

Village of **Allouez**
Historically progressive



Village of Allouez Comprehensive Bicycle and Pedestrian Plan 2017

Prepared by the Village of Allouez Ad Hoc Bicycle and Pedestrian Committee
March 28, 2017

Acknowledgements

Village of Allouez Residents, Property & Business Owners

Village of Allouez Board

Jim Rafter – Village President
Rob Atwood –Trustee
Penny Dart – Trustee
Bob Dennis – Trustee
Jim Genrich – Trustee
Lynn Green – Trustee
Matthew Harris – Trustee

Village of Allouez Ad Hoc Bicycle and Pedestrian Committee

Rebecca Nyberg
Curt Beyler
Trevor Fuller
Heather Gentry
Brad Hansen
Clarence Matuszek
Roger Retzlaff
Nancy Schultz
Julie Tetzlaff

Village of Allouez Staff

Brad Lange – Village Administrator
Chris Clark – Director of Parks, Recreation, & Forestry
Craig Berndt – Director of Public Works
Jeff Piette – Engineering Technician
Trevor Fuller – Planning and Zoning Administrator

Contributions by:

Joan Brusky – Brown County Board Supervisor
Jen Van Den Elzen – Live54218
Ker Vang – Brown County Planning Department
Derek Weyer – Wisconsin Department of Transportation
Village of Allouez Plan Commission
Village of Allouez Public Works Committee
Village of Allouez Parks, Recreation, & Forestry Committee

Contents

Acknowledgements..... 3

Executive Summary..... 7

Chapter 1: Introduction 12

 1.1 Purpose 12

 1.2 Community Benefits 13

 Health..... 13

 Economic..... 14

 Safety 15

 Environmental..... 16

 Community growth, culture, and social fabric..... 16

Chapter 2: Plan Development and Implementation 19

 2.1 Plan Development Process 19

 2.2 Plan Vision..... 20

 2.3 Plan Mission 20

 2.4 Plan Goals..... 20

Chapter 3: Analysis of Conditions 22

 3.1 Overview 22

 3.2 Demographics 23

 3.3 Survey Summary 23

 3.4 Health Rankings 25

 3.5 In-place Plans and Current Legislation..... 27

 State Legislation..... 27

 Pedestrian Rights in Streets..... 28

 Bicycle and Pedestrian Plan for Brown County..... 28

 Safe Routes to School Plan..... 29

 3.6 Existing Bicycle Facility System 30

 Facility Types..... 31

3.7	Existing Pedestrian Facility System	32
3.8	Existing Crosswalks and Crossings	33
3.9	Links to Transit	34
3.10	Major Destinations and Public Facilities	34
Chapter 4: Strategies and Facilities Plan		38
4.1	Education and Outreach Strategies	40
4.2	Encouragement.....	44
4.3	Engineering Strategies and Facilities Planning.....	46
	Bicycle Facilities.....	47
	Pedestrian Facilities.....	56
	Shared-Use Path Facilities.....	67
	Crossings.....	69
	Other Facility Projects.....	75
4.4	Enforcement and Ordinances Strategies	77
4.5	Evaluation, Measurements, and Reporting	79
Chapter 5: Areas Requiring Further Study		81
5.1	S. Webster Avenue / St. Joseph Street Intersection	81
5.2	S. Webster Avenue / Garland Street / Derby Lane Intersection.....	82
5.3	Riverside Drive (STH 57) Crossings and Fox River Trail Connections	82
5.4	Libal Street / Allouez Avenue Intersection	83
Chapter 6: Appendices.....		84
6.1	Survey.....	84
6.2	Village of Allouez 2015 Comprehensive Plan Bicycle/Pedestrian Maps	92
6.3	Village of Allouez Safe Routes to School Plan Proposed Facilities Map	94
6.4	Brown County Bicycle/Pedestrian Maps.....	96
6.5	Public Comments Submitted	98
6.6	Village Board Resolution.....	102

Executive Summary

The Department of Public Works requested that a comprehensive bicycle and pedestrian plan be developed for the village. An Ad Hoc Bicycle and Pedestrian Committee was then formed by the Board of Trustees to allow for resident input into the plan.

Walking and bicycling is done for recreation, transportation, personal health, concern for the environment, and to offset the cost of operating a motor vehicle. Pedestrians and bicyclists vary in age, skills, and mobile abilities. This plan is intended to educate residents wishing to utilize the bicycle and pedestrian programs and facilities in the village. It is also the intention to have a Board-approved plan in place to guide systematic improvements and maintenance projects that improve safety conditions for walking and bicycling in the village.

The purpose of the Comprehensive Bicycle and Pedestrian Plan 2016 is to consolidate planning strategies concerning pedestrian and bicycle transportation and recreation into one functional plan. It includes current national and regional best practices for pedestrian and bicycle safety, infrastructure, planning, enforcement and encouragement. The planning stage identified current goals and strategies while outlining new objectives and tactics. This plan will guide the implementation of pedestrian and bicycle programs for the Village of Allouez.

The plan inventories the current bicycle and pedestrian environment in the village. It lays the framework for public and private initiatives that will promote a bicycle and pedestrian network that will link neighborhoods and major destination points.

Vision: Move Allouez forward as a great place to bike and walk.

Mission: Increase pedestrian and bicycle travel by improving Allouez policies, ordinances, and facilities.

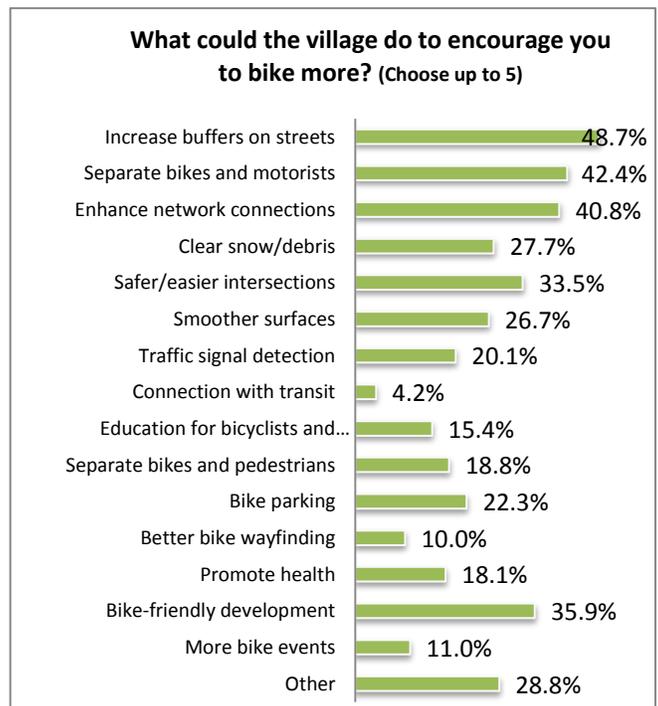
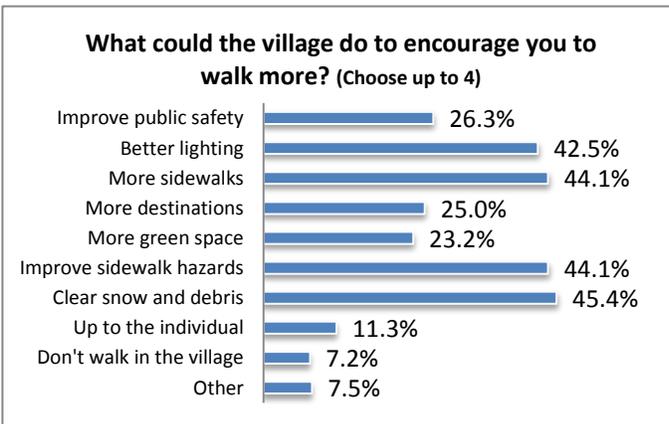
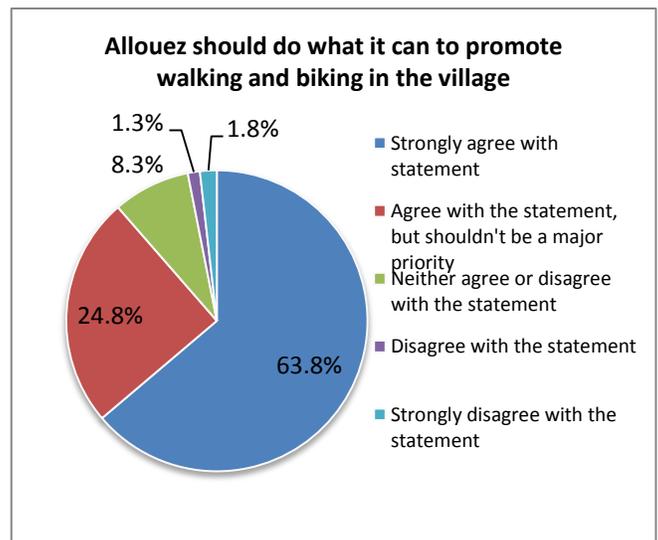
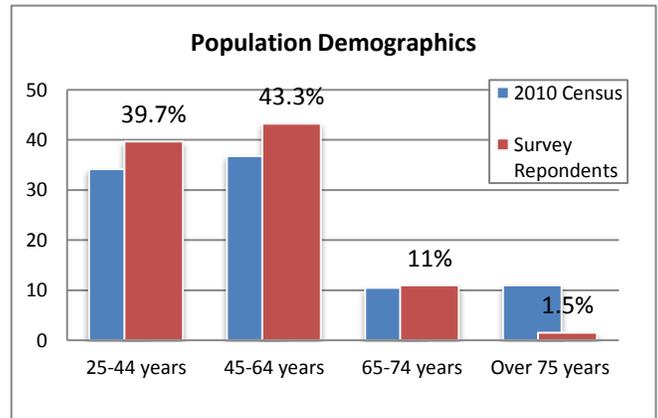
The Allouez road network has cul-de-sacs and residential courts leading to large, long residential streets. As illustrated in the picture below, this road network design differs from the more traditional grid pattern streets found in most central cities and pre-World War II suburbs. The design limits walking and bicycling because the distance a resident would have to travel to get between destinations is longer.



The data collection phase incorporated information from a number of jurisdictions and departments. This information included existing bicycle and pedestrian facilities, school locations, land uses, railroads, highways, parks, crash data, transit routes and stop locations, and village public works street information. Additionally, the Brown County Bicycle and Pedestrian Plan, the Allouez Safe Routes to School Plan, the Allouez Comprehensive Plan, and the Allouez Comprehensive Outdoor Recreation Plan were reviewed during this process.

Results from an online community survey were analyzed for bicycle and pedestrian behaviors. This survey received a positive response, in terms of the number of respondents. The survey sought more general information about travel patterns and attitudes about bicycling and walking. The results of the survey are found throughout the plan.

Nationally, communities have found a desire by citizens to invest in bicycle and pedestrian programs and facilities. In addition, close to ninety percent of the Allouez survey respondents agree with the statement that the village should do what it can to promote walking and biking. Data suggests that the young and elderly populations are the most likely to use and desire safe and accessible bicycle and pedestrian accommodations. All of this information pointed to a need to develop a comprehensive and strategic plan for the implementation and maintenance of bicycle and



pedestrian programs and facilities in the village.

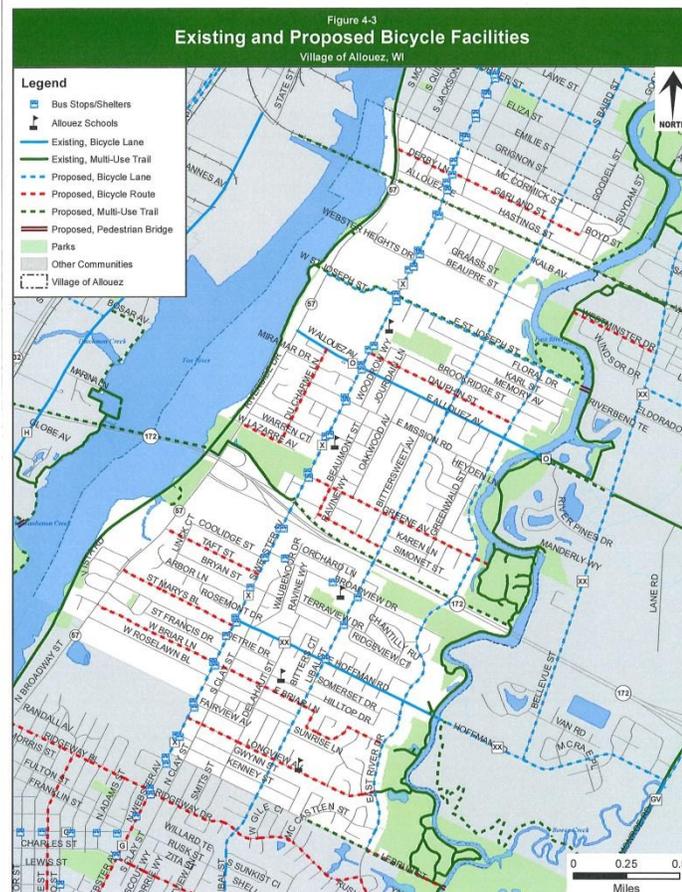
The Federal Highway Administration recommends Safe Route to School Plans have the “Five E’s” as the goals for each plan. These are:

- Education and Outreach Strategies - Develop programs that will inform and build awareness and acceptance of the need to provide walking and bicycling facilities in the roadway network.
- Encouragement - Plan and provide opportunities for residents to engage in walking and bicycling for transportation and recreation as part of their daily lives.
- Facilities Planning and Engineering Strategies - Incorporate design standards in the planning, engineering and construction or reconstruction of Allouez streets and roads. Fully anticipate and provide for persons walking and bicycling as well as driving in motor vehicles.
- Enforcement and Ordinances Strategies - Implement physical elements, active traffic management activities and improved village ordinances. This will produce compliance with state and municipal traffic laws and lead to courteous sharing of the roadway network by all users.
- Evaluation, Measurements, and Reporting - Implement an annual review and reporting mechanism to demonstrate progress being made toward the goals of the plan.

The Ad Hoc Committee was mindful of the Five E’s when identifying the programs, facilities, and policies that best address the identified need.

The adoption of this plan has demonstrated a commitment to provide facilities and programs supporting pedestrians and bicyclists with safe, efficient, desirable, and accessible modes of travel and recreation.

The recommendations identified in chapter 4 are assigned to the appropriate department. Assigning a recommendation to a specific department is meant to keep this plan a living document by making them accountable. The programs and policies are primarily the ongoing responsibility of the Planning Department and the Parks, Recreation, and Forestry Department. The majority of the facilities that will be constructed will occur as part of the Public Works Department



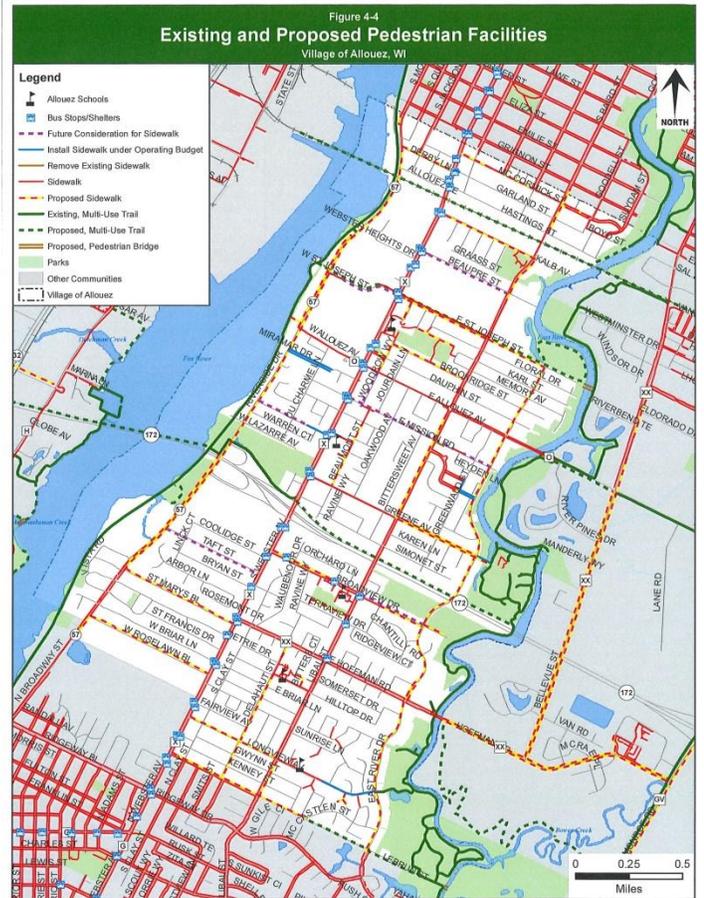
scheduled road reconstruction.

Constructing a new sidewalk or adding a bicycle lane to a street at the time a road is reconstructed makes the most sense both logistically and financially.

Engineering and design work is not duplicated and the equipment, crews, and road closures can happen all at once. Site specific issues (e.g. grade, street trees, etc.) will be addressed at the time of engineering and design.

The Ad Hoc Committee was under the assumption while writing this plan that the village will maintain the current policy for paying for the installation of new sidewalks identified in a long-range plan such as this one.

This plan is also intended to be incorporated as part of the Village of Allouez Comprehensive Plan. The village shall consider updates to the plan after five years in order to accommodate growth of the village and changes in village policies and resident attitudes.



Chapter 1: Introduction

1.1 Purpose

The Village of Allouez is an inner-ring suburb located near the center of Brown County – nestled between the Fox River and East River and bounded by the Cities of De Pere and Green Bay. Much like other inner-ring suburbs, the planning and development of roads and neighborhoods was strongly hierarchical, compared to the grid pattern common to most central cities and pre-World War II suburbs. These development patterns have led to a high dependency on the automobile with disregard for bicycle and pedestrian travel.

A request was received from the Department of Public Works that a comprehensive bicycle and pedestrian plan be developed for the village to aid capital improvements planning. The Village of Allouez Ad Hoc Bicycle and Pedestrian Committee was formed by the Village Board of Trustees in response to recommendation by the Plan Commission. This plan is a guide for improving safety conditions in the village to better accommodate walking and bicycling.



Village policy regarding bicycle and pedestrian accommodations has been limited to the recommendations found in the Village of Allouez Comprehensive Plan, the Safe Routes to School Plan, and the Brown County Bicycle and Pedestrian Plan. These plans are useful in their own right, but lack scope and depth for guiding the overall recommendations needed to improve bicycle and pedestrian access to schools, businesses, and community facilities. None of these plans adequately identify the recreational aspects of walking and bicycling in the community, which make up the largest percentage of users.

The purpose of the Comprehensive Bicycle and Pedestrian Plan 2016 is to consolidate planning strategies concerning pedestrian and bicycle transportation and recreation into one functional plan. It includes current national and regional best practices for pedestrian and bicycle safety, infrastructure, planning, enforcement and encouragement.

The Ad Hoc Committee identified current goals and strategies while outlining new objectives and tactics. The plan inventories the current bicycle and pedestrian environment in the village. It lays the framework for public and private initiatives that will promote a bicycle and pedestrian network that will link neighborhoods and major destination points. This plan will guide the implementation of pedestrian and bicycle programs for the Village of Allouez.

People walk and use bicycles for recreation, transportation, personal health, concern for the environment, and to offset the cost of operating a motor vehicle – some of these are essential life needs. Additionally, persons walking and bicycling in and through the community are of various age and skill levels, and include those with mobility restrictions.

The adoption of this plan is to demonstrate a commitment to provide facilities and programs supporting pedestrians and bicyclists with safe, efficient, desirable, and accessible modes of travel. Walking and bicycling are not alternative modes of travel, but an essential component of the village transportation system.



The village shall consider updates to the plan after five years in order to accommodate growth in the village and changes to village policies and resident attitudes.

1.2 Community Benefits

Research has shown the benefits and positive impacts bicycling and walking can have both for personal and community well-being.

Health

The built environment can play a crucial role in personal and community health. Bicycling and walking levels have fallen 66% between 1960 and 2009, while obesity levels increased by 156% during that same time period.¹ This increase level in obesity rates is a significant health concern, as obesity can lead to many chronic health problems, such as heart diseases, stroke, type 2 diabetes, and certain types of cancer.²

The economic impacts are another cause of alarm, with the estimated annual medical costs for people who are obese being \$1,429 higher than those of normal weight.³

Studies suggest promoting walking and bicycling can mitigate some of these impacts. People living in areas with the highest levels of walking and bicycling have the highest percentage of adults who meet the recommended levels of physical activity. They also have the lowest levels of obesity, hypertension (high blood pressure), and diabetes. People living in more automobile dependent areas walk less and are more prone to become obese.⁴

¹ Kristen Swanson, "Bicycling and Walking in the United States," *Alliance for Biking and Walking*, 2012.

² Lin Yang and Graham A. Colditz "Prevalence of Overweight and Obesity in the United States, 2007-2012," *Journal of American Medication Association*, August 2015.

³ "Study Estimates Medical Cost of Obesity May Be As High as \$147 Billion Annually," *Center of Disease Control and Prevention*, 27 July 2009.

⁴ Swanson, *Alliance for Biking and Walking*.

Children are largely affected by the national shift to an automobile dependent culture. The number of children that walk or bike to school fell 75% from 1966 to 2009 and obesity in children climbed 276% over that same time period.⁵ Providing adequate and safe bicycle and pedestrian opportunities and encouraging parents to allow their children to walk or bike to school can go a long way in bringing down these rates. Walking one mile to and from school each day is two-thirds of the recommended sixty minutes of physical activity children should have each day.⁶

Economic

Direct and indirect economic benefits are available to individuals and communities having good bicycle and pedestrian facilities.

Bicycling and walking are both forms of transportation and recreation. People who choose active transportation tend to spend less on motorized vehicles, which is often the second greatest expense in a household. In a 2015 report, AAA estimates the annual cost of owning a vehicle at \$8,868, while the onetime cost of purchasing a bicycle, having a 10 year useful life, can be as low as \$350.

When safe facilities are provided for residents, they are more likely to walk or bicycle to their destination. Studies show those who bicycle and walk are healthier, more productive, and use less sick time. Therefore, encouraging physical activities within a community can have a positive return for employers.⁷



Investing in bicycle and pedestrian infrastructure can also be an important tourism draw. Users of the regional trail systems can stop along the trail and spend money at local businesses. The ability to have events such as the Bellin Run, which had 16,944 runners in 2016, and other special run/walk/bike events can bring additional tourism dollars into the local economy. A researcher in a 2010 study found, “bicycle recreation and tourism contribute \$924 million annually to Wisconsin’s economy and estimates that the potential value of health

benefits from reducing short car trips and increasing the bicycling trips total \$409 million.”⁸

⁵ Swanson, *Alliance for Biking and Walking*.

⁶ Leslie M Alexander, et al., “The Broader Impact of Walking to School Among Adolescents,” *British Medical Journal*, 03 November 2005.

⁷ Maggie Grabow, Micah Hahn, and Melissa Whited, “Valuing Bicycling’s Economic and Health Impacts in Wisconsin,” *The Nelson Institute for Environmental Studies Center for Sustainability and the Global Environment University of Wisconsin-Madison*, January 2010.

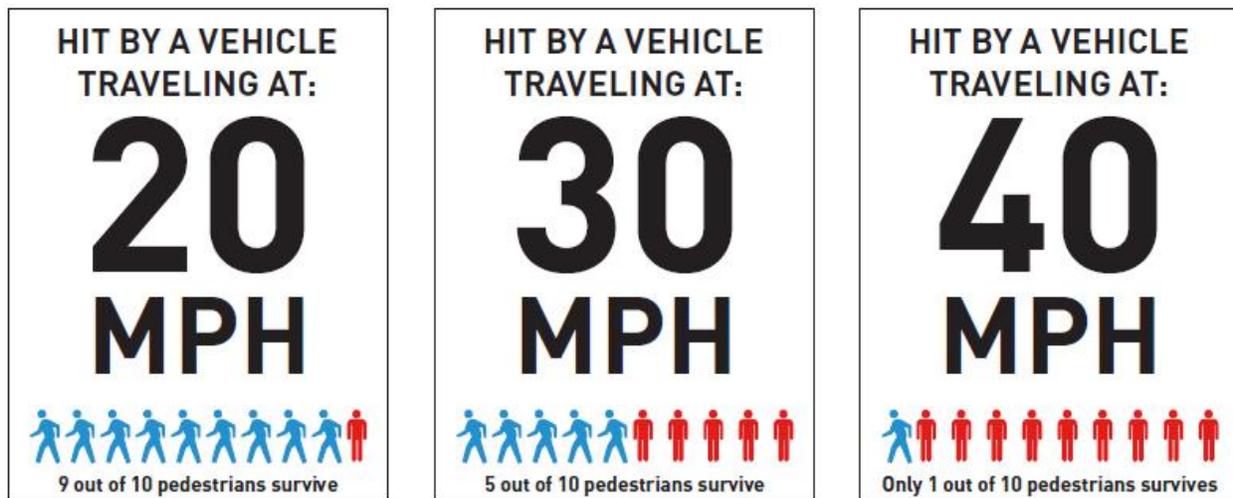
⁸ Gabow *University of Wisconsin-Madison*.

Bicycle and pedestrian facilities can also positively impact real estate. Bob McNamara, a Senior Policy Representative for the National Association of Realtors, emphasized the importance of transportation choice at the 2009 National Bike Summit. McNamara said that realtors sell not just houses, they sell communities, and that increasing transportation choice increases livability. In 2012, Resource Systems Group compared homes in walkable neighborhoods with those more dependent on cars and found that property values were \$6,500 higher, on average, in walkable neighborhoods.⁹ A similar study conducted in Brown County analyzed property values in relation to their proximity to the Mountain-Bay Trail. In the Highridge Estates subdivision in the Village of Howard lots of similar size and character located immediately adjacent to the trail sold for an average of nine percent more and in a shorter amount of time than the other remaining lots not on the trail.¹⁰

Safety

A principle concept of this plan is that people will engage in bicycling and walking when they perceive their options to do so as being safe. According to a 2006 Wisconsin Department of Transportation study, motorists are responsible for more than half of all bicycle-car/truck crashes. Building proper bicycle and pedestrian facilities is important in providing safe accommodations to all transportation users. However, building the facilities is not enough. **Figure 1-1** illustrates reduced motor vehicle speeds are a critical factor in improving safety for non-motorized road users. Equal emphasis should also be given to comprehensive education and enforcement. Education and enforcement programs encourage motorist awareness and that of other travel mode users, while raising safe walking and bicycling behaviors. Encouraging more people to walk and bicycle increases safety per mile, as motorists become more aware and more careful when non-motorized users are present in the right-of-way.

Figure 1-1: Speed of Vehicles and Survival of Pedestrians¹¹



⁹ Douglas Shinkle and Anne Teigen, “Encouraging Bicycling and Walking – The Legislative Role,” *National Conference of State Legislatures*, November 2012.

¹⁰ “Recreation Trails, Crime and Property Values: Brown County’s Mountain-Bay Trail and the Proposed Fox River Trail,” *Brown County Planning Commission*, 06 July 1998.

¹¹ “Vision Zero,” *City of Seattle*. <http://www.seattle.gov/visionzero/speed-limits>.

Environmental

Increasing walking and bicycling travel can reduce the number of motorized vehicles on the roads, which can improve the air quality of a region; reduce wear to roads and streets; reduce congestion, allowing for safer travel for all users. Poor air quality is a serious health risk, especially for those most vulnerable, such as children and senior citizens. Regular exposure to poor air quality increases the occurrence of asthma and permanent lung defects and the risk of heart and lung problems as adults.¹²

Emulating the levels of walking and bicycling as documented in 1969, for example, would eliminate 3.2 billion vehicle miles and save 1.5 million tons of carbon dioxide and 89,000 tons of other pollutants from entering the air, which is equal to keeping more than 250,000 cars off the road for a year.¹³

Community growth, culture, and social fabric

As the make-up of the Allouez residential population changes, so too should the focus on how to effectively serve our residents. According to a 2014 study by the American Planning Association, fewer than 10 percent of Millennials, Generation X, and Baby Boomers want to live in a suburban neighborhood where people have to drive most of the time. That research is important for Allouez, considering over 60 percent of Allouez residents fall in that age category.¹⁴ One national rating system grades Allouez as “car-dependent” and unable to serve persons without the ability or willingness to live dependent on automobiles.¹⁵

When considering a plan for the future of Allouez, it is important to consider the desires of future residents. According to a recent American Planning Association poll, about 2/3 of the population and 74 percent of Millennials believe investing in schools, transportation choices, and walkable areas is a better way to grow the economy than traditional economic development approaches.¹⁶ Allouez, being between the denser urban segments of the cities of De Pere and Green Bay should look to the urban characteristics allowing those communities to grow, prosper, and become sustainable.



