Chapter 4
Transportation

Summary

- A transportation system should be designed for all modes of transportation.
- The Village has been increasing the amount of sidewalks and trails.
- Design techniques, such as traffic calming, can reduce the speed of traffic and make the Village safer for pedestrians and bicyclists.
- The Village should coordinate future transportation projects with State and County projects to reduce costs.
- Bellevue uses several tools to prioritize and fiscally plan future improvements such as PASER and its CIP.
- The Village has created a Pedestrian, Bicycle & Safe Routes to School Plan which acts as the main planning document for pedestrian and bicycle infrastructure.
- The Village should begin discussing the needs for electric vehicle charging infrastructure.

Introduction

A transportation system allows the movement of goods and people in a local, regional, national, and international context and through a variety of modes. A good transportation system should be designed for the efficient movement of people and goods in a safe manner.

Transportation systems can influence the growth of a community. High traffic areas, such as highways, provide good locations for industry and businesses. Trail systems provide recreation opportunities for people and add to the livability and desirability of a community. Sidewalks provide residents access to parks, neighborhoods, and businesses.

The Transportation chapter will inventory and evaluate local modes of transportation and identify future transportation needs in the Village of Bellevue.

Modes of Transportation

The movement of people and goods is accomplished through a variety of transportation modes. These modes include cars, trucks, railroads, public transportation, ships, airplanes, bicycles, and walking. Generally, each mode fits a particular need.

- **Automobiles:** Function as the dominant mode for the movement of people.
- **Trucks:** Provide for rapid movement of goods and products over interstates and highways.
- **Airplanes**: Move people and lightweight products quickly over long distances.
- **Railroad:** Functions primarily for the movement of bulk commodities over long distances.
- **Ships:** Functions primarily for the movement of bulk commodities nationally and globally.
- **Bicycles:** Typically move people over shorter distances within a community.
- **Walking:** Provide for the movement of people within a community.

Existing Transportation System

Streets and Highways

The overall metropolitan area transportation system is planned for and managed by the Green Bay Metropolitan Planning Organization (MPO) which is administered by the Brown County Planning Commission based on the current US Census Urbanized Area definition (Figure 4-1). Bellevue's main transportation infrastructure consists of Interstate (I) 43; State Trunk Highways (WIS) 29 and 172; US Highway (USH) 141; County Truck Highways (CTH) JJ, XX, V, O, and GV; and local streets. These streets and highways are the primary means of reaching the Village's residential, commercial, institutional, and other destinations (see Map 4-2).

Functional Classification System

Figure 4-1: Green Bay Metropolitan Area Urbanized Area Boundary.

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity (see Map 4-3). The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

- **Freeways:** Freeways are controlled-access highways that have no at-grade intersections or driveway connections. I-43 is an example of a freeway in Bellevue.
- **Arterials:** Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access. Main Street and Monroe Road (CTH GV) are examples of arterial streets in Bellevue.
- **Collectors:** Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. Verlin Road, Ontario Road, and Guns Street are examples of collector streets in Bellevue.
- **Locals:** Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low. Jen Rae Road is an example of a local street in Bellevue.

The current street pattern in Village of Bellevue enables some vehicle trips to occur on the local and collector streets because some are well connected. However, the Village also contains cul-de-sacs, horseshoe roads, and other streets that do not provide connections to surrounding streets. The East River, creeks, a railroad, and I-43 also create barriers to these connections. This lack of street connectivity in many parts of the Village forces motorists to use the arterial streets at some point during nearly every vehicle trip and this concentration of traffic can create barriers to other transportation modes such as walking, bicycling, and transit.

Map 4-2
Transportation System

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Map 4-3
Functional Classification

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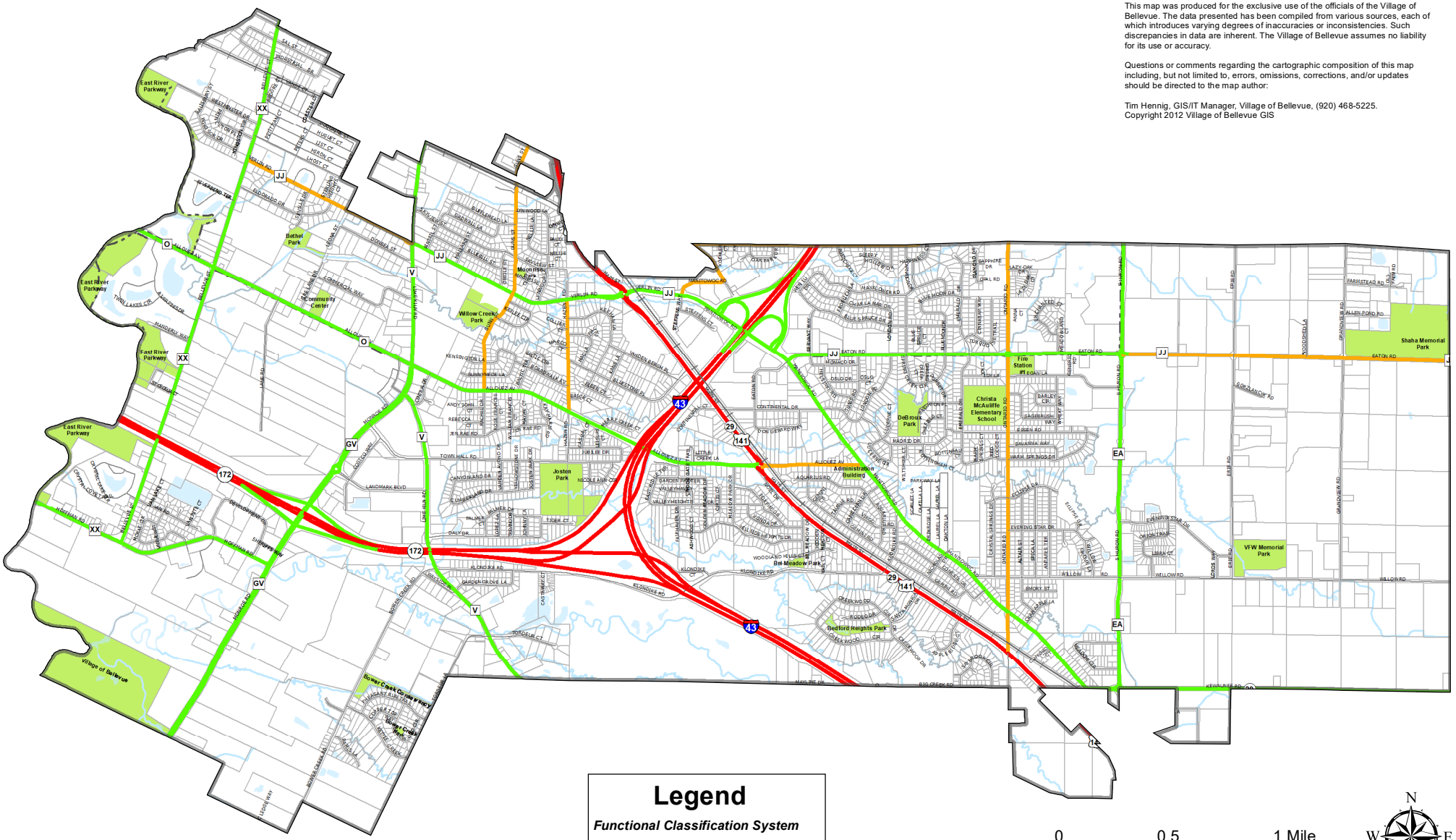

