AUTHENTICITY

A Strategic Vision for Green Bay's Downtown

State of the Downtown Report

FEBRUARY 21, 2014

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Abbreviations

AOC: *(Lower Green Bay and Fox River) Area of Concern*
BID: *Business Improvement District*
CDRT: *Community Development Review Team*
CLG: *Certified Local Government*
DGBI: *Downtown Green Bay, Inc.*
EPA: *US Environmental Protection Agency*
FEMA: *Federal Emergency Management Agency*
GBAPS: *Green Bay Area Public Schools*
HPC: *Historic Preservation Commission*
HPTC: *Historic Preservation Tax Credit*
HUD: *US Department of Housing and Urban Development*
NWTC: *Northeast Wisconsin Technical College*
OBI: *On Broadway, Inc.*
OMSI: *Olde Main Street, Inc.*
PCB: *Polychlorinated Biphenyl*
RDA: *Redevelopment Authority*
TID: *Tax Increment District*
TIF: *Tax Increment Financing*
TMDL: *Total Maximum Daily Load*
WDNR: *Wisconsin Department of Natural Resources*
WDOR: *Wisconsin Department of Revenue*
WDOT: *Wisconsin Department of Transportation*

Maps

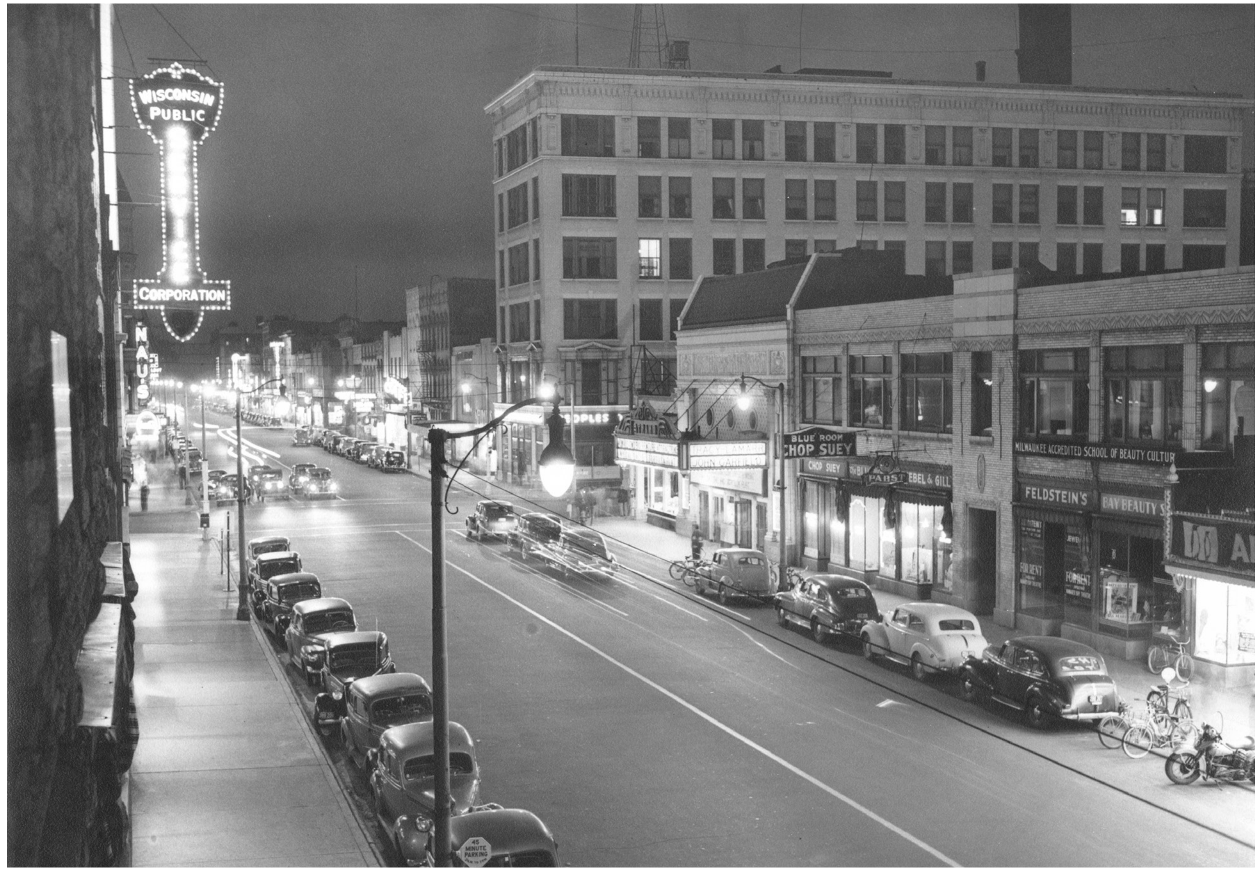
Figures

Tables

Appendices

Section 1 - Introduction and Purpose

The State of the Downtown report provides a snapshot of the current conditions of Green Bay's downtown. Some historical context is also provided where it is particularly helpful. While this report is not intended to be an encyclopedia of all downtown knowledge and history, it does attempt to help answer the questions of where the downtown is today and how it got there. Ultimately, these observations and data-points provide the foundation from which to build the recommendations and policies of the Downtown Master Plan. Specifically, this report provides an overview of the planning project context and a summary of related background information. The background information consists of an assessment of the physical, economic, and transportation system conditions within the study area.



Historic Photo of Washington Street

Section 2 - Planning Context

Study Area

Map 1 identifies the study area for the Downtown Master Plan. The intent of the study area boundary is to create some definable limits for the purposes of mapping, data gathering, and comparison. The study area boundary does not define the limits of the "downtown" per se. It is assumed that the unique environment known by the community as the "downtown" is found within the larger study area, and the planning process will help to discover where those limits are.

The study area also acknowledges secondary and adjoining influences. While data gathering and mapping will generally end at the study area boundary for the purposes of this project, this is not intended to ignore the importance of several influences just beyond the limits of the study area. In particular, these include the adjoining residential neighborhoods, the Main Street corridor (and associated Olde Main Street BID), both sides of the Fox River south of Mason Street, and the Webster Avenue hospital district south of Mason Street. These are strong influences on the downtown fabric in terms of land use, community design and aesthetics, gateways, transportation corridors, demographics, economic relationships, and the like, and must be taken into consideration in the formulation of a master plan.

Map 1: Study Area Boundary

Achievements

Green Bay's downtown is in the midst of a renaissance of real estate investment and reconnection with the community. At present, there is more than $100 million dollars in new development that is either under construction or under contract to begin construction within the next few months. Another $30 million in new construction was recently completed in the last several months. Development and programming along the downtown waterfront and in the Broadway corridor played pivotal roles in this transformation.

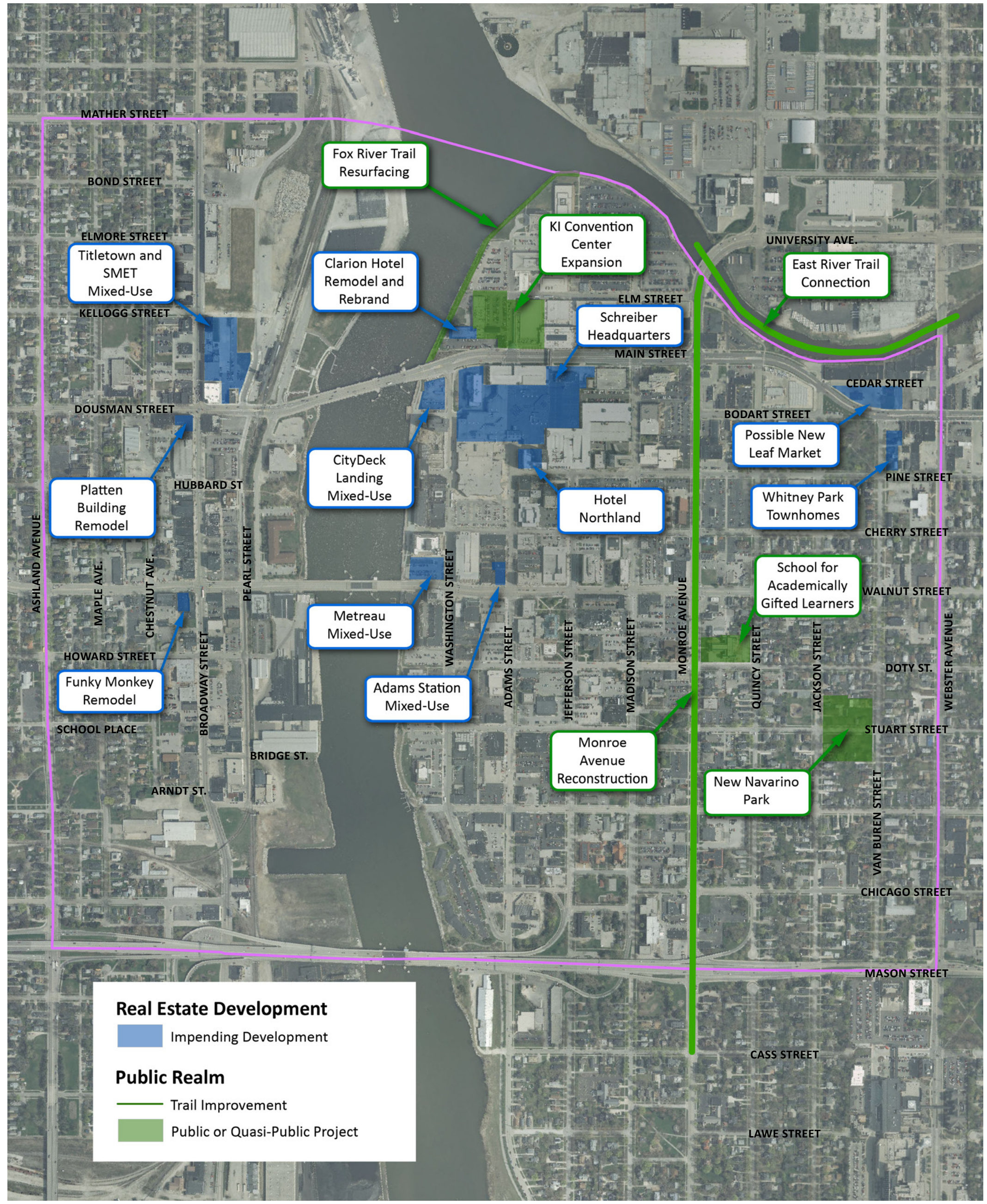
Years of persistent effort to shift the Fox River shoreline from an industrial remnant of the historic working river into high value real estate and an activated environment resulted in slow but steady progress over the last 20 years. New developments created Class A office space and unique riverfront living opportunities in place of utility sites and parking lots. These advancements also made way for a trail along the east shore of the Fox River. Infill projects, façade renovations, and other forms of reinvestment transformed the Broadway corridor into an award winning "Main Street" with an authentic, urban vibe of its own.

The community's effort to turn and face the river, with strong support and leadership from Mayor Jim Schmitt, culminated with the construction of the CityDeck. Completed in 2012, this four block long boardwalk and urban gathering space is part of the City's portion of the Fox River Trail and includes platforms that extend 50 feet into the Fox River, over 700 feet of docking for watercraft, and abundant seating options. Even before the final phase of construction was complete, this creatively designed amenity immediately became a magnet for casual foot traffic, formal and impromptu outdoor activities, and community events. Now internationally recognized, both the design and activation of the CityDeck were monumental achievements.

In addition to brick and mortar enhancements, community activity in the downtown has been steadily rising due in large part to the dedication and efforts of the Business Improvement Districts, other community organizations (e.g., Mosaic Arts, Multicultural Center of Greater Green Bay, etc.), and the many contributing local business sponsors. There are now more than 130 event days per year in the downtown. Programmed events like the farmers markets, various festivals and large events, outdoor dining, and outdoor performances create opportunities for community activity nearly every day of the week through the fairer months of the year. Events like Winterfest, the Holiday Parade, and indoor farmers markets keep the downtown vibrant through the colder months.

The visible impact of the CityDeck combined with the invigorated events calendar signaled a renewed community commitment to the downtown. An atmosphere of growth had been created, and new development responded. The Watermark, a repurposing of the former Younkers store, was a pioneer project that began during the recession. The announcement of Schreiber Foods that it would construct its 247,000 square foot corporate headquarters and global technology center on the site of the former mall was a "game-changer" establishing substantial momentum in private investment. Soon after, Associated Bank announced that it would renovate 433 Main Street to serve as their corporate headquarters, bringing hundreds of new employees to the downtown. The residential market soon followed suit with about 230 new housing units currently under construction and scheduled to begin construction before the end of 2013. These apartments, townhomes, and condominium units will solidify the virtuous cycle of downtown growth by adding to the daily activity level, increasing demand for retail and service businesses, reducing the demand for automobile trips, and improving the ability of downtown firms to recruit and retain qualified employees.

The path of investment grew from the Fox River. Where it will go next is the function of many variables discussed by this State of the Downtown Report. The next major community development project is the 35,000 square foot expansion of KI Convention Center, for which the hotel and tourism sectors are already positioning in anticipation of the resulting growth. The next major public infrastructure project is the reconstruction of Monroe Avenue, and the City is taking steps to secure key properties which will help ensure that there are opportunities for private investment to follow the new street. Tables 1-4 provide a synopsis of major community and economic development projects currently impacting the study area.



Map 2: Current and Pending Study Area Developments

Table 1: Business and Housing Development - Under Construction or Starting Soon	
Schreiber Foods	5 stories, 247,000 sq ft, corporate headquarters and "Global Technology Center"
City Deck Landing	7 stories, 76 residential apartments above 7,000 sq ft of retail
Metreau	9 stories, 93 residential apartments above 3,300 sq ft of retail
Adams Station	Renovation of 14 residential loft apartments above 3,000 sq ft of retail
Platten Place	Renovation of 23 apartments above existing retail
Whitney Park Townhomes	6 townhomes in 2 buildings, 9,100 sq ft total
Clarion Hotel	Repositioning (remodel and rebrand) of existing 146 room hotel
Northland Hotel	Historic renovation of 140 hotel rooms and first floor retail
Titletown Brewery	Renovation of 50,000 sq ft for brewing facility, banquet hall, and retail

Table 2: Business and Housing Development - Recently Completed	
Associated Bank	Renovation of 95,000 sq ft of office for corporate headquarters
Adams Street Garage	Renovation of 40,000 sq ft of office
Watermark	60,000 sq ft of flexible office, retail, or residential

Table 3: Community Development - Under Construction or Starting Soon	
KI Convention Center	35,000 sq ft expansion for a total of 70,000 sq ft of convention space
Monroe Avenue	$8 million, 1 mile street and utility reconstruction project
Navarino Park	Three acre community park in the Navarino Neighborhood

Table 4: Community Development - Recently Completed	
CityDeck	4 block riverfront boardwalk with performance stages, community green space, river access, and boat docking
Children's Museum	15,000 sq ft, state of the art children's museum
Bicycle Enhancements	5 miles of additional marked bicycle and shared-use (sharrow) lanes

History of Planning for Downtown

Nolen Plan

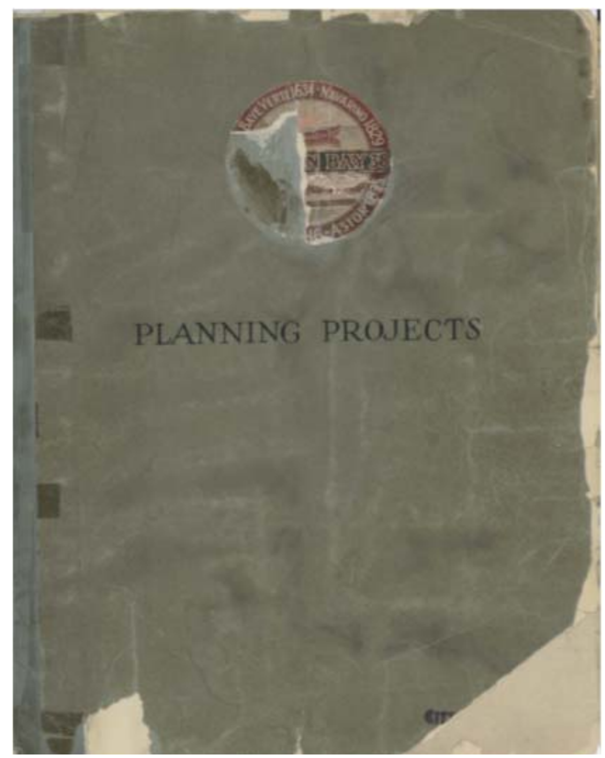
The earliest city plans for Green Bay's downtown date back to the 1921 Plan of Green Bay produced by John Nolen. At that time, there was no reference to the term "downtown," but several issues and opportunities were certainly directed at the area now known as Green Bay's downtown.

- Riverfront utilization and park space: Even then the riverfront was deemed underutilized (in particular from Walnut to Main), and no public space existed along the river at that time with the exception of a public boat landing. Today, all of the shoreline between Walnut and Main Streets (and beyond) along the Fox River is publicly owned.

- Civic center: The plan envisioned a concentration of public and semi-public buildings around a central park located near Walnut and Jefferson Streets. Today, civic buildings are somewhat concentrated along Walnut and Jefferson Streets but are not centered around a town square park.

- "Railroad problem": Conflicts between trains and growing automobile traffic were already becoming an issue at that time. However, much has changed since then, and the railroad system is greatly streamlined and far more efficient.

- Better utilization of the City's waterways: The plan included one waterway recommendation that is now fully implemented, and another that was not.
  - The Fox River is now a shipping channel, dredged to adequate depth, with an established bulkhead.
  - The Fox River and Duck Creek were not connected with a 500 foot wide shipping channel, the spoils of which were to be used to elevate the bayshore out of the wetlands.



Nolen Plan

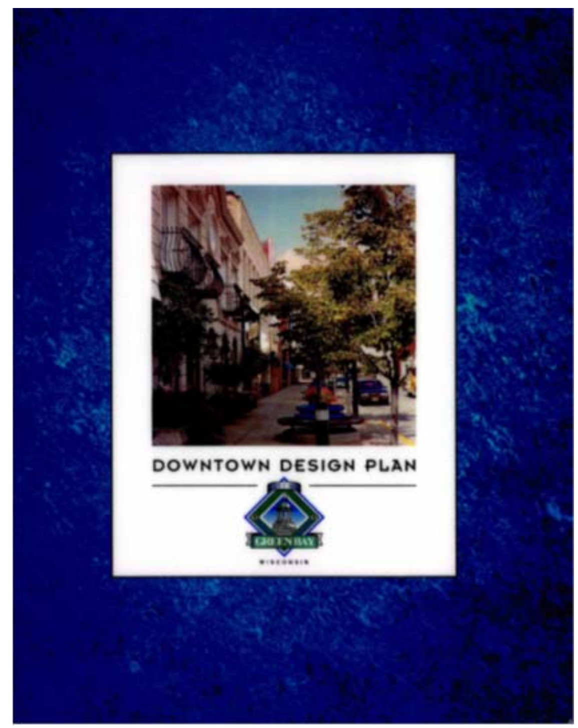
1997 Downtown Design Plan

The most recent master plan developed for Green Bay's downtown was completed in 1997 and adopted as the Downtown Design Plan. As its title suggests, this plan was very design oriented, depicting specific recommendations and visual examples of building architecture, site design, and streetscape design. Refer to Appendix B for an evaluation of the relevant design recommendations of this plan. A core component of the Design Plan was to distinguish several sub-districts, or "Urban Villages," within the downtown. Although other alternatives were considered during the planning process, the plan ultimately reflected a continuing presence of the downtown mall and envisioned a revitalized mall environment linked to a town square. Much has changed, including the demolition of the mall in 2012, since the 1997 plan was formulated. As a result, many of the plan's recommendations were not implemented. On the other hand, several of the plan's recommendations did come to reality, if not exactly as they were envisioned at that time, including the following:

- Redevelopment
  - Fox River parking ramp site redeveloped as Riverfront Lofts and CityDeck
  - Surface parking lot at Walnut and the Fox River redeveloped as Nicolet Bank and Metreau building
  - Riverside Place mixed-use building constructed, though plan envisioned as office building
  - Cherry Street parking ramp constructed as mixed use facility
  - Former transit station became Johnson office building; farmers market moves to this vicinity in 2014
  - Infill and historically sensitive renovations occurred in Broadway district
- Fox Riverfront
  - Pedestrian walkway on east shore of Fox River completed
  - Views, land uses, and activation of riverfront improved significantly, though several challenges still remain
  - Overall focus on transforming Fox Riverfront successfully carried out
- Public Facilities
  - Transit station moved to new facility, though not at Walnut and Monroe
  - Leicht Park established
  - Convention center expansion in progress
- Transportation
  - Conversion of signalized intersections to 4-way stops
  - Reduction in number of one-way streets (Pine and Cherry Streets in particular)
  - Washington Street reconnected with street grid
- Availability of affordable housing improved
- Three BIDs have matured along with several neighborhood associations, providing stronger sense of community
- Downtown community events have taken great strides in quality, frequency, and attendance

Some of the plan's recommendations that were not implemented still have merit and should be re-evaluated for consideration as part of this master plan process. These include:

- Recommendation for a Town Center Park on the site of the Cherry Street surface parking lot
- Creation of a larger scale "Great Lakes Park" on the Leicht Park site with cultural and educational amenities
- Enhancements to the Neville Museum site, integrating it with riverfront amenities
- Enhanced urban streetscapes



1997 Downtown Design Plan

2003 Smart Growth Plan

The most recent city-wide comprehensive plan was completed in 2003 and adopted as the Green Bay Smart Growth 2022 Comprehensive Plan. The Comprehensive Plan acknowledged the Downtown Design Plan and included several recommendations as an update to the 1997 plan. Like the previous planning effort, the 2003 update incorporated the concept of sub-districts (or Urban Villages) and revitalization of the downtown mall. Much of the same progress on implementation noted for the 1997 plan applies here as well. But again, several of the 2003 plan's recommendations were not implemented. Some of the key components that did not come to fruition include the following:

- No new cultural or entertainment facilities developed
- Town Center park not developed, though the CityDeck may be serving some of these functions
- Extensive marina environment along the Fox River

Some additional points of progress on recommendations of the 2003 Comprehensive Plan include the following:

- Additional housing added to the downtown, and more on the way
- Broadway district has taken shape as unique urban village

Other Downtown Plans and Studies

In addition to these formally adopted and comprehensive plans for Green Bay's downtown, various other studies and strategic plans addressed the area over the years. The following are prime examples.

- Downtown Summit (1996)
- Downtown Waterfront Parkway Plan (1990)
- Southeast Central Business District Development Study (1988)
- Central Business District Redevelopment Status Report (1985)
- Downtown Green Bay Opportunities (1978)
- Port Plaza Mall Plan (1974)

Lessons Learned

A downtown master plan needs to take a fresh look at Green Bay's central city. Such plans must be grounded in reality in order to be implementable, and this can be better achieved with careful consideration of market forces, economic context, and stakeholder participation. On the other hand, such plans must include bold and visionary elements. When John Nolen noted the lack of public and green spaces along the Fox River in 1921, it could not have been predicted that it would take 90 years before the CityDeck would be built. The master plan must also be a living document, easily evaluated and adaptable to change.

2003 Smart Growth Plan

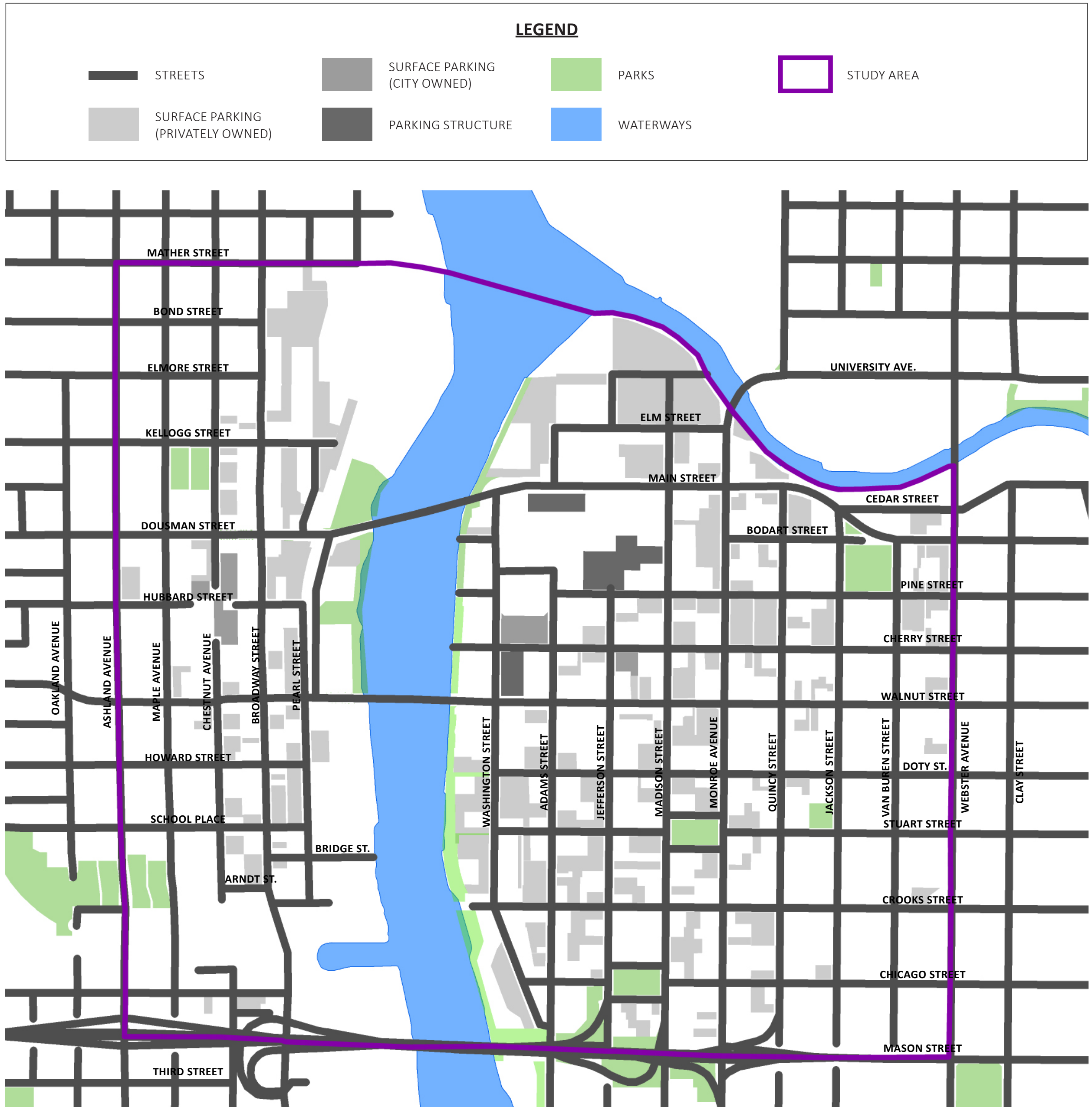
Section 3 - Background Information

Physical Assessment

Urban Form

STREET GRID AND BLOCK PATTERN
The historic grid pattern of streets is generally intact throughout the downtown with only a few exceptions as shown on Map 3. The grid pattern supports the density and diversity of the downtown by forming a tight fabric of developable blocks and readily available supporting infrastructure. The grid pattern is also advantageous to downtown travel as it enhances connectivity by providing multiple options for traffic flow.

