



## **Village of Allouez Comprehensive Plan**

Prepared by the Village of Allouez Plan Commission

December 2013

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Adoption Date: December 2013

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## CHAPTER 1

### Issues and Opportunities

The Village of Allouez is located near the center of the Green Bay Metropolitan Area and is bounded by the Cities of Green Bay and De Pere, the Village of Bellevue, and the Fox River.

#### Purpose of a Comprehensive Plan

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

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



14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Village of Allouez Comprehensive Plan should be used by Village committees and officials when revising and administering its zoning and other ordinances and should be the basis for identifying the locations of future developments and public service extensions. Village committees and officials should consider an annual review of the past year's development and community decisions so as to ensure the plan is being used as a guiding vision that provides consistent policies to follow and a clear goal for the future of the Village of Allouez.

### **Comprehensive Planning Process**

The Village of Allouez has experienced strong residential and commercial growth over the last several decades, but the Village has never adopted a comprehensive plan. In 2001, Allouez officials chose to take advantage of the State of Wisconsin Department of Administration – Office of Land Information Services Comprehensive Planning Grant program to develop a plan that would conform to the requirements of the Comprehensive Planning Law and reflect Village residents' vision of how Allouez should develop in the coming years. After receiving the grant, the Village appointed a citizens advisory committee comprised of Village officials and interested citizens to steer the planning process.

In 2002, the Brown County Planning Commission (BCPC) was hired to help the Village complete the comprehensive plan. Staff from the BCPC cooperated with Allouez staff to prepare the background information and the recommendations of the plan based upon input from the citizens advisory committee, a Village-wide visioning session, stakeholder interviews, the guidance in Wisconsin's Comprehensive Planning Law, and other public forums. The planning process involved 17 months of work and 12 public meetings of the citizens advisory committee.

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

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

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

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

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

It is important to note that this document is not the end of the planning process. For the Village of Allouez to succeed in achieving its vision for the future, planning must be an ongoing exercise.

### Comprehensive Plan Goals and Objectives

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



To help identify how the community should develop in the coming years, the Brown County Planning Commission held a public visioning session on August 12, 2002, at the pavilion in Green Isle Park. The top issues identified by the workshop participants include:

1. Continue to provide safe and consistent quality drinking water.
2. The Village should promote development which generates a stronger tax base, while maintaining the current low tax rate.
3. The Village should preserve the safety of the community through crime prevention programs.
4. Preserve Allouez as a residential community that is quaint and homey.
5. The Village should continue its excellent snow removal, garbage collection, fire/rescue, and other services.

6. The Village should create a better urban space and identity by developing a village center with a new village hall. A new Village Hall site was built in 2005.
7. The Village should ensure residents are aware of and follow current zoning ordinances.
8. The Village should continue to work with the surrounding communities in sharing municipal services.
9. The Village should promote the effective management of traffic problems.
10. The Village should continue to improve mass transit, pedestrian walkways, and bicycle facilities.
11. The Village should implement economic development programs which promote a business-friendly attitude.
12. The Village should address its housing stock by encouraging residents to repair and maintain their homes.
13. The Village should encourage development along available waterfront properties.
14. The Village should ensure that the business areas continue to be compatible with residential areas.
15. The Village should use traffic calming techniques to reduce vehicle speeds along main arterial and collector streets.
16. The Village should ensure an emergency/disaster plan that addresses terrorism, floods, and other issues, is continually up to date.
17. Sidewalks should continue to be considered in Village street reconstruction projects.
18. The Village should encourage resource conservation, waste reduction, and recycling.
19. The Village should continue to promote many of the excellent locally-owned businesses.
20. The Village should maintain its existing zoning.
21. The Village should increase lighting in its residential areas.
22. The Village's streets should continue to improve safe connections to the Fox River Trail.
23. The Village should investigate additional locations for Fox and East River crossings.
24. The Village should anticipate traffic safety problems associated with increased development in Bellevue.
25. The Village should improve and maintain its underground utilities.
26. Bicycle lanes should continue to be considered in Village street reconstruction projects.
27. Neighborhood districts should be created within the Village.
28. The Village should increase yard waste pickup days.
29. The Village should continue to monitor the condition of aging municipal buildings.
30. The Village should retain its existing green space.

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

The visioning session, input from a survey attached to the visioning session's informational flier, and the citizens' advisory committee helped staff develop the plan's preliminary goals and objectives. The goals and objectives were finalized after BCPC and Allouez staff completed interviews with business people, service groups, village board members, county board members who represent Allouez, property owners, and other "stakeholders" in the Village.

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

## **Land Use**

**Goal:** Manage the future growth and land uses within the Village to ensure orderly, balanced development that maintains or improves quality of life and maximizes the efficient provision of municipal services.

### **Objectives**

1. Delineate future growth and redevelopment areas for 5-year increments based on projected growth rates and the ability to efficiently provide services.
2. Promote additional office and commercial development but seek to retain the existing overall balance between residential and non-residential land uses.
3. Strive for a compact, efficient land use pattern by promoting the development of existing vacant and underutilized lots.
4. Ensure the compatibility of adjoining land uses for both existing and future development.
5. Create and enforce design standards for developments, including lighting and parking lot landscaping.
6. Create mixed-use neighborhood centers containing a variety of commercial and residential uses with an emphasis on pedestrian scale rather than on automobile-oriented development patterns.
7. Discourage strip commercial development in favor of clustering commercial activities at designated nodes or selected locations that can service nearby neighborhoods.
8. Green space or open lands should continue to be integrated into neighborhoods.
9. Coordinate the layout of new developments and redevelopment projects with the need for traffic circulation and pedestrian facilities.
10. Provide for a mix of residential uses and housing types within neighborhoods through the establishment of flexible zoning standards and the promotion of planned developments.
11. Strongly consider the installation of neighborhood facilities within new residential developments, including street trees, sidewalks/trails, and sites for playgrounds.

## **Transportation**

**Goal:** Develop a safe and efficient multi-modal transportation system that serves all Allouez residents.

### **Objectives**

1. Allow the development of neighborhoods that contain a mix of residential, commercial, institutional, and recreational uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.
2. Utilize well connected street patterns to distribute traffic evenly, maximize mobility and accessibility for all residents, and make transit service more efficient.
3. Maximize safety, efficiency, and accessibility at the Village's intersections.

4. Develop a safe, continuous pedestrian system in the Village by installing sidewalks in new and existing developments.
5. Continue to work with the surrounding communities and Brown County to develop an off-street bicycle and pedestrian trail system that serves the Village and region.
6. Enable and encourage developers to build narrow streets to slow traffic through neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.
7. Utilize traffic calming techniques on the Village's existing streets to improve safety and minimize the impacts of vehicles on neighborhoods.
8. Work with the surrounding communities, Brown County, and WisDOT to plan the county and state highway corridors that serve the Village.
9. Develop the population and employment densities necessary to improve the viability and attractiveness of transit service by developing neighborhood centers.
10. Provide safe pedestrian and bicycle connections to destinations, such as parks, trails, schools, employment centers, shopping areas, and between/within subdivisions.
11. Enhance the appearance of the Village's entrances and thoroughfares.
12. Work with Brown County, WisDOT, Green Bay Metro, the Green Bay School District, and other agencies to develop the Village's multi-modal transportation system.
13. Identify a system of truck routes throughout the Village and mark them with standard signs to enable them to be easily identified.
14. Utilize Austin Straubel International Airport to attract new businesses and retain existing ones.
15. Utilize the Port of Green Bay to attract and retain businesses.
16. Apply for grants and seek out private donations to help fund the development of the Village's multi-modal transportation system.

## **Economic Development**

**Goal:** Broaden the tax base and strengthen the Village's economy and employment base through the expansion of compatible commercial activity.

### **Objectives**

1. Encourage businesses that are compatible with the Village's residential character to locate in Allouez.
2. Cooperate with the other metropolitan area communities to attract businesses to the area.
3. Develop and implement commercial design standards.
4. Identify appropriate areas for commercial activities within the Village.
5. Encourage the utilization of government programs to aid in the retention of existing and attraction or promotion of new commercial activities.
6. Promote a mix of commercial development to include both large and small business ventures.
7. Encourage the redevelopment of underutilized, vacant, and brownfield commercial areas.
8. Encourage commercial development in smaller neighborhood centers rather than in strips along main thoroughfares.
9. Develop economic development partnerships with agencies, such as Advance, Brown County Planning, and the Wisconsin Economic Development Corporation.

10. The Village developed an Economic Development Committee.

## **Housing**

**Goal:** Develop neighborhoods that offer a variety of quality housing opportunities for all Allouez residents to minimize adverse environmental impacts, provide efficient public services, and enable people to utilize several modes of transportation.

### **Objectives**

1. Promote reinvestment in the existing housing stock in order to maintain property values and strong neighborhoods.
2. Promote an adequate supply and mix of housing types for individuals of all income levels.
3. Maintain the current level of community-based residential facilities to help care for a diverse population while monitoring the tax implications of these facilities.
4. Identify Smart Growth areas contiguous to existing development to take advantage of existing utilities and public services.
5. Promote traditional neighborhood development (TND) as a viable mixed-use development option.
6. Develop and implement residential design standards.
7. Identify and utilize governmental programs, such as Community Development Block Grants–Housing (CDBG–Housing) and the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock.

## **Utilities and Community Facilities**

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

### **Objectives**

1. Work with the Green Bay School District, surrounding school districts, and Brown County Planning Commission to evaluate the future educational facility needs of the Village.
2. Continue to maintain a long-term viable supply and distribution system of high quality public water with the Lake Michigan Pipeline.
3. Continue to provide quality police, fire, rescue, and garbage/recycling collection services for all residents and businesses and identify sites for future facilities as the Village evolves.
4. Maintain the amount of green space within the Village by providing small neighborhood parks within residential areas and through other means.
5. 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.
6. Maintain a community center with year-round recreational and social activities for the Village’s residents.
7. Enhance the Fox and East Rivers as community resources by providing additional access and recreational opportunities at appropriate locations.

8. Continue to work with the Historic Preservation Committee to maintain the Village's existing public facilities and replace aging/obsolete infrastructure and equipment in a coordinated fashion.
9. Promote the efficient use of existing community facilities, such as streets, sewers, and water, through infill development and redevelopment.
10. Refer to the Village's comprehensive storm water management plan to address water quantity impacts (such as flooding) and water quality impacts (such as the protection of wetlands and stream habitats).

### **Natural, Cultural, and Agricultural Resources**

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

#### **Objectives**

1. Maintain the amount of green space within the Village.
2. Utilize the existence of significant natural resources as a key factor when identifying locations for future parks.
3. Continue to preserve wetlands, floodplains, and other environmental areas that link various parts of the Village and serve as wildlife corridors, pedestrian trails, and storm water management areas.
4. Maintain and enhance accessibility to public lands along the waters of the Fox and East Rivers.
5. Maintain neighborhood green space and parks within residential developments.
6. Continue to coordinate future parks and green space with adjoining communities and the recommendations in the *Brown County Open Space and Outdoor Recreation Plan* and *Village of Allouez Park and Recreation Plan*.
7. Maintain and enhance the appearance and community identity of the Village through the creation of design standards, landscaping, improved signage, and other beautification techniques.
8. Identify and protect significant historic and scenic sites and promote their value to the Village.
9. Promote the preservation and rehabilitation of older buildings and homes within the Village, especially through the adaptive reuse of these buildings (whenever possible).

### **Intergovernmental Cooperation**

**Goal:** Work with the surrounding communities, school districts, Brown County, and State of Wisconsin to cooperatively plan and develop the Village and region.

#### **Objectives**

1. Work with the surrounding communities to coordinate municipal services and address other issues of mutual concern.
2. Cooperate with the other metropolitan area communities to attract businesses to the area.
3. Continue to investigate ways to save money, while still providing efficient municipal services.

4. Work with the Green Bay School District, surrounding school districts, and Brown County Planning Commission to evaluate the future educational facility needs of the Village.
5. Continue to work with the surrounding communities and Brown County to develop an off-street bicycle and pedestrian trail system that serves the Village and region.
6. Work with the surrounding communities, Brown County, and WisDOT to plan the county and state highway corridors that serve the Village.
7. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
8. Continue to coordinate future parks and green space with adjoining communities and the recommendations in the *Brown County Open Space and Outdoor Recreation Plan*.

### **Summary**

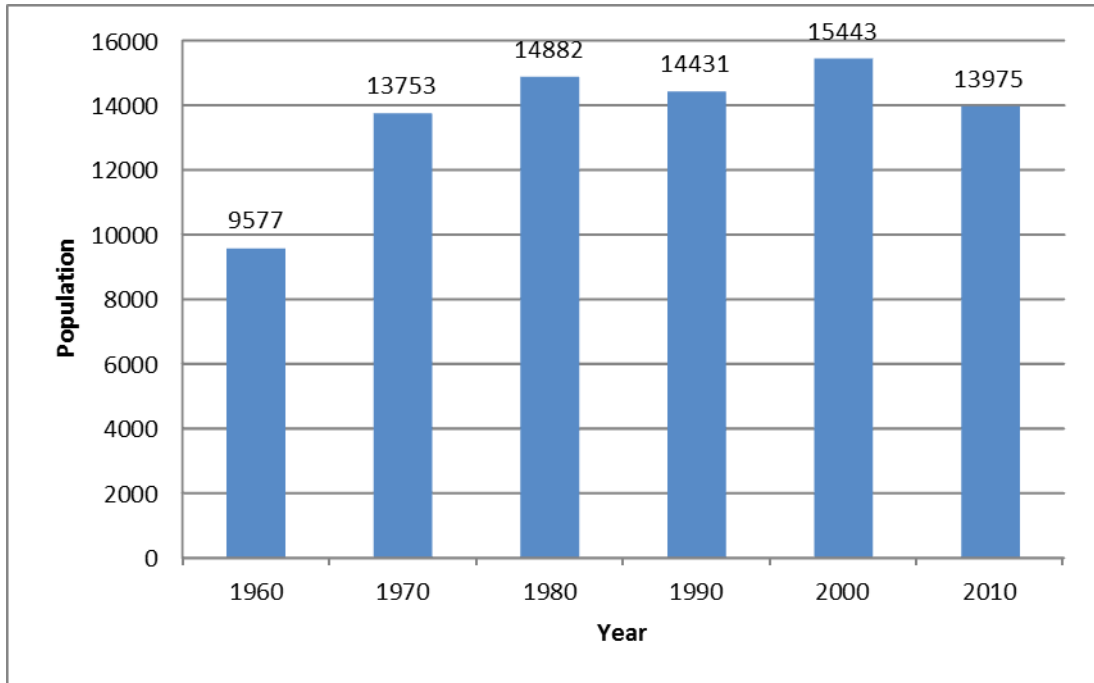
The goals and objectives identified for the Village of Allouez Comprehensive Plan promote the concepts of a *walkable* and *livable* community. These two concepts can be attained through features, such as neighborhood commercial uses, a mix of housing types, a multi-modal transportation system, planned growth and redevelopment, and the integration of development with the protection of natural and cultural resources.

### **Demographic Trends**

The Village of Allouez has grown by nearly 4,400 people (45.9 percent) over the last 50 years, but most of the Village's population growth during this period occurred between 1960 and 1970 (see Figure 1-1). During this 10-year period, the Village grew by more than 4,100 people. However, population growth slowed somewhat after 1970, and the Village's total population began to plateau, increasing by only 222 over the next 40 years. Over this same 40-year time-period, Brown County's population increased by 36.2 percent (89,763 people). In terms of current (2010) population totals, the Village of Allouez ranks sixth among the 24 municipalities in Brown County.



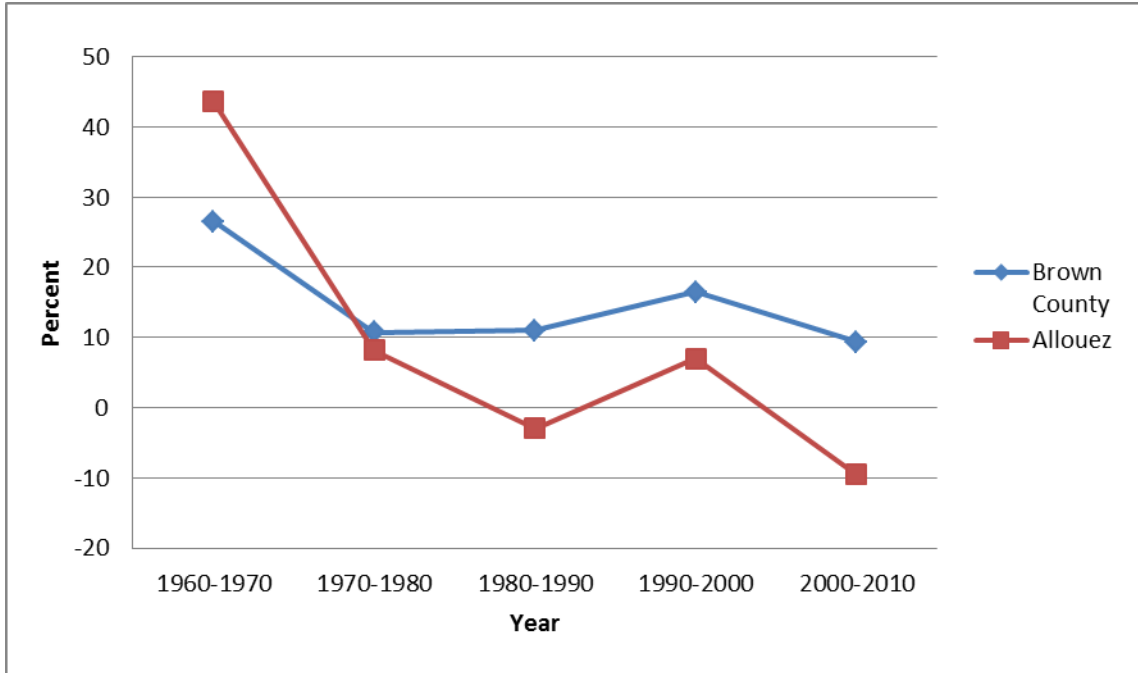
**Figure 1-1: Village of Allouez Growth Trends, 1960-2010**



Sources: U.S. Census of Population, Wisconsin Dept. of Administration

Figure 1-2 shows that the Village of Allouez grew at a much faster rate than Brown County between 1960 and 1970 and that the County's growth rate exceeded the Village's during the next four census periods.

Figure 1-2: Allouez and Brown County Population Changes, 1960-2010

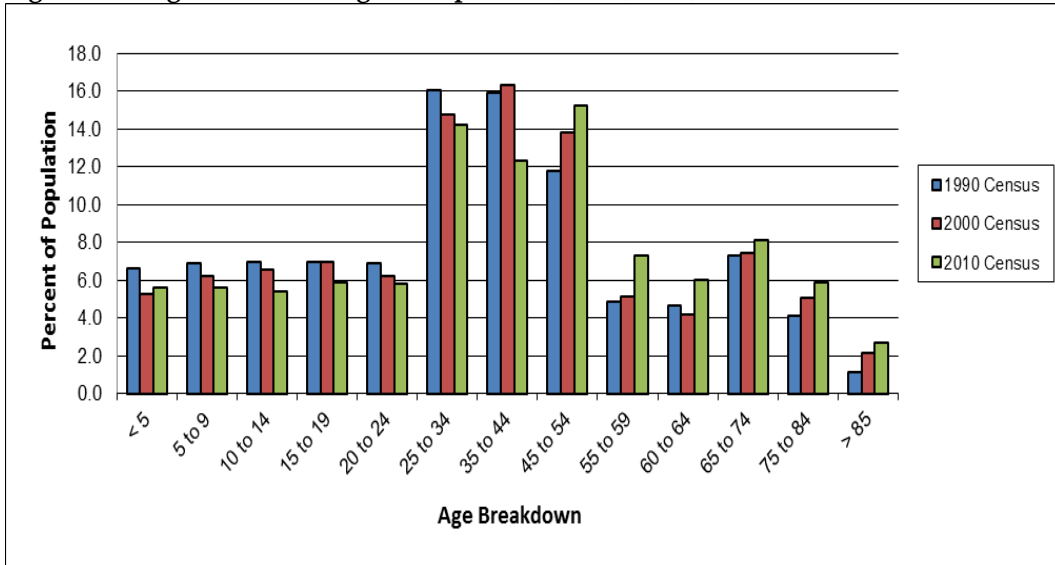


Sources: U.S. Census of Population, Wisconsin Department of Administration

### Age Distribution

According to the U.S. Census, the median age of Allouez residents in 2010 was 41.0 years, which is slightly higher than 2000's median age of 37.6 years and Brown County's 2010 median age of 36.2. The 2000 census also found that the number of school-aged (K-12) children increased by only 1.5 percent over the last ten years, while residents between the ages of 20 and 54 increased by 8 percent, and residents above the age of 55 increased by 16.7 percent. This trend indicates that the Village contains an increasing number of older residents who will require special services as they continue to age. Figure 1-3 shows how the ages of Allouez residents have changed over the last twenty years.

**Figure 1-3: Age as a Percentage of Population, 1990, 2000, and 2010**



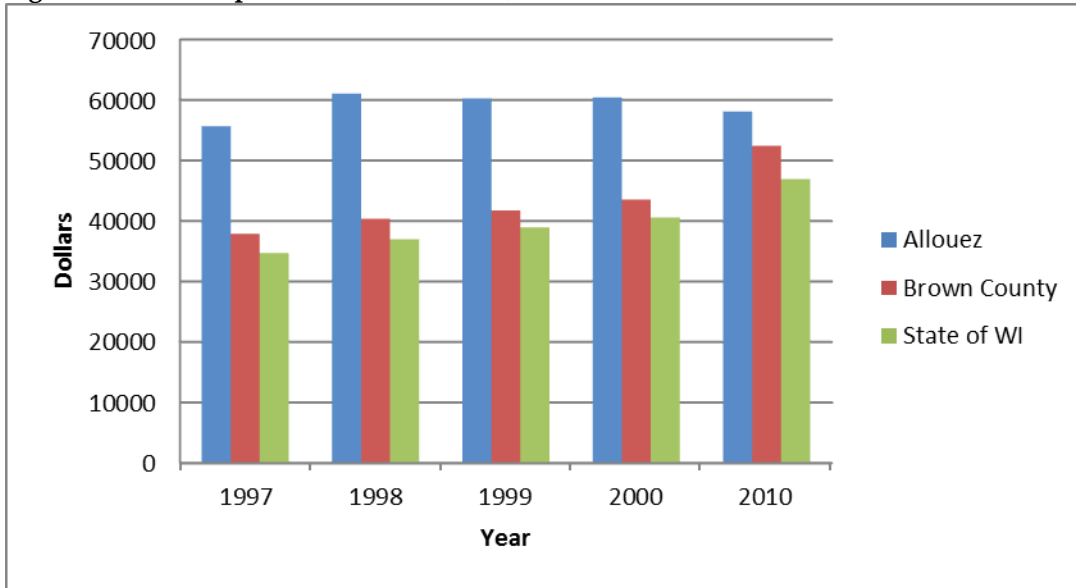
Sources: U.S. Census of Population, Wisconsin Department of Administration

### Income Levels

According to the Wisconsin Department of Revenue’s Division of Research and Analysis, the Village of Allouez’s adjusted gross income (AGI) per tax return has been relatively high since 1997. According to the state analysis, the 2010 AGI for the Village of Allouez was \$58,105, which was much higher than the Brown County and Wisconsin AGIs for the same year. This AGI comparison is shown in Figure 1-4.

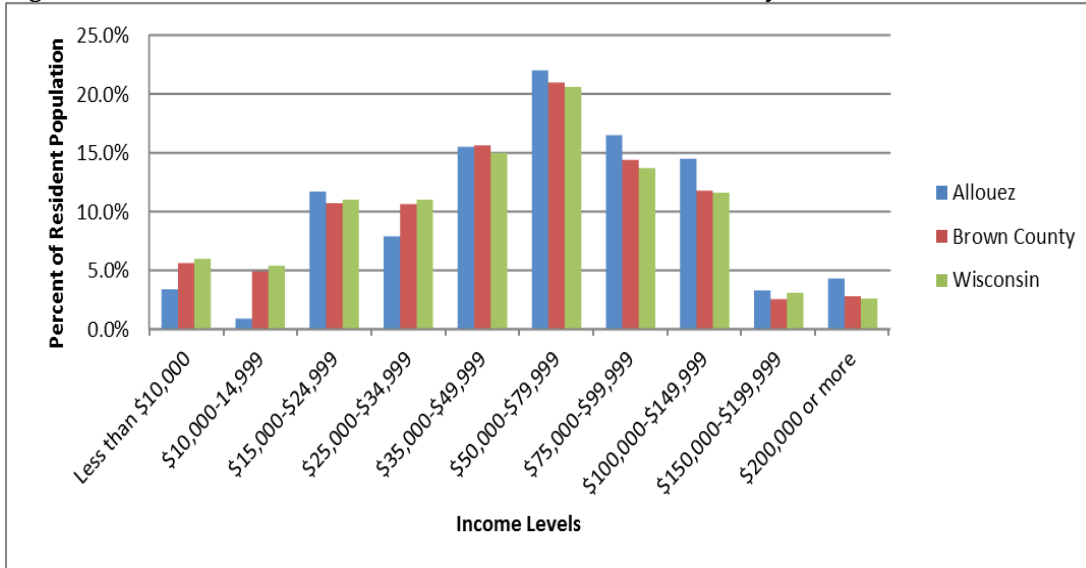
The 2000 and 2010 U.S. Census also provides detailed ranges of income for these three units of government. Figure 1-5 shows that the Village of Allouez had a much larger percentage of households earning more than \$75,000 in 2010 than Brown County and the State of Wisconsin. The Village’s median household income (\$63,381) also exceeded the Brown County (\$53,353) and State of Wisconsin (\$52,374) median household incomes in 2010.

