Supply

- Expand its long-range planning, maintenance, and funding efforts to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development and is expanded as efficiently as possible.
- Expand its water system in conformance with the 5-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
- Continue to communicate with the Green Bay Waterworks regarding future growth and development in the Town.

Solid Waste Disposal

- Study the feasibility of a joint solid waste and/or recycling collection program with adjacent communities.
- Periodically review solid waste and recycling contracts to ensure that they continue to meet the Town's needs.

Stormwater Management

- Update the Stormwater Management Plan to account for federal and state regulatory changes.
- Consider the creation of a stormwater utility to finance stormwater maintenance activities.

Parks and Recreation

- Develop a comprehensive recreation and open space plan to prioritize projects and provide eligibility to the Town for WDNR Stewardship funding.
- Study the feasibility of a park impact fee.
- Work with developers, private property owners, and the WDNR to create an off-street trail system throughout the Town to link Scott's unique natural features.

Power Generation

- Develop a wind generation ordinance for small private generators, as well as large utility-owned generators.

Telecommunications

- Ensure that telecommunication facilities are collocated to the greatest extent possible.

- Ensure that adequate easements and design standards for telecommunication facilities are utilized.
- Increase access to high-speed DSL and cable modem Internet access in the Town.

Emergency Services

- Work with the New Franken Volunteer Fire Department and the Towns of Humboldt and Green Bay to find a suitable location for a second fire station in the northern part of the Town of Scott or Green Bay.
- Discuss the potential for shared services with the City of Green Fire Department, New Franken Volunteer Fire Department, and Luxemburg Volunteer Fire Department.
- Continue mutual aid agreements with neighboring communities.
- Monitor growth and increase services as necessary.

Schools

- The Town should work closely with the Green Bay Area School District to proactively seek out future school sites long before they are needed.
- Maintain open lines of communication with the school district and inform them when large developments are proposed for the Town of Scott.

Government

- Scott should develop a 5-year capital improvements budget to provide necessary tools (computers, software, etc.) for existing Town staff.
- Consider hiring a full-time clerk with additional assigned responsibilities to provide a daily point of contact for people doing business in the Town of Scott.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

Town of Scott residents identified “maintaining the Town’s rural character” and “protect and preserve the natural features of the Town (Niagara Escarpment, bayshore, Wequiock Creek, wetlands, etc.)” as two of the three top ranked issues at the Town’s visioning session.

The amount, location, and type of agricultural lands and natural areas play a tremendous role in defining the community’s character and quality of life. These resources can help preserve a community’s history and identity and can help sustain vital industries, such as farming and tourism. When these resources are healthy, water quality, air quality, ecological diversity and sustainability, and even adjacent property values can be positively impacted.

In 2005, about 48 percent of the Town was in agricultural uses, about 30 percent was in other open uses, and the remaining 20 percent was developed. As development pressures continue to increase in the Town, it will be necessary for Scott to identify and work to preserve those features that kept long-time residents in Scott and brought new residents to the Town. This chapter will examine ways to build upon these resources to establish and promote community identity, while at the same time preserving the land and the natural resources that the residents enjoy.

Inventory and Analysis

This section of the chapter identifies the natural, cultural, and agricultural resources within the Town of Scott, attempts to identify past, current, and future trends regarding these resources, and attempts to identify some of the factors influencing these trends.

History

The following summary of Town history is excerpted directly from the 1979 comprehensive plan for the Town of Scott and was included in the 1998 comprehensive plan, as well.

Recorded history of the Town of Scott began with the landing of Jean Nicolet in 1634 at what is now called Red Banks. A French explorer, Nicolet was the first white man to explore the Great Lakes region west of Quebec, Canada. His mission was to expand the fur trade, convert Native Americans to Christianity, and find passage to the Far East.

Fur trading was the only activity conducted by Europeans until 1670 when Father Claude Allouez established the St. Francis Xavier Mission. One year later, however, Indian disturbances forced him to relocate the mission to De Pere.

The British dominated the area from 1763 to 1816. The first American explorers came to the area in 1816. Twenty years later, the first American settlers arrived at what is now

known as Bay Settlement. Two prominent settlers were John Campbell and Robert Gibson.

The next settlers to arrive were immigrants from Bavaria, Germany. This group settled the community of New Franken. Many of the original names can still be found today, such as Schauer, Burkart, Lang, Sohler, Schoerger, Schott, and Schmitt.

Political and religious strife in Belgium prompted a group of Belgium farmers to immigrate to the Green Bay area in 1853. Names such as Petiniot, Martin, Hannon, Morreau, Detienne, Massy, Boddart, Jossert, and Paque can still be found in the Towns of Scott and Green Bay.

Other groups that immigrated to this area in much smaller numbers were the English, Dutch, and Hollanders. Two influential men who helped assist the new settlers were Father Daems, Pastor of Holy Cross Church at Bay Settlement, and Xavier Martin, a member of the Belgium Evangelical Society. Serving the community's religious needs was only part of their roles. Both men taught English to the settlers and assisted in settling the new immigrants, and they were the only "doctors" for the community.

The Town of Scott was originally part of the Town of Green Bay. In November 1857, the Brown County Board of Supervisors voted to divide the Town of Green Bay into smaller townships. John P. Arndt, the Board Chairman, organized a meeting at the schoolhouse near Wequiock Falls. Citizens attending this meeting were to select names for the township. Liberty, Pochquette, and Scott were names proposed. Scott was the name finally chosen, and on April 1, 1858, the Town officials were elected.

Background

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

Since the late 1800s, agriculture has been the dominant land use in Brown County. However, by the year 2000, only 52 percent (about 177,000 acres) of the County was in agricultural uses. It is envisioned that within the next few years and for the first time in almost 200 years, agriculture will no longer be the dominant land use in Brown County.

In 1980, agricultural lands encompassed about 8,400 acres, or about 68 percent of the Town. By 2000, this had decreased by 2,000 acres to about 6,400 acres, or about 54 percent of the Town. By 2005, agricultural lands had decreased by another 800 acres to about 5,600 acres, or about 48 percent of the Town. Should this trend continue, all agricultural land within the Town would be gone in about 60 years.

Natural areas comprised of woodlands, wetlands, surface water (excluding the Bay of Green Bay), and other open lands is the second largest land use category within the Town of Scott and has increased between 1980 and 2000. In 1980, these lands encompassed about 2,500 acres, or about 20 percent of the Town. By 2000, they increased by about 1,000 acres to about 3,500 acres, or about 29 percent of the Town. Part of this increase is due to more accurate mapping during the land use inventory, but much of this is due to the gradual reversion of idle agricultural lands back to woodlands, wetlands, or other open spaces.

Soils

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often 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 any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

The soils north and west of the escarpment are primarily the Kewaunee-Manawa silt loams that are moderately to highly fertile and well suited for farming. East and south of the escarpment, the soils are generally thin. In this area, there is a large amount of poorly drained and very poorly drained soils due to impeded drainage caused by shallow depths to the bedrock. Farther south and east, the soils become deeper and better drained. The moderately to highly fertile Kewaunee and Hochheim soils dominate this area. The Hochheim soil is designated as a prime agricultural soil. This area is well suited for farming purposes.

Figure 7-1 identifies soil limitations for dwellings with basements. These areas are typically located in very wet areas, have very shallow or no soils, are along stream corridors, and are where there are very steep slopes.

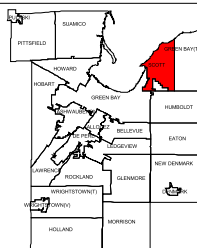
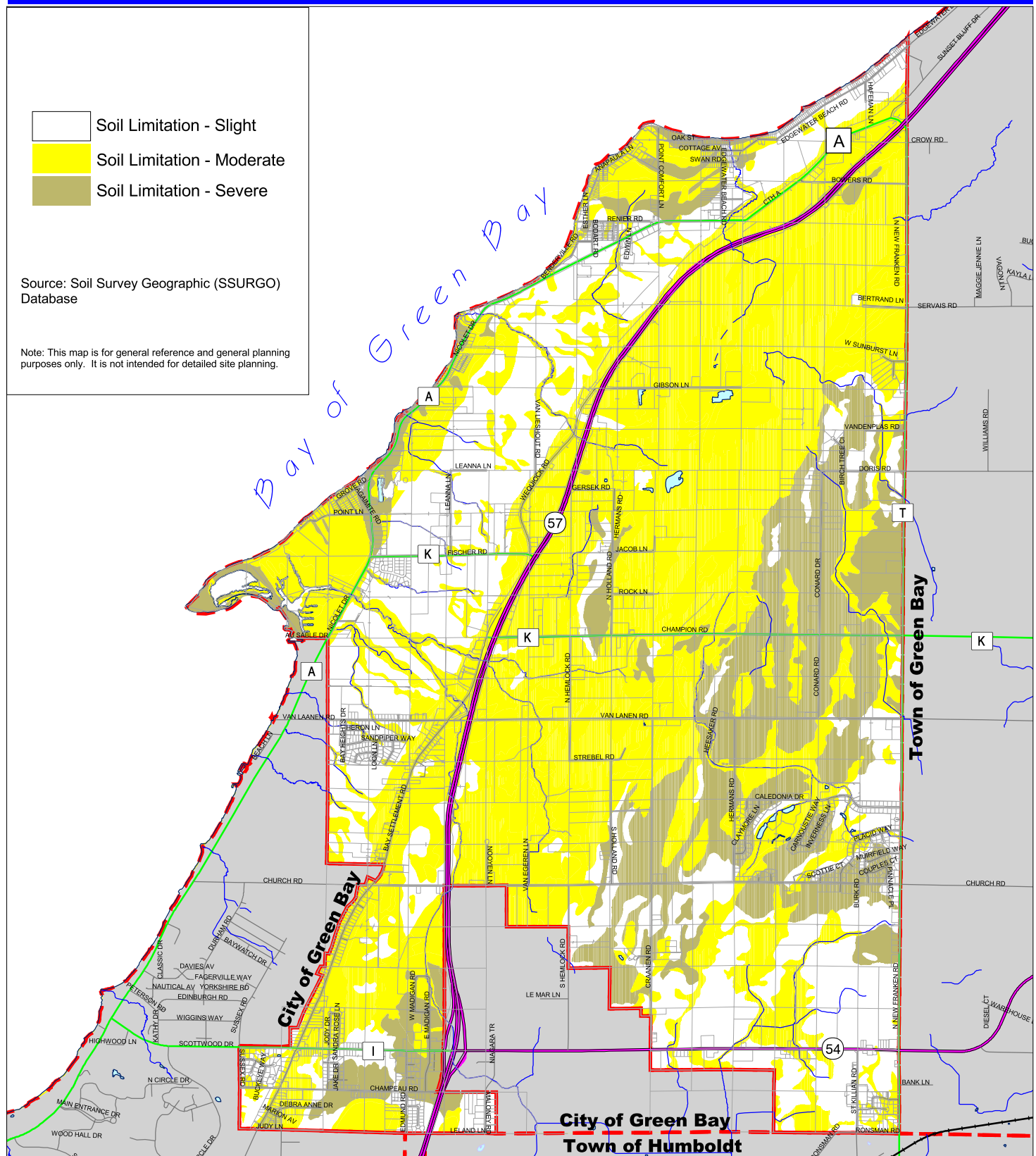
Prime Farmland

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 plants or that require moderate conservation practices. Based upon the soil survey, much of the land in the Town is considered prime farmland. However, the Niagara Escarpment, Red Banks Alvar, Point Comfort, and Point au Sable are either too rocky or too wet to be realistically considered for agricultural activity.

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

Town of Scott, Brown County, WI



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April 2005.



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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.

There are multiple factors that define productive agricultural lands. First, soils are included if they are defined as being prime farmland without any limitations in the soil survey of Brown County. 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. Scott's existing productive agricultural lands are summarized in Figure 7-2.

Agriculture continues to be a major component of the economy for both the Town and the County. The Economic Development chapter identifies entrepreneurial agriculture as an area of potential agricultural growth in Scott. Agriculture also provides many of the residents of the Town with a large portion of the rural character that they wish to preserve.

Existing Regulations and Laws Affecting Livestock Facilities

Because of the changing farm climate, rural communities in Brown County are seeing the creation of increasingly larger dairy farms. The State of Wisconsin and Brown County have laws and ordinances that regulate large farms. It is important for a community to have knowledge of and understand the existing county and state regulations presently in place that regulate large farms.

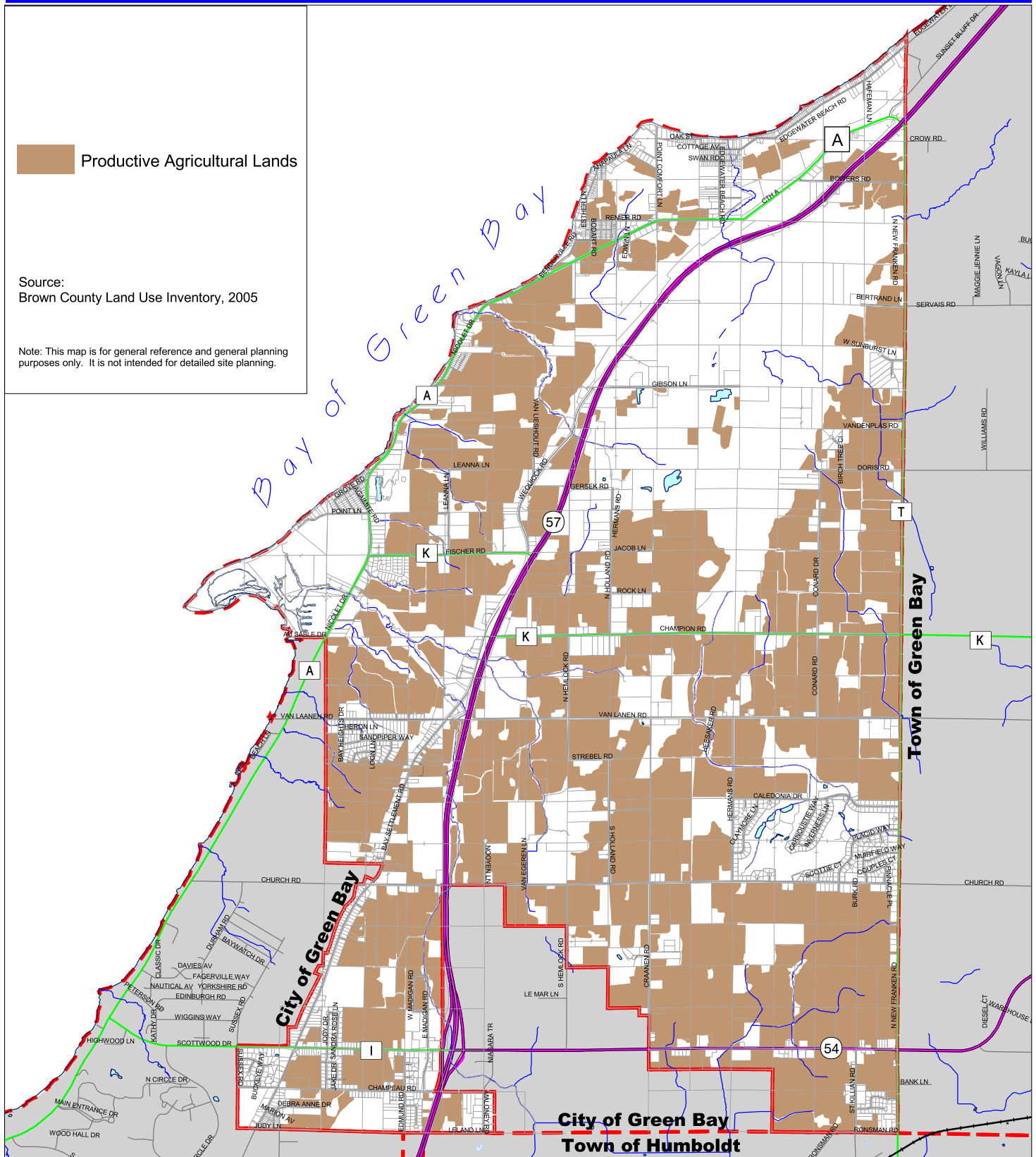
Brown County administers an Animal Waste Management Ordinance. This ordinance regulates the installation and design of animal waste storage facilities and animal feedlots so as to protect the health and safety of residents and the environment. Permits must be received from the County for animal feedlots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

The State of Wisconsin, through the Wisconsin Department of Natural Resources (WDNR), regulates manure management for all farms that have 1,000 or more animal units (1,000 animal units is equivalent to 1,000 beef cattle, 700 milking cows, or 200,000 broiler chickens). A concentrated animal feeding operations (CAFO) permit must be received from the WDNR for farms exceeding 1,000 animal units. Once the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The purpose of the implementation of the permit requirements is to ensure that no discharge of pollutants to navigable waters or groundwater occurs. Operators must also submit an application for

Figure 7-2

Productive Agricultural Lands

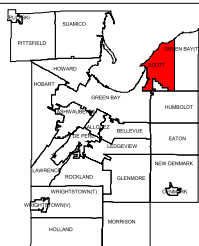
Town of Scott, Brown County, WI



Productive Agricultural Lands

Source:
Brown County Land Use Inventory, 2005

Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.