The street pattern is a defining characteristic of the downtown, as rights-of-way occupy more than a quarter of the landscape (refer to Map 7 and Figure 1). When coupled with parking features, the infrastructure that supports motorized transportation together account for about 40% of the downtown. Streetscape, parking lot design, parking structure design, and various other forms of hardscape have a significant impact on downtown character and functionality.



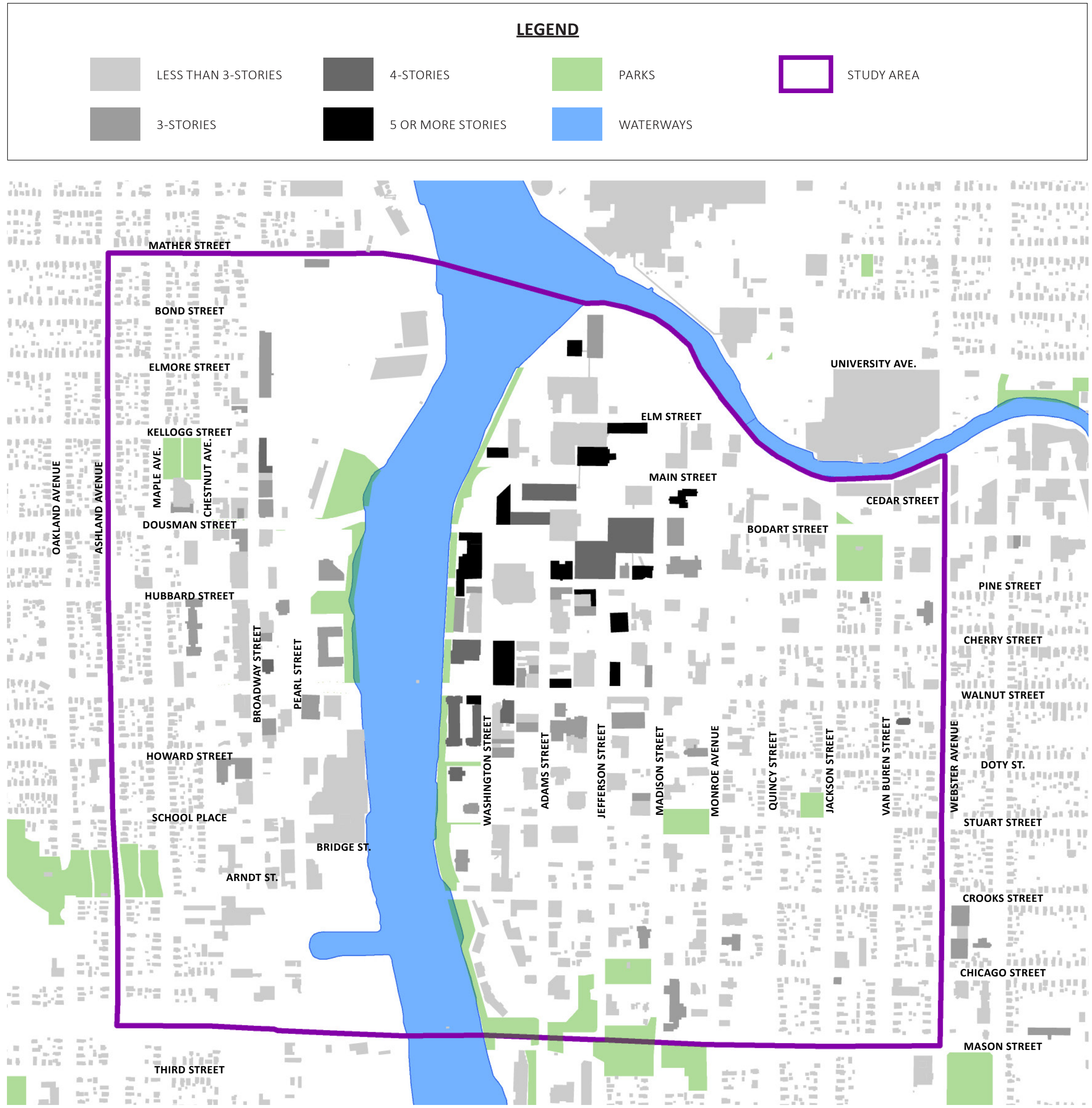
Map 3: Urban Form - Street Grid

BUILDINGS

Building architecture in the downtown varies widely. In the realm of commercial and governmental buildings, the study area represents an eclectic mix of building styles, ages, forms, heights, and materials. Elements of building form are often cited as defining features of the downtown. Historic buildings, taller buildings, mixed-use and commercial buildings, and buildings constructed at or near the sidewalk line characterize the downtown environment.

These defining building types and features are not found everywhere in the study area. They are a unique and limited resource. Map 4 displays the locations of building footprints classified generally by number of stories. The downtown's tallest buildings are generally found east of the Fox River from Walnut Street to Main Street.

The downtown's tallest buildings (by number of complete stories) include the Monroe Plaza apartments at 10 stories, and the Bellin Building, the Hyatt on Main hotel, and the Northland Hotel at 8 stories each. The tallest downtown building element by height above grade is the tower of the Watermark building at about 150 feet. A series of steeples and domes stands out as a significant feature on Green Bay's humble skyline. These consist of highpoints on the buildings of Saint Willebrord, Saint Francis Xavier, and Saint John the Evangelist churches along with the Brown County Courthouse.



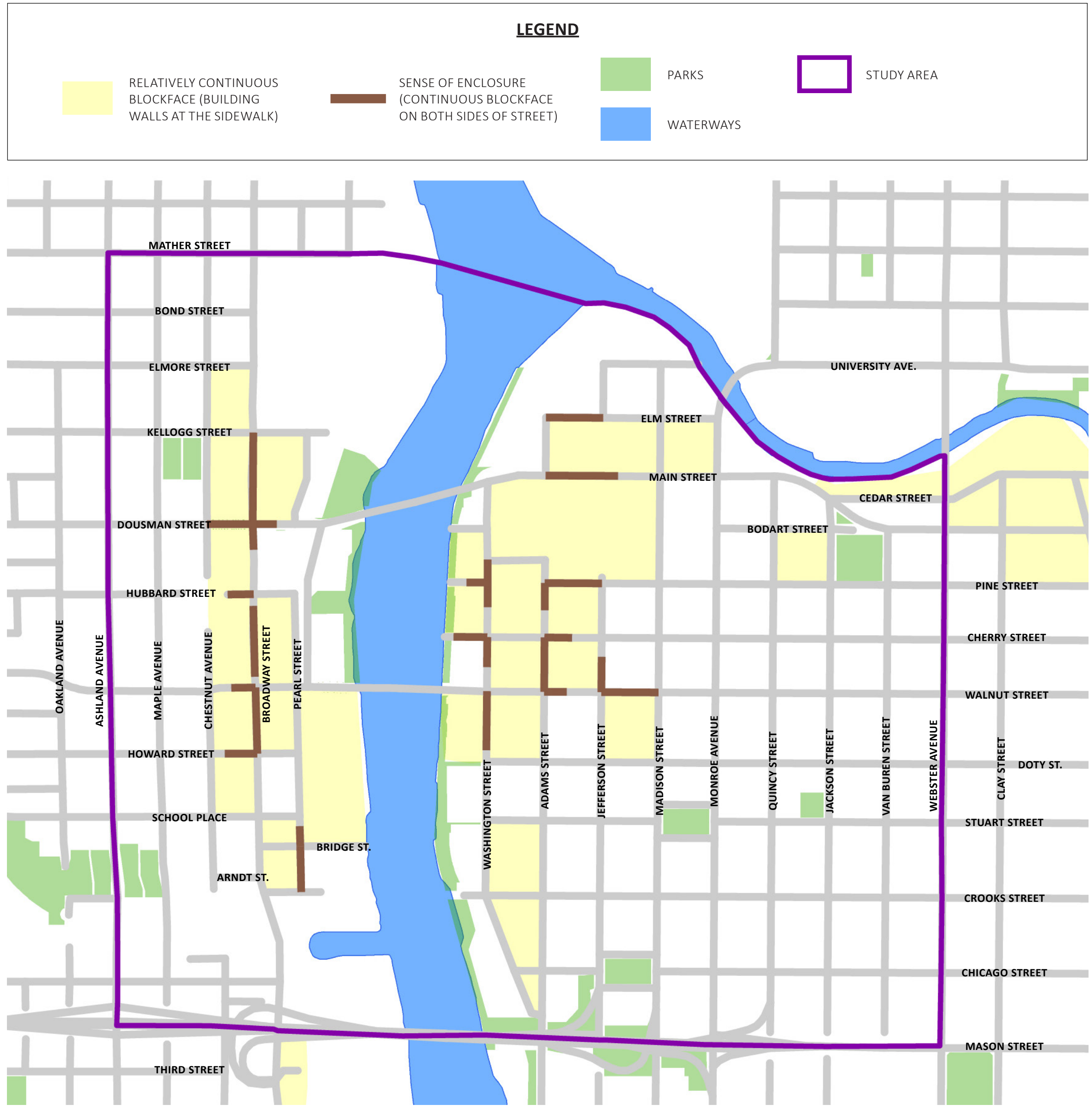
Map 4: Urban Form - Buildings

DEFINED SPACES

Map 5 shows two important features that people ascribe to downtown environments. “Main Streets” are defined by the presence of a blockface, which occurs when buildings and other structures are built up to the sidewalk and form a relatively continuous street wall. This occurrence is also known as a “zero setback” environment. This map highlights blocks where roughly 25% or more of the street frontage has buildings or other structures (such as decorative fencing or low walls) that sit at the edge of the sidewalk.

A sense of enclosure is the second feature often recognized as defining a downtown environment. A relatively continuous blockface on both sides of an urban street helps to define a unique space and create a sense of place. Map 5 also shows street segments where a sense of enclosure is present. These are rare occurrences that are not found anywhere else in the City.

In developing a sense of enclosure, the ratio of building height to the width of the street can provide guidance. A ratio of 1 to 6 is the absolute minimum desired ratio to achieve a sense of enclosure, with 1 to 1 creating a tight urban character, and 1 to 3 being an effective goal in the middle. Based on an analysis of the core downtown streets and their rights-of-way, two to three story buildings (20’ to 40’ in height) are necessary to create this sense of enclosure. Additionally, these buildings should be set close to the property line with little setback, otherwise additional height would be necessary.



Map 5: Urban Form - Defined Spaces

PARKS AND GREEN SPACE

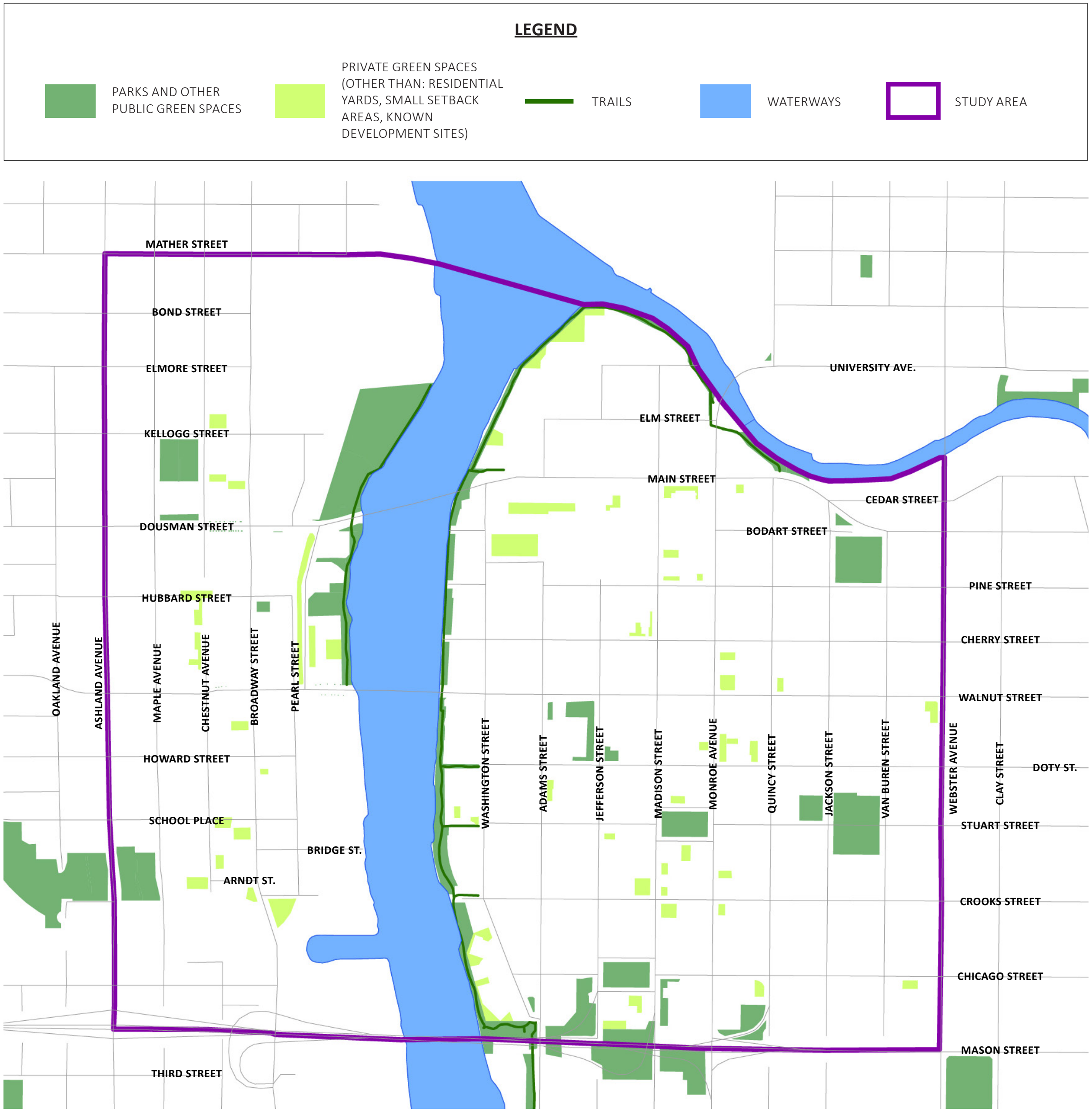
Urban form in Green Bay's downtown consists not only of the built environment, but also the parks and other green spaces that add variety and rhythm to a block, open up views of the built and natural environments, and soften the otherwise hard edges of the urban core. Sense of place is further enhanced by the careful integration of parks and green spaces into the more defined spaces created by continuous blockfaces and enclosed streets. Map 6 highlights the locations of public parks and other public green spaces as well as substantial private green spaces.

The variety of public green spaces found within the study area consists mainly of town square parks, neighborhood parks, and riverfront trails. Town square parks with formal pathways, gardens, and passive spaces include Veteran's Memorial Park, Jackson Square, and Whitney Park. Neighborhood parks with active playgrounds, playfields, and ball courts include Seymour Park, Fort Howard Park, Saint John's Park, and Navarino Park. Leicht Park is unique from the others in that it has functioned as more of a special use park and gathering space for large events such as festivals and concerts. Plans for the future of the new Navarino Park are still being finalized, but will likely include some features of both a formal town square and an active neighborhood park.

Trails are found on both the east and west shores of the Fox River, but the trail on the east side is far more functional and inviting and is better connected to the regional trail system. The nationally recognized CityDeck, located on the east shore of the Fox River from Main Street to Walnut Street, is the centerpiece of this trail. The CityDeck has reconnected the community with the Fox River by providing access and views to the river, programmable gathering spaces, and a regional draw that brings people downtown. The CityDeck is arguably one of the key pieces that catalyzed the present resurgence of economic activity and private investment in development of the east side of the downtown. The east shore trail extends south to the Fox River State Recreational Trail, which continues to be one of the most heavily used state trails in Wisconsin. There is a one mile gap, starting in the northeast quadrant of the study area, between the Fox River and East River Trails. Efforts to connect these trails have been ongoing for several years, and acquisition of properties toward this goal is in progress. Further development of the west side trail system and connection to the Mountain-Bay State Recreational Trail continue to be City goals. Initial strides have been made with the recent completion of the West Side Trail from Oneida Street to Military Avenue, but connection to the west shore of the Fox River will face many challenges relative to industrial land uses and active railroad corridors.

The CityDeck located between Main and Walnut Streets along the Fox River

Privately owned property can also fulfill some of the functional and aesthetic benefits of green spaces. Map 6 highlights some of the more substantial green areas found on private properties outside of the residential neighborhoods. The map also excludes green spaces that are currently open but are ultimately intended to be utilized for future development, such as the Larsen Green and Greenfield sites and other vacant potential infill parcels.



Map 6: Urban Form - Parks and Green Space

Density and Diversity

LAND USE

Map 7 portrays a snapshot of the density and diversity of the study area as a function of existing land use. This map was created using a combination of tax parcel data, aerial photography, field inventory, and public input and represents land use as of July, 2013.

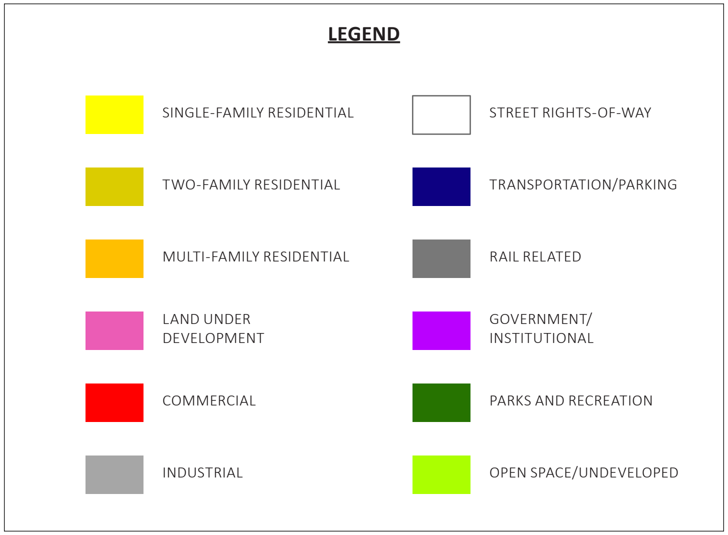
The soon to be restored Northland Hotel

The land use classifications shown on the map indicate the primary use of a property, generally on a whole-parcel level. This means that boundaries between land use classifications almost always follow parcel lines. The exceptions are large parking areas. Parking areas with more than 25 spaces were mapped as Transportation/Parking, even if another primary land use was found on the same parcel. Parking areas with less than 25 spaces were considered an accessory use and are not mapped as Transportation/Parking unless they occupy an entire parcel. Where a building or parcel combines land uses that do not fall under the same classification, either in practice or by the form of the building, it has also been mapped as Mixed-Use as an overlay to the primary, street-level use of the property.

The variety of land uses within the approximately one square mile study area is unique in the City of Green Bay, and is thus a defining feature of the downtown. This dense and varied settlement pattern is primarily the result of the historic central city. It grew as a compact and efficient mixed-use environment with industry, commerce, and housing in close proximity to each other before the automobile made it practical to vastly separate these uses. The impact of the automobile has made it difficult to preserve central cities as dense and diverse places, but improved technology has helped to make them cleaner and healthier places. Communities throughout the US have begun to celebrate the unique features of downtowns once again and are taking steps to rebalance the equation between transportation options and land use density.

Map 7: 2013 Land Use

The land use mix in the study area tells the unique story of Green Bay's downtown and its immediately surrounding neighborhoods. The single largest land use is the public right-of-way, and when combined with parking areas, accounts for over 40% of the study area. This speaks to the role of the automobile in shaping the downtown landscape in recent decades, but is also tied to the efficiency and benefits of the grid pattern of streets previously discussed. Streetscape, parking lot design, parking structure design, and various other forms of hardscape are significant features that impact downtown character and functionality. Additional prominent land uses include Commercial at 11.4% and the Fox and East Rivers at 10.1%. While each residential land use classification alone accounts for less than 10% of the study area, combined Single-,



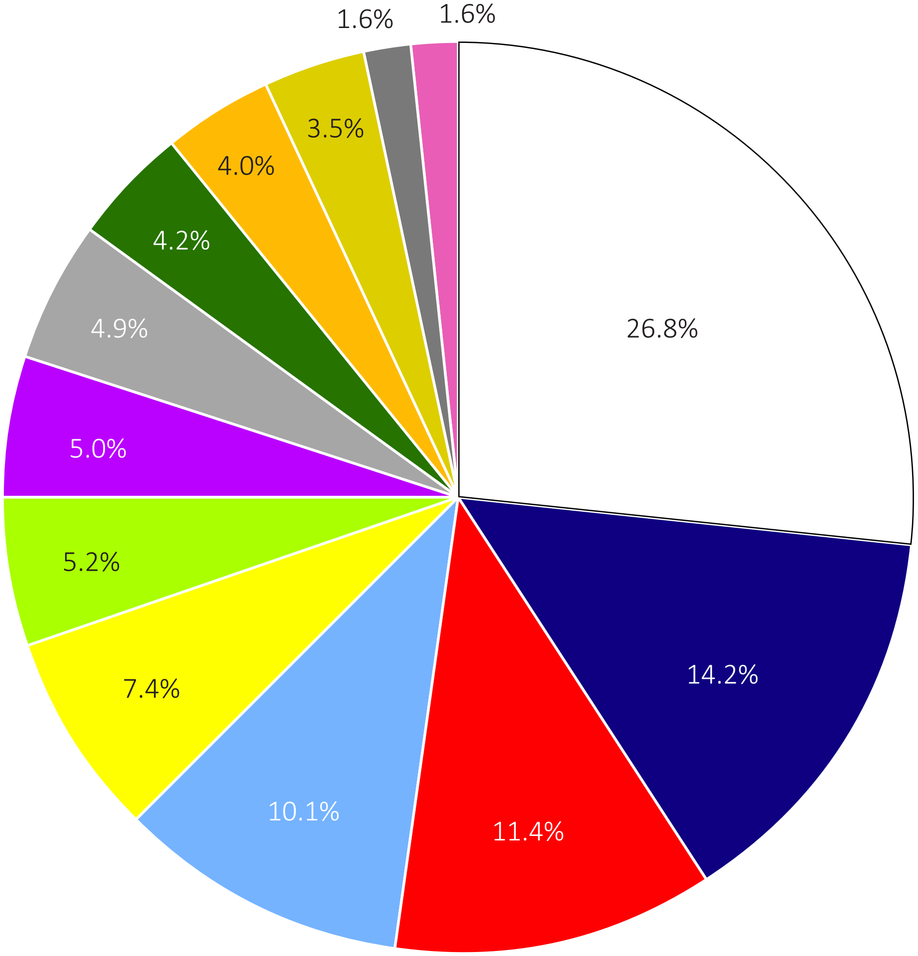


Figure 1: 2013 Existing Land Use Mix

Two-, and Multi-Family Residential uses make up 15% of the study area. The mix of residential uses in the study area is also a unique feature of the downtown. Riverfront apartments and condominiums occupy a unique niche. Residential uses in the surrounding neighborhood fabric are extremely varied, as not one block can be found of a single housing type. Parks and Recreation uses, Open Space uses, Government or Institutional uses, Industrial uses, and Rail Related uses are also significant in shaping the existing downtown environment. About 11 acres of the study area were classified as Land Under Development as defined by places where new construction or a major renovation is occurring, or, at a minimum, where a development agreement is in place with relative certainty of construction to begin in the near future.

