

Concept Plan



Green Bay Smart Growth 2022

Concept Plan

Overall Goals	15-1
Summary of the Concept Plan.....	15-2
Characteristics of the <i>Smart Growth 2022</i> Concept Plan	15-4
Land Use	15-4
Transportation.....	15-5
Natural Resources	15-5
Urban Design	15-6
Parks and Open Space.....	15-6
Public Facilities	15-7
Historic Resources	15-7
Sewer System	15-7
Water System.....	15-7
Surface Water Management	15-7
Housing and Neighborhoods.....	15-8
Economic Development.....	15-8
Intergovernmental Coordination	15-9

List of Figures

Figure 15-1: Concept Plan	15-3
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Concept Plan

This Concept Plan for *Green Bay Smart Growth 2022* is based on the findings of the Analysis of Conditions and Issues along with an evaluation of three Alternative Growth Patterns. The three alternatives, described in Chapter 17, were:

- Neighborhood and Downtown Revitalization Emphasis
- Fringe Jobs and Housing Emphasis
- Environmental and Cultural Emphasis

Public participation included numerous meetings of the Citizens Advisory Committee, the VisionFest public presentation and open house on 16 June 2001, a public opinion survey, several articles in local newspapers, two newsletters published by the City and pages on Green Bay's Internet site.

Direction received from the Citizens Advisory Committee, VisionFest and the public opinion survey indicated that the Neighborhood and Downtown Revitalization Emphasis alternative was preferred but that certain elements of the other two alternatives should be included, particularly the Environmental and Cultural Emphasis.

This draft plan was reviewed with the Green Bay City Planning Commission and the Common Council to ensure that the general choices were consistent with their values.

Following approval by those City officials, individual plan elements, such as Land Use, were prepared in accordance with the Concept Plan. The individual plan elements were reviewed by the Citizens Advisory Committee and presented for public review and comment.

Overall Goals

- 1. Compact Growth:** Direct most new development to areas currently served by public utilities and roads while providing sufficient additional arterial roads and trunk utilities to attract private investment and keep land prices competitive. Continue to follow the City's Development Districts Policy.
- 2. Neighborhoods:** Continue to improve existing neighborhoods and districts while redeveloping blighted or obsolescent properties, rehabilitating others and filling vacant or underutilized sites.
- 3. Natural Environment:** Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.
- 4. Municipal Growth:** Capture as much regional growth as possible and expand the municipal tax base while improving neighborhood quality and the natural environment. Provide high quality facilities and services to encourage annexation petitions.
- 5. Transportation:** Build a diversified transportation system that supports the other goals of this plan.
- 6. Regional Planning:** Encourage the nearby Towns and Villages to adopt plans and zoning consistent with the preservation of agriculture, protection of natural resources and cost-efficient urban growth.

Summary of the Concept Plan

This section summarizes the Concept Plan, and the following pages provide more detailed descriptions within each subject.

The *Smart Growth 2022 Concept Plan* guides the preparation of the comprehensive plan in the following ways.

Public incentives and regulations should be used to **direct development to existing neighborhoods and “activity centers.”** Reinvestment needs within Green Bay should be given equal priority with new land development. Existing neighborhoods and activity centers within Green Bay should be the focus for a substantial portion of, but far from all, public investment.

Public efforts to **encourage housing rehabilitation** should increase, and highly deteriorated or obsolescent housing units should be removed and replaced. Locations of special effort should include the downtown and its fringes, the riverfront, locations near hospitals and colleges, historic commercial nodes, and certain subareas in the older residential neighborhoods.

In older neighborhoods, **redevelopment should increase densities in certain locations**, especially near bus lines, while clearing a few small sites to restore wetlands or woods. Redevelopment should be driven and **led by public actions in concert with market forces.**

Green Bay should take steps to work with property owners in adjacent communities to extend municipal services and annex nearby fringe areas. Incentives for annexation should be explored, including annexation of locations previously served by County sanitary sewer mains. The City should also work to change state annexation laws to give City greater ability to manage growth in a cost-effective and appealing manner.

In addition, Green Bay should abide by its longstanding policy to not extend water services without receiving some benefit. .

