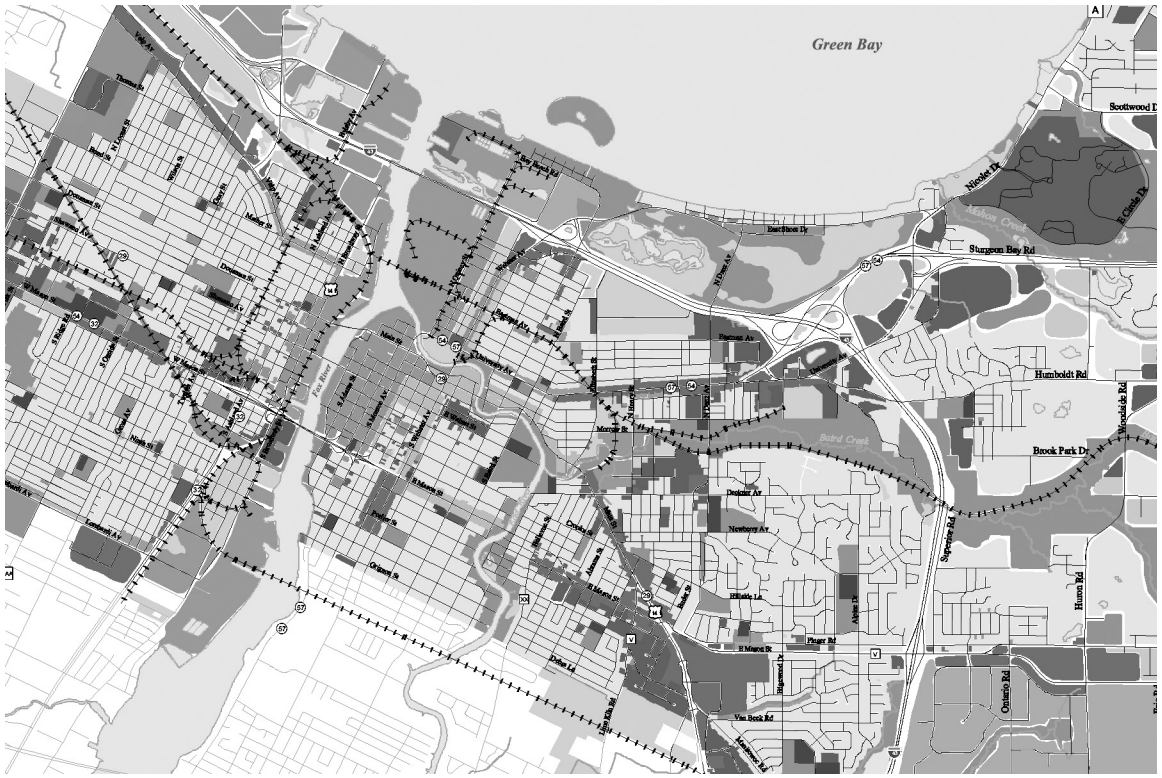
Introduction and Summary



Green Bay
Smart Growth 2022

Introduction and Summary

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Introduction and Summary

This chapter summarizes *Green Bay Smart Growth 2022*, provides an overview of the document and describes how the plan was prepared.

Introduction

Purpose of *Smart Growth 2022*

Smart Growth 2022 not only fulfills the requirements of Wisconsin legislation but will also serve these purposes for the City and the community:

- A long-term strategy for the growth of the city
- An aid to short-term decisions about a variety of subjects
- A reference for development application reviews
- A foundation for a new zoning ordinance and map
- A guide to preparing the multi-year capital budget
- A basis for intergovernmental coordination
- Communication to and leadership for the private sector

What is Smart Growth?

"Smart growth," the guiding principle of this plan, aims to accommodate development while protecting key resources, use land more efficiently, promote housing choice, reduce driving and promote walking bicycling and transit ridership.

Document Structure

Smart Growth 2022 is composed of two documents:

Volume I: Analysis and Background (Chapters 1 through 15). Describes current conditions, past plans, opportunities and major issues to be resolved in each of 13 subjects. The last two chapters consist of Conceptual Plan Alternatives – three major, generalized courses of action for Green Bay – and a hybrid conceptual plan that forms the basis for the policy plan elements in Volume II.

