

# Neighborhoods and Districts Objectives and Policies



## **Green Bay Smart Growth 2022**

# Neighborhoods and Districts Plan

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# Neighborhoods and Districts Plan

## Relationship to the Issues and the Concept Plan

The purpose of the Neighborhoods and Districts Plan is twofold:

- To establish basic principles and policies for vital, livable neighborhoods;
- To describe the basic “systems” of the Comprehensive Plan – land use, transportation, parks and open space – as they apply to each of the six planning districts that were defined early in the planning process.

This chapter is therefore divided into two primary sections, the first dealing with general principles and policies, the second with district-level plans.

## Summary of Issues

The major neighborhood issues listed in the Analysis of Conditions are summarized as:

- **Mixed Use:** Should small commercial uses (shops, offices) be allowed or encouraged within residential neighborhoods? What about parks and schools? Might a diversity of housing be appropriate surrounding neighborhood commercial nodes?
- **Neighborhood Amenities:** To what degree, if at all, does City investment in neighborhood amenities such as street tree planting and decorative lighting make neighborhoods more attractive to existing and potential residents?
- **New Neighborhoods:** Should new neighborhoods be designed to more closely resemble the patterns of older areas such as a neighborhood park, interconnected streets, sidewalks and trees along both sides of every street?
- **Nuisances:** What should be done to reduce harmful influences such as excessive traffic, speeding, noise, housing deterioration, etc.?
- **Appearance:** Is the appearance of the City’s older neighborhoods acceptable? How might it be improved?

### Guidance from the Concept Plan

The Concept Plan for *Smart Growth 2022* provides the following direction to the Neighborhoods and Districts Plan (many of the characteristics listed under Land Use and Urban Design as well as Housing and Neighborhoods are applicable):

- **Neighborhoods:** Existing neighborhoods and activity centers within Green Bay will be the focus for the majority of, but not all, new growth.
- **Growth:** Green Bay will 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.
- **Pedestrian-Oriented Design:** There will be a strong pedestrian emphasis in neighborhoods. Neighborhood design will incorporate sidewalks, street trees, and narrower local streets.
- **Housing Density:** Housing densities will be increased somewhat. However, concentrations of high-density dwellings will be discouraged. Generally, new neighborhoods will be characterized by somewhat higher densities for all types of housing.
- **Code Enforcement:** Green Bay will 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 will expand up, not out, and will work with surrounding neighborhoods to ensure that their perimeters are pedestrian-friendly.

### Plan Overview

#### Summary of Objectives

**Goal: Strengthen the City's neighborhoods to play an active role in improving their physical environments and quality of life.**

**Objective 1 – Neighborhood Identity.** Accentuate the sense that Green Bay is composed of identifiable districts and neighborhoods.

**Objective 2 – New Residential Neighborhoods.** Build new neighborhoods according to the broad concept of the neighborhood unit, in a manner that fosters a sense of community and interaction among neighbors, provides a sense of identity and belonging, and creates a sense of comfort and security.

**Objective 3 – Established Neighborhoods.** Maintain the traditional urban character of these neighborhoods and promote continuous public and private reinvestment to ensure that they remain attractive places to live.

**Objective 4 – Housing Diversity and Design.** Encourage a full range of housing types within each neighborhood, while avoiding over-concentration of any single type. Provide guidelines for the integration of diverse types of housing, rather than segregating them in separate enclaves.

**Objective 5 – Pedestrian-Oriented Street Design.** Develop and extend a system of local residential streets that are interconnected, relatively narrow, and designed to maximize pedestrian comfort and convenience.

**Objective 6 – Neighborhood Parks and Open Space.** Design and site neighborhood parks to occupy central locations and act as focal points for recreational and community activities.

**Objective 7 – Neighborhood Services and Facilities.** Provide municipal services and facilities with the goal of maintaining or improving older neighborhoods and creating lasting value in new neighborhoods.

**Objective 8 – Neighborhood Organization.** Build a strong system of neighborhood organizations as a means of enhancing public safety, improving communications among residents and with City representatives, and building a sense of community.

**Objective 9 – Major Institutions in Neighborhoods.** Work with major institutions within neighborhoods to reduce impacts of parking and ensure that the institutions’ expansion plans are compatible with neighborhood goals.

## Objectives and Policies

### Objective 1 – Neighborhood Identity

People have an easier time identifying with and feeling pride in a neighborhood or district if they have a clear idea of its boundaries. Often neighborhoods are defined by natural or man-made features, such as rivers, ravines, railroads, highways, or major roadway corridors. However, physical boundaries are often supplemented by similarities in housing types, sizes or values, or by particular nationalities or ethnicities. Frequently neighborhoods will be structured around and named after a neighborhood school or park, like Green Bay’s Astor or Tank Neighborhoods.

While some of the City’s older neighborhoods are clearly demarcated, this pattern becomes more blurred in the neighborhoods built in the 1950s and after. In many of these locations, and on the City’s developing fringes, neighborhood identity has yet to emerge, and neighborhood organizations are lacking.

**Accentuate the sense that Green Bay is composed of identifiable districts and neighborhoods.**

#### Recommended Policies

- 1. Edges:** Clearly demarcate the edge of each district or activity node and as opportunities arise, correct inconsistent edge conditions. As districts grow and expand, adjust district edges in a logical and consistent manner to maintain a clearly defined edge. Neighborhood or district edges will be as simple and direct and will follow logical boundaries. For example, boundaries between housing and dissimilar land uses are best established along alley or back yard lines rather than across a street since the back yard relationship minimizes potential negative impacts.
- 2. Entry Features:** Incorporate distinctive landscaped entry or gateway signs or markers at key access points to each major neighborhood or district, particularly in areas of publicly-assisted revitalization.

### Objective 2 – New Neighborhoods

**Build new neighborhoods according to the broad concept of the neighborhood unit, in a manner that fosters a sense of community and interaction among neighbors, provides a sense of identity and belonging, and creates a sense of comfort and security.**

#### Recommended Policies:

**1. The Neighborhood Unit:** Use the concept of the Neighborhood Unit<sup>1</sup> as a general organizing principle for planning and reviewing plans for new neighborhoods. The concept, originally popularized in the 1920s, is still a valid way of thinking about neighborhoods, and has been updated in recent years using New Urbanist principles and theories. The neighborhood unit includes the following elements:

- A center and an edge; the center usually defined by civic buildings such as libraries, schools or churches;
- A limited size, based on a five-minute (quarter-mile) walk from center to edge;

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<sup>1</sup> “In 1929, planner Clarence Perry proposed an influential theory of neighborhood design as part of the New York City Regional Plan. Perry based the size of an ideal neighborhood on the number of families needed to support an elementary school. He also drew a circle, representing the area covered within a five-minute walking distance of a central point, over his diagrammatic plan of the neighborhood – a statement that being able to walk where you want to go remains important even when modern transportation is available.

The New Urbanism reaffirms the neighborhood as the basic building block of all residential districts. Within the 10-minute walking circle, a neighborhood includes a mix of different house and apartment types. Streets make legible connections that are easy to walk as well as drive, and there are neighborhood shops, schools, and civic buildings, all within walking distance.” Jonathan Barnett, in *Charter of the New Urbanism*, McGraw Hill, 2000.

- A balanced mix of uses and activities, including shopping, work, schooling, recreation, and all types of housing;
- An interconnected street system that creates clear, legible connections that are easy to walk as well as drive;
- An open space system that serves immediate needs (i.e., neighborhood parks or play lots), but is also connected to regional open space where possible.

Most of these elements are present in Green Bay’s existing traditional neighborhoods, especially those largely built before World War II, but may need to be strengthened or reinforced. The form and shape of new neighborhoods will differ depending on where they are located in relation to established neighborhoods, major thoroughfares, major institutions, and other form-giving features. For example, in developing areas a neighborhood edge may be defined by a greenway or parkway, while in an existing neighborhood an edge may be defined by a commercial district or arterial street. Neighborhood shopping may be located near the center or (more likely) at the edge, to take advantage of higher traffic volumes. In either case, the commercial uses will be integrated into their neighborhood by means of walkable streets and paths.

While the neighborhood unit is a broad concept that can be used in preparing or reviewing plans for new development, many of the following policies relate to one or more of its elements in more detail.

**2. Traditional Neighborhood Design:** The most desirable aspects of the City’s traditional neighborhoods will be carried forward and adapted to the design of new neighborhoods. These include relatively narrow lots (deeper than they are wide) and front yard setbacks, sidewalks, street trees and recessed garages (garages set back further than the principal façade). These characteristics, in conjunction with a local street network

designed according to similar principles, will result in an increased sense of identity and community.

**3. Relationship to Previously Established Neighborhoods:**

New neighborhoods will be linked visually and functionally to the established portions of Green Bay via street connections, bicycle facilities and, where possible, the greenway and parkway systems.

### Objective 3 – Established Neighborhoods

The majority of urban development that will exist in the City of Green Bay by the year 2022 is already in place. These private and public improvements represent a tremendous investment and are essential to the quality of life and financial security of many thousands of people. In addition, the historic fabric of the community provides a sense of place and a physical environment that is nearly irreplaceable.

One of the strengths and beauties of older neighborhoods is the close-knit, compact mixture of different forms of housing, shops, offices, services and employment areas. It is these urban patterns that will help make Green Bay and its older neighborhoods distinct, livable and competitive with other locations that are designed primarily for the automobile. New building technologies may be appropriate, but many elements of the traditional neighborhood will be respected and emulated.

