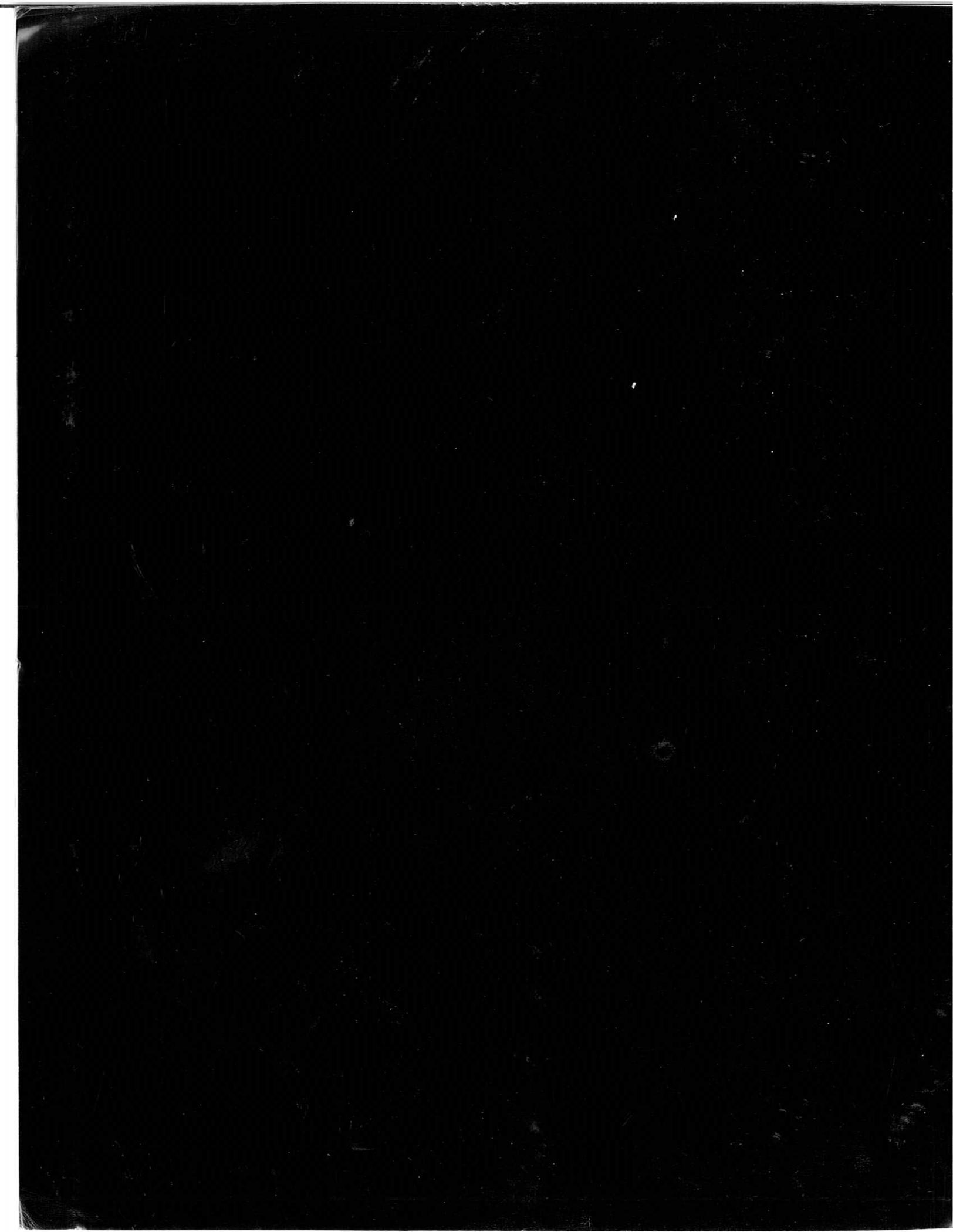




DOWNTOWN DESIGN PLAN



WISCONSIN



Downtown Green Bay Design Plan

May 1997



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Acknowledgments

Development of the Downtown Green Bay Design Plan was assisted by the Downtown Green Bay Design Plan Steering Committee. The committee was made up of individuals selected to represent a variety of community interests during the development of the design plan. The Steering Committee recognized the design plan was prepared according to an open, interactive process which attempted to hear all voices with a stake in the area. and did not reach unanimous agreement on each element of the design plan. However, committee members agree that the Downtown Green Bay Design Plan provides a valuable guide for future decision making..

Downtown Urban Design Plan Steering Committee Members

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Special thanks is also extended to Mayor Paul Jadin and the members of the Green Bay City Council as well as the members of the Green Bay Planning Commission, Economic Development Authority and Redevelopment Authority. Most importantly, thanks goes to the hundreds of citizens that took the time to offer valuable input and ideas during the planning process. Future success in downtown will depend on the continued commitment of all the citizens of Green Bay

Downtown Green Bay Design Plan

RESOLUTION ADOPTING DOWNTOWN GREEN BAY DESIGN PLAN

Green Bay, Wisconsin
May 6, 1997

WHEREAS, the City of Green Bay has caused to be prepared a draft Downtown Green Bay Design Plan; and

WHEREAS, the Plan is intended to serve the community as a vision and development framework to guide action by government in partnership with private-sector corporations and organizations, community-action groups, and neighborhood groups for the future development of Downtown Green Bay; and

WHEREAS, the vision and development framework is intended to provide a foundation for an urban village; establish goals, objectives, and design guidelines for Downtown; and suggest catalysts and strategies for future public and private improvements and designs; and

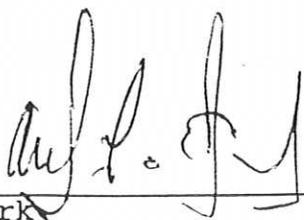
WHEREAS, City Council members have attended workshops and reviewed drafts of the Downtown Green Bay Design Plan; and

WHEREAS, the Plan has been reviewed by and recommended to the Council for adoption by the Plan Commission, Redevelopment Authority, and Economic Development Authority of the City of Green Bay.

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF GREEN BAY that the City hereby adopts the Downtown Green Bay Design Plan dated April 21, 1997, and requests that a final draft be prepared and incorporated into future planning documents of the City of Green Bay.

Adopted 5/6/97

Approved 5/7/97


Clerk

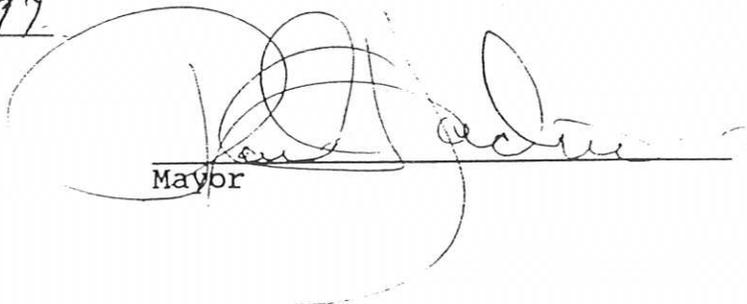

Mayor

Table of Contents

I. INTRODUCTION	1
II. EXISTING CONTEXT	3
Field Analysis	3
Public Input.....	6
Issues	7
Strengths/Alternatives	9
Design Framework	10
III. DESIGN PLAN	13
Downtown Development.....	13
Urban Villages	14
A. Town Square Village	14
Town Center Park (1).....	14
Port Plaza Mall Enhancements (2)	18
Mixed-Use Parking Ramp (3)	20
Mixed-Use Residential Development (4)	20
B. Entertainment Village.....	21
Signature Office Complex (5)	21
Fox Theatre Renovation (6).....	23
Mixed-Use Commercial Infill (7)	23
Mixed-Use Parking Ramp (8)	23
Open-Air Market and Marina (9).....	23
Cultural Heritage Anchor (10).....	24
C. Broadway Village.....	24
Mixed-Use Infill: Pedestrian-Oriented Development (11).....	24
Mixed-Use Infill: Automobile-Oriented Development (12)	26
Fox River and Great Lakes Park (13).....	26
Neville Museum Expansion (14).....	27
Marina and Mixed-Use Complex (15).....	27
Mixed-Use Development (16).....	27
Districts.....	28
A. Convention District	28
Convention Center Expansion (17).....	28
Regional Attraction (18).....	28
East River Park (19).....	29
Convention Marina (20).....	29
Wisconsin Public Service (WPS) Parking Ramp (21)	29
Landmark Tower (22).....	29
Hotel Expansion (23).....	30
New Hotel (24)	30
Mixed-Use Parking Ramp (25)	30
B. Government District.....	30
C. Central Activity Core Support District	31
Transit Center (26)	31
Commercial/Institutional Development (27).....	31

Downtown Green Bay Design Plan

Industrial & Warehousing Anchors	32
<i>Light Industrial/Warehousing Distribution Park (28 and 29)</i>	32
Neighborhoods.....	32
A. Whitney-Howe and Fort Howard Neighborhoods	33
<i>Residential Rehabilitation/Infill (30)</i>	33
<i>Commercial/Residential Redevelopment (31)</i>	33
<i>Residential Delineation (32)</i>	35
Design Elements	36
Downtown Wayfinding and Gateways.....	36
A. Key Routes:	37
B. Key Interchanges/Intersections:	37
C. Gateway Locations:	43
Fox River Walk.....	43
A. River Gateway Locations:	43
<i>East Bank</i>	43
<i>West Bank</i>	47
Parking Lots and Ramps.....	47
Streetscape Treatment.....	47
A. Type 1: Commercial Boulevard	51
B. Type 2: Boulevard	51
C. Type 3: Central Activity Core	55
D. Type 4: Broadway	55
E. Type 5: Neighborhood.....	55
F. Type 6: Industrial.....	55
G. Type 7: Regional Connector	60
H. Type 8: Bridges.....	60
Downtown Design Guidelines.....	63
Urban Villages (Town Square, Entertainment, Broadway).....	63
A. Streetscape Zone.....	63
B. Architectural Character	65
C. Articulation	65
D. Alignment.....	65
E. Awnings and Canopies.....	66
F. Building Materials	66
G. Color.....	66
H. Fenestration.....	67
I. Modulation.....	67
J. Proportion.....	67
K. Roofs	68
L. Signage	69
M. Specialty Equipment.....	69
N. Structured Parking/Parking Ramps	70
O. Masonry Cleaning/Maintenance.....	70
Convention District.....	70
A. Architectural Character	70
B. Alignment.....	70
C. Building Materials.....	70
D. Color	70

Downtown Green Bay Design Plan

E. Proportion.....	71
F. Signage	71
Government District.....	71
A. Signage	71
Central Activity Core Support District	71
A. Architectural Character.....	72
B. Alignment	72
C. Building Materials	72
D. Color	72
E. Proportion.....	72
F. Screening	72
G. Signage.....	73
Light Industrial-Warehouse Distribution Park and Anchors	73
Neighborhoods	74
A. Single-Family Residential	74
B. Multifamily Residential	74
C. Commercial Nodes	74
D. Planned Commercial Development	75
IV. IMPLEMENTATION	76
Policy/Program Recommendations	76
Development Opportunities Matrix.....	80
Public/Private Investment.....	84

List of Figures

Figure 1: Project Area.....	1
Figure 2: Existing Analysis.....	5
Figure 3: Design Framework.....	12
Figure 5: Downtown Subareas.....	13
Figure 4: Downtown Design Plan.....	15
Figure 6: Village Streetscape Principles.....	16
Figure 7: Village Streetscape Elements.....	17
Figure 8: Town Center Park.....	18
Figure 9: Town Center Park Port Plaza Mall Entry.....	19
Figure 10: Signature Office Site.....	22
Figure 11: Open-Air Market - Marina.....	25
Figure 12: Neighborhood Parklets.....	34
Figure 13: Regional Access/Wayfinding/Gateways.....	36
Figure 14: Gateway Monument.....	38
Figure 15: Gateway Monument/Plaza.....	39
Figure 16: Gateway Wall.....	40
Figure 17: Gateway Pylons.....	41
Figure 18: Special Intersection Treatment.....	42
Figure 19: Fox River Walk System.....	44
Figure 20: Fox River Walk Gateway.....	45
Figure 21: Fox River Walk.....	46
Figure 22: Surface Parking Lots.....	48
Figure 23: Mixed-Use Parking Ramps.....	49
Figure 24: Streetscape Framework.....	50
Figure 25: Type 1: Commercial Boulevard.....	52
Figure 27: Signage and Banners.....	53
Figure 28: Type 2: Boulevard.....	54
Figure 28: Type 3: Central Activity Core.....	56
Figure 29: Type 4: Broadway.....	57
Figure 30: Type 5: Neighborhood.....	58
Figure 31: Type 6: Industrial.....	59
Figure 32: Type 7: Regional Connector.....	61
Figure 33: Type 8: Bridges.....	62

I. Introduction

Green Bay is home to a series of events that can not be claimed by any other community. The establishment of Fort Howard, the activities of the fur trade, the legend of Jean Nicolet, the Brown County Courthouse, the establishment of the paper industry and medical community, and the commitment of the people who have served the community through hard work, entrepreneurialism and great pride. At the heart of this community and much of its history is Downtown Green Bay (Figure 1).

Green Bay's location along the banks of the Fox River provides a home to industry, commercial trade, government and residential neighborhoods. It is a place where people can come together for a variety of reasons and activities. Throughout the life of Green Bay development, individual characteristics and elements of downtown have been addressed and action has taken place: the Port Plaza Mall, the riverwalk along the Fox River, the Rivers Edge Apartments, Broadway redevelopment, the entertainment uses associated with TIF I and II and other projects, some successful and others not. Although these actions may be successful individually, Downtown Green Bay has not achieved its full potential because many of these actions and decisions have occurred without considering the overall development context in which they exist.



Figure 1: Project Area

Downtown Green Bay Design Plan

The Downtown Green Bay Design Plan is intended to serve the community as a vision and development framework that can guide action by not only government but most importantly by public/private partnerships, private sector corporations and organizations, community action groups, neighborhood groups and individual residents of the City of Green Bay.

This vision and development framework is intended to:

- Provide a foundation for an “urban village” atmosphere in downtown
- Establish goals, objectives and design guidelines for downtown
- Suggest catalysts and strategies for future public and private improvements and design in downtown
- Be used as a redevelopment plan for future downtown initiatives

Thus, many elements must be taken into consideration if the community is going to be successful in implementing actions that will achieve a cohesive vision of downtown. Elements addressed by this plan that will set the stage for a diverse and exciting experience in Downtown Green Bay include:

- Streetscape
- Parking
- Circulation
- Scale and design of buildings
- Gateways and wayfinding
- Gathering spaces and other physical elements



Downtown Green Bay is comprised of areas of significant opportunity and established assets.

II. Existing Context

Downtown Green Bay is located in the center of a metropolitan region of approximately 220,000 individuals. It is a regional destination for commerce, conferences, medical assistance and is a gateway for tourism activity throughout northeast Wisconsin and the Upper Peninsula of Michigan. The physical character has been well documented by recent planning studies and the community sponsored Downtown Summits. Until this project, much of the recent planning effort has looked primarily at one area, aspect, component or segment of downtown. A few examples are:

- Parking
- Waterfront
- Transit
- Parks and Open Space
- Broadway
- Downtown Organization
- Conference Center Expansion
- Tax Increment Financing Districts I and II

These studies and plans, used as a resource for the development of this document, offer many good strategies and actions for the future and should be utilized in conjunction with this plan during decision making and implementation activities. Additionally, the results/findings from the Downtown Summits assisted in establishing a foundation for public perceptions, issues and ideas in regard to Downtown Green Bay.

To supplement and verify or refute these existing documents and activities, field survey work was conducted and further public input was gathered. A summary of the field work is provided in Figure 2. This analysis figure provides notable characteristics in regard to land use, physical character, design elements, and various other observations that influence the quality of the downtown environment and daily experience of those who visit or live in the downtown area.

Field Analysis

As part of the design plan project members of the consultant team conducted field work to identify the elements that establish the existing conditions framework for downtown. As previously noted the observations are summarized on Figure 2 (page 5). The observations are based upon a model that seeks to identify paths, edges, districts, nodes and landmarks (Kevin Lynch, *The Image of the City*, 1960) within the study area. This foundational model points to several inherent strengths and weaknesses that exist today in Downtown Green Bay.

Downtown Green Bay Design Plan

The pathway system in downtown is focused on two systems. First, the roadway system which is primarily automobile oriented. Within downtown the system is based on the traditional grid with a hierarchy of functions from the highway (Mason Street) to arterial (Ashland, Monroe, Webster, Main and Walnut) to local commercial and residential (Broadway, Washington, Howard and Crooks). This grid system is interrupted by the major water course of the Fox and East rivers. Additionally, circulation is influenced by the existence of one way and two way streets (Jefferson, Madison, Pine and Cherry) and by on- and off-ramp configurations along Mason Street. The most notable regional roadways leading into downtown are Ashland, Monroe, Webster, Mason, Walnut and Dousman from the west, and Main and University from the east.

The second system of note in downtown is the pedestrian system. This system is supported by sidewalks along the roadways and the riverwalk along the Fox and East rivers. The pathways along the rivers is disjointed and segmented primarily by the built environment. The Fox River Ramp, overhead power lines and ground facilities, industrial activities and lack of activity anchors/destinations and linkage, hinders greater use of this pathway. Additionally, sidewalk usage is influenced heavily by the scale of adjacent property development, the existence of streetscape enhancements and the location of the sidewalk in relation to the speed of passing cars. Sidewalks, such as those on the Mason Street Bridge and along portions of Main Street do not always provide a comfortable feeling to pedestrians. Whereas, sidewalks in the vicinity of Cherry and Adams streets are more pedestrian oriented.

Several edges in downtown serve to segment the geographic area, as well as provide perceptual barriers and/or protective buffers. Examples of the edges that currently exist include the rivers, the railroad tracks, the transition locations between commercial activity and residential neighborhood, and certain roads, especially Mason Street. In the case of Mason Street, there not only exists a physical barrier, but also a protective buffer between the possible encroachment of the downtown and the Astor Neighborhood. Other adjacent neighborhoods are not as well defined as noted by the infiltration of commercial activity and the existence of a softer edge that is made up of commercial property adjacent or intermixed with single-family homes converted to multi-tenant dwellings and traditional single-family residences.

As a natural feature the Fox and East rivers provide a tremendous asset to Downtown Green Bay. Although, the presence of both rivers tend to separate the functional and geopolitical elements of the community. Currently, the Fox River appears to be a dividing line between east and west instead of a seam where people can come together. This feeling of separation is reinforced by the limited number of crossings, the types of activities located along the river system, the way buildings back up to the water and the limited numbers of views to the river throughout downtown. Views and access along the waterfront are critical, but just as important are views into the river along Cherry Street and other corridors. Currently, these viewing opportunities are limited or hindered at best.

Downtown Green Bay Design Plan

The framework of paths and edges help to initially identify the existence of both districts and/or nodes within downtown. As shown in Figure 2, the districts and nodes tend to be small areas with fluid edges that may spill over traditional boundaries or are limited in expansion capabilities due to geographic limitations. Several districts and nodes are formed around the historic use or character of an area (Broadway Corridor for example) and others are based on a concentration of similar activities (the entertainment areas along Washington Street, the government buildings, and the mall). Such districts and nodes play an important role in creating the diversity necessary to sustain the downtown area as a viable element of the community. Although important to recognize, districts and nodes must be viewed as interdependent and strengthened through more meaningful linkages than exist today.

Within the various districts and nodes a variety of landmarks exist. The presence of institutional landmarks, such as churches, schools, museum, and government buildings lend a sense of stability to the downtown through the monumental nature of the architecture. A prime example of this quality is the Brown County Courthouse. Additionally, structures, such as the railroad depots (both having been converted to new uses), the YMCA Building (a candidate for adaptive reuse), the Bellin Building, and other structures located along Broadway and within the Central Activity Core, serve as landmarks and visual cues for people in downtown. Other landmarks include the continuous block faces of storefront facades that exist in portions of downtown, as well as the coal piles and power line structures along the Fox River. The presence and quality of these landmark features is in many ways symbolic of the community's values and commitment to downtown.

In addition to the qualities mentioned above, the downtown is a aggregate of many uses including residential areas that are under pressure from potentially blighting influences, commercial and industrial activities that need to become unique places to shop, more diversified in nature or expand and modernize if they are to survive in today's economic climate, and a mixture of properties that must be developed, stabilized and maintained, and in some cases rehabilitated and adapted to new uses if public and private investment is to be effective in creating a vibrant downtown in the future.

Public Input

The foundation for much of this plan, while taking into consideration other plans/studies, current public involvement activities and field observation, is the public input and direction provided by those who attended a series of community workshops. These individuals provided comments through the design charrette process, by stopping by the local storefront office from which the charrette was conducted or writing the City and Consultant. Additionally, input was sought through meetings and interviews with organizations and individuals that influence decision making in downtown. The direction provided by the public is summarized in the following narrative of issues, strengths/alternatives and the design framework. It should be noted that, although all the specific individual suggestions offered may not be contained within the plan, many of the foundational principles of those ideas have been used.

Downtown Green Bay Design Plan

Issues

Two issues oriented community work sessions were held as part of the activities conducted in October, 1996. During these sessions, a variety of issues and concerns were raised by those in attendance. Approximately fifty to sixty people attended the two combined sessions and the issues varied from neighborhood and daily concerns to aesthetics and regional attraction.

The individual issues raised are provided in the following tables. The issues are ranked and prioritized based upon a voting procedure conducted at the work sessions. For the purposes of the Downtown Green Bay Design Plan, these issues have been looked at along with issues raised through key person interviews, the Downtown Summit meetings and conversations with the public, as well as the review of recent studies.

10/22/96 GREEN BAY PUBLIC MEETING ISSUES

RANK	POINTS	ISSUES
1	15	Loss of middle/low income housing
1	15	Loss of community downtown
3	12	Losing aesthetics along the riverfront
4	10	Loss of neighborhood services (grocery, laundry)
5	9	Downtown is not pedestrian friendly
6	8	Gentrification/dislocation of people
7	6	Lack of open space & activity oriented parks
8	4	Code enforcement - seems complaint driven
9	3	Mall detracts from identity and character of downtown
9	3	Room for improved property conditions
9	3	Parking - too many lots and locations, no mixed-use garages
9	3	Access: bridge out & only one pedestrian access across river
9	3	Amount of land available on the riverfront
14	2	Too much demolition of downtown buildings
14	2	Lack of communication and coordination among groups
14	2	Poor pedestrian lighting in neighborhoods
14	2	Trains
14	2	Condition of infrastructure
19	1	Concentration of certain uses- taverns & XXX
19	1	The west side is not a part of downtown
19	1	Pleasure boats blocking the bridges all summer
22		Perceived/actual gangs and gang types in the mall
22		Poor circulation system/chopped up (Monroe)
22		Large truck traffic
22		Mixed-use expansion - influence upon neighborhood
22		Homeless shelters downtown
22		Parking prices and 1 hour meters
22		Boundary perception: river divides city
22		East side vs. West side - it's a reality
22		Need to bring the two sides together with events
22		School issues: traffic
22		Lack of historic pattern to public access to river
22		Safety & vandalism

Downtown Green Bay Design Plan

10/23/96 GREEN BAY PUBLIC MEETING ISSUES

RANK	POINTS	ISSUES
1	22	Circulation is a rat maze - confusing, dark, dead ends, one way.
2	20	Presence of coal piles
3	17	Draw community events downtown
4	15	Coal dust: health issues
5	12	No plan-give ramps to mall, let private decisions direct downtown change
6	11	Accountability of landowners and landlords
7	7	Parking tickets and meters downtown
7	7	Safety concerns
9	5	Park needed downtown
10	4	Previous plans didn't work; how will this one work
10	4	Lack of nice places (parks)
10	4	Downtown is not inviting or attractive
10	4	Not bicycle compatible or interactive
10	4	Downtown needs attractions for residents
15	3	Poor neighborhood conditions; relate to little downtown investment
15	3	Youth murals
15	3	Vandalism - action on bad landlords and renters
15	3	Open space on Washington
15	3	No activities for 16-20 year olds
20	2	Downtown feels like the remains of a war zone; not pedestrian friendly
20	2	Lack of specialty shops
20	2	Need programs to help homeowners
20	2	Mall needs redone
24	1	Paths along river with seating
24	1	Need festivals downtown
26		Concerns on government planning
26		Lack of grocery stores
26		Lack of smoke free establishments
26		Media sees area as "inner-city": negative connotation
26		Little local ownership in downtown
26		Lack of cultural identity downtown
26		Safety in alley and vacant areas
26		Old structures not rehabilitated because of cost and code restrictions
26		Air quality
26		Lack of information to middle income
26		Acquire old NW Engineering property
26		Low percentage of home ownership
26		More ethnic diversity in ownership
26		Lack of gateway feature for downtown
26		Main street needs to be downtown

Downtown Green Bay Design Plan

The issues identified lend themselves to the following categories for ease of recording and plan development.

- **Diversity** - The need to develop a greater array of uses, services, activities, etc.
- **Aesthetics** - The need to create pleasing areas and environments for public enjoyment.
- **Identity** - The need to create a sense of place and destination.
- **History** - The need to blend, a sense of history with new development.
- **Access** - The need to enhance all modes and aspects of transportation (pedestrian, transit, auto, rail, river, access, circulation, parking, etc.).
- **Perceptions/Actions** - The need to overcome perceptions about downtown and address the actions of people who live, visit or own property in downtown.

Strengths/Alternatives

Although Downtown Green Bay appears to have under performed during the recent past, it has not done so because of a lack of strengths to build upon. Several of downtown's great resources include the:

- Existing Public and Private Investment
- Historic Resources
- Fox River
- Mixture of Uses and Roles

These resources, along with many individual components in downtown, create a unique foundation for Green Bay as it moves into the 21st Century. The ability of the community to look at downtown in its entirety is important if downtown is to continue moving forward in the future.

To help accomplish this, a set of three alternative design plan frameworks, building off the strengths and issues identified above, were presented to the community in October, 1996. These alternative frameworks were the:

- District Alternative
- Linkage Alternative
- River Alternative

The District alternative focused on building upon existing strengths. It divided downtown into a number of districts (convention, retail, office, entertainment, cultural, industrial, service/commercial, government and residential). Within this framework, improvements and development opportunities were assessed based upon strengthening the individual districts within downtown. One major liability, identified by the public, was that this approach may result in dividing efforts to improve downtown as individuals focused upon the segmented districts.

The Linkage concept was formulated on the foundation that development and improvement decisions were based upon the framework of roadways or other links within downtown. For this alternative, the major roads (Main, Walnut, Mason, Ashland, Broadway, Washington, Monroe and Webster) and their corresponding intersections create a set of priorities for improvement and development decision making for functional and design purposes. They also establish connections. A general concern expressed by the public was the focus upon roads and the automobile orientation of the concept, as well as the potential for missed opportunities due to a narrow approach to the future.

The River alternative focused upon the Fox River as a development catalyst. This concept envisions the riverfront as the top priority for future improvements and development activity. The approach takes full advantage of the strength and unique assets the Fox River offers to Downtown Green Bay. As river development occurs, spin-off development would radiate into downtown. While public reaction noted the strong role of the river as an important asset, there was immediate concern about pinning the future on one element in downtown.

Inherent strengths and weaknesses of each concept were discussed with those in attendance at the public workshop. This discussion along with follow-up meetings with the Steering Committee provided direction for plan development and led to the blending of several ideas from each alternative to form the design framework.

Design Framework

As a result of the October charrette, the design framework and initial development concepts followed several key principles noted by public input:

- Utilize existing assets
- Address riverfront linkages
- Improve regional identification/access
- Foster unique areas and environments
- Stimulate public/private partnership

The design framework based on these principles was presented to the community in December, 1996. Figure 3 (page 12) and the following text represents the framework as presented for public review and comment and as refined to reflect the general foundation and principles behind the specific elements in the Design Plan.

The initial framework for downtown begins to address the key principles through specific elements, such as riverfront pedestrian access, convention center and regional attractions, entertainment and riverfront activities, cultural heritage opportunities, waterfront commercial and marina activities, Broadway Corridor character and neighborhood enhancement. These principles and elements have been interwoven to provide an initial vision of Downtown Green Bay. The various elements are interdependent and build off one another so that individual development and improvement decisions must consider the context, ramifications, and impact of the decision or action on the rest of downtown.

Downtown Green Bay Design Plan

It should be noted that the design framework, while serving to unify different components of downtown, also seeks to stabilize some areas based upon the concentration of particular uses or activities. Therefore, the framework builds upon the regional connections and context of downtown utilizing the street infrastructure and riverfront to tie to regional routes and destinations. Thus, a system of wayfinding, signage, streetscape improvements and gateway markers is inferred.

