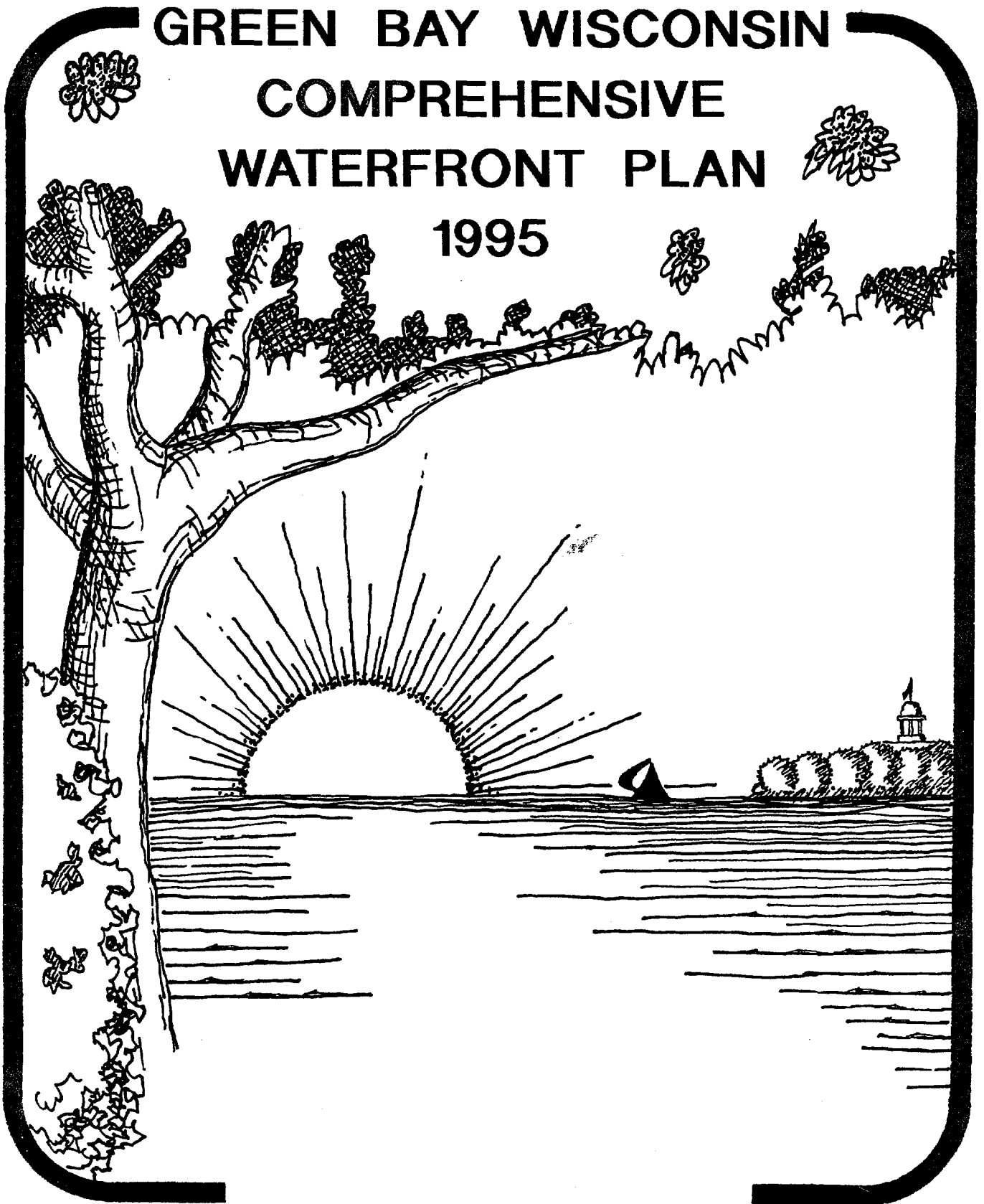


**GREEN BAY WISCONSIN  
COMPREHENSIVE  
WATERFRONT PLAN**

**1995**



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The Wisconsin Coastal Management Program (WCMP) was established in 1978 to direct comprehensive attention to the state's 820 miles of Lake Michigan and Lake Superior coastline. The WCMP analyzes and develops state policy on a wide range of Great Lakes issues, coordinates the many governmental programs that affect the coast, and provides grants to stimulate better state and local coastal management. Its overall goal is to preserve, protect and develop the resources of Wisconsin's coastal areas for this and succeeding generations.

Cover: "The Pride of Baltimore" entering the Green Bay Harbor, August, 1993, Photo by Joseph Webb.

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# **Introduction**

## **I. INTRODUCTION**

### **A. PURPOSE**

The waterfronts of Green Bay have historically been areas of work and industry. The use of economical water transportation for goods was a vital key to the development of the Green Bay area. Paper manufacturing, the main industry in the Green Bay area, developed here because of its need for water. Water was required for the transportation of raw materials (i.e., logs rafted together) and is required for the manufacturing process and finally for the transportation of finished products. Many other water related industries such as ice harvesting, logging and commercial fishing that were once vital to the area's economic and social life have since declined or disappeared.

With the lessening of importance of water as a resource for industry and transportation, the need for industry to be located on the water has also decreased. These factors, along with the gradual pollution of our waterways in the past, have been significant factors in the neglect and decay of area waterfronts.

We have seen in the past how the public, business, industry and municipal government had treated our resources with neglect and disrespect resulting in polluted waters and severely deteriorated waterfronts. In more recent decades, business and industry, as well as local government and the public, have realized the value of our environment and its resources and have come to respect them. No longer are we allowed to send untreated waste into the rivers and Bay. Many businesses, industries, and municipalities which use our waterways are filtering and treating the water to the extent that when it is returned to the waterway, it is cleaner than before it was extracted.

Today the economy of Green Bay is far less dependent on the waterfront for its economic health. We are changing our point of reference relating to water resources. In the past they were looked upon as mainly industrial assets. In the past ten years we have made great strides and much progress with respect to cleaning up our waterways and our waterfronts. Now we are viewing them from a variety of perspectives including recreational, environmental, commercial, residential, and industrial.

Today our focus has turned toward the water and water space as a positive and very important multi-faceted resource. Crumbling deserted buildings and non-water related industries that had once been located on the waterfronts have been and are being replaced by open space, trees, grass, and pedestrian walkways. Commercial, office and residential buildings are being built set back from the water's edge, yet focusing on the waterfront. This type of development allows for maximum public use while benefitting the economy of the city and community.



The restoration of our waterfronts with open space, greenery and natural vegetation, encourages broad public access and makes Green Bay a more attractive and desirable place to live and work. This helps guarantee that Green Bay maintains the stable economic atmosphere that attracts new business and enterprise, while also continuing to support those that already prosper here.

Many communities across the country with new waterfront developments have seen a very significant impact on the local economy in the form of new business and industry, increasing recreational activities, tourism, civic pride, and job creation. The City of Green Bay has made much progress in this respect, but we must not stop here. We must continue to push forward to stay competitive and insure the area's future economic security and growth.

## **B. HISTORICAL BACKGROUND**

Jean Nicolet was credited in 1634 with being the first white person to visit the area that would later be known as Green Bay. He had hoped to find China, but instead he found the rivers and the Bay of Green Bay that one day would become a major transportation link on the Great Lakes. This waterway link to the rest of an emerging nation attracted the early settlers, explorers, missionaries, hunters and trappers, by whom the city was built.

As one would have expected, the Bay has changed substantially since Nicolet's time. The settlement has grown to a city of 100,000 people in 1994, within a metropolitan area of a quarter of a million. The individual activities of hunters and trappers have given way to large scale commercial and industrial activities.

The Fox River has long been touted as the paper capital of the world because of its having the largest concentration of paper manufacturing companies in the world. The Port of Green Bay has grown up around the paper industry, as well as other light and heavy manufacturing industry, and is considered the third largest port in Wisconsin, behind Superior and Milwaukee.

The port is also international in nature due to the St. Lawrence Seaway's connection to the Atlantic Ocean. In 1994, the port was visited by over 175 ocean-going and Great Lakes vessels. These 175 ships accounted for over 1.8 million metric tons of material, with an economic impact of some sixty million dollars to the area economy (figures provided by the Port Director).

Many of the original shoreland uses and activities which once lined Green Bay's waterways have disappeared. Other uses once vital to the community's economic and social life are in decline today. Some have gone from prime assets to being viewed as liabilities in terms of present community needs. Some have changed to the point where waterfront location is irrelevant or certain potential new uses have a higher priority today and would bring more benefits to the community than the older ones. For whatever reason, these outdated uses have sometimes prevented other more necessary or desirable uses from being established or built.

The outdated land uses often result in severe effects to the waterfront areas. These could be categorized as:

#### **Environmental Quality**

Expansion and industrialization has affected environmental quality noticeably. Pollutant and wastes were dumped into the water, while rapid urbanization has increased storm runoff, erosion, sedimentation, and flooding and drainage problems. Human sanitary disposal systems, both local and upstream, have compounded the damage.

#### **Physical Alteration**

Extensive channel dredging, bank filling, and stabilization and widening of channels has taken place. Today dredging is only allowed for shipping channel maintenance. The safe deposition of dredged materials is an on-going environmental concern and is highly regulated.

#### **Succession of Water Functions**

The early functions of our urban waterfront was for basic shipbuilding, commerce, transportation and commercial fishing. Recreation was not even a secondary function then. It was assumed that the undeveloped waterfront provided adequate open space for its citizens' health and recreational needs. However, industrial uses and railroad yards soon covered the waterfronts, monopolizing them, prevailing other purposes. Often a single special use such as paper making would expand at the expense of all other functions, taking over whole sections of the waterfront. If the waterfront facilities became inadequate or outdated for the original purpose, non-water related industry such as warehousing or vehicular parking often took its place.

# **Trends in Waterfront Planning**

## **II. TRENDS IN WATERFRONT PLANNING**

### **A. WATERFRONTS AS A VALUABLE RESOURCE**

Water in an urban setting can often be a mixed blessing. On one hand the water quality of urban rivers and streams is often quite poor, which prevents people from using the shoreline areas. It can be that a river running through a city will divide it geographically, socially and economically. Then there are the practical physical problems such as connecting one bank to the opposite side. On the other hand, if water and the waterfronts are properly utilized, they will provide a wealth of social and economic opportunities, which in turn will add greatly to the quality of city life. The recent advance in recognized good waterfront planning principles show that waterfront areas can help reverse the trend of inner-city decline. Waterfronts can actually become the major focal point for city-wide rejuvenation when they are coupled with urban and downtown revitalization efforts.

It is also quite clear that no plan to creatively and successfully reuse an urban waterfront can by itself overcome poor water quality. The perception of a city's riparian resource will ultimately determine whether or not redevelopment efforts will continue.

The Fox River bisects the City of Green Bay and to some has actually created separate communities. Problems of transportation have been caused by the presence of water, hindering the paths of transportation networks within the city. For decades the water quality of the area's rivers and Bay have been very poor. The years of unchecked pollution and neglect can be seen in the toxic polluted sediments of the area's waterways. The more recent efforts toward clean-up of the area's waterways has been very positive but is not complete.

The many years of efforts to clean our waterways is now starting to pay dividends. The city and its citizens are now looking at the water as a valuable resource rather than a liability. The area's water quality has improved greatly. Land values along the shore that had for many years been stable have now increased again. The city is looking at the waterfront as an asset which must be protected and utilized for the greater good of the community.

There is still no swimming allowed at Bay Beach, but now there is hope for the future. The following is a quote from Chet Miller, Green Bay's retired Director of Parks and Recreation regarding the future of natural swimming at Bay Beach Park: "I see in the future the return of natural swimming in the Bay. If I were to predict a time, probably the Year 2010. This may be good news to some but a long time to wait for others. What this does show is that we are moving in the right direction." Water quality, clarity and bottom materials will have to improve substantially for this to become a reality.

Today the waterfronts of Green Bay are considered by most people to be an extremely valuable asset that should be preserved to strengthen Green Bay as a living and working place. Waterfronts in this area and around the nation are utilized in attracting tourists, visitors, students and shoppers, as well as new business and industry. In this effort, the Green Bay waterfront resources need careful planning and consideration of their best use

before development or redevelopment takes place. Much more can and should be done to wisely and properly utilize this asset. The revitalization of our city's waterfronts could be the significant factor needed to make Green Bay the leader again in our region.

If the City of Green Bay hopes to continue to grow and prosper, it must provide the amenities and social offerings that equate to a high level of "Quality of Life". The "Quality of Life" is best explained as the amount and quality of the facilities and amenities a city offers its residents. This includes:

- a. Good employment opportunities for life-long careers.
- b. Safe and well-maintained neighborhoods.
- c. Good primary and secondary schools.
- d. A quality university and technical college system.
- e. Good transportation facilities.
- f. Cultural offerings.
- g. Recreational activities.
- h. Amenities including a quality park system, urban green space, museums and libraries.

The "Quality of Life" factor is just as important as a good business climate in terms of expanding and/or attracting new businesses and people to Green Bay.

One of the most important goals of this plan is to present new ideas to the city residents about the kind of future Green Bay should be pursuing for its waterfronts. As a medium-sized industrial city and a Great Lakes port, its past history has been written in terms of manufacturing, paper making and shipping. This economic focus has been rewarding, but waterfront use needs to be shared with other uses in certain areas. The future is not clear, given the currently changing conditions which will have an effect on those activities and waterfront usage in general. The city is faced with choosing a new path. Water and waterfronts should play a prominent part in that choice since water represents Green Bay's most significant natural resource.

## **B. KEY ELEMENTS IN WATERFRONT PLANNING**

### **Public Access**

Public access has proven to be the planner's general solution to many of the waterfront problems. Waterfronts originally had been dynamic, people-oriented places of spontaneous visual, sensory chaos, bustle and excitement where many activities took place simultaneously. However, over time, public access was lost as more and more single-purpose uses covered the waterfronts. Today, as the old uses fade, planners are rediscovering the principle that providing pedestrian access brings people to the water and

brings them to shop, to work and to recreate too. This is the essence of what developers and planners have done on waterfronts across America. They have given people substantial access and recreational and economic opportunities by the careful reuse of old urban waterfronts.

Where only limited access is available through the use of street rights-of-way, the development of street-end parks can often serve the public needs (see Plate 1).

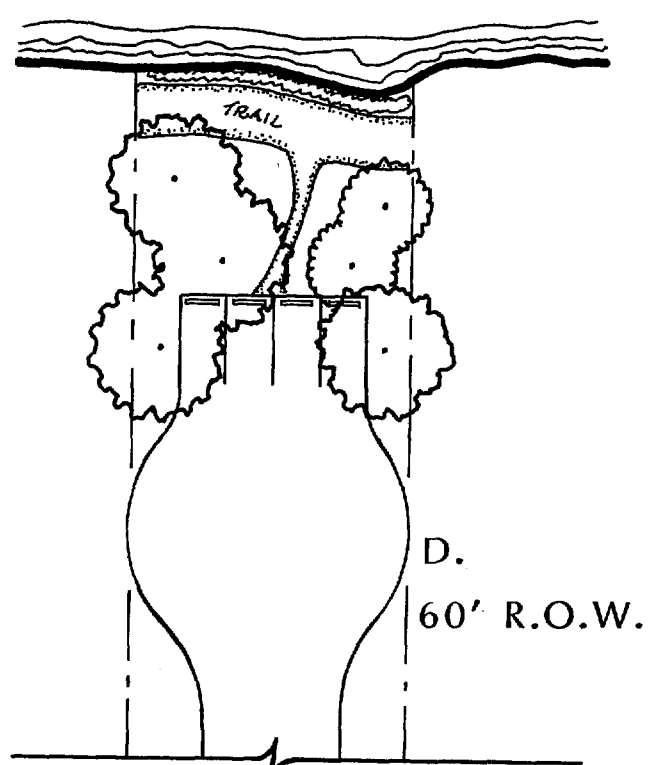
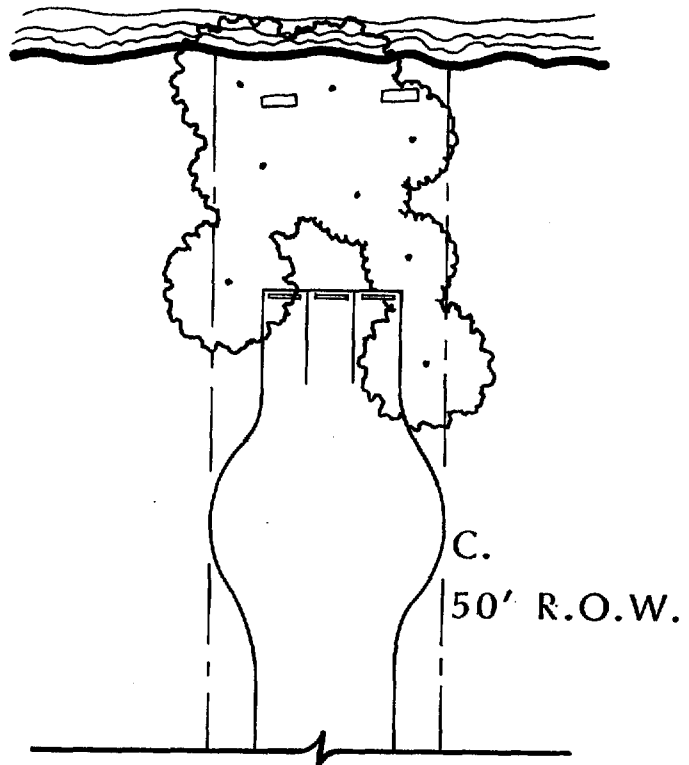
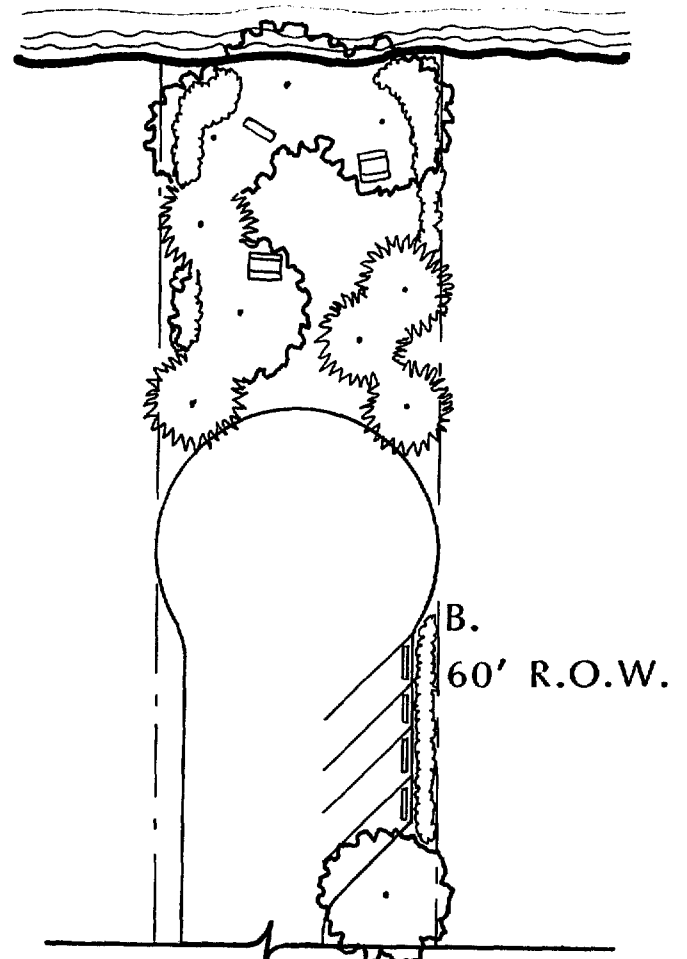
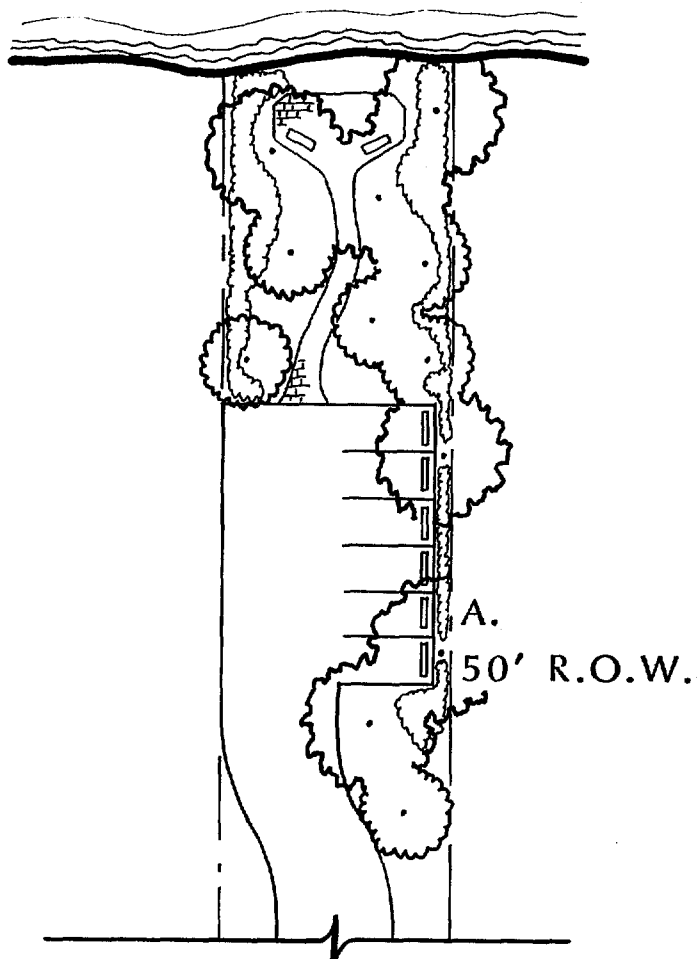
### **River Parkway System**

The linear parkway carries people along the water from residential neighborhoods to parks, to nodes of urban activities, or to business districts. In this way the park/parkway system helps to provide an urban link to social and economic activities happening in the Central Business District or elsewhere in the city. The parkway provides the public a safe and pleasurable place to walk, run, or bike. This in turn helps promote physical health and well being, as well as an ecological alternative to the automobile as a mode of transportation. This trail system that provides the transportation route should be wide enough and smooth enough for safe and efficient travel. It is not necessary that the entire area be paved but a reasonable portion should be constructed with a firm, stable and slip resistant surface to provide for handicap access. In locations where high usage could be expected, the initial design should allow for possible expansion to two lanes; one for foot traffic only and the other for bike and roller blades (see Plate 2).

