

CHAPTER 10

IMPLEMENTATION



IMPLEMENTATION

A comprehensive plan's success lies in its implementation. Without implementation of the recommendations within the plan, the plan is just another unused document. To implement the plan, there are several land use regulatory tools, as well as administrative mechanisms and techniques, which can and should be utilized. While the Implementation Chapter does not include all the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation.

Each chapter in the Village of Allouez Comprehensive Plan has goals, objectives, and recommendations. These are the village's desired outcomes through implementing the comprehensive plan. While the plan has many good ideas in each chapter, implementing them all at once is not very feasible. Other factors also impact when and how the ideas can be realized, such as budget, village staff, or changing conditions and circumstances.

This chapter will review the goals, objectives, and recommendations at the end of each chapter to determine which ones should be implemented, what time frame to implement them, and who is responsible for the implementation. If something is not listed here, the village may still implement it. Based on existing conditions, the village should continue to prioritize the following items.

Plan Adoption

The Village of Allouez Comprehensive Plan was adopted following procedures specified by Wisconsin's comprehensive plan statute. This plan includes all the needed elements to meet the law's requirements. The village also met all procedural requirements of this law, including opportunities for public input, village plan commission recommendation, formal public hearing, and village board adoption of the plan by ordinance.

Plan Monitoring, Interpretation, and Use

The village plan commission should regularly review the plan's recommendations to prioritize them in order of importance and to advise the village board what recommendations should be implemented during the year.

The Village of Allouez intends that this plan should be interpreted reasonably to achieve the overall goals of the plan. If there is an interpretation question of a provision of the plan, the village board shall be empowered to make such an interpretation of the plan and shall be the only body authorized to interpret this plan.

The village will constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this plan.

Amending the Plan

Even following plan adoption, the comprehensive plan should still be considered a living document. Amending the plan could be prompted by things such as new demographic or market trends, better information/data on specific topics, or changing resident preferences. In light of these, or other prompts, the village should periodically review the plan, and consider amending as needed. Amendments could be proposed by staff, village officials, or as a result of discussion between residents and staff/officials. Plan amendments would also be subject to a public hearing as required by state statute before a decision by the village board.

IMPLEMENTATION PRIORITIES

This section summarizes the high-level priorities and strategies that the village should keep in mind and/or focus on in implementing this plan. These priorities are the plan's primary implementation methods. The more specific recommendations will be summarized in the following section.

Land Use

Zoning Ordinance

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

Action Steps:

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

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

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities. New subdivisions and lot splits should also be consistent with the community vision as outlined by the comprehensive plan.

Action Steps:

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

Local Decisions Consistent with Comprehensive Plan

The state comprehensive planning statute requires that beginning on January 1, 2010, specific actions by municipalities follow the adopted municipal comprehensive plan. This includes actions on establishing or amending the local official map, the local subdivision ordinance, and the local zoning ordinance, including the zoning map. Zoning changes should be consistent with the recommendations and the philosophy of the plan. Section 17 of Act 391, signed into state law in 2016, stated that state law does not require that conditional use permits that may be issued by a political subdivision have to be consistent with the political subdivision's comprehensive plan.

Transportation

Official Map

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

Action Steps:

1. When the village has identified specific future improvements, such as street rights-of-way, the village should use the official map process to formalize those locations.

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a capital improvements program (CIP). The program is designed to annually schedule public works projects within a specified period, which usually encompasses a period of five to 10 years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations. The village already uses a CIP to plan projects and should continue to do so.

Community Facilities

Outdoor Recreation Facilities

The village can help realize its vision through parks, open space, and recreation facilities. How the village operates and maintains demonstrates its commitment and values. With the right facility location, the village can create a neighborhood focal point and gathering space. When thoughtfully programmed and managed, these places can harness community energy and enhance community vitality.

Action Steps:

1. For any new park/outdoor recreation areas or significant facility improvements, the village should use its CORP to guide the decision-making process. The village should also update its CORP when necessary to keep the plan current for future funding opportunities.

PLAN RECOMMENDATIONS IMPLEMENTATION TABLE

The following table outlines all the recommendations from the plan, their location, primary party responsible for implementation, and the time frame priority. Recommendations will be assigned one of the following time frames:

- » Short - between 0-2 years
- » Medium - between 2-5 years
- » Long - 5 or more years
- » Ongoing - recommendations that are already in effect, but should continue to be implemented and/or when opportunities arise.