¹² Ashley R. Cooper, Angie S. Page, Lucy J. Foster, and Dina Qahwaji, “Commuting to School: Are Children Who Walk More Physically Active?,” *American Journal of Preventative Medicine*, November 2003.

¹³ Noreen C. McDonald, “Active Transportation to School: Trends Among U.S. Schoolchildren 1969-2001,” *American Journal of Preventative Medicine*, June 2007.

¹⁴ *U.S. Census Bureau*, 2010

¹⁵ www.walkscore.com

¹⁶ “Investing in Place for Economic Growth and Competitiveness,” *American Planning Association*, May 2014.

However, Millennials are not the only ones that are driving this culture-shift, sixty percent of Baby Boomers also want to live in a community where they can age in place.¹⁷

Improvements to our bicycle and pedestrian infrastructure will make our community attractive and competitive for those seeking to relocate or remain living in the village for years to come. An intended consequence of this plan is to ensure the village is not remaining static, but is looking forward for future growth.

¹⁷ *American Planning Association, May 2014*

Chapter 2: Plan Development and Implementation

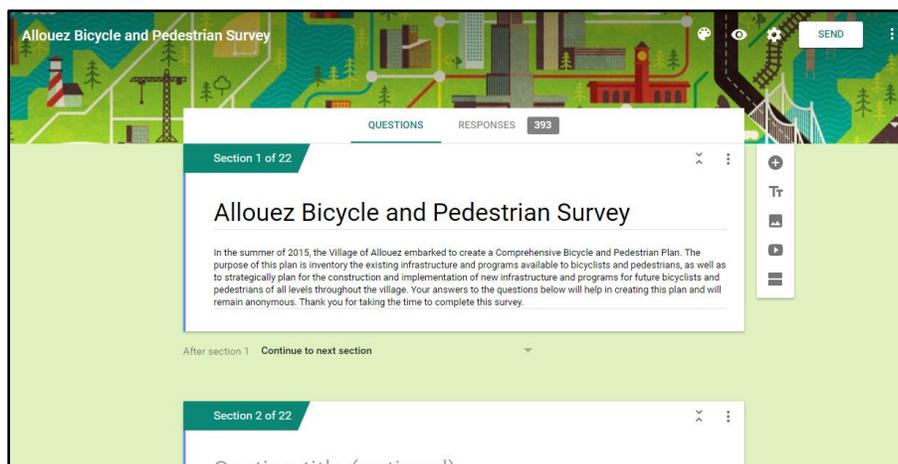
The Village of Allouez encompasses just over five square miles, but has a roadway transportation network over 50 miles in length. Users of the transportation network represent a variety of demographics and backgrounds. It was crucial then, that stakeholders providing input are representative of the community as a whole yet bring sensitivity to the transportation and recreation issues this plan seeks to address.

2.1 Plan Development Process

The Village of Allouez Comprehensive Bicycle and Pedestrian Plan was developed over the course of 18 months, beginning in July of 2015. Preparation of the document was done by the Planning and Zoning Administrator, but the process was informed by an Ad Hoc Bicycle and Pedestrian Committee, who were comprised of a variety of Allouez stakeholders reflective of the village and the Greater Green Bay area. Committee input was sought on such critical issues such as the plan vision and goals, bicycle and pedestrian network recommendations, and other strategies.

Public Input. Public input was sought throughout the development of this plan. The Ad-Hoc Bicycle and Pedestrian Committee meetings were held to public open meetings rules and were open to all. The public was invited to provide comment at each committee meeting. Comments were recorded and analyzed so that the strategy, concern, or solution could best be integrated into this plan.

The community was solicited to complete a survey online or in writing. This survey received a positive response, in terms of the number of respondents. The survey sought general information about travel



patterns and attitudes about bicycling and walking (Survey results are presented throughout the plan and fully reported in the Appendix).

The age make-up of the respondents also was similar to the age make-up of the population in

the village, which provided staff the opportunity to compare the data to the National trends for different age groups, determine whether or not similarities exist, and make recommendations to the plan accordingly.

Additionally, the Plan Commission, the Public Works Committee, and the Parks, Recreation, & Forestry Committee all reviewed the plan and provided comment. A public open house was held when a draft of the plan was ready for public review and comment. Comments were then analyzed and used to refine the plan or incorporated separately as an appendix for record.



Data Collection. The data collection phase comprised two principal efforts:

1. Collecting information from governmental jurisdictions and departments, including existing bicycle and pedestrian facilities, school locations, land uses, railroads, highways, parks, crash data, transit routes and stop locations, and village public works street information.
2. Conducting a community survey to look at how people think about bicycle and pedestrian use. Additionally, the ad hoc committee referred to the Brown County Bicycle and Pedestrian Plan, the Village of Allouez Safe Routes to School Plan, the Village of Allouez Comprehensive Plan, and the Village of Allouez Comprehensive Outdoor Recreation Plan during the planning process.

Once the existing conditions information was compiled and the public comment survey was analyzed, the committee focused on setting purpose and goal statements to guide development of the plan.

2.2 Plan Vision

Move Allouez forward as a great place to bike and walk.

2.3 Plan Mission

Increase pedestrian and bicycle travel by improving Allouez policies, ordinances, and facilities.

2.4 Plan Goals

The Federal Highway Administration recommends Safe Route to School Plans have the “Five E’s” as the goals for each plan. The “Five E’s” are important to keep in mind when considering any project and, therefore, have been adopted and modified as the goals of this plan.

Goal 1 – Education

- Develop programs that will inform and build awareness and acceptance of the need to provide walking and bicycling facilities in the roadway network.

Goal 2 – Encouragement

- Plan and provide opportunities for residents to engage in walking and bicycling for transportation and recreation as part of their daily lives.

Goal 3 – Engineering

- Incorporate design standards in the planning, engineering and construction or reconstruction of Allouez streets and roads. Fully anticipate and provide for persons walking and bicycling as well as driving in motor vehicles.

Goal 4 – Enforcement

- Implement physical elements, active traffic management activities and improved village ordinances. This will produce compliance with state and municipal traffic laws and lead to courteous sharing of the roadway network by all users.

Goal 5 – Evaluation

- Implement an annual review and reporting mechanism to demonstrate progress being made toward the goals of the plan.

Chapter 3: Analysis of Conditions

3.1 Overview

The area of Allouez was first developed as the historic settlement of “Shantytown” in the 19th Century. However, development in the village did not begin to take off until the 20th Century.¹⁸ Initial growth and development in Allouez was shaped by a streetcar line (trolley)¹⁹ along Webster Avenue. The design of our road network we see today came out of post-WWII land plotting modeled on new suburban planning concepts, in large part, promoted by the automobile industry and social and political leaders who viewed traditional city concepts unnecessary. Instead of the grid pattern common to most central cities and pre-World War II suburbs, the Allouez road network has cul-de-sacs and residential courts leading to large, long residential streets, which in turn lead to larger collector roads and arterials.



Traditional
Grid
Design
(circa 1900)

Curvilinear Loop Designs &
Beginning of Cul-De-Sacs
(approx. 1930 – 1950)

Conventional
Cul-De-Sac
Design
(since 1950)

This road network design limits the level of walking and bicycling for uses other than recreation because it restricts the level of connectivity between destinations. This lack of connectivity generally increases the distance a resident would have to travel to get between destinations. This creates dependency on a motorized vehicle to travel. All travelers are directed to use a small set of higher speed main roads (collectors), leading to congestion. Sharing the space with fast moving cars can make pedestrians and bicyclists feel uncomfortable.

Platting of Allouez generally excluded sidewalks under the assumption everyone would drive.

¹⁸ Jennifer Lehrke, Robert Short, and Angela Scharrer, “Village of Allouez Architectural and Historical Intensive Survey Report,” *Wisconsin Historical Society Division of Historic Preservation – Public History*, 2013.

¹⁹ reference needed

3.2 Demographics

As of 2010, the Village of Allouez had a population of 13,975.²⁰ The largest population groups fall within the 25-34 and 45-54 year categories. Approximately 22.5% of the population is under the age of 19, while 8.6% of the population is over the age of 75. It is difficult to accurately compare the population change between 2000 and 2010, as the U.S. Census for 2000 includes the Green Bay Correctional Institution in the population data, where the U.S. Census, 2010 does not.

	US Census Bureau 2000**		US Census Bureau 2010	
Total Population	15,443		13,975	
Median Age	37.6		41.0	
Age Cohort	Population	Percent of Population	Population	Percent of Population
Under 5 years	808	5.2%	787	5.6%
5 to 9 years	962	6.2%	789	5.6%
10 to 14 years	1,014	6.6%	756	5.4%
15 to 19 years	1,073	6.9%	827	5.9%
20 to 24 years	955	6.2%	808	5.8%
25 to 34 years	2,276	14.7%	1,978	14.2%
35 to 44 years	2,519	16.3%	1,718	12.3%
45 to 54 years	2,131	13.8%	2,126	15.2%
55 to 59 years	796	5.2%	1,022	7.3%
60 to 64 years	641	4.2%	834	6.0%
65 to 74 years	1,151	7.5%	1,133	8.1%
75 to 84 years	782	5.1%	819	5.9%
85 years and over	335	2.2%	378	2.7%

Table 3-1 US Census Bureau 2000 information includes the Green Bay Correctional Institution in population data.

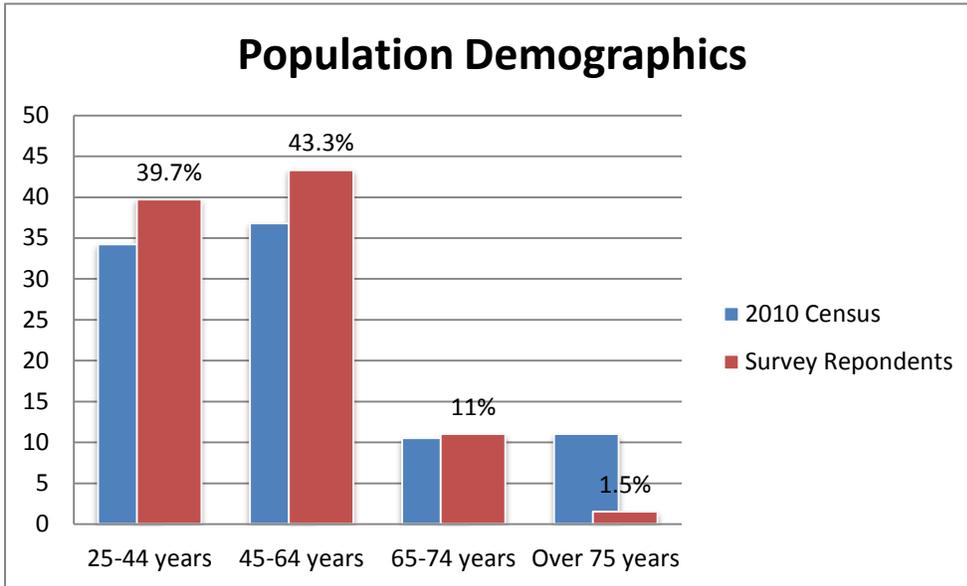
3.3 Survey Summary

A survey was solicited to the community and was available online and in writing. The survey was open from December 11, 2015 to January 14, 2016 and received a positive response, in terms of the number of respondents. The survey sought more general information about travel patterns and attitudes about bicycling and walking.

The age make-up of the respondents also was similar to the age make-up of the population in the village, which provided staff the opportunity to compare the data to the National trends for different age groups and see whether or not similarities exist, so the recommendations in the plan could be tailored accordingly.

²⁰ U.S. Census Bureau, 2000 & 2010.

Figure 3-1: Population demographics from the 2010 Census and the survey respondents, excluding under age 18 individuals.



Not represented in the survey were those under 18 years of age, who make up 22.5% of the population in Allouez. These users are traditionally the highest users of bicycle and pedestrian facilities by proportion of age group. The population under the age of 18 was removed from the

2010 Census Data reflected in Figure 3-1 and the percentage of population was adjusted accordingly.

This adjustment is to accurately compare the age make-up of those who responded to the survey, with the age make-up of the village.

Other groups underrepresented in this survey are those over the age of 75 years. A possible reason for this could be a more limited access

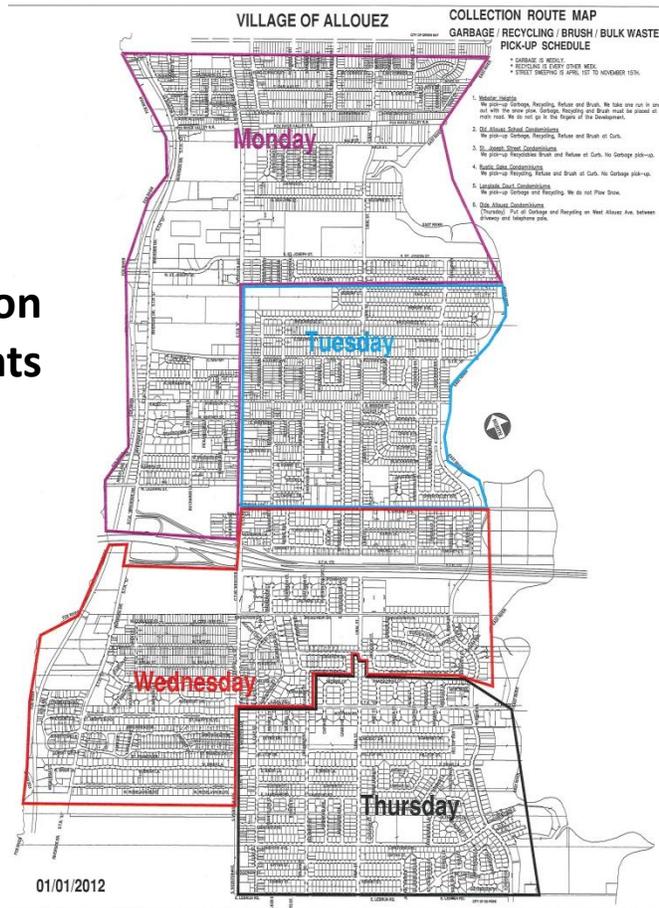
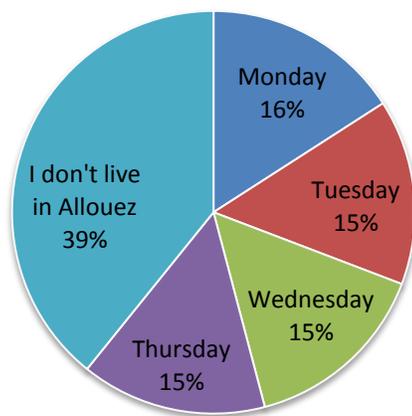


Figure 3-2 Garbage Collection Days of Respondents



to a computer for this age group. Although the survey was available both online and in print, the survey was primarily advertised via the internet. Further research will need to be collected to determine what types of facilities and strategies can be implemented and obstacles overcome to make walking and bicycling available to this population.

Geographic representation of the respondents was also a question asked in the survey. It is important that certain locations are not over-looked when considering improvements or strategies, nor is it the intent to single out a specific area for improvements. The survey results show that geographic representation of the respondents was evenly distributed throughout the village. The survey asked respondents to identify their garbage collection day so that the committee could have a geographic sense of where the respondents were located in the village. Garbage collection is done Monday through Thursday and moves from the north end of the village to the south, typically covering an equal amount of households each day. This information allowed the committee to analyze the responses without a geographic bias.

Although the age demographics of the respondents closely mirrored the age demographics of the residents of Allouez, there was a significant amount of respondents who were non-residents. Close to 40 percent of the respondents identified themselves as not living in the village. However, their responses were still included in the results, as the survey was publicized with Bellin Health and other large employers in Allouez. Though these respondents may not live in Allouez, it is assumed they make up the daytime user population, those that use come to the village for our recreational facilities, or possible future residents. It is important, then, to take their responses into consideration as well.

A public comment to the survey identified a limitation of the survey, in that the survey assumed that all users of walking and bicycling facilities in the village do not have mobility restrictions. Further research will need to be collected to determine what types of facilities and strategies can be implemented and obstacles overcome to make walking and bicycling available to the population using walking and bicycling facilities in the village who may be physically limited.

Survey results are presented throughout the plan and fully reported in the Appendix.

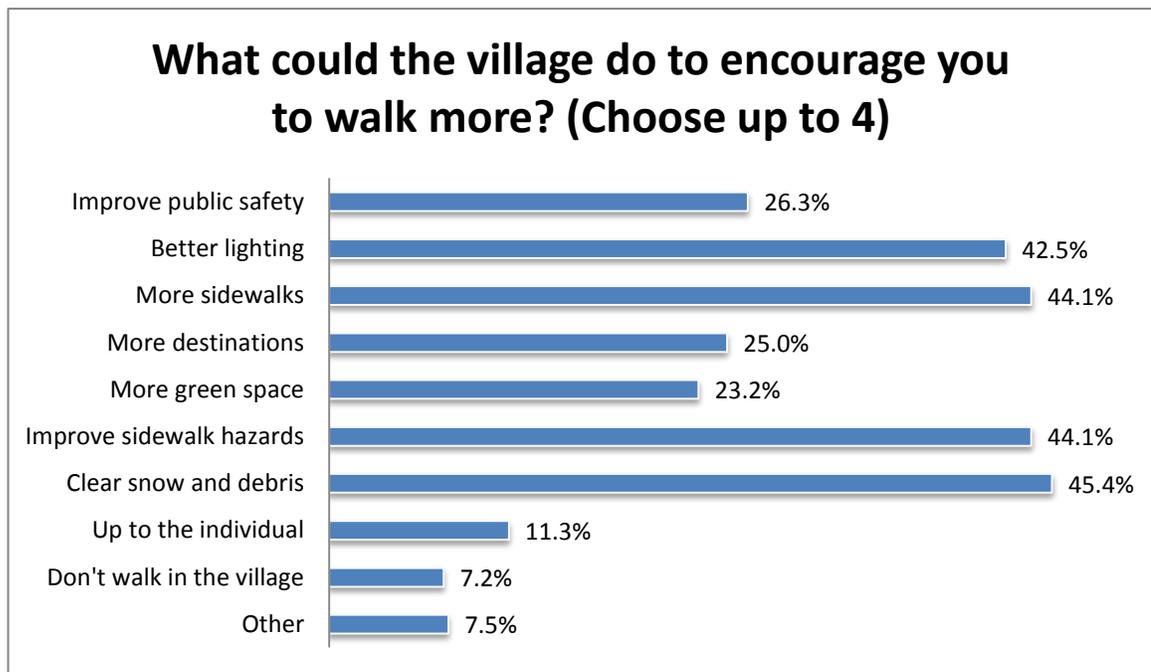
3.4 Health Rankings

The Green Bay Metropolitan area was recently named nationally in the top 10 most obese cities in the United States. Physical inactivity, poor nutrition, and obesity at all ages are public health issues leading to chronic diseases, such as diabetes. Diabetes is attributed to cost \$290 million in Brown County for treatment annually.²¹

²¹ "Partners' Report 2014," *Live54218*, 2014.

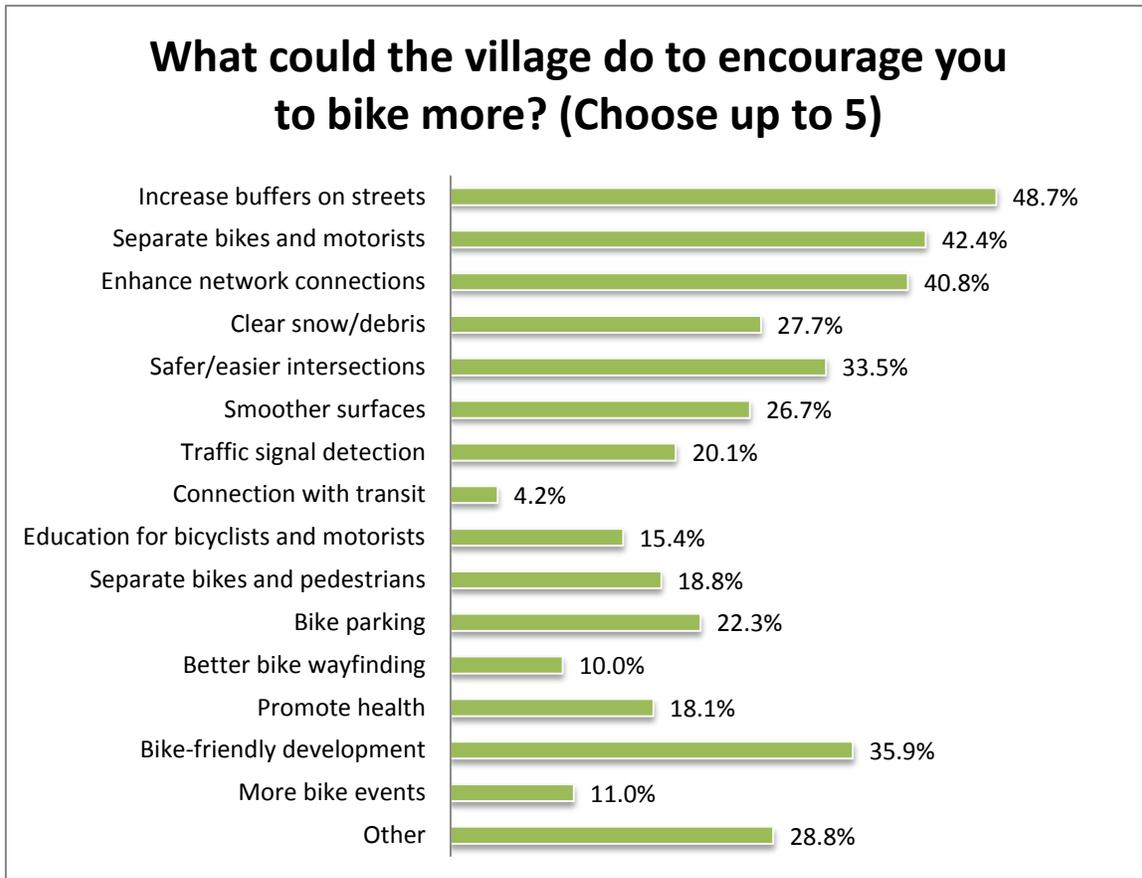
Studies have shown that where you live and the policies, systems, and environment around you directly influence your health. Sixty-seven percent of adults in Brown County are not at a healthy weight.²² While there are many other factors that go into obesity levels, such as poor diet and lack of sleep, low physical activity levels is a large contributing factor that this plan can help address, or at least publicize. Twenty-four percent of Brown County residents have admittedly not participated in any physical activity in the last month. Physical activity has been engineered out of our daily lives. Implementation of this plan can help, by making it more convenient and safe to move around the village, which were the primary concerns cited by respondents of the survey (Figures 3-3 & 3-4). Eighty-nine percent of the respondents agreed the village should do what it can to promote walking and bicycling in the village.

Figure 3-3 illustrates motivations to promote walking in the village taken from the 2015 Village of Allouez Bicycle and Pedestrian Survey.



²² "Behavioral Risk Factor Survey (Brown County)," Wisconsin Department of Health Services, February 2014.

3-4 illustrates motivations to promote biking in the village taken from the 2015 Village of Allouez Bicycle and Pedestrian Survey.



3.5 In-place Plans and Current Legislation

State Legislation

Since 1991, federal legislation has required “due consideration” of bicyclists and pedestrians on all projects using federal funding. Federal policy adopted in 2001 and again in 2010 requires “due consideration” to include bicycle and pedestrian accommodations on new construction and reconstruction projects, with three exceptions:

1. When bicyclists and pedestrians are prohibited by law from using the roadway.
2. When the cost of establishing bikeways would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined by FHWA (Federal Highway Administration) and state statutes as bicycle and pedestrian facilities together exceeding 20 percent of the cost of the larger transportation project.

3. When sparsity of population or other factors indicate an absence of need.

Up until the adoption of Act 55, as part of the 2015-2017 Wisconsin budget bill, Administrative Code Trans 75 was used by the Wisconsin Department of Transportation (WisDOT) to meet the federal policy for “due consideration” of bikeways and sidewalks in highway projects. However, the adoption of Act 55 repealed Trans 75.

Future legislation will need to address bicycle and pedestrian project implementation including the elements of “due consideration” based on the recent modifications. Although, according to a WisDOT memo from June 2016 regarding the department Facilities Development Manual (FDM), interim standards are in place:

...The evaluation process, analysis, and criteria that projects have been previously using to determine the omission of facilities has been retained. Projects should continue to use these criteria in evaluations and analyses in giving ‘due consideration’ to establishing bikeways and pedestrian ways. This will assist projects in documenting design decisions in the interim. Some additional design flexibility will be realized through the Trans 75 repeal, and further guidance will be captured in future FDM updates²³.

Further attention will have to be given to a more permanent policy for bicycle and pedestrian facilities for projects with federal funding and for projects on the National Highway System (NHS).

Pedestrian Rights in Streets

Chapters 341-348 and 350 of the Wisconsin State Statutes govern the rights in the roadway of all users. Chapter 349 requires municipalities to adopt traffic regulations in strict conformity with State law. Regulation by local authority is prohibited. These requirements imposed by the legislature prevent municipalities from creating separate traffic laws or rules of the road that differ in each community.

Efforts should be made with State representatives to amend Chapters 341-348 and 350 of the Wisconsin State Statutes, which would create legislation that equally protects the rights of all users of the road. Chapter 349 should remain, so that the rights are uniform throughout the State.

Bicycle and Pedestrian Plan for Brown County

The Bicycle and Pedestrian Plan for Brown County was adopted by the Brown County Planning Commission in 1994 as a way to create a comprehensive policy for bicycle and pedestrian accommodations in the county. The plan has subsequently been updated to satisfy Federal requirements and to include methods of *encouraging* bicycle and pedestrian travel, *enforcing* the proper use of bicycle and pedestrian facilities, and *educating* people about the benefits of using these alternative transportation modes.

²³ “Facilities Development Manual Memo dated June 24, 2016,” *Wisconsin Department of Transportation*.

This plan includes facility designs that have been tested nationally, have a proven level of performance, and are included in national design standards. The primary goal of the most recent update in 2013 is *“to reflect each community’s existing plans for bicycle and pedestrian facilities and build upon them to create a system of appropriately spaced and continuous bicycle and pedestrian corridors throughout the county that can be implemented at a relatively low cost.”*²⁴

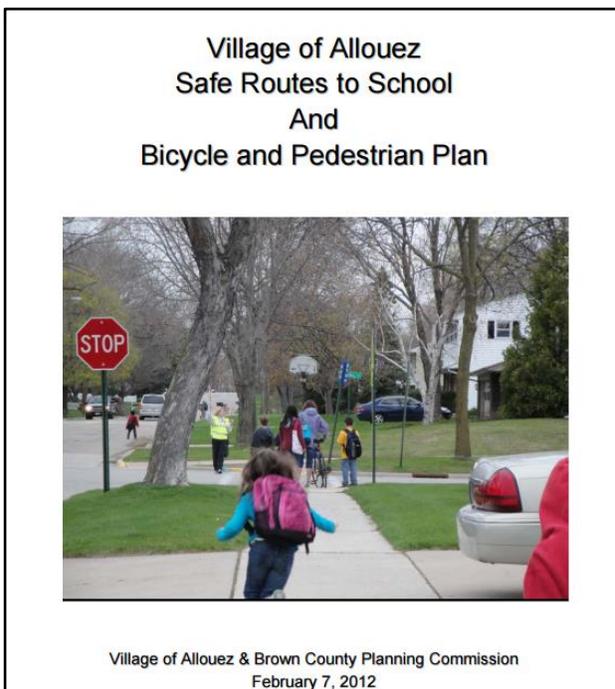
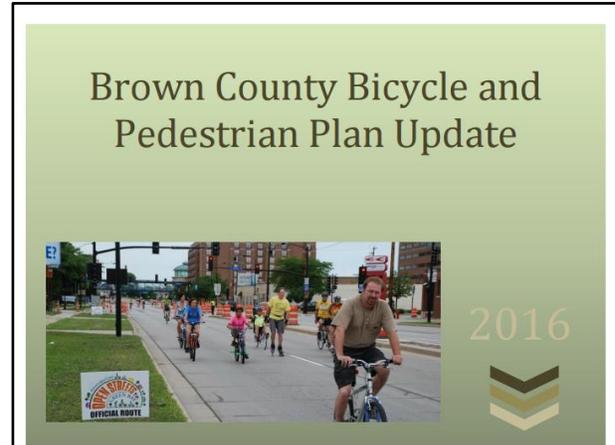
As our plan is being written, Brown County is conducting an update of the 1994 plan. If other recent plans Brown County has adopted can be a guide, it is assumed that the current update will include recommendations for creating a truly comprehensive and balanced transportation system. Recent plans call for equally incorporating several transportation modes and facilities that can be conveniently and safely used by the young, old, and everyone in between. However, the county plan does not have enough detail which would enable individual communities to adopt and incorporate the county recommendations into their own facilities and fiscal plans.

