

VELP AVENUE AREAWIDE PLAN BACKGROUND REPORT



PREPARED FOR THE CITY OF GREEN BAY, WI

AUGUST 15, 2016





INTRODUCTION

Velp Avenue in Green Bay, Wisconsin runs approximately two miles between Military Avenue and Mather Street on the west side of Green Bay. Also known as U.S. Highway 141, Velp Avenue is a main entry point from the northwest region of Green Bay into downtown. Geographic features have historically limited development intensity along Velp; much of the corridor is located in wetlands or the 100-year floodplain. The corridor runs parallel to Interstate 43 and the CN Railroad line. As a result, Velp Avenue is dominated by industrial uses, including large parcels used as auto salvage and scrap yards. Other properties along Velp Avenue represent a wide variety of land uses, including single-family and multi-family residential, retail, the Fort Howard Cemetery, and natural areas.

The City of Green Bay has initiated this areawide plan to support the uses along Velp Avenue and think pro-actively about how the corridor could transition in the future. Velp Avenue has great potential to serve as a gateway into Green Bay. Numerous brownfields have been identified along the corridor based on real or perceived contamination from historical commercial and/or industrial uses.

This report documents research and analysis to assess the development potential of parcels along Velp Avenue. The City of Green Bay will work with a steering committee to identify goals for how Velp Avenue might redevelop in the future based on the findings of this background research. Furthermore, specific catalyst sites with potential to spur redevelopment opportunities will be identified. Later chapters will focus on identified goals and the development of these catalyst sites in detail.





ADOPTED PLANS AND POLICIES

This chapter describes Velp Avenue as it is today in relationship to how it might evolve in the future. The City of Green Bay has adopted plans and policies to advance community goals for development and redevelopment. Plans with particular relevance to Velp Avenue are summarized in this section.

SMARTGROWTH 2022

The SmartGrowth 2022 Plan is the City of Green Bay's adopted comprehensive plan. It articulates goals, objectives, and implementation strategies to guide development throughout the City. As the City's adopted policy guidance for land use decision-making, the goals and objectives of this plan provide a framework for land-use decisions along Velp Avenue. The following objectives and goals, organized by topic, are of particular relevance to Velp Avenue.

ECONOMIC DEVELOPMENT

Objective 1 – Business and Industrial Uses
Encourage development and redevelopment for businesses and industry in areas with strong market potential, emphasizing good transportation access for workers and the movement of goods.

Recommended Policies:

- Existing Industrial Areas: Maintain and enhance existing industrial areas, with special attention to changing technology and market conditions.

Objective 2 – Redevelopment Underutilized Property

Redevelop contaminated, underutilized, and obsolete areas appropriate for business and industrial parks.

Recommended Policies:

- Redevelopment Focus Areas: Implement a systematic approach to redevelop the following areas over the next 20 years:

- Velp Avenue - near I-43 and railroad tracks, Tower Industrial Park West of the Fox River near 9th Street, and Broadway West and south of Bay Beach Park.
- Industrial Redevelopment Account: Create an Industrial Redevelopment Account to facilitate redevelopment of contaminated, underutilized and obsolete industrial land and facilities.

Objective 3 – Tax Base Density and Efficient Use of Infrastructure

Use limited business or industrial land and related infrastructure efficiently to achieve strong commercial and industrial tax base density.

Recommended Policies:

- Development Standards: Establish design and development standards in the new zoning ordinance and in covenants for business and industrial sites that foster strong tax base density.
- Also develop financial incentive guidelines necessary to achieve employment and tax base density goals.

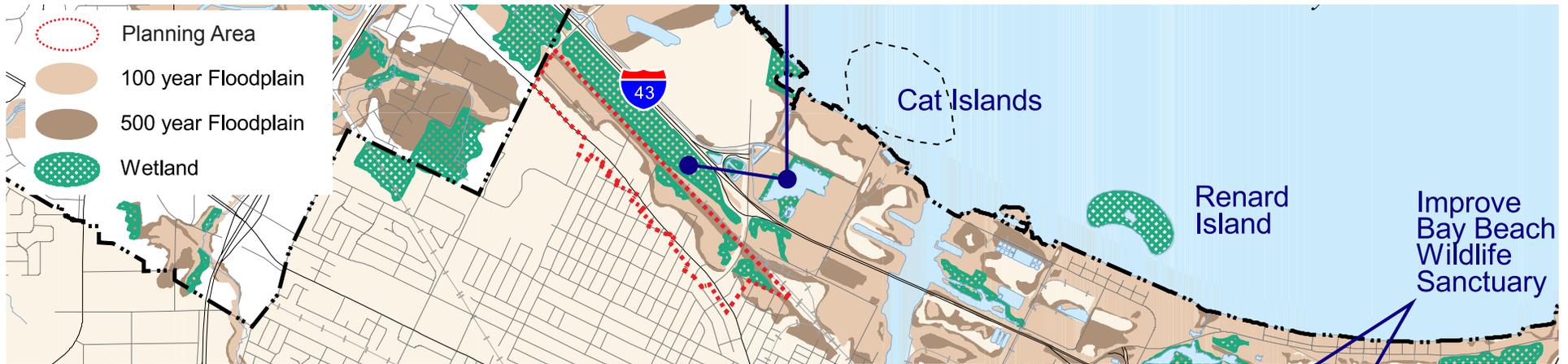


Figure 1-1: Natural Resources Plan

Source: City of Green Bay, SmartGrowth 2022 Plan

NATURAL RESOURCES

Goal: Improve wetlands, streams, and wildlife habitat in Green Bay for the sake of sustainable development, ecological responsibility, quality of life and economic development.

Objective 1 – Water Resources

Improve the quality of water in the streams and rivers that flow through Green Bay and, in turn, the waters of the bay. Figure 1-1, from the Natural Resources Plan, illustrates wetlands and floodplains in the City.

Objective 2 – Groundwater

Protect the quality of groundwater from pollution from surface sources.

Recommended Policies:

- **Bayfront Wetlands:** The City will work with landowners and the Wisconsin Department of Natural Resources to protect the remaining wetlands along the bay. The City will continue to apply its shoreland and wetland ordinances and Environmentally Sensitive Area

requirements there. Some degraded wetlands will be restored with native vegetation, using local funds and funding assistance from the US Fish and Wildlife Service and other sources as available. Additional parkland will be acquired along the shoreline as an extension of the Ken Evers Nature Area. Certain wetlands have been filled with hazardous materials or mixed municipal waste and will be managed as such.

- **Wetland Restoration:** The Wetlands Restoration and Compensation Determination Plan prepared by the US Fish and Wildlife Service will be reviewed and used as a guide by the City. (Refer to Wetland Habitat Restoration Opportunities in the Green Bay Area, Hey and Associates, Inc., August, 2000. The Analysis of Conditions element of Smart Growth 2022 included a summary.) That plan identified and ranked in priority opportunities for restoring lost or degraded wetlands. Priority for such acquisition should be in favor of coastal areas regardless of habitat type. Some remaining wetlands are of a high quality, and therefore should be preserved.

Prime examples of two such wetland complexes are Hutchinson's Bog and He-Nis-Ra Park. He-Nis-Ra Park specifically needs protection from encroaching development.

- **Bay Floodplain:** The City will work with the Federal Emergency Management Agency and the Wisconsin Department of Natural Resources to conduct a study of the bay floodplain to determine whether the area mapped as floodplain can legally be reduced and what physical improvements, if any, need to be made to accomplish that change. (The presence of the mapped floodplain reduces the ability of property owners to improve their property or obtain mortgage loans.)

Objective 3 – Wildlife Habitat

Protect the key remaining small tracts of wildlife habitat and restore or improve the quality of other locations. Create or restore natural connections between natural areas where feasible.

Objective 4 – Soil Resources

Reduce soil erosion, especially near streams and wetlands.

NEIGHBORHOODS AND DISTRICTS

Velp Avenue is located in Districts 2 and 3. Figure 1-2 illustrates the land use plans for these two districts.

Objective 1 – Neighborhood Identity

Recommended Policies:

- Edges: Clearly demarcate the edge of each district or activity node and as opportunities arise, correct inconsistent edge conditions. As districts grow and expand, adjust district edges in a logical and consistent manner to maintain a clearly defined edge. Neighborhood or district edges will be as simple and direct and will follow logical boundaries. For example, boundaries between housing and dissimilar land uses are best established along alley or back yard lines rather than across a street since the back yard relationship minimizes potential negative impacts.
- Entry Features: Incorporate distinctive landscaped entry or gateway signs or markers at key access points to each major neighborhood or district, particularly in areas of publicly-assisted revitalization.

Objective 3 – Established Neighborhoods

Recommended Policies:

- Neighborhood Protection: The City of Green Bay will protect the best aspects of established areas from negative effects such as excessive auto traffic or incompatible, unbuffered land uses. Conversely, blighted, deteriorating or obsolete activities will be phased out and those sites improved according to an established plan. Guided by the planning and urban design principles of Smart Growth 2022, private and public investments will aim to enhance or strengthen a sense of neighborhood identity in all established areas.
- Public-Private Coordination: Coordinate public sector actions and investments to promote private maintenance and renewal of established residential areas. Job growth will be promoted in mature areas to help reduce economic disparities. Blight and abandonment will not be regarded as unavoidable characteristics of older neighborhoods. Instead, the continual process of change will help keep those locations vital and desirable.

- Context-Sensitive Redevelopment and Infill: Redevelopment and infill are keys to strengthening older neighborhoods and will always be done in a manner that responds to and builds on the strengths of those neighborhoods. Encourage infill development in older traditional neighborhoods that respects the characteristics of those neighborhoods, as described in the Plan's "Traditional Neighborhood Design" guidelines and in keeping with the prevalent housing styles in each neighborhood. This principle does not imply that all housing will be of the same type (i.e., detached or duplex) but that older and newer housing will share many design elements.
- Mixed Use in Neighborhoods: Identify locations for mixed use in established neighborhoods that already have some diversity of uses, proximity to transit or major traffic corridors. The policies of the Urban Design Plan regarding mixed use are applicable within the neighborhood context.

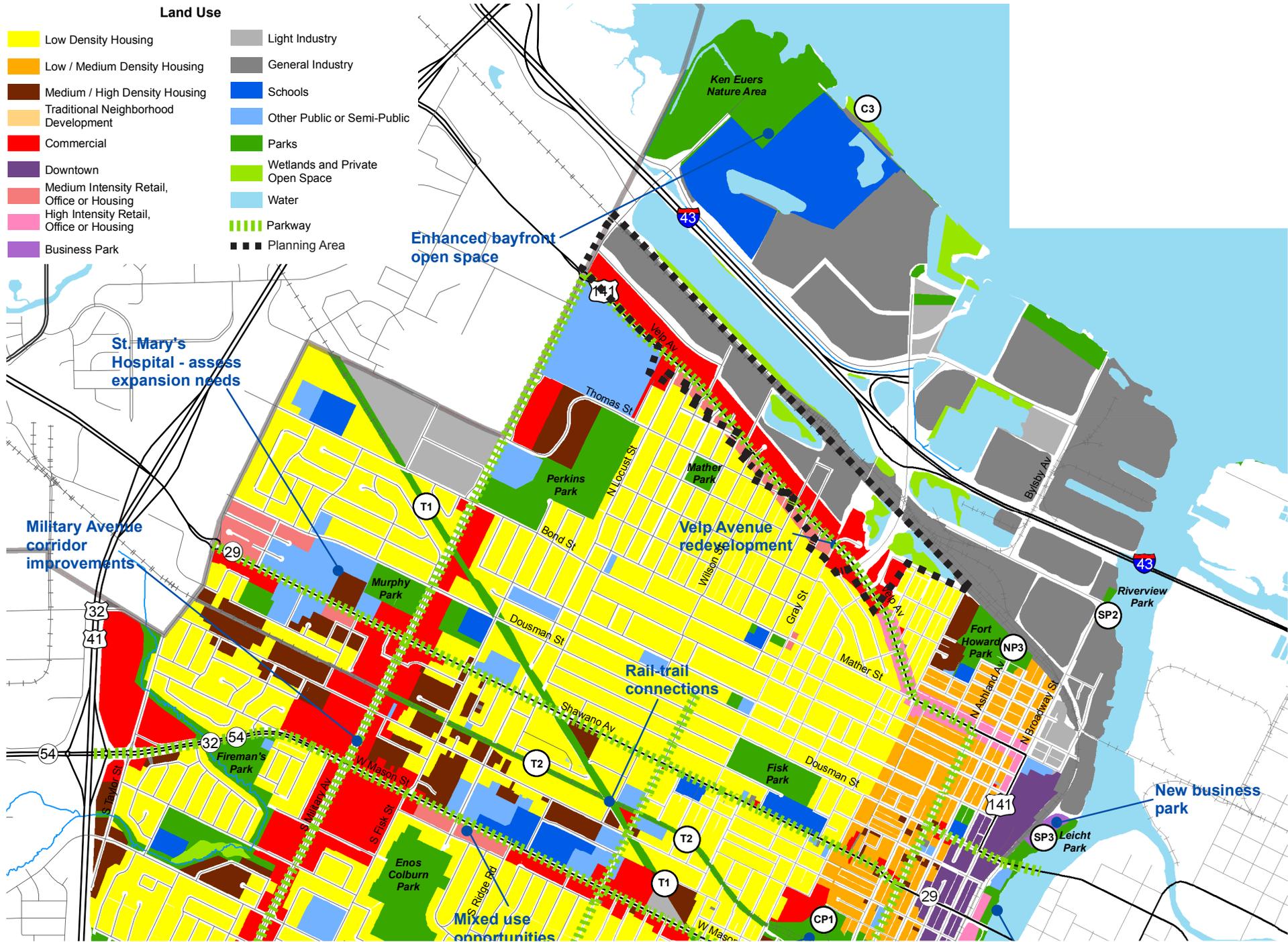


Figure 1-2: District Plans for Districts 2 and 3

Source: City of Green Bay, SmartGrowth 2022

- **Land Use Incompatibilities:** Many of Green Bay's older neighborhoods have long been affected by incompatible land uses, such as industrial plants, materials or equipment storage, freight lines or truck routes in close proximity to residential uses. There is often no easy way to resolve these incompatibilities in the short term. The District Plans that follow discuss these areas in greater detail. In general, improved code enforcement, buffering and screening can reduce if not eliminate problems due to incompatibilities.

- **Historic Preservation:** Historic or architecturally significant buildings within established neighborhoods will be preserved because they express the city's heritage and add beauty and charm to their surroundings. As specified in the Historic Preservation Plan, preservation does not necessarily involve historic designation, but can be achieved through tools such as neighborhood conservation districts.

Objective 4 – Housing Diversity and Design
Encourage a full range of housing types within each neighborhood, while avoiding over-concentration of any single type. Provide guidelines for the integration of diverse types of housing, rather than segregating them in separate enclaves.

Velp Avenue Corridor: This area of conflicting land uses is resolved to some degree by designating lands north of the road for commercial use, and abutting parcels on the south side for medium intensity retail, office or housing. It is understood that these changes will likely occur incrementally and gradually over time. Public improvements in landscaping, sidewalks, and access management (reducing curb cuts) would also do much to improve the corridor's appearance.

Housing – Industrial Conflicts: As in District 2, Velp Avenue remains an area of housing deterioration, although it is bordered in this district by other residential areas. The "medium intensity" designation is intended to offer additional flexibility to allow this area to evolve toward retail, office, or medium-density residential use.

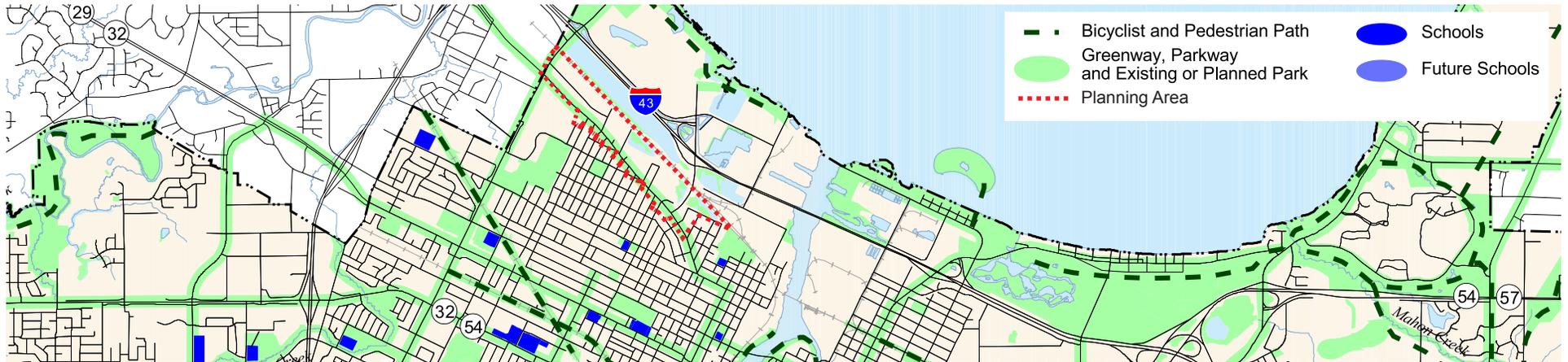


Figure 1-3: Parks, Greenways and Parkways Plan

Source: City of Green Bay, SmartGrowth 2022

PARKS, GREENWAYS AND PARKWAYS

Parks, Greenways, and Parkways create a city-wide system of parkways in cooperation with Brown County and the Wisconsin Department of Transportation. Parkways are intended to be arterial or collector roads that are highly landscaped and include sidewalks, on-road lanes or off-road paths for bicycling, and decorative lighting. This system is depicted in Figure 1-3.

