AUTHENTICITY

A Strategic Vision for Green Bay's Downtown

DRAFT

Plan Recommendations Report

MARCH 12, 2014

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AUTHENTICITY

The name AuthentiCity was selected for this project as an overall philosophy to guide the process. One of the driving factors of this plan is to capitalize on the unique mix of people, businesses, natural features, amenities, and characteristics that make Green Bay a one-of-a-kind City. The goal is to identify opportunities that could not be achieved in other communities, allowing Green Bay to build on these unique elements and strengthen its competitive position in a world economy, while fostering an increased sense of place and pride. AuthentiCity is not about recreating the past, but instead means planning for growth that embraces Green Bay's history while addressing what the community wants to become, in a way that reflects the unique spirit of the City.

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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*

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Section 1 - Introduction and Purpose

The Plan Recommendations Report of the AuthentiCity Plan provides plan components and recommendations intended to guide development and public improvement within the downtown primarily over the next 10 year time frame. However, some portions of this plan reflect more of a long range vision and reach into a time frame of 15 to 20 years. This report overviews each of the specific recommendations and provides detail and direction for a phased implementation. Additionally, this report documents the public planning process and results to provide support for furthering the recommendations.

Downtown Green Bay

Plan Purpose

The City of Green Bay, as well as Downtown Green Bay Inc., On Broadway Inc., the Green Bay Area Chamber of Commerce, community leaders, property owners, and developers will use the Master Plan for evaluating and promoting planning and development decisions over the next 10 years. The Plan will serve many purposes depending on the needs of each potential audience, which may include:

Development Framework

The Plan Recommendations report will provide a general framework for potential development and revitalization activities within the downtown. City staff, the Plan Commission, the Redevelopment Authority, and the City Council will review development projects for consistency with the goals, objectives and guidelines set forth by the Plan.

Public Investment Guide

The City will use the AuthentiCity Plan Recommendations to guide the prioritization of public investment initiatives and improvement projects. The information on existing conditions and future land use and transportation/transit needs will also be used to seek grants at the regional, state, and federal levels.

Private Investment Guide

The AuthentiCity Plan will provide a base of information about the area's constraints and potential for both local and outside investors interested in developing within Green Bay's downtown. It can also be used as a tool to attract outside developers by highlighting the potential opportunities of the area.

Future Vision

The AuthentiCity Plan will act as a local and regional marketing tool to inform current and future residents, businesses and private investors about the adopted shared vision for this key city and county location. This plan will further support the many other local and regional initiatives that focus on economic development for Green Bay.

Relationship To Existing City Plans

The Green Bay Smart Growth 2022 Comprehensive Plan adopts this plan by reference, as it replaces the 1997 Downtown Design Plan. This plan is consistent with the Smart Growth plan as well as the applicable redevelopment plans for the downtown area.

Living Document

This plan is intended to be a living document. This means that it should be responsive to change, regularly updated, and reflect the dynamics of the changing physical, social, and economic conditions of the downtown.

Section 2 - Plan Goals and Direction

Summary of Public Process

A fundamental component of any successful strategic planning process is community engagement. Employing a multi-layered public process enables the identification and establishment of shared priorities and civic character. It is important that this process achieve both a wide breadth of stakeholders as well as garner a deep understanding of the community issues and opportunities.

Beyond information gathering, a robust, multi-phased public process also plays an important role in ensuring a smooth transition into implementation. Direct participation in the planning process – when community members are able to be seen and heard – fosters trust between neighbors, trust with elected officials responsible for enacting policy, and trust in the project itself. By bringing the community together to develop a shared vision for the downtown, a target is established by which progress can be measured. Additionally, harnessing the energy and excitement generated through public participation efforts is particularly essential during the early phases of a long-term strategic development effort because the tangible effects of such planning will only occur over time.

To achieve these goals, the public process for the Downtown Master Plan used the following four structures for engaging the Community:

- Citizen Steering Committee. A steering committee made up of a cross-section of community stakeholders tasked with guiding the content of the plan, supporting the process and recommending the adoption of the Plan to the Redevelopment Authority and Plan Commission.
- Stakeholder Interviews. One-on-one and small group meetings where the consultant team could obtain the unique insight of key business and property owners, and elected officials.
- Public Workshops. A series of structured forums for community members to meet the consultant team, share their thoughts, and listen to others.
- Online Survey. Dynamic participation tool that helps to reach a broader audience yet provide privacy for honest feedback, while achieving measurable results.

The results of these three outreach structures allow for a "triangulation of data" on common themes and ideas. While the full summaries of the workshops are available in the Appendix of this report, the following pages provide a basic overview of the various outreach efforts, and aggregates the common themes and ideas.

Citizen Steering Committee

The Citizen Steering Committee (CSC) was formed early in the process to help in guiding the process. The group was selected to achieve a cross-section of the community that covered as many of the following categories as possible:

- Restaurant/hospitality sector
- Retail sector
- Hotel/tourism sector
- Entertainment/arts sector
- Financial/lending sector
- Industrial sector
- Community-based non-profit sector
- Small to medium office space user
- Large office space user

- Downtown neighborhood resident
- Navarino neighborhood resident
- Fort Howard neighborhood resident
- Seymour Park neighborhood resident
- Astor neighborhood resident
- Potential future resident

- Architecture and urban design expertise
- Historic preservation interests
- Commercial developer/broker

- Downtown Green Bay, Inc connection
- On Broadway, Inc connection
- City of Green Bay Plan Commission connection
- City of Green Bay Redevelopment Authority connection
- Green Bay City Council connection

- Brown County connection
- 1997 Downtown Design Plan connection

- West side of the Fox River
- East side of the Fox River
- Redevelopment/infill potential
- Age diversity
- Men and women

The CSC met 11 times throughout the process on a monthly basis to identify goals of the process, discuss the strategy and approach to public workshops, review workshop results, and provide input on reports and deliverables.

Stakeholder Interviews

Throughout the Downtown Strategic Development Plan process, 60 to 90 minute interviews were conducted with over 30 stakeholders representing a variety of backgrounds and special interests, such as:

- City Elected Officials
- City Staff
- City Committee & Commission Members
- County Staff
- Downtown Business Owners
- Chamber of Commerce
- Downtown Property Owners
- Area Developers
- Social Service Representatives
- Cultural Organizations
- Local Residents

Public Workshops

PUBLIC WORKSHOP 1

On June 27, 2013 the City of Green Bay's downtown master planning process was officially launched with the first in a series of public workshops devoted to fostering meaningful community participation. This workshop was a kick-off event that provided basic information on the planning process and asked for initial input in an open house format. More than 100 community members attended the event, demonstrating a high level of community interest in the planning effort.

The event was held at the Neville Public Museum and began in the museum's auditorium with a presentation by the Mayor and City staff. The presentation was intended to help the community understand what to expect in terms of the scope, timeline, deliverables, and participation opportunities over the course of the eight-month project. The presentation also provided some initial planning context to help stimulate thinking about the strengths and weaknesses of the present downtown environment. Change was the centerpiece, looking back over the last 10 years at how the downtown has changed, and looking forward to some of the challenges anticipated to accompany the new growth and development that is already underway.

The event then moved to the classroom area of the museum and continued with an open house format. Three stations provided opportunities for input and discussion centered around each of the following questions:

- What is great about the downtown?
- What is missing from the downtown?
- How do you know when you are in the downtown?

Each station was staffed by a facilitator from the project team so that if participants did not want to write their own responses, they could have their thoughts recorded for them.

Steering Committee Project Kick-off Walking Tour

PUBLIC WORKSHOP 2

The Planning Team, including City staff, Lakota, TY Lin, and Goodman Williams Group, conducted the second Community Workshop on Thursday August 29th from 6:00 to 8:00 p.m. at the Neville Public Museum. The purposes of this second workshop were to build on the input received at the first workshop and the stakeholder interviews and collect more specific information regarding the downtown. In advance of the workshop, the team identified specific topics they wanted to receive more input on: the desired future role of the downtown, challenges related to transportation and moving through the downtown, and the preferred character of the downtown.

Upon arrival, participants were asked to sign in and complete a brief survey to identify the general demographics of the participants. Based on the sign-in sheet, 123 people attended the workshop. Only 57 participants filled out the demographics survey but based on the survey results, there was a wide range in age and background in attendance at the event.

The Workshop started with a presentation that provided an overview of initial findings and analysis. This discussion also included common themes collected at the first public workshop.

Following the presentation, participants were able to provide feedback at three separate stations:

- Future mission/role of the downtown
- Transportation barriers and missing linkages
- Visual preference survey

PUBLIC WORKSHOP 3

The Planning Team, including City staff, Lakota, TY Lin, and Goodman Williams Group, conducted the third Community Workshop on Wednesday October 16th from 6:00 to 8:00 p.m. at the Brown County Library. An additional session of this third public workshop was conducted by City of Green Bay staff on Saturday November 16th at the Neville Public Museum. The purpose of the third public workshop was to present and solicit feedback from the participants on a series of alternate concepts and strategies for the downtown. The workshop began with an approximately 40-minute long presentation which included a summary of previous steps, input gathered from the second public workshop, and an overview of the concepts and strategies developed for the downtown. Following this presentation, participants were able to review the concepts and strategies in more detail at a series of stations. Participants were provided ballots to record their input, thoughts, and preferences. Members of the project team were available to answer questions. Based on the sign-in sheet at the October 16th event, 49 people attended the workshop. 38 participants filled out ballots analyzing the concepts. For the November 16th event, 33 people signed the sign-in sheet and 23 completed ballots were turned in.

Concepts were organized into three categories (the workshop presentation and the individual concepts are available for review on the project website):

- Opportunity Sites: Development concepts for key catalytic sites within the downtown
- Policies and Programs: Concepts and strategies for policies and programs that would enhance targeted areas within the downtown.
- Public Improvements: Concepts for enhancing areas, like roadways and river edges, which are within the public realm.

Participants were asked to rate the importance of each concept to the downtown, with the choices being: high, medium, low or not at all.

Public Workshop 2

Public Workshop 3

ONLINE SURVEY

The project team identified the desire for additional input beyond what was collected at the workshop, so an online survey was prepared to collect additional information. The survey was organized to solicit input on both preference and importance. Due to the amount of information covered, the survey was offered in a short version and a more detailed version to allow participants to choose how much time they were able to commit.

The survey was made available online from November 7th to November 20th. A link to the survey was provided on the project website, and announcements were sent out to the project mailing list and through Downtown Green Bay Inc.'s weekly email newsletter. Of the 424 surveys started, 281 were completed. This total was above the project team's expectation and similar or better to comparable planning projects. Of the surveys completed, 46% were the short version and 54% were the detailed version.

Public Workshop 4

PUBLIC WORKSHOP 4

The Planning Team, including City staff and members of the Lakota team conducted the fourth Community Workshop on Thursday December 12th from 6:00 to 8:00 p.m. at the Neville Public Museum. The purpose of the fourth public workshop was to present the structure and components of the draft Master Plan and solicit feedback from the participants to confirm that the process continues to move in the appropriate direction. The workshop began with an approximately 60-minute long presentation which included an overview of the public participation to date and the results of the online survey, review of draft Master Plan vision and goal statements, discussion of the Master Plan components and recommendations, and information about implementation strategies for the Plan such as priorities and timing. Based on the sign-in sheet, 45 people attended the workshop.

Following this presentation, the group moved into a classroom space with several break-out tables. At each of the tables were large-format copies of the plan maps and graphics for review and discussion. Additionally, copies of the vision and goals were available for review and comment. Participants were organized at each table in groups of five to eight people, with a project team representative as a table facilitator. General questions were provided to help guide the conversation. The tables spent approximately 40 minutes discussing, and then all tables were asked to report back to the entire group.

Summary of Community Input

The following lists represent some of the major topics, themes, and supporting observations covered during the public participation efforts conducted throughout this process.

General Observations

- The last 10 years have had a large impact on improving people's perception of the downtown, due to projects such as the CityDeck, Schreiber Foods, and improvements in the Broadway District.
- There is a current positive momentum in the downtown.
- There is an appreciation that the City is being proactive and developing a plan for the downtown, as opposed to being reactive.

Future Role of The Downtown

- There is agreement amongst stakeholders that the primary future role of the downtown should be to provide for the next generation of Green Bay residents, indicating that the plan should look to current trends and future demands.
- It is also agreed that the future role of the downtown should include increased music, theater, and the arts to expand the role of the downtown as a cultural center for the region.
- Increased residential density is also a high priority for the future of the downtown.

Business Mix

- There is an appreciation for the mix of office, service, and retail businesses already located within the downtown.
- New and relocated office anchors, including Schreiber and Associated Bank, are positively viewed as they bring more activity to the downtown.
- The Broadway District is well regarded for its character and mix of businesses.
- More grocery options are desired in the downtown to support the growing residential population.
- Stakeholders would like to have wider range of dining choices in the downtown.
- While there was a stated desire for specific businesses and services in the study area, including grocery, restaurant, and food options, stakeholders generally put a higher priority on other goals for the downtown, such as increased cultural uses.

Residential Uses

- A strong desire was expressed for additional residential choices and generally more residential uses in and around the downtown.
- Townhouses were specifically supported throughout the process.
- Stakeholders identified that, especially in the near-downtown neighborhoods, housing quality and overall property maintenance needed improvement.
- Connectivity should be improved from the adjacent neighborhoods to the downtown, specifically for pedestrians and bicyclists.

Civic, Institutional, & Cultural Uses

- The Meyer Theater, Neville Museum, Children's Museum and Brown County Library are key cultural anchors in the downtown.
- Stakeholders appreciate the vibrancy created in the downtown by special events, including the two farmers markets, which occur throughout the year.
- These uses should be complemented by other cultural elements, including public art, to achieve a critical density and an elevated sense of place.

Open Space

- The Fox River is a critical downtown amenity that draws people to the downtown.
- A central green or town square is desired for the downtown.
- The west side of the river was indicated as the biggest opportunity to activate the river's edge, through enhancements and trails, similar to what has occurred on the east side of the river.
- Some stakeholders indicated the desire for more active amenities at downtown parks, such as playgrounds.

Downtown Character & Aesthetics

- Much of the historic fabric of the downtown has been lost due to projects like the downtown mall. The remaining resources of historic or architectural significance need to be preserved.
- The downtown could support taller buildings and more density.
- The building form and character of the downtown should be urban, and avoid more suburban characteristics such as large building setbacks and parking lots in front of the buildings.

Transportation & Transit

- Walkability within downtown helps create a positive urban character.
- The Fox River Trail is a significant amenity for the downtown and should be built upon with other trail connections.
- Connectivity over the river, tying together the east and west sides of the downtown, was repeatedly mentioned as an important aspect of this process.
- Stakeholders generally supported additional bicycle amenities throughout the downtown to encourage more biking and make it safer and more comfortable for cyclists.

Vision Statement & Goals

Downtown Vision

It is the year 2029, and the City of Green Bay Downtown Master Plan has become reality...

Green Bay's downtown has successfully leveraged its momentum, and the results look to the future, honor the past, celebrate community identity, embrace livability, and sustain the environment. Green Bay's downtown is a truly authentic place - the heart and soul of a world-class city.

The downtown **looks to the future** by attracting and retaining the next generation of Green Bay residents. The downtown is exceptional in its depth of enriching places and experiences meeting the unique needs and desires of the new generation of creative workers. A strong sense of community has provided many opportunities for people to be involved, to serve the less fortunate, and to connect with each other. Night-life has evolved, providing broader options for music, culture, dining, and gathering. Walking, bicycling, and transit enhancements better serve those who prefer not to or are unable to drive. A growing base of high quality jobs coupled with an entrepreneurial environment continues to fuel downtown's attractiveness to talented professionals of all ages and ethnicities.

The downtown **honors the past** in its built environment by preserving and rehabilitating its historically and architecturally significant buildings and by ensuring quality design in new construction. The loss of historically significant buildings has been halted by establishing stronger and more consistent preservation measures. The quality of new construction has been elevated by establishing more effective architectural design standards. Both of these measures have been accomplished with the support of the community, and the economic benefits have been continued private investment, lasting value in new construction, and a lower cost of construction for reuse and adaptation projects.

The downtown looks to the future by attracting and retaining the next generation of Green Bay residents.

The downtown honors the past in its built environment by preserving and rehabilitating its buildings.

The downtown **celebrates community identity** as the recognized cultural center of the region. The formulation and implementation of a Cultural Plan helped to strengthen the presence of arts, science, history, and education, distinguishing a vibrant downtown sense of place. A strengthened museum grew from a renewed commitment by the entire Green Bay community. Growth in the arts resulted in advancement of the Main Street arts district, establishment of a downtown fine arts community, and emergence of a performing arts cluster centered around the Meyer and Orpheum Theaters. Educational resources and opportunities are growing in the downtown. Public art in the downtown has been refreshed with new contributions from the community and is included as an element of every major public works project.

The downtown **embraces livability** and has become a population center with significantly greater and appropriately designed residential density. The virtuous cycle of downtown job growth and downtown living options has rippled into the Navarino, Fort Howard, and Seymour Park neighborhoods resulting in a diversified demographic, infill and rehabilitation of the existing housing stock, and greater pride of ownership from both owner-occupants and landlords. More downtown workers live downtown. Educational attainment levels and incomes have risen. Affordable housing options have not been eliminated, but high quality affordable housing appropriately integrated into the neighborhoods has become the norm. In the downtown itself, housing choices include more apartments of varying rents and sizes, from luxury to efficiency, and more townhomes for those seeking a lower maintenance lifestyle like “empty-nesters” and young professionals. The supply of townhomes provides a transition between the downtown core and the surrounding traditional neighborhoods. Key ingredients to greater downtown livability have been the New Leaf Market and other grocery options, safer and abundant bicycle routes, the East River Trail Connection, a more frequent transit schedule, and a better balance between parking areas and building density. Safety has continued to improve with reduced crime levels, proactive law enforcement, and a comprehensive approach to the causes and effects of homelessness.

The downtown celebrates community identity as the recognized cultural center of the region.

The downtown embraces livability and has become a population center with significantly greater and appropriately designed residential density.

The downtown **sustains the environment** by continuing to provide a place for efficient use of the land base, less polluting (and non-polluting) forms of transportation, and well-designed urban density. People downtown are connected to the natural environment through the Fox River. The naturally softened west shore of the Fox River compliments the hardscape of the CityDeck, provides recreational boat docking, and visually reduces the distance between the east and west shores. Visible improvement in water quality has become apparent with improvements to the agricultural landscape throughout the Fox River watershed and continued diligence in urban stormwater management and construction site erosion control.

Green Bay's downtown is a **truly authentic place**, unmatched in Northeast Wisconsin and globally recognized as a great place to live, visit, and do business. With the increase in residential population, growth in cultural features, addition of numerous new corporate headquarters, and continued small business profitability, its sidewalks are bustling once again. Active community spaces, like the CityDeck and CitySquare, host a full schedule of programmed events, daily walking traffic, and impromptu gatherings. Special and historic places like the Hotel Northland, the Broadway district, and the expanded KI Convention Center add regional and national draw to the Green Bay metropolitan area. A strong connection unifies the east and west sides of the downtown around the Fox River and is supported by a visually pleasing and comfortable pedestrian route formed by the beautified and functional streetscapes of Washington, Broadway, Walnut, and Main Streets. Visually unifying elements and new wayfinding features joined with enhanced bridges create this pedestrian linkage.

The downtown sustains the environment by continuing to provide a place for efficient use of land.

Green Bay's downtown is a truly authentic place, unmatched in Northeast Wisconsin and globally recognized as a great place to live, visit, and do business.

Goals and Objectives

1. Expand the downtown's economic base and continue to improve its competitive position in the global marketplace.
   a. Partner with downtown's existing businesses in their growth and expansion plans, where appropriate and consistent with the City's adopted plans.
   b. Recruit additional employers to locate in the downtown with an emphasis on firms that are not already located in Northeast Wisconsin or the state.
   c. Encourage entrepreneurial growth in partnership with Greater Green Bay's economic development agencies, educational institutions, and existing businesses.
   d. Encourage reinvestment in commercial real estate toward increased occupancy.

2. Continue to make the downtown and its surrounding neighborhoods very livable places.
   a. Increase housing choices for young professionals, empty nesters, and the creative class, resulting in more downtown workers living downtown.
   b. Encourage continued housing reinvestment in the Fort Howard, Navarino, and Seymour Park neighborhoods toward increased owner occupancy and improved options for family housing.
   c. Improve the efficiency of land dedicated to automobile parking, and increase the density of appropriately designed development.
   d. Add grocery and other essential retail options to the downtown.
   e. Integrate multi-use trails and both public and private green space into new development and redevelopment, where appropriate.

3. Improve connectivity and increase choices for getting to and around the downtown.
   a. Continue to feature the downtown as a distinctly walkable and bikeable place.
   b. Improve pedestrian and bicycle connectivity between the downtown and the surrounding neighborhoods, thus improving connectivity to the entire Green Bay area.
   c. Strengthen the connection across the Fox River with an attractive and distinguished pedestrian route that ties together Washington, Broadway, Walnut, and Main Streets in an inviting way.
   d. Increase transit availability as the downtown population grows.
   e. Invest in a new system of wayfinding features.

4. Preserve and expand upon the features that make Green Bay's downtown an authentic place.
   a. Involve the community and reach a consensus around the value of historic preservation.
   b. Enact appropriate historic preservation measures, and keep remaining historically and architecturally significant buildings reasonably intact.
   c. Enhance design review processes and standards so that the built environment (e.g., new buildings, monuments, parks, streets, etc.) is designed with lasting value.
   d. Include opportunities for public art with every major public works project. Encourage the same with significant private development projects in the downtown.
   e. Encourage enhancing existing cultural resources and creating new ones that provide unique opportunities for both residents and tourists.
   f. Support regional efforts that will improve water quality in the Fox and East Rivers and the Bay.

Section 3 - Plan Overview

Green Bay's downtown Master Plan has been divided into two separate framework graphics to describe the physical components recommended for the next 10 to 20 years of downtown development. In addition to the elements identified in these two framework plans, there are additional policy and program components to the Master Plan that are identified in detail within this report.

Land Use Framework

The Land Use Framework (see Map 1: Land Use Framework) provides guidance for a range of projects and policies for the downtown. These initiatives are organized into the following categories:

- **Catalytic Projects**
  These are projects that, through the public Master Plan process, have been identified as critical to the continued development of the downtown, and important to the evolving desired character of the downtown. These projects are seen as projects that should be appropriately planned and budgeted for, to be accomplished within the time frame of the Master Plan.

- **Secondary Development Opportunity Zones**
  These are areas in the downtown identified as important to the character of the downtown. However they are not seen as the primary priority for the limited resources of the City within the implementation timeframe of this plan, although appropriate redevelopment is still encouraged for these areas. So instead of the City taking a direct, active role in redevelopment, implementation actions for these zones focus on providing clear policy and regulating documents to guide development when it does occur.