These time frames are somewhat generalized in that opportunities might arise sooner than expected, or shifting priorities might make it necessary to wait on a recommendation. The intent of assigning a time frame is for general planning purposes, and to provide a benchmark to target. Finally, some recommendations could take years to fully realize. While accomplishing every recommendation within a plan's 10-year timeline isn't probably very realistic, real steps can be taken towards achieving many different recommendations in that time. That progress should be tracked against this table, because at some point many small steps and actions can add up to a realized vision.

***Note:** The "Responsible Party" element includes the primary entity or entities either responsible for the review and approval of policy decisions and/or the actual implementation of each recommendation. However, the implementation for any given recommendation may require the efforts of individuals, parties, and/or organizations beyond what's listed here. This list does not include relevant stakeholders, since those can vary depending on the context and situation.

Table 10-1: Plan Recommendations Implementation	
Recommendation	Time Frame
Land Use	
1. The village should consider the development of additional small commercial nodes within existing neighborhoods that could serve the neighborhoods and the community.	Ongoing
2. Allouez should work with Brown County to identify housing rehabilitation target areas in the village. Once this is done, the village should consider applying for CDBG-Housing rehabilitation grants.	Medium
3. The village should consider allowing the development of additional commercial and possibly some riverfront residential uses (such as townhouses or condominiums).	Short
4. The village should continue to follow the recommendations and district redevelopment options outlined in the Riverside Drive & Webster Avenue Corridor Study.	Medium
5. The village should continue to emphasize physical design elements that promote walkability and advocate for amenities that support pedestrian engagement at the street-level and that can enhance life in the village. The village should work to incorporate the design elements highlighted in the <i>Corridor Study</i> plan and the <i>Streetscapes Concept Study</i> throughout the village, but especially in the redevelopment opportunity areas identified in Map 2-2.	Ongoing
6. The village should continue to support efforts that look towards closing the Green Bay Correctional Facility.	Ongoing
7. The village should continue to look at ways the zoning code can support mixed-use development with an eye towards the different redevelopment opportunity areas listed in this chapter.	Short

Table 10-1: Plan Recommendations Implementation

Recommendation	Time Frame
Transportation	
1. Continue to encourage the development of additional street connections if opportunities arise in the future to help promote walking and bicycling in the village.	Ongoing
2. Place curb extensions in the parking areas of streets at many of the village's intersections and place extensions at other points along long uninterrupted blocks.	Ongoing
3. If traffic congestion becomes a problem in the future, the village should avoid expanding its two-lane streets. Instead, the village should utilize efficient traffic control techniques at intersections (such as roundabouts) that allow motorists to travel efficiently through Allouez at reasonable speeds.	Ongoing
4. The village should utilize street design techniques that help increase safety for all by reducing vehicle speeds, minimizing possible conflicts, and enhancing traveler awareness the village's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.	Ongoing
5. To enable and encourage people to make additional walking and bicycling trips in Allouez, the village should implement the Land Use chapter's recommendations for mixing land uses within neighborhoods to create destinations that can be easily reached by pedestrians and bicyclists.	Ongoing
6. The village should continue to work to create a robust sidewalk system in Allouez. This could include requiring developers to submit development and redevelopment proposals that include sidewalks, working to add sidewalks along all existing home-to-school walking routes and all existing collector and arterial streets, and attempting to build sidewalks along the rest of the village's streets by identifying demand and consulting residents prior to street reconstruction projects. The village should also retain its existing sidewalks when new developments replace old ones and consider developing a sidewalk installation and maintenance policy to address priorities, funding, and other sidewalk-related issues.	Ongoing
7. The village should continue to develop additional trails, where feasible, by purchasing land, cooperating with area utility companies to utilize utility easements, and, where appropriate, requiring developers to dedicate land for trails before approving their development proposals. The village should also work with the Wisconsin Department of Natural Resources and Brown County to acquire and develop a trail on the currently active railroad corridor if it is proposed for abandonment in the future.	Ongoing
8. To enable and encourage people to travel to destinations in the village with and without motorized vehicles, the village should encourage developers to submit new and redevelopment projects that have buildings with zero or minimal setbacks, parking in the rear, and other features similar to those recommended in the plan's Land Use chapter.	Ongoing
9. The village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the village's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.	Ongoing
10. When opportunities arise, the village should consider designating public rights-of-way at or near the end of the cul-de-sacs, horseshoe roads, and other streets for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.	Ongoing
11. To make mass transit a more attractive and economically efficient transportation option, the village needs to establish the pedestrian system and other recommendations in the Land Use and Transportation chapters of the comprehensive plan.	Ongoing
12. Continue to utilize Green Bay Metro's subsidized paratransit service as another transportation option for village residents requiring mobility assistance.	Ongoing
13. Allouez should monitor activity on the rail line that runs along the north end of the village and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the village should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.	Ongoing