The plan identifies two specific future projects related to parks near Velp Avenue, depicted in Figure 1-4:

SP2 - North side of Riverview Park
Special Activity Park

0.25 acres of parking and landscaped open space for the small-boat launch

NP3- East side of Fort Howard Park
Neighborhood Park

0.5 acres of landscaped open space as a park amenity and a buffer from the neighborhood.



Figure 1-4: Parks, Greenways and Parkways Plan

Source: City of Green Bay, SmartGrowth 2022

OTHER PLANS

In addition to the SmartGrowth 2022 Plan, the City has completed a corridor plan for Military Avenue and a master plan for downtown. Plans for these neighborhoods adjacent to Velp Avenue provide context for the corridor and indicate the type of redevelopment opportunities anticipated in the vicinity of Velp Avenue.

In addition to these master plans, Green Bay has adopted a Consolidated Plan which articulates how the City will prioritize spending of federal funding to support community and development and home investment throughout the community.

MILITARY AVENUE MARKET ANALYSIS AND CORRIDOR DESIGN PLAN

The Military Avenue Market Analysis and Corridor Design Plan, adopted in 2011, is a redevelopment plan for Military Avenue. Military Avenue intersects with Velp Avenue at the western edge of the planning area.

The plan recognizes that auto-oriented retail along Military Avenue is aging and needs to evolve to be competitive in today's market.

The goal of the Military Avenue plan is to "transform the corridor into a signature street with a cohesive identity." This will be accomplished by elevating the level of aesthetics, functionality and safety with improved site and building design at key redevelopment sites, highlighted in Figure 1-5.

The plan calls for sections of the corridor near Mason Street and Shawano Avenue to be enhanced as centers for automobile-oriented, regional and national retailers. Other sections of the corridor will transition to finer blocks of mixed-use development that better relate to the scale of surrounding neighborhoods.

Any new uses planned for Velp Avenue, particularly retail uses, should complement and support activities along Military Ave., rather than compete with this nearby corridor for customers.



Figure 1-5: Military Avenue Corridor Design
Source: City of Green Bay, Military Avenue Market Analysis and Corridor Design Plan

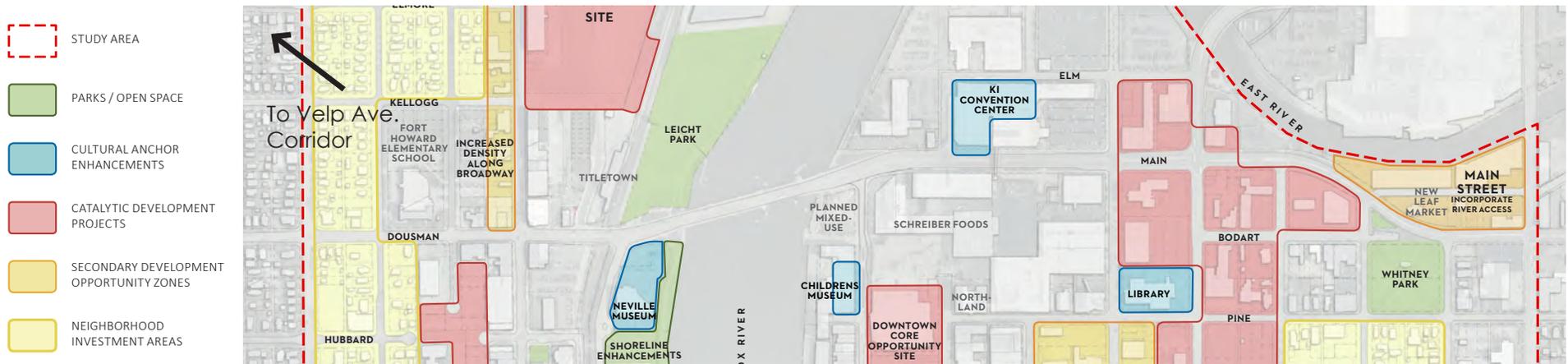


Figure 1-6: Opportunities Map

Source: City of Green Bay, Authenticity Downtown Master Plan

AUTHENTICITY: 2014 DOWNTOWN MASTER PLAN

Velp Avenue terminates in the Fort Howard Neighborhood at the eastern edge of downtown Green Bay. In 2014, the City adopted a downtown master plan that defines a vision and goal for downtown, including the Fort Howard Neighborhood. The plan's vision states:

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

The plan has four key goals:

- Expand the downtown's economic base and continue to improve its competitive position in the global marketplace.
- Continue to make the downtown and its surrounding neighborhoods very livable places.
- Improve connectivity and increase choices for getting to and around the downtown.
- Preserve and expand upon the features that make Green Bay's downtown an authentic place.

As a major corridor into downtown and through the Fort Howard Neighborhood, redevelopment along Velp Avenue can support downtown redevelopment goals by enhancing visitors' experience entering the downtown space and supporting transitions from Velp Avenue's industrial sites to uses that are in character with downtown development.

Figure 1-6 illustrates the opportunities map which was created as part of the planning process.



Figure 1-7: Typical homes near Velp Avenue

Source: Google

2015-2019 CONSOLIDATED PLAN: COMMUNITY DEVELOPMENT AND HOME INVESTMENT PARTNERSHIP

The City of Green Bay is an entitlement jurisdiction that receives federal funds from the U.S. Department of Housing and Urban Development (HUD) to invest in the City of Green Bay. The funds are provided under the Community Development Block Grant Program (CDBG), and the HOME Investment Partnerships Program.

Every five years, HUD requires the creation of a Consolidated Plan to assist the City in determining community needs and priorities for affordable housing and community development. The City of Green Bay has identified the following goals to guide the next five years of funding:

- Maintain/Support/Enhance Housing Related Activities
- Support Public Services
- Support Economic Development Activities
- Create Physical Improvements
- Affirmatively further fair housing

These goals are established in the context of common housing problems in Green Bay. These include:

- 87% of Renter Households at or below 30% of AMI have a housing cost burden greater than 50% of their incomes
- 51% of Renter Households 30%-50% of AMI have a housing cost burden greater than 30% of their incomes.
- 39% of Owner Households at or below 30% of AMI have a housing cost burden greater than 50% of their incomes.
- 48% of Owner Households 50%-80% of AMI have a housing cost burden greater than 30% of their incomes.
- Approximately 205 Renter Households and 105 Owner Households have zero or negative income.

- Approximately 30% of Renter Households are experiencing one or more of the following severe housing problems; Lack kitchen or complete plumbing, severe overcrowding, severe cost burden.
- Approximately 20% of Owner Households are experiencing one or more of the following severe housing problems; Lack kitchen or complete plumbing, severe overcrowding, severe cost burden.

The Consolidated Plan outlines how the City of Green Bay will coordinate efforts among multiple city departments, community groups, and residents to address disparities and increase affordable housing, public services, and economic development opportunities among the City's low and moderate income populations.

Figure 1-7 illustrates typical housing stock in the neighborhoods near Velp Avenue.



PHYSICAL CHARACTERISTICS

Land uses along Velp Avenue today are widely varied. The corridor features a mix of industrial uses, including multiple salvage yards and some manufacturing sites; residential land uses, including both single-family homes and multi-family apartments; a variety of retail uses; and pockets of natural areas throughout these sites. Velp Avenue is anchored at the west end by the Fort Howard Memorial Park and Cemetery, while the eastern end of the corridor transitions to more dense land uses platted along an urban grid system. Residential neighborhoods are the dominant land use immediately south of Velp Avenue. To the north, Velp is segregated from nearby industrial site and Lake Michigan by the CN Railroad and Interstate 43, which run parallel to Velp Avenue.

Figure 2-1: Industrial Property on Velp



Source: Stantec

CURRENT LAND USE

Residential, industrial, retail and natural areas along Velp Avenue are described below and illustrated in Figure 2-6.

INDUSTRIAL

Industrial land uses claim the vast majority of acreage along Velp and immediately north. While these uses are out of character with the residential properties south of Velp, they most likely result from the properties' proximity to the CN Railroad and Interstate 43 corridors that run immediately north and parallel to Velp. Typical industrial uses include enclosed storage, auto salvage, and manufacturing. Typical industrial buildings along Velp Avenue are illustrated in Figure 2-1.

Figure 2-2: Residential Property on Velp



Source: Stantec

RESIDENTIAL

Despite its urban character, the majority of residential uses on and near Velp are small-lot, single-family residential homes. These are generally smaller, one-story buildings typical of pre-war and post-war mid-century development. While the neighborhoods immediately south of Velp are overwhelmingly residential, residential properties along Velp are incongruous with their immediate surroundings. Few buffers exist between residential units and other land uses that might be incompatible. For example:

- Multi-family housing units adjacent to a used car lot.
- Single-family homes are directly across from the Alwin Building, a vacant manufacturing use.
- Single-family homes surrounded by storage and auto salvages on Thrush St.

Existing neighborhood associations that exist immediately adjacent to Velp Avenue include Perkins Park, Mather Heights, Fort Howard, and the Northwest Railway Gardens. Typical residential buildings along Velp Avenue are illustrated in Figure 2-2.

Figure 2-3: Jefferson School



Source: Google Maps

PARKS AND SCHOOLS

Parks are important neighborhood amenities that provide access to green space and recreational opportunities. Four neighborhood parks are in the immediate vicinity of Velp Avenue: Ft. Howard Park, Mather Park, Atkinson Park and Perkins Park. Ft. Howard Park is adjacent to Jefferson School, a K-5 elementary school in the Fort Howard neighborhood. Jefferson School is illustrated in Figure 2-3.

Figure 2-4: Natural Areas on Velp



Source: Stantec

NATURAL AREAS

Large portions of land near Velp is undeveloped. In some cases, these natural areas are found in large parcels. In other areas, lots are under-developed and many natural features remain on the properties.

Located in close proximity to the Bay of Green Bay, much of the land area on the north side of Velp Avenue is considered to be wetland or falls within the 100-year or 500-year floodplains. This is particularly true of parcels adjacent to the CN rail corridor north of Velp Avenue. Immediately along Velp Avenue and directly south of Velp Avenue, wetland conditions and floodplain boundaries are not present and would not impede potential redevelopment (see Figure 1-1 in the previous chapter). Natural areas are illustrated in Figure 2-4.

Figure 2-4: Retail on Velp



Source: Stantec

RETAIL

Retail uses fronting Velp are typically auto-oriented in character. Retail buildings are set back from the street by parking lots. A few retailers provide convenience services for local residents. Examples of convenience services on Velp include: Shell Gas, Gerczak's Discount Liquor, and Aldo's Pizza. Many retailers on Velp Avenue are better-characterized as "destination" retailers that provide a service that appeals to a distinct audience. This includes the Green Bay Scuba, GB Train Shop, Global Recognitions, and numerous auto parts/used vehicle lots. Anyone patronizing these businesses is likely visiting for a specific purpose, not making a spontaneous or convenience trip.

Generally, retail uses along Velp are interspersed among housing and industrial uses. Some retail clusters exist at Velp's intersections with Atkinson and Thrush St. Retail uses generally benefit from immediate proximity to other retail uses in order to capture customer traffic.

Most retail buildings along Velp are older and do not appear to have had major façade upgrades since construction. An exception is the shopping center at the southwest corner of Velp and Atkinson, constructed in 2013. It currently houses Capital Credit Union, Boost Mobile Service, Shell Gas, and Los Magueyes Mexican Cuisine. The center also includes a salon and computer repair shop.

Retail uses are illustrated in Figure 2-5.

RESIDENTIAL



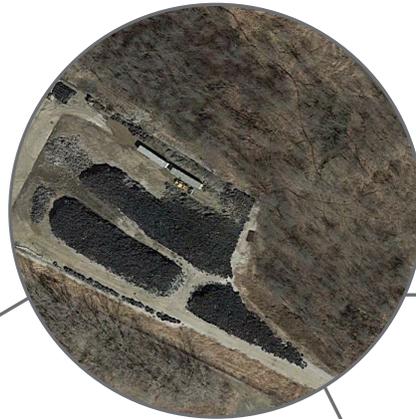
INDUSTRIAL



RETAIL



NATURAL AREAS

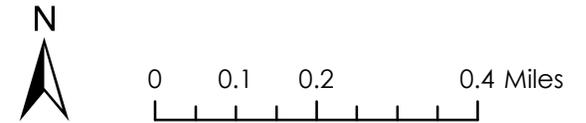
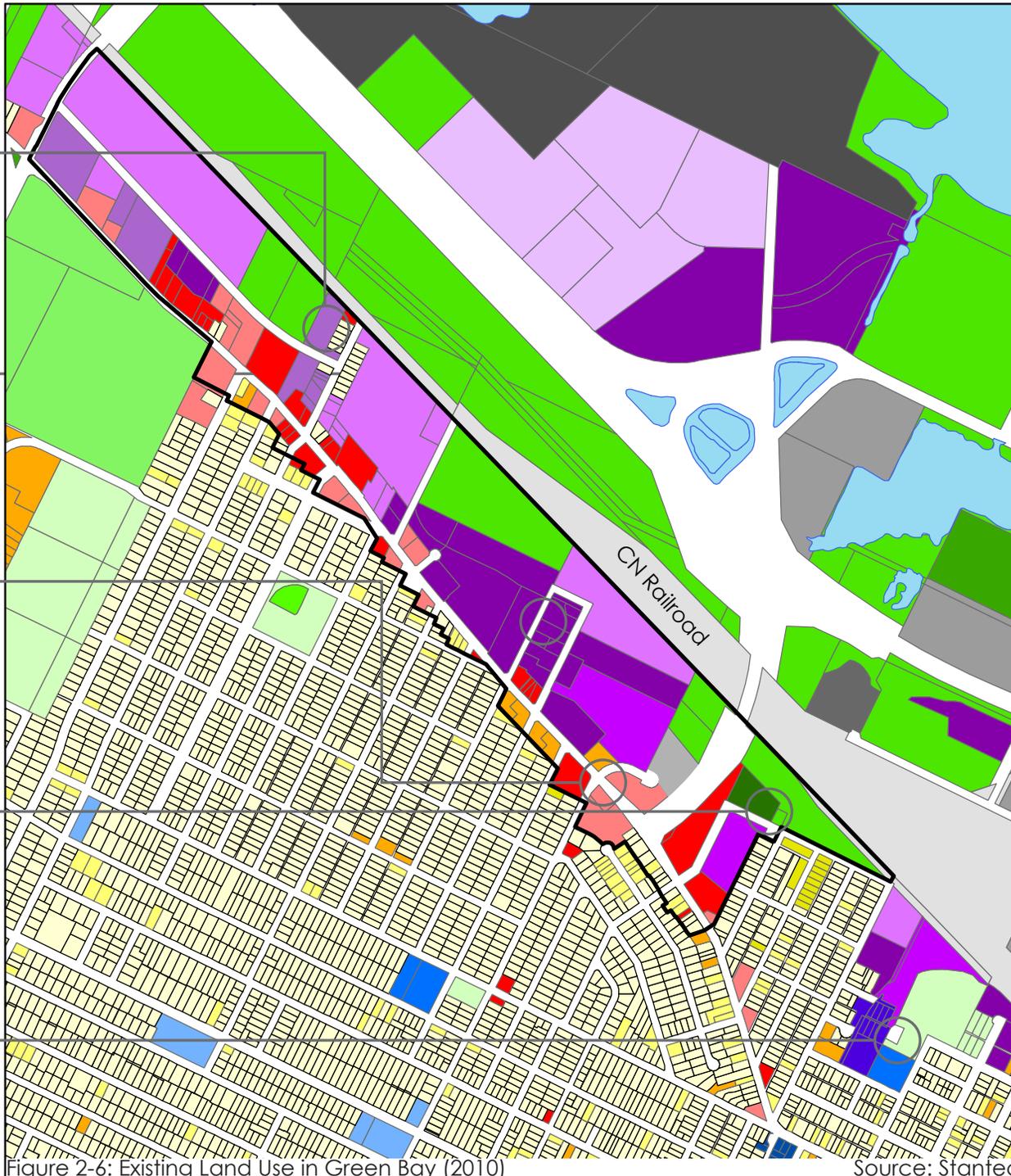


PARKS AND SCHOOLS



Current Land Use, 2010

Velp Avenue Corridor
Green Bay, WI



- Planning Area Boundary
- Single Family Residential
- Two Family
- Multifamily
- Land Under Residential Development
- Retail
- Retail Service
- Churches/Temples/Synagogues
- Primary School
- Admin Buildings
- Municipal Garage
- Parks/Parkways
- Play fields
- Cemetary
- Other Natural Areas
- Open Space
- Woodlands
- Open Storage
- Enclosed Storage
- Storage
- Auto Salvage
- Manufacturing
- Radio/TV Tower
- Liquid Fuel Substation
- Solid Waste/Recycling
- Waste Processing
- Rail
- Water