**Figure 1-4: Municipal Per Return Income, 1997-2000 & 2010**



Source: Wisconsin Dept. of Revenue – Division of Research and Analysis Wisconsin Municipal Per Return Income Reports for 1997, 1998, 1999, 2000, and 2010.

**Figure 1-5: Household Incomes for Allouez, Brown County, and Wisconsin, 2010**



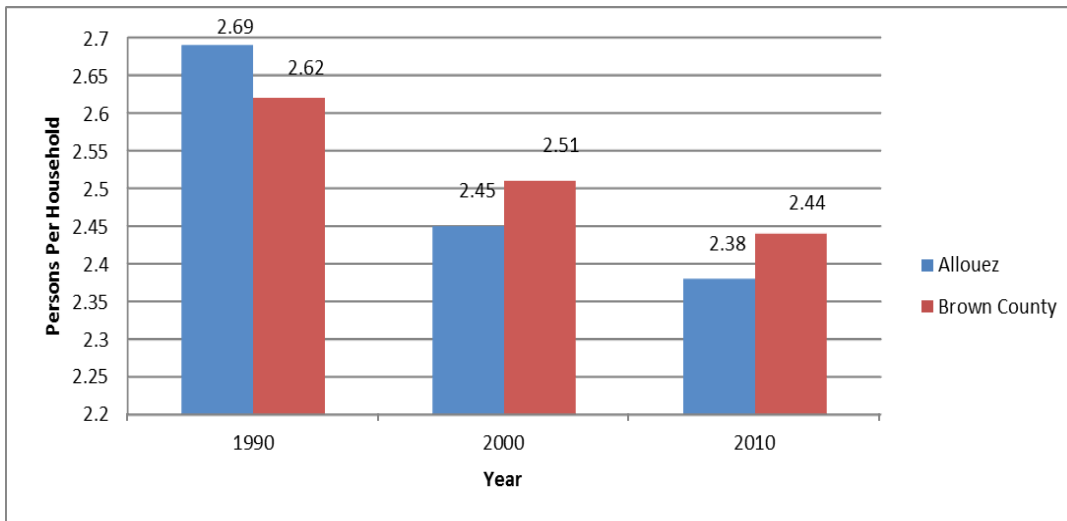
Source: U.S. Census, Table DP-3, Profile of Selected Economic Characteristics: 2010.

### Housing Characteristics

Similar to what is happening nationwide, the average household size in the Village has continued to decline since 1990. Allouez’s average household size in 1990 was 2.69 people per household, but this dropped to 2.38 in 2010 (see Figure 1-6). The U.S. Census also found that the total number of housing units in the Village increased from 5,512 to 5,597 between 2000 and 2010. However, the number of occupied units decreased during this period, from 5,397 to 5,322.

Most Allouez residents own their homes; however, the owner/renter ratio has changed quite significantly since 2000. According to the 2000 census, 85 percent of Allouez’s residents lived in owner-occupied housing units and 15 percent of the residents rented. However, the 2010 U.S. Census showed that the percentage of owner-occupied housing in the Village decreased to 80.2 percent during this 10-year period while the percentage of renters increased to 19.8 percent. The Village’s housing characteristics and housing unit data are described and analyzed in greater detail in Chapter 5 of the plan.

**Figure 1-6: Average Household Sizes for Allouez and Brown County, 1990, 2000, and 2010**

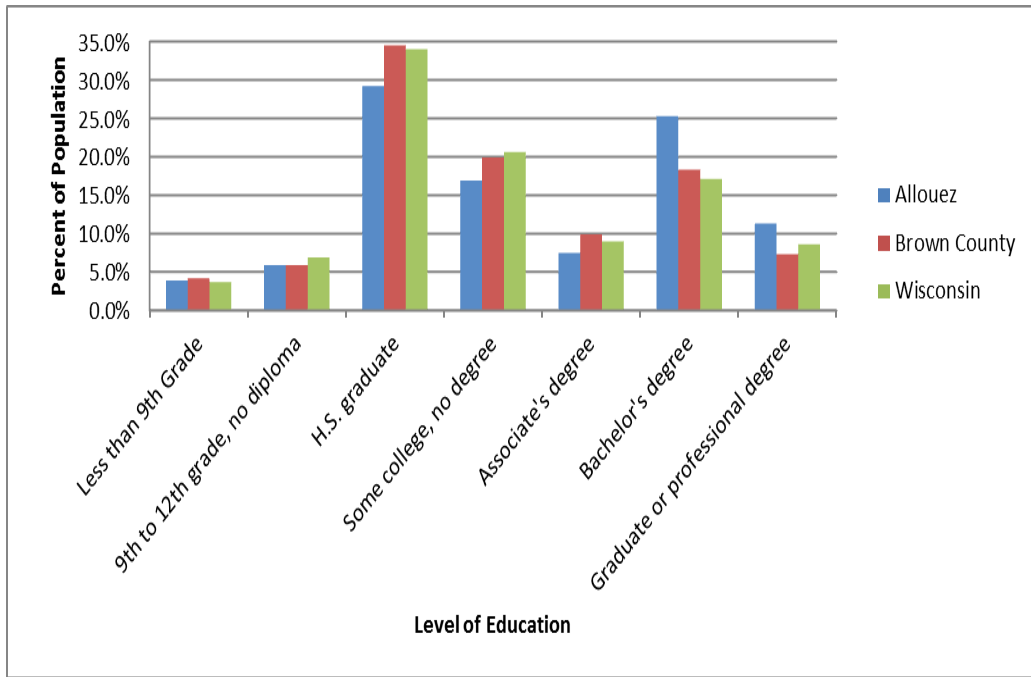


Sources: U.S. Census of the Population, Wisconsin Dept. of Administration

### Education Levels

The education levels of people 25 years of age and older in the Village of Allouez are partially reflective of both Brown County and the State of Wisconsin, but the Village contains a higher percentage of people who have earned bachelor and graduate/professional degrees. In 2010, over 35 percent of the Village’s residents who were 25 or older received degrees from four-year colleges, which is a much higher rate than that of the county and state. The relatively high number of college degree recipients helps to explain the Village’s high median household income figure in 2010.

**Figure 1-7: Educational Attainment of People 25 Years and Older, 2010**



Source: U.S. Census, Census 2010 Table DP-2 Profile of Selected Social Characteristics: 2010.

## Employment Characteristics

The Village of Allouez has historically been a suburban bedroom community outside the major economic center of the City of Green Bay. However, the Village has a handful of employers who provide several jobs to the area.

### Employment Forecasts

Although the economy is slowing after a period of unprecedented job growth during the 1990s, the Green Bay Metropolitan Statistical Area (which includes the Village of Allouez) continues to grow. According to the State of Wisconsin Department of Revenue’s Division of Research and Policy, the most recent *Metropolitan Area Outlook* states that employment in the Green Bay Metropolitan Statistical Area (MSA) was predicted to grow by 2.4 percent in 2001, which follows a 2.4 percent level of growth in 2000. Employment within the Green Bay MSA is forecasted to grow by a total of 7.9 percent between 2001 and 2006. This is the second fastest forecasted growth rate in the state, and only the La Crosse MSA’s projected 8.3 percent rate is expected to exceed the Green Bay MSA’s growth rate during this period.

Over this period, the state’s employment rate is expected to grow 3.4 percent, which is less than half that of the Green Bay MSA. Employment growth industries within the Green Bay MSA during the 2001-2006 time-period are forecasted to include finance, insurance, real estate, and service sector employment. Although employment growth within the Green Bay MSA is not expected to be as great as during the 1990s, the

forecasted employment growth will continue to be comparatively stronger than in most other areas of the state. The total non-farm employment forecasts for the Green Bay and other Wisconsin MSAs are summarized in Figure 1-8.

**Figure 1-8: Bay Area Workforce Development Area Industry Employment Projections, 2008-2018**

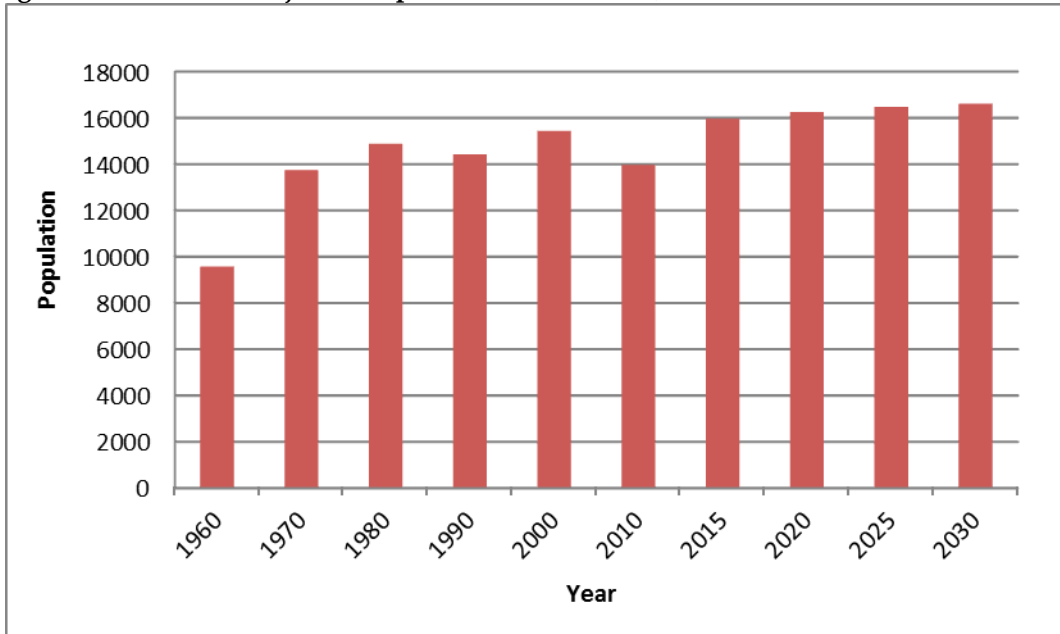
NAICS	Industry Title	Employment <sup>(1)</sup>			
		2008 Estimate	2018 Projection	Change	% Change
	<b>Total, All Nonfarm Industries</b>	<b>313,780</b>	<b>320,280</b>	<b>6,500</b>	<b>2.1%</b>
1133, 21, 23	Construction/Mining/Natural Resources	13,480	14,140	650	4.8%
31-33	Manufacturing	75,220	67,030	- 8,190	- 10.9%
332	Fabricated Metal Product Manufacturing	15,570	14,020	- 1,550	- 10.0%
311	Food Manufacturing	11,160	11,170	10	0.1%
333	Machinery Manufacturing	7,190	6,900	- 290	- 4.0%
42, 44-45	Trade	43,530	43,400	- 130	- 0.3%
452	General Merchandise Stores	7,770	8,110	340	4.4%
48-49, 22	Transportation and Utilities (Including US Postal)	16,740	17,130	390	2.3%
52-53	Financial Activities	17,020	17,370	350	2.1%
61-62	Education and Health Services (Including State and Local Government)	56,050	63,650	7,600	13.6%
611	Educational Services (Including State and Local Government)	20,130	20,400	270	1.3%
622	Hospitals (Including State and Local Government)	11,990	13,510	1,520	12.6%
71-72	Leisure and Hospitality	29,710	31,460	1,750	5.9%
51, 54-56, 81	Information/Prof. Services/Other Services	43,300	46,780	3,480	8.0%
	Government (Excluding US Postal, State and Local Education and Hospitals) <sup>(2)</sup>	18,730	19,330	600	3.2%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, April 2011.

### Population and Housing Forecasts

According to recent projections by the United States Census Bureau and the Wisconsin Department of Administration (WDOA), which go through 2030, the Village of Allouez is expected to grow to 16,259 people by 2020 and to 16,619 people by 2030. This will result in population growth rates for the Village of Allouez of 16.3 percent by 2020 and by a total of 18.9 percent between 2010 and 2030. By comparison, Brown County is projected to grow by 7.9 percent by 2020 and by a total of 14.8 percent between 2010 and 2030. The past and projected populations for the Village of Allouez are shown in Figure 1-9.

**Figure 1-9: Past and Projected Populations for Allouez, 1960-2030**



Sources: U.S. Census Bureau 2010, Wisconsin Dept. of Administration, 2012.

Based on the population projections supplied by WDOA, the Village of Allouez can expect to add approximately 2664 people over the next 20 years.





## CHAPTER 2

### Land Use

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

#### Existing Land Use

To plan for future land use and development in Allouez, it is important to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is a useful means of identifying current conditions. Various trends that help to establish the future land use plan can also be identified by comparing land use inventories from previous years.

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

#### Residential Land Uses

In 2002, Allouez had 1,451.04 acres devoted to residential land use, which represented 61.5 percent of the Village at that time. These residential uses are scattered throughout the Village and are mixed with several institutional and commercial uses.



Residential street in Allouez



Multifamily housing in Allouez

Land Use

Figure 2-1: Village of Allouez Land Use Acreages, 2012

	Land Use Code	Land Use Description	Acres	Total
Residential	110	Single-Family Residential	1340.94	1451.04
	130	Two-Family	51.3	
	150	Multi-Family	40.87	
	190	Land Under Development	10.96	
	199	Vacant Residence	6.97	
Commercial	210	Retail Sales	35.61	101.75
	230	Shopping Centers	13.36	
	250	Retail Services	37.04	
	270	Office Parks	12.52	
	299	Vacant Commercial	3.22	
Industrial	310	Manufacturing	1.44	4.35
	382	Enclosed Storage	2.91	
Transportation	417	Off-Street Parking	7.1	20.42
	440	Rail Related	13.32	
Communication and Utilities	537	Water Supply Wells	1.45	5.15
	572	Water Supply Booster/Pumping Station	3.3	
	577	Water Supply Storage tanks/Reservoirs	0.4	
Institutional and Governmental	600	General Institutional or Governmental Facilities	2.69	325.75
	611	Administrative Buildings	6.3	
	614	Municipal Garages	8.61	
	631	Police/Fire Stations/Offices	0.68	
	638	Prisons/Jails	50.3	
	640	Educational Institutions/Governmental Facility	0.46	
	641	Pre-School/Day Care	0.77	
	642	Primary Schools	35.01	
	661	Hospitals	4.54	
	663	Clinics	29.64	
	665	Long-Term Health Care Facilities	13.41	
	684	Fraternal Organizations/Clubhouses	2.44	
	690	Religious and Related Facilities	71.41	
	691	Churches/Temples/Synagogues	22.87	
694	Cemeteries	76.62		
Outdoor Recreation	721	Designated Historic/Cultural/Archaeological Sites	34.62	330.04
	735	Lawns/Yards	1.44	
	736	Parks/Parkways/Forest-Related Picnic Areas	196.61	
	741	Playfields/Ball Diamonds Volleyball Courts	15.23	
	747	Trails	42.68	
	751	Athletic Field	39.26	
	781	Boat Launching Sites/Areas	0.2	
Agriculture	805	Open Space	11.15	11.15
Natural Areas	950	Other Natural Areas	105.85	110.71
	951	Woodlands	1.74	
	952	Wetlands	3.12	



The vast majority of the Village's residential land uses are single-family residences. In 2012, 92.4 percent of the acres devoted to residential use were for single-family homes, while two-family residences (duplexes) and multifamily residences represented about 3.5 and 2.8 percent, respectively, of the Village's housing acreage in the survey year. The two-family residential units in Allouez are mixed with single-family units throughout the Village. Several duplex units are located in the largely single-family neighborhoods south of STH 172 and west of Webster Avenue, and several other Allouez neighborhoods contain duplexes, as well. The Village's multifamily units are somewhat mixed with the single-family units, but the multifamily units tend to be located along Riverside Drive, Webster Avenue, East River Drive, and other major streets in Allouez.

### **Commercial Land Uses**

Commercial land uses occupied 101.75 acres in 2012, which represented 4.3 percent of the Village at that time. There are currently several pockets of commercial activity in Allouez, but the heaviest concentration of activity is along Webster Avenue and Riverside Drive north of Allouez Avenue. This commercial area contains banks, drug stores, restaurants, automobile dealerships, and a variety of other destinations that serve the Village and surrounding communities.

The Village's smaller commercial clusters also serve the region to an extent. Some examples include two grocery stores, a health/tennis club, the shopping plaza on Libal St. and Greene Ave., and the plaza on Hoffman Rd. and East River Dr. In addition to these uses, the people who live near the intersection of Libal Street and East Greene Avenue have convenient access to a bank, frozen custard shop, and other neighborhood commercial uses.

### **Industrial Land Uses**

Industrial land uses occupied only 4.35 acres in 2012, which represented a mere 0.2 percent of the Village at that time. The only existing industrial uses in the Village are located along the Fox River north of the railroad tracks, and these uses are largely devoted to storage. The number of industrial acres will not likely increase in the future because many Allouez residents indicated during the planning process that additional industrial uses should not be developed.

### **Institutional Land Uses**

Institutional land uses occupied 325.75 acres in 2012, which was the Village's third largest land use category at that time. Although slightly more than 50 of these acres are devoted to the state correctional facility, the majority of the acres are occupied by religious facilities, cemeteries, schools, and other institutions that serve the Village and surrounding communities.



Cerebral Palsy Center in Allouez



Allouez Community Center

At various points during the comprehensive planning process, people commented that they appreciate having a variety of community and regional services in Allouez, but they do not like the tax-exempt status of the parcels these uses occupy. This issue is addressed in greater detail later in the chapter.

### **Outdoor Recreation Uses**

Outdoor recreational land uses occupied 330.04 acres in 2012, which represented 14.0 percent of the Village at that time. This land use category includes the Village's many parks, the Fox River and East River Trails, athletic fields, and other passive and active outdoor facilities.

### **Agricultural Land Uses**

The Village has completely developed all of the agricultural land within the community's borders.

### **Natural Areas**

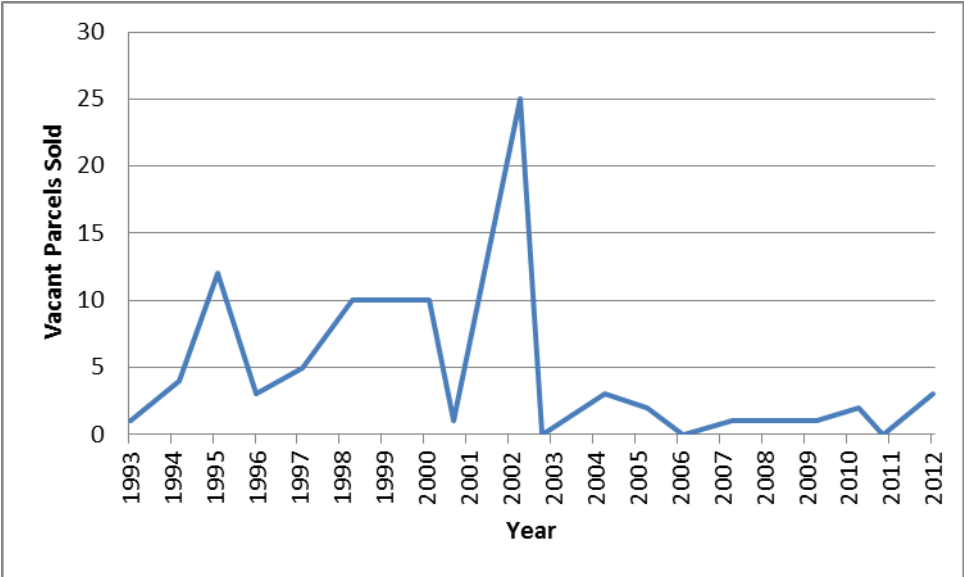
The Village's natural areas, which occupied 110.71 acres in 2012, are largely comprised of rivers and streams. Nearly all of the rest of these acres are natural areas that are located along the Fox and East River shorelines, but the Village also contains a few small woodland areas.

### Land Use Trend Analysis

#### Supply and Demand

Figure 2-3 shows that the demand for vacant parcels of land in the Village of Allouez has decreased since the peak in 2002. The low demand for vacant parcels is not surprising since the Village is almost entirely developed, and the majority of the Village’s vacant parcels are in floodplains.

Figure 2-3: MLS Vacant Parcels Sold, 1993-2012

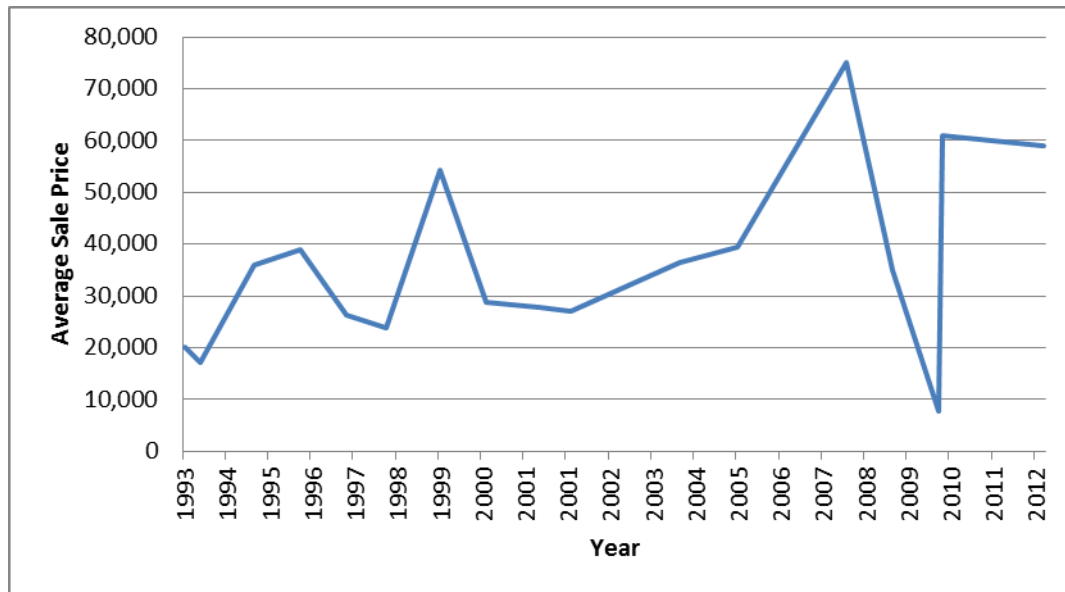


Source: REALTORS® Association of Northeast Wisconsin, 2013.

According to the REALTORS® Association of Northeastern Wisconsin, the average selling price for a vacant lot in Allouez increased rapidly from 2002 to 2007 remained fairly steady between 1997 and 2001 (see Figure 2-4). The prices ranged from a low of \$23,880 in 1998 to a high of \$54,180 in 1999, but the other three years closely resembled the 1998 figure. All of these lots were served by the public water and sewer systems. Existing home prices in Allouez are discussed further in the plan’s Housing chapter (Chapter 5).

## Land Prices

**Figure 2-4: Average Selling Price for Vacant Lots, 1993-2012**



Source: REALTORS® Association of Northeast Wisconsin, 2013.

## **Existing and Potential Land Use Conflicts**

### Existing Conflicts

The only notable land use conflict in Allouez is the rail line that runs near several homes on the north end of the Village, but the line is minimally used and could be proposed for abandonment in the future. The rest of the Village's existing residential, commercial, and other land uses complement each other very well.

### Potential Conflicts

Throughout the comprehensive plan development process, Allouez residents made it very clear that they believe the Village should not add industrial, large-scale commercial, or other intensive land uses over the next 20 years. Based on this input, the Village's existing land use pattern, and the recent development approval actions of the Village, it is very unlikely that land use conflicts will exist in the future.

## **20-Year Projections in 5-Year Increments**

The Wisconsin Comprehensive Planning Law requires communities to estimate the amount of land they will need for residential, commercial, industrial, and agricultural land uses during the 20-year planning period. The law also requires the communities to break the 20-year period into 5-year growth increments to determine where sewer, water, and other services will need to be extended to accommodate the growth.



Allouez's situation is somewhat unusual in that its services already reach its boundaries, nearly all of its land is developed, and it cannot expand in any direction in the future. Instead of determining where sewer and other services would have to be extended, the comprehensive plan emphasizes the redevelopment of existing parcels, the rehabilitation of existing homes, the development of the few remaining vacant parcels, and the maintenance and replacement of the Village's existing infrastructure. These issues are addressed in this and subsequent plan chapters.

## **Future Land Use Recommendations**

Because Allouez is almost entirely developed and is unable to expand its borders, the future land use plan focuses on the development of the Village's few remaining vacant parcels, the rehabilitation of some of the Village's existing homes, and the redevelopment of some of the Village's aging commercial, industrial, and institutional properties. The plan also recommends expanding many of the development concepts that have already been implemented in the Village. Concepts like integrating compatible commercial uses with residential neighborhoods, designing commercial uses to conform with surrounding neighborhoods, providing sidewalks and trails to encourage face-to-face interaction and enable people of all ages to reach some of their destinations on foot, and calming traffic in some of the Village's neighborhoods have made Allouez a pleasant place to live and work, and these concepts should continue to be implemented as the Village develops and redevelops in the future. Many of these concepts are addressed in this chapter of the plan, and others are discussed in subsequent chapters.