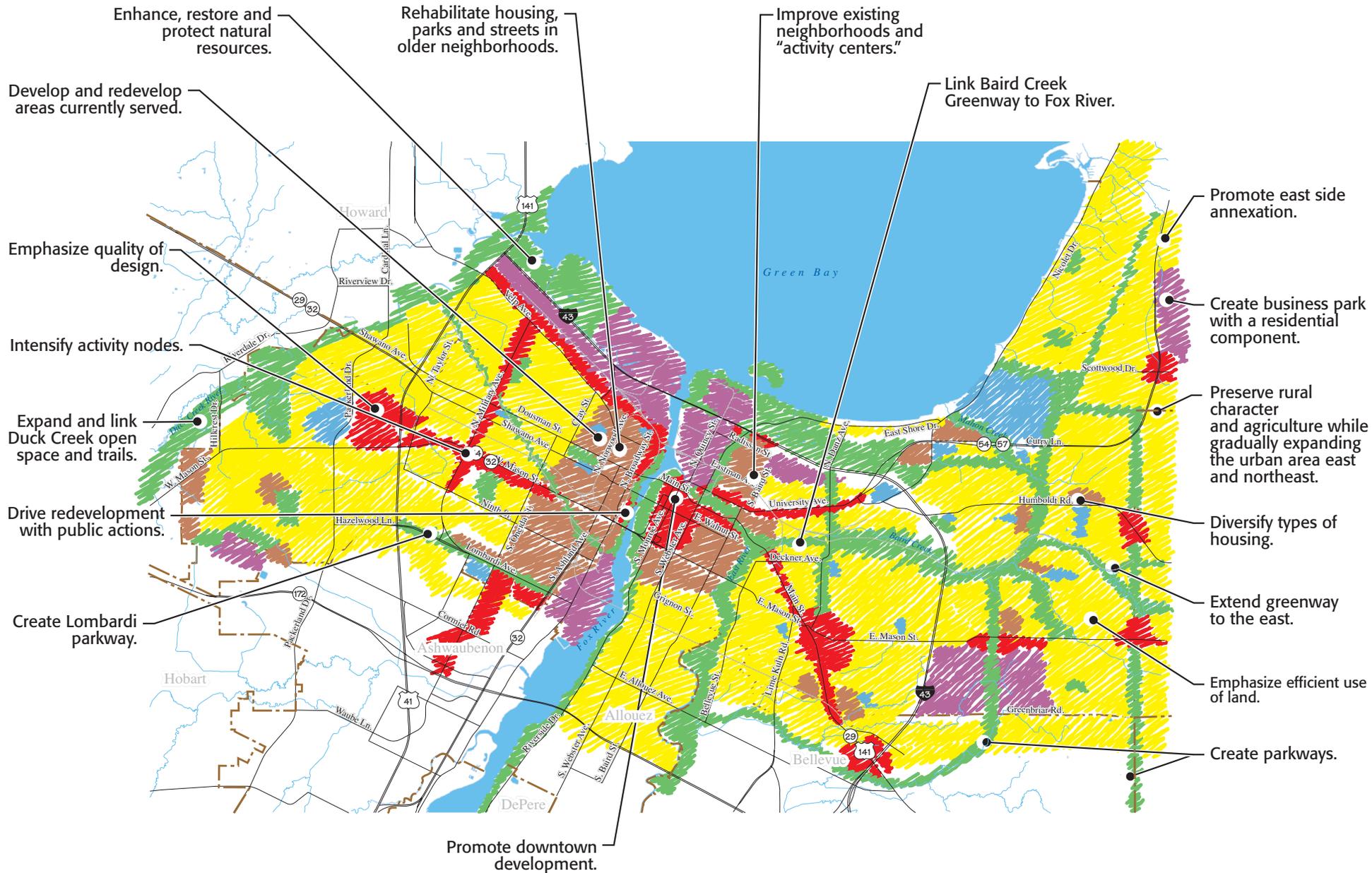
The City should continue to follow its Development Districts policy, which increases cost of non-contiguous sewer and water lines.

Residential and commercial land uses should be vertically mixed, and **development should generally become more compact and urban.** New buildings should reflect the character of existing older buildings. Properties contaminated by hazardous materials should be cleaned, and some of them should be retained as open space. There should be greater **diversity in the types of new housing** built, including more townhouses and apartments.