Within the downtown, the framework outlines four general areas framed by the roadways and rivers. These areas are the:

- Broadway Corridor (as a distinct part of the Central Activity Core)
- Central Activity Core
- Activity Core Support Area
- Neighborhoods

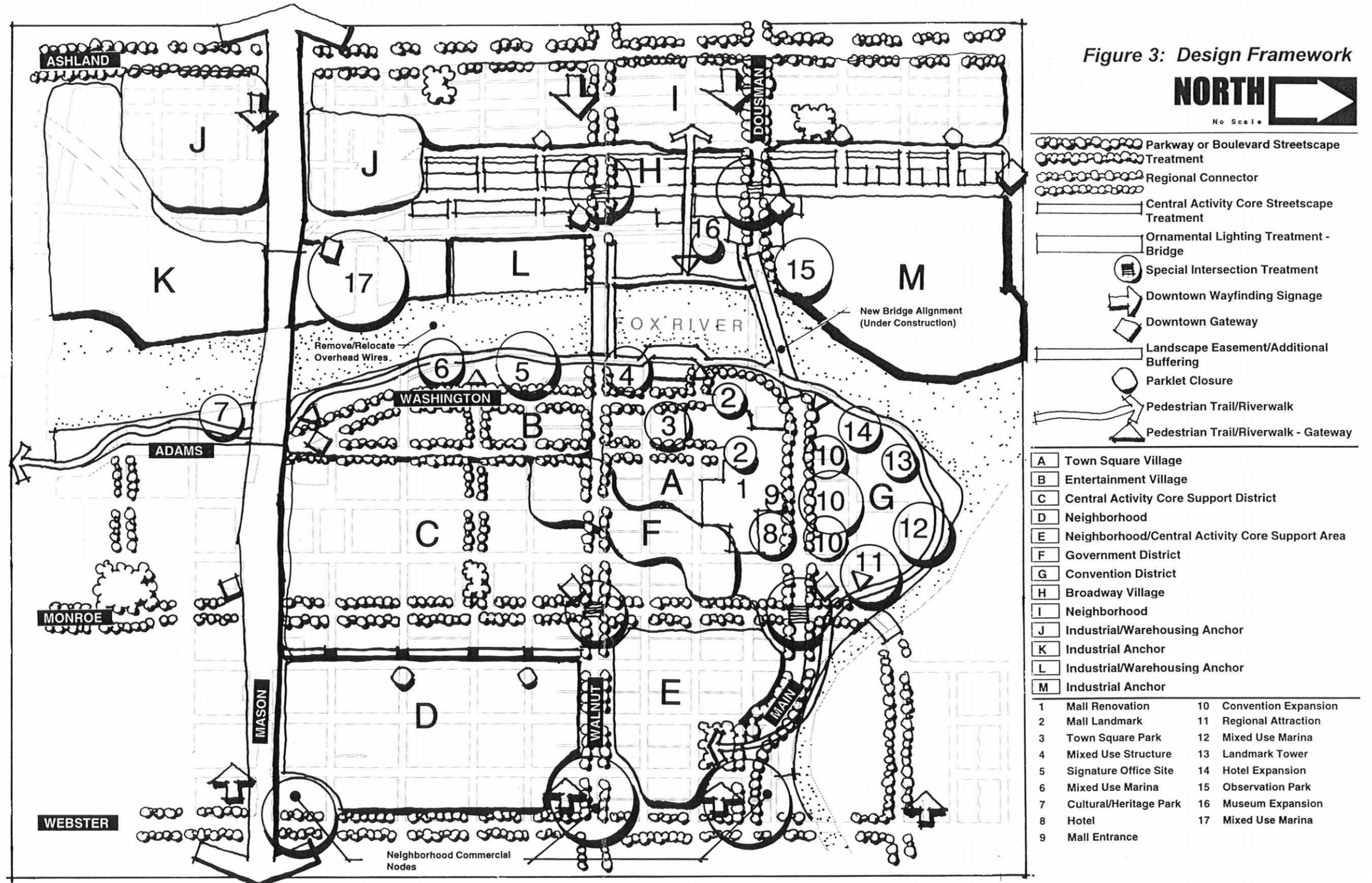
The Broadway Corridor has a unique character of its own and future actions promote urban development and a pedestrian atmosphere whenever possible. Zero building setbacks, pedestrian oriented storefronts, distinct streetscape, mixed-use development, as well as the incorporation of many existing uses serve as an underlying foundation for the area. Several activity anchors build off existing assets or current opportunities.

The Central Activity Core is an urban, not a suburban environment. The incorporation of pedestrian amenities, a town square, articulation of building facades, surface parking lot treatments, mixed-use parking facilities and areas, and a mixture of public enhancements and private development create an urban intensity that is pedestrian friendly.

Activity Core Support Areas serve as a location for support services for the adjacent Central Activity Core and Neighborhoods. Automobile oriented destinations and development styles are typical. Grocery stores, service and repair shops, general merchandise stores and support activities associated with institutional and public uses are located in this area.

Neighborhoods adjacent to the Broadway Corridor and the Activity Core Support Area are treated in a manner that stabilizes and preserves the residential environment. Support commercial at key nodes/intersections, buffering between adjacent commercial or industrial uses and residential areas, and adjustments to traffic flow are some of the design principles applied in neighborhood areas. The strategic application of program and policy initiatives is critical to improving these areas. Housing rehabilitation, code enforcement, and zoning are just a few of the areas that are to be addressed as part of future implementation.

Based upon the comments provided and follow up discussions with the Steering Committee, the general parameters of the design framework were used to develop the specifics within the Design Plan and Implementation sections of this document. These parameters should be followed as development decisions are made and the plan evolves in the future.



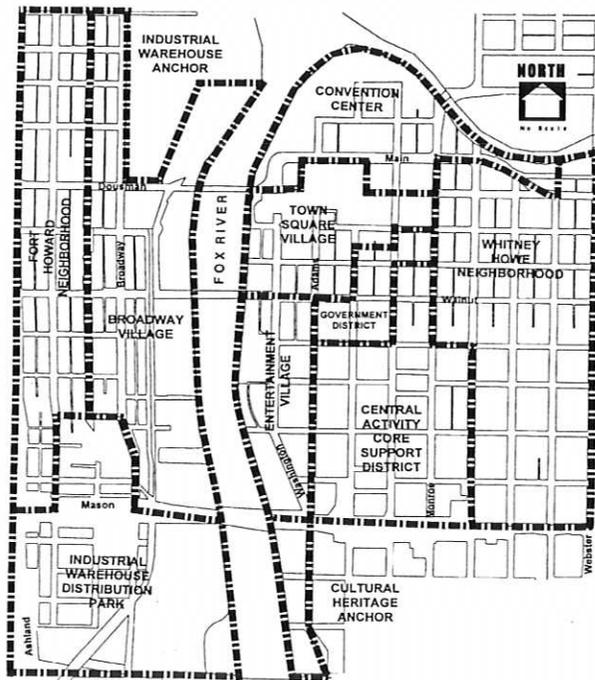
III. DESIGN PLAN

In order to be successful, the Downtown Green Bay Design Plan (Figure 4, page 15) must address the issues and conditions cited in previous sections of this document. The design framework established a skeletal structure for the design plan by identifying four general areas within downtown, as well as initial thoughts for downtown improvement. This section of the document utilizes that foundation to provide greater detail regarding the specific development opportunities and design character envisioned within Downtown Green Bay.

Downtown Development

The downtown area is bounded by the East River on the northeast, Webster on the east, Mason and Adams on the southeast, 7th Street on the southwest, Ashland on the west, and Mather on the northwest. Within the downtown, a Central Activity Core has been identified, which further delineates a zone that contains the economic generators, community functions and unique retail and entertainment uses specific to downtown. This mix of uses provides the opportunity to enhance the vitality and energy of the core.

The Central Activity Core is defined by the East River on the northeast, Monroe on the east, Mason on the south, Chestnut on the west, and Kellogg/Dousman on the northwest. The Central Activity Core has a variety of conditions and opportunities within



its boundaries that creates the need for further development and distinction. Although the Central Activity Core is critical, it is also dependent on the success of the surrounding adjacent areas.

The other three general subareas in downtown (Broadway Corridor, Activity Core Support Area, Neighborhoods), as well as the Central Activity Core, have been further delineated into villages, districts, anchors and neighborhoods (Figure 5). Each designation is associated with various design treatments, development opportunities and implementation policies, which when approached in a comprehensive manner, will create a cohesive downtown built upon qualities and strengths inherent in each subarea.

Figure 5: Downtown Subareas

Urban Villages

An urban village embodies a distinctively urban atmosphere. Figures 6 and 7 reflect some of the typical principles and elements that may be found in a village portion of downtown. In this plan, a village is characterized by four primary features:

1. A village is urban in character: it is high density, and has pedestrian-friendly streets, architecture and public amenities.
2. Villages are places where people live, work, and spend leisure time: instead of being primarily used during the day *or* during the evening, a village is a round-the-clock activity center.
3. A village is celebrated as distinctive: there is a perceptual identification of place within the greater Green Bay community.
4. Village uses are harmonious with other qualities and elements within the village: appropriate design and development strategies include mixed-use parking structures and distinctive surface parking lot treatments incorporating landscaping, screening walls and fences.

A. Town Square Village

Goal: The creation of a highly identifiable “heart” for the downtown, emphasizing a diversity of uses, and creating a sense of “place” for people.

As the “heart” of Downtown Green Bay, the Town Square Village is intended to personify a traditional small town square, a place in which the community identifies a central geographic focal point within downtown. The scale and architectural qualities of buildings in the village are comfortable and inviting to pedestrian activities. The primary core for this village is the block bounded by the Boston Store, Adams Street, Cherry Street and Washington Street. The space should accommodate a variety of uses in all seasons, such as small concerts, art fairs, ice skating, ice sculptures, Packer spirit rallies, and informal gathering of store patrons, business employees and residents utilizing downtown. Other public gathering spaces are located throughout this and other villages in downtown – each of these spaces offers the opportunity to support various special events and festivities.

Town Center Park (1)

The existing surface parking lot in front of the Boston Store is converted into a public gathering space -- Town Center Park (Figure 8). The park is designed and effectively managed/promoted for year round utilization. Elements of the park include a multipurpose plaza to accommodate events, such as music or art festivals in the spring, summer, fall and converted into ice skating or seasonal activity areas in the winter. Vehicular access and limited short-term parking in front of the Boston Store can be accommodated. This proposal impacts the existing parking agreement with the Port Plaza Mall and requires renegotiation of that agreement. At least some of this parking can be accommodated through the availability of spaces in existing and proposed parking ramps, such as the Fox River Ramp, Pine Street Ramp and Mixed-Use Ramp (3), as well as new on-street parking on Adams Street when the Transit Center (26) is built.



VILLAGES

TOWN SQUARE VILLAGE

- 1 Town Center Park
- 2 Port Plaza Mall Enhancements
- 3 Mixed-Use Parking Ramp
- 4 Mixed-Use Residential

ENTERTAINMENT VILLAGE

- 5 Signature Office Complex
- 6 Fox Theatre Renovation
- 7 Mixed-Use Infill
- 8 Mixed-Use Parking Ramp
- 9 Open Air Market / Marina
- 10 Cultural Heritage Anchor

BROADWAY VILLAGE

- 11 Mixed-Use Infill
(Pedestrian-oriented)
- 12 Mixed-Use Infill
(Automobile-oriented)
- 13 Fox River / Great Lakes Park
- 14 Neville Museum Expansion
- 15 Marina Complex
- 16 Mixed-Use Development

DISTRICTS

CONVENTION DISTRICT

- 17 Convention Center Expansion
- 18 Regional Attraction
- 19 East River Park
- 20 Convention Marina
- 21 WPS Parking Ramp
- 22 Landmark Tower
- 23 Hotel Expansion (Suites)
- 24 New Hotel / Pine Street Parking Ramp
- 25 Mixed-Use Parking Ramp

CENTRAL ACTIVITY CORE SUPPORT DISTRICT

- 26 Transit Center
- 27 Commercial / Institutional Development

INDUSTRIAL/WAREHOUSING

- 28 & 29 Warehouse / Distribution Park

NEIGHBORHOODS

WHITNEY-HOWE NEIGHBORHOOD

- 30 Residential, Rehabilitation, and Infill Programs
- 31 Commercial / Residential Redevelopment
- 32 Residential Delineation

FORT HOWARD NEIGHBORHOOD

- 30 Residential, Rehabilitation, and Infill Programs
- 32 Residential Delineation

DOWNTOWN DESIGN PLAN



WISCONSIN

Figure 4: Downtown Design Plan

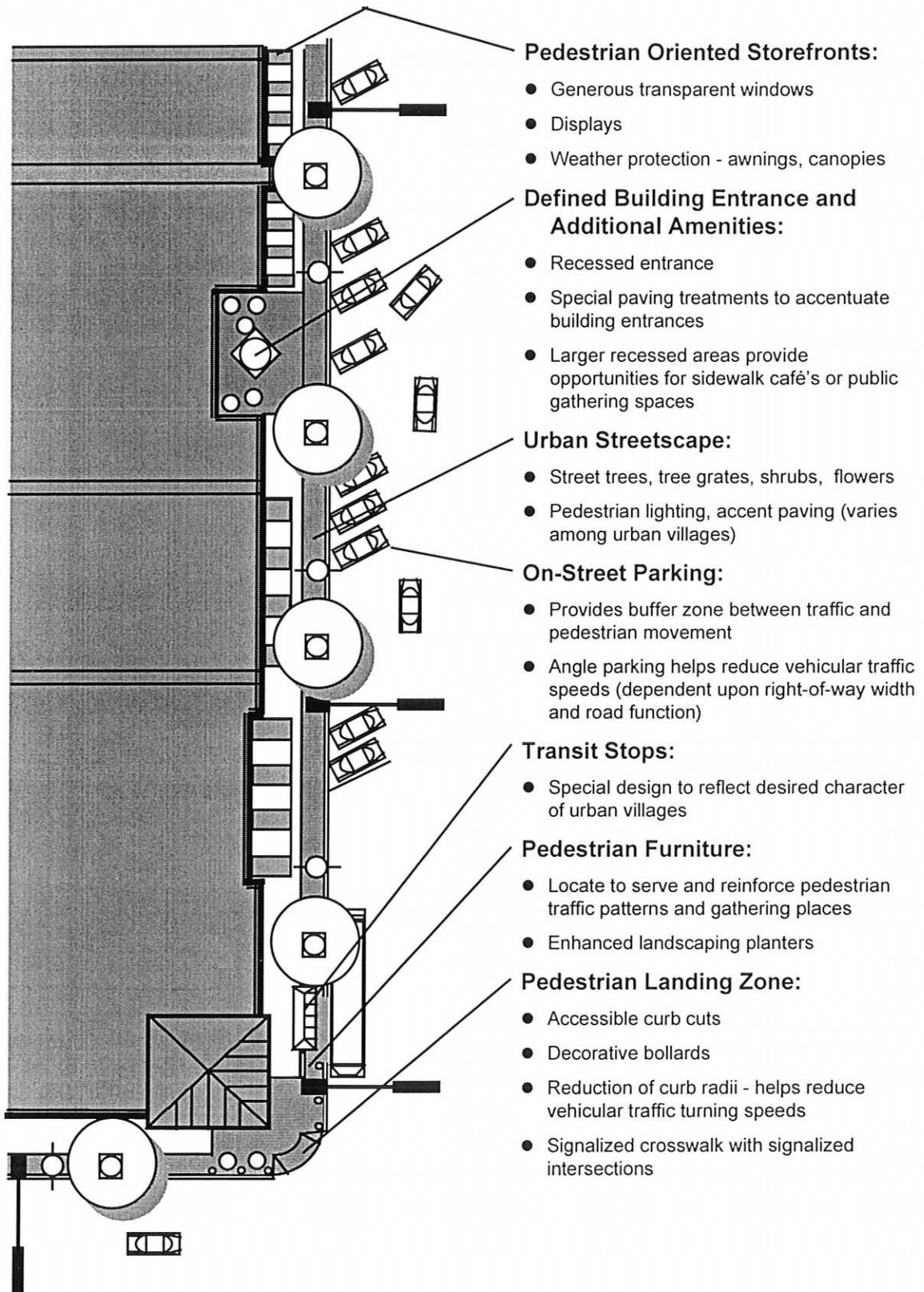


Figure 6: Village Streetscape Principles

Downtown Green Bay Design Plan

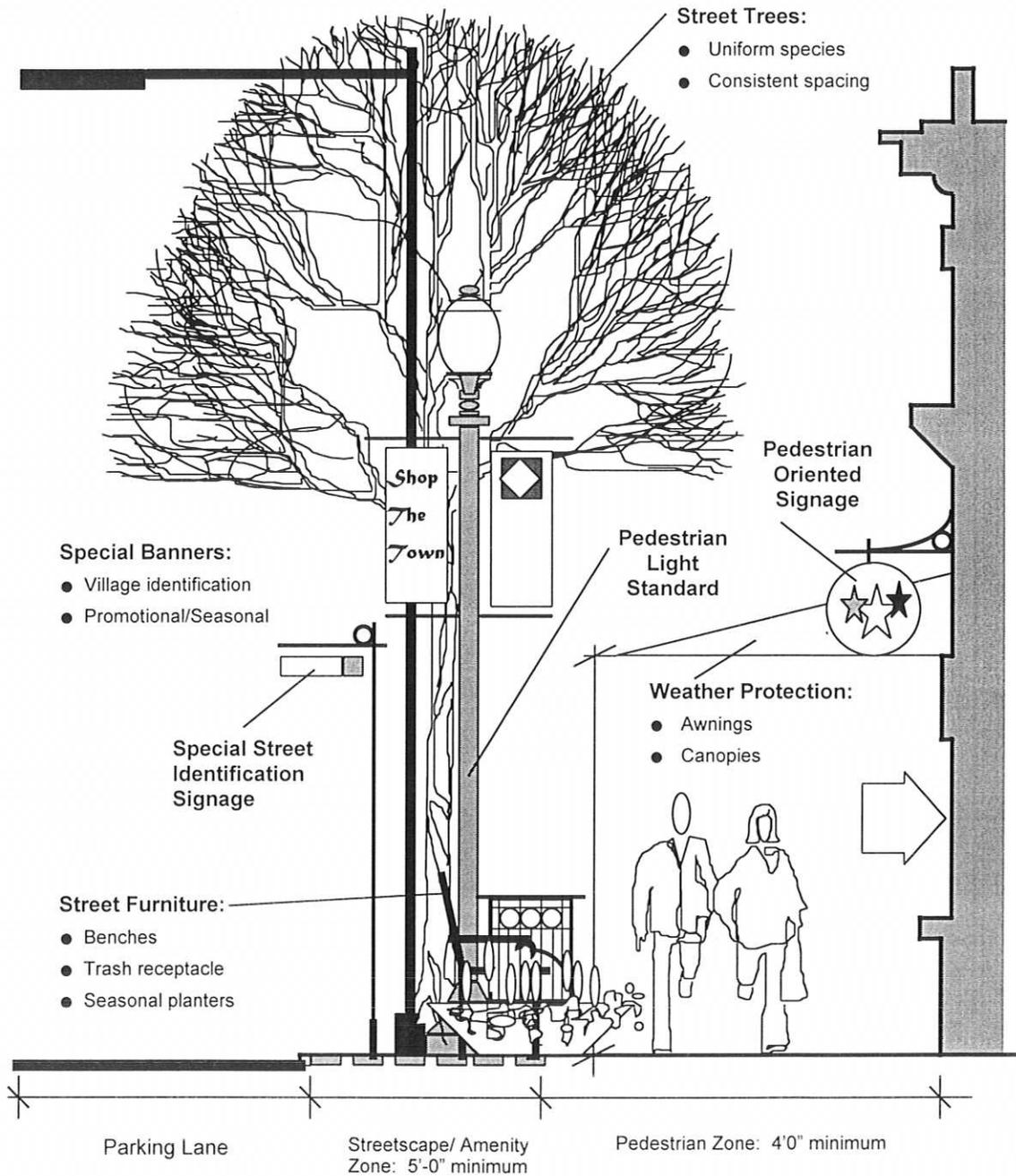


Figure 7: Village Streetscape Elements

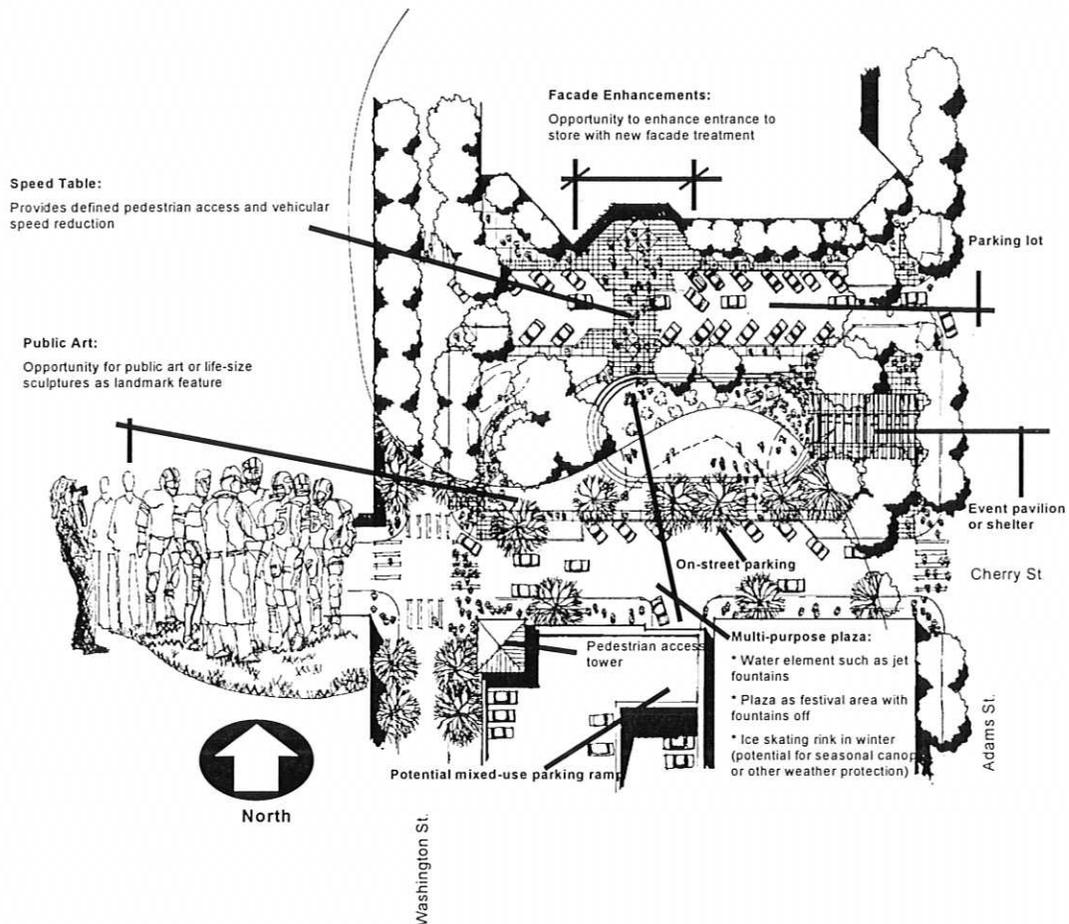


Figure 8: Town Center Park

Port Plaza Mall Enhancements (2)

Green Bay is distinct in the fact that it is one of the few municipalities to have a “contemporary” mall within the Central Activity Core of downtown. An opportunity exists to further enhance the image and visibility of the mall (Figure 9). Mall entry points can be more inviting and open up to the adjacent streets. Towers at the two primary south entrances (Washington and Adams streets) will enhance identification and wayfinding to the mall, as well as provide additional landmark elements in downtown. The design of these entry elements may be reflected in the Landmark Tower (22) design or vice versa, depending on the timing of the effort. In addition, a more celebrated entry where the mall terminates at Adams Street will enhance the visual image and perception of the mall. The elimination of dead-end parking stalls is replaced by a plaza courtyard and vehicular drop-off plaza. Existing service circulation and access is anticipated to have minimal disruption.

Pedestrian access from the Convention District to the Entertainment District is enhanced through an improved pedestrian atrium/corridor extending from the redesigned entrance at the terminus of Washington Street to a similarly improved entrance on the north side of the mall near Admiral Flatley Park. To accommodate this pedestrian flow, the food court within the mall should be modified or moved to another location. If new nontraditional uses are introduced into this area of the mall, consideration should be

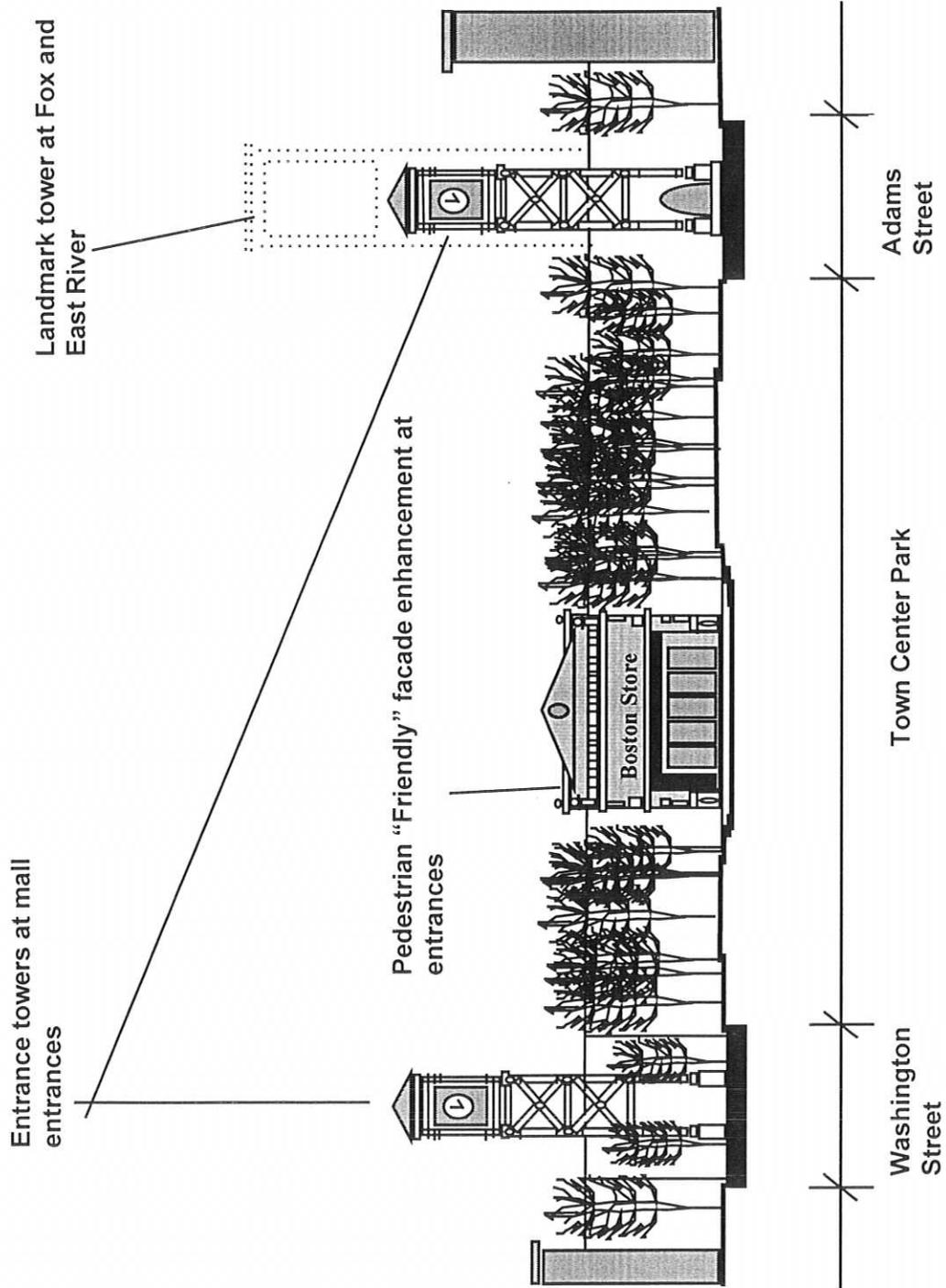


Figure 9: Town Center Park Port Plaza Mall Entry

Downtown Green Bay Design Plan

given to extending Washington Street through the mall. Additionally, exterior improvements are made including the refurbishment of the Younkers Building by removing paint from brick and window surfaces, adding a lighted elevator/separate access point to the Terrace Room at Younkers, possibly enhancing the Younkers facades through the use of artistic banners/lighting or other features, and the application of facade material improvements that assist in melding the structure with surrounding buildings. Similar consideration should be given to exterior improvements of the parking ramps and other mall structures. Also, the courtyard area at the end of Washington Street should be redesigned to promote greater use as a gathering space with benches and outdoor café opportunities.

Consideration should be given to enhancing the interior and exterior design of the mall to reflect a "Main Street" feel by using traditional storefront materials and furniture elements that emulate historic Downtown Green Bay. These features can assist in creating a unique experience within and around the mall and can perceptually tie the exterior of the mall to the context of the Town Square Village. Also, existing parking ramps associated with the mall should be improved as necessary to improve customer perception and utilization of these facilities. This improvement may be accomplished through lighting, greater security visibility, changes in parking management philosophy and structural and aesthetic enhancements that create a more user-friendly feeling.

Mixed-Use Parking Ramp (3)

The development of the Town Center Park will displace approximately 133 spaces of convenient parking. To assist in addressing this issue, a mixed-use parking ramp immediately south of the Town Center Park along Washington Street would be developed. The development of this ramp would displace another 128 spaces. General policy guidelines for the Town Square Village would indicate that structured parking be mixed-use, providing leasable floor space for commercial activity at the pedestrian level. The proposed mixed-use parking ramp may provide up to an estimated 20,000 square feet of leasable commercial space, along with approximately 85-97 spaces per parking level. The ramp would need approximately three levels of parking to replace lost parking spaces due to the development of Town Center Park (1) and this property. Additional parking may be gained in the area as noted in the Town Center Park (1) discussion. The structure needs to be harmonious with its surroundings and, therefore, should be approximately two to four levels and incorporate a parapet treatment to screen the upper level.