**Maintain the traditional urban character of these neighborhoods and promote continuous public and private reinvestment to ensure that they remain attractive places to live.**

**Recommended Policies:**

1. **Neighborhood Protection:** The City of Green Bay will protect the best aspects of established areas from negative effects such as excessive auto traffic or incompatible, unbuffered land uses. Conversely, blighted, deteriorating or obsolete activities will be phased out and those sites improved according to an established plan. Guided by the planning and urban design principles of *Smart Growth 2022*, private and public investments will aim to enhance or strengthen a sense of neighborhood identity in all established areas.
2. **Public-Private Coordination:** Coordinate public sector actions and investments to promote private maintenance and renewal of established residential areas. Job growth will be promoted in mature areas to help reduce economic disparities. Blight and abandonment will not be regarded as unavoidable characteristics of older neighborhoods. Instead, the continual process of change will help keep those locations vital and desirable.
3. **Context-Sensitive Redevelopment and Infill:** Redevelopment and infill are keys to strengthening older neighborhoods and will always be done in a manner that responds to and builds on the strengths of those neighborhoods. Encourage infill development in older traditional neighborhoods that respects the characteristics of those neighborhoods, as described above under “Traditional Neighborhood Design” and in keeping with the prevalent housing styles in each neighborhood. This principle does not imply that all housing will be of the same type (i.e., detached or duplex) but that older and newer housing will share many design elements.

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4. **Mixed Use in Neighborhoods:** Identify locations for mixed use in established neighborhoods that already have some diversity of uses, proximity to transit or major traffic corridors. The policies of the Urban Design Plan regarding mixed use are applicable within the neighborhood context.
5. **Land Use Incompatibilities:** Many of Green Bay's older neighborhoods have long been affected by incompatible land uses, such as industrial plants, materials or equipment storage, freight lines or truck routes in close proximity to residential uses. There is often no easy way to resolve these incompatibilities in the short term. The District Plans that follow discuss these areas in greater detail. In general, improved code enforcement, buffering and screening can reduce if not eliminate problems due to incompatibilities.
6. **Historic Preservation:** Historic or architecturally significant buildings within established neighborhoods will be preserved because they express the city's heritage and add beauty and charm to their surroundings. As specified in the Historic Preservation Plan, preservation does not necessarily involve historic designation, but can be achieved through tools such as neighborhood conservation districts.
7. **Planning and Design:** The City will prepare specific plans for a neighborhood or district in which a need for additional guidance beyond *Smart Growth 2022* is identified. When preparing plans or implementing public improvements, the neighborhood policies in this chapter will be observed.

## Objective 4 – Housing Diversity and Design

**Encourage a full range of housing types within each neighborhood, while avoiding over-concentration of any single type. Provide guidelines for the integration of diverse types of housing, rather than segregating them in separate enclaves.**

### Recommended Policies:

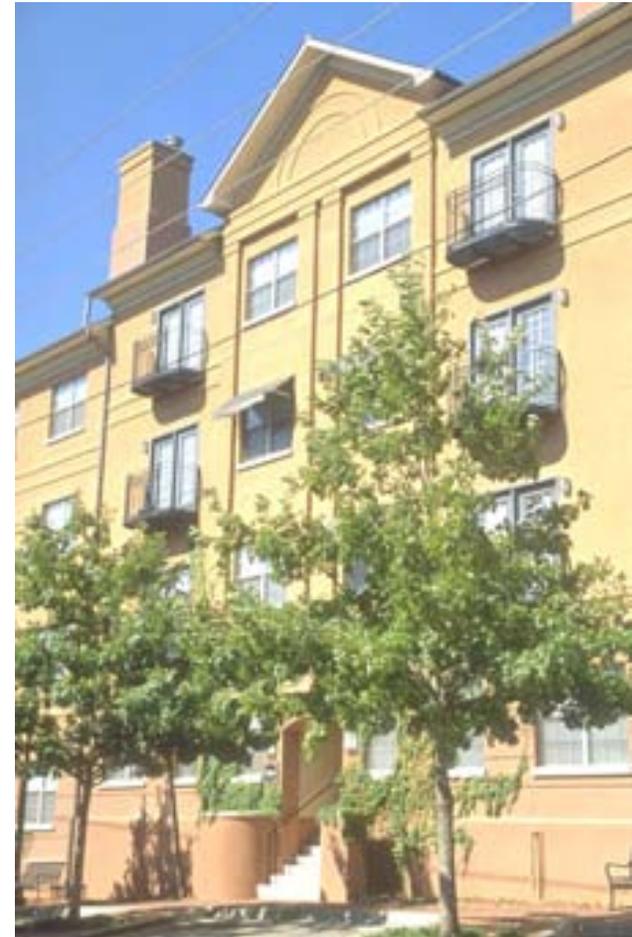
1. **Housing in Mixed-Use Areas:** Support the development of housing of appropriate form and density in Downtown and designated mixed-use areas.
  - Promote the development of well-designed moderate-density housing adjacent to one or more of the following amenities: shopping, recreational or cultural facilities, and employment centers.
  - Advance the understanding and acceptance of urban density and traditional urban patterns among businesses and designers; promote traditional urban patterns as a means of improving business, enhancing neighborhoods and reducing traffic congestion.
  - Create traditional setbacks, orientation, rhythm, height and scale of housing in areas where no clear architectural pattern exists.
2. **Variety within Each Neighborhood:** Each neighborhood will contain a range of housing types, densities, and building configurations including single-family detached, townhouses, apartments, and more specialized types such as senior housing or live-work units. Discourage large housing projects that consist of a single building type. Some portion of each type of housing will, ideally, be available for occupancy on either an ownership or lease basis.

Attached and multifamily housing will be located in transitional spaces between commercial and single-family areas, at high-amenity locations along the parkway and greenway systems, and overlooking parks. When combining housing types, it is preferable for the transition between types to occur at the rear rather than the front (i.e. across a courtyard or parking area rather than across the street).

- 3. Design of Attached and Multifamily Housing:** Attached housing will be created as an attractive, compatible and acceptable alternative to conventional detached housing. Attached housing includes duplexes, townhouses, and buildings with four or more units that have an exterior entrance for each unit. Multifamily housing includes apartment buildings that provide unit access via interior corridors and a variety of other configurations. In general, these housing types will be built in small groupings so that it fits into the overall residential context rather than being sequestered into large project sites.
- Attached housing should emulate single-family housing in its basic architectural elements – pitched roofs, articulated facades, visible entrances, porches or balconies, and a maximum height of three to four stories. Attached housing should use the architectural “vocabulary” of single-family housing.
  - Design the front and back facades with appropriate levels of formality. The front, as the more public side of the house, will receive the more formal treatment, while trash/recycling storage, play equipment and outdoor storage will be located in the back. The main entry will face the street.

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**Housing Diversity and Design:** Design attached and multifamily housing with the architectural vocabulary of single-family housing: pitched roofs, visible entrances, and a landscaped yard as a transition between the street and the entrance.

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- If a multifamily building or attached housing is developed near single-family detached housing, keep the width of the building facade similar to that of a single-family house. Attached units will be grouped in rows of no more than four or six units to avoid a monolithic appearance.
- Buildings will address the street with varied and articulated facades, frequent entries and windows. Porches and balconies should be encouraged, and facades consisting of long blank walls or series of garage doors should be prohibited.
- Driveways and garages should be located to the rear of the lot or interior of the block. When garages cannot be located to the rear or on the interior of the block, they should be set back similar to the requirements for single-family housing. Porches and front steps should face the local street.
- Duplexes should be designed for visual compatibility with single-family housing, should be scattered among the neighborhood rather than concentrated, and may be used as a transitional building type near larger buildings and street intersections.

- 4. Unity and Variety:** Require variety in the style and density of attached housing within each neighborhood. Avoid the appearance of large multi-family “projects.” Fined-grained diversity is a key to making attached housing compatible with single-family housing.

On larger sites, encourage unity as well as diversity by specifying a common design vocabulary throughout the buildings, a clear pathway system and shared outdoor space that unifies and integrates the site.

- 5. Outdoor Spaces for Attached Housing:** Define all outdoor spaces, distinguishing between those reserved for residents and those open to the public. Provide visual indications of the boundaries between private space, public space and shared space. Enclose the shared outdoor space with buildings, low fences or hedges, and paths.
- Provide convenient access to shared outdoor areas, amenities such as play equipment, seating and tables to encourage their use, and vegetation for seasonal shade.
  - Provide each housing unit with clearly defined private or semi-private outdoor space such as a yard, patio, porch or balcony, with direct access from inside the unit.
  - To the extent possible, provide each unit with a front entry that faces the street and is visible and accessible from an adjacent public path. The “backs” of each unit should be reserved for private outdoor space and resident parking. Where individual entries are not possible, minimize the number of units that share a single entry.
  - Use semi-private outdoor spaces such as porches and patios to increase the sense of privacy and security within the home. Provide opportunities for surveillance of shared outdoor areas such as streets, sidewalks and play areas from within the home.
  - Provide a clear path system that connects each housing unit to destinations within the site and the surrounding neighborhood. Paths should be logical and predictable in their routes and should be linked to the public sidewalk system. Keep public paths at the edge of the site; distinguish between public paths and private outdoor space; and make paths visible from shared and private spaces.

- Control access by nonresidents via gateways, fences, plant materials or enclosed location. Locate outdoor spaces to allow for easy surveillance from inside homes.

### **Objective 5 – Pedestrian-Friendly Street Design**

**Develop and extend a system of local residential streets that are interconnected, relatively narrow, and designed to maximize pedestrian comfort and convenience.**

#### **Recommended Policies:**

Proposed street design standards are discussed in detail in the Urban Design and Transportation chapters of *Smart Growth 2022*. In the neighborhood planning context, it is important to emphasize the elements of the local street network:

- The system should consist of interconnected streets in all cardinal directions, to the extent that connections are feasible. Where environmental or other physical constraints preclude a street connection, a pedestrian pathway should be considered.
- Local streets should be built to a relatively narrow width so as to encourage slow traffic speeds that enhance the safety and enjoyment of other users.
- Pedestrian connections should be provided on all local streets, via sidewalks or trails or paths that connect to the sidewalk system.
- Street trees and pedestrian-scale lighting should be provided at regular intervals.