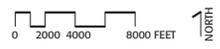
Special attention should be paid to the **quality of design** of all private or public construction and to the efficient and wise use of land.

Public policy and spending should be applied to **enhance, restore and protect natural resources** such as the rivers, wetlands, bluffs and natural views. Likewise, **cultural resources** should be enhanced, including schools, parks, museums, historic districts or buildings, and other amenities that are felt to enhance quality of life.

Surface water management should be emphasized in Green Bay and adjacent communities through a plan and management process that encompasses all of the lower reaches of the Fox River watershed. “Best management practices” should be followed whenever possible.



**Figure 15-1
Concept Plan**



Characteristics of the *Smart Growth 2022* Concept Plan

The following points provide a more detailed description of how the overall goals would be reflected in the individual plan elements.

Land Use

Growth Management

Redevelopment and Reinvestment: Public policy along with market forces should combine to address redevelopment locations. Reinvestment needs within Green Bay should be given priority over new land development and fringe growth.

Green Bay should place a high priority on creating incentives to stimulate private reinvestment in redevelopment, infill and pollution clean-up throughout the community.

Redevelopment activities should receive priority on the riverfront, in distressed neighborhoods and key activity centers.

Neighborhoods: Existing neighborhoods and activity centers within Green Bay should be the focus for the majority of, but not all, new growth.

Growth: Green Bay should work to increase the population and number of households within its municipal boundaries but not at the expense of sacrificing neighborhood quality or prime natural resources.

Annexation: The City should provide incentives for annexation such as high-quality infrastructure, good water, parkways, greenways and well-planned neighborhoods.

Green Bay should work with other Wisconsin municipalities to change annexation statutes to give all Wisconsin cities additional ability to manage growth in a cost-effective and appealing manner.

Green Bay should continue to abide by a firm policy to not extend water services without annexation of the serviced property.

Urban: Growth should be urban in style and density, cost-effective over the long term and environmentally sensitive.

Downtown

Focus of Revitalization Efforts: Downtown Green Bay should continue to be the priority focus of revitalization efforts with a strong emphasis on historic preservation.

Downtown should continue to function as the regional center for office, government, and entertainment. Emphasis should be on offices or housing over shops (mixed-use development), an attractive pedestrian environment, increased housing, day and night activities, river access and intensified land uses. Downtown should be enhanced by additional or improved public open space and paths along the Fox and East Rivers.

Riverfront

Land Uses: Riverfront land use should focus on river-dependent industries, parks, housing and offices. The working river and international port are vital to the local and regional economy and must be maintained.

Parks: Existing riverfront parks should be linked. An emphasis should be placed on creating more parks and open space.

Redevelopment: Green Bay should take a proactive approach to the redevelopment and clean up of riverfront property to accommodate a mixture of residential, office, hotel and technology-oriented land uses.

Rural Areas

Green Bay should attempt to lead adjacent rural Towns to slow the rate of housing growth through stronger land development controls and an increased supply of housing in serviced locations in the City of Green Bay.

Transportation

Transportation System

Existing Streets: The City should focus public investment on improving the existing street network to enhance through movement, traffic dispersion, and minimize negative transportation impacts to neighborhoods through traffic calming. The City should work to minimize transportation impacts to the natural environment.

New Minor Residential Streets: . The width of new local (minor) residential streets should be decreased somewhat. New local residential streets should be fully interconnected and the number of cul-de-sacs minimized.

Access Management: Access should be managed on streets to improve traffic flow and road capacity, always with a concern for neighborhood livability.

Appearance: The City should work to improve the appearance of the street and road system through landscaping, lighting and site planning.

Bicycling: Green Bay should continue to build a city-wide network of bicycle facilities serving both recreational and transportation functions. The City should require that bicycle lanes be installed with most new arterial or collector roads. The City and Brown County should both play a role in creating a county-wide network of bicycle paths in the greenways.

Walking: Green Bay should improve its sidewalk network and pedestrian streetscape amenities. Facilities should be provided for pedestrians in all residential neighborhoods. Green Bay should create a network of pedestrian paths in the greenways.

Transit System

System Enhancements: There should be improved promotion and management of the transit system so as to make transit a more attractive alternative in Green Bay.