### **Existing Neighborhoods**

Some of the Village's neighborhoods already contain the mixture of residential and non-residential uses that other communities are trying to establish, and many of those that do not contain this mixture are not too far away from a store, park, school, or other destination. The problem facing Allouez is that it is difficult to reach many of these destinations without a motorized vehicle because many of the Village's streets are not complemented by sidewalks. The installation of sidewalks is addressed in the plan's Transportation chapter (Chapter 3), but the Village should also consider the establishment of additional destinations (small stores, etc.) in existing neighborhoods.

Placing a dot on a map and saying that a neighborhood commercial use will eventually occupy the parcel will not guarantee that a commercial use will appear. However, the Village should consider the development of additional small commercial nodes within existing neighborhoods that can serve the neighborhoods and the community. Chances are that people interested in establishing a dentist's office, hair salon, or other neighborhood-compatible commercial use will want to locate at or near one of the community's collector or arterial street intersections, but the Village should also be willing to consider the establishment of compatible commercial developments within existing residential neighborhoods. In addition to providing places where neighbors can casually interact with each other, the additional neighborhood commercial establishments would offer nearby residents incentives to remain in the neighborhood instead of seeking a "better" neighborhood elsewhere. These uses would also enhance

neighborhood security by providing street activity while many residents are away at work.



Neighborhood dentist's office



Allouez Village Centre

### **Redevelopment and Rehabilitation Opportunities**

Since Allouez is almost entirely developed and is unable to expand its borders, the Village should also concentrate on maintaining what it has and on redeveloping sites that are vacant or in poor condition. Some planned and potential redevelopment sites are discussed in this section.

### **North Side Neighborhoods (Old Allouez)**

Many of the homes that line McCormick Street, East Garland Street, South Irwin Avenue, and the other streets in the north section of the Village have minimal setbacks, front porches, variable designs with similar scales, and other features of the “traditional neighborhood developments” that are being created throughout the country. But since the neighborhood is relatively old, some of the homes are in need of rehabilitation.

According to a representative of the Green Bay Planning Department’s Neighborhood Development Division, the City has received several requests for housing rehabilitation assistance from residents of Allouez’s north side neighborhoods. These requests are typically referred to the Village or to the Wisconsin Housing and Economic Development Authority (WHEDA), but the Village does not have a housing rehabilitation program that can respond to these inquiries.

It is likely that portions of this part of Allouez could be identified as target areas for housing grants to rehabilitate the homes. Beginning in 2013 the Brown County Planning Department began serving as the lead county for the Northeastern Wisconsin Community Development Block Grant - Housing (CDBG-Housing) Region. The regional counties of Brown, Calumet, Door, Fond du Lac, Kewaunee, Manitowoc, Marinette, Outagamie, Sheboygan, and Winnebago are eligible for CDBG-Housing funding passed through Brown County from the State of Wisconsin. Funds may be used in “non-entitlement communities” only, which excludes the Cities of Appleton, Fond du Lac, Green Bay, Neenah, Oshkosh, and Sheboygan, since they already receive a direct

allocation of housing funds from the U.S. Department of Housing and Urban Development (HUD).

CDBG-Housing funds may be utilized for the following eligible activities:

- Zero-percent deferred loan payment housing rehabilitation loans to low- and moderate- income (LMI) owner-occupied households. Projects could include such actions as replacement of private onsite wastewater treatment systems, new electrical or plumbing systems, lead paint or asbestos abatement, roof replacement, or any other rehabilitation deemed necessary to meet housing quality standard (HQS) inspection.
- Low percentage rate deferred and/or installment housing rehabilitation loans to owners of LMI renter-occupied units.
- Accessibility improvements such as wheelchair ramps and wider doorways for LMI households and homeless facilities.
- Homebuyer assistance such as down payment and eligible closing costs.
- Conversion of structures into dwelling units affordable to LMI households.
- Small-scale neighborhood oriented public facilities improvements that support affordable housing initiatives such as sewer and water lateral extensions to property lines, streets, sidewalks, curb-cuts, and demolition of dilapidated structures.

### **Marine Street Industrial Area**

The area along the Fox River on Marine Street is gradually being transformed from a small industrial zone to a riverfront entertainment district. Over the last five years, some of the old industrial buildings have been replaced by two restaurants, and other similar uses could follow in the next several years.

In the future, the Village should consider allowing the development of additional commercial and possibly some riverfront residential uses (such as townhouses or condominiums) in this area. These uses would fit well with the existing commercial and residential uses that surround the site, and the Fox River Trail would certainly be viewed as an amenity by residents of the new developments.

### **Former Village Hall Site (1649 South Webster Avenue)**

Although the site would typically be seen as a commercial opportunity because it is situated on a heavily traveled street, the Village should consider the creation of a mixed-use development that contains commercial and residential units. This kind of development would fit well with the bank, video store, homes, and other land uses that surround the site and would improve the customer base of the new and existing area businesses.

**Former Towne and Country Supper Club Site (3245 Riverside Drive)**

The former Towne and Country Supper Club site near the Riverside Drive and Stambaugh Road intersection has been vacant for several years, but three parcels next to the site were recently developed into a veterinary clinic, and a small office building. Since this part of the Village is largely residential, the Village should encourage the development of uses that can serve the surrounding neighborhoods. The Village should also consider allowing additional residential units to be built at the currently vacant northwest corner of Riverside Drive and Stambaugh Road.

**Possible Development Opportunities on Tax-Exempt Land**

It was mentioned earlier in this chapter that several Allouez residents are concerned about the significant number of tax-exempt land parcels in the Village, and Allouez does have a higher percentage of tax-exempt land than other Brown County communities of similar size (see Figure 2-6 for the locations of tax-exempt parcels in Allouez).

**Figure 2-5: Tax-Exempt Land in Allouez, De Pere, and Howard, 2012**

<b>Community</b>	<b>Developable Acres*</b>	<b>Tax-Exempt Acres*</b>	<b>Percentage of Tax-Exempt Acres</b>
Allouez	2,360	708	30.0%
De Pere	4,006	783	19.5%
Howard	10,187	1,865	18.3%

Source: Brown County Land Record Database

\*Does not include street rights-of-way or waterways.

Many of these properties were developed several decades ago when Allouez was a rural area south of Green Bay, but they remain within the fully developed Village today.

A significant amount of the Village’s tax-exempt land is devoted to cemeteries, churches, schools, and state facilities that will not be available for development in the future, but some of the land that is owned by the Catholic Diocese of Green Bay is vacant and could accommodate new commercial or other uses. Allouez should work with diocese representatives to identify potential development projects and sites. These projects would enable the Village to establish new places where people can live and/or visit and allow the Village to collect tax revenue from the new buildings.



## Summary of Recommendations

- The Village should consider the development of additional small commercial nodes within existing neighborhoods that could serve the neighborhoods and the community.
- Allouez should work with Brown County to identify housing rehabilitation target areas in the Village. Once this is done, the Village should consider applying for CDBG-Housing rehabilitation grants.
- The Village should consider allowing the development of additional commercial and possibly some riverfront residential uses (such as townhouses or condominiums).
- Allouez should sell the existing village hall site for a use that generates taxes for the Village.
- Although the existing village hall site would typically be seen as a commercial opportunity because it is situated on a heavily traveled street, the Village should consider the creation of a mixed-use development that contains commercial and residential units.
- The Village should encourage the development of uses on the former Towne and Country Supper Club (3245 Riverside Drive) site that could serve the surrounding neighborhoods. The Village should also consider allowing additional residential units to be built at the currently vacant northwest corner of Riverside Drive and Stambaugh Road.
- Allouez should work with representatives of the Catholic Diocese of Green Bay to identify potential development projects on sites owned by the diocese. These projects would enable the Village to establish new places where people could live and/or visit and allow the Village to collect tax revenue from the new buildings.



## CHAPTER 3

### Transportation

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

#### Existing Transportation System

##### Streets and Highways

Allouez currently contains two state highways, three county trunk highways, and many village streets. These streets and highways are currently the primary means of reaching the Village's residential, commercial, institutional, and other destinations (see Figure 3-1 for the Village's street and highway system).

##### Functional Classification System

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

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

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. STH 172 is an example of a freeway in Allouez.

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

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

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

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



modes (such as walking, bicycling, and transit). Figure 3-2 shows the Village's existing functional classification system.

### **Pedestrian and Bicycle Facilities**

As previously mentioned, Allouez's existing transportation system is largely comprised of village streets, county highways, and state highways. Some of the Village's major streets have sidewalks, with Libal Street also including a signed bicycle route running parallel with the road. Bicycle lanes and sidewalks have been added to Allouez Avenue. Sidewalks have also been added to Riverside Drive. The Village also recently introduced the "Safe Routes to School" program. This program encourages and identifies safe and accessible ways for children to walk or bike to school, promoting a more sustainable and healthier transportation method.

Despite currently having relatively few sidewalks and only one bicycle route, the Village does contain portions of the Fox River and East River Trails. As their names suggest, these asphalt trails run along the Fox and East Rivers on the Village's west and east sides. The Fox River Trail is 12 feet wide and relatively straight, so it is a very attractive route for transportation and recreational trips. The East River Trail, however, is a narrower facility that tends to follow the meander of the river, which makes the trail very appealing for recreational trips but impractical for work commutes and other transportation trips.

Consistent with the Village Safe Routes to School and Bicycle and Pedestrian Plan, the Village continues to plan and consider for future bicycle routes and sidewalks when planning and implementing major road construction and reconstruction projects. The existing Village pedestrian and bicycle system is shown in Figures 3-3 and 3-4.

### **Transit**

Allouez is currently served by one transit route along Webster Avenue. This route is shown in Figure 3-5. The route runs predominately along Webster Avenue, with a spur running down Hoffman Road, up Libal Street, and down Broadview Drive, leading back to Webster Avenue.

In 2001, the Brown County Planning Commission studied the number of people who get on and off the fixed route buses at all of the stops in the service area during an average day. This study found that relatively few people boarded and exited the buses along the segments of the four fixed routes that serve the Village. Although it is difficult to accurately judge how often a route is used by sampling an average day, the results of this study suggest that the demand for transit service in Allouez is currently low. Specialized Transportation Services for the Elderly and Disabled (Paratransit)

Allouez's inclusion in the Green Bay Metro service area allows the Village to be served by Metro's paratransit provider. Metro's paratransit service allows clients in Allouez to













be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchairs, scooters, and riders who do not require mobility devices.

This service provides another transportation option to elderly and disabled Allouez residents who need assistance to reach medical appointments, grocery stores, and other destinations throughout the Metro service area. The paratransit service is also one of the primary means of enabling clients to reach the Cerebral Palsy Center and other agencies within the Green Bay Metro service area.

### **Rail Transportation**

Allouez currently contains one active freight rail line that runs across the northern portion of the Village (see Figure 3-1 for the line's location). This line does not currently serve any developments in Allouez, and the narrow rail trestle that crosses Libal Street makes walking and bicycling very uncomfortable in this area.

### **Air Transportation**

Austin Straubel International Airport is approximately four miles west of Allouez (see Figure 3-6 for the airport's location). Commercial service is currently provided by American Airlines, Delta Airlines, MetJet, and United Airlines. Charter service is provided by Executive Air and Titlevillage Jet Center. Air cargo service is provided by Northwest Cargo. The Village's economy is not significantly affected by the airport at this time.

### **Trucking**

Because Allouez contains only one active industrial development and commercial activity is relatively low, much of the heavy truck traffic in the Village is attributable to trucks passing through on State Trunk Highway (STH) 172, Riverside Drive (STH 57), and Webster Avenue (County Trunk Highway X). However, various businesses within the Village still rely on occasional truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on Village streets to reach their destinations.

### **Water Transportation**

Allouez currently has one marina on the Fox River, but this is the extent of the Village's reliance on the river for commercial activity. The Village also does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Figure 3-6.



## **Future Transportation System**

Allouez's land use pattern and transportation system are largely oriented toward motorized vehicles, but the Village does contain some areas where land uses are mixed and people can reach their destinations without a car. The Village also contains a few areas that can accommodate higher density infill development and redevelopment that includes a mix of residential, commercial, and institutional uses. This section of the Transportation chapter identifies the major aspects of Allouez's transportation system and recommends methods of developing them over the next 20 years to create a comprehensive multi-modal transportation system. The chapter also discusses the land use patterns that should be promoted during this period to create this system.

## **Village Streets**

Allouez currently has few multi-lane streets, but some of the Village's streets are still at least 40 feet wide. The Village also contains some cul-de-sacs and several long blocks that provide infrequent connections to intersecting streets (such as in the Hoffman Road and South Webster Avenue areas). In addition to being expensive to construct and maintain, the wide streets encourage people to drive rapidly through neighborhoods, school zones, and other areas where high speeds are not appropriate. The long blocks, cul-de-sacs, lack of sidewalks, and separation of land uses also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical.

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

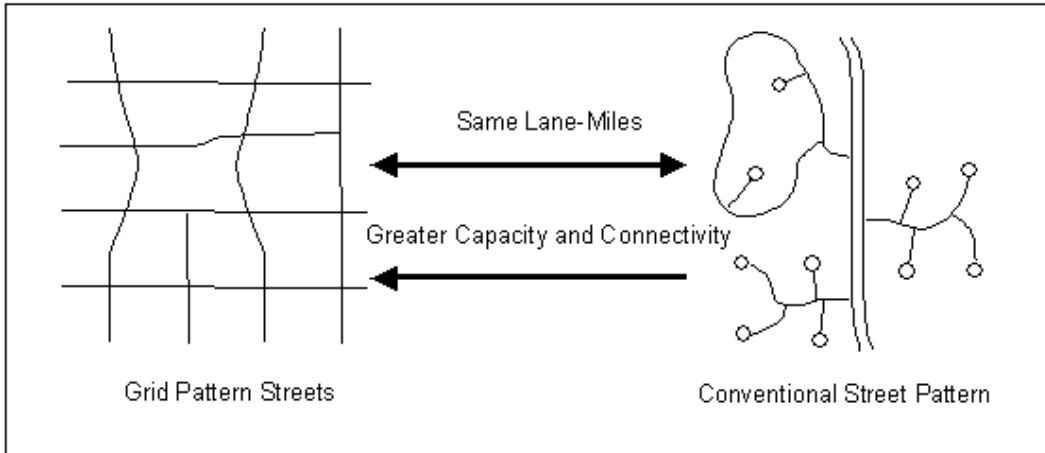
- Increase street connectivity and intersection frequency when possible.
- Minimize barriers to pedestrian and bicycle travel.
- Encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets.
- Improve accessibility and safety at intersections and other potential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

Methods of achieving these aims are addressed in this section.

### **Develop Well Connected Street Patterns**

To enable and encourage people to walk and bicycle to and within the Village, Allouez should encourage the development of additional street connections if opportunities arise in the future. Additional street connections in the Village will also provide motorists several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street patterns is shown in Figure 3-7.

**Figure 3-7: Comparison of Well Connected and Conventional Street Patterns**



**Enable Developers to Build Narrow Streets**

The Village currently requires streets to be at least 32 feet wide and rights-of-way to be at least 70 feet wide. However, these widths are often not necessary (especially in the Village’s neighborhoods) and force the Village to maintain a significant amount of land that could instead be taxable property.

**Figure 3-8: Street and Right-of-Way Width Standards Summary**

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

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

To address this issue, the street width requirements should be amended in the Village’s subdivision ordinance to enable developers to build narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the Village is included in Figure 3-8. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of

Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

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

**Define the Parking Areas of Streets**

The parking areas of streets should be defined by curb extensions at many of the Village’s intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Village’s intersections. Pictures of curb extensions located in the Village and in De Pere are pictured below.



Curb extensions on W Briar Lane



Curb extension along Grant Street in De Pere

**Encourage Developers to Build Narrow Streets**

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

**Avoid Expanding Streets to Four or More Lanes**

Although it is unlikely that most of the Village’s streets would be considered for widening in the future, two-lane streets like Libal Street, East River Drive, Hoffman Road, and Allouez Avenue might be seen as candidates for widening as traffic levels continue to rise. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Village and Brown County should save the millions of dollars that would be necessary to expand these streets and maintain their two-lane configurations. Maintaining these and other streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the Village’s neighborhoods.

If traffic congestion becomes a problem in the future (which, if it occurs, will likely be due to large-scale commercial developments outside of Allouez), the Village should maintain its two-lane streets and utilize efficient traffic control techniques at intersections (such as roundabouts) that allow motorists to travel efficiently through Allouez at reasonable speeds. This approach will ultimately save the Village and County a significant amount of money and allow the community to continue to be very livable.

**Design Intersections to Maximize Safety and Accessibility**

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

Working with the state government in promoting goals like “Zero in Wisconsin,” is another example of increasing the safety of the Village streets and preventing avoidable traffic deaths and traffic related incidents.

**Roundabouts in Brown County**

There are currently many single- and double-lane roundabouts in Brown County, including the new one in Allouez located at the intersection of Allouez Avenue and Libal Street. Brown County Planning Commission conducted a study on roundabouts that examined the safety, efficiency, and other impacts between 1999 and 2001. This study found that roundabouts have made intersections more accessible to pedestrians and bicyclists and safer for everyone.



Lineville/Cardinal roundabout in Howard



Allouez/Libal roundabout in Allouez

**Potential Roundabout Locations in Allouez**

The Village should work with the Brown County Planning Commission and Highway Department to study the possibility of installing single-lane roundabouts at several intersections in Allouez. Some intersections that should be studied include:

- Allouez Avenue (CTH O) and East River Drive.
- Webster Avenue (CTH X) and Hoffman Road (CTH XX).
- Hoffman Road (CTH XX) and East River Drive.
- Libal Street and St. Joseph Street.
- Libal Street and Hoffman Road (CTH XX).

The Village should also investigate the installation of smaller neighborhood traffic circles at minor intersections throughout Allouez to calm traffic and enhance the appearance of neighborhoods.

### **Pedestrian and Bicycle Facilities**

The Village should continue to promote walking or biking as a viable and healthier alternative means of transportation. However, many Village streets do not include sidewalks on either side and therefore, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the Village's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists may also have trouble sharing many of the Village's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the wide streets. To create a pedestrian and bicycle system that complements the Village's street system, the Village needs to:

- Expand the development of land use patterns that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian system throughout the Village.
- Enable people to easily reach developments in the Village on foot or by bicycle.
- Implement the recommendations suggested in the Safe Routes to School Bicycle and Pedestrian Plan completed in 2011.

Methods of achieving these aims are addressed in this section.

### **Mixing Land Uses Throughout the Village**

To enable and encourage people to make additional walking and bicycling trips in Allouez, the Village should implement the Land Use chapter's recommendations for mixing land uses within neighborhoods to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, institutional, and recreational uses will enable people of all ages and physical abilities to travel from place

to place without a motorized vehicle, which will significantly improve mobility for all Village residents and minimize traffic on the existing street system.



Neighborhood commercial uses in Allouez



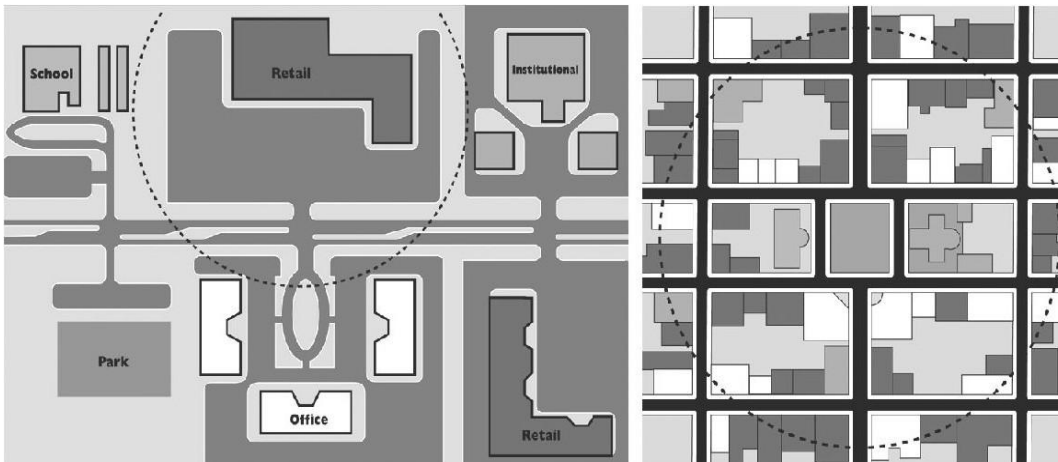
Residential/office development in Allouez

Both of the mixed-use developments shown in the photographs are located in an area that allows people to reach them on foot, by bicycle, by bus, and by private vehicle. Access to these developments would be even easier if the street networks in the surrounding areas were better connected, but these street patterns will not likely change in the future because the neighborhoods are fully developed, and it would be very expensive to create another STH 172 crossing.

Figure 3-9 compares a conventional land use and street pattern with a mixed land use and grid street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected.

Although this type of highly connective street pattern will not likely be possible throughout the developed portions of the Village, this pattern should be strongly considered in new developments and in areas of existing development that are significantly modified in the future to enable people to circulate easily.

**Figure 3-9: Segregated Land Uses vs. Mixed Uses with High Connectivity**



### **Developing a Continuous Sidewalk System**

In the Village Streets section, the transportation plan recommends methods of calming traffic and making the Village's intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a continuous sidewalk system that can be created through the following three-step process:

*Step 1: Require developers to include sidewalks in all new development and redevelopment proposals.* The Village should begin the process of creating its continuous sidewalk system by requiring developers to include sidewalks in all new development and redevelopment proposals. Once a proposal is received by the Village, the Village's Zoning and Planning Committee will determine if the sidewalk can and should be included in the project.

*Step 2: Install sidewalks along major streets and walk routes.* Next, the Village should attempt to install sidewalks along both sides of all existing home-to-school walking routes and along all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and will provide people a safe place to walk along the streets that carry high volumes of traffic. Providing sidewalks along St. Joseph Street, Allouez Avenue, and other major streets that connect to Riverside Drive will also help residents safely reach the Fox River Trail and the businesses along the west side of the street.

*Step 3: Attempt to construct sidewalks along the rest of the Village's streets by identifying demand and consulting residents prior to street reconstruction projects.* The Village should also attempt to construct sidewalks along the rest of the Village's existing streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks should be elements of the projects. The Village should also ensure that it retains its existing sidewalks when new developments replace old ones.

This process will help to create a continuous pedestrian system that serves several destinations within and immediately outside of the Village, but the Village should also consider developing a sidewalk installation and maintenance policy to address priorities, funding, and other sidewalk-related issues.

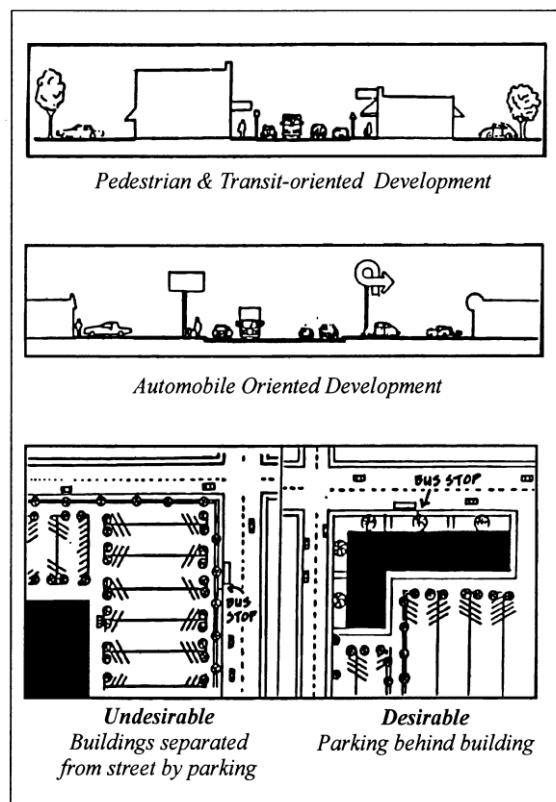
### **Continuing to Develop a Pedestrian and Bicycle Trail System that Complements the Sidewalk System**

Allouez should consider developing additional trails by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their development proposals. In addition, the Village should work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop a trail on the currently active railroad corridor if it is proposed for abandonment in the future. The Village developed an addition to the East River Trail thru Weise Park, the City of De Pere and Ledgeview. The Village should also continue to show support for a pedestrian bridge across the Fox River, potentially utilizing the railway crossing if rail service is abandoned along this route or using an adjacent bicycle and pedestrian facility on HWY 172 when the highway is redeveloped.

**Designing Developments That Provide Direct Access to Sidewalks and Streets**

Some of the Village’s existing buildings are difficult to reach on foot or by bicycle because they were built a significant distance from the street and are fronted by large parking lots that are difficult for walkers and bikers to cross. An example of this in Allouez is the commercial development at the northeast corner of the Webster/St. Joseph intersection, which is lined with commercial destinations that have large setbacks and a large parking lot between the buildings and street. To enable and encourage people to travel to destinations in the Village with and without motorized vehicles, the Village should encourage developers to submit new and redevelopment projects that have buildings with zero or minimal setbacks, parking in the rear, and other similar features (Figure 3-10 shows examples of auto- vs. pedestrian- and transit-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

**Figure 3-10: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development**



**Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities**

The Village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the Village’s bridges,



interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed. The new Allouez Avenue Bridge over the East River is a good example of how the Village and County have cooperatively improved pedestrian and bicycle access, and these accommodations should be included at the start of future projects to avoid the cost and inconvenience of retrofitting structures.

