

# **Village of Howard**

Comprehensive Outdoor Recreation Plan

2005 – 2010

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# OVERVIEW

## INTRODUCTION

This report is the Village's fourth comprehensive outdoor recreation plan and is intended to be a comprehensive update of the previous plans in 1983, 1988, and 1994. The current Village park plan is set forth in *Village of Howard Comprehensive Outdoor Recreation Plan*, dated February 1994, by the Brown County Planning Commission. The plan identifies the current recreational facilities within the Village, special issues and concerns within the Village affecting recreation, and recommends future improvements. The plan was extended on 4/15/02 and is good through December 31, 2004 for grant eligibility.

This new *Comprehensive Outdoor Recreation Plan* looks at the current status of outdoor recreation and open space in Howard, identifies anticipated future open space and outdoor recreation needs and prioritizes the actions which should be undertaken to meet those needs. This plan complements the 2002 *Village of Howard Comprehensive Plan*. The major policies and recommendations of the comprehensive (Smart Growth) plan are incorporated in this document. The goals, objectives, public meetings and public comments regarding parks, open space and outdoor recreation are the basis of this report.

Adoption of this plan by the Howard Village Board and endorsement by the Wisconsin Department of Natural Resources will maintain the village's eligibility to apply for and receive state and federal funds for open space and outdoor recreation purposes.

## OUTDOOR RECREATION AND OPEN SPACE

### Definitions

*Outdoor recreation* is defined as any leisure-time activity which utilizes outdoor public or private spaces to enhance the aesthetic, educational, or cultural dimensions of a person's life. Outdoor recreational experiences can be personal or group oriented, passive or active, and mentally or physically stimulating. Activities can range from relaxing to rock climbing, bird watching to ice fishing, picnics to community festivals, trail walking to biking, or from shooting basketballs to competitive sports.

*Open space* is defined as those land and water areas primarily in their natural state, devoid of any man-made development. Open space lands typically have lakes, rivers, streams, floodplains, wetlands, steep hillsides, woodlands, grasslands or prairies. They may also be agricultural lands, archeological sites, historical sites, cultural sites, or any rural landscape with unique scenic views.

### The Benefits of Outdoor Recreation

Outdoor recreation provides individual, social, community, educational, environmental, and economic benefits.

#### *Individual Benefits*

Outdoor recreation contributes to an individual's overall well-being and good health.

#### *Social Benefits*

Outdoor recreation provides opportunities to develop skills, learn new things, and build new relationships from family and friends to neighbors and the community.

*Community Benefits*

Outdoor recreation contributes to healthy communities by providing activities and opportunities that add to the desirability, safety and cultural understanding of an area.

*Educational Benefits*

Outdoor recreation provides opportunities to interact with natural resources contributing to good environmental stewardship skills.

*Environmental Benefits*

Park land provides and preserves open space for users to explore and enjoy as well as protecting the natural environment.

*Economic Benefits*

Outdoor recreation resources can increase neighboring property values and attract and retain businesses and industries. Health and social services costs may be reduced by providing people with positive outlets for their energy through outdoor activities.

**PURPOSE OF COMPREHENSIVE OUTDOOR RECREATION PLAN**

The purpose of this comprehensive outdoor recreation plan is to:

- 1 Identify changes in the open space and outdoor recreation needs of the residents of Howard.
- 2 Continue to guide the preservation, acquisition, and development of land for park, outdoor recreation, and open space purposes.
- 3 Protect and enhance the natural resource features of Howard.
- 4 Maintain the eligibility to apply for and receive federal and state aids for the acquisition and development of needed outdoor recreation and open space sites and facilities.

(Insert Map 1 - Location of Village of Howard)

# INVENTORY

## COMMUNITY PROFILE

The community profile summarizes the location, population, transportation, institutional, and land-use characteristics of Howard. The Village's Comprehensive Plan recommends methods for future land development and creation of a multi-modal transportation system. The direction of these land uses affects the community's recreational facilities.

### Location

The Village of Howard is located in northwestern Brown County. The village is bounded by the Town of Pittsfield and the Village of Suamico to the north, the bay of Green Bay to the east, the City of Green Bay to the south, and Village of Hobart and Outagamie County to the west. (See Map 1)

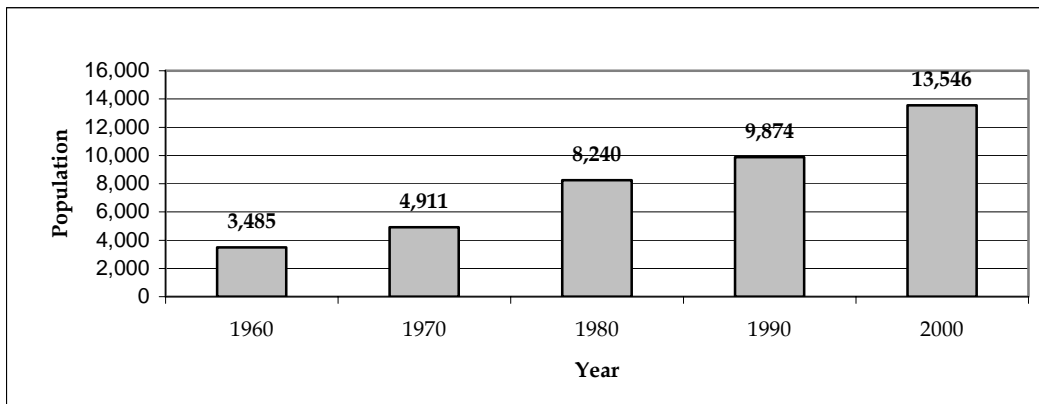
### Population

The Village of Howard had a 2004 population of 15,208 people.

### Demographic Trends

Over the last 40 years, the Village of Howard has experienced a rapid increase in its total population. Between 1960 and 2000, the Village increased its population from 3,485 to 13,546, which is an increase of 288.7 percent. See Table 1. Over this same 40-year time-period, Brown County's population increased by 81.3 percent (101,676 people). In terms of 2000 population totals, the Village of Howard ranks fifth among the 24 municipalities within Brown County.

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

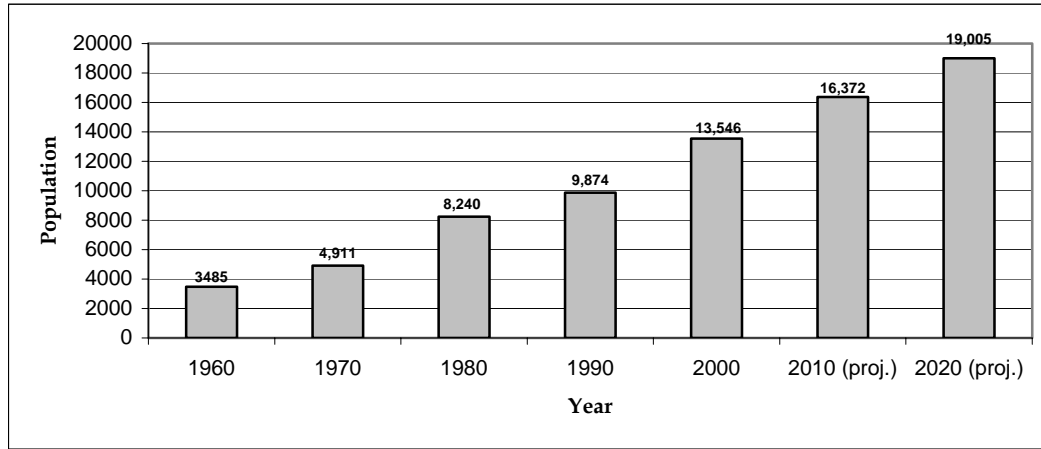


Source: U.S. Census of Population; Wisconsin Dept. of Administration

### Population Forecasts

In January of 2002, the Wisconsin Department of Administration (WDOA) provided Brown County with updated population projections through the year 2020 to update the Brown County Sewage Plan. According to these projections, the Village of Howard is forecasted to grow to 16,372 persons by 2010 and 19,005 persons by 2020. This will result in population growth rates for the Village of Howard of 20.9 percent by 2010 and 16.1 percent by 2020. As a comparison, Brown County is projected to grow by 10.0 percent by 2010 and 8.2 percent by 2020. The historic and projected population for the Village of Howard is listed in Table 2.

Table 2: Past and Projected Populations for Howard, 1960-2020



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

## **Transportation System**

### **Streets and Highways**

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

### **Rail Transportation**

Howard currently has three active rail lines that primarily serve the east and southeast portions of the Village, but the most active of these lines runs along Lakeview Drive into Suamico. The other two lines currently experience very little train traffic, and both of these lines have been identified as possible Rails-To-Trails projects if they are proposed for abandonment in the future.

### **Pedestrian and Bicycle Facilities**

There are few streets that have sidewalks, and bicycle lanes exist only on portions of Lineville Road, Memorial Drive, and Hillcrest Heights. However, recently a joint project was completed between the Village of Howard and Brown County to create a bicycle/pedestrian path and bridge on Cardinal Lane connecting Memorial Drive north to Riverview Drive.

Despite having relatively few sidewalks and bicycle facilities, the Village does have the Mountain-Bay Trail that runs from Lakeview Drive to Glendale Avenue. This crushed limestone trail connects Howard to Pittsfield and Pulaski in Brown County, and the trail extends as far west as Wausau, Wisconsin. The trail does not currently provide access to Green Bay, but the Village's *Bicycle, Pedestrian, and In-line Skate Plan* that was adopted in 1999 recommends an extension of the trail into the City if the rail line that runs along Velp Avenue is proposed for abandonment in the future. The Village's existing pedestrian and bicycle system is shown in Figure 3-3.

Insert Figure 3-3 Pedestrian and Bicycle Facilities.

## **Institutional Land Uses**

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

## **NATURAL RESOURCES**

The natural resources of the Village of Howard are those features that have scenic, cultural, historic or environmental characteristics. These natural resources can affect the pattern, location, character and development of future land use, including recreation and open space.

### **Historic Sites**

Historic sites are properties associated with significant persons, places, or events; are properties of architectural or engineering significance; or are properties that contain important information about an area's history or prehistory.

#### **Angeline Champeau Rioux House**

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

#### **Other Landmarks and Sites of Significance**

- The large pavilion on the banks of the Duck Creek in Pamperin Park was built by the WPA during the Depression.
- The Duck Creek Cemetery (established about 1760) at Velp and Riverview has a large crucifix and memorial made of 80 of the old tomb stones. This site is also an old Menominee Indian burial ground.
- The old Chapeau School on Memorial Drive was remodeled into an office building.
- The old Mills Center School on Glendale Avenue is now a residence.

### **Archeological Sites**

Archeological sites are areas of concentration of material remains, such as graves, buildings, tools, and pottery which provide evidence of past human life and culture. Such sites provide important cultural and historical background information of an area or region.

Howard has several identified archeological sites, as well as some potential regions of archeological significance. The primary location for archeological sites is along the Duck Creek corridor and includes the Pamperin Park area and the Bay of Green Bay shoreline. At least two Native American burial sites have been identified: one along Duck Creek and one along the Bay. Other important areas for archeological sites are in the old village of Duck Creek near the Glendale quarry. This is where records indicate Native American and European settlement 17<sup>th</sup>-19<sup>th</sup> centuries.

## **Natural Resource Features**

The terrain of the village is generally flat to gently rolling, with its eastern portion dominated by Duck Creek and its adjacent lowlands. The north central and western portions of the village are generally flat as well, with natural vegetation located along most drainage corridors. In contrast, some fairly steep ridges and hills are located adjacent to the Duck Creek in the east-southeastern portion of the village. The northeastern area of the village consists of flat, lowland woods and marsh, consistent with the character of the Green Bay West Shore Wildlife Area.

## **Land Use History**

The Menominee Indians had a small settlement in Howard and harvested the extensive wild rice fields located near the mouth of the Fox River and the Duck Creek. The Europeans were later attracted to this area for the fur trading. By the mid 1840's, the lumber industry became the major industry followed by agriculture and dairy farming. Howard's early industry included saw mills at Mills Center and on the banks of the Duck Creek where Beaver Dam Creek joined it, brick yards along the Duck Creek, and limestone quarrying on Velp and Glendale Avenues. The recent growth and development trends are primarily suburban or rural residential and commercial land uses.

## **Natural Areas**

The eastern portion of Howard contains the bulk of the community's natural areas. Howard has approximately 4,730 acres of natural areas, including wetlands, woodlands, part of the Bay of Green Bay, and drainage ways.

### Water Resources

Howard contains several significant water resources.

#### *Bay of Green Bay*

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

#### *Peats Lake and the Duck Creek Marsh*

The 1980 Brown County Natural Areas Inventory by the Wisconsin Department of Natural Resources and Wisconsin Department of Administration (2001 Brown County Open Space and Outdoor Recreation Plan) lists Peats Lake and the Duck Creek Marsh as a natural area of countywide or regional significance (category NA-2).

It should be noted that Peats Lake is not an inland lake, but is the bay waters northwest of the mouth of the Duck Creek along the Bay of Green Bay to the point east of Cove Street. The Duck Creek Marsh is the bay waters south of the mouth of the Duck Creek along the Bay of Green Bay to the old incinerator located west of the old cemetery ditch which is at the end of North Military Avenue. Ken Eures Park, City of Green Bay, is located directly to the east of the old cemetery ditch.

Insert Figure 7-2 Stream Corridors

### *Duck Creek Slough*

The only significant natural inland body of water is the shallow slough north of Duck Creek immediately west of Highway 41/141. This is sometimes referred to as Duck Creek Slough or Bakers Slough. It is a good fishery and is often used by ice fishermen in the winter.

### *Inland Lakes (Man-made)*

There is a series of four small inland lakes along Velp Avenue and Glendale Avenue to the west of Duck Creek that resulted from the abandonment of quarrying operations.

In addition, there is a large lake (Brown County Sportsman's Club) at the southwest quadrant of the Highway 41/141 interchange with Lineville Road that is the result of an old borrow pit that supplied fill for the highway construction. The locations of these waterways are shown in Figure 7-2.

### *Duck Creek*

Duck Creek is the largest stream in the Village. It begins in Outagamie County and flows northeasterly where it enters Howard at Pamperin Park and eventually flows into the waters of the Bay of Green Bay. Duck Creek is classified as a continuous, warm water sport fishery for most of its length. Pan fish, bullheads and northern are commonly found in the creek. There are also the seasonal runs of Green Bay fish, such as salmon, yellow perch, northern, walleye, and suckers. Pamperin Park and the area north of Velp Avenue to the bay are the popular fishing spots.

### *Lancaster Brook, Beaver Dam Creek, Bakers Creek*

Other significant streams include Lancaster Brook, Beaver Dam Creek, and Bakers Creek (Slough Creek). All three of these streams are tributaries to Duck Creek and are considered to be in reasonably good condition. Lancaster Brook is classified as trout stream from its entry to Duck Creek upstream to its sources. In Howard, the brook has limited seasonal uses.

### *Lacustrine Flats*

The wetland property south of Lineville Road between the Chicago and Northwestern Railroad on the east and bordered by the business properties along Cornell Road on the west is part of the Suamico Lacustrine Flats, which is identified by state and county agencies as a significant natural resource.