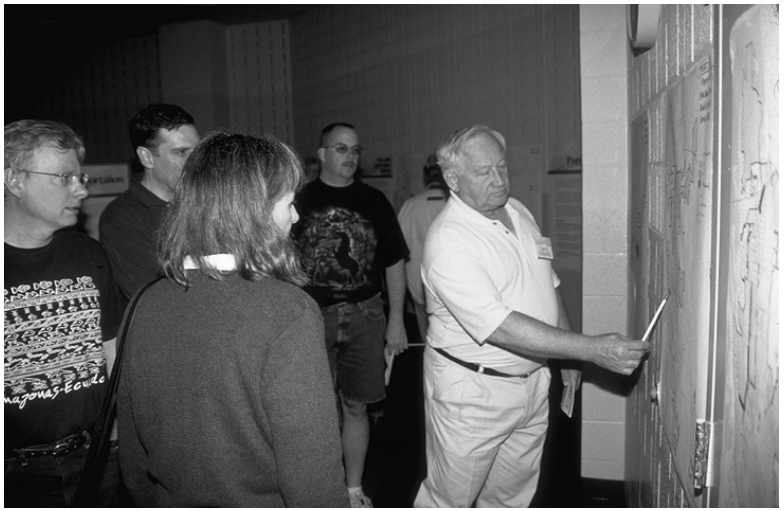
Volume II: Objectives and Policies (Chapters 16 through 29). Includes objectives, policies, maps and implementation actions responding to the issues and giving direction on these twelve subjects:

Natural resources	Housing
Land use	Public utilities
Transportation	Public facilities
Urban design	Economic development
Neighborhoods and districts	Historic preservation
Parks, greenways and parkways	Intergovernmental coordination

Public Involvement

Smart Growth 2022 was prepared with significant involvement by citizens and elected or appointed City officials using these means:

- A 30-members citizens advisory committee appointed by the Mayor
- Major community "open houses" (VisionFest and PlanFest) in which the public could view maps, review conditions or policies, provide comments, listen to presentations and talk with members of the advisory committee.
- Interviews
- Evening meetings in each of the six planning districts
- Presentations to civic organizations
- News and opinion articles in the *Press-Gazette* and *News-Chronicle* (the Press-Gazette won the American Planning Association Journalism Award among medium-sized newspapers for its seven-day series entitled "A Vision for Green Bay.")
- Four newsletters mailed to every household in the city
- Local television coverage
- An internet web page
- A public opinion survey
- An urban design survey.



The Initial Challenge

When Green Bay set out to update this plan, community leaders set as their challenge to "maintain, and in some cases improve, the quality of the community we have today." That challenge has guided their thinking every step of the way.

Green Bay has gone through more than a century of growth to achieve the quality of life it now enjoys. During that time, Green Bay's leaders have consistently recognized and enhanced those features that have helped make this community such a desirable place to live, work and play: its quiet, protected neighborhoods, its schools and parks, and its rivers and creeks.

How Has this Plan Responded?

Smart Growth 2022 has responded to the community's challenge by proposing selective refinements and additions to the pattern of land use, improvements to the roadway network, additions to the park, trail and open space systems, aesthetic improvements to major road corridors, and enhanced protection of surfacewater and other sensitive natural features. The plan will sustain residential neighborhoods while improving the design of its commercial and community centers. By carefully integrating residential and nonresidential land uses in and around commercial centers, in an environment that encourages walking, bicycling and riding the bus, the City believes that the appearance and convenience of these centers can be improved so that they will enhance the region's livability.

Perhaps the most important outcome of this process has been the extensive community participation, the sense of plan ownership and the awareness of the *Smart Growth 2022* process itself.

What Has Been Learned from this Planning Process?

Through the process of updating the *Smart Growth 2022*, Green Bay has reinforced what was already known – that there is wisdom in citizens' understanding of their neighborhoods and the broader community, and that by involving them closely in this process of community building the results can be greatly improved.

How Can This Plan Be Used Effectively?

