



AGENDA OF THE GREEN BAY PLAN COMMISSION

THURSDAY, SEPTEMBER 4, 2025, 6:00 PM
City Hall, Room 604 - The Harry Maier Room.
Virtual attendance is also available via Zoom.

A. Zoom Meeting Information.

1. Join Zoom Meeting Online:

<https://us02web.zoom.us/j/84137675822?pwd=L2EyVlpDSIZGZlFjcmlpWnZIOEVnUT09>

Or call in by phone: +1 312 626 6799

Meeting ID: 841 3767 5822

Passcode: 483400

If you wish to speak at this public meeting or leave a comment, please fill out the online [Comment Form](#) prior to the meeting. More detailed [Zoom Instructions](#) can be found online.

B. Roll Call.

1. Members: Chair Lisa Hanson, Vice-Chair Jacob Miller, Ald. Jim Hutchison, Derius Daniels, Ken Rovinski, Emma Fulwilder and Kelsey Lutzow.

C. Approval of the Agenda.

1. Approval of the agenda for the Thursday, September 4, 2025, meeting of the Green Bay Plan Commission.

D. Regular Business.

1. PP 23-01 Public Hearing on a request to adopt the GoBigGreenBay 2050 Comprehensive Plan, submitted by the Green Bay Department of Community and Economic Development.
2. PP 23-01 Consideration with possible action a request to adopt the GoBigGreenBay 2050 Comprehensive Plan, submitted by the Green Bay Department of Community and Economic Development.

E. Informational.

- I. Next Meeting: Monday, September 8, 2025.

F. Adjournment.

- I. Adjournment of the Thursday, September 4, 2025, meeting of the Green Bay Plan Commission.

- 1) THIS MEETING IS RECORDED: THE VIDEO OF THIS MEETING AND MINUTES ARE AVAILABLE ONLINE AT www.greenbaywi.gov
- 2) ACCESSIBILITY: Any person wishing to attend who requires special accommodation because of a disability, should contact the City Safety Manager at 920-448-3125 at least 48 hours before the scheduled meeting time so that arrangements can be made.
- 3) QUORUM: Please take notice that a majority or quorum of the Common Council will attend this Plan Commission meeting and will constitute a meeting of the Common Council for purposes of discussion and information gathering relative to this agenda.
- 4) REPRESENTATION: The party requesting the communication, or their representative, should be present at this meeting.



Report to the Green Bay Plan Commission

MEETING DATE

September 4, 2025

PREPARED BY

David Buck, Staff

AGENDA ITEM # D.I

PP 23-01 Public Hearing on a request to adopt the GoBigGreenBay 2050 Comprehensive Plan, submitted by the Green Bay Department of Community and Economic Development.

BACKGROUND

The Draft Go Big Green Bay 2050 Comprehensive Plan is in final draft form and available for public comment. We're excited to share how feedback from the last year and a half's community stakeholder interviews, neighborhood planning workshops, pop-up events, visioning sessions, your Citizens Advisory Group meetings, and discussion with various City Boards and Commission has come together in this final draft of the Comprehensive Plan as well as accept additional comments and questions at the Plan Commission.

RECOMMENDATION

FISCAL IMPACT

ATTACHMENTS

None



Report to the Green Bay Plan Commission

MEETING DATE

September 4, 2025

PREPARED BY

David Buck, Staff

AGENDA ITEM # D.2

PP 23-01 Consideration with possible action a request to adopt the GoBigGreenBay 2050 Comprehensive Plan, submitted by the Green Bay Department of Community and Economic Development.

BACKGROUND

In the Fall of 2023, the City of Green Bay began the process of updating its Comprehensive Plan. Go Big Green Bay will serve as a foundation for decision-making and will help guide growth and development over the next 25 years, with a focus on implementing strategies over the next five years and anticipated updates as short-term goals are achieved. The City's last Comprehensive Plan was adopted in 2003 and has guided policy and development fueled by "smart-growth" principles. Green Bay has chosen to update its Plan to ensure that City staff, elected officials, appointed officials, and the citizens of Green Bay have a strong foundation and clear guidance to guide the development community into the next 25 years.

Wisconsin's comprehensive planning law, known as the "Smart Growth" law under Wisconsin State Statute 66.1001, was enacted as a part of the state's efforts to promote coordinated land-use planning. All Wisconsin municipalities with a population of over 10,000 are required to have a comprehensive plan (adopted by ordinance) in order to regulate land-use. The law is designed to help municipalities manage growth and development while balancing economic, environmental, and social considerations. The Plan provides the framework for regulatory tools and is intended to be updated as short-term goals are achieved.

The Draft Go Big Green Bay 2050 Comprehensive Plan can be found online at www.gobiggreenbay.com.

The Plan is divided into eight chapters:

1. Introduction
2. Vision and Goals
3. Land Use and Development
4. Transportation and Mobility
5. Community Facilities and Infrastructure
6. Planning Districts, Nodes, and Corridors
7. Personality Areas
8. Implementation

Each chapter provides background information and includes recommended actions to guide Green Bay's future growth and development. Below are brief summaries of each chapter in the draft Go Big Green Bay 2050 Comprehensive Plan.

Chapter I – Introduction (pages 4–13)

The Go Big Green Bay 2050 Comprehensive Plan is a detailed policy document that guides land use, development, and community investment to ensure a high quality of life. The Plan encourages sustainable growth, protects natural resources, fosters intergovernmental cooperation, and supports economically viable development. It reflects the community's vision and goals while addressing both immediate and long-term

needs, promoting a thoughtful balance between the natural and built environments.

Chapter 2 - Vision and Goals (pages 14–15)

It includes a vision statement that forms an aspirational narrative rooted in public outreach and reflects the community's ideal future for Green Bay. It includes overall goals for the community that are more detailed within the body of the document itself.

Chapter 3 – Land Use and Development (pages 16–35)

Defines future land uses and promotes strategies for improving Green Bay's neighborhoods. This chapter highlights city-wide policies and direction for how land should be used and developed, creates flexibility to serve creative development approaches, and provides guidance for meeting the needs of current and future residents and businesses. This chapter includes a narrative and recommendations on:

- Future land-uses with the future land-use map (pages 16–19)

Housing and Neighborhoods (pages 20–27)

The housing and neighborhoods section of the Land Use and Development chapter is intended to build on the residential land use categories established in the Future Land Use section. This section provides more detail and specific recommendations to guide public and private investments in residential development to supply existing and future housing demands. This section emphasizes a high-level overview of recommendations and policies pertaining to housing affordability, diversity, density, and short-term rentals. This section includes:

- Issues and Opportunities (page 20)
- Housing Density (page 21)
- Housing Diversity (pages 22–23)
- Affordable Housing (page 24)
- Neighborhood Associations (page 25)
- Short-Term Rentals (page 26)
- Design Guidelines and Neighborhood Character (page 27)

Economic Development (recommendations on pages 29, 31, 32, & 33)

The economic development section of the Land Use and Development chapter discusses improving the commercial corridors and nodes, employment areas, and business parks throughout Green Bay. The recommendations in this section will often require the City to coordinate partnerships with private industries, local organizations, and other government agencies. The topics and policies discussed in this section should be utilized to support local businesses and stimulate economic activity. This section includes:

- Issues and Opportunities (pages 26–27)
- Port of Green Bay (page 30)
- Commercial Corridor Revitalization (page 31)
- Transit-Oriented Development (page 32)
- Tourism and Hospitality (page 33)
- Smart Growth and Development (page 34)

Chapter 4 – Transportation and Mobility (pages 36–51)

A comprehensive and balanced transportation network that integrates driving, biking, and walking is vital to the quality of life for Green Bay residents and businesses. The Transportation and Mobility chapter provides recommendations for developing a well-balanced, multimodal transportation network that enhances access,

mobility, and connectivity for all. This chapter outlines strategies to maintain efficient and effective mobility for drivers while expanding alternative transportation options for pedestrians and bicyclists to create a more accessible and well-connected community. This chapter includes:

- Vehicle Transportation and Roadway Classifications (pages 36–37)
- Parking (page 38)
- Transportation Improvements and Capital Improvements (page 39)
- Complete Streets (pages 40–41)
- Traffic Calming (page 42)
- Streetscaping and Pedestrian Amenities (page 43)
- Active Transportation (pages 44–47)
- Public Transportation (pages 48–49)
- Rail, Airport, Waterways and Emerging Technologies (pages 50–51)

Chapter 5 – Community Facilities and Infrastructure (pages 52–61)

The Community Facilities and Infrastructure chapter recognizes the importance of community amenities and City services. It provides practical recommendations for the City to pursue to ensure all neighborhoods have access to high-quality facilities and services. As Green Bay continues to grow and change, it is crucial that these resources keep pace with the evolving needs and desires of the community. This chapter includes:

- City Services (pages 52–54)
- Partner Organizations (page 55–56)
- Infrastructure Services (page 58)
- Gathering Spaces (page 59)
- Historic Preservation (pages 60–61)

Chapter 6 – Planning Districts, Nodes, and Corridors (pages 62–83)

The Districts, Corridors, and Nodes chapter will identify areas of the City that require more detailed planning efforts and help establish an overall direction for their improvement over time. The planning districts will be used to address issues and concerns related to specific future land use and development, priority redevelopment sites, transportation and mobility, urban design, and other elements needed to provide a development framework for each area. This chapter includes:

- District 1 – Residential Oneida Nation District (pages 64–65)
- District 2 – Commercial Oneida Nation District (pages 66–67)
- District 3 – Stadium Neighborhood District (pages 68–69)
- District 4 – Northwest Neighborhood District (pages 70–71)
- District 5 – Industrial Port District (pages 72–73)
- District 6 – Downtown Core District (pages 74–75)
- District 7 – East Town Corridor Commercial District (pages 76–77)
- District 8 – Baird Creek District (pages 78–79)
- District 9 – Bay Waterfront District (pages 80–81)
- District 10 – Future Growth District (pages 81–83)

Chapter 7 – Personality Areas (pages 84–95)

The Personality Areas chapter will focus on elevating the identity, marketing, and placemaking of distinct areas throughout the community. These areas will be explored through their unique opportunities and challenges—laying the foundation for a strong, forward-looking vision. Through a combination of engagement

feedback, case studies, and bold ideas, this chapter will outline creative strategies and partnerships that can help each Personality Area thrive as a vibrant and memorable destination. This chapter includes:

- West Mason Corridor (pages 86–87)
- Stadium Connection (pages 88–89)
- Riverfront Corridor (pages 90–91)
- University Corridor (page 92–93)
- New Growth Area (pages 94–95)

Chapter 8 – Implementation (pages 96–?)

The Implementation chapter translates recommendations into direct action. This chapter outlines specific steps to assist the City in achieving the Comprehensive Plan’s long-term vision. It includes an action matrix outlining recommendations to implement the Comprehensive Plan’s strategies and identifying various potential funding sources to support these initiatives. This chapter includes:

- Using the Plan, Updating Related Plans, and Review of Zoning and Development Controls (pages 96–97)
- Maintaining Public Communication, Jurisdictional Cooperation and Intergovernmental Approach (pages 98–102)
- Potential Funding Sources (pages 103–105)
- Action Matrix (pages 106–?)

Recommendations are included throughout the document and the Action Matrix will be created following the Plan's adoption. The plans' pathway for review following the Plan Commission review includes a Council Workshop on September 16, 2025. While timelines could be changed, it is tentatively scheduled for the plan to go to the City Council for first reading and public hearing on October 7, 2025, and for second reading and action on October 21, 2025.

RECOMMENDATION

Approval of the Resolution Adopting Go Big Green Bay 2050 Comprehensive Plan.

FISCAL IMPACT

ATTACHMENTS

1. PP 23-01 Resolution Adopting Comp Plan
2. DRAFT-Green Bay Comprehensive Plan_08-12-2025

**RESOLUTION RECOMMENDING ADOPTION
OF THE GO BIG GREEN BAY 2050 COMPREHENSIVE PLAN
(ZP 25-12)**

September 4, 2025

BY THE PLAN COMMISSION OF THE CITY OF GREEN BAY, BE IT RESOLVED:

WHEREAS, Sec. 66.1001, Wisconsin Stats, known as Wisconsin's Smart Growth Law, requires the creation of and provides the framework for the development of a comprehensive plan; and

WHEREAS, pursuant to Sec. 66.1001(4)(a), Wisconsin Stats., the City of Green Bay on April 17, 2001, adopted by resolution written procedures designed to foster public participation in the preparation of and amendments to the Green Bay Comprehensive Plan; and

WHEREAS, pursuant to Sec. 66.1001(4)(b), Wisconsin Stats., the Plan Commission of the City of Green Bay after careful study and review of the Go Big Green Bay 2050 Comprehensive Plan, finds that said Plan constitutes a suitable, logical, and timely plan for the future development of the City of Green Bay over the ensuing twenty plus years.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Sec. 66.1001(4)(b), Wisconsin Stats., the City of Green Bay Plan Commission recommends approval of the document consisting of text, maps, and tables, entitled "GO BIG GREEN BAY 2050 COMPREHENSIVE PLAN" to the City of Green Bay Common Council.

Adopted _____

Approved _____

Eric Genrich, Mayor

db:

GO BIG GREEN BAY

2050 COMPREHENSIVE PLAN



CITY OF GREEN BAY, WISCONSIN | PUBLIC DRAFT - AUGUST 12, 2025

DRAFT
FOR REVIEW ONLY

Acknowledgements

Thanks to Those Who Participated!

A special thank you goes to everyone who participated in the planning process for the Go *Big Green Bay 2050 Comprehensive Plan*. This Plan was made possible by the contributions and insights of the residents, business owners, property owners, developers, and representatives from various groups and organizations throughout the community.

City Council

- Eric Genrich – Mayor
- Jennifer Grant
- Jim Hutchison
- Bill Morgan
- Bill Galvin
- Craig Stevens
- Joey Prestley
- Alyssa Proffitt
- Brian Johnson
- Ben Delie
- Melinda Eck
- Kathy Hinkfuss
- Jim Ridderbush
- Former Alderperson Chris Wery
- Former Alderperson Mark Steuer
- Former Alderperson Steve Campbell
- Former Alderperson Jesse Brunette
- Former Alderperson Randy Scannell

Plan Commission

- Lisa Hanson (Chairperson)
- Jacob Miller (Vice-Chair)
- Emma Fulwilder
- Lisa Hanson
- Jim Hutchison
- DJ Daniels
- Ken Rovinski
- Kelsey Lutzow

Advisory Group

- Lisa Jossart - Greater Green Bay Chamber of Commerce
- Julia Noordyk - University of Wisconsin Sea Grant Institute
- Kristan Sanchez - CREDO
- Pam Slyvester - Brown County Home-builders
- Lydia Van Thiel - Greater Green Bay Blueprint to Prevent & End Homelessness
- Gary Delveaux, Green Bay Redevelopment Authority
- Noel Halvorson - Green Bay Neighborhoods; NeighborWorks Green Bay
- Dan Teaters - Traffic, Bike, and Pedestrian Commission
- Alan Peters - UW-Green Bay
- James Lyerly - Green Bay Area Public School District
- Bill Lockery - Retired City Planner
- Kelsey Lutzow - Joannes Park NA
- Amber Paluch - Greater Green Bay Community Foundation
- DJ Daniels - Plan Commission
- Jake Miller - Plan Commission

City of Green Bay

- Administrative Services
- Law Department
- Community and Economic Development
- Fire Department
- Human Resources
- Information Technology Services
- Metro Transit
- Parks, Recreation and Forestry
- Police Department
- Public Works
- Water Utility

Planning Staff

- Development Director Cheryl Renier-Wigg
- Deputy Developemt Director Matt Buchanan, AICP
- David Buck, AICP
- Stephanie Hummel, AICP
- Erin Rovinski
- Dena Mooney
- Jon LeRoy
- Maren Vankirk

Thanks to our Partners!

An extra special thanks to all the groups and organizations that partnered with the City of Green Bay to facilitate the Comprehensive Plan’s outreach and engagement efforts. Your collaboration was instrumental in connecting the Green Bay community ensuring the implementation of this Plan.

Event Spaces

- Green Bay Neighborhoods and Neighborhood Associations
- Green Bay Parks Department
- Titledown Brewing
- Downtown Green Bay Inc.
- On Broadway, Inc.
- Military Avenue Business Association
- Oneida Nation of Wisconsin
- Salvation Army/Kroc Community Center
- The Woods Golf Club
- Green Bay Botanical Garden

Partner Organizations

- We All Rise
- Casa Alba
- Discover Green Bay
- Green Bay Packers
- Green Bay Area School District
- Northeast Wisconsin Technical College
- University of Wisconsin Green Bay
- Emplify Health
- Hospital Sisters Health System
- Aurora BayCare
- Habitat for Humanity Green Bay
- NeighborWorks Green Bay
- KOS Management
- Wello
- South Bay Marina
- Oneida Nation of Wisconsin
- Brown County, Wisconsin
- Port of Green Bay
- Tadych Investment Partners, LLC
- Pfefferle
- Berners-Schrober Associates
- ISG
- Artists Kelli Strickland & Ivy Summers
- Live X
- Bug Tussel
- Options for Independent Living
- Curative Connections

Dedication

This Comprehensive Plan is dedicated to the memory of William “Bill” Lockery (1962-2025). Bill was a planner for the City of Green Bay for over 30 years and his leadership and support for the betterment of the City and this Comprehensive Plan are very much appreciated by the people of Green Bay.

**GO BIG
GREEN BAY**
2050 COMPREHENSIVE PLAN

**THIS PAGE HAS BEEN HELD FOR
THE ADOPTION ORDINANCE**

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01

INTRODUCTION

The Go Big Green Bay 2050 Comprehensive Plan is a detailed policy document that guides land use, development, and community investment to ensure a high quality of life. The Plan encourages sustainable growth, protects natural resources, fosters intergovernmental cooperation, and supports economically viable development. It reflects the community's vision and goals while addressing both immediate and long-term needs, promoting a thoughtful balance between the natural and built environments.

Introduction

In the Fall of 2023, the City of Green Bay began the process to update its Comprehensive Plan. **Go Big Green Bay** will serve as a foundation for decision-making and will help guide growth and development over the next 25 years, with a focus on implementing strategies over the next five years and anticipated updates as short-term goals are achieved. The City's last Comprehensive Plan was adopted in 2003 and has guided policy and development fueled by "smart-growth" principles. Green Bay has chosen to update its Plan to ensure that City staff and elected and appointed officials have a strong foundation and clear guidance to lead the community into the next 25 years.

Wisconsin's comprehensive planning law, known as the "smart growth" law, was enacted as a part of the state's efforts to promote coordinated land-use planning. The law is designed to help municipalities manage growth and development while balancing economic, environmental, and social considerations.

The Plan provides the framework for regulatory tools and are intended to be updated as short-term goals are achieved.

Overview of the Planning Process

To adequately guide the City, **Go Big Green Bay** is the product of a planning process that includes engagement with residents, business owners, the development community, local officials, City staff, and key stakeholders.

Project Kick-off and Existing Conditions

The project kick-off included meetings with City leadership, an advisory group and key-stakeholder interviews to gain a deeper understanding of issues and opportunities that the community is facing. Following these initial meetings, research and analysis, field reconnaissance and a review of relevant data were summarized into an [Existing Conditions Memorandum](#) (ECM). The Existing Conditions Memorandum helped guide the development of key policies and land use recommendations during the comprehensive planning process.

Public Engagement

Community outreach and citizen participation are an integral part of the planning process. The planning process included a combination of in-person and online community outreach. Tools and exercises were available through the project website, an online community survey, map.social, do-it-yourself (DIY) kit workshops, and at various workshops and community events.

Plan Visioning and Key Recommendations

This step set the overall vision for Green Bay that provides the focus and direction for future land use, development, and planning decisions. The vision is supported by a list of goals developed from community feedback, data-driven analysis, and key themes that emerged during the public engagement process.

Draft Comprehensive Plan Document

This step included the culmination of feedback gathered in the previous steps of the planning process. A draft of the Comprehensive Plan was prepared and presented to City staff, Green Bay's Planning Commission, and other community groups. Feedback from the community, City committees, and staff was used to revise the document before the final adoption of the Plan.

Final Comprehensive Plan Document and Adoption

Based on review, discussion, and public feedback, a final version of the **Go Big Green Bay** was presented to City staff and its Planning Commission. The final document was adopted by Common Council.

Using the Comprehensive Plan

The **Go Big Green Bay 2050 Comprehensive Plan** will be used as a policy instrument to guide and direct future growth and development. The Comprehensive Plan communicates the City's vision, informs development proposals, provides a foundation for regulatory framework, and helps coordinate initiatives. The Plan's implementation strategy identifies specific projects and actions necessary to realize the vision, goals, and recommendations outlined within the Plan.

Comprehensive Plan Requirements

Wisconsin State Statute 66.1001 defines a comprehensive plan as, “a guide to the physical, social, and economic development of a local government.” All cities within Wisconsin are granted the authority to prepare a comprehensive plan, but it must include public engagement and feedback and contain the following elements, either as a standalone chapter or incorporated within chapters.

- Issues and opportunities
- Land use
- Housing
- Economic development
- Transportation
- Utilities and community facilities
- Agricultural, natural, and cultural resources
- Intergovernmental cooperation
- Implementation

These elements were incorporated and interspersed throughout the Comprehensive Plan document.

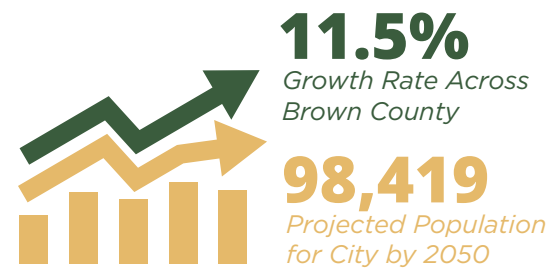
Regional Setting

Located in northeast Wisconsin at the mouth of the Fox River on Lake Michigan's Green Bay, the City of Green Bay encompasses an area of approximately 56 square miles. As of the 2021 U.S. Census, Green Bay had a population of 107,083, making it Wisconsin's third largest city and the hub of Northeastern Wisconsin. Green Bay also serves as the County seat for Brown County and is the principal city of the Green Bay Metropolitan Statistical Area that has a combined population of 330,292.

Brief History of Green Bay

The land now known as Green Bay, one of Wisconsin's oldest settlements and its oldest city, have long been the ancestral homelands of Indigenous nations, including the Menominee, Ho-Chunk and, later Oneida. These vibrant communities stewarded the area for millennia, establishing rich cultural and economic traditions that predated and later shaped its development as a significant fur trade hub. In the 19th century, the City grew considerably with the development of the lumber and paper industries. Green Bay became home to the state's first newspaper, the Green Bay Intelligencer, and was the first city to receive mail. Green Bay's location on the Fox River and its proximity to the Great Lakes made it an essential transportation and commercial center. Today, Green Bay is famously known as the home of the Green Bay Packers, a community-owned NFL team with a celebrated history. Beyond the gridiron, the City also boasts a legacy as a center for papermaking, a role it continues to embrace leading the production of paper products to this day.





Demographic Profile Snapshot

The demographic profile summarizes the existing characteristics of Green Bay's population. Understanding these demographic trends enables the City to respond to community needs, provide necessary services, and predict future demands. While data for Green Bay is emphasized, the City is compared to Brown County and the Appleton Metropolitan Area for a more comprehensive understanding and role within the greater northeast Wisconsin region.

Population

Green Bay's population comprises 39.7% of the total population of Brown County. According to the 2021 US Census, Green Bay's population is 107,083. The population has grown by 4.7% percent since 2000, at an annual rate of 1.6%; the rate increased to 3% percent after 2010. While growth in Green Bay has been consistent, it trails slightly behind the County and metro area.

While Green Bay's population has grown in recent years, the Wisconsin Department of Administration (DOA) is expecting the state's overall population to decrease slightly due to lower fertility rates and an increasing aging population. This statewide decline could impact the City, whose projected population is expected to decrease to 98,419 by 2050, while the surrounding Brown County area is expected to increase steadily from 268,740 in 2020 to 299,740 by 2050 according to the Wisconsin Department of Administration.

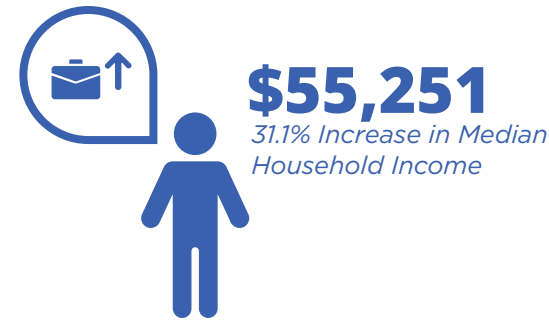


Race and Ethnicity

Green Bay is becoming increasingly diverse, with the Hispanic or Latino population experiencing the most significant growth in recent years. Now comprising approximately 16.6% of the city's population, this community has grown steadily over the past decade and plays an increasingly central role in the city's cultural and economic landscape.

While Green Bay's overall population remains majority White (74.4%), it is notably more racially and ethnically diverse than both Brown County (88.2% White) and the Appleton Metropolitan Area (92.6% White). The city is also home to growing Black or African American (4.4%) and Asian and Pacific Islander (3.9%) communities. In addition, Green Bay includes a significant Native American population (3.2%), with the presence of the Oneida Nation Reservation contributing to this representation. Among the 26,624 residents living on the reservation, approximately 12.9% identified as Native American.

Together, these demographic trends underscore Green Bay's status as one of the most diverse communities in the region — particularly as its Hispanic or Latino population continues to grow and shape the city's future.



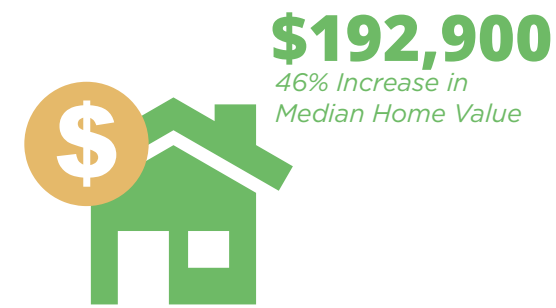
Age

The median age is rising in Green Bay, and children are becoming a smaller percentage of the population. Although the Green Bay population grew by 4.7% from 2000 to 2021, the number of residents aged 19 and under grew by just 3.1%. The fastest-growing groups were those aged 55-64 (38.7%) and 65+ (24.5%). Growth in the 65+ group has accelerated since 2010, contributing to the median age rising from 33.2 in 2000 to 38.1 in 2021.

Income

The median income in Green Bay has grown modestly in recent years but remains below the median for the Appleton Metropolitan Area and Brown County. The median household income in Green Bay was \$55,251 in 2021, up from \$42,135 in 2010. This represents a 31.1% increase, while Brown County and the Appleton Metropolitan Area saw increases of 68.9% and 70.0%, respectively.

The local increase in median income can be attributed to an increase in all income groups for households earning between \$50,000 to \$150,000 or more, and a decrease in households earning less than \$50,000.



Housing

Green Bay's housing stock predominantly consists of owner-occupied single-family detached homes at 58.8%. Although homeownership rates in Green Bay are relatively high (56.1%), that rate remains considerably lower than Brown County (73.5%) and the Appleton Metropolitan Area (64.3%). The median home value in Green Bay is \$192,900. Between 2010 and 2021, Green Bay's home values increased by 46.0%, compared to 21.6% for Brown County and 23.7% for the Appleton Metropolitan Area.

As housing costs have risen, the rate of cost burdened households has also risen. Housing cost burden is defined as a household paying more than 30% of its income towards housing. Greater than 35% indicates a severe burden. Green Bay has the lowest share of cost-burdened homeowners (35.2%) compared to homeowners in Brown County (40.2%) and the Appleton Metropolitan Area (52.5%). Green Bay has the highest percentage of cost-burdened renters (64.8%) compared to Brown County (59.8%) and the Appleton Metropolitan Area (47.5%).



Employment

Manufacturing, Healthcare and Social Assistance and Educational Services are the top employment sectors in Green Bay. Over the last decade, employment has decreased by 7.7%. The Healthcare and Social Assistance, and Accommodation and Food Services sectors saw the largest loss in total number of jobs. Meanwhile, Manufacturing and Educational Services grew modestly.

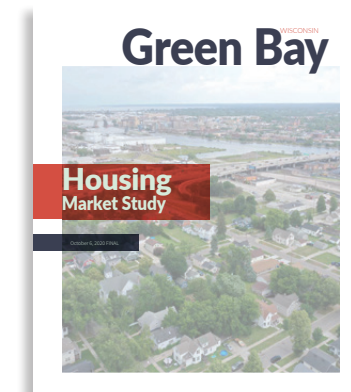
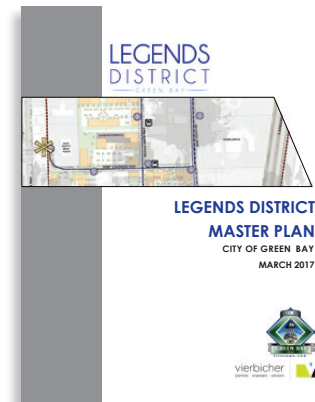
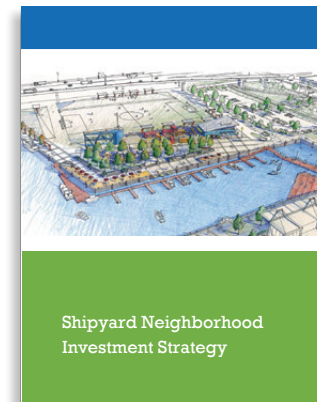
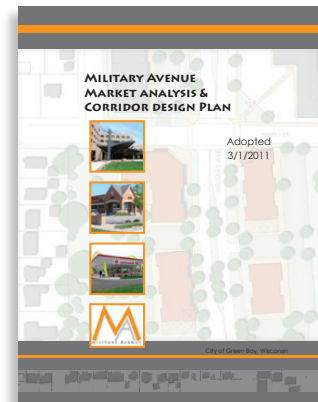
There is a significant flow of work in Green Bay. 49% of people that are employed in Green Bay live outside of the City, and 30% of people live in Green Bay but work outside the City. The remaining 21% of people both live and work in Green Bay.

Education

Most Green Bay residents are high school graduates (31.1%) or have some college education without earning a degree (19.7%). Additionally, 25.1% of residents have a bachelor's degree or higher. Green Bay's higher education attainment levels (36.8%), an associate's degree or higher, are generally lower than Brown County (44.4%) and the Appleton Metropolitan Area (44.4%).

ECONOMIC CONTEXT

Green Bay's rich history as the economic hub of northeast Wisconsin has fostered a diverse economy of agribusiness, food processing, paper manufacturing, and port-related enterprises of many kinds. This wide range of sectors fostered a diverse population and promoted an environment of in-migration. Over time, many of these industries have remained relevant and modernized alongside other drivers such as healthcare, insurance, logistics, tourism, hospitality, and education.



Past Plans and Studies

The Comprehensive Plan examined past plans, studies, and reports that have influenced planning and development policy in Green Bay. The following plans, studies, and reports adopted by the City were reviewed and summarized, with relevant goals and ideas used as a foundation for key recommendations in the **Go Big Green Bay 2050 Comprehensive Plan**.

- *Olde Main Street District Design Plan (2001)*
- *Smart Growth 2022 Comprehensive Plan (2003)*
- *Military Avenue Market Study and Corridor Design Plan (2011)*
- *East River Trail Connection (2013)*
- *AuthentiCity Downtown Plan (2014)*
- *Broadway District Neighborhood Master Plan (2014)*

- *University Avenue Corridor Redevelopment Plan (2015)*
- *Velp Avenue Plan (2017)*
- *Legends District Master Plan (2017)*
- *Shipyard Neighborhood Investment Strategy (2018)*
- *Safe Walk and Bike Plan (2019)*
- *Green Bay Housing Market Study (2020)*
- *City of Green Bay Shared Corridor Vision (2021)*
- *Park, Recreation and Open Space Plan (PROP) 2025-2029 (2025)*

Additionally, the University of Wisconsin-Green Bay (UW-Green Bay) campus-wide plans, studies and reports that affect the City were summarized.

- *UW-Green Bay Campus Master Plan (2006)*
- *UW-Green Bay Capital Improvement Plan 2023-2029 (2022)*
- *UW-Green Bay Campus Master Plan (2024)*

Past Plans and Studies

- AuthentiCity Downtown Plan
- Legends District Plan
- Military Avenue Corridor Plan
- Olde Main Street Design Plan
- University Avenue Corridor Plan
- Velp Avenue Plan



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WINTER 2023 SPRING 2024

Community Engagement Overview

The **Go Big Green Bay 2050 Comprehensive Plan's** engagement strategy leveraged a dynamic mix of tools and opportunities to engage the community and gather feedback every step of the way. Residents, business owners, youth, visitors, and stakeholders were invited to share their perspectives, lived experiences, and ideas to help shape the City's future. This collective input played a vital role in identifying long-term community needs and crafting a blueprint for what Green Bay will become over the next 15 to 20 years.

This section provides a chronological summary of the outreach initiatives and key highlights gathered from the feedback. For a more comprehensive report on the insights, check out the [Community Engagement Summary](#)

In-Person Opportunities

This project was grounded in a community-driven approach aimed at elevating new voices. To achieve this, numerous in-person opportunities were provided for City staff and the project team to engage with the community at existing events and locations throughout Green Bay. In-person outreach opportunities included stakeholder listening sessions, committee meetings, Visioning and Neighborhood Planning Workshops, pop-up events, DIY workshop kits, and public hearings.

Let's envision our City's future.
Let's get involved.
Let's spread the word.
Let's... Go Big. Green Bay.

PROJECT KICK-OFF

Participants: **27**

The City of Green Bay held two workshops on October 24-25, 2023, at City Hall to kick off the new Comprehensive Plan and gather public input. The sessions, including a Department Heads Meeting and City Leadership Roundtable, allowed officials, residents, and stakeholders to discuss community strengths, challenges, and concerns. Feedback from these workshops and other outreach efforts shaped the plan's vision, goals, recommendations, and policies.

ADVISORY GROUP

Members: **15**

The Comprehensive Plan Advisory Group began meeting in January 2024 and at several key points throughout the planning process to discuss issues, provide overall policy direction, and offer feedback for City staff and Common Council consideration. Invitees included representatives from the following:

- Brown County Home Builders Association
- Local Developers
- Greater Green Bay Blueprint to Prevent and End Homelessness
- Greater Green Bay Chamber
- Greater Green Bay Community Foundation
- Green Bay Area Public School District
- Green Bay Neighborhoods and NeighborWorks Green Bay
- Joannes Park Neighborhood Association
- Legacy First
- Plan Commission
- Redevelopment Authority
- Traffic, Bike, and Pedestrian Commission
- University of Wisconsin-Green Bay
- University of Wisconsin Sea Grant Institute

STAKEHOLDER INTERVIEWS

Participants: **31**

As part of the Public and Stakeholder Engagement phase, residents, business owners, and community members participated in conversational interviews to discuss Green Bay's challenges and opportunities. Key discussion topics included housing and neighborhoods, economic growth, transportation and mobility, community facilities, arts and culture, tourism, equity and diversity, parks and recreation, and other key areas.

COMMUNITY PARTNERS

Contacts: **80+**

Details about the planning process for each engagement opportunity and project milestone were shared with local partners. These partners were provided with marketing materials, including social media content, website updates, e-newsletters, flyers, postcards, and more.

DIY KITS

Participants: **46** (5 Workshop Kits)

DIY Kits were made available so that City staff or other community members could lead public engagement meetings without the presence of the project team. Leaders of these meetings printed copies of the kits and followed predetermined instructions to garner useful feedback.

SUMMER - FALL

COMMUNITY VISIONING WORKSHOP

Participants: **46**

On Wednesday, April 24, 2024, the City of Green Bay hosted a Community Visioning Workshop at Titledown Brewing Company. Participants worked together in breakout groups of six to eight per table. Each group worked as a team to prepare their vision for the community including mapping desired improvements and development. The exercise allowed community members to map out where they believe future uses should be developed within the city, as well as opportunity sites and other areas of improvement. Each group was provided a workbook packet that included guidelines for discussion along with a large map of Green Bay. Spanish interpretation services were available to any who needed them.

COMMUNITY POP-UPS

Participants: **1,266** (10 events)

During the summer, City staff and the **Go Big Green Bay** team hosted interactive pop-up tables at ten events across the city to gather input from a diverse range of voices. Partnering with local organizations, the City engaged both residents and visitors, promoting a survey and encouraging attendees to share their thoughts on ten preliminary districts. A total of 891 community comments were collected in response to prompts like: What makes each district special/unique? How do you spend your time in each district? Any key opportunities or issues?

- Saturday Farmers Market (6/1)
- Hmong Community Connect Fair (6/1)
- Petwalk Green Bay (6/2)
- Levitt Amp Concert Series (6/2)
- Pride Resource Fair (6/3)
- Broadway Farmers Market (6/5)
- Military Farmers Market (6/20)
- Kids Day Green Bay (6/25)
- Oneida Farmers Market (7/11)
- St. Philip the Apostle Parish Picnic and Fiesta San Felipe (8/8)

NEIGHBORHOOD PLANNING WORKSHOPS

Participants: **112** (8 workshops)

Eight Neighborhood Planning Workshops were held across the City of Green Bay. In each of the workshops, attendees connected with neighbors and shared their bold ideas for their neighborhoods. Participants collaborated in small groups, brainstorming and marked up maps with stickers to express their thoughts on seven key topics: Housing; Transportation and Infrastructure; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; and Land Use.

- District 4 - Northwest Neighborhood Perkins Park Shelter (7/31)
- District 8 - Baird Creek Triangle Hill Shelter (8/1)*
- District 6 - Downtown Core Astor Park Shelter (8/5)*
- District 7 - East Town Commercial Kroc Center (8/6)
- District 10 - New Growth Area The Woods (8/7)
- District 9 - Bay Waterfront Wildlife Sanctuary (8/15)
- District 1 and 2 - Residential/Commercial Oneida Nation Botanical Gardens (8/21)
- District 3 - Stadium Neighborhood Beaumont Park Shelter (8/26)

**NOTE: Spanish interpretation was available as needed at these events*

Digital Opportunities

The self-guided outreach opportunities allowed stakeholders to share their feedback at their convenience throughout the planning process. These included a dedicated project website available in English and Spanish, a community survey, and an interactive mapping exercise.

PROJECT WEBSITE

Unique Visitors: **2.7k**

The website, www.GoBigGreenBay.com, was the community's go-to online hub for all things related to the project. It includes information, updates, meeting notices, and project documents.

INTERACTIVE MAP

Points/Comments: **95**

Through the map.social online platform, participants placed 95 pins with comments across the city, highlighting Green Bay's strengths and opportunities. Categories included Desired Use/Development, Development Priority Site, Bike/Trail Connection, Community Asset, Undesirable Land Use, and more.

COMMUNITY SURVEY

Participants: **465** (460 English/5 Spanish)

The survey included questions about the community's vision for the future; residential, commercial, and industrial uses; community facilities and services; transportation and mobility; parks and recreation; and overall character and perception. Participants were also asked to consider Green Bay's biggest opportunities and challenges. After completing the survey, 70+ local business owners offered to share additional insights and ideas.



Project Kick-off Workshop | City Hall (10.23)



Project Aesthetic | GBGB Comms (02.24)

Community Visioning Workshop

Wednesday, April 24th | 5:30-8:30PM | Titledown Brewing Company (320 N Broadway)

Come on out + participate in the Community Visioning Workshop!

Put pen to paper, meet your neighbors, and share your big ideas and vision for the future of Green Bay. Participants will work in groups to create their own maps of Green Bay identifying planning priorities, indicating areas for future development, and proposing projects and improvements. Community input is critical to the planning process, and all are welcome! Spanish interpretation services will be provided.



Let's envision our city's future. Let's get involved. Let's spread the word. Let's... Go Big. Green Bay.

TO LEARN MORE & GET INVOLVED, VISIT:

GoBigGreenBay.com



Social Post | GBGB Comms (02.24)



- about
- partners
- engage
- materials
- photos
- contact



English





Go Big. Share Your Voice.

Project Happenings

There are many ways to **get involved** and **share your thoughts**, including surveys, stakeholder listening sessions, pop-up events, and community festivals. Stay tuned for more details and please help us spread the word!

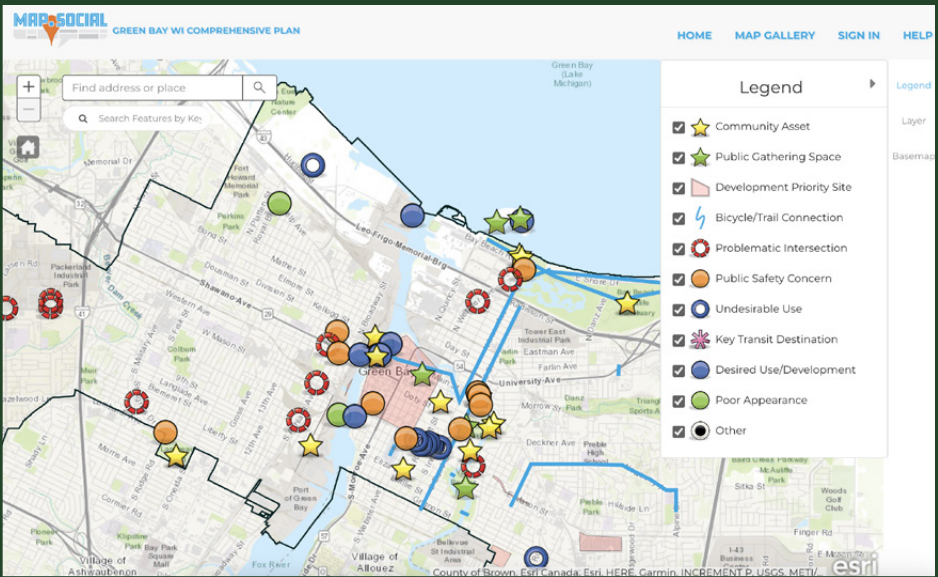
RECAP: Community Visioning Workshop

RECAP: Community Survey

RECAP: Pop-up Events



Project Website | GBGB Comms (02.24)



Online Interactive Mapping Tool | GBGB Comms (02.24)



Community Visioning Workshop | Titledown Brewing Co (04.24)



Community Visioning Workshop | Titledown Brewing Co (04.24)



Community Visioning Workshop | Titledown Brewing Co (04.24)



Community Visioning Workshop | Tittletown Brewing Co (04.24)



Pop-up Event | Pet Walk Green Bay (06.02)



Neighborhood Planning Workshop | District 8 (08.01)



Pop-up Event | Saturday Farmers Market (06.01)



Pop-up Event | Levitt Amp Concert Series (06.02)



Neighborhood Planning Workshop | District 10 (08.07)



Pop-up Event | Hmong Community Connect Fair (06.01)



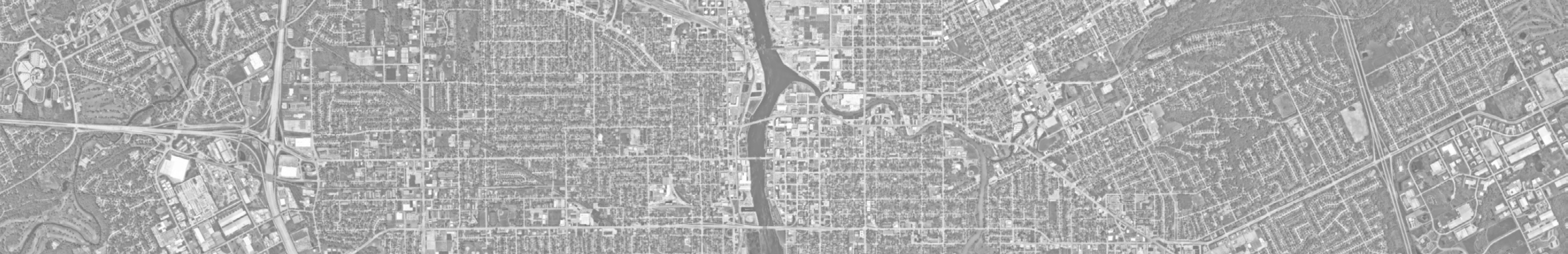
Pop-up Event | Kids Day Green Bay (06.20)



Neighborhood Planning Workshop | District 4 (07.31)



Neighborhood Planning Workshop | District 1+2 (08.21)



Existing Land Use

An inventory of the existing land use and development patterns was conducted to inform the planning process and gain a better understanding of Green Bay. The information from this review was used to inform issues and opportunities throughout this plan. The existing land use provided the basis for recommendations regarding planning and future development in the Comprehensive Plan.

Agriculture

Agriculture uses include land actively used to produce crops, raise livestock, grow orchards, and conduct farming-related activities. Farms devoted wholly or partially to agritourism are included. Low-density single-family detached homes within the same parcel utilized for agricultural production are also included in this land use. Agricultural land uses are generally concentrated in the eastern portion of the City.

Single-Family Detached

Single-family detached consists of single-family homes occupying individual lots ranging in size from modest to large. Single-family detached is the predominant residential type within the City. Single-family detached includes both newer planned subdivisions and older established neighborhoods in traditional neighborhood patterns, such as the areas around Colburn Park, Joannes Park, and the Preble Park and Wilder Park Neighborhoods.

Single-Family Attached

Single-family attached includes structures where dwelling units share an exterior wall with at least one adjacent unit while still maintaining a separate dedicated entrance for each unit. This land use includes townhomes and two-family/duplexes. Single-family attached homes are largely situated Downtown in older, denser neighborhoods. Several other single-family attached homes are located throughout the City along major roadways and nearby commercial areas.

Multifamily

Multifamily includes residential structures with multiple dwelling units (at least 3) stacked vertically with shared entrances and corridors, such as apartment buildings and condominiums. Multifamily ranges in price point, tenure, and age and includes senior and assisted living developments. In Green Bay, multifamily uses are largely located off major corridors and intersections where there is good traffic access; between single-family detached and nonresidential land uses; and at high-amenity locations such as greenways, parkways, and the Fox River.

Commercial

Commercial uses include retail and service businesses such as shops, restaurants, banks, gas stations, and auto service stations. Green Bay's major commercial strips are located downtown and typically on major corridors like Military Avenue, Main Street, Broadway, Mason Street, and more. Commercial uses also include small pockets of neighborhood oriented businesses spread throughout the City.

Industrial

Industrial uses include both heavy and light industrial businesses such as manufacturing, warehousing, and the distribution of goods and materials. Industrial uses are located throughout Green Bay. Notable examples include the corridor historically used for Fox River port access dependent industries, paper mills, and industrial parks located near major highways and interstate routes.

Public and Semi-Public

Public and Semi-Public includes local government uses, municipal facilities, community service providers, schools, and places of worship and assembly. City Hall, the police station, libraries, churches, civic buildings, medical facilities, University of Wisconsin's Green Bay campus, the City's public schools, and museums are public/semi-public uses.

Parks and Recreational Areas

This land use includes parks that provide active recreation options, including public parks owned and maintained by the City and private parks in planned subdivisions. Other recreational land uses include boat launches, school-affiliated athletic fields and playgrounds, trails, and private recreation facilities. Baird Creek Parkway and Bay Beach Wildlife Sanctuary are two urban green spaces that offer recreational opportunities on the east side.

Passive Parks and Natural Areas

Passive parks and natural areas are open space conservation areas that may have a recreational element but are generally more passive and provide natural services including water filtration, natural habitat, streams, wind breaks, and shade. Green Bay's passive parks and natural areas include wetlands, areas along the Fox River, private golf courses, cemeteries, detention ponds and creeks in planned subdivisions.

A significant portion of passive parks and natural areas are located on the west side of Green Bay in the Oneida Reservation. The Oneida Nation initiated a land buy-back program and environmental restoration efforts on reservation land to recreate natural habitats, increase wildlife populations, reconnect tribal members to ancestral lands, and provide new recreation opportunities.