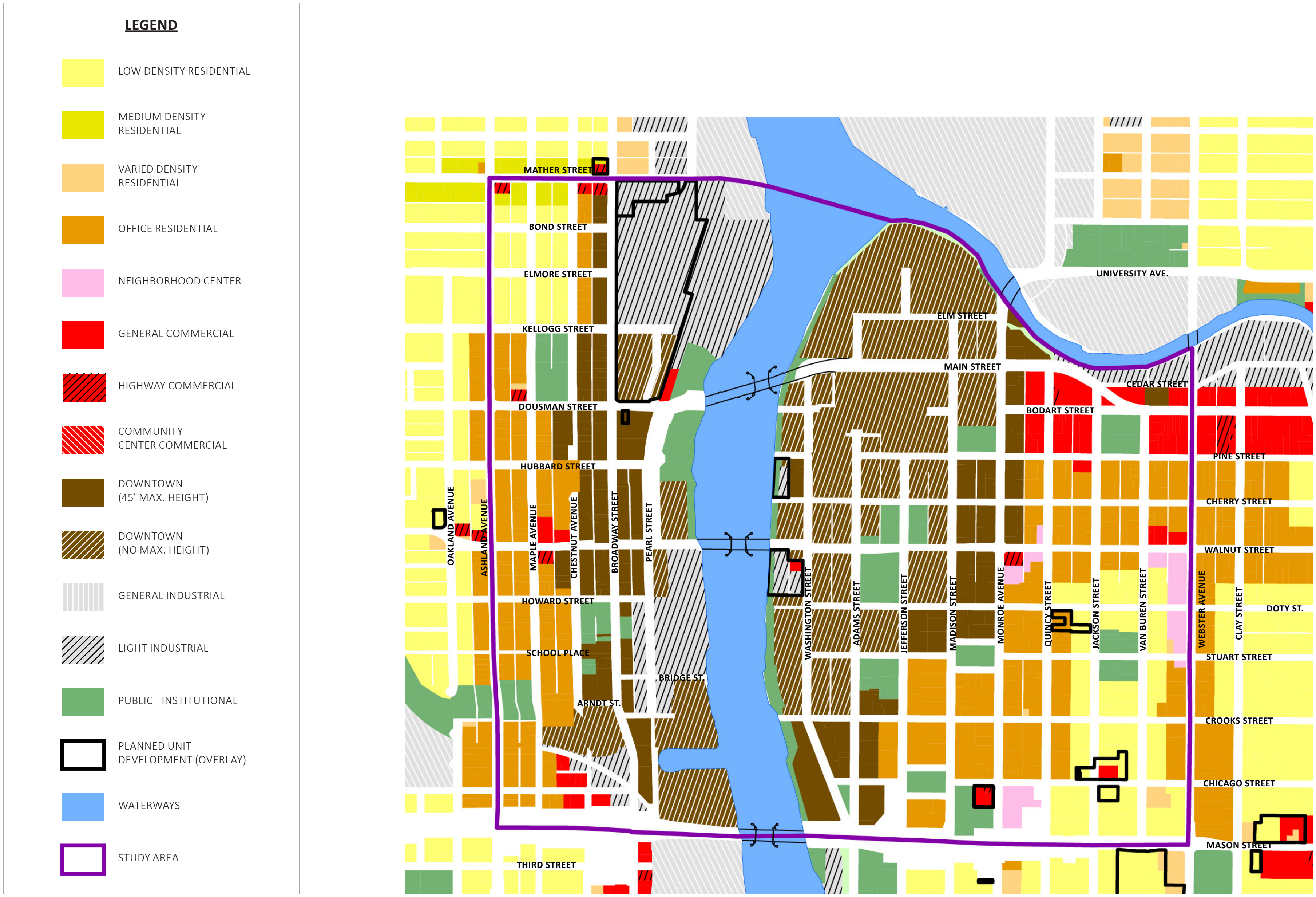
Table 5 - 2013 Existing Land Use	*Acres*	*Percent*
Residential		
Single-Family	*52.3*	*7.4%*
Two-Family	*24.6*	*3.5%*
Multi-Family	*28.1*	*4.0%*
RESIDENTIAL TOTAL	**105.0**	**15.0%**
Commercial	***80.1***	***11.4%***
Industrial	***34.2***	***4.9%***
Transportation		
Surface or Structured Parking	*99.8*	*14.2%*
Street Rights-Of-Way	*188.0*	*26.8%*
Rail or Transit Related	*11.1*	*1.6%*
TRANSPORTATION TOTAL	**298.9**	**42.6%**
Government or Institutional	***35.4***	***5.0%***
Parks and Recreation	***29.5***	***4.2%***
Open Space or Undeveloped	***36.7***	***5.2%***
Land Under Development	***11.0***	***1.6%***
Surface Water	***71.2***	***10.1%***
STUDY AREA TOTAL	**702.0**	**100.0%**
Estimated Mixed-Use Areas	***24.3***	***3.5%***

ZONING

Mixed-use zoning classifications (i.e., Downtown, Office Residential, and Neighborhood Center) comprise the bulk of the downtown study area. These districts allow a wide variety of land uses and afford the most site design flexibility of the City's various zoning classifications. The Downtown zoning districts are divided into two areas: D1 which allows for a maximum building height of 45 feet and a maximum floor area ratio of 3, and D2 which does not have a maximum building height and a maximum floor area ratio of 8. Both Downtown districts allow for zero setback buildings and 100% lot coverage. The Office Residential district has been established mainly as a transitional zone between the Downtown district and the first few blocks of the surrounding neighborhoods. It includes standards more typical to the surrounding neighborhoods such as a maximum 35 foot building height and a minimum green space requirement. Office Residential allows for a variety of commercial uses along with a limited array of residential uses in recognition of the existing housing stock in these locations. However, it should be noted that single-family homes require a conditional use permit in this district, meaning that the zoning code is attempting, over time, to move these uses further out into the surrounding neighborhoods.

More typical single-use zoning classifications are also found in the study area including various residential, industrial, and commercial districts. The Low Density Residential district is primarily oriented toward single-family homes and is found in much of the surrounding neighborhoods. However, many two-family and multi-family homes are dispersed throughout these neighborhoods, meaning that the zoning code is attempting, over time, to move these uses into more appropriate locations. Industrial zoning is found in locations where both active and former warehousing and manufacturing uses are woven into the downtown fabric. Some of these, such as the Larsen Green, are being transitioned out through the use of overlay zoning. Others, such as the area south of Walnut Street surrounding Pearl Street are home to active industrial uses like K&K Warehousing and Ace Marine. Commercial zoning is most visible along Main, Bodart, and Pine Streets on the east edge of the study area. This creates a challenge as many sites and buildings in this corridor are more suitable for a mixed-used and zero setback district like Downtown. Many existing and historic buildings in these locations are then made nonconforming by the zoning, which is contrary to the City's objectives of preserving and improving these buildings and uses.

The use of zoning overlays has also been a prevalent approach in the downtown study area as seen through the many Planned Unit Development (PUD) districts. PUDs were utilized prior to the establishment of the Downtown mixed-use zoning district to facilitate mixed-use development, usually to replace former industrial uses. This is readily visible in locations such as the Larsen Green, the Riverfront Lofts, and Riverside Place condominiums where the underlying industrial and commercial zoning districts are still present. The use of PUDs has subsided in the study area since the establishment of more appropriate base zoning districts for the downtown environment. Current development projects like the Schreiber corporate headquarters and the two multi-story, mixed-use projects being considered (City Deck Landing, Metreau) have been able to proceed under the existing zoning without special approvals such as PUDs or conditional use permits. In contrast, the Whitney Park Townhomes project, whose site was originally zoned General Commercial, required the establishment of a new PUD, and the Titletown Brewery mixed-use project is proceeding under the Larsen Green PUD with a handful of amendments.



Map 8: 2013 Zoning

ZONING - DESIGN REVIEW

Often established within a city's zoning code, design review standards and processes are particularly important in a downtown environment. Design review standards go beyond basic building massing and placement standards (such as height limitations and setback distances) to address the visual qualities, architectural features, and perhaps even the style of construction. Approaches to design review standards can range widely from very rigid to the more flexible, and design review processes can range widely from subjective to prescriptive. Each approach has distinct ramifications in the complexity, predictability, and effectiveness of their application.

The City's Zoning Code establishes a basic set of prescriptive building design standards that have a degree of flexibility in some cases. As examples:

- Ground floor façades that face public streets or pedestrian walkways must have activated features, such as arcades, display windows, entry areas, or awnings, for no less than forty percent of the length of the façade.
- Building walls must have articulation. No wall that faces a street or connecting walkway may have a blank, uninterrupted length exceeding thirty feet. There must be a change in plane, texture, or masonry pattern, or there must be windows or other elements that subdivide walls into human scale proportions.
- Building materials are somewhat regulated. All building facades must be finished with durable materials, and street facing facades must be finished with "masonry or stucco." Metal siding is limited to facades that do not face streets, and pole buildings are prohibited.
- Compatibility of materials is required. Additions and outbuildings constructed after the original building must be constructed of comparable materials and designed in a consistent manner, unless the entire building is being renovated.
- Building entries are required to be prominent and to face the primary abutting street.
- Ground floor windows are required.

These standards alone, while helpful in a business park or automobile-oriented commercial area, are not sufficient to maintain the character of a historic or mixed-use area like the downtown. For this reason, the City's Zoning Code also provides for infill development considerations. New development in the mixed-use zoning districts should relate to the design of adjacent historic or traditional buildings in scale and character where they are present. The ordinance further clarifies the intent by stating that historic architectural styles need not be replicated. Rather, a sensitivity to context is encouraged.

Because most of the City's existing standards are prescriptive, the process of design review happens primarily with the administrative review of site plans. Building elevation drawings are provided with site plan applications, and staff ensure that the applicable standards are met. The evaluation of infill context compatibility is quite limited, as no discretionary body exists with jurisdiction over these matters. Staff attempt to apply these standards, but only with administrative (non-discretionary) authority. A more subjective level of review can occur if a proposed development requires approval by a discretionary body such as the Plan Commission or Redevelopment Authority (RDA). These could include special zoning approvals like a Conditional Use Permit or Planned Unit Development, or various forms of financial assistance administered by the RDA like TIF funding or federal funds for affordable housing.

As an example of a more subjective approach, On Broadway, Inc. facilitates an advisory design review process for new development within the BID. OBI has established a set of design review guidelines. The guidelines provide a framework for the design elements that should be addressed, but do not set prescriptive standards. A more comprehensive and qualitative approach to architectural design review, OBI's guidelines go beyond the basic standards of the City's Zoning Code to also address such elements as storefronts, window and door styles and placement, roofline design, colors and trim, proportions and rhythm, signage, lighting, and awnings. The OBI design review committee meets as needed to review projects and apply their guidelines. The review is generally non-binding unless a specific assistance program or funding source necessitates their approval.

Improvements to design review requirements and processes are necessary to protect and improve the architectural quality of the built environment as a defining feature of Green Bay's downtown. As with any land use regulation, impacts on the speed and predictability of the development approval process must be considered. On the other hand, the prolonged lack of qualitative design review standards poses a risk to the private investments being made in the downtown currently and to the long term stability of the downtown's tax base.

Table 6 - Study Area Zoning District Summary

District Name		Primary Uses	Setback Summary	Maximum Height	Maximum Lot Coverage	Floor Area Ratio
Low Density Residential	*R1*	*Single Family Homes*	*Yards required*	*35 feet*	*50%*	*N/A*
Medium Density Residential	*R2*	*Two Family Homes*	*Yards required*	*35 feet*	*60%*	*N/A*
Varied Density Residential	*R3*	*Multi-Family Homes*	*Yards required*	*35 feet*	*70%*	*N/A*
Office Residential	*OR*	*Mixed Use*	*Yards required*	*35 feet*	*60%*	*0.3 min*
Neighborhood Center	*NC*	*Mixed Use*	*Yards required*	*35 feet*	*80%*	*0.5 min*
General Commercial	*C1*	*Retail and Office*	*Yards required*	*35 feet*	*80%*	*0.1 min*
Highway Commercial	*C2*	*Automobile Oriented*	*Yards required*	*35 feet*	*80%*	*0.1 min*
Downtown 1	*D1*	*Mixed Use*	*Zero setbacks*	*45 feet*	*100%*	*3.0 max*
Downtown 2	*D2*	*Mixed Use*	*Zero setbacks*	*No max*	*100%*	*8.0 max*
Light Industrial	*LI*	*Warehousing*	*Zero setbacks*	*35 feet*	*80%*	*N/A*
General Industrial	*GI*	*Manufacturing*	*Zero setbacks*	*35 feet*	*80%*	*N/A*

Programmatic Districts

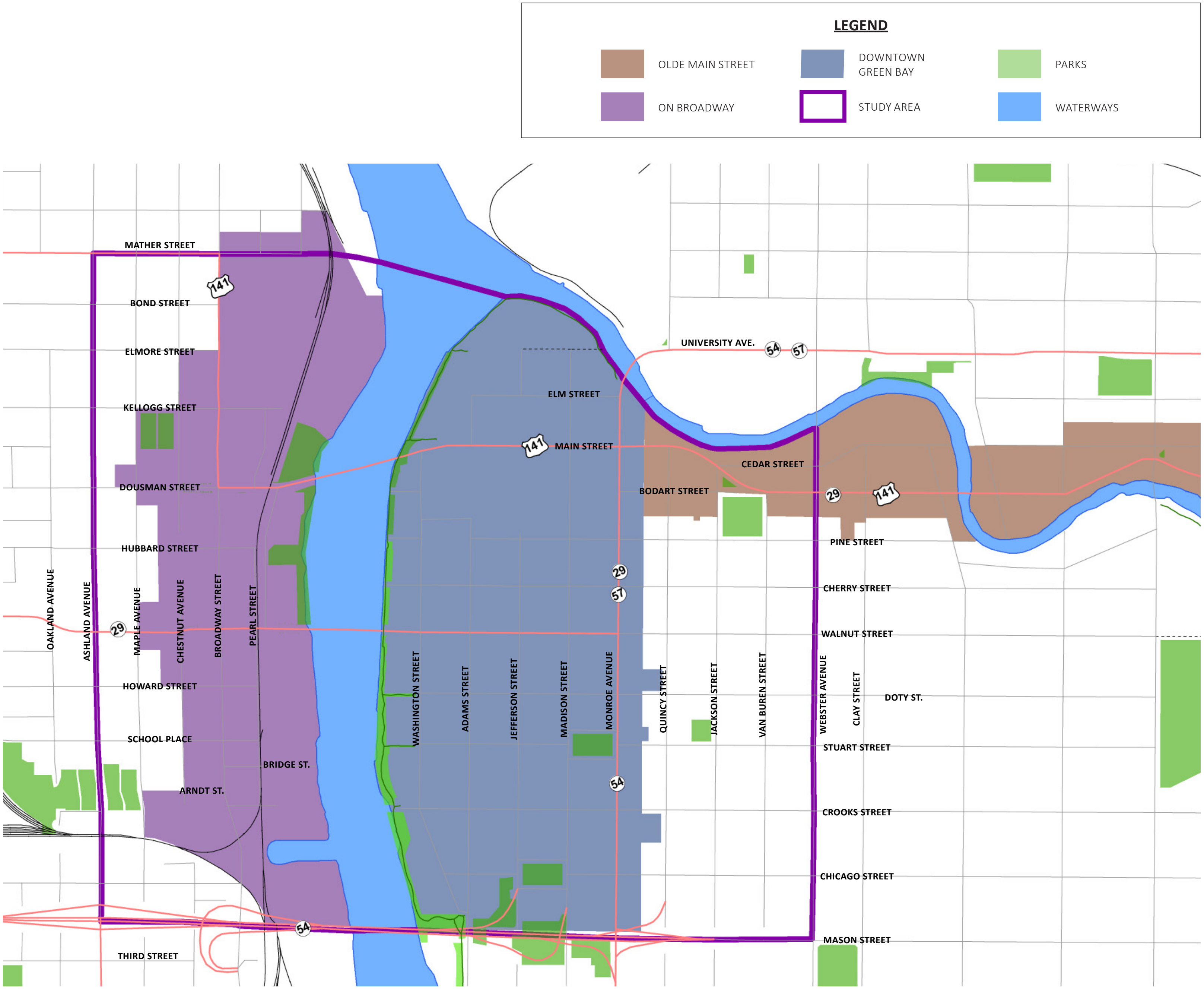
BUSINESS IMPROVEMENT DISTRICTS

Business Improvement Districts (BIDs) are formed to contribute to programs aimed at promotion, management, maintenance, and development of a particular commercial environment. BIDs are recognized by Wisconsin law and have accountability to their respective municipalities, but are largely self-governing. BIDs are enabled to assess a fee to the properties within their districts in order to fund programs, hire staff, and implement their operating plans.

Four BIDs have been formed in the City of Green Bay, three of which are found within the study area and are shown on Map 9. Green Bay's BIDs have not only been successful in their own right, but have been essential partners with the City in improving the downtown environment. In recent years, the BIDs have championed the many events that have helped to redefine the downtown aura. Events such as the Broadway and Downtown farmers markets, Dine on the Deck, Fridays on the Fox, Taste of Broadway, Live on Main, Summer in the Park, Savor Green Bay, and Leicht at Night are engaging the broader community in the downtown and rebranding it as active and vibrant place.

BIDs are critical partners in the development process and in advancing common goals. Their staff help to promote downtown properties and development projects to prospective tenants. The East River Trail Connection project represents a desired public improvement where a close partnership exists. Green Bay's BIDs give an organized voice to a collection of businesses and property owners that helps to ensure efficient communication and the ability to take action on their issues of concern.

Broadway Street



Map 9: Business Improvement Districts

TAX INCREMENT FINANCING

The Tax Increment Financing (TIF) tool helps level the playing field between urban redevelopment and "green field" development by allowing a municipality to utilize a portion of the projected future tax base generated by new development. Those funds then pay for the improvements that are needed to allow that development to take place. TIF can also help promote "smart growth" by targeting public investment to easily serviceable business expansion areas. The City of Green Bay has used this tool to promote both urban redevelopment and smart growth by establishing a number of Tax Increment Districts (TIDs).

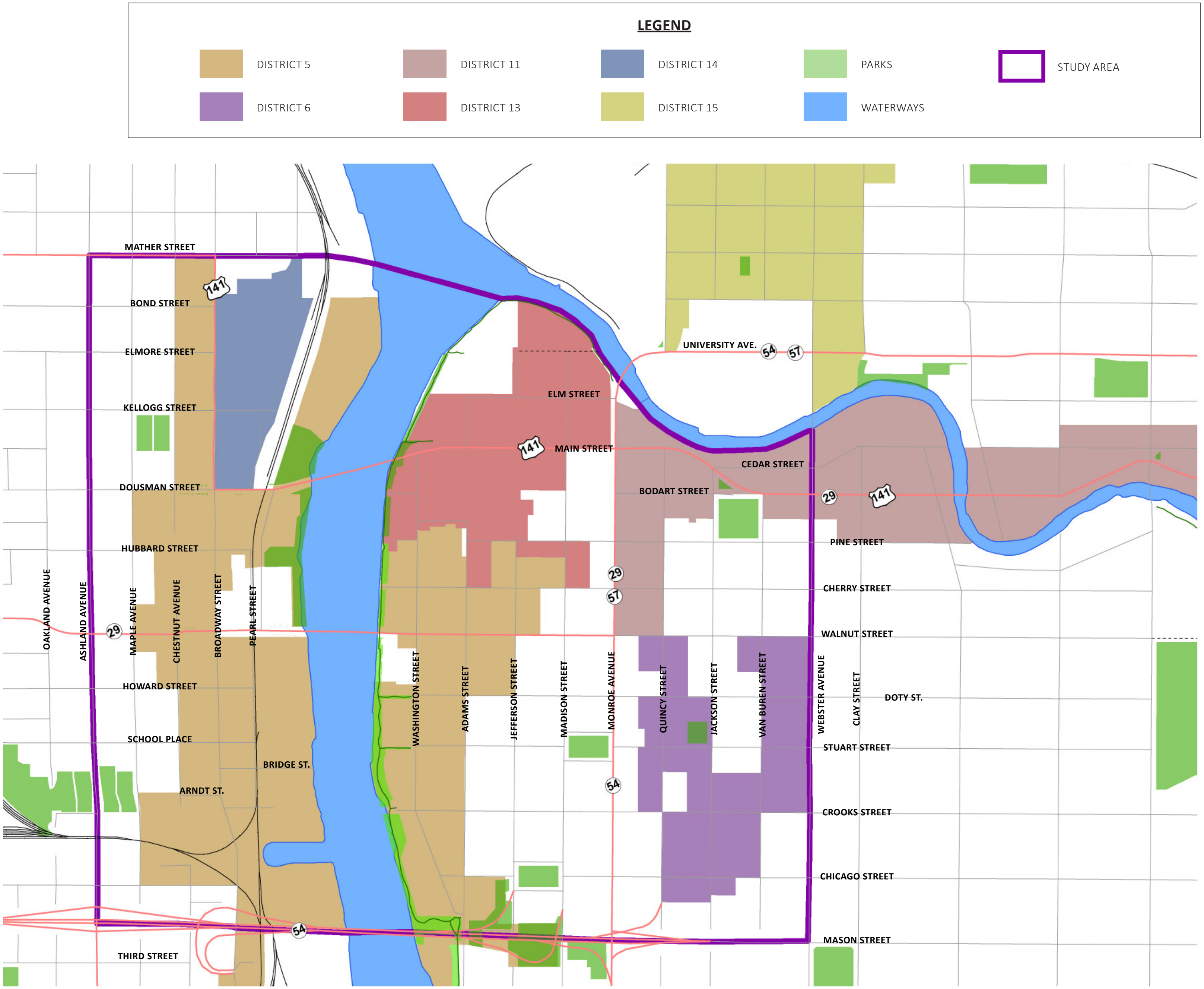
The five TIDs located within the study area have been vital components in facilitating redevelopment. TIFs have been used to help fund public improvements like the CityDeck, to clear potential development sites like the Washington Commons mall, and to provide grants and loans to developers. TIF is one of the few, truly successful, incentive-based approaches available to the City for shaping development. The City has used this tool responsibly and is well below the allowable maximum limits established by state law.

Table 7 identifies the expected sunset dates of each active downtown area TID.

Table 7: Expected sunset dates of active downtown area TIDs

District	Maximum Life
5	*Dec 21, 2026*
6	*Jan 16, 2028*
11	*Sep 6, 2032*
13	*Sep 6, 2032*
14	*Sep 16, 2033*

Former Washington Commons Mall, now Baylake Bank and Cherry Street Parking Lot.



Map 10: Tax Increment Districts

HISTORIC DISTRICTS

Historic buildings are one of the defining features of a downtown, and yet historic preservation poses a unique challenge in balancing competing values in a dynamic environment. Factors in the balance include the need for new construction locations, the sometimes poor structural conditions of aging buildings, the nature of historic buildings as a limited and diminishing resource, and the economic value of historic preservation.

Green Bay values its historic buildings and recognizes that there are fewer and fewer of them over time. As initial steps, the City has established four official historic districts and a Historic Preservation Commission. Building permits issued within these districts must first be reviewed by the Historic Preservation Commission, though its rulings are only advisory. The lack of binding review over demolition and alteration of historic resources within historic districts poses a significant threat to the long term preservation of buildings considered important to the history and architecture of the downtown.

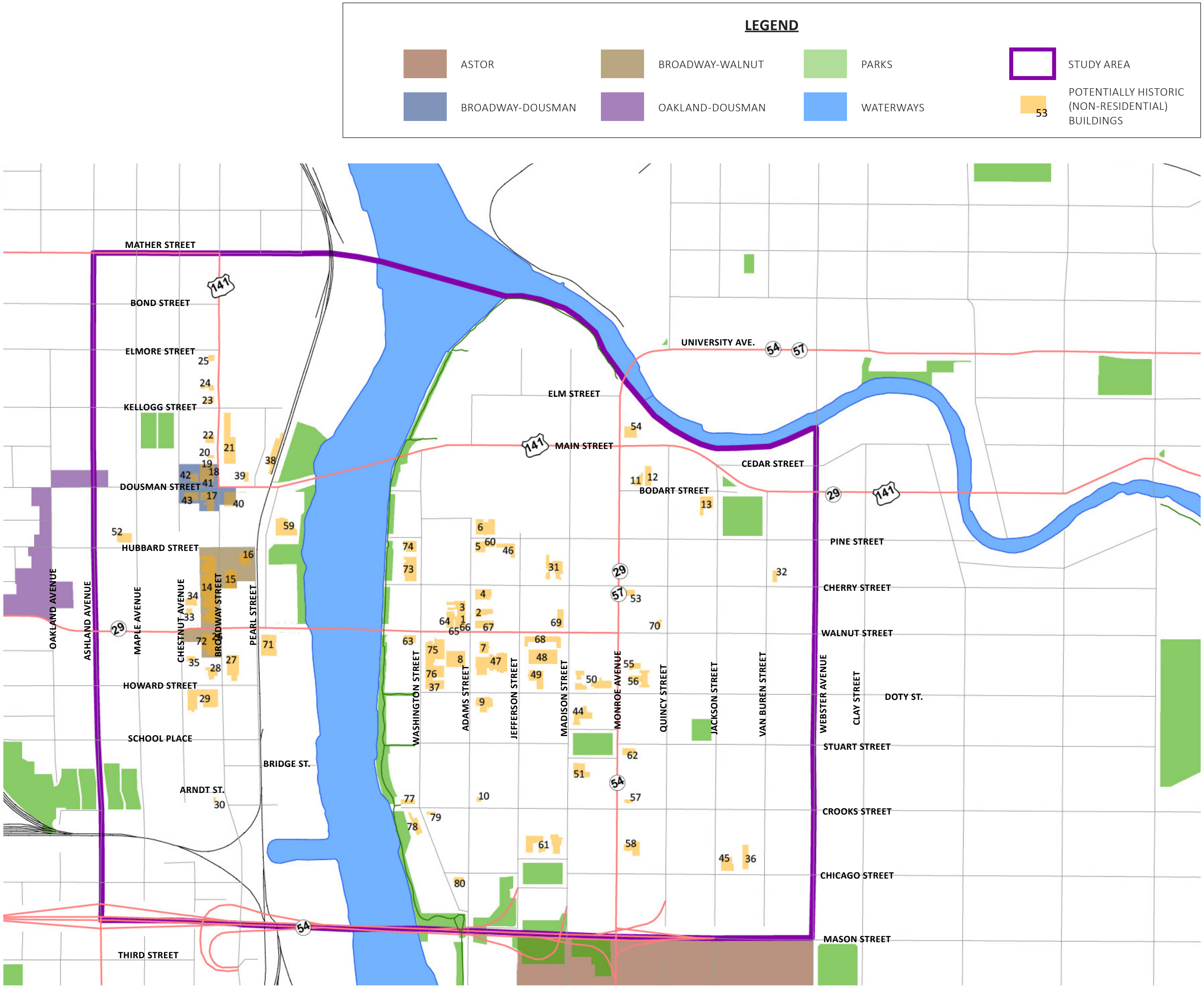
Because it lacks binding review authority over alterations and demolitions in historic districts, the City of Green Bay is not recognized as a Certified Local Government (CLG) by the Wisconsin State Historic Preservation Office. Achieving CLG designation is a goal of the City's Historic Preservation Commission. One benefit of CLG designation is access to matching grants that can underwrite local preservation activities, such as historic resource surveys, National Register nominations, development of design guidelines, and public outreach and education initiatives. Another benefit is automatic authorization to use the Wisconsin Historic Building Code, which contains requirements and provisions intended to encourage reuse of existing buildings. This code may facilitate significant cost savings for property owners and developers seeking to rehabilitate or adapt historic buildings within the downtown.

