

CHAPTER 3

TRANSPORTATION

Transportation Goal:

Develop a safe and efficient multi-modal transportation system that also enhances the quality of life in the village.

Objectives

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

INTRODUCTION

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

EXISTING TRANSPORTATION SYSTEM

Streets and Highways

Allouez has two state highways (STH) which are 172 and 57 (Riverside Drive). The village also has three county trunk highways (CTH), which include CTH X (Webster Avenue), CTH O (Allouez Avenue), CTH XX (Hoffman Road), and many village streets. These streets and highways are currently the primary means of reaching the village's residential, commercial, institutional, and other destinations (see Map 3-1 on the following page for the village's street and highway system).

Functional Classification System

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

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

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

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

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

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

The current street pattern in Allouez enables some vehicle trips to occur on the local and collector streets because some of them are well connected. However, the village also contains several cul-de-sacs, horseshoe roads, and other streets that do not provide convenient connections to surrounding streets. This lack of street connectivity in many parts of the village forces motorists to use the arterial streets at some point during nearly every trip, and this concentration of traffic can create barriers to other transportation modes (such as walking, bicycling, and transit). Map 3-2 shows the village's existing functional classification system.

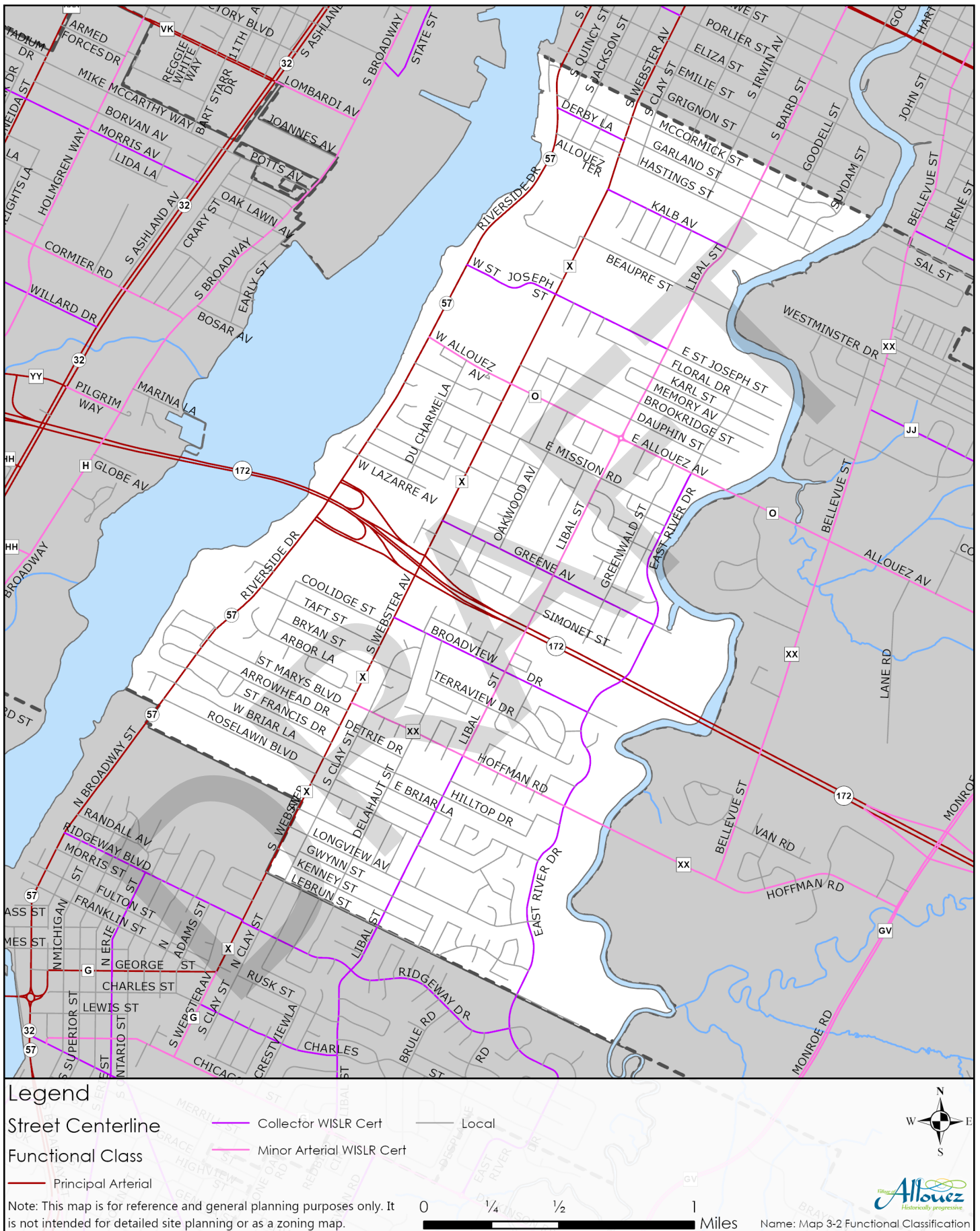
This is a detailed street map of the St. Louis area, showing the Mississippi River, major highways (I-44, I-64, I-170, I-270), and numerous local streets. The map is color-coded with green for parks and blue for water. It includes labels for various neighborhoods and landmarks.

Streets and Highways:

- Major Highways:** I-44, I-64, I-170, I-270.
- Local Streets:** N Broadway St, N 1st St, N 2nd St, N 3rd St, N 4th St, N 5th St, N 6th St, N 7th St, N 8th St, N 9th St, N 10th St, N 11th St, N 12th St, N 13th St, N 14th St, N 15th St, N 16th St, N 17th St, N 18th St, N 19th St, N 20th St, N 21st St, N 22nd St, N 23rd St, N 24th St, N 25th St, N 26th St, N 27th St, N 28th St, N 29th St, N 30th St, N 31st St, N 32nd St, N 33rd St, N 34th St, N 35th St, N 36th St, N 37th St, N 38th St, N 39th St, N 40th St, N 41st St, N 42nd St, N 43rd St, N 44th St, N 45th St, N 46th St, N 47th St, N 48th St, N 49th St, N 50th St, N 51st St, N 52nd St, N 53rd St, N 54th St, N 55th St, N 56th St, N 57th St, N 58th St, N 59th St, N 60th St, N 61st St, N 62nd St, N 63rd St, N 64th St, N 65th St, N 66th St, N 67th St, N 68th St, N 69th St, N 70th St, N 71st St, N 72nd St, N 73rd St, N 74th St, N 75th St, N 76th St, N 77th St, N 78th St, N 79th St, N 80th St, N 81st St, N 82nd St, N 83rd St, N 84th St, N 85th St, N 86th St, N 87th St, N 88th St, N 89th 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Name: Map 3-1 Street Network

