

Land Use and Growth Management Analysis



Green Bay Smart Growth 2022

Land Use and Growth Management Analysis

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Land Use and Growth Management Analysis

This chapter of the plan describes the current pattern of land use and development in and around Green Bay. It summarizes the key opportunities and constraints in central and perimeter locations and concludes with a list of issues to be addressed in the plan.

Regional Framework

Regional Setting

The City of Green Bay is located at the foot of the water body by the same name, at the point where the Fox River meets the bay, in east-central Wisconsin. The Fox River channel through Green Bay is maintained to a depth that accommodates ocean-going ships. This location gives it transportation advantages that the community has leveraged into industrial and other economic development.

Aided by highway access from I-43, US 29 (a major cross-Wisconsin route) and US 41 (a link to Milwaukee), Green Bay serves a vast hinterland of farms, forests and manufacturing industries. Consequently, paper-making, logistics, warehousing and shipping are key industries, leading to steady employment and high quality of life.

The Fox Valley, which extends south from Green Bay, includes DePere, Neenah, Menasha, Appleton, Oshkosh and Fond du Lac. US 41 links these and other communities.

Green Bay is also a short drive from the recreation lands of northern Wisconsin, Upper Michigan and the renowned Door County peninsula.

Figure 4-1, Regional Setting, illustrates the location of Green Bay, its adjacent communities and the major roads of the metropolitan area.

Regional Planning Organizations

Green Bay Area Metropolitan Planning Organization: The Brown County Planning Commission functions as the Metropolitan Planning Organization (MPO) for Green Bay and nearby communities. It is in the area of transportation that the MPO has its greatest powers. Since the 1962 Federal Highway Act, metropolitan areas of 50,000 or more people have been required to establish urban area-wide transportation planning organizations that involve local governments and local elected officials. The service area of the MPO includes all of Brown County but its focus is on the Green Bay urbanized area.

Brown County Planning Commission: The Brown County Planning Commission provides technical assistance to the county and to municipalities or school districts in the county that request it. Major recent projects include mapping the pattern of land use in the county, library strategic planning, the county open space and outdoor recreation plan, the county sewage plan, and the Rural Initiative Plan. Local planning assistance is provided to towns and villages on a variety of subjects including comprehensive planning and development application reviews.

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Bay-Lake Regional Planning Commission: The Bay-Lake Regional Planning Commission is a public agency that was established to provide planning service on area-wide issues, to represent local interests on state and federal planning program activities, and to provide local planning assistance to communities in the Bay-Lake Region. The Bay-Lake Regional Planning Commission was established in 1972 and covers the counties of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto and Sheboygan in northeastern Wisconsin.

The Commission is funded primarily by the US Economic Development Administration, the member counties, the Wisconsin Department of Transportation and other state agencies (for special studies). It coordinates transportation planning in those portions of WisDOT District 5 that include the eight counties and prepares the mandated annual Comprehensive Economic Development Strategy.

With a staff of planners and a geographic information systems professional, the RPC is also available to consult on land use and related community development matters for modest fees. Its governing board consists of 24 members – three from each county.

Previous Plans of Green Bay and Adjacent Units of Government

Green Bay Comprehensive Plan

Green Bay completed its last comprehensive plan in 1979. That extensive document addressed land use and transportation at both a city-wide and neighborhood scale, environmental protection, parks, housing and community facilities. Although the land use plan map was updated and expanded in the 1980s, there has not been a systematic review of the strategic direction for city growth and services since 1979.

The 1979 plan stated that “Green Bay should work with Brown County to limit the dispersal of development in rural areas. Concentration of development in the urbanized centers will help to:

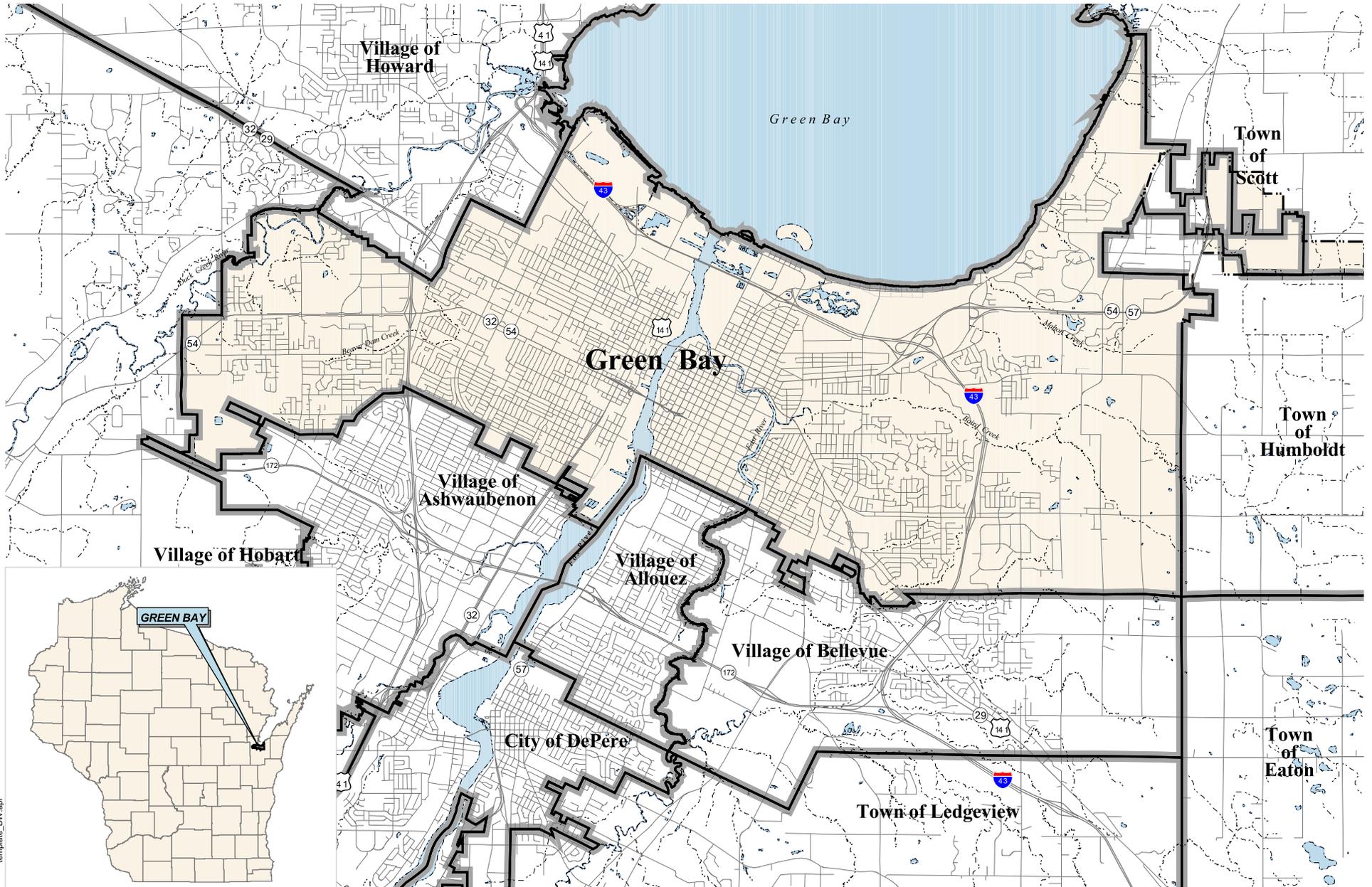
- Maximize the utilization of existing community facilities and services
- Conserve energy and reduce pollution
- Preserve agricultural land and open spaces.”

These issues and opportunities were identified:

- Use of undeveloped land – approximately 50 percent of the City was available for new development at the time
- Central area decline
- Leapfrogging land development
- Major land use encroachment or incompatibilities
- Strip commercial corridors – problems included traffic congestion and visual blight.
- Open space corridors – five corridors were identified where private land holding block public access to or movement along them: Green Bay shoreline, Fox River, East River, Baird Creek and Beaver Creek. Five corridors held potential for preservation for public use – Duck Creek, Baird Creek, Machine Creek, South Branch Ellis Creek and North Branch Willow Creek.

The 1979 plan was based on a population forecast for the year 2000 of 115,000, which is much higher than the 2000 Census count of 102,313. Some of that growth may have occurred in other communities of Brown County, because mobility has increased and suburban or fringe growth has accelerated since that time.

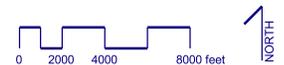
The land use plan assumed that most of the future development would occur along I-43. While that has turned out to be true, a greater amount occurred on the west side than was forecast, because more land than expected came to the market from the Oneida Nation.



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**Figure 4-1
Regional Setting**



4. Land Use

The 1979 plan recommended that east side development during the 1980s be concentrated between Baird Creek and Finger Road, which has been the case. However, that plan did not anticipate the I-43 business park just south of Finger Road, which was initiated in the 1990s and has exerted major influence across the city. Instead, industrial and office development was guided along the Fox River, the bayfront (I-43 and Atkinson Drive vicinity) and northwest of the US 41 and Mason Street interchange.

Four development staging plans were evaluated, with special emphasis on efficiency in the cost of providing public services.

The land use plan designated locations to accommodate forecast residential and commercial growth for only about 12 years. Locations beyond that were designated temporarily as agricultural, including most of the east side of the city out to Northview Road and the Town of Humboldt. The land use and development staging plan emphasized efficiency in public services.

The city-wide pattern was applied in 23 neighborhoods or districts, including detailed recommendations for land use changes or protections, park improvements, traffic system changes and other details.

Although the plan advocated preservation and revitalization of older neighborhoods, the idea of building new neighborhoods with more of the desirable characteristics of the traditional areas had not yet emerged. The residential neighborhoods of the 1960s and 1970s, which were influencing thinking in the 1979 plan, were not as auto-oriented, anti-pedestrian and sprawling as those that were built in the 1980s and 1990s. The centrifugal forces of low-density development increased after the 1979 plan, changing Brown County and the Fox River valley in ways not fully anticipated at that time.

In summary, the 1979 plan was highly detailed in its inventory of conditions, especially at the neighborhood level, and it gave much

consideration to the cost of public services. It was a very practical document that was used regularly by City staff and officials for twenty years. However, it would have been strengthened by a strategic overview of trends, a better cross-subject summary of problems and opportunities, a policy framework designed to survive short-term circumstantial changes, and greater emphasis on the subjects of parks, urban design and economic development.

Brown County Land Use and Transportation Plan

Brown County adopted a transportation and land use plan in 1996 that included these fundamental land use elements:

- **Contiguous Development:** It advocates focusing new urban development to areas contiguous to the existing urban area or in, and adjacent to, the seven designated satellite communities located in the county.
- **Agricultural Preservation:** It advocates preserving the agricultural integrity of Brown County by identifying large agricultural corridors separating the urban centers.
- **Environmental Protection:** It recommends preserving the significant natural resource areas located in both the urban and rural portions of the county. These resources encompass a variety of natural features, including stream courses, shorelands, wetlands, woodlands and topographic features.
- **Redevelopment:** It urges the preservation, renewal and redevelopment of older or underutilized portions of the existing urban areas, especially the downtowns.

The plan acknowledges the need for fringe development but favors development adjacent to the existing urban area within the Metropolitan Area Boundary (MAB). The MAB generally conforms with the sanitary sewer service area tributary to the Green Bay Metropolitan Sewerage District and the City of DePere.

Growth in the communities of Hobart, Lawrence, Ledgeview, Scott and Bellevue, on the edge of the Metropolitan area, is also anticipated to continue, but is it targeted more to those areas in those communities that fall within the metropolitan sewer service area.

Finally, the plan incorporates the concept of an agricultural “green belt” separating these communities, as introduced in the 1968 County Plan.

East Side Comprehensive Plan Update

The *East Side Comprehensive Plan Update* was completed in draft form in 1999 but not adopted. It was intended to be a supplement to the 1979 plan, and focused on the area east of I-43. The major recommendations from that plan were:

- **Housing:** Most of the future housing should be single-family detached. Up to 20 percent may be multi-family, mostly medium-density (duplexes, townhouses, four-unit buildings). Greater attention should be paid to the design of attached housing so that it is an attractive alternative to, and visually compatible with, detached, single-family housing. Medium-density housing should be clustered near collector and arterial roads.
- **Retail Business:** There is a need for additional commercial centers to serve the future residential population east of I-43. Some of this need should be met with small sites that are designed as part of residential neighborhoods. Commercial sites should be accessible by bicycle and foot as well as by automobile. Commercial building design should complement nearby residential areas.
- **Industry:** The I-43 Business Park should be extended east of Huron Road to the area of wetlands. A smaller office site is planned in the northeast quadrant of the proposed interchange of

Wisconsin Highway 54-57 and Bay Settlement Road (east of the UW-GB campus).

- **Parks and Open Space:** There should be additional linear public open space and new neighborhood parks.

The Baird Creek Parkway system should be completed from the East River to the eastern City limits through public acquisition of land along both sides for surface water management and, where there is sufficient width and opportunity, recreation.

Other linear parks should be created primarily for surface water management along Mahon Creek and Willow Creek (in the I-43 Business Center).

New neighborhood parks should be created in conjunction with elementary schools in Neighborhoods 15 and 16.

The City should also find a large site with good road access for a community athletic complex emphasizing soccer.

Hutchinson’s Bog should be acquired as public open space and protected for surface water management purposes.

Other existing parks include Joliet (an overlook and boat launch on the bay), McAuliffe (a neighborhood park along Baird Creek), and Baird (a school-park site along Humboldt Road).

- **Public Facilities:** Additional public schools will be needed. One or more additional fire stations will be needed.
- **Excavation Sites:** Several sites that were mined should be restored and put to new uses.
- **Roads:** The Eastern Arterial should be completed as planned, mainly along the Huron Road alignment, with a connection to

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Wisconsin Highway 54-57 at Bay Settlement Road. The Eastern Arterial, which is expected to be three or four lanes in width, should include a generous number of trees, bicycle lanes and pedestrian sidewalks.

Local streets should be interconnected to the extent possible.

East Mason Street (County Highway V) should be extended eastward as a limited access expressway on an alignment south of Finger Road. The future alignment should be studied and reserved on the City's Official Map.

- **Environmental Protection:** Environmentally sensitive areas, such as streams, lakes, wetlands and steep slopes should be protected from development. Woodlands may be developed but in a reasonably sensitive way.

Comprehensive Waterfront Plan

A detailed land use and policy plan was prepared in 1995 addressing the bayfront, the Fox and East Rivers, and Baird, Duck, Beaver Dam, Mahon, Willow, Lacount and Oneida Creeks. The report included detailed maps and plans for lands along all these waterbodies.

These concerns were identified:

- Lack of public access
- Lack of waterfront recreation
- Poor orientation of development along the waterfronts, especially downtown
- Poor aesthetics along the waterfronts
- Lack of visual access to waterfront areas
- Difficulties maintaining the port

These general recommendations were offered:

- **Pedestrians and Bicyclists:** Improve pedestrian and bicyclist access to and along all waterfronts; upgrade the design standards for paths and signs. Try to accommodate pedestrian and bicyclists on bridges crossing the streams. Try to continue stream edge path routes under bridges and between buildings and the water. Acquire abandoned railroad corridors for bicycle paths and retain the bridges.
- **Awareness:** Awaken the community to the recreational and development potential of the waterfronts.
- **The Port:** Maintain the Port of Green Bay for industry and commerce where necessary and appropriate.
- **Community Aesthetics:** Create a more beautiful city. Return the waterfronts to a more natural condition, and add plantings to soften the appearance of incompatible waterfront development.
- **Healing:** Restore the waterfronts to natural condition.
- **Cooperation:** Promote cooperation among citizens, government and business on the future use of the waterfronts.
- **Management:** Create a waterfront management group to oversee and coordinate waterfront development.
- **Parking:** Do not locate parking lots adjacent to streams; buffer than that exist with landscaping.
- **Signage:** Create a common logo and sign system for the city's waterfront path system.
- **Coordinated Development and Special Activities:** Coordinate waterfront public open space with private development that can take advantage of this major public amenity. Use the waterfront open spaces for special community activities such as Downtown Days.
- **Linkages:** Link the Green Bay paths to adjacent communities.

Green Bay Park, Recreation and Open Space Plan, 1997 to 2002

This system plan focuses on short-term needs across the entire city. It addresses park system standards, has a detailed listing and description of current facilities, and includes recommendations for

individual parks and specific activities. It includes some of the recommendations prepared for the *Waterfront Plan* two years earlier. Refer to the Parks and Recreation Analysis for a more detailed description.

Renard Isle Land Use Plan

Renard Isle is a 55 acre manmade island located about 800 feet off shore from Bay Beach Park. The island was designed by the US Army Corps of Engineers as a confined disposal site for polluted (but not hazardous) dredged materials from the Green Bay Harbor entrance and channel. A planning process for the future of Renard Isle was idled while the community awaits the results of a study from the US Army Corps of Engineers regarding risks associated with soil contamination in the island's dredge materials.

A pedestrian and emergency vehicle causeway from the park's shoreline dike area has been discussed but requires further review. The island is planned to contain areas for passive recreation and a wildlife sanctuary, but an implementation schedule is uncertain. The island is owned by Brown County.