Table 10-1: Plan Recommendations Implementation

Recommendation	Time Frame
14. Continue to conduct periodic bicycle, pedestrian, and Safe Routes to School planning efforts to guide future multi-modal improvements and apply for grants and funding opportunities to aid in plan implementation.	Ongoing
Economic Development	
1. Encourage businesses that are compatible with the village's predominantly residential character.	Ongoing
2. Encourage future improvement planning for Heritage Hill State Park to consider locating an access point to the park on vacant property located along the Fox River and with convenient access to the Fox River Trail.	Medium
3. Promote Packer Heritage Trail in Allouez (the Lambeau-Lombardi Spur, with two sites in Allouez).	Ongoing
4. Business development should be designed with consideration of the parkways that this plan identifies along the village's primary drainage corridors, which include the Fox River and the East River.	Ongoing
5. Continue to encourage the planting and landscaping of community gateways and street medians.	Ongoing
6. Business site plans should include sidewalks, and possibly trails (where appropriate), parking behind the building, and parking lot landscaping standards (including landscaped islands) within large parking lots to break up the expanse of asphalt.	Ongoing
7. The village should work to incorporate and implement design elements identified in the Riverside Drive and Webster Avenue Corridor Study as part of a place-making strategy, which will help regional progress on attracting and retaining new businesses and residents. Transportation enhancements, especially pedestrian- and bicycle-related, should also be considered as part of an overall improvement effort to elevate both the village and the region.	Ongoing
8. Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants.	Ongoing
9. Encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Brownfields should be cleaned and promoted for redevelopment using state and federal brownfield funds.	Ongoing
10. Continue to be a partner with Advance and collaborate on regional efforts to attract, retain, and expand businesses, and utilize Advance's resources to generate new employment opportunities and expand the village's tax base.	Ongoing
11. Continue to monitor potential for economic development grant funds through the state and federal government.	Ongoing
12. Continue to utilize the Economic Development Committee (EDC) and work with the Allouez Business Association (ABA) as resources to promote business retention and attraction.	Ongoing
13. Continue using the TID to promote development and redevelopment into the designated commercial district, and consider using territory amendments (as allowed and prescribed by state statute) to modify the TID where there are adjacent parcels that could benefit.	Ongoing
14. Promote commercial development around existing public, recreational, and tourist facilities.	Ongoing
Housing	
1. All multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.	Ongoing