MAP 3-2: STREET FUNCTIONAL CLASSIFICATIONS



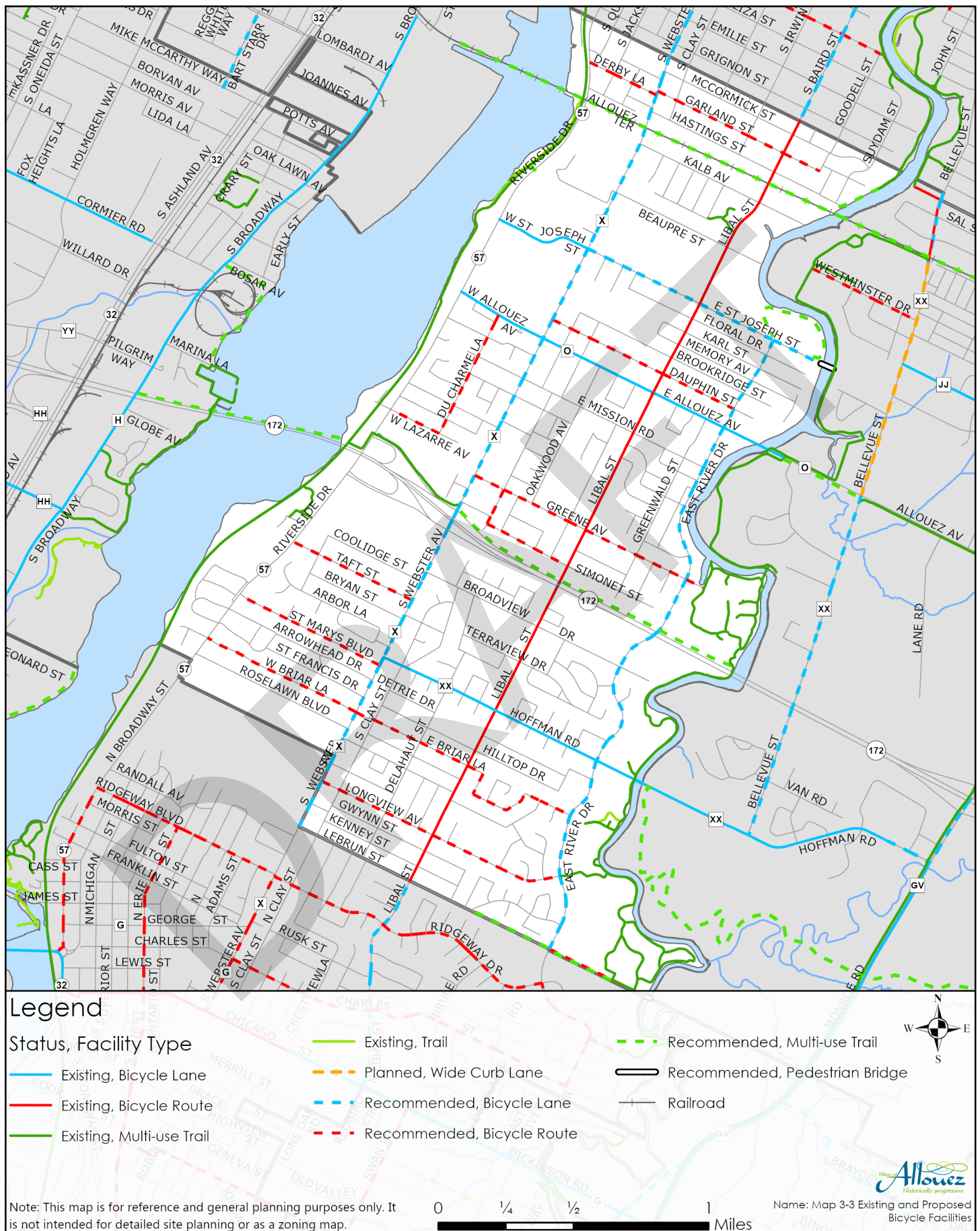
Pedestrian and Bicycle Facilities

As previously mentioned, Allouez's existing transportation system is largely comprised of village streets, county highways, and state highways. Some of the village's major streets have sidewalks, with Libal Street also including a signed bicycle route running parallel with the road. Bicycle lanes and sidewalks have been added to Allouez Avenue (CTH O) and Hoffman Road (CTH XX). Sidewalks have also been added to Riverside Drive. The village also has a "Safe Routes to School" program. This program encourages and identifies safe and accessible ways for children to walk or bike to school, promoting a more sustainable and healthier transportation method. The most recent plan for the program was last updated in 2012.

