

Memo

To: Plan Commission

Fr: Trevor Fuller, Planning and Zoning Intern

Re: Review of Chapters 6 -7 of the Comprehensive Plan

Date: August 14, 2013

Attached is Chapters 6 -7 of the Village Comprehensive Plan. Chapter 6 highlights the utilities and community facilities provided by the Village of Allouez, while chapter 7 primarily focuses on the natural and cultural resources located within the Village. The present chapters include the changes made by Brad Lange, Allouez Parks, Recreation & Forestry Director; Craig Berndt, Allouez Director of Public Works; and other Village staff.

Plan Commission is asked to review the presented chapters and make a recommendation on the Village of Allouez Comprehensive Plan. Please come to the meeting prepared with any additions or deletions to the plan. The recommendation will go to the Village Board for their review and scheduling of a Public Hearing for final approval.

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:

- ~~A fire department.~~ Joint Fire and Rescue Service with Green Bay.
- ~~Emergency rescue service.~~
- 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.
- 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.
- 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, the Village should promptly and efficiently provide the appropriate level of 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 Sanitary sewer service is currently 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 Bay¹. The Village owns and operates the local its own wastewater collection system and has its own owns its interceptor sewers, and the sewage wastewater collected by this system is transported to the interceptor sewers and wastewater treatment plant that are owned and operated by the GBMSD. 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 Everyone who lives in the Village are is provided public sanitary sewer service.

The need for additional wastewater pumping stations in the Village is not envisioned. Additional lift stations and forcemains within the Village are 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 Furthermore, the capacity of the local sewerage system and the capacities within the GBMSD interceptor sewer system allocated for the Village of Allouez appear to be adequate for the Village for the entire 20-year planning period. However, continued maintenance of the existing waste water collection sewerage 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. This also includes the repair and replacement of such major components as lift stations, forcemains, and interceptor sewers.

There are currently no known concerns or issues associated with the maintenance and periodic upgrades of the sewerage system. The Village does have a regular inspection program of its sewerage system and is addressing excessive infiltration and inflow

¹ 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.

issues. However, a large proportion of the sewer system (and other infrastructure to a lesser extent) is reaching the end of its design life, and an increasingly greater percentage of these components would need to be replaced over the coming years. In addition to simple replacement, issues, such as proper sewer pipe depth, separation distances, construction materials, and construction methods, would also need to be addressed to maximize the effectiveness and efficiency of the Village's infrastructure. Should a series of major maintenance projects occur within a short period of time, bonding should be considered as a possible source of funding. It is recommended that the recently completed long-range maintenance and funding needs study of the Village's infrastructure be implemented. It is also recommended that the shortly anticipated priority/ranking system also be implemented.

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.

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

Groundwater has long been the source of all drinking water and other water uses within the Village of Allouez. The Village possesses six public wells and one standpipe; however, one of the wells is inactive.

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 over the past four years~~, 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. This has occurred each of the past four years and is likely due to the erosion of natural deposits within the bedrock from which the Village obtains its groundwater. Some people who drink this water over many years might have an increased risk of cancer. 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.

~~Although arsenic has also been identified as a groundwater contaminant concern in northeastern Wisconsin, violations of the arsenic MCL have not been identified in the Village's public water supply system. In all other regards, the Village of Allouez is meeting state and federal requirements.~~

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.

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, proposes to obtain water from Lake Michigan rather than from groundwater. The CBCWA would achieve this through construction of its own pipeline and treatment system or through an agreement with the City of Green Bay or the City of Manitowoc. In either event, local community infrastructure would continue to be used, although, existing wells would be used for backup purposes only.

Therefore, the long term viability of the current public water system could be affected by the outcome of the Central Brown County Water Authority's success in obtaining a long-term and cost-effective supply of water. Continued study and eventual selection of a long-term dependable source of water is necessary.

Implementation of such changes would meet the current demands of the community, strengthen the existing system to allow for future extensions, increase the reliability of the system, and meet the future needs of the community.