Figure 2-6: Existing Land Use in Green Bay (2010)

Source: Stanfec

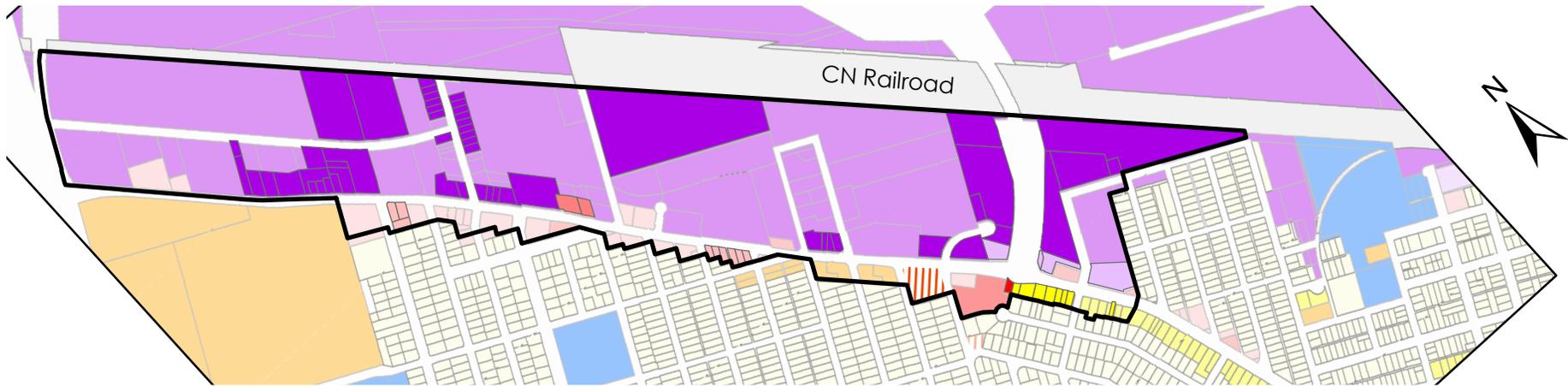


Figure 2-7: Inconsistencies between Land Use and Zoning in Green Bay

Source: Stantec

ZONING

GI GENERAL INDUSTRIAL ZONE

The City of Green Bay's zoning code designates the majority of land uses along Velp Avenue as "GI General Industrial" (see Figure 2-8). Permitted uses in the GI district include a wide array of production, processing and storage facilities; transportation uses (e.g. motor freight terminals); public service and utility uses; offices; business and printing services; building material and contractor showroom retail services, indoor recreation and entertainment uses; and vehicle services.

RETAIL AND COMMERCIAL ZONES

Velp Avenue features some retail businesses, zoned as general commercial and neighborhood commercial. In these zoning districts, a variety of commercial uses are permitted including offices, restaurants, services, retail and commercial entertainment. Multi-family housing and live-work units are also permitted in these districts. Given the flexibility of this district to include

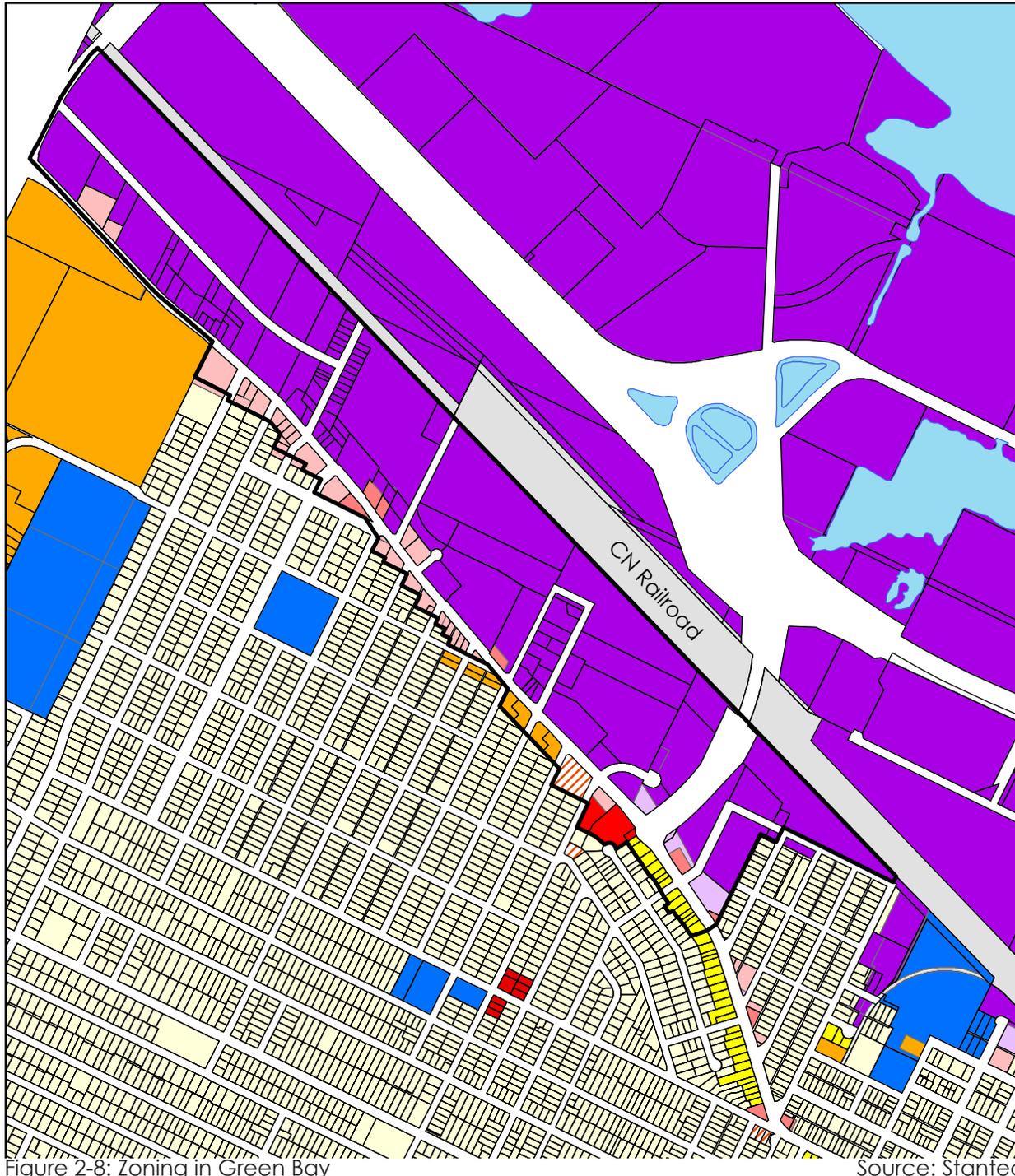
both commercial and multi-family housing, a wide range of redevelopment types could be permitted in this zoning district.

ZONING AND EXISTING LAND USE

There are many inconsistencies between zoning in the planning area and the current land uses existing on these parcels. For example, the majority of properties north of Velp are zoned as General Industrial or Light Industrial, even though single-family homes, natural areas, and retail spaces exist in these locations.

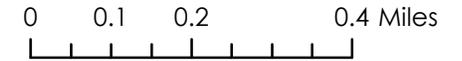
Parcels that are darkened in Figure 2-7 are those with a current land use that differs from the uses permitted by zoning ordinance.





Zoning

Velp Avenue Corridor
Green Bay, WI



-  Planning Area Boundary
-  Parcels
- Zoning**
-  BP Business Park
-  C1 General Commercial
-  C2 Highway Commercial
-  C3 Community Center Commercial
-  GI General Industrial
-  LI Light Industrial
-  NC Neighborhood Commercial
-  OR Office Residential
-  PI Public Institutional
-  R1 Low Density Residential
-  R2 Medium Density Residential
-  R3 High Density Residential
-  Rail
-  Water

Figure 2-8: Zoning in Green Bay

Source: Stanftec

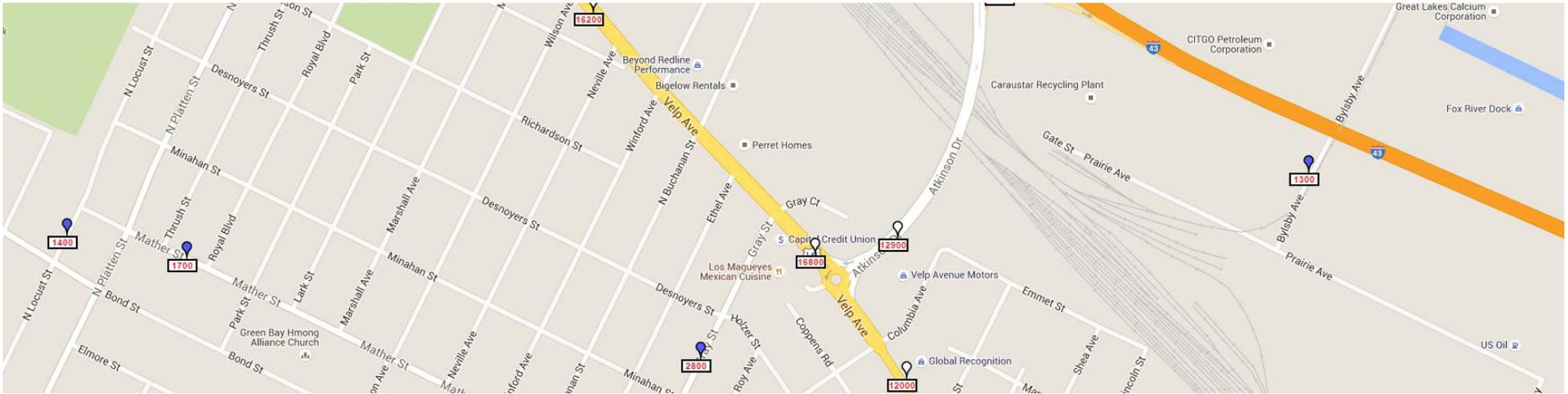


Figure 2-9: Annual Average Daily Traffic (AADT)

Source: WisDOT

TRANSPORTATION

ROADWAY ACCESSIBILITY

Regional access in and around Velp Avenue, also called U.S. Highway 141, is excellent. Within the Green Bay city limits, Velp Avenue runs southeast from Military Avenue to Mather Street, where the two corridors merge and enter downtown Green Bay. Velp Avenue directly connects with Interstate 41 approximately one half mile west of the planning area limits. Meanwhile, Atkinson Drive at the eastern edge of the planning area provides a direct connection between Velp Avenue and Interstate 43. Atkinson Drive terminates at Velp Avenue, serving as a link between Velp Avenue and Interstate 43.

Traffic counts indicate that Velp Avenue is not frequently used as an entry-route into downtown. As illustrated in Figure 2-9, Average Daily Traffic counts from WisDOT reveal that approximately 16,800 vehicles per day travel Velp west of Atkinson Drive, but only 12,000 use Velp east of Atkinson Drive. This suggests that the majority of Velp Avenue’s travelers are using the corridor as

an access point to Interstate 43 via Atkinson Drive.

Potentially, travelers from the northwest Green Bay are using Velp Avenue as an alternative access point to Interstate 43 that circumvents back-ups at the Interstate 43/41 interchange.

Due to its position near Green Bay’s bay front industrial uses, local accessibility to Velp Avenue is primarily from the south. N. Military Ave., N. Platten Street, and Gray Street intersect with Velp from this direction; N. Platten and Gray Street terminate at Velp Avenue while N. Military Ave. continues north to link the Key Evers Nature Area. Atkinson Drive is the only main corridor that intersects with Velp Avenue from the north.

Velp Avenue is four lanes wide with no parking lanes on either side. A sidewalk fully lines the southern side of the corridor. The SmartGrowth 2022 Plan designates Velp Avenue as a Parkway. The 2012 reconstruction of Velp Avenue resulted in the continuous sidewalk connection, though no boulevards or medians were added to support the Parkway designation.

PEDESTRIAN AND BICYCLE ACCESS

Velp Avenue is fully lined by a sidewalk on the south side of the corridor. No sidewalks exist on the north side, although the presence of transit stops on both sides of the streets suggests that people walk and cross to both sides. While roads through residential neighborhoods south of Velp are generally lined with sidewalks, not all of these connect with Velp, leaving gaps in the sidewalk network. These gaps could prevent some people from walking to Velp Avenue for goods and services or accessing transit stops. The lack of walkability further perpetuates the negative perceptions that Velp Avenue is empty, blighted, or unsafe.

Generally, building styles along Velp Avenue are auto-oriented. Most buildings are set back from the street by parking lots and many driving crossings onto Velp make this an uninviting place to walk.

No bikeways or trails run along Velp Avenue or streets in the immediate vicinity. Velp Avenue has wide outside lanes intended to make it easier for bicyclists to share this space with motor vehicles, although it is not designated as a bike route with paint or signage. In fact, the wider lanes cause traffic to move faster, stymieing bicyclists.

TRANSIT

Velp Avenue is served by Green Bay Metro's Blue Line bus route. The route runs along the corridor between Military Avenue and Grey Street, and connects Velp Avenue with the Downtown Transit Center and west side destinations, including West High School, the Salvation Army, ASPIRO-Stiles, St. Mary's Hospital, Shopko and Green Bay Plaza (see Figure 2-10). Bus service is hourly. Bus stops on Velp are clearly marked with signs, although none of the stops include ADA-accessible platforms, shelters, or other passenger amenities.

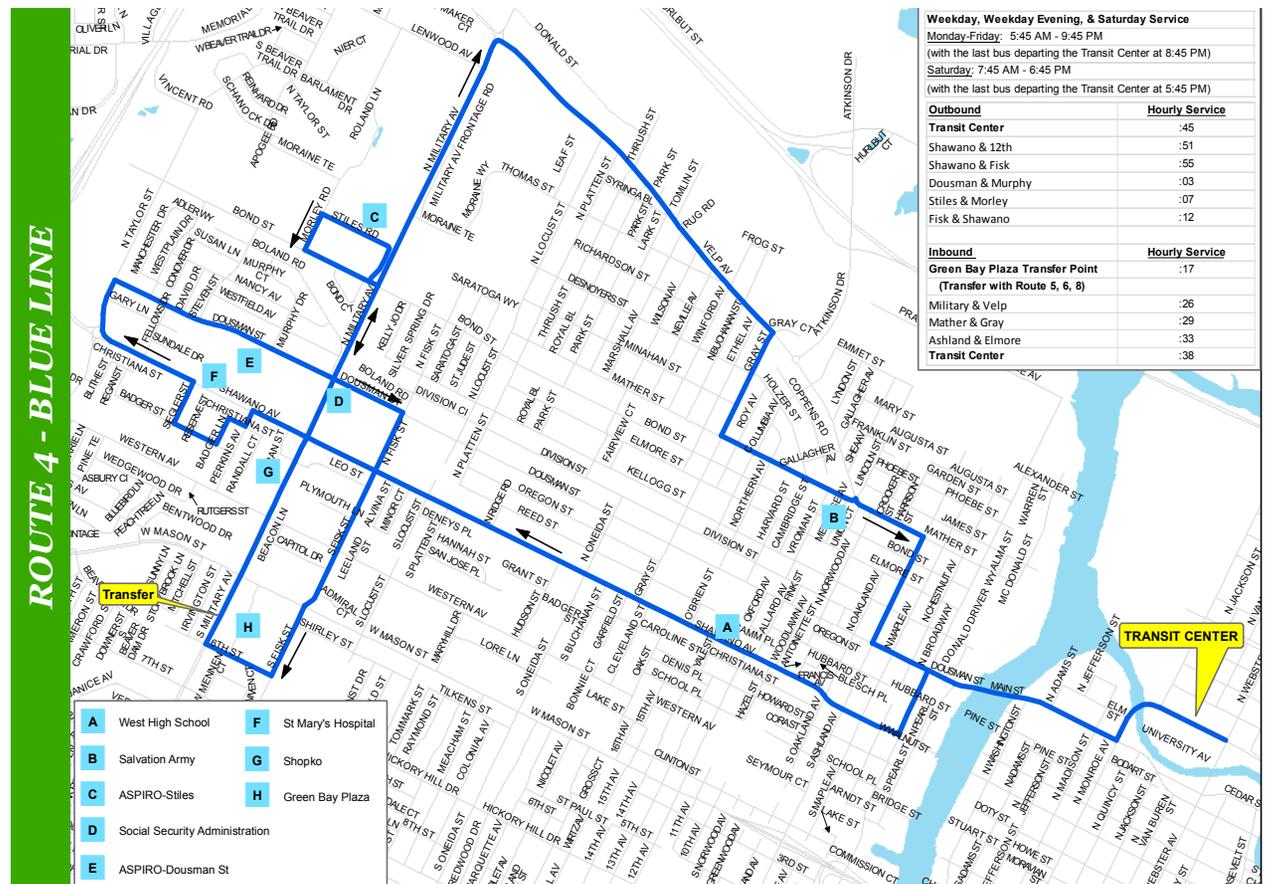


Figure 2-10: Bus Route #4 (With service along Velp Avenue)

Source: Green Bay Metro

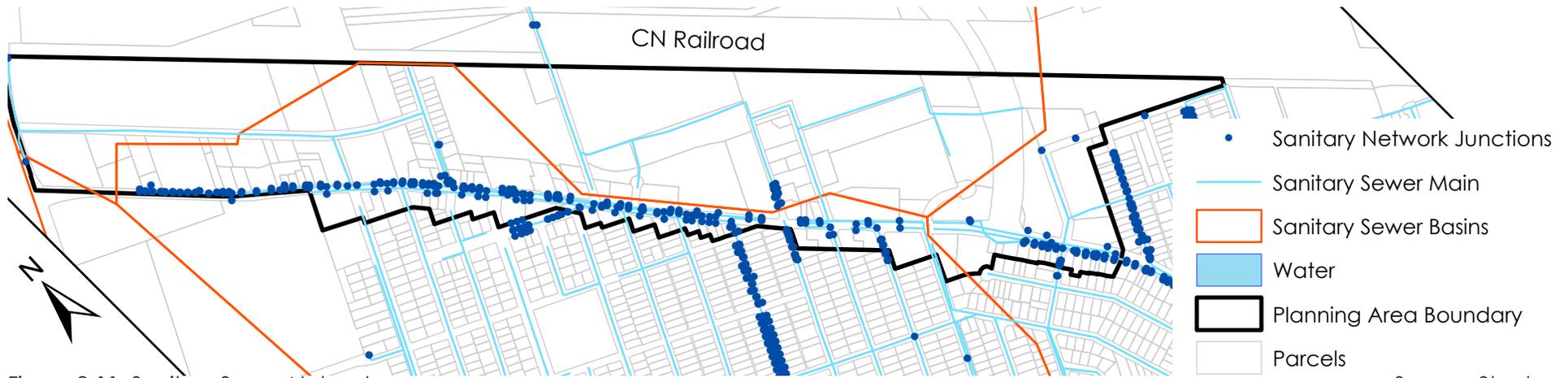


Figure 2-11: Sanitary Sewer Network

Source: Stantec

UTILITIES AND SOILS

SANITARY SEWER

Velp Avenue is served by the City of Green Bay's municipal sewer system. Underground sanitary sewer lines are located in the public right-of-way. Sewer network junctions, including manholes and possible service connections, are also located in the right-of-way. The City is divided into 65 sanitary sewer divisions, with the planning area's primary division north of Velp Avenue. The sanitary network for Velp Avenue is mapped in Figure 2-11.