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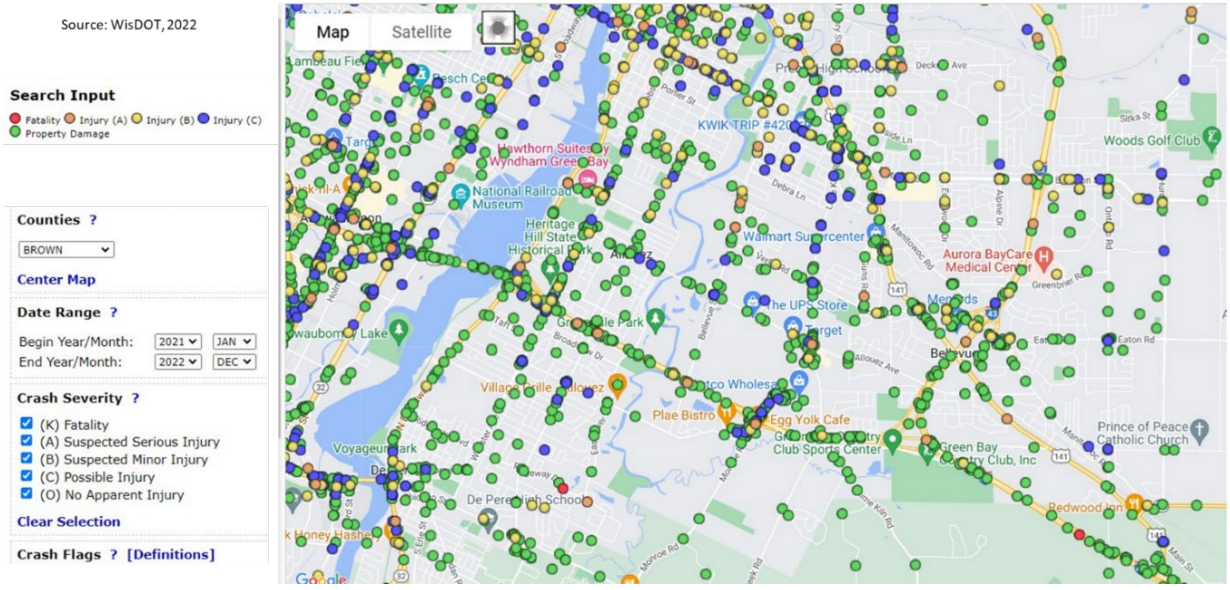
Traffic Volume Trends

Annual average daily traffic (AADT) counts for 2019 are presented in Map 4-2 for selected roadways in Village of Bellevue. Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count. The majority of high-traffic roads (>10,000 AADT) within the Village are either State or County designated highways, including I-43, WIS 172, WIS 141/29, CTH GV, CTH JJ, CTH O, with the exception of Manitowoc Road, immediately adjacent to its intersection with I-43. This area contains a large amount of commercial development as well as being a major connector to Main Street (WIS 141/29).

Traffic Crashes

To further analyze the Village of Bellevue's road system, the frequency of motor vehicle accidents is studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. Each year, thousands of Wisconsin residents are injured and killed in traffic crashes. In an effort to prevent these tragedies, the legislature has established a Traffic Safety Commission (TSC) in every county. These commissions are charged, per Wisconsin statute 83.013 (1), to maintain a map of traffic crashes within their county and to review those crashes on a quarterly basis for general awareness and to provide recommendations for corrective action, as appropriate (Figure 4-4). A review of reported crashes between January 2021 and August 2022 reveals several hundred accidents within the Village boundaries over that time-period. Of these, less than ten had injuries associated with them, and no accidents with fatalities were reported during this period.

Figure 4-4: Village of Bellevue Vehicle Crashes, January 2021–August 2022.



Pavement Condition

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as Pavement Surface Evaluation and Rating or PASER. PASER rates roadways from Failed (needs total reconstruction) to Excellent (no visible stress). PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning.

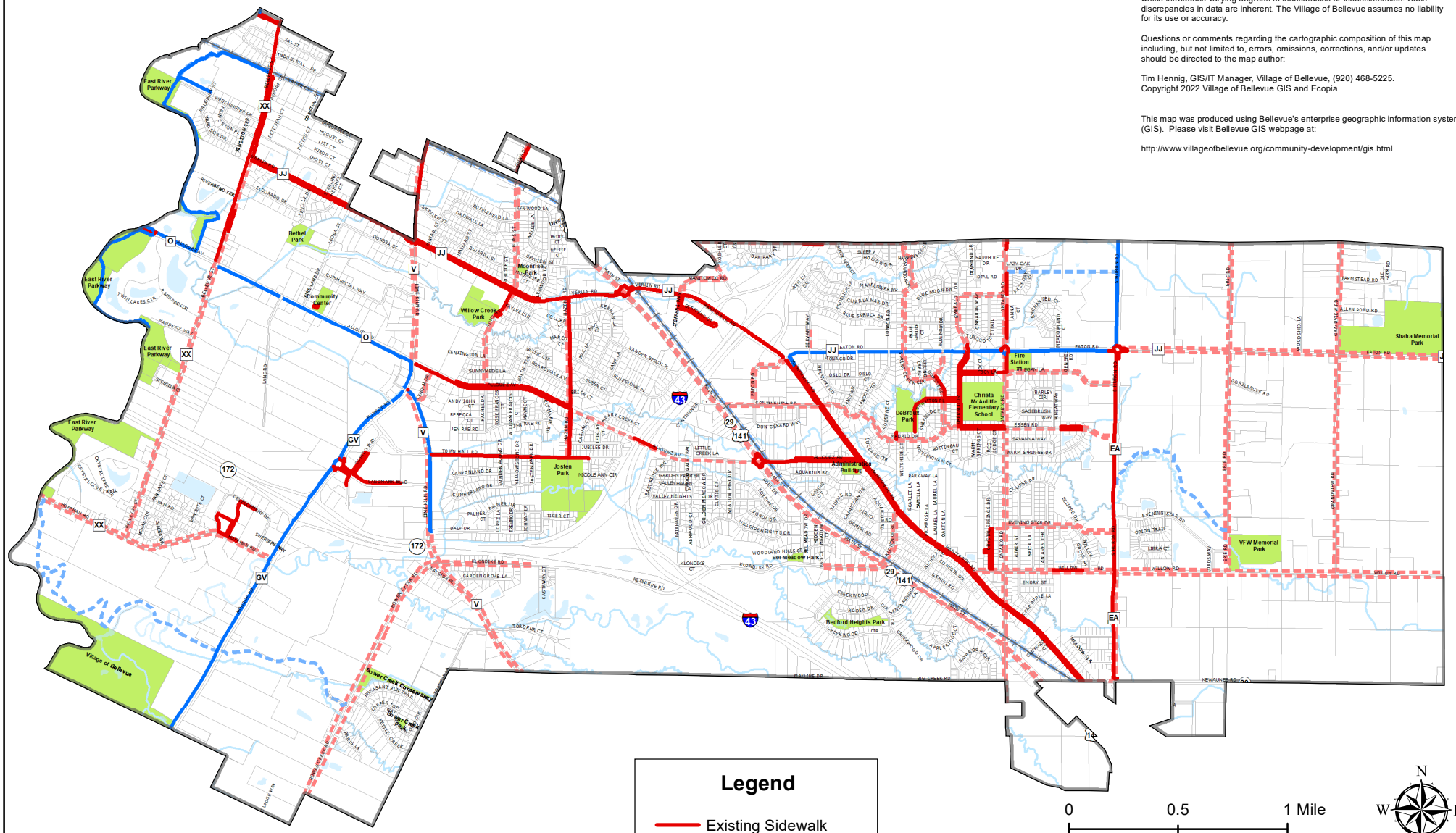
The Village of Bellevue assesses its local streets annually using the PASER system. Based on the information collected in 2021 a snapshot of pavement conditions can be provided. The inventory shows that out of 67.4 total miles of local streets, approximately 47.1 miles (70%) are considered to be in good to fair condition, only requiring regular maintenance to extend their lives. On the other hand, approximately 20.3 miles (30%) of road segment are considered to be in poor condition and will need rehabilitation or re-construction at some point in the future. No road segments are classified as failed. This information is used the prepare the annual Capital Improvement Program (CIP).

Pedestrian and Bicycle Facilities

Despite its population and physical size, the Village of Bellevue has a limited amount of sidewalks and on-street bicycle lanes. The Village does contain a portion of the East River Trail and other trails that connect to the East River Trail along Allouez Avenue. The East River Trail tends to follow the meander of the river, which makes the trail very appealing for recreational trips but impractical for work commutes and other transportation trips. Other multi-use trail segments exist along Allouez Avenue, Eaton Road, CTH GV (Monroe Road), and CTH V. Sidewalks exist in several key areas such as along Verlin Road, Allouez Avenue, and near McAuliffe School, however; sidewalks are nearly non-existent in many residential subdivisions.