Safe Routes to School Plan

The Allouez Safe Routes to School and Bicycle and Pedestrian Plan (SRTS Plan) was adopted in 2012, with the purpose to:

Partner with school and village officials, parents, law enforcement, business owners, residents, and other stakeholders to create an environment where students and others can safely walk and bicycle to and from school and throughout Allouez in order to encourage a healthy and independent lifestyle, minimize transportation expenses and traffic near schools, and reduce vehicle related air pollution.

While this plan is an excellent resource in planning for the safety and well-being of school children, it does little to address the transportation needs to other destinations and facilities within the village or the recreational



²⁴ “Urban Street Design Guide,” *National Association of City Transportation Officials*.
<http://nacto.org/publication/urban-street-design-guide/>.

aspects of walking and bicycling in the village.

This plan works to integrate health, fitness, traffic relief, environmental awareness, and safety in developing routes for school-age children to travel to and from their respective schools. Most schools can be accessed by routes along residential streets, however, some routes are located along major roadways that make it hazardous for children to walk or bike to school. Most routes also lack continuous sidewalk connections and safe crossings.

The SRTS Plan focuses not only on education, but also on engineering and enforcement to provide safe routes to schools. Some of the engineering improvements recommended include the installation of curb ramps, signs, and painted crosswalks at designated intersections. The Village of Allouez received a federally funded grant from the Wisconsin Department of Transportation to complete sidewalk improvements to Webster Elementary School in 2017.

3.6 Existing Bicycle Facility System

Bicycle facilities are defined as marked shared lanes (bicycle routes), marked bike lanes, and shared-use paths (both paved and unpaved). When planning the type and location of bicycle accommodations in the village, it is not only important to take into consideration future needs, but the comfort levels of current users as well. Understanding the comfort levels of users will account for the current use of existing facilities and predict the reception of any new proposed facilities and the education level needed.

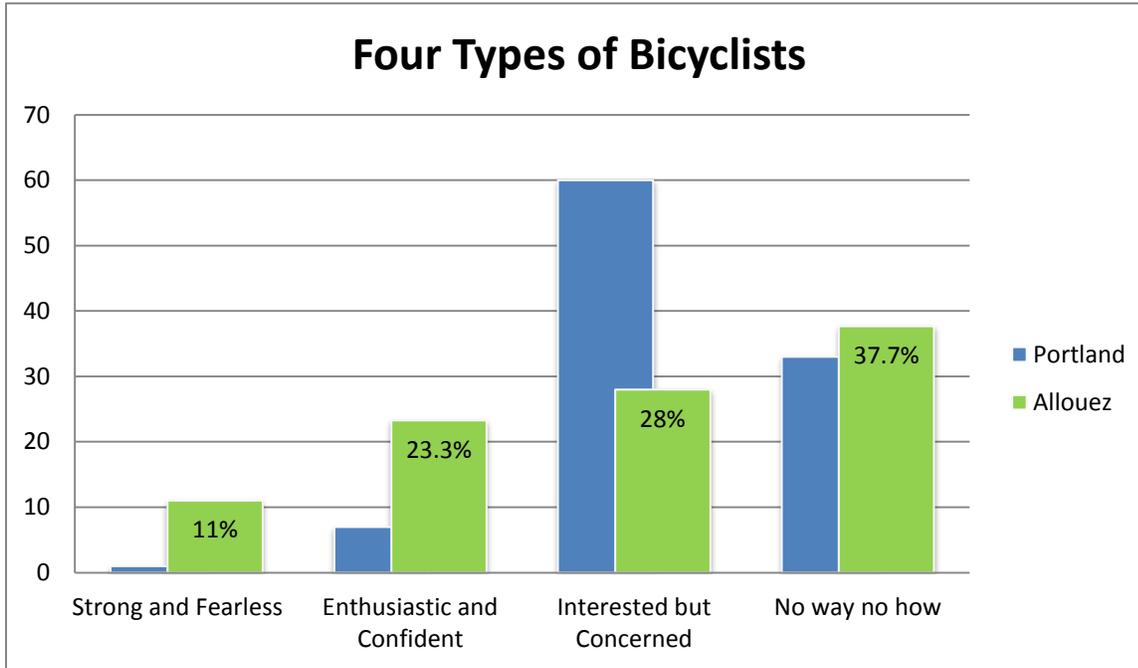
The Portland Bureau of Transportation classifies bicyclists into four categories when planning for bicycle accommodations. According to a recent study, the comfort levels of Portland bicyclists resemble the comfort levels of the rest of urban America and are used below to compare with the comfort levels of Allouez bicyclists.²⁵

Those who took the online survey accompanied with this plan were asked to describe their comfort level with riding a bike:

- I ride regardless of the roadway conditions;
- Enthused, but use the designated lanes/routes only;
- Interested, but concerned the current facilities are not safe; or
- Not interested in bicycling for transportation.

²⁵ Eric Jaffe, "The 4 Types of Cyclists You'll Meet on U.S. City Streets," *CityLab*, 06 January 2016. <http://www.citylab.com/commute/2016/01/the-4-types-of-cyclists-youll-meet-on-us-city-streets/422787/>.

Figure 3-5 Compares Allouez bikers with those of Portland. Portland users closely resemble the national average.



Four types of bicyclists:

- Strong and fearless: the users who will ride regardless of weather or roadway conditions.
- Enthusiastic and confident: the users who will be comfortable sharing the roadway with automotive traffic, but prefer to do so operating on their own biking facilities (designated lanes/routes).
- Interested but concerned: the users less comfortable riding in or directly next to traffic and will seek out a longer route if it is safer. This type may commute, but usually have a lower distance and inconvenience threshold.
- No way no how: the users who are novice bikers, children, and those primarily riding for recreation or are currently not interested in bicycling at all, for reasons of topography, inability, or simply a complete and utter lack of interest.

Facility Types

Bicycle lanes: At the present time, there are two streets in the village with bicycle lane facilities. These bicycle facilities are found on Hoffman Road and Allouez Avenue plus a short section at the north-most end of Libal Street (Baird Street). The minimum width for a bike lane is 4 feet to the left of parked motor vehicles, or 5 feet from the curb face. The recommended bike lane width is 5 feet. There must be a clear riding zone of 4 feet if there is a



longitudinal joint between the travel lane and the curb and gutter section. Where parking is permitted, the bike lane must be placed between the parking area and the travel lane, and the recommended width is 5 feet. The combination lane (parking and bike lane) should have a minimum width of 14 feet.



Bicycle routes: The marked shared lanes provide an area for bicyclists to occupy along the street and provide motorists with a visual reinforcement that the street is to be shared with bicyclists.

Several streets in the Village of Allouez are known by locals for having wider outside lanes that provide ample space for shared traffic, but signage for advertising bicycle routes is very limited.

Multi-use Trails: The multi-use trails in the village are paved facilities separated from the street. The widths of these trails are between 10-12 feet to accommodate users at a variety of levels and traffic in both directions. These trails tend to serve both recreational and



transportation purposes and are extensively used by both by bicyclists and pedestrians.

The Fox River Trail, East River Trail, and the new trail connection along the north side of STH172 west of Webster Avenue, are currently the only multi-use trails in the village. However, these trails are not open at night and provide limited or no lighting along the pathway. In addition to these multi-use trails, the village also allows bicyclists on Webster Avenue sidewalks.

3.7 Existing Pedestrian Facility System

Pedestrian facilities are defined as a sidewalk and shared use path (both paved and unpaved).

Pedestrian facilities should accommodate users of all ages and levels of abilities. Appropriate planning and designing must then be a priority to enable a safe and convenient pedestrian environment.

Map 2 illustrates the existing pedestrian facility system within the village. Sidewalks and the multi-use trails (discussed in the previous section) are the principal components of the village's pedestrian facility system.

It is recommended that the village adopt a consistent policy regarding when, where, and for whom sidewalks are to be installed. The lack of policy has led to inconsistencies in the installation of sidewalks with gaps in the network and varied alignments from one neighborhood and/or business to the next.

The majority of sidewalks in the village are five feet wide, with a grass border (terrace) between the roadway and sidewalk. However, sidewalks on Webster Avenue and Allouez Avenue do not have terraces, creating two recognized problems. The first is that this lack of separation between transportation spaces can lead to pedestrians feeling unsafe. They therefore, avoid walking along these streets altogether. The second problem is that there is no place for snow storage. Roadway snowplows

spray snow onto the sidewalk, which makes snow removal for both the abutting property owner and the village very cumbersome.

Village ordinance requires all sidewalks are to be maintained by the abutting property owner and snow must be removed within 48 hours of the completion of a snow event. The village will plow school routes following a snow event, as well as on the main routes of Libal Street, Hoffman Road, Webster Avenue, Riverside Drive, St. Joseph Street, following 6" or more of snowfall. Even if the village plows the sidewalks, residents are expected to do the finish shoveling and keep it clean.

The Cities of De Pere and Green Bay, both have an extensive sidewalk network that end at the boundaries with Allouez. The lack of a consistent sidewalk policy has led to this gap in the pedestrian network between the village and the adjoining cities.

3.8 Existing Crosswalks and Crossings

The Federal Highway Administration (FHWA) defines a pedestrian crossing as any location where the pedestrian leaves the sidewalk and enters the roadway.. Pedestrian crossings are either found as midblock crossings or street intersections (including roundabouts). At midblock crossings, pedestrians generally encounter traffic moving in two directions. At street intersections, traffic is usually moving in more than two directions, with turning vehicles. Overpasses and underpasses route pedestrians and cyclists above or below vehicular traffic and are typically used in situations where physical constraints or traffic flow prohibit a traditional crossing.



Pedestrian Hybrid Beacon (PHB) on Bluemound Road in Milwaukee County

All crosswalks in the village are currently unmarked or marked by parallel markings. The only push activated crosswalks are located heading north and south on Webster Avenue at the STH 172 overpass. Efforts are currently being made for a midblock crossing on Riverside Drive, between W Briar Lane and St. Francis Drive, in advance of the Wisconsin DOT's plans to reconstruct the state

highway. The midblock crossing will be a Pedestrian Hybrid Beacon (PHB), which is used to warn and control traffic at a mid-block crosswalk without other traffic signals. While slightly different in appearance, this beacon functions much like a conventional pedestrian signal in that it stops traffic to allow pedestrians to cross safely. Traffic is indicated to stop by a double red indication light, thereby creating a gap for pedestrians to cross. This PHB will be the first one allowed in Wisconsin on a State Trunk Highway with the traffic volume found on Riverside Drive (STH 57). The state and the village will monitor the effectiveness and safety of the crossing and determine if another similar crossing can be

utilized on the north section of Riverside Drive in the village.

3.9 Links to Transit

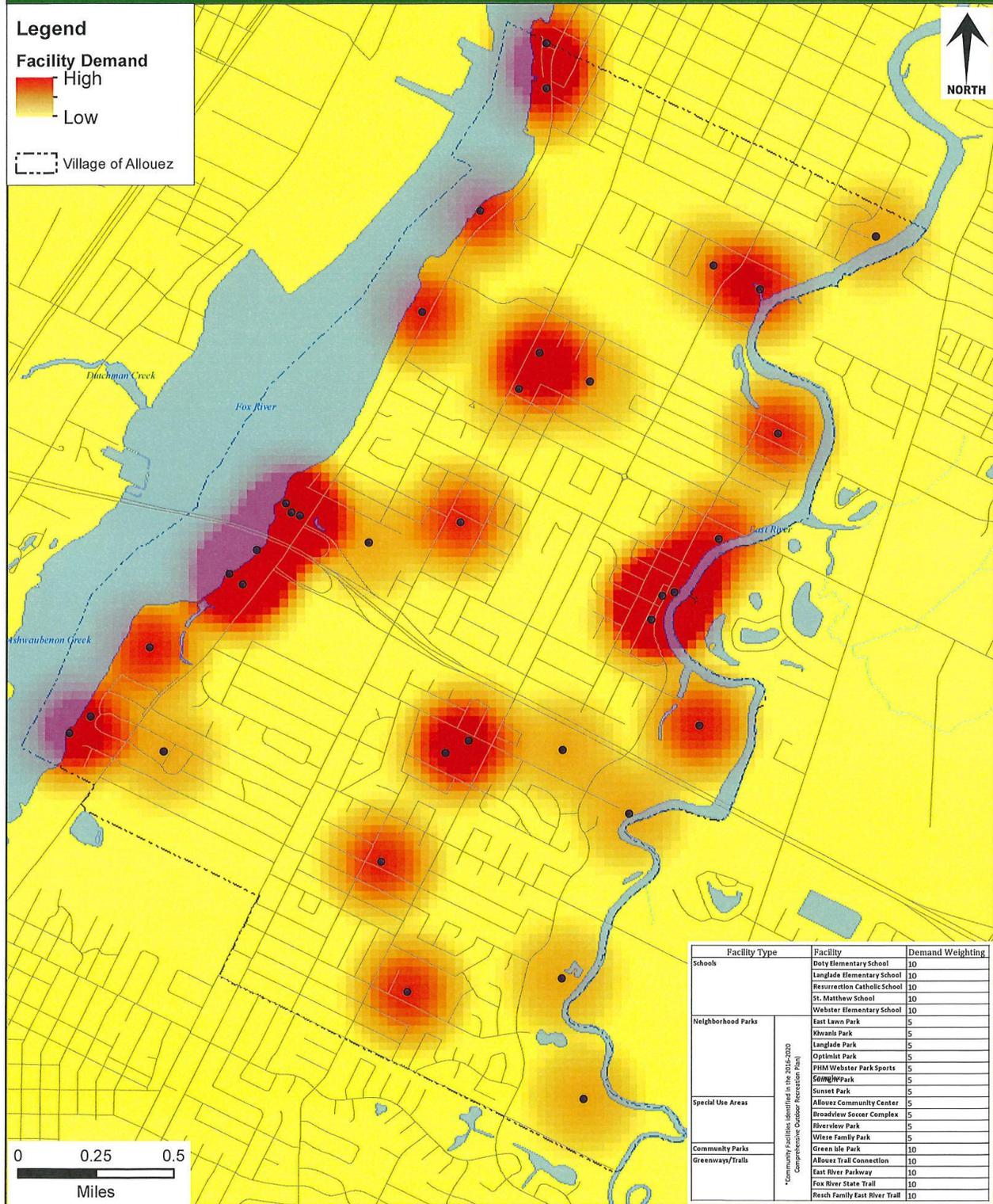
Transit is an extension of walking for transportation and has recently been adopted as an extension to bicycling as well. Transit can reduce traffic congestion and pollution and allow people to include active transportation in their daily commutes. Green Bay Metro Transit buses are equipped with bicycle racks, allowing riders to combine a bicycle trip and a bus trip. When a commuter is able to take a bicycle, the distance they are able to travel in a reasonable amount of time is greatly increased. Map 4 illustrates the only bus route that runs through the village.

Transit in its traditional form is largely dependent on high residential and workplace density, nodal destinations to serve and the high costs of automobile parking for its effectiveness. Other roadblocks preventing residents from utilizing the transit system, are limited hours of operation for shift workers and students, the lack of bus shelters for inclement weather, and long walks to bus lines.

3.10 Major Destinations and Public Facilities

Major destinations and public facilities such as schools, businesses, and community facilities and parks are shown in Map 6. These destinations and facilities are an important consideration in the development of this plan. Providing reasonable access to the majority of these locations for bicyclists and pedestrians is a main factor in the recommendations for transportation network improvements in this plan. Consideration should continue to be given to these types of destinations and facilities as further development and growth takes place in the village, including end of trip facilities, which are defined further in Chapter 4 of this plan and are not currently addressed.

Figure 3-8
Parks, Trailheads, Schools, and other Community Facilities
 Village of Allouez, WI



Chapter 4: Strategies and Facilities Plan

The following strategies seek to improve the environment for bicycles, pedestrians, and other non-motorized means of travel within the Village of Allouez. Strategies place an emphasis on the vision that bicycling and walking are important modes of travel that must be better incorporated into the community's everyday decision making. A facilities plan will identify public works improvements to guide transportation and recreation facilities development and reconstruction so people may, over time, find places to encourage their confident use of walking and bicycling. The strategies and facilities plan will provide guidance for planning, public works parks and recreation, and law enforcement to together provide safe and useful ways for people to walk and bicycle.

Key criteria and principals commonly used as the foundation in the development of strategies to improve the environment for bicyclists and pedestrians, include:

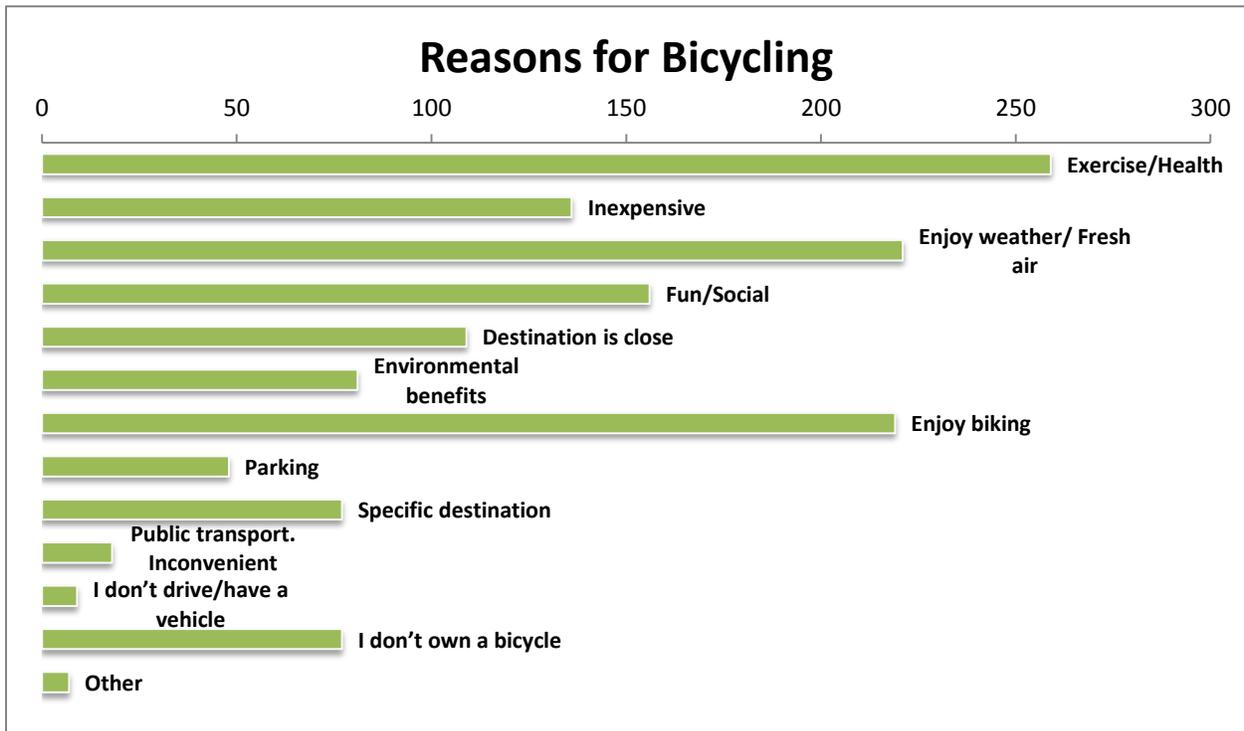
- **Safety.** Safety is of the utmost concern in the planning, design, development, and maintenance of the bicycle and pedestrian network. In addition, education and awareness of those who utilize the system is a key component related to safety as well as the enforcement of the laws.
- **Accessibility.** It is important to provide safe, direct, and convenient connections for bicyclists and pedestrians to their destinations, such as place of employment, schools, retail centers, and parks. In addition, barriers to accessibility must be accounted for in the development of the plan. When identifying barriers or impediments to movement, all segments of the population must be considered; including children, elderly, and those with mobility restrictions. Barriers may be related to poor physical design such as curbs, bench placement, grates, wide streets, poorly located pedestrian actuation buttons, inappropriate surfaces, etc. or be environmental such as: hills, snow, ice, overgrown vegetation, etc. These types of barriers, whether real or perceived, can restrict mobility and compromise safety.
- **Continuity.** The proposed network needs to offer a continuous, integrated network of sidewalks, pathways, and on-street routes with few gaps or missing segments (Note that some slow residential streets in the village can be pedestrian friendly as they exist, without the need for sidewalks).
- **Integration with Transit.** Providing convenient pedestrian access to transit routes is an important consideration in developing a viable pedestrian network system and can support use of transit. It also can play an important role with bicycle transportation; the availability of transit for bicyclists can provide additional incentives to use a bicycle and increase commuting travel distances.
- **Ease of Implementation.** The level of difficulty of implementing facility improvements at a specific location is a factor in determining the route that will be designated. It generally is not the overriding factor, but can be an important factor in selecting one route over another.

It is important to keep the differing purposes of travel in mind when considering improvements to bicycle and pedestrian facilities. This plan seeks to accommodate the diverse nature of the people using bicycle and pedestrian facilities, based on the varied expectations of the community, and the number of reasons why people bicycle and walk.

Generally, bicycle and pedestrian travel falls into three categories:

- Utilitarian: generally short trips to accomplish a specific purpose, such as shopping.
- Commuter: generally travel to a place of employment.
- Recreational: may be for exercise or to enjoy an open space area.

Figures 4-1 & Figure 4-2 The reasons survey respondents provided for walking and bicycling.



Note that the suggested timeframes for implementing plan strategies will occur incrementally over an extended time period due to budget constraints, limited staff resources, coordination with other departments and jurisdictions, timing of projects in relation to other projects, and multiple demands on staff time.

Each strategy listed below is assigned a specific department and suggested timeframe to ensure the strategies are carried out. Each timeframe is defined below.

- **On-going.** Projects, work activities, etc. where implementation should either be already taking place or should start upon adoption of the plan, and which requires continued or periodic attention.
- **Immediate.** Projects, work activities, etc. that are of a high priority where work should be undertaken within a year of the adoption of the plan.
- **Short-term.** Projects, work activities, etc. that should be undertaken within two to five years of the adoption of the plan.
- **Long-term.** Projects, work activities, etc. that are of a lower priority where implementation should commence upon completion of those strategies that are identified as being short-term.

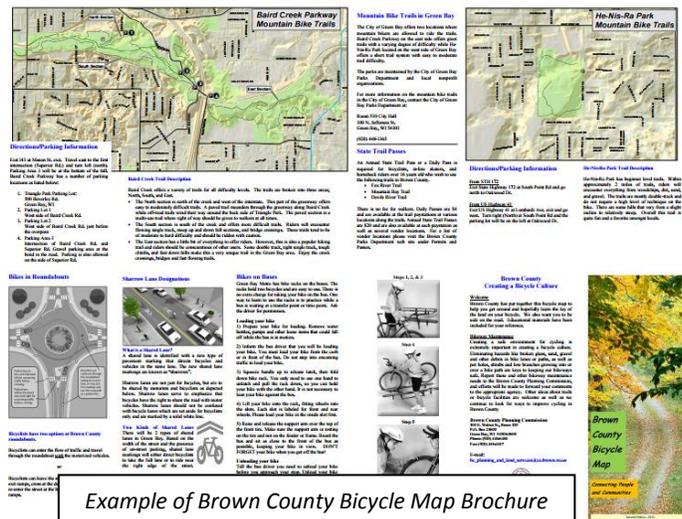
4.1 Education and Outreach Strategies

Goal – Develop programs that will inform and build awareness and acceptance of the need to provide walking and bicycling facilities in the roadway network and open spaces.

1. Informational Maps and Brochures. Develop and publish informational maps and brochures for

the multi-use pathway and bicycle street network system to inform users of:

- Route locations
- Mileages
- Location of key destinations points along and in the vicinity of the multi-use pathway
- Trail facilities beyond the Village’s jurisdiction such as the Fox River State Trail and the East River Trail



In addition, maintain a catalog of maps of bicycle and pedestrian related facilities that can be used for educational and planning purposes. Regularly update the route maps that are prepared and posted on the village’s website and make sure links to these maps are easy to find.

Responsibility: Parks, Recreation, and Forestry
Department & Planning Department

Timeframe: Short-term

2. **Multi-media.** The village website, social media, email notifications and public service announcements (NEW EYE) should include bicycle and pedestrian-related information for items such as:

- Safety tips
- Bicycling and pedestrian related laws and regulations
- Sidewalk-pathway-street etiquette
- Route maps
- Links to related sites
- Updates on construction projects
- Major detours affecting bicycle and pedestrian travel
- Information about recommended bicycle rack designs
- Schedule of bicycle and pedestrian-related events
- Informational brochures
- Training videos

The website should also provide an opportunity for the public to provide feedback and input on traffic, facilities, and the plan. This can serve as a clearinghouse for information, ideas, and suggestions to improve the bicycle and pedestrian environment in Allouez.

Responsibility: Planning Department

Timeframe: Ongoing

3. **Bicycle Parking at Private Facilities.** The Village Zoning Ordinance should be updated to require the placement of bicycle racks for employees and customers in new development plans in accordance with design recommendations of this plan. These bicycle racks should be conveniently located for bicyclists to increase visibility, and encourage greater use. The goal of the village is to make bicycle parking facilities available at all locations offering parking for motor vehicles (i.e. businesses, commercial, institutional, and multi-family developments).

The village should also work with businesses within TID#1 (Tax Incremental District #1) to promote the Façade Improvement Program which can provide supplemental funding for these new requirements or encourage the placement of bicycle racks for employees and customers in existing developments. In addition, the village could identify public property where bicycle parking could be implemented to serve older office, retail, and other enterprises having very limited off street facilities.

Responsibility: Planning Department

Timeframe: Ongoing

-
4. **Safe Routes to School Program.** Work with the Green Bay Public School System in supporting a system-wide Safe Routes to School Plan.

In doing so, encourage cooperation and involvement of the City of De Pere, the City of Green Bay, and the Village of Bellevue in the program, especially for parochial and middle schools attended by children from these communities, identifying facility improvements to eliminate gaps in “safe routes” to the various schools.

Some of this work to be completed includes providing pavement markings at crossings. Other improvements include completing and widening sidewalk infrastructure and ensuring adequate bike parking is provided for students and educators at the school.

The village should work with representatives of each school to encourage the involvement of school officials, teachers, parents, and students in promoting the use of existing facilities and development of refined solutions where adequately safe facilities are lacking. Encouraging walking and bicycling for travel to and from school should be viewed as a public health promoting endeavor for children.

Greater analysis of bicycle and pedestrian travel by school children is needed. Crossing guards are currently reporting the number of children they assist. Since many grade school students are driven to and from school, establishing appropriate traffic-calming strategies near schools and enforcing sidewalk snow removal and maintenance ordinances should be done to improve conditions for walking and bicycling.