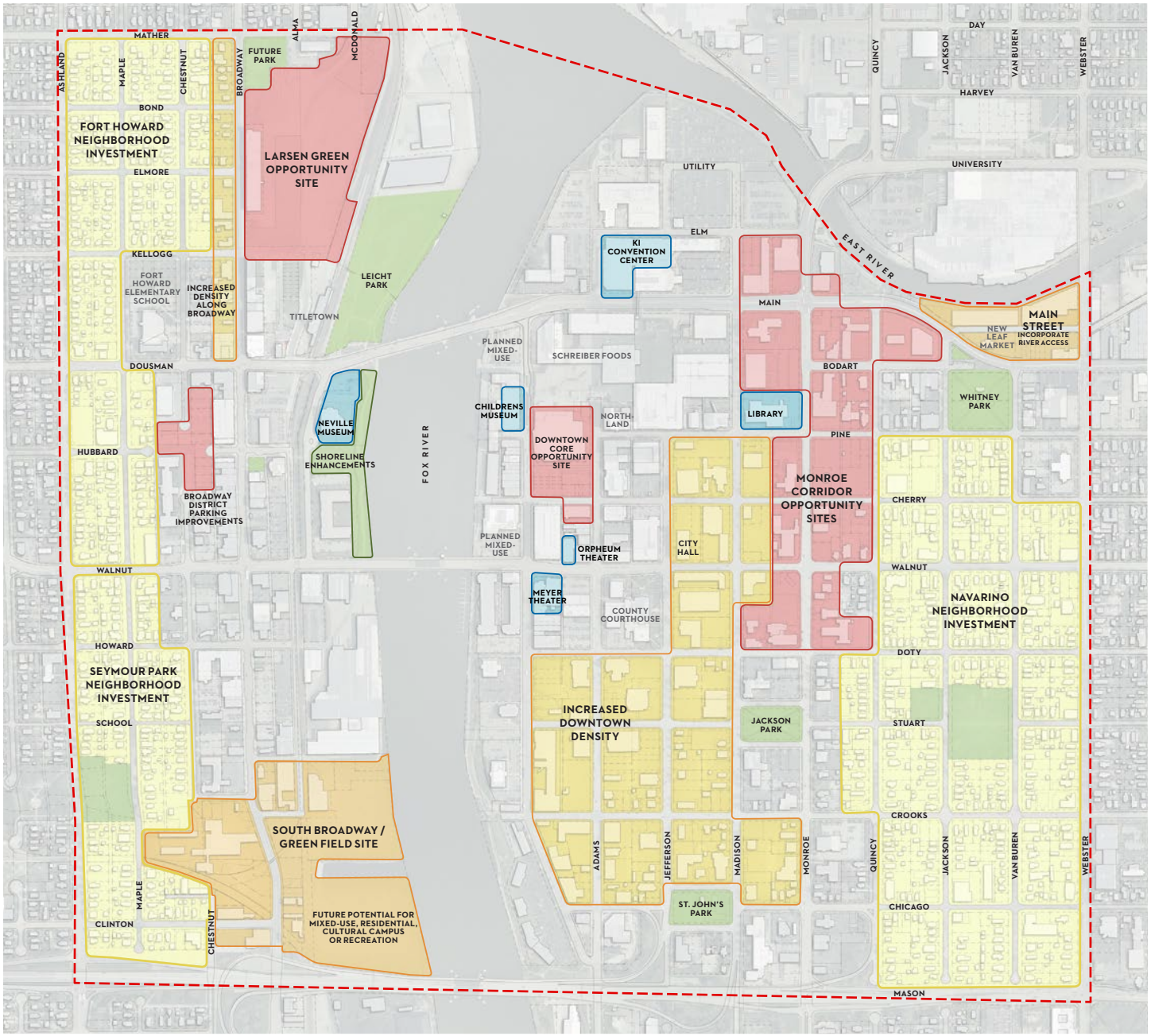
- **Neighborhood Investment Areas**
  These areas are a subset of the Secondary Development Opportunity Zones, in that they are not portions of the downtown where the City is seen to have a direct, active role in redevelopment. Instead, similar to the secondary zones, the City should implement policy that provides appropriate guidance to encourage and allow for the desired development to occur.

Transportation Framework

The Transportation Framework (see Map 2: Transportation Framework) provides guidance on the range of multi-modal transportation projects envisioned for the downtown. The majority of these projects seek to improve connectivity within the downtown, specifically between the two sides of the river, and between the downtown core and the surrounding neighborhoods. Additionally, there are a range of roadway projects that include bicycle and pedestrian enhancements in a "Complete Streets" approach.

Legend

- STUDY AREA
- PARKS / OPEN SPACE
- CULTURAL ANCHOR ENHANCEMENTS
- CATALYTIC DEVELOPMENT PROJECTS
- SECONDARY DEVELOPMENT OPPORTUNITY ZONES
- NEIGHBORHOOD INVESTMENT AREAS

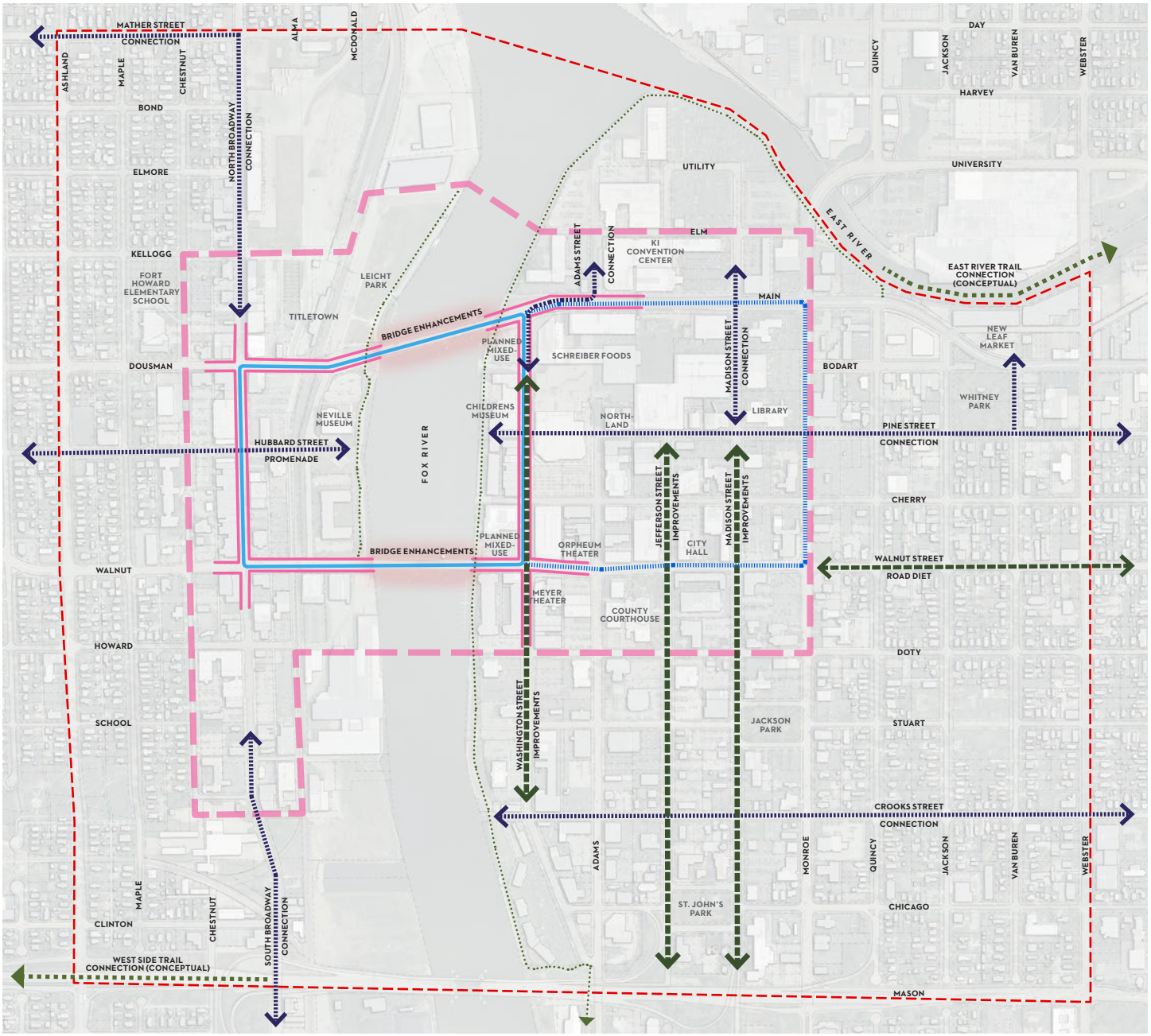


NORTH

Map 1: Land Use Framework

Legend

- STUDY AREA
- PEDESTRIAN HIERARCHY STREETS
- FUTURE PEDESTRIAN HIERARCHY ZONE
- PRIORITY STREET IMPROVEMENTS
- EXISTING TRAILS
- PLANNED TRAILS
- IMPORTANT NEIGHBORHOOD CONNECTIONS
- PRIMARY CIRCULATOR LOOP
- SECONDARY CIRCULATOR LOOP



Map 2: Transportation Framework

Section 4 - Specific Plan Recommendations

Catalytic Projects

As established in the Land Use Framework, the following six projects further the downtown vision and goals, and have been strongly supported by the community through the Master Plan process.

- Larsen Green
- Monroe Corridor
- Downtown Core Enhacements
- Broadway Parking Enhancements
- Hubbard Street Promenade
- Shoreline Enhancements

As catalytic projects, the community anticipates that their implementation would spawn additional momentum and downtown growth. Some of these projects should be actively implemented over the ten-year time horizon defined by this plan. Some of these are longer term initiatives that will require many entities to come to the table and work together. Other projects are already in motion to some extent, and the plan strives to provide form and guidance to future implementation efforts. In all cases, the following concepts are intended to show what is possible and desired by the community, but not to necessarily prescribe a specific site design or land use. A goal of this plan is to provide guidance on the overall form and feel of future downtown development.

The following is provided for each project:

- A brief description of the concept, including how it addresses components of the downtown vision and goals;
- Case studies or economic and market information to support the rationale for moving each concept to reality; and
- A suggested implementation approach, including potential partners, funding sources, and next steps.

The concept plans included are intended to aid visualization and portray general ideas for each redevelopment area. The precise building layouts, circulation patterns, square footage, and other details are not intended to be regulating. Further study and creativity by future developers is encouraged. No assumptions should be made about the feasibility of specific design elements of these concept plans, and various approvals might be required, including, but not necessarily limited to: federal, state, and local regulatory approvals, traffic impact assessment and intersection improvements, Americans with Disabilities Act (ADA) compliance, zoning and site plan approval, and the like.

Larsen Green

The concept for this site envisions a new mixed-use commercial, retail, and multi-family neighborhood located at the Larsen Green property (see Figure 1: Larsen Green Development). The Broadway District has become a very popular and successful district over the past decade. This in turn has helped to revitalize and re-invigorate the Fort Howard neighborhood, located just west of North Broadway. While Fort Howard is predominately single-family residential in character, recent national trends in housing have shown a high increase in interest for multi-family residential, both rental and owner-occupied. This is due in part to an aging population that no longer wishes to maintain a single-family home, and younger professionals who want the flexibility and freedom to move when they so desire. Two strategic goals of the Larsen Green project are to provide a variety of housing options for those who do not have a desire to own a single-family home, and to increase downtown residential density in order to better support downtown businesses and retailers. Additionally, there is a desire for well designed, mixed-use development in appropriate locations to support the Broadway District character.

While the Fort Howard neighborhood offers traditional, urban single-family housing for those interested in living near downtown, in order to attract and retain the next generation of Green Bay residents it is important to offer a variety of housing options for those not currently interested in home ownership. The Larsen Green project seeks to do just that. The project envisions over 280 new residential units in three different forms:

Concept Data

- **A** NEW COMMUNITY PARK
- **B** MULTI-FAMILY RESIDENTIAL
- **C** NEW TOWNHOMES
- **D** MULTI-FAMILY RESIDENTIAL
- **E** WAREHOUSE RE-USE
  - Potential for loft units, live/work space, office, and commercial.
- **F** NEW TOWNHOMES
- **G** MULTI-FAMILY RESIDENTIAL BLOCK
- **H** NEW RETAIL OR MIXED-USE DEVELOPMENT
- **I** TRIANGLE PARK
- **J** ENHANCED LEICHT PARK
  - Enhancements to northern 5.5 acres of Leicht Park.
- **K** PLANNED TITLETOWN REDEVELOPMENT
- **L** NEW RETAIL OR MIXED-USE DEVELOPMENT
- **M** PEDESTRIAN OVERPASS

NORTH

Figure 1: Larsen Green Development

- Approximately 160 multi-family residential units, which could be either condominium or apartment, are shown in five buildings. The two buildings shown at the intersection of Bond Street and North Broadway would range from four to five stories and act as a gateway into the new development as Bond Street becomes one of three main entries into the project. The three other buildings are shown located along McDonald Street, which is extended south into the development and then curves to connect with Kellogg Street. These buildings are shown as 5 stories tall and would incorporate parking on the first floor. This would buffer any units from the nearby train tracks and bring height to the units, possibly offering views of Leicht Park and the Fox River.
- There are 42 new townhomes also envisioned for the development. Of these, 13 townhomes would be located along Bond Street and McDonald Street. The other 29 would be located along a new road, the extension of Donald Driver Way. This new boulevard extension would extend from Dousman Street up to Bond Street. Donald Driver Way would be the signature street of the development, a very green and inviting roadway enhanced with shade trees, ornamental trees, and other landscape amenities.
- In addition to the townhomes, 82 loft units are envisioned for the existing warehouse located along North Broadway. This existing 3-story building could be converted to residential lofts on the second and third floors. The first floor would be converted to 82 internal garage parking spaces for the residential units with some limited commercial space located on the first floor along North Broadway. This building offers a unique opportunity for adaptive use, and also could be used for live-work housing, which was raised as a desire by the community several times throughout the process, or to allow for incubator space for developing businesses. The concept shows 82 surface parking spaces provided behind the building in order to accommodate the residential demand for parking.

New residential buildings incorporate the site back into the neighborhood while creating more housing options .

Mixed-use redevelopment can add new housing while also reinforcing the existing pedestrian-oriented character.

New residential lofts are envisioned in the existing warehouse building along North Broadway.

Commercial development is also envisioned for the Larsen Green project, to help integrate it into the Broadway District. While Titletown Brewing has redevelopment plans for the east side of Broadway between Dousman and Kellogg Streets, the Larsen Green project envisions a mid-size commercial use just north of this redevelopment on the northeast corner of Kellogg and North Broadway. This one-story, or potentially multi-story, 25,000 square foot footprint building is shown with 100 surface parking spaces or 4 spaces per 1,000 square feet. This commercial use would act as a northern retail anchor to the North Broadway District and bring value to the proposed residential units by providing nearby and walkable retail services. Another one-story 7,000 square foot commercial building is shown at the intersection of Donald Driver Way and Kellogg Street.

Three signature green spaces are envisioned for the Larsen Green project. The first is located at the corner of Mather Street and North Broadway adjacent to the New Community Shelter. The Shelter is actively trying to preserve and enhance this vacant site as a community green space, which would act as an amenity not only for the Shelter, but to new residents of Larsen Green and also the Fort Howard neighborhood. The second greenspace is located at the intersection of Kellogg Street and Donald Driver Way and is being referred to as "Larsen Green". This central greenspace acts as an internal organizing element and iconic space that brings the multi-family and commercial uses together. The space acts as a gateway to the residential portion of the development for those entering from Kellogg Street or. It also provides a space for residents to gather or for those patronizing the commercial uses to meet. The third greenspace recommended for the Larsen Green project is the enhancement of Leicht Park, approximately 5.5 acres of land along the Fox River that do not currently have significant improvements but are targeted in the forthcoming Leicht Park Master Plan as improved park space for large events and gatherings. A pedestrian overpass or underpass is suggested near the Kellogg Street intersection in order to provide safe access for new residents or commercial patrons to access Leicht Park. This over/underpass also provides a way to make the additional parking spaces located in Leicht Park available for Titletown or other uses (see Figure 2: Larsen Green Perspective).

Figure 2: Larsen Green Perspective (looking northeast from Dousman Street)

MARKET IMPACT

A recent housing study and consumer survey indicate support for new residential development. The 2012 Baker Tilly Housing Study identified a housing market area for the downtown that had a population of approximately 104,000. The number of households in that area was forecast to increase by an annual average of 252 households over five years. Market conditions were found to be healthy, with a vacancy rate of only 2.3% in 20 market-rate, affordable, and subsidized apartment properties. Baker Tilly estimated current demand for market-rate rental apartments to be 284 units, although some of that demand would be met by projects that were underway. Further, it was assumed that demand from outside the housing market area would generate an additional 25-30% of future demand. To provide additional context, it is noted that the City of Green Bay added an annual average of 130 multi-family housing units from 1996-2011.

The Baker Tilly study did not directly address the question of how much rental housing could be absorbed downtown. Insights to downtown housing demand are provided in an online housing survey conducted in 2013. The survey, which was promoted by downtown businesses and organizations, received 1,891 responses. About half of the respondents were from people who lived or worked downtown. While 8.6% of respondents already lived downtown, almost 25% indicated that they were considering living in Green Bay's downtown. When asked about likely future housing preferences, the results revealed a dramatic shift away from single-family detached housing toward condominiums and townhomes as a future choice. The survey reinforced the importance of a grocery store and open space/ parks as neighborhood amenities.

Of the 2012 downtown population of 4,165, ESRI estimated that 54.4% is in the age range of 25-64 and likely to be in the labor force. Downtown employment is estimated to be 12,334. These workers will be the significant driver of demand for downtown housing. Potential demand is described as younger professionals, newcomers to Green Bay, and downtown workers, categories that are not mutually exclusive. The development concept shown for Larsen Green, incorporating open space and a walkable environment and with access to community shopping and employment opportunities, offers the lifestyle sought by the target demand segments. The availability of diverse housing choices, including rental and for-sale housing, will be a valuable tool in attracting businesses to Green Bay's downtown.

New townhomes could define a modern and unique urban lifestyle close to the Broadway District.

An enhanced waterfront can activate this stretch of the river.

Former warehouse buildings are often successfully reused for office or institutional uses.

IMPLEMENTATION APPROACH

This concept represents the shared community vision for this site. Currently, an alternate development is being proposed and will ultimately either be approved or denied for this site. If the alternate proposal is denied, the vision represented here should be pursued by the City and On Broadway Inc. (OBI), who owns the developable land.

Using this plan, and in light of the improving economy and growing momentum in and around the downtown, the first step should be issuing an RFP for potential developers. The project could also be divided up into separate projects by a Master Developer, selecting specific developers to handle portions of the overall site such as the adaptive use of the warehouse building, the townhomes, the apartment or condominium buildings, and the commercial development. Ultimately, the City may assume the role of Master Developer in default to help move the project forward, depending on initial interest.

The City should refine the Planned Unit Development Overlay Zoning for this site to bring it into alignment with the community-supported concept. Currently, the PUD does not allow residential as a first-floor land use. Other regulations and lot-specific restrictions within the PUD may need to be modified to create the appropriate environment for a successful development.

City Public Works and Engineering should begin to identify and budget for any utilities work that would be necessary for implementing the plan. Environmental testing should be completed to confirm that appropriate remediation has occurred to allow for residential or other uses.

If the City is able to acquire the northern portion of Leicht Park, then the City's Parks Recreation and Forestry Department could complete its Master Plan for the Park. Consideration should be given to incorporating the pedestrian underpass/overpass into the Master Plan. Budgets for implementing the Master Plan, including establishing site control for the northern portion of the park, should be allotted in the Capital Improvement Budget.

When the project moves forward, the City will likely need to participate financially. The site is located within a TIF district which can be used to pay for public improvements, including roadways. Similar to the previous concept, the City should encourage density on this site to build value and capacity within the TIF. In addition to TIF, infrastructure and brownfield grant programs may be available, as there has been a recent statewide push to reinvent old industrial sites. The City should monitor these grants and programs and pursue them where applicable.

Retail infill should respect the surrounding context and reinforce the existing pedestrian-oriented character.

Shared greenspaces can be the organizing element that defines a new residential neighborhood.

Monroe Corridor

Monroe Avenue is an important corridor for Green Bay's downtown. As a transportation corridor, it acts as STH 57 and connects USH 172 to the south with STH 54 (Mason Street), STH 29 (Walnut Street) and USH 141 (Main Street). Monroe Avenue carries a significant amount of traffic, close to 10,000 cars a day, and is one of the primary thoroughfares within downtown. As an important corridor, Monroe Avenue has the potential to act as a seam that unites downtown with the Navarino neighborhood. In its current state, however, Monroe Avenue acts more as a barrier, creating an eastern border separating downtown from the Navrino neighborhood. This is mostly due to its physical form and its prioritization of moving vehicular traffic quickly through the area rather than providing destinations within it. Additionally, the large amount of surface parking that is present along the corridor gives the impression that the corridor functions as the edge of downtown, where people park their cars and walk into downtown, rather than being a part of downtown itself.

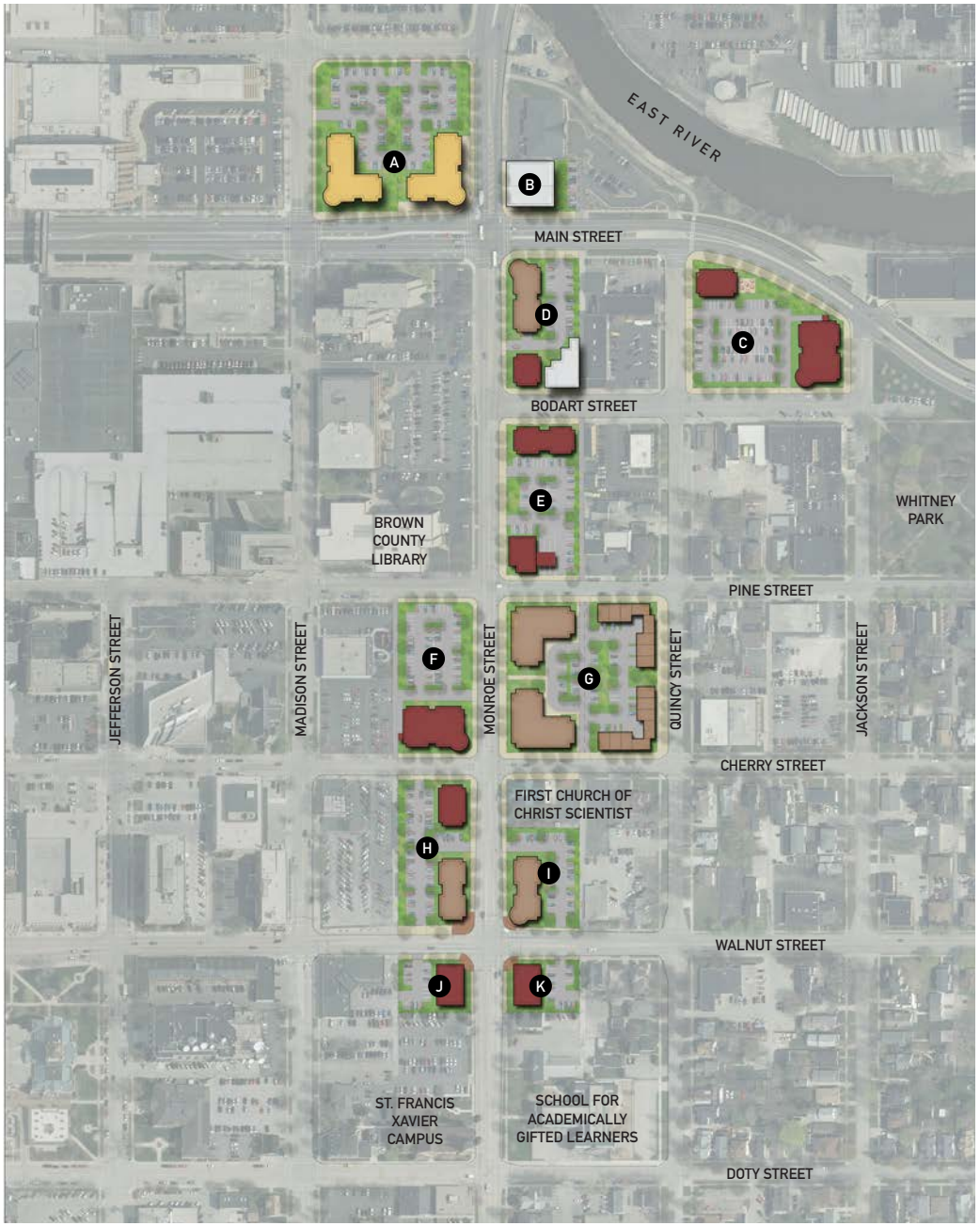
Investments are currently being made to upgrade Monroe Avenue and this provides the opportunity to redefine and rebrand the corridor. This project can also build on energy created by the new School for Academically Gifted Learners, a magnet school drawing people to the corridor. Through the public engagement process it was expressed that Monroe Avenue should be redeveloped with a mix of uses and well-designed density (see Figure 3: Monroe Corridor Development Concept). The concept for this corridor allows for a range of uses, including retail, restaurant, office, mixed-use, and residential – all as standalone uses or in mixed-use developments. Community input expressed a desire for Monroe Avenue to look and feel more like downtown with taller buildings and activated first floors that create a pedestrian-friendly environment along the corridor, rather than looking like a suburban corridor comprised of single-story, single use buildings with large setbacks and surface parking lots (see Figures 4 and 5: Monroe Avenue Perspectives).