Mixed-Use Residential Development (4)

Across from the Mixed-Use Parking Ramp (3) on the northwest corner of Washington and Walnut, the existing surface parking lot can be developed for commercial and residential use. An effective mixed-use concept enhances the type and timing of the activities and uses within the village, to create a true mixed-use area with residents, patrons, and employers using downtown at all hours. The development shown represents approximately 36,000 square feet per level. Commercial uses should be encouraged on Washington Street at the pedestrian level. The height, scale, and massing of this development should reflect the pedestrian orientation of the surrounding area along the adjacent streets and the Fox River. Boat docks as an amenity for residential activity could be developed, but should not restrict public access along or to the river. Parking for tenants should be accommodated on-site within the structure and

Downtown Green Bay Design Plan

commercial parking may be accommodated by other existing parking opportunities within the village. Additionally, the view corridor along Cherry Street to the Fox River should be preserved and be unobstructed by buildings.

B. Entertainment Village

Goal: The creation of a round-the-clock activity place (complementing the Town Square Village), by providing opportunities for business, leisure, and community activities.

The Entertainment Village should be developed and marketed as a regional attraction. Complementary activities, including restaurants, entertainment venues, retail, and open air markets should be encouraged to entice area residents and visitors to downtown. This village would provide entertainment options, provide public gathering opportunities, create a memorable and enjoyable experience, and develop links to the riverfront. In particular, the Entertainment Village includes a variety of unique experiences and entertainment venues not found elsewhere in the greater Green Bay area. The Entertainment Village provides opportunities to capitalize on developing existing land while efficiently serving associated parking needs.

Signature Office Complex (5)

The Bellin Building is a key anchor in the district due to its architectural quality and prominent location. The structure should continue to be utilized for commercial and office activities and/or other adaptive uses, such as residential lofts, to ensure the long-term viable use of the structure. Boat dock development may also occur adjacent to this site extending from the Walnut Street Bridge south to the Open-Air Market (9). Public access along the river would be retained and access to the parking ramp associated with the signature office site would be provided off Walnut Street.

The existing site south of the Bellin Building affords the opportunity to develop a "signature" office complex (Figure 10) with commercial storefronts along Washington Street and possibly along the Fox River on the first floor. The development of this site may require the relocation of some utilities to accommodate the activities proposed. The office building should serve as an landmark with distinct architectural qualities associated with premium office space. Office floor plates may be approximately 20,000 to 30,000 square feet, with the number of levels dependent upon the amount of parking that can be accommodated on and near the site. Commercial space, facing Washington Street, provides approximately 8,000 to 12,000 square feet at street level depending on the use of space within the parking garage. Additional commercial activity complementary of the office and entertainment uses in the area should be encouraged on the first floor of the office building. It is preferred that the parking garage associated with the office does not exceed four levels above grade. Parking provided is

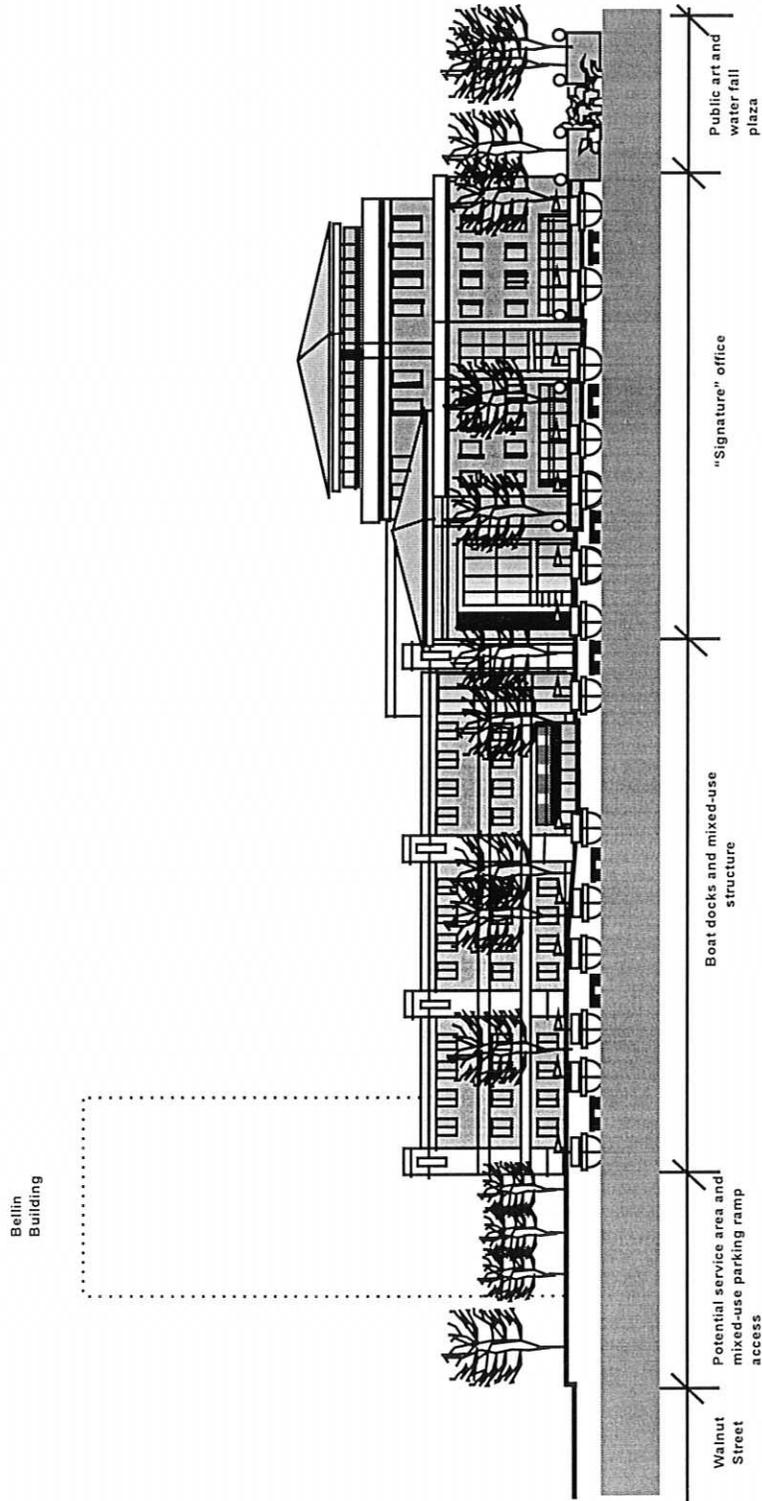


Figure 10: Signature Office Site

Downtown Green Bay Design Plan

approximately 75 to 85 spaces per level. Use of the parking garage could meet the needs of employees during business hours and those visiting the Entertainment Village at night, similar to the current function of the surface lot in this location. Additionally, the Mixed-Use Ramp (8) provides nearby parking for these activities. This site should be developed in a manner that retains public access adjacent to the Fox River and connects with the Entertainment Village.

Fox Theatre Renovation (6)

The Fox Theatre represents a valuable asset to the form and function of the Entertainment Village. The architectural integrity of the block face would be hindered severely by the deterioration of the structure. Also the potential for housing a variety of entertainment activities (plays, concerts, dinner theatre, etc.) will add additional liveliness to the area and draw people to the village.

Mixed-Use Commercial Infill (7)

North of Doty Street along the western block face of Adams Street to Walnut Street there exists an opportunity to expand commercial activities. Mixed-use commercial activities along with limited surface parking would help to solidify a variety of activities along Adams Street from Doty Street to the Port Plaza Mall. Typical uses may include destination restaurants, and office or loft residential that may be supportive of nearby government functions.

Mixed-Use Parking Ramp (8)

The opportunity to construct a mixed-use parking ramp, on the east block face of Washington Street between Doty and Stuart streets would serve a variety of functions. Along with providing a stronger urban fabric through additional commercial space at street level (up to 30,000 square feet), the parking ramp may accommodate spaces needed for the Courthouse and Signature Office Complex (5) during the day, (137 to 155 spaces per level) and the Entertainment Village at night. The new structure should incorporate similar architectural qualities and materials as typical storefronts in the Entertainment Village and would provide continuous store frontage and activity that links the Best Western and proposed Open-Air Market and Marina (9) anchor, through the Entertainment Village to the Port Plaza Mall.

Open-Air Market and Marina (9)

Directly south of the existing Riverwalk Plaza office building and parking lot, the opportunity exists for an open-air farmers market (Figure 11). A public and private activity center is envisioned in the area. The existing bus barn may be modified, the facade preserved and/or portions reconstructed to accommodate commercial uses. Also, the overhead electrical wires and ground facilities should be removed and relocated to accommodate proposed development on the east and west banks of the Fox River. Additional retail can be developed along the river, preferably space is provided that will support boat activity along the river. Approximately 20,000 square feet of leasable indoor commercial space could be included in this development. Outdoors, an open-air structure is constructed to house seasonal or year round activities, such as a farmers market or special events, such as cook-offs and craft fairs. The open-air market is anchored by an amphitheater at the river, which provides a venue for promotional events, such as concerts, fireworks viewing, etc. Programming or events in

Downtown Green Bay Design Plan

this area could be coordinated with uses at other public gathering spaces throughout downtown. A public marina would incorporate features, such as a water taxi/boat landing and retail/office space.

Cultural Heritage Anchor (10)

The purpose of this feature is to enhance the awareness of the heritage and history of the community and region by fostering opportunities for educational and leisure activities for both residents and visitors. This site, located south of the Mason Street overpass and adjacent to the Astor Neighborhood, is suitable for development as a Green Bay/Brown County Regional Cultural-Heritage Center. The initial phase may include an interpretive park, active archeological dig, and/or historic education site. Future phases may include the construction of a cultural-heritage education pavilion, which could house exhibits and artifacts that document the history of Green Bay and Northeast Wisconsin. Public access is maintained through portions of the park, which eventually could be connected with a regional rails-to-trails recreation system and the riverwalk into downtown. This project should be viewed as complementary to the Heritage Hill project and may be directly connected to Heritage Hill via the rails-to-trails extension of the riverwalk. These locations may also be connected through a trolley system. The connection between the two heritage venues and the Astor Neighborhood provides excellent opportunities for walking tours, home tours and an complete experience for appreciating the history of the people and events of the area.

C. *Broadway Village*

Goal: Provide opportunities for business ventures to operate in a distinctive environment and take advantage of opportunities provided by the character of the Broadway Corridor and the Fox River.

Broadway Village should be developed as a distinctive mixed-use corridor, providing opportunities for small neighborhood support or specialty businesses. Broadway Village should personify the traditional "Main Street" character, focusing primarily on the Broadway block face (except at key intersections that could extend a block deep). This village is a component of downtown, and provides a unique experience through the historical context of the village that complements other parts of downtown. Also critical in this village is retaining a mixture of uses, which provide employment opportunities for residents and add to the diversity of activity taking place in the village.

Mixed-Use Infill: Pedestrian-Oriented Development (11)

Broadway presents the opportunity to create a distinct environment, highly identifiable as a special place. The Broadway Corridor may provide opportunities for small businesses, or niche enterprises that seek this distinct environment. A pedestrian orientation between Dousman and Arndt streets should exist within the village. Additionally, the west block face of Broadway from Dousman to Kellogg should be included as part of this treatment area. Infill opportunities along the corridor should be investigated and pursued. Policies that promote mixed-use have been initiated and should be continued. Renovation and occupation of existing spaces should also continue to be promoted. Building development should enhance the urban streetscape, promoting a pedestrian friendly environment. Zero (0') setbacks should be maintained

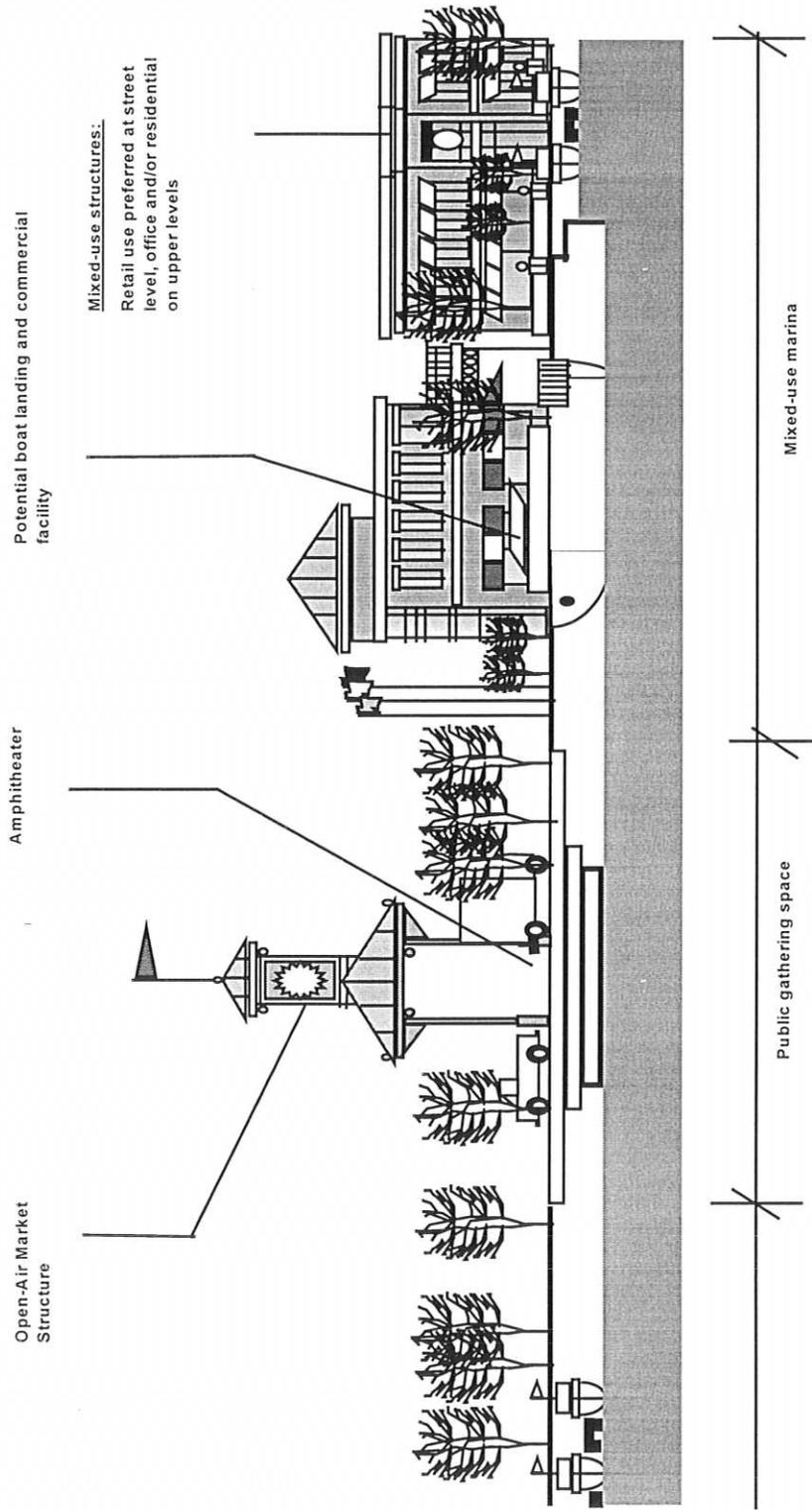


Figure 11: Open-Air Market - Marina

Downtown Green Bay Design Plan

with surface parking located behind buildings with access off Chestnut or various east/west cross streets in the area. Parking areas should not extend beyond one-half block west of the block face on Chestnut Street and these parking areas should be buffered from adjacent residential property.

Mixed-Use Infill: Automobile-Oriented Development (12)

Along Broadway, north of Kellogg to Mather and south of Arndt to 7th Street, the importance of a pedestrian-oriented environment is less critical. Mixed-use development should retain some pedestrian qualities, such as zero setbacks, but access and parking may be more flexibly developed. Parking can be located at the back and the sides of structures, allowing for more flexibility in the types of businesses that may wish to locate along these sections of Broadway. Commercial activities should focus upon serving the adjacent areas that are industrial and/or residential in character, thus supporting nearby residents and employees.

Fox River and Great Lakes Park (13)

Great Lakes Excursion Boat Landing and Pavilion: A boat landing and pavilion is one anchor in the park. The landing accommodates an excursion boat for the Great Lakes Region. The pavilion would house excursion offices, storage, emergency maintenance, gift shops, and perhaps a restaurant. Opportunities also exist for a Great Lakes educational exhibit and information center.

Observation shelters may provide unobstructed views of the river to observe incoming ships, river activity and special events. Each shelter may incorporate educational kiosks, describing the workings of ships, bridges, and the economic role that river commerce plays in the region (current and past). Some of the shelters could be semi-public, in that they may require reservations to accommodate small corporate and school functions or group/family gatherings.

Educational Pavilion/Ship: Along the Fox River, where the new Main Street bridge will be located, the opportunity exists to develop an educational pavilion and ship. Its intent would be to emphasize the heritage fostered by the Fox River and the development of Downtown Green Bay. For example, a public plaza where people can observe ships entering and leaving the Fox River is envisioned. This site also presents an opportunity to permanently harbor a nautical museum within a ship as an educational platform. The ship could serve observation and education purposes with a restaurant or galley and complemented by a land based pavilion or nautical sculpture park. The park itself would emphasize the historic theme for the Fox River and Great Lakes, and be highly visible to the Convention District. These uses and activities would be complementary to the Neville Museum, railroad depot and other adjacent uses. It should be noted that the actual placement of this activity along the Fox River would be determined through a more detailed study assessing the feasibility of this concept here, as well as in other locations.

Downtown Green Bay Design Plan

Neville Museum Expansion (14)

The Neville Museum site may accommodate future expansion and additional amenities as described in previous plans. The removal of commercial structures north of the museum along Dousman Street between the railroad tracks and Fox River, parking modifications including a parking ramp on Pearl Street to support the museum and activities along Broadway, and the addition of waterfront amenities would be undertaken. Pedestrian connections to the park would be developed along with public amenities adjacent to the river. Additional exhibits could be incorporated, such as an outdoor sculpture park/educational platform and a dock, to accommodate temporary boat exhibits (historical and contemporary) or water taxis. The entry to the museum and Fox River and Great Lakes Park (13) would be signalized and Museum Way would be closed as a through street.

Public access from Broadway to the museum area would be provided by a pedestrian at-grade crossing at the railroad tracks to the Veterans Memorial Park, Neville Museum and waterfront activity area. The design of this connection would require the closure of Pearl Street, incorporate pedestrian safety features and complement the adaptive reuse or redevelopment of adjacent properties. To the south, new dock facilities would be developed adjacent to the Rivers Edge Apartments.

Marina and Mixed-Use Complex (15)

The south anchor of the Broadway Village would be comprised of a mixed-use development. The existing slip on the Fox River would be modified to accommodate a multipurpose marina and development. On the south side, a maintenance marina could be constructed. The maintenance marina would house facilities to dry dock and store boats, provide boat service and repair, boat fueling and equipment. Screening of some of these activities may be accomplished through landscape improvements and other accepted methods and structural qualities should complement and enhance the area. Along with the facility, part of the site would be developed as a public boat launch. On the west side of the marina, the plan envisions office/research oriented development. Research and exhibit pools could be incorporated in the marina and as part of this facility. On the north side of the marina, a modest sized commercial development could also occur. For example restaurant, retail or office uses that are oriented towards the river would be appropriate. At-grade crossings at the active rail lines would need to be enhanced.

Mixed-Use Development (16)

Existing industrial structures should be further investigated as to their feasibility for conversion to alternative uses. Potential uses would include residential and business lofts, providing generous expanses of space for a variety of uses and designs. Existing metal skins may be removed and the facades restored to the original character, enhancing the warehouse/loft theme. Boat docks along the river and other land based amenities should be encouraged to enhance the residential and office characteristics of the site.

Districts

A district is identified with a primary function. Within districts there may also be more flexibility in the development requirements than is suggested in the villages because the focus is based on functional aspects of the district versus strong design elements. Districts may have one primary function, such as the Government District and the Convention District. Other districts may facilitate a variety of uses. These areas may be less pedestrian-oriented, accommodating business types and functions that would disrupt the urban continuity desired in the villages.

A. *Convention District*

Goal: Create a highly identifiable and viable convention center complex, serving the intrastate and interregional conference/meeting markets.

The Convention District should be developed as a regional destination point to facilitate conventions, conferences, special attractions and events. While the focus is on visitors, activities and uses are also intended to attract residents. This district should accommodate exhibit hall and conference center expansion, new lodging development, limited new support/commercial development, a marina, and a major regional attraction, such as a planetarium, science museum, arboretum, or discovery center.

Convention Center Expansion (17)

This opportunity includes the phased development (up to 45,000 square feet initially) to the west of the existing exhibit hall. According to previous studies, this would accommodate approximately 80 percent of the conference demand that is not currently being captured because of existing capacity constraints. There is also potential to develop above grade pedestrian access to the existing Holiday Inn. Additional convention center expansion for meeting rooms may be possible as part of the proposed Mixed-Use Parking Ramp (25) in the district and/or through using available space in the mall in the future. Parking needs in this area need to be considered simultaneously to expansion and may be addressed through the development of the two proposed parking ramps (21 and 25). Also, the expanded Pine Street Ramp (24) can be utilized to alleviate some needs.

Regional Attraction (18)

A key component of downtown will be a distinct, regional attraction, that complements the convention facilities. The regional attraction would provide an anchor for the Central Activity Core and the riverwalk on the east side of the Fox River. The structure's architecture would also provide a key opportunity to present a more dramatic entry into downtown, complemented by new green space east of Monroe Avenue (19), a proposed hotel (24) and expanded conference/convention facilities (17). The facility should accommodate activities, such as a planetarium, aquarium, arboretum, science/discovery museum, or other activities, unique to the area that would capture the regional visitor/resident market.

Downtown Green Bay Design Plan

East River Park (19)

To further complement new development, a new park that extends east of Monroe to Whitney Park is proposed. The park provides an extension of the pedestrian access along the Fox River Walk system into neighborhoods east of downtown and provides a civic-oriented entrance into the Central Activity Core and the Regional Attraction (18) at the intersection of Monroe Avenue and Main Street. The trail can also be extended along the East River to Webster Street. Additionally, a small boat launch facility and possible pavilion structure may be incorporated into the park. Such a facility may utilize the existing building on the corner of Main Street and Monroe Avenue or a new structure to support public gathering and activities oriented toward park and river use.

Convention Marina (20)

The area northeast of the Convention Center along the East River would be targeted for more intense development than currently exists (Wisconsin Public Service [WPS] surface parking lots). Boat docking facilities on the East River would be developed. Public access would be maintained adjacent to the docks as part of the riverwalk. Seasonal or special event vendors may be encouraged and development may include a restaurant or specialty shops associated with Green Bay area and Wisconsin products, water oriented activity clubs, or activities at the Regional Attraction (18). Additionally, a water taxi may dock here, thus completing a river oriented linkage between various activity anchors along the Fox and East rivers. Existing surface lots could be modified to encourage shared use between marina users, patrons of the Regional Attraction (18) and WPS employees.

Wisconsin Public Service (WPS) Parking Ramp (21)

With the potential loss of existing parking being displaced by the Convention Marina (20) and related uses, parking for utility and possibly some Regency Center employees may be accommodated with a parking ramp, located among existing facilities. The parking ramp would be for use by WPS employees and visitors, thus allowing for the shared use of nearby surface parking. The ramp may also be designed to accommodate future facility expansion. Approximately 113 to 128 spaces per level may be accommodated within the proposed ramp.

Landmark Tower (22)

A "Landmark" Tower, a highly visible element, is proposed near the confluence of the Fox and East. A landmark symbolic of a harbor light or beacon, identifying the port of Green Bay may be appropriate. The intent of this landmark is to provide a predominant visual cue to downtown, visible from a significant distance outside of the downtown area. The landmark becomes a point of reference, as well as a viewable structure and constant reminder of the downtown area within the immediate region. The options for implementation are many. Initial concepts could range from simply a lighted radio or transmission tower, to an ornamentally detailed functional technology tower (supporting cell phone, digital or microwave communications) costs of which are dispersed among users of the tower, as well as the public utility and city, to a nonfunctional, high design public art element. The tower could be designed to incorporate similar materials, colors or other elements used in the wayfinding and gateway features in and around downtown.

Downtown Green Bay Design Plan

Hotel Expansion (23)

The area directly north of the Holiday Inn provides an opportunity to develop additional hotel space. Conventional expansion – an addition to the existing hotel facility -- is possible, but the plan explores the concept of developing something different in the downtown area. Garden, courtyard, or executive suites may provide an alternative to lodging that could complement the desired increase in convention/event traffic by the Convention Center Expansion (17). Other concepts may incorporate a residential component with executive suites. In either case, the development should complement and support activities within the Convention District. Approximately forty suites are accommodated in the expansion scenario indicated.

New Hotel (24)

When the Convention Center Expansion (17) is completed, the potential for more hotel space is anticipated. The property at the southwest corner of Main and Madison streets can accommodate a higher use than currently exists. The more intensive development of that property would also help in forming a more significant and identifiable environment. The plan explores the development of a new entrance into the mall along with a new hotel connected to the mall on Main Street, and connecting the hotel through the mall and the existing sky walk to the Convention Center. The proposed facility shown is approximately 18,000 square feet per level with a new addition or independent structure located between the hotel and the mall. Parking would be provided in the future by building a parking ramp through the use of air rights retained by the city in this location. The new parking structure may accommodate 113 to 128 parking spaces per level.

Mixed-Use Parking Ramp (25)

With total build out the Convention Marina (20), Regional Attraction (18), and Convention Center Expansion (17) the need to accommodate parking near these facilities will be critical. A new parking structure is proposed in the existing surface lot of the Regency Center to provide parking. The parking is strategically located to serve the Regional Attraction (18) and Convention Center Expansion (17). The potential exists to incorporate leasable commercial space or additional exhibit/conferencing facilities within the mixed-use structure. Possible uses at street level include offices for the Chamber of Commerce and the Visitor and Convention Bureau with a visitors information center, as well as support commercial and meeting space for convention activities. The structure would accommodate approximately 128 to 145 spaces per level. An alternate consideration for additional parking ramp development may be the surface lot east of the WPS complex. Existing environmental concerns and cost implications may make this alternative nonfeasible.

B. Government District

Goal: Encourage the retention and expansion of Civic functions in downtown.

The Government District is focused on government and civic functions. The Green Bay area should support the development of Federal, State, County and City functions in this district. To the extent possible, government, municipal and related support services should be encouraged to locate, expand and remain within this district. These functions provide a stable employment base in downtown, as well as a destination for residents and visitors to Green Bay. Although no specific projects are identified in this district, the

Downtown Green Bay Design Plan

role and impact of civic services and facilities should not be diminished through the future development of downtown. Facility improvement investment, such as the Brown County Courthouse, serves as an example of quality improvement and should be used to encourage further public and private improvements.

C. Central Activity Core Support District

Goal: Accommodate businesses and services that may require larger parcels and have overall lower densities within the downtown area.

This district is intended to accommodate a wide array of business and institutional types, providing flexibility within downtown for future development. Typically, development in these districts will be of an intensity that is less urban than the villages, more vehicle-oriented, and may require larger parcels to accommodate on-site activities (such as churches, halls, schools, automobile service, grocery, office, storage and distribution, etc.). It is possible that the expansion of the Entertainment and Town Square villages and Government District may be accommodated in this district in the long-term future.

Transit Center (26)

The existing transit mall along Adams Street would be replaced by a new transit center utilizing the block on the northwest corner of Walnut Street and Monroe Avenue. This center would be the hub for surface transportation activity including the transit system, regional bus service, taxi cabs and some vehicular parking. A loop shuttle system originating from this center could serve the downtown and connect with other bus routes terminating at the center. Additionally, bus routes and the center may be designed to ensure that stops at major destinations, such as Port Plaza Mall and the State Office Building can be accommodated in a manner that minimizes the need for short distance transfers. The facility would be designed with unique architectural qualities that complement other elements of the Downtown Activity Core. The structure needs to retain landmark architectural/design qualities.

Commercial/Institutional Development (27)

Existing commercial and office properties throughout the support area should be allowed to expand in a quality manner following certain design guidelines for building size and parking lot provisions. New businesses that provide general services and products in support of the adjacent neighborhoods, villages and districts should be encouraged to infill the area. These businesses would be oriented toward automobile patronage. For example, consumer and business services, and small-scale professional offices dependent upon patrons coming and going throughout a typical work day. It is possible that if the Town Square and Entertainment Villages are successful, they would expand into this area.

Institutions (churches, human service programs, schools) and their facilities provide a significant anchor within the community, especially in maintaining healthy residential areas nearby. Strategies and policies to be implemented should respect the need for these community anchors. Institutions should be preserved and accommodated in the potential expansion and upgrade of facilities, to ensure their viability within the downtown community. An example of such support includes the proposed closure of Madison Street near Howe School and St. Johns Park creating a link that can provide additional open space in support of school activities. In conjunction with this street

closure, the Mason Street off-ramp at Madison Street would be closed and eastbound traffic going into downtown would exit on a reconfigured ramp at Monroe Avenue. This would emphasize the role of Monroe Avenue as a regional connector into downtown, and assist in solidifying the residential characteristics of the adjacent neighborhood. Additionally, modification to traffic signal phasing would need to occur at this location.

Industrial & Warehousing Anchors

Goal: Encourage industrial facilities and employers to actively participate in design and development efforts.

