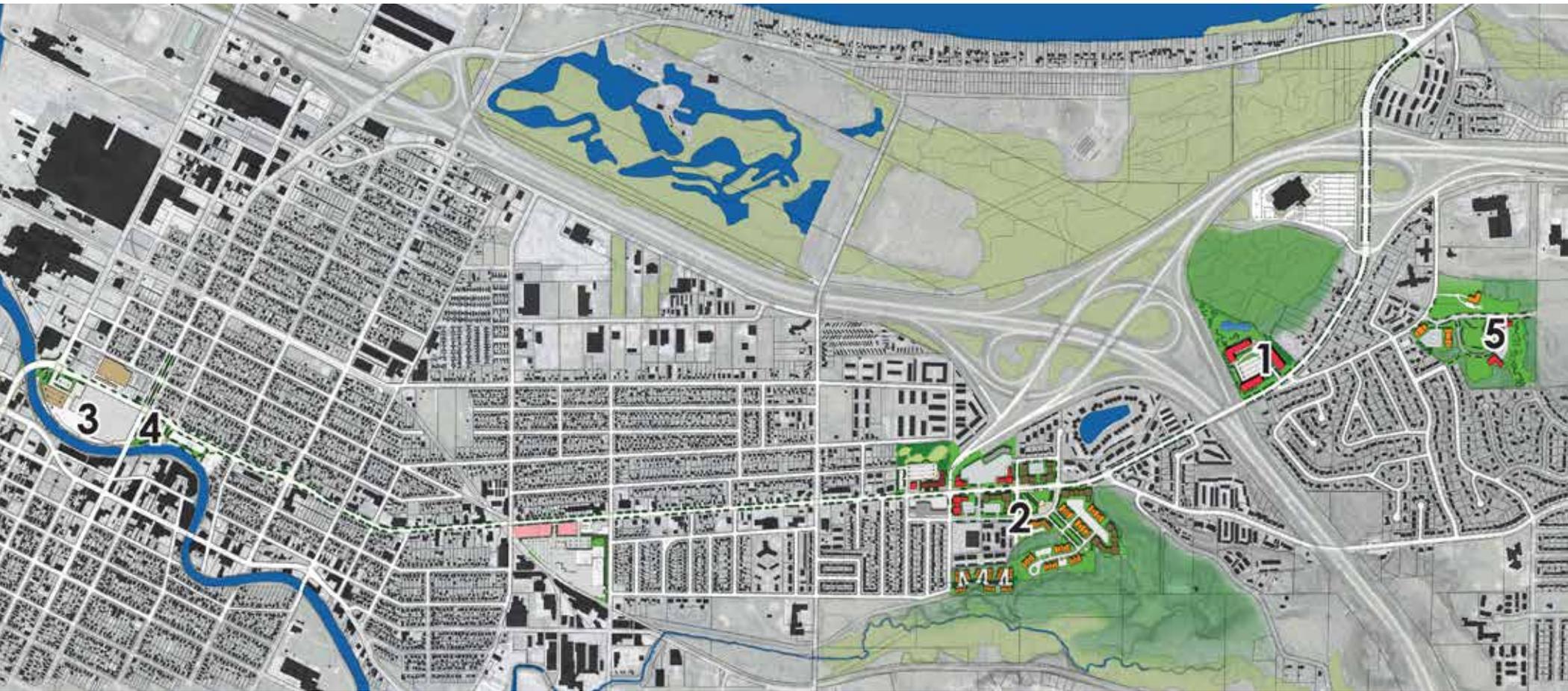


GREEN BAY UNIVERSITY AVENUE CORRIDOR BROWNFIELDS REDEVELOPMENT PLAN



ACKNOWLEDGEMENTS & TABLE OF CONTENTS



ACKNOWLEDGEMENTS

LOCAL AGENCIES

PLAN	City of Green Bay Planning & Development Department (includes Neighborhood and Inspection Division)
ED	City of Green Bay Economic Development Department
DPW	City of Green Bay Department of Public Works
PARKS	City of Green Bay Parks, Forestry, & Recreation Department
GBHA	Green Bay Housing Authority
RDA	Green Bay Redevelopment Authority
EDA	Green Bay Economic Development Authority
GBPC	Green Bay Planning Commission
BCPC	Brown County Planning Commission
TRANSIT	Green Bay Metro Transit
NGB	Neighborworks Green Bay
GBNA	Green Bay Neighborhood Associations
CVB	Green Bay Convention and Visitors Bureau
CDRT	Community Development Review Team
COC	Green Bay Area Chamber of Commerce
UWGB	University of Wisconsin – Green Bay
UW	University of Wisconsin
FEMA	Federal Emergency Management Agency
Developer	
Businesses	

SERVICING UTILITIES (UTILITIES)

NEW	NEW Water
WPS	Wisconsin Public Service
AT&T	
TWC	Time Warner Cable

STATE AND FEDERAL AGENCIES

WisDOT	Wisconsin Department of Transportation
WEDC	Wisconsin Economic Development Corporation
WHEDA	Wisconsin Housing and Economic Development Authority
HUD	US Department of Housing and Urban Development

PRIVATE PARTIES

Business	
University Avenue Stakeholders	
Private developers	

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SECTION 1 EXECUTIVE SUMMARY/INTRODUCTION

In 2013, the City of Green Bay (the City) received a Brownfields Area Wide Planning (AWP) grant through the U.S. Environmental Protection Agency (EPA) for the University Avenue (UA) Corridor, which extends approximately 4 miles from the East River to the University of Wisconsin – Green Bay campus (UWGB). The corridor includes a mix of commercial and industrial properties and low- to moderate-income housing.

The study was facilitated by members of the City of Green Bay Planning Department with assistance from Stantec Consulting, Inc. A Citizen Steering Committee (CSC) followed the process from beginning to end, receiving and discussing information, analyzing the data, and making recommendations on the UA AWP.

Planning efforts for the corridor were spurred by the addition of a \$60 million Veterans Administration Outpatient Clinic (VA Clinic) that opened in 2013. This state-of-the-art clinic is expected to serve as a catalyst for future development along University Avenue for support facilities such as hotels, housing, medical offices, restaurants, and other amenity services. These could drive development for several large vacant brownfields sites located within neighboring portions of the corridor.

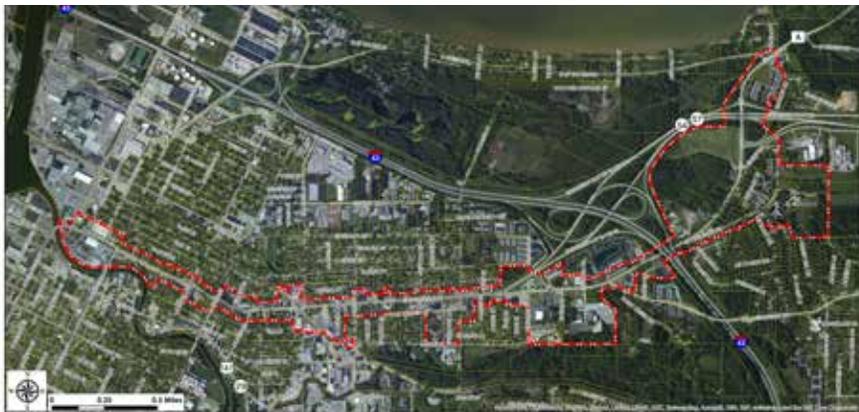


Figure 1.1: Study Area

The University Avenue Corridor traverses a large and diverse area of the City of Green Bay and lies adjacent to some of the city's most significant ecological areas. Many parts of the corridor have been identified as needing revitalization or redevelopment. Such development on a large scale is not easy or quick. The Action Plan developed as part of the study gives specific direction on actions – some small, some large – that can be implemented immediately or over the next many years.

This report identifies existing conditions in the project area, previous local planning efforts, potential barriers to redevelopment, and relevant innovative practices that can be applied to area-wide brownfields redevelopment. The sections of the report are briefly summarized below.

SECTION 2: Existing Conditions

The Existing Conditions section is divided in the following subsections which summarize the following information::

- *Previous Studies*, including City, County, UW-Green Bay and other planning efforts previously conducted in or near the UA Corridor.
- *Physical Assessment*, including analysis of urban form, building character, parks and green space, wetlands and floodplains, land use and zoning.
- *Economic Assessment*, including demographic analysis of population, households, income, housing characteristics, employment, and market sectors.
- *Transportation Assessment*, including analysis of gateways, traffic, crashes, parking, walking, biking and transit.
- *Brownfields*, including the definition and role of brownfields, the EPA program, inventory of brownfields in the UA Corridor and the five identified Catalyst Sites.
- *Utility Infrastructure*, including discussion of sanitary sewer, water, and storm sewer systems in the UA Corridor.

SECTION 3: University Avenue Corridor Plan

The UA Corridor Plan section is divided in three parts: Goals and Objectives; Market Assessment/Economic Position; and Land Use Plan. These parts are briefly described below.

Goals

A discussion process among the Community Steering Committee, community members, and business owners resulted in the adoption of ten goals and related policies for the University Avenue Corridor.

Market Assessment/Economic Position

The Market Assessment/Economic Position section describes various segments of the corridor in terms of their economic function and potential for redevelopment:

- Quincy Street to Forest Street has few commercial uses and is dominated by large uses that will remain – American Foods and the Boys and Girls Club. New development would likely be small residential infill.
- Forest Street to Henry Street is dominated by small service uses that cater to the neighborhood. Elizabeth Street is the key node and redevelopment on a modest scale could happen there.
- Henry Street to Fred Street has several significant commercial uses and is the commercial “heart” of the UA corridor, but it lacks a cohesive feel.
- Fred Street to Rothe Street has several underutilized properties and has the most potential for transformation, due in part to potential realignment of the Clement Street intersection.
- Rothe Street to UW-Green Bay Campus has the newest development and significant traffic generators – the VA Clinic and UWGB.

The housing market in Green Bay is beginning to strengthen after the recession. In the west half of the corridor new, for-sale housing is unlikely, and might only happen with significant public investment. In the eastern half of the corridor a variety of housing types at varying densities could be supported by the market. The VA Clinic and UW-Green Bay are potential

sources of new housing demand. There is likely a demand for 40 units per year of new multi-family housing, or 200 units in a 5-year period.

The retail market is limited in most of the UA Corridor due to the small size of the market area, lower than average household incomes, and lack of a cohesive identity. Concentrating retail at a few key nodes will help, as will encouraging retail with social interaction for discretionary shopping. No specific amount of retail development is suggested in the study, but a number of redevelopment sites are illustrated.

The office market on University Avenue is negligible with the exception of developing new medical office uses ancillary to the VA Clinic, which are suggested on the former Tillman Nursery site nearby and between the VA Clinic and Tillman.

Land Use Plan

The Land Use Plan for the University Avenue Corridor is organized in various generalized land use segments illustrated on the Future Land Use map. The segments are:

- Urban Industrial Transition (Quincy to Webster) – keep existing industrial uses and transition to other nearby uses.
- Webster Gateway – redevelopment at the intersection on the American Foods training facility site.
- Residential & Neighborhood Services Preservation (Webster to Forest) – keep well-maintained residential uses and enhance blighted properties.
- Commercial Transition (Forest to Elizabeth) – change struggling commercial uses to residential and concentrate new mixed use at the Elizabeth Street node.
- Urban Industrial Transition (Elizabeth to Lawrence) – keep the large industrial use in place but provide redevelopment of blighted lots on University Avenue and buffers to the neighborhood.
- Commercial Transition (Lawrence to Alrose/Turek) – concentrate commercial uses at Henry and Danz, transition marginal uses to residential.

- Residential Improvement (Spinnaker Lane) – enhance the buildings and streetscape on Spinnaker.
- Commercial Gateway (Clement/Triangle) – realign the intersection at the “Triangle” to open up redevelopment parcels for commercial, mixed use and residential.
- Residential Expansion (Packerland site) – the former Packerland site and DeKeyser site would be redeveloped with new multi-family housing, including student housing and a public park.
- Residential Preservation (Humboldt to I-43) – keep existing housing in this area, improve the University Avenue streetscape, and trail connections along University Avenue.
- VA/Medical Commercial Expansion – new commercial and office uses on the Tillman site, rezone properties between Tillman and the VA Clinic for mixed use.
- Residential Preservation (VA Medical Center Area) – keep existing residential south and east of the UA corridor, but improve the University Avenue streetscape and connections.
- Business Park Transition (Brown County site) – redevelop the former Brown County Mental Health facility site with office and multi-family as a transition to existing neighborhoods to the south and west and the developing business park to the north and east.
- University Gateway (University Avenue and East Shore Drive) – develop the intersection of University Avenue and East Shore Drive with mixed use to serve as gateway on the eastern end of the corridor.

Included in these segments are concept redevelopment plans for five Catalyst sites plus a concept plan for redevelopment around Elizabeth Street. Also included in this section are three identified Gateways:

- Webster (west end on the way into Downtown)
- Clement (central, off I-43 at the Triangle)
- University Gateway (east end toward UW-Green Bay)

One of the key recommendations in the plan is to unify the appearance and character of University Avenue with refined streetscape elements. Pedestrian connections are also important in the corridor.

An Overall Corridor Concept Plan was prepared that illustrates the key redevelopment sites along and near the corridor and the three gateways, tied together visually with the generalized illustration of streetscape enhancement.

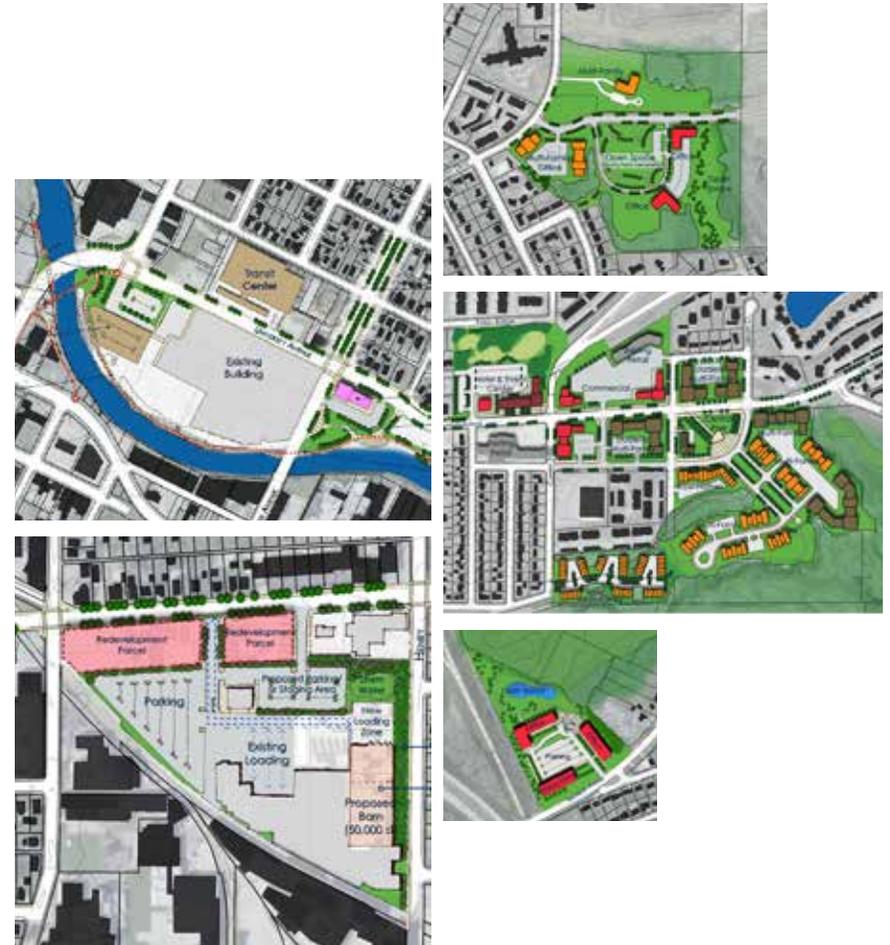


Figure 1.2: Potential Redevelopment Concepts



Figure 1.3: Draft Land Use Plan

SECTION 4: Brownfields Redevelopment

The Brownfields Redevelopment section discusses the EPA brownfields areawide planning program and environmental liability protection, which is often a key concern. By identifying catalyst sites for redevelopment, resources can be targeted to leverage the most important sites. The section outlines state and federally funded programs available for brownfield assessment and cleanup. Each of the five Catalyst Sites is described and summarized, along with recommended action items and potential funding sources.

Catalyst Site #1: Former Tillman Nursery is generally classified as having low environmental concern, although additional assessment is warranted.

Catalyst Site #2: Former Packerland facility is considered a moderate environmental concern and additional assessment of the land and buildings is needed before redevelopment can happen on the site.

Catalyst Site #3: The existing American Foods facility at Webster Street is generally classified as having a low environmental concern, although maintenance is required of the cap over the site to contain potential contaminants.

Catalyst Site #4: The American Foods training facility at Webster Street is closed with "no restrictions" but additional investigation is needed.

Catalyst Site #5: The former Brown County Mental Health Center had contaminants that were properly disposed of during demolition, but additional investigation is warranted.



Figure 1.4: Catalyst sites along University Avenue Corridor

SECTION 5: Action Plan

The Action Plan consists of a series of action steps to implement the University Avenue Corridor Plan, organized around the following issues and areas:

- Land Use
- Placemaking through Urban Design
- Transportation
- Parks and Trails
- Business Development, Retention and Branding
- Brownfields Remediation
- The five Catalyst Sites

The action steps state specific actions to be undertaken, the responsible parties, a timeline in years, priority (high, medium, low) and reference to the Goals in Section 3 of the report.

A question asked often during community forums for this plan was “When will all this get built?” The answer is bit by bit over many years. There are actions that can be taken immediately and others that will only be possible over the course of many years, perhaps decades. But each action can spur reactions – once some progress is seen, other people and business may be inspired to undertake other efforts that could not be anticipated by the Plan but which will further the larger goal of revitalizing University Avenue. The more people involved and the more focus maintained on University Avenue and its potential, the sooner the transformation can take place.

SECTION 2

EXISTING CONDITIONS

Introduction

In 2013, the City of Green Bay (the City) received a Brownfields Area Wide Planning (AWP) grant through the U.S. Environmental Protection Agency (EPA) for the University Avenue (UA) Corridor, which extends approximately 4 miles from the East River to the University of Wisconsin – Green Bay campus (UWGB). See Figure 1A: Study Area on facing page. The UA Corridor study area includes a mix of commercial and industrial properties and low- to moderate-income housing. The City, in partnership with Stantec Consulting Services, Inc. (Stantec) has undertaken the development of a Strategic Implementation Plan for brownfield redevelopment within the UA Corridor, supported by this Background Report. This report identifies existing conditions in the project area, previous local planning efforts, potential barriers to redevelopment and relevant, innovative practices that can be applied to area-wide brownfield redevelopment.

The UA Corridor was one of twenty areas nationally selected as a recipient of EPA brownfield areawide planning grant funds. Planning efforts for the corridor were spurred by the addition of a \$60 million Veterans Administration Outpatient Clinic (VA Clinic) that opened in 2013. This state-of-the-art clinic is expected to serve as a catalyst for future development along University Avenue for support facilities such as hotels, housing, medical offices, restaurants, and other amenity services. These could drive development for several large vacant brownfields sites located within neighboring portions of the corridor.

The University Avenue Corridor is located within neighborhoods experiencing some of the city's highest levels of economic distress and adjacent to some of the city's most significant ecological areas. These factors indicate the necessity of a holistic and integrated planning process. The western portion of the corridor has significant industrial heritage linked

to Green Bay and the Fox River's historical status containing the largest cluster of paper mills of any area in the world. Individual facilities, as well as area-wide contamination issues associated with this legacy of intense industrial activity, present challenges to planning for redevelopment, revitalization, and sustainable future land uses.

This planning grant will help ensure the corridor's continued growth from the VA Clinic and potential support facilities located on properties that otherwise would not be developed due to the known or suspected presence of hazardous substances. Planning regarding the assessment and evaluation of these properties is critical for continued growth.

Report Sources

Sources used for the background report include:

- ESRI Market Research
- City of Green Bay Smart Growth Comprehensive Plan
- Veterans Affairs Clinic Area Traffic Study
- Baird Creek Master Plan
- Community Development Block Grant applications
- US Census
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Phase 1 Environmental Site Assessments (by Bay Environmental Strategies, Inc, JMM Consulting, LLC)
- Consultations with Brown County staff, site visits, and community engagement sessions

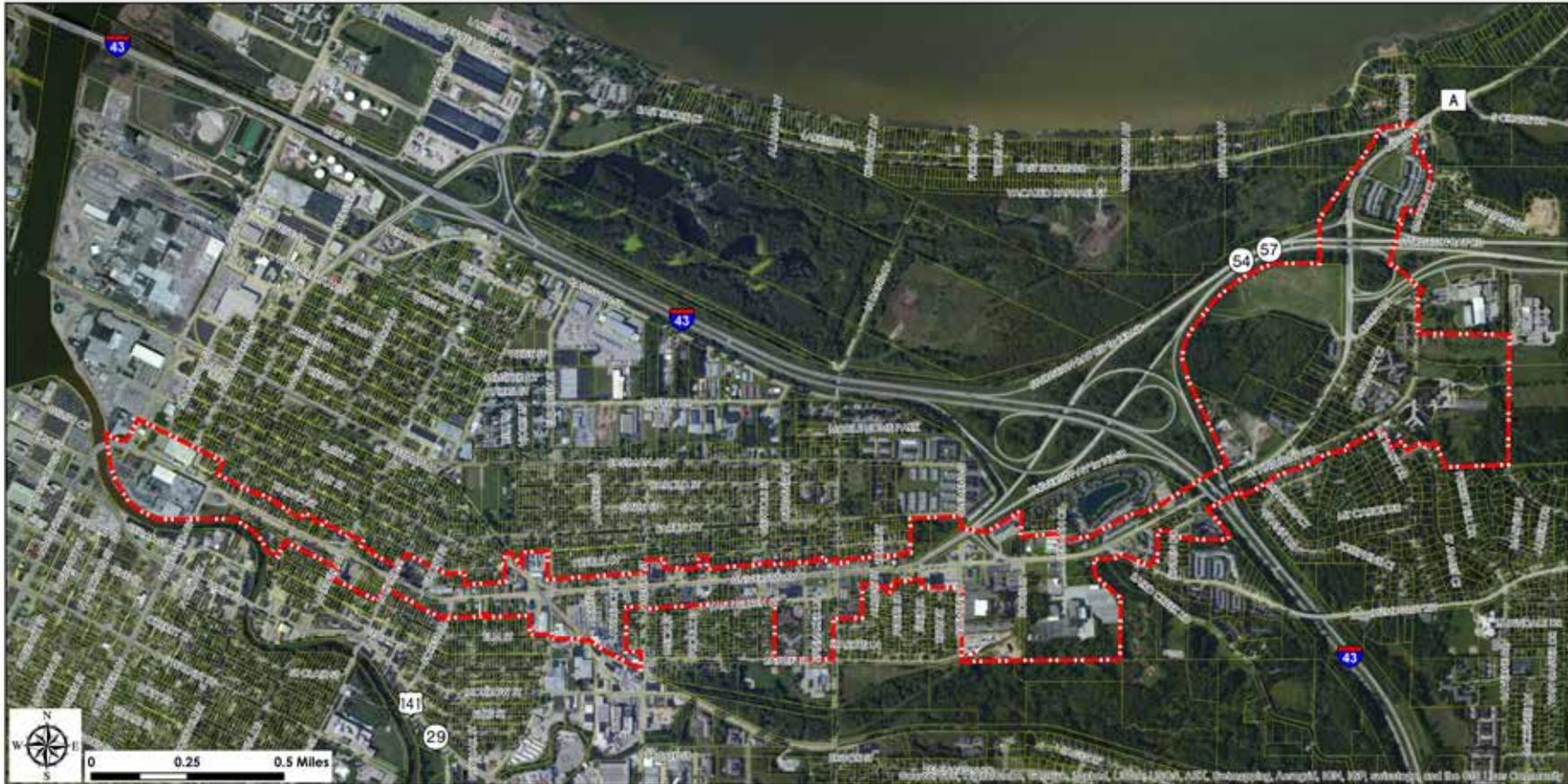
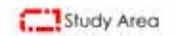


Figure 2.0A: Study Area



SECTION 2.1

PREVIOUS

STUDIES

The following previously prepared reports, studies, and relevant documents were reviewed in order to gain an understanding of key findings, objectives, and policies that may have bearing on this current planning effort.

These studies include:

1. City of Green Bay Smart Growth Plan 2022

This plan identifies the redevelopment of the University Avenue (UA) Corridor to suit the economic and service needs of the surrounding neighborhoods as a priority. The Smart Growth Plan specifically calls for additional efforts to manage the conflicts between residential and industrial uses, and for addressing the appearance of and access to major commercial centers like University Avenue.

The plan lists the following objectives in Chapter 7: Urban Design Objectives and Policies:

Objective 1 – Overall Urban Character. Design Green Bay to incorporate the best aspects of a small town and major city.

Objective 2 – Regional Environment. Use public improvements, public art, and land development regulations to preserve, highlight and interpret the major elements and special places that evoke the regional, environmental, and cultural history of Green Bay.

Objective 3 – Gateways, Entries, and Views. Announce entrances to the City of Green Bay with gateway features, protect and provide access to particularly scenic or significant views of the City, river, or bayfront.

Objective 4 – Neighborhood Identity. Accentuate the sense that Green Bay is composed of identifiable districts and neighborhoods.

Objective 5 – Mixed Use. Encourage a mix of compatible land uses in a variety of locations and scales in order to create more vital and walkable activity centers.

Objective 6 – Better Site Design. Integrate diverse land uses and transportation nodes through improved standards for site planning and design, including standards for building and parking placement, pedestrian connections, signage, and landscape improvements.

Objective 7 – A Pedestrian-Friendly Street Network. Design local streets to form or extend an interconnected system that emphasizes pedestrian and bicycle access and creates pleasant and comfortable outdoor spaces.

Objective 8 – Major Road Corridors. Improve the appearance of the major roadway corridors in Green Bay through access management, site planning, and sign controls.

Objective 9 – Parkway. Build an interconnected parkway system to help improve community appearance, property values, and quality of life.

Objective 10 – Downtown. Support the City's economic and social goals for downtown as expressed in the Downtown Design Plan and Smart Growth 2022.

Objective 11 – Parks. Build parks and interconnected greenways to enhance the quality of residential neighborhoods and commercial districts, reflect Green Bay's cultural heritage, and honor civic life.

Objective 12 – Connections to the Riverfront. Improve the visual quality and connections to the Fox Riverfront to support appropriate development and enhance the community's quality of life.

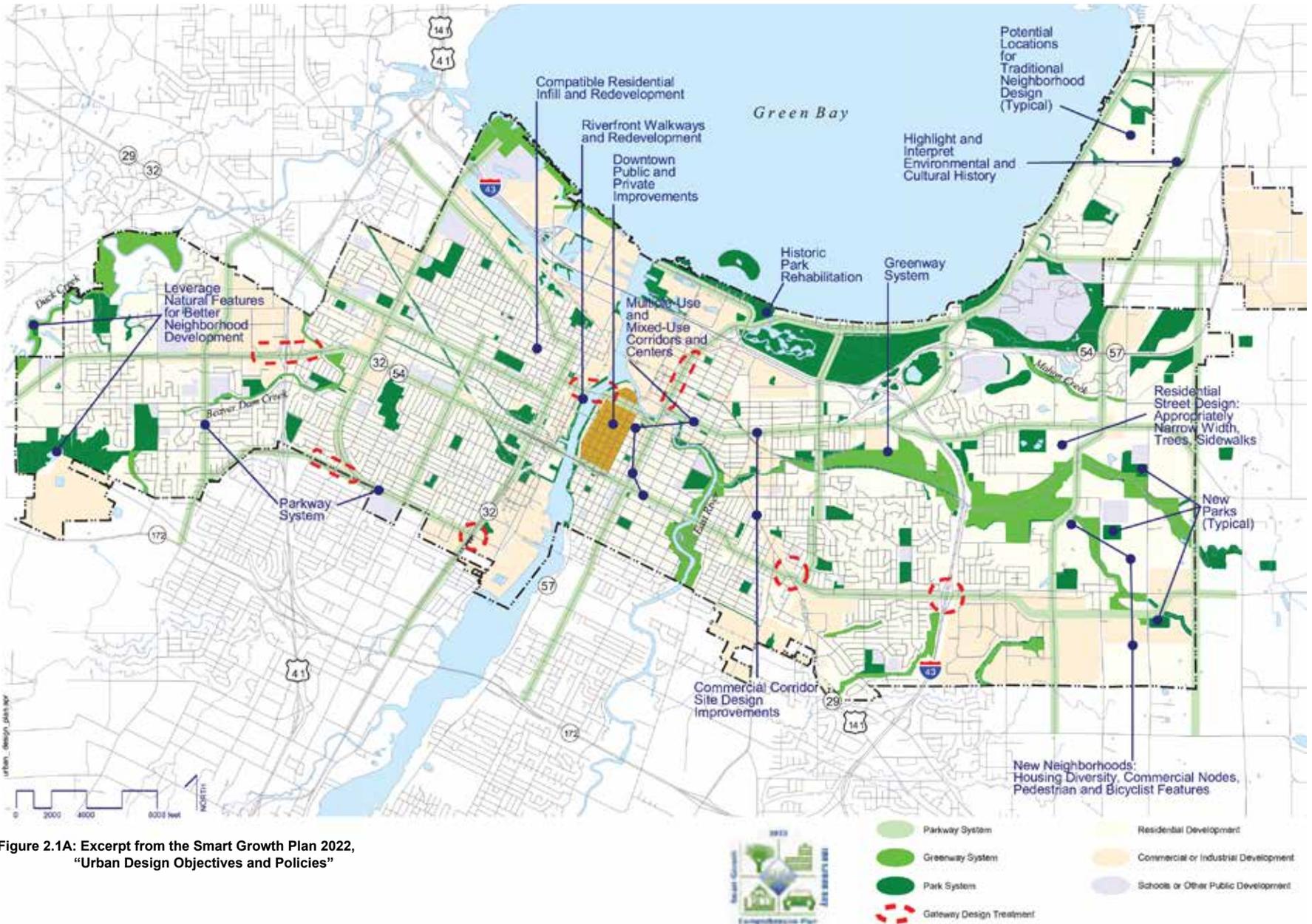


Figure 2.1A: Excerpt from the Smart Growth Plan 2022, "Urban Design Objectives and Policies"

The plan lists the following actions in order to implement its goals (see Figure 1.1A):

Zoning Ordinances: Amend the Green Bay zoning ordinance to create new mixed-use districts, create a traditional neighborhood development district, improve regulations for site plans, landscaping, and signs, and reduce incompatible land use relationships (completed).

Subdivision Ordinance: Amend the Green Bay subdivision ordinance to allow new local residential streets in single-family housing subdivisions to be built to a narrower width than presently allowed. Also require that such streets include trees in the public right-of-way and sidewalks on both sides of the street (completed).

Site Plan and Subdivision Review: Apply the guidelines of this chapter and the regulations of a new zoning ordinance when reviewing applications for commercial, industrial, or multiple-family housing site plans and when reviewing applications for land subdivision (on-going).

Parkways and Greenways: Begin the multi-year process of building the system of parkway roads and continue the process of extending and improving the system of linear public open space known as greenways (on-going).

Park System: Continue to improve Green Bay's strong park system by adding more neighborhood parks and athletic fields as indicated in the Parks, Greenways, and Parkways System Plan (on-going).

Trails: Extend the City's trail system by adding new segments as indicated by the Parks, Greenways, and Parkways System Plan (on-going).

Streetscape Improvements: Improve the appearance of the street system including local and arterial streets through the addition of trees, decorative light fixtures, banners, "wayfinding" signs, entrance monuments, and neighborhood identification signs (on-going).

Infill Development, Redevelopment, and Rehabilitation: Ensure that new development in established areas is designed sensitively to its context by applying the provision of the rewritten zoning ordinance, the power of the City's financial assistance to redevelopment, and the City's historic preservation regulations (on-going).

2. Downtown Master Plan (adopted)

This plan focuses on improving Green Bay's downtown area, providing a road map to encourage sustainable, high quality growth. The plan will address land use, transportation, parking, and downtown character and aesthetics. The plan is currently being updated and will incorporate the findings of the State of the Downtown Report. The study's background report (Authentic City: State of the Downtown Report) provides a snapshot of the current conditions of Green Bay's downtown, including historical context to help explain how the City formed over time.

3. ESRI Market Research Packets

This GIS mapping software was used by the City to calculate demographic data for the UA Corridor study area as a whole, and for each of the Census Tracts found within the study area.

4. East River Trail Project

This plan proposes a connection between the ends of the existing Fox River and the East River trails along the East River Corridor. The East River Trail, which follows the alignment of the East River, currently terminates at Baird Street just north of East High School and three blocks south of University Avenue. A small, disjointed section of the East River Trail begins near the intersection of Main Street and University Avenue/Monroe Avenue. It quickly connects to the Fox River Trail, which runs along the Fox River Corridor west of the study area. The existing gap in trail service is approximately seven blocks long. Previously, the trails have been largely used for recreational purposes. However, this route will serve an important link through a heavily used commercial and transit area and may invite significant use by commuters and for utilitarian transportation purposes. This project is currently in the planning stages and a draft report has been issued.

Recommendations include:

A. **Investment in the East River natural capital**, such as shoreline restoration, treatment of stormwater runoff, invasive species control, and ecological quality management, is critical for a quality trail environment.

B. **Treatment of the entire corridor**, including amenities that celebrate where the trail, business district, and neighborhoods converge, is key. These enhancements may include public gathering spaces, public art, and programmed events.

C. **Crossing improvements:**

- The crossing of Monroe Avenue by constructing a bridge/street underpass to allow the trail to continue along the south side of the river
- The crossing of Webster Avenue with a well-lit bridge/street underpass
- The crossing over the East River to the north on a widened portion of the existing bridge
- The Baird Street Bridge should be widened over the East River to allow for crossing
- The trail will not cross over the East River on the Main Street Bridge, but will move to Saint George Street, with bicycles directed to bicycle lanes on Saint George Street and pedestrians directed to sidewalks

D. **Adequate lighting is essential** for safety and four season functionality.

5. Monroe Avenue Reconstruction Project (2013 – 2014)

This project will create a signature gateway entry into the study area from the downtown (east end of the UA Corridor). The project includes a full reconstruction of Monroe Avenue between Cass Street and Main Street. The work will be completed in 2014. The exact improvements beyond street repair are still underway, but will include bicycle accommodations, colored concrete medians and terraces, upgraded lighting, and other amenities.

6. Webster Avenue Reconstruction Project (future)

Following a nearby bridge reconstruction, this project will create a signature gateway entry into the study area from Interstate 43 (west end of the UA Corridor). The design of the roadway and ROW requirements are still being determined.

7. University of Wisconsin-Green Bay Campus Master Plan

The goals of the master plan are to adequately plan for potential growth, minimize infrastructure costs, encourage a sustainable design that creates places for both formal and informal social interaction, and to better integrate the campus with the surrounding community. In particular, the University seeks to build on a reciprocal relationship where the public enjoys campus amenities, such as the Arboretum and event centers, and the students are well connected with the downtown, off campus housing, and other destination areas through multi-modal transportation options.

8. Brown County Research and Business Park Feasibility Study

This proposed business park is located on 238 acres of undeveloped, county-owned land south of State Trunk Highway 54/57 and the University of Wisconsin. (A portion of this business park area is also defined as Brownfield Catalyst Site 5 in the UA Corridor report.) As Green Bay's economy expands beyond the historically significant manufacturing and agricultural sectors, the Wisconsin Technology Council has identified a need for suitable locations with high quality technological infrastructure, opportunities for collaboration, and sustainable development patterns. The intention of this park is to encourage private investment and job creation by offering a place for post-secondary education institutions to expand their economic development (see Figure 1.1B).

Project goals include:

- Promote business expansion and recruitment that results in the creation of new jobs and additional tax base
- Create economic development partnership opportunities between the Wisconsin Economic Development Corporation (WEDC), Brown County, the City of Green Bay, and ADVANCE, the economic development branch of the Green Bay Area Chamber of Commerce
- Create an opportunity to recruit additional medical support development and promote collaborative efforts for an emerging medical complex due to the park's proximity to the new VA Clinic as well as the existing Brown County Community Treatment Center and N.E.W. Curative Rehabilitation facility.

- Provide an opportunity for a coordinated and collaborative economic development approach to create a high-quality economic development center
- Enable Brown County to work with the City of Green Bay to create a Tax Increment District to design and build necessary infrastructure
- Be a beautiful park-like setting surrounded by trees and nature with preserved environmental areas connected by walking trails to provide a pleasant setting for employees and the creative class of entrepreneurs
- Have excellent transportation access adjacent to the University Avenue interchange with STH 54/57, which is less than one mile from the freeway beltline around Green Bay

The study concludes that the former Brown County Farm property includes several characteristics that are supportive of development as a research and business park including:

- Good access to the area's transportation network, including freeway interchanges, transit, and an international airport
- Proximity to the University of Wisconsin – Green Bay and the new VA clinic
- Easily extended utilities, including fiber optics
- Beautiful terrain with interesting environmental features and panoramic views



Figure 2.1B: Brown County Research Business Park Model

Recommended actions from the study are:

- Brown County action on the Brown County Research and Business Park Feasibility Study
- Brown County and City of Green Bay action on the establishment of a revenue sharing agreement between the county and city
- Brown County and City of Green Bay action on the establishment of a TIF district that includes the Research and Business Park site
- City of Green Bay action on amending the Green Bay Comprehensive Plan to reflect the land uses shown in the Research and Business Park's Design Concept Plan
- City of Green Bay action on rezoning the site to allow the development of the land uses shown in the Research and Business Parks' Design Concept Plan
- Development of detailed engineering specifications for streets, storm water management facilities, and other infrastructure
- City of Green Bay action on the plat for the Research and Business Park
- Brown County action on the inclusion of infrastructure projects in the county's Capital Improvements Program (CIP)
- Brown County action on the establishment of the Research and Business Park's governing structure, members, and bylaws
- Brown County action on the establishment of a land sale approval process for the Research and Business Park
- Brown County action on the marketing plan for the Research and Business Park
- Raze MHC campus buildings and complete the veterans' housing project

9. Veterans Affairs Clinic Area Traffic Study

Completed in September of 2010, the study examines one intersection at University Avenue and Curry Court near the recently-built Veterans Affairs Outpatient Clinic (VA Clinic), which is located at the northwest corner of the intersection (see Figure 1.1C). The study was conducted to determine the weekday and evening peak hour operating conditions and to investigate the need for traffic signals. The study also analyzed trip generation at the 90-employee Fox Valley VA to estimate the trips that would be generated at the proposed 250-employee VA Clinic.

Based on the study, the following conclusions and recommendations were made:

- All movements at the project area intersection were expected to accommodate the anticipated traffic, and to still operate at acceptable levels. A traffic signal was not recommended at this time.
- Given the existing roadway geometry and side-stop control at the intersection, pavement marking should be used to mark the Curry Court eastbound approach to University Avenue with a shared thru/left-turn lane and an exclusive right-turn lane

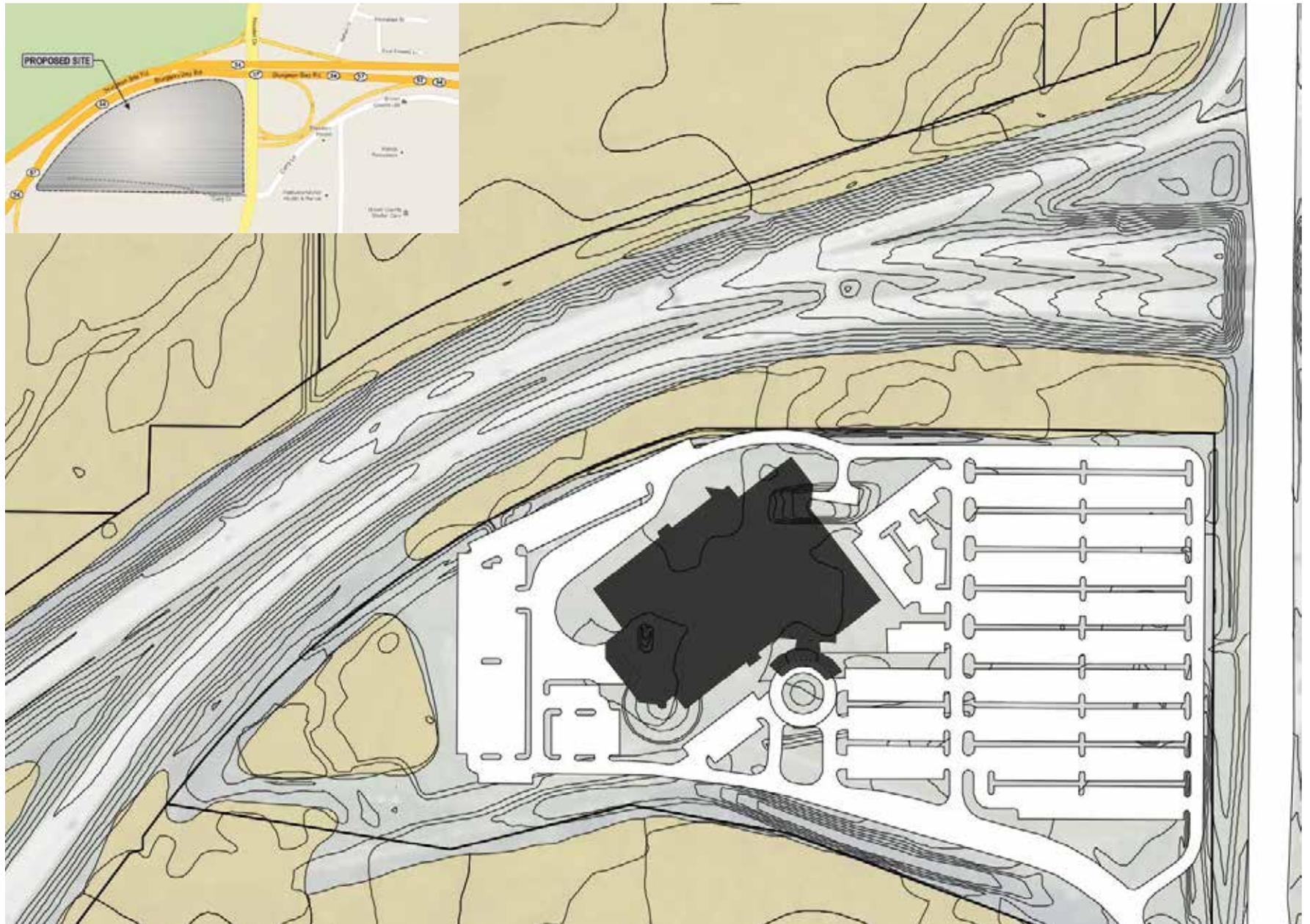


Figure 2.1C: VA Clinic Site Maps

10. Baird Creek Master Plan

This plan was created in order to address both challenges and opportunities brought about by rapid development near this ecologically sensitive, wooded stream valley. This framework outlines a process for the implementation of key facilities to serve increasing numbers of visitors and residents, and to guide restoration and protection of the natural amenities (see Figure 1.1E).