Retail buildings should be constructed of high quality materials and reinforce a pedestrian-oriented environment.

Townhomes should be used to buffer and transition retail uses along Monroe Street to the single-family neighborhood.

Concept Data

- A OFFICE REDEVELOPMENT
- B BUILDING REHABILITATION
- C RETAIL REDEVELOPMENT
- D MIXED-USE REDEVELOPMENT
- E RETAIL REDEVELOPMENT
- F RETAIL REDEVELOPMENT
- G RESIDENTIAL REDEVELOPMENT
- H MIXED-USE REDEVELOPMENT
- I MIXED-USE REDEVELOPMENT
- J RETAIL REDEVELOPMENT
- K RETAIL REDEVELOPMENT



NORTH

Figure 3: Monroe Corridor Development Concept

MARKET IMPACT

The Monroe Avenue corridor provides an excellent opportunity for a range of locally or independently owned retail and commercial businesses. A mix of both goods and services will help in positioning the corridor as a destination. It is anticipated that most patrons will arrive by car and expect to park near the business, though the proximity to the downtown core and adjacent neighborhoods will allow for walk-up business. The customer base will primarily consist of households from local neighborhoods and throughout Green Bay as well as downtown workers. Examples of commercial businesses that might be attracted include the following:

- Retailers such as bicycle or other specialized hobby/sports shops
- Home goods stores with, for example, carpeting or window treatments
- Specialty food shops
- Personal services such as salons and fitness centers
- Medical care providers, Walgreens pharmacy
- Business services such as Federal Express/ Kinkos
- Professional Services

National chain restaurants generally look for sites with daily exposure to 20,000 vehicles, which is more than twice what Monroe Avenue currently carries. However, there may be an interest from these markets at intersections with larger capacity roadways, such as Main Street, where the traffic volumes are higher.

IMPLEMENTATION APPROACH

It is anticipated that the initial developments interested in this corridor may be more auto-oriented uses traditionally found on suburban corridors. The challenge will be to create a new image for the corridor and provide appropriate guidance to developers to achieve the community vision. To accomplish this, the City will need to address both components of this issue. The City will need to portray the new community-supported vision through any marketing materials and communication for the corridor, and the City will need to establish regulations to control the form of new development on the corridor.

Figure 4: Monroe Avenue Perspective (at Walnut Street looking north)

To help pave the way for the desired development and to develop momentum on the corridor, the City and the Redevelopment Authority should consider taking a more active role in land assembly. This would involve buying and consolidating properties along the corridor, and then working to find appropriate users or developers. This would allow the City more control over the initial redevelopments along the corridor.

To establish regulations, the City has several tools at its disposal. The City can create an Overlay Zoning District that would provide additional guidance. This zoning could be expressed as traditional zoning or as "form-based" zoning. Form-based zoning differs from traditional zoning in that it focuses more on the physical form of development and less on land use. A form-based zoning approach could also be established as a new district as opposed to an overlay. Additionally, design standards could be developed to provide further guidance on the character of development, beyond what the zoning controls.

Retail buildings with drive-thrus should be urban in form and provide entrances along the street.

Figure 5: Monroe Avenue Perspective

Regardless of the direction the City takes, a shared common first step is to establish some sort of "regulating plan" that conveys key considerations for guiding future development. For this downtown Master Plan, a preliminary regulating plan was developed to provide additional direction for implementation (see Figure 6: Monroe Corridor Preliminary Regulating Plan).

Retail buildings should be urban in form and provide entrances along the street with storefront windows.

The regulating plan shown focuses on the key priorities established by the community through the public process, which were to achieve a more pedestrian-friendly character with active uses holding the streetwall, especially closer to key intersections. The intersection of Walnut Street and Monroe Avenue is important as it acts as a gateway to the downtown core area. Therefore the regulating plan shows retail as the first floor use at this location, with institutional uses also being acceptable (due to the proximity of St. Francis Xavier and the School for Academically Gifted Learners). Since the west side of Monroe is considered part of the downtown core, retail, office and institutional should be the only acceptable first floor uses of redevelopment in that area. Similarly, redevelopment along Main and Bodart Streets should encourage retail, office, and institutional first floor uses due to the high visibility and traffic counts along Main Street and the existing commercial fabric along Bodart Street. Redevelopment along the eastern side of Monroe Street at and in between the Pine and Cherry Street intersections and along Quincy Street allows for residential uses on the first floor in addition to retail, office, and institutional uses, as a transition into the Navarino neighborhood.

Building frontage is a key urban design characteristic that defines an area as either pedestrian or vehicular oriented. Developments with a low percentage of building frontage often define an area as vehicular-oriented because there is no building wall or street edge to make pedestrians feel comfortable as they walk up and down a corridor. Developments with a high percentage of building frontage are often considered pedestrian-oriented, similar to the Broadway District, because they create a sense of enclosure on the street that is comfortable to pedestrians while also creating opportunities for storefronts and window displays. The regulating plan for the Monroe Corridor requires new buildings to hold a minimum of 50% of the frontage. This will ensure that new developments along the Monroe Corridor will be pedestrian-oriented and will respect the existing character of downtown and the Navarino neighborhood. Additionally, new developments that occur near the Walnut and Monroe Streets intersection should hold a minimum of 70% of the frontage in order to reinforce the gateway character of that intersection. Redevelopment near the Main and Monroe Streets intersection should also be required to hold a minimum of 70% of the frontage, as well as redevelopments near the Main, Bodart, and Jackson Streets intersections.

The City's next steps would be to determine which method they will use to move the ideas conveyed in the concept and regulating plan for this corridor into more defined regulations.

Legend

ALLOWED FIRST FLOOR USE

- RETAIL / INSTITUTIONAL
- RETAIL / OFFICE / INSTITUTIONAL
- RETAIL / OFFICE / RESIDENTIAL / INSTITUTIONAL

BUILDING FRONTAGE

- BUILDING TO HOLD MIN. 70%
- BUILDING TO HOLD MIN. 50%

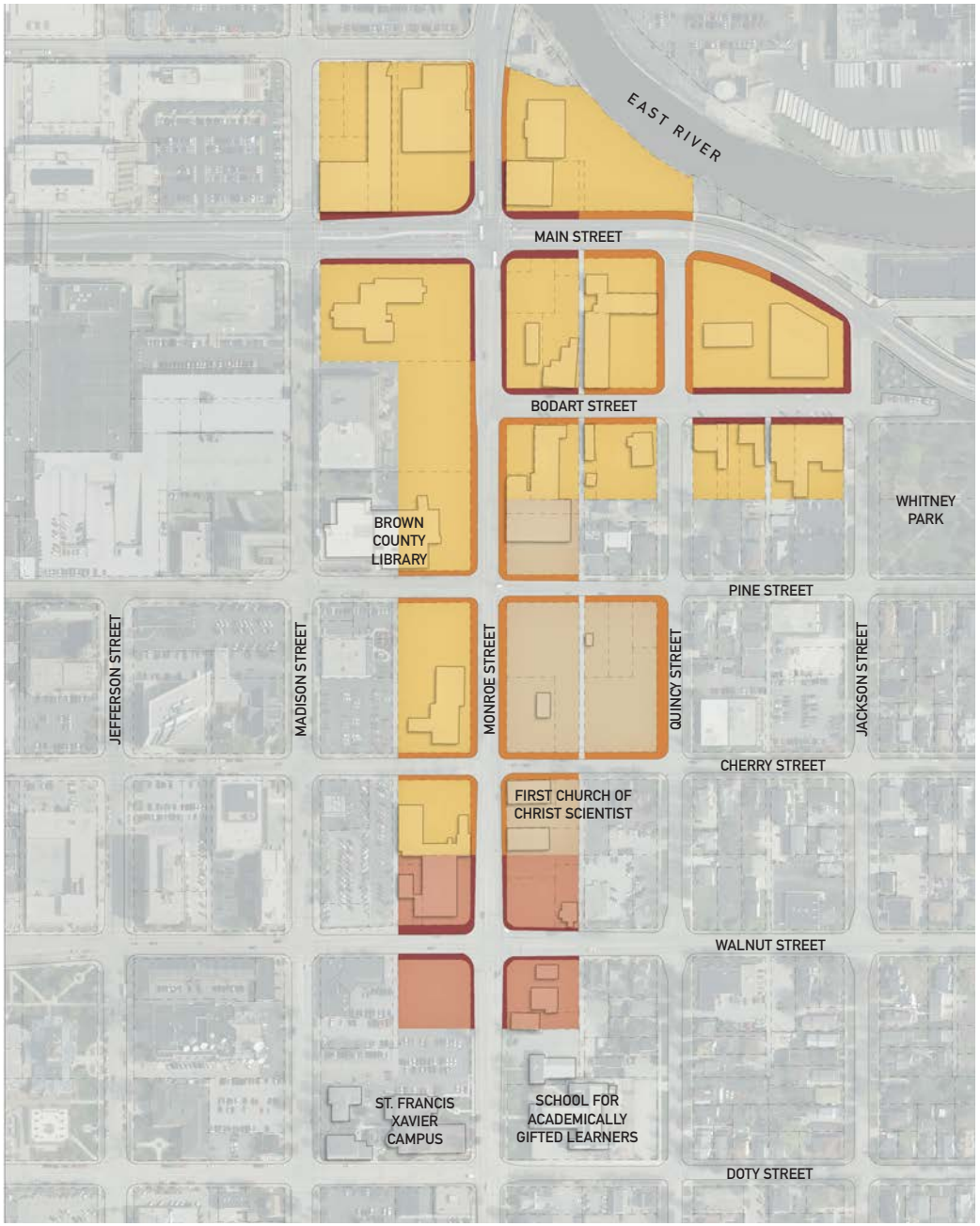


Figure 6: Monroe Corridor Preliminary Regulating Plan

Downtown Core Enhancements

The downtown core enhancements project envisions a new signature public green space occupying a full city block and located between Washington and Adams Street just south of the new Schreiber Foods office building (see Figure 7: Pine Street Extension- Town Square). The location of this square in the core of downtown creates the potential for the square to be activated on all four sides by varying uses, including a new mixed-use anchor building. This follows a number of best practices for successful public spaces, creating activity throughout the day and evening by different user groups and for different purposes.

The northern edge of the square is bounded by the new Schreiber Foods office building and this façade acts as the "front door" to this important community business and asset. An extension of CityDeck Court to the east creates a vehicular access drive to this front door and new angled parking spaces along the square create the opportunity for short term parking for visitors and clients of Schreiber Foods. This business edge would activate the square during weekdays; on mornings as employees arrive to work, during lunch hours, and on evenings after work. The square provides an ideal venue for Schreiber and other downtown employees to enjoy an active, urban environment and would either replace or expand the planned green that Schreiber began to construct in 2013.

The eastern edge of the square is bounded by the Hotel Northland. This historic hotel has been targeted for reinvestment and renovation and the square creates a strong amenity, bringing value to that property. Currently views from upper floors of the hotel look out over the roof of the Baylake Bank building. For out-of-town visitors, this is a less than ideal view of what Green Bay's downtown has to offer. The square will create a scenic and memorable space not only for hotel guests to view but also to use, particularly on evenings and weekends when hotels are typically most active.

The western edge of the square is bounded by Washington Street and many first floor commercial uses, most notably the Children's Museum. These uses will activate the square during weekdays and even more so on weekends. As families visit the Children's Museum it is important to offer other nearby activities that invite them to stay downtown, explore what other things Green Bay's downtown has to offer, and perhaps to make a day out of the museum visit. Additionally, the square could incorporate additional outdoor learning activities or public art to complement the Children's Museum.

The southern edge of the square is created by extending Pine Street west to Washington Street. Pine Street has been identified as an important corridor that connects Whitney Park and the Navarino neighborhood to the east with the downtown core and amenities such as the Library. Currently Pine Street ends at Adams Street and is cut off from the Fox River by the Baylake Bank building, which is the last remaining remnant of the downtown mall. The Pine Street Square project would extend Pine Street all the way to the CityDeck and reinforce the importance of this corridor which connects so many important downtown amenities. Additionally, new angled on-street parking spaces could be created to provide short-term parking options for nearby retailers and to create a more pedestrian-friendly streetscape.

Extending Pine Street also creates a new development block to the south. This new city block becomes highly valuable with its proximity to the Cherry Street parking ramp, CityDeck and the new town square (see Figure 8: Town Square Perspective). Development on this block is envisioned as a 7-story mixed-use building that incorporates a 720 space in-structure parking ramp. Up to 33,000 square feet of first floor retail would line Pine and Washington Streets and incorporate storefront windows and street trees, reinforcing the pedestrian character of these two important streets. Upper floors would be occupied by up to 150,000 square feet of office space.

Concept Data

A NEW MIXED-USE DEVELOPMENT
- Seven-story, mixed use building with retail on the first floor, in-structure parking ramp, and upper story office space.

B PINE STREET EXTENSION
- Pine Street extended to Washington Street with angled, on-street parking on one side and specialty paving.

C NEW PUBLIC PLAZA / GREENSPACE
- Public plaza / greenspace with amenities

D MIXED-USE COMMERCIAL/OFFICE

The extension of Pine Street will be retail and pedestrian oriented, activating the new public greenspace.

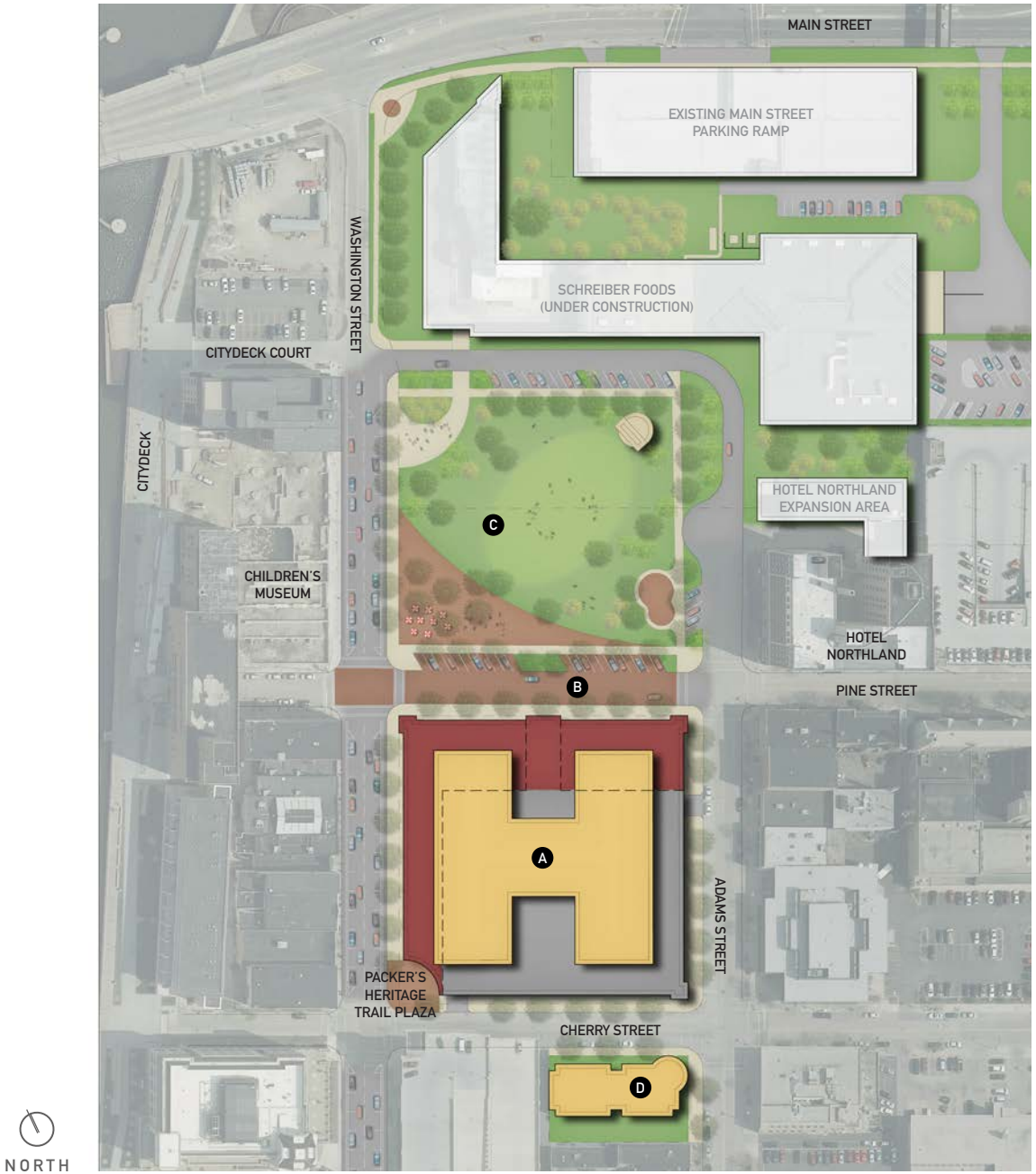


Figure 7: Pine Street Extension - Town Square

There is currently limited modern, Class A office space in the downtown core, with views to amenities such as the Fox River or public open spaces. While there may not be a demand in the short term, a development such is this may be critical to enticing another downtown office anchor, as along the order of Schreiber Foods or Associated Bank, to Green Bay. This building would provide that office space and help reinforce the importance of downtown as a business and economic hub for the region. Additionally, the southwest corner of Cherry and Adams Streets has the potential to redevelop as a 9,000 square foot footprint, mixed-use commercial building. The proximity to the new public square can bring value to this underdeveloped corner as well.

Not only does the new public square project bring value to adjacent properties, but the size and scale of the square would bring value to the entire downtown. Conceptually shown as a 2-acre full city block, the public square has the ability to host a number of public events and large gatherings and complement the near-by CityDeck. The final design could accommodate an amphitheater for summer concerts or movies in the park. Additionally, the square could incorporate other active features, such as an interactive water element, a soft, central lawn for sunbathing, sports play, and lounging, and a hard, paved plaza for outdoor dining, temporary exhibit space, and programmed events. The final size and location could be modified or reduced depending on community sentiment, site control, budgets, and programming needs.

This concept supports several of the community goals identified through the Master Plan process. High quality public spaces are needed to provide space for outdoor cultural events, to provide quality and useable outdoor space for downtown residents who may live in small condos or apartments, and to provide excitement and interest in downtown for the next generation of Green bay residents.

A new public greenspace can become the centerpiece of a revitalized downtown core area.

Water features, outdoor dining and active first floor uses can be combined to create vibrant and successful public spaces.

A new development block is created, making way for a modern, signature mixed-use building.

Figure 8: Town Square Perspective (looking southwest from North Washington Street and City Deck Court)

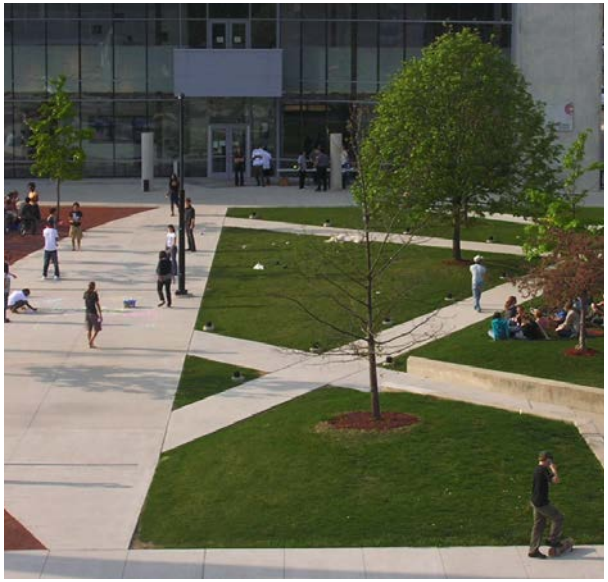
MARKET IMPACT

Market research indicates that adequate rents could likely be achieved to support the office and retail components of a mixed-use project with a prime location on the new public square or open space. For the parking component, the recently completed Parking Study by Desman Associates finds support for a new parking structure and, following the assumptions, shows a revenue-producing garage. This investment would be key to supporting existing and potential developments and would likely require long-term public financing. Public participation may be needed for site assembly and preparation, possible relocation incentives, and other elements of the development.

Case Study: Columbus Commons - Columbus, Ohio

Columbus Commons is a 9 acre, $20 million green space located in the heart of downtown Columbus, Ohio that includes amenities such as a state-of-the-art $5 million performance space and pavilion, hand-crafted carousel, outdoor reading room, outdoor cafe, bocce courts and life-size chess set. The Commons stands at the former site of City Center Mall, which was carefully dismantled between late 2009 and early 2010. Columbus Commons was nearly completed by the end of 2010 and in its inaugural 2011 season it hosted 300,000 visitors at 130 events.

This impact of the commons can be seen in three mixed-use buildings adjacent to the open space, ranging from six to 12 stories, each in various stages of construction or planning, signaling the value of this space and its ability to encourage private investment. Once completed, these projects will bring 43,000 square feet of retail, 546 apartments, and 136,000 square feet of office.



A mix of paving and lawn areas allows for a variety of activities to occur within the new public greenspace.

Case Study: 400 Block – Wausau, Wisconsin

In 1998, a vacant block in Downtown Wausau, Wisconsin was transformed into a central public open space that hosts concerts, festivals, a farmers market, and outdoor movies. A group of individuals formed the SquareUp Committee that along with local businesses and groups, such as Wausau's Community Foundation, played an active role in generating private donations that contributed 75 percent of the park's design and development cost.

The City has seen several direct benefits from the creation of this space. The average assessed values of the properties around the square have increased about 425% from 1996 to today. Additional anecdotal information from City and Main Street staff indicates a reduction in vacancy rates and an increased demand for businesses to locate on the square.

IMPLEMENTATION APPROACH

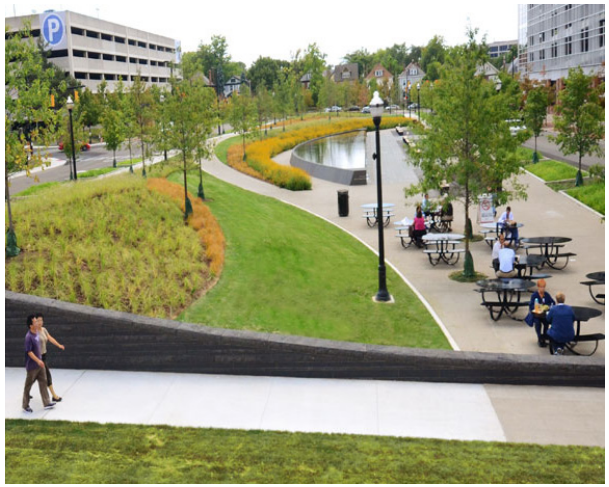
This development concept, including the town square and the adjacent new mixed-use development, represents a significant project that involves several property owners and impacts existing buildings and businesses. This creates challenges that can affect timing and feasibility of the project. For these reasons, this concept is anticipated to take a longer time to implement, perhaps in the range of 15 to 20 years. One of several things may spur implementation to move forward, including but not limited to: change in ownership of the Baylake Bank building, change in space needs of tenants of the building, or emergence of a new entity looking for a large amount of Class A office space in the downtown.