Responsibility: Public Works Department, Planning Department

Timeframe: Ongoing

-
5. **Coordination with Organizations Representing Populations of Special Needs.** The village should work with groups such as the CP Center and the different aged adult facilities in the village to better understand facility design needs for the disabled and elderly. Periodic meetings with such groups would be beneficial to discuss and identify recreational and transportation issues in the public realm. Then appropriate corrective measures can be developed. Examples of issues include: placement of handicapped parking related to lift location on a vehicle, maintenance of handicapped parking spaces, placement of curb ramps at intersections, placement of pedestrian actuation buttons, signage alerting to presence of vision impaired individuals, identification of barriers and obstacles, etc.

Responsibility: Planning Department, Public Works Department

Timeframe: Ongoing

6. **Education and Promotion.** Work to broaden the appeal of recreational and transportation bicycling in the community through educational and promotional efforts. Examples include:
- Sponsoring events such as “bicycle to work” week and open streets.
 - Creating new events, promotions, and partnerships with organizations such as the Green Bay School District, YMCA, and other educational institutions in the village to promote bicycling and walking.
 - Partner with local, county, and state advocacy groups in organizing and promoting mass bike rides or walking events.
 - Develop educational and informational programs (i.e. PSAs for NEWEYE), which promote the benefits of bicycling and walking in the community and show places to walk and bike.
 - Promote “ride to work” programs with public and private employers, which promote bicycle commuting to work. Employer efforts should include providing acceptable parking and support facilities in order to make employees feel welcome bicycling to work. Employers should be encouraged to provide incentives to employees to encourage increased levels of bicycle commuting.

Responsibility: Community

Timeframe: Short-term and long-term

7. **Wayfinding Signage Program.** Support community efforts to develop and implement a village-wide wayfinding signage program that includes utilization of the trails within the village and identifies area destinations. Signs could even include estimated times to walk and bike to specific destinations from the sign location.



Pictures above provide an example of possible wayfinding signs. The signs shown above are found in Wichita, KS.

Responsibility: Public Works Department, Parks Recreation, and Forestry Department, and Planning Department

Timeframe: Long-term

8. **Incorporation of Bicycle and Pedestrian Interests.** Establish a standing committee focused on bicycle and pedestrian interests in the village where residents may express concerns and become involved in programs. At the very minimum, advocates of bicycle and pedestrian facilities should be a bigger part of existing committees like the Parks, Recreation, and Forestry Committee, the Plan Commission, the Economic Development Committee, and the Public Works Committee.
9. **Other strategies to consider:**
 - Develop an enthusiasm and excitement within the community for bicycling and pedestrian travel as a popular means for transportation and means to improve the environment and the health of all residents.
 - Develop a collaborative mindset among governmental agencies, community organizations, and surrounding jurisdictions in the development and promotion of bicycling and pedestrian facilities and travel.
 - Increase public and political awareness of the need of and benefits for bicycle and pedestrian facilities and a well interconnected multimodal transportation network.
 - Publish and distribute through current publications refutations to common myths believed by motorists.
 - Add sign locations and change existing signs to better acknowledge the equal rights of all road users (e.g. “Share the Road” to “Bikes May Use Full Lane”).
 - Identify programs to improve bicyclist knowledge of and compliance with traffic law.
 - Work with youth programs and camps and area bicycle groups to organize “Bike Rodeos” to teach children the skills and precautions of riding a bicycle safely.

4.2 Encouragement

Goal – Plan and provide opportunities for residents to engage in walking and bicycling for transportation and recreation as part of their daily lives.

1. **Bike to Work Day.** In many bicycle friendly communities, this event is the major bicycle transportation event of the year to encourage more people to ride. The village should work in partnership with outside organizations and business sponsors to help grow and promote the event. A strong partnership with the Allouez Business Association is especially recommended for this event.

Responsibility: Planning Department

Timeframe: Short-term

2. **Bike and Walk to School Days.** These events are typically important components of Safe Routes to School programs, which encourage and educate students about getting to school by bicycling

or walking. National resources are available to help school districts plan these events, but the village should make an effort to disseminate these resources to local school districts.

Responsibility: Planning Department

Timeframe: Short-term

- 3. Open Streets Events.** Open streets initiatives temporarily close streets to automobile traffic, so that people may use them for walking, bicycling, dancing, playing, and socializing. The purpose of Open Streets events are to bring together community groups and local businesses to temporarily close major thoroughfares to car traffic, and open them up for people walking, bicycling, skating, dancing, playing, and socializing.



Photo is from the City of Green Bay's annual Open Streets event.

The event could be coupled with a local community festival, but would serve as a way to give residents an opportunity to explore their neighborhood and local businesses in a safe, fun, and family-friendly way. It would encourage the use of active transportation and healthy living, and be an opportunity to rethink our streets as public space.

Responsibility: Planning Department, Public Works Department

Timeframe: Short-term

- 4. Bicycling and Walking Maps.** The Village of Allouez and Brown County already maintain trail and bicycle facilities maps. These maps should be continually updated as new facilities are put into place. The village should consider working with Brown County to upgrade the bicycle facilities map to a level of comfort map, which would use a Level of Traffic Stress assessment and marking of steep grades to indicate to bicyclists what streets are most comfortable for riding for a large range of bicyclist types (i.e. the "Interested, but Concerned" bicyclists).

Responsibility: Planning Department

Timeframe: Intermediate

Other possible projects:

- Encourage more residents to walk and/or bike as a means to reduce dependence on motorized vehicles, conserve energy, and increase physical activity.
- Sponsor events such as runs or open streets events that encourage wider use of community facilities.
- Install additional lighting along heavy trafficked areas that will increase the level of safety felt among users.

- Develop a marketing campaign to promote the benefits of walking and bicycling, partnering with the Brown County Department of Public Health or area health institutions.
- Partner with other jurisdictions and private groups to investigate a Bike Sharing program.
- Continue the development of directional signage for commonly traveled bicycle routes.
- Encourage prioritization of street projects that include high-priority bicycle and pedestrian improvements identified in this plan.
- Include encouragement of bicycle parking at businesses and recreation facilities through ordinance updates.
- Designate bicycle friendly businesses.
- Encourage people to bicycle/Walk to the Allouez-Bellin Health Farmers' Market program.
- Install bicycle parking at bus stops.
- Publicize bicycle registration program.

4.3 Engineering Strategies and Facilities Planning

Bicycle facilities, pedestrian facilities, shared-use path facilities, crossings, and other physical infrastructure recommendations are identified and discussed in this section.

When recommending physical infrastructure, it is important that the recommendations are not arbitrarily decided upon. Consideration of the following was important when making facility recommendations:

- AASHTO (American Association of State Highway and Transportation Officials) and NACTO (National Association of City Transportation Officials) standards.
- Facility demand and analysis. Map 5 shows the ¼ mile area (the distance an average person will walk to a destination) from all concentrated employment, commercial, and residential developments. Map 6 illustrates the different user demand weights on community facilities. These figures aid in displaying which streets have the highest facility demand in the village.
- Improving east-west connections in the village.
- Existing right-of-way and physical constraints such as trees, grade, and utilities.
- The Department of Public Works Five Year Street Reconstruction Schedule.
- Previously adopted plans.
- The online survey and other public input responses.
- Economic feasibility compared with safety and usership.
- Connections with current and planned facilities in adjoining jurisdictions.

While the above considerations were given to the facilities recommended in this plan, the recommendations are not meant to be as-built plans and further engineering investigative work is required prior to implementation.

Goal – Incorporate design standards in the planning, engineering, and construction or reconstruction of Allouez streets and roads. Fully anticipate and provide for persons walking and bicycling as well as traveling in driven and autonomous vehicles.

Bicycle Facilities

Bicycle Network. Develop a village-wide bicycle transportation network that utilizes both on-road bicycle facilities and shared-use paths. The network should identify efficient routes that serve the bicyclist's needs for directness, safety, continuity, and ease of wayfinding. The network should provide well-marked, convenient connections that link a residence with key destination points and major activity centers such as: major places of employment, schools, retail centers, parks and community facilities, and facilities for bicycles in neighboring jurisdictions.

The recommended configuration of bicycle facilities for the village, illustrated in Map 1, shows existing and proposed facilities to be implemented in the village. Proposed bicycle facilities outweigh existing bicycle facilities. The addition of these facilities should be added, where appropriate, to streets with existing sufficient pavement space or as streets are reconstructed.

Design alternatives will vary from street to street, depending on pavement width, lane width, available right of way, traffic characteristics (street parking, traffic volume, and traffic speed), and the proximity to other viable facilities. Ideally, the bicycle network will include bicycle lanes on both sides of the street or a cycle track on one side of the street (where traffic characteristics warrant), signing of the facility, and bicyclist actuation of signals at intersections.

Of course, outside factors may create a bicycle network that is not the "ideal form," but the network shall still provide unbroken bicycle connections and denote a strong bicycle presence on the street. For example, Riverside Drive (STH 57), meets the AASHTO traffic characteristics for a bicycle lane, however, a bicycle lane was not included in the reconstruction of this road because of the limited right-of-way. The Fox River Trail, which runs parallel to Riverside Drive, was determined to satisfy the bicycle demand.

Painted edge lines, shared-lane markings, wide curb lanes, shared-use paths, or other innovative design alternatives may also be used in locations where practical or where space constraints may limit the continuous installation of bicycle lanes or cycle tracks. Examples of innovative design alternatives include: textured or colored bicycle lanes, advance bicycle stop lines at intersections (bicycle boxes), traffic calming techniques to reduce motorized vehicle speed, bicycle detection at signalized intersections, bicycle boulevards, and buffered and separated bicycle lanes. Regardless of the design alternative, signing of the facility should be incorporated, clearly marking the bicycle network to bicyclists and motorists.

The bicycle facilities that make up the bicycle network are further defined below.

➤ Bicycle Lanes

Standard Bike Lane - Bike lanes are marked by striping, signs and pavement markings as an exclusive travel lane for bicyclists.

Typical Dimensions: 5' - 8'

Typical Applications: Streets with travel speed between 25 - 35 mph. Acceptable traffic volume levels may vary, but most helpful on streets $\geq 3,000$ Annual Average Daily Traffic Volume (AADT).



Buffered Bike Lane – Bicycle lanes fitted with an additional buffer to provide additional “shy” distance between bicyclists and passing traffic.



Typical Dimensions: 4'-5' bicycle lane paired with 3' buffer.

Typical Applications: Same as standard bicycle lanes, but conditions such as traffic speed and volume make additional separation preferable for most bicyclists.

Protected Bicycle Lane/Cycle Track – Bicycle lanes that use a physical barrier, such as planters, curbs, parked cars, or other buffers, to create the feel of an off-road bicycle path within the constraints of an existing roadway. Also known as a “Cycle Track.”

Typical Dimensions: 5'-8' bicycle lane paired with a 3' buffer containing a physical barrier.

Typical Applications: Roadways with high traffic volumes and speeds where bicycle lanes are insufficient to alleviate user stress.



Colored Bicycle Lane – Colored treatment can be used on any bikeway to increase its



visibility and reinforce yielding to bicyclist in conflict areas.

A preformed thermoplastic green marking material should be used versus other available green marking materials like epoxy paint because of the durability and skid resistance. Thermoplastic markings are ready made panels or shapes that are manufactured with skid-resistant grit all the

way through the panels, so as they wear down over time there is skid-resistance throughout the life of the marking. The preformed thermoplastic pavement markings do have a higher initial upfront cost, but they are significantly longer lasting than green roadway traffic paint (5-8 years versus 6 – 12 months respectively).

Typical Applications: Areas of frequent conflict between motor vehicles traffic and bicyclists such as intersections and driveways. Also used to deter vehicles from illegally parking in bicycle lanes.

➤ Shared Roads

Bicycle Route – A method used to designate preferred routes for bicycle traffic. Often employ pavement markings (sharrows) and signs to alert motorists to the presence of bicyclists and to provide wayfinding assistance. These routes generally have lower traffic volumes resulting in fewer bicycle/motorist conflicts and safety concerns. They provide the connections from the neighborhood areas to the primary routes. Each route would be signed to designate the street as part of the system, informing bicyclists that the route connects to a primary route, shared-use path, or other destination. Signage indicating that “bicycles may use full lane” should be erected along heavily-traveled routes without separate bicycle facilities. Additional attention will also have to be provided at crossings along the signed route, either marked or controlled.



Typical Applications: Preferred on low volume roadways (≤ 3000 AADT) with travel speeds ≤ 25 mph. May be used on low volume roadways with travel speeds ≤ 35 mph if space constraints rule out bicycle lanes.

Bicycle Boulevard – Continuous stretches of shared roads that give priority to bicycle



travel by removing frequent stopping. Use signs, pavement markings, speed controls and volume management techniques (traffic calming) to discourage motor vehicle through traffic while allowing bicycle through traffic.

Typical Applications: Low volume residential streets with travel speeds ≤25mph.

Shared Lane – These streets are generally local residential streets or streets having direct access to the local or primary routes or the off-street pathway network. Generally, traffic volumes are low on these streets as well as vehicle speeds. No special treatments such as street markings or signing would be provided.

Responsibility: Public Works Department

Timeframe: Ongoing

Bicycle Parking and End of Use Facilities. Bicycle storage, parking, and repair stations should be encouraged in commercial, office, high density living, and public destinations. On-street routes and shared-use paths are not viable options for transportation if cyclists cannot safely and securely store their bicycles upon arriving at their destination. The Federal Highway Administration advocates that a key ingredient to encourage bicycling at the local level is secure bicycle parking. The storage areas should be visible, accessible, convenient, and plentiful.

All bicycle parking facilities fall into two categories: short-term and long-term. The majority of bicycle parking is short-term parking (<2hours). Short-term bicycle parking, like the racks discussed below, should be considered when discussing commercial, retail, medical/healthcare, parks and recreation areas, and community facilities, especially those along the marked bicycle network. Long-term bicycle parking, like bicycle lockers or racks in secured parking garages, offer increased security and protection from weather. Long-term bicycle parking should be considered when discussing residential, workplace, or transit developments.



Bicycle repair stations

Parking Time



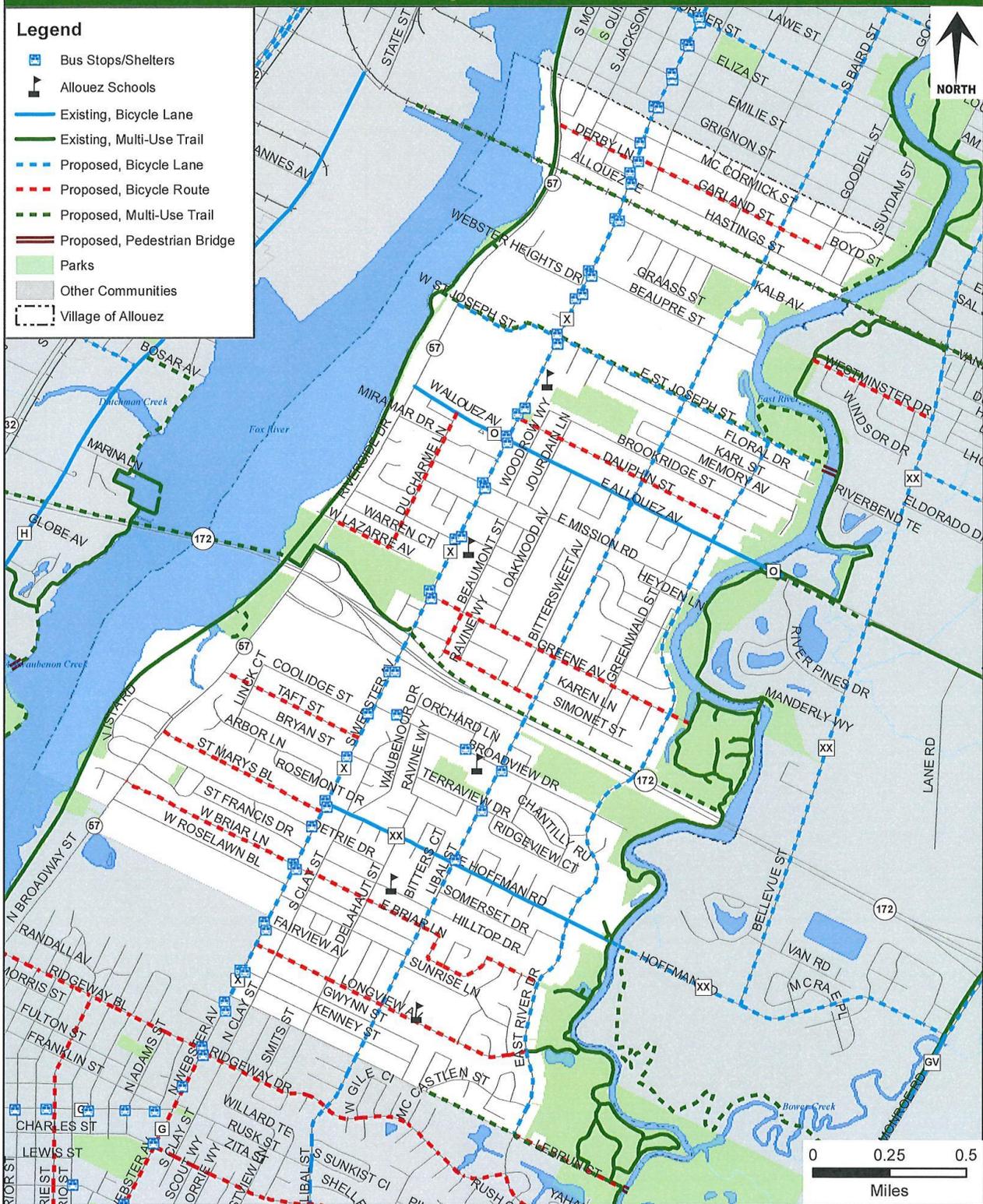
SHORT TERM

Convenience
Ease of Use

LONG TERM

Security
Weather Protection

Figure 4-3
Existing and Proposed Bicycle Facilities
 Village of Allouez, WI



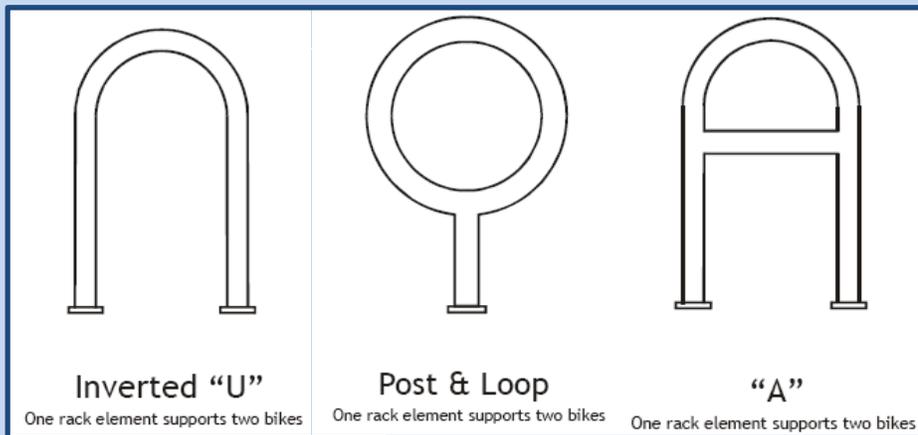
➤ Bicycle Rack Designs and Specifications

Bicycle Parking Devices – Typical criteria used to evaluate bicycle parking devices are security (and how well the device works with common bicycle locks), durability and resistance to vandalism, ease of use, aesthetics, and cost.

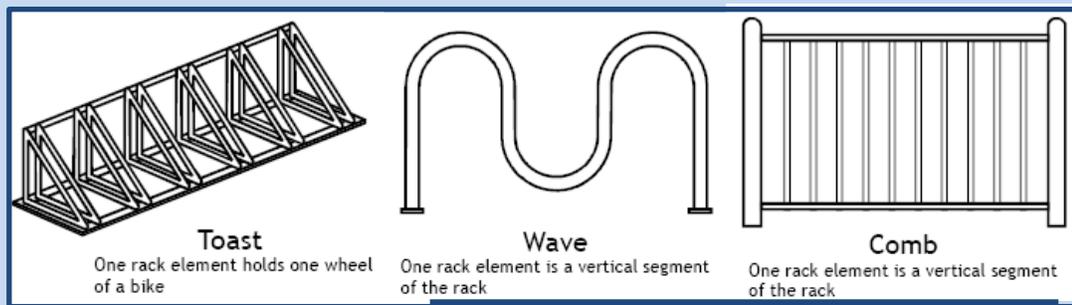
AASHTO recommends that bicycle racks should:

- Not bend wheels or damage other bicycle parts.
- Accommodate high-security U-shaped bike locks.
- Accommodate locks securing the frame and both wheels (preferably without removing the front wheel from the bicycle).
- Not impede or interfere with pedestrian traffic.
- Be easily accessed from the street and protected from motor vehicles.
- Be visible to passersby to promote usage and enhance security.
- Be covered where users will leave their bikes for a long time.
- Have as few moving parts as possible.
- Accommodate a wide range of bicycle shapes and sizes.
- Be simple to operate.

Below are a variety of bicycle racks that meet the above mentioned requirements, as well as bicycle racks that are not recommended because they fail to one or more of the requirements.



Recommended types of bicycle racks.
Source: *Bicycle Parking Guidelines APBP*

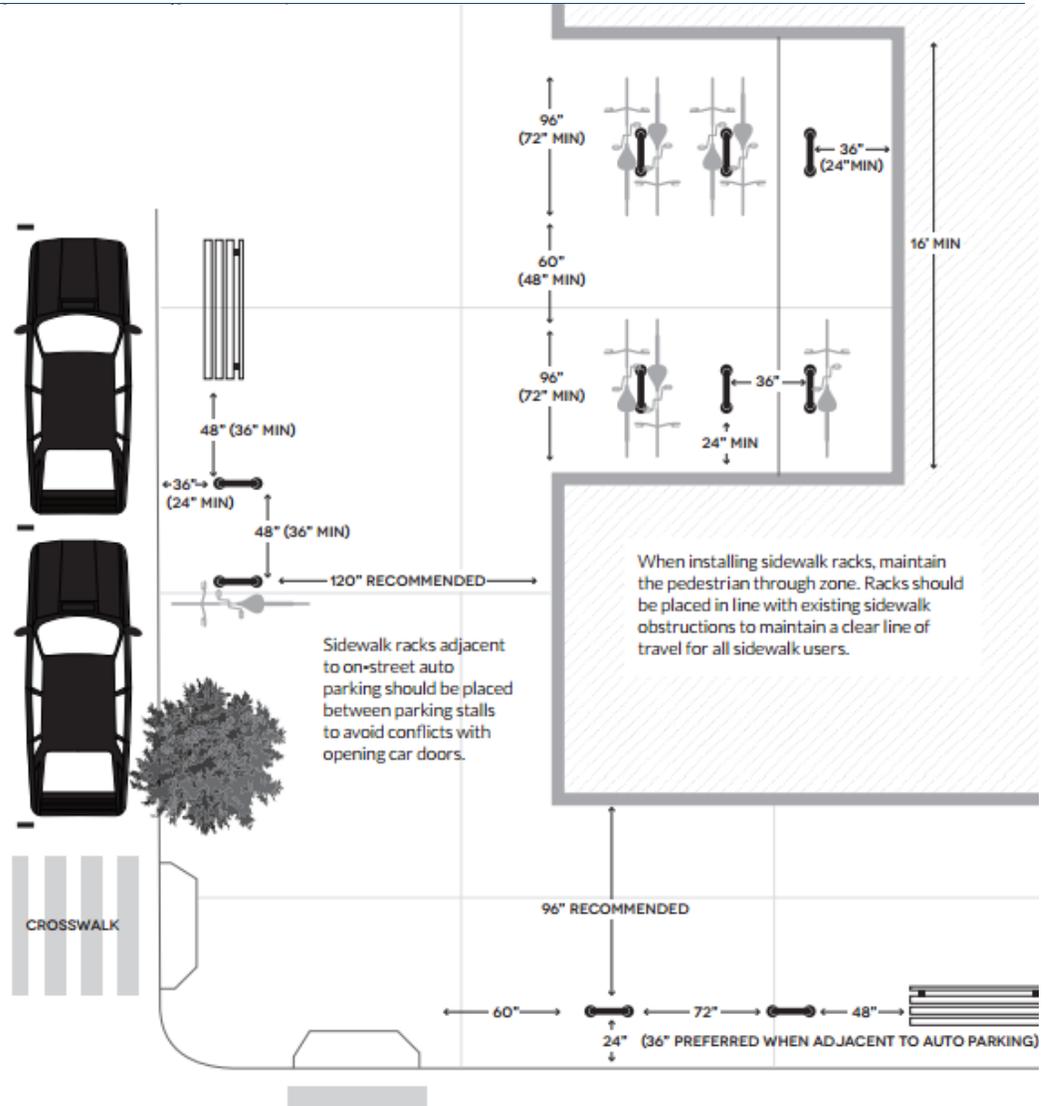


Bicycle Racks that are not recommended.
Source: *Bicycle Parking Guidelines APBP*

Bicycle Rack Areas and Site Locations – In addition to basic bicycle rack design, the layout of bicycle rack areas and the location to where they are placed relative to site design is crucial to how often they will be used. Items to consider when reviewing the location of bicycle parking on a site plan include:

- Visibility – Cyclists should easily spot short-term parking when they arrive from the street.
- Access – The parking area should be convenient to building entrances and street access, but away from normal pedestrian and auto traffic. Avoid locations that require bicyclists to travel over stairs.
- Security – Surveillance is essential to reduce theft and vandalism. For security, locate parking within view of passersby, retail activity, or office windows.
- Lighting – Bicycle parking areas should be well lit for theft protection, personal security, and accident prevention.
- Weather protection – Whenever possible, protect bicycle parking area from weather (especially long-term parking). An existing overhang or covered walkway can be used or a separate canopy or roof structure can be constructed.
- Avoid conflict with pedestrians – Locate racks so that parked bicycles do not block the pedestrian path.
- Avoid conflict with automobiles – Separate bicycle parking with space and a physical barrier from auto parking, road areas, bus stops, and loading areas.

The Association of Pedestrian and Bicycle Professionals (APBP) provide minimum recommended dimensions for bicycle rack areas, as seen in the illustration below. Their guidelines also suggest that large rack areas, with a high turnover rate, have more than one entrance.



Zoning Regulations – Bicycle parking requirements should be included in the existing zoning codes where motor vehicle parking is discussed for new development, reuse of facilities, and redevelopment. Further research will be necessary to custom-tailor requirements to fit Allouez, but should include the following elements:

- Number of spaces required – Bicycle parking ordinances should clearly indicate how many bicycle parking spaces are required, either as a function of the type of development (retail, office, residential, etc.) or as a standard percentage of the required off-street automobile parking. For example, the City of Denver requires that off-street automobile parking facilities of 20 spaces or more provide bicycle parking equal to five percent of the automobile parking space required.
- Type of permitted racks – Bicycle racks that support the bicycle by the wheel alone should not be permitted.
- Location of bicycle racks – Bicycle racks should be located in a safe, convenient, and easily accessible location relative to the entrance of the building. If necessary, the location should be clearly marked for the bicyclists.
- Other elements – The requirements can also address lighting of bicycle racks, requirements to retrofit existing public buildings, protection from weather for year-round use, and provisions that would allow for reductions in off-street parking requirements for site plan and design review submittals that include bicycle parking facilities or when a bus transit route is nearby.

Responsibility: Parks, Recreation, & Forestry Department,
Planning Department, Public Works Department

Timeframe: Ongoing & Immediate

Pedestrian Facilities

Sidewalks form the backbone of the pedestrian transportation network. Without sidewalks, public rights-of-way are inaccessible to all pedestrians, including people with disabilities. When sidewalks are not available, pedestrians are forced to share the street with motorists, access to public transportation is restricted, and children might not have safe space to play or get to and from school. Federal regulations do not require agencies to build sidewalks. Therefore, in Wisconsin, sidewalk prioritization and funding is often left up to the local municipality making the discussion more political over diminishing transportation funds.

Priority should be given to constructing a quality sidewalk network versus seeking a sidewalk on every street. A quality sidewalk network means eliminating system gaps and obstacles to provide convenient and safe connections that link a residence with key destination points and major activity centers such as: major places of employment, schools, retail centers, parks and community facilities, and facilities in neighboring jurisdictions.