The master plan outlined the following improvements:

- Strategic areas to acquire acreage, including a portion just a few blocks southeast of University Avenue
- A hierarchy of trailheads, outdoor classrooms, informational kiosks, and signage, rest stops, and benches, at key locations
- A trail hierarchy for low-intensity pedestrian trails, cross country ski trails, and shared use paths planned for varying levels of use. This trail hierarchy will aid in creating more detailed plans for realignment, trail additions, and maintenance plans
- General guidelines for trail alignments through various environments, including steep slopes, wet depressions, narrow areas, land sensitive to erosion, and stream or wetland crossings
- A prioritized list of natural resource improvements, including habitat restoration, erosion control, invasive species control, demonstration sites, and management of existing ecologically valuable areas
- A recommended list of stormwater management activities and techniques to protect water quality
- A description of educational and outreach activities to foster ongoing value and stewardship of the environment

The study also concluded that positive interface with existing development is a critical component in several ways. The Greenway must provide a valuable recreational, educational, and visual asset in order for residents and businesses to continue to improve and protect it. While growing development will bring more users to the Greenway and contribute to a more vibrant and celebrated area, it is critical to protect natural resources and mitigate potential impacts of development on habitat, water quality, slope stability, and scenic viewsheds.

The report included the following recommendations to maximize the value of the Greenway, while protecting the qualities that make it important:

- Create a minimum 50' setback along the ridgeline between I-43 and Grandview Road to protect steep slopes
- Provide small access areas in several locations that allow neighbors to enter the greenway by foot without having to drive to a trailhead
- On adjacent properties, use Low-Impact Development strategies to minimize negative, off-site impacts, and maximize the developed property value

In order to implement these recommendations, the City of Green Bay municipal code would need to be amended or rewritten.

11. Community Development Block Grant Impact Areas and Action Plan

This required action plan outlines how the City of Green Bay will coordinate efforts among multiple city departments, community groups, and residents to increase quality, affordable housing, increase economic development opportunities, and prevent crime. The 2013 Action Plan focuses on revitalization of low and moderate income areas within the City, where both poverty and poor housing stock tend to be concentrated. Of the five focus areas, the Olde North Impact area is located north of University Avenue. Shown in Figure 1.1D, it extends to Eastman Avenue and between North Webster Avenue and North Baird Street. The plan includes various programs that address crime prevention, community service, housing improvements and support for homeownership, loans for businesses, and park, alley, and public realm improvements.



Figure 2.1D: Olde North Impact Area

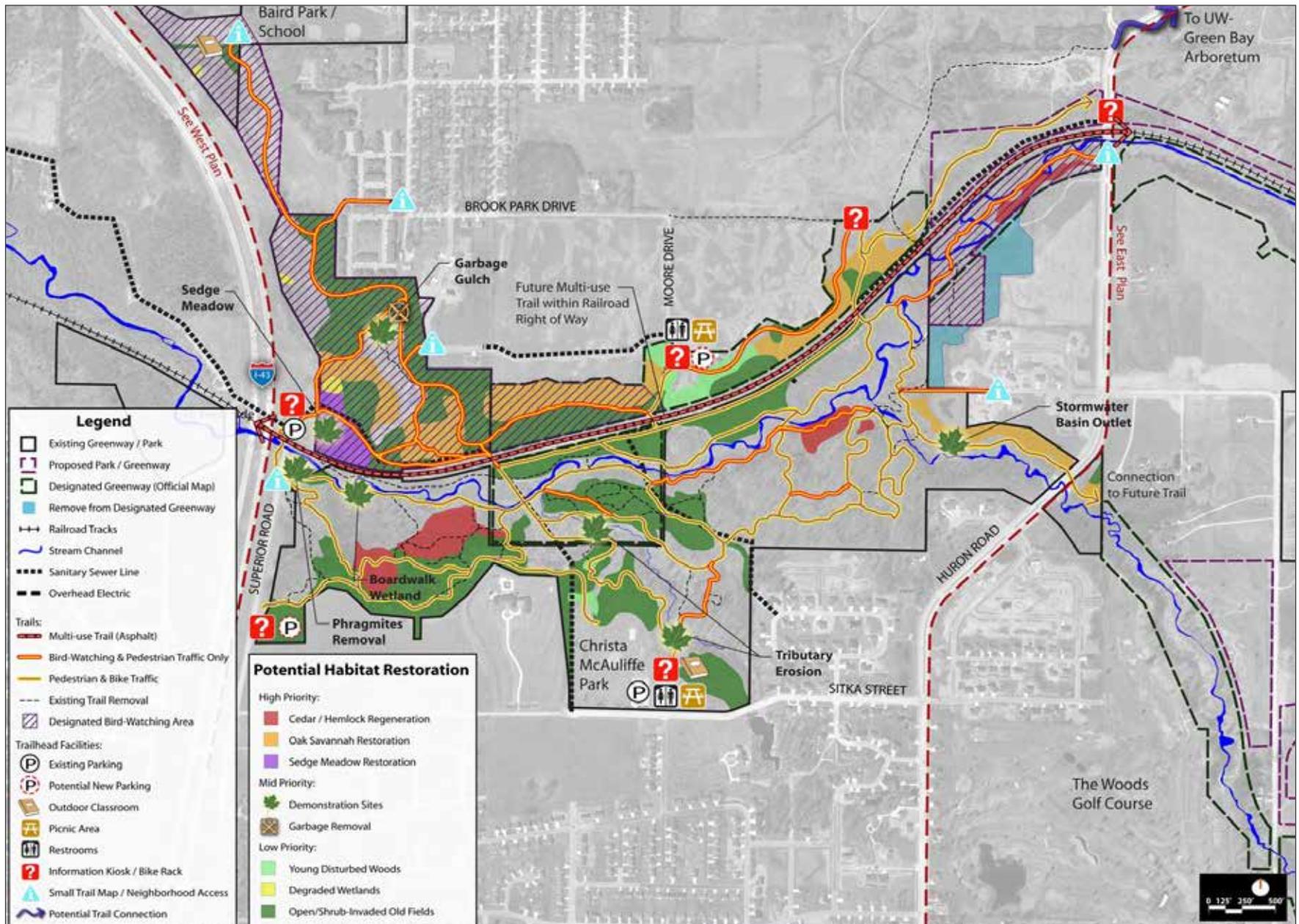


Figure 2.1E Study Area Natural Amenities (Source: Baird Creek Master Plan)

SECTION 2.2 PHYSICAL ASSESSMENT

The project area encompasses approximately 450 acres, excluding public right-of-ways. The study area shown in Figure 1.2A includes the neighborhoods and districts adjacent to University Avenue, between downtown on the west end of the project parameters and the UW-Green Bay campus at the east end.

Urban Form

This plan prioritizes redevelopment of the UA Corridor that suits the economic and service needs of the surrounding neighborhoods. The SGCP specifically calls for additional efforts to manage conflicts between residential and industrial uses and to address the appearance and access to major commercial centers like University Avenue.

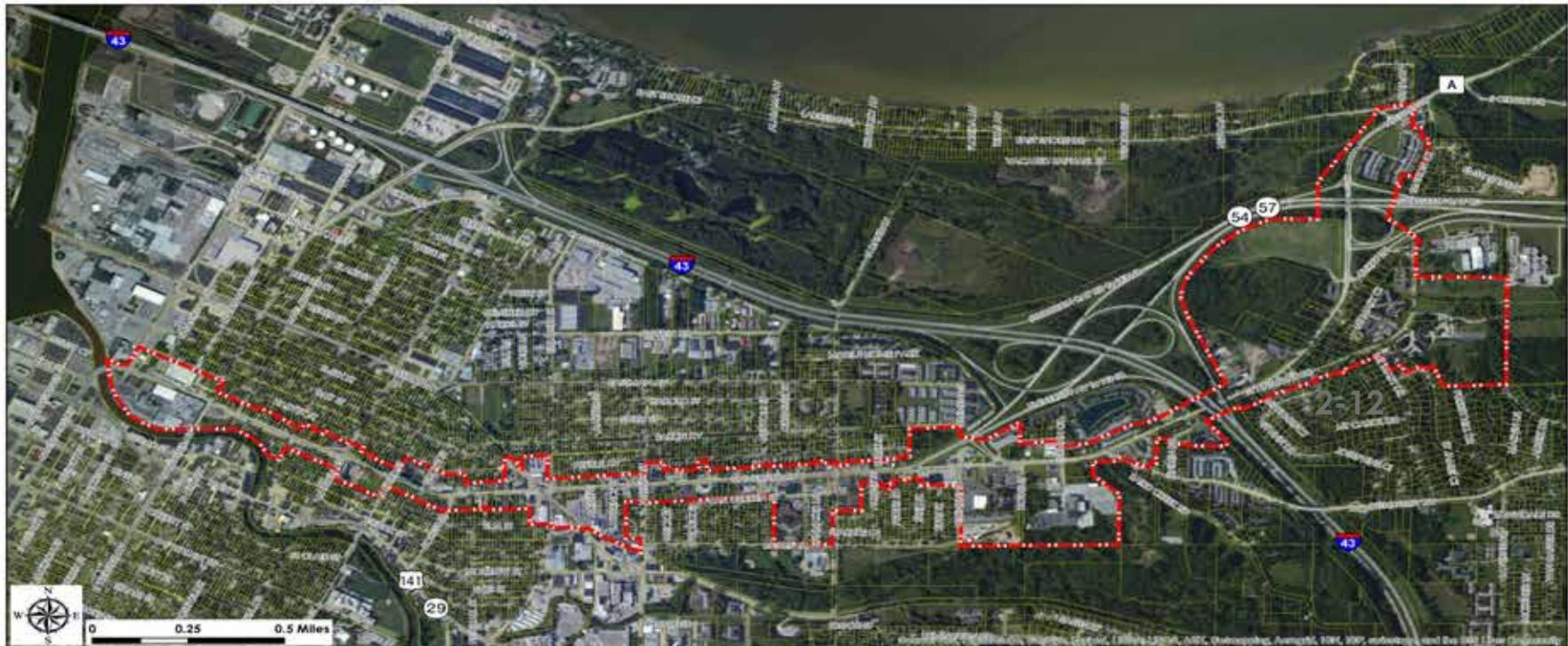


Figure 2.2A: Study Area

 Study Area



Figure 2.2B: Examples of poor pedestrian design along the University Avenue Corridor

Pedestrian-ways

For much of University Avenue, the streets are arranged in a somewhat traditional grid pattern with irregular block lengths ranging from approximately 400 to 1000 linear feet. The corridor is slightly curved: the western segment of University Avenue is oriented from northwest to southeast, the central area generally runs east to west, and the eastern segment runs from southwest to northeast. This eastern portion is also characterized by an automobile-oriented street pattern, with Interstate 43 bisecting the corridor, and the connecting streets becoming more irregular in character. While University Avenue is the primary east/west route, the major north/south routes from east to west include North Quincy Avenue, North Irwin Avenue, Elizabeth Street, North Danz Avenue, Webster Avenue, and Interstate 43.

Much of the project area is characterized by low-density development with widely spaced buildings set back and isolated from the street in order to accommodate highly visible, front parking lots. Although the roadway provides a physical connection between various land uses and destinations, the street and signage have been largely designed for motorists (see Figure 1.2B). The study area lacks a distinct character; it appears cluttered and is undefined by any gateways or edges. From the back of curb to the current right-of-way boundary, the pedestrianway width varies. In some cases, it is less than five feet, allowing only a minimal, attached sidewalk (see Figure 1.2C). Pedestrian-way widths of 16 to 50 feet allow for a range of streetscape options (see Figure 1.2D).



Figure 2.2C: Streetscape example with limited right-of-way



Figure 2.2D: Streetscape example with ample right-of-way

Building Character

There is little cohesion among building architecture along the corridor. Single family homes, building sides with no windows or transparency, garage fronts, and parking lots create an irregular form. There is no consistency in materials, roof lines, or architectural character. Most buildings are one or two stories; many of the older commercial and industrial buildings are brick, while the residential buildings and newer commercial architecture have more modern siding. Single family homes generally front University Avenue. Some have driveway access from an alley in back, others have driveways directly on University Avenue. Notable buildings include the Ss. Peter & Paul Catholic Church on University Avenue and North Baird Street (pictured in Figure 1.2E), the transit center, the VA Clinic, Nicolet School, American Foods Group facilities, and several office and retail locations.



Figure 2.2E: St. Peter and Paul Catholic Church

Defined Spaces

Near Elizabeth Street, more storefronts are directly adjacent to the right-of-way and feature windows and entrances that address the roadway. Many of these structures are set within four to six feet of the curb, creating a narrow sidewalk punctuated by utility poles and other obstacles that impede pedestrian travelways. These structures are generally too low and too spread out to create a traditional Main Street environment without the infill and redevelopment of some key properties.

Parks and Green Space

The UA Corridor is bordered on two sides by two nature preserves, the Bay Beach Wildlife Sanctuary and the Baird Creek Greenway, as well as five smaller neighborhood parks located within a four-block radius of the corridor boundaries (see Figure 1.2F on the following page), and the UWGB Arboretum anchoring the east end. These natural areas and parks offer active and passive recreation opportunities and spaces for social gathering. The City is in the process of acquiring land for the future East River Trail, which will also run through a portion of the UA Corridor.

The western portion of the corridor directly abuts the East River for two blocks. The river is within two to four blocks of University Avenue between Monroe Avenue and North Baird Street, where the roadway swings east and the river turns southward.

Baird Creek runs roughly three or four blocks south and parallel of the UA Corridor from the East River to the Basten Street Wetlands, which is adjacent to several blocks of the southern corridor boundary.

The corridor is separated on the east by I-43 from the Bay Beach Wildlife Sanctuary and encompasses part of the Sanctuary in the Study Area east of the freeway. Both the East River and Baird Creek discharge to the Fox River and ultimately to Lake Michigan.

The Baird Creek Greenway (including the triangle sports area), pictured in Figure 1.2G, is located south and parallel to University Avenue and covers more than 500 acres of a wooded stream valley. The greenway is used for recreational activities such as sledding, disc golf, hiking, jogging, bicycling, cross country skiing and bird watching. This green oasis is a tremendous community asset, but is not currently well-connected with University Avenue. This green space may create an opportunity to enhance the experience along the corridor, raise awareness of the proximity of the greenway, and encourage pedestrian and bicycle flow between the urban area and the open space.

The five neighborhood parks include Brisk Park, Whitney Park, Nicolet Park, Farlin Park, and Kennedy Park (pictured in Figure 1.2H). These parks range from approximately half a block to over a full block in size and contain amenities such as open fields, picnic areas, playgrounds, and sports facilities.



Figure 2.2G: Baird Creek Greenway



Figure 2.2H Kennedy Park

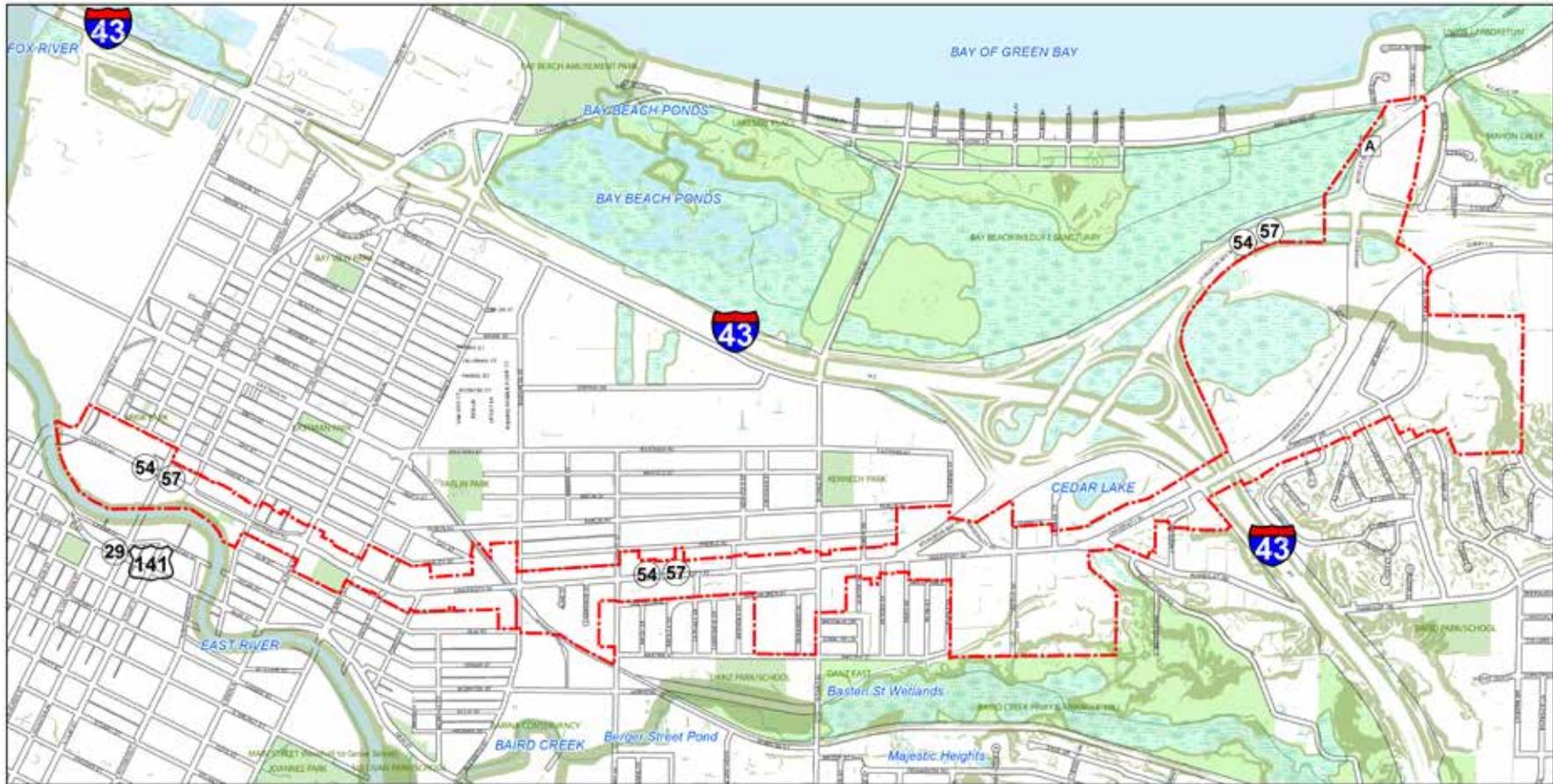


Figure 2.2F: Study Area Green and Open Space



Wetlands and Floodplains

While very little of the study area contains wetlands or floodplains, concentrations of both are located in close proximity. Much of the area north of I-43 is designated as wetland, as well as a larger portion around Baird Creek to the south. The study area's easternmost portion contains sizable wetland. The 100-year floodplain follows similar contours (see Figures 1.2I on the following page). Although the study area itself is largely outside of the floodplain, a small portion of the study's westernmost area containing the transit center falls within the floodplain. Should a 100-year flood event ever occur, residential neighborhoods north of the study area could experience turnover and changing land use patterns following reconstruction.

Density and Land Use Diversity

Land Use

Based on Green Bay's Future Land Use Plan, Industrial land use is primarily located on the west end of the UA Corridor followed by five blocks of primarily Downtown Commercial Area (see Figure 1.2J). At the Elizabeth Street intersection, land use largely transitions to Commercial and continues to the I-43 Interchange, where the land use becomes primarily Institutional. East of I-43, the land use along the corridor is mixed Institutional, Commercial, and Public Space north of University Avenue and Low Density Residential to the south. The commercial lots vary from 125 to 300 feet deep, with the shorter lots generally located on the north side of University Avenue. The lots vary greatly in size; there are quite a few smaller lots about 6,000 sf, many mid-size lots between 15,000 sf and 25,000 sf, and a few large sites that may be greater than 100,000 sf.

Outside of the corridor to the north, the land use is mainly Low Density Residential, and to the south there is a mix of Low Density Residential, Medium Intensity Commercial, Light and General Industrial, and Open Space (see Figure 1.2L).

Zoning

Existing land uses generally reflect corresponding zoning designations (see Figure 1.2K). The western portion of the study area is comprised of largely residential zoning, mixed with Office Residential and Neighborhood Commercial areas, and some larger Public Property and Institutional sites. This mix of zoning types reflects the pattern of homes interspersed with small, varied businesses, and a few larger industrial or commercial sites. In the central area of the corridor, zoning is largely a mix of Commercial One or Commercial Two with a few blocks of Light Industrial. Near I-43, the corridor contains more parcels zoned Rural Residential with Planned Unit Development overlays, Varied Density Residential, and Office Residential.



Figure 2.2L: Industrial uses adjacent to residential buildings



Figure 2.2i: Study Area Floodplains

- Study Area Boundary
- Open Water
- Wetland
- 100-Year Floodplain
- 500-Year Floodplain

UA UNIVERSITY AVENUE CORRIDOR
BROWNFIELDS REDEVELOPMENT PLAN



January 13, 2014

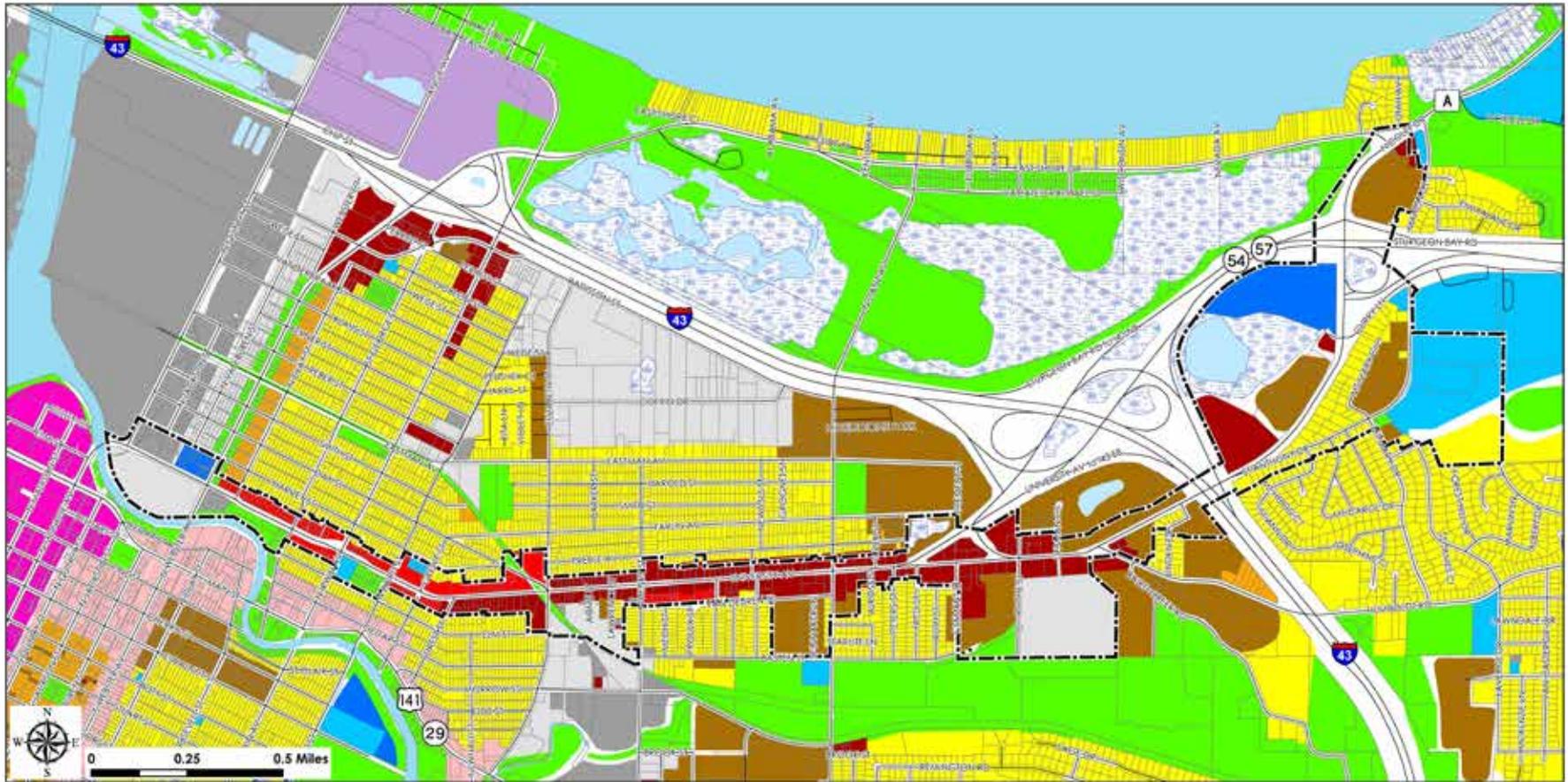


Figure 2.2J: Study area land use. (Source: Green Bay Data)



The following paragraphs specify the purpose of the zoning districts found within the project area:

1. Office Residential (OR) This zone is a transitional mixed-use district intended for edges of downtown or segments of commercial corridors where there is some development pressure to convert residential uses to offices. Small office and service establishments are permitted as of right in compliance with specific design standards, while larger or more intense office, service, or limited retail are allowed by conditional use permit.

2. Neighborhood Commercial (NC) This zone is intended to apply to small neighborhood commercial nodes and to encourage development that supports public transit. Permitted uses include limited-size retail, office and service uses, attached and multifamily housing, and supportive civic uses such as daycare.

3. Public Property Institutional (PI) This zone is intended to provide a district for public and civic buildings and large institutional uses that may not fit into other zoning districts because of their specialized land use needs and public purpose.

4. General Commercial (C1) This zone is intended for use along the City's primary commercial corridors where moderate-intensity retail, office, and service uses are planned. Businesses that typically involve outdoor display, storage, and/or sales, motor vehicle repair, and other intensive or outdoor uses are discouraged.

5. Highway Commercial (C2) This zone is intended for use in locations along the City's commercial corridors where automobile-oriented businesses already dominate or are planned. Businesses that typically involve outdoor displays, storage, and/or sales, motor vehicle repair, and other intensive or outdoor uses should locate in this district.

6. General Industrial (GI) This zone accommodates high-intensity industry and often includes very large structures, extensive exterior storage, and exterior mechanical or equipment operations. This zone accommodates uses that require larger or isolated sites or rail or port service. Most sites within the GI district have already been developed. Where possible, the GI district should be separated from residential neighborhoods. Standards for screening and buffering of these operations should be enhanced where feasible.

7. Light Industrial (LI) This zone is intended to allow industrial operations and activities in combination with limited commercial uses in older industrial corridors that were developed with a mix of uses in medium-sized buildings with limited outdoor storage. The district is designed to include warehousing, wholesaling, shipping, and related activities, limited manufacturing, and a range of commercial uses.

8. Varied Density Residential (R3) This zone provides for an environment of moderate to high density, attached, and multifamily housing designed to present an attractive appearance to adjacent uses, to include sufficient private and semi-private outdoor space, and to be well-integrated into their surroundings.

9. Rural Residential (RR) This zone is established to provide for limited large-lot development in areas of the City not yet served by public utilities as defined by the Urban Reserve District (a municipal service district). In these areas, the intent is to facilitate future urban development in a cost-effective manner that allows for logical street connections and open space protection. In areas served by public utilities, the RR district provides a low-density residential environment and allows for the option of conservation subdivision design.

10. Low Density Residential (R1) This zone provides an environment of predominantly single family dwellings on moderately sized lots. Infill development is encouraged on lots that are consistent in size and dimensions with the predominant lot size and type on adjacent parcels. Two-family dwellings are permitted in limited numbers, consistent with the goals of promoting affordable housing and encouraging a variety of housing sizes and types in each neighborhood.

11. Planned Unit Development (PUD) This district is established as a means to facilitate the development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations.

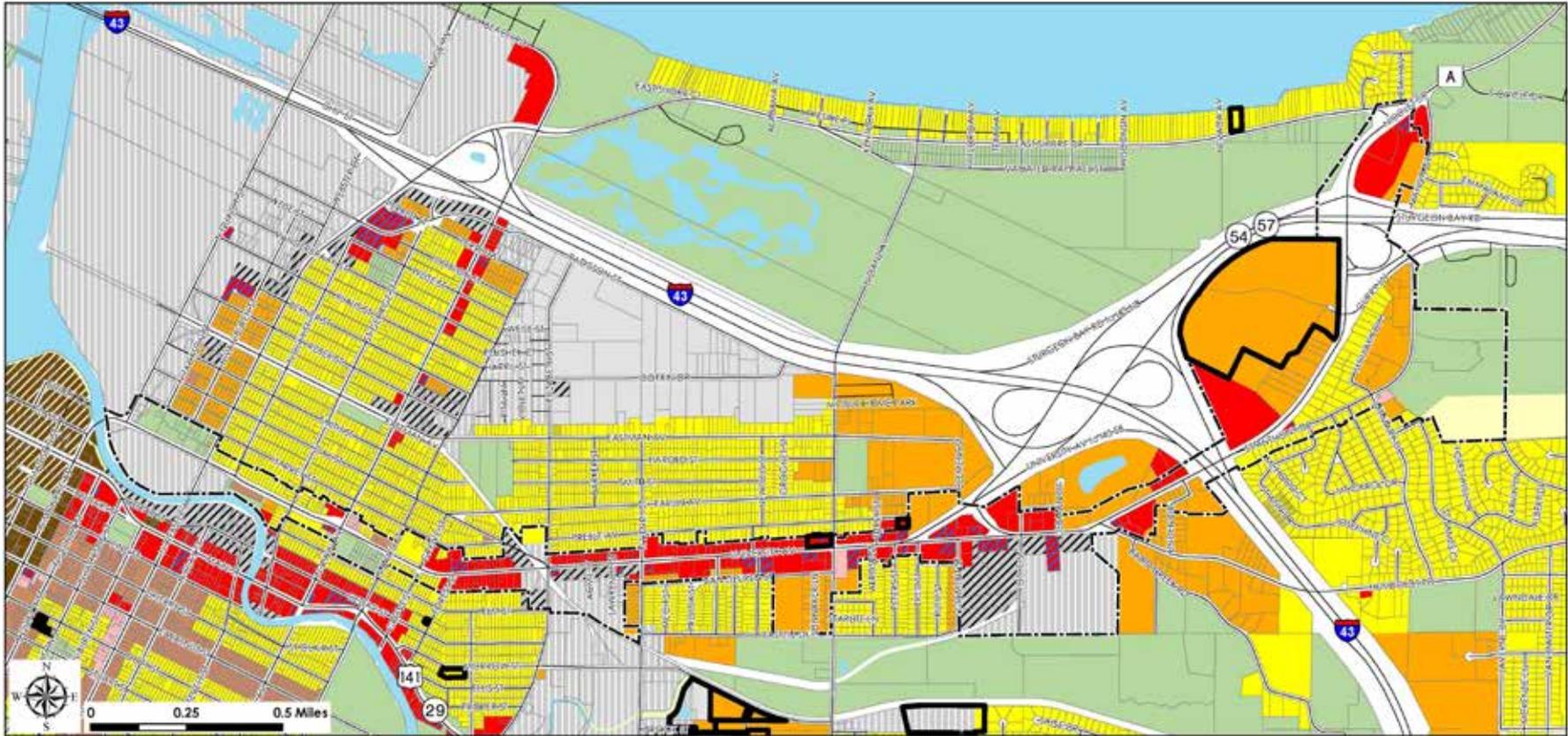


Figure 2.2K: Zoning on and around the University Avenue Corridor

ZONING	ACRES
PI - Public Property/Institutional	55.64
RR - Rural Residential	13.80
R1 - Low Density Residential	40.50
R2 - Medium Density Residential	0.22
R3 - Varied Density Residential	159.22
OR - Office Residential	1.99
NC - Neighborhood Commercial	3.01
C1 - Commercial One	86.92
C2 - Commercial Two	14.20
GI - General Industry	70.77
LI - Light Industry	28.22



SECTION 2.3 ECONOMIC ASSESSMENT

Market research provides important context to the University Avenue Corridor and provides a framework for realistic redevelopment possibilities at the Catalyst Sites. For purposes of market research, the City of Green Bay purchased data packets from ESRI, which used a defined study area provided by the City of Green Bay and 10- and 20-minute drive trade areas for multiple comparisons. For purposes of this section, “study area” refers to the area outline in Figure 1.3A. The University Avenue Corridor falls within this study area. The 10-minute drive trade area covers most of eastern Green Bay and a portion of northwest Green Bay. The 20-minute drive trade area covers most of Brown County and a portion of the greater Green Bay region (see Figure 1.3B).

It should be noted that there is demographic variation within the study area. Interstate 43 bisects the study area into a western portion that contains roughly double the population size of the eastern portion. Furthermore, the area west of Interstate 43 has a lower median income, lower rates of homeownership, higher housing vacancy, higher proportions of Hispanics, and a higher percentage of school age children than the eastern portion of the study area.

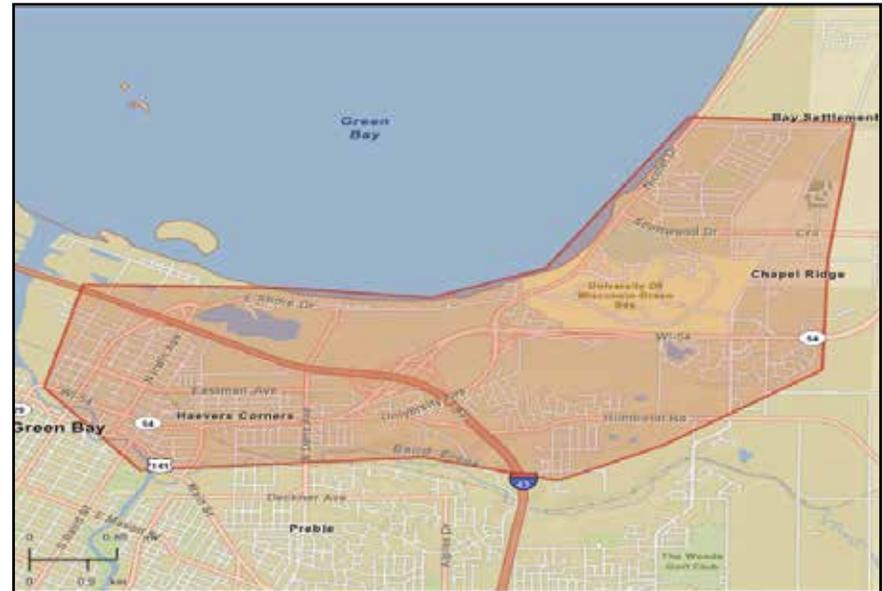


Figure 2.3A: ESRI study area



Figure 2.3B: ESRI study area access in ten- and twenty-minute drive zones

Demographics

Population

As of 2012, according to ESRI, the study area contained 22,833 residents, 8,299 households, and had an average household size of 2.48 (see Figure 1.3C). The study area population accounts for about one quarter of the population in the 10-minute drive trade area and one tenth of the population in the 20-minute drive trade area.

Trade Area	Population	Households	Average Household Size
Study Area	22,833	8,299	2.48
10 Minute Drive	82,243	32,189	2.46
20 Minute Drive	231,736	92,190	2.44

Figure 2.3C: 2012 Population and Households within the study area and ten and twenty-minute drives zones. Sources: ESRI

The population for the City of Green Bay was estimated to be 104,057 in 2010, with a projected population of 114,313 in 2030. The anticipated rate of growth for the City is well below that of the remainder of Brown County (see Figure 2.3D).

The City of Green Bay's rate of growth began to slow in the 1970s. Meanwhile, suburban Brown County has continued to grow at a more rapid pace, especially since 1990. Over the next 20 years Green Bay is expected to continue at a slow rate of population growth.

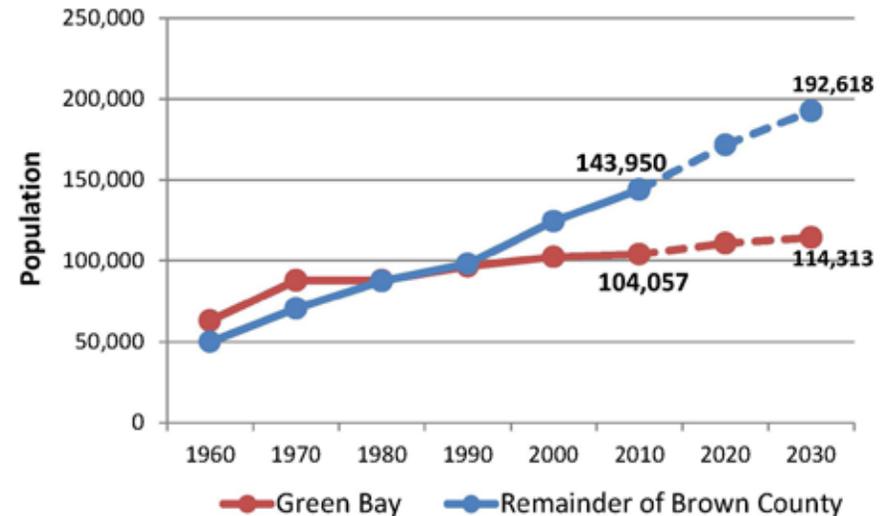


Figure 2.3D: Green Bay, Wisconsin Metro Population Growth Trends. (Sources: US Census Bureau, 1960-2010; Wisconsin Department of Administration, 2011; Brown County Planning Commission, 2013.)

Ethnic Diversity

The study area is racially and ethnically diverse, containing the City's highest percentages of minority residents. Hispanics make up 26% of residents in the study area. Other minority groups include African Americans, Native Americans, and Asians (ESRI).

Household Characteristics

Households with children account for about one-third of all households in the study area, which is typical for the 10-minute drive trade area and the U.S. as a whole (see Figure 1.3E). However, the study area has a higher proportion of single-person households in comparison to the surrounding area and national average.

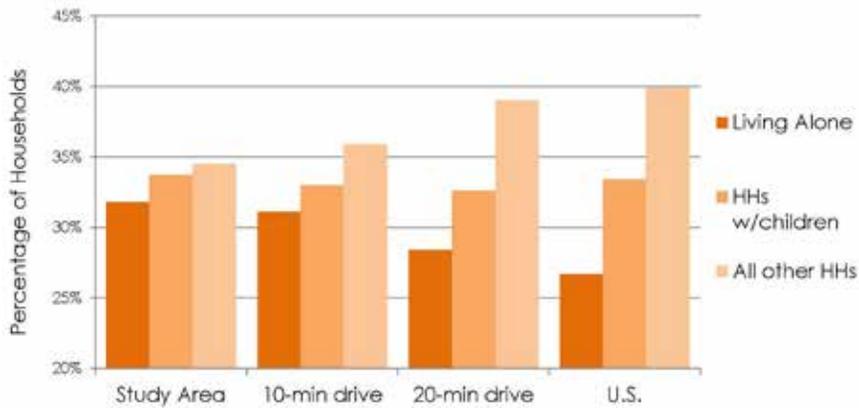


Figure 2.3E: 2012 Household Types in the study area, ten and twenty-minute drive trade areas and nationally. (Source: US Census Bureau)

Median Age and Age Structure

Median age within the study area, at 28.9 years, is almost ten years younger than the U.S. population as a whole and six years younger than residents in the surrounding drive trade areas. This low median age, along with high rates of single-person households noted above, is likely due to the areas's proximity to the UWGB campus. Figures 1.3F and 1.3G depict these statistics.