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permit renewal every five years and notify the DNR of any proposed construction or management changes.

Additionally, the State of Wisconsin has recently enacted a law to establish standards for the siting of livestock facilities. The bill requires that the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) develop and adopt by rulemaking best management practices and criteria for the siting of livestock facilities that exceed 500 animal units or exceed a lower permitted level set by the local unit of government prior to July 19, 2003, within any areas zoned agricultural. Local units of government that choose to regulate the siting of livestock operations may not adopt any regulations outside of the state standards. Any application for a new livestock operation or expansion of an existing facility must be approved if the site meets the state standards and is located in an appropriately zoned agricultural district. The local unit of government may deny a permit only if the site is located in a zoning district that is not zoned agricultural or if the site is scientifically proven to be unfit for a livestock operation.

The law and proposed rules address soil and water conservation concerns, animal waste management, odor, and nonpoint source water pollution control. It may also consider such factors as setback requirements, air quality, and other conditions applicable to the situation. A local unit of government may only apply more stringent requirements than state standards if it bases the requirements on scientific findings that show a more stringent requirement is needed to protect public health and safety.

Natural Resources

Prior to European settlement of Brown County in the 1800s, woodlands covered almost all of the Town of Scott. Large wooded wetland complexes (mostly white cedar, black spruce, tamarack, and hemlock) were located in the northern portion of the Town, while smaller wooded wetlands were scattered throughout the rest of the Town. Most of the upland woods were comprised of oaks (red, white, and black), but areas of white and red pine were also present. Scattered throughout and often mixed in were beech, sugar maple, yellow birch, and basswood.

By the time of the original survey of the state in the mid-1800s, most of the Town had been cleared of its woodlands so only lowland woods were left, and the upland areas were cleared and farmed. At that time, the large wooded wetlands (primarily white cedar) in the northern portion of the Town remained. The smaller wetlands scattered throughout the rest of Town had been cleared of its woods and now were comprised mostly of tag alder, willow, and dogwood.

American elm, silver maple, red ash, basswood, black ash, swamp white oak, and red maple associated with streams and wetlands are located in the southern portion of the Town, and the white cedar, balsam fir, hemlock, yellow birch, black ash, paper birch, red maple, and American elm associated with wetlands and thin soils are located in the northern portion of the Town.

The vegetation associated with the Niagara Escarpment is very unique. Where soil remains along the steep face of the escarpment, trees are found. They primarily consist

of white cedar, some paper birch, and a few sugar maple, basswood, ironwood, white ash, hemlock, slippery elm, red oak, and hazelnut.

The vegetation on the bedrock plains above the escarpment is also very unique. With the very shallow soils, some areas are very dry, while others are wet due to slow drainage from perched wetlands. The drier areas contain red cedar, white cedar, white oak, aspen, paper birch, red oak, pin oak, shagbark hickory, white pine, hawthorn, white ash, black cherry, and sugar maple. Because of the harsh growing conditions, most of these trees are stunted and widely spaced, and the open areas have been filled with grasses and broadleaved herbs.

Scott has larger intact areas of both upland and lowland woodlands than many other communities in Brown County. The woods that remain are generally located in areas of the Town that were too wet or rocky for agricultural production. However, grazing or periodic harvesting often disturbed even these areas. As more people move into Scott, wooded areas are prized for residential development. The woods that are in wetland or floodway areas are generally protected from development, but woods that remain simply because the soil is too thin or rocky for farming are not protected. Scott, in cooperation with the WDNR and other nonprofit groups, should identify those upland woodlands that are of the highest quality (species diversity, wildlife habitat, size, degree of fragmentation, etc.) and promote measures that would provide protection or at least minimize the impact from development.

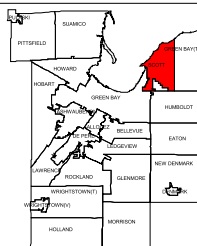
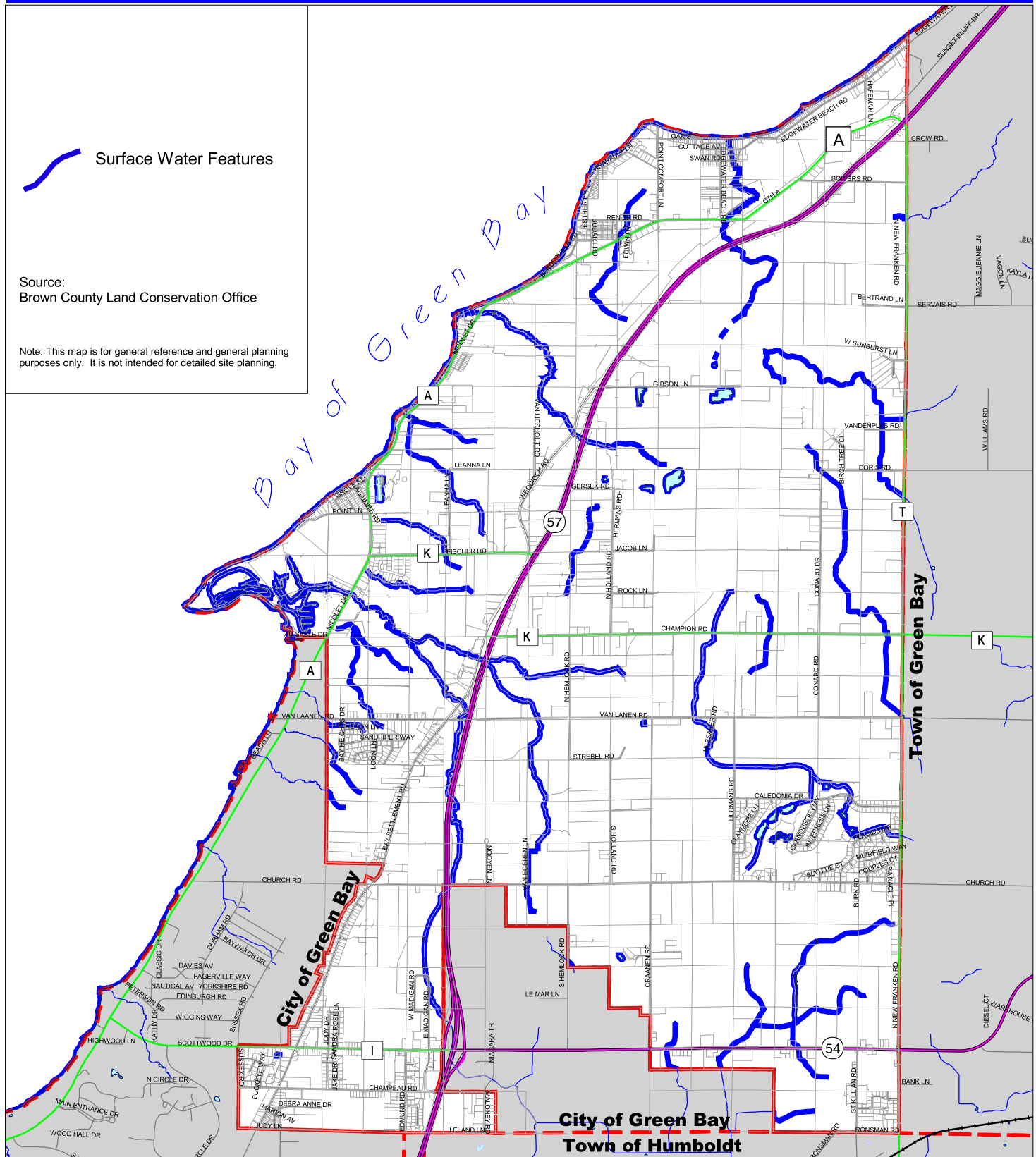
Surface Water

Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. Surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community contains.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county floodland zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable.”

Figure 7-3 identifies the surface water resources within the Town of Scott. In addition to the Bay of Green Bay, drainageways within the Town consist of Wequiock Creek, Red Banks Creek, and other intermittent streams with their associated tributaries. Many of the streams in the Town are dry in the summer, and stormwater runoff provides the basis for much of the water within the streams.

Figure 7-3
Surface Water Features
 Town of Scott, Brown County, WI



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Bay of Green Bay

Beyond serving as the starting point for early settlement and transportation to the interior of Wisconsin and thus being rich in historical and archeological significance, the Bay of Green Bay provides the largest potential for water-based recreational activities within Scott with about seven miles of shoreline. The bay is a hard water alkaline basin, and its bottom materials consist of very loose flocculent sediment. Its depth is an average of about 26 feet outside of the shipping channel. Much of the eastern shore of the bay, including the Scott bayshore, is very developed with seasonal cottages and year-round homes.

However, one area, Point au Sable, is still in a natural state due to its large expanse of wetlands. This area is frequently flooded, and its soils are unsuited for most development. These conditions may have contributed to its relatively high quality wildlife habitat by providing extra spawning grounds for fish and feeding ponds for nesting waterfowl and muskrats. However, the extensive flooding may also be killing some of the woodlands in this area.

The water quality and fishery of the Bay of Green Bay are heavily influenced by what occurs inland in connected streams and wetlands. This is true even though many of these connections occur only once a year. Each spring, due to spring precipitation and snow-melt, almost all streams and wetlands within the Town are directly connected to the Bay of Green Bay. This temporary hydrologic connection provides an opportunity for fish to migrate upstream to spawn, and this annual flooding benefits reproduction of other aquatic life forms. Each spring, there is a huge pulse of biotic activity as fish spawn and amphibians and invertebrates hatch and then slowly drift downstream to the Bay of Green Bay.

Commercial fishing (primarily for perch, whitefish, and lake trout) had long been a popular activity within the bay until high pollutant loadings to the Fox River and the southern portion of the bay became a significant and widespread problem by the late 1940s and early 1950s. Although consumption advisories remain in place for fish taken from the Bay of Green Bay and through the actions taken on point sources as a result of the Clean Water Act, the bay is much cleaner today. More recently, invasive species have become a major threat to the Bay of Green Bay fishery. Animal species, such as the Zebra Mussel and Round Goby, and plant species, such as Purple Loosestrife and Eurasian Millfoil, have the ability to out-compete native plants and animals for food and habitat.

Current water quality impairments to the lower Bay of Green Bay include PCB and mercury fish consumption advisories, excessive levels of bacteria, and low levels of dissolved oxygen. Factors causing this impairment are varied and complex and are discussed in detail in the Lower Green Bay Remedial Action Plan but are generally attributable to nonpoint sources of pollution and leftover industrial sources of pollution. For these reasons, the lower Bay of Green Bay has been identified by the Wisconsin Department of Natural Resources as Impaired Water, which means that it does not meet federal and state water quality standards.

Wequiock Creek

The largest drainageway in the Town is Wequiock Creek. It is an intermittent stream about 8.4 miles long that drains the large wooded swamps of the Town of Humboldt and the southwestern portion of the Town of Scott. It traverses agricultural lands before flowing over the escarpment at Wequiock Falls and entering the bay at the Point au Sable wetlands.

This stream is classified as a warm water forage fishery in the 2-mile portion below the escarpment. This portion is not meeting its full potential due to sedimentation, habitat loss, turbidity, and nutrient enrichment from agricultural runoff along the stream's entire length.

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

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They 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. The Town's 100-year floodplains are shown in Figure 7-4.

In addition, flood studies may have been completed by local engineering firms for several waterways as part of development projects or road, bridge, or culvert crossings, so additional floodplain information may be available for portions of streams or small tributaries.

Figure 7-5 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**, which 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.

