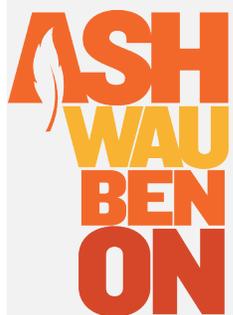


VILLAGE OF ASHWAUBENON

Comprehensive Pedestrian and Bicycle Plan



Adopted: January 27, 2026

Village of Ashwaubenon Comprehensive Pedestrian and Bicycle Plan



**Prepared by the Brown County Planning Commission and the Ashwaubenon
Bicycle and Pedestrian Committee**

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Village of Ashwaubenon Brown County, Wisconsin



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List of Abbreviations, Acronyms, and Symbols

AASHTO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
ADT	Average Daily Traffic
APS	Ashwaubenon Public Safety Department
CORP	Comprehensive Outdoor Recreation Plan
CTH	County Trunk Highway
FHWA	Federal Highway Administration
SRTS	Safe Routes to School Program
STH	State Trunk Highway
USDOT	United States Department of Transportation
USH	US Highway
WDOA	Wisconsin Department of Administration
WisDOT	Wisconsin Department of Transportation

1 Introduction

1.1 Purpose and Vision

This plan has been created by the Village of Ashwaubenon to provide a locally tailored and community supported approach to meeting the unique pedestrian and bicycle transportation needs and desires of the village over the long term. This plan provides background information that helps to assess the current state of pedestrian and bicycle transportation in the village. Based on the background information and the results of the planning process (including extensive public participation), this plan provides a course of action to achieve the Village’s long-range vision for walking and bicycling. This course of action is expressed in terms of a vision statement which is then refined into specific goals, objectives, policies, and strategies.

1.1.1 Benefits of Walking and Bicycling

The Village of Ashwaubenon hopes to experience the many benefits of an improved environment for walking and bicycling by adopting and implementing this plan. Those benefits include:

- ◆ **Transportation** – Walking and bicycling are the most basic, efficient, and inexpensive forms of transportation. Many trips in the village currently taken by motor vehicle are within walking or biking distance, and for a portion of the village population, these are the only forms of transportation available (along with transit).
- ◆ **Health and Fitness** – Walking and bicycling provide health benefits, and concern over the health of students in particular can be addressed by increasing walking and bicycling to school.
- ◆ **Recreation** – Many people in the village walk and bicycle for fun or for sport.
- ◆ **Environment** – Bicycling and walking are non-polluting forms of transportation, and where they reduce the need for motor vehicle trips, the environmental benefits are even greater.
- ◆ **Traffic Congestion Mitigation** – Increasing the width, speed, and capacity of streets and highways can only go so far in reducing traffic congestion. As communities grow, traffic congestion can be more effectively reduced by decreasing the demand for motor vehicle trips. This is achieved by increasing the viability of walking, bicycling, and transit use.
- ◆ **Quality of Life** – Walking and bicycling have been found to be good indicators of overall community health. If the village is a safe place to walk and bicycle, then underlying law enforcement and safety problems have been addressed. Residents and businesses will continue to be drawn to such a community.
- ◆ **Economic Development** – The village’s ability to attract and retain businesses, support employment opportunities, and maintain a stable tax base depends on its ability to adapt to the changing economic environment. Many trends that the community is likely to face in the near future (e.g., increasing cost of fuel, increased emphasis on health and the environment, aging population, etc.) have connections to providing a complete transportation system that includes walking and bicycling.

1.1.2 Complete Streets

The Village of Ashwaubenon hopes to provide a more balanced transportation system, or “complete streets,” by adopting and implementing this plan. This means that the community’s streets should be designed to safely accommodate all users. Even today, there are many members of the community that must rely on bicycling, walking, and transit as their primary mode of transportation. And many members of the community that have the option of using a motor vehicle would like to experience the benefits of increased walking and

bicycling. “Complete streets” will provide pedestrians, bicyclists, motorists, and bus riders of all ages and abilities with the option to safely move along and across the village’s streets.

1.1.3 Vision Statement

The Village of Ashwaubenon’s vision for bicycling and walking is an expression of the desired future state of the community over the long term. Portions of the vision may be immediately achievable, while other portions may take 20 years to be realized. And because it is intended to stretch and challenge the thinking of the community, there may be portions of the vision statement that are not achievable within this time horizon, but are worthy pursuits, nonetheless. Only time will tell how successful the village will be in working toward its desired future state.

Village of Ashwaubenon Comprehensive Pedestrian and Bicycle Vision

It is the year 2045, and the Village of Ashwaubenon Pedestrian and Bicycle Plan has been implemented...

A full range of safe, efficient, and attractive transportation options are available throughout the Village of Ashwaubenon. The village’s pedestrian and bicycle system connects destinations, provides safe options for all segments of the population, and enhances the village’s economy, health, and quality of life.

Connectivity

The village’s pedestrian and bicycle system is functional and valuable because it connects destinations. Barriers to walking and biking have been overcome in order to connect all parts of the village with a focus on residential neighborhoods, parks and multi-use paths, schools, the mall area, community businesses, and other community attractions. Both large barriers (like Highways 41 and 172, Oneida Street, Ashland Avenue, and the Fox River) and smaller barriers (like inadequate sidewalks, crosswalks, traffic signals, bike lanes, and bike parking) have been overcome. This has been accomplished through private development and redevelopment as well as public infrastructure improvement projects.

Safety

The village’s transportation system has been completed, providing safe places for all modes: walking, bicycling, transit, and automobiles. Safety has been enhanced for all segments of the community that utilize walking and bicycling. This includes students, those who walk and bicycle for recreation or fitness, and those who walk and bicycle for transportation. This has been accomplished by providing an appropriate mix of sidewalks, multi-use paths, bike lanes, signed bike routes, paved shoulders, transit routes and stops, and intersection improvements. Appropriate measures have been employed in different locations based on the needs of community members, the relative costs and benefits of alternatives, and the priorities set by village decision makers. This has also been accomplished through improved education, enforcement, and encouragement programs.

Economy

The local economy has changed over time. The village’s pedestrian and bicycle system successfully anticipated those changes and helped the village adapt to the new economy. Because of the connections between economic success, culture and attitudes, and quality of life, the local business community has realized benefits of improved access and connectivity by multiple modes of transportation.

Health

Improved pedestrian and bicycle facilities, education, enforcement, and encouragement have increased walking and bicycling, which in turn have resulted in improved health of the community. As the safety and comfort of walking and bicycling improved, the health of students and the older segment of the population benefited in particular.

1.2 Scope of Plan

The *Village of Ashwaubenon Comprehensive Pedestrian and Bicycle Plan* is intended to be an advisory document that informs and guides decision making relative to all aspects of village governance that affect walking and bicycling. This plan should be referenced by the Village Board, its committees and boards of jurisdiction, village staff, and by citizens of the community when issues and opportunities related to walking and bicycling are at hand. Examples of related activities and decisions include:

- ❖ Proposed new development and redevelopment projects
- ❖ Street and highway reconstruction projects
- ❖ Capital improvement and other planning for community investments
- ❖ Park, recreation, and multi-use path planning
- ❖ Transit planning
- ❖ School curriculum development
- ❖ Training, equipping, policies, and procedures of law enforcement

This is a long-range plan, meaning that the time horizon for its implementation spans approximately 20 years. As community conditions change, as additional information becomes available, and as related state and federal programs change, this plan should be reviewed and updated. As a guideline, this plan should be reviewed annually with a more extensive review and update at least every five years.

1.2.1 Guiding Principles

Transportation planning has changed over time, from narrowly focusing on building highways to recognizing the complexities of a transportation network and the need to balance the needs of different users. With these changes, approaches to addressing safety have also changed.

Safe System Approach

The U.S. Department of Transportation's (U.S. DOT) adopted *National Roadway Safety Strategy* (NRSS) outlines the Department's approach to working towards an ambitious long-term goal of reaching zero roadway fatalities. Through the NRSS, the U.S. DOT has adopted the Safe System Approach as the guiding approach to address roadway safety. The Safe System Approach is a shift from conventional safety because it focus on both human mistakes and human vulnerability and works to design a transportation system with redundancies in place to protect everyone. It works by building and reinforcing multiple layers of protection to both prevent crashes from happening in the first place and then minimizing the harm caused to those involved when crashes do occur.¹ This is a shift from focusing on crash prevention at an individual level and looking more broadly at external factors that contribute to traffic injuries and death.

The Safe System Approach incorporates the following principles:

What this plan will do:

- ◆ Objectively inventory current conditions
- ◆ Create a shared vision, goals, and objectives for the long term
- ◆ Attempt to integrate plans and policies of village departments
- ◆ Adopt new policies to improve the decision-making process
- ◆ Adopt standardized approaches to bicycle and pedestrian infrastructure
- ◆ Explore many alternatives
- ◆ Identify appropriate facilities for specific locations
- ◆ Recommend programs for improved education and enforcement
- ◆ Recommend an action plan for implementation

What this plan will not do:

1. (Will not) solve problems immediately
2. (Will not) recommend sidewalks everywhere
3. (Will not) take a blanket approach to any recommended facility
4. (Will not) be successful without community participation and support

¹ U.S. Department of Transportation. What Is a Safe System Approach? 2025. <https://www.transportation.gov/safe-system-approach>.

- ❖ **Death and Serious Injuries are Unacceptable** – A Safe System Approach prioritizes the elimination of crashes that result in death and serious injuries.
- ❖ **Humans Make Mistakes** – People will inevitably make mistakes and decisions that can lead or contribute to crashes, but the transportation system can be designed and operated to accommodate certain types and levels of human mistakes, and avoid death and serious injuries when a crash occurs.
- ❖ **Humans Are Vulnerable** – Human bodies have physical limits for tolerating crash forces before death or serious injury occurs; therefore, it is critical to design and operate a transportation system that is human-centric and accommodates physical human vulnerabilities.
- ❖ **Responsibility is Shared** – All stakeholders – including government at all levels, industry, non-profit/advocacy, researchers, and the general public – are vital to preventing fatalities and serious injuries on our roadways.
- ❖ **Safety is Proactive** – Proactive tools should be used to identify and address safety issues in the transportation system, rather than waiting for crashes to occur and reacting afterwards.
- ❖ **Redundancy is Crucial** – Reducing risks requires that all parts of the transportation system be strengthened, so that if one part fails, the other parts still protect people.

Illustration 1-1: Safe System Approach



Graphic: U.S. DOT

The five elements of the Safe System Approach are:

- ❖ **Safer People** – Encourage safe, responsible driving and behavior by people who use our roads and create conditions that prioritize their ability to reach their destination unharmed.
- ❖ **Safer Roads** – Design roadway environments to mitigate human mistakes and account for injury tolerances, to encourage safer behaviors, and to facilitate safe travel by the most vulnerable users.
- ❖ **Safer Vehicles** – Expand the availability of vehicle systems and features that help prevent crashes and minimize the impact of crashes on both occupants and non-occupants.
- ❖ **Safer Speeds** – Promote safer speeds in all roadway environments through a combination of thoughtful, equitable, context-appropriate roadway design, appropriate speed-limit setting, targeted education, outreach campaigns, and enforcement.
- ❖ **Post-Crash Care** – Enhance the survivability of crashes through expedient access to emergency medical care, while creating a safe working environment for vital first responders and preventing secondary crashes through robust traffic incident management practices.

While the village may have less control over things like vehicle technology, most of these elements are directly relevant to this plan. The Safe System Approach principles and elements are consistent with this plan’s goals and objectives and can be framework for decision-making and plan implementation.

1.3 Goals and Objectives

A critical first step in planning is to understand the need for the plan and to clearly define the problem to be addressed. In the Village of Ashwaubenon's planning process for pedestrian and bicycle transportation, this was initially accomplished by identifying issues, opportunities, and desires through gathering public input. Through further discussions with the Bicycle and Pedestrian Committee and village staff, the issues and opportunities were further refined. The resulting information was used to establish the goals and objectives of the plan. The goals and objectives will help inform decision-making, set policy, and prioritize future projects. Through these steps, the plan's vision can be realized.

1.3.1 Issues and Opportunities

Identifying issues and opportunities help define the need for the plan from the viewpoints of community members and key partners. For the first village bicycle and pedestrian plan, the issues and opportunities were identified using a nominal group process, which gives all participants an opportunity to provide input, and then prioritized by voting on the opportunities and issues generated. For this plan update, the issues and opportunities from the 2018 plan update were used as a starting point. The 2025 public input survey results were compiled, and the top issues and opportunities identified were evaluated against those in the current plan with the Bicycle and Pedestrian committee. The issues and opportunities that remained the same were retained, and new ones were added to the lists. The complete survey results will be included in the appendix.

While there were many different issues and opportunities identified, the ones that came up most often in the survey are prioritized below:

Top Issues

1. Better and safer street crossings at major intersections.
2. Connecting neighborhoods and commercial areas that are separated by highways and busy streets.
3. Lack of adherence to traffic laws and lack of knowledge and adherence to bicycle and pedestrian responsibilities.
4. Gaps in the pedestrian and bicycle network.
5. Mobility around mall (i.e., lack of bike and pedestrian access to surrounding area and businesses).

Top Opportunities

1. Improving street crossings at key locations in the community, including signal timing and detection.
2. Filling in network gaps to improve connectivity within the community.
3. Making commercial areas and destinations more accessible to pedestrians and bicyclists.
4. Safe Routes to School Program to help with education and increase walking and biking to school.
5. Increasing awareness and education around traffic laws, especially related to biking and walking.
6. Connecting to surrounding communities via biking and walking.
7. Improving bicycle parking.

1.3.2 Goals and Objectives

Goals and objectives set a framework for decision making in the Village of Ashwaubenon. For issues related to pedestrian and bicycle transportation, the goals, objectives and policies of this plan should be used to guide and focus the discussion (policies are outlined in Chapter 5). The goals and objectives are also related to the issues, opportunities, and strategies of this plan. Illustration 1-1 shows this relationship. The discussion of issues and opportunities sets the initial direction for the planning process. Each step up represents a further refinement in working from the more general to the more specific.

Illustration 1-2: Steps in the Planning Process



Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan strategies. The accomplishment of objectives contributes to fulfillment of the goal.

Multimodal Transportation Definition – Multiple modes of transportation, or put more simply, different ways to move around in a community or area.

Goal 1. Develop a multimodal transportation system that effectively connects destinations and eliminates or mitigates hazards and barriers to biking and walking.

Supporting Objectives

1. Establish pedestrian and bicycle routes that safely connect the four major regions of the village (the four regions separated by Highways 41 and 172).
2. Establish bicycle routes that provide functional north-south and east-west corridors as well as connections to surrounding communities. This includes improving connectivity to the east side of the Fox River.
3. Establish pedestrian and bicycle routes that safely cross arterial streets.
4. Provide pedestrian and bicycle facilities that connect all parts of the village and that are safe, functional, and appropriate, given the street classification and cross-section, traffic volumes and speeds, cost, and other factors.
5. Provide on-street bicycle facilities on arterial and collector roadways that are safe, functional, and appropriate, given the street classification and cross-section, traffic volumes and speeds, cost, and other factors.
6. Provide multi-use paths, where feasible and appropriate, when planning for and developing parks, other recreational and open space areas, shorelands, drainage ways, greenways, railroad rights-of-way, utility corridors (e.g., sewer and gas lines), and other linear corridors, especially those that serve both transportation and recreational uses.

7. Integrate transit into the design of pedestrian and bicycle facilities and work cooperatively to improve the accessibility and attractiveness of transit as a transportation choice.
8. Develop safe travel routes in places where people need to walk, especially near schools, parks, and activity centers.

Goal 2. Develop a bicycle and pedestrian network that is safe and functional with facilities that are appropriately designed for the abilities and training of the expected users.

Supporting Objectives

1. Design the majority of the village’s bicycle transportation system so that it can be safely used by all groups.
2. Seek to provide a higher level of service for bicyclists on roadways that are designated as bicycle routes.
3. Provide bicycle parking that is safe, secure, appropriately designed, and conveniently located in business districts and other public areas where needed (e.g., at public institutions, parks, park-and-ride lots, and bus transfer points).
4. Accommodate the needs of bicyclists and pedestrians in the design of bridges and underpasses/overpasses, street intersections, railroad crossings, and traffic control devices.
5. Support the expanded role of transit to connect the bicycle and pedestrian transportation network.
6. Utilize traffic calming measures, where feasible and appropriate, to help manage traffic on local streets.
7. Improve pedestrian features including sidewalks, multi-use paths, and on-street facilities in places where safety is a concern, where routes need to be connected, and where both motorized traffic and pedestrian volumes are high.
8. Incorporate improved pedestrian and bicycle features in the development and redevelopment of commercial and entertainment areas, especially the Oneida Street retail/mall area, and the stadium entertainment district.
9. Use a consistent set of pedestrian and bicycle facility design standards (e.g., the *Wisconsin Bicycle Facility Design Handbook*, the *American Association of State Highway and Transportation Officials (AASHTO) Guide for the Planning, Design, and Operation of Pedestrian Facilities* to name two possible examples).

Goal 3. Fully integrate the needs of bicyclists and pedestrians into the village’s land use planning, development site plan review, capital improvements, and facilities maintenance processes.

Supporting Objectives

1. Maintain consistency between the *Pedestrian and Bicycle Plan* and other community plans and operational policies.
2. Continue Bike and Pedestrian Committee input into the site plan review process.

3. Develop a policy to look at infill and redevelopment modifications regarding bicycle and pedestrian facilities.
4. Fund pedestrian and bicycle facility improvements in conjunction with roadway projects as a routine part of the cost of the project, and consider additional funding sources (such as grants, state and federal programs, etc.).
5. Maintain pedestrian and bicycle facilities to a reasonable level of safety, walkability, and bikeability, considering pavement surface, clearance conditions in all seasons, traffic control devices, and parking facilities.

Goal 4. Support the effectiveness of the village's pedestrian and bicycle transportation system through education, enforcement, and encouragement measures.

Supporting Objectives

1. Encourage walking and bicycling for transportation as well as recreation, particularly for trips to school, work, shopping, and special events.
2. Increase the participation of schools, students, and adults in pedestrian and bicycle safety education programs and training courses.
3. Provide and promote safety education and encouragement programs taught by qualified instructors and targeted to youth and adult pedestrians, bicyclists, and motorists.
4. Beginning as early as kindergarten, educate students about walking and biking so that they gain the ability to use the majority of the village's bicycle and pedestrian transportation system. Reinforce this education when children reach middle school.
5. Pursue opportunities for regional or national recognition that highlight the Village's commitment to improving bicycle and pedestrian infrastructure and safety.
6. Educate law enforcement personnel on pedestrian and bicycle safety, especially relative to those traffic law violations by pedestrians, bicyclists, and motorists that are most likely to lead to crashes.
7. Consistently enforce traffic laws that enhance pedestrian and bicyclist safety by citing violations (particularly those most likely to lead to crashes) by pedestrians, bicyclists, and motor vehicle operators.

2 Background Information

Understanding the current community conditions provides important context to help in updating this plan, which is outlined in this chapter.

2.1 Community Profile

A community profile of key demographic data and other critical features of the village’s existing landscape has been analyzed. Understanding this data helps to answer two key questions.

1. Which segments of the community can the plan for pedestrian and bicycle transportation be designed to serve?
2. What factors of the existing landscape will influence or limit the extent to which the bicycle or transportation system can be improved?

2.1.1 Resident Population

Table 2-1 shows the 2020 Census population for the village along with the 2024 estimated population as determined by the Wisconsin Department of Administration (WDOA). Illustration 2-1 shows historic Census data along with the WDOA projected population for the village out to the year 2040.

Table 2-1: 2020 Census and 2024 Estimated Population

	2020 Census	2024 Estimate
Village Population	16,991	17,870
Numeric Change		879
Percent Change		5.17%

Source: US Bureau of the Census, 2020 and Wisconsin Department of Administration, 2024

Who can benefit from an improved pedestrian and bicycle transportation system in Ashwaubenon?

Community segments with unique transportation needs:

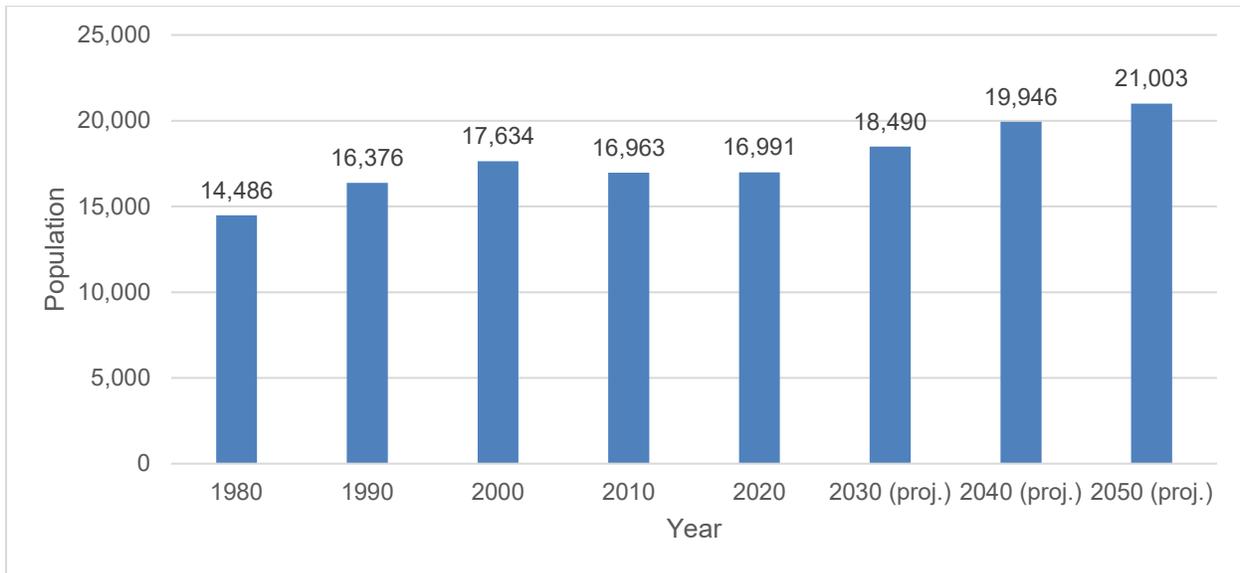
- Children
- Seniors
- People with disabilities

All community members based on level of ability and training:

- Advanced or experienced adults
- Casual or novice adults and teenagers
- Properly trained preteens
- Adult supervised children

See Section 2.2 for more information on levels of ability and training.

Illustration 2-1: Historic and Projected Population (1980 to 2050)



Source: US Bureau of the Census and Wisconsin Department of Administration

The village's population experienced strong growth from 1980 through 2000. However, between 2000 and 2010, Ashwaubenon actually experienced a slight decline in population of 671 residents. The village's population is projected to increase slowly over the next 25 years, so the village resident population alone is not a major factor behind the need for improved bicycle and pedestrian options. A more detailed look at the village's population is necessary to understand some of the more relevant factors.

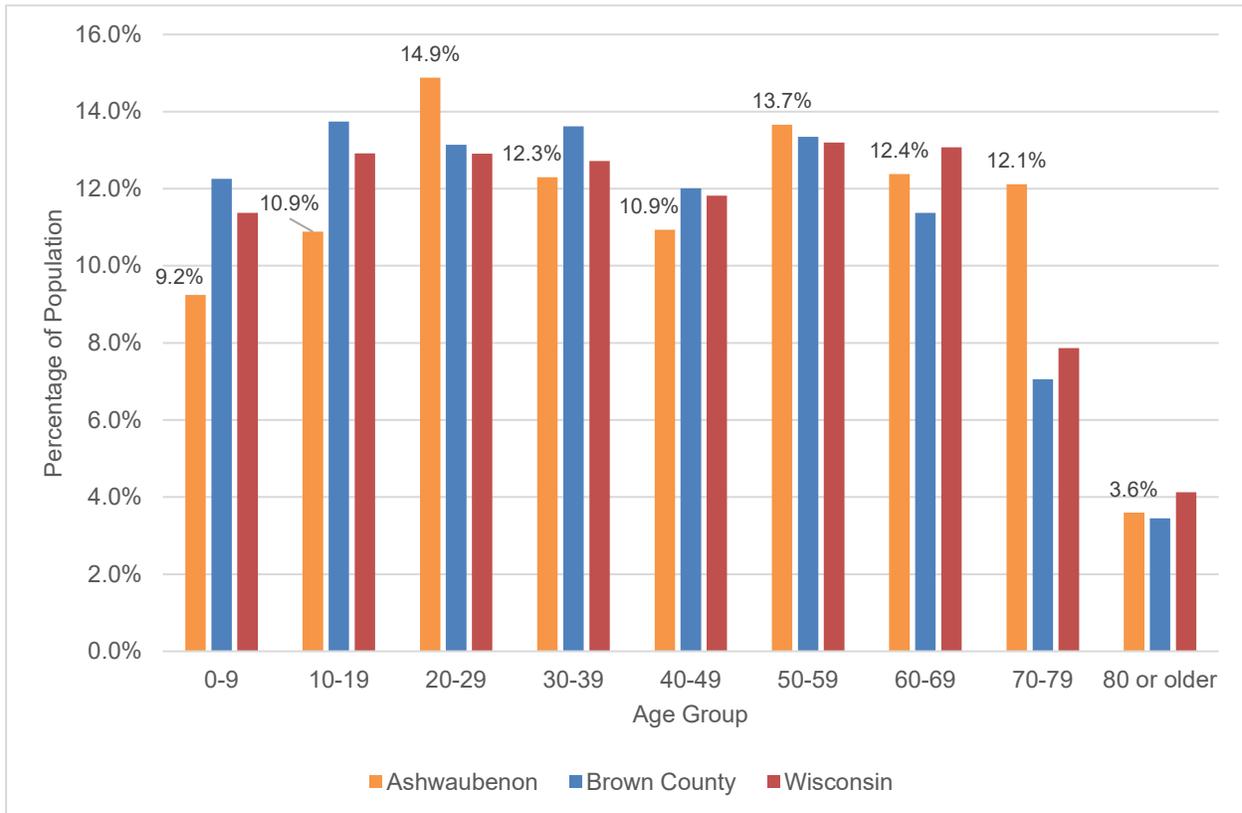
2.1.2 Daytime Population

While the village's 2020 population from the decennial census was 16,991 persons, the *Village of Ashwaubenon 2025 Comprehensive Plan* estimates Ashwaubenon's daytime population exceeds 36,000 with the substantial increase due to the significant numbers of employees for Ashwaubenon businesses, shoppers at Bay Park Square Mall, and visitors to Lambeau Field and the stadium district, many of which would benefit from increased access to pedestrian and bicycle facilities within the village.

2.1.3 Population by Age Group

Illustration 2-2 and Table 2-2 display the age characteristics of the village population based on the 2023 American Community Survey (ACS) 5-Year Estimates.

Illustration 2-2: Population by Age Group



Source: U.S. Census Bureau American Community Survey, 2023 ACS 5-Year Estimates

Table 2-2: Median Age

	Median Age
Wisconsin	40.1
Brown County	37.9
Ashwaubenon	42.5

Source: U.S. Census Bureau, American Community Survey 2023 5-Year Estimates

These data show that both the age structure and median age of the Village of Ashwaubenon trend slightly older than at the county and state levels. Of primary importance are the groups aged 50-59 and 70-79, which are older than both the state and county. Transportation needs change as the population ages. Not only will modes other than the motor vehicle increase in importance, but the design of sidewalks, crosswalks, pedestrian signals, and the like must take a full range of ages into account. However, the population group aged 20-29 is greater in Ashwaubenon than the county or the state. Depending on the housing choices of that age group, if they are living in new multi-family residential housing, they will generally be closer to commercial areas in the village that they can walk and bike to.

2.1.4 Student Population

Table 2-3 displays the school enrollment characteristics of the village based on the 2024-2025 school year and ACS estimates.

Table 2-3: School Enrollment

School Range	Number	Percent
Pre-K - Kindergarten	438	10.7%
Elementary School (1-5)	1,103	26.9%
Middle School (6-8)	766	18.7%
High School (9-12)	1,042	25.5%
College Or Graduate School*	738	18.1%
Total	4,087	100.0%

Source: Wisconsin Department of Public Instruction, 2024-2025 School Year, *2023 ACS 5-Year Estimates

These data show that there were 4,087 students in the village, 56.4% of whom were eighth grade and younger. These very young members of the community are of particular importance when planning for pedestrian and bicycle transportation. Appropriate engineering, education, enforcement, and encouragement are necessary to ensure that this segment of the population can safely access schools, parks, neighborhoods, and other destinations within the community.

2.1.5 Population with Disabilities

Table 2-4 displays the estimated population with disabilities by age group based on the 2023 5-Year ACS.

Table 2-4: Population with Disability

Age Group	Number	Percent
5-17 Years	132	7.0%
18-34 Years	450	24.0%
35-64 Years	482	25.6%
65-74 Years	524	28.0%
75 Years And Older	288	15.4%
Total	1,876	100.0%

Source: U.S. Census Bureau American Community Survey, 2023 ACS 5-Year Estimates.

These data show that there were an estimated 1,876 people with disabilities in the Village of Ashwaubenon, or 11.2% of the population. This is based on the resident population, so the daytime population of people with disabilities is likely higher. A critical factor for pedestrian transportation will continue to be the appropriate engineering, education, enforcement, and encouragement necessary to provide a safe environment for persons with disabilities. Communities must also comply with the legal framework of the Americans with Disabilities Act.

2.1.6 Household Characteristics

Tables 2-5, 2-6, and 2-7 along with Illustration 2-3 provide information related to the income levels and vehicle availability of households in the village based on the 2023 ACS 5-Year estimates.

Table 2-5: Household Income

Household Income	Percent
< \$10,000	7.3%
\$10,000 - \$14,999	3.4%
\$15,000 - \$24,999	5.0%
\$25,000 - \$34,999	8.1%
\$35,000 - \$49,999	12.3%
\$50,000 - \$74,999	15.9%
\$75,000 - \$99,999	14.2%
\$100,000 - \$149,999	19.2%
\$150,000 - \$199,999	7.8%
\$200,000 OR MORE	6.8%
Total	100.0%

Source: U.S. Census Bureau American Community Survey, 2023 ACS 5-Year Estimates

Table 2-6: Median Household Income

Median Income	
Wisconsin	\$75,670
Brown County	\$77,490
Ashwaubenon	\$71,180

Source: U.S. Census Bureau American Community Survey, 2023 ACS 5-Year Estimates

The household income data show that an estimated 15.7% of all village households made less than \$25,000 in 2023. Correspondingly, Ashwaubenon’s median household income is somewhat lower than both the state and county, potentially because of the village’s generally older population. This is important in estimating the village’s need for bicycle and pedestrian transportation options, as these may be the only options available for lower income households.

Table 2-7: Vehicles Available per Household

Vehicles Available Per Household	Number	Percent
None	358	4.4%
1	3,124	38.5%
2	3,333	41.0%
3 Or More	1,305	16.1%
Total	8,120	100.0%

Source: U.S. Census Bureau American Community Survey, 2023 ACS 5-Year Estimates

This data further demonstrate the importance of pedestrian and bicycle transportation options for significant segments of the community. There are an estimated 3,124 households in the village with one vehicle available and 358 households with no vehicles available. Together, these account for an estimated 42.9% of all households. Since many households include more than one person who works outside the home, it is

reasonable to conclude that portions of both the one-vehicle and no-vehicle households must rely on walking, bicycling, or transit to get to work or other destinations.

2.1.7 Community Landscape

The village's limited land base is a significant community feature for transportation planning. The village has very limited options to expand through annexation, as it is now bounded by cities and villages on all sides but a portion of the southern boundary. Within the existing village boundary, undeveloped lands are being developed at a pace that makes the build-out of the community a foreseeable event.

What this means to Ashwaubenon is that there will be diminishing opportunities to develop land uses and their related transportation systems from a "blank slate." When previously undeveloped areas begin to develop, careful planning and site design will be necessary in order to realize the vision and carry out the implementation of this plan. Redevelopment and infill development projects will also be very important, because those represent opportunities to build sidewalks, trails, and bicycle facilities that improve network connectivity and safety.

What this also means to Ashwaubenon is that the community is relatively compact. At approximately 10 square miles in total area, locations throughout the village should be very reachable by most bicyclists and many pedestrians once the improvements recommended by this plan have been implemented. When combined with transit options, the village's destinations are even more accessible and well connected with other destinations throughout the Green Bay metropolitan area. As future development takes place in the village limits, it will be important to maintain a density of development that continues to enhance this positive feature of the community.

The village's climate is another significant community feature relative to transportation planning. For several months of the year, the cold and snow of northeast Wisconsin winters limit all but the most experienced bicyclists and also create challenges for pedestrians at times. This climate has implications for the usability of pedestrian and bicycle facilities and for the standards of winter maintenance that are applied by the village. The clearing of snow and ice from sidewalks, multi-use paths, and the edges of streets (where bicycle lanes and wide outside lanes might typically become treacherous) are of particular concern. The availability of budget, personnel, equipment, and other resources all affect the feasibility of related maintenance decisions.