### **Objective 6 – Neighborhood Parks and Open Space**

**Design and site neighborhood parks to occupy central locations and act as focal points for recreational and community activities.**

#### **Recommended Policies:**

As discussed in the Parks, Greenways and Parkways System Plan, and in keeping with the neighborhood unit concept, neighborhood parks will be designed as the focal points of one or more new neighborhoods. To the extent possible, each neighborhood will include connections to the larger open space system of greenways and parkways, using these to provide access to community parks and special facilities.

## Objective 7 – Neighborhood Services and Facilities

**Provide municipal services and facilities with the goal of maintaining or improving older neighborhoods, responding to demographic shifts and local needs, and creating lasting value in new neighborhoods.**

### Recommended Policies:

1. **Basic Services:** The City will continue to upgrade infrastructure within older neighborhoods at the same time that it is extending streets and utilities to newer ones. An effective means of neighborhood revitalization is the systematic, neighborhood-by-neighborhood replacement of street surfaces, curb and gutter, sidewalks, utilities and street trees so that the city's basic infrastructure is completely renewed approximately every 30 to 40 years.
2. **Targeting Programs:** The City will continue to target Community Development Block Grant and state housing funds to specific neighborhoods annually, in order to effect visible improvements and stimulate private housing improvement efforts.
3. **Code Enforcement:** Improve the level of code enforcement, particularly regarding property maintenance issues. Continue to conduct intensive code enforcement efforts in specific neighborhoods where these are most needed.
4. **Neighborhood Schools:** Encourage the Green Bay Area School District to retain neighborhood elementary schools whenever feasible and, should school closure appear necessary, work with City staff to develop a re-use plan for any school property. Demographic changes can occasionally result in a

renewed need for a neighborhood school in an area where one has been closed.

5. **Response to Demographic Changes:** Many of Green Bay's older neighborhoods have attracted diverse immigrant groups, including growing Hispanic and Hmong populations, many of whom are employed in food processing and other industrial operations in or near these neighborhoods. The City will continue to work through the Mayor's Neighborhood Resource Board and the nonprofit organizations that serve those populations, in order to meet their specific needs for housing, recreational and cultural programs, and other social services.

## Objective 8 – Neighborhood Organization

**Build a strong system of neighborhood organizations as a means of enhancing public safety, improving communications among residents and with City representatives, and building a sense of community.**

### Recommended Policies:

1. **Organizational Assistance:** The City will continue to work through the Mayor's Neighborhood Resource Board to encourage neighborhoods in organizing representative neighborhood associations, and encourage the coordination of activities and resources among neighborhood associations.
2. **Communications:** The City will continue to notify neighborhood organizations of rezonings, hearings, and other proposed changes within each neighborhood, and will incorporate the organizations' comments into staff reports.

### **Objective 9 – Major Institutions in Neighborhoods**

**Work with major institutions within neighborhoods to reduce negative impacts and ensure that the institutions' expansion plans are compatible with neighborhood goals.**

The expansion of major medical or educational institutions can have negative impacts on surrounding neighborhoods, through expansion of surface parking, spillover parking, excessive vehicular traffic, and the loss of housing stock to institutional expansion. The City has worked with institutions and neighborhood organizations over the years to resolve some of these issues around the St. Vincent's, Bellin and St. Mary's Hospitals.

- 1. Parking Issues:** Encourage major institutions to work closely with affected neighborhoods in resolving parking and traffic issues through methods such as structured parking, parking permit programs, remote lots, traffic calming methods and commuting alternatives for employees.
- 2. Expansion Issues:** Continue to work with major institutions to develop expansion plans that are compatible with both the goals of surrounding neighborhoods and the City's economic development goals. There will likely continue to be some conflicts between the goals of neighborhood protection and continued institutional development. Consistent communication among institutions, neighborhood organizations and City staff, as well as attention to design issues can help to alleviate these conflicts.

## District Plans

The following plans depict the major elements of the comprehensive plan as they apply to each of the six defined districts. As discussed in the Analysis of Conditions, “districts” and “neighborhoods” are not the same; a district is a logically-defined sub-area of the City, while a neighborhood is a smaller area, usually defined by a central feature such as a park, with its own neighborhood organization.

The district plans combine the following elements:

- Generalized land use – major land use changes, potential redevelopment areas, and areas needing further study are noted in the text
- Park, parkway and trail classifications
- Other recommendations pertaining to land use or urban design, including proposed gateway (entry) features and improvements to major road corridors

## District 1

### Summary of Conditions

District 1, the “Far West Side,” is generally rural and suburban in character, dominated by large-lot single-family subdivisions, environmentally sensitive floodplain and wetlands along Duck Creek and other waterways, and extensive areas of Oneida tribal lands. Major thoroughfares include Mason Street and Packerland Drive. Although the district appears semi-rural, there is actually a limited supply of developable land, due to the area’s environmental constraints.

Major issues include the following:

- How can Tribal lands best be integrated into the City’s land use plan?
- If additional development occurs in District 1, what is the preferred type and character of that development?
- How can the existing parkway systems be improved? Should public access be provided in some locations?
- What type of park facilities are needed to meet the needs of the growing population?
- What is the best ultimate use of the Georgia Pacific Company waste disposal site?

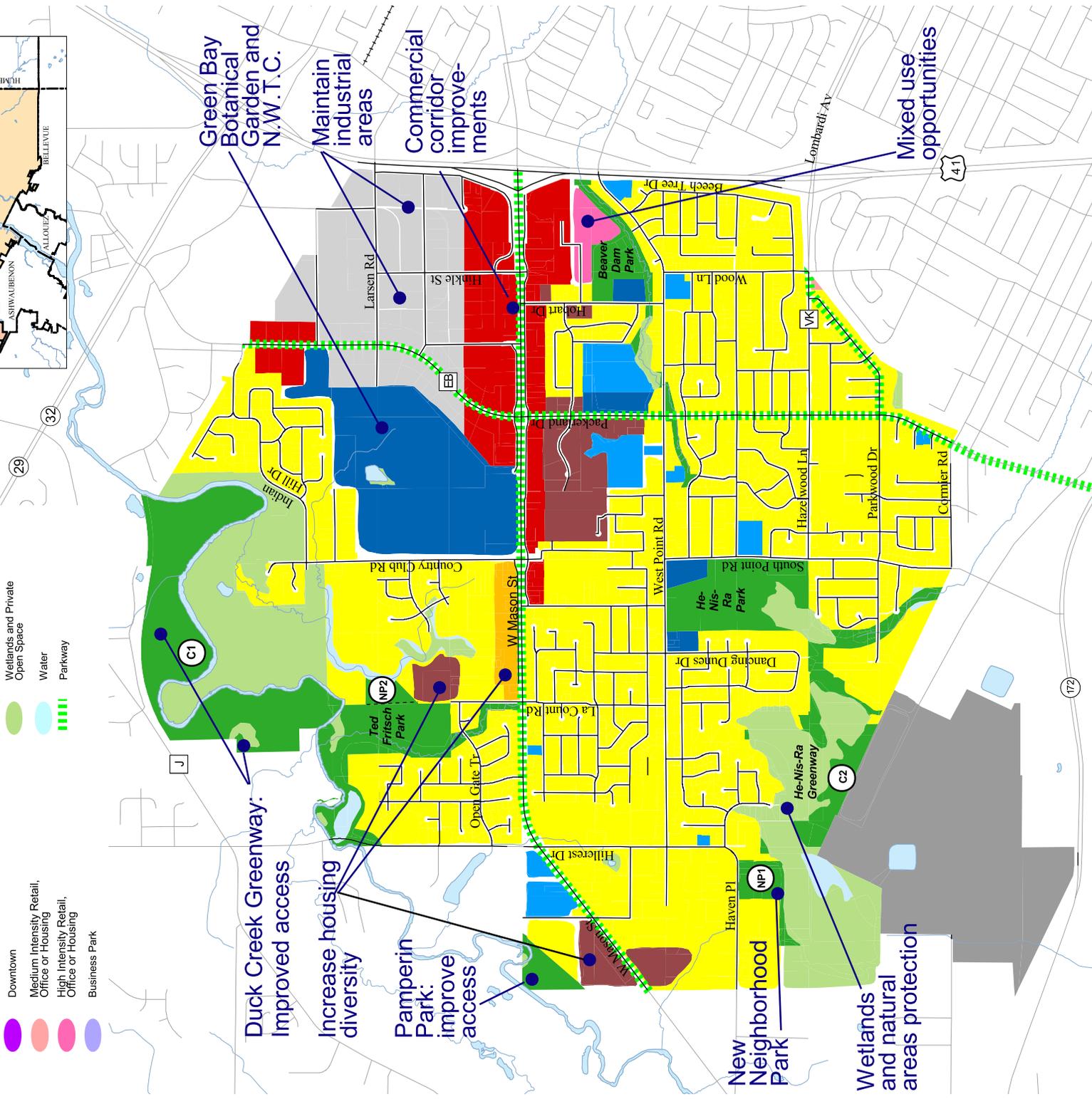
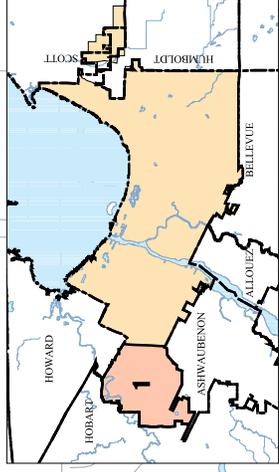
### District 1 Recommendations

As shown on Figure 22-2, the following changes are proposed:

1. **Increased Housing Diversity:** In the interest of providing some diversity of housing within each district, several areas are planned for medium to high density housing or mixed use:
  - On the north and south sides of Mason west of Hillcrest Drive, taking advantage of proximity to a major transportation corridor and the open space resources of the Duck Creek Greenway;
  - Bordering the existing multifamily housing complex west of Packerland and south of Mason;
  - East of LaCount Road, in proximity to the protected open space along LaCount Creek, Ted Fritsch Park and Oneida conservation lands.