Table 10-1: Plan Recommendations Implementation

Recommendation	Time Frame
2. Consider a detailed study to assess the current condition of the village's housing stock and determine the need and potential locations for village-sponsored housing rehabilitation projects.	Medium
3. Multifamily projects should offer variation among individual buildings but remain within a coordinated overall design theme. Variation among buildings should be achieved by a combination of different footprints, façade treatments, roof forms, entrance features, and building orientation. Monotonous complexes of identical buildings should be discouraged.	Ongoing
4. To foster visual interest along a neighborhood street, the street frontage devoted to protruding garage doors and driveway curb crossings should be limited. Generally, garages should be recessed or, if feasible, tucked into side or rear yards using variety and creativity to avoid a streetscape dominated by the repetition of garage doors.	Ongoing
5. Shared driveways should be considered to improve the visual interest of streets by reducing driveway curb cuts and street-facing garage doors, especially along main thoroughfares where driveway entrances are not desirable. Driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access.	Ongoing
6. New residential developments or redevelopments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character.	Ongoing
7. Explore revising the zoning code to allow for "missing middle" housing to promote a variety of housing types to create an attractive, marketable neighborhood with housing for a range of people.	Short
8. To maintain a supply of more affordable housing stock, the village should encourage and work with developers and property owners to reinvest in housing in traditional neighborhoods with smaller lots and homes and in areas of the village north of the railroad tracks and near the East River.	Ongoing
9. Identify public-private partnerships that could help to diversify and improve the village's housing stock.	Short
10. The village should work with the Brown County Housing Authority, Wisconsin Economic Development Corporation, and Wisconsin Housing and Economic Development Authority (WHEDA) for information and resources to continue to improve the village's housing stock.	Ongoing
Utilities and Community Facilities	
Sanitary Sewer Service	
1. The village should continue to replace its aging sanitary sewers and allocate adequate funding to maintain its wastewater collection system.	Ongoing
2. The village should continue to use its capital improvement plan and the related street and utility reconstruction projects to maintain (or upgrade, where necessary) its wastewater collection system.	Ongoing
Water Supply	
3. The village should continue to replace and repair its aging water mains to maintain its water supply system and reduce losses due to leaks in the piping systems.	Ongoing
4. The village should continue to use its capital improvement plan and the related street and utility reconstruction projects to maintain (or upgrade, where necessary) its water supply system.	Ongoing
Solid Waste Disposal	
5. The village should continue to provide garbage and recycling services unless it is no longer financially feasible to do so, which then other options should be explored.	Ongoing

Table 10-1: Plan Recommendations Implementation

Recommendation	Time Frame
Storm Water Management	
6. The village should continue to provide garbage and recycling services unless it is no longer financially feasible to do so, which then other options should be explored.	Ongoing
Parks and Recreation	
7. The village should continue to develop and maintain its park sites to provide adequate facilities for residents and visitors alike. The village should use its updated CORP to guide decision making around new park facilities and/or park facility improvements. This also includes continuing to work on the connection between the East River Trail and the Fox River Trail.	Ongoing
8. The village should continue to maintain close ties with the village's many non-profit and volunteer organizations, such as the Allouez Beautification Committee, the Friends of Green Isle Park, the Kiwanis Club, and the Optimist Club. The village should also continue to work with the Green Bay Area Public School District to maintain the joint school/park sites.	Ongoing
9. The village should continue to update the village park plan every five years to maintain its eligibility for state and federal recreational grants.	Medium
Telecommunications/Power Generation	
10. The village should investigate opportunities to recommend or require uniform design and location standards for telecommunication, power, and other utility facilities as necessary.	Ongoing
11. To accommodate the needs of property owners, the village should do the best that it can to ensure that adequate easements or other necessary rights-of-way are available and maintained for such infrastructure.	Ongoing
Emergency Services	
12. The village should continue to contract with the City of Green Bay to provide fire and ambulance services through the Green Bay Metro Fire Department.	Ongoing
13. The village should continue to work with adjacent communities to provide the best coverage and most cost-effective fire and ambulance services.	Ongoing
14. The village should maintain its current standard of police protection until there is a reason or reasons that require increased coverage. Then those options should be explored.	Ongoing
15. The village should closely monitor its fire, rescue, and police needs to maintain an appropriate level of service.	Ongoing
Schools	
16. The village should work closely with the Green Bay Area Public School District in the preparation (if applicable) and implementation of the district's facility master plan. This should be undertaken to enable the village and the school district to plan well in advance of any future needs or changes, maintain healthy neighborhoods, and pursue opportunities to enroll children in middle schools and high schools that are close to Allouez.	Ongoing
Natural and Cultural Resources	
Natural Resources	
1. Continue to maintain the parkway along the East River by planting native grasses and shrubs along the river (where opportunity to do so) to limit erosion and to improve the vegetative buffer and further filter storm water runoff.	Ongoing
2. Continue to participate in the East River Water Trail and Habitat Corridor Project work to improve the East River.	Ongoing
3. Continue to encourage developers to incorporate access to the Fox River Trail and/or views of the Fox River in redevelopment projects.	Ongoing