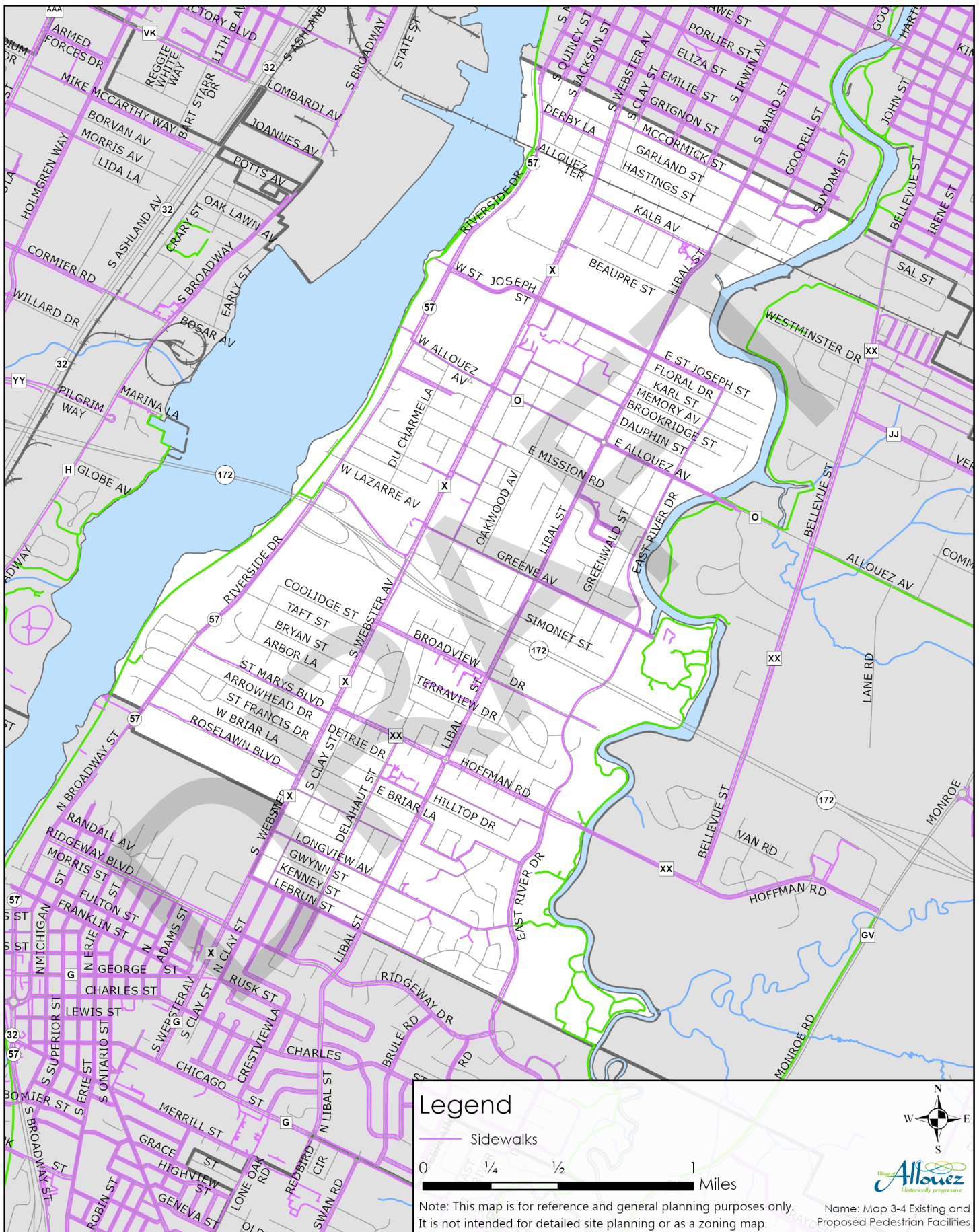
The village also has portions of the Fox River and East River Trails running through it. These asphalt trails run along the Fox and East Rivers on the village's west and east sides. The Fox River Trail is 12 feet wide and relatively straight, so it is a very attractive route for transportation and recreational trips. It also connects downtown De Pere to downtown Green Bay. The East River Trail, however, is a narrower facility that generally follows river's meander line, which makes the trail very appealing for recreational trips but less practical for work commutes and other transportation trips. The trail is adjacent to the Allouez Village Shoppes on CTH XX/Hoffman Road and East River Drive, but otherwise doesn't immediately connect to any commercial areas in Allouez. In recent years that have had greater than historical average precipitation, portions of the trail have been underwater, especially at locations where the trail passes under roadways.

Consistent with the Village of Allouez Safe Routes to School and Bicycle and Pedestrian Plan, the village continues to plan and consider for future bicycle routes and sidewalks when planning and implementing major road construction and reconstruction projects. The existing village bicycle and pedestrian systems are shown in Maps 3-3 and 3-4 on the subsequent pages. The recommended bicycle facilities in Map 3-3 are based on previous plans, including the *2021 Brown County Bicycle and Pedestrian Plan Update*.

MAP 3-3: EXISTING AND PROPOSED BICYCLE FACILITIES



MAP 3-4: EXISTING AND PROPOSED PEDESTRIAN FACILITIES



Transit

Allouez is currently served by one transit route along Webster Avenue (Route 11 – Sky Line). This route is shown in Map 3-5 (next page). The route runs predominately along Webster Avenue, with a spur running down Allouez Avenue, up Libal Street, and returning to Webster via St. Joseph Street.

In 2022, the Brown County Planning Commission completed a comprehensive bus stop study for the Green Bay Metro system. Allouez's only route, Route 11, ranked eighth for the total number of boardings over the study period of September 2022.

Green Bay Metro On-Demand Microtransit Service

Microtransit is an on-demand shared ride service using the same technology as ride-hailing services. Passengers request a ride through a mobile app (or by phone) and a vehicle is dispatched in real time to a pick-up location within one of the designated service zones. The program is designed to allow riders the ability to move seamlessly between the fixed-route bus and Microtransit services.

Paratransit Service

Paratransit is a specialized transportation service for individuals who are unable to use the fixed-route bus system due to a disability. Individuals must complete an eligibility form and be certified to use the service, which is currently provided under contract with a private transportation company using small buses. The Americans with Disabilities Act (ADA) complementary paratransit service must be provided within $\frac{3}{4}$ of a mile of a fixed bus route. The service must operate during the same days and hours as the fixed-route service and passengers can be charged no more than twice the regular fixed-route bus fare.

Rail Transportation

Allouez currently contains one active freight rail line that runs across the northern portion of the village (see Map 3-1 at the beginning of this chapter, or Map 3-6 in the next spread for the line's location). This line does not currently serve any developments in Allouez, and the rail trestle that crosses Libal Street makes walking and bicycling very uncomfortable in this area.

Air Transportation

Austin Straubel International Airport is approximately four miles west of Allouez (see Map 3-6 for the airport's location). Commercial service is currently provided by American Airlines, Delta Airlines, Frontier Airlines, Sun Country Airlines, and United Airlines. Charter service is provided by Jet Air Group. The airport also has air cargo service.