### Wetlands and Wildlife

Large areas of wetlands exist along the west shore of the bay and inland at the mouth of Duck Creek. Distinguished by cattail marshes, wild grasses, willows and dogwood shrubs, the wetlands provide excellent waterfowl habitat and fish spawning grounds.

Overall, the village contains approximately 2,070 acres of wetland, as identified by the State of Wisconsin Wetland Inventory Maps. Although most of this acreage is located within the Green Bay West Shore Wetlands, scattered pockets exist throughout the village with most areas associated with drainage features. Much of the Village's wetland areas are included in environmentally sensitive areas (ESAs).

## Woodlands

The Village's total number of wooded acres easily exceeds 3,000 acres. However, the only significant block of forested land in Howard is on the eastern edge of the Village between the shore of the Bay of Green Bay and US 41. Much of this land is also classified as wetlands. In the central and western parts of the Village, woods are located along stream corridors and within many isolated smaller areas.

## **RECREATIONAL RESOURCES**

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

There are currently 1872 acres of land available for public outdoor recreation use in the Village of Howard. See Table 6. This includes 19 Village-owned sites, two county-owned sites, two state-owned sites, six school sites, and six private sites. Of these, 23 are primarily active recreational sites providing such facilities as ball fields and playgrounds, and 12 sites are primarily passive recreational sites providing such facilities as picnic areas and trails. Breakdowns of these local recreational resources (private locations not included) are identified in Map 2.

- The Village of Howard Park Department administers and maintains over 493.34 acres. See Table 4.
- Schools in the Village of Howard currently have 129.5 acres of land available for public recreational use (122.5 public and 4.0 parochial).
- Privately owned land that is available for public recreation totals 198.43 acres and includes a golf driving range and miniature golf (27.18 acres), a trap and skeet sportsman club (100.6 acres), horse stable (39.34 acres), YMCA (16.75 acres), indoor and outdoor volleyball courts and rugby field (12.56 acres), and an adult softball field (2 acre).

The following land use inventory classifies different types of land use activities. Existing land uses and development trends are important considerations when identifying current conditions.

Table 3: Village of Howard Year Land Use Acreage 2000 and 2004

<b>LAND USE</b>	<b>2000 ACRES</b>	<b>2004 ACRES</b>
<b>Parks/Playfields/Athletic Fields</b>	<b>362.5</b>	<b>444.30</b>
<b>Trails</b>	<b>78.3</b>	<b>78.3</b>
<b>Golf Courses/Driving Ranges</b>	<b>58.8</b>	<b>94.2</b>
<b>Archery/Gun/Skeet Ranges</b>	<b>*</b> 8.1	<b>100.6</b>
<b>Boat Launch/Water Access Areas</b>	<b>173.2</b>	<b>173.2</b>
<b>Total Outdoor Recreation Acres</b>	<b>* 680.9</b>	<b>890.6</b>

Source: U.S. 2002 Village of Howard Comprehensive Plan

\* Note: The 2000 acreage should be 100.6 acres (Brown County Sportsman Club) making the 2000 total at 773.4 acres.

## **Outdoor Recreation, Open Space, Park Sites and Services**

The Village of Howard offers a variety of parks, outdoor recreational and open space sites, facilities, and programs. The park system is well maintained, generally adheres to the Americans with Disabilities Act requirements, and meets most of the recreational needs of the community. The park system is managed by the Howard Parks, Recreation and Forestry Department. The department oversees the following four divisions.

### **Recreation Division**

The recreation division provides a number of recreation based programs throughout the year. These include youth and adult instructional programs, youth playground programs, adult sports leagues, youth sports programs, fitness and wellness programs, clinics, tournaments, community-wide special events and various trips.

The following adult sport leagues are run by Howard Recreation Division:

5-on-5 Men's Basketball League: 14 teams = 130 participants  
Kickball (Fall League in 2004 only): 4 teams = 60 participants  
Co-ed Adult Slowpitch Softball: 24 teams = 385 participants

All other adult and youth sports leagues are coordinated with the help of the following sport associations.

### **Local Sport Associations**

The Recreation Division works with numerous youth and adult sport associations to help coordinate and provide youth and adult sports leagues for Howard residents. The village provides the field space and maintenance of the sport fields. The volunteer board members of these associations organize and run the leagues including registration, securing coaches, officials and scheduling of the ball games.

#### ***Howard Youth Sport Association***

The Howard Youth Sports Association is the governing body for youth sports run through the Howard Parks, Recreation & Forestry Department. The association was created in 1988 to assist the village in managing youth sport leagues. Active sports include baseball, flag football, softball, t-ball and track & field. There were approximately 930 participants in the 2004 programs.

Baseball: 26 teams (Pre/K - 6th grade)      T-Ball: 10 teams (Ages 4 - 6)  
Softball: 17 teams (Grades 1 - 9)      Flag Football: 19 teams (Grades 1 - 6)  
Track Club: 110 participants (Grades 3 - 5)

#### ***Duck Creek Softball Association***

The Duck Creek Softball Association is the governing body for adult softball through the Howard Parks, Recreation & Forestry Department. The association has been in existence for over 50 years and provides direction and coordination of adult fast-pitch softball leagues and tournaments. There were approximately 345 participants in the 2004 programs.

16 men's teams = 240 participants      7 women's teams = 105 participants

### ***Howard-Suamico-Pulaski Youth Soccer Association***

The Howard-Suamico-Pulaski Youth Soccer Association was formed in 1981 to provide recreational soccer leagues for area youth. The HSPYSA offers soccer programs for over 1,200 participants ages 5 – 18.

### ***Howard Hurricanes***

The Howard Hurricanes Soccer Club was formed in 1991 to provide competitive soccer leagues for area youth. The club has approximately 20 teams, which includes over 300 children between the ages of 11 and 19.

### ***Northern Wisconsin Soccer League***

The Northern Wisconsin Soccer League, established in 1996, is an adult soccer league for men and women. The league provides opportunity to compete in soccer at two levels, Division I and Division II. The NWSL has 20 teams.

### **Local Schools**

The Recreation Division works with the Howard-Suamico School District and St. John the Baptist grade school to coordinate and provide the facilities needed for both school and community recreational sports and activities. Each of these schools has facilities that the village uses and each of them use village facilities for some of their programs.

### ***Howard-Suamico School District***

The Howard-Suamico School District rents indoor gym space to the village for recreational programs and adult basketball leagues. However, gym space availability is limited restricting the expansion of recreational programs. The school's outdoor athletic practice fields are generally available for sport groups to use during the summer. They also provide the community with tennis courts and an indoor swimming pool.

The school district uses the village's trails at Meadowbrook Park, the golf course, disc golf course and occasionally soccer or baseball/softball fields for their school team sports and phy-ed activities.

### ***St. John the Baptist Elementary School***

The school uses village facilities for their soccer programs.

### **Attraction Tickets**

In cooperation with the Wisconsin Park & Recreation Association, the Recreation Division offers a discount ticket program to various attractions throughout the state and surrounding states. This program allows residents to purchase tickets to such attractions as Great America, the Milwaukee County Zoo, and Noah's Ark at a discounted price.

### **Concessions**

Concession operations are conducted by the Recreation Division or the sport association overseeing the leagues on site. Sport field locations include: Akzo Nobel Sports Complex, Howard Memorial Park, and Spring Green Park. Winter concessions for the ice rink warming shelter and a mobile concession trailer for special events and tournaments also offered.

## **Golf Division**

The Golf Division manages the Village Green Golf Course, a 9-hole public golf course with restaurant and bar service. The golf operation including food, bar and concession services is a seven day a week operation from April to November. The restaurant and bar is also open year-round on Fridays offering a "fish fry". Golf programs include open play, leagues, special events and outings. Golf services also provide golf cars, club rentals and miscellaneous merchandise sales.

## **Forestry Division**

The Forestry Division manages and maintains the Village's urban forest including planting and pruning of park and street trees, flower and landscape beds, monitoring of invasive species and the Howard Arboretum.

### Tree Board

The Village has a Tree Board, which assists the Village in forestry-related issues. It was established in 1992 and created and adopted the Village's first Urban Forestry Plan. That plan recommended the creation of a Management Plan, Forestry Program, Arboricultural Specifications Manual, and park and street tree inventories. With much public and private assistance, by 1998 these recommendations were accomplished. A new management plan was completed in 2001 and those recommendations are being implemented. One notable achievement is that the village has annually received a Tree City USA award for the last 12 years.

### Tree Planting Program

The Village of Howard has a street tree planting program. The Village plants street trees in new subdivisions via monies provided by developers. Homeowners in older areas can purchase trees at a discounted rate for planting by the Village within the road right-of-way.

### Garden Club

The Village Garden Club plants and maintains flowerbeds at two major road entrances to the village.

### Howard Arboretum

Howard Arboretum, located at Spring Green Park, provides Village residents an opportunity to view over 125 species of trees that can be planted within the Village. (See Spring Green Park for more information.)

## **Parks Division**

The Park Division manages and maintains the Village's park system. There are 19 park areas including a sports complex, disc golf course, and special use areas. Parks, facilities and open space are open for year-round recreation opportunities such as picnics, family and community events, playgrounds, walking, biking, sport events, ice skating, sledding, and fishing. Services include acquisition, design, construction and maintenance of park and recreation facilities.

### Park Rentals

Shelter buildings made are available for the public to rent for private family events. Sports fields and concession buildings are available to rent by local and community sport organizations for tournaments.

### Impact Fees

The Village created Chapter 3.08 of the Municipal Code to ensure that adequate parks, open spaces, and sites for other public uses are properly located and preserved as the Village grows. It also has been established to provide a funding mechanism to meet the costs of providing park and recreation sites and facilities that are necessary to serve new Village residents. In 1998, the Village passed Ordinance 98-20 that implemented the new impact fees. The impact fee was calculated on a per capita basis for village parks and a community center with assumed deductions for projected grants, gifts, and municipal debt calculated into the impact fee. In 2004 the Village of Howard performed an update of the Park Needs Assessment and adjusted the impact fee to \$946.00 per single-family residential dwelling unit, and \$673 per multi-family residential unit (with an assumed 2.87 persons for single-family and 2.04 persons per household for duplex and multifamily units).

### Municipal Parks

As indicated in Table 4 there are 16 Village Parks and 3 natural resource open space sites encompassing a total of 493.34 acres. A description of each village site follows (Village Owned Recreation Properties). See Table 6, Map 2 and Maps 4-19.

### **Village Owned Recreation Properties**

- **Akzo Nobel Sports Complex**  
Akzo Nobel Sports Complex is a 93.13-acre park located on Pinecrest Road. This multi-faceted sport and recreation facility is designed to encourage community interaction. The park has three entrances and features softball and soccer sport fields along with the 18-hole Pinecrest Disc Golf Course. The softball complex has four diamonds with complete fencing, scoreboards, dugouts, bleachers, and restroom/concession building. The soccer complex has ten fields; eight full size fields; two narrower combination fields with 4 mini fields on each field. The park also has a playground, trails, maintenance garage, soccer storage garage, irrigation well and a 487 stall parking lot in the sports complex area. An additional parking lot of 331 stalls was started and will be finished in 2005. There is also a gravel parking lot in the disc golf area.
- **Barlament Park**  
Barlament Park is a 9.64 acre wooded park located in the southwestern portion of the Village on Barlament Drive. The park features a play area with playground equipment, basketball ½ court, connecting trail through the wooded area to Taylor Street with passive recreation area and picnic tables.
- **Barney Williams Park**  
Barney Williams Park is the oldest park in the Village of Howard. It is located on Valley Lane off Riverview Drive in the southeastern portion of the village. The 5.5-acre facility has a full size soccer field, a soccer half size practice field, playground equipment, and picnic table. The park is without a parking lot and experiences some flooding problems, due to its location within the Duck Creek floodplain.

- **Deerfield Docks** (Leased from the Wisconsin Department of Transportation)  
 Deerfield Docks is a three-acre site located on the east side of the village near USH 41/141, on the southern end of West Deerfield Avenue. The park was built and is managed by the village through a long-term lease with the Wisconsin Department of Transportation. The park provides access to Duck Creek and the Bay of Green Bay via the Duck Creek Slough and Peats Lake. Facilities include a boardwalk, picnic area with grills, offshore fishing, canoe access, snowmobile and ice fishing access. All facilities at this site are accessible.
- **Duck Creek Quarry**  
 Duck Creek Quarry is an old limestone quarry. The quarry first began operation in 1827 by Lucas Rioux. The Village of Howard later acquired the quarry and continued its operation through a lease with Daanen and Janssen. The quarry was closed in 2001. The property is a 30.83 acre site of which was quarried to within 50' of the property lines on all sides. It has a depth greater than 170' and is filling with water. The water level in spring of 2004 was approximately 25 feet. The quarry is being explored for its recreational value as it becomes a lake that is expected to rise to 100 feet deep. A 2004 survey found the quarry walls filled with the following fossils: trilobite, bryozoans, brachiopods, nautiloids, graptolites, crinoids, and corals; minerals: calcite and pyrite.
- **Howard Memorial Park**  
 Howard Memorial Park is located on Riverview Drive, just north of Velp Avenue along the shore of Duck Creek. The 13.5 acre site features an access ramp for boats and snowmobiles; off-street parking; and a few benches. The ramp area experiences low water and can only launch small boats. Over the years the area between the ramp and the Duck Creek has silted in and is filling in with cattails. Across the street are a lighted, fully fenced softball diamond with bleachers, announcing booth, concession stand, restroom/storage building and parking. There is also a medium size soccer field.
- **Lehner Park**  
 Lehner Park is located on Rosewood Street, east of USH 41/141 and south of Velp Avenue. The 2.6-acre site features a full size basketball court, play equipment and a small shelter building with restrooms.
- **Meadowbrook Park**  
 Meadowbrook Park is a 91.22-acre major outdoor recreation area located in central Howard, just east of Hillcrest Heights, surrounding Meadowbrook School. The park is a lineal community park that surrounds the Lancaster Creek drainageway. The site has varied terrain and vegetation. It consists of gently sloping open areas, wooded lowlands, wetlands, and hills. The majority of the park's recreation facilities are located at the far west and north-central section. The park features a large passive picnic and play area with two separate entrances and parking lots. Lancaster Brook runs west to east through the park in a natural wooded area with an extensive trail system. The main trail is a 1¼ mile accessible paved trail from Hillcrest Heights to Cardinal Lane. The park also has playground equipment, full size basketball court, fully fenced baseball diamond with bleachers, shelter building with restrooms, open air shelter with grill, lighted sled hill and a retention pond.
- **Mills Center Park**  
 Mills Center Park is a 28.99-acre natural park. The park provides nature based outdoor recreation activities where the primary focus is the appreciation or enjoyment of nature. The park extends from Shawano Avenue on the south to Glendale Avenue on the north and borders property owned by the Howard-Suamico School District on the west.