It is important to note that a building's listing in the National Register of Historic Places individually or as part of a district is honorary and implies no restrictions unless Federal or State of Wisconsin monies or licenses are involved. Income-producing properties, however, are eligible to receive the Federal Historic Preservation Tax Credit (HPTC) for substantial rehabilitation or adaptive use projects, which can be an important incentive to encouraging such projects in the downtown.

The last architectural and historical survey for Downtown Green Bay was undertaken in 1988. Historic resource surveys should be updated periodically to determine if buildings meet eligibility requirements for listing in the National Register as an individual resource or as part of a National Register District, or designation as a City Landmark or District.

Lands between N Broadway and the Fox River near the north end of Leicht Park may contain buried remains of the historic Fort Howard and related artifacts. This area is not included in an historic district and may be partially found within the Larsen Green development area. The precise location is not known but would be of local historical significance. Further study of this area would be beneficial.

Please refer to Appendix A for a recent scan of potentially historic buildings in the Study Area. Map 11 highlights their locations.



Map 11: Historic Resources (2013)

Natural Features

While the physical composition of the downtown is primarily thought of in terms of the built environment, this overlooks two important aspects of the natural environment. First, the downtown reduces overall environmental impact on a regional scale. Green Bay's downtown efficiently utilizes the land base to provide places for living, working, and engaging in commerce. As a place where "smart growth" occurs, the downtown reduces the need for less efficient land consumption elsewhere, not to mention the many environmental benefits of downtown levels of walking, bicycling, and transit use. Second, it must also be remembered that Green Bay's downtown contains life sustaining natural resources of its own. As examples, the Fox and East Rivers, the urban forest, and urban wildlife help define the character and function of the downtown.

The Fox River

The Green Bay community identified the Fox River as one of the most important defining characteristics of the downtown, and found various aspects of the riverfront to be some of its most valued features. While the Fox and East Rivers are clearly the most prominent natural resources in the study area, they continue to face the challenges of a long legacy of point source and non-point source pollution. Both rivers are identified by the State of Wisconsin as Impaired Resource Waterways, meaning that they do not meet the standards of the Clean Water Act. However, these rivers are no less valued by the community, and current efforts hold promise for vastly improved water quality in the coming years. Some highlights of water quality improvement efforts currently underway include:

- The PCB cleanup
- Ongoing efforts of the EPA/WDNR Lower Fox River and Bay of Green Bay Area of Concern (AOC)
- Planning for Implementation of EPA/WDNR Total Maximum Daily Load (TMDL) standards
- Ongoing municipal stormwater management efforts
- Improving agricultural adaptive management practices and advancements in the "water quality trading" model as a method to fund such practices in the near future

Table 8: Total Phosphorus per Sub Basin

Sub Basin	Total Phosphorus (lbs/yr)
East River	*48,478*
Baird Creek	*12,748*
Bower Creek	*27,777*
Apple Creek	*35,088*
Ashwaubenon Creek	*15,681*
Dutchman Creek	*15,280*
Plum Creek	*31,569*
Kankapot Creek	*20,050*
Garners Creek	*6,575*
Mud Creek	*6,594*
Duck Creek	*63,172*
Trout Creek	*4,518*
Neenah Slough	*11,912*
Lower Fox River (main)	*237,339*
Lower Green Bay	*12,652*
TOTAL (In Basin)	**549,703**

It is well known that phosphorous and suspended solids are the primary pollutants affecting the Fox and East Rivers today. Excessive inputs (refer to Table 8) of these substances reduce water clarity, cause algae blooms, and lead to increased aquatic plant decay and reduced oxygen levels. Figures 2 and 3 show that the greatest inputs of phosphorous and suspended solids come primarily from agricultural runoff – places well beyond the study area and City limits. The ultimate solutions to improving the health of the Fox and East Rivers downtown will depend on regional collaboration.

As related attributes of the Fox and East Rivers, floodplains in the study area create both a natural resource and a development constraint. Floodplains provide storage capacity for flood events, but are highly regulated in terms of building construction limitations. The regulatory maps of the floodplain were updated by FEMA and WDNR in 2009, which included increasing the depth of the “100-year flood” by one foot in this area. Considering the extent of the Fox and East Rivers within the study area, there are relatively few existing buildings impacted by the floodplain. Much of the parking area north of Main Street and along S Washington Street are mapped as floodplain, as are much of the industrial lands and neighborhoods in the southwest corner of the study area. This includes vacant the Green Field site.

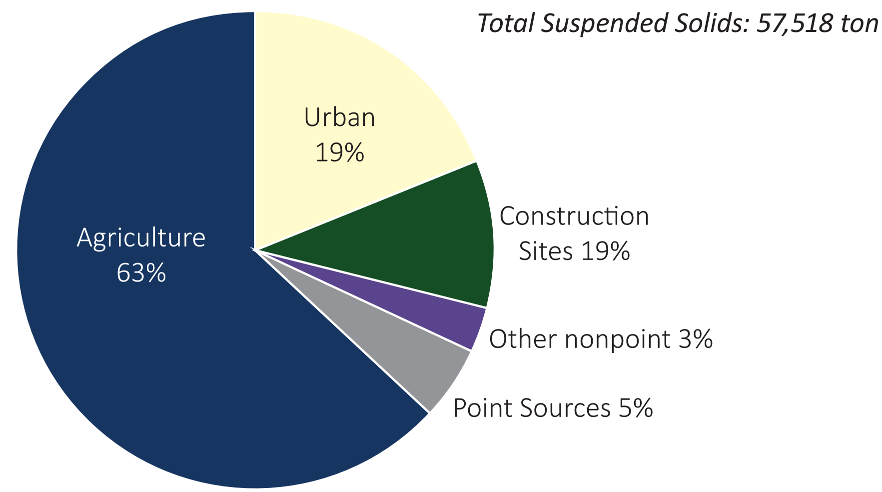


Figure 2: Total Suspended Solids Export Lower Fox River Basin and Duck Creek 2004 Baseline
Source: Brown County Land and Water Conservation Department, 2012

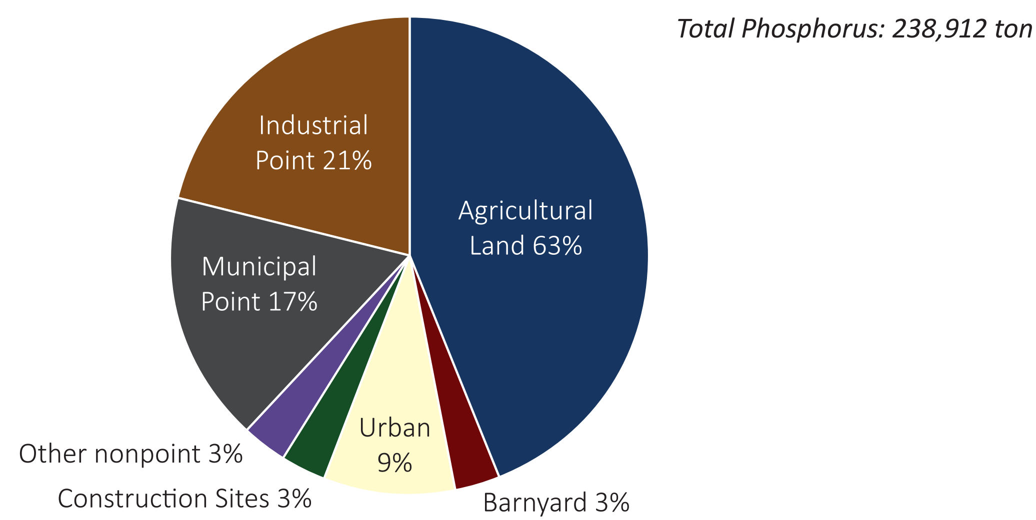


Figure 3: Total Phosphorus Export Lower Fox River Basin and Duck Creek 2004 Baseline
Source: Brown County Land and Water Conservation Department, 2012

Trees in the downtown provide such functional values as stormwater uptake, reduction in the urban heat island effect, reduced heating and cooling costs, reduced air pollution, enhanced property values, bird and wildlife habitat, and improved aesthetics and livability. The WDNR estimates that public street trees alone in the Green Bay metropolitan area provide benefits valued at more than $6 million per year. Thirty years ago, the biggest threat to urban forests was Dutch Elm disease, and today, Emerald Ash Borer stands to have dramatic impacts. The WDNR estimates that 19% of public street trees in the Green Bay metropolitan area consist of Green and White Ash species. Emerald Ash Borer has been discovered in the downtown area, so about one in five trees that are seen in the community today will be gone in the next several years. Many infested ash trees have been removed already. The history of threats to the urban forest point out the importance of species diversity and resiliency. The most robust urban forest will consist of a mix of tree species with a heavy emphasis on trees native to the area.

Like the urban forest, urban wildlife adds to the interest and livability of the downtown, especially in its broadest sense, including fish, birds, insects, and land animals. A growing population of migratory and resident pelicans are some of the most visible downtown birds, as they regularly cruise the Fox River in their travels. As Bald Eagle nesting along the Fox River and Bay continues to rise, these majestic birds can also been seen on occasion over the downtown, along with Cormorants, Geese, and other migratory fowl. Fishing continues to be a popular activity along the Fox River and stands to benefit greatly with the PCB cleanup and other water quality improvements being implemented. Birds and insects both serve as pollinators, noted as increasingly important for food production and environmental health. Where wildlife populations have created nuisances, this is often a reflection of predator-prey relationships that are out of balance. One potential solution is to encourage predatory birds (raptors) to reside in the area. As a local example not far from the study area, Georgia Pacific employees maintain a Peregrine Falcon nesting box along the Fox River which has successfully reared several young over the years. Urban hawks and falcons help to control rodent populations throughout the community. In contrast, nuisance concentrations of Canada Geese will continue to be attracted to grassy expanses, like the Fox River Trail and Leicht Park, at certain times of the year.

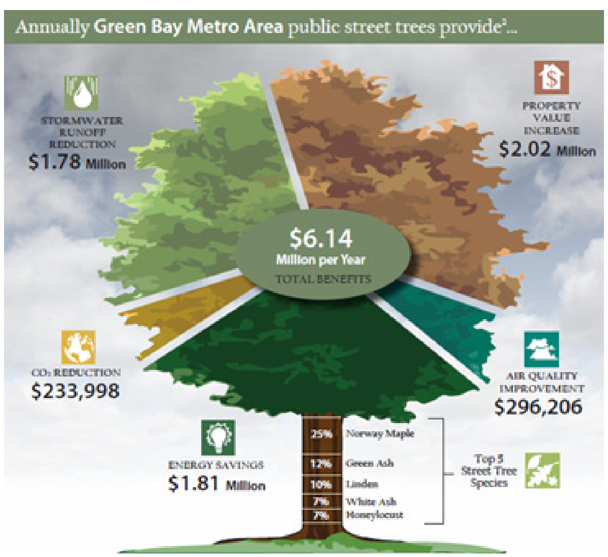
Extent of the Downtown

While community opinions vary regarding the physical extent of the downtown environment, a compilation of the data collected for this study provides a visual and verifiable means of defining where the downtown is located as of 2013. Map 12 displays a layering of the various factors that contribute to Green Bay’s downtown environment as defined by the public participation in this planning process. Those factors include the following and are further explained in the preceding sections of this report (unless otherwise noted):

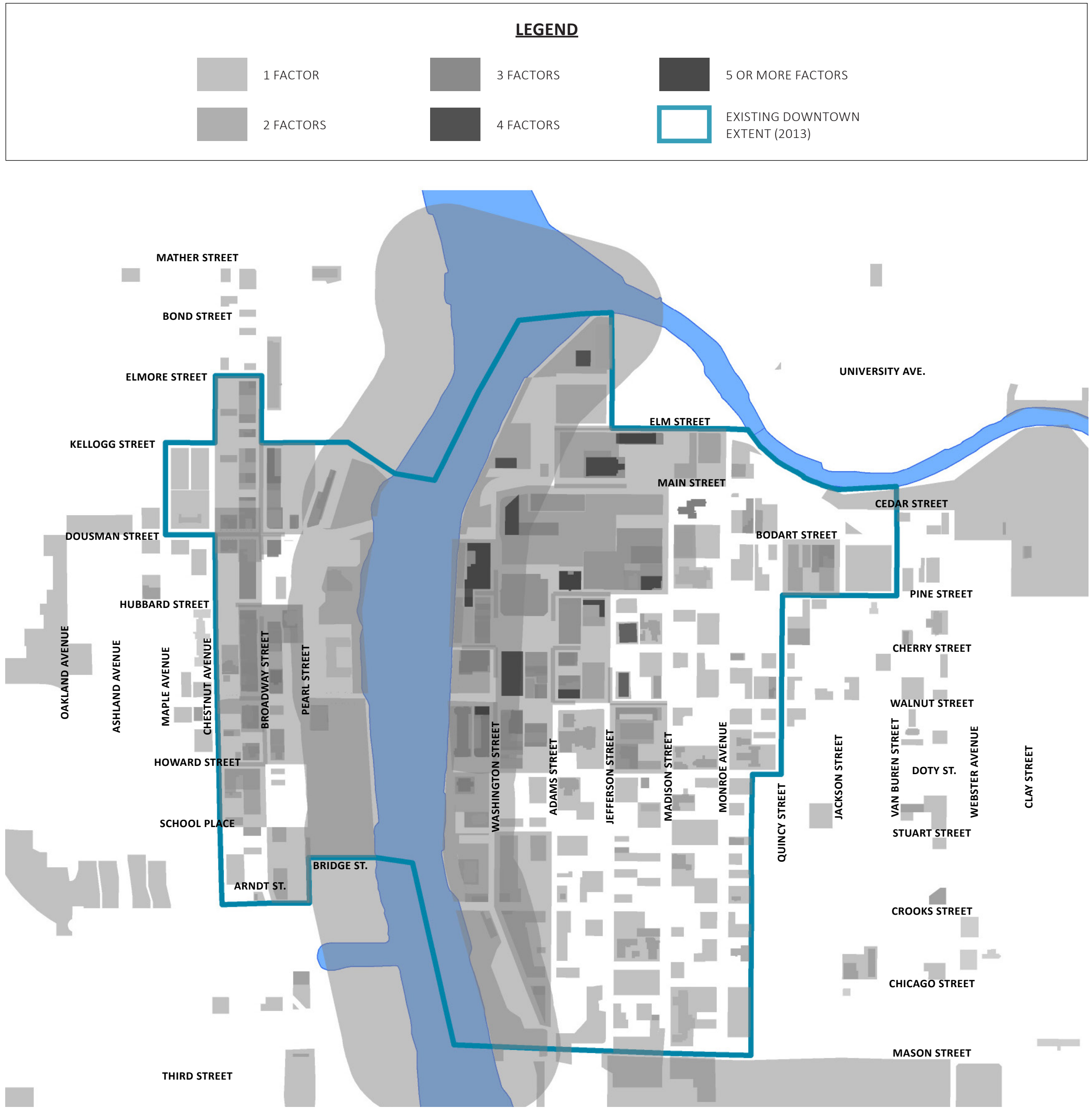
- Tall buildings
- Continuous blockface
- Street enclosure
- Tax base density of greater than $50 per square foot of parcel area (refer to Economic Assessment, Public Investments)
- Historic districts
- Potentially historic buildings (refer to Appendix A)
- Lands within 500 feet of the Fox River
- Parks
- Commercial land uses
- Institutional and governmental land uses
- Mixed-use land uses
- Lands under development

In this analysis, the geographic extent of the downtown is defined as those places where three or more defining factors are consistently present on a block or corridor and form a contiguous area. This analysis reveals at least two distinct environments: the area generally from Chestnut

Avenue to Madison Street, and the area generally east of Madison Street and south of Doty Street. While the downtown fabric is not as "strong" in the latter area, the defining features are still prevalent and contiguous to the former area. The intent of this analysis is to provide a defensible answer to the question of where the downtown is located at a particular moment in time. It is not intended to limit the extent of the planning effort, as key recommendations of the plan may include identifying areas where the downtown fabric should be strengthened or expanded in the future. It is also not intended to ignore the dynamic nature of the downtown. This map will become quickly outdated based on pending developments and the related changes to the factors in the analysis.



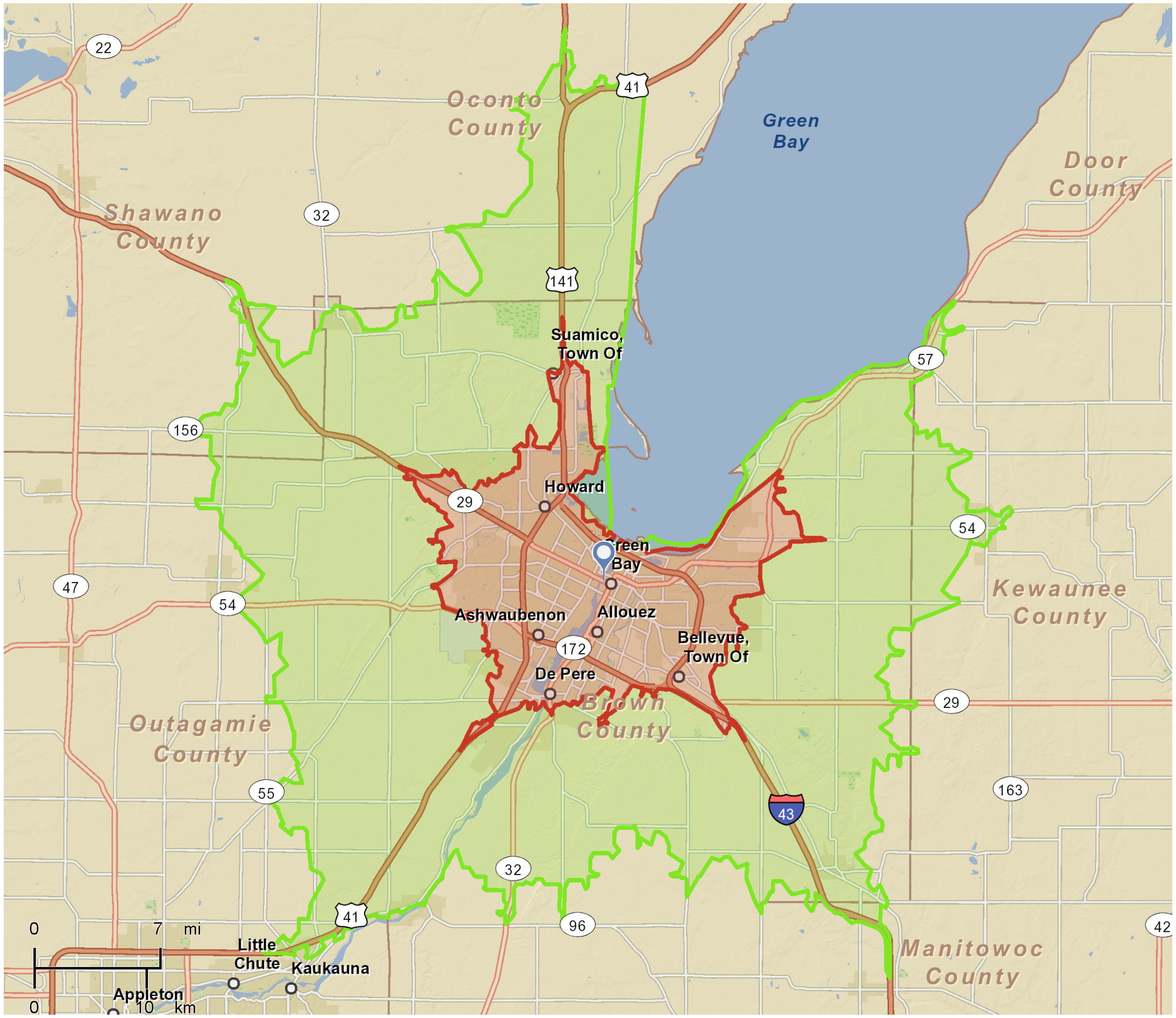
The public value of street trees infographic
Source: Wisconsin Department of Natural Resources



Map 12: Extent of the Downtown

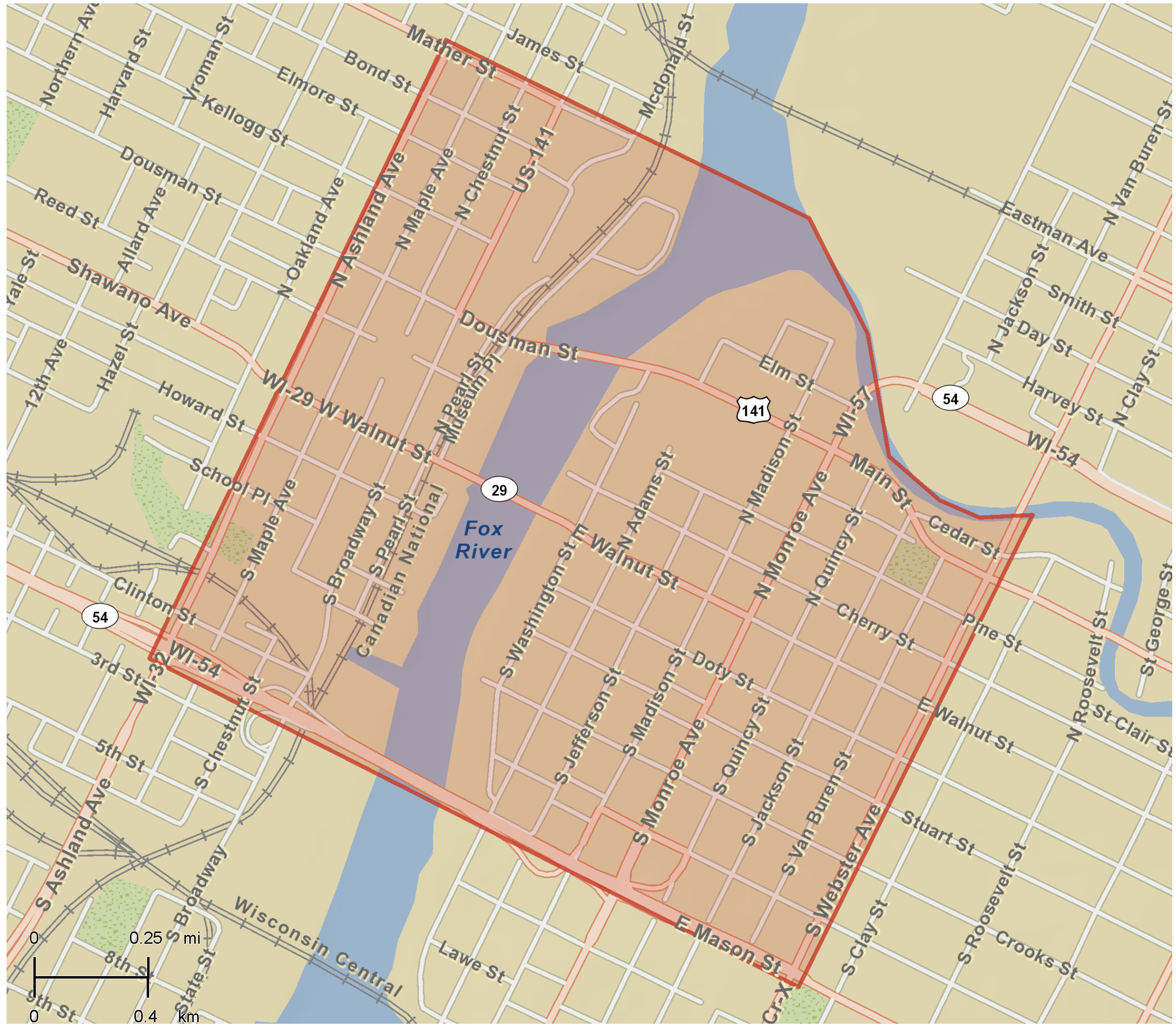
Economic Assessment

This study establishes three geographies for the purpose of economic assessment and comparison. Map 14 shows the study area itself, and Map 13 shows the areas within a 15 minute drive and a 25 minute drive of the study area. The study area boundary attempts to capture not only the commercial, mixed-use core of the downtown, but also a fringe of the surrounding neighborhood fabric. While demographic and economic conditions vary widely even within the study area, the influence and connectivity of the surrounding neighborhoods must be considered in a legitimate analysis of the downtown.