Surrounding and within downtown, there are a variety of established industrial plants and facilities. These anchors provide employment opportunities; employees support other downtown activities and uses, such as retail and restaurant/food establishments. Retaining and attracting these employment generators is critical to the economic health of downtown. These anchors should be sensitive to the image and maintenance of their structures, screening of parking/service areas, and buffering between noncompatible uses. Further discussion regarding industrial activity is provided in the Broadway Village section of this document.

Light Industrial/Warehousing Distribution Park (28 and 29)

New industrial, warehousing, and/or distribution facilities would anchor the south portion of Broadway. A cohesive development is envisioned, taking full advantage of existing assets (rail, highway, river). Coalitions with operators to address buffering of uses adjacent to the development is desirable.

The existing coal piles are envisioned to be relocated. Distribution of coal would be by train and an effort would be made to schedule rail activity in off peak hours. Relocated and new industrial operations would be accommodated at this site, given its locational assets (highway, river, and rail). Warehousing displaced by the proposed development of the Fox River and Great Lakes Park (13) may be relocated into this area. In conjunction with this development displaced housing may be accommodated through the rehabilitation and infill efforts within the Fort Howard and Whitney-Howe Neighborhoods. It is also important to recognize industrial operations as a vital economic engine and employer within the downtown area. This development would have a working dock, and utilize buffering along the river. Redevelopment of this area may assist in stabilizing commercial and residential development west of the Fox River.

Neighborhoods

Goal: Stabilize, preserve and enhance residential opportunities and expand the neighborhood support services.

Neighborhoods are intended to be primarily residential in nature, providing a broad range of housing types (multifamily apartments, town homes, duplex units, and single-family units). In residential neighborhoods within and adjacent to downtown, the focus should be on stabilization, maintenance, and improvements. Neighborhood programs and services should be proactively targeted (weatherization, homeownership, property maintenance, neighborhood watch and patrols, etc.). A clear delineation and a sense of boundary should also be considered through the use of generous buffering between

Downtown Green Bay Design Plan

residential and nonresidential uses, and the use of parklets (street closures with landscaping and neighborhood markers) to minimize the impact of traffic destined for the Central Activity Core. Buffers between residential areas (Fort Howard, Whitney-Howe and Astor) and the intensive uses of the downtown commercial areas help to prevent speculation regarding the expansion of downtown into these neighborhoods. Such speculation has a tendency to discourage residential investment. It is anticipated that if improvement efforts are not made in these areas, the continuing trend of property deterioration will have a greater detrimental impact on residents and development efforts in the neighborhood and downtown. Figures 12 convey some of the principles supporting these recommendations.

A. *Whitney-Howe and Fort Howard Neighborhoods*

Residential Rehabilitation/Infill (30)

Enhancing current strategies and programs will help promote and foster viable neighborhoods east and west of the Fox River. Programs ranging from weatherization to rehabilitation aid and ownership incentives should be reinforced and become more proactive in dealing with the residential living environment. Assessment of dilapidated and uncared for structures and properties may need to be undertaken to determine proper action. More ardent code enforcement may be an initial effort to improve the physical appearance of the neighborhood. Policies and programs to promote owner occupation of units, new infill units, and substantial residential development (1/2 block or more) should be further investigated. Financial incentive tools, such as Tax Increment Financing tied to proposed development near the Fort Howard and Whitney-Howe neighborhoods can assist in the effort to stabilize the residential characteristics of these areas.

Commercial/Residential Redevelopment (31)

At the southeast corner of Main Street and Monroe Avenue, a combined full-service commercial development can provide goods and services for the downtown area, serving residents, as well as employees and nonresidents. To be a viable commercial center, the mixture of uses will be critical. Likely uses include business services, convenience goods and banking in addition to grocery and pharmacy establishments. Retail activities requiring 10,000 square feet of space or more may be likely candidates for portions of space in this center. The development responds to the need to stabilize surrounding residential areas and provide products and services that are currently not available in downtown. The pad site at the intersection of Main Street and Monroe Avenue should accommodate a downtown entrance plaza/special intersection treatment and significant architectural articulation of the structure (such as a well designed bank or other facility as compared to fast-food use or poorly designed structure). This development could be a catalyst and occur in concert with suggested residential rehabilitation and infill activity to the southeast of the proposed site.

Downtown Green Bay Design Plan

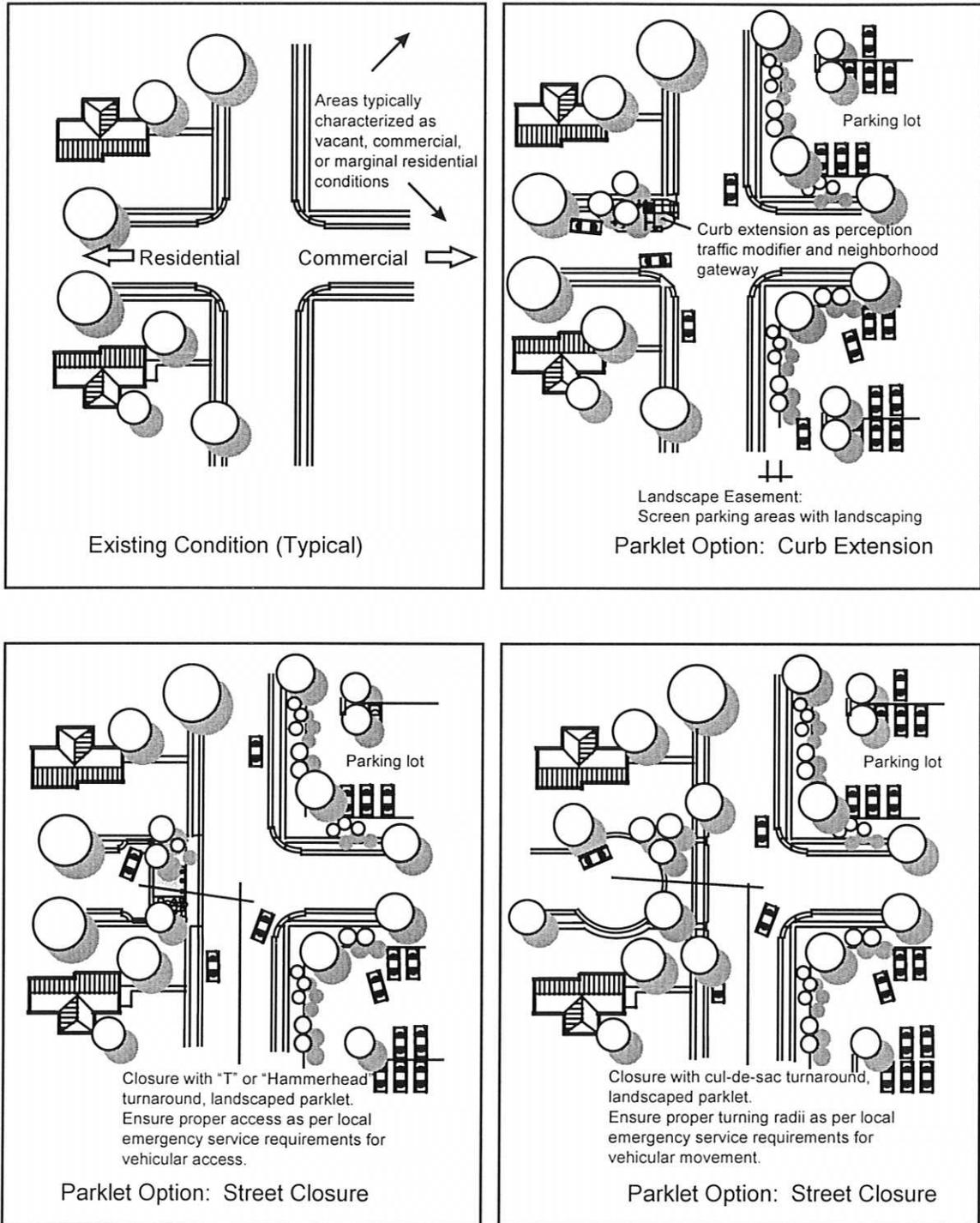


Figure 12: Neighborhood Parklets

Downtown Green Bay Design Plan

Behind the proposed commercial center at Madison Street and Monroe Avenue, the plan indicates the stabilization of residential development. Adequate buffering between commercial and residential uses and new construction is critical. The site takes advantage of existing assets, such as Whitney Park and pedestrian access to the Fox River Walk. Residential infill development should include architectural elements and lines of the predominant residential fabric existing in the area.

This development activity must consider the value of existing structures and uses. A key principle to success in this area will be the balance between commercial development/redevelopment and residential stabilization. The exact location and intensity of the commercial center may be developer driven given the actual retail/commercial mix being sought and existing conditions in the area bounded by Main, Monroe, Walnut and Webster. Modifications to Whitney Park should be considered to provide enhanced amenities within the neighborhood. Additionally, the new community clinic may need to be redesigned and/or relocated either adjacent to Whitney Park or at the intersection of Walnut Street and Monroe Avenue in close proximity to the proposed Transit Center (26). It is also possible that this development could incorporate facilities, such as the Post Office and YMCA.

Residential Delineation (32)

To help preserve existing neighborhoods, a clear delineation of uses (residential and nonresidential) may be desired. While commercial uses have already crept into residential neighborhoods, a strategy may be developed to concentrate commercial uses in highly identifiable and accessible areas of downtown with minimal impact on traditional residential areas.

Buffering should occur between residential and nonresidential properties, such as landscaping, wall/fencing, and berming. Along the Broadway, Monroe and Webster corridors, commercial parking is encouraged behind buildings, which can affect the adjacent residential areas. Generous buffering or the requirement of a landscape easement associated with these commercial parking areas will further delineate the neighborhood from automobile-oriented commercial activity. Owners may provide the easement and landscaping, while the city maintains it as public open space.

Continuation of community policing and infrastructure improvements in support of neighborhoods is recommended. Implementation of parklets and neighborhood markers at strategic intersections may enhance the physical structure of the neighborhood and further channel traffic to primary arterials rather than neighborhood streets. Such changes to circulation should be driven by the neighborhood with assistance from the city.

Design Elements

In addition to specific development opportunities in downtown, there are several design elements that are part of a larger system that may link downtown to the region or link the subareas of downtown. Such design elements include:

- Downtown Wayfinding and Gateways
- Fox River Walk
- Parking Lots and Ramps
- Streetcape Treatment

These elements are intended to accentuate the experience of visitors and residents in Downtown Green Bay.

Downtown Wayfinding and Gateways

Wayfinding and gateway systems offer visual cues for visitors to an area. It is critical that visitors are directed conveniently to their destination - Downtown Green Bay. Custom signage should be strategically implemented along regional roadways and thoroughfares that lead into downtown and at key intersections (Figure 13). Signage can simply be mounted to existing roadway lighting standards or on custom mounted poles along key thoroughfares, as well as through enhanced treatments at key intersections. For portions of roadways not in Green Bay or along state highways and interstates, the City will need to work cooperatively with other jurisdictional agencies.

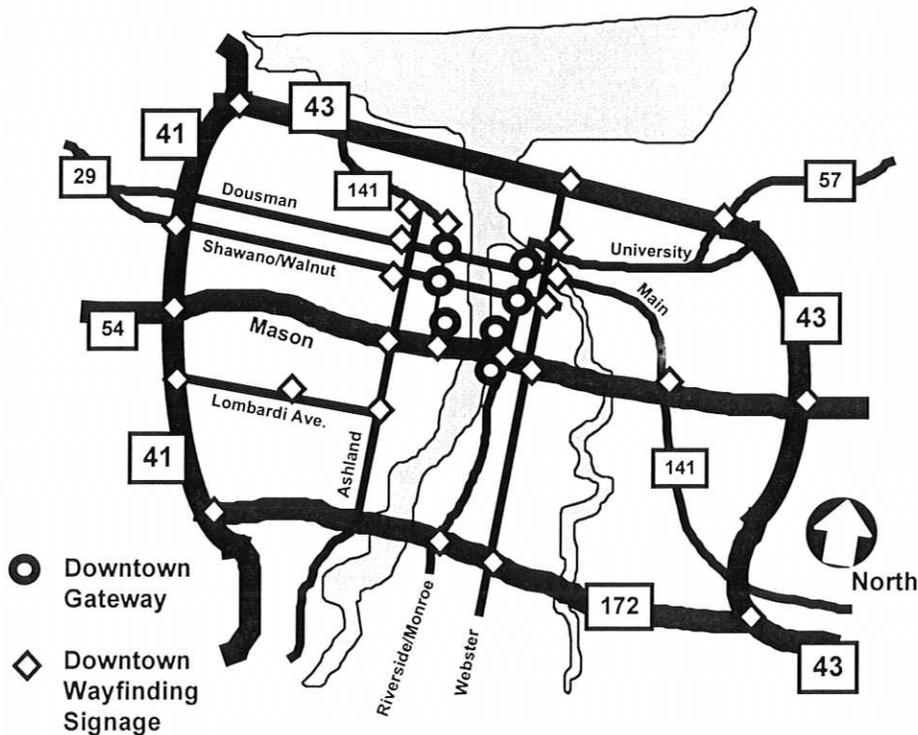


Figure 13: Regional Access/Wayfinding/Gateways

Downtown Green Bay Design Plan

A. Key Routes:

- Ashland (between Mason and Dousman)
- Webster (between Highway 172 and Interstate 43)
- Riverside/Monroe/University (between Highway 172 and Webster)
- Walnut/Shawano (between Highway 41 and Webster)
- Mason (between Highway 41 and Interstate 43)
- Main/Dousman (between Ashland and Webster)
- Lombardi/Ashland (from Highway 41 to Dousman)
- Highway 172 (between Austin Straubel Airport and Interstate 43)
- Highway 41 (between Highway 172 and Interstate 43)
- Interstate 43 (from just east of Highway 172 to just west of Highway 41)

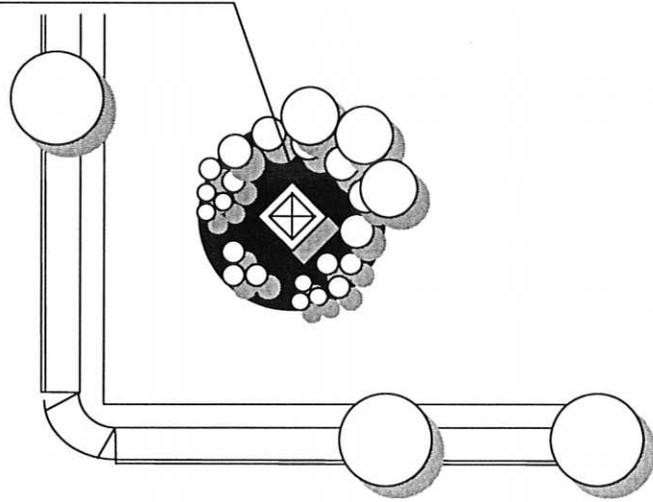
B. Key Interchanges/Intersections:

- Highway 172 (at Highway 41, at Riverside, at Webster and at Interstate 43)
- Highway 41 (at Lombardi, at Mason, at Shawano, and at Interstate 43)
- Interstate 43 (at Webster, at Mason and at University)
- University and Webster
- Main and Mason
- Main and Webster
- Walnut and Webster
- Mason and Monroe
- Mason and Webster
- Dousman and Ashland
- Walnut and Ashland
- Mason and Ashland
- Mason and Broadway
- Lombardi and Ashland
- Mather and Ashland
- Mather and Broadway

In addition to wayfinding signage, a series of downtown gateways is integral to the design plan. These gateways enhance the sense of arrival to the downtown and more specifically, the Central Activity Core, better identifying a memorable “place”. The gateways (Figures 14-17) can range from monumental pylons and walls, to sculptural pieces, to simple highly readable signage. Consistency is desired among all gateways, such as text, color of text, logo, structural materials, or an identifiable form. The gateway elements (materials, color, etc.) may be complementary of or similar to the proposed Landmark Tower (22). Also, gateway elements should incorporate similar logos, colors or other elements associated with wayfinding signage. This visual cue will provide consistency and ease of recognition for visitors. Gateway locations that have a generous amount of area should utilize that opportunity for a more elaborate treatment, such as enriched landscaping or fountain treatments. Some gateway areas have additional special intersection treatments (Figure 18), to further emphasize the sense of arrival or departure from the Central Activity Core. These intersections include treatments, such as enhanced pedestrian crossings, articulated pedestrian landings/plazas, special road/paving treatments, and distinct landscaping.

Gateway Monument:

Significant element
"Celebrates" entry into the
Central Activity Core.
Opportunities for additional
landscape enhancements at
southwest (Broadway and
Mason), south
(Washington/Adams and
Mason), and southeast
(Monroe and Mason) gateway
locations.



Gateway Monument:

- Significant visual element
- Incorporate Downtown Green Bay logo to enhance visual cueing
- Constructed of enduring materials
- Opportunities to incorporate accent lighting for dramatic effects

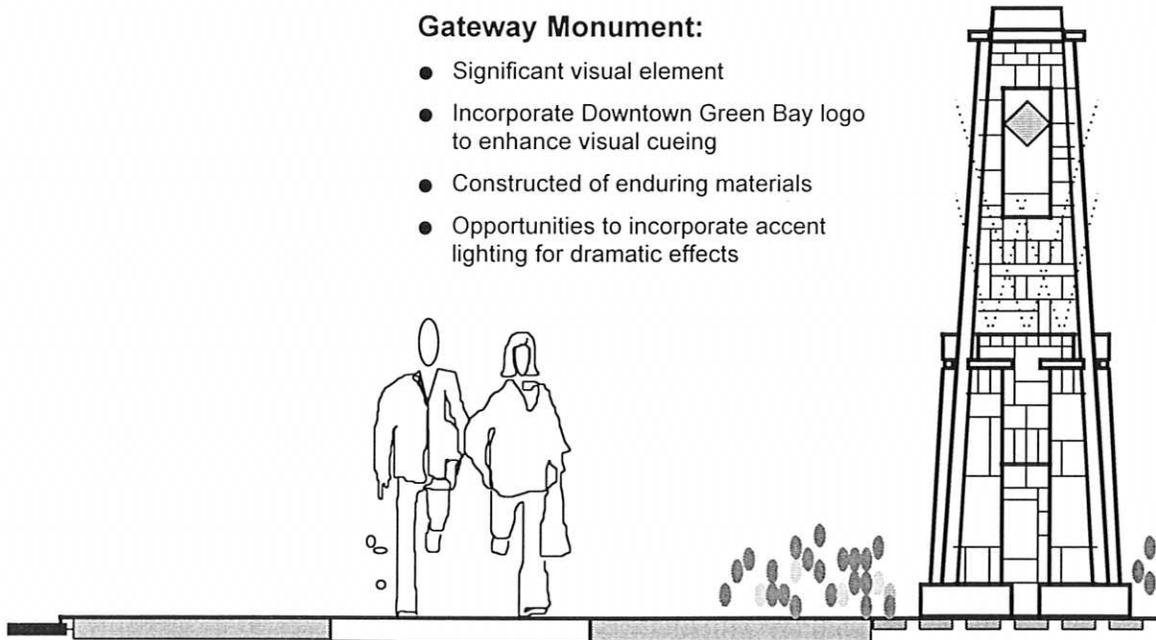


Figure 14: Gateway Monument

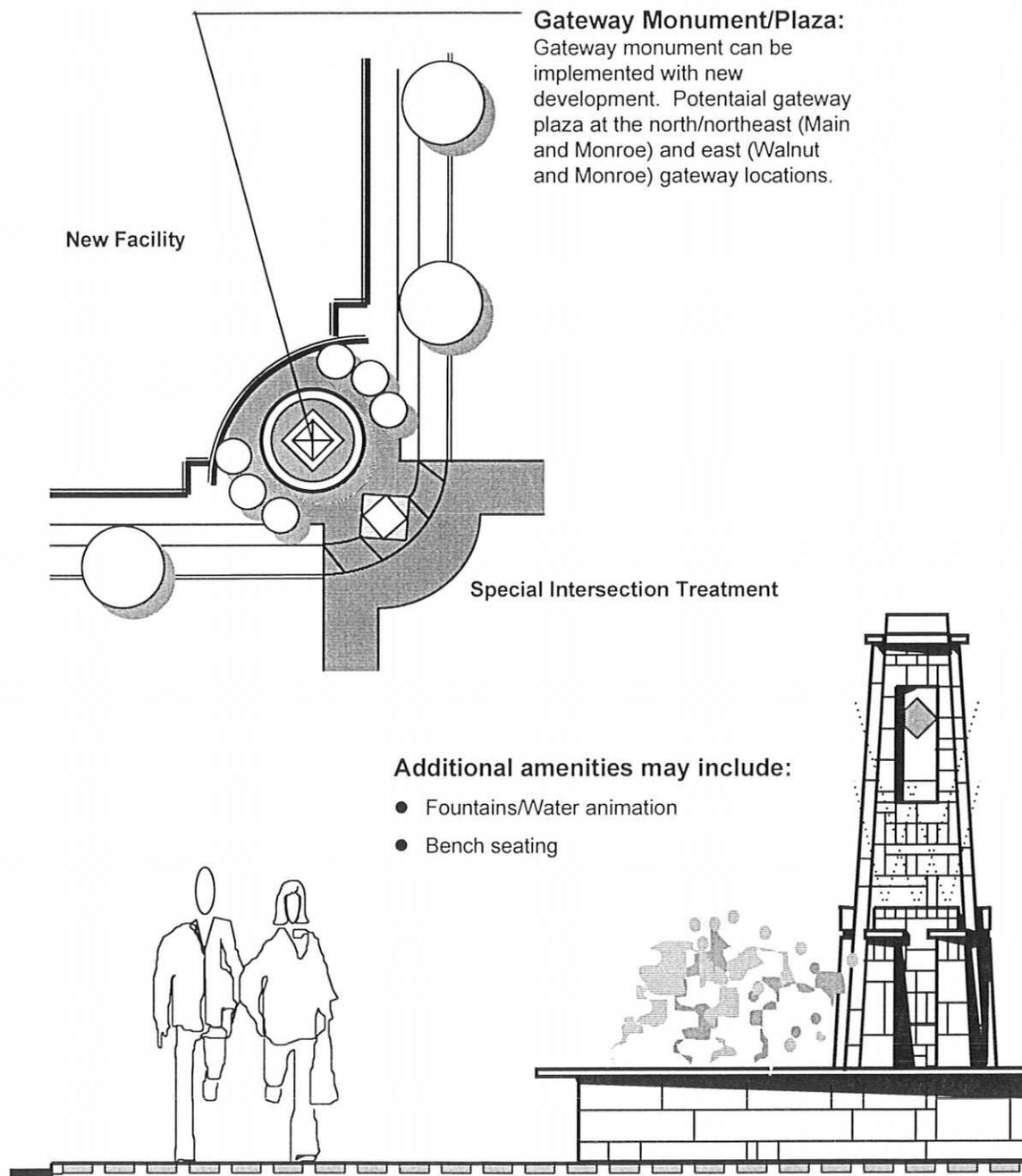
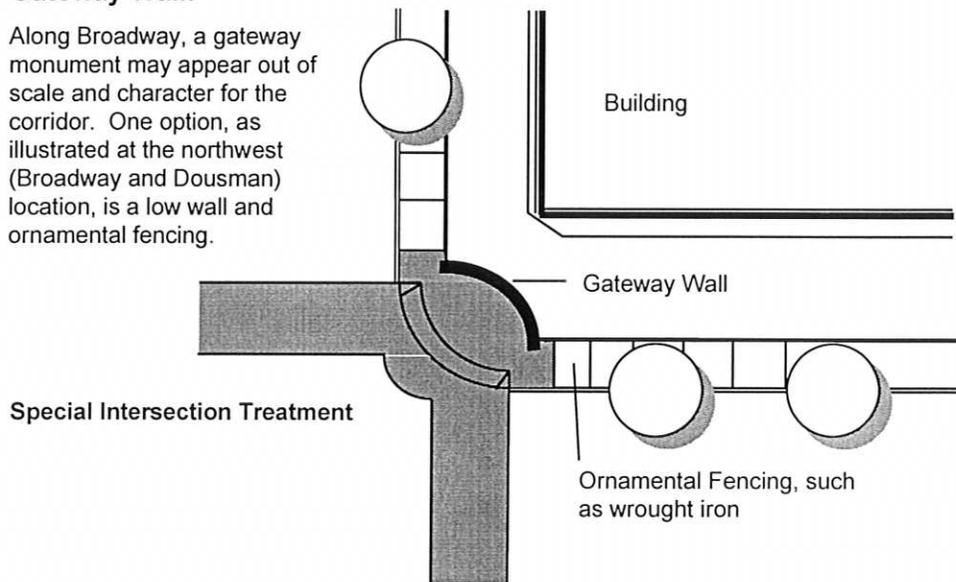


Figure 15: Gateway Monument/Plaza

Gateway Wall:

Along Broadway, a gateway monument may appear out of scale and character for the corridor. One option, as illustrated at the northwest (Broadway and Dousman) location, is a low wall and ornamental fencing.



- Incorporate materials as per gateway monuments
- Repeat visual cueing with logo, lighting treatment and landscaping

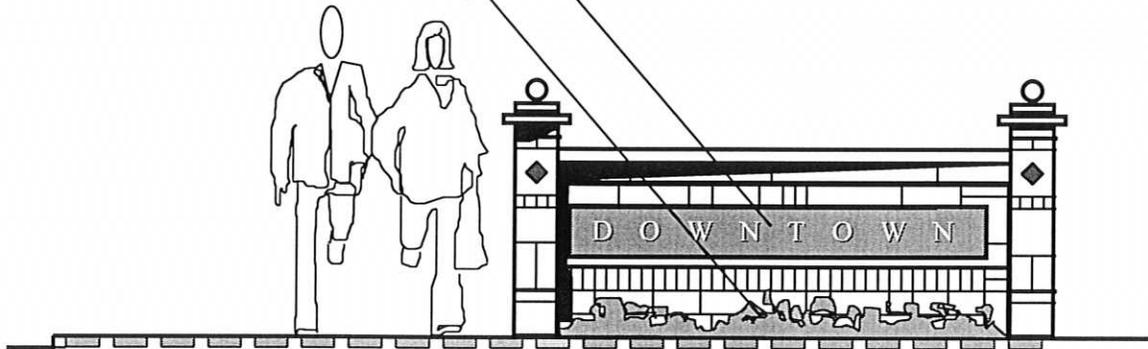


Figure 16: Gateway Wall

Gateway Pylons:

Along Broadway, the pedestrian zone is fairly limited. Another alternative would be to incorporate pylons at both sides of the intersection. This may be an option for the west (Broadway and Walnut) location.

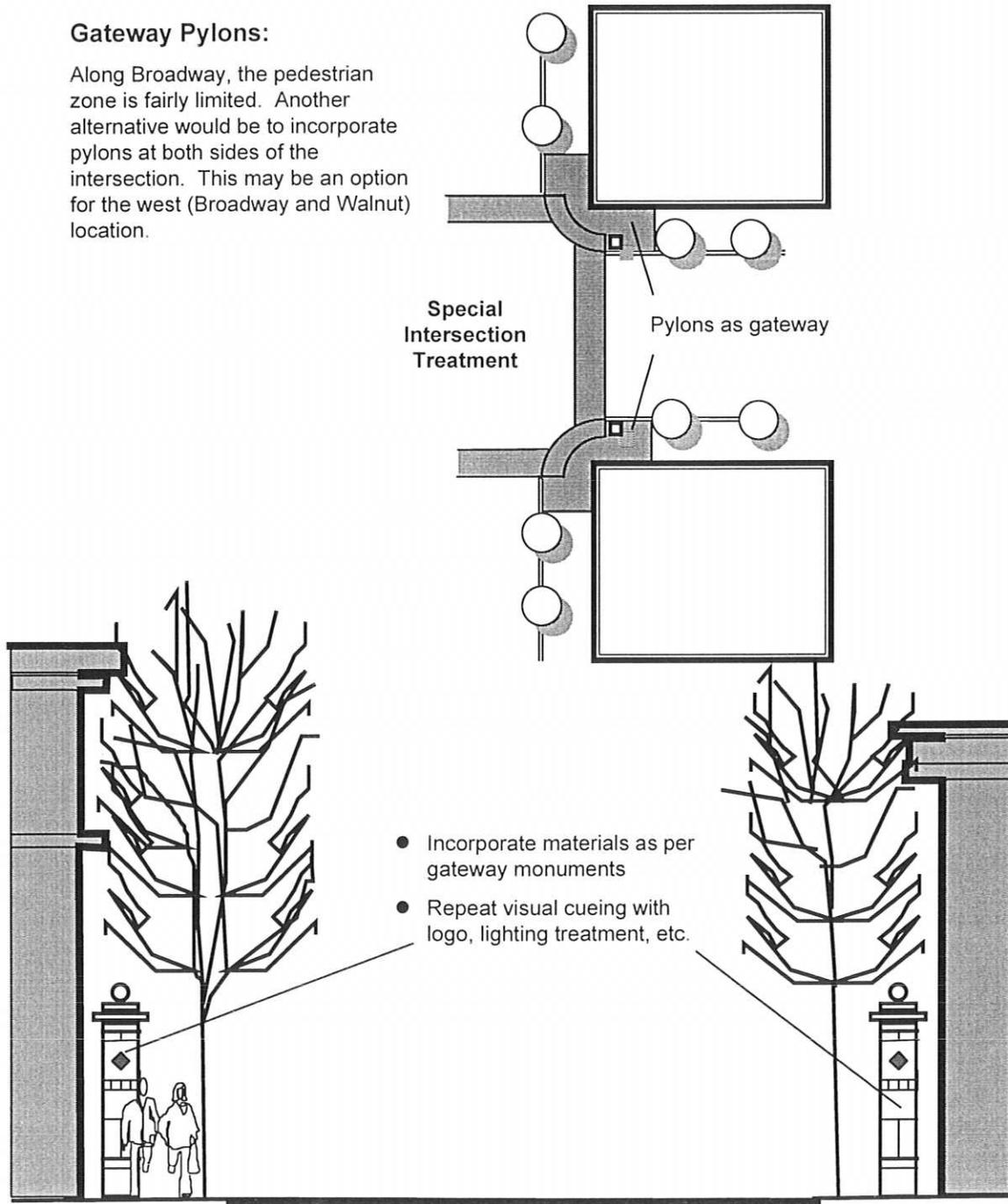


Figure 17: Gateway Pylons

Gateway Locations:

Incorporating distinctive intersection treatments at selected gateway locations is another element that helps "celebrate" access into the Central Activity Core. This example illustrates potential implementation at the Broadway and Walnut intersection, but the treatment should be repeated at the intersections of Main and Monroe, Walnut and Monroe, and Broadway and Dousman.