Large scale green spaces or parks are necessary within this system in some places because many of the activities that will take place at these waterfront parks will draw great numbers of people, particularly when these events are properly managed and promoted. Activities should be held frequently. Events that are currently being held on an annual basis in Green Bay include Fourth of July, Artstreet and the Holiday Parade. Events that could be held to attract visitors and encourage residents to recreate in Green Bay include outdoor music festivals, water ski exhibitions, car shows, small watercraft races, and various food or ethnic festivals, etc.

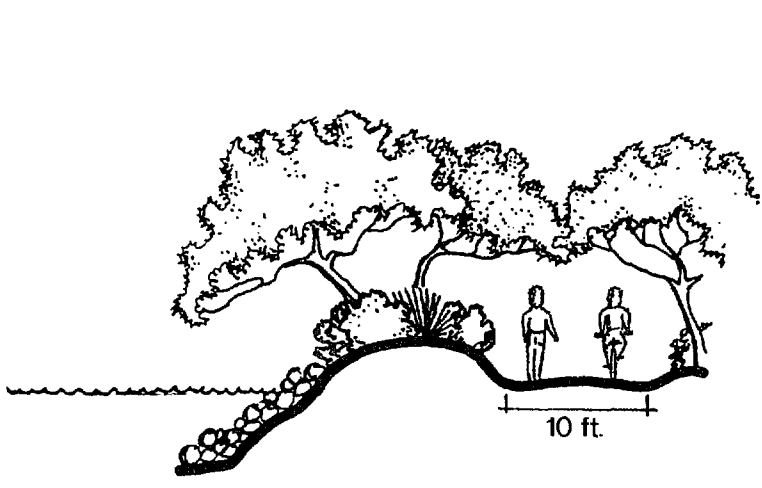
### **Economic Development**

Where waterfronts are concerned, public access works hand in hand with economic development and revitalization. People are fascinated by water and by the novel atmosphere it helps to create. Planners and developers are recognizing this and are moving to take full advantage of this fact. The combination of public access, facilities, and amenities can and will attract large numbers of people. These people work, recreate and purchase goods and services which provide business opportunities, jobs and property taxes.

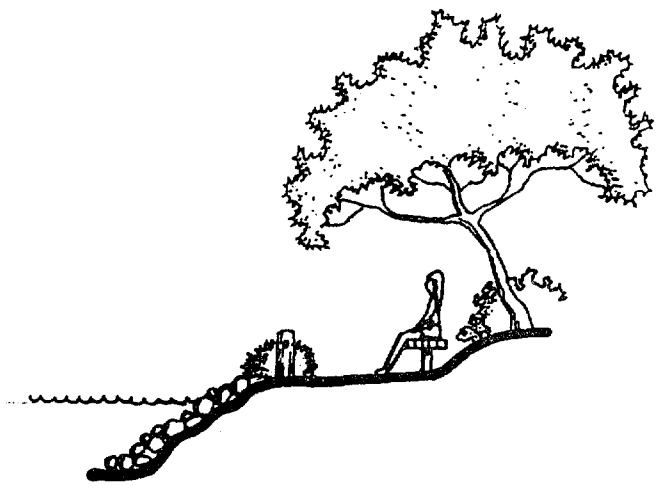


**PLATE 1**  
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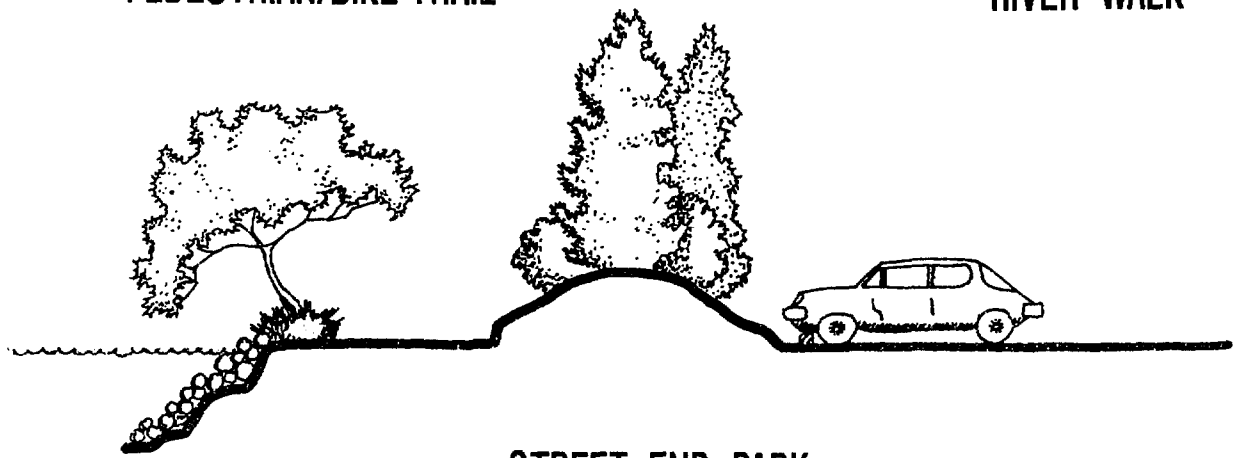
**PLAN VIEWS**  
 Street End Park Designs



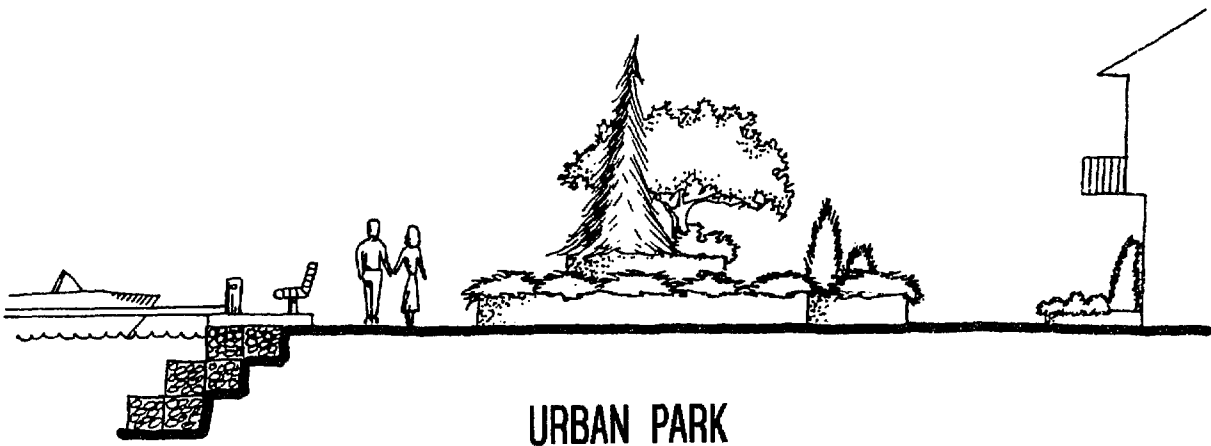
PEDESTRIAN/BIKE TRAIL



RIVER WALK



STREET END PARK



URBAN PARK

**PLATE 2**

**CROSS SECTIONS  
Potential Parkway Designs**



## **Central Business District Revitalization And The Need For Centrality**

Many, if not all cities which have been successful in waterfront redevelopment have found that the city's central business districts were located on or adjacent to the waterfronts. They were often in a state of decline due to changes to lifestyles, work and recreation habits, and suburban competition. Through waterfront revitalization efforts these areas have prospered bringing economic health to these waterfront areas and the community at large.

The heart of any city is its central business district. The central city is a focal point which brings people and activities together. It creates the diversity of urban occupations, opportunities, and lifestyles that make up city life. Central business districts or "downtowns" are the necessary central location where most government, commercial and retail activities take place. The central city is also where our greatest social and cultural facilities are usually located. Why? One reason is that there are significant economics of scale which require that a museum, a library, or a seat of government be as centrally located as possible so that it is as accessible as possible to the largest number of users. The total infrastructural investment that communities have made in central business districts throughout America is staggering. It simply cannot be left to deteriorate.

Those cities whose central business districts border on waterfront areas have helped themselves greatly by using the waterfronts as a means of providing people with broad public access and a number of amenities. Parkways, paths, and riverfront parks have provided linear access along the water's edge and have provided the linkages for pedestrian movement to and from the downtown area. This connects the residential neighborhoods with the downtowns and helps to provide ties between the citizens and their social, cultural, governmental and commercial institutions. Sheboygan, Racine, De Pere and Manitowoc are some excellent examples of cities whose waterfront restoration has done this. This activity in turn has also precipitated restoration, improvements and growth of the adjoining areas. Nationally there are hundreds of examples.

Waterfront and central business district rejuvenation offers other real benefits to the community. Perhaps the greatest is increased civic pride. A cleaner, more beautiful central business district, tied to the unique atmosphere that a waterfront creates, has often led the city's residents to a boastful yet justified pride over the looks and accomplishments of their respective cities. Simply put, the people feel a lot better about the place they live in than they did before.

Great strides in the area of waterfront restoration have already taken place. Green Bay has a small marina located at Admiral Flatley Park, and several waterfront pedestrian pathways have been built downtown.

The long proposed Broadway Redevelopment Plan, with its pedestrian pathways and open space areas, has been approved. Merchants are returning to Washington Street. Hotels and a new conference center has been built. Businessmen and merchants alike are now turning to the central business district because of the improved economic and social opportunities that is in great part due to the restoration of the waterfronts. New social

and cultural facilities are planned to meet the citizens' renewed demands. The central city is coming alive again and is now a place visitors will want to see. Residents will use their downtown more often as its vitality is restored.

### Tourism

In conjunction with waterfront revitalization and central business district renewal, tourism now becomes a more practical and profitable activity. There are new and vigorous businesses to draw customers. There are new social and cultural facilities to augment recreational pursuits, and there is the fascinating atmosphere of a wide range of activities set against the unique characteristics of the urban waterfront.

Tourism is presently not as significant a factor as it should be in the economic or social aspects of Downtown Green Bay and its central business district. Proper use and revitalization should lead to a social and business climate that people outside of Green Bay would want to experience. This area already has a number of noteworthy tourist attractions; the Neville Museum, Heritage Hill, the Packers, the Packer Hall of Fame and Lambeau Field, and the Bay Beach/Wildlife Sanctuary Complex, which provide recreation, social, cultural and environmental education opportunities to residents and visitors alike.

However, Green Bay can and should do much more to utilize the economic opportunities inherent in successful waterfront redevelopment, particularly in the area of tourism. At present, the Chamber of Commerce, the Green Bay Area Visitor and Convention Bureau, the downtown hotels in the central business district can point to only a few facilities located on the water's edges that provide any incentive to people to visit downtown Green Bay. The central city has in recent years increased its waterfront public access with the building of the marina and shoreline amenities such as Veterans Parkway, Admiral Flatley Park and the Fox and East River Parkways. These green spaces, pathways and riverfront parks should be expanded and improved so as to provide facilities to accommodate our local needs as well as provide activities which draw larger numbers of visitors.

Many tourists now pass through or near Green Bay on their way to Door County or to north central Wisconsin. The expansion of the riverfront parkway and open space system, combined with numerous large scale planned recreational activities, would bring additional visitors and tourism to the city, as well as encourage area residents to recreate locally. It is important that this entire visitor/tourist issue be examined in depth to see what Green Bay's potential is and to see what other cities are doing in these areas in order to stay competitive.

The following list of facilities, located on and oriented toward the water would greatly aid Green Bay in becoming a major destination or stopover for the visitors/tourists. Some are already provided.

- a. Riverfront and Bay front parks with convenient parking and picnic areas.
- b. Linear pedestrian paths (with pedestrian/bicycle trails) along with landscaping and lighting.
- c. Street-end parks, pedestrian overlooks.
- d. Future swimming areas.
- e. Ship loading/unloading overlooks areas.
- f. Cultural, educational and scientific facilities.
- g. Fishing piers.
- h. Large boat launching/mooring facility.
- i. Boat docking facilities at selected locations in the central business district on the east and west banks of the Fox River and on the East River.
- j. Restaurants and outdoor cafes.

Continued effort and construction should be done to link the city's major social and commercial facilities to the waterfronts. Limited connections currently exist between the city's waterfronts, Port Plaza Mall, central business district hotels and hotel/Conference Center and the east and west side business districts. Pedestrian pathways, green spaces and amenities, boat docking, fishing piers and pedestrian overlooks are techniques used to provide public access to virtually every waterfront city with a healthy tourist industry. The City of Green Bay should continue to make strides in these same areas.

### Urban Design

The term "urban design" is used by planners and design professionals to describe the process of understanding and solving the physical problems of the city. "Good" urban design is the process of making a community's environment beautiful and inspiring, as well as functional and efficient.

Urban design is ultimately concerned with the spatial layout of the urban area, the orientation of buildings and open spaces, and presence of green spaces and plantings, and one of pedestrian comfort. It is these elements and so many more which combine to give a city its levels of comfort and its aesthetic appearance.

Most people do not consciously think about spaces or places in terms of "comfort levels" or "aesthetic appearance", as design professionals do. But how people think and feel about a space or place, how they perceive its scale, the materials used and amenities provided, determines whether they like it or not, and whether they will use it or not. People actively seek to avoid using those spaces or places that they perceive as being too light or too dark, or too noisy or too quiet. They also shun spaces they perceive to be

unsafe or physically uncomfortable. On the other hand, safe spaces that are comfortable to walk through, that are usually exciting and pleasing to the eye, and that have pleasant amenities like running water, greenery and furniture, are spaces people will seek out and use time after time. Good urban design then is a space, a building or a structure that not only functions well but also looks good and is a pleasure to use. Because people enjoy using these kinds of spaces, buildings or structures, they carry a positive image of the times spent there. They will actively seek to return for more of the same enjoyable experiences.

It is important to remember that the equation planners adhere to today regarding urban waterfronts is that good urban design equals public access equals community development, economic revitalization, increased civic pride plus improved environmental health.

### **Special Features**

Green Bay's vast water resources have a great but undeveloped recreational potential. Limited facilities currently exist in the city for those actively using the water for leisure-time purposes. The city's Metropolitan Boat Launch located at the mouth of the Fox River and the marina located at the Holiday Inn City Centre have allowed active water access, but the predictions for future growth in this area warrants further expansion and improvement. The number of available boat slips offered at the city's marina is small, and with projected growth of the boating population, the time is now to plan for the needed expansion.

**WISCONSIN BOAT REGISTRATION - 1993  
BROWN, DOOR AND OCONTO COUNTIES**

	Outboards	Sail	Inboards	Totals
<b>Brown County:</b>				
Original (Individual)	15,555	363	3,011	
Fleet	60	10	7	
<b>Totals</b>	<b>15,615 (82%)</b>	<b>373 (2%)</b>	<b>3,018 (16%)</b>	<b>19,006 (100%)</b>
<b>Door County:</b>				
Original (Individual)	2,620	186	953	
Fleet	221	56	37	
<b>Totals</b>	<b>2,841 (70%)</b>	<b>242 (6%)</b>	<b>990 (24%)</b>	<b>4,073 (100%)</b>
<b>Oconto County:</b>				
Original (Individual)	4,352	38	307	
Fleet	85	0	1	
<b>Totals</b>	<b>4,437 (93%)</b>	<b>38 (1%)</b>	<b>308 (6%)</b>	<b>4,783 (100%)</b>

\*\*\*\*\*

Rate of Change: Brown County and Wisconsin

	Brown County	Percent	Wisconsin	Percent
1980 Boats	13,677		422,325	
1993 Boats	19,006	+ 39	471,801	+ 12
1980 Population	175,280		4,705,642	
1993 Population	198,686	+ 13	5,020,994	+ 7

Source: Wisconsin Department of Natural Resources, 1993 (Boats).  
Wisconsin Department of Administration (Population).

Compiled by the Green Bay Planning Department, May 1994.

First it should be noted that most watercraft owned by local residents are not yachts. Most are used for pursuits necessitating a boat such as fishing, family outings/picnics, sailing, etc.

Other facts help to put the marina issue into a more objective perspective. For example, Wisconsin has 4.6 percent of the nation's boats but only 2.0 percent of its population. We are, on average, over twice as likely to own boats than anyone else in the country. Boating is not a luxury but a common activity in water-rich Wisconsin where about 26 percent of the population boats in some way. In 1993, Brown County residents registered 19,006 boats, which is about one boat per four households. Expanded public marina facilities would mean more recreational and economic opportunities for the city and make Green Bay a better place to live.

Boating facilities, in adequate numbers offered with the proper amenities, will attract boating tourism and will help encourage the local boating residents to recreate locally. When the marine facilities offered here are not adequate, the boater will seek their water-based recreation elsewhere. Not only is the city losing its own taxpayers' money, it is also losing potential of tourist dollars. Green Bay's nearness to Door County means that hundreds of vacationing boaters are within a few hours of our city. We have seen the benefits the marina and launch facilities have brought by analyzing the use of present facilities and past usage. The Holiday Inn City Centre is renting transient boat slips and rooms to boaters from Door, Marinette and as far away as lower Michigan on a regular basis. According to current management of the Fox River Marina (City Centre), the number of transient boat slips at the marina is not adequate for the demand on weekends.

Green Bay and cities across the country with urban waterfronts have found public marinas to be necessary, and often crucial to economic development. Taxpayers have realized that, emotions aside, a marina is just like any other business or industry. It creates jobs that generate salaries and it pays property taxes.

# **Problem Assessment**

### **III. PROBLEM ASSESSMENT**

#### **A. WATERFRONT SURVEY, GENERAL RESULTS AND COMMENTS**

1994 Comprehensive Waterfront Plan Survey was distributed as follows:

1. Was published in the Green Bay Press Gazette on Tuesday, May 10, 1994.
2. Was distributed to local businesses and community facilities.
3. Was distributed to some local business associations at various noon luncheons or meetings.

The survey forms were distributed from early May through June 15. The cut off date, return and inclusion of data to be tabulated was July 21, 1994. The number of surveys returned at that time was 513. The number used for tabulation was reduced by 14 due to significant data missing. See Appendix for example and full results.

The percentages of responses to each question is noted on the survey form included in this plan. Summarization and comments to survey questions will be listed in the order given in the survey. All survey questions will not be commented on.

**Question 1 - Are you a resident of the City of Green Bay? If not, what community?**

**Question 2 - Do you work within the city limits?**

**Question 3 - What is your age?**

Those responding to survey were mostly City of Green Bay residents who work in Green Bay and are between the ages of 36 and 55.

**Question 4 - Should the city encourage beautification of privately owned waterfront properties?**

A vast majority of respondents felt that the city should encourage privately owned waterfront property owners to maintain and beautify their waterfront properties. Written comments included statements to the effect that the city should regulate and control the aesthetics of shorelines on both public and private lands.

**Question 5 - Do you think the City of Green Bay is making proper use of its waterfront resources?**

This question is probably the most significant of the whole survey. The results state that over 80 percent of the respondents feel that the city is not making proper use of its waterfront resource.



**Question 6 - Would you like to see more public access to the city's waterfronts?**

The 89 percent yes response to this question clearly states that the public needs more public access to the area's waterfronts and waterways.

**Question 7 - Would you like to see more pedestrian/bicycle paths developed along waterfronts?**

**Question 8 - Would you like to see more waterfront areas for environmental and passive recreation purposes?**

**Question 9 - Do you presently use existing pedestrian/bicycle paths along the Fox or East Rivers?**

**Question 10 - Do you feel these pedestrian/bicycle paths should be interconnected with city parks and other major areas of the city?**

**Question 11 - If paths were expanded and interconnected, what would you use them for?**

**Question 12 - How many times per month would you use expanded and interconnected pedestrian/bicycle paths?**

**Question 13 - Do you use existing public parkways along waterfronts?**

The combination of overwhelming response to Question 6 and the Answers to 7 to 13 point out that the city should expand existing and plan new and interconnected pedestrian/bike trails within the metropolitan area.

The topic of pedestrian/bike trails brought many comments. The public seems to have stated that they want the city to expand and develop trails for both recreational and transportation purposes. The percentages given for Question 11 show only two percent of those surveyed would use trails as a transportation route is misleading. The key figure here is the 32 percent which would use the trails for both recreational purposes and transportation. It is also noteworthy that 78 percent of those responding to Question 12 say that they do use existing trails.

**Question 14 - Do you own/have use of a boat or water vehicle?**

**Question 15 - Do you use local waterways for fishing?**

**Question 16 - How often do you use a watercraft per month?**

**Question 17 - How far (miles) do you travel to use the waterfront?**

**Question 18 - Do you use the city metro boat launch?**

**Question 19 - Do you use or have you used the city's marina (located at Holiday Inn City Centre)?**

**Question 22 - If boating facilities were improved and capacity increased, would your usage of the area's waterfronts increase?**

This group of questions are in reference to boats, water vehicles and their usage. The number of boat owners responding to the survey is 53 percent, non-owners 47 percent. The number of owners responding was 263. The number of boat types listed were 383, meaning that some of the boat owners owned multiple boats.

Questions 18 and 19 had several comments stating that they did not know of the existence or location of such municipal facilities. This points out the need by the city to publicize that these facilities do exist and their locations. Publicizing their existence and location would encourage their use by both residents and visitors alike. The understanding by the general public that by having local residents and tourists using our waterways, we (the city) benefit by increased dollars being brought to and spent in our local economy.