Utilities and Transportation

Utility and transportation land uses support local infrastructure and provide rights-of-way or easements for the transmission of gas, electric, water, and sewer. This includes both facilities and infrastructure as well as related rights-of-way. Landfills, electric transformer stations, and parking lots related to utility facilities are all qualifying uses.

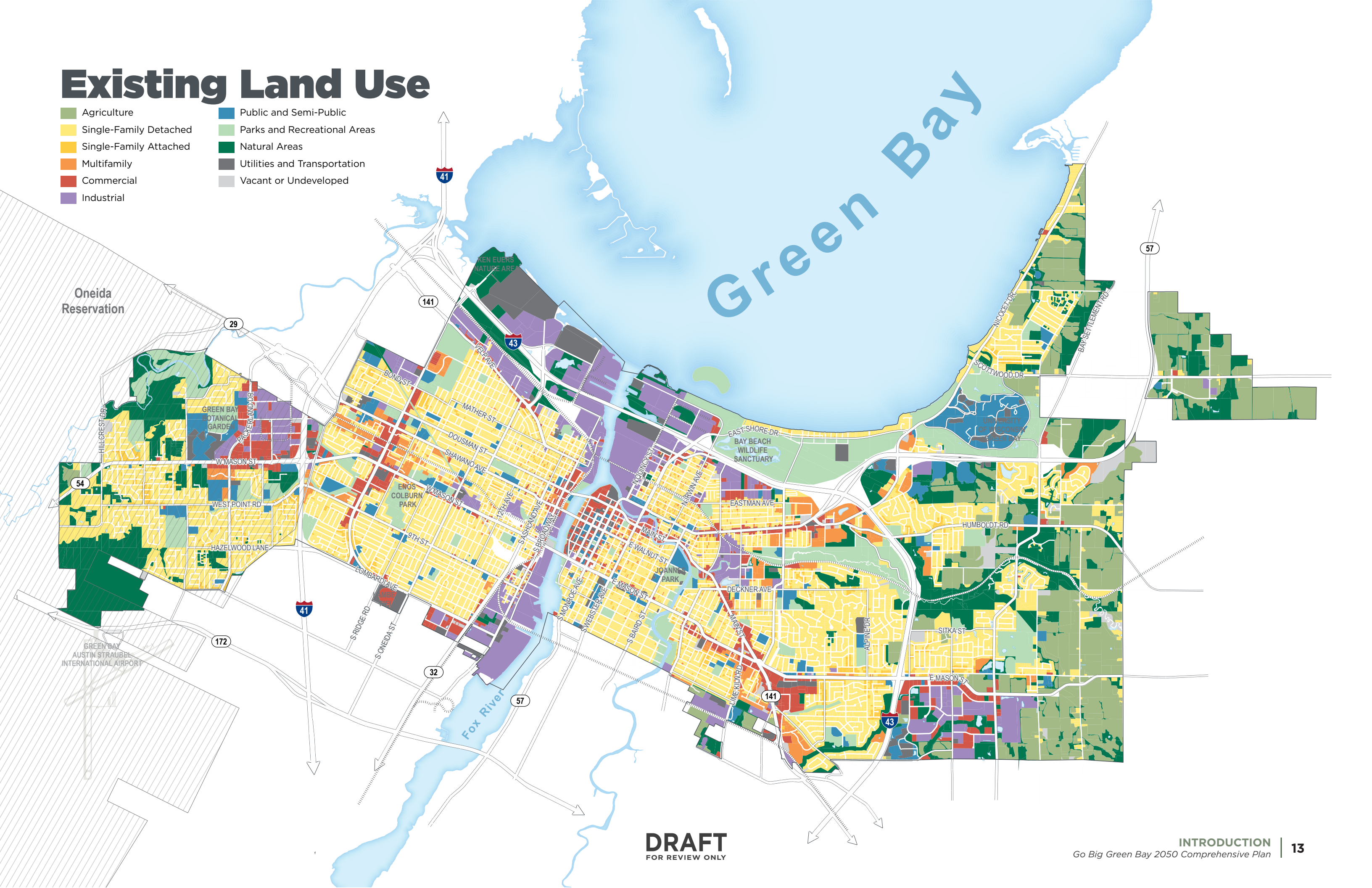
Vacant or Undeveloped

Vacant uses include properties and parcels that have utilities and can reasonably be considered available for development/redevelopment. This includes properties that have been prepared for development and those that once held a structure that has since been demolished. This category does not include vacant areas that are part of a larger parcel.

Undeveloped land includes natural areas such as fields or wooded areas that have not been prepared for development and have not been set aside for conservation. In their current state, development could not occur without first improving the site. Tree removal and grading are often necessary before development.

Existing Land Use

- Agriculture
- Single-Family Detached
- Single-Family Attached
- Multifamily
- Commercial
- Industrial
- Public and Semi-Public
- Parks and Recreational Areas
- Natural Areas
- Utilities and Transportation
- Vacant or Undeveloped



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02

VISION AND GOALS

The vision statement forms an aspirational narrative rooted in public outreach and reflects the community's ideal future for Green Bay. This chapter will illustrate the central themes of the Plan that are incorporated throughout the core goals and recommendations.

Goals are broad and long-range desired outcomes of what the City aims to achieve in the future. They are ambitious and will require the culmination of many incremental actions to be fully realized. The planning efforts across the City should work to support these goals and realize the community's vision.

VISION STATEMENT

Green Bay is the flagship community and economic hub of Northeast Wisconsin. The City will continue on this path – positioning Green Bay as a thriving, resilient place that capitalizes on its strong economic foundation, water resources, and high quality of life to attract and retain residents, businesses, and visitors.

In the year 2050, Green Bay will increasingly reflect its worldwide name and brand through its one-of-a-kind amenities, neighborhoods, and historic districts. Green Bay's attractive Downtown will be the centerpiece of the community, drawing in residents from throughout the City and the region, and acting as a must-see destination for tourists.

New development and redevelopment opportunities in areas such as the City's business parks, underutilized commercial corridors, and Downtown will be catalysts for economic development and placemaking while minimizing impacts on nearby neighborhoods. The City will support a diverse housing stock, with a variety of housing types in key locations to keep up with demands. Green Bay will continue to be a thriving industrial hub, preserving its strong economic foundation while fostering a dynamic ecosystem for emerging industries. By cultivating innovation and attracting diverse businesses, the City will secure its position as a leading center of economic growth and opportunity.

The Bay of Green Bay, located at the mouth of the Fox River and has a direct connection to Lake Michigan creates the largest freshwater estuary in the world, will continue to play a key role in the character and identity of the City, building more points of contact for people to access the waterfront and integrating green spaces into the urban fabric. The City will be a steward for its natural resources, parks, and open spaces, advocating for sustainable best practices and vibrant recreational areas. The City will establish itself as a state-wide leader for walking and biking, with connections to all neighborhoods and to the community's ample green spaces.

Green Bay will be a hub for cultural excellence, fostering a strong relationship with community institutions, the Green Bay Packers organizations, and other facilities promoting exciting events, public art, and excellent quality of life. Colloquially known as "Tittletown," the City will continue to serve a world-class community that welcomes people from across the globe, embracing diversity, and extending hospitality.



OVERALL GOALS

Land Use and Development

- 1** Under the guidance of the Future Land Use map and infrastructure capacity, continue to develop land use patterns throughout the City with mindful consideration, and build necessary connections between the City’s various neighborhoods and districts.
- 2** Direct redevelopment and growth to the urban core of the City best served by public utilities and roadways.
- 3** Work with neighboring municipalities, counties, and the Oneida Nation to develop consistent goals and planning recommendations that protect natural areas and resources.
- 4** Promote sustainable and inclusive residential areas and neighborhoods by fostering a diverse range of housing options, preserving community character, and enhancing the quality of life for all residents – both in existing neighborhoods through tailored strategies that improve the overall quality of life, and in new neighborhoods by ensuring future growth is compatible with the City’s character and identity.
- 5** Champion equitable investment and distribution of commercial and industrial development throughout the City for balanced and sustainable growth with access to goods, services, recreation, clean water and energy, and employment opportunities.

Transportation and Mobility

- 1** Diversify the transportation network to support mobility for all pedestrians, bicyclists, public transit, and vehicles through seamless and efficient routes and interconnections.
- 2** Implement a Complete Streets policy that incorporates sustainable design to create safe, resilient roadways and support non-motorist accessibility.
- 3** Support sustainable transportation methods and technologies to reduce carbon emissions.

Community Facilities and Infrastructure

- 1** Maintain the effective maintenance and strategic improvement of infrastructure, utilities, and essential community facilities, ensuring high-quality services without overextending resources or diminishing service levels.
- 2** Foster an equitable, safe, and inclusive community that supports access to opportunities and resources for all residents regardless of age, background, or ability.
- 3** Support the transition to 100% clean energy and achieve carbon neutrality by 2050 in accordance with the Clean Energy Green Bay Plan.

03

LAND USE AND DEVELOPMENT

The Land Use and Development chapter defines future land uses and promotes strategies for improving Green Bay's neighborhoods.

This chapter highlights city-wide policies and direction for how land should be used and developed, creates flexibility to serve creative development approaches, and provides guidance for meeting the needs of current and future residents and businesses.

Future Land Use

Parcels within the City are each assigned one of 13 land use designations. These land use designations cover the full range of Green Bay's land use types and should serve as the basis for development review and future zoning amendments, which may be needed to realize the full implementation of the Plan's recommendations. Housing density by acreage is included for residential land uses, and is intended to provide a general reference for scale of development.

Low Density Residential

4 to 8 units per acre

Low Density Residential areas consist of single-family buildings occupying individual lots as well as some single-family attached homes including duplexes, townhomes, and accessory dwelling units. Low Density Residential may also include small-scale multifamily when designed to meet the built form and density compatible with the surrounding neighborhood. This land use classification is intended to highlight areas that exhibit a lower-density residential scale and larger landscaping frontages. Low Density Residential areas are the most common land use type in Green Bay, extending across the entire City.

Mixed Residential

8 to 12 units per acre

Mixed Residential areas consist of a larger variety of housing types, including single-family detached homes, duplexes, threeplexes, small scale apartments and condominiums, and other mid-density multiplexes. These areas should serve as a transition from denser multifamily areas, commercial districts, Downtown, and other mixed-uses areas into the surrounding neighborhoods. Mixed Residential areas should allow for greater flexibility of residential development, encouraging opportunities to accommodate a variety of housing types including senior, workforce, affordable units, and other forms of missing middle housing. Mixed Residential areas also incorporate other commercial, retail, and office uses that complement surrounding residential uses. The mix of uses is intended to create integrated, walkable neighborhoods offering convenient amenities and services to residents.



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Multifamily Residential

12+ units per acre
Multifamily Residential areas consist of residential structures containing multiple dwelling units, typically stacked vertically with a shared entrance, and located near good traffic access. This land use includes apartment buildings with four or more units and can be configured for senior living. New Multifamily Residential development should include amenities such as ground floor commercial areas, common open space, and private recreational facilities.

Neighborhood Commercial

Neighborhood Commercial areas consist of properties and buildings that integrate into the surrounding neighborhood and provide daily goods and services such as food stores, daycares, restaurants, and other essential services. Neighborhood Commercial areas should be appropriately scaled within the surrounding neighborhood, ranging in scale and intensity based on the nearby context. This land use can be arranged in nodes, along neighborhood corridors, or as smaller districts.

Regional Commercial

Regional Commercial areas consist of large-scale retail and service establishments with regional customer draw. Regional Commercial areas provide a wide range of commercial uses, including big-box stores, national retailers, and shopping centers, while also including limited multifamily residential and mixed-use developments (12+ units per acre). The City should continue to recognize the importance of Military Avenue and the Main Street/Mason Street area, working with business owners and operators to ensure that these corridors retain long-term viability. Regional Commercial areas are meant to allow for flexibility and provide a variety of uses that complement the needs of residents and create an attractive live-work-play destination.

Mixed-Use

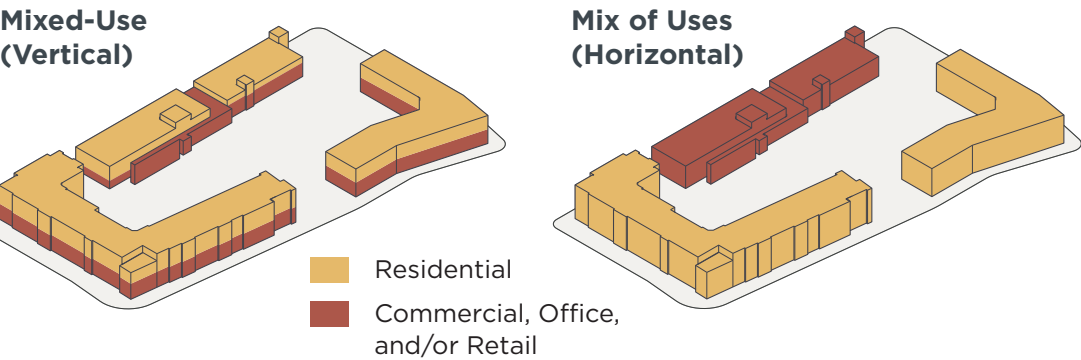
8+ units per acre for developments that include residential uses
Mixed-use areas integrate many uses such as commercial, housing, and office on a single site in a walkable environment. Mixed-use areas include public spaces and streetscape enhancements. This designation should be incorporated along major corridors and in locations where sufficient urban services can be provided. Uses should include commercial retail and service, office, residential, and employment, with a focus on vertical mixed-use development. Surface parking lots should be limited, with on-street parking, in-building parking, and parking garages taking precedence due to higher walkability and access to transit. Streets should be designed to encourage walking and biking, with small blocks, wide sidewalks, safe crossings, bike routes and parking stations, and buildings near the property line.

Downtown

12+ units per acre for residential developments
The Downtown land use consists of high-density office, retail, housing, entertainment, convention, and public land uses. New developments in Downtown should seek to provide a mix of uses and promote strong pedestrian-friendly environments. This land use should establish a strong urban commercial core and contribute to Green Bay’s unique history and identity.

Mix of Uses vs. Mixed-Use

Mix of use refers to the distribution of different uses on a single property, where separate buildings serve distinct purposes. For example, a site may include a standalone office building, a residential building, and a retail center that coexist but do not share the same structure. Mixed-use buildings combine multiple uses within a single structure by stacking them vertically.



Office and Business Park

Office and Business Park areas consist of office buildings and campuses, office-showrooms, medical facilities, and other healthcare-related uses. Office and business park uses provide professional employment and contain locations for larger vehicle operations within a designated area. This category is intended to promote an attractive alternative to industrial and distribution areas and be more compatible with adjacent residential uses given appropriate transitional uses, screening, and/or landscaping buffers.

Light Industrial

Light Industrial areas include warehousing, wholesaling, shipping, and related activities such as limited manufacturing and a range of intensive commercial uses. Light Industrial, General Industrial and Manufacturing areas serve as centers for employment within Green Bay. Industrial parks are typically located near rail services and close to highway entrances/exits facilitating efficient logistics and mobility of their businesses. Due to the nature of industrial activities, any visual and noise disturbances that could affect nearby residential uses should be minimized via transitional uses, buffering, or screening.

General Industrial and Manufacturing

General Industrial and Manufacturing areas consist of large-scale, high-intensity industrial activities including railroad and port services, extensive outdoor storage, heavy truck traffic, and handling of raw materials. This land use accommodates uses that require land or isolated sites for trucking, rail, and port services. As redevelopment opportunities occur or specific port facilities potentially phase out, the City should proactively collaborate with developers and property owners to activate the waterfront space and provide public access to the Fox River in alignment with the vision and goals of the Comprehensive Plan. The activation of these waterfront areas could include housing, boat launches, public trails, and other amenities connecting the community to Green Bay’s natural features.

Public and Semi-Public

Public and Semi-Public areas consist of government uses, municipal buildings, schools and colleges, public facilities, and other buildings for private organizations that are supported heavily by public funds and donations, such as museums, City Hall, fire stations, police stations, libraries, places of worship, and public schools. These uses provide essential utilities, services and higher quality of life for the community and are generally concentrated near Downtown and the surrounding area, with some outlying uses near the east edge of the City.

Parks

Parks consist of public open spaces, active and passive parks, recreational facilities, and other environmental features that are typically owned and operated by the City. These areas also include similar areas under County, public-private, or non-profit organization ownership. The City should continue to maintain their facilities and community institutions, ensuring ways to provide outdoor recreation for Green Bay residents. If an opportunity arises, the City should consider ways to strategically expand the park system and expand access in neighborhoods where bike and pedestrian connectivity can be improved.

Conservation Areas and Private Open Spaces

Conservation Areas and Private Open Spaces consist of state- and federal-owned or regulated environmental areas, other areas protected from development, and natural wildlife and conservation areas managed by the Oneida Nation. These also include waterways such as the Fox River, East River, and Baird Creek, which contribute to the ecological health and recreational opportunities in Green Bay. While wetlands and waterways are not explicitly highlighted on the map, potential future development must comply with local and state requirements and federal/U.S. Army Corps of Engineers may assume jurisdiction. The City should coordinate with the Oneida Nation to ensure the Comprehensive Plan’s conservation goals align with the Tribe’s planning efforts.

FUTURE LAND USE CLASSIFICATION BREAKDOWN	
Low Density Residential	36.3%
Mixed Residential	22.8%
Multifamily Residential	0.8%
Neighborhood Commercial	0.4%
Regional Commercial	3.3%
Mixed-Use	3.3%
Downtown	5.5%
Office and Business Park	3.0%
Light Industrial	3.6%
General Industrial and Manufacturing	9.0%
Public and Semi-Public	0.9%
Parks	7.7%
Conservation Areas and Private Open Spaces	3.6%

RENARD ISLAND

Renard Island is a manmade island, just off the coast of Green Bay, created in 1977 to store dredging material from industrial and port-related activities. The 55-acre island was capped with a 10- to 30-foot layer of soil and donated to Brown County for future recreational use and development. Access to Renard Island is from a causeway that was built, connecting the island to the shoreline.

The County adopted the *Renard Island Master Plan* to guide recreational development of the island, envisioning a mix of uses and amenities including a boardwalk, concessions, vehicle parking, observation tower, and boat slips. The plan includes other passive amenities such as scenic overlooks and a fishing pier. In 2024, the Port of Green Bay developed a pilot program to have sheep maintain the vegetation on Renard Island during the growing season, providing a cost-effective and environmentally friendly maintenance method.

	Low Density Residential		Office and Business Park
	Mixed Residential		Light Industrial
	Multifamily Residential		General Industrial and Manufacturing
	Neighborhood Commercial		Public and Semi-Public
	Regional Commercial		Parks
	Mixed-Use		Conservation Areas and Private Open Spaces
	Downtown		

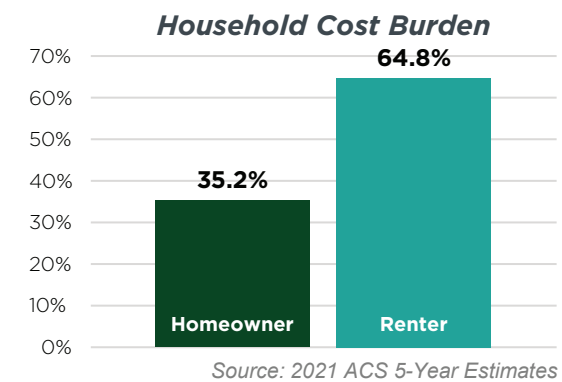


HOUSING AND NEIGHBORHOODS

The housing and neighborhoods section of the Land Use and Development chapter is intended to build on the residential land use categories established in the Future Land Use section. This section provides more detail and specific recommendations to guide public and private investments in residential development to supply existing and future housing demands. This section emphasizes a high-level overview of recommendations and policies pertaining to housing affordability, diversity, density, and short-term rentals.

Issues and Opportunities

Green Bay is the third largest city in the state. According to the 2020 *Housing Study* and Wisconsin Department of Administration (DOA), Green Bay is projected to grow at a slower rate compared to other similarly-sized communities like Kenosha which is projected to surpass Green Bay's population by 2040. Focusing Green Bay's population growth and density in urban areas can maintain Wisconsin's third largest city's population and influence the local housing market, local economy, infrastructure needs, and social connections. City-wide policy changes that increase density in already developed areas can provide cities with the ability to continue growing, promote in-migration, and course correct growth rate trends.



Throughout outreach engagement, the community expressed concerns regarding various housing issues in Green Bay, specifically the rising cost of housing, lack of housing options, and location of future residential development. Approximately 35.2% of homeowners and 64.8% of renters are considered cost burdened. This concept of housing cost burden is typically defined as households that pay more than 30% of their income towards housing.

The lack of housing options extended across a variety of demographics including seniors aging in place, work-force employees looking to live near employment hubs, young professionals starting their careers, and families looking to purchase their first homes. Participants highlighted a desire to see their neighborhoods enhanced with mixed-use nodes, greater walkability, and redeveloped underutilized and vacant spaces.

A notable theme discussed during outreach and engagement was the perceived negative impact of short-term rental companies, such as Airbnb and VRBO, and the impact of vacation rentals on the housing market and community development. Comments and feedback received during the outreach process emphasized the need for developing policies and programs to support the development of denser and more affordable housing while promoting connectivity and community building.



Housing Density

Appropriate housing density can increase the overall supply of homes and rental units leading to lower prices and rents as demand is more effectively met. This results in a greater level of affordability across Green Bay’s neighborhoods. While the core of Green Bay is generally built out, there are several opportunities along the Fox River and underutilized industrial sites that can be redeveloped to incorporate multifamily housing and apartments with proper clean-up and hazard mitigation as needed. The Shipyard District and the JBS Redevelopment Site were highlighted consistently during outreach engagement as potential redevelopment sites.

Although increasing housing density has many great benefits, architecturally divergent development can impact the character and aesthetic of the surrounding area. Incorporating development patterns such as gentle density increases and a variety of missing middle housing types can provide a context sensitive approach to increasing overall density in a neighborhood. Housing approaches such as gentle density refer to locating denser housing options such as townhomes, threeplexes, and four-plexes in single-family neighborhoods while maintaining the physical scale of homes in the area. Additional considerations may be needed when working with historically significant structures and elements in these areas to make them architecturally unique to neighborhoods.

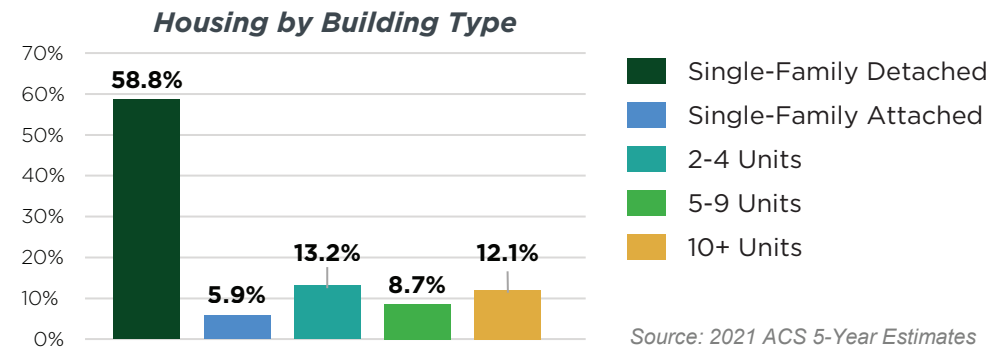
Missing Middle Housing

Missing middle housing refers to a range of housing types to fill the gap between single-family homes and multifamily units. Examples include townhomes, duplexes, threeplexes, four- to six-unit apartments, and mixed-use buildings. Missing middle housing can help address multiple housing issues including affordability, adapting to changing demographics, walkability, supporting transit, and environmental sustainability. These housing types can be flexibly integrated within neighborhoods without disrupting the existing character, allowing gradual increases to density and housing options.

Recommendations

1. Work with developers and property owners to redevelop underutilized and vacant sites for multifamily housing and apartments.
2. Promote higher residential development densities near public transit stops, commercial nodes, employment centers, and public facilities such as parks, libraries, and schools when feasible.
3. Modernize the Green Bay Zoning Code to facilitate missing middle housing development, expand mixed-use areas, and encourage gentle density to accommodate residents of all ability levels, incomes, and lifestyles.
4. Create a guidance document for Accessory Dwelling Units with practical information and technical assistance to help simplify for community members.
5. Reevaluate parking requirements for new residential developments to minimize adverse impacts like excess paving. The need for less development area and costs, encourages attached and multifamily units on smaller lots.





Housing Diversity

Green Bay’s housing stock predominantly consists of single-family homes. The majority of the City’s single-family homes were built before 1969. While the age of buildings is not, by itself, a measure of quality or condition, it can be used as an indicator of desirability for potential homebuyers. Older homes tend to be less energy efficient, have higher maintenance costs, and can lack amenities homebuyers look for such as attached garages, modern floor plans, and multiple bathrooms.

The **2020 Housing Study** indicated a shortage of mid-tier housing, noting that younger people interested in moving to Green Bay after college could not afford to.

Existing multifamily housing options that provide rental housing are located off major corridors and intersections with good traffic access; between single-family detached and nonresidential land uses; and at high amenity locations including greenways, parkways, and the Fox River. The multifamily housing market was also notably in short supply with low vacancies.

Housing diversity in neighborhoods can be an important aspect in building racial and income diversity and maintaining affordability. A broad range of housing types and prices can also provide greater stability for a neighborhood during market fluctuations. Future homebuyers may be looking to live in a particular area either due to employment reasons, social and family ties, or access to childcare resources.

At the same time, seniors may be looking to downsize and move into a senior living community, multigenerational housing, or other senior living options.

Encouraging mixes of housing types like duplexes, townhomes, threeplexes, four-plexes, accessory dwelling units (ADUs), small-scale multifamily, and mixed-use developments in key locations would help to serve diverse income, age, health, and other individual needs. For more information, see the Northwest Neighborhood district on page 70.

Housing Diversity Impacts

Neighborhood resiliency goes beyond the ability of a neighborhood to recover from a storm event or other environmental disaster. For many, choosing where to live can be a major decision, and often the biggest single investment one makes in their lifetime is their home. Yet economic factors outside of a homeowner’s or renter’s control can have a significant impact on home values and quality of life. Research conducted by the University of Illinois Urbana-Champaign and the University of Maryland found that neighborhoods with greater housing diversity experienced greater resiliency during times of economic uncertainty. Areas with a mix of single-family, duplexes, and multifamily buildings experienced fewer foreclosures and sales rates, contributing to neighborhood stability.

Overly restrictive land use regulations can limit housing production and inflate home values, contributing to neighborhood instability. When combined with economic fluctuations and increasing supply costs, inflexible or outdated regulations can often result in a reduced supply of accessible housing for low- to moderate-income households. Modern zoning regulations that provide a municipality with the ability to adapt to changing conditions can help diversify the types of residential development, leading to increased housing and neighborhood resiliency.



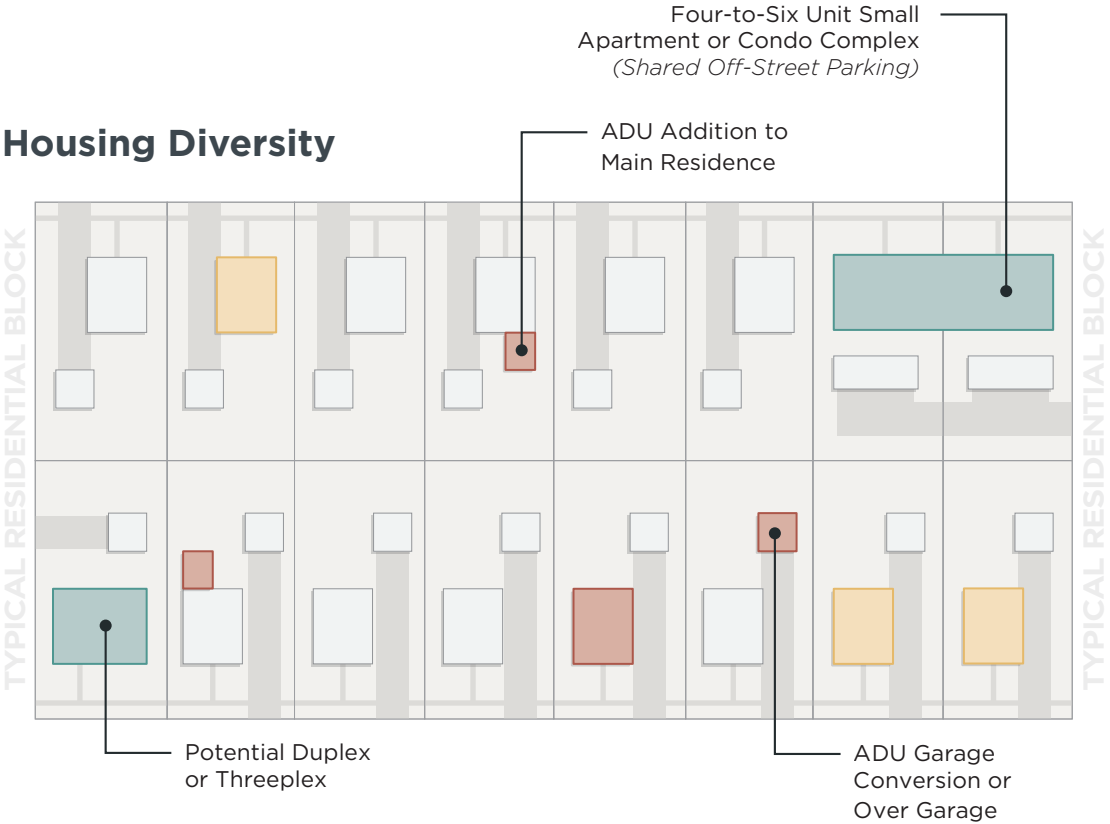
To proactively mitigate negative effects on development and neighborhoods, the City should promote housing diversity by expanding zoning districts to allow a wider range of housing types. This effort should be supported by programs and strategies that help homeowners and developers pursue improvements and redevelopment. Such strategies could include:

- Streamlining and modernizing zoning and development processes to allow for context-sensitive density, varied housing types, and right-sized parking;
- Facilitating property consolidation for housing development to meeting local housing needs;
- Supporting innovative construction models, such as modular building, to reduce time and design costs;
- Strengthening local financing and development capacity for housing production through non-profit and other mission-driven organizations as part of the housing supply ecosystem.

Recommendations

1. Update the Green Bay Zoning Code and provide incentives to expand the City’s housing stock to include more duplexes, townhomes, accessory dwelling units, multifamily, and mixed-use developments strategically located near parks, schools, and commercial services.
2. Update the Green Bay Zoning Code and provide incentives to achieve a diverse range of housing options that seamlessly blend with the architectural style, scale, and community feel of the City’s established neighborhoods, preserving their unique character.
3. Support the development of accessory dwelling units and other missing middle housing, with strategies like easing zoning restrictions, offering financial incentives, and streamlining permitting processes to make construction more feasible.
4. Modernize the Green Bay Zoning Code to include a variety of housing types, densities, and affordability options in all areas housing is recommended.

Housing Diversity



- Accessory Dwelling Unit (ADU):** ADUs can be separate, smaller housing units added to or included within a residential property. They can physically develop across a neighborhood in many forms such as detached, attached, and internal units.
- Missing Middle Redevelopment:** Parcel consolidation and revisions to setback standards could allow for a greater diversity of housing types including duplexes, townhomes, threeplexes, fourplexes, and other mixed-use developments.
- Single-Family Redevelopment:** With a majority of homes being over 50 years old, it will be important for the City to support necessary renovations and improvements to preserve Green Bay’s existing housing stock.



Affordable Housing

Housing affordability is a growing concern in Green Bay due to factors like the increasing desire to live in the community, limited existing housing stock, and lower unemployment rates compared to surrounding areas. According to the Housing Supply Accelerator, a national campaign formed by the National League of Cities and the American Planning Association, housing is considered attainable if the cost is appropriate for a range of households, thereby ensuring no housing exclusion based on financial capacity. The term affordable housing typically corresponds to a threshold like the percentage of household income compared to the area median income, which is used to determine eligibility for financial programs in addition to overall housing statistics.

The City has promoted housing affordability in a variety of programs and initiatives. As discussed in the City’s **3-5 Year Strategic Plan**, Green Bay invested \$7,333,280 of Community Development Block Grant (CDBG) and HOME funds over the past five years to provide affordable housing, suitable living environments, and expand economic opportunities that benefit low- to moderate-income residents, neighborhoods, and families.

The City also acquired 24 properties, provided rehab loans for 61 low- or moderate-income families, provided homebuyer assistance for 143 families, and provided 245 families with homebuyer counseling.

It is important to note that no one type of housing development should dominate a neighborhood. Rather, a mix of housing types between upper-end, market, affordable, and low-cost developments is desirable for creating balanced neighborhoods.

Housing in Action

The Green Bay Housing Authority (GBHA) is a public authority that focuses on managing public housing for low-income residents at affordable rents. The Green Bay Housing Authority oversees the Mason Manor high-rise and the Scattered Sites public housing units. These properties consist of a range of one- to four-bedroom units where tenants pay 30% of their annual adjusted gross income in rent. The Redevelopment Authority (RDA) is an appointed board that oversees affordable housing projects, allocates funding, and issues Development Agreements for a variety of redevelopment projects across the City.

Several other affordable housing projects have been developed throughout Green Bay, notably the City East Apartments. This affordable housing project was funded through American Rescue Plan Act and a \$1 million federal grant and features a modern three-story building with 43 units, 36 of which are for households earning less than 60% of the area’s median income.

Homelessness

Homelessness is a highly multifaceted and complex issue that will require extensive coordination between the many community organizations and support services that exist in the region. According to the **2020 Green Bay Housing Market Study**, the Brown County Homeless and Housing Coalition serves approximately 500 people per month. According to this study, the top causes of homelessness are not directly tied to just housing availability or affordability, but also poverty, unemployment, physical or mental health issues, substance abuse, or domestic abuse.

The Brown County Homelessness and Housing Coalition has been instrumental in addressing this issue of homelessness and housing insecurity throughout Brown County. By joining forces into a coordinated effort, the City and area regional organizations can more effectively assist this vulnerable population and connect them with needed resources

Recommendations

1. Continue programs that support housing affordability, specifically targeting development of more fair market rate rental housing and apartments.
2. Work with neighborhood associations, the Green Bay Housing Authority, and other housing organizations to regularly evaluate housing needs and affordability throughout the City.
3. Retain and continue to market City-owned properties for redevelopment that includes a residential component.
4. Promote housing affordability and attainability for all through a variety of assistance programs at the federal, state, and local levels.
5. Establish a Housing Committee or Housing Alliance to oversee the development and administration of funding programs, support public outreach, and provide housing specific updates to the Comprehensive Plan.
6. Continue to work with regional partners and neighboring communities to collect data on populations experiencing homelessness to better assess needs and strategies.
7. Continue regional partnering with public and private organizations in providing temporary housing and exploring opportunities for new high needs supportive housing.

COST OF HOMELESSNESS

According to the *National Alliance to End Homelessness*, a chronically homeless person costs the taxpayer an average of \$35,578 per year. Costs on average are reduced by 50% when homeless are placed in supportive housing. Supportive housing costs on average \$12,800 per year.

Neighborhood Associations

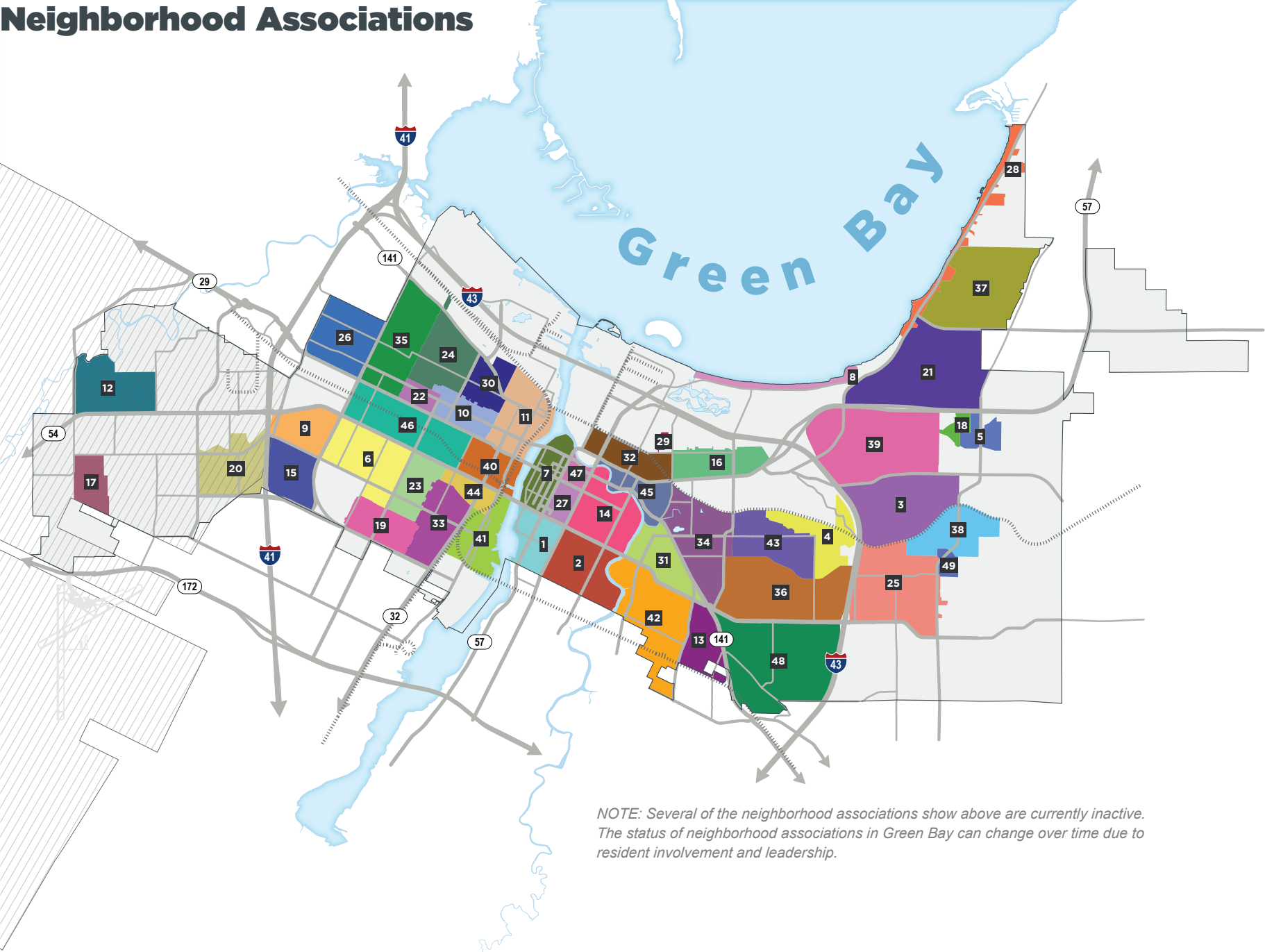
Green Bay has 49 neighborhood associations. Neighborhood associations support a variety of activities that help build community, improve the quality of the neighborhood, and facilitate communication through events such as block parties, picnics, conducting traffic studies, and educating residents about zoning issues and new developments. Green Bay Neighborhood Associations are supported by a nonprofit entity called Green Bay Neighborhoods. They are primarily supported by privately raised funding that support the work of Green Bay Neighborhoods. The City should continue to support its neighborhood associations, providing a formal and direct connection between public services, community activities, and residents.

Recommendations

1. Work with the neighborhood associations to accomplish the City’s identified housing needs and promote community development.
2. Work with the neighborhood associations to educate residents about city housing programs and resources.
3. Develop new neighborhood associations to serve all areas of the community.
4. Continue to aid and financially assist the community activities and events that neighborhood associations implement at the block level.
5. Work with Green Bay Neighborhoods to create stronger identities through street signage and banners, special road and sidewalk paving, and other identifiers like public art.

- | | | |
|-----------------------|------------------------------|-------------------------|
| 1 Astor | 18 Lake Largo | 34 Olde Preble |
| 2 Astor East River | 19 Lombardi | 35 Perkins Park Area |
| 3 Baird Creek | 20 MacArthur Heights | 36 Preble Park |
| 4 Baird Creek Parkway | 21 Mahon Creek | 37 Red Smith |
| 5 Bay Highlands | 22 Maple Arches | 38 Royal Ponds Preserve |
| 6 Colburn | 23 Marquette Park | 39 Schmitt Park |
| 7 Downtown | 24 Mather Heights | 40 Seymour Park |
| 8 East Shore Drive | 25 McAuliffe Park | 41 Shipyard |
| 9 Firemans Park | 26 Murphy Park | 42 Starlite |
| 10 Fisk Addition | 27 Navarino | 43 Swiss Hill |
| 11 Fort Howard | 28 Nicolet Drive | 44 Tank Park |
| 12 Fritsch Park | 29 North Baird Trailer Court | 45 Three Corners |
| 13 Imperial Pride | 30 Northwest Railway Gardens | 46 Western Corridor |
| 14 Joannes Park | 31 Oak Grove | 47 Whitney Park |
| 15 John Muir Park | 32 Olde North | 48 Wilder Park |
| 16 Kennedy Park | 33 Olde Norwood | 49 Woodside Heights |
| 17 King of Arms | | |

Neighborhood Associations



NOTE: Several of the neighborhood associations show above are currently inactive. The status of neighborhood associations in Green Bay can change over time due to resident involvement and leadership.

Short-Term Rentals

Online marketplaces for short- and long-term home stays, such as Airbnb and VRBO, have impacted cities across the country, facilitating greater freedom for tourists to explore new places and remote workers who travel frequently to compete with other hotel prices. These short-term rental properties can cause significant issues for neighborhoods, reducing long-term rental supply, driving up housing prices, and potentially displacing residents.

In Green Bay, the effects of short-term rentals are more apparent during the Packer’s season, where game days can create a greater demand for temporary housing. Regulations of these rentals will need to balance the potential economic impact while preserving the overall local housing market and community throughout Green Bay. In 2017, Wisconsin enacted a statewide law governing short-term rentals, known as the “Right to Rent” which limited municipalities capacity to regulate rentals.

Residential areas, such as the neighborhoods around the Stadium District and along Lombardi Avenue, include sites that are appropriate for redevelopment. These areas should integrate a mix of uses including retail, entertainment, employment, and other flexible housing options, capitalizing on the football season’s economic potential. For more information, see the Stadium Neighborhood district on page 68.

Recommendations

- 1. Work with the State Legislators to allow greater regulation on short-term rentals.
- 2. Set a cap on short-term rental permits issued in residential neighborhoods to preserve long-term housing stock.
- 3. Establish a limit on the number of days per year a property can be rented out to prevent full-time short-term rentals in residential areas.
- 4. Continue to update and modernize the GB Services portal for reporting issues related to short-term rentals, with a clear process for addressing violations.
- 5. Collaborate with short-term rental platforms to ensure only properly registered and compliant listings are allowed on their sites.
- 6. Coordinate with property owners around Lambeau Field and along Lombardi Avenue to capitalize on redevelopment and economic opportunities around the stadium.



Design Guidelines and Neighborhood Character

New development, demolition of quality homes, and inappropriately-designed renovations and additions can place a neighborhood’s established character at risk. A broad spectrum of design-oriented policies and regulations can provide guidance for developers and educate residents about context-sensitive development. The City already provides easy access to frequently asked questions online through the City’s website, including what grant programs are available, what improvements are allowed, and what design guidelines developers should follow.

There are tools the City can develop and deploy to maintain and strategically improve the built form in its neighborhoods. Design-oriented development controls along key corridors or in specific zoning districts, development guidelines or pattern books, and “how-to” guides can provide property owners with the information necessary to improve or redevelop residential property.

Often communities create assistance guides that provide support and information for designing neighborhood appropriate homes on infill lots in existing cohesively developed neighborhoods. This valuable tool should be utilized to support infill development and be used to support new and evolving neighborhoods.

Flood Regulations and Requirements

Floodplains and floodways impact homeowners’ and developers’ ability to improve and develop properties. Special Flood Hazard Areas, or floodplains, are areas defined by the Federal Emergency Management Agency that will be inundated by the flood event having a one-percent chance of being equaled or exceeded in any given year. The Special Flood Hazard Areas includes the regulatory floodway, which is the portion of a river, stream, or tributary and the land immediately adjacent that conveys most of the water during a flood event. Floodways must be able to release flood water without cumulatively increasing the water surface elevation more than a designated height, and are therefore more strictly regulated. Most floodplains within Green Bay are located along the Fox River, East River, Baird Creek, and the Industrial Port District.

To manage these areas, the City adheres to a floodplain ordinance that aligns with Federal Emergency Management Agency and the Wisconsin Department of Natural Resources. Any development within the 100-year floodplain must obtain a Floodplain Development permit to ensure compliance with state and federal guidelines. The City, Wisconsin Department of Natural Resources, and Federal Emergency Management Agency also provide various educational materials and resources for property owners and developers including Interactive Floodplain and Flood Insurance maps and educational brochures about flood safety, permitting, floodplain function, and flood insurance.

Sustainable Resilience

Along with maintaining the character and integrity of Green Bay’s neighborhoods, it will be important to promote energy efficiency and standards in future housing design. New constructions and renovations should prioritize sustainable building practices including strategies like high-performance windows and renewable energy sources, such as solar panels, where feasible. The City can encourage this through educational resources for residents and integrating energy efficiency standards into design guidelines.

The State of Wisconsin Division of Energy, Housing, and Community Resources provides a Home Energy Plus Program that assists homeowners with electric and heating costs and energy efficiency improvements. This division also provides grants for municipalities seeking public infrastructure improvements, blight elimination, business development, and disaster recovery assistance.

Recommendations

1. Determine where design guidelines and/or standards may be appropriate to allow flexibility in design while maintaining neighborhood character.
2. Utilize and expand programs under Community Development Block Grant and HOME funds to support home rehabilitations.
3. Identify areas that have chronic code enforcement issues to target assistance programs, support neighborhoods, and educate tenant’s about renters rights and landlord responsibilities.
4. Expand education on residential development and renovations for homeowners and developers, especially in areas concerning floodplain function and requirements.
5. Create and implement urban design guidelines for mixed-use, multi-family, commercial and industrial uses
6. Incorporate elements of Low-Impact Development and green stormwater Infrastructure into the planning processes for new and redevelopment projects to proactively mitigate stormwater runoff, a primary source of water pollution and urban flooding.
7. Explore opportunities to restore natural floodplain functions and enhance flood protection for the community, creating valuable wildlife habitat, and establishing potential areas for compatible recreational activities.
8. Update the Green Bay Zoning Code and guidelines to promote sustainable building practices and strategies.



ECONOMIC DEVELOPMENT

The economic development section of the Land Use and Development chapter discusses improving the commercial corridors and nodes, employment areas, and business parks throughout Green Bay. The recommendations in this section will often require the City to coordinate partnerships with private industries, local organizations, and other government agencies. The topics and policies discussed in this section should be utilized to support local businesses and stimulate economic activity.