Smart Growth 2022 should be regarded as the central guiding document for all major physical planning and capital improvement decisions by the City. Officials and staff should refer to its goals, policies and maps on a regular basis, either adhering to them or officially revising the plan as circumstances change. The central elements of the plan should be consistent and ongoing while the specifics should be amended to best suit community needs at the time. However, no future City Council is bound by the recommendations of this plan.

Where Does the City Go from Here?

Green Bay now turns its attention to the future, which can be guided by the decisions made today. Plans like this one are implemented through a series of small and large land use changes, initiated for the most part by the private sector. In Green Bay, citizen involvement is an integral and welcome part of the planning and development review process. Please join in this ongoing effort to shape the future of Green Bay.

Plan Summary

Conditions and Issues

A summary of the major conditions and issues is presented in Chapter 2.

The three most important planning questions facing Green Bay were identified as:

Stabilization and Redevelopment: What should be the City's strategy for maintaining or improving the older parts of the community?

Fringe Growth: Should Green Bay strive to annex land and grow beyond its present borders? What should be the future pattern of land use, major roads and major utilities on the City's perimeter? Should new neighborhoods on the fringe be designed more like the older areas in terms of interconnected streets, sidewalks, street trees, parks and garage placement?

Major Road Corridor Design: To what extent is the City willing to change its regulation of private site design and public lighting and landscaping along the major road corridors in order to improve their appearance and function?

Conceptual Plan Alternatives

In order to create and adopt a concept plan, three general plan scenarios or alternatives were drafted. These scenarios were conceived as "pure" or abstract forms of the potential course of action. The intention was to promote a debate about the major issues and begin to resolve them. Consequently, none of them was expected to be selected without modification to guide the completion of the *Green Bay Comprehensive Plan*. Instead, one might be generally preferred and some positive aspects of the others incorporated to create the concept plan.

The scenarios were written after studying the fundamental, strategic issues or concerns in Green Bay as identified in the first phase of the process. Ideally, the conceptual scenarios would be a framework in which to debate some of the secondary issues also. The alternatives were crafted to be distinct, understandable and viable.

The three conceptual plan scenarios are summarized as:

- **Economic and New Growth Emphasis:** Public policy and incentives direct most new growth and investment to fringe areas.
- **Neighborhood and Downtown Revitalization Emphasis:** Public incentives and actions emphasize rebuilding and improving presently developed locations.
- **Environmental and Cultural Emphasis:** Public policy and incentives value natural and cultural resources above all others.

Achieving consensus on a desired future development pattern for Green Bay was an important step in creating the comprehensive plan. Input received during VisionFest helped clarify community values and priorities, which will be used to evaluate the scenarios. These priorities, as well as comments and ideas from the public, the Citizens Advisory Committee, the City Planning Commission and the City Council were used to help create the concept plan from these scenarios.

Detailed descriptions and evaluations of the alternatives are presented in Chapter 15

The Concept Plan

This Concept Plan for *Smart Growth 2022* is based on the findings of the Analysis of Conditions and Issues along with an evaluation of three Alternative Growth Patterns.

Goals

The following goals guided the preparation of every element of *Smart Growth 2022*.

1. **Compact Growth:** Direct most new development to areas currently served by public utilities and roads while providing sufficient additional arterial roads and trunk utilities to attract private investment and keep land prices competitive. Continue to follow the City's Development Districts Policy.

2. **Neighborhoods:** Continue to improve existing neighborhoods and districts while redeveloping blighted or obsolescent properties, rehabilitating others and filling vacant or underutilized sites.

3. **Natural Environment:** Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.

4. **Municipal Growth:** Capture as much regional growth as possible and expand the municipal tax base while improving neighborhood quality and the natural environment. Provide high quality facilities and services to encourage annexation petitions.

5. **Transportation:** Build a diversified transportation system that supports the other goals of this plan, encompassing the movement of people and goods.

6. **Regional Planning:** Encourage the nearby Towns and Villages to adopt plans and zoning consistent with the preservation of agriculture, protection of natural resources and cost-efficient urban growth.

Concept Plan

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

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

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

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

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

appealing manner. In addition, Green Bay should abide by its longstanding policy to not extend water services without annexation of the land served.