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 and stormwater to a much lesser extent) are reaching the end of their design life, and an increasingly greater percentage of these components would need to be replaced over the coming years. As with sanitary sewers, issues, such as proper pipe depth, separation distances, construction materials, and construction methods, would also need to be addressed to maximize the long term effectiveness and efficiency of the Village's infrastructure. The recently completed infrastructure study (also noted in the Sanitary Sewer Service section of this chapter) also addressed the public water system. The priority/ranking system previously mentioned also includes consideration of the Village's water supply system.

As noted in the Natural, Cultural, and Agricultural Resources chapter of this plan, it can be noted that the Village is preparing a Vulnerability Assessment of its water supply system. A Wellhead Protection Plan is also soon anticipated. Preparation and implementation of these plans should ensure the long-term safety and viability of the Village's groundwater, which is its current source of drinking water. It is important to note that addressing the Village's drinking water was ranked the number one issue in the visioning session for this comprehensive plan.

Solid Waste Disposal

The Village of Allouez Public Works Department provides weekly collection of solid waste within the community. This waste is trucked to a transfer station located at the village hall where it is then trucked by a private contractor to the Brown County Landfill for disposal in the Town of Ledgeview. 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 Le Brun recycling and yard waste site for disposal at no cost. This includes Freon appliances, white goods, and electronic equipment such as computers and

~~televisions, most old appliances at no charge (although there is a \$20 charge for appliances containing freon) if left at the curbside and if the department is notified. This waste is also trucked from the Village's transfer station by a private contractor for proper disposal.~~

~~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. spring and fall cleanup of leaves and garden wastes. Brush and larger vegetative items are also collected by the Village's Public Works Department on a year-round basis.~~

~~It appears that the Village's current method of solid waste disposal would generally continue to be adequate during the 20-year time span of this plan. However, when the Village constructs its new village hall, it is envisioned that (for efficiency and cost-effectiveness reasons) the transfer station would not be replaced. Although, the Village's street and waste collection equipment would be retained and stored at the new village hall site. Instead, the Village would likely contract with Brown County for joint use of the County's transfer station.~~

~~It is also recommended that the Village continue to participate in discussions and study of the feasibility of a multi-community compost/yard waste drop-off site. As the popularity of local landscaping and gardening continues to increase, there might come a time when such a service would become warranted.~~

~~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

~~An increasing number of communities are realizing that the slogan "reduce, reuse, and recycle" is a significant factor in protecting the environment. The Village of Allouez also provides its own collection of recyclable wastes. Two recycling containers are provided to each residential property owner, and they are collected once every other week. These materials are then disposed of by Brown County. Recyclable waste collection or disposal needs in excess of this are the responsibility of the individual property owner. These materials are also disposed of by Brown County or through other comparable means.~~

~~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 ~~would~~will continue to be adequate during the next 20 years.

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, ~~it is anticipated that these requirements would apply to all construction sites one acre or larger in size, as well as to many ongoing village activities, including such as its road~~street and utility reconstruction and grounds maintenance programs.

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

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

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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.

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

~~The Village of Allouez's current stormwater system is a drainage system comprised of storm sewers and open channels that transport stormwater 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 the county operate and maintain their own stormwater drainage systems within the right of way of their roads. There are no publicly owned stormwater detention facilities located within Allouez, but there are two private detention facilities within the Village.~~

~~The Village of Allouez adopted a an updated stormwater management plan and a stormwater management ordinance in March of 2000-2008. The plan determined that the Village's stormwater drainage system does and would continue to adequately address the drainage needs of the Village for the foreseeable future. However, the plan determined that water quality and environmental protection issues needed to be addressed. As a result, the plan recommended the following:~~

- ~~Installation of seven wet detention basins throughout the Village.~~

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- Retrofit an existing wet detention basin.
- Installation of two wetland treatment systems in the Village.
- Stream bank stabilization of the East River.
- Enforcement of various regulatory programs, such as the erosion control ordinance and the stormwater management ordinance.
- Conduct various public involvement and public education efforts.