Broadway Redevelopment Plan

- **River Connection:** This plan's intent is to establish a connection between the Broadway District, the Fox River waterfront and the central business district.
- **Public Waterfront Access:** Create a continuous public waterfront access from Main to Mason Street through the use of pedestrian trails, open space, promenades and plazas.
- **Boating:** Provide for public and private boating facilities for both transient and residential or leased docking.
- **Private Development:** Promote, solicit and develop a mixture of residential, commercial, retail and professional developments within the district.

- **Historic Character:** Any and all development within this redevelopment area should be reflective of the area's history and original architecture.
- **Culture and Education:** The Redevelopment Authority will also pursue and encourage cultural and educational facilities to be built within the area.

Plans and Status of Adjacent Jurisdictions

Village of Ashwaubenon: Ashwaubenon is nearly fully developed in the vicinity of Green Bay but has open land to the south. There are several land use and traffic issues in the Lombardi Avenue corridor that require coordination with Green Bay.

Village of Allouez: Allouez is nearly fully developed and is composed mainly of single-family housing with a few commercial or civic land uses along Riverside River and Webster Avenue.

Town of Bellevue: The Town of Bellevue plans a land use pattern composed chiefly of single-family housing but with retail business development around its interchanges with Highway 172 at Manitowoc Road and Monroe Road. It does not plan to improve Cottage Road, its portion of the Eastern Arterial, beyond what will be offered by Brown County, as Green Bay will.

Village of Howard: The Village of Howard, like Bellevue, has grown rapidly over the past 20 years, mostly with single-family and multi-family housing. Retail businesses have developed around the US 41 interchanges.

Town of Hobart: Hobart's plans call for a variety of housing types and open space near the City of Green Bay, a business park near US 29 and another near the airport. The Town expects to someday be fully developed as an urban community, working from north to south and east to west. Community leaders recognize the benefit of having

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population and housing diversity and are planning accordingly.

Hobart has sanitary sewer service from the Metro plant via lines coming from both Green Bay and Ashwaubenon. The township has its own wells and is part of the nine-community water supply study.

The Oneida Nation composes approximately 15 percent of the population of Hobart Township and is buying land for open space. Tribal lands are not subject to local zoning or building codes.

Town of Humboldt: Humboldt favors continued long-term agriculture.

Town of Scott: Scott Township completed a comprehensive plan in 2001, which encourages conservation design subdivisions and designates urban development areas. Residential density in Scott Township is expected to be low although a few multi-unit buildings exist.

Scott is attempting to conserve as public open space environmentally sensitive areas such as floodplains and creek edges. Major wooded areas may be preserved as private open space and large-lot housing. The face of the Niagara Escarpment will also be protected from filling, grading or building. The Wisconsin Department of Natural Resources has been purchasing some undisturbed properties along “The Ledge” for protection.

Some parts of the community, mostly in the north, have been designated for long-term agriculture and large-lot housing. Other sections are planned for suburban-sized lots served by public sewer. The only park planned is a small site immediately north of the Town Hall. A commercial and industrial district is planned around the interchange of Highway 57 and Algoma Road. Agriculture consists of dairy farms and mixed corn or soybeans.

The Town has four sanitary sewer districts, one of which (Scott District No. 1) also supplies water. All sewer service is to the Green

Bay Metro plant on the Fox River. Water quality is reported to be very poor, and the Town is participating in the Central Brown County Water Authority Study. Decisions about improving the local water system are being delayed pending the outcome of that study.

Environmental Features

This section summarizes the major environmental features in Green Bay, particularly water resources. Figure 3-1, Major Environmental Features, illustrates the location of these features.

Water Resources

The City of Green Bay was settled and grew in a location rich in water resources. Located on a low plain at the foot of a major bay, and crossed by several rivers or creeks, Green Bay is in a relatively wet location.

Many decades of insensitive urban development have reduced and impaired those features. The filling of wetlands has degraded water quality in the streams, increased flooding and removed urban amenities. Fortunately, recent laws and actions have slowed or reversed those trends. The remaining streams, wetlands and riparian edges are important for their role in protecting water quality, reducing flooding, providing wildlife habitat and improving urban quality of life.

Rivers and Creeks

Major streams include the Fox and East Rivers and Duck, Baird, Mahon, Willow and Beaver Dam Creeks.

Fox River: The Fox River was used by Native Americans in the region and later by French Voyageurs in the fur trade. Later, the river was an important route to the interior of the territory, especially

with the completion of a canal linking the Fox and Wisconsin Rivers. Around the time that canal was opened, however, railroads displaced it as a viable transportation link.

The Fox River has been subdued to an industrial shipping channel capable of accommodating ocean-going freighters as far south as the Georgia-Pacific site near Lombardi Avenue and Broadway. Beginning with the Green Bay Harbor Commission in 1928, the channel of the Fox has been successively lengthened and deepened to 22 feet to handle larger ships. The port has allowed Green Bay to become a major regional distribution center for coal, cement, limestone, salt, paper, construction materials, petroleum and other products. The port is coordinated with the rail network.

The character of the Fox River edge has changed somewhat during the 1980s and 1990s, and environmental conditions have improved while shipping and heavy industry have been maintained. Nearly all the natural edge of the Fox River has been replaced by reinforced walls or placed stone embankments. These improvements, while beneficial to shipping and docking, reduce fish and wildlife habitat, increase flood action and harm appearances. The floodplain is now limited to the river channel. River edge development often consists of heavy industry, roads, paved parking, open storage of raw materials and buildings.

East River: The East River is a substantially smaller stream than the Fox and is not navigable by large craft. The natural beauty of the East River is a major asset. It meanders through the residential neighborhoods and has a broad floodplain, much of which south of the Baird Creek confluence is maintained as parkland. Below Baird Creek, the East River is channelized and buildings encroach upon its banks, confining the floodplain but accelerating flood waters to the Fox River and neighborhoods north of University Avenue.

The Bayfront

It is ironic that the City of Green Bay has very little visual or functional relationship to the bay. Although the bay is scenic and water quality has improved to the point that some fishing is once again viable, it is possible to live in the community and rarely see or use the Bay. This relationship may result from the fact that there are few overlooks except along the east shore and most of the south shore, is lined by wetlands, floodplain, heavy industry, the power plant, the sewage treatment plant and open storage.

The area west of the Fox River known as Atkinson Marsh was once wetland and floodplain, an essential part of the Bay's ecology and undoubtedly home to many species of birds, mammals, reptiles and insects. Now it is said to be mildly contaminated, being the past or present location of several landfills, fly ash dumps and river dredge material dumps.

However, Bay Beach Park on the south shore is a beloved picnic and amusement area with a large wildlife sanctuary that stretches from Irwin Avenue to Nicolet Drive. Renard Isle (discussed previously) was created from dredge materials but when securely capped in the future will be a potential development asset, offering scenic views of the bay.

Wetlands, Floodplains and Woodlands

A majority of the wetlands that existed in Green Bay when settlers first arrived have been drained and filled. Those that remain are essential for their ecological and scenic benefits as well as their ability to reduce flooding. Many of the major remaining wetlands are in public ownership, such as those along the upper East River, portions of Baird or Duck Creeks, and Bay Beach Park.

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Figure 3-1 illustrates that there are extensive areas identified as floodplain in Green Bay, including the bayfront, edges of the East and Fox Rivers and frontage along the several creeks

The bayfront floodplain extends thousands of feet inland and includes most of the Northeast Neighborhood. Flooding there results from high lake water levels and a strong, sustained north wind. The last time that occurred was 1973, and before that the early 1950s. The US Army Corps of Engineers built an earthen dike along the edge of the bay, and is considering raising its height one foot.

As with the wetlands, many wooded areas have been cleared or reduced for urban development. Notable remnants exist along Baird Creek, Duck Creek, Bay Beach Park and the far west side on Oneida Nation holdings.

Agricultural Lands

Large tracts of farmland remain in Green Bay east of I-43, primarily to support the dairy industry. Much of this land is classified as prime or productive farmland (see Natural Resources Analysis).

Citywide Pattern of Development

Historical Influences

The French established a post named La Baye at what become Green Bay in 1634. Father Claude Allouez established the first permanent mission in the future state of Wisconsin at De Pere in 1671. The mission, St. Francis Xavier, became a primary base for fur trading operations in the region and a rendezvous for traders. It was abandoned in 1687 after being burned to the ground by area tribes and the French government decided to concentrate their trading along the St. Lawrence River.

To regain their foothold in the fur trade from the Indians, the French built Fort La Baye in 1717. In 1761, following the British defeat of the French in the French and Indian War, the British established Fort Edward Augustus on the site of Fort La Baye. In 1816, American forces built a new military installation, Fort Howard, on the site of the long-abandoned Fort Edward Augustus, west of the Fox River and north of the present Main Street.

The community on the east side of the river was known as Green Bay, and the west side was known as Fort Howard until they were united in the late 1800s (on the condition that there be no liquor sold west of Broadway Avenue – a restriction that continues to this day.)

Several ethnic or religious groups settled near the Fox River, including the French, Germans, Irish, Dutch, Belgians and Norwegians. Location of these groups (and their churches) on one side of the river or the other have influenced the growth of Green Bay to this day. Early ethnic farming communities also sprouted in many other locations in the Fox River valley, throughout Brown County and around the bay, including Door County.

Although Green Bay soon became the predominant city in Brown County, adjacent settlements such as Allouez and Ashwaubenon incorporated as villages and foreclosed the opportunity for the City of Green Bay to annex land and guide urban development south along the Fox River. Thus, the regional airport, Highway 172 and portions of Highway 41 are not in Green Bay.

Finally, the federal government granted a reservation to the Oneida Nation in that encompassed parts of western Green Bay and the Town of Hobart.

Map of 2000 Land Use

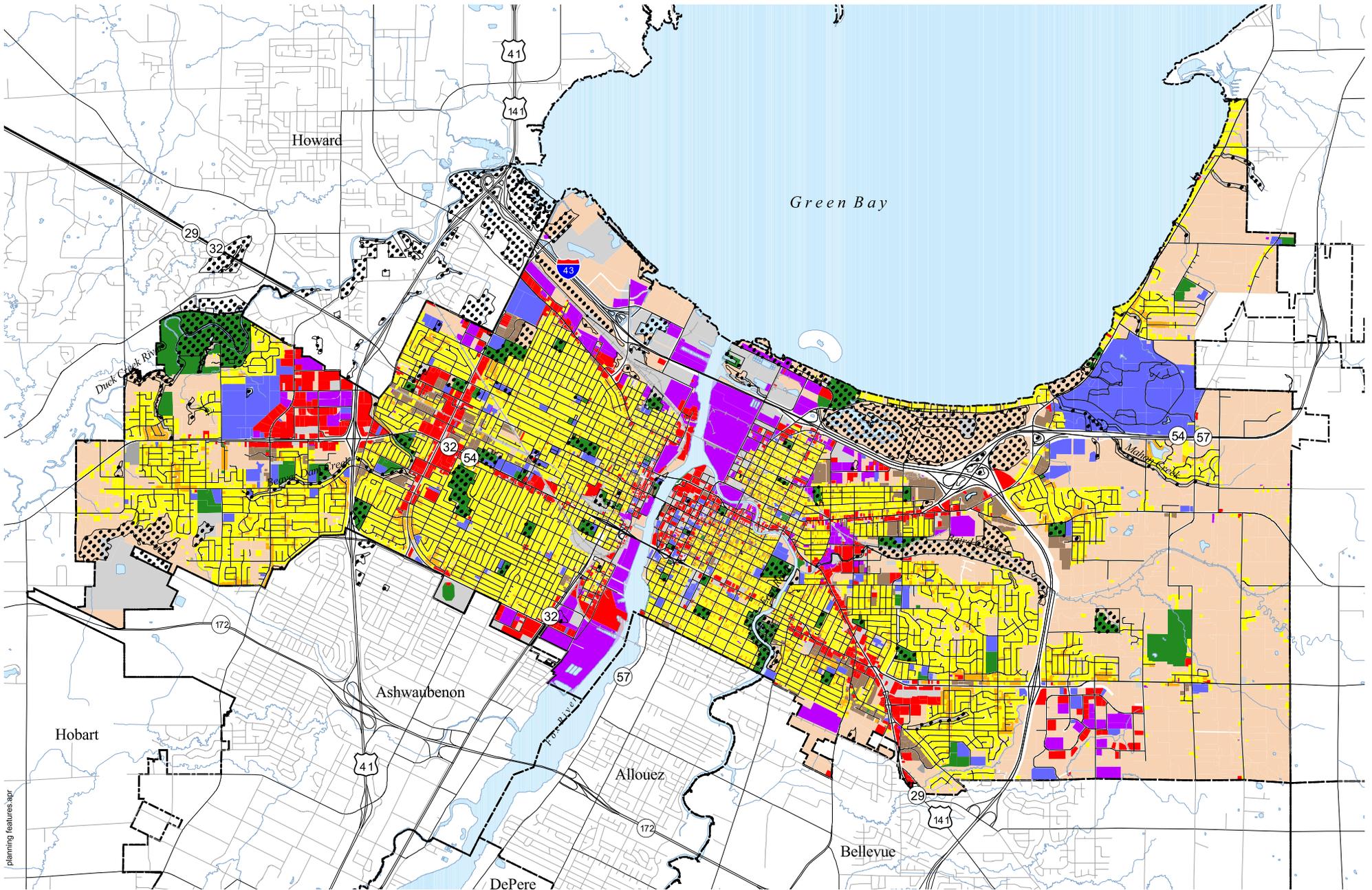
The 2000 pattern of land use and development is illustrated by Figure 4-2 and summarized in Table 4-1. The categories of that map are:

- **Single-Family Residential:** Detached housing units
- **Two-Family Residential:** Structures containing two housing units.
- **Multi-Family Residential, Group Quarters and Mobile Homes:** Residential structures containing more than two housing units.
- **Commercial:** Businesses providing goods or services on a retail basis to individuals or businesses; offices.
- **Industrial:** Businesses involved in manufacturing, assembly, and warehousing
- **Transportation, Communication and Utilities:** Railroads, trucking, telephone facilities, public or private utility facilities, power plants.
- **Institutional and Governmental Facilities:** City, county, state or federal office or other buildings, hospitals, cemeteries.
- **Parks and Public Open Space:** Public parks and public land devoted to outdoor recreation (such as a nature preserve).
- **Undeveloped:** Land largely without structures, such as farmland or vacant lots.
- **Wetlands: Lands identified by the state or federal governments as having water on or near the surface part or all of the year. Usually regulated to disallow development.**

Table 4-1: Land Use Distribution, 2000

Single Family Residential	6,566
Two Family	734
Multi-Family	609
Group Quarters	49
Mobile Homes	28
Commercial	1,290
Industrial	1,986
Right-of-Way	3,951
Railroad Related	334
Transportation Related	523
Communication/Utilities	727
Institutional/Governmental	1,695
Outdoor Recreation	3,090
Agriculture/Silviculture	3,242
Open Space	720
Natural Area	2,218
Water	650
Vacant	1,122
Total Acres	29,534

Source: City of Green Bay

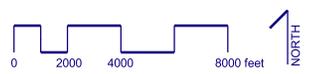


planning features apr



- | | | | |
|---|--|---|--|
|  | Single Family Residential |  | Transportation, Communication, Utilities |
|  | Two Family |  | Institutional, Governmental Facilities |
|  | Multi-Family, Group Quarters, Mobile Homes |  | Parks and Open Space |
|  | Commercial |  | Undeveloped |
|  | Industrial |  | Wetlands and Floodplain |

Figure 4-2
Pattern of Land Use, 2000



Riverfront

The use of the Fox River waterfront for business and industry has been vital to the development of this city and region. Paper manufacturing, the main industry in the area, started and grew here because of its need for water, the available heavy shipping and proximity to the forests. The Fox River Valley is often touted as the paper-making capital of the world. The port is international in nature because of its connection to the St. Lawrence Seaway and the Atlantic Ocean. In 2001, the port was visited by 185 ocean-going and Great Lakes vessels. These ships accounted for 2.0 million metric tons of material, with an economic impact of \$67 million to the regional economy.

Today, the economy of Green Bay is still dependent on the waterfront for its economic health. Some waterfront sites are controlled by businesses that no longer use water-oriented transportation, and competition for waterfront property is high. In recent years, public attitudes about the waterfronts have evolved to view them as a resource for many activities – industry, business, transportation, recreation, housing and ecological protection.

The Fox River is used primarily for transportation in Green Bay, and its banks are devoted mostly to industry. Only small segments are devoted to public parks and trails, housing or offices. The east side of the river is occupied mostly by non-residential development, including heavy industry, downtown businesses, surface parking and structured parking. The west bank is used for storage and trans-shipment of coal, lime, liquid asphalt, and oil, manufacturing, warehousing and power generation. The downtown does not take advantage of the river as a scenic and recreational resource nor as a means of attracting housing or offices. However, there is a public marina at the mouth of the river and the beginnings of a pedestrian path near the downtown.

Pattern of Development

Nearly all the frontage of the Fox River is used for industrial or business purposes with the exception of the lower east side, where the Astor neighborhood extends to the waterfront. The west side is almost entirely industrial while the east side includes industry north of the East River confluence, then the central business district and the Astor neighborhood. Exceptions to the west bank industrial pattern are the Neville Museum and an apartment complex, both located between the Dousman and Walnut Street bridges. (Refer to the Neighborhoods Analysis.)