Supportive Land Use Planning: The land use plan should promote increased concentrations of jobs and housing so as to support higher level of transit ridership and transit service.

Natural Resources

Sensitive Environments: Natural features should be improved to promote urban redevelopment with an emphasis on restoring water quality and wildlife habitat. The City should acquire land and adopt strong regulations to protect wooded areas. New housing development should incorporate buffers along creek floodplains. Some lost wetlands should be restored.

Rural Character: It is hoped that current rural character will be maintained as a result of the plan's limitations on new fringe growth and its emphasis on restoring water quality and wildlife habitat. There should be a clear demarcation between urban and rural areas. The City should be urban and the Townships should be rural.

15. Concept Plan

Natural Corridors: The City should emphasize the protection of significant environmental corridors for recreation and wildlife movement. There should be a coordinated regional response to the need to identify and protect such resources, led by Brown County.

New Housing: New housing development should be carefully sited to protect the natural character. House clustering or “conservation design” techniques should be used to protect significant natural resources and open space.

The City should require that land developers incorporate creeks, wetlands and significant woodlands as amenities in new subdivisions. Streets, street edges and parking lots should be designed to filter water, provide shade and minimize natural impacts.

Urban Design

Appearances: A major emphasis should be placed on improving the appearance of buildings and streetscapes by applying design standards and guidelines. The City should improve streetscapes by providing attractive amenities and removal of extraneous signage and utility structures. New subdivisions and rebuilt streets should include buried utilities, street trees. Auto-oriented commercial development should be designed to be more attractive through site planning, landscaping and sign design.

Pedestrian-Oriented Design: There should be a strong pedestrian emphasis in neighborhoods. Neighborhood design should incorporate sidewalks, street trees, narrower local (minor) residential streets, modest front setbacks, interconnected streets, nearby shops and convenient access to transit.

Parks and Open Space

Existing Parks: Green Bay should continue to improve the quality of its existing parks, particularly those in the older neighborhoods.

New Parks: Focus on the creation of new parks, open space and trail connections in conjunction with land dedication requirements for new subdivisions. Some sites for new parks should be acquired through direct purchase in advance of any application for land subdivision.

Greenways: Extend the Baird Creek Greenway east to the city border and west to the East River. Introduce a continuous system of pedestrian and bicyclist paths. Improve the wildlife habitat and creek edges.

Parkways: Create a city-wide system of parkways in cooperation with Brown County and the Wisconsin Department of Transportation. Parkway are intended to be arterial or collector roads that are highly landscaped and include sidewalks, on-road lanes or off-road paths for bicycling, and decorative lighting. The purposes and benefits of the parkway system are to:

- Improve the overall appearance, identity and quality of life of the community
- Increase and sustain property values
- Create bicyclist and pedestrian links among the neighborhoods, districts, greenways and parks
- Create visual community entry statements
- Provide a ceremonial approach to important locations such as downtown or Lambeau Field
- Calm traffic speeds in residential neighborhoods
- Promote annexation of land by demonstrating the City’s commitment to investing in high quality public facilities.

The Role of Parks in a More Urban City: All land should be used intensively, except current parks and environmentally-protected sites. Parks and other public open space should be used to balance the slightly greater development densities advocated by this plan.

Public Facilities

Amenities: Public buildings such as schools, libraries, City Hall and the convention center should be used to focus and enhance private development.

Shared Use: There should be more shared use of schools for community meetings, activities and events within the budget and operational limitations of the school district.

Historic Resources

Historic Districts and Structures: The City should continue to protect and enhance historic districts and structures and incorporate the principles of historic rehabilitation into redevelopment.

Historic Preservation Commission: The City should support a more active role for the Historic Preservation Commission in review of redevelopment and infill projects.

Rural Character: The City should support the efforts of Brown County and the Towns to preserve significant farm structures and consider incorporation of such structures in new subdivisions.

Sewer System

Existing Lines: Green Bay should emphasize maintaining sewers in presently developed neighborhoods.

System Expansion: The Green Bay Metropolitan Sewerage

District should limit perimeter trunk sewer extensions consistent with Brown County's recent growth plan that emphasizes compact and contiguous growth.

Rural Development: All future rural housing in the region except farm buildings should either be served by community sanitary sewer systems or be built at a density no greater than one house per 35 acres.