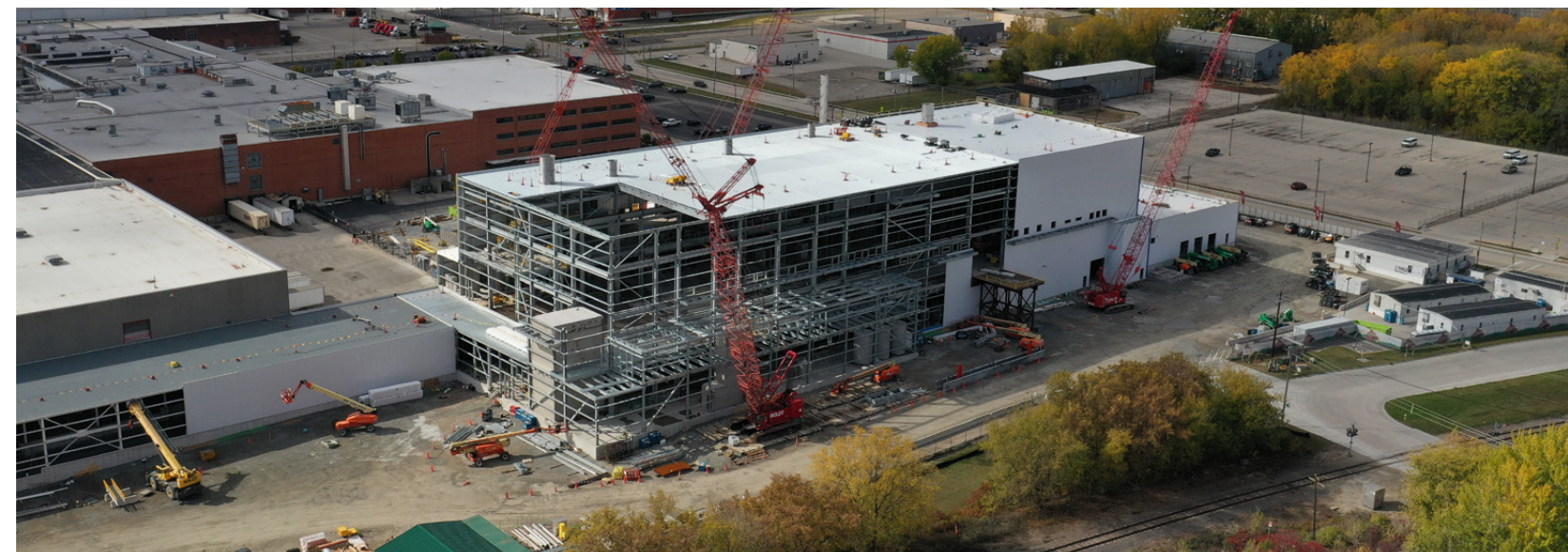
Issues and Opportunities

Community feedback highlighted the need for improvements in several commercial and industrial areas, especially Downtown. Participants during outreach and engagement emphasized the need for more mixed-use development and pedestrian-friendly spaces, particularly along University Avenue and Velp Avenue. Several concerns were raised about the environmental impact of industrial operations. Overall, feedback from public engagement highlighted the community's desire for more livable spaces with access to local businesses, walkable pathways, and living-wage jobs.

Employment Uses and Key Industries

Green Bay's key industries are manufacturing, healthcare and social assistance, government offices, and retail trade based on a 2023 economic development study by the Greater Green Bay Chamber of Commerce. These industries present various opportunities to maintain and expand the City's local economy and job base. During outreach, community members discussed the potential for these industries in the City, highlighting industrial sites for redevelopment, enacting more environmentally supportive and protective protocols and sustainable practices, and minimizing the nuisances from industrial programming. The long-term planning for these economic areas will be important over the lifespan of these industrial facilities.

Along with planning for these land uses, a skilled workforce is an important factor for employers looking to locate in a community. The City can work to ensure that residents have skills and education to appeal to new employers. Partnering with the Wisconsin Department of Workforce Development, local businesses, Greater Green Bay Chamber of Commerce, and universities and colleges can help the City understand workforce needs and support programs such as apprenticeships and training programs for in-demand jobs to produce skilled workers who live and work in the region.



Workforce Solutions

There are a robust variety of workforce development programs to connect the community with employers such as the University of Wisconsin-Green Bay and the Northeast Wisconsin Technical College. High schools also provide similar services to support individuals and employers looking to develop personal career skills and improve business growth. For example, University of Wisconsin-Green Bay has trained over 604,357 professionals since 2016, providing professional development programs tailored to key industries and in-demand skills.

Energy Initiatives

The City, with partner organizations like the University of Wisconsin-Green Bay, should include an educational program introducing and encouraging the use of sustainable energy sourcing. Sustainable energy sourcing involves strategically procuring energy from renewable sources like solar, wind, and biomass. This approach is crucial for reducing reliance on fossil fuels and helping to position Green Bay as a more resilient, environmentally friendly community. Programs could encompass various strategies other than education such as linking businesses with sources of renewables directly, adjusting codes to more easily allow the development of renewable energy sources, incentivizing and/or regulating development to utilize on-site energy generation or off-site power purchase agreement (PPAs), and direct investing or partnering with agencies for renewable energy installations.

Recommendations

1.

Engage with major employers in Green Bay to encourage their continued operations and expansions within the City.
2.

Pursue a detailed market analysis to refine strategies for attracting businesses in retail, light industrial, and office/professional sectors and seek planning or grant opportunities to support these efforts and strengthen marketability for development opportunities.
3.

Attract and actively recruit a variety of commercial, industrial, office, and medical uses throughout the City.
4.

Promote a diverse array of commercial land uses, encouraging mixed-use buildings instead of standalone structures and drive-through locations in walkable neighborhoods.
5.

Establish new commercial nodes and continue to support existing local commercial areas as destinations within Green Bay’s neighborhoods.
6.

Coordinate with partners, such as the Greater Green Bay Chamber of Commerce and local colleges and universities to develop and retain Green Bay’s workforce.
7.

Collaborate with local stakeholders, Oneida Nation, and other municipal areas to align comprehensive plans and the Green Bay Zoning Code with proposed development uses.
8.

Promote economic development that aligns with the City’s net zero carbon goal by encouraging energy-efficient, low-impact projects that support long-term environmental sustainability

EVOLVING ECONOMIC LAND USES

Coworking is a term that refers to workers from different companies sharing an office space, saving on costs and convenience through shared infrastructure and appliances. This model is popular among entrepreneurs, small teams, remote workers, and other independent professionals. The shift to remote work, largely in part to the COVID-19 pandemic, has become increasingly common and is likely to remain, leading to a decrease in demand for traditional office spaces and buildings.



Port of Green Bay

The Port of Green Bay is located on the Fox River and is the western-most port of Lake Michigan. The Port provides a cost-effective and sustainable method of transporting bulk commodities, machinery, and other goods and materials between international, national, and regional markets. There are 14 port businesses located within three miles of the Fox River, managing over two million tons of cargo across more than 200 ships annually. This cargo includes limestone, cement, salt, petroleum products, wood pulp, and oversized cargo machinery. The Brown County Harbor Commission oversees the port's day-to-day operations and commercial activities while the Brown County Port Department provides planning for harbor improvements and future economic development.

Waterborne transportation is one of the most cost-effective modes of moving materials when compared to truck or rail. Per ton-mile, shipping vessels can move raw goods and materials farther and more efficiently. The Port connects to an extensive network of highways and railroads and plays an integral part in the City's local economy, history, and livelihood of residents supporting the economic health of the region. For more information, see the Industrial Port district on page 72.

Fox River

While Green Bay and Lower Fox River have historically been utilized for industrial and port related uses, there have been significant improvements to the water quality in this system. The Lower Fox River Cleanup Project was a 17-year long process completed in 2020 through a collaboration between the Wisconsin Department of Natural Resources, the Environmental Protection Agency, the U.S. Fish and Wildlife Service, tribal nations, and corporations responsible for the cleanup and care of the river and bay. The project involved years of dredging river sediments, removing sediments, and capping activities.

While there have been major improvements to the river and bay, the project is still in the monitored recovery phase which will continue to evaluate fish, water, and sediment levels. This often takes many years following remedial activities but ensures the integrity of improvements. The overall results of these efforts have resulted in the restoration of a locally diverse fishing industry that includes a world-class walleye fishery and fish are becoming safe to eat again.

Shipping Routes

- Freight Shipping Routes
- Port Access Areas
- Downtown Riverfront
- Light Industrial
- General Industrial and Manufacturing



Recommendations

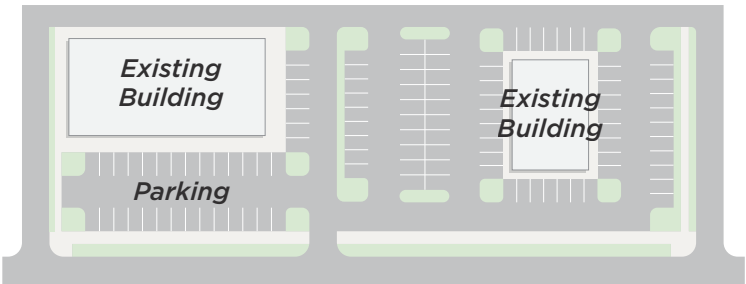
1. Continue to work with industrial businesses and other key sectors to facilitate waterborne movement of goods and other port-related activities.
2. Redevelop underutilized and vacant properties, especially along the waterfront, working with the Brown County Port to plan continued port uses.
3. Incorporate Downtown revitalization efforts with the redevelopment of port-related properties, establishing greater public access for residents and tourists.
4. Support recreational opportunities along Green Bays waterways, working with the County and Harbor Commission to facilitate safe and attractive uses for residents without interfering with port operations.
5. Evaluate, and if feasible, establish a waterborne public transportation water taxi system connecting Downtown and other recreational opportunities.

Commercial Corridor Revitalization

The appearance of commercial corridors is important for attracting new businesses and consumers. Many of Green Bay’s current commercial corridors such as Main Street, Mason Street, Military Avenue, and University Avenue face challenges with pedestrian infrastructure, curb cuts, and car-centric planning that create issues for safety and access management. Aging commercial facilities can detract from the vibrancy of an area and lead to economic downturn. Addressing these issues will require consolidating lots for redevelopment, shared access points, cross access easements, infrastructure screening, and utility line burying to enhance visual aesthetics.

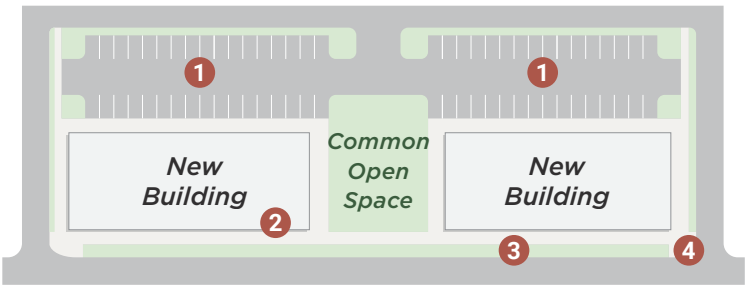
Large commercial spaces can be key sites to integrate functional and visual improvements, transforming these locations into connected and community-oriented destinations that can better respond to ever-shifting market trends. Improvements could include placemaking enhancements such as public art installations, landscaping enhancements, and pedestrian-oriented streetscape/parking lot designs for safety. Embracing these areas beyond conventional commercial uses and integrating recreational and entertainment opportunities can foster a distinctive identity, encourage reinvestment, and increase patronage to businesses. For more information about commercial areas, see the Districts, Nodes, and Corridors, chapter on page 62.

Current Commercial Corridor



Principal Arterial

Reinvested Commercial Corridor



Principal Arterial

- 1 Shared Parking Facilities
- 2 Building Oriented to Front Roadway
- 3 Landscaping Improvements
- 4 Pedestrian Infrastructure Enhancements

Recommendations

1. Implement mixed-use development in alignment with the Future Land Use map and along key corridors such as Mason Street, Military Avenue, Velp Avenue, University Avenue, and Main Street.
2. Endorse innovative retail and entrepreneurial opportunities such as pop-up shops, maker spaces, and specialized incubators.
3. Update regulations to encourage adaptable building designs that allow for businesses to quickly respond to market demands and remain viable within the community.
4. Collaborate with developers as redevelopment opportunities arise to consolidate and share parking areas where feasible to discourage excessive surface parking lots.
5. Facilitate the creation of public art, streetscaping improvements, and placemaking elements within economic nodes and corridors to increase visual interest and create distinctive, attractive environments.
6. Update the Green Bay Zoning Code to require new or reinvestment properties along commercial corridors to use practices such as shared parking facilities, street-oriented buildings, human scale development, landscaping/hardscaping improvements, and pedestrian infrastructure enhancements.

ADAPTIVE REUSE

Adaptive reuse refers to the process of repurposing existing buildings with new uses, typically different from the original intended use. Rather than constructing new buildings, the City should promote adaptive reuse to revitalize older, existing structures, especially those with historical and architectural significance within neighborhoods. The City can inform developers regarding the benefits of reusing existing structures and provide economic incentives to help boost adaptive reuse.

One local example of adaptive reuse is the conversion of the former Chicago and North Western train depot to a brewery space for Titledown Brewing Company. Eventually the brewery outgrew the location and moved across the street into the industrial building pictured below. The train depot building was then renovated into a restaurant currently called The Depot.



Google Images Titledown Brewing (2012)



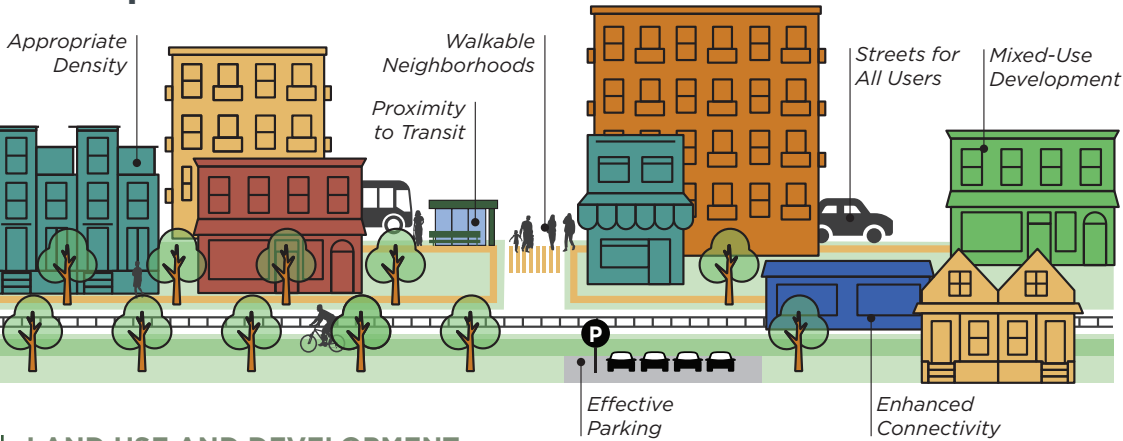
Google Images Titledown Brewing (2023)



Transit-Oriented Development

Transit-oriented development (TOD) focuses on creating walkable communities centered around public transit access. This development approach focuses on concentrating dense clusters of residential, commercial, and recreational uses within walking distance of major transit stops. Multifamily buildings and mixed-use developments near transit stations can leverage this service to foster more convenient living options, boost local businesses, ease traffic, and promote sustainability. Transit-oriented development should be utilized to connect major community hubs such as University of Wisconsin-Green Bay, Northwest Wisconsin Technical College, Downtown, and other major economic and recreational areas. Green Bay Metro Transit provides public transit services to the community, with some lines providing service to the neighboring Villages of Allouez, Bellevue, and Ashwaubenon.

Elements of Transit-Oriented Development

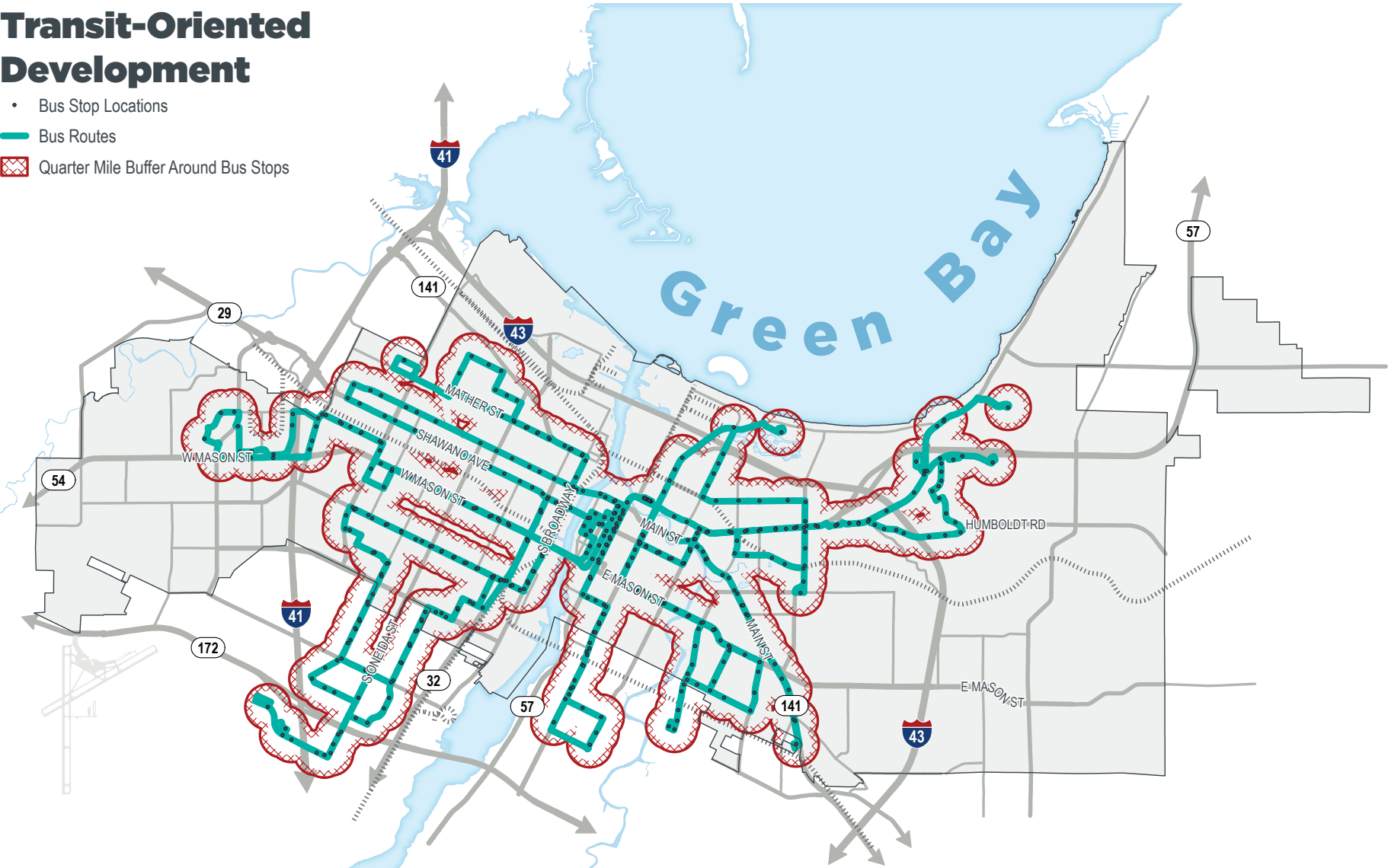


Recommendations

- 1. Continue to invest in neighborhoods and employment areas, integrating transit-oriented development along corridors and nodes to provide attractive public amenities and promote environmental conservation.
- 2. Coordinate with Green Bay Metro Transit to promote accessible transit infrastructure and services.
- 3. Conduct a transit-oriented development study for key nodes around the Downtown core to examine ways to develop affordable housing near transit, improve economic development, and boost ridership potential.
- 4. Implement a transit-oriented development overlay district to expand mixed-use and multifamily development along transit corridors.
- 5. Maintain current and plan for future transit offerings that align with major employment areas.
- 6. Evaluate and explore opportunities for future transit services such as bus-rapid transit and passenger rail.

Transit-Oriented Development

- Bus Stop Locations
- Bus Routes
- Quarter Mile Buffer Around Bus Stops



NOTE: As a public transportation network evolves over time to increase or change routes, so does the service area for residents who are trying to access these facilities. As the City implements TOD principles to create more walkable and transit-friendly neighborhoods, the watershed analysis to transit stations should be updated to reflect the actual TOD zones.

Tourism and Hospitality

Green Bay is a world-renowned name. It is notable for its culture of sports, leisure activities, and variety of events. These elements contribute to the local economy and enhance the community’s quality of life. Green Bay provides a wealth of tourism and recreational offerings like water parks and amusement park, museums, hiking trails, and Lambeau Field.

The City has made a concerted effort to promote year-round cultural events and activities. These events cultivate social connections and help bolster the City’s regional attractiveness. The City maintains multiple partnerships to promote art, food, and local businesses, highlighting the investment the City has made as these events become a part of Green Bay’s identity.

Business Associations

Green Bay has several business associations and business improvement districts (BIDs), each providing a unique array of multifamily, retail, office, and industrial uses. Business associations are voluntary, member-based, nonprofit organizations formed by business owners and funded through voluntary membership dues, sponsorships, or fundraising. Business improvement districts are legally established special assessment districts created under Wisconsin State Law and funded by mandatory special assessments on properties. Both of these types of organized services can provide services and programs promoting public spaces, safety measures, marketing promotions, infrastructure improvements, and special events.

Local Events

Festivals and events help build social connections, celebrate local culture, and create shared experiences. They bring people together and support the local economy by attracting visitors and showcasing local businesses and creatives. The City and partner organizations host a variety of beloved recurring events throughout the year, including the Packers Training Camp, Hmong Community Connect Fair, Winterfest on Broadway, Kids’ Day, and farmers markets across Green Bay. From live music on the river to ice rinks and tubing hills in the winter to meeting animal friends at the Wildlife Sanctuary, the City has options for residents and visitors alike.

Recommendations

1. Continue to partner with local businesses and organizations like Discover Green Bay to promote and market the City as a tourist destination.
2. Work with the Packers to expand programs and events at Lambeau Field with different perspectives and cultures.
3. Advance artistic expression throughout the City by commissioning public murals, sculpture installations, and featuring public art in community gathering spaces.
4. Logistically and financially support the development of business associations or business improvement districts throughout the community, where appropriate.
5. Bring back the Tourism Event Grant program or investigate alternative incentives to promote tourism.



Pet Walk Green Bay



igNight Market



Farmers Market



Fall Fest



St. Patrick’s Day Parade



Frenzy on the Fox Trail Run



Packers Pep Rally



Yoga on the Deck



Dine on the Deck

SMART GROWTH AND DEVELOPMENT

The 2003 Smart Growth Plan emphasized compact growth, directing new development in areas with existing public utilities and roads. Guided by smart growth principles, it encouraged development while preserving natural resources, optimizing land use, offering housing diversity, reducing car-dependence, and promoting active transportation. During outreach, several groups discussed the issue of density and potentially limited space for growth as Green Bay continues to develop. Due to Green Bay's smart growth policies limiting outward expansion, the City must be mindful and strategically increase density without sacrificing neighborhood quality or prime natural resources. This issue also presents impacts to the cost of development and may represent a significant challenge to building new residential and commercial development.

Development Sequence Strategy

The Development Sequence Strategy provides a general guide to which areas are best suited to accommodate growth over the next 25 years and prioritize contiguous development. The strategy consists of three components: Infill Development, Urban Expansion, and New Growth Areas. This strategy does not prohibit development from occurring outside certain growth areas, but rather encourages infill development and maintaining established areas first. The uses within each of these development areas should be informed and guided by the Future Land Use Plan. For more information, see the Future Growth district on page 82.

Green Bay has a boundary agreement with the Town of Scott which prohibits annexation but allows for coordinated efforts. The agreement established a Joint Planning Area for collective land use planning and shared infrastructure. Opportunities for new outward growth and urban expansion should primarily occur south of the Town of Scott, to the east and to the west of the City boundaries.

Infill Development

Infill development includes established neighborhoods with vacant and underutilized properties that have the potential to be redeveloped to accommodate denser and more compatible uses. Future growth and development should occur within this area already serviced by public facilities to stabilize and strengthen existing neighborhoods.

Urban Expansion

Urban expansion areas are located near the fringe of infill development areas where properties may be partially serviced by public facilities or fully serviced through minimal extensions. Urban expansion areas include some existing subdivisions with distinct identities and other vacant and agricultural areas primed for development. Because these areas are located near established neighborhoods and consist of some existing development, they are more likely to be developed in the future.

New Growth

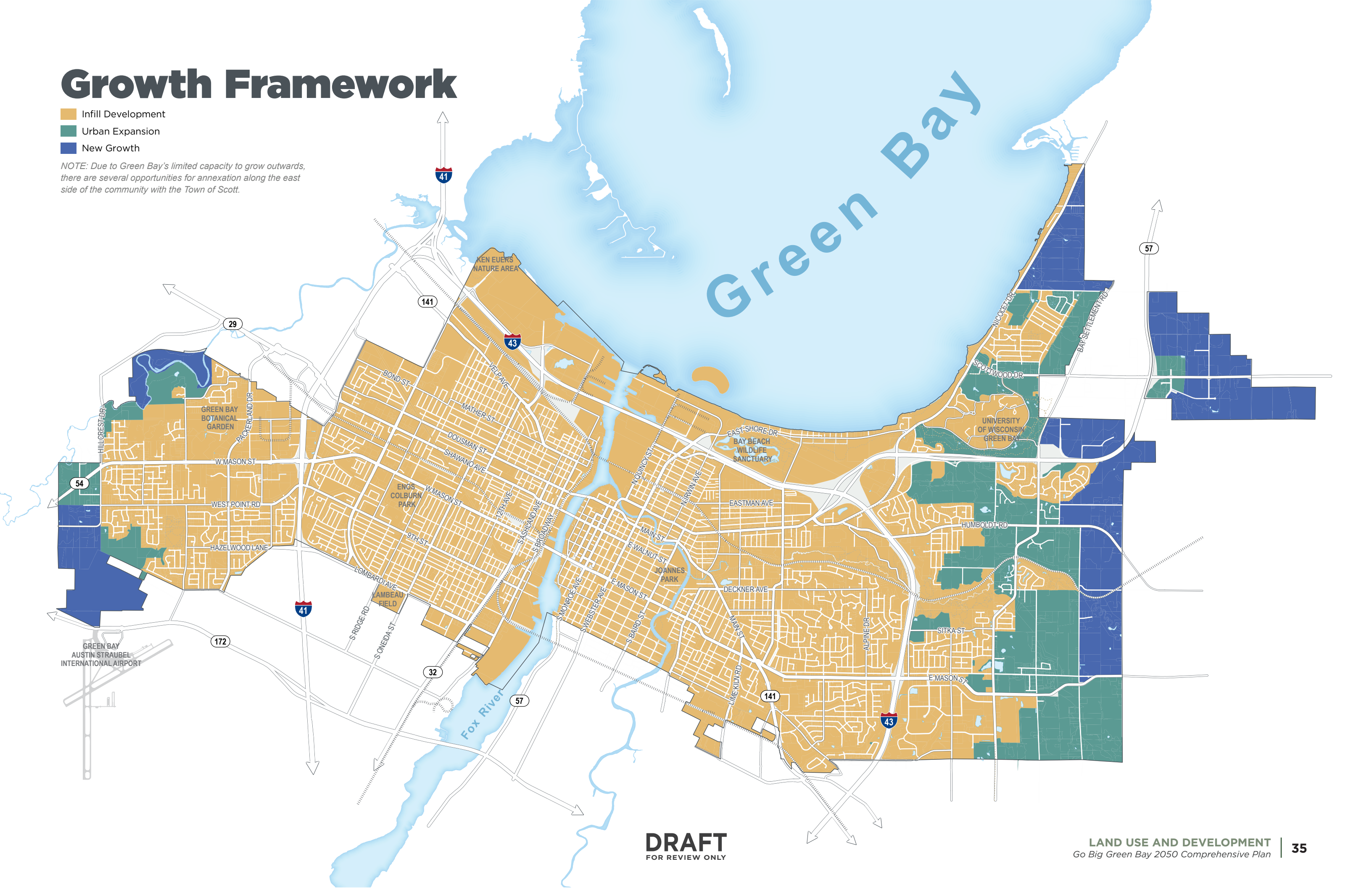
New growth areas include sites that are yet to be serviced or minimally serviced by public facilities. These areas are less suitable for development and should not be prioritized to reduce unnecessary outward expansion and leapfrog development. Neighboring municipalities also limit the available space for Green Bay to grow. If a strategic plan or proposal were created for one of these areas that aligns with the vision and goals of Comprehensive Plan, the City should consider annexation and promoting growth in this area and ways to ensure attractive and wholistic development.



Growth Framework

- Infill Development
- Urban Expansion
- New Growth

NOTE: Due to Green Bay's limited capacity to grow outwards, there are several opportunities for annexation along the east side of the community with the Town of Scott.



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04

TRANSPORTATION AND MOBILITY

A comprehensive and balanced transportation network that integrates driving, biking, and walking is vital to the quality of life for Green Bay residents and businesses. The Transportation and Mobility chapter provides recommendations for developing a well-balanced, multimodal transportation network that enhances access, mobility, and connectivity for all. This chapter outlines strategies to maintain efficient and effective mobility for drivers while expanding alternative transportation options for pedestrians and bicyclists to create a more accessible and well-connected community.

Vehicular Transportation

The Wisconsin Department of Transportation (WisDOT) plans, builds, and maintains Wisconsin's State highways and interstates. The Wisconsin Department of Transportation supports various modes of transportation, including public transit and active transportation options. Interstate 41, Interstate 43, and several State and County roads are all owned and operated by the Wisconsin Department of Transportation. The Brown County Public Works Department manages 17.4 miles of County roads and highways. The Street and Sign Maintenance Division within the Green Bay Public Works Department maintains 415.8 miles of local streets, 142 miles of arterials and collectors, and 22.7 miles of alleys, ensuring seamless connectivity between State and local roadways.

Functional Classification

The Wisconsin Department of Transportation organizes City roadways into a functional classification system prioritizing mobility and access. This system includes four categories: principal arterials, minor arterials, collectors, and local roads. Each category reflects the road's intended capacity and function within the transportation network. Together, these classifications ensure that traffic is efficiently collected and distributed throughout the City.

Principal Arterial

Principal arterials are the highest level of the functional classification hierarchy. These roads provide a high level of mobility and allow for long-distance travel to a high volume of traffic at high speeds. Examples of principal arterials in Green Bay include Interstate 41, and Interstate 43. Urban principal arterials are intended to provide access to major activity centers within urban areas, such as the central business district or major commercial corridors. Examples of urban arterials in Green Bay include East Mason Street STH 54, Webster Avenue, and Shawano Avenue.

Minor Arterial

Minor arterials primarily connect and support principal arterials. Urban minor arterials have lower speeds than principal arterials, often support other transportation modes, such as bus routes, and provide access to adjacent businesses and neighborhoods. Examples of minor arterials in Green Bay include Baird Street, 9th Street, and Dousman Street.

Collectors

The primary role of collectors is to collect and distribute traffic from local roads to arterials. Collectors typically provide circulation that local roads could not. The amount of access a connector provides depends on the roadway's purpose. Collectors feature higher speeds, more travel lanes, and fewer driveway entrances. Collectors, especially in urban areas, will provide access to surrounding land uses. Examples of collectors in Green Bay include Mather Street, Irwin Avenue, and Ridge Road.

Local Road

Local roads are the lowest level of the functional classification hierarchy. They comprise the largest percentage of all roadways in Green Bay and Wisconsin. Local roads have fewer lanes and lower speeds to provide the greatest amount of access to surrounding land uses. Examples of local roads in Green Bay include South Roosevelt Street, Kellogg Street, and Farlin Avenue.

GREEN BAY MPO LONG-RANGE TRANSPORTATION PLAN 2045

The Green Bay Metropolitan Planning Organization (MPO) 2045 Long-Range Transportation Plan was approved in 2020 by the Brown County Planning Commission. This Plan guides the region's future transportation, highlighting key projects and improvements to support mobility, safety, and connectivity. MPO staff are preparing the next update, the 2055 Long-Range Transportation Plan, which is expected to be completed by October 2025 as federal law requires.

CONNECT 2050

Connect 2050, Wisconsin's statewide, multimodal, long-range transportation plan, provides an overall direction for the transportation system in Wisconsin. This plan details goals and objectives that apply to all modes and means of transportation in Wisconsin including roads, transit, biking, walking, rail, aviation, and water transportation. The Wisconsin Department of Transportation envisions an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the State.

Functional Classifications

- Principal Arterials
- Minor Arterials
- Collectors
- Local Roads
- Average Daily Traffic Count (WisDOT 2022-2023)



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Truck Routes

The truck routes in Green Bay are planned to ensure the safe and efficient movement of goods while connecting the City to the regional and state transportation network. Major routes include Interstate 41, Interstate 43, and US 141, which provide key links to destinations like Milwaukee, Chicago, and Door County. The City works closely with Brown County to designate roads for heavy truck traffic and to support oversized or overweight vehicle routes connecting the Green Bay to the broader transportation system. The City can strengthen its role as an important hub for the state and regional economy by improving connections between local and regional routes, enhancing road safety for heavy truck traffic, and promoting environmentally friendly freight practices.

Parking

The Green Bay Parking Division provides short- and long-term parking in ramps, on surface lots, and metered spaces in and around Downtown Green Bay. In total, the City offers 3,300 ramp parking spaces, 1,275 off-street parking spaces, and 700 metered spaces. Throughout outreach and engagement, there was a perception of parking around Downtown being difficult to find and access. Participants also highlighted general parking solutions throughout the community such as introducing shared parking agreements between businesses, redeveloping underutilized surface lots to capture more intensive uses like multifamily or mixed-use buildings, including landscaping enhancements on existing lots, and expanding overnight on-street parking in specific neighborhoods.

Recommendations

- 1. Identify and upgrade streets for targeted improvements to enhance roadway efficiency and integrate multimodal solutions.
- 2. Continue to pursue and secure regional, state, and local funding for transportation investments through partnerships with other agencies.
- 3. Work with businesses and property owners to consolidate surface parking lots Downtown and implement recommendations from the recent parking study conducted by the City.
- 4. Collaborate with Brown County to assess and improve infrastructure for commercial truck traffic and support local industries.
- 5. Work with The Wisconsin Department of Transportation and neighboring municipalities to optimize freight corridors and enhance truck safety through improved signage, road resurfacing, and designated truck lanes.
- 6. Evaluate current roadway designs, conditions, and needs to determine future roadway widening or narrowing based on their intended uses and the influences on the surrounding neighborhood.
- 7. Develop connected streets that provide transportation flexibility with increased safety and discourage cul-de-sac streets.
- 8. Implement pilot programs to allow overnight on-street parking in appropriate neighborhoods near amenities where increased residential density may be desired.

Truck Routes

- Principal Arterial Truck Route
- Minor Arterial Truck Route



Transportation Improvements

Several planned roadway infrastructure improvements have been identified in *Brown County's 2025-2028 Transportation Improvement Program* (TIP) for the Green Bay Metropolitan Planning Area. These plans provide federally mandated, multimodal transportation goals. Primary goals for the 2025-2028 TIP include maintaining the state of good repair, enhancing safety, improving mobility and accessibility, supporting economic development, and supporting environmental sustainability. The following recommendations and improvements are from the Brown County TIP.

Bridge Rehabilitation

Rehabilitating bridges maintains their structural integrity and extends their infrastructural lifespan. Bridge rehabilitation includes replacing deteriorated bridge decks, strengthening bridge supports, and improving other safety features. Improvements to bridges along Interstate 41, Interstate 43, and Mason Street are important capital projects towards investing in roadway safety.

There is currently a study being conducted by the Wisconsin Department of Transportation to evaluate the condition of the Highway 32/Ashland Avenue bridge between 9th Street and Highway 54/Mason Street over the railyard. This improvement could potentially include rebuilding the bridge as-is or reconstructing at-grade which could improve access and mobility to the surrounding rail development site.

Intersection Rehabilitation

Intersection rehabilitations include signal optimization, adding turning lanes, enhancing signage, and improving pedestrian safety through highly visible crosswalks, bumpouts, and refuge islands. The intersection improvement along Ashland Avenue and 9th Street is planned for reconstruction in 2028.

Planned Roadway Improvements

Planned roadway improvements include both general maintenance and rehabilitation projects. Maintenance projects typically involve addressing deteriorated roadways and/or implementing measures to extend their lifespan. These projects could include resurfacing, drainage improvements, and subgrade stabilization. Rehabilitation projects focus on repairing and upgrading existing infrastructure including lane widening or reductions and other structural repairs to enhance safety and functionality.

Capital Improvements

Every year, the City creates a Capital Improvement Plan (CIP) that provides a five-year projection for managing long-term infrastructure and facility investments. It promotes better capital project planning and sequencing to ensure financial responsibility and lets residents and public officials know what capital improvements are upcoming.

Transportation Improvements

- Bridge Rehabilitation
- Intersection Rehabilitation
- Resurfacing
- Roadway Reconstruction
- Slope Stabilization
- Install Left Turn Lanes



NOTE: These transportation improvements are part of the Brown County Transportation Improvement Program. Proposed roadway and transit projects must be included in an adopted transportation improvement program to be eligible for federal aid.

Complete Streets

Complete streets are designed and operated to be safe for all types of road users, not just drivers. Pedestrians, cyclists, and motorists of all ages and abilities must be able to safely move along and across a complete street. Complete streets incorporate physical infrastructure, such as raised crossings, protected bike lanes, medians, and similar treatments to reduce hazards from automobiles and protect and make pedestrians and cyclists more visible. In addition to their safety benefits, complete streets often ease congestion, support economic growth, encourage walking and biking, improve air quality, and enhance mobility options for children and elderly residents.

During outreach engagement and field reconnaissance, it was noted that several roads are overbuilt or should be considered for a lane size reduction. As roadways are reconstructed, the general uses and needs should be reevaluated with a complete streets in mind to promote traffic calming and reduce costs of construction and maintenance.

Accommodating new bicycle and pedestrian facilities may require a road diet. Road diets reduce the number or width of vehicle travel lanes to free up space for other transportation modes. Road diets on residential streets may lead to the elimination of street parking on one or both sides.

Road diets can successfully occur without causing additional congestion, but some instances may result in congestion. Ultimately, points of congestion do reduce speeds and increase safety for roads users, but the City should utilize the *Safe Walk and Bike Plan* when determining the pros and cons of implementing roadway changes.

Complete street policy recognizes that relying on laws and human nature does not adequately protect more fragile users of roadways and encourages the use of physical barriers between vehicles and pedestrians and bicyclists. By prioritizing infrastructure projects at locations with observed safety issues and targeting street safety projects based on crash data analysis and risk factors, Green Bay can improve pedestrian safety outcomes and perceived comfort for active users.

LEADING BIKE COMMUNITIES

Leading biking communities such as Minneapolis, Minnesota developed their bicycle infrastructure over time through a combination of political will, strategic investment, and community advocacy. Minneapolis achieved and maintained gold status from the League of American Bicyclists, a grassroots organization dedicated to creating safer roads, stronger communities, and a more bicycle-friendly America. This status reflects Minneapolis’s success through its focus on equity in bike planning, working to make cycling accessible year-round despite harsh winters and actively reclaiming street space for bicyclists and pedestrians. Investment in connected infrastructure and shifting planning priorities away from car-centric models can promote sustainable, urban environments across the City.



Rails to Trails Conservancy (2021)



Minnesota Monthly “Minneapolis By Bike” (2011)



Complete Street Design

The National Association of City Transportation Officials (NACTO) is considered the premier resource for safe street design, and its guides contain several examples of physical elements that could be implemented on Green Bay’s streets. The following is a list of physical elements found in complete streets and should continue to be implemented onto Green Bay’s streets, where appropriate, to improve comfort and safety:

- Separate sidewalks or multi-use paths adjacent to streets with street trees, lamp posts, bollards, or other physical barriers to provide a visual separation of uses and reduce the speed of traveling vehicles.
- Install bump outs or curb extensions on street corners to reduce the speeds of turning vehicles and reduce the distance pedestrians must cross.
- Utilize pinch points, raised crosswalks, speed tables, and/or speed humps on residential streets to slow traffic and provide a clear visual identifier for pedestrian crossings.
- Utilize physical barriers, such as bollards or raised curbs, to separate cyclists from vehicles.

- Install raised medians and refuge islands on arterial streets to provide physical barriers for pedestrians crossing busy streets.
- Install wayfinding signage to help cyclists and pedestrians identify safe routes to destinations.
- Improve signalized intersections where necessary with dedicated signals for pedestrians and cyclists.
- Consider bicycle signals, where necessary, to better organize bike traffic and improve system safety.
- Remove slips lanes where possible.

Intersections and turning vehicles present a specific risk to pedestrians and bicyclists. The City should continue to design and implement safer intersections and crossings to reduce the risk of collisions and provide more comfort to the overall bike network. Design considerations such as corner islands, raised crosswalks, and curb extension elements can reduce the speed of turning vehicles and shorten the pedestrian/bicyclist and driver conflict zone. Overall, ensuring a clear approach sightline and increasing visibility is essential to creating a safer bicyclist and pedestrian environment.

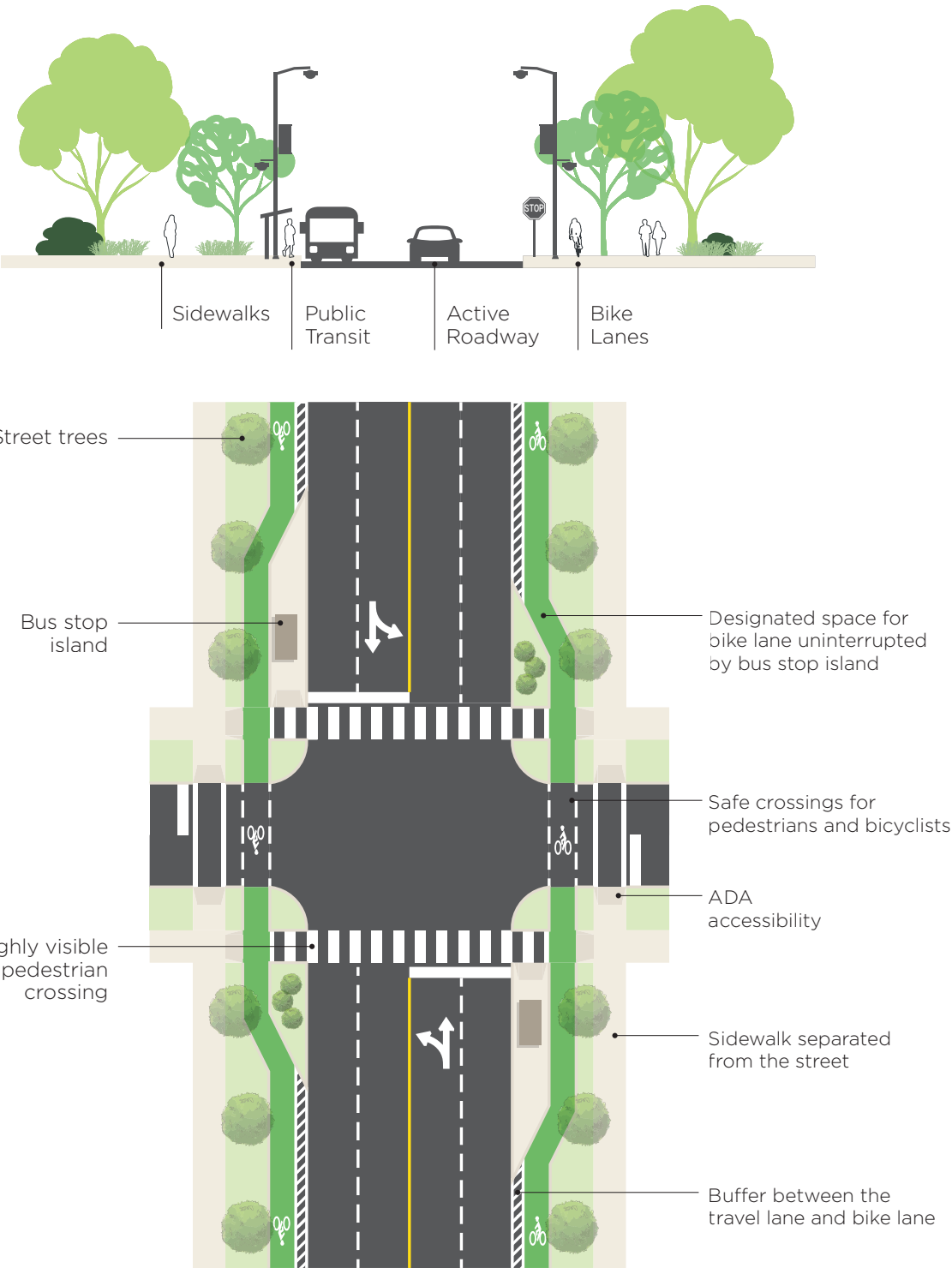
Narrow Streets

Narrow streets help reduce traffic speeds and shorten crossing distances, which results in safer, more comfortable spaces for bicyclists and pedestrians. Narrow streets also benefit developers and the City by reducing the amount of surface area that needs to be physically up-kept and clear of snow, minimizing maintenance and reconstruction costs. Weekly alternative-side parking can allow for street cleaning and snow removal. Although narrower streets may create some challenges for emergency vehicles, extra planning efforts should be able to address those issues.

One-Way Streets

While one-ways were intended to improve traffic flow, their application in downtown settings generally results in reducing business visibility and can be disorienting for visitors and frustrating for residents. Converting Jefferson Street and Madison Street from one-way to two-way streets, as suggested in the *Downtown Design Plan*, would allow traffic control devices to manage the flow of peak-hour traffic, reduce vehicle speeds, increase safety, and enhance the viability of businesses along those streets.

Complete Street Elements & Design



Traffic Calming

Building on the ideas of complete streets, effective traffic calming strategies are an important tool for ensuring safety and comfort for multimodal transportation. An inviting street with attractive features also requires people to feel safe and comfortable. The following design strategies incorporate visual cues and physical infrastructure to signal to drivers, bicyclists, and pedestrians that they are entering into an area where slower speeds are expected and active transportation is prioritized. While this is not a comprehensive list of solutions, these techniques can be implemented to achieve greater traffic calming.

Congestion Mitigation

Historically, road widening was used as the primary response to traffic congestion. The idea was that wider roads would increase capacity and improve traffic flow. This strategy may initially reduce travel delays and costs, but ultimately fails due to a concept called “induced demand”, where the perception of faster travel times induces more people to drive, resulting in more congestion. While seemingly counterintuitive, accepting congestion can lead to modified behavior among residents. Some people may decide to move closer to daily destinations like work or school, while others may switch to a different transportation mode, such as public transit, if it offers time or cost savings. Ultimately, congestion is a sign of a busy, popular place, and accepting it in certain areas of Green Bay can result in the retention of businesses and jobs, the preservation of existing streets, and the freeing of funds for other needs.



Lane Narrowing

Narrow lanes reduce speeds and minimize crashes on city streets by way of reducing the right-of-way and making drivers wary of traffic and adjacent users.



Lane Shift

A lane shift horizontally deflects a vehicle and may be designed with striping, curb extensions, or parking.



Median

Medians create a pinchpoint for traffic in the center of the roadway and can reduce pedestrian crossing distances.



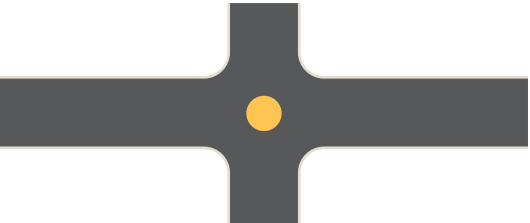
Speed Hump

Speed humps vertically deflect vehicles and may be combined with a midblock crosswalk.



Pinchpoint

Pinchpoints or chokers restrict motorists from operating at high speeds on local streets and significantly expand the sidewalk realm for pedestrians.



Roundabout

Roundabouts reduce traffic speeds at intersections by requiring motorists to move with caution through conflict points.



Chicane

Chicanes slow drivers by alternating parking or curb extensions along the corridor.



Diverter

A traffic diverter breaks up the street grid while maintaining permeability for pedestrians and bicyclists.