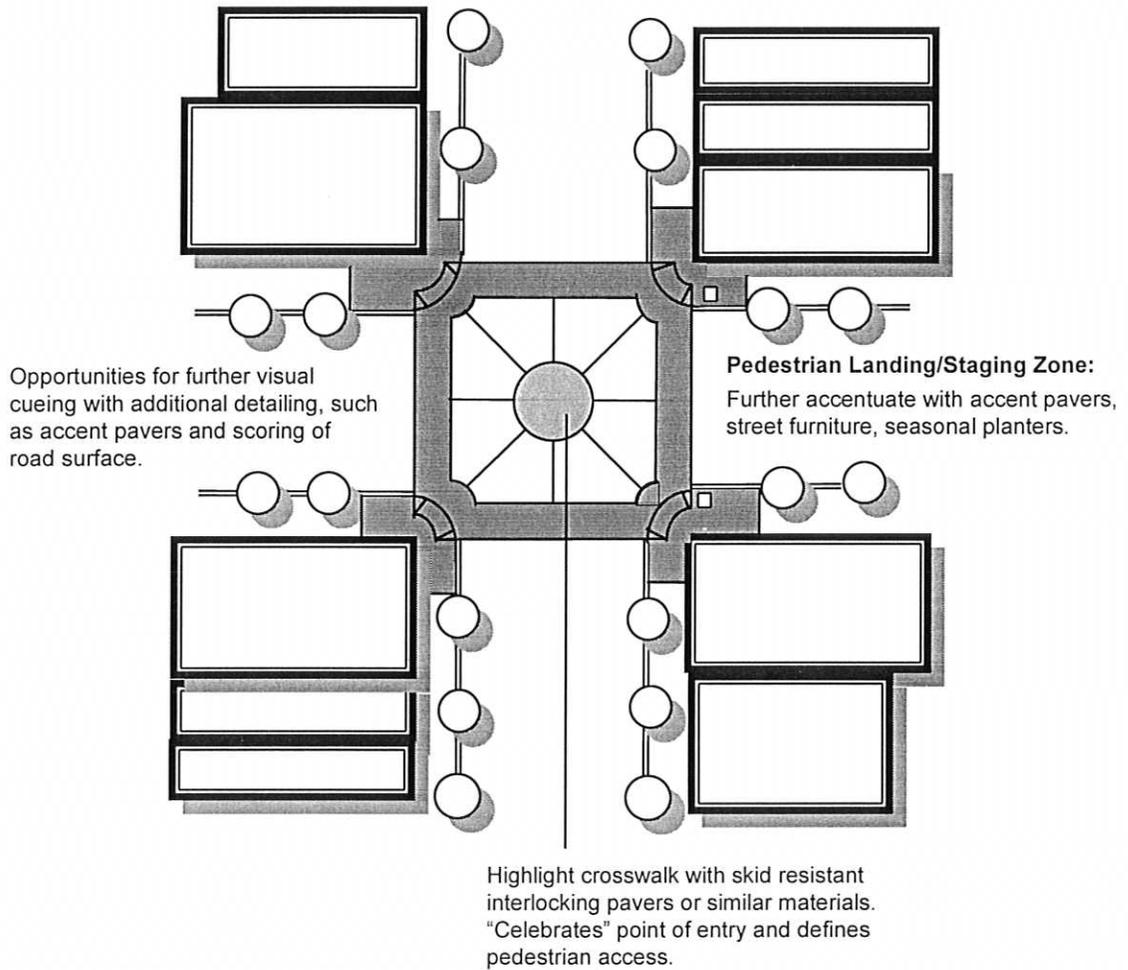


Figure 18: Special Intersection Treatment

Downtown Green Bay Design Plan

C. Gateway Locations:

North/Northeast	Monroe/Main associated with the proposed Regional Attraction (18) along with special intersection treatment at Monroe and Main
East	Monroe and Walnut, associated with the proposed Transit Center (26) along with additional special intersection treatment
Southeast	Monroe and Mason
South	Washington/Adams and Mason
Southwest	Broadway and Mason
West	Broadway and Walnut, with additional special intersection treatment
Northwest	Broadway and Dousman, with additional special intersection treatment

Fox River Walk

The primary intent of the riverwalk is to accommodate nonmotorized activities and to celebrate pedestrian access to the Fox River (Figure 19), a series of riverfront gateways (Figure 20) is proposed at several access points. The gateway design is envisioned as an actual arched structure that is pedestrian in scale, but highly identifiable and could incorporate some interpretive elements that tell the story of downtown. Additionally, enhancement of the existing pedestrian trail along the Fox River (Figures 21) is a major component of the plan, thus, ensuring public access to the riverfront. Pedestrian trails also link development "landings" along the river, such as marinas and boat launches. The riverwalk should not only accommodate temperate weather foot traffic, but opportunities for multipurpose uses in all climates, such as biking, inline skating, and potentially cross-country skiing, as well as meet accessibility standards per the Americans with Disabilities Act (ADA). The trail may need to leave the riverfront periodically to accommodate safe crossing of streets or proposed and existing development patterns. The design plan recommends the use of a boardwalk cantilevered around the Fox River Ramp and the use of complementary, yet unique pedestrian fixtures to those found throughout downtown.

A. River Gateway Locations:

East Bank

- Proposed East River Park (19)
- Monroe near the Regional Attraction (18)
- Near Admiral Flatly Park and the Holiday Inn Hotel
- Cherry Street Termination
- Doty Street Termination
- Proposed Open-Air Market (9)
- Near Washington and Adams streets and the proposed Cultural Heritage Anchor (10)

Downtown Green Bay Design Plan

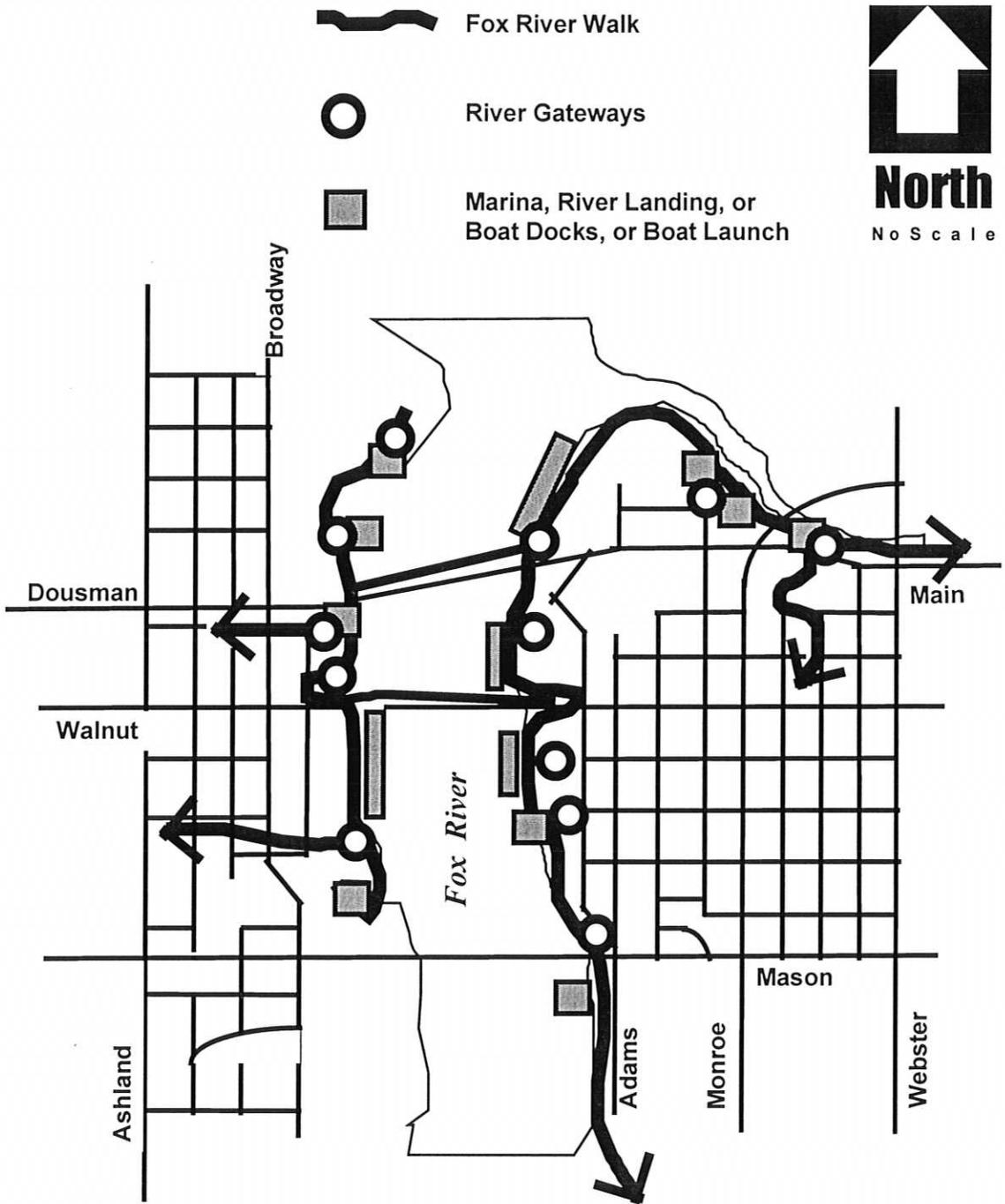


Figure 19: Fox River Walk System

Downtown Green Bay Design Plan

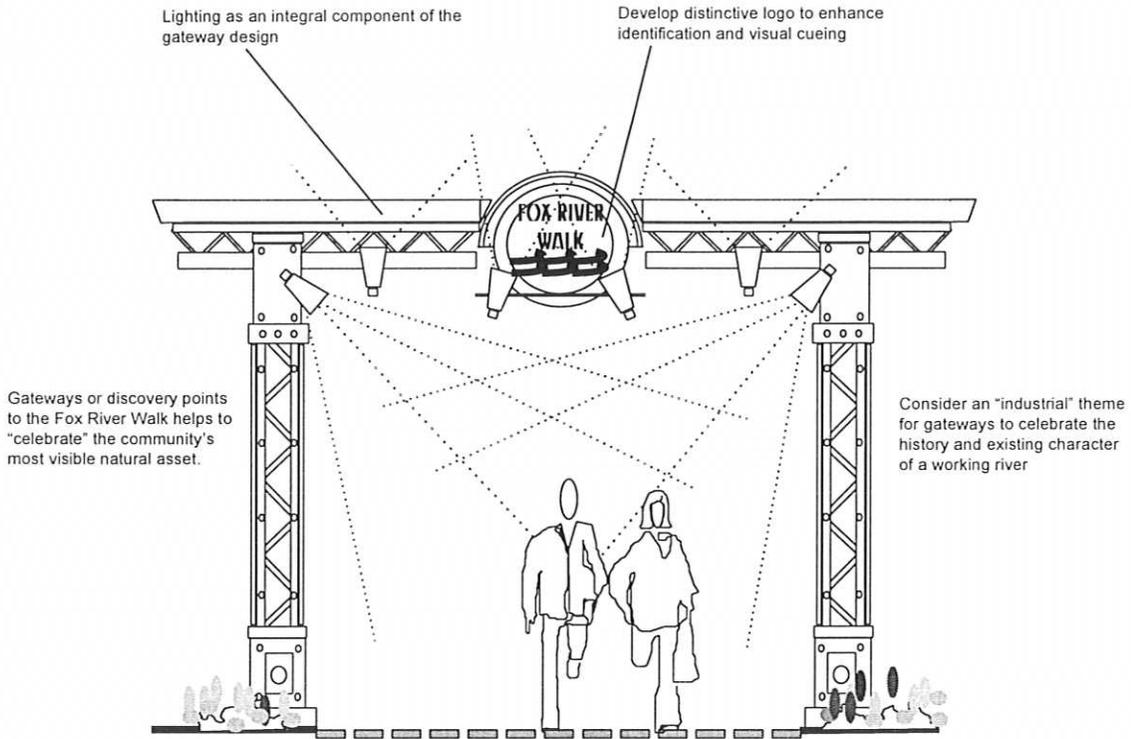


Figure 20: Fox River Walk Gateway

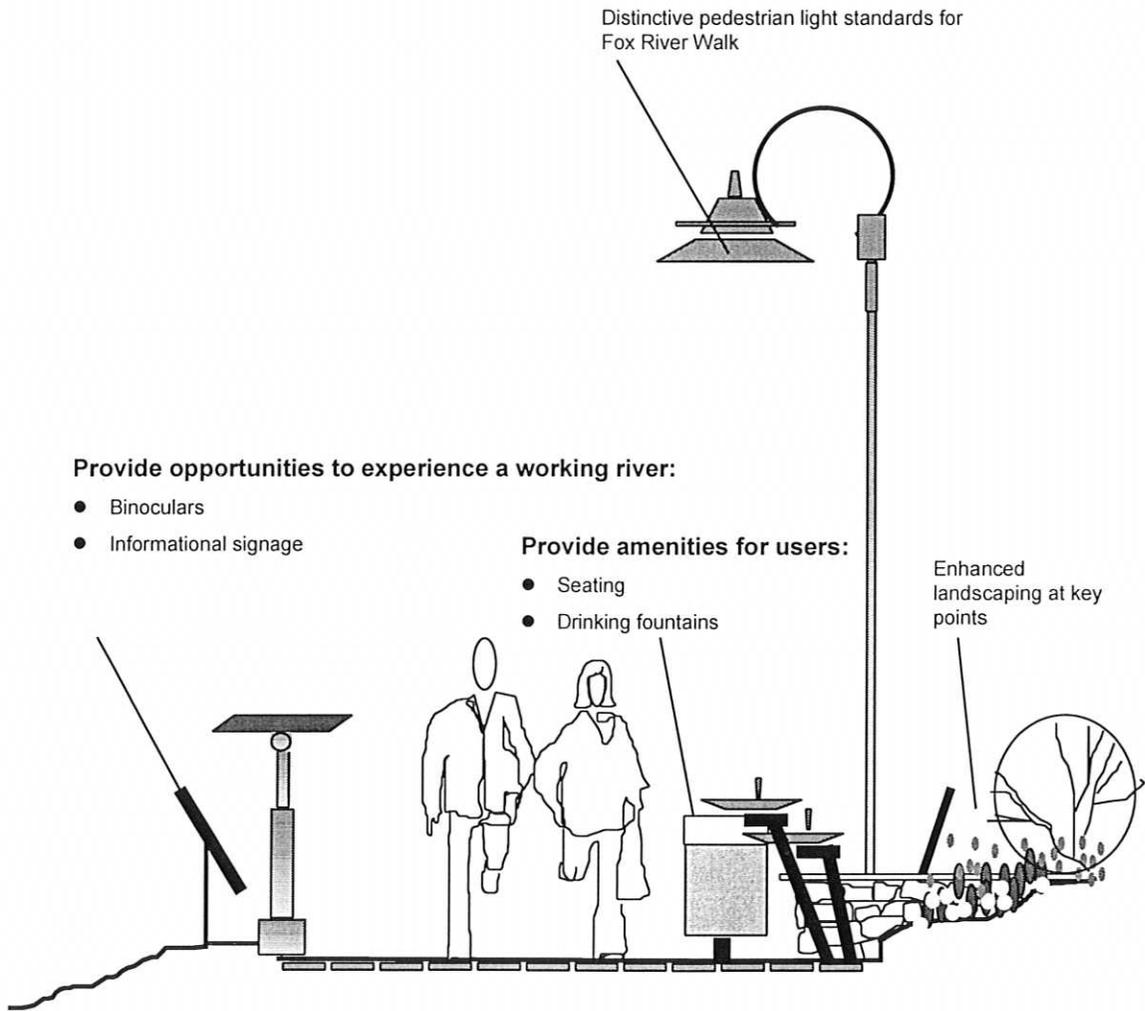


Figure 21: Fox River Walk

Downtown Green Bay Design Plan

West Bank

- North and south locations in the proposed Fox River and Great Lakes Park (13)
- Veterans Park, near proposed at-grade pedestrian access across the railroad tracks, connecting Broadway to the park and the Neville Museum (14)
- Near Walnut Street
- Proposed Marina and Mixed-Use Complex (15)

Parking Lots and Ramps

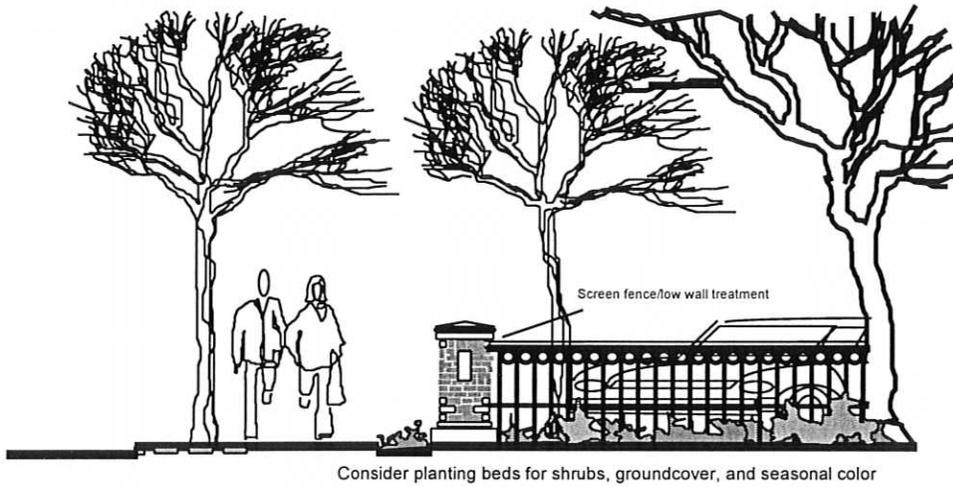
A policy should be implemented addressing the treatment of surface parking lots. Especially in the Central Activity Core, surface parking lots should be screened with a low wall and/or ornamental fencing (Figure 22). The screening treatment provides a better delineation of the parking lot, a degree of buffering between the lot and the pedestrian, and suggests the continuation of the urban block (zero setback). It is recommended that the screening treatment incorporate landscaping and trees on parking islands within the parking lot itself. An adequate planting area must be provided for the viability and maintenance of plant material. Additionally, larger surface lots should provide pedestrian circulation and access enhancements (marked or accented crosswalks and pathways, etc.). Fixtures, furnishings and landscaping in the lot should complement the character of the adjacent streetscape and private development. Similar parking lot enhancement should be encouraged through the use of design criteria for all surface parking locations throughout downtown.

In addition to surface parking, the design plan suggests the development of mixed-use parking ramps. These ramps are referred to in several narratives associated with the villages and districts, and the concept is further outlined in Figure 23. Although exact numbers for the amount of parking being removed, relocated or replaced are not available, it should be noted that a sufficient number of spaces will be necessary to meet the demands of the proposed future development. The number of spaces needed in specific locations will depend upon particular development proposals and the parking management policies in place at the time of development. Parking management policies should be reviewed and adjusted appropriately to maximize the use of all available spaces including the shared use of facilities for daytime and nighttime use.

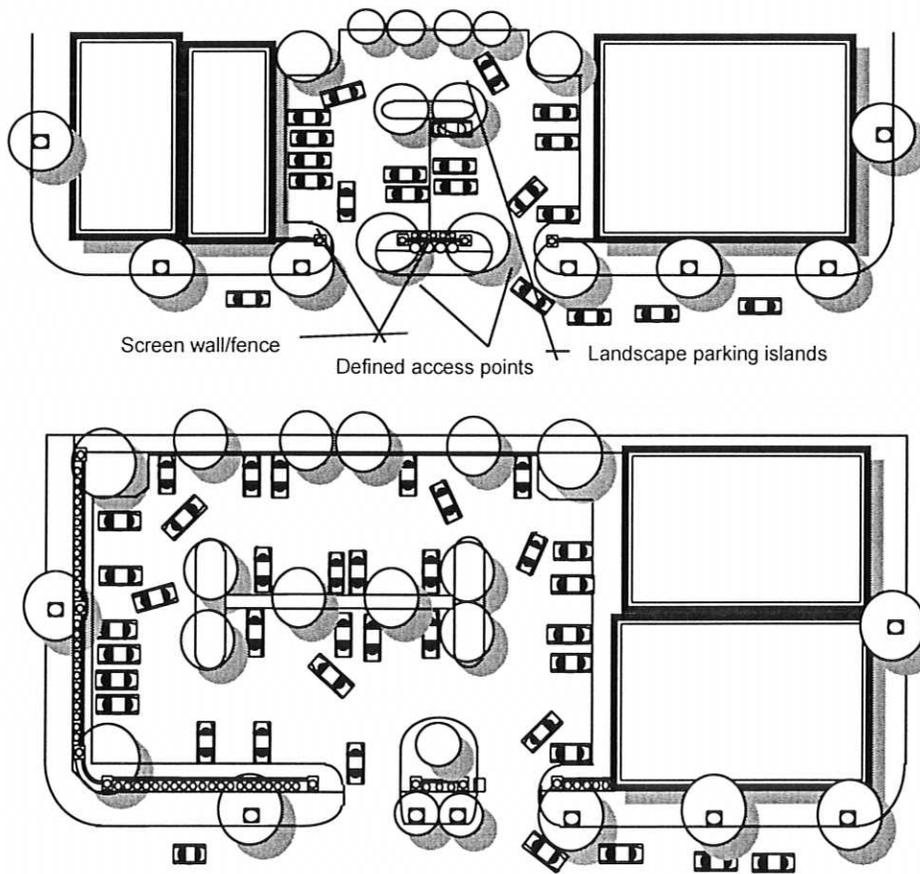
Streetscape Treatment

To further delineate a distinct, identifiable image for downtown, the plan proposes a hierarchy related to the intensity of the public right-of-way and streetscape treatment (Figure 24). While earlier figures indicated general principles for streetscape elements the following discussion and graphics reflect specific application based on the existing and anticipated character and function of various streets.

Downtown Green Bay Design Plan



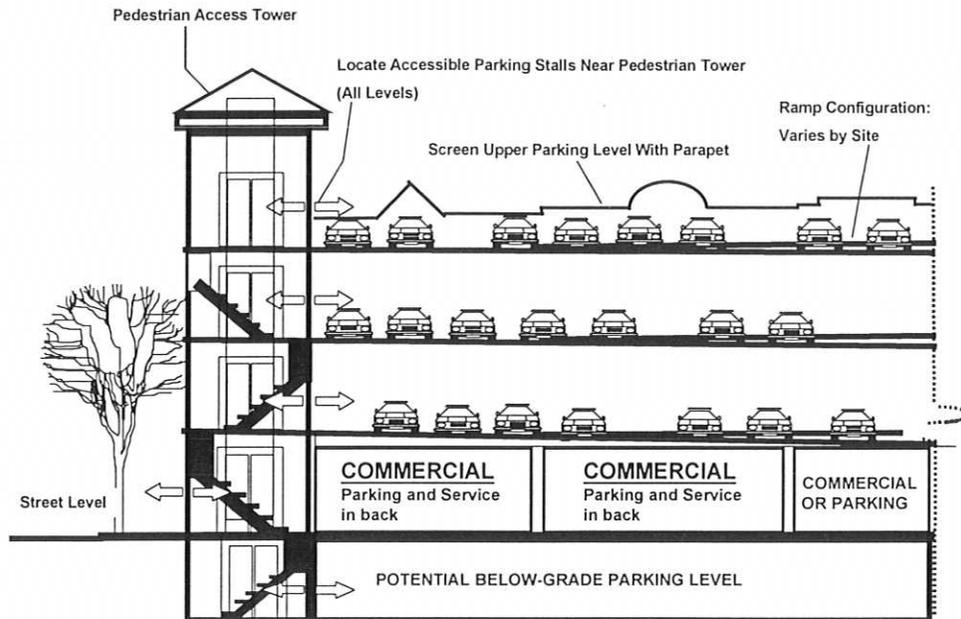
Parking lot screening elements help continue a sense of the urban facade line (zero foot setback), preserving some of the integrity of the blockface when buildings are absent.



Additional landscaping treatments are recommended for larger parking lots

Figure 22: Surface Parking Lots

Downtown Green Bay Design Plan



Anchor Intersections with Pedestrian Access Tower

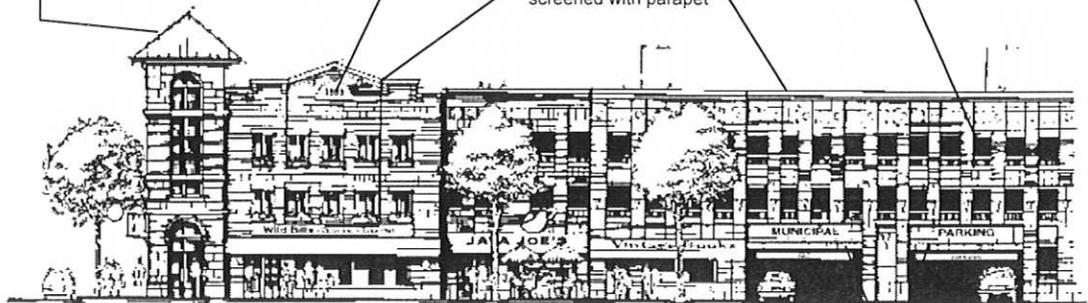
Access Tower:

- * Provides visual cue
- * Transparent/generous openings in stairwell-elevator for additional security
- * Pedestrian-oriented signage

Parking ramps should emphasize modulation which contributes to a more pedestrian-friendly environment.

Avoid long expanses of walls by slight variations in setbacks and by long features - punched window openings, etc.

Upper parking level should be screened with parapet



Mixed-Use Parking Ramps:

Commercial desired on pedestrian [street] level--options include:

- * Commercial throughout face block
- * Commercial at intersections only (to accommodate more parking spaces)
- * Opportunity may exist to incorporate office or residential on upper levels at intersections

Parking ramp access should be well defined

Ensure generous lighting throughout the structure - internally and externally

Mixed use ramps should complement the desired character and framework within downtown. Attention to scale, proportion, facade treatment, articulation, alignment, fenestration, materials, color, lighting, and signage will ensure that a parking ramp will become a contributing structure to the character of an area.