**Question 20 - Do you believe the number of available boat slips in Brown County are adequate at this time? Five years from now?**

**Question 21 - Do you dock your boat at a marina? In Brown County? If not, which county?**

The answers to these questions are somewhat misleading due to the fact that 47 percent of those responding to the questions do not own a boat but were asked if they think the number of facilities is adequate. The key figures here are that only 16 percent feel the number of slips available now are adequate and only four percent feel that the number will satisfy the need five years from now.

**Question 23 - If more landings and facilities were to be built, where should they be built?**

**Question 24 - How should improvements and expansion of boating facilities be paid for?**

The location of more launch and landing facilities was about evenly distributed. It should be noted that only four percent of those answering Question 24 believed that this type facility should be totally privately funded and that only 20 percent felt that users should pay the whole expense. These figures seem to indicate that the combination of public, private and user fee type financing is the best.

**Question 25 - Do you believe that the beautification and development of the city's waterfronts would have a positive impact (i.e., more tourism, more jobs) on the community's economy?**

This question had the second most consistent response with 94 percent of those answering saying yes that they believe that the beautification and development of the city's waterfronts would have a positive impact on the community's economy. This should be taken as a strong statement to city government to invest and develop the waterfront for the greater good of the people and city.

**Question 26 - If you could have any new facilities you wanted on our waterfronts, what would they be?**

**Question 27 - Of the above, which three are most important to you.**

**Question 28 - Of the above, which are the least important to you.**

These questions involve what facilities should or should not be developed. The most wanted was pedestrian walkways, followed by outdoor restaurants/cafes, riverfront parks and bicycle paths. The least important top four are facilities for roller blading, retail stores, movie or performing arts center and swimming and water park facility.

**Question 29 - Do you believe the city should acquire waterfront properties for recreational use/environmental preservation as they become available?**

To the question "do you believe the city should acquire waterfront properties for recreational use/environmental preservation as they become available" received a 96 percent yes response. This is the most consistent answer of the entire survey. This very strong yes response was accompanied by many comments as to missed opportunities in the past to purchase waterfront properties. Comments such as "purchase it all", "buy it now", "they don't make it any more" and "it will only cost more later" reflect the sentiments of the comments concerning this question. A common theme of other comments written was that the city should not be so afraid to invest in the future.

**Question 30 - In your opinion has the water quality of area waterways in the past 10 years, somewhat improved, greatly improved, slightly degraded, significantly degraded, no change.**

The response to Question 30 regarding the improvement of the water quality in area waterways over the past ten years was 66 percent thought that the water quality had somewhat improved. Written comments regarding this question usually said they saw improvement but that much work still must be done to repair and overcome the effects of past pollution and degradation of our city's waterway and waterfronts.

This section provides a general list of the most serious problems found along Green Bay's waterfronts.

## **B. INAPPROPRIATE WATERFRONT DEVELOPMENT**

The number one problem is the city's inappropriate, often unsuitable and unrelated development of waterfront properties. Waterfront properties when owned by the private sector are difficult to control with universal results. Zoning laws, setbacks and proposed public parkways do offer minimal amounts of control but if the city is serious about improving its image and waterfronts, a policy of purchasing specified waterfront properties whenever possible or available should be made and strictly followed. Only through public ownership of key waterfronts can the city ultimately affect how this valuable resource will be managed. The city will not lose with such a policy. Waterfront property is limited and when properly managed will increase in value. This also strongly influences what will

happen with the adjoining private properties. Through proper control and management, along with ownership, the city's waterfronts will stabilize and develop for the public over time and will ultimately impact the city overall in a very positive way.

### **C. LIMITED PUBLIC ACCESS**

In the City of Green Bay limited numbers of public or private facilities take full advantage of the area's waterfronts and few encourage physical access. Potential waterfront public access is represented by city owned parks and open spaces and by street rights-of-way. However, until these sites are linked to other open spaces, public facilities, and amenities like paths, greenery and park benches/tables are provided, these areas will not be fully utilized by the public. There is also a distinct imbalance between the industrial/commercial and recreational land uses found along Green Bay's waterfronts. The majority of the uses are single-purpose; where only one activity takes place there over time. Today the trend is for multiple uses of waterfront land since it can support large numbers of uses that occur at different times in the same place. The city, in the past ten years, has made progress in many of these areas as shown by the construction of the pedestrian paths along the Fox and East Rivers on the east side and the open space with pedestrian path between Walnut and Main (Dousman) Streets on the west side. Continued effort by the city and its residents is needed to insure the completion of the proposed river walk system. The city's east and west banks of the Fox River contains approximately 12.3 linear miles of shoreline. Of this, about 3.4 miles is proposed for public use overall. Approximately 1.5 miles of this is now under city ownership. This represents only one-third of the Fox River's frontage.

There is little public knowledge as to the existence of street end parks such as the one found on Crooks Street just west of Washington Street. These public spaces are open to the general public, but because they are not improved and identified nor linked to any other facilities or parkways/paths, they are unknown and underutilized. The surrounding land uses of street end parks has also often discourages active, effective, and enjoyable use. The perception people have of these spaces is that they are not really there for them to use.

### **D. LIMITED WATERFRONT RECREATION**

Many area residents have not become aware of how valuable the city's waterfronts are as a resource. This, along with the limited available waterfront land, has left the city lacking in the proper types, number and size of recreational facilities and opportunities along its waterfronts. Specifically:

1. The limited number of large scale, quality boat launching and docking facilities for the city's boat owners or for tourists/visitors has caused tourist and boaters to go elsewhere and many are located south of the central business district on the Fox River, often requiring bridges to be opened for access to the Bay.
2. Transient boaters now can use the seven slips at the marina located at the Admiral Flatley Park, but the city needs more waterfront type businesses and activities to draw the boating tourist. The boating tourist does not spend his/her entire vacation on a boat out on the water. They seek restaurants, outdoor cafes, opportunities to

listen and enjoy live outdoor entertainment, or shop within pedestrian range of the marina. The city should encourage these visitors to come to Green Bay by promoting Green Bay as a vacation destination worth coming to and revisiting. By providing those visiting the city with the proper social, cultural institutions and businesses our local economy will prosper through increased sales and business.

3. In recent years the number of facilities for the boater in Green Bay and Brown County has increased, but according to the Waterfront Survey conducted in connection with this report, we need more and the need will be greater five years from now based on increased boat registrations. The limited facilities being presently offered in the city has caused city boaters to go elsewhere. The Green Bay area is competing with other cities in the region for boating customers. Communities like De Pere, Manitowoc, Sturgeon Bay, Kewaunee and Door County are all part of the same "market area" when considering the boating public. We must provide area boaters with the best facilities we can to remain competitive. A failure by Green Bay not to provide area boaters with the quality boating opportunities they want will lead these boaters to recreate elsewhere. The economic benefits of these boating tourist will then be lost.
4. Limited linkages exist in terms of facilities, parkways for boaters or landscaped shoreline between the waterfronts and such important areas of Green Bay as:
  - The west bank central business district, and particularly the Neville Museum area.
  - The east bank central business district, and particularly the Port Plaza Mall area.
  - The East River commercial district.
  - To a lesser extent, the Bay Beach Wildlife Sanctuary.
5. There are presently no city swimming facilities on any beach (river or Bay) due to poor water and bottom quality, but with continued efforts to improve water quality, swimming will again be possible. With the water quality continually improving, future facilities for beach swimming should again be planned. Most local swimming in the Bay is located at Longtail Point, reachable only by boat.

#### **E. LACK OF PUBLIC AWARENESS OF THE IMPORTANCE OF URBAN WATERFRONTS**

Public awareness as to the vital role waterfront development can play in community economic development and revitalization is growing but the community's financial commitment to this belief is lacking. Properly managed urban waterfronts create a unique atmosphere which attracts large numbers of people. They come to the water's edge because they are fascinated by the water and the many daily and seasonal special events that are to be found there. Recreational activities such as boating, fishing and general vacationing in this area create jobs with economic benefits just as do the city's other leisure-time pursuits (the arts, movies, shopping, and restaurant dining).

## **F. POOR PHYSICAL AND VISUAL ORIENTATION OF DEVELOPMENT ALONG THE WATERFRONTS**

In the past, the buildings along main roads such as Washington, Broadway, Main, University and East Shore Drive and Nicolet Drive which paralleled the Fox and East Rivers and the Bay, were oriented toward the street, disregarding their location on the waterfront. This has previously caused people to turn their backs to the waterfront and is also one reason why so much valuable waterfront land has been under-utilized as parking lots. The one sided street orientation of buildings is changing. Architectural plans for new buildings along the waterfronts now often show equal amounts of thought and work going into the waterfront and street side exposures, often with physical and visual access to both orientations. This dual orientation is combined with the 1990 zoning regulation which requires a minimum of a 50 foot waterfront setback for all new buildings, maximum public waterfront access, and also the potential for construction of pedestrian/bike waterfront trails.

## **G. LACK OF VISUAL ACCESS TO WATERFRONT AREAS**

The number of significant visual locations from which the waterfront can be seen is very limited. The best of these vantage points is probably brief and limited by car from any of the eight bridges which cross the Fox (four) and East (four) Rivers. The next best vantage point might be as a pedestrian, from Admiral Flatley Park, the central business district's river walk and from the Neville Museum facing Port Plaza. But pedestrians would find that there are many existing barriers in the form of nearby buildings, storage, and overhead telephone and power wires.

## **H. BRIDGE RELATED PROBLEMS**

Bridges are very important to Green Bay since they connect our city over the two main rivers. They are also excellent landmarks and edges which help people to orient themselves to their locations. The bridges bring people into very close proximity with the waterfront sights and activities. The views seen from the area bridges and the adjacent waterfront areas will create lasting images as to the kind of community that Green Bay is.

From an urban design standpoint, the views from Green Bay's bridges are sometimes not very flattering. Efforts must be made to improve the stark industrial, back side image that one is sometimes given as one crosses the water. Bridges are landmarks, edges, which should display a positive environment.

## **I. ENVIRONMENTAL HEALTH PROBLEMS**

A number of key environmental elements are missing from Green Bay's waterfronts. For example, concrete riprap line many banks in place of natural vegetation, while other spots are completely bare. Concrete riprap are not now acceptable for use in waterfront stabilization. Natural stone or other commercial products are now required for shoreline restoration. The roots of grasses and other natural shoreline vegetation help to stabilize the banks and minimize erosion and sedimentation which are significant environmental problems. Green strips, like the existing and proposed parkways and parks, act as a

natural filter by helping to cleanse chemicals from storm water and urban runoff which often carries oils and pollutants from streets and parking lots to our water resources. These green strips help to prevent many pollutants from reaching the Bay where their damage to the natural ecosystem is magnified many times.

Natural vegetation, replanted along the water's edges, would also help to restore wildlife habitats in and along the river and Bay. The complex and invaluable wetlands that remain in the city need to be preserved for this and other purposes. Planting native trees and shrubs would also help to mitigate air and noise pollution problems along the waterfronts. Reintroducing greenery along the shorelines would also enhance the overall appearance of the city and boost the image citizens and visitor have of it. The Brown County Open Space and Outdoor Recreation Plan (1977, #34, Page 7) notes the functional importance of properly planned and maintained recreational and open spaces, and attributes the following benefits of community and personal health to :

1. Better citizenship
2. Vital community spirit
3. Higher standards of health and physical fitness
4. Lower levels of emotional and mental health problems
5. Better separation of incompatible land uses
6. Greater familiarity with nature
7. Presentation of interesting natural features
8. Lower crimes and delinquency rates
9. Reduction of traffic and building congestion

The plan supports the existing and encourages further watershed studies for our local river basins. The plan also supports the existing non-point source erosion controls that have been mandated by the state and encourages further research in this area, and if necessary, further controls.

**Economic Impacts of Water-  
front Development, A Look at  
Other Wisconsin Communities**



#### **IV. ECONOMIC IMPACTS OF WATERFRONT DEVELOPMENT, A LOOK AT OTHER WISCONSIN COMMUNITIES**

##### **A. DE PERE**

The economic benefits of waterfront development can be seen in almost any community which has undertaken such an initiative.

The City of De Pere is located approximately five miles south of Green Bay and is a city with a population of approximately 17,000, which contains a 22.8 acre waterfront park (Voyager Park) located on the Fox River. Voyager Park facilities include boat slips, fishing piers, spawning beds, walking trails, playground equipment and restroom facilities. This park was first opened in 1978, and has grown and undergone steady improvements. Voyager Park is a fine example of what waterfront restoration and development can do for a community. Until the mid-1970's, the park was a municipal landfill with industrial development on its fringes. With the passing of time, the once thriving Osen Milling Company, along with Wells Seed and Feed Company, had dwindled in size and activity until their closing. The C.A. Lawton Foundry Company by contrast, due to its growth and changes brought about by advanced technology, needed to expand and relocate.

The former C.A. Lawton Foundry was within a month of being razed with nothing planned to replace it when a group of elected officials and public citizens asked the City Council to postpone the decision until research for possible preservation of this local historic building could be completed. The Alexander Company Inc. of Madison, Wisconsin was contacted and plans were drawn for the adaptive reuse of this property for luxury and affordable housing. The historic Lawton Foundry Building has been saved and now houses 72 luxury and affordable housing dwellings.

Thirteen new townhouses are now located on a portion of land once owned by the Osen Milling Company. They are now being sold for between \$175,000 to \$250,000 each. The structure that was once the Osen Milling Company is now being renovated and remodeled to become a 30 room hotel/bed and breakfast.

The construction of these renovations was \$4.5 million for the Lawton Project, \$2.6 million for the townhouses and an expected \$2 million for the Osen Milling Project. This gives a total of \$8.6 million in construction value alone for these three projects.

This amount of money invested into the local economy and with the use of economic multipliers has proven to be an economic boost to the community. It should also be mentioned that because of these developments/redevelopments, the city's tax base has increased and new jobs have been created.

These projects would probably have never been considered if this waterfront park had not been created. The stimulus for the development was the riverfront park and the redevelopment efforts of the downtown.

Voyager Park has been the host to many special events. The largest activity is held on Memorial Day weekend. This annual event attracts from 75,000 to over 120,000 people to the city and park for a weekend of music, games, food and fireworks.

The economic benefits of this waterfront restoration/development has not been limited to the construction of the townhouses, the Lawton Complex or the Osen Milling Site. Other apartment complexes, professional office buildings and retail businesses have also been built in the area. New businesses have chosen to locate in the city often restoring old buildings and bringing new life to the once faltering central business district. Local restaurants, supper clubs, nightclubs and retail merchants see increased business during special events held at the park. The increased business does not end with the culmination of the celebration or event. Area merchants claim increased traffic and sales for periods of four to twelve weeks after an event has been held due to the visitor's increased awareness and exposure.

The boating and docking facilities at the park have been a very valuable asset to local businesses by providing the pleasure boater a place to tie-up, rest and patronize local restaurants, and businesses.

## **B. MANITOWOC**

The City of Manitowoc, located on Lake Michigan, has been in the process of developing its riverwalk system since 1975. This system was planned to help revitalize the failing and under-utilized waterfront areas of the city with the intention of expanding public access and to promote the area's waterfront recreational resources.

The system provides a three mile pedestrian walkway linking Manitowoc's Wisconsin Maritime Museum, a World War II Submarine, Manitowoc's 190 slip marina, yacht club and zoo, as well as numerous hotels, restaurants and retail shops. This system has helped bring tourists from throughout the Midwest and beyond to this area which has meant increased economic benefits to this community. The benefits of this system are not only seen in the waterfront areas, the impact can be seen by the continued expansion of the revitalization of business located nearby.

It has been documented that in 1988, the economic impact of the development was \$40 million to this community. This figure has continued to increase since that time as shown by increased numbers of tourists and sport fishermen visiting and recreation here.

Year round and well planned annually-scheduled events held in the waterfront areas have helped to promote and publicize this recreational resource. The city and local businesses have worked closely with each other, making this redevelopment/revitalization effort to be the success that it has proven to be, including the resumption of the Wisconsin-Michigan Car Ferry Service.

The use of this waterfront area is not limited to tourists, businessmen and shopping. Many local residents, of course, come to this area to see, watch and experience a modern active lake port with large vessels, recreational boats, historic and commercial activities set on a large public waterfront.

### **C. OTHER AREAS**

The cities of Sheboygan, Racine, Sturgeon Bay and Milwaukee have also undertaken extensive waterfront development projects which in turn have resulted in numerous benefits to their communities. Many communities across our country have redeveloped under-utilized areas and in turn improved the economic, social, cultural, environmental and recreational vitality of their cities.

## **General Recommendations**

## **V. GENERAL RECOMMENDATIONS**

### **A. GOALS AND OBJECTIVES**

#### **Overall Goal**

To make Green Bay a better place to live and work, and to enhance the quality of life for its residents and visitors with a comprehensive plan that is a practical guideline for the sound environmental and economic management of Green Bay's waterfront resources.

#### **Specific Objectives**

To provide people with pedestrian and visual access to the Green Bay Waterfront areas. Elderly and handicapped access to these areas should also be as broad as possible.

To awaken the community-at-large to the vast recreational and development potential of Green Bay's Waterfront areas.

To maintain the Port of Green Bay for industry and commerce where necessary and appropriate for industry.

To help stimulate and complement Green Bay's city-wide downtown, cultural and economic revitalization efforts.

To help create a more beautiful city, with a climate of amenities, facilities and aesthetics that are attractive to citizens, visitors and businesses alike.

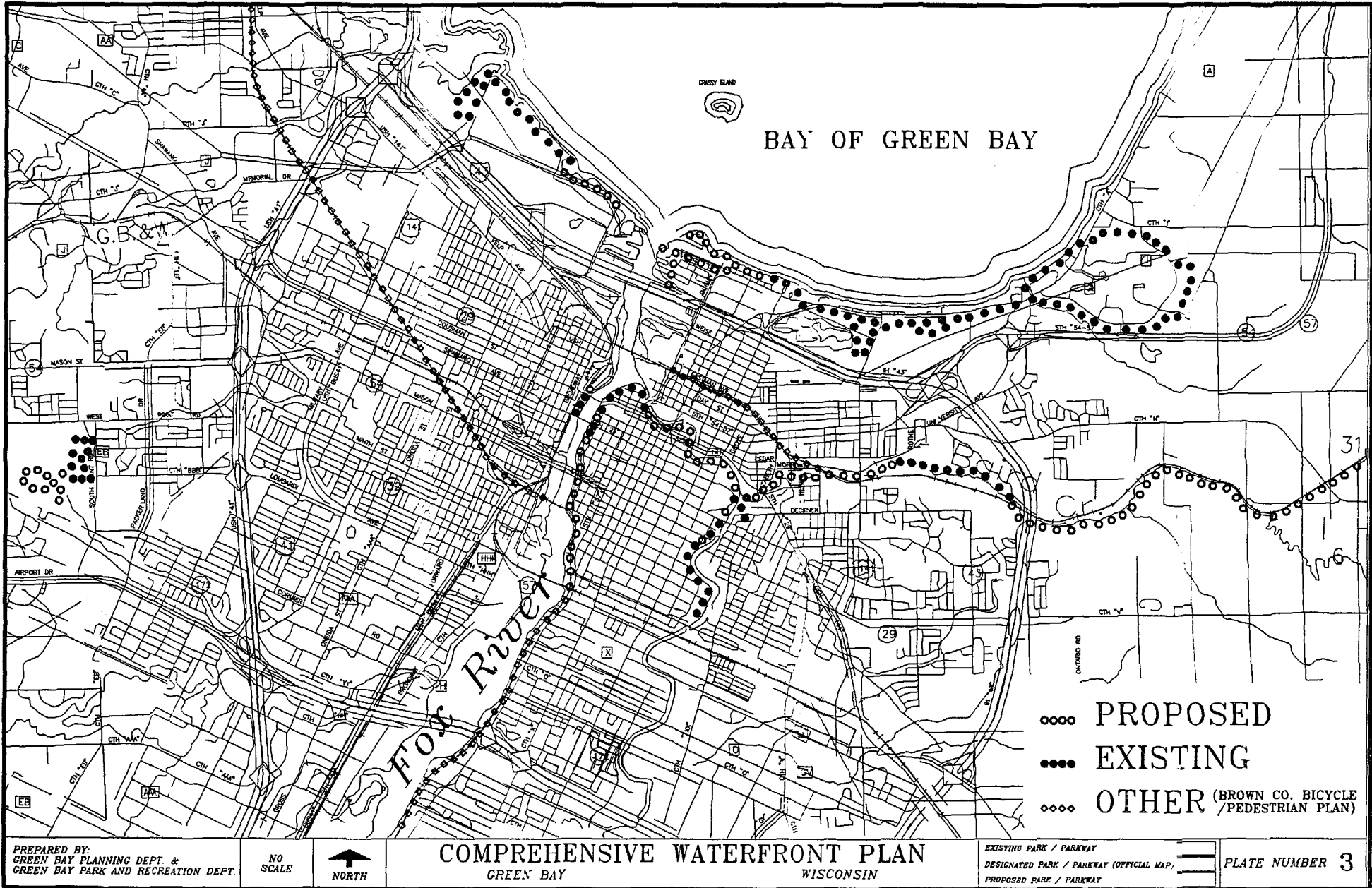
To restore Green Bay's recreational waterfronts to a more natural condition.

To promote cooperation between citizens, government, business and industry on the direction of Green Bay's waterfronts, in terms of the city's future needs.