STORM SEWER

During rain or snow storms, water is absorbed back into the environment through soils and planted areas. However, in urban areas, with many impervious surfaces, water runs off the landscape into streets and gutters. In order to prevent the city from flooding, the City of Green Bay manages a storm drainage system. The system is made up of structures, channels and underground tunnels which carry stormwater to nearby water bodies.

The City of Green Bay's Department of Public works maintains 407 miles of storm sewers throughout the City. Both sides of Velp Avenue, as well as public rights-of-way, are serviced by an underground pipe network, depicted at right in Figure 2-12. Network junctions are located at curb lines and street intersections. The volume of water being added to the system from adjacent properties will be explored in further detail for each specific catalyst site. Private, on-site stormwater management will also be addressed.

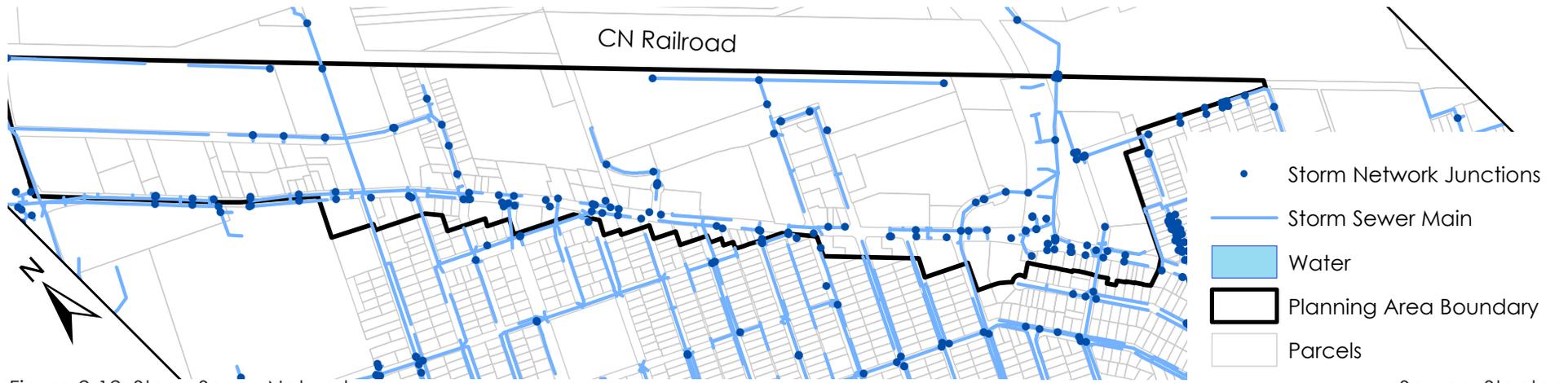


Figure 2-12: Storm Sewer Network

Source: Stantec

SOILS

Green Bay, Velp Avenue, is within a glaciated area of Wisconsin that rests in the bed of an ancient lake system. In general, the area is covered by unconsolidated glacial till and lacustrine sediments related to past geologic activity. Bedrock geology consists of a series of Ordovician and Silurian dolomites, limestones, and shale units (the Maquoketa formation, and the Sinnipee Group) which composes the uppermost bedrock geology of Brown County.

Soil types vary across Velp Avenue. Soils primarily consist of fine sand and silty loam soils as well as historic "fill" materials deposited by humans to raise ground levels.

The U.S. Department of Agriculture classifies soils in the vicinity of Velp Avenue as:

- Allendale loamy fine sand (25.6 percent)
- Wauseon fine sandy loam (21.1 percent)
- Fill land: not natural soil (18.3 percent)

Fill is often comprised of unconsolidated materials such as gravel, demolition debris, and soil. Fills often have moderate infiltration rates and are therefore well-drained.

Sand and silt loam soils tend to have slow to moderate infiltration rates inhibiting the vertical movement of groundwater.

Slopes are minimal in the area, never exceeding 6 percent.

BROWNFIELDS

Brownfield Inventory

In 2015, Stantec completed a parcel-scale inventory of known and potential brownfield sites within the Velp Avenue corridor. This inventory is the first step in identifying potential environmental hazards that can inhibit community health and redevelopment opportunities along the corridor. This corridor is mapped in Figure 2-13.

The primary resource for this inventory is an environmental database search of sites that are currently identified in a wide range of federal, state, and other environmental databases. Examples include sites with registered underground storage tanks, sites that have been issued federal or state permits for discharge of wastewater to surface water, and sites that have been permitted as small or large quantity generators of hazardous waste. Listing on one or more of these databases does not necessarily mean a site has contamination or is a brownfield, as use and storage of petroleum products or hazardous substances does not always result in releases

to the environment. Many of the sites listed in these databases are in productive use, and are not in any respect underutilized or in need of redevelopment. However, some of the databases are specifically associated with sites with documented contamination, and inclusion on many of the other databases is an indication of sites that have an increased potential for contamination, even if the presence of contamination has not yet been confirmed.

Following the database search, Stantec also conducted a “windshield survey” along Velp Avenue using historic and environmental records to pinpoint specific areas of concern and to identify any other site with visual signs of blight or possible environmental concerns. These observations were documented in a “Blight Inspection Form” for each identified site.

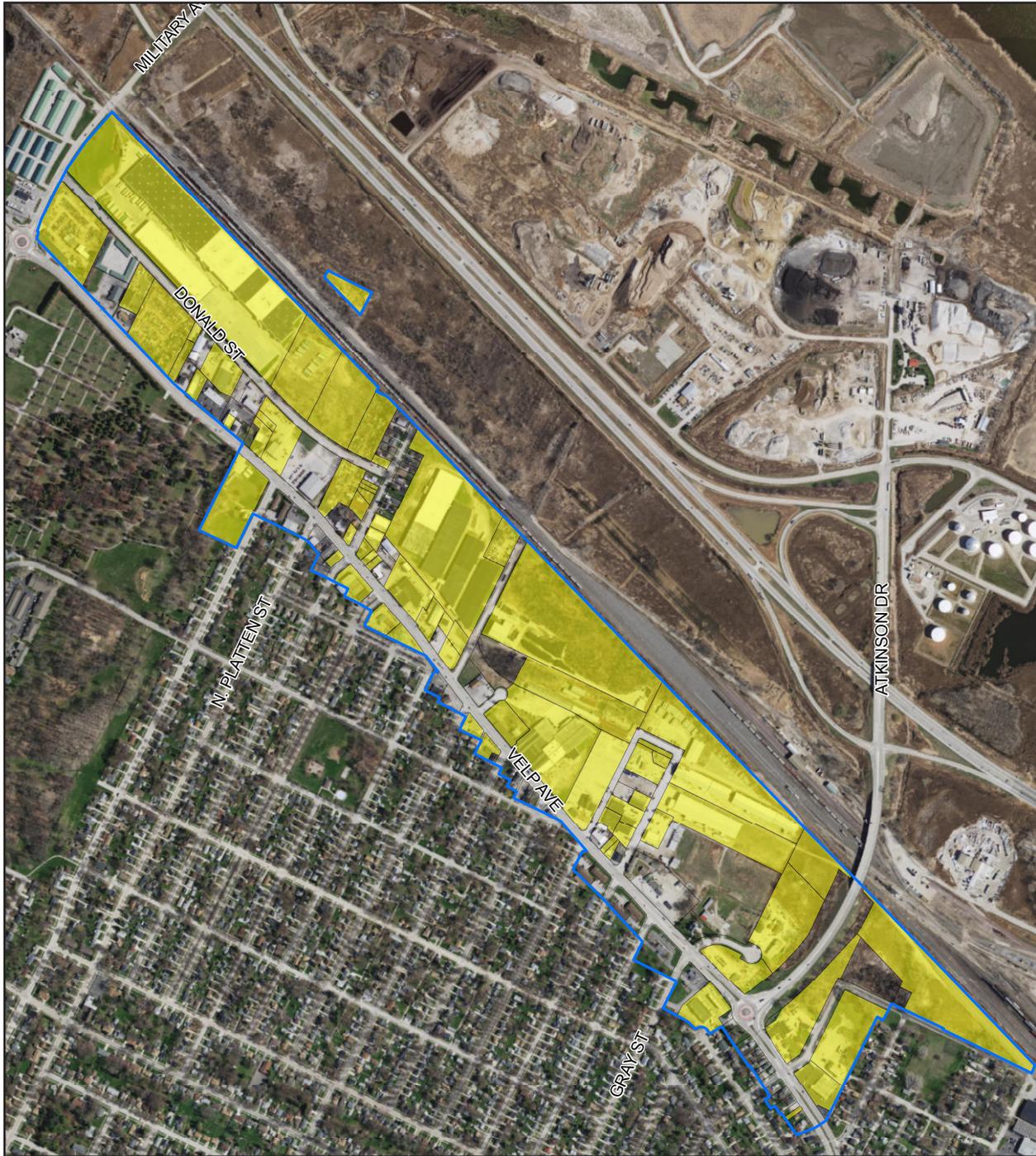
The survey was completed by viewing each non-residential site from the street right-of-way and recording significant observations using the Blight Inspection Form. Notes taken during the visual inspection included blight conditions and potential environmental

liability indicators such as the presence of 55-gallon drums or aboveground storage tanks on site, buildings in vacancy or disrepair, surface/ground staining, presence of monitoring wells, etc. Sites with obvious environmental concerns and those that appeared blighted were identified as potential brownfield sites.

Brownfield Inventory Results

Using the data sources listed above, 64 potential brownfield sites were identified along Velp Avenue. Table 2-1 summarizes the results of the brownfield inventory. “Potential” brownfields were identified as those, given current use and condition, that have a high likelihood of becoming a brownfield site if the property were to suddenly become vacant. This data was added to an interactive GIS database.

During next steps in this planning process, Stantec will evaluate brownfield sites for their: (1) level of documented or potential environmental liabilities, (2) redevelopment potential, (3) conditions indicative of blight, and (4) ability to support revitalization objectives for the corridor.



Potential Brownfields

Velp Avenue Corridor Green Bay, WI



0 0.075 0.15 0.3 Miles

 Planning Area Boundary

 Potential Brownfields

Figure 2-13: Parcels included in Brownfield Inventory

Source: Stantec

Table 2-1: Potential Brownfields

PARCEL ADDRESS	PARCEL NUMBER	POTENTIAL BROWNFIELD BASED ON SANBORN REVIEW	POTENTIAL BROWNFIELD BY ENVIRONMENTAL RECORD SEARCH	POTENTIAL BROWNFIELD BY BRRTS REVIEW	POTENTIAL INTEREST IDENTIFIED DURING WINDSHIELD SURVEY	Comments
1343 THRUSH ST	18-12-D				YES	Unmarked pole building - building is likely used in conjunction with the adjacent auto salvage business at parcel 18-13
1336 THRUSH ST	18-12-E		YES			Unmarked pole building - Building has EDR found data base registries and property is not well maintained
1300 BLOCK TOMLIN ST	18-12-F				YES	Small unmarked storage building - Closed BRRTS site, empty lot with broken pavement
LARK ST	18-12-I				YES	Garaf Plumbing and Heating Garage - Looks like it was once a former auto repair shop
1354 V ELP AV	18-13		YES		YES	Arow Auto Inc. - Automotive salvage lot with many junk and inoperable vehicles on unpaved surfaces
1330 TOMLIN ST	18-11				YES	
1353 THRUSH ST	18-12-C				YES	Portion of auto salvage lot at 18-13
1369 THRUSH ST	18-1462		YES		YES	BSA Automotive collision and Repair - Auto repair facility with many old and inoperable vehicles onsite
1342 THRUSH ST	18-1469			YES		
1361 TOMLIN ST	18-15				YES	Auto Haus Salvage lot - Junk and inoperable vehicles strewn onsite for parts. Parked on unpaved surfaces.
1219 V ELP AV	18-154	YES	YES		YES	Collision Repair Center - Auto repair shop and Sanborn fire insurance map shows filling station on the property in 1950
1233 V ELP AV	18-156		YES	YES	YES	Active Citgo Gas Station - Open and Closed BRRTS site
1355 THRUSH ST	18-1459				YES	Portion of the salvage yard located primarily on lot 18-13
1357 THRUSH ST	18-1459-A				YES	Portion of the salvage yard located primarily on lot 18-13
1337 V ELP AV	18-686		YES		YES	Coin Laundromat and Matzke Auto Repair - Laundromat and auto repair shop
1317 V ELP AV	18-708				YES	Strip mall and Apartments - Middle section of mall is vacant and the eastern end is in bad condition
1295 V ELP AV	18-717		YES	YES	YES	ABC Auto Sales LLC - Automotive sales and service garage. Lots of vehicles on lot
1281 V ELP AV	18-720		YES		YES	Metro Paint - Automotive paint shop. Looks like this was the site of an old gas station at some point
1280 V ELP AV	18-736		YES		YES	Auto Haus - Vehicle sales and possibly service as well
1300 V ELP AV	18-738		YES			
1322 V ELP AV	18-742				YES	
1330 V ELP AV	18-744		YES		YES	
1338 V ELP AV	18-745				YES	
1006-1018 V ELP AV	18-756		YES	YES	YES	Velp Avenue Motors and ER Auto Doctors - Closed BRRTS site, Automotive sales and repair. Small junk car lot onsite
1052 V ELP AV	18-756-A-1				YES	We Finance Inc. - Automotive sales with many vehicles onsite on gravel lot
1100 COLUMBIA AV	18-756-C-3	YES		YES	YES	Green Bay Pipe and T.V. - trucks and trailers parked on unpaved surface. Closed BRRTS site
1146 V ELP AV	18-781-1		YES		YES	
1207 N BUCHANAN ST	18-781-2		YES		YES	Unmarked concrete building - shows signs of blight
1214-1218 WINFORD AV	18-781-2-1				YES	Construction company storage building - At least 5 green 55 gallon drums onsite
1225 N BUCHANAN ST	18-781-3		YES	YES	YES	Refrigeration business - Closed BRRTS site, junk and inoperable refrigerators outside in fenced area on unpaved surface
1215 N BUCHANAN ST	18-781-3-1				YES	Beyond Redline - Automotive custom and repair facility
1142 V ELP AV	18-781-6		YES	YES	YES	Star Electric Service - Open BRRTS site, blighted looking building
1216 N BUCHANAN ST	18-781-G		YES	YES	YES	Bigelow Rentals Office - Semi truck service shop attached. Closed BRRTS case attached to property as well
1238 N BUCHANAN ST	18-781-H				YES	Metal warehouse or storage facility - railroad spur on North side of the property for loading and unloading trains directly from building
1156 V ELP AV	18-782-E	YES	YES	YES	YES	Abandoned County Block Facility - Van Ess Closed BRRTS number attached to site. AST onsite behind building. BRRTS cases associated with 1100 Velp are for this property and not Perret Homes. Map error.
1265 N BUCHANAN ST	18-782-G		YES		YES	Small Private Auto Repair shop - old garage with lots of junk and inoperable vehicles strewn across lot on unpaved surfaces
1245 N BUCHANAN ST	18-782-H				YES	Ferrell Gas Storage and filling facility - Many propane tanks onsite
1244 V ELP AV	18-782-K					Gerczak's Liquor and Beverage - Many refrigerated trailer onsite and 55 gallon drums in back
1041-1053 V ELP AV	18-800-1		YES		YES	Active Shell Gas Station
979 V ELP AV	18-820-A				YES	Vacant T.V. Store - blighted looking building looking very rough and old
1262 V ELP AV	18-733		YES	YES	YES	Vacant lot - Closed BRRTS site, mix of broken gravel and asphalt for driveway
1046 GRAY CT	18-756-2		YES			
980 V ELP AV	18-756-C-1		YES			
ATKINSON DR	18-756-D				YES	
1060 GRAY CT	18-781					Semi truck and trailer parking - gravel lot holds Semi trucks and Refrigerated trailers
1248 N BUCHANAN ST	18-781-5				YES	Grantek Inc. - Large lot with fuel trucks and trailers onsite parked on gravel. 15 - 55 gallon drums, blighted looking pole building
WINFORD AV	18-781-E					Semi truck parking area - Semi trucks parked on gravel and unpaved surfaces
1212 V ELP AV	18-782	YES	YES	YES	YES	Newco Manufacturing - Off source contamination from 18-782-E. Large warehouse facility used for storage in the past. Building cosmetic issues.
1255 WINFORD AV	18-782-J	YES			YES	Past industrial use including use for bulk storage of goods with the presence of a railroad spur onsite
1218 V ELP AV	18-783	YES	YES		YES	Apparent vacant industrial facility - Mainly shows signs of blight with boarded windows and damaged fascia and roof. Very old
1500 DONALD ST	6-24				YES	RGL warehouse or distribution center - railroad spurs onsite on the North, South and Western sides of the property.
1396-1402 V ELP AV	6-37				YES	Quality Auto Repair Inc. - Auto repair shop with some broken vehicles in back. 1 55 gallon plastic drum onsite.
1406 V ELP AV	6-38		YES		YES	Metals America Scrap Metals - Building and lot with abundant metal trash, 55 gallon drums, and liquid chemical containers
1422 V ELP AV	6-38-A					Unleashed Tattoo Illustrations - small tattoo parlor that looks like a possible former fueling station
1465 DONALD ST	6-39-A				YES	No indication of use - building is in poor condition and appears vacant. Needs maintenance
1464 V ELP AV	6-39-A-1				YES	Cars and More - Auto sales and repair shop
1428 V ELP AV	6-40		YES			
1457 DONALD ST	6-40-E					Hurckman Mechanical Warehouse - Site is clean but a large fuel tank is onsite
1441 DONALD ST	6-40-F		YES			
1470 V ELP AV	6-42				YES	Automotive salvage lot with junk and inoperable vehicles onsite on gravel
1562 V ELP AV	6-42-A				YES	Old strip mall in poor condition with an auto salvage yard in the back with many junk and inoperable vehicles sitting on gravel
1500 V ELP AV	6-42-B-1		YES		YES	Heavy Duty Wrecker and Towing Service - Many junk and defective vehicles onsite parked on gravel
1409 V ELP AV	6-45				YES	Vacant greenhouse and shop in very bad condition with no maintenance
1401 DONALD ST	6-37-1		YES			
DONALD ST	6-37-A				YES	Metals America Scrap Yard - Abundant metal garbage and 55 gallon drums present onsite
1454 V ELP AV	6-40-H				YES	
DONALD ST	6-41-1				YES	