4. Land Use

Major Fox River businesses include:

West Bank

Wisconsin Public Service power plant
Koch Refining
Great Lakes Calcium
Mobil Oil Company
Standard Oil Company
St. Mary's Cement
Western Lime Company
Leicht's North Dock
K & K Warehousing
C. Reiss Coal
LaFarge Corporation
Northeast Asphalt
Leicht's South Dock
Georgia Pacific Corporation

East Bank

US Oil Company
Proctor & Gamble Paper Products
Georgia Pacific Corporation

While the Green Bay economy will probably always be dependent on the Fox River for its shipping benefits, redevelopment has recently introduced office buildings, housing and restaurants along the west side opposite the central business district. A pedestrian walkway is being built along the east side of the Fox as interest in the river as a recreational resource has increased.

The major marina and boat launch along the Fox in Green Bay is located near its confluence with the bay. Otherwise, small craft accommodations are very limited along this industrial river.

Land Use Plan and Zoning

The *Comprehensive Waterfront Plan* (1995) recommends that the west bank of the Fox River between Dousman (Main) Street and Mason Streets be eventually redeveloped as housing and parkland. Between Dousman Street and Shawano Avenue, there are an apartment building, Veteran's Memorial Park and the Neville Museum. Just north of Mason Street a 15 acre site formerly used for coal storage has been purchased by the City, cleared and cleaned for re-use. The *Waterfront Plan* calls for that site to be used as a recreational marina and park but the City has recently been working to capture a regional headquarters for the US Environmental Protection Agency. The very large K & K Warehouse remains.

The *Downtown Design Plan* (1997), which was not adopted as a riverfront land use plan, echoes the *Comprehensive Waterfront Plan* as it recommends redevelopment of all west bank industry between the East River and Mason Street to parks, housing, the Neville Museum and a small-craft marina. A less ambitious evolution on the east bank was recommended, including new housing and offices near the Walnut Street bridge and a park and marina where the metro bus garage is presently located at the foot of Crooks Street. The downtown plan also envisioned transient recreational boat docks along both sides of the river between Main and Mason Streets and a small harbor on each side.

Zoning: Inconsistent with the two plans described above, the pattern of zoning reflects the 1979 land use plan:

- Heavy industry on both sides of the river north of the East River confluence
- Business between the East River and Mason Street
- Heavy industry south of Mason Street on the west bank
- Housing south of Mason Street on the east bank.

Port of Green Bay Activities:

Planning activities for port maintenance and improvements are managed by the Port of Green Bay and the Brown County Harbor Commission.

It is the intention of the Port of Green Bay that water-related industrial activity be protected and expanded. Although the Port concedes the eventual redevelopment of the west side of the river between Dousman and Mason Streets, it expects other locations to be devoted to industries that use the river for shipping. To this end, two initiatives are being promoted by the Port: a new dock slip and reconfiguration of several riverfront industrial sites.

The Port is investigating the construction of a new slip 2,000 feet in length just north of the Wisconsin Public Service power plant near the mouth of the Fox River. That slip would open 40 to 50 acres for use by a relocated C. Reiss Coal operation and an equal area for other water-dependent industries. The current Reiss site could be reoccupied by another industry that uses the river for shipping, although without outdoor storage because of its visibility from the downtown. However, the potential of the slip being built in the foreseeable future is low because of its \$40 million cost and the governmental approvals needed. Consequently, another relocation site for C. Reiss Coal may be sought along the Fox River. That coal serves the Green Bay paper companies and other industries in the Fox River valley.

A long-term issue facing the Port is the need to find an acceptable location for the disposal of material dredged from the shipping channel of the Fox River. For the port to continue to play a significant role in the movement of bulk materials and freight, this issue should be resolved. Previously, dredged materials were dumped at Renard Isle but that practice has been discontinued. The Port currently has 17 years of capacity remaining at the Bay Port dredge spoil facility. In addition, the Port is seeking a vertical

expansion of that facility equivalent to another 20 years of disposal potential. This would give the Port a possible total of 37 years at the Bay Port dredge spoil facility.

Another riverfront business key to the city's economic base is Great Lakes Calcium, presently located just south of the Wisconsin Public Service power plant. This company, although not a larger employer, is key to the local paper industry and needs more outdoor storage. It needs to be located in the Port, and cannot move to the south. In addition, the Port advocates that several major industries on either side of the Fox north of the East River reconfigure their sites so that their riverfronts are devoted to actual shipping activities, while land uses such as truck parking or storage tanks are moved inland. For instance, Amoco and Mobil use pipelines and are, thus, not river-dependent.

It is also proposed that some truck parking at the Georgia-Pacific paper mill, Proctor & Gamble and Green Bay Packaging Company be moved east of Quincy Street, potentially creating problems for the residents to the east.

Parks and Trails

Fox River parks presently exist in these locations:

- Metro Boat Launch / Green Bay Yacht Club
- Veterans' Memorial Park, located immediately south of the Neville Museum, including a linear park along the west shore between Dousman and Shawano Streets
- River View Place (west bank at Prairie and Broadway Avenues)
- A pedestrian and bicyclist path along the east bank from the Monroe Street bridge on the East River to the Mason Street bridge. The plan is to extend this linear park or pathway along the east bank through the City of Allouez and as far as De Pere along an abandoned railroad corridor.

4. Land Use

- Fox River Trail from Green Bay to Greenleaf (via Allouez and De Pere)
- Downtown Riverwalk.

Leicht's Park is located immediately north of Dousman Street on the west bank. This undeveloped site is proposed to be used as a dock and ceremonial arrival point for cruise ships, visiting tall ships and newly christened Coast Guard ships from a shipyard in Marinette. Cruises are a new activity for the Great Lakes.

Bayfront

The bayfront is generally unappreciated, abused and overlooked. From the Village of Howard to Nicolet Drive, the land is low and wet, historically a wetland edge for Lake Michigan providing wildlife habitat and controlling wave action. The Fox and East Rivers and Duck and Mahon Creeks undoubtedly meandered across this area outside their present courses in the distant past. A review of Figure 3-1, Major Natural Features, indicates that most of the land north of University and Velp Avenues is in the 100-year floodplain. The bayfront west of the Fox River was once known as Atkinson's Marsh but is now mostly filled with municipal waste, demolition debris, fly ash from the power plant and river dredge materials.

Large sections of land have been set aside for natural purposes or parks but several sections are devoted to heavy industry, sewage treatment, power generation, asphalt or concrete manufacturing, truck parking, landfills or housing. Although the power plant and sewage treatment plant are water-dependant, the warehouses, manufacturing and parking are not.

Industry

Most of the land along the bayfront that is not dedicated to park or open space is occupied by heavy industry, including the metropolitan sewage treatment plant, power plant, asphalt and concrete plants,

warehousing, truck parking, manufacturing, a demolition landfill and railroad sidings. Most or all of this development has occurred on fill in the soft soils of the floodplain. Many locations are contaminated by the presence of landfills and other abusive activities.

The 1979 plan guided nearly the entire bayfront for either public open space, park, or industry with the exception of the Northeast and Fort Howard neighborhoods. Land that is shown on Figure 3-1, Major Natural Features, as floodplain or wetland was guided for industry. That map also shows a large tract of land at the end of Atkinson Drive that is out of the floodplain, presumably as a result of filling, that was designated for industry and is presently used for truck parking and other storage. The question of where land should be used for bayfront industry versus open space is a continuing planning problem. A related issue is whether the houses along the southeast shore should be acquired and removed for park and open space.

There appears to be potential to redevelop about 150 acres of land in the vicinity of Quincy Street from warehousing and industry to offices or housing. Any office development outside the downtown should be a specialty operation that would not have otherwise been able to locate downtown.

Housing

There are several houses along the southeast bayfront between the water and the Bay Beach Wildlife Sanctuary that were, for the most part, former summer cottages. All of them are in the 100-year floodplain. The City has been gradually acquiring and removing them.

Parks and Open Space

There are several public parks and open space along the bayfront. The Parks and Open Space chapter illustrates their specific locations

and names, and Figure 4-2 from this chapter also shows the pattern. They are, from west to east:

- Ken Euers Nature Area 54 acres
- River View Place 0.7 acres
- Metro Boat Launch 9 acres
- Renard Isle 55 acres – potential walkway from the mainland, bay overlooks
- Bay View Park 3.2 acres
- Brisk Park 0.3 acres
- East View Park -
- Bay Beach Amusement Park 54 acres – rides, picnic areas and shelters, soccer and softball fields
- Bay Beach Wildlife Sanctuary 595 acres
- Lakeside Place Park 2.6 acres
- Farlin Park 8.3 acres
- Kennedy Park 7 acres
- Parent Road Overlook 0.2 acre
- Joliet Park 6 acres – bay overlook, shore fishing

The walking trails in Bay Beach Wildlife Sanctuary connect to the paths in the arboretum that winds around the UWGB campus.

The 1995 *Comprehensive Waterfront Plan* calls for continuous pedestrian and/or bicycle paths along the bayfront both east and west of the Fox River. Crossing the river is, of course, a problem at that location because of the great elevation of the I-43 bridge.

Railroads

The Union Pacific operates a line parallel to Velp Avenue that runs to Marinette and the Upper Peninsula, and the Fox Valley Railroad

has a seldom-used line through the Northeast neighborhood that may become a candidate for abandonment.

Road System

Interstate 43 provides regional access to the bayfront with twin interchanges at Atkinson Drive and Webster Avenue. Over- or underpasses are found at Military, Bylsby and Danz Avenues and Quincy Street. I-43 is elevated along much of its length through the bayfront, limiting the number of access points to the bay and the city.

Public Utilities

The Metropolitan Area Sewage Treatment plant is located at the mouth of the Fox River opposite the Wisconsin Public Services electrical generation plant. Nearby facilities include the Green Bay Water Utility intake and purification plant and the Wisconsin Public Service coal-fired electrical generation plant.

Downtown

Green Bay’s downtown is relatively strong compared with the central business districts of many mid-sized American cities. It is one of the major employment centers of the region, has several entertainment or cultural venues unique to the region, including the convention center, and is the center for local, county and some state or federal government facilities.

Downtown has been studied extensively in recent years, and many recommendations have been offered. Many of downtown’s challenges have been described in other reports. They include:

- More office space is desired downtown, including even back-office space but most office development occurs elsewhere.

4. Land Use

- There is very little housing in downtown, and most nearby neighborhoods are not attractive to households with choices. Thus, there is very little life in downtown after 6 PM
- The convention center, which brings many people downtown, is cut off from the rest of the area by the Washington Commons and parking ramp.
- Another good-quality hotel is needed.
- Downtown turns its back on its two rivers, for the most part.
- Major employers continue to relocate to the suburbs.
- Access to and from the metropolitan highway system is poor.
- Much of the charm that would help give downtown a viable niche in the marketplace has been diminished. The image of downtown is of large buildings with blank walls and few windows or doors interspersed by parking lots. Many of the interesting small buildings and much of the older architecture have been lost, and the pedestrian environment is badly degraded. A more charming, walkable and diverse downtown environment would also help attract convention business.
- The retail function of downtown has been greatly diminished by competition from fringe sites that offer vast amounts of free parking and sites for large buildings near affluent neighborhoods.
- Washington Commons (formerly the Port Plaza Mall) the City's valiant 1970s response to loss of retail businesses, now faces severe economic problems. Loss of some or all of those stores would, of course, be another major blow to the downtown but could open possibilities for other improvements. The fact that the mall turns blank walls to the rest of the downtown and that at least two streets were closed to create it, has had negative effects on the remainder of the downtown. It also visually separates the convention center from the downtown and destroys one of the unique aspects of any downtown – its traditional design of storefronts and doors along the street and sidewalk grid.

Yet, downtown Green Bay has great potential. The foundation for its rebirth will be found in its location, rivers, history, architecture,

scale, density, restaurants, convention center, hotels, government functions, sound infrastructure and other characteristics. The keys to the solution are generally understood, but using them has often been difficult.

The Green Bay Downtown Development Corporation has been working with the City and private interests to reposition the downtown, to attract new businesses, housing, entertainment and visitor facilities. In 2001, the Corporation was helping to address the problems associated with the mall, among other challenges.

Near East Side

This section addresses Planning Districts 4, 5, and 6, including the organized neighborhoods of Northeast, Three Corners, Navarino and Astor.

Neighborhoods

In general, there are many well-maintained and attractively designed residential neighborhoods, and overall the quality of the residential areas in Green Bay is very good. Houses and yards are generally very well maintained, as the rate of homeownership is high and the economy has been strong and steady for many decades.

Housing is predominantly single-family detached, and multi-family housing tends to be isolated. The range of choices in contemporary attached housing is not broad. In many instances, the quality and design of attached housing is fair to poor, including recently built products as well as older buildings. Options for senior citizens and young singles are also limited. Attractive urban-style housing is almost non-existent, and opportunities appear to exist for infill and redevelopment that combines multi-family housing and specialty shops in attractive traditional urban settings, particularly near the downtown and the rivers.

Unfortunately, in several locations, especially the older areas, housing is negatively affected by the nearby presence of heavy industry, major roads, railroad traffic or floodplains. While manufacturing and related industry is an essential element in Green Bay, it is often juxtaposed with housing because of land use and zoning practices from many decades ago. Similarly, there is a lack of screening and buffering, and many industrial facilities are old and unsightly.

An example of several of these problems would be the Northeast and Three Corners neighborhoods located between I-43 and East River / Baird Creek. Of particular note is the fact that all of this area is in the 100-year floodplain. Soils conditions are likely to be poor in terms of structural support.

Other instances of incompatible land uses are scattered but can be seen by a review of where industry abuts housing as depicted in Figure 4-2, Pattern of Land Use, 2000.

Street System

The system of interconnected grid pattern streets with few cul-de-sacs in the older neighborhoods disperses traffic and improves connections for motorists, bicyclists and pedestrians. Sidewalks and street trees improve walkability and the relationship of the house to the street.

Parks and Public Open Space

The Green Bay Park system provides neighborhood parks and athletic fields within short distances from any residential location.

The east side benefits from many fine parks and public open spaces, the most prominent of which are Baird Creek Parkway and the six parks that line the East River. These and other parks help provide lasting value to east side housing and sustain quality of life.

The parks are a great legacy of prior generations to Green Bay and a sterling example of how public investments can and should be used in future neighborhoods. They have returned their cost many times over. The Park System Plan includes a more detailed analysis of system assets and needs.

The East River park and open space system is a very attractive natural amenity and surface water management facility. The possibility exists to extend this linear park to the Fox River through redevelopment in the river corridor downstream of the Baird Creek confluence. This pattern of East River floodplain parks continues through the neighboring city of Allouez and is beginning to be established in the Towns of Bellevue and Ledgeview.

The Baird Creek corridor encompasses highly attractive linear park and open space with walking paths and a scenic, wooded parkway. The dramatic hilly terrain also provides recreational and scenic opportunities found in few other locations in this generally flat region. Recreation opportunities also include downhill and cross country skiing, sledding and tubing, and picnicking. Triangle Hill Park is adjacent to Baird Creek Parkway and is co-managed by the City and County Park Departments. The public land now totals 356 acres.

As of 2001, the parkway ended short of Baird Creek's confluence with the East River. It has been an objective of the City to purchase that intervening land and connect the linear parks and trails along those two streams.

Experience in Green Bay and other cities demonstrates that public ownership of key water bodies such as Baird Creek or the East River, with public parkways on the perimeter and links into the neighborhoods, greatly helps to spread the economic and other benefits of the resource and provides long-term incentives to continue private reinvestment in nearby housing.

4. Land Use

Hospitals

Bellin Memorial and St. Vincent's Hospitals on the east side of downtown are major employment centers. They each have needs and opportunities to expand but are severely constrained for space, especially for parking. Some of their non-essential services such as dialysis and laundry have been moved off campus. Helping to accommodate the hospitals' needs and keep them in their present locations, or at least in the City of Green Bay, should be a high priority for the City. There may be potential for nearby high quality multi-family housing development targeted to staff and the elderly. Expansion west along Mason Street could take advantage of possibilities there, especially if mixed-use buildings containing some combination of clinics, offices or housing. Hospital Corridor Plans were prepared by the City in the 1970s and updated in the 1990s.

Industry

There are several locations of heavy industry on the east side. The Fox River from the bay to the downtown is devoted to papermaking and several other industries including truck parking, outdoor storage, sewage treatment and railroad tracks. Although they provide steady employment and many well-paying jobs, these activities adversely affect nearby residential neighborhoods, add trucks to the street system and cut off the community from the river and the bay. In some cases, industry is not the most effective and intensive use of land.

The map of existing land use, Figure 4-2, also indicates several other manufacturing or warehouse locations. Most of these have nearby housing, inadequate screening, outdoor storage and similar problems. By applying adequate zoning regulations as redevelopment occurs, many of the problems of incompatible land use can be mitigated.

Northeast, Navarino and Astor Neighborhoods

The Northeast, Navarino and Astor Neighborhoods are described and analyzed in the Neighborhoods Analysis of this plan. These neighborhoods are located northeast and southeast of downtown.