### **Enabling People to Travel Easily Between Subdivisions and Other Developments**

Throughout most of the Village, the well-connected street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints. However, as opportunities present themselves over the next several years, the Village should consider designating public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized vehicles, such as park and public works trucks. The Village has already established rights-of-way that provide access to Webster School and other destinations, and it should continue to do this in other parts of Allouez when possible.

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

### **Transit**

Over the last several years, Green Bay Metro and the Brown County Planning Commission have studied the feasibility of extending bus service to the apartment complexes on West Briar Lane and to other parts of the Village, and service was briefly extended to Riverside Drive and to a segment of East River Drive south of STH 172 in the 1990s. Although the extension to the apartments did not occur and East River Drive services were discontinued due to low ridership, the Village continues to be well served by public transit.

Figure 3-5 shows the Metro route that currently serves the Village. The route bisects the Village, running primarily down the Village's main arterial road, Webster Avenue. Studies have identified that people are willing to walk one-quarter mile to use a bus. A good portion of the Village's occupied parcels are located within one-quarter mile of the bus route, but many people who live close to the route must walk a significant distance to reach a bus stop. Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use densities and street patterns in Allouez make providing effective transit service difficult. To make mass transit a more attractive and

economically efficient transportation option, the Village needs to establish the pedestrian system and other recommendations in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place, the bus route that serves Allouez should be evaluated to determine if route and/or schedule modifications should be proposed to Green Bay Metro.

**Specialized Transportation Services for the Elderly and Disabled**

As long as Allouez participates in the Green Bay Metro system, the Village’s elderly and disabled residents will have access to the service offered by Metro’s paratransit provider. Although there are other companies in Brown County that offer the same service, Metro’s paratransit provider is able to offer clients a very low per-trip rate that is largely subsidized by Metro. The Metro paratransit provider is also obligated to pick up and drop off clients within time limits specified in a contract with Metro (which is based on standards in the Americans with Disabilities Act), so the service is very reliable. Retaining access to this service will be very important in the future as Allouez’s relatively old and established population continues to age, and agencies, such as the CP Center and other facilities continue to rely on Metro’s paratransit provider to transport clients to and from their facilities.

**Highways**

**Special Emphasis Area: Riverside Drive (STH 57)**

It is currently very difficult to reach the Fox River Trail, businesses, and other destinations on the west side of Riverside Drive (STH 57) from the highway’s east side because traffic travels at high speeds, motorists do not have to stop unless they encounter a red light at the STH 172 ramp intersection, and the highway is relatively wide. Reaching Riverside Drive using a mode other than a personal vehicle is also very hard because St. Joseph Street, Allouez Avenue, and other streets that connect to Riverside Drive from the east lack sidewalks and bicycle accommodations. Several sidewalk connections have been added to Riverside Drive, but several more are planned to be added in the future.



It is currently difficult to cross Riverside Drive...



...but pedestrian refuges and other design modifications could make crossing easier.

Highways are typically seen as facilities that are designed to move traffic efficiently, but it is very important to consider the area the highway serves when deciding how it should be designed. Since Riverside Drive is situated between the Village's thousands of residents and many of its commercial and recreational facilities, the highway's design should be modified where possible to enable people to easily and safely cross it on foot, by bicycle, and by motorized vehicle.

In September of 2002, a representative of the Brown County Health Department asked Allouez staff if the Village would be interested in participating in a walkable community workshop in the spring of 2003. These workshops, which are funded by grants from the Wisconsin Department of Transportation, have been held in several communities throughout Wisconsin as a means of bringing people together to identify methods of making their communities more pedestrian-friendly.

In June of 2003, the workshop was held to identify methods of creating safe pedestrian crossings along Riverside Drive. The participants included Allouez Village Board and Plan Commission members, Village staff, representatives of the Wisconsin Department of Transportation and Brown County Planning Commission, area business owners, and others who have a stake in reducing the highway's barrier effect and the authority to implement the recommended improvements.

After the completion of the workshop, a more thorough study of the Riverside Drive corridor was desired to determine if safe pedestrian crossings could be established along the highway and where these crossings should be placed. The area was included in the Safe Routes to School Bicycle and Pedestrian Plan, which made several recommendations for the Riverside Drive corridor. Now that Riverside Drive is being redeveloped, efforts are being made by the village to work with the Wisconsin Department of Transportation to include the aforementioned recommendations, as well as other bicycle and pedestrian accommodations in the project.

## **Rail Transportation**

### **Freight Rail**

The rail line that runs through the northern section of the Village currently carries relatively few trains, and none of these trains serve any Allouez destinations. Since the Village is not planning to develop any rail-dependent commercial or industrial uses in the future and the rail line is incompatible with the residential neighborhoods it passes through, the Village should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Village should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

### **Passenger Rail**

The implementation of a passenger rail service would enhance the attractiveness of public transit to residents by enabling them to use the bus to reach what would likely be the area's primary MTRI terminal in Green Bay. This service would also provide another means for Allouez residents to travel throughout the Midwest without using their

personal vehicles. However, the Green Bay Metropolitan Area has currently discontinued plans for a passenger rail service.

### **Air Transportation**

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

### **Trucking**

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

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

### **Water Transportation**

To ensure that Allouez's current and future interests are considered by Port of Green Bay representatives, the Village should remain active in the port's plan development process. Participating in this process enables the Village to inform the port planners of its intentions to utilize the port over the coming years and ensure that modifications to the port's policies and facilities are consistent with the Village's long-term economic development strategy.

### **Funding to Help Develop the Village's Transportation System**

To help the Village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years. The Wisconsin DNR and Wisconsin DOT offer grant programs that would provide some funding for the Village projects.

The Village should also investigate other grant opportunities as they arise in the future and explore opportunities to partner with neighboring communities.

## **Consistency with State and Regional Transportation Plans**

### **State and Regional Bicycle and Pedestrian Plans**

The bicycle and pedestrian system recommendations in the Allouez 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 Allouez plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers are able to travel safely throughout the area.

### **State and Regional Highway Plans**

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

### **State and Regional Rail Plans**

The state railroad plan is currently being developed by WisDOT, and the Allouez plan addresses freight rail service in the Village.

### **State Airport Plan**

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

### **Regional Waterway Plans**

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

## **Summary of Recommendations**

This chapter recommends the following policies:

- To enable and encourage people to walk and bicycle throughout the Village, Allouez should encourage the development of additional street connections if opportunities arise in the future.
- The Village's subdivision ordinance should be amended to enable developers to build narrower streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of streets should be defined by curb extensions at many of the Village's intersections, and extensions should also be placed at other points along long uninterrupted blocks. The curb extensions will prohibit drivers from using the

parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the Village's intersections.

- Once the Village changes its codes to enable developers to build narrow streets, it should encourage them to build narrow streets by offering them incentives.
- If traffic congestion becomes a problem in the future, the Village should not expand its two-lane streets. Instead, the Village should utilize efficient traffic control techniques at intersections (such as roundabouts) that allow motorists to travel efficiently through Allouez at reasonable speeds.
- The Village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Village's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- To enable and encourage people to make additional walking and bicycling trips in Allouez, the Village should implement the Land Use chapter's recommendations for mixing land uses within neighborhoods to create destinations that can be easily reached by pedestrians and bicyclists.
- The Village should create a continuous sidewalk system by requiring developers to submit development and redevelopment proposals that include sidewalks, attempting to add sidewalks along all existing home-to-school walking routes and all existing collector and arterial streets, and attempting to build sidewalks along the rest of the Village's streets by identifying demand and consulting residents prior to street reconstruction projects. The Village should also retain its existing sidewalks when new developments replace old ones and consider developing a sidewalk installation and maintenance policy to address priorities, funding, and other sidewalk-related issues.
- The Village should continue to develop additional trails, where feasible, by purchasing land, cooperating with area utility companies to utilize utility easements, and, where appropriate, requiring developers to dedicate land for trails before approving their development proposals. In addition, the Village should work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop a trail on the currently active railroad corridor if it is proposed for abandonment in the future.
- To enable and encourage people to travel to destinations in the Village with and without motorized vehicles, the Village should encourage developers to submit new and redevelopment projects that have buildings with zero or minimal setbacks, parking in the rear, and other features similar to those recommended in the plan's Land Use chapter.
- The Village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the

Village's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.

- As opportunities present themselves over the next several years, the Village should consider designating public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.
- To make mass transit a more attractive and economically efficient transportation option, the Village needs to establish the pedestrian system and other recommendations in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place, the bus routes that serve Allouez should be evaluated to determine if route and/or schedule modifications should be proposed to Green Bay Metro.
- Continue to utilize Green Bay Metro's subsidized paratransit service as a transportation option for the Village's elderly and disabled residents.
- Now that the walkable community workshop is completed, a more thorough study of the corridor should be done to determine if safe pedestrian crossings could be established along the highway and where these crossings should be placed.
- Allouez should monitor activity on the rail line that runs along the north end of the Village and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Village should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.
- Allouez should work with representatives of Austin Straubel International Airport to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.
- As the intensity of commercial and other truck-generating land uses develops, the Village should consider identifying streets where heavy trucks are allowed to travel. Once this system is identified, the Village should mark the truck routes with street signs that distinguish them from the other Village streets.
- To ensure that Allouez's current and future interests are considered by representatives of the Port of Green Bay, the Village should participate in the port plan development process that began in 2002.
- To help the Village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.
- Explore opportunities to widen the East River Trail and recommend a discussion on bike/pedestrian accommodations on 172.

- Use the Safe Routes to School Bicycle and Pedestrian Plan to guide future multi-modal improvements.





## CHAPTER 4

### Economic Development

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

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

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

#### Labor Force Analysis

Figure 1-7 in the Issues and Opportunities chapter indicated that Village of Allouez residents have achieved a higher level of education than the populations of Brown County and the State of Wisconsin as a whole; with nearly 35 percent of the population aged 25 and over having a bachelor's or graduate degree. Figure 4-1 shows that the percentage of Village residents 16 years of age and above that are in the labor force is significantly lower than the percentage of people of the same age in the labor force in Brown County and Wisconsin. Allouez's 2010 unemployment rate of 3.6 percent is also lower than Brown County's 4.5 percent and the state's 4.6 percent. The data suggest that there is a somewhat less active workforce in Allouez, which is probably due to the higher median age of Allouez residents (see Figure 1-3) and the related retirement of these individuals.

Figure 4-2 shows that Allouez has a high percentage of people employed in occupations such as management, professional and related occupations, sales and office occupations, finance, insurance, real estate rental/leasing, and educational, health, and social services. These numbers reflect the presence of major employers and various health facilities and organizations.

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

	Wisconsin	Brown County	Village of Allouez
<b>In Labor Force</b>	69.0%	70.8%	61.6%
Civilian labor force	68.9%	70.7%	61.6%
Employed	64.4%	66.2%	58.0%
Unemployed	4.6%	4.5%	3.6%
Armed Forces	0.1%	0.1%	0.0%
<b>Not in labor force</b>	31.0%	29.2%	38.4%

Source: 2010 Census Data, U.S. Census Bureau

**Figure 4-2: Employed Civilian Population as a Percentage of People 16+ Years**

	Wisconsin	Brown County	Village of Allouez
<b>Occupation</b>			
Management, professional, and related occupations	33.0%	32.1%	44.5%
Service occupations	16.1%	16.0%	12.9%
Sales and office occupations	24.5%	26.9%	27.9%
Farming, fishing, and forestry occupations	NA	NA	NA
Construction, extraction, and maintenance occupations	9.2%	8.4%	3.9%
Production, transportation, and material moving occupations	17.2%	16.5%	10.8%
<b>Industry</b>			
Agriculture, forestry, fishing, hunting, and mining	2.5%	1.5%	0.4%
Construction	6.0%	5.0%	3.8%
Manufacturing	18.7%	17.9%	13.7%
Wholesale trade	3.0%	3.5%	3.2%
Retail trade	11.5%	11.5%	13.9%
Transportation and warehousing and utilities	4.5%	7.0%	5.6%
Information	2.0%	1.7%	3.7%
Finance, insurance, real estate, and rental and leasing	6.4%	7.8%	7.1%
Professional, scientific, management, administrative, and waste management services	7.6%	6.9%	6.5%
Educational, health and social services	22.0%	20.6%	24.9%
Arts, entertainment, recreation, accommodation and food services	8.3%	9.4%	7.8%
Other services (except public administration)	4.0%	4.4%	6.9%
Public administration	3.5%	2.9%	2.5%

Source: 2010 Census Data, U.S. Census Bureau

## **Economic Base Analysis**

The economic base of the Village of Allouez is intricately tied to that of the greater Green Bay Metropolitan Area in terms of employment and business opportunities. Key industry groups in the Green Bay Metropolitan Area include healthcare, paper and related products, insurance, financial services and government offices, hospitality, food processing, and logistics (trucking, warehousing, and related services).

## **Economic Development Assessment**

The Village of Allouez has a minimal amount of vacant land available for economic development, but it does have sufficient infrastructure in the form of sewer and water utility services available to serve the vacant land that does exist. While the limitations of available land exist, they do not preclude the Village from attracting new businesses and promoting the expansion of existing businesses. It is important for the community to focus its attention on existing businesses and to try to make the best use of the limited amount of land that is still available.

It is not realistic for the Village of Allouez to expect to recruit a large manufacturing employer, such as a paper mill, due to the lack of available vacant land. The public participation process for this plan has made it clear that the emphasis on economic development activity should focus on businesses that are compatible with the residential character of the community. However, there are many businesses that generate tax base and provide beneficial services and quality employment opportunities that could fit into existing underutilized structures or on land that is presently sitting vacant.

A majority of residents in the Village of Allouez travel to other communities within the Green Bay Metropolitan Area for the majority of their retail business and for employment opportunities. The Village of Allouez does, however, have sufficient density and population to generate a market area for many products, services, and retail activity.

## **Strengths and Weaknesses for Attracting/Retaining Business and Industry**

It is necessary to look at the factors that influence the economic climate in the Village of Allouez. From a quality of life perspective, the Village has a high quality housing stock that has maintained its value for several decades. The Village is largely comprised of higher density residential development with an appealing network of community trails providing access to an excellent park system. Several smaller neighborhood commercial centers already exist throughout the community, as well. The Village is also fortunate to have excellent access to Interstate 43 and US Highway 41/141 from STH 172. The Village is located within quick commuting distance to quality higher education institutions, entertainment centers, medical facilities, and other urban amenities.

In regard to electrical and natural gas utilities, the Village has sufficient service capacity for future growth and development. Telephone service is comparable to service in the

rest of Brown County. Allouez residents have water and sewer utilities provided by the Village and sewage treatment provided by the Green Bay Metropolitan Sewage District. Due to the compact urban densities that exist in the Village, services are provided in an efficient, cost-effective manner.

The Village of Allouez is adjacent to the City of Green Bay to the north, the Fox River to the west, the City of De Pere to the south, and the Village of Bellevue to the east across the East River. The Village is centrally located within the Green Bay Metropolitan Area and is less than an hour's drive to the Fox Cities area, which includes the Cities of Appleton, Kaukauna, Neenah, Menasha, and Oshkosh. The Village is also relatively close to the Lake Michigan shore communities of Manitowoc, Two Rivers, and Sheboygan, the Door County community of Sturgeon Bay, and the City of Shawano to the west. The Village also has the benefit of rail, harbor, and airport facilities that exist within the Green Bay Metropolitan Area.

The Land Use element of this plan identifies limited existing and vacant areas for light industrial sites adjacent to the Fox River, but the industrial marketability of these sites is limited due to limited acreage and because they are adjacent to commercial and residential land uses. The sites' locations along the Fox River are better suited for commercial and residential uses that would be able to take advantage of the view of the water and convenient access to the Fox River Trail.

Several commercial sites exist, but the total acreage and size of any one parcel is limited. It is possible that additional commercial activity could occur in the vicinity of Libal Street and/or St. Joseph Street, but it is likely that this activity will occur elsewhere in the Village during the planning period. Adequate police protection is provided through a contract with the Brown County Sheriff's Department. The Green Bay Metro Fire Department provides fire and ambulance protection.

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

### **Future Business and Industrial Properties**

Future sites for commercial development are being proposed with consideration of the community's desire to encourage businesses that are compatible with the Village's predominantly residential character. Presently, the Village has several neighborhood commercial centers that contain small neighborhood-oriented businesses (such as medical clinics, small shops, and other commercial uses) that primarily serve the immediate areas.

Some commercial strip activity has developed along Riverside Drive and Webster Avenue, and a limited amount of industrial development exists next to the Fox River on Marine Street. This area, however, is being transformed into more of a retail area for

restaurants and businesses that have a relationship to the water. The Village should look at the current zoning of the riverfront properties and consider rezoning as needed. No other industrial property exists in the Village, and additional industrial uses will not be pursued in the future. The Village is very reliant on neighboring communities to provide industrial lands and employment opportunities for residents of Allouez.

**Heritage Hill State Park**

Heritage Hill State Park does not serve as a site for commercial activity, but it does provide a significant historical, cultural, and tourist attraction to the community. The Village should encourage future improvement plans for Heritage Hill to include a park access point on the vacant property south of STH 172 near the Fox River. This will create a destination for people using the Fox River Trail, promote greater recreational use of the riverfront, and create a very scenic focal point for the park.

**Commercial Design Standards**

The Village has had a strong history of requiring exceptional design from developers who want to construct commercial buildings on the limited amount of vacant property that exists in the Village. Many of the negotiations for these design issues have been completed by way of the requirements of the Planned Development District (PDD) of the Allouez Zoning Code and the site plan review process. The Village can promote high quality development and minimize the negative impacts of business development in the community through the use of zoning restrictions and design standards. A parallel review process that reduces the review time should still enable the Village to maintain the strict design standards that have resulted in a very high quality of development.

Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by placing the ESAs in a conservancy zoning district. These features should be included in the design of business developments as integral amenities and, if possible, maintained in common ownership.

**Sensitivity to Parkways and Other Natural Areas**

Business development should be designed with consideration of the parkways that this plan identifies along the Village’s primary drainage corridors, which include the Fox River and the East River. These parkways will allow the corridors to remain mostly undeveloped as wildlife corridors, contribute to preserving the Village’s natural atmosphere, provide storm water management areas, and provide potential trail linkages to the rest of the Village. Where appropriate, the Village should require the dedication of land for trails or parkways before approving commercial development proposals.

Natural areas and other green space should be incorporated into newly developed areas. Allouez should consider a policy of requiring the planting of street trees for commercial properties. The Village should also seek to preserve existing trees by either working with developers to design around the trees or through a tree preservation ordinance. The Village, Allouez Beautification Committee, and other volunteers have done an excellent job of planting and landscaping entranceways and street medians. This approach sets Allouez apart from other area communities and tells people that they are in a unique

community with high standards for beautification and a strong sense of community pride.

### **Site Plan Review**

As mentioned in the plan's previous chapters, business site plans should include sidewalks and possibly trails, parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt. All of these features represent Traditional Neighborhood Development (TND), which the Village should promote and incorporate into the site plan review process.

### **Brownfield Redevelopment**

For commercial and industrial uses, the Village should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Once identified, brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds and/or the PECFA funds addressed in the plan's Land Use chapter.

## **Village, County, Regional, and State Economic Development Programs**

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Village and Village's businesses with loans and grants.

### **Village**

Residents of the Village of Allouez rely heavily on the Green Bay Metropolitan Area and other nearby communities for many of their commercial needs. While commercial activity in the Village is limited, it is critically important that residents in the community patronize existing and new businesses in the Village. Failure to do so will result in a reduction of services and creation of vacant buildings.

The Village could assist a local business by officially supporting the business within the Bay-Lake Regional Planning Commission's *Overall Economic Development Strategy* document, which is published annually and submitted to the Wisconsin Economic Development Corporation. This document allows for businesses to be eligible for state grant consideration.

The Village recently established its first TIF (Tax Increment Financing District), which could result in the community being an attractive place for people and businesses. The TIF originally came about as a means for developing the old Village Hall site, but expanded to include much of the Webster Avenue, Riverside Drive, and Marine Street corridors (See Figure 4-3 for a map identifying the TIF District Parcels).





As part of the TIF program, the façade improvement program was developed to help maintain and enhance the overall attractiveness and commercial viability of existing businesses within the TIF by providing loans for approved façade improvements to existing structures. The TIF also provides funding as an incentive to developers, which will encourage economic development and redevelopment for new businesses locating to the district. This program is a long-term project that promises the redevelopment and economic success of the Village for years to come.

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

### **Business Attraction**

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

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

### **Business Retention**

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

- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer/water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.
- The economic development committee is created to advise the Village Board regarding local business retention and recruitment. The committee is responsible for developing and recommending policies, procedures, organizations, and ordinances to the Village Board for adoption that best suit the community for a healthy and

diversified economy. The committee provides businesses with an atmosphere to locate, innovate, grow, and prosper within our community.

- The Allouez Business Association (ABA) is an organization of local business owners and residents that focus on improving the relationships, development, and sustainability among Allouez's business community. The sharing of ideas helps to ensure Allouez's healthy economy for current and future businesses in our community.

### **Commercial Development**

Commercial development activities allow communities to identify market needs and seek prospective businesses to fill the needs. The Tax Increment Finance (TIF) district, created by the Village, encourages development by offering publicly-owned and improved land for sale to commercial developers. The Village could also encourage the redevelopment of existing structures and the development of new structures and ensure that the designs meet the standards established for the community. In addition, economic development incentive revolving loan fund programs could be established to assist in financing commercial projects that meet the goals of the Village.

Although Allouez has limited acreage available for new commercial development, it has promoted quality design and made the most of the limited land that is available. It is important that the Village wisely use any resources available to it to attract new businesses. The Village can take advantage of the Fox-Wisconsin Heritage Parkway project for an increase in tourism and economic development.

The Village is presently a member of Advance, a branch of the Green Bay Area Chamber of Commerce. Advance acts in part as an informational and referral service for potential businesses and industries looking to locate in Brown County. This enables businesses and industries to hear about Allouez when it otherwise may have no knowledge of the opportunities available in the Village.

### **Village Economic Development Revolving Loan Funds**

The village should take a role in actively marketing the Brown County Revolving Loan Fund that can provide low interest loans to businesses that would generate new employment opportunities and corresponding expansion of the Village's tax base. Similarly, the Village should market other existing angel investment and micro loan funds that more specifically address the needs of entrepreneurial and start-up enterprises. Through its partnership with Advance, the economic development division of the Green Bay Chamber of Commerce, the Village of Allouez has access to developmental opportunities and grant information for the business community, as well as economic development marketing services. Additionally, the state of Wisconsin through its Wisconsin Economic Development Corporation (WEDC) has a large number of grant, tax credit, and low interest loan programs for retention of area companies as well as those in the startup phase and those experiencing business growth and the Village should interact with the WEDC area development manager for application of these programs as required by area businesses.

**County**

Businesses could use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund (which is offered through the Brown County Planning Commission), to provide low interest loans to businesses. Through its partnership with Advance, the Village of Allouez has access to development and grant information, as well as economic development marketing services. In addition, all of Brown County has been designated as a community development zone by the Department of Commerce and is entitled to tax credits. Additional information about this designation is available from Advance.

**Regional**

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

**State**

The Wisconsin Economic Development Corporation has several grant programs that would be available to the Village of Allouez. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

**Federal**

The US Department of Commerce's Economic Development Administration programs, Public Works programs, and Economic Development Program for Public Works empower communities that are experiencing economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retrain long-term private sector jobs and investment. Due to the Village's strong financial health, it is not likely that funds from this program would be available to Allouez.

**General Recommendations**

The following is a summary of economic development recommendations for the Village of Allouez:

- The Village should focus its attention on existing businesses and try to make the best use of the limited amount of land that is still available for business development.
- Encourage businesses that are compatible with the Village's predominantly residential character.
- Encourage future improvement planning for Heritage Hill State Park to consider locating an access point to the park on vacant property located along the Fox River and with convenient access to the Fox River Trail.
- Promote Packer Heritage Trail in Allouez.
- Business development should be designed with consideration of the parkways that this plan identifies along the Village's primary drainage corridors, which include the Fox River and the East River.
- Continue to encourage the planting and landscaping of community entranceways and street medians.
- Business site plans should include sidewalks and possibly trails (where appropriate), parking behind the building, and parking lot landscaping standards (including landscaped islands) within large parking lots to break up the expanse of asphalt.
- Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants.
- Encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing and PECFA funds.
- Encourage the redevelopment of existing structures and the development of new structures with designs that meet the standards established for the community by using economic development incentive revolving loan fund programs to assist in financing commercial projects that meet the goals of the Village.
- The Village should continue to be a member of Advance (the economic development branch of the Green Bay Area Chamber of Commerce).
- Work with Advance to attempt to promote their economic development revolving loan program to provide low interest loans to businesses that would generate new employment opportunities and expand the Village's tax base.

## Economic Development

- The Village should be aware of and investigate the potential for economic development grant funds through the state and federal government.
- Continue to utilize the Economic Development Committee (EDC) and work with the Allouez Business Association (ABA) as resources to promote business retention and attraction.
- The Tax Increment Finance (TIF) district was developed to promote development and redevelopment into the designated commercial district.
- Encourage more commercial development around exiting public, recreational, and tourist facilities.

## CHAPTER 5

### Housing

The population in Allouez is generally older than other Brown County communities, which presents both challenges and opportunities for the Village. Providing a range of housing choices for an aging population while maintaining and offering housing choices for younger people and all other population groups is very important in order to keep the Village growing and vibrant.