It is anticipated that implementation of the stormwater management plan's recommendations would fully address the stormwater management needs of the Village of Allouez during the time frame of this comprehensive plan. However, the stormwater management plan and this comprehensive plan would likely need to be revised to ensure continued compliance with state and federal stormwater regulations as those regulations change over time.

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 ~~42~~ 13 public park sites encompassing a total of ~~254~~ 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, hunter safety classes and voting.
- **Broadview Soccer Complex**, a 15-acre ~~sports~~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, ~~five~~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, ~~two~~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 a skating rink in the winter.
- **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~~softball field,~~ a 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 an ~~ice skating rink, a hockey rink, and a sledding hill.~~

Figure 6-1: Park, Recreation, and Community Facilities

- **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 in the winter the park contains an ice skating rink.
- **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 unincorporated community of Greenleaf Hilbert in the southern portion of Brown Calumet County. Three miles of this 14-mile multi-use trail are 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. There is a fee to use the trail for everyone but 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, used for open gym programs and basketball leagues.
- A basketball court and a playground (with 2 playground structures) at Langlade Elementary School. The school gym is also used for open gym programs. 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 baseball field, a soccer field, three basketball courts, and a playground.~~ St. Matthew's School provides ~~a baseball field, 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. ~~It is anticipated that current overcrowding of the facility might be alleviated in the near future by the proposed construction of another YMCA in the nearby Village of Bellevue.~~

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.
- ~~Friends of Green Isle Park.~~
- Kiwanis Club.
- Optimist Club.
- Friends of the Fox River Trail.

The current opportunities for park acquisition are relatively limited. As~~While it is recommended in the Village of Allouez Outdoor Recreation and Open Space Plan 2000-2005~~2010-2015, it is proposed that the Village continue 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

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facilities can help accommodate the demand, efficiency, safety, and accessibility; alleviating the need for more land, additional land acquisition occur along the East River, primarily for parkway and trail purposes. This includes the eventual acquisition of eight separate parcels, four of which are currently developed for single family residential purposes. It is recommended that the Village's current policy of being notified when the sale of these properties is considered be continued so the Village could contact the property owners to express its interest in obtaining the property for parkway and trail uses. Acquisition of these eight parcels would complete the East River Parkway in the Village of Allouez, establish a continuous parkway in the Village along the East River, enable the development of the remainder of the Resch Family East River Trail, and establish a continuous trail in the Village along the river. The plan also recommends connecting the East River and Fox River Trails by acquiring the Fox River Valley Railroad line if it is proposed for abandonment in the future. Green Bay is working on a plan to connect the Fox River Trail and East River Trail in Green Bay it benefits the Village of Allouez.

In accordance with the recommendations of various plans, including the Village of Allouez Outdoor Recreation and Open Space Plan, the East River Trail Extension Plan, and the East River Parkway Plan, the Village of Allouez is currently working with the communities of Bellevue, De Pere, and Ledgeview on an expansion of the Resch Family East River Trail. The Village of Allouez, together with the City of De Pere, applied for and received a stewardship grant from the Wisconsin Department of Natural Resources for the extension of the trail from the vicinity of Lebrun Street into the City of De Pere. Work on this trail extension was completed in 2003. The trail now connects to Ledgeview Park in Ledgeview.

To capitalize on the benefits provided by these numerous and high quality park, recreation, and open space sites, it is recommended that the Village continue to support these facilities and maintain its park, recreation, and open space system.

It is also recommended that the Village maintain its close ties with and support of its many local non-profit and volunteer organizations. With this assistance, the Village could accomplish more with its park and recreation system than it could on its own.

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 20002010. 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. However, by the year 2005 (or sooner if conditions warrant), the park plan should be updated.

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. Look at adding Cell Towers

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. Discuss wind energy.