Main Street / US 141 Corridor

Main Street or US 141 extends from the Fox River all the way to the Town of Bellevue. Because it is a long-established major road, it is lined with businesses from several periods of time. Near the downtown and East River, small buildings from early in the 20th century line the sidewalks and the street right-of-way is narrow and constrained. Exterior building conditions here are often poor and traffic is congested. Further east and south, the pattern evolves to larger buildings with parking lots in front. Although the traffic usually moves better in the suburban pattern, it is devoid of landscaping and architectural interest, and the signs and overhead wires create visual clutter. South of the intersection with Mason Street is the East Town Shopping Center and related businesses, the major retail location for the east side.

West of Baird Creek, there is potential for redevelopment including commercial-residential mixed use buildings, contemporary commercial buildings with a traditional street orientations, and urban infill housing. Redevelopment there would also provide opportunities to extend parks and trails along Baird Creek and improve the northern edge of the downtown near the convention center. West or south of Baird Creek, there are many opportunities to use land more intensively and improve appearances along Main Street.

Mason Street Corridor

Mason is the only east-west street that runs all the way across Green Bay. Consequently, it is a diverse combination of housing, businesses and health care facilities, with many of the same shortcomings described for the Main Street / US 41 corridor, particularly access management, traffic congestion and roadside appearances.

University Avenue Corridor

Being one of the older roads in the city, University Avenue is lined with small lots occupied by either housing, businesses or industry. As with Mason Street, opportunities exist for redevelopment and reinvestment in combination with traffic improvements and other public investments. Entrepreneurial activity, especially by recent new residents and start-up businesses, is a powerful engine for renewal of such urban corridors. As with all the major road corridors in Green Bay, better zoning regulations and design guidelines to ensure that private investments are attractive and coordinated with the function of the road.

Far East Side

Most of the City east of I-43 was added to the municipality in 1964 with the annexation of the Town of Preble (which extended west to the East River) along with several small areas along the Bay shore. This area, approximately 15.7 square miles, or about 36 percent of the City, is where most new development has occurred in the past ten years since the western city fringe is nearly fully developed. To the east are the Towns of Scott and Humboldt, and to the south is the Town of Scott. (See Figure 4-1.)

Until recently, this part of Green Bay has experienced only limited urban development with some residential subdivision and housing along the major roads. The area is characterized by rural farmsteads,

some rural churches and schools, the County Hospital (Mental Health Center) and, more recently, the University of Wisconsin–Green Bay and the I-43 Business Park.

A draft East Side Comprehensive Plan Update was completed for this area in 1999 but not officially adopted as a supplement to the 1979 city plan. (See “Previous Plans,” above.)

Discussions about annexations to Green Bay are beginning to occur (in 2001) by petition from landowners in the Town of Scott, partially in response to their need for a reliable public water system to support urban development.

A forecast of the amount of land needed for residential, commercial and industrial development over the next 20 years in Green Bay is presented in a subsequent section of this chapter. Much but not all of that growth is expected to occur east of I-43.

Early Settlement

This area developed primarily in agriculture by the settlers in the late 1800s and early 1900s. Early highways leading to communities in Door County and lakeshore communities, and some early farm-to-market roads were constructed. Bay Settlement Road was the original highway route to Sturgeon Bay, and Humboldt Road and Finger (originally Faenger) Road are other examples of early routes. Baird Creek was an early summer picnic destination for city residents.

The former Town of Preble had achieved a population of 12,245 by 1960. At that time, the Town had a public water system using several wells, a fire department and had a full-time clerk, treasurer and other staff. The Town was undergoing suburbanization along with the rest of the Green Bay area at the time of annexation.

4. Land Use

The Bay Shore portion of Green Bay was annexed in separate actions from the Town of Scott in the 1970s. Many of the cottages were later upgraded or replaced with permanent homes after city sewer and water became available. The most significant institution was and is Holy Cross Church, Convent and School on Bay Settlement Road. Most of the remaining land was devoted to agriculture, with a few isolated businesses including the Eagles Nest Marina and the Renyen Brothers Fishing Business at their harbor at Point Au Sable.

Existing Development

The pattern of land use as of 2000 is depicted on Figure 4-2 along with the rest of the city. Based on that map, the following table presents the distribution of land use categories by acreage for Planning District 6.

Table 4-2: Land Use Distribution East of I-43 (Planning District 6)

Land Use Category	Acres	Percent of Total
Single-Family Housing	735	10
Two-Family Housing	89	1
Multi-Family Housing	66	1
Commercial	118	2
Industrial	104	2
Transportation	41	1
Communication and Utilities	14	0.2
Institutional and Governmental	803	10
Parks	18	2
Agricultural	3,294	4
Natural Areas	2,226	29
Total	7,678	100

Source: City of Green Bay and the Bay-Lake Regional Planning Commission.

Thus, this study area has substantial open land for development, few major environmental limitations; access from I-43 and the future Eastern Arterial roadway (see below), employment centers at I-43 Business Park and the university.

Business Parks: The major location of business and industry in the study area is the I-43 Business Park. This municipally-developed area, initiated in 1988, includes light manufacturing, office, office-warehouse, office-showroom, medical and banking buildings. The most prominent facility in this complex is the \$250 million Bay Care hospital and medical clinic, a private facility. For the first few years land sales were slow, but activity increased dramatically in the 1990s. The City hopes to attract high tech office and research-development facilities to the portion of the park that abuts I-43.

Densities are relatively low. Covenants supplement zoning to regulate the outer appearance of the buildings, signs and grounds, although the land is not used as intensively as it should be. Several variances to those covenants were granted to attract certain businesses, especially in the first years of the park's operation.

The park extends to Erie Road. Continued eastward growth may be limited by the wetlands and poor soils in that direction.

Other potential sites for business parks include the northeast quadrant of the interchange of Wisconsin Highway 54-57 and Bay Settlement Road (planned interchange) and Highway 54-57 at County Highway I (Algoma Road). The Bay Settlement Road site has a magnificent view of the bay and the University campus.

Topography and Soils

There are two major soil associations in this study area:

- **Kewaunee-Manawa:** Well suited for agriculture but when used for septic tank filter fields, overflow is likely because of the

slow permeability. The high shrink-swell potential affects excavation and stability where used for foundations.

- **Namur-Summerville-Kolberg:** These soils are mostly well drained but in some places are only 5 to 12 inches thick over bedrock. Thus, erosion is a problem.

Thus, soils are a limitation and cost concern for urban development.

The topography of this study area south of Baird Creek is mostly flat to gently rolling. North of there, the Niagara Escarpment is prominent with its abrupt slope toward the bay, extending from the University campus northeast along Bay Settlement Road and beyond. The escarpment eventually extends across Michigan and Canada to east of Niagara Falls. The escarpment disappears south of Highway 54-57 but reemerges further south in the Fox valley east of Lake Winnebago and Fond du Lac, where it ends.

Creeks, Wetlands and Floodplains

Streams and wetlands are a major factor limiting but also enhancing development. This study area is within the Green Bay drainage basin, which includes tributaries such as Baird Creek, Mahon Creek, Willow Creek, Barina Creek and Nicholson Creek. These streams add scenic beauty and provide natural drainage but, in an area of flat topography, have potential for flooding. As runoff increases because of urban development, this will become more of a concern. Proper storm water management techniques in combination with floodplain regulations and, possibly, public acquisition of the floodplain will help lessen that problem. Forecast hundred-year flood elevations have not yet been calculated for the streams in this study area; this should be done before development occurs near them.

Few wetlands are found outside the stream floodplains with two major exceptions:

- **South of Finger Road between Huron and Erie Roads:** These will limit the eastward expansion of the I-43 Business Park.
- **Hutchinson's Bog:** This is the source of Mahon Creek, located east of the escarpment and north of Wisconsin Highway 54-57.

Besides boosting the value of nearby residential property, wetlands have many ecological benefits including flood reduction, wildlife habitat, water filtering, groundwater recharge and scenic beauty.

Woodlands

Although early logging and farming reduced the native woods, second growth forests exist around Hutchinson's Bog, near Baird and Mahon Creeks, and a few isolated tracts.

The Bay Shore

The East Bay Shore extends for 9.3 miles from the Fox River to the northern city limits. This includes 1.9 miles of public ownership, mostly at Bay Beach Park, the university, Joliet Park and land at a few street ends. Most shore property has been developed in housing with a few small businesses and the university campus.

Public Utilities

Major sanitary sewer interceptor lines are located along the East Bay Shore and in the Baird Creek drainage basin 1.5 miles east of I-43. Other sewer areas served include areas in the I-43 Business Park and east along Finger road to the Holy Martyrs Church and School, both a part of the Willow Creek Basin. The sewage is treated at the Green Bay Metropolitan Sewerage District plant at the mouth of the Fox River. (Refer also to the Utilities Analysis.)

4. Land Use

Schools

The Green Bay Area Public School District serves this area.

Existing schools are:

- Baird Elementary School, on Humboldt Road at Laverne Drive
- Red Smith Elementary and Middle School, combined with a neighborhood park (40 acres total) west of Bay Settlement Road and south of Church Road.

Private schools are:

- Holy Martyrs School on Finger Road east of Erie Road
- Holy Cross School on Bay Settlement Road at Church Road.

Site acquired for future public schools are:

- West of Grandview Road and north of Baird Creek, 69 acres are reserved for an elementary school and community park site
- Between Erie Road and Grandview Road south of Baird Creek.

Service is also provided by schools outside the study area:

- Martin School
- Danz Elementary School
- Wequiock Elementary School
- Edison Middle School
- Preble High School

Transportation Systems

Roads: The major roads east of I-43 are:

- Interstate Highway – I-43:
- Principal Arterial – Wisconsin Highway 54-57

- Minor Arterials – Humboldt, Finger and Huron Roads, Nicolet Drive
- Collectors – Bay Settlement, Ontario and Superior Roads

Local roads that may be destined for classification as Collectors include Erie, Grandview and Northview, all north-south routes.

A new north-south arterial road is planned by Brown County along the alignment that includes Huron and Woodside, and Bay Settlement Roads. That road is expected to be five lanes with sidewalks, bicycle lanes, generous landscaping and decorative lighting; the City of Green Bay will prepare the design for the segment within the municipality. It will pass through the Town of Bellevue and eventually link across the Fox River in southern De Pere. The bicycle lanes and/or paths will link to the trails in the Baird Creek Parkway. Some access limitations are expected.

Mason Street is expected to be built south of and parallel to Finger Road but will swing back to the Finger Road alignment before reaching the Town of Humboldt to avoid wetlands. The intersection of Mason Street and Huron Road may be a future commercial site because of its good access.

Local residential streets constructed since about 1965 tend to lack the grid pattern and the sidewalks and trees found in the older neighborhoods. Instead, the pattern is curvilinear with cul-de-sacs; traffic is forced quickly to the arterial system and intra-neighborhood connections are difficult. Many people like the low traffic volumes and sense of neighborhood on the cul-de-sacs but the price is higher speeds and volumes on the rest of the system and a degraded travel environment, especially for bicyclists and pedestrians. These streets are also wider than necessary, most being 36 feet wide even though there is little on-street parking because of the presence of two- or three-car garages. Wide streets encourage speeding. The design of the local residential street system in new neighborhoods will be a major issue in this plan.

The road system for this study area and the entire city is described in detail in the Transportation Analysis.

Railroad: The Wisconsin Central Railroad maintains a line through the study area along Baird Creek. However, because Lake Michigan car ferry service has been moved from Kewaunee to Manitowoc, there is little likelihood that this line will remain active.

Approximately one train per week still runs to a concrete plant in the Town of Humboldt. This line has been identified for possible conversion to a bicycle path from the east side of Green Bay to the Brown County line and beyond.

Parks and Public Open Space

A few parks have already been established east of I-43:

- Baird Creek Parkway
- Baird Park – a neighborhood park (20 acres) related to Baird Elementary School on Humboldt Road.
- Christa McAuliffe Park – a neighborhood park (40 acres) located on Sitka Street east of I-43
- Joliet Park – a six acre site that provides public access to the bay and a spot from which to fish
- Red Smith school-park – a neighborhood park.

As mentioned above, another neighborhood park is planned to be constructed in combination with a future school on Grandview Road north of Baird Creek.

Baird Creek Parkway: As described previously, a substantial portion of Baird Creek Parkway exists east of I-43, and is planned to be extended to the Town of Humboldt and along both the main and the southern branch of the stream. The City has adopted an official map for public acquisition that targets land along Baird and other creeks. (Refer also to the *Comprehensive Waterfront Plan*, 1995.). As with the existing Baird Creek Parkway, public land would be used for flood control, ecological protection and recreation. Of

course, adequate space for recreation would mean acquiring land further from the stream than shown on the official map. The creek edges need maintenance and stabilization, and public ownership would provide opportunities for restoration and public education.

The Baird Creek Parkway, besides being a recreation amenity for the entire city, is a major force in attracting high-quality residential investment for the entire east side.

University Campus

UWGB has a large and beautifully landscaped 618-acre campus and is a growing element of the state's university system. The campus was acquired by Brown County and given to the State in the late 1960s. The site included the public Shorewood Golf Club and the Elmherst Summer Home Addition.

UWGB is a four-year university with some on-campus housing, a large performing arts center serving the entire community and sport facilities. It is surrounded by an arboretum that incorporates a portion of the Niagara Escarpment and the Mahon Creek valley. The university administration seeks to build the institution into a center of entrepreneurial excellence. The university benefits the community in many ways, including employment, cultural and entertainment activities, attracting highly educated faculty, and providing education for the youth of the region. Unfortunately, the campus is disconnected from the rest of the community by its location, auto orientation and inward-focused layout.

Brown County Land

Brown County owns a large tract of land along Wisconsin Highway 54-57 that was originally established as a county poor farm and hospital and which now includes a mental health center and a new jail.

4. Land Use

The County is trying to decide how to plan the balance of the land, which is partially wooded, hilly, crossed by Mahon Creek and offers one of the few high vantage points of the bay. The county may wish to hold the land as a campus for public facilities or sell it to a developer for housing. The site would undoubtedly be very attractive for housing because of its natural beauty and location. Adjacent subdivisions present an attractive image. This is probably the best housing development site remaining in Green Bay and presents an opportunity for creative and environmentally sensitive design (an idea being promoted by the County and the City). The University previously proposed to develop a technology-oriented business park, but that idea has not moved forward.

Other Public Facilities

Fire Station No. 7 is located on Humboldt Road east of Woodside Road where the future Bay Settlement Road is planned to be extended south.

Fire Station No. 5 serves the area east of I-43 from its location on East Mason Street near East Town Way.

Near West Side

The western half of Green Bay is described below in two sections. The first section extends from the Fox River to US 41 and includes Planning Districts 2 and 3; the other section runs from US 41 to the Town of Hobart. The Near West Side includes part of the Fox River corridor and the bayfront, both of which were described above.

Environmental Features

The Near West Side is generally flat, allowing for the development of a strong grid of streets. Prior to settlement, there were undoubtedly many small wetlands here, but nearly all of them have been filled.

Pattern of Development

The West Side is primarily residential with four major commercial or industrial areas:

- Broadway Avenue – historic retail and manufacturing area
- Ashland Avenue – Fox River – heavy industry and non-retail businesses
- Military Avenue corridor – retail and service businesses; single- and multiple-family housing
- Mason Street corridor – retail and service businesses, shopping malls, single- and multiple-family housing
- The US 41– Mason Street interchange area – business parks, retail businesses, college
- The St. Mary’s Medical Center campus on Shawano Avenue west of Military Avenue.

The early development pattern was a grid of streets bisected by major roads leading to the riverfront and downtown, such as Shawano and Mason. The construction of US 41 parallel to the old Military Avenue opened new opportunities for retail businesses,

industry and offices, resulting in changes to the value and use of some older locations. Figure 4-2 illustrates that pattern of land use.

Land use on the Near West Side is dominated by single-family housing set within a grid pattern of streets. Housing age and densities are greatest toward the river and decline to the west. Scattered among the single-family homes are duplexes and a few small apartment buildings, particularly in the older neighborhoods. There is less housing diversity west of the river, compared to the Near East Side.

Moving west from the Ashland Avenue industrial corridor, the housing decreases in age and the pattern of housing types becomes more homogenous.

One shortcoming of the development pattern in this study area and across the city is that apartments or townhouses tend to be used to buffer the single-family areas from the less desirable commercial, industrial or highway locations. Except for the oldest neighborhoods, multiple-family housing is isolated and not part of the residential fabric of the community. Currently, there are only a few desirable locations zoned for this type of housing, and rezonings are difficult to achieve because of neighborhood resistance. The newer and better quality multiple-family housing is found on the Far West Side.

For the most part, housing conditions are good, although there are isolated instances of buildings with deferred maintenance or severe deterioration, especially in the older areas to the west and north. Neighborhood conditions are generally sound and exhibit a high degree of pride of ownership. The regular pattern of schools and small parks indicates a history of careful and coordinated growth and helps give identity to the neighborhoods. Conditions are harmed by the nearby presence of industry and/or heavy traffic in a few locations.

Adding to the beauty of the Near West Side is the pattern of streets, sidewalks, street trees and houses that relate to the street. Blocks in the oldest neighborhoods have alleys, which allow the garages and driveways to be placed to the rear, thus improving the streetscape. The street trees are mature and form a canopy over the street, which is complemented by the wooded parks.