Eliminating system gaps is important in order to reduce hazards and safety issues that may exist and encourage greater usage and a more “walkable” community. The Public Works Department has identified some of the sidewalks gaps shown in Map 2. These gaps may be addressed, likely by primarily using funds from the operating budget in the next 10 years.

The village should work closely with area organizations and institutions such as the CP Center, the Green Bay YMCA, and the Aging and Disability Resource Center (ADRC) to ensure that pedestrian issues affecting children, the elderly, and disabled are identified and addressed. Examples of pedestrian barriers and obstacles include: curbs at crosswalks, narrow sidewalks, inappropriate surfacing materials, tree grates, utility poles, poorly placed pedestrian actuation buttons, benches, overgrown vegetation, etc.

This plan should be utilized for determining minimum pedestrian needs and sidewalk standards for the construction of sidewalks. Further engineering work will be required to determine the final placement of the proposed pedestrian facilities in relation to the roadbed and how the sidewalks work with existing grades, utilities, and vegetation – minimizing impacts where practical.

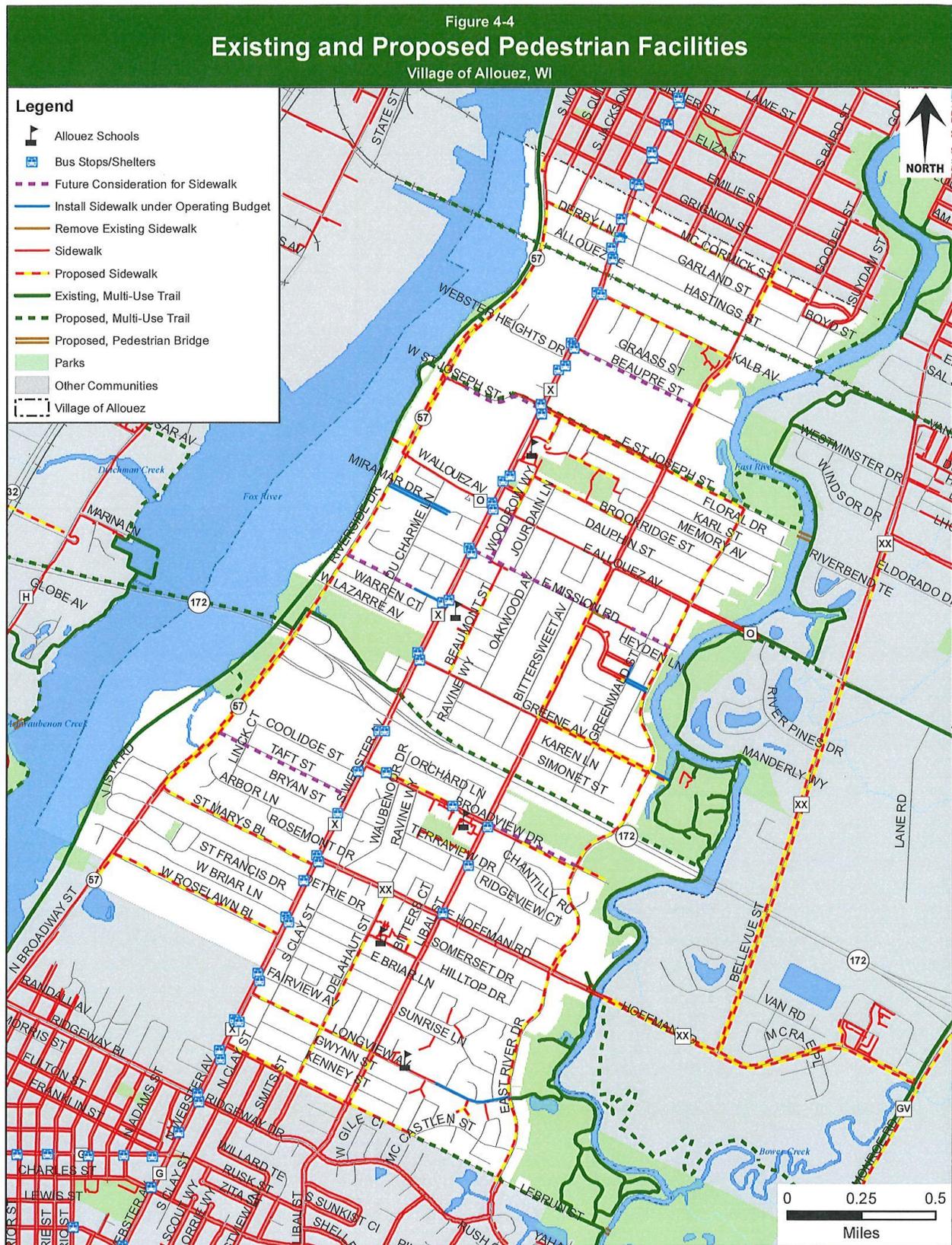
Constructing a new sidewalk at the time a road is reconstructed makes the most sense both logistically and financially. Engineering and design work is not duplicated and the equipment, crews, and road closures can happen all at once. It can be expected that adding sidewalk to one side of the street during a road reconstruction project will add anywhere from 4-8 percent to the project costs. However, constructing a sidewalk as a standalone project, separate from a road project, is at least 50 percent greater.

The Village Board should review its policy for the construction of sidewalks in new developments and redevelopments. There is currently no ordinance for the construction of sidewalks and past practice has been inconsistent. A suggested approach is to treat sidewalks the same as the construction of roads and have the village cover the cost for construction and maintenance of planned facilities. Facilities identified in this plan would serve as a guide for construction.

Input from affected neighborhoods should be solicited for all projects.

The Federal Highway Administration has published the minimum design standards for installing new sidewalks. The standards are identified below and focus on sidewalk characteristics that have the greatest impact on accessibility, such as grade and surface type. Other characteristics such as location, type of street, and climate also affect the pedestrian friendliness of a sidewalk but do not directly impact access. Access characteristics directly affect usability of a sidewalk. The amount of attention paid to these details will determine whether a facility is accessible or not. Even mildly difficult features in combination can add up to an inaccessible pathway.

➤ Access Characteristics

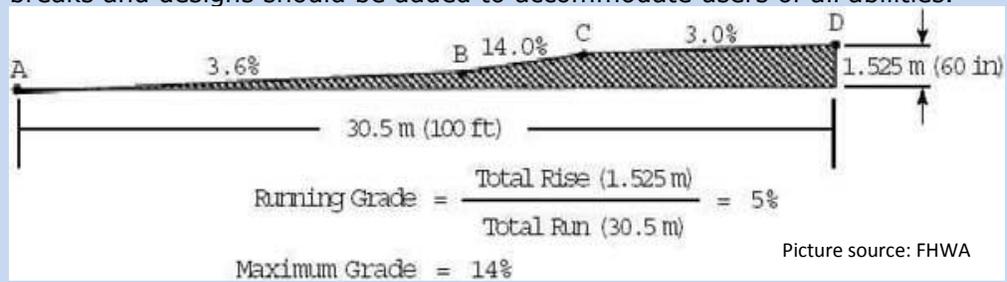


Grade Grade (slope) is defined as the slope parallel to the direction of travel and is calculated by dividing the vertical change in elevation by the horizontal distance covered. It is important to keep in mind both a limited section of grade (maximum grade) and the continuous grade (running grade) when designing a pedestrian environment. While AASHTO allows for the continuous grade of sidewalks to be consistent with the continuous grade of adjacent roadways, small step sections of sidewalk (intervals of 2' - the approximate length of a wheelchair wheelbase, or a single walking pace) should be identified and the appropriate breaks and designs should be added to accommodate users of all abilities.



Picture source: American Trails

A railing and a landing (flat resting space) along a steep grade should always be provided.



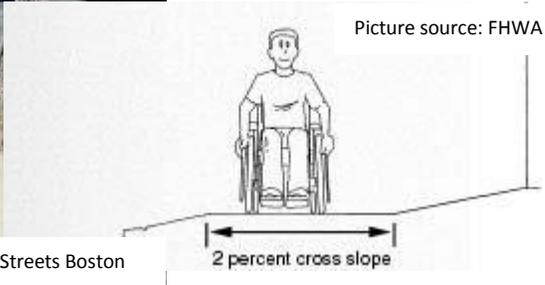
Picture source: FHWA

Cross-Slope Cross-slope is defined as the slope measured perpendicular to the direction of travel. Unlike grade, cross-slope can be measured only at specific points. Cross-slope is determined by taking measurements at intervals throughout a section of sidewalk and then averaging the values. Sidewalks should lie in a continuous plane with a minimum of surface warping. Common problems are frequently found at driveway crossing flares and curb ramps without landings. Steep or rapidly changing cross-slopes can make it difficult for wheelchair or crutch users to maintain lateral balance, can cause wheelchairs to veer downhill or into the street, or can cause walking pedestrians to stumble or fall.

Sidewalks are built with some degree of cross-slope, to allow water to drain into the street and to prevent water from collecting on the path. AASHTO requires the cross-slope of roads to be at least 1.5 percent to permit adequate drainage, but does not provide a standard for sidewalks. However, the Americans with Disabilities Accessibility Guidelines (ADAAG) do not permit cross-slopes to exceed 2 percent.



ADA requires cross slopes no larger than 2%, however, some sidewalks have cross-slopes that match the grade of the driveway and a level area is not provided along the sidewalk path.



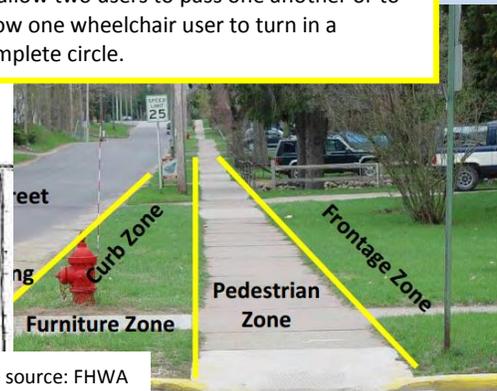
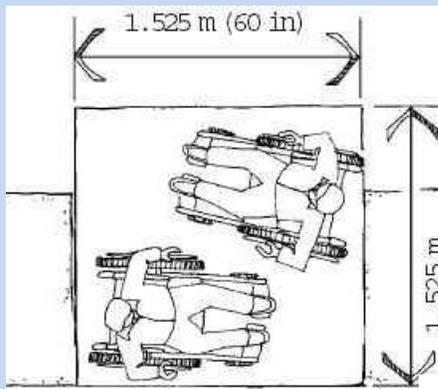
Picture source: Calm Streets Boston

Picture source: FHWA

Width The widths of sidewalks not only affect pedestrian usability but also determine the types of access and other pedestrian elements that can be installed. The standard sidewalk for residential areas should be at least 5' (60") wide. However, areas with higher volumes of pedestrians, areas with commercial activity, or areas with amenities such as street furniture, trees, or utility poles should be adjusted accordingly. If site constraints require a sidewalk to be narrower than 5' wide, ADAAG requires a 5'x5' passing space at minimum of every 200'.

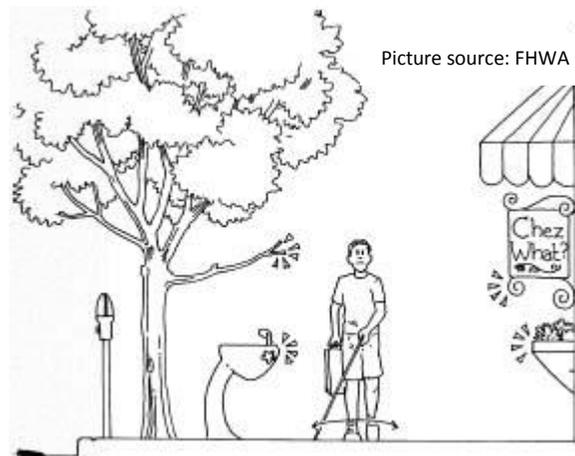


The pedestrian zone should always be a minimum of 5' (the amount of space needed to allow two users to pass one another or to allow one wheelchair user to turn in a complete circle).



Picture source: FHWA

Vertical Clearance Vertical clearance is defined as the minimum unobstructed vertical passage space required along a sidewalk. Vertical clearance is often limited by obstacles such as building overhangs, tree branches, signs, and awnings. The standard vertical clearance recommended by ADAAG is 80".



Picture source: FHWA

Changes in Level

Changes in level are defined as vertical height transitions between adjacent surfaces or along the surface of a path. In the sidewalk environment, curbs without curb ramps, cracks, and dislocations in the surface material are common examples of changes in level. Changes in level also can result at expansion joints between elements such as curb ramps and gutters.

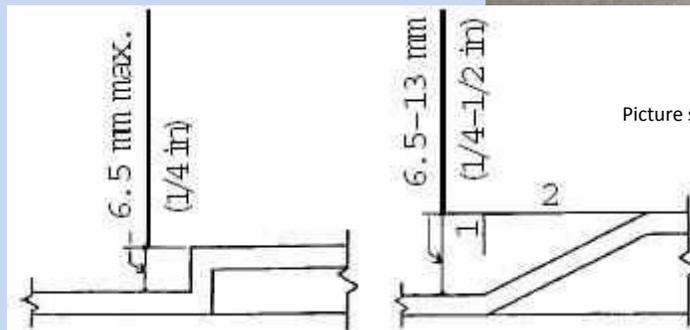
Changes in level can cause ambulatory pedestrians to trip or catch the casters of a manual wheelchair, causing the chair to come to an abrupt stop. People who are blind or who have low vision might not anticipate changes in level such as a buckling brick sidewalk. The Federal accessibility standards permit changes in vertical level to be less than 0.25" high, but require changes in level between 0.25" and 0.50" to have a maximum slope of 1:2.



Picture source: City of Portland, Oregon



Picture source: City of Middleton, Wisconsin



Picture source: FHWA

Grates and Gaps A grate is a framework of latticed or parallel bars that prevents large objects from falling through a drainage inlet, but permits water and some debris to fall through the slots. A gap is a single channel embedded in the travel surface of a path. Gaps are often found at intersections where railroad tracks are embedded into the road surface. Wheelchair casters and crutch tips can get caught in poorly aligned grate and gap openings. ADAAG specifies that grates located in walking surfaces should have spaces no greater than 0.5" wide in one direction. Gratings with elongated openings should be oriented so that the long dimension is perpendicular to the dominant direction of travel.



Picture source: FHWA

The grate shown in this picture is not appropriate. Grates and gaps should be avoided if possible in the pedestrian zone. However, if necessary, grates and gaps should be perpendicular to the normal flow of traffic and have spaces no larger than 0.5".

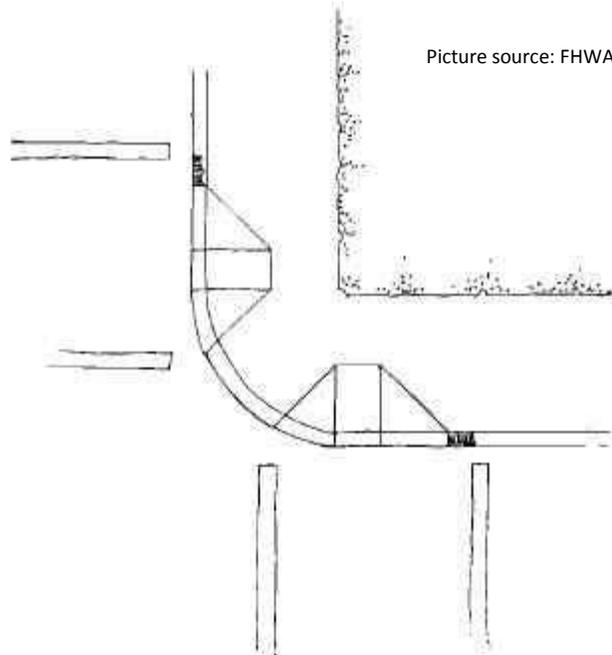
Surface Surface the material on which a person walks or wheels in the pedestrian environment. The type of surface often determines how difficult an area is to negotiate. For example, level concrete can be traversed without much difficulty by most people, while a gravel surface can be impossible for some people, especially wheelchair users, to cross.

Surfaces in sidewalk environments are generally concrete or asphalt, but can also include tile, stone, and brick. Most guidelines for accessibility adhere to ADAAG, which defines accessible surfaces as firm, stable, and slip-resistant. Firm and stable surfaces resist deformation, especially by indentation or the movement of objects.

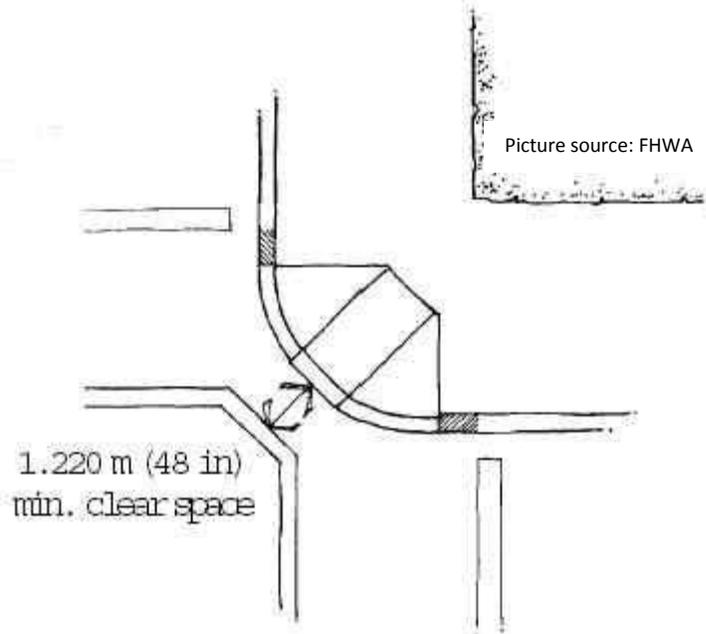
Curb Ramps Curb ramps provide critical access between the sidewalk and the street for people with mobility impairments. Without curb ramps, people who use wheelchairs cannot access the sidewalk. Curb ramps are most commonly found at intersections but may also be used at midblock crossings and medians. The regulations implemented for Title II of the Americans with Disabilities Act require curb ramps to be included in all new construction of sidewalks. The regulations also require curb ramps to be installed where existing pedestrian walkways cross a curb or other barrier.

Curb ramps can be configured in a variety of patterns, depending on the location, type of street, and existing design constraints. Curb ramps are often categorized by their position relative to the curb line. The three most common and basic configurations are termed perpendicular, parallel, and diagonal.

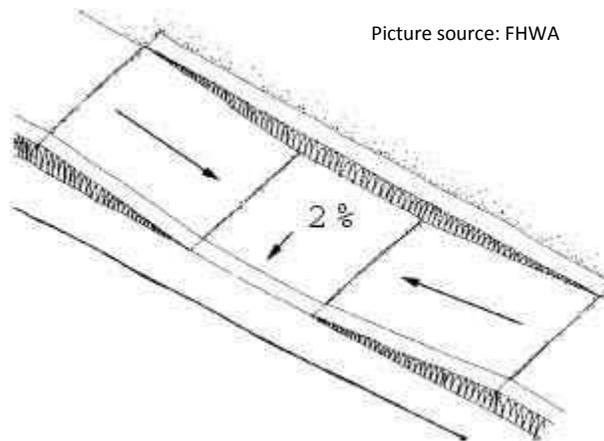
- Perpendicular curb ramp – The path of travel along a perpendicular curb ramp is oriented at a 90-degree angle to the curb face.



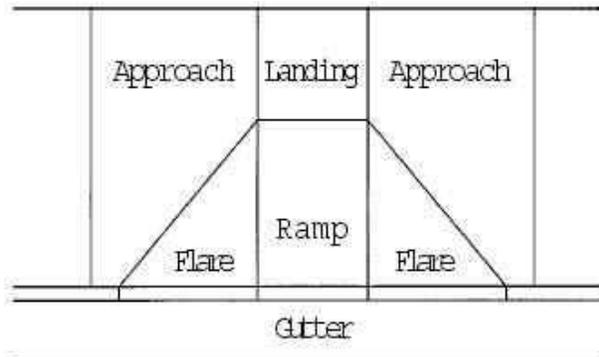
- Diagonal curb ramp – Single curb ramps installed at the apex of a corner.



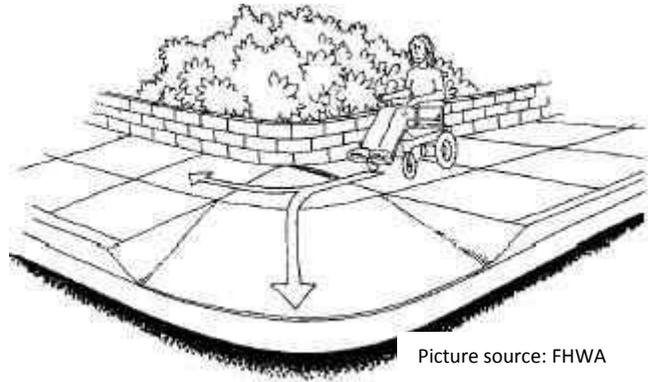
- Parallel curb ramp – Path of travel along a parallel curb ramp is a continuation of the sidewalk.



The main components and design standards of a curb ramp are described below.

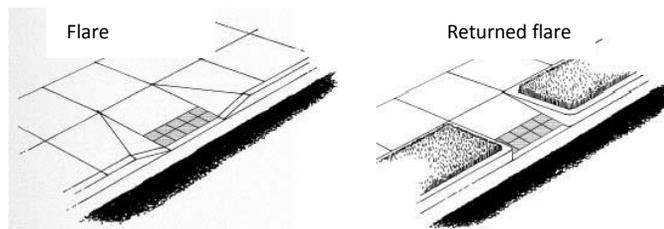


- Landing — Level area of sidewalk at the top of a curb ramp facing the ramp path. Curb ramp landings allow people with mobility impairments to move completely off the curb ramp and onto the sidewalk, as shown. According to ADAAG, the landing should be a level surface at least 36" wide to prevent pedestrians from having to cross the curb ramp flare.



Picture source: FHWA

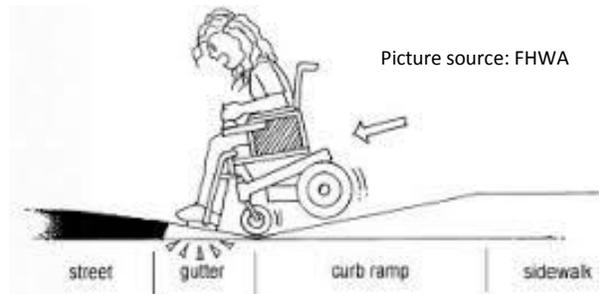
- Approach — Section of the accessible route flanking the landing of a curb ramp. The approach may be slightly graded if the landing level is below the elevation of the adjoining sidewalk.
- Flare — Sloped transition between the curb ramp and the sidewalk. The path along the flare has a significant cross-slope and is not considered an accessible path of travel. When the sidewalk is set back from the street, returned curbs may replace flares if desired. The



from the street, returned curbs may replace flares if desired. The

flared sides of curb ramps provide a graded transition between the ramp and the surrounding sidewalk (see comparison to the left). Flares are not considered an accessible path of travel because they are generally steeper than the ramp and often feature significant cross-slopes with excessive rate of change of cross-slope. According to ADAAG, if the landing width is less than 48", then the slope of the flares at the curb face should not exceed 8.33 percent. If the landing width is greater than 48", a 10 percent slope is acceptable.

- Ramp — Sloped



Picture source: FHWA

transition between the street and the sidewalk where the grade is constant (maximum 8.33-12.5 percent depending on the rise), the cross-slope is at a minimum (preferably less than 2 percent), and the width is a minimum of 3' (not including the flared sides).

- **Gutter** — Trough or dip used for drainage purposes that runs along the edge of the street and the curb or curb ramp. The slopes of adjacent gutters and streets significantly affect the overall accessibility of curb ramps. When the rate of change of grade between the gutter and the ramp exceeds 13 percent over a 2' interval, wheelchair users can lose their balance (see picture to the right).

Responsibility: Public Works Department; Planning Department, Public Works Committee, Plan Commission, Village Board

Timeframe: Ongoing & Long-term

Shared-Use Path Facilities

A multi-use trail or path is designed primarily for use by bicyclists and pedestrians, including pedestrians with disabilities, for transportation and recreation purposes. Shared-use paths are physically separated from motor vehicle traffic by an open space or barrier, and are either within the highway right-of-way or within an independent right-of-way. Typical facilities include:

- **Sidepath.** A shared-use path that runs adjacent to the roadway and unlike a sidewalk, is designated for bicycle operating speeds.
Typical Dimensions: 8'-10'

Typical Applications:

- Adjacent to roadways with limited interruptions such as driveways or intersections.
- Situations where improving the roadway to accommodate bicycle travel is impractical.



- **Multi-Use Trail.** A shared-use path separated from motor vehicle traffic by open space or a barrier and is intended for non-motorized users. Differing uses may be segregated in some cases.
Typical Dimensions: 10'-15'

Typical Application: Linear corridors within independent right-of-ways with minimal interruptions by motor vehicle traffic (i.e. along waterways or abandoned railbeds).



The shared-use path facilities form an integral portion of both the existing and proposed bicycle and pedestrian network for Allouez. These pathways often serve as connecting linkages between areas, either parallel with streets or through a park or open space, but almost always separate users from motorized routes. These facilities should be signed according to use, and where practical, be lighted and plowed for continual use.

Providing practical and safe access points to the existing multi-use trails in the village (Fox River Trail and East River Trail) should be the largest priority for the village in this category, as it was the most apparent directive given by the public during public outreach for this plan and can be the quickest to implement. Access points can go a long way to fill in the gaps and the missing linkages within the shared-use path system that currently exist.

Other opportunities to expand the current shared-use path system should also be promoted. These opportunities can be more long-term in nature and will require multi-jurisdictional coordination. Possible opportunities include:

- Rails to Trails. The “Rails to Trails” program is a national program in which abandoned railways are converted into multi-use trails.
 - The Fox River Trail was created in 1998 in partnership with the Wisconsin Department of Natural Resources and Brown County through this national program. The trail runs north-south along the abandoned Milwaukee and Northern Railway Company path, following the western boundaries of the village.
 - The Wisconsin Central Railroad is an active railway that transects the northern end of the village. If abandoned, this railway could be used for the future development of a multi-jurisdictional pathway and trail. This potential trail would also provide connectivity with other multi-jurisdictional trails such as the Fox River Trail, East River Trail, and Baird Creek Trail.
- STH 172 Trail – A trail connection was constructed in 2015 on the north end of STH 172, west of Webster Avenue, connecting to the Fox River Trail. Efforts should be made to continue this connection along the north side of the highway to connect to the East River Trail, or at the very least ensure that an adequate crossing is installed on Webster Avenue so that users can safely cross to sidewalks and bike routes on the opposite side of Webster Avenue at this location. This project will likely take coordination and partnerships of different jurisdictions for controlled crossings and easements.
- St. Joseph Street/Arboretum Trail – The Arboretum Trail is identified in the 2015 Riverside Drive and Webster Avenue Corridor Study as a possible multi-use pathway on the north side of St. Joseph Street, connecting the Fox River and East River trails. This project will likely take coordination from public, private, and non-profit organizations for the necessary controlled crossings, easements, connections, and pedestrian bridge over the East River. The trail may not be a “trail” in the traditional sense of the word, but nonetheless would provide a designated bicycle and pedestrian pathway connecting two of the area’s main trail systems. A name change like “St. Joseph Street Trail

Connection” is suggested if the pathway cannot be constructed to the recommended “trail” dimensions to avoid a misnomer.

- Other possible linkages could come from utilizing existing utility easements,

such as the Wisconsin Public Service electric easement transecting the south end of the village. This linkage would likely be difficult for the development of a future multi-jurisdictional pathway and trail because the powerlines follow a combination of right-of-way and utility easements. However, if given the opportunity, this linkage would be another way to connect the greater Green Bay area through a multi-jurisdictional pathway.