To provide affordable and varied housing to all income levels, the Village is promoting housing redevelopment and rehabilitation and the development of traditional neighborhoods in new and infill developments through the comprehensive plan. Redevelopment and rehabilitation would offer opportunities to manage the Village's aging housing stock and maintain property values. Traditional neighborhood developments have the sense of place found in older, pre-World War II neighborhoods where the homes are closer to the street, have front porches, and garages are set back from the street. In addition to these architectural differences, different housing types (such as duplexes, townhouses, single-family homes, and retirement homes) are mixed within the neighborhood. This allows a person or family to remain in a neighborhood as housing needs change instead of having to move into completely new surroundings.

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

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

### Housing Characteristics

#### Age

Figure 5-1 shows that 84.8 percent of the housing units in the Village of Allouez were built more than 20 years ago, with the single largest percentage being built in the post-WWII years. This coincides with the trend nationwide of people moving out of the city into suburban bedroom communities like Allouez. By comparison, only 69.0 percent of housing units in Brown County and 73.9 percent of units in the State of Wisconsin were built prior to 1990. Since over 84 percent of the housing units were built over 20 years ago, the housing stock within the Village is older and may be deteriorating. Code

enforcement, rehabilitation, and redevelopment are means by which Allouez could ensure that the housing stock is maintained as it continues to age.

**Figure 5-1: Age of Housing Units in the Village of Allouez, 2010**

Year Structure Built	Allouez	Percent	Brown County	Percent	Wisconsin	Percent
2005-March 2010	25	0.4%	4,316	4.2%	101,535	3.9%
2000-2004	244	4.3%	11,129	10.7%	216,702	8.3%
1990-1999	587	10.4%	16,680	16.0%	361,764	13.9%
1980-1989	592	10.4%	13,227	12.7%	256,008	9.8%
1970-1979	1,168	20.6%	17,307	16.7%	395,231	15.1%
1960-1969	1,163	20.5%	10,952	10.5%	261,128	10.0%
1950-1959	1,163	20.5%	11,162	10.7%	293,060	11.2%
1940-1949	297	5.2%	5,088	4.9%	159,053	6.1%
1939 or Earlier	432	7.6%	14,069	13.5%	565,338	21.7%
Total	5,671	100.0%	103,930	100.0%	2,609,819	100.0%

Source: U.S. Bureau of the Census, 2010 Census of Population and Housing, Table DP-4 Profile of Selected Housing Characteristics.

## Structures

Reflective of the Village being a post-WWII bedroom community, Allouez has a much higher percentage of 1-unit detached structures (81.4 percent) than both Brown County and the State of Wisconsin, which have 63.2 percent and 66.4 percent respectively. Allouez has a smaller percentage (6.6 percent) of 2-unit structures than the than both Brown County (9.0 percent) and the State of Wisconsin (6.9 percent). Similar trends can be seen in other classes of multifamily structure units. Only 6.8 percent of the Village of Allouez's housing structures have three or more units, as compared to 21.0 percent in Brown County and 18.4 percent in the State of Wisconsin. These data are summarized in Figure 5-2.

**Figure 5-2: Units in Structure for Allouez, Brown County, and Wisconsin (2010)**

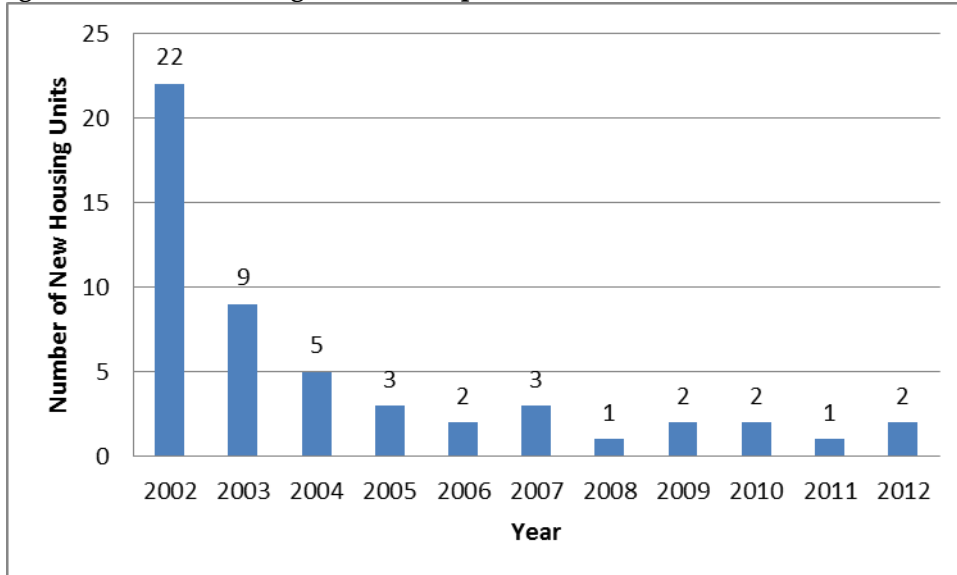
Units in Structure	Allouez	Percent	Brown County	Percent	Wisconsin	Percent
1-Unit Detached	4,618	81.4%	66,407	63.2%	1,732,919	66.4%
1-Unit Attached	281	5.0%	5,246	4.9%	113,851	4.4%
2 Units	372	6.6%	8,539	9.0%	180,413	6.9%
3 or 4 Units	19	0.3%	3,441	3.9%	98,655	3.8%
5 to 9 Units	149	2.6%	7,758	6.9%	123,839	4.7%
10 to 19 Units	67	1.2%	4,687	4.5%	87,288	3.3%
20 or More Units	154	2.7%	6,189	5.7%	173,490	6.6%
Mobile Home	11	0.2%	1,661	1.8%	99,016	3.8%
Boat, RV, Van, Etc.	0	0.0%	2	0.0%	348	0.0%
Total	5,671	100.0%	103,930	100.0%	2,609,819	100.0%

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

Contrary to other communities in Brown County, Allouez experienced a sharp decline, followed by a period of minimal growth, in building permits issued for new single-family homes and duplexes over the past ten years. The decline in new housing is most likely related to the fact that the Village does not have many large tracts of undeveloped land left.

Figure 5-3 shows the number of new single-family and duplex housing units developed from 2002 through 2012 in the Village.

**Figure 5-3: New Housing Unit Development, 2002-2012**



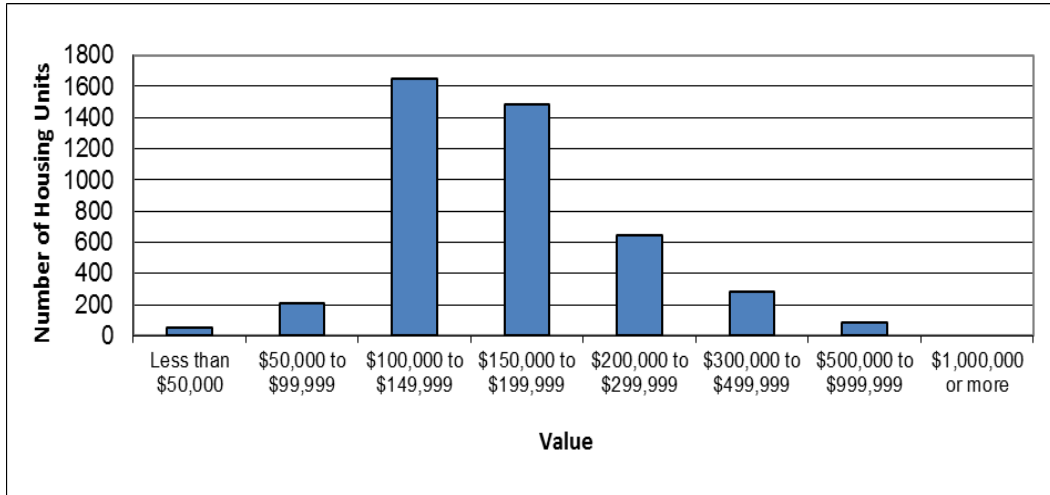
Source: Village of Allouez Building Permits, 2002-2012.



## Value

According to the 2010 census, the Village’s median home value is \$156,900. This is slightly lower than the median home values for Brown County (\$159,900) and the State of Wisconsin (\$169,700). As is displayed in Figure 5-4, by far the largest segment of the housing market in the Village is valued between \$100,000 and \$149,999, followed by the segment valued between \$150,000 and \$199,999.

**Figure 5-4: Village of Allouez Housing Values, 2010**

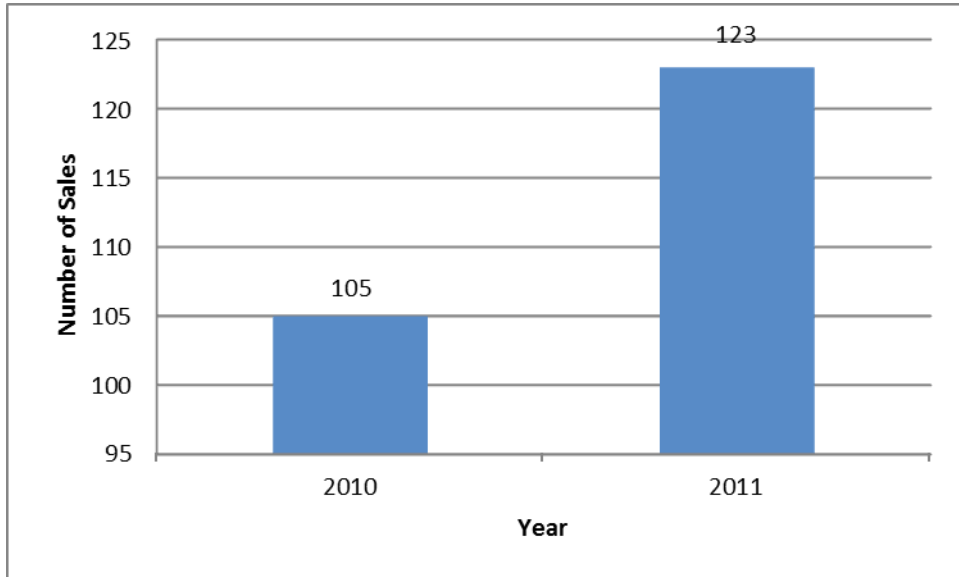


Source: U.S. Bureau of the Census, Census 2010, Table DP-4 Profile of Selected Housing Characteristics.

Between 1997 and 2001, the average selling price of a single-family home on the Multiple Listing Service (MLS) in the Village increased from \$114,097.67 to \$134,722.69, which is an average increase of over \$20,600.00 per home sold in just five years. The selling prices in Allouez have steadily increased over the five-year period, even through the economic slowdown period after 1999. This trend, which is displayed in Figure 5-4, indicates a strong housing market in the Village.

The number of homes sold from the MLS has remained relatively stable over the last five years. The period between 1997 and 1998 showed the largest increase (60 properties), while the period from 1998 to 2001 shows a slight decline. Figure 5-5 shows the number of homes sold from the MLS in the past 5 years.

**Figure 5-5: Total Multiple Listing Service Residential Properties Sold in Allouez, 2010-2011.**



Source: REALTORS® Association of Northeastern Wisconsin, 2013.

### Occupancy

According to the U.S. Census, there were a total of 5,512 housing units within the Village of Allouez in 2000. This compares with 5,671 units in 2010, which is an increase of 159 (2.9 percent) over the 10-year period. The percentage of owner-occupied and renter-occupied housing units remained steady over the 10-year period, with both types only fluctuating within 3 percent. Vacancy rates for owner-occupied units went up slightly during the 10-year period, where vacancy rates for renter-occupied units slightly decreased. Figure 5-6 summarizes the changes that occurred between 2000 and 2010.

**Figure 5-6: Change in Housing Occupancy Characteristics in Allouez, 2000-2010**

	2000 Census	%	2010 Census	%	Increase or Decrease	Percent Change
<b>Housing Units</b>	5,512		5,671		159	2.9%
<b>Occupied Housing Units</b>	5,397		5,350		-47	-0.9%
<b>Owner-Occupied</b>	4,586	85%	4,406	82.4%	-180	-3.9%
<b>Renter-Occupied</b>	811	15%	944	17.6%	133	16.4%
<b>Owner Vacancy Rate</b>	0.70%		2.0%		1.3%	185.7%
<b>Rental Vacancy Rate</b>	4.00%		2.3%		-1.7%	-42.5%

Source: U.S. Census Bureau Table DP-1 Profile of General Demographic Characteristics, 2000-2010.

## **Range of Housing Choices**

Allouez has a very high percentage of single-family residential uses (1 unit, detached) with 81.4 percent of the Village's housing units falling into this category. The largest concentration of duplex and multifamily uses are located in the far southeastern part of the Village along East River Drive, while additional duplex concentrations can be found on West Coolidge Street and VandeHei Road. However, in the northern half of the Village, duplexes tend to be more mixed with single-family uses. Smaller multifamily uses are located primarily near busier intersections and commercial uses, such as South Webster Avenue and Broadview Drive and Libal Street and East Greene Avenue.

In addition to the standard single-family homes, duplexes, and multifamily units, the Village has a number of condominium-style developments, which account for 3.4 percent of the total units in the Village. The Webster Heights development on Webster Avenue exemplifies this use.

Some options Allouez has to increase the range of housing choices include redevelopment or rehabilitation of existing land uses, the development of housing options throughout the Village, and the utilization of traditional neighborhood development (TND) techniques. Some specific locations for these projects are addressed in the plan's Land Use chapter.

## **Redevelopment and Rehabilitation of Existing Residential Uses**

Information provided earlier in this chapter showed that Allouez's housing stock is older than the overall stock in both Brown County and the State of Wisconsin. According to the 2010 U.S. Census, nearly 85 percent of homes in Allouez were built before 1990. As time passes, the Village will need to address the aging housing situation and determine how it will redevelop and/or preserve these structures. Redeveloping some of the older housing units can provide opportunities to introduce additional multifamily, as well as other affordable units, into the housing stock.

## **Potential Residential Rehabilitation Areas**

An analysis of the 2000 U.S. Census data of housing values was completed utilizing the BCPC's GIS system to determine where in the Village there may be a general need for residential rehabilitation. Although the census data is only detailed to the block group level, it does provide an idea of where the Village may want to concentrate its residential rehabilitation efforts. According to the 2000 U.S. Census, the far northeastern part of the Village (north of the railroad tracks and south between Libal Street and the East River to East St. Joseph Street) has the highest concentration of homes (254 total) valued at 75 percent (\$90,000) or less than the Village's median value of \$120,000. This same block group has the highest percentage of low-moderate income people in the Village at approximately 48 percent of the total households within the block group (277 total). Therefore, specific housing rehabilitation projects and programs should be focused in

this area if the Village decides to undertake a housing rehabilitation program. This area is shown in Figure 2-5 in the plan's Land Use chapter.

### **Traditional Neighborhood Developments**

As the Village looks at residential redevelopment opportunities, traditional neighborhood developments (TND) provide an option to the standard suburban-style subdivision. These types of developments would be very similar in design to parts of the Village north of the railroad tracks.

Traditional neighborhood developments emphasize the neighborhood as a functional unit rather than the individual parcel or home. Typical neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about one-quarter mile) from the edge to the center and a 10-minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the Village by driving, walking, and bicycling. Although there are very limited parts of the Village that are not already developed, redevelopment projects should also fit the neighborhood concept of providing for a mix of uses within the neighborhood.

Forms of housing within a traditional neighborhood are mixed so people of different ages and income levels have opportunities to live in various areas in the Village. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease. This housing mix allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility within the same neighborhood.

A series of photos taken in March of 2001 in the City of Middleton, Wisconsin, and in the Village of Allouez during the Citizens Advisory Committee's visual preference survey are included in this section to illustrate the concepts of traditional neighborhood developments, mixed uses, and the architecture that supports these concepts. When viewing these pictures, please note that:

- The garages are located on the side or behind the houses.
- The homes have minimal or zero setbacks from the right-of-way.



Single-family home in Allouez with rear attached garage



McCormick Home in residential neighborhood

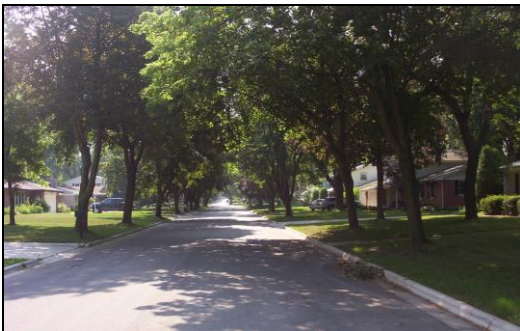


Single-family homes on a narrow street and smaller lots



Homes fronting a narrow street in Middleton (the garages face the alleys behind the homes)

- Neighborhood streets are very narrow (approximately 18 to 24 feet between the curbs) to slow traffic.
- Although the architectural styles of the homes range from smaller bungalows to larger two-story homes, they blend together to provide an architecturally pleasing neighborhood.
- Alleyways are used behind some of the homes to further enhance the home as the primary architectural feature rather than the garage and driveway.
- Narrower lots promote more of a neighborhood feel as opposed to an isolated home in the middle of large lots.



Tree-lined residential street



Apartment building with minimal parking in front

- Sidewalks are available throughout the development in Middleton on both sides of the street to promote walking and interaction with neighbors.
- Small commercial uses are located at the entrance of the development to serve the neighborhood residents.
- Commercial buildings have second floor residential uses.



Neighborhood deli and convenience store in Middleton



First floor commercial and second floor residential use in Allouez

## Summary of Recommendations and Programs

It is very important for the Village to continue to monitor its progress in meeting the goals and objectives of the plan's Housing chapter. To attain the goals and objectives, the following recommendations were developed based on the input received from the Village-wide visioning sessions, Citizens Advisory Committee meetings, State of Wisconsin Smart Growth Law, and sound planning principles:

- All multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Perform a detailed study to assess the current condition of the Village's housing stock and determine the need and potential locations for Village-sponsored housing rehabilitation projects.
- Multiple-family projects should offer variation among individual buildings but remain within a coordinated overall design theme. Variation among buildings should be achieved by a combination of different footprints, façade treatments, roof forms, entrance features, and building orientation. Monotonous complexes of identical buildings should be discouraged.

## Housing

- Housing development lot width and depth in conjunction with block size and shape should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- To foster visual interest along a neighborhood street, the street frontage devoted to protruding garage doors and driveway curb crossings should be limited. Generally, garages should be recessed or, if feasible, tucked into side or rear yards using variety and creativity to avoid a streetscape dominated by the repetition of garage doors.
- Various forms of shared driveways should be considered to improve the visual interest of streets by reducing driveway curb cuts and street-facing garage doors, especially along main thoroughfares where driveway entrances are not desirable. Driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access.
- New residential developments or redevelopments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character.
- Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to create an attractive, marketable neighborhood with housing for a range of people.
- In order to maintain high quality housing and address housing maintenance issues, the Village should develop a housing maintenance code. The housing maintenance code should be enforced in situations where property values are being adversely affected through the willful neglect of nearby properties. The Village should also investigate the development of a funding mechanism to help fund repairs of neglected properties.
- To increase the supply of affordable homes, the Village should work with developers to encourage the redevelopment of housing in traditional neighborhoods with smaller lots and homes and in areas of the Village north of the railroad tracks and near the East River. Smaller homes and lots may become increasingly important as the “baby boomers” approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the Village’s housing market.
- Identify public-private partnerships that could help to diversify and improve the Village’s housing stock.
- The Village should contact the Brown County Housing Authority, Wisconsin Economic Development Corporation, and Wisconsin Housing and Economic Development Authority (WHEDA) for information and resources to continue to improve the Village’s housing stock.

## CHAPTER 6

### Utilities and Community Facilities

#### Introduction

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

As a community matures, so do its utilities and community facilities. Most often considered in this regard are sanitary sewer service and public water. In addition, federal and state rules (such as the Clean Water Act) often govern various aspects of such utilities, as well as many others, such as storm water management. Therefore, the continued provision of a high level of public services and facilities is very important to the Village of Allouez.

Experiences from across the country have shown time and again that to provide high quality public services, a mature community like Allouez must continuously maintain and upgrade its existing services and facilities and consider the provision of new services or facilities when necessary. The Village should also evaluate its existing services to ensure their continued provision in a cost-effective manner that is consistent with its long-term goals, trends, and projections. The analyses and recommendations within this chapter of the Village of Allouez Comprehensive Plan are the first step in that process, and the plan should constantly be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

#### Background

The Village of Allouez is a small but populous urban village within the Green Bay Metropolitan Area that provides a wide range of services.

The Village of Allouez currently provides:

- Joint Fire and Rescue Service with Green Bay.
- Collection and conveyance of sanitary sewage.
- A comprehensive public water supply system.
- A comprehensive solid waste collection program.
- Leaf collection and residential yard waste collection programs.



## Utilities and Community Facilities

- A recycling program, including pickup of recycled materials and used appliances.
- A comprehensive park, recreation and forestry system.
- Storm water management facilities and services through the Village's storm water utility.
- A village hall that also contains the Village's public works garage.
- Snowplowing and street sweeping programs.

The Village of Allouez contracts with:

- Brown County Sheriff's Department for police service.
- Green Bay Metropolitan Sewerage District for wastewater treatment.
- Brown County Port and Solid Waste Department for solid waste disposal and recycling.
- City of Green Bay for fire services
- Various private firms for telecommunication, power, healthcare, care for the elderly, and childcare services.

As an essentially fully developed community, the Village of Allouez needs to ensure that its utility and community facilities are efficiently and cost-effectively maintained. However, the Village must also periodically review its needs for services, and when a need for additional or revised services has been determined. At the time when the needs of the services have changed, the Village should promptly and efficiently make the adjustments to the appropriate service.

## Opportunities and Challenges

Current and future opportunities and challenges associated with the Village's utilities and community facilities are related to the aging of the Village's current infrastructure, determination of the proper timing and location for replacement of existing or construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, greater economic competition within the region and the metropolitan area, fiscal constraints, and new legislation and regulations. Future opportunities include a healthy local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

## Inventory and Analysis

### Sanitary Sewer Service

Several major federal laws have been enacted over the last 100 years to protect the country's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants. This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Village of Allouez, this planning is currently contained in the Lower Fox River Basin Integrated Management Plan prepared in August 2001 by the Wisconsin Department of Natural Resources (WDNR) and the 2002 Brown County Sewage Plan, which was approved by the Brown County Planning Commission in December 2002 and endorsed by the Wisconsin Department of Natural Resources on March 31, 2003.

Wastewater treatment service is provided to the Village of Allouez by the Green Bay Metropolitan Sewerage District (GBMSD) through its system of interceptor sewers and its wastewater treatment plant located in the City of Green Bay near the confluence of the Fox River and the Bay of Green Bay<sup>1</sup>. The Village owns and operates its own wastewater collection system and owns its interceptor sewers, and the wastewater collected by this system is transported to the GBMSD interceptor sewers and wastewater treatment plant.

Since the entire Village has been annexed into the GBMSD and is included within the approved sewer service area, it is eligible to receive sewer service from the district. All residents in the Village are provided public sanitary sewer service.

The need for additional wastewater pumping stations in the Village is not envisioned. Furthermore, the capacity of the Village wastewater collection system and the capacities provided by the GBMSD interceptor sewerage system for the Village of Allouez should be adequate for the entire 20-year planning period. However, continued maintenance of the existing waste water collection system is expected. This includes continuing to replace a significant number of existing older sanitary sewers, and the repair of wastewater pumping stations and interceptor sewers.

There is a significant concern for the amount of excess flow in the wastewater collection system due to infiltration and inflow during wet weather conditions. Due to the age of the sanitary sewer system and the age of the sanitary laterals to many homes in the Village, infiltration is a significant problem. These older sanitary sewers are in poor condition. The private sanitary laterals installed prior to 1985 are most all in poor condition due to age and should be replaced. A program is in place to replace old sanitary sewers in the collection system in a timely manner, and a program has been implemented to replace private property sanitary laterals that are in poor condition. The Village does have a regular inspection program of its wastewater collection system. A large proportion of the sewer system is reaching its design life.

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<sup>1</sup> A small portion of the southern part of the Village is served by the City of De Pere sewage treatment facility through sewers owned and operated by the GBMSD, the Village of Allouez, and the City of De Pere.

The Village does budget annually for a reasonable amount of sanitary sewer repairs.

The Village of Allouez recently approved a 15-year street and utility reconstruction plan, and the Phase 1 portion of this plan was completed in 2013. This plan should continue to be implemented as this will provide significant progress in replacing aging sanitary sewer infrastructure and reduce the infiltration and inflow that is occurring.

Because the Village of Allouez is almost fully developed and further annexations are unlikely, the identification and mapping of 5-year growth increments is unnecessary.

### **Onsite Sewage Disposal Systems**

There are no known onsite sewage disposal systems within the Village of Allouez nor are any anticipated during the timeframe of this plan.

### **Water Supply**

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

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

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

A review of the Consumer Confidence Report for the Village of Allouez indicates that prior to 2006, of the 62 different contaminants that the Village tested for, only the federal/state MCL for alpha emitters and radium have been exceeded. In 2001, alpha emitters were measured at 20 pCi/l (pico curies per liter), 5 pCi/l above the MCL. Radium was measured at 11.4 pCi/l, 6.4 pCi/l above the MCL. Radium was measured at 11.4 pCi/l, 6.4 pCi/l above the MCL. This occurred due to the erosion of natural deposits within the bedrock from which the Village had obtained its groundwater.