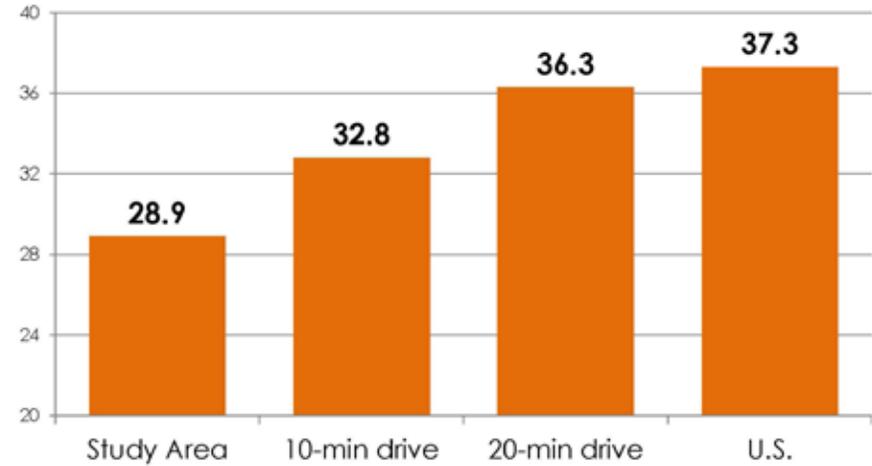


Figure 2.3F: 2012 Median Age in the study area, ten and twenty minute drive trade areas and nationally. (Source: ESRI)

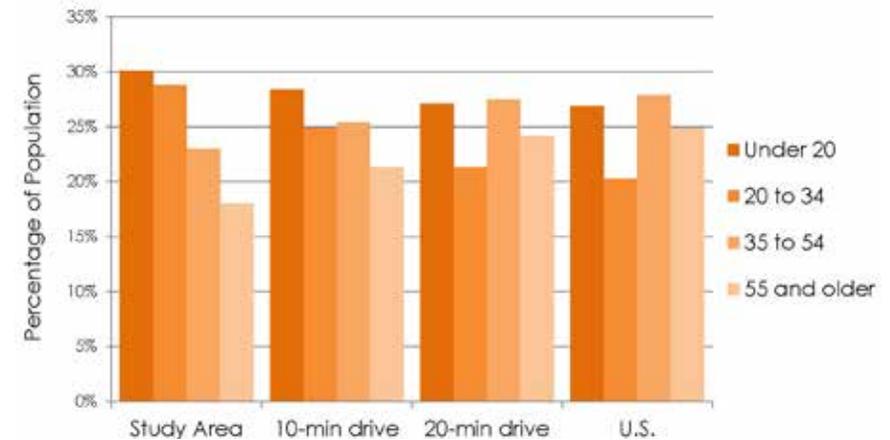


Figure 2.3G: 2012 Age Structure in the study area, ten and twenty minute drive trade areas and nationally. (Source: ESRI)

Income

The study area has a median household income of \$40,526, noted in Figure 1.3H. The minority population has an especially low median household income of \$38,364 (ESRI). Nearly a quarter of households have incomes of less than \$15,000 per year in contrast to roughly 6% of Wisconsin households. The study area unemployment rate of 11.6% is significantly higher than that of the city or Wisconsin's as a whole (ESRI). These figures are likely explained by the area's high number of students.

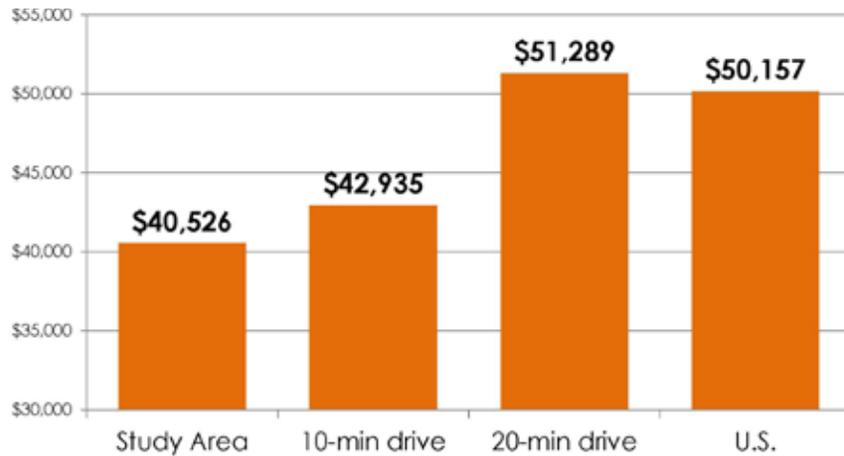


Figure 23H: 2012 Median Household Income in the study area, ten and twenty minute drive trade areas and nationally. (Source: ESRI)

Housing

Public Housing

The Green Bay Housing Authority owns and manages 17 properties of public housing along University Avenue. The units provide quality, affordable housing to low-income families. In 2011, the City and County continued a tradition of effort to reinvest in housing in the study area by locating a state-of-the-art public housing development along University Avenue. This project moved senior and disabled housing residents from an outdated facility and improved their quality of life by providing access to high-quality services. In addition, the Freedom House, which aids victims

of domestic violence, and an assisted living facility anchor the west side of the project area. The City and County are currently working with a developer to build a veterans housing facility at the east end of the UA Corridor.

Housing Characteristics

Average housing values in the study area are 34% lower than the average for the City as a whole (see Figure 2.3I). Property values in Brown County have experienced lower rates of increase over the past six years than other areas of Wisconsin. The Green Bay housing market tends to be higher priced than other Northeast WI markets. The City did not experience the decline in values from 2010 to 2011 that much of the State did. However, it has not been rebounding as quickly over the last two years compared to other housing markets (ESRI).

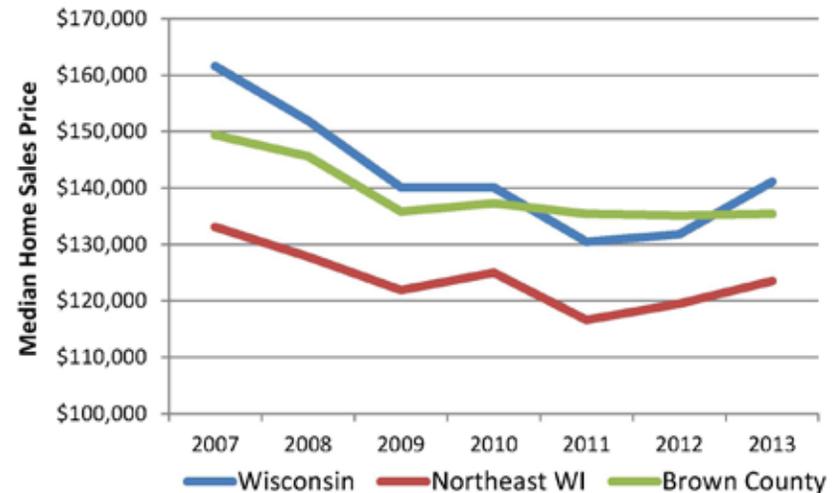


Figure 2.3I: Home Price Trend in the study area county, regionally and statewide. (Source: Wisconsin Association of Realtors)

The homeownership rate in the study area is 46%, which is well below that of the 10 and 20 minute drive areas, as well as the US homeownership rate (see Figure 1.3J). The study area housing vacancy rate of 8% is above the vacancy rates found in the 10 and 20 minute drive areas (see Figure 1.3K). The higher rate of vacancy in the study area compared to the immediate surroundings is likely due to its high percentage of renters, who tend to relocate more readily than homeowners.

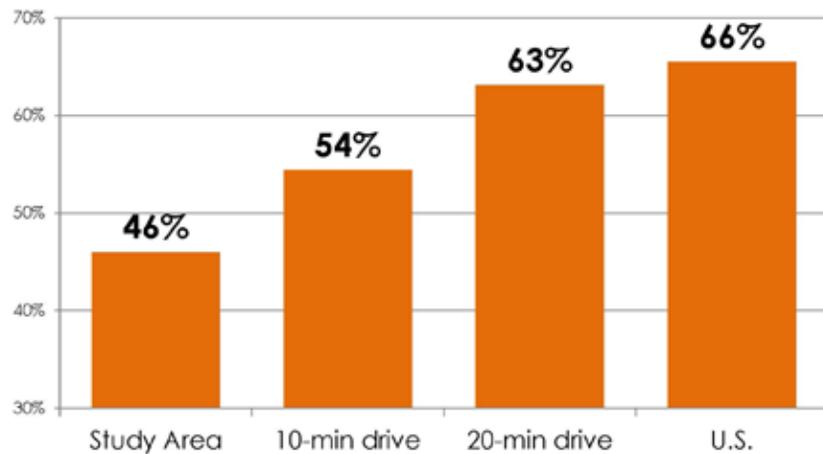


Figure 2.3J: 2012 Homeownership Rate in the study area, ten and twenty-minute drive trade areas, and nationally. (Source: ESRI)

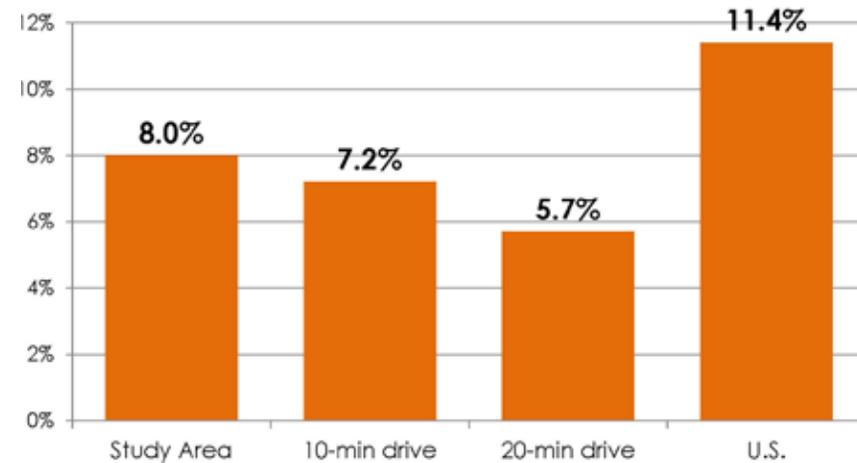


Figure 2.3K: 2012 Home Vacancy Rate in the study area, ten and twenty-minute drive trade areas and nationally. (Source: ESRI)

Employment

Employment by Sector

The study area has a very high concentration of jobs in manufacturing and transportation/warehousing (see Figure 1.3L). Conversely, the study

area has a very low concentration of retail jobs and professional services, indicating that there is a lack of retail activity within the study area and that most residents and other visitors to the study area must travel outside the study area for many retail goods and services.

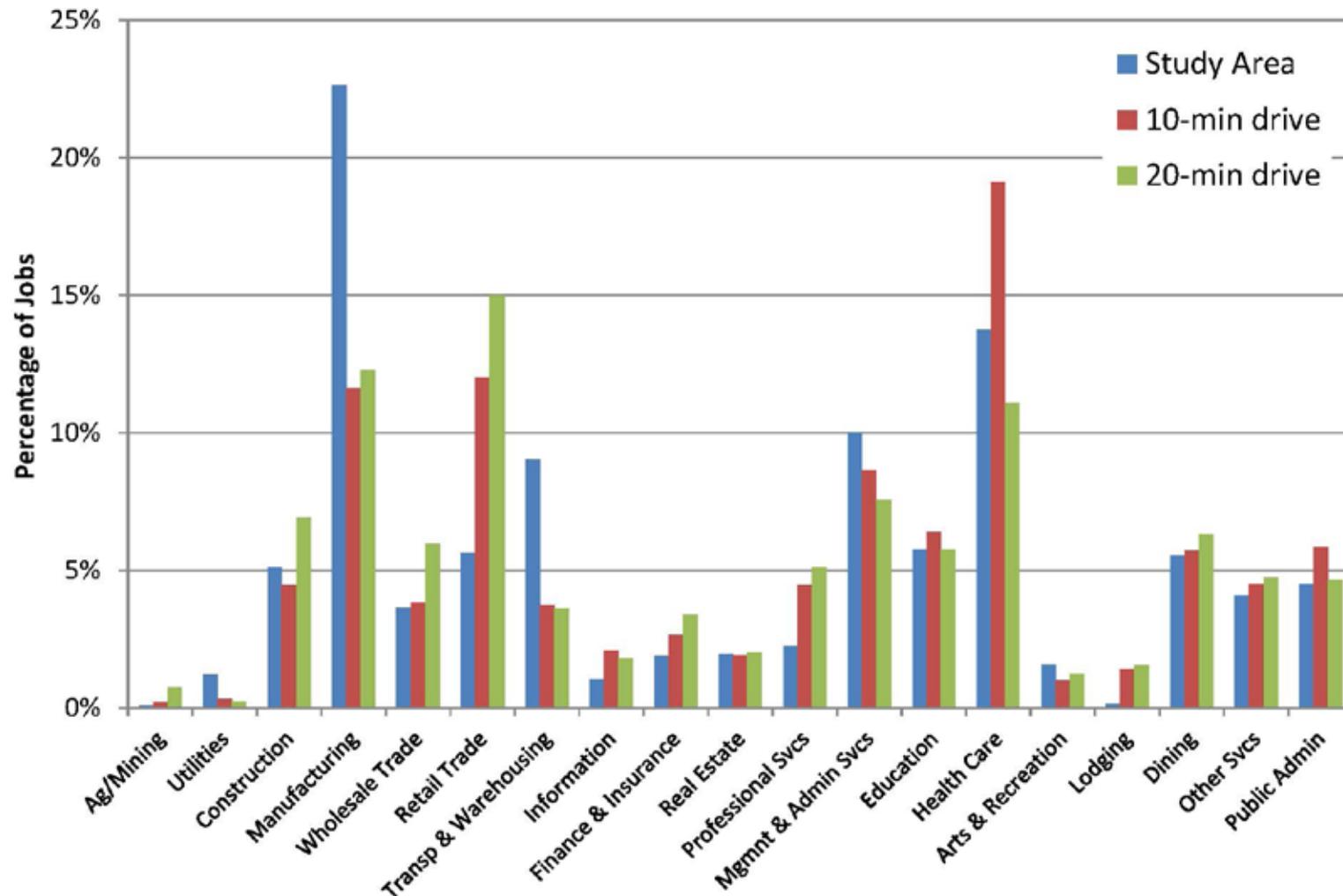


Figure 2.3L: 2012 Employment by Industry in the study area, ten and twenty-minute drive trade areas and nationally. (Source: Dun & Bradstreet & ESRI)

Market Sectors

Retail Sector

The demand for retail goods and services in the study area is estimated at \$176,000,000. This exceeds the supply found within the study area, estimated at \$44,000,000, by about four times. This results in a retail gap of \$132,000,000 that is leaking from within the study area to other parts of the City. Much of this spending likely occurs within the 20-minute drive region, which contains enough retail to support a much larger trade area.

Although the demand for food and drink in the study area also exceeds the supply, the gap is much smaller than the gap for retail goods and services. This result is not surprising considering that food and drink tends to be purchased much closer to where people live and work than other goods such as home furnishings and apparel. Food and drink demand and supply for the 10 and 20 minute drive areas also appears to be closer in balance as well.

Health Care Sector

A key development catalyst for future improvements in the corridor is a \$60 million Veterans Affairs Outpatient Clinic that recently opened at the northeast end of the corridor at 2800 University Avenue. The 193,000 sf development contains a 161,000 sf clinic that will provide outpatient services including cardiology, dentistry, gynecology, dialysis, mental health, physical therapy, and more. The new facility will serve up to 20,000 veterans a year, more than the number of patients admitted annually at any of the community's four major hospitals. This number is also several times the number of people who receive care at Green Bay's existing clinic, which serves approximately 3,500 patients a year in the existing 11,000 sf building. Although used as a federal facility, the clinic is privately owned and leased to the VA, thereby generating an estimated \$400,000 in annual property tax revenue.

This state of the art clinic is expected to serve as a catalyst for future development along the corridor for support facilities such as hotels, housing for staff, medical offices, restaurants, and other amenity services.

Education Sector

Within, or immediately adjacent to, the UA Corridor are nine public and private schools/learning centers. The University of Wisconsin – Green Bay campus lies along the east end of the UA Corridor. There are currently 6,549 students enrolled at the University living (within the region) with approximately 2,000 to 2,300 on campus.

Arts & Cultural Sector

The Weidner Center for Performing Arts and the Kress Events Center, both located on the UW - Green Bay campus, bring regular sporting events, performing arts, conferences, and expos to locations within the 10 minute drive area. In addition, the Downtown KI Convention Center and Stadium District Research Center serve as venues for conferences and sporting events.

Industrial Sector

The UA Corridor has a legacy of intense industrial use, much of which is associated with area-wide contamination issues. The western portion of the corridor has a significant industrial heritage linked to the region's historical status housing the largest cluster of paper mills of any area in the world. The corridor also has a long history of meat processing plants which have been associated with surface water pollution.

Currently, large industrial facilities include American Foods Group, an active beef processing and packaging facilities located within the study area, and the Georgia Pacific Paper Mill located just north of the study area on the East River.

SECTION 2.4

TRANSPORTATION

ASSESSMENT

Significant redevelopment typically requires, and benefits from, improved infrastructure. This section examines facilities within the study area, identifies overall patterns of use, and pinpoints specific issues that need to be addressed.

Gateways

University Avenue is not currently defined by any gateways at the boundaries of the study area, though planning is underway at two areas along the UA Corridor.

Two gateways are planned which have been previously discussed:

1. **Monroe Avenue Reconstruction Project** will create a signature gateway entry from the downtown (south and east end of the UA Corridor).
2. **Webster Avenue Reconstruction Project** will create a signature gateway entry from Interstate 43 (north and east end of the UA Corridor).

Traffic Flow

The majority of the UA Corridor is currently operating well under planned capacity for the existing four-lane roadway. The only portion of the corridor operating near capacity is a small segment just west of the intersection of Sturgeon Bay Road. This finding indicates that it may be possible to reduce the street width, or lanes, which would provide opportunities for shared use pathways or widened sidewalks, bicycle lanes, pedestrian treatments, or landscape buffers.

Traffic counts on the east end of the corridor average 10,000 daily vehicles (ADT). By the time University Avenue reaches Elizabeth Street, the volume is around 14,000 to 15,000 ADT. The volume peaks around the intersection of North Danz Avenue at nearly 20,000 ADT and then drops along the western portion of University Avenue back to 14,400 ADT. See Figure 1.4A for additional traffic conditions.

Most of the corridor is four lane undivided roadway. An approximately four block segment between North Webster Avenue and North Baird Street is four lane divided.

Several roadway segments, particularly from North Baird Street to Newtols Street, have a high number of driveway access locations.

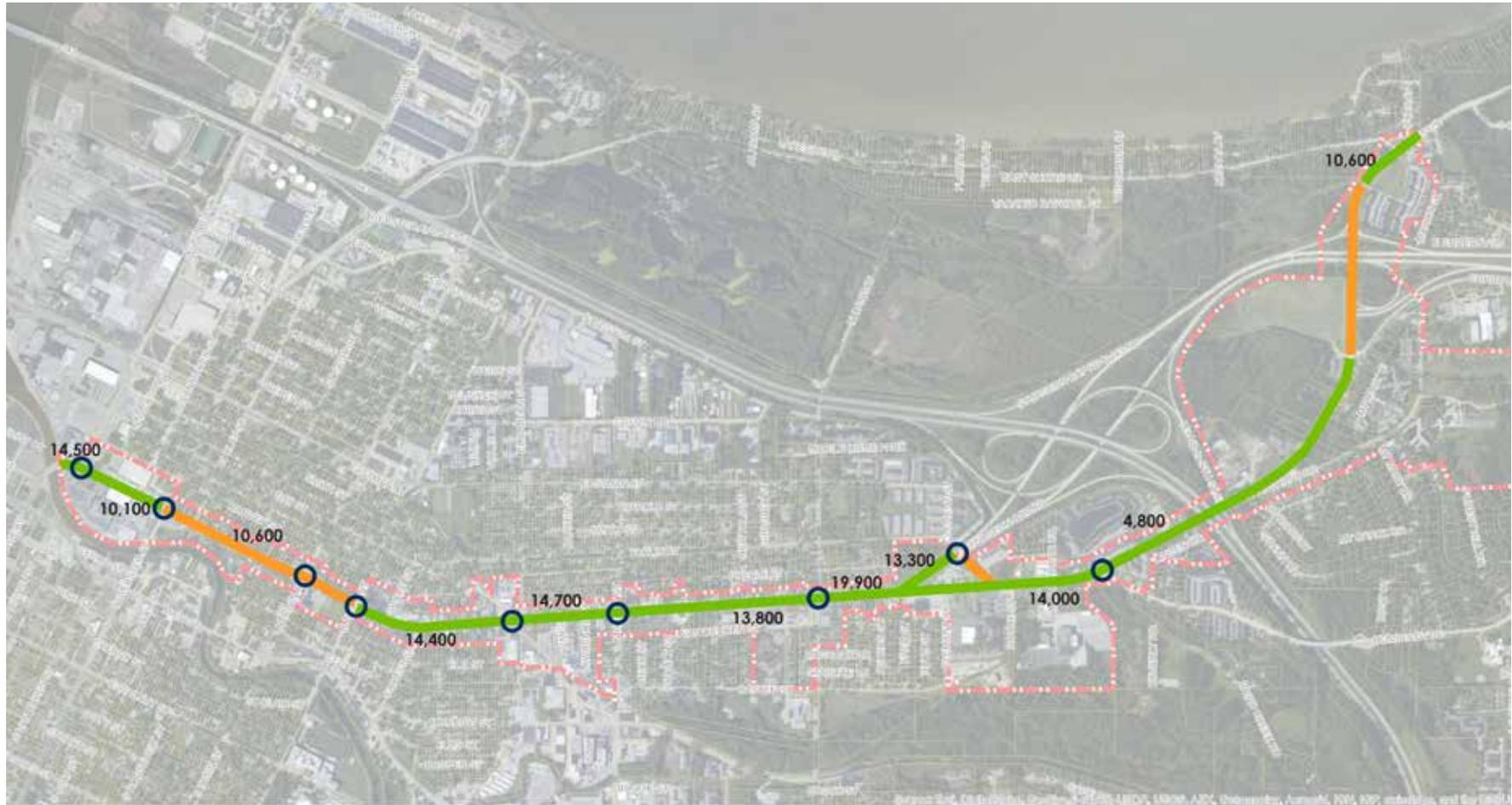


Figure 2.4A: Existing Roadway and Traffic Signal Conditions along the University Avenue Corridor



Intersections

There are nine signalized intersections along the corridor. Several of these intersections are confusing for drivers, especially near the I-43 interchange and the "Triangle Area" (University Avenue/University Way/Sturgeon Bay Road) and the Elizabeth Street/Railroad Crossing.

West of the Triangle Area, the I-43 and Highway 54/57 interchange is designed for high speeds. As a result, drivers may often find it difficult to transition from the high speed areas onto, and off of, University Avenue.

Crashes & Conflicts

A preliminary review of recent crash data, depicted in Figure 1.4C, reveals that crashes are primarily concentrated at the existing traffic signals along the corridor.

The key locations are:

- Near the railroad crossing and the Elizabeth Street intersection; crashes extend away from the intersection up and down University Avenue between Elm Street and North Henry Street
- The stretch between Newtols Street and Proulx Street
- The intersection of University Avenue and North Danz Avenue near the Triangle Area
- The Triangle Area between Sturgeon Bay Road and University Way, and the intersection of University Avenue and Clement Street
- North of the VA Clinic where there are issues turning out of East Shore Drive

Another area of conflict exists where University Avenue crosses over the East River and turns into Monroe Avenue. The bridge turns, elevates, and drops before connecting to the west bank, creating visibility issues. On the west side of the river, the bridge connects to a busy area used by delivery trucks to American Foods Group facility, buses serving the transit hub, pedestrians, and general traffic.

Parking

There is no parking allowed on University Avenue within the study area. Many of the businesses have parking between the building and the street, and large expanses of parking create an undefined edge. Many parking lots directly abut the sidewalk, which have no buffers between pedestrians and cars. (see Figure 1.4B).



Figure 2.4B: Narrow sidewalks between street and parking provide inadequate buffers for pedestrians

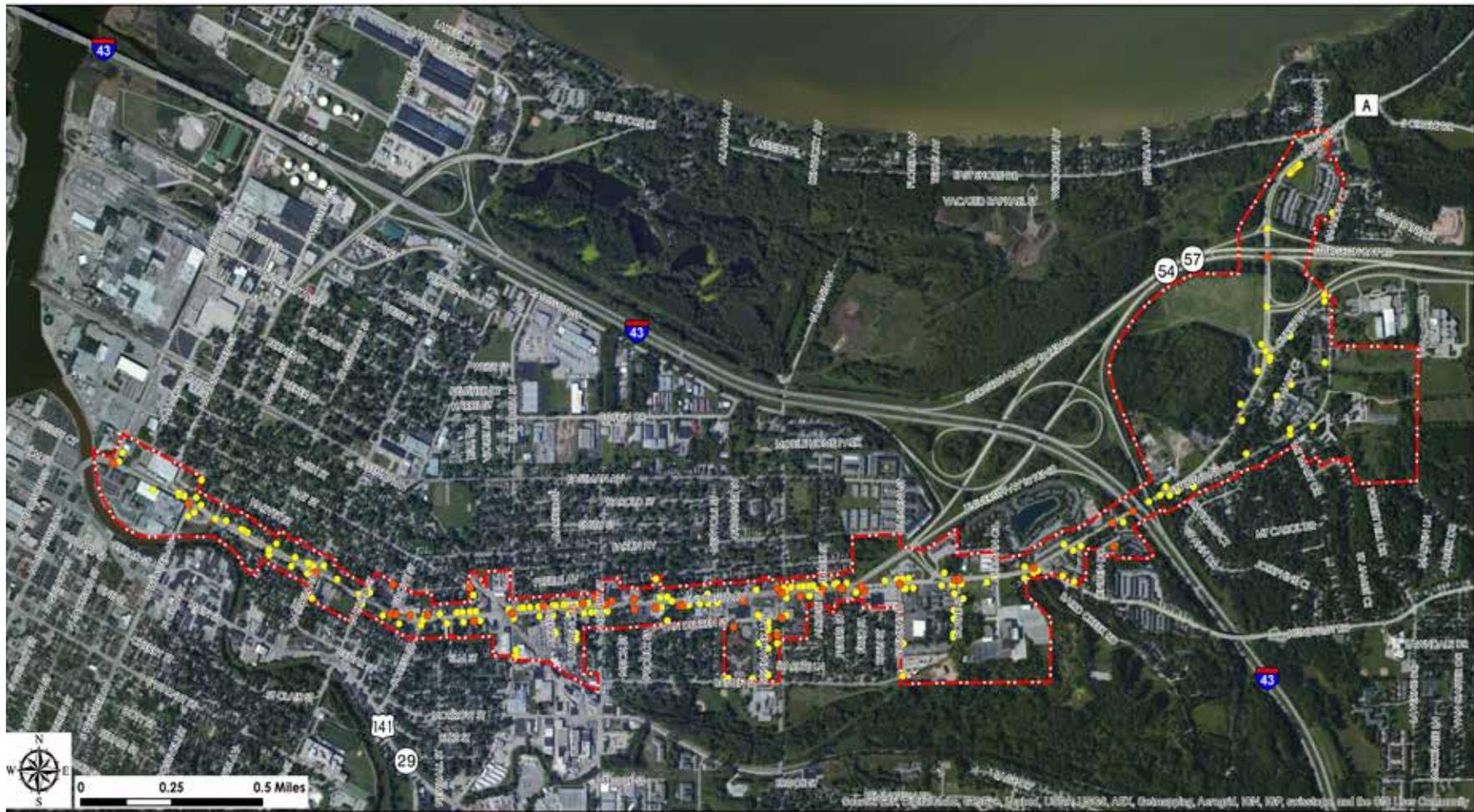


Figure 2.4C: Recent crash locations along the University Avenue Corridor, 10/21/13 City of Green Bay

- Crash with Injury
- Crash without Injury
- Study Area Boundary

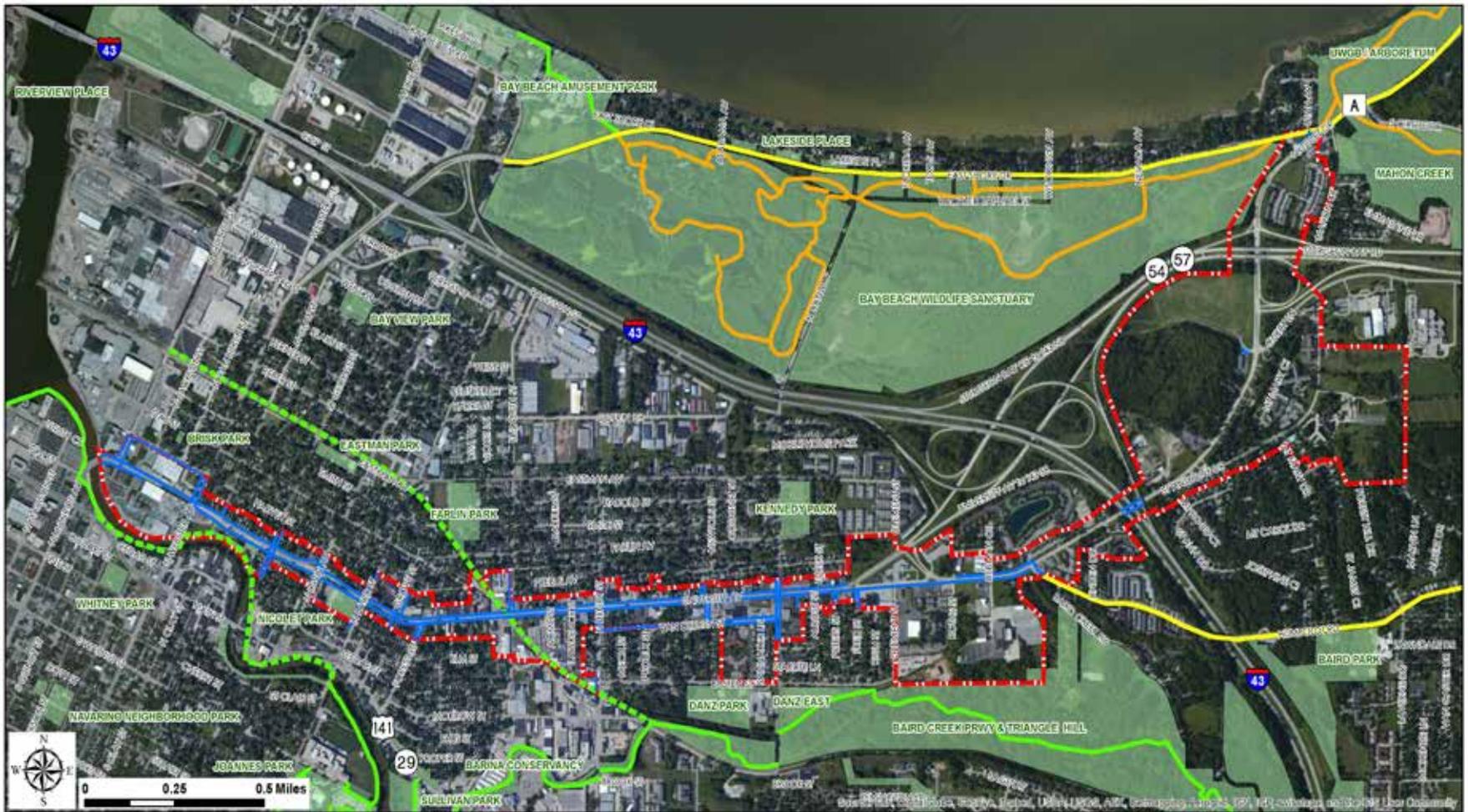


Figure 2.4D: Pedestrian and Bicycling Facilities along the University Avenue Corridor

- Paved Trails
- Sidewalks
- Parks and Parkways
- Unpaved Trails
- Bike Lane
- Study Area Boundary
- - - Proposed Trail

Walking & Bicycling

Although nearby trail corridors exist, bicycling and walking in the UA Corridor is challenging. There are few bicycle accommodations of any kind. Most of the central and western corridor has continuous sidewalks on both sides of the street, but east of Sturgeon Bay Drive the corridor is characterized by limited and disjointed sidewalks (see Figure 1.4D). There are limited pedestrian crosswalks, with 20 located within the study area on University Avenue. Multiple conflicts exist between the sidewalks and overhead utility poles, fire hydrants, mailboxes, and traffic signs along the corridor. Existing right-of-way constraints in certain areas of the corridor may limit the ability to improve pedestrian integration.

There are no off-street pedestrian/bicycle connections to surrounding area trails, parks, and/or parkways. A north-south bike lane along North Danz Avenue crosses University Avenue. East of Danz Avenue there is an on-street bicycle lane on University Avenue until the bicycle lane veers south along Humboldt Road.

Implementing the missing segment of the East River Trail is currently in the planning stage. The existing East River Trail currently terminates at Baird Street just north of East High School, and the proposed additional, approximately mile-long segment, would connect to the northern end of the East River Trail that then connects to the Fox River Trail near North Monroe Avenue. Adding this missing link will allow three major trails to converge: the Fox River Trail, the East River Greenway, and the Baird Creek Greenway. The new trail will also provide a connection from the UA Corridor to the downtown, surrounding neighborhoods, and two larger trail networks. The area surrounding the proposed trail is destination rich, meaning that places to which people want to walk and bicycle are nearby and abundant. Property acquisition has already begun and it is anticipated to take several more years to complete.



Figure 2.4E: Tracks marks indicate pedestrian use despite lack of sidewalks



Figure 2.4F: Minimal pedestrian accommodations at Danz Avenue

Transit

The western portion of the corridor (near the transit center shown in Figure 1.4G) is well served by existing transit routes, while the segments to the east are only served by one or two transit routes. Bus stop locations are difficult to identify and few offer bus shelters, like the one in Figure 1.4H to the right. The connection between the UWGB campus and the transit center is particularly weak with one line that runs Monday through Saturday. On weekdays, buses run from 5:15 am until 9:45 pm, and the last bus departs the transit station at 8:45 pm. On Saturday, buses run from 7:45 am until 6:45 pm with the last bus departing that station at 5:45 pm. The limited bus service does not allow students who might work at downtown jobs to use the bus for nighttime transportation or allow people to get to UWGB for continuing education in the evening.

Currently there is limited connectivity between the study area and UWGB. Establishing links between the campus and the corridor could generate development in the corridor that serves the university population. In addition, strong transportation infrastructure may entice students to take public transportation downtown or to the technical college on the west side of Green Bay.



Figure 2.4H: Bus shelter



Figure 2.4G: Transit Center

SECTION 2.5 BROWNFIELDS

The UA Corridor is located in a fully-developed area of the City that was converted from agricultural to a wide range of commercial, industrial, residential, and other uses decades ago. In locations where buildings or land uses are no longer well-matched with current market demands, vacant or underutilized properties in need of redevelopment are common. Depending on the size and condition of these buildings and the extent to which historic land uses included use or storage of hazardous substances or petroleum, redevelopment may be hindered by the known or suspected presence of contamination and other environmental liabilities that must be addressed prior to redevelopment. Many of these sites meet the definition of a brownfield and are one of the key challenges associated with revitalization of the UA Corridor.

Brownfield sites vary significantly in size and characteristics. Some brownfields are large former industrial properties (such as the 33-acre former Packerland Packing plant site) with functionally obsolete buildings that are not well-suited for the needs of other industrial users. Other brownfields may include former commercial gas stations, dry cleaners, etc., located on parcels that are too small for many alternative commercial uses. The environmental liabilities associated with brownfields and their impacts on redevelopment or reuse prospects also vary significantly. At some sites, the costs for environmental cleanup may substantially exceed the current land value, whereas at other sites, the environmental costs may represent only a small percentage of overall site redevelopment costs. At other sites, the costs associated with cleanup may be less of a concern than the potential for future litigation, the possibility of delays in the construction schedule, or restrictions that may exist on use of certain portions of the property. Therefore, having a good understanding of environmental liabilities and their potential impacts on redevelopment is an essential step in the redevelopment planning process.

Further detail regarding the role and framework of Brownfields Area-wide Planning (AWP) Programs are provided in the following sections. A comprehensive inventory of known or potential brownfield sites in the UA corridor and detailed evaluations of known or suspected environmental liabilities associated with five identified catalyst sites are also provided.

The Role of Brownfields

The Brownfields Area-Wide Planning Programs (AWP) is designed to help communities confront local environmental and public health challenges related to brownfields and benefit under-served or economically disadvantaged communities. The Brownfields AWP Program is groundbreaking because it utilizes a place-based planning strategy that is inclusive of surrounding conditions, the local community, and assets and barriers to brownfield redevelopment. Area-wide planning for brownfields encourages community-based involvement in site assessment, cleanup, and reuse planning, as well as overall neighborhood revitalization. Through a brownfields area-wide planning approach, the community identifies a specific project area that is affected by a single large or multiple brownfields, then works with residents and other stakeholders to develop reuse plans for catalyst, high priority brownfield sites and their surrounding area.

The EPA defines a brownfield as “real property, the expansion, redevelopment or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.” Many communities face a variety of challenges associated with the presence of multiple brownfields in proximity to residences, schools, or businesses.



Figure 2.5A: Planning Framework Diagram

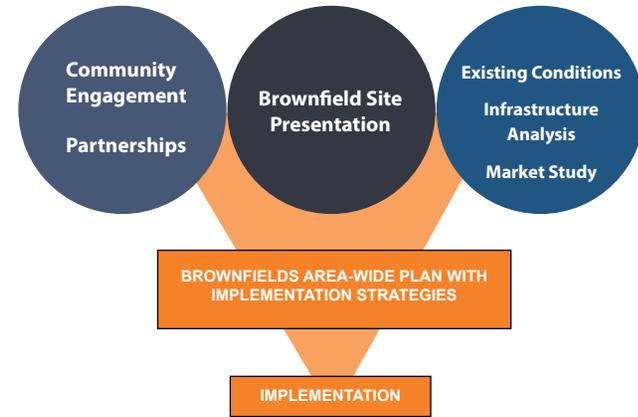


Figure 2.5B: EPA Brownfields AWP Planning Framework

EPA Brownfields AWP Planning Framework

The framework diagrams shown in Figures 2.5A and 2.5B illustrate the core concepts of the Brownfields AWP Program and outline the essential process for brownfields area-wide planning. The initial steps require an evaluation of area conditions, market potential, and the state of existing infrastructure; interfacing with local citizens, stakeholders and organizations; and prioritizing brownfield sites within the project area. Initial findings inform a set of targeted strategies for the project area that will guide future planning and implementation.

As the Brownfields AWP are implemented by the communities, and properties within the area affected by brownfields are cleaned up and reused, EPA expects there will be positive environmental outcomes related to public health, air and water quality, such as reduced exposure to contaminants, reduced greenhouse gas emissions, other air pollutants, reduced stormwater runoff, and substantial reductions in pollutant loadings in local waterways.

EPA expects these types of environmental outcomes at brownfields and other infill properties that accommodate the growth and development that would otherwise have occurred on undeveloped, greenfield properties.

For the UA Corridor, it is anticipated that the development of a Brownfields AWP will provide a framework by some existing property owners can develop and implement economically viable strategies for redevelopment of their properties. For other sites, the AWP will serve as a tool for attracting increased interest of developers who will purchase, cleanup, and redevelop these sites – with the confidence and knowledge that the projects have the support of the community, and that impediments to development associated with infrastructure and other needs have been identified and will be addressed. The revitalization and reuse of brownfields within the area will enhance the utilization of existing infrastructure within the corridor, as well as the use of features such as the Baird Creek Parkway and East River Trail (a bicycle/pedestrian route to the UWGB campus), and increased use of sustainable onsite stormwater practices, green buildings, and landscaping.

Brownfield Inventory of UA Corridor

Based on previous work completed by the City staff, the Stantec team completed a parcel-scale inventory of known and potential brownfield sites within the UA corridor. One resource is an environmental database search completed by Environmental Data Resources Inc (EDR) and summarized in an October 2013 report. This report presents a detailed listing 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. Being listed 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.

Other data sources used to develop the inventory include:

- Historic Sanborn® fire insurance maps
- Wisconsin Department of Natural Resources (WDNR) files for specific sites where additional information is needed
- Listings of tax delinquent parcels in UA Corridor
- Interviews with long-term businesses or residents of the UA Corridor

During June and August 2014 the City also conducted a “windshield survey” of the entire UA Corridor using the historic and environmental records gathered to pinpoint specific areas of concern in addition to identifying any other site with visual signs of blight or possible environmental concerns. To document observations made during the “windshield survey”, the City completed a Blight Inspection form for each site identified.

The Blight Inspection forms from the June and August 2014 “windshield survey” are included in Appendix _____. The significant findings of the “windshield survey” are summarized in Figure 2.5. The survey located

six additional brownfield sites not previously identified in the historic and environmental records review.

Brownfield Inventory Results

Using the data sources listed above, 49 brownfield sites were identified in the UA Corridor. The identified brownfield sites were divided into three types of sites:

- Existing or “perceived” brownfields which consist primarily of sites that are vacant or underutilized to some degree with known or perceived contamination. This includes the five catalyst sites.
- Potential “Future” brownfields identified by the City, which consist of properties that given the current use would have a high likelihood of becoming a brownfield site if the property were to suddenly become vacant. These parcels are considered to be likely candidates for redevelopment at some point in the future.
- Critical Environmental Database Parcels, sites which were identified on one or more select databases in the EDR report which given their inclusion have an increased potential for contamination even if the presence of contamination has not yet been confirmed.

The data compiled as part of the Brownfield Inventory was added to an interactive GIS database that will be incorporated with the City’s GIS and periodically updated. A map of brownfield sites identified as part of the initial inventory is presented in Figure 2.5D. As part of completing the brownfields inventory for the UA Corridor, the catalyst sites were evaluated for their: (1) level of documented or potential environmental liabilities, (2) redevelopment potential, (3) conditions indicative of blight, and (4) ability to support various revitalization goals or objectives for the corridor. Although the initial plan is to focus on the catalyst sites, a similar evaluation will be conducted in the future for other brownfield sites in the UA Corridor.