### **B. PEDESTRIAN/BIKE TRAILS**

#### **Planning**

The purpose of this section is to point out the importance of planning for pedestrian/bike transportation to the community and how this relates to the Comprehensive Waterfront Plan. The waterways of the city are continuous ribbons which make their way through the entire community. For the pedestrian and biker alike these corridors would often be the most logical, pleasant, and safest routes through the city. The City of Green Bay has already established some waterfront pedestrian/bike trails and this Comprehensive Waterfront Plan highly recommends their expansion and interconnection with the city's other city parks/parkways, as well as business and employment centers. The realization that any planning being done for the city's waterfront will affect the city as a whole necessitates that all city planning functions work cooperatively. This plan is intended to work hand-in-hand with the Brown County's Bicycle/Pedestrian Plan. The Brown County



BAY OF GREEN BAY

Fox River

- oooo PROPOSED
- EXISTING
- ◇◇◇◇ OTHER (BROWN CO. BICYCLE /PEDESTRIAN PLAN)

PREPARED BY:  
GREEN BAY PLANNING DEPT. &  
GREEN BAY PARK AND RECREATION DEPT.

NO  
SCALE



COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY  
WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



PLATE NUMBER 3

plan contains extensive information relating to the need for and purpose of bicycle/pedestrian trails along with specific recommendations (see Plate 3 for Waterfront Plan Recommendations for Major Trail Systems).

Existing trails are six feet wide. However future trails should be constructed ten feet wide as recommended by the Wisconsin Department of Transportation to accommodate both pedestrians and bicyclists.

### **The Pedestrian**

Walking is the most common and elementary form of transportation. People combine walking with almost every other mode of transportation and trip-making, whether it is to complete a commute trip made by car to a downtown parking location, to walk to and from a bus stop, or to make a complete work trip from home to work by walking. In the planning process, it is also important to consider other users of the pedestrian system, such as individuals using wheelchairs. Almost all of the elementary schools and neighborhood parks in the city are designed and located to be reached as a pedestrian.

In Wisconsin, walking is still a very significant part of work trip commutes. According to the 1990 Census, 130,136 people in the Wisconsin work force commuted to work by walking. This constitutes 5.5 percent of workers 16 years of age and older. This does not include elementary school age children walking to school, college students walking to campus, and those individuals who walk part way to work but whose primary means of transportation was another mode such as transit. It should also be pointed out that the Census Bureau asks individuals their means to work for the last week of March, typically not a fair weather month for Wisconsin.

### **The Bicycle/Pedestrian Benefit**

There are many things that alternative modes of transportation can contribute to Brown County. By encouraging bicycle travel to work, special event and recreational facilities, there would be a reduction in the amount of traffic congestion and personal stress that follows these activities. A bicycle/pedestrian system provides an alternative travel, which although biking is generally seasonal, is becoming common where it is safe. Through the development of an accessible and safe system, the residents of Brown County can enjoy an increased quality of life.

### **The Bicycle As A Means Of Travel And Recreation**

According to the League of American Wheelmen, there are more Americans bicycling than ever before. Their statistics show that in the last five years the number of bicycling adults has increased by 20 percent.

## **C. RAILROADS**

Abandoned railroad rights-of-way are very important to trail development. They can provide a limited access system that embodies safety for all users. The more intersections and driveways that a trail crosses, the more dangerous it becomes for bicyclists and

pedestrians. When developed in conjunction with waterfront parkway systems, the two can provide a community with an extensive and efficient trail system. Therefore, the acquisition of abandoned railroads is highly recommended. Once a railroad route is acquired, all possible opportunities to create a non-motorized transportation system should be made wherein urban areas, and, if determined feasible, all existing railroad underpass/overpass structures should be retained. This will ensure the enhanced benefits of the trail system to its non-motorized users by maintaining the limited number of conflicts with motorized vehicles. The City of Green Bay and Brown County should support the Department of Natural Resources in acquiring most abandoned railroad rights-of-way.

#### **D. BRIDGES**

Bridges, which are a severe obstacle to pedestrian cross-traffic along the water's edges, need to incorporate pedestrian ease of movement across traffic as well as along with it. Planning for new bridges should include provision for pedestrian and bicycle movement needs, while existing bridges should be so adapted. The Planning, Parks, and Public Works Departments should collaborate on the planning and implementation of these and similar structures, to provide effective and safe pedestrian and bicycle access.

#### **E. BUILDINGS AND STRUCTURES**

Buildings and structures that meet the water's edges should be adapted to allow for pedestrian movement. The Fox River Parking Ramp for example, could be modified for pedestrian movement. Old and decaying buildings, should be removed or be modified for a waterfront passageway when appropriate. Utility structures, like the electrical towers that span the Fox River at Crooks Street could allow for a small inland detour away from the waterfronts, as long as the structure is buffered with plantings and greenery.

Buildings adjacent to the waterfront areas should orient themselves to pedestrian access from the water as well as from the street that they face.

Bridge ends (where the span meets land) should receive much attention because of the powerful impression they can create. Visual barriers, such as billboards and overhead utility wires, should be removed and the wires should be buried. Plantings and greenery should be properly but widely introduced, to give the water's edge a clean and natural image that causes one to "see" our Green Bay waterfront in a positive way.

#### **F. PARKING LOTS**

Substantial amounts of waterfront land along portions of the Fox and East Rivers are used as parking lots on occasion as an interim use. Pedestrian movement along the waterfront parkway will bring people very close to these lots. It should be city policy to require highly effective, dense plantings and bufferings along these parking lots in order to screen the parked cars from waterfront paths. This is particularly important for parking lots in the downtown areas where visitors get their first impression of the city as they park and leave their cars. These buffers may also help to reduce the urban runoff problem by providing more permeable surfaces which would help absorb gas, oil, etc., before it reaches the rivers and then the Bay.



## **G. SIGNAGE/LOGO**

A logo should be developed for signs to lead visitors to our downtown and that introduce Green Bay's waterfronts and riverfront park system. Design elements like a logo, landscaping, lighting, signage, sculpture, and flags or banners can be used singly or collectively to call attention to major entrances and key points of interest.

## **H. LANDSCAPING**

The plantings and greenery used in the parkway system and along the water's edges should be as natural as is practical. Indigenous trees, shrubs, and plants should be reintroduced in as many places as possible to help recreate the original vegetation patterns that once existed along Green Bay's waterfronts. This will also recreate habitats for wildlife, which can then re-establish itself on and near the water.

Industries and businesses along the waterfronts should be encouraged to plant trees and shrubs along their property's waterlines. Even though public access may not be possible at many industrial locations, greenery along industrial shorelines would help to improve the overall aesthetics of the water's edges. It would also keep alive the image of continuity and of uniqueness that the parkway will create along areas that do have public access. When improvements which require special permits are requested, the city should consider requiring good landscaping and/or buffering.

## **I. ZONING AND OTHER LAND USE CONTROLS**

The Planning Department submit for adoption a revision to the waterfront zoning requirements which will further protect waterfront areas from non-waterfront development and continue to restrict structures from being too close to the edge.

## **J. SPECIAL ACTIVITIES**

The creation of the waterfront park/parkway system would mean that the city would have a facility at its disposal that would be capable of a very broad range of activities. A list of recommended activities and events suitable for waterfronts appear below. It has been drawn from waterfront activities in other cities and our survey, in addition to those already being held in Green Bay.

- Local Holidays and Public Events
  - Founder's Day
  - Artstreet
  - Arbor Day
  - Military Honors
- Charity Events
- Outdoor Music and Concerts

- Cultural Events
  - Artstreet, Others
  - Neville Museum Outdoor Events
  - Library
  - Downtown Days
  - Broadway Days
  - Neighborhood Festivities
- Races
  - Foot Races, Fun Runs, Walks, Bike Races
  - "Triathlon" (Bike, Run, Boat)
  - Raft, Canoe, Sail, Rowing
- Boating Events
  - In-The-Water Boat Shows
  - Safety Demonstrations
  - Water Skiing Demonstrations
  - Sailing Demonstrations
  - Boat Parades, Venetian Night
  - Visiting Ship Events
- Parades and Promotions
  - National and State Events
  - 4th of July
  - Memorial Day, Labor Day
  - Thanksgiving
  - Christmas
  - Special
- Special Events, Special Groups
  - Picnics, BBQs, Festivals
  - Fish Boils, Picnics Sponsored by Organizations, Businessmen's Groups, Ethnic Groups
- Winter Activities On the Bay Front
  - Ice Fishing
  - Ice Skating
  - Ice Boating
- Tourism
  - Tour Boats
  - Riverfest
  - Fishing and Water Skiing Contests
  - Boat Expositions and Sales
  - Conventions, Conferences
- School Events
  - Outdoor Education
  - Picnics, Outings

Developing and promoting these and other community-wide activities along Green Bay's waterfront parkway system will give residents a very wide range of local recreational opportunities.

#### **K. WATERFRONT DEVELOPMENT MANAGEMENT**

It is recommended that a Waterfront Management Committee be established to guarantee proper utilization of our waterfront areas (see Section VII. Implementation).

#### **L. PARKWAY CATEGORY CLARIFICATION**

Confusion exists as to what can or cannot take place in parkways that are not official city parks. Some form of designation needs to be assigned to these areas. Either they must all be considered city parks thereby having the same use guidelines as a city park, or they should be assigned a new title such as drainageways. As a separate entity they should then be assigned a list of acceptable activities such as drainage, limited trail access, etc. Ellis Creek is an example of this type of area.

**Detailed Proposals for Study  
Areas**

## **VI. DETAILED PROPOSALS FOR STUDY AREAS**

### **A. STUDY AREAS**

For the purpose of this report, the city has been divided into 44 maps which have been grouped into 16 study areas. The following section identifies the location of each area along with a descriptive analysis and specific recommendations for that area. Plate 4 exhibits the locations of specific maps and study areas while Section VI, B, contains the 44 maps, including graphic proposals. For a city-wide overview see Plate 5.

#### **Study Area #1**

##### **Location:**

Bay shore west city limits to Bylsby Street and bounded by Hurlbut Street on the southwest (Maps 1, 2).

##### **Description:**

This area of study was a great expanse of wetlands until the 1960's, known as Atkinson's Marsh. In the early 1960's, a dike was built in cooperation with the U.S. Army Corps of Engineers around this area with the intent of filling and turning the area into an industrial park. The greater portion of this area has now been filled or is in the process of being filled but remains undeveloped. A plan adopted in 1989 changed the proposed industrial use to that of mostly open space, much of which has been conveyed to Brown County for dredge disposal.

##### **Study Area Disadvantages:**

The southerly remaining portion of open space contained within this study area is owned by Brown County and the City of Green Bay. The city owned portion is used by the Public Works Department for a snow dump area during the winter and temporary storage and public works type uses. The area owned by the county has been designated as an approved site for the dredged deposit of materials from the channels of the lower Bay and Fox River.

##### **Study Area Advantages:**

The portion of land at the northwest city limits and along the west Bay shore dike is known as Ken Euers Nature Area. It is the only natural remnant of the Atkinson's Marsh. This nature preserve is a part of the city park system and is preserved for passive recreation including a parking lot and trail system, offering great opportunities for nature study by area school students and interested adults.

The preserve area offers one of the best unimpeded views of the Bay that can be seen from within the city limits. Ken Euers Nature Area has been designated by Brown County as an area of environmental significance and is to be preserved.

The city also owns the Bay shore line property and dike from Ken Euers Natural Area east to the Wisconsin Public Service property near half-way slough. This strip of shoreline has been designated city parkway and does have a gravel path along the top of the dike wall. It is anticipated that gravel and fencing repair work will be done in 1995.

**Recommended Actions:**

Ken Euers Nature Area should continue as a nature preserve, fostering regional wetland vegetation and wildlife. Signs and markings describing the wetlands environmental importance to the waters of the Bay along with significant vegetation and wildlife in the preserve should be installed for visitors education.

The present parkway, with gravel trail from North Military Avenue to Half-Way Slough, is only 35 feet wide from combination dike and bulkhead line. Negotiations with the county should be made to increase the size of this area to accommodate the trail and a planted buffer zone between trail and the county's dredge spoils disposal site. The parkway should be 50 feet to 75 feet wide.

The remainder of the proposed Ken Euers Trail extends to Bylsby Street and is owned by Northeast Asphalt, the city and Wisconsin Public Service Corporation who has agreed to allow an easement to continue along the shoreline for trail development. This agreement should be acted upon and finalized. The city should also acquire the small section of land owned by Northeast Asphalt. When access to these properties is secured, the parkway should be extended and connected to Bylsby Street.

A connection of the above mentioned trail to the proposed trail along the Fox Valley Railroad right-of-way should be made. The inter-connection of all proposed pedestrian/bike trails with nearby waterfront trails is desirable where possible.

This plan proposes the creation of a small street-end type park with canoe/kayak hand launches, picnic tables, and parking at the end of Bylsby Street. This street-end park could then be used for picnicking, viewing the waters of Green Bay, small watercraft launching and the parking of vehicles while using the proposed west shore recreational trail.

It is also recommended that the parcels now used by Brown County for dredged soil disposal will, in the future when completed, be converted to public use, possibly as a large Bay shore park.

A number of small wetlands exist in the Bayport area along roadways and one large area near the storage tank areas which is often referred to as Tank Farm Marsh. Considering the large area of wetlands that have been filled here, all of the remaining remnant wetlands should be preserved.

**Study Area #2**

**Location:**

Bay shore at mouth of Fox River (Map 3).

**Description:**

West Side: Wisconsin Public Service Pulliam Plant, Petroleum Oil Tank Farms, Fox Valley Railroad Yard.

East Side: Green Bay Metropolitan Sewerage District, Green Bay Yacht Club, Green Bay Metropolitan Boat Launch.

**Area Disadvantages:**

West Side: Much of area private and inaccessible.

East Side: Large portion under private ownership.

Green Bay Metro Boat Launch is currently operating under a 20 year lease (July 1, 1990 through June 30, 2010) from the Green Bay Metropolitan Sewerage District which has the possibility of not being renewed (probable reason for no renewal would be land needed for expansion) (see Recommendations - Area 3).

**Area Advantages:**

A major focal point of Green Bay for visitors and area residents is at the confluence of the Fox River with the Bay. This is due to the height and location of the Tower Drive Bridge (I-43) and the recreational and commercial marine traffic that takes place at the mouth of the Fox River.

Site of Green Bay's Yacht Club, privately owned with 87 slips, clubhouse and grounds and the adjoining U.S. Coast Guard Facility.

Site of Green Bay's only city operated metropolitan boat launch which has been greatly improved to include ten launch lanes, five finger piers, an environmental information center with toilet facilities at an overlook, landscaping and picnic tables.

**Recommended Actions:**

Due to the public visibility of the entire area from many vantage points, the city should encourage businesses in this area to improve their properties through good maintenance, architecture and landscaping. Key private property could be developed or redeveloped commercially to compliment the Metro Boat Launch-Bay Beach/Sanctuary Complex.

The city should continue to improve the metropolitan boat launch development with the installation of a sanitary pump station (proposed to be installed in the Fall of 1994), the addition of a fishing pier, an overlook structure, and installation of permanent picnic tables/benches for use by both boaters and other visitors to the area.

Seek possible solution to the discolored discharge plume created by the Metropolitan Sewerage District to a more remote area (for greater detail see text for Study Area #3).

The property owned by Mc Donald Lumber Company bordered by the city's metropolitan boat launch and Sauk Avenue along the waterfront has been and is presently being used for warehousing (a non-water related activity). This property, with its enclosed basin and peninsula formation, has been planned as a prime location for a private marina and is zoned to permit such. The present owners have submitted tentative plans to the city for a marina which would provide slips for approximately 350 boats but nothing has been built. Development of the site into a private marina should be actively encouraged and pursued. This development, if not done by the present owner, could be pursued by other private developers or a public agency.

With any conversion of this property, the city should insist on public access along the waterfront to accommodate a pedestrian/bike trail. This waterfront trail should also accommodate a route from Bay Beach Park/Parkway to the city's Metropolitan Boat Launch and the proposed public overlook.

The Green Bay Yacht Club property, now also leased from the Metropolitan Sewerage District, is a compatible use with the parkway system but if this activity were ceased for any reason, the property should be preserved as part of the parkway system.

### **Study Area #3**

#### **Location:**

Bay shore east of Sauk Avenue to Mahon Creek (Maps 4, 5, 6, 7).

#### **Description:**

Including Bay Beach Amusement Park, Bay Beach Wildlife Sanctuary and Renard Island (formerly named Kidney Island).

#### **Study Area Disadvantages:**

Poor but improved water quality due to point and non-point pollution as well as pollutants being scoured from the sediments of Fox and East Rivers. The discoloration of this area's water is caused to a great extent by the color of the Metropolitan Sewerage District's discharge, which is located at the end of Bay Beach Road, and is carried to the east Bay shore due to the natural counter-clockwise Bay current.

#### **Area Advantages:**

A good portion of this area is owned by the City of Green Bay. Contained in this area are: Bay Beach Park; proposed Bay Beach Parkway; and, Green Bay Wildlife Sanctuary.

#### **Recommendation:**

The City of Green Bay has in the past ten years acquired most of the properties from Bay Beach Park west to Sauk Avenue to form the Bay Beach Parkway and the possible future expansion of Bay Beach Amusement Park. There remains approximately eight parcels not



owned by the city at this time (See Map 4). The city should pursue the purchase of these remaining parcels to complete the proposed expansion.

Bay Beach Park is the most highly used park within the Green Bay Park System. In 1993, it is estimated that over 1.1 million people have used the rides, picnic areas and sport facilities. A majority of these 1.1 million people also visited the adjoining Wildlife Sanctuary. Bay Beach Park has constantly been upgraded and expanded. Yet the demand and use of the facility continue to grow outstripping the park's capacity. In 1993, this park had an income of \$897,710, with expenses of \$479,482, showing a profit of \$400,236. The plan recommends that the Park Department continue to further improve and expand this park because of its high usage and profitable nature. New facilities could include additional amusement rides, picnic area, more parking, band shell, boating activities and/or facilities, etc.

Bay Beach Park in its earlier years was known for its large expansive swimming beach, but due to poor water quality and associated health risks it has been closed to swimming since 1943. The plan recognizes that the water quality at Bay Beach has improved in the recent past and usually does meet most state standards for swimming, but due to its lack of clarity and bottom deposits, swimming is still not recommended or allowed.

It is believed that most people would like to see the return of swimming at Bay Beach. To facilitate this, the plan recommends research into possible solutions for improving the water quality and clarity to a swimmable level.

One possible solution would involve extending the discharge pipe from the Metropolitan Sewerage District away from the shore's edge sufficiently to disperse the discharge northward and increase the local clarity to a point where swimming would again be safe and attractive.

With the belief that swimming will eventually return to Bay Beach, any plans concerning this area should consider additional facilities such as changing rooms, toilet facilities, and parking. Presently the city is investing heavily in swimming facilities elsewhere.

Renard (Kidney) Island is a 55 acre island that is located just off shore from Bay Beach Park. It was built by the U.S. Army Corps of Engineers as a disposal site for dredgings from the shipping channel of the Bay of Green Bay and the Fox River. The island is county owned and has been planned as a future natural area with space for passive recreational use, being connected to shore by a causeway intended for pedestrian/bike travel and service vehicles only. What will be done with the island and when is very much in question at this point. The Army Corps of Engineers and Brown County have plans for a 126 acre expansion of the island, but objections due to environmental concerns have held up the construction and are presently being debated through litigation.

It is recommended that when the questions of proposed expansion and Department of Natural Resources' requirements have been settled, the county plan for a passive recreational nature area be implemented with the causeway connection to Bay Beach Park.

Plans for any future development in this area must also address the possibility of having to relocate the existing boat launch due to the need by the Metropolitan Sewerage District for expansion causing them not to renew the 20 year lease the city has with the Metropolitan Sewerage District for the boat launch.

The Wildlife Sanctuary has been a very important and well used part of the park system. The Sanctuary has grown from a small preserve with a few injured geese in the 1930's to over 700 acres with over 600 resident geese and ducks, etc. in 1994. The Sanctuary includes a new nature education center building, a Wisconsin Animal Exhibit, as well as wetlands and ponds for wildlife and over three miles of nature/cross country ski trails. Along with many other projects, the Wildlife Sanctuary is currently working on three major development programs. The Native Animal Exhibit is being expanded with a new woodlands building being built in 1994. The observation area is undergoing major reconstruction with the demolition of three buildings and construction of a new observation building complex. Last is the continued development of major interactive environmental education displays in the nature center.

Many of the programs and displays available at the Wildlife Sanctuary provide critical insight and education which will help adults understand the importance of our water resources and insure that future generations will be trained to understand how to preserve and maintain these resources. The Waterfront Plan strongly supports the Wildlife Sanctuary and emphasizes the importance of our community continuing to maintain and utilize the sanctuary at a high level.

The Wildlife Sanctuary has also expanded in the past several years and is in the process of restoring these areas for wildlife. The plan recommends the continued restoration of the acquired land. The Wildlife Sanctuary's hiking to cross country ski trails start near the sanctuary's entrance, run throughout the sanctuary and connect to the University of Wisconsin-Green Bay Arboretum trails. These trails should be maintained, expanded and connected to the pedestrian path along the Bay shore in Bay Beach Park, the proposed trails within the Mahon Creek Parkway and other pedestrian bike trails as they are developed.

#### **Study Area #4**

##### **Location:**

Bay shore east of Mahon Creek and shoreline of University of Wisconsin-Green Bay Campus (Map 8).

##### **Description:**

This area contains the beginning of the Mahon Creek Parkway. It also contains the University of Wisconsin-Green Bay's Arboretum, the University's Outing Center (including the Green Bay Sailing Club) and Communiversity Park.

**Study Area Disadvantages:**

No permanent comfort facilities at Communiversity Park or University of Wisconsin-Green Bay Arboretum.

**Study Area Advantages:**

This area has a large expanse of natural waterfront. The area from the Mahon Creek Parkway to Communiversity Park is one of the most natural largely undisturbed areas to be found along the Bay shore. This area is owned by the university and is maintained as an arboretum, which includes a pedestrian/bike trail for students and public for the study of nature and recreation. The mouth of Mahon Creek is located at the west end of the University's Arboretum trail which includes an underpass utilizing a newly reconstructed bridge on Nicolet Drive.