Responsibility: Public Works Department; Parks, Recreation, Forestry Department; Planning Department; Village of Bellevue; Brown County Highway Department; Brown County Parks Department; Wisconsin DOT; Wisconsin DNR; Wisconsin Public Service; Wisconsin Central Railroad

Timeframe: Ongoing & Long-term

Crossings

A pedestrian crossing is defined as any location where the pedestrian leaves the sidewalk and enters the roadway. At a pedestrian crossing, the pedestrian's path of travel crosses the motorist's path of travel. Pedestrian crossings include midblock crossings and street intersections. At midblock crossings, pedestrians generally encounter traffic moving in two directions. At signal phasing (traffic signals), traffic is usually moving in multiple directions because of turning vehicles. Overpasses and underpasses route pedestrians above or below vehicular traffic and therefore are addressed as variations in the design of the sidewalk corridor and are not included as part of this plan discussion.

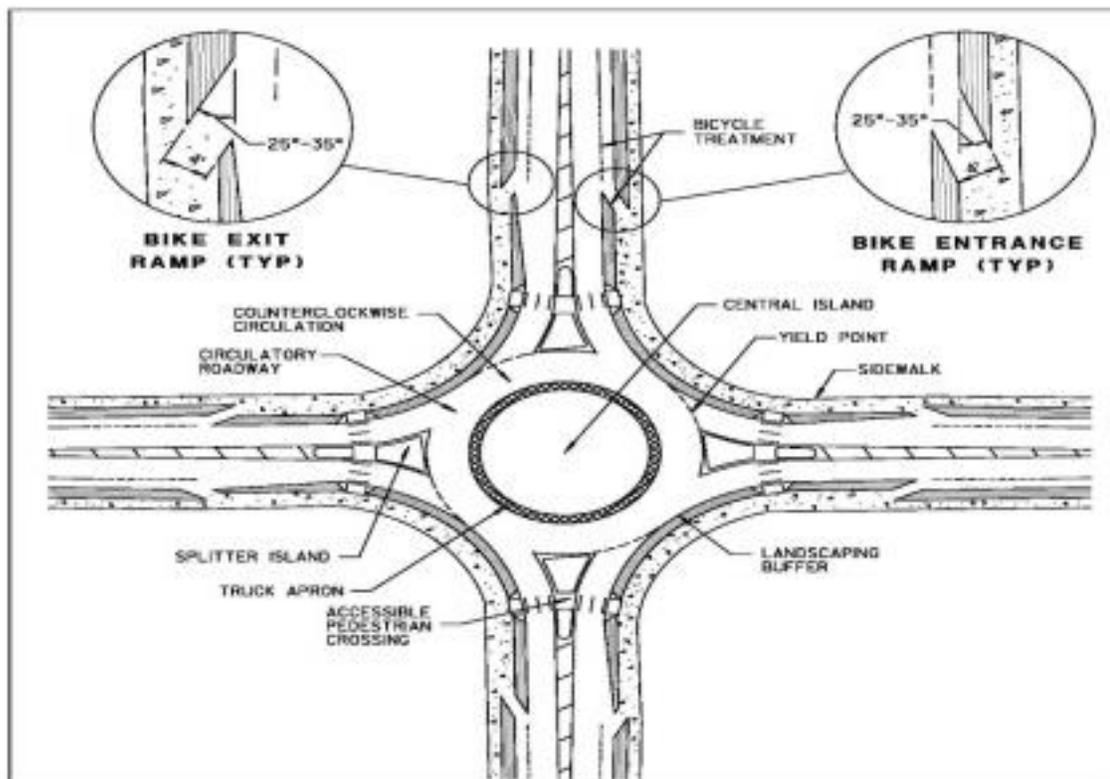
Designing an effective pedestrian crossing involves the correct layout of a variety of elements including:

- Information/signs, signals and markings
- The turning radius
- Crosswalks

- Crossing times
- Medians
- Refuge islands and slip lanes
- Curb ramps
- Sight lines
- Traffic patterns
- Onset of signal phases

A design that carefully considers each of these elements is the first step in the creation of an effective pedestrian crossing. Equally important, however, is the way in which these elements are combined. Sometimes variations in the design will be necessary in order for elements to be combined appropriately. More complicated pedestrian crossings, including roundabouts, skewed intersections, and streets with rail tracks require further study outside of the recommendations in this plan.

However, roundabout designs should, at minimum, include bike lanes that end at the roundabout with the option to use a sidewalk to the right or enter traffic to continue through the roundabout (as shown below).



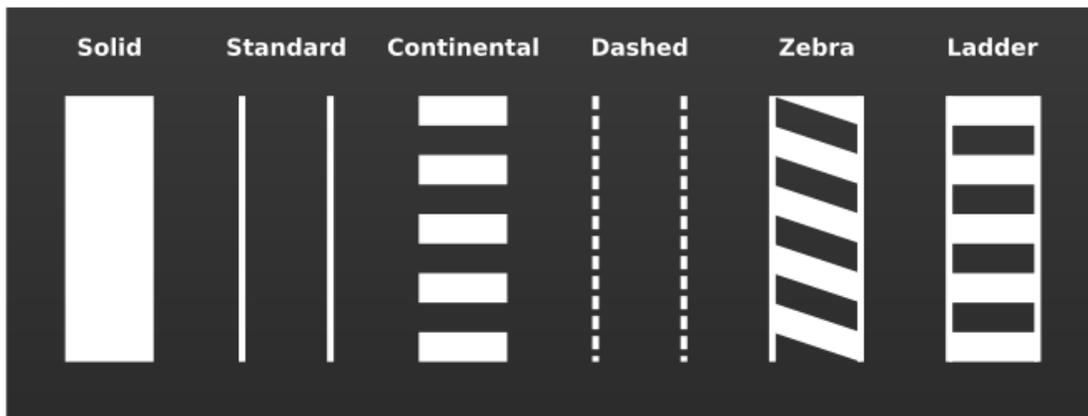
Pedestrians are at risk whenever they cross the roadway. The degree of risk depends on the complexity of the vehicular and pedestrian traffic patterns and the effectiveness of

supplementary information provided regarding the crossing location, direction, and duration. At street intersections, turning vehicles and the speed at which they travel pose the greatest threat to pedestrians because the motorist's attention is focused primarily on other motorists. All pedestrians, including people with vision impairments, need the same information at an intersection. Providing vital information in multiple, accessible formats (e.g., visual, auditory, tactile) also benefits all pedestrians.

Reducing unnecessary crossings is an obvious way to reduce conflicts. If commercial facilities are primarily located on one side of a very busy street, public transportation, such as buses, should drop people off on the commercial side of the street whenever feasible to reduce the number of crossings. For example, efforts should be made with Green Bay Metro to coordinate stops on Broadview Drive to better accommodate pedestrians being dropped off that are going to Langlade Elementary School, the YMCA, or the CP (Cerebral Palsy) Center.

Crosswalk markings, if provided, are used to define the pedestrian path of travel across the roadway and alert drivers to the crosswalk location. Marked crosswalks should be designed in accordance with the Manual of Uniform Traffic Control Devices (MUTCD). Although the MUTCD provides options for crosswalk markings, the continental design is recommended as the most visible to drivers. The continental design can also be installed so that the primary paths for vehicular tires are between the crosswalk markings, which help to reduce wear and maintenance. Use of the continental design for crosswalk markings also improves crosswalk detection for people with low vision and cognitive impairments. It is recommended that the continental design be used consistently to mark all crosswalks; otherwise the impact of less visible markings may be weakened by comparison.

The picture below shows different marked crosswalks allowed in the MUTCD.



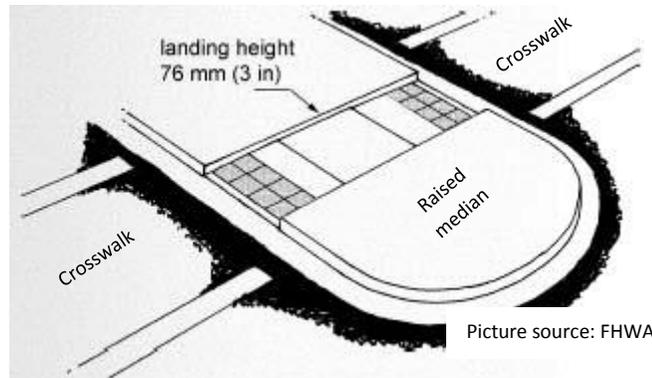
The pictures below show examples of creative marked crosswalk designs that are not part of the MUTCD, but may be used in certain situations.



However, marking crosswalks, by itself, will not decrease the pedestrian crash risk. There has been much debate surrounding the safety implications of marking crosswalks at uncontrolled intersections. A Federal Highway Administration study found markings must also be enhanced with appropriate additional pedestrian treatments such as signing, traffic calming, signalization, or other countermeasures.

Based on these research results and recommendations for enhancing access to pedestrian rights-of-way, the Federal Highway Association makes the following recommendations for the design of pedestrian crosswalks:

- Design crosswalks as enhanced crossings that combine highly visible markings (ladder striping) with additional pedestrian treatments, such as shorter crossing distances, traffic calming, and medians.
- Design crosswalks so that all pedestrians can travel within the marked area throughout the entire crossing. Crosswalk designs should provide for a 4' (48") clear space at the bottom of diagonal curb ramps.
- Avoid restrictions for pedestrians to cross on only one leg of an intersection unless a solid barrier and accessible information about the restricted crossing pattern is provided to pedestrians with visual impairments.
- Ensure that midblock crossings will be detectable by and accessible to pedestrians with vision impairments. Where pedestrian levels warrant and where signalized intersections are not present, study the feasibility of the installation of pedestrian-actuated crossings that provide a convenient and safe pedestrian crossing of such streets. If the crossing is signalized, an accessible pedestrian actuated signal device with a locator tone should be provided.
- Maintain crosswalk markings and consider additional treatments whenever a street is resurfaced.
- Do not install marked crosswalks without additional treatments on multi-lane roadways with high average daily traffic (e.g. traffic calming and signing).
- Provide raised medians and curb extensions on multi-lane roads. Raised medians make the pedestrian more visible to motorists and they are easier for people with vision impairments to detect.



- Consider traffic signals and pedestrian actuated signal devices at difficult or problematic pedestrian crossings.
- Consider flashing signals and lights and advanced warning signs to increase the visibility of the crosswalk.
- Install traffic calming measures to reduce vehicle speeds, such as chicanes and curb extensions.
- Increase the crossing time if the crossing is signalized to be responsive to the needs of all pedestrians, including those with disabilities. If crossing times cannot be increased, crossing distance should be decreased by extending the sidewalk into the parking lane, by narrowing the existing lanes, or by providing medians to divide the crossing into two segments.
- Maintain the expected pedestrian travel pattern.
- Design corners with smaller turning radii.
- Provide generous sight distances and unobstructed sight lines between vehicles and pedestrians.

Crossings have not been discussed in depth in this plan. An audit should be done of all existing and proposed crossings in the village. Emphasis should be given to locations where known conflicts between cross traffic have occurred, heavily trafficked pedestrian areas, and areas where pedestrians currently have to cross outside of a designated crossing (e.g. Webster Avenue by STH 172 and Riverside Drive/STH 57). Crossings should consider additional signage, controlled or flashing lights, lights for pedestrian illumination, pedestrian refuges, raised crosswalks, etc.

STH 57 or Riverside Drive runs parallel with the Fox River Trail. Connections to the Fox River Trail are few due to the existing commercial and residential developments. Furthermore, crossing Riverside Drive to access the trail is extremely hazardous, as controlled or signed crossings are limited and motor vehicles commonly exceed speed limits.

Attention should be paid to coordinate identified safe crossings on Riverside Drive with improved access points to the Fox River Trail through designated easements for public trail access or through acquired village lands where necessary. Brown County Planning Department

identified four potential crossings on Riverside Drive in the *Riverside Drive Pedestrian Access Study* (2004). The Wisconsin Department of Transportation built on this information to identify their recommended safe crossings in 2015. User surveys and development patterns should continually be monitored to ensure that implemented crossings are safe, convenient, and visible to motorists and non-motorists alike.

Recommended locations for crossings on Riverside Drive include:

- Derby Lane area
- Railroad bridge (proposed future trail)
- St. Joseph Street area
- Allouez Avenue
- STH 172 (existing)
- Taft Street area
- Briar Lane area



Pedestrian Hybrid Beacon (PHB) on Bluemound Road in Milwaukee County

Efforts are currently being made for a midblock crossing on Riverside Drive, between W Briar Lane and St. Francis Drive, in advance of the Wisconsin DOT's plans to reconstruct the state highway. The midblock crossing will be a Pedestrian Hybrid Beacon (PHB), which is used to warn and control traffic at a

mid-block crosswalk without other traffic signals. While slightly different in appearance, this beacon functions much like a conventional pedestrian signal in that it stops traffic to allow pedestrians to cross safely. Traffic is indicated to stop by a double red indication light, thereby creating a gap for pedestrians to cross. This PHB will be the first one allowed in Wisconsin on a State Trunk Highway with the traffic volume found on Riverside Drive (STH 57). The state and the village will monitor the effectiveness and safety of the crossing and determine if another similar crossing can be utilized on the north section of Riverside Drive in the village.

Responsibility: Public Works Department; Planning Department

Timeframe: Ongoing

Other Facility Projects

Transit. Provide convenient pedestrian access to transit routes and the transit center via sidewalks or shared-use paths. In addition, continue to provide bicycle carrier equipment on the Green Bay Metro buses and periodically evaluate the usage of the bicycle carrier equipment.

Responsibility: Public Works Department; Green Bay Metro

Timeframe: Ongoing

Coordination. The village should work with other government jurisdictions (e.g. Brown County, Green Bay Public Schools, City of Green Bay, City of De Pere, Village of Bellevue, Wisconsin DOT, and Wisconsin DNR) in coordinating bicycle and pedestrian-related issues and programs within the areas surrounding the village. Such coordination efforts should include:

- Encouraging the connectivity of bicycle and pedestrian pathways, sidewalks, and on-street bicycle facilities extending from the village into adjoining jurisdictions (e.g. Fox River Trail and East River Trail);
- Identification and elimination of barriers that may exist at highway and corporate/municipal boundaries (e.g. marked and controlled crossings on Webster Avenue and Riverside Drive, bicycle connections with the City of Green Bay and the City of De Pere);
- Scheduling periodic meetings with representatives of local jurisdictions to coordinate the extension of bicycle/pedestrian facilities between jurisdictions (e.g. pedestrian bridge connections with Village of Bellevue);
- Working with Friends of the Fox River Trail and other non-profit organizations interested in promoting and enhancing bicycle and pedestrian facilities, programs, and safety within the area.

Responsibility: Planning Department, Public Works Department

Timeframe: Ongoing

Site Development. Consider the adoption of zoning provisions, administered through the site plan and design review process. These provisions can ensure a convenient and safe bicycle and pedestrian-friendly environment is provided for new development, reuse of facilities, and redevelopment. Such provisions should provide:

- Convenient access and connections to building entrances from abutting streets;
- Safe and convenient bicycle and pedestrian circulation within a site for customers, employees, and residents;
- Appropriate accommodations for those with mobility restrictions;
- Minimal conflicts with motorized vehicles;
- Encouragement of bicycle and pedestrian connections to adjoining parcels where

appropriate.

Responsibility: Plan Commission, Village Board

Timeframe: Immediate

Facility Upkeep and Maintenance. Proper maintenance of the existing sidewalks, shared-use paths, and streets designated for bicycle use is critical to ensure high levels of safety and to encourage increased use of the system. The following should be undertaken to ensure proper maintenance of these facilities:

- Continue the current policy of snow removal from sidewalks and crosswalks within 48 hours of a snowfall;
- Continue to work with Brown County Parks Department in determining a maintenance plan for the Fox River Trail to provide safe travel for bicyclists and pedestrians on a year-round basis;
- Regularly evaluate the condition of sidewalks throughout the village and complete the necessary improvements;
- Ensure that trees, bushes and other plantings do not obstruct pathways and sidewalks.
- Continue and expand the maintenance budget for the installation and repair of sidewalks and crossings; repair damaged curb lanes; fill and repair potholes and cracks where bikes and pedestrians are likely to travel.
- Clean designated bike routes weekly during biking season to remove debris and maintain safe riding routes for users.
- Repaint bike lanes, sharrows, and other bike markings at a minimum of every other year.

Responsibility: Public Works Department; Parks, Recreation, and Forestry Department; Brown County Parks Department

Timeframe: Ongoing

Construction Detouring. Develop standards and procedures that will accommodate bicycles, pedestrians, and other non-motorized travel during street, sidewalk, and pathway closures due to public and private construction-related projects. These standards and procedures should include:

- Designating and signing detour routes for both bicyclists and pedestrians during street construction projects and site development work that has an impact on the use of the street, or abutting sidewalks and pathways;
- Ensuring that sidewalks, pathways, or street edges are not used for storage of equipment, dumpsters, and vehicles;
- Not disturbing bicycle parking facilities and, if such facilities must be disturbed, that they are appropriately relocated;
- Ensuring that roadway, sidewalk and pathway surfaces that are affected are returned to

their pre-construction condition.

Responsibility: Public Works Department

Timeframe: Ongoing

Facility Utilization Assessment. Collect data pertaining to the utilization of the shared-use path system and bicycle network system in order to:

- Establish a baseline of the current facility usage;
- Evaluate facility deficiencies;
- Assess progress towards the goals of this plan;
- Prioritize future improvements.

This data should include information for various user groups in an effort to assess levels of user conflicts and determine where high usage is present or desired. Information from the Bicycle and Pedestrian Crash Analysis for Brown County 2010-2014 and identified “desire lines” in the village should be evaluated.

This data will assist in determining the need and placement of future pathways and on-street bicycle facilities. It will also help in assessing the need for separated bicycle and pedestrian facilities and for ancillary facilities such as bicycle racks, benches, rest stops, rest rooms, and transit stops.

Responsibility: Planning Department

Timeframe: Ongoing

4.4 Enforcement and Ordinances Strategies

Goal – Implement active traffic management activities and improved village ordinances. This will improve awareness of and compliance with state and municipal traffic laws leading to courteous sharing of the roadway network by all users.

1. **Existing Ordinance Provisions.** Review current village ordinances relating to pedestrians, bicycles and other non-motorized means of travel and recreation so ordinances are equitable among all modes of transportation. The regulations and ordinances of Brown County, Green Bay, De Pere, and Bellevue should also be examined to determine where inconsistencies exist.

Responsibility: Plan Commission, Public Works Committee, Brown County Sheriff, and/or a Village Bicycle and Pedestrian Tasked Standing Committee

Timeframe: Short-term

2. **Ordinance Awareness.** Develop a plan to highlight bicycle and pedestrian-related ordinances in the community. Include ways to instruct users of the transportation network in appropriate

behavior when encountering users traveling by other modes (e.g. village website, Brown County NEWEYE, Allouez Neighbors Magazine, street signs, instructional pamphlets, etc.).

Responsibility: Plan Commission, Brown County Sheriff, and/or a Village Bicycle and Pedestrian Tasked Standing Committee

Timeframe: Short-term

3. **Bicycling on Sidewalks.** Review current village ordinances relating to where bicycles are permitted and prohibited on public sidewalks and determine if changes are needed. Facilities should be evaluated and determined if needs are met in areas with frequent violations.

Responsibility: Plan Commission, Public Works Committee, Brown County Sheriff, and/or a Village Bicycle and Pedestrian Tasked Standing Committee

Timeframe: On-going

4. **Bicycle and Pedestrian Safety Programs.** In collaboration with Village of Allouez schools, recreation programs, day camps, parents, and the Brown County Sheriff Department, provide bicycle and pedestrian programs and activities to promote walking and bicycling, which develop capability and encourage safe habits when using these modes.



Responsibility: Brown County Sheriff, Parks Department, and/or a Village Bicycle and Pedestrian Tasked Standing Committee

Timeframe: On-going

5. **Law Enforcement Education.** Provide on-going education and training for law enforcement personnel in appropriate enforcement of the rights and responsibilities of bicyclists and pedestrians.

Responsibility: Brown County Sheriff

Timeframe: On-going

6. **Enforcement Programs.** Increase enforcement efforts in areas of high bicycle and pedestrian traffic. Such efforts could focus on correcting non-compliant behavior of motorists, bicyclists, and pedestrians commonly leading to crashes; encourage motorists to operate more safely in

the presence of non-motorized users, and encourage bicyclists, and pedestrians to behave in a predictable manner, ensuring that they are visible to motorists.

Responsibility: Brown County Sheriff

Timeframe: On-going

7. **Other possible projects:**

- Improve safety, reduce conflicts, and build mutual awareness and respect between motorists, bicyclists, and pedestrian by improving enforcement of all multimodal transportation laws.
- Extend resources to provide additional enforcement personnel.

4.5 Evaluation, Measurements, and Reporting

Goal – Implement an annual review and reporting mechanism to demonstrate progress being made toward the goals of the plan.

1. **Data Collection.** Identify on-street locations for biennial counts of bicycle and pedestrian travel. As dedicated infrastructure is or is not built, on-street counts will help reveal the impact on desired growth in bicycle and pedestrian activity. The counts should use the best practice methodology of the National Bicycle and Pedestrian Documentation Project.

Additionally, the village should work with other jurisdictions, to place automated counters at key locations along the Fox River and East River trails, which would provide continuous counting of trail users. Continuous counts can be used to calculate use intensity to apply toward programs for trail improvements.

Responsibility: Village of Allouez, Brown County Parks Department

Timeframe: On-going

2. **Bicycle Friendly Designation.** Examine the evaluation criteria of the “Bicycle Friendly Community” designation, sponsored by the League of American Bicyclists. The Bicycle Friendly designation is to encourage communities to use bicycles for fun, fitness, and transportation. It encourages well-engineered facilities, safety, education, bicycle friendly policies, and active promotion of bicycling. The different designation level, given by the third party organization, of bronze, silver, gold, or platinum is a subjective way for continual evaluation and monitoring of improvement.

Responsibility: Public Works Department, Parks Recreation, and Forestry Department, and Planning Department

Timeframe: Immediate

- 3. Facilities Development Report.** Report annually on development and improvement of facilities intended to grow bicycle and pedestrian use or lack thereof. Coordinate with use data collection.

Responsibility: Public Works Department, Parks Recreation, and Forestry Department, and Planning Department

Timeframe: On-going

- 4. Report on Bicycle and Pedestrian Incidents.** Collect data on bicycle and pedestrian incidents: crashes, crash results, citations issued, motor vehicle speed, and volume counts. A summary of this information would be presented to the public and the Village Board annually.

Responsibility: Brown County Sheriff, Public Works Department, and Planning Department

Timeframe: On-going

Chapter 5: Areas Requiring Further Study

In the development of this plan, there were a number of areas that were identified as having unique issues relative to the bicycle and pedestrian environment. Some of these areas are relatively small, addressing a specific issue that the village should address, while other areas are quite large and involve a complex mix of issues to resolve.

Furthermore, the recommended facilities in this plan should undergo further review prior to implementation. Although the financial implications and general mechanics of the facilities recommended in this plan were considered, the locations and types of facilities recommended are based primarily on a needs assessment. Therefore, further investigation should be done in the specific feasibilities of engineering and cost for each project. A solution that still addresses the needs can then be determined.

This section discusses the areas where larger concerns were identified and provides some direction as to how particular issues or deficiencies could be addressed. In a number of cases, a more detailed analysis of the conditions will be warranted to determine the best course of action.

5.1 S. Webster Avenue / St. Joseph Street Intersection

This area is a central location in the village and is an intersection where many different users come together in the village. This location connects recreation, business, residential, and education uses. While an opportunity certainly is present to create and expand a central destination in the village, with a variety of transportation users coming together, facilities should be considered to better protect all users.

The complexities of this intersection come from the new multi-family and commercial developments taking place along both



Photo source: Brown County Planning and Land Services (Aerials-May 2014)

cross streets, as well as the natural grade of the intersection. The new developments create a denser environment, which makes the potential for conflict greater. The natural grade in the area also poses a threat. Unlike other nearby intersections on Webster Avenue, St. Joseph Street approaches the intersection at a more sudden and abrupt incline,

compromising visibility.

Halting development or altering the grade is both unfeasible and impractical. Recommendations at the present time include designating St. Joseph Street as a bicycle facility for east-west travel, adding pedestrian facilities on both sides of St. Joseph Street, working with Brown County and traffic engineers to improve bicycle and pedestrian facilities on Webster Avenue, improving bicycle and pedestrian crossings at the intersection, and installing signage to give more attention to the different users.

5.2 S. Webster Avenue / Garland Street / Derby Lane Intersection

This area was identified in the 2015 Riverside Drive and Webster Avenue Corridor Study as being an area to focus on for commercial redevelopment. The corridor study suggested Garland Street

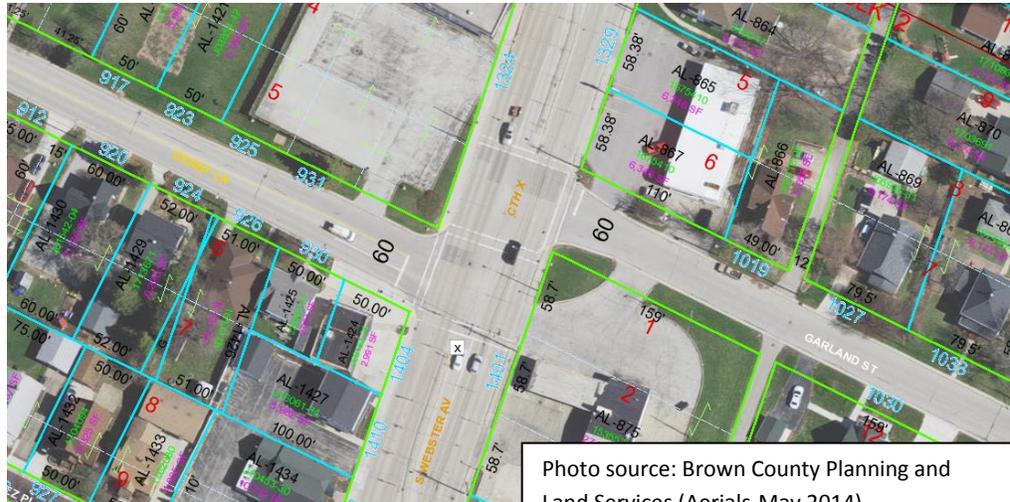


Photo source: Brown County Planning and Land Services (Aerials-May 2014)

and Derby Lane be realigned to eliminate the staggered intersection. However, the existing commercial development in this area makes possible realignment of this intersection unlikely.

As redevelopment takes place at this intersection and traffic increases in the area, medians and a four-way stop should be considered. However, the village should work with Brown County to identify the safest solution for this intersection.

5.3 Riverside Drive (STH 57) Crossings and Fox River Trail Connections

STH 57 or Riverside Drive runs parallel with the Fox River Trail. Connections to the Fox River Trail are few due to the existing commercial and residential developments. Furthermore, crossing Riverside Drive to access the trail is extremely hazardous, as controlled or signed crossings are limited and motor vehicles commonly exceed speed limits.

As redevelopment takes place along this corridor, attention should be paid to where a potential bicycle and pedestrian easement, providing access to the trail, can be created in conjunction with the development. The village should also work with the Wisconsin Department of Transportation to identify the best locations for controlled or signed crossings on this corridor.

5.4 Libal Street / Allouez Avenue Intersection

This intersection was the first roundabout in the village and regulates the flow of traffic between commuters from Allouez, Bellevue, De Pere, and Green Bay. However, new designs have been developed since the construction of this roundabout that make it safer for all transportation users to navigate through the intersection, including the addition of an S-curve prior to entering the roundabout.

The village should work with Brown County in determining which traffic designs are best for this intersection.