Therefore, successful implementation will depend on flexibility and consistent communication between the City and all stakeholders. These key stakeholders include Schreiber Foods, Baylake Bank, and APAC Customer Services Inc. – the largest tenant in the existing Baylake Bank building. The ultimate goal of any implementation efforts should be to move forward a larger plan that addresses downtown goals for redevelopment and additional common open space, without negatively impacting any of the stakeholders. In the short term, further internal City discussions should occur with the Parks Department about possible programming and space goals, and potential budgets for a town square. This will help provide direction in the future on final size and functional components. Other potential discussions could include Public Works and Engineering about any anticipated challenges with reconnecting Pine Street.

Additionally, thought should start early on potential funding sources to help make the project a reality. The project is located on two different TIF districts that are in place and could assist in paying for public improvements for a redevelopment such as this. With the TIF districts in place, it will be important that new buildings create density and build value for the TIF districts.

Other potential funding sources should be considered, including but not limited to, grants, selling of naming rights, and special assessments. Additionally, activation of the park through special events as a way to generate revenue through user fees may be an important component to the project's success. Another potential revenue source to be studied would be to create public parking under the square.

Iconic elements such as water features or public art creates a unique sense of place and "center" for the downtown core.



Creating a public outdoor space for casual gatherings or lunch breaks increases the value of downtown properties.

A greenspace large enough for public gatherings or markets can become the centerpiece of a revitalized downtown.

Broadway District Enhancements

During the public input process many participants referenced the Broadway District as one of the more successful parts of downtown. Several enhancement concepts were developed and positively received by the community for this district. They include improvements to the parking lot behind the businesses on the west side of Broadway, a better visual and pedestrian connection between the shopping area along Broadway and the Fox River, and enhancements to the west shoreline of the River.

Broadway Parking Enhancements

The surest sign of a successful business district is often the need to accommodate more parking, and the Broadway District is no different. To the west of Broadway, behind many of the businesses, a large surface parking lot was developed, including the area in the rights-of-way along what would be the Hubbard Street and Chestnut Avenue. The layout of this parking may have also had a secondary purpose to discourage cut-through traffic from the adjacent Fort Howard neighborhood. Unfortunately, this surface parking lot is inefficient, difficult to navigate, and unattractive. To visitors and patrons, the experience of parking one's car is often the first impression that one receives when visiting a place or business. If the experience is confusing, intimidating, or unpleasant it may be difficult for a district to overcome that first impression.

In order to enhance the parking and arrival sequence for visitors to the North Broadway District, parking lot enhancements have been developed as a catalytic project for the downtown. In the conceptual parking lot design shown (see Figure 9: Broadway District Parking), the reconfigured parking lot creates better and more efficient vehicle circulation by providing connections from the east and west side of Hubbard Street via Maple and Broadway all the way through the lot in addition to connections to the north and south via Chestnut Avenue. In order to discourage cut-through traffic, the connections are not direct and can only be made by navigating through parking lot drive aisles. Enhanced landscaping is also incorporated into the design. Landscaped islands are introduced and used to define the primary drive aisles and to direct traffic through them. The amount of space dedicated to landscaping is also increased and organized, in order to beautify the parking lot and enhance the first impression visitors receive. Lastly, a small central greenspace is defined as an amenity for the district. This space could incorporate a central focal element in order to draw a visual connection to the parking lot from North Broadway Street itself. This visual connection could extend all the way down Hubbard Street to the Fox River. The space could also be programmed as a small performance space for street musicians, or as an exhibit space for changing public art pieces or holiday themed exhibits such as a Christmas tree.

Any new parking lot layout must account for parking demand and provide additional spaces where possible, with an emphasis on providing customer spaces near business entrances. Additionally, the final design needs to account for loading, service, and trash collection that occurs at the rear of these buildings, including providing appropriate room for semi turning movements.

In a previous concept developed by OBI a low, two-level parking deck was placed on this site, north of Hubbard. The concept was to use additional public parking to encourage redevelopment and further density in the district and maximize the benefit of the site. If desired and budgets allow, this element could be incorporated into a refined plan for the area.

Parking lots should be well screened and landscaped.

Concept Data

A IMPROVED PUBLIC PARKING LOT
- Reconfigured parking lots to create better circulation and parking lot landscaping.

B SMALL CENTRAL GREEN
- Enhanced central green as amenity for district.

A small, new central green could provide space for small gatherings, performances or other business district events.

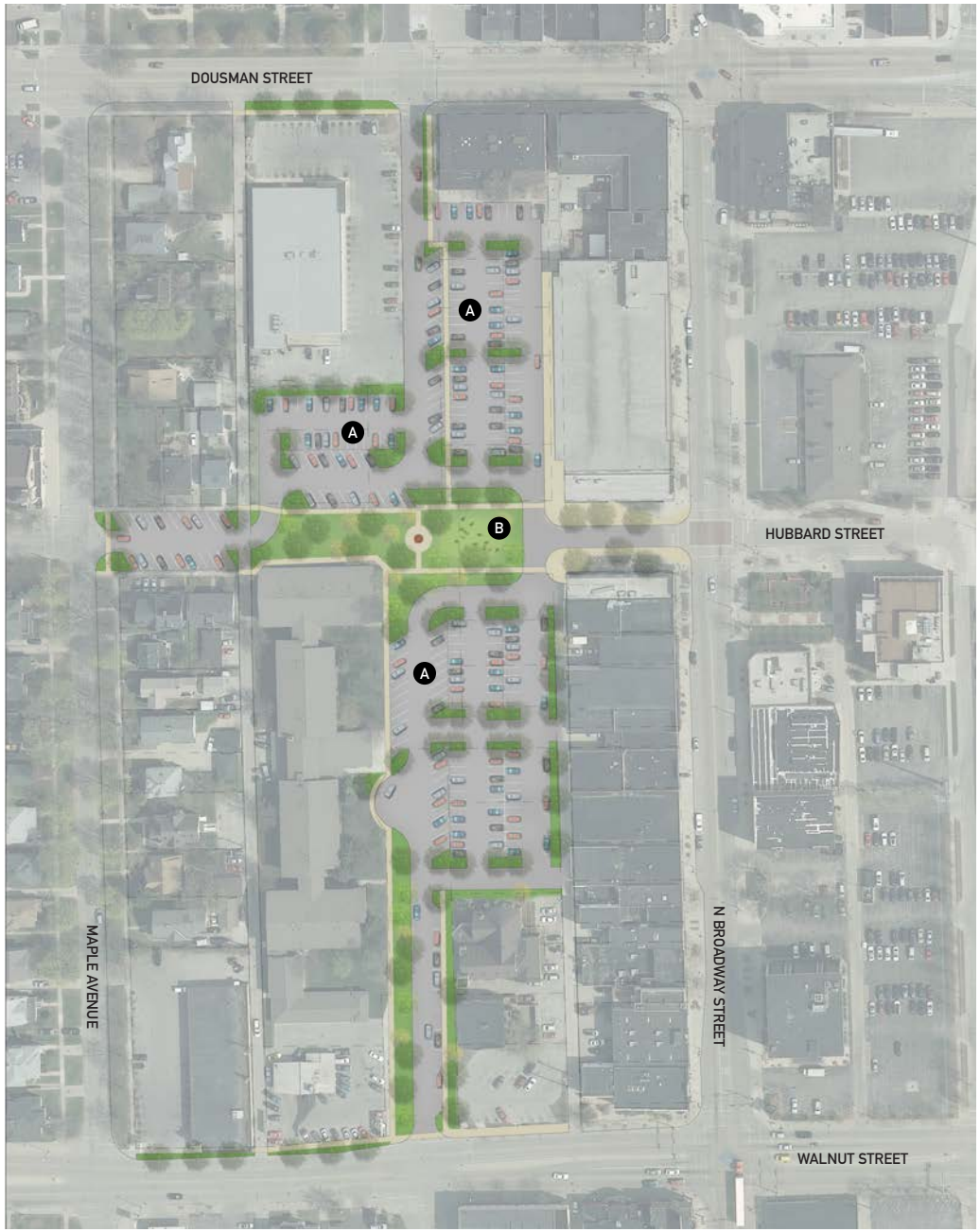


Figure 9: Broadway District Parking

IMPLEMENTATION APPROACH

One of the largest challenges to implementation is the fragmentation of these sites. Most of the properties are owned by the City, but some are under existing lease agreements. Clear communication should be had with the property owners and lease holders regarding the goal of this concept and the community support it received, to help provide support for implementation.

A parallel task will be for OBI to work with the City to develop a parking management program and strategy, incorporating the new shared lot. This would include establishing clear directional signage, and pricing consistent for the area. Having a defined parking management program ca also give specific property or business owners confidence that the new shared lot will benefit them. As part of the parking management program, additional signage and marketing may be recommended to help create awareness of the new lot.

Landscaped islands can reduce the heat island effect of asphalt parking lots, and define vehicular circulation.

Once the sites are under control, either through consistent ownership or appropriate agreements and cross-access easements, then an engineering consultant should be hired to design the parking lot, ensuring that it meets City codes. At this point, the potential for a low parking deck, as suggested by OBI, should be further studied for feasibility. The City's Department of Public Works (DPW), which oversees parking in the City, will need to be involved in planning and design of the lot. Existing overhead and underground utilities will need to be taken into account for these sites. DPW will also need to determine how the lot is controlled and metered. Currently, the City portions of the lot have parking meters. DPW will need to determine if a different payment system should be put in place.

Well landscaped and efficient parking lots can make the shopping environment of a retail district more inviting.

Hubbard Street Promenade

Another component of enhancing the Broadway District is to better connect the shopping and business area to the Fox River. Improvements to visual and physical connections will help leverage this important natural feature to the benefit of the district (see Figure 10: Hubbard Street Promenade/ Overlook Concept).

The connection is envisioned to start by creating a link from the neighborhood to the west through the previously discussed enhanced parking lot, to the intersection of Hubbard Street and North Broadway at the heart of the Broadway District. The most active stretch of businesses exists between Dousman and Walnut Streets, and Hubbard is halfway between the two. The connection would then continue along the south side of Hubbard Street to the existing pedestrian crossing over the railroad tracks. This connection is intended to link a string of cultural assets together; from St. Patrick's Church and the Fort Howard Neighborhood, through the Broadway District and public parking lot, to the Neville Museum and Fox River shoreline.

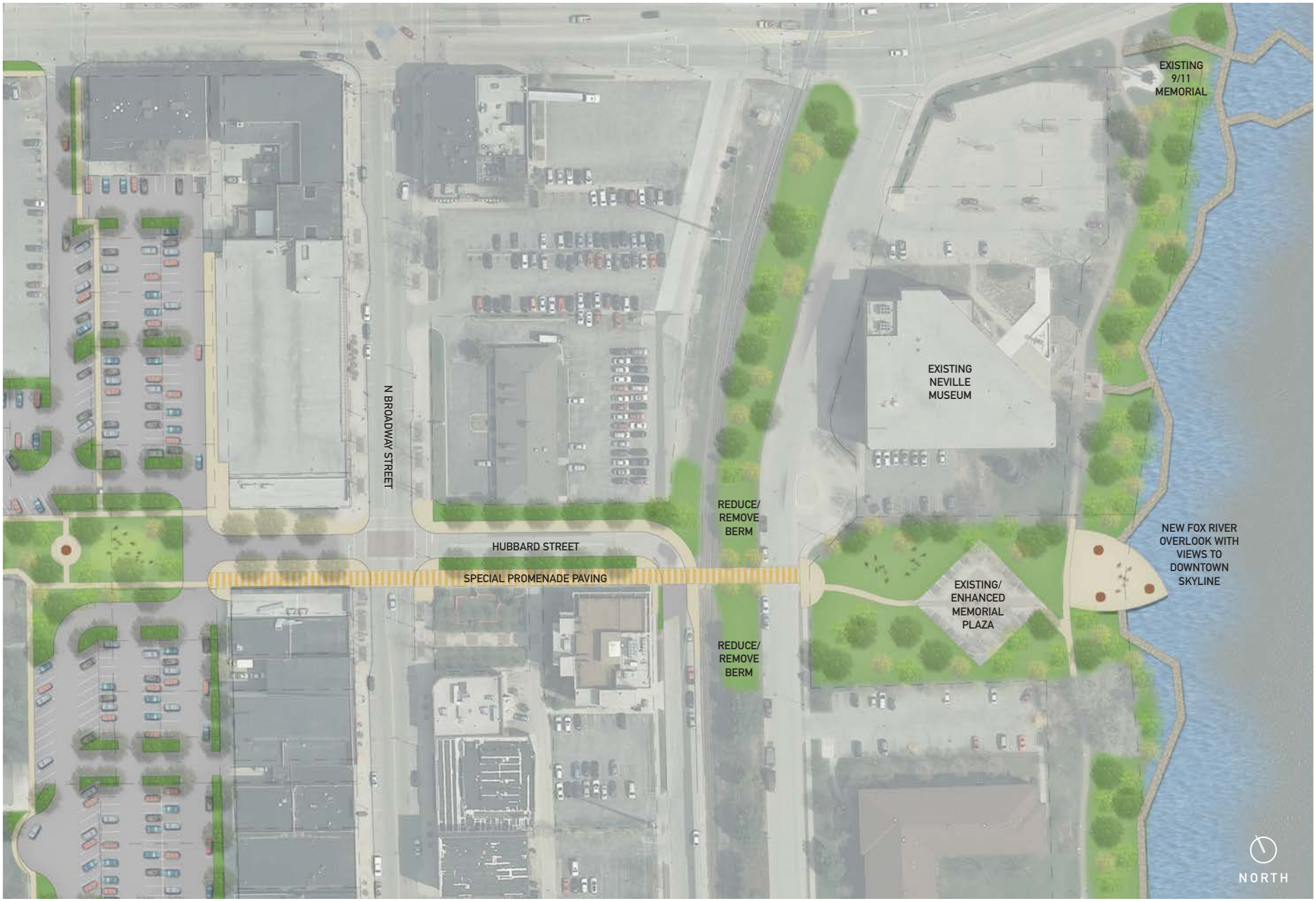


Figure 10: Hubbard Street Promenade/Overlook Concept

The Hubbard Street Promenade project envisions an enhanced Hubbard Street streetscape that prioritizes pedestrian traffic and invites those patronizing the Broadway District to travel east and access the River's shoreline. Streetscape enhancements could include special paving, lighting and way-finding signage that unify these three areas and create a stronger visual and physical link between the three. Additionally, an improved pedestrian crossing across the railroad tracks is recommended which could include removal of portions of the landscaped berms to open up views from Hubbard Street to the Fox River and downtown core skyline. A grade separated (overpass) pedestrian crossing could also be considered over the rail tracks. The last element recommended as a bookend to the Hubbard Street Promenade is an "overlook" incorporated into the Fox River shoreline. Public input participants on multiple occasions referenced the "skyline views" of the downtown core at this location to be some of the best vantages within all of Green Bay's downtown. This iconic view should be celebrated and visitors should be encouraged to "take it in" at this location by creating a unique physical element (overlook) where the Hubbard Street Promenade meets the shoreline.

IMPLEMENTATION APPROACH

This project should be master planned in coordination with the Broadway District Parking and the Shoreline Enhancements projects to maximize its impact and continuity. On Broadway Inc. (OBI) should work closely with the City Public Works Department to develop and refine the concept. Implementation can be phased if necessary, and low cost components, such as enhanced cross-walk markings, banners, or tree removal on the railroad berm, could be completed sooner to create momentum on this project.

A new overlook on the west side of the river would capitalize on views to downtown from the west side of the river, such as this.

Shoreline Enhancement

Public input participants generally agreed that the development of the CityDeck on the east side of the Fox River has acted as a catalytic project that has helped in redefining and rebranding Green Bay's downtown. The concept for shoreline enhancements on the west side of the Fox River in order to complement the City Deck and "connect" these two sides of the Fox River was strongly supported throughout the process and was the top performing concept in the online survey. The preferred location for these shoreline enhancements is on the west side of the Fox River between the Walnut and Dousman Street bridges (see Figure 11: Shoreline Enhancements Perspective). As previously mentioned, this location can connect to the Broadway District, take advantage of a close proximity to the Neville Museum, and provide downtown core "skyline views". Ultimately, the community would like to see these shoreline enhancements tie into a larger system along the west side of the river, in much the same way CityDeck connects to the Fox River trail.

Figure 11: Shoreline Enhancements Perspectives

While shoreline enhancements can take on many different physical forms, the general consensus has been that shoreline enhancements on the west side of the Fox River should be more natural and "green" in character as a way to balance and contrast with the hard and urban shoreline that the CityDeck provides. And yet, its design should still be very urban in terms of materials and the quality of the amenity. Preferred elements include:

- A boardwalk incorporated into a natural planting environment
- An overlook aligned with Hubbard Street that provides views of the downtown core skyline and incorporates a focal element to draw people to the river from North Broadway Street
- More amenity-driven, architectural path treatment
- A boat launch for kayaks, canoes and other small watercraft to access the river
- A recreation trail similar to that found on the east side of the river that can be a part of a larger system connecting north under the Dousman Street Bridge and south under the Walnut Street Bridge.

Over the course of the public input process the Fox River was repeatedly identified as the greatest asset that downtown has to offer. Shoreline enhancements, particularly as described above, can help to continue the public policy of turning to "face the river" as previously done by the CityDeck. The Fox River is a natural amenity that should, whenever possible, be leveraged as a cultural element reinforcing downtown's role as a cultural center of the region. Additionally, shoreline amenities such as these bring value to downtown residential projects and offer unique outdoor space to those who choose to live downtown without a front or back yard. For downtown residents, the Fox River and the Shoreline act as that outdoor front yard.

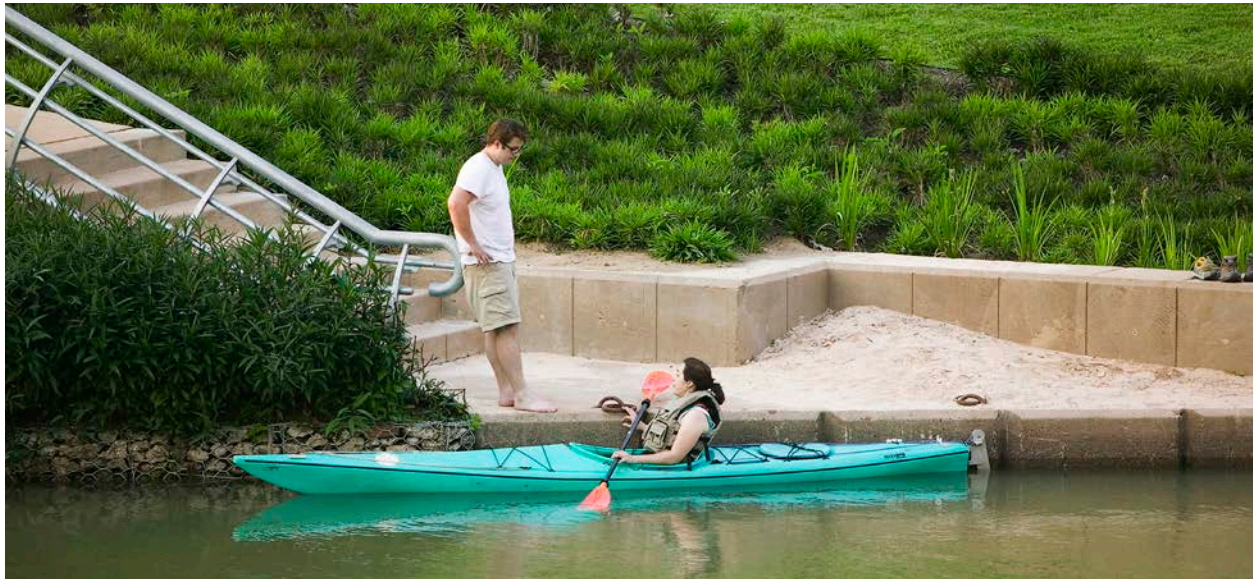
This concept was originally presented in the Fox Riverfront Master Plan, which ultimately led to the creation of the CityDeck. Addressing the west side of the river would represent completing the vision established in that Master Plan.

A naturalized riverfront can create a unique ecosystem that works with the Neville Museum as an educational space.

IMPLEMENTATION APPROACH

To implement this concept, the City will need to follow a process similar to what was used to implement the CityDeck. The City will need to work with a design consultant to further develop the concept, collaborate with stakeholders, and move the design through the City process. Additionally, the City should begin to understand the approvals that will be necessary from various regulating agencies. As the Fox River is a federally managed navigable shipping channel, the City will need to work closely with the Port of Green Bay. Additionally, any work that will modify the river banks will require coordination with the Wisconsin Department of Natural Resources and the Army Corps of Engineers.

The City will need to develop costs as the design is further refined and plan accordingly in the Capital Budget, as it is not located in a TIF district.



Access to the Fox River should include boating and kayak slips.

A naturalized edge and continuous bike path can unify the western edge of the Fox River shoreline.

Secondary Development Opportunity Zones

As identified in the Land Use Framework, these opportunity zones are important to the continued redevelopment of the downtown. However, as the overall Master Plan strives to be realistic and achievable, it needs to acknowledge the limited resources in terms of time and budget that the City can commit within the downtown. Therefore these projects are ones where the City should work to provide direction to inform private redevelopment, should it occur in the next ten years. As the Master Plan is re-evaluated and updated in the future, these are areas that are anticipated to graduate to priority projects as other established priority projects are completed and City resources become available.

Multi-story office buildings that take advantage of river views become more feasible with a shared parking ramp.

Increased Downtown Density

For many, the "core" of Green Bay's downtown is perceived as the area that exist north of Doty Street, south of Elm Street, west of Jefferson Street and east of the Fox River. This particular portion of downtown has a distinct character that results from the size, scale, density, and placement of buildings. In this area a majority of the buildings are 3-stories or more and there is a relatively continuous blockface (building walls at the sidewalk) which creates a comfortable sense of enclosure. Buildings in this area tend to be mixed-use, typically with retail on the first floor and either residential or office uses on the floors above. There are also a number of parking ramps in this area, which allows for higher density development. Employees, visitors, and business patrons share the use of these ramps for parking, which allows individual building and property owners to be less concerned with providing their own, exclusive parking areas. This also allows drivers to park once and visit multiple destinations

Figure 12: Increased Downtown Density Concept A: Shared parking ramps create the opportunity for larger office developments.

without moving their car. Public input participants generally referred to this area as the more lively, inviting, and successful portion of downtown.

In the areas surrounding the core east of the Fox River, buildings tend to be three-stories or less and generally lack continuous blockfaces. This portion of downtown loses its sense of enclosure and buildings in this area tend to be single-use structures separated by surface parking lots. Many of these parking lots are privately owned and discourage multiple-stop trips. It was expressed through the public input process that there is a strong desire for this area to be more like the downtown core with a greater mix of land uses, taller buildings that create a sense of enclosure, more consistent streetwalls and more density overall.

It is the recommendation of this plan that the area south of Doty Street to Chicago Street and east of Jefferson Street to Monroe Street see an increase in density and greater mix of land uses. One way this could be achieved is through reduction in surface parking and promotion of shared use parking as discussed in the transportation recommendations (see Figures 12 and 13: Increased Downtown Density Concepts). The development of multistory, mixed-use buildings could be promoted in this manner. Additionally, improvements to Washington, Walnut, Madison and Jefferson Streets would make this portion of the downtown more livable and inviting. Jackson Park and St. John's Park are also two unique community assets that could be leveraged to re-brand or define this part of the downtown. Additionally, design guidelines or form-based zoning could be used to encourage or require redevelopment to create more consistent streetwalls. Overall, this portion of the downtown has strong connections to a number of cultural assets and it should be the goal of the community to capitalize on these connections by expanding the character of the downtown core into these underutilized areas.

Mixed-use development can reinforce the commercial nature of important streets and provide additional residential units.