The village should consider aspects of "winter city design" to help overcome some of the climate challenges. Where pedestrian-friendly urban environments can be maintained or created in the future, winter city design helps to minimize the effect of wind, maximize the availability of sunlight, and provide ample space for snow storage. This is achieved through such measures as solar orientation of buildings, evergreen windbreaks, wide sidewalks covered by canopies or awnings extending from storefronts, ample terraces for snow storage, and raised sidewalks and crosswalks.

2.2 Existing and Historic Plans, Policies, and Programs

Existing and historic plans, policies, and programs will help provide important points of context for future recommendations as well as an understanding of the current state of pedestrian and bicycle transportation in the village.

2.2.1 Village of Ashwaubenon Comprehensive Plan Update

The *Village of Ashwaubenon Comprehensive Plan Update* was adopted in 2025 and provides the village's long-range plan for the future physical, social, and economic development of the community as a whole. Section 66.1001 of the Wisconsin Statutes governs the content, legal status, and procedural aspects of comprehensive plans. Under this statute, the village is required to:

- ◆ Make decisions in a fashion that is consistent with the comprehensive plan relative to general zoning, subdivision regulation, official mapping, and shoreland/wetland zoning.
- ◆ Follow certain procedural requirements when adopting or amending the comprehensive plan including the use of public participation.

Comprehensive plans address nine elements, all of which have important connections to pedestrian and bicycle transportation.

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

Based on the village's comprehensive plan, pedestrian and bicycle transportation have important roles in the future physical, social, and economic development of the community, as they are integrated into many components of the plan. The examples on the following page are from the comprehensive plan and should be taken into consideration in the implementation of this plan.

Key Goals and Objectives

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
Land Use Objective: “Identify opportunities for connections between the Fox River and the Holmgren Way/S. Oneida Street corridors.”	This objective is realized in this plan through examining the existing bicycle and pedestrian network and identifying opportunities to improve connections.
Land Use Objective: “Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.”	The objective aligns with this plan’s objective (Goal 3, Objective 2) to involve the Bike and Pedestrian Committee in the site plan review process.
Transportation Goal: “Maintain a safe and efficient multimodal transportation system that serves all Ashwaubenon residents.”	The transportation goal aligns with Goal 1 of this plan.
Transportation Objective: “Evaluate Ashwaubenon’s existing pedestrian and bicycle facilities and determine future needs through regular updates to its Comprehensive Bicycle and Pedestrian Plan.”	The objective is being met through the plan update process.
Transportation Objective: “Promote the redevelopment of the stadium district with site planning techniques that encourage walking and bicycling as viable transportation options.”	The objective will be met through the site plan review process (Goal 3, Objective 2).
Transportation Objective: “Utilize well-connected street patterns to distribute traffic evenly and maximize mobility and accessibility for all residents.”	The objective relates to multiple goals and objectives in this plan to improve the bicycle and pedestrian network through improving facilities and connections in the existing street grid.
Transportation Objective: “Maximize safety and accessibility at the village’s intersections using visual cues and traffic calming techniques as warranted.”	This plan has goals and objectives related to the transportation objective, and improving crossings is an important issue identified through this plan update.
Transportation Objective: “Continue to develop a pedestrian system in the village by installing sidewalks in new neighborhoods and providing connections to schools and other pedestrian traffic generators identified in the Bicycle and Pedestrian Plan.”	This plan will identify and evaluate those connections.
Transportation Objective: “Leverage outside funding sources to assist the village in paying for multimodal transportation improvements.”	The objective aligns with Goal 3, Objective 5 in this plan.
Intergovernmental Cooperation Goal: “Coordinate with surrounding communities, WDNR, WisDOT, and Brown County regarding intermunicipal pedestrian and bicycle network linkages.”	The objective aligns with Goal 3, Objective 1 in this plan.

Growth and Development Strategies

The areas listed below have an important role in making the village walkable and bikeable through realizing the vision for each one.

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
Neighborhoods. Neighborhoods should be pedestrian-friendly and while primarily residential, should offer a mix of uses and amenities.	Evaluate existing neighborhood school to home walk/bike routes for pedestrian and/or bicycle facilities.
Village Center. The Village Center district includes the area east of Lambeau Field and extends south between Oneida Street and Ashland Avenue to Cormier Road. This district is to be a vibrant, walkable area with a mix of residential, entertainment, commercial, and public uses.	Mixed-use development, high density housing, in-fill residential development, and other creative housing options encourage walking and bicycling.
Riverfront/Broadway. The Riverfront/ Broadway District extends along the village's eastern boundary between Ashland Avenue and the Fox River. Redevelopment in this area should include trails and housing that facilitates public access and gathering spaces.	Review these areas in terms of the potential for off-street trail linkages to the existing Ashwaubomay Trail or off-street trail linkages to the other identified districts.
Titletown Corridor. The Titletown Corridor extends west from Lambeau Field along Lombardi Avenue to I-41. This is a destination for both residents and visitors for events and year-round amenities.	The mixture of uses and numbers of visitors to this area will drive a need for pedestrian and bicycle facilities.
Ridge Road Corridor. The Ridge Road Corridor extends south from the Titletown District to Cormier Road and is intended to preserve its identity as a neighborhood and as a pedestrian-friendly business environment.	Bicycle and pedestrian facilities in this area should support neighborhood connections to the parks and small commercial uses within the district.
Oneida / Holmgren/ Ashland Corridor. This area will continue to retain its automobile-oriented land uses, while at the same time building pedestrian-oriented pockets to appeal to residents of the Village Center or Riverfront/Broadway Districts.	Although primarily a vehicular district, the many commercial businesses within the area will draw pedestrians and bicyclists from the Village Center, Titletown, and nearby residential neighborhoods.

Future Land Use Chapter

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
General Development Considerations	
Neighborhood Connectivity and Street Network. The street network and neighborhood connectivity is impacted by natural and physical (such as highways) constraints. In some cases, pedestrian and bicycle connections can still utilize natural areas to improve connectivity. Where constraints do not exist, the street network should knit areas together and provide multiple ways for different users to move about.	Goal 1 and its objectives focus on improving connectivity and creating different ways for people to move about the community.

The items on the following page are listed by planning area, which are unofficial areas in the village where there are similar land uses and geographic locations. The improvement considerations listed are potential

physical development ideas related to walking and biking in the village. Relevant administrative processes are also included in the list.

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
Specific Planning Area Improvement Considerations and Administrative Processes	
<p>Broadway North Residential Neighborhood Area. Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Ave. at Cormier Road.</p>	<p>The planning area improvement considerations and administrative processes related to bicycle and pedestrian facilities will be reviewed in the development of this plan and are consistent with this plan's goals and objectives.</p>
<p>Broadway South Area. Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Avenue at Pilgrim Way and Hansen Road.</p>	
<p>Sports & Entertainment/Village Center Area. Continue to install/widen sidewalks through the area and consider curb extensions in areas of heavy pedestrian traffic such as around the Resch Complex and near Capital Credit Union Park Stadium. Evaluate the installation of mid-block rapid flashing beacons with crosswalks and pedestrian refuges in areas of heavy pedestrian traffic.</p>	
<p>S. Oneida Street & Bay Park Square Mall Area. Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Ave at Cormier Road, Pilgram Way, and Hansen Road.</p>	
<p>Sherwood Forest/GRB Airport Area. Evaluate the need for additional sidewalks within the area on primary through traffic routes.</p>	
<p>Carole Lane & Pioneer Drive Area. Evaluate the need for additional sidewalks within the area on primary through traffic routes. Coordinate with Brown County to determine potential locations for crosswalks with rapid flashing beacons on Packerland Drive. Work with the Ashwaubenon Bicycle & Pedestrian Committee and Brown County to identify appropriate locations for pedestrians to safely cross Packerland Drive (CTH EB). Evaluate the need for an engineering study to review potential techniques to review pedestrian crossings and to lower the number of crashes and/or severity of crashes at the STH 172/Packerland Drive and STH 172/Babcock Road intersections.</p>	
<p>Ashwaubenon Business & Industrial Park Area. Complete the West Main Ave. Trail extension from S. Ridge Road to the Interstate 41 interchange. Apply for state and federal grants to help offset the cost of the West Main Trail extension.</p>	
<p>Sand Acres Area. Complete the West Main Avenue Trail extension from S. Ridge Road to the Interstate 41 interchange. Apply for state and federal grants to help offset the cost of the West Main Ave. Trail extension.</p>	
<p>Southwest Area. Work with the Village of Hobart and Brown County to extend the Packerland Trail to Grant Street and work with the Town of Lawrence and Brown County to create a trail along Grant Street. Apply for state and federal grants to help offset the cost of the Packerland Drive Trail and Grant Street Trail extensions.</p>	

Transportation Chapter

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
Multi-Use Trail Extensions	
Future multi-use trails should provide linkages or new multimodal access in areas of high vehicular traffic when utilizing on-street facilities may not be comfortable for all levels of users. Specific multi-use trail extensions should include Sand Acres Park Trail, West Main Avenue Trail, Packerland Trail, new Grant Street Trail, and extension of the Ashwaubomay River Trail.	These trails will be reviewed as part of the entire network during the plan update.
Future Transportation System Development	
Village Streets. Street design is important because it can affect traffic speeds and safety, especially for vulnerable users such as pedestrians and bicyclists.	Street design options that include bicycle and pedestrian facilities are highlighted in this plan.
Define the On-Street Parking Areas in Sports and Entertainment and Village Center. As streets are reconstructed, the village should consider curb extensions and mid-block refuge islands and/or curb extensions to shorten crossing distances and serve as traffic calming.	Examples of curb extensions and crosswalks to consider when streets are being built or reconstructed are also highlighted in this plan.
Developing a Connected Pedestrian and Bicycle Network. The Bicycle and Pedestrian Plan should form the basis for new sidewalks and bicycle routes/lanes where possible.	This plan will identify specific locations that can help make important network connections.
Mass Transit. The village should continue to coordinate with Green Bay METRO to ensure adequate levels of service for all its transportation services.	In reviewing existing conditions, transit service will be compared with existing sidewalks and bicycle facilities to determine any gaps.
Funding to Help Develop the Village's Transportation System. To help fund the development of its transportation system, the village should consider applying for transportation grants from different sources.	Goal 3, Objective 5 in this plan supports pursuing funding opportunities for pedestrian and bicycle facilities.

Growth and Development Strategies

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
Neighborhoods. Neighborhoods should be pedestrian-friendly and while primarily residential, should offer a mix of uses and amenities.	Evaluate existing neighborhood school to home walk/bike routes for pedestrian and/or bicycle facilities.
Village Center. The Village Center district includes the area east of Lambeau Field and extends south between Oneida Street and Ashland Avenue to Cormier Road. This district is to be a vibrant, walkable area with a mix of residential, entertainment, commercial, and public uses.	Mixed-use development, high density housing, in-fill residential development, and other creative housing options encourage walking and bicycling.
Riverfront / Broadway. The Riverfront/ Broadway District extends along the Village's eastern boundary between Ashland Avenue and the Fox River. Redevelopment in this area should include trails and housing that facilitates public access and gathering spaces.	Review these areas in terms of the potential for off-street trail linkages to the existing Ashwaubomay Trail or off-street trail linkages to the other identified districts.

<i>Titletown Corridor.</i> The Titletown Corridor extends west from Lambeau Field along Lombardi Avenue to I-41.	The mixture of uses and numbers of visitors to this area will drive a need for pedestrian and bicycle facilities.
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2.2.2 Village Comprehensive Outdoor Recreation Plan

The village’s most recent Comprehensive Outdoor Recreation Plan (CORP) was adopted in 2024. A CORP provides an inventory of existing community park and recreation facilities, assesses recreational and open space needs, and provides goals, objectives, and recommendations for the future. In order to maintain eligibility for certain state and federal grant programs, a CORP must be completed or updated within the last five years.

The CORP recommendations align with the recommendations of this plan regarding community pedestrian and bicycle needs. However, each plan has a slightly different focus. The primary difference between the two sets of recommendations is that this plan focuses on walking and bicycling primarily as means of transportation. The CORP is focused on walking and bicycling as components of the village’s overall system of outdoor recreational facilities and opportunities. Both approaches are essential to meeting the needs of the community. The following are specific examples from the CORP that should be taken into consideration in the implementation of this plan.

<i>Plan Component or Recommendation</i>	<i>Relationship to This Plan</i>
<i>Plan Goal #4 and Objectives:</i> Provide more multi-use paths and trailheads village-wide to build on existing framework. Includes connecting existing multi-use paths, developing design standards for complete facilities (signage, seating, bicycle racks, etc.), and pursuing opportunities to link existing parks and public facilities by a village-wide trail network.	This plan is consistent with and carries forward these recommendations of the CORP. Linkage and connectivity are foundational to the vision of this plan. This plan provides policy guidance on preferred design standards.
Identification and mapping of ½ mile and ¼ mile service areas for existing neighborhood parks.	This plan identifies existing barriers to walking and bicycling and recommends methods of overcoming those barriers. This should assist with the full implementation of the identified park service areas.
Extend multi-use paths from Ashwaubomay Park along the Fox River.	This plan is consistent with and carries forward these recommendations of the CORP.
Pathways in the Sand Acres/Highland Ridge development, including extending multi-use paths to provide access and connect existing park facilities, and to extend and connect to other trails in the area.	As development continues in this area, new potential connections to existing paths, trails, sidewalks, and bicycle facilities should be evaluated for all projects.

2.2.3 Village Ordinances

The village's municipal code is the most comprehensive and authoritative source of community policy and legally enforceable requirements. The recommendations of this plan will be more easily implemented if they are either compatible with the village's adopted ordinances or include guidance on how to update the village's ordinances in order to achieve consistency. Several existing village ordinances have important connections with the village's plan for walking and bicycling.

Traffic Code

The village's Traffic Code contains provisions related to walking and bicycling. The Traffic Code establishes speed limits, parking restrictions, and heavy truck routes on village streets. It prohibits parking at any time on some major streets. Many of the streets with parking restrictions, especially those classified as collectors and arterials, are likely to coincide with desirable bicycle routes. These parking restrictions are valuable to bicyclists from that perspective. The Traffic Code adopts state traffic laws by reference including bicycle and pedestrian statutes. These statutes provide additional benefits for pedestrians for bicyclists. For example, parking in bicycle lanes is prohibited by these statutes.

Speed limits have a substantial impact on the safety of pedestrians and bicyclists on a given street. See Illustration 4-7 for an example.

The traffic code contains a bicycle ordinance with the following primary provisions.

- ◆ Requires registration of bicycles
- ◆ Requires bicyclists to follow applicable traffic regulations
- ◆ Adopts related bicycle statutes by reference
- ◆ Requires lights to be used when riding on public streets at night
- ◆ Requires a bell or other audible device when riding on public streets
- ◆ Allows bicycles to be ridden on sidewalks – bicyclists must yield to pedestrians and give an audible signal when passing a pedestrian going the same direction
- ◆ Authorizes safety officers to issue warnings and citations to bicyclists with procedural guidelines set by age group

Public Works

The village's Public Works Code contains provisions related to walking and bicycling. The code requires the owner or occupant of a building that abuts a sidewalk to be responsible for snow and ice removal. The exception is property on school designated pedestrian routes, which are identified and established by the ordinance. The village clears snow from sidewalks that are school designated pedestrian routes. The ordinance requires sidewalks to be cleared of snow and ice within 24 hours of a snowfall. If not, village crews can clear the sidewalk and assess the cost to the abutting property.

Visual clearance is as important for pedestrians and bicyclists as it is for motorists. Driveway and intersection spacing requirements affect the potential number of conflict points along a street or sidewalk.

The village now incorporates bicycle and pedestrian elements in capital projects. Additionally, all street reconstruction now includes a bicycle and pedestrian review component to consider adding those facilities, which was not done in the past. Both of these items will help in the implementation of this plan.

Building Code

The village’s Building Code contains provisions related to walking and bicycling. It establishes a clearance area for visibility at intersections (“vision triangle”), and it sets requirements for the construction of private driveways. The minimum vision triangle is formed by connecting points 35 feet deep along the intersecting streets. Shrubs and hedges taller than 36 inches above sidewalk grade are prohibited in a vision triangle. Trees in a vision triangle must be pruned to the trunk to a height of at least eight feet above street grade. Fences are generally prohibited in a vision triangle, except see-through fences no taller than 30 inches.

Housing Code

The village’s Housing Code contains a provision related to walking and bicycling. It requires residential sidewalks to be maintained in good repair and a safe condition.

Zoning Code

The village’s Zoning Code contains many provisions related to walking and bicycling. Zoning ordinances can affect the walking and bicycling environment by creating patterns of land use and development, by establishing community design standards, and by including pedestrian and bicycle facility needs in development proposal review criteria.

Land use patterns are directly affected by zoning requirements and have an impact on the bikeability and walkability of a community. Within the Sports and Entertainment and Village Center Zoning Districts, the village has adopted urban design standards that promote the development of walkable areas by having buildings close to the street, multi-story buildings, required sidewalks, and internal pedestrian ways.

When a new development is proposed, a zoning ordinance can establish the review criteria by which the proposal is judged. Such criteria are generally found in relationship to conditional use review and site plan review. Guidelines for the review of conditional uses are established in the Zoning Code and include consideration of traffic generation and circulation, landscaping, lighting, highway access limitation, pedestrian access, and bicycle facilities. All commercial, industrial, and multi-family residential are required to undergo site plan review. In addition to several other review criteria, the Site Plan Review Committee must determine that:

- ◆ The project will have a proper relationship with existing and proposed streets in the surrounding vicinity in order to ensure safe and convenient pedestrian and vehicle traffic. However, it does not specify that consideration should be given to the relationship with proposed sidewalks or multi-use paths in the surrounding vicinity.
- ◆ The buildings and land are accessible to persons with disabilities.
- ◆ The proposed use does not negatively impact the level of transportation service – suggesting that multiple modes of transportation can be considered here.
- ◆ The proposed use will not cause congestion of public streets.
- ◆ The site plan is consistent with the policies and design criteria of the village’s comprehensive plan, or components thereof, which addresses bicycling and walking extensively.

Higher densities of development are typically more conducive to walking and bicycling, because they result in shorter distances between destinations. Higher densities and mixed land uses can also provide increased safety (e.g., lower vehicle traffic speeds, more “watchful eyes”) and add interest to a walking or bicycling trip.

A viable bicycle and pedestrian transportation system helps reduce the congestion of streets, a stated criteria of the site plan review process.

- ◆ Under 17-2-200(C)(1)(r) Site Plan Approval Requirements – *Pedestrian accommodations*: Pedestrian accommodations as defined in Section 20-1-20 Ashwaubenon Municipal Code shall be identified on site plans as applicable, to facilitate safe passage for pedestrians and/or bicyclists among proposed buildings and to proposed buildings from public rights-of-way.

Subdivision and Platting Code

The village’s Subdivision and Platting ordinance contains many provisions related to walking and bicycling. Similar to zoning ordinances, subdivision ordinances can affect the walking and bicycling environment by creating patterns of land use and development, by establishing community design standards, and by including pedestrian and bicycle facility needs in subdivision review criteria. The stated purposes of the ordinance include reducing congestion on streets and highways and ensuring adequate provision of transportation. Bicycle and pedestrian transportation enhancements are a tool for accomplishing these purposes.

The Subdivision and Platting ordinance affects patterns of land use in a very fundamental way, as the act of dividing land makes an almost “permanent” impression on the landscape. The layout of streets, utilities, and other infrastructure are an important component of the ordinance that can be used to ensure space for pedestrian and bicycle features. The village’s ordinance requires that the design and location of new streets must conform with the village’s adopted plans for future streets. The subdivision ordinance also requires sidewalks on both sides of the street for new subdivision plats.

The approval of a subdivision can also include provision for the development of public utilities and facilities that are related to the development and the demand for improvements created by the development. Subdivision ordinances that require such improvements can include or reference design standards for specific facilities. The village’s ordinance includes some limited improvement design standards. Mid-block crosswalks may be required for long blocks that exceed 900 feet. The preliminary and final plat submittal requirements do not explicitly include the designation of proposed sidewalks, paths, or other pedestrian circulation features, though they may be covered under other “public utilities.”

2.2.4 Existing Education Programs

The Village of Ashwaubenon and Ashwaubenon School District have been active in providing bicycle and pedestrian educational opportunities, particularly for school-aged children. The following outlines the sources and types of past educational efforts.

Parents, Grandparents, and Guardians

- ◆ Parents, grandparents, and guardians have provided the majority of pedestrian and bicycle safety education to children within the village.

Ashwaubenon School District.

Schools are logical places for our children to receive pedestrian and bicycle training, both for safety’s sake and for the lifelong health benefits that walking and bicycling can provide. Past and present educational efforts include:

- ◆ Bicycle and Pedestrian Safety Curriculum
 - Bike safety course put together by one of the school liaison officers for 5th grade and below. Plans are to expand the course to include the middle school and high school.
- ◆ Ashwaubenon School District Health Targets
 - Biking as part of a unit in the P.E. curriculum
- ◆ WisDOT safety/education materials distribution
 - E-bike pamphlet that is handed out to all the officers in the Public Safety Department
- ◆ Fall Walk to School Day at the elementary school level (Pioneer and Valleyview)
- ◆ Spring Bike to School Day at the elementary school level (Pioneer and Valleyview)

- ▶ Free passes to the lake or pool for those that participate

2.2.5 Existing Enforcement Measures

The Ashwaubenon Public Safety Department (APS) is unique within the state of Wisconsin in that its officers are cross trained as law enforcement officers, firefighters, and emergency medical services personnel (EMTs, and/or paramedics). This cross training gives APS officers (and their department) a unique ability to appreciate aspects of public safety beyond that of an officer trained only in law enforcement. Police officers are seen as enforcers while firefighters and EMTs and Paramedics are seen as rescuers.

Since the formation of the department in 1980 the department and its officers have engaged in many pedestrian and bicycle related safety and education efforts. Pedestrian and bicycle safety training is not typically a part of a law enforcement officer's training, either in recruit school or on the job. For this reason it is critical to provide officers with additional pedestrian and bicycle specific training. The following training has been provided in APS over past years.

Ashwaubenon Public Safety Department.

Over the years, APS has sponsored several bicycle education opportunities including:

- ◆ Bicycle rodeo – held every year at community center for youth ages 4-12
 - ▶ Bicycle safety taught at the Rodeo
- ◆ The department will have a representative present for the Bicycle and Pedestrian Committee when their input/expertise is needed
- ◆ The department has two school liaison officers
 - ▶ One for Pioneer Elementary School, Valley View Elementary School, Parkview Elementary School
 - ▶ One for Ashwaubenon High School

The numbers and types of pedestrian and bicycle safety related warnings and citations can be examined as a measure of enforcement history. Although this is valuable information, such data were not readily retrievable from Ashwaubenon Public Safety Department records. Efforts should be made to track this information in the future and to examine it over time to track changes in pedestrian and bicycle safety enforcement.

The village has also recently enacted ordinances for the regulation of electric bicycles and electric scooters. However, there is no specific education/enforcement program in place around these yet.

2.2.6 Existing Encouragement Measures

Encouragement measures in the village have been very limited. However, assessing the extent of encouragement measures can be difficult from the standpoint that many of these measures may be conducted by private businesses and employers. The following outlines the sources and types of known past encouragement efforts.

- ◆ **Weekly Events**
 - ◆ Multiple Bay Shore Bicycle Club rides (distances and times vary)
 - ◆ Weekly bike rides hosted by Green Bay area bike shops (distances and times vary)
- ◆ **Annual Events**
 - ▶ Player's bicycle ride
 - ▶ March of Dimes March for Babies
 - ▶ EPIC Marathon and Running Festival
 - ▶ Green Bay Youth Triathlon
 - ▶ BayCare Clinic Century

2.2.7 Existing State and Federal Plans and Policies

Brown County Bicycle and Pedestrian Plan

The current 2021 Brown County Bicycle and Pedestrian Plan Update was adopted in 2022. The plan will next be updated in 2026. The plan catalogs existing facilities and conditions across the county. The updated plan will reflect current plans for each municipality in Brown County regarding planned future facilities also.

Wisconsin State Pedestrian Policy Plan 2020

The Wisconsin State Pedestrian Policy Plan has not been updated since its March 2002 publication. Therefore, it remains the long-range pedestrian plan for the State of Wisconsin Department of Transportation (WisDOT). The plan lays out goals, objectives, and general recommendations toward improving awareness of pedestrian transportation needs. Its recommendations are most specifically directed towards state trunk highways, but it also provides data and policy guidance that can be applied at the local level.

Wisconsin State Bicycle Transportation Plan 2020

The Wisconsin State Bicycle Transportation Plan 2020 is the long-range bicycle plan formulated by WisDOT, which has not been updated since December 1998. This plan lays out goals, objectives, and recommendations toward the integration of bicyclists into transportation planning and projects and toward the development of a seamless bicycle transportation system across the state. It recommends and relies on more detailed bicycle planning at the local level and provides a framework for such efforts. It addresses engineering, education, enforcement, and encouragement measures for improving bicycle transportation systems. The plan identifies key bicycle transportation corridors and linkages at the state level but is generally outdated.

At the time of this document, WisDOT is updating the above plans and combining them into the Wisconsin Active Transportation Plan 2050. The plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking.

Bipartisan Infrastructure Law (BIL)

The most recent federal transportation legislation is the BIL, which was signed into law in November 2021. The law provides funding to different infrastructure types, including transportation. The funding includes substantial resources to improve transportation safety, specifically roadway safety. This law will fund transportation projects, including pedestrian and bicycling projects, through several different programs. This legislation runs through the 2026 federal fiscal year. Potential funding sources are included in the implementation section of this plan.

Americans with Disabilities Act Requirements

The Americans with Disabilities Act (ADA) was passed by congress in 1990 and remains as the most comprehensive federal law protecting the rights of individuals with disabilities. The overall goal of ADA is preventing discrimination against such individuals. Among several additional areas of applicability, it sets requirements for the accessibility of public services, public accommodations, and commercial facilities (e.g., libraries, post offices, government facilities, retail stores, banks, etc.). These requirements have been addressed through such building modifications as wider doorways, the addition of ramps in place of stairs, and marking of elevators with brail. Because they link locations that must be accessible, sidewalks and multi-use paths are of concern. If a person is unable to negotiate the curbs, intersections, or other public rights-of-way to reach an accessible building, then there is limited value in having an accessible building.

ADA requires that accessibility accommodations be made to sidewalks and multi-use paths. For new construction or alterations that have occurred on or after March 15, 2012, the 2010 standards shall apply. Accessible routes include components such as a running slope not steeper than 1:20, doorways, ramps, and curb ramps. Walking surfaces shall include things such as minimum clear width, minimum clear width for turns, and maximum cross slopes for walking surfaces.

United States Department of Transportation Policy Statement

The USDOT has adopted a policy statement regarding the accommodation of bicycle and pedestrian travel. This policy has been adopted as guidance at the federal level not only as a tool for shaping the development of improved engineering design guidelines, but also in hopes that state and local governments will begin to integrate walking and bicycling into the transportation mainstream. The USDOT policy is to incorporate safe and convenient walking and bicycle facilities into transportation projects. Every transportation agency, including DOT, has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and bicycling into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide – including health, safety, environmental, transportation, and quality of life – transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes².

The DOT encourages States, local governments, transportation organizations, public transportation agencies, and other government agencies, to adopt similar policy statements on bicycle and pedestrian accommodation as an indication of their commitment to accommodating bicyclists and pedestrians as an integral element of the transportation system. In support of this commitment, transportation agencies and local communities should go beyond minimum design standards and requirements to create safe, attractive, sustainable, accessible, and convenient bicycling and walking networks. Such actions should include:

- **Considering walking and bicycling as equals with other transportation modes:** The primary goal of a transportation system is to safely and efficiently move people and goods. Walking and bicycling are efficient transportation modes for most short trips and, where convenient intermodal systems exist, these nonmotorized trips can easily be linked with transit to significantly increase trip distance. Because of the benefits they provide, transportation agencies should give the same priority to walking and bicycling as is given to other transportation modes. Walking and bicycling should not be an afterthought in roadway design.
- **Ensuring that there are transportation choices for people of all ages and abilities, especially children:** Pedestrian and bicycle facilities should meet accessibility requirements and provide safe, convenient, and interconnected transportation networks. For example, children should have safe and convenient options for walking or bicycling to school and parks. People who cannot or prefer not to drive should have safe and efficient transportation choices.
- **Going beyond minimum design standards:** Transportation agencies are encouraged, when possible, to avoid designing walking and bicycling facilities to the minimum standards. For example, shared-use paths that have been designed to minimum width requirements will need retrofits as more people use them. It is more effective to plan for increased usage than to retrofit an older facility. Planning projects for the long-term should anticipate likely future demand for bicycling and walking facilities and not preclude the provision of future improvements.
- **Integrating bicycle and pedestrian accommodation on new, rehabilitated, and limited-access bridges:** DOT encourages bicycle and pedestrian accommodation on bridge projects including facilities on limited-access bridges with connections to streets or paths.
- **Collecting data on walking and biking trips:** The best way to improve transportation networks for any mode is to collect and analyze trip data to optimize investments. Walking and bicycling trip data for many communities are lacking. This data gap can be overcome by establishing routine collection of nonmotorized trip information. Communities that routinely collect walking and bicycling data are able to track trends and prioritize investments to ensure the success of new facilities. These data are also valuable in linking walking and bicycling with transit.
- **Setting mode share targets for walking and bicycling and tracking them over time:** A byproduct of improved data collection is that communities can establish targets for increasing the percentage of trips made by walking and bicycling.

² FHWA, U.S. Department of Transportation. 2010. Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations. [United States Department of Transportation Policy Statement on Bicycle and Pedestrian Accommodation Regulations and Recommendations - Guidance - Bicycle and Pedestrian Program - Environment - FHWA](#).

- **Removing snow from sidewalks and shared-use paths:** Current maintenance provisions require pedestrian facilities built with Federal funds to be maintained in the same manner as other roadway assets. State Agencies have generally established levels of service on various routes, especially as related to snow and ice events.
- **Improving nonmotorized facilities during maintenance projects:** Many transportation agencies spend most of their transportation funding on maintenance rather than on constructing new facilities. Transportation agencies should find ways to make facility improvements for pedestrians and bicyclists during resurfacing and other maintenance projects.

2.3 Existing Pedestrian and Bicycle Facilities

The village currently has the pedestrian and bicycle facilities listed to the right. In calculating the totals, sidewalks on both sides of the street are included in the total distance. The existing sidewalks and bicycle facilities are shown on Maps 2-1 and 2-2. Multi-use trails include trails that are paved, asphalt, or crushed limestone.

2.3.1 Pedestrian Facility Types

Pedestrian facilities are defined as a sidewalk and multi-use paths (both paved and unpaved). Pedestrian facilities should accommodate users of all ages and levels of abilities. Appropriate planning and designing must then be a priority to enable a safe and convenient pedestrian environment.

Sidewalks

Sidewalks are an important part of the pedestrian transportation network and are most often built along a street right-of-way. They provide space for exclusive or preferential use by pedestrians and provide separate pedestrian travel areas from motorized vehicle traffic through horizontal and/or vertical separation. The sidewalk corridor is the distance from the edge of roadway to the edge of the public right-of-way established for pedestrian use, and generally contains the following components³:

- **Curb zone.** The curb distinguishes between the areas intended for motorist use (and other street-legal uses) and pedestrian uses through vertical separation.

Existing Pedestrian and Bicycle Facilities in the Village of Ashwaubenon*

Sidewalks – 31.42 miles

Bike lanes – 4.78 miles

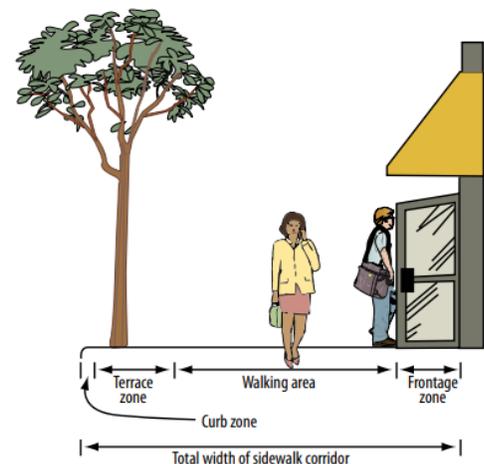
Multi-use trails – 17.19 miles

Total street miles** - 117.46

*Based on Brown County GIS data as of 1/14/2026.