Commercial development is arranged almost entirely along four major road corridors: Broadway, Velp, Mason and Military (west of Gross Avenue). Thus, major land use incompatibilities are few. The Military Avenue corridor was once the dominant commercial area of the West Side but has been succeeded by larger stores and shopping centers near the interchange of US 41 and Mason Street. Military Avenue is described in more detail below, as are the Velp Avenue and Mason Street corridors.

A major institution on the West Side is St. Mary's Medical Center, located between Shawano Avenue and Dousman Street west of Military Avenue. The community has struggled to find a balance between helping the medical center expand so it can compete and remain in Green Bay while protecting the interests of the surrounding residential neighborhood. Traffic, parking and encroachment are concerns.

Parks and Schools

Parks and schools are prominent features of the entire West Side of Green Bay that reinforce the area's strong sense of community. Major parks include Fort Howard, Fisk, Tank, Enos Colburn, Perkins and John Muir, among others. Tank Park is a classic design surrounded by local streets and houses on four sides.

Major schools include West High (Shawano Avenue), Franklin Middle and Notre Dame Academy. Elementary schools include Lincoln, Jefferson, Jackson, Helen Keller and Elmore.

4. Land Use

Land Use Plan

The 1979 comprehensive land use plan included these major points:

- Commercial development along Mason Street and especially Military Avenue
- Neighborhood park-school sites
- A special study area along both sides of Mason Street from Broadway to Oneida Street.

Organized Neighborhoods

The two organized neighborhoods on the Near West Side are Tank Park and Seymour Park. The *Near Downtown Neighborhoods Plan* (1998) described the many needs and issues of these neighborhoods, which are summarized and updated in the Neighborhoods chapter of this plan.

US 41 Corridor

US 41 is a limited access highway linking Green Bay to the rest of the Fox Valley and points beyond. Commercial, industrial and other non-residential development has occurred in the northwest quadrant of the interchange with Mason Street. The Packerland Industrial Park is the West Side equivalent of the I-43 Business Park on the East Side, but in this case the development was initiated by the private sector, close to “big box” retail development and the attractive campus of Northeast Wisconsin Technical College. Smaller locations of commercial-industrial development exist on the east side of I-43 but the southern quadrants of that interchange were developed residentially.

Broadway Avenue Corridor

Broadway Avenue is a minor arterial street that was once the retail and manufacturing center for the west side neighborhoods. Today, it

functions as a location for small, specialty retail and service businesses, housing, light industry and heavy industry. Two National Register Historic Districts have been established to help preserve culturally-significant buildings and sites along Broadway and several nearby streets. Streetscape improvements and sympathetic infill development have contributed to the district’s revitalization.

Ashland Avenue Corridor

Ashland Avenue is a major arterial roadway and truck route serving the heavy industry along the Fox River and near the bayfront, and is a western route to the downtown. Adjacent land use is residential, and the high volumes of truck traffic are a problem. Broadway Avenue, located three blocks to the east, basically divides industry from housing but Ashland Avenue carries the Broadway traffic to the regional highway system.

Dousman Avenue Corridor

Dousman Avenue links to Main Street at the Fox River but unlike that East Side major arterial, Dousman is a minor arterial street in a primarily residential corridor. Along Dousman between US 41 and Military Avenue is St. Mary’s Medical Center and its associated clinics, a major employment center and community institution. Expansion and traffic access are issues there. The hospital hopes to reach agreement with the City and the neighborhoods on a long-term plan for expansion and access.

Shawano Avenue Corridor

Shawano Avenue is a major arterial street parallel to and just three blocks south of Dousman Street. Shawano carries more traffic and its corridor includes more commercial and office land uses. The St. Mary’s Medical Center campus also borders Shawano Avenue.

Mason Street Corridor

Mason Street is the predominant east-west roadway in Green Bay; it is the only one that runs all the way across the city. East of approximately 16th Avenue, the corridor is primarily residential, while retail and service businesses line the road from there to the west. Included are the community landmarks of Franklin Middle School and Notre Dame High School. Issues include access management, corridor appearances (signs, overhead wires, landscaping, parking), redevelopment and compatibility with adjoining neighborhoods.

Lombardi Avenue Corridor

Lombardi Avenue is a major arterial roadway on the southern boundary of the City, linking US 41 and Ashland Avenue. The corridor on the north side of the roadway is primarily residential while the opposite side contains motels, restaurants, other businesses and Lambeau Field. Brown County initiated a project in 2001 to improve the volume and safety of the road. The appearance of the corridor needs to be improved (particularly because it is the entrance to the nationally-famous football shrine), while the sound residential neighborhoods to the north deserve protection. A large site west of Ashland Avenue offers several redevelopment possibilities, and some of the housing on the north side near Ashland Avenue may be suitable redevelopment. In 2001, a shopping center was being considered for an open site in the southwest quadrant of Lombardi and Ashland Avenues.

Military Avenue Corridor

Military Avenue became the location for a substantial amount of post-war commercial development, which subsequently suffered from the competition posed by later businesses along US 41 in Green Bay or locations in Ashwaubenon or De Pere. Issues in this corridor include access management, appearances, appropriate land use and

redevelopment.

There seems to be excess capacity on this six-lane road because the designation for US 41-141 was moved to a new alignment further west. Narrowing the road to four lanes from six would allow the return of the landscaped edges so badly needed.

Velp Avenue Corridor

Velp Avenue (US 141) is lined with a mix of older commercial, industrial and residential land uses. Consequently, there are:

- Many land use conflicts
- Much visual clutter because of the abundance of signs, utility poles, unscreened front yard parking lots, and contrasting building styles and ages
- Exterior building deterioration
- Many traffic conflicts because of the numerous driveways and intersections.

This corridor could benefit from redevelopment and consolidation of the planned use pattern, probably moving more toward industry and business, traffic access management, and appearance improvements.

Abandoned Railroad Line

The Wisconsin Central Limited rail line is an abandoned corridor that is being converted to a bicycle path through the northwestern neighborhoods. The 1998 *Brown County Bicycle and Pedestrian Plan Update* states that any rail line considered for abandonment should be acquired by the City, the County or some other public entity and converted to a multi-use path. The Wisconsin Department of Natural Resources wants to acquire it for as a multi-use trail before it is abandoned as a rail line.

4. Land Use

Far West Side

The Far West Side includes Planning District 1 and runs from US 41 to the Town of Hobart.

Environmental Features

The major environmental features on the Far West Side include Duck, Beaver Dam, La Count and Oneida Creeks and their associated floodplains. These streams run through City parks or parkways for most of their length and thus have some edge protection and open space for occasional overflow. The *Comprehensive Waterfront Plan* indicates that some additional public land is planned along the stream corridors.

A major difference between the West Side creeks and the East Side's Baird Creek is that there are no continuous pedestrian or bicycle paths along them. The public open space along those creeks is usually floodplain with no public access or parks separated from one another by housing. In many locations, private lots back up to those floodplains so that the rest of the neighborhood cannot easily access the entire creek.

There are also several large woodlots associated with these creeks and some of the major city parks. Other notable features include the Ken Euers Nature Area (on the bayfront) and He-Nis-Ra Park and associated wetlands north of Austin Straubel Airport.

Pattern of Development

The many natural open space features described above, when combined with several large and attractive parks and parkways, result in an attractive setting for homes. These natural features compare favorably with the Baird Creek Parkway hills and woods of the East Side. As a consequence, the neighborhoods west of US 41

are filled with many fine residences on spacious lots and winding streets.

The pattern of housing development in these newer neighborhoods differs from the more traditional design of the neighborhoods to the east. Here there is more reliance on curvilinear streets and cul-de-sacs. Most local streets lack sidewalks although trees have been planted in the street right-of-way. While differing from the more typical Green Bay image, these neighborhoods are still attractive and stable. Some undeveloped land zoned for housing remains, but the tracts are small.

Packerland Drive, the only north-south street that runs all the way across this Planning District, includes a heavily landscaped median that adds beauty and identity to the nearby residential areas.

A counterpoint to the generally low density and leafy atmosphere of the residential neighborhoods is the major commercial and industrial sector west of the interchange of US 41 and Mason Street. "Big box" retail businesses and shopping centers with large parking lots dominate that landscape.

That pattern of commercial development has been halted just west of Packerland Drive, avoiding the type of endless business strip existing along Main Street on the East Side. Additionally, the Mason Street corridor has a generally attractive image, as both public and private development standards have produced adequate setbacks, landscaping, lighting and signs. This image is enhanced by the Northeastern Wisconsin Technical College, with its landscaped grounds and handsome buildings.

Some of the land that is now part of Green Bay west of US 41 was originally owned by the Oneida Nation and held off the market longer than it might otherwise have been. Some lands north of the airport and south of Duck Creek remain in tribal ownership and are

undeveloped, a few sites have been developed commercially under Tribal control and a few houses have been repurchased by the Tribe.

Land Use Plan

The 1979 comprehensive land use plan included these major points:

- A continuation of the strong residential thrust to the western city limits
- A large industrial or business park northwest of the interchange of US 41 and Mason Street
- Protected public open space along the creeks and north of Airport Drive (Oneida Nation land)
- Industrial development in the southwest quadrant of the intersection of Lombardi Drive and Ashland Avenue
- Several agricultural areas near the western city limits (Oneida Nation land).

Parks and Schools

Among the 22 parks west of the Fox River are the heavily wooded He-Nis-Ra community park and the LaCount Parkway along Duck Creek. These and others are described in more detail in the Parks chapter of this plan.

There is potential for more West Side parkland as the *Park System Plan* indicates seven unserved locations and locations for additions to parkways or floodplain open space along some of the creeks. One potential park site might be the NWTC land in the former Larsen Orchard adjacent to the Arboretum.

Public schools in this area include King Elementary and Lombardi Middle (adjacent to He-Nis-Ra Park), McArthur Elementary and Southwest High.

Brownfields

The Problem

Brownfield is the term commonly applied to a site or building that has been harmed by the prior misuse of hazardous substances, including petroleum products or synthetic chemicals. Our understanding and regulation of these substances was poor for many decades, resulting in practices that would not be tolerated today.

The presence of hazardous waste in soil or a building is a major hindrance to its redevelopment or even its sale. This is because laws often state that the current owner of a site is liable for the cost of remediation even if he or she did not act to create it. Thus, lenders always require a variety of legal protections when working with such sites.

Federal, state and local agencies across the nation are working to identify and remediate the many thousands of contaminated properties, but it will be a long and costly process. Assistance includes investigations, remediation funding, land acquisition, lending and mortgage insurance.

Green Bay Sites

There are many such environmentally-impaired sites in Green Bay because the community has a long history of heavy industry, outdoor storage of coal, shipping oil or liquid asphalt, and railroad traffic, plus the usual gas stations, dry cleaning shops, fuel oil tanks and other small generators of toxic waste. In addition to these major sites, thousands of buildings are contaminated with asbestos (linked to lung disease) or lead-based paint (used into the 1970s and associated especially with mental retardation in children). Both the United States Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (DNR) maintain lists of

4. Land Use

known contaminated properties. The great majority of the problem sites in the older neighborhoods are not identified.

The City of Green Bay works with state and federal agencies to remediate sites that it owns or seeks to own, and it provides advice to private owners of sites being marketed by the City on their behalf. The major problem sites in Green Bay include:

Fox River: The EPA is considering declaring the Fox River a “Superfund” site, which would make it eligible for federal financial assistance but might delay remediation. The DNR is presently working with companies (principally paper manufacturers) that have been identified as contributing to the contamination of the river bottom with PCBs. Fish from the Fox River should not be eaten, although the river is famous for the size of its walleye. Conditions are better in the bay, although fish consumption is still advised to be limited. Lake Michigan has a trout and salmon advisory for PCBs.

Vicinity of the Fox River: The EPA has identified a broad area on both sides of the Fox River as a Brownfields Tax Incentive Zone, as illustrated by Figure 4-3. This allows a business that is changing the use of a property to deduct the cost of environmental cleanup from their taxable income. That area is also part of an area eligible for assistance under the Wisconsin Development Zone Program.

Quincy-Webster Corridor North of the East River and South of I-43: Industrial activity and truck parking have led to soil contamination. No Phase 1 investigation has been conducted here as yet.

Near Broadway and Ashland Avenue: Heavy industrial activities. No Phase 1 investigation has been conducted here as yet.

Georgia-Pacific Property near Lombardi Avenue: This company has reached a cleanup settlement with the Wisconsin DNR that includes creating new parks and public open space in other parts

of the community.

Henry Street Corridor: Near the American Foods rendering plant.

Revitalization Study Areas

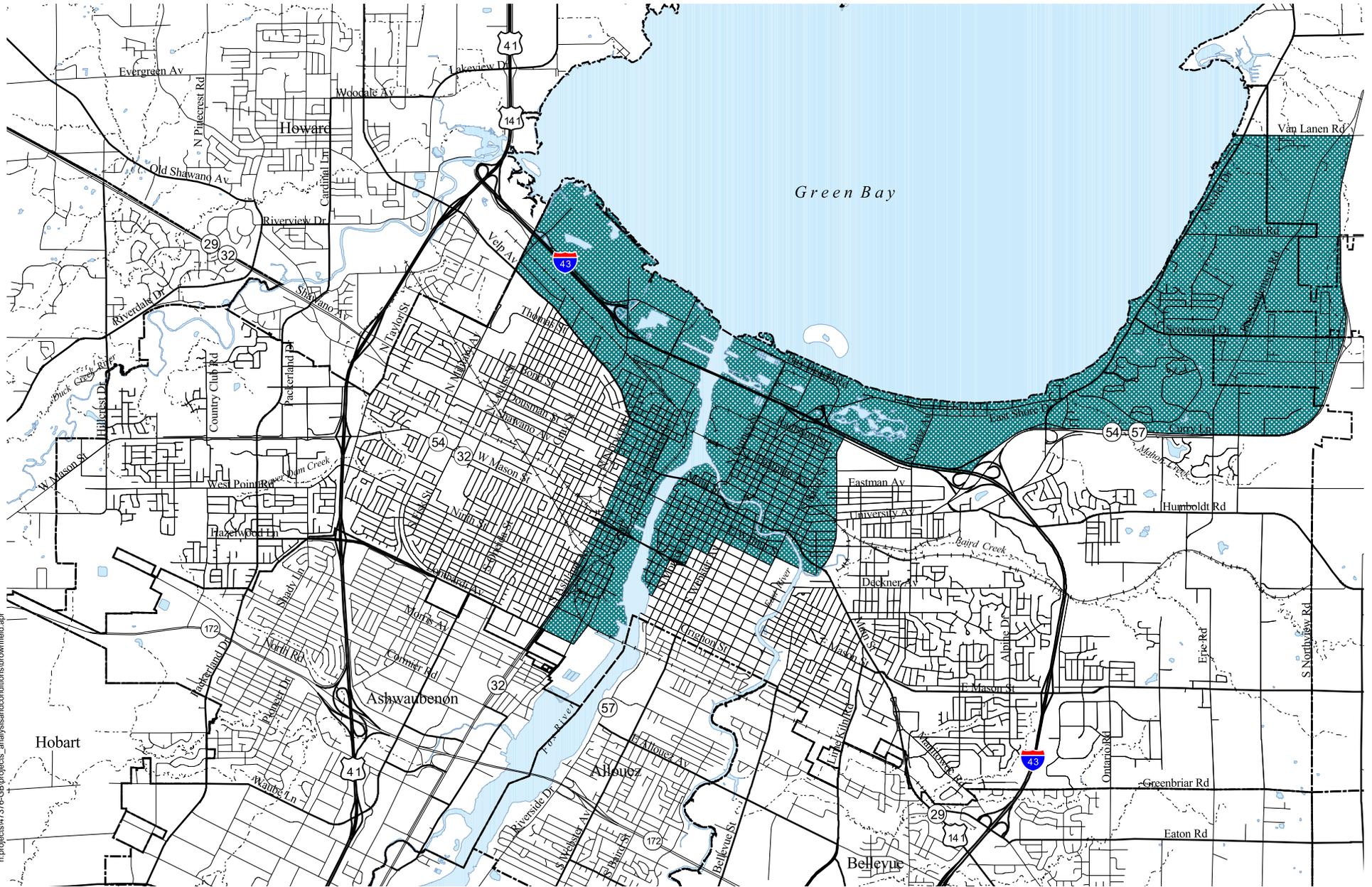
Green Bay has sound neighborhoods and many attractive features that will sustain it. However, almost two centuries of growth have left many problems that need to be addressed.

There are several districts that should be studied for major land use changes and/or redevelopment. These were identified based on factors such as incompatible land use relationships, widespread building deterioration, economic obsolescence, impairment of numerous sites by hazardous wastes, or emerging economic opportunities. Figure 4-4 illustrates their locations. Many other small and scattered redevelopment opportunities also exist.

Fortunately, the City has much bonding capacity available for its tax increment financing (TIF) program. The City is allowed by statute to have up to 7 percent of its total assessed valuation in tax increment financing districts but only has 1.5 percent in such areas. (TIF is a means of dedicating the increased property taxes from an approved district to pay the debt service on bonds sold to assist redevelopment.)

Brief descriptions of the suggested revitalization study areas are presented below; several were described in previous sections of this chapter.