This area along Nicolet Drive does have one of the few designated paved bike lanes that exist in the city. Nicolet Drive is elevated somewhat and parallels the Bay offering an excellent view of the Bay for motorists, bikes and joggers. The campus of the University of Wisconsin-Green Bay also has pedestrian/bike trails around the perimeter and throughout the campus, connecting the various areas and buildings on campus. These trails are open to students and general public to use and enjoy.

Communiversity Park, located on the northwest corner of the campus on the shore of Green Bay, is a university owned park open to students and public alike. This park offers an impressive view of the Bay and one of the best locations within the city limits from which to sit and enjoy the beauty of the water and sky, whether it be watching the calm of a magnificent sunset or the approach of an impending storm with its flashes of lighting and turbulent gray and black clouds as it moves its way above the Bay, towards you, and finally passing over.

**Recommendations:**

Continue to work cooperatively with the University with regards to their updating of the Campus Master Plan. Coordinate the city's Comprehensive Waterfront Plan and Campus Master Plan to maintain and improve the university's Outing Center, Communiversity Park and assure the interconnection of the pedestrian/bike trails owned by the university and city, including a possible trail through Mahon Creek Parkway. Recommend the building of permanent comfort facilities at Communiversity Park.

**Study Area #5**

**Location:**

Bay shore east from University of Wisconsin-Green Bay Campus to the city limits (Maps: 9, 10, 11, 12).

**Description:**

This area contains a large portion of the Bay shore in the northeast corner of Green Bay.

Joliet Park, which is a narrow (80 foot plus/minus wide) strip of shoreline owned by the city is located within this area.

Street-end park at Parent Road.

Nicholson Creek, Barina Creek, along with two other small unnamed creeks which empty into the Bay and are located between Joliet Park and the city limits.

**Study Area Disadvantages:**

Most of shore line is privately owned and therefore not open for public access. Nicolet Road is located close to shore, making any future shoreland park development difficult.

**Study Area Advantages:**

This area offers beautiful views of the Bay and shoreline.

Nicholson Creek Parkway should remain as city owned property for the purpose of storm water control, urban green space and local resident use.

Joliet Park, though unimproved, does offer public access to the Bay.

**Recommendations:**

Joliet Park, although rather small and narrow, should be improved as a passive waterfront park by the addition of a small paved parking lot, picnic tables/benches, small comfort facility, possible canoe/kayak launch site and fishing pier. If possible, develop a small area toward the center portion of this park with parking lighting and benches to accommodate the viewing of the Bay.

The plan also recommends the creation of a street-end park at Van Laanen Road to accommodate local residents. This location can also be used as a canoe/kayak/boat launch area. Parent Road should be retained as this is one of only two public access points for this beach or shore.

Continuation of paved bike lanes on both sides of Nicolet Drive from the university to the city limits is also recommended.

Barina Creek Parkway, from Nicolet Drive to the Bay, should be open to the public in the manner of a street-end park. The remainder of the creek parkway should be held by the city for the purpose of urban green space and for storm water drainage. The exact configuration of Barina Creek Parkway south of Church Road has not been finalized. If the parkway extends close to Durham, the city should consider connecting to Durham to create a parkway linkage. The two unnamed creeks to the north which feed the Bay of Green Bay

should be designated as parkway for the purposes of green space, storm water drainage and flood control similar to that of Barina Creek as mentioned above. It may be advisable to consider one of these as a pedestrian parkway and connect into a future park neighborhood in the area (see upcoming Outdoor Recreation Plan).

#### **Study Area #6**

##### **Location:**

Tower Drive Bridge south to the confluence of the Fox and East Rivers (Maps 13 and 14).

##### **Description:**

Study Area #6 is the area of the Fox River from the Main Street Bridge to the Tower Drive (I-43) Bridge. This area includes Leicht's's Dock and Storage and Riverview Park on the west shore. Admiral Flatley Park, a portion of the East River Parkway, James River Corporation, and Procter & Gamble Company are on the east shore. Adjacent to Admiral Flatley Park is the city's marina which is located at and operated by the Holiday Inn City Centre.

##### **Study Area Disadvantages:**

Limited public access to most of this area's waterfront.

##### **Study Area Advantages:**

The Green Bay Marina with its 70 boat slips, 64 of which are designated for seasonal rental and the remaining six for transient use, offer residents and visitors a fine facility for seasonal docking or patronizing area hospitality establishments or merchants. Some spaces will need to be removed when the new Main Street Bridge is constructed.

Admiral Flatley Park and the adjoining portion of the East River Parkway afford central business district shoppers, employees and visitors an area to walk along the riverfront and enjoy one of Green Bay's greatest assets. This parkway also offers an excellent opportunity to view the boats moored at the marina and the Great Lakes/ocean going ships as they enter and leave the Port of Green Bay.

##### **Recommended Actions:**

The plan acknowledges that the reconstruction of the Main Street Bridge in a new alignment (scheduled for 1998) will necessitate the redesign of the present marina and river walk. It is the plan's recommendation that the new bridge's design accommodate the pedestrian/bike paths passage under the roadway and also facilitate the expansion of the park to provide additional park area.

The design and landscaping of the bridge footings and abutments should be such that they blend in harmoniously with the existing park areas on both the east and west banks of the river. If possible, additional area should be added to the parkway on the west bank, north

of the new bridge in order to make a more positive aesthetic statement along the waterfront. Efforts should also be made to tie this area into the proposed historic railroad station renovations and existing Fort Howard monument. The monument could be relocated to the waterfront area since the fort was actually on this waterfront.

This plan recommends that a pedestrian/bike route be provided through the study area to connect the central business district to the Bay Beach and university area as well as the East River Parkway. The creation of trails along the banks of the river all the way to Bay Beach is impossible considering the existing industrial use. The plan recommends instead a pedestrian bike lane/trail be designated through the northeast side of the city to accomplish the desired connection where the river walks are impossible.

Riverview Park is a small park located on the west shore of the Fox River at the north end of Broadway, which should be moderately improved for use by the community. This site for a scenic waterfront overlook and possibly limited boat access. The city should also consider obtaining additional land adjacent to this site if it becomes available for expansion.

It is also recommended that the small wetland area south of the metro sewage facility on the east shore under I-43 be preserved as part of the parkway system as a natural area.

#### **Study Area #7**

##### **Location:**

Fox River waterfronts (east and west) from the Main Street Bridge south to Mason Street (Map 15).

##### **Description:**

This study area includes most of the central business district, including the Port Plaza Mall area, the proposed Broadway Redevelopment Area, Veterans Memorial Parkway, and the Brown County Neville Public Museum.

##### **Study Area Disadvantages:**

Areas of industrial use located on the west shore, south of Walnut Street, with little or no setback from water's edge limit potential public access.

The city's Fox River Parking Ramp (between Washington Way and Cherry Street) built tight to water's edge on the east shore, allowing no space for a continuous pedestrian walkway without special construction.

The Wisconsin Public Service substation and tower located on the east bank of the Fox River south of Stuart Street creates a barrier to continuous access, but some of this site is open and adjacent to the foot of Crooks Street, and can be circumvented along the public alley.

### **Study Area Advantages:**

Most of the recent progress on waterfront parkway development in Green Bay has taken place in this study area. The Flatley Parkway, Veterans Memorial Parkway and East Bank Parkway have all had a significant positive impact on the downtown environment.

### **Recommendations:**

**West Shore:** The city's proposed Broadway Redevelopment Plan was approved in April 1994, for the future redevelopment of the west bank of the Fox River from Kellogg Street to West Mason Street (see Broadway Redevelopment Master Plan). Beyond what is stated in this plan, it is recommended that the pedestrian/bike paths be linked to the east shore and to the future trails when developed along right-of-way now owned by the Fox Valley Railroad and Wisconsin Central Ltd. Railroad. The plan recommends the connection of walkway over the north side of the Mason Street Bridge to the Fox River west shore's pedestrian trail, eventually developing a pedestrian loop between the Walnut and Mason Bridges.

The acquisition of the former Green Bay and Western Railroad "coal dock" property adjacent to the Mason Street Bridge with its boat slip, and acquisition of the adjacent Fort Howard Paper Company property, will allow almost 15 acres of downtown property with a boat slip to be redeveloped, and will remove some of the up-wind coal dust nuisance.

**East Shore:** Continue to expand and improve open space parkways along the Fox and East Rivers by widening the open space strips where possible and adding landscaping when needed. The addition of permanent benches/tables and lighting are also suggested.

The city should research the possibility of modification of existing steel bulkheads and the associated guard rails to allow the temporary tie-up of pleasure craft in selected areas where shore space and land use can accommodate them.

The plan also recommends the construction of a walkway to accommodate a continuous pedestrian route along the Fox River's east shore past or through the Fox River Parking Ramp rather than through the alleyway which presently connects the existing walkways.

Three possible alternatives to the present alleyway route are:

1. The building of a suspended boardwalk over the water's edge.
2. Extension of present bulkhead line to accommodate the riverwalk.
3. The modification of the parking ramp to allow pedestrian traffic along the river's edge but through the ramp. This can be seasonal if within the ramp, allowing parking in the fall and winter shopping seasons.

The area of shoreline that contains the high voltage electrical towers (Stuart Street to Bridge Street) should be landscaped to improve the aesthetics of the shore line and the path routed around. Eventually these towers may be removed, and if so a continuous river walk along the shore is recommended.

The city presently owns the Packerland Steel Building property, located along the East Bank of the Fox River and south of Crooks Street. The building itself is not owned but presently being leased. When the lease contract is complete, the building is to be razed. At this time, the pedestrian/bike trail along the Fox River should be expanded to Mason Street following the shoreline behind the new professional building located just north of Mason Street as planned. A Department of Transportation Grant has been secured to accomplish this in 1995.

The plan also recommends that the parcel of land and associated building located north of Crooks Street and south of the Municipal Bus Garage on Washington Street should be purchased and converted to the park. This location is a logical anchor for the Fox River walkway. When purchased, this area should be landscaped and furnished for use by riverwalk parkway patrons.

**Study Area #8:**

**Location:**

Fox River shorelines south of the Mason Street Bridge to the city limits (Maps 16, 17, 18).

**Description:**

The study area includes the C. Reiss Coal Dock and Fort Howard Paper Company on the west bank and mostly open space waterfront on the east bank. Railroad right-of-way exists along the east bank south of Porlier to the Village of Allouez, extending to De Pere.

**Study Area Disadvantages:**

The west side industrial waterfront and coal piles are up-wind of the prevailing southwesterly winds. This results in an air quality nuisance as well as a poor aesthetic image of the city from both the Mason Street Bridge and from the opposite shoreline. Forthcoming requirements from the Wisconsin Department of Natural Resources will hopefully control some of the nuisance.

The west bank is intensively developed industrial land which leaves little potential for public access except street end parks at the foot of Eighth and Ninth Streets.

**Study Area Advantages:**

This study area contains extensive open waterfront that exhibits great potential for future parkway development. Location of Hazelwood Historic Site.



## **Study Area Recommendations:**

### **Fox River Shoreline (West Bank):**

This area is dominated by industrial use and is not likely to change. Aesthetics of this reach of shore line should be improved by encouraging industries and businesses located here to create green strips along these waterfronts. The aesthetics of the waterfront could be greatly enhanced, and as a side benefit this green strip vegetation would act as a filter system for runoff from the industrial areas thereby enhancing the water quality of the river.

The plan also recommends that the city look into the possibility of relocating the C. Reiss Coal Company to relieve the coal dust and traffic nuisance created by the coal dock's present location. If a new location is found, or for whatever reason this property becomes available, the city should purchase said property to insure public access and the continuation of the waterfront parkway. The remainder of the land should then be carefully studied to insure that it be used for the greatest common good.

The city should explore the possibilities of a street end park at either Eighth or Ninth Streets on the Fox River's west shore. The location of both sites are within industrial areas. The Eighth Street site is larger and offers an area at the water's edge that could also serve as a hand boat launch site for smaller craft. Any plan for development of these sites should include fencing and landscaping to buffer the park area from the industrial neighbors as well as benches, tables and lighting. Adequate parking for vehicles must also be considered.

### **Fox River (East Bank):**

The city should pursue access between the former Kerscher Metal Building and the river to allow the expansion and continuation of the riverfront walk along the Fox River's east shore line. This may be possible through a trade involving existing city owned former railroad right-of-way.

The property immediately to the south of the former Kerscher Building, extending to Porlier Street is presently open space and privately owned except for the city-owned former railroad property. The plan recommends that the city pursue the purchase of this property for park/parkway purposes for the following reasons.

1. Waterfront preservation and beautification.
2. Its close proximity to the central business district.
3. Its present state of being unimproved vacant land and is of adequate size to support park amenities such as picnic tables, benches and comfort facilities.
4. Would serve as a significant park area which would help attract new residential development as well as encourage the reconstruction and refurbishing of the existing area housing.

5. Logical shoreland connecting link for future pedestrian/bike trails now being planned. These include the proposed rails-to-trails pedestrian/bike trail through the Village of Allouez to the City of De Pere.
6. Due to road and water setback requirements and the space required for the planned pedestrian/bike trail, the amount of developable land is small and currently limited to parking.

With the above facts in mind, the most logical use of this land would be for public waterfront parkway purposes. If the city is not successful in the purchase of the said property, a fair and suitable trade should be arranged for the privately owned waterfront property and the city owned former railroad right-of-way which would allow for the continuation of the parkway along the water's edge.

Hazelwood is an historical site located a few lots south of Porlier Street fronting on Monroe Avenue, extending to the proposed parkway. The trail should connect to this Green Bay historical site. The plan also recommends that if and when the railroad line and bridge located in this area are abandoned that a fishing pier should be built using portions of the former railroad bridge footings as its base. This area has been identified as having significant sport fishing potential.

#### **Study Area #9**

##### **Location:**

East River from the southern city limits at the Village of Allouez and Town of Bellevue to its mouth at the Fox River including the mouth of Baird Creek to Morrow Street (Maps 19, 20, 21, 22).

##### **Description:**

The East River is a tributary of the Fox River. A little over half of its banks are bordered by city owned park and parkway. The East River waterfront from Baird Creek to Webster Avenue is mostly commercial on the west/south bank and residential on the east/north bank. The remaining portion of riverfront is mostly bordered by industry. The remainder of the East River, south of Baird Creek, is developed in residential or public uses.

Baird Creek is a tributary of the East River. Ann Sullivan School/Park is located on both sides of Baird Creek at the confluence of the East River and Baird Creek. It is at this location that a pedestrian/bike bridge crosses over the East River and connects Joannes Park with Ann Sullivan School/Park, and another bridge crosses over Baird Creek connecting this area to Main Street and existing neighborhood sidewalks.

**Study Area Disadvantages:**

The East River's water quality is poor due to both point and non-point source pollution. The upstream areas of this river run through farmland and residential areas with high clay content soils. The combination of farm chemicals, lawn care chemicals, and erosion results in poor water quality before even entering the city limits.

The northern portion of the East River has commercial, business, and industry built close to the river's edge effectively blocking potential waterfront trails. In most cases, a few narrow areas do have potential.

Water quality of Baird Creek is poor due to erosion and non-point source pollution. The south river bank of Baird Creek between Main Street and Henry Street has been channeled with some concrete banks and is presently being used for a variety of industrial uses, hindering the possibility of a pedestrian/bike path from following the creek's natural course.

**Study Area Advantages:**

Water quality has been improving due to a great extent by the efforts of the East River Priority Watershed Project enacted in 1988.

The southern portion of the East River is mostly bordered on both sides by public park and parkway areas from its junction with Baird Creek to the city limits. The parkway continues along the western shore through the Village of Allouez to the City of De Pere with only a short gap created by residences with shoreline property. The Village of Allouez' East Riverfront Parkway does have a paved pedestrian/bike trail through the major portion of the village. The west shoreline south of the Green Bay city limits is a planned parkway by the Town of Bellevue, which is now in the process of purchasing these shoreline properties. The Village of Allouez and the Town of Bellevue have planned bridges over the river to accommodate the interconnection of the proposed and existing pedestrian/bike trails.

A foot/bike bridge exists over the East River and Baird Creek connecting Joannes Park, East High School and Ann Sullivan School/Park, each with large parking lots. The city recently purchased one lot on Baird Creek at Main Street. This was purchased for parkway and for the reconstruction of Main Street.

**Recommended Actions:**

The portion of river bank from Monroe Avenue to Baird Street is largely privately owned. The city should acquire the indicated river bank properties or portions of them with the goal of a continuous riverfront path. Emphasis should be placed on the south bank of the river where several properties have already been retained. Wherever pedestrian/bike paths are not possible or practical, bicycle lanes should be established to accomplish the interconnection of pedestrian/bike paths along the rivers and throughout the city. On the north bank industrial activity makes it difficult or impossible to develop parkway, except between Webster Avenue and Main Street. Properties should continue to be acquired in the area

in order to develop a continuous lineage along the waterfront. This is a critical stretch of river and is inaccessible. Without the north bank link, a continuous East River Parkway would not be possible.

A trail should be constructed in cooperation with the Board of Education along the river behind East High School which would connect Baird Street to the existing Joannes walks as well as in the future tie into the proposed and existing trail going south along the East River.

In areas where acquisition is unfeasible, the setback/landscape ordinance to control erosion for aesthetic purposes.

It is recommended that the city complete the linkage of the paved walkway on the bank of the East River (at Kurtz Avenue and Crooks Street). This will most likely require the removal of two city owned rental houses.

The city should take advantage of the above mentioned pedestrian/bike bridge over the East River and Baird Creek as the logical connecting or cross over point for trails on the west bank of the East River going to the east toward Baird Creek Parkway and the proposed rails-to-trails pedestrian/bike trail which would extend east through the city eventually connecting to the Ahnapee Trail.

The plan recommends construction of a pedestrian/bike path from Ann Sullivan School/Park Walkway, following the waterfront along the northwest shore of Baird Creek, behind Riverside Ballroom, to Main Street. Continue trail along the northwest shore of Baird Creek through purchase of easements or other acquisition techniques and connect to the existing Baird Creek Parkway at Morrow Street. If this becomes unfeasible, develop a designated sidewalk or bicycle lane along the east side of Elizabeth Street to Morrow Street and follow Morrow Street until it connects with the existing Baird Creek Parkway. The plan also recommends the reconstruction of the stone bridge over Baird Creek.

The plan recommends the extension of existing trails in Baird Creek Parkway to Danz Avenue. It may be most prudent to carefully monitor the potential railway abandonment as this is the most logical location for this trail (see Study Area #10). The city should also complete the proposed bridge construction over Baird Creek and provide linkages to adjacent residential areas north of Deckner Avenue.

#### **Study Area #10**

##### **Location:**

Baird Creek, from Morrow Street east to city limits (Maps 23, 24, 25, 26, 27, 28, 29, 30).

##### **Description:**

This area contains unique and valuable natural area with a variety of topographical characteristics and was once considered for a possible state park features the Baird Creek Parkway, Triangle Hill Sports Area, Danz Park/School, Baird Park/School, Christa McAuliff

Park/School, Fox Valley and Western Railroad right-of-way are all within the parkway. Numerous small waterfalls and roads highlight this section which is being developed nearby.

The area along the creek, east of Danz Avenue, are for the most part undeveloped. The land along the banks of both branches of Baird Creek have been designated as proposed parkway. The Wisconsin Central Ltd. and Fox Valley & Western Ltd. Railroads' right-of-way follows the creek's main and north branches through most of this study area.

**Study Area Disadvantages:**

Some areas have severe erosion along the creek's banks and adjacent hillsides.

The majority of the land that has been officially designated future parkway at the time of this publication has yet to be purchased west of I-43 by the city.

Some private owners would prefer to develop the area rather than work with the city to provide parkway.

**Study Area Advantages:**

Most of the creek's shorelines between the East River and I-43 are already county/city owned, and all are designated as future parkway. A portion of this parkway is Triangle Hill Sports Area, which offers downhill/cross country skiing, sledding, and tubing, complete with rope tows and warming shelters during the winter months. The park area also has play areas and soccer fields and nature trails.

The above mentioned railroad right-of-way has been considered for future abandonment by the railroad and consequently may be eligible for conversion to recreational trails under the Rails-To-Trails Conservancy Act of 1983.

**Recommended Actions:**

The city should purchase those areas shown on the maps to complete the parkway. Plans for the creation of a toboggan run, prairie restoration and additional parking should be implemented. The existing prairie restoration should be encouraged and continued. The city/county should provide adequate funding and manpower to maintain the existing proposed trails at the appropriate width with appropriate surfacing. The city and county should continue to maintain this area together under the existing joint agreement and should detail a plan for its development and improvement.

The Fox River Valley Railroad right-of-way runs through the parkway. This portion of track, if abandoned, would become available under the Rails-To-Trails Act for conversion to a recreational trail. This conversion of railroad to a recreational trail should be actively pursued. The conversion of this right-of-way to a pedestrian/bike trail would mean a continuous recreational trail from Green Bay through Luxemburg to the Ahnapee Recreational Trail and Kewaunee.

The existing nature trail and cross country ski trail in Baird Creek Parkway should be expanded to extend to the area south of Baird Creek but avoid damaging valuable natural areas.

The Newberry Avenue Conservancy, located within this study area, should be retained by the city for the purpose of urban green space and wildlife habitat. This is a small natural area immediately east of Preble High School, and has a small unnamed tributary stream. The plan proposes the creation of pedestrian walking and hiking trails with the goal of preserving the area in its natural state but yet encouraging public access for passive recreation.

The plan recommends that Preble High School and the Green Bay Board of Education more formally established this as a conservancy nature study area for the students of Preble High School and all other schools in the general vicinity to the conservancy.

#### **Study Area #11**

##### **Location:**

Mahon Creek from its headwaters (Hutchinson's Bog), east of Spartan Road, west to a point near Nicolet Drive (Maps: 31, 32, 33) (see Map 8, Study Area #4 for mouth of creek).