Streetscaping and Pedestrian Amenities

A number of design considerations, improvements, and features can enhance the character and appeal of a streetscape. A streetscape refers to the visual elements of a street including the road, sidewalks, buildings, trees, lighting, and other infrastructure. An attractive streetscape typically includes public art, street trees or vegetation, outdoor seating, and other decorative elements. There are several corridors outlined in the Districts, Nodes, and Corridors chapter for streetscaping improvements. However, these roadways are each individually unique and may require further planning considerations.

Street Trees

Street trees offer shade that mitigates the heat island effect, creating a more comfortable environment for pedestrians, especially during hot summer months. They enhance air quality by absorbing pollutants and releasing oxygen, supporting a healthier and more sustainable urban ecosystem. While there are a variety of different corridors recommended for improvements, street trees should be considered in varying sizes, locations, and designs to add visual interest. It is important that appropriate soil volumes for root health are calculated and taken into consideration when planning new developments and reconstruction projects.

Planters

Landscape planters enhance the pedestrian experience by adding layers of greenery that create visual interest and serve as buffers between pedestrians and vehicles. Planters can be positioned near buildings and parking lots entrances to provide attractive scenery and functional separation from traffic.

Lighting

Lighting is essential for creating a vibrant and welcoming public realm by enhancing safety, security, and night-time activity. It supports pedestrian comfort and boosts commercial viability during evening hours. Lighting includes exterior building fixtures like lanterns, sconces, and floodlights, as well as streetscape elements such as streetlights, bollards, and decorative string lights. Creative lighting can also enhance placemaking through more decorative luminaires around Downtown or other pedestrian gathering spaces.

Street Furniture

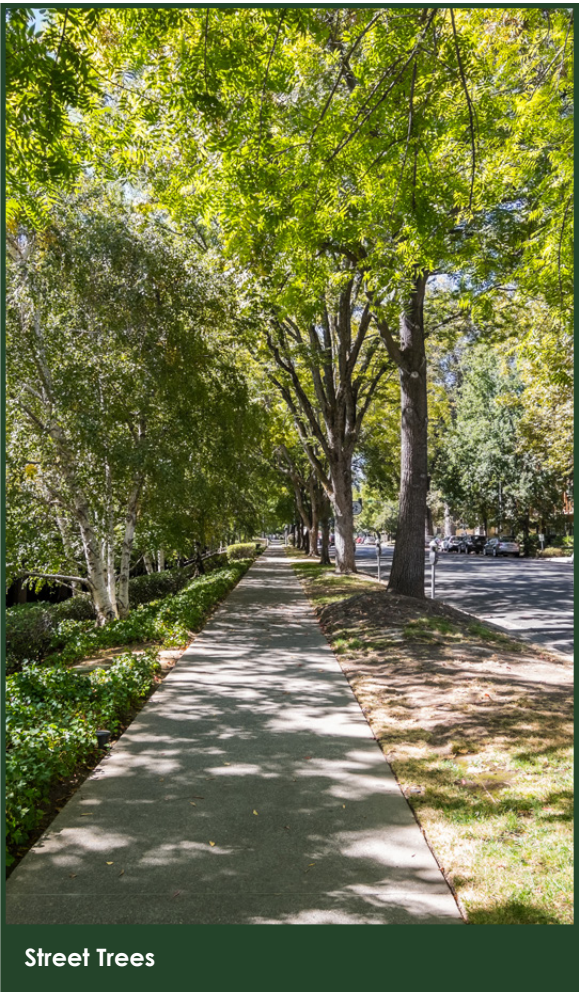
Well-designed street furniture, such as benches, trash receptacles, and bike racks, enhances pedestrian activity by offering places for rest, social interaction, and convenience, fostering a sense of community and belonging. Providing spaces to pause, sit, and interact with the environment is essential for fostering a vibrant street life.

Traffic Signs

Traffic signs play a crucial role in ensuring safety, order, and efficiency within the public realm. Signage provides essential information and guidance for drivers, bicyclists, and pedestrians, helping them navigate the environment and understand the rules and regulations that govern it. Traffic signs are important tools to consider along with other streetscaping elements and ensuring proper wayfinding to public amenities.

Recommendations

1. Adopt a complete streets policy throughout the community and identify corridors to receive different improvements including attractive streetscaping elements and road diets.
2. Incorporate new and innovative complete street design techniques that incorporate the *Safe Walk and Bike Plan* objectives wherever applicable. Also include green storm-water infrastructure as noted in the *Citywide GSI Plan (2023)*.
3. Incorporate narrow streets into neighborhoods, where applicable, to create more comfortable spaces for pedestrians and bicyclists.
4. Convert Jefferson Street and Madison Street to two-way streets in accordance with the *Downtown Design Plan*.
5. Institute various street calming strategies for areas that would benefit from slower traffic such as Downtown, Broadway, and East Town.
6. Implement improvements to bicycle infrastructure and facilities to enhance the City's bronze status with the League of American Bicyclists.
7. Design and install green streets within the public right-of-way with features such as bioswales, rain gardens, planter boxes, and permeable paving, where appropriate.



Street Trees



Planters



Lighting



Traffic Signs



Public Art



Street Furniture

Active Transportation

Active transportation includes reliable walking, bicycling, and transit options. Many cities are recognizing the importance of active transportation options not only for their contribution to public health by reducing sedentary lifestyles and related diseases to obesity and heart problems, but also for their environmental sustainability, cost-effectiveness, and as a vital necessity for people who don't have other transportation options.

Walking and bicycling can be effective alternatives to common household trips that car drivers typically use such as commuting to work, running errands, or visiting friends and family. Everyday trips like these can feed into a wider network using other forms of transportation like public transit.

Sidewalks

The City has a relatively complete network of sidewalks in the central portion of the City. However, the network becomes incomplete the further one gets from the central core. A pedestrian can easily walk around Green Bay's historic street grid which was developed pre-WWII. Newer neighborhoods, such as those outside of Interstate 41 and Interstate 43, often feature curvilinear streets with sparse connections and few sidewalks. A resident of any age or ability level in such a neighborhood may encounter sidewalk gaps and other connectivity issues.

The City developed a *Safe Walk and Bike Plan* in 2019 to identify sidewalk connectivity issues near Green Bay schools and to provide safe walking routes for students. The plan was a collaborative effort between the City and the Green Bay Area Public School District. Included in the plan was a Safe Routes to School framework map, Bicycle and Pedestrian framework map, and an analysis of the City's existing sidewalk network which revealed numerous gaps. To reinforce a comprehensive and accessible transportation network for all users, these gaps should continue to be addressed through the Sidewalk Improvement Program, filling in connections between Green Bay's various schools, destinations, and amenities.

SIDEWALK IMPROVEMENT PROGRAM

The Sidewalk Improvement Program in Green Bay improves pedestrian safety and connectivity by maintaining and upgrading the City's sidewalk network. Through regular inspections, the City identifies hazardous or deteriorating sidewalks and ensures timely repairs to meet accessibility and safety standards. While property owners may pay repair costs, the City manages infrastructure construction and maintenance.

LEADING INTERVALS

A leading pedestrian interval (LPI) is a traffic signal adjustment that allows pedestrians to cross the street before vehicles. Similarly, a leading bike interval (LBI) allows bicyclists adequate time and space to enter the intersection before vehicles. Leading pedestrian intervals and leading bike intervals can give pedestrians and bicyclists the opportunity to enter the crosswalk or intersection several seconds before vehicles are given a green indication—improving pedestrian safety and visibility. The City should continue to explore and implement these signals and other innovative technology to improve the safety and experience for pedestrians and bicyclists. As an interim solution, walk signals should be incorporated into all traffic intersection cycles by default regardless of pedestrian or cyclist activation.



Bikeways

Bicycling is an increasingly popular mode of transportation for both commuting and recreation. Bicycling offers numerous benefits, including better public health, reduced traffic congestion, and lower carbon emissions. Green Bay currently has 12.5 miles of on-street bikeways and 13 miles of off-street trails and paths. Green Bay’s bicycle network includes share-use paths, sidepaths, bike lanes, and signed bike lanes with shared lane markings.

The Green Bay *Safe Walk and Bike Plan* categorizes the City’s on-street facilities as bike lanes, signed bike routes with shared lane marking, or sidepaths. Off-street facilities are categorized as shared-use paths. A shared-use path is a paved, off-road path open to non-motorized users like bicyclists, pedestrians, and skaters, typically located in parks, greenways, or along utility corridors.

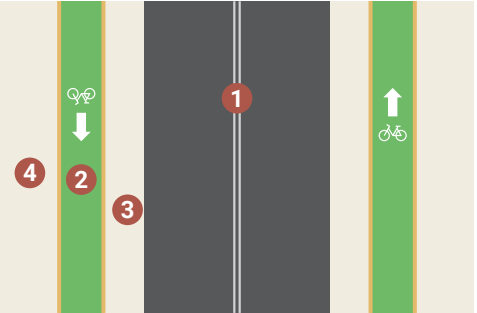
Bike lanes can be found throughout the City with pavement markings that designate a portion of a street for exclusive use of bicycles. Shared lane markings, known as sharrows, are found on low-traffic streets where bicyclists and motor vehicles share the same lane, guiding bicyclists to the best riding position and signaling to drivers that bicyclists have a right to use the road. The following bikeway categories are general standards that should be implemented throughout the City.

- **Sidepath:** A shared-use path located immediately adjacent or parallel to the road that is physically separated from on-street traffic. Sidepaths can be one-way or two-way.
- **Conventional Bike Lane:** Exclusive space on the side of the road for bicyclists designated by pavement markings and signage.

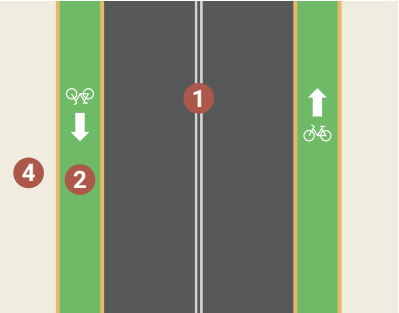
- **Buffered Bike Lane:** Exclusive space for bicyclists with additional buffer space between bicyclists and drivers typically designated by diagonal hatch or solid lines.
- **Protected Bike Lane:** Dedicated space for bicyclists with physical separation from vehicles typically using concrete barriers or bollards.

Expanding the City’s bike network, prioritizing protected bike lanes for safety, and enhancing signage and pavement markings to reduce conflicts could encourage cycling as a viable and sustainable transportation option.

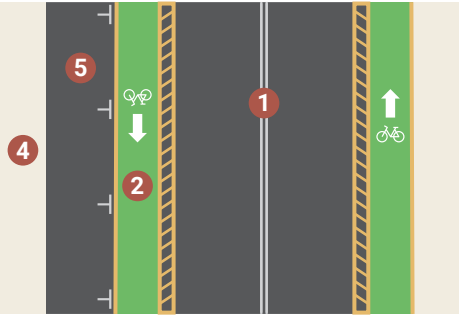
Sidepath



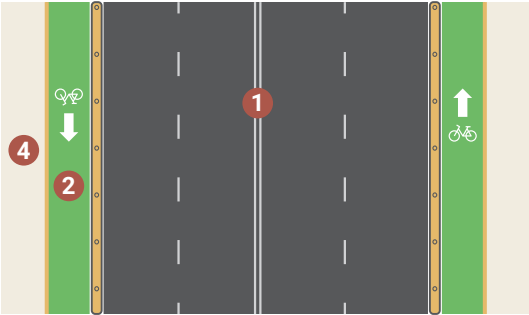
Conventional Bike Lane



Buffered Bike Lane



Protected Bike Lane



1 Roadway 2 Bike Facility 3 Terrace 4 Sidewalk 5 Parking



Trails

Green Bay’s Department of Parks, Recreation and Forestry manages multiple paved and unpaved multi-use trails. Trails can be paved surfaces and provide a wide area for pedestrians, bicyclists, runners, and more to safely pass in both directions of travel. Trails in Green Bay run along the old railroad right-of-way, along rivers and creeks, and around university campuses.

These trails primarily provide space for recreation and access to green space adjacent to the trails, but connections between individual trails provide the opportunity for users to travel across Green Bay for work or shopping. Eastern Green Bay is best primed for this use as the Fox River Trail, East River Trail, and Baird Creek Trail create linkages between eastern residential neighborhoods and Downtown.

In addition to the paved multi-use trails, several unpaved trails can be found in the Baird Creek Greenway, University of Wisconsin-Green Bay campus, Bay Beach Wildlife Sanctuary, He-Nis-Ra Park, Ted Fritsch Park, and the Ken Euers Nature Area. During the summer, these unpaved trails are used for hiking and/or mountain biking. In the winter, the trails are transformed into cross-country skiing or snowshoeing routes.

Although greenway trail routes are often associated with recreation they can and do often function as active transportation routes connecting places like residential areas and transit stops to destinations like employment centers, schools, and parks. Implementing a combination of on-street paths and trail connections can result in a successful and well-utilized active transportation network as seen with the Arboretum Trails at the University of Wisconsin-Green Bay campus.

Green Bay’s *Park, Recreation, and Open Space Plan 2025-2029* acknowledges the popularity of current trails and encourages the City and its Parks and Recreation Department to remain vigilant about demand and trail accessibility. Proposed trails include a connection between the Fox River Trail and East River Trail, an eastern extension of the Baird Creek Greenway, and a new greenway on a freight railroad right-of-way between Western Avenue and Shawano Avenue. It should be noted that University of Wisconsin-Green Bay owns and maintains their own campus trail system. Any potential connections and extensions should be coordinated between the University and the City.

Trail Management

Green Bay’s Department of Parks, Recreation and Forestry manages multiple paved and unpaved multi-use trails. Paved trails include:

- The West Side Railroad Trail (1.5 miles)
- The Fox River Trail (25 miles through multiple jurisdictions)
- The East River Trail (10 miles through multiple jurisdictions)
- The Baird Creek Trail (4 miles)

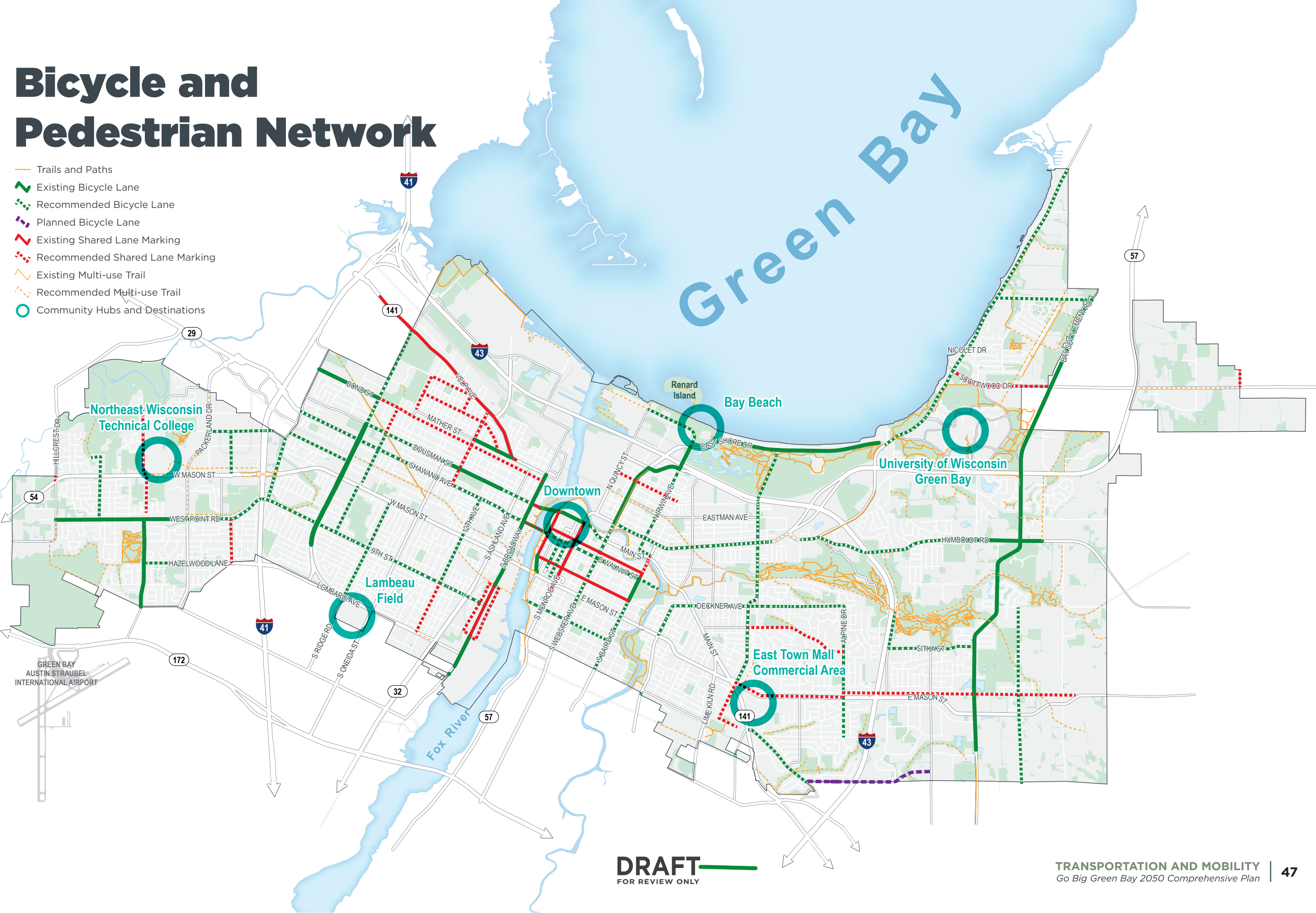
Recommendations

1. Fill existing sidewalk gaps, ensuring residential neighborhoods are adequately connected to each other and with the rest of the City.
2. Enforce the municipal codes on sidewalk installation, especially in new subdivisions to connect pedestrians and bicyclists with the rest of the City.
3. Collaborate with The Wisconsin Department of Transportation to install protected crossings, flashing beacons, and improved signage at busy intersections.
4. Install high visibility crosswalks, curb extensions, and leading pedestrian intervals, where appropriate.
5. Continue to implement the *Safe Walk and Bike Plan* prioritizing bicycle and pedestrian connections to key areas such as schools, grocery stores, colleges, employment hubs, and attractions like Bay Beach, Lambeau Field, and Ken Euers Nature Area.
6. Install clear and consistent signage along bikeways, trails, and sidewalks to help users navigate the network and locate key destinations.
7. Continue to expand a comprehensive trail network that provides regional connections with neighboring cities and villages.
8. Study opportunities to establish larger, functioning greenway trail systems that provide recreation routes and also serve as active transportation routes, connecting both on- and off-street networks.



Bicycle and Pedestrian Network

- Trails and Paths
- Existing Bicycle Lane
- Recommended Bicycle Lane
- Planned Bicycle Lane
- Existing Shared Lane Marking
- Recommended Shared Lane Marking
- Existing Multi-use Trail
- Recommended Multi-use Trail
- Community Hubs and Destinations



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Public Transportation

Providing residents with an affordable, accessible, and eco-friendly alternative to personal vehicles is a key component to meeting alternative transportation goals and serving those in the community who may not want or have adequate, reliable private transportation. Governed by the Green Bay Transit Commission, Green Bay Metro (GBM) provides services to the City and other neighboring communities such as De Pere, Allouez, Ashwaubenon, and Bellevue. GBM currently operates 11 full-service bus routes converging at the Green Bay Transit Center on University Avenue, a hub for local and intercity transit.

However, as noted in community outreach, service gaps within the transit network are still perceived within the community and will require effective education and outreach to minimize these perceptions. It is important to acknowledge Green Bay’s lower population density, which presents challenges for operating and expanding a high frequency and extensive transit system. Lower density communities can make it difficult to achieve ridership levels often needed to justify more frequent routes and broader coverage.

GBM On Demand

Green Bay Metro and Via Transportation have launched GBM On Demand, Wisconsin’s first micro transit service. Beyond GBM’s fixed routes, GBM On Demand provides microtransit services offering affordable, efficient, and convenient shared rides near residential neighborhoods, key transit hubs, and designated commercial and medical centers.

GBM On Demand allows for more flexibility in providing transit services than fixed routes and better addresses changing demands in the community. This shared-ride system complements existing transit by offering affordable, convenient travel near neighborhoods, transit hubs, and key destinations. Riders can book trips in real time via the mobile app or phone, with wheelchair-accessible options available.

Micromobility

Green Bay partners with Bird Rides to offer shared e-scooters and e-bikes, expanding transportation options and enhancing mobility across the City. These services provide a convenient, eco-friendly alternative for short trips while reducing traffic congestion and promoting active transportation. Along with these services, every vehicle in the GBM fleet can accommodate bicycles. Integrating micromobility across mobility types and existing infrastructure supports a more connected and accessible community.

Recommendations

1.

Continue to monitor current service and explore potential expansion opportunities for the community.
2.

Continue the LIFT Program, offering riders that meet the income requirement up to four day passes per month.
3.

Continue to upgrade bus stops with shelters, seating, and lighting to improve the transit experience where appropriate.
4.

Provide public transportation routes to connect residents and visitors to new destinations throughout the City, where feasible.
5.

Work with Green Bay Metro to promote public awareness campaigns to highlight the benefits of public transportation and increase transit ridership.
6.

Partner with micromobility providers to expand the availability and variety of shared transportation options, ensuring coverage across more neighborhoods facilitating more seamless first-mile/last-mile connections.
7.

Promote transit-oriented development around the transit hub facility Downtown or another feasibly facility.
8.

Work with GBM’s mobility manager to promote education and outreach of the transit system, focusing on regular routes, availability of on-demand microtransit, and smart technology integration.
9.

Develop a recruitment plan to expand the number of GBM bus drivers, focusing on training individuals and developing talent.
10.

Maintain the Transit Asset Management Plan along with the Capital Improvement Plan and fleet replacement schedule.



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Green Bay Metro

- Route 1 Pink Line

Route 2 Orange Line

Route 3 Silver Line

Route 4 Blue Line

Route 5 Yellow Line

Route 6 Red Line

Route 7 Lime Line
- Route 11 Sky Line

Route 10 Plum Line

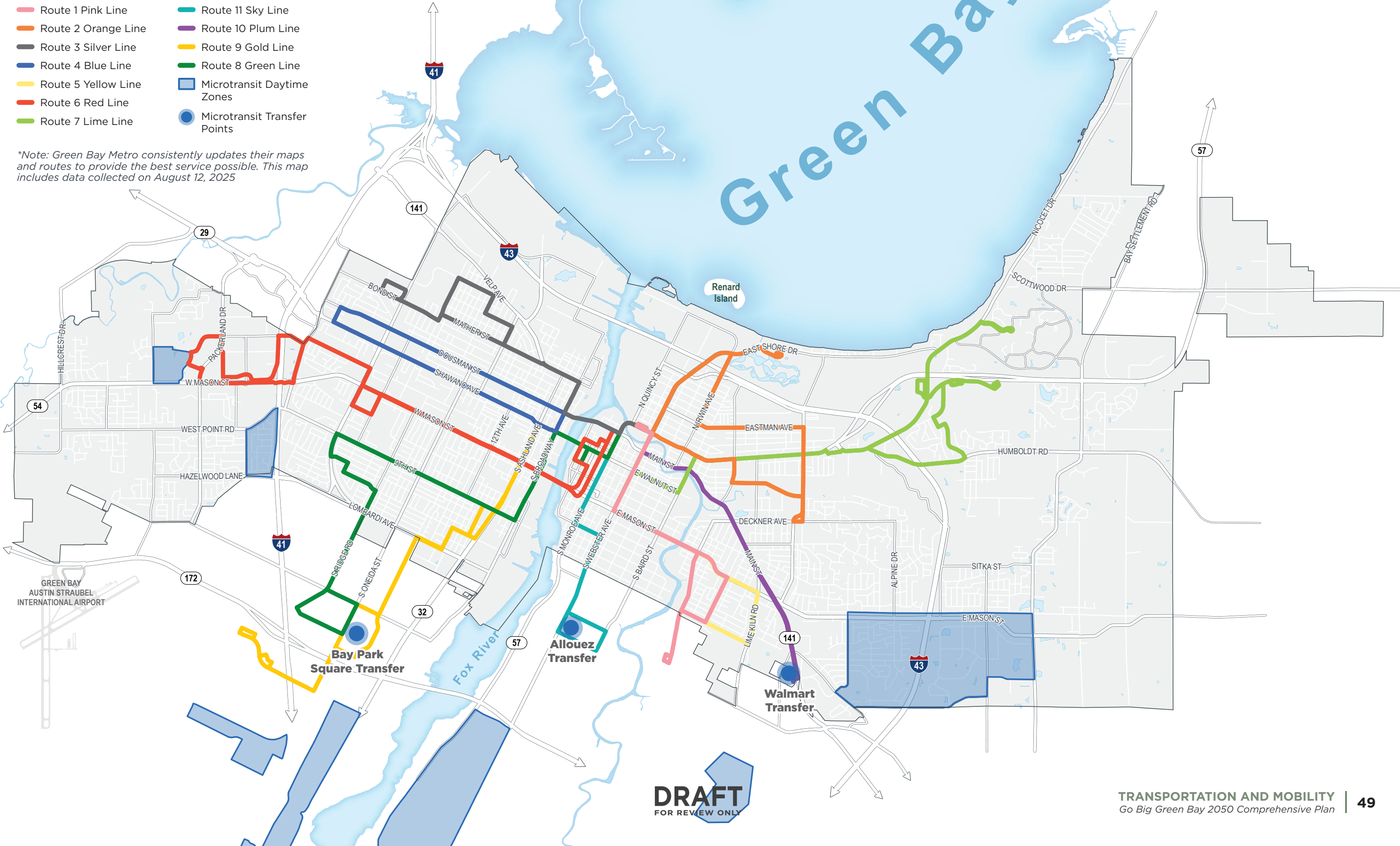
Route 9 Gold Line

Route 8 Green Line

Microtransit Daytime Zones

Microtransit Transfer Points

**Note: Green Bay Metro consistently updates their maps and routes to provide the best service possible. This map includes data collected on August 12, 2025*



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Rail

Green Bay has been served by rail transportation for over 150 years, with a strong presence in passenger and freight services. Historically, the City was a central hub connecting key Midwest cities, including Chicago, Milwaukee, and Minneapolis. While passenger rail service in Green Bay ended in 1971, freight operations continue to play a central role in the region’s transportation system. With the success of Amtrak’s Borealis train between St. Paul/Minneapolis and Chicago, the Wisconsin Department of Transportation is studying additional service to Madison, Eau Claire, and Green Bay. Service from Milwaukee to Green Bay would be an extension of the existing Hiawatha Service, and is the only route that would not require all new construction, as some infrastructure is still existing.

Canadian National runs freight trains throughout Green Bay and nationwide. Canadian National manages a major rail terminal northwest of Downtown along the shore of Lake Michigan. Several industrial sites throughout the City regularly move their products to Canadian National’s terminal using switcher trains. Additionally, Canadian National connects the Port of Green Bay to rail infrastructure by enabling the transportation of goods and materials from the port to destinations across North America. These freight operations remain a critical part of the region’s transportation infrastructure.

Airport

Green Bay Austin Straubel International Airport, the fourth busiest airport in Wisconsin, is located 8.5 miles southwest of downtown Green Bay and serves as the primary airport for the region. The airport offers both domestic flights and flights to major hubs in the United States and supports air freight, charter services, car rentals, restaurants, and logistics. While uses near airports are typically restricted, the area surrounding Green Bay Austin Straubel International Airport presents opportunities for future non-residential growth.

In addition to commercial and tourism-based establishments like hotels, car rental agencies, restaurants, and the existing Oneida Casino, Green Bay Austin Straubel International Airport could further market available land to attract niche aviation businesses such as airport instrument and small craft manufacturing, aerospace engineering, specialized cargo handling, or aircraft maintenance. Expanding the Green Bay metropolitan area’s industrial base will help increase demand for air freight, further strengthening the airport’s position as a regional asset. Developing a strategic plan focused on alternative revenue sources and necessary infrastructure improvements will help ensure the airport’s long-term financial viability and boost the local economy.

Waterways

The City’s position on a major bay provides opportunities for commercial and recreational water travel. The Port of Green Bay, located on the western shore of Lake Michigan along the Fox River, has been a key hub for commercial and recreational water travel since the 1800s. Originally established for the fur trade, it has become an important commercial port, handling over two million tons of cargo annually. Supported by an extensive network of highways and railroads, the port serves as a major shipping route between the Midwest and beyond. For more information, see the Port Industrial district on page 66 and the Downtown Core district on page 68.



Emerging Technologies

Technological change occurs rapidly. The Wisconsin Department of Transportation is committed to exploring and adopting emerging technologies to enhance the safety and reliability of the transportation system. The department is actively investigating the potential applications of artificial intelligence to support its statewide strategic objectives. This project aims to assess the current use of artificial intelligence within peer state transportation departments, helping to determine how artificial intelligence can be best utilized to assist the Wisconsin Department of Transportation in fulfilling its mission of providing a safe and dependable transportation network.

Additionally, Wisconsin Department of Transportation outlines goals in their *Connect 2050 Statewide Long-Range Multimodal Transportation Plan* aimed at creating an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the State. One of those goals is to maximize technology benefits. The purpose of the goal is to continue a proactive and agile approach to using new technologies that provide transportation benefits and increase the cost-effectiveness of transportation solutions such as passenger rail.

Recommendations

1. Partner with developers and industrial park operators to update and develop new rail-accessible industrial parks and logistics hubs to attract businesses that rely on freight rail.
2. Partner with Amtrak and state transportation agencies to restore passenger rail service and to develop a centrally located station that enhances regional multimodal connectivity and aligns with existing transit and land use plans.
3. Coordinate with Green Bay Metro, Amtrak, and Wisconsin Department of Transportation to develop connections between passenger rail, bus services, and bike networks for seamless multimodal transit and potential transit-oriented development.
4. Partner with the Port of Green Bay and Canadian National to expand port operations on appropriate properties to attract industry.
5. Work with property owners, developers, and the Oneida Nation to identify opportunities to lease outlying properties around GRB for development, creating long-term income streams and enhancing the airport's marketability.
6. Deploy intelligent transportation system options, such as adaptive traffic signals and real-time traffic management tools, to optimize traffic flow and improve efficiency.

AUTOMATED VEHICLE REGULATION

In 2020, the Wisconsin Department of Transportation created the Wisconsin Automated Vehicle External Advisory Committee (WAVE) to gather input and advice from stakeholders on Connected and Automated Vehicles (CAV) related planning priorities, policies, and impacts on the state's transportation system.

As automated vehicles become more prominent, Green Bay will need to consider how local infrastructure, traffic operations, and policies can adapt to support safe and efficient integration. By staying engaged with WAVE's objectives, Green Bay can stay informed about technological developments and be well-positioned to pilot or support CAV-related initiatives that enhance mobility, safety, and access.



05

COMMUNITY FACILITIES AND INFRASTRUCTURE

The Community Facilities and Infrastructure chapter recognizes the importance of community amenities and City services. It provides practical recommendations for the City to pursue to ensure all neighborhoods have access to high-quality facilities and services. As Green Bay continues to grow and change, it is crucial that these resources keep pace with the evolving needs and desires of the community.

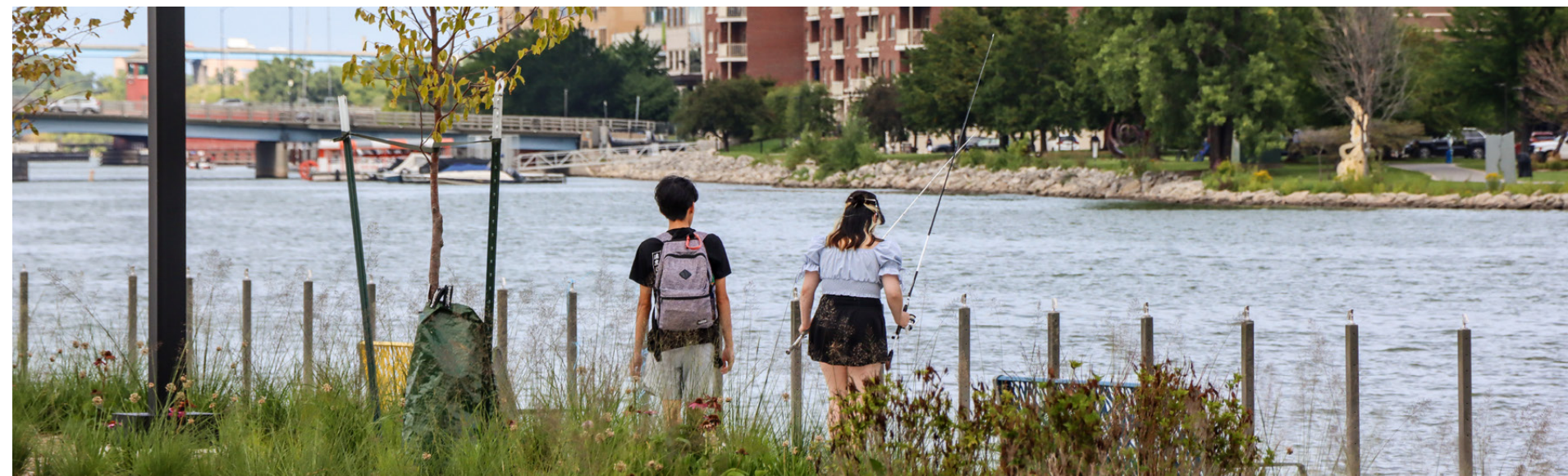
City Services

As Green Bay continues to attract new residents, the demand for high-quality community services and facilities will continue to grow. While excellent municipal services support a predictable operating environment for businesses, municipal infrastructure such as public art, parks, community gateways, public gathering spaces, and street design help shape how residents experience their community. As residents' needs and desires change over time, the City should plan for increases in service demands as well as the community's expectation for the provision of new amenities.

Community facilities help a city to run smoothly. These facilities come in many forms and serve various purposes. Some focus on public safety and making life easier for residents. Others, like parks and recreation areas, promote physical and mental health. This chapter provides general guidelines to ensure Green Bay has high quality facilities and services. The Community Facilities chapter does not replace the plans of other agencies, or the more detailed planning done by the City and its service providers.

City Governance

Green Bay follows a Mayor-Council form of government. The Mayor is elected every four years by the city at large, whereas the 12-person Common Council is elected by their respective districts. The Mayor may serve a maximum of three consecutive four-year terms and Council Members may serve six consecutive two-year terms. Term limits for elected City officials were introduced in 2019 after a binding referendum was approved by City voters in 2018.



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Public Safety Services

Ensuring the safety and well-being of Green Bay residents is a top priority. The City’s public safety services, encompassing both the Green Bay Police Department and Green Bay Fire Department, play a critical role in achieving this goal.

Fire Protection

The Green Bay Metro Fire Department (GBMFD) was founded in 1841 and provides fire, Emergency Medical Services (EMS), and rescue services to the City of Green Bay, the Village of Allouez, and the Village of Bellevue. GBMFD has 212 sworn personnel and five support staff operating out of seven stations in Green Bay and Station 8 in the Village of Allouez. In 2022, GBMFD responded to 17,514 total incidents, of which the majority were for medical emergencies.

Law Enforcement

The Green Bay Police Department was founded in 1857 and has served the City for over 150 years. As of 2025, the Department maintained 190 sworn officers and received just over 75,000 calls per year. The department has four main divisions: Operations, Investigations, Community Services, and Professional Standards. The police department, headquartered at 307 South Adams Street, maintains a four-person behavioral health officer unit that provides aid to individuals experiencing a mental health crisis. It also operates three community policing centers on South Baird Street, across from Washington Middle School, on Shawano Avenue near West High School and on North Irwin Street.

Public Works

The Green Bay Public Works Department is responsible for maintaining and improving the City’s public roadways, sidewalks, and utilities. The Department provides the following services:

- Construction and maintenance of local streets
- Engineering services for the City
- Management of public parking
- Issuance of parking citations
- Snow, ice, and debris removal from City streets
- Water, stormwater, and sewer line maintenance
- Garbage and recycling collection
- Operation of centers for disposing of household yard waste

Gas and Electricity

Green Bay receives its gas and electricity from Wisconsin Public Service (WPS), a private utility company. The company provides electricity and natural gas to nearly half a million residents in northeast Wisconsin and Michigan’s Upper Peninsula. Electricity is primarily generated from two coal-fired power plants, but wind and solar power is a growing sector.

Green Bay recently approved a resolution to reach a climate goal of 100% clean energy use and carbon neutrality for the entire city by 2050. The recently completed *Clean Energy Plan* recommends the use of green energy for municipal electricity consumption and the installation of solar panels on municipal buildings. Most utility infrastructure, other than solar panel connections, will not change, but the transition to clean energy will require more utility-scape renewable energy projects from WPS and other providers.



Broadband

With the rise of working and learning remotely, it is important for municipalities to help address the digital divide as a barrier for keeping underserved and unserved communities from excelling. Around 85.7% of Green Bay has access to high-speed broadband coverage with download speeds between 25 Mbps and 100+ Mbps. Mbps stands for “megabits per second”; a measure of how quickly data can be transferred over an internet connection. Although the corresponding map may illustrate that approximately 14.3% of the City are serviced by speeds less than 25 Mbps, it should be noted that these areas are generally heavy industrial uses such as paper mills, concrete plants, energy plant, and oil refinery.

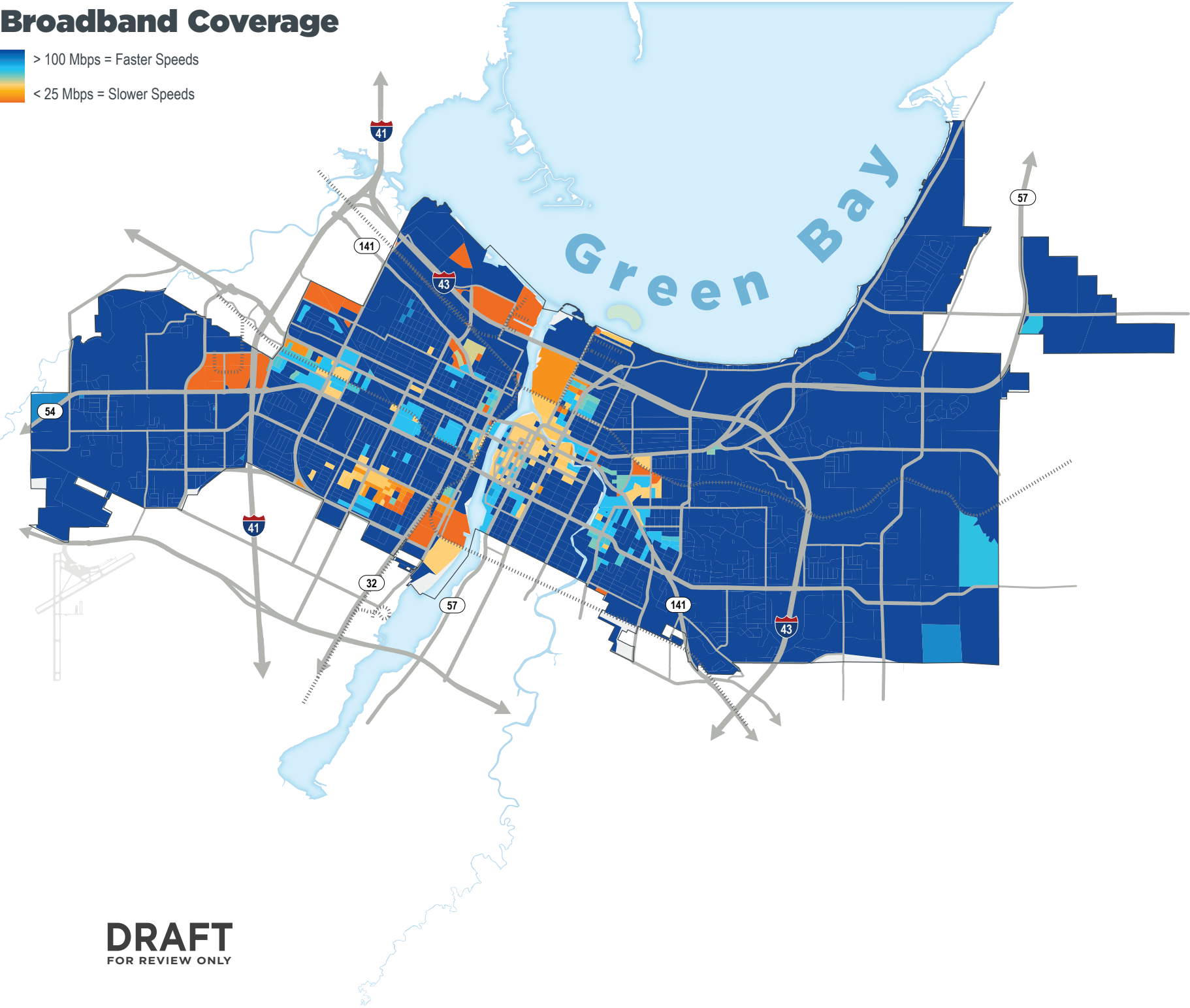
Residents have numerous internet service provider choices, and Brown County is working with companies towards total high-speed broadband coverage. New fiber optic lines are planned to fully connect the County with existing high internet speeds.

Recommendations

- 1. Continue to identify locations for future public services and facilities as the City grows and develops to ensure existing and future community needs are met.
- 2. Reevaluate existing facilities functionally and spatially to ensure that public facilities meet the intended need.
- 3. Continue to adapt Green Bay’s facilities and programs to meet the evolving needs of a growing, aging, and increasingly diverse population.
- 4. Adopt financing plans and funding for community facilities that will accommodate the construction of future municipal facilities in a timely and efficient manner.
- 5. Use space effectively to provide the greatest level of service from existing and future public facilities, including the combination of multiple services in one area to provide the most convenient public access and greatest community benefit.
- 6. Continue to assess the anticipated workload of the Green Bay Police Department and Green Bay Metro Fire Department in relation to population trends.

Broadband Coverage

> 100 Mbps = Faster Speeds
< 25 Mbps = Slower Speeds



Partner Organizations

Partner organizations are an important part of the community, complementing the City’s efforts in delivering essential public services to residents and contributing to the welfare of the community. The City may not be equipped to tackle every issue it faces, but partner organizations can fill in the gaps, providing reliable services. While several organizations and institutions serve the community, the following are particularly complementary to the goals and outreach takeaways of the Comprehensive Plan.

School Districts and Higher Education

The Green Bay Area Public School District is the fourth largest school district in Wisconsin and oversees all public schools in the City of Green Bay. The District is primarily located in Green Bay, but also manages schools in the Village of Allouez, the Village of Bellevue, the Town of Scott, and parts of the Town of Ledgeview. The District serves around 18,000 students across 39 schools, 30 of those which are in the City of Green Bay. Of those 30 schools, 18 are elementary schools, four are middle schools, and four are high schools. The District has a high school graduation rate of 87.5%. Per the Wisconsin Department of Public Instruction, 61.9% of the District’s students are considered economically disadvantaged.

Private Education

Green Bay contains about 20 private schools that offer education associated with places of worship. These include Notre Dame Academy, Bay City Christian School, Pilgrim Lutheran School, St. Mark Lutheran School, and others. These schools operate outside of the traditional public school system, but they provide valuable education opportunities to their students, and are an important component of Green Bay’s community.

Universities and Colleges

Green Bay contains two university campuses within city limits. One is Northeast Wisconsin Technical College, a two-year technical community college, and the other is University of Wisconsin-Green Bay, a four-year public university that is a part of the University of Wisconsin System. Northwest Wisconsin Technical College’s campus occupies a large footprint in west Green Bay on Highway 54 and serves around 20,000 students each year.

University of Wisconsin-Green Bay was founded in 1965 to serve as the premier university of northeast Wisconsin. It currently serves nearly 10,000 students across all its campuses. The university’s main campus is located on a 200-acre site in northeast Green Bay overlooking the Bay of Green Bay. The City regularly collaborates with University of Wisconsin-Green Bay on their economic development plans.

Public Libraries

Library services in Green Bay are managed by the Brown County Library System. Three branches are located in Green Bay: the Central Library, the Southwest Branch, and the East Branch. These libraries provide access to an array of library materials and services including books, computers, internet access, printers, copiers, meeting rooms, and a digital library database. Each branch hosts numerous events for children, teenagers, and adults on a wide variety of topics.



Healthcare Services

Green Bay has a robust health care system, providing residents with access to a wide range of medical services and facilities. The City is home to several hospitals including HSHS St. Vincent Memorial Hospital, Bellin Hospital, HSHS St. Mary’s Hospital Medical Center, Green Bay ER and Hospital, and Aurora Baycare Hospital. Additionally, there are medical centers, clinics, and specialty practices, providing comprehensive health care services to residents and surrounding communities.

As the City grows, there will be additional need for health services. There will also be an additional need to create awareness of available services, as programs are often underutilized. In the future, the City and private organizations should work to coordinate efforts to inform and educate the community and ensure equitable access for Green Bay’s residents.

Hospital Sisters Health System (HSHS)

The Hospital Sisters Health System (HSHS) is a non-profit healthcare system that operates 15 hospitals in Wisconsin and Illinois. The Hospital Sisters Health System manages two hospitals in Green Bay. St. Mary’s Hospital Medical Center is an 83-bed hospital on Shawano Avenue in west Green Bay. St. Vincent Hospital, at 256 beds, is the largest hospital in Green Bay.

Bellin Hospital

Bellin Hospital is a 189-bed hospital operated by Emplify Health along Webster Avenue. Bellin is the area’s leader in cardiac, orthopedics sports medicine, digestive health, mental health, and primary care medicine.

Aurora BayCare

Aurora BayCare Medical Center is a 190-bed hospital operated by Aurora BayCare. The Medical Center is a joint venture of Aurora Health Care and BayCare Clinic. The hospital is located just east of Interstate Highway 43 along Hubble Drive in eastern Green Bay.

Willow Creek Behavioral Health

Willow Creek Behavioral Health is a 72-bed psychiatric hospital on Ontario Road in east Green Bay. It provides inpatient care for those in need of long-term care or crisis stabilization, and outpatient care for those in need of basic support.

Brown County Community Treatment Center

The Brown County Community Treatment Center is a 79-bed psychiatric hospital and nursing home owned and operated by Brown County. The facility specializes in treating and housing vulnerable populations and often provides emergency stabilization housing to those in need. Along with its medical services, the Treatment Center offers a variety of community services, including adult and child protective services, foster care services, shelter care, youth justice, criminal justice services, and economic support services.

Recommendations

- 1. Collaborate with partners to review and update City programs and services to ensure they are inclusive and accessible to everyone in the community.
- 2. Make necessary infrastructure improvements to ensure schools and other facilities are highly accessible by transit, walking, and biking from all neighborhoods.
- 3. Continue to work with school districts and other educational entities to provide support as they seek new facility locations or expansion.
- 4. Initiate school partnerships with the business community to provide opportunities for education and training.
- 5. Improve and expand programming, share resources, and community access to educational, cultural, and digital services for the residents through cooperative partnerships between the City, the Brown County Library System, and other strategic partners.
- 6. Incorporate opportunities to co-locate other civic and institutional uses with library facilities.
- 7. Partner with University of Wisconsin-Green Bay, other educational institutions, and health care providers to strengthen health care workforce development by supporting medical education programs, facilitating training opportunities, and promoting community-based scholarships.
- 8. Collaborate with University of Wisconsin-Green Bay on their economic development plans and general initiatives.
- 9. Enhance wayfinding to medical treatment centers and urgent care facilities in a manner that will provide for the safe and consistent treatment of all Green Bay residents and visitors.
- 10. Foster better communication between Green Bay’s various organizations and the general public to enhance awareness and utilization of available services.
- 11. Work with hospitals on their future land use to infill vacant land and underutilized parking lots.