Figure 7-4

100-Year FEMA Floodplains

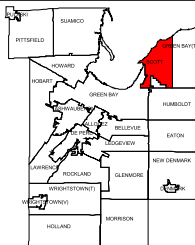
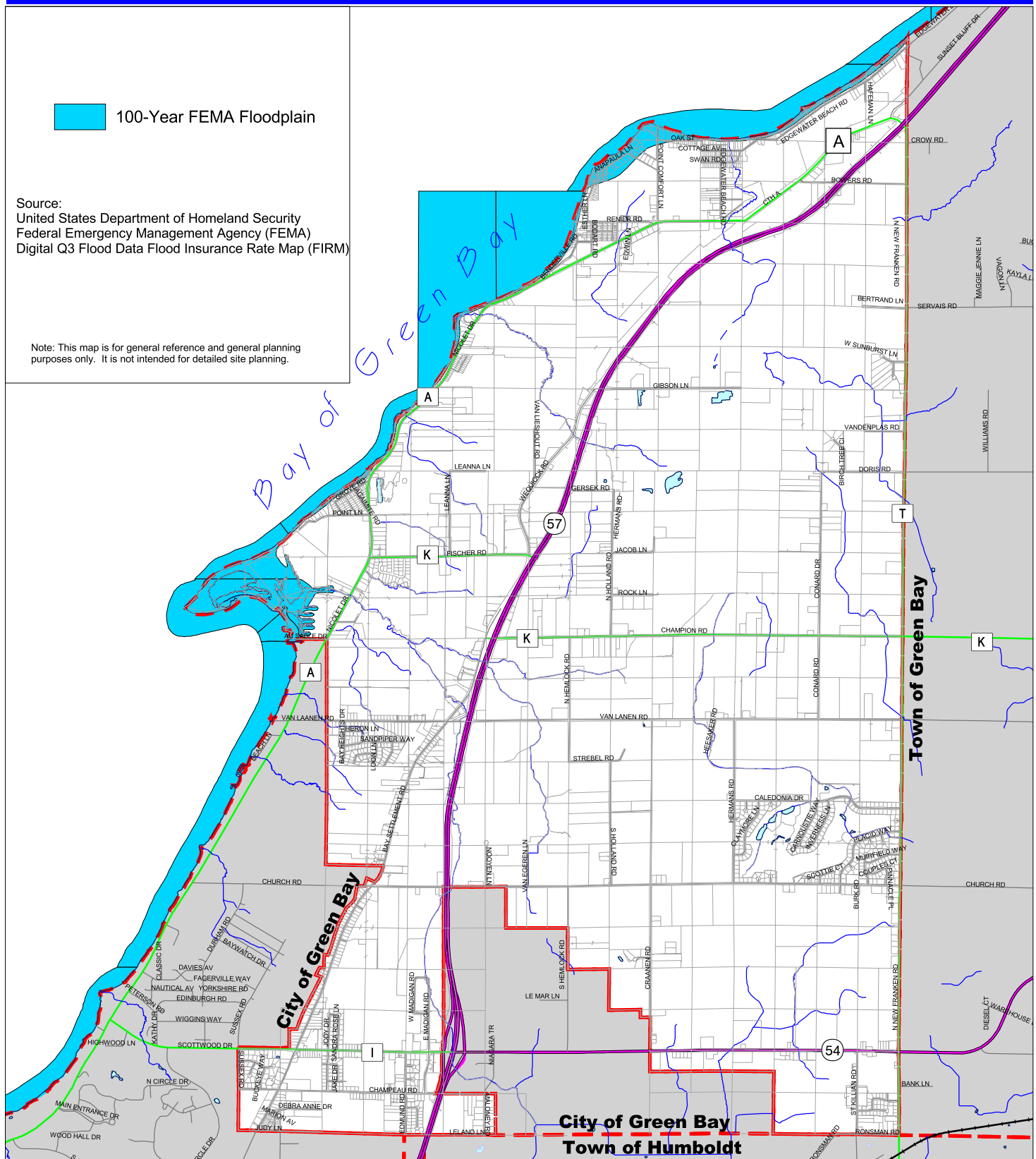
Town of Scott, Brown County, WI



100-Year FEMA Floodplain

Source:
United States Department of Homeland Security
Federal Emergency Management Agency (FEMA)
Digital Q3 Flood Data Flood Insurance Rate Map (FIRM)

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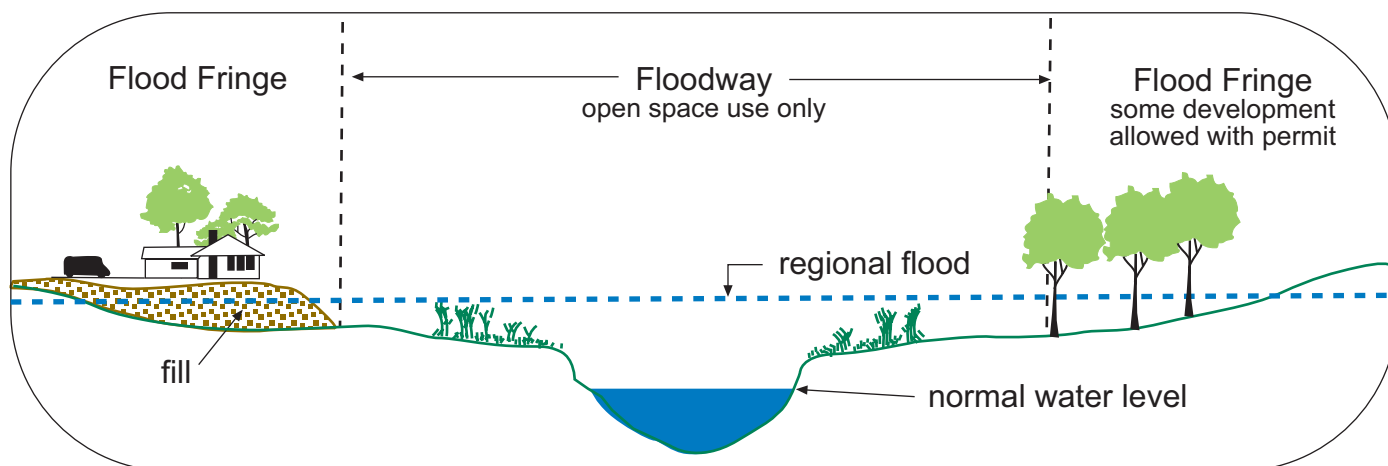
Map prepared by Brown County Planning Department.
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Figure 7-5

Floodlands and Floodplain Zoning



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

- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which 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.

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

Although the only identified floodplains are along the bayshore, all streams and rivers, no matter how small, contain some sort of floodplain. Therefore, when development is proposed adjacent to a stream, some consideration should be given to requiring a detailed flood study to ensure that homes and/or businesses are located outside of the floodway.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In their natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged.

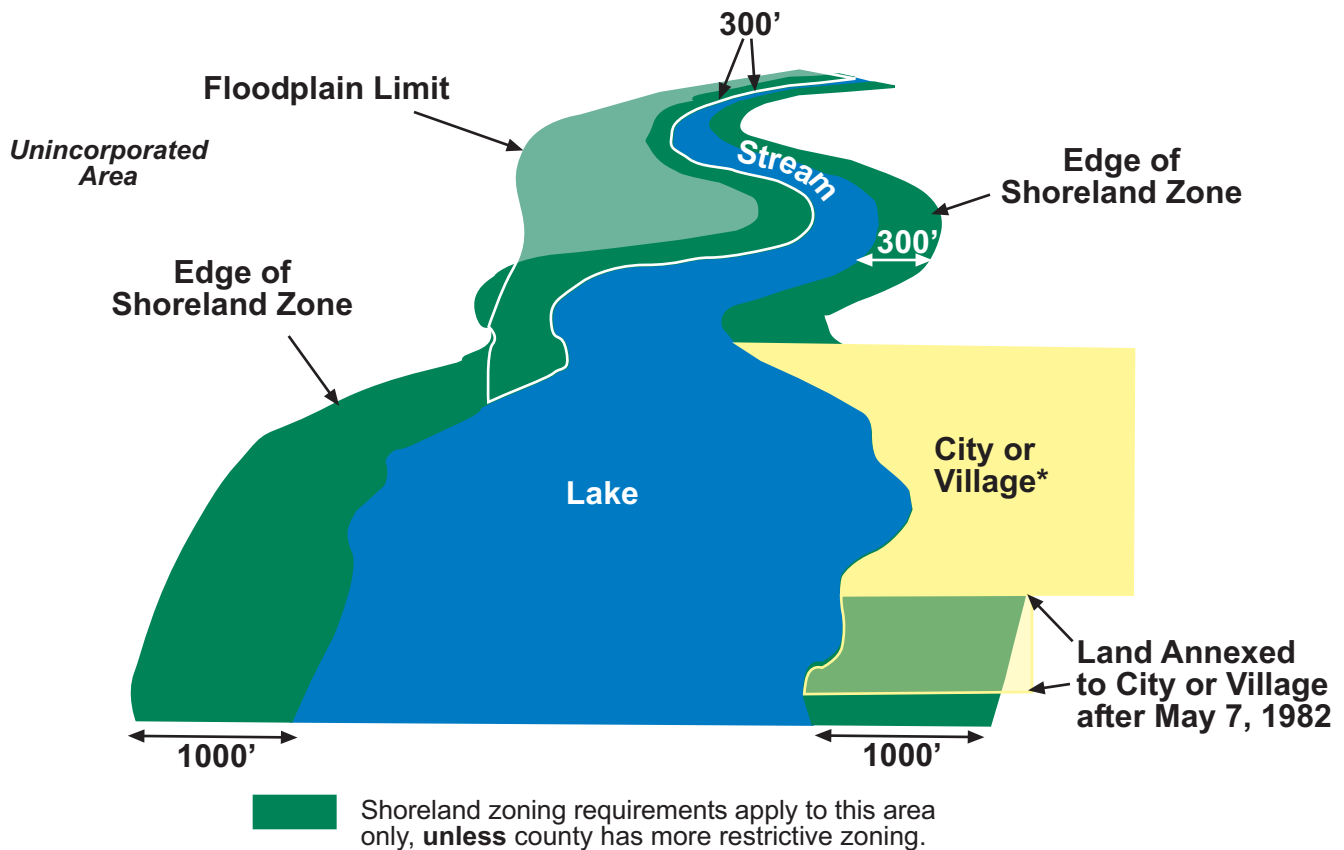
Like floodlands, the importance of shorelands is recognized and is regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. Figure 7-6 presents a diagram of the state-mandated minimum shoreland zoning requirements. 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. The Brown County Zoning Department is the agency that typically enforces these standards with oversight provided by the Wisconsin Department of Natural Resources.

These restrictions do not apply to non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR.

Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development; although, development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area.

Figure 7-6

Shorelands and 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

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.

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. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

The Wisconsin Wetlands Inventory Map identifies a number of wetlands located within Scott. As shown on Figure 7-7, the WDNR digital wetlands inventory identified approximately 1,434 acres of wetlands within the Town. The two largest contiguous wetland areas are located at Point au Sable and the Red Banks Alvar located in the northern portions of the Town. Both of these wetland areas contain critical habitat for a number of endangered and threatened plants and animals in Wisconsin. The types of flora and fauna in both areas is discussed more thoroughly in the Wildlife Habitat and Threatened and Endangered Species sections of this chapter.

A third wetland of importance is the Hutchinson's Bog (formerly Blueberry Marsh) located in the far southwestern part of the Town. It is unique in that it is a perched acidic bog on top of alkaline dolomite. The bog is similar in many ways to those in northern Wisconsin.

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

Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via 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, such as purple loosestrife, can also negatively affect wetlands.

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations agricultural activities may be regulated within wetlands.

Environmentally Sensitive Areas

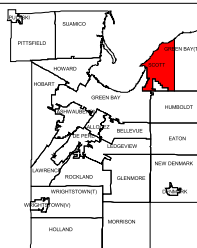
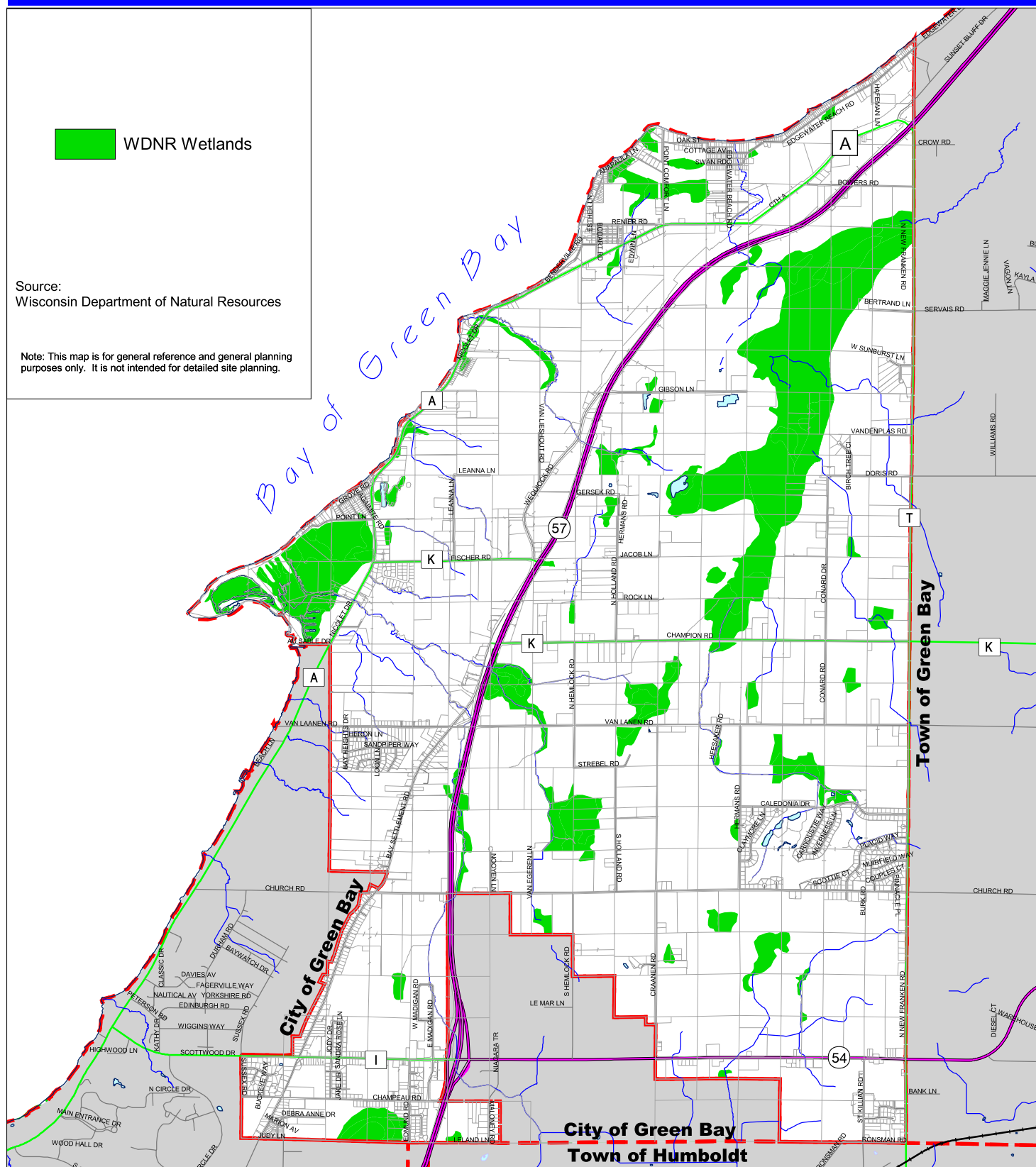
Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated 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 12 percent or greater) when located within or adjacent to any of the features previously noted (see Figure 7-8). Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions that are regulated by the Brown County Subdivision Regulations and/or during review of requests for public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development. Landowners within the Town with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission when considering splitting off land for land sale.

Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs. However, certain non-intensive uses, such as public utilities and public recreation, are often allowed. In conjunction with proper erosion control and stormwater management practices both during and subsequent to development within and adjacent to these areas, 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.