##### **Description:**

This study area is divided in two parts. The first section being Mahon Creek, north of Wisconsin Highway 54/57 and south of Nicolet Drive. This portion is mostly bordered by the campus which has built and maintains a pedestrian/bike circumvential arboretum trail that is open to students and the general public. The areas adjacent to the stream are owned by the City of Green Bay and includes the sanitary sewer and easement servicing its watershed. The second section is upstream of Wisconsin Highway 54/57 and is largely contained or bordered by the "Lake Largo" and "Bay Highlands" subdivisions. The land along the banks of Mahon Creek are generally steep and heavily wooded.

##### **Study Area Disadvantages:**

The land upstream from Wisconsin Highway 54/57 has been proposed and adopted for parkway purposes by the city but has generally not been purchased.

##### **Study Area Advantages:**

The banks of the entire creek, from Spartan Road to its confluence, have been officially designated parkway. The Mahon Creek area from State Highway 54/57 to the Bay is owned by the city and does have a recreational trail (open to public use) following its course located on adjacent university campus property. The remainder of the designated Mahon Creek Parkway is very heavily wooded and is largely an undisturbed natural area with unique topographic features.

**Recommended Actions:**

The city and the university should continue to work cooperatively with respect to arboretums, parkways, and the planning of pedestrian/bike trails.

The land which has been officially proposed as a parkway but not yet city owned should be purchased. This portion should be left in a near natural state with the exception of being cleared to allow for a nature hiking trail through the ravine, and to be kept free of debris to comply with Federal Emergency Management Agency (FEMA) Standards for storm water management.

Access points to the proposed parkway and trail system should be considered and be so designated in all future area development plans concerning this study area. Planning for the future development in this area should also include safe and convenient crossing links (for pedestrians and bicyclists) between the University of Wisconsin-Green Bay Campus area, the new Northeast Wisconsin Technology Park, and the neighboring residential areas. Hutchinson's Bog is a natural wetlands and is the headwaters for Mahon Creek. This land is designated a wetland and is protected by federal and state rule and should be preserved for wildlife habitat. It eventually should be publicly owned due to its large size and potential scientific and educational value.

If the Northeastern Wisconsin Technology Park fails to become a reality, a neighborhood park should be developed in this area adjacent to Mahon Creek, between Lake Largo Drive and Bay Settlement Road (see Study Area #4 for other recommendations for the area at the mouth of Mahon Creek).

**Study Area #12**

**Location:**

Ellis Creek and Willow Creek (north and south branches), southeastern Green Bay (Maps: 34, 35, 36, 37).

**Description and Existing Key Factors:**

This study area contains the remaining unenclosed section of Ellis Creek, from its source near Aphrodite Road to the point where the creek's flow is channeled into a storm sewer near the intersection of Van Beek and Manitowoc Roads, where it remains buried until it empties into Baird Creek.

Willow Creek is also contained within this study area and is adjacent to the existing Wilder Park. The creek's north and south branches flow separately within the Green Bay city limits, one starting from the I-43 Business Park, east of I-43, following southwesterly into the Town of Bellevue and to the East River.

**Study Area Disadvantages:**

The Ellis Creek Parkway, due to its size and private ownership of land abutting the area, functions mainly for storm water management and is not well suited to general public trail use. Limited public access exists for much of the northerly area of Willow Creek at this time.

**Study Area Advantages:**

Large areas of open space land which offers habitat for area wildlife and a place for native vegetation to grow in both the Ellis and Willow Creek Parkways. The existing linkage of Willow Creek along the boundary of Wilder Park provides excellent public access to this valuable natural area.

**Recommended Actions:**

Ellis Creek was principally designated for the purpose of storm water management. The Ellis Creek Parkway Area should remain as public property for this purpose with limited public access. The plan highly recommends that the residents with property abutting the parkway follow the suggested maintenance policies as noted in the appendix of this plan. (Also see General Recommendation (L) relating to the categorization of small parkways.)

The plan recommends that the Willow Creek Parkway (north branch) be improved by the construction of a pedestrian/bike trail from High Meadow Court to Manitowoc Road with a linkage to Wilder Park and to the adjoining neighborhood where appropriate. The routing of this trail should follow the sewer line easement where possible as grading and tree removal has already been done (in connection with the extension of the sanitary sewer system in 1990). The proposed trail would serve as a safe, convenient, and pleasurable pedestrian/bike route to Wilder Elementary School/Park and N.E.W. Lutheran High School area students, and as a passive recreation trail for local residents. Access points to the trail could be located at Manitowoc Road, Alpine Drive, Robinson Avenue (between the two schools), and with other subdivision access routes at Van Beek Road and High Meadow Court (through the Faith Chapel property). At this time, the feasibility of the potential access points needs further study. The trail would increase the accessibility to the parkway, thereby helping the area schools better utilize the parkway for water and nature studies. N.E.W. Lutheran High School has expressed an interest in building an outdoor science lab near the parkway which they would also allow the students of Wilder Elementary School to use.

Willow Creek, South Branch, is located east of Interstate 43 and is contained largely within the I-43 Business Park. This 80 acre conservancy/parkway was developed mainly for the purpose of storm water management and wetland preservation, but is mentioned in literature for the business park as a site for passive recreation. Development of this parkway by the addition of pedestrian trails and park tables/benches is recommended. This parkway, once completed, could be used by existing business park employees for business meetings, employee breaks and noon lunches. The improved parkway would be a definite asset to the business park which would help attract new businesses to the park.



### **Study Area #13**

#### **Location:**

Beaver Dam Creek area as contained within the Green Bay city limits. West Green Bay between Military Avenue and Packerland Drive (Maps: 38, 39, 40, 41).

#### **Description:**

This study area is mostly residential in nature. Beaver Dam Creek Parkway's borders include Fireman's Park, Beaver Dam Park/McArthur School, John F. Kennedy Park/School, and Southwest High School.

#### **Study Area Disadvantages:**

Private residential ownership of land abutting portions of the narrow parkway, as well as major street crossings, make the creation of continuous public/pedestrian paths difficult. Short sections of trail do exist in specific areas.

#### **Study Area Advantages:**

Large areas of open space land which offers habitat for area wildlife and a place for native vegetation to grow. The location of schools abutting the parkway offers an excellent setting for students to do nature studies without the need for transportation.

#### **Recommended Actions:**

The above mentioned schools should be encouraged to work cooperatively with the city's Park and Public Works Departments to plan and develop nature study areas for their students to use. The construction and maintenance of these areas should be done by the students as a learning experience in ecology and respect of nature.

Pedestrian paths should be developed following the creek's channel wherever practical. In the areas where Beaver Dam Parkway is abutting private residences, the property owned by the city should be treated as parkway and should remain as public property with limited public access. The plan recommends that the residents with property abutting the parkway follow the suggested parkway maintenance policies as noted in the appendix of this plan.

This study area catches the corner of the proposed He-Nis-Ra wetlands property. Although this site is not a part of a waterway as the other areas of this plan are, it is important to note the environmental significance of this large wetland area. It is recommended that the city secure the ownership of this property and thereby guarantee its protection.

### **Study Area #14**

#### **Location:**

Duck Creek area near the northwest corner of city limits (Maps 42, 43, 44).

**Description:**

Contained within this study area are Pamperin County Park, Ted Fritsch Park, Oneida Creek, Duck Creek and LaCount Creek Parkway, as well as Oneida Golf and Riding Club.

**Study Area Disadvantages:**

A large portion of this area is privately owned by Oneida Golf and Riding Club (a private membership only facility). The southerly portion of LaCount Creek Parkway is narrow and surrounded by private residences with little public access.

**Study Area Advantages:**

Most of the shorelines in this study area have been designated as parkway on the Official Map and thereby restrict development. The existing proximity to Ted Fritsch Park and Pamperin Park provide potential parkway/walkway linkages for the future for the city, the Town of Hobart and the Oneida Tribe.

**Recommendations:**

The sites within this study area which have been designated as parkway but not yet purchased should be purchased. The exception to this being land owned by Oneida Golf and Riding Club which should be allowed to stay under private ownership since it is zoned Conservancy, restricting development.

The plan recommends wherever possible to establish pedestrian or pedestrian bike trails. The City Park Department should work with the county to establish one cohesive park along both sides of Duck Creek.

Presently only a narrow band of land is designated parkway on the Official Map along the Duck Creek. Lands of the Oneida Golf and Riding Club are mostly zoned Conservancy District and some is zoned Residential Park. Conservancy District limits development appropriately. This area should be expanded to include the areas shown as proposed on Maps 42, 43 and 44.

Area development plans drawn for future development in these areas should include access points to the designated parkway through the use of pedestrian paths or pedestrian bike paths.

One major access (bridge) across LaCount Creek to Ted Fritsch Park should be pursued and constructed by the city at one of the two existing public access points west of Ted Fritsch Park.

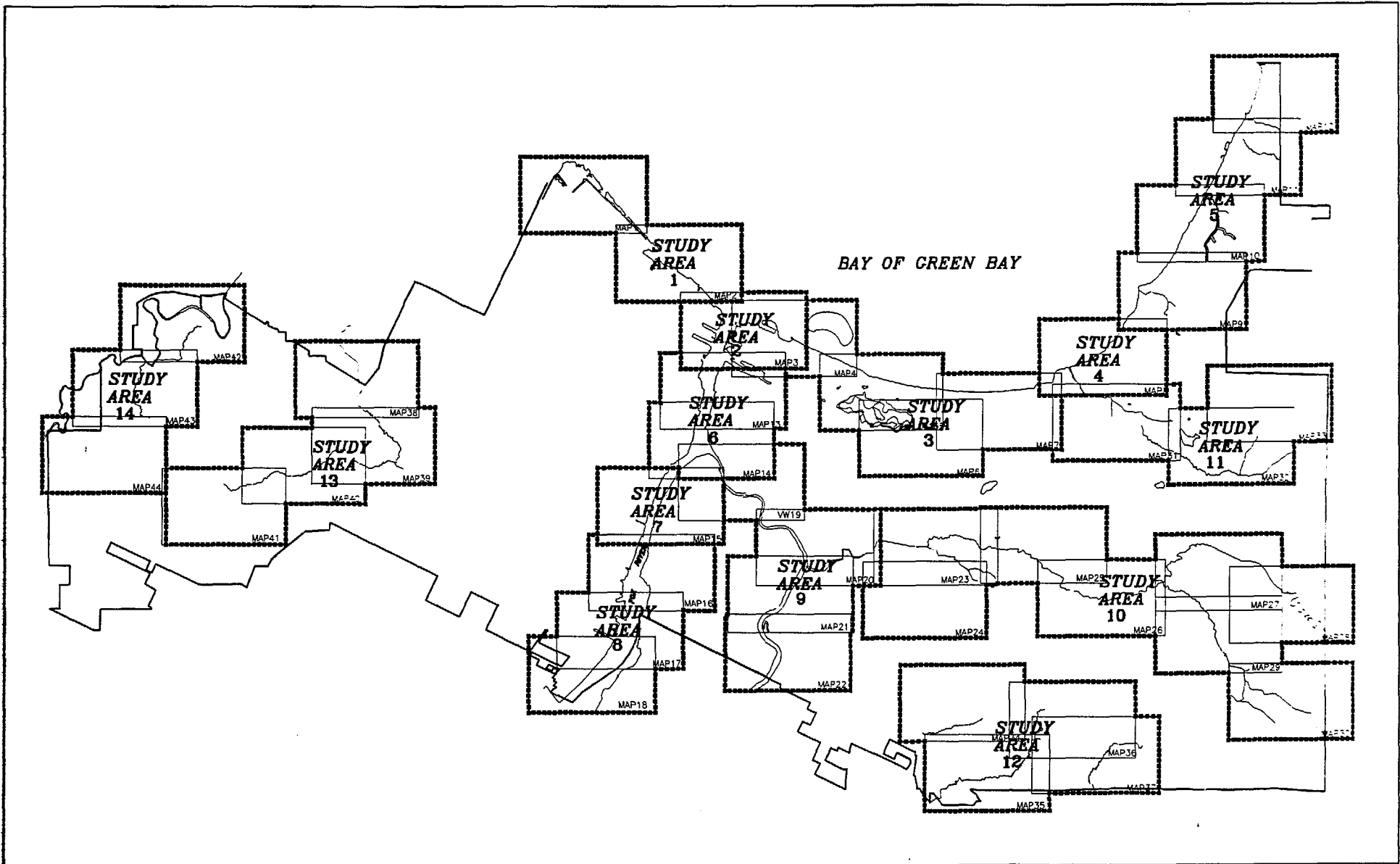
**B. DETAILED PROPOSALS MAPS**

The proposals for all 16 study areas are detailed in the following 44 maps. Parkway boundary lines represent approximations and should not be taken as absolute. When and if properties are acquired by the city, a formal survey for that specific area should be

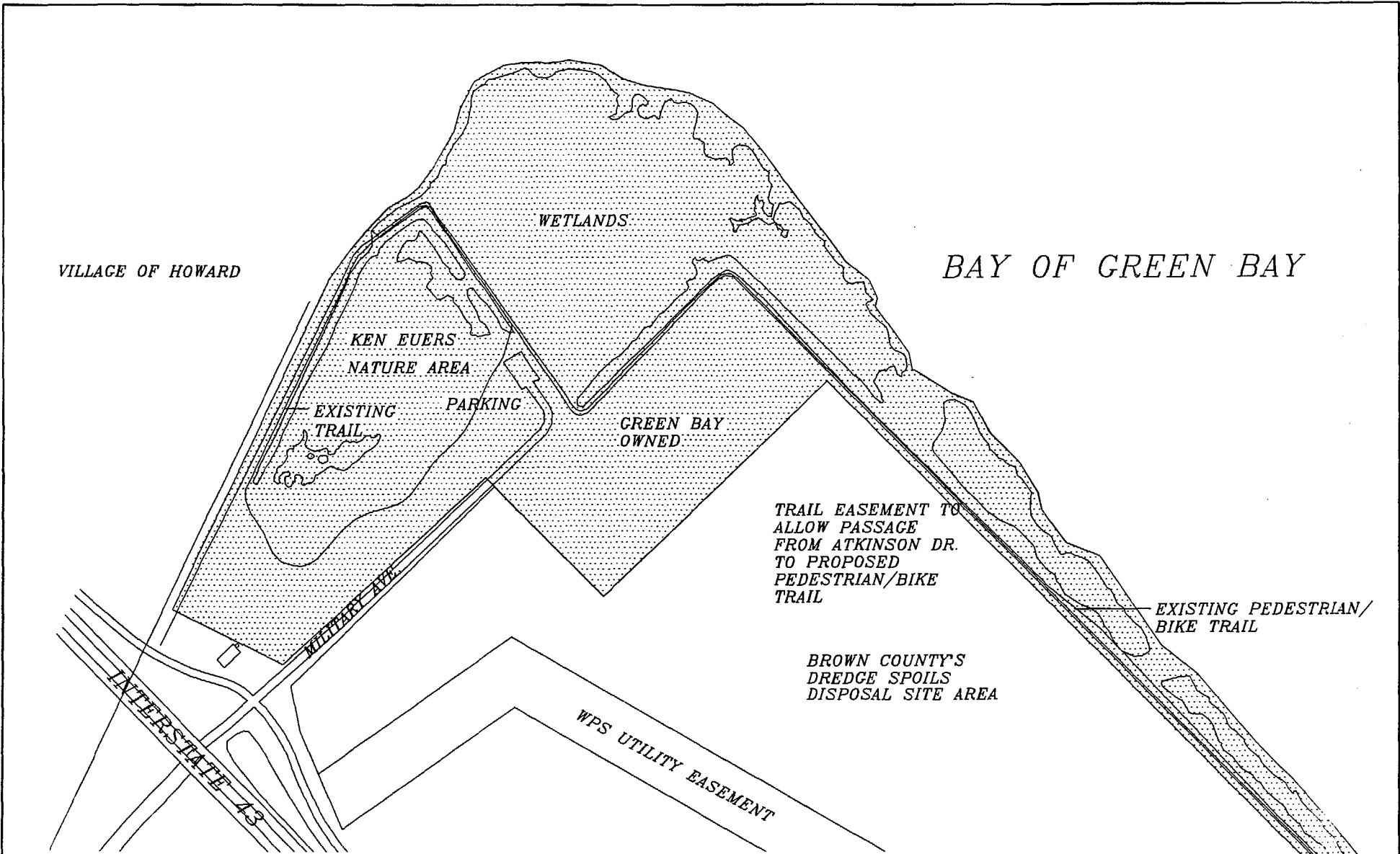
developed and utilized to negotiate the establishment of an exact parkway boundary based on parkway and adjacent economic priorities.

Plate 4 outlines the locations of the study areas as well as the maps within each study area.

For a compilation of all mapped proposals, see Plate 5 for the overall city waterfront plan.



<p>PREPARED BY: GREEN BAY PLANNING DEPT. &amp; GREEN BAY PARK AND RECREATION DEPT.</p>	<p>NO SCALE</p>	<p>↑ NORTH</p>	<p><b>COMPREHENSIVE WATERFRONT PLAN</b> GREEN BAY WISCONSIN</p>	<p>EXISTING PARK / PARKWAY DESIGNATED PARK / PARKWAY (OFFICIAL MAP) PROPOSED PARK / PARKWAY</p>	<p>PLATE NUMBER 4</p>
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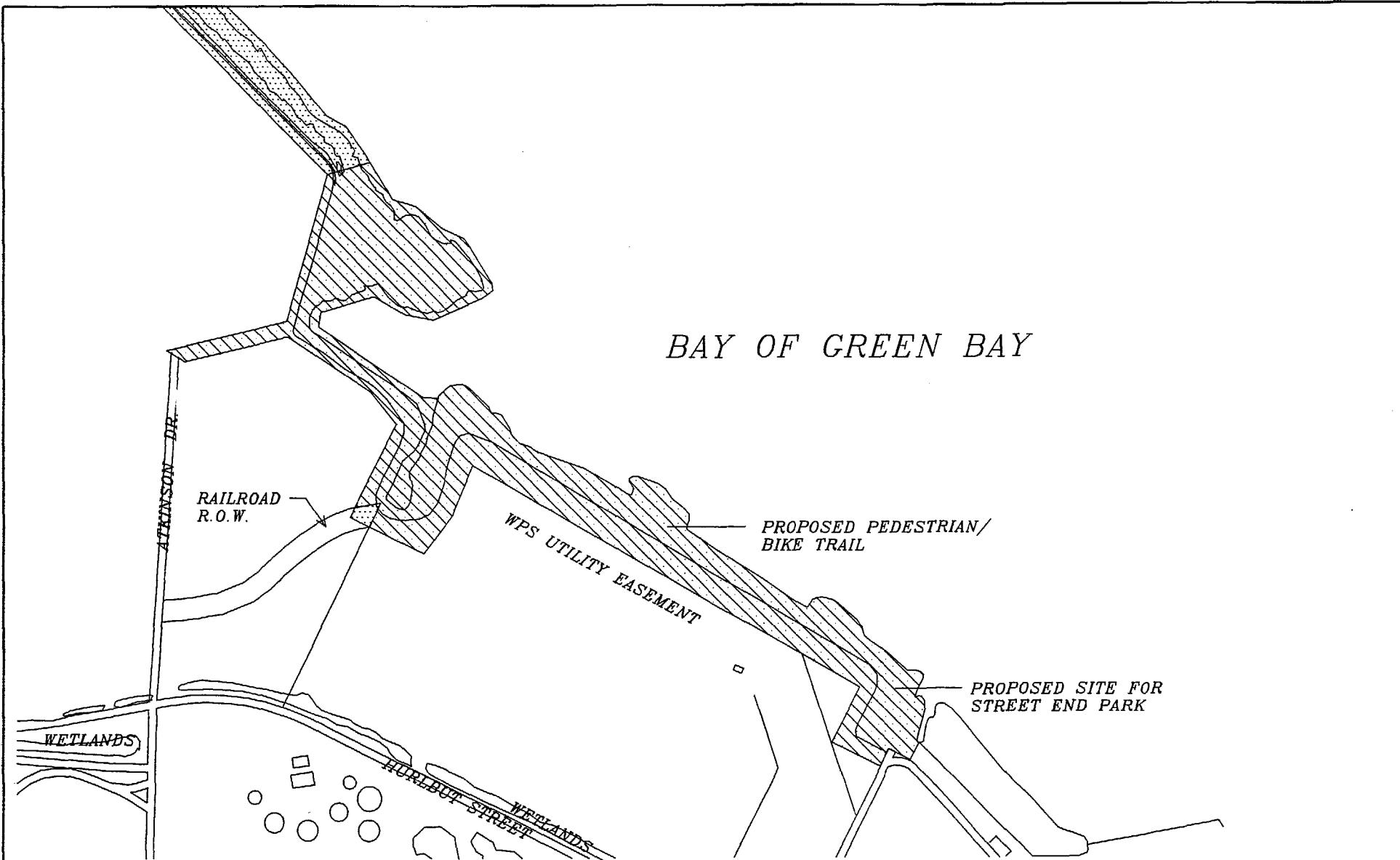
COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