Figure 13: Increased Downtown Density Concept B: Mixed-use development can increase Downtown's residential population while also reinforcing the pedestrian-oriented character of importance retail streets such as Washington Street.

Neighborhood Reinvestment

The eastern and western edges of Green Bay's downtown are complemented with traditional single-family urban neighborhoods. On the western edge, the Fort Howard and Seymour Park neighborhoods have begun to see new levels of interest and investment, in large part due to the close proximity and success of the North Broadway District. On the eastern edge, the Navarino neighborhood is well positioned to revitalize and build off of the momentum and success taking place in the downtown core and on Monroe Avenue.

All three of these neighborhoods offer an abundance of vintage single-family housing options for those seeking their own home or looking to rehabilitate a home. In addition, a number of vacant lots offer the opportunity for infill with modern single-family or appropriately designed duplex structures, providing a unique city experience close to downtown within a modern structure (see Figure 14: Neighborhood Redevelopment Concept A). In some cases small lots may be consolidated and better suited for townhouses which are a popular housing option for young professional and seniors (see Figure 15: Neighborhood Redevelopment Concept B). Multi-family residential such as townhouses could also be used as a transitional use from the more dense development in the downtown core to the predominant single-family character of these neighborhoods. An example of townhouse infill is already visible near Whitney Park at Van Buren and Pine Streets. The City should work to review and revise zoning policies in these neighborhoods to allow the slight increase in density to encourage redevelopment and infill of duplex homes and townhouses. This increase in density would strengthen the downtown by introducing more housing units that are within a walking distance from downtown businesses. Public input received through an online community survey reported that 62% of respondents are supportive of townhouse or duplex infill in downtown neighborhoods.

Another way to reinvest in downtown neighborhoods is to encourage and support home ownership. Home ownership and owner occupancy has been observed as one of the most important factors in stabilizing and revitalizing neighborhoods. In Green Bay, the non-profit corporation NeighborWorks Green Bay works to strengthen neighborhoods and improve lives by revitalizing housing, enhancing neighborhood character, and promoting and preserving home-ownership. Some of their programs include:

- Home-buyer Education Classes
- Foreclosure Prevention Counseling
- Down Payment and Closing Cost Assistance Program

The Plan Recommendations Report represents an important opportunity to strengthen programs and efforts that improve and reinvest in adjacent downtown neighborhoods. Coordination of downtown revitalization efforts with the programs and activities of the City's Neighborhood Division, Housing Authority, and Redevelopment Authority will continue to leverage results. Housing rehabilitation and inspection programs, property maintenance educational initiatives, neighborhood association events, and other community events and festivals can increase their effectiveness through strategic partnerships. Monies from the City's Community Development Block Grant program, HOME funds, Neighborhood Enhancement fund, and other governmental and institutional sources should continue to be targeted toward improving the quality, livability, and affordability of near downtown neighborhoods.

As a specific example, this plan recommends pedestrian, bicycle, and transit improvements that better connect the neighborhoods to downtown. A number of streets including Crooks, Walnut, Pine, Hubbard, and Mather Streets have already been identified as important neighborhood connections. Implementation of infrastructure improvements should be conducted with the involvement of the related neighborhood associations and should be accompanied by improvements to the adjacent housing stock. Adjacent to these improvements, the value and attractiveness of potential redevelopment site increases, and should be marketed as such by the City and other partners. The recent Walnut Street improvements and assembly of development sites from Webster to Baird represents a great example of how this can be achieved.

New single-family infill homes on small, urban lots provides a unique city experience close to downtown.

New housing on vacant lots along with rehabilitation of homes can work together to revitalize neighborhoods.

Figure 14: Neighborhood Redevelopment Concept A: Infill vacant lots with single-family and duplex housing.

Townhomes could be used as a transition from more dense development downtown to the single-family neighborhoods.

Small lots may be consolidated and better suited for townhomes, which have become a popular housing option.

Figure 15: Neighborhood Redevelopment Concept B: Consolidate small and vacant lots to create townhomes.

North Broadway Corridor

Adjacent to the Larsen Green project and north of the Broadway District, the character of the Broadway Street Corridor begins to deteriorate and has not reached the same level of revitalization found on those blocks south of Dousman Street. These blocks to the north have more vacancies and a less consistent streetwall. Additionally, the character along the corridor begins to change to residential north of Elmore Street.

If the preferred concept for Larsen Green were to be implemented, it would increase residential density and introduce a mid-size commercial anchor. To complement this development, new development should be encouraged on the west side of Broadway. Buildings should be mixed-use if possible, located along the front lot line, pedestrian friendly with commercial uses and storefront windows on the first floor, and designed with parking located behind the buildings. Infill and redevelopment along this portion of North Broadway can extend the energy and excitement of the North Broadway District north of Dousman Street and create a strong connection between the proposed new residential development and existing North Broadway businesses.

As a secondary development opportunity site, there may not be much activity in the near term. Changes on the Larsen Green site will likely influence the type of redevelopment to occur, as well as create awareness and interest in the northern portion of the Broadway corridor.

Main Street

The Main Street component of the downtown represents an important transition point to the Olde Main Street Business Improvement District, as well as a key connection point in the East River Trail connection. Currently the New Leaf Market, a cooperative grocery store, is pursuing this site for their location. This development may spur other complementary adjacent development, including potential adaptive use of the warehouses that are located adjacent to the river.

Future development and trail connections, along with other development occurring around Whitney Park, may help create additional momentum for this area. The City should continue to monitor this area and coordinate with Olde Main Street Inc. (OSMI). Rezoning of the light industrial parcels along the river may need to occur to encourage desired development.

Greenfield Site

The South Broadway Greenfield Site located both east and west of South Broadway Street and between Mason and Bridge Streets represents a future potential for mixed-use, residential, cultural campus, and/or recreation redevelopment. It is the goal of this plan to identify priority or catalytic developments that are feasible within a 10-year time-frame. While development of this site is not seen as a near term (within the next 10 years) prospect, the site has been highlighted as a secondary development opportunity primarily because the property is City-owned and therefore under the City's control.

Despite being located on the edge of the downtown study area, the South Broadway Greenfield Site has a number of valuable assets. The site sits directly along the Fox River, which could bring value since both residential and office developments that offer river views are in high demand. The site also has high visibility as it sits directly below the Mason Street bridge. This visibility could bring value to the site as a commercial/retail development that values traffic counts and convenient regional access.

The site faces several challenges to redevelopment, including floodplain impacts, poor soils, and difficult access due to existing rail lines.

Overall, it is the recommendation of this plan to keep redevelopment options open on this site. Regional and even global markets can shift drastically over a 10-year period, and as a secondary development opportunity it would benefit the City to focus first on the priority or catalytic development sites. Success and implementation of those projects will give further insight into the true market potential of the South Broadway Greenfield Site. In the near term it would be beneficial for the City to make lower cost open space improvements on the site for recreation or temporary events. This would serve to activate and market the property and bring attention to the site and its assets.

Policies/Programs

In addition to projects and concepts that manifest themselves physically, there are several programs and policies that should be considered relative to land-use and physical planning. These will help create consistency in the future character of the downtown, in line with community goals and values. Note that it is not the intent of this section to establish City policy, but to point out policy-based approaches and programs that the City should further explore.

Cultural Plan

Throughout the process, the community showed consistent support for strengthening Green Bay's downtown as a cultural anchor for the region. An important step to achieving this goal would be to create a Cultural Plan that details how to nurture cultural resources as a way to support community economic development, tourism, and quality of life.

The downtown cultural plan would be an action plan that reflects the cultural priorities of the Green Bay community. It would be a guide for artists, audiences, venues, property owners, and developers to generate ideas about improving cultural life in Green Bay's downtown. The plan would identify strategic goals that would support Green Bay's future as a community for innovation and creativity, include the cultural preferences of the community, describe existing resources, and identify opportunities for future cultural development.

The City would need to undergo a public process to develop this plan, including involvement of a steering committee and a cultural planning consultant. Funding opportunities are available through grants from the Wisconsin Arts Board and the National Endowment for the Arts. The process would include participation from the City and other private partners and local arts groups

Design Review

A key planning issue for Green Bay's downtown is how to best manage changes to the urban design environment, especially in regards to new development design and improvements to historic commercial buildings. Establishing a formal design review process and creating a set of design review guidelines are two important tools the City should consider adopting and implementing to ensure high-quality design in both new and existing buildings.

DESIGN REVIEW BODY

The first step towards establishing the design review process and identifying the appropriate oversight body is to determine the values and priorities of the community through a public process. This process may identify that the goal of design review should be reviewing new development design, overseeing the preservation and rehabilitation of historically significant buildings, or some combination of the two. If preservation is seen as an important priority of design review, it will be important to identify whether parts or all of the downtown are eligible for listing in the National Register or as part of a local historic district.

This information will help inform the direction for establishing a design review body. If the goal is reviewing new development design, a design review commission could be established to evaluate such projects as well as improvement plans for existing buildings. If the goal involves preservation and sensitive rehabilitation, the Historic Preservation Commission could act as the design review body and be responsible for providing review and comment for any new construction within 500 feet of a historic district.

LEVEL OF DESIGN REVIEW

Regardless of whether a new design review body or the Historic Preservation Commission is used to administer the design review process, the level of involvement in the design review itself by these entities must also be determined. Many communities utilize a two-level approach - one for routine maintenance and small-scaled improvements and the second for more significant projects that involve the complete building façade, new building additions, and new construction. The first level of design review, for projects such as storefront signage and awnings, and masonry repair and repointing, for example, could be conducted administratively by City staff, while storefront reconstruction, façade rehabilitation and new construction would necessitate a more comprehensive review by the Historic Preservation or Design Review Commission. This two-level approach reduces project turn-around times for small improvements while reserving larger-scaled building projects, especially ones with more significant visual impacts, for full deliberation by the design review body. Design review at

both levels can be conducted on a mandatory or advisory basis. In some communities, any project affecting more than 50 percent of the façade constitutes a mandatory review by the design review body.

DESIGN GUIDELINES

Design review bodies typically conduct design review with a set of design guidelines, which provide standards, design principles and information on proper building preservation and rehabilitation procedures. They also include standards for how new construction should relate in terms of height, scale, and massing to the surrounding architecture. Effective design guidelines should include text and narratives that explain design standards and principles along with supporting photos and illustrations. Beyond their function for the design review process, design guidelines can serve as an educational tool in assisting property and business owners plan and undertake cost efficient building improvements that contribute to enhancing downtown's overall visual appeal.

North Washington Street

Historic Preservation Element

Preserving and reusing historically significant commercial buildings and properties should be a key planning and revitalization strategy for Green Bay's downtown. From an urban design perspective, historic buildings contribute significantly to a downtown's sense of place and authenticity; from an economic point of view, they provide suitable, lower cost space for attracting new retail and start-up businesses, and for upper-floor office, lodging and residential apartments, and loft spaces. Rehabilitating older buildings also provides for local jobs- for the experienced craftsman and tradesman needed to undertake the more highly skilled and labor intensive tasks associated with most preservation and adaptive use projects. Historic preservation can also boost heritage tourism by attracting visitors and travelers interested in an authentic place- a place that can tell the story of Green Bay's past through its architecture.

Key planning recommendations include:

CONDUCT ON-GOING SURVEY EFFORTS

Historic resource surveys are important activities to evaluate and inventory properties that are considered historically and architecturally significant to the City of Green Bay. Such surveys also determine whether properties are eligible for listing in the National Register of Historic Places, this nation's official list of buildings, structures, and sites worthy of preservation. The National Register is administered by the National Park Service and in Wisconsin by the State Historic Preservation Office (Wisconsin Historical Society). Certain income-producing buildings within National Register historic districts are eligible for federal and state historic preservation tax credits, which can be important incentives to encouraging building rehabilitation and adaptive use activities.

Updates to any existing historic resource surveys should be undertaken by the City and its Historic Preservation Commission to determine what changes may have occurred to previously identified significant properties and sites, and where other important buildings and potential local and National Register historic districts may be located. Ideally, historic building surveys should be undertaken at an intensive level where each building's architectural features, exterior conditions, date of construction and other information is gathered in a standard survey form with space for photographs, notes and other information. The Wisconsin State Historic Preservation Office can provide guidance on survey form development and management of the survey process itself. The survey can be conducted by volunteers or with professional architectural historians and surveyors. Furthermore, surveys can now be undertaken using digital technologies, customized software and portable digital devices that can eliminate paper and allow survey data to be posted to internet sites and databases.

STRENGTHEN THE HISTORIC PRESERVATION ORDINANCE

The City's historic preservation ordinance can be strengthened in several ways to help achieve historic preservation and downtown revitalization goals. Suggestions for strengthening the ordinance include:

- Powers of the Commission. Consider adding a provision that allows the Historic Preservation Commission to accept easements on historic properties, especially for those property owners who may want to donate voluntarily.
- Survey Program. Add a provision to the Ordinance that establishes and maintains an ongoing survey program, which is also a requirement for obtaining Certified Local Government (CLG) status (see recommendation below). This section will also codify evaluation criteria and rating categories used in surveys, which would be the standard rating terminology for all future surveys conducted by the City. Standard terminology will help to avoid any potential conflict in terms across different survey projects and confusion on part of the public in understanding survey findings.
- Landmark and District Designation Procedures. Ideally, two separate provisions should be established for designating local landmarks and districts. This is not to be confused with National Register landmarks and districts, which is a separate process managed by the Wisconsin Historic Preservation Office. Secondly, individuals, groups of property owners, and institutions and other entities should be allowed to petition the Commission to initiate a landmark or district designation process. This is a standard procedure in other community preservation ordinances.
- Design Review. This provision would empower the Historic Preservation Commission to conduct design review or Certificate of Appropriateness (COA) review proceedings and determine the level of mandatory or advisory review between City staff and the Commission. It would also require the development of design guidelines for use in the design review process.
- Demolition Delay. A demolition delay provision has been suggested by the Historic Preservation Commission. Such a provision would allow the City to delay a planned demolition of a significant property for a period of 90 to 180 days. The delay would serve as a "waiting period" for a viable preservation solution to emerge between the City, the Commission and the building owner/developer. This demolition delay provision could be applied only to historically significant building or buildings within a specified district or boundary.

SEEK CERTIFIED LOCAL GOVERNMENT STATUS

The Certified Local Government (CLG) program is a Federal program administered by the Wisconsin State Historic Preservation Office that allows local governments to coordinate with and receive assistance from state and Federal preservation agencies. Certified Local Government status provides several benefits including eligibility to apply for CLG grants, which can underwrite survey projects and other preservation-related activities, and the use of the Wisconsin Historic Building Code for locally designated historic buildings, providing potential cost savings for rehabilitation projects. To be eligible for CLG status, the City must meet several requirements, including the creation of a local property and district designation process, the adoption of design review procedures for actions affecting designated historic landmarks or resources within local districts, and the establishment of an active survey program.

The Wilner Building

Transportation Projects

East River Trail Connection

This plan supports the ongoing efforts to complete the East River Trail Connection project. The East River Trail Connection seeks to bridge the one mile gap between three major existing trails: the Fox River State Recreational Trail, the East River Greenway, and the Baird Creek Greenway. If linked, a trail system of 40 contiguous miles would be available with Green Bay's downtown as the focal point. Since 2008, stakeholders have been working together to acquire properties, raise funds, and direct the production of preliminary engineering plans for the trail connection. Those involved in the effort include various City of Green Bay departments, the Olde Main Street BID, several Main Street business and property owners, neighborhood representatives, and key State and County agency representatives. Nearly $1 million in grant funds have been raised so far, and steady progress is being made on acquiring the needed properties.

The East River Trail Connection contributes to this plan by adding a valuable community amenity to an area in need of redevelopment, and by providing another multi-modal connection to the surrounding neighborhoods. In a similar fashion to the Fox River Trail, the East River Trail Connection could help extend the path of private investment eastward from the downtown core. The planned trail would be located near the site of the future New Leaf Market and several underutilized properties. This trail connection is anticipated to create substantial economic, recreational, transportation, and environmental value for the community, and has thus been named The Vital Link.

Fox River Trail Connections

This plan recommends capitalizing on opportunities to further increase the connectivity value of the Fox River Trail and CityDeck in the coming years. In particular, improved connections between the riverfront trail and the surrounding streets, sidewalks, and bridges will ensure its continued effectiveness both as a recreational destination and a non-motorized transportation route. Sidewalks should be completed with development on the west side of N Washington Street south of Main Street, and a direct access to the trail from N Washington is desirable. Better connectivity to the trail from the sidewalk network should also be considered north of Main Street and north of Walnut Street. As these vital development sites are constructed at the appropriate urban scale and intensity, keeping the trail and CityDeck visible and accessible must also be a priority. Coordination of pedestrian and bicycle connections should occur throughout the site design process for downtown developments.

Bridge Enhancements

For many, the image of the Fox River will always be linked to its bridges. The Walnut Street and Dousman Street bridges not only serve as important pieces of infrastructure, but they are also iconic landmarks for the city. For vehicular traffic, they serve a fairly straightforward purpose of moving cars across the Fox River. For pedestrian and cyclist however, their purpose is multifaceted. While some pedestrians and cyclists may use the bridges simply to cross the Fox River, many will use them for recreation and exploration. The bridges provide an opportunity to interact with the river and the City itself. Unique views and vantage points of downtown are offered only by these bridges, and for visitors the memorable experience of walking or cycling across the bridge can be the defining experience of a visit to Green Bay.

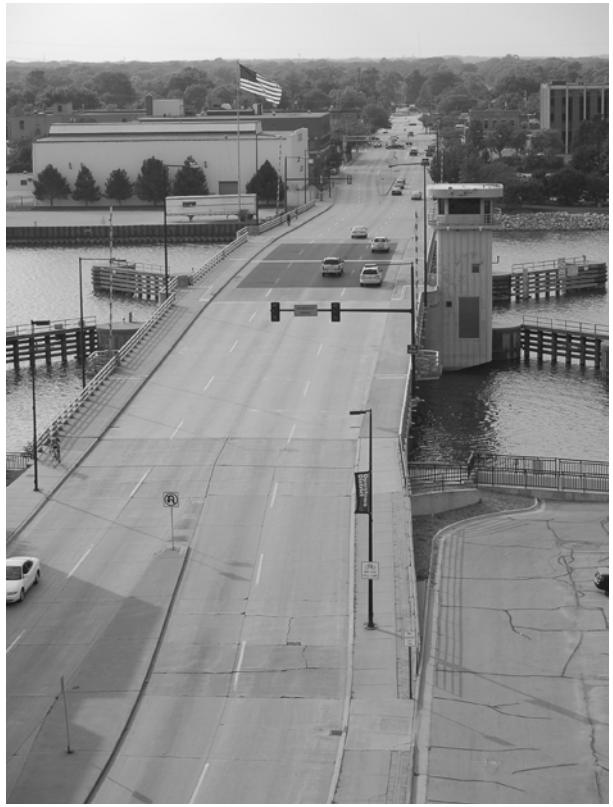
The bridges also offer an opportunity to create synergy between the downtown core and the Broadway District. Many public input participants spoke fondly about the bridges and the opportunities that they provide. However, one common criticism of the bridges was their utilitarian character and overemphasis on vehicular traffic. Many expressed that while crossing the bridge, pedestrians and cyclists try to enjoy the river and the view, but feel out of place and intimidated by the lack of space dedicated to them and the lack of separation between them and vehicles traveling at high speeds. Bridge enhancements seek to make the Walnut Street and Dousman Street bridges more inviting, safe, and comfortable for pedestrians and cyclists. These enhancements also seek to beautify the bridges with pedestrian scaled elements such as lighting fixtures, planting baskets, and signage (see Figure 16: Potential Bridge Enhancements Perspective). Adding these types of visually appealing elements to roadways and bridges has been found to calm traffic speeds. The Bridge Enhancements project proposes a way to cost-effectively transform the character and appearance of the Walnut Street and Dousman Street bridges, making them effective and enjoyable urban elements that serve all modes of transportation, rather than vehicular-only travel.

Additionally, the existing bridge lighting could be enhanced with further architectural lighting to extend the visual appeal of bridges into the evening and night hours. They also highlight the water during evenings and nights by creating reflections off of the ripples and flow of the water. Lighting elements can also serve as focal points and shorten the perception of bridge length, encouraging pedestrians to “cross the river.”

An example of bridge enhancements done in Philadelphia, Pennsylvania.

Light poles, special paving and banners can be used to make bridges more inviting to pedestrians and cyclists.

These bridges are under state jurisdiction, which will require coordination with Wisconsin Department of Transportation to understand what is feasible. An engineering study will be needed to understand the most cost-effective means to implement some of the enhancements. For example, further study may identify how pedestrian scale lighting can best be retrofitted into the bridge while minimizing impacts on snow and ice removal. This will allow for development of detailed cost estimates that can be used for budgeting.



Existing Walnut Street Bridge

Figure 16: Potential Bridge Enhancements Perspective (looking west from Walnut and Washington)

Transit Loop

One of the identified objectives of this Plan is to strengthen connectivity between the east and west sides of the Fox River. The two sides have developed over the last decade to have different, but complementary characters: the Broadway District's small shops and restaurants, and the corporate and office anchors and convention center of the east side. The Fox River creates a barrier between these two places. The length and lack of a comfortable environment crossing the bridges discourages people from crossing. Improving the ease and enjoyment of crossing the river is critical to better connecting these two areas.

A strategy for accomplishing this is to develop a transit circulator. This circulator is envisioned to travel in a loop between the two sides, potentially using Walnut, Broadway, Dousman, and Washington Streets as the route. It would make it easier to get across the river during lunch and after work to allow access and enjoyment of amenities on both sides of the river.

Downtown circulators have been deployed in many cities as a tool to complement existing transit networks. The Transportation Research Board (TRB) has conducted research to identify strategies for planning, operating, and financing a downtown circulator. This includes Transit Cooperative Research Program (TCRP) Synthesis 87 Practices in the Development and Deployment of Downtown Circulators and TCRP Report 61 Analyzing the Costs of Operating Small Transit Vehicles. Strategies for the successful operation of a downtown circulator are discussed below.

- Free (or Very Low) Fares - Set apart from the rest of a city's transit network, the downtown circulator was most successful when it was highlighted as a free, easy-to-use service.
- Short Route with Frequent Service - Successful downtown circulators are those that have short routes that are easy to comprehend. Equally important is frequency: the majority of circulators had bus headways between 10 and 15 minutes, as potential riders will be less likely to use a service that requires them to check a schedule or plan their trip in advance.
- Identify Target Market - It is important to identify and focus operations and marketing around one key market (e.g. downtown office workers) of potential riders. This helped to manage operations, reduce costs, and ensure that circulator stops are located within close walking distance to destinations where the primary target market wants to go.
- Transit Operator - Transit agencies were the most frequently cited agency charged with operation of the service, as they are most familiar with transit operations, and have the facilities and expertise to maintain transit vehicles.
- Outside Funding and Support - In addition to free or nearly-free fares, most cities surveyed indicated that outside funding was critical to the initial startup and success of the circulator. Having support from the business community and civic leaders is an important component in a circulator's success.

TCRP Report 61 developed an economic model to assist transit planners in identifying costs related to the purchase and operation typical transit vehicles within the U.S. The model identifies a range of purchase prices for buses, and average hourly wage rates for bus operations and maintenance.

Issues to consider when selecting a vehicle for a transit shuttle service include fuel type, size, fleet requirements, and operation and maintenance abilities. Vehicle capital costs could range from $79,000 to $206,000 for typical buses with average service life of 7 to 12 years. Operation and maintenance costs will depend on the type of bus, frequency of operation, and typical wages for bus operators and maintenance professionals.

Washington Street Enhancements

Historically Washington Street has been one of the primary commercial "main streets" of Green Bay's downtown. Historic photos show Washington Street lined with parked cars and bicycles, decorative pedestrian street lights, and a line of retail storefronts with display windows. Over the years, this character has changed, particularly when the downtown mall was built, historic buildings were lost, and the vibrancy that once existed outdoors along Washington Street was moved indoors into the mall.