**Not including limited access highways (I-41 and STH 172) or private streets.

Illustration 2-3: Sidewalk Corridor Elements

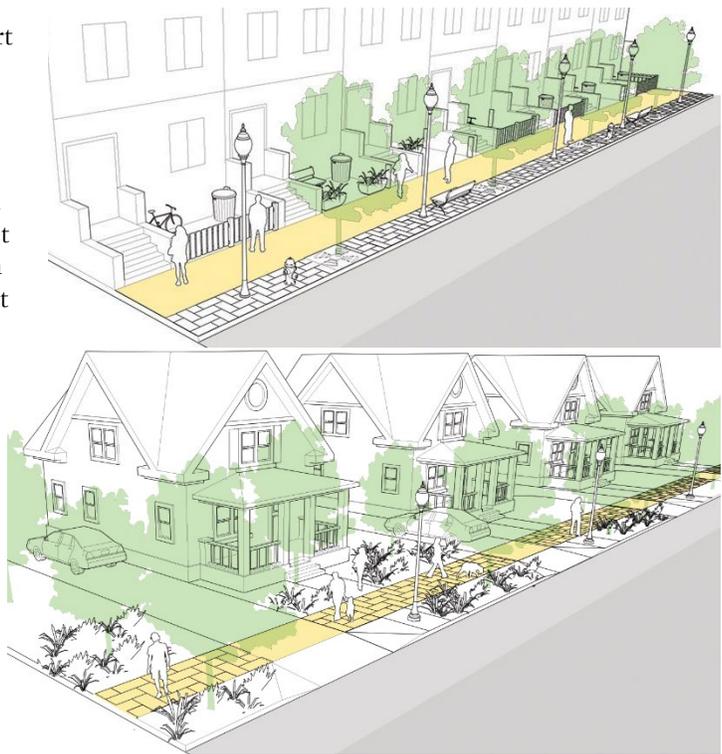


Sidewalk Corridor Elements. Wisconsin Guide to Pedestrian Best Practices, WisDOT.

³ WisDOT. Wisconsin Guide to Pedestrian Best Practices. 2010.

- **Terrace.** The terrace is the area between the curb zone and the pedestrian walking area. This area increases pedestrian comfort and safety through providing separation between motorists and pedestrians. It can also serve as a snow storage area and for splash protection from the roadway. The terrace may be a simple strip of grass to an area containing things like mailboxes, street trees, landscaping, and benches. The width of the terrace may depend on the context it is in, and the amenities or objects in the terrace zone.
- **Walking area.** The walking area (or pedestrian zone) is designated for pedestrian travel. The walking area should be free from all obstructions. The standard for a typical walking area is five feet, but can vary depending on the context. In an urban setting it may be wider to allow for more pedestrians.
- **Frontage zone.** The frontage zone is the area between the walking area and adjoining property line. The frontage zone is most prominent in commercial areas to allow for things like opening doors and additional maneuvering space.

Illustration 2-4: Sidewalk Examples with a Terrace



Sidewalk Examples with a Terrace: Urban residential (top). Single-family residential (bottom).

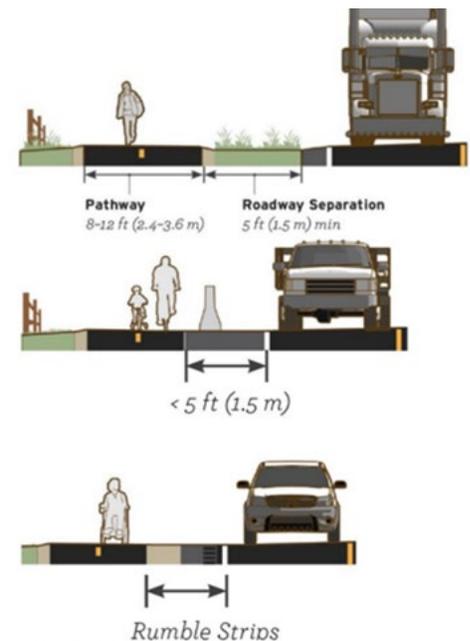
Multi-Use Paths

Multi-use paths (also referred to as shared-use paths, and side paths, if along a road) provide a shared space for people walking and biking that is separate from motor vehicle traffic, and they work better when they have fewer intersections with motorized traffic. They are also ideal for wheelchair users, parents pushing children in strollers, skateboarders, and other non-motorized users. Multi-use paths should be a minimum of ten (10) feet wide, and ideally 12 feet. Where constraints such as environmentally sensitive areas, or limited space exists, eight-foot-wide trails are acceptable. Multi-use paths should also be separated from the roadway to improve comfort and safety for users. Five feet of separation from the roadway is ideal. Multi-use paths should be installed along collector and arterial streets where vehicle speeds are greater than 30 mph, average daily traffic (ADT) is high, where there are relatively few driveway ingress/egresses, and along truck routes. This will maximize both real and perceived safety for non-motorized users.

2.3.2 Bicycle Facility Types

Currently the only bicycle facilities in the village include multi-use paths (described above) and bicycle lanes.

Illustration 2-5: Multi-Use Path Examples



Different sidepath design options for separation. Small Town and Rural Multimodal Networks, U.S. DOT FHWA

Bicycle Lanes

A bicycle lane is a portion of the roadway designated for exclusive or preferential use by bicyclists. A bicycle lane is a one-way facility and is identified with pavement markings and signing. On two-way streets, a one-way bicycle lane should be provided on each side. Bicycle lanes are preferred on higher volume streets, such as collector and arterial streets⁴.

Some of the benefits of bicycle lanes include defining a space for bicyclists to ride, helping less experienced bicyclists feel more confident and willing to ride on busier streets, and increasing bikeway visibility in the transportation system.

The minimum width for a bike lane is four feet to the left of parked motor vehicles, or five feet from the curb face. The recommended bike lane width is five feet. There must be a clear riding zone of four feet if there is a longitudinal joint between the travel lane and the curb and gutter section. Where parking is permitted, the bike lane must be placed between the parking area and the travel lane, and the recommended width is five feet. The combination lane (parking and bike lane) should have a minimum width of 14 feet. Examples of these are to the right (WisDOT Bicycle Facility Design Handbook).

Paved Shoulders

Paved shoulders are a bicycle facility most commonly seen on rural roadways where there is no curb and gutter. These can be used where there may be insufficient room for bike lanes. A width of 6 to 8 feet is preferred to provide adequate distance from vehicles. Some benefits include being relatively easy to retrofit to existing roads, are able to be cleared at the same time as the street and provide usable space for vehicles to pull onto during emergencies. However, these may feel less comfortable to inexperienced bicyclists, do not guide bicyclists through intersections, and do not necessarily increase bikeway visibility in the transportation system. Ashwaubenon currently has few streets with rural cross sections where these could be used.



Example bike lane.

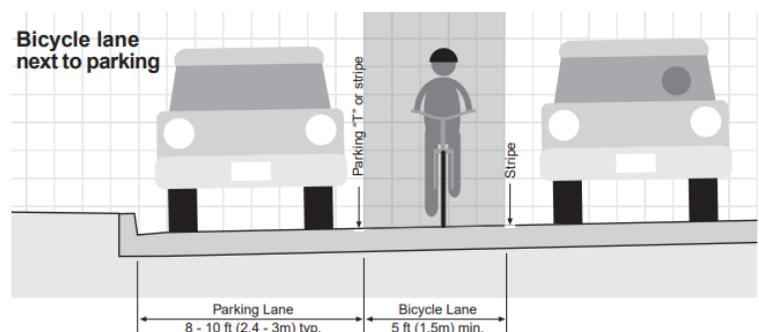
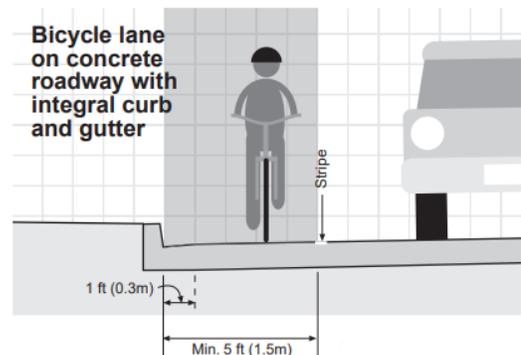
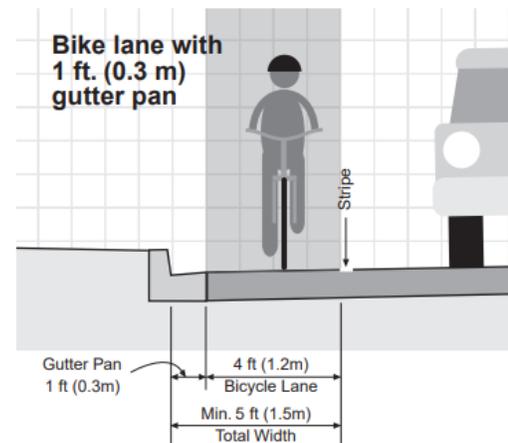
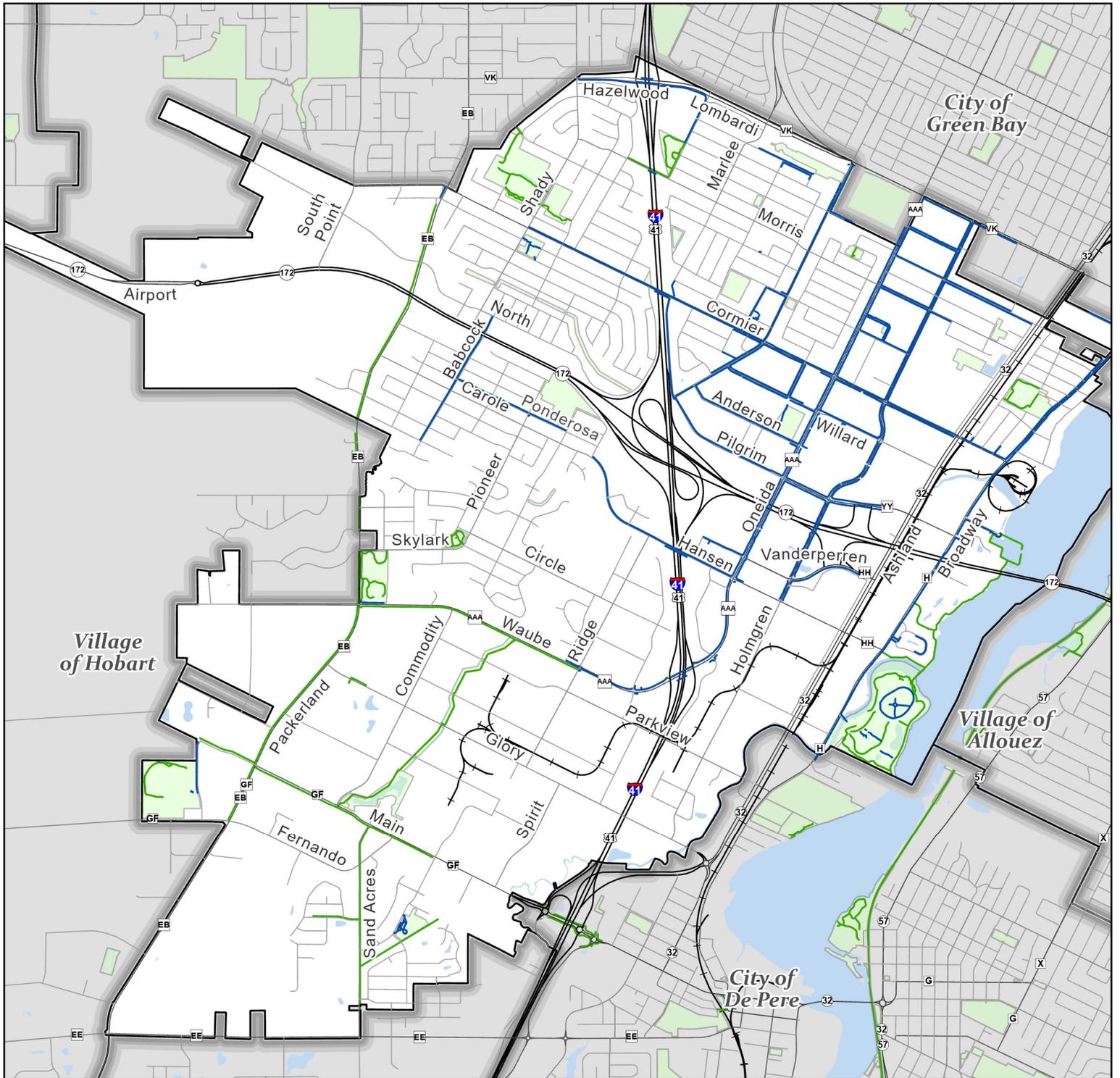


Illustration 2-6: Bicycle Lane Examples

⁴ WisDOT. Wisconsin Bicycle Facility Design Handbook. 2004, updated in 2018.



Map 1
Existing Sidewalks
and Multi-Use Trails

Sidewalk

- Sidewalk
- Multi-Use Trail

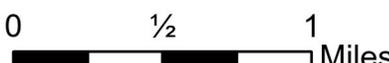
■ Parks and Public Natural Areas

Road Centerlines

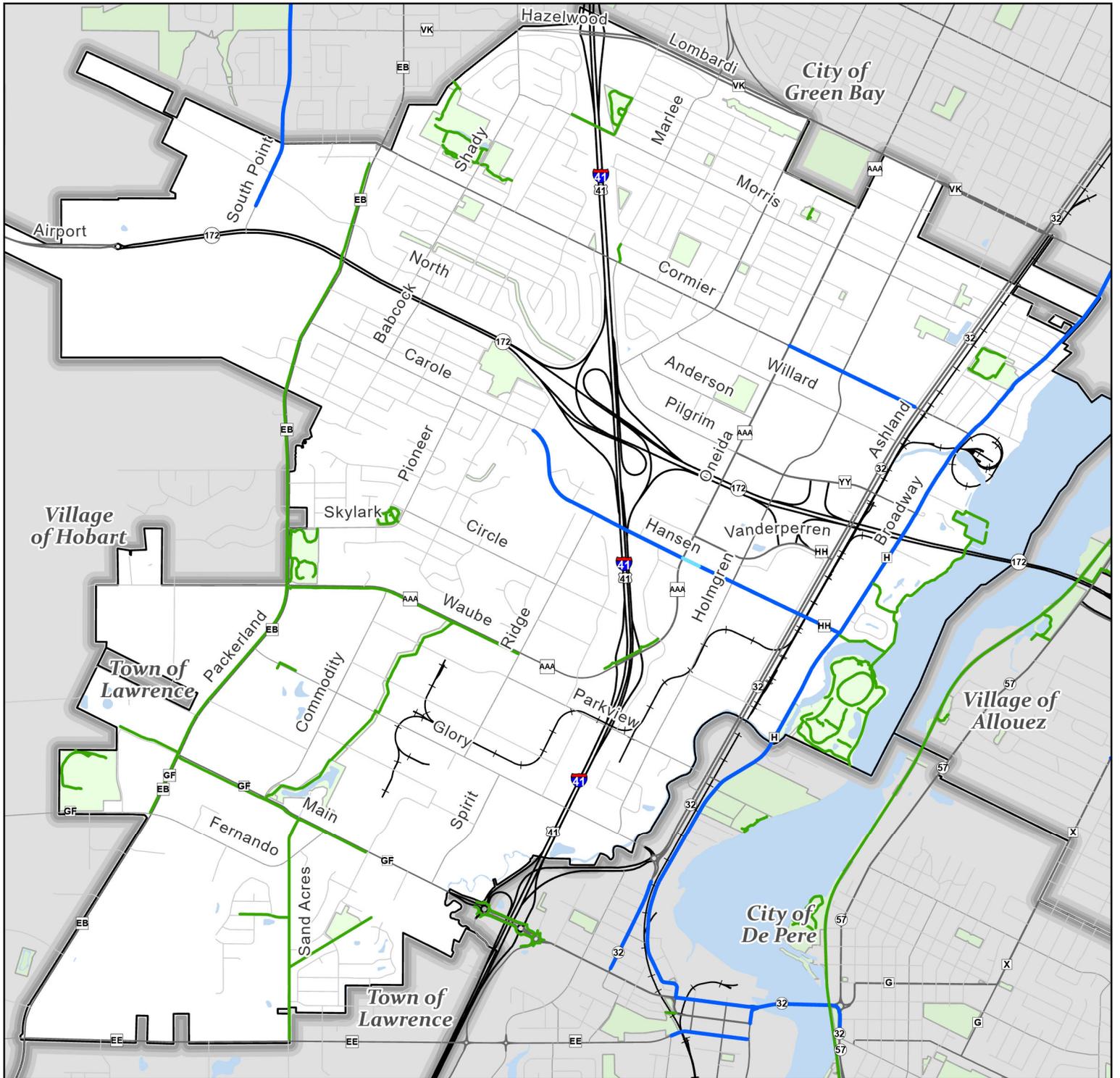
- Freeway
- Major arterial
- Minor arterial
- Collector
- Local
- Railroad
- Municipal Boundaries

Sources: Village of Ashwaubenon, Brown County Planning Commission

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Map 2 Existing Bicycle Facilities

Existing Bicycle Facilities

- Bicycle Lane
- Trail (Multi-Use)
- Sharrow

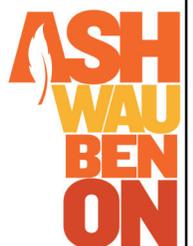
Road Centerlines

- Freeway
- Major arterial
- Minor arterial
- Collector
- Local

Municipalities

Railroad

Parks and Public Natural Areas



3 Planning and Public Participation Process

The planning process behind the *Comprehensive Pedestrian and Bicycle Plan* has been created by the Village of Ashwaubenon to provide a locally tailored and community supported approach to meeting the unique pedestrian and bicycle transportation needs and desires of the village.

3.1 Planning Process

The planning process for this update began in January of 2025 and was prepared in coordination with the Village of Ashwaubenon Bike and Pedestrian Committee and village staff. Public input was gathered through an online survey in June of 2025. In addition to public participation, the primary components of the planning process included:

- ◆ Background data gathering and analysis
- ◆ Clarification of vision, goals, and objectives
- ◆ Review of existing facilities and identification network priorities and areas
- ◆ Formulation of policies and recommendations for implementation
- ◆ Draft plan review and revision
- ◆ Final plan adoption

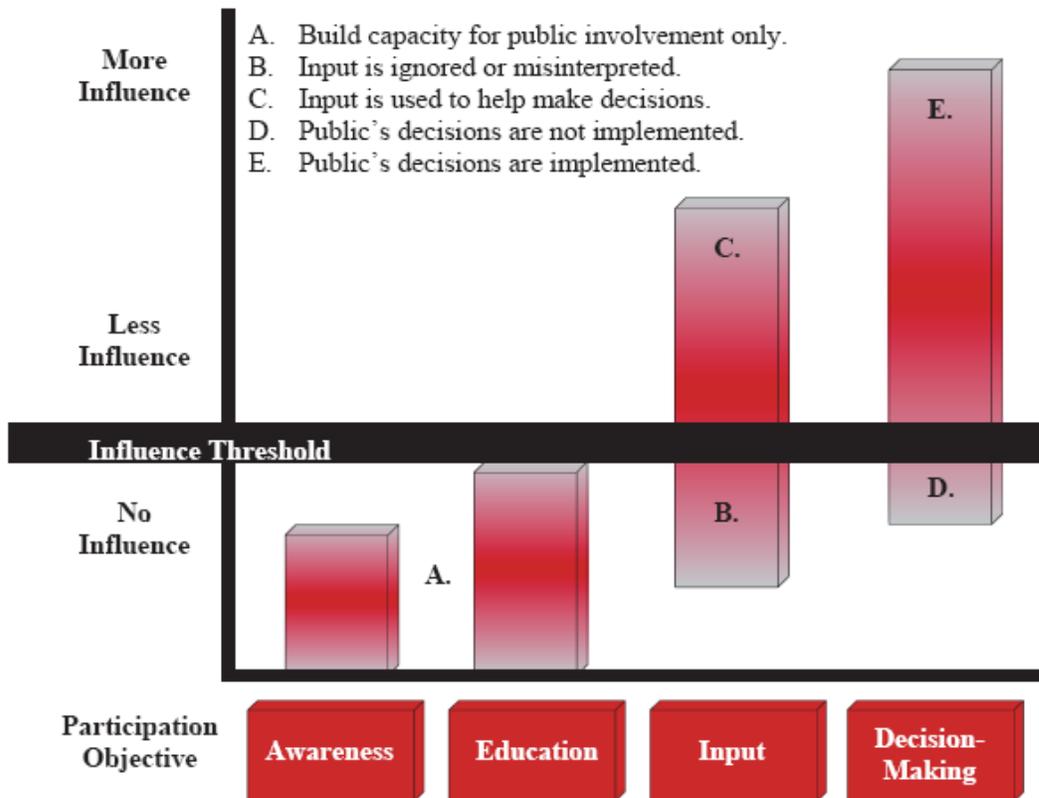
The working meetings of the Bicycle and Pedestrian Committee meeting were the heart of the planning process in working through important issues, identifying goals and objectives, and balancing competing interests. The general content of the working meetings was as follows:

- ◆ Planning process kick-off, stakeholder identification
- ◆ Reviewing the public input survey questions
- ◆ Review of the public input gathered from the survey
- ◆ Issues, opportunities, goals, and objectives
- ◆ Reviewing existing facilities
- ◆ Refining the vision, goals, and objectives
- ◆ Alternatives analysis and selections (four meetings)
- ◆ Reviewing priorities and important network connections
- ◆ Draft plan review (three meetings)

3.2 Public Participation

Public participation is a critical component of any successful planning process, and the Village of Ashwaubenon wanted to have extensive and meaningful public participation as the foundation for this plan. In order to achieve this, the planning process employed each of the four basic forms of public participation as shown in Illustration 3-1 – awareness, education, input, and decision making. Through developing this plan update, public input from the survey helped the Bicycle and Pedestrian Committee with identifying the top issues and opportunities and refining the goals and objectives. Refer to Appendix A for the results of public participation efforts.

Illustration 3-1: Levels of Public Participation



Source: University of Wisconsin-Extension

3.2.1 Public Education and Awareness

While public education and awareness do not provide opportunities for the community to influence the decision-making process, they are necessary activities in order to build capacity for more intensive levels of public involvement. Public education and awareness pieces of the planning process included:

- ◆ Posting of project information on the village website
- ◆ Announcing the public input process through the village website, announcements, and social media
- ◆ Open meetings for the Bicycle and Pedestrian Committee, and the posting of agendas and minutes
- ◆ Project updates provided to the Village Board

3.2.2 Public Input

Public input provides an opportunity to cross the threshold of public influence. The object of effective public input is to ensure that it is not ignored or misinterpreted. Public input pieces of the planning process included:

- ◆ Holding open meetings of the Bicycle and Pedestrian Committee
- ◆ Gathering public input through the bicycle and pedestrian survey, both available online and on paper
- ◆ Holding a workshop session with the Bicycle and Pedestrian Committee to review goals and objectives and to identify what types of facilities and possible future locations people would like to see
- ◆ Allowing public comments at Village Board meetings prior to the adoption of the plan

3.2.3 Public Decision Making

Public decision making represents the highest level of public participation, particularly if the decisions made are implemented. There is a certain amount of risk involved with putting decisions in the hands of citizens, but if the awareness, education, and input steps have been effective, then this risk is minimized. Public policy that is developed and supported by the very citizens that it will impact is the best kind of public policy. While the public decision-making items are fewest in number, these actually represented the largest effort and commitment of time.

Public decision-making pieces of the planning process included:

- ◆ The direction and execution of every stage of the planning process by the citizen-led Bicycle and Pedestrian Committee
- ◆ Widespread distribution of the Bicycle and Pedestrian Committee meeting notices and minutes to a broad stakeholder group

4 Existing Conditions and Needs Assessment

This detailed analysis of existing pedestrian and bicycle conditions is being provided to clarify and further define the need for this plan and the challenges to be addressed. This was initially accomplished in Chapter 2 by identifying issues, opportunities, and desires, by examining community data, and by reviewing existing village plans, ordinances, and policies. Detailed information related to destinations and barriers, the existing street network, existing bicycle and pedestrian facilities, and crash data will provide additional context toward the formulation of the village's goals, objectives, policies, and recommendations.

4.1 Destinations and Barriers

The challenge of planning for pedestrian and bicycle transportation is identifying the existing conditions that prevent or hinder a trip and determining how to overcome those barriers and improve connectivity. Pedestrians and bicyclists want to go to the same places as motorists, but road systems have been designed primarily for motor vehicle traffic. Overcoming these barriers to allow and encourage the desired walking and bicycling trips then becomes the underlying objective of this plan.

Overcoming these barriers to allow and encourage the desired walking and bicycling trips then becomes the underlying objective of this plan.

4.1.1 Destinations

Potential walking and bicycling destinations of both local and regional importance are found in Ashwaubenon. Key destinations include the elementary and secondary schools and the high-quality park and outdoor recreation system. Other important destinations also include retail and entertainment areas of regional importance, like the Bay Park Square Mall, the National Railroad Museum, Titledown District, Community Center, and the Resch Center. Retail commercial corridors along Oneida Street/CTH AAA and Lombardi Avenue/CTH VK are also important local and regional draws.

4.1.2 Barriers

Barriers that impact potential walking and bicycling trips are found throughout the community. Walking or bicycling to parks, stores, the workplace, or schools, is currently challenged in these locations by busy streets, the lack of sidewalks, crosswalk conditions, signal phasing, or physical barriers like the major highways. The most obvious barriers are USH 41 and STH 172, which effectively divide the community into four quadrants. Many other arterial and collector streets are barriers as a result of high levels of vehicle traffic, high speeds of vehicle travel, or limited access for pedestrians and bicyclists. These include Ashland Avenue/STH 32, Oneida Street/CTH AAA, portions of Cormier Road, and West Main Avenue/CTH G, as examples. Many specific intersections have also been identified as having certain barrier characteristics. These include the intersection of Hansen Road/CTH HH and Oneida Street/CTH AAA and the intersection of Babcock Road and STH 172, as examples.

Not all barriers are location specific but rather are a condition of the system as a whole. For example, the climate of northeast Wisconsin presents a particular challenge in the winter months. As a result, the community's response to the clearing of snow and the village's approach to enforcing related standards and ordinance requirements can become a barrier to walking and bicycling.

4.2 Local Street and Highway System Analysis

The local street and highway system is an important component of the pedestrian and bicycle transportation system. Although they are predominantly designed to accommodate motor vehicles today, they already connect the desired destinations, and most pedestrian and bicycle features will follow these same corridors as a matter of practicality.

4.2.1 Functional Classifications

Examining street and highway functional classifications helps to understand the design and intended purpose of the community's thoroughfares. Map 3, *Functional Classification System*, displays this information for the Village of Ashwaubenon. Functional classifications are reviewed and updated (if needed) after each decennial Census. Functional classification designations can also occur at any time, if necessary, through collaboration with WisDOT Planning staff, local municipal, county, and Metropolitan Planning Organization (MPO) officials to review, update, and approve changes.

Principal Arterials serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. The urban principal arterials are connected to the system of rural principle arterials and minor arterials. Average Daily Traffic counts (ADTs) can range from 3,750 to 15,000 and up. Urban principal arterials are subdivided into:

1. **Interstate highways:** These are free-flow, grade-separated, fully access-controlled freeways with access to the balance of the highway system at interchanges only. They have the most vehicle miles of travel (VMT) of other roadway types and have high speed limits.
2. **Freeways and expressways:** These roadways are very similar to interstates, offer high mobility, have high VMT, and provide limited access with high-speed limits and multiple travel lanes. are freeways not designated part of the federal Interstate System or free-flow expressways that may not be grade-separated or fully access-controlled).
3. **Other principal arterials:** These also offer high levels of mobility but provide at-grade access to side roads and direct access to adjacent homes and businesses.

Principle arterials in Ashwaubenon include USH 41, STH 172, Ashland Avenue/STH 32, Oneida Street/CTH AAA, and Lombardi Avenue/CTH VK.

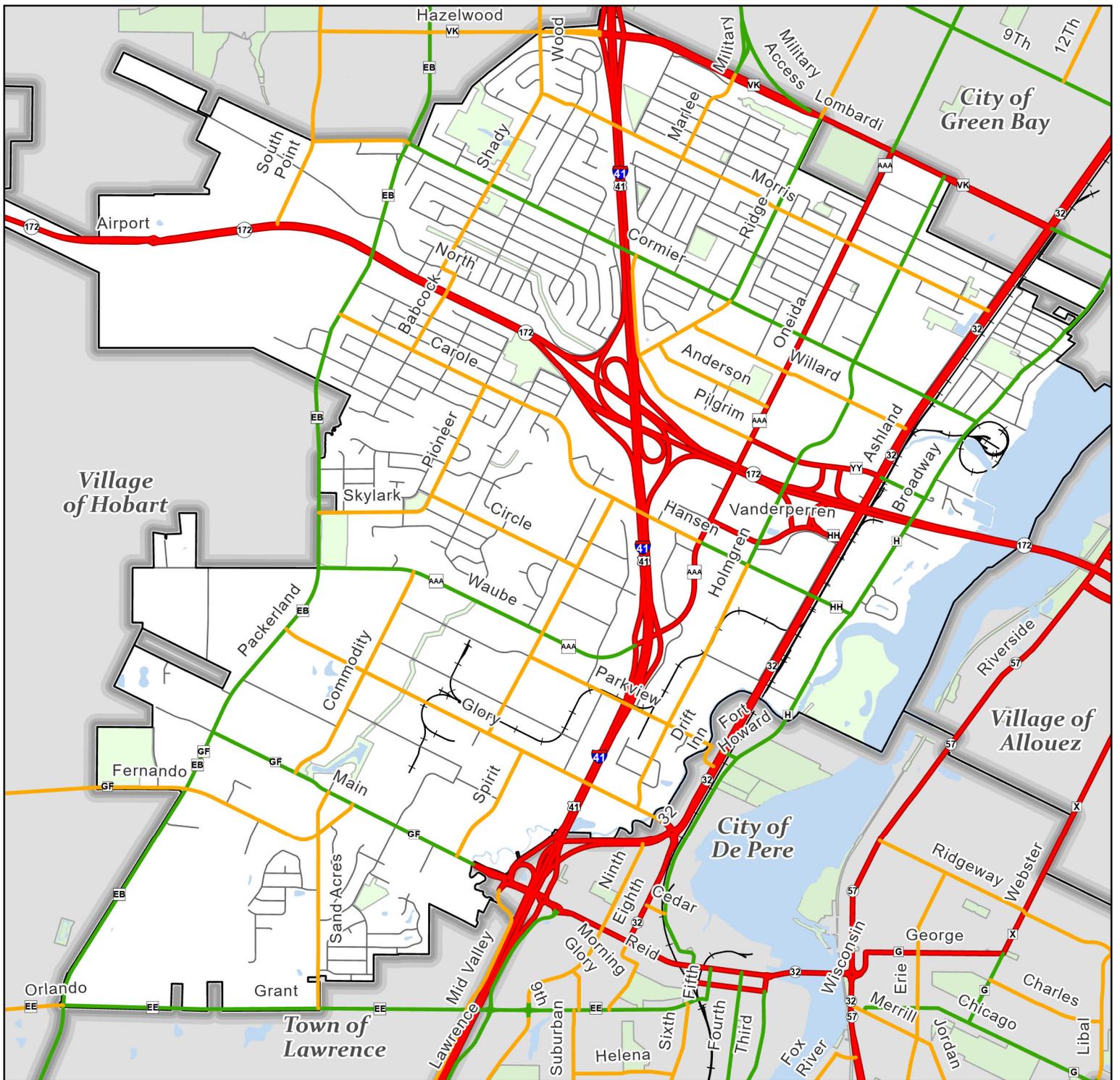
Minor Arterials provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors. ADTs can range from 1,500 to 6,000 and up.

Minor arterials in Ashwaubenon include South Ridge Road, Cormier Road, Pilgrim Way/CTH YY, Vanderperren Way, Hansen Road/CTH HH, South Broadway Street/CTH H, Waube Lane/CTH AAA, Parkview Road, West Main Avenue/CTH G, Fernando Drive, and Packerland Drive/CTH EB.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid, which forms the basic unit for traffic circulation. ADTs can range from 750 to 3,000 and up.

Collector streets in the Village of Ashwaubenon include Morris Avenue, Holmgren Way, Circle Drive, and a portion of South Ridge Road, as examples.

Collectors are of particular importance to bicyclists, as they provide a balance between direct access and lower levels of motor vehicle traffic. Arterials often carry more traffic than is comfortable for bicyclists, and local streets typically do not provide direct routes to the desired destinations.