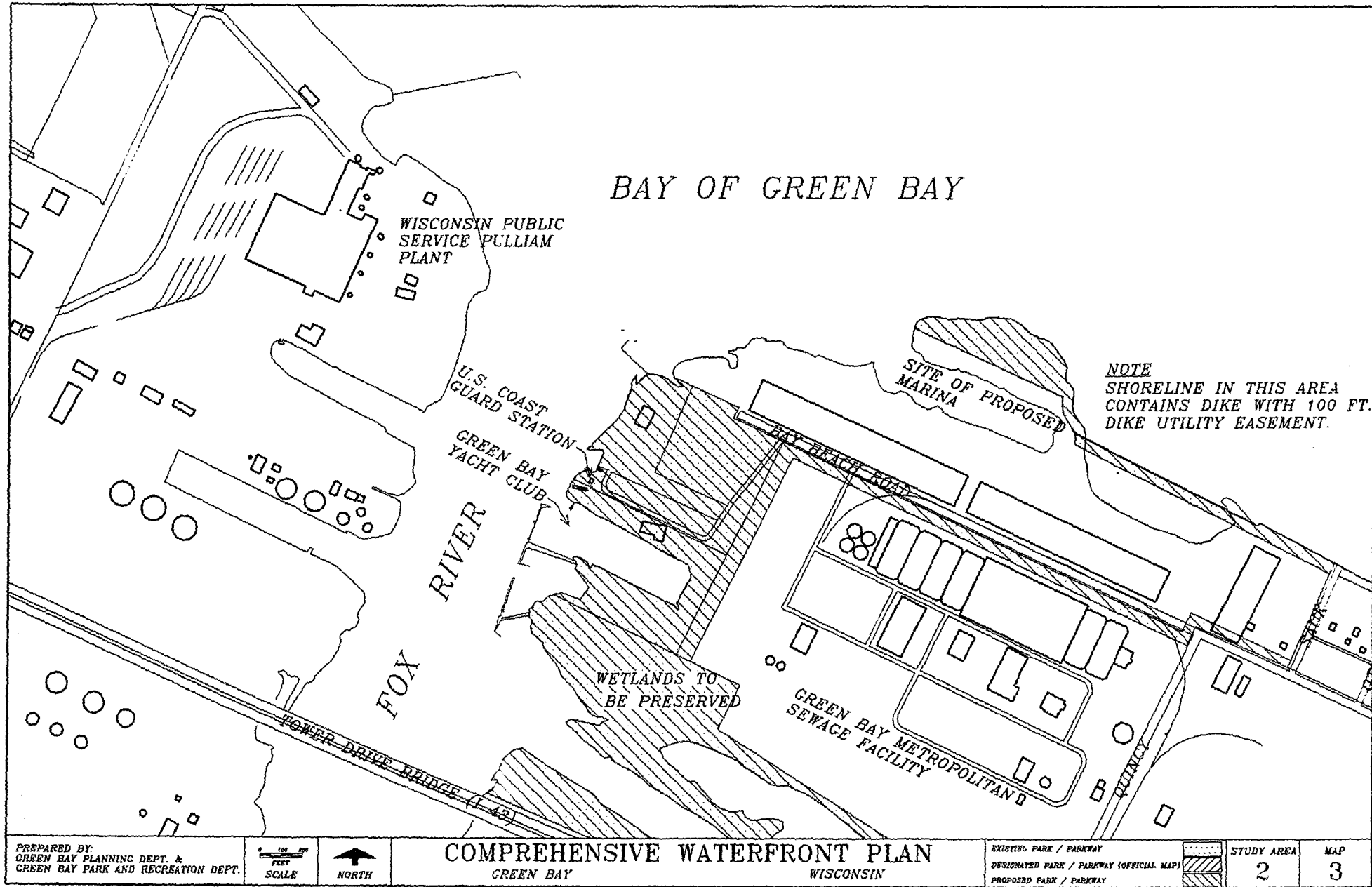


STUDY AREA MAP  
1 1

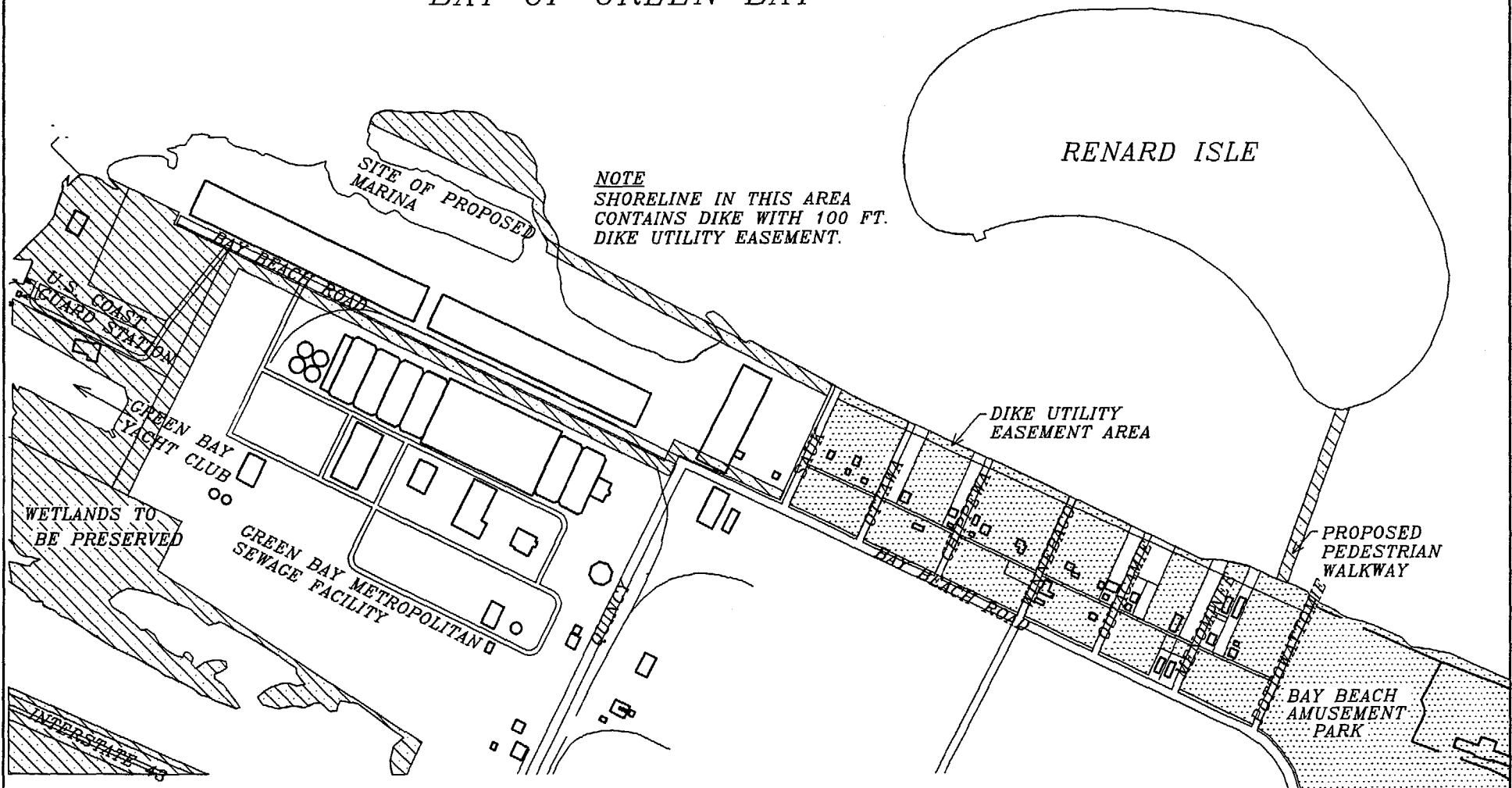
# BAY OF GREEN BAY



<p>PREPARED BY: GREEN BAY PLANNING DEPT. &amp; GREEN BAY PARK AND RECREATION DEPT.</p>	<p>1" = 100' AND 2" = 200' SCALE</p>	<p>↑ NORTH</p>	<p><b>COMPREHENSIVE WATERFRONT PLAN</b> GREEN BAY WISCONSIN</p>	<p>EXISTING PARK / PARKWAY DESIGNATED PARK / PARKWAY (OFFICIAL MAP) PROPOSED PARK / PARKWAY</p>		<p>STUDY AREA 1</p>	<p>MAP 2</p>
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# BAY OF GREEN BAY



**NOTE**  
SHORELINE IN THIS AREA  
CONTAINS DIKE WITH 100 FT.  
DIKE UTILITY EASEMENT.

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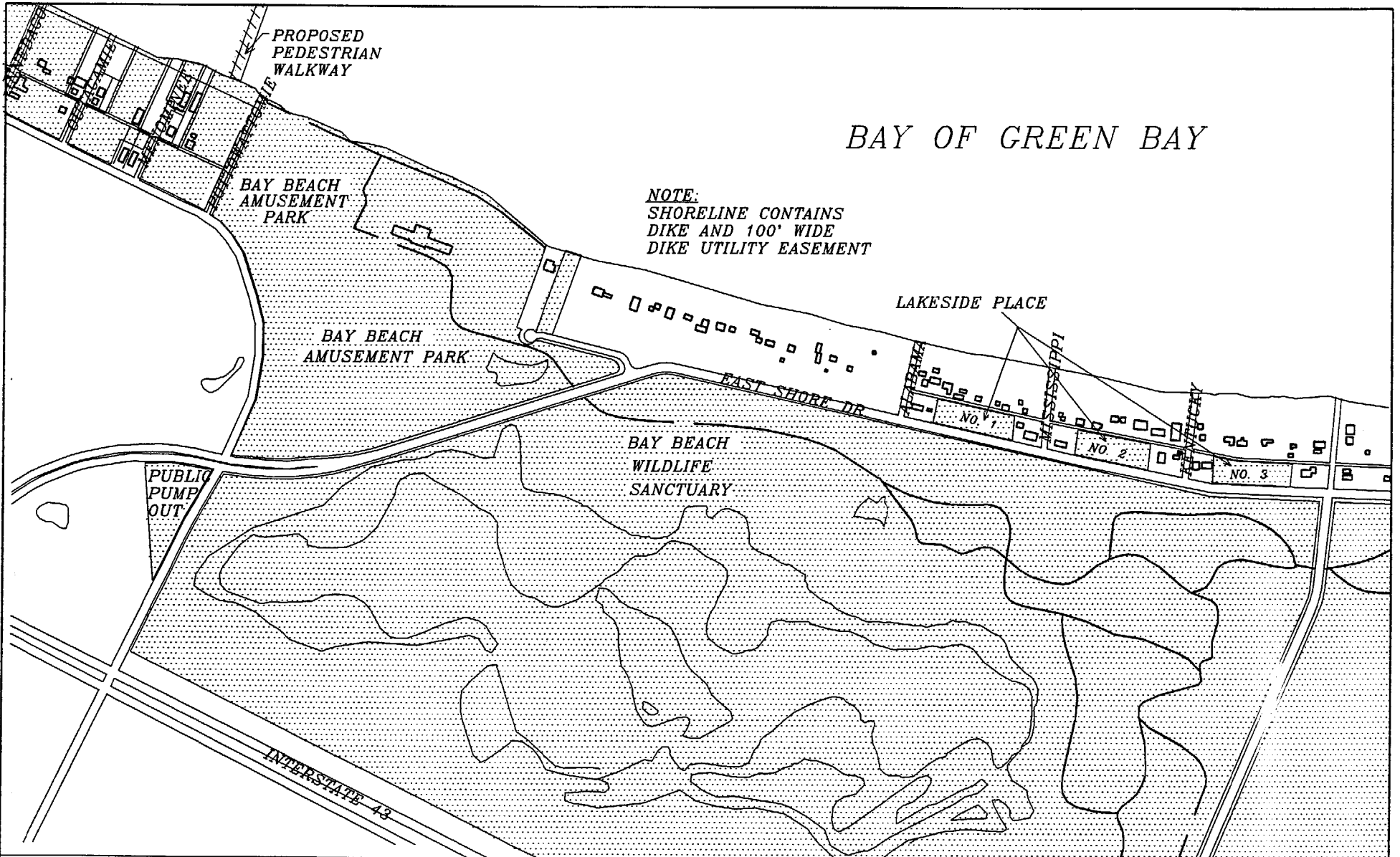
SCALE  
  
NORTH

## COMPREHENSIVE WATERFRONT PLAN GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
 DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
 PROPOSED PARK / PARKWAY

STUDY AREA	MAP
3	4





# BAY OF GREEN BAY

**NOTE:**  
 SHORELINE CONTAINS  
 DIKE AND 100' WIDE  
 DIKE UTILITY EASEMENT

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1" = 100' FT  
 SCALE



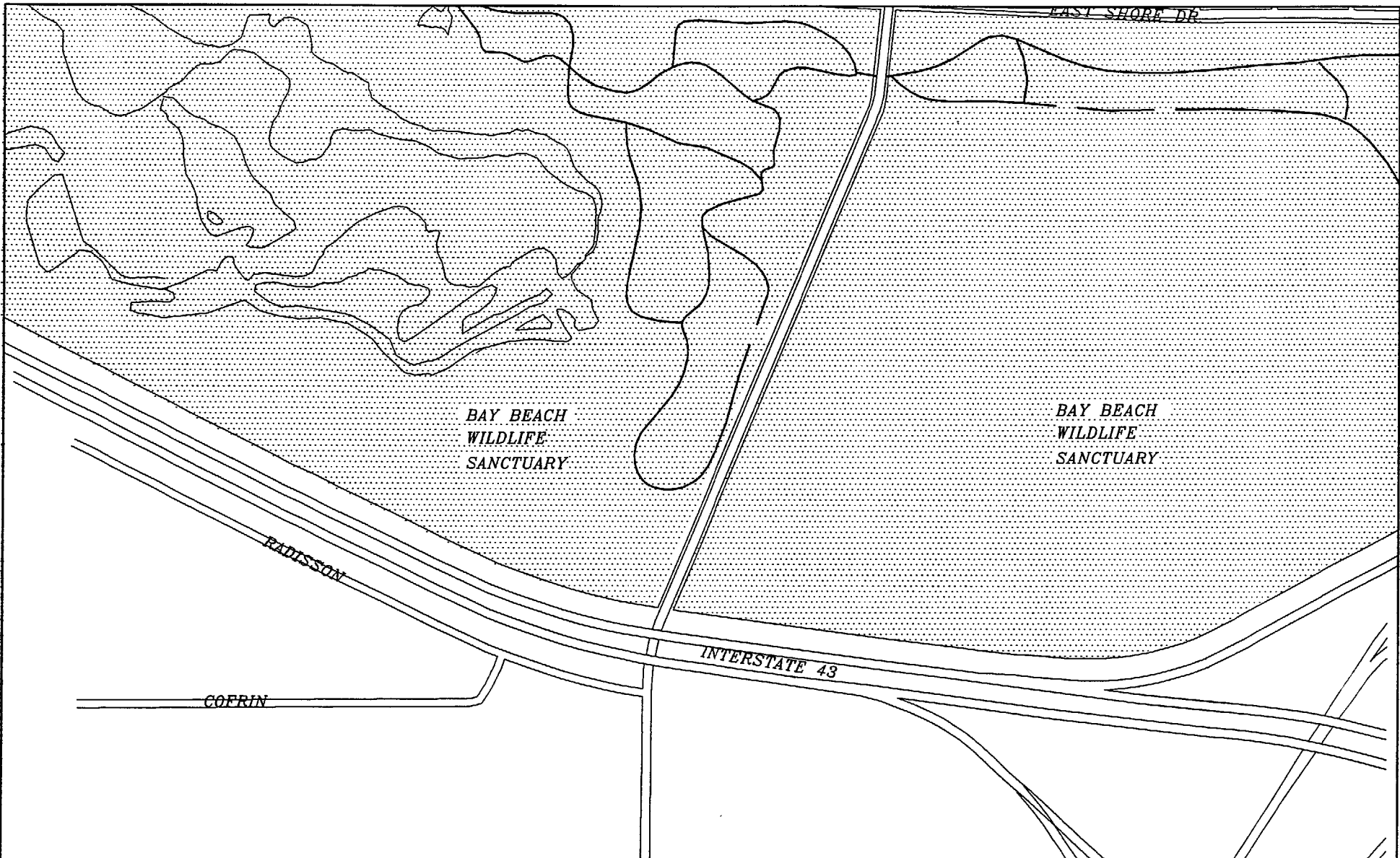
## COMPREHENSIVE WATERFRONT PLAN GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
 DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
 PROPOSED PARK / PARKWAY



STUDY AREA  
 3

MAP  
 5



BAY BEACH  
WILDLIFE  
SANCTUARY

BAY BEACH  
WILDLIFE  
SANCTUARY

EAST SHORE DR

RADISSON

INTERSTATE 43

COFRIN

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COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



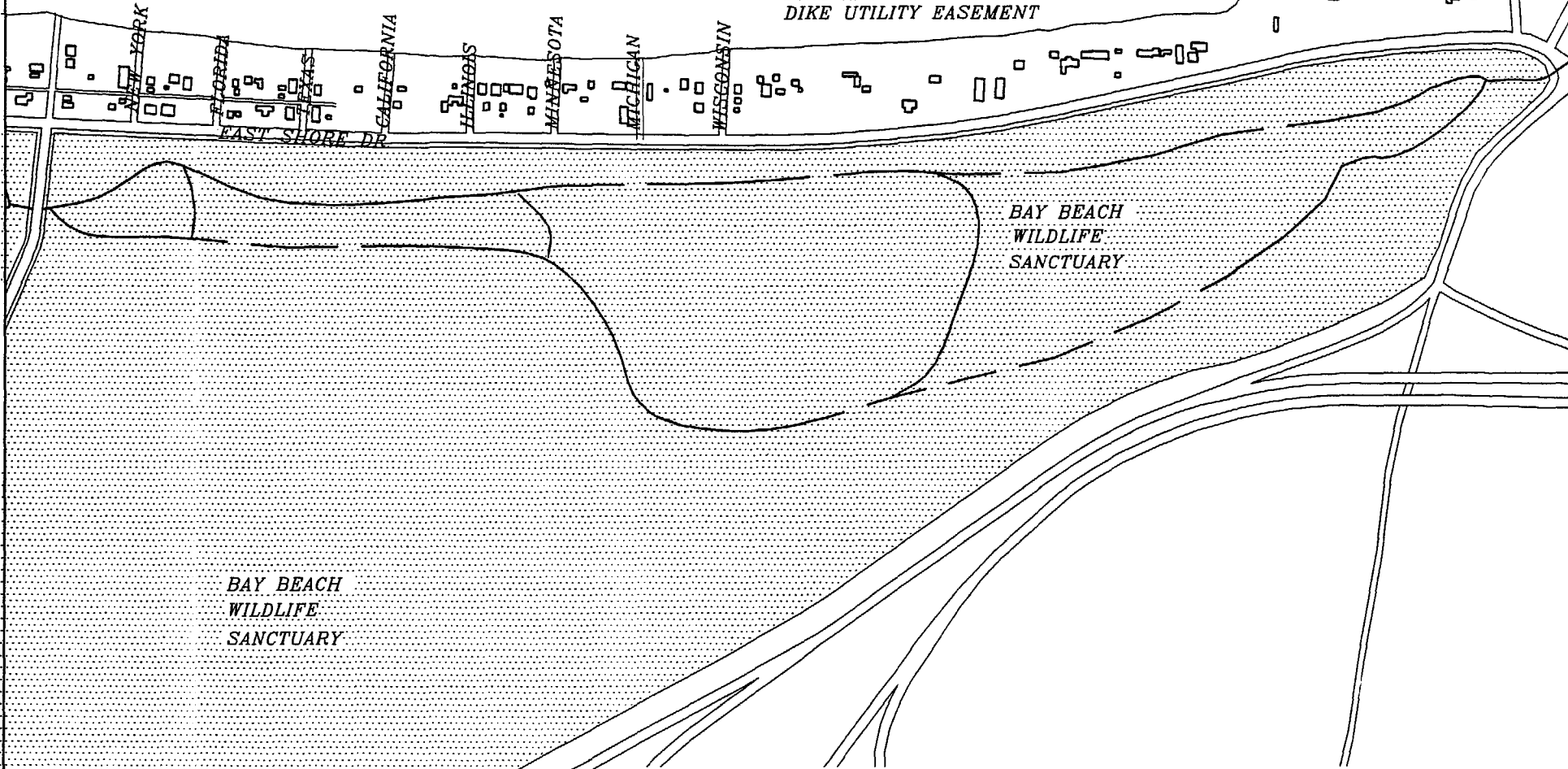
STUDY AREA  
3

MAP  
6

# BAY OF GREEN BAY

POTENTIAL STREET  
END PARK SITES

NOTE:  
SHORELINE CONTAINS  
DIKE AND 100' OF  
DIKE UTILITY EASEMENT



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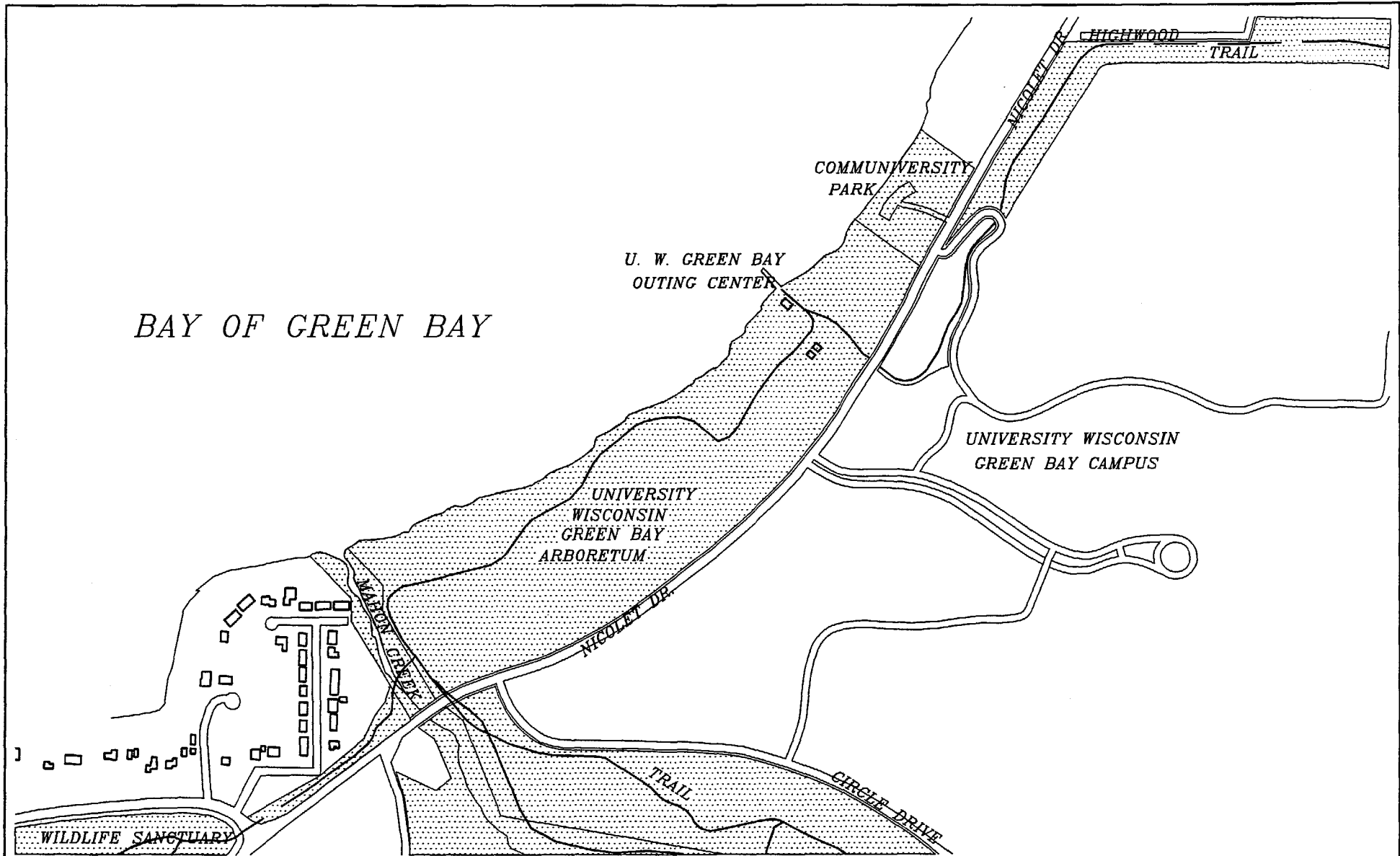