Table 10-1: Plan Recommendations Implementation

Recommendation	Time Frame
4. Continue implementation of the recommendations contained in the village's storm water management plan to help the process of improving the water quality of the Fox and East Rivers.	Ongoing
5. Periodically review and revise (as necessary) the village's Floodplain Zoning Ordinance to ensure its continued viability.	Ongoing
6. If conditions change, develop a detailed flood study for the Fox River and update the East River Flood Study in cooperation with the neighboring communities where new developments are taking place upstream.	Ongoing
7. Work to remove invasive plants, such as purple loosestrife, buckthorn, and garlic mustard from the village's wetlands and floodplains.	Ongoing
8. Maintain the village's designation as a Tree City, USA, by continuing its proactive approach to planting street trees, and continue to monitor and manage any diseased ash trees.	Ongoing
9. Contact the WDNR early in any development proposals along the East or Fox Rivers to properly address any threatened or endangered resources or archaeological sites that may be present.	Ongoing
Cultural Resources	
10. Establish priorities for protection of historic and cultural buildings and strive for rehabilitation and maintenance rather than demolition, when possible, by working with private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs.	Ongoing
11. Consider the addition of period-style street lighting fixtures, the continuation and expansion of the boulevard and sidewalk plantings, street furniture, and utilization of traffic calming techniques along streets, such as East River Drive, Libal Street, and Riverside Drive, to reinforce the community design attributes that Allouez's residents desire.	Long
12. Encourage vacant shoreline redevelopment projects that include public access and views of the Fox River as part of the development.	Ongoing
13. Work with the Department of Natural Resources and the Heritage Hill Corporation and Foundation to plan for the development of the vacant parkland located between the Fox River Trail and the Fox River north of STH 172 (at the dead end of Lazare Road), as well as continued improvement to the open space between Riverside Drive and the Fox River south of STH 172 (west of GBCI).	Medium
14. If opportunities arise, look at the diocese, GBCI, and Heritage Hill properties to encourage commercial or residential taxable development that is compatible with the context and historical character of those places.	Ongoing
Intergovernmental Cooperation	
1. The village and Green Bay School District should continue to cooperatively address traffic congestion, student accessibility (through sidewalk installation, traffic calming, continuation of bus service, and other techniques), and other issues. Where possible, the village should also work to strengthen the position of Allouez within the surrounding school districts.	Ongoing
2. Allouez should continue its partnership with the Green Bay Metro Fire Department to provide fire service through a cost-effective arrangement.	Ongoing
3. Allouez should continue to share equipment with the City of De Pere and work with it on transportation, utility, and other projects that require joint coordination. Some of the specific projects that the two communities will likely work on in the future including Webster Avenue reconstruction and East River-related projects.	Ongoing
4. Allouez and the Village of Bellevue should continue to cooperatively complete park and recreation projects as opportunities arise.	Ongoing
5. The village should participate in the City of Green Bay comprehensive planning process, and coordinate and collaborate on projects of shared interest, such as Webster Avenue and the East River.	Ongoing

Table 10-1: Plan Recommendations Implementation

Recommendation		Time Frame
6.	The village should continue to work with Brown County Parks Department on establishing additional Fox River Trail access points when opportunities arise. The village will also continue to work with the Brown County Highway Department on county highway-related matters, and with the Sheriff's Office on public safety matters.	Ongoing
7.	The village should work with WisDOT, Brown County, and other entities to identify methods of creating safer pedestrian and bicycle crossings along Riverside Drive.	Medium
8.	The village should continue to participate in any hazard mitigation planning efforts with Brown County and other partners.	Ongoing
9.	The village should continue to meet and collaborate with other governmental units and community partners around the Green Bay Correctional Institution, its future, and other relevant matters.	Ongoing
Health		
1.	The village should collaborate with other organizations in the Green Bay area and Brown County that are focused on health issues to stay informed on current trends, practices, and opportunities that could be implemented in Allouez.	Ongoing
2.	For capital improvement projects, such as streets and parks, the village should also consider the possible health impacts and benefits when planning new facilities and improvements to existing facilities.	Ongoing
3.	Continue to participate in the process and adopt Brown County's <i>All Hazards Mitigation Plan</i> when it is updated (next update slated for 2025).	Ongoing
4.	Use the priorities identified in Brown County's CHA and CHIP (equitable access, social cohesion, and unified planning and policy) as a framework to view and evaluate decisions that can lead to improved community health outcomes.	Ongoing