To better address walkability, the Village has adopted a Sidewalk Policy which states that any new residential subdivision development, east of Huron Road shall have sidewalks on both sides of the road. Dedicated bicycle facilities exist along some of the same corridors mentioned above and will be constructed as needed to accommodate future development. The Village's existing and planned pedestrian and bicycle system is shown in Map 4-5 (Existing Trails and Sidewalks).

Map 4-5
Existing Bicycle/Pedestrian Facilities



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Public Transit

The northwest portion of the Village of Bellevue is currently served by fixed route bus service from Green Bay Metro Transit (GBMT), specifically portions of Route 1 and Route 10. The routes provide service to local businesses and residential areas as well as provide access to the Green Bay Metropolitan Area Monday through Saturday. To accommodate bicyclists, all GBMT buses are equipped with bike racks. These routes are shown on Map 4-2.

In addition, Green Bay Metro recently (August 2021) created a new 'micro-transit' program, the GBM on Demand Program, in partnership with Via. This service complements the existing transit infrastructure with affordable, efficient, and convenient shared rides near residential neighborhoods, key transit hubs, and designated commercial and medical destinations. (See Figure 4-1.) GBM On Demand marks the first micro-transit service in the state of Wisconsin, offering riders a glimpse into the next generation of public transportation.

Using the mobile app created by Via, GBM On Demand will connect multiple passengers traveling in the same direction. There is also a telephone number for residents without access to smartphones. A phone is available on all fixed route buses for scheduling On Demand trips. GBM On Demand benefits riders by allowing real-time booking and flexible travel around four service zones across the Greater Green Bay Community. The service also includes wheelchair-accessible vehicles.

This dynamic shared-transit solution is the same price as a traditional Green Bay Metro bus fare. Riders can pay for a GBM On Demand day pass directly through the app with a credit card, cash, or use a Green Bay Metro day pass, weekly or monthly pass. Rides can be booked from zone to zone, within the same zone or between zone and transfer point of the same color. Daytime service hours run from 5:45 a.m. to 8:45 p.m. Monday – Friday, and 7:45 a.m. to 3:45 p.m. on Saturday. Nighttime service hours are 8:45 p.m. to 10:45 p.m. Monday – Friday.

Specialized Transportation Services for the Elderly and Disabled (ADA Paratransit)

Bellevue's inclusion in the Green Bay Metro service area allows the Village to be served by Metro's paratransit provider. Metro's paratransit service allows clients in Bellevue to be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchairs, scooters, and riders who do not require mobility devices. Trips can be scheduled for pick-up Monday through Saturday. There is no service on Sundays and some holidays.

Other options for medical transportation include non-emergency Medical Assistance (MA) transportation service that is coordinated by Modivcare. Brown County also has medical appointment drivers who act as volunteer caregivers to escort seniors and physically disabled adults to and from medical appointments. The volunteers are used only when other options are not available.

Rail Transportation

Bellevue contains one active rail line owned by Fox Valley & Lake Superior railroad that runs through the center of the Village and connects to the Canadian National mainline to the west. Train traffic on this line is relatively low, and the line does not serve any destinations in Bellevue.

Truck Transportation

Because Bellevue contains a few industrial developments and commercial activity is concentrated largely in the west half of the Village, much of the heavy truck traffic in the Village is attributable to trucks passing through on WIS 172 and I-43. However, many businesses and industries within the Village rely on truck trips to import and export goods. These trips typically occur on state and county highways, but trucks occasionally need to travel on Village streets to reach their destinations.

In Bellevue, trucks are allowed on Interstate, State, and County Highways, as well as several segments of local road. Local roads are designated as Truck Routes through Section 443-10 of the Village's Municipal Code as follows and are shown on Map 4-6.

- The following Village streets shall be designated as having permanent eight ton weight limits:
    - Willow Road – Huron Road to Eastern Village Limit.
    - Erie Road – Willow Road to Northern Village Limits.
    - Grandview Road – Willow Road to Northern Village Limits.

- Vehicles having a combined weight and load in excess of 10,000 pounds shall operate only on designated heavy truck routes which include:
    - Designated as Federal, State, and County marked highways as designated under the provisions of Wis. Stats. §349.17.
    - Hoffman Road – Monroe Road to Bellevue Street.
    - Verlin Road – Lime Kiln Road to Bellevue Street.
    - Continental Drive – Manitowoc Road to Main Street.
    - Manitowoc Road – Continental Drive to Eaton Road.
    - Landmark Boulevard – Lime Kiln Road to Monroe Road.

Map 4-6
Existing Truck Routes

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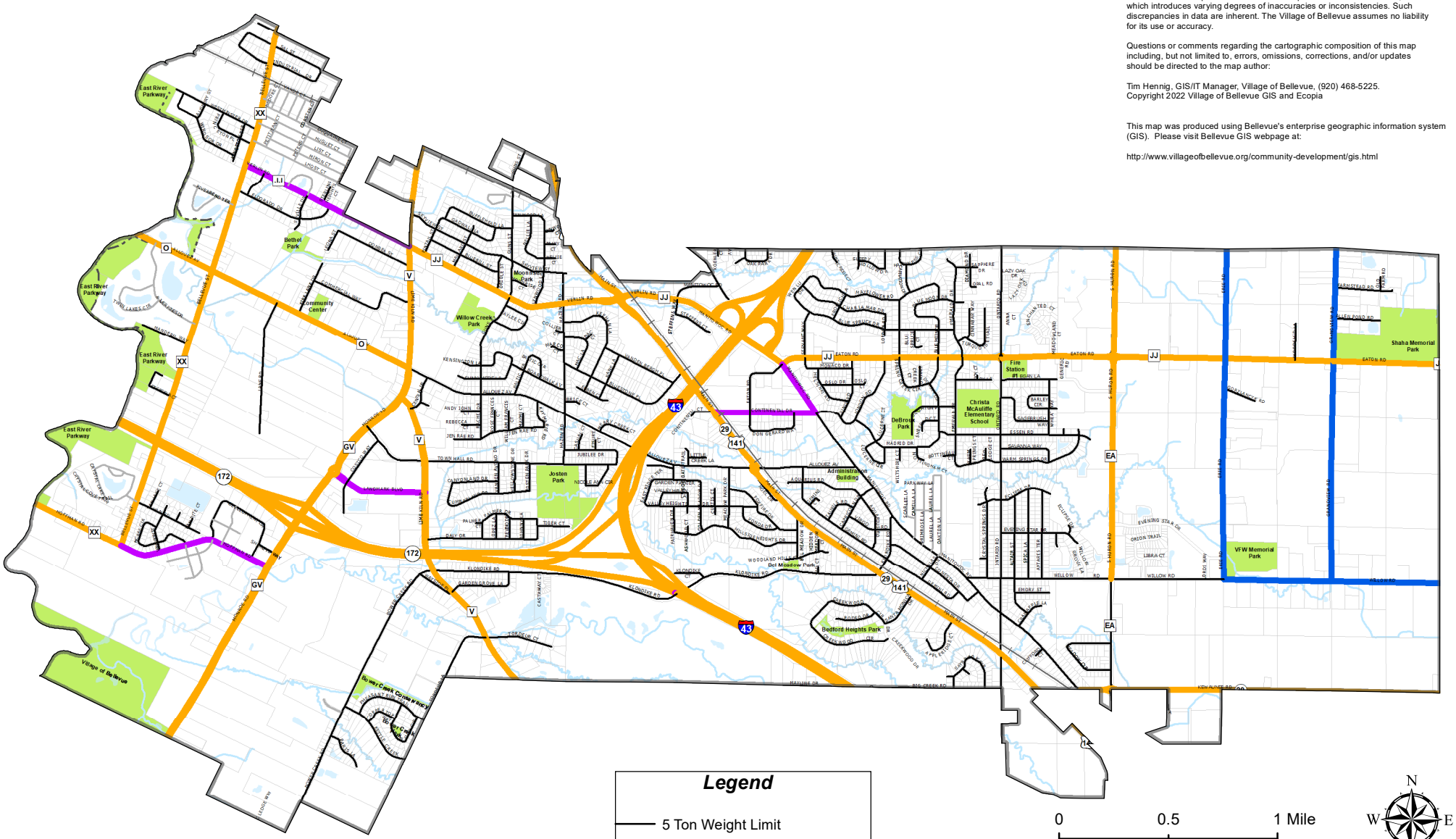

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Air Transportation

Austin Straubel International Airport is approximately six miles west of Bellevue (see Map 4-7) and is a county-owned public-use airport which serves Northeastern Wisconsin. It is the fourth busiest of eight commercial service airports in Wisconsin in terms of passengers served and is included in the FAA's National Plan of Integrated Airport Systems for 2021–2025 as a designated non-hub primary commercial service facility. It has two runways and is used for commercial air travel and general aviation and provides passenger service from Delta, American, Frontier, and United, as well as private aviation. The airport offers flights between popular hubs such as Atlanta, Chicago, Detroit, and Minneapolis as well as other locations.