Figure 2.5C - Windshield Survey Summary - University Avenue Corridor, Green Bay, Wisconsin

Site Address	Parcel ID#	Current/Past Use	Observed Environmental Liability Indicators	Observed Blight Indicators
1010 University Ave.	7-741	American Foods	Catalyst Site #4	
1100 block University Ave.	7-706	apartment building	none	none
1125 University Ave.	7-671	single-family residence	none	none
1131-1133 University Ave.	7-672	single-family residence	none	none
1177 University Ave.	7-724	single-family residence	none	none
1270 University Ave.	8-227	former gas station	former UST system	vacant unkept property, site building in disrepair
1465 University Ave.	19-48	BP gas station	active UST system and dispensers	none
1489 University Ave.	19-577	auto repair	active auto repair facility, 55-gallon drums	none
1498 University Ave.	19-629	auto parts sales and likely auto repair	none	unkept property, site building in fair condition
1545 University Ave.	19-50	unknown	none	vacant building in fair condition
1599 University Ave.	19-31-A	thrift store	55-gallon containers outside building	property building and exterior in fair condition
1608 University Ave.	21-2270-2	vehicle parking lot	none	none
1620 University Ave.	21-2270	vehicle parking lot and access drive adjacent to railroad RR	none	gravel/grass area, access drive and parking area unkept
1631 University Ave.	19-343	single-family residence	none	unkept landscaping
1711 University Ave.	19-336	active auto repair	possible former UST system, active automobile repair facility	none
1719 University Ave.	19-334	mobile phone sales	none	none
1756 University Ave.	21-2244	HVAC business	possible former auto repair	none
1833 University Ave.	21-1382	Midwest Dental Office	none	none
1960-1962 University Ave.	21-2678-1	Family Dollar store	none	none
2030 University Ave.	21-2224-1	Shell gas station	active UST system and dispensers	
2042 University Ave.	21-2222-1	laundromat	possible former gas station	none
2136 University Ave.	21-2219	Mobile Lube Express auto oil change business	55-gallon drum stored outside building, possible former UST/dispensers	none
2145 University Ave.	21-2208-4	Shell gas station	active UST system and dispensers	none
2201 University Ave.	21-2710	Royal Cleaners drycleaner business	dry cleaning business	none
2204 University Ave.	21-2273	Walgreens store	none	none
2237 University Ave.	21-2709	Coin Laundry	possible former drycleaner	none
2260 Nicolet Drive	21-270-6	BP gas station	active UST system and dispensers	none
2280 NICOLET DR	21-264-2	Bay Evangelical Church	none	none
2327-2329 University Ave.	21-2728	A Do 4 U Salon	none	none
2429 University Ave.	21-1252-1	Mobile gas station	active UST system and dispensers	none

Figure 2.5C Continued- Windshield Survey Summary - University Avenue Corridor, Green Bay, Wisconsin

Site Address	Parcel ID#	Current/Past Use	Observed Environmental Liability Indicators	Observed Blight Indicators
2429 University Ave.	21-1252-1	Mobile gas station	active UST system and dispensers	none
2437 University Ave.	21-1251	auto parts sales and likely auto repair	none	none
2439-2443 University Ave	21-1251-A	bicycle, ski, and skate business	none	none
2450 University Ave.	21-1254-2	Riveria Lanes	none	none
2480 University Ave.	21-1254-4	El Gordo used car sales	none	unkept landscaping, junk car storage
2492 University Ave.	21-1254-3-1	auto repair and parts sales	none	unkept landscaping, building in fair condition
2501 University Ave.	21-2475-C-19-A	Advanced Auto sales and service	likely auto repair completed at site	none
25032 University Ave.	21-1247-1	former gas station	former UST system	vacant for sale property
2525 University Ave.	21-2475-C-19	rental storage units business	none	unkept landscaping
25476 University Ave.	21-1254-3	U-Haul rental business	none	unkept landscaping
2580 University Ave.	21-301	Former Packerland Packaging	Catalyst Site #2	
2590 University Ave.	21-2455	Shell gas station	active UST system and dispensers	none
2734 University Ave.	21-328-1	single-family residence	none	unkept landscaping
2735 University Ave.	21-280-1	Former Tillman's Nursery	Catalyst Site #1	
2790 University Ave.	21-278	vacant, possible former gas station and auto repair	building typically associated with gas station and/or auto repair	unkept property, paved areas in poor condition
522 University Ave.	21-1254-B	former construction business	none	vacant for sale and unkept property
544 Acme	21-1200	American Foods Facility	55-gallon containers outside building, possible UST(s)	none
601 Elizabeth Street	19-635	auto repair	none	none
610 ACME ST	21-2036-1	American Foods Group	55-gallon containers store outside	none
614 Elizabeth Street	21-2266	Carboline Global facility	protective coatings manufacturer	none
620 University Ave.	7-596	American Foods	Catalyst Site #3	
701 N BAIRD ST	8-580	funeral home	none	none
710 N BAIRD ST	8-187	SS Peter and Paul Church	none	none
712 N QUINCY ST	7-520-A	household appliance distributor	none	none
716 N JACKSON ST	7-531	Green Bay Transit Center	none	none
St Anthony Drive	21-283	Former Brown County Mental Health Center	Catalyst Site #5	

Catalyst Site Descriptions

Five large brownfield sites identified within the UA Corridor have been identified as “catalyst” sites (see Figure 2.5D). Each of these sites meets the definition of a brownfield site per CERCLA § 101(39) as well as eligibility criteria for use of EPA funding to perform site-specific reuse planning. These five sites were chosen as catalyst sites based on their close proximity to the new Veterans Administration (VA) Clinic and the great potential for redevelopment of these sites to amplify the economic impact of the VA clinic as well as catalyze the occurrence of additional revitalization projects in the corridor. A detailed description of each catalyst site is provided below.

1. Former Tillman's Nursery

Catalyst Site #1 (shown in Figure 2.5E) is the 20+ acre former tree nursery and landscaping business located east of Interstate 43 and State Highway 54/57 interchange. The site location is less than ¼-mile southwest of the VA Clinic and serves as a key gateway for the City due to its high-visibility location adjacent to one of the largest highway interchanges in the City. The tree nursery and landscaping business operated from the 1980s to 2009. The site currently includes a vacant 5,525 sf retail building, storage buildings totaling approximately 3,000 sf, and a small pond. The former plant nursery on the east half of the site is now a large unpaved open area.

Because of the site's historic use as a tree nursery, contamination from use, storage, and application of bulk quantities of fertilizer and various herbicides and pesticides is possible. In addition, there is potential for undocumented historic fill materials to be present, particularly adjacent to the wetlands located along the northern site boundary that may be contaminated with hazardous substances.

In May 2011, Bay Environmental Strategies, Inc. (Bay Environmental) completed a Phase I Environmental Site Assessment of the site and identified two recognized environmental conditions (RECs) associated with the site. The first REC identified was two 4,000-gallon and 8,000-gallon aboveground storage tanks (ASTs) used to store unleaded gasoline and diesel fuel. These ASTs were

reportedly removed in 2009. However, no soil samples were collected during the ASTs removal. Bay Environmental recommended collecting soil samples in the former location of the ASTs to confirm the presence or absence of a petroleum release.

The second REC identified was a documented historic petroleum release from a former underground storage tank (UST). In 1994 a 1,000-gallon UST used to store unleaded gasoline was removed from the site and a gasoline release to soil and groundwater was reported to the Wisconsin Department of Natural Resources (WDNR). The release was assigned Bureau of Remediation and Redevelopment Tracking System (BRRTS) #03-05-001839. Environmental investigation was completed in this area between 1995 and 1999 to further define the nature and extent of gasoline soil impacts and included collection of soil and groundwater samples from numerous soil boreholes and groundwater monitoring wells. The extent of contamination was defined and gasoline-contaminated soil was disposed of. In 2000, WDNR-approved “closure” of the case conditional on the placement of a groundwater use restriction on the site to address a small area of residual contaminated soil and groundwater near the retail building.

Further assessment of soil and groundwater quality in the vicinity of the former ASTs is warranted, as well as assessment of potential hazardous substances used by the former plant nursery. Sampling and assessment of the buildings for lead based paint, asbestos containing materials, and other hazardous building materials is also warranted as a prerequisite for demolition or rehabilitation of site buildings. A site map depicting the known environmental concerns based on currently available information is shown on the previous page.

2. Former Packerland Packing Facility

Catalyst Site #2, shown in Figure 2.5F, is a vacant former corporate headquarters and large beef processing facility operated by Packerland Packing from 1960 to the late 2000s. The buildings remaining at the 33-acre site have a combined area of approximately 230,000 sf. The site is located on the south side of University Avenue just south of the Interstate 43 and State Highway 54/57 interchange. Located less than ¼-mile from the interchange and also approximately ¾-mile southwest of the VA Clinic, the site is in a superior location to capitalize on the redevelopment opportunities resulting from construction of the VA Clinic, as well as serve as a catalyst itself for additional development.

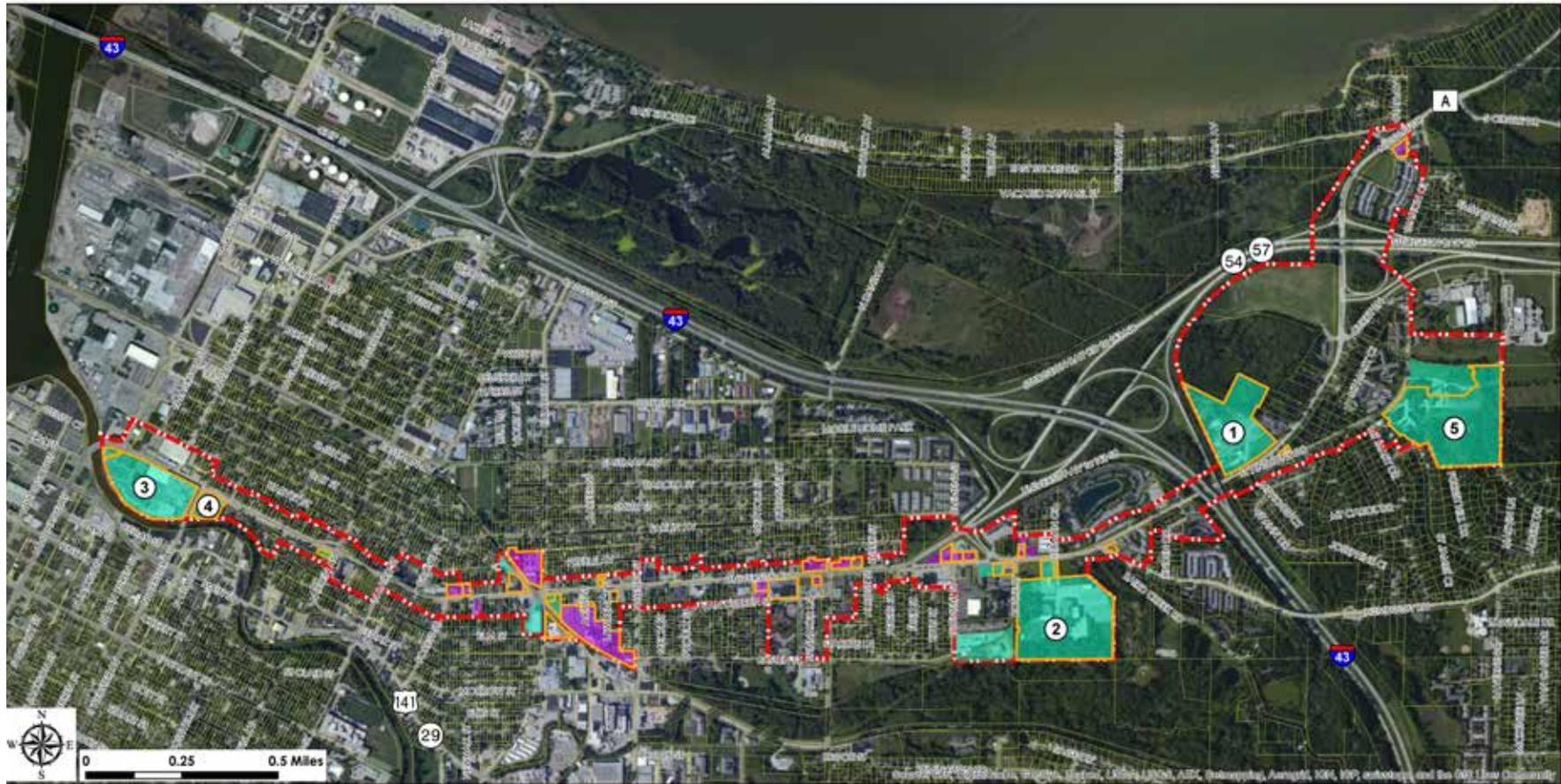


Figure 2.5D: Study Area brownfield sites

- Study Area Boundary
- Brownfields Based on EDR Information
- City Identified Future Brownfield
- City Identified Perceived Brownfield
- 1 Identified Catalyst Site

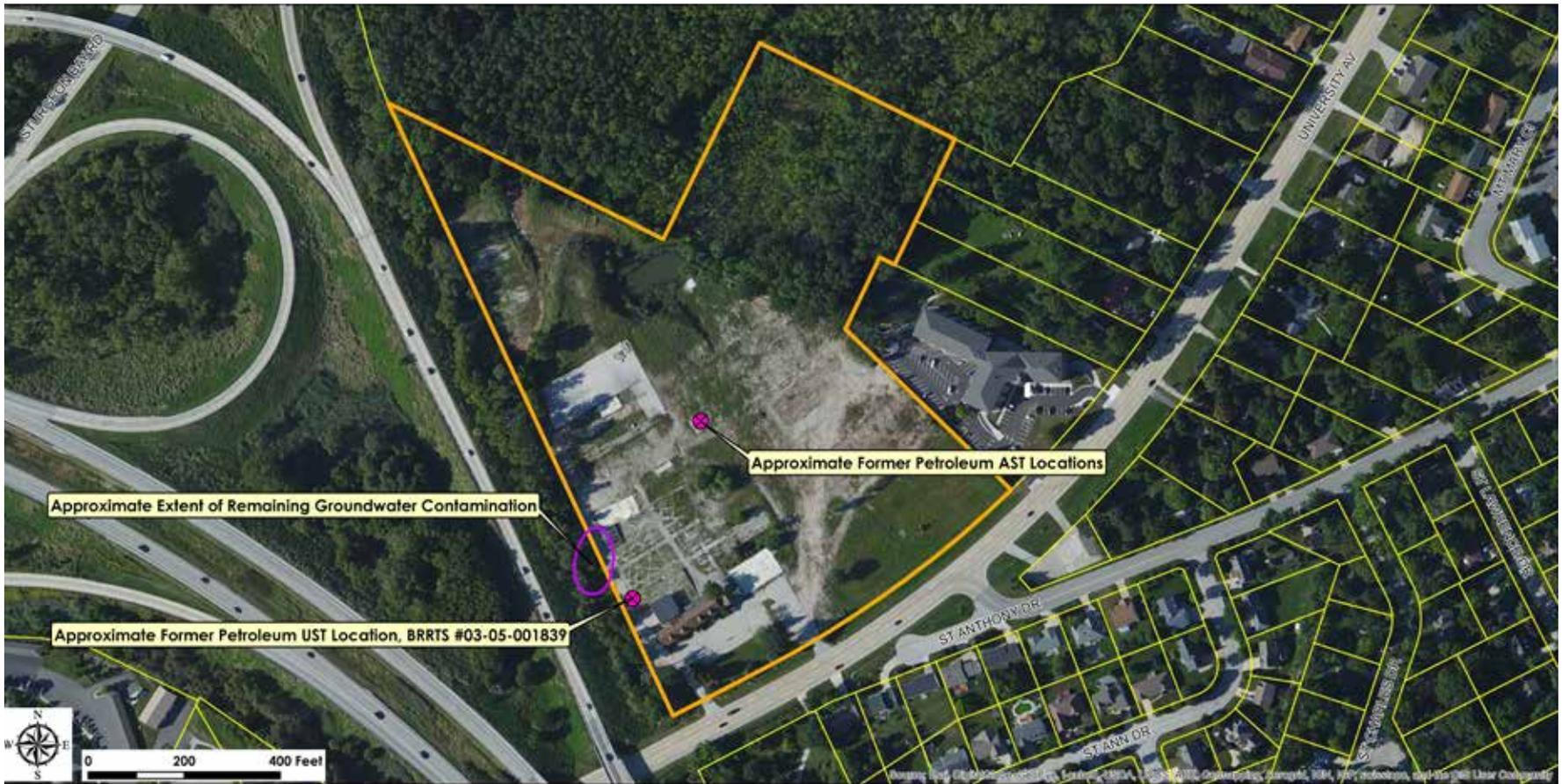


Figure 2.5E: Catalyst Site #1 (Former Tillman's Nursery)
Known Environmental Impacts

 Site Boundary

Note: The data presented on this figure is based on known information available to Stantec Consulting Services Inc. at the time of this study and does not represent an exhaustive search of all known or potential contaminants at the site. Specifically, Stantec cannot represent that the Property does not contain any hazardous or toxic materials or other latent conditions beyond that presented. Additionally, due to limitations of the investigation process and the necessary use of data furnished by others, Stantec cannot assume liability if actual conditions differ from the information presented on this figure.



Figure 2.5F: Catalyst Site #2 (Former Packerland Packing Facility) Known Environmental Impacts

 Site Boundary

Note: The data presented on this figure is based on known information available to Startec Consulting Services Inc. at the time of this study and does not represent an exhaustive search of all known or potential contaminants at the site. Specifically, Startec cannot represent that the Property does not contain any hazardous or toxic materials or other latent conditions beyond that presented. Additionally, due to limitations of the investigation process and the necessary use of data furnished by others, Startec cannot assume liability if actual conditions differ from the information presented on this figure.

The site overlooks a portion of the Baird Creek Parkway (part of the Brown County Park System) to the south. The parkway is connected to the Ice Age Trail, which extends to neighboring Door and Kewaunee Counties, and serves as a key ecological, recreational, and educational resource for Northeastern Wisconsin. One amenity within the parkway is the multi-use Baird Creek Trail. The close proximity of the parkway greatly enhances Catalyst Site #2's redevelopment potential.

In March 2011, JMM Consulting, LLC completed a Phase I Environmental Site Assessment for Catalyst Site #2 and identified the following RECs affecting the site:

- Used batteries scattered throughout the site buildings
- Drums/buckets/pails containing waste oil and other unknown liquids scattered across the site
- Drums and containers storing unused petroleum products and/or hazardous substances through the site buildings
- An area of disturbed soil east of the main site building
- Pad-mounted electrical transformers inside the main building that may store insulating oils containing Polychlorinated Biphenyls (PCBs)

The Phase I ESA also identified the site as a closed Leaking Underground Storage Tank (LUST) Site (BRRTS #03-05-001950). Soil contaminated by fuel oil was uncovered at the site during the 1994 removal of an 11,000-gallon UST. During 1994 and 1995, the extent of fuel oil-contaminated soil was defined and approximately 3,000 cubic yards of contaminated soil was excavated and placed in a "bio-pile" at the site to allow the fuel-oil contamination to naturally degrade. Although soil in the bio-pile was sampled in 2002 and petroleum concentrations were confirmed to be below regulatory limits, petroleum-contaminated soil and groundwater may remain at the site. The bio-pile of soil was then used to create a berm at the site and in 2003 the state regulatory agency closed the case.

WDNR records document two historic spills at the site. On September 6, 2000, approximately 18 gallons of diesel fuel spilled onto the ground surface from a leaking diesel generator on a rail car. The release was reported to the WDNR and a case number was created by the WDNR (BRRTS #04-05-364131). Contaminated soil resulting from the spill was immediately excavated and transported to an off-site disposal facility. On September 26, 2000, the WDNR closed the spill case. The second spill occurred on October 6, 2004, when approximately ten pounds of

ammonia leaked from piping associated with on-site refrigeration units. The release was reported to the WDNR and assigned BRRTS #04-05-542489. The WDNR reviewed the incident, determined that no action was required, and closed the case.

An Asbestos-Containing Material (ACM) investigation/abatement plan identified a significant amount of ACMs in the site buildings. The ACMs will require proper abatement before the buildings can be demolished. The Phase I ESA did not evaluate for the potential presence of lead based paint (LBP) in the site buildings. Since many of the site buildings were constructed before the 1980s, there is a greater likelihood for LBP to be present in existing buildings. A site map depicting the known environmental concerns based on information available at this time is shown on the previous page.

It is also worth noting that a petroleum release was also investigated and remediated at a former gasoline filling station and automobile service garage (I-57 Service Center site) adjacent to the northern site boundary (BRRTS c#03-05-001435). In 1993, gasoline-contaminated soil was discovered at the I-57 Service Center site and reported to the WDNR. The WDNR required additional investigation of the gasoline release. Between 1994 and 2000, soil and groundwater sampling determined the extent of gasoline-contaminated soil and groundwater, determining that gasoline-contaminated soil or groundwater did not extend into Catalyst Site #2. During 2003, the WDNR closed the case with residual soil and groundwater contamination still present at the site.

Soil and groundwater sampling conducted in response to gasoline releases did not assess potential petroleum releases typically associated with automobile service and repair (e.g. hydraulic oil, motor oil, lubricants, solvents, etc.). The filling station reportedly continued operations until after the investigation of the gasoline release was completed, resulting in the potential for newer releases of gasoline or other fuels to have occurred. Therefore, in addition to the known residual gasoline-contaminated soil remaining at the site, potential contaminant releases associated with automobile service and repair and more recent gasoline releases from continued operation of the filling station should be evaluated.

3. American Foods Group Facility

Catalyst Site #3, shown in Figure 2.5H, is a meat processing facility operated by the American Foods Group encompassing 17 acres between the East River and University Avenue. Five contaminant releases at the site (which includes two city addresses) have been reported to WDNR and assigned BRRTS case numbers, shown below in Figure 2.5F.

BRRTS #	Listed Address	Incident Type	Regulatory Status	Substance Released
04-05-516010	800 University Ave.	Spill reported 2/17/77	Historic spill	unknown petroleum
04-05-050536	800 University Ave.	Spill reported 4/5/95	Closed 4/11/95	5-gallons unknown petroleum
04-05-455741	800 University Ave.	Spill reported 8/24/98	Closed 8/31/98	5-gallons hydraulic oil
04-05-230535	800 University Ave.	Spill reported 8/10/99	Closed 8/11/99	5-gallons diesel fuel
02-05-512294	620 University Ave.	Soil contamination reported 9/25/13	Closed 9/7/04	Metals, petroleum, PAHs

Figure 2.5G: Catalyst Site #3 BRRTS cases

The four releases listed for 800 University Avenue appear to be associated with small petroleum spills that were immediately cleaned up and for which no further investigation or remediation was required by WDNR. In September 2003, metals, petroleum and polynuclear aromatic hydrocarbons (PAHs) were detected in soil and groundwater samples collected during an assessment conducted on-site (BRRTS #02-05-512294). Between September 2003 and July 2004, additional investigations determined that near-surface arsenic was the primary contaminant of concern. Petroleum-related compounds and PAHs were also detected in soil and groundwater samples collected at the site. In September 2004, WDNR closed the case subject to implementation of a deed restriction requiring maintenance of an impervious cap over the majority of the site to prevent direct contact with contaminated soil that remains near the surface.

A 550-gallon UST storing unleaded gasoline was reportedly closed or removed in 1998. In addition, installation of a 500-gallon AST storing waste and/or used motor oil was registered at the site in 1998. No additional information is publicly available documenting the status of these two tanks, including whether any environmental testing was performed

Although not documented in previous environmental reports, it is likely that undocumented historic fill materials are present at the site, particularly along the southern site boundary. The type and extent of the fill likely was documented during the soil and groundwater investigation conducted at the site. A review of records available at the local WDNR office or provided by the responsible party is recommended as a first step to evaluate historic fill.

4. American Foods Group Employment and Training Center

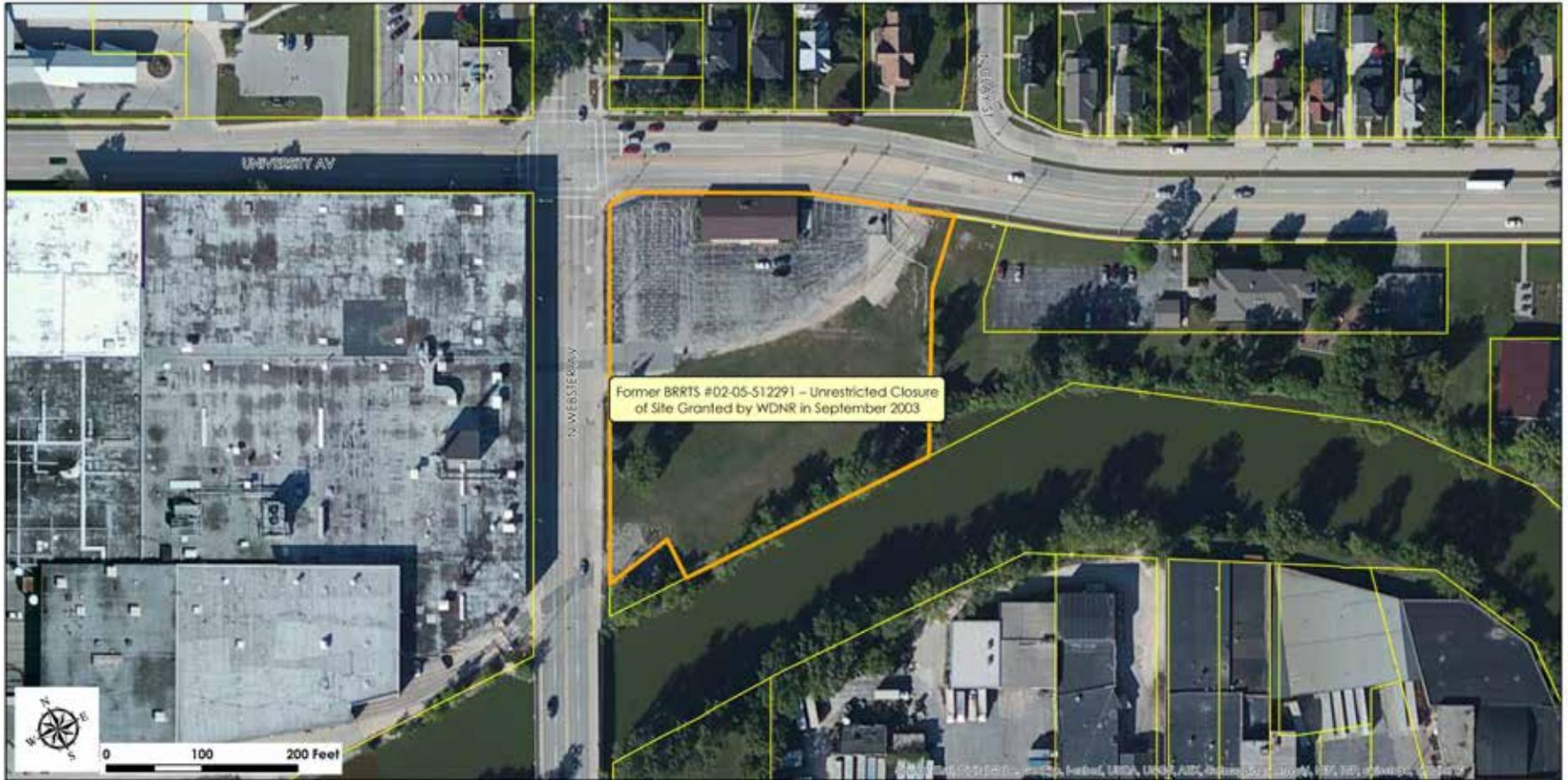
Catalyst site #4 (shown on Figure 2.5I) is 2.7 acres in size and is located on the south corner of University Avenue and North Webster Avenue and is vacant except for a 4,200 square feet (sf) building adjacent to University Avenue that occupies less than 4% of the site and is currently used by American Foods Groups as an employment and training center. The remainder of the site is covered by an asphalt parking lot or grass-covered vacant land. The site is currently underutilized, but with the anticipated revitalization of the UA Corridor, would be well positioned to attract redevelopment based on its location at the intersection of two major thoroughfares (University Avenue and Webster Avenue).

The southern edge of the property borders the East River and includes a strip of land targeted for future development of the East River Trail – a multi-use pedestrian trail that will extend along the East River and be connected to the existing Fox River multi-use trail. The construction of the trail will further enhance the redevelopment potential of the site.

Numerous ASTs presumed to have stored petroleum or hazardous substances were historically present at the site. However, no tanks are registered for the site on the State of Wisconsin storage tank database, or believed to remain at the site. A railroad spur constructed prior to 1938 and present through the late 1990s extended across the site. The spur is presumed to have serviced the main American Foods Group facility on the adjacent property to the west (Catalyst Site #3).

During September 2003, metals, petroleum compounds, and PAHs were detected in soil and groundwater samples collected at the site, and reported to the WDNR (BRRTS #02-05-512291). Between September 2003 and July 2004, additional investigations were conducted, followed by excavation and off-site disposal of contaminated soil and closure of the case with “no restrictions.” This type of closure suggests either that all contaminated soil and groundwater has been remediated or that residual concentrations of contaminants in soil and groundwater are below all applicable regulatory limits. The scope of the previous assessment is not known and may have been focused on limited areas of the site and may not have addressed additional environmental concerns such as the potential presence of undocumented fill materials in areas bordering the East River.

Figure 2.5I, a site map depicting the known environmental concerns based on currently available information is presented on the next page.



**Figure 2.5I: Catalyst Site #4 (American Foods Group Employment and Training Center)
Known Environmental Impacts**

 Site Boundary

Note: The data presented on this figure is based on known information available to Stantec Consulting Services Inc. at the time of this study and does not represent an exhaustive search of all known or potential contaminants at the site. Specifically, Stantec cannot represent that the Property does not contain any hazardous or toxic materials or other latent conditions beyond that presented. Additionally, due to limitations of the investigation process and the necessary use of data furnished by others, Stantec cannot assume liability if actual conditions differ from the information presented on this figure.

5. Brown County Mental Health Center Facility

Catalyst site #5 (shown on Figure 2.5K) contains a portion of the former Brown County Mental Health Center Facility, which operated from the early 1900s to the mid-2000s before being replaced by a new mental health center constructed approximately ½-mile to the east. The site includes an approximately 57,000 sf main structure composed of multiple interconnected buildings (a majority of which date to the early 1900s), as well as several more recently constructed buildings totaling approximately 23,000 sf in area.

The buildings are currently vacant and in increasingly deteriorated condition resulting in a blighting influence on adjacent residential subdivisions and vacant land owned by Brown County. A creek extending across a portion of the site could be improved during site redevelopment and is a prime environmental corridor that could greatly enhance the aesthetic characteristics of the site. The adjacent vacant land owned by Brown County represents additional property that could be incorporated into the overall revitalization planning for this area.

Brown County representatives indicated that Phase I ESA or soil/groundwater sampling has not been conducted at the site. Based on the size and age of the buildings, it is likely that coal was historically used in furnaces to heat buildings at the site. Given that a common practice during the early to mid-1900s was to dispose of coal ash on-site, a potential environmental concern is the possible presence of coal ash disposal areas containing elevated concentrations of various toxic metals and other contaminants.

The locations of the former USTs or any additional information regarding the USTs were not obtained. If the USTs were located at the site, additional investigation is required to determine if the USTs caused a petroleum release at the site. The AST remains at the site but is no longer in use and is located west of the power house building.

In 2013, Brown County began the demolition of the site buildings. The Brown County Planning Department indicated that ACMs were identified in buildings at the site and were properly abated prior to initiating building demolition during November 2013. The County intends to remove all buildings by 2015.

Type	Address	Size (gallons)	Contents	Current Status	Install/Removal Date
UST	2899 Saint Anthony Dr.	6000	diesel fuel	closed/removed	unknown/1991
UST	2899 Saint Anthony Dr.	750	unleaded gasoline	closed/removed	unknown/1988
UST	2899 Saint Anthony Dr.	6000	fuel oil	closed/removed	unknown/1991
AST	2900 Saint Anthony Dr.	6000	fuel oil	in use	unknown/-

Figure 2.5J: Known contaminants at Catalyst Site #5



**Figure 2.5K: Catalyst Site #5 (Brown County Mental Health Center Facility)
Known Environmental Impacts**

 Site Boundary

Note: The data presented on this figure is based on known information available to Startec Consulting Services Inc. at the time of this study and does not represent an exhaustive search of all known or potential contaminants of the site. Specifically, Startec cannot represent that the Property does not contain any hazardous or toxic materials or other latent conditions beyond that presented. Additionally, due to limitations of the investigation process and the necessary use of data furnished by others, Startec cannot assume liability if actual conditions differ from the information presented on this figure.

SECTION 2.6

UTILITY

INFRASTRUCTURE

Utility Capacity

Sanitary Sewer

The City of Green Bay Department of Public Works indicated that the sanitary sewer system, depicted in Figure 1.6A on the following page, is currently able to handle all flows and there are no known capacity issues. In the past, the system has adequately handled flows when previous businesses had occupied some of the numbered catalyst sites identified. However, any redevelopment along the corridor will require an evaluation of the existing system to determine whether it contains enough capacity to serve the proposed uses.

Most of the sanitary sewer along the University Avenue corridor is relatively new, approximately 30 years old. Some of the sanitary sewers that are off the corridor could be 90 years old or greater. There are no planned sanitary sewer improvements or upgrades scheduled at this time for the corridor or adjacent side streets.

Catalyst Site #1 will have a significant challenge when it comes to sanitary sewer service. The sanitary sewer is deep enough to service the existing building near the front of the property. However, the northern portion of the property, which is further from University Avenue, decreases in elevation. Therefore, getting gravity sanitary sewer service to a lower building would be challenging if not impossible without running an entirely new sanitary sewer from another direction.

The remaining four catalyst sites should not have any significant issues relative to physically providing sanitary sewer services.

In conclusion, the sanitary sewer system has in the past and is currently functioning adequately. As redevelopment occurs along the corridor, the system will need to be evaluated for capacity issues. Depending on the flows generated by new development, infrastructure may require improvements or limits placed on redevelopment.

Water Main

The water main along the corridor ranges in size from 10-inches to 16-inches in diameter with most of it consisting of 12-inch diameter pipe. Initial discussions indicate adequate capacity and pressure in the water system in this area; the water main could likely support an increase in the intensity of uses along the corridor through redevelopment. The leak/break history for this corridor is favorable and there are no plans for significant water main improvements along the corridor. In conclusion, it appears that the existing water system along the corridor is well-positioned to serve redevelopment.



Figure 2.6A: Study Area sanitary sewer system

- Cleanout
- Lift Station
- Manhole
- Force Main
- Gravity Main
- GBMSD Main
- Lateral Sanitary
- GBMSD Manholes
- Sanitary Sewer Basin Boundary
- Study Area Boundary

Storm Sewer System

Staff from the City of Green Bay Public Works indicated that there are known areas throughout the corridor that experience high water conditions, especially during significant rain events. The storm sewer system and critical basins that respond to these events are depicted in Figures 1.6B and 1.6C on the following two pages.

Areas in the corridor known to experience high water conditions are described here:

- The storm sewer on Webster Avenue between Catalyst Sites 3 and 4 is managed by a storm lift station due to the area's close proximity to the river.
- University Avenue near Acme Street has a tendency to experience high water due to downstream storm sewer size constraints on Elizabeth Street.
- University Avenue near Clement Street has experienced high water and has impacted properties, particularly the property bounded by University Avenue on the north and Fred Street on the west. However, City staff believes that much of these impacts were self-imposed and measures were taken about 5 years ago to remedy this issue. No complaints have occurred since. The property bounded by University Avenue on the south, Farlin Avenue on the north, and lying just west of Clement Street has been deemed to likely contain a significant amount of wetlands and will therefore have redevelopment limitations.
- The Clement Street storm sewer ultimately discharges into a ditch owned by the Wisconsin Department of Transportation. This ditch has a tendency to become overgrown with vegetation, which has a tendency to restrict flow, which then impacts the Clement Street storm sewer. City staff has worked with the State in an attempt to keep this ditch clear.

The City is considering storm sewer improvements on Elizabeth Street from University Avenue south to Main Street to aid in reducing the number of high water incidents in this area. Storm sewers have been improved within South Henry Street and Lawrence Street but are not connected due to property constraints between the two streets. Once the property constraints have been resolved and an easement granted to the City, the storm sewer between the two streets could be constructed, which could aid in the reduction of high water issues in this area.

Any potential redevelopment projects will need to conform to the City's Storm Water Management Ordinance which has water quality and quantity requirements for storm water runoff. There are no existing regional storm water management facilities along the University Avenue corridor.

Existing limitations to the storm sewer system must be evaluated in conjunction with redevelopment along the corridor. It is likely the existing system will require improvements in order to support the corridor's redevelopment potential.



Figure 2.6B: Storm sewer system inventory by location, line, and type





Figure 2.6C: Storm sewer inventory by critical basins

- ▭ Study Area Boundary
- Critical Basins**
- Baird Creek
- Duck Creek
- Green Bay
- Lower East River

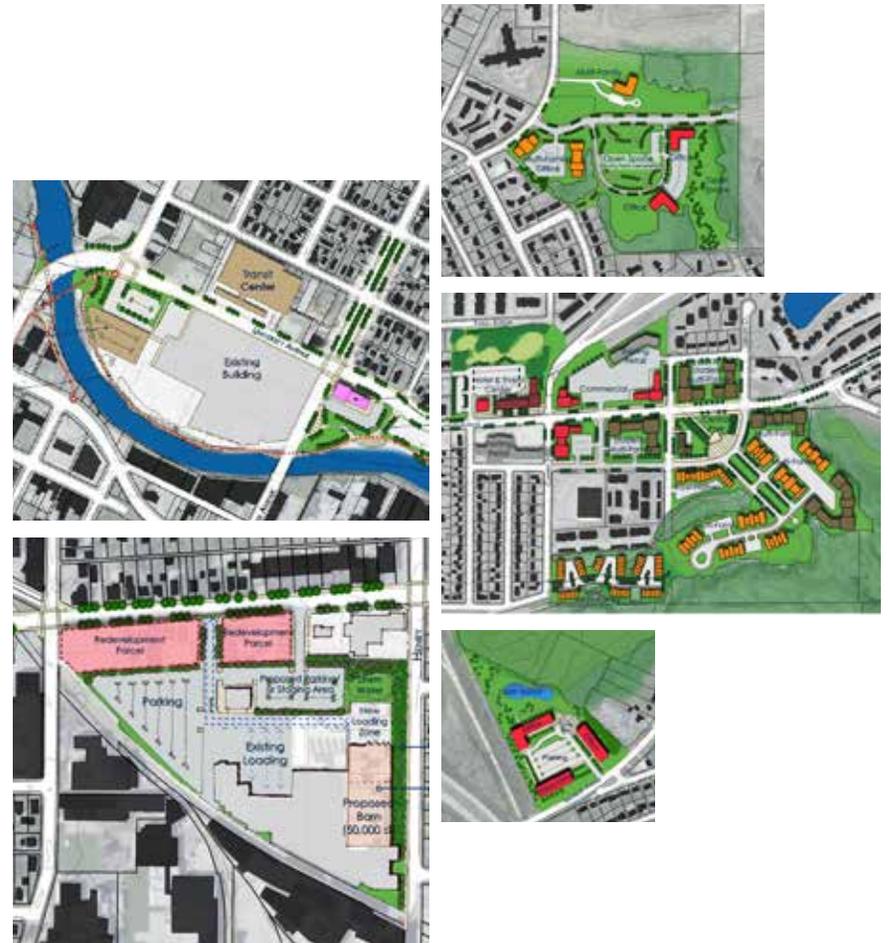
SECTION 3 UNIVERSITY AVENUE CORRIDOR PLAN

Introduction

The University Avenue Corridor Plan section is divided into three parts:

- Goals & Objectives
- Market Assessment/Economic Position
- Land Use Plan

The Goals section outlines the intent of the plan for University Avenue, with generalized statements of the vision for the Corridor. The Market section is an expansion to the Economic Assessment in the Existing Conditions section of this report, and the Land Use Plan summarizes the plans for the University Avenue Corridor overall, (each of the individual Catalyst Sites, land use segments, and other design and development issues and opportunities).



SECTION 3.1 GOALS & OBJECTIVES

A discussion process among the Community Steering Committee, community members, and business owners resulted in the adoption of the goals and related policies for the University Avenue Corridor.

Section 4 of this study further expands on the goals and policies with specific implementation steps. Each step in the Action Plan refers back to its supporting goals.



Figure 3.1: A series of Goals and Policies will provide a guideline for growth and economic vitality along the University Avenue Corridor

GOAL 1:

Encourage a profitable, positive, and safe environment by redeveloping the corridor with coexisting industrial, retail, commercial, and residential land uses.

- 1.1 Focus redevelopment efforts around proposed brownfield catalyst sites with mixed use activity nodes.
- 1.2 Encourage high-quality retail redevelopment along the front of the Elizabeth facility leased by American Food Group to create a commercial atmosphere at the University Avenue block face. *Implementation of this objective should not hinder American Food Group's present operation or access to the site.*
- 1.3 Encourage site improvements within recommended preservation areas.
- 1.4 Treat the portion of University Avenue between Webster Avenue and Forest Street as a residential preservation area. *Focus on supporting existing, aging residential areas and minimize land use changes.*
- 1.5 Treat the portion of University Avenue between Humboldt Road and Interstate 43 as a residential preservation area. *Focus on minimizing land use changes.*
- 1.6 Treat the St. Anthony Drive neighborhood as a preservation area. *Focus on minimizing land use changes and ensure that any changes necessary to support the adjacent planned business park do not diminish the existing residential character of this neighborhood.*

GOAL 2:

Support the existing business climate and carefully target new land uses to fill and improve vacant and underutilized sites.

- 2.1 Work with private entities to acquire and remediate known and perceived brownfield sites.
- 2.2 Work with private entities to acquire and facilitate redevelopment of properties that have a history of vacancy.
- 2.3 Encourage debris removal, and demolition (if necessary) at vacant properties so they do not detract from the area's visual aesthetic or deter future reinvestment.
- 2.4 Reduce commercial and residential vacancy rates along University Avenue and within Green Bay as a whole.
- 2.5 Leverage market potential of University of Wisconsin-Green Bay (UWGB) students and staff.