LAMBEAU FIELD

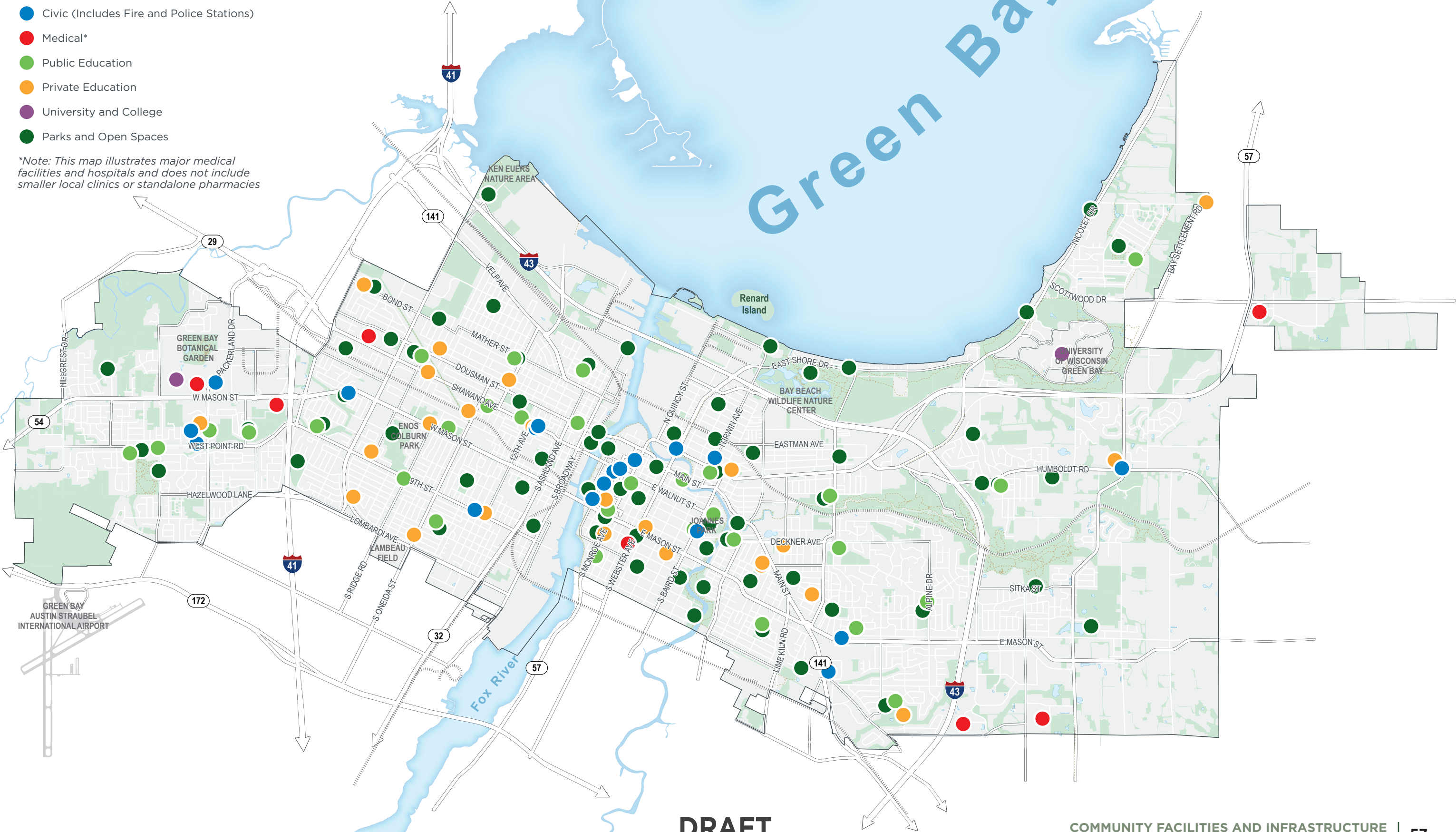
Lambeau Field is an outdoor multi-purpose stadium, home to the Green Bay Packers. Lambeau Field opened in 1957 and is one of the oldest continually operating National Football League (NFL) stadiums. Onsite is the Lambeau Field Atrium that includes several year-round indoor dining, entertainment, and retail options. The facility also hosts various events including Hall of Fame and Stadium Tours, conferences, wedding receptions, trade shows, galas, and receptions. For more information and recommendations, see the Stadium Neighborhood district on page 62 and the Stadium Connection personality on page 88.



Community Facilities

- Civic (Includes Fire and Police Stations)
- Medical*
- Public Education
- Private Education
- University and College
- Parks and Open Spaces

**Note: This map illustrates major medical facilities and hospitals and does not include smaller local clinics or standalone pharmacies*



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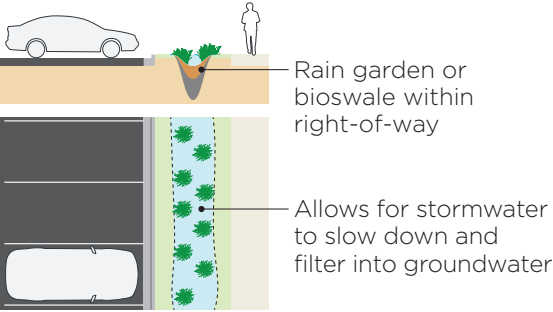
Infrastructure Services

Green Bay strives to provide services in a safe, efficient and fiscally responsible manner. As the City continues to age, infrastructure installed in the early stages of Green Bay’s growth will require more preventative maintenance and improvements. Funding will be necessary for this maintenance effort to uphold the level of services currently provided. The Green Bay Public Works Department oversees the regular upkeep and maintenance of stormwater and sewer infrastructure throughout the City, ensuring that it meets the needs of current and future residents and businesses.

Water Services

Green Bay’s drinking water is supplied by the Green Bay Water Utility, which pumps all of its water from a pumping station on Lake Michigan. The Water Utility is responsible for maintaining and replacing all 440 miles of water lines in the City. The Utility prides itself in being a community focused utility provider and achieved its goal of removing all lead pipes from Green Bay’s water supply system in 2020.

Green Stormwater Infrastructure



Storm and Sewer Services

The Sewer Section of the Public Works Department maintains miles of sanitary sewers and storm sewers. The treatment of wastewater is conducted by the Green Bay Metropolitan Sewerage District, which collects and treats wastewater from Green Bay at its wastewater treatment plant north of Downtown.

Wastewater and runoff management is particularly important to Green Bay given its proximity to the Fox River and the East River. Both rivers were very polluted during Green Bay and the lower Fox Valley’s industrial past and improvements have been made over the past 50 years to improve water quality. The Public Works Department and the Green Bay Metropolitan Sewerage District commit resources to educating Green Bay residents about the effects of polluted runoff or nondegradable waste in wastewater to reduce source pollution entering the system.

Recommendations

1. Continue to update and expand the City’s comprehensive digital asset management system informing decisions regarding maintenance, upgrades, and future development for water service infrastructure data (type, size, location, etc.)
2. Implement green storm infrastructure solutions to improve water quality, flooding, and aesthetics. Examples include incorporating permeable surfaces, xeriscaping, grassed swales, rain gardens, bioretention strips, and green roofs into parking lot, streetscape, and building designs.
3. Implement strategies to reduce inflow and infiltration into the sanitary sewer system and address aging sewer infrastructure.
4. Implement the following plans for continued compliance with stormwater and sanitary sewer regulatory requirements: Total Maximum Daily Load (TMDL) Implementation Plan, Municipal Separate Storm Sewer System written program, and Capacity, Management, Operations and Maintenance plan.



Gathering Spaces

As Green Bay looks to create a healthier environment, support self-expression, and looks for more active participation, it should look to create additional gathering spaces throughout the City. Gathering spaces can include parks, plazas, street-scapes, and informal spaces such as permitted parklet areas. Green Bay has a variety of gathering spaces throughout the City, especially Downtown. Gathering places give people the opportunity to interact with one another within the public realm. There are numerous gathering spaces across the community like CityDeck: a riverfront boardwalk located Downtown that stretches roughly a quarter mile along the Fox River featuring public restrooms, a water filling station, and a splashpad.

Third Spaces

Third spaces are an increasingly valued amenity within Green Bay. A third space refers to a place where people spend time between home and work such as churches, parks, recreation centers, and gyms. The heart of every community should have places where people can gather to eat, chat, take a “selfie”, or just “people watch.” The City currently has locations in Downtown that can be improved to feel more like established gathering spots for small or large groups depending on the available size and amenities provided.

Locations such as alleys, parking lots, and sidewalks have the potential to be creatively designed and programmed with pedestrians in mind. Spaces for gathering, spaces for play, and spaces for movement support the functionality of the public realm and allow for a variety of recreational activities.

To create inviting locations with attractive features, the supporting infrastructure must ensure that people feel safe and comfortable navigating Downtown. The City can enhance street activity by incorporating pedestrian-friendly elements that align with the Downtown’s architectural style and character. These may include street trees, seating, lighting, planters, wayfinding signage, interactive public art, and other improvements designed to encourage pedestrian engagement.

Opportunities for the development of one or more community centers are highly desirable as part of the City’s continuing efforts to promote social engagement, health, and well-being. These facilities serve as local hubs for public and private events, recreational programs, flexible spaces, and resource centers for residents.

Pocket Parks and Plazas

Pocket parks and plazas are small in scale, typically ranging from a few hundred square feet to not more than two thousand square feet. Pocket parks provide aesthetically pleasing “wayside” spaces for visitors to relax. These spaces have been designed for a quiet retreat offering shade, passive seating, and visual interest. These spaces should incorporate landscaping, decorative paving, pedestrian amenities, and wayfinding signage. Special care should be taken to reflect the character of Green Bay in the design of these spaces through public art such as sculpture, signage, planting, and/or paving.

Recommendations

1. Establish incentives or requirements to promote the development of third places within new and existing commercial areas, such as requiring new commercial development of a certain size to provide a minimum square footage of public gathering space.
2. Use decorative signage, lighting, seating areas, planters, green storm-water infrastructure, and other beautification elements in combination with public gathering spaces, plazas and parklets, such as Leicht Park, to create cohesive and inviting destinations.
3. Identify potential sites in under-served neighborhoods for pocket parks and other small-scale park interventions as parcels become available.
4. Conduct a feasibility analysis for one or more community centers to serve as a local hub for residents to participant in recreational programs, entertainment, and other additional resources.



Historic Preservation

Elements such as architectural features, historical landmarks, and significant sites are all able to be regulated under preservation. Historic preservation has played a key role in the heritage and cultural significance in some neighborhoods throughout Green Bay, contributing to the community’s character, cultural identity, and sense of place. The designation of historic districts helps the City safeguard its heritage and preserve areas of historical and cultural significance. Historic districts also contribute to stabilizing and improving property values as well as strengthening the local economy by attracting tourism.

Historic Preservation efforts within Green Bay are led by the Landmarks Commission (LC). The purpose of the Landmarks Commission is to carry out directives of the Green Bay Historic Preservation Ordinance. The LC reviews all exterior projects occurring at historic properties within the City. Along with historic property permit reviews, the Landmarks Commission is an advocate and safeguard for historic sites, cultural heritage, and the aesthetic character of the City.

The National Register is the United States federal government’s official list of sites and structures considered worthwhile of preservation for their historical significance. While the National Register supports a broad scope of preservation in the United States, local law is typically more effective at supporting the historical character of a community. Preservation efforts should be balanced with critical improvements to properties and ensuring the community’s need for future growth and development.

Astor Historic District

The Astor Historic District is composed of long residential blocks along the Fox River whose history spans nearly a century and a half. The neighborhood was laid out in 1835 by American Fur Company agents Crooks and Stuart. The bulk of the Astor Historic District has maintained its residential character with some redevelopment that includes ranch style homes on small lots scattered throughout the neighborhood. The significant houses are, to a degree, clustered in a wide path which runs up the slope of the hill beginning with the Patrick Martin house (736 S. Madison) and the hill at the intersection of Grignon Street and Van Buren Street.

Broadway-Dousman Historic District

The Broadway-Dousman Historic District served as a primary nucleus of commercial activity in the Fort Howard/West Green Bay business district in northeast Wisconsin’s primary commercial, industrial and distribution center. The Broadway-Dousman Historic District served both City residents and transient visitors associated with the nearby Chicago and North Western passenger depot and sailors utilizing the Port of Green Bay, who came to the area for shopping, entertainment, and a variety of services.

The Broadway-Dousman Historic District is eligible for the National Register of Historic Places due to its contribution to Green Bay’s development as a commercial and service center in northern Wisconsin. This historic district represents a distinct entity that embodies a part of the development of Green Bay and the region’s history.

Broadway-Walnut Historic District

The Broadway-Walnut Historic District is significant for its grouping of late 19th- and early- to mid- 20th century commercial buildings, which illustrates the area’s historic commercial development. While five of these buildings do not contribute to the historic district, they do not detract from the district’s overall visual character. The district’s concentration of period architectural buildings along Broadway, Walnut, and Pearl Streets creates a cohesive sense of place and highlights a key area of Green Bay history in commercial development.



Downtown Historic District

The Downtown Historic District includes a broad range of late-19th and early-to-mid-20th century vernacular commercial architecture and government and institutional buildings. These buildings represent the developmental history of Green Bay’s east side commercial and governmental districts, as well as Green Bay’s historic entertainment district.

Oakland-Dousman Historic District

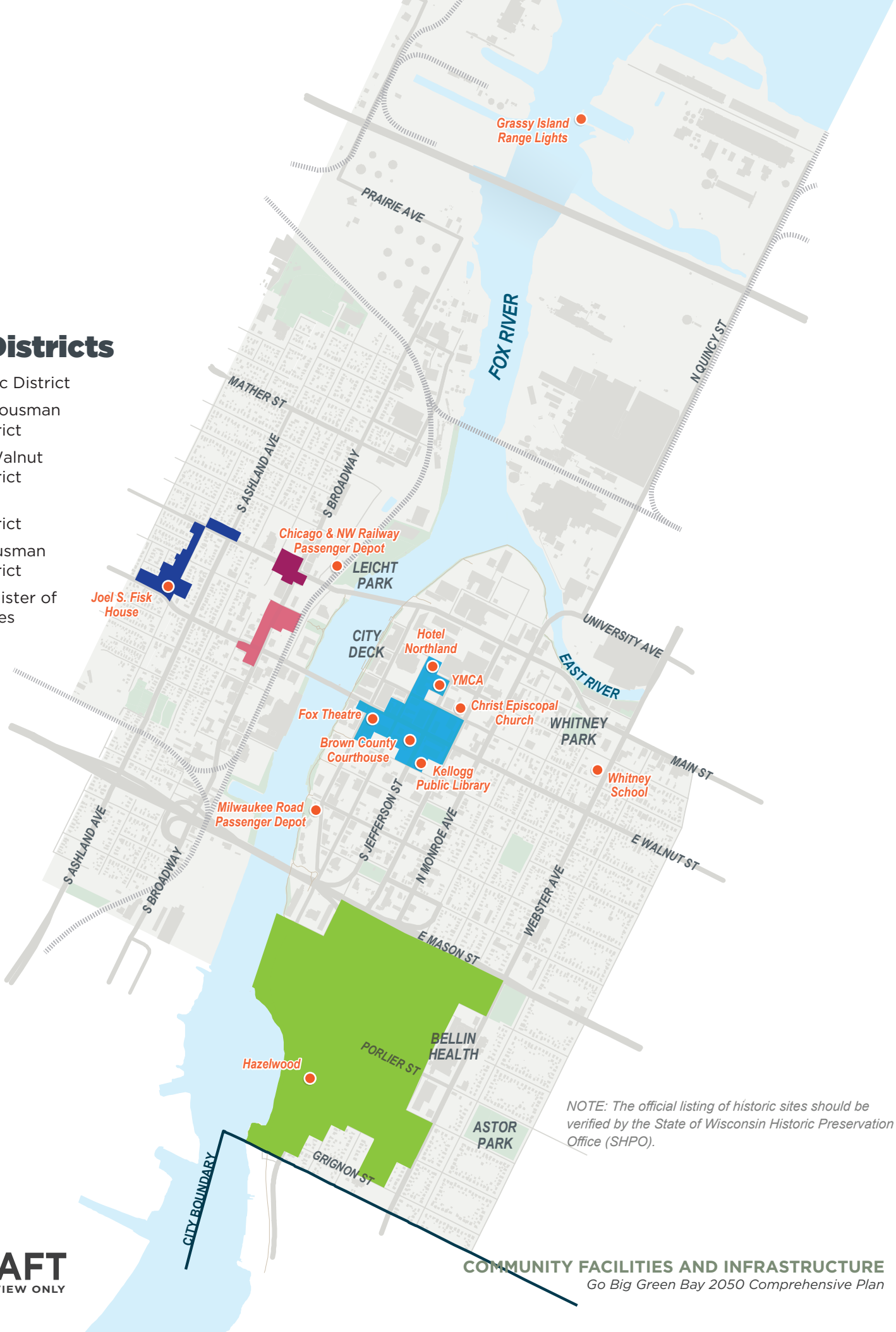
The Oakland-Dousman Historic District reflects the best collection of high style homes dating back to the mid-19th century in the western part of the City. These high style homes were built to match the popular architectural styles of their time and often include unique design features, decorative details, and quality craftsmanship. Three major architectural styles are found in this district including Queen Anne, Colonial Revival, and Prairie School. The homes in this district are generally larger in scale with two stories and full attics, and consist of frame construction techniques. Several homes also feature significant brickwork on the lower floors. The surrounding neighborhood dates back to roughly the same period but the district-adjacent homes are of a smaller scale and evidence less architectural merit. For additional information on these historic areas, see the Downtown Core district on page 74.

Recommendations

- 1. Promote State and Federal Tax Incentives for qualified rehabilitation projects for properties listed individually or as contributing historic properties in the National Register of Historic Places.
- 2. Ensure that development surrounding and within historic districts is sensitive to the historic context of the neighborhood.
- 3. Encourage adaptive reuse and restoration of historic structures to preserve Green Bay’s history.
- 4. Strengthen historic building design guidelines during site plan reviews and City-assisted redevelopment.
- 5. Continue to provide resources such as printed materials, workshops, and provide individual advice to property owners to help property owners properly rehabilitate historic or architecturally significant buildings and make use of available federal tax credits.
- 6. Nominate new historic sites or districts for designation or other forms of protection based on the City’s recent survey.
- 7. Educate elected officials and business owners on, and advertise, the benefits of heritage tourism as part of the City’s economic development strategy.

Historic Districts

- Astor Historic District
- Broadway-Dousman Historic District
- Broadway-Walnut Historic District
- Downtown Historic District
- Oakland-Dousman Historic District
- National Register of Historic Places



06

DISTRICTS, NODES, AND CORRIDORS

The Districts, Corridors, and Nodes chapter will identify areas of the City that require more detailed planning efforts and help establish an overall direction for their improvement over time. The planning districts will be used to address issues and concerns related to specific future land use and development, priority redevelopment sites, transportation and mobility, urban design, and other elements needed to provide a development framework for each area.

Planning Districts

Green Bay consists of many different neighborhoods and distinct areas that range in scale, land use, and character. The planning districts, nodes, and corridors approach provides more detailed strategies and recommendations to specific areas throughout Green Bay. Ten planning districts were identified based on input from the City, field observations, community outreach, and information gathered for the Existing Conditions Memorandum.

The planning districts have been organized to provide direction and guidance for these different areas throughout Green Bay. Each district includes the following:

- A summary of existing issues and opportunities
- Overview of community feedback
- Key topics related to the district
- Targeted recommendations

Certain districts will focus more heavily on different topics. For example, a residential neighborhood district may emphasize maintaining housing stock, neighborhood character, and livability. Other districts, such as Downtown, may focus on economic development, urban design, and parking needs. The recommendations in this chapter will require collaboration between the City and residents, businesses, landowners, developers, and potential investors to realize the goals and objectives. Along with the districts are five personality areas that aim to enhance the identity, marketing, and placemaking of key areas in the community.

Districts

Districts are high level areas that share a common character such as density, land use, spatial programming, and physical appearance. Districts serve as an overarching location for detail-oriented planning recommendations and strategies. Districts are comprised of both nodes and corridors, where similar recommendations and approaches may be applied across these planning elements.

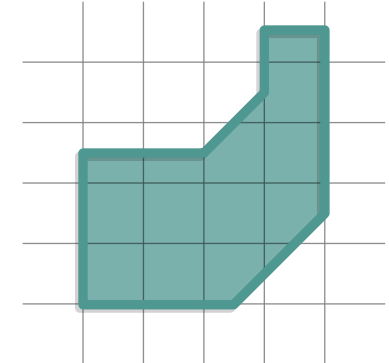
Corridors

Corridors are linear stretches of streets and roadways that have, or desire to have, a high concentration of businesses, shops, and commercial activities. They are spaces through which the community moves and can extend across multiple districts providing connections through the City. Corridors typically encompass a mixture of retail, dining, and service facilities, contributing to the City's economy and visual appeal. In addition, there should be higher-density housing located within these corridors to create more walkable and transit-oriented environments.

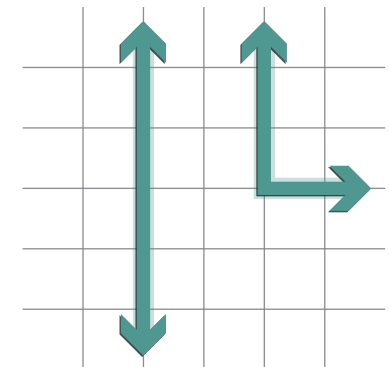
Nodes

Nodes are concentrated areas within Green Bay where various businesses, services, and amenities are clustered. They can be focal points within districts and corridors, providing a reference point for orientation or a hub for social interaction. Nodes can vary in size and character, serving as resting points in rural areas or attracting high volumes of residents and visitors.

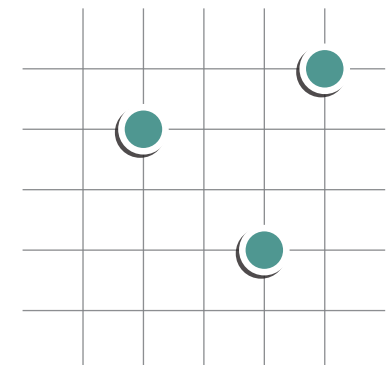
District



Corridor



Node



Planning Districts

- Residential Oneida Nation District 1
- Commercial Oneida Nation District 2
- Stadium Neighborhood District 3
- Northwest Neighborhood District 4
- Industrial Port District 5
- Downtown Core District 6
- East Town Commercial District 7
- Baird Creek District 8
- Bay Waterfront District 9
- Future Growth District 10
- District Personalities

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Residential Oneida Nation District

District Overview

The Residential Oneida Nation district encompasses part of the Oneida Reservation and serves as part of a gateway to the west side of Green Bay. This district borders the Villages of Ashwaubenon, Howard, and Hobart and encompasses part of the Oneida Nation. The Residential Oneida Nation district consists of primarily residential and recreational uses, with fewer commercial areas, and a lack of sidewalks or other bicycle/pedestrian facilities. Future planning efforts will need to carefully consider the unique cultural context and the needs of the Oneida Nation community. These efforts should include a partnership with the Oneida Nation to ensure there is no encroachment or overdevelopment within the district, and to align with any existing planning efforts already in place such as Oneida Nations Strategic Plans and Comprehensive Plan.

Oneida Nation

The Oneida Nation was originally settled in upstate New York. After the Revolutionary War, the Oneida Nation lost nearly five million acres of its original homelands to the birth of the United States and the state of New York, leading to resettling in Wisconsin. In 1838, the Treaty with the Oneida established the 65,400-acre Oneida Indian Reservation along Duck Creek. For nearly 200 years, they have lived in Wisconsin and are active community partners, acquiring formerly sold reservation lands back in trust and planning for the Nation’s future in coordination with the City, where boundaries overlap.

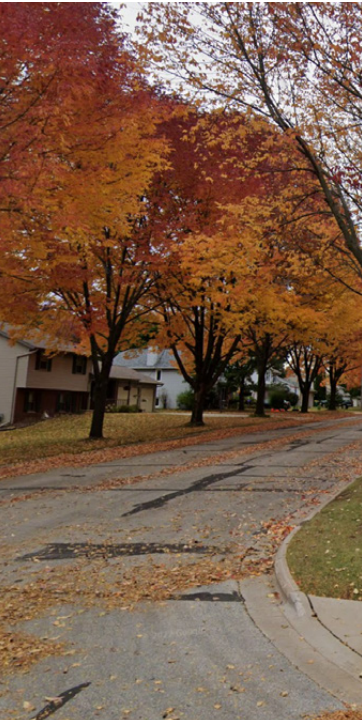
The Oneida Planning Department developed the Oneida Reservation Comprehensive Plan which aims to preserve the Oneida Nation’s heritage through the Seventh Generation, promoting housing, education, protecting the land, and practicing environmental conservation. The Housing and Neighborhoods section in the Land Use and Development chapter of the plan outlines priorities to continue traditional neighborhood development patterns with mixed-use buildings, diverse housing options, and small-scale retail stores along primary corridors. The section also discusses integrating sustainable stormwater management practices with public green spaces and landscaping improvements such as street trees and trails.

Recommendations

1. Continue to expand active transportation connections within the district to connect residents to He-Nis-Ra Park, Ted Fritsch Park, Oneida Golf Club, and beyond to Downtown.
2. Promote neighborhood connectivity and streetscape enhancements, incorporating more street trees, repairing sidewalks, expanding bus routes, and installing new street lighting.
3. Coordinate with Oneida Nation to install bus stops with appropriate shelter and benches.
4. Incorporate, where appropriate, public art to further beautify the public realm and celebrate the rich history of both Oneida and Green Bay.
5. Incorporate wayfinding elements to improve the sense of place within the Residential Oneida Nation district and direct visitors and residents to more destinations and amenities further within the City.
6. Promote proactive code enforcement, working with Oneida government, property owners, and developers to ensure ordinance codes are properly understood.
7. Coordinate with appropriate parties to expand internet access and cable options within the Residential Oneida Nation district.

COMMUNITY FEEDBACK

During outreach and engagement, residents and community members highlighted the importance of trails that link neighborhoods to Downtown, enhancing both access and mobility. Participants expressed a desire for improvements to the streetscape within the district, with additional ‘eclectic’ restaurants added in. These improvements could consist of additional sidewalks, street trees, benches, and pothole repairs. Public art, wayfinding, and high-quality signage were consistently raised as desires by community members who participated in outreach.

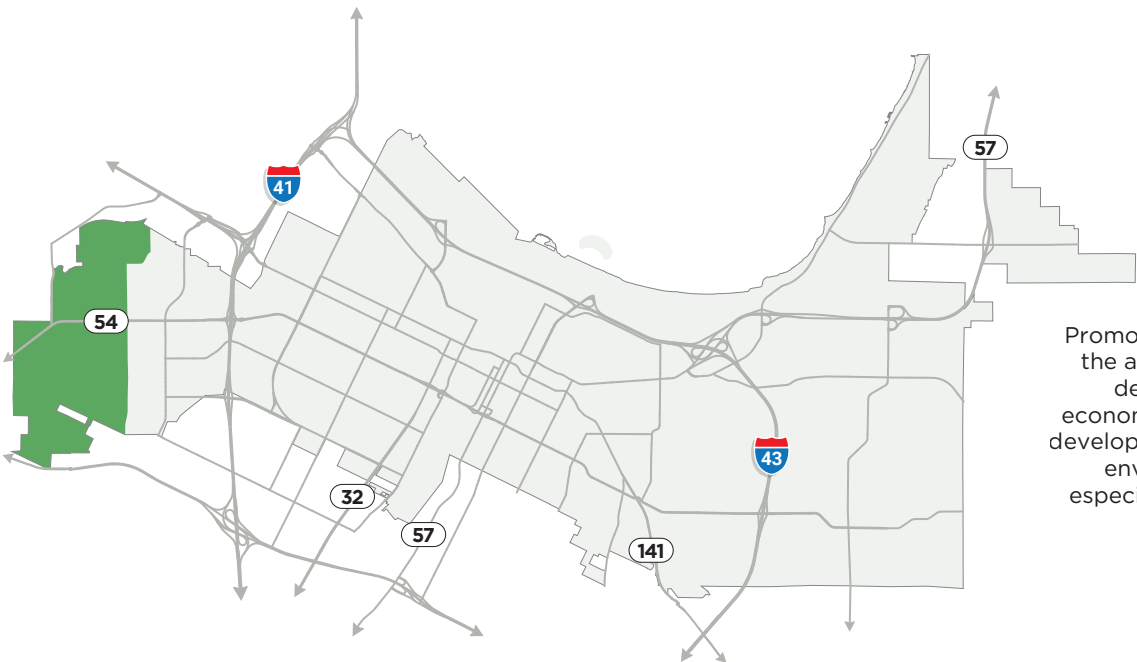
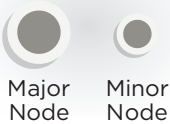


Residential Oneida Nation District Framework

-  **Reinvestment Node:** Establish local-serving commercial options that incorporate public spaces.
-  **Gateway:** Incorporate gateway features and improvements to direct residents and visitors into Green Bay.
-  **Public Transit:** Work with Green Bay Metro to expand transit access and reliability for all residents.
-  **Active Transportation Connection:** Extend bike and pedestrian access connecting residents to parks and other nearby community amenities.
-  **Streetscaping:** Quality streetscape elements, such as landscaping and pedestrian sidepaths, should be incorporated to increase the appeal to Mason Street.

-  **Employment Investment:** Work with the Oneida Nation to encourage economic development and employment opportunities around the airport.
-  **Community Amenity:** Integrate public amenity spaces into the neighborhood with a variety of programming for all ages and lifestyles.
-  **Housing Opportunity:** As properties become available for redevelopment, these areas should focus on increasing the density in a contextually sensitive manner.
-  **Personality Area**

What am I looking at?



Wayfinding Improvement
Establish points throughout and around the City to direct residents and visitors towards different amenities such as Downtown, Bay Beach, and the Legends District.

Employment Growth
Promote the connection between the airport and the City as a key development opportunity for economic growth and community development. Balance growth with environmental considerations, especially with the former landfill in this area.

Waterfront Public Access
Consider ways to promote public access to Duck Creek throughout the western half of Green Bay.

Infrastructure Improvement
Provide City water and sewer services to areas currently unserved.

DISTRICT 2 COMMERCIAL ONEIDA

Personality #1 Mason Corridor
See Page 86

Utilities and Infrastructure
Work with residents and neighborhood associations to promote greater code compliance and safe car speeds. Support greater internet access and cable options.

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GREEN BAY
AUSTIN STRAUBEL
INTERNATIONAL AIRPORT

Commercial Oneida Nation District

District Overview

The Commercial Oneida Nation district also covers part of the Oneida Nation Reservation lands within Green Bay. This district features more auto-centric development, including commercial, business, manufacturing, and employment areas, such as big box retail along West Mason Street and industrial uses along Pack-erland Drive. The Green Bay Botanical Garden and Northeast Wisconsin Technical College provide unique development nodes among the other more intensive uses in this district. Future planning efforts will need to balance economic development with surrounding residential needs, and mobility needs to and from Interstate 41. Additionally, an extensive road diet study should be conducted along the entirety of the Mason corridor to align with the vision and goals of creating a more attractive and functional roadway for all users.

Oneida Nation Development

The Oneida Nation is a major economic presence in the area, providing exceptional growth and development opportunities. They are a major contributor to the local and regional economy in Brown and Outagamie Counties.

The Oneida Nation’s most recent economic development plan was completed in 1997. Much has changed in the past 20 years: the US and global economies endured the largest downturn in generations, and technological advances and other disruptive forces have transformed multiple industries. At the same time, entirely new business opportunities have emerged. These structural changes in the economy have benefited Northeast Wisconsin.

In the effort to keep pace, regional business and community leaders have launched new planning initiatives to strengthen the regional economy. Most recently, the Oneida Economic Development Strategic Plan, released in 2018, responds to the challenges and opportunities facing the Oneida Nation. While the plan builds on the Nation’s past and present economic development efforts, it also expands the scope of the Nation’s activities. The plan is structured around 12 initiatives, 6 target industries, and 3 performance measures. The initiatives are areas where the Nation should focus its programs and investments to encourage business development, job growth, and real estate development over the next 10 years and beyond. If tribal leadership and members embrace the strategies presented in this plan, the Nation can create lasting economic opportunities for Oneida members and businesses.

Recommendations

1. Promote neighborhood connectivity between residential areas south of West Mason Street and commercial areas to the north, incorporating street trees, sidewalks, highly-visible crossings, and new street lighting where appropriate.
2. Coordinate with the Oneida Nation on plans and projects that jointly affect the Oneida Nation and Green Bay.
3. Support access to public transit by providing reliable connections, updated infrastructure, and covered shelters to amenities within the Commercial Oneida Nation district.
4. Incorporate public art throughout the Commercial Oneida Nation district neighborhoods and Pack-erland Industrial Park to celebrate the rich history of both Oneida and Green Bay and further beautify the public realm.
5. Establish wayfinding elements at key intersections and along active transportation routes to direct visitors and residents to community amenities such as Northwest Wisconsin Technical College, the Botanical Garden, or other schools and parks.

COMMUNITY FEEDBACK

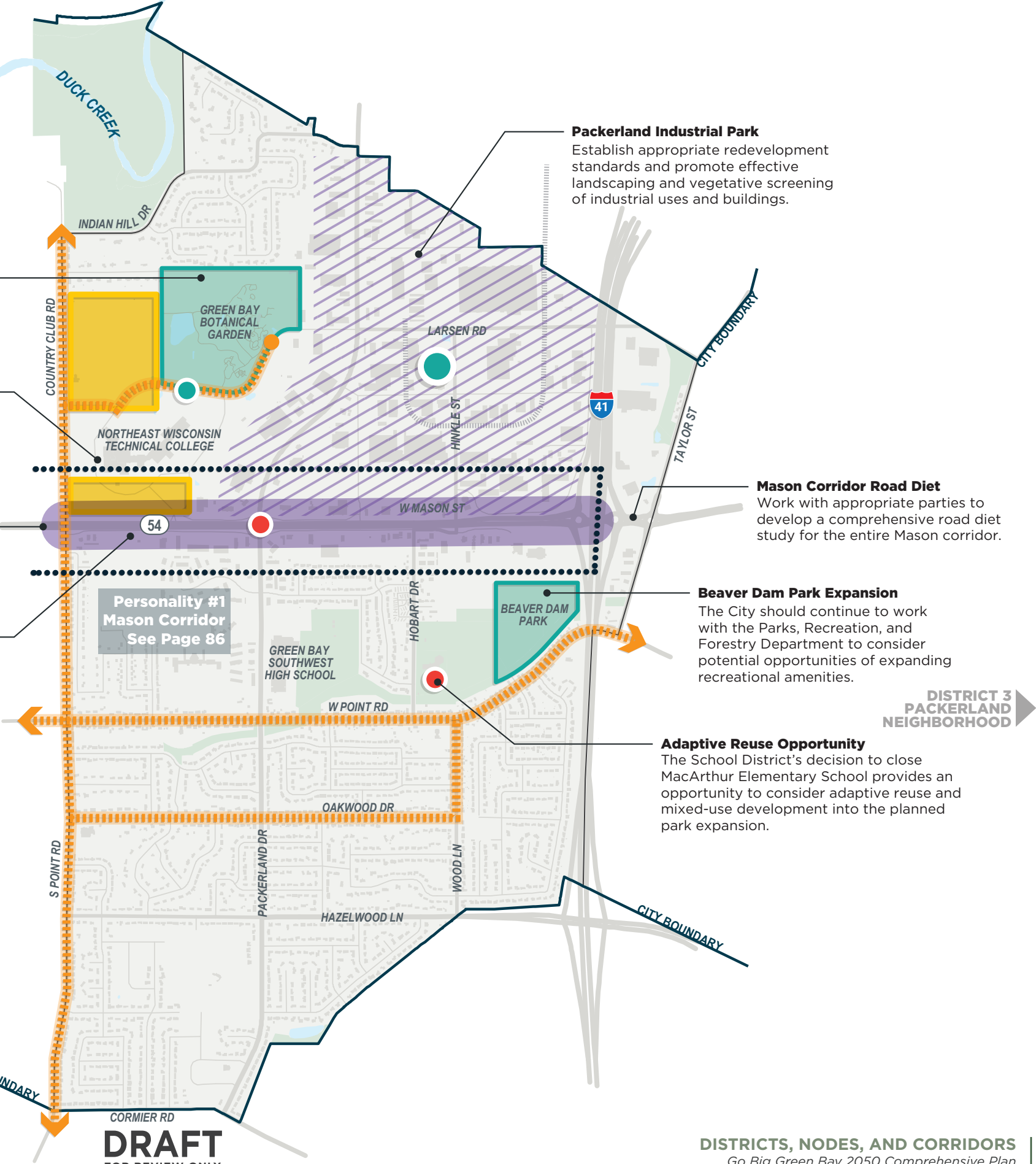
During outreach engagement, residents and community members noted that what made the Commercial Oneida Nation district special was the Botanical Garden and Northwest Wisconsin Technical College. Participants also expressed their appreciation for the local parks, noting that they serve as excellent spaces for neighborhood events and gatherings. Participants shared a desire for improvements to be made to West Mason Street, as well as additional transportation options to and from the reservation. Community members voiced concerns about frequent power outages, stressing the need for more reliable infrastructure.



Commercial Oneida Nation District Framework

-  **Reinvestment Node:** Encourage reinvestment that promotes active uses and pedestrian accessibility.
-  **Regional Node:** Encourage reinvestment that promotes active uses and pedestrian accessibility.
-  **Active Transportation Connection:** Extend bike and pedestrian access connecting residents to parks and other nearby community amenities.
-  **Streetscaping:** Quality streetscape elements, such as landscaping and pedestrian sidepaths, should be incorporated to increase the appeal to Mason Street.
-  **Employment Investment:** Coordinate with property owners and businesses to beautify and modernize industrial and commercial sites.
-  **Community Amenity:** Integrate public amenity spaces into the neighborhood with a variety of programming for all ages and lifestyles.
-  **Housing Opportunity:** As the campus further develops, these areas should focus on increasing the density of student housing in a contextually sensitive manner.
-  **Personality Area**

- DISTRICT 1 RESIDENTIAL ONEIDA**
- Community Amenities**
Work with the Green Bay Botanic Garden to promote more public events and opportunities for residents to gather throughout the year.
- College Campus**
Promote greater connectivity within the NWTC core campus and to nearby amenities via pedestrian and bicycle infrastructure. Promote the College's presence along Mason Street.
- Public Transit**
Improve public transit access and transit-oriented development patterns around existing and future bus routes.
- Intersection and Corridor Improvements**
Continue to identify problematic intersections and corridors to determine improvement priorities that incorporate safety for all roadway users and enhance perceived comfort on the road.



Stadium Neighborhood District

District Overview

The Stadium Neighborhood district includes the residential and commercial uses surrounding Lambeau Field that are affected socially and economically, by the professional Green Bay Packers football team. This district also includes intensive industrial uses east of Highway 32, more commonly known as Ashland Avenue, along the Fox River, as well as redeveloping commercial and mixed-use properties off Lombardi Avenue east of Lambeau Field. Future planning efforts need to balance development for the stadium and for the surrounding residents and neighborhoods, ensuring both have the amenities required.

Efforts should be made to preserve the unique character and appeal of the neighborhood and Lambeau Field while increasing density of development and capitalizing on the economic engine that is an NFL franchise. Further consideration should be given towards enhancing the main corridors to Downtown by improving safety and creating a distinct identity through amenities like public art and wayfinding signage.

Impact of Pro Sports Stadiums

The presence of a major sporting facility can have lasting impacts on a community. Built in 1957, Lambeau Field brought transformational development to Green Bay that continues today. Although the historic development pattern in the neighborhoods adjacent to and surrounding the stadium primarily catered to single-family residential homes, the area holds development and redevelopment potential for integrating missing middle housing and mixed-use development into the existing community fabric.

Through an equity lens, the Lambeau Field neighborhood can blend the needs of various resident incomes and life stages while providing retail, restaurant, and service options to serve visitors, team affiliates, and residents. While this may require the strategic redevelopment of blocks currently dominated by single-family homes or sites, it allows the area flexibility to adapt to the changing needs of the community. Equitable redevelopment, driven by collaborative developers and residents, benefits the area and the overall community.

Recommendations

1. Encourage the development of all types of housing, especially affordable, missing middle, workforce, and high-end housing on available vacant lots and/or consolidated lots to capitalize on the Lambeau Field location and introduce gentle density, especially along Military Avenue, Lombardi Avenue, and Broadway.
2. Expand access to existing community amenities such as Colburn Park and Lambeau Field, encouraging active transportation connections such as bikeways, rail-to-trail, and more frequent bus services.
3. Promote inter-neighborhood connectivity throughout the Stadium Neighborhood district incorporating street trees, bumpouts, and street lighting to enhance the placemaking and accessibility.
4. Improve pedestrian infrastructure by closing gaps between sidewalks, bikeways, and trails, working to preserve the hometown feel around Lambeau Field while also allowing for opportunities to grow the corridor in density and economic opportunity.
5. Incorporate small scale ecological improvements such as pollinator habitats, native vegetation gardens, tree plantings, and additional flood mitigation efforts to enhance the natural environment within residential areas throughout the Stadium Neighborhood district, where appropriate.
6. Consider the development of a new community center or other public facilities for residents to gather and build social infrastructure within the Lambeau Field area.

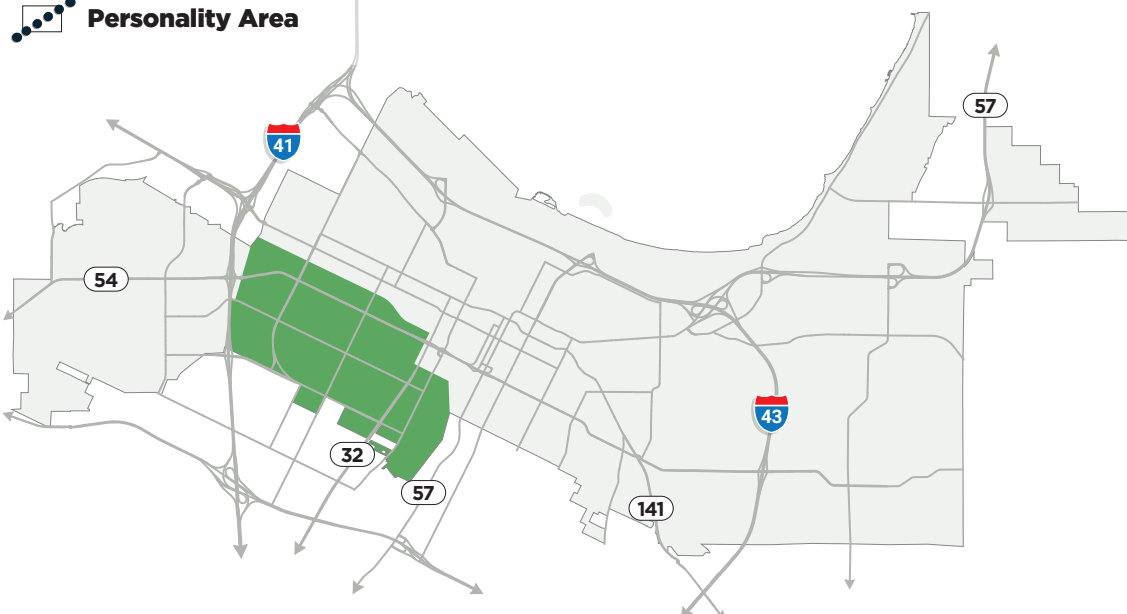
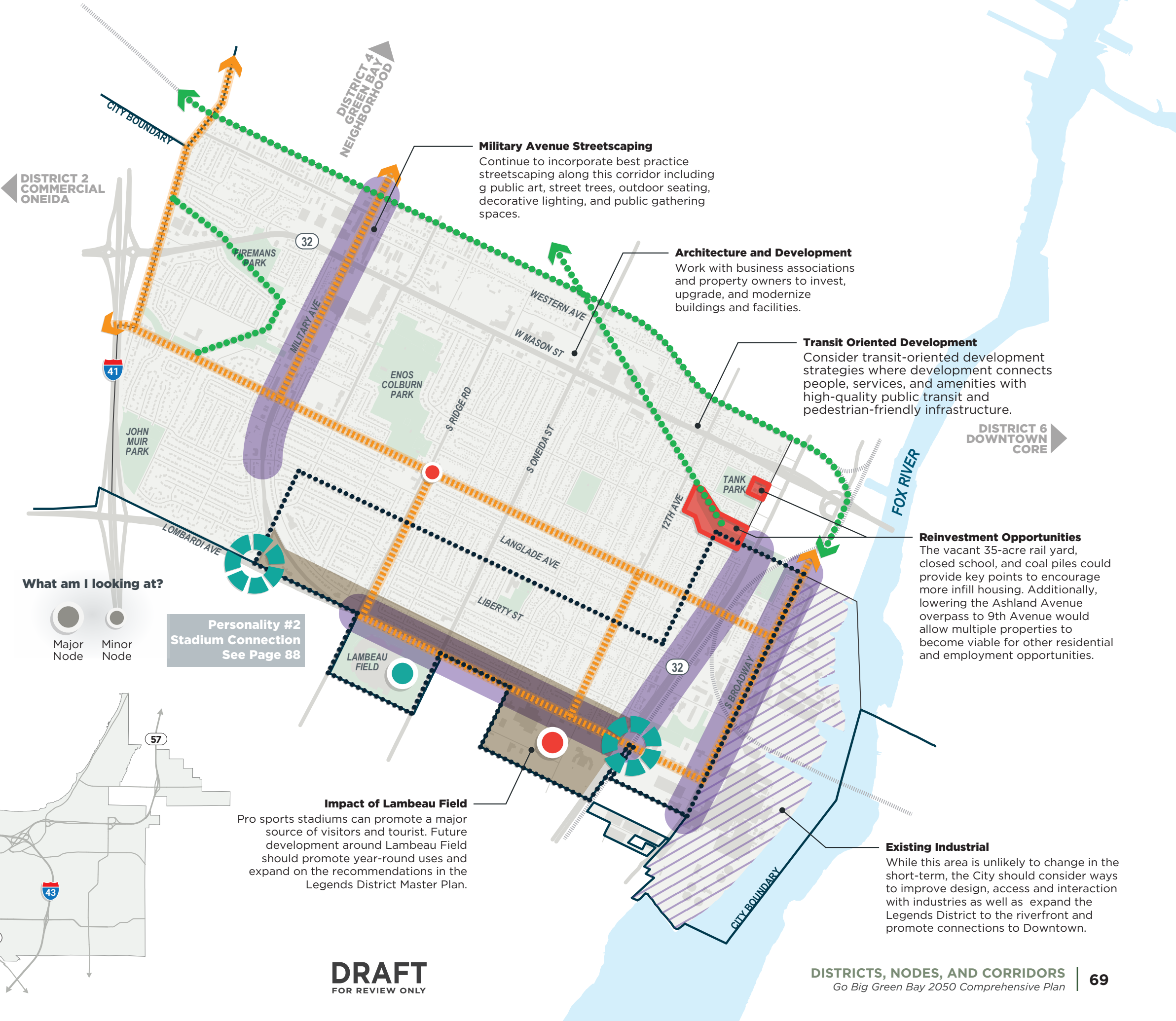
COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the Stadium Neighborhood district special was its accessible quality parks, variety of restaurants, Colburn Pool, and the Titledown District. Participants expressed a desire for improvements to be made to Military Avenue and South Broadway. These improvements could consist of better pedestrian infrastructure, enhanced connections, and improved cyclist safety. Although outside this specific district, many also saw The Shipyard as a key opportunity for connecting this area with biking infrastructure, green spaces, and pedestrian-friendly areas. Community members that participated in outreach supported maintaining the current neighborhood density while advocating for compatible and well-planned affordable housing options on a few vacant lots and in the district’s eastern portion to address diverse housing needs. Community members also expressed a strong desire for a community center and emphasized fostering greater inclusivity in the neighborhood.