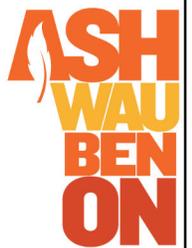
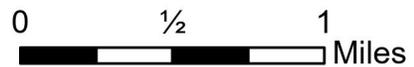


Map 3
Functional
Classification System

Functional Class

- Principal Arterial
- Minor Arterial
- Collector
- Local

- Surface Water
- Railroad
- Parks and Public Natural Areas
- Municipal Boundaries



Sources: Village of Ashwaubenon, Brown County Planning Commission

Local Streets comprise all other facilities not identified as one of the higher systems. They primarily provide direct access to adjacent land and access to higher order systems. Local streets have low speed limits and offer limited mobility for through traffic. Without the addition of pedestrian and bicycle facilities to higher order streets, local streets typically provide the highest level of comfort and safety for walking and bicycling. Although these local streets are of lower value in trying to reach key destinations, they typically represent the 80 percent of a community’s street system which require no special facilities to be functional for walking and bicycling.

4.2.2 Traffic Counts (ADTs)

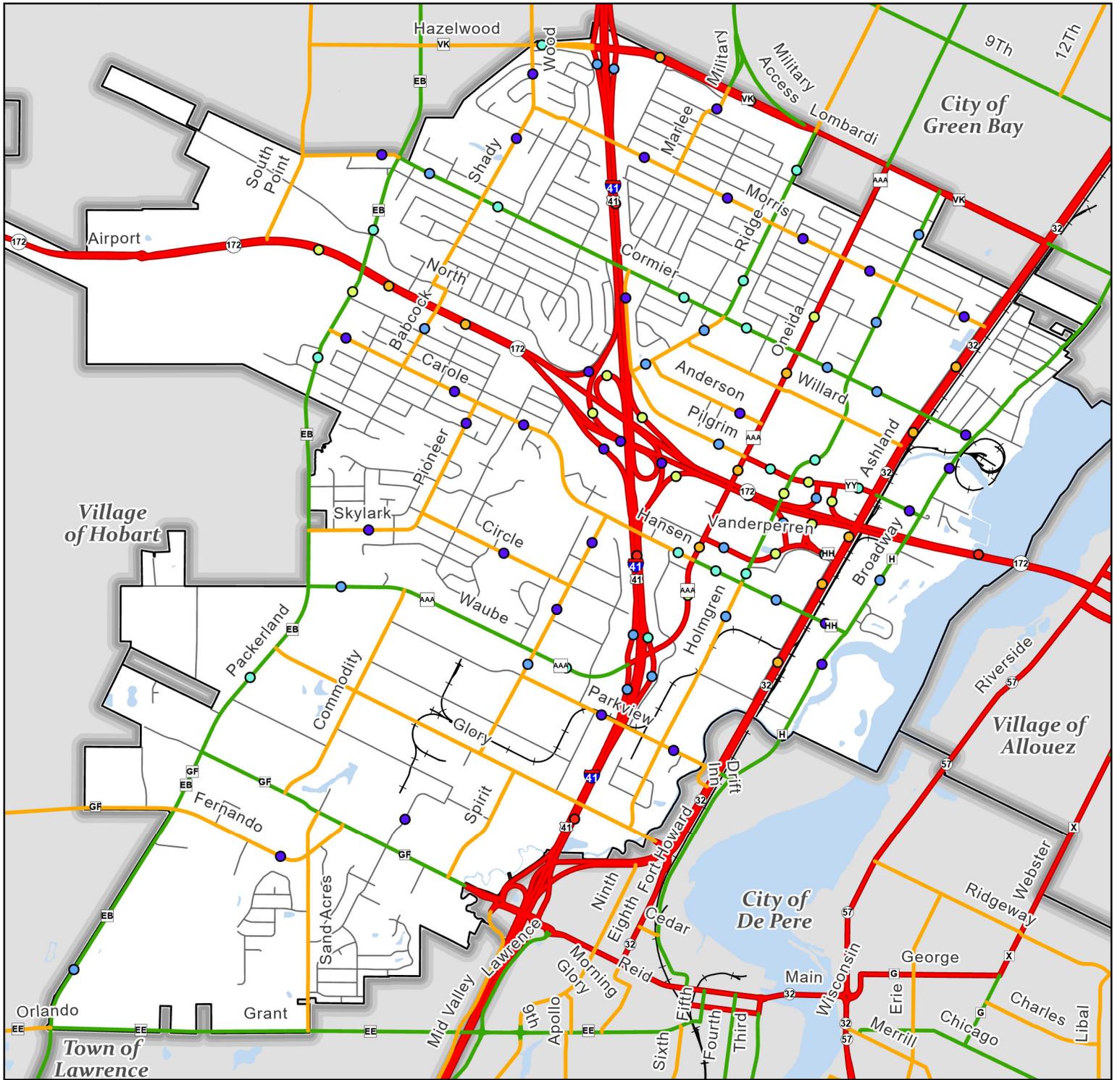
Examining Average Daily Traffic (ADT) counts helps provide additional insight into the existing and historic use of streets and highways. Map 4, *Traffic Counts*, provides this information for the Village of Ashwaubenon. ADTs help inform many transportation decisions including determining functional classification, establishing speed limits, determining appropriate number and width of lanes, controlling access point or driveway design, and limiting on-street parking. The Ashwaubenon surface streets that have ADTs of 10,000 or more vehicles a day include Packerland Drive/CTH EB near 172, Oneida Street/CTH AAA, and Ashland Avenue /STH 32. Packerland Drive is classified as a minor arterial, and the other streets are principal arterials. The ADTs taken at other points along Packerland Drive and other minor arterials and collectors were below 10,000. All the collectors had ADTs of 6,300 or below⁵.

ADTs are helpful for evaluating the existing street system. The number and width of lanes should be related to historic and expected future ADTs. If streets have been built with capacity beyond the expected traffic, then lane configurations may be easily altered to accommodate pedestrian and bicycle features. Conversely, if the lane configuration is at or near capacity for expected traffic, then this is an indicator that additional space may be needed for pedestrian and bicycle features.

There is a tremendous cost advantage where lane configurations can be adjusted to provide a pedestrian or bicycle feature within the existing street “footprint.” A retrofit may be possible where the existing curb-face to curb-face width of a street is adequate to accommodate the required number of vehicle lanes, the necessary on-street parking, and an appropriately designed pedestrian or bicycle feature. Where adequate width is not available, the cost of the improvement will be substantial as it will likely require the reconstruction of the street. However, the cost can be managed in these cases by timing the addition of the bicycle or pedestrian feature with the planned reconstruction of the street for regular maintenance purposes.

The cost of pedestrian and bicycle improvements can be managed by “retrofitting” them to the existing street “footprint,” or by coordinating the timing of the improvement with the regular maintenance of the street.

⁵ ADTs were taken from WisDOT data. The ADTs for the majority of points were collected in 2022, with a few in 2018. Preliminary 2025 data has been collected but has not been published yet at the time of drafting this document.



Map 4
Traffic Counts

2022 Average Daily Traffic Count

- 540 - 3,300
- 3,301 - 6,300
- 6,301 - 10,200
- 10,201 - 15,700
- 15,701 - 24,200
- 24,201 - 85,700

Functional Classification

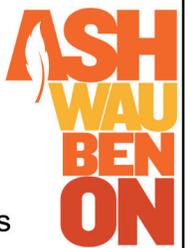
- Principal Arterial
- Minor Arterial
- Collector
- Local

▭ Municipal Boundaries

—+— Railroad



0 1/2 1 Miles



Sources: WisDOT, Village of Ashwaubenon, Brown County Planning Commission
*2022 most current ADT data available at the time of this plan's update.

4.3 Local Pedestrian Facilities Analysis

While challenges and barriers for walking trips have already been identified, this analysis will focus on the pedestrian features that are presently available. This will help to establish baseline conditions for future comparison. A variety of situations currently exist in the village relative to pedestrian facilities, and the key components of the existing pedestrian transportation system consist of sidewalks, crosswalks, and street furniture.

4.3.1 Sidewalks

Sidewalks have historically been the primary facilities provided by communities for walking. Although the requirement to construct sidewalks in new neighborhoods has fluctuated over the years, they are still vitally important today. The *Wisconsin Guide to Pedestrian Best Practices* is the authoritative source for state level recommendations on planning for pedestrian transportation. The document recommends the installation of sidewalks on both sides of the street for most new urban and suburban neighborhoods as well as for most existing urban and suburban streets. Only in very low-density residential neighborhoods with less than one housing unit per acre are sidewalks recommended on only one side of the street as the preferred option for new development. For streets in existing neighborhoods with less than one housing unit per acre, an on-street accommodation (no sidewalk, but four-foot shoulders) is recommended as the preferred option.

Although the Village of Ashwaubenon does not have a comprehensive sidewalk network at this time, the Village, through its Bicycle and Pedestrian Committee, has been actively working to connect primary home to school walk routes, shopping areas, and high traffic areas with sidewalks to create safer pedestrian environments. Refer to Map 1 for an inventory of the existing sidewalks, which are primarily located east of I-41 in and around the commercial area. This arrangement of sidewalks is not unusual for suburban communities that developed in a similar fashion to the Village of Ashwaubenon. However, as the community's population density and traffic volumes increased, the lack of sidewalks has presented new challenges.

In examining the potential future use of sidewalks in Ashwaubenon, the following analysis may be considered.

What are the disadvantages of sidewalks?

- ◆ They are costly to install and maintain.
- ◆ Retrofitting existing neighborhoods with sidewalks can be difficult, and expensive. Some of the related issues include conflicts with existing mature trees, conflicts with buildings, purchase/widening of rights-of-way, special assessments, moving underground utilities, etc.
- ◆ They require ongoing maintenance, particularly snow removal.
- ◆ They are not necessarily a solution for bicyclists.

What are the advantages of sidewalks?

- ◆ They are defined in traffic law, which enables enforcement action.
- ◆ They provide a high level of safety for pedestrians by separating them from the flow of vehicle traffic.
- ◆ They are generally recognized by drivers as pedestrian facilities, which enhances safety.
- ◆ Children/students generally have the knowledge and training to safely use them.
- ◆ In most settings, they are the most attractive/comfortable type of pedestrian facility.
- ◆ They are already present in many locations.
- ◆ They are recognized by engineering standards and guidelines.

During the planning process, the Pedestrian and Bicycle Committee reached the following points of consensus regarding sidewalks.

1. This plan will not recommend that sidewalks are built everywhere in the village. Sidewalk location and placement should be based on the particular safety issues, connectivity needs, motorized traffic characteristics, and an assessment of multiple alternatives.
2. Sidewalks are especially important around schools, parks, libraries and other destinations for young children.

4.3.2 Crosswalks

Pedestrians not only need to travel along most of the same thoroughfares as motor vehicles but also need to be able to safely cross those thoroughfares to reach destinations. Crosswalks, consisting of pavement markings and textures, signalization and other lighting, signage, and signal activation buttons, provide the means of safe crossing. Degrees of crosswalk visibility or “importance” can be achieved based on the specific treatments used to pave, mark, sign, signalize, and light the crossing.

Crosswalks are abundant in the Village of Ashwaubenon, serving a variety of intersection types and providing varying levels of crossing visibility. In August 2025, the Village Board adopted a high-visibility crosswalk design policy. High-visibility design and marking standards should be evaluated using FHWA Crosswalk Marking Selection Guide, and all high-visibility markings must comply with the latest edition of the MUTCD and WisDOT supplement.

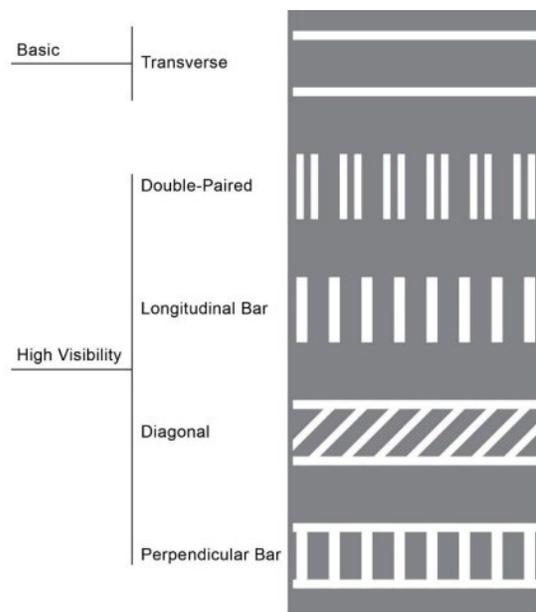
Illustration 4-1 provides examples of the common types of crosswalk markings. The vast majority of crosswalks in the village provide a basic level of crossing visibility. Nearly all pavement markings are of the standard type, with the ladder being the second most common. Pavement texture is generally not varied for crosswalks with the exception of recently reconstructed thoroughfares such as S. Oneida Street and portions of Pilgrim Way and Mike McCarthy Way. The accessibility of signal activation buttons is an issue in some locations with the primary problem being that buttons are not reachable from the sidewalk surface. Through the survey and the Bicycle and Pedestrian Committee input and feedback, the activation, timing, and display content of crosswalk signals create difficulties for pedestrians and could be improved. Higher levels of crossing visibility and pedestrian friendliness can be achieved in the village by making improvements such as adding countdown walk signals in these areas.

4.3.3 Multi-Use Paths

Multi-use paths are becoming increasingly important as part of the village’s existing system of pedestrian facilities. While multi-use paths have primarily been developed as recreational facilities in the past, careful location and design are building toward an interconnected network that will also be useful as means of transportation. Today, recreational walking and biking paths are found in several village parks including neighborhood parks like Fort Howard, Hidden Valley, and Waterford, as well as larger community parks like Sherwood Forest and Ashwaubomay. Existing multi-use paths for use by both pedestrians and bicyclists outside of parks include the Packerland Trail, the Industrial Park Trail, the Ashwaubomay River Trail, and Sand Acres Drive Trail.

The trail from Ashwaubomay is going to be extended south to the Brown County Park Fairgrounds.

Illustration 4-1: Typical Crosswalk Markings



Source: USDOT, Federal Highway Administration, Crosswalk Marking Selection Guide

4.3.4 Street Furniture

The availability and condition of street furniture can impact the walkability and bikeability of a community. Street furniture might include public benches, garbage cans, and drinking fountains, for example. Currently in Ashwaubenon, street furniture is primarily found in the newest retail commercial development, along a new multi-use path, and in the village’s parks. These amenities are generally maintained in very good condition.

While the presence of the existing street furniture is a positive, it is a reasonable conclusion that most of the village’s pedestrian routes and destinations lack street furniture. The existing resources are concentrated in a few areas.

4.4 Local Bicycle Facilities Analysis

While challenges and barriers for bicycling trips have already been identified, this analysis will focus on the bicycle features that are presently available. This will help to establish baseline conditions for future comparison. A variety of situations currently exist in the village relative to bicycle facilities, and the key components of the existing pedestrian transportation system consist of bicycle lanes, visually narrowed lanes, and bicycle parking.

4.4.1 Bicycle Lanes

Bicycle lanes provide dedicated space for bicycle transportation on collector streets other similar routes where both bicycle traffic and motor vehicle traffic are high. Even prior to the development of this plan, Ashwaubenon had begun to take steps to improve the bicycle friendliness of the community by establishing bicycle lanes. The three bicycle lanes currently found in the village are located on Hansen Road/CTH HH, Cormier Road from Oneida to Ashland, and South Broadway Street/CTH H. All of the bike lanes are marked with pavement striping and bicycle lane signage. Broadway Street/CTH H also includes other bicycle and pedestrian amenities such as traffic calming measures, improved railroad crossings, and clearly marked crosswalks.

4.4.2 Multi-Use Paths

Multi-use paths are becoming increasingly important as part of the village’s existing system of bicycle facilities. The assessment of existing multi-use paths found in section 4.3.3 also applies to bicycle facilities.

4.4.3 Bicycle Parking

Properly designed and located bicycle parking is essential to making many bicycle trips possible. At a minimum, bicycle parking “racks” should support a bike frame in two places, prevent a bike from tipping over, and enable the frame and one or both wheels to be secured using a high-security U-type lock. Illustration 4-2 provides examples of common types of bicycle racks. Of these examples, the inverted “U”, the post and ring, and the wheelwell-secure meet these criteria. The others, though commonly provided as bicycle parking, do not meet one or more of these criteria (following page). The placement of bicycle parking at a reasonable distance from building entrances and other destinations also helps encourage bicycling. Bicycle parking for extended periods of time (for bicycling to work, for example) can also be provided with a roof or shelter to protect bicycles from the elements.

Types of bicycle parking racks typically found include the “schoolyard” style rack (or “comb”, “picket fence,” or traditional rack), the wave style rack, the wheel loop style rack (similar to a “comb” rack, but with suspended locking elements), and the inverted “U.” Of these four types, only the inverted U meets the minimum recommended design. The other types of racks can lead to bicycles tipping over and experiencing damage or to bicycles being stolen because they have not been locked securely. Most existing bicycle parking in the village is not of the recommended design, but some inverted U racks are in place. Overall, bicycle parking is very limited in the village. Many locations that are otherwise accessible and desirable to reach by bicycle provide no place for secure parking. With the Bicycle and Pedestrian Committee now reviewing new development projects through the Village’s Site Plan Review process, the availability of bicycle parking facilities should continue to increase.

4.5 Local Transit System Analysis

The Green Bay metropolitan area is served by the Green Bay Metro transit system which presently includes two routes in the Village of Ashwaubenon. This system provides pedestrians with the ability to reach many more destinations than they can by walking alone. And because Green Bay Metro buses are fitted with bicycle racks, this same benefit is afforded to bicyclists. As fuel prices continue to rise, the importance and use of transit is also expected to increase.

Green Bay Metro also provides microtransit, an on-demand transportation service. The service provides flexible scheduling using app-based technologies on vehicles shared with other passengers. The service area in Ashwaubenon includes daytime zones which are south of 172 and in the far northwest corner, north of Hazelwood Lane and between Wood Lane and I-41. These areas are not currently served by fixed-transit routes. Microtransit also includes an expanded zone for evening and nighttime hours, which includes the area north of Hansen road and east of I-41 and west of South Broadway. An area along Hansen Road up to Carole Lane and between

Illustration 4-2: Bicycle Parking Racks

RACKS FOR ALL APPLICATIONS

When properly designed and installed, these rack styles typically meet all performance criteria and are appropriate for use in nearly any application.

INVERTED U also called staple, loop



Common style appropriate for many uses; two points of ground contact. Can be installed in series on rails to create a free-standing parking area in variable quantities. Available in many variations.

POST & RING



Common style appropriate for many uses; one point of ground contact. Compared to inverted-U racks, these are less prone to unintended perpendicular parking. Products exist for converting unused parking meter posts.

WHEELWELL- SECURE



Includes an element that cradles one wheel. Design and performance vary by manufacturer; typically contains bikes well, which is desirable for long-term parking and in large-scale installations (e.g. campus); accommodates fewer bicycle types and attachments than the two styles above.

RACKS TO AVOID

Because of performance concerns, APBP recommends selecting other racks instead of these.

WAVE also called undulating or serpentine



Not intuitive or user-friendly; real-world use of this style often falls short of expectations; supports bike frame at only one location when used as intended.

SCHOOLYARD also called comb, grid



Does not allow locking of frame and can lead to wheel damage. Inappropriate for most public uses, but useful for temporary attended bike storage at events and in locations with no theft concerns. Sometimes preferred by recreational riders, who may travel without locks and tend to monitor their bikes while parked.

COATHANGER



This style has a top bar that limits the types of bikes it can accommodate.

WHEELWELL



Racks that cradle bicycles with only a wheelwell do not provide suitable security, pose a tripping hazard, and can lead to wheel damage.

BOLLARD



This style typically does not appropriately support a bike’s frame at two separate locations.

SPIRAL



Despite possible aesthetic appeal, spiral racks have functional downsides related to access, real-world use, and the need to lift a wheel to park.

SWING ARM SECURED



These racks are intended to capture a bike’s frame and both wheels with a pivoting arm. In practice, they accommodate only limited bike types and have moving parts that create unneeded complications.

Source: Association of Pedestrian and Bicycle Professionals, *Essentials of Bicycle Parking* (2015)

Viking Drive and I-41 is also served in the evening and nighttime hours. Microtransit does not accommodate bicycles.

Of the two routes that serve different parts of the village, the Green Line (Route #8) provides service to Bay Park Square Mall and Oneida Street shopping district, and along Ridge Road. The Gold Line (Route #9) also serves the Bay Park Square Mall and Oneida Street, Hansen Avenue, Holmgren Way, and Lombardi Avenue.

4.6 Safety and Crash Analysis

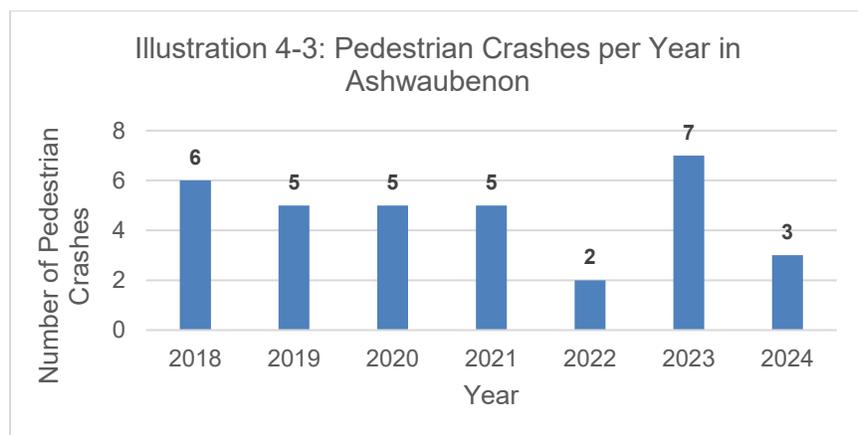
Safety is a primary driver of the need for pedestrian and bicycle transportation planning as reflected in the vision statement and many other components of this plan. While it can be argued that the safety of walking and bicycling in the village is generally good today, the potential price of unsafe conditions is simply too high – especially when it comes to children. As a general indicator of perceived safety, consider the current configuration of school bus routes in the village. The Brown County Sheriff's Department is responsible for analyzing the safety of school routes. The Sheriff's Department has determined that there are certain neighborhoods in Ashwaubenon where children are bused walkable distances due to barriers that would make walking unsafe. As a specific example, students in the neighborhood north of STH 172 and west of USH 41 are bused to Pioneer Elementary School because there is no safe way for them to cross STH 172.

4.6.1 Crash Analysis

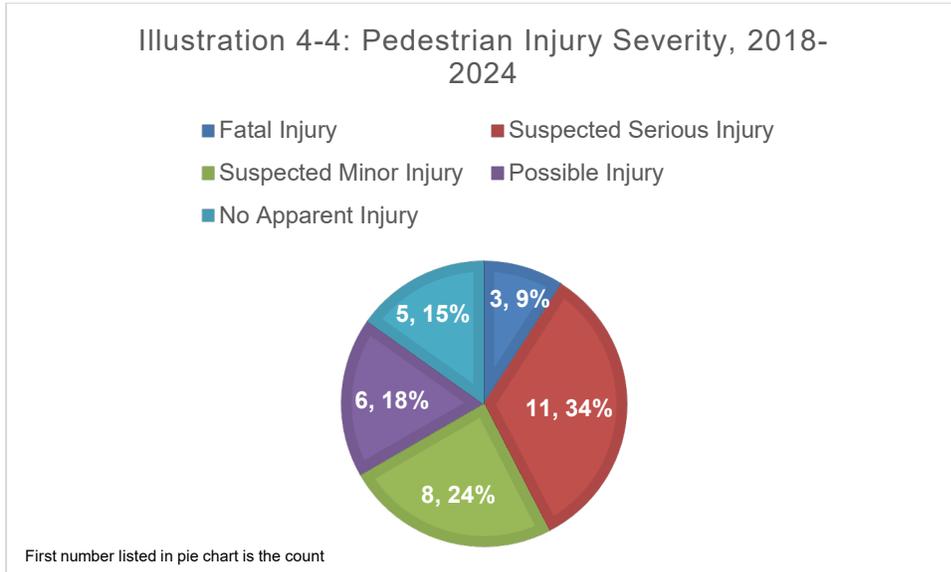
Crashes represent situations where safety was compromised in a particular set of circumstances, so they are not necessarily an indicator of overall safety. Successfully providing for the safety of walking and bicycling will not show up in the crash data, because there is no tracking of crashes that were prevented or avoided. However, crash data can provide some insights into issues that may need to be addressed. Reported crashes in the Village of Ashwaubenon involving pedestrians and bicyclists for the years 2018 through 2024 have been analyzed to provide context for the update of this plan. Maps 5 and 6 provide the locations of motor vehicle with pedestrian and bicycle crashes for the years 2018 through 2024. These data measure the safety component of walking and bicycling conditions in the village and help to provide a baseline for future comparison. The data only includes crashes reported to law enforcement, so there could be crashes that were not captured. The injury severity was based on assessments at the scene of the crash, so it is possible that some injuries could have been worse than they were assessed, and vice versa. Map 7 shows all of the pedestrian and bicycle crashes in Ashwaubenon since 2018 and aggregates the locations to more easily identify where multiple crashes occurred.

Pedestrian Crashes

The number of reported pedestrian with motor vehicle crashes for the years 2018 through 2024 are shown in Illustration 4-3. There were 33 total crashes involving pedestrians over this seven-year period, representing an average of 4.5 crashes per year.



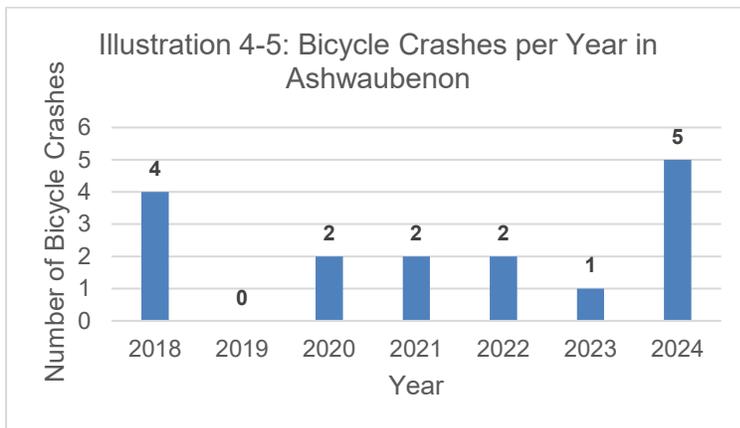
Of the 33 crashes in Ashwaubenon involving pedestrians, three crashes were fatal. One crash was on I-41, one on 172, and one on Ashland Avenue. 11 crashes resulted in serious injury. Out of the total crashes, 12 were reported at intersections and the remainder were not. The injury severity for pedestrian crashes is shown in Illustration 4-4. The locations of bicycle crashes in Ashwaubenon from 2018-2024 are shown on Map 5 at the end of this chapter.



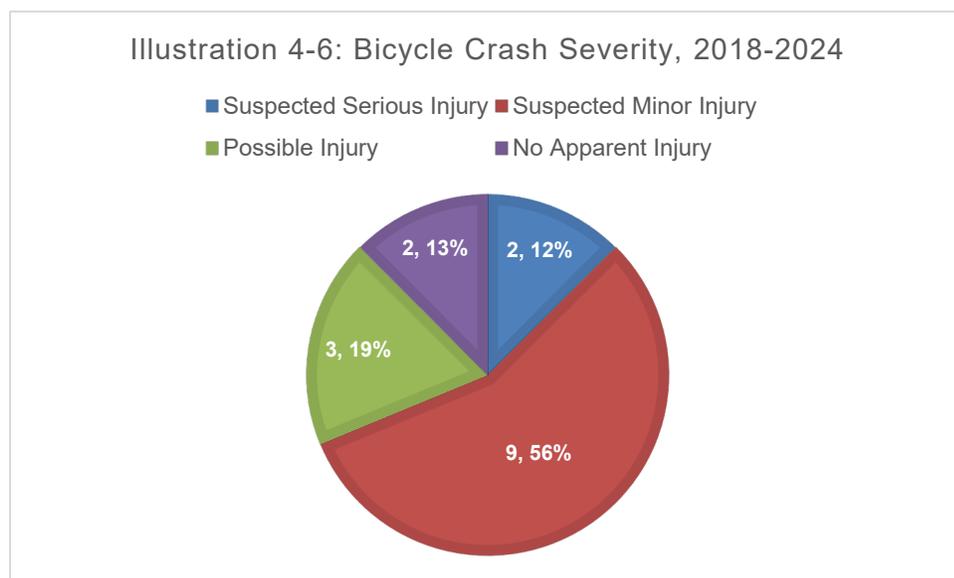
Source: Wisconsin Transportation Operations and Safety Laboratory and Brown County Planning Commission, 2025

Bicycle Crashes

The number of reported bicyclists with motor vehicle crashes for the years 2018 through 2024 are shown in Illustration 4-5. There were 16 total crashes involving bicyclists over this seven-year period, representing an average of 2.3 crashes per year. Of these 16 crashes, 13 were at intersections, and three were not. The locations of bicycle crashes in Ashwaubenon from 2018-2024 are shown on Map 6 at the end of this chapter.



Of the reported bicycle crashes in Ashwaubenon, there were no fatalities during 2018-2024 (Illustration 4-6).

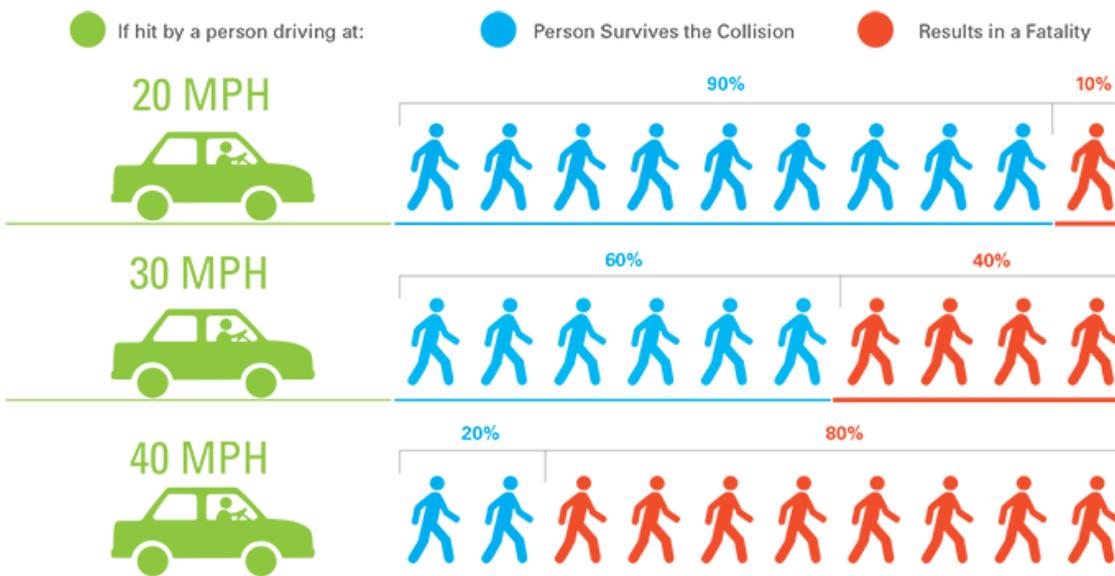


Source: Wisconsin Transportation Operations and Safety Laboratory and Brown County Planning Commission, 2025

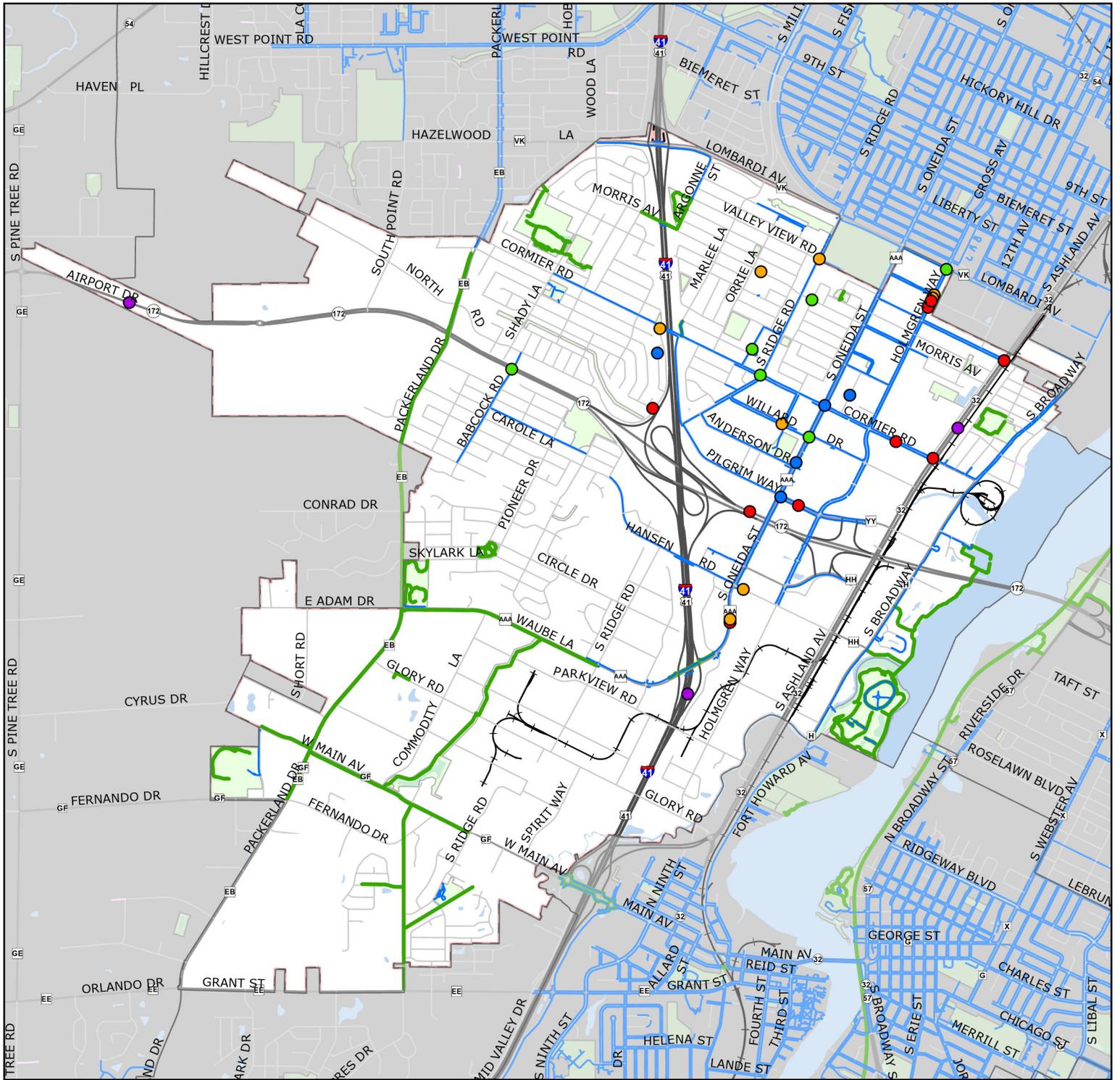
4.6.2 Speed and Crash Severity

Speed of the motor vehicle is a critical factor affecting the severity of crashes. As demonstrated in Illustration 4-7, the chance of a pedestrian being severely injured or killed increases dramatically with speed of the motor vehicle. At 40 miles per hour, the chance of death is 80%. An underlying cause is that stopping distance also increases dramatically with speed.