- Packerland Parkway**  
 Packerland Parkway is a one-acre park is located along the west side of Packerland Drive between Indian Hill Drive and Holly Way. The cul de sac end of Park Ridge Avenue borders a portion of the property to the west and has a picnic table. The park has a “Welcome to Howard” sign, a large flower bed and forty trees planted under the transmission lines. The park serves as passive green space and buffers the residential neighborhood to the west from the commercial area on the east and along Packerland Drive.
- Pinewood Park**  
 Pinewood Park is located off Harwood Avenue, just north of Shade Tree Lane. This 10.21-acre site features a wooded picnic and play area. There are picnic tables and grills, a fenced softball diamond, bleachers, batting cage, basketball ½ court, volleyball grass court, playground equipment, ice skating rink, shelter building with restrooms and parking. The park is lighted throughout, including the wooded area.
- Pioneer Parkway**  
 Pioneer Parkway is an 18.55 acre passive park located along the Duck Creek off of Cardinal Lane. This park also serves to manage regional storm water through detention ponds. An archeological study of the area shows the area was used by early traders.
- Riverview Parkway**  
 This park is less than one acre and borders the Duck Creek. It is located on the southeast corner of Velp Avenue and Riverview Drive and follows the creek along Riverview to Elmwood Court. This is a passive green space area that contains a flowerbed, sidewalk and sitting bench.
- Spring Green Park**  
 Spring Green Park, a 39-acre site, is located in the northern portion of the village just west of Glendale Avenue on Spring Green Road. This sport and recreation facility features the Howard Arboretum and a softball and soccer complex. There is a concession building with open air shelter, picnic tables and grill, playground equipment, two fully fenced softball diamonds with bleachers, four full size soccer fields (2 with bleachers), and three parking lots. The northern area of the park, in years previous, was a landfill site and now poses concerns for providing on-site water and sewer. This portion of the village is currently not serviced by sewer or water and, therefore, is difficult and costly to provide watering capabilities along with permanent restroom capabilities at this site.

The Howard Arboretum is a cooperative effort between local nurseries and the Village of Howard. The goal of the arboretum is to provide an educational site for people to see all the potential trees they may possibly plant in their yard. The hope is that people would make better choices when planting trees on their own properties by using a greater variety of trees and selecting trees of appropriate size so that there would be fewer conflicts with utilities and other obstructions. The arboretum is open year-round and allows visitors to see what specific tree looks like during each of the four seasons. A walking trail winds through the arboretum and each tree is numbered on a placard. The public can take a self-guided tour through the arboretum by using the accompanying literature and map that is located at the arboretum trailhead in the lower parking lot.

- Village Green Golf Course**  
 The Village Green Golf Course is a 67-acre, nine-hole public golf course located on Riverdale Drive, adjacent to STH 29/32. The course has rolling hills, water, and a putting green. Yards 3,259; Par 36; Slope 112. The course is open daily during the golf season and on Fridays year-round for their famous Fish Fry. The clubhouse includes a full bar and restaurant.

- **Wietor Wharf** (Leased from the Wisconsin Department of Transportation)  
Wietor Wharf is a three-acre special use facility located at the end of Wietor Drive off N. Military Avenue. This site provides access to Duck Creek by way of fishing piers, a boardwalk, and picnic area. Parking is available on the street. All facilities at this site are accessible. The park was built and is managed by the village through a long-term lease with the Wisconsin Department of Transportation.

Village owned natural areas in the Industrial Park designated as parkland

- **Brookfield Woods**  
The Brookfield Industrial Park is located north of Lakeview Drive, west of Brookfield Avenue and east of the Chicago & Northwestern Railroad. There are approximately 10 acres of woods in several wetland areas that have been placed into the park system. Hunting is currently permitted in this area.
- **Industrial Woods**  
The Village of Howard Industrial Park has approximately 58 acres of wetlands that have been placed into the park system. The parkland is located south of Lineville Road, west of the Chicago & Northwestern Railroad, behind and north of the Public Works Facility and east of commercial properties on Cornell Road. The park has both open space and wooded areas. It also contains two large mitigation ponds and drainage ways. The property will be developed as a passive recreation area with trails. Hunting is currently permitted in this area.

Other Village owned natural areas designated as future park sites

- Lot 1 Block 5 of Rausch Subdivision on Shore Heights.
- The 7.17 acre water filled small quarry on the south side of Glendale Ave (former Cormier Quarry 1863). The Town of Howard purchased the quarry in 1945 and continued to mine it until closed.

Table 4: Howard Park System Acreage 2004

<b><i>HOWARD PARKS SYSTEM</i></b>	<b><i>ACRES</i></b>
Akzo Nobel Sports Complex	93.13
Barlament Drive	9.64
Barney Williams	5.50
Deerfield Docks	3.00
Duck Creek Quarry (north)	30.83
Howard Memorial	13.50
Lehner	2.60
Meadowbrook	91.22
Mills Center	28.99
Packerland Parkway	1.00
Pinewood	10.21
Pioneer Parkway	18.55
Riverview Parkway	1.00
Spring Green	39.00
Village Green Golf Course	67.00
Wietor Wharf	3.00
<b><i>Active Parks</i></b>	<b><i>418.17</i></b>
Brookfield Woods	10.00
Duck Creek Quarry (south)	7.17
Industrial Woods	58.00
<b><i>Natural Resource Areas</i></b>	<b><i>75.17</i></b>
<b><i>Total Park System</i></b>	<b><i>493.34</i></b>

**Brown County Owned Recreation Properties**

- Fort Howard Paper Foundation Wildlife Area**  
 The Fort Howard Paper Foundation Wildlife Area is located south of Lineville Road and is bordered by the Bay of Green Bay west shore. The 339-acre Special Use Area is a woodland marsh adjacent to the Barkhausen Waterfowl Preserve in the Village of Suamico. The wetlands within the Fort Howard Paper Foundation Wildlife Area have been identified as an environmentally significant area. Activities allowed in the area include hiking, cross-country skiing, wildlife observation and hunting within designated zones.
- Pamperin Park**  
 Pamperin Park is a 73 acre Recreational Park located just south of STH 29 in the southern portion of the village. It is one of the most scenic park sites in the area with woodlands, wetlands, steep slopes and the Duck Creek River flowing through its center. The park features a large suspended wooden footbridge, and an underwater concrete bridge (no longer in use) which span the river and provides access from the park’s main complex to a large wooded and grass passive area. Park facilities include a large building with two halls and kitchen facilities, which can be rented for various functions. The park includes a playground, softball diamond, bike trail, disc golf, fishing pier, picnic areas, restrooms and

parking. There are several historic and archeological sites located with the park. The park has been identified as an environmentally significant area.

### **State of Wisconsin Owned Recreation Properties**

#### **Wisconsin Department of Natural Resources**

- **Green Bay West Shore Lands**

The Green Bay West Shore Wildlife Area, which includes 655 acres located adjacent to East Deerfield Avenue, is managed by the State of Wisconsin Department of Natural Resources, under the direction of the *Green Bay West Shore Master Plan (1979)*. The plan was developed by a task force, which included area wildlife, fish and forestry managers. The Master Plan recommends the acquisition of specific critical habitat areas along the entire west shore of Green Bay from Brown to Marinette County. Long range plans for both existing and future state owned properties within the Green Bay West Shore Wildlife Area focus on preservation and conservation measures, due to the fact these lands consist of wetland and vegetation types.

- **Mountain Bay State Recreational Trail**

The Mountain Bay State Recreational Trail is an 84-mile trail located on the abandoned Chicago and Northwestern Railroad corridor and extends from the Village of Howard to the Village of Westfield in Marathon County. It is the longest trail in the state.

Within Brown County, this state-owned, but county maintained and managed recreational trail begins in the central portion of the Village of Howard and extends northwest along the abandoned Chicago and Northwestern Railroad through the Town of Pittsfield and the Village of Pulaski for a distance of approximately 13 miles. The trail then continues northwest out of the county towards the City of Shawano and eventually to just east of the City of Wausau.

Within the Village of Howard the trail is approximately 3-4 miles. The ½ acre trail-head is located on Lakeview Drive and continues northwest to Spring Green Park. Parking is available at both locations. Permitted trail uses are primarily limited to walking, hiking, and biking; although certain segments of the trail do allow snowmobiling. In Howard, snowmobiles are not allowed east of Spring Green Park.

### **School Owned Recreation Properties**

#### **Howard-Suamico School District**

The Village of Howard and Village of Suamico comprise the Howard-Suamico School District. The district encompasses approximately 53 square miles and serves an estimated population of 22,877 people. It also provides a comprehensive K-12 grade educational program for approximately 4,200 students within four elementary schools (K-4), one intermediate school (5-6), one middle school (7-8), and one high school (9-12).

Of these seven schools, five are located within the Village. They include:

- **Bay View Middle School**

This facility is located on Cardinal Lane in the central portion of the Village. It encompasses about 32 acres, was constructed in 1963, and was most recently expanded in 1993. It currently houses grades 7 and 8 and has an enrollment of 603 students. Located at the corner of Cardinal Lane and Woodale Avenue, the school has 22.5 acres of available outdoor recreation land. Current facilities include two ball diamonds (one softball and one baseball)

with backstops and bleachers; practice ballfield with backstop; three tennis courts with bleachers; a track, combined football and soccer field, and practice field within stadium bleachers; announcer booth and concessions.

- **Lineville Intermediate School**

This facility is located on Lineville Road in the far northern portion of the Village. It encompasses about 30 acres, was constructed in 1972, and was most recently expanded in 1993. It currently houses grades 5 and 6 and has an enrollment of 700 students. Recreational facilities at this site include an indoor swimming pool, two softball diamonds with backstops and bleachers, a combined track football/soccer field, and four basketball hoops. An orchard nature study area is situated along Cardinal Lane on the property's eastern side.

- **Howard Elementary School**

This facility is located on West Idlewild Court in the southeastern portion of the Village. It encompasses about 22 acres, was constructed in 1955, and was most recently expanded and upgraded in 1987. It currently houses kindergarten through grade 4 and has an enrollment of 193 students. Facilities include play equipment, a backstop, three basketball hoops in the off-street parking lot, a small soccer field and a large grassed play area.

- **Forest Glen Elementary School**

This facility is located on Cardinal Lane in the far northern portion of the Village. It encompasses about 7 acres, was constructed in 1990, and was most recently expanded/upgraded in 1994. It currently houses kindergarten through grade 4 and has an enrollment of 546 students. Facilities at this site include a large play area and an educational pond.

- **Meadowbrook Elementary School**

This facility is located on Hillcrest Heights in the central portion of the Village. It encompasses about 10 acres, was constructed in 1972, and was most recently expanded/upgraded in 1998. It currently houses kindergarten through grade 4 and has an enrollment of 355 students. The school is adjacent to and surrounded by Meadowbrook Park on three sides. Facilities include a play area with equipment, a softball diamond with backstop and three basketball hoops on a paved play/parking area at the rear of the school.

The school district also has 21.15 acres in the far western area of the village next to Mills Center Park set aside for a future school site.

### **Parochial Schools**

- **St. John the Baptist Elementary School**

St. John the Baptist, a Catholic elementary school, is located on Glendale Avenue in east-central Howard. Facilities include play equipment on a large grassed play area, portable volleyball standards, a tetherball area, a football/soccer field, a soccer field and four paved basketball courts, all on approximately 4 acres of recreation area.

### **Privately Owned Recreation Properties**

Private recreational facilities play a major role in meeting local recreational demands in the Village of Howard. Several commercial establishments in the village provide recreational interests, such as volleyball, driving range and trap shooting. These establishments help meet a local demand for facilities which may otherwise need to be provided by the community itself. Privately owned recreational facilities in the Village of Howard are described below.

- **Brown County Sportsman’s Club**  
The Brown County Sportsman Club is located between West Deerfield and Brookfield Avenues on the south side of Lineville Road. The 100.6-acre, privately owned sportsman club features trap and skeet, a large pond used for dog training and a combination shelter/meeting hall.
- **Greenfield Farms Riding Stables**  
Located on Greenfield Avenue north of Evergreen Avenue, this 39.34-acre facility provides boarding and indoor riding facilities for the equestrian public.
- **Duck Creek Golf Center**  
The 27.18-acre facility located on Village Court offers driving range stations, practice putting green and miniature golf course.
- **Watering Hole Saloon**  
Located on Velp Avenue, this 12.56-acre facility offers year round tournament and league play for volleyball enthusiasts. Facilities include eight volleyball courts (five indoor, three outdoor), eight outdoor horseshoe pits, two ping-pong courts and a rugby field.
- **YMCA**  
Located on Cardinal Lane, the 16.75 acre facility has gyms, track, fitness rooms, swimming pool and outdoor day camp area. Fitness, sport programs and day care services are offered.
- **B & S’s Bar and Grill**  
Located on Shawano Avenue, this 2 acre facility provides a lighted softball field.

**SUMMARY**

The Village of Howard has important natural resource features to protect and preserve. The provision of an adequate supply of areas, facilities, and activities to accommodate the public’s recreational needs will continue to be a challenge as continued development will have a negative impact on natural, cultural, historic and archeological features. However, it is recognized that in today’s era of fiscal constraints and competing needs, such preservation and protection must be accomplished in a wise and sound manner, emphasizing balance and continuity of local, county, state, and federal goals and efforts.

# VISION STATEMENT, GOALS, OBJECTIVES, STANDARDS

## INTRODUCTION

A major element of any comprehensive planning process is the identification of a common vision or purpose for the community. To maintain the community's focus upon the vision, the plan should also set forth a series of goals and objectives, or guidelines and standards. By incorporating community goals into a plan, a series of benchmarks are established which enable the community to identify, and measure its progress toward, its vision.

This plan will utilize and build upon the previously established framework of open space and outdoor recreation goals, objectives, and standards including a vision statement. This common vision will provide a focused basis for establishing village policy regarding the planning, acquisition, and future development of park and recreation facilities in the Village of Howard.

Goals represent desired situations toward which planning efforts should be directed. They are broad and long-range. They represent the vision or purpose of the community as an end to be sought but one that may never be fully attained.

Objectives describe more specific purposes that should be sought to advance toward achievement of the goals. They are targets along the path to satisfying the goals.

Standards are more specific and measurable guidelines or criteria that should be met to advance toward the achievement of the objectives and, ultimately, the goals. However, although they are the most specific category within this framework, even standards retain some flexibility within themselves in order to allow the community to employ viable options and alternatives in pursuit of its vision.

## VISION STATEMENT

"The Village of Howard will provide its residents the best possible system of outdoor recreation sites, open space sites and activities in a manner which is responsive to the needs of the public, fiscally responsible, and which promotes the preservation and sustainability of the community's environmental, archeological, historical, and cultural resources."

## GOALS AND OBJECTIVES

### Outdoor Recreation and Community Facilities

**Goal:** To provide adequate outdoor recreation sites, open space sites, and activities to satisfy the recreational needs of the residents and visitors of Howard.

**Objective 1:** To provide an extensive system of outdoor recreation and open space areas to adequately satisfy the passive and active recreational needs of the residents and visitors of the Village of Howard.

**Standard 1:** The Howard Parks, Recreation and Forestry Department will consider size, location, and distribution factors when acquiring, developing, or maintaining recreation sites, facilities, and activities, so as to maximize their effectiveness and usefulness.

**Standard 2:** The Howard Parks, Recreation and Forestry Department will actively coordinate with other local, county, state, and federal agencies to take advantage of shared opportunities to meet the recreational needs of Howard.

