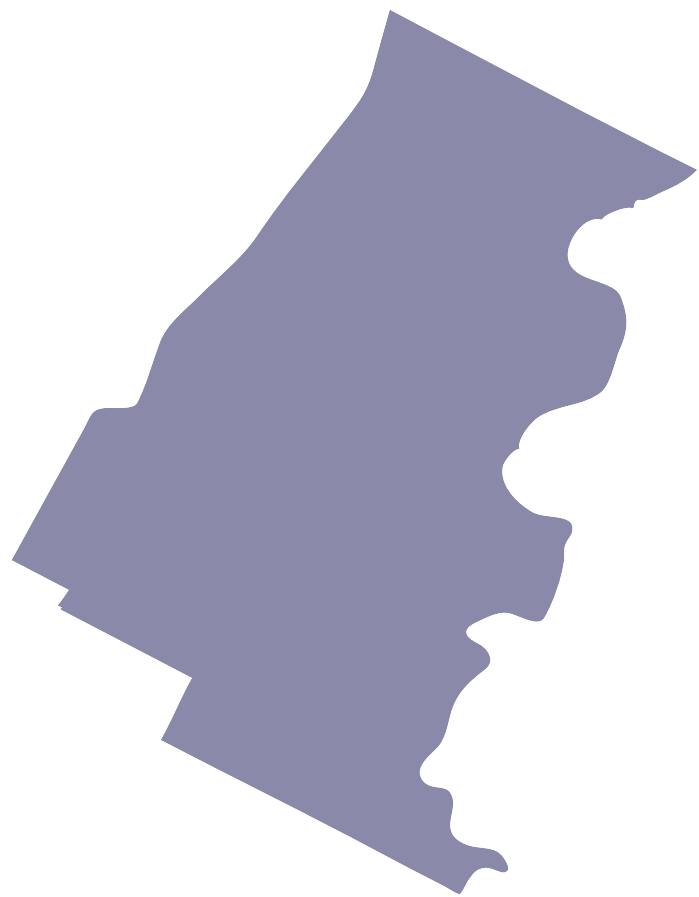


VILLAGE of ALLOUEZ

RIVERSIDE DRIVE & WEBSTER AVENUE CORRIDOR STUDY

JUNE 2015



ACKNOWLEDGEMENTS



Village of Allouez Residents, Property & Businesses Owners

Village of Allouez Board

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

Village of Allouez Plan Commission

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WHY THIS PLAN

PURPOSE OF THIS CORRIDOR STUDY

Responding to Upcoming Actions

The Wisconsin Department of Transportation (WisDOT) has begun the process of redesigning a portion of Riverside Drive. By 2020, it is anticipated that Webster Avenue will be redesigned by Brown County and the Village of Allouez. How do these actions impact the community of Allouez? How can the Village respond and couple other investments with these changes? The intent of this Corridor Study is to take a detailed look at conditions outside the right-of-way – predominantly along Riverside Drive, and secondarily along Webster Avenue – and provide a) process-based recommendations and b) conceptual development scenarios that can be feasibly implemented alongside roadway reconstruction.

The Village of Allouez commissioned this Study with the following intent:

“A main priority of the Study will be to plan for these major infrastructure improvements in a way that fits with the existing residential character of Allouez, while utilizing the ecologic and economic benefits that the Fox River and the major regional thoroughfares have to offer.”

As the Village looked into the opportunities and challenges associated with the roadway reconstruction projects, community leaders decided to adopt a proactive response. As opposed to simply reacting to final engineering designs from WisDOT and others, the Village (with the cooperation of WisDOT) decided to plan the future of the Riverside Drive, from surrounding land uses to new vehicular access drives.

During discussions among community leaders, neighbors, property owners, businesses, and other individuals and organizations, it became clear that this Corridor Study should, in the short and long run, define a vision and direction for Allouez as a prominent historical hamlet within the Green Bay metropolitan area. While Allouez has enjoyed its stable reputation as a solid bedroom community, it has potential to become an individually-recognized community of choice with strong environmental amenities, an active range of social activities, and a well-focused village center built on a combination of public and private activities.

HOW THIS PLAN CAN BE USED

This plan is structured to guide decisions made by Village staff and elected officials, residents and stakeholders, and developers and investors as to how re/development, change, and investment should occur along both the Riverside Drive and Webster Avenue corridors. The plan guides these parties in making decisions pertaining to new social and economic activities, enhanced environmental conditions, revised circulation and street activity, and improved visual appeal and visitor usage. These decisions each involve zoning, planning, due diligence, financing and budgeting, and policymaking – all of which are to be impacted by the outcomes of this Corridor Study.

This Corridor Study, through the lens of specific “development scenarios,” identifies the land uses, densities, architectural styles, green space opportunities, and development tools to best meet the current and future needs of the Village. These development scenarios, elaborated in Chapter 5:

- » Marine Street (page 34)
- » Riverside Drive & St. Joseph Street (page 38)
- » Webster Avenue & St. Joseph Street (page 42)
- » Webster Avenue (page 46)
- » Riverside Drive & Allouez Avenue (page 48)
- » St. Joseph Street Arboretum Trail (page 50)

The Study offers a market analysis, and a synopsis of interviews conducted with local business owners, brokers and investors, Village staff, and officials – all with the intent to gain a clear understanding of the desired need and vision for both corridors. The Study identifies the immediate and long-range goals for both corridors, keeping in mind ways to mix public space with residential and commercial uses along the Fox River.

The recommendations of this Corridor Study include a variety of “next steps” for both the Village and private property owners wishing to improve or re/develop property in accordance with the concepts embodied in this plan. These next steps are outlined in the Implementation section in Chapter 7.

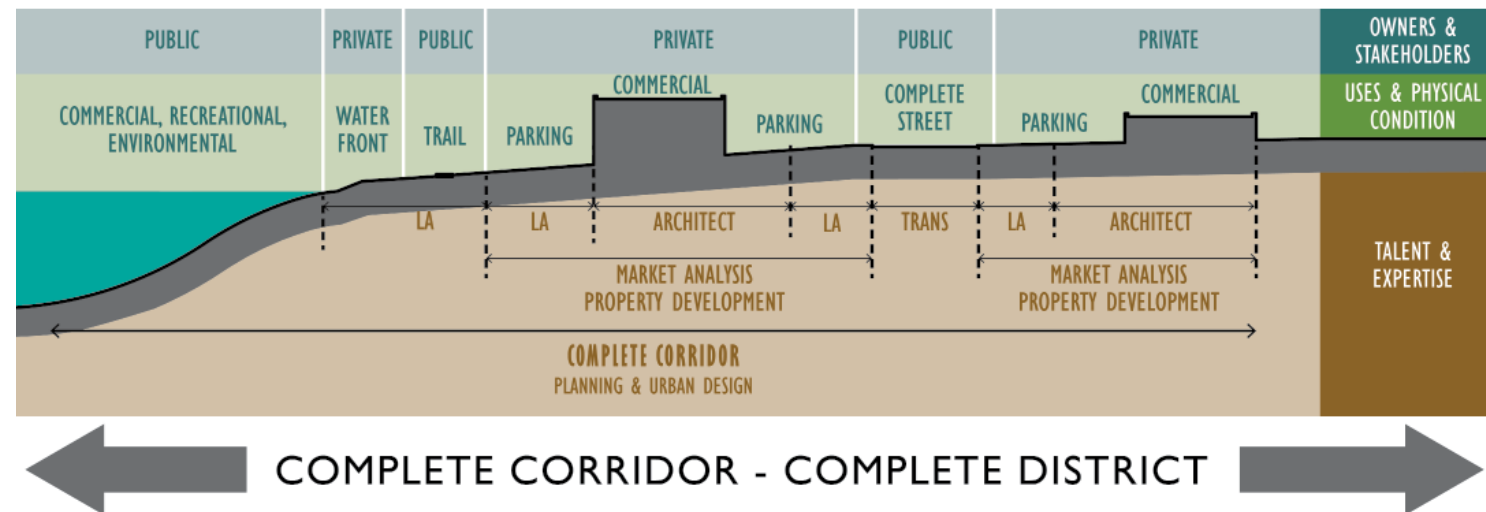




Figure 1. Canadian National Viaduct Over Riverside Drive. Source: GRAEF.



Figure 2. Property for sale on Riverside Drive & Informal Connection to the Fox River Trail. Source: GRAEF.

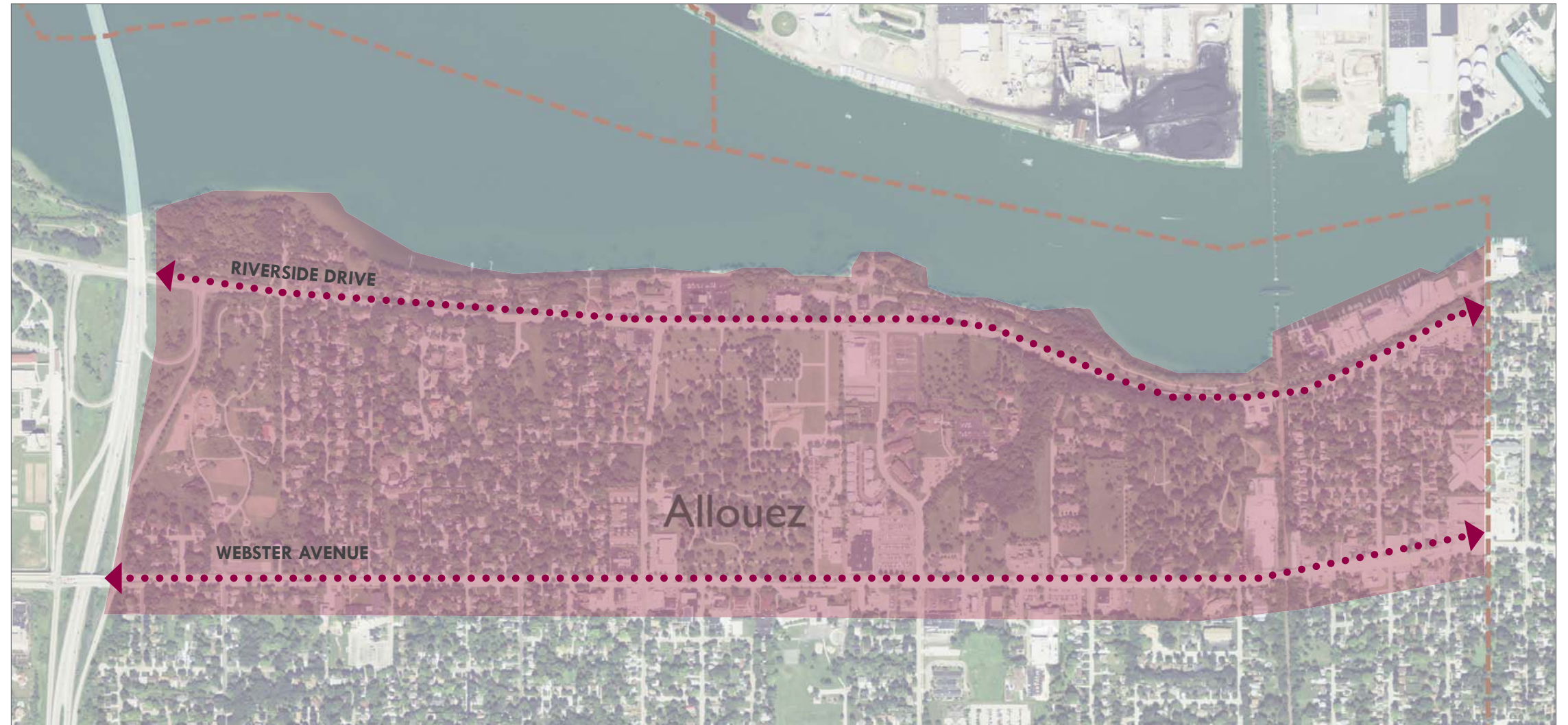


Figure 3. Aerial view of study area.

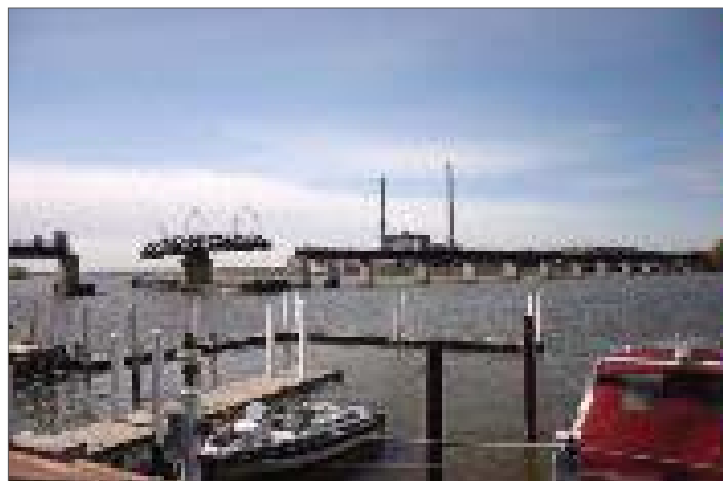


Figure 4. Civic asset: the Fox River. Source: Flickr.

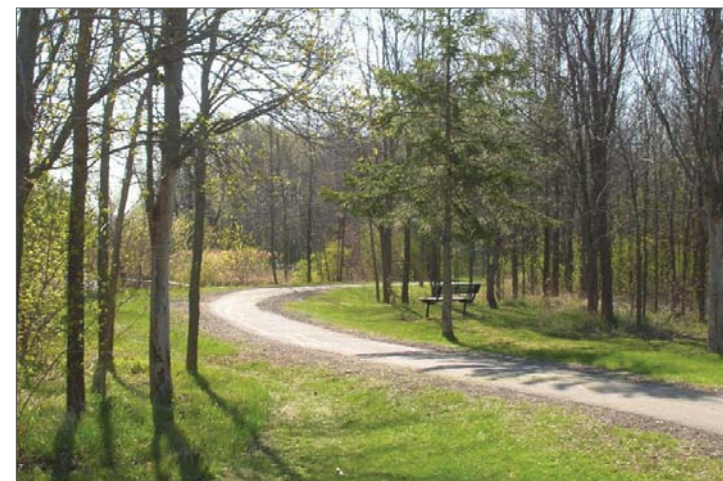


Figure 5. Public Trails in Allouez. Source: Village of Allouez.



Figure 6. Current Condition of Riverside Drive. Source: Flickr.



Figure 7. St. Francis Park and the Fox River. Source: GRAEF.

CORRIDOR CHARACTER & CONDITIONS

RIVERSIDE DRIVE & WEBSTER AVENUE IN THE ALLOUEZ & REGIONAL CONTEXT

The Village of Allouez's primary transportation network – WIS 172, Riverside Drive/WIS 57, and Webster Avenue, CTH X – connect Allouez to the surrounding communities and the rest of the region. Riverside Drive/WIS 57 and Webster Avenue/CTH X are both scheduled to be reconstructed within the coming decade.

The Riverside Drive corridor contains a mix of development ranging from residential to industrial, with large amounts of undeveloped land. The entire western border of the corridor fronts the Fox River, and is home to the Fox River Trail – an incredible asset in the Green Bay region. Portions of the Riverside Drive corridor fall within the Village's Tax Incremental District (TID).

The Webster Avenue corridor is considered a high traffic corridor with only a few vacant parcels. However, with the majority of the land area being developed, investment opportunities lie primarily within re/development, façade improvements, and enhancements to the public and private interactions of this urban space. Portions of this corridor also fall within the Village's TID and thus are eligible for other redevelopment programs. While this area was originally developed as a boulevard community, it is the hope of the Village to develop the northern portion of this area into one with a more walkable, "Main Street" feel, building on the area's sustainable attributes.

Few north-south corridors offer seamless connectivity between WIS 172 and downtown Green Bay. Both the Riverside Drive and Webster Avenue corridors, and particularly the portions of each corridor that fall within this Study area (the boundaries for which are shown in upcoming pages), offer that invaluable access to Green Bay. Thus, these corridors are positioned to continually generate customer traffic to and through the Allouez community.

- » Drive to downtown Green Bay from Allouez's core: ~7 minutes
- » Riverside Drive Corridor length: 1.8 miles
- » Webster Avenue Corridor length: 1.9 miles
- » Traffic on Riverside Drive: 13,200 – 15,800 cars / day
- » Traffic on Webster Avenue: 14,500 – 19,800 cars / day



Figure 8. The Village of Allouez and the Riverside Drive and Webster Avenue corridors in regional context.

PHYSICAL CONDITION OF THE RIVERSIDE DRIVE AND WEBSTER AVENUE CORRIDORS: PROCESSES FOR IMPROVEMENTS

WIS 57 IMPROVEMENT PROJECT FOR RIVERSIDE DRIVE IN ALLOUEZ *

The project location for WisDOT includes the following segments, totaling at 3.4 miles in length, and both with anticipated construction taking place in 2018/2019:

- » WIS 57/Broadway St. (Randall Avenue to north city limits) in the city of De Pere, Brown County
- » WIS 57/Riverside Drive (south village limits to north village limits, just north of Marine St.) in the village of Allouez, Brown County

Project Overview

- » Acquiring new right-of-way for the project,
- » Reconstructing the existing urban section to address the pavement condition,
- » Evaluating the operational and safety needs of the roadway,
- » Providing accommodations for non-motorized transportation users,
- » Replacing underlying utilities.

The need for the project is attributed to the deteriorating condition of the existing pavement. The road was last resurfaced in 2000 and is in need of another improvement. The underlying utilities are considered to be beyond their service life and in need of repair. Due to the current condition of the utilities and the pavement, this project will be what WisDOT calls a “full urban reconstruct.” A full reconstruct of WIS 57 also prompts the need to improve safety concerns such as poor sight distance at corners and sight distance issues near the railroad bridge. Providing safer pedestrian crossings within the project limits is another identified need that will be included with the project.

The purpose of the project will be to improve safety and traffic operations issues that exist throughout the corridor and to improve the mobility and safety of pedestrians and bicyclists.

WISDOT COMMUNITY SENSITIVE SOLUTIONS (CSS) COMMITTEE *

As part of the WisDOT improvement project for Riverside Drive, a committee was formed to help guide the physical appearance of the corridor. It is WisDOT policy to use a Community Sensitive Solutions (CSS) approach to enhance excellence in transportation project development. CSS is the art of creating and implementing public works projects that are pleasing to both the users and the partner communities while maintaining the safe and efficient function for, in this case, WIS 57. Committee members include individuals from WisDOT and the communities of De Pere and Allouez. Chapter 6 of this report includes greater detail on the CSS Committee recommendations.

Project Benefits/Anticipated Outcomes

The reconstruction of WIS 57 will include new storm sewer, pavement, and curb and gutter. Installation of bicycle and pedestrian accommodations will also be constructed with the project. The goal is to improve safety and mobility while improving important infrastructure.

Upcoming Schedule

- » Study is underway, as is preliminary design work
- » 2016 - Real estate needs identified
- » 2017 - Utility relocations anticipated
- » 2018/2019 - Construction anticipated

WEBSTER AVENUE (CTH X) IMPROVEMENTS

Brown County, in conjunction with the Village of Allouez, will make roadway and streetscape improvements to Webster Avenue in 2020. Chapter 6 on Streetscape Design Guidelines provides recommendations for streetscape considerations along Webster Avenue.

Most immediately, the Central LTD Railroad Bridge crossing Webster Avenue will be replaced this year (2015) and next. This substantial investment will reach close to \$2 million for the railroad bridge alone.

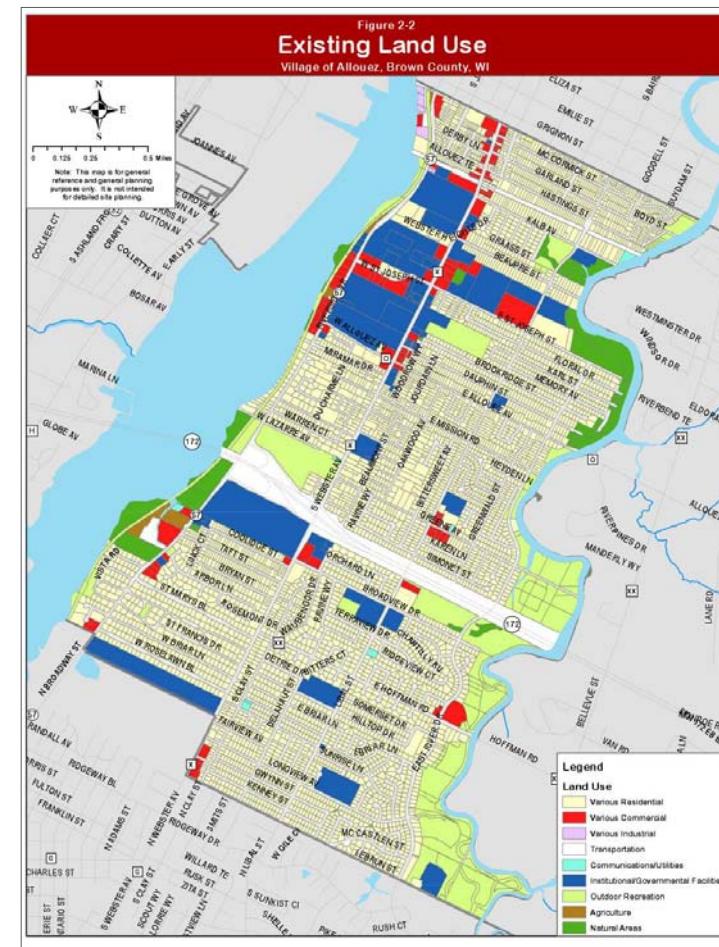


Figure 9. Existing land use from the Allouez Comprehensive Plan.

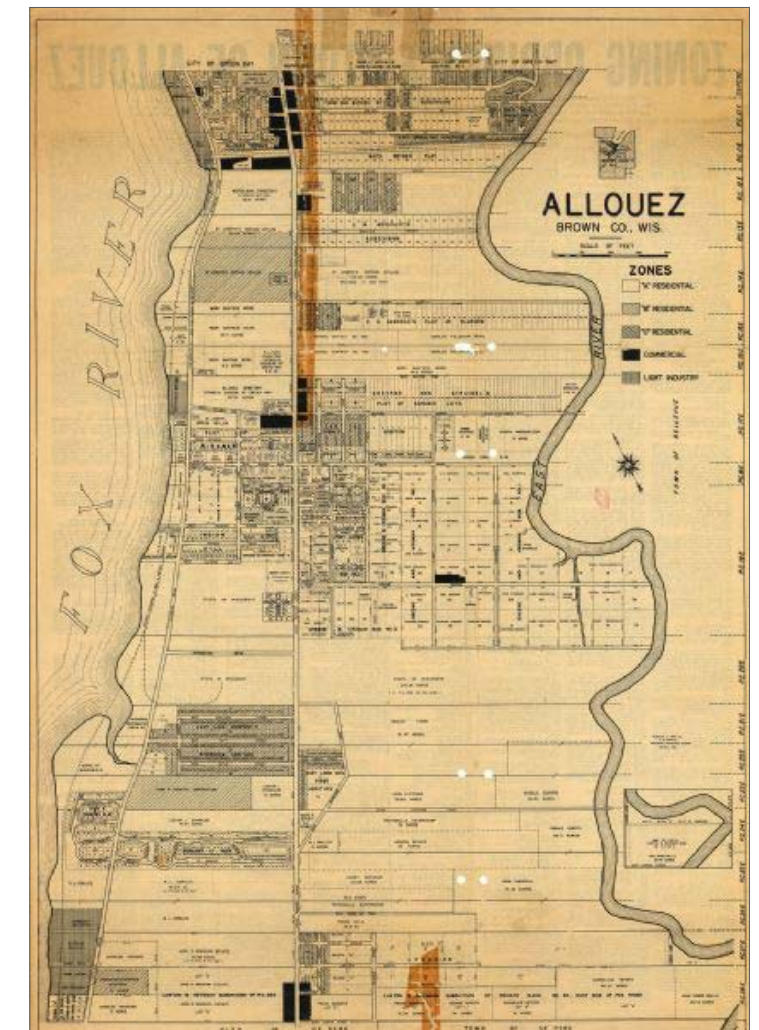


Figure 10. Historic map of Allouez showing early land divisions. Source: Brown County



Figure 11. The WIS 57 improvement project boundary. Source: WisDOT

* Information derived from the WisDOT website, captured June 29, 2015.

RIVERSIDE DRIVE AS A SCENIC PARKWAY

For decades, Riverside Drive has developed as a “scenic parkway” – part of a tradition in many waterfront communities where circulation along the water’s edge (river, lake, or ocean) embodies a cherished view of a major natural feature. Such scenic parkways have always contained a variety of natural and built forms that create a historic narrative of the community. At any one time period, changes may not be evident. Over decades, however, the character of such a circulation corridor reflects the cultural history of the surrounding community. Riverside Drive is no exception. In addition, its cultural significance to the Allouez community and wider region continually increases due to the Fox River State Trail, which extends the west side of the length of the Riverside Drive corridor.

Leaving Green Bay

Scenic parkways start in urban centers and move outwards. In this case, the scenic character of the Riverside Drive parkway actually begins with Monroe Street (the corridor name in Green Bay) evidenced by the historic residential neighborhood on the border which continues into the northernmost section of Riverside Drive.

Entering the Parkway – East & West Sides

As Riverside Drive moves south, the differentiation between the east and west sides begins to dominate. To the west there are snapshot views above Marine Street, while the east side continues the pattern of housing and small commercial uses. As the observer (pedestrian, bicyclist, or driver) moves south, this split image continues and glimpses of the river and land (and activity) below mark the experience. The trestle bridge then becomes a major landmark separating the northernmost section of the parkway from the southern sections. A key aspect of this segment is the potential for improving the character of the development at the bottom of the bluff and along the shoreline, which is currently occupied by industrial and commercial structures.

South of the Trestle – A Traditional Rural Experience

The east and west ‘split image’ continues to the south, as is typical of most parkways which maintain a “land side” and “water side” pattern. Here the higher bluff and landforms along the west edge become dominant, with very little development on the east side, other than two structures south of the trestle, ripe for reinvestment or redevelopment,

until the intersection with St. Joseph Street. The land on the west side of Riverside Drive in this section is not accessible due to the topographic descent, which becomes the major feature, and the views of Saint Francis Park and the river are dominant. Saint Francis Park is the only formal park within this study area of Riverside Drive; however, the trail, the kayak launch on Lazarre Avenue, the Diocese of Green Bay campus, and the two cemeteries – Woodlawn and the Allouez Catholic Cemetery – contribute to a larger access to open space.

The St. Joseph’s Intersection

This important intersection marks another shift in character. The land in all four corners represents suburban development – some quadrants are developed, some redeveloped, and some await changes. Regardless of re/development status, this intersection clearly marks a node of activity. A key aspect of this segment of Riverside Drive is the historic lands of the Diocese of Green Bay. For many, this stretch of Riverside Drive provides a primary view of an institution that represents one of the most significant contributions to the religious and cultural history of both the village and the entire metropolitan area. Future use of this land should, at the least, reflect the historical and current importance of the Diocese. Much of the building character in the four corners of this intersection is typical of suburban development – isolated structures, large parking lots, and a lack of connectivity. In this case, all buildings have large setbacks from the street and the river, and all nearby parking lots have been built along the river. Nonetheless, this area represents an excellent opportunity for lateral connections, perpendicular to the water, that facilitate links to the trail system and potential park spaces along the water.

From St. Joseph’s To Allouez Avenue

This segment continues the east | west split in parkway character, but with an entirely different set of features. To the east, the historic Allouez Catholic Cemetery tells all observers that the parkway plays a key role in the social history of the community. To the west, many of the buildings reflect the era of modern suburban architecture with non-traditional styles, some of which blend with their environments while others stand out as independent sculptural objects. Collectively, the appearance is somewhat

disjointed due to a lack of connecting landscape and waterfront, in addition to misaligned vehicular access points and parking areas. Over time, this image of a more continuous landscape and harmonized architectural character can be achieved with a concerted effort from the Allouez community. It must be noted that this is not a recommendation for strict design guidelines, but rather an expression of the need for incremental design improvements and redevelopment leveraged to create a harmonized appearance between properties.

The Allouez Intersection

Like the St. Joseph’s intersection, the four corners of the Allouez intersection at Riverside Drive represent a unique development pattern. Clearly the dominant feature is the Allouez Catholic Cemetery corner (the northeast quadrant). The other three quadrants include low-rise structures, consistent with low-intensity development found in rural and suburban areas. Here too, there is an opportunity to provide linkages down to the trails and waterfront environment.

From Allouez Avenue to the Highway Bridge

South of Allouez Avenue, the east | west split is relatively straightforward. On the west side, along the river, there are more individual structures with a mixture of uses. The architectural and landscape character along the west side is more harmonious than the segments north of Allouez Avenue. Nonetheless, compatibility between buildings and landscape could be improved. The east side contains a typical residential character consistent with Allouez’s reputation as a higher quality bedroom community. At the far south end, the WIS 172 Bridge (like the trestle bridge at the north end of the corridor) creates a landmark representing a major change in character.

South of WIS 172 (South Of the Study Area)

South of WIS 172, the historic reformatory, with its classical architectural form and landscape, embodies another major institution which is part of Allouez’s history. In addition, the smaller historic homes to the west of the corridor embody a key part of Allouez’s residential history with curvilinear street patterns typical of the heyday of garden home planning. While it is not part of the study area, this segment, with its change in character, represents a clear shift away from the nature of the segments north of WIS 172.



Figure 12. The Riverside Drive corridor as outlined in the request for proposals. Source: Village of Allouez.

“Great
community
feeling.”

RIVERSIDE DRIVE ROADWAY, SIGNAGE, LIGHTING, & CHARACTER



Source: GRAEF, November 2011.

WEBSTER AVENUE – ALLOUEZ’S MAIN STREET

The Typology of the Midwestern Main Street

The traditional character of Midwestern main streets follows a typical pattern: Initially a main street contains smaller homes (sometimes farmsteads) spread about at low density. Then it becomes populated with more expensive homes (often Victorian) with more prominent features such as wide porches, ornamental fencing, and decorative architectural elements. Finally, the main street often has “common wall” buildings (or at least structures placed close together) with retail goods and services. These buildings often were close to the street edge and made pedestrian activity a priority.

Occasionally a traditional main street includes prominent civic buildings (city hall, school, church, library, or community center) and a public green (or in the case of Webster Avenue, two historic cemeteries – Woodlawn Cemetery and the Allouez Catholic Cemetery). Over time, many main streets become fragmented and redeveloped with new auto-oriented uses such as gas stations, convenience stores, drive-through banks, and similar developments that, if poorly designed, interrupt the harmonious pedestrian-friendly and activity-based character of the street edge.

“I love the trail access in Allouez.”

Main Street Versus Boulevard

Webster Avenue includes medians (sometimes landscaped) typical of residential boulevards throughout many Midwestern cities. Such divided streets are not usually considered supportive of more walkable main streets. Central medians facilitate faster traffic flows suited to commuter routes rather than walkable downtowns. While some traffic planning views the central median as a pedestrian “refuge,” in reality, the most effective traffic-calming techniques and the solutions most consistent with main streets and downtowns use curb extensions (aka “bump outs”), narrower lanes, intersection paving patterns, and related features to slow traffic and make pedestrian crossings friendly, likely, and second nature. This can be done along stretches of Webster Avenue (perhaps for 2 or 3 blocks) where pedestrian retail activity can be focused. At this point, conceptual plans for Webster Avenue do not include such changes, but they should be considered as the street is redesigned. Put another way, the purpose of Webster Avenue is not exclusively intended to move traffic from De Pere to Green Bay, but also to make “downtown” Allouez a reality and more consistent with the history of main streets as public places in inner ring suburbs and as desired by the Allouez community.