Stadium Neighborhood District Framework

-  **Reinvestment Node:** Continue to develop the Legends District and surrounding neighborhood commercial areas, promoting unique experiential commercial and entertainment opportunities.
-  **Regional Node:** Continue to maintain and strengthen the relationship with the Packers and establish the area around Lambeau Field as the region's major hub of activity.
-  **Gateway:** Incorporate gateway features to entry points and major nodes along Lombardi Avenue.
-  **Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
-  **Greenway and Trail Connection:** Extend bike and pedestrian access through strategies such as rail-with-trail routes.
-  **Streetscaping:** Incorporate quality streetscape elements, such as landscaping and pedestrian sidepaths, to increase the appeal key roadways.
-  **Employment Investment:** Coordinate with industrial businesses and plan for the long-term use of the property along the riverfront.
-  **Lambeau Field Impact:** As development opportunities arise, support denser mixed-use buildings and year-round amenities.
-  **Reinvestment Opportunity:** Encourage opportunities for commercial, retail, and mixed-use redevelopment.
-  **Personality Area**



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Northwest Neighborhood District

District Overview

The Northwest Neighborhood district consists of post-war residential development seen throughout the City without the influence of any major regional nodes besides St Mary’s Hospital Medical Center. This district includes a large portion of commercial development along the Military Avenue corridor along with multiple schools, parks, and places of worship evenly dispersed throughout the neighborhood. Future planning efforts should include improvements to the streets, making necessary investments in streetscaping elements such as repairing sidewalks, landscaping enhancements, decorative lighting and branded banners, and decorative pedestrian crossings that utilize accent paving material. Without a major node, this district will heavily rely on parks and open spaces for community gathering areas to promote social connections.

Neighborhood Adaptability

Neighborhoods naturally change over time due to factors such as demographic shifts, economic development, new infrastructure, and social trends. A neighborhood’s ability to adapt to these various changes, either through policy, environmental needs, or changes in community desires can be utilized to plan for the land uses, street patterns, and built elements that make a place more or less receptive to continuous and gradual changes over time. Strategies such as redesigning streets to prioritize walking, biking, and outdoor dining; integrating other traditional “third spaces” such as libraries, recreation centers, and other places people go besides work and home; and public realm improvements to incorporate a mix of uses within a specific area can be effective at promoting neighborhood adaptability.

Recommendations

1.

Increase opportunities for residents to gather by expanding communities amenities which could include a new library, community center, or similar public places as properties become available.
2.

Encourage opportunities to integrate duplexes and other less intensive, small-scale multifamily housing options, particularly around Fisk Park and between Mather Street and Velp Avenue.
3.

Attract new commercial and entertainment uses along Military Avenue, Velp Avenue, and around other neighborhood commercial nodes.
4.

Promote neighborhood connectivity and streetscape enhancements to key areas such as St Mary’s Hospital and the Military Avenue commercial area, incorporating more street trees, repairing sidewalks, expanding bus routes, and installing new street lighting.
5.

Work with local and regional organizations to expand affordability and support for the homeless community, renters, seniors, and low- to moderate-income residents.
6.

Promote on-site and on-street parking, such as utilizing an over-night parking pilot program, given the challenges posed by post-war residential development and modern car designs.
7.

Expand active programming for open spaces such as Perkins Park, Fort Howard Memorial Park, and Fisk Park.

COMMUNITY FEEDBACK

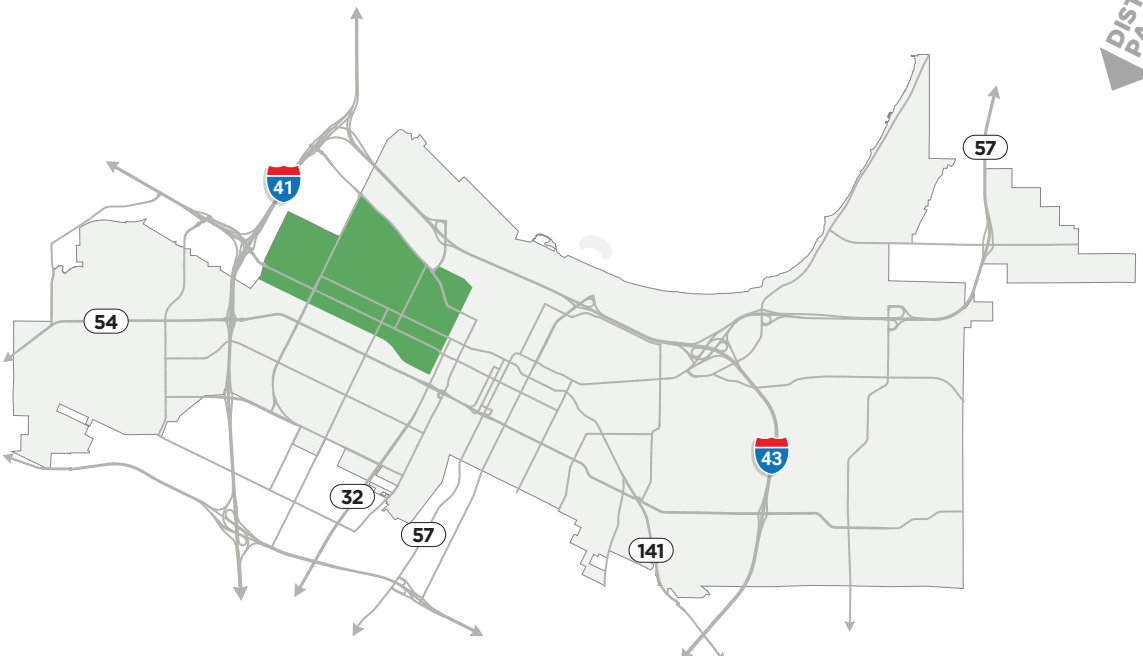
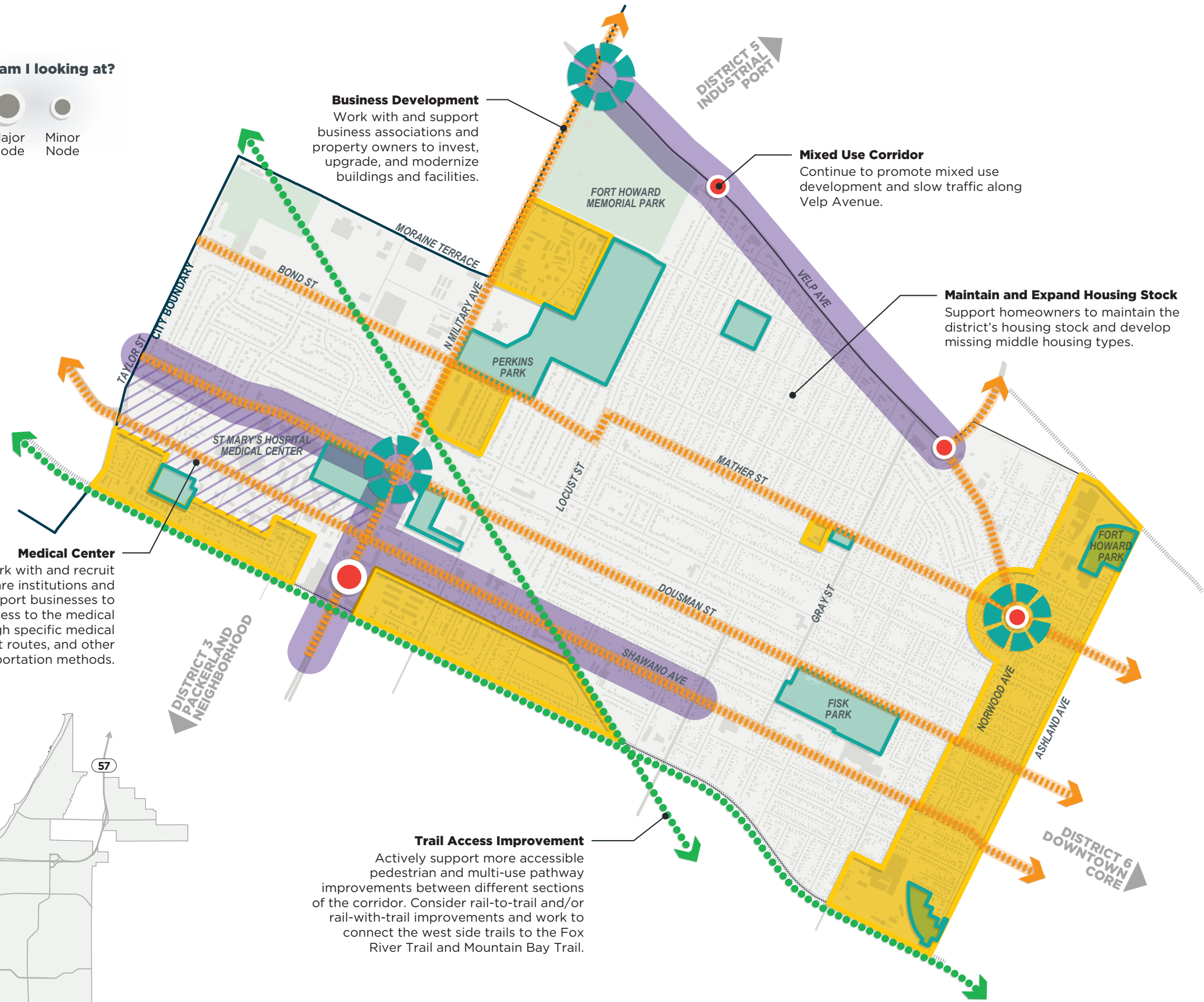
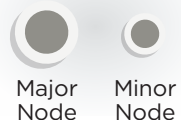
During outreach engagement, residents and community members noted that what made the Northwest Neighborhood district special was its historic housing, swimming at the Resch Aquatic Center, and its proximity to Downtown. Participants expressed a desire for more commercial and entertainment uses along Military Avenue, Velp Avenue, and other neighborhood commercial nodes. The community acknowledged the existing amenities, noting opportunities to expand accessibility to year-round availability and building more public restrooms along trails and at parks. Participants preferred less “campus-style” multifamily housing and wished to see these residential developments integrated into the neighborhood better.



Northwest Neighborhood District Framework

-  **Reinvestment Node:** Establish local-serving commercial options that incorporate public spaces.
-  **Gateway:** Incorporate gateway features and improvements to entry points and major nodes along Military Avenue and Velp Avenue.
-  **Active Transportation Connection:** Extend bike and pedestrian access through designated bikeways with protected infrastructure.
-  **Greenway and Trail Connection:** Extend bike and pedestrian access through strategies such as rail-to-trail routes.
-  **Streetscaping:** Quality streetscape elements should be incorporated to increase the appeal to Military Avenue, Shawano Avenue, and Velp Avenue.
-  **Employment Investment:** Coordinate with St Mary's to expand medical facilities as needed.
-  **Community Amenity:** Integrate public amenity spaces into the neighborhood with a variety of programming for all ages and lifestyles.
-  **Housing Opportunity:** As properties become available for redevelopment, these areas should focus on increasing the density in a contextually sensitive manner.

What am I looking at?



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Industrial Port District

District Overview

The Industrial Port district contains intense industrial uses such as manufacturing, processing, indoor and outdoor storage, and distribution of goods and resources tied to the historical function of the Green Bay waterfront. Any future planning efforts will need to acknowledge Green Bay as a historic and currently active port city while promoting the attractive, productive and use or reuse of land and buildings in the Industrial Port district. While the separation of the port area and adjacent neighborhoods was intentional to serve industrial purposes, the Industrial Port district represents an opportunity to develop a new type of waterfront that preserves its high-quality sites for commercial and industrial development while providing space for public access and natural habitats to thrive.

Regional Economic Development

The Fox River and the waters of Green Bay have served as a port for many years. The Port of Green Bay, established in the 1800s for the fur trading industry, is the westernmost port of Lake Michigan. The Port offers the shortest, most direct route for shipments between the Midwest and the world. Today the Port plays a significant role in the economic development of the region providing modern, state-of-the-art facilities for handling a variety of cargo, facilitating trade, generating employment, and attracting businesses that foster industrial growth in the City. Major railroads and highway infrastructure connect the Port with America’s heartland. The Port predominately imports dry and liquid bulk commodities for Northeastern Wisconsin’s manufacturing businesses.

Industrial Port Planning

While preserving and enhancing port operations is a key importance to maintaining this economic hub in Green Bay, there will need to be additional considerations to meet community desires for a more accessible waterfront that serves multiple purposes. While the Industrial Port district plays a key role in regional commerce, the waterfront also offers opportunities for economic development related to tourism and recreational uses. The City should work with the Port of Green Bay to ensure the area still serves as a commercial shipping port and utility facility while also considering opportunities for new public access that allows visitors to safely experience the port up close without interfering with port operations. Other opportunities to design facilities with visually interesting artistic or aesthetic improvements should be utilized to showcase Green Bay’s heritage along the water.

To effectively balance the needs of both industrial and recreational users on the water, the City can explore strategies such as creating designated zones, investing in the infrastructure around the marina, and establishing clear navigational guidelines. To further encourage recreational and commuter boating, the City could support water-based events and tourism initiatives and consider the feasibility of public water transportation options.

Coal Piles

The Brown County 2040 Comprehensive Plan outlines the C. Reiss site for potential redevelopment. This site along the west bank of the Fox River is home to the locally known coal piles which has been used to offload coal from ships for more than a century. The Plan outlines an opportunity for the coal piles to be moved to the Pulliam Plant at the mouth of the Fox River. The City should support the County and C. Reiss in relocating the coal piles and redeveloping the site along the river.

Recommendations

1. Collaborate with relevant authorities and port-related industries to maintain and enhance the Industrial Port district for both integral port operations and complementary recreational uses, while prioritizing sustainable land use practices and exploring opportunities for operational expansion.
2. Enhance the area surrounding the marina, considering contextual development and appropriate buffering between the Bay Beach area and port related industrial uses.
3. Identify opportunities to reduce conflicts between all waterway users.
4. Incorporate opportunities for tourism and recreational amenities that complement port operations.
5. Enhance public access to the Port of Green Bay’s natural water resources by activating natural areas with recreational amenities, walking trails, and water-based activities.
6. Leverage the Port Infrastructure Development Program to secure grant money for freight transportation infrastructure upgrades and maintenance.
7. Allow for cooperative waterfront access and docking nearby highway access to support smaller businesses and entrepreneurs in the community.
8. Develop a community-owned multi-modal shipping/receiving facility to utilize rail, boat, and trucking for goods.
9. Continue to work with federal, state, and local partners to improve recreational connectivity and wildlife habitat at Ken Euers Nature Area and along the shoreline.

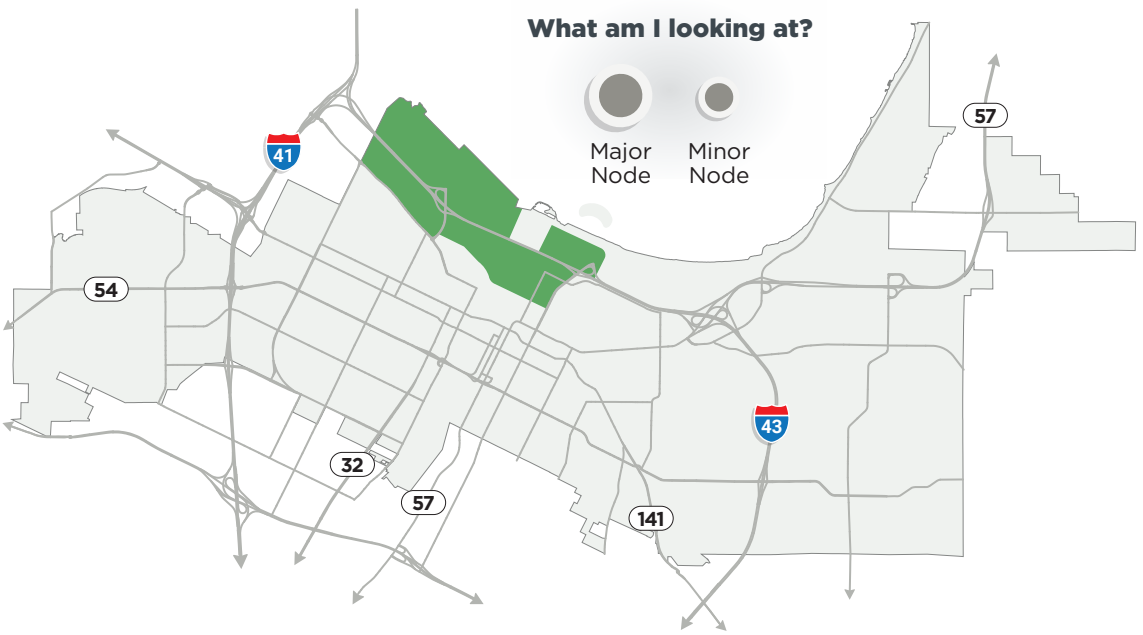
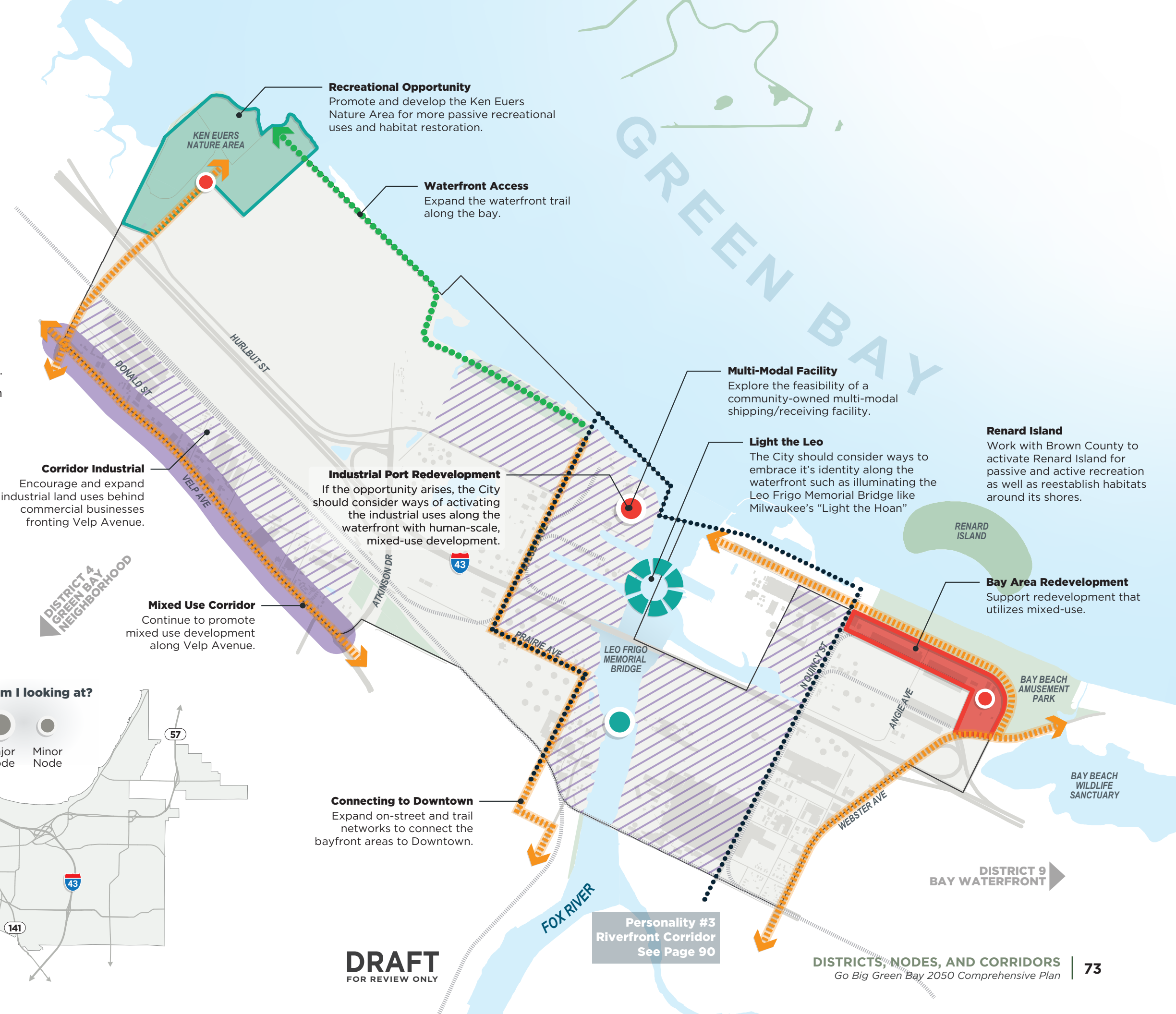
COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the Industrial Port district special was Ken Euers Park and the natural beauty of the bay. Participants expressed a desire for more accommodations to recreational boating and making the waterfront a more attractive space.



Industrial Port District Framework

- Reinvestment Node:** Plan for potential reuse of industrial sites for commercial or amenity uses.
- Regional Node:** Promote the City's image along the water, taking advantage of opportunities to build public access for residents and visitors.
- Gateways:** Incorporate gateway features to entry points and major nodes.
- Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
- Greenway and Trail Connection:** Extend multi-use trail access along the waterfront.
- Employment Investment:** Coordinate with industrial businesses and plan for the long-term use of the property along the waterfront.
- Community Amenity:** Consider programs to build more active and passive recreational opportunities.
- Reinvestment Opportunity:** Encourage opportunities for uses that support and assist the recreational uses at Bay Beach and Wildlife Sanctuary in the Bay Waterfront District.
- Personality Area**



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Personality #3
Riverfront Corridor
See Page 90

Downtown Core District

District Overview

The Downtown Core district features the historical heart of the City and commercial business district including a diverse mix of commercial, residential, and industrial uses. Most of the district is surrounded by the two rivers – the Fox River and East River – emphasizing the strong tie to the waterfront throughout Green Bay. This district also includes the historic settling point and establishment of Green Bay as a City. Future planning efforts will need to continue to discuss the reinvestment of the Downtown core, expanding bicycle and pedestrian infrastructure and streetscape amenities, while preserving the many historic buildings and homes throughout the district.

Riverfront Development

While a wide variety of uses can flourish on a waterfront, many other successfully developed riverfronts embrace their natural surroundings by creating a close connection between human and natural needs. The East River riverfront can be revitalized through restoring natural shorelines by replacing crumbling bulkheads with natural vegetation and rebuilding ecosystems to improve water quality and revive wildlife habitat.

However, this natural restoration should not preclude human use but instead promote active recreational amenities. Expanding the boardwalk, especially the east side of the Fox River, and encouraging active transportation where possible will enhance users’ experience. Boardwalks, interpretive displays, and even more active uses such as playgrounds and picnic areas should continue to be incorporated into the shoreline design without sacrificing environmental benefits.

COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the Downtown Core district special were numerous murals, Fox River Trail, Levitt Concert Series, Navarino Park, and Whitney Park. Participants expressed a desire for improvements to be made within the Downtown by adding mixed use developments, attainable housing, programmed green and gathering spaces, and entertainment-based attractions. There was also mention of additional development to the riverfront, with participants enthusiastic about connecting trail systems and expanding access to the East River, including more pedestrian crossings, water sports, and programming. Community members that participated in outreach voiced a desire to support historic preservation efforts and safeguard Green Bay’s historic landmarks. Some believed new developments should be more complimentary to the Downtown’s character.

Recommendations

1. Redevelop surface parking lots along Washington Street, Adams Street, Jefferson Street, and Madison Street into commercial, mixed use, and residential developments for additional density.
2. Work with business managers and property owners to facilitate shared parking throughout the Downtown Core district.
3. Promote neighborhood connectivity and streetscape enhancements, incorporating more street trees, developing attractive hardscapes, repairing sidewalks, expanding bus routes, and installing new street lighting.
4. Work with local and regional organizations, such as the Green Bay Housing Authority (GBHA) to expand affordability and support for the homeless community, renters, seniors, and low- to moderate-income residents.
5. Enhance pedestrian, bicycle, and public transit connectivity by strategically closing gaps in sidewalks, trails, and bikeways to better link Broadway, Downtown, their surrounding neighborhoods, and key commercial corridors like Main Street and East Mason Street.
6. Continue to incorporate public art throughout Broadway and Downtown, working with property owners, businesses, and artists to maintain and expand arts and culture.
7. Incorporate Complete Streets infrastructure such as raised crossings, protected bike lanes, medians, and similar treatments that promote safety to priority roadways such as Main Street, Webster Avenue, and University Avenue in collaboration with The Wisconsin Department of Transportation.
8. Support historic preservation efforts, along with the Landmarks Commission, and safeguard Green Bay’s history and architectural landmarks.
9. Ensure new developments within the Downtown are complimentary towards the existing character.



Downtown Core
District Framework

- **Reinvestment Node:** Establish local-serving commercial options that incorporate public spaces.
- **Regional Node:** Promote a wide array of commercial businesses, services, and public/semi-public facilities.
- **Neighborhood Node:** Encourage economic development that supports everyday necessities for residents and builds key points of social infrastructure.
- **Gateway:** Incorporate gateway features and improvements to significant nodes and corridors around the Downtown.
- **Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
- **Greenway and Trail Connection:** Extend multi-use trail access along the waterfront.
- **Streetscaping:** Quality streetscape elements should be incorporated to increase the appeal to Broadway Avenue and University Avenue.
- **Historic District:** Continue to preserve and maintain these historically significant areas.
- **Downtown Investment:** Continue to develop Downtown as a key destination in the City with one-of-a-kind culture and amenities.
- **Housing Opportunity:** As properties become available for redevelopment, these areas should focus on increasing the density in a contextually sensitive manner.
- **Personality Area**

Balanced Uses
Work with businesses and property owners to balance industrial uses with commercial, residential, and mixed-uses when opportunities are presented.

Public Art and Culture
Create and promote a catalogue of public art and murals and establish a system to continue to promote unique local art throughout the community.

Reconnect the Street Grid
Facilitate the Mason Street Tillemann Bridge to be lowered. Redevelopment and transportation opportunities could be more viable and spur residential and employment opportunities. Also work to remove the Ashland Avenue viaduct and reconnect the street grid.

Historic Preservation
Preservation efforts should be balanced with critical improvements to properties and ensuring the community's need for future growth and development

What am I looking at?

Major Node
Minor Node

Personality #3
Riverfront Corridor
See Page 90

DISTRICT 4
GREEN BAY
NEIGHBORHOOD

DISTRICT 5
INDUSTRIAL
PORT

Redevelopment Opportunity

Support redevelopment of Downtown mixed-uses on south end of site with buffered low impact industrial uses along the waterfront.

Densifying Downtown

Encourage denser development Downtown, minimizing the visual and financial impact of surface parking lots while preserving the unique sense of place that has been established.

TOD
Potential transit center area

DISTRICT 8
BAIRD
CREEK

Personality #4
University Corridor
See Page 92

Transit Oriented Development

Consider TOD strategies where development connects people, services, and amenities with high-quality public transit and pedestrian-friendly infrastructure.

DISTRICT 7
COMMERCIAL
CORE

Active Transportation Connections

As the core hub of the community, Downtown should provide the key corridors to facilitate active transportation such as bike lanes, trails, and transit.

Fox River Connection

Consider the potential more pedestrian connections across the Fox River south of Mason Street that connect into the bike and pedestrian network.

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East Town Commercial District

District Overview

The East Town Commercial district includes major commercial corridors including Main Street and East Mason Street along with the growing Business Center along Interstate 43. The Interstate 43 Business Center is one of Green Bay’s most prestigious economic opportunities in the region, serving as an example for providing an attractive, high-quality, mixed use business center.

The East Town Commercial district also includes a mix of residential conditions ranging between high-quality, stable neighborhoods and underinvested communities. Future planning efforts will need to be context-driven with a variety of uses in commercial areas and existing neighborhoods.

Support Local Economic Development

Locally owned businesses are critical to advance economic growth and opportunities in Green Bay. In addition to providing essential services to the surrounding communities, small businesses are key to a robust local economy, creating jobs and stronger social community ties. As Green Bay evolves, supporting small and local businesses will be an important component in maintaining economic growth in the City. In addition to encouraging residents to buy and shop locally, the City should engage the local business community to organize and remediate barriers to ensure they have the space to grow and thrive in the future and for cooperative marketing.

Recommendations

1. Promote streetscape enhancements along Main Street and East Mason Street throughout the East Town Commercial District, incorporating more street trees, wide sidewalks, underground utilities, and commercial buildings that take advantage of fronting the street.
2. Promote pedestrian, bikeway, and public transit connectivity along key commercial corridors including Main Street and East Mason Street closing gaps between sidewalks, trails, and other infrastructure improvements.
3. Allow for opportunities to integrate duplexes and other less intensive, small-scale multifamily housing options along either side of East Mason Street.
4. Expand access to the East River and other park space amenities such as Preble Park, Wilder Park, and Edison Park.
5. Work with businesses and property owners in the I-43 Business Center to continue to provide an attractive, high-quality, mixed-use economic hub for the region.
6. Develop bicycle and pedestrian infrastructure around public transit and along commercial corridors such as Main Street and East Mason Street.

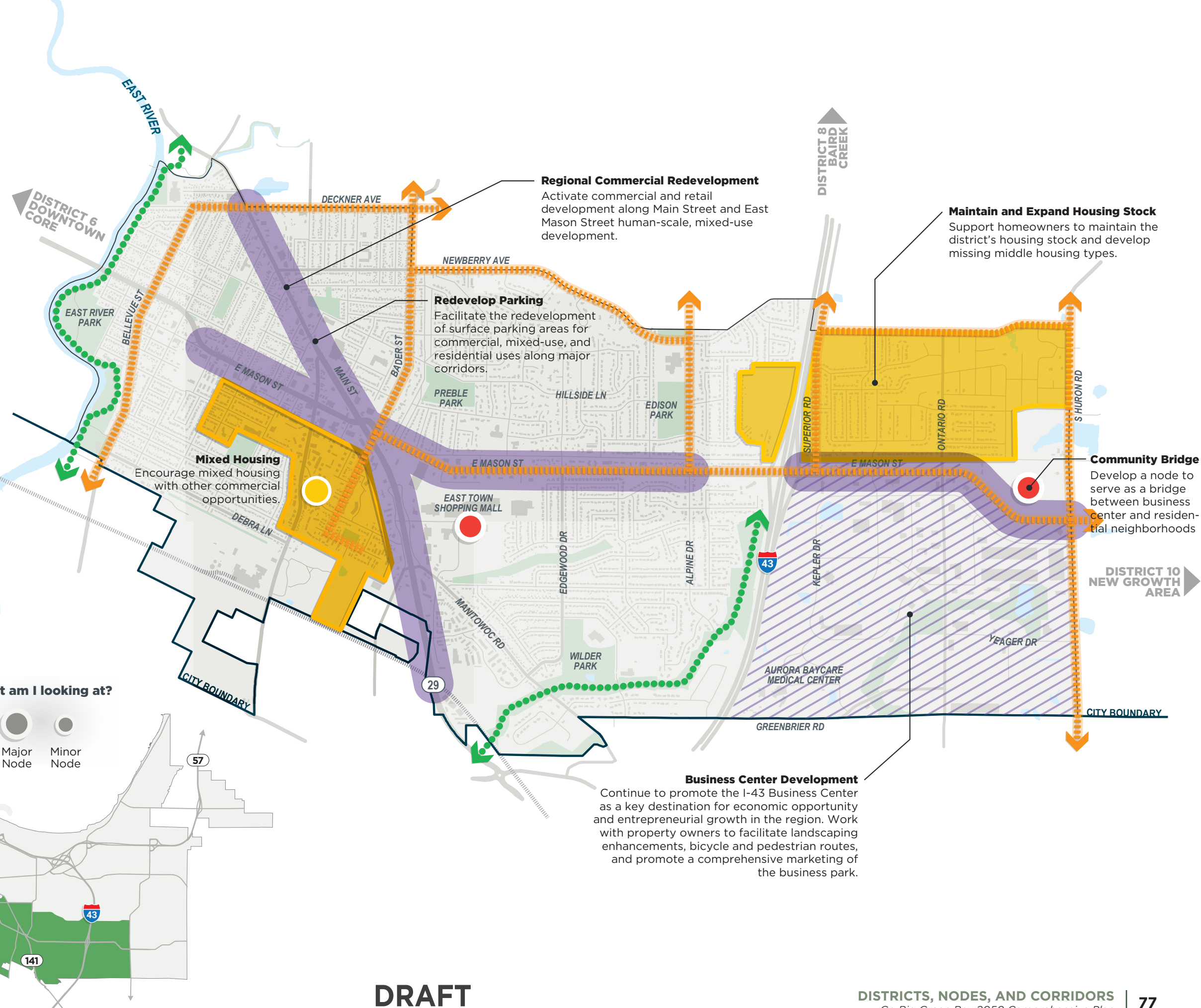
COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the East Town Commercial district special were the East Branch library, its proximity to attractions, and the balance it has struck between residential and commercial uses. Participants expressed a desire for additional local retail, bike amenities, street repairs, seating, planters, and shade structures. Community members that participated in outreach expressed the need for better access to the Mason Corridor and East Town Mall. They highlighted that improving sidewalks, bike lanes, and neighborhood trails would be beneficial for both seniors and children.



East Town Commercial District Framework

-  **Reinvestment Node:** Establish regional commercial options that incorporate pedestrian-scale development.
-  **Neighborhood Node:** Encourage economic development that supports everyday necessities for residents and builds key points of social infrastructure.
-  **Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
-  **Greenway and Trail Connection:** Extend multi-use trail access along the waterfront and open space areas.
-  **Streetscaping:** Incorporate quality streetscape elements and safe pedestrian infrastructure that increase the appeal to Main Street and Mason Street.
-  **Employment Investment:** Work with businesses and property owners to support local institutions, attract talent, and foster economic opportunities.
-  **Housing Opportunity:** As housing continues to be developed, these areas should focus on increasing density in a context sensitive manner.



What am I looking at?

Major Node
Minor Node

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Baird Creek District

District Overview

The Baird Creek district features transitional uses between Downtown and the suburban development patterns along the Baird Creek Trail. This district is comprised of multiple parks and natural areas, higher-density multifamily uses along the highway, and smaller scale industrial buildings near the western portion of the district boundary. Any future planning efforts will need to focus on building connections between the various uses throughout the district and maintaining the existing attractive amenities in the community.

COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the Baird Creek district special were the hiking and walking trails, Christa McAuliffe Park, and the biking infrastructure at Schmitt Park. Participants expressed a desire to preserve and expand the Baird Creek Parkway. Given its focus on pedestrians, residents wanted to also see additional traffic safety standards to slow down vehicles and protect those walking. Community members that participated in outreach wanted to preserve the Poor Farm Cemetery area as parkland and/or open space to emphasize its cultural significance. They also support the development of the remaining portions of the parcel.

Baird Creek

The Baird Creek Greenway encompasses over 500 acres along a scenic, wooded stream valley on the east side of Green Bay. The portion of Baird Creek under public ownership is currently contiguous from the East River to Huron Road, with approximately 100 acres of private inholdings. As an irreplaceable community asset, Baird Creek provides a natural oasis within the urban fabric that is used for many recreational activities including hiking, jogging, bird watching, cross country skiing, and biking.

Niagara Escarpment

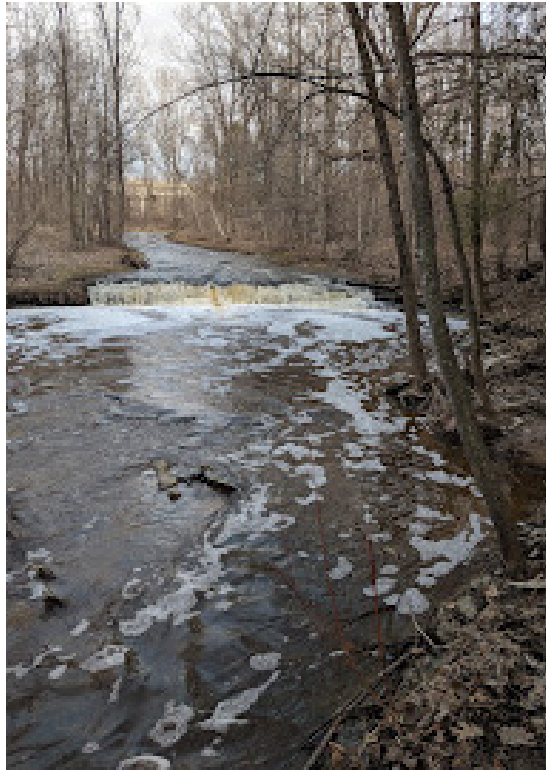
The Niagara Escarpment is a wildlife corridor that stretches over 450 miles from Wisconsin to New York leading to Niagara Falls. This natural feature not only offers stunning views but also creates a unique habitat for a variety of plants and animals.

University Avenue Corridor

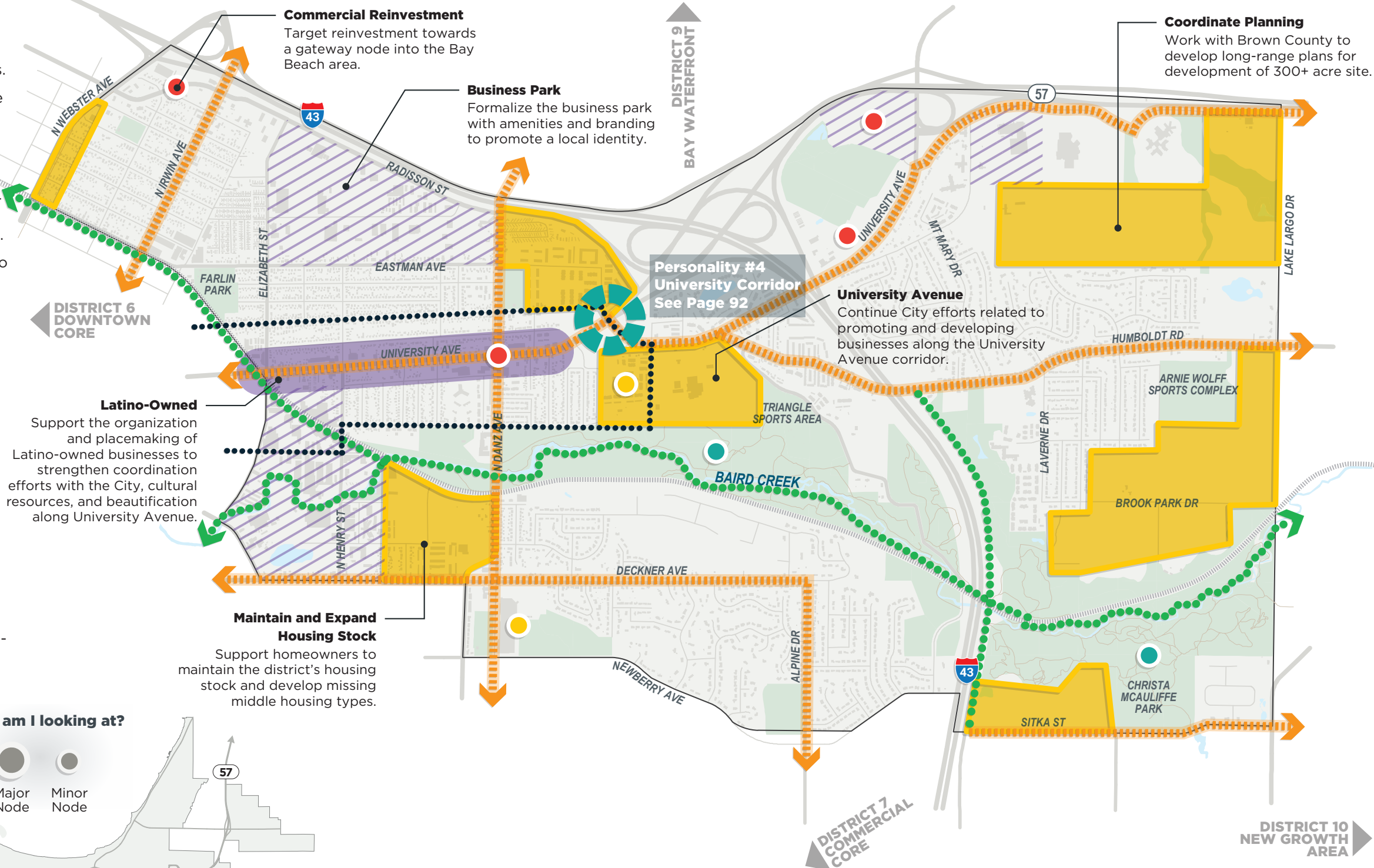
The University Avenue corridor includes a mix of commercial, industrial, and low- to moderate-income residential properties. It is a key connection between northeastern portions of Green Bay and Downtown. The *University Avenue Corridor Brownfields Redevelopment Plan* highlighted that approximately 26% of the residents in this area are Hispanic. The plan identified a number of catalyst sites that could be redeveloped to improve the character and performance of the corridor.

Recommendations

1. Address gaps in sidewalks, bike-ways, and trails throughout the Baird Creek Parkway, ensuring routes are accessible and easy to navigate.
2. Continue to maintain public amenities and natural areas while considering opportunities to expand recreational areas such as Triangle Sports Area, Arnie Wolff Sports Complex, and Christa McAuliffe Park.
3. Allow for opportunities to integrate duplexes and other less intensive, small-scale multifamily housing options around Kennedy Park, Christa McAuliffe Park, and the Arnie Wolff Sports Complex.
4. Work with University of Wisconsin-Green Bay, the Wildlife Sanctuary, and other local organizations to promote more educational and recreational opportunities, establishing the Baird Creek Parkway as a regional node for programs, events, and other attractions.
5. Expand and improve existing local retail, restaurants, and entertainment opportunities along University Avenue, working with local organizations and neighborhood associations to promote an exciting local destination within the district.
6. Work with ethnically diverse entrepreneurs to create cohesive business associations that promote businesses cultural identities.



- **Reinvestment Node:** Target reinvestment of commercial and mixed use areas.
- **Regional Node:** Continue to promote the Baird Creek and multiple active and passive recreation opportunities.
- **Neighborhood Node:** Encourage opportunities to build social infrastructure through amenities such as active streetscapes, public gathering spaces, and infrastructure that works for all residents.
- **Gateway:** Incorporate gateway features to entry points and major nodes along University Avenue.
- **Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
- **Greenway and Trail Connection:** Extend multi-use trail access along the waterfront.
- **Streetscaping:** Incorporate quality streetscape elements that increase the appeal to University Avenue.
- **Employment Investment:** Coordinate with medical operators to expand their facilities as needed. Work with local industrial users to provide employment opportunities for residents and maintain a diversity of land uses.
- **Housing Opportunity:** As housing continues to be developed, these areas should focus on increasing density in a context sensitive manner.
- **Personality Area**



Bay Waterfront District

District Overview

As the gateway to the largest freshwater estuary in the world, the Bay Waterfront district hugs the mouth of the Fox River and the east shore of the lower bay until it reaches the Point au Sable, an important stopover for migratory birds. It includes public and commercial recreation boating facilities, Bay Beach Amusement Park and Wildlife Sanctuary, residential properties, University of Wisconsin-Green Bay campus, and several small coastal parks connecting residents and visitors with the natural environment and waterfront. Future planning efforts will need to incorporate opportunities to improve engagement with parks and natural areas as well as policies to address future growth in the northeast area of the district.

COMMUNITY FEEDBACK

During outreach engagement, residents and community members noted that what made the Bay Waterfront district special was its proximity to nature, Bay Beach, and the Wildlife Sanctuary. Participants expressed a desire for public access to the water and additional restaurants, housing, and shops. Community members that participated in outreach expressed a strong interest in additional public art installations, and a dedicated space to experience and enjoy the waterfront. There was significant support for keeping parks open year-round, ensuring accessibility throughout all seasons. The Milwaukee Metropolitan Sewage District’s revitalization efforts were referenced as a model for improving the area.

University of Wisconsin-Green Bay

In 2018, as part of a University of Wisconsin System restructuring, University of Wisconsin-Green Bay took responsibility for the former University of Wisconsin-Marquette, University of Wisconsin-Sheboygan, and University of Wisconsin-Manitowoc two-year institutions, turning them into University of Wisconsin—Green Bay Marinette, Sheboygan, and Manitowoc campuses. This growth, along with evolving higher education needs, prompted the University of Wisconsin-Green Bay Campus Master Plan Update which manages physical assets and anticipates space needs through 2032. While the main campus benefits from a natural setting and bayfront access, its isolated location continues to limit its connection to the Green Bay community. Given that, there should be increased interaction and connectivity between University of Wisconsin-Green Bay and the City along Nicolet Drive, Bay Settlement Road, and Scottwood Drive. Efforts by colleges like the Austin E. Cofrin School of Business are working to build partnerships with local businesses and create more presence on adjacent roads and Downtown.

Bay Beach Amusement Park

The Bay Beach Amusement Park is one of the few remaining municipal owned amusement parks in the country. The park was donated to the City in 1920 and is currently the ninth oldest amusement park in the U.S. The park contains a variety of amusement rides such as a ferris wheel, tilt-a-whirl, giant slide, and a roller coaster. Bay Beach is utilized for dances, movies, and other events throughout the year.

Recommendations

1. Incorporate public art and cultural landmarks throughout the Bay Waterfront district highlighting Green Bay’s relation to the water and presence of University of Wisconsin-Green Bay.
2. Utilize gathering spaces such as the marina, Wildlife Sanctuary, and Red Smith Park for seasonal activities such as ice sculpture festivals, farmers markets, and other community events.
3. Work with Friends of Bay Beach Amusement Park and Friends of Wildlife Sanctuary to make any necessary updates to the Bay Beach Master Plan and identify opportunities for modernizing facilities.
4. Work with public and private partners to develop a marina district master plan that expands local retail and restaurants, enhances recreational connectivity along the shoreline, and improves coastal resilience and wildlife habitat.
5. Improve connectivity between the Bay Waterfront district and Downtown promoting more transportation options such as multi-use trails, sidepaths, specialty bus routes, and on-demand microtransit services.
6. Identify and prioritize sidewalk connections between residential areas and community amenities such as parks, schools, and places of worship.
7. Continue to embrace and embolden destinations such as Bay Beach and University of Wisconsin-Green Bay, encouraging these locations to host more events and attract visitors and tourists.
8. Integrate duplexes and other less intensive, small-scale multifamily housing options around the Red Smith neighborhood, especially along Scottwood Drive and Church Road.
9. Create additional connections along Nicolet Drive, Bay Settlement Road, and Scottwood Drive between University of Wisconsin-Green Bay and the surrounding community.