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

Five elderly care facilities (Odd Fellow Home, McCormick Memorial Home, Rebeka Haven, Wyndemere Alzheimer-Dementia Care Center, and Bishops Court) are located within the Village. It is envisioned that the Village will be adequately served by these facilities for the period of this plan.

Childcare

Allouez has five childcare facilities located within the Village. These include Common Path Child Care Center, Day Care Advantage, Guardian Angel Childcare Center, and

Encompass Child Care, and Towne and Country Kids Children's Center. It appears that the Village is adequately serviced by these facilities.

Emergency Services

Comment [T1]: update

Fire Services

The Allouez Fire Department, located at the northwest corner of Dauphin Street and Woodrow in the central portion of the Village, provides the entire Village with fire protection and rescue services. The department consists of a full-time staff of 515, 25 paid on-call firefighters, and various interns. The Village is looking at consolidation.

Maintenance of emergency services ranked high during the Village of Allouez Comprehensive Plan visioning session. In order to better serve the Village's fire protection and rescue service needs, it is recommended that the current fire station be expanded as necessary, that the fire department add another self-contained breathing apparatus, and that the department replace one fire engine. These improvements will help the fire department comply with various federal requirements and enable the Village to address its current fire staffing and equipment issues at a relatively low 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. ~~It is recommended that the new village hall include an office for the police officers.~~ 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. In addition, one of these four, the De Pere Branch Library, will soon be replaced with a newer, larger, and more modern facility. 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 would continue to meet the needs of the Village of Allouez during the 20-year planning period. Kress Library in De Pere.

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. As of 2001, it had a staff of approximately 2,500 and an enrollment of about 19,800 students. The school district provides a comprehensive K-12 grade educational program with 27 elementary schools (25 K-5 schools and 2 K-8 schools), 4 middle schools (6-8), and 4 high schools (9-12). 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, ~~with an enrollment of about 400 students.~~ 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, ~~with an enrollment of 350 students.~~ 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, ~~with an enrollment of about 350 students.~~ 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, ~~and has an enrollment of 275 students.~~
- **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, ~~and has an enrollment of 265 students.~~

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, ~~with an enrollment of about 1,350 students.~~
- **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, ~~with an enrollment of about 1,000 students.~~

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, ~~with an enrollment of about 1,550 students.~~
- **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, ~~with an enrollment of 1,000 students.~~

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 December of 1999 and January of 2000, a survey of 625 randomly selected residents of the school district was undertaken to determine their satisfaction with and suggestions for the school district. The highest approval rating among the questions asked in the survey were those relating to the use of school buildings for other activities and the use of schools as neighborhood centers. Approval ratings of 87 percent and 92 percent, respectively, were obtained. Because of this strong district wide interest in the use of school buildings for other uses and because of the current practice of joint school and park facilities within the Village, these practices should be continued and encouraged. Close cooperation between the Village and the school district regarding these issues is vital, and a schedule of regular meetings between representatives of the Village and the school district should be organized.

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 1649 South Webster Avenue 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.

The village hall is old, has many building code violations (primarily related to its age), and is not large enough to provide adequate space for Village staff, the Public Works Department, and public meetings. Village of Allouez officials are proceeding with plans for a new village hall and public works facility that will be located north of the northwest corner of Libal Street and St. Joseph Street. These plans also include the consideration of consolidating other new and/or existing services within the new village hall.

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.
- ~~The Village's long range infrastructure maintenance and funding needs study should be implemented to help maintain its sewage system.~~
- ~~The Village's infrastructure priority/ranking study should be implemented to help maintain its sewage system.~~

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Water Supply

- The Village is a member of the Central Brown County Water Authority and is supplied by the Authority. should continue to work with the Central Brown County Water Authority to select and implement a cost effective and practical long term solution to the area's drinking water concerns.
- The Village should continue to replace and repair existing old 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.
- ~~The Village's long range infrastructure maintenance and funding needs study should be implemented to help maintain its water supply system.~~
- ~~The Village's infrastructure priority/ranking study should be implemented to help maintain its water supply system.~~
- ~~The Village's Vulnerability Assessment Plan should be implemented and a Wellhead Protection Plan prepared and implemented to protect and preserve its groundwater drinking water supply until a Lake Michigan water source is in place.~~