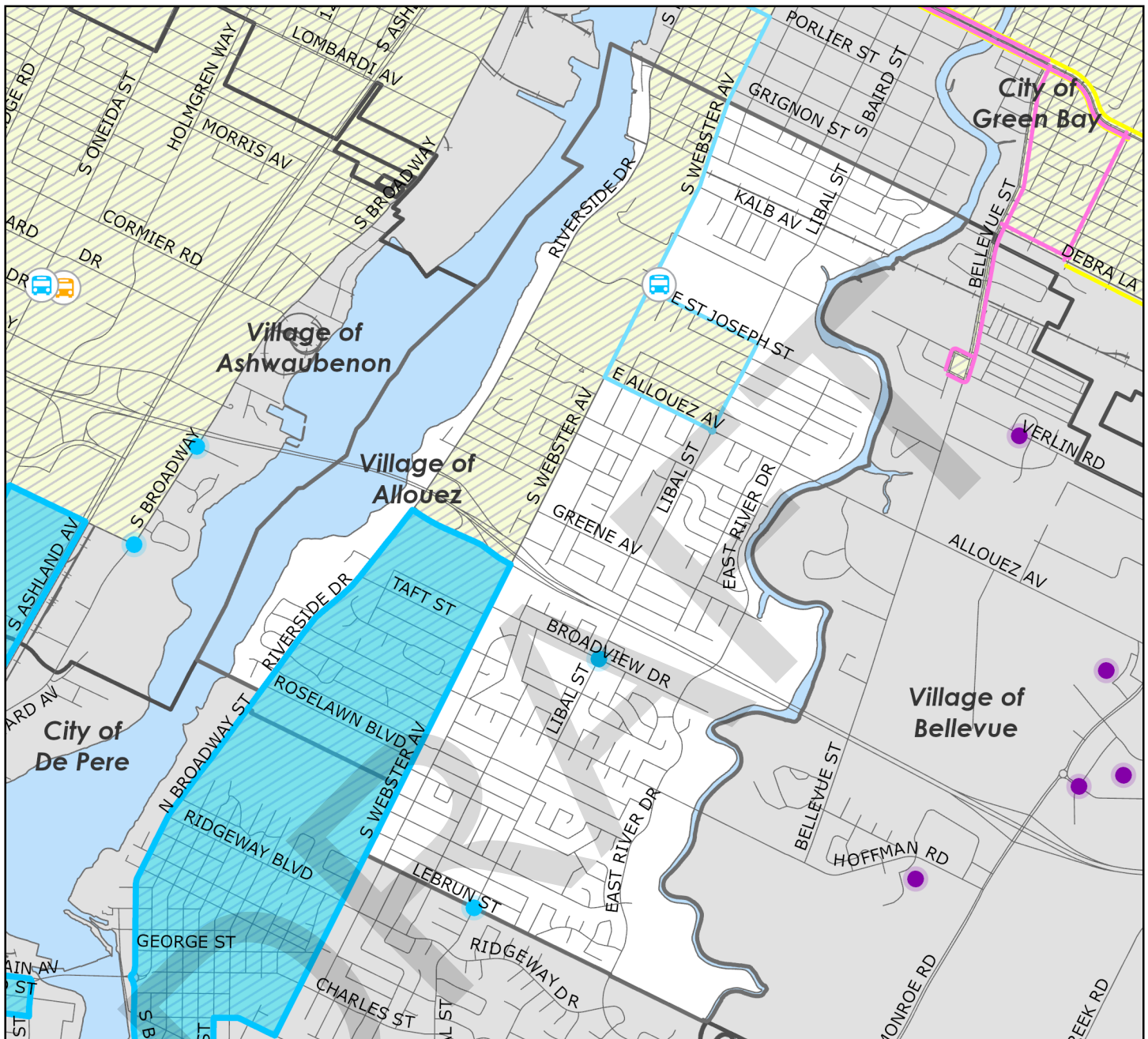
Trucking

In Allouez, heavy truck traffic routes include STH 172, Riverside Drive (STH 57), Webster Avenue (CTH X), Allouez Avenue (CTH O), and Hoffman Road (CTH XX). However, various businesses within the Village still rely on occasional truck trips to import and export goods.

Water Transportation

Allouez currently has one marina on the Fox River. The village also does not currently rely on the Port of Green Bay to import or export goods, and near Allouez all the port activity is on the west shore of the Fox River. The port's location is shown in Map 3-6.

MAP 3-5: GREEN BAY METRO ROUTES IN ALLOUEZ



Legend

Green Bay Metro Routes

- Route 1 - Pink Line
- Route 5 - Yellow Line
- Route 11 - Sky Line

Microtransit Service Area

- Zone 3

Late Night Microtransit Service Areas

Microtransit Individual Stops

- Zone 2
- Zone 3
- Zone 4
- Transfer Point

0 1/4 1/2 1 Miles



Note: This map is for reference and general planning purposes only. GB Metro routes are subject to change, and this map is not intended for route planning.

Name: Map 3-5 Green Bay Metro Routes in Allouez



FUTURE TRANSPORTATION SYSTEM

While Allouez's land use pattern and transportation system are largely oriented toward motorized vehicles, the village does have enough density in areas close to commercial uses where people can reach their destinations without a car. This includes areas along Webster Avenue, and along portions of Libal Street and Riverside Drive where there are commercial nodes. The village also contains a few areas that can accommodate higher density infill development and redevelopment that includes a mix of residential, commercial, and institutional uses. This section of the Transportation chapter identifies the major aspects of Allouez's transportation system and recommends methods of developing them over the next 20 years to create a comprehensive multi-modal transportation system. The chapter also discusses the land use patterns that should be promoted during this period to create this system.

Village Streets

Allouez currently has few multi-lane streets, but some of the village's streets are still at least 40 feet wide. The village also contains some cul-de-sacs and several long blocks that provide infrequent connections to intersecting streets (such as in the Hoffman Road and South Webster Avenue areas). In addition to being expensive to construct and maintain, the wide streets encourage people to drive rapidly through neighborhoods, school zones, and other areas where high speeds are not appropriate. The long blocks, cul-de-sacs, lack of sidewalks, and separation of land uses also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical. Different studies have shown that wider lanes are associated with higher speeds and higher crash frequencies, specifically for 12-foot lanes compared with 10-foot lanes, and that for general purpose lanes at speeds of 45 mph or less, 10 feet should be the default¹.