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

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

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

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

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

Forecast Growth in Population, Households and Land Development, 2002 to 2022

Additional Population	8,000
Additional Households	4,150

	Gross Acres
Residential Acres	980
Commercial Acres	294
Industrial Acres	294
Total Acres	1,568

Residential Growth East of I-43	800

Acres Available for Development East of I-43	3,826

Natural Resources Plan

- Prepare a stormwater Management Plan and follow "best management practices"
- Protect stream edges
- Continue to cleanse the Fox River
- Extend greenways
- Protect remaining wetlands; restore some degraded wetlands.
- Plant trees along roads and in parks.

Land Use Plan

- Promote growth on the east side
- Plan and zone for a variety of new housing types, densities and costs
- Help create attractive single-family neighborhoods with lasting value through zoning, parks, schools, and treed-lined streets
- Plan for new retail locations
- Zone the edges of the Fox River for river-dependant industries, offices, housing, hotels and restaurants.
- Promote continuous industrial renewal.
- Reclaim sites contaminated by pollutants and plan for new land uses there.
- Continue to implement the 1996 Downtown Plan.
- Allow for a mixture of housing, offices and shops along certain corridors
- Adopt an entirely new zoning ordinance
- Encourage annexation petitions by providing attractive public facilities and well-planned urban development.
- Expand the I-43 Business Park and plan for additional business park space elsewhere, including the redevelopment of older industrial areas.

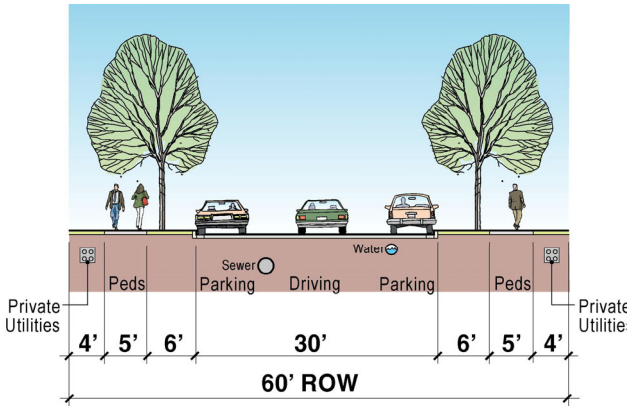
Parks and Greenways Plan

- Build two new community athletic parks – west-central and east.
- Create new neighborhood parks – east and west sides.
- Build additional soccer fields and softball fields.
- Continue the school-park concept.
- Extend greenways for ecology and recreation:
  - Baird Creek east to city limits
  - Baird Creek west to the East River
  - Duck Creek
  - Fox River – east and west banks
  - He-Nis-Ra Park to west city limits
- East River – Joannes Park to Webster Avenue.
- Complete Bay Beach Park.