Figure 7-7
WDNR Wetlands
 Town of Scott, Brown County, WI



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Figure 7-8

Environmentally Sensitive Areas

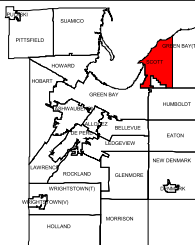
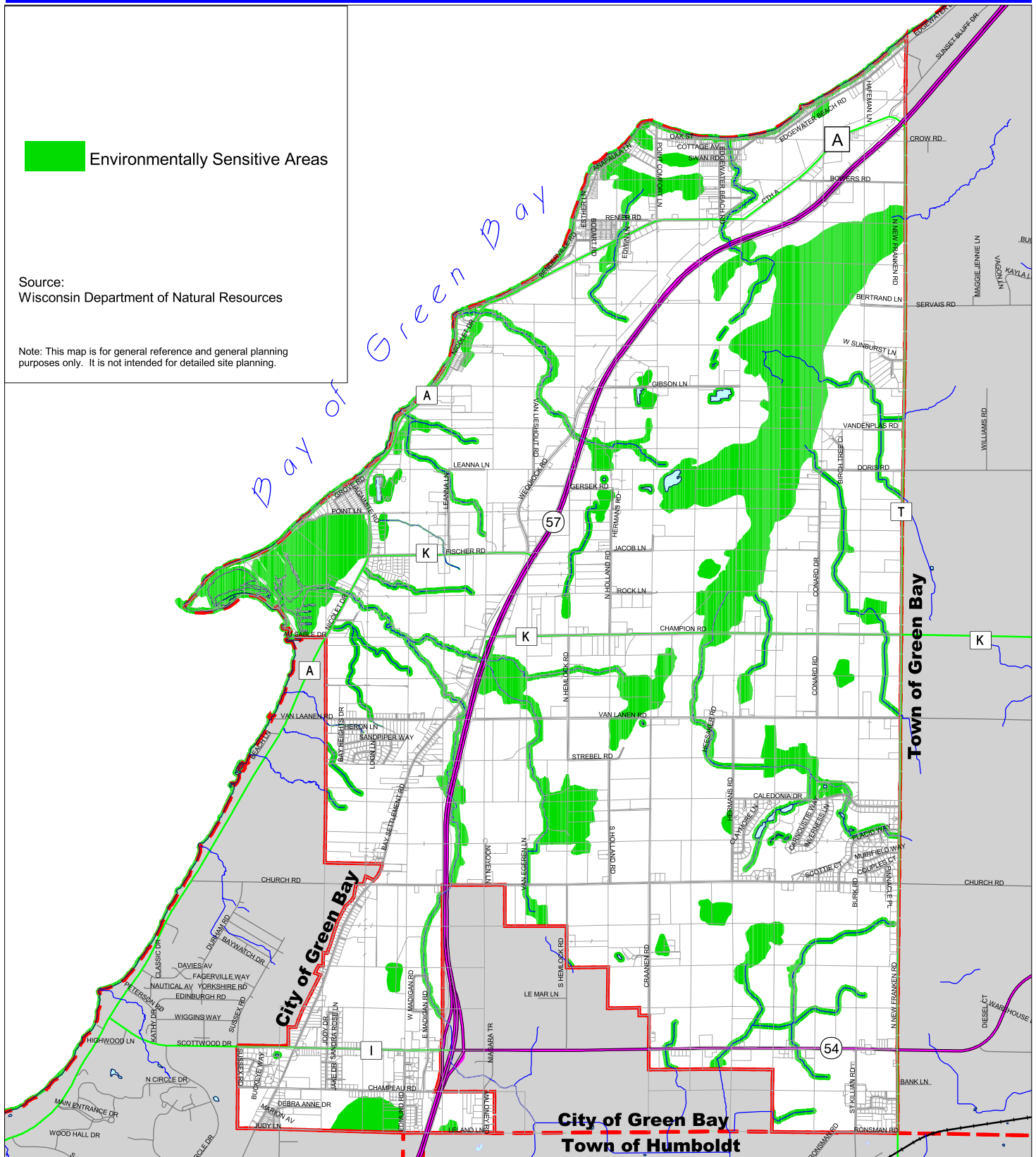
Town of Scott, Brown County, WI



 Environmentally Sensitive Areas

Source:
Wisconsin Department of Natural Resources

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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.

Groundwater

Groundwater begins as precipitation (rain or snow) that falls upon the land (see Figure 7-9). Some of it runs off into lakes, rivers, streams, or wetlands, some evaporates back into the atmosphere, and plants take some up. Groundwater results from the 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 those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands. The distance such groundwater travels is generally not far.

Groundwater is the source of drinking water for those residents within the Town that use private wells. Lake Michigan is the source of drinking water for those residents in the southwestern portion of the Town. It is obtained from the City of Green Bay.

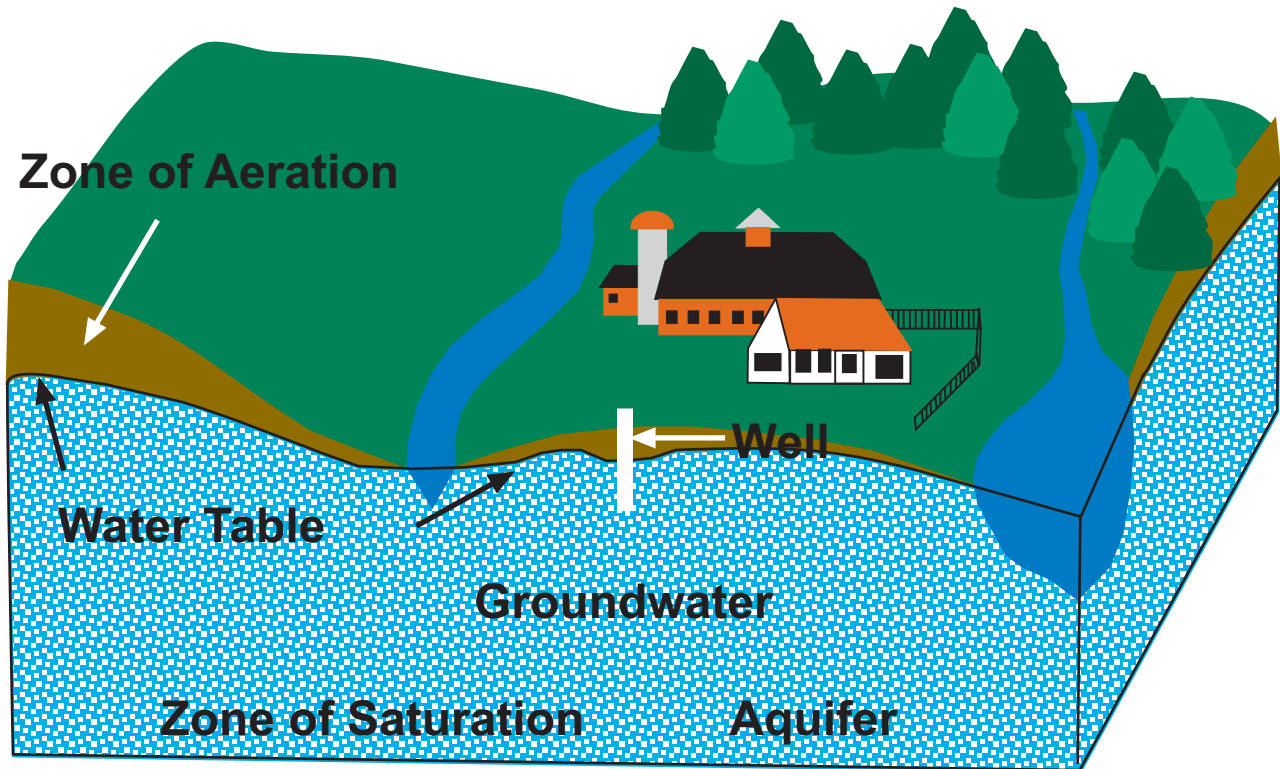
Drinking water for private wells is drawn from the groundwater through private wells that vary in depth depending on location. In addition, the groundwater sustains the streams within the Town. As with all communities, it is very important that the groundwater be protected. The greatest threats to groundwater 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 Scott does not currently have many problems with the number of private wells in the Town, continued private well development may eventually have a negative impact on groundwater quantity and/or quality. The Town should ensure that old wells are properly sealed to prevent contaminants from reaching the groundwater.

In the Town of Scott, particularly above the ledge, the bedrock is just below the surface of the topsoil. Since much of the bedrock is limestone, contaminants can quickly and directly reach the underground aquifer through the many karst features and fractures in the bedrock in this area of the Town. Therefore, it is critical that potential sources of contamination be identified and sealed as quickly as possible.

Woodlands

According to the 2005 Land Use Inventory, the Town of Scott contains 2,054 acres of woodlands. The Town contains two major contiguous areas of woodlands at Point au Sable and the large woodland area in the northeastern part of the Town known as the Red Banks Alvar. Additional smaller areas of woodlands are scattered around the Town,

Figure 7-9
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

Figure 7-10

Woodlands

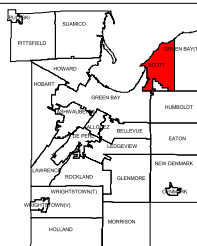
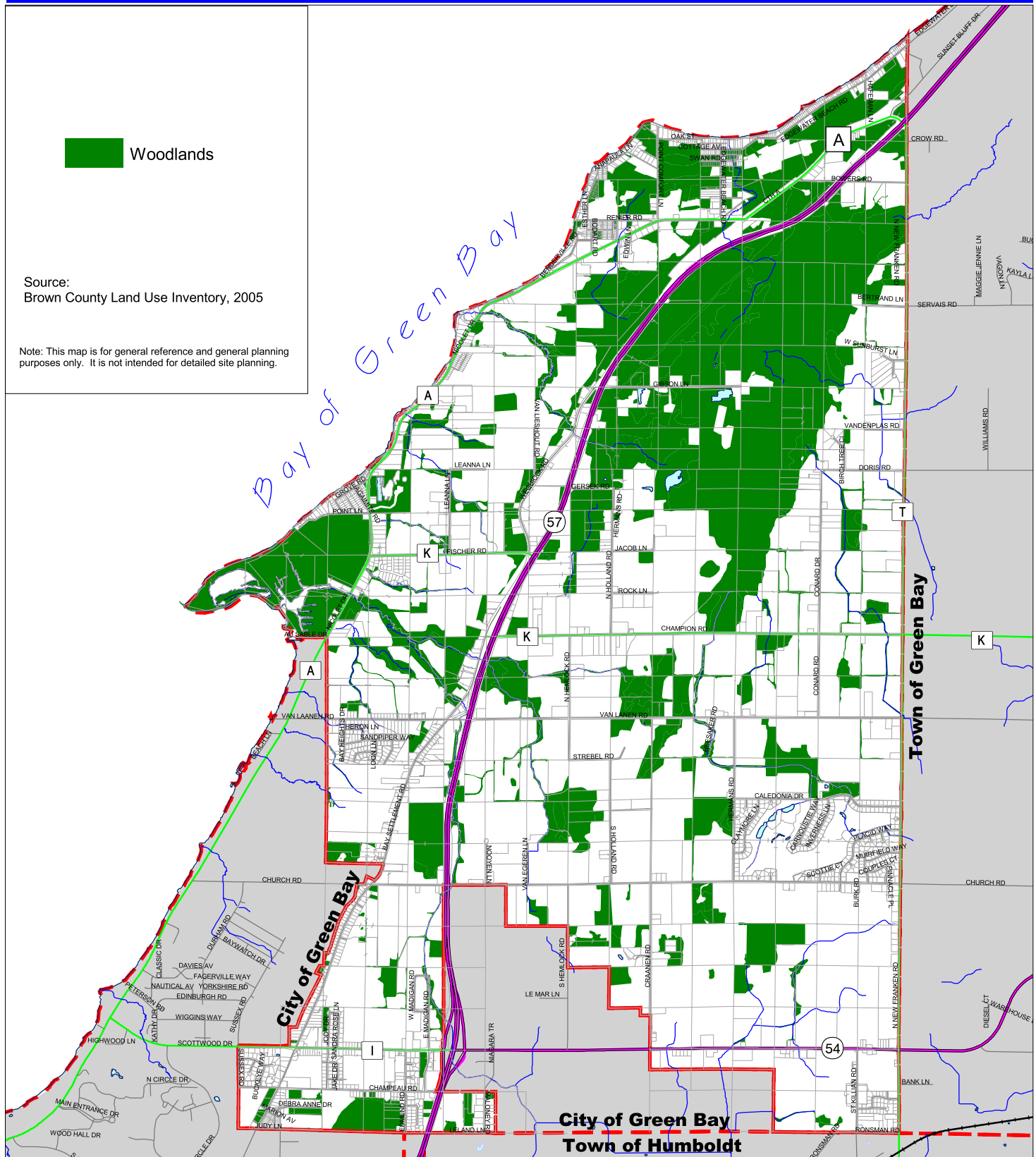
Town of Scott, Brown County, WI



 Woodlands

Source:
Brown County Land Use Inventory, 2005

Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
April 2005.



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with the most prominent located in the areas of Point Comfort and Edgewater Beach. The Town's woodlands are shown in Figure 7-10.

Of primary importance to the Town is the preservation of the remaining stands of hickory trees that once dominated the landscape. Individual stands exist scattered around the Town and in certain locations along the Niagara Escarpment. These stands of trees should be preserved and, where possible, restored to pre-European settlement conditions to provide Scott residents a sense of what the Town looked like in the 1700-1800 time-period.

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

Other threats to the woodlands of Scott include improper management (such as the over-harvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. If development is going to occur in a wooded area, such development concepts as conservation by design subdivisions are much preferred to conventional subdivision development in preserving as much of the woodlands as possible.

Landscapes

The most interesting and unique landscapes in the Town of Scott are associated with the Niagara Escarpment. This rock ledge is part of a geographic feature that extends across North America from eastern Wisconsin northeastward through Michigan's Upper Peninsula, eastward through Ontario, Canada, to New York State and Niagara Falls. This unique natural feature is an important geologic, ecologic, historic, economic, cultural, and recreational resource not only to the Town but also to the county, the state, and the nation. The Wisconsin Department of Natural Resources, in its *Wisconsin Land Legacy Report* completed in 2003, lists the Niagara Escarpment as one of 229 land legacy places in the state and one of only eight such places in Brown County. The report lists those places that are critical to meeting Wisconsin's conservation and recreation needs over the next 50 years and is intended to focus discussion upon these places for consideration of future protection and preservation efforts.

Along the steep face of the escarpment with its shaded cliffs and talus slopes that remain cool in the summer months due to cool air drainage through the rocks is a highly specialized environment that is home to species not found elsewhere within the Town. Dominant tree species include white cedar and paper birch. Other trees found to a lesser extent include sugar maple, basswood, ironwood, white ash, hemlock, slippery elm, red oak, and hazelnut and are found clinging to the cracks and crevasses of the rocky slopes. It is possible that the oldest tree still remaining within Wisconsin may be an eastern red cedar found on the escarpment elsewhere in Brown County. This landscape may also contain numerous caves, sinkholes and crevices, spring-dependent wetlands, and unusual occurrences of numerous plants and animals.

Also very interesting and unique are the bedrock plains above the escarpment. Within this area, there is very little soil, and plant root systems must search out every available source of water and nutrients. Some areas are quite dry, while others are slow to drain, especially along the glacial lake outlets. Because of the relatively harsh growing conditions, most of the trees in this area appear stunted and are spread out from one another. The spaces in between these trees are filled with grasses and broadleaved herbs. Dominant tree species include red cedar and white cedar. Specialized communities found in this area include alvar, cedar woodlands, and fragments of prairie and savannah.

This area is often referred to as the Red Banks Glades and extends from the Town of Green Bay into the Town of Scott. The Lake Michigan Shorelands Alliance, a coalition of land trusts, has designated this area a Priority Conservation Site. One of only two State Natural Areas in Brown County, the Red Banks Alvar is located within this area within the Town of Scott. Approximately 96 acres of the Red Banks Alvar has been acquired by the state and is designated as a State of Wisconsin Natural Area (#332). According to the WDNR, the Red Banks Alvar is Wisconsin's best example of an Alvar community (an unusual blend of boreal, southern, and prairie species that occur on flat limestone or dolomitic bedrock with shallow soils). Although some of the Red Banks Alvar is owned by the WDNR, it is not open for public access at this time.

Another unique landscape is Wequiock Falls. This is where Wequiock Creek flows over the escarpment near STH 57 and Bay Settlement Road. The falls is about 35 feet high and is part of Wequiock Falls County Park. At this glacial lake outlet, large blocks of dolomite from the escarpment and glacial boulders that were carried downstream lie strewn over the forest floor at the base of the falls. About one-quarter mile north is Little Falls. The junction of two small intermittent streams that drain the central portion of the Town forms this falls.