Quincy Street to Webster Avenue Corridor: This area is industrial and truck parking near Quincy Street, commercial along Webster Avenue and residential in the middle. It is one of the oldest parts of the city and, consequently, housing conditions are poor. It is also mapped as part of the bay floodplain.

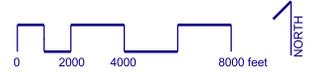


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Brownfields Tax Incentive Zones

Figure 4-3
Brownfields Tax Incentive Zones



4. Land Use

Broadway-Ashland Area: This corridor has many land use conflicts between heavy industry, businesses and housing. There is much traffic, including heavy trucks, noise and air pollution, outdoor storage, building deterioration and locations of known hazardous wastes. There is potential to use parts of the riverfront for housing, offices or parks while river shipping could be enhanced through better use of riverfront sites. Two historic districts warrant protection and enhancement. Neighborhoods to the immediate west are generally well maintained. It is an entrance to the city and the downtown from the south.

Velp Avenue Corridor: Like the Broadway-Ashland corridor, this district has deteriorated industrial buildings, outdoor storage, old houses badly in need of repair, and heavy traffic. Access from I-43 is good, and there is railroad service. Soil conditions and flooding are potential problems. Hazardous wastes sites have been identified. The appearance of the corridor is very poor.

Military Avenue Corridor: Military Avenue has a variety of commercial, industrial and residential activities dating from the 1950s. Some of the retail shopping centers and small businesses are in danger of becoming economically obsolescent because of changes in the retail industry, poor original design, and sometimes-difficult turning movements.

The overall appearance of the corridor is poor because of lack of street-edge landscaping and uncontrolled signage. It seems likely that many sites will gradually be redeveloped to more intensive or economically viable activities but not before conditions deteriorate further. The high traffic counts will help spur redevelopment, but there are many inherent disadvantages in strip commercial locations such as this.

The Military Avenue corridor is an example of the commercial pattern in most of Green Bay. That is, the businesses tend to be

located in narrow bands along the arterial roads rather than in clusters.

Lombardi Avenue Corridor: Lombardi Avenue provides access to Green Bay's most well known facility, Lambeau Field, and the Resch Arena. The south side of this five-lane road is occupied by sports facilities, hotels and restaurants, retail businesses and industries. A large industrial site on the south side of Lombardi Avenue at Ashland Avenue was cleared for re-use, probably by a shopping center. The north side is occupied by single- and two-family houses. Some of the houses near Ashland Avenue are in need of repair, although others to the west are in very good condition. At a minimum, the appearance of the corridor needs to be improved.

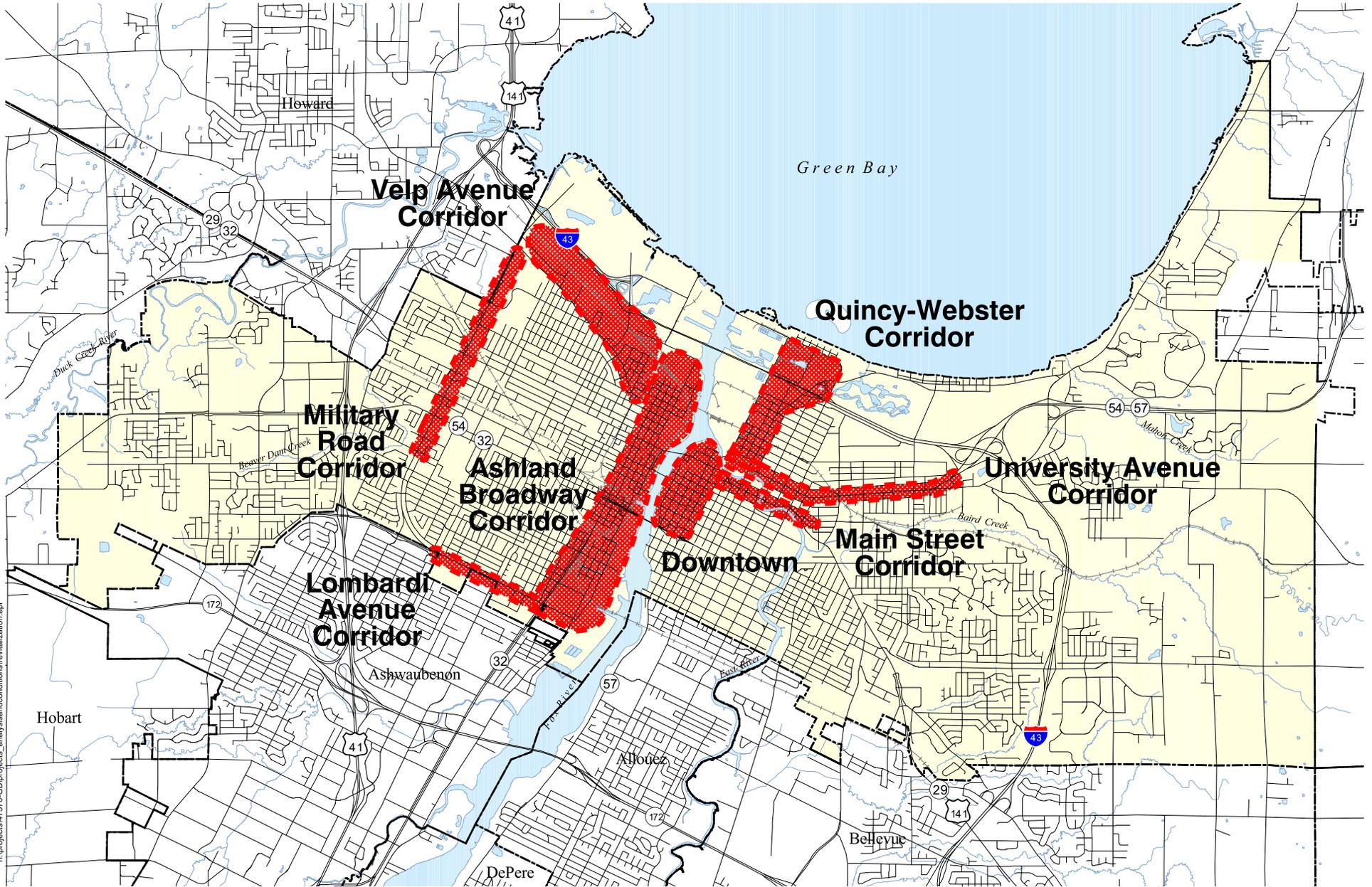
University Avenue Corridor: University Avenue supports a wide variety of older, small businesses, several large industries, and some housing. Parking is limited and many buildings are obsolescent. The western part of the corridor is near the East River, which is greatly underutilized as a scenic resource and urban development amenity. Flooding is a threat.

Main Street Corridor: The western end of Main Street has some of the same problems and potentials as University Avenue. The sections east of Baird Creek, especially near Mason Street, are heavily commercial and have the potential to succumb to the problems of aging and changes in the retail industries. The "Olde Main" area near downtown has a fine collection of turn-of-the-century commercial buildings that can and should be preserved and re-used. However, the appearance of the remainder of the corridor is uneven at best. Commercial development from the last three decades is generally unattractive.

Downtown: The opportunities and challenges of downtown are described in a previous section of this chapter. Major downtown studies were being conducted concurrent with this comprehensive plan.

Vicinity of Bellin and St. Vincent's Hospitals: These venerable institutions have major investments in their in-town location and provide hundreds of good jobs. However, they are in competition with two other major facilities in Green Bay and must expand to survive. The major issue is how to provide space for new facilities at economical rates while respecting the integrity of nearby residential areas. These hospitals and clinics can be the nuclei for carefully-designed housing and medical facilities.

Neighborhood Commercial Nodes: There are numerous locations in the older residential neighborhoods that offer possibilities for redevelopment to retail businesses, offices and housing that serve the vicinity without causing problems. One such location is at the intersection of Chicago and Jackson Streets, where the City is supporting a project that could serve as a model for other sites. It is important to the downtown to carefully boost the density of new housing on its fringe.

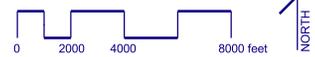


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 Potential Revitalization Areas

Figure 4-4
Potential Revitalization Study Areas



Fringe Area Development Potential and Policy

This section describes the growth potential of Green Bay and its current growth management policies and practices.

Forecast of Population and Households

Table 4-3 presents an estimate for population and households in the City of Green Bay based on data from the Brown County Planning Commission. Refer to the Demographic Analysis for regional forecasts and population characteristics.

Table 4-3: Forecast of Green Bay Population and Households

	1990	2000	2010	2022	% Change 2000-2022
Population	96,466	102,313	106,600	108,700	6.2%
Households	38,383	41,760	44,979	46,652	11.7%

Source: US Bureau of the Census.
Brown County Planning Commission.

Residential Land Needs

The following table presents an estimate of the amount of land needed to accommodate the growth in the number of households between 2000 and 2022 in the City of Green Bay. Additional land would also be needed for parks, wetlands, commercial and industrial space.

It is assumed that 90 percent of the additional households over the next 20 years will be located on the perimeter of the presently urbanized area and that 10 percent will be located in older

neighborhoods. In addition, 70 percent of the housing in perimeter locations will occur east of I-43.

Table 4-4: Residential Land Needs, 2000 to 2022

2000 Households (est.)	41,760	
2022 Households	46,652	
Households Increase	4,892	
Housing Vacancy Rate	0.03	
Fringe Location Households (90 % of total)	4,535	
Households per Net Acre	3.8	
Additional Net Fringe Acres		1,193
Portion East of I-43 (70 %)		835
Central Location Households (10 % of total)	368	
Housholds per Net Acre	6.8	
Additional Net Central Acres		54
Additional Total Net Residential Acres		1,247

Source: URS, 2001.

Trends in Land Prices

The City of Green Bay’s main growth area is located east of Interstate 43 extending to the eastern city limits. As would be expected, the cost of vacant planned residential land in this area has increased as the main sewer interceptor has been extended eastward. The cost per acre of fully improved residentially zoned property is approximately \$20,000-\$25,000.

The 653-acre I-43 Business Center, located in the southeast quadrant of the I-43/East Mason Street interchange, has been extremely successful since it opened for development in 1988. Because the City owned nearly all of the property within the Center, land prices were controlled in this area. However, the Center is now nearly built-out and the price for planned commercial land surrounding it

4. Land Use

has increased sharply over the last 5 years. For example, the City's Economic Development Authority has reported land prices surrounding the park starting at \$125,000 per acre. Recent private transactions in this area were completed at \$350,000 per acre for commercially zoned land.

The staging of land development for both residential and commercial land in the City's growth area, as well as the allocation of this undeveloped land among a range of land uses (see Volume II, Table 18-2) should be sufficient to ensure that land supply keeps pace with demand.

Development Districts Policy

The Residential Development Districts Policy was adopted to promote infill development in established neighborhoods and to more equitably charge developers for the lot-related services provided primarily for those newly-created lots. The Development Staging Policy divides the City into three districts to promote development according to forecast population and land use needs. Its provisions have been woven into the requirements of the City's Subdivision Ordinance.

The City of Green Bay is the only unit of government in the region to have adopted such a policy. One of its effects has been to encourage contiguous development and discourage development separated by a substantial amount of vacant land from previous development (sometimes called "leapfrog development"). It restricts the amount of land that is potentially serviced by utilities and ready for platting and puts more of the development costs on the developer compared to the community as a whole.

Some critics argue that this puts the City of Green Bay at a competitive disadvantage in attracting housing or other investment. Supporters point to the public cost savings, more efficient use of

public infrastructure, equitable allocation of costs, more efficient use of land and better neighborhood design.

The development districts and their corresponding requirements are illustrated in Figure 4-5 and described as follows:

Urban Service District: Those areas in which infill development is encouraged because they are already fully serviced by urban facilities, are within one mile of an existing neighborhood park and are within the City's developable area as designated in the Comprehensive Plan. Development requirements for land divisions within this district are:

- Cash bonds for interior lot drainage and grading
- Cash payments for street trees and street light
- Cash sums for street, sewer and water improvements adjacent to the land division at rates paid in accordance to the City's Special Assessment Ordinance

Urban Expansion District: Those area of the City that are located on the fringe of the Urban Service District and are already partially served and/or may be fully served with minimal additional facilities expansion and are within the City's developable area as designated in the Comprehensive Plan. Development requirements for land divisions in this district are:

- Cash bonds for interior lot drainage and grading
- Cash payments for street trees and street light
- Cash sums for street, sewer and water improvements adjacent to the land division, and all costs incurred by the City to extend those improvements to the development, including supporting systems, at rates paid in accordance to the City's Special Assessment Ordinance.

Urban Reserve District: Those areas of the City in which land divisions smaller than five acres are not allowed due to their distance from the urbanized and serviced area of the City.

Area Development Plans

The City Planning Department is in the practice of preparing informal small-area plans in advance of receiving subdivision or site plan applications from developers. These plans often indicate the City's intentions for land use patterns, parks, collector streets, other major public improvements and natural area preservation. These sketches serve as a means of discussing these issues with land developers, City staff and elected or appointed officials. They do not carry the same weight as the Comprehensive Plan because they are not usually officially adopted.

In contrast, the City's Official Map allows the municipality to indicate the expected future right-of-way of roads or other public facilities and prohibit development that would interfere with such a road.

Road Access

Road access is not a development constraint for any of the major open properties in the eastern or western perimeter of the city. On the East Side, the planned Eastern Arterial along the Huron Road alignment will improve access and eventually link that vicinity to I-43 and to US 41 west of the Fox River. For the long term, Green Bay might anticipate building a similar landscaped roadway on its present eastern border in conjunction with annexation and residential development to the east.

Sanitary Sewer Service

The Brown County Planning Commission is the public agency responsible for sewer service area planning in Brown County, acting as an agent for the Wisconsin Department of Natural Resources. Such sewer service area planning has two main objectives:

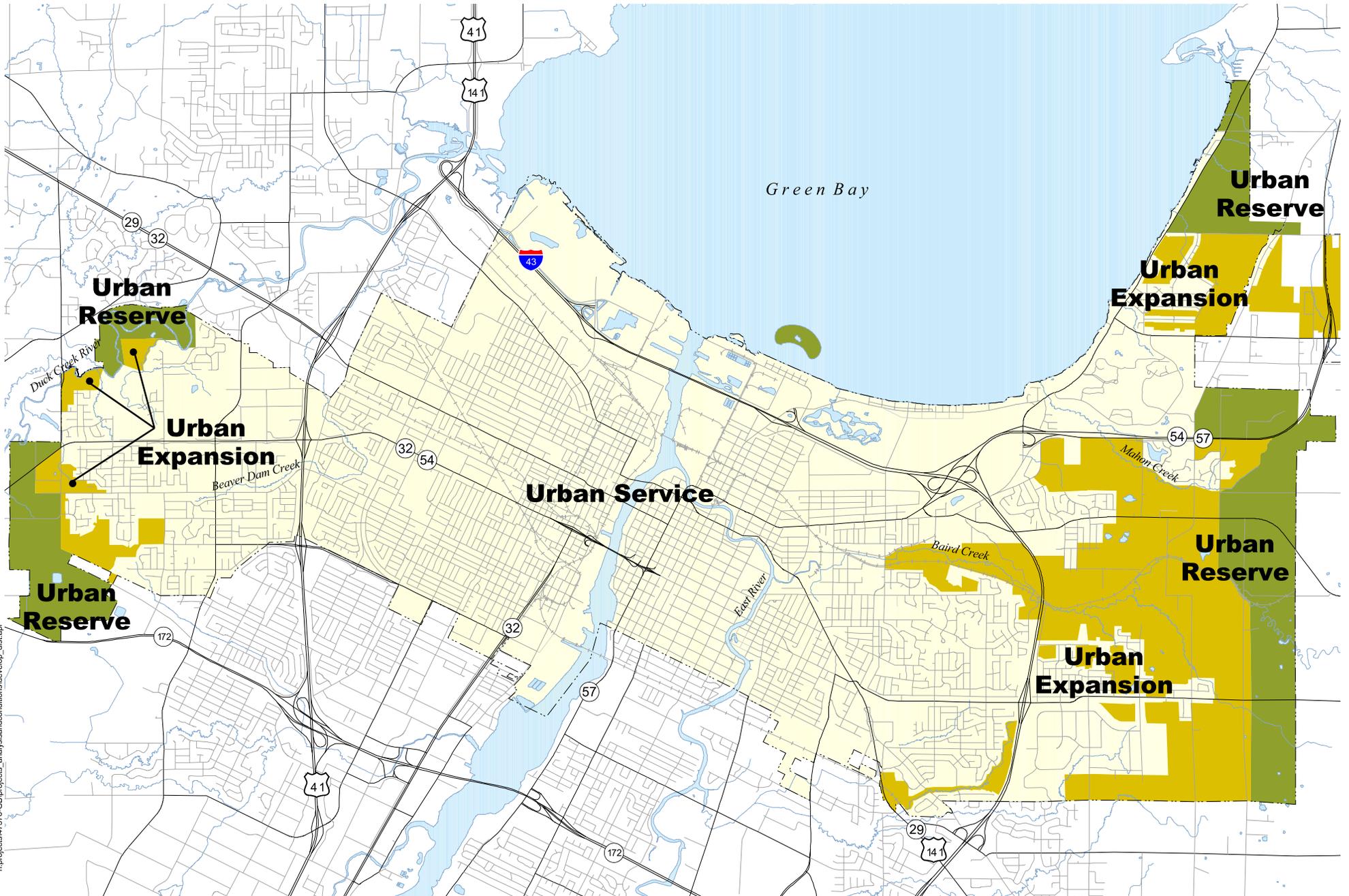
1. Identify sewer service areas, or those areas tributary to a publicly-owned sewage treatment plant to which public sanitary

sewer service could be provided within a 20-year time-frame, and

2. Identify environmentally sensitive areas, or those lands located in a sewer service area within which public sanitary sewer service and associated development should not be allowed.