Map 13: Demographic Scope - 15 and 25 Minute Drive Areas

These geographies recognize that today's downtown is primarily a place of private and public sector office employment with regional draw that goes beyond community boundaries. According to the American Community Survey 2012 estimate of Travel Time to Work, 82% of Green Bay workers fall within a 24 minute travel time, so it is within reason to identify a 15 minute and 25 minute drive time radius as the comparative areas for this analysis. These geographies reflect that most downtown employees are coming from the Green Bay metropolitan area, and some employees are coming from as far away as the Oconto area, the Fox Valley, the Denmark area, and southern Door County. Destination retail businesses in the study area could also draw customers from similar limits and beyond.



Map 14: Demographic Scope - Study Area

Demographic Change

The following assessment provides a snapshot of several population, household, and business characteristics that serve as potential economic indicators for Green Bay's downtown. An underlying purpose for demographic assessment is also to establish a baseline of measurable data for comparison when this and other City plans are updated in the future. While demographic data has its limitations in attempting to paint a complete picture of community health, it does provide some checkpoints and insights that should be considered in formulating a master plan for the downtown.

One challenge to the use of this data is reflected in the concentration of social service agencies and federally subsidized housing in and around the downtown. As a result, higher proportions of certain segments of the community are found in the study area including the elderly, the disabled, and low-income individuals and families. This phenomenon disproportionately impacts demographic data for the study area in comparison with the larger community and metropolitan area. Examples of subsidized housing units in the study area include the following:

- Fort Howard Apartments (96 units low income housing)
- Monroe Plaza (197 units low income housing)
- Port Plaza Tower (150 units low income housing – no longer occupied, but were counted in the 2010 census)
- Neighborworks Green Bay and Brown County Housing Authority (various scattered site low income rental units)

The Downtown Consumer Survey conducted by DGBI in 2011 and published in 2012 provides some insights into another element of the study area community not reflected in census based-demographics: the downtown employee population. In particular, there are sharp contrasts between the incomes and educational attainment levels of study area residents versus individuals employed in downtown area businesses and agencies. The number of downtown employee survey respondents to the questions of educational attainment and household incomes were 850 and 776 respectively. While this would normally be more than adequate for a 96% confidence level (+/- 4% margin of error) for a total downtown employee population of 12,334, it must be noted that the survey was not conducted as a random sample. Since it was only available to people with internet access and was initially targeted to subscribers of existing downtown organizational email lists, it must be viewed more as informational than a statistically valid representative sample. However, with 1,799 total respondents, it was a solid effort and is very useful for educational and marketing purposes.

POPULATION COUNTS AND PROJECTIONS

Table 9 demonstrates that population counts have been stable in study area, 15 minute drive area, and 25 minute drive area with annual rates of change no greater than 1% in most cases.

The 2012 estimated population for City of Green Bay was 104,868 (US Census), so the study area includes about 4% of the city's population but only 2.2% of its land area. While the downtown includes many commercial uses, this greater rate of population per land area is mainly accounted for in the fact that the study area includes portions of the surrounding residential neighborhoods. While some higher density housing choices are found in the downtown, these housing units generally include fewer persons per household than other parts of the community.

The 2017 projected populations are based on a linear trend calculation and are more likely to be accurate in the larger geographies – the 15 and 25 minute drive areas. Because the downtown study area is so small, the rate of change can be affected greatly by advances in the downtown housing market. If just the currently proposed housing units (about 200) are filled by households of the average size for the study area (2.07 persons) by 2017, then the population would be 4,594 representing an annual rate of growth of about 2% - almost 30 times greater than the projected linear trend of 0.07% and nearly double the projected rate of growth in the 25 minute drive area.

Table 9 - Population Counts, 2012 Estimate, 2017 Projection

Study Area			15 Minute Drive Area			25 Minute Drive Area		
Year	Population	Annual % Change from Previous	Year	Population	Annual % Change from Previous	Year	Population	Annual % Change from Previous
1990	*4,508*		*1990*	*155,258*		*1990*	*199,196*	
2000	*4,757*	*0.54%*	*2000*	*172,404*	*1.05%*	*2000*	*231,673*	*1.52%*
2010	*4,278*	*-1.06%*	*2010*	*176,597*	*0.24%*	*2010*	*254,624*	*0.95%*
2012	*4,165*	*-1.33%*	*2012*	*178,993*	*0.68%*	*2012*	*259,556*	*0.96%*
2017	*4,180*	*0.07%*	*2017*	*184,974*	*0.66%*	*2017*	*274,162*	*1.10%*

Source: 1990, 2000, 2010 counts US Census; 2012 estimate Esri Business Analyst, 2017 City of Green Bay linear trend projection

HOUSEHOLDS

Household statistics provide insights into the vast majority of persons living the study area, as 93.6% of the study area population lived in "Households" as of the 2010 Census. This means that 6.4% lived in "Group Quarters." Group quarters include facilities where nonrelated persons live in a managed environment often providing supervision or personal care. Group Quarters include such places as skilled nursing facilities, group homes, correctional facilities, and facilities for people experiencing homelessness. Household statistics provide the most insight into economic analysis, so that will be the focus here.

Table 10 shows that the study area, at 64.4%, includes a greater proportion of non-family households than the 15 minute and 25 minute drive areas, which have 39.3% and 35.1% non-family households, respectively. This means that the study area has a greater share of single person households and households with two or more unrelated individuals living together, which is further evident in the smaller average household size, at 2.07 persons per household.

POPULATION BY RACE

Table 11 shows that the population in the study area is more ethnically diverse in comparison with the 15 and 25 minute drive areas. Trends toward increasing ethnic diversity are expected to continue throughout the State of Wisconsin and the nation as a whole.

Table 10 - Household Characteristics, 2012

Households	Plan Area	15 Minutes	25 Minutes
Total Households	*1,866*	*72,292*	*102,291*
Average Household Size	*2.07*	*2.38*	*2.47*
Families	*665*	*43,903*	*66,378*

Source: Esri Business Analyst

Table 11 - Population by Race, 2012

Ethnicity	Plan Area	15 Minutes	25 Minutes
White Alone	*65.7%*	*82.2%*	*85.3%*
Black Alone	*9.8%*	*3.1%*	*2.4%*
American Indian	*6.6%*	*3.0%*	*3.2%*
Asian Alone	*5.9%*	*3.7%*	*2.9%*
Other Alone	*7.2%*	*5.3%*	*3.8%*
Two or More Races	*4.9%*	*2.6%*	*2.3%*
Hispanic Origin	*14.3%*	*10.1%*	*7.6%*

Source: Esri Business Analyst

AGE STRUCTURE AND MEDIAN AGE

Tables 12 and 13 display age characteristics relevant to the downtown. Compared to the 15 minute and 25 minute areas, the study area includes a larger proportion of the 15 to 34 year old age groups, a smaller proportion of the 45 and older age groups, and a younger median age. Given the limited family housing options in the core of the downtown, this is likely influenced heavily by the age structure of the surrounding neighborhoods included in the study area. Nationwide trends are toward a growing percentage of the 65 and over age group as the "Baby Boom" generation ages. Expected trends in urban centers are toward growing populations of empty nesters and young, unmarried, single-person households.

Table 12 - Median Age, 2012

	Plan Area	15 Minutes	25 Minutes
Years	*32.4*	*35.6*	*36.9*

Source: Esri Business Analyst

Table 13 - Population by Age, 2012

Age	Plan Area	15 Minutes	25 Minutes
0 - 4	*7.1%*	*7.0%*	*6.9%*
5 - 14	*12.1%*	*12.8%*	*13.7%*
15 - 24	*16.9%*	*14.8%*	*13.9%*
25 - 34	*18.0%*	*14.7%*	*13.8%*
35 - 44	*13.0%*	*12.2%*	*12.9%*
45 - 54	*13.6%*	*14.1%*	*14.9%*
55 - 64	*9.7%*	*11.7%*	*11.9%*
65+	*9.5%*	*12.7%*	*12.1%*

Source: Esri Business Analyst

Job Market

Table 14 begins to demonstrate some of the defining economic characteristics of Green Bay's downtown in comparison with the surrounding metropolitan region. Of particular importance, there is a very high density of employment in the study area. The study area is less than 0.1% of the size of the 25 minute drive area, but contains 4.5% of the businesses and 11% of the employees. The geography of this study results in an employee to resident ratio of 3 to 1. However, this ratio has been calculated at greater than 8 to 1 when focusing down to a smaller study area as was utilized in the 2012 Downtown Grocery Store Market Profile prepared by the City of Green Bay Economic Development Department. This ratio has implications for understanding the total demographic picture of the study area, as the landscape changes dramatically when including the daytime employee population.

This high density of businesses and jobs defines a key functional role of the downtown as an employment center and economic engine for the region. As a result, the downtown experiences a particular set of challenges and opportunities related to the substantial increase in daytime population and the dynamic relationship between transportation, parking, and land use. The substantial increase in daytime (employee) population means that retailers and service providers have opportunity to capture consumer spending from commuters in addition to those living in the immediately surrounding neighborhoods. On the other hand, commuter traffic generates significant parking needs in an environment with limited space. The increasing residential options being constructed in the downtown will likely have positive impacts on both of these relationships. Downtown employees living closer to places of work potentially reduces the need for additional parking and increases the demand for basic retail goods and services within the study area.

Table 14 - Business Summary

	Plan Area	15 Minutes	25 Minutes
Land Area (sq. mi.)	*1.1*	*198*	*1,159*
Total Businesses	*690*	*10,199*	*15,219*
Total Employees	*12,334*	*87,808*	*113,224*
Residential Population	*4,165*	*178,993*	*259,556*
Employee Residential Ratio	*3.00*	*0.49*	*0.44*

Source: Esri Business Analyst

EMPLOYMENT BY SECTOR

The data in Table 15 describe the business mix and employment picture based on the businesses and agencies present in the study area and surrounding geographies.

The study area is a center of government and financial services as illustrated by the greater share of related employers and employees. The study area also has a greater share of retail businesses, but are notably smaller businesses than the retailers in the 15 and 25 minute drive areas when comparing the proportions of retail trade employees. Downtown employment has a smaller proportion of businesses and employees in the agriculture, mining, construction, manufacturing, transportation, and wholesale trade sectors, but has an edge in the communication and utility sectors. The greater share in the utility sector is primarily due to the presence of the Wisconsin Public Service/Integrys headquarters within the study area.

Table 15 - Business Mix and Employment by Industry Sector, 2012

	Plan Area		15 Minutes		25 Minutes	
Industry Sector	**Businesses**	**Employees**	**Businesses**	**Employees**	**Businesses**	**Employees**
Agriculture & Mining	*0.3%*	*0.1%*	*2.0%*	*0.8%*	*4.6%*	*1.7%*
Construction	*1.7%*	*2.8%*	*7.6%*	*5.9%*	*9.3%*	*7.4%*
Manufacturing	*2.7%*	*7.1%*	*4.4%*	*11.1%*	*4.5%*	*12.8%*
Transportation	*1.9%*	*0.8%*	*2.9%*	*3.4%*	*3.2%*	*3.8%*
Communication	*0.9%*	*3.1%*	*0.7%*	*1.4%*	*0.6%*	*1.3%*
Utility	*0.5%*	*7.3%*	*0.4%*	*0.4%*	*0.4%*	*0.4%*
Wholesale Trade & Agriculture	*2.0%*	*1.3%*	*5.0%*	*5.8%*	*4.8%*	*6.0%*
Retail Trade	*19.0%*	*12.0%*	*16.4%*	*22.7%*	*14.5%*	*20.5%*
Finance	*12.7%*	*7.6%*	*8.6%*	*5.0%*	*8.0%*	*4.9%*
Services	*40.3%*	*30.6%*	*50.8%*	*37.9%*	*49.1%*	*36.5%*
Government	*16.0%*	*26.4%*	*1.1%*	*5.5%*	*1.0%*	*4.5%*

Source: Esri Business Analyst

EMPLOYMENT BY OCCUPATION

The data in Table 16 provide the employment picture of persons in the workforce who reside within the study area and surrounding geographies.

While the business mix (employment by industry sector) data show that the study area contains predominantly white collar professions, the jobs held by those living in the study area show a greater share of blue collar professions when compared to those living in the 15 and 25 minute drive areas. This is reflective of the other related demographics for the study area, such as incomes and educational attainment. This is expected to change to some degree in the next several years as additional high quality downtown housing options become available and are absorbed by those employed by the businesses and agencies within the study area.

Table 16 - Employment by Occupation for Persons 16+ Years Old, 2012

Occupations	Plan Area	15 Minutes	25 Minutes
Total	*1,893*	*89,759*	*131,158*
White Collar	***67.7%***	***74.6%***	***74.1%***
Management/Business Financial	*9.4%*	*12.5%*	*13.7%*
Professional	*14.8%*	*17.3%*	*17.1%*
Education	*4.7%*	*5.1%*	*5.0%*
Sales	*6.3%*	*11.6%*	*11.1%*
Administrative Support	*14.1%*	*15.1%*	*15.0%*
Services	*18.4%*	*13.0%*	*12.2%*
Blue Collar	***32.2%***	***25.3%***	***25.9%***
Farming/Fishing/Forestry	*0.0%*	*0.4%*	*0.7%*
Construction/Contraction	*6.3%*	*4.0%*	*4.6%*
Installation/Maintenance/Repair	*0.4%*	*3.1%*	*3.7%*
Production	*16.7%*	*10.0%*	*9.7%*
Transportation/Material Moving	*8.8%*	*7.8%*	*7.2%*

Source: Esri Business Analyst

COMMERCIAL REAL ESTATE UTILIZATION

In addition to Census based data, an inventory of commercial real estate was conducted for the study area and is summarized in Table 17 and Figures 4 and 5. This inventory included all non-governmental firms with identifiable commercial real estate. The business number counts will differ from Census-based data due to the differing data collection method, but provides an additional set of insights into the use of downtown commercial space.

These data further confirm the nature of the business environment as primarily dedicated to office-based service firms. Retail represents the second largest share of downtown businesses, but occupies less space per business than service uses. Downtown businesses occupy nearly three million square feet of real estate, and about 650,000 square feet are in transition or available for business growth. Very limited manufacturing space is found in the study area, but much more is found just beyond its boundaries, mainly to the north and south along the Fox River.

Table 17 - Study Area Commercial Real Estate Inventory, 2013

Commercial Category	Count	Percent	Square Feet	Percent
Manufacturing	**5**	**1.0%**	**57,374**	**1.6%**
Eating & Drinking Places	*57*	*11.9%*	*209,442*	*5.9%*
Other	*76*	*15.9%*	*418,170*	*11.8%*
Total Retail	**133**	**27.8%**	**627,612**	**17.7%**
Financial	*28*	*5.8%*	*466,114*	*13.1%*
Health	*18*	*3.8%*	*160,673*	*4.5%*
Nonprofit	*10*	*2.1%*	*25,212*	*0.7%*
Other	*212*	*44.3%*	*1,563,758*	*44.0%*
Total Services	**268**	**55.9%**	**2,215,757**	**62.3%**
Available/Vacant	73	15.2%	653,403	18.4%
Totals	**479**	**100.0%**	**3,554,146**	**100.0%**

Source: Esri Business Analyst

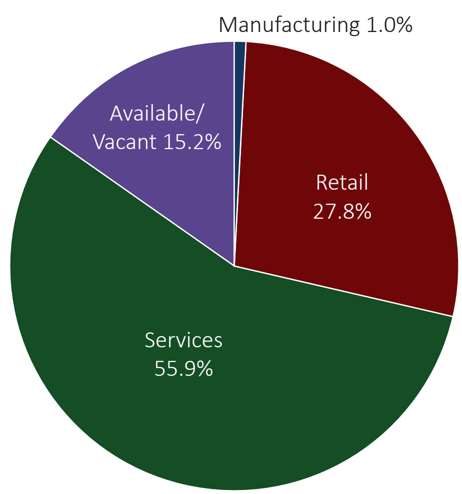


Figure 4: Study Area Business Mix - By Location Count

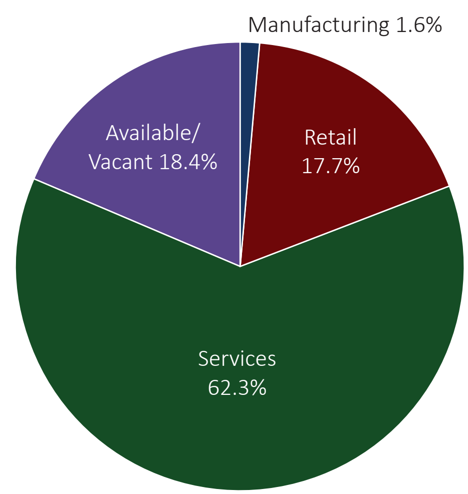


Figure 5: Study Area Business Mix - By Square Foot

INCOMES

Tables 18 and 19 not only show that household incomes in the study area are significantly lower as compared with the 15 and 25 minute drive areas, but also show that conditions are improving over time. Household incomes have grown in the study area.

The lower comparative incomes in the study area are a function not only of lower wage employment for study area residents, but also of fewer persons per household. This is expected to change in the next several years as additional high quality downtown housing options become available and are absorbed by downtown employees, thus changing the landscape of the study area demographics. This expected future trend is substantiated by Table 20, which shows that incomes for those employed downtown are reported to be much higher than the household incomes currently located in the study area. These data, combined with the high employee to resident ratio, help to further emphasize the additional retail and service spending gaps that are not being captured by businesses in the study area.

Table 20 - Household Incomes of Downtown Employee Survey Respondents, 2012	
Income Range	**Downtown Employees**
Employee Population	***12,334***
<$25,000	*3.5%*
$25,000 - $40,000	*9.8%*
$40,000 - $50,000	*9.0%*
$50,000 - $60,000	*10.4%*
$60,000 - $70,000	*7.1%*
$70,000 - $80,000	*11.2%*
$80,000+	*49.0%*

Source: Employee population from Esri Business Analyst, Income levels from Consumer Survey Report (Downtown Green Bay, Inc, 2012)

Table 18 - Income by Household, 2012			
Income Range	**Plan Area**	**15 Minutes**	**25 Minutes**
Total Households	***1,866***	***72,293***	***102,292***
<$15,000	*34.3%*	*11.9%*	*10.4%*
$15,000 - $24,999	*17.4%*	*12.6%*	*10.9%*
$25,000 - $34,999	*13.6%*	*11.4%*	*10.3%*
$35,000 - $49,999	*14.9%*	*16.5%*	*15.5%*
$50,000 - $74,999	*10.5%*	*21.8%*	*22.9%*
$75,000 - $99,999	*2.9%*	*11.0%*	*12.9%*
$100,000 - $149,999	*2.7%*	*10.0%*	*11.6%*
$150,000 - $199,999	*2.4%*	*2.3%*	*2.6%*
$200,000+	*1.5%*	*2.6%*	*2.9%*
Average Household Income	**$36,857**	**$60,279**	**$64,947**

Source: Esri Business Analyst

Table 19 - Study Area Income by Household, 2000 and 2012		
Income Range	**2000**	**2012**
<$15,000	*39.6%*	*34.3%*
$15,000 - $24,999	*18.9%*	*17.4%*
$25,000 - $34,999	*14.3%*	*13.6%*
$35,000 - $49,999	*13.0%*	*14.9%*
$50,000 - $74,999	*9.9%*	*10.5%*
$75,000 - $99,999	*1.9%*	*2.9%*
$100,000 - $149,999	*1.0%*	*2.7%*
$150,000 - $199,999	*0.9%*	*2.4%*
$200,000+	*0.4%*	*1.5%*
Average Household Income	**$29,376**	**$36,857**

Source: Esri Business Analyst

EDUCATIONAL ATTAINMENT

Tables 21 and 22 not only show that educational attainment in the study area is significantly lower as compared with the 15 and 25 minute drive areas, but also show that conditions are improving over time. Educational attainment has increased in the study area.

The comparatively lower level educational attainment is expected to change in the next several years in the same way that household incomes are expected to change. This expected future trend is substantiated by Table 23, which shows that attainment levels for those employed downtown are reported to be much higher than attainment levels currently located in the study area.

Table 23 - Educational Attainment for Downtown Survey Respondents, 2012

Highest Level of Attainment	Downtown Employees
Employee Population	***12,334***
Less than High School Diploma	*0.1%*
High School Graduate	*6.9%*
Some College, No Degree	*13.2%*
Associate Degree	*14.7%*
Bachelor's Degree	*52.7%*
Graduate/Professional Degree	*12.4%*

Source: Employee population from Esri Business Analyst, Educational levels from Consumer Survey Report (Downtown Green Bay, Inc, 2012)

Table 21 - Educational Attainment for Persons 25+ Years Old, 2012

Highest Level of Attainment	Plan Area	15 Minutes	25 Minutes
Total	***2,649***	***112,644***	***162,003***
Less Than 9th Grade	*8.2%*	*5.0%*	*4.2%*
9th to 12th Grade; No Diploma	*11.4%*	*5.4%*	*4.9%*
High School Graduate	*34.0%*	*34.2%*	*34.5%*
Some College, No Degree	*18.3%*	*19.9%*	*19.9%*
Associate Degree	*10.0%*	*9.5%*	*10.0%*
Bachelor's Degree	*14.1%*	*17.6%*	*18.2%*
Graduate / Professional Degree	*3.9%*	*7.0%*	*7.2%*

Source: Esri Business Analyst

Table 22 - Study Area Educational Attainment for Persons 25+ Years Old, 2000 and 2012

Highest Level of Attainment	2000	2012
Less Than 9th Grade	*16.1%*	*8.2%*
9th to 12th Grade; No Diploma	*15.5%*	*11.4%*
High School Graduate	*34.3%*	*34.0%*
Some College, No Degree	*17.0%*	*18.3%*
Associate Degree	*4.4%*	*10.0%*
Bachelor's Degree	*10.6%*	*14.1%*
Graduate / Professional Degree	*2.2%*	*3.9%*

Source: Esri Business Analyst

Office Market

OFFICE SPACE
Based on the commercial real estate inventory, an estimated 62% of downtown commercial real estate is dedicated to office uses representing over 2.2 million square feet of occupied space. The breakdown of office space east and west of the Fox River is about 1,950,000 square feet versus 266,000 square feet respectively. The commercial real estate inventory does not include government offices, so additional government office space can be added to this figure. A 2012 study conducted by DGBI estimated that government offices within their district include 567,403 square feet of space. Office lease rates in the study area range widely from $5 to 15 per square foot (triple net) with the highest rates generally found near the waterfront.

VACANCY RATE
The commercial real estate inventory estimated vacancy at about 18% of the study area representing about 650,000 square feet of available space. This rate of vacancy is being elevated by some significant factors including the recession of 2008 through 2012, the recent construction and renovation of some significant downtown buildings that have just become available, and the broad geographic scope of the study area. Recent studies conducted by DGBI found that office vacancy within their district was closer to 6%, but this did not include the recently completed Watermark property. DGBI studies also find that much of the available space is in larger, multi-tenant office buildings, and that office occupancy along the waterfront is particularly strong. Given the flexible zoning present in much of the downtown, the total available space found in the commercial real estate inventory could be adapted for a variety of commercial uses including office and retail.

Residential Market

RESIDENTIAL SPACE
The land use inventory estimates that residential uses presently occupy 105 acres or 15% of the study area. This includes housing of various types and ages, and is divided between two contrasting environments. The residential uses found in the downtown core, primarily along the waterfront or above storefronts or offices, are traditionally thought of as downtown housing. Mainly apartments and condominiums, these units represent an “urban living” scenario typically with fewer persons per household, fewer young children, and little individual green space to maintain. The residential uses found in the surrounding neighborhood fringe include many multi-family units, but consist mostly of single-family homes. These units represent a “traditional neighborhood” scenario – still fairly dense and close to the downtown core, but with more family households and children, more individual green space, and a pedestrian and bicycle-friendly environment.

In November of 2012, a Multi-Family Housing Analysis was compiled by Baker Tilly which found a latent demand for additional market-rate rental housing in the downtown. The study estimated that there is presently an unmet demand for an additional 284 apartment units. Projects currently under development and under contract to begin construction in the near future will supply about 200 additional apartments in the downtown. While this is a substantial number, there is additional unmet demand according to the Baker Tilly study. As quality jobs continue to move into the downtown, it is expected that demand for high quality housing and opportunities to revitalize existing housing will continue to grow.

HOUSING UNIT COUNTS

Table 24 provides various housing characteristics for the study area and surrounding geographies.

The percentage of renter occupied units is higher in the study area in comparison with the 15 and 25 minute drive areas. This characteristic is expected to continue into the future given the importance of rental housing options in a downtown environment. However, it will continue to be a community goal to increase owner occupancy of the housing stock in the surrounding neighborhoods. Housing vacancy rates are difficult to estimate for a small geography with a large percentage of renter occupied units. Because of the relatively small number of housing units, even small changes in occupancy and vacancy can appear to have a large impact at the point in time where a census count or estimate takes place. As one example, the closure of about 150 apartment units in the Port Plaza Towers (and relocation of its residents to new, high quality housing facilities) occurred right around the time of the 2010 Census.

The 14.9% vacancy rate indicated for the study area is likely an overestimate. Based on more recent sources, the actual vacancy rate is likely to be somewhat lower. In February of 2012 Downtown Green Bay, Inc. conducted a residential occupancy study of housing within the Business Improvement District. Their study included both estimates and counts of housing occupancy and concluded that the vacancy rate is around 6%. The 2012 Baker Tilly Multi-Family Housing Analysis found a composite vacancy rate of only 2.3% in apartments and townhomes (both market rate and subsidized) all around the Green Bay metropolitan area. The vast majority of the properties evaluated were located within the City of Green Bay including all of the major multi-family buildings in the study area.