Webster Avenue – A Collection of Parts

Allouez’s Webster Avenue contains almost all of these features, although not in one singular pattern. Many of the buildings have large setbacks which, although they allow for pedestrian activity, do not actually encourage pedestrian movement because all of the activity associated with the building is pushed far back from the street. Further, most parking lots are set along the street, increasing the overall feeling that the street has been designed for motorists more than it has with pedestrians in mind. This suburban structure diminishes on the north end of Webster Avenue, near the Allouez | Green Bay limits, where there is a higher density of parcels and structures. Many of these structures address the street directly and much of the parking is next to and/or behind the structures. Given this uneven urban design along Webster Avenue, it would be incongruous to randomly select portions of the street where decreased setbacks and tighter building patterns should be encouraged, unless it is focused on the north end of Webster Avenue as it moves south. Instead, this study recommends concentrating such features at key locations as described in Chapter 6.

Linkages & Walkability

Along Riverside Drive, connections between buildings can be accomplished relatively easily with harmonized landscape and trails. Along Webster Avenue, however, the nature of the relationships between buildings relies more heavily on the form of the building and its relationship to the street. The buildings (and their street presence) need to be treated at a much finer scale of design to make sure they fit together (not unlike fitting different pieces of furniture together in one room). Here, more specific guidelines should be considered, although it is still important to make sure that such guidelines are not overly restrictive. As noted, Chapter 6 offers several ways of integrating elements along Webster Avenue to create a more harmonious appearance.

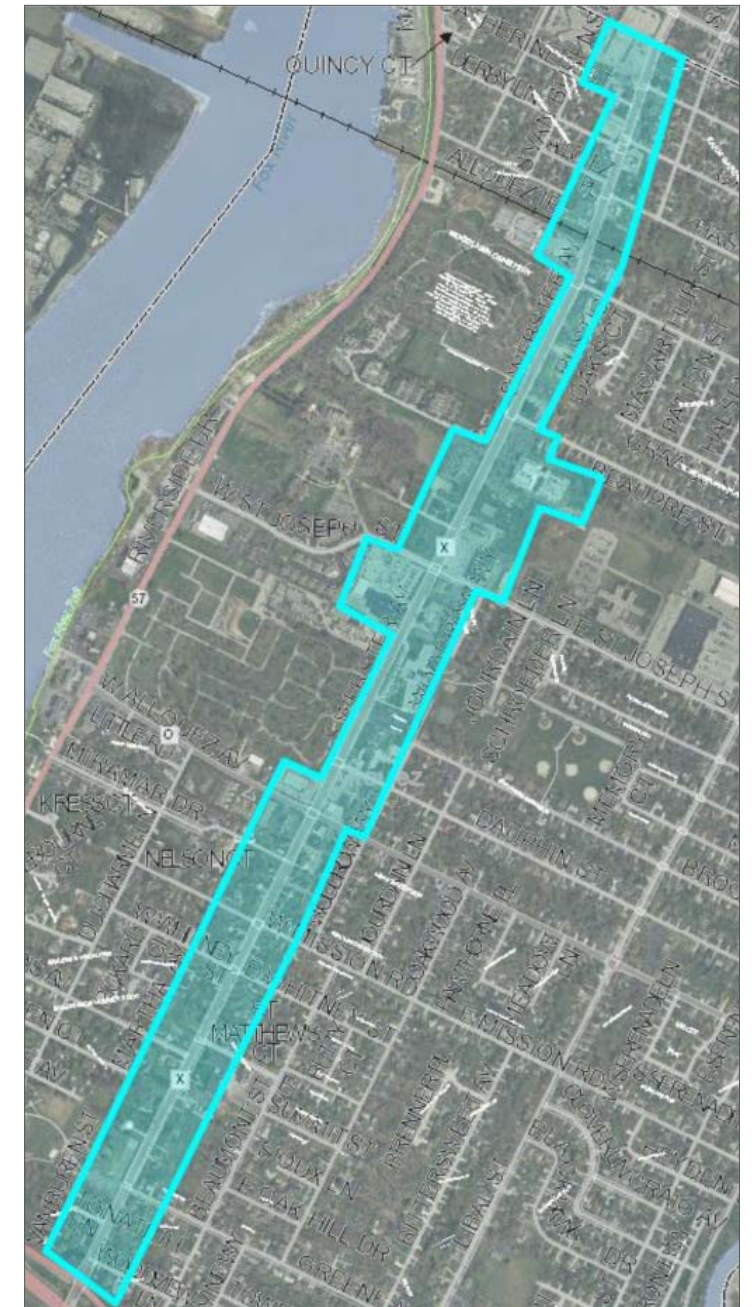


Figure 13. The Webster Avenue corridor as outlined in the request for proposals. Source: Village of Allouez.

WEBSTER AVENUE ROADWAY, SIGNAGE, LIGHTING, & CHARACTER



Source: GRAEF, March 2015.



Source: GRAEF, March 2015.

STAKEHOLDER ENGAGEMENT

OVERVIEW

Stakeholder engagement is always a crucial component of a planning process, particularly when it can be synthesized with expertise from those in planning, development, urban design, and investment fields. The Village of Allouez and the Project Team paired this Corridor Study with a robust stakeholder engagement component to gain a full understanding of the community's individual and collective wishes for the future, and to build consensus on strengthening internal processes that support the vision and goals of this Corridor Study. Given this, stakeholder engagement became a natural and integral component of the planning process for this Corridor Study.

The Village of Allouez staff, Plan Commission and Village Board of Trustees leveraged this planning process as an opportunity to reach out to stakeholders on a wide scale. For all events, Village staff flyered, sent mailers, e-mailed newsletters, and performed door-to-door business outreach to spread the word about its larger Visioning process and this Corridor Study. Even regionally, this process was well known and recognized, through multiple Green Bay Press Gazette articles and the local buzz and excitement of the process (and expected outcomes).

“We’re
SO HAPPY
to have picked
this Village.”

Included below is an outline of all engagement processes and events during the development of this Corridor Study in 2015. Each subsequent page in this section provides additional detail for each, including examples of feedback.

Interviews

Staff & Official Interviews
Developer & Business Community Interviews
Property Owner Interviews

Village of Allouez Visioning Sessions

Village of Allouez Visioning Survey

January 10, 13, & 17, 2015

January – February, 2015

90 online survey responses

Allouez Business Association Cultural Assets Survey

Early 2015

14 responses

Allouez Business Association Meeting

March 10, 2015 (presentation on the Corridor Study)

Public Open Houses

February 19, 2015

55 Attendees

March 19, 2015

50 Attendees

Plan Commission Meetings

January 26, 2015 (update on Corridor Study)

February 23, 2015 (update on Corridor Study)

March 23, 2015 (update on Corridor Study)

April 27, 2015 (update on Corridor Study)

Joint Plan Commission & Village Board Meeting

May 18, 2015

Village Board Meetings

May 5, 2015

June 16, 2015

Final Village Board Meeting

July 7, 2015

Monthly Collaboration Conference Calls

With WisDOT, Village, GRAEF, Mead & Hunt

“Great
community
feeling.”

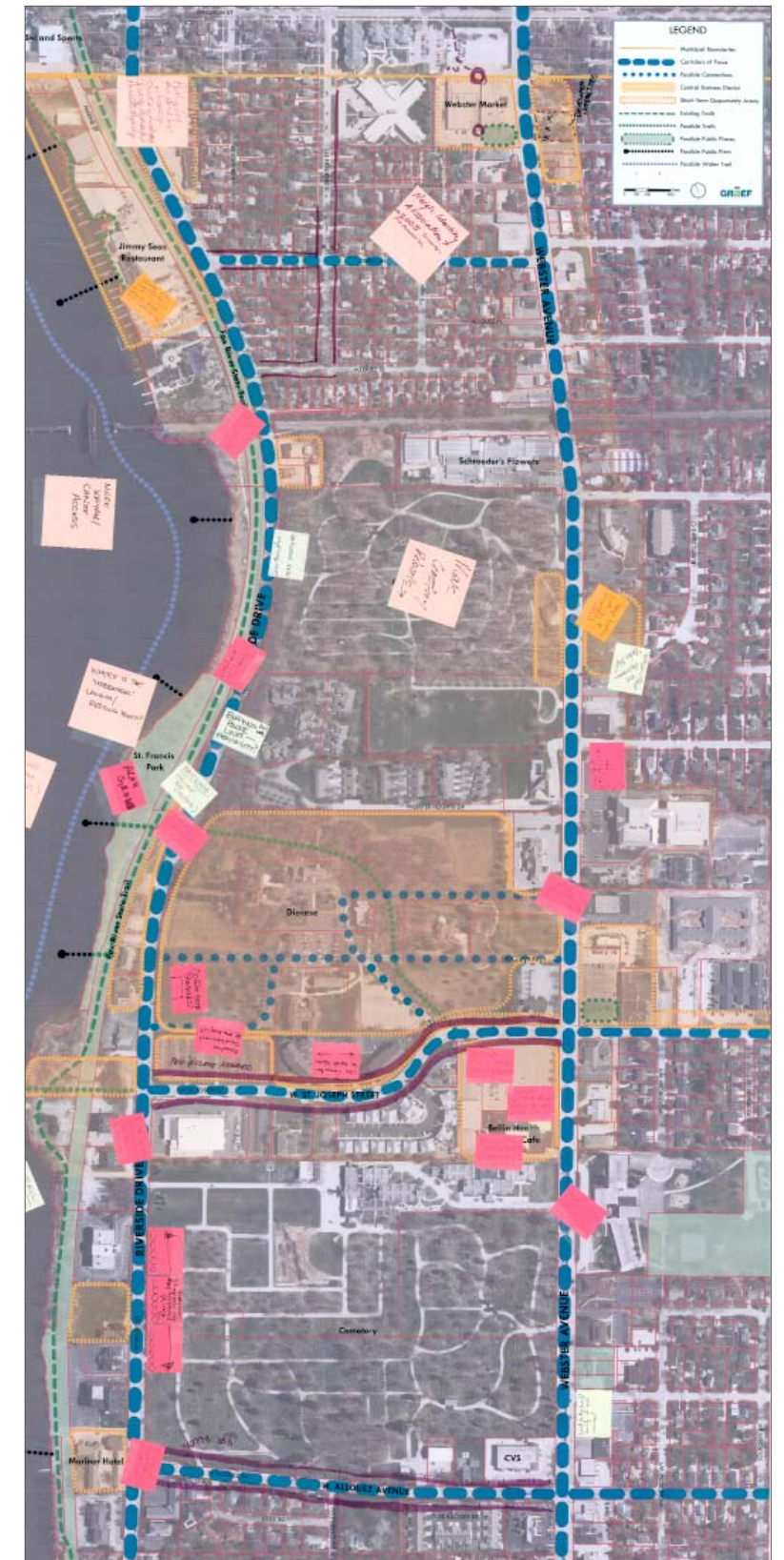


Figure 14. Example of stakeholder input from the February 19, 2015 Open House in Allouez.

VILLAGE OF ALLOUEZ VISIONING SESSIONS

VILLAGE OF ALLOUEZ VISIONING SESSIONS

January 10, 13, & 17, 2015

VILLAGE OF ALLOUEZ VISIONING SURVEY

January – February, 2015
90 online survey responses

Visioning Process

The Village of Allouez undertook 2 Visioning sessions, in addition to 1 session for Village of Allouez Trustees, to:

1. Share information with stakeholders about the Village’s planning process.
2. Engage interested Village residents in providing input for the short- and long-term plans that will shape the future of Allouez.
3. Provide the Village of Allouez elected officials and other interested parties with a current snapshot of how stakeholders perceive their experience living and/or working in the Village.

An online Visioning survey was offered to stakeholders who were unable to attend sessions in person. The survey was open for input from January-February, 2015 and garnered 90 online responses.

Key Questions:

- What do you hope the Village will never stop doing?
- What do you want the Village to stop doing as soon as possible?
- What worries you about the future of Allouez?
- What advice do you have for Brad/elected officials?

“**Mayberry atmosphere.**”

COMMUNITY VISION

A comprehensive, multi-generational, environmentally aware Village with a “European Hamlet” feel that provides residents, businesses, and visitors with exceptional experiences and opportunities, and that people know when they have arrived and know when they have left.

HOW WOULD YOU RATE YOUR OVERALL EXPERIENCE IN ALLOUEZ?

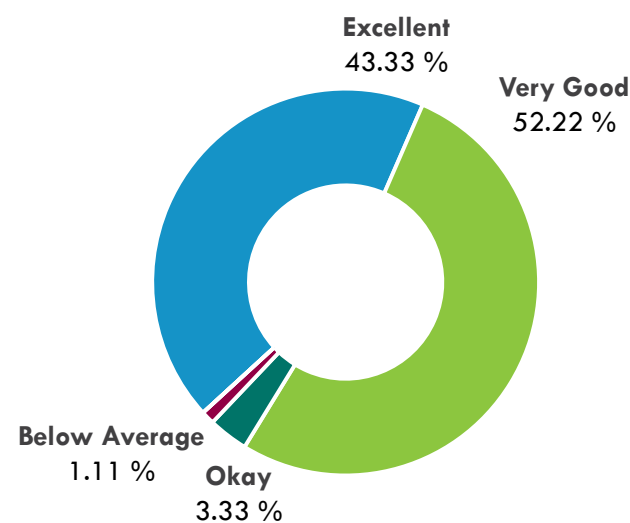


Figure 15. Experience rating in Allouez from Village of Allouez Visioning Survey.

WHAT DO YOU LIKE ABOUT LIVING IN ALLOUEZ?

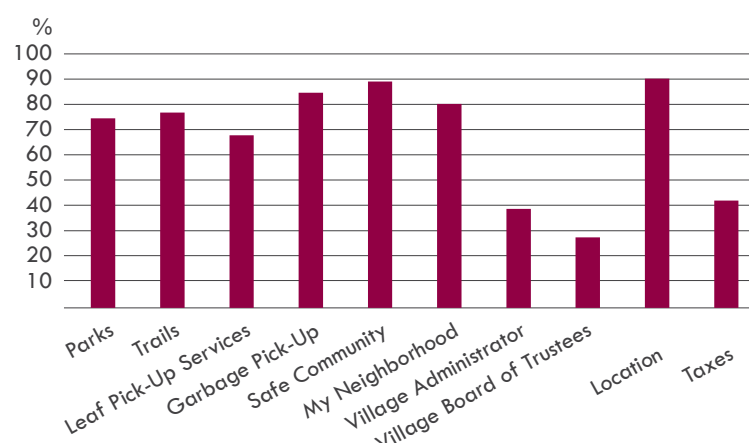


Figure 16. Ranking of Village assets from Village of Allouez Visioning survey.

NEIGHBORHOODS

Excitement / Advantage / Strength

- » Well-kept neighborhoods
- » **Historical**
- » **Neighbors take care of neighbors**
- » Neighborhood identity
- » Friendly people

Worry / Weakness / Opportunity

- » Some neighborhoods are still disconnected
- » Lack of continuity between north and south Allouez
- » **Houses that are not kept up (value)**
- » Village is getting tired

RECREATION

Excitement / Advantage / Strength

- » Parks/ Miracle League Field
- » Playgrounds
- » **Trails**
- » Better facilities than most communities
- » Youth sports
- » Athletic Fields

Worry / Weakness / Opportunity

- » Lack entertainment venues
- » **Access to waterways**
- » Program diversification (all ages)
- » Health club facility (other than YMCA)

BUSINESS

Excitement / Advantage / Strength

- » Community-oriented businesses
- » Business Association
- » General location
- » Locally-owned businesses
- » **TIF District**
- » Successful Businesses on both ends of Village

Worry / Weakness / Opportunity

- » Negative perception of business climate
- » **Not taking advantage of riverfront**
- » Not competitive enough with other communities
- » Traffic flow (foot, pedal, car)
- » **Attracting the right kind of businesses**

SAFETY

Excitement / Advantage / Strength

- » Responsive police
- » Safe neighborhoods
- » **Low crime rate**

Worry / Weakness / Opportunity

- » Walkability/street crossing/sidewalk width
- » **Housing stock**
- » As society evolves, less neighbor interaction

Figure 17. Thoughts and insights from Allouez Board of Trustees during Village Visioning Session.

ALLOUEZ BUSINESS ASSOCIATION (ABA)

ALLOUEZ BUSINESS ASSOCIATION CULTURAL ASSETS SURVEY RESULTS

January 21, 2015 – 14 responses

“Your Allouez Top Ten”

- » What makes our community in Allouez special, unique or interesting?
- » What makes it a great community to work and/or live in?

Results:

THE ALLOUEZ BUSINESS ASSOCIATION'S TOP ASSETS OF ALLOUEZ*:

- » Trails and Parks
- » Local Business and Restaurant Presence
- » LOCATION and access within the region
- » River Views
- » Great Live/Work/Play Environment
- » Heritage Hill
- » History / Historic Places
- » Community Feel
- » Access within the region
- » Variety of Housing
- » Strong Village Leadership

* Based on a 33% response rate from the Allouez Business Association membership.

ALLOUEZ BUSINESS ASSOCIATION MEETING

March 10, 2015

The lively Allouez Business Association members asked for insight about the planning process for the Corridor Study. The group provided input as to what community assets they would like to see expanded, what would be more advantageous for the business community, and what contributions they can make as members. Discussion included opportunity areas in the Village for re/development and the types of development and businesses they would like to see.

ALLOUEZ BUSINESS ASSOCIATION MEMBERS

Active Chiropractic	McCormick Memorial Home
Allcox & Associates S.C.	Nelson Minahan Realtors, Inc.
Alliance Construction & Design	North Shore Bank
Allouez Cafe	Orthodontic Specialists of Green Bay
Allouez Liquor	Paul D Vander Kelen, D.D.S.
Amenity Dental Care, SC	Petal Pusher
Ayla's Beenies & Crafts	Pioneer Credit Union
Cerebral Palsy, Inc.	Pro Fitness, Inc.
Competitive Arts Inc.	Riverside Animal Hospital
Equity Design Group	Riverview Village/Bay Title
Evans Race & Van Dreef CPAs LLC	Schenck
Geimer Law Offices	Schroeder's Flowers
Green Bay Convention & Visitor's Bureau	Smet Construction
Green Bay News Network	Sovereign Financial Group, LLC
Hawthorn Suites	Stonegate Mortgage
Heritage Hill State Park	The UPS Store
Jimmy Seas	The Village Grille
JPMorganChase	Town Planner
Lin.Liebmann.Wied.LLC	US Bank
Lorelei	Webster Avenue Market
Mariner Motel & Supper Club	WPS
Mark Olejniczak Realty	Zesty's Frozen Custard

MAJOR STAKEHOLDER INTERVIEWS

STAFF & OFFICIAL INTERVIEWS

Village staff members and elected officials are highly dedicated to strengthening Allouez to align with community ideals, in addition to increasing its competitiveness within the region. It is clear through these interviews and discussions that staff and officials are eager to ensure a strong future for the community by taking every decision parcel-by-parcel very seriously in the context of the Comprehensive Plan and the community's vision and goals. In sum, the Village is eager to plan long-term broadly and at a finer grain, and is eager to be a strong advocate and partner to the business community to bring more commercial and recreational amenities to the community.

PROPERTY OWNER INTERVIEWS

The Project Team conducted interviews and various discussions with property owners in Allouez to learn more about their properties and their future plans, particularly in regards to re/development opportunities, existing plans, and future plans for their properties. Many of the property owners with whom the Project Team met own property that is key for the Village in reinventing itself. Furthermore, many of these properties are ideal for re/development. Given that the Village has very little open land and few opportunities for redevelopment at this time, it is crucial for re/development decisions to be well-informed by community desires, the market, incentives available, and naturally the future vision of Allouez as a European hamlet with higher density and increased public place and commercial amenities.

Most property owners are aware (and most often even part) of these community desires, and have aligned their future plans with the vision and opportunities for higher-density, high-quality, mixed-use developments. Some property owners are not ready to pursue development in line with these goals at this time, however. These property owners are waiting for the market to strengthen further, maintaining undeveloped land for conservation purposes, or needing to uphold their status quo for the time being.

DEVELOPER & BUSINESS COMMUNITY INTERVIEWS

Developers and the business community hold Allouez in very high regard – both the physical community itself and the Village staff in terms of handling business and development decisions.

Much of the development excitement at this time is spurred by land along the Fox River in the Riverside Drive corridor. Much discussion revolved around absorption rates of nearby Green Bay and other surrounding suburban communities, and around opportunities for higher-density, mixed-use development in the context of Allouez as a historical bedroom community. Given that high levels of civic activity already exist along the river edge, there is strong interest and desire to build on this vision and strengthen Allouez as a destination for all travelers in the region – walkers, bikers, motorists, boaters, etc. This interest by the developer and business community includes diversifying the housing types in Allouez, in addition to new civic space and new businesses. Developers that have or are currently working in Allouez shared that their experiences working with the Village have been immensely positive. Further, their developments have performed well, including multifamily housing, small apartments, and condominiums geared towards families and seniors.

From the Village's recent efforts, it is clear that the business community's interest is piqued, particularly now that Allouez is positioning itself as a community with strong desires for commercial destinations such as restaurants and coffee shops. Existing business members shared that Allouez is a great place for a business. A widely lauded local small-scale business (food-related) in the region has even expressed interest in opening an additional location in the Village.

PUBLIC OPEN HOUSE – FEBRUARY 19 (CONTINUED)

PUBLIC OPEN HOUSE

~55 Attendees
Held at Village Hall

The first of two Open Houses, this session focused on gathering ideas from all stakeholders. Participants were able to exchange and discuss ideas with the Project Team, Village staff, and each other. This included an opportunity to review large scale maps to mark, draw, and write what they envision for the community. Displayed were boards with ideas and opportunities for participants to indicate and discuss visual preferences for urban design and architectural features along the corridors and in the community in general.

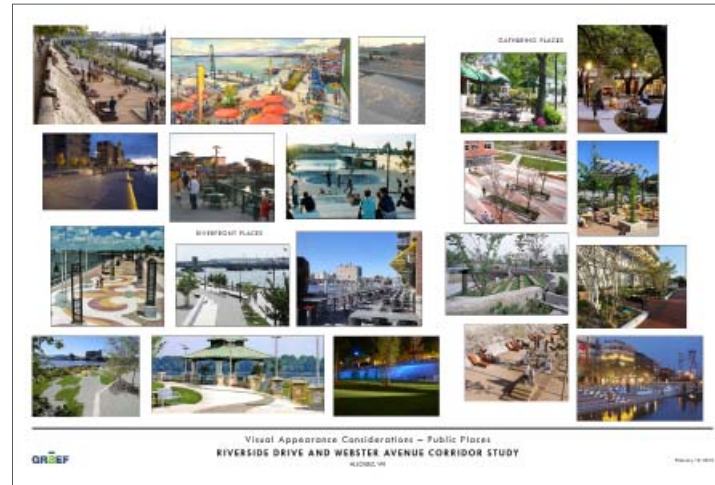


Figure 25. Visual preference boards for February 19 Open House.

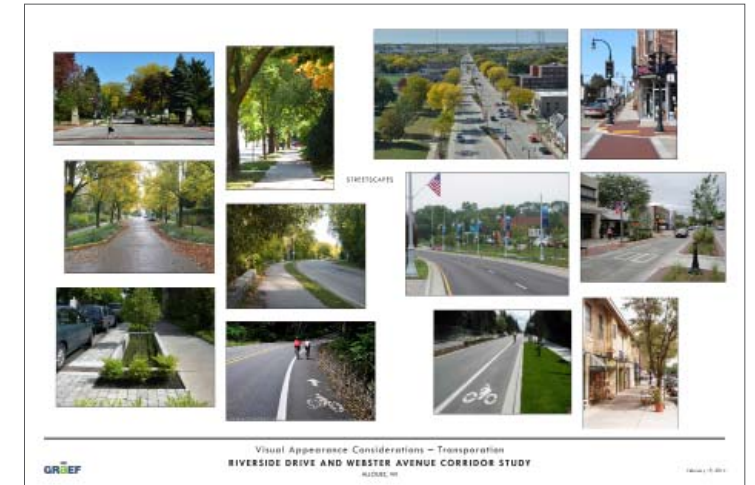


Figure 22. Feedback from February 19 Open House.

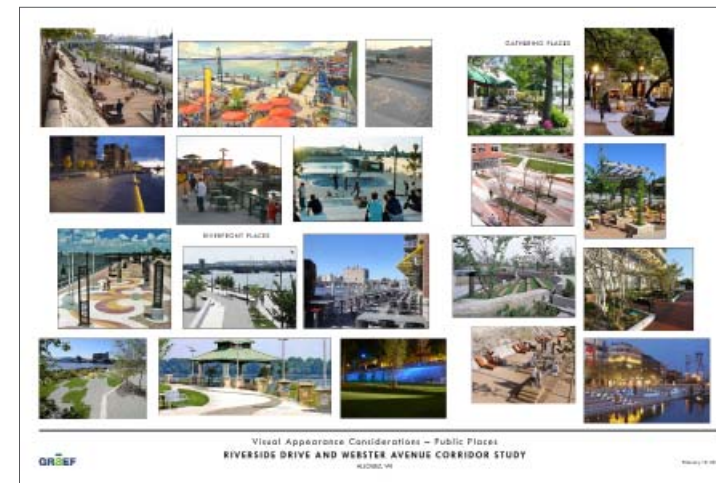
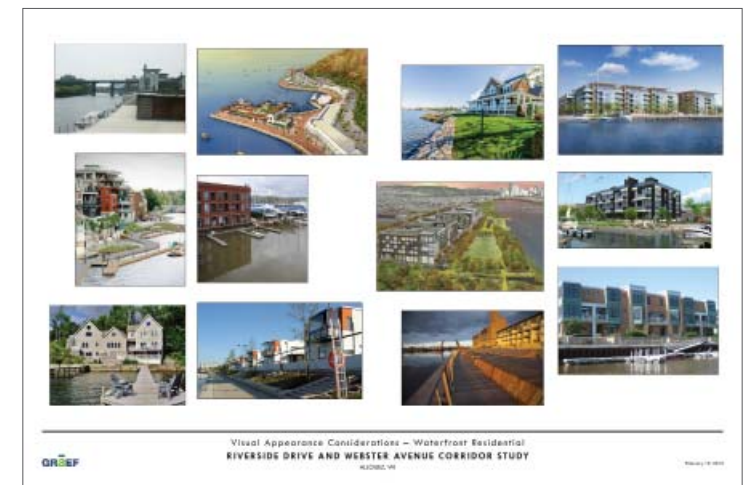
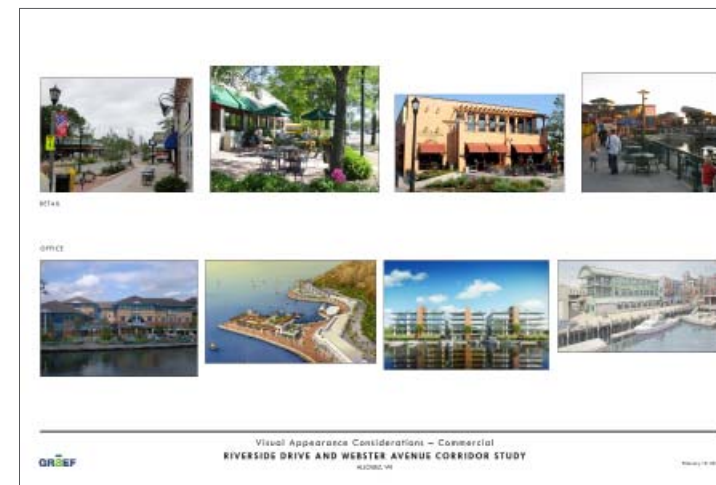


Figure 23. February 19 Open House.



Figure 24. February 19 Open House.



PUBLIC OPEN HOUSE – FEBRUARY 19 (CONTINUED)

RIVERSIDE DRIVE COMMENTS

- » Increase streetscape to reduce the thoroughfare feel/use and establish a brand/identity
- » Create an experience to slow motorists down
- » Bury the power lines
- » Maintain and enhance historic character
- » Create a scenic drive or parkway
- » Increase connectivity from neighborhoods to Riverside Drive and the Fox River Trail
- » Create a trail over the railroad tracks if it is ever out of commission
- » Create downtown amenities
- » Create a visible district, and increase trail access
- » Create a brand/identity for the corridor
- » Attract specialty shops
- » Create dense residential area mixed with shops and other businesses
- » Create pedestrian routes through all mega blocks parallel to and between Riverside Drive and Webster Avenue
- » Increase bicycle parking at businesses
- » Increase connection between East and Fox Rivers
- » Increase privacy between roadway and cemeteries
- » Maintain prominent viewsheds from the roadway, trails and public places so that the river views can be enjoyed by all
- » Utilize and increase commercial opportunities in the buildings along the Fox River State Trail

WEBSTER AVENUE COMMENTS

- » Strengthen neighborhood identities off of Webster Avenue (and in general)
- » Foster small-scale development (consistent with the desire for a historic look and feel)
- » Encourage and incentivize rehabilitation and re/investment in historic structures on Webster Avenue and in general
- » Prevent the development of big box stores and further development of strip malls
- » Build on brand/identity of each corridor
- » Create more prominent gateways into the Village
- » Focus improvements to increase pedestrian-friendliness
- » Encourage development in parking lot outlots to address the street and create a more dense and 'main street' feel
- » Widen the sidewalks
- » Require that buildings be closer to the street with parking behind
- » Bury the power lines
- » Create/improve design standards in the Village
- » Strengthen the corridor as Allouez's downtown
- » Increase bicycle/pedestrian access
- » Increase bicycle parking
- » Increase mixed use developments with multifamily units
- » Create destinations that residents can walk to
- » Create an intimate public gathering place

Figure 26. Transcribed comments from February 19 Open House maps.

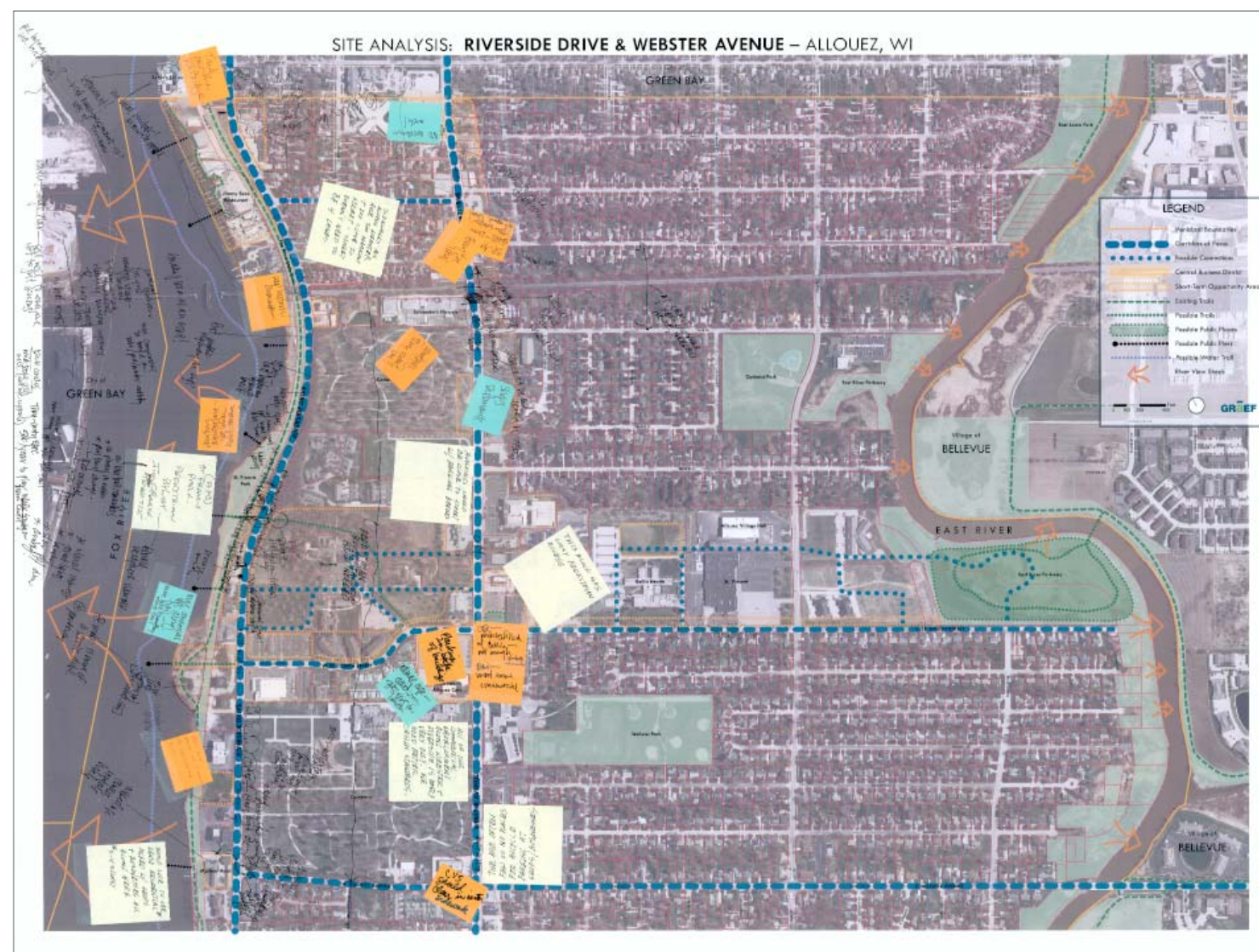


Figure 28. Feedback from February 19 Open House.