Point au Sable is almost entirely wooded wetlands, providing critical habitat for migrating waterfowl, amphibians, mammals, and plants. The Nature Conservancy owns approximately 122 acres of land on the point, thereby protecting it from any development. The Green Bay East Shore – Cumulative and Secondary Impacts Study, produced by Bay-Lake RPC, identifies Point au Sable as a site with characteristics that would make it suitable for designation as a State of Wisconsin Natural Area.

Wildlife Habitat

The best wildlife habitat in the Town of Scott is associated with large tracts of wetlands and/or woodlands, such as those found along the escarpment, Point au Sable, and Red Banks Alvar. In particular, there are a number of very rare species of plants and glacial relict snails located from the base to the top of the escarpment. Large tracts and corridors of woodlands or wetland-type vegetation offer areas for wildlife movement, feeding, and nesting. Small areas and "edge" areas can also provide some limited wildlife habitat.

Due to federal, state, and local regulations, the threat of loss of wetland habitat is greatly diminished. Nevertheless, these areas are still affected by development around their edges, by regional issues, such as water quality impairments, and by potential invasion

of exotic species. Protection of the wooded areas and wetland areas of the Town is vitally important for providing wildlife habitat.

Wild game birds and mammals found in the Town include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, wild turkeys, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

Preservation of wildlife habitat, particularly habitat associated with the escarpment, is critical for the survival of the rare plants and animals that live there.

Threatened and Endangered Species

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

Threatened or endangered species in Scott include:

- Cherrystone Drop Snail (threatened).
- Yellow Gentian (threatened).
- Handsome Sedge (threatened).
- Dwarf Lake Iris (threatened).
- Midwest Pleistocene Vertigo Snail (endangered).
- Purple False Oats (endangered).

In addition to the listed threatened or endangered species, there are a number of other species of flora and fauna that are considered to be of "special concern" that may be listed as threatened or endangered in the future.

Rare species and natural communities are important components of the Town of Scott's natural resources, and protecting these resources is essential to ensure the long-term sustainability of the Town's environment. The primary threats to these species are the loss of wetlands and diminishing habitat along the Niagara Escarpment due to development and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. Since the Niagara Escarpment is such a critical habitat for a number of endangered, threatened, or special concern species throughout Brown County, preservation of the escarpment when possible should be of primary importance to the Town of Scott.

Scenic Resources and Topography

The topography in the Town of Scott is very diverse, ranging from the Green Bay bayshore to the relatively flat southeastern part of the Town to the steep change in elevation associated with the Niagara Escarpment. The Niagara Escarpment, or “ledge,” is a geologic formation that underlies the eastern portion of the Town, running in a northeast to southwest direction. The escarpment is the result of years of geologic activity and erosion forces on the rock layers that underlay the Town’s land surface. Niagara dolomite was much harder than the surrounding rock and did not completely succumb to nature’s eroding forces, and as a result, the dolomite rock that formed the ledge stands much higher than the surrounding land surfaces of today. It ranges from about 20 to 40 feet in height in the southwestern portion of the Town to about 100 feet in height in the northeastern portion of the Town. As a result of the scenic views from the top of the escarpment face, the escarpment is proving to be a very desirable site for new homes, resulting in increased fragmentation of the critical wildlife habitat corridor that exists along the ledge.

The Niagara Escarpment is under increasing stress from competing interests, including residential development, nonmetallic mining operations, and conservation interests. As Scott continues to feel these increasing development pressures, the competing interests for the ledge will also intensify. It is critical that Scott recognizes the escarpment as a very unique natural resource within the Town, as well as in the State of Wisconsin, and work with developers, nonmetallic mining operators, conservation groups, and other public agencies to minimize the negative impacts of development on the ledge and work to preserve it whenever possible. Figure 7-11 provides a generalized location of the Niagara Escarpment ledge face.

Panoramic views of the waters of the Bay of Green Bay from the escarpment are breathtaking. The forested areas in the northern portion of the Town offer good scenery, as well as house a number of different species of wildlife that utilize the habitats of the area. Because of the contrast they provide from the surrounding landscape, all of the forested areas in the Town are also scenic resources. Protection of these areas adds to the attractiveness of the Town as a place to live.

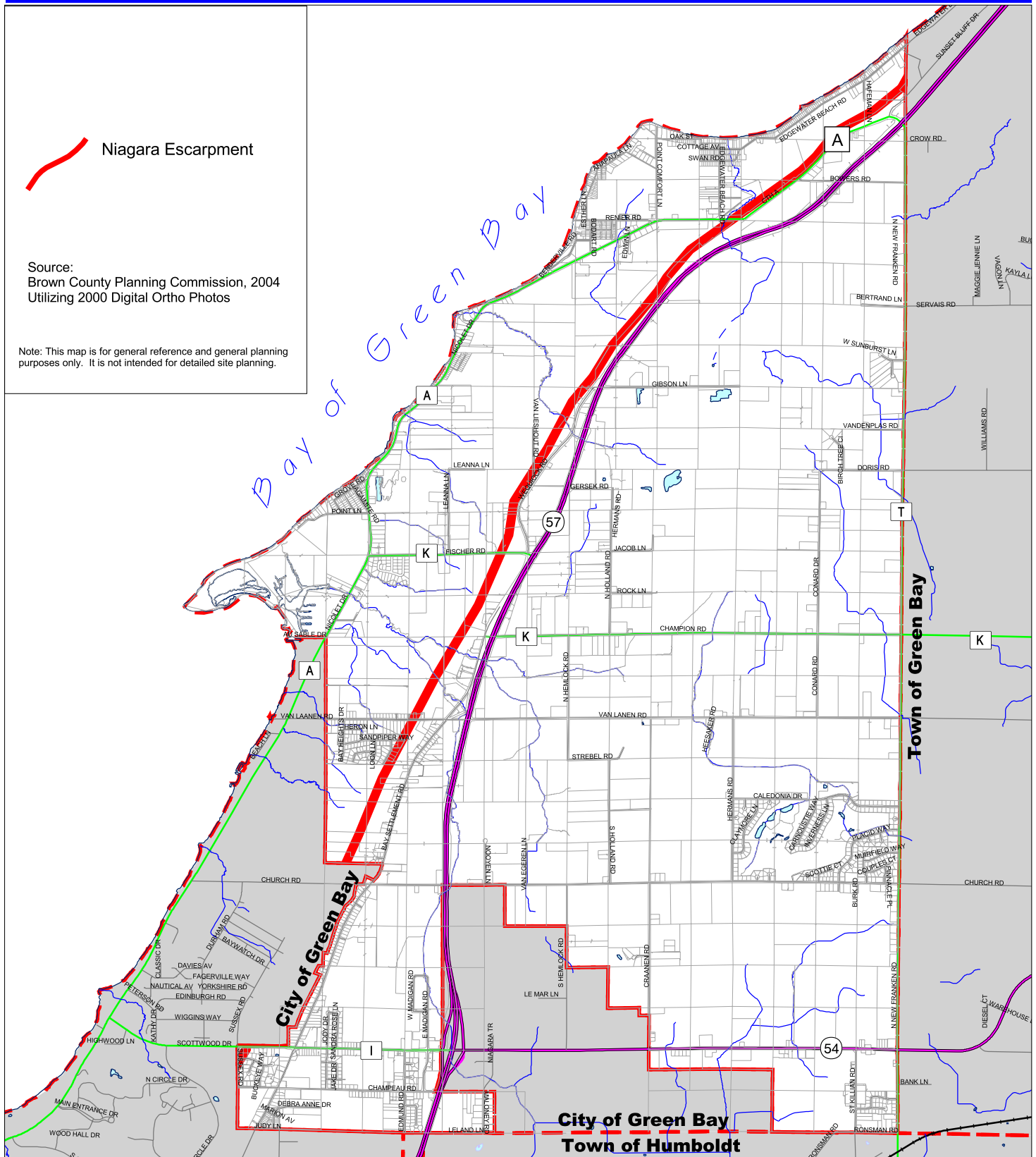
Mineral Resources

While there are no active metallic mines anywhere in Wisconsin, 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, 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 Niagara Escarpment, which extends through Brown County, contains some of the state’s highest quality aggregate materials. Most commonly mined from the portion of the escarpment in Brown County is dimension limestone that is used primarily for landscaping.

Figure 7-11

Generalized Niagara Escarpment Ledge

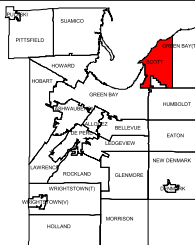
Town of Scott, Brown County, WI



Niagara Escarpment

Source:
Brown County Planning Commission, 2004
Utilizing 2000 Digital Ortho Photos

Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.



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Map prepared by Brown County Planning Department.
April 2005.



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The Town of Scott has three active limestone quarries within its corporate boundaries. The Daanen & Janssen quarry and the Payne & Dolan quarries are located on Church Road in the southern part of the Town, while the Gersek quarry is located at the northern end of N. Holland Road in the central part of the Town.

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 allows mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and could 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 prohibits mining.

Wisconsin passed a second nonmetallic mining law in 2000, the 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. However, the administrative code further states that the county ordinance will apply to every city, village, or town within the county until such time as the city, village, or town adopts and administers the ordinance itself.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Scott, opted not to adopt and enforce their own mining reclamation ordinance but rather to allow Brown County to adopt an ordinance having jurisdiction within the community.

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.

Historic Buildings

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) for tracking 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.

There are 14 records listed in the AHI for the Town of Scott. Examples of places listed include the Wequiock Presbyterian Church, St. Killian's School and Church, private

homes, and Holy Cross Rectory. The structures are scattered throughout the Town. None of these sites, however, are listed in the national or state registry of historic places.

Archeological Resources

Archeological sites provide a window to the past. They provide information and insight as to the culture, activities, and beliefs of the previous residents of the Town of Scott. Current state law gives protection to all human burial sites, in addition to a number of programs and restrictions relating to other archeological sites.

The Neville Public Museum provided an inventory and report detailing the archeological sites in the Town of Scott. The following information is from that report, compiled by Janet M. Speth of the Neville Public Museum of Brown County.

An inventory completed by the Neville Public Museum of Brown County indicates that the Town of Scott has 94 archeological sites listed in the Archeological Site Inventory (ASI) maintained by the Wisconsin Historical Society, with at least two additional sites represented in the collections of the Neville Public Museum. Dates on the archeological sites range from some of the earliest sites in northeast Wisconsin from 6,000-7,000 B.C. to late nineteenth/early twentieth century historic sites. Many of the sites are burial sites in the form of mounds, habitation sites, or caves. Village sites of the Oneonta culture (A.D. 1200-1600) line the shore of Green Bay.

Red Banks is well known as the traditional origin site of the Ho-Chunk and is shown on a seventeenth century French map as a Ho-Chunk village. Artifacts from the Red Banks area in the Neville Public Museum document a history of several thousand years, including a likely seventeenth century and a later nineteenth century occupation. The Town of Scott and Ho-Chunk Nation should work cooperatively and communicate often to ensure that any archeological sites and/or remains in the Red Banks area are not disturbed by development practices.

Point au Sable is also likely the site of a seventeenth/eighteenth century Native American village, based on artifacts in the Neville Public Museum and on nearby recovered burials. The area has traditionally been reported as the site of a Potawatomi village; although, burials recovered in the 1940s are referable to the Ioway or Ho-Chunk.

A very high proportion of the archeological sites reported for the Town of Scott contain human burials. Therefore, any disturbance to archeological sites in the Town is likely to uncover human burials. Areas where mound sites have been reported in the past should be resurveyed to relocate and map the mounds and establish a buffer around them. Current conservancy areas in the Town contain important archeological sites and should be taken into consideration prior to releasing these areas for development.

Developing these sites before they can be catalogued and studied is the threat to this resource. However, knowledge about archeological sites is typically kept confidential to prevent collectors from damaging them. Therefore, when developing in the Town, excavators should be aware that they may encounter archeological artifacts and, if so, officials of the Neville Public Museum should be notified immediately.

Parks, Recreation, and Open Space

The Town of Scott has a rather limited number of park and recreation sites within its boundaries. Figure 7-12 identifies the existing public recreational sites in the Town. In addition, there are approximately 115 acres of privately-owned recreational land ranging from a golf course to private, nonprofit nature preserves. The park and recreation facilities are analyzed in much more detail in the Utility and Community Facilities chapter.

Figure 7-12: Publicly-Owned Park and Recreation Lands in Scott

Park or Recreation Land	Owner	Acres
Volk's Landing	Town of Scott	0.2
Lloyd Street Bayshore Access	Town of Scott	In ROW
Point Comfort Road Bayshore Access	Town of Scott	In ROW
Wequiock Elementary School	Green Bay Area School District	11.4
Wequiock Falls Park	Brown County	3.4
UWGB Arboretum (portion)	State of Wisconsin	20.0
Red Banks Alvar State Natural Area	State of Wisconsin	84.7
Nicolet Memorial Wayside	State of Wisconsin	In ROW

Nighttime Sky

One of the issues that came up at the visioning session and again at a CAC meeting is that of light pollution and the washing-out effect it has on the nighttime sky. Many residents of the Town of Scott enjoy being able to look up into the night sky and see the countless stars and constellations, one of the benefits of being in a more rural community. As Scott continues to grow, the Town should ensure that new businesses and street lights utilize downward projecting light sources for parking lots, streets, advertising, etc. to ensure that the nighttime sky is not washed out. Scott should consider the development of an ordinance that deals with new outside lighting and specify that new stationary light sources should be directed downward.

Community Design

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

At this time, the Town of Scott does not generally capitalize upon its own distinctive identity. For instance, there is no uniform appearance to the signage and roadways in the Town, and there is no particular focus or emphasis placed upon the bayshore or the Town's many different natural areas. Therefore, there is a danger that Scott's identity will not be distinctive enough to set it apart from any other community. Recently, Scott

took steps to begin the formulation of its own identity by developing a long-term border agreement with the City of Green Bay, which gives Scott time to plan for its future.

Its cultural landmarks, especially public gathering places, also portray Scott's identity. Churches, libraries, dance halls, and similar institutions are what often spring to mind when one thinks of a community. Within Scott, its natural features, history, and small unincorporated communities are often what come to mind.

To create a distinct and attractive identity, to foster community pride, and to promote the Town as a unique place in Brown County, it is proposed that:

- A "town center" containing a mixture of residential, commercial, recreational, and institutional uses should be identified. The town center should be of a pedestrian scale with commercial uses close to the sidewalks and streets, parking behind or otherwise screened, decorative street lighting, and quality design standards.
- The Town's entrance corridors and town center should be a focal point of Scott's efforts to achieve good design and a distinct identity. Signage welcoming people to Scott with a slogan, logo, or brand should be a priority step in creating an identity for the Town.
- Planting street trees should be encouraged as a means of beautifying the built environment and providing neighborhood character. Trees and the natural/rural character they provide are some of the primary reasons people continue to move to Scott. Scott should require the planting of street trees for new subdivisions where trees do not already exist. In addition, the Town should seek to preserve selected existing trees either by working with developers to design around such trees or through a tree preservation ordinance.
- Even small areas of greenspace within residential developments are cultural resources that add value and cohesion to neighborhoods. New developments should contain small neighborhood parks or greenspace either through the use of conservation subdivisions or by setting aside small areas as 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.
- 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.
- Natural, cultural, and agricultural resources education should be encouraged. Spreading knowledge of the importance of the Town's natural, cultural, and agricultural resources and ways to maintain them are essential implementation tools.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Scott 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. These recommendations are addressed in this section.