**Standard 3:** The Howard Parks, Recreation and Forestry Department will pursue opportunities to link village sites and facilities to one another and other destinations of importance, through the acquisition, development, and support of a village-wide system of greenways (parkways) and trails that would enhance the quality of life for all residents.

**Standard 4:** The Howard Parks, Recreation and Forestry Department will explore opportunities to site a major recreational facility for a swimming pool, Senior Center and/or Community Center with year-round recreational and social activities for all ages including the youth and elderly.

**Standard 5:** The Howard Parks, Recreation and Forestry Department will plan, locate, and develop new recreational facilities and expand the activities within existing parks to respond to the needs and desires of all segments of the population.

**Standard 6:** The Howard Parks, Recreation and Forestry Department will provide a balanced design of active and passive facilities and opportunities for residents and visitors of all ages to enhance their well-being.

### **Natural Resources and Open Space**

**Goal:** To preserve, protect and maintain the environmental, archeological, historical, cultural and natural resource areas in Howard.

**Objective 1:** To preserve and maintain the natural and cultural resources on all park lands including historical and archeological sites.

**Standard 1:** The Howard Parks, Recreation and Forestry Department will provide all recreational facilities and activities in such a manner which serves to protect and enhance the natural and cultural resources of the park system.

**Standard 2:** The Howard Parks, Recreation and Forestry Department will identify unique and significant open space and natural resources for future acquisition, protection and or preservation.

**Standard 3:** The Howard Parks, Recreation and Forestry Department will obtain and implement plans that identify all significant and sensitive environmental, archeological, historical, and cultural resources and propose preservation methods for each park area being developed.

**Standard 4:** The Howard Parks, Recreation and Forestry Department will pursue acquisitions along major waters that could support active, passive and conservation activities.

## **Planning and Implementation**

**Goal:** To meet all planning goals in an efficient and economical fashion.

**Objective 1:** To utilize a systematic planning process responsive to the changing need of the residents of Howard and utilize citizen participation in the development and management of all park lands.

**Standard 1:** The Howard Parks, Recreation and Forestry Department will consider citizen comments when developing park and recreation sites and facilities, so as to provide for the best opportunities and improvement as desired by the users.

**Standard 2:** The Howard Parks, Recreation and Forestry Department will apply for available funding assistance when acquiring, developing, or maintaining recreation sites, facilities, and activities, so as to maximize the local resources and be fiscally responsible.

**Standard 3:** The Howard Parks, Recreation and Forestry Department will maintain an action plan which is reasonable, up-to-date, and reflects the village's priorities, resources, and leisure activities.

## NEEDS ANALYSIS

In recreation planning, a needs analysis is a method used to determine a community's recreational requirements. The needs analysis undertaken in Howard's previous park plan relied in large part upon criteria set forth by the National Recreation and Park Association relating to jurisdictional, per capita, and accessibility standards. The National Recreation and Park Association, as well as park and planning departments across the nation, are now placing more emphasis upon locally preferred standards and levels of service. This change has occurred in recognition of the variability in the social, economic and physical aspects of our communities as such standards that work well for one community are often not appropriate for another.

In recognition of this information, the following recommendation and standards were utilized in the needs analysis:

- The recommendations of the village's previous Comprehensive Outdoor Recreation Plan.
- The recommendations of other village plans including the Comprehensive Smart Growth Plan.
- The recommendations of other community and agency plans that impact the provision of local recreation and open space.
- Per capita, jurisdictional, and accessibility standards.
- The suggestions and recommendations of the village staff.
- Public input, comments, and suggestions.

To compare and evaluate various recommendations and standards in a meaningful manner, a park classification system is essential. Such a system is also useful in the comparison of different types of recreation and open space sites and facilities to one another during capital improvements programming efforts. The previous park plan identified a park classification system to achieve these purposes. That system, with minor modifications, will continue to be used. The park classification is described in this chapter under the Recreation Needs Standards followed by a table of the Village of Howard's parks by type and acreage.

## RECREATION NEEDS STANDARDS

Park and recreation needs may include the need for additional land to accommodate new facilities or the need for new or improved facilities within existing recreational areas. The location of park and recreation facilities determines how well they serve the population of the village. The main concern is that these facilities are accessible to residents so recreational opportunities are distributed equitably. Generally, recreation standards are used to identify these needs. However, citizen input can be invaluable in providing information and identifying needs.

### **Definitions, Terms, And Classifications**

The National Recreation and Park Association (NRPA) developed standards to provide a scale against which the existing recreation system can be measured. The following classifications are intended to be used as guidelines at the local level. The table below provides an overview of the classifications for parks, recreation areas, open space and pathways.

## Parks, Open Space, and Pathways Classifications

### General Descriptions

- **Mini-Park** - Used to address limited, isolated or unique recreational needs. Must be less than a ¼ mile distance in residential setting. Size is between 2500 sq. ft. and one acre.
- **Neighborhood Park** – Neighborhood park remain the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation. Must be at least ¼ to ½ mile distance and uninterrupted by non-residential roads and other physical barriers. Five (5) acres is considered minimum size; 5 to 10 acres is optimal.
- **School-Park** – Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex, and special use. The location is determined by the location of school-district property. Size varies – depends on the function.
- **Community Park** – Serves broader purpose than neighborhood parks. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces. Location is determined by the quality and suitability of the site. Usually serves two or more neighborhoods and is ½ to 3 miles distance. Size is as needed to accommodate the desired uses. It is usually between 30 and 50 acres.
- **Large Urban Park** – Large urban parks serve a broader purpose than community parks and are used when community and neighborhood parks are not adequate to serve the needs of the community. Focus is on meeting community based recreational needs, as well as preserving unique landscapes and open spaces. Location is determined by the quality and suitability of the site. Usually serves the entire community. Size is as needed to accommodate the desired uses. It is usually a minimum of 50 acres, with 75 or more acres being optimal.
- **Natural Resource Areas** – Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics. Location depends upon resource availability and opportunity. Size is variable.
- **Greenways** – Effectively tie park system components together to form a continuous park environment. Location depends upon resource availability and opportunity. Size is variable.
- **Sports Complex** – Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community. The location is determined by strategically located community-wide facilities. The size is determined by projected demand. Usually a minimum of 25 acres, with 40 to 80 acres being optimal.
- **Special Use** – Covers a broad range of parks and recreation facilities oriented toward single-purpose use. The location criterion is variable – depending on specific use. Size is variable.
- **Private Park/Recreation Facility** – Parks and recreation facilities that are privately owned yet contribute to the public park and recreation system. The location criterion is variable – depending on specific use. Size is variable.
- **Park Trail** – Multipurpose trails located within greenways, parks, and natural resource areas. Focus is on recreational value and harmony with natural environment.
  - Type I:** Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters.
  - Type II:** Multipurpose hard-surfaced trails for pedestrians and bicyclists/inline skaters.
  - Type III:** Nature trails for pedestrians. May be hard- or soft-surfaced.

- **Connector Trails** – Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation.
  - Type I:** Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters located in independent r.o.w. (e.g., old railroad r.o.w.)
  - Type II:** Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters. Typically located within road r.o.w.
- **On-Street Bikeways** – Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic.
  - Bike Route:** Designated portions of the roadway for the preferential or exclusive use of bicyclists.
  - Bike Lane:** Shared portions of the roadway that provide separation between motor vehicles and bicyclists, such as paved shoulders.
- **All-Terrain Bike Trail** – Off-road trail for all-terrain (mountain) bikes.
  - Single-purpose loop trails usually located in larger parks and natural resource areas.
- **Cross-Country Ski Trail** – Trails developed for traditional and skate-style cross-country skiing.
  - Loop trails usually located in larger parks and natural resource areas.
- **Equestrian Trail** – Trails developed for horseback riding.
  - Loop trails usually located in larger parks and natural resource areas. Sometimes developed as multipurpose with hiking and all-terrain biking where conflicts can be controlled.

Source: National Recreation and Park Association, 1996 Park, Recreation, Open Space and Greenway Guidelines

Table 5: Park Standards

<b>PARK STANDARDS - SIZE CRITERIA</b>	<b>ACREAGE STANDARDS</b>
MINI PARKS	Between 2500 sq. ft. and one acre in size
NEIGHBORHOOD PARKS	Five acres minimum, 5 to 10 acres is optimal
SCHOOL-PARK	Variable - depends on function
COMMUNITY PARK	Usually between 30 and 50 acres
LARGE URBAN PARK	Minimum of 50 acres, 75 acres or more is optimal
NATURAL RESOURCE AREA	Variable
GREENWAYS	Variable
SPORTS COMPLEX	Minimum 25 acres, 40 to 80 acres is optimal
SPECIAL USE	Variable
PRIVATE PARK/ RECREATION FACILITY	Variable

Source: National Recreation & Park Association, 1996 Park, Recreation, Open Space and Greenway Guidelines

Table 6: Village of Howard Recreation Sites by Park Type 2004

<b>RECREATION SITES BY PARK TYPE</b>	<b>ACRES</b>
<b>Mini Parks</b>	<b>1.00</b>
Packerland Parkway	1.00
<b>Neighborhood Parks</b>	<b>41.45</b>
Barlament	9.64
Barney Williams	5.50
Howard Memorial	13.50
Lehner	2.60
Pinewood	10.21
<b>School-Park</b>	<b>106.50</b>
St. John the Baptist	4.00
Meadowbrook Elementary	4.00
Howard Elementary	22.00
Bay View Middle	36.50
Lineville Intermediate & Forest Glen	40.00
<b>Community Park</b>	<b>130.22</b>
Meadowbrook	91.22
Spring Green	39.00
<b>Large Urban Park</b>	<b>73.00</b>
Pamperin	73.00
<b>Natural Resource Area</b>	<b>1098.21</b>
Brookfield Woods	10.00
Duck Creek Quarry (south)	7.17
Industrial Woods	58.00
Fort Howard Paper Foundation Wildlife Area	339.00
Green Bay West Shore Lands	655.05
Mills Center	28.99
<b>Greenways</b>	<b>19.55</b>
Pioneer Parkway	18.55
Riverview Parkway	1.00
<b>Sports Complex</b>	<b>93.13</b>
Akzo Nobel Sports Complex	93.13
<b>Special Use</b>	<b>104.26</b>
Deerfield Docks	3.00
Duck Creek Quarry (north)	30.83
Mountain Bay State Recreational Trailhead	0.43
Wietor Wharf	3.00
Village Green Golf Course	67.00
<b>Private Park Recreation Facility</b>	<b>198.43</b>
B & S's Bar & Grill	2.00
Brown County Sportsman's Club	100.6
Greenfield Farm Riding Stable	39.34
Memorial Drive Golf Range	27.18
Watering Hole Saloon	12.56
YMCA	16.75
<b>Grand Total</b>	<b>1865.75</b>

**Planning Per Capita Standards**

The following standards are based upon information prepared by the National Recreation and Park Association. These standards are intended to be used as a guide and should in no way be applied to all locations in the same manner. Differing social, economic, geographic, and cultural factors of communities cause it to be undesirable to apply all of the standards to every community. Furthermore, these standards address minimum rather than maximum goals.

Table 7: Planning Per Capita Standards

<b><u>Planning Per Capita Standards</u></b>	
Approximately 100 acres of park, recreation, and open space lands per 1,000 persons	
70 acres of which should be devoted to passive recreation uses	
30 acres of which should be devoted to active recreation uses	
<b><u>Jurisdictional Per Capita Standards</u></b>	
Recreational Lands to be Provided by the State	= 70 acres/1,000 persons
Recreational Lands to be Provided by the County	= 15 acres/1,000 persons
Recreational Lands to be Provided by the Local Community	= 10 acres/1,000 persons
Recreational Lands to be Provided by the Private Sector	= 5 acres/1,000 persons
<b><u>Local Community Per Capita Standards</u></b>	
Developed Open Space Provided by Local Communities	= 6.25 to 10.5 acres/1,000 persons
Passive Recreation	= 7 acres/1,000 persons
Active Recreation	= 3 acres/1,000 persons
	Or
Community Parks	= 5 to 8 acres/1,000 persons
Neighborhood Parks	= 1 to 2 acres/1,000 persons
Mini Parks	= 0.25 to 0.5 acres/1,000 persons
Tennis Court	= 1 per 2,000 persons
Baseball Diamond	= 1 per 5,000 persons
Basketball Court	= 1 per 5,000 persons
Softball Diamond	= 1 per 5,000 persons
Volleyball Court	= 1 per 5,000 persons
Soccer Field	= 1 per 10,000 persons
Football Field	= 1 per 20,000 persons
Swimming Pool	= 1 per 20,000 persons
Golf Course	= 1 per 25,000 persons
<b><u>Accessibility Standards</u></b>	
Community Park Service Area	= 1 to 2 mile radius
Neighborhood Park Service Area	= ¼ to ½ mile radius
Mini Park Service Area	= less than ¼ mile radius
Tennis Court	= ¼ to ½ mile radius
Baseball Diamond	= ¼ to ½ mile radius
Basketball Court	= ¼ to ½ mile radius
Softball Diamond	= ¼ to ½ mile radius
Volleyball Court	= ¼ to ½ mile radius
Soccer Field	= 1 to 2 mile radius
Football Field	= 15 to 30 minute travel time
Swimming Pool	= 15 to 30 minute travel time
Golf Course	= ½ to 1 hour travel time

Source: National Recreation and Park Association

According to the *Planning Per Capita Standards* in Table 7 the minimum acreage of land the village should supply for passive and active recreation use is listed in Table 8 *Recreational Land Supply and Demand 2004-2020*. To meet the park and open space needs for the Village of Howard, 100 acres of park and recreational land should be provided for every 1,000 residents. This acreage should be comprised of:

- 70 acres of passive recreational open space per 1,000 populations
- 30 acres of active recreational open space per 1,000 populations

Applying these standards to Village of Howard's 2004 population estimate of 15,208 indicates a current demand for 1,521 acres of recreational land; 1,065 (70%) for passive use and 456 (30%) for active use. Current village open space acreage (excluding private) totals 1,668 acres; 1,118 passive recreational acres (67%) and 550 active recreational acres (33%). This data is gathered from Table 6 *Village of Howard Recreation Sites by Park Type*. The passive acres totals include the Natural Resource Areas and Greenways. The active acre totals include the Mini Park, Neighborhood Parks, School-Park, Community Park, Large Urban Park, Sports Complex and Special Use parks.

The current total acreage of recreational land is 147 acres of land over of the recommended standard. The active recreational needs are over the standard by 94 acres and the passive recreational acreage is 53 acres over of the current demand. This is not to say that the village can stop looking for additional recreational facilities. Continuing efforts should be made to improve existing facilities and to acquire additional land where appropriate.

Table 8: Recreational Land Supply and Demand 2004-2020

RECREATIONAL LAND SUPPLY AND DEMAND												
Howard		Demand Acres			Supply Acres			Difference Acres				
Year	Population	Passive	Active	Total	Passive	Active	Total	Passive	Active	Total		
2004	15,208	1,065	456	1,521	1,118	550	1,668	53	94	147		
2010	16,372	1,146	491	1,637	1,118	550	1,668	-28	59	31		
2020	19,005	1,330	570	1,901	1,118	550	1,668	-212	-20	-233		

Table 8 indicates that the village will be short of the recommended minimum acreage for recreational lands according the per capita guidelines if growth continues as projected. The discrepancy between supply and demand will become greater as the population increases. The table shows the recreational land supply and demand for the Village of Howard. Comparing the demand with existing supply of recreational open space indicates that Howard's deficiency in recreational acreage will grow to over 233 acres of land by 2020. Howard will need to continue to increase its supply of open space to meet the growing demand.