Figure 27. Transcribed comments from February 19 Open House maps.

PUBLIC OPEN HOUSE – MARCH 19

Feedback provided by ~50 stakeholders at Village Hall was overwhelmingly supportive of the vision and the initial development scenarios shared. **Included below is an excerpt of comments and feedback on the scenarios:**

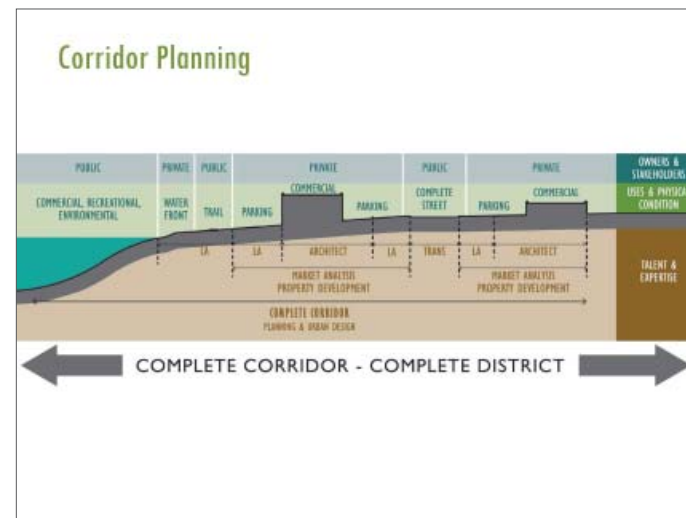
FEEDBACK

- » Increase public access to the river
- » Increase connectivity (through new roads and trails) whenever possible
- » Use traffic calming measures for Riverside Drive and Webster Avenue
- » Increase bike access on Lazzarre Avenue to the Fox River State Trail
- » Reduce signage restrictions for business owners
- » Create a boardwalk along the riverfront
- » Build a splash pad in a public place
- » Implement the east | west St. Joseph connection
- » Provide more regarding signals vs. roundabouts along Riverside Drive
- » Widen the sidewalk and add bicycle accommodations on Webster Avenue - begin with new bridge improvements in 2015/16

Figure 30. Transcribed comments from March 19 Open House.

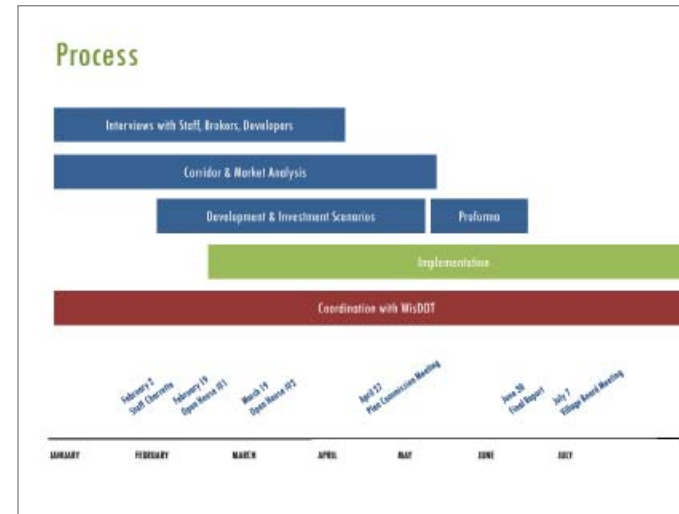


Figure 29. Example slides from PowerPoint presentation to the March 19 Open House.



Project Goals

- Create a vision for the Village's two primary commercial corridors
- Increase mixed-use re/development opportunities
- Improve east-west connectivity
- Create destinations & focal points
- Build on the Village's strengths and assets
- Coordinate with WisDOT on the reconstruction of Riverside Drive to increase value and development potential along the corridor
- Establish next steps for implementation and initiate first projects



Open House Feedback February 19

- Desire for commercial destinations and amenities (retail, restaurants, entertainment)
- Create a brand/identity and visual interest for each corridor
- Build on historic character of the community
- Increase recreation amenities (boat launches, trail connections)
- Improve design standards for commercial buildings and signage
- Bury the power lines on Webster and Riverside



Project Team

Next Steps [Report Development]

- Finalize Development Scenarios
- Coordinate Development Scenarios with WisDOT
- Complete Interviews and Related Summary
- Connect Market Analysis to Development Scenarios (and draft Pro Formas)
- Review Policies and Ordinances, Make Recommendations

Next Steps [after the Report]

- Consider Comprehensive Plan Amendment
- Carry Out Relevant Zoning / Ordinance Changes
- Implement Planned Development / Overlay Districts
- Carry Forward Development Scenarios with Owners/Developers as Desired
- Conduct Due Diligence / Preliminary Engineering / Phasing
- Reconstruct Roadway

PLAN COMMISSION & VILLAGE BOARD OF TRUSTEE MEETINGS



Plan Commission Meetings

- January 26, 2015 (update on Corridor Study)
- February 23, 2015 (update on Corridor Study)
- March 23, 2015 (update on Corridor Study)
- April 27, 2015 (update on Corridor Study)

Joint Plan Commission & Village Board Meeting

May 18, 2015

A public joint Plan Commission & Village Board meeting was organized to receive an update from the Project Team on new development scenarios and recommended next steps. This discussion included focusing on steps toward implementation, the recommended expansion of TID#1, and additional incentives to move the vision and re/development opportunities forward.

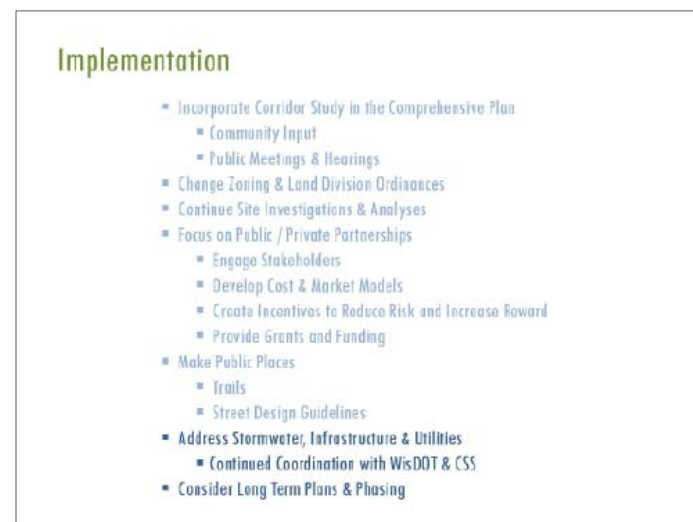
Village Board Meetings

May 5, 2015 & June 16, 2015

During the planning process, the Village Board of Trustees received regular updates on the Corridor Study planning process. These meetings included decisions concerning properties within the Corridor Study area and shaped the result of the Corridor Study and many of the subsequent recommendations and next steps.

Final Village Board Meeting

July 7, 2015



Goal	Actions	Responsible	Timeline
Incorporate Corridor Study in the Comprehensive Plan	Community Input, Public Meetings & Hearings	Community, Village Board	2015-2016
Change Zoning & Land Division Ordinances	Engage Stakeholders, Develop Cost & Market Models, Create Incentives to Reduce Risk and Increase Reward, Provide Grants and Funding	Village Board, Planning Commission	2015-2017
Continue Site Investigations & Analyses	Site-specific studies, Feasibility studies	Planning Commission, Consultants	Ongoing
Focus on Public / Private Partnerships	Engage Stakeholders, Develop Cost & Market Models, Create Incentives to Reduce Risk and Increase Reward, Provide Grants and Funding	Community, Village Board, Private Sector	Ongoing
Make Public Places	Trails, Street Design Guidelines	Planning Commission, Village Board	2015-2017
Address Stormwater, Infrastructure & Utilities	Continued Coordination with WisDOT & CSS	Village Board, WisDOT, CSS	Ongoing
Consider Long Term Plans & Phasing	Long-term visioning, Phasing studies	Planning Commission, Village Board	2015-2017

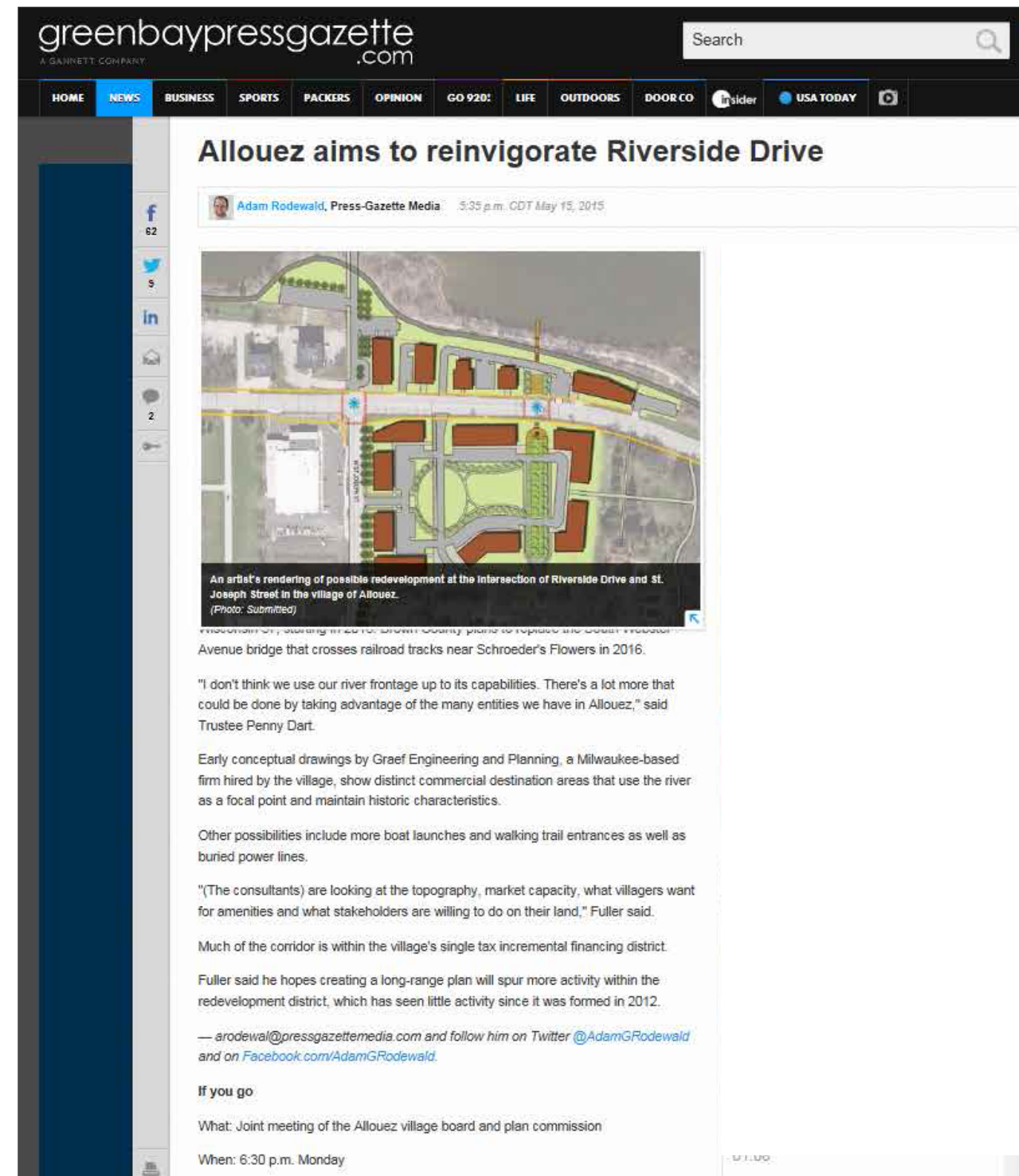


Figure 31. Example slides from PowerPoint presentation to May 19 Joint Meeting. Figure 32. Gazette article leading up to the March 19 Open House. Source: Green Bay Press Gazette.

MARKET ANALYSIS

INTRODUCTION & PURPOSE

This market analysis summarizes the assessment conducted of the market for retail and multi-family residential uses in Allouez, within the Corridor Study Area, extending the lengths of Riverside Drive (1.8 miles in length) and Webster Avenue (1.9 miles in length) from the Village of Allouez | City of Green Bay limits to the northern edge of WIS 57.

Allouez's household incomes on average are high for the region, and its population is similar to regional trends; however, it has a slightly higher senior population, many of whom are looking to downsize but stay within the community, on trend with Baby Boomer desires.

WORK COMPLETED

1. Inspected Riverside Drive and Webster Avenue and adjacent areas.
2. Conducted interviews with property owners, developers, real estate brokers, restaurant operators, entrepreneurs, as well as staff and public officials with the Village of Allouez.
3. Evaluated survey data provided by the Allouez Business Association and the Village of Allouez Community Vision processes.
4. Identified the inventory of existing commercial space.
5. Evaluated the availability and lease rates of existing commercial space in the Village.
6. Analyzed demographic and income characteristics of the types of households with potential demand for multi-family housing.
7. Analyzed the office space market and interviewed local brokers regarding demand and lease rates.
8. Reviewed local and regional market analyses.
9. Synthesized the results of the primary and secondary research and analysis and field inspections to reach conclusions about the potential opportunities and constraints affecting demand for retail, residential, and office space.

USING MARKET ANALYSES IN PLANNING

Planning projects typically use market analyses for several purposes. Often the market analysis helps to document the potential for new investment in circumstances where many community leaders are skeptical of the potential for redevelopment or reinvestment. In Allouez there appears to be a relatively strong market for redevelopment as evidenced by the value of housing, the continuing interest in corridor-based retail goods and services, and the ongoing activity and interest of brokers, developers, and investors. In sum, there is strong confidence in the local market for redevelopment. Throughout this planning process there have been numerous parties that have expressed interest in investment (both short term and long term). The concern has been "when: such investment might occur and "how might it be phased" rather than the likelihood that it will occur.

Market Snapshot

Real estate brokers and developers are, typically, the most knowledgeable regarding short-term markets. Their livelihood depends on their understanding of up-to-date economic activity. Long-term trends are far more difficult to predict for all parties (for example, no public or private sector analysts predicted the recession). Currently, relevant studies from the City of Green Bay, the City of De Pere, and data from Brown County also suggest that most analyses assume that there are now healthy markets for residential and supporting retail activities. The market for offices tends to remain softer, but this might change as more jobs are created. The tables on the accompanying pages provide supporting data for this view.

If these assumptions are correct, the question remains: what should the plan recommend? The approach advocated herein is to create a single planning framework, within which multiple market directions are accommodated. For example, in the various development scenarios within this Study, a variety of residential structures are included. These building footprints represent standard dimensions which can accommodate senior housing, higher-end luxury apartments, family-oriented apartments, condominiums, housing for Millennials, hotels or similar residential structures. The planning approach is to allow the community to maintain a well-focused concept on the pattern of buildings, streets, and related infrastructure, while allowing the market options to fluctuate as the economics unfold.

THE MARKET IN REAL TIME: EXPECTED ACTIONS OF DEVELOPERS, BUSINESSES & PROPERTY OWNERS

The Project Team conducted interviews to consult with developers, commercial brokers, property owners, business owners, Village staff, public officials, and Allouez Business Association members regarding the market they are experiencing, expect to see, and first-hand perception and experience of development and business operation in Allouez.

Interview participants had very strong perceptions and interests in continuing or pursuing re/development in Allouez, particularly with the strong support of the Village, the clear vision of re/development going forward, and available incentives through TIF and other funding resources. New and existing business entrepreneurs are dedicated to Allouez. Given Allouez's growing demand for mixed-use and retail, there is growing interest in opportunities to attain this goal in the community, and many developers and business owners are amenable to investing in the Village.

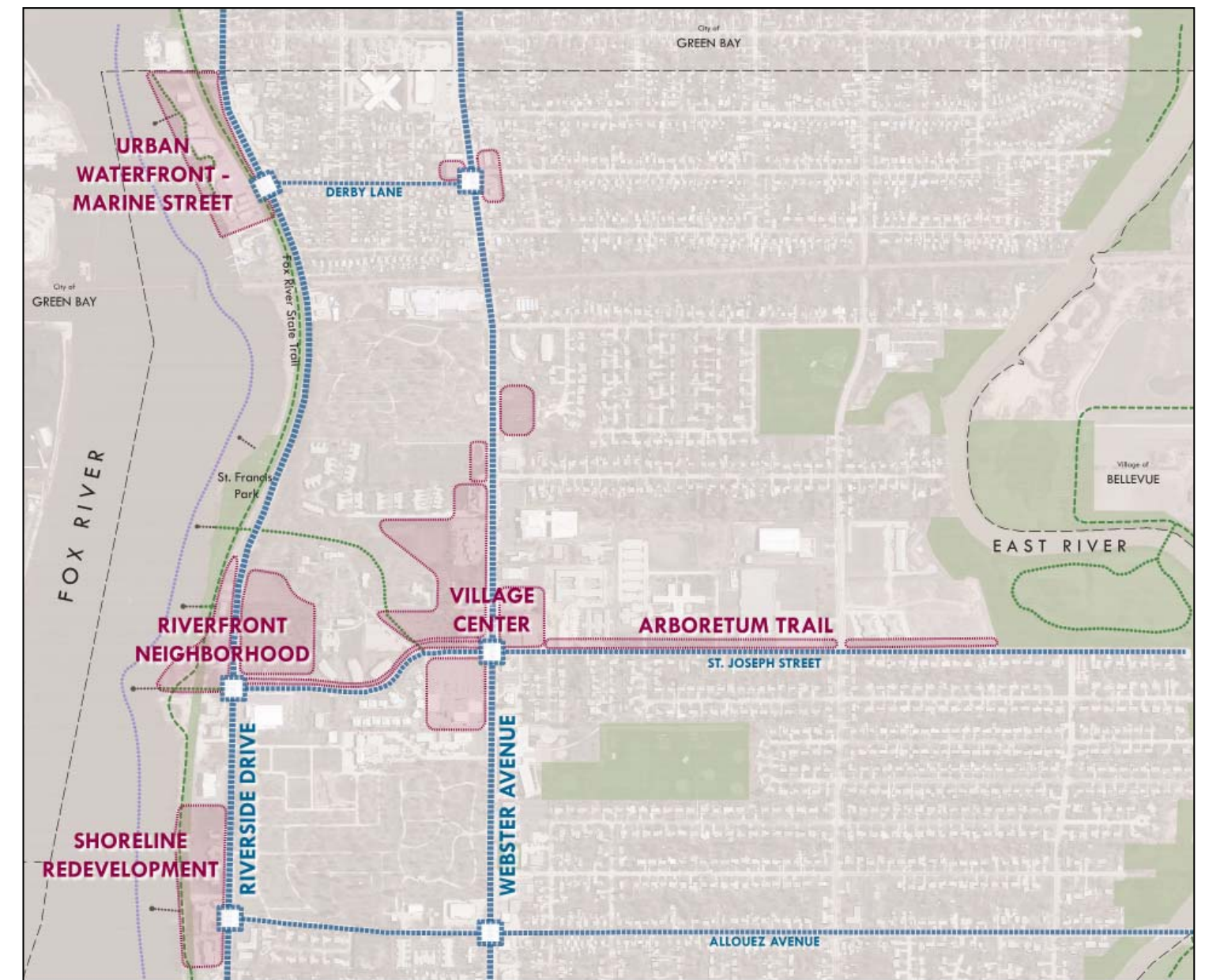


Figure 33. Major nodes in Allouez and focus areas for investment and re/development.

Development activity in Green Bay’s downtown was referenced by many interviewees, particularly the ongoing reinvestment and recovering multifamily market. Many interviewees shared that Allouez was highly desirable as a site for similar high quality and valuable mixed-use multifamily developments, given its intimate Village setting and strong property values, low vacancy rates, and the growing demand for urban multifamily in the region, including inner ring suburbs like Allouez.

SOCIAL TRENDS

Many market analyses assume that there are few changes in today’s values and investment behaviors. These types of analyses are usually based on simple extrapolations of data. However, as social trends emerge, generational shifts are often visible which dramatically change market conditions. Today, the most notable and dramatic shifts have been the aging Baby Boomers (born between ~1946 and 1964) – moving into the life stages of “empty nesters,” pre-retirees, and fully retired. Many of this generation have not retired or will not retire at the traditional age of 65, either due to the lost value of their securities and homes as a result of the Great Recession or simply because Boomers do not feel “old” at 65. The Boomer generation is less interested in age segregation than were the previous generations, drastically changing the model for seniors-only residential products targeted at 55+ adults. In-town living in mixed-age environments is a central lifestyle for Boomers.

Higher density walkable mixed-use suburban locations with retail, food service and entertainment activities are highly attractive amenities for this generation – a major advantage for cities and inner ring “streetcar suburbs” or “bedroom communities.” This generation is commonly looking to downsize in housing size, but not in amenity value. The Baby Boomers’ children, popularly called “Millennials,” “Generation Y,” or “Echo Boomers” (born between ~1980 and 2000) represent the latest entrants into college the work force and have started seeking residential locations near high-activity areas (especially with restaurants, entertainment, or night life). At the mid-points

of each age range, this generation is approximately 12 percent larger than its predecessor. The Great Recession particularly impacted Millennials ability to find work. Many Millennials returned to their parents’ homes or lived in group settings. As jobs become available for this group and those exiting higher education, these young adults are fueling tremendous demand for apartments. This energy will benefit cities and other high-density suburban environments by strengthening rental, homeownership, entertainment and new industries. Communities that offer a vibrant (sub)urban experience will flourish.

AGE BREAKDOWN IN ALLOUEZ & BROWN COUNTY, 2013

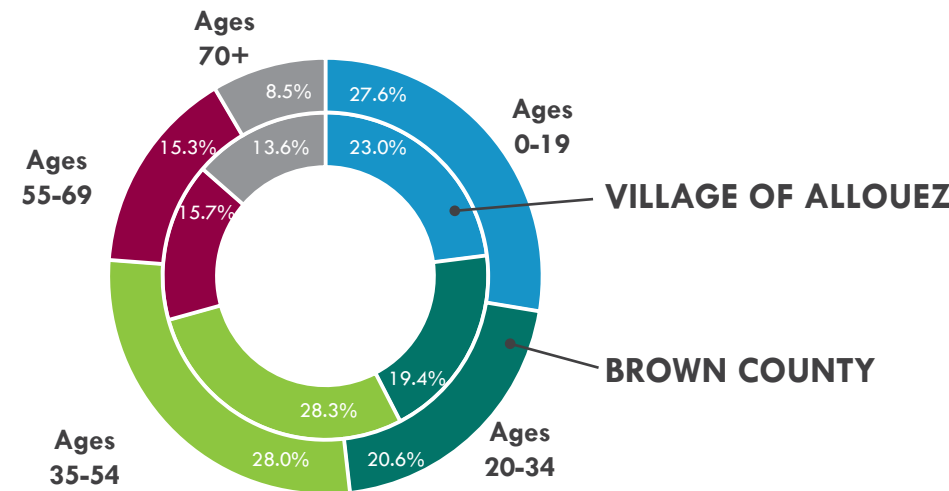


Figure 35. Age distribution in Allouez and Brown County. Source: U.S. Census.

Annual Income, 2009-2013	ALLOUEZ		BROWN COUNTY	
	Number of Households	Percent of Households	Number of Households	Percent of Households
Less than \$25,000	828	15.63 %	20,973	21.19 %
\$25,000 - \$34,999	431	8.14 %	10,424	10.53 %
\$35,000 - \$49,999	717	13.53 %	15,230	15.39 %
\$50,000 - \$74,999	1,232	23.25 %	20,147	20.36 %
\$75,000 - \$99,999	949	17.91 %	13,139	13.28 %
\$100,000 - \$124,999	542	10.23 %	8,262	8.35 %
\$125,000 - \$149,999	219	4.13 %	3,968	4.01 %
\$150,000 or more	380	7.17 %	6,819	6.89 %

Figure 37. Household incomes in Allouez and Brown County. Source: U.S. Census.

	POPULATION TRENDS			
	2000	2010	2009-2013	% Change 2000 to 2009-2013
VILLAGE OF ALLOUEZ	15,443	13,975	13,996	-9.37%
BROWN COUNTY	226,778	248,007	250,597	10.50%

Figure 34. Population trends for Allouez and Brown County beginning in 1990. Source: U.S. Census.

POPULATION TRENDS & PROJECTIONS IN ALLOUEZ

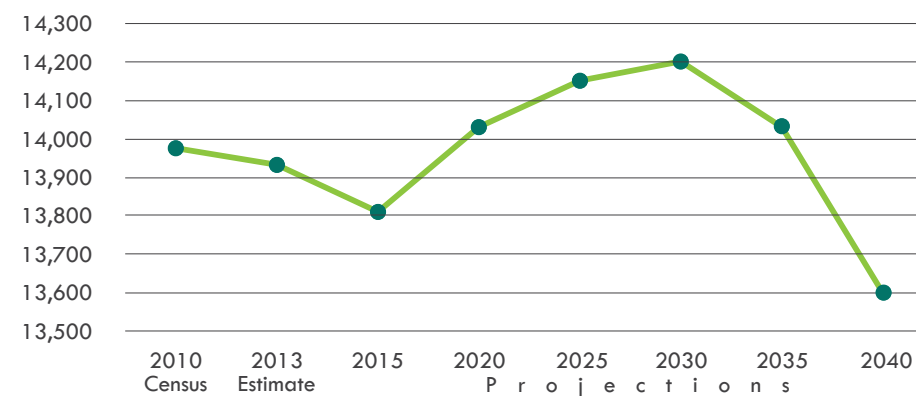


Figure 36. Population trends and projects for Allouez. Source: U.S. Census.

	EDUCATION ATTAINMENT, 2013	
	Allouez	Brown County
Population 25 years and over	9,933	164,176
Less than 9th grade	3.10 %	3.90 %
9th to 12th grade, no diploma	5.50 %	5.60 %
High school graduate (includes equivalency)	27.10 %	32.30 %
Some college, no degree	15.10 %	20.20 %
Associate’s degree	8.90 %	11.10 %
Bachelor’s degree	29.00 %	19.40 %
Graduate or professional degree	11.30 %	7.40 %

Figure 38. Education attainment in Allouez and Brown County. Source: U.S. Census.

STRENGTHS

- » High average income for the region (\$64,756) compared to \$53,119 for Brown County – \$56,601 in De Pere, \$52,577 in Ashwaubenon, and \$42,427 in Green Bay.
- » Strong transportation linkages (trail and automotive) – central and strong arterials connection north/south and east/west to adjacent communities (for access to employment and amenities)
- » Central physical location in region
- » Close proximity to unique environmental and recreational opportunities
- » Ability to build on local and regional business, institutional and developer relationships
- » Strong homeownership rate
- » Low commercial and residential vacancy rates
- » Projected population growth

THREATS

- » Site development constraints (higher development costs) and on remaining re/development sites
- » Risk of producing high quality multifamily housing
- » Slow economic recovery (consistent with county and state)

Figure 39. SWOT Analysis based on interviews.

*Beginning in 2010, the U.S. Census did not count the local prison population as part of the local population, and therefore should be considered in the decrease in population following.

WEAKNESSES

- » Poor connectivity and walkability currently
- » Few multi-family and retail options
- » Limited pipeline of new multifamily supply
- » Few re/development opportunities
- » Negative population rate of the Village*
- » Lack of a focused Central Business District

OPPORTUNITIES

- » Capitalize on the unique and high value property available for re/development
- » Increase density and mixed-use along Riverside Drive and Webster Avenue
- » Work closely with business community to increase opportunities, strengthen commercial areas and implement community vision
- » Grow demand to diversify housing and retail options
- » Support the growing Baby Boomer and Millennial markets
- » Take the opportunity to increase multifamily housing options, including higher value luxury housing
- » Encourage retail amenities in tandem with higher end residential in order to be supportive to higher rents expected of new multifamily
- » Build on and complement the Village’s assets environmental and recreational opportunities and strong residential community and regional perception

REAL ESTATE IMPACTS

How each of these unique generations behaves, lives, works, and utilizes space will greatly impact the economy and its demand for real estate in the coming decade, locally and nationally. More specifically, demand is shifting from outer suburban to inner suburban and urban communities. Further, less space per capita will be desired and therefore required for the main property sectors, including office, industrial, retail, and residential. In practice however, this is by no means a new trend but rather a common behavior pattern witnessed in cities on the east and west coasts for several decades (long before the recession) but not commonplace in the upper Midwest and in smaller metro areas (like Green Bay) with inner ring suburbs (like Allouez). The point is simply that markets depend not only on the rise and fall of trends, but also on their shifting geographic popularity. The space impacts are slow moving at this time, but will have an impact on investor returns during the next decade.

Social trends which bring great value to places like Allouez, often labeled as “bedroom communities,” come in waves that are patterned after these generational shifts. Midwestern communities tend to experience these waves later than other places. For example, the wave of newer high density rentals for Baby Boomers and Millennials really began in the largest urban centers in the United States before the recession. Incrementally, this trend has impacted smaller cities after the recession – usually in downtown areas. More recently this trend has reached traditionally residential neighborhoods outside the urban core, especially along commercial corridors with a potential for retail activity that complements local demand. The potential impact of these social trends is discussed further for both residential and retail/office markets.

RESIDENTIAL FINDINGS

The changes in the national housing market combined with generational changes are resulting in locational shifts in demand and reduced demand for homeownership vs. rental. Millennials and some Baby Boomers are seeking urban and inner suburban residential lifestyles. These shifts in vibrant communities like Allouez will produce near-term demand for new housing, generally in higher density configurations. For instance, 32% of Brown County residents prefer urban multifamily types of housing. The urban areas, including inner ring suburbs like Allouez also exhibit a higher desire.

Based on the existing characteristics of Riverside Drive and Webster Avenue, this trend is likely to impact the “core” of both corridors – namely the **two** nodes near W. St. Joseph Street and the **two** nodes near W. Allouez Avenue (Figure 34). The inherent conditions at these nodes can produce two types of market opportunities: “vertical” mixed use, in which apartments or condominiums are located above retail space, or “horizontal” mixed use, in which housing and retail are located in buildings adjacent to one other. The former model – housing over retail – tends to be preferred among those supporting a contemporary image of urban areas and is workable with relatively high-density urban centers. However, the latter pattern – where different uses are located on adjacent sites – can sometimes allow investors to minimize risks in two different investment products.

Allouez, with its geographic and demographic size, existing conditions, and current retail/office offerings, **can and should welcome a balance between these types of market opportunities at the 4 aforementioned nodes.** The development scenarios included in this report seek to reflect this future marketplace. Striking a balance between these development types can support Allouez’s desire to be a European Hamlet – a frequently-mentioned community type among Allouez residents.

As a so-called bedroom community, Allouez is in a unique market position for new and/or younger employees due to its proximity to downtown, affordable high-quality housing stock, strong community, connections via bicycle trails, and proximity to transit. While these connections do not work for all employees, they do provide an attraction and, for some, an amenity that makes housing in Allouez more desirable. As noted, this new and/or younger population of workers is not looking for a “starter home” but a “starter community” – a place where they can live and become part of a social and economic network. Conventionally this is referred to as a place to “live-work-play.”