Illustration 4-7: Relationship Between Speed and Crashes



Source: San Francisco MTA Vision Zero Action Plan, February 2015.



Map 5 Reported Pedestrian Crashes in Ashwaubenon, 2018 - 2024

Injury Type

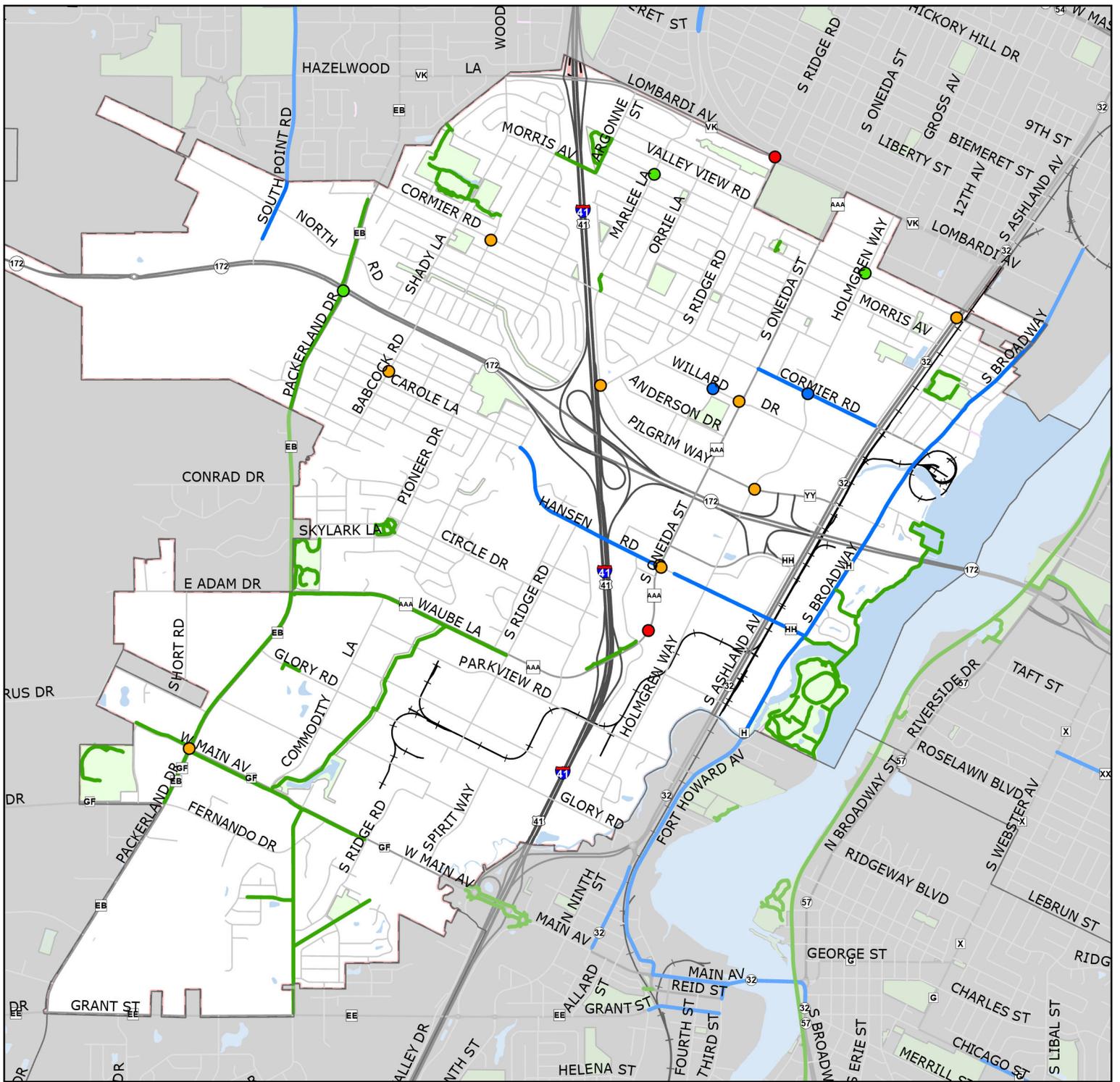
- Fatal
- Serious
- Minor
- Possible
- No Injuries

- Sidewalk
- Multi-Use Trail
- Parks and Public Natural Areas



Sources: Wisconsin Transportation Operations and Safety Laboratory, Brown County Planning Commission



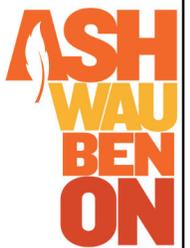
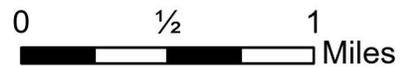


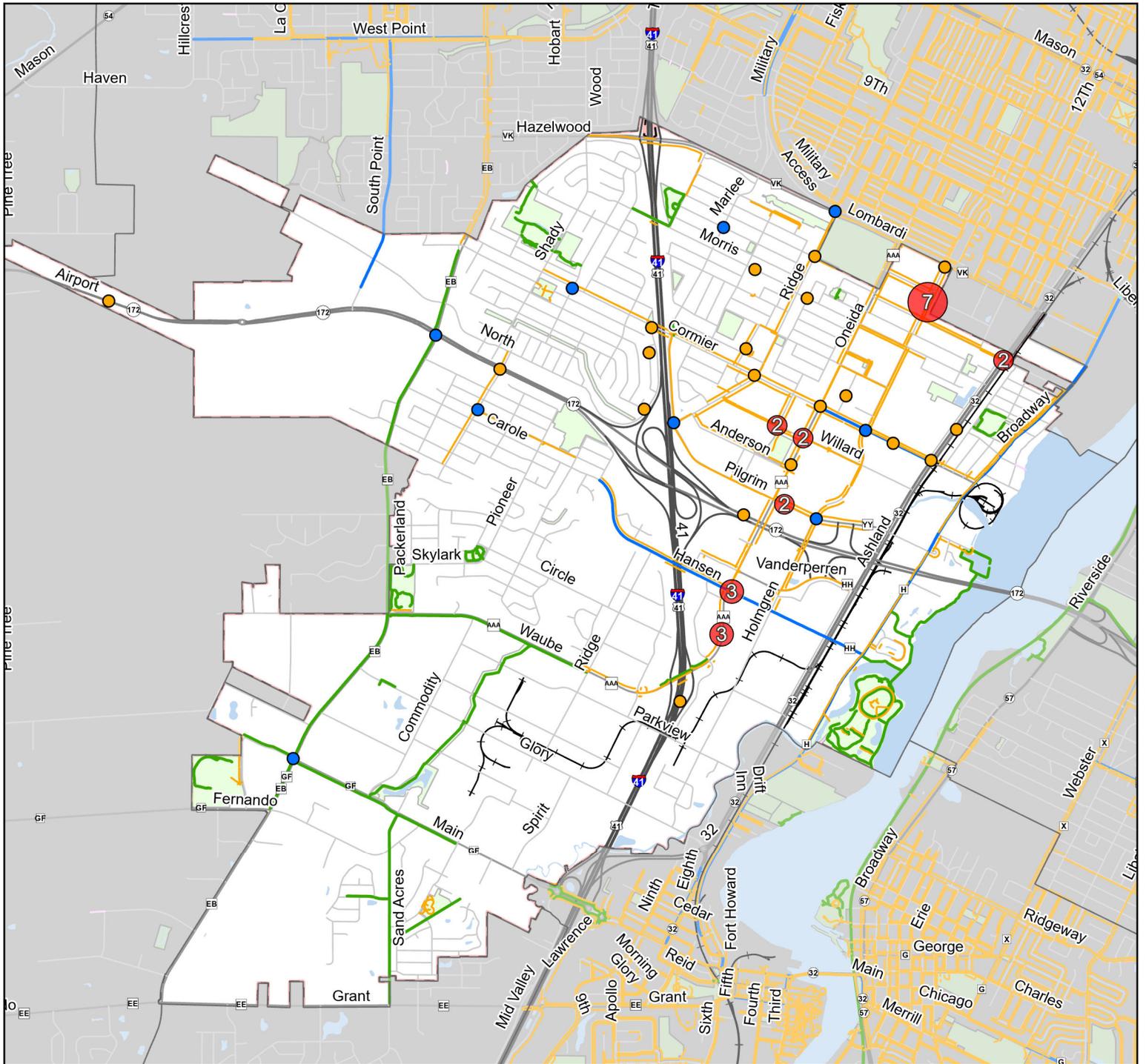
Map 6
Reported Bicycle Crashes in
Ashwaubenon, 2018 - 2024

Injury Type

- Serious
- Minor
- Possible
- No Injuries

- Bicycle Lane
- Multi-Use Trail
- Parks and Public Natural Areas





Map 7 Crash Hotspots 2018-2024

Single Crash

- Pedestrian Crash
- Bicycle Crash

Crash Clusters (Pedestrian and Bicycle Combined)

- Low
- High

— Sidewalk

— Bicycle Lane

— Sharrow

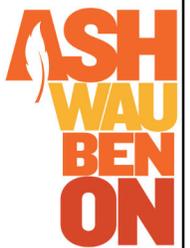
— Multi-Use Trail

Parks and Public Natural Areas



Note: Crash clusters are aggregations of both pedestrian and bicycle crash locations that are in close proximity. The number on the cluster represents the number of crashes in that area.

Sources: Wisconsin Transportation Operations and Safety Laboratory, Village of Ashwaubenon, Brown County Planning Commission



5 Policies

Goals, objectives, and policies set a framework for decision making in the Village of Ashwaubenon. For issues related to pedestrian and bicycle transportation, the goals, objectives and policies of this plan should be used to guide and focus the discussion. The issues and opportunities, along with the goals objectives were discussed in Chapter 1. Illustration 5-1 (also shown in Chapter 1) shows the connection between the high-level planning steps (identifying issues, opportunities, goals and objectives), and the implementation steps.

Illustration 5-1: Steps in the Planning Process



5.1 Policies

Policies are rules or courses of action that identify the way in which activities will be conducted in order to achieve fulfillment of the goals and objectives. Policies in the Pedestrian and Bicycle Plan can be used in two ways – to support existing policy or practice in the village or to affect change in current practice. Where appropriate, the implementation of these policies should be considered with the input and guidance of professional engineers, public safety officers, and community development professionals.

Policies Related to Goal 1 (Overall Connectivity and Safety)

1. For any street that is an arterial or collector, pedestrian features should be considered when that street is reconstructed.
2. For any street that is an arterial or collector, bicycle features should be considered when that street is reconstructed.
3. When infrastructure improvements are made or when new development is undertaken, transit stops in the village should be improved to include:
 - ◆ Connectivity to pedestrian routes and paths
 - ◆ Hard surfaces where transit riders can stand
 - ◆ Hard surfaces where disabled transit riders can be safely unloaded
 - ◆ Where appropriate, shelters with lighting, heat, and places to sit
4. Maintenance of pedestrian and bicycle paths in the village should be in accordance with WisDOT standards and guidelines and address:
 - ◆ Pothole and crack repair to a high standard/surface smoothness

- ◆ Snow removal as possible (based on weather extremes), and as determined necessary on a case-by-case basis for multi-use paths
 - ◆ Debris removal of on-road facilities
 - ◆ Utility/manhole cover installation and maintenance level with pavement
5. Visual clearance areas should be maintained at intersections in compliance with village ordinances in order to protect intersection sight lines for pedestrians and bicyclists.

Policies Related to Goal 2 (Bicycle and Pedestrian Facilities)

6. Acceptable, newly installed or replacement bicycle parking facilities should support a bike frame in two places, prevent the bike from tipping over, and enable the frame and one or both wheels to be secured using a high-security U-type lock.
7. When stormwater drainage grates are installed or replaced, bicycle safe design and placement should be used in accordance with WisDOT standards and guidelines.
8. When new or reconstructed railroad crossings are installed, bicycle safe design should be used in accordance with WisDOT standards and guidelines. Remedial action should be pursued for crossings with an angle of less than 45 degrees.
9. The design of bicycle lanes should include bicycle-actuated traffic signals.
10. Similar to vehicle parking requirements in the village Zoning Code, bicycle parking requirements should be brought into conformance at existing buildings when the parking needs change by more than 15% based on measures established in the zoning code.
11. The village should adhere to WisDOT standards for pedestrian or bicycle facilities design, maintenance, or operations, where such standards exist. Where such standards do not exist at the state level, the village should adhere to AASHTO (American Association of State Highway and Transportation Officials) standards.
12. Sidewalks must be cleared of snow within 24 hours of a snowfall. Where sidewalks are not cleared in compliance with village ordinances, village crews clear the sidewalk with the cost assessed to the abutting property owner.
13. The village will use the adopted High-Visibility Crosswalk Design Policy to ensure consistent standards are used for high-visibility crosswalk markings.
14. Pedestrian signal buttons should be located where they are accessible from the sidewalk in all weather conditions by all expected sidewalk users in accordance with USDOT Access Board standards (*Public Right-of-Way Guidelines* publication).
15. Crosswalk enhancements (e.g., “countdown” signals, traffic calming, raised crosswalks, oversized crosswalks, advanced stop bars, enhanced crosswalks markings, etc.) should be considered for installation where both pedestrian and vehicle traffic volumes are high.
16. Traffic signal phasing should be maintained to provide adequate time for pedestrians of all expected ages and levels of ability to safely cross streets.

Policies Related to Goal 3 (Land Use, Development, and Planning Integration)

17. New development and redevelopment projects should incorporate pedestrian and bicycle-friendly design features including:
 - ◆ Small (or zero) street yard setbacks
 - ◆ Vehicle parking to the side or rear of the site
 - ◆ Connections to abutting sidewalks or multi-use paths
 - ◆ Internal pedestrian circulation features (e.g., raised crosswalks, traffic calming, clearly marked paths, parking lot islands with space for walking, adequate lighting, etc.)
 - ◆ Bicycle parking
 - ◆ Street furniture
18. To ensure external circulation and connectivity, the design of new development and redevelopment projects should have a logical relationship to existing and planned sidewalks and multi-use paths in the surrounding vicinity.
19. The design of new streets should conform to the village's adopted plans for future pedestrian and bicycle routes and features.

Policies Related to Goal 4 (Enforcement, Education, and Encouragement Measures)

20. The village should require pedestrian and bicycle enforcement training for all law enforcement officers.
21. The village should continue to monitor trends and new technologies related to electric bicycles and scooters (e-bikes and e-scooters) to ensure current village policies and ordinances are meeting safety needs.
22. The village Public Safety, Parks, Recreation, and Forestry Departments should offer programming for pedestrians and bicyclists.
23. The village should promote employee biking and walking activity (e.g., installing safe and secure bicycle parking, incentives for biking to work, safety training, etc.).
24. The village should work with the school district to incorporate pedestrian and bicycle safety education into the curriculum.

6 Considerations and Options

6.1 Design Considerations

6.1.1 Pedestrian and Bicyclist Training, Ability, and Comfort Levels

Pedestrian and bicycle planning needs to consider the training and ability levels of community members. These can range from children and less experienced bicyclists who may feel more comfortable in low-stress environments (such as minimal traffic or separated multi-use paths) to experienced bicyclists who are more comfortable riding in motor vehicle traffic. However, even people the latter group may still prefer to ride where there are bicycle facilities.

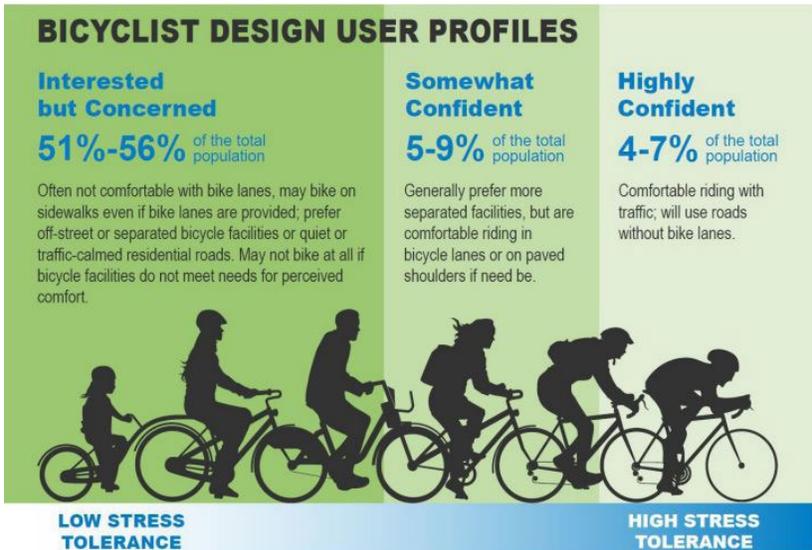
To understand comfort levels and to help with bicycle planning and design considerations, the Federal Highway Administration has outlined three general user types based on research⁶, shown in Illustration 6-1.

The three types are based on people who are interested in bicycling for transportation:

- **Highly Confident Bicyclist** – These users will typically ride anywhere regardless of roadway conditions and weather. They may also prefer to use direct routes and roadway connections over a less direct route that has bicycle facilities or uses a multi-use path. Some people in this group may not necessarily bicycle more frequently than people in other groups but have a higher stress tolerance when they do. This is generally the smallest group of the population.
- **Somewhat Confident Bicyclist** – This user group is fairly comfortable sharing the roadway with traffic but prefer to ride where there are bicycle facilities. They have a lower tolerance for traffic stress than the Highly Confident Bicyclist but are willing to travel on busier streets for short distances to complete trips or to avoid going a less direct route. This group is larger than the Highly Confident group, but still smaller than the last group.
- **Interested but Concerned** – This is the largest group identified by research and have the lowest tolerance for traffic stress. People in this group are less comfortable riding in or directly next to traffic and will seek out a longer route if it feels safer. People in this group may not bike at all if bicycle facilities do not meet needs for perceived comfort. This group is the largest of the three groups and generally the recommended design user profile as the resulting facilities will serve bicyclists of all ages and abilities. .

The remainder of the population is considered to be currently uninterested in bicycling for a variety of reasons, including topography, inability, or simply no interest in doing so.

Illustration 6-1 Bicycle User Design Profiles

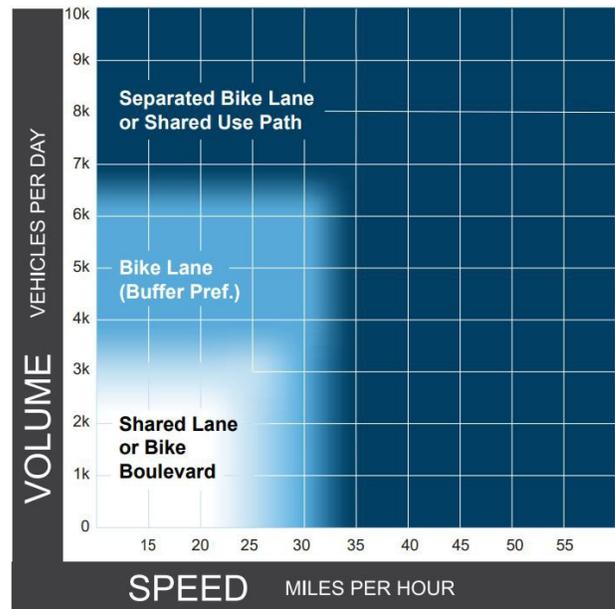


Bicycle user design profiles. *Bikeway Selection Guide*, Federal Highway Administration

⁶ U.S. Department of Transportation, Federal Highway Administration. *Bikeway Selection Guide*. 2019. [Bikeway Selection Guide](#).

While every community is different, if a similar ratio of the population in Ashwaubenon is in the “Interested but Concerned” category, the village should focus on creating a network that is designed to be safe and comfortable for all users. Context and feasibility should be important considerations, and streets that can be reasonably made to feel more comfortable for bicycling should be the priority. However, if there are opportunities to improve bicycling conditions on busier streets, the village should still pursue those where feasible. Illustration 6-2 shows how motor vehicle volume and speed can be considered to determine a preferred bicycle facility based on the “Interested but Concerned” group.

Illustration 6-2: Preferred Bicycle Facility Types by Speed and Volume



Preferred bicycle facility type by speed and volume. *Bikeway Selection Guide*, Federal Highway Administration. **Note** – The chart assumes operating speeds are similar to posted speeds. If they differ, operating speeds should be used.

6.1.2 Planning, Design, and Engineering Resources

As the Village of Ashwaubenon continues to develop its pedestrian and bicycle network, there are a variety of design guidelines that the village should consider when planning for new facilities. The following selection listed below are the primary state and national resources on bicycle and pedestrian facility design:

- *Manual on Uniform Traffic Control Devices*, 11th Edition (FHWA, 2025)
- *Bikeway Selection Guide* (FHWA, 2019)
- *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach* (Institute of Transportation Engineers and Congress for the New Urbanism, 2010)
- *Integration of Safety in the Project Development Process and Beyond: A Context Sensitive Approach* (Institute of Transportation Engineers, 2015)
- *Guide for the Development of Bicycle Facilities*, Fifth Edition (AASHTO, 2024)
- *Guide for the Planning, Design, and Operation of Pedestrian Facilities*, Second Edition (AASHTO, 2021)
- *Wisconsin Bicycle Facility Design Handbook* (WisDOT, 2018)
- *Facilities Development Manual (FDM)* (WisDOT, 2025)
- *NACTO Urban Bikeway Design Guide*, 3rd Edition (National Association of City Transportation Officials, 2025)
- *NACTO Urban Street Design Guide*, 3rd Edition (2013)

6.2 Options and Principles

Options are possible actions or projects that the village could complete as funding, staffing, timing, and other critical resources are available. Implementing projects will help the community fulfill the goals, objectives, and vision of this plan. The options are organized for pedestrian opportunities and bicycle opportunities. While there is overlap, if an option is connected to pedestrian needs in any way, it has been addressed that way first. As walking is the most basic form of transportation, many of the improvements made for pedestrians will also result in improved conditions for bicyclists.

Any pedestrian and/or bicycle projects should consider the Safe System Approach principles (listed below and also detailed in Section 1.2.1).

The Safe System Approach incorporates the following principles:

- ❖ **Death and Serious Injuries are Unacceptable** – A Safe System Approach prioritizes the elimination of crashes that result in death and serious injuries.
- ❖ **Humans Make Mistakes** – People will inevitably make mistakes and decisions that can lead or contribute to crashes, but the transportation system can be designed and operated to accommodate certain types and levels of human mistakes, and avoid death and serious injuries when a crash occurs.
- ❖ **Humans Are Vulnerable** – Human bodies have physical limits for tolerating crash forces before death or serious injury occurs; therefore, it is critical to design and operate a transportation system that is human-centric and accommodates physical human vulnerabilities.
- ❖ **Responsibility is Shared** – All stakeholders – including government at all levels, industry, non-profit/advocacy, researchers, and the general public – are vital to preventing fatalities and serious injuries on our roadways.
- ❖ **Safety is Proactive** – Proactive tools should be used to identify and address safety issues in the transportation system, rather than waiting for crashes to occur and reacting afterwards.
- ❖ **Redundancy is Crucial** – Reducing risks requires that all parts of the transportation system be strengthened, so that if one part fails, the other parts still protect people.

Illustration 6-3: Safe System Approach



Graphic: U.S. DOT

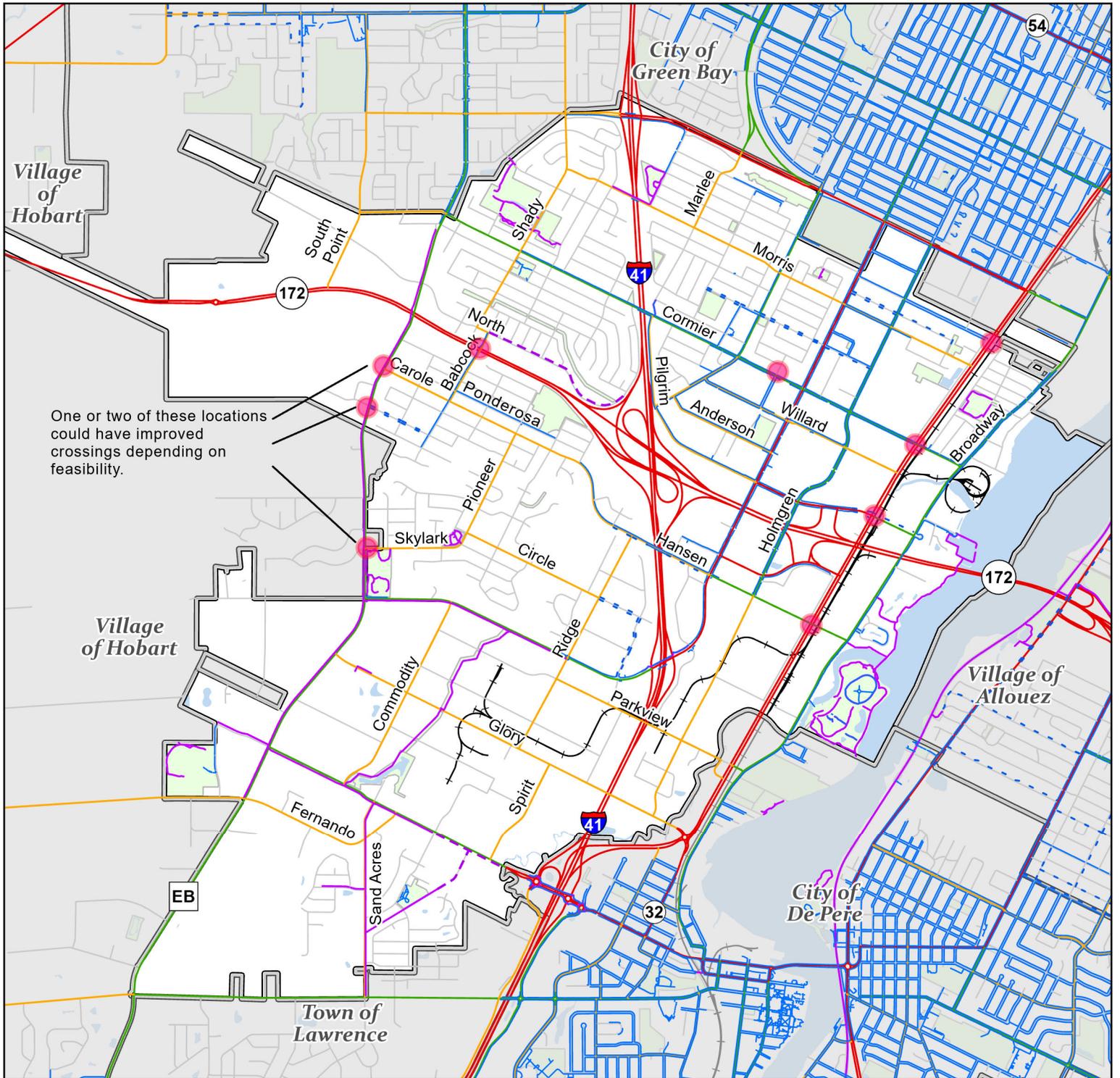
While the primary emphasis of this plan is related to engineering (physical improvement) options, there are also options for education, enforcement, and encouragement that are equally important. Education and enforcement efforts should be balanced, because while enforcement measures are necessary and important, education is an investment in preventing the need for enforcement and in expanding the effectiveness of limited enforcement resources. Since there can never be enough law enforcement officers to catch every potential violation of traffic laws, education is a must.

6.3 Pedestrian Options

6.3.1 Engineering Option Considerations

Map 8 (following page) displays possible physical improvement options for a more connected pedestrian network in the Village of Ashwaubenon. Potential engineered pedestrian improvements shown on this map include planned sidewalks, multi-use paths, and intersection improvements. Street functional classifications are shown, and when these streets are planned to be reconstructed, adding sidewalks will be considered as part of that work. These options were developed through an open workshop with the Bicycle and Pedestrian Committee and village staff.

Table 6-1 (page 57) summarizes the possible pedestrian network options. This list is not meant to be all-encompassing but identifying key areas and important connections in the village that can improve the pedestrian network.



One or two of these locations could have improved crossings depending on feasibility.

Map 8 Future Pedestrian Facilities

- Sidewalk
- - - Planned Sidewalk
- Multi-Use Trail
- - - Planned Multi-Use Trail

Note: Sidewalks will be considered for Minor Arterials and Collectors when either type is in the planning phases for reconstruction.

Street Centerlines

Functional Class

- Principal Arterial
- Minor Arterial
- Collector
- Local

● Possible Improved Crossing

— Parks and Public Natural Areas

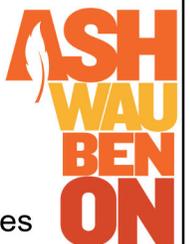


Table 6-1: Pedestrian Network Options and Considerations

<i>Northwest Quadrant (north of 172 and west of I-41)</i>
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Improving a crossing across 172. 2. Improving connection to the east side of I-41. 3. Creating a north-south sidewalk connection through the NW quadrant.
<i>Northeast Quadrant (north of 172 and east of I-41)</i>
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Improving north-south connections in the residential areas north of Cormier. 2. Improving connection to the west side of I-41. 3. Improving crossings across busier streets, including crossings across Ashland Avenue.
<i>Southeast Quadrant (south of 172 and east of I-41)</i>
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Improving crossings across busier streets, including crossings across Ashland Avenue. 2. Improving connection to the west side of I-41. 3. Improvements along Oneida Street.
<i>Southwest Quadrant (south of 172 and west of I-41)</i>
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Improving crossing across 172. 2. Improving crossing across Packerland to access the trail. 3. Improving north-south connections between Waube Lane and Hansen Road.

Additional Engineering Strategies

In addition to the development of the improved network of pedestrian routes as shown in Table 6-1, the following supporting strategies address such areas as crosswalks, transit, and the plans of other units of government.

- ◆ Use curb ramps that open at a 90-degree angle to an intersection which allow a pedestrian or wheelchair to enter a crosswalk directly. Curb ramps that open at a 45-degree angle can force a pedestrian or wheelchair to first step out into traffic, and motorists may have a hard time interpreting the pedestrian’s intended direction of travel. 90-degree curb ramps also have the advantage of providing a shorter street crossing distance and serving as a traffic calming device through a tighter curve radius.
- ◆ Where crossings are on arterial streets, pedestrian refuge islands should be considered in the center. In addition to calming traffic and enabling people to cross one direction of traffic at a time, the islands encourage drivers to yield to pedestrians in the crosswalks because their intentions are clear to drivers. Pedestrian refuge islands can be established at controlled intersections (e.g. at roundabouts), but they are also very useful at uncontrolled intersections, at mid-block crossings, and at wide intersections. At mid-block crossings, refuge islands should include appropriate signage and Rectangular Rapid-Flashing Beacons (RRFBs, discussed on the following page).
- ◆ Improve the marking and maintenance of crosswalks in accordance with AASHTO standards and guidelines. Classify the importance of crosswalks and increase the level of marking for places where

Countdown Crosswalk Signal



Countdown signals provide pedestrians with more complete information including the time remaining before the signal begins to change. This is especially important to pedestrians who require mobility assistance.

both pedestrian and motor vehicle traffic are high. For example, use textured (high visibility/stenciled) crosswalks for the most important crosswalks, and rely on basic pavement markings in places of lower potential conflict.