The location of park and recreation facilities also determines how well they serve the population of the Village. The main concern is that these facilities are accessible to residents so recreational opportunities are distributed equitably. See Map 2 Existing Park and Recreation Sites and Map 3 Proposed Park Space. In order to address future park location and recreational planning needs appropriate guidelines are needed to assist staff in taking the appropriate steps to purchase lands for park properties. The following guidelines were established to maintain those standards.

## **PLANNING GUIDELINES**

The following outline was written by the Howard Parks, Recreation and Forestry Department in the mid-1980's. It is one of the planning tools used by the village for planning park of recreation properties and facilities. This checklist has been an on-going valuable tool in guiding the department in its planning process, in particular for planning park property purchases.

### **Comprehensive Park & Recreation Planning Guideline**

- I. OVERVIEW OF PARK & RECREATION PLANNING
  - A. Requirement for Grant Eligibility
  - B. Long Range Planning Tool
  
- II. ELEMENTS OF PARK & RECREATION PLANS
  - A. Establish Goals and Objectives
  - B. Analyze Existing Policy Information
    - 1. Park and Open Space Dedication Policies
    - 2. Operations and Maintenance Policies
    - 3. Revenue Policy
    - 4. Park Development Policies
    - 5. Coordination and Joint Use of Facilities
  - C. Inventory Existing Facilities
  - D. Prepare Community Profile
    - 1. Physical
    - 2. Cultural
  - E. Identify Recreation Needs and Trends
    - 1. Research
    - 2. Public Input
  - F. Site Analysis and Facility Evaluation
  - G. Project Priority Evaluation
  - H. Prepare Action Plan/Capital Improvements Program
    - 1. Community-Wide Improvements
    - 2. Individual Park Improvements
    - 3. Cost Estimates
    - 4. Funding Sources
  - I. Mapping
    - 1. Existing Park and Service Areas
    - 2. Proposed Parks and Service Areas
    - 3. Park Master Plans
  - J. Public Review Meetings
  
- III. COMMUNITY RECREATION ISSUES
  - A. Conservancy Land Preservation
  - B. Parkway Preservation
  - C. Multi-Purpose Trail System Development
  - D. Barrier-Free Design
  - E. Swimming Pool Options/Development
  - F. Athletic Facilities Complex
  - G. Skateboards/Roller Skates
  - H. Recreational Use of Detention Ponds
  - I. Park Operations/Maintenance
  - J. Revenue Generating Facilities
  - K. Park Security

- L. Urban Forestry
- M. Mini-Parks versus Neighborhood Parks
- N. Year-Round Recreation
- O. Multi-Use Recreational Facilities
- P. Regional Recreational Facilities
- Q. Historic Amenities
- S. Liveable and Walkable Communities

## **OUTDOOR RECREATIONAL RESOURCE ISSUES**

### **SCORP 2000**

The Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005 (SCORP 2000) noted the participation rates of recreation activities and pointed out five major issues that need to be addressed with regards to outdoor recreation. The participation rates in outdoor recreation activities noted that the majority of people (50-90%) using recreational facilities are doing so for walking for pleasure, driving for pleasure, swimming, wildlife viewing and picnicking.

The next group of activities includes those with participation rates between 30 and 50 percent, which include bicycling, hiking, fishing, nature study or bird watching, motor boating and nature photography. The remaining activities, including golf, canoeing, downhill skiing, tennis, soccer, softball and many others, had participation rates less than 30 percent.

SCORP 2000 also noted that outdoor recreation participants who took part in walking, jogging, golfing, downhill skiing, canoeing, sailing and cross country skiing were generally satisfied with the availability of recreation options. Participants in other activities, such as ATV riding, snowmobiling, tent camping, motor boating, fishing and wildlife viewing, were generally dissatisfied with the availability of recreational opportunities. The report also notes that as more young, active people are employed, they have less free time and more disposable income, which creates a demand for recreational opportunities that are closer to home.

SCORP 2000 closes with a summary of issues that have statewide implications for recreational enthusiasts, managers and the general public. Many of the issues, while listed because of statewide interest, will also have to be address by counties and local municipalities. The issues are:

- Multiple recreational activities are competing for the same recreational resources. Conflict between users has created an environment where both sides are dissatisfied with the recreational resource.
- Changing land uses, ownership and regulations are reducing recreational opportunities and diminishing resource quality. As the population continues to increase, the amount of developed land will also increase. This reduces the amount of land available for recreation.
- Financial resources are increasingly strained to meet the cost of operating and maintaining recreation resources. In ever-tightening budgets, recreation must compete with public safety, health and transportation for the same tax dollars.
- Overall, people lack outdoor skills, ethics and knowledge of available outdoor recreational activities. Certain activities, such as hunting, fishing and wilderness camping, require not only skills, but also an understanding of the recreation resource and resource stewardship.
- The Department of Natural Resources should provide leadership in planning for outdoor recreation activities. Municipalities look to the DNR for planning guidance and coordination of activities, so that a balance between resource protection and the provision of recreation can be met.

## **Accessibility Guidelines**

The Americans with Disabilities Act (ADA) was enacted on July 26, 1990. Under its guidelines all new construction, renovation, and changes were to be accessible by all people as of January 26, 1992. All transition plans were to be developed before January 26, 1993 and completed by January 26, 1995. This act was designed due to the fact that over 16 percent of the nation's populations have some type of disabling condition. This act is important in providing an opportunity for all residents to enjoy park facilities. ADA outlines the need to create paths, restrooms, and recreation facilities that will be accessible to all citizens regardless of ability.

Facility upgrades have been completed in Howard Parks in order to comply with ADA standards and guidelines. The village periodically reviews park facilities for ADA accessibility deficiencies and recommends improvements in the capital improvements program. In general parks could improve on accessible routes, curb ramps and connecting sidewalks and parking lots with restrooms, picnic areas and various facilities.

## **NEEDS ANALYSIS RECOMMENDATIONS**

### **Recommendations of the Previous Howard Park Plan**

The components of the needs analysis are described below. Where appropriate, the discussion of these components has been summarized, so that only those aspects of village importance have been referenced.

In general, recommendations for new park acquisition and development have been implemented. Acquisition of 4 new parks, development of a sports complex, upgrading of playground equipment at all parks, and establishment of an urban forestry program have been completed.

Table 9, presents a summary of the status of the recommendations of the *Village of Howard Comprehensive Outdoor Recreation Plan*, prepared in 1994 by Brown County Planning Commission.

Table 9: Recommendations of the Previous Howard Park Plan

<b>Recommendations of the Previous Howard Park Plan</b>	
<b>Recommendation</b>	<b>Status of Implementation</b>
Purchase and develop 8 additional parks in the southeastern, central, western portions of the village.	Barlament Park, Pioneer Parkway, Akzo Nobel and Mills Center Park sites purchased. Barlament and Akzo Nobel substantially developed.
Develop a sports complex for softball and soccer.	Akzo Nobel Sports Complex developed, nearly complete (parking).
Resurface	
Replace and upgrade playground equipment.	Completed all parks.
Continue Urban Forestry program.	Hired Village Forester. Implemented street and park tree planting program.
Plant trees in parks.	Completed and ongoing.

<b>Recommendation</b>	<b>Status of Implementation</b>
<b>Barney Williams Park</b>	
Replace play equipment	Completed.
Develop connecting path	Not initiated.
Establish picnic/ play area	Installed permanent picnic table.
Develop parking area	Not initiated.
Construct open shelter	Not initiated.
Plant trees	Completed.
<b>Deerfield Docks</b>	
Add trash cans along trail	Completed.
Install bank protection near picnic area	Not initiated.
Install security lighting	Not initiated.
Add interpretive signs	Not initiated.
<b>Howard Memorial</b>	
Pave concessions area and north parking lot	Completed.
Add two disabled stalls to north lot	Completed.
Install playground sign on nearby roads	Not initiated.
Grade soccer field	Not initiated.
Stretch existing fencing	Replaced fence where needed.
Plant trees	Completed.
<b>Boat Launch</b>	
Pave parking lot	Completed.
Rebuild bridge and walkway to island	Not initiated.
Add informational sign by boat launch	Completed.
Install dock and boat tie-ups	Completed.
Reconstruct south retaining wall of boat launch	Completed.
<b>Lehner Park</b>	
Develop paths	Not initiated.
Increase off-street parking	Completed.
Replace play equipment	Completed.
Establish picnic area	Installed permanent picnic table.
Add shelter	Not initiated.
Plant trees	Completed.
Install basketball court when tennis courts warrant upgrade	Basketball court installed. Tennis courts removed.
<b>Meadowbrook Park</b>	
Extend trails into new property	Completed.
Groom trails for cross country ski use	Not initiated.
Increase parking	Completed.
Remove exercise course	Completed.
Install electricity in open shelter	Completed.
Install lighting on ball field	Not initiated.
Install basketball court	Completed.
Replace and relocate shelter building	Not initiated.
Plant trees	Completed.

Recommendation	Status of Implementation
<b>Pinewood Park</b>	
Close off drive and access through woods	Not initiated.
Pave ball diamond parking lot	Completed.
Develop road for northern access	Not initiated.
Update shelter electricity and circuits	Completed.
Light skating area	Completed.
Light play area	Not initiated.
Add hockey boards to skating area	Not initiated.
Replace play equipment	Completed.
Develop pathway	Not initiated.
Add basketball court	Completed.
Plant trees	Completed.
<b>Spring Green</b>	
Develop trail system	Trail in Arboretum.
Install electricity to building	Completed.
Construct monitoring well	Not initiated.
Expand play area	Added new play complex.
Install restrooms	Not initiated.
Add enclosed shelter for concession and storage	Enclosed half of existing open air shelter.
Add lighting to entire facility	Not initiated.
Pave west parking lot	Completed.
Plant trees	Completed.
<b>Wietor Wharf</b>	
Add trash cans along trail	Completed.
Add security lighting	Not initiated.
Add interpretive signs	Not initiated.
Install bank protection near picnic areas	Not initiated.
Expand parking area	Cul de sac was improved for parking.

### **Recommendations of Other Village Plans**

The recommendations of the following plans are included in this section and show consistency with Village plans.

- *Village of Howard Comprehensive Plan 2002 Smart Growth*, prepared in 2002 by Brown County Planning Commission.
- *Village of Howard Bicycle, Pedestrian, and In-Line Skate Plan*, prepared in June 1999 by the Village of Howard.
- *Meadowbrook Park Master Plan*, prepared in March 1996 by Quality Consulting Services, Inc.

### **Recommendations of County Plans**

The recommendations of the following plans are included in this section and show consistency with Village plans.

- *STH 29 Corridor Study*, prepared in August 2002 by Brown County Planning Commission.
- *Brown County Open Space and Outdoor Recreation Plan*, prepared in August 2001 by Brown County Parks Department.

- *Brown County Bicycle and Pedestrian Plan Update*, prepared in June 1998 by Brown County Planning Commission.

### **Recommendations of State Plans**

The recommendations of the following plans are included in this section and show consistency with Village plans.

- *State Trails Network Plan*, prepared in September 2000 by Wisconsin Department of Natural Resources (9/17 public review draft).
- *Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005*, prepared in January 2000 by Wisconsin Department of Natural Resources.

### **Public Input, Comments, and Suggestions**

This plan obtained public opinion and comments gathered from the Village of Howard Comprehensive Plan efforts, local club and sport organizations, and public informational meetings – Skateboard Park, Barlament Drive Park, and Neighborhood Park Watch program.

### **Village of Howard Comprehensive Plan 2002 (Smart Growth)**

Public opinions and suggestions regarding the future park and recreation needs for the Village of Howard were gathered during the planning process for the Village's 2002 Comprehensive Plan. The planning process involved 1-1/2 years of work, about 20 public meetings of the citizens advisory committee and a Village-wide survey, two visioning sessions and stakeholder interviews. Comments collected during that time were kept in mind when writing our goals, objectives and recommendations.

Top issues related to open space and outdoor recreation needs identified at the two workshops include:

- Expand greenspace and neighborhood parks.
- Maintain the Duck Creek and Quarry as community resources.
- Establish a pedestrian-friendly village center.
- A pool/water park is needed.
- Develop an off-street bicycle and pedestrian system.

### **Barlament Park**

On February 17, 2000 an informational meeting was held to discuss plans for a new neighborhood park. On September 7, 2004 an informational meeting was held regarding various landscape options for the park. On August 23, 2004 the same topic was discussed at a Village Board meeting.

Two petitions were received (89 signatures; August 6) and (92 signatures; September 7) regarding the way the park was being developed. The petitions stated:

- Do not want a park beyond a small playground-type park for children
- Do not want increased traffic
- Do not want *drug hangout* for older people
- Want advance notification of decisions and plans
- No expansion of the park
- No cutting of trees or underbrush
- No permanent or temporary restroom, pavilions, or other structures
- No parking lots

In the spring of 2005 a wetland delineation plan will be completed for the park and the utility right of way corridor which runs from the Barlament cul de sac east to Roland Lane. No further development or landscaping of this park is planned.

### **Park Watch Program**

A Park Watch Program was established in to prevent vandalism, ordinance violations and crimes that have been occurring in the Howard Park System. The Parks, Recreation & Forestry Department worked with Brown County Sheriff's Department officers to develop the Park Watch Program. A resolution supporting the program was approved by the Howard Village Board on August 9, 2004. The "Park Watch Program" includes annual neighborhood meetings, signs and a monetary reward to anyone who provides information that leads to the arrest of any individual who vandalizes property in the Village of Howard parks. The goal of the program is to prevent vandalism and to keep the park system enjoyable and safe for everyone. Suggestions received from the neighborhood meetings are used for making modifications and improvements to the existing parks to ensure public safety.

### **"Play Space" Assessment Summary**

The Howard Youth Sports Association is currently working on an assessment of "play space" within the Village of Howard and surrounding communities. The sport activities addressed are soccer, baseball, softball, tee-ball, football, and kickball. The report describes current facilities and needs, projected future projected needs, and recommendations to address those needs. The intent is to provide information to the Village of Howard and the Howard-Suamico School District for the implementation of recommendations both for capital improvements and operational changes. The overall assessment of all sports indicates that the number of participants is expected to grow in both youth and adult sports consistent with village growth projections. The report concludes that there is a need for additional sport fields; lighting of ball diamonds; preservation of existing sport fields; and space consideration for lacrosse and rugby.

### **Hockey**

In September of 2004 a citizen meeting was held to gauge hockey interest in the Howard and Suamico communities. A group was established and is organizing a local hockey association. The goals are to form a Howard-Suamico hockey association, build an indoor hockey rink in the community (as part on an overall sports facility) and eventually have a sanctioned high school hockey team.