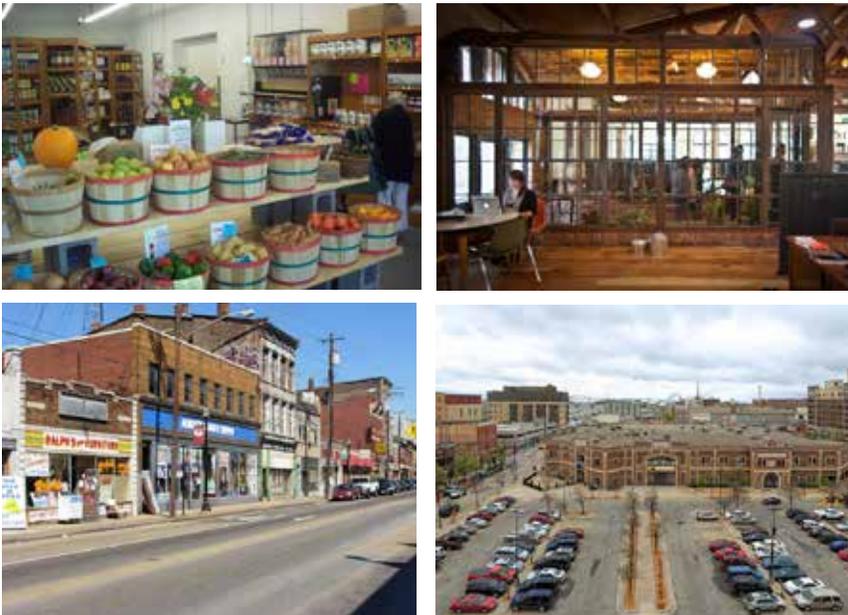


Figure 3.2: Revitalize existing businesses through renovation and introducing new development



Figure 3.3: Continued economic growth and vitality will strengthen businesses along the University Avenue corridor

GOAL 3:

Leverage existing public and private catalyst projects to continue economic growth and vitality throughout the University Avenue Corridor.

- 3.1 Continue to explore potential redevelopment sites near recent projects such as the American Foods expansion, reconstruction of Webster Avenue, the proposed research and technology park, and the private development for Veterans' housing, to add business and housing in appropriate locations to enhance these areas.
- 3.2 Develop distinctive design guidelines and streetscape elements reinforcing significant development and redevelopment projects along University Avenue.

GOAL 4:

Strengthen interaction among developers, business owners, residents and residential groups, and large property owners along University Avenue and the surrounding neighborhoods.

- 4.1 Encourage cooperation among the City of Green Bay, UWGB, and Northeast Wisconsin Technical College (NWTC) to attract new businesses to University Avenue.
- 4.2 Encourage participation of minority business owners in a formalized business structure, such as a minority-owned business association or emphasis area of a larger business association.



Figure 3.4: Encourage a mix of businesses along the corridor through developer and business owner cooperation



Figure 3.5: Promote interaction among a diverse population by supporting minority business owners along the Corridor

GOAL 5:

Encourage interaction among diverse population demographics along the corridor.

- 5.1 Encourage and foster minority business ownership along the corridor, without displacing existing viable business.
- 5.2 Initiate culturally-appropriate business retention efforts to support the corridor's existing businesses.

GOAL 6:

Improve gateways and corridor aesthetics between downtown and the UWGB campus to promote a safe and profitable environment within University Avenue and surrounding neighborhoods.

- 6.1 Capitalize on highway visibility and increase business presence in areas accessible from Interstate 43.
- 6.2 Encourage compatible and complimentary building types through form-based zoning code.
- 6.3 Work with public and private stakeholders to develop design guidelines for site-appropriate commercial development.
- 6.4 Concentrate commercial business districts on University Avenue in nodes at Elizabeth Street, Henry Street and Danz Avenue.
- 6.5 Develop a concentrated commercial business district on University Avenue at the relocated Clement Street node.



Figure 3.6: Concentrate commercial business districts at Danz Avenue and Clement Street



Figure 3.7: Enhance corridor with streetscape elements to promote placemaking

GOAL 7:

Encourage place-making along University Avenue through enhanced public infrastructure.

- 7.1 Develop a systematic program to enhance streetscape elements. Elements include trees, understory plantings, pedestrian-level lighting, transit shelter improvements, and utility burial where feasible.
- 7.2 Encourage private investment in streetscape enhancements. Elements include: parking lot island trees, understory plantings, transit shelter improvements pedestrian-level lighting, and bicycle and other pedestrian scale amenities.
- 7.3 Improve amenities in the public right-of-way.
- 7.4 Remove visual clutter, such as excess signage.

GOAL 8:

Develop multimodal traffic solutions that support safe and convenient access to the corridor by car, foot, bicycle, and transit.

- 8.1 Focus corridor improvements on options that increase connectivity to downtown, UWGB, and adjacent neighborhoods.
- 8.2 Target sidewalk improvements to create a cohesive pedestrian network.
- 8.3 Enhance the bicycling network with improvements to on-street and off-street facilities.
- 8.4 Improve crossing safety at intersections for pedestrians, including children and the elderly.
- 8.5 Build public awareness of alternative forms of transportation, such as transit, walking and bicycling.



Figure 3.8: Encourage pedestrian and bicycle connectivity



Figure 3.9: Promote the use of open space and protect environmentally sensitive areas

GOAL 9:

Reinforce a positive relationship between the corridor and nearby environmentally sensitive areas.

- 9.1 Reduce greenhouse gas emissions along the corridor by increasing the convenience of alternative forms of transportation, such as transit, walking and bicycling.
- 9.2 Introduce best management practices to reduce stormwater runoff from corridor land uses to protect wetlands and other environmentally sensitive areas.
- 9.3 Develop future design concepts that do not disrupt capped brownfield areas.

GOAL 10:

Consider implications on future generations for sustainable development and redevelopment in the University Avenue corridor.

- 10.1 Integrate flood prevention and mitigation efforts into development and redevelopment policies to prepare for the likelihood of increased major storm events.
- 10.2 Encourage development and redevelopment projects to reduce energy consumption.
- 10.3 Encourage development and redevelopment projects to reduce wastewater generation, volume of materials taken to landfills, and stormwater runoff.
- 10.4 Encourage development and redevelopment projects to improve air quality, recycle and reuse materials.

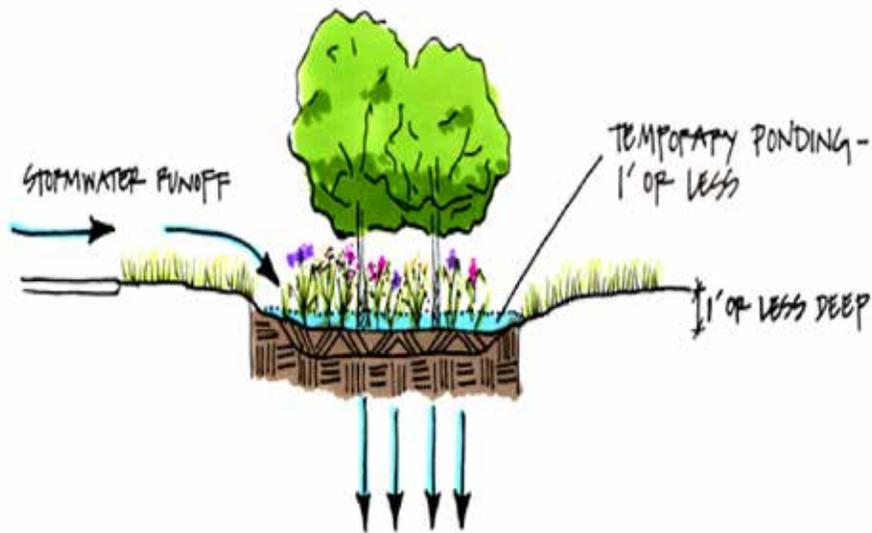


Figure 3.10: Typical Rain Garden diagram



Figure 3.11: Promote the use of permeable pavers in parking lots



Figure 3.12: Rain gardens help with stormwater runoff



Figure 3.13: Utilization of rain barrels help the environment and can provide water for irrigation systems

SECTION 3.2 MARKET ASSESSMENT/ ECONOMIC POSITION

Characterizing the University Avenue Corridor

The UA Corridor traverses some of the oldest and newest parts of the city and thus encompasses a wide variety of uses and characteristics, all of which influence the Corridor's economic function and potential for redevelopment. The following sections describe segments of the Corridor and their important attributes.



Figure 3.14: Bayview Plaza is an example of commercial uses along the Corridor

Quincy Street to Forest Street

The Quincy Street to Forest Street section of the UA Corridor (Figure 3.15) has very little commercial activity. It is dominated by several large properties including the American Foods plant on the west end and the Boys and Girls Club on the east end. In between, other large institutional uses include a school, church, and the metro region's transit center. Scattered among these large properties are a mixture of single family homes and small multifamily properties. None of these large properties generate significant demand for commercial activity. Therefore, any new development would either be small residential infill projects, which would serve the existing local market, or very large-scale projects requiring significant acreage, which would catalyze neighborhood-wide change. The greatest potential for such large-scale change would be along the western end of this section where proximity to the Downtown and possible access to the East River would enhance market opportunity.

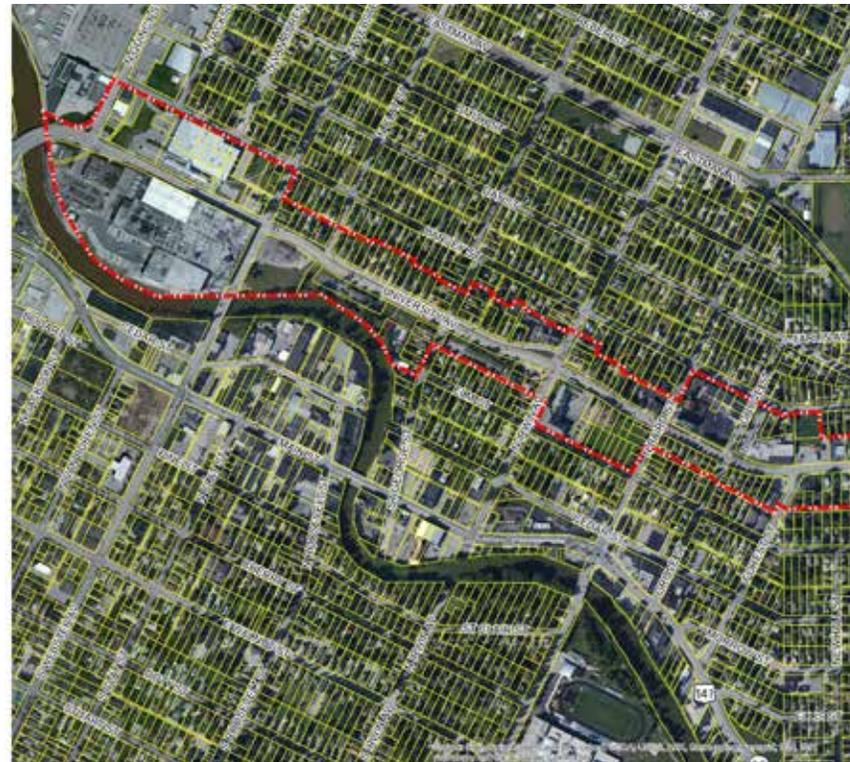


Figure 3.15: Quincy Street to Forest Street segment

Forest Street to Henry Street

When traveling east from downtown, Forest Street marks the point where the UA Corridor begins to become more commercial. From Forest Street to Henry Street (Figure 3.16), the commercial properties are dominated by service uses that cater almost exclusively to the local household base and consist mostly of older single-use structures or buildings that have been adapted to commercial uses, many of which are old houses that have been converted to bars, small shops, and offices. Any signs of new investment are often difficult to detect in this section of the corridor due to the lack of cohesion among the various types of stores and properties. The Elizabeth Street intersection is the key node in this section of the Corridor. However, it has some of the lowest traffic counts for a key cross street, which impedes the ability of nearby businesses to attract customers from a wider trade area. The presence of a railroad crossing and several larger industrial properties also influence the character of this area.

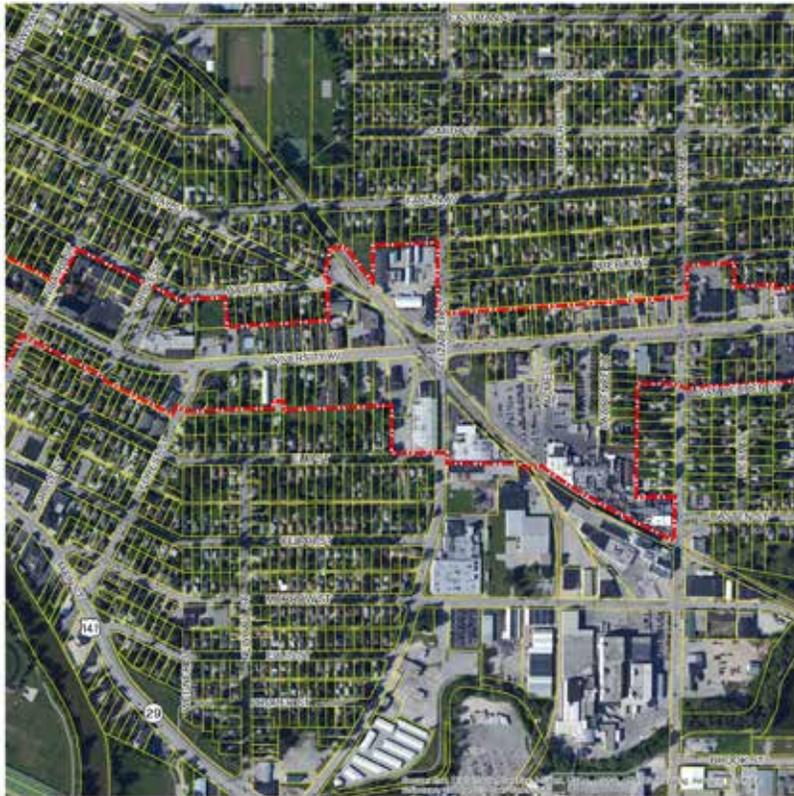


Figure 3.16: Forest Street to Henry Street segment

Henry Street to Fred Street

East of Henry Street (Figure 3.17) the UA Corridor transitions into a more traditional commercial corridor with examples of both local and chain retailers, largely supported by a slightly more affluent household base and closer proximity to I-43. The key intersection in this stretch of the Corridor is Danz Avenue. Traffic counts along Danz Avenue are some of the highest among cross streets and there are several significant retailers and shopping centers that anchor the area, including the University Market, Walgreen's, and University Square. Although this area is clearly the commercial heart of the Corridor, it contains numerous older properties that prevent the district from having a truly cohesive feel that could be easily branded to strengthen the business climate and potentially attract shoppers from beyond the immediate area.



Figure 3.17: Henry Street to Fred Street segment

Fred Street to Rothe Street

The section of the UA Corridor between Fred Street and Rothe Street (Figure 3.18) has the most potential for immediate transformative change. It contains several underutilized commercial properties that have been impacted by changing transportation patterns. More importantly, the area is located near the interchange of Sturgeon Bay Road and I-43 and could capture traffic along those roadways. Finally, it is proximate to the new Veterans Administration Outpatient Clinic (Milo C. Huempfner) and UWGB campus, which are strong generators of commercial activity. Therefore, if new transportation patterns could be introduced to this area there would be increased potential to support a significant amount of new development.

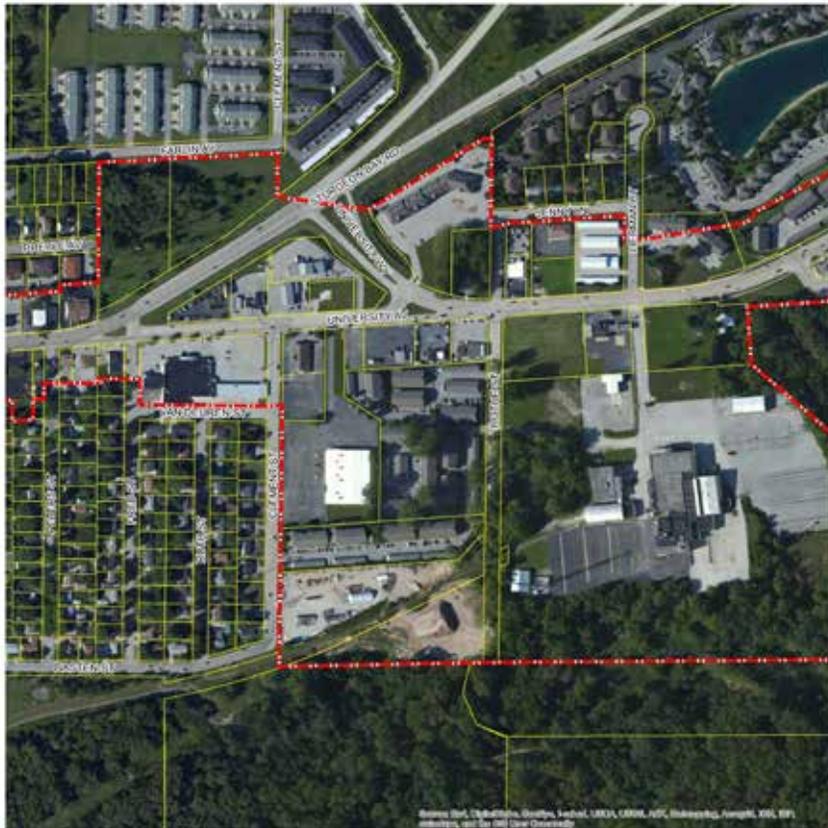


Figure 3.18: Fred Street to Rothe Street segment

Rothe Street to UW-Green Bay Campus

This most easterly section of the UA Corridor has the newest development, the biggest traffic generators in the new Veterans Medical Center and UWGB, and the most affluent surrounding household base. Nonetheless, the area has large stretches in which single-family homes back up along the Corridor thus preventing any significant redevelopment.



Figure 3.19: Rothe Street to UWGB Campus segment

Market Opportunities

Housing Market

As indicated in Section 2.3, Economic Assessment, the housing market in the Green Bay area is beginning to strengthen after the recession. The for-sale market is starting to experience price increases in response to an improving economy, fewer foreclosures, and greater consumer confidence. Nevertheless, pricing on the whole has yet to return to pre-recession levels. Therefore, development opportunities are only limited to areas where amenities are the highest and demand is the strongest.



In the western half of the UA Corridor, housing is older and smaller and thus sells well below the region's average sales price. Therefore, demand is largely limited by the local market's ability to pay for new for-sale housing, which is almost non-existent. The exception would be the possibility that key sites nearest the downtown (e.g., American Foods or the transit center) were to be redeveloped into a large-scale project that transformed a broad area. The potential to directly connect to the downtown and leverage the East River as an amenity could conceivably unlock a market currently not drawn to the UA Corridor. However, the level of both public and private investment needed to attract buyers that could afford market rate pricing would be substantial.

Demand for market rate, newly constructed housing in the western half of the UA Corridor is predicated on significant public investment

Further east and closer to I-43, the ability of the local market to afford new for-sale housing improves; however, the cost to prepare sites for for-sale housing may require higher densities compared to what is commonly found in this section of the

A variety of housing types at varying densities would have market support in the eastern half of the UA Corridor

UA Corridor. However, with several large opportunity sites that could accommodate significant new development, a variety of housing types at varying densities (e.g., single-family homes on smaller lots or townhomes) would have market support, especially if there are strong pedestrian connections to nearby recreational or commercial amenities.

The rental housing market is currently very strong. In the Green Bay region, as of 2014, apartment vacancy is below 3% and the average rent has increased more than 10% in the past three years. This indicates strong pent up demand for rental housing throughout the metro region. In east Green Bay, rents are generally 10-15% lower than the rest of the metro area; however, vacancies are well below market equilibrium and rents have been rising rapidly, thus indicating pent-up demand as well. Moreover, new apartment development in east Green Bay has lagged behind other areas of the metro region, which suggests that there is additional pent-up demand in the market for new rental product with features and amenities desired by today's renter.

The UA Corridor can support approximately 200 new apartment units over the next five years. This estimate is derived from two important findings. First, housing demand is closely associated with employment and household growth. Therefore, employees of the new VA Outpatient Clinic and students from UWGB will be important sources of demand for new housing, especially along the eastern end of the UA Corridor. Second, since 2010, the Green Bay metropolitan region has built on average about 400 multifamily units per year. If this rate of growth is to continue and 10% of it could be captured along the UA Corridor, given the presence of the VA Clinic, UWGB, and some strategic public investments, 40 units of housing per year on average could be developed (or 200 units over a five-year period).

VA employees and UWGB students are important sources of demand for new housing in the UA Corridor

Multifamily Housing:
40 units/year
200 units in a 5-year period

Retail Market



As presented in Section 2.3, a significant amount of local household dollars are spent outside of the UA Corridor. This is due to several reasons. First, a small trade area constrains the retail potential of the UA Corridor, which is hemmed in by downtown Green Bay to the west, the Bay to the north, sparse

settlement to the east, and the East Town retail district to the south. East Town is east Green Bay's preeminent retail district with 1 million square feet of retail space compared to the UA Corridor's ½ million square feet of retail space.

Second, lower than average household incomes surrounding the UA Corridor means there are fewer discretionary dollars that can support a wide variety of retailers. For example, many chain retailers often have minimum income thresholds that need to be met before they locate in a trade area.

Third, the UA Corridor's retail presence lacks a physical and visual cohesion. This is because many properties are scattered and cannot take advantage of being in close proximity to complementary businesses. Also, there are no easily recognizable entry signs, banners, monuments, landmarks, or other features that help visitors orient themselves to the Corridor. The lack of cohesion is a barrier to creating an identity for the Corridor that can be branded and used to attract visitors from beyond the immediate neighborhoods.

There is opportunity to capture demand near Sturgeon Bay Road and I-43

On the positive side, the retail market is currently on an upswing. Retail vacancy throughout the metro area and in the UA Corridor has been steadily declining over the past 24 to 36 months. Also, the segment of the Corridor near Sturgeon Bay Road and I-43 does not take full advantage

of the freeway interchange. Thus, there is an opportunity to alter transportation patterns and capture a greater share of local demand and, more importantly, demand from outside the trade area.

There is potential to enhance retail opportunities by concentrating activity at key nodes instead of letting it spread along the entire Corridor. Allowing it to spread has contributed to a disjointed feel and new investment can often be overwhelmed by numerous older properties that have not been reinvested in. Key nodes would include the intersections at Sturgeon Bay Road, Danz Avenue, and Henry Street.

Concentrate retail activity at several key nodes

It should be noted that the retail industry has been undergoing significant change in recent years due to the impact of on-line shopping and demographic shifts. Internet retail has forced traditional brick-and-mortar retailers to emphasize quality of the shopping experience over value. To some degree, retailers can manipulate their store settings to enhance the shopping experience. However, the public sector is more and more likely to play a bigger role in helping to make the shopping experience more interesting through improvements to the public realm, such as enhanced streetscapes, more pedestrian connections between blocks, improved wayfinding, strategically placed open space/public art, etc. This is especially true along traditional commercial corridors such as the UA Corridor where the public realm and right-of-way are essential to the visitor experience.

The other significant change to the retail industry is demographic. The Baby Boom generation is aging into retirement, which means their spending habits have shifted away from convenience in support of raising families to more experiential activities. At the same time, the children of the Baby Boom generation, the Millennials, are starting to form their own households and impact the retail industry in important ways. For example, the Millennials are the first truly internet-based generation. As a result, they have a strong propensity to shop for goods and services on the Internet. However, their digital lifestyles, dominated by smart phone technologies, also mean they place a high value on experiences that can't be "virtualized" or adapted to an electronic medium. Therefore, places that facilitate social interaction by using all five senses (sight, smell, hearing, touch, and taste) and merge it with discretionary shopping are rapidly rising in demand.

Places that merge **social interaction** with **discretionary shopping** are rapidly rising in **demand**

Office Market



Across the Green Bay region the office market has generally remained stable over the last several years with overall vacancy that has oscillated between 10% and 12%. Despite a stable market, a large office building under development in the downtown (320 North Adams) with over 250,000 square feet of space will increase supply in the market and thus likely absorb most of

the short-term demand for office space. Further limiting future demand for office space is a trend toward less space per employee. Less space per worker is being driven by increased levels of telecommuting and greater emphasis on smaller workstations.

The market for office space along the UA Corridor is negligible. The Corridor contains just over 100,000 square feet of office space, which is less than 1% of the metro market. Furthermore, the current vacancy rate is close to 20%, which is almost twice the metro-wide vacancy rate. In addition, the close proximity of the Corridor to the downtown clearly has an impact on office demand because any large user that would benefit from a location on or near the Corridor would likely prefer a downtown location. Also, the vast majority of office needs in the Corridor mostly consist of small professional service firms catering to the local household base (e.g., attorneys, accountants, tax preparers, chiropractors, dentists, etc.). In addition, because of the lower rents at many of the aging retail spaces along the Corridor, many professional service firms can afford retail space and benefit from its greater visibility.

The market for office space along the University Avenue corridor is negligible

Although current market conditions do not support significant office development along the UA Corridor, there are two possible segments of the Corridor that may be exceptions. First, as noted previously, the American Foods site is very close to the downtown. Therefore, any future redevelopment of the site, in which it is connected to the downtown, would present opportunity for significant new office development. Second, the VA Outpatient Clinic will likely be a catalyst for ancillary medical office space (e.g., specialty clinics, labs, records storage, etc.) in the vicinity of the clinic. These office users will prefer to be as close to the medical center as possible and also have visibility from I-43.

The **VA Outpatient Clinic** will likely be a **catalyst for** ancillary **medical office** space



SECTION 3.3

LAND USE

PLAN

Introduction

The Land Use Plan for the University Avenue Corridor is organized in various generalized land use segments illustrated on the Future Land Use map. These are illustrated on the attached map and discussed below, following the corridor west to east. The segments are:

- Urban Industrial Transition (Quincy to Webster)
- Webster Gateway
- Residential & Neighborhood Services Preservation (Webster to Forest)
- Commercial Transition (Forest to Elizabeth)
- Urban Industrial Transition (Elizabeth to Lawrence)
- Commercial Transition (Lawrence to Alrose/Turek)
- Residential Improvement (Spinnaker Lane)
- Commercial Gateway (Clement/Triangle)
- Residential Expansion (Packerland site)
- Residential Preservation (Humboldt to I-43)
- VA/Medical Commercial Expansion
- Residential Preservation (VA Medical Center Area)
- Business Park Transition (Brown County site)
- University Gateway (University Avenue and East Shore Drive)

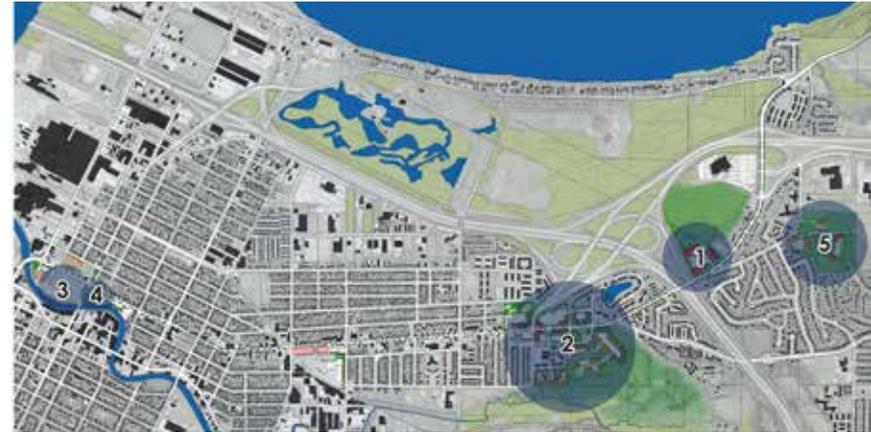


Figure 3.20: Catalyst sites along University Avenue Corridor

The five Catalyst Sites are included in certain segments, with concept development plans for each, plus a concept plan for redevelopment around the Elizabeth Street facility of American Foods.

There are three gateways identified:

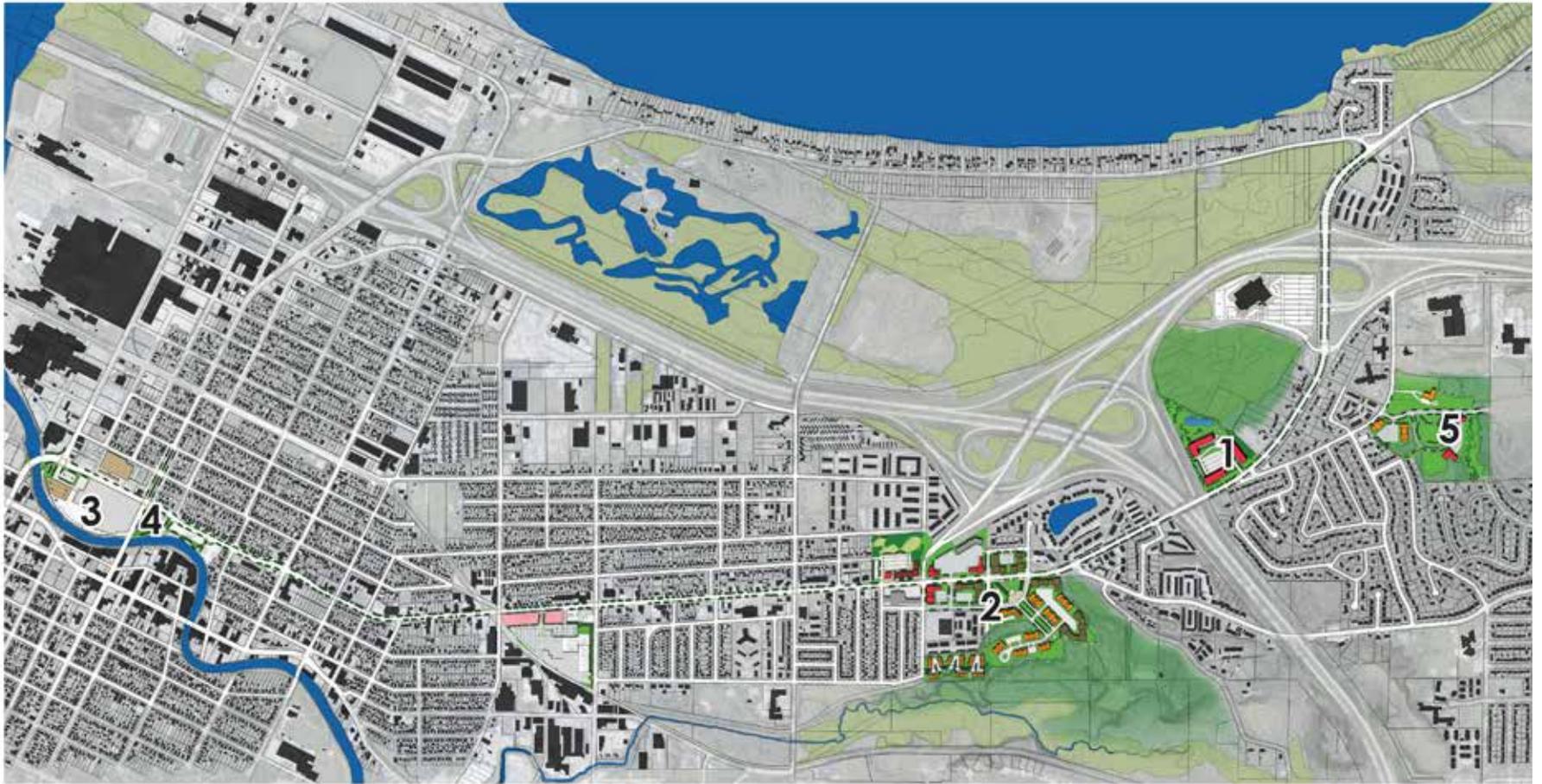
- Webster (west end on the way into Downtown)
- Clement (central, off I-43 at the Triangle)
- University Gateway (east end on the way to UW-Green Bay)

One of the key recommendations is to unify the appearance and character of University Avenue with refined streetscape elements. This is shown on the concept plans as a simple series of street trees, although it would involve much more than landscaping.

The combined intent of various design efforts are illustrated on the attached Overall Corridor Concept with the five Catalyst Sites highlighted.

Pedestrian connections are also important in the corridor and the attached trail and pedestrian connections map illustrate the overall intent for University Avenue.

Overall Corridor Catalyst Sites



University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Project # 193804423
8.26.14 

Figure 3.21

Draft Land Use Plan



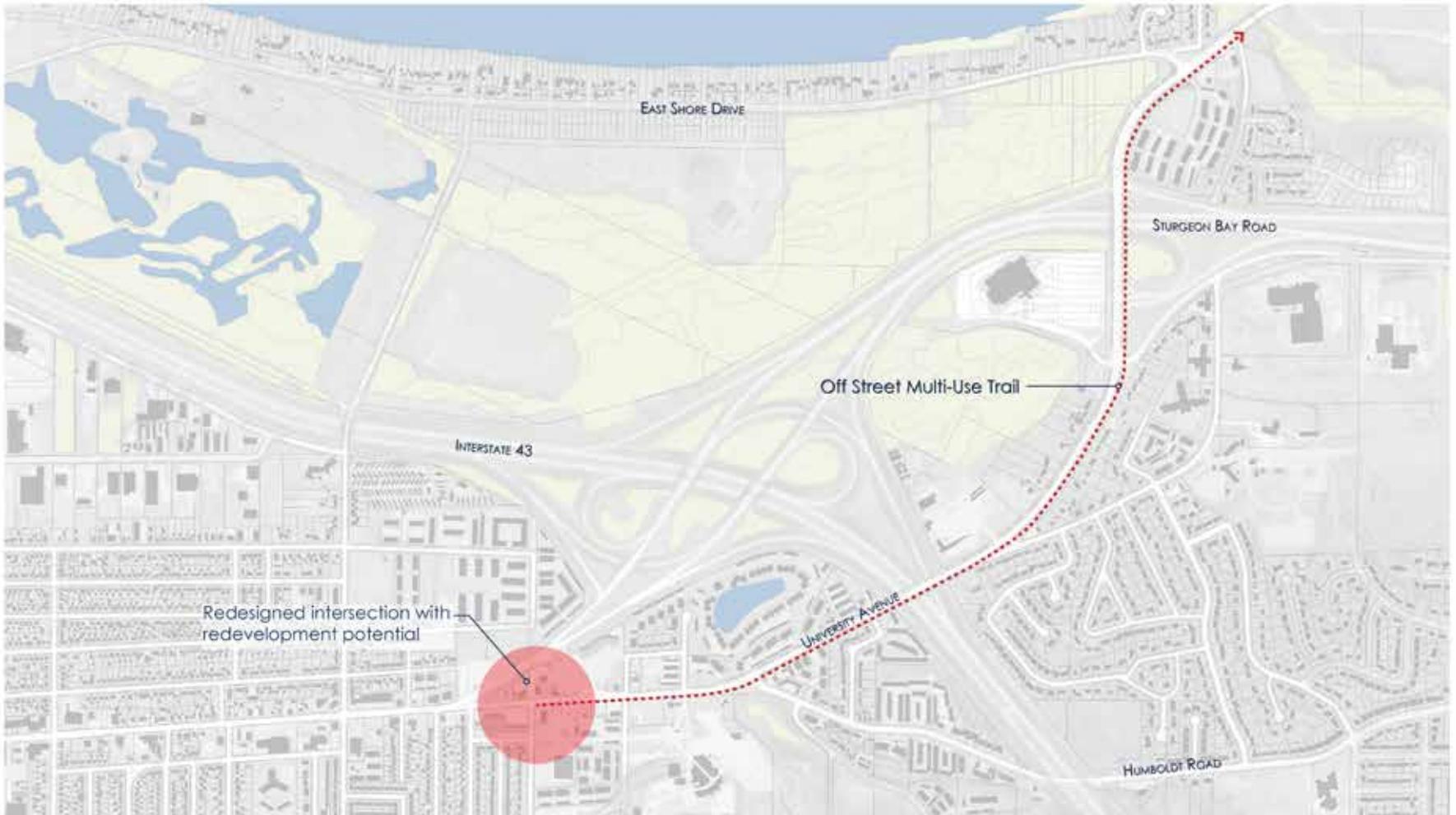
University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Project # 202304-025
MAY Stantec

Figure 3.22

Trail Concept



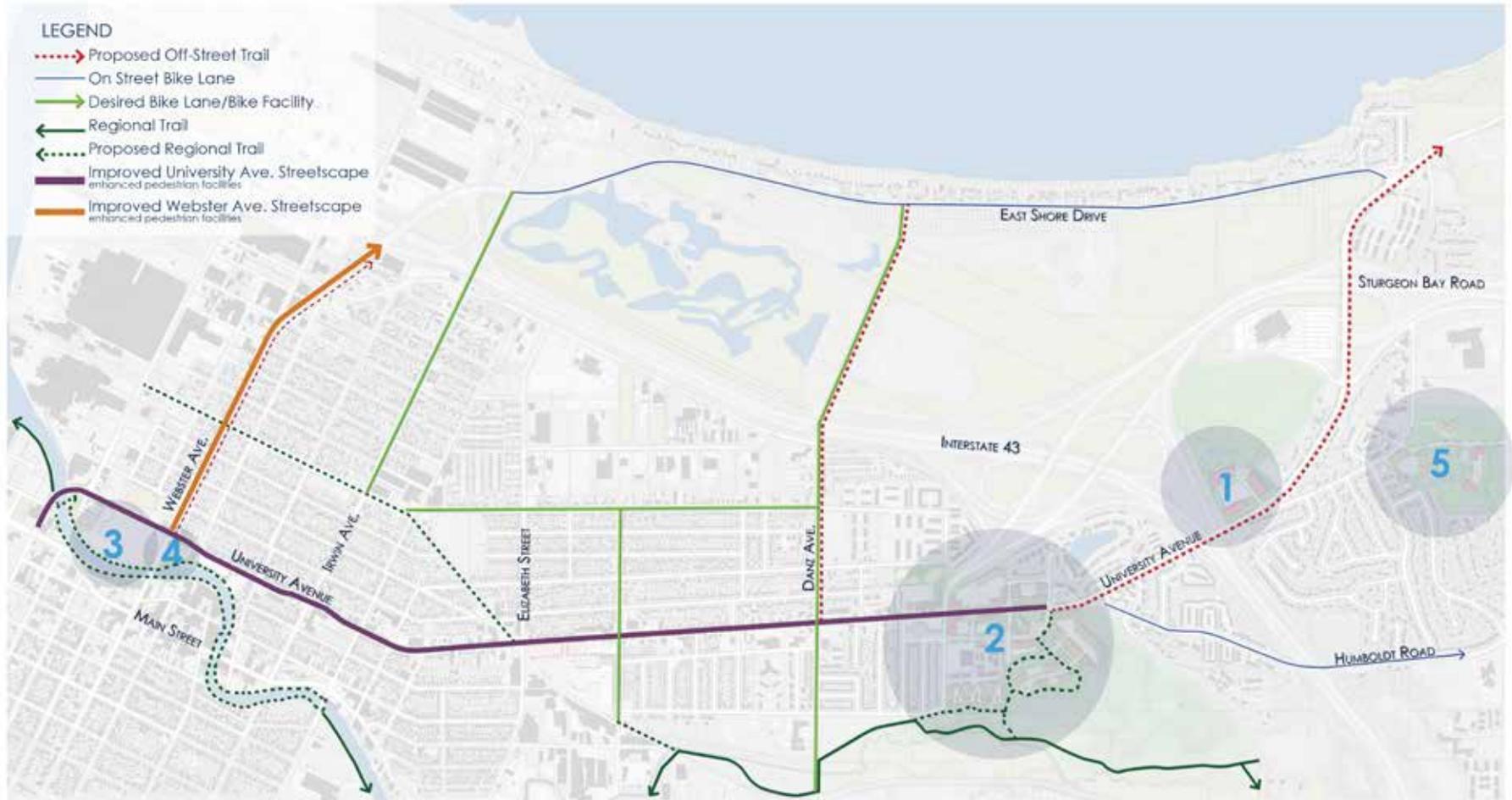
University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Figure 3.23

Project # 192804423
Stantec

Pedestrian Connections



University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Figure 3.24

Project # 192804425
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Urban Industrial Transition

(West end of University Avenue – Quincy to Webster)

The first Urban Industrial Transition area is the American Foods Group facility site between Quincy and Webster. In this context, “transition” means that the site will remain Industrial but will provide transitions to the other uses along the corridor. As the first property entering the University Avenue corridor from downtown Green Bay, it occupies an important gateway role in the corridor. A gateway feature is indicated in concept plans for the site, which might consist of a structure, signage, and lighting to announce the beginning of the University Avenue district.

The property is guided Industrial reflecting its continued use as a major industrial facility, even as it changes and grows, and as University Avenue changes around it. As a transition area, significant impacts such as noise or traffic should be buffered to neighboring uses, and sidewalk and trail connections should be created and maintained, while protecting the surrounding neighborhood to these impacts.



Figure 3.25: American Foods Group Facility

The property is Catalyst Site #3. The intent is that the facility will remain and expand, including the additional need for parking. Any new development on the site would follow the intent of this University Avenue Corridor Study supporting the visual quality of University Avenue by following requirements of form-based codes to be developed. It will also be important to utilize sustainable on-site stormwater practices, especially given the site's location on the East River, so that this important natural resource can be protected and enhanced. There may be elements of a redevelopment plan that are eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.

A key feature of this site is its link in the continuation of the East River Trail, located on trail easements behind the facility on the East River. The plan will require adequate buffers and separation for the safety of both trail users and users of the American Foods facility.