Water Transportation

The Village does not currently rely on the Port of Green Bay to import or export goods. The port's location is shown in Map 4-7. That being said, the Port of Green Bay is still a very important part of Brown County's economic structure. During the 2018 shipping season, the port handled a total of 2,087,391 metric tons of limestone, coal, cement, and other commodities. The port is served by 14 active terminal operators and has an estimated annual economic impact of $147 million while supporting approximately 1,300 jobs.

The Port of Green Bay is currently pursuing a long-term plan to establish an intermodal port freight facility at the Pulliam Power Plant site in the City of Green Bay after the plant is decommissioned if this is recommended in the Northeast Wisconsin Intermodal Freight Facility Study.

Future Transportation System

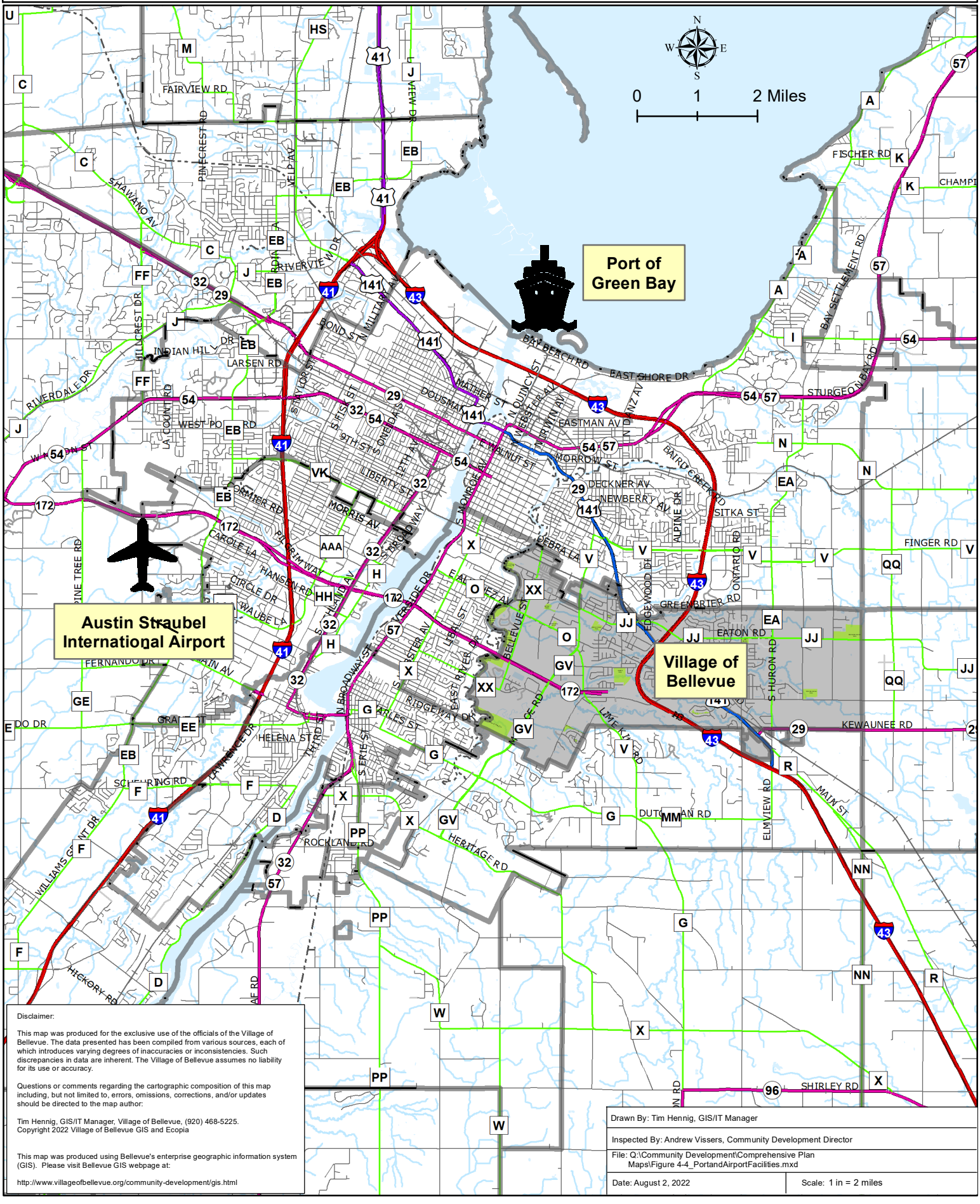
Bellevue's land use patterns and transportation system are largely oriented toward motorized vehicles, but the Village does contain a few areas where land uses are mixed, and people can reach their destinations without a car. This section of the Transportation chapter will identify ways to provide an efficient, safe, and multi-modal transportation system over the next 20 years.

2022–2026 Village of Bellevue Capital Improvement Plan

The Village of Bellevue develops a 5-year Capital Improvement Plan (CIP) and updates it on an annual basis to aid in the decision-making process for the annual budget and to ensure the adequate maintenance, acquisition, and construction of capital projects. This document was last approved on November 10, 2021, and serves as a tool for determining the scheduling of capital improvements and related financing.

A primary responsibility of the Village Board is to preserve, maintain and improve the community's investment in buildings, vehicles, roads, utilities, parks, and equipment. The CIP is a short and long-range plan for the physical development and infrastructure and technology investment in and for the Village of Bellevue. The CIP currently lists ten separate projects during the planning period as shown in Table 4-1.

Map 4-7
Port and Airport Facilities



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Date: August 2, 2022

Scale: 1 in = 2 miles

Table 4-1: V. Bellevue Capital Improvement Plan Transportation Projects 2022–2026.

Public Works		Priority	2022	2023	2024	2025	2026	Total
CTH V Bower Creek Bridge Ped	*PW17-01*	5				40,000	250,000	*290,000*
Allouez Ave Sidewalk (Bellevue St-East River)	*PW17-02*	3	65,000					*65,000*
Allouez Ave (Hazen-Main)	*PW19-01*	2	24,000	122,000	958,160			*1,104,160*
Manitowoc(Greenbrier-ManitowocCt)	*PW19-02*	2	50,000	630,000				*680,000*
Willow Road Urbanization	*PW19-03*	3			60,000	1,260,000		*1,320,000*
Sidewalk Construction 2023 Ontario Rd, N of CTH JJ	*PW19-04*	3	4,000	60,000				*64,000*
Village Street Resurfacing Program 2023-24	*PW20-03*	2	25,000	2,400,000	755,000			*3,180,000*
Village Street Resurfacing Program 2025-26	*PW20-04*	3			50,000	2,650,000	625,000	*3,325,000*
Bellevue St (CTH XX) pedestrian crossing	*PW20-05*	3	50,000					*50,000*
Sidewalk Construction - Willow Rd west of Huron	*PW20-07*	3			12,000	205,000		*217,000*

In addition, while not part of the Village's CIP, connectivity improvements have recently been planned by WisDOT and the Town of Ledgeview to align and connect S. Huron Road (CTH EA) to I-43. This connection will now run straight south from the roundabout at WIS 29 to where current Wall Street intersects Main Street in the Town of Ledgeview. WisDOT plans to design the final segment this winter or next spring, but it is a shelf plan only and is not in the current funding cycle or identified in any near-term cycle coming up.