### **Skateboarding**

An informational meeting was held on April 1, 2004 to determine the interest in developing a skateboard facility. A dozen people attended and local youth expressed their interest in a local place to skate. Future consideration should include a skate park that can accommodate skateboards, inline skates, and BMX bikes.

### **Swimming**

The Howard-Suamico Storm Breakers swim club has been meeting since 2004 to organize a fundraising effort and establish plans to build an indoor swimming facility in the Howard and Suamico area. The group supports a facility for competitive swimming. Participants average 120 swimmers per session.

## **RECOMMENDATIONS**

## **INTRODUCTION**

The primary purpose of this open space and outdoor recreation plan is to guide the acquisition and development of land and facilities needed to satisfy the park, recreation, and open space needs of the community, and to protect and enhance the village's important natural resources. The following Action Steps take into consideration the information of the previous chapter considering the recommendations of past and present park planning efforts, park and recreation needs standards, public comments, suggestions and issues.

## **ACTION STEPS**

Recommendations for improving the recreational systems within the Village of Howard are intended to serve as a guide for future growth and development of open space and outdoor recreation opportunities. They are designed to be consistent with the goals, objectives and standards outlined in this report and to meet the recreational needs of the Village's present and future residents. Based on the comprehensive plan's recommendations, the Village should update and review the priorities and schedules for capital improvements on an annual basis.

### **Neighborhood Parks And Open Spaces**

#### **Action Steps:**

1. Provide Neighborhood Parks and School/Park sites within ½ mile of residential neighborhoods.
2. Design parks and open spaces to be a primary feature of any land development in order to maintain safety, accessibility, and visibility.
3. Link parks and neighborhoods by trails that can be traversed in about 10 minutes.
4. Develop parkland trails by using patterns that enable and encourage walking and bicycling.
5. Install park benches and/or picnic tables along multi-purpose trails.
6. Make parks safe with easy access by various means.
7. Expand the overall amount of greenspace within the Village with an emphasis on Village beautification.
8. Utilize the existence of significant natural resources as a key factor when identifying locations for future parks.
9. Provide parks, facilities, and open space for year-round recreation opportunities.
10. Coordinate future parks and greenspace with adjoining communities and the recommendations in the *Brown County Park and Open Space Plan*.
11. Maintain attractive public spaces with trees and plenty of green and open space.
12. Seek to preserve existing trees and work with planners on master plans and site development.
13. Develop a tree preservation ordinance.
14. Work with the Howard-Suamico School District to identify potential locations for new school sites that are located near existing or proposed parks.
15. Support planning efforts for Walkable/Livable Communities.
16. Maintain the Village's existing park and recreation facilities and replace aging and obsolete infrastructure and equipment in a coordinated fashion.
17. Design parks to take into consideration environmentally sensitive areas (streams, wetlands, floodplain and steep slopes), as well as the unique historical, cultural, natural and ecological features of the Village.

18. Work with residents and the Brown County Sheriff's Department to provide safe parks through the park watch program.
19. Purchase new park land when sites become available.
20. Purchase new park land as identified on the Village of Howard 20-Year Land Use Plan map.

### **Historical & Cultural**

#### **Action Steps:**

1. Support historical preservation ordinances and work with volunteers to compile a history of Howard.
2. Integrate historical projects into the community park system where appropriate.

### **Community Recreation Facilities**

#### **Action Steps:**

1. Explore with surrounding communities the provision and sharing of joint park and recreation facilities.
2. Promote the development of water recreation by providing a community swimming pool.
3. Promote the development of a community center for youth, adult, and seniors. It is recommended that the facility function like a boys and girls club.
4. Support the goals of the Howard–Suamico Hockey Association to build an indoor hockey rink in the community and their efforts to create a sanctioned high school hockey team.
5. Support the development of a skateboard park that would accommodate skateboards, inline skates, and BMX bikes.
6. Support community efforts to fund raise cooperative projects to produce recreational facilities and to look at avenues to jointly support these facilities.
7. Plan, locate, and develop new recreational facilities and expand the activities within existing parks.
8. Explore open space areas for a dog park.
9. Explore park areas for an additional softball fields and provision of practice/game areas for club sports.

### **Village Center**

#### **Action Steps:**

1. Locate a Village Center within the area bounded by Cardinal Lane, Riverview Drive, Shawano Avenue, and Lancaster Brook Parkway.
2. Acquire open space for a plaza or village green in the Village Center for public gatherings, festivals, and outdoor concerts.
3. Develop the Village Center park areas with a gazebo, band shell, pavilion, and community center within the Village Center.
4. Connect the Village Center park areas with walkways and new or improved bridge crossings to Meadowbrook Park, neighborhoods and other destinations.
5. Develop a public gathering area in the Woodfield at Howard PDD.

## **Pedestrian And Bicycle Facilities**

### **Action Steps:**

1. Implement the Bicycle Pedestrian and In-Line Skate Plan which provides opportunity for recreation and transportation benefiting walkers, bikers, and in-line skaters with safe and convenient access to local neighborhoods, schools, and recreational sites.
2. Develop a pathway system that accommodates bicyclists, walkers, joggers and in-line skaters.
3. Develop a pedestrian and bicycle trail system that complements the village's street and sidewalk system.
4. Provide pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and subdivisions.
5. Develop off-street pedestrian and bicycle paths throughout the Village.
6. Cooperate with area utility companies and develop bike and pedestrian paths on utility easements.
7. Work with other units of government to map and implement a coordinated trail and greenway system.
8. Connect Howard trails to the surrounding community trails and destinations.
9. Work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop trails on railroad corridors that are proposed for abandonment in the Village.
10. Work with the DNR and neighboring communities in the conversion of the Escanaba and Superior railroad corridor to a multi purpose trail.
11. Support any future Rails-To-Trails projects that provide linkages within the Village and from the Village to other communities.
12. Support the development of the Green Bay to New London Rails-To-Trails project.
13. Provide connections to routes designated on the Brown County Bike Plan.
14. Coordinate efforts to develop a trail link from the Mountain Bay Trail to village parks, schools and village center.

## **Parkways**

### **Action Steps:**

1. Acquire parkways as linear parks along waterways.
2. Develop parkways and trails for walking, biking, picnicking, and general access to the waterways.
3. Implement the village's comprehensive greenway plan which provides a village-wide system of greenways and trails.
4. Work with the Department of Natural Resources and neighboring communities to implement regional trail and greenway plans.
5. Create a parkway along Duck Creek to improve accessibility.
6. Develop parkways along Lancaster Brook, Baker's Creek, and the small stream between Akzo Nobel Sports Complex and Velp Avenue.
7. Work with surrounding communities to develop an interconnected series of greenways with trails and public access along major water features, such as the Bay of Green Bay, Duck Creek, and Lancaster Brook.

## **Natural Areas**

### **Action Steps:**

1. Preserve wetlands and other environmentally sensitive areas in permanent open space.
2. Acquire, preserve and protect public lands along the Bay of Green Bay shoreline.
3. Provide additional access and recreational opportunities on public lands along the waters of Green Bay and Duck Creek.
4. Improve public access to the Bay and preserve waterfowl hunting as an important part of the Village's heritage.
5. Preserve the Suamico Lacustrin Flats wetland property along Brunette Road between the railroad and Cornell Road.
6. Limit development of environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, and designate them in conservancy areas.
7. Urge the creation of a Conservancy Zoning District for larger blocks of wetlands, floodplains, and drainageways.
8. Urge the creation of a village-wide wetland delineation map.
9. Conduct wetland delineations when developing park and open space properties.
10. Encourage and support additional areas for stormwater management including recreation, open space, and buffers between various land uses.
11. Work with the DNR to enhance or rehabilitate wildlife and significant natural resource areas.
12. Preserve wetlands, floodplains, and other environmental areas to link various parts of the Village and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
13. Identify and protect significant historic and scenic sites, including archeological sites, and promote their value to the Village.
14. Explore possible acquisitions along major waterways that could support active, passive and conservation activities.
15. Work with the other units of government and the neighboring communities, to include continuous corridors of environmentally sensitive lands.
16. Work with the Wisconsin DNR and Brown County to preserve the public status and use of the state-owned and county-owned land at the east end of the Village.
17. Support the expansion of the Brown County-owned Fort Howard Paper Foundation Wildlife Area and the WDNR-owned Green Bay West Shore Wildlife Area.
18. Acquire the Brown County Sportsman's Club property with inland lake should the club cease to exist or wish to sell their property for a non-public use.
19. Allow hunting and trapping in designated areas as a viable means to maintain a healthy environment and animal population.

## **Village Quarries**

### **Action Steps:**

1. Identify recreation and other potential future uses for the large quarry on the north side of Glendale Ave.
2. Investigate the feasibility of converting the abandoned quarries into recreational facilities.
3. Evaluate the water quality of the two village owned quarries for recreational uses in detailed study.
4. Study and recommend restoration and safety issues for both the Glendale quarries.

**Future Park Sites** (Refer to Map 3 for Proposed Park Space Locations)

**Bay Shore Parkland**

1. Work with the DNR and Georgia Pacific to acquire and improve land along the shore of the Bay of Green Bay using NRDA Settlement Funds.
2. Develop future property with an improved boat access, parking, picnic shelter, trail and various other amenities.
3. Restore and preserve natural Bay frontage and enhance environmental quality along the Bay.
4. Provide opportunities for nature-based, water-oriented activities such as fishing, duck hunting, boating, and picnicking.

**Hansen Heights Subdivision**

1. Work with the Howard-Suamico School District to acquire property in the Hansen Heights Subdivision and adjacent to Howard Elementary School.
2. Develop the property with trails.
3. Investigate the use of property on the northwestern end for club sport play such as rugby or lacrosse.
4. Provide parking and access off of Glendale Avenue.
5. Develop shared parking and playground equipment with the school district off of S. Idlewild Ct.

**Hidden Creek Development on Memorial Drive**

1. Work with developers to site a public park in the Hidden Creek subdivision along the Duck Creek.
2. Apply for DNR grants to acquire parkland in the Hidden Creek subdivision.
3. Design a neighborhood park plan and public trail along the Duck Creek.
4. Construct a playground, ball diamonds, basketball court, open play space, shelter building, picnic and parking area.

**Juza-Oliver Family Park**

1. Apply for DNR grants to acquire outlots 11, 15, and 16 for parkland.
2. Improve outlot 15 as a neighborhood park.
3. Construct a playground, ball diamond, basketball court, open play space, picnic and parking area.
4. Investigate the possibilities of using the nearby retention ponds for winter skating activities.

**Other**

1. Acquire Poels property at Evergreen and Woodale Avenue.
2. Acquire 3 additional lot properties north of Pinewood Park.
3. Acquire VH 179.1 located within the boundaries of the Akzo Nobel Park.
4. Acquire Railroad corridor west of Howard Memorial Park.
5. Acquire properties along the bay near Shore Heights.
6. Acquire 65 sub-lot properties along the bay near Lake Park, Flint St and Cove St.
7. Acquire property north and south of Evergreen Ave along the Lancaster Brook corridor and west of Graceland.
8. Acquire property south of Shawano Ave and east of Greenfield Ave.
9. Acquire property west of Pinecrest between Windover and Glendale Ave.
10. Acquire properties adjacent to the Village Green golf course.
11. Acquire properties on Wietor Drive.
12. Acquire properties east of the Glendale quarry on Glendale.

## **Existing Park Sites**

### **Action Steps:**

#### **Akzo Nobel Sports Complex**

1. Install net extensions on diamond backstops.
2. Install gates at park entrances.
3. Complete Phase II development; i.e. construct eastern parking lot and lay second mat of asphalt on roadways.
4. Pave disc golf parking lot.
5. Develop trail system throughout the park with connections to the Mountain Bay trail and neighborhoods.
6. Extend electricity to storage buildings.
7. Add soccer goals to new fields.
8. Construct a restroom/concession building in the soccer area.
9. Construct overflow parking area.
10. Install softball diamond lights.
11. Install parking lot lights.
12. Install open air shelters.

#### **Barlament**

1. Add amenities such as picnic tables, benches, and bike rack.
2. Perform wetland delineation of park property.
3. Add curb cut for handicap access from the street.
4. Leave the park in its current state with no further landscaping or clearing of brush and trees.

#### **Barney Williams**

1. Develop parking area along the street.

#### **Deerfield Docks**

1. Continue property lease with DOT.

#### **Duck Creek Quarry**

1. Replace fencing on north, east and west sides.
2. Develop a site master plan.
3. (see Village Quarries action plan above.)

#### **Howard Memorial**

1. Develop plans for a second lighted ball field.
2. Replace backstop and fencing.
3. Repave walking areas around the ball field.
4. Improve drainage.
5. Review and consider options for the boat landing as the landing area is silting in.
6. Create an access to the eastern portion of the park along Duck Creek by providing a bridge and trail system.

#### **Lehner**

1. Replace pavilion.
2. Add walking path to the pavilion.

### Meadowbrook

1. Review the park plans and make improvements to ensure that safe access is provided to and from the park.
2. Replace the wooden bridges that cross Lancaster Brook.
3. Develop access points and trail connections to the properties south of the park.
4. Construct a new year-round multi-purpose pavilion that can accommodate public rentals and programs.
5. Work with the DNR to improve Lancaster Brook.
6. Install light on the basketball court.

### Mills Center

1. Construct and pave a parking lot at the Shawano entrance.
2. Develop trail system throughout the park with connections to neighborhoods.
3. Plant trees.

### Packerland Parkway

#### Pinewood

1. Install hockey boards on the ice rink.
2. Resurface interior road.
3. Conduct a Feasibility Study for a skate park facility.

#### Riverview Parkway

1. Develop fishing access sites.

#### Spring Green

1. Construct and pave the north parking lots near the new soccer fields.
2. Construct a park entrance drive on Glendale near Red Oak.
3. Develop a picnic area near Glendale.
4. Improve directional signage: 1) to the park 2) Mountain Bay Trail 3) and Arboretum.
5. Install dugout roofs.
6. Install softball diamond lights.
7. Install softball diamond scoreboards.
8. Construct a restroom/concession building and install water and sewer connections.
9. Develop a walking path throughout the park.
10. Resurface main parking lot and entrance road.
11. Install parking lot lights.
12. Install a basketball court or hoops off of the parking lot.

#### Village Green Golf Course

1. Update exterior building façade.
2. Update interior; specifically the dining room.
3. Improve building signage.
4. Install parking lot lights.
5. Replace wooden bridge at hole number 4 to a culvert land bridge.
6. Replace willow trees on tee number 6.
7. Improve ponds banks and construct retaining walls.
8. Drain tile on holes 4, 6, 8, 9.
9. Construct cart paths.
10. Develop a landscape plan to improve tees with steps and plantings.
11. Replace pump house.
12. Improve pump to a turbine pump system.

13. Replace or remove shelter at tee number 5.
14. Replace exit gate from the pond to Duck Creek; construct a head wall weir.
15. Improve water service from dead-end water line to new line on Riverdale.
16. Work with the Department of Transportation prior to the construction of the CTH J and STH 29 overpass to develop plans with the least impact to the holes on the golf course.
17. Improve the golf course, including the realignment of playing holes, as needed due to the construction of CTH J and STH 29 overpass.