Illustration 6-4: HAWK Signals



- ◆ Improve crosswalks signals. Classify the importance of crosswalks and use other signals or other enhancements where both pedestrian and motor vehicle traffic are high. For all crosswalks, improve the accessibility of signal activation buttons keeping all potential users in mind.

- ◆ For places where a mid-block crossing is necessary, a High Intensity Activity CrossWalk (HAWK signals)/pedestrian hybrid beacon is an option to consider.
 - ▶ A HAWK signal, sometimes also referred to as a pedestrian hybrid beacon (PHB), is a traffic control device that was modeled after a pedestrian signal concept in Europe and initially adapted by engineers in Arizona. The signal’s purpose is to increase motorists’ awareness of pedestrians crossing at uncontrolled marked crosswalk locations, such as mid-block locations, and when the crosswalks themselves do not result in adequate motorist yielding.

 - ▶ The HAWK beacon will remain dark until activated by a pedestrian or bicyclist pressing the crossing button. Once activated, the signal will first respond immediately with a flashing yellow pattern that then changes to a solid red light to designate “Stop” to motorists. The MUTCD provides guidance on establishing the signal phasing length.

 - ▶ Studies have shown a better compliance rate by motorists with a HAWK signal than other devices at pedestrian crossings. The signals are designed for use in locations that do not meet traffic engineering ‘warrants’ for a conventional signal. The new signal is intended to aid pedestrians who desire assistance crossing the street with heavy traffic and it also provides visually impaired pedestrians audible information as to when the walk signal is on.

Pedestrian Hybrid Beacon Operation

	DRIVERS		PEDESTRIANS	
	Will See ...	Will Do ...	Will See ...	Will Do ...
1		Proceed with caution.		Push the button to activate the system.
2	 FLASHING	Proceed with caution. A pedestrian has activated the system.		Wait.
3		Stop if safe to do so.		Continue to wait.
4		STOP. A pedestrian is in the crosswalk.		Start crossing when all vehicles are stopped.
5	 FLASHING 	STOP. Proceed with caution if the crosswalk is clear.		Continue crossing; the signal will count down.
6		Proceed if the crosswalk is clear.		Push the button to activate the system.

- ▶ Rectangular Rapid-Flashing Beacons (RRFB) are another crossing option. RRFB is a high-intensity flashing sign assembly that is placed ahead of an uncontrolled crosswalk and is user-activated. The RRFB uses an irregular flash pattern to alert drivers to yield to pedestrians who wish to cross the street. RRFBs are appropriate at locations where no traffic signal is present, and on either two-lane roads, or four-lane roads with a median or center island. RRFBs can reduce crashes up to 47% for pedestrian crashes and can increase motorist yielding rates up to 98% (which can vary by speed limit, number of lanes, crossing distance, and time of day)⁷.
- ◆ Work toward the improvement of transit stops, potentially adding hard surfaces (for loading and unloading), shelters, lighting, and benches. Prioritize improvements using transit ridership data and consider in further detail the specific responsibilities for making transit improvements.
- ◆ Pursue opportunities to complete the pedestrian transportation system with supporting improvements in key locations such as lighting and street furniture.
- ◆ Implement Safe Routes to School.

6.3.2 Education Strategies

The key to effective pedestrian safety education efforts is to target the means of delivery to the intended audience. Children and adults are the two primary audiences to consider. Educating children about pedestrian safety can be achieved through very focused means such as school programs and by educating parents. Educating the adult community in general must be addressed through multiple media to be successful. Options might include distributing state and federally produced brochures, running public service announcements, and placing information on the village web site. The message for all audiences is straightforward – be safe, courteous, and legal. The following education strategies are essential for the implementation of Ashwaubenon’s pedestrian transportation system plan.

- ◆ Utilize the Safe Routes to School Program to help meet the village’s pedestrian safety educational needs.
- ◆ Take advantage of existing programs, curriculum, and educational tools. Quality materials have been developed by the state and federal government and by private organizations.
- ◆ Village staff and Bicycle and Pedestrian Committee members should attend training and educational opportunities when available to learn more about what is being done in other communities that could also be applied to Ashwaubenon.
- ◆ Village staff and Bicycle and Pedestrian Committee members should attend training and educational opportunities for bicycle and pedestrian issues, when available, to learn more about things that could be applied to Ashwaubenon.

6.3.3 Enforcement Strategies

Law enforcement is critical to protecting and enhancing pedestrian safety. Only law enforcement officers can enforce the laws that make walking safer. The following enforcement strategies are essential for the implementation of Ashwaubenon’s pedestrian transportation system plan.

- ◆ Provide more APS officers with pedestrian safety training to assist officers with recognizing the situations that can lead to pedestrian crashes and with knowing the applicable laws.

⁷ U.S. Department of Transportation, Federal Highway Administration, Office of Safety. Proven Safety Countermeasures. https://highways.dot.gov/sites/fhwa.dot.gov/files/RRFB_508_0.pdf

- ◆ Improve the enforcement of the village’s sidewalk snow removal ordinance requirements.
- ◆ Continue to adopt state pedestrian and bicycle statutes by reference in the village’s Traffic Code.

6.3.4 Encouragement Strategies

Encouragement measures are the final critical piece, but only after engineering, education, and enforcement measures have begun should encouragement be employed. The following encouragement strategies are essential for the implementation of Ashwaubenon’s pedestrian transportation system plan.

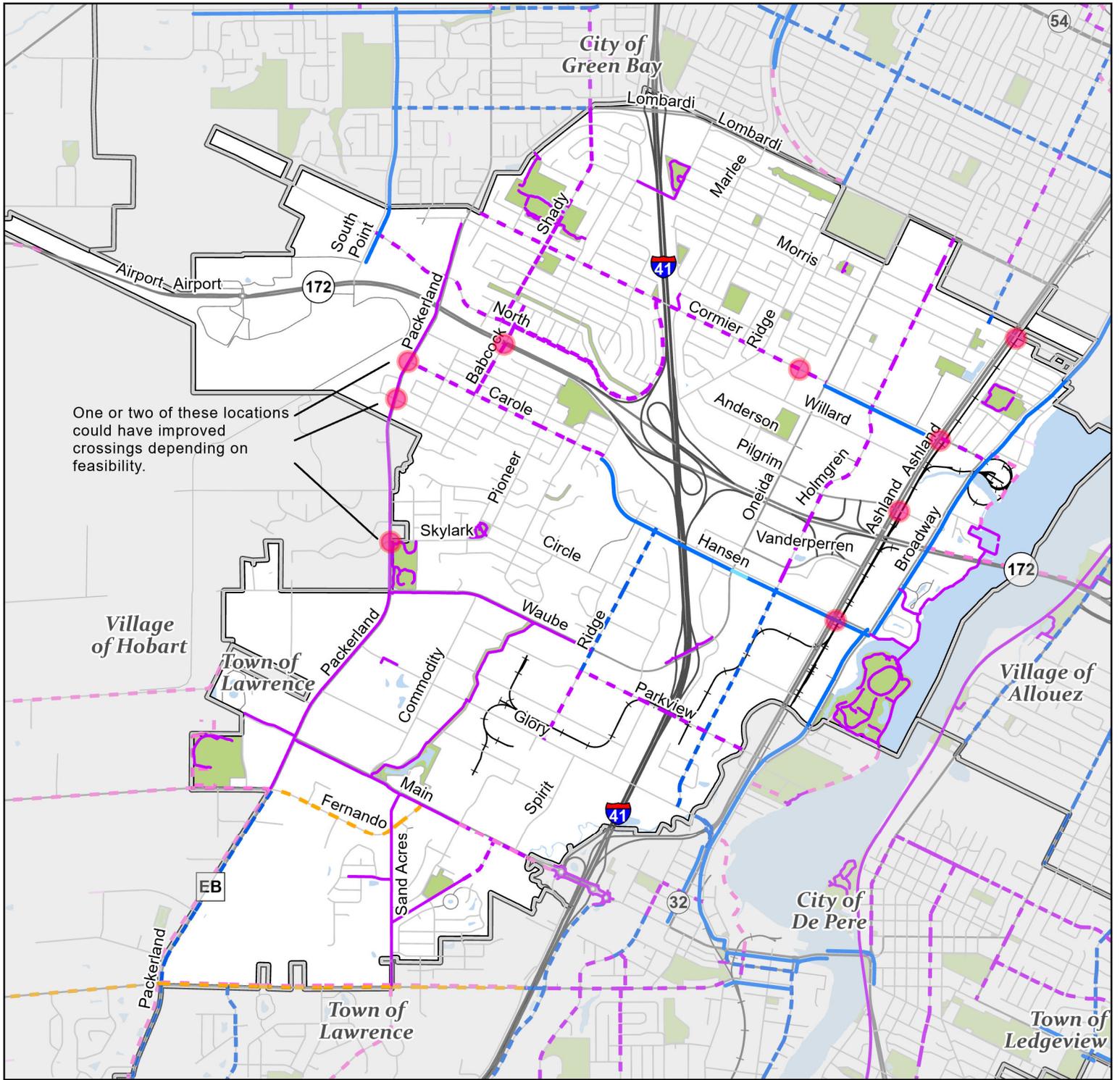
- ◆ Utilize the Safe Routes to School Program to help meet the village’s pedestrian system encouragement needs.
- ◆ Support efforts to install pedestrian paths and circulation for subdivision plats, site plans, conditional uses, and planned unit developments. This will help bring about a built environment that encourages walking as a means of transportation.
- ◆ Focus on fair distribution when considering new sidewalks and/or trails in the village. Areas that have traditionally lacked sidewalks or trails but still have pedestrians, coupled with heavier traffic, should receive additional focus to ensure a broad swath of the population has access to safe pedestrian facilities.

6.4 Bicycle Options

6.4.1 Engineering Considerations

Map 9 (following page) displays possible physical improvement options for a more connected bicycle network in the Village of Ashwaubenon. Potential engineered bicycle improvements shown on this map include bike lanes, bike routes, multi-use paths, and intersection improvements. These options were developed through an open workshop with the Bicycle and Pedestrian Committee and village staff.

Table 6-2 (page 62) summarizes the possible bicycle network options. This list is not meant to be all-encompassing but identifying key areas and important connections in the village that can improve the bicycle network.



**Map 9
Bicycle Facility
Options**

Existing Bicycle Facilities

- Bicycle Lane
- - - Sharrow
- Multi-Use Trail

Possible Options

- - - Planned Multi-Use Trail
- - - Bicycle Lane
- - - Multi-Use Trail
- - - 5-foot Paved Shoulder
- - - Bicycle Route (Signed)

● Possible Improved Crossing

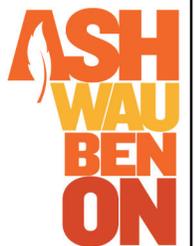


Table 6-2: Bicycle Network Options and Considerations

Northwest Quadrant (north of 172 and west of I-41)
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Improving a crossing across 172. 2. Improving connection to the east side of I-41. 3. Creating a north-south route. 4. Creating an east-west route.
Northeast Quadrant (north of 172 and east of I-41)
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Creating a north-south route(s). 2. Creating an east-west route. 3. Improving crossings across busier streets, including crossings across Ashland Avenue.
Southeast Quadrant (south of 172 and east of I-41)
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Creating a north-south route. 2. Creating an east-west route. 3. Improving crossing across Ashland.
Southwest Quadrant (south of 172 and west of I-41)
Possible projects in this area should focus on: <ol style="list-style-type: none"> 1. Creating an east-west route(s) that connects to the Packerland Drive trail. 2. Improving crossing across Packerland to access the trail. 3. Creating a north-south route that connects other routes, Hansen Road bicycle lane, and multi-use trails.

Bicycle Routes

Bicycle routes are mentioned in Table 6-2 and shown on Map 9.

Bicycle routes are preferred routes for bicycle traffic that can be designated to alert motorists to the presence of bicyclists, and to provide bicyclists with wayfinding. They can have signs identifying the route and possible destinations and distances or be as simple as a general sign to indicate the route (like the sign to the right). These routes generally have lower traffic volumes, resulting in fewer bicycle/motorist conflicts and safety concerns. They provide the connections from the neighborhood areas to the primary routes. Each route would be signed to designate the street as part of the system, informing bicyclists that the route connects to a primary route, shared-use path, or other destination. Signage indicating that “bicycles may use full lane” should be erected along heavily traveled routes without separate bicycle facilities. Additional attention will also have to be provided at crossings along the signed route, either marked or controlled. Pavement markings could also be used to identify shared lanes.



Bicycle routes are best suited for low volume roadways ($\leq 3,000$ ADT) with travel speeds 25mph or less. They may be used on low volume roadways with travel speeds 35mph or less if space constraints rule out bicycle lanes. Bicycle routes may also be referred to as bike boulevards or neighborhood slow streets. These usually feature traffic calming measures to keep speeds low, in addition to signage and/or pavement markings.

Traffic Calming Measures

Laterally shifting the street alignment in one direction will help reduce motor vehicle speed along the street. To feel comfortable driving through the feature, the motorist will reduce their travel speed.

Chicanes: Chicanes are a series of alternating curves or lane shifts. Chicanes are a lateral roadway shift with a return to the original path. The maneuver will prompt the motorist to reduce their speed to go through the series of shifts. Chicanes can be created with curb extensions that alternate from one side of the street to the other. Another option is to shift on-street parking to create the chicane. Where neither of those options make sense, street landscaping features could achieve the effect.

Mini Roundabouts: Roundabouts are already a familiar sight in Brown County. Mini roundabouts (and neighborhood traffic circles) are related, but can be used in physically constrained locations, and are appropriate on lower traffic streets with uncontrolled intersections. They have also been shown to increase intersection safety. Traffic circles may be installed with simple markings or raised islands. They may also incorporate landscaping to beautify the streetscape, which also further calms traffic. Depending on the situation, the central island could also be sized to allow for truck traffic to pass over it to make a turn, while still diverting car traffic around the circle.

Illustration 6-5: Traffic Calming Examples

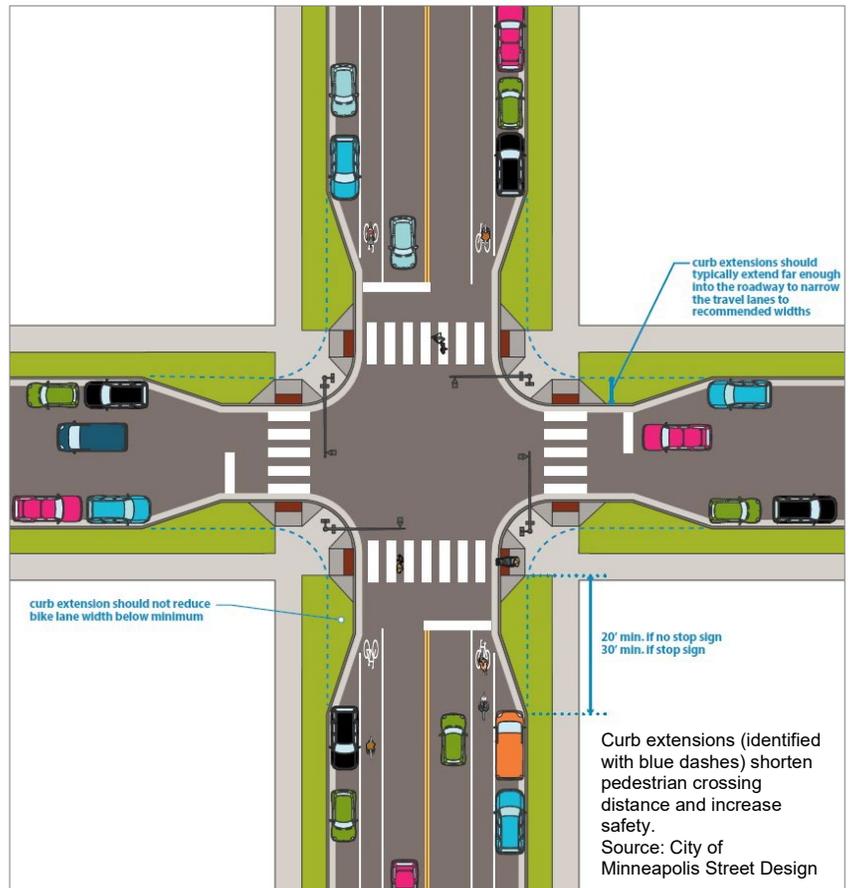


On streets where the village is considering a pedestrian/bicycle route, installing traffic circles may be a low-tech way to help improve intersection safety.

Curb Extensions: Curb extensions benefit both pedestrians and bicyclists. When the village installs new curb and gutter in the future in anticipated high pedestrian areas, it should consider installing curb extensions. Curb extensions improve pedestrian safety because they help to maximize predictability and minimize speed and exposure at crossings. Specifically, curb extensions:

- ◆ Prohibit drivers from using parking lanes as passing or turning lanes at crossings.
- ◆ Encourage people to drive slowly through crossings when parked vehicles are not present.
- ◆ Minimize pedestrian exposure to traffic by providing short crossing distances.
- ◆ Maximize pedestrian visibility to approaching drivers by allowing pedestrians to essentially walk into the street.
- ◆ Enable pedestrians to clearly communicate to approaching drivers that they intend to cross the street.

Illustration 6-6: Curb Extensions



Note: Intersections near polling locations, parks, bus stops, schools, pools, and other places that tend to attract a high number of pedestrians and bicyclists of various ages and physical abilities should be studied for the potential to install curb extensions. Curb extensions should approach the curb at a 45-degree angle to allow for easier plowing and cleaning.

Additional Engineering Strategies

In addition to the development of the improved network of bicycle routes as shown in Table 6-2, the following supporting strategies address such areas as bicycle parking, street maintenance, and the plans of other units of government.

- ◆ Follow state and federal bicycle facilities guidelines and standards related to the maintenance of streets. This might include, as examples, street sweeping procedures, pavement surface tolerances, and railroad crossing treatments. Train village maintenance staff in the identification and repair of common pedestrian and bicycle hazards.
- ◆ At village facilities, work toward the installation of effective bicycle parking racks that meet the policies of this plan. All other government facilities (e.g., libraries, schools, post offices, etc.) in the village should also work toward providing adequate and effective bicycle parking. Encourage the installation of adequate and effective bicycle parking at private establishments that are open to the public (e.g., stores, restaurants, banks, etc.).

- ◆ Many of the pedestrian options found in Section 6.3.1 would also benefit bicyclists.
- ◆ Implement Safe Routes to School.

6.4.2 Education Options

The strategy discussed relative to pedestrian safety education in Section 6.3.2 is also applicable to bicycle safety education. The following strategies are essential for the implementation of Ashwaubenon's bicycle transportation system plan.

- ◆ Host bicycle rodeos.
- ◆ Incorporate bicycle safety education into park and recreation programming.
- ◆ Utilize the Safe Routes to School Program to help meet the village's bicycle safety educational needs.
- ◆ Take advantage of existing programs, curriculum, and educational tools. Quality materials have been developed by the state and federal government and by private organizations such as the League of American Bicyclists and Smart Cycling.
- ◆ Village staff and Bicycle and Pedestrian Committee members should attend training and educational opportunities for bicycle and pedestrian issues, when available, to learn more about things that could be applied to Ashwaubenon.

6.4.3 Enforcement Options

Law enforcement is critical to protecting and enhancing bicycle safety. Only law enforcement officers can enforce the laws that make bicycling safer. The following enforcement options are essential for the implementation of Ashwaubenon's bicycle transportation system plan.

- ◆ Provide more APS officers with bicycle safety training to assist officers with recognizing the situations that can lead to bicycle crashes and with knowing the applicable laws.
- ◆ Continue to adopt state pedestrian and bicycle statutes by reference in the village's Traffic Code.

6.4.4 Encouragement Options

Encouragement measures are the final critical piece, but only after engineering, education, and enforcement measures have begun should encouragement be employed. The following encouragement options are essential for the implementation of Ashwaubenon's bicycle transportation system plan.

- ◆ Utilize the Safe Routes to School Program to help meet the village's bicycle system encouragement needs.
- ◆ Hold bicycle events and incorporate them into park and recreation programming.
- ◆ Focus on fair distribution when considering new bicycle facilities and/or trails in the village. Areas that have traditionally lacked sidewalks or trails but still have bicyclists, coupled with heavier traffic, should receive additional focus to ensure a broad swath of the population has access to safe bicycle facilities.

6.5 Implementation Plan

6.5.1 Implementation Strategies

There are many different strategies the village may utilize to carry out implementation of the strategies in this plan. These strategies include:

1. Pop-up facilities
2. Restriping existing right-of-ways
3. Resurfacing/reconditioning right-of-ways
4. Reconstructing existing right-of-ways and constructing new right-of-ways
5. Jurisdictional transfers
6. Adopting new policies and ordinances
7. Capital Improvement Plan

Pop-up Facilities

Pop-up facilities, sometimes referred to as “tactical urbanism” or “guerilla urbanism” is a widely adopted method for employing low-cost treatments to improve safety, transportation mode access, and improve community aesthetics. Pop-up facilities are:

- ◆ Temporary
- ◆ Constructed using low-cost materials
- ◆ Easily applied and removed

Pop-up projects allow for improvements to be implemented quickly and cheaply and provide opportunities for data to be collected in real time to identify issues or concerns residents have and adapt accordingly. Because these projects are temporary, different combinations of treatments can be tested to identify the best solution for a location before a more costly permanent treatment is implemented.

Restriping Existing Right-of-Ways

This is another cost-effective approach that can be used to implement bicycle lanes. This is implemented by re-painting the existing roadway cross-section to better delineate travel lanes, bicycle lanes, and on-street parking, where allowed. Where additional pavement is available, a painted separation between the vehicle travel lane and bicycle lane should be added. To provide further real and perceived safety benefits, physical separators, such as flex posts should also be added. This is especially important along roadways where vehicle travel speeds are high (greater than 30 mph).

Resurfacing/Reconditioning Roadways

While typically more time-consuming and costly of a task, one of the main methods of adding bicycle lanes is when an existing roadway is resurfaced or reconditioned. Despite the longer timeline, it results in a smoother surface for bicyclists than might otherwise be had through pop-up or restriping projects.

Reconstructing Existing Right-of-Ways and Constructing New Right-of-Ways

These are the most expensive and time-consuming projects, typically requiring several years of planning and design before construction. However, these projects also typically represent the best opportunity for creating new facilities such as sidewalks and shared-use paths. Additionally, because the scope and cost for these projects is much greater, these projects can often be more competitive for a greater number of state and federal grants.

Jurisdictional Transfers

If or when roads are being considered for transfer to other jurisdictions (county to village, town to village, etc.), each entity involved should examine the possibility of adding bicycle and pedestrian facilities as conditions of the transfer. This could save money by avoiding having to retrofit bicycle and pedestrian facilities in an area that was not planned to accommodate that type of infrastructure.

Capital Improvement Plan (CIP)

Related to the reconstruction/resurfacing items mentioned in this section, when streets and roadways are scheduled for reconstruction, bicycle and pedestrian infrastructure accommodations should be considered. This approach is more cost-effective than stand-alone projects. These costs can be included in the CIP as part of the overall project costs. The village has a 5-year CIP and updates it on an annual basis.

6.5.2 Funding Sources

The following is a compilation of national, state, local, and private potential funding sources for pedestrian and bicycle projects and programs. Many of the facilities and multi-use trails across Brown County have been built using state or federal transportation funding from the following funding sources (the list is not all inclusive). As these are subject to change, only the general information is provided here.

Transportation Alternatives Program (TAP)

TAP is a grant program that was authorized in 2021 in the Bipartisan Infrastructure Law (BIL). With certain exceptions, projects that meet eligibility criteria for the Safe Routes to School (SRTS) Program, Transportation Enhancements, and/ or the Bicycle and Pedestrian Facilities Program are eligible TAP projects. Since 1994, the Transportation Alternatives and its predecessor programs have enabled many bicycle, pedestrian, SRTS, and other projects to be completed throughout Brown County. Information about the TA Program can be obtained from the Brown County Planning Commission/ Green Bay MPO or Wisconsin DOT.

Safe Routes to School (SRTS) Program

The SRTS program is one of several programs under the Transportation Alternatives “umbrella”. The SRTS program is specifically designed to improve walking and biking travel options, promote healthier lifestyles in children at an early age, and decrease auto-related emissions near schools. Information about SRTS can be obtained from the Brown County Planning Commission/Green Bay MPO or Wisconsin DOT.

Surface Transportation Block Grant (STBG)

The federal Fixing America’s Surface Transportation (FAST) Act converted the long-standing Surface Transportation Program (STP) into the Surface Transportation Block Grant (STBG) Program. The STBG Program promotes flexibility in state and local transportation decisions and provides flexible funding to best address state and local transportation needs. More information regarding the STBG Program including funding details and eligibility can be found by visiting the FHWA web page.

Knowles-Nelson – Stewardship Program

The Wisconsin Legislature created the Knowles-Nelson Stewardship Program in 1989 to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. The conservation and recreation goals of the Stewardship Program are achieved through the acquisition of land and easements, development of recreational facilities, and restoration of wildlife habitat. The local assistance grant programs include Aids for the Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The Wisconsin Department of Natural Resources is the primary resource for information about the Stewardship Program. All the programs have a May 1 deadline.

Currently (as of December 2025) the program's continued funding status is unknown. Should the program continue in the future, the Village of Ashwaubenon should consider applying for funds from the Knowles-Nelson Stewardship Program to assist in funding the construction of off-street trail systems.

Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program (HSIP) can cover up to 90% of an eligible project's cost, requiring a 10% match of state and/or local funds. The program is a federal reimbursement program and not a federal grant program. This program and its predecessor program have been used to fund many projects across Brown County. The village can apply for federal safety funds through this program to correct safety problems while other grant programs through WisDOT's Bureau of Transportation Safety should be investigated to address safety issues. Applications are submitted to WisDOT.

Federal Recreation Grant Programs

The Wisconsin DNR administers two federal grant programs, the Land and Water Conservation Fund (LWCF) and the Recreational Trails Program (RTP). These programs fund projects provide outdoor recreation opportunities for the public. The LWCF grants support land acquisition and development of high-quality outdoor recreation amenities in local communities and cover up to 50% of eligible project costs. The RTP funds are used for the development, rehabilitation, and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail users. Up to 80% of eligible project costs may be reimbursed through the RTP. More information can be found at: <https://dnr.wisconsin.gov/aid/LWCF.html> and <https://dnr.wisconsin.gov/aid/RTP.html>.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, Ashwaubenon can seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

Better Utilizing Investments to Leverage Development (BUILD) Grant Program

The BUILD (formerly known as RAISE) program provides grants for surface transportation infrastructure projects with significant local or regional impact. Project sponsors can include local governments, and grants can be used to pursue multi-modal and multi-jurisdictional projects.

Safe Streets for All (SS4A) Program

This program was created under the Bipartisan Infrastructure Law in 2021. The program provides funding for comprehensive safety action plans, planning and demonstration grants, and implementation grants. To apply for implementation grants under this program, the applicant must have an eligible comprehensive safety action plan in place. The program has federal funds appropriated through 2026.

PeopleForBikes – Community Grants

The PeopleForBikes Community Grant Program provides funding for important and influential projects that leverage federal funding and build momentum for bicycling in communities across the U.S. These projects include bike paths and rail trails, as well as mountain bike trails, bike parks, BMX facilities, and large-scale

bicycle advocacy initiatives. For more information including application timelines and grant guidelines, visit the PeopleForBikes web page: <https://www.peopleforbikes.org/grants>.

6.5.3 Action Plan

In order for plans to be meaningful, they must be implemented, so the Village of Ashwaubenon *Comprehensive Pedestrian and Bicycle Plan* was developed with implementation in mind. An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component.

Engineering Actions

1. Task: Identify potential options that could be implemented in Table 6-1.
Responsible Parties: Bicycle and Pedestrian Committee
Department of Public Works
Department of Parks, Recreation, and Forestry
Brown County Highway Department
WisDOT
Potential Funding Source: Refer to 6.52.
2. Task: Identify potential options that could be implemented in Table 6-2.
Responsible Parties: Bicycle and Pedestrian Committee
Department of Public Works
Department of Parks, Recreation, and Forestry
Brown County Highway Department
WisDOT
Potential Funding Source: Refer to 6.52.
3. Task: Improve the marking and maintenance of crosswalks
Responsible Parties: Department of Public Works
Brown County Highway Department
WisDOT
Timing: Per regular maintenance schedule
Potential Funding Source: Operating budget for regular maintenance
4. Task: Improve the accessibility of crosswalk signal activation buttons
Responsible Parties: Department of Public Works
Brown County Highway Department
WisDOT
Timing: With reconstruction of options listed in Table 6-1
Potential Funding Source: Part of project budget for overall reconstruction
5. Task: Continue to provide input into street and highway reconstruction projects
Responsible Parties: Bicycle and Pedestrian Committee
Timing: Ongoing
Potential Funding Source: Committee operating budget

6. Task: Enhance street sweeping procedures to address bicycle needs
 Responsible Parties: Department of Public Works and Public Works Crew
 Brown County Highway Department
 WisDOT
 Timing: Per regular maintenance schedule
 Potential Funding Source: Regular maintenance budget
7. Task: Enhance street maintenance to address pavement surface tolerances to address bicycle needs
 Responsible Parties: Department of Public Works and Public Works Crew
 Brown County Highway Department
 WisDOT
 Timing: Per regular maintenance schedule
 Potential Funding Source: Regular maintenance budget
8. Task: Work toward the installation of effective bicycle parking racks at village facilities
 Responsible Parties: Appropriate departments based on locations
 Potential Funding Source: Appropriate public facilities budgets
9. Task: Evaluate demand for installation of sidewalks within neighborhoods through resident surveys.
 Responsible Parties: Bicycle and Pedestrian Committee
 Potential Funding Source: Committee operating budget

Education Actions

10. Task: Create a village ad-hoc or advisory committee to develop a pedestrian and bicycle safety education strategy
 Responsible Parties: Bicycle and Pedestrian Committee
 Ashwaubenon School District
 Village Board
 Timing: Upon plan adoption
 Potential Funding Source: Committee operating budget
11. Task: Continue to incorporate bicycle safety education into park and recreation programming
 Responsible Parties: Parks, Recreation, and Forestry Department
 Timing: Ongoing
 Potential Funding Source: Various grant programs, regular operating budget
12. Task: Host bicycle rodeos
 Responsible Parties: Ashwaubenon Public Safety, with strong support from:
 - Parks, Recreation, and Forestry Department
 - Ashwaubenon School District
 - Service Clubs
 Timing: Annually
 Potential Funding Source: Regular APS and School District cooperation and operating budgets, support from community service groups

Enforcement Actions

13. Task: Provide more APS officers with pedestrian and bicycle safety training
 Responsible Parties: Ashwaubenon Public Safety Administration
 Timing: Annually
 Potential Funding Source: State allocated law enforcement training dollars, WisDOT funding, regular operating budget

14. Task: Improve the enforcement of the village's sidewalk snow removal ordinance
Responsible Parties: Code Enforcement Officers
Timing: Ongoing
Potential Funding Source: Regular operating budget

Encouragement Actions

15. Task: Consider modifying the Zoning Code to include bicycle parking requirements
Responsible Parties: Bicycle and Pedestrian Committee
Plan Commission, Planning Department
Village Board
Timing: Within two years
Potential Funding Source: Regular operating budget
16. Task: Launch a road hazard identification program
Responsible Parties: Street Department
Timing: Within two years
Potential Funding Source: Routine maintenance

Ongoing Planning Actions

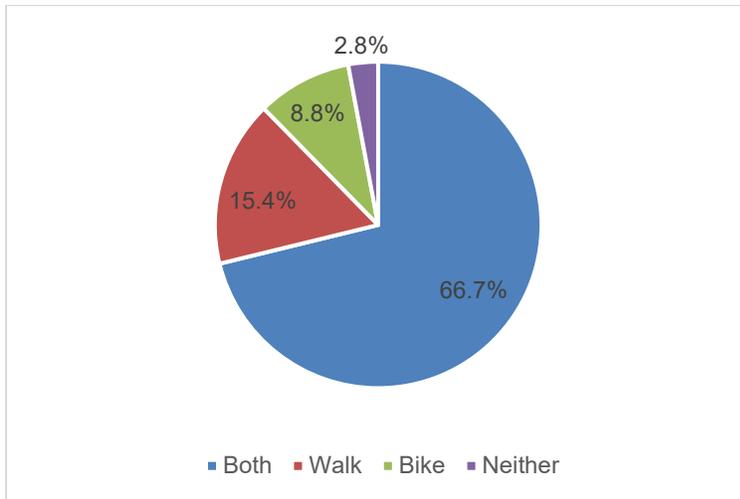
17. Task: Review the Comprehensive Pedestrian and Bicycle Plan
Responsible Parties: Bicycle and Pedestrian Committee
Timing: Annually
Potential Funding Source: Committee operating budget
18. Task: Update the Comprehensive Pedestrian and Bicycle Plan
Responsible Parties: Bicycle and Pedestrian Committee
Community Development Department
Timing: Every five years
Potential Funding Source: Committee operating budget
19. Task: Participate in the village budgeting process
Responsible Parties: Bicycle and Pedestrian Committee
Timing: Annually
Potential Funding Source: Committee operating budget

Appendix A – Public Input Survey Results

The public input survey was available from April 29 – June 6, 2025. The survey was available online, and paper copies were also available through the parks department. 141 surveys were submitted.