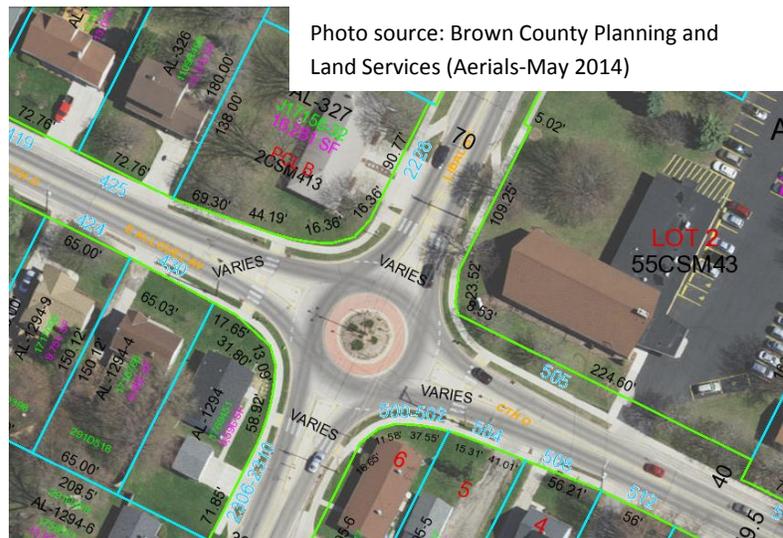


Photo source: Brown County Planning and Land Services (Aerials-May 2014)

Chapter 6: Appendices

6.1 Survey

What best describes you?	391	
I live and work in Allouez	63	16.1%
I live in Allouez but work elsewhere	95	24.3%
I live elsewhere but work in Allouez	105	26.9%
I am retired, living in Allouez	50	12.8%
I am a student, living in Allouez	0	0%
I live elsewhere, but use parks, trails, and other bicycle and pedestrian facilities in Allouez	71	18.2%
Other	7	1.8%
How long have you lived in Allouez?	390	
Less than a year	10	2.6%
1 year	5	1.3%
2-3 years	21	5.4%
4-10 years	35	9%
11-20 years	43	11%
21-30 years	59	15.1%
More than 30 years	40	10.3%
I don't live in Allouez	177	45.4%
How old are you?	390	
Under 18 years	0	0%
18-24 years	17	4.4%
25-44 years	155	39.7%
45-64 years	169	43.3%
65-74 years	43	11%
Over 75 years	6	1.5%
On average, how many days a week do you work or volunteer?	386	
6-7 days a week	80	20.7%
4-5 days a week	219	56.7%
2-3 days a week	44	11.4%
1 day a week	19	4.9%
Less than 1 day a week	10	2.6%
Never	11	2.8%
Other	3	0.8%
How do you get to work or volunteering?	387	
Walk	48	12.4%
Bike	77	19.9%

How do you get to work or volunteering?	387	
Drive	354	91.5%
Carpool	11	2.8%
Taxi	0	0%
Public transit	6	1.6%
Don't go there	10	2.6%
Other	5	1.3%

On average, how long does it take to get to work or volunteer?	385	
0-5 minutes	35	9.1%
6-10 minutes	100	26%
11-20 minutes	168	43.6%
21-30 minutes	41	10.6%
31-45 minutes	20	5.2%
46 or more minutes	8	2.1%
Don't go there	9	2.3%
Other	4	1%

On average, how often do you walk for recreation (e.g. walking a dog, jogging, etc.)?	389	
6-7 days a week	51	13.1%
4-5 days a week	110	28.3%
2-3 days a week	142	36.5%
1 day a week	40	10.3%
Less than 1 day a week	26	6.7%
Never	14	3.6%
Other	6	1.5%

Where do you walk for recreation?	384	
Neighborhood	312	81.3%
Parks	125	32.6%
Trails	257	66.9%
Malls	20	5.2%
Recreational facility or fitness center	85	22.1%
Other	20	5.2%

Why do you choose to walk?	382	
Exercise/Health	341	89.3%
Inexpensive way to get around	55	14.4%
Enjoy the weather/Get fresh air	281	73.6%
Fun/Social reasons	111	29.1%
Destination is close by	107	28%
Environmental benefits	75	19.6%
Do not have to worry about parking	35	9.2%

Why do you choose to walk?	382
Get to a specific destination (e.g. store, school)	43 11.3%
Walk a pet	137 35.9%
Public transportation is inconvenient/takes too long	17 4.5%
I don't drive/have a car/vehicle	7 1.8%
Other	5 1.3%

What could the village do to encourage you to walk more? (Choose up to 4)	388
Improve public safety measures	102 26.3%
Better pedestrian lighting at night	165 42.5%
More sidewalks	171 44.1%
More destinations within walking distance	97 25%
More/better green spaces	90 23.2%
Improve sidewalks/reduce hazards (i.e. repair existing, widen terraces, etc.)	171 44.1%
Ensure sidewalks and streets are clear of snow and debris	176 45.4%
Nothing, it is up to the individual	44 11.3%
I don't walk in the village	28 7.2%
Other	29 7.5%

Why do you choose to bike?	383
Exercise/Health	259 67.6%
Inexpensive way to get around	136 35.5%
Enjoy the weather/Get fresh air	221 57.7%
Fun/Social reasons	156 40.7%
Destination is close by	109 28.5%
Environmental benefits	81 21.1%
Enjoy biking	219 57.2%
Do not have to worry about parking	48 12.5%
Get to a specific destination (e.g. store, school)	77 20.1%
Public transportation is inconvenient/takes too long	18 4.7%
I don't drive/have a car/vehicle	9 2.3%
I don't own a bicycle	77 20.1%
Other	7 1.8%

What best describes your biking habits? (Choose up to 2)	385
A bicycle is my primary mode of transportation	2 0.5%
A bicycle is a significant mode of transportation	49 12.7%
A bicycle is primarily for recreational use only	207 53.8%
Varies depending on the season and road conditions	129 33.5%
I do not own or do not use a bicycle	84 21.8%

What best describes your use of a bicycle for transportation?	382
I ride regardless of the roadway conditions	42 11%

What best describes your use of a bicycle for transportation?	382	
Enthusied, but use the designated lanes/routes only	89	23.3%
Interested, but concerned the current facilities are not safe	107	28%
Not interested in bicycling for transportation	144	37.7%

What could the village do to encourage you to bike more? (Choose up to 5)	347	382
Increase buffers between bikes and cars on more streets	186	48.7%
Physically separate cars and bikes (off-road trails)	162	42.4%
Enhance connections within bike network	156	40.8%
Keep all facilities clear of snow and debris	106	27.7%
Make intersections easier to navigate on bicycles	128	33.5%
Smoother road/trail surface for bicyclists	102	26.7%
Improve traffic signal detection and operation for bicyclists	79	20.1%
Connections to transit, onboard storage, station parking	16	4.2%
Education to improve bicyclists and motorists skills	59	15.4%
Separation between bicyclists and pedestrians on trails	72	18.8%
Add bicycle parking (bike racks) in underserved areas	85	22.3%
Better bicycle wayfinding	38	10%
Promote bicycling as health transportation and recreation	69	18.1%
Encourage more bike-friendly development	137	35.9%
More bicycle-focused events	42	11%
Other	110	28.8%

Would you or anyone in your household like to safely walk or bike to the any of the following schools?	362	
Doty Elementary	17	4.7%
Langlade Elementary	23	6.4%
Resurrection Catholic School	25	6.9%
St. Matthew School	16	4.4%
Webster Elementary	33	9.1%
Don't go there	273	75.4%
Other	13	3.6%

Would you or anyone in your household like to safely walk or bike to the any of the following business districts? (Choose up to 3)	375	
Webster Avenue (North of Allouez Avenue)	198	52.8%
Riverside Drive (North of Allouez Avenue)	156	41.6%
Marine Street/Monroe Avenue	70	18.7%
Libal Street/Greene Avenue	183	48.8%
East River Drive/Hoffman Road	145	38.7%
Don't go there	64	17.1%
Other	12	3.2%

Would you or anyone in your household like to safely walk or bike to the any of the following community facilities? (Choose up to 3) 375

East Lawn Park	21	5.6%
Kiwanis Park	40	10.7%
Langlade Park	41	10.9%
Optimist Park	47	12.5%
Webster Park Sports Complex	41	10.9%
Sunlight Park	16	4.3%
Sunset Park	30	8%
Green Isle Park	189	50.4%
Allouez Community Center	36	9.6%
Village Hall	46	12.3%
Broadview Soccer Complex	42	11.2%
Riverview Park	30	8%
Wiese Family Park	38	10.1%
Fox River Trail	274	73.1%
East River Trail	239	63.7%
Don't go there	45	12%
Other	9	2.4%

Allouez should do what it can to promote walking and biking in the village. 387

Strongly agree with statement	247	63.8%
Agree with the statement, but shouldn't be a major priority	96	24.8%
Neither agree or disagree with the statement	32	8.3%
Disagree with the statement	5	1.3%
Strongly disagree with the statement	7	1.8%

What day is your regular garbage pick-up? 390

Monday	62	15.9%
Tuesday	58	14.9%
Wednesday	59	15.1%
Thursday	58	14.9%
I don't live in Allouez	153	39.2%

Thank you for taking the time to complete this survey. Please let us know below if you have additional comments about walking and biking in Allouez. (56 responses)

It would be nice if there was a bike path over the east river from Optimist Park to the bike path. This would open up a part of the bike path that doesn't get used by Allouez residents because of the limited connections.

Fox river trail very nice to walk on but bicycles can be very fast and I have had some near misses with being knocked over by speeding bikers. Maybe wider trail so specific bike lane?

Difficult to cross Riverside as a pedestrian or bicyclist.

Walking and biking needs to be safer on St. Joseph St from East River Dr. to Libel. There are very fast drivers at times...and no sidewalks.

If you insist on installing sidewalks on Brookridge st, I assure they will NOT be used. Cars will still drive children to top of hill for school, and have you noticed the runners who walk ON Libal ignoring the sidewalks already there?

You should really investigate using branching in your surveys...

I hardly see anyone using the sidewalks and riding areas on the street.

Thanks for asking! My biggest concern is snow removal under the train bridge on Libal Street. For many years, no one has shoveled under there - only dumped clumps of salt that are dangerous for dogs' paws and ultimately create an icy patch there. Please help to make that safe for recreational walkers and kids walking to school. Thanks!

H\\Major Highways are for cars and trucks as they service the businesses of the area. Side streets and "By-ways" are for bikes and walkers for their own safety..

I live on Derby, it would be nice to be able to walk south on Riverside to Allouez Terrace or to St. Joseph St. instead of going to Webster all the time.

I think that what we have in Allouez is adequate and very nice and that there should not be anymore sidewalks, bike trails or bike lanes implemented. I feel that it would be an unnecessary expense for tax payers.

My children are getting to the age that I would love to give them a little more freedom to bike outside of just our neighborhood streets, but I do not feel it is safe for them. I also have to carefully plan out our biking adventures and limit exposure to certain streets as I get very nervous crossing certain intersections and such. I would LOVE to be able to bike to local businesses with them. They would love that.

Really need sidewalks the most! Only thing I don't like about living here 30 years!

Please have the bikes on the Fox River Trail SLOW DOWN - it is dangerous to walk there as they are SO fast there! Thanks.

Webster street is in desperate need of repairs. This pertains extended outside the Allouez district, but in general from I43 all the way south especially north of the hospitals.

The biggest concern for walking is crossing Riverside Drive to reach the trail.

It would be nice to see the fee eliminated on the Fox River Trail.

Allouez has already over spent resources in this area.

Allouez is very difficult to navigate by bicycle or walking. Lack of sidewalks and rideable routes are the main reasons it is so difficult

Stop separating bikes & traffic - now they don't watch out for each other because they figure they have the right of way and now nobody pays attention.

I used to live in Allouez on Bismarck Street. I think its a beautiful community and has a great potential to be a great biking community. Thank you.

I walk north into Green Bay because of the better sidewalks and historic nature of the Astor Park area. I live between Webster and Libal and bike often. My husband bikes more than me - sometimes twice a day. Finding safe ways to cross Libal, Webster, and Riverside are VERY IMPORTANT. Right now it can be very unsafe - especially Riverside.

In general, conditions are not bad at all. Some heavy traffic areas could use improvements for safety. Not necessary to have sidewalks on many of the side, residential streets, but snow/ice clean up very important.

Keep Allouez a what it is. We don't need a bunch of sidewalks. Keep the tree lined streets. We do not have to be a Green Bay or DePere with sidewalks down every street. There are safe ways to every place that was brought up in this survey.

I think the village should pursue and encourage the use of golf cars for transportation and create parking accommodations . I also believe that there should be a sign at the entry points. "Double the fines in residential areas and ZERO tolerance for speeding". This would make traveling through the Village safer than a white stripe painted on the roadways designating a bicycling lane. It would be my assessment that several times more people drive in the Village than ride a bike or walk. There are as many elderly who could enjoy the amenities of Allouez recreation. Do the elderly pay less in taxes here?

The new trail along Heritage Hill is great but, it is still scary crossing Webster to get there. Drivers still don't yield to pedestrians in the cross-walks...even with signs!

This survey is biased toward a young, non-handicapped population

I have a difficult time getting to the Fox River Trail. There should be a bike lane on Riverside!

I work at Bellin in Allouez off Webster and would like to see more sidewalk on St. Joseph to Riverside and then sidewalk set back from road to walk. Webster Ave doesn't feel safe as sidewalk is very close to cars passing by.

Better signage, identification of trees, grasses, explanation of how retention ponds work would brighten the East River Trail.

Thank you for asking for opinions on this important issue. Pedestrian safety is extremely important and often overlooked. More

sidewalks (especially near schools and parks) would be a huge help.

The trail from Webster to Fox River trail following 172 exit is great!!!!but extremely dangerous to cross Webster/172 (I avoid the intersection and cross before Green Street into someone's driveway) and the operate crossing button at Riverside/Fox River trail signals (west side) while on bike (tend to lean into traffic trying to push button and the sign is at eye level blocking view of traffic). Kudos for the East river trail, sunset park connector, and the above 172 connector. Webster Ave is such that I use sidewalks when riding, and Riverside I try to avoid if possible because no place to hide if riding a bike.

Enforcement of sidewalk snow removal ordinance would be helpful. dog waste stations around the village is something to consider. I've been running on the village sidewalks over the last three years, and beyond maintenance, dog waste and snow removal seem to be the big issues I've observed.

Thank you for taking up this issue. There are more and more people who would like to bike and walk. Some trails do not connect for bikers. This would be a tremendous step forward.

There should be bike speed limits on trails!

I think that the roads need much improvement before expanding sidewalks and bike lanes. Specifically St Joseph and Riverside Dr. Both in very bad condition.

To put bike lanes on existing roads rather than using sidewalks is a waste of money and facilities. Since winter is so long using a bike is not a good option.

if walking to Fox River Trail, it is almost impossible to cross Riverside Drive at Allouez Ave especially during rush hour.

Intersection needs traffic & pedestrian signals so one can cross safely to get to Fox River Trail

Cannot emphasize enough the desire for my community to make the existing trails (Fox River Trail) safe and enjoyable to use during the winter by plowing and salting when needed. A secondary safety feature would be to consider adding lighting on the trail.

Thank you for the opportunity to have this important discussion.

The village has a excellent system in place already! Keep what you have in good condition should be the only priority.

Thank you for looking into this issue. I would enjoy living in Allouez much more if it were safer to walk and bike with my children.

ALLOUEZ DOES A GOOD JOB

Great Progress is being made with the Fox River Trail connector and the bike lanes - thanks and keep it up.

I live on East River Drive in De Pere and frequently bike and run in Alloeu. I have noticed that the snow removal on the roads is significantly better on East River Drive in De Pere than it is on East River Drive in Alloeu. My wish list for the improvement on Alloeu biking/running conditions includes: improved snow removal in winter, repairs to East River Drive and St. Joseph roads, lights on the East River trail and Fox River trail, addition of self service bike rental stations, additional bike lanes (especially on Libal St) and a connector trail from East River trail and Fox River trail. I appreciate Alloeu's interest in improving the bike/pedestrian transportation- thank you!!

Signs should be added to trails encouraging bikers and walkers to communicate when passing.

Crossing at the roundabout at Libal St and Allouez Ave is scary because drivers do not watch for pedestrians and cannot see past the elevated roundabout center for pedestrians in the next section of the roundabout. Crossing at Libal St and St. Joseph especially is dangerous because drivers going straight typically pass drivers turning left, passing on the right. Passing on the right is illegal and very dangerous. I was almost hit twice in the past 4 months by drivers passing on the right at intersections. Please ask officers to watch for drivers passing on the right and ticket them. Perhaps signs at intersections would alert drivers that this is an illegal and very dangerous practice.

It would be extremely beneficial and green-friendly if they had a bike lane on Mason St. Bridge.

I wish Ashwaubenon would take this approach as well.

I think sidewalk, road and bike lane access is great. If you had more bike lanes by limiting traffic, you will cause increased congestion and this will make the village a worse place to live.

Walking on Webster Avenue sidewalks is horrible. Pedestrians are too close to the roadway, cars are moving too fast, drivers are not looking for pedestrians when turning, businesses do not clear the sidewalks of snow in a timely manner (48 hr ordinance is not walker friendly) and any water on the roadway is splashed on pedestrians. I walk to work via Webster (Allouez Ave to Grignon (10 am to; 7 pm from) during the winter and it is a horrible commute. Thank you.

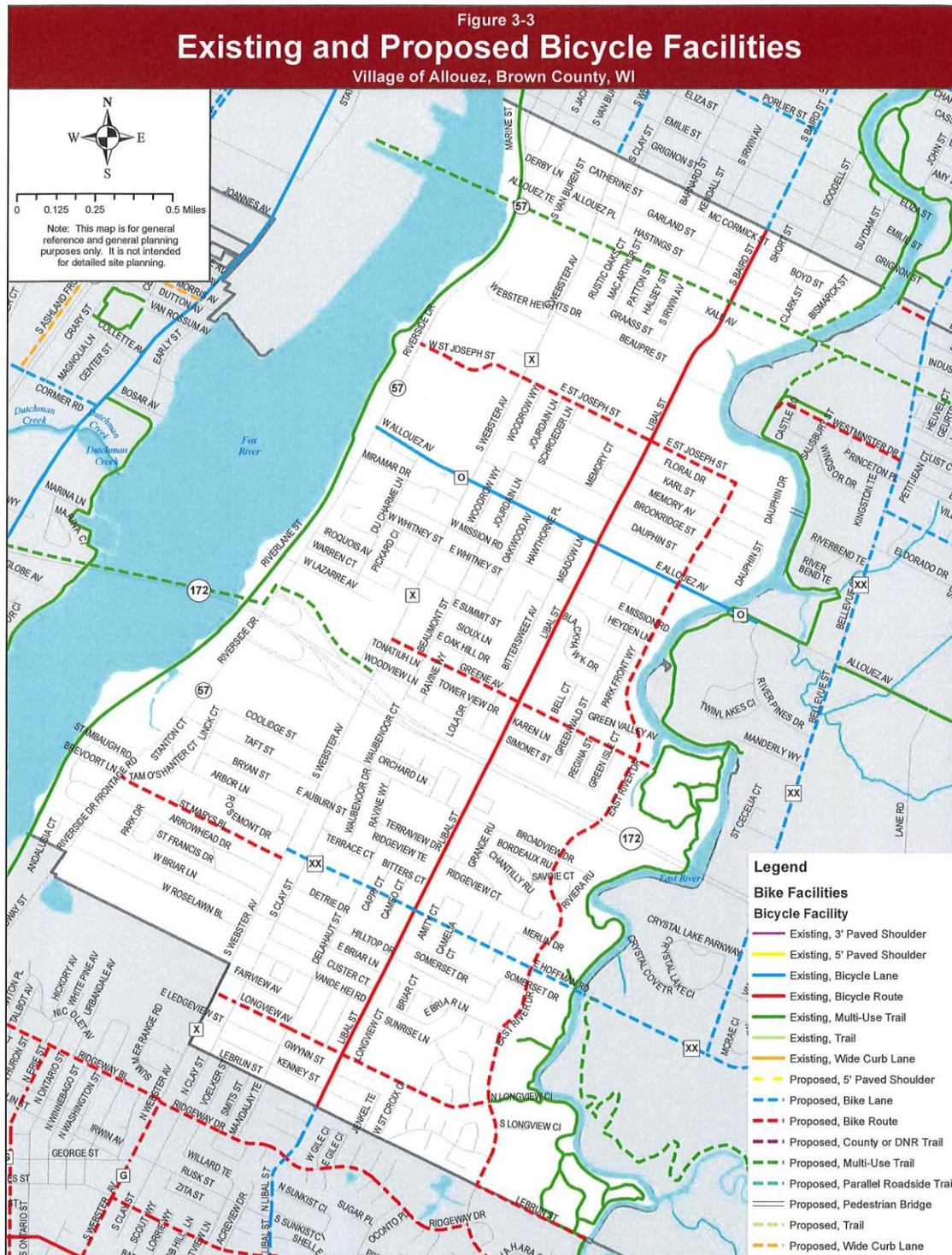
I bike on the Fox River Trail 2- 3 times per week and find it difficult to cross Monroe/Riverside. What good is having a great trail if people can't get to it safely?

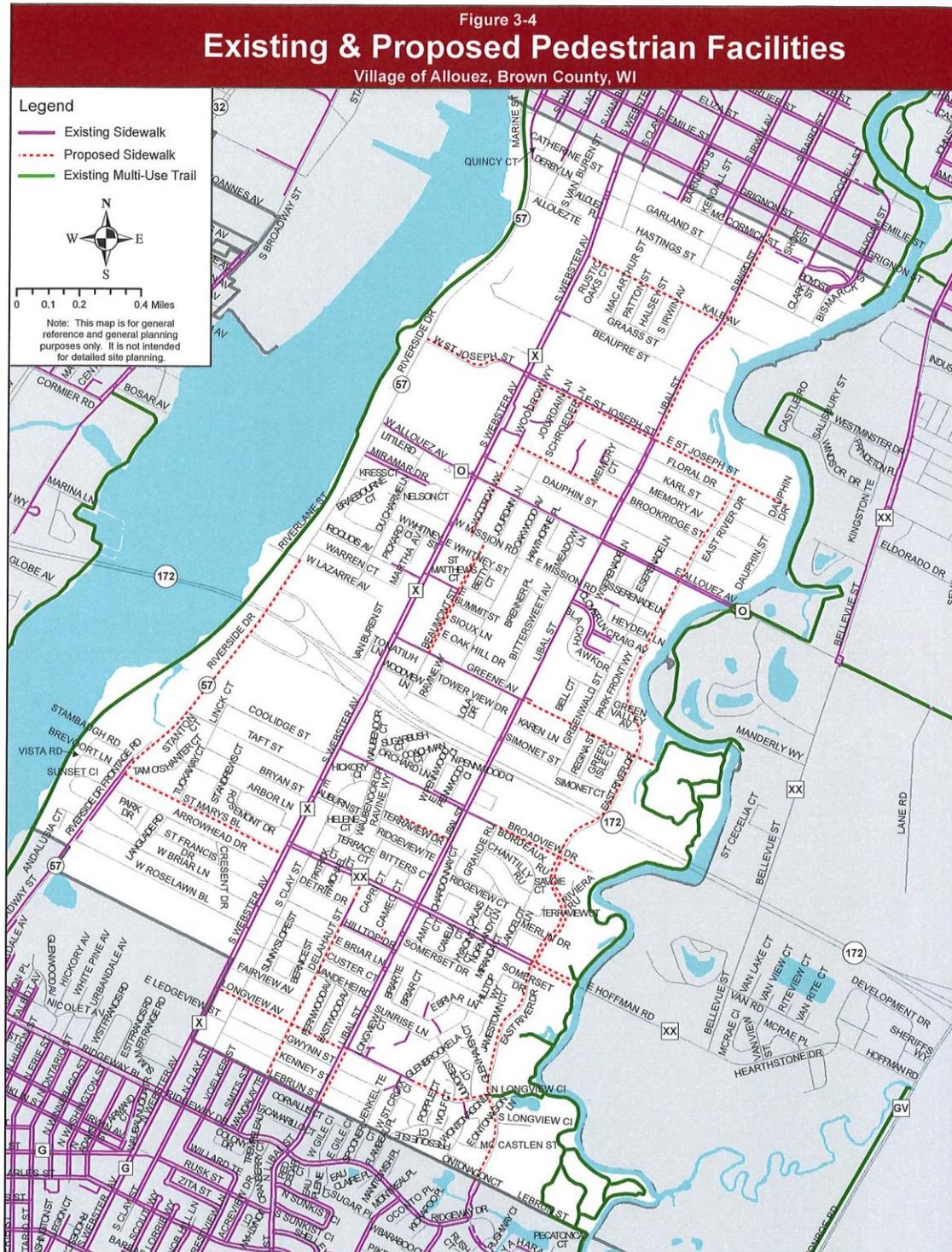
Better enforcement of speed limits on south end of Libal St. from Ridgeway to Broadview. The round about on Hoffman was a poor idea. Make Longevue Dr and Broadview Dr four way stops.

It would be great to have a bike lane (or even just smoother sidewalks) along Webster Ave. I would bike to work much more often, but its far too bumpy. A crosswalk similar to the one near 172 on Riverside drive would be great to provide access to the Fox River Trail (near the Mariner Motel) as many people walk/bike Allouez Ave and it's nearly impossible to get across Riverside Drive, especially in the evenings.

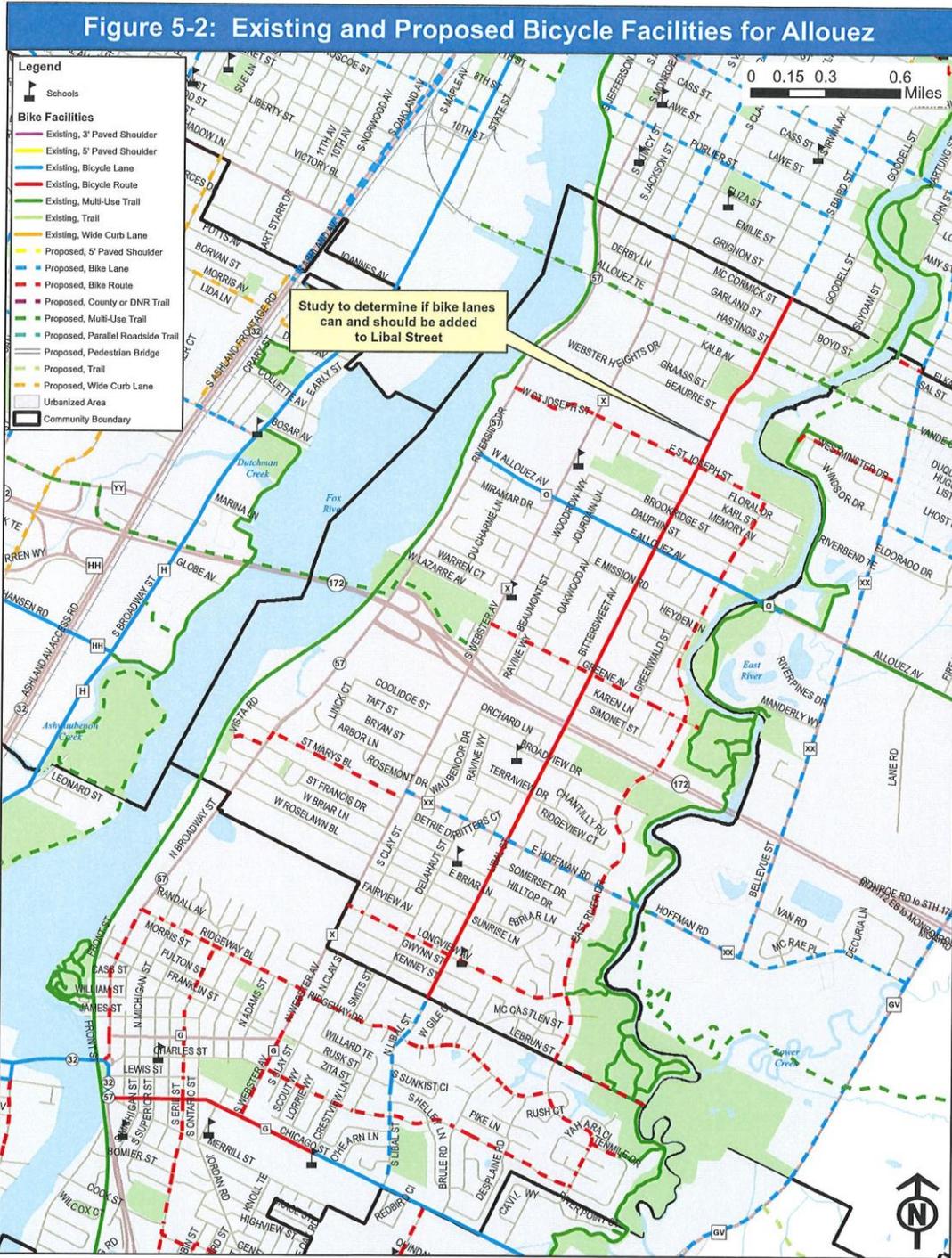
I would like to see snow removal on the Fox River Trail in the winter so that this great community asset can be utilized effectively year round. Also, I would encourage the Village to prioritize adequate bicycle and pedestrian infrastructure when considering roadway reconstruction (e.g. Riverside Drive). Thanks!