After World War II, and reaching into the 1990s, smaller single family homes were the first choice for new workers. Now that more urban models of a “starter community” have become popular, there is a major opportunity for Allouez to retool its character, especially when compared to other suburban villages with fewer amenities and potential connections. Put another way, many suburban communities can be viewed only as decentralized places while Allouez can take full advantage of its proximity to

Green Bay – Allouez has the advantages of an urban experience along with the amenities of a small town. Supporting this, the community has a strong vision and desire to strengthen its amenities and walkability.

Population loss over the years has occurred (Figure 35) along with changes in age distribution. This pattern is common throughout urban metropolitan areas; however, the trend is reversing. This reversal is not always obvious just looking at the gross, raw numbers (total gain/loss). However, when you look at where younger people are moving in, it becomes obvious that urban lifestyle communities clearly have the upper hand.

Along with shifts in population, there are shifts in buying habits. Since the housing crisis (and the number of people who were severely hurt economically) many people in the market for housing have become far more conservative and less willing to risk purchase of a home or condominium. This does not mean they wish to avoid “putting down roots” but simply they cannot accept the burden of risk associated with a mortgage. Again this impacts the housing market but it does not make it less viable.

At the same time Millennials are looking for that “starter community,” the boomers are looking for their “retirement community.” Such places do not necessarily mean that the senior population wants an isolated apartment to stare at a lawn in solitude, undisturbed by the outside world. In fact, many boomers are looking for just the opposite – an active community where they can retire, remain part of the social network around them and, at the same time, receive the unique health and medical services they need. Senior care facilities have changed dramatically in the past decades and continue to do so.

Moreover, the population demographics for current seniors suggests that, as new senior care facilities are built, there will be a dramatic oversupply of such facilities as the new and much smaller generation of seniors emerges. Consequently, if and when new senior market opportunities are accommodated by developers in Allouez, it is imperative to look at the next market of occupants who will become the only source of demand in an oversupply of units. Furthermore, Millennials and Baby Boomers are likely to prefer age integration. Both generational groups also prefer vibrant walkable communities, and although the general preferences in retail may be different, both groups

desire high quality restaurant experience. **In other words, developers, investors, and the Village should make sure that as new housing units are designed and built, that they a) are built in a more dense urban style than currently exists in the local market, b) are high quality, and c) can suit the needs of future markets, particularly Millennials. There is no need to design units only for seniors, as at the very least, long-term age integration must inform the ultimate development product.** The likely near-term product could focus on multi-family buildings that are 3-5 stories in height, with wood frame construction on the upper floors.

Single family houses on the market are currently selling at ~\$56-\$116 per square foot, while the few condominiums in the area are selling for ~\$104-125 per square foot. Two bedroom rentals available in the village range from \$619-\$1000 per month. Generally these rentals are single family houses or are units in traditional suburban-style apartment buildings. Current new suburban-style multifamily (not urban mixed-use) residential rates are approximately \$800-\$950/mo for 900-1,200 square feet apartments that are 2 bedrooms, 1.5 bathrooms.

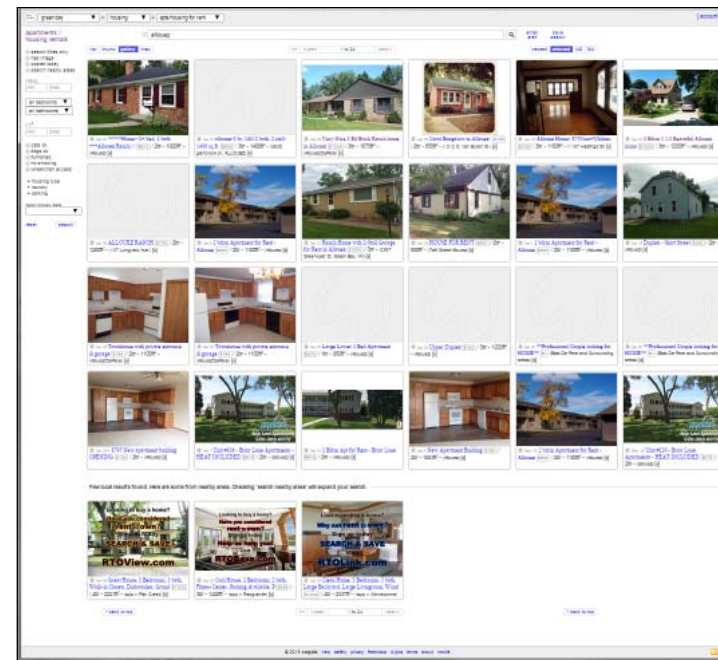


Figure 40. Snapshot of rental properties listed in Allouez. Source: Craigslist.com, accessed June 30, 2015.

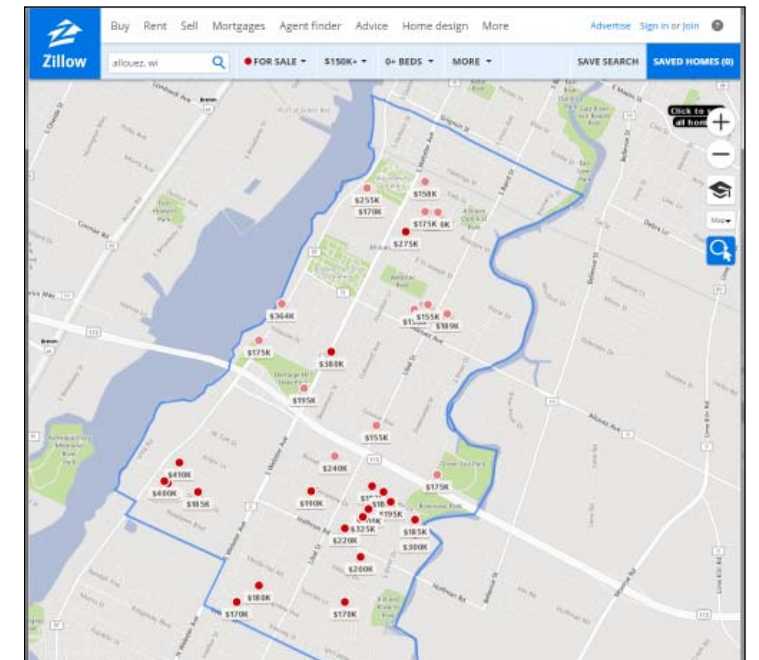


Figure 41. Snapshot of single family housing and condominiums for sale. Source: Zillow.com, accessed June 30, 2015.

HOUSING TENURE IN ALLOUEZ, 2013

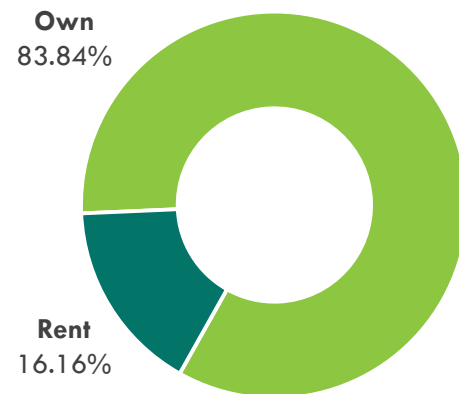


Figure 42. Housing tenure in Allouez. Source: U.S. Census.

HOUSING TYPES IN ALLOUEZ, 2013

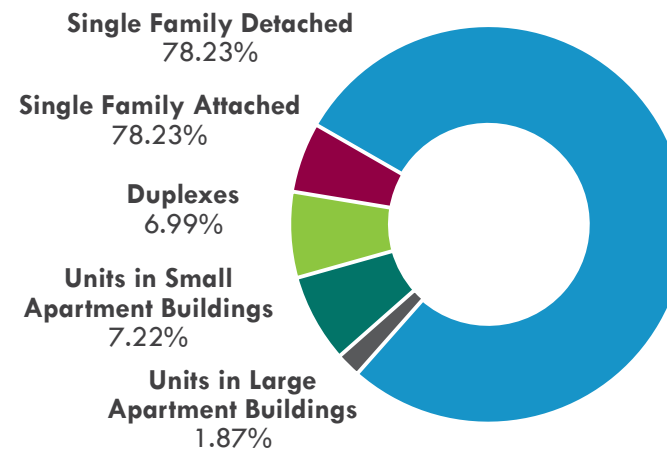


Figure 43. Housing tenure in Allouez and Brown County. Source: U.S. Census.

HOUSING TYPES IN BROWN COUNTY, 2013

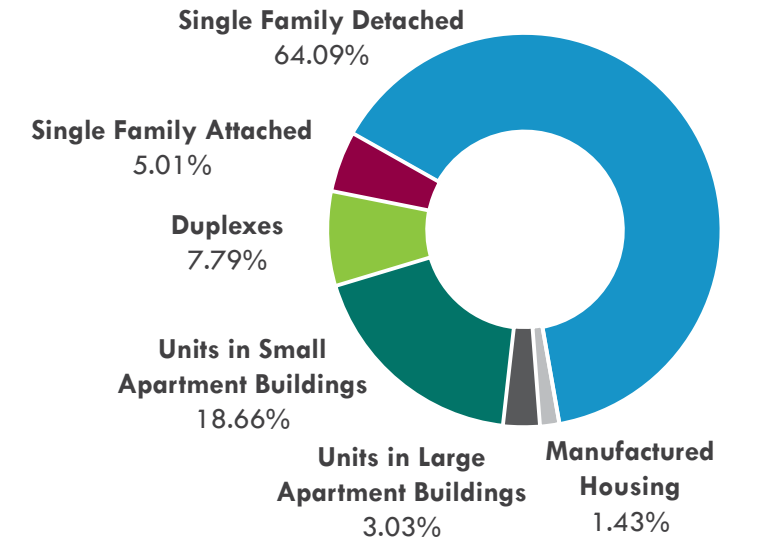
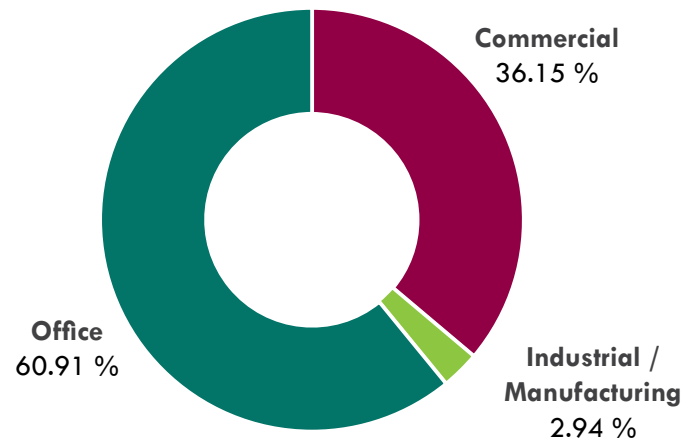




Figure 44. Commercial occupancies and the status of parcels in the primary commercial areas of Allouez within the Corridor Study Area.

Sources: CoStar, LoopNet, James Wheeler of Vander Zanden Commercial Real Estate Specialists, site visit (3/10/15)

NON-RESIDENTIAL BUILDING SQUARE FOOTAGES IN THE CORRIDOR STUDY AREA



Village Assessment data: www.assessordata.com, 2014. Retrieved in 2015.
 Figure 45. Breakdown of non-residential building square footages in the Corridor Study Area.

RETAIL & OFFICE FINDINGS

The demand for new retail activity is difficult to predict. From one perspective, the retail market can be viewed as a self-balancing system. When the local market fails to provide a good or service in higher local demand, some entrepreneur (or retail franchise or local broker) will see the shortage and try to fill it. Conversely when there is an oversupply, market forces tend to cull the least competitive businesses. Within this constantly changing milieu, local communities can become active in trying to encourage the markets that they think will benefit their community. One way to begin this process is to look at the local “leakage” statistics (Figure 48) that depict which types of retail goods or services might be under-supplied (i.e. leaking out to other places) or oversupplied (bringing in customers from other places).

As part of this Study, the Project Team acquired data from ESRI to inform a market analysis, predominantly for retail and restaurant activity. The Project Team pulled the following ESRI compilations:

- » Retail MarketPlace Profile (Figure 49) for the 5-, 10-, and 15-minute drive time from the intersection of W. Allouez Avenue and Webster Avenue
- » Retail Market Potential
- » Restaurant Market Potential

The Corridor Study area in Allouez (Figure 44) offers a total inventory of about 776,936 sq. ft. of non-residential space, which offers space for commercial, industrial/manufacturing, and office land uses (not including government and institutional uses). Highly notable is the high proportion of medical-related space in Allouez, which is an emerging niche market within the region. For comparison, these non-residential land uses in the Corridor Study area (total Village population is ~13,975) can be compared to a 2010 estimate of leasable space in downtown De Pere of 773,000 sq. ft. (total City population is ~23,800), which is home to retail, service, office, government, and institutional tenants.

NON-RESIDENTIAL BUILDING SQUARE FOOTAGES IN THE CORRIDOR STUDY AREA		
	SF	Percentage
Commercial	280,866	36.15 %
Industrial/Manufacturing	22,866	2.94 %
Office	473,204	60.91 %
TOTAL	776,936	
Medical – related	294,333	62.2 % of office 37.88 % of total

Village Assessment data: www.assessordata.com, 2014. Retrieved in 2015.
 Figure 46. Breakdown of non-residential building square footages in the Corridor Study Area.

Retail

Generally, downsizing is taking place in the retail landscape, due to (1) increasing online sales, (2) slower growth of total retail sales in the coming decade of a less consumer-drive economy, (3) declining population in their peak retail spending years, and (4) non-demographic changes in the retailing industry.

Shopping center space is generally limited by below-trend growth in consumer spending as households focus on regaining their financial stability. As the Baby Boomer generation ages out of prime earning and spending years and succeed by the smaller Generation X cohort, there is less demand for retail space in general. While the Millennials are a large generation with tremendous spending power, this generation is still approaching its prime earning and spending years. Retailers have responded by moving to business models focused on fewer stores, therefore reducing the overall space needs. This, in combination with the increasing internet sales has created a long-term challenge to traditional retail.

In today’s economy, retail districts and shopping centers will need a higher percentage – at least one third – of experiential tenants. These tenants are strong choices as they cannot be replaced by the internet, are desired by multiple generations who are less consumer-focused and more experiential-focused. These types of experiential retail are entertainment, and high quality and diverse food and beverage and services. In sum, retail businesses that do not compete with online sales, but complement it and provide convenience and experience to visitors. Allouez has this type of retail, however it has an unmet demand for it. Interviews and conversations with stakeholders revealed a strong desire for an increase in an **experiential** retail mix.

The trends of downsizing, changing retail mixes, and the strengthening of retail space in urban and inner suburbs will mean that better located centers, such as some along Webster Avenue, can be reconfigured and/or redeveloped with higher-density mixed-use residential, retail and entertainment uses. Some will be converted to alternative uses, as already seen in Allouez, to medical office and clinics to serve the rapidly growing health care needs of the aging community and the region. Many retail centers are slow to recognize the drop in demand for retail product and increasing demand for experiential retail, driving down rents in the process and masking the demand for higher quality retail and space.

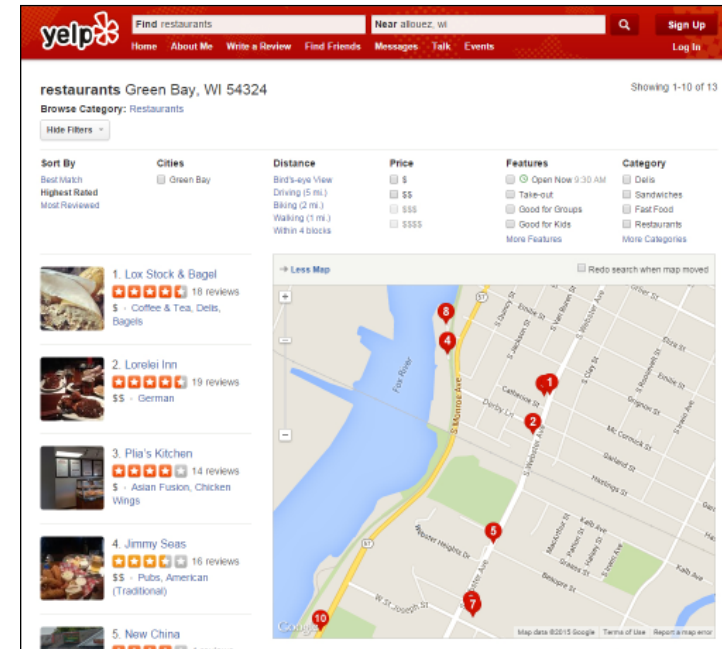


Figure 47. Restaurant locations within the Corridor Study Area. Source: Yelp.com.

“Loss of small town feel is not a desirable trade off for attracting business.”

4: MARKET ANALYSIS



Retail MarketPlace Profile

2304 S. Webster Avenue, Allouez, Wisconsin 54301

Latitude: 44.48022

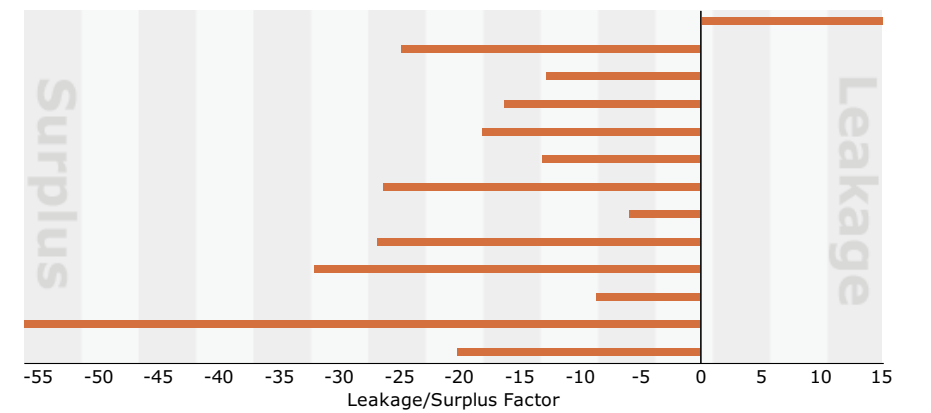
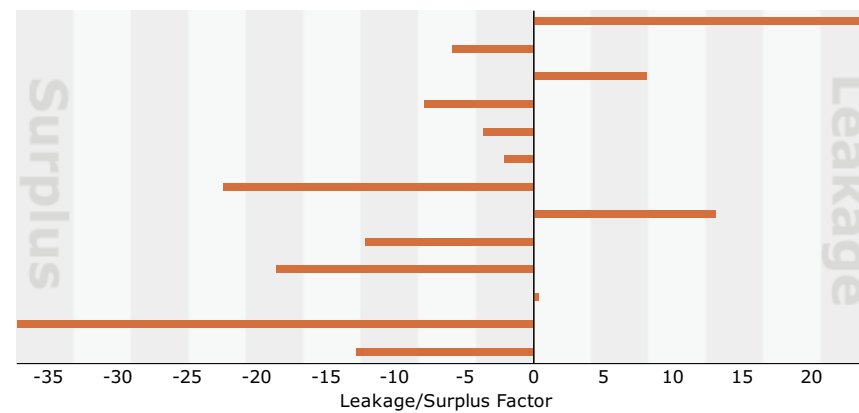
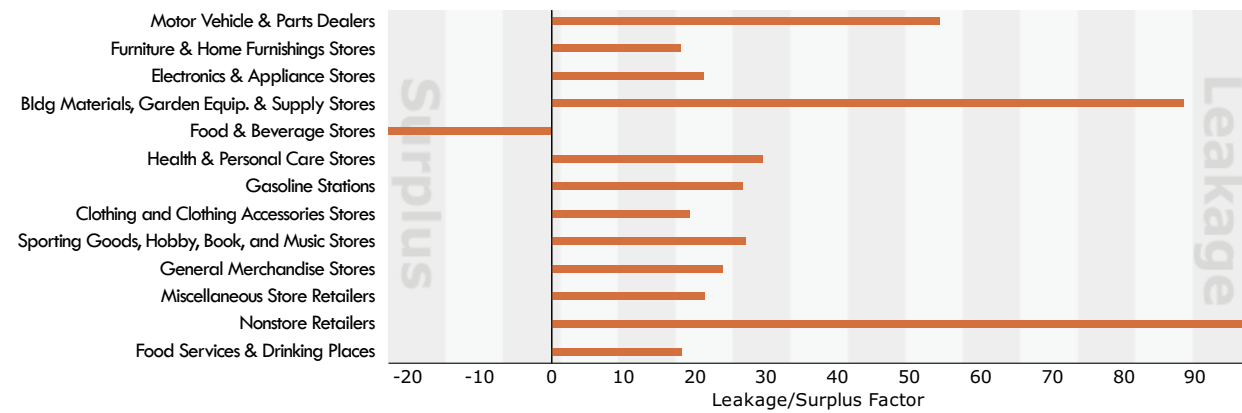
Longitude: -88.02482

Drive Time: 5 minute radius

Drive Time: 10 minute radius

Drive Time: 15 minute radius

Leakage / surplus factor by industry subsector



Leakage / surplus factor by industry group

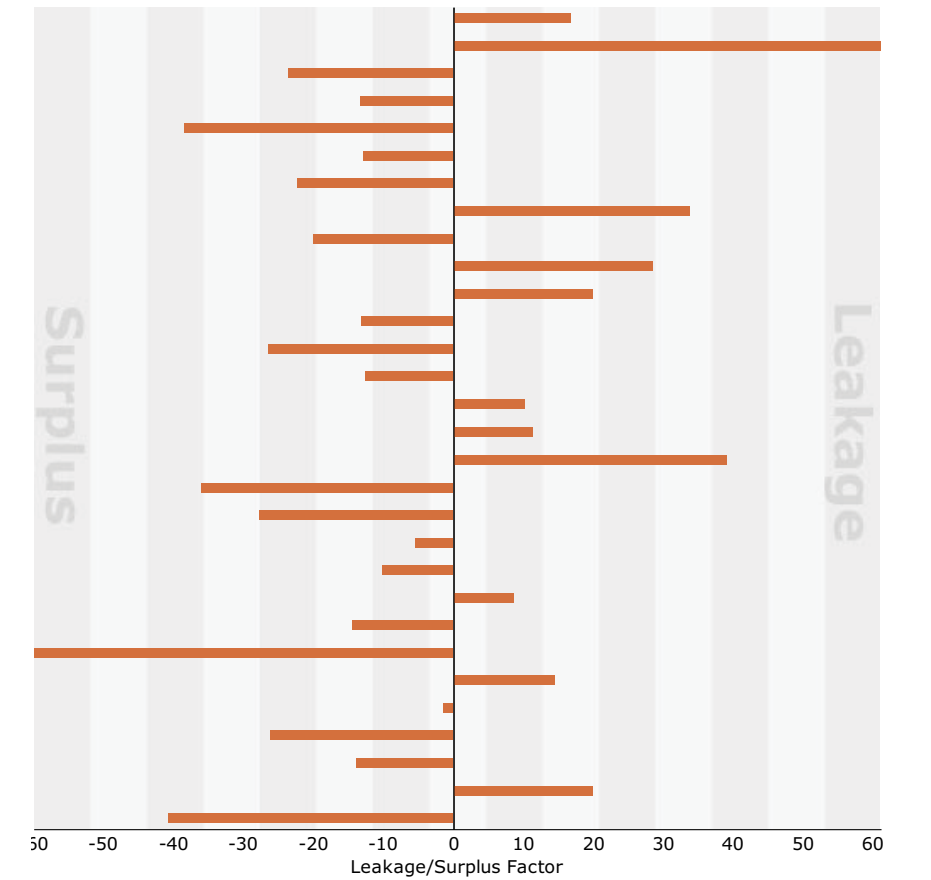
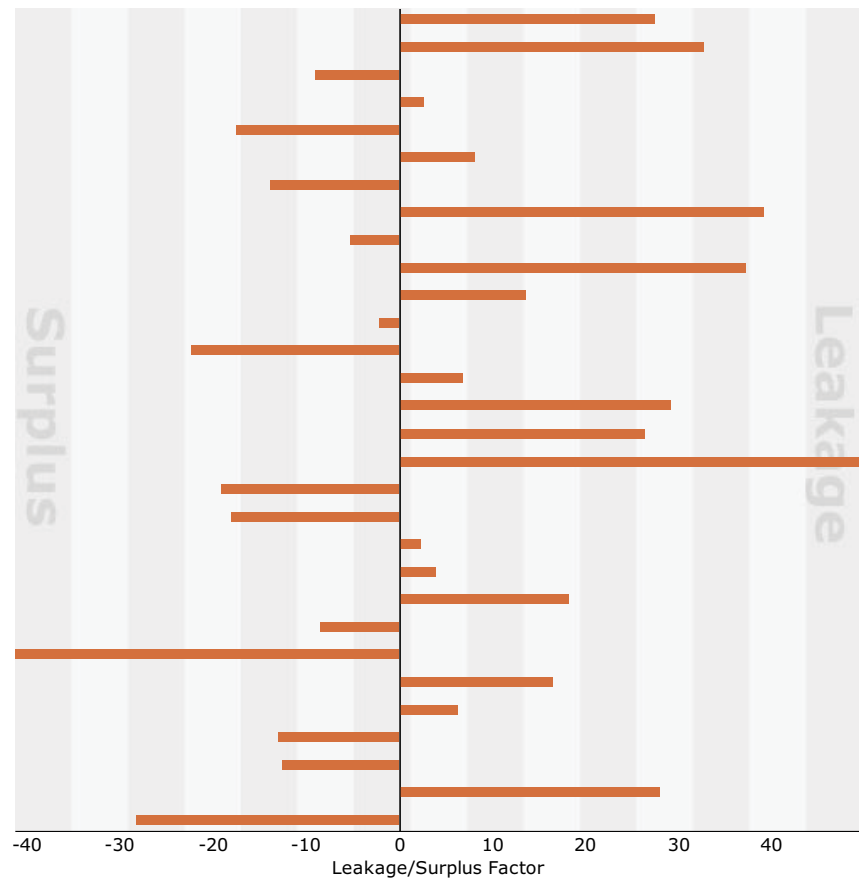
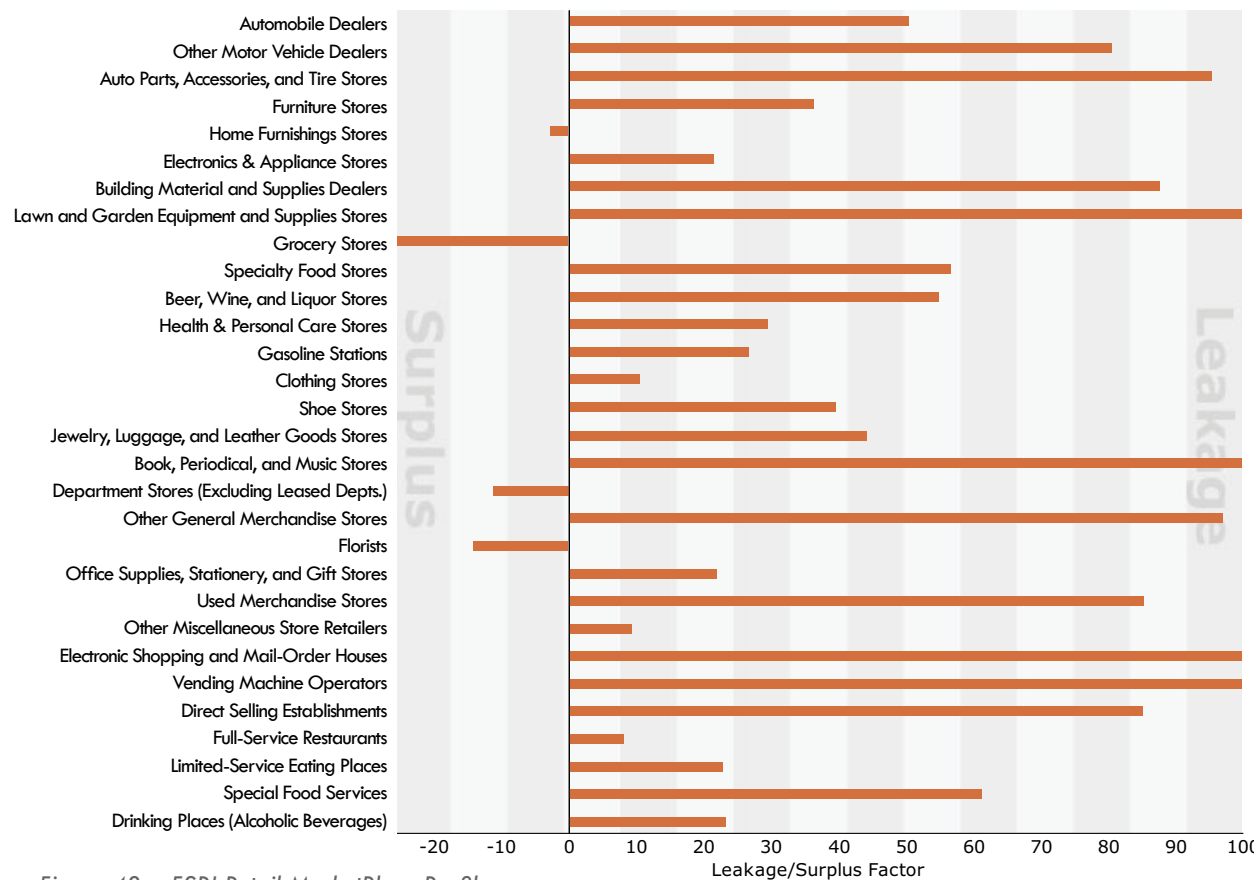


Figure 48. ESRI Retail MarketPlace Profile.

As noted in the City of De Pere’s downtown market analysis, Ashwaubenon is the primary regional retail hub where the majority of national chain stores have located. While these are not the companies which Allouez should be first pursuing, as they may not have an interest in a second retail storefront, other companies not yet with a presence in Ashwaubenon (or elsewhere in the region) could consider moving into a main street environment like Allouez. The arrival of these chain stores tends to generate the interest in other chains to consider a nearby location. This interest in increasing retail in underserved markets is also catching the attention of local entrepreneurs that are in a position to expand within the region. This model could serve Allouez well, with the opportunity to bring locally-based businesses that are successful and known in the region and looking for communities with the demand and incomes to support their businesses.

The Corridor Study Area features retail, however somewhat limited given the household income and population of the community. These retail spaces range between ~\$12-\$18 per square feet, triple net lease.

Land leases are growing in popularity with land owners, as an opportunity to support long-term development while still retaining ultimate control of the land. Land leases can be advantageous for land owners and lessees. For instance, this structure often allows access to land that may not be accessible to lessees otherwise. For landowners, the land lease is a stable income stream. Typical land leases in the region cost the lessee approximately 7.8% of the land value per year for a long term lease – typically 25-99 years. This rate includes an annual lease payment of approximately 5.5-5.8% of the land value, in addition to approximately 2% for property taxes, therefore costing the land tenant 7.8% of the land value per year for a long term lease. This rate includes a 30-year amortization at 4% interest.

Office

Location is an increasingly important consideration for office (and all else). This locational advantage of Allouez’s is becoming increasingly clear within the region. As worker preferences – both Boomers and Millennials – are generally gearing towards more urban settings, conveniently located work locations align with these desires – these generations prefer a limited commute. High-value employers are focusing on central business districts and inner ring suburbs. Locations that are close to transit, bike lanes, and retail and recreation amenities within walking distance are and will be in considerable demand. This trend further strengthens Allouez’s position as it exists now, and will only increase as investment improves in the Village.

Cost considerations are becoming a less dominant consideration for high-value firms, particularly as less space is required for each employee. Suburban office parks are now forced to compete primarily on price. These office spaces will serve lower value office space users generally. Higher density office, more mingling, and more flexible space will be the focus of companies – cafés and public places (indoor and outdoor) are now extensions of offices to work and network.