Recent investment along Washington Street, however, has led to a renaissance of this great and historic street. While historic storefront buildings still occupy the west side of Washington between Cherry Street and CityDeck Court, new developments have revived the vibrancy and excitement of Washington Street. Both the new Children's Museum of Green Bay and the Nicolet National Bank building have brought new energy to Washington Street, while the new Schreiber Foods will soon bring hundreds of employees to Washington Street on a daily basis.

Although private development along Washington Street has given it a new and fresh face, the street itself appears worn and outdated. While pedestrians benefit from wide sidewalks along Washington Street today, many of the lighting fixtures along Washington Street are vehicular in scale and lack any architectural character. The brick and concrete paving is worn and showing its age and streetscape elements such as trash receptacles, bike racks, and benches are in some cases inconsistent from block to block.

Streetscape programs should incorporate pedestrian-scaled elements.

High quality streetscape materials and furnishings can help create a strong sense of place.

The City should prepare a streetscape program to enhance the visual appeal and quality of Washington Street, defining it as the important street that it is. Many cities have used streetscape programs to define a hierarchy of downtown streets, highlighting streets that prioritize pedestrian traffic and that function as primary commercial and retail corridors with high quality streetscape. Streetscape programs of this type should also incorporate a number of pedestrian-scaled elements such as pedestrian lighting, hanging baskets, bike racks, seating pockets, and trash receptacles that are consistent and uniform in style (see Figure 17: Potential Washington Street Enhancements Perspective). Visitors should intuitively know when they are on an important street and the environment should be comfortable and lively as a way to invite pedestrians to stroll, window shop, and continue to spend time along Washington Street.

A detailed design and engineering process will be necessary to move this project towards implementation. Significant community and stakeholder engagement should occur during plan development and refinement. As with any major roadwork project, the age of pavements and underground utilities should be identified and evaluated so that the project can be timed appropriately and efficiently. For example, if the major resurfacing or utility replacement on Washington is targeted in the next ten years, this project should be coordinated with those efforts to reduce redundancies. Additionally, the location of Washington Street within the downtown makes it appropriate for emphasizing pedestrians over vehicles. Therefore, pedestrian-friendly modifications to geometry (e.g., curb extensions that shorten pedestrian crossing distances, smaller curb radii, high visibility cross-walks, pedestrian crossing countdown timers, etc.) as well as bicycle enhancements, which were highly supported throughout the planning process, should be further evaluated for incorporation into the streetscape design. The City should identify and pursue appropriate transportation enhancement and transportation economic assistance grants to help with funding this project, as well as the use of TIF funds.

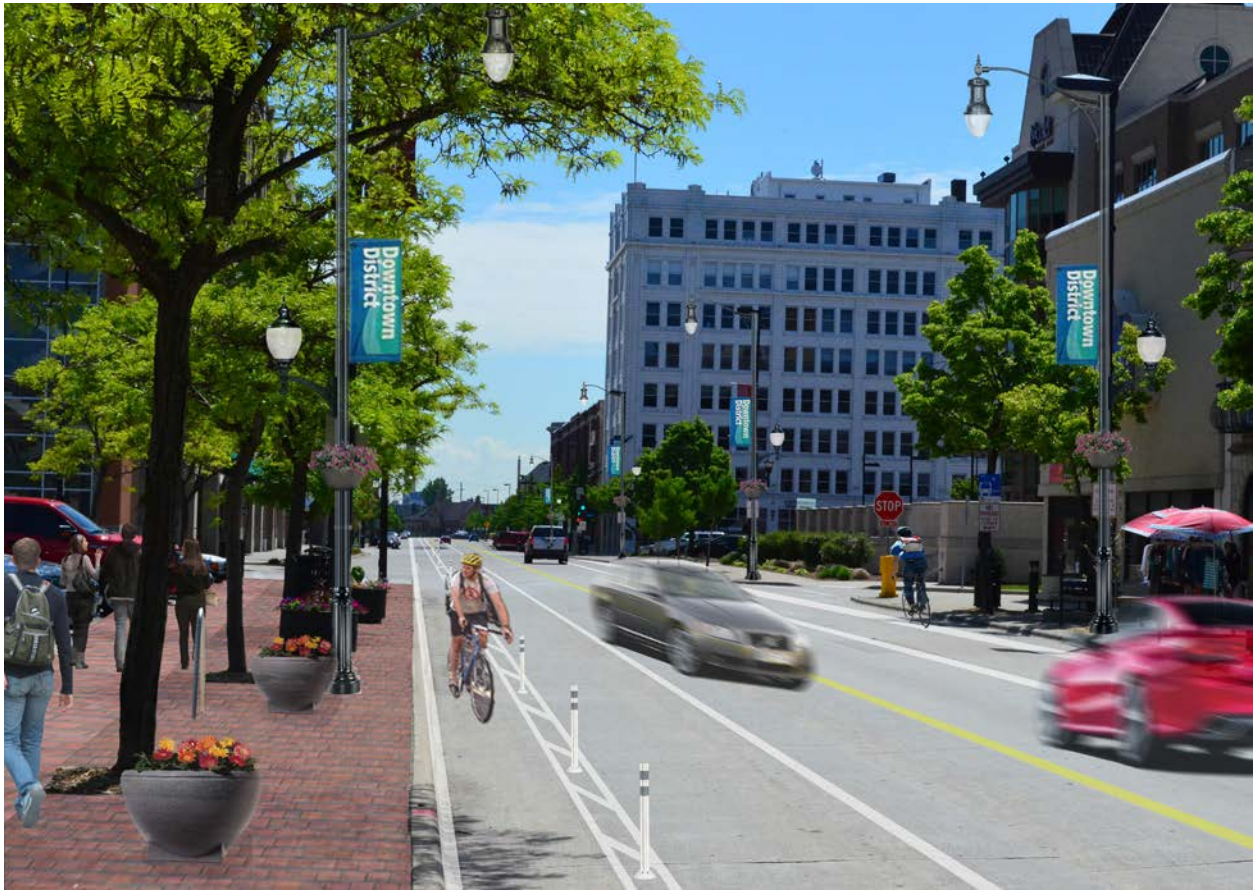
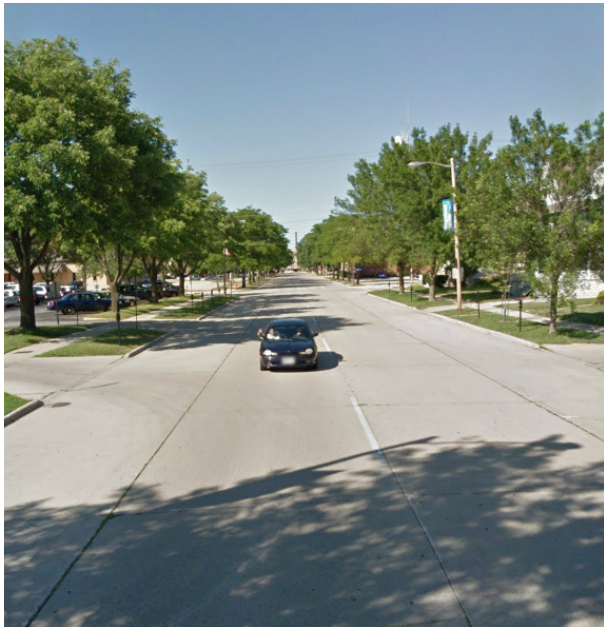


Figure 17: Potential Washington Street Enhancements Perspective

Madison/Jefferson Bike Lanes

As previously mentioned, bicycling enhancements and innovations were highly supported throughout the planning process. Additionally, safe and convenient bicycle routes in downtown have been ranked very highly as a priority. While the Fox River recreational trail accommodates a certain amount of bicycle traffic, there are few routes that serve those who cycle as a form of daily transportation or who have destinations located in the central downtown core. Due to their large pavement widths, Madison and Jefferson Streets have the potential to accommodate other transportation goals. Currently, Madison and Jefferson serve as one-way pairs with Madison oriented northbound and Jefferson southbound. Downtown one-way pairs were typically created in anticipation of congested and crowded downtown streets. They are intended to move traffic quickly through an area as efficiently as possible. Nationwide, many downtowns are reconsidering the appropriateness of downtown one-way pairs. It is no longer the goal to funnel traffic through a downtown as quickly and efficiently as possible, but rather to make streets inviting and to see streets as destinations rather than simply thoroughfares.

Both of these streets currently consist of two travel lanes and two parking lanes. The lane widths are excessive and encourage higher traffic speeds. Working with the existing curb alignments and in order to be cost effective, recommendations for improving Madison and Jefferson Streets include reducing travel and parking lane widths to allow for the dedication of one protected bike lane (see Figure 18: Potential Madison/Jefferson Streets Enhancements). Since each street can only accommodate one protected bike lane, it is envisioned that Madison Street would be designed to accommodate northbound bicycle traffic and



Existing conditions along Jefferson Street

Protected bike lanes

Potential protected bike lane

Jefferson Street would accommodate southbound bicycle traffic. While there has been wide community support for converting both streets to two-way traffic designation rather than one-way, additional study would be needed to understand the impact this conversion would have on the overall street network of downtown, particularly the Mason Street Bridge interchange.

Ultimately, it is recommended that both streets convert to two-way traffic, have lane widths reduced, and introduce a protected bike lane. Although the conversion to two-way traffic may take some time and study, lane reduction and the introduction of one protected bike lane on each street should be generally achievable without a significant amount of conflict or cost.

The first step towards implementation will be to develop detailed striping plans. This will allow for the concept to be reviewed and tested before implementation. One challenge that creates the need for review and refinement of this concept is the location of joint lines in the existing pavement as it relates to proposed striping. Depending on the materials, the joint lines create the impression of separate lanes as strongly as actual striping, which can lead to driver confusion. This can be offset with paving surface treatments and material choices, but they may increase the project cost.

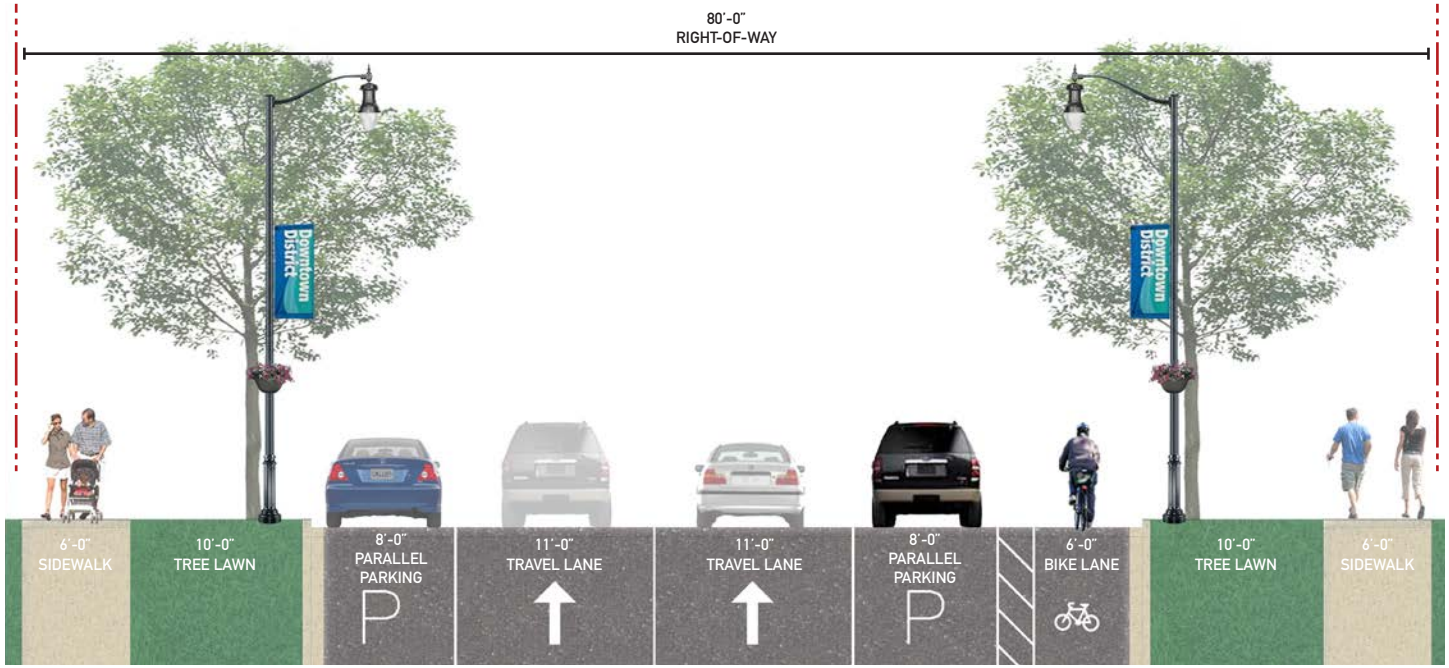


Figure 18: Potential Madison/Jefferson Streets Enhancements

Walnut Street Road Diet

Walnut Street is one of only three streets that provide a continuous east-west connection across downtown and across the Fox River. The other two are Mason Street and Main/Dousman Streets, both of which see a heavy amount of vehicular traffic at generally high speeds. As an important piece of the downtown transportation network, Walnut Street has the unique opportunity to become the primary east-west connection for pedestrian and bicycle traffic connecting the Navarino neighborhood with the downtown core, Fox River, North Broadway District, Seymour Park and Fort Howard neighborhoods.

Currently, Walnut Street consists of four travel lanes, two in each direction (see Figure 19: Existing Walnut Street Geometry). Based on recent traffic counts, four travel lanes on Walnut Street may not be necessary east of Monroe Avenue. Often a single center turn lane can work more efficiently to maintain a steady traffic flow rather than two travel lanes in each direction (due to the number of vehicles making left hand turns and causing unwanted lane changes and stops). The Walnut Street road diet project proposes reducing the number of vehicular lanes from four to three east of Monroe Avenue (see Figure 20: Potential Walnut Street Enhancements). A central turn lane would be utilized to handle left hand turns, while two travel lanes would accommodate all other through traffic. This reduction in the number of vehicular lanes would create the opportunity to introduce two bike lanes without requiring a realignment of the existing curbline, making the project very cost effective. This change in the roadway configuration would also help to calm traffic as motorists are typically less likely to speed or drive recklessly when adjacent to a bike lane and turn lane, as opposed to another travel lane of the same direction.

Existing conditions along Walnut Street

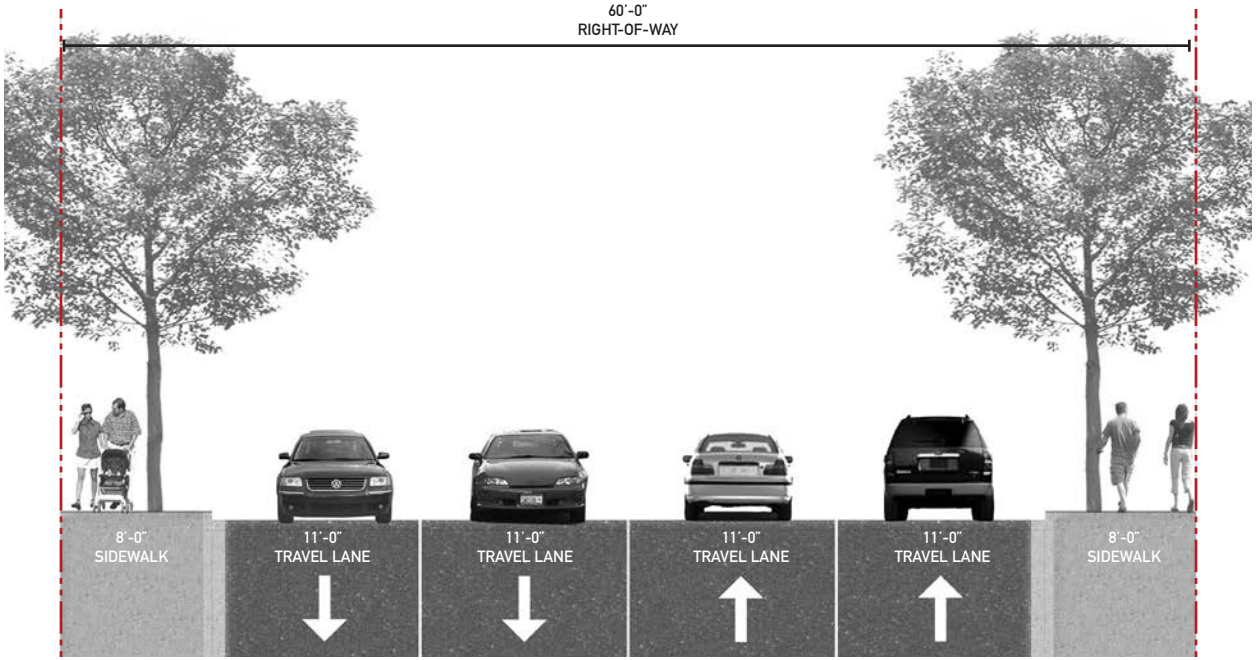


Figure 19: Existing Walnut Street Geometry

This project has the opportunity to transform the character of Walnut Street, from another roadway that prioritizes vehicular traffic flow to one that accommodates and encourages pedestrian and bicycle traffic.

Similar to the restriping of Madison and Jefferson, the first step will be developing detailed striping plans. Also, similarly, one of the challenges may be the location of joint lines. Specifically for Walnut Street, the City may want to conduct some traffic modeling of the roadway to create some technical support that the roadway will function appropriately at three lanes. Additional community and stakeholder interaction will likely be necessary to develop buy-in and support.

Dedicated bike lane

Dedicated bike lane

Dedicated bike lane

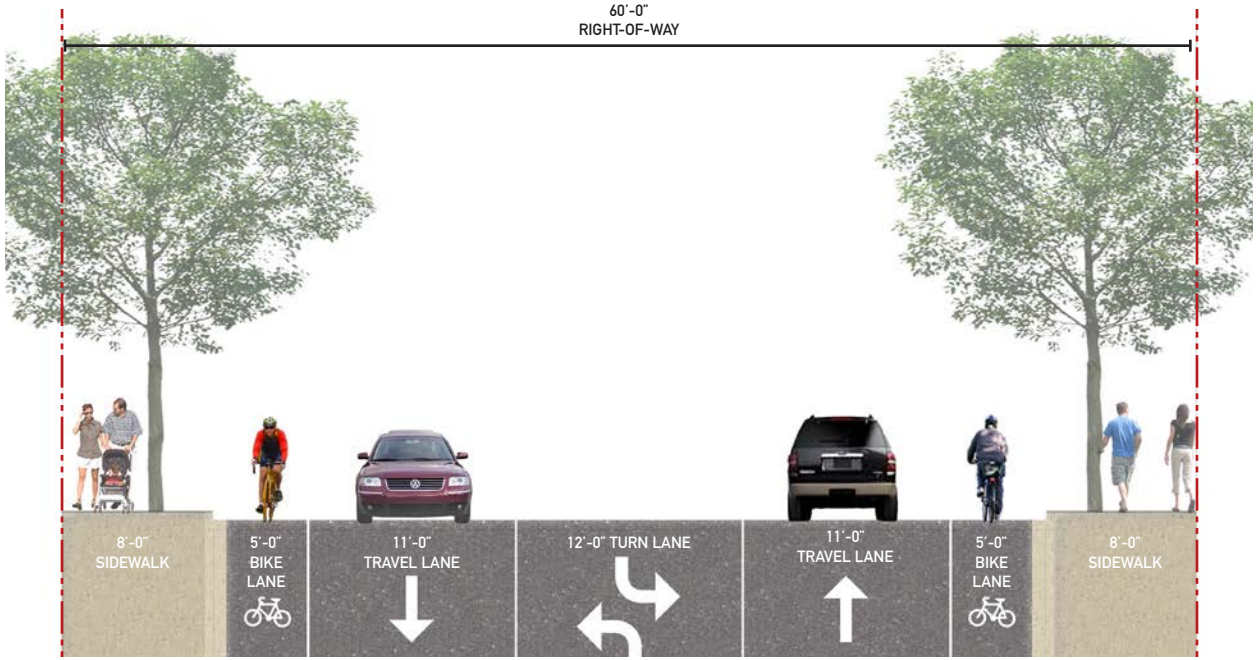


Figure 20: Potential Walnut Street Enhancements

Wayfinding Signage

Currently, Green Bay's downtown lacks a consistent wayfinding signage program. The current directional signs that have been implemented are difficult to read with too much information and text sizes that are too small. Additionally, they do not help to establish or reinforce the character or brand of the downtown. A new cohesive and consistent signage system should be implemented across the downtown, and throughout the City, to help direct residents and visitors to the key institutions and public parking. All new signs should bear in mind the standards established within the Federal Highway Administrations Manual for Uniform Traffic Control Devices (MUTCD) which provides regulations on reflectivity, color, contrast, text size and amount of information. In addition to readability, the design is critical for establishing and reinforcing a sense of place for the downtown. Therefore, colors, materials, integration of logos and other design factors, as shown in the directional sign concept (see Figure 21: Conceptual Directional Signs) should be considered during the development of the signs.

Placement of the signs will be important for directing residents and visitors appropriately. To do this, the City should develop a Wayfinding Master Plan that will help identify the priority routes, correct placement of signs, and help with implementation and phasing decisions. A preliminary wayfinding plan has been developed (see Map 3: Preliminary Wayfinding Plan) to help describe what will be needed. The final plan should be developed through input from various City departments, Downtown Green Bay Inc., On Broadway Inc., and Olde Main Street Inc. to help identify the desired destinations to be highlighted and the appropriate placement of signs to allow drivers to make decisions safely. It should also identify routes and potential sign locations for connecting the major highways to the downtown. Locations should be tested in the field to confirm visibility and checked against utility locations.

Depending on abilities and capacity, the Wayfinding Master Plan and sign designs could be handled by staff, or a design consultant could be hired to assist in the process. Similarly, the final signs could be constructed by the DPW or bid upon by signage fabricators, depending on the ability for DPW to undertake this type of project.