3

VELP AVENUE'S NEIGHBORS

This chapter describes community conditions in and around Velp Avenue. A detailed housing and demographic analysis set the stage for economic opportunities in the area. Next, this chapter reviews the environmental concerns along Velp Avenue and the impact of these concerns on neighborhood residents. Finally, this chapter summarizes a series of interviews and focus groups with residents and business owners from along the corridor.

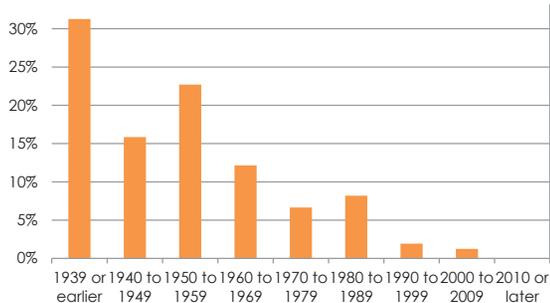
DEMOGRAPHICS

The presence of brownfield sites (both real and perceived) along Velp limits potential redevelopment along the corridor. Meanwhile, business owners and residents along Velp Avenue stand to benefit greatly from such redevelopment when it occurs. Velp Avenue's neighbors have lower household incomes than other residents of Green Bay, are more likely to be exposed to lead-based paint common in older homes and hazardous sites, and have more difficulty accessing jobs. Redeveloping obsolete or underutilized properties along Velp Avenue creates opportunities to reverse these trends and will positively impact peoples' opportunities for where they live, work and do business.



HOUSING

The neighborhood around Velp Avenue is an older neighborhood, with over 30% of homes built before WWII.



Residents are at risk for lead poisoning in all homes that were built before 1960; this totals 70% of homes in the study area.

Rent is costly!

HUD defines cost burden as paying >30% of income towards rent. In the study area, 48.2% of residents are cost-burdened.

OPPORTUNITIES

- New housing options could attract more people to this location
- Support quality and affordable rental housing



EMPLOYMENT

Leading industries in the study area include:

Manufacturing

- Over 800 employees (18.0%)
- 160 manufacturing jobs were **lost** in the study area between 2000 and 2014

Education and Health Care

- Over 650 employees (14.7%)
- 45 jobs were **lost** between 2000 and 2014

Retail

- Over 600 employees (13.7%)
- 109 jobs were **added** between 2000 and 2014

Transit is popular and, for some, required!

The study area is home to 10% of the City's workforce, but 14% of its transit ridership.



OPPORTUNITIES

- Increase employment opportunities and high paying jobs along Velp
- Support transit and other alternative modes for residents who rely on them



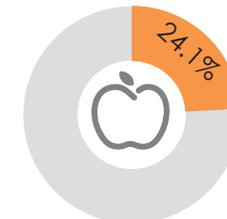
INCOME

\$41,587

Median household income in the study area. Brown County's median income is \$52,000 annually.



19.8% of residents live in poverty. Tract 1 had nearly 29% living in poverty in 2014.



24.1% of households receive SNAP benefits or food stamps.

OPPORTUNITIES

- Support access to educational opportunities to increase educational attainment and help residents be better positioned for high paying jobs

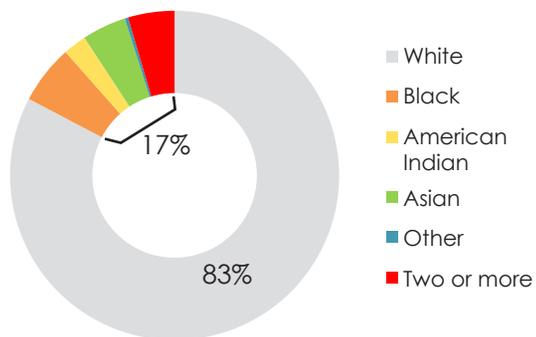


POPULATION

8883 people lived in the study area in 2014.

This number has declined since 2000. In particular, the white population has declined by over **400 residents**

Racial Groups in the Study Area



The study area is younger than the region, with a median age of **34 years old**.

The population is at risk for a variety of environmental hazards including:

- Water discharge from industrial operations (98th percentile)
- EPA priority sites (93rd percentile)
- Sites with risk management plans (84th percentile)



Figure 3-1: Demographic Study Area

Source: Stantec

The people and households who live near Velp Avenue are potential residents of new housing developments. They are an important customer base for retail businesses along Velp Avenue, and a convenient labor pool for industrial businesses that are located in the corridor.

Using two census tracts, a study area was defined that extends a little over a half mile from Velp Avenue. Characteristics of this population, and the housing it lives in, were explored, using the most recent 5-year American Community Survey (ACS) data, and these were given a frame of reference by comparing them with the entire Green Bay population, and that of Brown County.

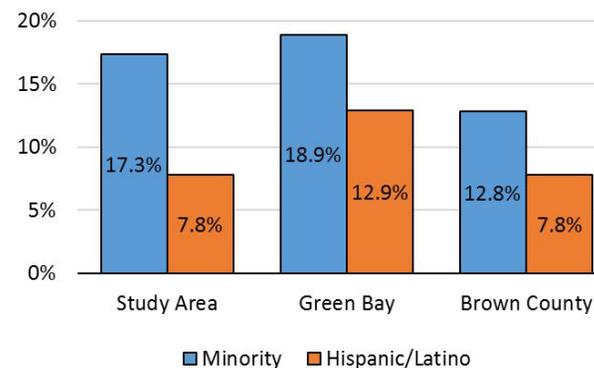
POPULATION CHARACTERISTICS

The population in the study area declined slightly (around 3 percent) from 2000 to 2014. This is common in fully developed areas, and is typically due to a long-term trend toward smaller families and households in the U.S.

The study area is not too dissimilar to the rest of the region in the racial and ethnic mix.

Education achievement underperforms the region, and relatively high unemployment lingers. (Note, however, that the 5-year American Community Survey data is based on sampling of the population from 2010 to 2014. In all likelihood, unemployment has come down from these levels.) These population characteristics are illustrated in Figures 3-2 through 3-5.

Figure 3-2: Minority Population



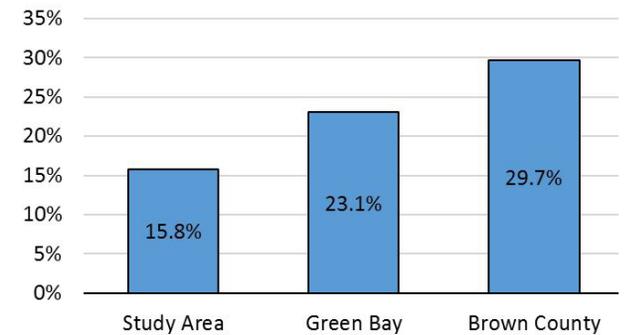
Source: American Community Survey

Figure 3-3: Median Household Income



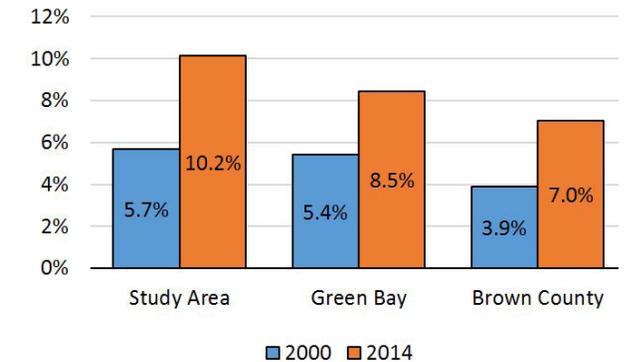
Source: American Community Survey

Figure 3-4: Percentage of Population with a Bachelor's Degree



Source: American Community Survey

Figure 3-5: Unemployment



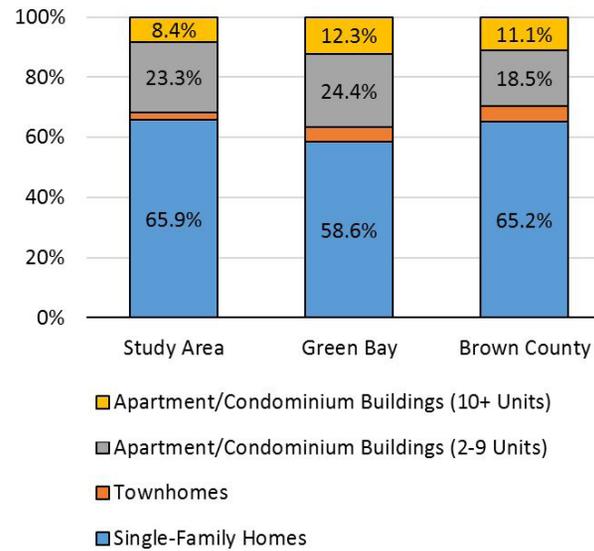
Source: American Community Survey

HOUSING CHARACTERISTICS

While there are a number of apartment developments in the study area, single family homes predominate. This is likely the main reason why more of the housing in the study area is owner occupied than is true for Green Bay as a whole.

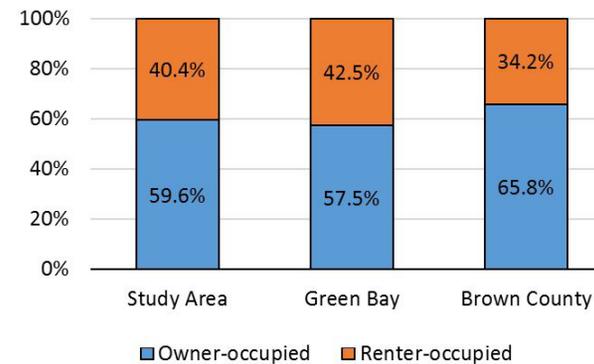
Much of the housing stock itself was built in the 40s and 50s, and is older than average compared with the rest of Green Bay. Most homes are small, one-story buildings, which explains the value disparity with the rest of Green Bay and Brown County. These housing conditions are illustrated in Figures 3-6 through 3-9.

Figure 3-6: Housing Units by Building Type



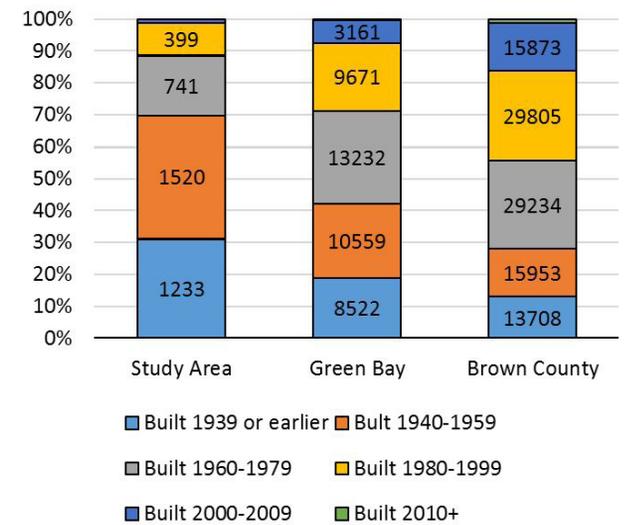
Source: American Community Survey

Figure 3-7: Housing Units by Occupancy Type



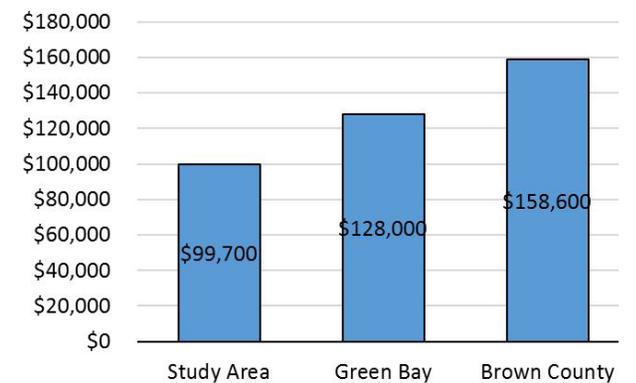
Source: American Community Survey

Figure 3-8: Housing Units by Year Built



Source: American Community Survey

Figure 3-9: Median Home Value



Source: American Community Survey

ENVIRONMENTAL AND HEALTH IMPACTS

WHAT IS ENVIRONMENTAL HEALTH?

Numerous environmental factors can influence the health of a community. For example, older housing stock is more likely to contain lead paint or asbestos, which can lead to developmental disabilities and cancer. Communities located near major roadways may experience higher levels of air pollution, which can cause asthma, especially in children. Vacated industrial buildings and sites might have dangerous materials which could be still left on the site. All of these issues may negatively impact the health of nearby residents. However, the environment can positively impact community health as well. Parks and trails in a neighborhood can provide a place for people to be active. Trees and plants can remove toxins from the air and prevent flooding. Every neighborhood experiences some combination of these environmental health risks and assets.

CONDITIONS NEAR VELP AVENUE

The neighborhoods surrounding Velp Avenue have numerous parks and trails, discussed in Chapters 1 and 2 of this Plan. However, their proximity to the industrial activity North of Velp Avenue and the age of their housing stock present potential environmental health hazards. Table 3-1 lists a series of environmental hazards present in the neighborhoods near Velp Avenue, indicated by the US Environmental Protection Agency (EPA). As illustrated in Table 3-1, the neighborhoods near Velp Avenue experience more environmental health risks than elsewhere in the State. In fact, neighbors in the area experience some of the highest proximity to superfund sites anywhere in the State (94th percentile). Proximity to superfund sites is mapped in Figure 3-10.