Allouez’s office market is positioned well within the region to continue to flourish. Its vacancies and lease rates are within average ratings. Demand is clearly growing for medical office buildings in Allouez 1) to cater to the senior population of the community, and 2) as a niche market for the region as a whole. This is strong market for Allouez, as medical office has higher lease rates, but only as the spaces are maintained and perceived as modern and accessible spaces. Much of lower rent office space in Allouez is tired looking, and will require some upgrades to compete within the community and the region as a whole. Overall, Allouez’s strength in office is in medical office, but it must be noted that it is not protected from reaching a point of saturation.

The current office market in Allouez generally ranges from \$14-\$17 per square foot as triple net lease. Generally, the office lease rates are lower than average, given a surplus available in Allouez. Medical office space is higher than average, for which there is still demand in Allouez.

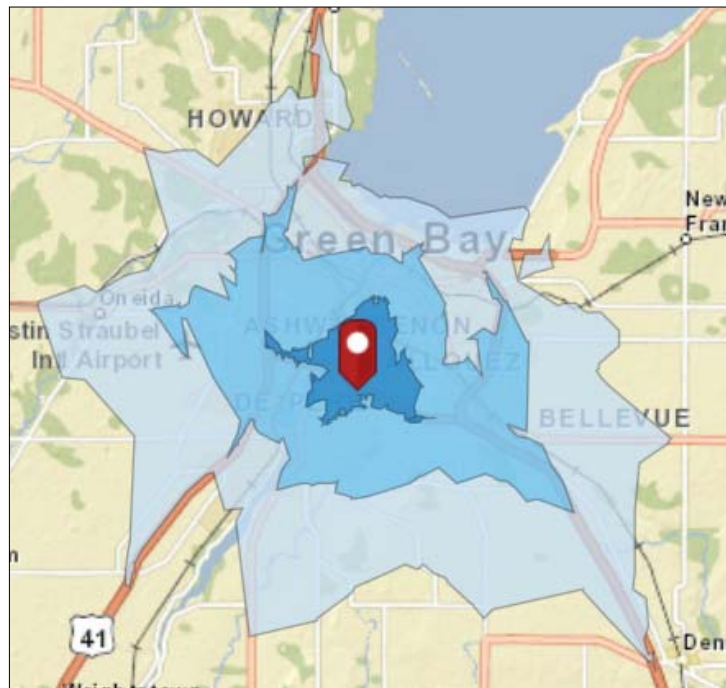


Figure 49. Drive times from the study centroid from the ESRI Retail MarketPlace Profile.

POSTAL ADDRESS VACANCIES						
VILLAGE OF ALLOUEZ	2013 Q4	2014 Q1	2014 Q2	2014 Q3	2014 Q4	2015 Q1
# / % Vacant - Residential	90 / 1.62%	97 / 1.73%	98 / 1.75%	161 / 2.91%	156 / 2.82%	158 / 2.83%
# / % Vacant - Business	62 / 19.94%	63 / 19.03%	62 / 18.51%	69 / 20.54%	68 / 20.24%	66 / 19.64%
Overall Vacancy Rate	2.59%	2.69%	2.69%	3.92%	3.81%	3.78%
BROWN COUNTY	2013 Q4	2014 Q1	2014 Q2	2014 Q3	2014 Q4	2015 Q1
# / % Vacant - Residential	2,731 / 2.58%	2,837 / 2.67%	2,770 / 2.62%	2,724 / 2.57%	2,711 / 2.55%	2,753 / 2.57%
# / % Vacant - Business	1,750 / 22.32%	1,757 / 22.25%	1,759 / 22.18%	1,793 / 22.54%	1,758 / 22.02%	2,745 / 21.82%
Overall Vacancy Rate	3.93%	4.03%	3.99%	3.97%	3.91%	3.91%

Figure 50. Postal address vacancies for residential and commercial properties in the Village of Allouez. Source: Policymap.com.

4: MARKET ANALYSIS



Figure 51. The market analysis geographic area for the 2012 Green Bay Multifamily Housing Analysis.

MARKETS AS A METROPOLITAN PATTERN

While many communities view themselves as unique in all ways, the markets for housing, retail, and office do not operate in the same manner. Many Allouez residents spend money in other communities in the area just as “outsiders” spend money in Allouez. **The key to a realistic market viewpoint is to see Allouez as part of the larger region.** The following discussion looks at some of the market data from other communities in the metropolitan area which can be viewed as generally analogous to Allouez.

Reference points for area market trends include the following recently-completed studies:

- » Green Bay, WI Multifamily Housing Analysis, November 2012 (Baker Tilly Virchow Krause, LLP)
- » De Pere, WI Downtown Master Plan [Market Analysis section], July 2010 (RDG)

Of note from these reports are the following observations about Brown County, De Pere, and Green Bay:

Regarding Brown County

“Across Brown County since 1982 there has been an average of about 100,000 sq. ft. of new retail space delivered annually. In 2005, approximately 400,000 sq. ft. was delivered, making [it] the peak year since 1982. This significant increment of space will take several years for the local economy to work through, dampening rent growth and reducing demand for new space.” – De Pere, WI Downtown Master Plan

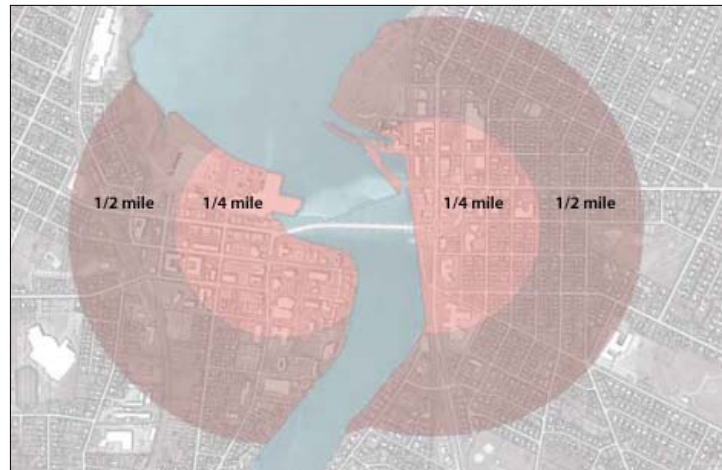


Figure 52. The market analysis geographic area for the 2010 De Pere Downtown Plan.

Regarding De Pere

“Downtown street level vacancies are below regional levels. In downtown west of the river, 9.7% of street level space is vacant; east of the river only 6.1% of space is vacant. The overall downtown vacancy rate is estimated at 7.4%. County-wide retail vacancy is now over 10%.” – De Pere, WI Downtown Master Plan

“Based on survey information, it would appear that downtown rents are in alignment with store sales. Moving forward, efforts to grow sales for downtown merchants will be a key focus of strategic recommendations, as growth in rents will support reinvestment in downtown. Quoted rents appear to fall in the \$8 to \$12 per sq. ft. range.” – De Pere, WI Downtown Master Plan

“On both sides of the river, Restaurants and Bars constitute the largest cluster of space, covering about 130,000 sq. ft. Restaurant clusters are effective traffic generators for emerging or revitalization retail / restaurant districts. People, generally, will travel farther and into new areas for restaurant options as opposed to retail products.” – De Pere, WI Downtown Master Plan

“Aside from restaurants, hotels, office, and residential, other typical downtown retail store clusters remain under developed. Segments such as jewelry, shoes, and books would benefit from further growth, particularly on the East side of downtown De Pere.” – De Pere, WI Downtown Master Plan

“De Pere supports an estimated 935,000 sq. ft. of office space, of which an estimated 213,000 sq. ft. is in downtown. ...In the context of available vacant space, additional office development in downtown De Pere through 2010 is not likely. However, beyond 2010, modest opportunities could emerge, tied to the economics of specific sites. Opportunities will relate to:

- » The provision of new space which offers green/sustainable elements not currently available in the market.
- » City policy decisions regarding the provision of structured parking as an incentive to encourage further development.” – De Pere, WI Downtown Master Plan

MOTIVATING THE MARKET: INVESTOR ENGAGEMENT

Across the board nationally, offering a statistical analysis of markets and economic conditions is rarely, if ever, a standalone strategy for attracting investment. Most brokers and retailers conduct their own analyses, and are keenly aware of rents and lease rates in a given locale. If rents are too high or there is an insufficient traffic flow, no volume of opposing statistics can change that reality. Similarly, site visibility (for retail) and neighborhood amenities like schools and parks (for residential) are subjective judgments made by investors on site. Moreover, site constraints (e.g. utilities and access) and financial incentives (e.g. TIF subsidies) are specific to each property and difficult to summarize holistically.

What can be effective, however, is a well-designed and implemented communications strategy that allow investors to get relevant information in a timely and transparent manner. In addition to employing high-quality, web-based information that builds knowledge of the Allouez market, the Village must procure positive and regular face-to-face contact with key developers and investors. The focal point of these regular conversations is not for Village staff to support whatever development product or retailer is laid on the table. Rather, the conversations should produce a shared understanding of the Village's expectations, and how developers and investors can foster an end result which meets expectations and procures a seamless process for all parties.

Where possible, any financial incentives should not be predetermined by the Village, but should be responsive to the specific needs and circumstances of the re/development. These incentives could be part of a competitive program with a set of guidelines that has Village Board approval and thereafter can be carried out by staff. Incentives might include support for the following:

- » Land acquisition / reduced land cost to investor
- » Site preparation costs for parking, foundations, landscape
- » Financing reductions or obligations
- » Direct financial contributions
- » Guarantees of rents

Each investor will have a different set of needs, and based on the site(s) in consideration, each investor will have a different set of parameters within which to operate. The Village can be flexible in offering an incentive that will work. However, Village staff must maintain information that illustrates why they should choose to employ a financial incentive. To aid this knowledge, the Project Team developed a hypothetical pro forma to determine potential risks and rewards for the development scenarios.

RE/DEVELOPMENT INCENTIVES

TID #1

The Village of Allouez implemented its first Tax Increment Finance District (TID), with the focus as a rehabilitation TID, in 2011. The Village projects that additional land and improvements valued at approximately \$23,750,000 will be created as a result of new development, redevelopment, and appreciation in the value of existing properties.

TID #1 has a maximum life of 27 years. The TID can close sooner if sufficient revenue has been generated to pay for projects and no additional costs are anticipated. State Statutes define a Rehabilitation TID as an area where at least 50% of the area within the TID meets the statutory definition of an area in need of rehabilitation.

Description of TID area

TID #1 properties are highlighted in Figure 53. The criteria the Village has applied to the TID area includes:

- » Carry out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements, and
- » Install, construct, or reconstruct streets, utilities, parks, playgrounds, and other improvements necessary for carrying out the objectives of redevelopment.

The TID provides funding to businesses and commercial property owners within the district boundaries to make approved façade improvements to existing structures or as an incentive to developers proposing projects within the TID. These efforts are encapsulated in the following TID #1 programs:

- » Development Incentive Guidelines and Application
- » Façade Improvement Program

Façade improvements enhance the overall attractiveness and commercial viability of existing businesses and commercial corridors within the TID. The development incentive program will encourage redevelopment for new uses and businesses in the district.

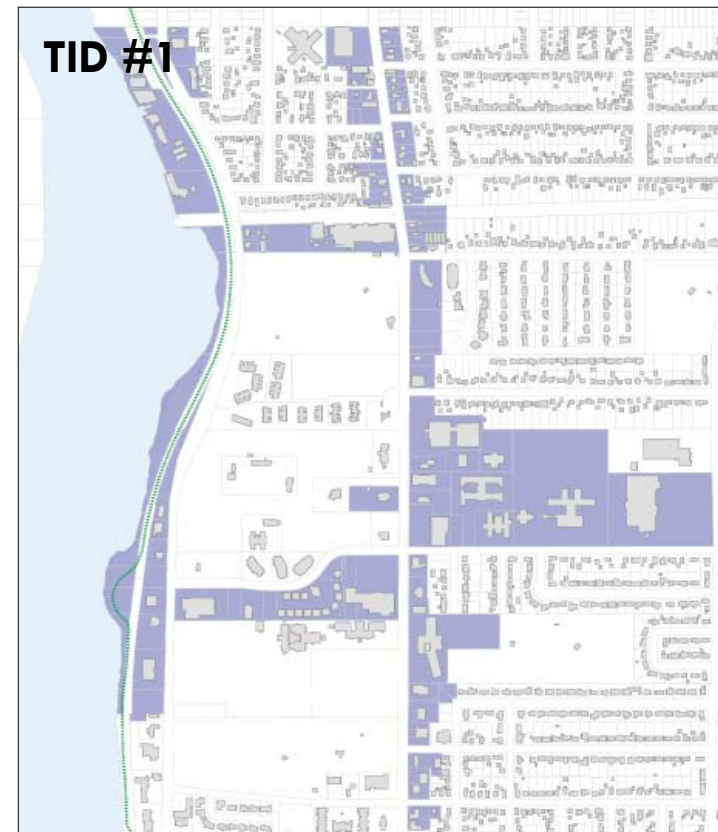


Figure 53. Properties currently eligible for TIF in TID #1.



Figure 54. Tax-exempt parcels in Allouez.

The projects that the Village may consider undertaking are detailed in the Project Plan for the TID, adopted in 2011. The Village is under no obligation to complete a project identified in the TID project plan. Rather, the Project Plan serves as a guide and planning tool for the Village Board. The Village Board determines how funds are spent within the District and establishes the overall vision for the TID.

Given the immense potential of TID #1 and the fact that some key properties were not included in the initial boundary, it was recommended by the Consultant Team that the TID boundary be expanded to fully incorporate these properties to maximize development and investment potential. More specifically, the boundary should include properties further south along Riverside Drive (see development potential through the Riverside Drive & Allouez Avenue development scenario) and additional land owned by the Diocese of Green Bay. Based on this recommendation the Village is currently amending TID #1.

DESIGN & DEVELOPMENT SCENARIOS

The Village of Allouez requested multiple “scenarios” for the development of the Riverside Drive and Webster Avenue corridors. The creation of scenarios can be a useful tool in evaluating and implementing planning concepts. The scenarios were intended to represent the general application of the Village for the future of their community.

In this study, the scenarios were developed in three distinct steps:

- » Creating broad concepts on which to base development scenarios
- » Devising development concepts that embody the scenario concepts
- » Discussing the concepts within the community and revising them accordingly

THE CONTENT OF SCENARIOS

Initially, the three conceptual directions for scenarios were based on the following:

- » Creating lateral connections to link the residents of Allouez to the Fox River in terms of visual, physical, social, and recreational linkages
- » Creating more park and recreation spaces along the Fox River in places where they would fit the patterns of ownership and redevelopment
- » Creating individual property redevelopment concepts along the corridor that would take advantage of the unique environment features of the Fox River

The scenarios also needed to dovetail with the concepts developed by WisDOT for the design of right-of-way. This included, for example, items such as:

- » The number, size and location of curb cuts,
- » Sidewalk locations (and linkages to other circulation elements),
- » Crosswalks,
- » The potential for roundabouts,
- » Traffic signalization,
- » Bicycle accommodations, and
- » Other components addressed by WisDOT’s design process.

THE FIRST ROUND OF SCENARIOS: REDEVELOPMENT IDEAS

As this process unfolded new opportunities and challenges became apparent leading to the locations for developing scenarios depicted on the map on the facing page. For each of these locations, GRAEF devised an initial redevelopment concept depicting new uses, building footprints, circulation (for vehicles and pedestrians) and community places (parks, plazas, and trails). In most cases these concepts assumed that the land owners might wish to redevelop their property in order to achieve higher values. The intent, for each of the redevelopment concepts was to increase the value of the property while, at the same time, achieving the community-wide mission of improving the character of community places, activities, and overall ambience of the Village. The assumption is that the creation of win-win concepts should be used to move forward with a variety of redevelopment concepts.

The first round of redevelopment ideas was presented and discussed with Village staff, the general public, and individual land owners. Predictably there were many questions, observations, and issues to be addressed. While some land owners liked the ideas for their properties, others did not. Similarly, members of the general public offered a variety of opinions. Lastly, since some of the scenarios are just one part of a larger WisDOT project to redesign Riverside Drive, there were many discussion points related to the DOT project directly, and only indirectly related to the redevelopment concepts.

THE SECOND ROUND OF SCENARIOS: COMMUNITY RESPONSE AND NEW IDEAS

The second round of changes attempted to address many of the questions, issues, and concerns that had been raised previously. In some cases two or three redevelopment concepts were prepared. That is, for some properties three redevelopment scenarios were created while in other cases the original concept was simply retained.

THE THIRD ROUND OF SCENARIOS: COMMUNITY RESPONSE AND NEXT STEPS

The final round of redevelopment scenarios, much like the second, was intended to clarify issues. By the end of the process some areas included four or five scenarios and a few were actually eliminated. In all cases the goal was to create scenarios that would achieve the goals of the Village while increasing value for property owners, or at least reducing the negative impacts that were identified.

USE OF THE REDEVELOPMENT SCENARIOS

In this case, the redevelopment scenarios are intended to be used, as indicated in the last chapter, as a basis for implementation. They are not mandated site plans but rather concepts that can be embedded, to varying degrees of impact, in the existing comprehensive plan, zoning code, and other programmatic and regulatory devices controlled by the Village. For example, they might be used as the basis for creating a “target overlay zone” in which owners could expedite the approval of projects that materially conform to the redevelopment scenarios. In other cases, the concepts could be used as a basis for allocating financial incentives (such as TIF expenditures).

The following pages depict detail concepts for buildings, circulation, landscape, public places, and associated social and economic activities.

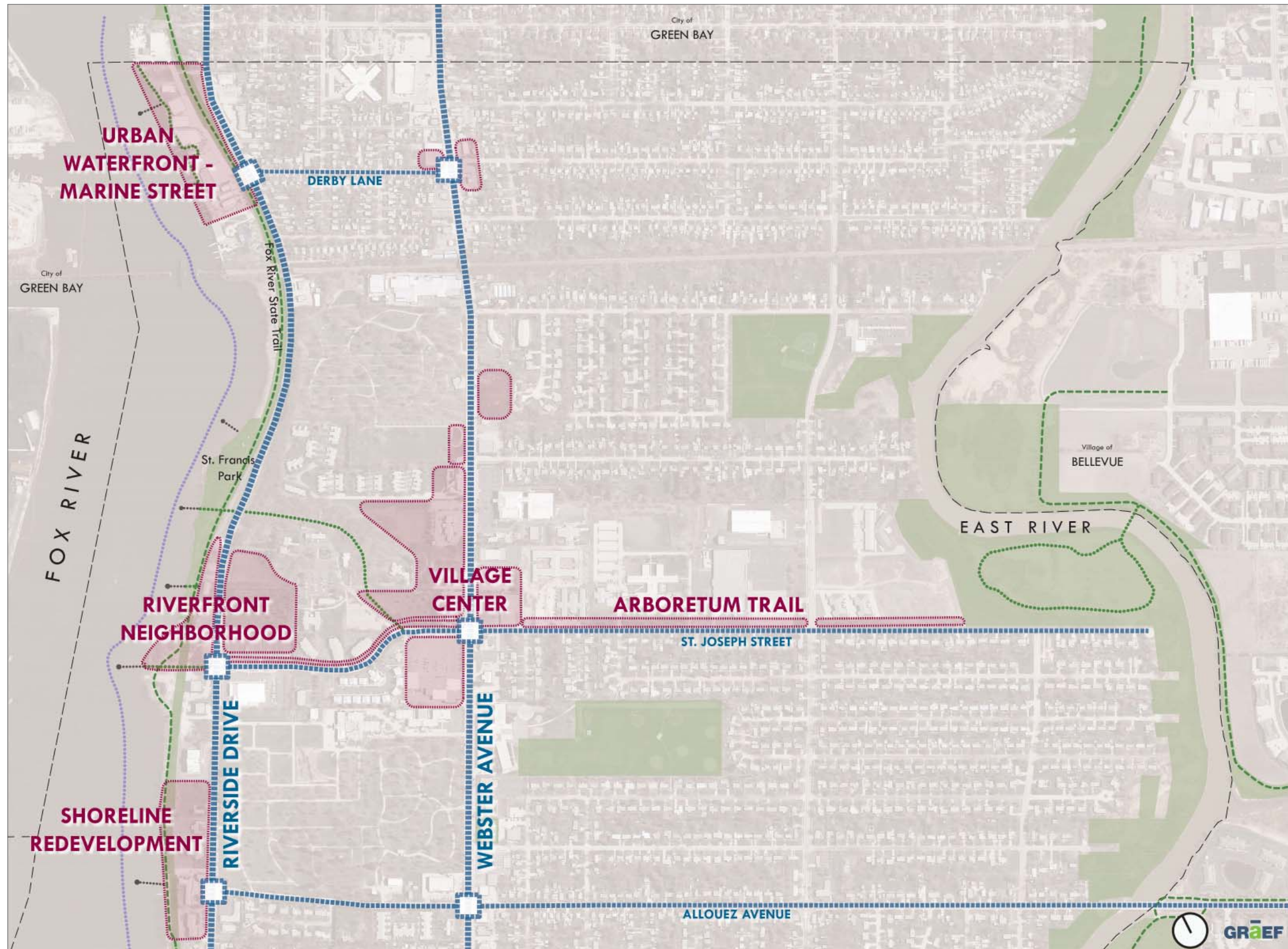


Figure 55. Diagram showing the redevelopment areas proposed for the Village (maroon color).

MARINE STREET: AN URBAN WATERFRONT NEIGHBORHOOD

CONCEPT

The older industrial waterfront offers the potential to become a signature project for the Village with an active urban waterfront and highest intensity uses. It can become an area-wide destination point, comparable to some of the waterfront features in Green Bay and thereby help change the image of Allouez.

In both Scenarios, the project has significance in terms of both tax base as well as redefining the character of Allouez. At the same time, there will be significant costs in terms of capital construction and ongoing maintenance and operation. The compactness and intensity of development will require detailed analysis of operation and maintenance. This will include operational agreements, further stormwater and utility analysis, and a variety of other infrastructure and structural investigation.

TWO SCENARIOS

The general intention and character of both Scenarios is similar. The primary difference is the way in which the vehicular and pedestrian circulation is planned. In Scenario 1 the vehicular circulation occurs along a loop road that begins and returns to Marine Street on the north. In Scenario 2 the street has two entrances – beginning at Marine Street at the north and then sloping upward to reach the height of the bluff where it connects to Derby Lane. In both Scenarios there are pedestrian connections to the water and a parking deck located below the street and the buildings.

SCENARIO 1 – THE LOOP ROAD

The first Scenario depicted includes a two-way loop road that improves circulation and provides access to several multistory buildings. Portions of the loop road may be a public street while other sections may be private roads with public access easements. The loop road begins at the north end connecting to the existing Marine Street. As it proceeds south, adjacent to the bike trail, the loop rises enough to cover one level of parking. As loop road turns toward the River, it slopes down to waterfront grade just below the boardwalk overlook. The same parking level also extends below the new mixed use buildings. Parallel parking has been included along the loop road as well as some surface lots. A preliminary review of grading and parking suggests that further analysis will be needed.

SCENARIO 2 – THE BLUFF ROAD

In this Scenario the road rises from the Marine Street connection southward to the Derby Lane connection. As with Scenario 1, parking is located beneath the road once it has risen approximately 10 feet above the current grade. The road access shown along the water's edge can be private or public and is very similar in character (but not function) to the loop road in Scenario 1.

BUILDING USES

In both Scenarios the southernmost building is anticipated as a more private residential structure with limited access and a private garden. The other structures can become either residential-only buildings or mixed uses with restaurants or other retail activities at the same grade as the loop road.

BOARDWALK AND OVERLOOK

In both Scenarios a key feature of the site is a pedestrian style “boardwalk” that extends at the same grade as Riverside Drive, from the new crosswalks to Derby Lane out to an overlook above the Fox River. This would include public access and possibly bicycle access. This pedestrian walkway provides key pedestrian movement laterally from Derby Lane in an east-west direction making it more visible and emphasizing the linkage of the riverfront to the other areas of Allouez.

THE WATER'S EDGE

In both Scenarios the west edge of the development would include a continuous, public access, river walk. Restaurants may be located at this level or on an upper level with terraces overlooking the River. Several spaces between the buildings can also become gardens or hardscape plazas with good views. The riverfront also includes accessible public docks for motorized and non-motorized boats.

EAST-WEST LINKAGES

The west side of the intersection of Riverside Drive and Derby Lane also offers an opportunity to create links to bicycle and pedestrian connections down to the trail system (shown in Scenario 2). By placing such links at the end of Derby Lane the plan can encourage lateral east-west movement through the village and to the Fox River and to the higher levels of activity in the Marine Street development.

STYLE AND VISUAL CHARACTER

The architecture of the buildings, and the visual character of the landscape and streetscape should be more contemporary in styles, consistent with the maritime character of the district.

IMPLEMENTATION

Key issues for implementation in this area include:

- » Analysis of key engineering constraints and capital costs
- » Agreements for easements and maintenance of environmental features
- » Phasing of plans and development since many of the suggestions require longer term evolution of the local markets
- » Stormwater planning

MARINE STREET: SCENARIO 1

ILLUSTRATION KEY

- Type of Development** ●
- A. Mixed-use building – multi-story
 - B. Residential building – multi-story
- Community Places** ●
- A. Public boardwalk
 - B. Private garden
 - C. Elevated public overlook
 - D. Public pier
- Circulation** ●
- A. Private surface parking
 - B. Below-grade parking access
 - C. Existing Fox River State Trail
 - D. Public street with parallel parking
 - E. Parking below
 - F. Path connecting trail to public boardwalk
 - G. Shared access



MARINE STREET: SCENARIO 2

ILLUSTRATION KEY

Type of Development ●

- A. Mixed-use building – multi-story
- B. Residential building – multi-story

Community Places ●

- A. Public boardwalk
- B. Private garden
- C. Elevated public overlook
- D. Public pier

Circulation ●

- A. Private surface parking
- B. Below-grade parking access
- C. Existing Fox River State Trail
- D. Ramp connecting trail to Riverside Drive
- E. Public street with parallel parking
- F. Parking below
- G. Path connecting trail to public boardwalk
- H. Shared access





Figure 56. Example of waterfront development showing outdoor seating for a restaurant and residential units on upper floors.



Figure 57. Waterfront-themed design elements should be utilized for Marine Street development.



Figure 58. Elevated path would provide both access and views to Marine Street development.

RIVERSIDE DRIVE & W. ST. JOSEPH STREET: A RIVERFRONT NEIGHBORHOOD

CONCEPT

The intersection of Riverside Drive and W. St. Joseph Street is the identifying point for an expanding neighborhood. While the current level of growth is not sufficient to be identified as a distinct neighborhood, this eventuality is a realistic possibility. Currently the sites most likely to be candidates for re/development are the parcels west of Riverside and some of the parcels on the east side of Riverside, north of W. St. Joseph Street.

In almost all cases, a key objective is the creation of a corridor image that portrays a neighborhood friendly street image with buildings located near the right-of-way with attractive streetscape and diminishing the view of parking lots by locating them in the rear or side of buildings. The large number of different land owners, each with different economic objectives and circumstances requires a consistent, but flexible planning approach.

WEST SIDE OF RIVERSIDE DRIVE

Residential and Environmental Connections

West of Riverside Drive most of the parcels offer high-value views of the River, the potential for significant environmental amenities, and desirable connections to the trail system. The two scenarios portrayed on the west side of Riverside Drive assume that properties can be developed as separated sites with private or semi-private gardens or courtyards.

The site options also depict connectivity in terms of trail linkages, access to the water's edge, shared parking and circulation. In some cases this includes cross-easements required for current or future sharing of parking facilities. The Scenarios show numerous east-west connections linking the trail, waterfront, and sidewalks on Riverside. These alternative (or additional) links to the trail system facilitate higher levels of public access and movement along the water's edge. While some private owners will naturally prefer to avoid shared usage, the overall value and branding of Allouez as a "riverfront" village depends on making such access easy, frequent, and visible.

The typical uses for these sites assume that multi-story residential is appropriate with rental or condominium units variations based on market conditions. Current office uses are also appropriate and should be maintained. It is assumed that buildings will range in height from 3 to 5 stories. In addition there will be differences in parking lots and circulation. For example, in Scenarios 1 and 2 the development along the River, just north of the St. Joseph's alignment contains different versions of surface parking which imply differences in engineering and accommodation of the steep slope.

Given the change in topography from Riverside down to the River there are also many opportunities for terraces, decks, and balconies that provide unique views for both private and public activities. At the same time, the riverfront environment provides options for a "layered" landscape that fits different plant communities and landscape aesthetics.

EAST SIDE OF RIVERSIDE DRIVE

Mixed-use and Environmental Preservation

Northeast to the intersection of Riverside Drive and St. Joseph there are many opportunities for different configurations of private development, circulation, and environmental preservation. Here too, the intent of the landowners needs to be integrated with the planning process. For example, the land owned by the Diocese is currently all zoned as commercial yet, based on community input, there are many areas which the Diocese and others would like to remain undeveloped as conservancy land.

The land immediately north of St. Joseph's, which is not part of the Diocese should be developed in an integrated fashion to further the character of the area as a neighborhood rather than disjointed developments.

Typical uses for this area, like the area to the west include multi-story residential structure, 3 to 5 stories. The development could accommodate a small retail use such as a café, restaurant, convenience store, gas station, or other ground level commercial use integrated with residential on upper floors.

ENVIRONMENTAL AMENITIES

In addition to the environmental features on the Diocese's property, (such as the ravine), there are features in terms of view sheds and trails throughout this potential development area. In the future the Village should consider options for easements and agreements for public maintenance and assumptions of liability in exchange for the additional tax revenues or payments in lieu of taxes (i.e., PILOTs) that could be developed.

INFRASTRUCTURE

Roads, Utilities, Stormwater, and Easements

A major concern in most development is the cost and implementation of new roads, utilities, and infrastructure. The two Scenarios depict different options for such infrastructure improvements. In some cases new roads could be developed as public streets. Alternatively they may be developed as privately constructed streets with public easements for access. Different parking configurations are also possible. Cross-easements should also be used to ensure shared parking as a way to minimize pavement.

Stormwater district planning is essential and should be prepared on a district-wide basis. In some cases where existing development has created large impervious surfaces, additional stormwater facility may not be legally required. Nonetheless shared stormwater treatment should be able to maximize the potential for both new development as well as environmental quality.

THE ARBORETUM TRAIL

As shown in this area, as well as other areas along W. St. Joseph Street, there is an opportunity to create an "arboretum" trail. This would include cluster of plant families located near the River, on the bluff, along St. Joseph's, in the ravine and then moving eastward along the street edge. This feature should include educational features explaining the ecology of the area, its history, and potential future.

IMPLEMENTATION

Key issues for implementation in this area include:

- » Options for an overlay district
- » Agreements for easements and maintenance of environmental features
- » Phasing of plans and development since many of the suggestions require longer term evolution of the local markets
- » Stormwater planning
- » Additional engineering analysis of concepts, costs, and options

RIVERSIDE DRIVE & W. ST. JOSEPH STREET: SCENARIO 1



ILLUSTRATION KEY

- Type of Development** ●
- A. Mixed-use building – multi-story
 - B. Residential building – multi-story
 - C. Retail
 - D. Stormwater facility
- Community Places** ●
- A. Public pier overlook
 - B. Canoe / kayak launch access point
 - C. Overlook
 - D. Existing double row of trees
 - E. Park pavilion
 - F. Conservation easement
 - G. Arboretum
- Circulation** ●
- A. Private surface parking
 - B. Below-grade parking access
 - C. Shared parking
 - D. Public street – entrance only
 - E. Existing Fox River State Trail
 - F. Arboretum trail
 - G. Ravine trail
 - H. Trail connecting Diocese to cemetery
 - I. Shared access
 - J. Existing Diocese driveway
 - K. Connection from Fox River State Trail to Riverside Drive

**RIVERSIDE DRIVE & W. ST. JOSEPH STREET:
SCENARIO 2**

ILLUSTRATION KEY

Type of Development ●

- A. Mixed-use building – multi-story
- B. Residential building – multi-story
- C. Retail

Community Places ●

- A. Public pier overlook
- B. Canoe / kayak launch access point
- C. Overlook
- D. Conservation easement
- E. Arboretum

Circulation ●

- A. Private surface parking
- B. Below-grade parking access
- C. Shared parking
- D. Public street – entrance only
- E. Existing Fox River State Trail
- F. Arboretum trail
- G. Ravine trail
- H. Trail connecting Diocese to cemetery
- I. Shared access
- J. Existing Diocese driveway
- K. Connection from Fox River State Trail to Riverside Drive





Figure 59. Example of commercial use with high-quality materials and street activation through windows, awnings, and signage.