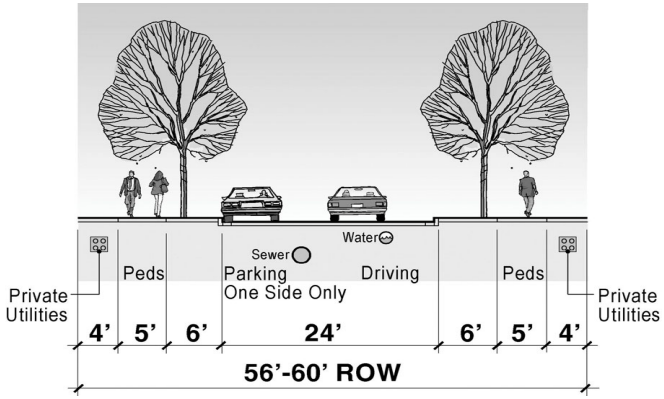
Transportation Plan

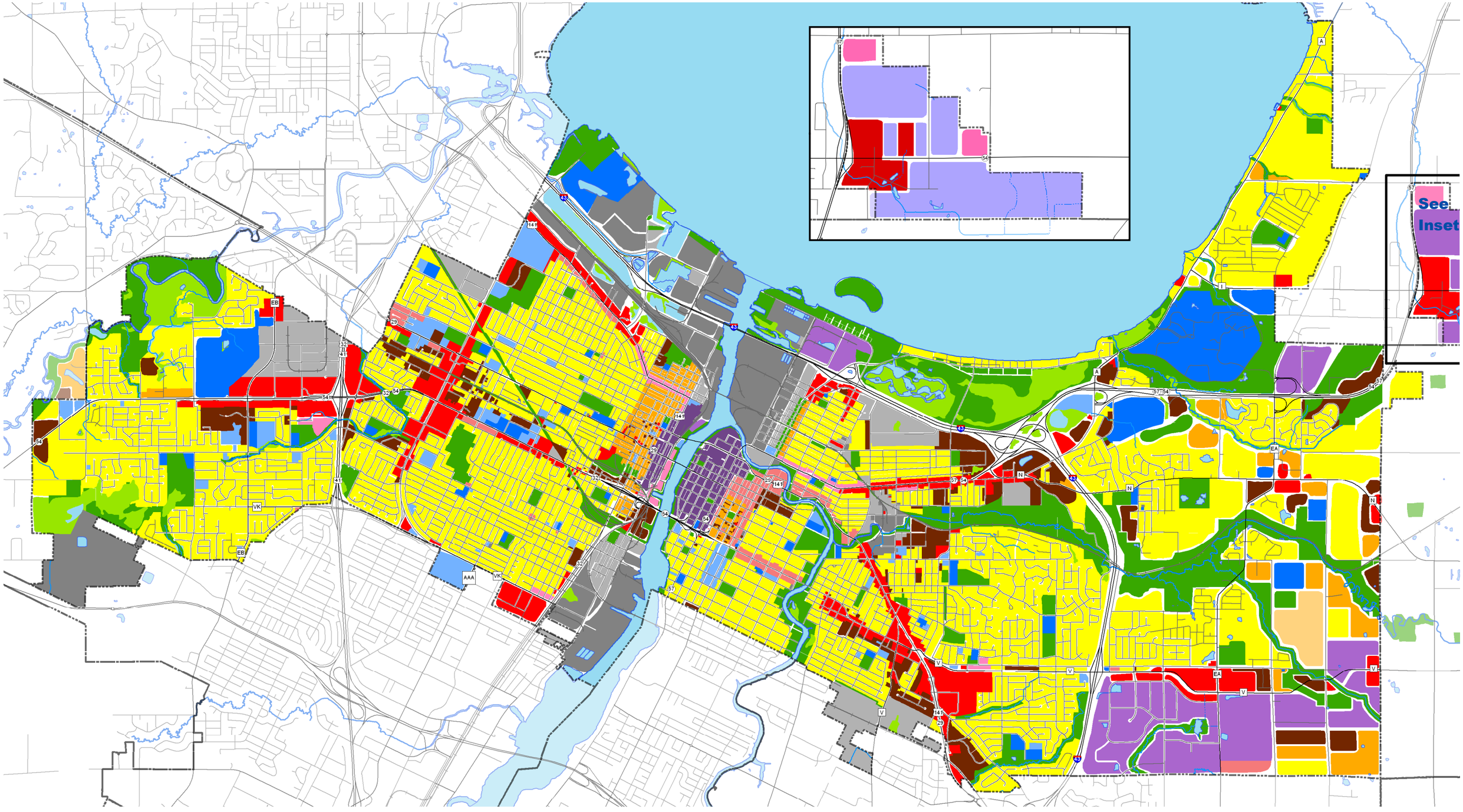
- Build new or improved arterial roads.
- Follow guidelines for neighborhood streets:
  - -- Interconnected
  - -- Narrower than the present standard of 36 feet
  - -- Sidewalks recommended
- Follow access management guidelines – driveway and intersection spacing.
- Complete minor intersection and similar improvements to reduce congestion and improve safety.
- Continue to build a bicycling network along the greenways and on-street.
- Extend bus service.
- Create a city-wide system of parkway streets: Highly landscaped streets with decorative lighting, including new streets (e.g., Huron) and retrofitted older streets (e.g., Mason)
- Make more use of transportation system management
  - -- Advanced signal systems
  - -- Computers and information technology
- Reduce excess capacity – i.e. make Jefferson and Madison Streets 2-way
- Apply traffic calming measures on some neighborhood streets
- Prepare a downtown parking management plan.
- Encourage passenger rail service with Federal and State assistance.
- Recognize the Port of Green Bay and related truck and rail systems as integral elements of the transportation system.