Farmland Preservation

Although Scott is beginning to experience a transition from a primarily agricultural community to one that is increasingly residential in nature, it still has a number of active farming operations. Agriculture provides a large part of the rural feel that Town residents wish to maintain. Therefore, Scott should encourage agricultural activity in the Town for as long as possible.

Purchase of Agricultural Conservation Easements

Some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. This farmland preservation tool benefits the farmer, as well as the community. The farmer can benefit financially on the development potential of the land while still keeping it in production and maintaining all other rights to the land, including the right to live on the land, to continue to farm the land, and to exclude trespassers. The farmer may enjoy reduced property taxes and estate taxes. The monies received for the easements can be used for farm improvements, making the farm more productive and economically palatable to the community. In addition, the community will enjoy all the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland for future generations.

The typical funding mechanism for purchasing agricultural easements is through a combination of local funding sources (fees, taxes, other revenue sources) and state and federal matching grants. The purchase price of an easement tends to be very expensive in areas similar to Scott where rapid growth and suburbanization drives up the price of land. Prior to Scott deciding to undertake a purchase of agricultural conservation easement program, it should first prepare an educational program detailing how other programs work and what the results of the programs are. Following the educational process, Scott should determine through a survey or referendum question to what degree residents of the Town are willing to contribute monetarily to the program.

Creation of Parks

Parks often include or are located adjacent to natural resource features, such as woodlands, wetlands, stream corridors, and scenic, historic, or archaeological sites of importance to the community. This allows greater public accessibility to natural and cultural resources and potentially enhances their protection through public ownership. It can also allow for connectivity of parks through natural resource corridors. Future parks and recreational facilities can also be coordinated with adjoining communities and counties to allow for potential regional trails, avoid redundant or competing facilities, and foster cooperation and efficiency.

Wequiock Falls Park, a Brown County-owned facility located along Wequiock Creek in the west-central portion of the Town, is an example of a park that not only provides recreational opportunities for residents but is also a unique natural area. The park provides access to Wequiock Creek and the 35-foot-tall Wequiock Falls.

It is recommended that the Town prepare and implement a park plan for the community, including consideration of the creation of new parks and/or the preservation of important natural resource features.

Natural Corridors (Parkways)

The Brown County Open Space and Outdoor Recreation Plan recommends and supports the concept of natural corridors or parkways. These areas are an excellent means of maintaining stream corridors and providing many benefits. By keeping intensive development out of the stream corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved.

Parkways could be created and/or maintained along the Niagara Escarpment and the Town's primary streams, such as Wequiock Creek or other tributaries. The parkways should, at a minimum, include the face of the escarpment and a setback from the top and bottom of the face and the floodway portion of the creek and, ideally, the floodplain and any adjacent wetlands and steep slopes. The corridors that are preserved would remain mostly undeveloped as wildlife corridors and would preserve natural beauty and scenic views, provide stormwater management areas, provide trail opportunities, and link parts of the Town together. The parkways would also enhance public access and allow the Town to capitalize on the intrinsic value of its most notable natural features.

Acquisition of parkways could occur anytime that an opportunity arises. Generally, it would occur at the time adjacent lands are developed and could be accomplished either through dedication or purchase. However, due to their particular importance, the Town should consider immediate study of the escarpment and Wequiock Creek to determine the benefits that parkway designation could bring to the Town. If public acquisition is not feasible, private ownership subject to conservation easements should be considered.

Consideration of Flexible Development Practices

Flexible or alternative development approaches and zoning techniques can help preserve the agricultural and natural resources within the Town. Too often municipal zoning ordinances lack flexibility and the ability to approve different development techniques that may do a better job of preserving the natural resources of a community. A community must be willing to be creative if the effort will yield positive results for the community.

To promote development practices that preserve more of the natural areas of the community, greater flexibility and incentives should be considered for Scott's development codes. Developers and Town officials should promote a harmonious relationship between the natural landscape and built environment and should strive to encourage preservation of natural areas within newly developed areas. Conservation subdivision development is an alternative development technique to conventional

subdivision development and is generally more sensitive to the natural environment than conventional subdivisions. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain natural features that the Town wants to preserve and protect, particularly along the sensitive Niagara Escarpment. Allowing reduced or average lot sizes, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered as a means to protect critical natural features.

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 or even prime farmland can be left as preserved open space.

Education and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources and ways to maintain them is an essential implementation tool. For example, educating property owners along the bayshore, Wequiock Creek, and other streams about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Informational articles regarding issues, such as groundwater protection, the uniqueness of the Niagara Escarpment, and stormwater runoff, could all be included on the Town's website or periodically included within the Town's newsletters. Water resource educational materials are also available from the WDNR and the UW-Extension.

Summary of Recommendations

- Since agriculture is such a large part of the economy and character of Scott, the Town should encourage those agricultural producers who wish to continue farming by minimizing the impacts of residential development on active farming operations and informing new residents of Scott that farms and their associated sights, sounds, smells, etc. are active in the Town.
- The Town should continue to implement the Brown County Farmland Preservation Plan and preserve the Town's productive agricultural lands through proper zoning and planning.
- The Town should review the state and county regulations regarding livestock facilities to determine whether these regulations adequately address concerns the Town has about large-scale farming operations. The Town should modify its zoning ordinance to properly address the State Livestock Facility Siting Law.
- The Town of Scott should encourage and support the efforts of the Brown County Land Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the Town. This would include support of agricultural best management practices as conservation tillage, crop rotation, and control of livestock access to streams.

- The Town should encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers. This is likely the single most effective means to protect and even improve the water quality of the Town's rivers, streams, and drainageways.
- The Town should require flood studies prior to land division or development adjacent to its rivers, streams, and drainageways when such studies do not exist and when benefits would result from the studies.
- The Town of Scott should work proactively with the Brown County Planning Commission to identify and educate the Town's residents of the importance and regulations associated with ESAs.
- Encourage the preservation and restoration of native stands of hickory trees whenever possible.
- In order to ensure a safe supply of private drinking water, the Town should consider developing a well-testing program to identify contaminants that may be present, such as bacteria, nitrates, or pesticides. The Town should provide new homeowners on private wells with information regarding proper maintenance, testing, and closure of their wells, such as the educational brochure from the WDNR entitled "You and Your Well."
- The Town of Scott should 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 protect groundwater used by private wells in these areas.
- New development proposed for areas above and below the escarpment should be designed to minimize visual impact and minimize impact on the very sensitive flora and fauna associated with the escarpment. Therefore, every effort should be made to preserve the existing trees and vegetation that make the ledge a very scenic area and help contribute to the rural feel of the Town. This could be accomplished through the use of very large lots to minimize the density of homes on the ledge, utilization of conservation easements, public purchase, purchase of development rights, or alternative subdivision design techniques. The Town should also undertake a study to determine if areas on top of the Niagara Escarpment are scientifically unsuitable for large-scale livestock facilities or other types of intensive land uses.
- The Town should ensure that the various competing interests for the Niagara Escarpment recognize its sensitivity and uniqueness in the state. Scott should also work with the WDNR, private landowners, The Nature Conservancy, and other public or nonprofit agencies to preserve parts of the escarpment whenever appropriate.
- The Town should inventory and consider protection of its identified historic structures in order to preserve remnants of the Town's recent history.
- Because of the presence of high quality nonmetallic mineral resources in the Town of Scott and because of the potential for both significant positive economic impacts and negative environmental and land use impacts, relevant Town ordinances should be subjected to further review and discussion to ensure that they adequately address issues along the escarpment, such as truck traffic, blasting, and endangered plant and

animal resources. It is also important for the Town to recognize that new residential uses are not typically compatible with active quarrying operations. Therefore, the Town should use caution when considering approval of new residential developments near active quarries.

- The Town should consider development of an ordinance limiting new stationary lighting to be directed downward in order to preserve the nighttime sky.
- Scott and the Ho-Chunk Nation should cooperatively work to protect all archeological sites in the Red Banks area through increased communication and sharing of information.
- The Town 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's culture and history.
- The Town should begin implementing techniques to create a unique identity for itself, such as the development of a logo, slogan, or brand for welcome signs at the primary entryways to Scott.
- The Town should identify a location and work with the private sector to create a pedestrian-friendly "town center" with a mixture of residential, commercial, recreational, and institutional uses to create a focal point for the Town.

CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and is a very important aspect of the Town of Scott Comprehensive Plan. As Scott develops over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues (transportation, stormwater, environmentally sensitive areas, etc.) do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Town has with other units of government and identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities chapter of the plan. Figure 8-1 identifies the regional setting of the Town of Scott.

Analysis of Governmental Relationships

Green Bay Area Public School District

As discussed in the Utilities and Community Facilities chapter, the entire Town of Scott is contained within the Green Bay Area Public School District. The district is currently in the process of determining future boundaries for its middle and high schools, based upon the building of a new high school in the Village of Bellevue. A new high school should relieve some of the pressures from Green Bay Preble High School, which Town of Scott students attend.

It is critical that the Town and school district maintain open lines of communication, particularly when looking for future school sites. Scott and the school district should begin planning for future school sites, particularly in the area south of Church Road, prior to development occurring and forcing a scramble and a potentially higher price for a school site in this area. Scott should encourage the school district to locate schools in areas that can be easily and safely reached by young pedestrians and bicyclists by means of sidewalks, bicycle routes, and/or off-street trails. Additionally, in order for the school district to adequately plan for future enrollment and bus routes, Scott should notify school district officials of any planned large residential developments in the Town as early in the process as possible.

Adjacent Communities

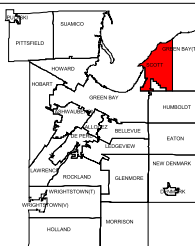
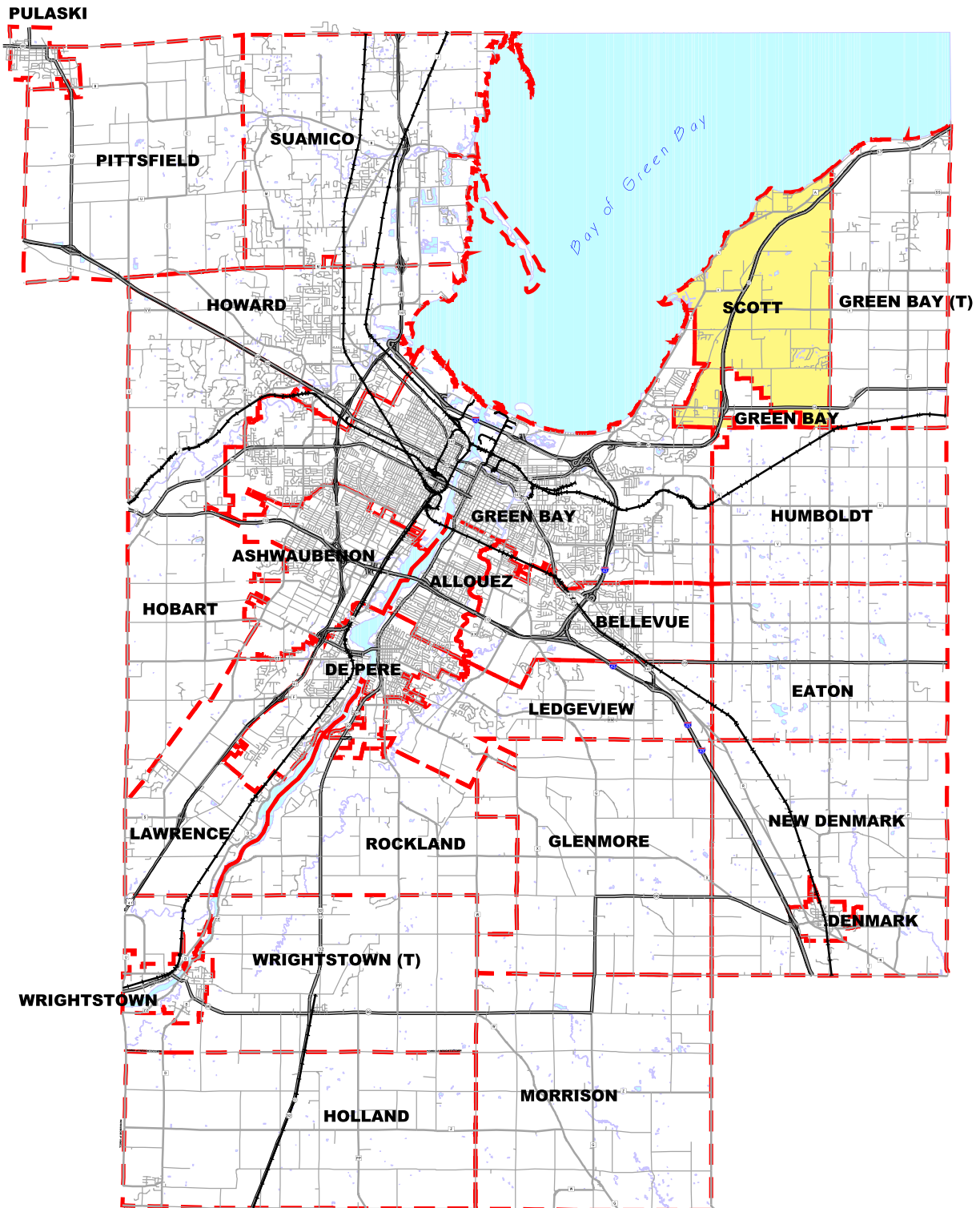
City of Green Bay

The City of Green Bay and Town of Scott have a very good working relationship, largely as a result of a comprehensive boundary agreement that fixes the Town/City boundaries

Figure 8-1

Town of Scott Regional Setting

Town of Scott, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
September 2005.