Figure 60. Access to commercial developments should include prominent building entrances, pedestrian accommodations (sidewalks, plazas), and variety of architectural features (awnings, lighting, signage).



Figure 63. Creation of different docks and piers along the Fox River is encouraged.



Figure 64. Pavilions should be considered along waterfront that would provide great stopping points for trail users.



Figure 61. Access to waterfront from Riverside Drive must be created/maintained with all new development.



Figure 62. Plazas should be positioned in publicly visible places such as along Riverside Drive or Fox River State Trail.

WEBSTER AVENUE & W. ST. JOSEPH STREET: THE VILLAGE CENTER

THE CONCEPT

The one place that has potential to become identified as the Village “Center”, perhaps a downtown, would be the corners of W. St. Joseph Street and Webster Avenue. This intersection is the 100% corner with the busiest degree of traffic and the sense of activity in all four directions. However, what is missing is the visual and social intensity of activity commensurate with community center districts. This area should feel like the pedestrian, cyclist, or motorist has arrived at the “center” of the community – a sense of commercial activity and movement on all four quadrants.

As new buildings develop (and older ones are rehabilitated) additional structures should be placed close to the street edge. The architecture can be both contemporary and traditional, but it should create a strong corner intersection as opposed to conventional suburban setbacks. Signage and lighting should be welcomed as part of the ambience for the area, especially night lighting. All four corners should embody mixed-use activities. Buildings should be multistory with residential or office uses can be placed above retail.

Surface parking should be used to accommodate retail activities but it must be placed in the back or in narrow strips (the typical width of one parking bay, or 60’) if located on the side. No drive-through facilities should be allowed facing the street – they must be located in the rear. Auto-oriented uses should be minimized (but not prohibited) and wide driveways should be discouraged in order to facilitate pedestrian movement.

THE SOUTHWEST QUADRANT

A Revised Shopping Center

In the southwest quadrant there are two Scenarios which both follow the same basic approach. New buildings are created along the outer edge of the site. The parking areas are redesigned as shared facilities. The parking ratios are still sufficient for combined mixed uses. There should be one or two very tight and intimate public or semi-public plazas for outdoor eating and café experiences. Public places should be very small so that they maintain and high level of intensity when they are used and they should be clearly visible from the streets. In addition, given the unique circumstances of this quadrant, pedestrian paths along the west edge are emphasized to facilitate movement into the historic cemetery area.

THE NORTHWEST QUADRANT

Mixed Uses and a Main Street Front

The northwest quadrant includes two options which also offer a consistent approach. All of the options envision more retail activity along Webster with multi-story residential uses to the west. New multi-story buildings would emerge over time as existing buildings are replaced or expanded. All of the options also involve creating new streets or circulation elements that would allow development to the west of the street frontage. Lastly, all of the Scenarios embody significant amounts of environmental preservation that allow the general public to experience the trails and the ravine – albeit with limited access governed by easements.

The land to the west of the Webster Street retail varies in the size and location of building footprints. Clearly the options showing more building footprints provide more revenue for the Diocese and smaller areas of environment preservation.

Scenario 2 assumes that some arrangements can be made between the Diocese, the Village, and the condominium to share a new street (public and/or private) with shared access and parking. This single street provides a higher level of access, more landscape area, and reduces the combined maintenance costs of the two driveways/streets shown in Scenario 1. Scenario 2 also shows that the land used by the condominium for their pool, if traded to the Village, could become an excellent street front building. At the same time, a new pool building could be constructed further west on land currently owned by the Diocese. This type of three-way trade may be economically beneficial to all parties but could be exceptionally difficult to negotiate.

THE NORTHEAST QUADRANT

The Gateway Plaza

This quadrant shows only minor changes with some reconfigured retail and a public plaza. A small pocket park is shown on the corner. This location, however, can create the sense of a new downtown gateway. More specifically if drivers approaching from the south view a small outdoor public place with a café or coffee shop and outdoor seating it will change the perception of this intersection. Even if outdoor seating is only seasonal (as it is throughout Wisconsin) it will make this place a more active “downtown” location.

THE ARBORETUM TRAIL

As in other site plans, there is an opportunity to extend an “arboretum” trail along the north side of St. Joseph Street. This multi-use trail should have an urban feel and integrate with the small public plaza and other urban features. Scattered placement of trees in this section of the trail should be discouraged.

IMPLEMENTATION

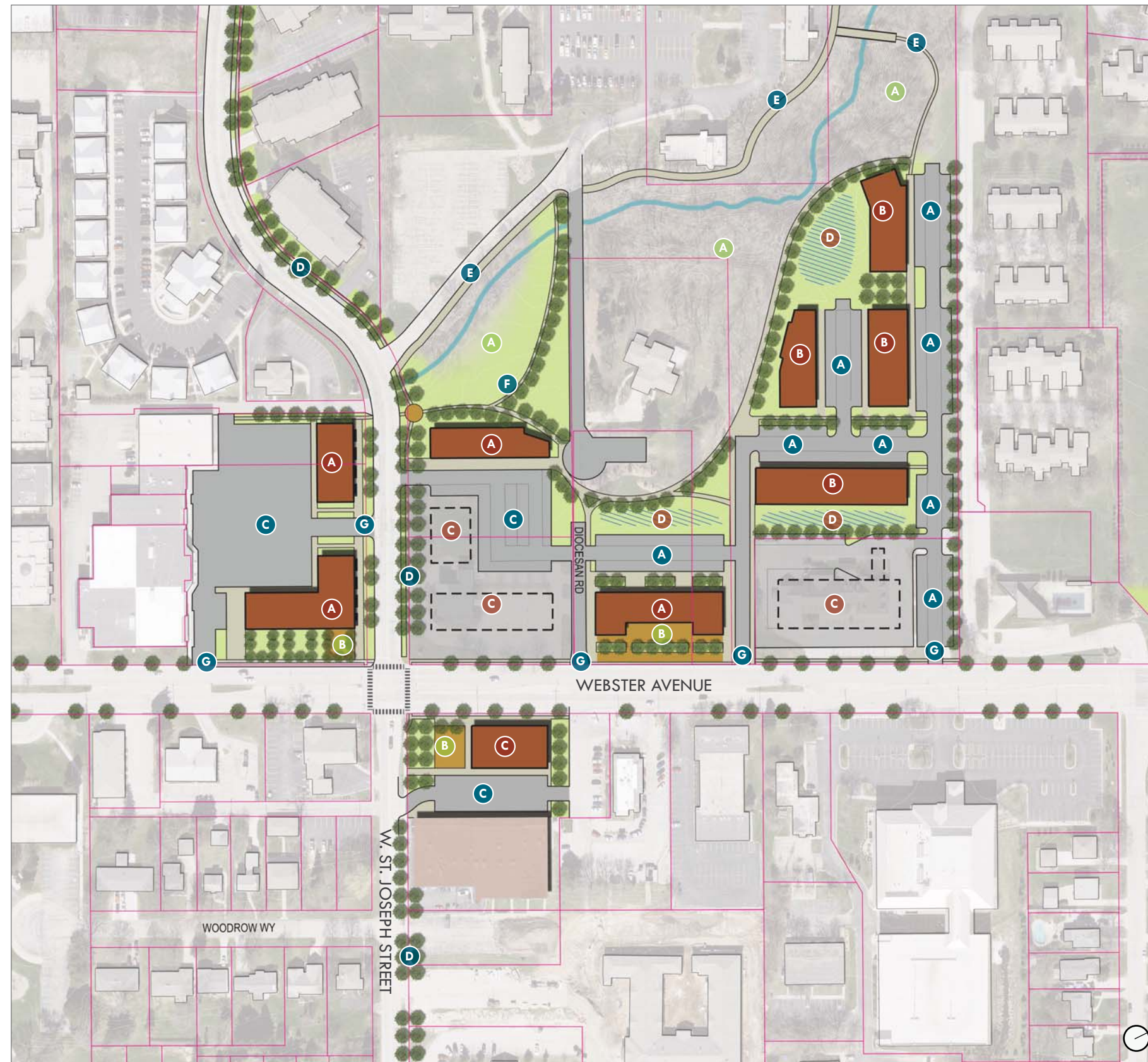
Key issues for implementation in this area include:

- » Options for an overlay district
- » Agreements for easements and maintenance of environmental features
- » Phasing of plans and development since many of the suggestions require longer term evolution of the local markets
- » Stormwater planning
- » Additional engineering analysis of concepts, costs, and options

**WEBSTER AVENUE & W. ST. JOSEPH STREET:
SCENARIO 1**

ILLUSTRATION KEY

- Type of Development** ●
- A. Mixed-use building – multi-story
 - B. Residential building – multi-story
 - C. Retail
 - D. Stormwater facility
- Community Places** ●
- A. Conservation easement
 - B. Plaza
- Circulation** ●
- A. Private surface parking
 - B. Below-grade parking access
 - C. Shared parking
 - D. Arboretum trail
 - E. Ravine trail
 - F. Path
 - G. Shared access



**WEBSTER AVENUE & W. ST. JOSEPH STREET:
SCENARIO 2**

ILLUSTRATION KEY

Type of Development ●

- A. Mixed-use building – multi-story
- B. Residential building – multi-story
- C. Retail
- D. Stormwater facility
- E. Community pool facility

Community Places ●

- A. Conservation easement
- B. Plaza

Circulation ●

- A. Private surface parking
- B. Below-grade parking access
- C. Shared parking
- D. Arboretum trail
- E. Ravine trail
- F. Path
- G. Shared access
- H. Private drive access

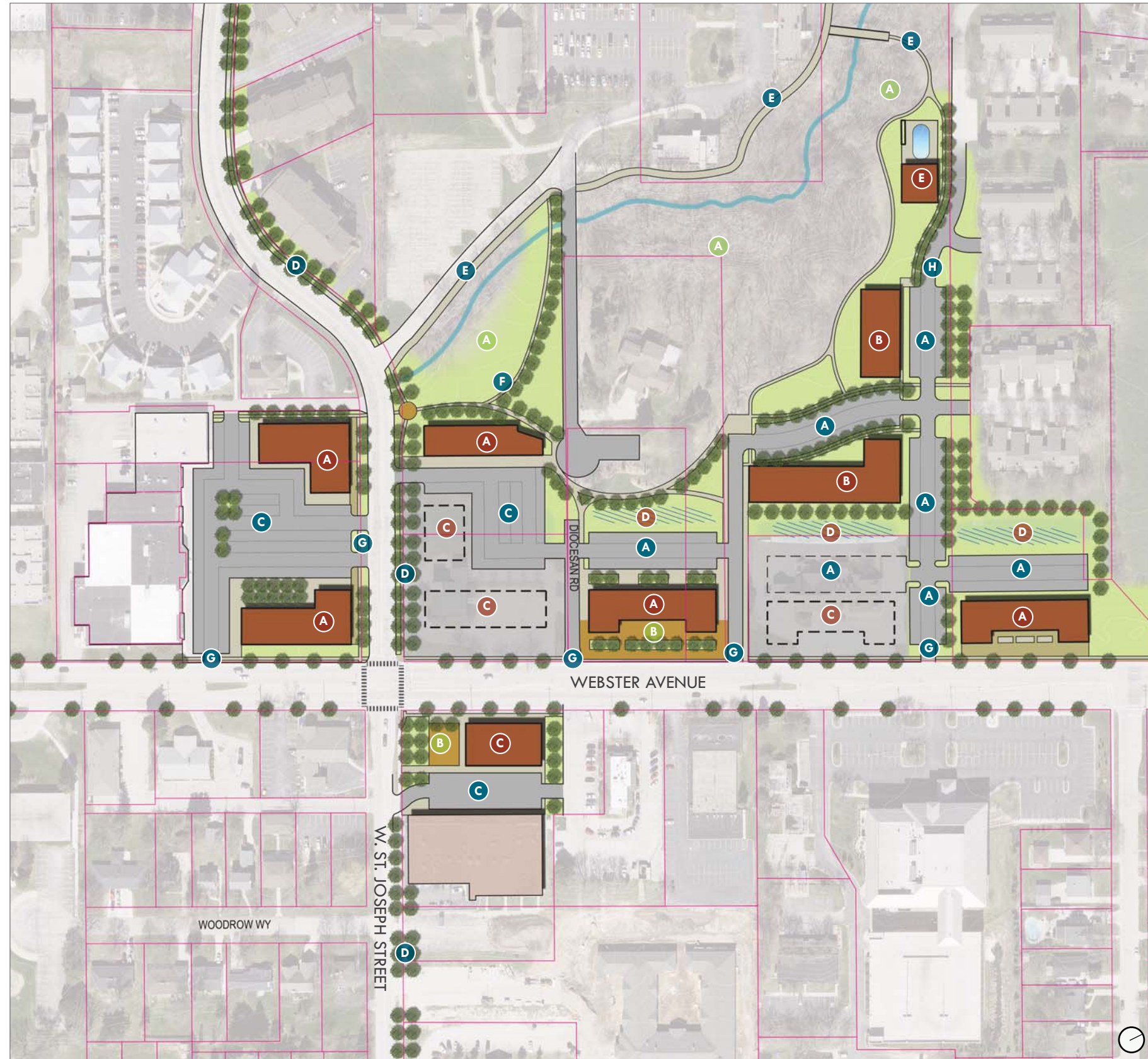




Figure 65. Example of a mixed-use building with ground-level commercial uses and multi-family residential above.



Figure 66. Historic signage could be added as part of a building or streetscape design element.



Figure 67. Street activation is integral to the success of Webster Avenue performing as a 'Main Street'. Appropriate building placement, ground-floor windows, lighting, signage, and outdoor seating all support pedestrian street activity.



Figure 68. New development that occurs at the corners of St. Joseph and Webster should look to include plazas or other public places that support pedestrian activity.

WEBSTER AVENUE: A NEW MAIN STREET

CONCEPT

Webster should feel like a continuous 'busy' street with retail, office, and residential activities pushed together. It is not necessary for the façades to be continuous but gaps between buildings in excess of 100' should be avoided except for major features (e.g. existing cemeteries). As new buildings develop (and older ones are rehabilitated or redeveloped) the structures should be placed close to the street edge.

The architecture can be both contemporary and traditional, but it should create a strong corner intersection as opposed to conventional suburban setbacks. Signage and lighting should be welcomed as part of the ambience for the area, especially night lighting. All street edges should allow mixed-use activities. Retail uses should only be encouraged at critical junctions where there is enough traffic to support such businesses. Residential or office uses can be placed above retail.

Surface parking should be used to accommodate retail activities but it must be placed in the back or in narrow strips (the typical width of one parking bay, or 60') if located on the side. No drive-through facilities should be allowed facing the street – they must all be located in the rear. Auto-oriented uses should be minimized and wide driveways should be discouraged in order to facilitate pedestrian movement.

No big box retail uses are shown. In this circumstance they are difficult to create due to the need for larger land assembly. Although traffic counts may be sufficient to make such uses viable, they should be discouraged along Webster or designed in such a way that they help to maintain the character of Webster as a main street.

NEW RESIDENTIAL

In this Scenario one new multistory building is shown as an example of how mixed-use buildings can be accommodated with adequate parking and maintenance of a strong street front.

CEMETERY INTEGRATION

There is one location in which the edge of the existing cemetery can be improved. This includes a new ornamental fence surrounding the paupers' grave. Presumably it might include features that memorialize the history of those interred at this site. Included in this Scenario is a small building which could be used as a pavilion – either public or semi-private.

DERBY LANE INTERSECTION

The way in which Webster intersects Derby Lane could also be improved as when in the illustration. This should improve cross traffic and east-west movement for pedestrians.

IMPLEMENTATION

Key issues for implementation in this area include:

- » Options for an overlay district
- » Agreements for easements for shared parking
- » Additional engineering analysis of concepts, costs, and options
- » Design guidelines
- » Land exchange negotiations

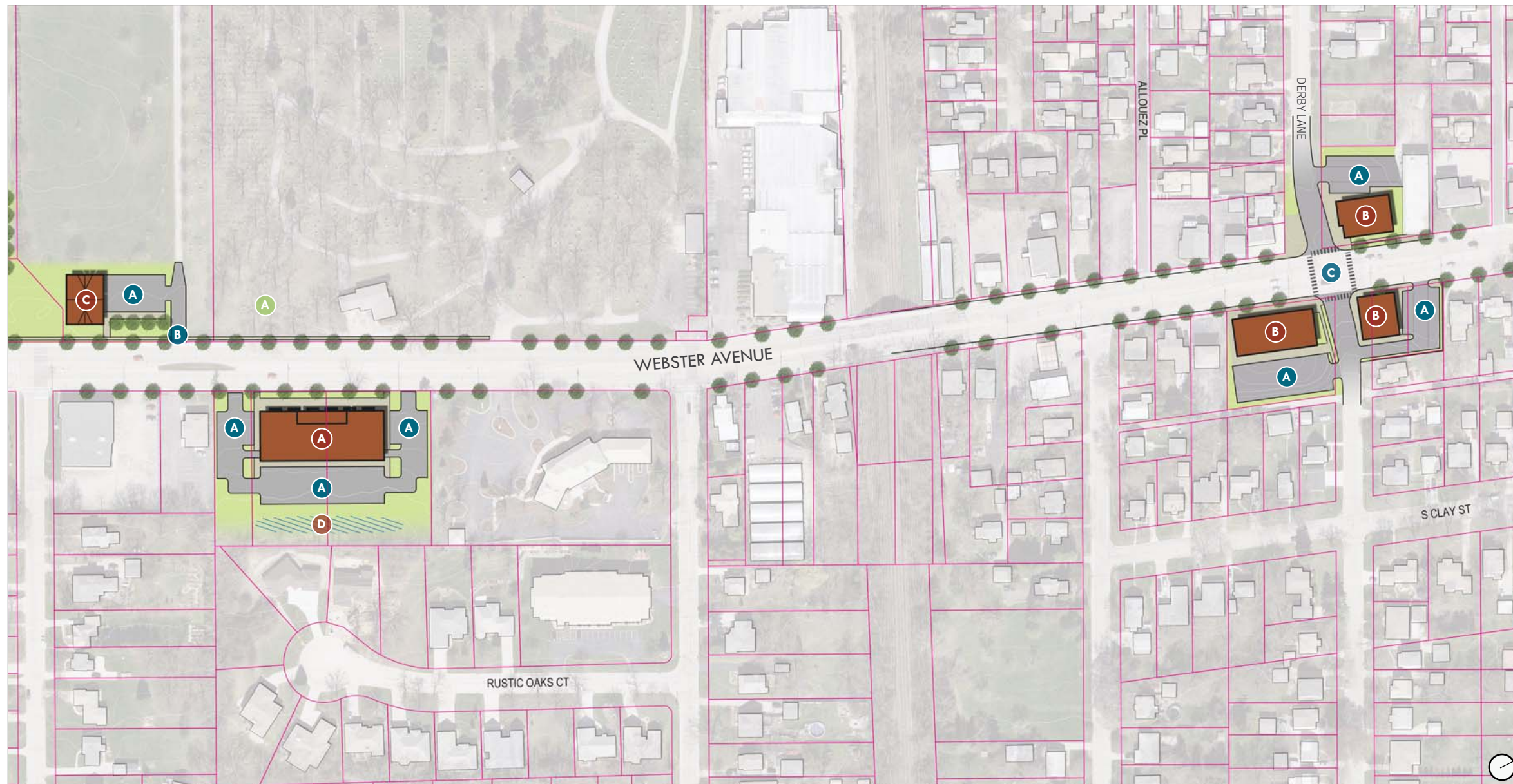


Figure 69. 'Main Street' character should be maintained throughout the entire length of Webster Avenue. New commercial/residential development should place buildings along the street with parking along the sides or rear of the building.

WEBSTER AVENUE SCENARIO

ILLUSTRATION KEY

- Type of Development** ●
- A. Mixed-use building – multi-story
 - B. Retail
 - C. Retail or pavilion
 - D. Stormwater facility
- Community Places** ●
- A. Potters' grave memorial
- Circulation** ●
- A. Private surface parking
 - B. Shared access
 - C. Reconfigured Derby Lane intersection



RIVERSIDE DRIVE & W. ALLOUEZ AVENUE: SHORELINE REDEVELOPMENT

CONCEPT

Re/development among multiple land owners along the River should feel like a series of linked courtyards and gardens. Some courtyards include hardscape to accommodate surface parking. Some courtyards feel like private or semi-private garden areas. Most of the parcels offer high-value views of the River, the potential for significant environmental amenities, and desirable connections to the trail system. The alternatives portrayed in the illustration assume that properties can be developed as separated sites with private or semi-private gardens or courtyards.

MULTIPLE OWNERS AND MULTIPLE USES

The typical uses for these sites assume that multi-story residential is appropriate with rental or condominium units variations based on market conditions. Current office uses are also appropriate and should be encouraged to continue. It is assumed that buildings will range in height from 3 to 5 stories. In addition there will be differences in parking lots and circulation. The large number of different land owners, each with different economic objectives and circumstances requires a consistent but flexible planning approach.

CIRCULATION

Parking should be located in structures (built into the topographic drop) or on smaller surface lots that are placed behind structures or in interior court. AS redevelopment occurs, cross-easements should be required for current or future sharing of parking facilities.

ENVIRONMENTAL AMENITIES

The site options depict connectivity in terms of trail linkages, access to the water's edge, shared parking and circulation. In some cases this includes cross-easements required for current or future sharing of parking facilities. The illustrations show numerous east-west connections linking the trail, waterfront, and sidewalks on Riverside. These alternative (or additional) links to the trail system facilitate higher levels of public access and movement along the water's edge. While some private owners will naturally prefer to avoid shared usage, the overall value and branding of Allouez as a "riverfront" village depends on making such access easy, frequent, and visible.

Given the change in topography from Riverside down to the River there are many opportunities for terraces, decks, and balconies that provide unique views for both private and public activities. At the same time, the riverfront environment provides options for a "layered" landscape that fits different plant communities and landscape aesthetics.

STORMWATER

In some cases where existing development has created large impervious surfaces, additional stormwater facility may not be legally required. Nonetheless shared stormwater treatment should be able to maximize the potential for both new development as well as environmental quality.

IMPLEMENTATION

Key issues for implementation in this area include:

- » Options for an overlay district
- » Agreements for easements and maintenance of environmental features and parking
- » Stormwater planning
- » Additional engineering analysis of concepts, costs, and options



Figure 70. Access to waterfront from Riverside Drive must be created/maintained with all new development.



Figure 71. Creation of waterfront overlook areas are strongly encouraged.



Figure 72. Building design must address both Riverside Drive and provide visual/physical connections to the Fox River.



Figure 73. Creation of occupiable green roofs is strongly encouraged.

RIVERSIDE DRIVE & W. ALLOUEZ AVENUE SCENARIO

ILLUSTRATION KEY

Type of Development ●

- A. Mixed-use building – multi-story
- B. Office building
- C. Existing commercial

Community Places ●

- A. Public pier overlook
- B. Public overlook
- C. Public green space
- D. Green roof overlook

Circulation ●

- A. Private surface parking
- B. Below-grade parking access
- C. Existing Fox River State Trail
- D. Shared access



ST. JOSEPH STREET ARBORETUM TRAIL

CONCEPT

The Arboretum Trail is intended as a high value destination point for residents and visitors. It will be a multi-content landscaped street connecting the Fox River to the East River. The trail would include a continuous series of different landscape components along the north edge of St. Joseph Street. Along the way there would be different collections of plant families and features reflective of the regional ecology, preferably native species. Aesthetically the trail will include both a park-like feel on the edge of the street using both formal and picturesque landscaping styles. Changes in character will be recognizable on each block.

USES

The trail will be suitable for strolling and quiet sitting areas as well as larger events. This linear arboretum should include pedestrian and bicycling activity for everyday use as well as recreational uses on weekends and other leisure-time events. The trail should connect to private and public places such as existing and additional proposed trails (as seen here), gardens, entries, small plazas and other features. There would be parallel street parking along W. St. Joseph Street.

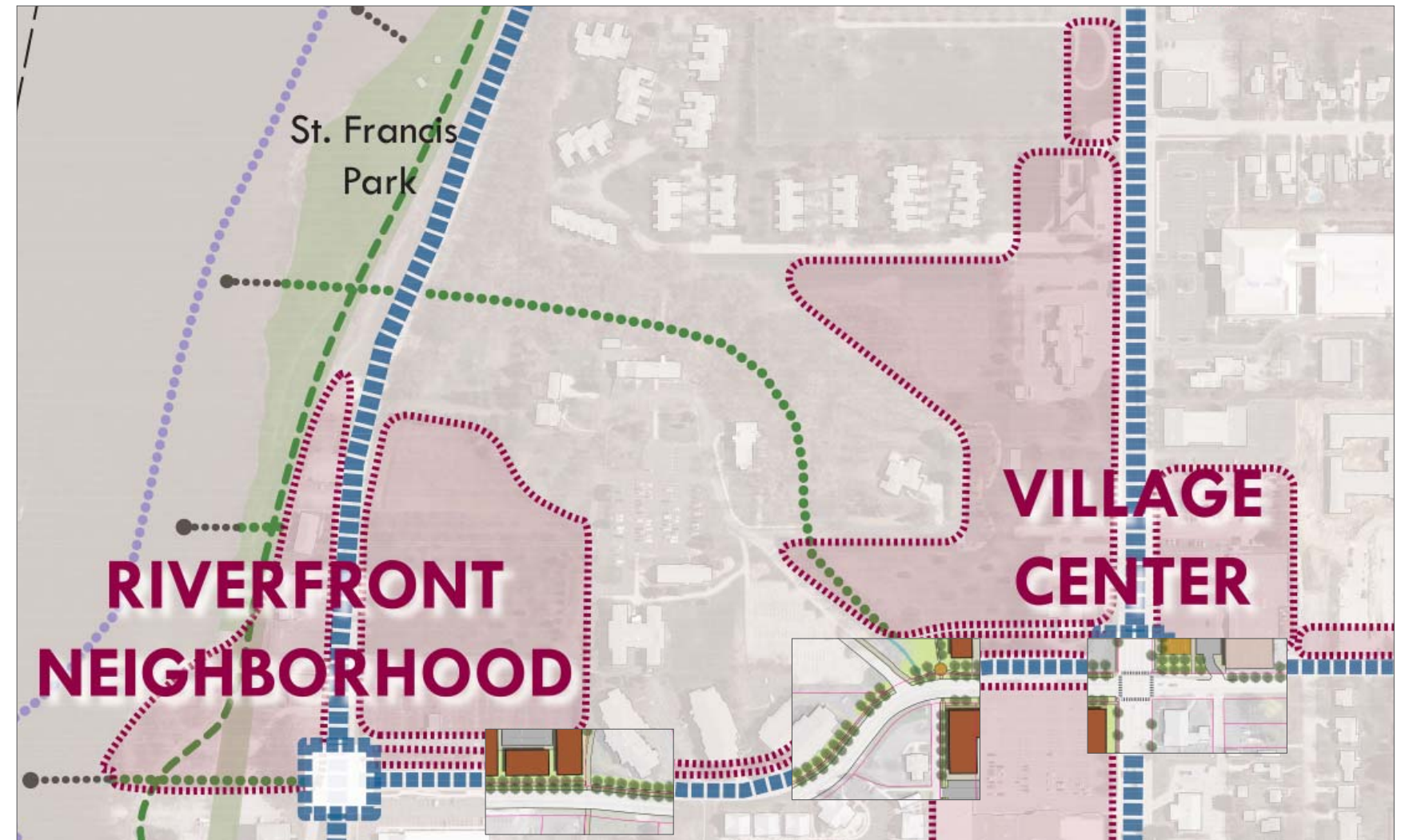
KEY FEATURES

Educational signage describing the types of plant materials, the environmental, and cultural history of the street and surrounding areas. New plant families would fit local circumstances (such as tree alleys in narrow areas parallel to the St. Joseph Street with larger clusters in areas nearer to the East River). The trail could also include bioswales and other special elements for stormwater management.

IMPLEMENTATION

Key issues for implementation in this area include:

- » Agreements for easements and protection of high-value environmental features and access.
- » Additional engineering analysis of concepts, costs, and options



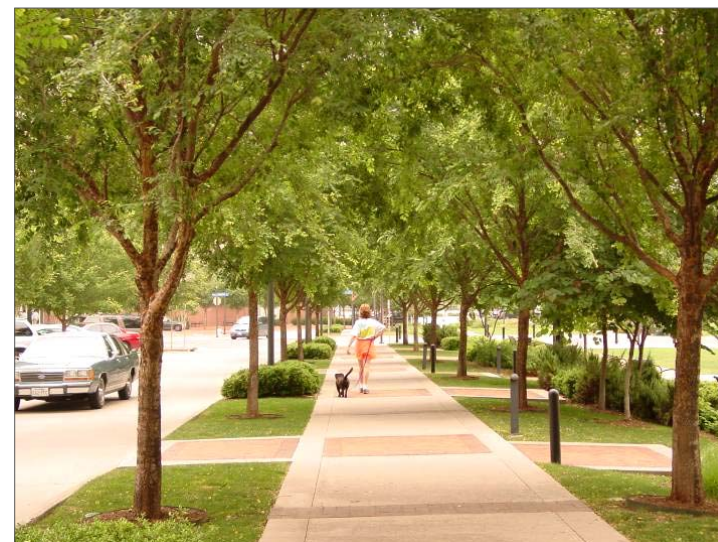
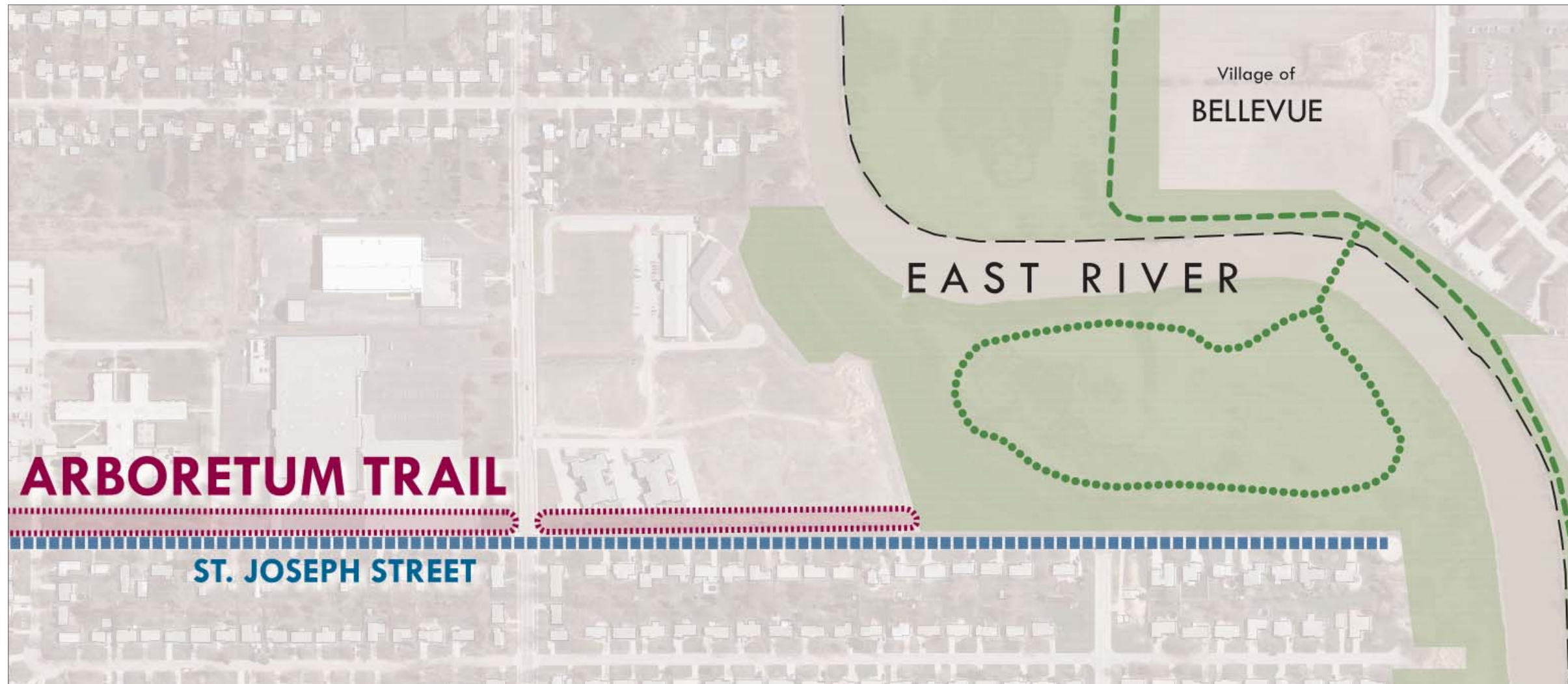


Figure 74. The images above show how the arboretum trail should take on a different character depending on the adjacent land uses it comes across (park, residential, commercial).