DEMOGRAPHICS MATTER

Often, communities with the most environmental health hazards are low-income communities of color. Unlike their affluent, white neighbors, these residents are faced with higher rates of asthma, obesity, and other cardio-vascular diseases. These risks combined with demographic characteristics can help define if residents in an area are experiencing an environmental injustice. Many of the residents in the neighborhoods near Velp Avenue are lower income, indicating that they might be experiencing an environmental injustice. Redevelopment of hazardous sites and improving air quality can help to mitigate the health risks present in the neighborhood.

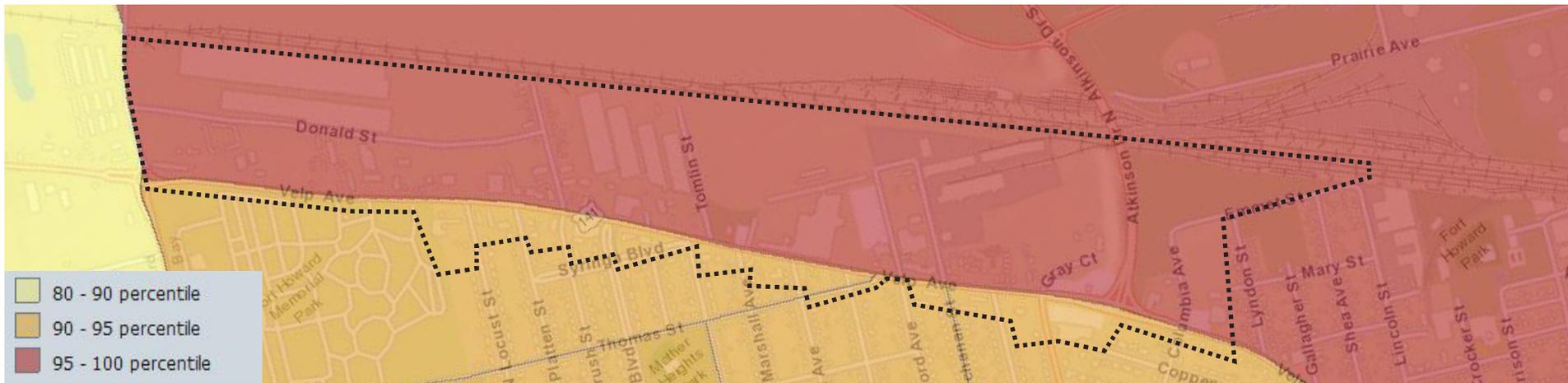


Figure 3-10: Superfund Site Proximity

Source: US EPA

Table 3-1 Environmental Health Indicators (as measured by the EPA)

Indicator	Value (Raw score)	State Average (Raw score)	Percentile in State
Particulate Matter: the amount of particulate matter in the air. High levels of particulate matter may cause respiratory problems and asthma.	9 ($\mu\text{g}/\text{m}^3$)	9.48	23
Cancer Risk: Cancer risk is measured through the presence of air toxins	33 (risk established by the National-Scale Air Toxics Assessment)	29	76
Traffic Proximity and Volume: High traffic volumes can result in worse air quality.	61 (volume/distance to roadway)	300	40
Lead Paint Indicator: The presence of lead paint can cause developmental disabilities	70% (% of housing was built before 1960)	38%	82
Superfund Proximity: Superfund sites are especially contaminated sites that the EPA has set aside special funding to clean.	0.41 (sites/distance)	0.12	94

Source: US EPA

NEIGHBOR AND BUSINESS OWNER INTERVIEWS

“the more you invest in the community,
the more your community invests in you”

~ Velp Avenue Business Owner

In order to understand the relationships that business owners and local residents have with Velp Avenue, the City of Green Bay conducted a series of interviews and focus groups with these neighbors. Six interviews were conducted one-on-one with the following businesses:

- Auto Haus
- GB Train Shop
- Quality Auto Repair
- Shell Gas Station
- Unleashed Tattoos
- Wonder Sign

The City also conducted focus groups with two neighborhood groups: Mather Heights and Perkins Park.

The following sections describe the interviews and focus groups and highlight some of the key ideas Velp's neighbors have about the corridor today and the transformations they would like to see in the future.

BUSINESS OWNER INTERVIEWS

Six business interviews were conducted with business owners along Velp Avenue. Some businesses are new to the corridor, such as Wonder Sign, but others are long term institutions, such as Global Recognition and Auto Haus. Generally, these business owners are concerned about safety and recent road construction impacting business and feel that working with the City can be difficult. They also expressed a desire to improve the quality of Velp Avenue and interest in redeveloping blighted properties.

Key themes from these include:

Traffic and Construction

Road construction on Velp Avenue caused many businesses to struggle and some were forced to shut down.

Crime and Safety

There are negative perceptions of the corridor which make customers feel unsafe. A consistent police presence along the corridor feeds this negative perception.

Loitering has been an issue for some business owners.

Drug use along the corridor has been an issue for some business owners.

Business Opportunities

It would be beneficial for more business owners to invest in their properties.

“Destination” businesses will help to attract shoppers from outside the neighborhood.

A grocery store along Velp Avenue or in Downtown would support the neighborhood and add to the mix of businesses along the corridor.

Other services and restaurants could attract residents and visitors to the corridor.

The businesses along Velp Avenue have tried to form an association before but were not successful. Additional assistance from the City or the Chamber of Commerce may be necessary.

Figure 3-11: Neighbors' Impressions of Velp Today



NEIGHBORHOOD FOCUS GROUPS

Two focus groups were conducted in the Mather Heights and Perkins Park neighborhoods. Many participants in the focus group are homeowners. Some of these neighbors have lived in the neighborhood from just a few years and some have lived there their whole lives. Residents are proud of their parks and places of worship in their neighborhoods and are excited to see opportunity along Velp Avenue.

Some of the key themes from the focus groups include:

Traffic

Velp Avenue functions as a thoroughfare between Green Bay and Howard and acts as a barrier to neighborhood residents.

The neighborhood is not very walkable. Velp Avenue lacks sidewalks which is difficult for people with disabilities or worshipers from the Islamic Society.

Crime and Safety

The Perkins Park neighborhood is perceived as unsafe and has some of the highest crime rates in the City.

Velp Avenue feels particularly unsafe for single women.

Business Opportunities

The lack of grocery stores in the neighborhood is an inconvenience for residents.

Financial incentives may be needed to attract more stable businesses to the corridor.

Figure 3-12: Neighbors' Desires of Velp in the Future



Participants were also asked to list their top three words to describe Velp Avenue today. Some ways people describe Velp today include dirty, unsafe, and rundown. All the words used to describe Velp Avenue today are included in Figure 3-11.

Similarly, participants were asked to list their top three words to describe how they would like to see Velp Avenue in the future. Some ways people hope to see Velp in the future include green, accessible, and thriving. All the words used to describe Velp Avenue in the future are included in Figure 3-12.

These words suggest that while there are many concerns about Velp Avenue today, neighbors are optimistic and excited about redevelopment possibilities for the corridor.

4 MARKET ANALYSIS

This chapter describes market conditions in and around Velp Avenue. A detailed housing and demographic analysis set the stage for economic opportunities in the area. Next, this chapter reviews the residential, commercial, and industrial market in Green Bay and along Velp Avenue, identifying strengths and opportunities for each. Finally, this chapter assesses the potential for redevelopment in each of these market sectors along Velp Avenue.

INTRODUCTION

SOURCES OF INFORMATION

The market analysis offers contextual information relative to housing, retail and industrial development, as well as strategies for attracting development in these real estate sectors. It is based on several types of information:

- Market research
- Interviews with local real estate professionals
- Direct observation

Information is filtered against the previous experience of the analyst.

All proposed strategies are preliminary suggestions for consideration. They are to be shaped, augmented, or rejected by further findings, as well as communication with policy makers, stakeholders, and others, over the course of the planning study.

ECONOMIC OVERVIEW – GREEN BAY

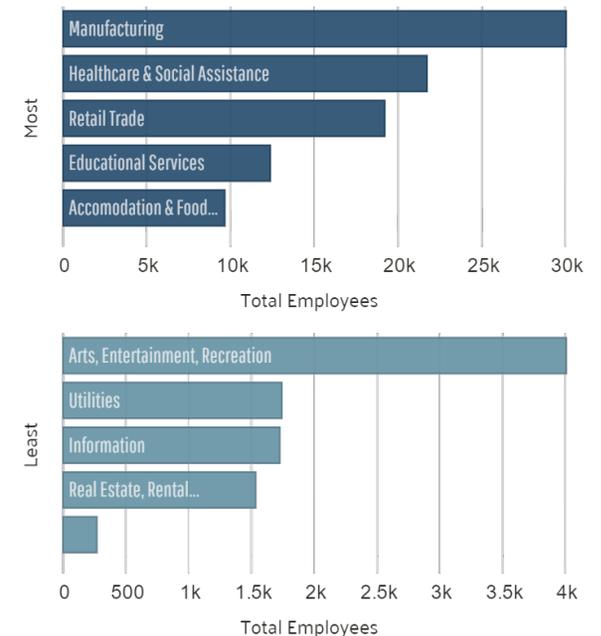
Green Bay has a population of around 105,000. It is the core of a metropolitan area of 315,000 people.

Macro trends in population and economic growth are important in assessing prospects for development and revitalization. The Green Bay metropolitan area is forecasted to grow at a moderate pace. The “Mapping America’s Futures” project of the Urban Institute estimates the Green Bay area will experience population growth of 4.4 percent between 2010 and 2020, and growth of around five percent between 2020 and 2030.

There is a modest centralizing trend in Green Bay. Downtown Green Bay is seeing new housing development, much of it along the banks of the Fox River.

The Green Bay economy skews toward working class industries and occupations, with higher than average employment in manufacturing industries, and lower than average employment in “Professional, Scientific, Tech Services” industries. See Figure 4-1.

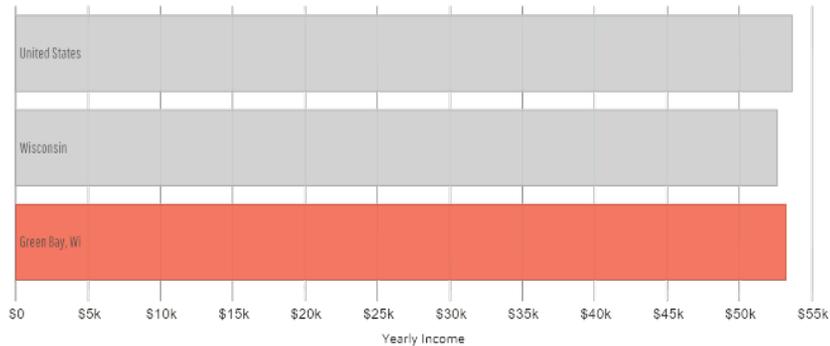
Figure 4-1: Most Common ACS Industries in Green Bay, WI



Dataset: 2014 ACS 1-year Estimate
Source: Census Bureau

DATAUSA:

Figure 4-2: Median Household Income in Green Bay, WI



Dataset: 2014 ACS 1-year Estimate
Source: Census Bureau

DATAUSA:

Median household incomes were estimated to be around \$53,000 in 2014—not greatly different from that of the State of Wisconsin, or the US population as a whole. See Figure 4-2.

ECONOMIC OVERVIEW- VELP AVENUE CORRIDOR

Velp Avenue serves an important role as gateway to Green Bay from the city of Howard. Howard is the next city to the north of Green Bay (city) along Green Bay (bay of Lake Michigan). It's known for being more affluent than Green Bay city, with a newer housing stock, and strong schools.

Velp Avenue offers a poor introduction to Green Bay from the city of Howard. Some buildings are vacant. Many show signs of disinvestment. This is particularly true of the section of Velp Avenue between Military Avenue and Atkinson Drive, which is the focus of this study.

The development pattern on the south frontage of Velp Avenue is of small commercial buildings, mostly single tenant, mixed with single family homes, and small multifamily properties. The residential neighborhood behind these properties has an attractive appearance. Homes there are older, of a 1940s or 1950s vintage, but for the most part they appear well kept, and lawns are tended.

The north side of the Velp Avenue frontage is a mix of commercial and industrial buildings. Some of the industrial buildings seem to have been built with office/showroom components that front on Velp Avenue.

According to Costar records and our own visual survey, only two housing, retail, office, or industrial developments have occurred along Velp in the last two decades. They are:

- Shell gas station, with associated retail (2001, 2010)
- Islamic Society of Wisconsin building (1998)

Property decline and neglect is evident and pervasive along Velp Avenue. And, according to the developers and real estate professionals we interviewed, this confers a stigma to the area that will be challenging to overcome in attracting new development. Velp Avenue does, however, have some assets, which are positive features for certain types of development. These include:

- Proximity to downtown
- Good connectivity to highway system
- High traffic volumes (good for retail, less good for residential)
- Reconstructed street and sidewalks
- Fort Howard Memorial Park and Cemetery
- Adjacency to City of Howard
- Stable neighborhood to the south

These will be explored in more detail in the sections that follow.

RESIDENTIAL MARKET CONTEXT

Existing Development

The south side of the Velp Avenue frontage is the northern edge of a seemingly stable residential neighborhood of modest homes. The pattern of tree-lined streets, and well-kept small homes, is unfortunately not evident along Velp Avenue. Instead, there is a mix of residential and commercial buildings of different scales, that meet Velp Avenue in different ways—sometimes fronting on Velp Avenue, sometimes on the side street, and at times separated from Velp Avenue by parking lots of varying depths.

Residential structures are a mix of single family homes, small apartment buildings, and apartments over commercial businesses. The great majority of apartment buildings in the neighborhood are two-story buildings with parking on surface parking lots or in garages. According to Costar data, most were built in the 1980s or earlier.

Market Conditions

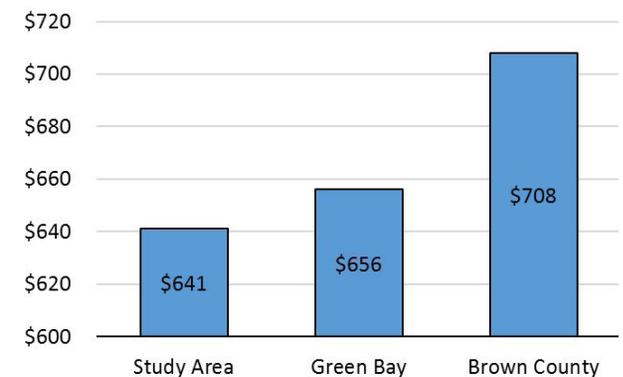
ACS data shows rent levels in the study area are low relative to rents citywide.

Vacancy has remained low in these developments. 3 percent vacancy is lower than the 5 percent level that is generally considered to indicate a market in balance. The implication of this is that rents in the study area may rise further. Rising rents can be a precursor to new housing development—although that can occur in a range of locations, and not necessarily on or near Velp Avenue. These conditions are illustrated in Figures 4-3 through 4-5.

Construction Trends

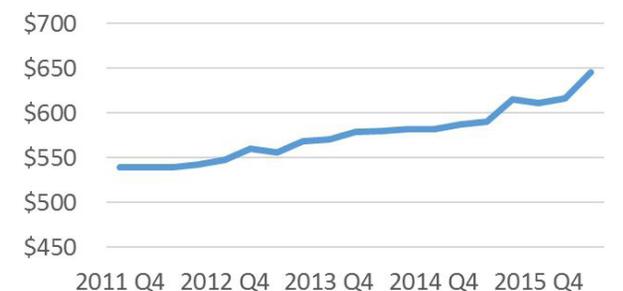
City and county building permit data shows that multifamily housing development has resumed in the Green Bay region. A consistent subset of this development is occurring in Green Bay, with most of that being built in downtown Green Bay. Little development is occurring in Green Bay outside of the downtown area, and none has occurred within a half mile of Velp Avenue in the past 10 years.

Figure 4-3: Median Rent



Source: American Community Survey

Figure 4-4: Apartment Rents in the Study Area 2011-2016



Source: American Community Survey

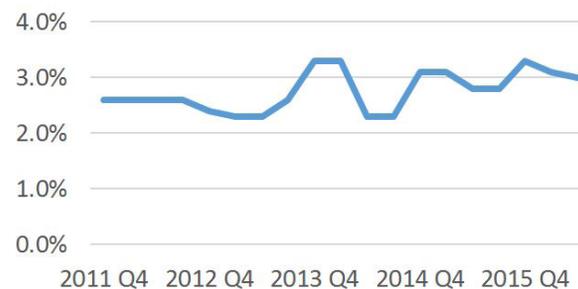
Housing Needs

Green Bay's 2015 – 2019 Draft Consolidated Plan documents the City's need for the development of:

- More affordable one bedroom units
- More affordable units of all sizes outside of the city center
- Affordable, accessible housing for increasing special need populations (elderly, disabled, homeless, persons with HIV/AIDS)

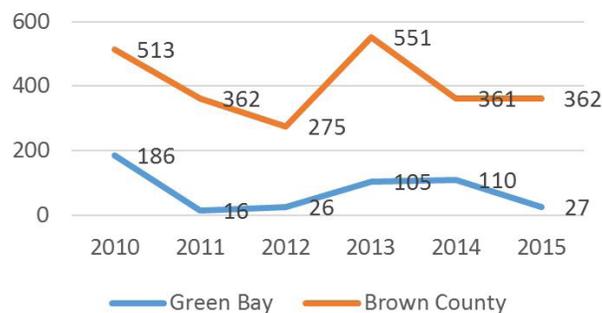
Pursuing housing options such as these is important, given Green Bay's working class and aging population. Building permit data is included in Figure 4-6.