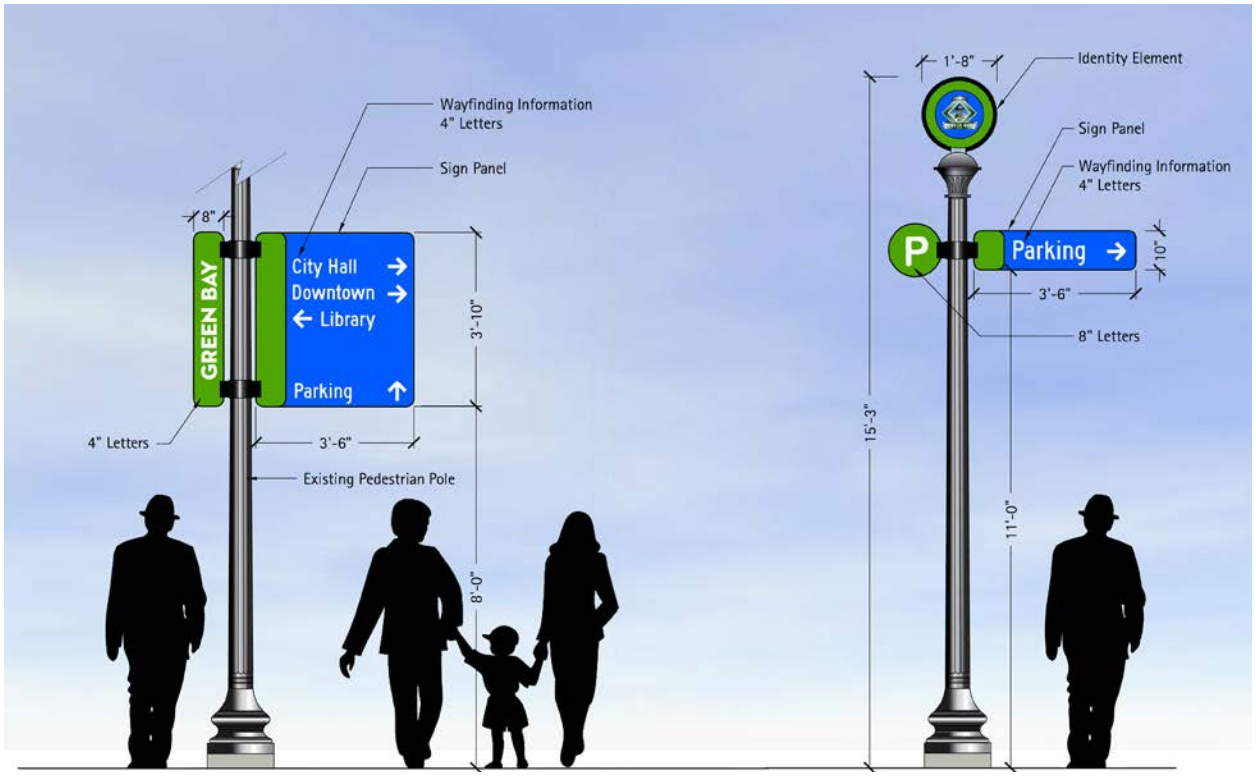
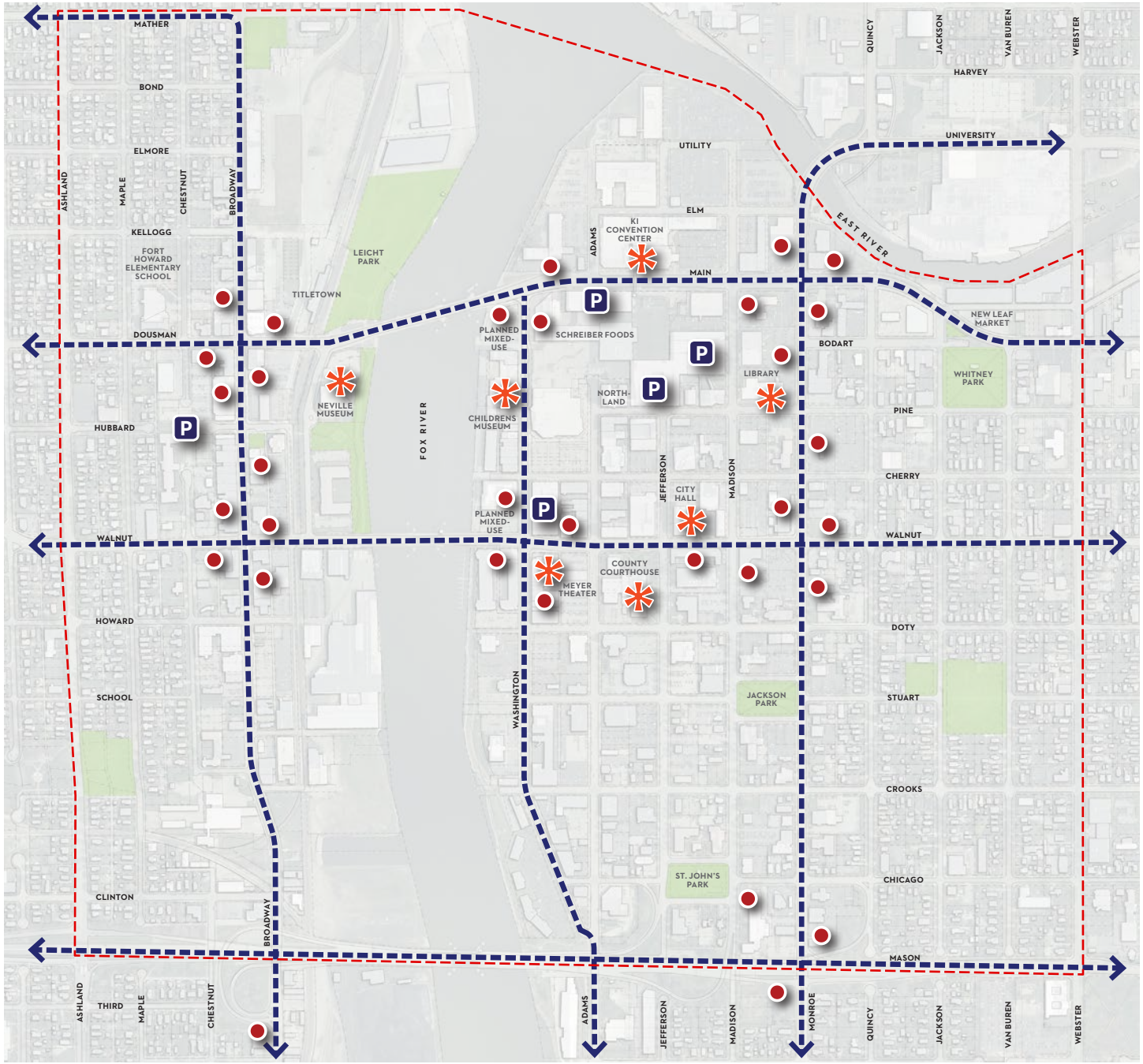


Figure 21: Conceptual Directional Signs

Legend

- STUDY AREA
- PUBLIC PARKING DESTINATION
- PRIMARY CORRIDOR
- CULTURAL DESTINATION
- GENERAL LOCATION RECOMMENDED FOR WAYFINDING SIGNAGE



NORTH

Map 3: Preliminary Wayfinding Plan

Transportation Policy

The transportation infrastructure provides the backbone of the downtown, and the City's policies on how to use and reconstruct a street will have a bearing on the downtown's character and sense of place. Transportation policy is focused on the area within a street right-of-way; it deals with not only physical improvement, but how the street is used, operated, and maintained. Note that it is not the intent of this section to establish City policy, but to point out policy-based approaches and programs that the City should further explore.

Roadway Network

Green Bay's downtown has a well-connected traditional street grid. Due to the downtown's development density, there is little room to expand the roadway network. Current traffic levels indicate that the roadway network can support additional development without requiring additional roadway investments in the short term. However, the additional amount of new development that the roadway network can accommodate in the long term should be analyzed. Additional analysis should consider the potential that increased walking, bicycling, and transit use can have on the development potential and transportation network capacity in the downtown.

Complete Streets Policy

The City should adopt a complete streets policy statement that defines how the street system in the downtown can accommodate all users including children, seniors, and the disabled. The Wisconsin Department of Transportation has stated that "Complete Streets are roadways designed and operated to enable safe, convenient, and comfortable access and travel for all users. Pedestrians, bicyclists, motorists, and public transport users of all ages and abilities are able to safely and comfortably move along and across a complete street." Wisconsin's Pedestrian and Bicycle Accommodations law addressing Complete Streets was codified in 2009 and is incorporated as State statute SS 84.01(35) and administrative rule as Transportation 75.

Bicycle And Pedestrian Plan

As reflected in the public participation process for this plan, people already identify Green Bay's downtown as a place that stands out in the community as pedestrian friendly. Strides made in recent years have improved both the pedestrian and bicycle friendliness of the downtown. Recent examples include the nearly ubiquitous use of "countdown" style pedestrian crossing signals at signalized intersections, the streetscape enhancements that have been installed on Walnut Street from Webster Avenue to East High School, and the six miles of new bicycle lanes and shared use ("sharrow") routes that were installed in the downtown and surrounding neighborhoods in 2012.

Complete Streets are roadways designed to enable safe, convenient, and comfortable access and travel for all users.

Cities are placing a greater emphasis on improving bicycle and pedestrian systems in downtown areas.

During the course of the planning process, strong support was shown for improving pedestrian and bicycle facilities downtown. Much of this support was expressed by residents, business owners, and workers who are seeking a transportation network that facilitates more walking and improved connections to the regional bicycle trail system. While some bicycle and pedestrian improvements were identified during the planning process, a comprehensive evaluation of the network should be undertaken. Cities are placing a greater emphasis on improving bicycle and pedestrian systems in downtown areas. The following best practices should be addressed in a comprehensive bicycle and pedestrian plan:

- Americans with Disabilities Act Conformance. Pedestrian accommodations must comply with the Americans with Disabilities Act (ADA) Accessibility Guidelines and the U.S. Access Board Public Rights of Way Access Guidelines (PROWAG). An ADA transition plan should be prepared to assist in scheduling and prioritizing these improvements.

- Crosswalks. Crosswalks in the downtown should be clearly marked with high visibility markings. Textured pavement should be avoided that creates rough surfaces for pedestrians using wheelchairs, elderly pedestrians, and pedestrians pushing strollers.

- Curb Ramps. Where feasible, curb ramps at crosswalks should align directly with the crosswalk and direct pedestrians using wheelchairs and pedestrians pushing strollers in a straight path from the ramp to the crosswalk. The radius at corners should be small to reduce the length of pedestrian crossings and reduce pedestrian/motorist conflicts by reducing vehicle turning speeds.

- Curb Extensions. Where appropriate and practical, curb extensions could be considered downtown to more clearly identify where on-street parking bays are located and to reduce the length of pedestrian crossings. The additional sidewalk space created through the construction of a curb extension also provides space for infrastructure including lighting, traffic signal and utility poles, benches, bicycle parking, and can create room for outdoor restaurant seating. On the other hand, curb extensions create obstacles for snow plowing. Further study must take snow removal operations into consideration.

- On-Street Bike Facilities. Appropriate downtown streets should accommodate bicyclists. The City already has bike lanes and signed routes on some of its streets. In addition to conventional bike lanes, protected and buffered bicycle lanes should be considered as tools to help make the network safer and comfortable for a wider variety of bicyclists.

- Bike Parking. Bike parking provides a low-cost way to provide a significant increase in parking at a fraction of the cost of on-street or off-street automobile parking.

- Bus Stops. Bus stops should be accessible to people of all ages and abilities. The paved waiting area or pad should be adjacent to the sidewalk as well as the curb for smooth boarding and alighting and include information signs. For stops with more passengers, benches and shelters should be installed.

- Pedestrian Modal Hierarchy. Some of the streets downtown are very pedestrian focused including Broadway, Washington, and Pine. Transportation policies, programs, and projects should emphasize these as pedestrian streets and place a priority on pedestrian movements over other modes.

Parking Policy

Downtown parking is complex because it involves both the public and private sectors and is influenced by transportation as well as land use policy. Demand for public parking is affected by price, which is determined by the City. Parking policies also can influence the use of alternative forms of transportation- biking, walking, and transit. As the cost of driving increases due to roadway congestion and gasoline and parking prices, more people will be inclined to use alternative forms of transportation.

The City should continue to examine and update its policies in regard to downtown parking supply and demand and how these policies affect land use development and the use of alternative forms of transportation. The City provides public on-street and off-street parking. The private parking supply is influenced by the City's parking requirements within the zoning ordinance.

Currently, there is a surplus of parking in the downtown due to limitations on how it may be used. Much of the private, off-street parking is use-restricted and cannot be shared (e.g. employees only, no overnight parking), resulting in low utilization rates during different times of the day. Some public as well as private parking lots would be better devoted to tax-revenue producing development. Reducing the combined amount of surface parking also would improve urban appearance and design.

A downtown with too many surface lots can have a negative effect on urban design and discourage walking. When surface lots are situated between buildings and occupy space adjacent to the sidewalk, they break up the appearance of a continuous building frontage, limit the number of destinations along a block, and create zones that deter walking.

The City recently conducted a Downtown Parking Study prepared by Desman Associates. This study stated that there is considerable available public parking capacity in City-owned ramps and the on-street parking supply. The study mentioned that the Main Street ramp will be demolished within 15 years (at the end of its structural life-expectancy). Also, the Adams Street parking lot may be converted to a redevelopment site. If both of these facilities were eliminated and additional new development occurs, the downtown parking surplus would be eliminated and there would be a need for additional parking at that time. The study also mentions that the Pine Street Ramp is in need of renovation. The renovation should occur before the Main Street ramp is demolished.

Recommendations related to increasing downtown density can only occur with changes in how parking is addressed. City efforts should strive towards policies that encourage better utilization efficiency and allowing surface parking to be used for development. The City should consider the following steps to improve the utilization and efficiency of downtown parking facilities:

Existing parking ramp in Downtown

- Undertake a Private Parking Inventory/ Utilization Study - The City recently conducted a parking study that focused on public parking, but did not review the private parking. An analysis of private parking would help determine what surplus exists in the private sector to better estimate the extent to which private parking could be reduced, utilization could be improved, and land could be freed up for potential development.
- Reduce Parking Requirements for New Development - Requiring off-street parking on single-lot developments can create an oversupply of parking as shown in the examples provided (see Figure 22: Conventional Parking Scenario and Figure 23: Shared Parking Scenario). Public parking is more efficient in a downtown area as it can be shared by multiple uses whose demand peaks at different times during the day and night. For example, parking demand peaks for office workers during the day and demand for restaurant parking peaks in the evenings and on weekends. Reducing required parking can result in cost-savings that create more development demand and increased tax revenue.

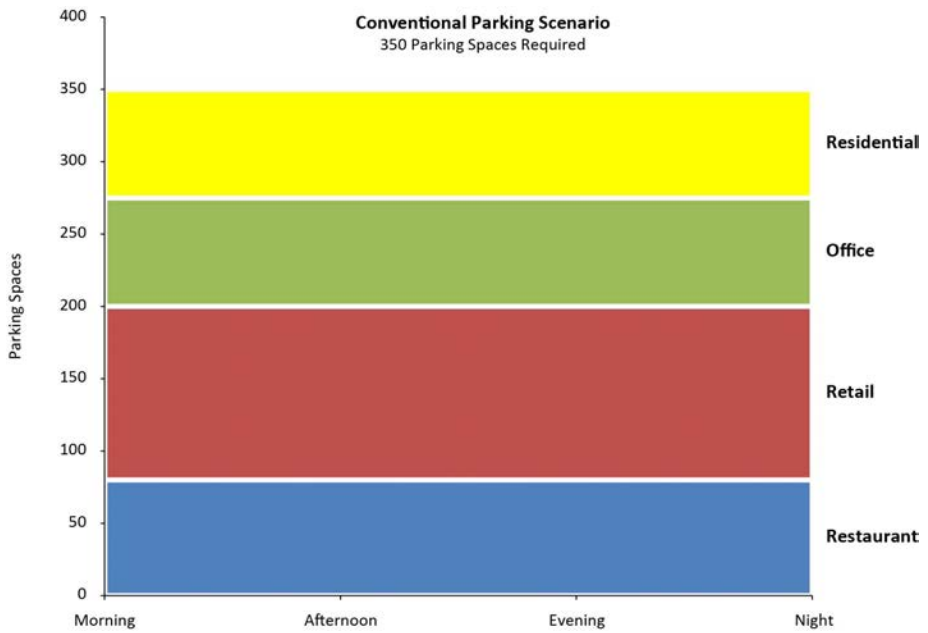


Figure 22: Conventional Parking Scenario

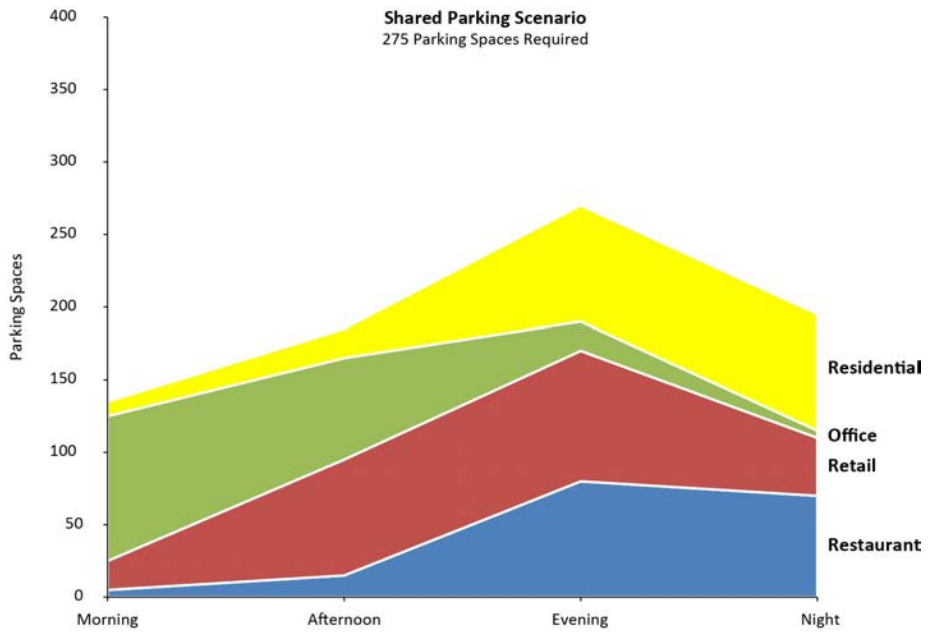


Figure 23: Shared Parking Scenario

- Create Parking Guidelines and Incentives for Developers- Given that parking conditions vary in the downtown on a block by block basis, it may be more appropriate to review new developments based on surrounding factors and make adjustments based on conditions in the immediate area. Parking regulations often lack flexibility. In areas like the downtown, flexibility is needed to adjust to areas that have a surplus of parking and to meet the demands of different types of development. The City's zoning ordinance was reviewed with respect to a series of parking adjustment factors shown below to identify where opportunities exist to increase flexibility in parking requirements. The guidelines may be used to encourage developers to provide extra parking for public purposes or to determine when fee-in-lieu is desirable (see Table 1: Parking Requirement Adjustment Examples). Guidelines, rather than regulations would provide the flexibility that is needed as conditions change with each new development .

Table 1: Parking Requirement Adjustment Examples

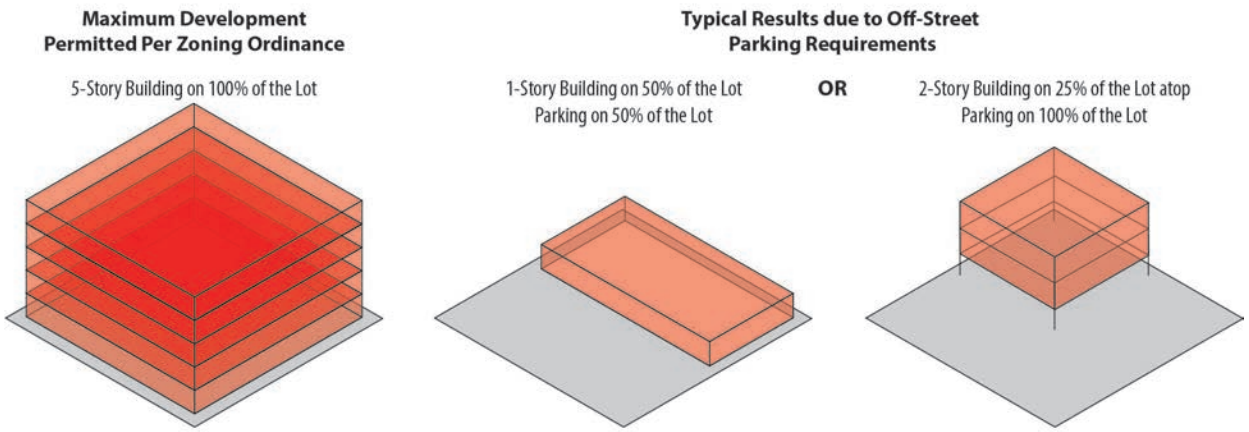
Factor	Description	Typical Adjustment	Does Green Bay Do This?
Residential Density	*Number of residents or housing units per acre/ hectare.*	*Reduce requirements 1% for each resident per acre: Reduce requirements 15% where there are 15 residents per acre and 30% if there are 30 residents per acre.*	*No*
Employment Density	*Number of employees per acre.*	*Reduce requirements 10-15% in areas with 50 or more employees per gross acre.*	*No*
Land Use Mix	*Range of land uses located within convenient walking distance.*	*Reduce requirements 5-10% in mixed-use developments. Additional reductions with shared parking.*	*Somewhat*
Walkability	*Walking environment quality.*	*Reduce requirements 5-15% in walkable communities, and more if walkability allow more shared and off-site parking.*	*No*
Demographics	*Age and physical ability of residents or commuters.*	*Reduce requirements 20-40% for housing for young (fewer than 30) elderly (over 65) or disabled people.*	*No*
Public Parking	*Surplus public parking within ¼ mile*	*Reduce requirements based on surplus parking that is available*	*Yes*
Housing Tenure	*Whether housing are owned or rented.*	*Reduce requirements 20-40% for rental versus owner occupied housing.*	*No*
Unbundling Parking	*Parking sold or rented separately from building space.*	*Unbundling parking typically reduces vehicle ownership and parking demand 10-20%.*	*Not sure*

Source, Todd Litman, Parking Management Best Practices, Planners Press, 2006

- Allow Fee-in-lieu of Parking- On smaller properties or with adaptive reuse of vacant buildings, providing parking can be difficult. Parking requirements can discourage new development. Currently, off-street parking downtown occupies approximately 14% of total block area. Current parking requirements would not have permitted the development of existing buildings and continuous street walls currently in existence in many parts of downtown. Allowing developers to pay a fee-in-lieu of parking can provide an attractive alternative that improves urban design. Revenues generated under this practice can be deposited in an account that would be used by the City exclusively to fund new parking facilities in proximity to the site.

- Promote Private Development of Public Parking- Developers can be encouraged to provide extra parking for public use. The City could offer incentives to encourage public parking through extra floor area ratios or increased building height. The City also owns some surface parking lots in the downtown. These properties could be privatized or spaces may be leased to offset required parking in private development.

- Reduce Surface Parking Lots- Surface parking lots that are adjacent to the sidewalk should be reduced in the downtown core. Many lots can be converted over time through changes in zoning regulations. Developers can be encouraged to include structured public parking along with new buildings. An alternative would be to lease or sell a property to private developers who would be willing to provide public parking along with a building. Surface lots may be created by zoning regulations that run counter to the City's vision for downtown. The figures below (see Figure 24: Effect of Off-street Parking Requirements on Development) illustrate how new construction would be expected to look given the current zoning ordinance requirements outside the planned development process. When parking regulations are applied, often the developer cannot meet the maximum floor area or building height while adhering to off-street parking requirements.



Assumptions & Calculations (Based on a typical downtown zoning)

Typical Land Use:	Office, Professional Services, Sales
Typical Downtown Block:	90,000 square feet of developable land
Floor-to-area Ratio:	5.0
Required Parking:	1 space for every 300 square feet of gross floor area
Typical Parking Space:	275 square feet (9' x 30.5' includes loading, aisles)
Building to parking ratio:	1.091

Figure 24: Effect of Off-street Parking Requirements on Development

Canadian National Railroad

During the planning process, many community members expressed concern that the Canadian National Railroad created a barrier between the Broadway District and downtown core. While the barrier could be physically removed by lowering the tracks and bridging the roads over the tracks or relocating the railroad out of the downtown, it is recognized that the costs would be prohibitive. It was then suggested that the railroad crossing time be restricted. Railroads are under regulation by the State of Wisconsin and the Federal Railroad Administration and municipalities have little or no regulatory authority over railroads. However, the city could negotiate with the CN Railroad to reduce the crossing times of freight trains. The city should consider improvements at the railroad crossing consisting of streetscape and pedestrian improvements to minimize the barrier effect that the railroad crossing makes.