In large part because of its drinking water quality concern, the Village of Allouez became a member of the Central Brown County Water Authority (CBCWA). The CBCWA, comprised of the communities of Allouez, Bellevue, De Pere, Howard, Lawrence, and Ledgeview, was formed to obtain water from Lake Michigan rather than from groundwater. The CBCWA achieved this through construction of a transmission pipeline and water treatment system including an agreement with the City of Manitowoc to operate the system.

As noted in the Sanitary Sewer Service section of this chapter, portions of the Village's infrastructure (sanitary sewer to a greater extent and public water supply) are reaching the end of their design life, and an increasingly greater percentage of these components need to be replaced over the coming years.

### **Solid Waste Disposal**

The Village of Allouez Public Works Department provides weekly collection of solid waste within the community. The Village also provides pick-up of brown goods (bulky waste) which includes furniture, carpet, and other large items approximately 10 weeks per year.

The Public Works Department also picks up old appliances for a small charge if placed curbside and the department is notified. Residents have the option of transporting appliances to the LeBrun recycling and yard waste site for disposal at no cost. This includes Freon appliances, white goods, and electronic equipment such as computers and televisions.

In addition, the Public Works Department provides a fall pick-up of leaves and spring pick-up of garden waste. Brush and trimmings are also collected by the Village's Public Works Department approximately 10 months per year.

The Village's current method of solid waste disposal, contracting with the Brown County Solid Waste Department for disposal, should be adequate for the 20-year time-span of this plan. In 2012 the Village signed a five-year contract with Brown County, which contract is renewable.

The Village should continue to participate in study of the feasibility of a multi-community compost/yard waste program. As the popularity of local landscaping and gardening continues to increase, there might come a time when such a service would become warranted.

### **Recycling**

The Village of Allouez provides automated pick-up of single stream (co-mingled) recyclable materials including plastics, aluminum, tin, newspapers, magazines and other materials. One recycling container is provided to each residential property owner, and recyclables are collected every other week. These materials are processed by the joint Brown/Outagamie/Winnebago County recycling facility. Revenue generated by the sale of these materials is returned to the Village of Allouez and other municipalities and used to offset the cost of solid waste disposal.

It is envisioned that the current method of single stream recycling will continue to serve the needs of the Village.

### **Storm water Management**

In 1987, the federal government passed an amendment to the 1972 Clean Water Act that included several regulations relating to storm water management and non-point source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control non-point source pollution from municipalities, industrial sites, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs began to apply to most communities in March of 2003 for construction sites one acre or larger. Within the Village of Allouez, these requirements apply to all construction sites one acre or larger in size, as well as to many ongoing village activities, including street and utility reconstruction and grounds maintenance programs.

The Village of Allouez storm water system is a drainage system comprised of storm sewers, storm inlets in the streets, and drainage ways that transport storm water runoff from developed lands to the Fox and East Rivers. This drainage network is solely for lands within the Village. However, both the state and county operate and maintain their own storm water drainage systems within the right-of-way of their roads. The Village of Allouez owns and maintains six storm water wet detention ponds for treatment of storm water prior to discharge. These treatment systems are designed to remove suspended solids and phosphorus.

The Village of Allouez updated its storm water management plan and storm water ordinances in 2012. The storm water management plan update addresses the future water quality requirements of the Fox River Total Mass Daily Load (TMDL) waste load allocations. These requirements are very stringent with regard to phosphorus and suspended solids and require a high level of treatment for all runoff that discharge to the Fox and East Rivers. It appears that the Village can comply with the future phosphorus limits with the addition of storm water treatment along the Fox River and Riverside Drive, and with the addition of one or more wet detention ponds on the East River.

The storm water plan determined that the Village's storm water drainage system will continue to adequately address the drainage needs of the Village for the foreseeable future.

The Village of Allouez storm water management program requires a storm water management and erosion control permit for all construction projects within the Village.

### **Parks and Recreation**

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

demonstrated to promote the general health, welfare, and safety of the community and its citizens.

The Village of Allouez currently provides 13 public park sites encompassing a total of 283 acres (see Figure 6-1 for the locations of these sites). They include:

- **Allouez Community Center**, a 1-acre community/senior citizens center located at the northeast corner of Webster Avenue and East Dauphin Street in the central portion of the Village. The site includes a building and parking lot, and it provides a meeting/gathering place for numerous clubs and organizations, as well as space for activities, such as senior cards, youth/adult classes, and voting.
- **Broadview Soccer Complex**, a 15-acre soccer complex located at the southwest corner of East River Drive and STH 172 in the eastern portion of the Village across from East River Drive from Riverview Park. Recreation facilities include five soccer fields, a concession building, and a picnic area.
- **East Lawn Park**, a 6-acre park located at the east end of Boyd Street in the northeast portion of the Village along the East River. Recreation facilities include one baseball field, a basketball area, one tennis court, playground equipment, a shelter building, a boat landing, and a portion of the Resch Family East River Trail. This park is also part of the East River Parkway.
- **East River Parkway**, a 116-acre parkway located along the west side of the East River in the eastern portion of the Village. Recreation facilities include the Resch Family East River Trail, which is a 2.7-mile-long multi-purpose recreation trail. The majority of the trail is located between Green Isle Park and Lebrun Road, while a small portion is located within East Lawn Park.
- **Green Isle Park**, a 51-acre park located at the northeast corner of the intersection of East River Drive and STH 172 in the eastern portion of the Village along the East River. Recreation facilities include one lighted baseball field, one lighted softball field, four tennis courts, a basketball court, a soccer/football field, playground equipment, a gazebo, two pavilions, picnic areas with grills, an athletic course, nature/cross-country ski trails, a canoe launch, three fishing piers, and a portion of the Resch Family East River Trail. This park is also part of the East River Parkway.
- **Kiwanis Park**, a 25-acre park located east of the intersection of East River Drive and East Briar Lane in the southeastern portion of the Village along the East River. Recreation facilities include two tennis courts, a basketball court, three soccer fields, playground equipment, one shelter building, a fishing pier, and a portion of the Resch Family East River Trail. This park is also part of the East River Parkway.
- **Langlade Park**, a 6-acre park located southeast of the intersection of Broadview Drive and Ravine Way in the central portion of the Village behind the Broadview YMCA. Recreation facilities include a softball field, two tennis courts, one basketball court, playground equipment, a shelter building, a picnic area, and weather permitting an ice skating rink in the winter.

## Utilities and Community Facilities

- **Optimist Park**, a 7-acre park located southwest of the intersection of Libal Street and Kalb Avenue in the northern portion of the Village. Recreation facilities include a special Miracle League Baseball field designed for children with disabilities, a large fully ADA playground, and a picnic area.
- **Patrick Henry Martin Webster Park Sports Complex**, a 15-acre sports complex located south of the intersection of St. Joseph Street and Jourdain Way in the north-central portion of the Village behind the Webster Elementary School. Recreation facilities include six baseball fields (2 lighted), two tennis courts, one basketball court, a lighted football field, playground equipment, a shelter building, and a concession stand. In the winter, there is also a sledding hill.
- **Riverview Park**, a 7-acre park located southeast of the intersection of STH 172 and East River Drive in the eastern portion of the Village. Recreation facilities include five softball fields, a concession building, a fishing pier, and a portion of the Resch Family East River Trail. This park is also part of the East River Parkway.
- **Sunlight Park**, a 3-acre park located southwest of the intersection of Arrowhead Drive and Park Drive in the southwestern portion of the Village. Recreation facilities include playground equipment, and weather permitting, an ice skating rink in the winter.
- **Sunset Park**, a 3-acre park located west of Sunset Circle along the Fox River Trail in the southwestern portion of the Village. Only passive recreation facilities, such as benches, are provided at this park.
- **Weise Park**, a 28-acre park located at the southeast corner of the Village at the east end of LeBrun Street. Recreation facilities include 2 full size soccer fields, one short sided soccer field, paved portion of the East River Resch Family Trail and crushed limestone nature trail, two gazebos, fishing pier, a tree nursery and approximately 15 acres of native grasses.

Brown County owns and maintains the 1-acre St. Francis Park. It is located in the northwestern portion of the Village along the Fox River Trail immediately south of the Fox River Valley Railroad. It provides a health trail (comprised of various exercise stations) that was donated by St. Vincent Hospital. Prairie restoration projects are also envisioned.

The Wisconsin Department of Natural Resources owns and maintains Heritage Hill State Park, a 55-acre outdoor historical museum located west of the intersection of Webster Avenue and Greene Avenue in the central portion of the Village. The site recreates the early life of the settlers of northeastern Wisconsin through a combination of exhibits, actors, and displays. Numerous buildings of historical significance are also located within this site, including five that are listed on the national and state registers of historic places.

The DNR owns and Brown County maintains the Fox River Trail, which is located along the east side of the Fox River from the City of Green Bay to the Village of Hilbert in the southern portion of Calumet County. Three miles of this 14-mile multi-use trail are





## Utilities and Community Facilities

located within the Village. The Village's portion of the trail is 12 feet wide, paved, and is used for walking, hiking, biking, skating, and other activities. This trail is considered as the only toll way running through the Village, with the DNR charging for activities by all users except walkers.

Within the Village, the Fox River Trail also includes an overlook and two benches located adjacent to Sunset Park. This trail is one of the most heavily used trails in the state.

The Green Bay School District provides recreational facilities at its three schools located within the Village. These include:

- A baseball field, two soccer fields, two basketball courts, and a playground at Doty Elementary School. The school gym is also available for rent for various recreational programs.
- A basketball court and a playground (with 2 playground structures) at Langlade Elementary School. The school gym is available for rent for recreational programs.
- Two basketball courts, a playground, and a picnic area at Webster Elementary School. The school gym is also used for open gym programs.

Two private schools also provide recreational facilities. Resurrection Catholic School provides a soccer field, three basketball courts, and a playground. St. Matthew's School provides two basketball courts and a playground.

The Broadview YMCA, a not-for-profit community service organization, is located at the southwest corner of Broadview Drive and West Penwood adjacent to Langlade Elementary School and Langlade Park in the central portion of the Village. The site includes a building and parking lot that was leased by the YMCA from the Village for 50 years starting in 1984. A pool, gym, and numerous meeting/activity rooms are provided within the building. A wide range of health and fitness programs for children, adults, and senior citizens is provided.

In addition to its park, recreation, and open space sites and facilities, the Village of Allouez is home to many local non-profit and volunteer organizations that provide a significant amount of assistance and guidance to the Village on these matters. Examples of such assistance and guidance include financial contributions to the Village for the acquisition and construction of various park facilities and the provision of volunteer labor to clean up and beautify the Village's parks and roadways. These organizations include:

- Allouez Beautification Committee.
- Kiwanis Club.
- Optimist Club.
- Friends of the Fox River Trail.

The current opportunities for park acquisition are relatively limited. While it is recommended in the Village of Allouez Outdoor Recreation and Open Space Plan 2010-2015 that the Village continues to review potential site acquisitions, the plan also suggests that the primary focus should first address the needs of the existing parks, trails, and open spaces. The Outdoor Recreation and Open Space Plan suggests that renovating, repairing, and upgrading existing parks and recreational facilities can help accommodate the demand, efficiency, safety, and accessibility; alleviating the need for more land.

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, most communities identify planning principles and guidelines as an integral element of recreation and open space programs. That process is typically formalized in a park and open space plan. The Village's park plan was last updated in 2010. To maintain eligibility for state and federal park, open space, and outdoor recreation grants, such plans must be updated and adopted by the community every five years. To adequately determine the park and recreation needs of the community and meet these needs in an efficient and cost-effective manner, these plans should be updated whenever population or growth trends change. These plans should be coordinated with the natural and cultural resource protection and preservation efforts of the community. Based upon the findings of this comprehensive plan and the fact that the current park plan is less than four years old, the park plan does not need to be updated at this time.

### **Telecommunication**

TDS Metrocom provides landline phone service to the Village of Allouez. This includes internet access by cable modem and DSL. Current trends in the telecommunications industry point to a greater demand for high-speed internet access and cellular communications in the future. Before any such facilities are approved, attempts should be made to collocate them and to ensure that adequate easements or other necessary rights-of-way are available and that adequate design standards for the associated infrastructure are in place.

### **Power Generation**

Electricity and natural gas are provided in the Village of Allouez by Wisconsin Public Service Corporation (WPS), and this service is anticipated to be adequate in the future.

### **Cemeteries**

Two large cemeteries are located in the Village. One, the Allouez Catholic Cemetery and Chapel Mausoleum, is located between Riverside Drive and Webster Avenue in the northwestern portion of the Village. The other is Woodlawn Cemetery in the northwestern portion of the Village.

In addition to providing burial sites for Village and nearby community residents, cemeteries can also serve as a source of local history and open space. Such sites should be preserved and compatible development adjacent to such sites ensured. When properly located and maintained, cemeteries can be an important and attractive element of the community.

### **Healthcare**

The Village of Allouez primarily relies on healthcare providers located in the City of Green Bay. St. Vincent Hospital and the Bellin Health Hospital Center, as well as numerous associated clinics, are located one mile north of the Village on Webster Avenue. However, a general medical clinic, two dialysis centers, a psychiatric center, and numerous dentists are located within the Village.

While additional demands in the future should continue to be addressed by the private sector, the Village should encourage such uses within its own community when properly designed and located.

### **Elderly Care**

The Village is home to a number of elderly care facilities. The number of facilities continues to grow as more people move to the area and choose to continue calling Allouez home.

### **Childcare**

Allouez has a number of childcare facilities located within the Village. These facilities are made up of both in-home and smaller childcare facilities, which appear to adequately service the community.

### **Emergency Services**

#### **Fire Services**

Beginning in December of 2012, the Village began contracting with the City of Green Bay to provide fire service to its residents. The consolidation formed the Green Bay Metro Fire Department, which provides fire and ambulance service to the City of Green Bay and the Village of Allouez. Upon consolidation more staff was moved to the Allouez station and a full engine and ambulance company was established. The consolidation provides an expanded level of service to our residents at a reduced cost.

#### **Police Services**

The Village of Allouez contracts with the Brown County Sheriff's Department for police protection and for additional coverage. This includes one community policing officer for 40 hours a week and a deputy for traffic control services. The additional coverage noted above was recently acquired by the Village, and these officers should be able to address the visioning session concerns about creating a safer community through crime prevention programs and additional policing.

It is envisioned that these services would continue to be adequate for the length of this plan. The Village should, however, continuously monitor its need for emergency services, provide or contract for any additional protection when necessary, and seek to provide these services in an efficient manner. This should include considering the consolidation of services when appropriate.

### Libraries

The Village of Allouez relies upon the Brown County Library system to meet its library needs. Of the nine libraries that make up the Brown County Library system, four are located within two miles of the Village. The Brown County Library system provides a local history and genealogy department, various adult programs, and numerous children's programs. All of these services are available to Village residents.

It is anticipated that the current Brown County Library system will continue to meet the needs of the Village of Allouez during the 20-year planning period.

The Village encourages the placement of "Little Free Libraries," which have populated recently around the country. These little libraries are small structures on a post in a resident's or business' front property. These structures are unique and are usually constructed to represent the area. Books are housed inside the structure and are open to the public, generally with the rule of "take a book, leave a book." These little libraries are another way residents create and share a sense of community in Allouez.

### Schools

The Village is located within the Green Bay Area Public School District. The school district encompasses an area 92 square miles in size and includes the City of Green Bay, the Villages of Allouez and Bellevue, and the Towns of Eaton, Green Bay, Humboldt, Ledgeview, and Scott. The school district provides a comprehensive K-12 grade educational program and adequately serves the present and foreseen future needs of Allouez. Most students are bused to and from school.

Five elementary schools are located within the Village of Allouez. They are:

- **Doty Elementary School.** This facility is located at the northeast corner of Longview Avenue and Longview Court in the southern portion of the Village. It encompasses about 12 acres and currently houses K-5. It has a computer lab, as well as a computer in each classroom. The school building and parking lots encompass about five acres of the site, and the remainder is comprised of outdoor recreational facilities.
- **Langlade Elementary School.** This facility is located at the southwest corner of Broadview Drive and Libal Street in the central portion of the Village. It encompasses about seven acres and currently houses K-5. The school building and parking lots encompass about five acres of the site, and the remainder is comprised of outdoor recreational facilities.
- **Webster Elementary School.** This facility is located on the east side of Webster Avenue between St. Joseph Street and Allouez Avenue in the northern portion of the Village. It encompasses about six acres and currently houses K-5. The school building and parking lots encompass about four acres of the site, and the remainder is comprised of outdoor recreational facilities.
- **Resurrection Catholic School.** This facility is located on Hilltop Drive in the southern portion of the Village. It currently houses preschool through grade 8.

## Utilities and Community Facilities

- **St. Matthew's School.** This facility is located on South Webster Avenue in the northern portion of the Village. It currently houses preschool through grade 8.

Village of Allouez middle and high school students located within the northern portion of the Village attend:

- **Green Bay East High School.** This facility is located on Walnut Street on the east side of the City of Green Bay. It currently houses grades 9 through 12.
- **Washington Middle School.** This facility is located on South Baird Street on the east side of the City of Green Bay. It currently houses grades 6 through 8.

Village of Allouez middle and high school students located within the southern portion of the Village attend:

- **Southwest High School.** This facility is located on Packerland Drive on the west side of the City of Green Bay. It currently houses grades 9 through 12.
- **Lombardi Middle School.** This facility is located on South Point Road on the west side of the City of Green Bay. It currently houses grades 6 through 8.

The Green Bay Area Public School District does not envision any additional renovations, expansions, or other changes at these schools in the foreseeable future. The school district's enrollment forecasts also suggest a relatively steady student population. Therefore, only routine maintenance and repair is envisioned. Such maintenance and repair may include replacement of old plumbing, HVAC systems, roofs, etc.

Although the Village of Allouez's population increase is not significant compared to the rest of the Green Bay Area Public School District, area students may be affected by the continual growth of other areas in the school district. The Village of Allouez and the Green Bay School District should work closely together in order to handle any necessary boundary changes or building expansions.

In keeping with the results of the Village of Allouez Comprehensive Plan visioning session, particularly the maintenance of the Village's identity and the provision of high quality and cost-effective services, redistricting that promotes these issues should be considered. It should be noted that the elementary schools located within the Village serve many functions, only one of which is the provision of education. For instance, these schools also provide opportunities for consolidation and cooperation of recreational and community activities and contribute to the sustainability of neighborhoods (bringing together many aspects of the community that might not otherwise meet). But because the Village's students are bused into the City of Green Bay for middle school and high school, reinforcement of the benefits noted above and additional similar opportunities are lost. However, should a situation arise which would enable Village students to attend closer schools (such as the De Pere High School and Middle School), appropriate redistricting should be considered. Such opportunities could arise when other redistricting is considered, when the natural progression of children through the school system results in additional classroom space, or when new school construction or additions are undertaken. This issue has been a concern of many

Allouez residents for several years and should be aggressively pursued over the life of the plan.

In addition to the three public elementary schools in Allouez, two private schools are also located within the Village (Resurrection Catholic School and St. Matthew's School). Cooperation between the Village and these schools, similar to that recommended with the Green Bay Area Public School District, should also be pursued.

### **Post Office**

There is no post office or contract station within the Village of Allouez. The nearest are located in downtown Green Bay and downtown De Pere. The Green Bay Postal Service has noted that a village the size of Allouez could support a contract station. Study of this matter by the postal service would be necessary and would take into account how far away the nearest existing contract stations are and how much use the contract stations would receive. If the location and use criteria were met, a willing site to host and staff the facility would be necessary.

### **Government**

The Village of Allouez village hall is located at 1900 Libal Street in the northern portion of the Village. The village hall contains staff offices and a public works garage, and the facility is used for small governmental meetings and gatherings.

## **Policies and Programs**

There are many approaches the Village of Allouez could take to achieve the utilities and community facilities goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. A summary of these actions and programs as they pertain to the Utilities and Community Facilities chapter of this plan is provided at the end of this chapter.

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

The following is a summary of this chapter's policies and programs.

### **Sanitary Sewer Service**

- The Village should continue to replace its aging sanitary sewers and allocate adequate funding to maintain its wastewater collection system.
- The Village should follow the priorities established in the Street and Utility Reconstruction Plan dated 2010 to maintain its wastewater collection system.

### **Water Supply**

- The Village is a member of the Central Brown County Water Authority and is supplied by the Authority.
- The Village should continue to replace and repair its aging water mains to maintain its water supply system and reduce losses due to leaks in the piping systems.
- The Village should follow the priorities established in the Street and Utility Reconstruction Plan dated 2010 to continue an aggressive program to update the water supply system.

### **Solid Waste Disposal**

- The Village of Allouez contracts for solid waste disposal and recycling with the Brown County Solid Waste Department. This should be continued in the future as the best alternative available to the Village.
- The Village should continue to study the feasibility of a multi-community compost/yard waste site and participate should it be determined to be feasible and cost-effective.

### **Storm Water Management**

- The Village updated its storm water management plan in 2012 and should continue to implement the recommendations of the plan including the addition of storm water treatment systems along the Fox River and Riverside Drive to comply with the future requirements of the Fox River Total Maximum Daily Loads.

### **Parks and Recreation**

- The Village should continue the development and maintenance of its park sites.
- The Village should continue implementing its park plan, which includes completing the East River Parkway and Resch Family East River Trail and creating a connection between the East River Trail and the Fox River Trail.
- The Village should continue to maintain close ties with the Village's many non-profit and volunteer organizations, such as the Allouez Beautification Committee, the Friends of Green Isle Park, the Kiwanis Club, and the Optimist Club. The Village should also continue to work with the Green Bay Area Public School District to maintain the joint school/park sites.
- The Village should update the village park plan every five years to maintain its eligibility for state and federal recreational grants.
- The Village should use the Brown County Open Space Plan and Bike Pedestrian Plan as a guide in future development.

### **Telecommunications/Power Generation**

- The Village should investigate opportunities to recommend or require uniform design and location standards for telecommunication, power, and other utility facilities.
- To accommodate the needs of property owners, the Village should do the best that it can to ensure that adequate easements or other necessary rights-of-way are available and maintained for such infrastructure.

### **Emergency Services**

- The Village should continue to contract with the City of Green Bay to provide fire and ambulance services thru the Green Bay Metro Fire Department.
- The Village should continue to work with adjacent communities to provide the best coverage, but most cost effective fire and ambulance services.
- The Village should maintain its current standard of police protection.
- The Village should closely monitor its fire, rescue, and police needs to maintain an appropriate level of service.

### **Schools**

- The Village should work closely with the Green Bay Area Public School District in the preparation of facility and redistricting studies. This should be undertaken to enable the Village and the school district to plan well in advance of any future needs or changes, maintain healthy neighborhoods, and pursue opportunities to enroll children in middle schools and high schools that are close to Allouez.





## CHAPTER 7

### Natural, Cultural, Agricultural Resources

The Village of Allouez is nearly developed, with the exception of a few parcels of land scattered throughout the community. Therefore, this chapter will focus primarily on the natural and cultural resources of the Village. The results of the visioning session and resultant goals and objectives reveal that Village residents like the current residential character of the community. In addition to the residential composition of the Village, the East and Fox Rivers that flow along its eastern and western boundaries comprise a large part of the Village's character.

Planning for natural resources, such as the Fox and East Rivers, in addition to the cultural resources, such as the number of historic buildings and sites in the Village, is an important part of the comprehensive planning process. Because these resources help to define a community and strongly affect the quality of life, they must be examined as part of the planning process.

Community design and identity were important issues arising from the public visioning session. To a certain extent, Allouez (in the year 2013) can be described as a collection of residential subdivisions with a commercial strip along Webster Avenue and a handful of neighborhood commercial developments scattered throughout the Village. Other than its residential character, there is no strong focal point that sets Allouez apart from typical metropolitan suburbs. In order to adequately consider these issues, it is important to examine the Village's existing cultural resources. This plan will examine ways to build upon these resources to establish and promote Allouez's community identity.

### Inventory and Analysis

#### Surface Water and River Corridors

Lakes, rivers, and streams offer enjoyment, peace, and solitude. These surface waters provide such opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. They also drain the land after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance as they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community can contain.

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

## Natural, Cultural, Agricultural Resources

The Village of Allouez is located between two major surface water features in Brown County: the Fox River and the East River. Both rivers flow from south to north along the Village and form the boundaries between the Village and its neighbors of Ashwaubenon on the west and Bellevue on the east. The Village does not have any other major surface water features.



The Fox River is the largest and most important river in northeastern Wisconsin. It is a navigable river that extends 155 miles from its headwaters in southern Green Lake County in east-central Wisconsin to the Bay of Green Bay. Its basin drains over 2,700 square miles of east-central and northeastern Wisconsin. In Brown County, it extends 19 miles from the Village of Allouez to its downstream end at the Bay of Green Bay and drains about 311 square miles (almost half of Brown County).

The Fox River is historically significant because for centuries Native Americans occupied the banks of the river and used it as a source of food and drinking water, as well as recreation, transportation, and crop irrigation. The Fox River also served as the route into the interior of the state for European explorers and was the location of many early European settlements. As such, many historical, cultural, and archeological sites are located adjacent to it.

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

The Fox River's water is hard and very turbid. The river bottom is mostly comprised of sand and silt. The river itself is classified as a warm water sport fishery. The Fox River continues to be exposed to many adverse environmental impacts, including excessive sedimentation, nutrient enrichment, and turbidity due to nonpoint source pollution, urban storm water runoff, and storm sewer discharges. PCB accumulation and fish consumption advisories due to past industrial point source discharges have also occurred. Reduction of these impacts would improve the overall health and appearance of the Fox River.