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

- » Increase street connectivity and intersection frequency when possible.
- » Minimize barriers to pedestrian and bicycle travel.
- » Encourage people to drive at appropriate speeds by installing traffic calming devices on existing streets, and for new/reconstructed streets, starting with narrower travel lanes if travel speeds are intended to remain below 45 mph.
- » Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed in this section.

Develop Well Connected Street Patterns

To enable and encourage people to walk and bicycle to and within the village, Allouez should encourage the development of additional street connections if opportunities arise in the future. Additional street connections in the village will also provide motorists several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street patterns is shown in Figure 3-1 (opposite page), along with how the evolution of street connectivity patterns.

1. Speck, Jeff. 2018. *Walkable City Rules*. Washington, D.C.: Island Press.

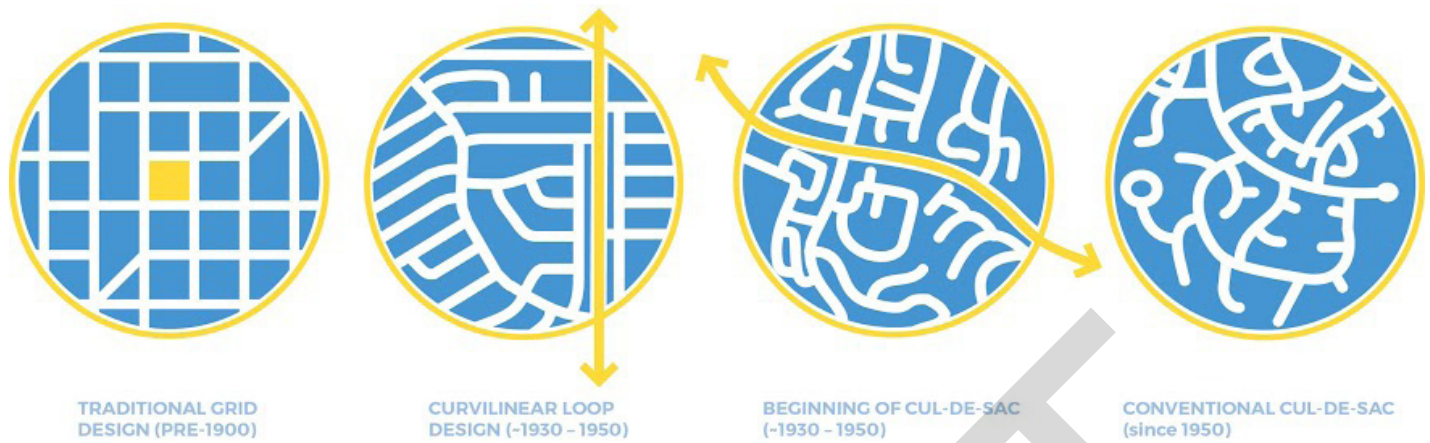


Figure 3-1: Street connectivity and intersection density has changed over time. Based on when Allouez developed, the patterns on the left are more prevalent in the village, with the first pattern offering the most connectivity. *Congress for the New Urbanism.*

Define the Parking Areas of Streets

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



Curb extension along Grant Street in De Pere.

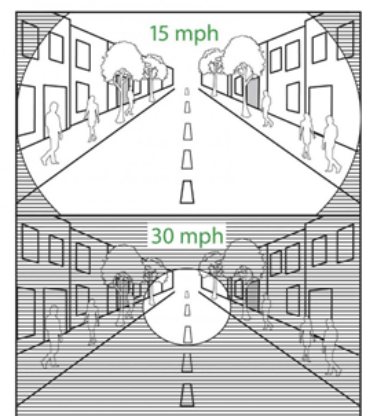


Curb extensions can offer additional space for pedestrians and shorten crossing distances. *National Association of City Transportation Officials.*

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the village's streets would be considered for widening in the future, two-lane streets like Libal Street, East River Drive, Hoffman Road, and Allouez Avenue might be seen as candidates for widening as traffic levels continue to rise. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the village and Brown County should save the millions of dollars that would be necessary to expand these streets and maintain their two-lane configurations. Main-

Driving speed affects what a driver can perceive, and impacts reaction time (image to the right). Speed management can help slow drivers down, which then increases what they can functionally see, including pedestrians and bicyclists. *Walkable City Rules, Jeff Speck.*



taining these and other streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the village's neighborhoods.

If traffic congestion becomes a problem in the future (which, if it occurs, will likely be due to large-scale commercial developments outside of Allouez), the village should maintain its two-lane streets and utilize efficient traffic control techniques at intersections (such as roundabouts) that allow motorists to travel efficiently through Allouez at reasonable speeds. This approach will ultimately save the village and Brown County a significant amount of money and maintain roadway safety for all users. This also helps maintain Allouez's quality-of-life.

Design Intersections to Maximize Safety and Accessibility

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

Continuing work with organizations like Wello with "Yield to Your Neighbor/Frogger" events and with the state government in promoting goals like "Zero in Wisconsin," are examples of increasing the safety of the village streets and preventing avoidable traffic deaths and traffic related incidents.

Roundabouts in Brown County

In Brown County, single- and double-lane roundabouts continue to be installed in different locations. Brown County Planning Commission conducted a study on roundabouts that examined the safety, efficiency, and other impacts between 1999 and 2001. This study found that roundabouts have made intersections more accessible to pedestrians and bicyclists and safer for everyone. These results have been seen in other places around the U.S. also.

One important point about roundabouts is that while they are safer for all involved, they do have a couple of aspects to consider regarding pedestrians. A pedestrian traveling in a straight line will need to divert from that to cross through a roundabout area. Also, cars by default only yield unless a car is already in the roundabout, so both the pedestrian and driver need to be aware of each other. With those in mind, roundabouts are best used in context with higher traffic, more often in a suburban setting. In a downtown area or one with higher density and a lot of pedestrian traffic, they may be less suitable. In the latter two scenarios, a small traffic-calming circle could still work, but used more as a treatment to slow traffic through the intersection and done without shifting travel lanes or sidewalk crossings.