Wietor Wharf

1. Continue property lease with DOT.

**Planning & Implementation**

**Action Steps:**

1. Update and review the Comprehensive Plan priorities and schedules for maintenance, park development, acquisition and improvements annually.
2. Review Capital Improvement Program updates to determine that they are consistent with the recommendations of the comprehensive plan.
3. Update the Capital Improvements Program annually.
4. Review capital improvement projects and evaluate potential for grant fund resources annually.
5. Apply for funds from the state's ADLP and Stewardship Program to assist in funding the acquisition and development of parks and open spaces.
6. Apply for funds from other federal and state agencies identified in the Potential Funding Sources section to assist in funding the acquisition and development of parks and open spaces.
7. Consider neighborhood opinion in evaluating proposed park projects.
8. Notify the public and provide an opportunity to comment on proposed amendments to the comprehensive plan.
9. Revise the Official Map to reflect the recommendations of the Village's comprehensive plan for future park sites.
10. Complete a formal review of the entire Comprehensive Outdoor Recreation Plan at least once every five years. Based on this review, changes should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose. Amend and adopt the updated comprehensive plan.
11. At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizen advisory committee.
12. Conduct semi-annual review of impact fees.

**SUMMARY**

**Comprehensive Plan Review**

A growing community like Howard must continuously maintain, upgrade, and expand its facilities to provide high quality public services. The Village should also evaluate its existing services in a cost-effective manner consistent with its long-term goals, trends, and projections. The analysis and recommendations contained in this plan should be used to guide and direct the village to accomplish goals and meet its vision for the Howard Park System.

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Village'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.

Outdoor Recreation Plans are considered current for a period of five years after the adoption date. Updating and adopting the plan will make the Village eligible for WDNR grant monies.

### **Creation of Parks**

Future locations for neighborhood and community parks should generally include or be adjacent to natural resource features, such as wetlands or stream corridors. This allows greater public accessibility to natural resources and potentially enhances their protection through buffering and public ownership. It can also allow for connectivity of parks through natural resource corridors. Future parks and recreational facilities sites should also be coordinated with adjoining communities and Brown County to allow for potential regional trails, to avoid redundant or competing facilities, and to foster cooperation and efficiency. Continued maintenance and development of the current park sites, as well as acquisition and development of additional sites, is necessary to meet the growing needs of the Village.

Over the next 5 years, a greater emphasis should be placed on the provision of neighborhood recreational sites and facilities with a focus on the western portion of the Village. Currently, the village is working on plans for adding two new neighborhood parks (one in western Howard and one in the southeast) and one special use park on the bay of Green Bay. Plans are also being designed for two public gathering park areas in a proposed Village Center to be located in the South Cardinal Lane Area. The implementation of these recommendations and the action plan should meet the park, recreation, and open space needs of the Village for the next several years.

### **Natural Corridors (Parkways)**

Natural corridors, or parkways, 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, habitats are maintained, and recreational opportunities are presented. This is consistent with the village's recently created Stormwater Management Plan and Stormwater Ordinance. Parkway provide for this and also maintain scenic values. They have been included within previous Howard plans and have been successful at Meadowbrook Park.

Parkways should be created and/or maintained along the Village's primary drainage corridors, including Duck Creek, Lancaster Brook, and Bakers Creek. A few tributaries of these creeks, as identified in the Village of Howard Comprehensive Plan, should also be included. The parkways should, at a minimum, include the floodway portion of the corridor and, ideally, contain additional lands. These parkways would allow the corridors to remain mostly undeveloped as wildlife corridors, preserve natural beauty, provide stormwater management areas, and link parts of the Village together. The parkways would also enhance public access and allow the Village to capitalize on the intrinsic value of its most notable natural features.

Acquisition of parkways could occur anytime that an opportunity arises. Generally, it will occur at the time adjacent lands are developed and could be accomplished either through dedication or purchase. If public acquisition is not feasible, private ownership subject to conservation easements should be considered. Lands within the parkways should be used only for passive recreation, such as trails.

As an urbanizing community with some valuable natural resources still remaining, the accommodation of both development and natural resource preservation is an especially important

issue. The provision for, identification of, and protection of greenway corridors and parkways, aesthetics, land use buffers, trails, and recreation is particularly applicable to the Village.

### **Wildlife Habitat**

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

A second recommendation is that the Village preserves its wetland property along Brunette Road between the railroad and Cornell Road. This area is part of the Suamico Lacustrine Flats, which is identified by state and county agencies as a significant natural resource. Protecting Howard's portion will also enhance preservation efforts within the Village of Suamico. The Village should work with the DNR regarding measures that could be used to enhance or rehabilitate this area for wildlife. Another possibility is to transfer this property to the DNR in exchange for other property that the DNR owns that could be used by the Village for either active parkland or additional development.

### **Preservation Areas Identified**

The preservation of wetland areas along the west Bay Shore is supported by two regional documents. The publication, *Environmentally Significant Areas in Brown County, Wisconsin*, stated that the west shore wetlands in Howard have some of the most valuable waterfowl nesting areas, not only in the county or the state, but in the entire Midwest region of the country. The study names the Village of Howard specifically in reference to wetlands and waterfowl. In addition, the *Green Bay West Shores Master Plan*, developed by the Department of Natural Resources, specifically cites the Howard west shore wetlands as a unique coastal area. It is emphasized that all of this wetland be retained in its natural state as wildlife areas. The wetlands within the Fort Howard Paper Foundation Wildlife Area and Pamperin Park have been identified as environmentally significant areas.

### **Archeological Preservation**

The Village's unique sites are important for research and educational purposes. Open space and recreation planning should include the identification of unique sites. These are valuable areas that should be preserved for future generations. The Village should work with the Wisconsin Historical Society and Brown County Museum to identify these sites.

### **Historic Preservation**

Historical preservation ordinances are designed to help maintain the character of historically important buildings by preserving existing structures and facades, providing alternatives to demolition, and improving the compatibility of new adjacent buildings. A historical preservation ordinance can also be a catalyst for collecting and preserving the local history of the community. The Village should work with the Wisconsin Historical Society and Brown County Museum to identify these sites.

### **Bicycle and Pedestrian Plans**

The bicycle and pedestrian system recommendations in the Howard plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in the Howard plan are designed to increase the number of people using these transportation modes and ensure that walkers and bikers are able to travel throughout the area safely. The goal is to create safe, enjoyable recreation and transportation corridors for youth and families to travel throughout the Village of Howard. These corridors should be readily accessible to walkers, runners, bicyclists and inline skaters with efforts made to connect to residential neighborhoods to schools, churches and shopping areas and follow aesthetic environmental and utility corridors.

### **Community Recreation Facilities**

Howard is in need of more athletic facilities (i.e., softball fields, club sport fields for rugby, lacrosse, football, practice fields). Even with the recent addition of the Akzo Nobel Sports Complex the village will need to provide additional sport fields to keep up with the demand for youth and adult recreational sports. The present demographics and sport needs report found that given the present growth rate and future projections, existing facilities are being heavily used and will not be adequate to serve the future growth of youth and adult activities. A second softball complex site is recommended.

Other park facilities should not be sacrificed in light of additional sport field or complex development. The development of a community pool was ranked as a high priority during the planning process for the Village's 2002 Comprehensive Plan. A community recreation center for youth, adult, and seniors is also recommended.

In addition, park, recreation, forestry and open space programs should be continued and expanded as the Village population grows including organized activities and opportunities for youth to senior citizens.

### **Village Quarries**

The large quarry on the north side of Glendale Avenue is a notable man-made feature in the Village. Howard owns the property and the smaller water filled quarry on the south side of Glendale. Finding a new use for this property should continue to be pursued. Ideally, any restoration or change of use would reflect its long heritage as an active quarry. Recreation opportunities, such as fishing and swimming, should be evaluated as potential uses for the quarries. Identifying recreation and other potential future uses for the quarries should be evaluated and recommended in a more detailed study.

### **Village Center**

A pedestrian-friendly village center should be established within the area bounded by Cardinal Lane, Riverview Drive, Shawano Avenue, and Lancaster Brook Parkway. The village center is intended to become the focal point for the entire community and give the Village a tangible identity. Parks and walkways will be an integral part of the design to serve as a focal point and be used for a public gathering place. Designs should include large trees, wide walkways and attractive amenities, such as a band shell, village green, water fountain, or other outdoor recreational attraction. A Community Center building should be located within the site to anchor the development of the area along with the YMCA and the Brown County Library.

### **Intergovernmental Cooperation**

Cooperation among neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and the *Village of Howard Comprehensive Outdoor Recreation Plan*. In order for the Village to grow in an orderly and efficient manner, it is necessary for the Village to work with its neighbors, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries.

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

### **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 park improvement projects within a specified period of time, and a CIP 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 park improvement projects are located and scheduled with thorough consideration of each of the plan's recommendations.

# IMPLEMENTATION

## INTRODUCTION

It is important to note that this report and its recommendations represent the planned improvements to the Village of Howard park system over the next five years, but in actuality, may address the recreational needs of the residents of Howard for a much longer period. It is recommended that this plan be reviewed and updated every five years to reflect as accurately as possible the recreational needs of the community, and to maintain the village's eligibility to apply for and receive state and federal aid.

The provision of outdoor recreation is a shared responsibility between neighboring communities, levels of government and the private sector. To encourage such partnerships, it is necessary that the Village of Howard continue to build upon its previous efforts and utilize this plan as a means to guide those efforts.

Successful implementation of this plan will depend upon:

- A commitment to partnerships with other agencies, organizations, and individuals.
- A sustained, comprehensive, and long-range effort.
- An active pursuit of all potential sources of technical and financial assistance.
- An understanding and acknowledgement of both the costs and the benefits of providing parks, outdoor recreation, and open space.

## PARTNERSHIPS

### Local – Village of Howard

Local communities (cities, villages, and towns) have authority and responsibility for local zoning, land subdivision and planning, and the acquisition and development of neighborhood and community park and open space sites. The Village of Howard has demonstrated a long-standing commitment to the provision of an intensive park system and the protection of important local natural resource features. Under this plan, it is recommended the Village of Howard:

1. Identify, acquire, develop, and maintain the proposed village park sites.
2. Identify, acquire, develop, and maintain the proposed village parkways.
3. Develop and maintain existing and proposed village trails.
4. Develop and maintain proposed recreational facilities.
5. Identify, acquire, develop, and maintain the proposed expansion of the existing village park and open space sites.
6. Continue to use impact fees and other avenues to finance the recommendations of this plan.
7. Review, revise, and implement plans and ordinances to reflect and support the recommendations within this park plan update.
8. Continue outdoor planning efforts and coordination of those efforts with those of the county and surround communities to improve opportunities for the establishment of parkways, trails, or facilities.

### County – Brown County

Brown County has authority and responsibility for shoreland/floodplain zoning, land subdivisions, sanitary sewer, environmentally sensitive area planning, and the acquisition and development of county level park and open space sites. Under this plan, it is recommended that Brown County:

1. Provide assistance to the Village of Howard in the planning, identification, acquisition, and development of local sites or facilities that might possibly become part of a county system. Such assistance could include financial participation in land acquisition or facilities construction or the provision of technical expertise in the planning or design of those sites or facilities.
2. Determine the need for and means of linking various trail systems to the Mountain Bay Trail, Pamperin Park and other parks and trails, in cooperation with the Department of Natural Resources and the Village of Howard.

### **State – Department of Natural Resources**

The Wisconsin Department of Natural Resources (DNR) has authority and responsibility in the areas of park development, natural resources protection, water quality control, and water use regulations. Because of this broad range of authority and responsibility, certain DNR functions have particular importance to the implementation of the *Village of Howard Comprehensive Outdoor Recreation Plan*. In particular, the DNR often becomes the lead agency in the acquisition of those park, recreation, and/or open space sites and facilities that are of regional or statewide importance (such as abandoned rail corridors, public hunting grounds and important natural resources). In addition, the DNR must approve the outdoor and open space plan for the Village of Howard in order to maintain the village's eligibility for state and federal outdoor recreation grants. In that regard, the DNR also oversees the administration of the Stewardship Fund program. The funds from that program are the largest and most accessible source of financial assistance or open space and outdoor recreation projects in Wisconsin. Under this plan, it is recommended that the Wisconsin Department of Natural Resources:

1. Provide financial and/or technical assistance to the Village of Howard for park acquisition and development projects.
2. Acquire abandoned railroad corridors for use as public recreation/transportation trails.
3. Acquire and develop additional lands along the shore of Green Bay.

### **Other Public and Private**

Public and private schools and private and non-profit organizations often provide technical services and special purpose sites and facilities related to outdoor recreation. It is recommended that these organizations:

1. Continue to work with one another, the state, the county, and local units of government to maintain such sites, facilities, and opportunities.
2. Continue to be open and flexible to the changing recreational needs of the residents of Howard.

### **PRIORITIES AND TIMETABLE**

The priority ranking and timetable is intended to help officials and staff with implementation of this plan and to assist with preparation of capital improvement programs. It is intended, that this ranking system be flexible enough to respond to any changes in community needs, professional judgment, or unique opportunities, encountered during implementation of this plan.

The priority ranking and timetable are generalized, so that pursuit of unforeseen opportunities consistent with the intent of this plan can be accommodated without undue delay. As such, those recommendations ranked highest would ordinarily be implemented first and the timetable established accordingly. On the other hand, it is understood that all of the recommendations

presented in the report are important and necessary to the successful implementation of this plan. For that reason, should significant state, county, local, or private support be provided for implementation of a specific recommendation, it is understood that it may be more appropriate to pursue implementation of that recommendation prior to other higher ranked priorities. However, the amount of financial support, the importance/uniqueness of that support, the costs to the village, and the impacts upon the village's current programs should also be taken into consideration in any such situation.

### **Priorities**

The following ranking is comprised of a three level system whereby all recommendations of the *Village of Howard Comprehensive Outdoor Recreation Plan* are assigned a relative priority (high, moderated, or low).

#### **High**

The village's highest priority should be land acquisition and the correction of health and safety concerns.

#### **Moderate**

The village's second priority should be the development of existing and proposed sites or facilities.

#### **Low**

The village's third priority should be the repair or replacement of existing facilities deemed outdated (typically considered routine maintenance and repair).

### **Timetable**

The following timetable is based upon the recommendation that this plan should function as both a short and long range plan. It is recognized that this plan must be reviewed (and updated as necessary) every five years to maintain the village's eligibility for outdoor recreation and open space aids. Therefore, the *Village of Howard Comprehensive Outdoor Recreation Plan* identifies those recommendations that could likely be implemented with the next five to ten years.

In addition, it is also recognized that this plan should provide a longer-range vision to the village for comprehensive planning purposes (in keeping with the recent state legislation that mandates comprehensive planning and local land use and planning consistency). Therefore, this outdoor recreation and open space plan also includes acquisition and development proposals which extend more than ten years into the future.

It is generally envisioned that acquisition, development, and routine maintenance of those sites and facilities located within the urban and urbanizing portions of the village should be pursued during the initial five to ten year timeframe of this plan.

As growth and development with Howard continues, additional park, outdoor recreation and open space sites and facilities would be needed to serve the new residents. Acquisition, development, and maintenance of such sites and facilities are envisioned to be needed within the initial five to ten year timeframe of this plan to keep up with the current growth of the village. Implementation of the trail and parkway system is envisioned to begin immediately but to proceed gradually over many decades.