Local Street Connectivity

Interstate, arterial, and collector roads are designed with different levels of limited access. The main purpose of these types of roads is to get vehicles through areas while maintaining traffic flow and speed. Local streets provide residents access to their homes, schools, businesses, and other nearby trips. When local streets are not well connected, problems related to traffic congestion, high traffic volumes, and vehicle/pedestrian safety can become issues. Figures 4-8 and 4-9 illustrate the benefits of street connectivity. In Figure 4-8, the area is dominated by cul-de-sacs which provide only three options for travel from the upper left corner to the lower right corner. In Figure 4-9, the grid pattern of streets now provided nine options to travel between the same points.

Figure 4-8. Street Connectivity (Low)

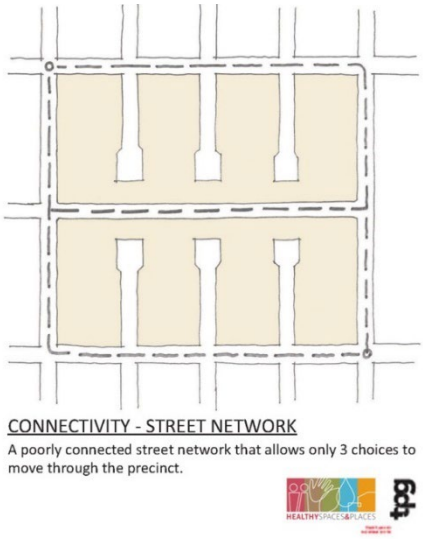
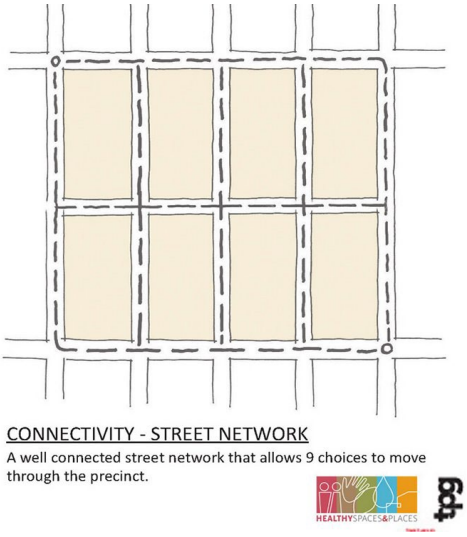


Figure 4-9. Street Connectivity (High)



Well-connected streets provide more options for vehicles, bicyclists, and pedestrians to avoid congested and busy areas. Barriers to street connectivity in Bellevue are the Interstate and highways, water, railroad tracks, some, and topographic issues.

Street Widths

Many communities tend to construct relatively wide streets in wide rights-of-way to conform to standards that have been observed for many decades. However, these street widths are often not necessary (especially in residential neighborhoods) and can encourage vehicles to travels at higher rates of speed.

Wider streets are designed to accommodate traffic and on-street parking but in some areas, the amount of on-street parking is quite minimal, especially in residential areas where new homes tend to have large driveways. Wider streets also cost more to construct and creates more impervious surface. The Village should evaluate the need for specific streets widths based on road function and land use.

Traffic Calming Techniques

Traffic calming techniques are designed to reduce the negative effects between motor vehicles and pedestrians/bicyclists. The techniques listed below are from the Federal Highway Administration and the Pedestrian and Bicycle Information Center. These techniques can be used in residential neighborhoods, business areas, and long continuous streets.

Curb Extensions: Also known as bulb-outs or bump-outs, curb extensions extend the sidewalk or curb line out into the parking lane, which reduces the effective street width. Curb extensions significantly improve pedestrian crossings by reducing the pedestrian crossing distance, visually and physically narrowing the roadway, improving the ability of pedestrians and motorists to see each other, and reducing the time that pedestrians are in the street.

Crossing Islands: Also known as center islands, refuge islands, or pedestrian islands. These are raised islands placed in the center of the street at intersections to help protect crossing pedestrians from motor vehicles. Center crossing islands allow pedestrians to deal with only one direction of traffic at a time, and they enable them to stop partway across the street and wait for an adequate gap in traffic before crossing the second half of the street.

Chicanes: Chicanes create horizontal diversion of traffic and can be gentler or more restrictive depending on the design. Shifts in travel lanes can be created by shifting parking from one side to the other or by building landscaped islands.

Mini-Circles: These are raised circular islands constructed in the center of residential street intersections (generally not intended for use where one or both streets are arterial streets). They reduce vehicle speeds by forcing motorists to maneuver around them. Mini-circles have been found to reduce motor vehicle crashes by an average of 90 percent in some cities.

Speed Humps/Speed Tables/Raised Pedestrian Crossings: Speed humps are paved and usually 3 to 4 inches high at their center and extend the full width of the street with height tapering near the drain gutter to allow unimpeded bicycle travel. They are designed to reduce vehicle speed. Speed tables are flat-topped speed humps. Raised pedestrian crossings are similar to speed tables but are used for the entire intersection and enhance the pedestrian environment.

Gateways: A gateway is a physical or geometric landmark that indicates a change in environment from a higher speed arterial or collector road to a lower speed residential or commercial district. They often place a higher emphasis on aesthetics and are frequently used to identify neighborhood and commercial areas within a larger urban setting.

Landscaping: The careful use of landscaping along a street can provide separation between motorists and pedestrians, reduce the visual width of the roadway (which can help to reduce vehicle speeds), and provide a more pleasant street environment for all. This can include a variety of trees, bushes, and/or flowerpots, which can be planted in the buffer area between the sidewalk or walkway and the street.

Bike Lanes: Bike lanes are portions of roadway that have been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists. Bike lanes make bicyclists more visible to motorists.

Roundabouts

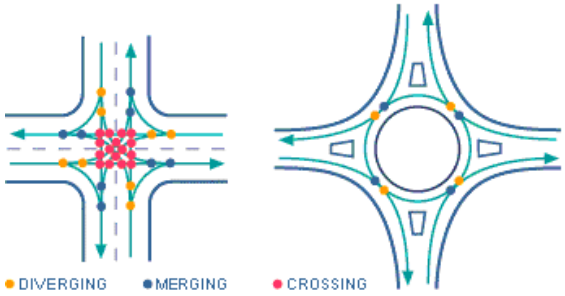
There are currently six (6) roundabouts in the Village of Bellevue – 3 owned by the State and 3 on local road intersections. Roundabouts provide more safety at intersections by reducing conflict points (see Figure 4-10). They also allow more vehicles to pass through intersections at any given time and reduce the amount of vehicle emissions by greatly reducing idling.

According to the Federal Highway Administration, installing a roundabout may result in:

- A 76 percent reduction in injury-accidents
- A 90 percent reduction in fatalities
- 75 percent fewer "conflict points" compared to standard intersections
- A reduction in pedestrian injuries

The Village should evaluate future transportation planning to identify potential locations for roundabouts.

Figure 4-10: Intersection Conflict Points



Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Village's streets will be considered for widening in the future, some two-lane streets might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the Village may save the millions of dollars that would be necessary to expand these streets to four lanes.

One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is to construct a system of two-lane arterial boulevards (see Figure 4-11) or three-lane arterial streets (see Figure 4-12), also known as a 'twiddle', that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts).

Street interconnectivity and the mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial streets instead of the standard wide arterial streets will also help to make the Village's thoroughfares more attractive.

Figure 4-11: Two-Lane Boulevard

Figure 4-12: 3-Lane Arterial Corridor (Twiddle)

Pedestrian and Bicycle Facilities

Because many of the Village's streets do not include sidewalks on both sides of a street, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the Village's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Dedicated bicycle and pedestrian infrastructure are needed to avoid/reduce these conflicts and can also provide additional long-term benefits such as:

Economic

- Biking and walking can reduce traffic, parking needs, and energy consumption.
- Biking and walking reduce health care costs.

Social

- Walking helps students and adults decompress after a long day.
- Walking creates community interaction and connectedness.
- The elderly are more likely to walk to nearby services and socialize in their community. It also offers them more independence.

Safety
- Pedestrians are separated from motorized traffic.
- Appropriate signage and markings make motorists aware of possible pedestrian or bicyclist traffic.

Health
- Biking and walking are easy ways to get short sessions of exercise.
- Active children tend to remain active.
- Biking and walking help fight obesity.