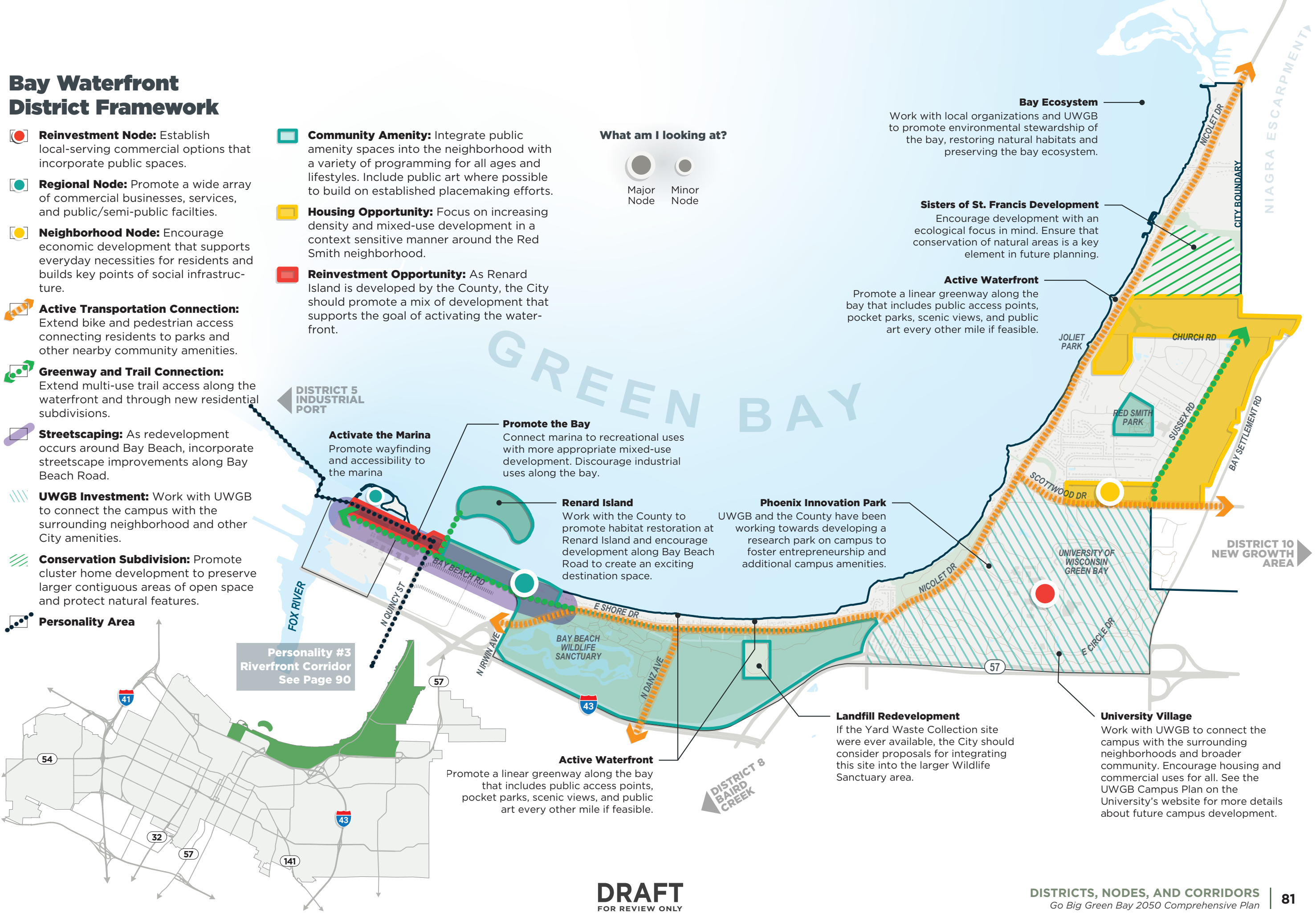
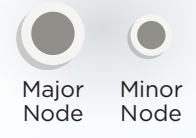


Bay Waterfront District Framework

- Reinvestment Node:** Establish local-serving commercial options that incorporate public spaces.
- Regional Node:** Promote a wide array of commercial businesses, services, and public/semi-public facilities.
- Neighborhood Node:** Encourage economic development that supports everyday necessities for residents and builds key points of social infrastructure.
- Active Transportation Connection:** Extend bike and pedestrian access connecting residents to parks and other nearby community amenities.
- Greenway and Trail Connection:** Extend multi-use trail access along the waterfront and through new residential subdivisions.
- Streetscaping:** As redevelopment occurs around Bay Beach, incorporate streetscape improvements along Bay Beach Road.
- UWGB Investment:** Work with UWGB to connect the campus with the surrounding neighborhood and other City amenities.
- Conservation Subdivision:** Promote cluster home development to preserve larger contiguous areas of open space and protect natural features.
- Personality Area**

- Community Amenity:** Integrate public amenity spaces into the neighborhood with a variety of programming for all ages and lifestyles. Include public art where possible to build on established placemaking efforts.
- Housing Opportunity:** Focus on increasing density and mixed-use development in a context sensitive manner around the Red Smith neighborhood.
- Reinvestment Opportunity:** As Renard Island is developed by the County, the City should promote a mix of development that supports the goal of activating the waterfront.

What am I looking at?



Bay Ecosystem
Work with local organizations and UWGB to promote environmental stewardship of the bay, restoring natural habitats and preserving the bay ecosystem.

Sisters of St. Francis Development
Encourage development with an ecological focus in mind. Ensure that conservation of natural areas is a key element in future planning.

Active Waterfront
Promote a linear greenway along the bay that includes public access points, pocket parks, scenic views, and public art every other mile if feasible.

Activate the Marina
Promote wayfinding and accessibility to the marina

Promote the Bay
Connect marina to recreational uses with more appropriate mixed-use development. Discourage industrial uses along the bay.

Renard Island
Work with the County to promote habitat restoration at Renard Island and encourage development along Bay Beach Road to create an exciting destination space.

Phoenix Innovation Park
UWGB and the County have been working towards developing a research park on campus to foster entrepreneurship and additional campus amenities.

Landfill Redevelopment
If the Yard Waste Collection site were ever available, the City should consider proposals for integrating this site into the larger Wildlife Sanctuary area.

University Village
Work with UWGB to connect the campus with the surrounding neighborhoods and broader community. Encourage housing and commercial uses for all. See the UWGB Campus Plan on the University's website for more details about future campus development.

Active Waterfront
Promote a linear greenway along the bay that includes public access points, pocket parks, scenic views, and public art every other mile if feasible.

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Future Growth District

District Overview

The Future Growth district consists of undeveloped agricultural land that is being reserved for future development. This district generally lacks the infrastructure, community amenities, and facilities provided within the rest of the City. While several residential subdivisions have been built along the district's west half, this area remains largely undeveloped. To prevent sprawling development and not overextend the City's resources, smart growth strategies and growth management principles will need to be considered as part of the planning process.

Intentional Growth Strategy

As Green Bay continues to experience growth, it must balance preserving the character of the City's established neighborhoods and supporting new residents and development in appropriate locations. A sustainable and efficient approach to growth will need to prioritize investment in existing infrastructure and established neighborhoods in conjunction with outward expansion.

In 2003, Green Bay signed a boundary agreement with the Town of Scott. Both municipalities agreed to a 30-year moratorium on annexation by Green Bay within the Town of Scott. The agreement establishes a Joint Planning Area for coordinated land-use planning. It also included a provision for the construction of a shared district sewer line and financial responsibilities. This boundary agreement provides a framework for future land use changes and cooperation between Green Bay and the Town of Scott.

Recommendations

1. Acquire property to extend the Baird Creek trail, connecting City-owned land from Grandview to Northview Road, creating accessible trails with connections to new development sites.
2. Explore ways to better utilize Baird Creek Trail for the benefit of the community.
3. Promote development to establish new neighborhood commercial nodes at Algoma Road and Route 57.
4. Encourage neighborhood development that includes everyday services and amenities for residents north of East Mason Street and Algoma Road and along Humboldt and Route 57.
5. Create small neighborhood nodes around new residential development throughout New Growth district, providing areas that offer convenient local services and promote community interactions.
6. Address the need for community programming, dog parks, playgrounds, and additional recreational activities as the New Growth Area continues to develop housing.
7. Introduce more supportive services, such as educational facilities, to create family-friendly amenities such as schools, parks, libraries, and community centers that enhance well-being along Algoma Road and Bay Settlement Road as properties become available.
8. Protect natural spaces, like Baird Creek, as the City develops, grows, and begins to develop with the district.
9. Develop high priority bike and pedestrian connections between Grandview Industrial Park and the Bay Settlement area to connect with University of Wisconsin-Green Bay.
10. Recruit and encourage development in the area to create value justifying the extension of services.

COMMUNITY FEEDBACK

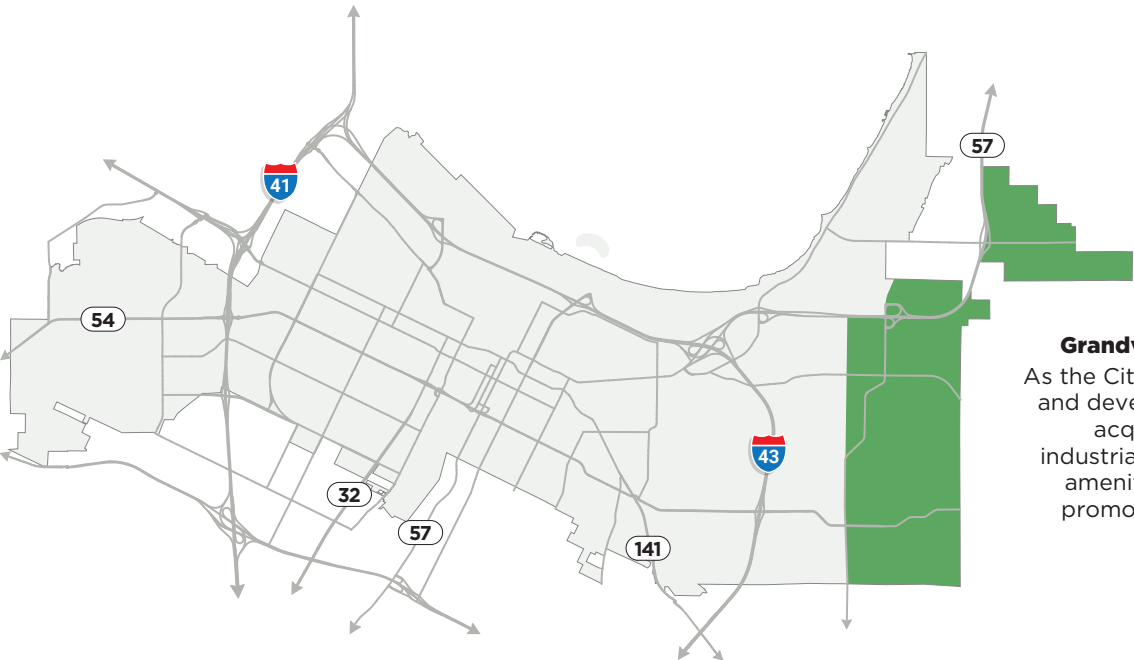
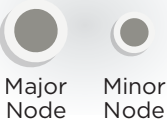
During outreach engagement, residents and community members noted that the Future Growth district needed additional support and investment but recognized its strong potential, citing its natural environment and convenient highway access as key factors that make it appealing to both residents and businesses.



Future Growth
District Framework

- Reinvestment Node:** Establish a new neighborhood commercial core to serve as a key destination for small, local businesses.
- Neighborhood Node:** Encourage development that supports everyday services and amenities for residents and builds key points of social infrastructure.
- Active Transportation Connection:** Continue to expand on-street bike and pedestrian access.
- Greenway and Trail Connection:** Extend multi-use trail access along Baird Creek.
- Employment Investment:** Continue to promote sustainable industrial development that supports future job opportunities and environmental preservation.
- Personality Area**

What am I looking at?

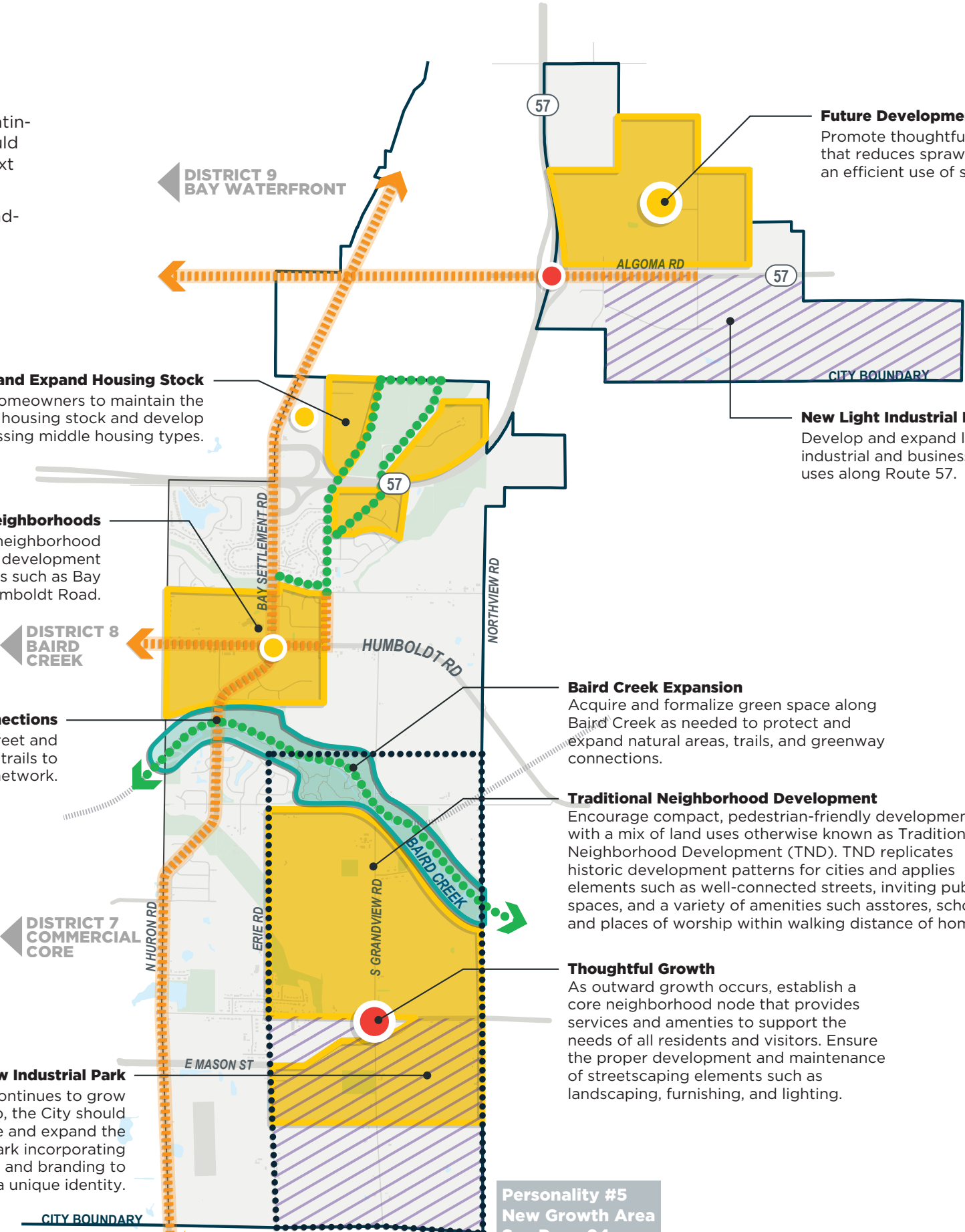


- Housing Opportunity:** As housing continues to be developed, these areas should focus on increasing density in a context sensitive manner.
- Community Amenity:** Consider expanding recreational park and trail access along Baird Creek.

- Maintain and Expand Housing Stock**
Support homeowners to maintain the district's housing stock and develop missing middle housing types.
- Mixed-Use Neighborhoods**
Support a mix of uses such as neighborhood commercial and multifamily development around major intersections such as Bay Settlement Road and Humboldt Road.

- Multi-Use Trail Connections**
Where possible, connect on-street and off-street bikeways and pedestrian trails to encourage a wider reaching network.

- Grandview Industrial Park**
As the City continues to grow and develop, the City should acquire and expand the industrial park incorporating amenities and branding to promote a unique identity.



Personality #5
New Growth Area
See Page 94

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07

PERSONALITY AREAS

The Personality Areas chapter will focus on elevating the identity, marketing, and placemaking of distinct areas throughout the community. These areas will be explored through their unique opportunities and challenges—laying the foundation for a strong, forward-looking vision. Through a combination of engagement feedback, case studies, and bold ideas, this chapter will outline creative strategies and partnerships that can help each personality area thrive as a vibrant and memorable destination.

Overview of Personality Areas

In addition to ten planning districts, Green Bay includes many places that evoke a strong sense of identity, pride, and purpose. These five personality areas, rooted in history, culture, business, or recreation, reflect Green Bay's vibrant mix of people, places, and stories. This chapter highlights areas that stand out for their character and potential and proposes short- to long-term ideas to strengthen their identity and positioning in Green Bay's future.

The personality areas are designed to provide context, spark inspiration, and articulate a clear vision for the distinct places that shape Green Bay. The personality areas are great opportunities for future planning efforts—like corridor, district, or area plans—that can dive deeper into goals, actions, and priorities. In this Comprehensive Plan, each personality area includes the following:

- A vision for what the area could become over time, informed by community values and aspirations
- A summary of existing issues and opportunities
- Case studies and best practices from local, regional, or national examples that can serve as inspiration
- Creative big ideas to activate, promote, and enhance the experience of each place

Whether it's an entertainment hub, historic district, creative corridor, or beloved local landmark, each personality area reflects the spirit of Green Bay. This chapter aims to elevate those places meaningfully through storytelling, collaboration, and design that reflects the people and history that shape them.

The Vision

The vision statements paint a clear and compelling picture of what the district could become in the future. These visions are rooted in the community's values and aspirations, gathered through meaningful public engagement, and reflect both local pride and big ideas. They aim to inspire and guide long-term transformation while honoring the district's existing character. Each vision offers a unifying direction to support placemaking, investment, and development tailored to the area's unique identity. The vision is visualized through a schematic sketch that highlights the physical improvements rooted in specific areas within the personality's boundary.

Current Context

Current context outlines what makes each personality area distinct, highlighting its defining features, local character, and sense of place. It provides a snapshot of the area's current conditions, including key assets, opportunities, and challenges that shape its identity today. This section includes photos and visuals illustrating the area's character, showcasing key features, assets, and conditions. Understanding the current context lays the foundation for informed and meaningful strategies.

Inspiring Stories

This section highlights successful case studies and best practices from other communities tackling similar opportunities or challenges. These examples, drawn from local, regional, and national contexts, offer creative approaches to placemaking, revitalization, identity-building, and more. Each story is intended to spark new ideas and demonstrate what's possible through collaboration, investment, and bold vision. Each example includes a hyperlink so the community can explore further and see what could be adapted and brought to life locally.

Big Ideas

The big ideas are creative goals and recommendations to activate, promote, and enhance each personality area. These forward-thinking concepts are designed to bridge the gap between current conditions and future aspirations, offering a blend of smaller, short-term wins and more significant initiatives that may require additional time, resources, and collaboration with key partners. Potential funding sources will be explored to support immediate actions and long-term projects, ensuring the successful realization of these goals.

Personality Areas

- Residential Oneida Nation District 1
- Commercial Oneida Nation District 2
- Stadium Neighborhood District 3
- Northwest Neighborhood District 4
- Industrial Port District 5
- Downtown Core District 6
- East Town Commercial District 7
- Baird Creek District 8
- Bay Waterfront District 9
- Future Growth District 10
- District Personalities

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WEST MASON CORRIDOR *PERSONALITY*

The Vision

The future is **COORDINATED, CONNECTED, AND BEAUTIFIED.**

The West Mason Corridor will weave together a multitude of cultural, institutional, and recreational gems—including the Oneida Nation Reservation, the Green Bay Botanical Garden, the Northeast Wisconsin Technical College (NWTC) Campus, and Beaver Dam Park. With its proximity to the airport and its role as an industrial hub, the corridor will serve as a vital anchor of the city's economy. Positioned for growth, the corridor has the potential to evolve into a dynamic regional hub—blending innovation, cultural storytelling, and transit connectivity—while embracing green infrastructure like pollinator habitats and native plantings that reconnect the area with its natural landscape.

Source: [CreateBirmingham.org/community-arts](https://createbirmingham.org/community-arts)



CULTURAL ART

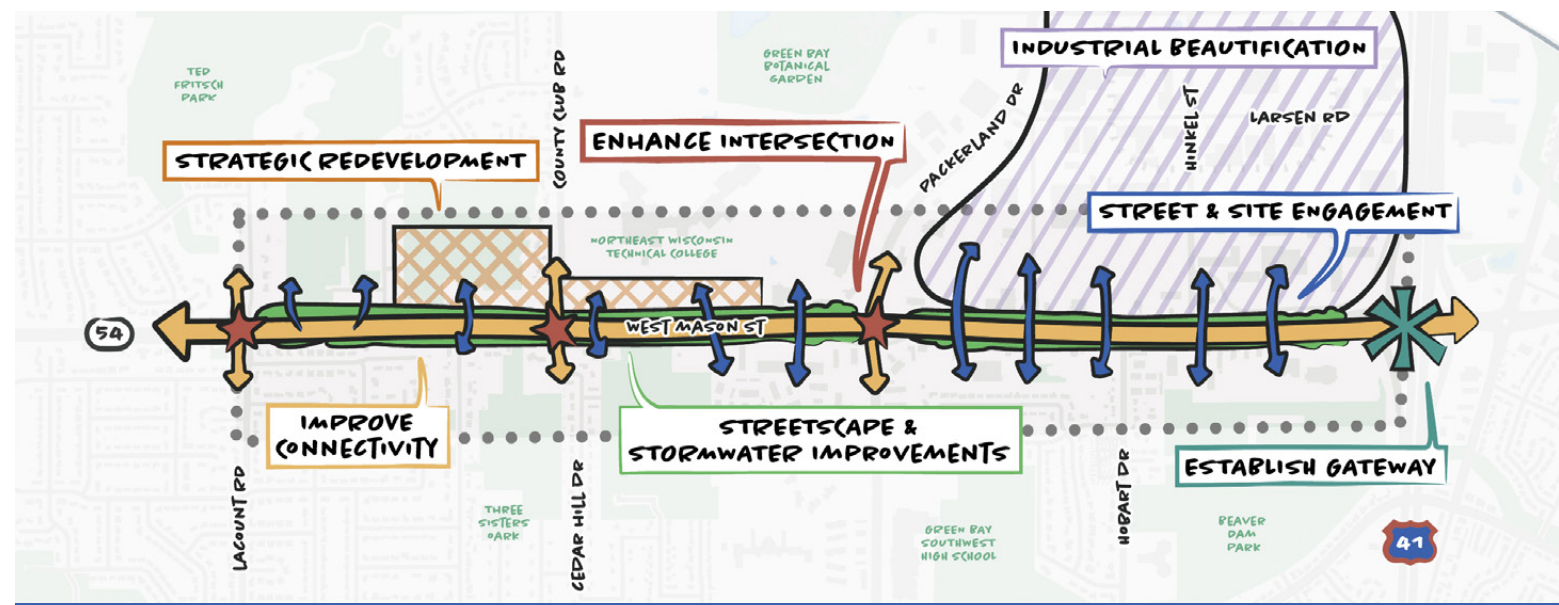


TRANSIT ACCESS

Source: blog.nwf.org/2022/08



ROADSIDE PRAIRIES



Current Context



WALMART SUPERCENTER



ONEIDA CASINO



NWTC CAMPUS



BOTANICAL GARDENS



FESTIVAL FOODS



W MASON ROUNDABOUT

Opportunities

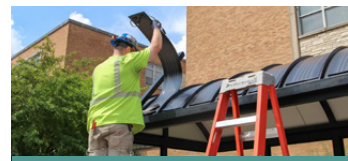
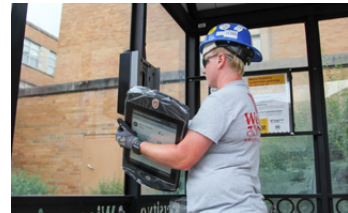
- Establishing a gateway presence
- Enhancing citywide connectivity
- Partnering with the Oneida Nation
- Allowing for increased density

Challenges

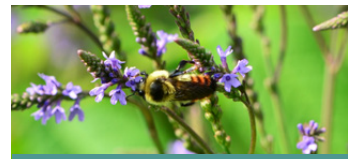
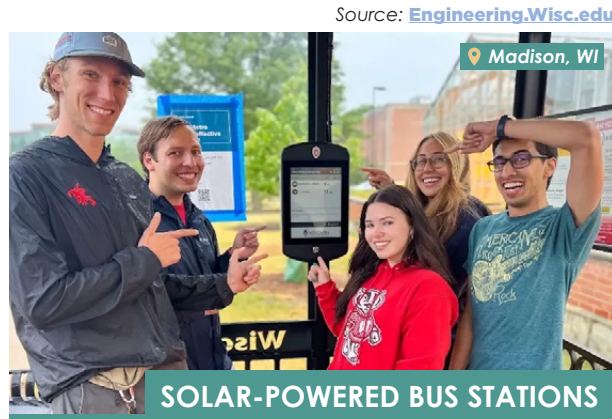
- Not friendly for pedestrians and cyclists
- Gaps in mobility connections
- Minimal streetscaping and shade
- Wide road layout needing upgrades

WEST MASON CORRIDOR PERSONALITY

Inspiring Stories



A student-driven University of WI-Madison project powers campus bus shelters with solar energy, featuring real-time arrival screens and overhead lighting.



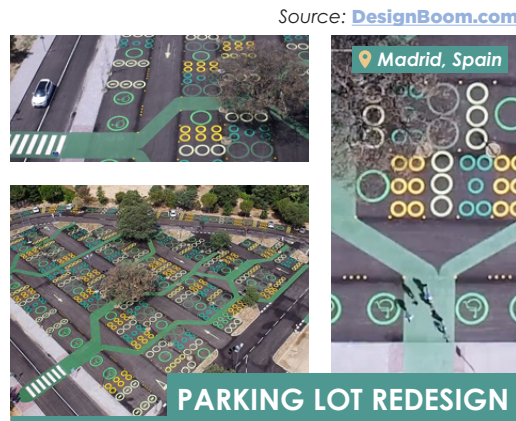
A two-acre urban oasis for pollinators and wildlife on Madison's east side, created through the Dixon Greenway Habitat Enhancement Project.



A beautification initiative enhancing a 266-acre Class A business park with low-maintenance trees, shrubs, and hardy perennials.



A community public art project titled "Resident Play."



A reconfigured lot with colored circles, pathways, and preserved trees.



A celebration through historic forms and colors.

Big Ideas

Strengthen collaboration for corridor improvements.

- Establish a task force with The Oneida Nation, Austin Straubel Airport, Northwest Wisconsin Technical College, and others
- Form a business association to promote collaboration and advocate for shared interests
- Develop a coordinated improvement plan to guide corridor revitalization, with a focus on enhancing key intersections such as West Mason Street and Packerland Drive

Enhance the corridor with beauty and ecological resilience.

- Beautify with native, colorful, and pollinator-friendly plantings
- Implement sustainable stormwater management practices

Celebrate culture, identity, and sense of place.

- Enliven the corridor with storytelling, public art, interactive installations, and cohesive wayfinding
- Create a gateway feature at Highway 41 on the city's western edge, potentially within the existing roundabout
- Help neighbors, visitors, and the broader community find key destinations, like Northwest Wisconsin Technical College and the Botanical Garden, by adding clear visual markers and streetscape improvements that highlight their importance in the area
- Partner with the Oneida Nation to gather and share cultural stories, and highlight local history and heritage through interpretive signage along pedestrian paths and natural areas

Improve mobility and active transportation options.

- Continuously monitor needs for change to transit frequency and reliability
- Enhance accessibility and sidewalk connectivity
- Install weather-protected shelters, potentially with solar-powered lighting
- Expand protected bike lanes and provide secure bike storage

Revitalize commercial and industrial sites.

- Reorient sites and buildings to better engage with West Mason Street
- Improve site access, support outlot development, and upgrade parking and loading areas
- Establish programs and offer professional services to support building upgrades, expansions, and long-term reinvestment

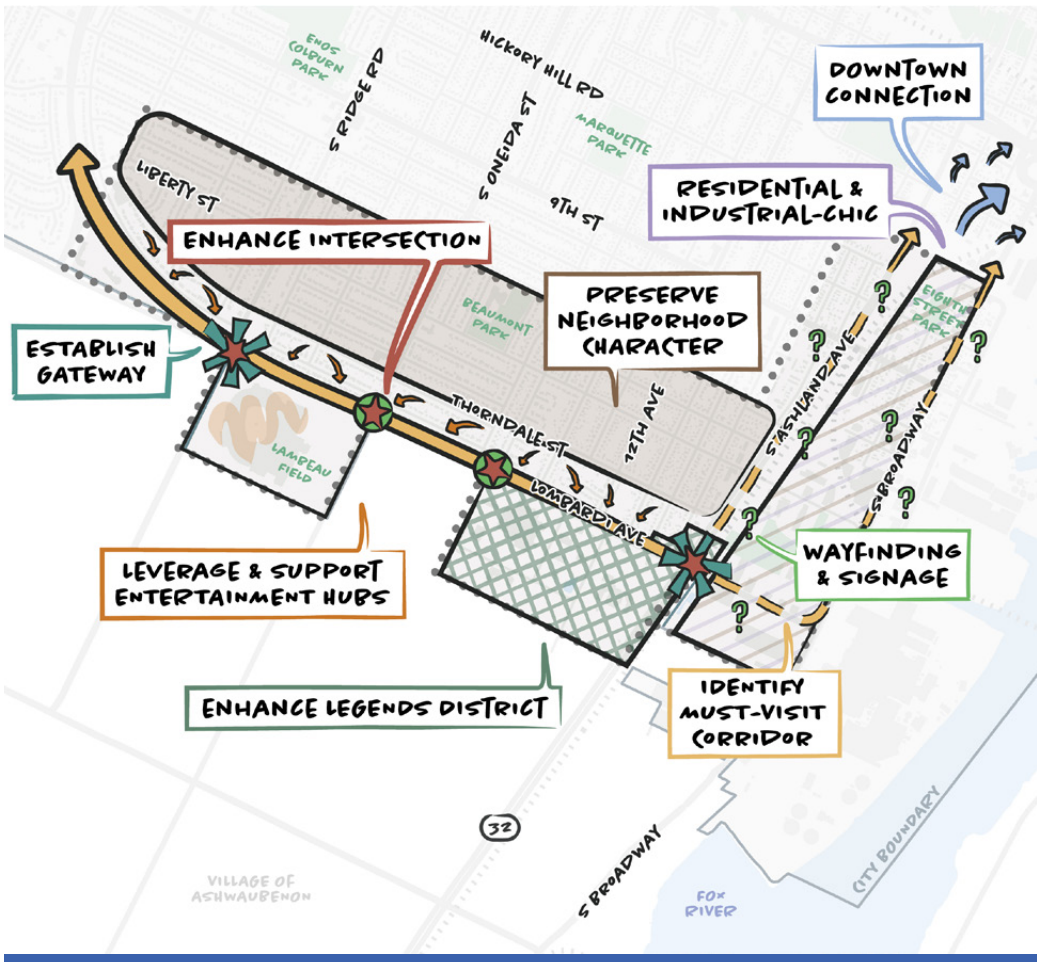
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STADIUM CONNECTION PERSONALITY

The Vision

The future is **WELCOMING, PRIDEFUL, AND ICONIC.**

The Stadium Connection—linking Titledtown and Downtown—will be a vibrant, year-round destination that pulses with energy. Whether you’re a Cheesehead cheering on the Packers or a food adventurer exploring a reimagined ‘resindustrial’ scene, this destination will offer something for everyone. It will be a place where visitors from near and far converge, yet it remains a tight-knit neighborhood. With its legendary landmarks, passionate community, and no shortage of bars and grills, it will seamlessly blend the thrill of sports and entertainment with an industrial edge and a deep-rooted Up North spirit.



Current Context



RESIDENCES ALONG LOMBARDI AVE



BEAUMONT PARK



BADGER STATE BREWING



LAMBEAU FIELD



TRANSIT ACCESS



GATEWAYS



S BROADWAY



STADIUM NEIGHBORHOOD



IMMERSIVE SHELTERS

Source: www.valenciacf.com

Opportunities

- Enhancing wayfinding and signage
- Improving Downtown access
- Leveraging the NFL franchise
- Offering experiences/entertainment

Challenges

- Multiple boundaries and partners
- Lacks corridor continuity and identity
- Gaps in trails and limited transit options
- Tourism-neighborhood compatibility

STADIUM CONNECTION PERSONALITY

Inspiring Stories



A storytelling exhibit on Wichita's 1930s National Baseball Congress debut, featuring an integrated team led by Satchel Paige.



OUTDOOR HISTORY EXHIBIT



A revitalized district with an industrial vibe offering unique shops, restaurants, and entertainment.



MIXED-USE DISTRICT



An empty lot transformed by the community into a vibrant, flexible, and welcoming public space for all ages to play.



NEIGHBORHOOD POPCOURTS!



BAYSHORE TOWN CENTER



BIKE PARKING ROOM



A marble statue and larger-than-life mural of a two-time NBA MVP are offering Instagram-worthy moments.



SLAM DUNK SIGHTS

Big Ideas

Create eye-catching signage and larger-than-life structures.

- Install Packers-inspired wayfinding and bold, colorful gateway structures to guide visitors, signal arrival, and celebrate local pride and team spirit
- Identify the best route for a must-visit corridor that connects Lambeau Field, the Legends District, and nearby attractions to Downtown Green Bay, promoting tourism, boosting economic development, and improving safety for all users

Broaden the reach and impact of the Legends District.

- Leverage private development and public investment to fuel the Legends District's growth and long-term vitality
- Activate areas within a mile of Lambeau Field with year-round entertainment and programming to attract consistent foot traffic and expand the district's vibrancy
- Add seating, shade, landscaping, and interactive play features to create inviting gathering spaces to encourage lingering and exploration beyond game days
- Develop internal pedestrian pathways within the city and surrounding communities that seamlessly connect key destinations, making it easy and enjoyable to navigate the district on foot

Coordinate improved rideshare and transit opportunities.

- Enhance transit frequency and bike access with sport-themed bus shelters and secure bike storage for a more enjoyable, multimodal experience
- Prioritize walking, biking, and rolling with safe, comfortable streets and crossings that create a welcoming, human-scale experience

Celebrate the community, local businesses, and youth.

- Host neighborhood-level block parties, pop-up markets, and festivals to enhance local pride, attract visitors, and activate public spaces
- Develop family-friendly programming in partnership with local organizations to ensure inclusive, multigenerational engagement year-round
- Support the formation of a Legends District Business Association to boost coordination, promotion, and investment

Nurture the cohabitation of land uses and preserve character.

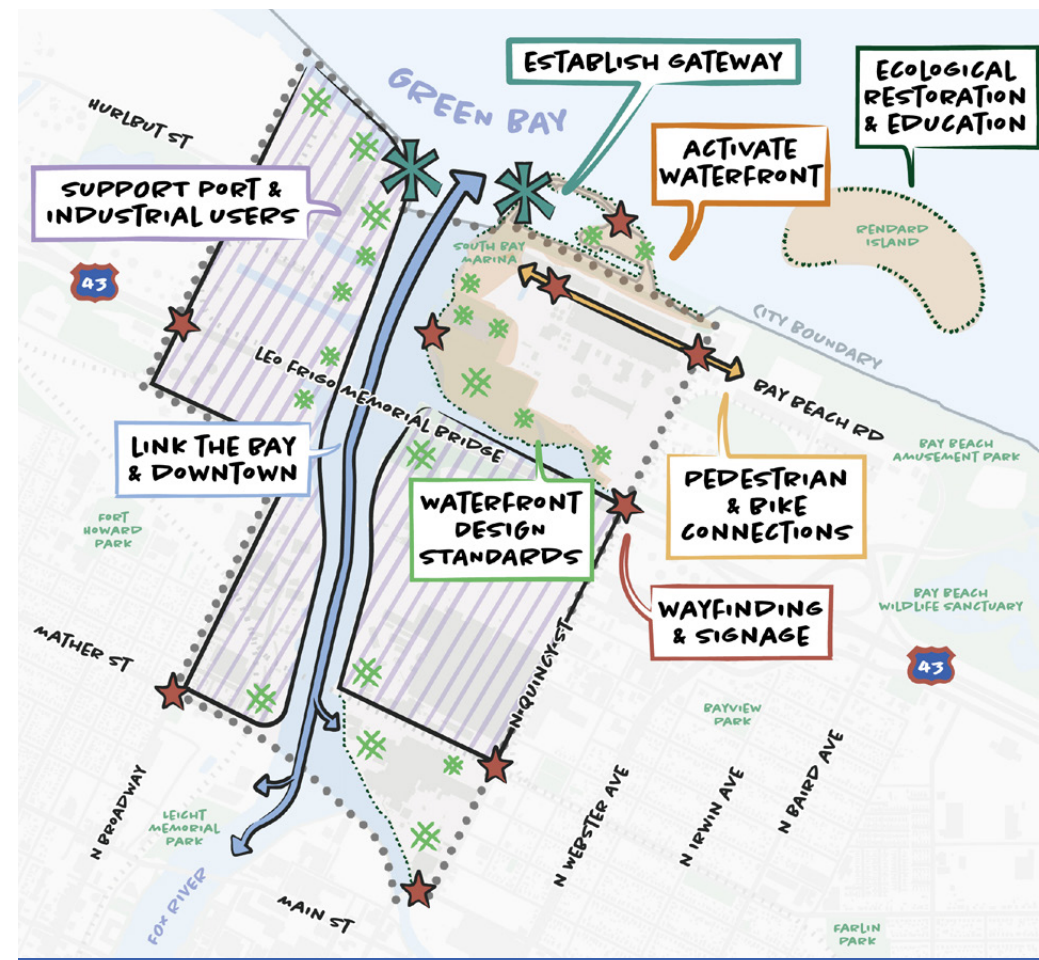
- Rezone as needed to maintain low-density north of Thorndale Street, using Shadow Lane as a transition between low-density uses and the Lambeau Field/Lombardi Avenue entertainment hub, retaining the corridor's "hometown feel"
- Transform S Broadway into an industrial-chic district blending makerspaces, retail, and residential areas with a low-density, creative vibe

RIVERFRONT CORRIDOR PERSONALITY

The Vision

The future is **BALANCED, POWERFUL, AND SCENIC.**

The Riverfront Corridor will become the Midwest's gateway to the world—fueling a thriving economy while blending industry with the natural beauty of the Bay, an arm of Lake Michigan nestled between Michigan's Upper Peninsula and Wisconsin's East Coast. The waterfront will be enhanced with new docking facilities and port infrastructure to strengthen the corridor's role in global trade while balancing industrial growth with thoughtful site moderation and environmental stewardship. Scenic viewing areas, public art installations, and opportunities for light recreation will invite residents and visitors to enjoy breathtaking views and meaningfully connect with the waterfront.



Source: [Sasaki.com](#)



Source: [RossChapin.com](#)



Source: [TheRiverfrontOmaha.com](#)

Current Context



Opportunities

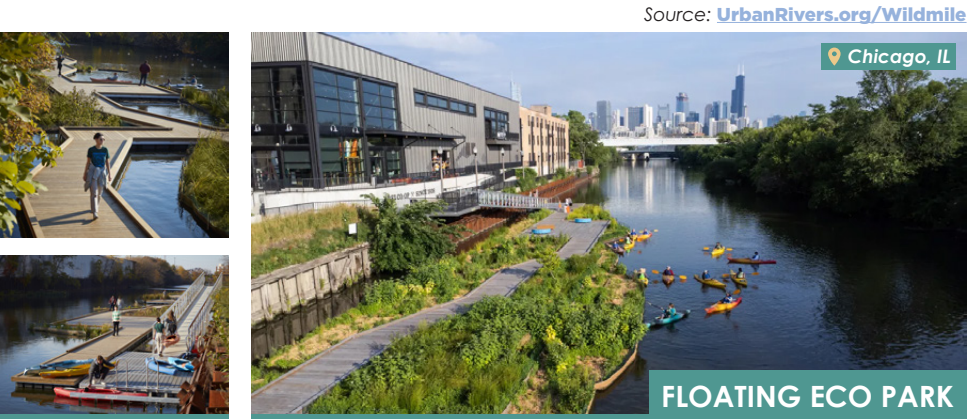
- Beautifying the bay and marina
- Attracting more visitors
- Protecting our natural resources
- Expanding Downtown access

Challenges

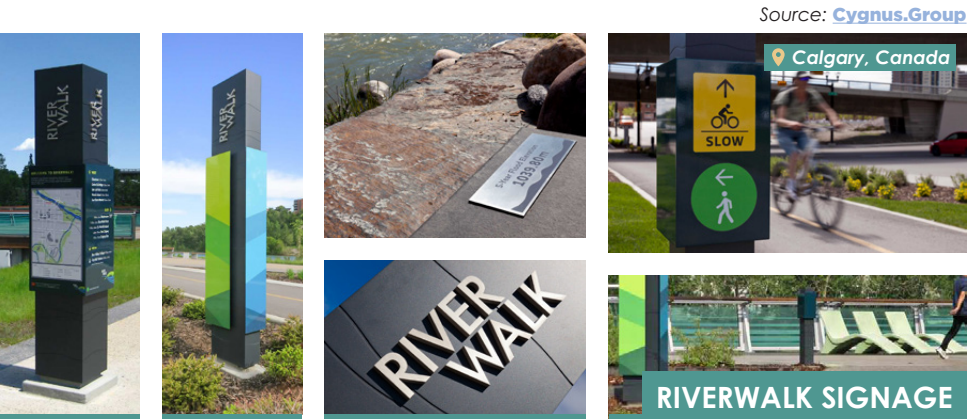
- Operational heavy industry
- Limited public access to the bay
- Active transportation gaps
- Lacking year-long activations

RIVERFRONT CORRIDOR PERSONALITY

Inspiring Stories



A first-of-its-kind ADA-accessible park open 24/7, the Wild Mile, is located along the North Branch Canal and easily accessible by car, bike, or CTA.



A network of information panels, pylons, and area maps that guide users intuitively along over 700 km of urban pathways, part of the multi-year rejuvenation of Calgary's East Village.



A set of design standards in Harbor District reinforcing the river's role as a scenic recreational corridor, vital natural resource, and transportation hub.



A free, outdoor wetland with hands-on displays, promoting healthy water and attracting native species.



A 28-acre industrial site that proactively embraces accessible waterfront design.



A 7-acre site transformed to celebrate all four seasons, with an ice ribbon, pavilion, and more.

Big Ideas

Link the city's front porch CityDeck to the bay.

- Create dedicated on-street bike lanes and expanded pedestrian walkways to connect Downtown to the bay area, enhancing accessibility and mobility
- Install wayfinding signage and markers along the trail to guide cyclists, pedestrians, and travelers through CityDeck and the waterfront
- Establish a water taxi service integrated with public or private services that provide seamless transfers, offering a convenient and scenic option for residents, tourists, and commuters

Promote ecological restoration and education.

- Work with Brown County to establish living shorelines along the bay and riverfront areas using native plants to restore habitats, improve water quality, and prevent erosion.
- Install interactive learning stations along the riverfront and bay, where visitors can learn about ecological restoration and participate in environmental activities

Implement design standards to define waterfront character.

- Collaborate with local, regional, and state agencies to develop a unified vision and set of design standards that promote consistency for the waterfront
- Adopt design guidelines that highlight the waterfront's unique natural and cultural context, incorporating local architecture, materials, and design elements
- Design and implement landscaping solutions that enhance the waterfront's aesthetic appeal while addressing stormwater management
- Enhance public access and connectivity by upgrading recreation areas, including watercraft rentals, guided tours, boat launch improvements, and floating boardwalks, while ensuring minimal impact on port and industrial users

Support the growth and retention of port and industrial users.

- Expand and modernize infrastructure to keep the port competitive and meet growing industrial and shipping demand
- Prioritize redevelopment to increase efficiency of port uses and minimize nuisances
- Create policies that support existing industrial businesses and attract new ones, ensuring a balance between development and operational needs

Activate the waterfront with year-round programming.

- Design safe, adaptable waterfront spaces that host activities and ensure consistent programming and engagement, even during colder seasons
- Partner with artists to install dynamic public art, such as sculptures or murals, especially at waterfront gateways, to enhance the area's identity and attract visitors

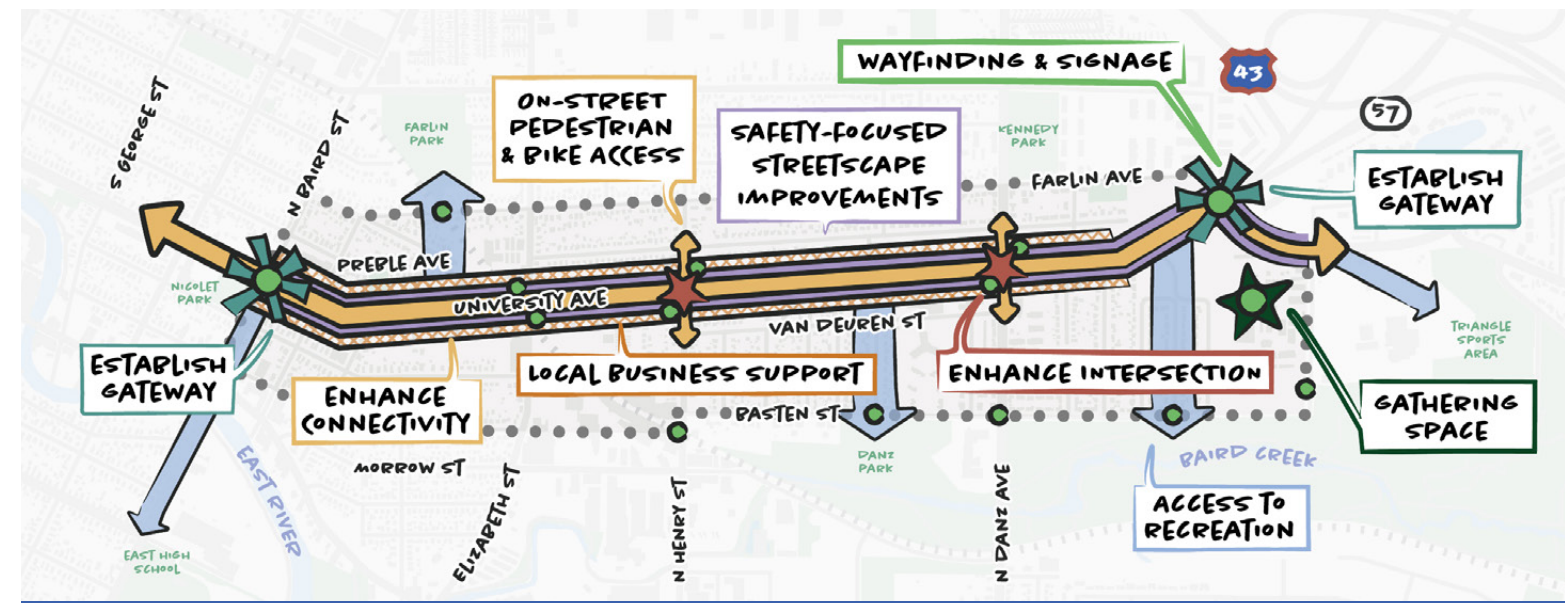
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UNIVERSITY CORRIDOR PERSONALITY

The Vision

The future is **ACCESSIBLE, ACTIVATED, AND CELEBRATED.**

The University Corridor will be where innovation, creativity, and dreams come to life. This stretch will serve as an entryway for students, faculty, and families accessing key destinations such as the University of Wisconsin-Green Bay and the Baird Creek Greenway. The Corridor will become an emerging hub for entrepreneurial spirit, with a rising number of Latino-owned businesses, artists-in-residency programs, and homes converted into brightly painted and cozy retail spaces. This mix of innovation and cultural richness will extend into the evening with a recurring night market featuring local artists and vendors.



Current Context



Opportunities

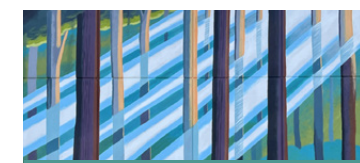
- Revitalizing the corridor
- Empowering cultural businesses
- Improving safety and connectivity
- Partnering with UW-Green Bay

Challenges

- Not friendly for pedestrians and cyclists
- Lacks corridor continuity and identity
- Spread-out, low-density development
- Narrow and fragmented right-of-ways

UNIVERSITY CORRIDOR PERSONALITY

Inspiring Stories



A Midtown strip mall shopping center transforms into a dynamic public art installation with vibrant displays.