The average home value is also lower in the study area in comparison with the 15 and 25 minute drive areas. All of these housing indicators are expected to strengthen in the next several years as additional high quality downtown housing options become available and are absorbed by the growing population of downtown business employees. Continued public and private investment in the surrounding neighborhoods is expected to increase home values and rates of owner occupancy.

Table 24 - Housing Unit Characteristics, 2012

	Plan Area	15 Minutes	25 Minutes
Total Housing Units	***2,194***	***76,889***	***108,236***
Owner Occupied	*17.1%*	*55.7%*	*61.0%*
Renter Occupied	*67.9%*	*38.3%*	*33.5%*
Vacant	*14.9%*	*6.0%*	*5.5%*
Average Home Value	**$112,314**	**$143,610**	**$154,387**
Source: Esri Business Analyst			

RENTS

Census-based estimates of housing rents in the study area and the 15 and 25 minute drive areas are extremely low. Other potential indicators are provided in Table 25 that seem to be better aligned with the current reality. Perhaps the best estimate is the HUD Fair Market Rent calculation that is used as a benchmark to set Section 8 voucher and other federal subsidy amounts. This benchmark is based on local, state, and national trends, and is updated yearly.

The HUD Fair Market Rent ($685 per month) is likely a good estimate of rents for 2 bedroom homes in the neighborhoods surrounding the study area, while the Baker Tilly study Achievable Market Rent ($875 per month) is likely a good estimate of rents for 2 bedroom homes in the downtown core along the Fox River. As high end rental products are added to the downtown, rents will increase. As a current example, rents at City Deck Landing for units facing the river will range from $1,300 to 1,800 per month, with the upper end being applied to larger penthouse units. Rental rates for other units in City Deck Landing will be closer to the Achievable Market Rent and Fair Market Rent figures in the $700 to 900 range.

UPPER FLOOR USES

A vast majority of the upper floor spaces of the traditional mixed-use properties on the east side of the River are vacant. The same is true, to a lesser extent, in the Broadway district. Roughly one third of the qualifying buildings are underutilized in this regard. A small portion of these buildings have been retrofitted for upper floor office and apartment use. Local committees formed by OBI and DGBI continue to explore redevelopment options with the property owners. Incentive programs to kick-start upper floor housing prospects could be helpful.

GENTRIFICATION

While larger metropolitan areas have experienced extensive gentrification (i.e., a "pushing out" of lower income households) as a result of downtown revitalization, such trends are not expected to play out at the same scale in Green Bay. As the city attempts to attract retailers and other neighborhood service businesses to the downtown area, some gentrification would be beneficial. Retailers must have certainty about how much retail spending they can capture before they will move into an area. Grocery stores, for example, have expressed that locating in the downtown area would be "high-risk" for them based on low household incomes and other key demographic factors. Higher income households moving into and investing in the existing housing stock as well as the construction of new market-rate housing would help to reverse this trend. But the rates of demographic change Green Bay has experienced

Table 25 - Rent Data Comparisons, Various Sources

Median Rent	Data Source and Explanation
$459	*Median Rent in the Plan Area, Esri Business Analyst (Census-based), 2012*
$685	*Fair Market Rent (2-BR Unit) in Brown County, US Dept. of Housing and Urban Development (HUD), 2013*
$875	*Achievable Market Rent (2-BR Unit) in Downtown Green Bay, Multi-Family Housing Analysis, Baker Tilly, 2012*

historically, and are expected to continue into the future, would not gentrify the downtown area neighborhoods at a pace that would eliminate opportunities for housing affordable to low and moderate income households.

On the other hand, it has been, and will continue to be a priority for the city to ensure that all segments of the community have opportunities not only for affordable housing, but also for affordable housing of high quality. Construction of new housing in the downtown has included requirements for units affordable to low and moderate income individuals. The Flats on the Fox, Whitney Park Townhomes, and the Platten Building renovation are cases in point. Not to mention the affordability of the existing housing stock. The median home value and median rent in the one square mile surrounding the downtown are 22% less and 19% less, respectively, than the value of homes and rents in a 15 minute drive time away (Esri, 2012) . As the City of Green Bay pushes to elevate the level of housing quality, there may be ebbs and flows in the number of units available to low and moderate incomes. But this is a necessary balancing act when trying to achieve both affordability and quality.

HOMELESSNESS

Homelessness can occur in a number of ways including “overcrowded” housing units, living in hotels or motels, living in shelters, and living unsheltered. These phenomena all affect the downtown to some extent. Two shelter facilities located within the study area house a significant share of the metropolitan area homeless population. The New Community Shelter is a permanent facility that temporarily houses individuals and connects people with available services that can help them regain independence. The Saint John’s Homeless Shelter is a temporary emergency facility that is only open from November through May. Establishing a location to house daytime activities and support services for the temporary emergency shelter population has been identified as a key solution for addressing the negative impacts of homelessness on the downtown. Housing homeless families is another key need in this area, as few existing shelters can house children.

The Brown County Homeless and Housing Coalition is a local organization working to address these issues in a variety of ways. The Coalition hosts a number of events to raise awareness and support for individuals in dire need. Taking a fresh look at the homelessness challenge has been the charge of a new task force called Homelessness Obligates Planning Effort (HOPE), which is led by a member of the Green Bay City Council.

Retail Market

Downtown Green Bay’s retail landscape is largely made up of destination and specialty products, services, and dining with noticeably limited options for daily consumables. Regional interest and the daytime employment population make up the bulk of the consumer base for these businesses. The Broadway district is the primary retail corridor in the study area with ancillary retail nodes found on Washington Street, Adams Street, Main Street, and Webster Avenue. The Broadway district is also host to the only grocery outlet in the downtown study area: Sav-A-Lot Foods. The two pharmaceutical outlets, CVS and Streu’s Bay Natural, are both located in the northeastern portion of the study area.

RETAIL SPACE

Based on the commercial real estate inventory, an estimated 18% of downtown commercial real estate is dedicated to retail uses representing more than 600,000 square feet of occupied space. The breakdown of retail space east and west of the Fox River is about 376,000 square feet versus 251,000 square feet respectively. While the total space is larger east of the Fox River, the percentage of space is greater (38%) west of the River reflecting the “Main Street” shopping environment of the Broadway district. Similar to office uses, retail lease rates in the study area range widely from $5 to 15 per square foot (triple net). Retail located within a block or two of Class

A office or the waterfront will produce rates at the top end of the scale. In the Broadway district, typical rates are $6 to 10 per square foot (triple net). The previous discussion of office occupancy and vacancy is applicable to retail space as well.

RETAIL DEMAND ANALYSIS

It is vital to remember that as an employment center, daytime population, incomes, and purchasing power contrast greatly from current residential composition making market supply and demand comparisons tenuous at best. As a center of state, county, and local governance and headquarters of prominent business such as Associated Bank, Schreiber Foods, Wisconsin Public Service/Integrys, and Nicolet Bank, the income levels of the employment base outpace those of the current residential base.

As previously discussed, the employee to resident ratio ranges from 3:1 to more than 8:1 depending on where the limits of the study area are drawn.

Even without accounting for the spending power of the daytime employee population of the study area, downtown retail has consistently lagged behind market demand since the closing of the Washington Commons mall. However, it is now experiencing a rise in activity with the emergence of the Broadway district as a unique retail environment, the recruitment of new downtown businesses, the growth and expansion of existing businesses, and the more than 200 housing units expected to be constructed in the next 18 months. Given these factors and the relatively small footprint to the study area, well-designed residential and employment base surveying may establish a more accurate picture of consumer needs and wants than traditional retail leakage analysis.

The 2012 Consumer Survey of downtown employees and residents conducted by DGBI provides some insights into unmet retail demand. Of the 16 areas that respondents were asked to prioritize the need for potential improvements to the downtown, three of the top four responses were related to retail opportunities. When asked how frequently they would shop at a downtown grocery store, a total of 48% of respondents indicated they would do so on a daily or weekly basis.

Retail along Washington Street

Table 26 - Top Responses - Potential Downtown Improvements		
#1	*75%*	*Shopping/retail*
#2	*66%*	*Services (grocery store, dry cleaner, etc.)*
#4	*37%*	*Dining*
Source: Consumer Survey Report (Downtown Green Bay, Inc, 2012)		

GROCERY

Improved grocery options within walking or bicycling distance of downtown housing is an essential retail service that is needed to maintain the virtuous cycle of increased housing variety, density, and livability. Stakeholder interviews, public workshops, and public opinion surveys confirm strong desire for a downtown grocery store. Market data and a recent flurry of food related activity in the downtown further reinforce the reality of unmet retail demand. The City of Green Bay Economic Development Department compiled a Downtown Grocery Store Market Profile in 2013 which identified a $9.3 million gap in grocery store spending that is not being satisfied by stores within a five minute drive of the downtown. In fact, the USDA has identified the downtown within a "Food Desert," which is defined as an area where affordable, healthy food is difficult to obtain, particularly for those without access to an automobile.

The market has compensated for this with an overabundance of gas stations and convenience stores. There are 16.6 times the amount of gas station/convenience store goods supplied to the area than the market demands. Although we can assume some of the sales are supplemented by the downtown employee population, similar ratios are not transcending to grocery stores. Looking beyond the study area to the 15 minute drive area, the oversupply of gas stations shrinks to only 1.4 times the demand, as food sales in grocery stores begin to meet a greater share of the grocery demand.

The current supply of grocery stores is summarized in Table 28. The only grocery store currently within the study area is Sav-A-Lot, but this is not considered a full-service grocery. The 15,000 square foot discount grocer offers a limited supply of fresh fruits, vegetables, fish, meat, and bakery products. All other stores shown are outside of the study area and are not within convenient walking or bicycling distance of downtown housing.

One response to the unmet demand for groceries is the New Leaf Market. This organization formed with the goal of providing a full-service grocery store in the downtown with a member-owned (co-op) structure and an emphasis on healthy, local foods and fair pricing. The New Leaf co-op is moving forward and has site control for their desired location on Main Street just north of Whitney Park.

Table 27 - Grocery and Convenience Store Leakage Comparison, 2012

	Plan Area			15 Minutes		
Food Supplier	*Demand*	*Supply*	*Difference*	*Demand*	*Supply*	*Difference*
Grocery Stores	*$4,279,477*	*$2,486,438*	*$1,793,039*	*$250,174,850*	*$184,719,605*	*$65,455,245*
Gasoline Stations	*$3,195,496*	*$53,030,278*	*($49,834,782)*	*$198,955,439*	*$286,504,648*	*($87,549,210)*

Source: Consumer Survey Report (Downtown Green Bay, Inc, 2012)

Table 28 - Market Competition in Grocery Sector, 2013						
#	Name	Address	City	Distance in Miles	Building sq. ft.	Market Segment
1	Sav-A-Lot	505 Dousman St	Green Bay, WI 54303	1.0	15,700	Discount
2	Super Valu	1220 S Webster Ave	Allouez, WI 54301	1.5	32,000	Full Service / Competitive
3	University Ave Market	2080 University Ave	Green Bay, WI 54302	2.3	35,000	Full Service / Discount
4	Biebel's Supermarket	1234 Bellevue St	Bellevue, WI 54302	2.5	12,700	Discount
5	Copp's	1819 Main St	Green Bay, WI 54302	2.6	58,500	Full Service / Competitive
6	Aldi	301 S Military Ave	Green Bay, WI 54303	3.6	14,860	Discount
7	Aldi	2440 E Mason St	Green Bay, WI 54302	3.6	16,792	Discount
8	Woodman's	2400 Dousman St	Howard, WI 54303	4.2	50,000 +	Full Service / Competitive
9	Copp's	1291 Lombardi Rd	Ashwaubenon, WI 54304	4.3	50,000 +	Full Service / Competitive
10	Copp's	2064 Lime Kiln Rd	Bellevue, WI 54311	4.7	50,000 +	Full Service / Competitive
11	Festival	2434 Steffen's Ct	Bellevue, WI 54311	4.8	50,000 +	Full Service / High End
12	Festival	2250 W Mason St	Green Bay, WI 54303	4.8	50,000 +	Full Service / High End
13	Walmart SC	2440 W Mason St	Green Bay, WI 54303	4.8	50,000 +	Full Service / Competitive
14	Sam's Club	2470 W Mason St	Green Bay, WI 54303	4.8	50,000 +	Bulk / Discount

Source: Consumer Survey Report (Downtown Green Bay, Inc, 2012)

While the New Leaf Market may satisfy a portion of the $9 million gap in annual grocery spending of downtown area residents, there are other significant factors that weight into the projected retail spending power of the study area. While this retail spending gap accounts for the grocery spending of residents living within five minutes of the downtown, it does not account for all of the retail spending of the 12,000 employees that work downtown. In future years, the demographic profile of the downtown will also change as employment continues to grow and additional housing options are constructed and filled. Retail spending power in the downtown trade area will increase. The only question is whether that increased demand will be met within the downtown or at other competing retail outlets.

KI Convention Center

Education Sector

Ongoing communication and cooperation with the various state, regional, local, and private educational institutions in the community is a top priority for the City. How this plays out in the downtown is not always highly visible, but improving educational options and infrastructure in the downtown are desired.

Connectivity between the City and the Green Bay Area Public School (GBAPS) District is strong. GBAPS is physically present with their District Office Building in the Broadway district and Howe Elementary School on S Madison Street. The City has been particularly supportive of the recent effort to launch a School for Academically Gifted Learners – the only public program of its kind at the elementary school level. This school has more than doubled in enrollment in its second year of operation, and is drawing students from as far away as the Fox Valley. Its new location in the historic “Cathedral School” at 139 S Monroe, set to open for the 2014-2015 school year, will have a positive impact on the Monroe Avenue corridor, the surrounding neighborhoods, and the downtown as a whole.

Connectivity to the University of Wisconsin and Northeast Wisconsin Technical College are an ongoing challenge due to their physical distance from the downtown. Strides have been made in recent years as NWTC opened its Cedar Street Artisan and Business Center just to the east of the study area near Main Street. The only downtown presence of the University of Wisconsin system is the UW–Oshkosh MBA program, which maintains satellite classroom space in the Associated Bank building at 433 Main Street.

Convention and Hotel Sector

Already a first class venue that hosts more than a quarter of a million visitors annually, the KI Convention Center is currently undergoing a 35,000 square foot, $25 million expansion. Expanding to a total of about 70,000 square feet of convention space, this will bring the facility on par with the Monona Terrace (Madison, WI) in terms of size and functionality. Maintaining a first class, competitive convention center is vital for the health of the downtown and the region as a whole, as the 2008 exploratory study for the expansion found that the KI generated $31 million in direct spending annually at that time. This did not account for indirect or induced impacts which also benefit the regional economy. The expansion is projected to annually bring an additional 70,000 visitors, $4 million in direct economic impact, and to create 450 jobs in Green Bay.

In anticipation of the expanded convention center, the downtown hotel sector is positioning for growth. A 2012 Hotel Market Analysis performed by IDM Group determined that the downtown hotel environment is already performing well in comparison with the region and state, and the expanded convention center will create new opportunities. The hotel directly linked with the KI Convention Center was recently acquired by a brand with national recognition becoming Hyatt on Main. Boutique hotel developer Frantz-Hobart is preparing to begin renovations to restore the Hotel Northland to a four-star facility with 140 rooms in a uniquely historic setting. The expansion plans will also result in a second hotel becoming physically connected to the convention center. The former Clarion Hotel has been recently acquired by a brand with national recognition.

Arts and Cultural Sector

The Green Bay community has identified arts, culture, and entertainment as valued features and defining elements of the downtown. Arts and culture exist in a dynamic environment, as even the brick and mortar components currently face potential change. The opening of the Green Bay Children's Museum in 2012 represented a significant step forward for downtown cultural institutions. In contrast, longstanding cultural facilities like the Neville Public Museum and Brown County Central Library may be redefined as the County considers the cost of modernizing these aging structures. The Meyer Theater continues to grow in popularity since its renovation in 2002, and the former Daily Planet restaurant space represents additional opportunity to restore its historic presence along Washington and Walnut Streets. Extending beyond the study area to the east, OMSI has a goal of creating an arts district along the Main Street corridor. A nucleus has begun to take shape with the co-location of the Art Garage and the NWTC Artisan and Business Center.

The more fluid components of arts, culture, and entertainment still very visible in the downtown include the various events and festivals, public art displays, and smaller music venues. The Packers Heritage Trail has solidified its presence downtown with the recent completion of the monument and recognition wall at N Washington and Cherry Streets. These elements help shape the atmosphere of activation and connection to the broader community that have been so vital in supporting the downtown's current momentum.

Industrial Sector

Industrial land uses account for about 5% of the study area, though not all of this property is actively used today. The commercial real estate inventory found that industrial uses currently occupy 1.6% of building space in the study area. Active industrial uses pose a dilemma for downtown development, as such uses are typically situated on the riverfront, which is desired for green space, trail connections, and other land uses. However, active industrial uses generally create jobs and tax base and experience economic multipliers that benefit other sectors in the downtown. The industrial uses that remain in the study area today are also generally having little to no negative impact (i.e., pollution, noise, heavy traffic, etc.) on the surrounding land uses in comparison with the more intensive industrial uses found elsewhere in the community. Such uses include various types of warehousing and light manufacturing. These factors together make it very difficult to consider active industrial uses as near term redevelopment opportunities, but community plans can still make known the long term desires for land use transition along the riverfront.

Light manufacturing on a limited scale, with very low impacts, and in the right locations, actually represents a form of mixed-use opportunity that could help grow and strengthen the downtown. As an example, the City's Zoning Code allows "limited processing and production" in Downtown zoning districts with a conditional use permit. This very light form of industrial uses could allow, for example, beer brewing as a principle use as long as some other customer oriented component of the business is also present, such as retail sales or brewery tours. These provisions were virtually unused in the downtown until both Hinterland Brewing and Titletown Brewing took steps to expand their beer brewing and bottling operations.

Utility Capacity

Green Bay's downtown is a logical place for efficient growth and development, as the needed infrastructure is already present and easily expanded to meet the changing needs. In terms of public utilities in the study area, there are no known issues with capacity or reliability. All the development projects currently underway and anticipated in the near future can be serviced with existing water, sanitary sewer, and storm sewer systems. Given the industrial history of the Fox Riverfront, the utility systems in and around the downtown have been built and maintained to a high level.

In addition to the need for ongoing, regular maintenance of public utility systems, there is one special area of concern related to the water supply system within the study area. Lead services in the water system are concentrated in the City's oldest neighborhoods, most of which are found in the downtown. Many have already been upgraded with modern materials, and the rest will be replaced as opportunities arise. Directional flushing is being proposed as a cost-effective means of reducing lead concentrations in the water system until all the lead services can be replaced.

Public Investments

As a focal point and special place in the City, a community connection to the Fox River, a center of regional employment, and an indicator for the overall health of the community, the downtown has been the recipient of a substantial amount of public investment. As with any investment, experiencing a good return on investment is the goal. While there are many externalities and intangibles that can be used to define the value placed on the downtown by the community, this study will attempt to discover quantifiable measures of return on investment by using valuation trends, tax base density, and TIF performance.

VALUATION TRENDS

Figures 6 and 7 show the total assessed value of buildings and land for the downtown study area and for the city as a whole. While the downtown study area only represents about 2.2% of the city's land area, it accounts for about 5% of the total tax base. Note that these assessed values are not equalized due to the lack of comparable data for the city and the study area.

Assessed value for the city as a whole has been stable with an average annual growth rate of 0.90% for the time period shown. This resulted in a total increase of 7.4% from 2004 to 2012. Over that same time, the average annual rate of growth for the downtown study area was 2.43% with a total increase of 21.1% or about $54 million in property value.

Active industrial uses along the Fox River

TAX BASE DENSITY

Map 15 showcases the downtown's ability to generate tax base in an extremely efficient manner. Even though there are many tax exempt entities (i.e., government offices, churches, and other public and institutional uses) located in the downtown, the rates of assessed property tax value per square foot of parcel area are unmatched elsewhere in the City. Map 15 demonstrates this ratio of total property tax assessment to square feet of parcel area by color coding the parcels and then vertically extruding the ratio value times a factor of 10 to emphasize the differences. Most of the city has a tax base density ratio of $30 per square foot or less. Ratios of $40 to $50 per square foot are found in the central business district on both sides of the Fox River. In some cases, those ratios are has high as $100 to more than $300 per square foot.

While Map 15 is not a reflection of the heights of buildings, this metaphorical imagery is intentional. The presence of multi-story buildings is one of the key factors that facilitates such a high tax base density in the downtown. The zero setback environment is another key factor, as the use of land area is also most efficient in the downtown. High value real estate strongly contributes to downtown tax base density with the presence of Class A office space, four-star hotels, high density residential buildings, and boutique retail districts.

TIF HISTORY AND OTHER PUBLIC INVESTMENT DATA

Previously described (refer to *Programmatic Districts*), TIF is a public investment tool that has been strategically used in the downtown area and serves as another potential indicator of return on investment. Refer to Map 10 for the locations of TIDs. Overall, TIDs within the study area have experienced a net increase of $47 million in property value from 2000 to 2012. As of 2012 reporting, only 2.4% of the city's tax base has been captured by TIDs, which is well below the 12% maximum limit established by state law. This indicates that Green Bay has used TIF responsibly and with restraint.

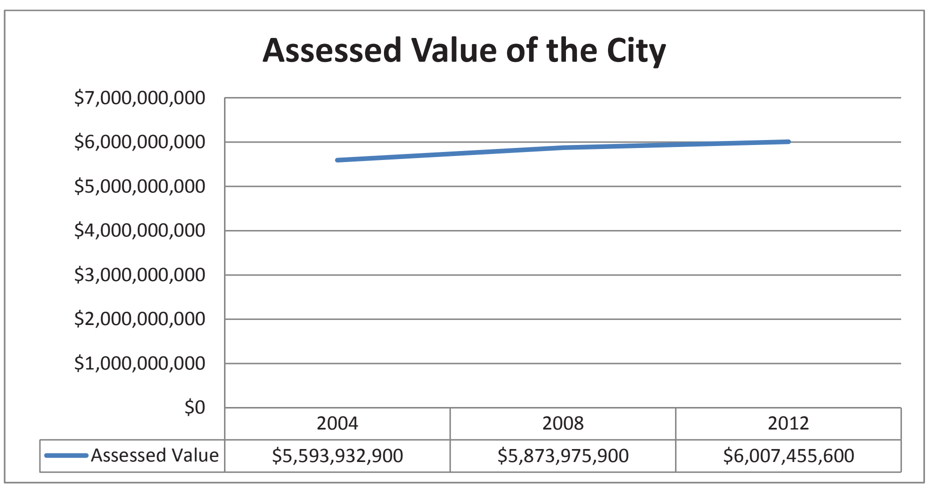


Figure 6: Assessed Value of the City

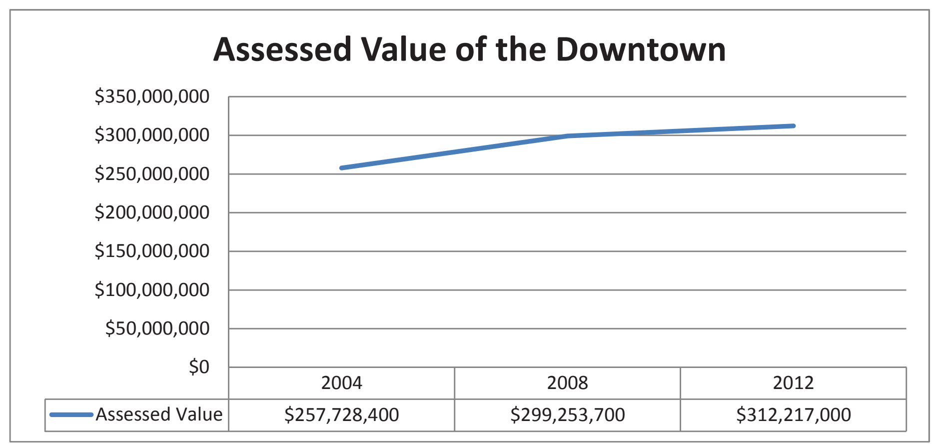


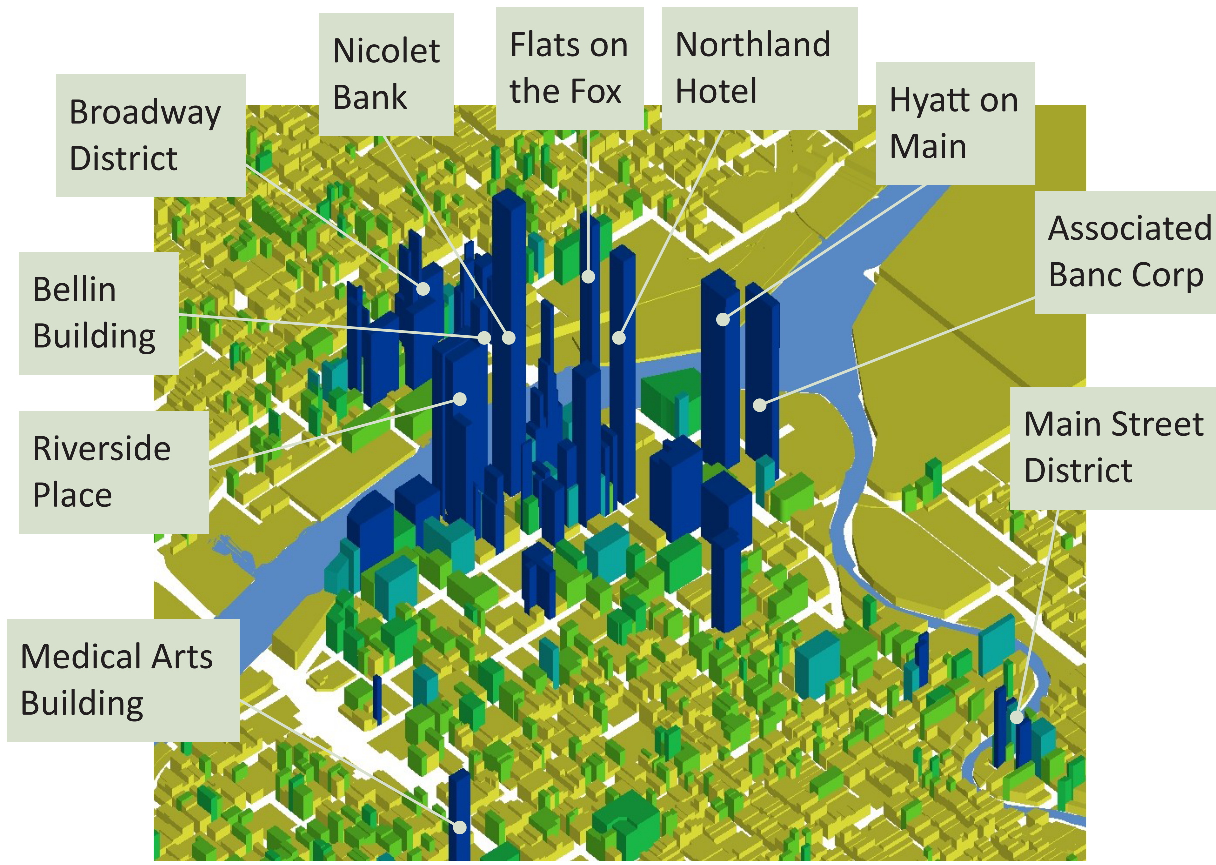
Figure 7: Assessed Value of the Downtown

Moving forward, the City must continue to use TIF carefully in the downtown. When comparing the ratio of annual tax increment received to the amount of outstanding debt for downtown TIDs, the amount of debt is right at the limit where it would be repaid within the life expectancy of a normal TID. TIF performance is a constantly changing environment as property value assessments are updated, state laws and rules are adjusted, and new development takes place. As much of the current development taking place in the downtown is located in a TID, the affects will continue to be closely monitored to ensure a good return on investment. Current development projects will be "game changing" in this regard, as more property value is now positioned for construction (about $100 million) over the next two years than the downtown has experienced from 2000 to 2012 (about $47 million).