STREETSCAPE DESIGN GUIDELINES

Streetscape design is a critical tool for improving the overall aesthetic of Riverside Drive and Webster Avenue. The following streetscape considerations look to improve the physical character of streets within the village, as well as contribute to the growth in economic and social activity.

RIVERSIDE DRIVE

The stretch of Riverside Drive from STH 172 to Marine Street includes a variety of different land uses. While the road reconstruction planned for the entire corridor is fairly uniform (2 lanes of traffic in each direction), the streetscape has the potential to fluctuate and embrace the existing and future natural and built environment, thus creating a more engaging, appealing experience. As was discussed in chapter 2, Riverside Drive has developed over the years as a “scenic parkway” - part of a tradition in many waterfront communities where circulation along the water’s edge has embodied a cherished view which, in this case is the Fox River. The visual experience of the parkway can be conceptualized as three subareas that reflect the character of the adjacent uses:

1. Neighborhood Residential Parkway
2. Neighborhood Mixed-Use Parkway
3. Scenic Environment Parkway

Streetscape elements such as decorative lighting, banners, planters, trees, seating, kiosks and other amenities should be focused within the ‘Neighborhood Mixed-Use’ subarea along Riverside Drive. These are the areas along Riverside Drive that have existing commercial activity and proposed (re)development opportunities and are likely to have higher pedestrian activity (see map showing dark maroon color). Intersections within the ‘Neighborhood Mixed-Use’ subarea should include the highest concentration of streetscape amenities.

The ‘Scenic Environment’ portion of Riverside Drive runs adjacent to Saint Francis Park and includes the most visible views of the Fox River. Streetscape elements need not be the focus for this portion of the roadway. Rather, grouping of trees and seating elements around views of the natural landscape should be embraced.

Similar to the scenic environment subarea, the ‘Neighborhood Residential’ zone should focus less on

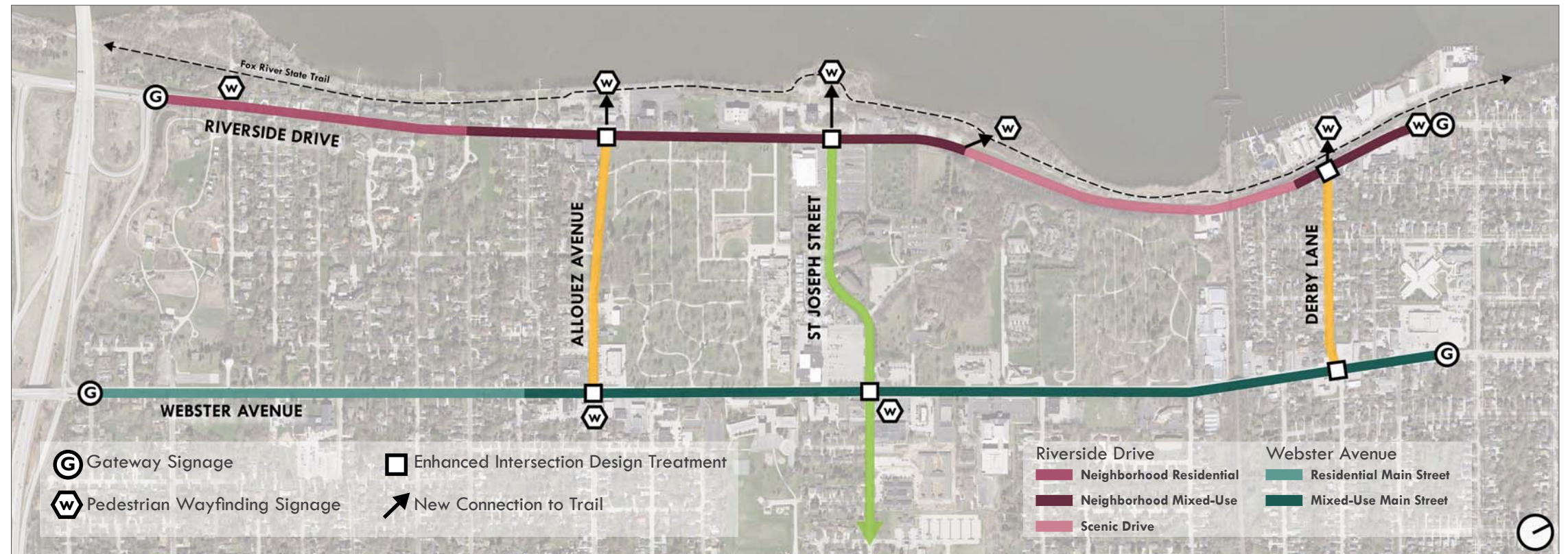


Figure 75. Streetscape considerations diagram

streetscape elements (i.e. banners, benches, etc.) and give stronger focus on quality lighting, street trees, and pedestrian-friendly walking paths/sidewalks. Additional streetscape considerations south of STH 172 along Riverside Drive should respond to existing and future natural and physical environments, similar to the recommendations listed above.

CSS Recommendations

As part of the WisDOT project for Riverside Drive, landscape guidelines were created by WisDOT using a Community Sensitive Solutions approach. The WisDOT report includes a schematic placement of the following streetscape elements:

- » Colored Concrete vs. Grass Terrace
- » Sidewalks
- » Crosswalks
- » Trees (Deciduous and Ornamental)
- » Medians
- » Light Poles

While the majority of these streetscape elements fall in line with the desired subarea characters listed previously, the WisDOT placement and/or inclusion of crosswalks provides minimal improvements for East | West connections that have been identified as part of the larger planning vision for the Village. As discussed earlier in chapter 2, the project area contains only three major East | West streets (Allouez, St. Joseph, Derby). Physical and visual pedestrian extensions from these streets must be created in order to connect effectively the community to the Fox River. At a minimum, crosswalks at Riverside Drive should be included at these three corridors.

WEBSTER AVENUE

Webster Avenue runs through the heart of the Village and should be viewed as the Village ‘Main Street’. Webster Avenue should be designed with two subareas that reflect the character of the uses:

1. Residential Main Street
2. Mixed-Use Main Street

Streetscape elements play an important part in achieving a ‘Main Street’ character. The buildings and storefronts should form a visual edge along the street in both residential and mixed-use areas. Mixed-Use Main Street portions of Webster Avenue should include a high concentration of streetscape elements including attractive paving materials, benches, sidewalk cafes, pedestrian-scaled lighting, colorful awnings and canopies, information kiosks, small plazas, and intriguing signage graphics. Residential Main Street portions of Webster Avenue should scale back the above streetscape elements and focus primarily on quality lighting, front yard gardens, and pleasing bicycle and walking conditions. Residential Main Street streetscape should incorporate grass terraces and medians vs. paved terraces. All portions of Webster Avenue should look to increase the width of the pedestrian zone (Figure 76).

ST. JOSEPH STREET

One of the three, major east-west connections within the Village, St. Joseph Street should embrace street design elements that support physical and visual connections between the Fox River and the East River. The proposed

concept for an “Arboretum Trail” might become a high value destination point for residents and visitors. It will be a multi-content landscape path connecting the Fox River to the East River. The trail will include a continuous series of different landscape components along the north edge of St. Joseph Street. Along the way there would be different collections of plant families and features reflective of the regional ecology, preferably native species. Aesthetically the trail will include both a park-like feel on the edge of the street using both formal and picturesque landscaping styles.

ALLOUEZ AVENUE & DERBY LANE

Similar to St. Joseph Street, Allouez Avenue and Derby Lane should be designed to accommodate both pedestrian and vehicular traffic between Webster Avenue and Riverside Drive.

PEDESTRIAN ZONES

Pedestrian zones include the physical space from the street curb to the right-of-way line (Figure 76). This zone varies in width depending on the street. Typically, the pedestrian zone will include a sidewalk, terrace space, trees, street furnishings, lighting, and utilities. A safe

and inviting pedestrian zone is an integral component to creating better connections throughout the village. The following is a list of pedestrian zone recommendations for the different streets within the project area:

Riverside Drive

- » Provide sidewalks on both sides of the street wherever possible.
- » Provide a planted terrace space (with street trees) wherever possible to serve as a buffer space between vehicular traffic and the sidewalk.

Webster Avenue

- » Increase the width of the pedestrian zone along the entire length of Webster Avenue. This may require the increase of existing right-of-way width if feasible. A wider pedestrian zone would allow for the inclusion of a grass terrace space (with street trees) to serve as a buffer space between vehicular traffic and pedestrians on the sidewalk. Paved terraces should be considered at major intersections

where commercial uses are prominent (see example images to the right).

St. Joseph Street

- » St. Joseph Street is one of three major East | West connecting streets within the project area. Providing pedestrian accommodations (sidewalks) along the entire length of the street is strongly encouraged.
- » An Arboretum Trail is proposed as a concept to create a strong, landscaped path that would connect the Fox River to the East River (see page 50).

Allouez Avenue & Derby Lane

- » Allouez Avenue and Derby Lane are two of the three major East | West connecting streets within the project area. No sidewalks exist on Derby Lane making it unsafe and unwelcoming to pedestrian and bicycle traffic. Providing pedestrian accommodations (sidewalks) on at least one side of the street between Webster Avenue and Riverside Drive is strongly encouraged.



Figure 77. Paved terrace spaces should be considered along Webster Avenue at major intersections. This space should be filled with streetscape amenities such as benches, litter receptacles, bike racks, planters, etc.



Figure 76. Pedestrian zone diagram. Source: WisDOT.

6: STREETScape DESIGN GUIDELINES

COMMUNITY IDENTIFIERS & WAYFINDING

Community Identifiers are sculptural elements within a streetscape that seek to bring a unique identity to an area or corridor. Community identifiers can come in a variety of scales from large, gateway markers to smaller elements such as pole banners. In an effort to mark the key entrances into the village of Allouez, gateway markers are recommended at the locations identified in Figure 78. Gateway markers may also serve as gathering places for pedestrians. An example of this could be at the southwest corner of Riverside Drive and Marine Street. A small, triangular shaped space exists that could house a gateway marker, seating elements, and signage for the businesses located along the waterfront (see Figure 79 for examples).

Wayfinding refers to signage elements that serve the purpose of directing vehicles and pedestrian traffic towards different destinations. In an effort to pull the high frequency of users off the Fox River State Trail, wayfinding signage directing users east towards Riverside Drive and Webster Avenue destinations is recommended (see Figure 75 for potential locations for pedestrian wayfinding signage).

MEDIANS

Medians not only serve the function of separating different lanes of traffic within the roadway, they also have the opportunity for plantings and other beautification elements such as decorative paving, signage, banners, and lighting (See Figure 79 for examples). The following is a list of recommendations for the existing and future medians along Riverside Drive and Webster Avenue:

Riverside Drive

- » Look to provide medians at mid-block pedestrian crossings to serve as refuge islands as pedestrians cross the street.
- » Where feasible, medians should incorporate decorative paving and/or plantings.

Webster Avenue

- » Existing, planted medians already create a strong, visual character to the Webster Avenue corridor. Future streetscape work should look to maintain and/or enhance the existing medians.



Figure 78. Examples of gateway markers and wayfinding signage.

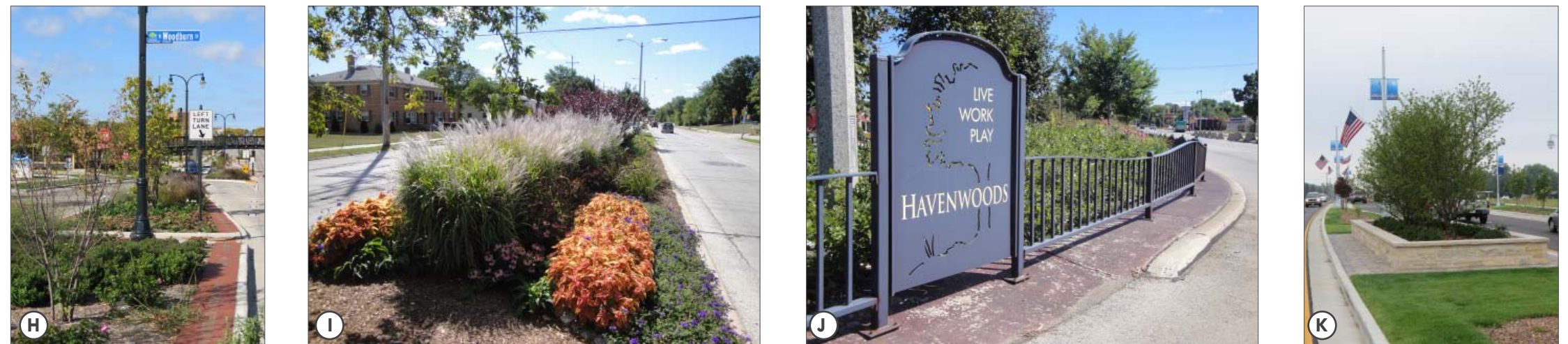


Figure 79. Examples of median design treatments.

INTERSECTION ENHANCEMENTS

Major intersections along both Riverside Drive and Webster Avenue should incorporate enhanced streetscape treatments as compared to other portions of the project area. These major intersections have high visibility and should portray a memorable aesthetic that strengthens the vision of the Village. Major intersections include the intersections of Allouez Avenue, St. Joseph Street and Derby Lane with Riverside Drive and Webster Avenue (see Figure 80). Enhanced intersection treatments could include the following:

- » Colored concrete intersection pavement
- » Painted or paved crosswalk
- » Street furnishings (i.e. benches, litter receptacles, bike racks, information kiosks)
- » Community identifiers and branding elements

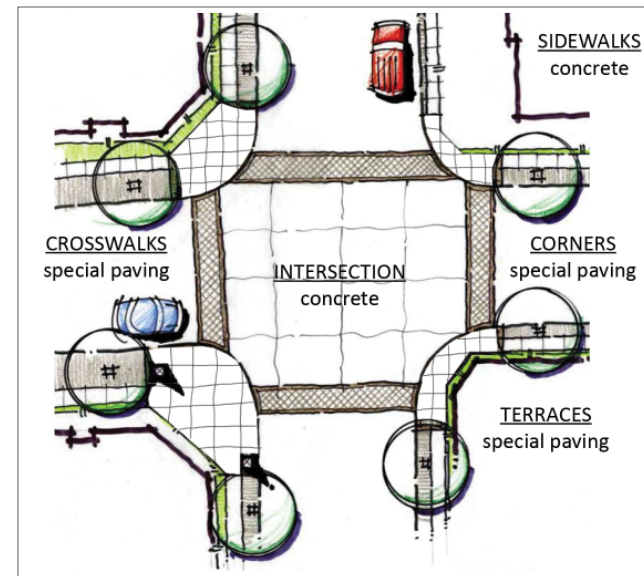


Figure 80. Major intersection design treatment.

STREET LIGHTING

Street lighting should not only serve the function of increased visibility for vehicular movement, but also aim to increase visibility of pedestrians and bicyclists, thereby increasing their comfort and safety. Pedestrian scale lighting (typically 15'-18' maximum height) should be focused in areas of high pedestrian activity (along the entire length of the Arboretum Trail adjacent to St. Joseph Street, 1-block radius of Webster and St. Joseph).

UTILITIES

Power lines have a dominant presence in the streetscapes of Riverside Drive and Webster Avenue. Given the roadway improvements by WisDOT on Riverside Drive and by Brown County on Webster Avenue, the burying of these lines should be considered.

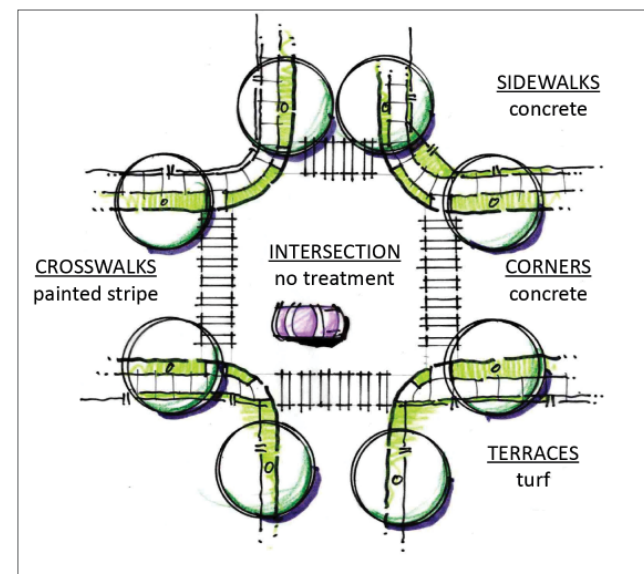


Figure 81. Standard intersection design treatment.

BUILDING SIGNAGE & LIGHTING

Appropriate and attractively designed site signage is an essential component of the overall aesthetic appeal of any commercial or mixed-use area. Good signage based on design and graphic quality should be encouraged throughout the project area. Business signage could be: flat wall-mounted individual letters; traditional projecting signs; monument signs; or window, canopy or awning style signs. Pole signs should be discouraged or prohibited. Primary determinates of signage should not be based less on size, and more on graphic design quality, composition, compatibility with the overall facade design, and compatibility with other aspects of the visual setting. These guidelines should be considered:

- » Ground mounted or monument type can be used to identify a single user or a group of tenants in the development.
- » Site signage shall be primarily constructed of high quality, attractive, and durable building materials such as stone, brick, concrete, decorative metal, and hardwood. The creative use of materials, lettering, and interesting use of graphics is allowed and encouraged if the signs work well and complement the overall building and street design.
- » Signs shall be integrated with the design of the buildings and/or landscape features. They may reflect certain design characteristics of the buildings, use similar materials, or serve as an attractive object in the landscape.

- » Signs should reflect and enhance the nature and appeal of the retail and commercial experience and not be just a list of tenants.
- » Signs should be designed with the purpose of promoting retail and street activity while enhancing the pedestrian experience.
- » The sign face can be illuminated and artistic neon signs are allowed.
- » Lighting fixtures should conceal the light source and provide diffused or soft reflected light.
- » All lighting fixtures should be selected to avoid negative impacts on neighboring properties.

Appropriate illumination of a building and adjacent spaces can emphasize building elements and spaces, while creating a sense of security and intimacy. The use of several types of lighting are encouraged to maintain activity spaces during the night.

Storefronts should be illuminated allowing light to softly illuminate adjacent walkways and spaces. Wall mounted and ground light fixtures should be used to highlight architectural elements and enliven facades. These can also illuminate community areas adjacent to the building. All lighting, including external lighting of signage should be a consistent color per development.

IMPLEMENTATION

ACTIONS, PARTNERS & TIME FRAME

The actions included in this section of the Corridor Study are both process-based and land-focused actions. The actions involve changing the **regulatory environment**, the **relationship and communication network**, and the **incentive structures** that exists today in the Village of Allouez.

Each recommended action in this section is accompanied by three sets of parties: Village residents/owners, Village staff, and developers/owners/investors. Each party has a recommended set of “tasks” or opportunities they can undertake to influence a particular action. The Allouez community can only have a robust set of changes take place if various community participants are able to collaborate and in some form participate in these actions.

This Corridor Study is set for approval in 2015. The recommended actions included in this section are intended for implementation over a 10 year period. Most of the recommended actions are short term; that is, most actions can be initiated this year by one of the 3 parties.

PUBLIC INPUT & PARTNERSHIPS

The development of this Corridor Study was founded on broad community input. The interview panel who selected the Project Team in 2014 represented Board members, School District leaders, Village staff, realtors, property owners, and residents. At the public meetings referenced in the section on Stakeholder Engagement, community members brought vintage paintings of Allouez and the Fox River to the Project Team – and to the public – so that everyone could learn about what the landscape looked like in years past and what they desire for the future as new and long-term stakeholders. Realtors and brokers took notes on the discourse at each project meeting and shared those notes with their clients. Property owners shared their concerns, offered their solutions, and suggested local partners who could help. This Corridor Study is truly the result of countless community dialogues, and as such, the recommended actions offer idea for how different parties can play a role in the implementation towards Allouez’s vision and goals.



Figure 82. Stakeholder discussion at the Public Open House on February 19, 2015.

RECOMMENDED ACTIONS

1	INCORPORATE THE CORRIDOR STUDY AS AN AMENDMENT TO THE COMPREHENSIVE PLAN
2	CHANGE CURRENT ZONING & LAND DIVISION ORDINANCES
3	CONTINUE SITE INVESTIGATIONS & ANALYSES
4	FOCUS ON PUBLIC-PRIVATE PARTNERSHIPS: PRO-BUSINESS & PRO-COMMUNITY
4.1	» DEVELOP POSSIBLE COST MODELS FOR PROPOSED IMPROVEMENTS
4.2	» BALANCE INCENTIVES TO REDUCE RISK AND INCREASE REWARD
4.3	» SECURE GRANTS AND NEW FUNDING SOURCES
4.4	» ESTABLISH AN ALLOUEZ BUSINESS & COMMUNITY WELLNESS PROGRAM
5	DEVELOP A COMMUNICATION SYSTEM FOR VILLAGE STAFF, INVESTORS, LAND OWNERS, BUSINESS OWNERS, BROKERS, AND DEVELOPERS
6	UTILIZE DEVELOPMENT SCENARIO COST CONSIDERATIONS AS A GUIDE IN DEPLOYING FINANCIAL RESOURCES TO INVESTORS
7	DEVELOP LONG-TERM PLANS & PHASING
8	IMPROVE UTILITIES
9	IMPROVE STORMWATER MANAGEMENT
10	IMPROVE PUBLIC ROADS & CIRCULATION
11	MAKE STELLAR PUBLIC PLACES & TRAILS

1: INCORPORATE THE CORRIDOR STUDY AS AN AMENDMENT TO THE COMPREHENSIVE PLAN

In order to give the Corridor Study a clear role in future development decisions, it should be incorporated as an amendment to the Comprehensive Plan. Requests for changes in current zoning (including conditional uses, planned developments, text/map changes) as well as land divisions must be reviewed for consistency with the Comprehensive Plan. By incorporating the Corridor Study into the Comprehensive Plan, consistency does not imply precise conformity to the maps and

site plans shown in the Corridor Study. Rather, the Plan Commission and Village Board would determine whether the proposed changes were materially and substantively consistent with the principles and intent of the Corridor Study. In some cases this might include specific dimensional and geometric features while in other cases “consistency” may be related more to the types of uses, the character of the public places, the location of infrastructure and, most importantly the overall community costs and benefits in relationship to surrounding parcels and districts.

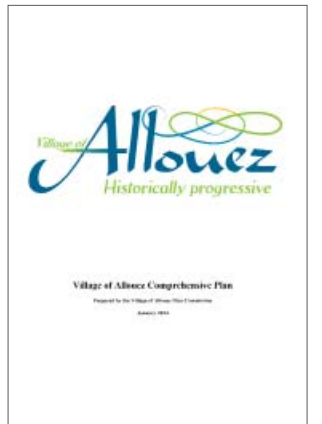
COMPREHENSIVE PLAN EXCERPT ON MAKING AMENDMENTS

Excerpt from pages 143-4 of the Comprehensive Plan on the amendment process.

“ACTION STEPS:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Village should consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments shall be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable issues from the following list:
 - » a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing provision.
 - » b. How the proposal is more consistent with each of the following objectives than the existing provision. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes and discourage strip commercial development.
 - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.

- Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
- Maximize pedestrian and bicycle access throughout the Village.
- Conserve and/or enhance significant natural and historical features.
- Preserve and/or enhance the Village’s parks.
- Provide adequate transportation, water, sewer, and other public services.
- Provide significant economic development opportunities and broadening of the Village’s economy.
- Provide for the formation and enhancement of neighborhoods.
- » c. How substantial changes in circumstances have occurred since the original provision was approved in the plan. ”



YOUR ROLE

COMMUNITY STAKEHOLDER	VILLAGE STAFF	DEVELOPER INVESTOR
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- You can:*
- » Read the Corridor Study, and the Comprehensive Plan, before the public meeting held to amend the Comprehensive Plan.
 - » Bring forward to Village Staff other suggested amendments to the Comprehensive Plan before the aforementioned public meeting.
 - » Attend the public meeting and comment on the Study components that are most impactful to you.

- You can:*
- » Assemble suggested Plan amendments (and Study comments) from residents and elected officials.
 - » Prepare a staff report for the Board regarding the highlights of the Corridor Study.
 - » Publish information on the website about the Comprehensive Plan and the Corridor Study.

- You can:*
- » Review the development scenarios in the Study, and determine how (if at all) they impact you or how you could be involved in their implementation.
 - » Build and/or rekindle your relationships in the market by meeting to discuss development opportunities in Allouez.
 - » Inform Village staff as to how which parts of the Study you could move forward, and what limitations there may be.

...a goal for
2015

2: CHANGE THE CURRENT ZONING & LAND DIVISION ORDINANCES

In addition to adopting the Corridor Study as an amendment to the Comprehensive Plan, the Village should consider making specific changes to the zoning and land division codes. Such changes might include the following:

1. Revise the code to eliminate “pyramidal zoning” in which one type of district automatically allows for uses in districts that are lower in the “pyramid” (for example, industrial zoning allows commercial uses, commercial zoning allows medium density, medium density allows low density). Pyramidal zoning is no longer used by most communities and is not considered by planners as a good practice – particularly in more complex communities. In the case of Allouez, very little developable property, with growing demand for particular uses and development patterns, and high value land. Instead, each district should only allow for its own type of use and alternatives should be highly restricted and occur only when a mixture of uses is desirable and, in such cases, only as a conditional use.
2. Create a distinct environmental conservancy zoning district as a separate unique district. Permitted uses would include environmental/natural habitats and some recreational features. The new district could include language regarding the standards for such areas. Thereafter, the Village could seek resources that would encourage property owners to take on this zoning designation, where appropriate.
3. Create a distinct institutional zoning district for campuses and larger uses (religious, educational, governmental, health care) that can be thereafter applied to properties falling within this genre. Some of these uses are currently zoned “commercial.” While this designation has apparently remained in force for many years, it is not appropriate for current and expected market conditions on many of these properties. Some of the land controlled by these institutions should remain zoned commercial, while other areas would be more appropriately designated as an Institutional or Conservancy use (as outlined in #1).
4. Revise the existing Planned Development District (PDD) designation to focus the application of a PDD where the total acreage exceeds one lot (or a minimum threshold) and is amenable to meeting the purpose and intent of a PDD. As it stands, the PDD could be applied on a small, individual parcel, leaving behind the original sentiment of a PDD. At the same time, the Village should make an exception for the configuration of PDDs within the targeted Corridor areas for projects that **demonstrate substantive, material consistency with the Corridor Study as embedded in the Comprehensive Plan.**
5. In coordination with the creation of new PDD regulations, consider the use of an Overlay District as a way to allow for mixed-use developments in a flexible manner, while still maintaining strong guidance over the desired form and density for such projects. A separate overlay district could be developed for the entire Corridor Study area, for example, which could empower all property owners to adopt plans consistent with the overlay. This is an important notion, since the restrictions in the zoning code currently inhibit or prohibit higher-value uses.
6. Review and incorporate, where appropriate, principles of a form-based code into a new overlay district for the Corridor Study area. With a strong vision for future re/development in place, form-based code principles serve as instruments that can further define desired building types along street edges, build-to lines, number of floors, streetscape, parking, and visual features. Having these principles in place could create a stronger guide for desired development through standards for design, landscaping, signage, and environmental considerations. Form-based code language could be used in place of conventional zoning, which often times cannot invoke a stronger visual appeal. Webster Avenue in particular would be a strong candidate for a form-based code overlay district that would support a “main street” feel.

These options represent different ways of achieving similar goals through zoning code changes. All parties can work together, through the tasks recommended here, to bring changes to both the zoning code and land division process in Allouez.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Read the Village Zoning Code (map + ordinance) and learn what can and cannot currently be accomplished in zoning districts that pertain to and interest you.
- » Participate in a Zoning Code Task Force to review Village code and recommend modifications.
- » Learn about form-based code principles, and tell the Village which principles, styles, etc. you like best for Allouez.

VILLAGE STAFF

You can:

- » Setup a Zoning Code Task Force, comprised of staff, advisors, and property owners (in concert with the Village attorney), who can make reasonable recommendations as to the language of a new conservancy zone, institutional zone, and/or overlay district.
- » Prepare presentations and staff reports for related public meetings.

DEVELOPER | INVESTOR

You can:

- » Learn about the Zoning code and how it impacts your development and investment decisions.
- » Make a visit to the Zoning Code Task Force to suggest desired changes to Task Force members.



Figure 83. Example of potential Institutional and Conservation zoning.

...a goal for

2016

3: CONTINUE SITE INVESTIGATIONS & ANALYSES

As individual projects are initiated, all of the sites will require (to varying degrees) more detailed investigation, referred to in real estate transactions as “due diligence.” This would involve, for example, investigation of:

1. Site conditions and soil conditions, especially along the Fox River parcels including Wisconsin Department of Natural Resources (DNR) regulations, easements, and permits.
2. Options and regulations for stormwater district management, including mandated regulations for each site.
3. Specific constraints for the Fox River State Trail in terms of current regulations, easements and potential mitigation or modification of those circumstances on specific sites.
4. More detailed analyses of parking ratios, options for shared parking, reductions in parking requirements, and parking management.
5. The degree to which current zoning regulations will allow for the site design concepts as shown in the development scenarios in this Study. In many cases the proposed site plans would require changes in zoning that should be considered only when the site owners substantially incorporate the key features that serve broader community interests.
6. Unique structural conditions need to be analyzed. This might include, for example:
 - » Topographical changes along the bluff to determine the impact of steep grades,
 - » Structural and environmental feasibility of creating parking below grade, and/or
 - » Along the waterfront, structural requirements (such as pilings) for some buildings and/or other site development components.
7. Other sets of issues concerning property ownership, easements, and maintenance, including:
 - » Possibilities for land leases,
 - » Public access,
 - » Cross easements,
 - » Maintenance agreements,
 - » Similar arrangements that facilitate both greater public use and private value, and
 - » Provisions for additional crosswalks along Riverside Drive where pedestrian access might be curtailed or discouraged by the absence of such crosswalks in alignment with the east-west flow of pedestrians to the waterfront.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Offer any pertinent site information to the Village, starting with the sites in the Study area development scenarios. Support the Village in building a knowledge database of properties in the community.
- » Voice the opinions that helped to shape this Corridor Study in future meetings so that the intent of recommended actions are carried forward consistently.

VILLAGE STAFF

You can:

- » Assemble digital folders of material for each property in Allouez. Gather and store any site investigation information as outlined in this recommended action.
- » Secure time to meet with property owners and developers interested in modifying property in the Study area, and facilitate the gathering of information needed for Plan Commission and Board meetings.
- » Advocate for the highest and best use on all sites.

DEVELOPER | INVESTOR

You can:

- » Review the development scenarios in this Study, and talk with Village staff and property owners about what aspects of their input led to these scenarios.
- » If interested in a specific property in Allouez, locate and secure the data and materials outlined in this recommended action.
- » If interested in a specific property in Allouez, conduct due diligence and consider reviewing findings with the Village.