Figure 4-5: Apartment Vacancy in the Study Area 2011-2016



Source: American Community Survey

Figure 4-6: Green Bay Building Permit Data - Multifamily Dwelling Units



ASSETS AND CHALLENGES

The Velp Avenue area has important assets, and presents significant challenges, for attracting new housing development along Velp Avenue. The following summary of assets and challenges is informed by direct observation and one-on-one interviews with six Green Bay area real estate professionals.

Assets

- Downtown proximity. Downtown Green Bay is attractive and valued, and it has new energy and momentum. Velp Avenue is just a five-minute drive from the center of downtown—or an easy bike ride away.
- Neighborhood stability. The neighborhood to the south of Velp Avenue is stable and attractive.
- Street improvements. Reconstruction of Velp Avenue resulted in an improved street and sidewalk environment
- Direct connection to City of Howard. The City of Howard has a positive reputation as a place to live. It may be possible to leverage that positive reputation to the benefit of Velp Avenue.

Challenges

- Character of development on Velp. Blighted conditions along Velp Avenue are pervasive. It's difficult to find a location along Velp Avenue where new development would not be hemmed in by unattractive or blighted neighboring properties on both sides and across the street.
- Stigma. The ongoing state of Velp Avenue has created an undesirable brand for the area. It's currently not an "address" where renters or homeowners would be drawn to.
- School district. One of our interviewees believed that families would not be attracted to housing along Velp because the Green Bay West School District doesn't have a good reputation.
- Site assembly and acquisition cost. A multifamily development along Velp Avenue would in most cases require the purchase of multiple properties, which complicates the development process. Moreover, most properties on the corridor, even those in poor condition, retain some economic value in their current state.

HOUSING DEVELOPMENT ASSESSMENT

There is moderate and ongoing pressure for housing growth in Green Bay. While many real estate analysts think that we may be at the peak of the economic cycle for housing development, or somewhat past the peak, rising rents and persistent low vacancy rates are indicators that multifamily development will continue in the short run, although the pace may slow a bit.

Recent housing development in Green Bay has been focused on luxury, multifamily housing along the downtown riverfront. As that area gets built out, developers will be looking for next opportunities. With this, there may be some broadening of the geographic focus and the demographic target markets. Having said this, in the short run most parts of Velp Avenue will remain an unlikely target for housing development without further improvements to the physical context and/or significant public financial support.

Attracting new development to a Velp Avenue location will be challenging in the short run. Developers have choices for where

they can build, and they prefer to go where there are clear locational assets, and, even better, where the market has already been proven by others. Velp Avenue would be off the radar screen for area developers without intentional steps being taken to draw their attention.

Site assembly and site preparation will add challenges for a housing developer. Multiple properties would need to be purchased for projects of reasonable scale. Demolition of existing structures adds a cost. And the potential for environmental contamination also adds uncertainties and potential cost. Over the long run, however, housing development is a suitable development option on the south frontage of Velp Avenue. It abuts the existing neighborhood, and new commercial development would not be viable for most parts of this frontage.

STRATEGIES

These challenges argue for a two-part strategy for attracting housing development to Velp Avenue. In the short run, be opportunistic. In the long run, build the context.

Opportunistic Actions

There are a couple of scenarios where housing development could occur over a shorter time frame.

- Opportunistic acquisition. Tax forfeiture or further building deterioration may reduce the cost of some property to the point where new housing development could make economic sense, although it may still require some public financial support. In that event, property acquisition can occur, and low to medium density housing development could be considered.

- Affordable housing. The established affordable housing subsidies may make a high quality affordable housing development viable along Velp Avenue. Such housing would meet community needs, and with good design and management it can also be an asset for the area. It would build some momentum for Velp Avenue, while establishing new housing rent comps that could serve to attract other development.

Build the Context

The challenges facing housing development on Velp Avenue argue for taking steps to improve the area context. These could include additional public realm improvements, landscaping and façade improvements by existing property owners, or changing the built landscape first with new retail or industrial development.

Potential Opportunity Site—Velp and Locust

One potential opportunity for housing development stands out, at a 3-1/2 acre property at Velp Avenue and Locust Street, adjacent to the Fort Howard Cemetery. This site is unique along the Velp Avenue Corridor in two ways. First, it is situated adjacent to one of the few visible assets along Velp Avenue, the picturesque Fort Howard Cemetery. With the cemetery as a neighborhood, and reasonably sound apartments on the other side, this location is less hemmed in by blight than most locations along Velp. Second, the land is already vacant, saving the development costs associated with site assembly that would be faced along most parts of Velp Avenue.

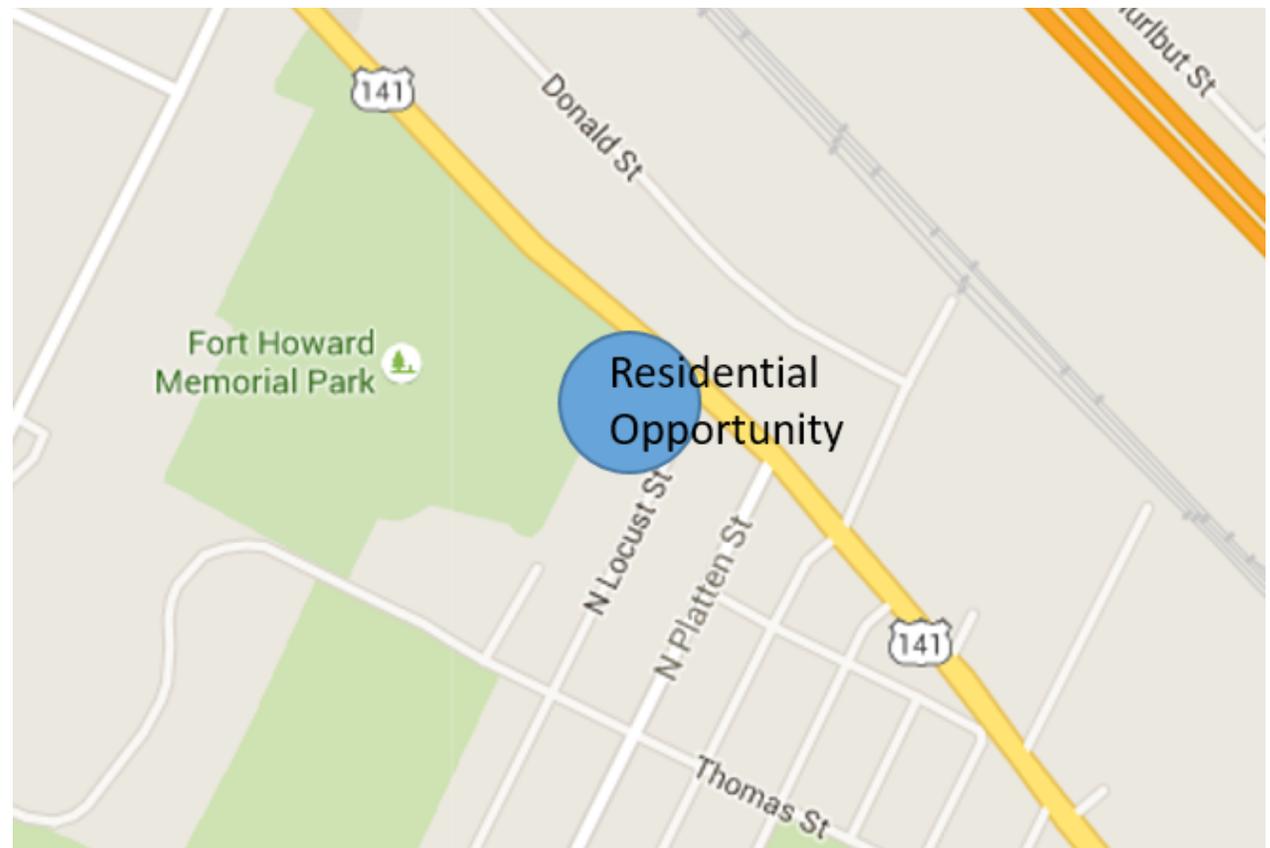
The site would support an apartment or townhome project. Public financial support of some kind is likely to be required to attract a developer to this site. The site is mapped in Figure 4-7.

Public Role

The public sector can advance housing development on Velp Avenue through:

- Continuing steps to enhance the street and sidewalk realm, and encourage and incentivize improvements to building and property conditions.
- Supporting and advancing high quality retail and industrial development, as that becomes possible.
- Communicating that initial housing development, whenever it occurs, will be supported with tax increment financing or other public financial assistance.

Figure 4-7: Residential Opportunity: Velp and Locust



Source: Google Maps

RETAIL MARKET CONTEXT

EXISTING CONDITIONS

Existing Development

Retail and office buildings are prevalent along both the north and south sides of Velp Avenue. They are most commonly in freestanding, single tenant buildings, although there are some multi-tenant retail buildings, and some two-story buildings with apartments located over ground floor commercial space.

Commercial buildings along Velp Avenue are older, and many show signs of deterioration or disrepair. The gas station, with related commercial development, at the southwest quadrant of Velp and Atkinson, is the only commercial development that has been built in the last two decades. Ownership is not consolidated along the corridor. Of the properties tracked by Costar in our focus area, all are owned by different parties.

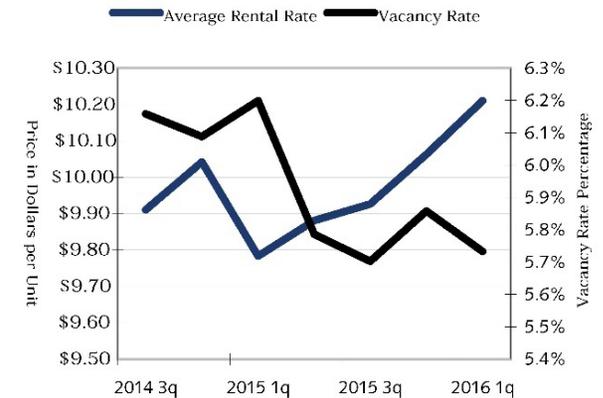
Market Conditions - Green Bay

Retail market conditions have been strengthening in Green Bay since the great recession. Vacancy rates are falling, and rents are rising. An overall vacancy rate of under 6 percent is low for retail. It's an indicator that retail businesses are making a go of it. Retailers are occupying formerly vacant space at a greater rate than they are closing. In the general retail sector, which includes all freestanding buildings, such as those along Velp Avenue, the vacancy rate in Green Bay is even lower—4.6 percent at the end of first quarter 2016.

Healthy fundamentals in rents and vacancies have not resulted in corresponding new retail development in the Green Bay market area. Growth in retail space of 190,000 square feet over seven quarters is slow by historic standards. Occupancy of retail space increased by around 390,000 square feet over that period, which is closer to the historic average. Figures 4-8 and 4-9 illustrate vacancy and rent and absorption and deliveries for commercial properties in Green Bay.

Figure 4-8: Vacancy and Rent in Green Bay

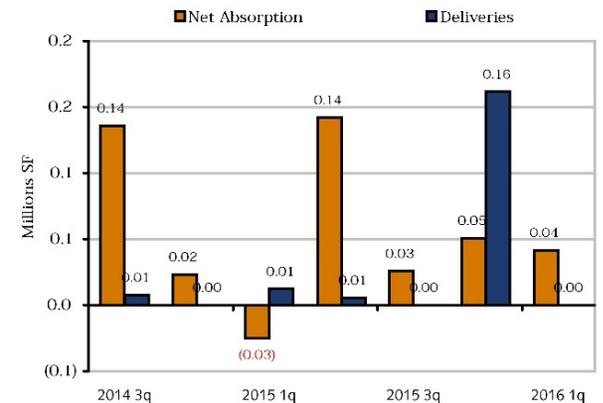
Past 7 Quarters



Source: CoStar Property®

Figure 4-9: Absorption and Deliveries in Green Bay

Past 7 Quarters



Source: CoStar Property®

Market Conditions - Velp Avenue

Of the 13 retail properties that Costar tracks in our Velp Avenue focus area, there are no vacant spaces.

Average rents along Velp Avenue are quite low, in absolute terms and relative to the Green Bay area as a whole, reflecting the older character of the space. Retail rents are illustrated in Figure 4-10.

Figure 4-10: Retail Rents along Velp Avenue

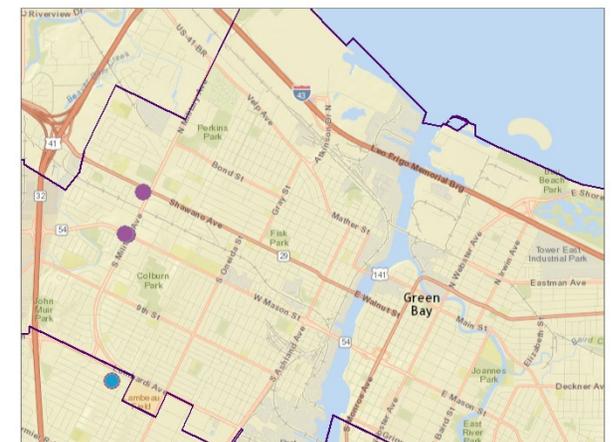


Source: Costar

Competitive Landscape

Retail on Velp Avenue is situated a few miles from most competing retail areas. The colored dots on the retail context map show shopping centers—purple representing power centers, and blue representing community centers. (Power Centers are retail centers that comprise around 500,000 total retail floor area, and include two or more freestanding anchor businesses. Community Centers are a little smaller, with 100,000 to 350,000 square feet of retail floor area.) The closest significant retail center to Velp Avenue is the concentration of retail businesses that is centered on Military and Shawano Avenues beyond Perkins Park. Downtown Green Bay, and its main street style retail environment is also an important part of Velp Avenue's retail context.

Figure 4-11: Retail Context Map



County of Brown, Esri, HERE, DeLorme, INCREMENT P, NGA, USGS

ASSETS AND CHALLENGES

Velp Avenue has important strengths and weaknesses for retail development.

Assets

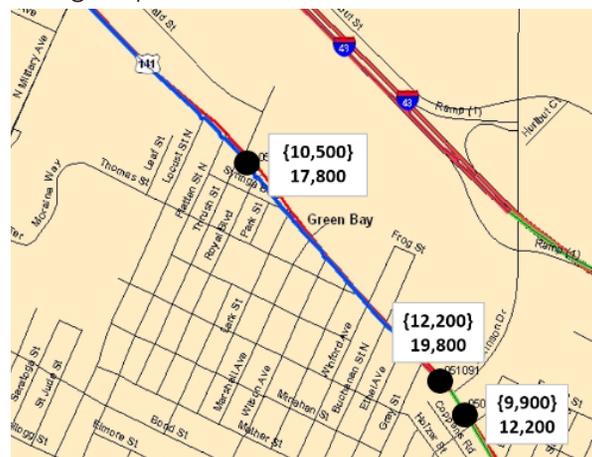
- Traffic volumes. The corridor's greatest strength, from a retail perspective, is the high level of automobile traffic that passes businesses along the corridor day in and day out. The first number on the traffic map for each location represents the actual 2009 traffic volume. The second number is the projected traffic volume in 2022. In addition to being an important collector for people in the neighborhood to the south, Velp Avenue is also the primary route for City of Howard residents to all points beyond Green Bay via southbound I-43. It also carries most of the trips between Howard and downtown Green Bay. Annual average daily traffic (AADT) is shown in Figure 4-12.

- The freeway exit. Some retailers thrive in settings immediately off a freeway, particularly where they are on the homebound side for most traffic that is returning home at the end of the day. Velp Avenue has a setting of this kind.
- Competitive landscape. There is a relative scarcity of quality retail development in the immediate area surrounding Velp Avenue, which may present opportunities for particular retailers.

Challenges

- Local customer base. The Velp Avenue corridor is single loaded, meaning that there are no residential customers on the north side of Velp Avenue. All local customers are coming from the south. That effectively cuts the local customer base in half. Moreover, the neighborhood immediately adjacent to Velp Avenue is lower income, which means there is relatively low household spending.
- Character of existing development on Velp. The blighted conditions along Velp Avenue are pervasive, and over time have created a stigma for the area that new retail businesses would need to overcome.

Figure 4-12: 2009 and 2020 Projected AADT Along Velp Avenue



RETAIL DEVELOPMENT ASSESSMENT

The Green Bay retail market is currently stable. There is low vacancy, rising rents, and new development occurring at a slow rate. The rate of retail development may or may not improve in this economic cycle.

There are significant hurdles to attracting new retail development to the Velp Avenue corridor. Despite strong traffic volumes, other qualities would dampen retail prospects. The single loaded nature of the corridor, the low purchasing power of the adjacent neighborhood, and the tough existing aesthetic conditions along the corridor all present considerable barriers for a retail developer.