Source: [Brian-MacGregor.com](https://brian-macgregor.com)



VICTORY SQUARE MURALS

Savannah, GA



S 5TH ST ROAD DIET

Milwaukee, WI



An effort to widen sidewalks and plant trees boosted business.

Source: [UrbanMilwaukee.com](https://urbanmilwaukee.com)



A resource and catalyst for minority entrepreneurs and inspires Hispanic cultural pride through community events.

Source: [MercadoOnFifth.org](https://mercadoonfifth.org)



MERCADO ON FIFTH

Moline, IL



A vibrant hub and heart of the community with 280+ shops.

Source: [PlazaFiesta.net](https://plazafiesta.net)

Atlanta, GA

PLAZA FIESTA



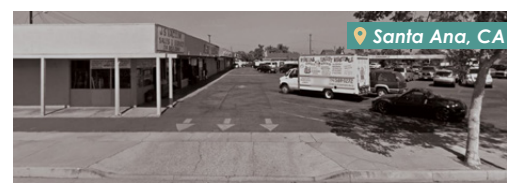
A publicly funded initiative to revitalize storefronts/commercial hubs and enable people to try out brick-and-mortar concepts.

Source: [Project-Pop-Up.com](https://project-pop-up.com)



PROJECT: POP-UP

Newton and Needham, MA



A strip mall transformed into workforce housing.

Source: [CommunityDevPartners.com](https://communitydevpartners.com)

Santa Ana, CA

LA PLACITA CINCO

Big Ideas

Prioritize pedestrians and cyclists in the streetscape.

- Expand sidewalks and add high-visibility crosswalks to create safer, more walkable and accessible streetscapes
- Build protected bike lanes or sidepaths and supportive cycling infrastructure
- Reconfigure parking lots to improve safety, flow, and multi-modal access

Bridge gaps to Downtown, UW-Green Bay, and Baird Creek.

- Enhance trail connectivity with clear wayfinding and signage that links key destinations and highlights cultural or natural features
- Install bus shelters at trailheads and key intersections to boost comfort and support a connected transit network

Support the celebration of cultural pride and heritage.

- Promote the formation of a Latino business association
- Support the creation of a Business Improvement District (BID) to drive economic growth and cultural representation
- Create family-friendly programming that highlights local traditions, crafts, and activities to strengthen community ties and cultural pride
- Establish a recurring night market featuring local artisans, vendors, and performances to celebrate and engage both the community and visitors

Foster a corridor that is entrepreneur-friendly.

- Activate vacant storefronts for temporary or rotating business use
- Provide pilot program spaces to test new ideas and ventures
- Offer a suite of resources, including mentorships, funding support, and technical assistance

Embrace the arts to spark creativity and connection.

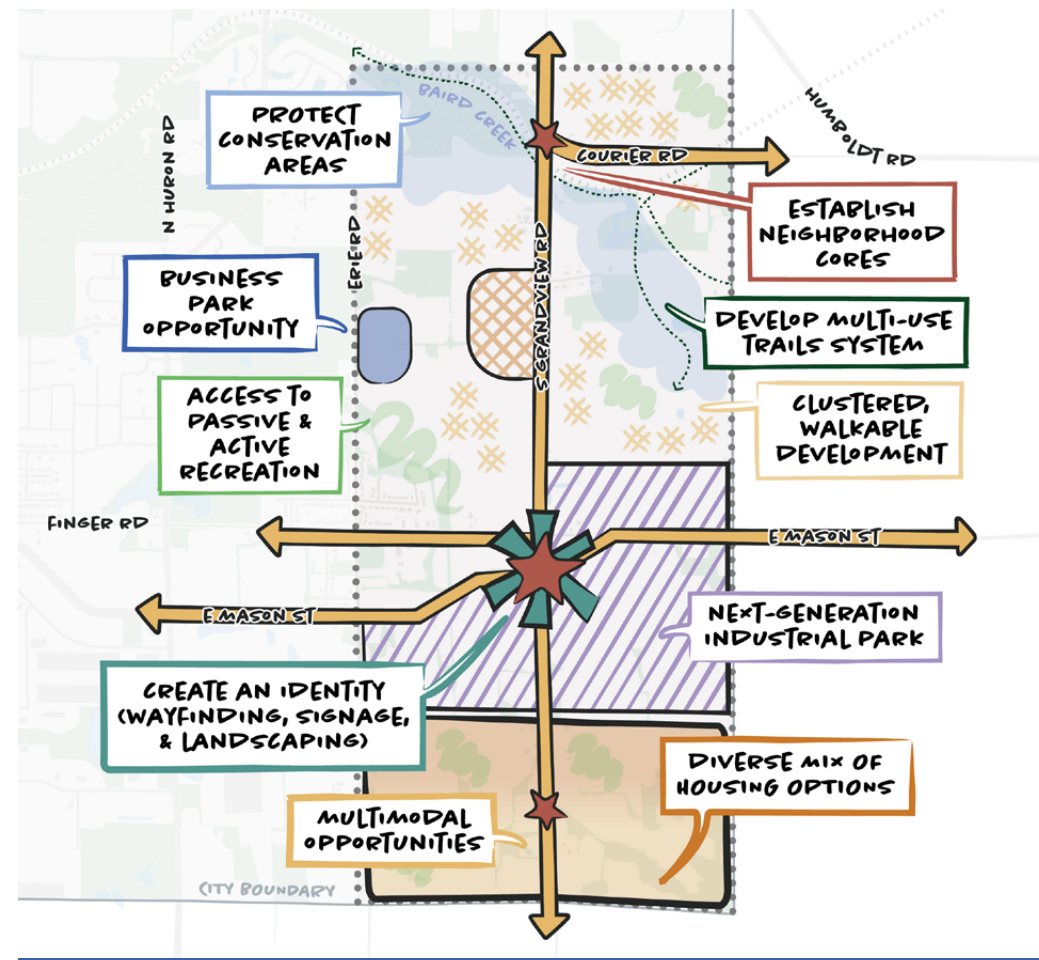
- Host Open Studio nights to invite the public into the creative process and foster dialogue between artists and residents
- Collaborate with university and organizational partners to support arts programming, skill-building training, and public engagement
- Organize community design-build projects that invite hands-on participation in shaping public spaces through art

NEW GROWTH AREA *PERSONALITY*

The Vision

The future is **COMMUNAL, INNOVATIVE, AND RESILIENT.**

On the edges of the urbanized portions of the City, a new chapter will unfold—one built around sustainability, responsible design, and commercial and industrial employment opportunities. Here, people and nature will live in harmony. Renewable energy will power homes and businesses, while a cutting-edge industrial park, filled with advanced technologies, will promote clean water, air, and viable products. This complete and walkable community will include parks, local businesses, a variety of housing options and employment possibilities, all connected by shared spaces—from community gardens to recreational trails.



Source: www.WPR.org

Current Context



Opportunities

- Launching a new industrial park
- Providing diverse housing options
- Expanding greenways and trails
- Introducing community retail
- Building design guidance

Challenges

- Shifting development trends
- Infrastructure upkeep and growth
- Few community amenities and facilities
- Multi-owner tracts of undeveloped land

NEW GROWTH AREA PERSONALITY

Inspiring Stories



A neighborhood set in preserved nature, offering fresh food, clean air, and trails that connect homes, dining, arts, and businesses, called Senebe.

Source: [Serenbe.com](#)



WELLNESS-FOCUSED COMMUNITY

Chattahoochee Hills, GA



A steward of a 13-square-mile watershed, creek, and trail, improving safety, access, and education through partnerships and wayfinding.

Source: [ShoalCreekConservancy.org](#)



SHOAL CREEK CONSERVANCY

Austin, TX



A pilot project, Westmoreland Park, features context-sensitive design that reflects the adjacent springs and community, with integrated outreach.

Source: [GreenworkSPC.com](#)



NATURE-BASED PLAY

Portland, OR



A 1,844-acre planned community centered around a working farm.

Source: [BuildIdaho.com](#)

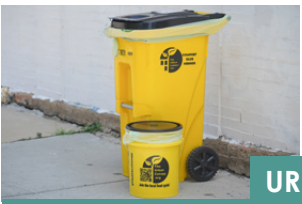
Boise, ID



A conservation community with rail access and responsible growth.

Source: [PrairieCrossing.com](#)

Grayslake, IL



An urban farm/CSA uniting growers, eaters, and composters.

Source: [TheUrbanCanopy.org](#)

Chicago, IL

URBAN CANOPY

Big Ideas

Integrate Traditional Neighborhood Design (TND) practices.

- Leverage TID funding to transition from low-density, car-dependent sprawl to compact, walkable development
- Provide a diverse mix of housing types—from single-family homes to multi-family units—with shared green spaces and community amenities
- Plan complete neighborhoods with walkable access to daily needs, reducing car reliance and supporting biking and transit

Build a future-ready economy through jobs and conservation.

- Develop a next-generation industrial park that blends high-performance design with sustainability and innovation
- Establish conservation hubs with shared green spaces into sites for passive recreation and learning, stormwater management, and habitat restoration
- Support regenerative agriculture through CSA models, urban farming plots, restaurant partnerships, and University of Wisconsin-Green Bay collaborations
- Establish design standards that can adapt to future sustainable development such as green roofs, positioning buildings, and infrastructure to support solar/wind energy systems and other sustainable technologies.

Launch a Green Infrastructure Initiative.

- Provide financial incentives for residents, businesses, and organizations to incorporate sustainable technologies.
- Launch public awareness campaigns to promote the benefits and use of green infrastructure
- Develop a Sustainability Dashboard to track progress, share data, and highlight community impact
- Create green job training and internship opportunities to grow a local workforce skilled in sustainable practices

Elevate outdoor experiences for all ages and backgrounds.

- Build multi-use trails with distance markers and resting areas
- Host seasonal events that bring the community together year-round
- Design inclusive play areas, sensory gardens, and ADA-accessible trails
- Create scenic spots for gathering, reflection, and connecting with nature

08

IMPLEMENTATION

The Implementation chapter translates recommendations into direct action. This chapter outlines specific steps to assist the City in achieving the Comprehensive Plan's long-term vision. It includes an action matrix outlining recommendations to implement the Comprehensive Plan's strategies and identifying various potential funding sources to support these initiatives.

Using the Plan

The **Go Big Green Bay 2050 Comprehensive Plan** should be used as the official policy guide for planning decisions that elected officials, boards, commissions, and staff will make. The Plan should serve as a primary reference in guiding policy formation, economic development retention and recruitment efforts, evaluating projects and planning initiatives, reviewing development proposals, and prioritizing public expenditures. Referencing the Comprehensive Plan will ensure future planning efforts and decisions align with the community's long-term vision and goals. Service providers and partner organizations should also be encouraged to use the Comprehensive Plan when considering new development, facilities, infrastructure updates, and programming within Green Bay.

As part of the Comprehensive Plan, the City should continue to work with Brown County and adjoining municipalities on cooperative economic development initiatives, especially involving a regional impact or at shared municipal borders. Examples of these initiatives include large transportation projects; joint federal, state, and private grant applications; and interjurisdictional or multijurisdictional tax increment districts

Promoting the Plan

To promote regular use of the Plan, the City should:

- Post the Comprehensive Plan document on the City website and make it available in hard copy at City Hall and the Public Library for easy public access.
- Make a digital version of the Plan and associated maps available online.
- Educate the public on how the Plan connects to development projects and other proposals occurring within the City.
- Guide the Common Council, Planning Commission, and other boards and commissions in the administration, interpretation, and continuous application of the Plan.
- Maintain a list of possible amendments, issues, or needs which may be the subject of change, addition, or deletion from the Plan.
- Act as a guide to update relevant sections of the Green Bay Municipal Code.

Update Related Plans

Past plans, studies, and reports have influenced planning and development policy in Green Bay. The **Go Big Green Bay 2050 Comprehensive Plan** has integrated relevant goals and ideas from related plans and planning efforts into this document. These plans should be updated to correlate with recommendations presented in the Plan if needed. For a list of related plans see Page 7.

It is important that the implementation of the Comprehensive Plan is coordinated with the City's financial resources and capital planning. This will help ensure future capital investments successfully address short and long term objectives and are strategically budgeted for and prioritized.

Review Zoning and Development Controls

While the **Go Big Green Bay 2050 Comprehensive Plan** articulates a vision for the Green Bay community, the City's development regulations are one of the primary tools that can be used to implement Plan recommendations. Following the adoption of the Comprehensive Plan, the City should update its current Municipal Code and other related ordinances. These regulations should reflect the desires of the community.

Implementation Through Regulation

The Comprehensive Plan is a policy guide that outlines the necessary actions for Green Bay to achieve its vision. It serves as a foundation for land use, design tools, and decision-making for staff, elected and appointed officials, developers, residents, and other stakeholders. While the Plan itself is not regulatory like the Municipal Code, Wisconsin Statutes require that all local development decisions and adopted ordinances are consistent with the Comprehensive Plan.

Land development regulations are the rules that new development and redevelopment must follow, making them an essential tool in Plan implementation. Often, communities will adopt a plan with a clear vision, only to “pull the reins back” on the land development regulations needed to achieve their objectives. The common rationale for this is that stakeholders often feel that such regulations will drive development elsewhere. However, properly drafted land development regulations that align with the vision and goals of the Comprehensive Plan can remove unnecessary barriers to investment by providing flexibility for potential developments and offsetting the requirements related to design. In this way, land development regulations offer an opportunity to implement the Plan by making preferred development easier.

Ensuring Usability of the Land Development Regulations

As part of ensuring accessibility and usability in planning, the Green Bay Zoning Code should be easy to understand and navigate without the need of City staff or an urban planning degree. Additionally, the Green Bay Zoning Code should align with the Future Land Use map and be easy to utilize during the development approval process.

Consideration of Adjacent Future Land Use in Rezoning Requests

The Future Land Use map will serve as a roadmap for the community’s growth, it is critical to remember that it will not predict the future direction of the community. It is a snapshot in time of civic opinions, economics, and growth when the comprehensive plan was developed.

To ensure that new development and redevelopment are consistent with the Future Land Use map and with the vision and goals of the Plan, Green Bay must conduct a zoning alignment and proactively rezone key areas to accommodate the type of development envisioned for those areas.

Decision-makers must remain flexible, evaluating each development proposal against the Comprehensive Plan’s holistic guidance, not just its alignment with a specific designation on the Future Land Use map. By considering the Plan’s vision statement and goals, they can ensure that even unforeseen developments contribute to a vibrant and resilient future for the City.

Reviewing and Updating the Plan

The Comprehensive Plan is a dynamic document that serves as the foundation of a continuous planning process, adapting to the City’s evolving needs and aspirations. It should not remain static but be regularly reviewed and updated to address changes in community needs, demographic trends, and emerging issues beyond the scope of the current Plan.

To maintain its relevance, the City should conduct a full review and update of the Plan every five years, with more frequent evaluations to identify smaller changes or amendments. The City’s process for incorporating amendments to the Plan will be in alignment with State Statutes. Best practices typically include an annual review. This process should align with the preparation of the City’s annual budget and Capital Improvement Program. By doing so, any recommendations or updates related to capital improvements or other initiatives can be incorporated into the City’s funding commitments for the upcoming fiscal year.

Additionally, the City should maintain a public list of potential amendments, issues, or needs identified during these evaluations. Routine examination of the Plan will ensure that it continues to reflect the community’s priorities and provides actionable guidance for future growth and development. This approach reinforces the City’s commitment to thoughtful, adaptive, and forward-thinking planning.

Capital Improvement Program

Green Bay’s Capital Improvements Program (CIP) represents its fiscal commitment to initiatives aimed at maintaining and improving the community. As a critical tool for implementing the Comprehensive Plan, the City should review and update the Capital Improvements Program as needed to reflect Comprehensive Plan recommendations. Projects or initiatives may include restoring and upgrading existing utilities and infrastructure, and renovating, expanding, or relocating City facilities.

The annual review of the Capital Improvements Program should ensure that projects align with the vision and goals set out in the Comprehensive Plan. This review should assess short-term and long-term recommendations that City staff can review, prioritize, and organize cost estimates and potential funding sources to complete. Some of these projects could be broken down into incremental stages that contribute to Green Bay’s long-term vision.

Maintain Public Communication

Outreach is the primary method utilized to educate the community about the relevance of planning and the City’s role in defining its future. Input, ideas, and feedback from residents, business owners, and other key community stakeholders provided the foundation for the Comprehensive Plan. This community outreach engaged the public and kept residents informed of the planning process through workshops, the project website, interactive outreach tools, newsletters, and more. Capitalizing on efforts completed through the planning process, the City should work to convey the recommendations and overall vision of the Plan to the community. This can be done through regular updates through social and traditional media, coverage of major milestones and projects, and by providing further opportunities for residents to voice their opinions.

Jurisdictional Cooperation and Partnerships

While Plan recommendations require an active role by the City, successful implementation will require coordination with partner agencies and organizations that influence quality of life in Green Bay. For the Comprehensive Plan to be successful, the City should assume a leadership role in facilitating the cooperation and participation of its local and regional agencies, organizations, and various jurisdictions. Regular communication through annual or bi-annual meetings between the City and surrounding municipalities should be conducted as needed.

Establishing partnerships and maintaining open, clear communication will contribute to a more efficient implementation process. Partners in plan implementation include, but are not limited to:

Local

- Brown County
- Green Bay Area Public School District
- Greater Green Bay Chamber of Commerce
- Neighborhood Associations
- On Broadway Inc.
- Downtown Green Bay Inc.
- Military Avenue District
- Old Main Street Inc.
- Shipyard Business District
- SCORE (Service Corps of Retired Executives) Green Bay Chapter
- University of Wisconsin-Green Bay
- University of Wisconsin Small Business Development Center
- Northeast Wisconsin Technical College

Adjacent Communities

- Oneida Nation
- Village of Howard
- Village of Hobart
- Village of Ashwaubenon
- Village of Allouez
- Village of Bellevue
- Town of Humboldt
- Town of Scott

Copies of each community’s Comprehensive Plan are available online through their respective municipal websites or at Green Bay City Hall.

Regional and State

- Green Bay Metropolitan Planning Organization
- Bay-Lake Regional Planning Commission
- Wisconsin Economic Development Corporation
- The New North
- Wisconsin Housing and Economic Development Authority
- U.S. Small Business Administration
- Wisconsin Women’s Business Initiative Corporation
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources

Intergovernmental Approach

As part of the **Go Big Green Bay 2050 Comprehensive Plan**, the City met with surrounding communities and reviewed their comprehensive plans to inform a more collaborative effort and align any shared vision and goals. This intergovernmental approach identified opportunities for greater cooperation, addressed mutual concerns across borders, and understand the context for growth in different communities.

For instance, the Village of Ashwaubenon and Green Bay maintain constant communication regarding large-scale events around Lambeau Field and the Resch Complex, specifically in regard to public safety and emergency services.

The Town of Scott has a boundary agreement with Green Bay until 2033, including a joint planning area for land-use decisions. These discussions and review of plan documents underscore the City’s commitment to responsible growth and development in the region. An overview of these meetings are included here.

Brown County

Brown County updated its Comprehensive Plan in 2023 and the full document is available online. Several objectives and key points have been outlined below:

- Focus preservation on sensitive areas like waterfronts, streams, and wetlands.
- Consolidate government services where possible.
- Encourage efficient, compact, and well-balanced land development to control sprawl. Promote mixing compatible land uses rather than separating residential, commercial, institutional, and other uses.
- Permit smaller residential lot sizes and encourage a greater variety of multi-family developments that are in scale with surrounding neighborhoods. Strategically mix commercial, institutional, and recreational uses within residential developments.
- Encourage redevelopment of commercial and industrial waterfront uses along the Bay of Green Bay and the Fox River.

- Promote more transportation options (sidewalks, trails, bicycle facilities, transit). Develop “complete streets” policies for construction and reconstruction, defining parking areas with bump-outs. Continue comprehensive sidewalk systems in urban areas and complete the East River Trail Extension in Green Bay. Continue paving portions of the Fox River Trail.
- Establish a Regional Transportation Authority (RTA) or similar funding mechanism for adequate capital and operating revenue for Green Bay Metro.
- Continue promoting high-speed inter-city passenger rail initiatives.
- Relocate the C. Reiss Coal operation from its current riverfront site south of Mason Street in Downtown Green Bay to the former Pulliam Plant site. Include light port uses at the south end of the existing C. Reiss Coal site when redeveloped, to grow the port and buffer new residential/commercial development from heavy industrial uses. Continue implementing the Port of Green Bay 2015 Strategic Plan initiatives. Create an intermodal port freight terminal.

- Encourage development around existing neighborhood activity centers and commercial areas, and commercial development in smaller community nodes rather than long strips. Provide incentives for traditional neighborhood design, conservation subdivisions, and planned developments to promote mixed-use and preserve green space, sensitive areas, and agricultural land.
- Encourage communities to utilize design standards for commercial, industrial, and multi-family residential development.
- Promote safe and continuous systems throughout Brown County by connecting facilities within and between communities. Continue traffic calming techniques.
- Amend subdivision ordinance for narrower streets and appropriate right-of-way widths. Promote well-connected street networks in future development planning.
- Implement measures to increase passenger and freight volumes at Green Bay Austin Straubel International Airport.
- Develop the region’s brand and showcase its strengths.
- Develop Brown County STEM Innovation Center on the University of Wisconsin-Green Bay campus.

- Explore intercommunity revenue sharing for economic development cooperation. Explore housing partnership possibilities.
- Acquire and protect important natural resources, parks, and natural areas.
- Partner with organizations to create events celebrating cultures.
- Facilitate boundary agreements between local communities.
- Connect the regional trails such as the Mountain Bay Trail to the Fox River Trail.
- Be able to use the Mason Street crossing of the Fox River as part of the multi-model transportation network.
- Open up the University of Wisconsin-Green Bay campus to uses accessory to, but also independent of, the college. Provide desired amenities to students and faculty.
- Connecting the campus and the city-bringing outside community in to support businesses and the university.
- Connecting trail systems at Bay Beach Wildlife Sanctuary and others in or planned nearby to the campus trail and arboretum trail system

The County Comprehensive Plan also includes several redevelopment projects outlined below:

- **Former Pulliam Plant Site:** Located at the mouth of the Fox River on the west bank, important for commercial/industrial port expansion.
- **Central Library (515 Pine Street):** And the block directly to the south (including 201 N Monroe, 512 Pine, 516 Pine, 220 N Madison, 226 N Madison, and 230 N Madison). The county hopes to move Aging and Disability Resource Center (ADRC) meal prep services and a café here, along with housing (preferably senior housing) and other services, aiming for a small county campus scenario.
- **South Bridge Connector:** In the southern suburbs of De Pere, Lawrence, and Ledgeview. Goals include reducing traffic congestion on the Claude Allouez Bridge, promoting economic development through access management, prioritizing environmental stewardship, accommodating all transportation modes, and adding aesthetic features.
- **Industrial Development:** Assist and achieve industrial development on vacant lands near Austin Straubel Airport within the Village of Hobart and on the Oneida Nation.
- **MPO 2020 Urbanized Area Map Boundary:** The 2020 Green Bay Urbanized Area Boundary was approved by the Federal Highway Administration on December 5, 2024.

Oneida Nation

The *Oneida Nation’s Oneida Reservation Comprehensive Plan* (2005-2025) is available online. While not mandated to meet Wisconsin’s comprehensive plan or Smart Growth requirements, but the Nation wrote a plan to exceed those requirements. Several objectives and key points have been outlined below:

- **Intercommunity Cooperation:** Other communities should compare their plans with the Oneida Nation’s to understand visions for shared or adjacent areas and find cooperation opportunities.
- **Community Design:** A goal is to “Define and maintain rural character for all Oneida Reservation lands and neighborhoods” through community design principles, noting that the rural district is not adjacent to Green Bay.
- **Transportation:** Goals include expanding road ownership within the Reservation and working with local governments, county highway departments, and the state on transportation issues in and around the Reservation.
- **Governmental Coordination:** A goal is to have all governments work positively and collaboratively for the benefit of citizens.

Land Policy

- Much of the Green Bay area is called “Neighborhood” in the Plan. Desired uses include all residential types, health and wellness, education, parks, playgrounds, and habitat restoration. Commercial and industrial uses (outside of small-scale) are undesirable. Institutional, recreation, forestry, and community agriculture uses are allowable.
- Along the West Mason corridor and the land north of the “Core District” is desirable for mixed-use housing. All other desirable uses are commercial and industrial. Some institutional uses are allowable.
- The Commercial Hospitality Core District is by the airport. While commercial uses are desirable, some residential uses and institutional uses are allowable.
- The Duck Creek North Natural Corridor is along Duck Creek. The only desired uses are recreational and habitat restoration. All residential, commercial, institutional, and industrial uses are undesirable.
- A small portion of the Airport District is within Green Bay. The only desirable uses are industrial, trails, and habitat restoration.
- Each district description mentions that Green Bay’s Smart Growth 2022 plan could impact the district and should be reviewed.

Village of Allouez

The Village of Allouez is also committed to promoting intergovernmental cooperation, working with surrounding communities, school districts, Brown County, and the State of Wisconsin, as seen in their *2044 Comprehensive Plan*. Several objectives and key points have been outlined below:

- Coordinate municipal services and address mutual concerns with surrounding communities.
- Investigate ways to save money while maintaining efficient municipal services.
- Work with Green Bay School District and adjacent districts to evaluate future educational facility needs.
- Develop and enhance an off-street bicycle and pedestrian trail system with surrounding communities and Brown County.
- Work with surrounding communities, Brown County, and the Wisconsin Department of Transportation to plan county and state highway corridors.
- Identify and resolve existing conflicts with surrounding communities and the Brown County Planning Commission.
- Coordinate future parks and green space with adjoining communities and Brown County Comprehensive Outdoor Recreation Plan recommendations.

- The Village and Green Bay School District should cooperatively address traffic congestion, student accessibility, and other issues.
- Continue advocating for a K-8 public school in Allouez, if possible.
- Continue partnership with the Green Bay Metro Fire Department for cost-effective fire service.
- Continue sharing equipment with other municipalities and collaborating on transportation, utility, and joint coordination projects.
- Coordinate and collaborate with adjacent municipalities on shared interest projects like Webster Avenue, the East River, and park/open space areas.
- Establish additional Fox River Trail access points in cooperation with the Brown County Parks Department when opportunities arise.
- Continue working with Brown County Highway Department on county highway matters and the Sheriff’s Office on public safety.
- Identify additional safe pedestrian and bicycle crossings along Riverside Drive.
- If conditions change, develop a detailed flood study for the Fox River and update the East River Flood Study in cooperation with neighboring communities where new developments are occurring upstream.
- Increased overnight street parking by Green Bay residents on McCormick Street due to Green Bay’s overnight on-street parking prohibition.
- Coordinate improvements to the bicycle network and road connections at Monroe/Riverside. TID money is available in the Webster Avenue redevelopment area for improved bike/ped connections; consider utilizing Clay in Green Bay to reach hospitals if Webster Avenue is not feasible.
- Collaborate on East River flooding and recreational matters.
- Partner on Marine Street redevelopment with an intergovernmental TID, identified as an Allouez Development Opportunity Area on their future land use map.
- Open discussions between Allouez, Central Brown County Water Authority, and Green Bay Water Utility regarding connections between water utilities.

Village of Ashwaubenon

The Village of Ashwaubenon is currently updating its Comprehensive Plan. While an updated future land use map is not yet available, existing data from 2023 is accessible. Several objectives and key points have been outlined below:

- Constant communication and coordination with Green Bay regarding public safety and emergency services during events at Lambeau Field and the Resch Complex, due to their long, continuous boundary.
- An intergovernmental agreement was established in 2023 for Green Bay to handle all maintenance and emergency repairs on Ashwaubenon’s traffic signals.
- The Village of Ashwaubenon is a wholesale customer of the Green Bay Water Utility for public water provision.
- Both the Village and City should continue informing each other about proposed redevelopment projects to address potential negative impacts early in the review process.
- Coordination is needed for adequate vehicle parking and flow, and a quality pedestrian environment as the stadium area redevelops.

- Maintaining open lines of communication for development activity and coordination opportunities is crucial.
- Coordination is sought for the extension of multi-use bicycle and pedestrian trails along Packerland Drive.
- Sharing equipment with neighboring local government units should continue when mutually beneficial.
- New development should complement existing and planned development across municipal boundaries.
- Opportunities for joint economic development projects in municipal boundary areas should be evaluated through the creation of multijurisdictional tax increment districts.
- The majority of Ashwaubenon’s border with Green Bay is covered by TIF districts, and continued development, especially along Lombardi Avenue, is anticipated.

Village of Bellevue

The Village of Bellevue adopted their Comprehensive Plan in 2023 outlining land use recommendations, various potential development projects, and opportunities for intergovernmental cooperation. Several objectives and key points have been outlined below:

- The plan acknowledges GBMT lines Route 1 and Route 10, micro-transit, the GBM On Demand app, and Metro’s paratransit service.
- The plan recognizes that dense commercial and residential development patterns and frequently interconnected streets are needed for attractive and efficient transit. Current land use and street patterns make providing additional transit service difficult.
- To make mass transit economically feasible, the village needs to establish recommended population densities, pedestrian systems, street networks, and land use patterns. Once these features are in place, the village should work with Green Bay Metro to design cost-effective routes.
- The Green Bay Metropolitan Area currently lacks passenger rail service, but a high-speed passenger rail line is planned to extend to Brown County via the Midwest Regional Rail Initiative (MRRI). Implementation of this service would provide another means for Bellevue residents to travel throughout the Midwest without personal vehicles. Localized efforts have recently voiced support for adding this route to the Amtrak National Network.

- The Village designates an eight-ton weight limit at the City line on Erie Road and Grandview Road.
- Bellevue aims to connect its trail system with those in Green Bay and other neighboring communities. The village coordinates with Green Bay and other local governments on park and open space matters.
- The Schmitt Industrial Park, a privately developed area adjacent to Green Bay, is identified as a primary economic activity area. Krueger International, Inc. (KI), a major employer, has its headquarters and manufacturing plant here, with Canadian National (CN) railroad access, though businesses currently do not use it for freight.
- The Village and City currently collaborate on road maintenance and snow plowing along borders and share equipment as needed.
- Other arrangements, such as establishing a joint land use planning committee to address development compatibility near their boundary, should be considered to avoid conflicts.

Village of Hobart

The Village of Hobart’s Comprehensive Plan shows future land use designations along the boundary with Green Bay as primarily being single-family residential and natural areas, with a small amount of agriculture. Several objectives and key points have been outlined below:

- Explore mergers in public services to achieve cost-savings for both municipalities.
- Maintain the Purchased Water Agreement.
- Seek mutual aid with Fire Departments.
- The Community Opinion Map indicates that “Light industrial and manufacturing uses are suited to areas Airport Drive and Florist Drive; along the border with Green Bay south of Mason Street; and, east of South Pine Tree Road between Fernando Drive and Orlando Drive.” However, this is not shown on the future land use map.
- The Village may consider participating in the Port of Green Bay’s plan implementation process to inform planners of its intentions to utilize the port and ensure modifications align with the Village’s long-term economic development strategy.
- Hobart’s proximity to Green Bay provides opportunities for directly marketing specialty agricultural products to local consumers.

Village of Howard

The *Village of Howard's Comprehensive Plan* was adopted in 2022 and outlines future land use and objectives with Green Bay. Several objectives and key points have been outlined below:

- The plan notes the importance of fostering relationships to coordinate future development, especially in transitional areas.
- Due to Howard’s location relative to Green Bay and historical development patterns, the east side of the village is well-served by retail and service businesses. Balancing this when planning new development to the west is important, and public input identified a need for a grocery store to serve west-side residents.
- Provide good public access to the Bay of Green Bay and Duck Creek.
- Redevelop Velp Avenue to be aesthetically pleasing, improve operational safety, and encourage multi-modal transportation.

Town of Humboldt

The *Town of Humboldt’s 2024 Comprehensive Plan Update* is available online. Several objectives and key points have been outlined below:

- Work to maintain existing Town boundaries.
- Work cooperatively with other municipalities and governmental agencies.
- Work with surrounding communities to resolve boundary issues, coordinate, enhance, or obtain municipal services, and address other mutual concerns.
- Review the potential for consolidating municipal services with other governments.
- Identify and resolve existing conflicts with surrounding communities.
- Concentrate the densest future development in identified development areas, including those adjacent to Green Bay.
- Efforts are mentioned multiple times to avoid annexation by Green Bay.
- Discuss cooperative planning along municipal borders with adjacent municipalities.
- Begin comprehensive boundary agreement discussions with Green Bay.
- Maintain contact with the Joint City of Green Bay/Town of Scott Planning Commission regarding issues along the border of Green Bay and Humboldt on its north end.
- Analyze the possibility of public sanitary service in areas close to existing sewer development in Green Bay.

- Establish a new residential zoning classification adjacent to the City, with a minimum lot size of 1.5 acres and 200 feet of street frontage.
- Communicate and coordinate transportation projects and policies with surrounding municipalities, including Green Bay. Existing agreements for shared border road maintenance are in place.
- Work with Green Bay and Baird Creek Preservation Foundation to acquire land along Baird Creek and develop new multi-use trails connecting to Green Bay’s existing trails.
- Coordinate with nearby communities in siting businesses that are part of a Green Bay region business cluster or fulfill local employment needs.
- Proactively identify areas in the Towns at risk for annexation into Green Bay and work to identify alternatives to discourage annexation.
- Assess the possibility of contracting with Green Bay to supply potable water to parts of Humboldt, noting that the Green Bay Water Utility operates a water treatment plant in Humboldt.
- Adopt an intergovernmental agreement with Green Bay addressing boundary and annexation issues and potential sanitary sewer and water service to the Town.

Town of Scott

While the Town of Scott is currently in the process of updating its Comprehensive Plan, the Town’s current *2017 Comprehensive Plan* is available online. The City currently has a Boundary Agreement that fixes the Town-City borders until 2033. This agreement has a joint planning area where land-use decisions are made together with the utilization of a Green Bay – Scott Joint Plan Commission. The Town anticipates sufficient development pressure within the Joint Planning Area to justify Green Bay providing potable water to the Town. The City of Green Bay and Town of Scott should continue cooperation and communication within the Joint Planning Area and seek to expand it. Several objectives and key points have been outlined below:

- Create a town square south of Church Rd between Bay Settlement Rd and HWY 57.
- Develop mixed residential-commercial areas east of the City boundary and west of HWY 57, and east of the joint planning area north of HWY 54.
- Develop commercial corridors along HWY 57 and Algoma Rd/HWY 54, possibly through a corridor study.
- Adjust and update the joint zoning code to follow current best practices.

- Plan for quarry expansion along Church Rd.
- Develop trail systems, both on and off-road, with large systems along Bay Settlement Road and Algoma Rd/HWY 54. Coordinate with Green Bay for seamless connections.
- Examine extending transit services to the urban portion of the town.
- Recognize farming as an important component of the local economy and encourage active farmers. Identify productive agricultural land and methods to encourage farming.
- Work with the Green Bay School District to identify sites for future schools within and near the Town.
- Preserve historic and scenic sites such as the Niagara Escarpment, Wequiock Creek, historic farmsteads, and the bay shore.

Housing and Neighborhoods

Potential Funding Sources

The following is a description of potential funding mechanisms and sources currently available to and by the City and its partners for Plan implementation. The list provides a general overview of the potential tools and resources rather than a detailed summary of requirements and applications. City staff should regularly monitor these sources to account for legislative or statutory changes that may influence the applicability or availability of funding, as well as proactively seek new available funding sources.

Community Development Block Grant (CDBG) Program

The City receives an annual allocation from the U.S. Department of Housing and Urban Development through the Community Development Block Grant program. This program fosters viable urban communities by improving housing, ensuring a safe living environment, and expanding economic opportunities primarily for low- or moderate-income individuals. The funds are used for local development projects that benefit seniors, assist individuals with disabilities, and renovate public facilities.

Homebuyer Downpayment Assistance Grant

The City of Green Bay receives HOME funding annually from the U.S. Department of Housing and Urban Development to fund housing activities that primarily benefit low- and moderate-income residents. This program helps make homeownership more accessible for residents by providing financial assistance for down payments, requiring housing counseling, and ensuring housing meets property standards.

Affordable Housing Programming/Housing Tax Credit (HTC)

The Wisconsin Housing and Economic Development Authority provides several financing tools for housing developers and property managers to construct and maintain affordable housing. Options include tax-exempt bond financing, stand-alone bond financing, and flex financing. The Wisconsin Housing and Economic Development Authority also administers the federal Housing Tax Credit program for Wisconsin. The Housing Tax Credit is a dollar-for-dollar reduction of federal income taxes owed by owners/investors in qualified projects for tenants whose incomes are at or below 60% of County Median Income (CMI).

Developers use Housing Tax Credits to provide more affordable rents for low- and moderate-income households, often mixing both market rate units with affordable units in a development. Housing Tax Credits are highly-competitive, and developments must meet one of two occupancy threshold requirements: either a minimum of 20% of units must be reserved for households at or below 50% of the area median income, or a minimum of 40% of units must be reserved for households at or below 60% of the area median income. Developments must remain affordable for a 30-year period, with those that serve the lowest income families prioritized for the Housing Tax Credit program.

Multifamily Housing Fund

The Multifamily Housing Fund, administered by the Wisconsin Housing and Economic Development Authority, provides construction and permanent financing to foster the development of multifamily housing for low- and moderate-income residents. This fund, underpinned by both taxable and tax-exempt revenue bonds, supports a range of projects, including property acquisition, building improvements, expansions, and equipment purchases.

Housing Improvement Loan Program (HILP)

The Housing Improvement Loan Program in Green Bay offers assistance to low to moderate income homeowners in upgrading their residences without straining their personal finances. The program provides zero interest, deferred payment loans, which are repaid only when the homeowner moves out or sells the property. Homeowners must meet specific income criteria to qualify, and eligible projects include a wide range of improvements covering areas such as plumbing, electrical systems, roofing, and energy conservation.

Affordable Housing Trust Fund

The National Housing Trust Fund (NHTF) was created by the Housing and Economic Recovery Act of 2008. It was designed to provide additional resources to construct and rehabilitate housing for extremely low income families. The Wisconsin Housing and Economic Development Authority utilizes these funds primarily for rental housing development and rehabilitation, focusing on households earning at or below 30% of the area median income.

Tax Increment District Affordable Housing (TIDAH)

The Tax Increment District Affordable Housing program supports the creation and enhancement of affordable housing by utilizing funds from extended tax increment districts. Managed by the Redevelopment Authority, the Tax Increment District Affordable Housing Fund targets projects that improve housing stock and increase accessibility for low- to moderate-income households. It prioritizes developments in strategic locations such as city-owned properties and redevelopment areas, and emphasizes sustainability, walkability, and community revitalization. Funding is guided by clear criteria on affordability, developer qualifications, and project impact, with a strong focus on long-term value and inclusive neighborhood growth.

General Economic Development

Tax Increment Financing (TIF)

The purpose of TIF funding is to incentivize and attract desired development within key areas. TIF dollars can typically be used for infrastructure, streetscaping, public improvements, and offsetting the cost of development. TIF utilizes future property tax revenues generated within a designated area or district to pay for improvements and further incentivize continued reinvestment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established is reinvested into that area. Local officials may then issue bonds or undertake other financial obligations based on the growth in new revenue. Over the life of a TIF district, existing tax bodies receive the same level of tax revenue as in the base year.

The maximum life expectancy in a TIF district in the State of Wisconsin is 20-27 years, although a district can be extended beyond that horizon through authorization from the State Legislature. An additional provision allows for an extension of up to one year from the resolution date if the municipality uses the final year's increment to benefit affordable housing.

Business Improvement Districts (BID)

Wisconsin municipalities can establish one or more Business Improvement Districts (BID) within their community. Municipalities are authorized by Statute to establish an assessment methodology that allows properties within that geographic area to contribute to programs aimed at promotion, management, maintenance, and development of that district. Assessments are restricted to commercial and industrial properties within a municipality that are subject to real estate tax. Tax-exempt properties, such as those used for religious purposes, public utilities, or government functions, as well as properties used exclusively as residences, cannot be included in the assessment district.

Brownfield Redevelopment Program (BRLF)

The Brownfield Redevelopment Program assists in the redevelopment of sites that may contain environmental contamination, providing financial and technical assistance that advances the assessment, cleanup, and improvement of brownfields. The program offers financing in the form of loans and sub-grants for environmental clean-up to qualifying entities on eligible publicly or privately owned contaminated property.

Business Development Tax Credits

Businesses seeking to locate or expand in the City may be eligible for Business Development Tax Credits through the Wisconsin Economic Development Corporation (WEDC). Eligible businesses must demonstrate an increase in net employment in the state each year for which the business claims tax credits. Ineligible businesses include payday loan and title loan companies; telemarketing operations; other than inbound call centers; pawn shops; media outlets; retail establishments; farms; primary care medical facilities; financial institutions; and businesses in the hospitality industry. As of 2024, the minimum capital investment needed to qualify for the program is \$250,000.

Enterprise Zone Tax Credits

Enterprise Zone Tax Credits are available through Wisconsin Economic Development Corporation to assist Wisconsin businesses with major expansion projects or that are relocating major business operations from other states to Wisconsin. Refundable tax credits can be earned through job creation, job retention, capital investment, employee training, and supply chain purchases from Wisconsin vendors. Ineligible businesses include payday loan and title loan companies, telemarketing operations, pawn shops, media outlets such as newspapers and radio (unless the job creation is significant), businesses in the tourism industry (unless the job creation is significant), retail establishments, farms, primary care medical facilities, and financial institutions.

Neighborhood Business Revitalization Guarantee

The Wisconsin Housing and Economic Development Authority (WHEDA) provides financial assistance to small businesses. The organization's Neighborhood Business Revitalization Guarantee (NBRG) gives access to financing that allows qualified small businesses to develop or rehabilitate commercial real estate in urban areas.

Revolving Loan Funds (RLF)

Green Bay offers several Revolving Funds to support local businesses, residents, and environmental sustainability. The Community Development Revolving Loans Funds provides gap financing to businesses for projects like construction and land acquisition with a focus on creating jobs for low- to moderate-income individuals. The Economic Development Revolving Loans Funds targets minority women and disable veteran-owned businesses to foster economic growth and job creation.

Transportation and Mobility

Transportation Alternatives Program (TAP)

The Transportation Alternative Program, authorized by the Bipartisan Infrastructure Law, supports projects that align with Safe Routes to School, transportation enhancements, and Bicycle and Pedestrian Facilities programs. Sponsors must fund 20% of project costs; these funds are capped when the project is approved. Projects using Transportation Alternative Program funds must relate to surface transportation.

Safe Routes to School

The Safe Routes to School program has provided funding for the planning, design, and construction of infrastructure related projects that will substantially improve the ability of students to walk and bike to school, including sidewalk improvements, traffic calming and speed reduction improvements, pedestrian and bicycle-crossing improvements, on- and off-street bicycle facilities, and traffic diversion improvements.

Specialized Transit - County Elderly and Disabled Transportation Assistance

This program is administered by the Wisconsin Department of Transportation's Specialized Transit program, which supports senior and people with disabilities access to essential community services. The County Elderly and Disabled Transportation Assistance program provides financial aid to Wisconsin counties to support transportation services for seniors and individuals with disabilities. Its goal is to enhance public health, welfare, dignity, and self-sufficiency by ensuring access to transportation for those without other options. Counties can apply for these funds under s. 85.21, Wis. Stats., with annual allocations based on population estimates of elderly and disabled persons. Through a partnership with Brown County, the City could utilize this funding source to enhance senior transportation services.

Parks, Open Spaces, and Natural Areas

Knowles-Nelson Stewardship Local Assistance Grant Programs

Knowles-Nelson Stewardship funds support several Wisconsin Department of Natural Resources-administered grant programs and are available to local governments to fund recreational developments and conservation land purchases. Local governments are eligible for four Stewardship grant programs and two related federal programs administered by the Wisconsin Department of Natural Resources. These programs are listed below.

- Aids for the Acquisition and Development of Local Parks (ADLP)
- Urban Green Space (UGS) grants
- Urban Rivers (UR) grants
- Acquisition of Development Rights (ADR)

The grant process requires a local sponsor to work with a Wisconsin Department of Natural Resources Regional Project Manager to plan projects, follow program requirements, and complete grant applications. Applications for Stewardship grants are accepted once a year.

Recreational Trails Program (RTP)

This federal program supports local governments looking to develop, renovate, or maintain recreational trails and trail-related amenities for both motorized and non-motorized trail uses. Funds from this program may be used in conjunction with funds from other state grant programs that also fund trail projects.

Outdoor Recreational Legacy Program (ORLP)

The National Park Service (NPS) Outdoor Recreation Legacy Partnership (ORLP) is a nationally competitive program targeting grant assistance to provide new or significantly improved recreation opportunities in urban, disadvantaged communities lacking access to walkable outdoor recreation. Outdoor Recreation Legacy Partnership funds can be used for acquisition, development, or renovation of public parks and other outdoor recreation spaces. Outdoor Recreation Legacy Partnership grants require a 50% match. If a grant is awarded, the assisted site must be maintained and accessible exclusively for public outdoor recreation use in perpetuity.

Residential Green Stormwater Infrastructure Revolving Loan Fund

The Green Stormwater Revolving Loan Fund is a Public Works Department program that provides low-interest loans to residential property owners for installing green stormwater infrastructure (GSI) on their property. Green stormwater infrastructure helps soak up stormwater runoff from rain or snow. Green stormwater infrastructure helps promote sustainability and resiliency across the City. Green stormwater infrastructure improvements include permeable for driveways and sidewalks, rain gardens, stormwater planter boxes,

Action Matrix

The action matrix offers a comprehensive list of implementation strategies, policies, and recommendations included within the **Go Big Green Bay 2050 Comprehensive Plan**. It serves as a tool for staff to prioritize implementation tasks and projects throughout the duration of the Plan. In addition, the matrix allows the City to approve specific, actionable items on an annual basis and evaluate progress based on complete implementation strategies. The action matrix provides a concise description of each project and details the following:

Priority Level

Each action item has been designated a priority level to aid with implementation of Plan recommendations. Action item priorities are broken into three levels:

- **(1) - Actions that have immediate impact.** Though not necessarily more important, items listed as Priority 1 may have a fundamental impact on the community, may be more easily completed, or may be necessary for long-term projects to begin.
- **(2) - Actions that have interdependent needs.** These items include strategic and substantial projects, actions that indirectly impact the quality of life, and actions that require the completion of other projects before they can begin. They may require additional planning, have additional financial considerations, or include outside agency cooperation.
- **(3) - Actions that are desirable or aspirational.** Though these items may not be necessary for the daily operations of the City, they are representative of the community’s forward-looking planning approach.

Time Frame

The timeframe estimate indicates, in years, generally how long it would take to complete a specific action.

- **(S) Short-term:** Less than two years.
- **(M) Mid-term:** Two to five years.
- **(L) Long-term:** Greater than five years.
- **(O) Ongoing:** Requires immediate action and continued attention throughout the life of the Comprehensive Plan.
- **(ADO) As Development Occurs:** Can be implemented as development occurs over time.

Partners

The City will require the assistance of neighboring government units, organizations, and community groups to fully implement the Comprehensive Plan. Although the City is primarily responsible for initiating and implementing the Plan’s policies and recommendations, numerous partnerships will be necessary to realize the goals and supporting strategies outlined in the Plan. The partners section of the action matrix identifies potential partner organizations; however, there may be instances where an organization that is well-matched to one of the Plan goals, supporting policies, or recommendations is not listed as a potential partner for a given topic and should be added.

#	KEY ACTION	PRIORITY LEVEL	TIME FRAME	PARTNERS
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Action Matrix
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