Recommended Local Residential Street Design with Parking on Both Sides



Alternative Local Residential Street Design with Parking on One Side Only





CITY OF GREEN BAY 1854 Titletown, USA

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

Figure 16-1
Land Use Plan

0 2,000 4,000 6,000 8,000 10,000 Feet

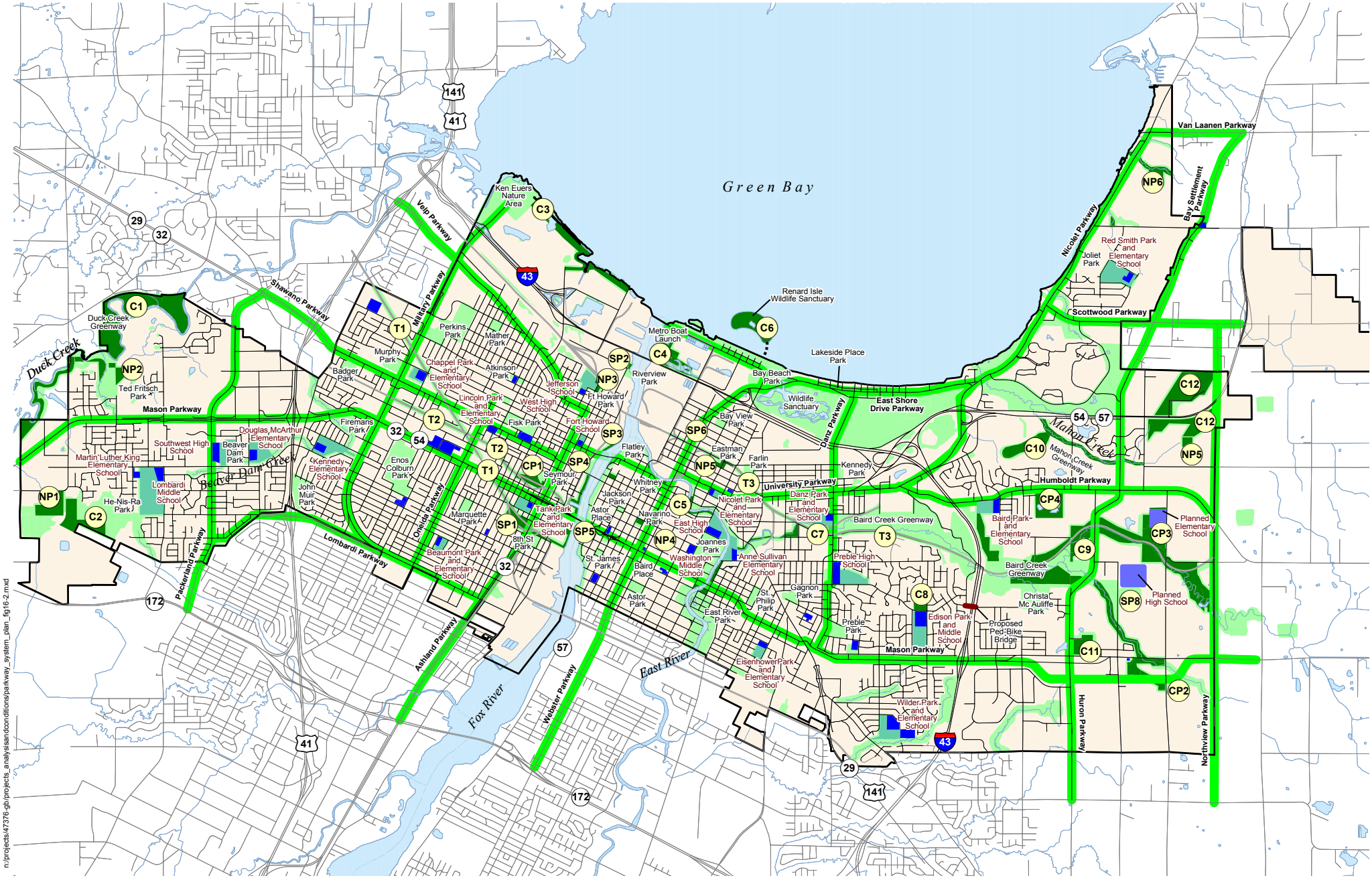
N

Urban Design Plan

- Incorporate the best aspects of a small town and a major city.
- Improve the design of commercial and multiple-family residential sites.
- Build a network of parkway roads.
- Build interconnected neighborhood streets with sidewalks and trees.
- Upgrade the appearance of major road corridors.
- Extend greenways along rivers and creeks.