Land Use

- Low Density Housing
- Low / Medium Density Housing
- Medium / High Density Housing
- Traditional Neighborhood Development
- Commercial
- Downtown
- Medium Intensity Retail, Office or Housing
- High Intensity Retail, Office or Housing
- Business Park
- Light Industry
- General Industry
- Schools
- Other Public or Semi Public
- Parks
- Wetlands and Private Open Space
- Water
- Parkway



Green Bay Botanical Garden and N.W.T.C.

Maintain industrial areas

Commercial corridor improvements

Mixed use opportunities

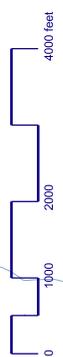
Duck Creek Greenway: Improved access

Increase housing diversity

Pamperin Park: improve access

New Neighborhood Park

Wetlands and natural areas protection



Land Use Plan - District 1

The Green Bay Comprehensive Plan Smart Growth 2022

Figure 22-1

It is important to note that land use categories do not imply a specific housing type or density, but are intended to encourage a **variety of housing** and a **range of densities**. Thus, areas shown as Low Density could include townhouses or duplexes; areas shown as Medium / High Density could include single-family detached dwellings.

- 2. Commercial and Industrial Uses:** Commercial areas are largely contained along Mason and Packerland, although their boundaries are slightly expanded and rationalized. Much of the area along Packerland north of Mason remains in industrial use, with some ancillary commercial uses, in keeping with the Land Use Plan objective of retaining available industrial sites and locating new ones within the City.
- 3. Park, Greenway and Open Space Improvements:** Specific facilities proposed for each park or open space area are shown in Table 20-1, Parks, Greenways and Parkways System Plan. Locations for new parkland include:
  - Improvements to the Duck Creek Greenway, to include walking paths through wooded areas, wetlands and floodplain;
  - A new neighborhood park south of Haven Place at Hillcrest Drive;
  - An expansion of Ted Fritsch Park to the east, as well as expansion of facilities, to include a footbridge across a deep ravine that divides the site;
  - Protection of the extensive wetlands extending west from He-Nis-Ra Park to the City's southwest corner, as a new greenway;
  - He-Nis-Ra Park is being planned for future development, to include protection of high-quality wetlands and woodlands as well as additional active facilities.

- 4. Parkway System:** Mason Street, a major arterial, is designated as a key east-west parkway, to be redesigned to include a greater degree of landscaping, sidewalks, bicycle lanes or paths, and decorative lighting. Because the entire citywide parkway system is a major undertaking that is expected to be developed over the next several decades, improvements will be planned and coordinated with regular road or utility projects (see the Parks, Greenways and Parkways System Plan).

Packerland Drive is already designed as a parkway from Mason south to the City limits.

- 5. Bicycle Routes:** Develop bicycle routes on Packerland Drive and West Point Road, connecting to Howard's route network and regional trails, as shown on the Brown County Bike Network Plan. The plan shows a proposed multi-use trail along Packerland from West Point Road north to the City limits, and shared bike lanes along Packerland south of West Point, and along West Point. Planned trails in City parks extend through the open space south of the terminus of West Point Road, and through Ted Fritsch Park to Duck Creek.
- 6. Cooperation with Oneida Government:** Work with the Oneida government to achieve consistency between their plans for tribal landholdings and this land use plan.
- 7. Commercial Corridor Design:** Provide incentives or design assistance to businesses on Mason to improve signage, landscaping and access management.
- 8. Focus Areas:** The following areas are recommended for more detailed study preparatory to major zoning changes, or public investments:

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- Areas designated for medium to high density housing or mixed use, to define local street networks and establish design guidelines
- The Mason Street corridor, to define needed public improvements and access management
- The commercial/industrial area along Packerland, to define more specific zoning categories that span the desired range of commercial and industrial uses.

### District 2

#### District 2 Summary of Conditions

District 2, the “Near West Side,” is almost fully developed, much of it in the 1950s and 60s, in a typical post-war suburban pattern. Long residential blocks are interspersed with large community parks and schools. Multifamily housing is clustered between Mason Street and Shawano Avenue, and commercial uses are concentrated along Military Avenue and Mason. Large areas of bayfront marshland are used for landfills and other heavy industry, although some natural areas remain.

Major issues identified in the Analysis of Conditions include the following:

- How can land use conflicts along the Velp Avenue corridor be resolved? Is continuing residential use appropriate?
- How can the expansion needs of St. Mary’s hospital and related uses be addressed?
- What steps can be taken to improve the appearance and the access patterns of Military Avenue and Mason Street?
- How can the 1950s and 1960s housing of this district best be updated to serve the current needs of existing and future residents, and to ensure neighborhood stability in future decades?
- How can better trail connections be made through this and other West Side districts?

#### District 2 Recommendations

The built-out and stable character of most of District 2 means that there are relatively few major land use changes. As shown on Figure 22-3, the following changes are proposed:

**1. Velp Avenue Corridor:** This area of conflicting land uses is resolved to some degree by designating lands north of the road for commercial use, and abutting parcels on the south side for medium intensity retail, office or housing. It is understood that these changes will likely occur incrementally and gradually over time. Public improvements in landscaping, sidewalks, and access management (reducing curb cuts) would also do much to improve the corridor’s appearance.

**2. St. Mary’s Campus:** Work with the hospital and other major landowners in this district, along with nearby residents, to develop an Area Land Use Plan that addresses the expansion needs of the campus as well as the continued maintenance of a stable residential area.

**3. Housing Diversity and Mixed Use:** Most of the housing within District 2 is relatively new and in stable condition. Certain areas, however, such as the south side of the Velp Avenue corridor, will be targeted for revitalization. As the housing of the 1950s and 60s ages, there is an increased need for assistance with appropriate remodeling to meet contemporary needs. Small-scale infill with compatible housing types such as townhouses may also be appropriate in some areas.

Opportunities for mixed use, or for some variety of uses, are shown in two locations:

- A small existing commercial/institutional node at Ninth Street and S. Ridge Road
- The south side of Mason between Ridge Road and Fisk Street

**4. Industrial Lands:** An undeveloped area adjacent to the proposed Wisconsin Central “northwest” greenway is designated for industrial use to the north of the former rail line, as an extension of the industrial area to the east, and for residential use

on the south side.

**5. Park, Greenway and Trail Improvements:** The major new facility proposed in District 2 is a proposed greenway along the former Wisconsin Central line that runs northwest across the west side of the City, connecting ultimately to the Mountain Bay Trail.

The Ken Euers Nature Area is proposed for improvements, including trail extensions into the remaining bayfront wetland areas.

**6. Parkway System:** A number of collector and arterial streets and highways in District 2 are designated as parkways, to be redesigned with a greater degree of landscaping, sidewalks, bicycle lanes or paths, and decorative lighting. Because the entire citywide parkway system is a major undertaking that is expected to be developed over the next several decades, improvements will be planned and coordinated with regular road or utility projects. The following roads are designated:

- Military Avenue
- Mason Street, as in District 1
- Lombardi Avenue, extending from Ashland Avenue to the City limits
- Oneida Street from the City limits to Dousman Street, enhancing its function as a central north-south collector.



### District 3

#### District 3 Summary of Conditions

District 3, “Near Downtown West,” extends from the eastern edge of District 2 (Oneida and Gray Streets) to the Fox River. It is a densely developed and diverse area, including two of the City’s established neighborhood associations and most of its historic sites and districts. The *Near Downtown Neighborhoods Plan* (1998) recommended land use and design changes in the Tank, Seymour Park and (unorganized) Fort Howard neighborhoods.

Issues raised in the Analysis of Conditions include:

- Do the recommendations of the *Near Downtown Neighborhoods Plan* remain valid? Should any be changed or updated?
- Should large-scale redevelopment be pursued on selected sites?
- Are neighborhood stabilization efforts succeeding? Are additional resources needed?
- Should industrial and storage uses be relocated from the “central” riverfront?