To better address these issues, the Village has prepared and adopted three separate plans related to bicycle and pedestrian facilities which are summarized below:

2017 Pedestrian, Bicycle & Safe Routes to School Plan

The purpose of the Village's Pedestrian, Bicycle & Safe Routes to School Plan is to improve the health and safety of children by promoting biking and walking to school. The Plan addresses the four "E's": Education, Encouragement, Engineering, and Enforcement, to take a comprehensive look at how encourage children to become more active.

The Plan evaluates background information to help assess the current state of pedestrian and bicycle transportation in Bellevue. It, first, assesses the current infrastructure, then identifies needs, and, finally, makes recommendations for policies and actions to achieve the identified needs.

Recommendations are made for engineering projects within a timeframe of one (1) year, short term, medium term, and long term. The recommendations identify specific projects, type of facility, estimated cost, and possible funding sources.

The Plan also includes a tool to estimate the relative safety of bicyclists on trails (paths) that run parallel to streets. This "Sidepath Suitability Index" is designed to enable the Village to rate the safety of existing parallel paths, determine if a new path would be an appropriate option, and identify methods of making existing or planned paths as safe as possible.

To assess the suitability of placing a path along a road segment, the following factors are considered:

1. Intersection Traffic
2. Path Continuity
3. Curb Cuts
4. Pedestrian Use
5. Crosswalks
6. Separation between Intersections and Sidepaths

Overall, the Village's Pedestrian, Bicycle & Safe Routes to School Plan acts as the main planning document for pedestrian and bicyclist infrastructure in Bellevue.

2021–2025 Village of Bellevue Comprehensive Outdoor Recreation Plan (CORP)
This plan identifies a number of ongoing concerns related to bicycle/pedestrian connectivity and contains specific recommendations for improvements to these facilities, including:

- **Future Site H: East River Corridor:** Land should be acquired/preserved south of Hoffman Road along the river to connect to the Existing Parkway and the Osprey Point Conservancy. Linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation. These developments should connect with preexisting developments north of Highway 172 or connect to the Village of Allouez' existing linear trail system by a river crossing [at terminus of Lebrun St.]. In addition, the plan recommends resurfacing the existing asphalt portions of the trail. Due to high water, some areas may need routine patchwork until water levels allow for the transport of resurfacing equipment.

- **Future Site I: Bower Creek Northern Branch Corridor:** Land should be acquired/preserved from Monroe Road west along Sorensen Creek, connecting the future property to Osprey Point Conservancy. Linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

- **Future Site J: Bower Creek Southern Branch Corridor: L**and should be acquired/preserved from Bower Creek Road west along Bower Creek to Monroe Road, connecting the Bower Creek Conservancy to the Sorensen Creek site. Linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation. It should be noted that a significant portion of this area can be acquired in conjunction with Future Site H.

- **Future Site K: Willow Creek Corridor**: Land should be acquired/preserved along Willow Creek, connecting Willow Creek Park to Bethel Park. Along this corridor, linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

- **Future Site L: Spring Creek Southern Branch**: Land should be acquired along the southern branch of spring creek between Future Site D and Future Site E. Linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

- **Future Site M: Eastside park connector:** Land should be acquired/preserved connecting the future Veteran's Memorial and Shaha Memorial Parks. Along this corridor, linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

- **Future Site N: Huron Road to Erie:** land should be acquired/preserved connecting Ontario/ Huron Road Trail. Linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

- **Future Site O: Ontario to Huron Road Trail:** along this corridor, linear park amenities should also be developed to provide access to walking/biking trails, nature observation and wildlife habitation.

Future Transit Service in Bellevue

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in Bellevue make providing additional transit service very difficult. To make mass transit an attractive and economically feasible transportation option for other parts of Bellevue, the Village needs to establish the population densities, pedestrian system, street network, and land use pattern recommended in the Land Use and Transportation chapters of the comprehensive plan. Once these features are in place, Bellevue should work with Green Bay Metro and the Brown County Planning Commission to design additional cost effective bus routes that serve the Village.

Specialized Transportation Services for the Elderly and Disabled

As long as Bellevue participates in the Green Bay Metro system, the Village's elderly and disabled residents will have access to the service offered by Metro's paratransit provider. Although there are other companies in Brown County that offer the same service, Metro's paratransit provider is able to offer clients a very low per-trip rate that is largely subsidized by Metro. The Metro paratransit provider is also obligated to pick up and drop off clients within time limits specified in a contract with Metro (which is based on standards in the Americans with Disabilities Act), so the service is very dependable. Retaining access to this service will be very important in the future as Bellevue's population continues to age.

Freight Rail

The Fox Valley & Lake Superior rail line that runs through the center of Bellevue currently carries relatively few trains, and none of these trains serve any Bellevue destinations. Rail lines are attractive for some businesses and industries that use or produce products that are difficult or expensive to transport by truck. At this time, there are no large parcels of vacant land along this corridor which would accommodate future industrial uses. Given that, abandoned rail lines make excellent bicycle and pedestrian trails and the Village should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the Village should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

Passenger Rail

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but a high speed passenger rail line is planned to be extended to Brown County in the future through the Midwest Regional Rail Initiative (MRRI). If this service is implemented, it will provide another means for Bellevue residents to travel throughout the Midwest without using their personal vehicles. Recently, localized efforts have been made to voice support for adding this route to the Amtrak National Network.

Air Transportation

Austin Straubel International Airport will continue to provide air service to people traveling to and from Bellevue, and the expansion of Bellevue's population and commercial bases over the life of the plan could increase the demand for passenger and freight service at the airport. Therefore, Bellevue should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

The Village has a formal system of truck routes which will become increasingly important as the commercial and other truck-generating land uses are mixed into the Village over the next 20 years. The Village should periodically review these routes and, as necessary, consider identifying additional streets where heavy trucks are allowed to travel. These truck routes should be clearly marked and designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Village.

Water Transportation

To ensure that Bellevue's current and future interests are considered by Port of Green Bay representatives, the Village should participate in the port's plan implementation process. Participating in this process will enable the Village to inform the port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the Village's long-term economic development strategy.

ATVs, UTVs & NEVs

To date, the Village of Bellevue has not adopted an ordinance specific to allowing for the use of ATVs/UTVs on Village streets. However, it does have provisions in its Code of Ordinances (Section 443-8) for "Low Speed Vehicles" (which includes ATVs and UTVs, but not golf carts) that allows for their use on streets with a posted speed of 35 mph or less. In general, and with very rare exception, Brown County Public Works does not allow designated ATV routes on county highways. ATV Operation on a county highway is allowed only if Brown County Public Works approves the route, or as otherwise allowed by Wis. Statutes.

Neighborhood Electric Vehicles or NEVs are vehicles that are capable of traveling at speeds of around 25 mph and have an approximately 40-mile driving range between charges. They come with safety features like headlights, turn signals and seat belts. An NEV can be operated on roads where the posted speed limit is 35mph or less. As energy costs rise, more area governments are creating ordinances to allow and regulate the use of NEVs on roads. NEVs can be used for personal transportation and as a utility vehicle. Bellevue's "Low Speed Vehicles" provisions also would allow NEVs on certain streets in the Village.

A Neighborhood Electric Vehicle (NEV).

Electric Vehicles & Charging Stations

Demands for electric vehicles, and their associated charging facilities (EV chargers) are ever increasing. As such, motorists will become more reliant on the availability of EV chargers. According to www.OpenChargeMap.org only one private business owned charging stations are available to the community, a Tesla only charger at Bower Creek Shopping Center.

Locating new EV chargers in the right spots to meet the demands of both local and through travelers will be critical and the Federal and State governments are beginning to lead the discussions on how a network of chargers can be designed and deployed. WisDOT has a new Wisconsin Electrification Initiative which ties in with the National Electrical Vehicle Infrastructure (NEVI) Program.

Locally, the Village of Bellevue should begin to research and contemplate how they would fit within such a system. Additionally, a regulatory support structure should be developed locally which considers the location and design aspects of such facilities on private property from a land use and infrastructure standpoint. The Village could also evaluate opportunities for placing EV chargers on public lands. Locating such facilities, particularly multiple chargers, will require an assessment of the electricity load available and design standards should be considered in terms of their placement, traffic flow, and physical design elements.