Potential Roundabout Locations in Allouez

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

- » Allouez Avenue (CTH O) and East River Drive.
- » Webster Avenue (CTH X) and Hoffman Road (CTH XX). This intersection was mentioned during

the visioning session. However the intersection might be designed, care should be taken with pedestrian safety in mind, especially for people crossing either street.

- » Hoffman Road (CTH XX) and East River Drive.
- » Libal Street and St. Joseph Street.

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

Webster Avenue

Webster Avenue is slated to be reconstructed by the Brown County Highway Department by 2030. Webster Avenue is one of the village's three main north-south streets that run all the way through the village (the others are Riverside Drive and Libal Street). With the timing to reconstruct Webster approaching, the village needs to work towards how it wants Webster to look in the future and how to go about achieving that.

Important Considerations

Safety

Webster's central location in the village makes it a vital village connection to De Pere and Green Bay. The central location means people also need to cross it to go either east or west, and crossing safely is especially important for pedestrians and bicyclists. Any reconstruction project should improve pedestrian and bicyclist safety. While different design factors can contribute to safety, some important ones include:

» Pedestrian Zone

- » An adequate pedestrian zone along Webster is important for providing pedestrian space that is not right next to the street. In a more suburban context, which could apply to most of Allouez, a 5-foot wide sidewalk should be sufficient. In areas with more walking anticipated, such as a village center, a 6-foot wide sidewalk will help handle more pedestrian traffic. The pedestrian zone should also allow for some type of terrace which can provide an additional buffer from traffic, and potentially even accommodate landscaping and some measure of stormwater management. A third area in the pedestrian zone (which would be most applicable in a village center) could include a frontage area, which would be a transition area between buildings and the sidewalk, and allow for things such as sidewalk signage, street dining, limited merchandise, and an area to stay out of the pedestrian flow while chatting with someone.

» Medians

- » Medians can offer pedestrian refuge when crossing a busy street. While there can be design challenges with these, for example when used in conjunction with a turn lane/bay, medians can functionally shorten a street crossing. This allows for crossing one direction of traffic with a chance to wait for traffic from the other direction.

» Street Crossings

- » Related to medians, street crossings are important, especially along a busy street like Webster Avenue. Location is important - crosswalks should be where people want to cross a street to go from one place to another. Visibility is also important - the more eas-

ily they are seen the better they are adhered to. Ongoing maintenance will be important to keep the markings fresh and visible. Given that Webster will have relatively high traffic volumes, crosswalks should be the norm at every intersection and considered at various mid block locations.

- » The presence of crosswalks does not automatically make the street safe, and additional safety measures should be considered depending on the surrounding context, speed, and overall roadway width.

» Traffic Speed

- » Speed plays a major factor in the cause and severity of crashes, including increasing stopping distance required, crash risk, and fatality risk as speed increases. Any design considerations for Webster Avenue should focus on an appropriate road design and speed limit that creates safety without impacting mobility.

Jurisdictional Transfer

Since Webster Avenue is a county trunk highway (CTH X), the Brown County Highway Department manages its operation and maintenance. The Highway Department also has roadway profiles and standards that it implements for all its reconstruction projects. If the village has a different vision for Webster Avenue, it could consider a jurisdictional transfer to assume operations and maintenance of Webster Avenue. This would allow the village more control over the street profile. This would also add Webster to the village's street network, so operations, maintenance, and responsibilities would be shifted to the village.

Goals to Achieve

However the village decides to proceed on Webster Avenue reconstruction, the following goals should help guide the decision-making process. These goals are based on the goals in this plan and from the public input received throughout the planning process for this plan update. The goals and their importance are discussed throughout this chapter, and other chapters also (especially in the Land Use chapter).

- » Improve the pedestrian environment along Webster Avenue.
- » Improve pedestrian crossings along Webster Avenue.
- » Create an environment that can safely accommodate bicyclists.
- » Enhance commercial areas along Webster in a way that enable people to reach them easily using a variety of transportation modes and encourages them to want to spend time there.

Pedestrian and Bicycle Facilities

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

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

Methods of achieving these aims are addressed in this section.

Mixing Land Uses Throughout the Village

To enable and encourage people to make additional walking and bicycling trips in Allouez, the village should implement the Land Use chapter's recommendations for mixing land uses within neighborhoods to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, institutional, and recreational uses will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all Village residents and minimize traffic on the existing street system.

Figure 3-2 compares a conventional land use and street pattern with a mixed land use and grid street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed, and streets are frequently interconnected. Although this type of highly connective street pattern will not likely be possible throughout the developed portions of the village, this pattern should be strongly considered in new developments and in areas of existing development that are significantly modified in the future to enable people to circulate easily.