#### District 3 Recommendations:

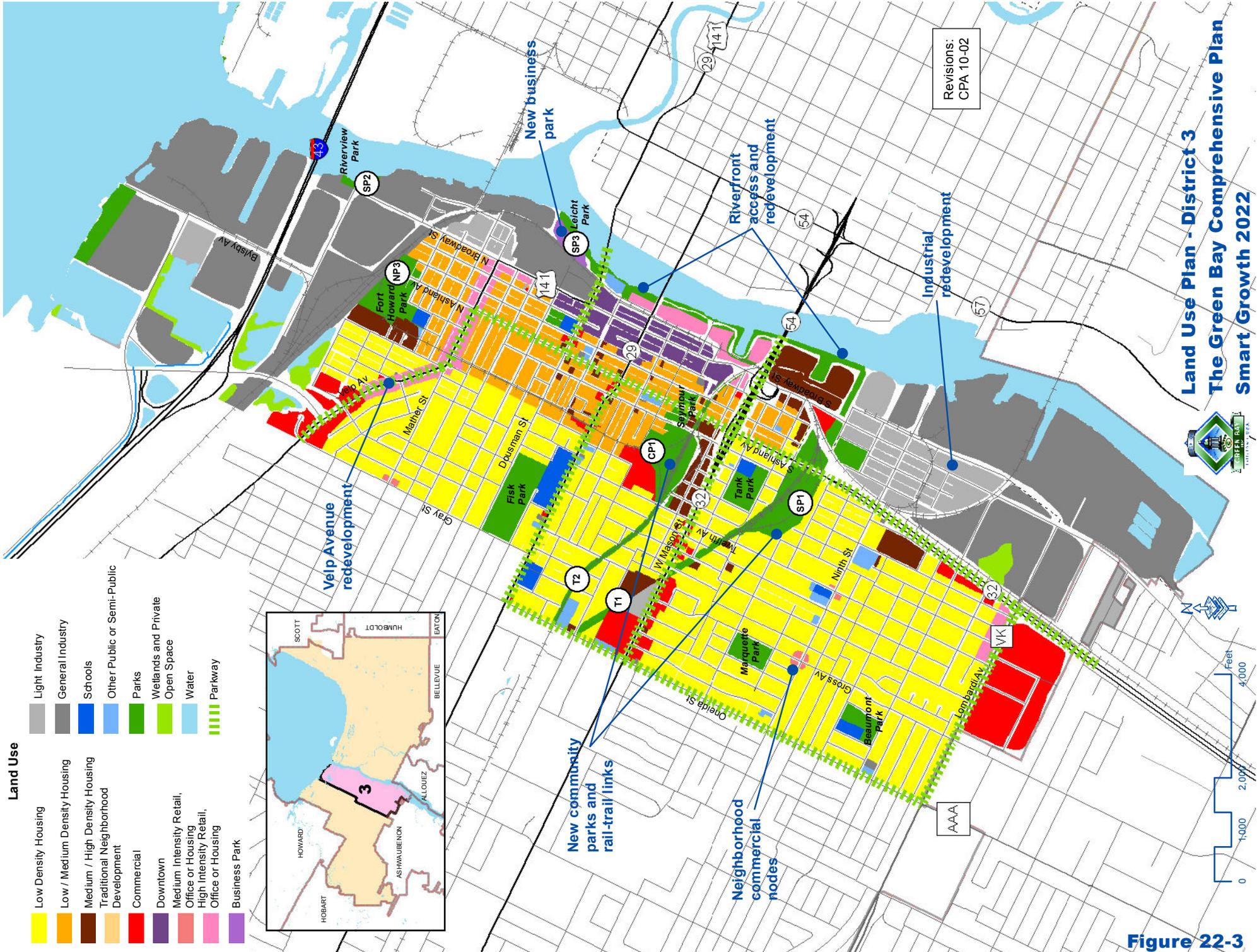
- 1. Fox Riverfront:** The centerpiece of this district plan is the transformation of the “central” riverfront from industrial and underutilized land to a variety of land uses that capitalize on the views, amenities, and access offered by this location. The broader objective of the Land Use Plan is to gradually concentrate industry outside of the downtown, thus freeing up the central riverfront for offices, housing and parks that can benefit from views of the river. A continuous greenway is planned immediately adjacent to the riverfront.
- 2. “Downtown” Mixed Use:** The “downtown” land use category allows and promotes high-intensity office, retail, housing and

civic land uses, preferably in mixed use buildings with a strong pedestrian orientation. It applies within the Broadway corridor as it does in Downtown “proper,” although the scale of buildings along Broadway is smaller, and the intensity of use is likely to be somewhat lower. As discussed in the Historic Preservation Plan, the Broadway historic districts could benefit from site plan review of development projects, using design standards that are geared to the specific character of those districts.

- 3. Housing – Industrial Conflicts:** The small residential pocket located between the “loop” of active rail lines south of Mason Street and the Fox River has suffered for some time from housing deterioration, proximity of active industrial uses, and heavy truck traffic. Its location with regard to major truck routes, and isolation from community facilities and services, makes it better-suited to industrial use, and it is designated as such. (This designation actually dates back to the 1979 Comprehensive Plan, and the area is already zoned for commercial and industrial uses. A comprehensive redevelopment strategy is needed to implement this long-standing recommendation.)

As in District 2, Velp Avenue remains an area of housing deterioration, although it is bordered in this district by other residential areas. The “medium intensity” designation is intended to offer additional flexibility to allow this area to evolve toward retail, office, or medium-density residential use.

- 4. Neighborhood Commercial Nodes:** The historically mixed land use pattern of District 3 is reflected in the presence of numerous small commercial nodes and isolated “corner store” sites. Ninth Street, in particular, has several of these nodes, which are indicated on the plan. Such small mixed-use areas are encouraged to remain and, where feasible, may incorporate additional retail, office and residential uses.



**5. New Commercial Node:** The northwest quadrant of Lombardi and Ashland Avenues is proposed for high-intensity retail, office or housing use, reflecting the recent commercial development of the southwest quadrant, and the important “gateway” function of this intersection (see Figure 21-1, Urban Design Plan). This designation extends to mid-block, not including the homes that front Victory Boulevard.

**6. Park, Greenway and Trail Improvements:** Specific facilities proposed for each park or open space area are shown in Table 20-1, Parks, Greenways and Parkways System Plan. Locations for new parkland include:

- The former rail switching yard between Oakland and Twelfth Streets in the Seymour Park neighborhood: development as a community park
- Rail transfer yard in the Tank Park neighborhood: development as a sports complex and terminus of the proposed northwest greenway on the former Wisconsin Central rail line.
- East side of Fort Howard Park: extension of this neighborhood park
- North side of Riverview Park: Parking and landscaped open space for the small-boat launch
- West bank of the Fox River: The riverbank would be designed with a continuous walking path with small plazas and observation sites.
- North side of the Main Street bridge (Leichts Park), to include landscaped open space and a plaza; other improvements to be determined.

**7. Parkway System:** The following collector and arterial streets and highways in District 3 are designated as parkways, to be redesigned with a greater degree of landscaping, sidewalks, bicycle lanes or paths, and decorative lighting.

- Mason Street
- Oneida Street, a north-south collector along the boundary of District 2 and 3
- Lombardi Avenue, to be designed to accentuate the approach to Lambeau Field, extending from a potential entrance “gateway” at Ashland Avenue to another potential gateway site at US 41.
- Ashland Avenue, from Highway 172 in Ashwaubenon north to Dousman Street, then extending east across the river to Main Street.

**8. Recommendations of Near Downtown Neighborhoods**

**Plan:** Most of the recommendations of the plan remain valid. Recommendations include:

- A clearer distinction and separation between nonresidential and residential uses, to alleviate impacts of traffic, parking, deliveries, etc., with landscaped buffers.
- Improved public access to and along the riverfront.
- A potential park north of the Main Street bridge (realigned in the mid-1990s), including a landing for Great Lakes excursion boats and a potential plaza for observation of shipping activities. (this park, Leichts Park, is now under development)
- Mixed-use development along the riverfront between Walnut and Mason Streets, including a marina, office and research development, retail and restaurant uses, and residential lofts in existing industrial buildings.
- Concentration of commercial activities along the Broadway corridor and in specific commercial nodes (12<sup>th</sup> and Mason; Mather and Ashland were identified)
- Continuing efforts to stabilize housing; concentration of higher density housing closer to commercial land uses, employment and transit.

## 22. Neighborhoods and Districts Plan

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A number of the land use recommendations in the *Near Downtown Neighborhoods Plan* are modified by this plan; specifically changes from industrial to residential and other mixed uses along the riverfront north of Dousman and south of Mason Street bridge.

### District 4

#### District 4 Summary of Conditions

The “Downtown East” District includes not only the City’s downtown but also three of its organized neighborhoods, Astor, Navarino and Northeast, and two riverfront areas: the Fox and the East Rivers. As in District 3, land uses form a gradient from more intensive uses along the riverfront to residential neighborhoods inland. In this case, there is a progression from the multistory buildings and concentrated activity of downtown through a transitional area of mixed housing, offices and free-standing commercial buildings, into the more exclusively residential neighborhoods.

North of the East River, there is a similar transition from heavy industrial uses along the riverfront and bayfront to the residential Northeast neighborhood, which also contains pockets of industrial use.

The following issues were raised in the Analysis of Conditions:

- Do the recommendations of the *Near Downtown Neighborhoods Plan* for Navarino and Northeast remain valid? Should any be changed or updated?
- What is the most appropriate land use and urban form for the “edge of downtown” – Monroe to Quincy or Jackson Streets?
- How can the expansion needs of the medical center be met, either within or outside the Astor neighborhood? Did the 1994 *Area Land Use Plan* define appropriate boundaries for the medical corridor, and can these boundaries be maintained?

- Are neighborhood stabilization efforts succeeding in Navarino and Northeast? Are additional resources needed?
- How can land use conflicts between industrial and residential use in Northeast best be managed?
- Is it feasible to provide additional open space and access to the East River downstream from Baird Creek?
- How can we provide safe access across Mason to connect the Astor and Navarino neighborhoods?

#### District 4 Recommendations

- 1. Downtown Plan Recommendations:** The recommendations of the 1997 *Downtown Design Plan* (as summarized in the Urban Design Plan chapter) remain largely valid, except to the extent that these have been modified in the process of implementation. The primary challenge in plan implementation has been the reorientation, both in terms of physical location and market placement, of Washington Commons (the former Port Plaza Mall).
- 2. Downtown Edge:** Many of the blocks between Monroe and Webster Avenues are designated for a variety of medium intensity retail, office or housing uses, in keeping with existing conditions in these transitional areas. Zoning and design guidelines will be needed to ensure that the scale of development is compatible with the existing context.
- 3. Park, Greenway and Trail Improvements:** Specific facilities proposed for each park or open space area are shown in Table 20-1, Parks, Greenways and Parkways System Plan. Locations for new parkland or open space include:
  - A downtown “Town Center” park north of Cherry Street between Washington and Adams – as proposed in the *Downtown Design Plan*, this would be a small pedestrian

plaza to enhance the entrance and image of Washington Commons.