The Fox-Wisconsin Heritage Parkway is Wisconsin's only water-designated national recreation trail. The Parkway celebrates the important historical significance of the Fox and Wisconsin Rivers by connecting the Mississippi River with the waters of Green Bay. The connection promotes access of the rivers and preserves the natural ecosystems so that we can enjoy the same natural resource enjoyed by the Native Americans and the first European settlers. The Fox-Wisconsin Heritage Parkway is a source of tourism for

Allouez, promoting Heritage Hill State Historic Park and encouraging kayaking, boating, biking, and other recreational activities in the area.

The East River drains a 74-square-mile watershed, reaching into Calumet and Manitowoc Counties and terminating at its confluence with the Fox River near downtown Green Bay. The water quality of the East River is considered degraded because of low dissolved oxygen levels and high turbidity due to suspended solids from stream bank



erosion and agricultural and storm water runoff. However, the portion of the East River that flows past Allouez is considered a Warm Water Sport Fishery able to support walleye, bass, and pike.

Both of these waterways are in need of help to bring them to the fishable and swimmable standard set forth in the Clean Water Act. Along the East River, the Village is doing an admirable job in creating a linear parkway. The presence of parklands adjacent to a waterway is an excellent means of creating a vegetative buffer between the river and developed uses in order to filter out sediments and pollutants. The parklands also create a very attractive linear parkway for residents to enjoy. The Village should continue to maintain the parkway along the East River and consider planting native grasses and shrubs along the river to improve its vegetative buffer and further filter storm water runoff. Additionally, the Village may consider working with local conservation or school groups to restabilize the shoreline along the East River Parkway by planting native grasses and plants in order to further reduce shoreline erosion.

The Fox River shoreline through Allouez is experiencing renewed interest. The northern part of the shoreline is largely developed with residential and commercial uses up to the riverbank. However, there are large parcels of vacant land south of STH 172 that front the river. Since the completion of the Fox River Trail along a former railway, there has been a noticeable increase in the amount of residential, commercial, and recreational development along the river. Allouez should capitalize on the momentum created by the development of the trail by encouraging developers to incorporate views and/or access to the trail and river in redevelopment projects. Additionally, the Village should ensure adequate shoreline protection by consistently enforcing the Village's shore land/wetland ordinance and implementing the recommendations contained in the Village's storm water management plan to help the process of improving the water quality of the Fox and East Rivers.

The locations of the Fox and East Rivers are shown in Figure 7-1.

### **Floodplains**

Floodplains are natural extensions of surface waters. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide wildlife habitat

and serve to filter out pollution from water. The Village's 100-year floodplains are shown in Figure 7-2.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance programs. A summary of flood lands and floodplain zoning is shown in Figure 7-3.

Due to the fact that a considerable area of the village is in the floodplain, the village has achieved and maintained its Community Rating System (CRS) rating for many years. The CRS Class 6 rating allows residents who are required to have flood insurance a 20% discount on their insurance rates. The program requires village staff to provide community outreach and education, provide technical assistance and advice, and provide floodplain documents to residents upon request.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. The largest floodplain in Allouez is associated with the East River. Based on a flood study completed specifically for the East River, it appears that all lands located east of East River Drive are within the 100-year floodplain, with some areas within the actual floodway. In some areas of the Village, the floodplain extends past East River Drive to adjoining lands. There has not been a comprehensive flood study done for the Fox River. However, the Federal Emergency Management Agency (FEMA) has provided generalized floodplain maps. According to the FEMA floodplain maps, there are only very narrow areas along the Allouez riverfront that may be subject to flooding. However, detailed flood studies should be completed when development is contemplated to ensure that buildings are located either out of or above the floodplain.

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

- **Filling**, can diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroaching buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper function of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of storm water into the ground.

Due to the amount of development that has taken place within the East River Watershed, the existing flood study may not adequately identify the flood prone areas of the Village. A new flood study for the East River should be undertaken that incorporates and assesses the full development of the watershed and the impact on the floodplain. Additionally, the Village should continue to utilize storm water management techniques to mitigate some of the impacts of development on the floodplain.

The Village should also develop a detailed flood study for the Fox River shoreline as part of an update to its comprehensive storm water management plan or as a separate project. Although not as important as a revised East River flood study, identifying the extent of the floodplain is vital to protecting the floodplain's integrity and minimizing the potential impact of floods on the community. By knowing the floodplain boundaries, it is easier to plan and implement storm water management facilities. Joint efforts, grants, and cost-sharing to map floodplains should be pursued, including neighboring communities, FEMA, Brown County, DNR, and local developers. Studying entire river reaches is preferred over individual case-by-case studies for short stretches.

### **Shore lands**

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

Like flood lands, the importance of shore lands is recognized and regulated by state and local government. Wisconsin mandates shore land zoning for all unincorporated communities under Wisconsin Administrative Code NR 115 and recommends that all other communities adopt similar standards. Figure 7-4 presents a diagram of the state-mandated minimum shore land zoning requirements. Shore land zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Within unincorporated communities, the County Zoning Department is the agency that typically enforces these standards with oversight provided by the Wisconsin Department of Natural Resources.

These regulations do not apply to incorporated communities like the Village of Allouez, except for those lands annexed by the Village after May 7, 1982. Those lands that were annexed from a town after this date must abide by the same state-mandated shore land zoning requirements noted above, and enforcement (with oversight by the DNR) must be provided by the incorporated community. However, these standards do not apply to non-navigable waters. All lakes, rivers, and streams - no matter their size - should be assumed to be navigable until determined otherwise by the DNR.

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











The Village should review its shore land-wetland ordinance to ensure it includes recent information and techniques to continue to protect the Village's shore lands and wetlands and improve the water quality and shoreline habitat of the Fox and East Rivers.

The Fox River Cleanup Project, designed to reduce risk to human health and the environment due to the presence of PCBs in Fox River sediment, is a multi-year cleanup effort that includes dredging, capping, and covering of contaminated riverbed sediment. The project officially started with dredging and processing on April 28, 2009. Once this project is completed, the area is likely to see an increase in water related recreational activities, potentially increasing Allouez's tourism and the need for additional boat launch sites.

### **Wetlands**

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

Within Allouez, there are approximately 54 acres of wetlands, all of which are located adjacent to the East River corridor. The single largest wetland complex is approximately 14 acres and is located at the eastern end of East St. Joseph Street.

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

Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via storm water runoff can destroy the wetland. Previously healthy and diverse wetlands can be reduced to degraded "muck holes" where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife, can also negatively affect wetlands. The Village should consider working with the WDNR and local service groups to remove invasive species of plants from the Village's wetland and floodplain areas. The Village's wetland areas are shown in Figure 7-5.

### **Environmentally Sensitive Areas**

The Brown County Planning Commission defines environmentally sensitive areas (ESAs) as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition,

they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features noted above (see Figure 7-6). Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan. The Wisconsin Department of Natural Resources and the Brown County Planning Commission enforce them during the review and approval of all public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development. However, due to the specifics of the Wisconsin Administrative Code that pertains to these ESAs, these rules and regulations apply only to sewer development and related activities. Development utilizing private onsite sewage disposal systems is not subject to these regulations.

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

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

Threats to ESAs are similar to those of floodplains and shore lands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development



change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

It is recommended that the Village of Allouez work proactively with the Brown County Planning Commission to identify ESAs and educate the Village's residents about the importance of ESAs. The Village's ESAs are displayed in Figure 7-6.

### **Water Supply**

The Village of Allouez is a member of the Central Brown County Water Authority. The Authority provides drinking water from Lake Michigan to Allouez. The Utilities and Community chapter discusses the drinking water system in greater detail.

### **Woodlands**

The Village of Allouez does not contain any large wooded tracts of land outside of the Green Isle Park area. However, the Village does have a very active street tree planting program and has been named a "Tree City, USA" by the National Arbor Day Foundation for the years 1996-2012. Twice a year, residents may purchase trees through the Village, at which time the Village will plant them within the street right-of-way.



Street trees are an excellent means of beautifying the built environment, providing neighborhood character, and moderating the effects of high temperatures on the street. In Allouez's older neighborhoods where street trees were originally planted, the now mature trees are a significant amenity. The Village should continue its proactive approach in planting street trees and developing its urban forest.

### **Wildlife Habitat**

Since almost all of the Village of Allouez is already developed, wildlife habitat is generally limited to areas along the East River, as well as to the aquatic habitats of both the Fox and East Rivers. The shoreline and wetland areas of the East River provide very limited habitat for animal species that are used to human contact, including muskrat, songbirds, and Canadian geese.

The aquatic habitat of the Fox River has improved rather dramatically over the past 20 years and now supports a sport fishery of bass, walleye, pike, and musky. However, fish consumption advisories remain in place due to the presence of PCBs and heavy metals. The East River does not support a strong fishery due to poor water quality from suspended solids and nutrients. The Village should continue to implement the recommendations in the Village's storm water management plan to help improve the water quality and the aquatic habitat of the Fox and East Rivers.

### **Threatened and Endangered Species**

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

Below is a list of threatened and endangered species that may be found in Allouez (according to the Natural Heritage Inventory):

- Longear Sunfish (fish).
- Greater Redhorse (fish).
- Cherrystone Drop (snail).
- Purple False Oats (plant).
- Snow Trillium (plant).
- Seaside Crowfoot (plant).

In addition, the WDNR and the University of Wisconsin have developed the Aquatic and Terrestrial Resources Inventory (ATRI) as another means to disseminate information concerning inventories and data on endangered aquatic and terrestrial resources. A review of the ATRI website indicated that there is a known incidence of an endangered aquatic species in the Fox River. This database is again kept purposefully vague to prevent disturbance of the resource. The primary threats to the aquatic species listed in ATRI and the other endangered species in the NHI are the loss of wetlands and other habitats due to development and other factors. The Village should ensure that the WDNR is contacted early in the process of any proposed development along the Fox or East Rivers to address these issues.

### **Metallic/Nonmetallic Mineral Resources**

The Village has no known metallic minerals (such as zinc or copper). It also currently contains no nonmetallic mining sites. Existing development throughout the Village would likely preclude any quarrying or mining activities.

### **Historic Buildings**

Historic sites are those sites or places worthy of preservation and those determined to be significant to the nation's, state's, or local community's heritage in terms of history, architecture, archaeology, engineering, and/or culture. To be listed on a national or state register of historic sites, the site or place must be nominated, and it must meet applicable federal and/or state requirements. Although listing does not place any restrictions on





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the site or place, it does enable it to become eligible for special income tax credits for rehabilitation and for other grant and aid programs. However, special restrictions to the site or place may apply if a unit of government owns it.

The Historic Preservation Committee was created to advise the Village Board regarding the protection and preservation of historically significant features, sites, and structures within the community. The committee is responsible for designating historic landmarks and establishing historic districts. The committee is also responsible for regulating the designated historic landmarks and property within each historic district to preserve the landmarks, property, and character of the district.

The Historic Preservation Committee received a grant-in-aid to conduct the Architectural and Historical Intensive Survey. The Village was able to use the grant money to hire an architectural and historic preservation consulting firm to assist the committee in identifying structures, buildings, complexes, and districts of architectural or historical significance that are potentially eligible for listing in the National Register of Historic Places. From October 2012 to July 2013, the survey identified 785 resources of architectural and historical interest as well as 3 potential historic districts. Although the resources include a small quantity of public buildings such as schools, churches, and commercial buildings; the majority of the surveyed resources are single-family residences.

The results of this survey provide an overview of the different series of developments throughout the history of Allouez, which can be used in future planning decisions and increasing public awareness of the history and architecture of the community.



Along with the number of historic sites and buildings located within the municipal boundaries of Allouez, there is a concentration of buildings in the Village that have been moved from other places in Brown County to Heritage Hill State Park. Heritage Hill has six buildings that are listed on the state and national register of historic places. In addition, there are a number of other buildings on the

Heritage Hill grounds that, according to the Wisconsin Architecture and History Inventory (AHI), may be eligible for listing on either the state or national register.

The Village has two other listings on the state and national registers, located outside of Heritage Hill. The Wisconsin State Reformatory (near the STH 172/Riverside Drive interchange) was certified and listed as a historical district in 1990, as well as a residential house on Taft Street that was added in 2005. There are seven buildings and one structure within the Reformatory District that may be eligible for individual listing, as well.

According to the Wisconsin Architecture and Historical Inventory (AHI), the Village has a total of 65 buildings and structures that may be eligible for listing on the state or

national registers. These include the buildings at Heritage Hill, the former Hochgreave Brewing Company on Riverside Drive, and a number of other buildings and private homes throughout the Village. Structures that are listed on the AHI do not have any special rights conferred upon them, but they do illustrate Wisconsin's unique history. A complete listing of inventoried buildings and structures can be found on the Wisconsin Historical Society web page.

The Village should maintain priorities for protection of historic and cultural buildings and strive for rehabilitation and maintenance rather than demolition, when possible, by working with private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs. Figure 7-7 identifies the locations of the structures listed on the state and national register of historic places.

### Archeological Resources

Due to the Village's location between two major rivers, it likely contains a number of archeological sites, including burial and historic village sites. According to the Neville Public Museum, few archeological surveys were completed in Allouez and those that were completed were small scale for specific projects. In addition to the collections at the Neville Public Museum, there are collections from Allouez at the Milwaukee Public Museum and Illinois State Museum. The Village is now almost completely developed, and as a result, any archeological sites that may have been intact are now most likely damaged, buried, or completely destroyed.

### Community Identity and Design



The Village of Allouez maintains a very unique identity within the greater Brown County community. It is recognized as a very residential community and one that requires developments to conform to its residential character. This is particularly noticeable with regard to the design of new commercial establishments where they have features typically associated with residential developments. The Village also takes pride in the median

boulevards on Webster Avenue, as evidenced by the plantings and beautification efforts. The Village should continue to beautify its main thoroughfares through the utilization of its sign ordinance that requires pedestrian-scale monument-style signage rather than large monopole pedestal signs that are typical of many main streets. The addition of period-style lighting fixtures, the continuation and expansion of the boulevard and sidewalk plantings, street furniture, and utilization of traffic calming techniques along streets, such as East River Drive, Libal Street, and Riverside Drive, would also reinforce the community design



attributes that Allouez's residents desire.

Allouez should also take better advantage of the availability of the Fox River shoreline. The Village has done an excellent job utilizing the East River corridor as a linear parkway for its residents to enjoy. The Village should capitalize on the positives from the East River and utilize the momentum created from the Fox River Trail to investigate redevelopment opportunities along the Fox River shoreline. There are a few large undeveloped parcels of land located along the Fox River, and the Village should work with these landowners to redevelop their property in such a way that the Fox River is showcased as a vital amenity to the Village. This can be accomplished through the provision of public access and by private developers incorporating views of the Fox River into their site plans. Additionally, the Village should work with the Department of Natural Resources and the Heritage Hill Corporation and Foundation to plan for the development of the vacant parkland located between the Fox River Trail and the Fox River north of STH 172 and Riverside Drive and the Fox River south of STH 172.

### **Recommended Policies, Programs, and Actions**

It is important to note that many of the policies, programs, and actions identified in this chapter have been specifically formulated to also address recommendations within the Land Use and Community Facilities chapters of this plan. Not only is such an approach economical and efficient for the Village, the Smart Growth legislation requires consideration of these issues.

#### **Natural Resources Recommendations**

- Continue to maintain the parkway along the East River and consider planting native grasses and shrubs along the river to improve the vegetative buffer and further filter storm water runoff.
- Work with local conservation or school groups to stabilize the shoreline along the East River Parkway by planting native grasses and plants in order to reduce shoreline erosion.
- Continue to encourage developers to incorporate access to the Fox River Trail and/or views of the Fox River in redevelopment projects.
- Continue implementation of the recommendations contained in the Village's storm water management plan to help the process of improving the water quality of the Fox and East Rivers.
- Ensure adequate shoreline protection and screening by consistently enforcing the Village's shore land/wetland ordinance.
- Periodically review and revise (as necessary) the Village's Floodplain Zoning Ordinance to ensure its continued viability.



## Natural, Cultural, Agricultural Resources

- Develop a detailed flood study for the Fox River and update the East River Flood Study in cooperation with the neighboring communities where new developments are taking place upstream.
- Adopt a Village-wide shore land zoning ordinance to ensure uniform regulation and enforcement within the Village in regard to protection of its rivers and streams.
- Coordinate with local conservation, school, or other service groups to remove invasive plants, such as purple loosestrife, buckthorn, and garlic mustard from the Village's wetlands and floodplains.
- Begin an educational program to make residents more aware of environmental areas, issues, and solutions in the Village.
- Maintain the Village's designation as a Tree City, USA, by continuing its proactive approach to planting street trees.
- Contact the WDNR early in any development proposals along the East or Fox Rivers to properly address any threatened or endangered resources or archeological sites that may be present.

### **Cultural Resources Recommendations**

- Establish priorities for protection of historic and cultural buildings and strive for rehabilitation and maintenance rather than demolition, when possible, by working with private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs.
- Continue to beautify the Village's main thoroughfares through the creation of a sign ordinance that encourages pedestrian-scale monument-style signage rather than large monopole pedestal signs.
- Consider the addition of period-style street lighting fixtures, the continuation and expansion of the boulevard and sidewalk plantings, street furniture, and utilization of traffic calming techniques along streets, such as East River Drive, Libal Street, and Riverside Drive, to reinforce the community design attributes that Allouez's residents desire.
- Encourage vacant shoreline redevelopment projects that include public access and views of the Fox River as part of the development.
- Work with the Department of Natural Resources and the Heritage Hill Corporation and Foundation to plan for the development of the vacant parkland located between the Fox River Trail and the Fox River north of STH 172 (at the dead end of Lazarre Road), as well as the vacant parkland located between Riverside Drive and the Fox River south of STH 172.

## Natural, Cultural, Agricultural Resources

- Any new accessed to Riverside Drive need to be cleared through the DOT planning section.
- Look at diocese, prison and Heritage Hill properties to encourage commercial or residential taxable development.
- Implement the recommendations from the Architectural and Historical Intensive Survey Report.



## CHAPTER 8

### Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Village of Allouez Comprehensive Plan. As Allouez develops and redevelops, it is important for the Village to work with the surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries; what one municipality does can have significant impacts on its neighbors.

The intent of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Village has with other units of government and identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

#### Analysis of Governmental Relationships

##### Green Bay and De Pere School Districts

##### Middle and High Schools

The entire Village is situated within the Green Bay School District, and the Village contains three elementary schools that serve surrounding neighborhoods. However, once children who live south of Greene Avenue graduate from elementary school, they are assigned to Lombardi Middle School and Southwest High School on the far west side of Green Bay. Although this is deemed necessary by school district administrators due to capacity constraints at Washington Middle School and East High School, this arrangement forces the school district and parents to drive the middle school students and some of the high school students to and from school each day because it is very difficult to reach the facilities using other transportation modes. Bused students who attend Lombardi or Southwest and participate in after school activities are able to take advantage of the Green Bay Metro bus service.

A representative of the Green Bay School District stated that the Green Bay School District will not seek to shift students into other districts. The representative also stated that the Green Bay district owns property on the east side of Green Bay and in Bellevue that will likely be developed into schools that accommodate a variety of grade levels (K-8, 9-12, and possibly 6-12).



### Elementary Schools

The Village is currently well served by Webster, Langlade, and Doty Elementary Schools, but many people who were interviewed during the plan development process expressed their concerns about student accessibility to the three facilities. One of the primary concerns was the lack of sidewalks that lead to the school properties. Although the schools have sidewalks adjacent to them, many of the streets that lead to these sidewalks do not. This prompted a principal at one of the schools to tell Planning Department staff that many kids do not walk to school in the Village due to the lack of sidewalks. The principal also stated that the traffic congestion problems facing the school could be reduced if kids had safe places to walk to and from school. The Village developed the Safe Routes to School Plan that looks to address some of these concerns.



Doty Elementary School



Webster Elementary School

In addition to sidewalks, some people expressed their concerns about children crossing Libal Street and other high volume (and high speed) traffic routes on their way to and from school. Many of these people stated that drivers often do not slow to the posted school zone speed limit (15 mph) when children are present and that the crossings are uncomfortable even when guards patrol the areas.

### Recommendations

The Village and Green Bay School District should continue, by annual review, to cooperatively address traffic congestion, student accessibility (through sidewalk installation, traffic calming, and other techniques), and other issues. Where possible, the Village should also work to strengthen the position of Allouez within the surrounding school districts.

### Adjacent Communities

During the plan development process, staff spoke to representatives of the City of Green Bay, City of De Pere, and Village of Bellevue to identify issues between these communities and Allouez. These discussions are summarized in this section.

### **City of Green Bay**

After talking with representatives of Green Bay's Public Works, Planning, and Fire Departments, Planning Commission staff found that the most important intercommunity issues appear to be concentrated along and near the Allouez/Green Bay boundary. For instance, a Planning Department representative indicated that people who live in the north section of the Village occasionally call Green Bay's neighborhood police for assistance. The Planning Department representative also told Planning Commission staff that residents of the Village's north side neighborhoods have asked the City of Green Bay for housing rehabilitation assistance. These requests are usually referred to the Village or the Wisconsin Housing and Economic Development Authority (WHEDA). The Planning Department representative was pleased that residents of the Village's older neighborhoods are interested in improving their homes, but the representative also stated that some residents of Green Bay's Astor neighborhood are concerned about the condition of some of these homes.

### **Recommendations**

To address the housing rehabilitation issues, the Village should follow the recommendations in the plan's Housing and Implementation chapters. Specifically, the Village should consider establishing a local housing rehabilitation program that enables homeowners to obtain low-interest loans. The Village should also continue its fire service agreement with Green Bay.

### **City of De Pere**

The City of De Pere representatives who were interviewed for this plan chapter indicated that the City and Village have a very good working relationship, even effectively sharing resources at times. The most contentious issue between the two communities appears to be Lebrun Street, which currently contains a gap in the eastern portion of the street segment. The De Pere representatives told Planning Department staff that Lebrun Street should be extended in the near future to create a connection between the two existing street sections.

Another issue that has been discussed for several years is the addition of bicycle lanes along Libal Street in Allouez and De Pere. The lanes were originally recommended in the *Brown County Bicycle and Pedestrian Plan Update* that was published by the Brown County Planning Commission, but the Allouez Village Board chose to not add bicycle lanes to the street following a public hearing that was attended by approximately 30 Libal Street residents.



Lebrun Street



East River and the East River Trail

An example of cooperation between Allouez and De Pere is the extension of the East River Trail. In 1999 and 2000, representatives of the Village and City worked with Brown County Planning Commission staff and a representative of the Town of Ledgeview to develop an extension plan for the East River Trail in Allouez, De Pere, and Ledgeview. In 2002, Allouez and De Pere were able to obtain grant funds to extend the trail through De Pere to the Ledgeview border, and the trail's base was installed at the end of the year. The trail extension was paved in the spring of 2003 and inter-municipality cooperation to care for the trail system continues.

### **Recommendations**

Allouez should continue to share equipment with De Pere and work with the City on recreational and other projects. Some of the specific projects that the two communities should pursue in the future include the development of Lebrun Street, the addition of bicycle lanes on Libal Street.

### **Village of Bellevue**

The Villages of Allouez and Bellevue have cooperated well in the past with park and recreation projects. Allouez and Bellevue, along with the City of De Pere have discussed creating a multi-jurisdictional recreation area for several years. The plan is for the communities to obtain funds to build a bicycle/pedestrian bridge over the East River near Lebrun Street that would enable people on both sides of the river to easily access the picnic areas in Bellevue, the East River Trail in Allouez and De Pere, and other existing and planned attractions.

### **Recommendations**

Allouez and Bellevue should continue to share services and jointly work on projects where both possible and practical.

### **Other Entities**

#### **Brown County**

The three County departments that currently have the most significant presence in the Village are the parks department, the sheriff's department, and the highway department.

#### **Parks Department**

The County's parks department maintains the Fox River Trail and many of the trail's amenities. According to the Brown County Parks Department, the County and Village have recently discussed adding a walkway and creating a formal trail access point in Sunset Park. The Brown County Parks Department has also considered the transfer of the East River Trail to the County's trail system, pending Allouez's consent and approval, once the trail is extended to the Fox River Trail in Green Bay.

#### **Sheriff's Department**

The Brown County Sheriff's Department has provided law enforcement services to Allouez for more than 35 years. This is a long-standing agreement between Brown County and the Village, one that both sides plan to continue.

#### **Highway Department**

The plan's Transportation chapter identifies roundabouts and other traffic calming techniques as methods of maximizing safety, efficiency, and accessibility for all Allouez residents. Since the highway department has jurisdiction over many of the major streets and intersections in the Village, it would be very important to cooperate with the department to study and implement the street, bicycle, and pedestrian improvements recommended in the comprehensive plan.

#### **Recommendations**

The Village should work with Brown County to establish additional Fox River Trail access points, as well as to develop safe, efficient, and accessible bicycle and pedestrian accommodations, streets, and intersections. The Village should also continue its relationship with the Brown County Sheriff's Department and provide space for its officers in the Village Hall.