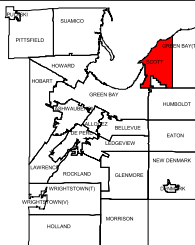
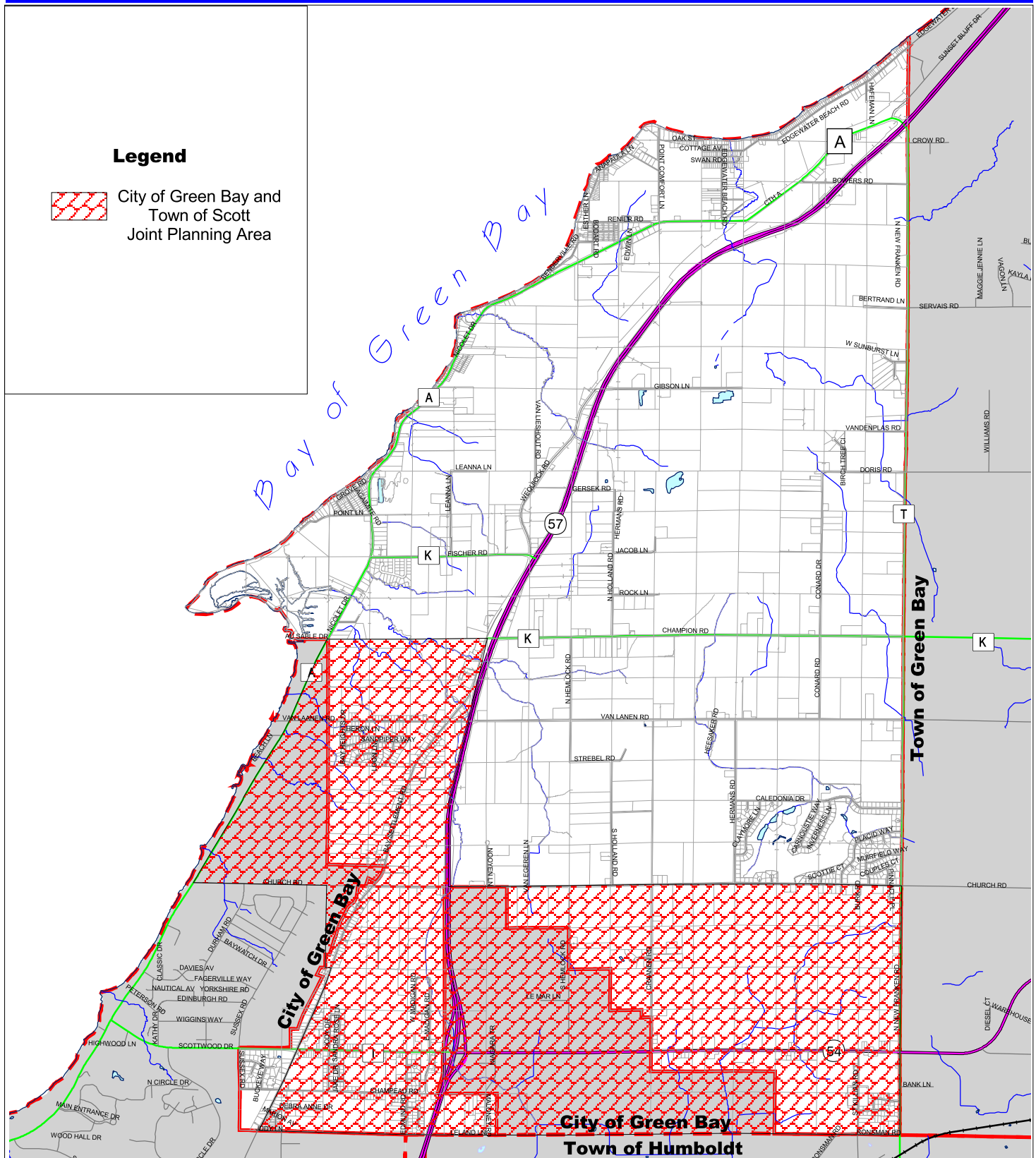


2 0 2 4 Miles

Figure 8-2

City of Green Bay and Town of Scott Joint Planning Area

Town of Scott, Brown County, WI



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Map prepared by Brown County Planning Department.
September 2005.



2 0 2 4 Miles

for approximately the next 28 years. The boundary agreement was determined to be the best course of action for both the Town and City following an incorporation petition from the Town and a series of lawsuits filed by the City. As a result of the boundary agreement, the City of Green Bay received approximately 1,137 acres of land formerly in the Town of Scott, and Scott received approximately 90 acres of residential property and some vacant property detached from the City to the Town, in addition to a fixed boundary for 30 years at the time of signature. The second primary component of the agreement is that the City of Green Bay agreed to make potable water available to Scott residents.

An additional outcome of the agreement is the establishment of the “Joint Planning Commission” (JPC), consisting of three appointed members from each community. The JPC provides recommendations on rezonings and land divisions in the Joint Planning Area (see Figure 8-2) to either the City or Town Planning Commission, depending in which community the proposal is located. The JPC also provides a forum for discussions and consensus building in terms of planning future land uses, transportation connections, and municipal facilities for the Joint Planning Area.

The City of Green Bay and Town of Scott should continue cooperation and communication within the Joint Planning Area and look to expand cooperation when possible.

Adjacent Towns of Green Bay and Humboldt

An intergovernmental meeting of the Towns of Scott, Green Bay, and Humboldt was held on September 19, 2005, at the Scott town hall. Discussions were related to the potential for cooperative efforts among the three towns as a means for improved services and potential cost savings. Issues that were discussed included the following items:

- Fire protection and the potential need for an additional fire station in the northern part of Scott or Town of Green Bay. When their planning processes are complete, they will compare the future land use plans and work with the New Franken Volunteer Fire Department to identify potential future sites. Discussions relating to fire protection were to ensure that WisDOT understands the Towns’ desires for frontage roads along STH 57 for access purposes.
- The Towns discussed the future of snowplowing and its contracts with Brown County. As budgets get increasingly squeezed, this may become more of an issue in the future.
- Rescue service may need to be expanded in order to reduce response times for growing populations. Currently, County Rescue provides service from its Bellevue location, and discussion centered on the potential costs and benefits of locating a second ambulance in or near the New Franken Fire Station.
- The New Franken Storm Sewer District and Brown County Drainage District #4 are two separate governmental bodies that need to be brought to the table to work together on some issues, such as stormwater management. Discussion was also held on the potential to work together on a regional stormwater management plan for the

three towns as a means to better manage stormwater and to potentially generate cost-savings.

- Administration of such town services as voting procedures and equipment and building inspection were discussed, as well as the potential for shared equipment and the future possibility of the three towns hiring a single building inspector. Additional discussion centered on the potential for shared grass cutting equipment.
- Since the community of New Franken is split among all three towns, the importance of communication regarding planning, zoning, and other development issues was discussed.
- It was recommended that the three towns continue to meet quarterly at a rotating location in order to continue to improve communication and identify additional opportunities for shared services.

Other Entities

Green Bay MPO

The Green Bay Metropolitan Planning Organization (MPO) is a federally-designated transportation planning agency for the Green Bay urbanized area. Green Bay's MPO is a component of the Brown County Planning Commission, and the MPO was extensively involved in the development of the Town's comprehensive plan. The MPO also works with the Town each year to develop the urbanized area's Transportation Improvement Program (TIP), and the Town and MPO have worked together on several other projects in the past.

Sanitary Districts / Green Bay Metropolitan Sewerage District (GBMSD)

The Town of Scott and the four sanitary districts have not historically worked in close cooperation with each other. The policies of the sanitary districts sometimes conflict with the plans of the Town of Scott. In the interest of the cost-effective provision of services and planned growth, it is critical that the Town and all four sanitary districts work in coordination toward the same goals.

As discussed in the Utilities and Community Facilities chapter, the Town and sanitary districts should jointly sponsor a facilities study to determine the best way to manage the efficient provision of sanitary sewer and water service to Town residents, while growing in a sustainable, managed manner.

Additionally, the Town of Scott and the sanitary districts will need to inform GBMSD of their future plans to ensure timely provision and/or reconstruction of sanitary sewer main interceptors and other necessary facilities.

Bay-Lake Regional Planning Commission

Since the early 1970s, the Bay-Lake Regional Planning Commission has helped communities apply for and obtain economic development grants and other financial assistance, performed surface evaluations of local roads, and provided several other

services. Recent Bay-Lake RPC projects, such as the *Cumulative and Secondary Impacts of Development on the East Shore of Green Bay* and *An Inventory and Assessment of the Resources of the Niagara Escarpment in Wisconsin*, included portions of the Town of Scott. In the future, Scott should contact the Bay-Lake RPC to explore additional grant opportunities and to utilize Bay-Lake staff to complete grant applications, particularly those related to coastal management or escarpment preservation.

Brown County

The two County departments that currently have the most significant presence in the Town are the Brown County Highway Department and Brown County Park Department.

Highway Department

The plan's Transportation chapter recommends that the Town continue to use roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Scott residents. Since the Brown County Highway Department has jurisdiction over some of the major streets and intersections in the Town, it will be very important to cooperate with the department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas (as discussed in the comprehensive plan's Transportation chapter).

Parks Department

Wequiock Falls Park and a small piece of property near the mouth of Wequiock Creek are owned and maintained by the Park Department. Wequiock Falls, in particular, is a popular destination for tourists and residents alike to view Wequiock Creek cascading over the escarpment ledge. In the future, Scott and the Brown County Park Department should work together to ensure that Wequiock Falls Park continues to be an attractive amenity to the Town and region.

State of Wisconsin

Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WisDOT) recently completed the conversion of STH 57 from a rural two-lane highway to a four-lane expressway with an interchange at STH 54. Minimizing access to STH 57 in order to enhance its capability of being an overhead carrier of traffic through the Town of Scott is a WisDOT goal. However, it is important that prior to any access point improvements being made, WisDOT, Bay-Lake Regional Planning Commission, Brown County, and the Town of Scott should discuss and plan for appropriate locations and types of access control measures in order to maintain adequate access to STH 57 for residents, agricultural activities, tourists, and emergency vehicles.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (WDNR) is very active in the Town of Scott, particularly in purchasing land in the Red Banks Alvar State Natural Area, as discussed in the Natural, Cultural, and Agricultural Resources chapter. The Town of Scott should consider the WDNR as a critical partner in preserving the identified priority conservation areas in the Town of Scott. Through the Stewardship fund, the WDNR administers a grant program for the purchase and/or protection of sensitive lands for future generations of residents. Working with the WDNR to preserve these areas will help the Town with maintaining its rural character and building a unique identity in Brown County.

Summary of Recommendations

Green Bay Area Public School District

Scott should encourage the Green Bay Area Public School District to continue its practice of placing schools in neighborhood areas that can be easily and safely reached by young pedestrians and bicyclists and include Scott representatives in discussions about future school sites. The Town and school district should begin identifying future school sites in Scott, particularly near the identified town center area.

City of Green Bay

The City and Town should continue to abide by their comprehensive boundary agreement and, in particular, the utilization of the Joint Planning Commission as a forum for ongoing discussions regarding future cooperative efforts in the Joint Planning Area, including schools, public facilities, emergency service provision, park and recreation facilities, and economic development efforts.

Neighboring Towns of Green Bay and Humboldt

Scott should continue discussions with the Towns of Green Bay and Humboldt in order to find areas for future cooperation and maintain open lines of communication. Particular areas for cooperation include emergency services (police, fire, rescue), stormwater management, and administrative services.

Green Bay MPO

Scott should continue to work with the Green Bay MPO to plan and develop a comprehensive multi-modal transportation system for the Town and region.

Sanitary Districts / Green Bay Metropolitan Sewerage District

The Town, sanitary districts, and GBMSD need to ensure that all parties are working toward the unified goal of a logical, compact development pattern through the cost-effective provision of public sewer and water facilities. Additionally, the Town and the sanitary districts should sponsor a facilities study to determine the costs and benefits of creating a single utility district in Scott.

Bay-Lake Regional Planning Commission

Scott should contact the Bay-Lake Regional Planning Commission to explore additional grant opportunities and to utilize Bay-Lake staff to complete grant applications. Especially pertinent to the Town of Scott is the Wisconsin Coastal Management Program (WCMP) funding for such projects as bayshore archeological surveys, additional bayshore access points, and nonpoint source pollution abatement.

Brown County

Scott should cooperate with the Brown County Highway Department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Highway Department and the Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas. In addition, the Town and the Brown County Park Department should work together to ensure that Wequiock Falls Park continues to be an attractive amenity to the Town, County, and region.

State of Wisconsin

Wisconsin Department of Transportation

WisDOT should involve Town of Scott representatives and residents and Brown County officials prior to making any decisions regarding closure or otherwise changing access points to STH 57. Specifically, emergency service access must be maintained to the north and west side of the highway for the New Franken Volunteer Fire Department.

Wisconsin Department of Natural Resources

Scott should work cooperatively with the WDNR and other nonprofit resource preservation agencies to preserve the priority conservation areas in the Town. These areas provide a large part of the rural character the Town wishes to maintain and could help to formulate a unique identity for Scott.

Wisconsin Department of Agriculture, Trade and Consumer Protection

The Town should maintain contacts with DATCP to ensure that Town actions are consistent with the Livestock Siting Act and that agriculture and agricultural producers remain viable in the Town as long as they wish to remain.

General Recommendations

- Scott should cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Town, Brown County, and the region as a whole.
- Scott should work with the surrounding communities to develop an interconnected series of greenways and trails.

- Scott should work with the surrounding communities, Brown County, and WisDOT to coordinate the development of a consistent and cohesive bicycle, pedestrian, transit, and street/highway system that enables all Town residents to travel throughout the region easily and safely.

CHAPTER 9

Implementation

The completion of this comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development of the Town of Scott. 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.

Development of Scott Town Center

As discussed throughout the comprehensive plan, Scott is planning for the development of a town center in the area of Craanen Road and STH 54. In order for this plan to be placed into action, there are a number of steps the Town will need to take with regard to the Town's ordinances and procedures. The following matrix identifies the primary action steps for the Town.

Action Steps:

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Revise the Town's zoning ordinance to create a "town center" zoning district that allows for a mixture of uses and activities.	Planning Commission, Planning and Zoning Administrator	Town Board	2006
Coordinate with WPS and WisDOT to ensure their plans are consistent with the Town's vision for the town center.	Planning and Zoning Administrator, Clerk	Town Engineer, Brown County Planning	2006
Commission the development of a detailed Town Center Plan that involves the property owners and includes a market analysis and sketches of what the town center could look like in order to build community support.	Town Board, Private Planning Consultant	Planning Commission, Planning and Zoning Administrator	2007-08

Zoning

Zoning is the most common regulatory device used by municipalities to implement 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.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Begin basing zoning and subdivision approvals on the concepts contained in this plan immediately following adoption. Ensure that those decisions are consistent with the plan.	Town Board	Planning Commission, Planning and Zoning Administrator	2006
Create an updated GIS-based official zoning map utilizing the Brown County Parcel Map as a base.	Planning Commission, Town Board	Planning and Zoning Administrator, Brown County Planning	2006
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.	Planning Commission and Town Board	Planning and Zoning Administrator	2006
Clearly identify the requirements and permitted uses within each zoning district to ensure that the neighbors and developers have a clear sense of what is and is not permitted and/or expected within each district.	Planning and Zoning Administrator, Planning Commission	Town Board	2006-07

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
The Town's zoning ordinance should be revised to promote concepts from the comprehensive plan, such as the town center and mixed land uses.	Planning and Zoning Administrator, Planning Commission	Town Board	2006-07
Review the zoning ordinance to ensure that there are no procedural impediments to the development of conservation subdivisions.	Planning and Zoning Administrator, Planning Commission	Town Board	2006-07
Develop a property maintenance code to ensure adequately maintained properties.	Building Inspector	Town Board	2007
Amend the zoning ordinance to include a district that allows traditional neighborhood developments based on the model ordinance developed by the state.	Planning and Zoning Administrator	UW-Extension	2008
Revise the zoning ordinance to properly address the existing shoreline development so that all structures are not considered to be nonconforming in terms of lot sizes.	Planning and Zoning Administrator, Board of Adjustment	WDNR, Brown County Zoning	2007

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the geography of the site and existing and future public facilities. New subdivisions must also be consistent with the community vision as outlined by the comprehensive plan.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
The Town should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division 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.	Planning Commission and Town Board	Planning and Zoning Administrator	2006
The subdivision ordinance should be revised to ensure that new development is consistent with the comprehensive plan. This is especially important in regards to encouraging neighborhood developments that are "walkable," "livable," and "varied," as stated in the plan. The subdivision ordinance should be revised to also contain design standards for open space, street widths and connectivity, sidewalks, trails, street trees, stormwater management, and other components of the comprehensive plan.	Planning and Zoning Administrator, Planning Commission	Town Board	2006-07
Amend the subdivision ordinance to include standards for traditional neighborhood developments.	Planning and Zoning Administrator, Planning Commission	Brown County Planning	2008