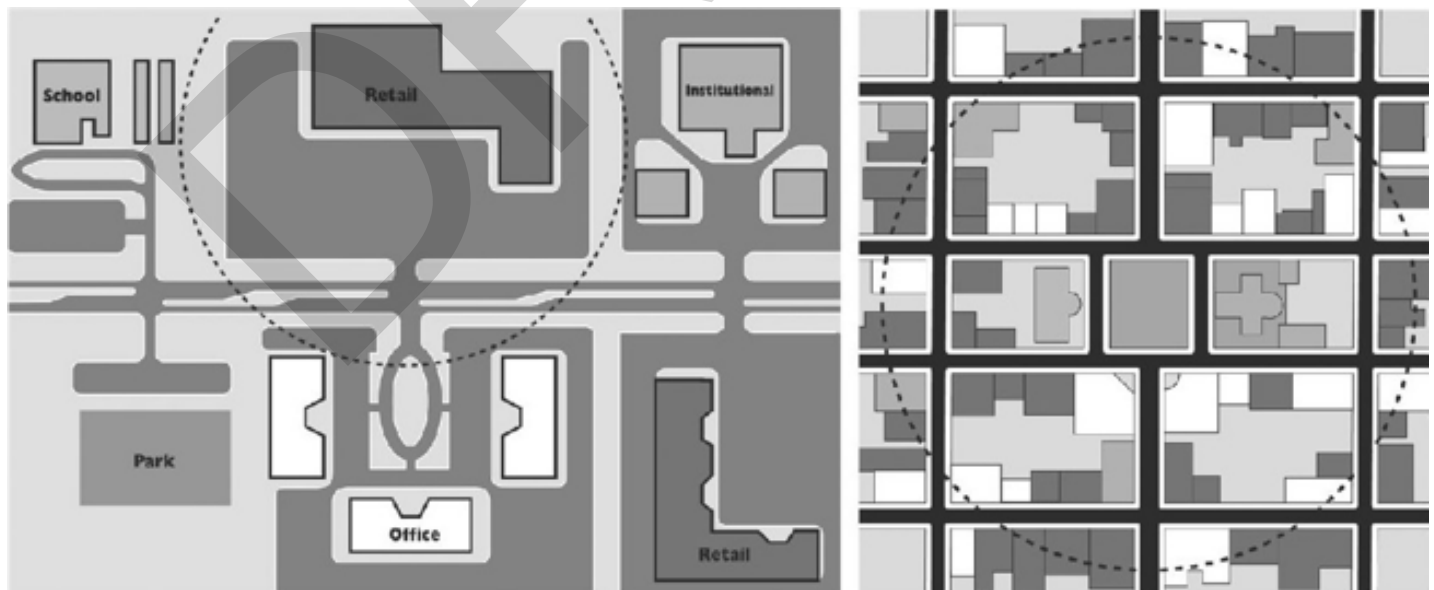


Figure 3-2: Examples of a 500-foot walking radius in two different areas. The area on the left has large blocks, parcels, and fewer streets, where the image on the right has smaller blocks and greater street connectivity. A 500-foot radius in an area with smaller blocks allows for someone to walk to more destinations.

Developing a Continuous Sidewalk System

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

Step 1: Require developers to include sidewalks in all new development and redevelopment proposals. The village can continue developing its sidewalk network by requiring developers to include sidewalks in all new development and redevelopment proposals. Once a proposal is received by the village, the village's Zoning and Planning Committee will determine if the sidewalk can and should be included in the project.

Step 2: Install sidewalks along major streets and walk routes. The village should continue to install sidewalks along both sides of all existing home-to-school walking routes and along all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and will provide people a safe place to walk along the streets that carry high volumes of traffic.

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

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

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

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

Designing Developments That Provide Direct Access to Sidewalks and Streets

Some of the village's existing buildings are difficult to reach on foot or by bicycle because they were built a significant distance from the street and are fronted by large parking lots that are difficult for walkers and bikers to cross. An example of this in Allouez is the commercial development at the northeast corner of the Webster/St. Joseph intersection, which is lined with commercial destinations that have large setbacks and a large parking lot between the buildings and street. To enable and encourage people to travel to destinations in the village with and without motorized vehicles, the village should encourage developers to submit new and redevelopment projects that have buildings

with zero or minimal setbacks, parking in the rear, and other similar features. Figure 3-3 shows examples of auto- vs. pedestrian- and transit-oriented development patterns. People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities

The village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all the village's bridges, interchange overpasses, and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.

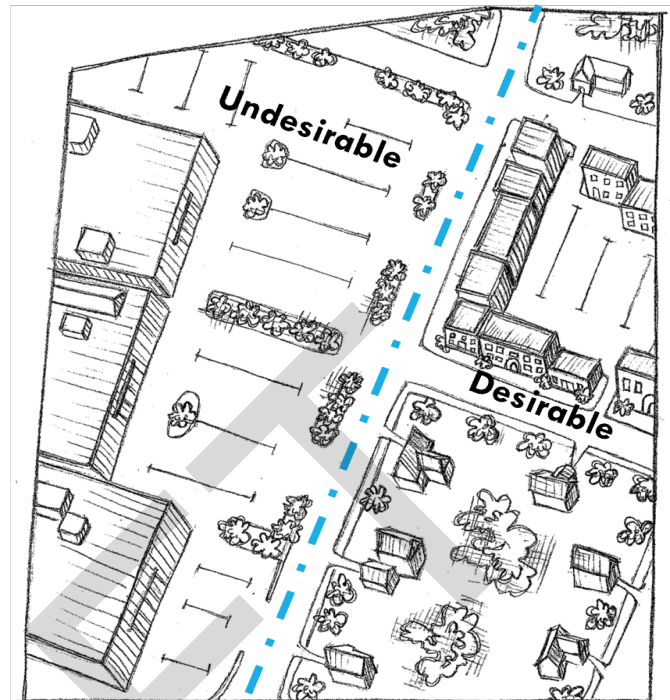
Enabling People to Travel Easily Between Subdivisions and Other Developments

Throughout most of the village, the well-connected street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints. However, as opportunities 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. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized vehicles, such as park and public works trucks. The Village has already established rights-of-way that provide access to Webster School and other destinations, and it should continue to do this in other parts of Allouez when possible.

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

Transit

Map 3-5 shows the Metro route that currently serves the village. The route bisects the village, running primarily down the village's main arterial road, Webster Avenue. Studies have identified that people are willing to walk one-quarter mile to use a bus. A good portion of the village's occupied parcels are located within one-quarter mile of the bus route, but many people who live close to the route must walk a significant distance to reach a bus stop. Since mass transit requires a dense commercial and



Undesirable. Buildings separated from street by parking.

Desirable. Parking on site's interior, with buildings fronting street.

Figure 3-3: Examples of parking areas in front and behind buildings, and how different placements can impact the pedestrian environment. 21st Century Land Development Code, American Planning Association.

residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use densities and street patterns in Allouez make providing effective transit service difficult. To make mass transit a more attractive and economically efficient transportation option, the village needs to establish the pedestrian system and other recommendations in the Land Use and Transportation chapters of the comprehensive plan.

Specialized Transportation Services for the Elderly and Disabled

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

Highways

Special Emphasis Area: Riverside Drive (STH 57)

Crossing Riverside Drive to reach the Fox River Trail, businesses, and other destinations on the west side of the highway can be difficult depending on the time of day because traffic travels at high speeds, motorists do not have to stop unless they encounter a red light at the STH 172 ramp intersection, and the highway is relatively wide. While pedestrian and bicycling infrastructure has improved on St. Joseph Street, Allouez Avenue, and other streets that connect to Riverside Drive from the east, crossing can still be a challenge. Crossing Riverside Drive was also an important issue highlighted by visioning session participants.