Dollars of Assessed Value per Square Foot of Parcel Area

- $0 - 20 per square foot
- $21 - 30 per square foot
- $31 - 40 per square foot
- $41 - 50 per square foot
- $51 - 350 per square foot

Values displayed times a factor of 10 to vertically emphasize differences.



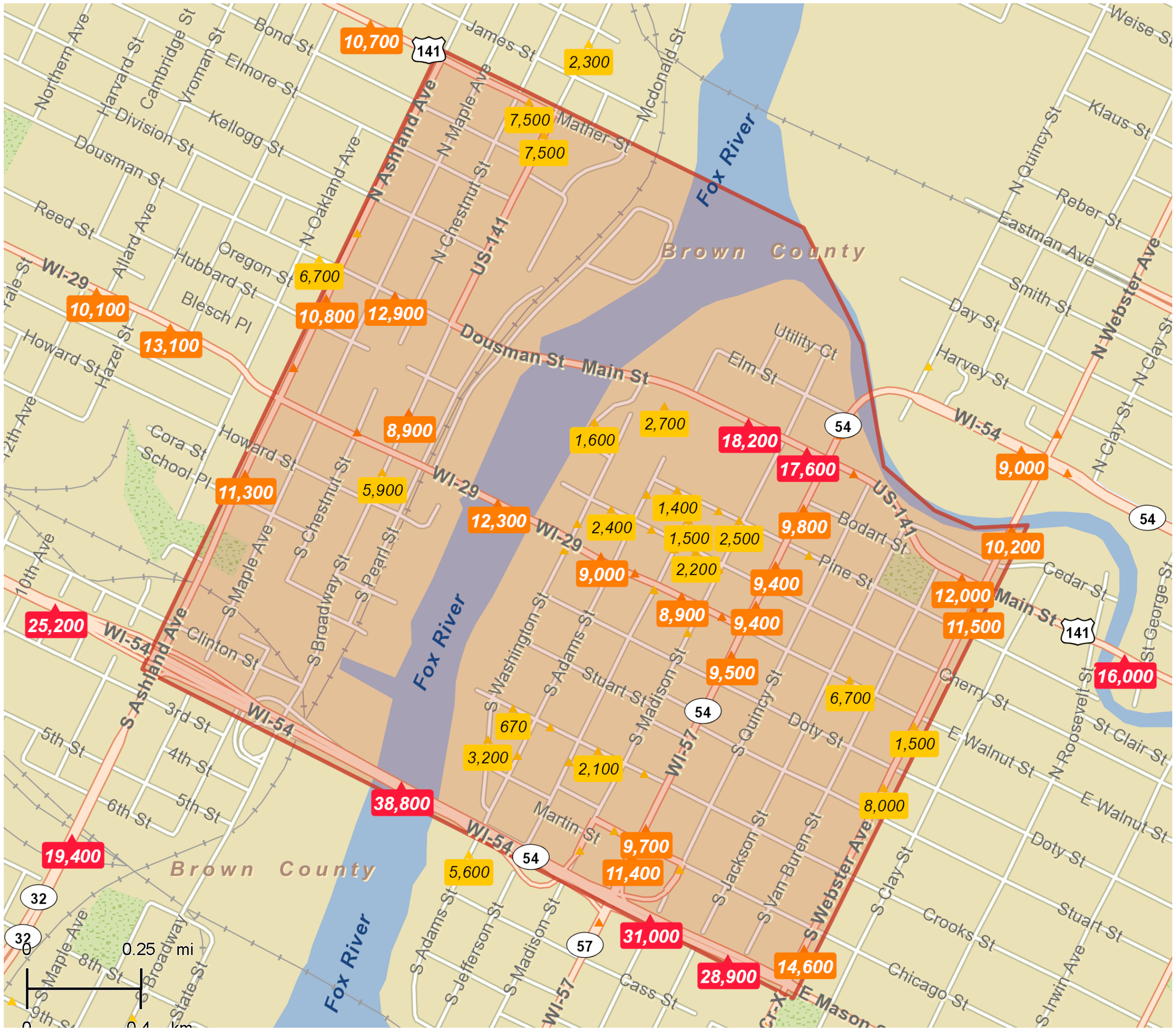
Map 15: Dollars of Assessed Value per Square Foot of Parcel Area

Transportation Assessment

Transportation in downtowns poses a unique challenge of balancing many competing values in an environment with limited space. Factors in the balance include maintaining traffic flow, allowing for multiple viable modes of transportation, managing the supply and demand of parking, supporting an efficient density of development, and creating a vibrant and attractive environment with a strong sense of place.

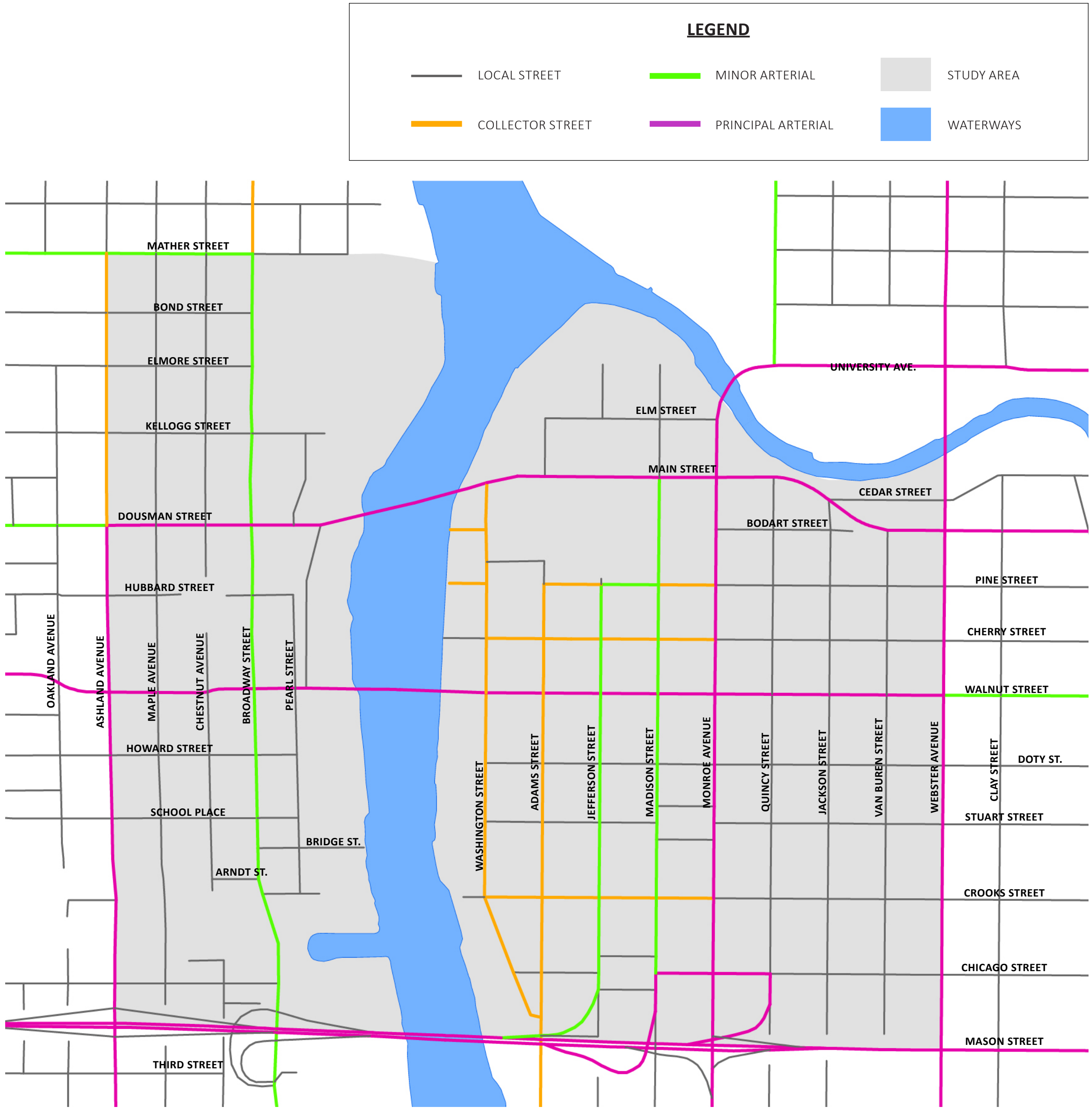
Traffic Flow

Map 16 shows traffic flow for the study area based on 2012 Average Daily Traffic Volumes. Traffic counts have been relatively stable with only minor variations from year to year. Streets of the same functional classification (refer to Map 17) can vary widely in the volume of traffic they carry. Many of the principal arterial streets in the downtown carry on average around 10,000 vehicles per day, such as Walnut Street, Monroe Avenue, Ashland Avenue, and Webster Avenue. However, traffic levels on Main Street fall in the 15 to 20,000 vehicles per day range, and portions of Mason Street can exceed 30,000 vehicles per day.



Map 16: Traffic Counts

The downtown street system serves multiple purposes which at times creates competing values. The concentration of collector and arterial streets supports the accessibility of businesses to motor vehicles and truck traffic bringing customers, employees, and movement of inventory. On the other hand, high levels of traffic and the presence of heavy trucks affect the comfort and safety of the pedestrian and bicycle environment, and in some cases, residential neighborhoods, such as those along Ashland and Webster Avenues.



Map 17: Transportation - Functional Classification

Parking

Parking is no exception to the special dynamics of balancing competing values in a downtown transportation system. There is a tension between the perception of adequate parking, the density of the built environment, and the attractiveness of other modes of transportation. In a downtown, dedicating too much space to parking reduces development density and degrades the attractiveness and practicality of other modes of transportation that could actually reduce the demand for parking. Parking ramps and decks are one tool for efficiently adding to the supply, but are a very costly alternative. Bicycling, walking, and transit help manage parking needs by reducing demand.

Cherry Street Parking Structure

Concurrent with the master planning effort, the City of Green Bay is also conducting a downtown parking study within the same boundaries. The parking study focuses on publicly operated parking facilities, and includes an assessment of parking needs and operations, as well as a structural evaluation of the city's existing parking ramps. Major findings to date relative to the supply and demand of city-owned parking in the downtown include:

- For the city's 492 on-street parking meters, average peak occupancies range from 24 to 38%
- Meters on Pine Street had the highest peak occupancy at 65%
- For on-street parking on Broadway (114 unmetered spaces), average peak occupancies range from 36 to 47% with the highest rates in the blocks from 200 North to 200 South
- For the city's 3,324 parking ramp spaces, peak occupancy averages 67% with average occupancy at 46%
- At the Adams Street surface lot, peak occupancy reaches 100% with average occupancy at 79%
- At the Old Fort Square surface lot, peak occupancy averages 41% including metered, time limited, and reserved spaces
- Including both on-street and off-street parking, the average weekday unused supply was determined to be 1,490 available parking spaces, and the peak weekday unused supply was determined to be 1,011 available parking spaces (refer to Figure 8 for a map of occupancy levels)

- Overall, the downtown currently has adequate parking and is expected to have a surplus available for the next 5 years
- In the next 5 to 10 years, the downtown is expected to begin to experience a deficit of available parking anywhere from about 100 to 1,200 spaces
- Factors that affect the long term parking deficit projections include whether or not a convention is taking place at the KI Center, whether or not the Main Street ramp has been demolished (which will be torn down within 15 years), and the pace of future real estate development and job growth in the study area
- If transit usage increases from 2% of commuters to 5%, the demand on parking could be reduced by 86 spaces in 10 years, which translates to a cost savings of $2.15 million by not building the additional 86 spaces
- The most cost-effective location for a future parking ramp would serve the concentration of employment in the downtown core, would serve the expanded KI Convention Center, and would not displace existing parking spaces

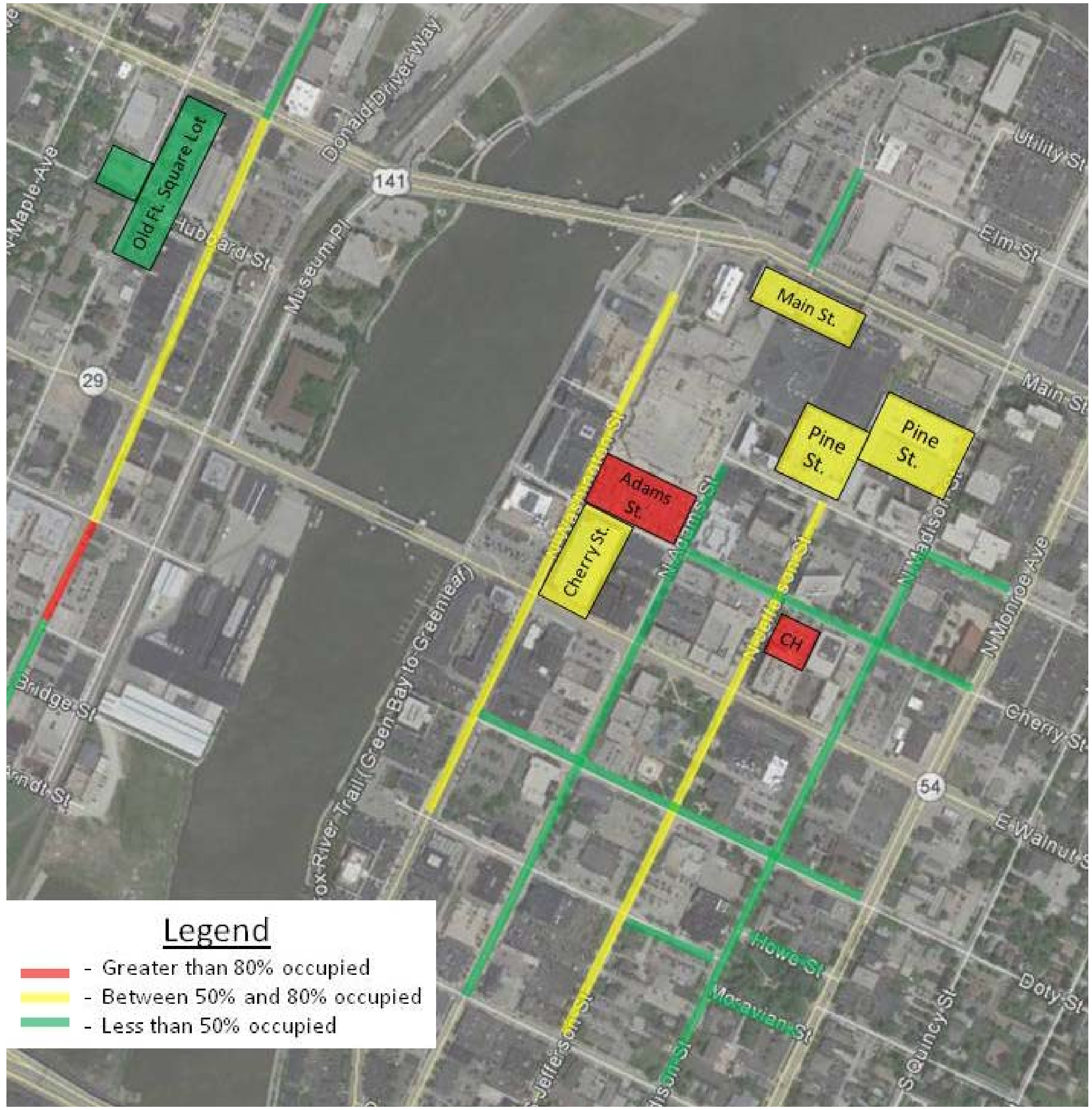


Figure 8: Parking Occupancy Levels (Source: City of Green Bay Downtown Parking Study 2013)

Bridges

Bridges over the Fox and East Rivers provide vital transportation connections between the east and west portions of the downtown study area. Lift bridges on Main, Walnut, and Mason Streets serve a dual role by allowing both surface transportation and shipping on the Fox River. The stationary bridge over the East River connects Monroe and University Avenues over a waterway navigable by small craft, but is not a shipping channel.

There are currently no plans to reconstruct bridges in the study area, but maintenance and rehabilitation are necessary on an ongoing basis. The Wisconsin Department of Transportation 2013-2018 Six Year Highway Improvement Program includes rehabilitation projects for the Walnut and Mason Street bridges mainly related to electrical and mechanical upgrades and traffic controls.

Repairs to the Main Street bridge in 2012 emphasized the importance of having multiple crossings of the Fox River and multiple modes of transportation. Necessary repairs to the lift mechanism took several months to accomplish, and motor vehicle traffic was detoured to other bridges during this period. While traffic at the Walnut Street bridge was typically backed up for several blocks during peak commuting hours, traffic was generally free flowing on the Mason Street bridge, even with the added volume. And while motor vehicle traffic was congested at times on Walnut Street, pedestrian and bicycle traffic was largely unhampered.

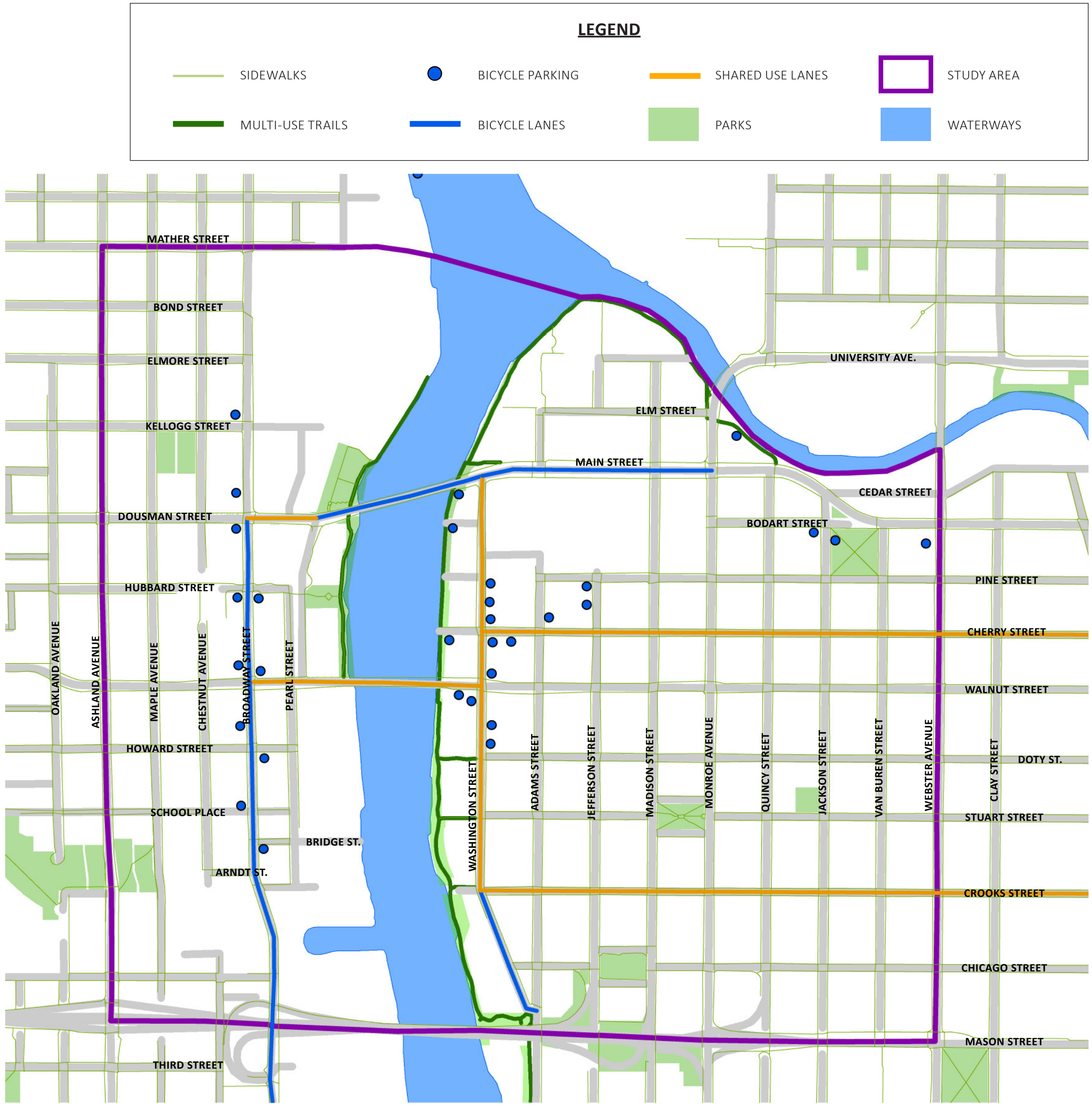
Multi-use trail connections represent a missing element in the City's bridge system, and planning efforts have centered on both a Fox River and East River crossing. A potential crossing of the East River at Monroe/University Avenue is currently being studied as part of the East River Trail Connection project. A potential crossing of the Fox River at the inoperable rail bridge near Porlier Street has been studied in the recent past. It was determined in 2008 that repairing this damaged and dilapidated rail bridge was cost prohibitive as the extent of the damage is unknown and costs were estimated to soar into the millions of dollars. There is still a desire to connect the City's east side and west side trail systems, ultimately providing a link between the Fox River and Mountain-Bay State Recreational Trails.

Walking and Bicycling

Walkability and bikability are defining characteristics of the downtown. Walkability and bikability are determined by several factors including the presence of supporting facilities (like sidewalks, crosswalks, and bicycle lanes), the absence of barriers (like limited access highways, an interrupted street grid, or areas perceived as unsafe), and a density of destinations that are desirable to pedestrians and bicyclists (like places of employment, places to live, retail shops, restaurants, cultural features, and green space). These factors point to the downtown as a unique environment in the City that is highly walkable and bikable based on the strong presence of related infrastructure, the relative absence of barriers, and the density and diversity of destination land uses. Map 18 shows the locations of sidewalks, crosswalks, multi-use trails, and marked bicycle routes.

In-person "walkability and bikability audits" in recent years have concentrated on areas outside of the central City, mainly because the downtown is already highly walkable and bikable in relative comparison with other parts of the City that developed in more recent history. A convenient source of objectively based data on this topic is the website Walkscore.com, which rates the study area as being "Very Walkable" to a "Walker's Paradise." However, there is room for improved connectivity, and there are some barriers to walking and bicycling within the study area. Based on public input received in the master planning effort, pedestrian connectivity across the Fox River is a particular concern, as is the usability of the existing bicycle network to bicyclists of a wider range of ages and ability levels.

Great strides toward a more bicycle-friendly downtown were taken in 2012. About 6 miles of new bicycle lanes and shared-use lanes were added to the study area and surrounding neighborhoods. This project represented a unique approach in that it established the City's first shared-use lanes and consisted entirely of retrofit facilities. No new construction was involved, and on-street parking was minimally impacted. While this project visibly enhanced bicycle infrastructure, initial observations are showing that more is needed to help facilitate safer behaviors by bicyclists and motorists alike. The Downtown Green Bay, Inc and Olde Main Street, Inc BIDs have been vital partners in improving downtown bikability. DGBI and OMSI have added more than 20 new bicycle parking locations with both traditional and artistic bicycle racks, all of which meet the bicycle parking design guidelines of the Association of Pedestrian and Bicycle Professionals.