- Development of a new Navarino Park extending from South Jackson to Van Buren Street (including a vacated section of Stuart Street), to include landscaped open space and walking paths in a formal pattern.
- The East River greenway is proposed to be extended upstream from Monroe Avenue to Joannes park, with linear open space on one or both sides of the river, linking it to the existing greenway lands and the Fox River walkway.
- Renard Isle – future development as a natural area and bird sanctuary, with pedestrian bridge from the mainland.
- Expansion of the conservancy area south of the Metro Boat Launch near the mouth of the Fox River.
- Extension of the Baird Creek Greenway westward to the East River and along a Wisconsin Central rail corridor, to Farlin and Eastman Parks, and the proposed Webster Parkway (depending on whether the rail line is abandoned).
- Eastman Park expansion
- Bay Beach Park – westward extension of and master plan for the park; link to Webster Parkway and to East Shore Drive Parkway.

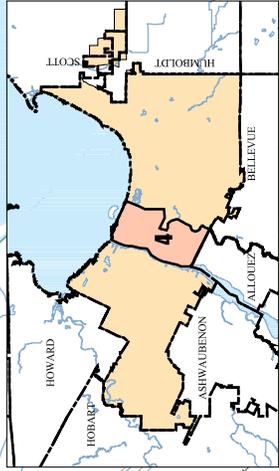
**4. Parkway System:** The following collector and arterial streets and highways in District 3 are designated as parkways, to be redesigned with a greater degree of landscaping, sidewalks, bicycle lanes or paths, and decorative lighting.

- Mason Street, the City’s major east-west arterial.
- Webster Avenue, extending to the bayfront and the East Shore Parkway. Webster acts as an amenity and buffer between residential and industrial areas north of the East River.
- Main Street east to the East River, as a link from the West Side.

**5. Quincy-Webster Corridor:** The Quincy-Webster corridor between University Avenue and I-43 should be redeveloped and improved to benefit both the industrial district to the west and the residential neighborhood to the east. Presently, this corridor is an uneasy mixture of industry, housing and retail or service businesses. The plan recommends that the western half of the corridor be more intensively used for manufacturing (there is now much truck parking and open storage) and the eastern half be redeveloped from housing (some of which is deteriorated) into light industry with attractive site development. Furthermore, the City should acquire the lots and buildings that front on Webster Avenue and create a linear park, which would be part of the Webster Parkway and an entrance to the downtown from the freeway. Slightly higher housing density would be allowed just east of the linear park to promote redevelopment and infill and to take advantage of this public investment.

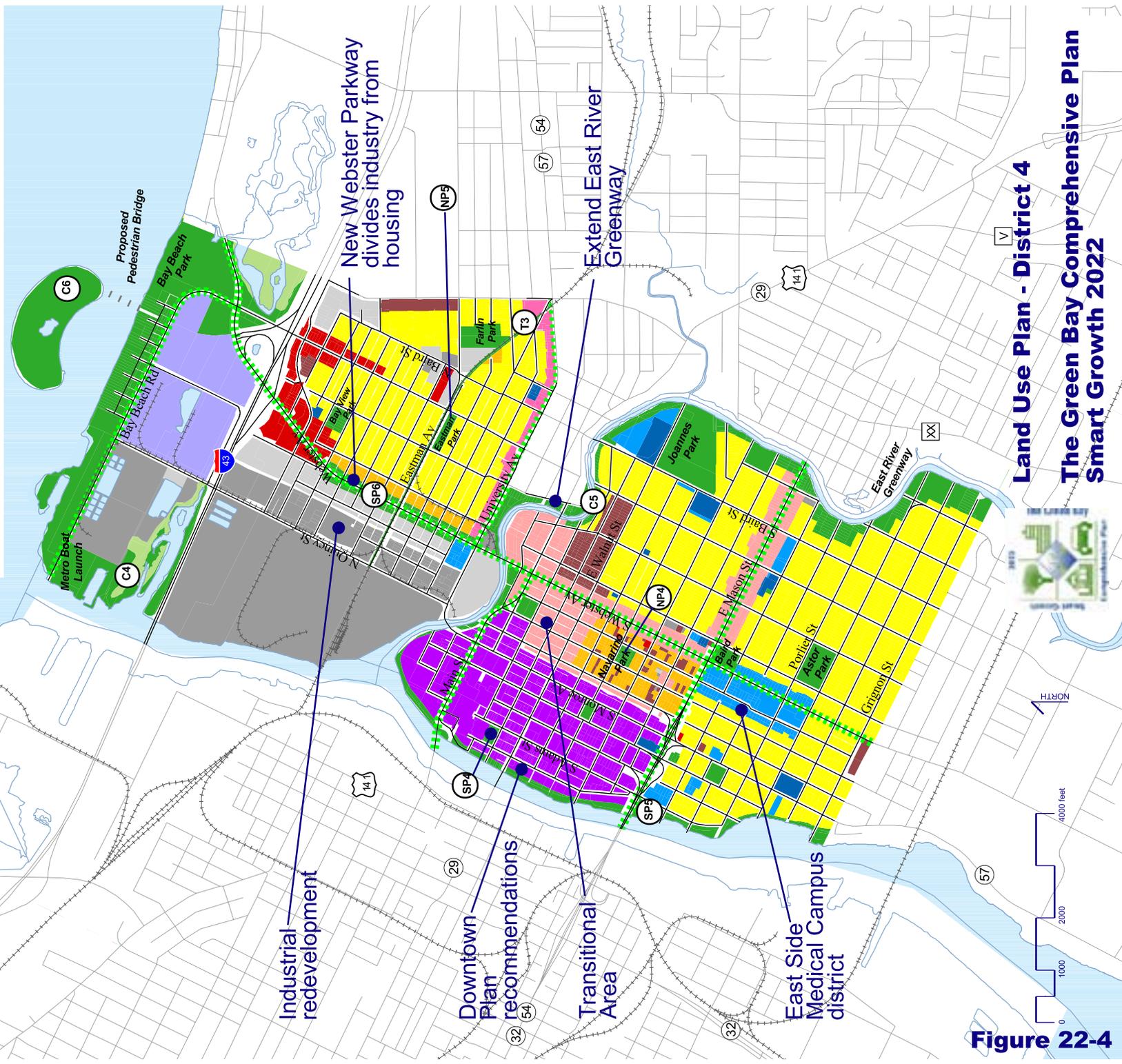
**6. Hospitals complex:** The East Side Medical Center (St. Vincent’s / Bellin Hospital campus) is shown as defined in the *Area Land Use Plan* of 1994, with distinct boundaries that minimize encroachments on the surrounding neighborhoods. That plan is intended to address the expansion needs of the hospitals through 2015. The issues of hospital expansion, parking needs and other impacts will continue to need study and cooperation.

**7. Mixed use:** A range or mix of retail, office or housing uses that can respond to market conditions is shown along Webster and Mason. A small node is also shown at Chicago and Jackson, where a mixed use development is currently proposed.



**Land Use**

- Low Density Housing
- Low / Medium Density Housing
- Medium / High Density Housing
- Traditional Neighborhood Development
- Commercial
- Downtown
- Medium Intensity Retail, Office or Housing
- High Intensity Retail, Office or Housing
- Business Park
- Light Industry
- General Industry
- Schools
- Other Public or Semi Public
- Parks
- Wetlands and Private Open Space
- Water
- Parkway



Industrial redevelopment

Downtown Plan recommendations

Transitional Area

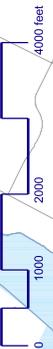
East Side Medical Campus district

New Webster Parkway divides industry from housing

Extend East River Greenway

**Land Use Plan - District 4**

**The Green Bay Comprehensive Plan  
Smart Growth 2022**



**Figure 22-4**

## District 5

### District 5 Summary of Conditions

District 5, the “Near East Side” extends from the East River to I-43. It is a large and diverse district, with a fragmented street pattern, divided by highways, rail lines, major arterials, and natural features (Baird Creek). Between the East River and Main Street small single-family homes surround concentrations of duplexes and multi-family dwellings along the Mason Street corridor. East of Danz Avenue and north of Mason Street, recent development patterns have produced a web of winding local streets and cul-de-sacs with minimal connections among them, taking advantage of the amenity values of the nearby Baird Creek valley. Bay Beach Wildlife Sanctuary also provides this district with an extensive open space resource and trail system, although access to it is made difficult by the I-43 corridor.

The Three Corners neighborhood, located south of University Avenue and north of Deckner Avenue, includes both large industrial uses and some concentrations of substandard housing along University. The Baird Creek Greenway begins here where the creek joins the East River, although gaps still exist.

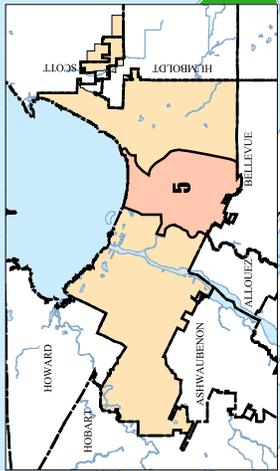
The following issues were raised in the Analysis of Conditions:

- How can improvements in appearance and access be achieved along major commercial corridors such as Main, Mason and University?
- Are there opportunities for additional infill housing in any parts of this district? What types of housing would be compatible with the area’s existing density and character? Should existing concentrations of multi-family housing be redeveloped or otherwise improved?
- How can land use conflicts between industrial and residential use along Eastman and south of University be managed?

- Should increased bayfront access be provided via street end parks or land acquisition?
- Should the residential area on Elizabeth be buffered from the industrial area to the east?
- What is the best use for the area on North Baird Street, currently a mix of mobile home and single-family residential with industrial uses.