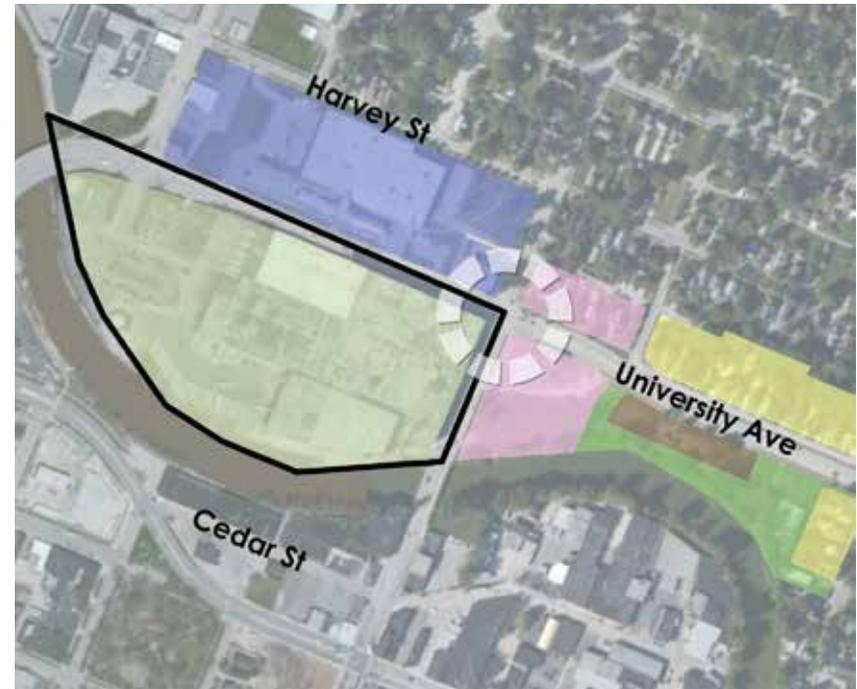


Figure 3.26: Urban Industrial Transition - American Foods Group facility

The site will remain as a large industrial use, but as it redevelops it should contribute to the streetscape character that will be developed along University Avenue, which will feature street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible. It is also across the street from the current training facility on Webster Avenue, which is slated for redevelopment. As the training facility is redeveloped with mixed uses or American Foods Group offices it will become an important node on the corridor. Any changes to the east side of the American Foods facility should strive to enhance this corner.

The site is across the street from the Transit Center and therefore an important site in the City's transit system as well. It will be important to make sure pedestrian crossings at both Quincy Street and Webster Avenue are maintained and enhanced.



Figure 3.27: Catalyst Site #3 - Concept Plans

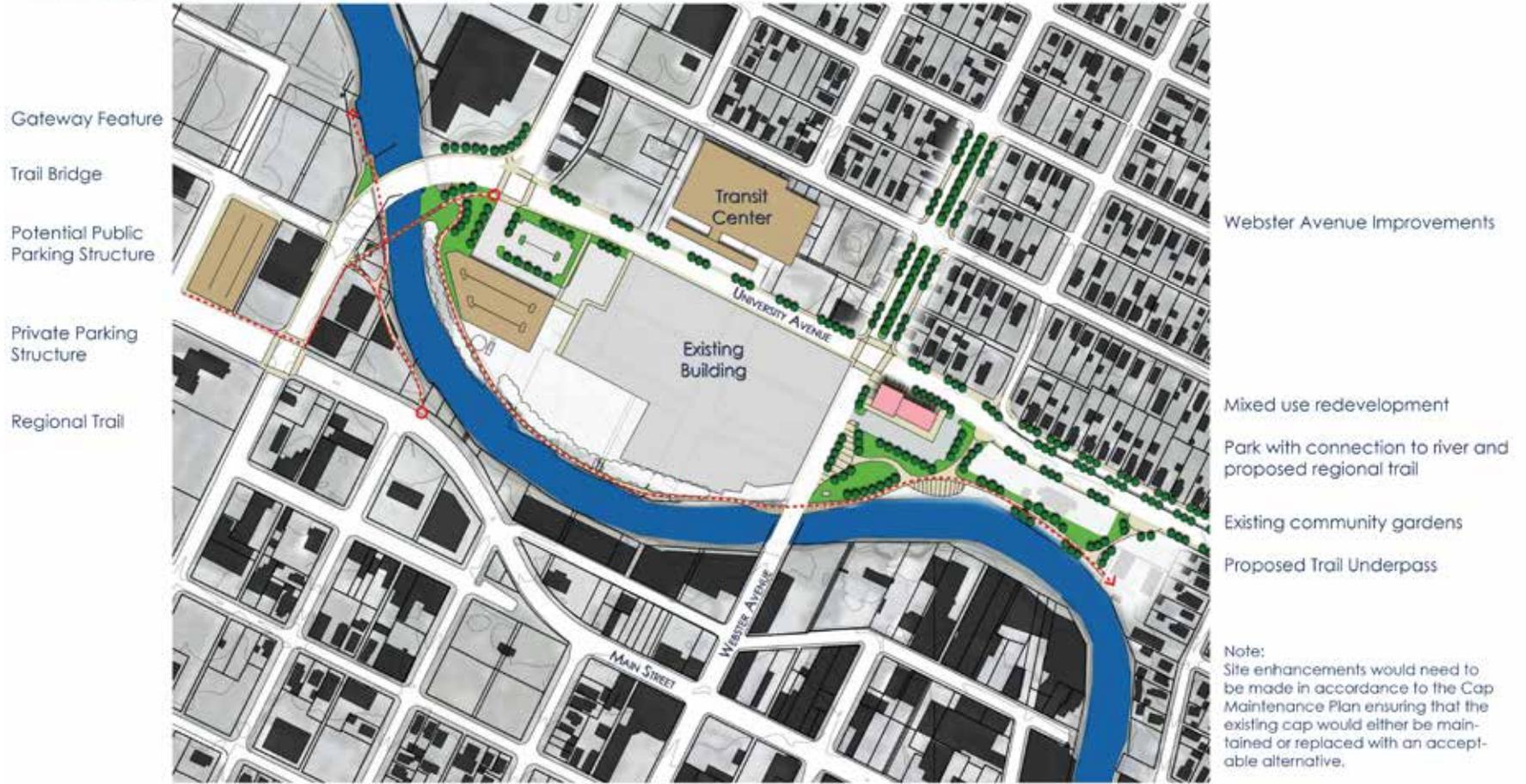


Figure 3.28: Catalyst Site #3 - American Foods Group facility



Figure 3.29: Future East River Trail behind American Foods site

Catalyst Site 3&4 - Concept A



University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Project # 193804123
B.5.4 

Figure 3.30

Webster Gateway

Webster Avenue and University Avenue is the first major intersection on the west end of the corridor and is designated the first gateway intersection. As a gateway, the area around Webster and University serves more than just a signage function – it could establish a design character with building materials and design, street trees, landscaping, pedestrian level lighting, pavement, putting utilities underground, and other streetscape elements. Many of these standards will be developed by the City through a recommended creation of an overlay district with form-based code requirements that support the corridor's visual quality.

The City's Transit Center is just west of Webster Avenue and the area therefore is important in the City's transit system. As a key pedestrian generator, pedestrian crossings at Webster Avenue should be maintained and enhanced, including analyzing signal timing to reduce waiting times and improve the pedestrian experience. Furthermore, design improvements such as paving, striping and other elements to provide clarity and safety for pedestrians is needed.



Figure 3.31: Green Bay Transit Center



Figure 3.32: Webster Avenue Gateway generalized land use plan

As part of the Olde North neighborhood, improvements to the Webster Gateway will incentivize sustainable on-site stormwater practices to reduce overall runoff from development and redevelopment. Development here will also be part of the proactive plan to be created that will mitigate effects of new construction in the floodplain this area.

A key site at this intersection is the current American Foods training facility on the southeast corner. The site is Catalyst #4. It is slated for reuse or redevelopment as Mixed Use, and will be a key site in establishing a new character and functioning of this gateway area.

There is currently a median along University Avenue on either side of Webster Avenue. Webster is being reconstructed as a boulevard providing a gateway experience to Downtown and University Avenue. Following completion of Webster Avenue reconstruction, highway signage from I-43 should redirect downtown visitors toward the Webster Avenue exit.



Figure 3.33: Webster Avenue at University Avenue



Figure 3.34: American Foods Raining facility site

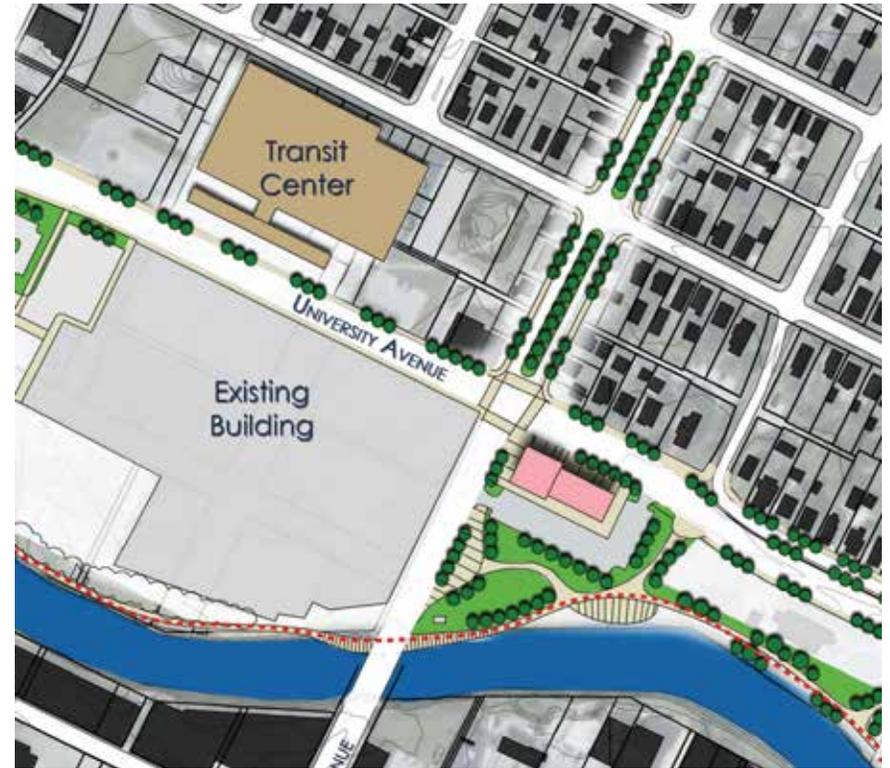


Figure 3.35: Webster Avenue Gateway concept plan

Webster Street –
new boulevard

Existing residential

Gateway feature

New commercial/
mixed use

American Foods Group
existing facility



UN UNIVERSITY AVENUE CORRIDOR
BROWNFIELD REDEVELOPMENT PLAN

Webster Avenue Gateway
University Avenue & Webster Street



View

Figure 3.36: Webster Avenue Gateway illustrative redevelopment sketch

Residential & Neighborhood Services Preservation (Webster to Forest)

The first Preservation area is the Residential and Neighborhood Services Preservation area between Webster and Forest. "Preservation" in this context means the area is generally stable with few land use conflicts, but it does not mean keep everything the same and do nothing. What is called for is housing maintenance, with public support if necessary, code enforcement to ensure City standards are maintained, and enhancement of blighted properties.



Figure 3.37: Preserve and rehabilitate residential and concentrate commercial uses

Connectivity is a key issue along the entire University Avenue corridor, and in the Preservation areas maintaining, enhancing, and creating connections is important.

This segment is largely residential, with both single family and multi-family housing, but there are also commercial uses, public and private schools, a funeral home, a church, and open space on the corridor.

Many of the single family homes are on a frontage road on the north side of University Avenue between Clay and Irwin. This protects these homes from the constant traffic on University Avenue and also protects University Avenue from these extra driveways.

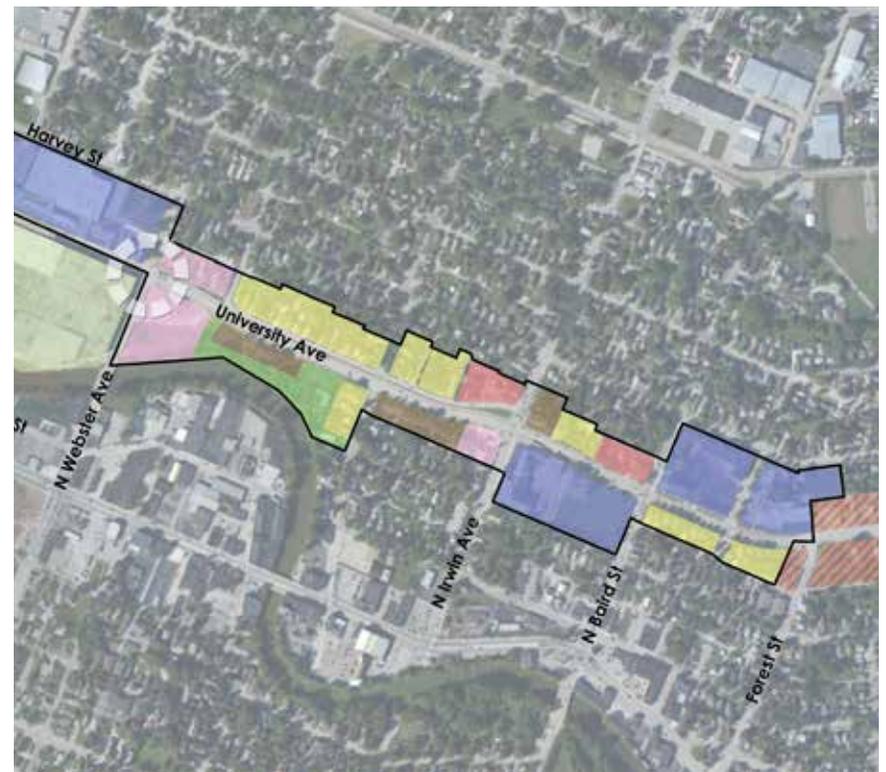


Figure 3.38: Residential Preservation generalized land use plan

Discussion on the corridor plan has targeted the area between Webster and Forest for housing renovated, to insure its continued maintenance and stability. As this area is rehabilitated it will follow form-based code requirements that support the corridor's visual quality. This segment is part of the Olde North Impact Area between Webster and Baird identified in the City's 2013 CBDG Action Plan, which outlines a number of steps and programs to improve housing and the neighborhood environment.

The Olde North area is also prone to flooding and recommendations in this University Avenue study call for a proactive plan to mitigate effects of new construction in the floodplain near Webster Avenue.

As the area develops there could be a systematic program to enhance the University Avenue streetscape with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible. These elements should be developed and supported by community-based initiatives to facilitate and implement the urban design elements of this plan.



Figure 3.39: The intent is to preserve the mix of neighborhood uses this segment

Commercial Transition

(Forest to Elizabeth)

The commercial transition areas are for areas that will transition to a different concentration of land uses over time. In this first Commercial Transition area between Forest and Elizabeth the intent is for marginal or struggling commercial areas to be concentrated at the node around Elizabeth Street. This will result in better interconnection among commercial uses at the node and recognize and protect entrepreneurship and cultural character in these areas.



Figure 3.40: Commercial Transition generalized land use plan

To achieve the transition, blighted or vacant commercial properties would be removed and replaced with residential or mixed use. The depth of commercial lots would be increased at the Elizabeth Street node, and parking lot connections would be required between the commercial uses – new or retrofitted – plus installing and marking pedestrian connection to building entrances from the street. This is the so-called “weed and feed” strategy – weed out struggling locations and feed the uses at commercial nodes with more viable uses.

This transition would involve upgraded design standards to meet the new form-based and other design standards to be adopted to improve the visual quality of the corridor. This would also involve streetscape enhancements with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible. Redevelopment would incentivize sustainable on-site stormwater practices to reduce overall runoff created, to be reviewed by the City during site plan review.



Figure 3.41: The intent is to concentrate redeveloped commercial uses at nodes, like at Elizabeth Street

The CN rail line crosses University Avenue near Elizabeth Street. One of the recommendations of this study is to work with the railroad's sole user – a feed mill in Luxemburg, about 15 miles east of Green Bay – to determine if they can be incentivized to relocate to another portion of the region, enabling recapture of the railroad right-of-way for a trail. From Luxemburg east, the former rail line is a trail connection to Lake Michigan at Kewaunee.

A number of roadway and traffic issues are part of the recommendations for this area. Businesses in the area should work with the Wisconsin DOT and the City of Green Bay Department of Public Works to reduce or eliminate traffic and loading issues. In addition, concentrating vehicular access points to reduce driveways along University Avenue will improve traffic and safety.

Walking can be encouraged by analyzing signalized intersections for opportunities to reduce pedestrian waiting times and increase crossing times, which is part of an on-going effort by the City.



Figure 3.42: Rail crossing at University Avenue near Elizabeth Street

New commercial/
mixed use

New commercial/
mixed use

New commercial/
mixed use

Streetscape
elements

American Foods Group
Elizabeth facility (behind)

Plaza/streetscape



UN UNIVERSITY AVENUE CORRIDOR
BROWNFIELD REDEVELOPMENT PLAN

Elizabeth Street
at University Avenue



Figure 3.43: Elizabeth Street illustrative redevelopment sketch

Urban Industrial Transition

(Elizabeth to Lawrence)

The Urban Industrial Transition area between Elizabeth and Lawrence aims to keep the industrial uses in place while creating redevelopment parcels on the University Avenue frontage, and helping concentrate commercial/mixed uses at Elizabeth Street.

In doing so, the keys to this transition area are to handle the edges and connections – provide adequate protection from the negative impacts of the industrial uses – traffic, trucks, parking, noise – while allowing the residential uses to remain and improve.

Like all segments of the corridor, new development and redevelopment will follow form-based code requirements (to be developed), will incentivize sustainable on-site stormwater practices to reduce overall runoff, and will follow the intent to create a streetscape theme with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible.



Figure 3.44: Redevelopment of American Foods facility at Elizabeth Street - Concept plan

Traffic, loading, and livestock truck cleanup are issues at the American Foods Elizabeth Street facility, and all businesses to work with Wisconsin DOT and the City of Green Bay Department of Public Works to reduce or eliminate these concerns. Among the traffic issues are the number of driveways with direct access to University Avenue. Over time vehicular access points should be concentrated in fewer locations along University Avenue.

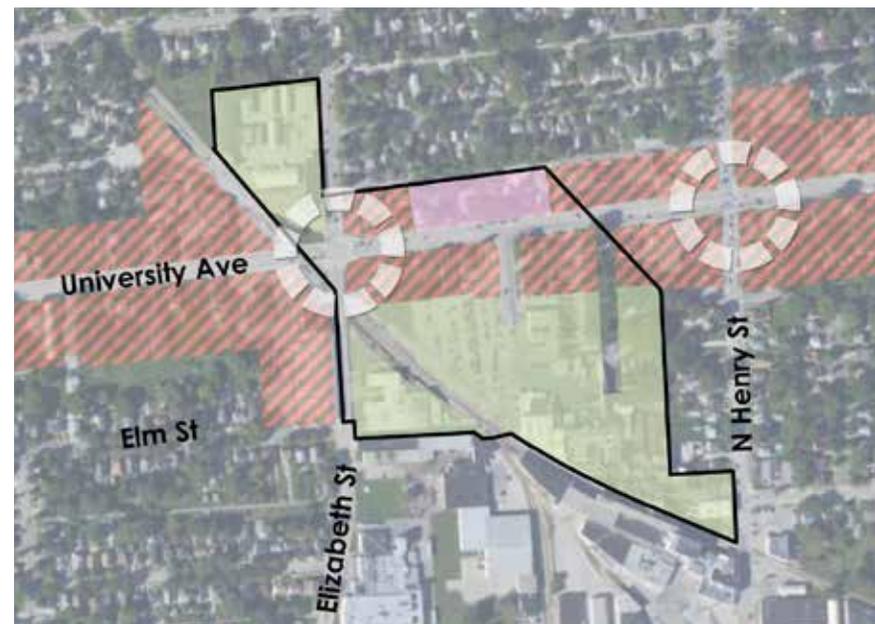


Figure 3.45: Urban Industrial Transition at Elizabeth Street - Generalized land use plan

Commercial Transition

(Lawrence to Alrose/Turek)

The Commercial Transition area between Lawrence and Alrose/Turek aims to concentrate commercial uses at two nodes in this segment: Henry Street and Danz Avenue.

The Transition areas are for areas that will transition to a different concentration of land uses over time. In this second Commercial Transition area between Lawrence and Alrose/Turek the intent is for marginal or struggling commercial areas to be concentrated at the nodes around Henry and Danz. This will result in better interconnection among commercial uses at the node and recognize and protect entrepreneurship and cultural character in these areas.



Figure 3.47: Commercial uses would be transitioned out



Figure 3.46: Commercial Transition generalized land use plan

To achieve the transition, blighted or vacant commercial properties would be removed and redeveloped with residential or mixed use. The depth of commercial lots would be increased at the nodes through strategic acquisition of properties or creation of easements, and parking lot connections would be required between the commercial uses – new or retrofitted – plus installing and marking pedestrian connections to building entrances from the street. This is the so-called “weed and feed” strategy – weed out struggling uses and feed the commercial node with more viable uses.

This transition would involve upgraded design standards to meet the new form-based and other design standards to be adopted to improve the visual quality of the corridor. This would also involve streetscape enhancements with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible. Such redevelopment would make roadway safety enhancements and provide support for entrepreneurs.

Redevelopment would also incentivize sustainable on-site stormwater practices to reduce overall runoff created, to be reviewed by the City during site plan review.

Another issue in this area is to improve street lighting along Danz Avenue to support frequent evening bicycling between the bay shore and University Avenue.

There are medians in University Avenue approaching both the Henry and Danz intersections, which is a traffic feature to be analyzed to ensure they provide consistent function, safety and aesthetics and support commercial growth at the commercial focus nodes.



Figure 3.48: Commercial uses would be concentrated at nodes - Henry Street (above) and Danz Avenue (below)



Residential Improvement

(Spinnaker Lane)

Improvement areas need significant upgrade but not a change of use. The Residential Improvement area on Spinnaker Lane would benefit from significant upgrade and updating of the buildings, grounds and streetscape.

This study recommends developing housing rehabilitation programs to support residential neighborhoods along the corridor, and this is one of them.



Figure 3.49: Spinnaker Lane is targeted for rehabilitation

With rehabilitation there need to be incentives for sustainable on-site stormwater practices to reduce overall runoff, and form-based codes to support the desired visual character.

University Avenue will embark on a systematic program to improve the streetscape with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible, and Spinnaker Lane can follow suit with its own similar program. This approach should involve a community-based initiative to facilitate and implement these urban design elements.



Figure 3.50: Spinnaker Lane streetscape elements could be improved



Figure 3.51: Residential expansion Basten St and N. Danz Ave.

Commercial Gateway (Clement/Triangle)

One of the major changes to the University Avenue Corridor envisioned in this study is the redesign of the “Triangle” near Clement Street, formed by University Avenue, University Way and Highways 54/57. With the realignment of roadways in the area new parcels would be opened for development and redevelopment, creating a new commercial node at this important gateway to University Avenue from I-43 – a new University Avenue/Clement Street intersection. There may also be merit in a TIF (tax increment financing) district for the University Avenue interchange areas.

The predominate uses in this redeveloped area will be commercial and housing, including significant student housing, located near the east end of the Corridor not far from UWGB, but also next to an active commercial area with many goods and services.



Figure 3.52: Commercial Gateway generalized land use plan at Clement Street



Figure 3.53: Redesign of the “Triangle” Clement will improve redevelopment options

A new park/urban plaza that serves as an amenity and gathering spot for the residents on the east end of the corridor is envisioned near the intersection at the former gas station at University Avenue and Liebman Street, just east of the Triangle. The City will need to explore the feasibility of this plaza and seek cleanup funding, which would be designed to serve as a cap for any contamination

The gateway area will establish a design character with building materials and design, street trees, landscaping, pedestrian level lighting, pavement, putting utilities underground, and other streetscape elements. Many of these standards will be developed by the City through overlay districts with form-based code requirements that support the corridor's visual quality. There might also be an entry sign or monument announcing the gateway to University Avenue with a structure, landscaping, signage or other elements.

Pedestrian crossings at this new intersection need to be carefully designed for bicycles and pedestrians, including analyzing signal timing to improve the pedestrian experience.

The Triangle area will also benefit from the proposed trail connection between Clement Street and UWGB. This area is within the segment suggested for developing a plan with Wisconsin DOT to reduce traffic speeds from the I-43 interchange to Danz Avenue.



Figure 3.55: Gateway concept plan would create commercial sites and an urban plaza



Figure 3.54: A new urban plaza would serve as a gathering place, anchor the east end of the redevelopment area, and cap any contamination.

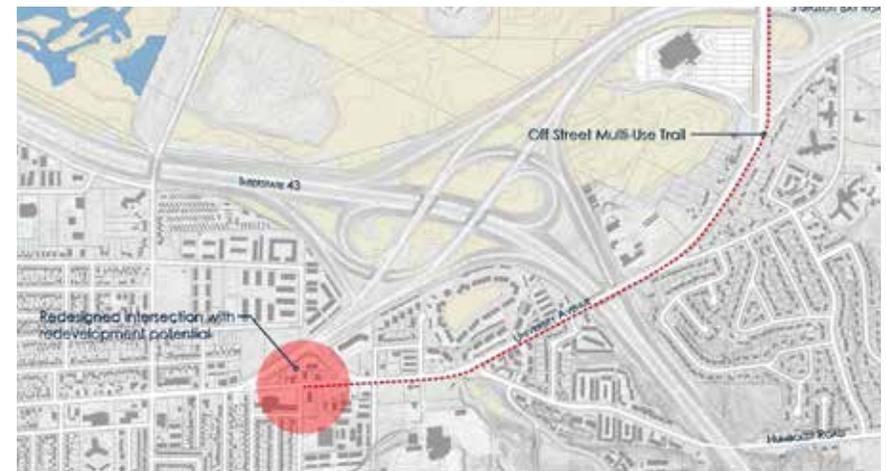
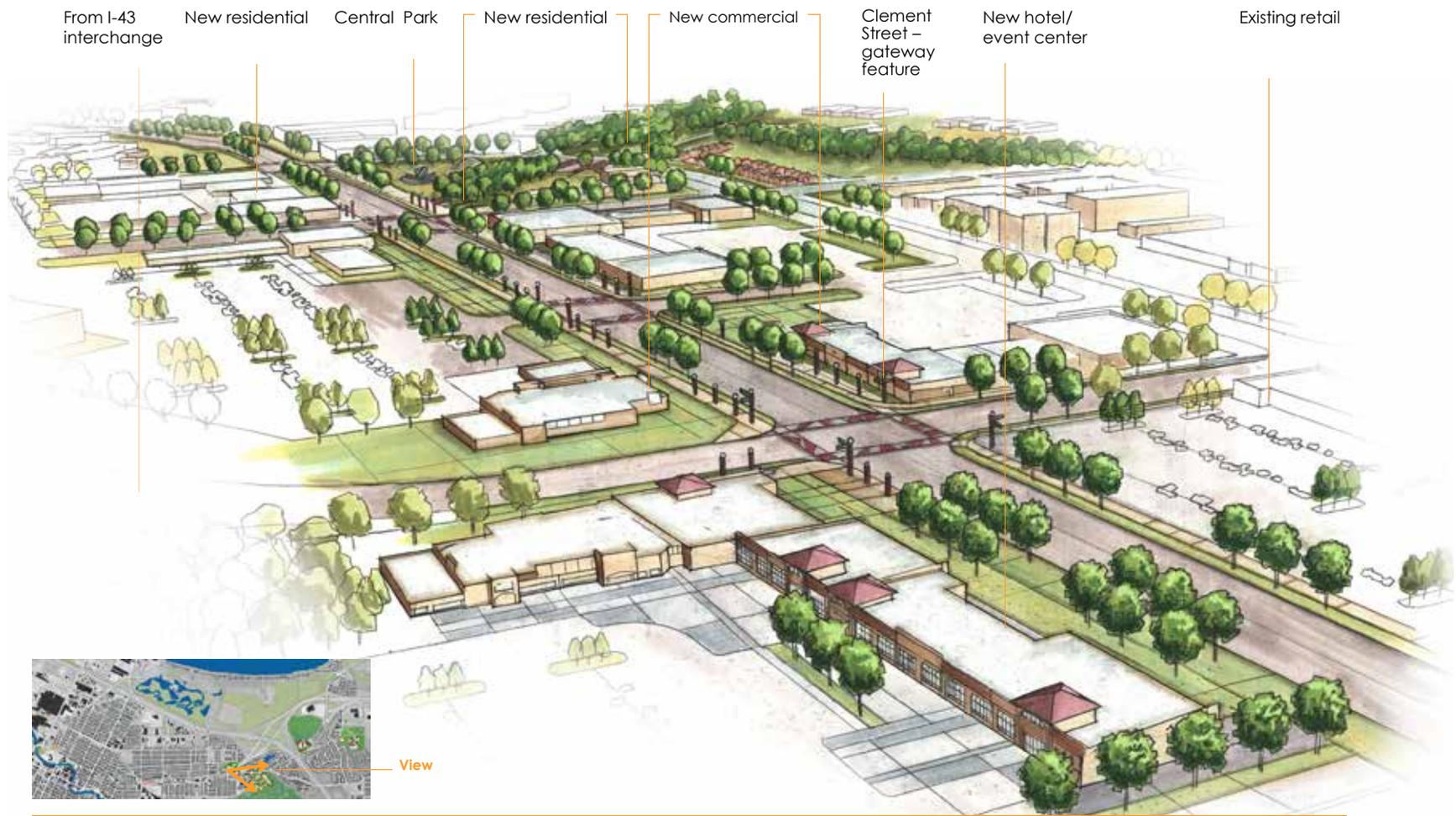


Figure 3.56: Trail connection concept



UN UNIVERSITY AVENUE CORRIDOR
BROWNFIELD REDEVELOPMENT PLAN

Clement Street Gateway
University Avenue & Realigned Clement/Triangle

Figure 3.57: Clement Street Gateway illustrative redevelopment sketch

Catalyst Site 2 - Concept A



University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Project # 103804423
8.06.14 

Figure 3.58

Residential Expansion

(Packerland Site)

Expansion areas have substantial vacant or underutilized land, as is the case with the Residential Expansion area on and near the former Packerland site – Catalyst Site #2 – located just south of the Clement Street Commercial Gateway, on both sides of Rothe Street. The Packerland site is east of Rothe; existing multi-family housing and large underutilized commercial site are located west of Rothe.

The Packerland site is in the southeast quadrant of the Rothe Street/ University Avenue intersection and will be an important part of the redevelopment of the Clement Street gateway. This plan envisions assemblage of parcels between the Packerland site and Clement Street requiring a master plan with shared circulation and parking. The plan also assumes rezoning the Packerland site and surrounding properties to facilitate the commercial, mixed use and residential uses in accordance with this plan.



Figure 3.60: Catalyst Site #2 Generalized land use plan



Figure 3.59: Packerland facility - Catalyst Site #2

The plan would coordinate quality mixed-uses and multi-family developments that are compatible to the current surrounding land uses, including residential neighborhoods to the east and west of the site. It is recommended that the owners/developers complete an inventory of existing buildings to determine if the structures can be adaptively reused, therefore reducing demolition waste.

As this area is redeveloped, the recommendation is also to add trail connections between the University Avenue/Humboldt Road trails and existing recreational trails.

The site is near Baird Creek to the south and care must be taken with this important natural resource; development plan should incentivize sustainable on-site stormwater practices to reduce overall runoff and improve water quality.

Some plan elements could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.



Figure 3.62: Concept plan for Packerland site



Figure 3.61: The plan recommends mixed use and multi-family housing

Given the Packerland sites' proximity to I-43, neighborhood retail, and open space, higher end multifamily housing should be included in the development mix in order to provide a range of housing options not currently found in this part of the corridor.

Residential Preservation

(Humboldt to I-43)

The area either side of University Avenue between Humboldt Avenue and I-43 is relatively new housing and as such is designated a Residential Preservation area. The area would benefit from improved connections, including the recommended trail connection between Clement Street and UWGB. It would also benefit from University Avenue streetscape enhancements such as street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible.

This area is also with the segment suggested for developing a plan with Wisconsin DOT to reduce traffic speeds from the I-43 interchange to Danz Avenue.



Figure 3.63: Existing housing would be preserved

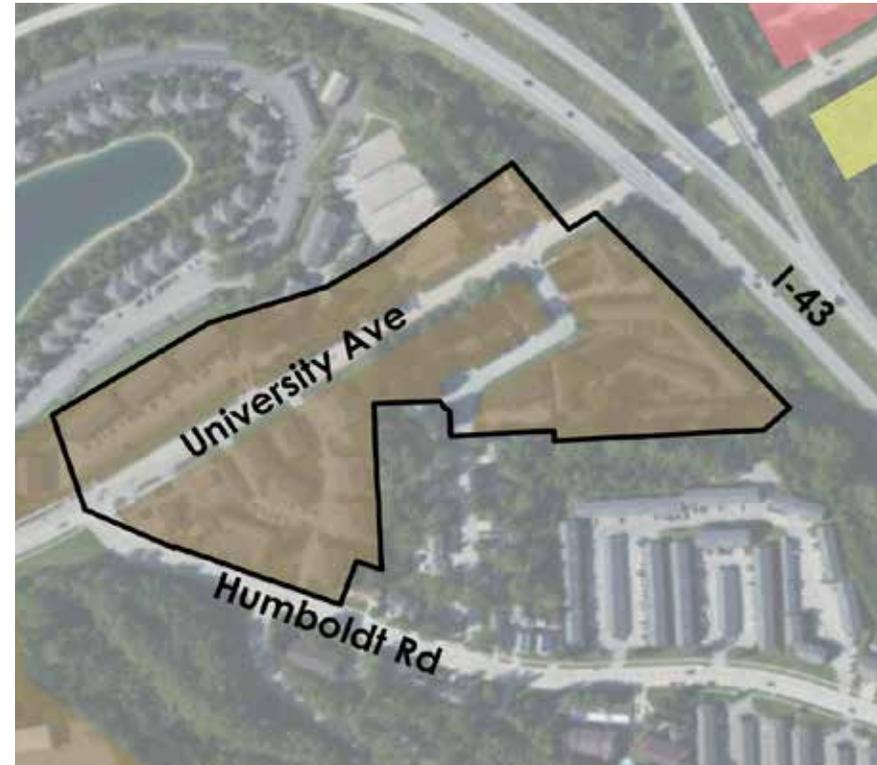


Figure 3.64: Residential Preservation generalized land use plan

VA Medical Center/Commercial Expansion

The Veterans Administration Medical Center Commercial Expansion area includes the new VA Medical Center, Catalyst Site # 1 (former Tillman Nursery), and significant open space. The Tillman site offers the opportunity for new commercial and office uses supportive of the VA Center, but it is also recommended to rezone the properties between the Tillman site Nursery and the VA Center for Mixed Use development.

New development will follow form-based code requirements to support the corridor's visual quality and will incentivize sustainable on-site stormwater practices to reduce overall runoff. The University Avenue streetscape program would be continued with street trees, pedestrian level lighting, understory planting and undergrounding of utilities, where feasible. This area is also on the segment that would benefit from a trail connection between Clement Street and East Shore Drive to better connect the corridor with UWGB.



Figure 3.65: The VA Medical Center will likely attract new development opportunities



Figure 3.66: VA Medical Center/Commercial Expansion generalized land use plan

Rather than wait for development, the City should actively identify and recruit complementary business to locate at this site near the VA Clinic. There may also be merit in analyzing a TIF district for University Avenue Interchange.

As part of development efforts, the City and developers should identify plan elements that could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits. The plan should also sustainably integrate the adjacent wetlands as part of a larger pathway network between the proposed uses and the VA Clinic. There may be utility improvements needed to make the entire site serviceable. It is also recommended that the developers complete an inventory of existing building on the Tillman site to determine if the structure can be adaptively reused, reducing demolition waste.



Figure 3.68: The University Avenue corridor near the VA Medical Center could support mixed use development



Figure 3.67: The Tillman site is near the VA Medical Center and can support related uses



Figure 3.69: Trail connection concept

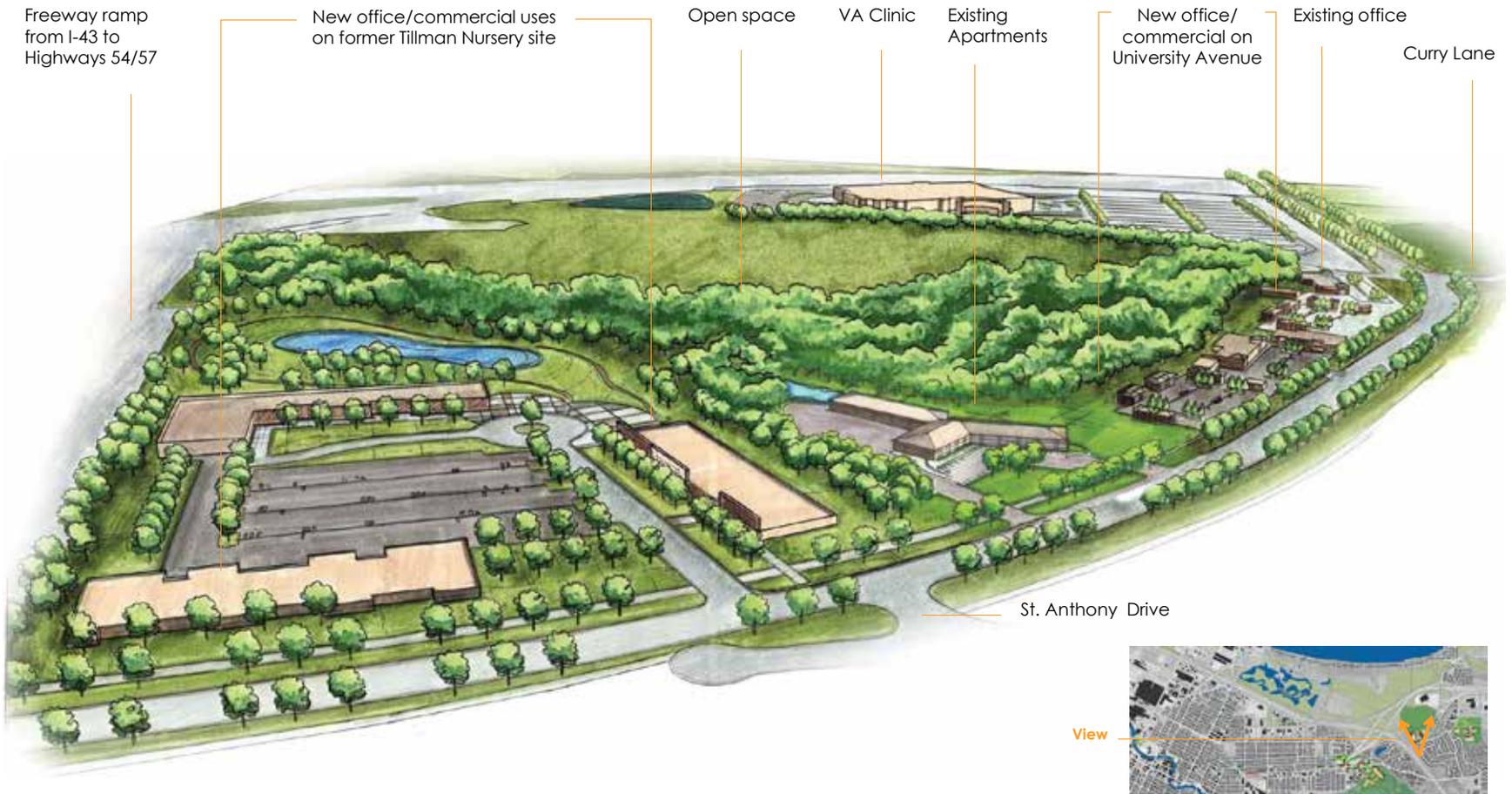


Figure 3.70: VA Clinic/Tillman Area illustrative redevelopment sketch

Residential Preservation

(VA Medical Center area)

The area south and east of University Avenue across from the VA Medical Center, between I-43 and Sturgeon Bay Road is relatively new housing and as such is designated a Residential Preservation area. The area would benefit from improved connections, including the recommended trail connection between Clement Street and UWGB. It would also benefit from University Avenue streetscape enhancements, such as street trees, pedestrian level lighting, understory planting and undergrounding of utilities where feasible.



Figure 3.71: Residential Preservation area generalized land use plan

Figure 3.72: Existing residential would be preserved

Business Park Transition

The Business Park Transition area at the far eastern edge of the study area is Catalyst Site #5, the Brown County Mental Health Center site. It is located on St. Anthony Drive, two blocks behind University Avenue to the east.



Figure 3.73: Catalyst Site #5 concept plan

The intent of this district is to transition from future large institutional buildings on the property to office and residential uses – multi-family and office on the site of the existing main building, and office on the remainder. Multi-family is suggested on the site to the north (not owned by the County). There is significant open space planned on the east edge of the site where there are existing wetlands, and in the middle of the property, preserving the site of the County farm cemetery.

The plan will work with Brown County to revise zoning designations on the site. This will provide transition between the residential neighborhood and the future business park to the north and west. The City might consider creating a new TIF district as part of the larger county farm property for potential business and technology park. There might be elements of this plan that could be eligible for grants or tax credits through the DNR, EPA, WHEDA, WEDC, and other organizations. It will be important to coordinate uses that are compatible with the current surrounding single family and multi-family land uses.