Micromobility Options

Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 20–25 mph and driven by users personally without the aid of combustion engines. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycle fleets, and electric pedal assisted bicycles. While these options are available in larger communities, the Village of Bellevue has not yet attracted the interest of private vendors for these services. Additionally, the Citizen Opinion Survey results did not express a great deal of interest in having these mobility options available.

Micromobility Options

Parking Requirements

Parking is needed or required for most land uses. Often, the minimum parking requirements specified in a community's code are more than enough to meet the daily needs of the land use.

Parking lots create large amounts of impervious surfaces that create runoff and require stormwater management through the construction of storm sewers, ditches, and ponds. By looking at ways of reducing parking lot areas, less infrastructure is needed, and water quality is improved. Listed below are several examples of ways the Village can look at ways of reducing the amount of parking spaces required in development.

1. Allow shared parking based on peak hours of existing and proposed businesses.
2. Higher building densities and sidewalks promote walking and reduce the need for parking.
3. Create trade-offs for reduced parking such as reduce the number of parking stalls in exchange for bicycle racks.
4. Consider centralized parking versus individual parking lots.
5. Construct a portion of the required parking as long as the concept shows where parking can be expanded if needed.
6. Use the Village code as a maximum requirement.

State, Regional, and other Transportation Plans

The Wisconsin Department of Transportation has several state and regional transportation plans that were reviewed to ensure consistency. Overall goals in these plans are consistent with the Village's overall transportation goals. The plans reviewed relate to the freeway system, rail, state highways, airport, bicycle, and pedestrian transportation.

The Wisconsin Department of Transportation updated its long-range plan titled *Connect 2050* in May 2022. The plan identifies trends and challenges that will pose difficulties as the department plans for Wisconsin's future transportation needs. Wisconsin's growing and aging population, rising costs, and increasing traffic congestion support the need for transportation alternatives such as transit. Land use and commuting patterns, as well as substantial projected increases in freight truck traffic, also need to be considered.

Additional plans that include the Village of Bellevue or include transportation infrastructure unique to the Bellevue area include:

Midwest Regional Rail Initiative (MRRI)
The MRRI incorporates nine Midwestern state DOTs that have been working together since 1996 to develop a 3,000 mile high-speed rail system for the region. Chicago will serve as the hub of the system. About 90 percent of the Midwest's population will be within a one hour car ride to a Midwest Regional Rail System station and/or 30 minutes of a feeder bus station. The Bellevue Comprehensive Plan acknowledges the MRRI and recommends that Village residents use the passenger rail service, when established, as an alternative to their personal vehicles.

Brown County Six (6) Year County Highway Improvement Plan 2023–2028
The Brown County Highway Department maintains a Six (6) Year (2023–2028) County Highway Improvement Plan that is reviewed and updated annually. A capital project is defined as an investment in a capital improvement that has a project cost of at least $250,000, is generally non-recurring, and has a service life of five years or more. Capital projects are proposed and adopted as part of the annual county budget process. Highway and bridge improvements are planned and programmed based on the following criteria:

- Pavement conditions
- Vehicle accident safety concerns
- Traffic congestion and delay problems
- Street expansion to accommodate increased traffic due to growth

All County highways are field inspected yearly. Three planned roadway projects are identified in the County's plan and include:

1. 2023: CTH JJ – CTH V to Hazen Road (1.54 lane miles) – Surface Maintenance.
2. 2025: CTH GV – WIS 172 to McDonald's Entrance (0.28 lane miles) – Concrete Pavement Repair.
3. Future (no year designated): CTH JJ – Steffens Way to Eaton Road – Reconstruction, 4-Lane Urban w/ roundabouts.

The Village should work closely with the Brown County Highway Department so that local street projects can be coordinated at the same time in order to maximize efficiency and minimize costs.

Wisconsin DOT Six Year Highway Improvement Program Northeast Region 2021–2027
The Wisconsin DOT (WisDOT) maintains a Six (6) Year (FY21-22 through FY26-27) County Highway Improvement Program for each region in the state. The WisDOT has divided its budget into major highway development projects and state highway rehabilitation projects. Only one State project is identified within this plan:

1. 2023 WIS 172 resurfacing from I-41 to I-43 (6.56 lane miles).

In addition, WisDOT, in coordination with Brown County, the Village of Bellevue and Town of Ledgeview recently determined the alignment and connection of S. Huron Road (CTH EA) to I-43 which will now run straight south from the roundabout at WIS 29 to where current Wall Street intersects Main Street in the Town of Ledgeview. WisDOT plans to design the final segment this winter or next spring, but it is a shelf plan only and is not in the current funding cycle or identified in any near-term cycle coming up.

Lastly, an implementation plan for a decades-old need to address congestion, public safety, and economic development issues is finally moving forward and will open up an additional regional access point to Bellevue from the south. The South River Bridge Connector project will begin at Packerland Drive in the Town of Lawrence, continues along a new road to a new Interstate 41 interchange and follows Southbridge and Red Maple Roads to the Fox River. The connector will then cross the Fox River and follow Rockland Road and a new road to reach the intersection of County X and County GV in the Town of Ledgeview. WisDOT recently announced that $50 million in bonding will be included in the Governor's next budget to build the Brown County Southern Bridge Connector Project.

The Village should work with the WisDOT to coordinate these and other future local projects in the community.

State Airport Plan
The Wisconsin State Airport System Plan 2030 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Bellevue plan recommends that the Village work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Regional Waterway Plans
The Port of Green Bay provides a unique state-of-the-art facility that most communities do not have access to. The Port connects with trucking and railroads to distribute goods throughout and beyond Wisconsin. Although not directly impacted by the Port of Green Bay, the importance of Bellevue's participation in future planning may assist in economic development in the area.

Road Expenditure Planning

With infrastructure comes maintenance. A sound transportation plan should be able to foresee and responsibly plan for upcoming expenses. Two ways of doing this is by participating in the PASER program and creating Capital Improvement Programs (CIP). The Village of Bellevue does both. The Village of Bellevue maintains a CIP that prioritizes and creates cost estimates for municipal improvement projects including streets. Each year the plan is reviewed and revised as needed. Maintaining a CIP allows the Village to effectively plan for future transportation expenditures and needs.

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as Pavement Surface Evaluation and Rating or PASER. PASER rates roadways from Failed (needs total reconstruction) to Excellent (no visible stress). PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning. Map 4-3 illustrates the current PASER ratings for the Village's roads.

Funding to Help Develop the Village's Transportation System

Due to their high cost, local roads are funded by the Village using a variety of methods and approaches. Typically, a blend of funding may be used in order to capitalize on interest rates or to leverage other funding that may be available. The following types of funding mechanisms and policies exist within the Village of Bellevue to accomplish this:

General Tax Levy / Bonding

Infrastructure and community facilities can be paid for directly using the Village's property tax levy as determined by the Town Board. This can be done with direct fund allocations or through general obligation bonding whereby monies are borrowed and paid back over time. To aid in the planning, the Village utilizes their Capital Improvement Plan (CIP) which is updated annually.

Special Assessments

Special assessments are charges for a portion of the cost of street, alley, drive approach, and sidewalk improvements that are assessed, per State Statute, to abutting properties by action of the Public Works Department and the Village Board. Assessments are used as a method of financing major construction to offset the principal and interest of loans used for construction and major maintenance. Assessments per property typically only occur once every 20–25 years. Assessments help keep the property taxes lower for the Village.

The process apportions the cost to those properties which are most benefited by the improvements. The costs associated with the project are divided up between the total numbers of lots in the project area. Therefore, the size of lots or lot frontage does not impact the cost per lot. The entire special assessment process is governed by State Statutes and Bellevue Municipal Code of Ordinances.

Communication to property owners starts well in advance of the planned construction and public hearings. Postcards are mailed, newsletter articles are listed, as well as Facebook, and Blog posts provided throughout the year on the topic. As the time for construction and assessment hearings draw near, additional letters are sent to the property owners for that construction year with additional information. Bills are typically sent out in September or October and may be paid in full without interest within 30 days of invoice. If the bill is not paid in full within 30 days, those charges will be levied on your annual property tax bill with interest. Payments are due annually over a 10 year period on the tax bill. Assessments can be paid off early, and interest is charged only on the remaining principal.