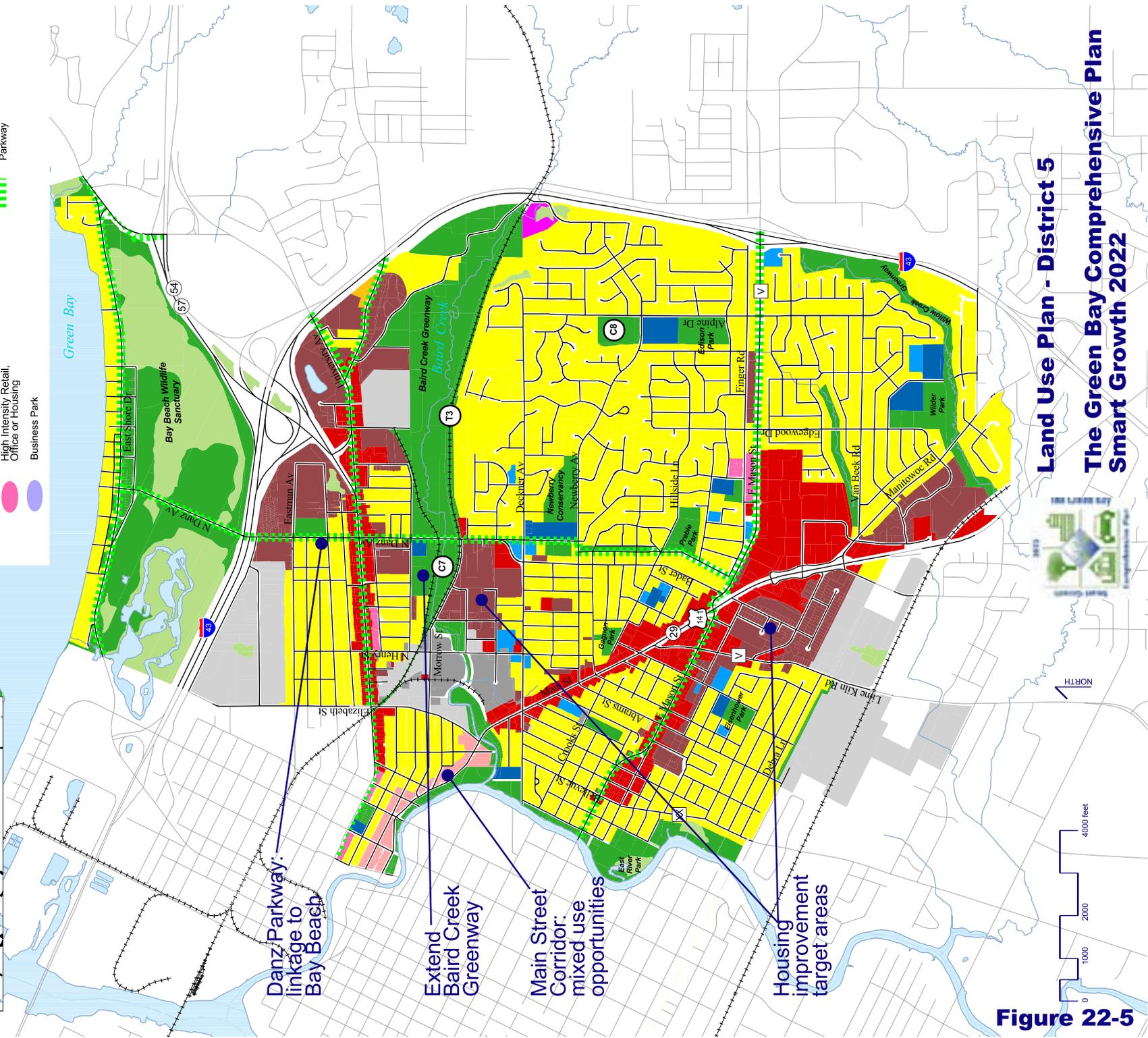
### District 5 Recommendations

- 1. General Land Use:** The land use pattern within District 5 is largely established, and there is little room for major changes. Most changes involve improvements to park and open space systems, and aesthetic improvements through parkway and road corridor redesign.
- 2. Mixed Use:** There is some potential for an enhanced mix of uses along Main Street west of Baird Creek. This area is gradually evolving in the same direction as the Broadway corridor: a pedestrian-oriented shopping street with many historic buildings.
- 3. Commercial Centers:** The large concentration of big box retail and community-level shopping centers around E. Mason and Main will remain in place, with gradual improvements to appearance and pedestrian circulation. This area will continue to serve the City’s entire east side until development beyond I-43 reaches a critical mass.
- 4. Multifamily Housing:** District 5 has the largest concentrations of multifamily housing in the City, serving both the University student population and workers in nearby industrial plants. The concentrations of multifamily housing along University Avenue and in the Lime Kiln/Imperial Lane area will be targeted for renovation in a manner consistent with the guidelines for attached housing in this chapter. That is, the housing should be



Land Use

- Low Density Housing
- Low / Medium Density Housing
- Medium / High Density Housing
- Traditional Neighborhood Development
- Commercial
- Downtown
- Medium Intensity Retail, Office or Housing
- High Intensity Retail, Office or Housing
- Business Park
- Light Industry
- General Industry
- Schools
- Other Public or Semi Public
- Parks
- Wetlands and Private Open Space
- Water
- Parkway



Danz Parkway: linkage to Bay Beach

Extend Baird Creek Greenway

Main Street Corridor: mixed use opportunities

Housing improvement target areas

Figure 22-5

Land Use Plan - District 5

The Green Bay Comprehensive Plan Smart Growth 2022



redesigned with well-defined private and public outdoor space, more formal facades and entrances facing the street, and better pedestrian circulation.

**5. Park, Greenway and Trail Improvements:** Specific facilities proposed for each park or open space area are shown in Table 20-1, Parks, Greenways and Parkways System Plan. Locations for new parkland or open space include:

- Baird Creek Greenway: This major greenway is proposed to be completed as far as the East River. The Wisconsin Central Railroad right-of-way may be used as a paved multi-use trail through the greenway should that line be abandoned. (See Figure 20-2 in the Parks, Greenways and Parkways Systems Plan).

**6. Parkway System:** The following collector and arterial streets and highways in District 5 are designated as parkways, to be redesigned with a greater degree of landscaping, sidewalks, bicycle lanes or paths, and decorative lighting.

- Danz Avenue would be redesigned as a green link from Mason Street north to the Bay Beach Wildlife Sanctuary and East Shore Drive.
- East Shore Drive and Nicolet Drive would be designed as a single parkway providing better views of the bay and a gateway to the UWGB campus.
- Mason Street, the City's major east-west arterial.

## District 6

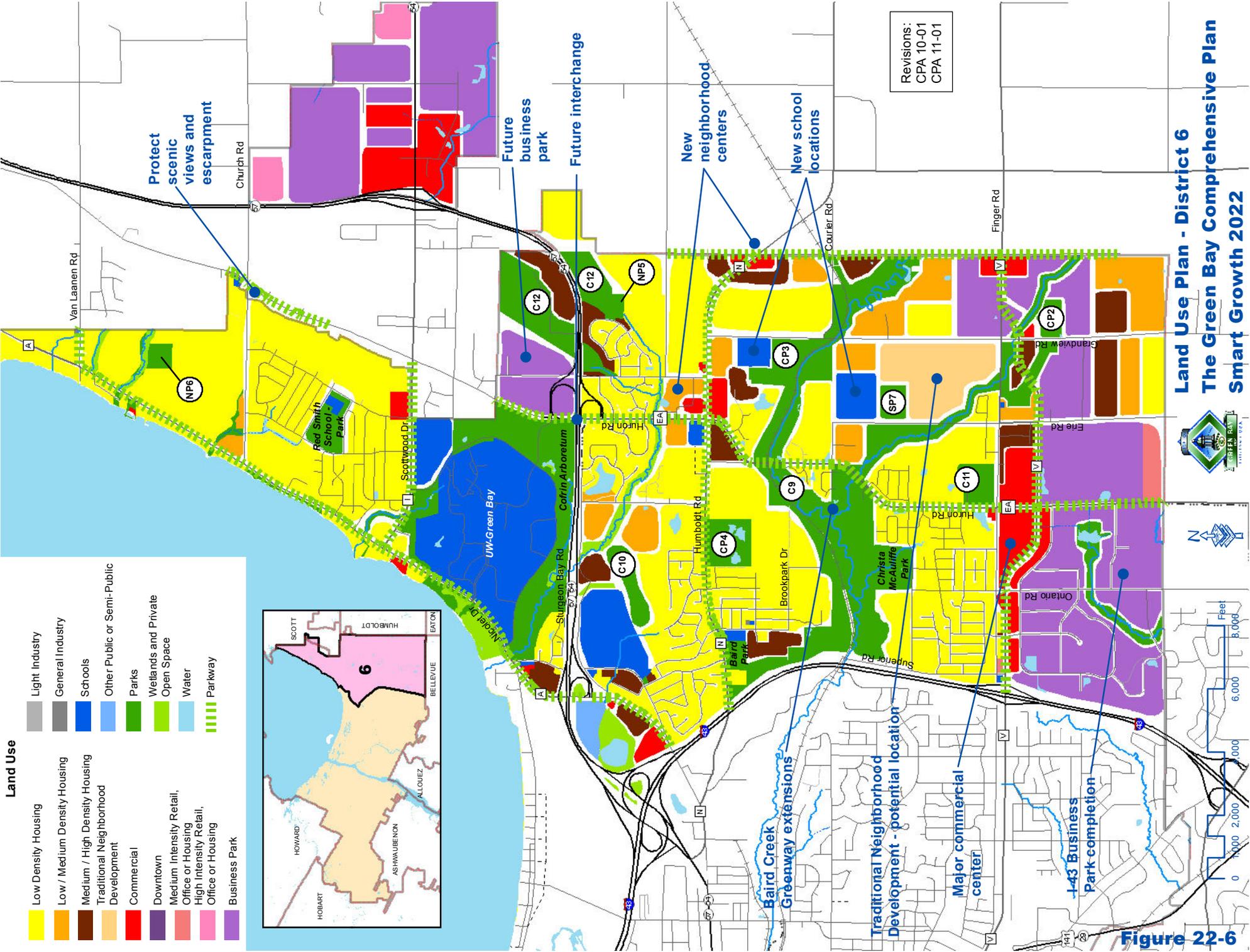
### District 6 Summary of Conditions

Until recently, this part of the City experienced only limited urban development, with some residential subdivisions and scattered home sites along the major roads. Recently, residential subdivisions have spread east from I-43, south of highway 54/57, and north of the UWGB campus. The area is still characterized by rural farmsteads and some scattered crossroads schools and churches. Other major uses are the County Hospital (Mental Health Center), the UWGB campus and the I-43 Business Park, initiated in 1988 and now almost built out.