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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.
- ~~When a the new village hall is was constructed, the Village should consider eliminating its solid waste transfer station at the current village hall site, in favor of consolidation with the Brown County transfer station.~~
- The Village should continue to discuss and study the feasibility of a multi-community compost/yard waste site and participate should it be determined to be feasible and cost-effective.

Stormwater 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 TMDL.
- ~~The Village should has revised and is implementing its storm water management plan as needed to maintain compliance with state and federal regulations.~~

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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, ~~and the Friends of the Fox River Trail.~~ 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.
- Brown County Open Space Plan and Bike Pedestrian Plan

Telecommunications/Power Generation

- The Village should investigate opportunities to recommend or require uniform design and location standards for telecommunication, power, and other utility facilities.
- 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 maintain its current standard of fire protection. This is likely to require the remodeling or expansion of the current fire station and the replacement of a fire engine and self-contained breathing apparatus.
- The Village should explore options to share the purchase and/or use of new major fire equipment with adjacent communities.
- The Village should maintain its current standard of police protection.
- The Village should create a police office at the new village hall.
- 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.

Government

- ~~The new village hall should include facilities, such as the Public Works Department and a police office.~~

CHAPTER 7

Natural, Cultural, Agricultural Resources

The Village of Allouez is almost completely developed with the exception of a few small areas of agricultural land along the East River. 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 2003) 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.

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 bay 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 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.

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.

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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.

Figure 7-1: Surface Water Features

Figure 7-2: 100-Year FEMA Floodplain

Figure 7-3: Flood lands and Floodplain Zoning

Figure 7-4: Shore lands and Shore land Zoning

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 7-5 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. Recently updated.

Fox River Dredging Project

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.

Figure 7-5: Woodlands and WDNR Wetlands



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. Figure 7-5 identifies areas of the Village classified as woodlands in the 2002 land use inventory.

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).

Figure 7-6: Environmentally Sensitive Areas

Figure 7-7: Groundwater

- 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 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 Village of Allouez has a number of historic sites and buildings located within its municipal boundaries. There is a concentration of buildings that have been moved from other places in Brown County to Heritage Hill State Park in Allouez. 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 only one other listing on the state and national registers. The Wisconsin State Reformatory (near the STH 172/Riverside Drive interchange) was certified and listed as a historical

district in 1990. There are seven buildings and one structure within the 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.

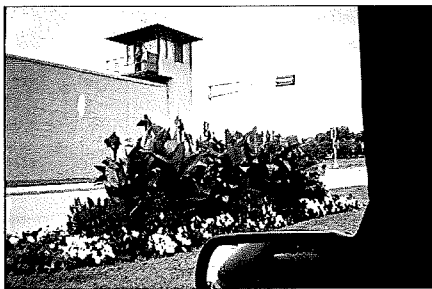
The Village should conduct a detailed survey of its older buildings or those structures that may function as cultural icons to determine if any qualify for historic status and consider the adoption of a historic preservation ordinance. The Village should then establish priorities for protection of historic 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. The creation of a historic preservation ordinance and/or board would assist in this program. Figure 7-8 identifies the locations of the structures listed on the state and national register of historic places. The Village formed a Historical Preservation Committee.

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.
- 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.
- 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.

Figure 7-8: State and National Historical Register Sites

Cultural Resources Recommendations

- Conduct a detailed survey of the Village's older buildings or those structures that may function as cultural icons to determine if any qualify for historic status.
- ~~Consider the adoption of a Historic Preservation Ordinance to ensure the preservation of structures listed on the state and/or national registers of historic places.~~
- 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 and Riverside Drive and the Fox River south of STH 172.
- 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.