Highways are typically seen as facilities that are designed to move traffic efficiently, but it is very important to consider the area the highway serves when deciding how it should be designed. Since Riverside Drive is situated between the village's thousands of residents and many of its commercial



Crossing Riverside Drive can be difficult because there are few places along it with traffic controls. This crossing just north of West Briar Lane is one of several locations in Allouez that does have traffic control in place, specifically for pedestrians to cross.

and recreational facilities, the highway's design should be modified where possible to enable people to cross it easily and safely on foot, by bicycle, and by motorized vehicle.

As development and redevelopment continues along Riverside Drive, the village should continue to try and ensure that those site improvements enhance the pedestrian environment along the highway. The village should continue to work with the Wisconsin Department of Transportation (WisDOT) to improve crossings along Riverside Drive also. Rail Transportation

Freight Rail

The rail line that runs through the northern section of the village currently carries relatively few trains, and none of these trains serve any Allouez destinations. Since the village is not planning to develop any rail-dependent commercial or industrial uses in the future and the rail line is incompatible with the residential neighborhoods it passes through, the village should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the village should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail. The rail line goes all the way to the Village of Denmark and terminates where the Devils River Trail begins and continues into Manitowoc County and would be a great opportunity to have a trail that goes from the Green Bay metro area all the way through southeast Brown County.

Passenger Rail

Passenger rail in northeast Wisconsin has come up periodically over the last few decades when Amtrak route expansion has come up. In July 2023, WisDOT released Wisconsin Rail Plan 2050, which includes support for continuing to explore extending the Hiawatha service that currently goes from Chicago to Milwaukee. Currently Amtrak Thruway bus service provides a connection from Green Bay to Chicago via Milwaukee, where someone can then catch the Hiawatha train. The Hiawatha service extension could potentially provide passenger service all the way to Green Bay. This service would also provide another means for Allouez residents to travel throughout the Midwest without using their personal vehicles. The 2050 rail plan includes a recommendation to extend the Hiawatha service to Green Bay with three daily trips and is part of Amtrak Connects US 2021 Corridor Vision. The Village of Allouez should continue to support any local and regional efforts to further explore the possible Hiawatha service extension.

Air Transportation

Austin Straubel International Airport will continue to provide air service to people traveling to and from the Green Bay area. As the region continues to grow and be a desirable place to live, Allouez residents should continue to have air travel options in Green Bay. The village should continue to support any efforts to expand service at the airport.

Trucking

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

Water Transportation

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

Funding to Help Develop the Village's Transportation System

To help the Village fund the development of its multimodal transportation system, it should apply for transportation grants from various sources. The Wisconsin DNR and Wisconsin DOT offer grant programs that would provide some funding for the village projects, and the Brown County Planning Commission, as the area's Metropolitan Planning Organization (MPO) also provides funding through the state-wide Transportation Alternatives Program (TAP).

Consistency with Related Transportation Plans and Projects

2021 Brown County Bicycle and Pedestrian Plan Update

The bicycle and pedestrian system recommendations in the Allouez plan are consistent with the goals of the Brown County bicycle and pedestrian plan. This chapter is consistent with the concepts outlined in that plan. This comprehensive plan update is designed to increase the number of people using these transportation modes and to ensure that walkers and bikers can travel safely throughout the area. Maps 3-3 and 3-4 in this chapter show recommended facilities that are also consistent with the 2021 Brown County Bicycle and Pedestrian Plan Update.

Connections 2030 – Wisconsin Statewide Long-Range Transportation Plan (2009)

Connections 2030 is the state's long-range multimodal transportation plan adopted in 2009. The plan's key implementation short-term priorities are to support the state's economy, and address transportation safety. The plan prioritizes addressing unfunded needs and seeking sufficient funding and appropriate statutory program changes to fully implement the plan. To support this work, at the local level, the village should work to coordinate corridor- or project-level decisions to minimize and mitigate potential conflicts, such as highway access. The village should also maintain and enhance partnerships and agreements with other agencies and governments and respond to transportation incidents by planning and coordinating communication needs with agencies and local law enforcement agencies.

Green Bay Metropolitan Planning Organization (MPO) 2045 Long-Range Transportation Plan

The Green Bay MPO Long-Range Transportation Plan's purpose is to facilitate the safe and efficient movement of people and freight in the Green Bay area through 2045. The Village of Allouez is part of the Green Bay urbanized area and included in the plan. The plan includes general transportation system recommendations, and this chapter is consistent with that plan.

Wisconsin Active Transportation Plan 2050

This plan is currently under development, and will address both bicycle and pedestrian transportation, which were both previously in separate plans, developed in 1998 and 2002, respectively. While that plan is still under development, this plan's recommendations are consistent with the previous bicycle and pedestrian plans.

Wisconsin Rail Plan 2050 (2023)

This plan was approved in 2023 and is referenced in the Rail Transportation section of this plan.

Wisconsin State Airport System Plan 2030 (2015)

The Wisconsin State Airport System Plan 2030 recognizes Austin Straubel International Airport as an important component of the state's airport system as one of the eight airports in the state with commercial service. The village's plan is consistent with this vision, and the village should continue to support the airport and Brown County's efforts to enhance the airport and its services because of the airport's positive regional impacts.

2023 Wisconsin State Freight Plan (2023)

WisDOT created the plan with goals to enhance safety, ensure system preservation and enhancement, and improve system mobility, operations, reliability, efficiency, and connectivity. While the plan does not specifically recommend any action for the village, it does identify freight recommendations and priorities for future investment, which would have a regional impact. The village's comprehensive plan is consistent with the freight plan. The village should support any efforts that improve the regional freight transportation network.

Port of Green Bay 2020 Strategic Plan

This plan details the impact the port has on the local economy, along with recent data of port activity. While the village doesn't currently have any active port sites, the village should continue to work with Brown County and other local leaders and officials to support the port because of its economic impact on the region.

SUMMARY OF RECOMMENDATIONS

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.
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.
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.
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.
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.
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.
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.
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.
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.

- 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.
- 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.
- 12.** Continue to utilize Green Bay Metro's subsidized paratransit service as another transportation option for village residents requiring mobility assistance.
- 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.
- 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.