#### **Green Bay MPO**

The Green Bay Metropolitan Planning Organization (MPO) is a federally-designated transportation planning agency for the Green Bay urbanized area. Green Bay's MPO is a component of the Brown County Planning Commission, and the MPO was extensively

involved in the development of the Village's comprehensive plan. The MPO also works with the Village each year to develop the urbanized area's Transportation Improvement Program (TIP), and the Village and MPO have worked together on several other projects in the past.

## **Regional Entities**

Although the Village and Brown County have a very good working relationship, the Village occasionally competes against other communities within the county for economic development projects. This could result in a community accepting development that might not fit or be appropriate in a certain area largely to avoid allowing a neighboring unit of government to get the development and the project's associated tax base.

### **Central Brown County Water Authority (CBCWA)**

In large part because of its drinking water quality concern, the Village of Allouez became a member of the Central Brown County Water Authority (CBCWA). The CBCWA, comprised of the communities of Allouez, Bellevue, De Pere, Howard, Lawrence, and Ledgeview, was formed to obtain water from Lake Michigan rather than from groundwater. The CBCWA achieved their goal of obtaining water from Lake Michigan through a purchase agreement with the City of Manitowoc and Manitowoc Public Utilities, signed in July 2004. The agreement allowed for the construction of a transmission pipeline and water treatment system. Construction of the project began in July 2005 and was completed in August 2007. The system serves the member communities and has additional capacity to add new customers to the authority in the future.

## **Recommendations**

The Village should continue to work with the Central Brown County Water Authority to establish a long-term source of potable water and cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Village, Brown County, and the region as a whole.

### **State of Wisconsin**

#### **Wisconsin Department of Transportation (WisDOT)**

According to representatives of the Wisconsin Department of Transportation's NE Region, WisDOT representatives would prefer a new interchange at STH 172/Webster Avenue to handle the conflicts between people exiting eastbound STH 172 to Webster Avenue and people using the Riverside Drive to Webster Avenue eastbound access road.

Another issue that must be resolved between WisDOT and the Village is the provision of safe pedestrian and bicycle access across and along Riverside Drive (STH 57). This issue was addressed in the plan's Transportation chapter, which recommended that

representatives of Allouez, Brown County, WisDOT, and other stakeholders participate in a half-day audit of Riverside Drive to identify methods of eliminating this barrier.

Recommendations

The Village should work with WisDOT, Brown County, and other entities to identify methods of creating safer pedestrian and bicycle crossings and access along Riverside Drive. The Village should also work with WisDOT and Brown County to determine what improvements should be made to enhance safety and efficiency at the STH 172/Webster/Riverside interchange.

**Wisconsin Department of Natural Resources (WDNR)**

The Wisconsin Department of Natural Resources purchased the rail right-of-way for the Fox River Trail in 1998, and the trail continues to be a state facility that is managed by Brown County. If the rail line that runs along the north portion of Allouez is proposed for abandonment in the future, the Wisconsin DNR would likely negotiate the purchase of the right-of-way for its eventual conversion to a trail.

**Heritage Hill State Park**

Heritage Hill State Park is currently considering expanding, likely near STH 172 on the west side of Riverside Drive. Park representatives have not, however, decided what facilities would be added to the park when it is expanded.

The park currently contains a path that passes under Riverside Drive near Lazarre Street, and this path happens to be the only grade-separated crossing of the highway in Allouez. Although the path is currently within the park and is not accessible to people outside the park's fences, it would be a very safe and convenient route for people who want to cross Riverside Drive at Lazarre to reach the Fox River Trail.

Recommendations

The Village should contact representatives of Heritage Hill State Park and discuss the possibility of providing public access to the Riverside Drive underpass to allow Fox River Trail users to cross the highway safely and conveniently. The Village should also invite a representative of the park to participate in the Riverside Drive pedestrian access study.

**Wisconsin Department of Corrections**

Although many Village residents would prefer to see the Allouez Correctional Facility in another community, the facility appears to do the best it can to be a good neighbor. According to the prison warden, the facility has a community relations board that meets periodically with Village officials to discuss projects inside and outside the facility. The warden also told Planning Department staff that the prison has a contract with the Village for fire/rescue services, and the prison staff is very pleased with these services.



Some people don't mind the front of the prison...



...but it appears that nobody likes the back.

During the plan development process, many Allouez residents told Planning Department staff that the wall that faces Webster Avenue is unattractive. The wall was covered with vines several years ago, but prison officials removed the vines when they became thick enough to serve as cover for escaping prisoners. When asked if a mural could be painted on the wall, the warden indicated that this would be acceptable and suggested that the prison and Village work together to choose an artist and possibly obtain grant funds to complete the project.

### **Recommendations**

The Village should continue to meet with the prison's community relations board to discuss upcoming projects and other issues. The Allouez Beautification Committee should also work with prison officials and the prison's community relations board to choose an artist and, if possible (or necessary), obtain grant funds to pay for painting a mural along the Webster Avenue wall.

### **Catholic Diocese of Green Bay**

The Catholic Diocese of Green Bay owns a significant amount of land in the Village, and a representative of the diocese indicated during an interview that the diocese would consider allowing portions of this land to be developed in the future. The Village should view this as an opportunity to strengthen its relationship with the diocese while expanding its tax base in areas that were previously nontaxable.

### **Recommendations**

The Village should work with the Catholic Diocese of Green Bay to develop projects on diocese-owned land to enable the Village to realize tax base on parcels that were previously nontaxable and create additional destinations for people to visit in Allouez.

### **Summary of Recommendations**

The Village of Allouez should implement the following recommendations to achieve the goal and objectives of this plan element:

## Intergovernmental Cooperation

- The Village and Green Bay School District should continue, by annual review, to cooperatively address traffic congestion, student accessibility (through sidewalk installation, traffic calming, continuation of bus service, and other techniques), and other issues. Where possible, the Village should also work to strengthen the position of Allouez within the surrounding school districts.
- To address housing rehabilitation issues in the neighborhoods near the City of Green Bay, the Village should follow the recommendations in the plan's Housing and Implementation chapters. Specifically, the Village should consider establishing a local housing rehabilitation program that enables homeowners to obtain low-interest loans. The Village should also continue its informal fire service agreement with Green Bay.
- Allouez should continue to share equipment with the City of De Pere and work with the City on recreation and other projects. Some of the specific projects that the two communities should pursue in the future include the completion of Lebrun Street.
- Allouez and the Village of Bellevue should continue to cooperatively complete park and recreation projects.
- The Village should work with Brown County to consider establishing a formal Fox River Trail access point at Sunset Park if desire lines form in the park and to develop safe, efficient, and accessible intersections and streets. The Village should also continue its relationship with the Brown County Sheriff's Department.
- The Village should work with WisDOT, Brown County, and other entities to identify methods of creating safer pedestrian and bicycle crossings along Riverside Drive. The Village should also work with WisDOT and Brown County to determine what improvements should be made to enhance safety and efficiency at the STH 172/Webster Avenue/Riverside Drive interchange.
- The Village should continue to be in contact with representatives of Heritage Hill State Park and discuss the possibility of providing public access to the Riverside Drive underpass to allow Fox River Trail users to cross the highway safely and conveniently. The Village should also invite a representative of the park to participate in the Riverside Drive access study.
- The Village should continue to meet with the Allouez Correctional Facility's community relations board to discuss upcoming projects and other issues. The Allouez Beautification Committee should also work with prison officials and the prison's community relations board to choose an artist and, if possible (or necessary), obtain grant funds to pay for painting a mural along the Webster Avenue wall.
- The Village should work with the Catholic Diocese of Green Bay to develop projects on diocese-owned land to enable the Village to realize tax base on parcels that were previously nontaxable and create additional destinations for people to visit in Allouez.





## CHAPTER 9

### Implementation

The completion of a comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development and redevelopment of Allouez. However, the key to the success of a comprehensive plan is its implementation. There are several regulatory tools and administrative mechanisms and techniques that can be utilized to implement the plan. Although this chapter does not include all of the recommendations in the comprehensive plan, it does summarize the various action steps the Village should take to implement the recommendations.

#### Land Use

##### Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, parking regulations, and other elements. The zoning district map defines the legal boundaries of each zoning district identified in the zoning ordinance.

##### **Action Steps:**

1. When the Village considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. Land use recommendations contained within the plan should be implemented by the zoning ordinance and map.
2. The Village's zoning ordinance should be revised as necessary to promote concepts from the comprehensive plan, such as mixed land uses, zero/minimal setback development, traditional neighborhood development, and neighborhood commercial nodes.

If clear design guidelines can be established to streamline the Village's current Planned Development District (PDD) process, the Village should revise its zoning ordinance once the guidelines are approved to incorporate the guidelines into the ordinance. These guidelines should be used in conjunction with the Village's current Planned Development District (PDD) process to efficiently meet the design goals of the community and avoid discouraging development that is compatible with the Village.

##### Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities.

**Action Steps:**

1. The Village’s subdivision ordinance should be revised as necessary to include the concepts identified in the comprehensive plan. The Village should then use the revised ordinance when reviewing development and redevelopment proposals to ensure that the completed projects are consistent with the plan.
2. Promote environmentally sensitive land development designs by developers and designers.

**Transportation**

Future thinking is to add a guide to allow outside thinking and flexibility.

**Village Streets and Walkways**

**Action Steps:**

1. The Village’s subdivision ordinance should be revised to enable developers to build narrower streets and allow the Village to narrow existing streets when they are reconstructed. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. The recommended street and right-of-way width standards in the comprehensive plan’s Transportation chapter should be used to modify the Village’s existing standards.
2. The Village should develop a traffic calming device implementation plan for its existing streets, and funds should be set aside for these projects in the Village’s Capital Improvements Program (CIP).
3. The Village should create a sidewalk installation and maintenance policy that is consistent with the recommendations in the comprehensive plan.
4. The Village should continue to work with the Brown County Planning Commission and its recently-formed Walking Advisory Group (WAG) to develop a pedestrian access plan for Riverside Drive. The Village should continue to be an active member in Allouez Walks & Bikes and Friends of the Fox River State Trail.
5. The Village should consider complete streets concepts when redeveloping roads within the Village.

**Development Patterns**

The Village should implement the development pattern recommendations that are included in the Land Use, Transportation, and other chapters of the comprehensive plan.

## **Economic Development**

### **Action Steps:**

1. The Village should attempt to establish clear design guidelines that clearly inform potential developers of the Village's design preferences before development plans are drafted.
2. The Village should consider working with Advance and/or the Bay-Lake Regional Planning Commission in developing economic development revolving loan programs.
3. The Village should maintain an inventory of existing vacant buildings and land that are identified as potentially contaminated with industrial- or petroleum-based pollutants.
4. The Village should continue to develop the Economic Development Committee and continue support of the Allouez Business Association.
5. The Village should continue to promote and encourage development through the Tax Increment Financing District.

## **Housing**

### **Action Steps:**

1. The Village should perform a study to assess the current condition of the Village's housing stock and determine the need and potential locations for housing rehabilitation projects.
2. The Village should work with the Brown County Housing Authority, Integrated Community Services (ICS), and/or the Bay-Lake Regional Planning Commission to identify housing rehabilitation target areas in the north portion of the Village. Once this is done, the Village should consider applying for CDBG-Housing rehabilitation grants, establishing a rehabilitation revolving loan fund (RLF) program, and administering the program.
3. The Village should develop a housing maintenance code that addresses situations where property values are being harmed through the willful neglect of nearby properties. The Village should also investigate the development of a funding mechanism to help finance the repairs of neglected properties and encourage residents to perform the repairs.

## **Utilities and Community Facilities**

### **Action Steps:**

In addition to implementing the Village's existing facility studies and plans, the Village should create the following items:

1. *Stormwater management plan updates.* Continue to update storm water management plans as required.

2. *Park and outdoor recreation plan updates.* Continue to update park and outdoor recreation plan as required. In addition to being a useful guide for the Village, the plan updates would allow Allouez to continue to be eligible for grant funds from the Wisconsin Department of Natural Resources.

## **Agricultural, Natural, and Cultural Resources**

### **Action Steps:**

1. The Village should cooperate with the surrounding communities to develop a detailed flood study for the Fox River and to update the East River Flood study.
2. Allouez should adopt a village-wide shore land zoning ordinance to ensure uniform regulation and enforcement throughout the Village.
3. The Village should conduct a detailed survey of its older buildings and “cultural icon” structures to determine if the buildings qualify for historic status.
4. Once the historic building survey is completed, the Village should consider adopting a historic preservation ordinance to ensure the preservation of structures listed on the state and/or national registers of historic places.
5. The Village should seek grant funds to assist property owners in the rehabilitation and maintenance of historic structures.

### **Other Items**

#### **Official Map**

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the map may be issued for that site unless the map is amended.

### **Action Steps:**

1. The Village’s Official Map should be revised to reflect the recommendations in the comprehensive plan.
2. Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

#### **Capital Improvements Program**

Another important device for comprehensive plan implementation is a Capital Improvements Program (CIP). The program is designed to annually schedule public works 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 would provide an implementation and monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan’s recommendations.

### **Action Steps:**

1. Based on the comprehensive plan's recommendations, the Village should update and review the priorities and schedules for public works projects. Examples of these projects include street construction and maintenance, traffic calming measure installation, park maintenance, and sewer/water facility replacement and maintenance.
2. Annual updates to the Capital Improvements Program should continue to occur, and these updates should be in compliance with the recommendations of the comprehensive plan.

### **Potential Funding Sources**

Some of the recommendations in the plan may be implemented with the help of various sources of grant funds. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources.

### **Action Steps:**

1. Review the recommendations of the comprehensive plan and determine if they can be implemented using non-village funding sources (such as the sources identified in Appendix C). A review of CIP projects and an evaluation of grant fund resources should be completed on an annual basis, as well. The Village should also aggressively pursue grant opportunities to minimize the impact of the plan's implementation on the local tax levy.

### **Comprehensive Plan Review**

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 current conditions and any changes and developments that occurred in the previous year.

### **Action Steps:**

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Village should consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable issues from the following list:

- a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing provision.
  - b. How the proposal is more consistent with each of the following objectives than the existing provision. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
    - Encourage the development of distinct neighborhoods served by commercial nodes and discourage strip commercial development.
    - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
    - Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
    - Maximize pedestrian and bicycle access throughout the Village.
    - Conserve and/or enhance significant natural and historical features.
    - Preserve and/or enhance the Village's parks.
    - Provide adequate transportation, water, sewer, and other public services.
    - Provide significant economic development opportunities and broadening of the Village's economy.
    - Provide for the formation and enhancement of neighborhoods.
  - c. How substantial changes in circumstances have occurred since the original provision was approved in the plan.
3. *Scope of review.* The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the sites and the associated impacts.
  4. *Cumulative Impacts.* The review of individual comprehensive plan map or policy amendments should also consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
  5. The Village of Allouez Plan Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed that have necessitated recommendations for appropriate comprehensive plan amendments by the Village Board.
  6. The Village should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
  7. The Village should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, changes should be made to sections of the plan that are determined to be out of date and sections that are not serving their intended purposes.
  8. At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizen's advisory committee similar to the committee used to develop this plan.

## APPENDIX A: Comprehensive Plan Visioning Session Results

RANK	POINTS	ISSUE
1	388	Need to solve the drinking water problem in the Village.
2	205	Build a stronger tax base through future development. Keep tax rate low.
3	167	Create a safer community through crime prevention programs and additional policing.
4	149	Preserve Allouez as a residential community that is quaint and homey.
5	134	Village should continue its excellent snow removal, garbage collection, fire/rescue, and other services.
6	123	Create better urban space/more village identity - village center with new village hall.
7	119	Need better zoning enforcement (boats, vehicles, trailers) and resident information.
8	111	Increase shared services with other jurisdictions.
9	106	Promote effective management of traffic problems (ex. STH 172/Webster/Riverside interchange).
10	104	Reduce reliance on the autos by improving mass transit, pedestrian walkways, bike facilities.
11	85	Promote business-friendly attitude.
12	82	Address declining housing stock while encouraging residents to repair and maintain their homes.
13	73	Make better use of existing waterfront.
14	69	Keep business area compatible with residences, be flexible.
15	66	Traffic calming needed to reduce vehicle speeds (along Riverside Drive etc.).
16	61	Village needs emergency/disaster plan (terrorism, flood, etc.).
17	60	Not enough sidewalks - unsafe to walk (ex. Riverside Drive).
18	59	Encourage resource conservation, waste reduction, and recycling.
19	57	Support locally-owned businesses.
20	52	Maintain existing zoning.
21	46	Increase lighting in residential areas to improve pedestrian travel.
22	44	Connect streets better with Fox River Trail, address these safety and access issues.
23	42	Look for additional ways across the two rivers.
24	39	Traffic safety problems with new Target (concerning Allouez Avenue and Libal Street).
25	38	Improve and maintain underground utilities.
26	37	Need bike lanes on streets.
27	36	Create neighborhood districts.



APPENDIX A: Comprehensive Plan Visioning Session Results

**Appendix A (Continued)**

<b>RANK</b>	<b>POINTS</b>	<b>ISSUE</b>
28	35	Need more yard waste pickup days.
29	34	Address aging municipal buildings.
29	34	Retain the existing greenspace of the Village.
31	33	Maintain existing housing stock.
32	32	Promote more gathering places in Village (such as Lox Stock & Bagel).
33	30	Require new residential and commercial development to leave 10-20% devoted to open space.
34	28	Need a grocery store in the center of the Village.
35	27	Promote commercial activity on Libal Street.
36	24	Monitor increasing commercialization (ex. Webster Avenue).
37	22	Continue to maintain flowers in boulevards.
38	21	Trees and bushes blocking views at intersections.
39	20	Provide more passive opportunities in parks: picnic areas, restrooms.
40	17	Zoning regulations should be simplified to encourage upkeep, especially improvements.
41	16	Keep design standards.
42	9	Issues with the running of stop signs near Green Isle Park (Greenwald and Greene).
43	8	Address abandoned properties.
44	7	Find a way to expand the YMCA.
44	7	Allouez should have a library.
46	5	Allocate time and equipment better for Village employees.

## **APPENDIX B: Public Participation Process for the Allouez Comprehensive Plan**

The Village of Allouez Comprehensive Plan will include several public participation components. These components are summarized below.

### **Citizens Advisory Committee**

At the beginning of the plan development process, the Village will appoint representatives to a citizen's advisory committee. The advisory committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the Village's planning committee and board. These meetings will be open to the public.

### **Flier**

To officially start the planning process, a flier will be mailed to each Allouez household that summarizes the process and provides survey questions for people to answer to get them thinking about planning issues. The flier will also invite residents to a community visioning session that will occur at the beginning of the planning process.

### **Community Visioning Session**

Once the project is underway, a community visioning session will be held during an evening to establish many of the goals and objectives that will serve as the foundation of the comprehensive plan. All Allouez residents will be invited to attend the sessions to offer and discuss their ideas of how the Village should grow over the next several years.

### **Stakeholder Interviews**

After the first draft of the plan's goals and objectives is completed, staff will conduct interviews with elected officials and other residents who make decisions for the community to determine how they feel about the goals and objectives and if additional issues should be addressed in the plan.

### **Public Open House Meetings**

Once the survey, visioning session, stakeholder interviews, and other foundation-building exercises are completed and the draft plan has taken shape, at least one public open house meeting will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and advisory committee members and to suggest modifications.

### **Public Hearing**

Following the open house meeting(s) and the approval of the draft document by the citizen's advisory committee, a public hearing will be held to receive additional input from the public.

### **Zoning/Planning Committee and Village Board Meetings**

Following the public hearing, the draft plan will be presented to the Village's zoning and planning committee and board. These meetings will be open to the public and will be intended to discuss and adopt the plan.

## APPENDIX C: Financial Assistance for Wisconsin's Communities

The Wisconsin Economic Development Corporation (COMMERCE) has a broad range of financial assistance programs to help communities undertake economic development. This quick reference guide identifies these programs and selected programs from other agencies. COMMERCE maintains a network of area development managers to offer customized services to each region of Wisconsin.

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

The Community-Based Economic Development Program is designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business- and technology-based incubators and can also capitalize an incubator tenant revolving loan program. Contact Doug Thurlow, 608/266-7942.

The CDBG-Blight Elimination and Brownfield Redevelopment Program can help small communities obtain money for environmental assessments and remediate brownfields. Contact Joe Leo, 608/267-0751.

The CDBG-Emergency Grant Program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

The CDBG-Public Facilities component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. Call 608/266-8934.

The CDBG-Public Facilities for Economic Development component offers grants to communities to provide infrastructure for a particular economic development project. Contact Joe Leo, 608/267-0751, or Dawn Zanto, 608/266-8525.

The Community Development Zone Program is a tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new fulltime jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, to preserve the

## APPENDIX C: Financial Assistance for Wisconsin's Communities

opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

The [Health Care Provider Loan Assistance Program](#) provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioners, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

The [Physician Loan Assistance Program](#) provides repayment of medical school loans up to \$50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

The [State Infrastructure Bank Program](#) is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

[Tax Incremental Financing \(TIF\)](#) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

The [Wisconsin Transportation Facilities Economic Assistance and Development Program](#) funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

### Other Related Financial Programs

The [Community Development Block Grant \(CDBG\)-Economic Development Program](#) provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create [community revolving loan](#) funds from the loan repayments.

The [Freight Railroad Infrastructure Improvement Program](#) awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development,

## APPENDIX C: Financial Assistance for Wisconsin's Communities

connect an industry to the national railroad system, or make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

The **Recycling Demonstration Grant Program** helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth (of the Wisconsin Department of Natural Resources) at 608/267-7154.

The **Wisconsin Fund** provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

### **Community Account Managers**

Wisconsin Economic Development Corporation's dedicated Community Account Managers (CAMs) will provide personalized support for the specific business development needs of your community, coordinating inputs from various partner organizations as needed.

Region 3: Naletta Burr

(608)-210-6830

For general inquiries call: 1-855-INWIBIZ (1-855-469-4249)

APPENDIX D: Public Hearing Notice

STATE OF WISCONSIN)
BROWN COUNTY) SS

PUBLIC NOTICE
VILLAGE OF ALLOUEZ
COMPREHENSIVE PLAN
PUBLIC HEARING TO BE HELD ON
MONDAY, DECEMBER 8, 2003
8:00 P.M.
ALLOUEZ VILLAGE HALL
1649 SOUTH WEBSTER AVENUE
The Public Hearing for the Village of
Alouez "Smart Growth" Comprehensive
Plan will be held before the Alouez
Village Board and the Alouez Zoning
and Planning Committee.
The Public Hearing represents the cul-
mination of over one year of study and
work by the Alouez Citizens Advisory
Committee under the guidance and the
expertise of the Brown County Planning
Commission to develop the
Comprehensive Plan.
The plan addresses nine required
"Smart Growth" elements and includes a
series of maps, goals and objectives to
guide future developments of the Village
of Alouez.
Copies of the Comprehensive Plan are
available for review at the Alouez Village
Hall from 8:00 a.m.-4:30 p.m., Monday
through Friday.
If you cannot attend the hearing, writ-
ten comments should be sent to:
President Cameron McCain
1649 South Webster Avenue
Green Bay, WI 54301
Nov. 7, 2003

Jane M. Stedl being duly sworn on his/
her oath says that he/she is Business Manager
of the Metropolitan Newspaper Corporation, organized under and by virtue of the laws
of Wisconsin, whose principal place of business is at Green Bay, Wisconsin.

That the said corporation is the publisher of the Green Bay News-Chronicle,
a daily newspaper published in the city of Green Bay, Brown County, State of
Wisconsin, and that the notice of which the annexed is a copy, taken from said
newspaper, was published in said newspaper for one day, and that the date of this
publication of the said notice was the 7 day of A.D. 2003

Subscribed and sworn to before me this
7 day of November 20 03



Kelly J. Sweet By Jane M. Stedl
Notary Public, Brown County, Wis. Business Mgr.

My Commission Expires: 1-7-07

## APPENDIX E: Adoption Resolutions

ORDINANCE 2004-05

### ORDINANCE TO ADOPT THE VILLAGE OF ALLOUEZ COMPREHENSIVE PLAN

The Village Board of the Village of Allouez, Wisconsin, does ordain as follows:

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

**Section 2.** The Village Board of the Village of Allouez, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

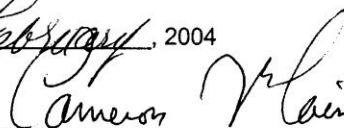
**Section 3.** The Zoning and Planning Committee, by a unanimous vote of the Committee recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "Village of Allouez Comprehensive Plan", which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.


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

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

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

Adopted this 10<sup>th</sup> day of February, 2004

  
Cameron McCain, Village President

  
Susan Foxworthy, Village Administrator/Clerk

Date of publication:

February 17, 2004



**RESOLUTION 2004-3**

**VILLAGE OF ALLOUEZ  
ZONING AND PLANNING COMMITTEE**

WHEREAS, the Village of Allouez Zoning and Planning Committee has developed the Village of Allouez Comprehensive Plan to guide and coordinate decisions and development within the Village; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Village of Allouez; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on August 12, 2002, monthly citizens advisory committee meetings, an open house meeting on September 18, 2003, and a public hearing on December 8, 2003.

NOW THEREFORE, BE IT RE SOLVED that the Village of Allouez Zoning and Planning Committee recommends to the Village of Allouez Board of Trustees, the adoption of the Village of Allouez Comprehensive Plan as revised at the committee's January 26, 2004 meeting.

APPROVED this 26<sup>th</sup> day of January, 2004

  
Donald Lambrecht  
Zoning and Planning Committee Chairman