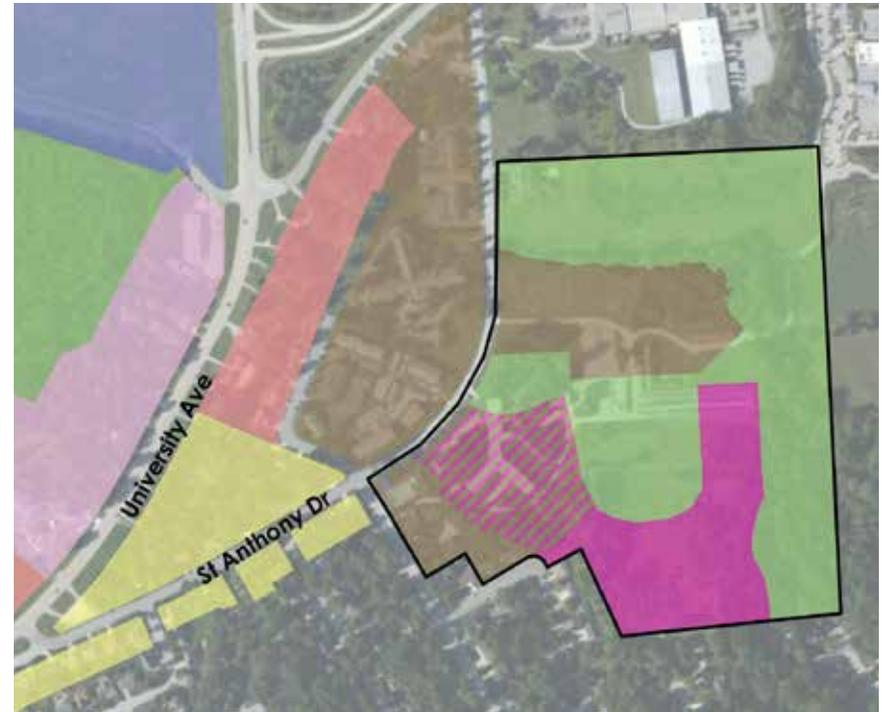


Figure 3.74: Business Park Transition generalized land use plan

Catalyst Site 4 & 5 - Concept A



University Avenue Corridor - Brownfield Redevelopment Study

City of Green Bay

Figure 3.75

Project # 10204443
Stantec

University Gateway

The University Gateway is the far eastern end of the corridor study area where University Avenue ends and Nicolet Drive begins, at the intersection with East Shore Drive. It is the gateway to University Avenue coming from the east and the gateway to the University of Wisconsin-Green Bay campus from the west.



Figure 3.76: University Gateway - University Avenue at East Shore Drive

As a gateway, the area will establish a presence with signage, landscaping, and other elements to announce arrival into the University Avenue corridor, albeit much more low key than the other gateways identified in this plan.

The area is currently developed with relatively new two-story multi-family housing, and will continue as multi-family housing. On the corner just northeast of the gateway area there is a gas station/convenience store and a church.



Figure 3.77: Generalized land use plan - residential



Figure 3.78: Examples of Mixed Uses

Existing gas station,
convenience store, &
restaurant

Existing apartments

New townhomes
or apartments

New mixed use

Gateway feature

East Shore Drive
intersection



UA UNIVERSITY AVENUE CORRIDOR
BROWNFIELD REDEVELOPMENT PLAN

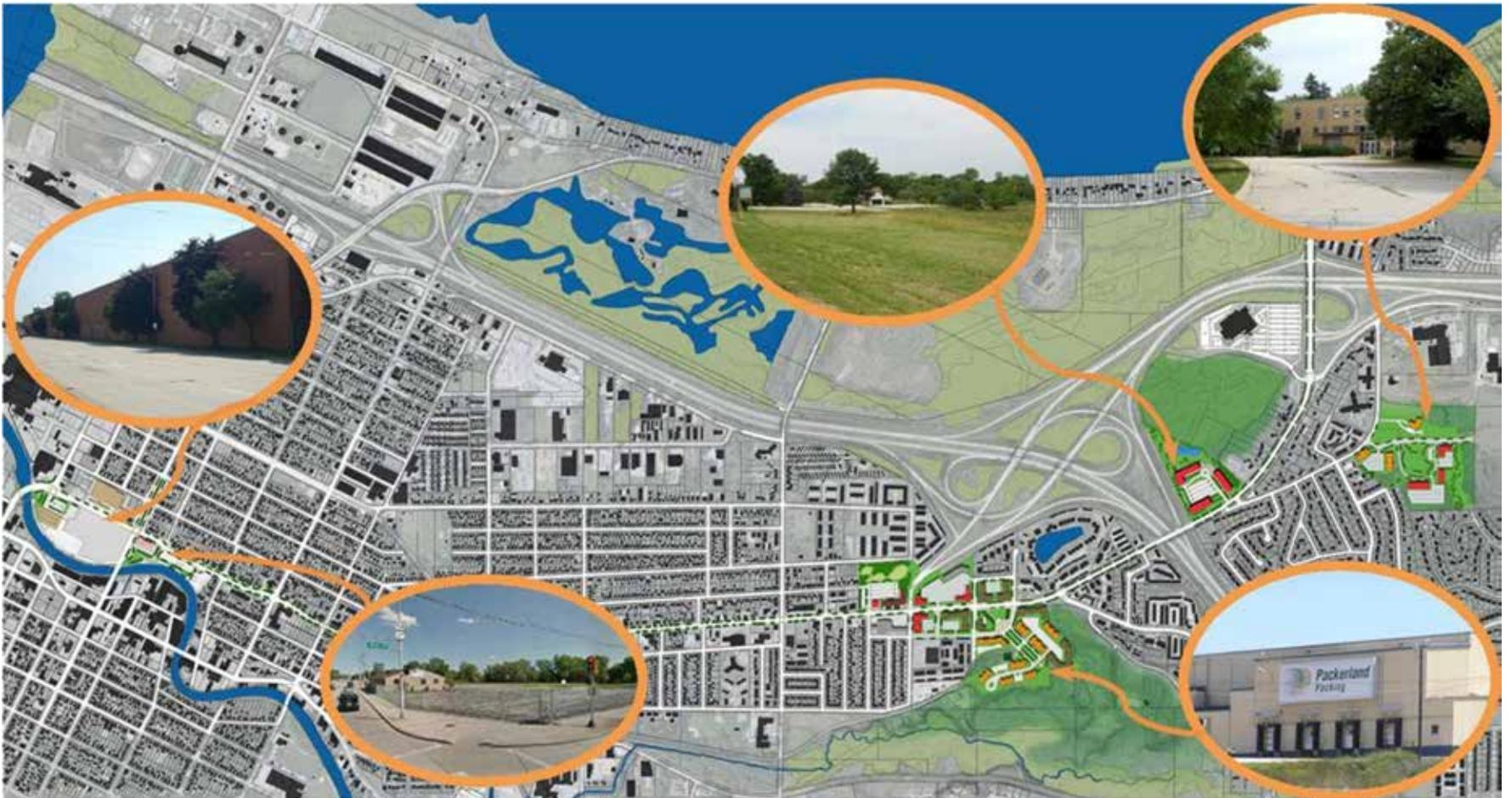


View

University Gateway
University Avenue & East Shore Drive

Figure 3.79: University Gateway illustrative redevelopment sketch

SECTION 4 BROWNFIELDS REDEVELOPMENT



Introduction

The comprehensive and multi-disciplinary approach of the brownfields AWP planning process for the UA Corridor will allow the City to be much more strategic about its allocation of brownfield resources. The five catalyst sites identified will play a pivotal role in the future of the UA Corridor as they are positioned in key areas of targeted land use. As discussed in Section 3 of this plan, future land use associated with the catalyst site areas include:

Figure 4.1: Catalyst Site Future Land Use

Site Name	Catalyst Site #	Future Land Use
Former Tillman's Nursery	1	Commercial Gateway
Former Packerland Packaging Facility	2	Residential Expansion
American Foods Group Facility	3	Urban Industrial Transition
American Foods Group Center	4	Webster Gateway
Former Brown County Mental Health Facility	5	Business Park Transition

Environmental Liability Protection

When redeveloping a brownfields site one of the key concerns is typically the potential for future environmental liability. It is recommended that a qualified environmental attorney and/or environmental consultant be involved as appropriate in all aspects of property assessment, remediation, property transfer and redevelopment in order to assure proposed future property use, value, cost and conditions of site closure with the WDNR (i.e. no restrictions, use of engineering and institutional controls, etc.) are compatible with the risk tolerance of the property owner, lender and/or leasee. Through this process it can be determined if further assessment, remedial action and/or soil management is needed as part of the redevelopment plans. Several potential liability protections are available to future land owners and are described below.

CERCLA Liability Protection

In order to obtain certain current or future landowner protection to Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) liability as well as eligibility for Federal and select State funding programs and lending institutions, it is recommended that within 180 days of property transfer that a Phase I environmental site assessment (ESA) of the property be conducted. The purpose of the Phase I ESA is to perform all appropriate inquiry (AAI) into the past ownership and uses of the property, as stipulated by the United States Environmental Protection Agency (EPA) in 40 CFR Part 312 consistent with good commercial or customary practices. The American Society for Testing and Materials (ASTM) "Standard Practice for Environmental Site Assessments: Phase I Environmental Site Assessment Process", Designation E1527-13 includes procedures to identify recognized environmental conditions (RECs) that may exist at a property.

Voluntary Party Liability Exemption Program

In 1994, the Wisconsin State Legislature created the Voluntary Party Liability Exemption (VPLE), under Section 292.15, Wis. Stats., of the Hazardous Substance Discharge Law, also known as the Spill Law. The VPLE is a process by which a person – including a local government – can voluntarily conduct an environmental investigation and cleanup of a property and then receive limits on their liability for historical contamination on a property. Generally, VPLE provides an exemption from all future

liability which, unlike a typical WDNR closure letter, cannot be reopened. Also, the VPLE applies to the entire property and a closure letter only applies to a specific discharge or contamination area on a property. In addition, Sites part of the VPLE process usually have closer DNR oversight throughout the cleanup process. The process includes additional fees and review which generally entails increased timeframes. Further information is available at <http://dnr.wi.gov/topic/brownfields/vple.html>.

Local Unit of Government (LGU) Liability Exemptions

Local units of government (LGUs) that did not cause the contamination, can be eligible for State and Federal LGU liability exemptions dependent on the method of property acquisition (involuntary, condemnation, etc.) and other specific requirements.

Lender Liability Exemptions

Lenders who may qualify for state and federal liability protection for normal lending, acquiring property through foreclosure, inspecting property, enforcing a security interest in personal property and fixtures, and acting as a representative. Most of these exemptions do not require DNR approval.

Other Liability Protections

Additional liability protections are available including use of environmental insurance policies as well as assignment of liability as part of property transfer and leasing agreements. Additional information is provided at <http://dnr.wi.gov/topic/Brownfields/Liability.html>

Leveraging Brownfields to Catalyze Cleanup and Investment

By targeting catalyst sites for redevelopment opportunities, the limited brownfield resources can be utilized to their greatest effect. As a result of the UA Corridor planning process, the City intends to leverage as many funding sources as possible in order to maintain an ongoing and effective cleanup program over the next two decades and beyond.

The history of the catalyst sites were discussed in Section 2 of this plan and recommendations were made to address identified concerns. The recommendations included Phase I Environmental Site Assessments (ESAs), Phase II ESAs, and Conceptual Site Models that will be used to determine whether human or ecological receptors are potentially exposed to unacceptable levels of contamination.

Based on the known historic and current uses in the UA Corridor, future remediation measures, if necessary, do appear feasible for the majority of the catalyst sites. There are currently significant potential and secured resources for brownfields redevelopment at the federal, state and local level available to the City. In addition, Interim ownership by a quasi-governmental entity or development authority could lead to both assessment and cleanup funding. The City may be able to draw upon funding from a Tax Increment Finance (TIF) District, which can be utilized for a variety of uses associated with site improvements stimulating new private investment in the UA Corridor. However, since no TIF District currently exists, this is more of a long-term tool.

State and Federal Funding Programs

The USEPA and the State of Wisconsin have numerous funding programs designed to stimulate and encourage the assessment, investigation, remediation, and redevelopment of properties with environmental contamination. The Wisconsin Department of Natural Resources (WDNR) provides information on available Wisconsin and USEPA programs (dnr.wi.gov/files/PDF/pubs/rr/RR932.pdf). The funding sources are summarized in Figures 4.2 and 4.3. Additional local, state and federal funding sources may also be available.

Figure 4.2: Brownfields Funding Matrix - State Funding Programs

BROWNFIELDS FUNDING MATRIX

PUB # RR-932

State-Administered Funding Programs

February 2013

		Department of Natural Resources			Wisconsin Economic Development Corporation		
		WAM Contractor Services	Ready for Reuse Grants	Ready for Reuse 0% Interest Loans	Brownfields Grant Program	Site Assessment Grants (SAG)	
Covered Costs		<ul style="list-style-type: none"> Hazardous & Petroleum Phase I & II assessments Limited NR716 Site Investigation 	<ul style="list-style-type: none"> Hazardous & Petroleum Cleanup Remedial Action Plan Demo/Site Prep/Asbestos abatement (if necessary to do cleanup) 	<ul style="list-style-type: none"> Short-term monitoring Consulting & WDNR fees Public participation costs Tank removal 	<ul style="list-style-type: none"> Property acquisition Site investigation Remediation 	<ul style="list-style-type: none"> Removal of USTs Phase I & II assessments Site Investigation Removal of abandoned containers Demolition, including asbestos abatement 	
	Eligible Entities		LGUs, private entities, other public entities, Tribes, non-profits	LGUs, non-profits, Tribes (applicant must own property)	LGUs	Municipalities, Tribes, individuals, businesses, non-profits	Municipalities, Tribes, redevelopment, community development and housing authorities
			Applications accepted as long as funding is available	Applications accepted year-round	Applications accepted year-round	Applications accepted year-round	Applications accepted year-round
	Conditions		<ul style="list-style-type: none"> Must meet the federal definition of a brownfield* Intended for smaller (<10 acres) closed / closing manufacturing sites, but does not need to be a WPRI site or a recent closing Applicant does not have to own site, but must have access agreement in place 	Must meet the federal definition of a brownfield* Current owner has no CERCLA liability: <ul style="list-style-type: none"> Did not cause contamination; <ul style="list-style-type: none"> Completed AAI; Bona Fide Prospective Purchaser or Involuntary Acquisition; and Did not own property when discharge occurred 		<ul style="list-style-type: none"> Must meet the state definition of a brownfield** RP unknown, can't be located, or unable to pay Applicant cannot have caused contamination or owned the contaminant Phase I & II need to be completed 	<ul style="list-style-type: none"> Must meet the state definition of a brownfield** RP unknown, can't be located, or unable to pay Applicant cannot have caused contamination or owned the contaminant
			<ul style="list-style-type: none"> Minimum award: Phase I services Maximum award: Approx. \$35,000 (for all services) May be awarded to site where causer is known (case-by-case) 	<ul style="list-style-type: none"> Public Participation component Applicant must provide 22% match 		<ul style="list-style-type: none"> Grant < \$300,000 → 20% match \$300,000 < Grant < \$500,000 → 35% match Match can be cash or in-kind 	Match required
Terms							
More Info		dnr.wi.gov/topic/Brownfields/wam.html	dnr.wi.gov/topic/Brownfields/rlf.html		Community Account Managers inwisconsin.com/cam-contacts  WISCONSIN ECONOMIC DEVELOPMENT CORPORATION inwisconsin.com		



Wisconsin Department of Natural Resources
 P.O. Box 7921, Madison, WI 53707
dnr.wi.gov, search "Brownfields"



Information on other state and federal brownfields financial resources can be found in the Financial Resource Guide (PUB RR-539) at dnr.wi.gov/topic/Brownfields/Financial.html

Figure 4.3: Cont'd Brownfields Funding Matrix - Federal Funding Sources

Federally Administered Funding Programs

U.S. Environmental Protection Agency						
	Brownfield Assessment Grant-Community-Wide	Brownfield Assessment Grant-Site-Specific	Brownfield Assessment Grant-Coalition	Brownfield Revolving Loan Fund Grant-Individual	Brownfield Revolving Loan Fund Grant-Coalition	Brownfield Cleanup Grant
Covered Costs	<ul style="list-style-type: none"> Inventory characterization Phase I & II assessments <ul style="list-style-type: none"> Site Investigation Remediation planning & design Community Involvement 	<ul style="list-style-type: none"> LGUs may use 10% toward health monitoring, enforcement of institutional controls, other related program development and activities Environmental insurance 		<ul style="list-style-type: none"> Clean up Remedial Action Plan Demolition/Site Prep (must be pre-approved) Asbestos and lead abatement Short-term monitoring 	<ul style="list-style-type: none"> Environmental consulting fees Public Participation costs <ul style="list-style-type: none"> Tank removal Programmatic management 	<ul style="list-style-type: none"> Clean up Demolition, if part of clean up Removal of some abandoned containers & USTs
Eligible Entities	Governmental Entities: LGU, land clearance authority, state agency, regional council, redevelopment agency, school district, Tribe <ul style="list-style-type: none"> Non-profits not eligible 		3 or more eligible entities	<ul style="list-style-type: none"> Governmental Entities Non-profits are not eligible 	2 or more eligible entities	<ul style="list-style-type: none"> Governmental Entities Non-profits
Applications are due in late fall						
Conditions	<ul style="list-style-type: none"> Area-wide assessment Can also apply for a site-specific grant 	<ul style="list-style-type: none"> Single site May only apply for one site-specific grant per grant cycle 	<ul style="list-style-type: none"> Area-wide assessment Memorandum of Agreement Cannot be part of another coalition or be applying individually 	Cannot be part of a RLF Coalition	<ul style="list-style-type: none"> May not have an active RLF grant May not subgrant to coalition members 	<ul style="list-style-type: none"> Site-specific Applicants must own site and maintain ownership for duration of cleanup Completed Phase I and Phase II
Terms	<ul style="list-style-type: none"> Up to \$200,000 for hazardous and/or \$200,000 for petroleum (max. combine \$400,000) No waiver of funding limit Three year grant 	<ul style="list-style-type: none"> Up to \$200,000 hazardous or petroleum May request a waiver for up to \$350,000 Three year grant 	<ul style="list-style-type: none"> Up to \$600,000 in combined hazardous and petroleum Minimum of five sites must be assessed Three year grant 	<ul style="list-style-type: none"> Up to \$1,000,000 20% cost share At least 50% loans Limit of \$200,000 subgrant per site Five year grant period 	<ul style="list-style-type: none"> Up to \$1,000,000 per coalition member May not subgrant to coalition members At least 50% loans Limit of \$200,000 subgrant per site Five year grant period 	<ul style="list-style-type: none"> \$200,000 max (combined) per site 20% cost share Up to 3 proposals per applicant Must submit eligibility letter for petroleum sites
More Info	 United States Environmental Protection Agency www.epa.gov/brownfields/grant_info/					

* Federal definition of brownfield: 42 U.S.C. 59601, amended 2002
 ** State definition of brownfield: sec. 560.13, Wisc. Stats.

This document contains information about certain state statutes and administrative rules, but does not necessarily include all of the details found in the statutes and rules. Readers should consult the actual language of the statutes and rules to answer specific questions. The Wisconsin Department of Natural Resources provides equal opportunity in its employment, programs, services and functions under an Affirmative Action Plan. If you have any questions, please write to Equal Opportunity Office, Department of Interior, Washington, D.C. 20204. This publication is available in alternative format upon request. Please call 608-267-3543 for more information.

During 2012, the City secured an USEPA Brownfields Assessment Grant to assess potential brownfield sites throughout the City. This grant which is funded through September 30, 2015 may be used to assess known and potential brownfields sites in the UA Corridor. If used, this grant should be coordinated with existing and anticipated future redevelopment financial incentives for projects within the UA Corridor. The City can then use its AWP Grant to prioritize the redevelopment of existing brownfield properties throughout the UA Corridor.

Comprehensive Brownfields Cleanup Program

Given that there are known brownfields sites within the community and many potential ones throughout the UA Corridor - the City should focus on creating an established and pro-active program to leverage available funds and build capacity to tackle multiple projects at one time. This will involve expanding its very active and successful brownfield program through several targeted enhancements, including:

- The use of the USEPA Brownfield Community-Wide Assessment Grant that will assist the City in prioritizing brownfield redevelopment efforts for property cleanups and/or reuse opportunities
- The development of a Brownfield Revolving Loan Fund that could be capitalized by \$1,000,000 of USEPA funding.
- Application to site-specific grant opportunities as the AWP and redevelopment of sites in the corridor are implemented.

The brownfields cleanup program will result in the following action steps over the next few years:

- Assess and remediate identified catalyst sites
- Place UA Corridor brownfields into priority list of brownfields throughout the community, identifying short, medium and long term priorities.
- Create 10 year strategic plan for use of Revolving Loan Fund and available Assessment Grant, including anticipated grants required for intended brownfield cleanup activities over that time span.
- Establish/extend relationships with businesses to discuss partnerships for the identification and cleanup of contamination and appropriate redevelopment of properties in the UA Corridor.
- Use all available Wisconsin and USEPA funding programs to allow the City to accelerate the pace of brownfield cleanup efforts and the pace of economic development of brownfield properties.

Catalyst Sites – UA Corridor

The five catalyst sites will act as an initial stimulant to redevelopment activities in the UA Corridor. Each catalyst site has been researched to determine the redevelopment options and how each site may fit into the AWP. Individual site summaries and rationale for the land use recommendation are provided in Sections 5.1 through 5.5. These summaries include a grey sidebar providing an overview of the future land use recommendations; existing infrastructure at each site; brownfield summary and regulatory status; and recommendations (Figures 4.4A-D, 4.5A-D, 4.6A-D, 4.7A-D, and 4.8A-D).

The future land use recommendations graphic summarizes the least and most compatible uses for each catalyst site. The recommendations were based on the overall goals and objectives of the AWP while taking into account the challenges and limitations associated with brownfield site redevelopment.

The infrastructure graphic summarizes what is known about sewer, water, gas, power, communication, green infrastructure, access and internal roads within the respective area. Section 2 of this report provides more detailed descriptions of infrastructure and transportation present in the UA Corridor.

The brownfield summary provides a low, moderate or high data uncertainty level ranking. This ranking is based on the amount of information available and known at this time. For example, a low data uncertainty level ranking indicates that the past and current uses of the subarea are known and documented. A high data uncertainty level ranking indicates that the past uses and/or current conditions are not known or documented. Each area is also given a low, moderate or high relative environmental concern level ranking. This ranking is intended to convey a relative level of environmental concern for a sub-area in relation to the whole UA Corridor and was based on available information and professional judgment and experience with similar properties and site histories. For example, a low relative environmental concern level ranking indicates a low potential for unacceptable levels of contamination. A high environmental concern level ranking indicates a high potential for unacceptable levels of contamination. The full description of the known environmental issues on the catalyst sites was presented in the Section 2 of this plan.

The recommendations graphic summarizes the likely assessment activities suggested at the site prior to redevelopment to investigate the known environmental concerns. This section also lists potential funding sources to complete the assessment and/or appropriate remedial activities.

CATALYST SITE #1

SITE DESCRIPTION

Catalyst Site #1 is located less than ¼-mile southwest of the VA Clinic and serves as a key gateway for the City due to its high visibility location adjacent to one of the largest highway interchanges in the City. A tree nursery and landscaping business operated at the site from the 1980s to 2009. The site currently includes a vacant 5,525 square foot (ft²) retail building, storage buildings totaling approximately 3,000 ft² and a small pond. The former plant nursery on the east half of the site is now a large unpaved open area.



Figure 4.4A: Existing Site Condition

BROWNFIELD STATUS

Catalyst Site #1 is generally classified to have low environmental concern with a moderate level of data uncertainty. Because of the site's historic use as a tree nursery, contamination from use, storage, and application of bulk quantities of fertilizer and various herbicides and pesticides is possible.

A May 2011 Phase I ESA completed at Catalyst Site #1 identified two RECs associated with gasoline/diesel fuel ASTs and USTs formerly used at the site. A petroleum release associated with the UST (BRRTS #03-05-001839) was investigated and during 2000 the WNDR approved "closure" of the case. Residual petroleum-contaminated soil and/or groundwater remain at the site. Soil samples were not collected adjacent to the ASTs during their removal during 2009 to determine if a petroleum release had occurred associated with the ASTs. Further assessment of soil and groundwater quality in the vicinity of the former ASTs is warranted, as well as assessment of potential herbicides and/or fertilizer used by the former plant nursery. Sampling and assessment of the buildings for LBP, ACM and other hazardous building materials is also warranted as a prerequisite for demolition or rehabilitation of site buildings. Figure 5.4B also depicts the known environmental concerns based on currently available information.



Figure 4.4B: Known Environmental Sites

INFRASTRUCTURE STATUS

The site is serviced by utilities extending from University Avenue. The site will require utility improvements to make the entire site serviceable. The most significant challenge will be providing sanitary sewer service to the northern portions of the site. Potable water mains adjacent to the site should be adequate to support an increase in water use. Existing limitations to the storm sewer system must be evaluated in conjunction with redevelopment at the site. It is likely the existing system will require improvements in order to support the site's redevelopment potential.

RECOMMENDED FUTURE USE
 The Tillman site offers the opportunity for new commercial and office uses supportive of the VA Clinic (Figure 4.4C). It is also recommended that the developers complete an inventory of existing building on the Tillman site to determine if the structure can be adaptively reused, reducing demolition waste. Ideally wetlands on and adjacent to the site could be integrated into future use.



Figure 4.4C: Compatible Future Land Use

21.0 ACRES

FUTURE LAND USE RECOMMENDATION



EXISTING INFRASTRUCTURE WITHIN CATALYST SITE #1



BROWNFIELD SUMMARY

Environmental Concern Level



Level of Data Uncertainty



Regulatory Status & Case # (if applicable)=BRRS #03-05-001839

RECOMMENDATIONS

- Perform Phase I ESA prior to property acquisition
- Assess soil quality in former AST location to determine if a petroleum release occurred
- Assess soil quality in areas of the site formerly used as a plant nursery or that stored pesticides or fertilizer.
- Delineate wetland boundaries at the site
- Assess existing buildings for lead-based paint, asbestos containing materials, and other hazardous building materials
- Evaluate if remedial action or soil management is needed in association with the proposed redevelopment
- Other appropriate investigation based on the results of the above

POTENTIAL FUNDING SOURCES

- WNDR - Ready for Reuse Grant
- WEDC - Brownfields Grant Program and Site Assessment Grants
- EPA - Brownfield Revolving Loan Fund
- EPA - Brownfield Cleanup Fund
- EPA - City of Green Bay Brownfield Assessment Grant (2012-2015)

CATALYST SITE #2

SITE DESCRIPTION

The 33-acre former Packerland Packing Facility site is a vacant former corporate headquarters and large beef processing facility that operated from 1960 to the late 2000s. The site is located on the south side of University Avenue just south of the Interstate Highway 43 and State Highway 54/57 interchange. Located less than ¼-mile from the interchange and also approximately ¾-mile southwest of the VA Clinic, the site is in a superior location to capitalize on the revitalization of the UA corridor generated, in part, by the VA Clinic. The buildings remaining at the site total approximately 229,500 SF.

The site overlooks a portion of the Baird Creek Parkway (part of the Brown County Park System) to the south. The presence of the Parkway greatly enhances the attractiveness of site redevelopment. The existing topography suggests extensive grading and possible filling occurred along the southern edge of the site prior to site development.

BROWNFIELD STATUS

Catalyst Site #2 is generally classified to have moderate environmental concern with a moderate level of data uncertainty. Figure 5.2B highlights known environmental impacts at the site. A Phase I ESA completed during March 2011 identified numerous RECs associated with petroleum product and hazardous substance storage at the site, areas of disturbed soil, used battery storage, and electrical transformers containing oil. During 1994 soil contamination was identified during the removal of a fuel oil UST from the site and approximately 3,000 cubic yards of contaminated soil was excavated and remediated on the site (BRRS #03-05-001950). The remediated soil was then used to create a berm at the site. During 2003 the state regulatory agency closed the case.

During the early 2000s a 18 - gallon diesel fuel spill and 10 - pound of ammonia occurred at the site and were reported to the WDNR (BRRS #'s 04-05-364131 and 04-05-542489). Soil contamination resulting from the diesel fuel spill was immediately excavated and the contaminated soil was transported to an offsite disposal facility and the WDNR required no additional investigation or remediation of the spill. The WDNR determined that no action was required regarding the ammonia spill. Between 1993



Figure 4.5A: Existing Site Condition

and 2003 a gasoline release was also investigated and remediated at a former gasoline filling station and service garage (I-57 Service Center site) adjacent to the northern site boundary (BRRS case #03-05-001435). Available data indicates that gasoline-contaminated soil or groundwater did not extend onto Catalyst Site #2. During 2003, the WDNR closed the case with residual soil and groundwater contamination left in place at the site.

The previous soil and groundwater sampling at the adjacent service garage did not assess potential releases of petroleum products or hazardous substances typically associated with automobile service and repair (i.e. hydraulic oil, motor oil, lubricants, solvents, etc.). The site is currently vacant, however, the gasoline filling station continued to operate until after the investigation of the gasoline release was completed. Therefore, in addition to the known residual gasoline-contaminated soil remaining at the site, potential contaminant releases associated with automobile service and repair and more recent gasoline releases from continued operation of the filling station should be evaluated.

In addition, an ACM investigation/abatement plan identified a significant amount of ACMs in the Catalyst Site #2 buildings. The ACMs will require proper abatement before the buildings can be demolished. An evaluation for the potential presence of lead based paint (LBP) in the site buildings has not been conducted. Since many of the site buildings were constructed before the 1980s, there is a greater likelihood for LBP to be present in existing buildings. Additional testing may be required to evaluate if LBP is present.



Figure 4.5B: Known Environmental Sites

INFRASTRUCTURE STATUS

The site is serviced by utilities extending from University Avenue. The site will require utility improvements to make the entire site serviceable. Potable water mains extend onto the site from past industrial uses and should be adequate to support an increase in water use. Existing limitations to the storm sewer system must be evaluated in conjunction with redevelopment at the site. It is likely the existing storm sewer system will require improvements in order to support the site's redevelopment potential.

CATALYST SITE #3

SITE DESCRIPTION

This site is the American Foods Group meat processing facility occupying 17 acres between the East River and University Avenue. Multiple industrial buildings totaling approximately 375,000 square feet are present at the site. With the targeted redevelopment of the UA corridor, the site will be at a critical location to capitalize on the anticipated increased business and commerce due to its location on the intersection of two of the main City thoroughfares (University Avenue and Webster Avenue).

The City also is planning for the East River Trail, a multi-use pedestrian trail, to extend along the East River and be connected to the existing Fox River multi-use trail. Since the trail is expected to extend through the site, the site redevelopment will be key to the City's long term goal of connecting the East River Trail to the Baird Creek Trail.



Figure 5.6A: Existing Site Condition

BROWNFIELD STATUS

Catalyst Site #3 is generally classified to have low environmental concern with a low level of data uncertainty. The industrial use of the site has resulted in numerous contaminant releases that were reported to the WDNR. Four recorded small petroleum spills have occurred at the site. These spills were reportedly cleaned up immediately and the WDNR required no further investigation or remediation. During September 2003, metals, petroleum, and PAHs were reported in soil and groundwater samples collected at the site as part of a site assessment (BRRTS #02-05-512294). Between September 2003 and July 2004, additional investigation determined that near-surface arsenic in soil was the primary contaminant of concern at the site. During September 2004, the WDNR closed the case but required a deed restriction calling for maintenance of an impervious cap over the majority of the site to prevent direct contact with residual near surface soil contamination.

A 550-gallon unleaded gasoline UST reportedly closed/removed during 1998 and an in-use 500-gallon waste/used motor oil AST installed during 1998 are registered at the site. It is not known if an assessment has been completed to determine if these tanks caused a petroleum release at the site. Figure 5.6B highlights the known environmental concerns at the site.



Figure 4.6B: Known Environmental Impacts

INFRASTRUCTURE STATUS

The site is fully serviced by City of Green Bay potable water and sewer services and Wisconsin Public Service Corporation gas and electricity service. The site is fully accessible from University Avenue and North Webster Avenue.

RECOMMENDED FUTURE USE

The site will be classified as Urban Industrial Transition area. The site will remain industrial but will provide transitions to other uses along the UA corridor. The intent is that the existing facility will remain and expand, including additional needed parking.



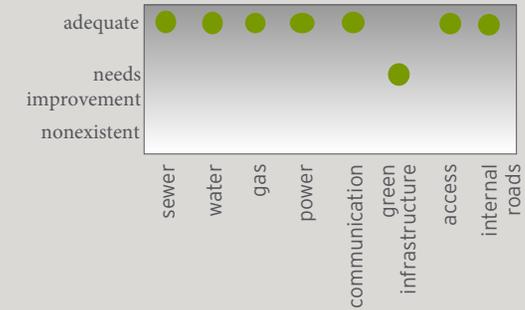
Figure: 4.6C: Compatible Future Land Use

17.0 ACRES

FUTURE LAND USE RECOMMENDATION



EXISTING INFRASTRUCTURE WITHIN CATALYST SITE #3



BROWNFIELD SUMMARY

Environmental Concern Level



Level of Data Uncertainty



Regulatory Status and Case #'s (if applicable) =

"Closed" BRRTS #02-05-512294

RECOMMENDATIONS

- Perform Phase I ESA prior to property acquisition
- Maintenance of impervious cap as required as part of the cap maintenance program
- Evaluate if remedial action or soil management is needed in association with the proposed redevelopment
- Other appropriate investigation based on the results of the above

POTENTIAL FUNDING SOURCES

- WNDR - WAM Constructor Services, Ready for Reuse Grants
- WEDC - Brownfields Grant Program and Site Assessment Grants
- EPA - Brownfield Revolving Loan Fund
- EPA - Brownfield Cleanup Fund
- EPA - City of Green Bay Brownfield Assessment Grant

CATALYST SITE #4

SITE DESCRIPTION

This largely vacant 2.7-acre site located on the south corner of University Avenue and North Webster Avenue is used by American Foods Groups as an employment and training center. A 4,200 SF training center building adjacent to University Avenue is present at the site. The remainder of the site is covered by an asphalt parking lot or vacant green space. The site, in its current state is underutilized and not attractive to redevelopment. With the targeted redevelopment of the University Avenue corridor, the site will be at a critical location to capitalize on the anticipated increased business and commerce due to its location on the intersection of two of the main City thoroughfares (University Avenue and Webster Avenue).

The City also is planning for the East River Trail, a multi-use pedestrian trail, to extend along the East River and be connected to the existing Fox River multi-use trail. Since the trail is expected to extend through the site, the site redevelopment will be key to the City's long term goal of connecting the East River Trail to the Baird Creek Trail. Therefore, the potential for reuse and revitalization of this portion of the City is high.

BROWNFIELD STATUS

Historically, numerous ASTs likely storing petroleum or hazardous substances were present at the site. However, no tanks are registered with the state for the site and no tanks are believed to remain at the site. In addition, a railroad spur extended across the site before 1938 and during the late 1990s. The spur was likely used to unload railcars at the site or adjacent Catalyst Site #3. During September 2003, metals, petroleum compounds, and PAHs were reported in soil and groundwater samples collected at the site (BBRTS #02-05-512291). Between September 2003 and July 2004, additional investigation determined the extent of the contaminant release at the site and all identified contaminated soil was excavated and transported offsite for disposal. During July 2004, the WDNR closed the case with "no restrictions". This type of closure suggests that either all contaminated soil and groundwater has been remediated, or that soil and groundwater contamination concentrations remaining are below all applicable regulatory limits. Figure 4.7B highlights the known environmental concerns at the site.



Figure 4.7A: Existing Site Condition

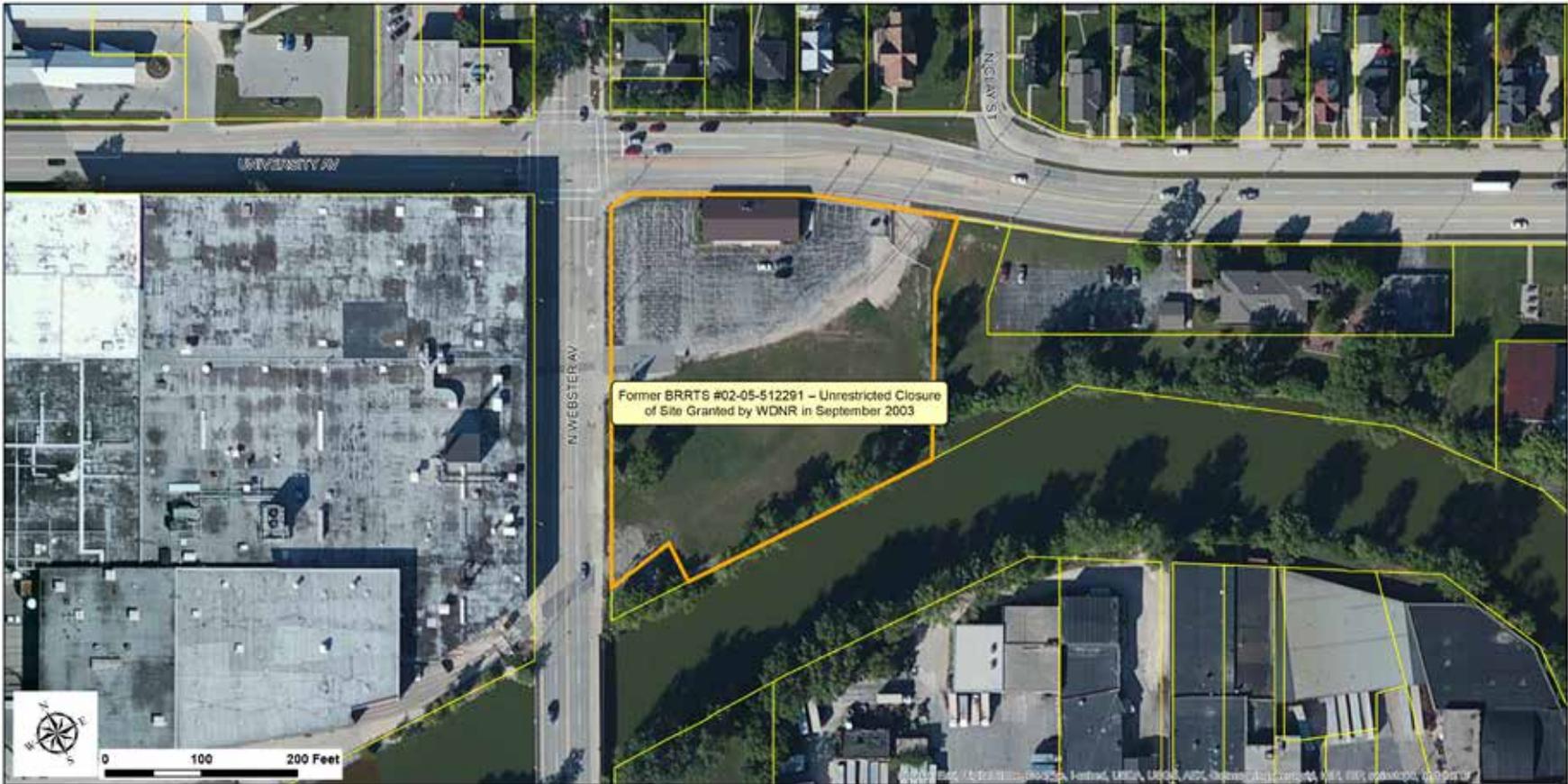


Figure 4.7B: Known Environmental Impacts

INFRASTRUCTURE STATUS

The site is serviced by City of Green Bay potable water and sewer services and Wisconsin Public Service Corporation gas and electricity service. The site is fully accessible from University Avenue and North Webster Avenue.

CATALYST SITE #5

SITE DESCRIPTION

The site contains a portion of the former Brown County Mental Health Center Facility. Multiple interconnected buildings totaling approximately 57,000 ft² (the majority built during the early 1900s) and numerous more recently constructed buildings totaling approximately 23,000 SF housed patients and medical staff. The facility operated at the site from the early 1900s to the mid-2000s when a new mental health center was constructed approximately ½-mile east of the site.



Figure 4.8A: Existing Site Condition

BROWNFIELD STATUS

Coal was likely historically used in furnaces to heat buildings associated with Catalyst Site #5. Coal ash may have been disposed on-site, as was common practice during the early to mid-1900s. Coal ash posed an environmental concern since it commonly contains elevated levels of various toxic metals.

Three USTs used to store petroleum products were removed from the site during the late-1980s or early 1990s. An AST remains at the site but is no longer in use and is located west of the power house building.

During 2013, Brown County began the demolition of the site buildings. The Brown County Planning Department indicated that ACMs were identified in buildings at the site and were properly abated prior to initiating building demolition during November 2013. The County intends to remove all buildings by 2015. Figure 5.8B highlights the known environmental concerns at the site.



Figure 4.8B: Known Environmental Impacts

INFRASTRUCTURE STATUS

The site is serviced by utilities extending from St. Anthony Drive. Utility improvements will be required to make the entire site serviceable. Potable water mains extend onto the site from past site use and should be adequate to support an increase in water use. Existing limitations to the storm sewer system must be evaluated in conjunction with redevelopment along at the site. It is likely the existing storm sewer system will require improvements in order to support the site's redevelopment potential.

RECOMMENDED FUTURE USE

The site will be within a Business Park Transition area and used to transition from large institutional buildings north and east of the site to office and multi-family residential uses at the site. Future use will include significant open space that preserves existing wetlands and the County farm cemetery located at the site.