Neighborhoods Plan

- Build identifiable, walkable neighborhoods.
- Follow traditional Green Bay neighborhood design principles.
- Use attractive parks, greenways and parkways as organizing elements.
- Promote context-sensitive infill and redevelopment in established neighborhoods.
- Reduce land use incompatibilities through redevelopment and screening.
- Follow guidelines for multiple-family housing design.
- Build narrower neighborhood streets with sidewalks and trees.
- Continue to coordinate hospital growth and neighborhood protection.



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2022 Smart Growth The Green Bay Comprehensive Plan

- Planned Parks
- Existing Parks
- Planned Parkways
- Proposed Ped-Bike Bridge

- NP Neighborhood Park
- CP Community Park
- SP Special Area Park
- C Conservancy
- T Trail

- Schools
- School-Parks
- Future Schools

20 May, 2003

Figure 16-2

Parks, Greenways and Parkways System Plan

0 2000 4000 8000 feet

NORTH

Housing Plan

- Build a regional solution to affordable housing needs.
- Plan for and allow a variety of new housing types, densities and costs in every sector of the city.
- Continue to assist housing rehabilitation and rent assistance.
- Follow design guidelines for better multiple-family housing
- Promote context-sensitive infill housing.

Public Utilities Plan

- Continue to extend public utilities in a way that promotes growth in a compact and contiguous manner.
- Provide water to other communities only in return for some benefit to the City of Green Bay, such as annexation.

Community Facilities Plan

- Work with the school district to plan additional school sites and school-parks.
- Work with the county to keep the east side library in the City of Green Bay.

Economic Development Plan

- Expand the I-43 Business Park, including an "office village."
- Support annexation petitions that would result in additional office or industrial development.
- Systematically redevelop underutilized, obsolete or contaminated areas that are appropriate for business and industrial parks.
- Develop business and industrial areas more compactly. Continue to revitalize downtown with a diverse mixture of commercial, office, visitor, entertainment and residential components.
- Increase public control of land along the Fox River to ensure river access is available to active port users. Relocate businesses that are not river-dependent. Concentrate port activities when feasible north of Main Street on the west side and north of the East River on the east side.
- Support revitalization of aging commercial corridors through a systematic, long-term process.
- Support improvements to road and rail movement and telecommunications.

Historic Preservation Plan

- Survey for additional historic districts and structures.
- Work to improve community understanding of historic preservation programs and benefits.
- Develop design standards and provide for site plan review in commercial historic districts (e.g., Broadway).
- Better integrate historic preservation into neighborhood planning.
- Improve the expertise of Historic Preservation Commission members.

Intergovernmental Coordination Plan

- Improve the exchange of information through annual leaders' meetings, planners' meetings, presentations about *Smart Growth 2022*, internet-based communication and agency coordination.
- Jointly prepare and adopt a regional plan for land use, transportation, utilities environmental protection and other Smart Growth subjects.
- Increase the sharing of public resources that have cross-jurisdictional use such as GIS, water, sewer, fire and life protection and affordable housing.
- Encourage land use plans in the adjacent Towns that are consistent with the objectives of the Green Bay plan and the aims of Smart Growth.
- Seek annexations and boundary agreements that help the community grow wisely and efficiently and that promote Smart Growth.

Plan Monitoring and Evaluation

- Prepare an annual report to the Planning Commission on how the plan is being used.

- Review and amend *Smart Growth 2022* to ensure that it remains relevant and useable. Periodically update the plan as conditions warrant. Formally review the plan every five years.

Plan Implementation

- Amend the Green Bay zoning and subdivision ordinances to be consistent with and supportive of *Smart Growth 2022*.

- Guide decisions about the City's capital budget with *Smart Growth 2022*.

- Use *Smart Growth 2022* to review development applications, prepare area and neighborhood plans, guide redevelopment assistance and direct operational decisions.