Water System

Existing Lines: Green Bay should emphasize maintaining the water system in presently developed neighborhoods.

System Expansion: On a targeted basis, Green Bay should continue to provide distribution and storage facilities designed to accommodate potential growth in northeast and southeast fringe areas. The City of Green Bay should provide booster stations and additional storage facilities as needed.

Annexation: Green Bay should use its water utility as a major inducement for annexation petitions from landowners in adjacent Towns. The policy of the City of Green Bay to not extend water service without annexation should be continued.

Surface Water Management

Design Practices: The amount of existing impervious surface area should be reduced so as to reduce flood risk and improve aquifer recharge. Natural drainage and filtration methods should be used to the extent possible. Incorporate vegetative swales and buffer strips where appropriate to maximize on-site surface water storage and filtering capabilities. There should be an emphasis on additional development controls to require buffer areas to filter and slow surface water runoff in new subdivisions.

Floodplain Reclamation: Buildings should be gradually removed from floodplains when appropriate so that land can be returned to its natural function as a place for storage and flow of flood waters, as natural habitat and for water filtration.

Natural Design: Natural design techniques should be used to manage stream flows, flooding and bank stabilization. Concrete channels should not be used except where necessary.

Housing and Neighborhoods

Infill and Rehabilitation: Green Bay should emphasize infill development and rehabilitation of existing housing units. Design guidelines be established for new infill housing and rehabilitation work.

The City should create incentives for housing rehabilitation to safeguard or improve the quality of housing in the City.

Housing Diversity: Diversify the housing stock by adding more attractive attached housing in all price ranges, styles and tenure (ownership or rental).

Housing Density: Housing densities should be increased somewhat. However, concentrations of high-density dwellings should be discouraged. Generally, new neighborhoods should be characterized by somewhat higher densities for all types of housing.

Design Guidelines for Attached Housing: The City should adopt guidelines for the site planning and general design of apartments and townhouses so that these housing forms will become a more attractive alternative and an asset to the neighborhoods in which they are located.

Affordable Housing: Green Bay should work with Brown County, other cities and market forces to find a regional solution to the need

for housing priced and sized for lower-income households, especially families.

Code Enforcement: Green Bay should provide increased support and resources for code enforcement regarding property maintenance, especially in terms of hazardous or toxic materials such as lead paint or asbestos.

Major Institutions: Major institutions should expand up, not out.

Economic Development

Competitive Position of the Region: The competitive position of the region should be sustained and enhanced by reinvestment and redevelopment in urbanized areas combined with protection of its quality of life features.

Good Jobs: The City's economic development policy should promote the retention and capture of businesses that are high-paying, clean, have a high number of jobs per acre, use the local college-educated labor pool and leverage the natural characteristics of the area.

Development Locations: A sizeable portion of the new commercial and industrial growth should occur within the City of Green Bay as redevelopment and brownfield clean-up efforts create development sites. Simultaneously, significant new commercial and industrial growth should be concentrated along the I-43 corridor.

Redevelopment: To the extent possible, redevelopment and recycling of property should be an element of the City's economic development program. A high percentage of new commercial and industrial growth should occur within the existing boundaries of Green Bay as brownfield clean-up and redevelopment efforts open up development sites in the City.

Partnerships: Create partnership arrangements with the private sector. A useful role for the City may be to obtain funding for housing rehabilitation or brownfield remediation and to establish guidance through plans and regulations while relying on the expertise of the private market to identify the details of the use of a given site.

Public Investments

Maintenance of Existing Investments: Green Bay should give priority to the maintenance and enhancement of existing public and private investments relative to investments in new facilities on the fringe of the city.

Natural and Cultural Facilities: Green Bay should give second priority to projects that restore or enhance natural systems or cultural facilities.

Intergovernmental Coordination

County Facilities: Brown County should strive to locate major County facilities (e.g., libraries, museums, offices) in or near Downtown Green Bay and support compact regional growth through its sewer, road and transit investments.

Annexation: With the support of Brown County, the City of Green Bay should negotiate agreements with adjacent towns for staged annexation and service.

County Planning: Brown County follows its 1996 *Land Use and Transportation Plan*, which would focus new urban development in areas contiguous to existing urban areas, preserve agricultural land, and revitalize older underutilized urban areas.