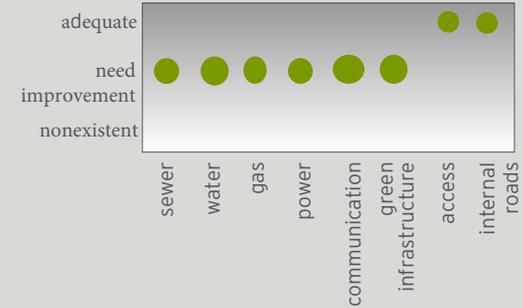
Figure 4.8C: Potential Future Land Use

40 ACRES

FUTURE LAND USE RECOMMENDATION



EXISTING INFRASTRUCTURE WITHIN CATALYST SITE #5



BROWNFIELD SUMMARY

Environmental Concern Level



Level of Data Uncertainty



Regulatory Status and Case #'s = NONE

RECOMMENDATIONS

- Perform Phase I ESA prior to property acquisition
- Potential for coal ash and other fill
- Assess likely fill material on southern end of the site to determine type and possible contamination
- Evaluate if remedial action or soil management is needed in association with the proposed redevelopment
- Other appropriate investigation based on the results of the above

POTENTIAL FUNDING SOURCES

- WNDR - WAM Constructor Services, Ready for Reuse Grants
- WEDC - Brownfields Grant Program and Site Assessment Grants
- EPA - Brownfield Revolving Loan Fund
- EPA - Brownfield Cleanup Fund
- EPA - City of Green Bay Brownfield Assessment Grant

SECTION 5 ACTION PLAN

The Action Plan steps in this section are the implementation plan for the University Avenue Corridor Plan. They are organized around the following topics:

- Land Use
- Placemaking through Urban Design
- Transportation
- Parks and Trails
- Business Development, Retention and Branding
- Brownfield Remediation

And around the Catalyst Sites:

- Catalyst Site 1
- Catalyst Site 2
- Catalyst Sites 3 and 4 (since they are adjacent)
- Catalyst Site 5

The action steps are further organized in the tables on the following pages by the following:

- Responsible Parties – who will see that it gets done
- Timeline – in periods of years, or ongoing
- Priority – high, medium or low priority compared to the other action steps
- Goal Reference – which goal(s) does the action step support

Following the Action Plan steps are a series of tables detailing potential funding sources for various projects and activities in the University Avenue corridor. These are organized in the following categories:

- Brownfields Clean-Up
- Transportation
- Infrastructure
- Trails
- Parks, Plazas, and Public Space
- Disaster Planning



	Action	Responsible Parties	Timeline	Priority	Goal Reference
LAND USE					
1	Continue housing rehabilitation programs to support residential neighborhoods along the corridor.	City: PLAN , RDA GBNA Outside: NGB, HUD, WHEDA	Ongoing, as needed	High	1
2	Target the area between Webster and Forest for housing rehabilitation with programs within the current Community Development Block Grant.	City: PLAN , RDA GBNA Outside: NGB, HUD	Ongoing, as needed	High	1
3	Rezone the properties between the former Tillman Nursery and the VA Clinic for Mixed Use Development.	City: PLAN , RDA GBNA Outside: NGB, HUD	1-3 years	High	1,2
4	Develop land use transitions to buffer urban industrial areas from surrounding uses through continued redevelopment efforts.	City: PLAN , GBPC	Ongoing	Medium	1,2
5	Incentivize sustainable on-site stormwater practices to reduce overall runoff created by Corridor land uses during site plan review.	City: PLAN , DPW, DNR	Ongoing	Low	9, 10
6	Create a proactive plan to mitigate effects of new construction in the floodplain near Webster Avenue and the Olde North neighborhood.	City: PLAN , GBNA, Outside: UWGB, UW	1-3 years	Low	9, 10
7	Complete a floodplain and land use study to understand the long-term sensitivity to flood events of the Olde North neighborhood, located in the expanding floodplain, as part of a long-term redevelopment plan in Olde North.	City: PLAN , GBNA, ED Outside: UWGB, UW, FEMA	1-3 years	Low	9, 10

	Action	Responsible Parties	Timeline	Priority	Goal Reference
PLACEMAKING THROUGH URBAN DESIGN					
1	Develop a University Avenue Gateway at Webster Avenue.	City: PLAN , DPW, RDA, GBPC, GBHA, GBNA Outside: Developers, CDRT, ED, UWGB	3-5 years	High	5
2	Develop a University Avenue Gateway at Clement Street.				
3	Develop a University Avenue Gateway at East Shore Drive.				
4	Develop overlay districts with form-based code requirements to support the Corridor's visual quality.	City: PLAN , GBPC, RDA	1-3 years	Medium	5
5	Begin systematic program to enhance the University Avenue streetscape with street trees, pedestrian-level lighting, understory plantings, and burying of utilities, where feasible.	City: DPW , PLAN, PARKS, GBNA Outside: Developers, Businesses, WisDOT	3-10 years	Medium	5,6
6	Explore feasibility and seek cleanup funding to develop an urban plaza that serves as an amenity and gathering spot for the residents on the east end of the corridor. <i>The urban plaza should be designed to serve as a cap for any contamination at the former gas station at University Avenue and Liebman Street.</i>	City: PLAN , DPW, RDA, GBPC, GBNA, PARKS Outside: Developers, Businesses, WEDC, EPA, DNR	3-7 years	Medium	5,6,8
7	Review industrial buffering standards to ensure they adequately accommodate sudden transitions to residential land uses.	City: PLAN , GBPC Outside: Developers, Businesses,	Ongoing, as needed	Medium	1
8	Introduce high quality, pedestrian level street lighting and street trees into the Spinnaker streetscape.	City: DPW , PLAN, RDA, GBNA, Outside: Businesses	3-5 years	Low	5,6
9	Repaint traffic signal poles to a dark hue that is compatible with the selected streetscape lighting materials.	City: DPW Outside: Businesses	1-3 years	Low	5,6

	Action	Responsible Parties	Timeline	Priority	Goal Reference
PARKS AND TRAILS					
1	Develop a trail connection between Clement Street and East Shore Drive to better connect the Corridor with UWGB.	City: PLAN, DPW, PARKS Outside: WisDOT, Property Owners	1-3 years	High	7
2	As the Packerland site is redeveloped, add trail connections between the University Avenue/Humboldt Road trails and existing recreational trails.	City: PLAN, DPW, PARKS Outside: WisDOT, Property Owners	As development occurs	High	7,8
3	Work with the railroad's sole user to determine if they can be incentivized to relocate to another portion of the city, enabling recapture of the railroad right-of-way for trail development.	City: PLAN, DPW, PARKS Outside: CN Rail, Rails-to-Trails Conservancy	1-5 years	Medium	7
4	Improve street lighting along Danz Avenue to support frequent evening bicycling between the Bay shore and University Avenue.	City: DPW, PARKS Outside: Property owners	1-5 years	Medium	7
5	Work with American Foods Group to continue the East River Trail connection behind the Webster facility (catalyst sites 3&4). <i>Extensions should have adequate buffers and safety separation to protect both trail users and the users of the Webster facility.</i>	City: PLAN, DPW, PARKS Outside: WisDOT, Property Owners	1-3 years	Low	1,7,8

	Action	Responsible Parties	Timeline	Priority	Goal Reference
TRANSPORTATION					
1	Reroute the I-43 interchange to eliminate the existing "triangle" and create a signalized intersection at Clement Street.	City: PLAN, DPW , RDA Outside: WisDOT, Property Owners	3-5 years	High	7
2	Work with Wisconsin DOT and the City of Green Bay Department of Public Works to reduce or eliminate traffic and loading issues along University Avenue.	City: DPW Outside: WisDOT	3-5 years	High	6,7
3	Concentrate vehicular access points to reduce driveways along University Avenue during the redevelopment and site plan approval process.	City: DPW , PLAN Outside: WisDOT, Property Owners	3-5 years	High	7
4	Continue plans to reconstruct Webster Avenue as a boulevard that provides a gateway experience to Downtown.	City: PLAN, DPW , GBNA, GBHA, RDA Outside: WisDOT, Property Owners	1-3 years	High	7
5	Analyze medians on University Avenue to ensure they provide consistent function, safety and aesthetics and support commercial growth at the commercial focus nodes.	City: DPW Outside: WisDOT	1-3 years	High	7
6	Identify grant funding appropriate to facilitate transportation network improvements.	City: DPW , PLAN Outside: WisDOT, Property Owners	1-3 years	High	7,8
7	Develop a plan with Wisconsin DOT to reduce traffic speeds from the I-43 interchange to Danz Avenue.	City: DPW Outside: WisDOT	3-5 years	Medium	6,7
8	Analyze signalized intersections for opportunities to reduce pedestrian waiting times and increase crossing times.	City: DPW Outside: WisDOT	1-3 years	Medium	7
9	Following completion of Webster Avenue reconstruction, revise highway signage to redirect Downtown visitors toward the Webster Avenue exit.	City: ED, DPW , Plan Outside: WisDOT	3-5 years	Medium	6,7
10	Work with American Foods Group to improve truck exiting movements at the Elizabeth facility, particularly westbound movements toward the Webster facility.	City: ED, DPW , Plan Outside: WisDOT	Ongoing	Medium	1,7

	Action	Responsible Parties	Timeline	Priority	Goal Reference
TRANSPORTATION - Continued					
11	Investigate the feasibility of lengthening transit service hours of operation along the Corridor to facilitate student patronage and expand key employment opportunities for transit dependent populations.	City: TRANSIT , PLAN DPW	1-3 years	Medium	7
12	Work with Green Bay Metro to identify priority transit stops/locations for convenient business access.	City: TRANSIT , PLAN DPW	1-3 years	Medium	8
13	Continue to work with American Foods Group to improve livestock truck clean-up compliance prior to leaving the site.	City: DPW, PLAN Outside: Businesses	Ongoing	Low	1
14	During commercial site plan approval, require and/or encourage inter-connections and cross easements between adjacent commercial parking lots so that vehicles can travel between them without using University Avenue.	City: PLAN	3-7 years	Low	1,7
15	During commercial site plan approval, reinforce existing code to encourage and require businesses to install and mark pedestrian pathways to building entrances from the street.	City: PLAN	3-7 years	Low	1,7,8
16	Work with Green Bay Metro to focus on the co-location of transit shelters, benches, and bike facilities.	City: TRANSIT , PLAN DPW	3-5 years	Low	6
17	Work with Brown County to identify barriers and missing links to the commuter bicycle network. Discuss and confirm improvement priorities with the DOT, the City of Green Bay Department of Public Works, businesses, and neighborhood groups.	City: PLAN , DPW County: PLAN , DPW Outside: WisDOT	1-3 years	Low	7

	Action	Responsible Parties	Timeline	Priority	Goal Reference
BUSINESS DEVELOPMENT, RETENTION AND BRANDING					
1	Use market analysis of retail demand to assess gaps in commercial development opportunities.	City: ED , PLAN	1-3 years	High	3,9
2	Develop infill strategy to identify, map, and reutilize chronic vacant properties within the Corridor.	City: ED , PLAN Outside: Developers, WEDC	1-3 years	High	2
3	Identify and recruit complementary businesses to locate on University Avenue and near the VA Clinic.	City: ED , PLAN Outside: Developers, WEDC	Ongoing	High	1
4	Attract anchor businesses to proposed mixed use development sites.	City: ED , PLAN Outside: Developers, WEDC	3-10 years	High	2,3
5	Work with NWTC and UWGB business programs to facilitate small business incubator programs along University Avenue.	City: ED , PLAN Outside: UWGB, NWTC	3-10 years	High	2,3,4
6	Create an "incentive package" or policy that guides potential developers through the process and illustrates the roles of public-private partnership in the redevelopment.	City: ED , PLAN Outside: DNR, EPA, WEDC	1-3 years	High	2,3

	Action	Responsible Parties	Timeline	Priority	Goal Reference
BROWNFIELD REMEDIATION					
1	Create brownfield marketing program that identifies and leverages state and federal funding to attract redevelopment.	City: ED, PLAN	1-3 years	High	1,2,3
2	Create a redevelopment work plan to protect natural resources immediately adjacent to brownfield sites.	City: PLAN , ED Outside: DNR, EPA, WEDC	1-3 years	High	8,10
3	As part of an "incentive package" create a strategic plan for use of assessment grants, revolving loan fund, Idle Sites grants, and other state available funding intended for brownfield properties.	City: PLAN , ED Outside: DNR, EPA, WEDC	1-3 years	High	1,2,3
4	Access, monitor, and remediate remainder of catalyst site contamination.	City: PLAN , ED Outside: DNR, EPA, Businesses, Developers	3-5 years	High	1,2,3
5	Create and maintain an inventory of known brownfield properties in the Corridor to inform City staff in future decisions.	City: PLAN , ED	1 year	Medium	1,2,3
6	Develop property profiles for vacant commercial brownfield sites throughout the Corridor.	City: ED, PLAN	1-3 years	Medium	1,2,3
7	Work with owners of existing brownfields to identify redevelopment opportunities.	City: ED, PLAN Outside: DNR, EPA, WEDC	1-3 years	Medium	1,2,3

	Action	Responsible Parties	Timeline	Priority	Goal Reference
CATALYST SITE 1					
C1.1	Create planning and zoning framework to implement elements and concepts illustrated in this plan.	City: PLAN , GBPC	1-3 years	High	1,6
C1.2	Sustainably integrate the adjacent wetlands as part of a larger pathway network between the proposed uses and the VA Clinic.	City: PLAN , PARKS, DPW Outside: DNR	1-3 years	High	8,10
C1.3	Work to identify required utility improvements needed to make the entire site serviceable.	City: DPW, PLAN Outside: Utilities	1-3 years	High	6
C1.4	Complete an inventory of existing buildings to determine if the structure can be adaptively reused, therefore reducing demolition waste.	City: PLAN Outside: Property Owner	1-3 years	High	8,10
C1.5	Analyze merits of a TIF district for University Avenue Interchange (catalyst sites 1 & 2).	City: PLAN, ED, Finance	1-3 years	Medium	5
C1.6	Identify plan elements that could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.	City: ED, PLAN , DPW, PARKS Outside: DNR, EPA, WEDC, WHEDA	1-3 years	Medium	1,7,8

	Action	Responsible Parties	Timeline	Priority	Goal Reference
CATALYST SITE 2					
C2.1	Rezone the Packerland site and surrounding properties to facilitate the commercial, mixed use and residential uses in accordance with this plan.	City: PLAN , GBPC	1-2 years	High	1,2
C2.2	Require a master-planned development with shared circulation and parking within development approval and funding process.	City: PLAN , ED Outside: Businesses, WEDC	1-3 years	High	4,7
C2.3	Encourage parcel assemblage for properties between the former Packerland Package site and Clement Street for a larger comprehensive development.	City: PLAN , ED Outside: Businesses	1-3 years	High	1
C2.4	Complete an inventory of existing buildings to determine if the structures can be adaptively reused, thereby reducing demolition waste.	City: PLAN Outside: Property Owners	1-3 years	High	8,10
C2.5	Work with existing property owners to encourage increased density throughout the site.	City: PLAN , ED Outside: Businesses	Ongoing	High	1,3
C2.6	Work to create a gateway element near Clement Street to serve as the entry to University Avenue.	City: PLAN , DPW, ED, PARKS Outside: WisDOT	3-5 years	High	5
C2.7	Coordinate quality mixed-uses and multi-family developments that are compatible to the current surrounding land uses.	City: PLAN , ED	3-5 years	Medium	1
C2.8	Identify plan elements that could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.	City: ED , PLAN , DPW, PARKS Outside: DNR, EPA, WEDC, WHEDA	1-3 years	Medium	1,7,8
C2.9	Analyze merits of a TIF district for University Avenue /I-43 Interchange (catalyst sites 1 & 2).	City: PLAN , ED , Finance	1-3 years	Medium	5
C2.10	Work with existing businesses to improve facades and access to University Avenue.	City: PLAN , ED, GBNA Outside: Businesses,	Ongoing	Medium	5

	Action	Responsible Parties	Timeline	Priority	Goal Reference
CATALYST SITES 3 & 4					
C4.1	Work to create a gateway element to Downtown and the west end of University Avenue.	City: PLAN , DPW, ED, PARKS Outside: WisDOT, Businesses	3-5 years	High	5
C4.2	Work with American Foods Group to utilize and improve the site for their expansion needs or return it to the market as a mixed use development project.	City: ED , PLAN, CDRT Outside: Businesses	1-3 years	High	1
C4.3	Complete East River Trail connection.	City: PLAN , DPW, PARKS Outside: WisDOT, Businesses	3-10 years	Medium	
C4.4	Work with American Foods Group to ensure that any redevelopment of its training facility at the corner of Webster Avenue and University Avenue supports a gateway feel through its building architecture.	City: ED , PLAN, CDRT Outside: Businesses	1-5 years	Medium	1,2,5
C3.1	Work with American Foods Group to fully utilize the existing processing facility while meeting their parking demands.	City: ED, PLAN, TRANSIT Outside: Businesses	3-5 years	Medium	2
C3.2	Identify plan elements that could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.	City: ED, PLAN , DPW, PARKS Outside: DNR, EPA, WEDC, WHEDA	1-3 years	Medium	8,10
C3.3	Work with existing trail easements for the East River Trail connection to create planning and zoning framework to implement elements and concepts illustrated in this plan.	City: PARKS , PLAN, PPW Outside: Businesses	1-3 years	Medium	

	Action	Responsible Parties	Timeline	Priority	Goal Reference
CATALYST SITE 5					
C5.1	Coordinate quality mixed-uses compatible with the current surrounding single family and multi-family land uses.	City: PLAN , GBNA, GBPC RDA County: BCPC	Ongoing, as development occurs	High	1
C5.2	Work with Brown County to revise zoning designations at the former Brown County Mental Health Facility to facilitate office and mixed-use development as a transition between the residential neighborhood and the future business park.	City: PLAN , GBNA, GBPC RDA County: BCPC	1-3 years	Medium	1,2
C5.3	Consider creating new TIF district as part of the larger county farm property/potential business and technology park.	City: PLAN, ED, Finance County: BCPC	1-3 years	Medium	3
C5.4	Identify plan elements that could be eligible for grants or tax credits through the DNR, EPA, WHEDA, WEDC, and other organizations.	City: ED, PLAN , DPW, PARKS Outside: DNR, EPA, WEDC, WHEDA	1-3 years	Medium	8,10

	Catalyst Site	Priority
ALL CATALYST SITES		
C2	Catalyst Site 2 – Former Packerland facility	High
C1	Catalyst Site 1 – Former Tillman Nursery	Medium
C3-4	Catalyst Sites 3 & 4 – American Foods Groups facility and training center	Low
C5	Catalyst Site 5 – Brown County Mental Health Center	Low

	Action	Responsible Parties	Timeline	Priority	Goal Reference
LAND USE					
1	Continue housing rehabilitation programs to support residential neighborhoods along the corridor.	City: PLAN , RDA GBNA Outside: NGB, HUD, WHEDA	Ongoing, as needed	High	1
2	Target the area between Webster and Forest for housing rehabilitation with programs within the current Community Development Block Grant.	City: PLAN , RDA GBNA Outside: NGB, HUD	Ongoing, as needed	High	1
3	Rezone the properties between the former Tillman Nursery and the VA Clinic for Mixed Use Development.	City: PLAN , RDA GBNA Outside: NGB, HUD	1-3 years	High	1,2
4	Develop land use transitions to buffer urban industrial areas from surrounding uses through continued redevelopment efforts.	City: PLAN , GBPC	Ongoing	Medium	1,2
5	Incentivize sustainable on-site stormwater practices to reduce overall runoff created by Corridor land uses during site plan review.	City: PLAN , DPW, DNR	Ongoing	Low	9, 10
6	Create a proactive plan to mitigate effects of new construction in the floodplain near Webster Avenue and the Olde North neighborhood.	City: PLAN , GBNA, Outside: UWGB, UW	1-3 years	Low	9, 10
7	Complete a floodplain and land use study to understand the long-term sensitivity to flood events of the Olde North neighborhood, located in the expanding floodplain, as part of a long-term redevelopment plan in Olde North.	City: PLAN , GBNA, ED Outside: UWGB, UW, FEMA	1-3 years	Low	9, 10

BROWNFIELDS CLEAN-UP 1

	WEDC	EPA		
Grant	Brownfield Redevelopment Financial Assistance	Community Action for a Renewed Environment (CARE)	WAM Contractor Services	Ready for Reuse Grants
Covered Costs	The environmental investigation, remediation or monitoring of the site, The removal of hazardous waste containers, Soil removal, capping, barrier installation and vapor intrusion systems, Demolition activities that will facilitate redevelopment in a brownfield project.	<p>Reduce exposures to toxic pollutants through collaborative action at the local level.</p> <p>Help communities understand all potential sources of exposure to toxic pollutants.</p> <p>Work with communities to set priorities for risk-reduction activities.</p> <p>Create self-sustaining, community-based partnerships that will continue to improve the local environment.</p>	Hazardous & Petroleum; Phase I & II assessments; Limited NR716 Site Investigation	Hazardous & Petroleum; Cleanup; Remedial Action Plan; Demo/Site Prep/ Asbestos abatement (if necessary to do cleanup); Short-term monitoring; consulting and WDNR fees; Public participation costs; Tank Removal
Eligible Entities	<p>Any city, village, town, county, individual, tribal entity, or business may apply for funds provided that the party that caused the environmental contamination and any person who possessed or controlled the environmental contaminant is unknown, cannot be located or is financially unable to pay for the remediation of the soil and / or groundwater.</p> <p>Phase I and Phase II Environmental Reports must be completed no greater than five years prior to the application submittal date and are a required component of a BF Grant application.</p>	Communities or businesses	<p>LGUs, private entities, other public entities, Tribes, non-profits</p> <p>Applications accepted as long as funding is available</p>	<p>LGUs, non-profit, Tribes (applicant must own property)</p> <p>Applications accepted year-round</p>

BROWNFIELDS CLEAN-UP 1

	WEDC	EPA		
Conditions		CARE cooperative agreement funding is spread over two years. Level 1 grantees may apply for Level 2 funding during the second year of their project; however, there is no guarantee that they will receive a Level 2 award.	Must meet the federal definition of a brownfield; intended for smaller (<10 acres) closed/closing manufacturing sites, but does not need to be a WPRI site or a recent closing; Applicant does not have to own site, but must have access agreement in place	Must meet the federal definition of a brownfield* Current owner has no CERCLA liability; Did not cause contamination; completed AAI; Bona Fide Prospective purchaser of Involuntary Acquisition; and Did not own property when discharge occurred
Terms	BF awards are generally limited to an amount that is approximately 30% of eligible project costs.	CARE offers two different types of Cooperative Agreements: Level 1 and Level 2. These can be thought of as grants and, respectively, amount to approximately \$90,000 and \$275,000.	Maximum award: Phase 1 services; Maximum award: Approx. \$35,000 (for all services); May be awarded to site where causer is known (case-by-case)	Public participation compent; Applicant must provide 22% match
More Info	http://inwisconsin.com/inside-wedc/transparency/programs/brownfield/	http://www.epa.gov/care/basic.htm	dnr.wi.gov/topic/Brownfields/wam.html	dnr.wi.gov/topic/Brownfields/rif.html

BROWNFIELDS CLEAN-UP 2

EPA				
Grant	Ready for Reuse 0% Interest Loans	Brownfields Grant Program	Site Assessment Grants (SAG)	Brownfield Assessment Grant-Community-Wide
Covered Costs	Hazardous & Petroleum; Cleanup; Remedial Action Plan; Demo/Site Prep/Asbestos abatement (if necessary to do cleanup); Short-term monitoring; consulting and WDNR fees; Public participation costs; Tank Removal	Property acquisition; site investigation; remediation; removal of abandoned containers; demolition, asbestos abatement; groundwater monitoring; building rehab	Removal of USTs; Phase I & II assessments; Site Investigation; Removal of abandoned containers; demolition, including asbestos abatement	Inventory characterization; Phase 1 and 2 assessments; site investigation; remediation planning and design; community involvement; LGUs may use 10% toward health monitoring, enforcement of institutional controls, other related program development and activities; environmental insurance
Eligible Entities	LGUs Applications accepted year-round	Municipalities, Tribes, individuals, businesses, non-profits Applications accepted year-round	Municipalities, Tribes, redevelopment, community development and housing authorities Applications accepted year-round	Governmental entities: LGU, land clearance authority, state agency, regional council, redevelopment agency, school district, Tribe Non-profits not eligible
Conditions	Must meet the federal definition of a brownfield* Current owner has no CERCLA liability; Did not cause contamination; completed AAI; Bona Fide Prospective purchaser of Involuntary Acquisition; and Did not own property when discharge occurred	Must meet the state definition of a brownfield; RP unknown, can't be located or unable to pay; Applicant cannot have caused contamination or owned the contaminant; Phase 1 and 2 need to be complete	Must meet the state definition of a brownfield; RP unknown, can't be located, or unable to pay; Applicant cannot have caused contamination or owned the contaminant	Area-wide assessment; Can also apply for a site-specific grant
Terms	Public participation component; Applicant must provide 22% match	Grant < \$300,000 to 20% match; \$300,000 < Grant < \$500,000 to 35% match; Match can be cash or in-kind	Match required	Up to \$200,000 for hazardous and/or \$200,000 for petroleum (max. combine \$400,000); No waiver of funding limit; Three year grant
More Info	dnr.wi.gov/topic/Brownfields/rif.html	inwisconsin.com/cam-contacts	inwisconsin.com/cam-contacts	www.epa.gov/brownfields/grant_info/

BROWNFIELDS CLEAN-UP 3

EPA					
Grant	Brownfield Assessment Grant-Site Specific	Brownfield Assessment Grant-Coalition	Brownfield Revolving Loan Fund Grant-Individual	Brownfield Revolving Loan Fund Grant-Coalition	Brownfield CleanUp Grant
Covered Costs	Inventory characterization; Phase 1 and 2 assessments; site investigation; remediation planning and design; community involvement; LGUs may use 10% toward health monitoring, enforcement of institutional controls, other related program development and activities; environmental insurance	Inventory characterization; Phase 1 and 2 assessments; site investigation; remediation planning and design; community involvement; LGUs may use 10% toward health monitoring, enforcement of institutional controls, other related program development and activities; environmental insurance	Clean up; remedial action plan; demolitions/site prep (must be pre-approved); asbestos and lead abatement; short-term monitoring; environmental consulting fees; public participation costs; tank removal; programmatic; management	Clean up; remedial action plan; demolitions/site prep (must be pre-approved); asbestos and lead abatement; short-term monitoring; environmental consulting fees; public participation costs; tank removal; programmatic; management	cleanup; demolition, if part of cleanup; removal of some abandoned containers and USTs
Eligible Entities	Governmental entities: LGU, land clearance authority, state agency, regional council, redevelopment agency, school district, Tribe Non-profits not eligible	3 or more eligible entities	governmental entities; non-profits are not eligible	2 or more eligible entities	Governmental entities; non-profits
Conditions	Single Site; May only apply for one site-specific grant per grant cycle	Area-wide assessment; Memorandum of Agreement; Cannot be part of another coalition or be applying individually	Cannot be part of a RLF coalition	May not have an active RLF Grant; May not subgrant to coalition members	site specific; applicants must own site and maintain ownership for duration of cleanup; completed phase 1 and phase 2
Terms	Up to \$200,000 hazardous or petroleum; may request a waiver for up to \$350,000; Three year grant	Up to \$600,000 in combined hazardous and petroleum; minimum of five sites must be assessed; three year grant	Up to \$1,000,000 per coalition member; may not subgrant to coalition members; at least 50% loans, limit of \$200,000 subgrant per site; five year time period	Up to \$1,000,000 per coalition member; may not subgrant to coalition members; at least 50% loans; limit of \$200,000 subgrant per site; five year grant period	\$200,000 max (combined) per site; 20% cost share; Up to 3 proposals per applicant; must submit eligibility letter for petroleum sites
More Info	www.epa.gov/brownfields/grant_info/	www.epa.gov/brownfields/grant_info/			

TRANSPORTATION

	Wisconsin DOT			US DOT
Grant	Transportation Economic Assistance (TEA)	Congestion Mitigation and Air Quality (CMAQ) Program	Local Transportation Enhancements (TE) Program	Surface Transportation Improvement Program (STP)
Covered Costs		Projects that improve air quality and reduce traffic congestion in counties classified as air quality non-attainment or maintenance areas for the federal criteria pollutants ozone and fine particulate matter.	Projects that promote multi-modal activities to complement or enhance a project or an area served by a transportation project.	These funds may be used (as capital funding) for public transportation capital improvements, car and vanpool projects, fringe and corridor parking facilities, bicycle and pedestrian facilities, and intercity or intracity bus terminals and bus facilities. As funding for planning, these funds can be used for surface transportation planning activities, wetland mitigation, transit research and development, and environmental analysis. Other eligible projects under STP include transit safety improvements and most transportation control measures.
Eligible Entities	governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects	counties, local units of government, transit operators and state agencies.	local governments with taxing authority, state agencies, and Indian tribes	State and local governments
Conditions	The goal of the TEA program is to attract and retain business firms in Wisconsin and thus create or retain jobs. The businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within three years from the date of the project agreement and remain after another four years.		see link below	
Terms	The 50% local match can come from any combination of local, federal, or private funds or in-kind services.	Applicants must provide at least a 20% match of the project's total cost. Project sponsors must pay project costs and then seek reimbursement through WisDOT. Construction projects costing \$200,000 or more are eligible for funding, as are non-construction projects costing \$50,000 or more.	Federal funds will provide up to 80% of project costs, while the sponsor must provide at least the other 20%. Construction projects costing \$200,000 or more are eligible for funding, as are non construction projects costing \$50,000 or more.	
More Info	http://www.dot.wisconsin.gov/localgov/aid/tea.htm	http://www.dot.wisconsin.gov/localgov/aid/cmaq.htm	http://www.dot.wisconsin.gov/localgov/docs/te.pdf	http://www.dot.gov/livability/grants-programs#SurfaceTransportationImprovement

INFRASTRUCTURE 1

WEDC			
Grant	Community Development Investment Grant	Idle Industrial Site Redevelopment Program	Minority Business Development Revolving Loan Fund
Covered Costs		Demolition, environmental remediation, or site-specific improvements defined in the redevelopment plan to advance the site to shovel-ready status or enhance the site's market attractiveness.	
Eligible Entities	Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values and/or leveraged investment by local and private partners.	<p>Grants may be made to cities, villages, towns, redevelopment authorities, community development authorities, or other government entities for idle industrial sites exceeding 10 acres in size where redevelopment is impeded due to existing site conditions.</p> <p>Preference will be given to sites that are located in high-density urban areas or in central business districts.</p> <p>An approved redevelopment plan demonstrating strong potential for significant measurable economic benefits such as increased generation of property taxes and the creation of full-time permanent jobs will increase the competitiveness of a proposed project.</p>	Eligible grant applicants are not-for-profit, minority business associations that administer Minority Revolving Loan Funds, provide business training assistance, or serve the minority business community, such as minority chambers of commerce, minority business alliances and consortia, or other minority organizations.
Conditions			
Terms		Programs offers grants up to \$1 million to Wisconsin Communities	
More Info	http://inwisconsin.com/community-development/programs/community-development-investment-grant/	http://inwisconsin.com/community-development/programs/idle-industrial-site-redevelopment-program/	http://inwisconsin.com/inside-wedc/transparency/programs/minority-business-rlf/

INFRASTRUCTURE 2

	Wisconsin DNR	HUD/CDGB	SBA
Grant	Wisconsin Assessment Monies (WAM)	Home Funds	Neighborhood Stabilization Program Grants
Covered Costs		Provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; Build or rehabilitate housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing"	Establish financing mechanisms for purchase and redevelopment of foreclosed homes and residential properties; Purchase and rehabilitate homes and residential properties abandoned or foreclosed; Establish land banks for foreclosed homes; Demolish blighted structures; Redevelop demolished or vacant properties
Eligible Entities	General purpose units of local government. Eligible Sites: a closed or closing manufacturing plant, chiefly including sites such as assembly lines, foundries, airies, electroplaters, and other industrial facilities that meets the federal definition of a brownfield site; and a single property of less than 10 acres, whose complexity could be assessed for \$35,000 or less. As well as meet the federal definition of a brownfield: "... real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."	States are automatically eligible. Local/state governments (housing division)	8(a) Business Development program Helps qualifying minority-owned firms develop and grow their businesses through one-to-one counseling, training workshops, and management and technical guidance. The program also provides access to government contracting opportunities, allowing these businesses to become solid competitors in the federal marketplace See conditions

INFRASTRUCTURE 2

continued

	Wisconsin DNR	HUD/CDGB		SBA
Conditions		For rental housing and rental assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20% of the units must be occupied by families with incomes that do not exceed 50% of the HUD-adjusted median. The incomes of households receiving HUD assistance must not exceed 80 percent of the area median.	Grantees must use at least 25 percent of the funds appropriated for the purchase and redevelopment of abandoned or foreclosed homes or residential properties that will be used to house individuals or families whose incomes do not exceed 50 percent of the area median income. In addition, all activities funded by NSP must benefit low- and moderate-income persons whose income does not exceed 120 percent of area median income.	The business must be majority-owned (51 percent or more) by an individual(s). The individual(s) must be an American citizen, by birth or naturalization. The business must be majority-owned (51 percent or more) and controlled/managed by socially and economically disadvantaged individual(s). The individual(s) controlling and managing the firm on a full-time basis must meet the SBA requirement for disadvantage, by proving both social disadvantage and economic disadvantage. The business must be a small business. The business must demonstrate potential for success. The principals must show good character. Separate eligibility requirements exist for a business that is owned by American Indians, Native Alaskans, Native Hawaiians Certified Development Companies.
Terms				Participants can receive sole-source contracts, up to a ceiling of \$4 million for goods and services and \$6.5 million for manufacturing.
More Info	http://dnr.wi.gov/topic/brownfields/wam.html	http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/programs/home/	http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/neighborhoodspg	http://www.sba.gov/content/8a-requirements-overview

TRAILS

	Federal DNR	People For Bikes	WIS DOT	FED DOT (Recovery Act)
Grant	Recreational Trail Aid (RTA)	Community Grant	Transportation Alternatives Program (TAP)	Surface Transportation Discretionary Grants (TIGER Grants)
Covered Costs	Reimbursement for development and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses.	Bike paths, lanes, trails, and bridges; Mountain Bike facilities; bike parks and pump tracks; BMX facilities; end-of-trip facilities such as bike racks, bike parking, and bike storage; programs that transform city streets, Initiatives designed to increase ridership or the investment of bicycle infrastructure		Livability improvements may include projects for new or improved biking and walking infrastructure. Particular attention will be paid to the degree to which such projects contribute significantly to broader traveler mobility through intermodal connections, or improved connections between residential and commercial areas.
Eligible Entities	Municipal governments and incorporated organizations whose primary purpose is trails or trail usage can apply for this funding.	non-profit organizations, city or county agencies or departments, and state or federal agencies	Local governments, regional transportation authorities, transit agencies, natural resource or public land agencies, school districts, local education agencies, schools, tribal governments, other metro area planning organizations or state agencies	states, tribal governments, cities, counties and transit agencies across the country
Conditions	Eligible projects: Maintenance or restoration of existing trails; Development or rehabilitation of trailside/trailhead facilities and trail linkages; Construction of new trails; and Property acquisition for trails		Must fit within federal eligibility categories and comply with WisDOT TAP policies, project must relate to surface transportatio, the project must have an eligible sponsor, the project must be selected through a competitive process.	

TRAILS

continued	Federal DNR	People For Bikes	WIS DOT	FED DOT (Recovery Act)
Terms	Eligible sponsors may be reimbursed for up to 50 percent of eligible project costs.		Infrastructure projects = Minimum project cost of \$300,000, including any design work. \$100,000 minimum for any federally-funded real estate costs. Non-infrastructure projects = minimum project cost of \$50,000	The Recovery Act specifies that grants funded under the program may be no less than \$20 million and no greater than \$300 million. However, the Recovery Act gives the Department discretion to waive the \$20 million minimum grant size for the purpose of funding significant projects in smaller cities, regions, or States ("Smaller Projects").
More Info	http://dnr.wi.gov/Aid/RTA.html	http://www.peopleforbikes.org/pages/grant-guidelines	http://www.dot.wisconsin.gov/localgov/docs/tap-guidelines.pdf	http://www.americantrails.org/resources/fedfund/TIGER-discretionary-grants.html

PARKS, PLAZAS, PUBLIC SPACE

	Wisconsin DNR	The Coca-Cola Foundation	National Recreation and Park Association	Green Bay Packers Foundation
Grant	Knowles-Nelson Stewardship local assistance grant programs	Public Space Grant	N/A at this time	
Covered Costs				Perpetuates a community environment that promotes families and the competitive value of athletics; Contributes to player and fan welfare; Ensures the safety and education of children; and/or; Prevents cruelty to animals.
Eligible Entities	Eligible local governments are only those towns, villages, cities, counties and tribal governments that have a DNR accepted comprehensive outdoor recreation plan or master plan which has been approved by resolution by the local governing unit.	Non-profit organizations, government agencies, schools and religious organizations		Be physically located in the state of Wisconsin; Have a classification as an organization exempt from Federal income tax under section 501(c)(3) of the IRS code with a valid IRS Tax ID for a minimum of two years; Complete a Grant Progress Report; and Submit the necessary attachments electronically
Conditions	Land acquisition and development projects must provide public access for nature-based outdoor recreation purposes.	Recipients are responsible for implementing all collection and processing arrangements. They are expected to track and submit weights for the quantity of recyclables collected in two reports. Recipients are also expected to recognize their grant award through local media communications in coordination with grant administrators.		We begin accepting applications March 1st of each year and will continue to accept applications until July 1st of each year.
Terms		Grant recipients will receive actual recycling bins instead of funding.		
More Info	http://dnr.wi.gov/topic/stewardship/grants/applyLUG.html	http://binggrant.org/public-space-grant-overview/ https://www.research.net/s/BinGrantNotification	http://www.nrpa.org/partnerships/	http://www.packers.com/community/packers-foundation.html

DISASTER PLANNING

	EPA				FEMA
Grant	Cooperative Agreement for Integrating Clean Water, Drinking Water and Land Use Planning Efforts	Source Reduction Assistance Grant Program	Urban Waters Small Grants	Pollution Prevention Grant Program	Hazard Mitigation Grant Program
Covered Costs	Foster integration of water quality management, drinking water protection and land use planning efforts at the state level that will ultimately lead to improved source water protection at the local and watershed level.	funding projects that help reduce hazardous substances, pollutants, or contaminants entering waste streams or otherwise released into the environment (including fugitive emissions) prior to recycling, treatment, disposal or energy recovery activities.	The objective of the Urban Waters Small Grants is to fund projects that will foster a comprehensive understanding of local urban water issues, identify and address these issues at the local level, and educate and empower the community. In particular, the Urban Waters Small Grants seek to help restore and protect urban water quality and revitalize adjacent neighborhoods by engaging communities in activities that increase their connection to, understanding of, and stewardship of local urban waterways.	The P2 grant program funds grants/cooperative agreements that implement pollution prevention technical assistance services and/or training for businesses and support projects that utilize pollution prevention techniques to reduce and/or eliminate pollution from air, water and/or land.	implement long-term hazard mitigation measures after a major disaster declaration.
Eligible Entities	Eligible applicants include States, territories, Indian Tribes, and possessions of the U.S., including the District of Columbia, public and private universities and colleges, laboratories, other public or private nonprofit institutions and individuals, hospitals,	Cooperative Associations or Districts, Educational Institution, Indian Tribes, Irrigation and Drainage Districts, Local Government, Local Organizations, Nonprofit Groups, Schools and Governments, State/Territorial Agency, Tribal Agency, Water and Wastewater Utilities	Educational Institution, Indian Tribes, Local Government, Nonprofit Groups, Schools and Governments, State/Territorial Agency, Tribal Agency	State governments, colleges and universities (recognized as instrumentalities of the state), federally-recognized tribes and intertribal consortia.	State, local government, Indian tribes or other tribal organizations; private non-profit organizations

DISASTER PLANNING

continued	EPA			FEMA	
Conditions	Applications submitted must address ways to demonstrate methods of integrating drinking water protection into land stewardship/conservation and water quality programs at the local and watershed level.	The Agency requires the applicant to provide a minimum 5% match, as part of the total allowable project cost. The match may be issued in the form of cash and/or in-kind contributions (e.g., donated services, charges for real property and equipment or the value of goods and services directly benefiting the EPA-funded project).		50 percent match; for tribal governments that place P2 grant activities into a performance partnership grant (PPG) the match for the federally-recognized tribe gets reduced to 5 percent.	must provide a long-term solution to a problem
Terms	EPA anticipates awarding one cooperative agreement under this announcement for an expected total amount of \$600,000. The cooperative agreement is anticipated to be funded at approximately \$230,000 for the first year with a maximum award of \$600,000 total over a four year project period, depending on Agency funding levels and other applicable considerations.	Typical median amount awarded = \$50,000; Typical highest amount awarded = \$147,000; Typical lowest amount awarded = \$10,000	Typical median amount awarded = \$50,000; Typical highest amount awarded = \$60,000; Typical lowest amount awarded = \$40,000	Range of Awards: \$20,000 - \$180,000 per year	FEMA can fund up to 75 percent of the eligible costs of each project. The state or grantee must provide a 25 percent match, which can be fashioned from a combination of cash and in-kind sources.
More Info	http://water.epa.gov/infrastructure/drinkingwater/sourcewater/protection/upload/rfa_swp_coopagreement_2006.pdf	https://ofmpub.epa.gov/apex/watershedfunding/f?p=109:2:0::NO::P2_X_PROG_NUM,P2_X_YEAR:115,2014	https://ofmpub.epa.gov/apex/watershedfunding/f?p=109:2:0::NO::P2_X_PROG_NUM,P2_X_YEAR:95,2014	http://www.epa.gov/p2/pubs/grants/#p2grant	http://www.fema.gov/hazard-mitigation-grant-programs-frequently-ask-questions#2