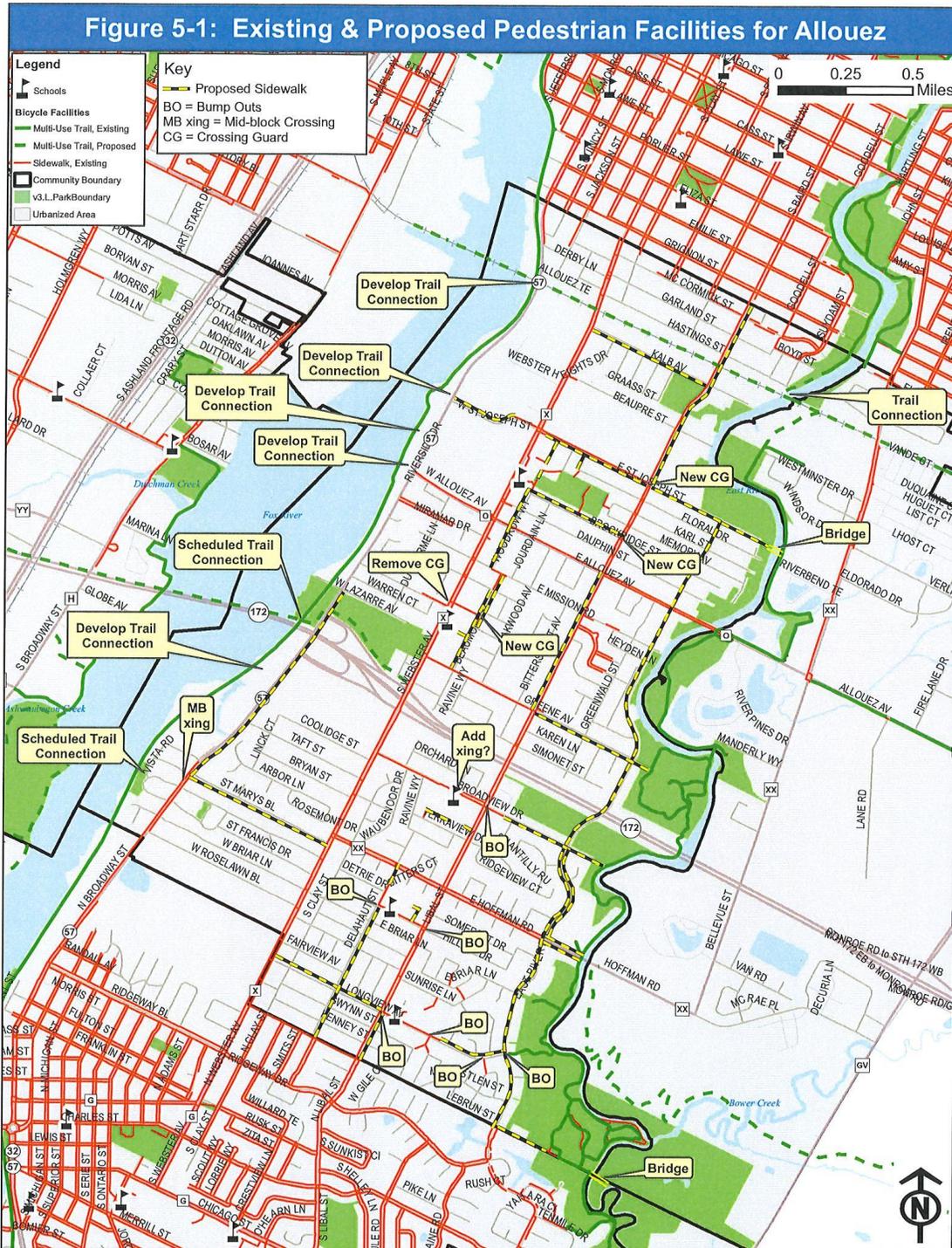
6.2 Village of Allouez 2015 Comprehensive Plan Bicycle/Pedestrian Maps



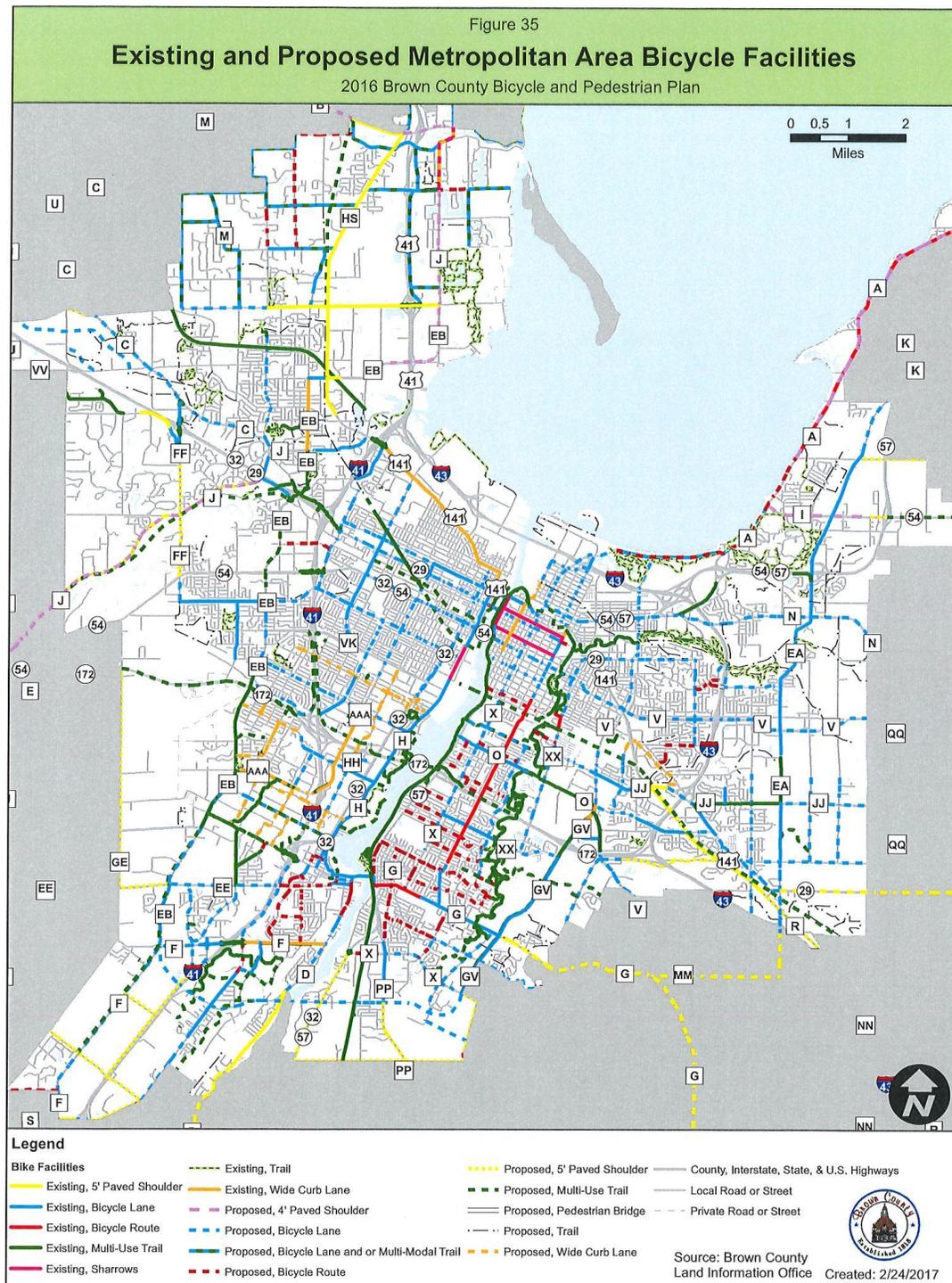


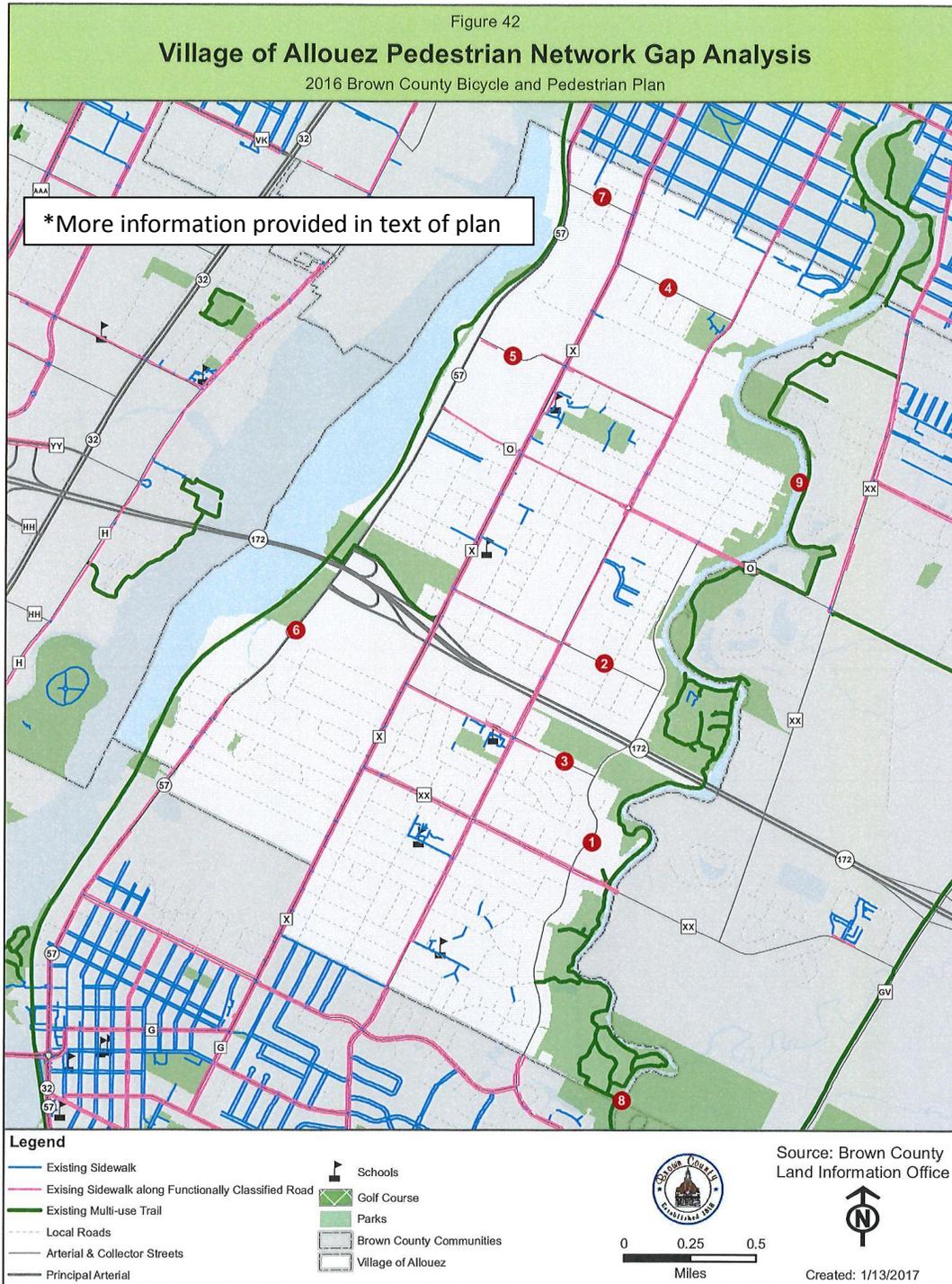
6.3 Village of Allouez Safe Routes to School Plan Proposed Facilities Map





6.4 Brown County Bicycle/Pedestrian Maps





6.5 Public Comments Submitted

Open House Comments

- Can the village persuade companies located on the trail to let trail users cut through their property to access the trail – i.e. the end of Taft St. (Valley Foods – recently (this winter) put up signs forbidding use.

This has been a safe way to get through previously. More accidents will happen if forced to ride on Riverside to another access point.

- **Safe crossings on Webster too.**
- Very happy to see bike lanes and walk-ability of the village. This increases my chances/desire to stay in the village (as a “millennial”).
- **I have concerns about bike lanes on Libal St. affecting on street parking. Would be very upset to see parking banned. I would also hate to see the mature trees on Libal’s west side removed to install sidewalks.**

E-mailed Comments

- Sorry, I wasn't able to make it to the open house last Thursday since I had something come up.

I just wanted to add a couple comments about the plan, which are probably what other people have already said. The path running along the 172 ramp from Webster to the Fox River Trail is very helpful, but getting to the ramp is definitely a challenge. The sidewalk along the west side of Webster between the corner and the parking lot for Heritage Hill is very narrow, and was covered during leaf pickup time in the fall, and not cleaned very well with the recent snow and ice. The sidewalk along the east side of Webster doesn't appear to be much better. Getting across Riverside at pretty much any other point is also challenging and risky.

I would say that I don't feel as worried about the roundabout on Allouez, but I do make sure to take the lane ahead of arriving there so I don't get squeezed off. I think the challenge with Libal is that it is a straight shot through Allouez, with very few places to slow cars down. Crossing Libal to go to Green Isle seems pretty dicey because of that.

The East River Trail and the Fox River Trail provide nice north-south connectivity through Allouez, but Riverside, Webster, and Libal are significant barriers going east and west in the village. Since the village's width is narrow, both of those trails are relatively close to access from anywhere, but physically difficult to access them because of the north-south roads.

Thanks, and let me know if you have any comments or questions. Thanks for your work on this plan.

- **Thank you for hosting and presenting the proposed plans to make Allouez more bike-able and walk-able. As an Allouez resident, I strongly support the plans and I would like to help positively promote the plans. How can I get involved with the Allouez Bikes group that was mentioned last night?**
- <https://www.walkscore.com/score/bordeaux-rue-allouez-wi-54301> citation for page 16 # 15 (I think J)

Very interesting.. love the direction this will allow the community to pursue

- **I just read the proposal and I think it's excellent. I can't think of anything to add. I assume that a bike lane on Riverside is impossible. I can't make it to the public event on Thursday, otherwise I'd love to attend. Good work on this! It's much better to be currently progressive from a planning standpoint than historically progressive ;)**
- WOW! I cannot believe how much thought has been put into this plan. Looks to be thorough
Sorry I won't be able to make the open house (out of town).
Really grateful the village is making bike and pedestrian travel. Thanks a bunch.

- I have questions:
This statement appears in your study - *Bicyclists and pedestrians are prohibited by law from using the roadway.* – I have been told by police that the sidewalk is not for bicycles, and you tell me that the road is not for bicycles, which is true?

I have never understood a bicycle lane alongside parked cars and would never use one. If a car door opens I am severely injured. People do get into and out of cars. Seems dangerous.

There are a number of elderly people who live and occasionally walk on Brookridge st between Libal and Woodrow. I fear speeding bicycles rolling down the hill after school endangering these elderly people. It will be easy to reach 30MPH simply coasting a bicycle down that new sidewalk. Or will the children coast down on the road? Will your plan train them?

Bike to work – I work on west Mason st. Which bridge can I legally cross on a bicycle and on what surface?

Where will the sidewalk go on Brookridge? I know what side, but in the middle of the yard so nobody can park in their driveway, or near the street? We realize we can no longer park our camper in our driveway, but would like to be able to park two cars on one side of the driveway. I have heard rumors of the sidewalk being 10-20 feet from the street, placing it right in the middle of the yard.

How do I pass by the roundabout on Allouez and Libal on a bicycle?

Even with sidewalks on Libal, I encounter runners in the street, especially dangerous as lanes narrow by the aforementioned roundabout. The roundabout has been wonderful for traffic flow!

Lastly, considering snow removal, the bicycle path alongside Allouez ave all the way east to Lime Kiln seems to get plowed. However, businesses along it plow snow onto the path completely blocking it. Seems illogical to keep it clear and then have businesses block it completely.

- I was just reading over the plan- pg 37-commercial is spelled wrong- at top in green header- says “commercial centers”.

Correspondences (received throughout the plan)

- Concerned with the conditions on Riverside Drive.
- Concerned with safe passage to the Fox River Trail.
- People like curbs and cul-da-sacs
Implement trails to provide connections
First priority should be schools, parks, and other specific destinations
There needs to be a balance between not enough sidewalks and too many
Notify the owners where facilities are planned for – NEWRA could help cover the cost
- Regarding bike lanes on Riverside Drive:
I was very disappointed that the Village Board “moved that the design of Riverside Drive does not include or that we eliminate bike lanes in total.”
I am an avid cyclist and find commuting in the village a challenge. A serious deficiency is the north-south travel. The Fox River Trail is a great state recreational trail but has some limitations. It has limited hours and is open to all non-motorized traffic and requires a trail pass. That traffic includes walkers, rollerblades, baby carriers, dogs and so on. As I stated, it is a great recreational trail that is very heavily used but is not a dedicated corridor for cyclists.
Other alternatives include Webster Avenue and Libal Street. Webster is a very unfriendly biking street because of the relatively narrow traffic lanes, lack of dedicated bike lanes, heavy traffic and inadequate sidewalks that should not be used for cycling.
Libal Street is a better alternative because of the parking lanes which are not heavily used but has a serious roadblock at the railroad underpass where the traffic is funneled to narrow lanes without shoulders. The walks on either side are barely wide enough for walkers much less bikes. Again there are no dedicated bike lanes.
The inclusion of bike lanes on Riverside Drive offer a commuter cyclist or road cyclist a north-south path from Green Bay to De Pere that would be much safer than what is available now. When is the next opportunity to do this?
I would like to encourage the committee to encourage the village to include bike lanes on Riverside Drive.
- As you continue to plan for among other things adding bike lanes I would like to offer suggestions to put in place before actual bike lanes are created specifically on Libal Street where I have lived for almost 20 years.

1. Reduce speed limit to 25mph. It would match the speed limit in force in DePere.
2. Add four way stops at Longview and Broadview. It would slow traffic and make the job of getting children across both streets easier and safer. Putting a roundabout on Hoffman made matters worse. Now speeders barely need to slow down when going through the roundabout and made biking more difficult.
3. Get the Brown County officers to enforce speed limits. I have never seen enforcement on the south end of Libal where I live.

If you add a bike lane without slowing traffic you will create a situation more dangerous than it is currently.

- The need for safe E-W connections between East River Trail and Fox River Trail – both sidewalks and bike route. Better signage – need paint for bike lanes, on-street parking in bike lanes creates hazard
Need for safe routes for biking for business/work or other than health reason. Maps with routes to major business/employment would be helpful.
- The traffic, both vehicles and pedestrians has increased. Traffic records will show that citations for speeding have increased, as well personnel cited for driving while under the influence. I propose that a sidewalk be installed on Beaupre St. At the present time we have school children, employees from Prevea and Bellin Medical, mothers with strollers and families walking in the street. They have to walk around parked vehicles, and this past summer a small dog run over by a car, (the dog had run out of the house). In addition we have 17 dogs in the immediate neighborhood, and many of the owners walk their animals on Beaupre St. Also senior citizens, such as myself cannot utilize the road for walking because of the crown which slopes to the gutters, which makes walking very difficult for people with hip or knee replacements. The sidewalk would have to be installed on the south side of the street because of the 19 telephone poles, (the south side of the St. has 4 telephone poles) and the trees that the village planted on the north side of Beaupre St. In addition all the water mains, sewage, and gas laterals are on the north side of the street. At the present time there is some sidewalk installed on the north side of the street on the western end of Beaupre St. I hope we do not have to have someone injured or killed before the village even considers having a sidewalk installed.

1. Content

1.1. Existing and Proposed Pedestrian Facilities

- 1.1.1. Show bus stops on map.
- 1.1.2. The existing sidewalk on the north side of a portion of Iroquois is substandard and should be upgraded.
- 1.1.3. Add “future consideration for pedestrian access routes” to the dead end condition of W Arbor Ln. One should join to St Mary’s; another to Riverside.
- 1.1.4. Identify a necessary pedestrian crossing of Webster at the east terminus of the 172 multi-use trail.
- 1.1.5. Identify specific locations and facility types for motor vehicle speed reduction.
- 1.1.6. The map should be calling for pedestrian easements through the commercial zone bounded by Webster, Beaupre, Libal and E St Joseph. There should be at least one running east-west and two running north-south. The parcel is too large for pedestrian movement in a commercial zone.
- 1.1.7. Propose a bike/ped bridge over 172 from the end of Greenwald to the soccer fields.
- 1.1.8. It would be nice to have a pedestrian access connections in the following locations:
 - 1.1.8.1. from Lola/Tower View through to Green.
 - 1.1.8.2. from St Matthew/Oakwood to Bremer.
 - 1.1.8.3. between Graass and Beaupre.
 - 1.1.8.4. between Kalb and Hastings, crossing the railroad.
- 1.1.9. Provide pedestrian access and paths around all storm water detention basins on public land.
- 1.1.10. Propose a multi-use easement along the power line corridor north of Longview from Glenhaven to Webster.
- 1.1.11. Consider having heat maps showing relative *Walk Score* and *Bike Score* values across the community.
- 1.1.12. Legend comments:
 - 1.1.12.1. Change term “Future Consideration for...” to “Recommended”
 - 1.1.12.2. The locations where sidewalks are to be “Install[ed] under Operating Budget” on Miramar and Iroquois currently exist, but are variously substandard, have conditions of disrepair and often are poorly drained. Recommend identifying these issues.
 - 1.1.12.3. Is it possible to show a circle, possibly shaded, around each of the schools describing the neighborhood areas of the safe routes to schools plan?

1.2. Existing and Proposed Bicycle Facilities

- 1.2.1. Ensure there are adequate definitions for bicycle lanes, bicycle routes and bicycle boulevards.
- 1.2.2. Show places in commercial/institutional districts where bicycle parking facilities should be added or improved.
- 1.2.3. Provide a bicycle route along Simonet as an alternative to Green Ave. Green was constructed too narrow to serve as an east and west bicycle route. Simonet has shallower grades which will be easier for most people to climb and has good street width with little traffic. Green carries significant traffic between Libal and Webster consistently exceeding the speed limit by 10 to 15 mph. If Green is to function as a bicycle route and there are to be bicycle lanes on Webster, the condition of the Green/Webster intersection needs improvement.
- 1.2.4. There should be special treatment (pavement marking; signage) called for at Hoffman/Webster/St Mary's to effect safe through routing of bicycle traffic.
- 1.2.5. Dauphin should be identified as a bicycle route, alternative to Allouez Av. It has good width, newer pavement, carries less traffic and connects to the Allouez Av/Webster commercial district as well as Webster School.
- 1.2.6. Simmonet, Dauphin, DuCharme and Lazarre could be developed as bicycle boulevards, but will need motor vehicle speed reducing and diversion measures constructed.
- 1.2.7. DuCharme and Lazarre should be shown as bicycle routes.
- 1.2.8. An off street bicycle easement through the cemeteries, diocese property and residential developments should be proposed to connect DuCharme with C Allouez Terrace.
- 1.2.9. Beaumont/Woodrow should be shown as a bicycle route alternative to Webster for access to the commercial areas and Webster school.
- 1.2.10. Show Beaupre as a bicycle route.
- 1.2.11. Is there a problem with identifying bike lanes on Allouez Av considering the Brown County DPW position to not maintain them?
- 1.2.12. Propose a link to the FRT from the west terminus of Briar Ln.
- 1.2.13. Extending the Eastlawn Park trail along the west bank of the East River to Green Isle Park could be considered: perhaps as a mountain bike trail.
- 1.2.14. While adequate property seems to exist, there seems no interest in having some light recreational mountain bike trails in the community or a possibility of building a BMX course somewhere. These could be useful recreational components.

2. Format**2.1. Existing and Proposed Pedestrian Facilities:**

- 2.1.1. Provide separate maps showing existing pedestrian (and bicycle) facilities.
- 2.1.2. Place key numbers on the map referring to a comments list. The comments list should describe deficiencies of existing facilities and identify facilities meeting or exceeding current good design practice.
- 2.1.3. Ensure public open lands (parks, trails and the like) are clearly identified by a distinct tone/color.
- 2.1.4. Darken the shading of surrounding communities to make the Allouez plan more distinct.
- 2.1.5. Legend comments:
 - 2.1.5.1. The colors used for facilities and background are not generally distinguishable to persons who are color blind. Suggest looking at the *Wisconsin Bicycle Maps* published by the DOT for sample color renditions considered visible to all sighted persons.
 - 2.1.5.2. The location where sidewalk is to be "Install[ed] under Operating Budget" on Longview should be identified as "new."
 - 2.1.5.3. Change "Other Communities" to "Adjoining Municipalities." Have a note or reference to supplementary notes stating, "Existing and proposed facilities referenced from the Brown County Bicycle Pedestrian Plan of 20__ shown to highlight connectivity to facilities in adjoining communities."
 - 2.1.5.4. Change "Village of Allouez" to "Village Municipal Boundary"

2.2. Existing and Proposed Bicycle Facilities:

- 2.2.1. Refer to Existing and Proposed Pedestrian Facilities for applicable format comments.
- 2.2.2. Mission should be shown as a through street near Webster.
- 2.2.3. Legend comments:
 - 2.2.3.1. Refer to Existing and Proposed Pedestrian Facilities for applicable legend comments.
 - 2.2.3.2. Change "Proposed Pedestrian Bridge" to "Proposed Multi-Use Bridge."
 - 2.2.3.3. Change "Parks" to "Parks and Public Open Lands" (How do we clarify appropriate and legal access and use?)

6.6 Village Board Resolution



RESOLUTION 2017-09

ADOPTION OF THE VILLAGE OF ALLOUEZ COMPREHENSIVE BICYCLE AND PEDESTRIAN PLAN

WHEREAS, the Village of Allouez, County of Brown, State of Wisconsin, has endorsed the development and creation of the Village of Allouez Comprehensive Bicycle and Pedestrian Plan; and

WHEREAS, the Village of Allouez undertook the development and creation of a Comprehensive Bicycle and Pedestrian Plan through an Ad Hoc Committee composed of representatives from within the community of differing age, skill, and professional backgrounds, and;

WHEREAS, a community survey was offered and public meetings were held to obtain public input during the development of the plan, which included Ad Hoc Committee meetings, and;

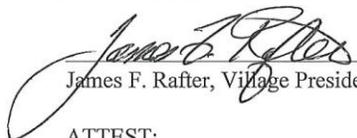
WHEREAS, the resulting plan is meant to guide development of an interconnected bicycle network and pedestrian network that can provide safe and efficient travel for bicyclists and walkers of all skill levels and abilities throughout the village, and;

WHEREAS, the Village of Allouez finds that adopting the plan will support efficient use of resources to provide facilities for active transportation modes; will provide a long-term plan to build bicycle and pedestrian travel; and will help promote and protect the health, safety, and general welfare of the residents and guests of Allouez, and;

WHEREAS, the Village Board of Trustees of the Village of Allouez did approve the Comprehensive Bicycle and Pedestrian Plan in final draft form at the regular convened meeting on the 21st day of March 2017.

NOW THEREFORE, BE IT RESOLVED by the Allouez Village Board that the Village of Allouez Comprehensive Bicycle and Pedestrian Plan be adopted as the approved plan for the Village of Allouez.

PASSED AND APPROVED by the VILLAGE BOARD of the VILLAGE OF ALLOUEZ, this 28th day of March, 2017.


James F. Rafter, Village President

ATTEST:


Debra M. Baenen, Clerk Treasurer