Figure 23: Mixed-Use Parking Ramps

Downtown Green Bay Design Plan

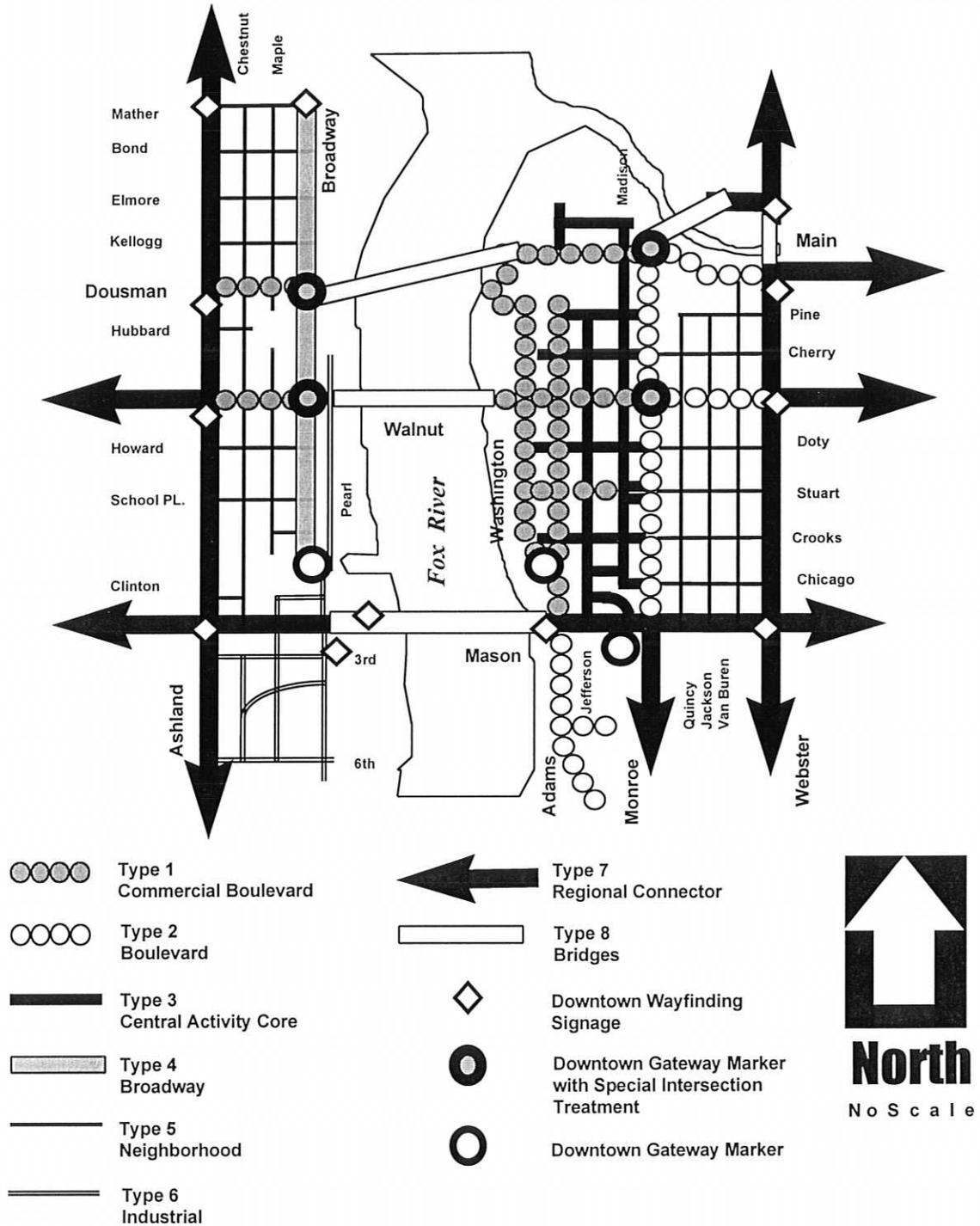


Figure 24: Streetscape Framework

Downtown Green Bay Design Plan

A. Type 1: Commercial Boulevard

- Main/Dousman: Monroe to Broadway
- Walnut: Monroe to Broadway
- Washington: Mason to Main
- Adams: Mason to Port Plaza Mall
- Monroe: Walnut to Main

Commercial Boulevards (Figure 25) are intended to enhance primary access routes through downtown and add additional value to adjacent properties. Commercial boulevard characteristics include:

- Consistent street tree plantings, distinguished further by a tighter spacing (such as every 35 feet off-center as compared to 50 feet off-center for other streets--actual spacing will be determined by type of species and existing conditions)
- Distinctive tree species
- Green Bay roadway lighting standards
- Downtown banners mounted on roadway lighting standards (Figure 26)
- Downtown pedestrian lighting standards
- Village banners on pedestrian lighting standards (urban villages only)
- Existing downtown bus shelters may remain or be redesigned at necessary locations.
- New street furniture necessary and additional bus shelters should be implemented in the urban villages. These elements should reflect village character.

B. Type 2: Boulevard

- Main: Webster to Monroe
- Dousman: Ashland to Broadway
- Adams: Mason to Porlier
- Monroe: Mason to Walnut
- Walnut: Ashland to Broadway and Monroe to Webster
- Stuart: Washington to Madison
- Lawe: Adams to Madison

Boulevards (Figure 27) are intended to enhance primary access routes to downtown, yet provide distinction that the area is not part of the Central Activity Core. Boulevard characteristics include:

- Consistent street tree plantings, as distinguished by commercial boulevard standards
- Distinctive tree species
- Green Bay roadway lighting standards

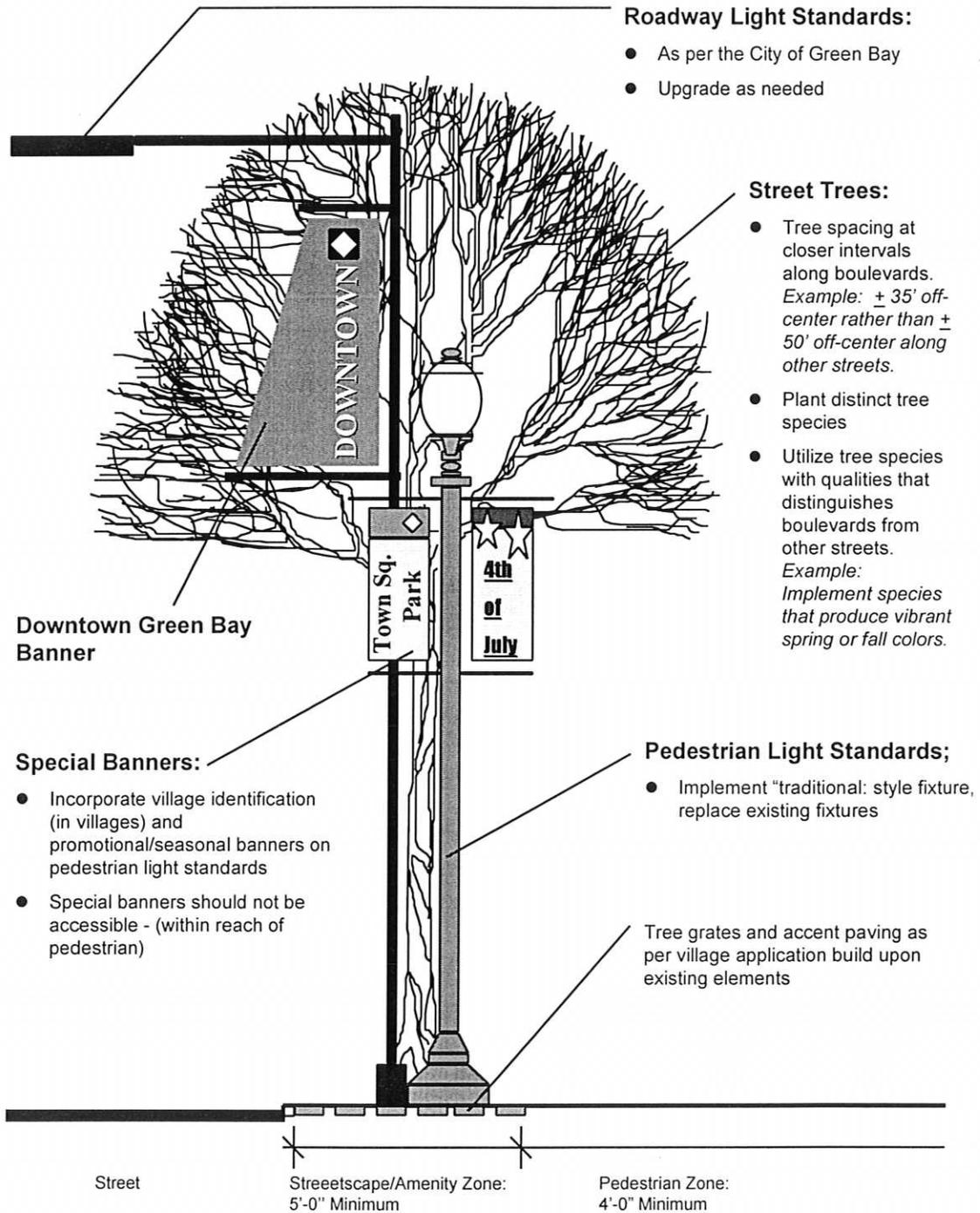


Figure 25: Type 1: Commercial Boulevard

Downtown Green Bay Design Plan

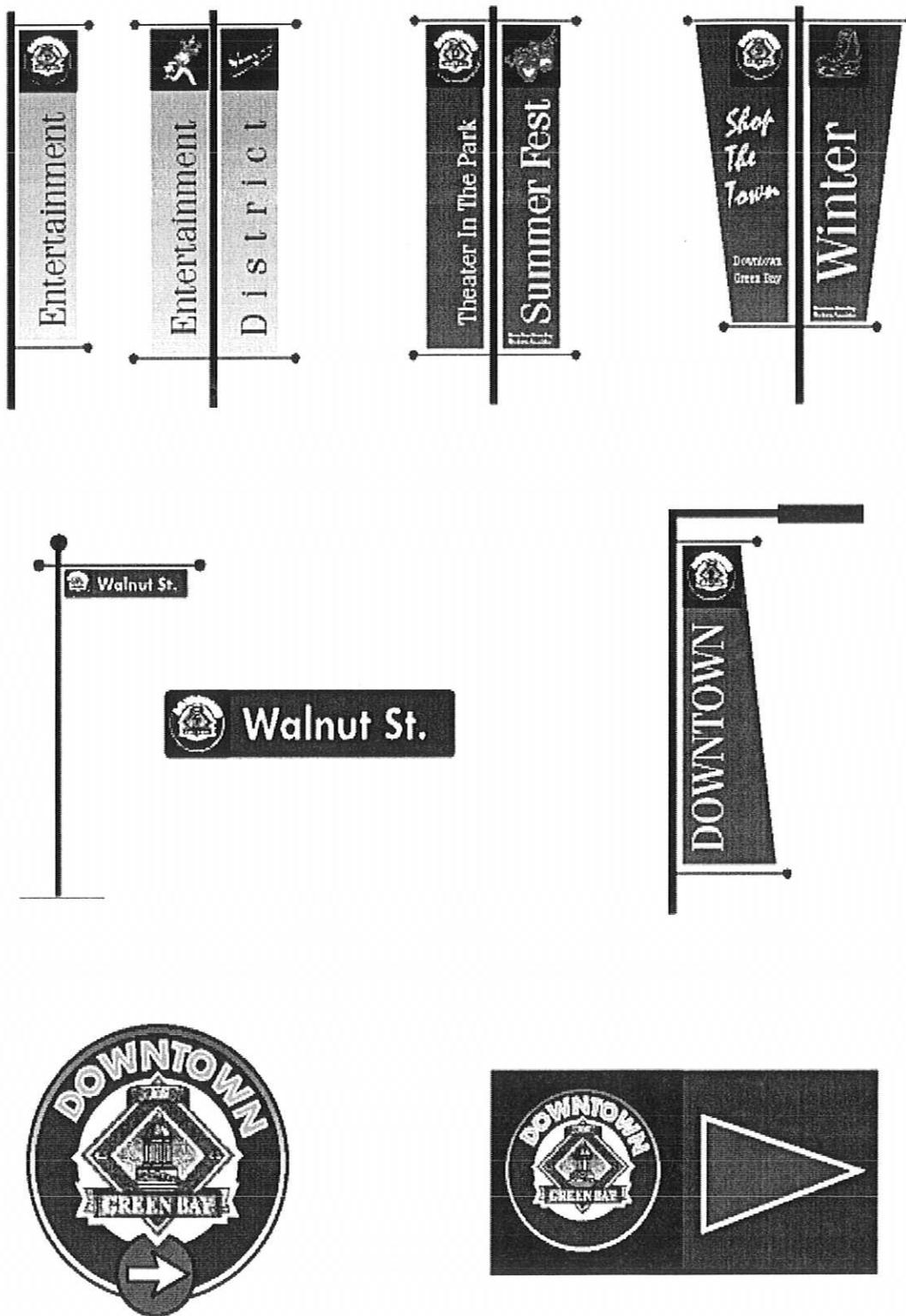


Figure 27: Signage and Banners

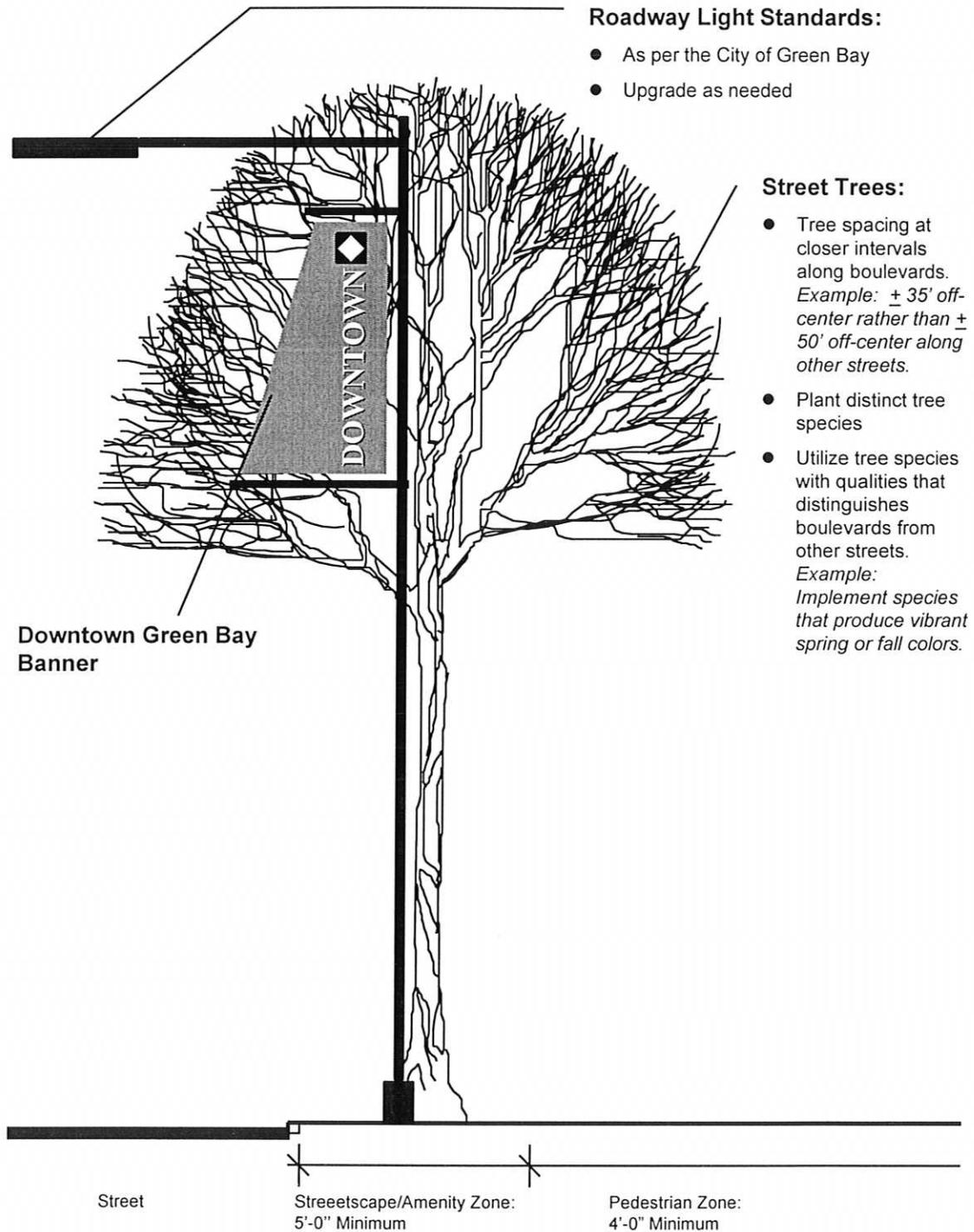


Figure 28: Type 2: Boulevard

- Downtown banners mounted on roadway lighting
- Utilize standard bus shelters

C. Type 3: Central Activity Core

In the Central Activity Core (Figure 28), streetscape elements should identify the significance of having reached or being in this area of downtown and complement other streetscape types identified in the area. Improvements should begin along high visibility corridors and intersections within designated villages and districts, and radiate outward. Characteristics include:

- Consistent street tree plantings
- Downtown pedestrian lighting standards
- Green Bay roadway lighting standards
- Village and special events banners (in urban villages only)
- Continue accent paving patterns (in urban villages only)
- Tree grates and street furniture (in urban villages only)

D. Type 4: Broadway

The Broadway streetscape (Figure 29) is intended to accentuate the distinctiveness of the corridor itself. While some elements may reflect Broadway as part of downtown, predominant elements assert an independent identity:

- Consistent street tree plantings
- Green Bay lighting standards
- Broadway pedestrian lighting standards
- Broadway corridor banners
- Continue accent paving patterns
- Broadway corridor tree grates and street furniture

E. Type 5: Neighborhood

In the Fort Howard and Whitney-Howe Neighborhoods (Figure 30) issues, such as safety, and landscaping and buffering residential and pedestrian uses from automobile uses, are priorities. Design elements include:

- Adequate lighting for security (pedestrian and roadway)
- Replace dead or diseased street trees on an as-needed basis
- Landscape treatments at parklet closures
- Adequate landscape buffering along commercial properties and parking areas when residential is located adjacent to or across the street

F. Type 6: Industrial

The design elements of the industrial streetscape (Figure 31) focus on lighting and buffering. This type of streetscape is generally not as intensive as in other areas.

- Green Bay roadway lighting standards
- Enhance screening of parking and service areas

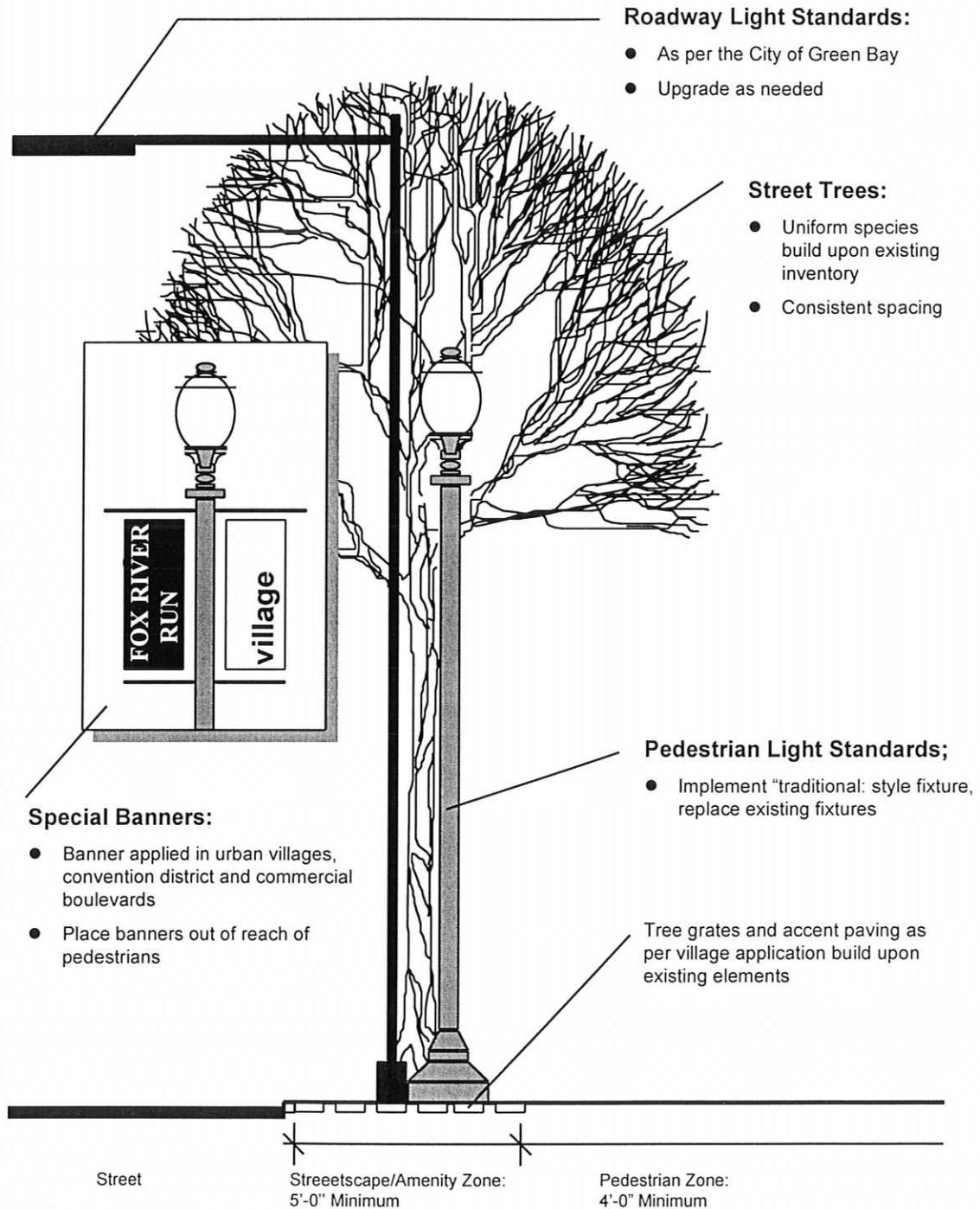


Figure 28: Type 3: Central Activity Core

Downtown Green Bay Design Plan

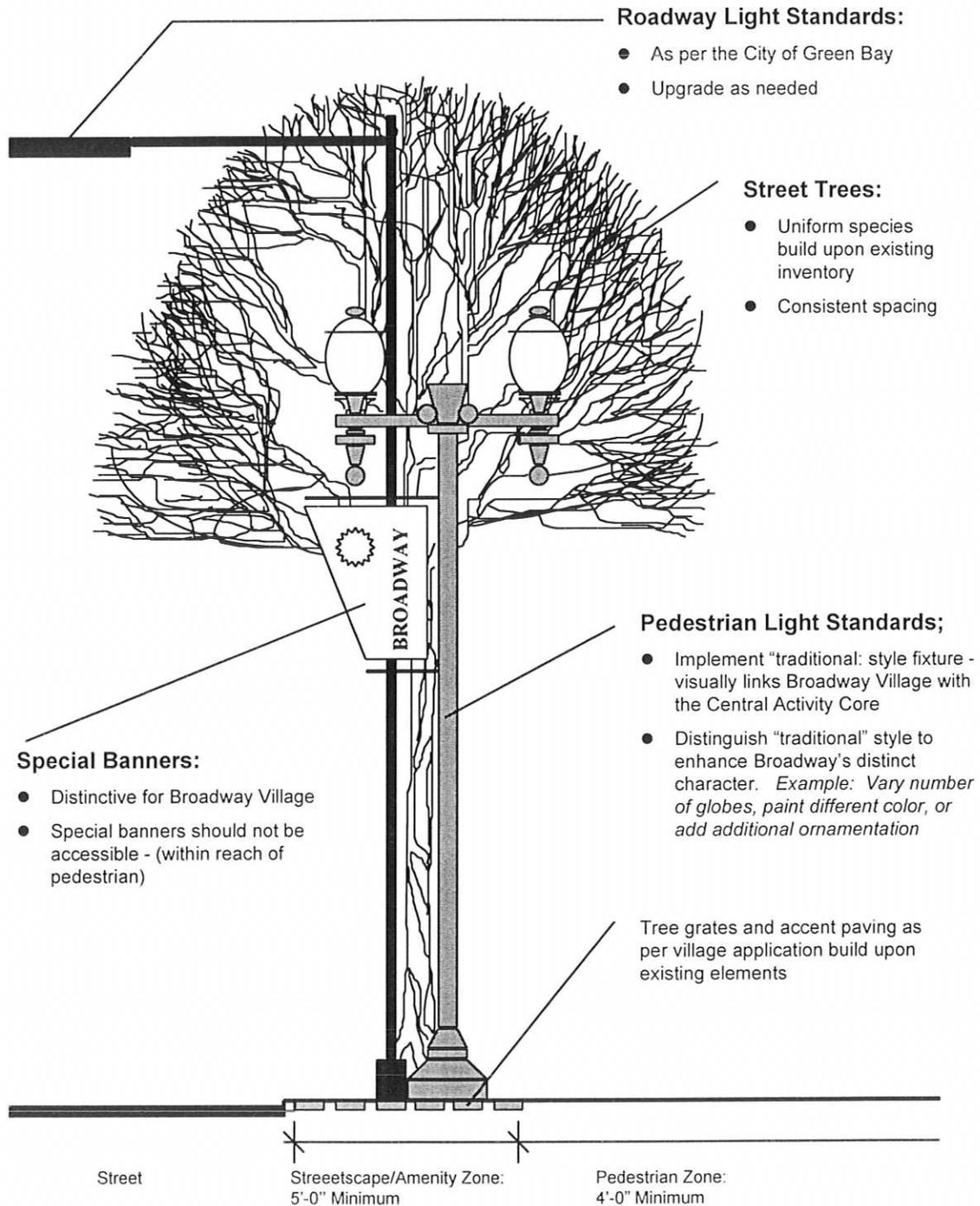


Figure 29: Type 4: Broadway

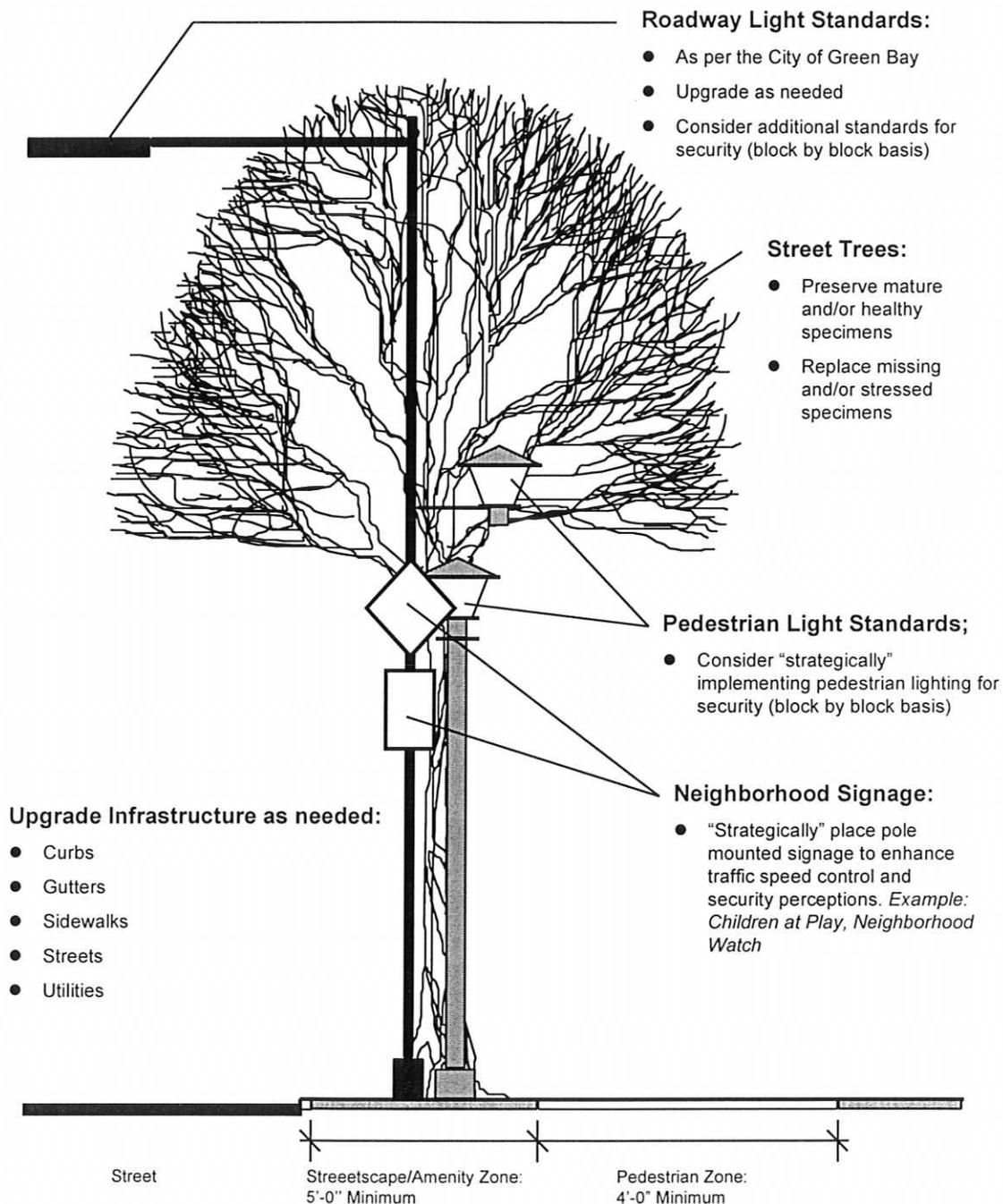


Figure 30: Type 5: Neighborhood

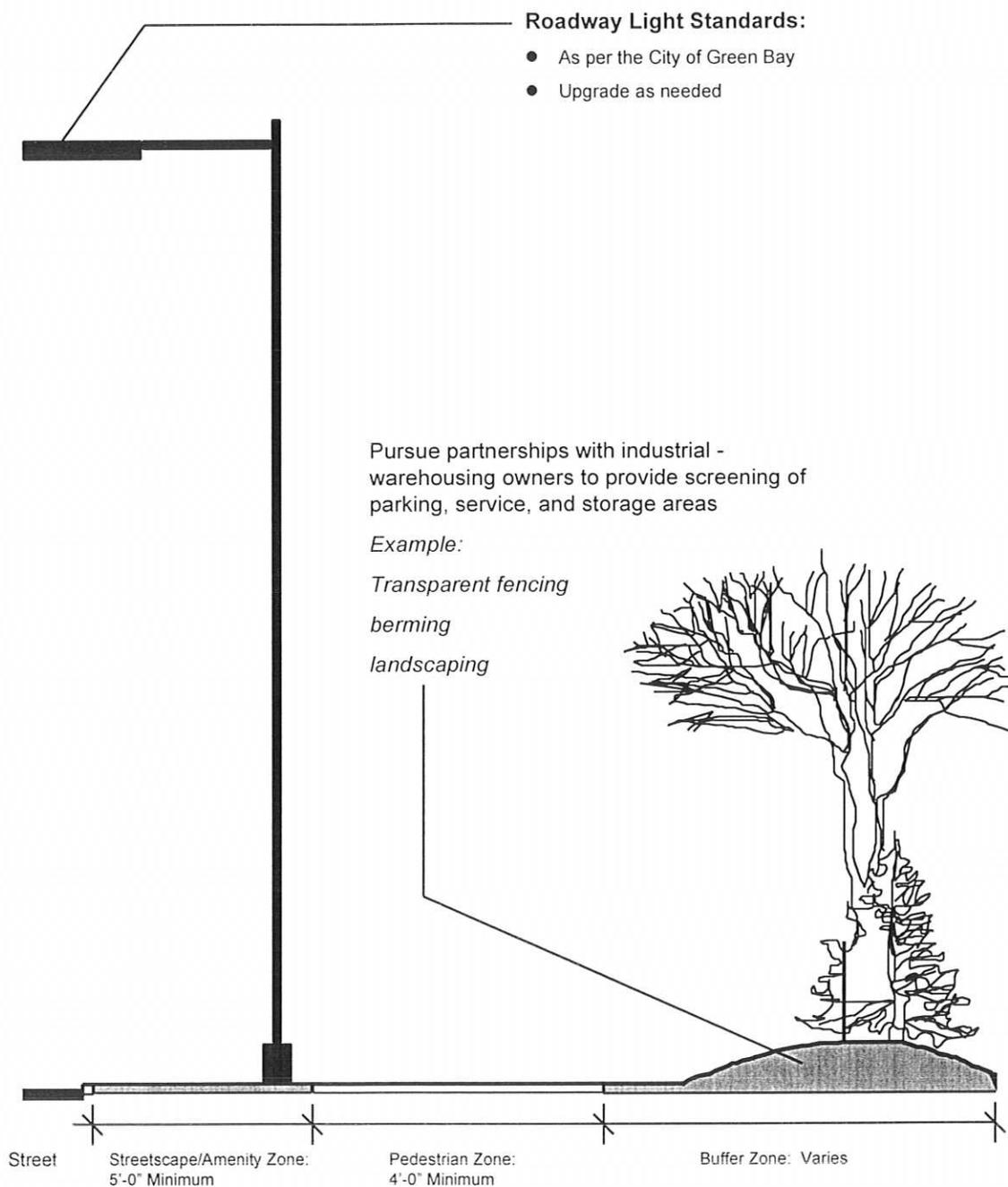


Figure 31: Type 6: Industrial

G. Type 7: Regional Connector

Regional Connectors (Figure 32) have a distinctive identity, and should serve as a clear avenue into the downtown area from peripheral areas. It should be noted that the Riverside/Monroe route from the south is intended to highlight the existing qualities of the adjacent neighborhood and housing, therefore, widening of this road south of Mason Street is not encouraged. Components include:

- Downtown wayfinding signage
- Street tree plantings: preserve healthy specimens, replace stressed specimens

H. Type 8: Bridges

The bridges over the East and Fox Rivers (Figure 33) offer a unique opportunity to add to the aesthetic quality of downtown. The use of fiber optic and ornamental lighting can reinforce the linkage of areas east and west of the Fox River, as well as add to the visual appeal of the rivers.