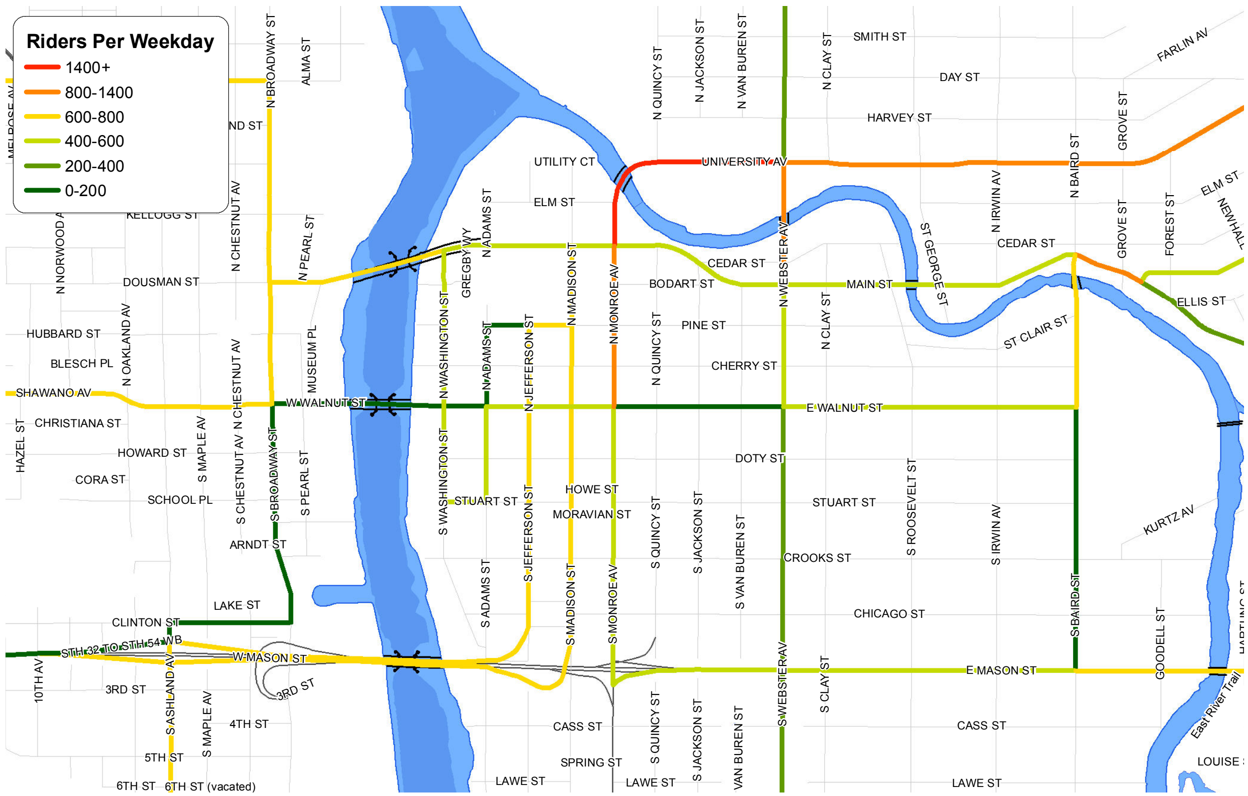


Map 18: Transportation - Pedestrian and Bicycle Features

Transit

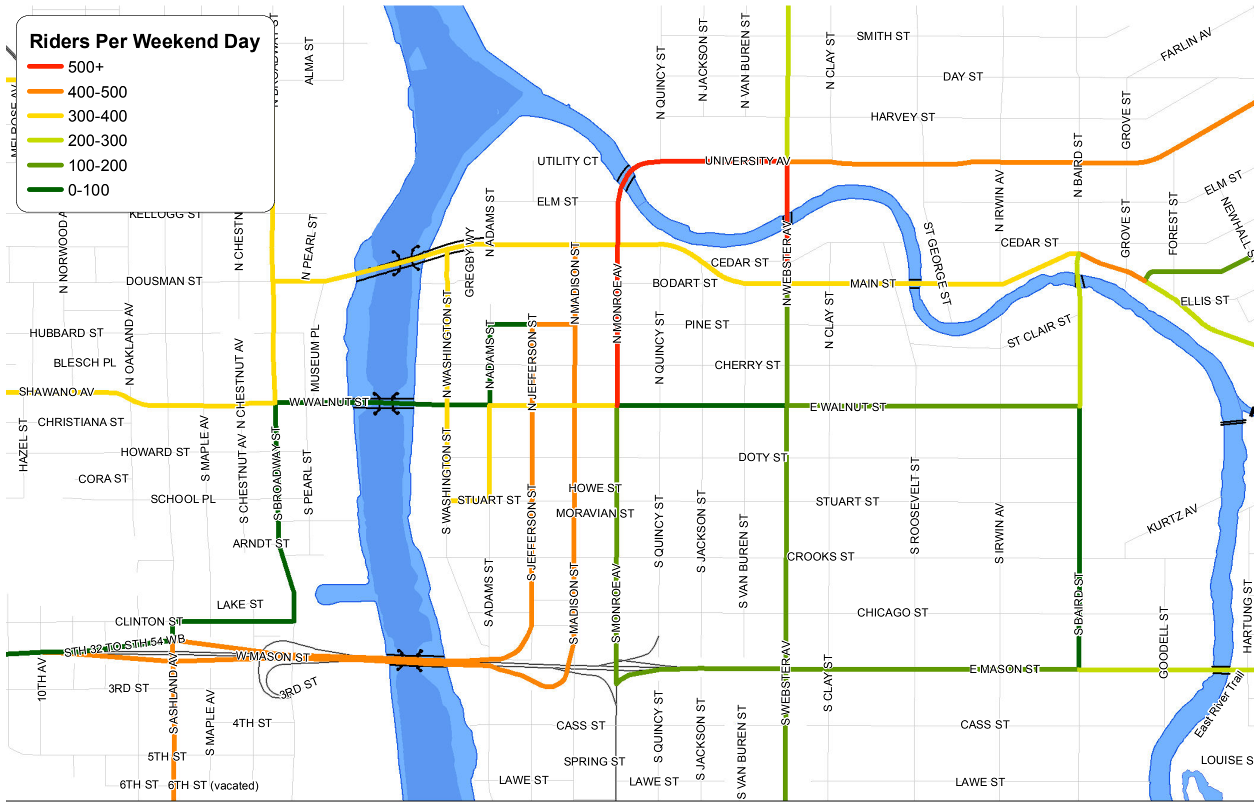
Transit has a strong presence in the downtown with a high density of routes within the study area and the location of the Green Bay Metro Transit Center just to the north on University Avenue. In recent years, Green Bay Metro Transit has made significant improvements to its service in the face of reduced funding (including the loss of more than $2 million annually in federal aid as the Green Bay Urbanized Area population exceeded 200,000 in the 2010 Census). Those improvements include streamlined operations, restructured routes, the addition of a west side hub on Military Avenue, and free service between Lambeau Field and the downtown on Packer game days, just to name a few.

Maps 19 and 20 show 2012 levels of transit ridership for week days and weekend days. Despite the strong presence of transit in the study area, levels of ridership are not notably higher in comparison with the rest of the service area, with the exception of the routes immediately surrounding the Transit Center on University Avenue. Overall, transit ridership is on a trend toward recovery since a low point in 2009.



Map 19: Rider Per Weekday

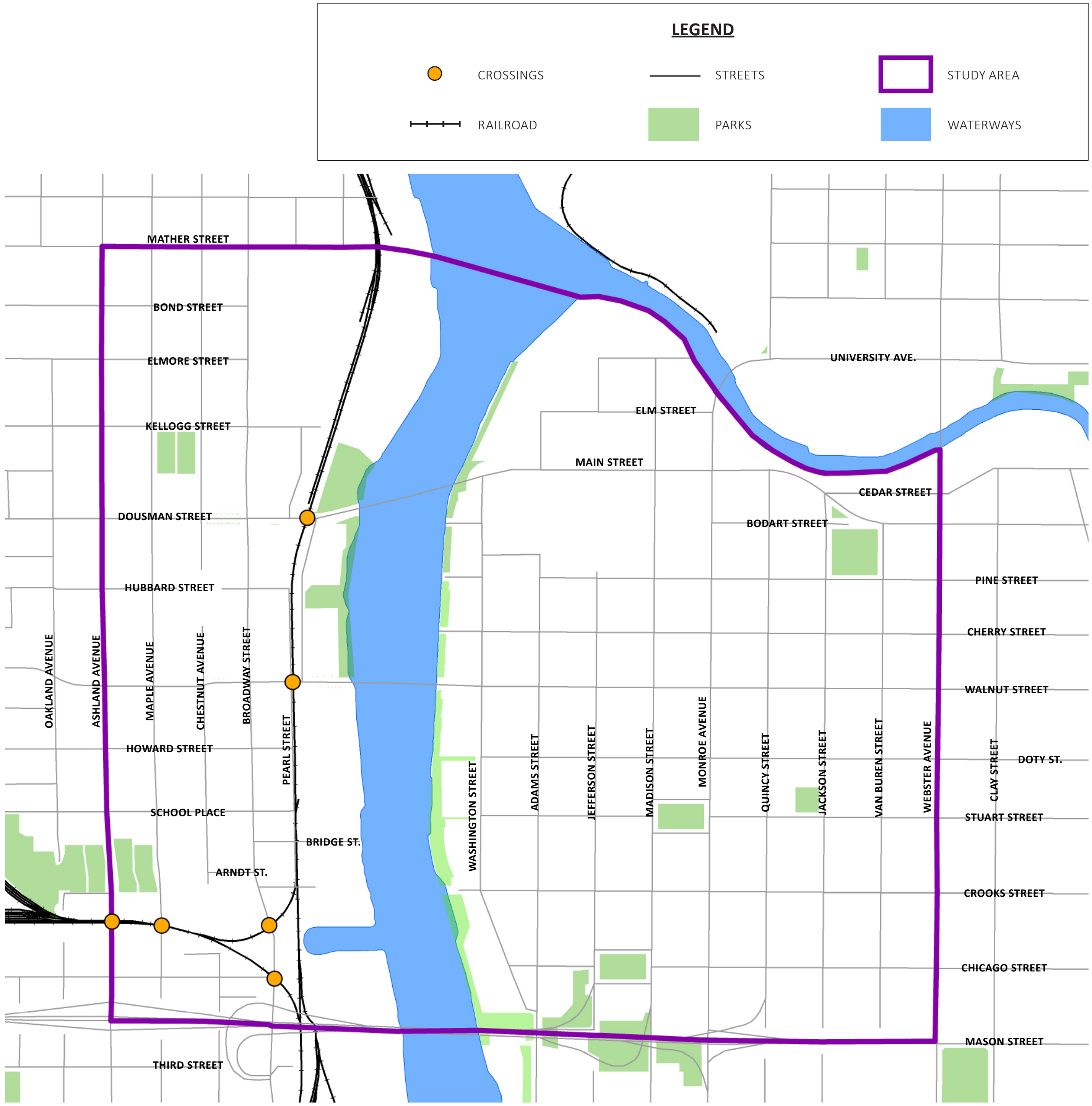
The stability and growth of Green Bay Metro Transit depend on more people choosing to utilize the system. Increased residential density in the downtown is key in this equation. As more people choose to live and work downtown, more are likely to utilize transit. Route frequency can then be increased, making the system increasingly flexible and user friendly. Reaching a route frequency of 15 minutes is a goal of Green Bay Metro Transit for peak times of use in the downtown, as is adding and modernizing transit shelters throughout the system.



Map 20: Riders Per Weekend Day

Rail

Railroads have an important place in Green Bay's history and continue to serve a key role in supporting commerce with a sustainable form of transport. While passenger rail has been absent from the downtown for generations, freight rail continues to have a significant presence. Map 21 shows the locations of railroad lines in the study area. Canadian National is the primary rail operator in the Green Bay area, and railroads through Green Bay's downtown not only serve in staging, storage, and connecting various spurs, but also connect to the mainline that ties Green Bay with all destinations to the south. This mix of through traffic and other operations leads to occasional traffic backups that sometimes coincide with peak commuting times. The locations of railroad crossings close to the downtown's bridges, which form funnel points in the street system, compound the impact on traffic flow.



Map 21: Transportation - Rail

Potential solutions to these conflicts have been explored for decades, but feasible alternatives seem to be very few. Departure times for freight rail are very unpredictable and not easily modified due to the nature of that industry and the responsiveness demanded by railroad customers. On the other hand, the speed of trains through the downtown is something that can perhaps be addressed. Engineers are required to maintain a sight distance of at least two times their stopping distance, which is affected by the weight and speed of the train. When coming through downtown, sight distance is restricted by the berm and vegetation between Museum Place and Pearl Street. Modifying this buffer planting could help allow increased speed and reduced traffic delays.

Shipping

There is perhaps no other single defining feature than its proximity to the Bay of Green Bay and the Fox River that led to the settlement pattern now known as Green Bay's downtown. And there is perhaps no greater reminder of the history of these waters as a source of energy and transportation as the continued presence of shipping in the downtown. Like rail, Great Lakes shipping continues to serve a key role in supporting commerce with a sustainable form of transport. And also like rail, the passage of ships through the downtown's lift bridges can lead to occasional traffic backups, though less frequently, and rarely at peak commuting times. While driver irritation can occur with both kinds of delay, shipping has an advantage in that the massive vessels provide a public spectacle that people enjoy watching. Anecdotally, shipping related tourism appears to be increasing in the downtown as community access to the Fox River continues to improve and events like the Tall Ships Festival draw attention to this relationship with the water.

There are 14 port businesses located along three miles of the Fox River, but only two of these (Graymont-Western Lime and K&K Integrated Logistics) are found within the study area. Port businesses move more than two million tons of cargo on more than 200 ships each year according to the Port of Green Bay. Primary imports in the last year have been coal, limestone, cement, liquid asphalt, and salt. Primary exports are petroleum products. Ships are also used to transport other commodities like wood pulp and forest products in addition to oversized cargo like machinery and wind energy generation components. While shipping and manufacturing in and around the downtown may be viewed as conflicting land uses at times, it is important to note that these are primary industries with significant economic multipliers. In other words, these industries have ripple effects throughout the local and global economy in terms of related transactions, jobs, and income in other businesses.

Appendix A

Historic Buildings Inventory

The following table identifies potentially historic commercial, governmental, religious, and multi-family residential buildings within the study area. Other potentially historic residential properties are not included; neither are buildings estimated to be constructed after 1937 included. This list includes buildings that already have formal historic recognition in the National Register of Historic Places or are located within a recognized Historic District. This list was compiled from various sources including *A Walking Tour of Historic Downtown Green Bay Architecture* (The Green Bay Chamber of Commerce, 1993), *Broadway District Historic Walking Tour* (On Broadway, Inc., 2012), *Historic Walking Tour* (Green Bay Historic Preservation Commission), and the *Wisconsin National Register of Historic Places* database (Wisconsin Historical Society). Refer to Map 11 for the approximate locations of these buildings.

Table: Historic and Potentially Historic Properties

	Address			Historic Name	Status
1	109	N	Adams St	Schauer and Schumacher	
2	112	N	Adams St	Wisconsin Telephone Company	
3	115-117	N	Adams St	John C. Rockstroh Building and Nick Wagner Building	
4	130	N	Adams St	Frankenthal/CA Gross Building	
5	222-224	N	Adams St	Shaylor Block	
6	304	N	Adams St	Hotel Northland	National Register
7	121	S	Adams St	Federal Building	
8	110-118	S	Adams St	Van Drisse Motors	
9	201-215	S	Adams St	St. Willebrord Church	
10	345	S	Adams St	Elisha Morrow House	
11	607-617		Bodart St	Ed Allen Block	
12	619		Bodart St	Brown County Motors Company	
13	722		Bodart St	Ida Rosenberg Building	
14	109-159	N	Broadway	JL Jorgenson Building, Green Bay Review Printing, Jones Motor Company, Green Bay Ice Cream Company Garage (and others)	In Historic District
15	142	N	Broadway	International Harvester Co.	In Historic District
16	164	N	Broadway	Blesch Brewery	In Historic District
17	213-243	N	Broadway	Platten Building (and others)	
18	309	N	Broadway	Farrah Brothers Confectioners	
19	313	N	Broadway	Unknown	
20	319	N	Broadway	M. Hanrahan Building	
21	320-346	N	Broadway	Larsen Canning Company	
22	331-335	N	Broadway	Peter Wanters Building	
23	401	N	Broadway	Hoffman House Motel	
24	409	N	Broadway	Hiberina House	
25	431	N	Broadway	Unknown	
26	100-114	S	Broadway	Albert Gray Building, Paul Jones Saloon (and others)	In Historic District
27	123-131	S	Broadway	Unknown	
28	124-128	S	Broadway	Rochgreve Brewing Co. (and others)	
29	200	S	Broadway	Green Bay Vocational School	
30	402	S	Broadway	Janquart Building	
31	425		Cherry St	Christ Episcopal Church	National Register
32	901		Cherry St	Central Assembly of God	
33	114	N	Chestnut St	Warren Ringsdorf House	
34	122	N	Chestnut St	First Baptist Church	
35	117-119	S	Chestnut St	Walker's Cleaners & Tailors	
36	815		Chicago St	National Guard Armory Building	
37	201		Doty St	Brown County Motors	
38	200		Dousman St	Chicago & North Western Passenger Depot	National Register
39	300		Dousman St	Chicago & Northwestern Railroad Freight Office	
40	313-317		Dousman St	The Swift Company-Wholesale Meats, Felix DuChateau Saloon	In Historic District

Table: Historic and Potentially Historic Properties

	Address			Historic Name	Status
41	400-408		Dousman St	Lurquin Building, Albert Platten Wholesale Produce, Platten Flour and Feed Store	In Historic District
42	412-416		Dousman St	Colson Groceries, DeClene Building	In Historic District
43	413-423		Dousman St	Platten Brothers Meat Market (and others)	In Historic District
44	509		Howe St	First Methodist Episcopal	
45	439-441	S	Jackson St	Green Bay Auto Supply	
46	235	N	Jefferson St	Young Mens Christian Association	
47	100	S	Jefferson St	Brown County Courthouse	National Register
48	115	S	Jefferson St	Columbus Club	
49	125	S	Jefferson St	Kellogg Public Library and Neville Public Museum	National Register
50	131-139	S	Madison St	St Francis Xavier Cathedral, Pastor's Residence, Cathedral Park Building	
51	315	S	Madison St	East Moravian Church	
52	205	N	Maple St	Saint Patricks Catholic Church	
53	130	N	Monroe Av	First Church of Christ, Scientist	
54	500	N	Monroe Av	Green Bay Welding Company	
55	133	S	Monroe Av	Saint Francis Xavier Convent	
56	139	S	Monroe Av	Annunciation Parish School	
57	345	S	Monroe Av	Raphael Soquet House	
58	425	S	Monroe Av	Grace Manor Apartments	
59	210		Museum Place	Neville Public Museum	
60	306-312		Pine St	Architects Building	
61	427		Saint John St	Saint John's Church, Rectory, and School	
62	612		Stuart St	Grace Presbyterian Church	
63	130	E	Walnut St	Bellin Building	
64	217-221	E	Walnut St	Orpheum Theatre	
65	225	E	Walnut St	Unknown	
66	227	E	Walnut St	Schauer and Schumacher	
67	305	E	Walnut St	Northern Building	
68	414	E	Walnut St	Columbus Office Building	
69	435	E	Walnut St	Press-Gazette Building	
70	633	E	Walnut St	H. Atkinson Residence	
71	201	W	Walnut St	Hartman-Greiling Co. (Overland Car Building)	
72	405	W	Walnut St	West Theatre	
73	201-217	N	Washington St	Root and Son Printers, Kusterman Brothers Building (and others)	
74	223-229	N	Washington St	Neville Building, Chicago Saloon (and others)	
75	115-117	S	Washington St	Fox Theatre	National Register
76	119-131	S	Washington St	Brenner Candy Company, George Larscheid Building (and others)	
77	348	S	Washington St	Freimann Hotel	
78	400	S	Washington St	Milwaukee Road Passenger Depot	National Register
79	401	S	Washington St	Daniel P. Bradley Saloon	
80	500	S	Washington St	Fire Station No. 1	

Appendix B

Downtown Green Bay Design Plan - Downtown Design Guidelines Evaluations

The 1997 Downtown Green Bay Design Plan included a set of Downtown Design Guidelines intended to provide a general framework for the design and development of structures and improvements within the downtown. These guidelines have many applicable components and should be reviewed and used as a basis for the development of current design guidelines for the downtown. These include:

- Discussion and definitions of streetscape zones of activity
- Architectural character
- Articulation
- Alignment
- Awnings and canopies
- Building materials
- Color
- Fenestration
- Modulation
- Proportion
- Roofs
- Signage
- Specialty Equipment
- Structured Parking/Parking Ramps
- Masonry Cleaning/Maintenance

In addition to the guidelines that are applicable, there are several things that should be modified. The most notable is that the structure of the design guidelines is based around the concept of specific Urban Villages within the downtown. These are character zones that were developed as part of the overall Design Plan, but the concept was not fully embraced and is not relevant today.

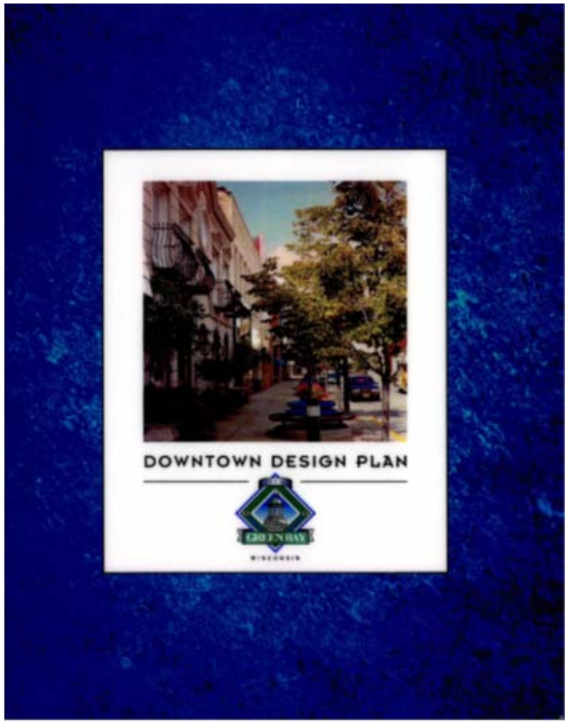
Another modification pertains to the discussion of a Streetscape Zone, where zones of activity within the public right-of-way are defined, including vehicular traffic lanes, parking, streetscape amenity zone and pedestrian zone. However, bicycle lanes are not mentioned and should be considered due to the increased interest in on-street bicycling as an alternate form of transportation. Additionally, the streetscape zone discussion addresses angled parking, but should be modified to also mention the opportunity for back-in angle parking, especially where on-street bicycle lanes are possible, to increase safety.

As part of this section's further discussion of potential streetscape materials, modifications should be made to emphasize natural, durable, and sustainable materials to reduce life-cycle costs. Discussion of streetscape lighting should touch upon more current lighting technology and trends, including LED or other lower energy fixtures and "dark skies" design to reduce unwanted light spillage.

The guidelines that relate to signage should be reviewed for applicability to the desired character of the downtown and modified where appropriate. Further detail and restrictions should be provided for window signs limiting the percentage of display windows that could be dedicated to signs. Additionally, more detail should be provided on the design and sizing of monument signs. The examples given appear potentially oversized and more of a suburban character than may be currently desired.

In addition to these potential modifications to the existing guidelines, there are several topics that should be considered for addition to the guidelines. These include the following:

- Guidance for adaptive use of existing properties.
- More discussion of multi-family infill in the neighborhoods, specifically including townhomes, with guidelines for building placement, treatment of garages, and other related details.
- Expectations and treatment for visible rear-entries to commercial buildings, such as those in the Broadway District where public parking is located behind the buildings.
- Specific additional guidance for corner buildings due to their prominence and visibility.
- Identification of building materials that are specifically not allowed, to complement the existing discussion of preferred building materials.
- Consideration for limiting the number of materials allowed on a building façade to avoid visual clutter.
- Guidance for the screening of ground level service and mechanicals.
- Discussion of sustainable materials.
- Direction on appropriate materials for fences that are visible from public right-of-ways. Consider restricting the use of chain link and requiring decorative metal fence.
- Additional guidance on outdoor cafes, including appropriate placement, decorative fencing or railings, and restriction of plastic furniture or furniture that is not intended for outdoor use.



1997 Downtown Design Plan

DOUSMAN ST
HUBBARD ST
HUBBARD ST
N BROADWAY ST
N PEARL ST
MUSEUM PL
N MAPLE AV
N CHESTNUT AV
PINE ST
N WASHINGTON ST
N ADAMS ST
N JEFFERSON ST
N MADISON ST
BODART ST
CEDAR ST
PINE ST
CHERRY ST
N QUINCY ST
N JACKSON ST
N VAN BUREN ST
E WALNUT ST
S CHESTNUT AV
HOWARD ST
S PEARL ST
S WASHINGTON ST
DOTY ST
HOWE ST
STUART ST
STUART ST
MORAVIAN ST
SCHOOL PL
BRIDGE ST
ARNDT ST
ARNDT ST
ADM FLATLEY CT
CROOKS ST
S JEFFERSON ST
S QUINCY ST
S JACKSON ST
S VAN BUREN ST
S ADAMS ST
ST JOHN ST
CHICAGO ST
CHICAGO ST
MARTIN ST
LAKE ST
CLINTON ST
COMMISSION ST
JEFFERSON WAY
S MADISON ST
E MASON ST
3RD ST
S CHESTNUT AV
4TH ST
5TH ST
CASS ST
CASS ST