As the least developed area of the City, District 6, the "Far East Side," is clearly poised to receive the majority of the growth that will occur during the 2002-2022 planning period. As such, the District Plan shows a quantity and variety of land use changes and public improvements that can only be briefly summarized in this chapter. The Land Use Plan, Transportation Plan, and the discussion of the design of new neighborhoods in this chapter all have direct bearing on the land use and form of these areas.

Issues identified in the Analysis of Conditions include the following:

- What is the preferred pattern of growth on the City's perimeter, and what should the City do to preserve its land use options on its fringe?
- What design features should be incorporated to create the most attractive, sustainable neighborhoods?
- How might the proposed Traditional Neighborhood Design or Conservation Subdivision ordinances be used in these neighborhoods?
- Should the City attempt to promote annexation petitions from landowners in the adjacent towns, and incorporate those areas in its long-term plans?



**Land Use Plan - District 6**  
**The Green Bay Comprehensive Plan**  
**Smart Growth 2022**



**Figure 22-6**

- Where should additional commercial space be planned east of I-43, and how much land should be so designated?
- Where should the next office and industrial park(s) be located?

### District 6 Recommendations

- 1. Greenway and Parkway System:** An interconnected system of greenways and parkways will be the framework for attractive and sustainable neighborhoods on the East Side. Portions of the Greenway (linear park) system exist and will be extended along the northern and southern branches of Baird Creek. (Refer to the Parks, Greenways and Parkways System Plan.)

The Parkways (highly landscaped roads with bicycle lanes and sidewalks) are a new concept in Green Bay and will be implemented most comprehensively in the future neighborhoods on the East Side.

The Greenway and Parkways will form a linked system that benefits every East Side neighborhood and will be within easy walking or bicycling distance of all housing. This investment in green infrastructure should provide long-term stability to the East Side neighborhoods through the cycles of aging and reinvestment.

- 2. Neighborhood Diversity:** Land developers will be encouraged and required to provide some diversity in the housing types and densities within every neighborhood. Figure 22-6 indicates broad areas of the same Low and Medium Density Housing, meaning that those locations should not be just single-family housing on quarter-acre lot but, rather, include some townhouses, duplexes and apartments. The guidelines of the Urban Design Plan indicate how site planning and architecture should be handled to integrate various housing types.

- 3. Traditional Neighborhood Development:** The City will seek to recruit one or more land developers who will build neighborhood using traditional principles and patterns consistent with a new zoning district adopted in 2002. Two locations for traditional neighborhoods are suggested on the Land Use Plan map but alternative locations are certainly possible.

Many aspects of traditional neighborhoods should be applied in every new development, including appropriately narrow and interconnected local residential streets, sidewalks, street trees and a variety of housing types. However, a traditional neighborhood development might also include a few locations of housing over small shops, alleys, narrower lots and housing specifically designed for those lots, front porches, traditional architectural details, and overall thematic compatibility.

- 4. Park System:** Several locations are proposed for new neighborhood or community-level parks. Three of these are adjacent to schools, continuing the Green Bay practice of integrating the playgrounds and athletic facilities of the two system for mutual benefit. Other parks are located near creeks or wetlands to enhance the effect of each.

These parks were located so that each major neighborhood, as defined by major roads, would be served by a park, consistent with the Neighborhood Unit principle described under Policy 1 of Objective 2, New Neighborhoods. This pattern has been applied effectively in Green Bay for many decades and has helped build sustainable, attractive and identifiable neighborhoods.

Medium or high density housing is often suggested near the edge of these parks so as to help raise and sustain the quality of that housing.

## 22. Neighborhoods and Districts Plan

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- 5. Schools:** Locations for a potential elementary school and a high school are shown on Figure 22-6. These locations were previously acquired by the Green Bay Area Schools for those purposes, although plans may change in response to district demographics.
- 6. Business Locations:** The major planned location for retail and services businesses is proposed to be along the realigned Mason Street in the vicinity of Huron Parkway. As with other commercial districts, it will be essential that the City work closely with land developers and their architects to ensure that the site planning, landscaping, sign and other provisions of the new zoning ordinance are followed in this area.

Other commercial sites are shown on Figure 22-6 near Mason Street and Northview Parkway and along Humboldt Road at Huron Parkway and Northview Parkway. These locations are secondary in size and tenant composition type compared to the Mason and Huron area.

In all instances, it will be very helpful to the neighborhoods if attractive pedestrian and bicyclist connections are provided from the residential areas to the commercial districts. Small shops should be included with “big box” stores, with the smaller shops anchoring street intersection sites and having doors and windows both front and rear. Finally, professional office space should be included either on upper levels or in ground-floor spaces.

- 7. Industrial and Office Growth:** The I-43 Business Park is planned to extend to the City’s current boundary at Northview Road. Other potential employment locations include an office park in the northeast quadrant of the future interchange at Highways 54-57 and Bay Settlement Road (just east of the University) and a site in the northeast quadrant of the existing 54-57 interchange with Scottwood Drive.

- 8. Bay Settlement Road and Nicolet Drive:** The City will try to preserve the attractive character of these road corridors by not allowing commercial development except in carefully designed small nodes, by a comprehensive tree planting program, and by disallowing development that would create a visual barrier to views of the bay. Along Nicolet Drive, trees and other landscaping should be carefully sited to avoid obscuring views of the bay from the east.
- 9. Annexation:** Growth may occur via annexation petitions to the City from landowners in the Towns of Humboldt and Eaton. While this comprehensive plan was being prepared, a tract near the interchange of Highways 54 and 57 in the Town of Scott was annexed in 2002.

## Implementation Program

This section describes the major actions involved in implementing the *Smart Growth 2022* Neighborhoods and Districts Plan and indicates the relative priority of each, the responsible

agency and any required coordination. Numerous specific actions are described in the body of this plan while the items listed below are only the major short- and long-term actions.

**Table 22-1: Implementation Program for the Neighborhoods and Districts Plan**

Priority	Action	Lead and Coordinating Agencies
1	<b>Zoning and Subdivision Ordinances:</b> Amend the Green Bay zoning and subdivision ordinances to provide for improved local residential street design in future neighborhoods, context-sensitive infill and redevelopment in older neighborhoods, fewer land use incompatibilities, a traditional neighborhood development district, and other zoning districts that are consistent with the Neighborhoods and Districts Plan and the Land Use Plan. Preserve the best features of the existing neighborhoods during this amendment process.	Planning Department  City Attorney’s Office
1	<b>Street Design:</b> Build local residential streets in future neighborhoods to an appropriately narrow standard with trees on both sides and include sidewalks or trail connections to adjacent streets.	Public Works Department  Planning Department
1	<b>Neighborhood Services and Facilities:</b> Continue to provide high quality public facilities and services in each neighborhood. Continually review and improve the effectiveness of municipal code enforcement. Target local, state and federal financial assistance to the most distressed neighborhoods. Seek to expand or retain the East Side branch of the Brown County Library in Green Bay. Investigate adding another public elementary school between the Fox and East Rivers. Use parks, greenways and trails as amenities and focal points in each major neighborhood.	Public Works Department  Mayor’s Neighborhood Resource Board , Economic Development Department, Neighborhood and Community Development Divisions of the Planning Department, Brown County Social Services. Park, Recreation and Forestry Department

## 22. Neighborhoods and Districts Plan

Priority	Action	Lead and Coordinating Agencies
2	<b>Neighborhood Planning:</b> Continue to prepare and follow plans for individual neighborhoods that are consistent with the general direction provided by <i>Smart Growth 2022</i> . Involve neighborhood residents, institutions, business owners and representative organizations to the maximum extent possible in the creation of these plans. Amend <i>Smart Growth 2022</i> if new plans or policies evolve from a neighborhood guide.	Planning Department (especially the Neighborhood and Community Development Divisions)  Public Works Department
2	<b>Housing Design:</b> Follow the guidelines for the design of multiple-family housing provided by this plan.	Planning Department  Economic Development Department
2	<b>Major Institutions:</b> Continue to work with the hospitals and adjacent neighborhoods to retain and grow those institutions while protecting the other interests of the neighborhoods.	Planning Department  Public Works Department
3	<b>Neighborhood Identification:</b> Help build the identity of each major neighborhood through land use planning, public improvements, identification signs and creating neighborhood organizations.	Public Works Department  Planning Department Mayor's Neighborhood Resource Board
3	<b>Neighborhood Organizations:</b> Continue to support the current neighborhood organizations and add more organizations as interest arises.	Neighborhood and Community Development Divisions of the Planning Department Mayor's Neighborhood Resource Board
3	<b>Neighborhood Social Services:</b> Expand the network of Neighborhood Resource Centers.	Brown County Social Services  Green Bay School District