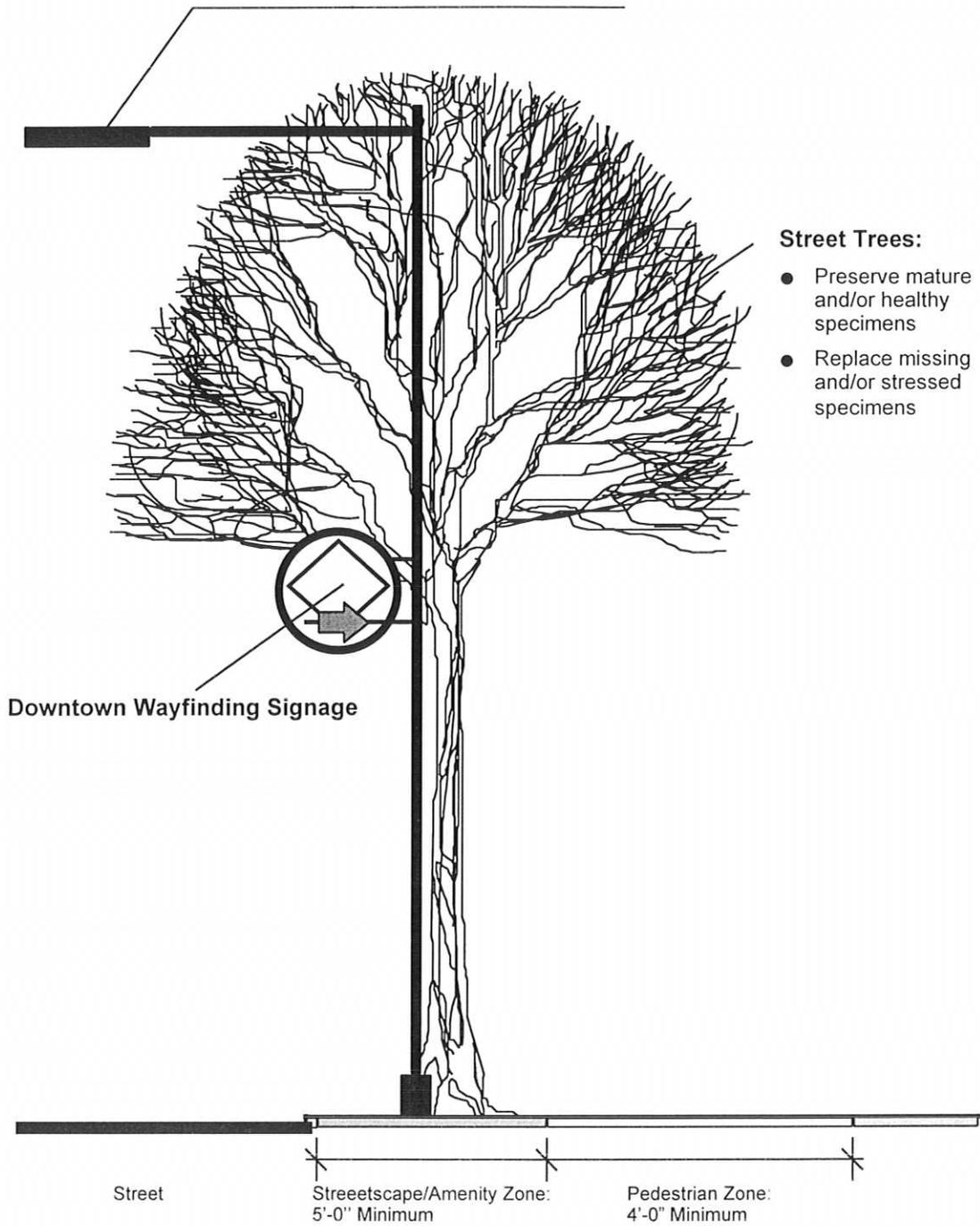


Figure 32: Type 7: Regional Connector

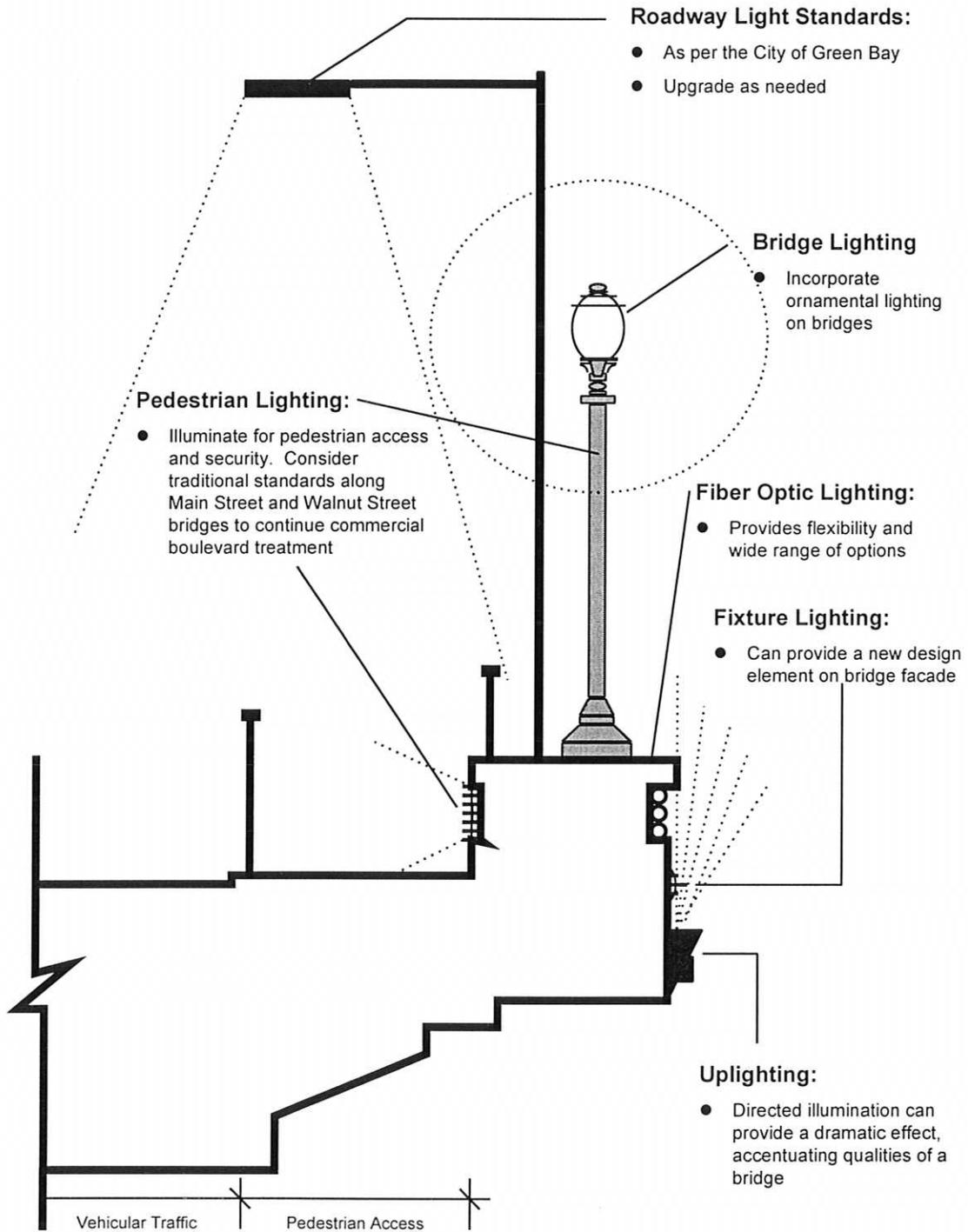


Figure 33: Type 8: Bridges

Downtown Design Guidelines

The following guidelines are intended to provide a general framework for the design and development of structures within downtown. A draft set of guidelines has been previously completed for the Broadway Village (On Broadway Inc. Design Guidelines). A logical next step would be to conduct further detailed studies, refine the following framework for the urban villages and districts, and adopt the guidelines, along with the Broadway guidelines, for implementation through a downtown overlay zoning district. The text of the overlay zoning district could be broken into several sections based upon the village or district being addressed. This approach would allow each unique area to build upon existing strengths or design character elements.

Downtown Green Bay has developed over an extended period of time, and continues to grow. The existing urban framework in downtown is comprised of a variety of structures, representing many eras and architectural styles. Acknowledging this framework, the intent of the design guidelines is not to impose a single concept or theme, but to identify the basic design and development parameters that promote visual harmony among the many elements of downtown. These guidelines establish the basis for future decisions concerning the physical quality of the area.

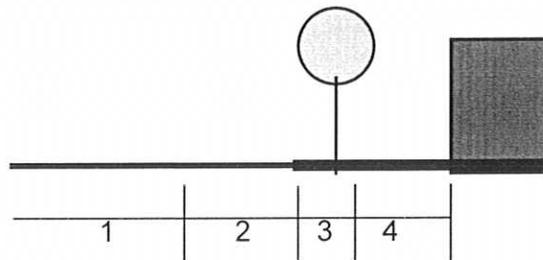
Urban Villages (Town Square, Entertainment, Broadway)

A. Streetscape Zone

The term "streetscape" generally refers to elements of the public domain such as streets, trees, sidewalks, lighting, and on-street parking. Much of the character within the villages has an urban quality. These areas are typically pedestrian oriented, with buildings located at or near the front property line (zero setback).

An urban streetscape typically has several distinctive zones of activity. The zones are as follows:

1. Traffic lane
2. Parking lane
3. Streetscape amenity zone
4. Pedestrian zone



This streetscape hierarchy should be preserved and enhanced in the villages.

Traffic engineering will primarily influence the characteristics of the traffic lane and the parking lane, however, on-street parking in the villages should try to incorporate angled parking. Angled parking provides convenient, short term stalls, helps reduce vehicular traffic speeds at certain times, and provides a buffer between automotive traffic and the pedestrian. Generally, on-street parking is encouraged, except for areas that may provide functional concerns (vehicular turning movements at intersections, turning lanes, bus stops, drainage characteristics, etc.).

Downtown Green Bay Design Plan

The streetscape amenity zone is an additional buffer to the street while providing pedestrian oriented elements such as street trees, lighting, benches, trash receptacles, kiosks, newspaper vending units, bus stops, bollards, public art, and additional landscaping such as seasonal planters. The minimum desirable width for the streetscape amenity zone is 5 feet, to ensure proper installation and use of pedestrian oriented elements. Space permitting, the zone may be larger. For the villages, the streetscape amenity zone should be accentuated by brick accent paving. Paving currently exists, and provides the framework from which to expand upon. Other acceptable materials include granite and cobblestone. Materials implemented should not be detrimental to the movement or safety of pedestrians, deter snow and debris removal, and must be easily maintained and repaired. Accent paving should vary among the villages, enhancing each village's sense of identity.

Illumination for the pedestrian is essential to the vitality of the villages. Lighting should provide adequate levels of illumination, but should not be at an intensity that provides obtrusive glare, or detracts from specialized lighting on building facades and other features. For better color quality, "whiter light" offers a full spectrum source and is preferred to a "yellow light". Detailed plans of illumination levels will also help in determining the proper spacing between light standards.

Lighting standards should reflect a more "traditional" standard, which complements the concentration of traditional, historical, and pedestrian oriented buildings found in the villages.

Street furniture, such as benches, kiosks, portable and fixed planters, trash receptacles, and vending machine casings should address both functional and aesthetic concerns. Exact locations and specifications should be decided with consultation from the community and business owners. Street furniture should reinforce the pedestrian pattern. Generally, the location of street furniture should not be located in areas that are considered obtrusive to certain activities. Benches for example, are appropriate near restaurants or other establishments that may facilitate waiting. However, facing the benches towards the window of the establishment would be inappropriate. Street furniture should reflect the proposed elements of this plan, specifically, a more traditional style to complement the desired overall character of the villages.

Plant materials can enhance the image and contribute to the visual continuity of the streetscape. Street trees provide one of the more visually significant elements. Installation of street trees should follow recommendations as per the streetscape framework proposed by this plan. The actual species and spacing of street trees should be derived after input from City staff (planning, parks, engineering), Green Bay citizens and business owners. A primary consideration during this investigation will be identifying an appropriate tree species that has "high branching" characteristics, as not to screen signage and entrances to buildings. Seasonal and ornamental landscaping should be used in raised planting areas (portable or fixed) that can be easily maintained.

The pedestrian zone is the area that facilitates the movement of people and access to buildings. The pedestrian zone should remain relatively clear of any obstructions. In some instances, seasonal amenities, such as outdoor cafés, sidewalk sales, and street vendors are allowed, and should be encouraged, so long as pedestrian movement is not seriously compromised. Permanent outdoor cafés should be encouraged within private property and provide a measure of definition and screening. Appropriate treatments

Downtown Green Bay Design Plan

include walls (compatible with the primary building facade) or fencing (ornamental steel or iron). Additional landscaping of cafés is encouraged. Seasonal outdoor activities associated with existing buildings may be allowed to use portions of the sidewalk through the issuance of a city permit or waiver, but should not significantly impede pedestrian flow. Paving treatment in the pedestrian zone may vary. Typically, concrete is the preferred choice. Options include brush finish, scoring a pattern, providing a pigment to the concrete to vary the coloration, or skid resistant brick pavers.

B. Architectural Character

The architectural character within the urban villages should reflect a pedestrian “friendly” environment. New development should reflect a traditional quality, drawing upon the history and tradition of Downtown Green Bay. Preservation and renovation of existing contributing structures will also be critical in the overall development within downtown. The intent of these guidelines is not to restrict diversity, but to ensure the establishment of a distinct, identifiable, and unified environment. Development and design applications should clearly reflect an urban quality.

C. Articulation

Structures should provide diversity of form, such as concave entrances, detailing of materials and fixtures, and other treatments that architecturally distinguish a building. Emphasis on building corners at street intersections is desired. Articulation on all sides of the building is encouraged.

D. Alignment

To promote the urban quality, a 0' (zero foot) setback is desired at the pedestrian level. Slight variations to the setback should be allowed to enhance or emphasize primary entrances to a building. In some instances, a more generous variation other than the 0' setback should be considered, to allow streetscape elements, such as street trees, or activities, such as outdoor eating, to be implemented. The treatment between the public sidewalk and the building needs to reflect and enhance the pedestrian experience. Elements, such as sidewalk café's, fountain/sculpture plazas, or entrance courtyards should be incorporated. In addition, elements within the facade at the pedestrian level should approximately align horizontally in their main architectural components, such as accent banding, awnings, cornices, lighting fixtures, sills, soffits, transoms and windows.



Urban villages should build upon established pedestrian "friendly" development.



E. Awnings and Canopies

Awnings are encouraged on facades that face public streets. Fabric awnings are preferred. Plastic, metal, or wood awnings are discouraged. Awnings should not be back lighted. Awnings on a single structure should have a consistent color and pattern scheme and complement awnings on adjacent buildings. Retractable awnings are allowed. Canopies should be constructed of permanent materials and designed as an integral component of the building.

F. Building Materials

Preferred materials include brick and stone. Backs of buildings (rear facade) that cannot be readily viewed from any public street may incorporate substitute materials, such as concrete masonry units under the condition that a color treatment is applied, which is compatible with the overall building color palette. Most other commercial grade materials are allowed to be incorporated into the building design as accent features only.

G. Color

Application of color should reflect the existing and desired context of the village. An appropriate color palette for buildings should include rich and warm earth tones reflective of existing structures. Accent color may be provided through appropriate paint, accent features, lighting and materials that serve to complement the architectural elements and lines within the village.

H. Fenestration

The arrangement of building doors and windows helps communicate the nature of a particular structure. Typically, the first level of the structure (pedestrian level) is predominantly transparent, particularly when the first level is commercial in use. Large expanses of storefront windows hint at a relationship between the indoor and the outdoor environment. For upper levels, windows should reflect the typical spacing found throughout the block face. Punched openings are strongly encouraged whereas bands of continuous windows are discouraged. Windows should incorporate a clear glazing, especially at the pedestrian level. Reflective glass is discouraged in any portion of the structure.

Transparency at the street level, especially for retail establishments is desired.

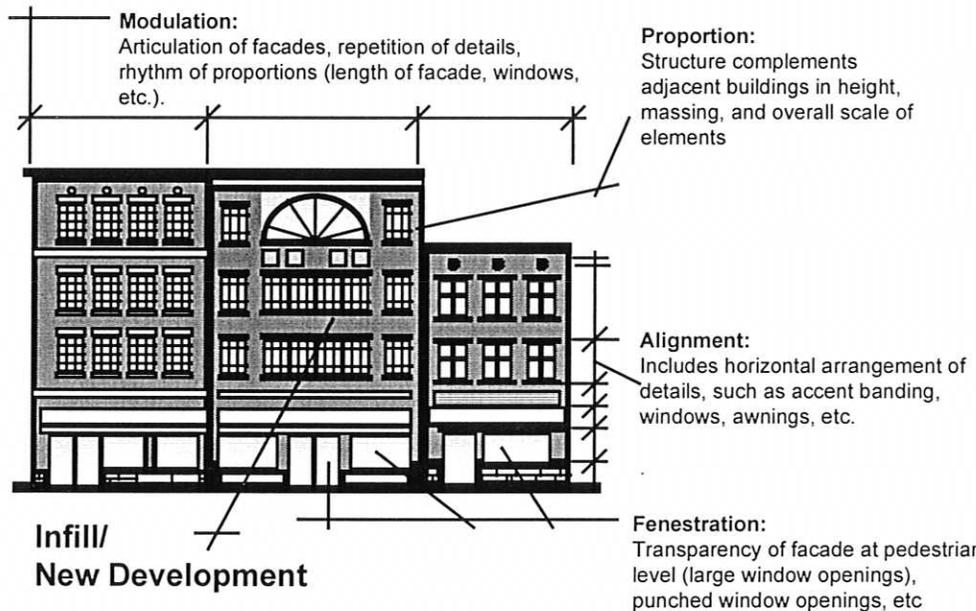
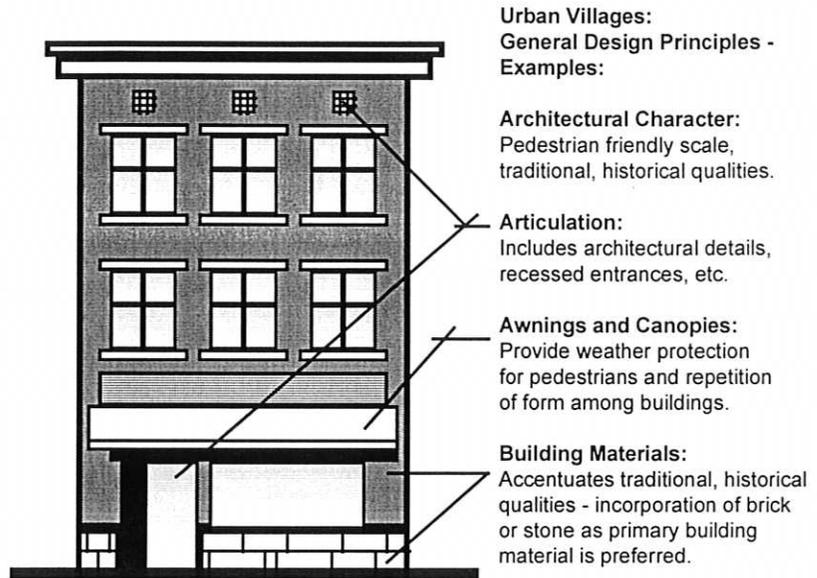


I. Modulation

Buildings should not provide long expanses of blank, nonarticulated facades. Building facades which face public streets should express modulations (variations in treatments) to reflect a familiar and comfortable scale to pedestrians. The modulation rhythm may be expressed by setbacks, facade widths, heights, colors, materials and architectural features.

J. Proportion

Buildings should be designed to promote a pedestrian friendly environment, without regard to size or use. Significant departures in mass and height among buildings can disrupt the pedestrian scale and overall context that is desired. Building proportions within a block should strive for a distinct rhythm, such as taller structures anchoring a block (at both intersections), and/or consistency in the number of levels among new and existing buildings. Buildings should reflect a pedestrian oriented scale and environment at the street level, whereas a distinct differentiation may be evident between upper levels and the first level. New development and modifications need to complement the existing urban fabric, particularly on adjacent blocks and adjacent structures.



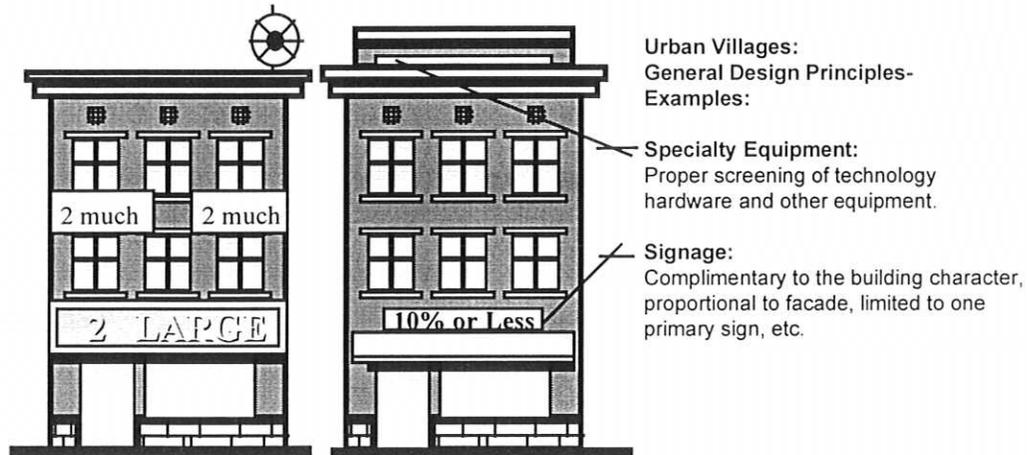
K. Roofs

Pitched and flat roofs are allowed. Flat roofs must incorporate a parapet along facades facing any public street. Pitched roofs must complement the overall style and scale of the building. Materials for pitched roofs should avoid having a reflective finish and incorporate a color that complements the overall character of the building.

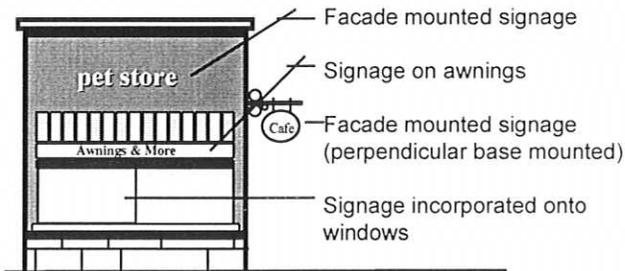
Downtown Green Bay Design Plan

L. Signage

The primary facade should incorporate only one sign identifying the tenant. Signage may be distinctive but complementary to the overall architectural character of the facade. The total area of all signage on any facade should not exceed 10 percent of the total area of the facade. An additional tenant sign may be incorporated, but should be pedestrian oriented and scaled appropriately (perpendicular to the facade or incorporated into a storefront window).



Pedestrian Oriented Signage Options:



Pedestrian oriented signage may be incorporated throughout downtown. Pedestrian oriented signage is required within the urban villages.

M. Specialty Equipment

Satellite dishes, antennas and other equipment shall be installed in accordance with applicable codes and screened. Screening treatment shall be integral to the overall building design.

N. Structured Parking/Parking Ramps

Structured parking must be designed as an integral part of the building(s) it serves. New parking ramps should incorporate additional uses (commercial, office, residential, institutional or combination thereof). Refer to Figure 24. Compatible material, massing, color, style, and articulation is required to reflect the village context.

O. Masonry Cleaning/Maintenance

Improper cleaning techniques may damage the appearance of a building and undermine its structural and weather protective qualities. Buildings should be cleaned in accordance with the Secretary of Interior's Standard's for Rehabilitation Guidelines for Historic Preservation. When cleaning a masonry building, consult an expert. A masonry building should not be sandblasted because the technique can undermine the integrity of the masonry material.

Convention District

The plan proposes the development of significant structures to facilitate this objective. The convention center can be one of the first images a visitor will experience, and should have a positive impact on the visitor. The visual quality of the Convention District should promote this type of effect. Given the nature of the proposed uses and corresponding scale, buildings in this district should reflect a significant, monumental, and possibly highly stylized quality.

Streetscape characteristics should adhere to the recommendations proposed by this Plan (Type 1: Commercial Boulevard, Type 3: Central Activity Core).

Building forms and treatments should incorporate the general framework as described in the design guidelines for the urban villages with the modification of the following:

A. Architectural Character

Buildings should reflect a pedestrian friendly environment along the Type 1: Commercial Boulevard and primary entrances. Buildings should strive to provide a highly identifiable visual quality, possibly monumental in scale, distinctive to the Convention District, but complementary to the adjacent Town Square Village.

B. Alignment

Flexibility of building form and alignment is recommended. Buildings not developed to the zero setback line should incorporate landscaping as an integrated part of overall building/site development.

C. Building Materials

Predominantly brick and stone are still the preferred materials for construction, but additional flexibility in this district is allowable.

D. Color

The range of color application should generally be more flexible than in the villages. Non-traditional colors should be limited to accent applications. New development should utilize building material colors that blend with existing structures. Also, lighting and appropriate accent materials/colors should be encouraged.

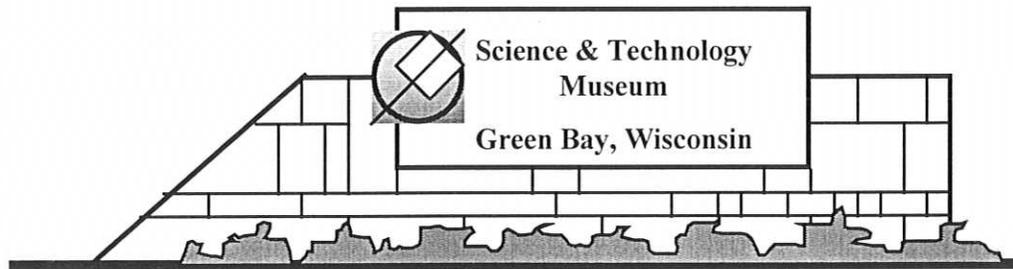
Downtown Green Bay Design Plan

E. Proportion

Buildings should reflect a pedestrian friendly environment along the Type 1: Commercial Boulevard and primary entrances. Given the nature of the proposed uses and corresponding scale, buildings in this district should reflect a significant, monumental, and possibly highly stylized quality.

F. Signage

In addition to pedestrian oriented signage, freestanding monument signage located on the site is permitted. Monument signage should incorporate similar or compatible materials to the associated structure.



In the Convention District, an additional monument sign may be incorporated within a particular site. Materials and signage should reflect the qualities of the structure(s) architecture and site development.

Government District

Streetscape characteristics should adhere to the recommendations proposed by this Plan (Type 1: Commercial Boulevard, Type 3: Central Activity Core).