Question 1: Do you walk or bike in Ashwaubenon?

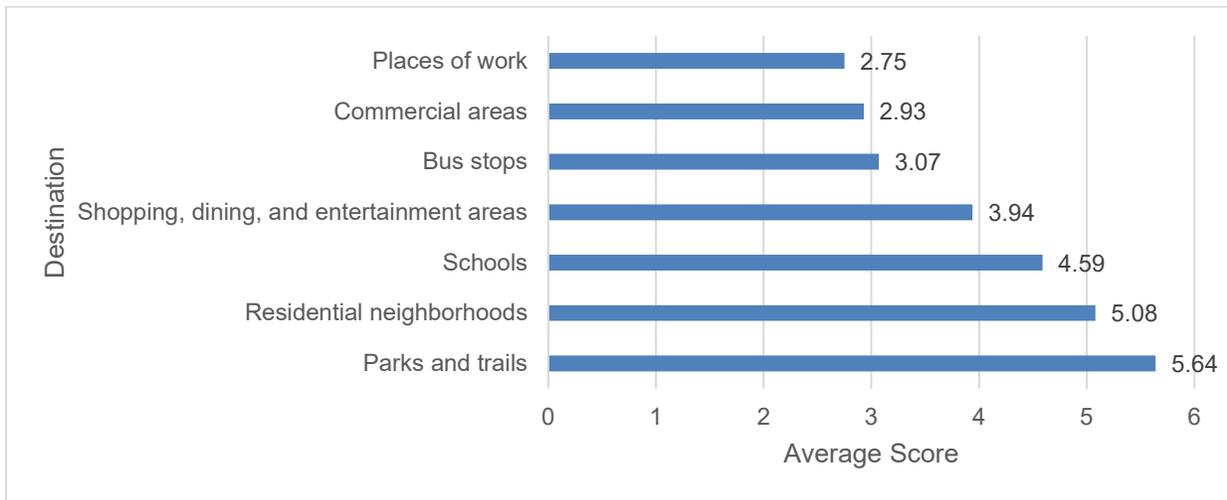
Answer	Count
Both	94
Walk	29
Bike	14
Neither	4
Total	141



Question 2: How often do you walk in Ashwaubenon for the follow reasons?

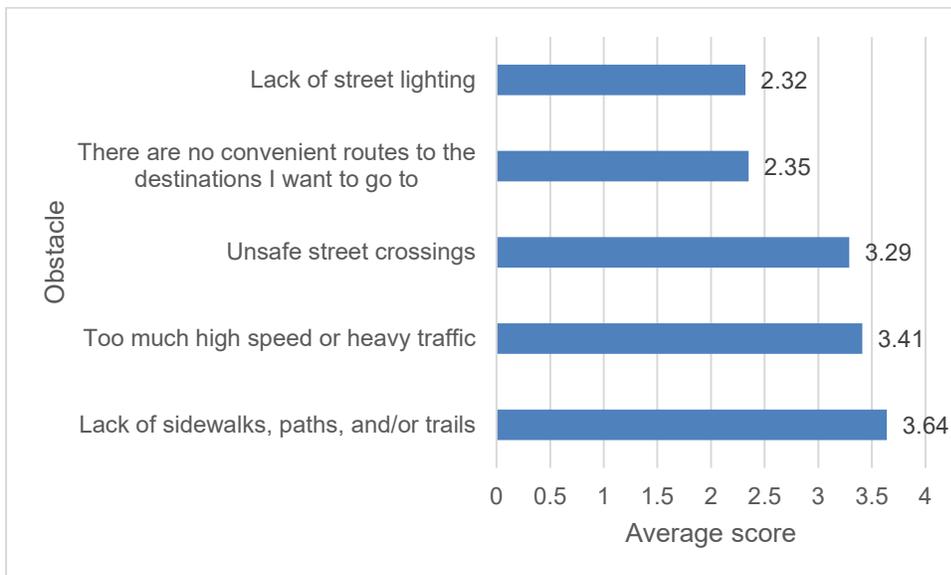
Reason	Never	Once a month	Once a week	2-3 days a week	4 or more days a week
For enjoyment or exercise	0	11	13	44	55
To visit friends/relatives	44	21	20	11	6
To go to a park or trail	9	20	21	35	29
To go shopping/run errands	61	18	12	12	3
To go to dining/entertainment areas	52	32	13	7	2
To go to work	90	3	0	8	4
To access transit	99	1	1	2	3
To go to school	91	1	1	3	11
To go to community, cultural, and/or religious events	74	24	4	4	2

Question 3: What destinations should be prioritized in Ashwaubenon to improve walking conditions?



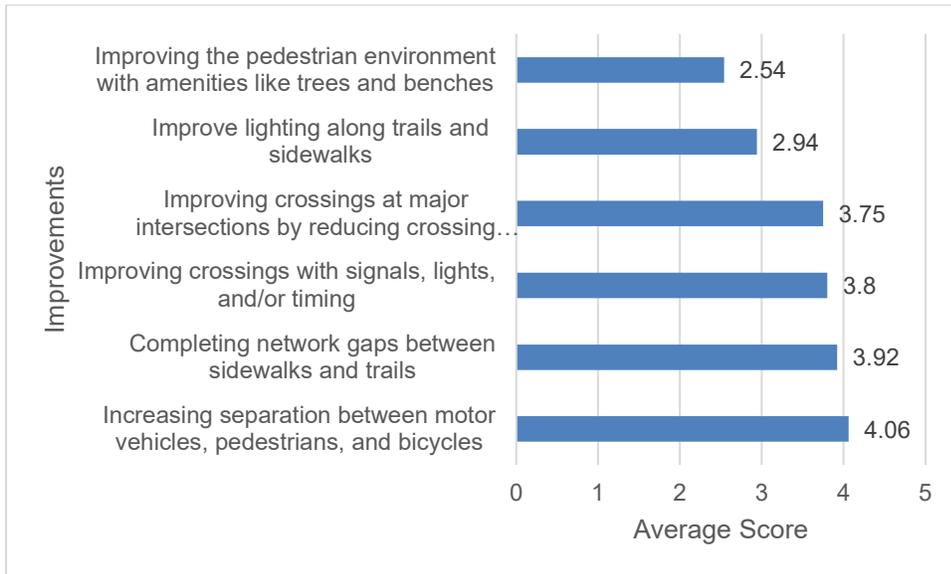
Note: Survey respondents ranked each destination from 1 (being the highest) to 7 (being the lowest). When the answers were tallied, weighted rankings were applied, and the top choice received a score of 7, the second choice received 6, and so on. The average score shows on average how people prioritized each destination.

Question 4: What obstacles to walking in Ashwaubenon impact you the most?



The same ranking methodology was used as it was for the question above.

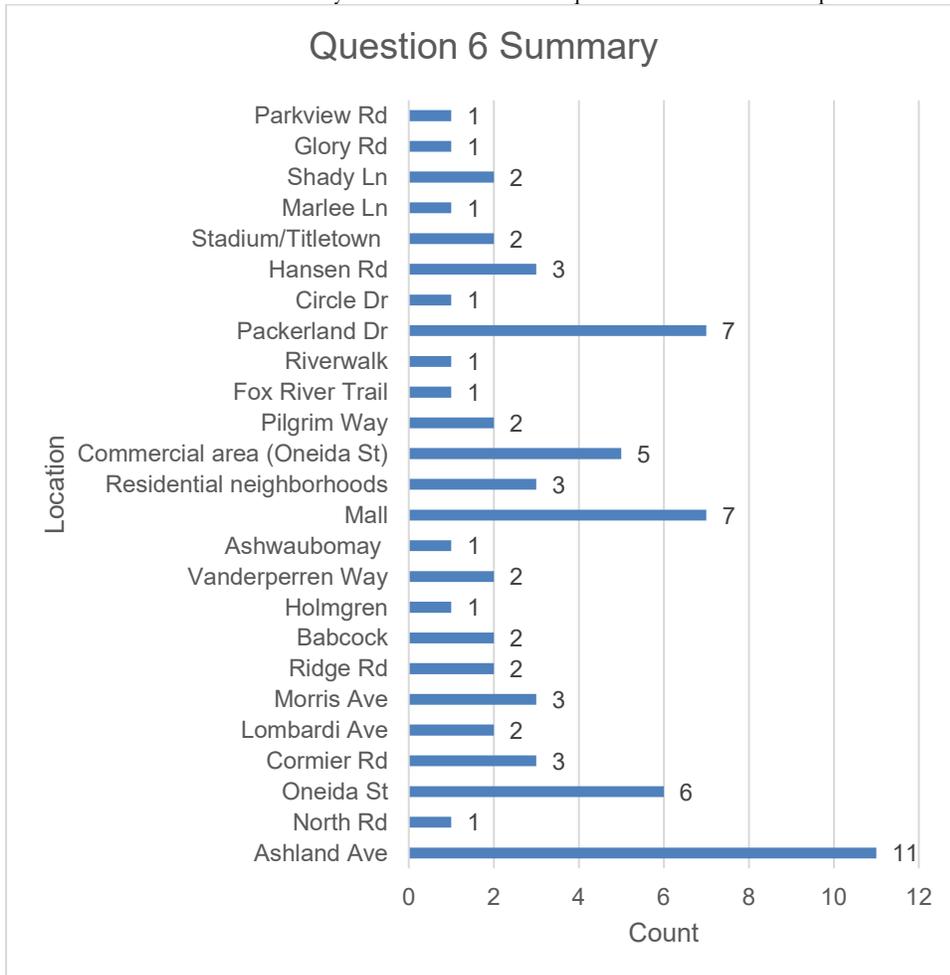
Question 5: What are the most important improvements that could make it easier and more convenient for you to walk in Ashwaubenon?



The same ranking methodology was used as it was for the question above.

Question 6: Where would you like to walk to that you aren't currently able to because of lack of safe facilities?

The chart below is a summary of the answers for question #6. The complete answers are below.



Note: Locations were summarized from all the answers submitted, and in many instances a survey respondent included multiple locations in their answer. The complete answers are listed below. Each row is an answer from an individual respondent.

Answers
Anything across Ashland
North rd especially the curve
Oneida street is very tough especially with children. When we want to go for a bike ride or walk but don't trust the drivers coming out of the businesses/restaurants to even look for pedestrians. Also, walk light is very quick and people don't look for pedestrians when turning.
Not really a problem where I live we don't need sidewalks we have the visually narrowed lanes and I don't want a sidewalk that much closer to my front window
Above rankings are mainly because I am forced to pick and order. Aside from one or two improvements, there are very few walking/running obstacles in the village.
Continue sidewalk on Cormier to Packerland. Generally, more sidewalks on busy streets.
Mostly being able to cross Ashland since I live near the railroad museum

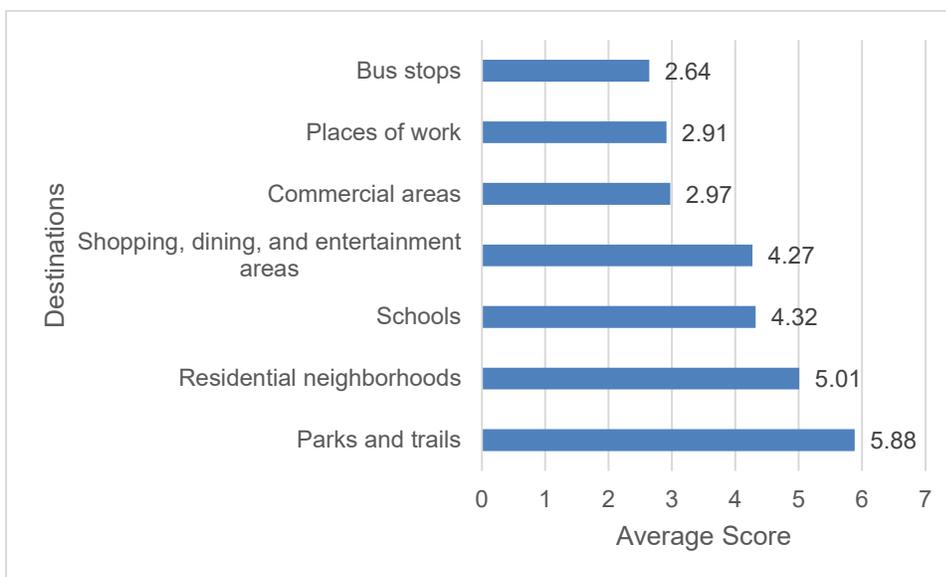
Crossing Ashland, Lombardi, & Oneida st.
A big gap in the pedestrian network is Cormier RD does not have sidewalks on both sides and does not go all the way to Packerland. It would also be nice if Morris trail continued all the way to Oneida. Ridge also could use sidewalks on both sides with its proximity to the stadium.
Ashwaubenon
Pedestrian bridges at Babcock and 172 Pedestrian bridges at Lambeau field and Lombardi Pedestrian bridges at Lambeau field and ridge rd
Epic center, DMV, ashwaubenay Park.
Anywhere near the mall is unsafe. Residential neighborhoods are all unsafe.
Around my neighborhood (there are few sidewalks) Down by the mall. Around the restaurants and shops
None
To Bay Park Square. Better crossings on Ashland and Cormier.
Across Ashland Ave
Lack of sidewalk along Pilgrim Way from the mall to Broadway Ave. Ability to get to the Fox River trail on the east side of the Fox River.
Expanding bike/walk path South of Ashwaubenon Park or further North from where path ends by 172. Need to expand Riverwalk like on the East Side. And develop eating establishments as well
Can walk anywhere. Lack of safety across busier streets. Lack of lighting on trails
Across Ashland from our community on the Fox River
Oneida St. businesses
Crossing Packerland to access trail.
Crossing Ashland is an issue
Church Mall Eateries
Circle Dr. Not so much high speeds but very heavy traffic with very few people watching the road or moving over for pedestrians. I am in constant fear of being hit from someone driving distracted while looking at their phone.
West of River. I live in Bay Harbor circle. Great access along river but few, to no trails taking me west, across Ashland, railroad, etc.
Bay park square
Need better ways to cross Ashland at Hansen road and Pilgrim Way
The mall and surrounding shops
To the onieda st district for groceries, the cars drive way too fast and do not pay attention to pedestrians. I don't live far from there but it is unsafe to be on foot in the shopping areas. To my school, I feel as though being by busy cars is stressful.
Crossing Packerland Drive. There is no safe place to cross on Packerland. Pave the trail along the east side of Packerland Drive between Skylark and Waube Lane. It is gravel so dangerous to bike it as it also has a hill.
East of Ashland to West of Ashland.
Bay Square Mall Marcus Movie Theatre Lambeau Field
1-From Broadway area across Ashland Avenue to get to stadium, restaurants, bars 2-Everywhere around Titledown (no trail system) to/from other areas of Ashwaubenon further away
Crossing Packerland south of 172. Crossing Ashland to get to Broadway & Ashwaubemay Park. Crossing Babcock at 172

Packerland drive
Oneida all along Bay Park Square Mall.
Marlee Ln between Morris and Brookwood. Busy road. Relatively narrow street. Feels unsafe with young kids.
I would like to be able to walk anywhere in Ashwaubenon with my kids without fear of being hit by a car that is speeding. There needs to be more sidewalks to aid in the separation of cars and people.
Oneida Street.
Intersection of Oneida and hansen
It would be GREAT to have dog stations (bags and drop boxes). At Ashwaubomay, Main St Trail, anywhere there are trails. Thank you.
Mostly through neighbor hoods that lack a sidewalk or bike lane.
I can walk wherever I need to get.
Along Morris Avenue from Onieda to Highway 41 and around that residential area. There are a ton of parks and commercial amenities by Titledown that it would be nice to access without a car or having to walk in the middle of the road.
Anywhere you have to cross Oneida!
Walking down shady lane with kids is difficult (northern end). Traffic drives fast around curb by morris. Sidewalks would be fantastic but understand most likely not feasible.
Crossing shady lane at Morris is dangerous for kids getting to buses and regular pedestrian traffic as cars treat it like a 35 mph speed limit. The police always sit at bottom of street but never at shady and Morris where visibility is low for speeders to see crossing pedestrians. I have noticed many cars going south down shady where the slight turn at Morris is turn into the bike lane on their side. Very dangerous.
On the south end of Ashwaubenon there is not a sidewalk to travel east/west from Oneida Street to Broadway or Holmgren. Glory, Parkview, Hansen, Van Der Perren Way do not have sidewalks at all or east of Oneida. A pedestrian needs to walk up to Pilgrim Way to find a sidewalk east of Oneida Street. It also prohibits or makes it very difficult to walk to the businesses along the corridors. Walking to the post office (on Hansen) from the west in this area would be impossible for someone in a wheelchair or using any other device to help them walk. Very difficult if not impossible during the winter months when there is snow for anyone to walk in these areas.
I understand why there are no sidewalks unless you live by a school, but using strollers, walking pets, kids on bikes and motorized scooters darting in and on streets is very unsafe! I'd like to be able to walk to get an ice cream with my grandkids, but crossing Packerland is a nightmare. Going to the gas stations is unsafe, just need to get more awareness out in the village and maybe patrols stopping these reckless drivers and kids on bikes and scooters and letting them know of the dangers they are creating and can put others in.
Crossing Packerland Avenue to the west side path

Question 7: How often do you bike in Ashwaubenon for the following reasons?

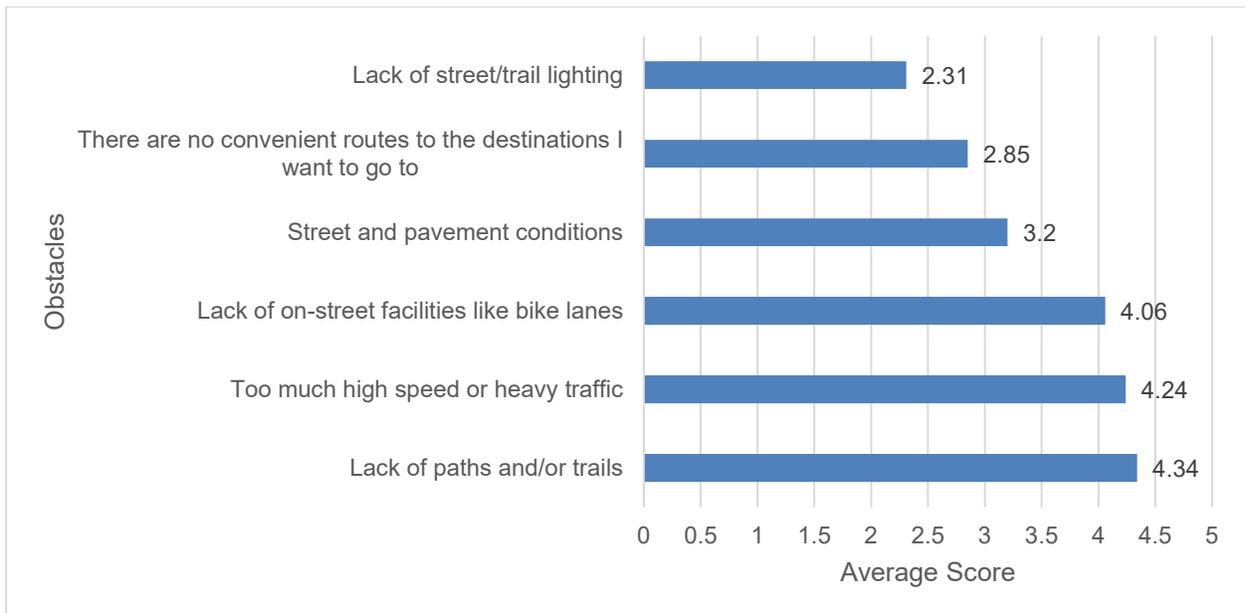
Reason	Never	Once a month	Once a week	2-3 days a week	4 or more days a week
For enjoyment or exercise	1	20	33	36	18
To visit friends/relatives	48	21	13	10	5
To go to a park or trail	8	22	26	35	14
To go shopping/run errands	57	16	12	10	4
To go to dining/entertainment areas	50	31	11	5	3
To go to work	80	2	5	7	3
To access transit	83	5	3	1	1
To go to school	83	3	4	4	0
To go to community, cultural, and/or religious events	60	25	8	3	1

Question 8: What destinations should be prioritized in Ashwaubenon to improve biking conditions?



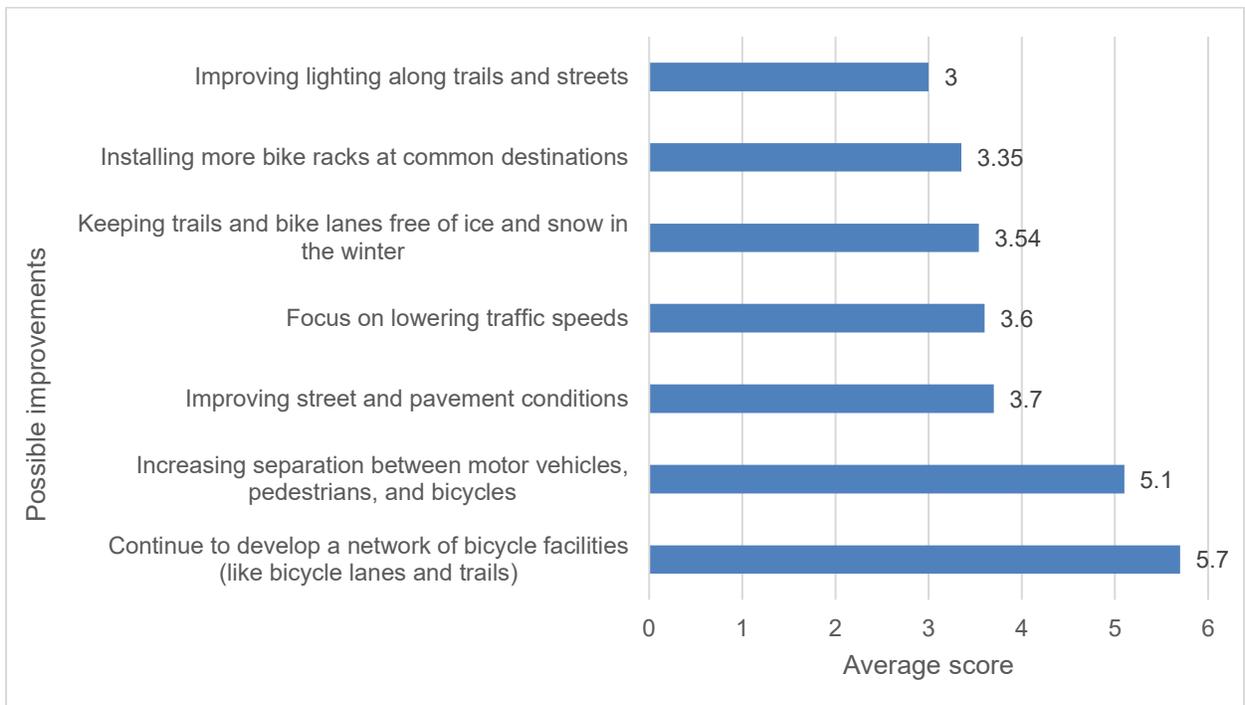
Note: The scoring method for this question was the same as question #3.

Question 9: What obstacles to biking in Ashwaubenon impact you the most?

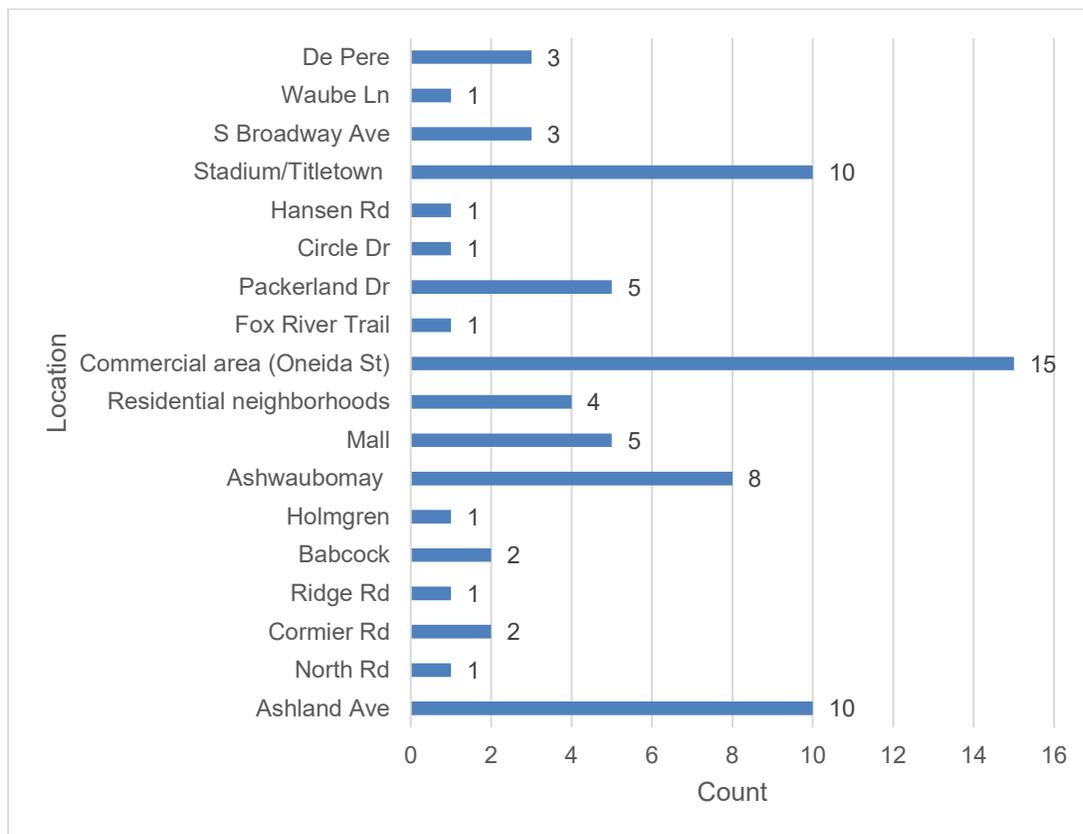


The scoring for this question was the same as above.

Question 10: What are the most important improvements that could make it easier and more convenient for you to bike in Ashwaubenon?



Question 11: Where would you like to bike to that you aren't currently able to because of the lack of safe facilities?



Note: Locations were summarized from all the answers submitted, and in many instances a survey respondent included multiple locations in their answer. The complete answers are listed below. Each row is an answer from an individual respondent.

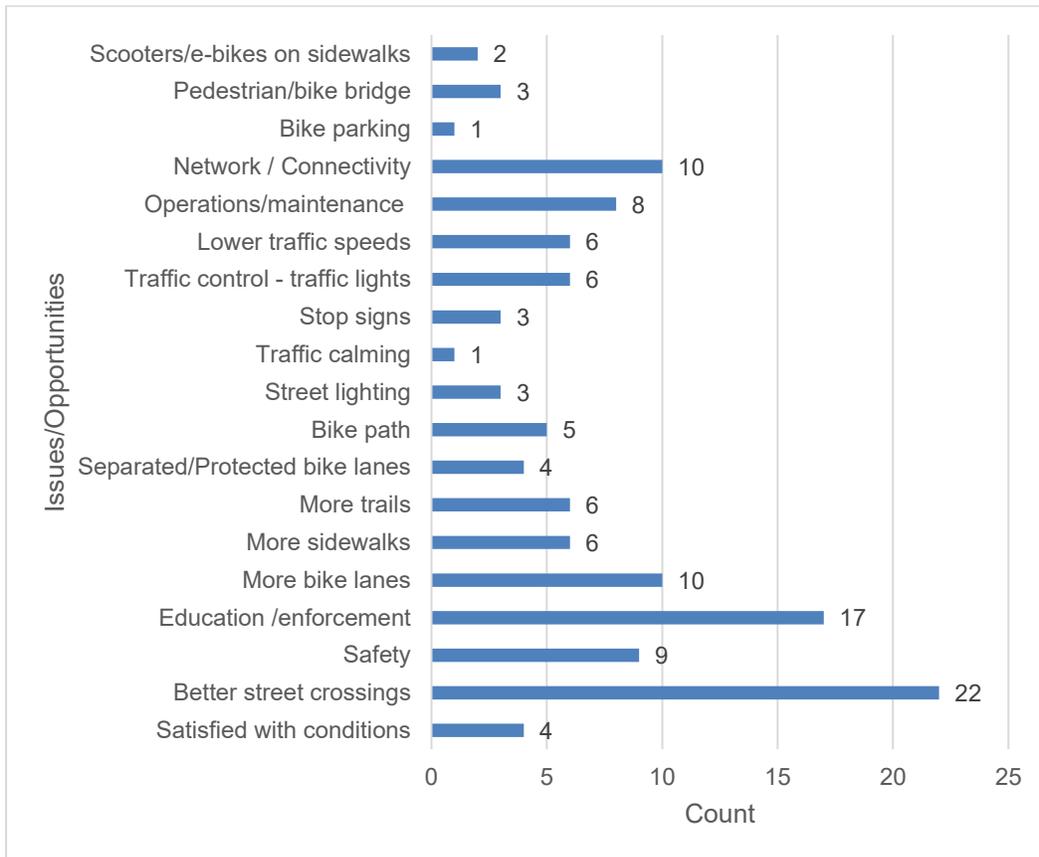
Answers
Anywhere across Ashland
North rd especially the curve
It is so tough to cross Ashland. We bike from the community center area to Ashwaubomay Park a few times a summer and it is very tough especially with kids.
We (ashwaubenon and surrounding area) NEED more paved bike trails! I can, fairly easily, get out to packerland but that paved path is too short and then I am out on cty roads with high speeds and no shoulders so safety is a major concern. I would bike much more if there were safer places to go and have heard the same from others. Fox river trail is too busy for road bike speeds because it is one of very few places for all recreation so everyone is on it.
Cheesesteak Rebellion,
I'm a skilled and confident rider so can get anywhere I chose but I feel that I'm an exception.
As someone who occasionally bikes to destinations, I like the off the street bike paths. I do not use on street bike lanes as that painted line does not stop a distracted driver from hitting me. I will bike on the sidewalks in that situation.
Ashland crossings, covered biking racks around the stadium area
I would like the stadium to be more bike friendly. Bike racks on site in more spaces could improve this.