Wheel Tax

The Village relies heavily on special assessments for road improvement projects. In May, 2019, the Village enacted a $20.00 per vehicle municipal registration fee (aka wheel tax) to provide the Village a source of funds for special assessment subsidies to property owners, effective May 1, 2019.

At the same time, the Village put a maximum cap on special assessments (adjusted for inflation) for road projects. For projects that do not receive substantial grants, the actual costs exceed the assessment cap. The wheel tax revenue is used to partially fund the difference between the actual costs and the maximum assessment.

Transportation Grant Programs

To help the Village fund the development of its multi-modal transportation system, the Village should continue to apply for transportation grants from various sources over the next several years. The most common programs used by municipalities are identified below.

- **WisDNR Stewardship Program:** The Wisconsin's Stewardship Program provides funding for the construction of a community's bicycle and pedestrian system. Applications are accepted yearly on May 1st. The Village would be responsible for up to 50% of project costs.

- **Bipartisan Infrastructure Law (BIL) Program**
  Signed on November 15, 2021, the Bipartisan Infrastructure Law (BIL) updates federal law and potential federal funding levels across federally funded Wisconsin Department of Transportation (WisDOT) Local Programs. It is expected that new federal funds will be distributed over the next five fiscal years, beginning in the current Federal Fiscal Year 2022 (FFY 2022).

- **Local Roads Improvement Program (LRIP):** The Local Roads Improvement Program was established to assist local units of government in improving seriously deteriorating county highways, municipal streets in cities and villages, and town roads. Cities and villages apply for funding through the Municipal Street Improvement Program (MSI, formerly known as MSIP). Only work on existing county trunk highways, city and village streets, and town roads under the authority of the local unit of government are eligible for funding.

- **Statewide Enhancement Program:** The Wisconsin DOT offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement enhancement projects along WIS 29 and possibly along WIS 172 and I-43.

- **Highway Safety Improvement Program (HISP):** The Village should consider applying for grants from the HISP Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Village to address safety issues.

- **CMAQ Program:** CMAQ was created in 1993 to encourage transportation alternatives that improve air quality. It includes efforts to enhance public transit, construct bicycle and pedestrian facilities, improve traffic flow, and promote vehicle and fuel technologies that decrease emissions. Funding has typically gone to projects in the southeastern part of the state where there is an 11 county ozone non-attainment and maintenance area. If Brown County is ever designated as an air quality non-attainment area, the Village should consider seeking funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that could improve the area's air quality.

- **Local Transportation Enhancement (TE), Bicycle and Pedestrian Facilities Program (BPFP) and STP-Discretionary (STP-D) programs:** These programs have been collectively funded under the Statewide Multi-modal Improvement Program (SMIP). The TE program promotes projects that "enhance" the surface transportation system. There are 12 federally eligible categories, with bicycle and pedestrian categories typically making up almost two-thirds of Wisconsin projects awarded. The STP-D program funded projects such as bicycle and pedestrian facilities that foster alternatives to single-occupancy vehicle travel. The Bicycle and Pedestrian Facilities Program (BPFP) that was primarily used to fund bicycle planning related activities.

- **Safe Routes to School (SRTS) Program:** The 2005 federal transportation act, SAFETEA-LU, added a new bicycle and pedestrian program called Safe Routes to School (SRTS). The program addresses a long-term trend away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects. Projects must be within two miles of a kindergarten to 8th Grade school. Funding is currently on a two-year cycle.

- **Community Development Block Grants–Public Facilities for Economic Development (PFED):** The PFED program funds public facilities that help retain and increase employment and increase economic development. Eligible PFED projects include the installation, repair, or replacement of public water systems (including wells, water towers, and distribution systems) and sanitary sewer systems (including collection systems and treatment plants); storm drainage systems; streets; sidewalks; curb and gutter; parking; streetlights; and streetscape.

Transportation Goals, Objectives, and Recommendations

Goal 1: Design and maintain a multi-modal transportation system that provides for the ease of movement within and through the Village of Bellevue.

Objectives

1. Increase the connectivity of streets, trails, and sidewalks to improve transportation efficiency.
2. Design transportation infrastructure that incorporates all modes of transportation.

Recommendations

1. Support development concepts such as mixed use development and higher densities that are conducive to multi-modal transportation systems including transit systems.
2. Continue to maintain and identify future east/west and north/south corridors to ensure unrestricted routes and route options through the Village.
3. Where practical, utilize a 'grid' based pattern for local streets when large tracts of land are developed in order to reduce congestion.
4. Consider the use of roundabouts for intersection control when appropriate and where practical.
5. Minimize cul-de-sacs where they eliminate street connections.
6. Develop multi-modal connections to main traffic generators in the Village (schools, parks, residential areas, commercial areas, etc.).
7. Improve designated truck route signage and GPS information throughout the entire system.
8. Coordinate the development of the Village's multi-modal transportation system with Brown County, WisDOT, Green Bay Metro Transit, and the Green Bay/De Pere School Districts to ensure connectivity and a cohesive vision.
9. Begin discussion how the Village can plan for and support the deployment of electric vehicle charging stations in key areas of the community.

Goal 2: Ensure safe infrastructure for vehicles, bicycles, and pedestrians.

Objectives

1. Reduce vehicle, bicycle, and pedestrian accidents.
2. Provide safe options for residents who do not have access to vehicles.

Recommendations

1. Utilize the Village's Pedestrian, Bicycle & Safe Routes to School Plan as the main planning guide for pedestrian and bicycle infrastructure.
2. Evaluate new developments and reconstruction projects for safety concerns and incorporate traffic calming measures, street widths, and pavement markings where identified as needed.
3. Identify safety concerns in the Village and evaluate options to mitigate these concerns in the short term or when an area is reconstructed.
4. Consider creating an Advisory Committee that can provide input on vehicle, bicycle, and pedestrian safety needs and concerns.
5. Continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all of the bridges, overpasses, and other transportation structures in the Village have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
6. Minimize barriers to pedestrians and bicyclists.
7. Designate public rights-of-way at or near the end of the cul-de-sacs for multi-use paths where appropriate and consistent with the Village's Pedestrian, Bicycle & Safe Routes to School Plan.
8. Monitor the use and status of the existing rail line and consider a rails-to-trails conversion should the line be abandoned.

Goal 3: Create and maintain the Village's transportation infrastructure in a fiscally responsible manner.

Objectives

1. Minimize the costs of maintenance and new construction to residents.
2. Research alternative funding sources.

Recommendations

1. Consider evaluating the existing policy requiring bicycle parking facilities for new multi-family, institutional, commercial, and industrial development.
2. Consider bicycle facility incentives, such as reduced parking.
3. Evaluate new construction and reconstruction of streets, trails, and sidewalks for appropriate grant opportunities to offset costs. Coordinate projects with grant cycles.
4. Explore the use of Tax Incremental Financing Districts to fund infrastructure projects.
5. Coordinate Village transportation infrastructure projects with the Brown County Six (6) Year County Highway Improvement Plan and the Wisconsin DOT Six (6) Year Highway Improvement Program Northeast Region to reduce costs were potential projects meet.

6. Continue to use tools such as PASER Ratings, Capital Improvement Plans, and other long-term planning tools to help manage transportation infrastructure projects and costs.
7. Seek to move up the construction schedule of the connector road segment between WIS 29 and I-43.
8. Evaluate proposed road widths during new and reconstruction projects.

Goal 4: Participate in transportation planning for facilities outside Bellevue that may provide a benefit to the Village.

Objectives

1. Increase Village awareness to future development plans so that the Village may incorporate these plans into community strategies.

Recommendations

1. Continue to monitor the progress of the Midwest Regional Rail Initiative (MRRI).
2. Work with representatives of the Austin Straubel International Airport to support the retention and, if possible, expansion of air carriers that offer passenger and freight service and seek ways to promote the proximity to the airport to enhance economic development.
3. Ensure that Bellevue's current and future interests are considered by Port of Green Bay representatives and seek ways to promote the proximity to the port to enhance economic development.
4. Support the development of passenger rail and private bus service that serves the area.

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