Building forms and treatments should incorporate the general framework as described in the design guidelines for the villages with the modification of the following:

Public and quasi-public buildings should reflect an image fostered by the County Courthouse and the County Administrative Building (Northern Building). Similar materials and articulation, will further promote the district as a unified government center.

A. Signage

In addition to pedestrian oriented signage, freestanding monument signage located on the site is permitted. Monument signage should incorporate similar or compatible materials to the associated structure.

Central Activity Core Support District

The Central Activity Core Support District is envisioned to accommodate businesses and services that require larger parcels, facilities primarily accessed by the automobile, and lower densities.

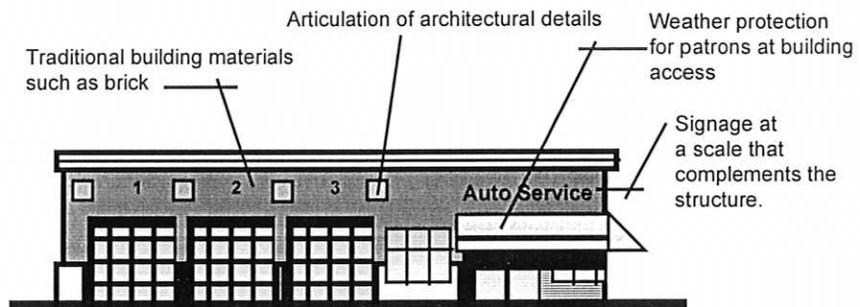
Downtown Green Bay Design Plan

Streetscape characteristics should adhere to the recommendations proposed by this plan (Type 1: Commercial Boulevard, Type 2: Boulevard and Type 3: Central Activity Core). It should be noted that if villages expand into this area, the Design Guidelines recommended for villages should be applied to the expansion area.

Building forms and treatments should incorporate the general framework as described in the design guidelines for the villages with the modification of the following:

A. Architectural Character

Buildings should reflect a pedestrian friendly environment along the Type 1: Commercial Boulevard and primary entrances of the building.



Contemporary structures in the Central Activity Core Support District should incorporate many of the principles required in the Urban Villages.

B. Alignment

Building setbacks should strive for uniformity, but not necessarily at a zero setback. Parking can be accommodated on all sides of a building. It is preferred that parking is located to the back of the buildings that are along a Type 1: Commercial Boulevard or Type 2: Boulevard.

C. Building Materials

Predominantly brick and stone are still the preferred materials for construction, but additional flexibility in this district is allowable.

D. Color

The range of color application should generally be more flexible than in the villages. Nontraditional colors should be limited to accent applications.

E. Proportion

Buildings should reflect a pedestrian friendly environment along the Type 1: Commercial Boulevard, Type 2: Boulevard, and primary entrances. Given the nature of the proposed uses and corresponding scale, buildings in this district may vary significantly. It is still desired to place larger building footprints at block ends/intersections.

F. Screening

Parking lots and service areas should be adequately screened. Additional screening treatments may be required for commercial properties adjacent to residential and

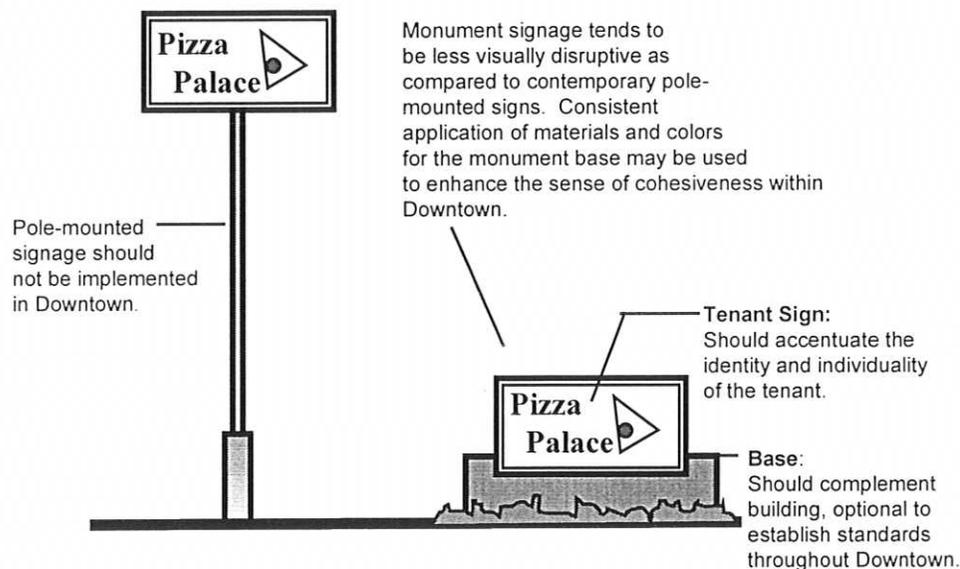
Downtown Green Bay Design Plan

institutional parcels. Acceptable screening techniques include combinations of landscaping, walls, fencing (excluding chain link), and earth berming.

G. Signage

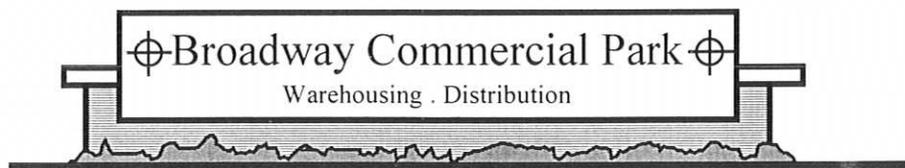
In addition to pedestrian oriented signage, freestanding monument signage located on the site is permitted. Monument signage should incorporate similar or compatible materials to the associated structure. Freestanding pole signage should not be implemented.

Light Industrial-Warehouse Distribution Park and Anchors

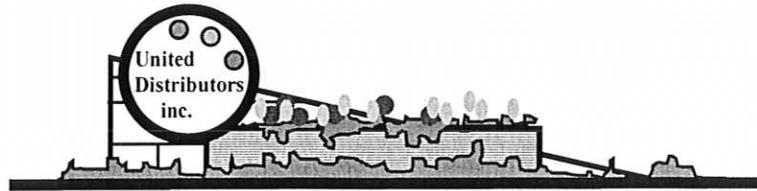


Streetscape characteristics should adhere to the recommendations proposed by this Plan (Type 6: Industrial)

The Light Industrial-Warehouse Distribution Park is intended to facilitate existing uses and promote additional growth of economic generators and infrastructure (rail, water, highway access). Generally, additional restrictions to this development should be limited. Specific points addressed by the plan are additional buffering and screening of parking and service/operational areas. New buildings may utilize more articulation at facility entrances and additional elements are recommended for signage, such as unified monument signage and tenant identification for a cohesive and identifiable industrial park. Industrial anchors adjacent to villages should develop in a manner that complements the character of the village – especially along streets and view corridors.



Industrial parks and anchors should provide distinctive identification through monument signage at the primary entrances.



Tenants of industrial parks and anchors may incorporate freestanding monument signage for individual parcels.

Neighborhoods

Streetscape characteristics should adhere to the recommendations proposed by this Plan (Type 1: Commercial Boulevard, Type 2: Boulevard, Type 5: Neighborhood and Type 7: Regional Connector)

A. *Single-Family Residential*

Existing residential properties should focus on overall maintenance of the structure and the parcel. New additions and modifications to the exterior should complement the original structure. New construction should be designed to provide appropriate transitions in scale and form among properties. New construction should provide elements consistent with the neighborhood such as setbacks, materials, roof lines, porches, chimneys, window openings, color (base and trim) and architectural details. Awnings may be incorporated. Awning materials should be fabric, with identical patterns and color throughout the structure. Words and other vocabulary may not be permitted on awnings, with the exception of a single initial, if desired. The use of residential building materials common to the area is recommended. Hard surface access and driveways should be required for new construction. Front yard fencing should be appropriate and accentuate the structure: three to four foot high wrought iron or picket fences are examples of appropriate styles (chain link and privacy fences should not be located in the front yard).

B. *Multifamily Residential*

Existing residential properties should target overall maintenance of the structure and the parcel. In addition to guidelines provided for single family dwellings, new construction of multifamily units should incorporate similar massing and proportions as single family dwellings within the neighborhoods. Multifamily dwellings should be required to screen on site parking. Acceptable screening techniques include combinations of landscaping, walls, fencing (excluding chain link), and earth berming.

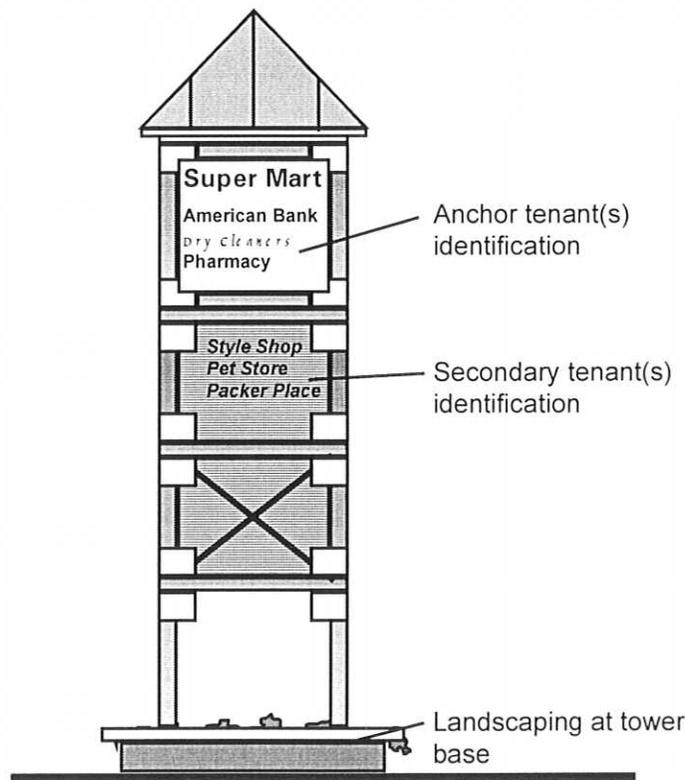
C. *Commercial Nodes*

Commercial nodes are desired to be established along Webster and Ashland Street at key intersections. The character of these commercial developments should closely resemble the building qualities desired in the villages. In addition, screening is recommended for commercial parking lots and service areas when adjacent to residential or institutional parcels. Acceptable screening techniques include combinations of landscaping, walls, fencing (excluding chain link), and earth berming.

Downtown Green Bay Design Plan

D. Planned Commercial Development

Major commercial development, typically characterized by large parcel assembly and multi-tenant complex units, should generally reflect many of the qualities found in the villages. These qualities generally include color, materials, articulation, awnings, modulation, signage, roofs, and screening of equipment. By the nature of the development, flexibility on alignment is recommended, although it is desirable to anchor intersections, potentially with a pad site, at key intersections (for example, Main and Monroe). Parking areas should be adequately landscaped, and provide clear and unobstructed access for the patron from parking lot to building entrance. Vehicular and pedestrian circulation within the site should be defined, as well as access to and from the site. Along with facade mounted signage, a freestanding tower for each primary access point is allowable, incorporating development and tenant identification. Individual leasable facades may incorporate no more than one wall mounted tenant identification sign. Service areas should incorporate additional buffering along areas adjacent to residential or institutional parcels.



Sites with multiple structures may incorporate tenant signage on a landmark tower. The tower should reflect the architectural qualities of the development and complement the desired image envisioned for Downtown.

IV. Implementation

The Downtown Green Bay Design Plan identifies significant new development opportunities for downtown. For these development opportunities to be accomplished, time frames, responsibilities and funding resources will vary. Some actions will occur early and others later in the implementation process through an incremental and strategic approach. Several of the developments could (and should) be implemented in phases. Some elements within the plan are interdependent upon one another. Most importantly, all actions will require a cooperative spirit of public/private partnership. For these reasons the implementation section begins to outline some of the critical steps that will assist in achieving the vision of the design plan.

Policy/Program Recommendations

Throughout the design plan there are aspirations that are either very specific in nature or will require broad policy or program implementation. The following recommendations are intended to assist in achieving those aspirations.

- Re-establish single-family zoning through down zoning in the Fort Howard and Whitney-Howe Neighborhoods. Prior to down zoning the single family zoning district should be evaluated to incorporate acceptable standards for accessory apartments to house extended family members and accommodate trends in home based businesses.
- Develop and establish a downtown overlay zoning district. This district should set specific development parameters and design guidelines in the Central Activity Core. The standards for development should be flexible enough to address unique adaptive reuse opportunities (potentially the Fire Station at Washington and Adams, inside the Port Plaza Mall, the YMCA Building, the Van Drisse Building and the Northern Building) associated with vacant and underutilized structures and properties.
- Through the downtown overlay district and a landscape ordinance, new development should be required to provide streetscape enhancements based on the direction provided in the design plan, as well as buffering enhancements and more aesthetic parking lots.
- Remove overhead power lines and ground facilities along the river to allow the development of the Open-Air Market/Marina (9), and Marina and Mixed-Use areas (15 & 16).
- Revise zoning codes to encourage shared parking arrangements in the Broadway, Entertainment and Town Square Villages.
- Within the Broadway, Town Square and Entertainment Villages adaptive reuse of existing structures should be fully investigated prior to demolition of structures.
- Utilize the overlay zoning district to differentiate or identify specific performance standards/design guidelines for each of the downtown villages, districts and areas based upon the guidelines provided in the design plan. Incorporate the On Broadway design guidelines in the development review process by adopting the guidelines for Broadway Village application.

Downtown Green Bay Design Plan

- Utilize zoning performance standards in the overlay district and site plan review procedures to incorporate design guidelines provided for surface and mixed-use parking facilities in the downtown.
- A site plan review process should be developed to ensure that development proposals meet all applicable codes and design guidelines. A city staff urban designer may work with a citizen design/site review committee, DGBI, On Broadway, Inc. and other individuals and groups to further refine the design guidelines, review development proposals and make recommendations on public and private improvement proposals in Downtown Green Bay.
- Local lenders should form a consortium to develop a low interest loan pool for future commercial/business development in the downtown area.
- Consideration should be given to the utilization of Section 108 Loan Guarantee funding in the CDBG program in order to provide a kick start initially to downtown improvement in the residential neighborhoods.
- Target the use of CDBG and other funds in the adjacent neighborhoods to downtown in order to stabilize viable residential areas, such as Whitney-Howe and Fort Howard neighborhoods.
- Utilize Tax Increment Financing in a strategic manner to promote the needed redevelopment efforts indicated by the proposed activities. Prime candidates for the use of TIF are #15 and #16 – Marina Complex/Mixed-Use Development, #28 and #29 – Light Industrial/Warehousing Distribution Park and #31 – Commercial/Residential Redevelopment. In each case the critical connection between the success of redevelopment efforts should be tied to not only improvements on the site but also to the necessary improvement of the adjacent neighborhood area. TIF is also applicable in the villages to deter the deterioration of the physical environment and promote redevelopment.
- Consider implementation of a minimum budget set aside to accommodate the development of public art and gateways in association with public improvement projects.
- A local Private Investment Trust (PIT) should be formed. This trust would be funded by potential local investors seeking to invest private funds in development ventures downtown. The funds in the trust could be utilized to stimulate high profile development projects as suggested in the Development Opportunities Matrix. Activities associated with this investment group would be coordinated through the Downtown Manager position to prevent overlap of efforts and potential conflict in the development process.
- Waterfront improvements, such as the gateways and the cantilevered boardwalk around the Fox River Ramp, should be developed by the public sector to ensure a coherent design throughout the trail system. Furthermore the riverwalk system should be accessible to all individuals and be designed to accommodate multiple uses.
- Gateway and enhanced intersections, as well as wayfinding signage and gateways, should be provided by the public sector through capital improvement funding.

Downtown Green Bay Design Plan

Assistance from the BID may be appropriate in the Town Square and Entertainment Villages, and from On Broadway in the Broadway Village.

- Madison, Jefferson, Cherry and Pine streets should be converted to two-way streets.
- The Transit Authority, in conjunction with the development of the Transit Center (26) should develop a loop system to serve the downtown.
- Signalize the entryway intersection on Dousman Street associated with the Neville Museum (14) and Fox River and Great Lakes Park (13).
- Traffic control signalization should be synchronized along regional connectors and within downtown to accommodate the flow of traffic into downtown.
- Future bridge improvements across the East River should accommodate small craft movement without traffic flow disruption. This can be accomplished through the use of minimum clearance standards in bridge design that may also allow pedestrian access under the bridge.
- Conduct a detailed survey of existing streetscape elements to determine replacement needs.
- Investigate the opportunity to develop a water taxi system to link activity anchors proposed along the Fox and East rivers.
- Recognize timing and linkage issues with the development of the Town Center Park (1), the proposed Mixed-Use Parking Ramp (3) and possible parking management changes for increasing utilization of existing parking ramps associated with Port Plaza Mall and on-street parking along Washington, Adams and Cherry streets in the vicinity of the park.
- Coordinate the design of mall entry features with other landmark and gateway design features in downtown – incorporating similar color schemes or structural styles for example.
- Ensure that banners on light fixtures are out of the reach of pedestrians.
- Preserve view corridors to the Fox River by discouraging building locations at the terminus of east- west roadways along the river.
- While retaining the existing roadway lighting standards a uniform fixture should be selected and applied throughout the downtown area. Pedestrian lighting fixtures shall be selected and placed in a manner that reflects the desired character of the village or district in which it is located.
- The existing standards for traffic control fixtures should be utilized throughout the project area. Efforts should be made to have a uniform fixture to meet future replacement or redesign efforts.
- Boat docks should be provided along both banks of the Fox River, as part of proposed marina development or in association with private redevelopment efforts along the river, as aesthetic and functional amenities. The development of these docks and marinas should allow for public access along the river.
- Small gathering space and open space opportunities will arise periodically. As vacant land is identified, the decision of the city to purchase and develop these locations should be based upon the expectation of feasible private development

Downtown Green Bay Design Plan

taking place, the proximity to other gathering/open space locations and the ability to support functions or activities associated with downtown festivals and events.

- Select particular streetscape plant species and furniture/fixture styles building from the foundation of existing elements.
- Replace pedestrian lighting in the Convention District and Town Square Village with “traditional” fixtures. Also, replace pedestrian lighting along the Fox River Walk to a more unique, yet appropriate style.
- Investigate the opportunity to incorporate angle parking in the “villages” within downtown. Angle parking should not be applied to multilane arterials or connecting highways.
- Commercial activities in residential areas should be centered around key intersections and not extend along roadways in a strip fashion. It is preferred that commercial activities be contained to within one block face in any direction of the key intersection.
- Functional streetscape elements, such as parking meters, fire hydrants, sewer covers and tree grates should complement the village or district theme and other furnishings without hindering functional necessities.
- Begin design and implementation process for wayfinding and gateway system upon adoption of the Downtown Green Bay Design Plan.
- The Parking Utility Commission, Downtown Green Bay Incorporated (DGBI) and On Broadway Incorporated should work together to develop and evaluate parking provisions and management in downtown. Issues that may be investigated:
 - A. Free parking during certain hours for limited periods of time (three hours) or merchants offering parking validation (with purchases) in underutilized parking ramps.
 - B. On-street parking meter cost and time limits located closest to the Port Plaza Mall and other commercial/retail merchants should allow for two hour parking.
- Renegotiate existing parking agreement(s) with Port Plaza Mall.
- DGBI should work with Port Plaza Mall management to encourage interior and exterior improvements to the mall that reflect the character of the surrounding Town Square Village and Convention District (Example: Replace pedestrian lighting fixtures around the mall to reflect the desired Town Square Village character on the south side of the mall and the Convention District/Type 1: Commercial Boulevard character on the north side.).
- Port Plaza Mall management with the Chamber of Commerce and DGBI assistance should proactively seek nontraditional users for vacant mall space – office conference and public facilities may be viable alternatives.
- A Downtown Manager should be hired and the position should be funded by Downtown Green Bay Incorporated. The Downtown Manager should be the lead person in downtown development efforts – coordinating private with public improvement efforts.

Downtown Green Bay Design Plan

- Another critical coordination link must occur in the future. This link involves coordination between Downtown Green Bay Incorporated and On Broadway Incorporated. Placing a liaison from each organization on each board in an advisory capacity would be a good first step towards preventing potential conflict and competition for limited resources.
- Green Bay should continue to hold Downtown Summits on an annual basis to monitor development progress, implementation activities and build a strong spirit of cooperation among business, neighborhood, government, developer and other community interests. This effort can lead to design plan updates to support a “living document” philosophy.
- Downtown Green Bay Inc. and the City of Green Bay should work cooperatively to program activities and events in the proposed public areas in downtown.
- The Planning Commission, Economic Development Council and Redevelopment Authority should periodically meet in joint sessions to monitor plan implementation progress.

Development Opportunities Matrix

The purpose of the Development Opportunities Matrix is to provide guidance regarding the timing and implementation characteristics (responsibilities and possible funding sources) of the various opportunities identified in the Downtown Green Bay Design Plan.

In regard to timing the matrix outlines short (less than 3 years), medium (3 to 6 years) and long (greater than 6 years) range actions. The matrix also indicates the type of project being undertaken.

- **Public** - development most likely to be initiated and funded primarily with public resources.
- **Private** - development most likely to be initiated and completed by the private sector with minimal or no public financing.
- **Partnership** - development is a joint venture between a public agency and non-profit or private developer. Some examples are financial incentives and other tools used by the city to assist with defraying the cost of development (land provision or write down, parking improvements, aesthetic enhancements, etc.)

Finally, the matrix attempts to identify possible funding sources for each project. The actual funding at the time of implementation may be different due to the development of new funding programs at the local, state or federal levels of government. Also, new techniques for generating funding may evolve and current methods may change or disappear. Therefore, the matrix serves as an initial look at how Green Bay’s public and private sectors will achieve the vision of the Downtown Green Bay Design Plan.

Downtown Green Bay Design Plan

DEVELOPMENT OPPORTUNITIES MATRIX								
Project	Time Frame			Project Type			Primary Participants	Possible Funding Sources
	Short < 3 yrs.	Medium 3-6 yrs	Long >6 yrs.	Public	Private	Partnership		
VILLAGES								
A. Town Square Village								
Town Center Park (1)							City Parks	CDBG, CIP
Port Plaza Mall Enhancements (2)							Mall Management	Private
Mixed-Use Parking Ramp (3)							City Parking Authority/DGBI	Parking Revenues
Mixed-Use Residential (4)							Private Developer/RDA	Land Writedown/TIF/CD-RLF/Private
Streetscaping							City Parks/Planning/Public Works/DGBI	BID/CIP
B. Entertainment Village								
Signature Office Complex (5)							Private/RDA	Land Writedown/TIF/Private
Fox Theatre Renovation (6)							DGBI/Private/Non-Profit	NTHP/Private/PLP/NEA
Mixed-Use Commercial Infill (7)							PIT/Private	PIT/TIF/Private
Mixed-Use Parking Ramp (8)							City Parking Authority/DGBI/County	Parking Revenues
Open Market/Marina (9)							City Parks/Econ. Dev./RDA/DGBI	Land Writedown/TIF
Cultural Heritage Anchor (10)							City/County/Corporate Donors	NTHP/WDHP/Private
Streetscaping							City Parks/Planning/Public Works/DGBI	BID/CIP
C. Broadway Village								
Mixed-Use Infill-Pedestrian (11)							Private/OBI	WDZP/CDBG/Private
Mixed-Use Infill-Auto (12)							Private/OBI	WDZP/Private
Fox River / Great Lakes Park (13)							City Parks/County/Corporate Donors	Private
Neville Museum Expansion (14)							County	CIP/General Budget
Marina Complex (15)							OBI/PIT/Econ. Dev./RDA	Land Writedown/Private/PIT
Mixed-Use Development (16)							OBI/DGBI/City Planning/Econ. Dev./PIT/RDA	Private/TIF
Building Rehabilitation/Renovation							OBI	WDZP/OBI-LP/BHDRLP
Streetscaping							City Parks/Planning/Public Works/OBI	CIP/Special Assessment

Downtown Green Bay Design Plan

Project	Time Frame			Project Type			Primary Participants	Possible Funding Sources
	Short	Medium	Long	Public	Private	Partnership		
	< 3 yrs.	3-6 yrs	>6 yrs.					
DISTRICTS								
A. Convention District								
Convention Center Expansion (17)							GBAFDC/DGBI/City Planning/Public Works	GO Bonds
Regional Attraction (18)							City Planning/Econ. Dev./County/Corporate Donors	Private/GO Bonds
East River Park (19)							City Parks	CIP
Convention Marina (20)							PIT/DBGI/RDA	PIT/Private/Land Writedown
WPS Parking Ramp (21)							WPS	Private
Landmark Tower (22)							City Planning/Corporate Donors	CIP/Private
Hotel Expansion--Suites (23)							Private	Private
New Hotel (24)							Private/Econ. Dev./Planning/RDA	Private/Land Writedown
Pine Street Parking Ramp Expansion (24)							City Parking Authority	Parking Revenues
Mixed-Use Parking Ramp (25)							City Parking Authority/DGBI	Parking Revenues
B. Government District								
C. Central Activity Core Support District								
Transit Center (26)							Transit Authority/City Planning	ISTEA/CIP
Commercial/Institutional Development (27)							Private/City Planning/Institutions	
Reroute Madison exit to Monroe							WDOT/City Public Works/Planning	ISTEA/CIP
Close Madison/Chicago intersection							City Public Works/Planning	CDBG/CIP
INDUSTRIAL/ WAREHOUSING ANCHORS								
Warehouse/Distribution Park (28 & 29)							PIT/Econ. Dev./City Planning/Public Works/RDA	TIF/Private/Land Writedown/PIT

Downtown Green Bay Design Plan

Project	Time Frame			Project Type			Primary Participants	Possible Funding Sources
	Short	Medium	Long	Public	Private	Partnership		
	< 3 yrs.	3-6 yrs	>6 yrs.					
NEIGHBORHOODS								
Whitney-Howe Neighborhood								
Res. Rehab, Infill, Programs (30)							City Planning/Private/NHS	NHS/HOME/HCRI/CDBG
Commercial/ Residential Redevelopment (31)								
Land Assemblage							City Planning/RDA	
Grocery/ Commercial							City Planning/Econ. Dev./Private/RDA	Land Writedown/TIF
Residential Development							Private/City Planning/NHS	NHS/HOME/HCRI
Residential Delineation (32)							City Planning/Private/NHS	CDBG
Fort Howard Neighborhood								
Res. Rehab, Infill, Programs (30)							City Planning/Private/NHS	NHS/HOME/HCRI
Residential Delineation (32)							City Planning/Private/NHS	CDBG

• Acronyms in matrix:

- | | | |
|--|--|---|
| <ul style="list-style-type: none"> * WDHP: Wisconsin Division of Historic Preservation * CD-RLP: Community Development Revolving Loan Program * DGBI: Downtown Green Bay Inc. * PLP: Partners for Livable Places * GBAFDC: Green Bay Area Facility Development Corporation * Economic Development: City Economic Development | <ul style="list-style-type: none"> * NEA: National Endowments for the Arts * CIP: Capital Improvement Program * OBI: On Broadway Inc. Authority * RDA: Redevelopment Authority * Econ. Dev.: Economic Development * WDOT: Wisconsin Department of Transportation * WDZP: Wisconsin Development Zone Program | <ul style="list-style-type: none"> * CDBG: Community Development Block Grant * ISTEIA: Intermodal Surface Transportation Efficiency Act * BHDRLP: Broadway Historic District Revolving Loan Program * NTHP: National Trust for Historic Preservation' * HCRI: Housing Cost Reduction Initiative * PIT: Private Investment Trust * NHS: Neighborhood Housing Services |
|--|--|---|

Public/Private Investment

As with any community development oriented plan, the Downtown Green Bay Design Plan is long-range and incremental in nature. The suggested improvements both public and private have financial implications that must be considered throughout the implementation process and within the context of overall community improvement and investment. For the purpose of this study, the following assumptions were made:

- 1996/7 costs were utilized to estimate the financial investment on the public and private side.
- A 20 percent contingency was built into the range for public investment
- Items, such as the Regional Attraction (18) and Cultural Heritage Anchor (10) were not included in the estimates due to the unpredictability of such efforts through fund-raising efforts and scale of development.
- The private investment figure does not include the value of the land, just the improvement value is utilized. Also, the cost/unit factor is considered to be conservative given the unpredictability of actual improvements.
- Room tax revenue was figured based upon rates of \$70 and \$80 per night at 60-65 percent occupancy and a 6 percent room tax.
- Employment estimates are based on accepted employee to square footage ratios and do not include possible employment associated with Mixed-Use Development (16).

Utilizing these assumptions to estimate the financial investment involved the following conclusions resulted (all dollar amounts are in 1997 dollars):

- Total Public sector financial investment is estimated at approximately \$59 to \$81.5 million.
- Total private sector investment is estimated at \$83.7 to \$125.5 million.
- At build out, estimated annual property tax collections would be \$2.3 to \$3.5 million more than currently collected.
- At build out, the additional room tax generated by new hotel rooms would be approximately \$183,500 annually. This does not include increase usage of existing rooms due to activity increases in downtown.
- Total new employment generated by projects in downtown could result in approximately 2,100 new employees downtown.

These estimates only provide a partial picture of the commitment it will take in order to be successful in achieving the vision of the Downtown Green Bay Design Plan. Success will be further defined by the cooperative abilities of all parties involved in future development to share resources, find creative solutions, use the plan as a "living document" and never become complacent due to short term setbacks or long-term achievements. Downtown Green Bay will evolve through time and the direction it ultimately takes will be determined by the priorities and level of commitment of the citizens of Green Bay.



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