It is recommended that this section of the report be reviewed on an annual basis to maintain its usefulness to the village's overall capital improvements program and budgeting process.

## **FINANCIAL ASSISTANCE**

Some of the recommendations in this plan may be implemented with the help of various sources of funds besides local property taxes. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources. This section identifies those sources of financial aid that may be available to the Village of Howard for implementation of the outdoor recreation and open space plan.

### **Surface Transportation Program Enhancement Funds**

As part of federal Transportation Equity Act for the 21<sup>st</sup> Century, the Wisconsin Department of Transportation (DOT) receives Surface Transportation Program (STP) funding to provide a variety of improvement programs, including the Enhancements and STP Discretionary programs. These programs are designed to fund projects that enhance multi-modal activities (including trails) in order to improve the transportation system.

Funding for this program varies, but approximately \$18 million was made available during the year 2000 cycle. State agencies, cities, villages, towns, and Indian nations are eligible for these funds, which are awarded in a reimbursement manner and require at least a 20 percent match. Project priorities vary slightly between the Enhancement and Discretionary subprograms, but both must involve activities that enhance a transportation project above and beyond what is normally done on a highway project and must relate to surface transportation. Recent examples of eligible activities include pedestrian and bicycle facilities, preservation of abandoned railway corridors and conversion into trails, historic preservation, acquisition of scenic easements and historic sites, environmental mitigation, and archeological planning and research.

### **Wisconsin Stewardship Program**

Recently renewed for an additional ten years, this state program, administered by the Wisconsin Department of Natural Resources (DNR), aims to protect and restore wildlife habitat, preserve high quality nature areas, expand opportunities, for nature-based outdoor recreation, and protect water quality and fish habitat. These goals are to be achieved through funding of land and easement acquisition and development of recreational facilities.

Funding for this program has been set at \$46 million each year for the next the years. The DNR, local units of government and qualified non-profit organizations are eligible for these funds, which are awarded as grants that require a 50 percent match. Project priorities are expressed through separate subprograms. Up to \$8 million each year will be provided to local units of government and non-profit organizations for acquisition and development of local parks, acquisition of land and development enhancements along urban rivers, acquisition of urban green space, and acquisition of development rights for nature-based recreation.

### **Wisconsin Coastal Management Program**

This state program, administered by the Wisconsin Department of Administration, is designed to enhance, preserve, and protect resources within the state's coastal zone.

Funding for this program has typically been between \$500,000 and \$1,000,000 each year. State agencies, local units of government, colleges, tribal governments, regional planning commissions, and private non-profit organizations are eligible for these funds, which require a 50 percent local

match. Project priorities are expressed through four funding areas: wetland protection, public access, cumulative and secondary impacts of development, and land use and community planning.

### **Lake Protection Grants**

This state program, administered by the DNR, is intended to provide financial aid to projects that protect and improve the water quality of lakes and their ecosystems. This program was initiated in 1993, and between 1993 and 1995, it provided an average funding level of \$1.3 million. Local units of government and lake management districts are eligible for 50 percent of the projects' costs (not to exceed \$100,000) for easements or land acquisition, wetland restoration, and development of local regulations.

### **Snowmobile Aids**

This state program, administered by the DNR, is intended to provide funds for snowmobile trails, route signs, and club signs. Annual funding levels averaged about \$3 million between 1993 and 1995. Counties are eligible for up to 100 percent of the cost of trail acquisition, development and maintenance, and bridge rehabilitation. Cities, villages, and towns are eligible for up to 100 percent of the cost of route signs, posts, and hardware (no more than \$30,000 per year can be spent in this program). Counties are also eligible to receive, and in turn, provide to snowmobile clubs free club trail signs based on a specific state formula (no more than \$15,000 per year can be spent in this program).

### **Recreational Boating Facilities**

This program, financed from the federal motorboat fuel excise taxes, is administered by the DNR to provide access to public waters. Annual funding levels averaged about \$4.5 million between 1993 and 1995. Local units of government and lake associations are eligible for up to 50 percent of the cost of construction of ramps, docks, and associated dredging, bulkheads, parking lots, etc.

## **COSTS**

Numerous difficulties and uncertainties exist within obtaining an accurate estimate of the total implementation cost of a long-range plan of this nature. Those variables include:

- The pace of implementation.
- The presence of unforeseen opportunities or impediments during implementation.
- The amount of financial assistance received from others.
- The amount of technical assistance received from others.
- The amount of in-kind contributions received from others.
- The amount of local support and cooperation.
- The amount of success with alternative means of land acquisition and development, i.e. purchase and re-sale of land on condition, purchase and lease-back of land, acquisition of land subject to life estate, acquisition of tax delinquent land, acquisition of conservancy or scenic easements, gifts, donations, and volunteerism.
- The changing needs of the public.

Therefore, this plan does not propose to identify a final total cost. It is rather envisioned that implementation (and acquisition of funds) will be pursued on a case-by-case and project-by-project basis, with each case or project subject to separate review and approval by the appropriate agencies and governing bodies.

## **Capital Improvements Program**

Capital improvements are designated and funded individually through segregated municipal funds and are typically projects with a high cost. Capital improvement costs are intended to represent cost of capital improvements that relate directly to those additions of labor and materials that significantly improve the overall value and usefulness of the park.

Routine maintenance however, is considered routine repair and upkeep of existing sites and facilities, and does not appreciably increase the value or usefulness of the park. Routine maintenance is traditionally funded through the park department's operations budget.

It is recommended that the Village's capital improvements program should be adjusted annually to be consistent with the recommendations of this plan.

## **BENEFITS**

Studies and research from across the country have shown that the provision of park, outdoor recreation, and open space, and open space opportunities can and do positively impact local communities. It is widely understood that parks and parkways have great environmental, recreational, and scenic value. But it is not as widely known that parks and parkways have the potential to enhance property values, create jobs, expand local businesses, attract new and relocating businesses, increase local tax revenues, decrease local government expenditures, and promote a sense of community.

During the late 1980s, the National Park Service undertook an analysis of numerous studies from across the country, which had investigated the effect of rivers, trails, parks, parkways, and/or greenways upon local communities. In its *Economic Impacts of Protecting Rivers, Trails and Greenway Corridors*, the National Park Service determined that rivers, trails, parks, parkways, and greenways could:

- Increase nearby property values.
- Encourage additional local spending on recreation-oriented items and services, which can help support local recreation-oriented businesses and employment.
- Facilitate the establishment of associated concessions and special events, which can benefit local businesses.
- Attract visitors to the community, which can benefit local lodging, food, and recreation establishments.
- Improve the overall appeal and appearance of a community to visitors and tourists.
- Induce additional reinvestment into the local economy through the management agency's purchase of supplies and services and its provision of employment opportunities.
- Improve the quality of life within a community, which is an increasingly important factor for retaining and attracting corporations and businesses.
- Mitigate some of the long-term costs imposed on local governments and other public agencies from the side effects of growth and development, such as personal and property damage associated with natural hazards and damage to the environment from pollution.

The *Wisconsin Outdoor Recreation Plan 2000-2005*, under preparation by the Wisconsin Department of Natural Resources, also noted that outdoor recreation provides economic, social, personal, and environmental benefits to Wisconsin citizens, such as:

- Increased neighboring property values.
- Support of local and state businesses involved in the community.
- Preservation of the community's scenic qualities.
- Facilitation of business and industry retention and attraction.
- Facilitation of lower medical care costs.
- Provision of a positive social outlet for young people.
- Promotion of an active and healthy lifestyle.
- Encouragement of family and community unity.
- Encouragement of non-polluting modes of transportation.
- Provision of plant and animal habitat.

The *State Trails Network Plan*, also under preparation by the Wisconsin Department of Natural Resources, further notes that:

- The presence of trails often increases the value of properties adjacent to the trail corridor, especially within residential neighborhoods.
- Trail users often spend money on bicycles, snowmobiles, and related durable goods, equipment, and maintenance in areas near the trails. Local hotels, bed and breakfasts, restaurants, bakeries, gas stations, etc. also benefit from such activities and the spending of trail users.
- Wisconsin Department of Tourism studies have shown that longer trails, which tend to attract more users from far away, generate more spending per user. Shorter/urban trails generally have a higher economic impact. Such spending results in higher sales tax revenues for the state and the county.
- Trails provide a sense of place and a source of community pride, particularly when combined with historic sites, parks, and residential and commercial areas.
- The Association of Home Builders cites trails as the second and third most important amenity that would influence people to move to a new location.
- Trails contribute to the quality of life within a community, which is an increasingly important factor in attracting and retaining businesses.
- In the long run, outdoor exercise can lead to health improvements, which, in turn, can help control medical costs associated with obesity, high blood pressure, high cholesterol levels, osteoporosis, diabetes, and depression.
- When trails provide safe and pleasant places to walk and bicycle, they encourage people to use non-motorized means of getting to work, school, play, or shopping, resulting in reduced traffic congestion, noise, and air pollution. The *Wisconsin Bicycle Transportation Plan 2020* states that the most frequent, comfortable, and practical trips for bicyclists (those under five miles) produce the greatest environmental benefits, since automobile trips under five miles are the least fuel efficient and produce the highest emissions per mile.
- Trail corridors can function as outdoor classrooms for school children and adults to learn about the natural and cultural environment.
- 90 feet of the typical rail-to-trail corridor is left in its natural state, providing habitat for birds and other wildlife, as well as preserving diverse plant communities, such as remnant prairies.

Specific studies of Wisconsin and/or Brown County benefits are noted below.

The *Fox River Trail Development Plan* prepared by the Brown County Planning Commission in 1999 notes that criminal activity along the Mountain Bay rail-to-trail corridor did not increase after conversion of the railroad to a trail. The plan also notes that review of a recently platted residential subdivision adjacent to the Mountain Bay Trail found that lots adjacent to the trail sold faster and for more (about 9 percent more) than similar lots not adjacent to the trail.

The Wisconsin Taxpayers Association found that corporate executives and small business owners alike cite availability of recreation, parks, and open space as factors in locating a business and attracting employees.

## **SUMMARY**

Within the Village of Howard, the costs of implementing the outdoor recreation and open space plan are envisioned to be spread over 20+ years. Those costs could be further offset through successful cooperation and partnerships with the state and with neighboring local communities. Furthermore, the benefits which would arise from implementation of the plan would also greatly offset the plan's relative costs.

In conclusion, this plan is not just an outdoor recreation and open space plan, but it is also a plan that will help ensure a healthy, viable, and productive future for Howard. Once again, it is envisioned that this plan will provide future opportunities for:

- Increased recreation.
- Preservation of historic, cultural, and archeological identity and sites.
- Increased tourism.
- Increased property values for adjacent lands.
- Increased civic pride and an improved quality of life that can be used to attract and retain businesses.
- Preservation of lands for future parks and parkways.
- Protection of wildlife habitat.
- More diverse and healthy eco-systems.
- Promotion of a healthy and active lifestyle.

## APPENDIX A

### Village of Howard Comprehensive Plan 2002 Visioning Session Results

The following table shows the parks, recreation and open space issues from the Village of Howard Comprehensive Plan's 2002 visioning session. This table shows only a portion of the issues as it addressed village-wide concerns. Out of the 28 issues, 7 related to parks and open spaces and 1 to resident participation (see table below). The points ranged from 21 on the low end to 144 points on the high end for all of the 28 ranked issues.

<b>Issues</b>	<b>Points</b>
Expand green space, neighborhood parks (not sports complexes), and ESAs	144
Better communication and participation among levels of government with residents	50
Provide public aquatic facilities (pool, water park)	40
Maintain river quality as a community resource - Duck Creek Quarry for recreational use	38
Maintain/expand bike lanes	33
Maintain green space within the Village	32
Village beautification - flowers, trees, shrubs, and involve residents in care for it	26
Develop off-street bike and pedestrian system	21

## **APPENDIX B**

### **Public Participation Process - Village of Howard Outdoor Comprehensive Plan 2005**

#### Village Website

Residents will be encouraged to log onto the Village's website to provide input to the process. A copy of the draft proposal will be available for viewing at [www.villageofhoward.com](http://www.villageofhoward.com).

#### Recreation Brochure

Information regarding the planning process will be included in the community recreation.

#### Public Viewing

Public viewing of the comprehensive plan in draft form will be available during office business hours. Residents will also have the opportunity to discuss the recommendations with staff and to suggest modifications.

#### Community Visioning Sessions

Park, recreation and outdoor space needs and ideas were gathered and discussed during the visioning session held for the Village's Comprehensive Plan 2002.

#### Planning Commission and Village Board Meetings

Once the comprehensive plan is completed in draft form, the Village's planning commission and board will hold public meetings to discuss and adopt the plan.

## **APPENDIX C**

### **Public Hearing Notice**

Village of Howard  
Notice of Public Hearing

The Village of Howard Plan Commission will hold a public hearing on April 18, 2005 at 6:35 p.m. in the Village Hall Board Room regarding the update of the Village of Howard Comprehensive Outdoor Recreation Plan. A copy of the proposed plan may be reviewed or obtained at the Village Hall, 2456 Glendale Avenue, Monday thru Friday, 8:00 - 4:30 p.m. or by logging on to the Village website at [www.villageofhoward.com](http://www.villageofhoward.com). Written comments will be accepted up until the public hearing. For further information regarding the proposed plan contact Marianne Pigeon, Director of Parks, Recreation & Forestry at 434-4640.

The recommended plan consists of written text and maps. Areas covered in the plan include the following general areas: inventory of park and recreation sites; needs analysis; proposed park space; recommendations and implementation. The plan also includes a vision statement, goals, objectives, and standards relating to these areas.

Date of Publication: April 1 and April 8, 2005

**APPENDIX D**

**Adoption Resolution**

**RESOLUTION NO. 2005- 21**

**RESOLUTION ADOPTING THE VILLAGE OF HOWARD  
COMPREHENSIVE OUTDOOR RECREATION PLAN**

**WHEREAS**, the Village of Howard Board of Trustees adopted the Village of Howard Comprehensive Outdoor Recreation and Open Space Plan on February 28, 1994; and

**WHEREAS**, the provision of open space and recreation facilities is important to the quality of life of the residents of, and visitors to, Howard; and

**WHEREAS**, Village adoption of a current open space and recreation plan is required for the Village of Howard to remain eligible for cost sharing aid programs administered through the State of Wisconsin; and

**WHEREAS**, the Howard Parks, Recreation and Forestry Department has prepared an update of the Village's open space and outdoor recreation plan; and

**WHEREAS**, the Village of Howard Comprehensive Outdoor Recreation Plan 2005-2010 encompasses a general outline and plan for the recreational development of the Village of Howard; and

**WHEREAS**, the Howard Planning Commission Board of Directors recommended approval of the plan on April 18, 2005; and

**NOW, THEREFORE, BE IT RESOLVED**, that the Village of Howard Comprehensive Outdoor Recreation Plan 2005-2010 is hereby adopted by the Village of Howard Board of Trustees.

Adopted April 25, 2005.

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Carlene Felmer, Village President

ATTEST:

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Hugh Thomas, Village Administrator