The *Brown County Sewage Plan (1995)* forecast the number of acres needed in each city, township or village for residential and commercial-industrial land by 2015. For the City of Green Bay, it was estimated that 6,397 residential acres and 2,242 commercial-industrial acres would be needed. (These are totals, not increases.) That amount of land was judged to be enough so that land price inflation is not induced yet not so much that the local and regional investment in sewer lines is excessive.

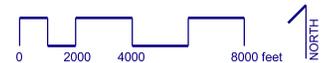
Environmentally Sensitive Areas (ESAs) are not included in these figures. ESAs include lakes and streams, wetlands, certain woodlands, and steep slopes. The Natural Resources Analysis describes and locates the ESAs in Green Bay.



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**Figure 4-5
Development Districts**



The 1995 plan delineated the extent of Sewer Service Areas based on those land need forecasts mentioned above. Figure 4-6, Sewage Treatment Service Areas, illustrates the fact that all of Green Bay is within a Sewer Service Area. Also within a Sewer Service Area are the Town of Bellevue, the Village of Allouez, the City of De Pere, the Town of Ashwaubenon and parts of the Towns of Scott and Howard.

Location of land within the 2015 Sewer Service Area does not necessarily mean that sewer service will immediately be made available – that is the decision of the local unit of government. Land contiguous to a serviced area should be served before land requiring a major extension of sewer lines. Thus, Green Bay has decided to stage the outward extension of its lateral lines from the regional interceptor line. (Refer to the preceding section entitled Development Staging Policy.)

The Green Bay Metropolitan Sewerage District includes two treatment plants: one at the mouth of the Fox River (the Metro Plant) and another along the Fox River in De Pere. Figure 4-6 illustrates that the western half of the Town of Bellevue is allocated to flows to the Metro treatment plant and the eastern half is allocated to the De Pere plant. Those demarcation lines are based partially on technical reasons and partially on political considerations.

Water Service

The water treatment and supply system does not present any obstacles to the orderly growth of the community. In fact, the City has excess capacity and could serve present or future development in adjacent communities if annexation were to occur.

The City operates a public water system that brings water from Lake Michigan. There is plenty of unused capacity in the City of Green Bay water treatment plant. In 1999, the average daily water use was approximately 18.5 million gallons per (MGD) day while capacity of

the treatment plant is 24 MGD with surge capacity of 28 MGD. The city is in the process of improving the capacity of its water system. Upon completion of Phase II of the *Green Bay Water System Strategic Plan* plan, the city will have a Lake Michigan water supply capacity of approximately 42 MGD and back-up well capacity of approximately 11.4 MGD.

A few improvements were recommended by the *Green Bay Water System Strategic Plan* during the 2000 to 2020 time period in terms of transmission mains and treatment plant quality.

The *Green Bay Water System Strategic Plan* assumed that substantial new development will occur in the southwestern, western and northern parts of the Grandview Pressure Zone, in the east part of the Mt. Mary Drive Pressure Zone and the northeastern part of the Badger Street Pressure Zone. A lesser amount of development is anticipated in the Hobart Drive and Lime Kiln Road Pressure Zones.

Adjacent towns and villages presently draw water from an aquifer, which provides poor quality water and is reported to be low on volume because of overuse. Consequently, those communities are cooperating on a feasibility study to bring water from the lake, treat it, build a distribution and storage system and establish a billing and maintenance system. That study was underway in 2001, and those communities were continuing to negotiate with the City for service at that time. The cost of building a suburban system may be unacceptable to those users.

Growth Management beyond Current City Boundaries

It will be very beneficial for Green Bay to exert some influence over the pattern of land use and development beyond its current boundaries, particularly in the Towns, and to gradually enlarge its municipal boundaries.

4. Land Use

Influence over the land use and capital improvement decisions of neighboring communities will allow Green Bay to protect and enhance the decisions and investments it has made or will make. Green Bay should show a corresponding cooperative attitude and seek mutually beneficial solutions that promote the well-being of the region.

Extra-Territorial Zoning

Green Bay may not unilaterally dictate the land use and zoning patterns of an adjacent Village or Town. However, a City and an adjacent town may cooperate on planning and zoning for that part of a town within three miles of the city. A city council may create and adopt a plan and zoning regulations for the area within three miles of its borders if:

- a. The area is contiguous to the city, and
- b. The city publishes its intentions to do so in the general newspaper and notifies the town clerk, and
- c. The city and the town each appoint three members to a joint planning committee for the territory outside the city (the town is required to appoint 3 members and the city three members), and
- d. Any such plan or zoning regulations are approved by a majority of the six person joint planning committee after a public hearing on the matter.

Annexation

Annexation of property from adjacent Towns and the resulting growth of local tax base are good for both Green Bay and the region because:

- Forecasts indicate the likelihood of continued growth in households and jobs in the region
- Municipal services are required to accommodate that growth and a sustainable urbanization

- Green Bay is most capable of providing those services.
- A fiscally-sound central city is critical to the economic well-being and quality of life of the entire metropolitan community, and expanding Green Bay's tax base is key to achieving long-term fiscal health.
- Civic problems are best solved when a municipality includes members of all social groups, including those who can typically afford to live in new housing on the growing fringe.

However, Wisconsin law makes it impossible for a city to annex land from an adjacent town without the consent of those affected. Under either of the two methods described in Appendix A, a majority of the landowners in the annexation area must approve the annexation, in some cases more than once.

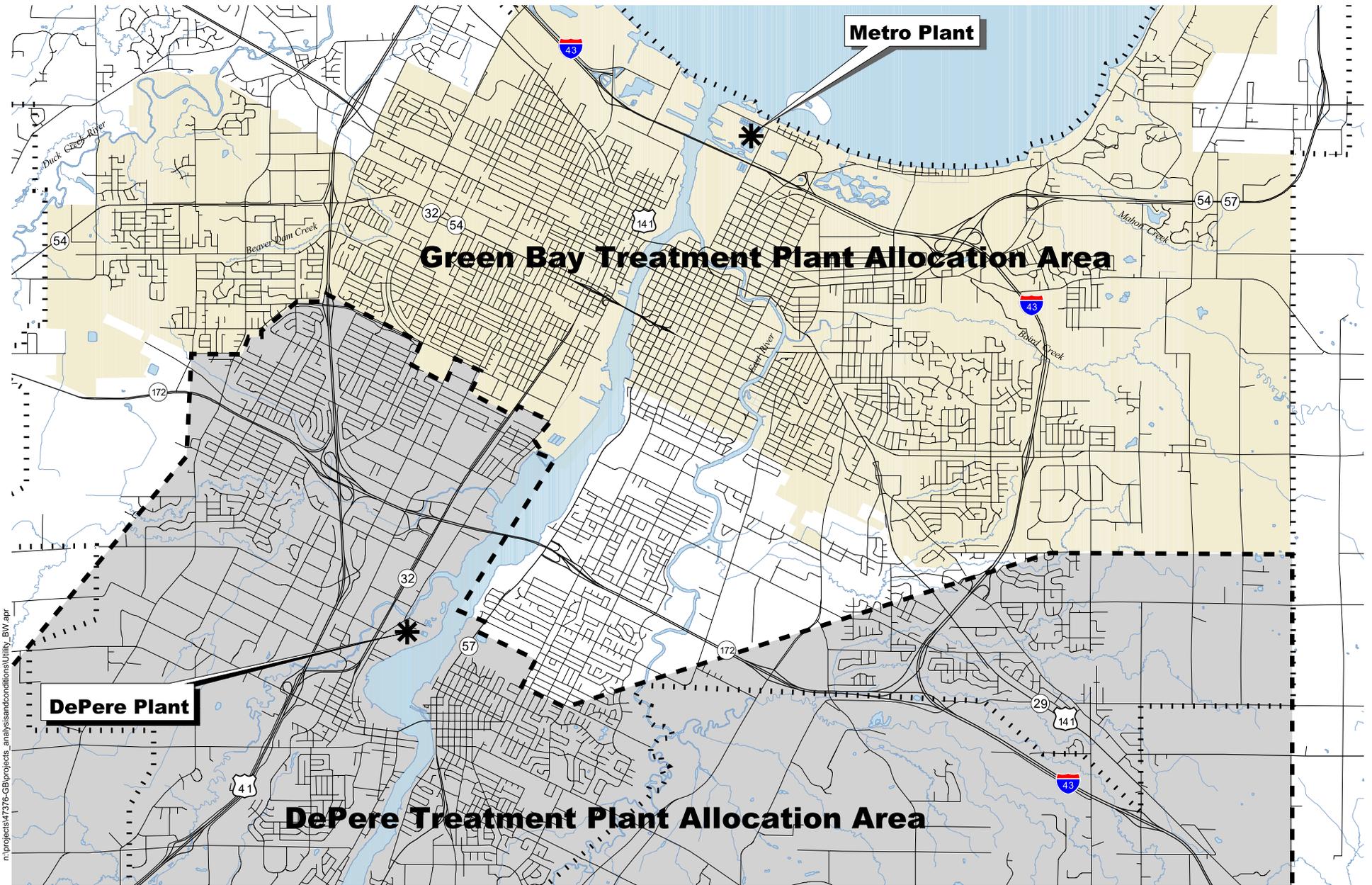
The City of Green Bay has expanded on many occasions through annexation, the largest in recent times involving the Town of Preble. Potential locations for future annexation would seem to be on the eastern perimeter in the Towns of Scott and Humboldt.

Providing Public Utilities

Public utility service is one of the major incentives that a developed city such as Green Bay has in encouraging landowners from adjacent townships to petition for annexation. Unfortunately, the City of Green Bay does not own the sanitary sewage treatment plant nor the main lines (called interceptors). Fortunately, providing water service to adjacent communities could be used to negotiate agreements for the staged annexation of land to the City.

Potential Growth Locations

The most apparent locations in which to accommodate the additional households and jobs forecast in Table 4-3 are:

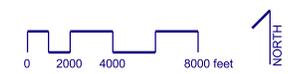


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-  Treatment Plant
-  Year 2015 Sanitary Sewer Service Area (Approx.)
-  Treatment Plant Allocation Area Boundary

Figure 4-6
Sewage Treatment Service Areas



4. Land Use

- The eastern fringe of the city, east of I-43, where there are approximately 3,300 developable acres of land
- The western fringe of the city, where there are approximately 300 acres of developable land.
- Packerland Industrial Park and vicinity
- Infill and redevelopment locations in the downtown, along the Fox River, near the bay and along certain major road corridors (e.g., Lombardi Avenue, Main Street, Military Avenue, University Avenue, etc.)

Economic Development Potential

The economies of the City of Green Bay and of Brown County thrived in the 1990s, although both were affected by the subsequent recession of 2001-2002:

- Per capita job growth of 5.9 percent in 1999 was the highest in the country, according to the US Bureau of Labor Statistics.
- Brown County ranked first in job creation in Wisconsin with an increase of 34 percent from 1991 to 1999. This reflects the addition of 35,000 jobs. The statewide average was a healthy 21 percent.
- The unemployment rate in Brown County has been lower than the state average in the past decade and has been below 3 percent since mid-1997.
- Employment growth in the Fox Cities (29 percent) was also faster than the statewide average of 21 percent.
- Employment growth in the Green Bay metro area is expected to increase by more than 12 percent, according to the Wisconsin Department of Revenue (second only to Madison and well above statewide average of 7.7 percent).

(Refer to the Economic Development Analysis for more detail on these and related issues.)

The top five basic industries in Green Bay are paper, insurance, food, trucking and warehousing, and industrial machinery (in that order). Green Bay's largest employers are in the sectors of health services, eating and drinking establishments, paper, education, business services, trucking and warehousing, and food (in that order).

The Port of Green Bay: Both the number of ships using the Port and the tonnage shipped through the Port increased in the 1990s. The Port is critically important to the economy of the City and the region, particularly to the paper industry. The City and the Port Authority need to cooperate to ensure that land use along the river is devoted to active river shippers and other water-dependent activities.

The Port currently owns the dock walls and the land 25 to 50 feet back from them. The Port is interested in controlling more land so that it can keep land available for active users of port facilities.

There has been some interest by the Port Authority in concentrating Port operations over the long term to the area north of Main Street to the extent possible. This would reduce conflict with long-term plans for high-amenity developments south of Main Street.

I-43 Business Center: There is enough suitable land available to continue to expand this major business park until only about 2005 or 2007. Then another location will be needed. Candidate locations should include redevelopment sites within the City of Green Bay and open sites in the City or in adjacent communities (assuming annexation).

Employment Forecasts

The State of Wisconsin, Department of Workforce Development completed the "Brown County Workforce Profile" in October of 2002. The report discusses the fact that there was a labor shortage in the County prior to the downturn in the nation's economy. The City of Green Bay did feel the labor shortage in the 1990s, however, the large in-migration of work-age people provided some relief. It is

expected that when growth resumes in the economy the City will again face a labor shortage although it may be less severe than the rest of the State. It is anticipated that employment in the City of Green Bay will level off or drop slightly until the nation's economy begins to expand. When this occurs the labor force population growth in the City should allow Green Bay to remain competitive to the rest of the State and be prepared to attract quality jobs to the area.

Land Development Regulations

A generalized pattern of zoning is illustrated by Figure 4-7, Green Bay Zoning, 2001.

Green Bay's zoning and subdivision ordinances have evolved over many decades, and offer the reader an interesting historical retrospective of early zoning and platting regulations, beginning as far back as the 1920s.

The City's residential neighborhoods are divided into five main residential districts – First through Fourth, plus a Downtown Residential District. Many of the near downtown neighborhoods were recently downzoned from Third Residential (R-3) to First Residential (R-1) in response to problems with conversions of single- or two-family houses to apartments (lack of off-street parking, overcrowding, etc.) As a result, there are few remaining areas – and almost no vacant tracts – currently zoned to allow multiple-family housing.

The residential district regulations are basically sound, and primarily need updating in the areas of format and organization. A few districts, such as Suburban Residential and Residential Park, no longer appear to serve a need and can probably be eliminated.

Nonresidential districts are more complex. A series of commercial districts are established, ranging from Neighborhood Business to

Highway Business (the least restrictive). The majority of the City's commercial corridors, and the downtown, are classified as First Business. These districts are interspersed with smaller areas zoned Highway Business (permitting automobile service stations and drive-in uses). The lists of permitted uses in the business and industrial districts are frequently outmoded and unnecessarily detailed. The Institutional and Educational Overlay Districts seem to serve important functions in dealing with large facilities of this type.

An initial overview of the zoning ordinance shows a confusing format and poor internal organization. For example, the lack of headers or footers make it difficult to determine one's place in the document, and the practice of separating permitted uses from dimensional standards for each district requires lots of page-turning. Administrative requirements are scattered throughout the ordinance, rather than being grouped into a distinct section.

Lack of site plan review procedures within the ordinance causes difficulty for City staff in reviewing plans, since it is difficult to require high-quality development standards without specific authorization. As a result, staff frequently rely on two new overlay districts, the Planned Urban Development (PURD) District and the Planned Commercial Development (PCD) District, to conduct appropriate design and site plan review of large development projects. In updating the zoning ordinance, it should be possible to establish basic site plan review procedures that will work within all zoning districts.

Other sections of the ordinance, such as the parking standards, are well-thought-out and illustrated.

The subdivision ordinance is shorter and more understandable. However, street standards seem designed to create "suburban" street patterns and overly wide streets. Alleys, for example, are generally prohibited in residential areas, and through-streets are discouraged within neighborhoods. The result of this development pattern is that

4. Land Use

many short trips are forced onto arterial or collector streets. These standards will be reconsidered in light of more contemporary development practices.

Another aspect of the ordinance revisions is the incorporation of one or two new districts, providing for Traditional Neighborhood Development and Conservation Subdivisions. Wisconsin's recent comprehensive planning and "smart growth" legislation requires that every city and village with a population of at least 12,500 must enact an ordinance "similar to" the model TND ordinance prepared by the University of Wisconsin Extension. (A similar requirement for adoption of a Conservation Subdivision ordinance no longer applies to these larger cities and villages.)