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, 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.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
An Official Map should be developed to reflect the recommendations of the Town's comprehensive plan. Items that should be mapped include transportation improvements (future street extensions and connections), future park sites, trails, utility rights-of-way, schools, and other facilities.	Planning and Zoning Administrator, Planning Commission	Town Engineer, Public Works	2008
Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.	Planning Commission, Town Board	Planning and Zoning Administrator	2008

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Based on the comprehensive plan's recommendations, the Town should update and review the priorities and schedules for public works projects, such as road construction and maintenance, park development and acquisition, sewage system upgrades, and water supply improvements.	Clerk/Treasurer, Town Engineer	Brown County Highway, WisDOT	2008

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Utilize the comprehensive plan's 5-year service increments when scheduling public utility and infrastructure improvements.	Town Engineer, Planning and Zoning Administrator	Planning Commission	2006
Annual updates to the Capital Improvements Program should occur, and these updates should be in compliance with the recommendations of the comprehensive plan.	Clerk/Treasurer	Planning and Zoning Administrator, Town Engineer	2007

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.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Develop a driveway permitting process to ensure that new driveways in the Town are built with the proper side slopes and culvert sizes.	Building Inspector	Town Engineer, Town Board	2006
Inform residents that filling of roadside ditches results in flooding and is not allowed.	Clerk	Building Inspector	2006
Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Planning and Zoning Administrator	2006

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
The Town should develop a housing code and property maintenance code to address concerns regarding substandard buildings and dwellings and their impact on surrounding properties. These codes should address concerns regarding dangerous buildings, blighting influences, neighborhood nuisances, crowding, health issues, sanitation, yard maintenance, and building deterioration on surfaces, such as paint, siding, and broken windows.	Building Inspector	Town Board	2006
Contact Green Bay-based Options for Independent Living to obtain information regarding visitability improvements to new homes and provide the information to builders and developers.	Building Inspector		2006

Outdoor Recreation Facilities

The Town contains a number of unique natural resource areas and is currently lacking in active park and recreation opportunities. Scott should actively seek funding to take advantage of these unique natural resources. As the Town continues to develop, it should also develop neighborhood parks for nearby residents and children to walk to, to congregate at, and to visit in order to converse with their neighbors.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Create a Park and Recreation Commission to oversee park and recreation programs, lands, and plans in the Town.	Town Board	WDNR	2006

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Develop a comprehensive outdoor recreation plan to provide an overall vision for recreational uses and provide eligibility to the Town for WDNR Stewardship funds for recreational activities and land purchases.	Planning and Zoning Administrator, Clerk/ Treasurer	WDNR	2006
Begin development of the Town's comprehensive trail network consistent with the comprehensive plan and Joint Planning Area. As subdivision plats are submitted, the trail plans should be reviewed to ensure trail connections are dedicated.	Planning and Zoning Administrator	Planning Commission	2006
Consider the development of an active community park in the southwestern portion of the Town.	Town Board	Planning and Zoning Administrator, WDNR	2010
Cooperate with the WDNR regarding potential purchases or protection of critical natural habitat areas.	Town Board, Planning and Zoning Administrator	Wisconsin Coastal Management	As property becomes available
Solicit the input of the Green Bay Area School District in identifying potential combination park/school sites, as well as recreational programming in the Town.	Planning and Zoning Administrator	Green Bay Area School District, Brown County Planning	2008
Open discussions with the Green Bay School District to look at elementary school boundaries and the future of Wequiock School.	Town Board	Green Bay Area School District	2006

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Utilize the Future Land Use Plan map to site future neighborhood parks throughout the community.	Planning and Zoning Administrator	Green Bay Area School District	2006
Begin discussions with surrounding communities regarding the potential for joint development of parks and recreational programming.	Planning and Zoning Administrator	Town Board, Green Bay Area School District	2007

Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques. In order to provide a basis for the formulation of the ordinance, a stormwater management plan is typically developed first. The ordinance should identify how smaller management practices can be designed to be compatible with the overall plan. The erosion control ordinance primarily addresses the reduction of sediment runoff associated with construction.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Review the Town's existing stormwater management plan to ensure it addresses stormwater quantity, quality, and recent changes in the law.	Town Engineer	Planning and Zoning Administrator, WDNR	2006-07
Discuss the development of a stormwater management plan with the neighboring Towns of Green Bay and Humboldt.	Town Engineer, Town Board	Clerk, Planning and Zoning Administrator	2006-07
Designate and train staff and revise procedures to effectively implement a stormwater management strategy.	Town Board	Planning and Zoning Administrator, Building Inspector	2006-07
Develop an erosion control ordinance to improve the Town's surface water quality.	Town Engineer	Planning and Zoning Administrator	2007

Multifamily, Commercial, and Industrial Site Plan and Design Review Ordinance

Site plan and design review ordinances are developed so that the Town has review authority over new construction to ensure that it builds the Town's identity. The ordinance also informs developers of what types of design treatments are required for approval prior to starting the process, thereby ensuring consistent decision-making and design.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Develop a site plan and design ordinance for multifamily, commercial, and industrial developments to ensure they are designed, signed, and laid out in a manner consistent with the vision of the comprehensive plan and that they contribute to the Town's desired identity.	Planning and Zoning Administrator, Planning Commission	Town Board	2008
Create a site plan and design review committee to review plans for consistency with the ordinance.	Town Board	Planning Commission	2008

Archeological Site Preservation Ordinance

The Town of Scott has a large number of known and unknown archeological sites within its boundaries. It is known that the Niagara Escarpment and area below the escarpment, in general, and the Red Banks area, in particular, contain significant archeological resources. It is critical that people developing in the Town of Scott and especially in these areas understand that they may come across federally-protected archeological artifacts. The ordinance would inform developers of this possibility and list the necessary steps if artifacts are found.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Develop an archeological site preservation overlay district.	Town Board, Planning and Zoning Administrator	Planning Commission, Wisconsin State Historical Society, Neville Public Museum	2008

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Inform residents of grant funding and tax credits to assist property owners in the rehabilitation and maintenance of historic structures.	Planner	Wisconsin State Historical Society	2007

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 Scott. It is necessary for the Town to continue to maintain these contacts and keep everyone apprised of information pertinent to each stakeholder.

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Commission a study to determine the costs and benefits associated with four sanitary districts as opposed to one utility district.	Town Board, Sanitary Districts	WDNR, Brown County, Town Engineer	2006
Work with WisDOT, City of Green Bay, Town of Green Bay, and Brown County to develop corridor plans and access management for STH 57 and STH 54.	WisDOT, Town Board	Brown County, City of Green Bay, Town of Green Bay	2007
Meet annually with the Green Bay Area School District superintendent to discuss future school needs and possible cooperative ventures in terms of combination school/park sites and programming opportunities.	Town Chair, Planning and Zoning Administrator		2006
Hold an annual meeting with the chief elected officials from each of the surrounding communities to discuss any potential concerns or opportunities.	Town Chair	Clerk, Planning and Zoning Administrator	2006

Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Begin sending Town Board meeting agendas and minutes to the surrounding communities to improve communication and provide opportunities for input.	Clerk		2006
Stay informed of current events at the county, region, and state levels that may impact the Town.	Clerk	Town Board, Brown County Planning, Bay-Lake RPC	Ongoing
Continue to cooperate with the City of Green Bay in the Joint Planning Area.	Town Board, Planning Commission	Planning and Zoning Administrator, Clerk	Ongoing

Potential Funding Sources

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 state and federal agencies, including the 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 Town of Scott. However, this is just a sample, and a comprehensive list can be found with the link to the Wisconsin Catalog of Community Assistance.

Wisconsin Department of Administration

The Wisconsin Department of Administration (WDOA) Division of Intergovernmental Relations contains the Wisconsin Coastal Management Program (WCMP), which

provides funding opportunities for shoreland preservation and accessibility along Lake Michigan and Lake Superior. With Scott's length of Green Bay shoreline, WCMP could be a valuable partner in implementing the comprehensive plan. In the most recent 2005-2006 Coastal Management grant round, grants were available for:

- Coastal land acquisition.
- Wetland protection and habitat restoration.
- Nonpoint source pollution control.
- Coastal resources and community planning.
- Great Lakes education.
- Public access and historic preservation.

Detailed information regarding Wisconsin Coastal Management or other 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.

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** – 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-Based Economic Development Program (CBED)** – Designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps the community or community-based organizations plan, build, and create business and technology-based incubators, and it can also capitalize an incubator tenant revolving loan program.
- **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.
- **Community Development Zone Program** – A tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new fulltime jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone.
- **Wisconsin Main Street Program** – A comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. Communities are selected to participate on an annual basis and are judged on a submitted application. These communities receive technical support and training needed to restore their main streets to centers of community activity and commerce.

Additional information regarding the brownfields 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 Scott. 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.

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, which the Town already participates 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 Town 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 collectors).
- **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 WisDOT and local governments 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: <http://www.dot.state.wi.us/localgov/index.htm>.

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, mortgage rates, etc.). Therefore, if the Town's 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.

Action Steps:

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town should consider neighborhood opinion, while keeping in mind the goals of the Town as a whole in evaluating how a proposed amendment would meet the goals and objectives of the comprehensive plan. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public's best 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 of the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes and discourage urban sprawl and strip commercial development.
 - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.

- Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 - Conserve or enhance significant natural and historical features that help maintain the Town's rural character.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the Town's economy.
 - Provide for the formation and enhancement of neighborhoods.
 - Amendments should demonstrate that a substantial change in circumstances has occurred since the original designation.
- c. Scope of Review. The review and evaluation of proposed comprehensive plan changes should consider both the likely and possible future use of the site and associated impacts.
 - d. Cumulative Impacts. The review of individual comprehensive plan amendments should consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Town of Scott Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the Town Board.
 4. 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.
 5. The Town should complete a formal review and update of the entire comprehensive plan at least once every five years. Updated information should include, at minimum, new statistical information, existing land use, population projections, 5-year service increments, and a Future Land Use map. 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.
 6. At a minimum of once every ten years, the plan should be comprehensively rewritten using the formal process prescribed by the State Comprehensive Planning Law, including the maximum amount of public input, notification of neighboring/overlapping jurisdictions, 30-day review period, public hearing, and ordinance adoption.

**APPENDIX A – PUBLIC PARTICIPATION PROCESS FOR
THE TOWN OF SCOTT COMPREHENSIVE PLAN**

PUBLIC PARTICIPATION PROCESS FOR THE TOWN OF SCOTT COMPREHENSIVE PLAN

The Town of Scott Comprehensive Plan will include several public participation components. These components are summarized below:

Citizens Advisory Committee

At the beginning of the plan development process, the Town will appoint representatives to a citizens advisory committee. The advisory committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the Town's planning commission and board. All meetings will be open to the public, and the public is encouraged to attend.

Flier

To officially start the planning process, a flier will be mailed to each Town of Scott household that summarizes the process and provides survey questions for people to answer to get them thinking about planning issues. The flier will also invite residents to a community visioning session that will occur at the beginning of the planning process.

Community Visioning Session

Once the project is underway, a community visioning session will be held during an evening to establish many of the goals and objectives that will serve as the foundation of the comprehensive plan. All Town of Scott residents will be invited to attend the session to offer and discuss their ideas of how the Town should grow over the next several years.

Public Open House Meeting

Once the draft plan has taken shape, at least one public open house meeting will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and committee members and to suggest modifications.

Brown County Planning Commission Website

All draft chapters will be placed on the Brown County Planning Commission website located at http://www.co.brown.wi.us/Planning/smart_growth.html.

Other Locations for Draft Chapters

Additional draft chapters will be available at the Town of Scott town hall located at 2621 Jody Drive or may be requested from the Brown County Planning Commission at 448-3400.

Public Hearing

Following the open house meeting and the approval of the draft document by the citizens advisory committee, a public hearing will be held to receive additional input from the public.

Planning Committee and Town Board Meetings

Following the public hearing, the draft plan and feedback from the public hearing will be presented to the Town's planning commission and board. These meetings will be open to the public and will be intended to discuss and adopt the plan.

**APPENDIX B – RESOLUTION TOWN OF SCOTT
PLANNING COMMISSION**

RESOLUTION
2006-01-P01

TOWN OF SCOTT PLANNING COMMISSION

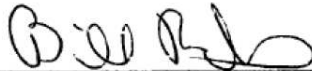
WHEREAS, the Town of Scott Citizens Advisory Committee has developed the Town of Scott Comprehensive Plan to guide and coordinate decisions and development within the Town in accordance with Wis. Stat. 66.1001; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Scott and State of Wisconsin; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on January 25, 2005, monthly citizens advisory committee meetings, an open house meeting on December 8, 2005, and a public hearing on January 3, 2006.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Scott Planning Commission recommends to the Town of Scott Board the adoption of the Town of Scott Comprehensive Plan.

Approved this 26th day of January, 2006.



Bill Roskams, Chair
Town of Scott Planning Commission

**APPENDIX C – ORDINANCE TO ADOPT THE TOWN OF
SCOTT COMPREHENSIVE PLAN**

TOWN OF SCOTT
BROWN COUNTY, WISCONSIN

ORDINANCE 2006-02-01
COMPREHENSIVE PLAN ORDINANCE

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Scott Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Scott, Brown County, Wisconsin to lawfully adopt a comprehensive plan in accordance with Wis. Stat. 66.1001.

SECTION II – AUTHORITY

The town board of the Town of Scott, Brown County, Wisconsin has authority under village powers under S. 60.22, Wis. Stats., its power to appoint a plan commission under ss. 60.62(4) and 62.23(1) Wis. Stats. and under s. 66.1001 Wis. Stats. to adopt this ordinance. The comprehensive plan of the Town of Scott, Brown County, Wisconsin must be in compliance with s. 66.100(4) Wis. Stats. in order for the Town to adopt this ordinance.

SECTION III – PREPARATION

The comprehensive plan was prepared by the Brown County Plan Commission in accordance with the contract with the Town of Scott and State of Wisconsin.

SECTION IV – ADOPTION OF ORDINANCE

The Town Board of the Town of Scott, Brown County, Wisconsin, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the Town Board present and voting, provides the authority for the Town of Scott to adopt its comprehensive plan under S 66.1001 Wis. Stats. and provides the authority for the Town Board to order its publication.

SECTION V – PUBLIC PUBLICATION

The Town Board of the Town of Scott, Brown County, Wisconsin has adopted procedures where several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on January 25, 2005, monthly Citizens Advisory Committee meetings and an open house meeting on December 8, 2005 and a public hearing on January 3, 2006.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board of the Town of Scott, Brown County, Wisconsin by the enactment of this ordinance formally adopts the document entitled "Town of Scott Comprehensive Plan Ordinance" under s. 66.1001(4)(c) Wis. Stats.

SECTION VIII – SEVERABILITY

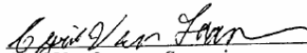
If any provision of this ordinance or its application to any person as circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect to invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

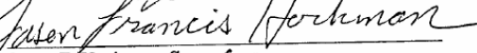
This ordinance is effective on publication or posting. The Town Clerk shall properly post or publish this ordinance as required under s. 60.80 Wis. Stats.

Adopted this 14th day of February, 2006.


Mike Van Lanen, Chairman


Cyndi Van Laanen, Supervisor


Kenneth Jacobs, Supervisor


Jason F. Horkman, Supervisor


Colleen Harris, Supervisor

ATTEST:


Donald L. Gibson, Clerk