The Canadian National Railroad tracks near Titletown Brewery

Section 5 - Implementation

Roles & Responsibilities

Establishing effective public/private partnerships and building local organizational capacity and leadership will be critical to long-term success in implementing the AuthentiCity Plan. Partnerships between the City and entities such as Downtown Green Bay Inc., On Broadway Inc., the Chamber, and other groups, will be especially vital in leveraging financial and human resources to accomplish more complex revitalization initiatives, such as facilitating new development, recruiting new businesses, and in managing ongoing marketing and promotion activities. Such partnerships can also maximize the leadership necessary from both the private and public sectors to help steward plan implementation from its early stages to the long term. Key partnership and organizational development steps that should be considered include:

City of Green Bay - The City will continue to take a lead role in directing and shaping downtown development and in moving forward the AuthentiCity Plan. Various City agencies are vital to continued downtown success, including the Mayor's Office, Planning and Community Development, Economic Development, Public Works, Parks, Recreation, and Forestry, Green Bay Metro Transit, Finance, Police and Fire, and others. Key roles and responsibilities for the City include:

- Formally approving the Plan.
- Revising zoning and other relevant development codes to support continued downtown revitalization and redevelopment. An assessment of local zoning codes should focus on increasing flexibility for desired future land uses while providing more guidance around elements of the appropriate building form and design.
- Continuing the discussion toward detailed design documentation for recommended streetscape, signage, parks, and other physical improvements, working closely with appropriate stakeholders.
- In cooperation with its implementation partners, identifying and securing funding sources for recommended physical improvements, any future branding and marketing efforts, and continued business retention and attraction efforts.
- Meeting directly with the owners of key opportunity sites and existing buildings to encourage their involvement and participation in catalytic development and revitalization projects.

Green Bay Redevelopment Authority - As the RDA continues to oversee the formulation and implementation of the City's redevelopment plans, it should consider the recommendations of the AuthentiCity Plan. The RDA has made great strides in its mission to revitalize blighted, obsolete, and underutilized sites and buildings in the community, and portions of the downtown will continue to benefit from the work of the RDA. Of particular importance to the downtown is the RDA's role in determining whether gap financing is available and appropriate to help realize the catalytic redevelopment projects identified in this plan.

Green Bay Plan Commission - The City's comprehensive plan, zoning code, subdivision controls, and other long range planning and implementation measures are established and administered by the Green Bay Plan Commission. The Plan Commission will ensure compatibility between the city-wide comprehensive plan and the AuthentiCity Plan for downtown. Their participation will be vital in evaluating the effectiveness of the city's zoning regulations and in exploring alternatives for improving downtown design guidelines and historic preservation measures. Of particular importance to the downtown is their ongoing involvement in evaluating requests for zoning district changes, conditional use permits, comprehensive plan amendments, and the like.

Business Improvement Districts - The three downtown area Business Improvement Districts, Downtown Green Bay Inc., On Broadway Inc., and Olde Main Street Inc., should continue to collaborate with the City while incorporating elements of the plan in their own organization's mission and activities. The continuation of regularly scheduled meetings with City staff to streamline collaboration activities is paramount.

Green Bay Convention & Visitors Bureau - The Greater Green Bay Convention and Visitors Bureau (CVB) currently undertakes a variety of activities and initiatives that promote tourism and conventions to Downtown Green Bay. The CVB can participate and collaborate with the City, the BIDs, and other stakeholder groups on downtown marketing, special event and branding activities; particularly as it relates to the expanding Convention Center.

Mosaic Arts of Green Bay - Mosaic is a non-profit organization that produces events and promotes community art activities. Mosaic should continue to participate with the City to appropriately incorporate art in public spaces and collaborate with private developers to incorporate art into the design of publicly accessible common areas.

Corporations - Local corporations can become sponsors for a variety of Downtown initiatives, such as special events and public improvements, as well as investors in specific Downtown revitalization projects. Additionally, corporations could network with the City and BIDs to optimize downtown quality of life and employment attraction activities.

Business/Property Owners - To show immediate action and positive progress in revitalizing downtown, local business and property owners can initiate property improvements while adhering to best design practices appropriate for the redevelopment's surroundings. They can also become involved with BID activities if they are not already.

UW-Green Bay/Northeast Wisconsin Technical College - City, County, and corporate relationships with higher educational institutions should be strengthened. All parties should be open to finding solutions to employment and educational growth while utilizing the assets of downtown.

Neighborhood Associations - Several of Green Bay's established Neighborhood Associations are found within the study area for this plan: Fort Howard, Seymour Park, Navarino, and Downtown. Their participation in this planning process helped to shape the livability components of the goals and vision, and their continued involvement is vital to implementation. In particular, neighborhood input will be helpful in the design stage of the various recommended physical improvements as well as continuing to advocate for public art, enhanced green space, walkability and bikeability, and the continued growth of retail and service businesses convenient to the surrounding neighborhoods. The Green Bay Neighborhood Leadership Council and individual Neighborhood Association meetings will continue to be important venues for communicating, sharing ideas, and building an even stronger sense of community.

Other Important Partners - While not as heavily or regularly involved in downtown revitalization efforts as the organizations and stakeholders identified above, other key partners are equally important when collaborative opportunities arise. These are the other local, regional, and state level organizations that complete the economic development picture through business retention and attraction efforts, marketing and branding initiatives, grant administration, and entrepreneurial development tools.

- Green Bay Area Chamber of Commerce
  - Advance
- The New North
- Wisconsin Economic Development Corporation

Funding Sources

Funding from municipal, county, state and federal sources as well as local foundations, corporate, and civic and business organizations will be needed to finance elements of the AuthentiCity Plan. Public infrastructure, riverfront and streetscape improvements, and gap financing programs for redevelopment will be the most significant expenditures and thus should be prioritized according to this Plan's strategies and recommendations. Key funding sources and incentive programs that should be explored further as critical downtown plan implementation tools include:

CAPITAL IMPROVEMENT

Most communities incorporate some aspects of Master Plan public improvement initiatives within the municipal capital improvements plan, which should be evaluated on an annual basis. Capital improvement funding could be used to support various projects outlined in the Plan, including:

- Street improvements and streetscape implementation
- Public parking improvements
- Signage and wayfinding programs
- Waterfront development
- Public building interior and exterior improvements

Recognizing that public budgets are extremely limited in the current economy, the City should investigate public/private partnerships and shared improvements and funding opportunities with other taxing bodies.

TAX INCREMENT FINANCING (TIF)

Tax Increment Financing is a State authorized program administered by a municipality that allocates future increases in property taxes from a designated area for improvements dedicated to that area. While TIF is typically used for infrastructure and urban design improvement, it can be used for specific economic development activities, such as gap financing for new development or adaptive use projects.

GENERAL REVENUE BONDS

Depending upon the City's bond rating and current bond/debt load and retirement, the City may investigate the ability of long-term bonds for specific portions of the Strategic Development Plan in order to facilitate redevelopment activities. Bonding for public infrastructure, open space or streetscape improvements, or site acquisition, are some of the key catalytic Master Plan elements that should be considered. The City should seek professional consultation to evaluate these opportunities.

NEW MARKET TAX CREDITS

The New Markets Tax Credit Program (NMTC), established in 2000 and administered by the U.S. Treasury with the goal of spurring the revitalization of low-income communities and neighborhoods. The NMTC Program provides tax credit incentives to investors for equity investments in certified Community Development Entities (CDEs), which must have a primary mission of investing in low-income communities and persons. Commercial and mixed-use real estate projects are among the eligible categories, as are community facilities and operating businesses. The NMTC will provide only a portion, perhaps 15 percent to 20 percent of the capital needed for a project, so other layers of financing will be needed.

HISTORIC PRESERVATION TAX CREDITS

Since 1976, the National Park Service, in partnership with the Internal Revenue Service and the Wisconsin State Historic Preservation Office (SHPO), has administered the Federal Historic Preservation Tax Credit Program to encourage rehabilitation and reinvestment in historic buildings. A 20 percent tax credit is provided to owners of income-producing historic buildings who undertake a substantial rehabilitation project in which rehabilitation costs must be equal to or greater than the property's adjusted basis. The State of Wisconsin offers a companion 20 percent tax credit that can be used in conjunction with the Federal program. Incentives are proposed to be used for the redevelopment of the Northland Hotel and could be used to finance the adaptive use of some of downtown's other larger historic buildings. Projects seeking both credits will be reviewed by the Wisconsin SHPO for compliance with the Secretary of the Interior's Standards for Rehabilitation.

EQUITY FUND/COMMUNITY SUPPORTED FINANCING

The possibility of forming an equity fund for business capitalization and expansion for downtown businesses should be explored. This might take the form of a small group of investors pooling funds to create one or more needed businesses, or a downtown small business venture fund seeded and capitalized by private individuals, local and regional foundations, and government grants. Community financed businesses can also be structured as cooperatives or as local stock corporations, which could be a realistic solution for certain projects.

Additionally, customer-owned cooperatives and community-owned stores structured as local stock corporations have become increasingly common in starting new grocery stores in under-served markets.

An equity fund can also be used in combination with building improvement grant programs developed by the City or other entities.

GRANTS

Certified Local Government Grants

Certified Local Government grants are federally sourced matching grants administered by the Wisconsin State Historic Preservation Office. Grant amounts range from $3,000 to $30,000 and require a local 30 percent match. Eligible project expenses include:

- Design guidelines
- Historic resource surveys
- Preservation education initiatives

Jeffris Family Foundation

The Jeffris Family Foundation, based in Janesville, Wisconsin, is dedicated to preserving the State's cultural history and heritage through the rehabilitation of regionally and nationally important historic buildings and decorative arts projects. The Foundation supports significant projects that strive for high preservation standards and show a strong degree of local support. The Foundation funds the following types of historic preservation projects:

- Capital improvement projects that are consistent with and part of an overall master plan or Historic Structures Report.
- Research projects such as historic structure reports and color analysis.
- Publications that document historic preservation projects, projects documenting significant events or activities related to Wisconsin's history, or projects furthering the cause of historic preservation in Wisconsin.

Wisconsin Humanities Council

The Wisconsin Humanities Council grant program provides support for public humanities programs that encourage participants to converse, connect, and reflect upon our world. The Council provides grant opportunities to local historic preservation commissions and historical societies to undertake projects that promote a greater public understanding of their community's built heritage. Downtown historic building tours, preservation workshops and special events centered around heritage themes are typical projects funded by Council Grants.

Transportation Enhancement Grants

Transportation Enhancement (TE) activities offer funding opportunities to expand transportation choices and enhance the transportation experience through 12 eligible TE activities related to surface transportation, including pedestrian and bicycle infrastructure and safety programs, scenic and historic highway programs, landscaping and scenic beautification, historic preservation, and environmental mitigation. TE projects must relate to surface transportation and must qualify under one or more of the 12 eligible categories.

Transportation Economic Assistance

Transportation Economic Assistance is a program that provides a 50% federal match for projects involving transportation improvements that are intended to attract or retain employers in Wisconsin or to encourage local employment expansion. The provision of parking as a condition of employer location or expansion in Green Bay may be seen as a potential grant opportunity to assist in constructing a parking structure.

Highway Safety Improvement Program

The Highway Safety Improvement Program is aimed at reducing crashes on roadways with high crash rates. An emphasis is placed on low-cost improvements that are shown to reduce crashes. Signal coordination, speed reductions through design, such as road diets, and the provision of adding bike lanes to select streets to reduce crashes may be considered potential improvements that could be made possible through HSIP. This program is a 90 percent match, requiring only a 10 percent contribution in the form of local or state funds.

Donald Driver Way looking north

Implementation Sequence

Since implementing the Downtown Master Plan will take time as well as the collaboration of several agencies and organizations, setting clear priorities and expectations at the beginning of the revitalization process will be critically important to achieving short term goals and building the momentum necessary for undertaking more complex projects in the long term. Setting priorities will also help in coordinating implementation efforts between the public sector and other implementation partners more effectively. Therefore, an implementation sequence that outlines specific initiatives and the general timeline for their start and completion is presented on the following pages. Economic and political conditions at the local, state and Federal levels, along with the availability of project funding sources and financing, will largely influence the overall implementation timeline and when projects are undertaken and completed.

The challenge then is to determine project priorities that will generate positive short-term impacts, but also set the groundwork in motion for future implementation projects that can be sustained by community support and adequate funding.

On-going (1-10 Years)

- Neighborhood Infill
- Larsen Green (phased)
- Pedestrian & Bicycle Improvements (phased)
- Transit Enhancements (phased)
- Monroe Corridor

0-2 Years

- Broadway District Parking
- Wayfinding Signage
- Parking Policy
- Cultural Plan
- Historic Preservation and Design Review Planning

3-5 Years

- Madison/Jefferson Bike Lanes
- Walnut Road Diet
- Downtown Character Policies
- Review, evaluate, and update the Downtown Master Plan

6-10 Years

- Downtown Core Enhancements
- Increased Downtown Density
- Shoreline Enhancements
- Hubbard Street Promenade
- Bridge Enhancements
- Washington Street Streetscape

In addition to the specific plan implementation activities discussed here, the plan itself should be evaluated for performance and updated to reflect changing conditions and community priorities. Evaluation and updates should occur on a regular basis- at least once every five years.

The Implementation Strategy Matrix shown on the following pages provides a breakdown of the major redevelopment concepts/initiatives prepared as part of the Downtown Plan. Included in the Matrix are the essential details related to each concept/ initiative.

IMPLEMENTATION STRATEGY MATRIX
ON-GOING (1-10 YEARS)

LEGEND: BID: Business Improvement District
TIF: Tax Increment Financing

Concept / Initiative	Page	Community Prioritization	Responsible Parties and Partners (Project Lead in BOLD)	Funding Sources
TRANSIT ENHANCEMENTS (Phased Implementation)	59, 68	Low	• **Green Bay Metro Transit** • City of Green Bay Public Works Department • City of Green Bay Planning & Development Department • Downtown Green Bay Inc. • On Broadway Inc. • Private Businesses	• City Funds • Private Funds • Grants
NEIGHBORHOOD REINVESTMENT	50	Medium	• **City of Green Bay Planning & Development Department** • NeighborWorks Green Bay • Green Bay Redevelopment Authority • Neighborhood Associations	• City Funds • Private Funds • Grants
PEDESTRIAN & BICYCLE IMPROVEMENTS (Phased Implementation)	56	Medium	• **City of Green Bay Planning & Development Department** • City of Green Bay Public Works Department • Downtown Green Bay Inc. • On Broadway Inc.	• City Funds • Grants
LARSEN GREEN (Phased Development)	22	High	• **City of Green Bay Economic Development Department** • City of Green Bay Planning & Development Department • On Broadway Inc. • Green Bay Redevelopment Authority • City of Green Bay Public Works Department • City of Green Bay Parks, Recreation, & Forestry Department • Private Developers	• Private Funds • TIF • City Funds • WEDC Grants • EPA Brownfields Grants
MONROE CORRIDOR	28	High	• **City of Green Bay Economic Development Department** • City of Green Bay Planning & Development Department • City of Green Bay Public Works Department • Green Bay Redevelopment Authority • Private Developers • Navarino and Downtown Neighborhood Assoc.	• City Funds • TIF • Private Funds

LEGEND:	$ < $100,000	$$$ $500,000 - $2,000,000	NOTE: Note that some actions or tasks may be able to run concurrent to each other
	$$ $100,000 - $500,000	$$$$ >$2,000,000	

Cost Level	Actions / Key Tasks	Actions / Task Duration
$$	• Identify priority locations/stops • Develop design standards for enhancement concepts • Work with local businesses on sponsorship opportunities • Identify vendor(s)/fabricator(s) • Implement and install	• 3 months • 3 months • On-going • 3 months • Phased
$	• Continue education and support programs • Review zoning and other ordinances for barriers to townhomes • Make modifications as necessary to zoning/ordinances • Conduct outreach to development community to create awareness	• On-going • 6 months • 12 months • On-going
$$	• Develop Complete Streets policy • Develop Pedestrian & Bike Plan • Identify priority projects • Secure funding	• 12 months • 12 months • 3 months • 6 months
$$$$	• Conduct additional environmental testing • Modify PUD • Conduct environmental remediation if necessary • Conduct RFO process to select developer(s) • Secure funding sources to overcome gaps in financing	• 6 months • 6 months • 3 months • 6 months • 3 months
$$$	• Complete roadway improvements • Develop final Regulating Plan • Prepare Form-Based Code • Develop marketing materials and market site	• Anticipated Fall/2014 • 3 months • 6 months • On-going

IMPLEMENTATION STRATEGY MATRIX
0-2 YEARS

LEGEND: BID: Business Improvement District
TIF: Tax Increment Financing

Concept / Initiative	Page	Community Prioritization	Responsible Parties and Partners (Project Lead in BOLD)	Funding Sources
PARKING POLICY	70	Medium	• **City of Green Bay Public Works Department** • City of Green Bay Planning & Development Department	• City Funds
WAYFINDING SIGNAGE	66	Medium	• **City of Green Bay Planning & Development Department** • City of Green Bay Public Works Department • Downtown Green Bay Inc. • On Broadway Inc. • DOT • Convention and Visitors Bureau • Neighborhood Associations • Design Review	• City Funds • Grants
CULTURAL PLAN	53	Medium	• **City of Green Bay Planning & Development Department** • Downtown Green Bay Inc. • On Broadway Inc. • Olde Main Street Inc. • Mosaic Arts, Inc. • UW-Green Bay	• City Funds • Grants
BROADWAY DISTRICT PARKING	40	High	• **On Broadway Inc.** • City of Green Bay Planning & Development Department • City of Green Bay Public Works Department • Property/Business Owners • Fort Howard Neighborhood	• City Funds • Private Funds • BID Funding
HISTORIC PRESERVATION & DESIGN REVIEW PLANNING	53	High	• **City of Green Bay Planning & Development Department** • Historic Preservation Commission • On Broadway Inc. • Downtown Green Bay Inc.	• City Funds • Grants

LEGEND:	$ < $100,000	$$$ $500,000 - $2,000,000	NOTE: Note that some actions or tasks may be able to run concurrent to each other
	$$ $100,000 - $500,000	$$$$ >$2,000,000	

Cost Level	Actions / Key Tasks	Actions / Task Duration
$	• Undertake a private parking inventory/utilization study • Modify parking requirements • Create parking guidelines • Create incentives for developers	• 3 months • 6 months • 3 months • 3 months
$$	• Develop Master Plan • Develop preferred sign design • Identify fabricator(s) • Implement and install	• 3 months • 3 months • 3 months • Phased
$	• Arts assets inventory and arts health assessment evaluation • Develop a steering committee • Select a cultural planning consultant • Conduct public process	• In Progress • 3 months • 3 months • 12 months
$$	• Secure site control/access easements • Develop detailed plans • Review with stakeholders • Prepare construction documents	• 6 months • 3 months • 3 months • 3 months
$	• Conduct public process to determine community values/priorities • Establish appropriate design review body • Establish level of design review and process	• 6 months • 6 months • 3 months

IMPLEMENTATION STRATEGY MATRIX
3-5 YEARS

LEGEND: BID: Business Improvement District
TIF: Tax Increment Financing

Concept / Initiative	Page	Community Prioritization	Responsible Parties and Partners (Project Lead in BOLD)	Funding Sources
WALNUT ROAD DIET	64	Medium	• **City of Green Bay Public Works Department** • City of Green Bay Planning & Development Department • Navarino and Joannes Park Neighborhood Assoc. • East High School • Property/Business Owners	• City Funds • Grants
MADISON/JEFFERSON BIKE LANES	62	High	• **City of Green Bay Public Works Department** • City of Green Bay Planning & Development Department	• City Funds • Grants
DOWNTOWN CHARACTER POLICIES	54	High	• **City of Green Bay Planning & Development Department** • Historic Preservation Commission • On Broadway Inc. • Downtown Green Bay Inc. • Design Review Body	• City Funds • Grants
REVIEW, EVALUATE, & UPDATE DOWNTOWN MASTER PLAN	79	High	• **City of Green Bay Planning & Development Department** • Design Review Body • Downtown Stakeholders	• City Funds

LEGEND:	$ < $100,000 $$ $100,000 - $500,000 $$$ $500,000 - $2,000,000 $$$$ >$2,000,000	NOTE:	Note that some actions or tasks may be able to run concurrent to each other

Cost Level	Actions / Key Tasks	Actions / Task Duration
$$	• Prepare detailed striping plans • Test plans via traffic modeling • Review/refine plans with stakeholders • Install striping	• 3 months • 1 month • 1 month • 1 month
$$	• Prepare detailed striping plans • Review/refine plans with stakeholders • Install striping	• 3 months • 1 month • 1 month
$$	• Prepare design guidelines • Conduct historic resource survey • Strengthen historic preservation ordinance • Seek Certified Local Government status	• 12 months • 12 months • 12 months • 12 months
$	• Review plan to identify progress and alignment with goals • Identify changes in downtown and outside influences • Evaluate successfulness of recommendations • Suggest modifications to timing, prioritization and potential new goals	• 1 month • 1 month • 1 month • 1 month

IMPLEMENTATION STRATEGY MATRIX 6-10 YEARS)

LEGEND: BID: Business Improvement District
TIF: Tax Increment Financing

Concept / Initiative	Page	Community Prioritization	Responsible Parties and Partners (Project Lead in BOLD)	Funding Sources
INCREASED DOWNTOWN DENSITY	48	Low	• City of Green Bay Economic Development Department • City of Green Bay Planning & Development Department • Green Bay Redevelopment Authority • Private Developers • Design Review Body	• Private Funds • WEDC Grants
BRIDGE ENHANCEMENTS	57	Low	• City of Green Bay Public Works Department • City of Green Bay Planning & Development Department • Wisconsin Department of Transportation • DGBI • OBI	• City Funds • Grants
DOWNTOWN CORE ENHANCEMENTS	34	High	• City of Green Bay Economic Development Department • City of Green Bay Planning & Development Department • Green Bay Redevelopment Authority • City of Green Bay Public Works Department • City of Green Bay Parks, Recreation, & Forestry Department • Downtown Green Bay Inc. • Property Owners • Private Developers • Design Review Body	• City Funds • Private Funds • TIF
SHORELINE ENHANCEMENTS	45	High	• City of Green Bay Parks, Recreation & Forestry Department • City of Green Bay Public Works Department • City of Green Bay Planning & Development Department • On Broadway Inc. • Neville Public Museum • State/Federal Agencies • Waterway nonprofits and adovcacy groups	• City Funds • TIF • Grants • Sponsorships
HUBBARD STREET PROMENADE	42	High	• City of Green Bay Parks, Recreation & Forestry Department • City of Green Bay Planning & Development Department • City of Green Bay Public Works Department • City of Green Bay Planning & Development Department • On Broadway Inc. • Neville Public Museum	• City Funds • Grants
WASHINGTON STREET STREETSCAPE	60	High	• City of Green Bay Planning & Development Department • City of Green Bay Public Works Department • Downtown Green Bay Inc. • Property Owners and Residents • Design Review Body	• City Funds • TIF • Grants

LEGEND:	$ < $100,000	$$$ $500,000 - $2,000,000	NOTE: Note that some actions or tasks may be able to run concurrent to each other
	$$ $100,000 - $500,000	$$$$ >$2,000,000	

Cost Level	Actions / Key Tasks	Actions / Task Duration
$	• Identify and market key sites • Work with existing property owners to identify opportunities • Implement parking policy	• 3 months • 3 months • See previous
$$	• Complete engineering assessment of bridge • Develop detailed plans • Budget for project/secure funding • Complete design and engineering	• 3 months • 3 months • 3 months • 6 months
$$$$	• Assess utilities and infrastructure • Develop open space programming and space requirements • Develop Pine Street extension plans • Secure funding sources to overcome gaps in financing • Conduct RFP process for building site to select developer	• 3 months • 6 months • 6 months • 6 months • 6 months
$$$$	• Develop detailed plan • Review/refine plans with stakeholders • Take plans through public process • Sercure necessary permits from state and federal agencies	• 6 months • 3 months • 3 months • 12 months
$$	• Develop promenade design plan • Identify timing/overlap with infrastructure projects • Budget for project/secure funding • Complete design and engineering	• 3 months • 1 month • 3 months • 6 months
$$$	• Develop streetscape master plan • Identify timing/overlap with infrastructure projects • Budget for project/secure funding • Complete design and engineering	• 3 months • 1 month • 3 months • 6 months

Appendix

Workshop Summaries

See attached