Given this, only the strongest locations are candidates for new retail development. New construction of small-scale retail buildings, like those built in an earlier era, are unlikely to occur on a market basis. For business owners that are looking for that format, renovation of an existing building is a much more affordable option.

STRATEGIES

Strategies for strengthening the retail environment can be thought of in two categories. Steps can be taken to strengthen and improve the presentation of existing retail businesses, and the corridor as a whole. And new retail development could be pursued in one or more targeted locations along the corridor.

Existing Retail Businesses

It's beyond the scope of this analysis to identify the numerous actions that can be taken to strengthen existing retail businesses, and improve the condition and appearance of retail buildings and properties. Such efforts are common in retail corridors, and typically encompass actions that are undertaken by the business community as well as local government. There are good frameworks for action that can serve as a guide for such efforts.

Retail vitality programs could play an important role in an overall plan to restore Velp Avenue's attractiveness for retail businesses.

Targeted Retail Development

Our interviews with local real estate professionals highlighted the challenges associated with attracting retail to Velp Avenue. Four of the six interviewees were somewhat to strongly pessimistic about the prospects of attracting any new retail development to Velp Avenue. Two were optimistic about the potential for retail at the particular sites that were discussed.

Following is a discussion about two specific potential opportunity sites, as well as a specific retail concept that could be established at various locations along the corridor.

Potential Opportunity Site—Velp and Atkinson

The northwest quadrant of Velp Avenue and Atkinson Drive is the best site for capturing motorists that are exiting the Interstate 43. It is a large site, on the homebound side of Velp Avenue, and is currently underdeveloped. A retail site could be pursued at a range of scales, depending on the anchor business or businesses that were attracted to the location.

There are offsetting challenges. In addition to those that have been discussed above, one of our interviewees expressed concern about the railroad yard at the rear of the site, which he reported was an entry point for “hobos” coming into Green Bay. The site also has a moderate slope from front to back which may present development difficulties.

There was agreement by many of the real estate professionals we interviewed that development prospects are entirely dependent on the anchor tenant(s) that are attracted to the development. A Walmart would be a game changer for Velp, said one. It would change the perception of Velp for other retailers. Our understanding is that

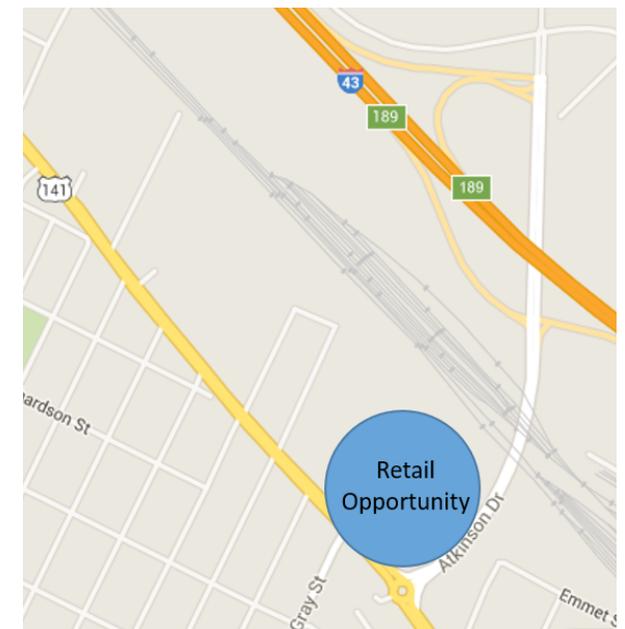
a conversation with Walmart about the site already occurred, but it is illustrative of the importance of anchor businesses.

Other general retail businesses could be pursued. A grocery store anchor may see the site as attractive, since there are not a lot of other grocery stores nearby. Pharmacies such as Walgreens and CVS are expanding in neighborhoods such as these. Businesses which serve and support a low income demographic are also possibilities to pursue as tenants.

It would take further work to clarify the likelihood of attracting retail development to the Velp and Atkinson intersection. What we know is that likelihood would be strengthened if the public sector plays a more active role in site assembly, and readying the site for development. Also, since a retail future may ultimately prove to be unviable, it might be wise to have defined a backup development plan for the property—most likely as an industrial development site.

This site is mapped in Figure 4-13.

Figure 4-13: Retail Opportunity: Velp and Atkinson



Source: Google Maps

Potential Opportunity Site—Velp and Military

Another potential retail development site is at the other end of the Velp Avenue corridor. The greatest strength of the site, in comparison with the Velp/Atkinson site, is that it is adjacent to the City of Howard, where Velp Avenue takes on a different, more attractive and stable character. On the other hand, it is closer to the competitor retail center at Shawano and Military Avenues, which would be a deterrent to some retail businesses. And the site has steeper grades to contend with than at Velp and Atkinson.

Development of this site is also likely to require an active public role.

This site is mapped in Figure 4-14.

Potential Retail Concept

While market dynamics may make the establishment of new small-scale retail stores difficult on Velp Avenue, micro-retail formats have different market dynamics and may be worth exploring. They can be a relatively low-cost way of bringing a new retail buzz to a location.

Micro-retail businesses can provide entrepreneurial opportunities for people who want to pilot a new business in a way that involves a lower financial risk. It can support craftspeople that need to spend most of their time producing goods, and only occasionally need to retail those goods. A cluster of micro-businesses can take on the flavor of arts or craft fairs, or ethnic-oriented bazaars, and as such they can bring the energy of new communities to a corridor like Velp Avenue.

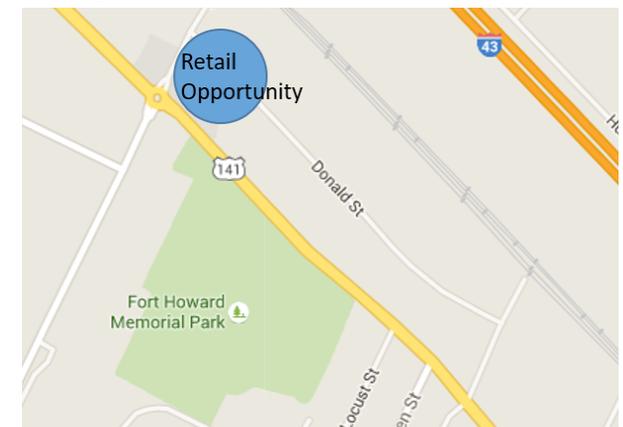
The new cultural energy, and street life, that micro-retail can bring could increase Velp Avenue's streetlife, and strengthen its identity as a retail corridor. And it can generate a buzz that may help shake up the common perception of the corridor.

The format for a concentration of microbusinesses can vary. It may be structured within an existing building, or utilize more temporary outdoor tent structures, as you might see at a farmer's market or art fair.

The possibility for Velp Avenue can be explored from two different directions. One or more or more locations could be identified that are thought suitable for such activities, and interested parties cultivated afterwards. Or conversations could be initiated with arts or cultural communities that might serve as sponsors of the concept, and a physical location could be pursued afterwards.

Philanthropic support may be available for initiation of this concept.

Figure 4-14: Retail Opportunity: Velp and Military



Source: Google Maps

INDUSTRIAL MARKET CONTEXT

EXISTING CONDITIONS

Existing Development

Industrial development and activity is dominant on the north side of Velp Avenue. Buildings are mostly metal sided (although some are brick), with low ceiling clearance in relation to modern industrial buildings. Many seem to have been built with an office/showroom component that fronts on Velp Avenue. Land intensive industrial activities such as salvage yards are present.

Rail access is available, with several spur lines evident from an aerial view. But it's not clear how many businesses if any are utilizing the rail availability.

Properties slope to the rear, and a lower portion of many of the properties is within the floodplain.

Buildings are in varying states of repair, and there is little pattern to the scale and types of buildings that appear along Velp Avenue.

Market Conditions – Green Bay

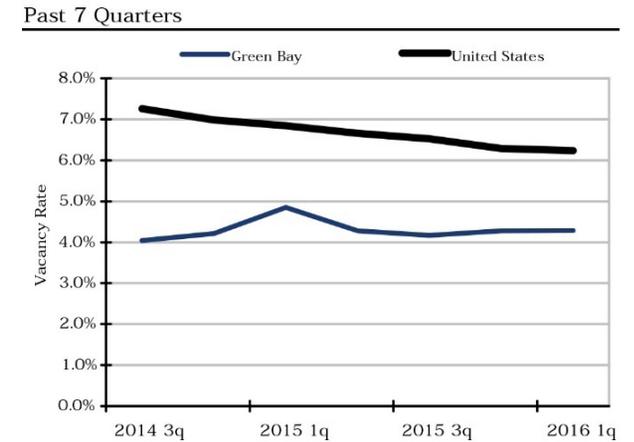
Industrial buildings are occupied and active in Green Bay, with a vacancy rate lower than that of the U.S. as a whole.

Rental rates are low by national standards. \$3.88 per square foot was the average quoted rent in first quarter 2016. That's \$1.95 less than the average quoted rent in the US. Rents have been strikingly stable over time. The average quoted rent was \$3.69 in 2010, and there has been very little fluctuation in rents between then and now.

Construction of new industrial space hit its post-recession peak in 2014. But it is still some distance from reaching its historic average of over 400,000 square feet of new development per year.

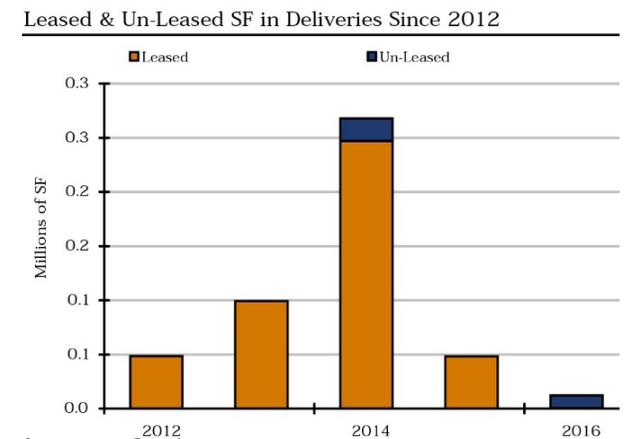
These conditions are illustrated in Figures 4-14 and 4-15.

Figure 4-15: US Vacancy Comparison



Source: CoStar Property®

Figure 4-16: Recent Deliveries in Green Bay



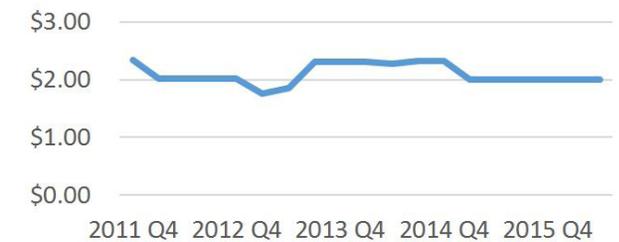
Source: Costar

Figure 4-16: Industrial Vacancy Rate along Velp Avenue 2011-2016



Source: Costar

Figure 4-17: Average Industrial Rent along Velp Avenue 2011-2016



Source: Costar

Market Conditions - Velp Avenue

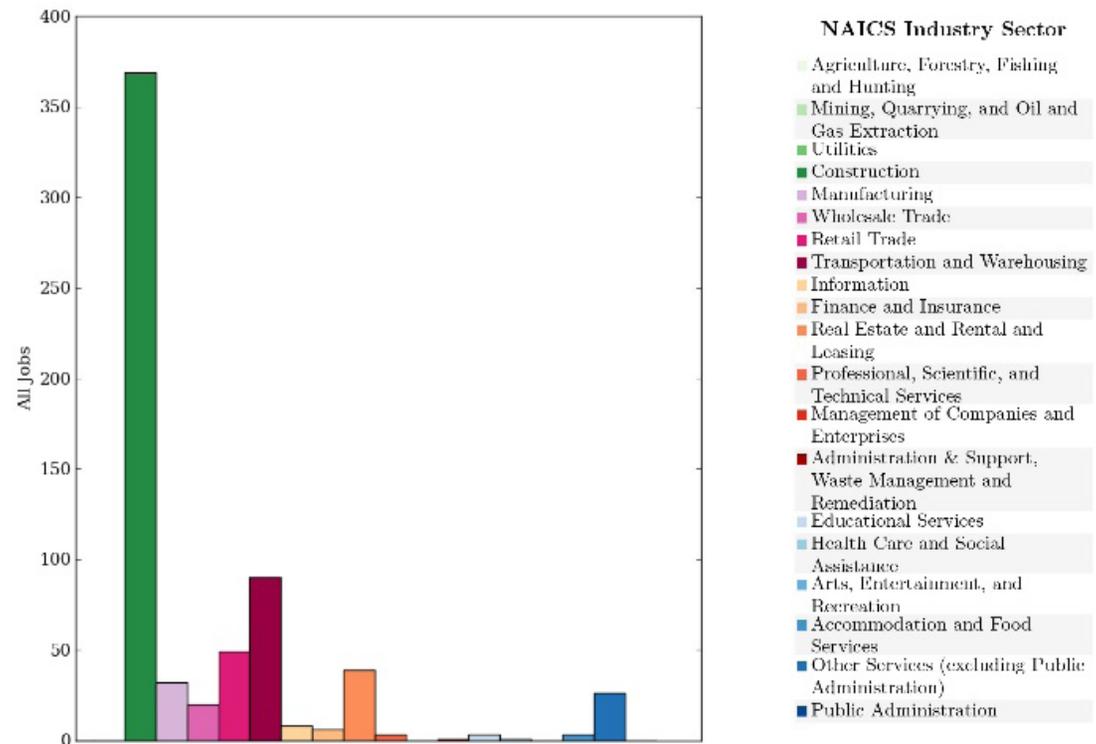
Costar tracks 39 industrial properties along and to the north of the Velp Avenue corridor, and these properties have had very little vacancy in recent years.

However, if industrial properties are owner occupied, or are not being actively leased, they would not be included in this data. So it may be that the true vacancy of industrial buildings in the study area is higher than this indicates—possibly even much higher.

Rents are quite low for these industrial rental properties, both by Green Bay standards, and by national standards—which supports the idea that many buildings are becoming functionally obsolete, and are approaching the end of their useful life. These conditions are illustrated in Figures 4-16 and 4-17.

Employment in the Velp Avenue corridor is highly concentrated in the Construction sector, which implies that many of the businesses are contractor offices, whose employees may be out in the field at jobsites most of the time. Employment is illustrated in Figure 4-18.

Figure 4-18: All Jobs for All Workers by NACIS Industry Sector in 2014 in the Study Area



Source: American Community Survey

ASSETS AND CHALLENGES

Velp Avenue has important strengths and weaknesses for industrial development.

Assets

- Access to highway network. The Velp Avenue corridor is very well situated in the region for industrial and distribution facilities. It provides outstanding access to the regional highway network, while being close to the core of the metropolitan area.

Challenges

- Land conditions. The land to the north of Velp Avenue slopes to the rear of the property. The rear part of most properties is in a flood plain, which limits the depth of land that can be developed.
- Soil conditions. Environmental contamination is commonly present for older industrial properties such as these. Geotechnical conditions are unknown, but building on land near wetlands can sometimes entail additional structural costs.
- Site assembly. The costs and uncertainties associated with assembling multiple properties for an industrial development can dampen development interest.

INDUSTRIAL DEVELOPMENT ASSESSMENT

There is a moderate but steady ongoing demand for industrial development in the Green Bay area.

The Velp Avenue corridor would offer an attractive location for a range of industrial businesses, if land costs can be made competitive with other industrial land in the region.

STRATEGIES

Strategies should be explored for two different industrial development challenges. First, what is an effective and feasible approach to attracting new industrial development to the area? Second, what are the options for managing the process of declining industrial properties in a way that their blighting influence is minimized?

Fostering New Industrial Development

Interviewees for this project were in agreement that the Velp Avenue corridor was an attractive location for new industrial development, if it can be put on equal footing with greenfield sites. It may be possible to even the playing field through simply establishing public financial resources that would effectively offset the added cost of development for site assembly, grading, demolition and environmental remediation.

A land recycling program for industrial development, which includes public property acquisition, is also worth considering, and may prove to be necessary to effectively attract industrial redevelopment. Such programs can also advance public goals related to employment and quality of design and employment.

In its most robust form, a land recycling program would entail public acquisition of land, full site preparation (including demolition of structures, grading, environmental remediation, and title work), and sale to a new business owner for development.

Managing Industrial Decline

Existing facilities continue to lose value due to disinvestment and creeping obsolescence. But they will not all be suitable acquisition targets due to site constraints or conditions, and the price expectations of some property owners. Consideration should be given to strategies for minimizing the negative impacts of declining sites.

Such strategies might include:

- Strengthening and active enforcement of site and building maintenance codes
- Fostering property owner agreement to work toward certain landscaping standards or patterns
- Financial incentives for façade improvements
- Demolition of structures that have lost their economic utility

Clearing and planting a site, even where it creates some vacancies along the corridor, can represent a visible improvement over the ongoing presence of a blighted property.

Potential Industrial Development Opportunities

Industrial redevelopment could occur at any number of places up and down the corridor. But the easiest properties to pursue are likely to be larger properties under single ownership where buildings cover a relatively small proportion of the land.