DUE DILIGENCE

SITE

- » Project Site Location
- » Area Land Use Plan
- » Project Site Ownership Map
- » Zoning Map
- » ALTA Survey
- » Floodplain Map

ENVIRONMENTAL

- » Phase 1 / Transaction Screen Assessment Reports
- » DNR LUST Restrictions
- » Wetland Investigation
- » Endangered Species Review

SOILS

- » Geotechnical Report

UTILITIES

- » Existing Sanitary Service
- » Existing Water Service
- » Existing Storm Sewer
- » Private Utilities
- » Stormwater Management

TRANSPORTATION

- » Transportation Network Analysis

ENTITLEMENT

- » Permits / Approvals Required and Process

OTHER CONSIDERATIONS

- » Packaged Summary of Existing Incentives
- » Market Demographics

...a goal for
2017+

4: FOCUS ON PUBLIC-PRIVATE PARTNERSHIPS: PRO-BUSINESS & PRO-COMMUNITY

As the corridors evolve, changes should benefit both the individual land owners, the occupants of the buildings, and the general public interest. Increasing the tax base is not, by itself, usually a sufficient gain for the community since such increases are often linked to increases in public costs for maintenance, police and fire protection, utilities, and other public services. For example, this study proposes increased access to the water's edge. This increased access can be accomplished through easements on private land or new public rights-of-way for trails. In exchange, owners should be allowed to increase the value of their property in terms of more intense development, changes in regulations, or changes in the configuration of parcels or land to facilitate that development.

The site development concepts shown in this study are starting points for discussion with land owners. These concepts are not final designs. In many cases, plans which add substantial value for property owners are only possible if the Village accepts changes to zoning and/or land divisions. Such changes for land owners

should be considered particularly when land owners have incorporated features that serve the broader public interest. Doing so would help owners whose proposals exceed current height limits, require conditional uses, changes to setbacks, propose moving of trails or easements, allow for new access points, and so forth. Separately, being pro-business and pro-community requires the entire community to adopt principles of open sourcing in many different ways.

DEVELOP COST MODELS FOR PROPOSED IMPROVEMENTS

The basis for establishing true public-private partnerships is sharing both risks and rewards. The diagrams in this section illustrate what happens when the risk/reward model leans too heavily either to the private sector or the public sector. To begin this discussion, the Project Team developed for the Village preliminary conceptual estimates for building size, rents, parking needs, assessed values, and Tax Incremental Financing (TIF) revenue. These estimates should be viewed as "order of magnitude" estimates to

begin discussion. Additional data need to be obtained and/or estimated, especially for site development costs.

BALANCE INCENTIVES TO REDUCE RISK & INCREASE REWARD

Public-private partnerships often include incentives for owners. Typically this can be accomplished through the use of TIF, especially if it is set up as a "pay-as-you-go" TIF. Other programs might include façade grants/loans, landscape planning, and related services. It may also be advisable for the Village to consider use of TIF funds for partial contributions to preliminary engineering for some of the high-risk sites to spur re/development. The Village could subsidize some of these costs to soften impediments to re/development and inspire higher quality design.

SECURE GRANTS AND NEW FUNDING SOURCES

Public-private partnerships can also be impacted favorably through a variety of grants and funding, both from state agencies and private foundations. This may be appropriate, for example, for those aspects of the project which: (1) Increase sustainability and water quality, (2) Provide greater access to, appreciation of, and conservation of key environmental features, (3) Expand trails and public places, especially along the riverfront, (4) Increase passive and active recreational opportunities, and (5) Remediate brownfield(s). Another example is the opportunity for the Village to strengthen its relationship with the Greater Green Bay Chamber to connect existing and future Allouez businesses to the Advance Microloan Program and the Business & Manufacturing Center Incubator.

ESTABLISH AN ALLOUEZ BUSINESS & COMMUNITY WELLNESS PROGRAM

One public-private partnership that has long been low-lying fruit for the Allouez community lies in a partnership between the Village of Allouez and Bellin Health, and others, to build on wellness programs and amenities. This partnership could include Allouez schools, additional business representation and organizations, to develop initiatives promoting health that is tailored to community character. Allouez has incredible natural assets for wellness and recreation, and should continue building on this. Existing programs to build on include:

- » Kids for Running – This program involves Allouez schools in an ongoing program. Most recently, 60 schools participated. Over 3,000 students from 3rd grade to high school ran the Bellin 10k through Kids for Running.
- » Bellin Run – This annual 10k, hosted predominantly in Allouez, could further strengthen the image of the Village within the region while marketing local homeownership and business ownership opportunities.
- » Bellin Run Corporate Challenge – The Village of Allouez, together with Bellin Health, could provide additional outreach to businesses in Allouez to participate in the challenge. As it stands, over 250 companies and 7,000 employees participate.
- » Couch to 10k Training Program – This program offers free classes for 10k training. Current partners could increase community involvement by marketing these opportunities. Already, over 300 people attend the class each week.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Support Village staff in developing cost models for development scenarios.
- » Participate in local groups supporting parks, trails, neighborhoods, and wellness, and connect these organizations to the Allouez Business & Community Wellness Program.
- » Share this Study with neighbors, friends, co-workers, local organizations, and converse on what the future holds for Allouez.

VILLAGE STAFF

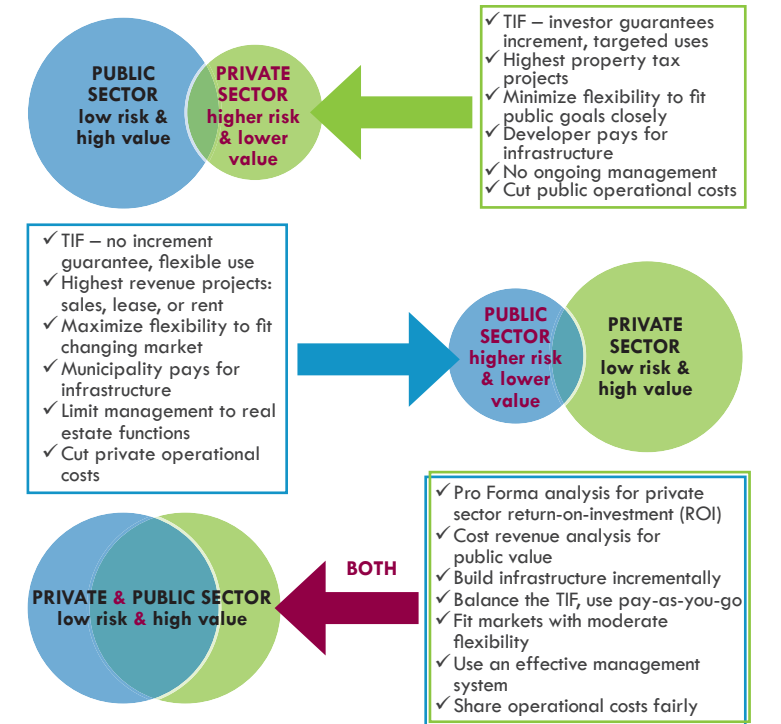
You can:

- » Market the development scenarios and the desired retail mix strongly to brokers, developers, investors and key property owners.
- » Create targeted incentive packages to attract the development and business investments you desire in the community. Couple this effort with securing new grant sources.
- » Proactively reach out to small-scale local regional businesses that may be interested in scaling up and opening a location in Allouez.

DEVELOPER | INVESTOR

You can:

- » Review the current opportunities to develop and invest in Allouez.
- » Use your influence to impact Allouez by getting your network more involved, and convincing your favorite business in the region to consider a second or even a third location in Allouez.
- » Recommend to Village staff the kinds of funding resources you feel are most beneficial to your work, and help staff create/secure those resources.



...a goal for **2015+**

5: DEVELOP A COMMUNICATION SYSTEM FOR VILLAGE STAFF, INVESTORS, LAND OWNERS, BUSINESS OWNERS, BROKERS, & DEVELOPERS

The Village of Allouez, naturally through its central role, is positioned to be a convener of all parties interested in making a better Allouez. To do this, stronger communication systems – both in person and online – must be developed so that Allouez’s relationship network is put to work for the sake of enhancement.

These efforts could include:

- » Developing and releasing a marketing campaign to attract desired development and investment
- » Making real-time website updates for available property and Village decisions
- » Including available property, and associated visions, in e-newsletters
- » Hosting briefings on re/development | rehabilitation | re/Investment options in Allouez
- » Hosting breakfasts that educate stakeholders on TID#1 and related resources

- » Conducting tours for of for-sale residential properties to prospective home buyers
- » Offering trainings to brokers and realtors about Allouez and its offerings to residents/business owners
- » Holding open office hours at the Village for developers and investors
- » Promoting village land in social media

To the aforementioned first and second items, the Village of Allouez should host a section on its website that is tailored toward communication for and between Village staff, elected officials, land owners, business owners, investors, brokers, developers, and other community leaders. Currently, the Business tab of the website (Figure 84) needs a line item that says, roughly, “For Brokers, Developers, and Investors.” The focal point of this conversation piece should be primarily on available property in the village, and secondly, on resources (both financial and administrative) for re/development or investment throughout the community.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Regularly review the website to see what is new, and offer suggestions to Village staff.
- » Subscribe to Village e-news updates.
- » Offer space for hosted breakfasts or gatherings that focus on home buyer tours or briefings about development opportunities.
- » Provide to the Village materials promoting your business or organization.

VILLAGE STAFF

You can:

- » Develop the new page under the Business tab that caters to brokers, developers, and investors in a holistic fashion.
- » Update the website on a regular basis to maintain community interest.
- » Select other social media sites to use as tools to inform a broad cross-section of the general public in a) the Green Bay region, and b) across the Midwest.

DEVELOPER | INVESTOR

You can:

- » Work with Village staff to outline what information would be most useful on a new webpage.
- » Participate in hosted briefings.
- » Check out new investment opportunities on a regular basis through the Village website, e-news updates.
- » Contact Village staff when new opportunities are particularly relevant to your interests.

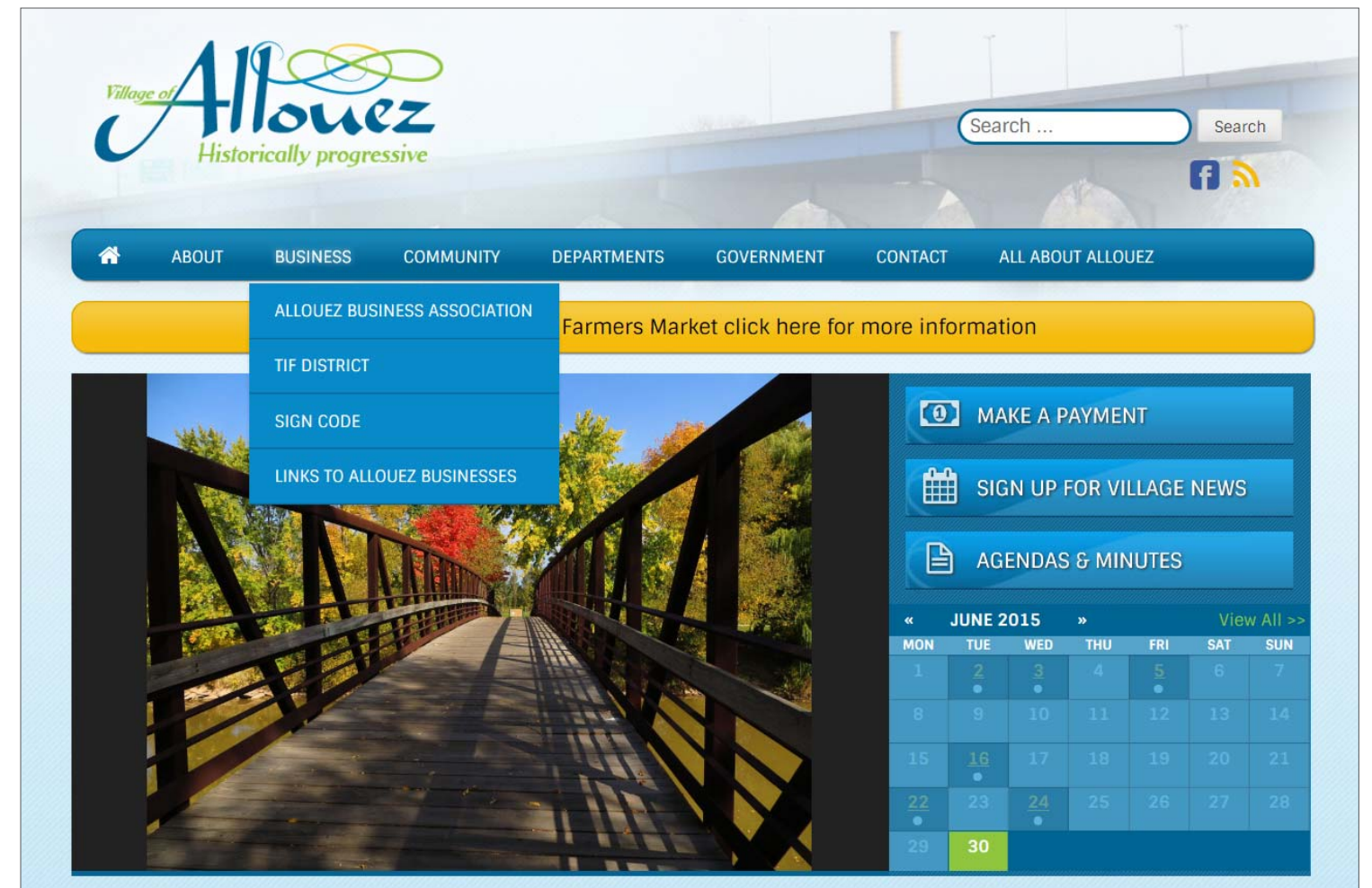


Figure 84. The Allouez website Business tab offerings as accessed and displayed on June 30, 2015.

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6: UTILIZE DEVELOPMENT SCENARIO COST CONSIDERATIONS AS A GUIDE IN DEPLOYING FINANCIAL RESOURCES TO INVESTORS

Ultimate implementation of private sector projects requires a positive “return on investment” (ROI). Typically this analysis, in real estate and related businesses, is described as a “pro forma” that analyzes the costs and benefits from the specific viewpoint of the investor. While this form of analysis is not the responsibility of the Village, it is, in fact, an issue that the Village must recognize when considering the risks and rewards borne by the private sector. When local governments are not familiar with this mode of analysis, they may misinterpret the proposals and outcomes put forward by developers. Ongoing concern for investment scenarios can provide a basis for demonstrating a “business friendly” attitude and a willingness to engage in subsidies, trade-offs and other aspects of “making deals” that will garner more positive consideration from the property development community.

CONCEPTUAL INVESTMENT ANALYSIS

The accompanying table provides a conceptual analysis of the potential ‘return-on-investment’ (ROI) for a hypothetical investment in the types of projects depicted

in this Study – specifically, the Riverside Drive and Allouez Avenue development scenario (Figure 85). The model assumes a total of 4 buildings to be constructed with a mix of office, institutional, and retail activities on the first floor with residential development above. Given the attractive location along the Fox River, the site is assumed to appeal to higher-end development. While the overall development could require phasing, the financial model assumes full build-out.

Assumptions for the model include a lease-up period of 12 months for residential, and 24 months for retail, office, and institutional. The net square footage assumes 75% of the gross building area can be leased. The total investment cost including developer fees is assumed to be \$100/sq.ft. for retail space with limited build-out, \$125/sq.ft. for office and institutional development, and \$150/sq.ft. for residential development. Gross rent including limited services is assumed to be \$20/sq.ft. for office, institutional, and retail space while residential apartments are assumed to command \$18/sq.ft. Full occupancy is assumed to be 85% for office, institutional, and retail space while residential

apartments are assumed to maintain 90% occupancy. Annual operating costs are assumed to be 30% of gross revenue.

This scenario demonstrates that the development can provide a modest return for the overall development. Return on investment varies from building to building and by type of development. Demand for office space, institutional space, retail space, and residential apartments does not necessarily correlate directly. Overall, this model provides a snapshot, and demonstrates how and in what way the potential development warrants further evaluation.

A full, detailed pro forma for these investments would include:

1. Variations in expected construction costs due to:
 - » Construction quality,
 - » Size of building,
 - » Building features and amenities,

- » Scheduling,
- » Contractor negotiations, etc.

2. Other factors impacting an entity’s evaluation, such as:

- » Corporate tax rate,
- » Type of financing,
- » Construction financing, etc.

3. Other market variations such as:

- » Tenant mix,
- » Type of residential market,
- » Lease rate,
- » Absorption rate variations, etc.

Developers and investors can help procure these details in order to develop a final pro forma.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Learn and review typical business practices in the development community in order to make reasonable judgements regarding general financial details.
- » Judge each “deal” on its own merits rather than assuming that all re/development concepts are either good or bad.
- » Ask questions to understand the underlying business issues in each re/development proposal.

VILLAGE STAFF

You can:

- » Provide detailed judgements regarding the pros and cons of investment proposals as they are reviewed – avoid simple, generalized conclusions.
- » Focus on the long-term costs and benefits often excluded from a business pro forma.
- » Offer detailed suggestions to improve the investment outcome, and be sure they are linked to long-term, positive outcomes.

DEVELOPER | INVESTOR

You can:

- » Make it clear how you benefit or not from an investment – especially in terms of both risks and rewards.
- » Emphasize substantive, credible long-term benefits – not superficial amenities.
- » Show a willingness to balance risks and rewards in a way that benefits the community rather than an “all or nothing” approach.
- » Where possible, show comparable projects in the area that the community knows and likes.



Figure 85. Riverside Drive and Allouez Avenue Development Scenario, used to create the following conceptual cost model.

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RIVERSIDE DRIVE & ALLOUEZ AVENUE SCENARIO – A Conceptual Look at Return on Investment ***

	Net Sq/Ft*	Investment^	Lease up Period	Rent (\$/sqft.)	Full Occupancy	Annual Revenue	Annual Costs**	Net Revenue	Net Revenue / % of Total Investment
BUILDING 1									
Office	17,550	\$2,925,000	24 mo.	20.00	85%	\$298,350	\$89,505	\$208,845	7.14%
Residential	52,650	\$10,530,000	12 mo.	18.00	90%	\$852,930	\$255,879	\$597,051	5.67%
Retail									
Total	70,200	\$13,455,000				\$1,151,280	\$345,384	\$805,896	5.99%
BUILDING 2									
Office									
Residential	22,950	\$4,590,000	12 mo.	18.00	90%	\$371,790	\$111,537	\$260,253	5.67%
Retail	7,650	\$1,020,000	24 mo.	20.00	85%	\$130,050	\$39,015	\$91,035	8.93%
Total	30,600	\$5,610,000				\$501,840	\$150,552	\$351,288	6.26%
BUILDING 3									
Office									
Residential	22,950	\$4,590,000	12 mo.	18.00	90%	\$371,790	\$111,537	\$260,253	5.67%
Retail	7,650	\$1,020,000	24 mo.	20.00	85%	\$130,050	\$39,015	\$91,035	8.93%
Total	30,600	\$5,610,000				\$501,840	\$150,552	\$351,288	6.26%
BUILDING 4									
Office	37,800	\$6,300,000	24 mo.	20.00	85%	\$642,600	\$192,780	\$449,820	7.14%
Residential	52,650	\$10,530,000	12 mo.	18.00	90%	\$852,930	\$255,879	\$597,051	5.67%
Retail	12,600	\$1,680,000	24 mo.	20.00	85%	\$214,200	\$64,260	\$149,940	8.93%
Total	103,050	\$18,510,000				\$1,709,730	\$512,919	\$1,196,811	6.47%

* Net leasable square footage assumed to be 75% of gross square footage.

^ Total Investment assumed to be \$125/sqft Institutional/office, \$150/sqft Residential, \$100/sqft Retail, based on recent local data.

** Annual operating costs assumed to be 30% of annual revenue.

*** These conceptual numbers are for discussion purposes only, and do not represent a professional financial opinion on behalf of GRAEF.

7/8/9/10: DEVELOP LONG-TERM PLANS, PHASING, & IMPROVE UTILITIES, STORMWATER MANAGEMENT, & PUBLIC ROADS

DEVELOP LONG TERM PLANS & PHASING

Implementation of this study is not a short-term activity. The Corridor Study represents options which, if taken in their entirety, can require 10 to 20 years to complete. The intent of the Plan, however, is to show how different parts of the Corridor might be developed incrementally, at different points in time. No one development is dependent on any of the others. For example: changes to Marine Street can occur with or without changes to the area labeled as Riverside South. Similarly, developments on the Diocesan property might occur to one quadrant (such as the northwest area) but not in another subarea (such as the southwest).

Overall the Village may need to evaluate the potential collective burden on the cost of new infrastructure. In turn, stakeholders, developers, and investors should identify ways in which positive impacts of infrastructure changes can be increased and how negative impacts might be mitigated (as opposed to offering an “all or nothing” opinion about changes).

UTILITIES

Power lines have a dominant presence in the streetscape of both Riverside Drive and Webster Avenue. While line burial is costly, participants in the Corridor Study development acknowledged their frustration with the aesthetic condition of both corridors with the existence of these overhead lines. Given the upcoming roadway improvements by WisDOT on Riverside Drive and by Brown County on Webster Avenue, the Village should give further consideration (and acquire cost opinions) to bury these lines.

Hookups and laterals, among other examples, are important details to communicate clearly during any dialogue about re/development. Village staff should work with elected officials to clarify what support the Village can and cannot bring to investors, specifically regarding these kinds of utilities, both in and outside the TID #1 area.

STORMWATER MANAGEMENT

Future development in Allouez is required to handle stormwater on site, meaning that consideration of stormwater facilities (ponds and other stormwater features, including green infrastructure) must be provided in all development scenarios. The Village of Allouez provides ‘Best Practices’ and other helpful information on stormwater management on the Village website (Figure 86). Existing stormwater district plans could be modified or expanded to accommodate some of the changes proposed in the development scenarios. To assist in improving stormwater management, the Village should encourage developers and owners to a) review the stormwater management materials offered online, and b) pass along ideas on funding sources that can help implement green infrastructure interventions.

PUBLIC ROADS & CIRCULATION

The Village should finalize and share its vision for making significant expenditures for the following:

- » Options for creating a Marine Street Loop,
- » A Derby Lane Extension,
- » Connections into the Diocese property from Webster Avenue,
- » Connection into the Diocese property from W. St. Joseph Street, and
- » Reconsideration of the status of Webster Heights Road, which is currently a private road for condominiums. This road could be transferred to public ownership and benefit from upgrades that meet public standards.

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Track the pace of change in other communities, and report to Village staff on how these changes have responded to both broad economic trends and local concerns.
- » Understand that Study components will not be implemented exactly as they were conceived – changes should be viewed as a positive response to furthered community desires.

VILLAGE STAFF

You can:

- » Show how new opportunities match or deviate from original plans, and evaluate the outcome.
- » Identify costs and benefits of changes to the existing property owners, abutting owners, local neighborhood and Village as a whole.
- » Explain how overall Village improvements help maintain everyone’s property value over the long term.

DEVELOPER | INVESTOR

You can:

- » Show how proposals fit into long-term plans. If they do not fit well, explain the circumstances in a proactive manner.
- » Make suggestions for ways in which project subsidies can be linked to long-term and phased business success.
- » Propose investments in your property that could dovetail with public investments in infrastructure.

Storm Water Management

Public Works Director

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The purpose of Storm Water Management is to set forth storm water requirements and criteria which will prevent and control water pollution, and diminish the threats to public health, safety, welfare, and aquatic life due to runoff of storm water from development or redevelopment.

To view storm water practices, go to: [Best Practices](#)

[MS4 2014 Annual Report](#)

[MS4 2013 Annual Report](#)

Storm Water Management
Awards
Best Practices
Discharge Permit
Erosion Control and Stormwater Management Permit Application
Information Form
Management Tips
Meetings
Northeast Wisconsin Stormwater Consortium (newsc)
Phosphorus Fertilizer Ban in Wisconsin

Figure 86. The Village of Allouez’s Storm Water Management webpage with prior reports, and best practices, available for public review.

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11: MAKE STELLAR PUBLIC PLACES & TRAILS

The Allouez community must give special attention to the creation and management of a variety of public places. Public places often require resources beyond the means of local government. On the other hand, if a long-term goal is to continually enhance the image and perception of the Allouez community, then such public places can play a critical role. Some of the places where public-oriented features should be added include:

- » The Fox River Trail, particularly at the nodes where there are a) street connections running east from Riverside Drive, b) where the development scenarios are located, and c) at Saint Francis Park,
- » The cemeteries, which are by nature places to reflect and even recreate. Fully-developed communities throughout the United States often find their cemeteries to be filled with visitors who jog, walk, sit, or pause to take in a view. Allouez has two beautiful cemeteries amidst the heart of the community. Features can be added at the edges of both that invite visitors and offer them a place to pause, rest, and meet.

- » The East River edge, and specifically at the terminus of E. St. Joseph Street.
- » The intersection of Webster and St. Joseph, referred to in this Study as the “100% Corner”,
- » Redefined public spaces as shown in the development scenarios.

The concept of public-oriented features, for this Study, is intended to include a wide range of amenities such as benches, active recreation stations, wayfinding signage and banners, dog cleanup stations, recycling stations, newspaper/print material stands, and lighting. Not all of these examples are a perfect fit for the aforementioned locations, which is why land owners and Village staff should refine the lists of public-oriented features on a case-by-case basis so that the majority of stakeholders are pleased with the features offered at each site.

MAKE THE TRAILS “STANDOUT” FEATURES

The success of the Fox River State Trail and the East River Trail should be expanded by increasing formal public trail connections, namely by creating trails on the Allouez side of the East River and through east-west trail connections alongside roads in the Village. New connection points can be included on private property in exchange for larger re/development opportunities (especially properties on the west side of Riverside Drive). Other trail connections to consider include:

- » A Derby Lane connection to Marine Street,
- » Connecting those walking near Riverside Drive, directly south of the railroad bridge, to Webster Avenue via a pathway that follows the rail line,
- » A ravine trail through the Diocese property, and across Riverside Drive to the Fox River State Trail,
- » Connecting Riverside Drive to the Fox River State Trail at 2000 Riverside Drive, west of the eventual new development,
- » Connecting Riverside Drive to the Fox River State Trail at 2222 Riverside Drive (current Mariner Motel site), under consideration for redevelopment,
- » A new trail between Webster Avenue and Riverside Drive, directly north of STH 172 (funded and construction underway in 2015),
- » A trail connection from the intersection of Webster Avenue and W. St. Joseph Street through the Diocese of Green Bay’s property, to Riverside Drive. This trail could be built along the ravine through the property and the land could be dedicated as conservation,
- » An arboretum parkway along W. St. Joseph Street, connecting the Fox and East Rivers. This would be the only east-west road and trail connection through Allouez that would connect the rivers.



Figure 88. Example of the East River edge where public-oriented features could be applied (where soil conditions and land modifications can afford public access).



Figure 87. An example of public-oriented features that could be applied to public places in Allouez (signage, benches, wastebaskets, and boardwalk areas).

YOUR ROLE

COMMUNITY STAKEHOLDER

You can:

- » Record the kinds of public-oriented features that you feel would make public places more active and bring more people to shared, outdoor social experiences. Bring the list of desired features directly to land owners or to Village staff.
- » Ask the communities with the public-oriented features you like to weigh in on costs, product types, grants utilized, and community partnerships employed to install those features.

VILLAGE STAFF

You can:

- » Provide benchmarks for desired usage of different public places in Allouez. Distinguish between desired low-occupancy public places (like an environmental preserve) and desired high-occupancy public places like walkable streets and plazas.
- » Review trail connection opportunities, and where new trails are feasible, plug them into capital improvements planning so installation can be budgeted for upcoming years.

DEVELOPER | INVESTOR

You can:

- » Secure urban designers who treat public places along the edge of development as a major asset for the intended customer or resident base of your property.
- » Employ site design methods, and develop events, that encourage the use of public places in and around your property. (One example of such a public place in a recent development is Denim Park at the North End in Milwaukee, Wisconsin, which hosts a summer concert series).

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7: IMPLEMENTATION

RECOMMENDED ACTIONS		ACTIONS AS THEY APPLY TO ALLOUEZ'S DISTRICTS					
		Marine Street Urban Waterfront	Riverside Drive & St. Joseph A New Neighborhood	Webster and St. Joseph The 100% Corner	Riverside & Allouez Waterfront Courts	Webster Main Street	Allouez The Arboretum Trail
1	Incorporate the Corridor Study as an amendment to the Comprehensive Plan	Critical	Critical	Critical	Critical	Critical	Critical
2	Change current zoning & land division ordinances	PDD or Overlay	New Districts - Overlay, Institutional & Conservancy	River Edge Overlay	River Edge Overlay	Main Street Overlay	Trail Overlay
3	Continue site investigations & analyses	Critical for roads, structure, pilings, basic costs	Critical for revenue, cost sharing	Critical for revenue	Critical for revenue	Critical to create a main street district	Critical to ensure arboretum plantings avoid buried utilities
4	Focus on public-private-partnerships: pro-business & pro-community	Critical for start up	Critical for long term agreements	Critical to create a focused character	Critical to create a unique district	Critical to strengthen the desired main street character	Critical for start up & long term agreements
4.1	» Develop possible cost models for proposed improvements	Very high value & costs	High value & moderate costs	High value & moderate costs	Moderate value & costs	High value & moderate costs	Moderate value & low costs
4.2	» Balance incentives to reduce risk and increase reward	Critical for start up	Critical for start up	Critical for start up			
4.3	» Secure grants and new funding sources	Infrastructure & environmental focus	Environmental focus	Public place focus	Environmental focus	Infrastructure focus	Infrastructure & environmental focus
4.4	» Establish an Allouez business & community wellness program	Encourage Jimmy Seas and Nukeo Thai Restaurant to promote their healthy dining options and outdoor dining space	Designate this newly-defined place as a riverview stop, with a mile marker, along a future running loop through Allouez	Promote the Bellin Health location by adding recreational features on new green space and developing a new dining space	Designate this newly-defined place as a riverview stop, with a mile marker, along a future running loop through Allouez	Encourage new businesses in new space (and existing businesses) to join and promote the program	Designate this trail as a key feature, with multiple mile markers, along a future running loop through Allouez
5	Develop a communication system for village staff, investors, brokers, and developers	Promote available land on site through similarly-branded signage that references the Village website	Promote available land on site through similarly-branded signage that references the Village website	Promote available land on site through similarly-branded signage that references the Village website	Promote available land on site through similarly-branded signage that references the Village website	Promote available land on site through similarly-branded signage that references the Village website	List the Arboretum Trail, when installed, as a unique, contributing amenity on the Village website
6	Utilize development scenario cost considerations as a guide in deploying financial resources to investors	Apply the principles of the Riverside & Allouez model, coupled with other considerations, to create a baseline conceptual cost model	Apply the principles of the Riverside & Allouez model, coupled with other considerations, to create a baseline conceptual cost model	Apply the principles of the Riverside & Allouez model, coupled with other considerations, to create a baseline conceptual cost model	Rework the enclosed template to incorporate other considerations, and determine a range of development costs and ROI	Apply the principles of the Riverside & Allouez model, coupled with other considerations, to create a baseline conceptual cost model	
7	Develop long-term plans & phasing	Critical	Critical	Critical			Critical
8	Improve utilities	Bury power lines - substantial investment	Bury power lines - substantial investment	Bury power lines - substantial investment	Bury power lines - substantial investment	Bury power lines - substantial investment	
9	Improve stormwater management		On-site for new development	On-site for new development			
10	Improve public roads & circulation	Derby Lane extension & Marine Street loop - major investment	New roads in Diocese property to increase connectivity - substantial investment	New roads in Diocese property to increase connectivity - substantial investment		Align Derby Lane with Garland Street at Webster Avenue	
11	Make stellar public places & trails	Key for river trail	Key for river trail and expanding it toward the Fox; key for connecting cemetery to Diocese & along ravine to Riverside	Key for main street character Key for activity at public plaza	Key for river trail		Key to creating a formalized trail connecting both rivers

= not all implementation activities are relevant to all development scenarios