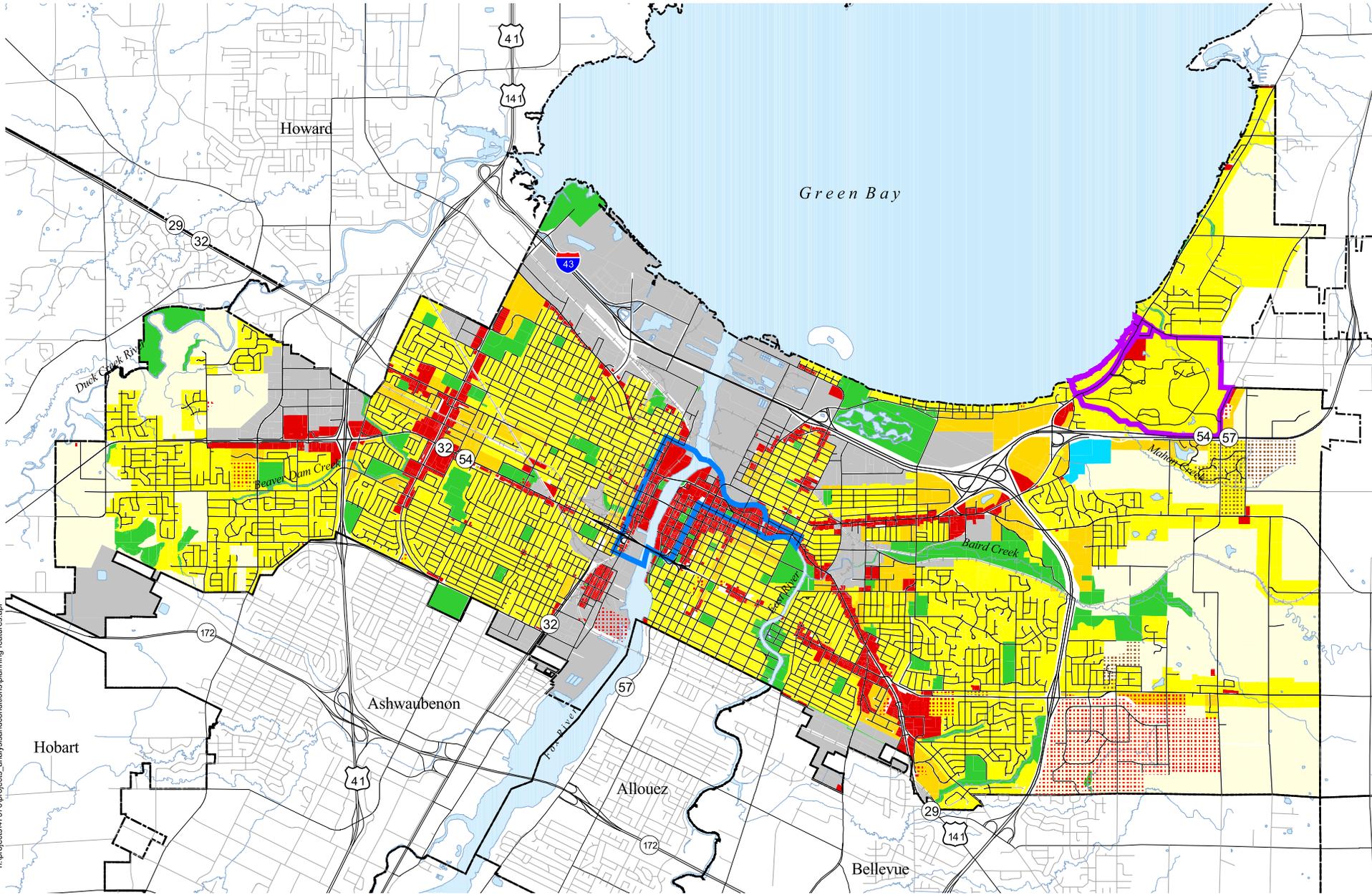
The purpose of the TND ordinance is to foster compact, mixed use neighborhoods, based on traditional small town and city neighborhood development principles. The model ordinance, now available in draft form, is intended to be crafted to suit the needs and preferences of each municipality. Several issues to be considered are:

- Should the TND be treated as an overlay? A free-standing district? Will it be applied to one or more specific sites or be available for future use?
- How will TND standards, especially street standards, be integrated with conventional zoning requirements, or will they be available as an alternative system?
- To what extent will the standards be graphically-based, as are many TND ordinances?
- Will the TND apply to redevelopment sites or entirely to "greenfield" sites? How should it respond to existing site conditions?

Conservation subdivision design, while not mandatory, should also be considered as a planning tool. Its purpose is to preserve significant open space, farmland and natural amenities by concentrating residential development on only a portion of a tract,

protecting the remainder as open space. Conservation subdivisions may be appropriate for certain areas that are particularly rich in scenic or natural amenities. If this approach is to be encouraged, the following issues should be considered:

- A conservation subdivision should be no more difficult and laborious to undertake than a conventional subdivision, although additional information may be needed;
- To "level the playing field," there should be consideration of density bonuses for high-quality design or meeting other community goals;
- There should be equal effort applied to planning of protected open space and planning new residential neighborhoods;
- It should be based upon a thorough understanding of the site in question and its place in the larger landscape.

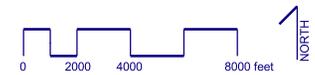


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- | | | |
|---|--|--|
|  Residential Park |  Industrial |  Commercial Construction District |
|  Low Density Residential |  Institutional |  Education |
|  Medium - High Density Residential |  Public Property / Conservancy | |
|  Business |  Planned Commercial District | |
| |  Planned Urban Residential District | |

Figure 4-7
Green Bay Generalized Zoning, 2001



Summary of Findings and Conclusions

Listed below are some of the major points to be derived from the preceding sections.

- **1979 Plan:** The 1979 plan has outlived its usefulness.
- **Growth Forecast:** The City of Green Bay is forecast to increase at a slow but steady rate of approximately 5,000 households over the next 20 years, which would require roughly 1,200 acres of land.
- **Rivers:** The Fox and East Rivers are major environmental resources that have great potential to stimulate and guide development, recreation and commerce. Land near the Fox River has been greatly abused.
- **Bayfront:** The bayfront is generally overlooked and abused.
- **Fringe Development:** The path for fringe development during the next two or more decades will primarily be to the east and northeast. Open land exists in Green Bay east of I-43, major sewer lines have been extended along the bay into Scott Township, and annexation petitions seem likely over time from landowners in the Towns of Scott and Humboldt.
- **Central Area Development:** Development in the older neighborhoods will involve redevelopment since there are few open sites.
- **Sanitary Sewer System:** The sanitary sewer system can no longer be used as an annexation incentive, although the water system can.
- **Potential Revitalization Districts:** There are several districts that appear to warrant concerted programs of publicly-assisted revitalization.
- **Residential Neighborhoods:** Most residential neighborhoods are sound and well maintained.
- **Commercial Development:** The appearance of most commercial areas is poor because of insufficient landscaping, site planning, sign control and building design. Most commercial development is strung along arterial roads rather than clustered, to the detriment of the traffic capacity of the roads, the access to the businesses and the appearance of the corridors.
- **Baird Creek Parkway:** Baird Creek Parkway has potential for extension to the east as a major amenity to development there.
- **Business Parks:** There is a need to site one or more additional large locations for office and light industrial growth.
- **Business Retention:** The City must continually work with its key businesses to retain and expand its economic health.
- **Downtown:** The downtown, an essential component of life in Green Bay, has many strong points but is at a critical juncture in its evolution.
- **Port of Green Bay:** The presence and continued viability of the Port is a critical factor in Green Bay's economic health. Its operations also have major impacts on land use, riverfront and bayfront development, and natural resources restoration.
- **Market Niche:** Green Bay is the most urban of the cities in its region. For that and other reasons, it appears to have a market opportunity to provide features found in other successful cities – compact neighborhoods with sidewalks, street trees and parks, integration of well-designed multiple-family and single-family

housing, mixed-use development, a vibrant downtown, and cultural and entertainment offerings.

Major Land Use Planning and Development Issues

The following is a summary of issues that should be debated and resolved during the course of this comprehensive planning process.

Primary Issues

- **Fringe Growth:** What should be the future pattern of land use on the City's perimeter? What should be the pattern of land use, major roads and major utilities? What should the City do to preserve its land use options on its fringe?
- **Public Access to the Riverfront:** To what extent should the City strive to provide or require public access to the riverfront during property redevelopment? What should be the balance between public access and private control?
- **Neighborhood Stabilization or Improvement:** What should the plan include to help protect or revitalize older neighborhoods? What should be the essential elements of that strategy? How should the City work with other agencies and private organizations toward these objectives?

Growth and Redevelopment

- **Annexation:** Should the City promote annexation petitions from landowners in the Towns of Humboldt, Scott or Bellevue? Should the City draw long-term plans that assume Humboldt and Scott Townships eventually become part of Green Bay?
- **New Neighborhood Design:** What design features should be incorporated to create the most attractive, sustainable

neighborhoods? Should a variety of housing types, densities and costs be included in new neighborhoods; what is the best way to accomplish this? How much control does the City wish to exercise over the design of new subdivisions? How much money might the City wish to invest in public amenities in these neighborhoods? How might the proposed Traditional Neighborhood Design or the Conservation Subdivision ordinances be used in these neighborhoods?

- **Parkways:** What should the City do to create a network of linear open space and trails. How should the Baird Creek greenway be extended?
- **Industrial Growth:** Where should future industrial job growth occur? Should certain sites presently used for industry be planned for other uses in the future? Should the City attempt to locate another business park or focus on redevelopment and intensification?
- **Brown County Plan:** To what extent should the Green Bay plan follow the Brown County plan; where should it depart from it, if at all?
- **Capturing Regional Growth:** What should the City do to capture a higher percentage of the growth that might otherwise occur in the nearby cities and townships?
- **General Redevelopment:** How proactive should the City be in encouraging redevelopment? Should the City use its powers of eminent domain to acquire land for redevelopment or should incentives, such as tax increment financing, be used to entice private developers to redevelop certain properties? What other actions can the City take to entice private developers to invest in redevelopment within the City limits?

4. Land Use

- **Brownfield Redevelopment:** To what extent, if at all, should the City expend funds to help cover costs related to pollution clean up, land assembly or access improvements to stimulate redevelopment?
- **Incentives:** In what instances should the City provide incentives to encourage investment in Green Bay? If so, what types of incentives would be most effective? What other steps should be taken to make the City more attractive for investment?
- **Riverfront and Bayfront:** How should the City respond to its two greatest natural features – the Fox River and Green Bay? Should riverfront businesses that are not river-dependent be encouraged to relocate in order to free up land for “more appropriate” riverfront development? What role, if any, should the City play in their relocation? Which riverfront lands, if any, should be converted to industry to parks, housing, offices, restaurants or other businesses? How much, if any, of the bayfront should be reclaimed for natural open space? Which, if any, of the industrial sites should be redeveloped and used more intensively?
- **East Side Commercial Land:** Where should additional commercial space be planned east of I-43, and how much land should be guided on the plan?
- **Major Institutions:** What should the City do in response to the continuing need for growth of St. Mary’s, Bellin and St. Vincent’s Hospitals?
- **Appearance:** What should the City do, if anything, to improve its overall physical appearance? Is the population satisfied with the present appearance of the community? Should the City take design cues from the major regional features such as the Fox River and the bay?
- **Mixed-Use Development:** Are vertically mixed retail or office and residential developments desired in Green Bay? What actions, if any, might the City take to encourage the market to make this type of investment? What might be the most feasible locations for this type of intensive investment?
- **Regional Planning:** What should be the City’s role in regional land use and transportation planning? Should the City of Green Bay work to annex additional land as a means of bringing a higher level of regulatory consistency to newly development land on its fringe?
- **Property Maintenance:** Should the City be more proactive in requiring timely property maintenance and repairs? Would the community support increasing staff size or capabilities to enable more proactive enforcement of codes? If not, what other steps, if any, should be taken to improve the appearance and safety of private property?

Neighborhood Revitalization

- **Housing Mix:** Should each neighborhood provide a broad mix of housing types (e.g. single-family detached, townhouses, apartments) and affordability? What, if anything, should the City do to encourage a mix of housing types and affordability?
- **Mixed Use:** Should small commercial uses (shops, offices) be allowed or encouraged within residential neighborhoods? What about parks and schools?
- **Housing Choice:** Are there particular segments of the community whose needs are not being met by the current housing supply (e.g. elderly, low-income, middle-income, students)? What, if anything, should the City do to provide more housing choices?

- **Cluster Development:** To what extent, if at all, would the community support regulations to require new housing development in the outlying rural areas to use clustering techniques in order to retain larger areas of undisturbed open space?

Commercial Corridor Redevelopment

- **Arterial Road Corridors:** What approach should the City and County take to resolve the conflicts between housing and commercial development along its arterial roads and to prevent or minimize those problems in the future? What policies and regulations should be adopted to protect the traffic-carrying capacity of the arterial roads?

Economic Development

- **Business Parks:** Where should the next office and industrial park(s) be located? Should a developed portion of the city be cleared for this activity?
- **Downtown:** To what extent should the City invest in the continued economic development of downtown including property redevelopment, infrastructure improvements (e.g., access, parking) and public space improvements (e.g., riverfront, plazas, sidewalk spaces)?
- **Port of Green Bay:** How can the continued viability of the Port and port-dependent industries be ensured while achieving other land use goals involving bayfront and riverfront restoration and water quality improvements?

Environmental Protection

- **Natural Resources Protection:** Which natural resources are most in need of added protection, and what actions should be

taken to achieve identified levels of protection? What should the City do, if anything, to expand on its existing system of linear open space and trails. How could such facilities be used to promote and capture development, improve quality of life and protect water quality? How much is the community willing to pay for improved connections to natural open spaces?

- **Open Space:** Which locations should be identified for open space preservation, and what techniques should be used to protect them? How should protected open space be used to advance other objectives of the Comprehensive Plan?
- **Creek Corridors:** What should be done to protect the natural characteristics of the creek corridors and improve their function as public amenities?

Intergovernmental Coordination

- **Regional Planning:** What should be the working relationship among Green Bay and its adjacent cities and townships in regard to planning land use, transportation, parks and natural resource protection?

Land Use Plan Implementation

- **Zoning Ordinance:** What changes should be made to the zoning ordinance to achieve the objectives of the land use plan?
- **Integration of Land Use and Zoning?:** How can land use plan goals be reflected and implemented through the City's ordinances?
- **Design Standards:** How can design concepts best be integrated into municipal codes, and where should they apply – commercial, industrial and multi-family districts, or in neighborhood residential districts as well?

4. Land Use

- **New districts:** How should the new TND districts mandated by state law – traditional neighborhood developments – be created and applied in Green Bay?
 - Should the TND be treated as an overlay? A free-standing district? Will it be applied to one or more specific sites or be available for future use?
 - How will TND standards, especially street standards, be integrated with conventional zoning requirements, or will they be available as an alternative system?
 - Will the TND apply to redevelopment sites or entirely to “greenfield” sites? How should it respond to existing site conditions?
 - Will the conservation subdivision ordinance (no longer legislatively required) have any potential applicability in Green Bay?

- **Role of the Plan:** What should the role of the Comprehensive Plan be in shaping City policy, ordinances and budgeting?

APPENDIX A: Annexation and Extraterritorial Powers of the City

Methods of Annexation

Wisconsin law makes it difficult for a city to annex land from an adjacent town. Under either of the two methods described below, a majority of the landowners in the annexation area must approve, in some cases more than once.

Annexation by Referendum Initiated by the City

The City Council by two-thirds majority may vote to apply to the circuit court for an order for an annexation referendum. The court may approve that application unless a protest petition is filed with the court by:

- a. The owners of more than one-half of the real property in assessed value in the territory proposed to be annexed, or
- b. A number of qualified electors residing in the territory equal to at least a majority of the votes cast for governor in the territory at the last gubernatorial election.

If the court finds the protest petition to be insufficient, it shall hear all parties for or against the application.

If the court, after the hearing, is satisfied the requirements have been met, it may order an election on the question of referendum. If a majority of the electors in the territory in question approve of the annexation, the territory shall be annexed to the city.

Annexation Initiated by Electors

Annexation of land to a city may also be accomplished by either of two methods:

- a. If petitioned to the city by at least one-half of the landowners of the territory to be annexed, either in area or real property value, and two-thirds of the City Council approves the petition
- b. If at least half of the owners of real property either in area or value petition for a referendum and a majority of the electors in the territory vote to approve the annexation. The state Department of Administration may advise the town and the city whether it thinks the annexation is in the public interest (defined by what jurisdiction could best provide services and the shape of the territory to be annexed).

The statutes governing annexation are found in 66.0217 through 66.0219 of Wisconsin Statutes.

Extraterritorial Plat Approval Powers

If a subdivision plat is proposed in a part of a town within three miles of a city, the final plat may not be recorded unless it has been approved by the town, the county and the city. However, this requirement only applies to a “subdivision,” which is defined as the act of creating by division five or more parcels of land that are 1.5 acres in size or smaller, including those created by successive divisions within five years. Thus, it does not apply to certified survey plats (sometimes known as metes and bounds descriptions or land splits), which are a common way of creating land parcels in towns. It also does not apply to plats having parcels larger than 1.5 acres.

Extraterritorial Zoning

A city and an adjacent town may cooperate on planning and zoning for that part of a town within three miles of the city. A city council may create and adopt a plan and zoning regulations for the area within three miles of its borders if:

- a. The area is contiguous to the city, and
- b. The city publishes its intentions to do so in the general newspaper and notifies the town clerk, and
- c. The city and the town each appoint three members to a joint planning committee for the territory outside the city (the town is required to appoint 3 members and the city three members), and
- d. Any such plan or zoning regulations are approved by a majority of the six person joint planning committee after a public hearing on the matter.