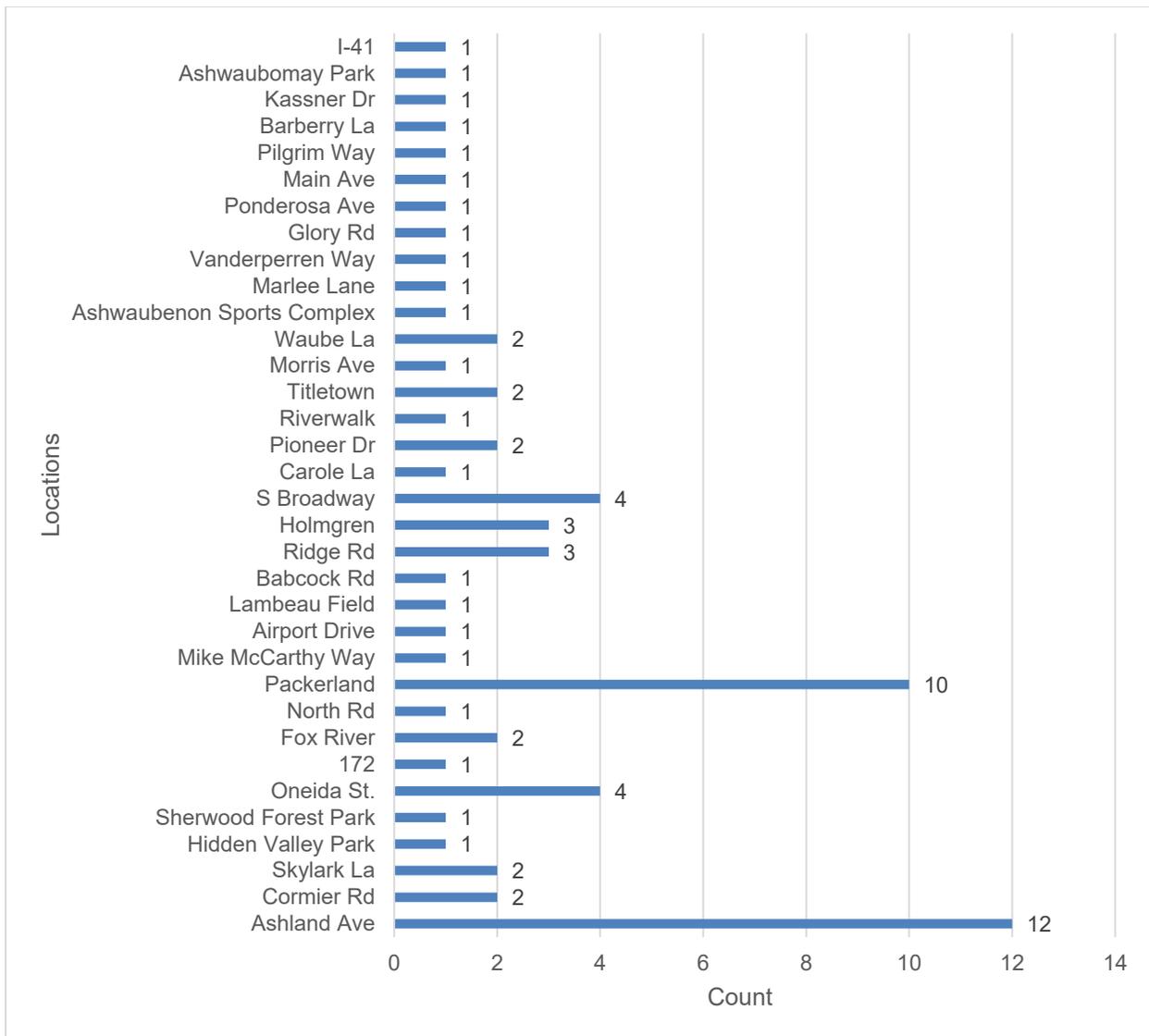
<p>Lambeau field is my number one. That should be the most accessible/safe place to travel to by bike. Please see Miller Park/Camp Randle. Lower car traffic and incentivize micro mobility.</p> <p>I also think there are numerous place like grocery, movie theatre, mall etc that should be far more accessible to the local person within 5 miles.</p> <p>Going to shop at Hyvee by bike would be incredible. You could really check off numerous errands at the mall area by bike.</p>
I would love to bike to work (De Pere).
Ashwaubenon
Won't let my teenager bike to ashwaubemay bc of unsafe crossing across Hansen and Ashland. Unfortunate bc he's there for baseball, swimming, food truck rallies and nice river path there.
I really like biking on the trail that connects Ashwaubemay and the docks by the marina. I wish there was a way to connect that to the Ashwaubenon trail that connects out to Packerland without entering traffic at a traffic light like Hansen and Ashland, or uncontrolled like Parkview and Ashland. A trail running along the Ashwaubenon creek would be from Ashwaubemay to the other side of Ashwaubenon would be interesting.
Parker Johns
Bay Park square area and south to shopping areas, airport area businesses, connection from ashwaubenon to greater Green Bay biking routes
School Around the neighborhood Most places in Ashwaubenon it doesn't feel safe to bike because it's too close to the cars. Especially for my kids
Ashwaubemay park, Lambeau field area, neighborhoods other than my own
Ashland near Western Racquet and the mall
None
We would like to cross Ashland Ave.
De Pere, Oneida St
Ability to get to the Fox River Trail.
Titletown East side bike trails/path - no easy access
Hard to get to anywhere commercial. I either have to go down Oneida Street or cross 172 at Babcock. Either is not safe.
Grocery store Downtown GB DePere : traffic issues
There's not an easy way to access work. I work at Bellin surgery center and live near Smith Park
Circle Dr. Not so much high speeds but very heavy traffic with very few people watching the road or moving over for pedestrians. I am in constant fear of being hit from someone driving distracted while looking at their phone.
from lambeau to De Pere Mall Grocery store
Stadium district would be great if there was some secure places to park bikes.
Shopping Stadium District West of I-41

<p>The onieda st area for groceries is hard to navigate especially with the large parking lots with poor drivers. The bike regulations in the area make it so bikes have to drive next to the curb, this is well known to be unsafe practice and increases car to bike crashes. The streets with bike lanes have very high speed traffic that feels very unsafe and don't connect to other bike lanes so the utility feels poor. I would like to see better intercities communication regarding transportation by foot and bike. I don't like the sudden drop of bike lanes at the border of a city or villages zone. Also, schools, kids should be able to walk and bike to school safely.</p>
<p>Anywhere on Oneida street</p>
<p>Pedestrian/bike cross walk on Packerland Drive that connects neighborhoods (Skylark Lane area) and businesses, such as MacDonalds.</p> <p>Pave trail on east side of Packerland between Skylark and Waube Lane. Currently gravel so dangerous to bike it due to the hill and gravel.</p>
<p>Lambeau district, the mall area, Oneida Street</p>
<p>Bay Square Mall Lambeau Field Restaurants on Oneida</p>
<p>Right now it is difficult to bike from Broadway area to Fox River Trail and there are none to little bike lanes throughout Ashwaubenon</p>
<p>Crossing Packerland south of 172 Crossing Oneida & Ashland to get to Broadway & Ashwaubemay Park Crossing Babcock & 172</p>
<p>Packerland</p>
<p>I feel safe biking in Ashwaubenon although speeding is an ongoing issue and always will be.</p>
<p>To my kids school, to titletown, to any of the parks.</p>
<p>Oneida Street, DePere</p>
<p>Cormier needs sidewalks on both sides</p>
<p>Any main north-south route. Oneida, ridge, holmgren. I end up using the sidewalk and I don't like doing that.</p>
<p>Cormier to Ashland, and to Ashwabonmay. I would love a more safe path, too bad we can get behind the Railroad museum to access the bike trail from the River. That would be awesome.</p>
<p>On Broadway by the Brown Co recycling center. Too much glass/sharp objects in the bike lanes. Causes too much damage to bicycle tires.</p>
<p>Ashwaubomay Park</p>
<p>Mostly in neighborhoods that lack a bike lane.</p>
<p>NO MORE PEDESTRIAN PATHS PLEASE - Fix the roads and sidewalks</p>
<p>Oneida street Crossing Ashland</p>
<p>The Village needs to look at our collector and arterial roads and work on making them accessible to all. Bicyclists want to go to the same places that motor vehicle drivers do and the destinations are typically along the collector/arterial roads. These roads are higher speed and ADT and need to provide a accommodation for bicyclists.</p> <p>We now have one North/South road with Bicycle lanes (Broadway) and two east/west roads with bike lanes (Hansen and part of Cormier). Additional roads need to be identified for the placement of bike lanes running both directions.</p>
<p>Crossing Packerland Avenue to get to the west side walking/bike path</p>
<p>Ashwaubomay - I can bike there but it's not easy crossing Ashland Ave.</p>

Question 12: What opportunities do you see that could improve walking and biking in Ashwaubenon?

The issues and opportunities raised by this question are summarized immediately below. Locations mentioned in answers are also summarized below. For the most complete understanding of how people responded, refer to the complete answers in the subsequent table.





Answers
Walking and bike bridge across Ashland. Maybe a bike lane on Oneida Street. I see lots of motorized scooters and bikes on the sidewalks
Would love more trails
Bike lanes along north rd
Pedestrian awareness! Drivers don't know "right of way" etiquette and it is not safe.
Flashing light for traffic to yield on Skylark and Packerland
Extend or add paved bike trails. Endurance bikers want more than four miles of trails - continue a paved trail beyond its current distance going south on packerland or at least add a paved shoulder/bike lane on county roads in the same direction/area. Other locations would be welcomed too but above area provides longer stretches with minimal intersections to contend with.
Add gravel and benches to Sherwood. Forest. Don't end trails and sidewalks in weird places.
Crossing Ashland in general, but specifically on Mike McCarthy Way. The walk like is so short that I have to jog to have a chance to even make it across.

<p>Better crossing of Ashland Avenue and Airport Drive Better access to Downtown Green Bay. Connection to neighboring communities bicycle infrastructure</p>
<p>Just keep connecting the neighborhoods, there is a lot of positive momentum because everything is in Ashwaubenon.</p>
<p>Bike lanes would definitely make traveling around town much easier along with lowering speed limits</p>
<p>You would have to integrate protected bike lanes with the way that Ashwaubenon is set up and/or a combination with a recreational trail.</p>
<p>Bike lanes with cement separation on busy streets (like Oneida and Packerland).</p>
<p>Reduce traffic speeds</p>
<p>Pedestrian bridges at Babcock and 172 Pedestrian bridges at Lambeau field and Lombardi Pedestrian bridges at Lambeau field and ridge rd</p>
<p>Our two main roads running the length of Ashwaubenon seem to be Oneida and Holmgren. Neither of them have a bike lane and it makes traveling to places along those roads difficult. Having a bike lane on Holmgren would likely give access to both places.</p>
<p>South Broadway bike path</p>
<p>Having more natural, outdoor destinations to bike\walk to and through, fewer cul-de-sac streets and more opportunities to ride through neighborhoods rather than being stuck on thoroughfares like Cormier, Packerland, or Oneida. Biking for us is joyful and functional when we can get off the main drags and wind through slower moving areas to get to our destinations. It's not easy to do that in ashwaubenon.</p>
<p>Bikes lanes</p>
<p>More street lights to be able to feel safer at morning/evening walking from fall to spring</p>
<p>With the village being divided into four areas by major thoroughfares, it is dangerous to cross busy streets or ride on them without fearing an injury. Repair the surface of the bike trails parallel to Packerland and Main street. Flashing lights such as the ones at pedestrian crossings near Lambeau at bike crossings.</p>
<p>There isn't a bike lane or pedestrian pathway to be able to safely cross (S Ashland Ave and Pilgrim Way). There is a bike path on Pilgrim Way but not Ashland. It's scary trying to ride my bike across because there have been a few times that someone comes blazing through when the light is red. This area is very heavy with cars majority of the time that I use it.</p>
<p>People drive fast on the residential streets and don't make complete stops at stop signs. Lots of rolling through.</p>
<p>Speeding is horrible on Carole land and around pioneer school. Additional crossing guard at carole/pioneer and pioneer/commander. More officers patrolling to reduce speeders</p>
<p>The village already has great walking and biking access. Our taxes are too high to spend more money on bike/ped projects. This is a niche group. We have far more important priorities in the village. Just maintain what we have.</p>
<p>Generally, you are doing a great job. Please keep installing and maintaining trails and bike lanes.</p>
<p>Use the 172 Bridge as the infrastructure to build a bike/walking path between the Ashwaubenon trail and the Fox River Trail. Put signage on the Ashwaubenon Trail making it illegal to use motorized vehicles/bikes including e bikes.</p>

<p>Expand bike/walking path along Riverwalk. So much more potential. Also expand eating/drinking establishments along path Beautify & prioritize bike/walking paths. It's hit & miss. And many sidewalks are not in best of condition</p>
<p>Dedicated crossing of some kind in several spots on Packerland Drive.</p>
<p>Improve Oneida/Morris. Drivers do not pay attention to pedestrians. They ignore the pedestrian walk lights. Crossing Ridge between the stadium and Tiletown is an accident waiting to happen. Most drivers do not stop with the flashing lights. Advise residents on Oneida to not block the sidewalk; people shouldn't have to walk into the street because the sidewalk is blocked. Put stop signs on the streets between Kasner and Barberry. Cars don't stop and drivers aren't looking for pedestrian. Maybe do some pedestrian rights education.</p>
<p>Add bike trails to downtown & extend west side bike trail Bike lades thru WDepere needed & Ashwaubenon</p>
<p>More bike paths around Holmgren, Ashland area. Bike paths around Ashwaubemay</p>
<p>The roads and trail systems are great. Possibly more police enforcement of distracted driving. Every time I walk I see many people pass me in their vehicle staring down at their phone and likely never noticing the pedestrians they are passing by.</p>
<p>I think Ashwaubenon is making improvements and other than for some minor difficulties a walker or biker can safety get from point A to B. Biggest concern is getting from east Ashland to west.</p>
<p>Bike lanes near the stadium district Easier way to get across Ashland Avenue</p>
<p>Remove glass and debris from bike lanes. Street sweepers should be used more frequently. Many times I prefer to ride in the car lane, instead of bike lane because of broken glass. This is especially a problem on Broadway St.</p>
<ol style="list-style-type: none"> 1) Separated bike lanes from road 2) Safer way to cross Ashland to connect to safer low traffic/bike trail 3) Safer way to get from Ashwaubenon to downtown green bay via path or road with designated bike lane at the least
<p>Cycling is downright frightening. Most drivers drive over/well over posted speed limit and are impatient with cyclists that are following rules of the road. Non arterial road conditions are passable at best. I have limited my commuting because of poor drivers</p>
<p>Separated bicycle lanes. Not enough Good locations for crossing Ashland Ave, I-41, and the Fox River. Not enough quality bike parking at destinations. Should be firmly fixed to the ground, good spacing, and support the bike by 3 contact points.</p>
<p>The bike lane going west on cormier st right after crossing onieda st suddenly drops off right when the road bends to the left a little bit. I take the side walk for safety but times when there's people and i cant take the side walk, I pray the driver sees me. Crossing Ashland is so scary because the lights are not long enough to cross by foot or wheels. There's a nice bike path along packerland drive but it connects to nothing so it's useless for transportation. There has to be side walks on all streets (Cormier st) around the school areas in a 5 mile radius, kids walk in the streets.</p>
<p>Maintaining the bike lanes to make sure glass is out of them on broadway</p>
<p>Pedestrian/bike cross walk on Packerland Drive that connects neighborhoods (Skylark Lane area) and businesses, such as MacDonalds.</p> <p>Pave trail on east side of Packerland between Skylark and Waube Lane. Currently gravel so dangerous to bike it due to the hill and gravel. Rest of the trail to De Pere is great.</p>

Longer connected trail system
Marked crosswalks and bike lanes to cross Ashland Avenue.
Becoming a more CONNECTED, trail friendly city will improve walking and biking
Finishing the sidewalks across from the Nativity church on Cormier where the new Library apt are going. It stops by Target and doesn't go to Oneida street.
Would like to see more controlled crossings on busier/ main arteries that connect neighborhoods to trails.
A safe way to bike to ashwaubenon park
We need drivers to take pedestrian safety more seriously. About once a month I'm almost hit by a driver who is not paying attention to the pedestrian signal lights. And we have bad drivers who will honk or try to drive around those who are doing the right thing.
It is very difficult to get across Ridge Road like by Krolls. Cars do not stop even though painted on Road. By Kohler Losge card can't see the flashing lights above them
The roads in Ashwaubenon are very well maintained. Very happy to live here. Feels safe. It's a well run village.
There should be speed bumps for vehicles placed on Marlee before each intersection that has a stop sign, or there need to be more stop signs. There should be speed bumps on every street like blue ridge, valley view, Canterbury etc to slow down the cars racing to each stop sign. There should be police presence every day on Marlee as well as Argonne, around peak traffic times, especially before and after school gets out, as well as 4-6pm. The speeding is out of control. There need to be sidewalks on every street for the safety of the pedestrian.
enforcement of speeding laws by village officers
More sidewalks on busier streets
Improve enforcement at intersections and crosswalks. People don't seem to expect or respect pedestrians and bikers.
connecting the current bike trail that runs behind the condo's on the river to Ashwabonmay park and to connect to depere bike trail. That would be awesome. And the bike path that is out off Packerland, crossing 172 is so horrible. Too bad we don't have an overhead bridge to get across it,.
A painted line does not make a safe bike lane. There is a youtube channel called, "not just bikes" that addresses european ways that can create a safer environment for biking through a city. Good info, and many of the things they point out are not expensive.
Better lighting.
I would like to see more sidewalks for walking, instead of walking in the road that may or may not have a bike lane.
The intersection Ponderosa Ave. and Pioneer Dr. It is extremely dangerous due to drivers not obeying street signs.
Keep people off the roads if not driving a car. There are plenty of crosswalks in Ashwaubenon - more safety information needs to get to people and kids of the rules when traveling among high traffic areas.
The sidewalks near Onieda and Holmgren aren't fantastic but at least they are there. I think the biggest priority would be to add sidewalks in the residential areas they are currently missing. A lot of people like to walk, run, and bike those streets and it's dangerous when people are in the middle of the road.

<p>The biggest obstacle to Safe biking or walking is the drivers. Maybe work on enforcing speed limits, citing drivers who don't yield to pedestrians. Educate people on pedestrian and bicycle rules and who has the right of way.</p>
<p>More walking and biking trails without motor vehicle interactions</p>
<p>Redue the sidewalk on Broadway between Bosar St. and Colette St. It's angled and not even it's been like this for over 20 years.</p>
<p>Improving street intersection crossing signals on light poles by having them switch automatically for the walk sign instead of having to always click the button and wait a few minutes for it to change. Also, increase the public's awareness of walking / biking in Ashwaubenon - sometimes can be unsafe with people not looking / expecting pedestrians.</p>
<p>Put in a sidewalk on Van Der Perren from Oneida Street to Holmgren Way.</p> <p>Lock at road diets for some of our roads - i.e. Holmgren Way, Waube Lane, etc.</p> <p>On Glory Road pave the shoulders from the 41 bridge to the Round About, this is the only narrow section along this east/west corridor and is a pinch point for bicyclists/pedestrians. The speed should be lowered to 25mph here as well - it is thru a residential area and connects to a 25 mph from the east.</p> <p>Parkview Road needs a combination of bike lanes /sharrows along the corridor to get to safe Ashland crossing.</p>
<p>More connectivity between trails. A safe way across Packerland Dr. to the West side trail.</p>
<p>Lighting is huge! There are not enough lights on streets!</p> <p>Homeowners not blocking sidewalks with their vehicles! Park on the street!</p> <p>Also tree trimming by stop signs. So many cars can't see the stop signs because of branches and when you're biking or walking you have to have eyes on the back of your head!</p>
<p>As we are very close to a school (Pioneer Elementary), reduced speed signs posted are often ignored. We have often thought a stop sign on the corner of Ponderosa and Brookdale would help address this issue.</p>
<p>Safer ability to cross Packerland Avenue to get to the west side walking/bike path</p>

Public Input Maps

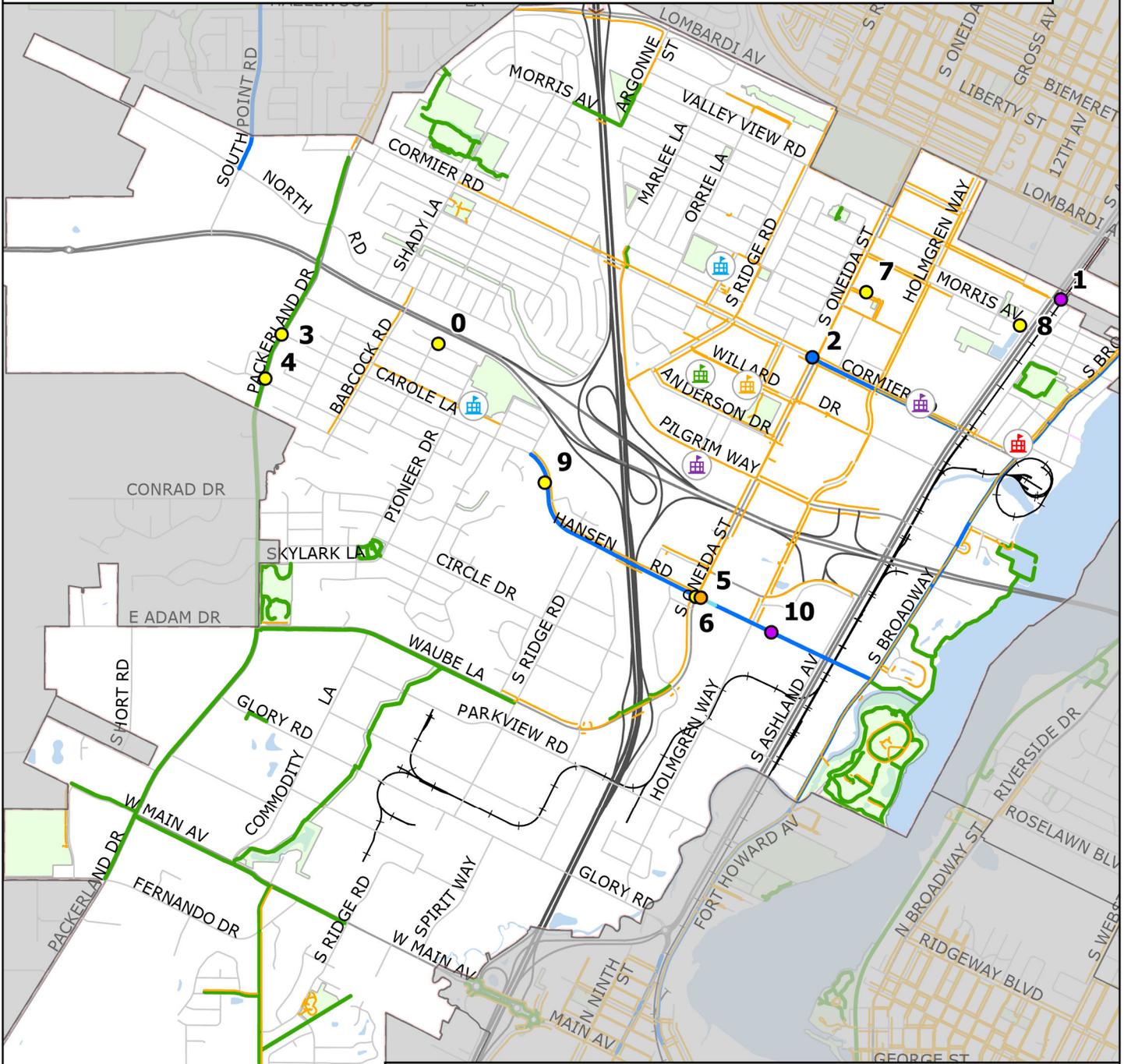
As part of the public input survey, an online interactive map application was created for people to provide comments on specific locations. People could add points for specific locations and could create line segments for a stretch of road/trail/route. For both points and segments, a list of general issues was created for survey takers to choose from to associate with the point/segment. They also had the option of adding specific comments related to that point/segment. The interactive map was available during the same time as the public input survey.

Maps for both points and segments are included here, along with tables that correspond to the input provided.

Public Input Points

Map ID	Selected Description	Submitted Comment
0	No answer	
1	No sidewalk	The light here to use the crosswalk is not long enough. Needs to be doubled in time.
2	No bike lane	This part of the road and going west a block is tough to bike on because the lanes are smaller and the bike lane east ends, the road bends somewhat left, you can drive on the road and see the curb marked with tires of people who don't pay attention
3	No answer	
4	No answer	
5	Unsafe crossing	Drivers do not yield to pedestrians
6	No answer	
7	No answer	
8	No answer	
9	No answer	Sidewalk added to the south side of Hansen from Oneida Street to Helmuth
10	No sidewalk	Sidewalks added to both sides of Hansen Road from Oneida Street to Ashland Ave

Ashwaubenon Public Input Map - Pedestrian and Bicycle Points



Ashwaubenon Pedestrian and Bicycle Points

Safety Code Value

- No bike lane
- No sidewalk
- Unsafe crossing
- No description selected
- Sidewalk
- Bicycle Lane
- Sharrow

— Multi-Use Trail

Schools

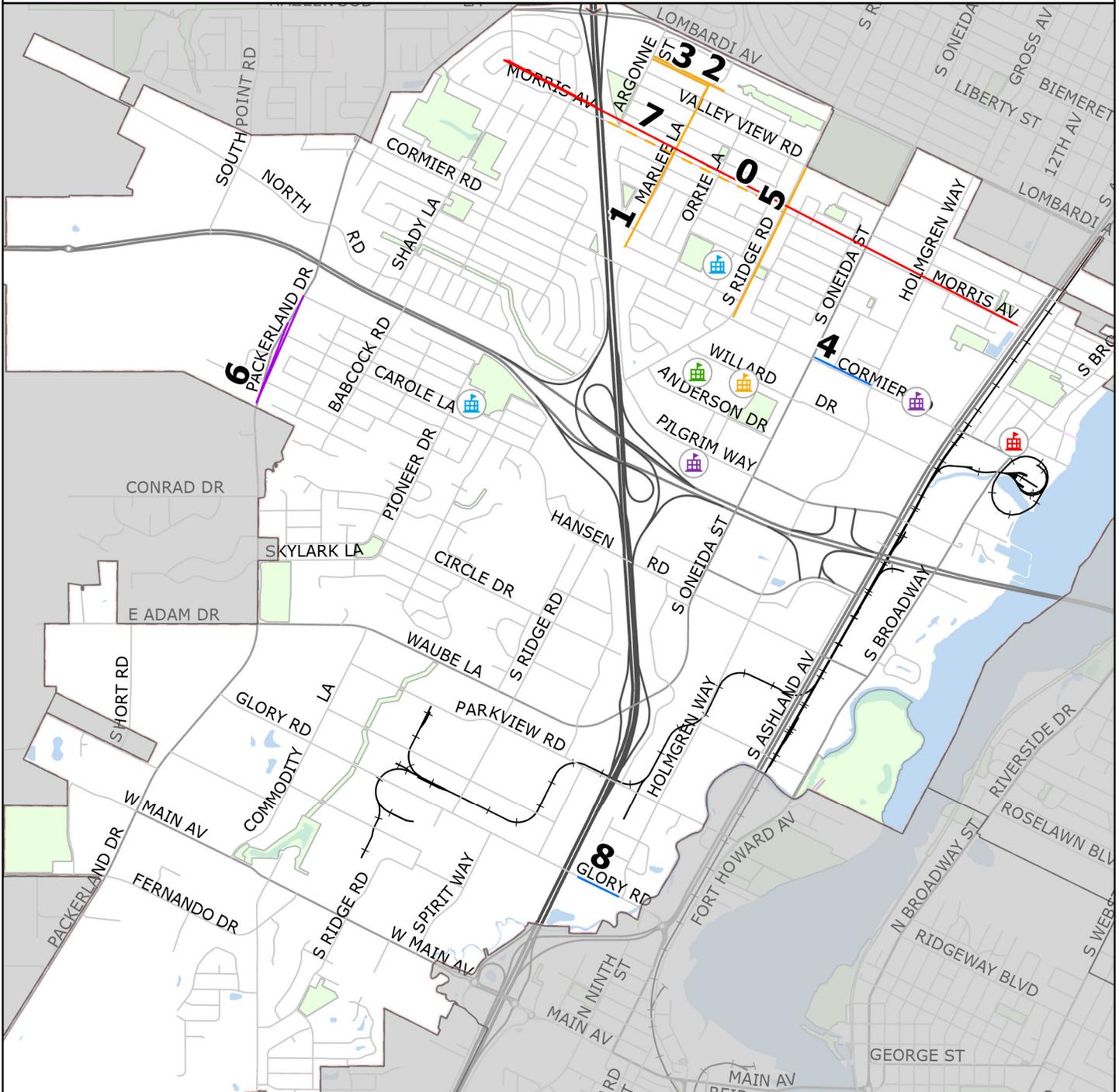
- Private School
- 4K-Kindergarten School
- Elementary School
- High School
- Middle School
- Railroad
- Parks and Public Natural Areas



Public Input Segments

Map ID	Selected Description	Submitted Comment
0	No sidewalk	Add sidewalk though decreasing lane widths or on street parking
1	Good place for sidewalk	Add sidewalk to both sides of street
2	Good place for sidewalk	There is a new sidewalk here - might need to update data
3	Good place for sidewalk	
4	Too close to vehicular traffic	The bike lane helps a lot with comfort but the sidewalk is still very close to cars. Maybe add planters or other buffers if possible
5	Good place for sidewalk	
6	No answer	Add pedestrian push-button on Packerland to allow safer access to path
7	No bike lane	Bicycle Lanes and Sharrows located along the whole section of Morris Ave
8	Too close to vehicular traffic	Wide Shoulder Located on both sides of this section of Glory Road

Ashwaubenon Public Input Map - Pedestrian and Bicycle Segments



Ashwaubenon Pedestrian Schools and Bicycle Segments

Safety Code Value

- No description selected
- Good place for sidewalk
- No bike lane
- No sidewalk
- Too close to vehicular traffic

School Types

- Private School
- 4K-Kindergarten School
- Elementary School
- High School
- Middle School

Other Features

- Railroad
- Parks and Public Natural Areas





MINUTES
VILLAGE OF ASHWAUBENON
VILLAGE BOARD
TUESDAY, JANUARY 27, 2026
5:30 PM

Village Hall - Boardroom
 2155 Holmgren Way, Ashwaubenon, WI 54304

Phone (920) 492-2301
ashwaubenon.gov

1. Call to Order

The meeting was called to order by President Kardoskee at 5:30 p.m.

2. Roll Call

Attendee Name	Present	Excused
Mary Kardoskee	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Kelly Servais	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gary Paul	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Chris Zirbel	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Chris Atkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Jay Krueger	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Also present: Joel Gregozeski, Village Manager (acting Village Clerk); Ashley Lehocky, Village Attorney; Tomas Baxter, Chief of Public Safety; Greg Wenzholz, Finance Director; Aaron Schuette, Community Development Director; Brian Rickert, Public Works Director; Rex Mehlberg, Parks, Recreation & Forestry Director; Zeke Przybelski; Kevin Leisgang; Emma Iles; Andrew Johnson; John Fanta; Rick Van Lanen; Brian Stenzel; Dave Forehand.

3. Pledge of Allegiance

The Pledge of Allegiance was recited.

4. Approval of the Agenda

Motion (Atkinson, Krueger) **to Approve** the agenda as presented. Motion carried unanimously.

RESULT: APPROVED [UNANIMOUS]
MOVER: Trustee Chris Atkinson
SECONDER: Trustee Jay Krueger
AYES: Mary Kardoskee, Kelly Servais, Gary Paul, Chris Zirbel, Chris Atkinson, Jay Krueger

5. Comments from Public

During the public comment period, and pursuant to Wisconsin Statutes, Section 19.84(2):

- a. Individuals must state their name and address
- b. Comments are limited to items not on the agenda

RESULT: APPROVED [UNANIMOUS]
MOVER: Trustee Kelly Servais
SECONDER: Trustee Chris Atkinson
AYES: Mary Kardoskee, Kelly Servais, Gary Paul, Chris Zirbel, Chris Atkinson, Jay Krueger

10. Other Items of Business

a. Consider/Discuss/Act on Bike & Ped Comprehensive Plan.

Parks, Recreation and Forestry Director Mehlberg introduced the project of adopting an update Pedestrian and Bicycle Plan for the Village. Devin Yoder from Brown County Planning provided a brief summary of the planning document and efforts to create the Plan. President Kardoskee thanked Devin Yoder for his work on the plan.

Motion (Krueger, Atkinson) **to Approve** the adoption of the Village of Ashwaubenon Pedestrian and Bicycle Comprehensive Plan 2026 Update as presented. Motion carried unanimously.

RESULT: APPROVED [UNANIMOUS]
MOVER: Trustee Jay Krueger
SECONDER: Trustee Chris Atkinson
AYES: Mary Kardoskee, Kelly Servais, Gary Paul, Chris Zirbel, Chris Atkinson, Jay Krueger

b. Consider/Discuss/Act on the Draft Financial Management Plan.

Finance Director Wenholz introduced Adam Ruechel from Baird. Mr. Ruechel provided a presentation on the Financial Plan for the Village Board's consideration.

Motion (Krueger, Atkinson) **to Approve** receive and accept the Village's Financial Management Plan as presented. Motion carried unanimously.

RESULT: APPROVED [UNANIMOUS]
MOVER: Trustee Jay Krueger
SECONDER: Trustee Chris Atkinson
AYES: Mary Kardoskee, Kelly Servais, Gary Paul, Chris Zirbel, Chris Atkinson, Jay Krueger

c. Consider/Discuss/Act on the Transfer of TID #4 Closure Funds.

Finance Director Wenholz stated the closure of Tax Increment District #4 resulted in a final fund balance of \$3,172,787.36. By state statute, this amount must be refunded to each taxing jurisdiction with the TIF District. Allocations to each taxing jurisdiction are calculated using the 2025 Tax Increment which included \$971,507.49 to the Village of Ashwaubenon.

Wenholz indicated the Village can use these funds for any purpose and Administration is recommending to transfer the funds to be used for purchasing future large vehicle equipment such as garbage trucks, dump trucks, and/or ambulances. All these vehicles would require a debt issue for purchase. Therefore, the Village could save on interest costs by using these funds for that purpose.

Motion (Krueger, Atkinson) **to Authorize** the transfer TID #4 Fund Balance of \$971,507.49 to the Capital Equipment Projects Fund to be used to purchase large (high cost) vehicle equipment. Motion carried