## COMPREHENSIVE WATERFRONT PLAN GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA	MAP
3	7



BAY OF GREEN BAY

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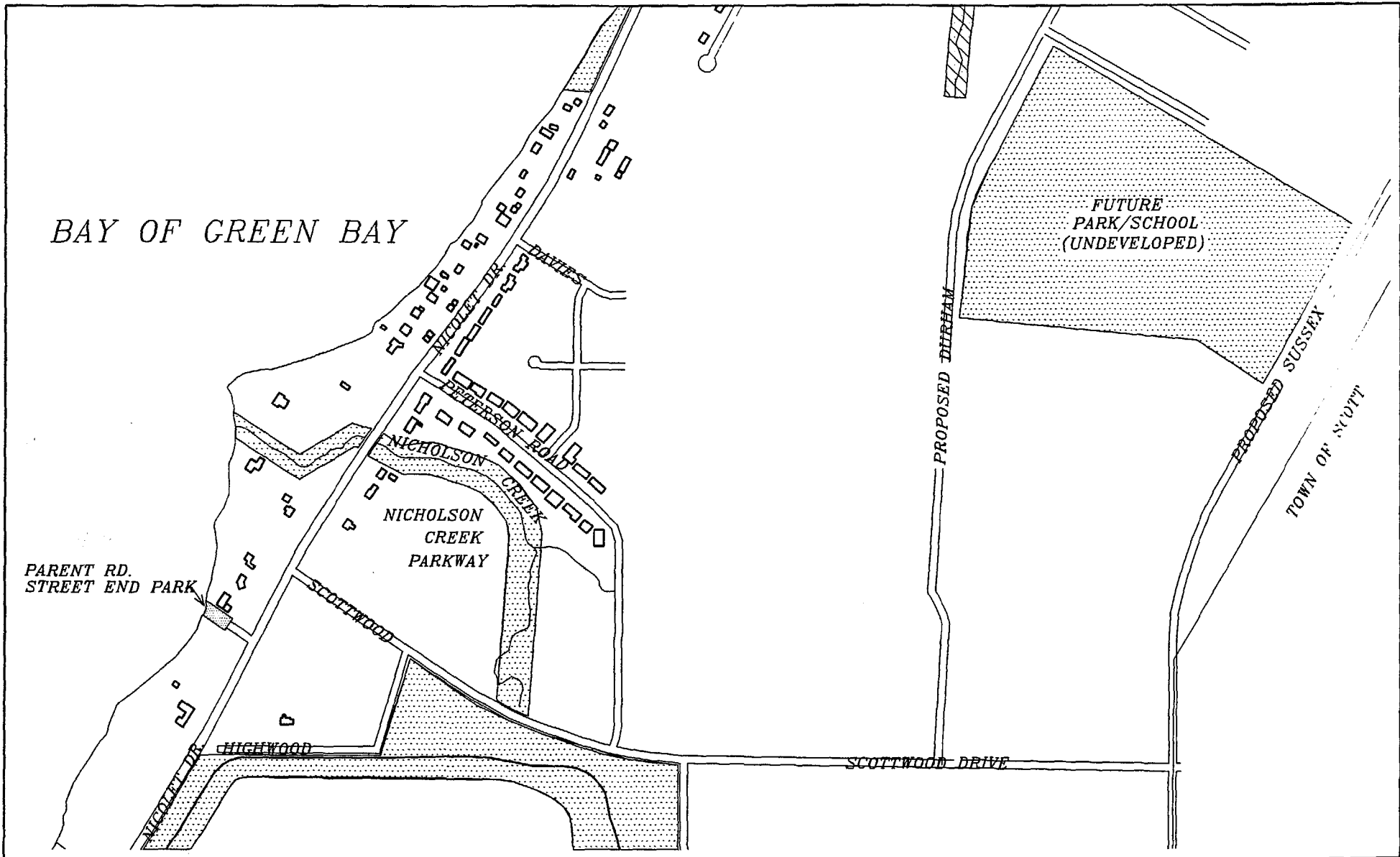


COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA	MAP
4	8



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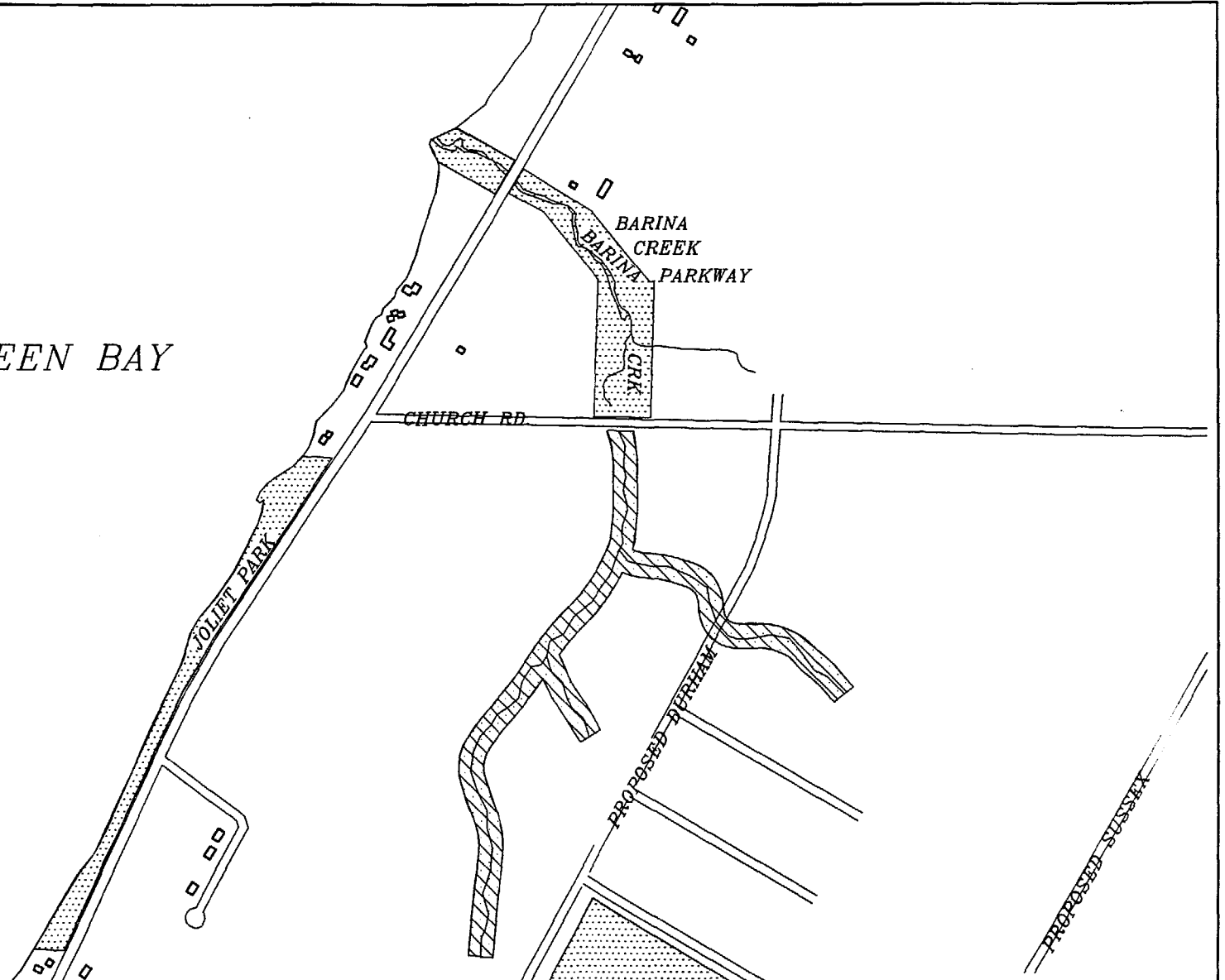
**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA MAP  
5 9

BAY OF GREEN BAY



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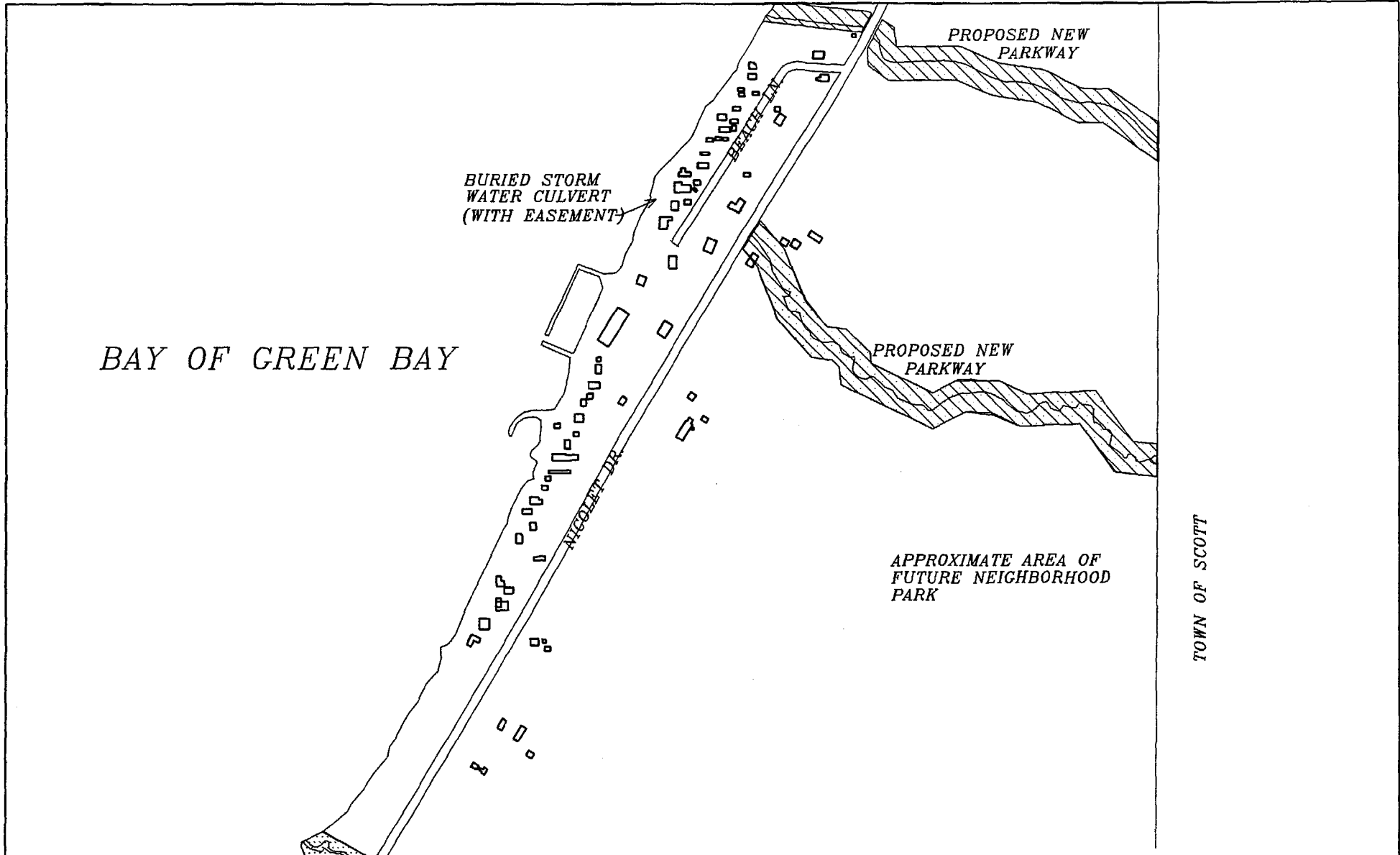
**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
5

MAP  
10



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**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
5

MAP  
11

BAY OF GREEN BAY

MYCOTT DR

VAN LAANEN RD

PROPOSED NEW PARKWAY

TOWN OF SCOTT

PREPARED BY:  
GREEN BAY PLANNING DEPT. &  
GREEN BAY PARK AND RECREATION DEPT.

100 FT  
SCALE



COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

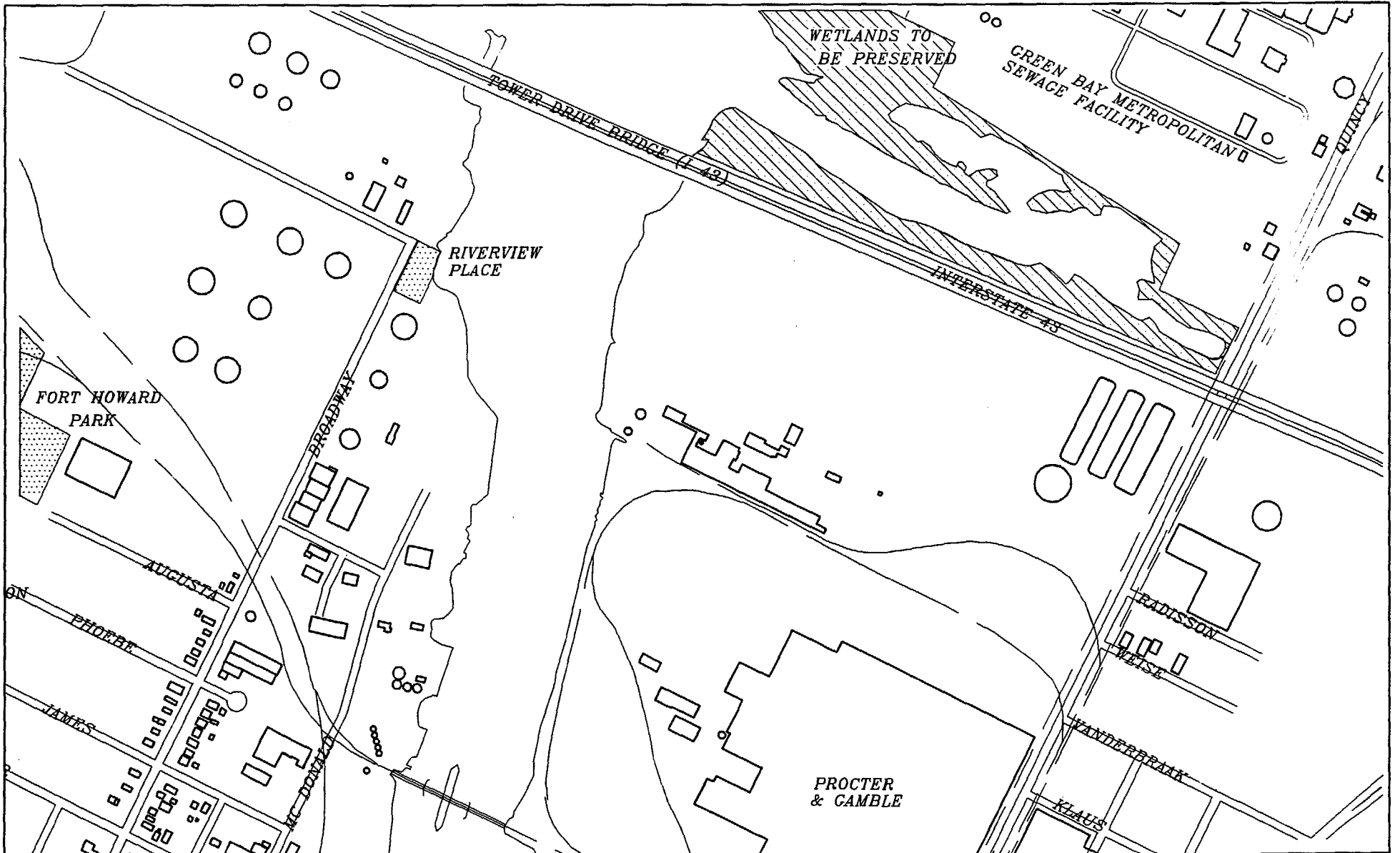
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



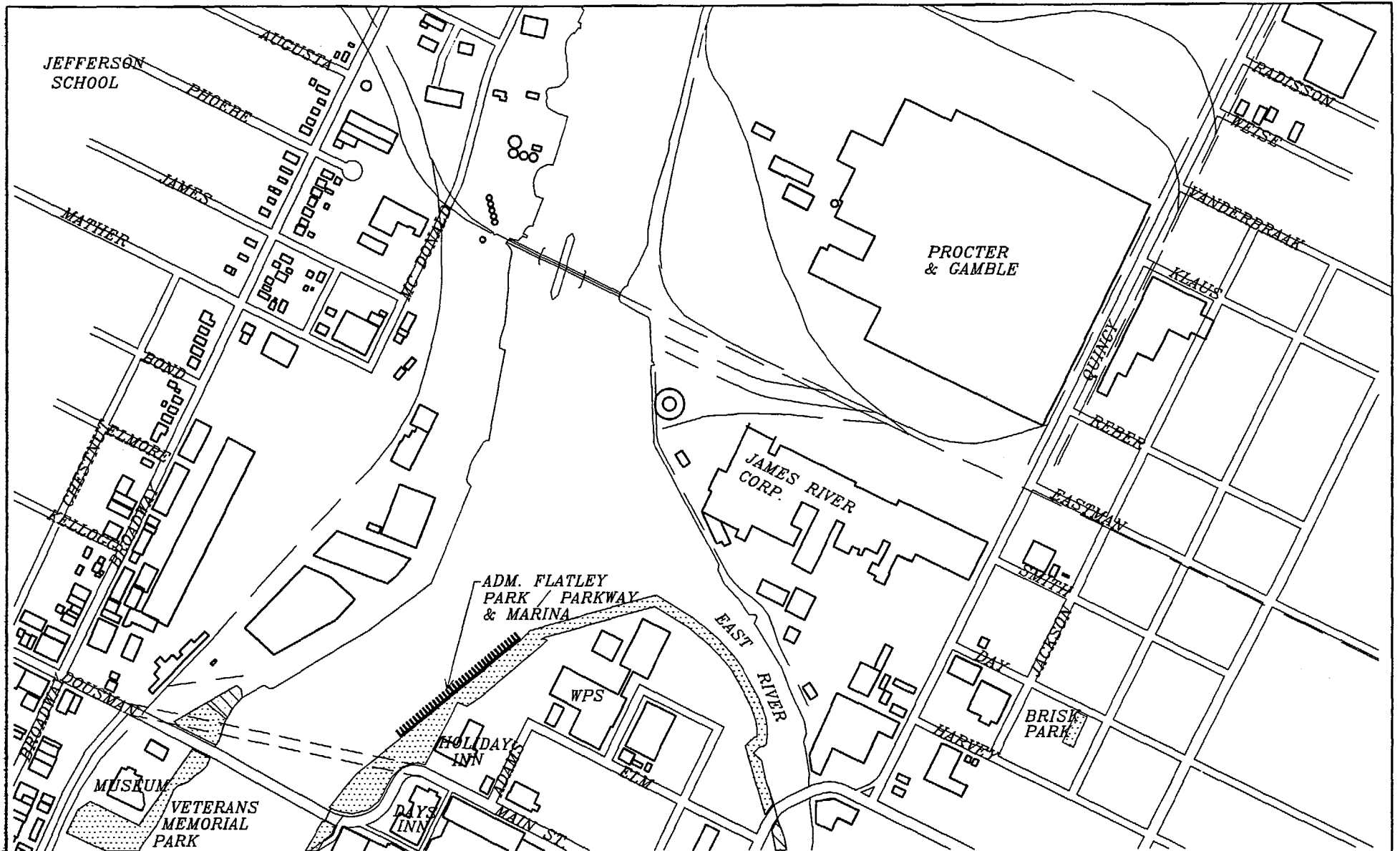
STUDY AREA  
5

MAP  
12





PREPARED BY: GREEN BAY PLANNING DEPT. & GREEN BAY PARK AND RECREATION DEPT.	 SCALE	 NORTH	<b>COMPREHENSIVE WATERFRONT PLAN</b> GREEN BAY WISCONSIN	EXISTING PARK / PARKWAY DESIGNATED PARK / PARKWAY (OFFICIAL MAP) PROPOSED PARK / PARKWAY	STUDY AREA 6	MAP 13
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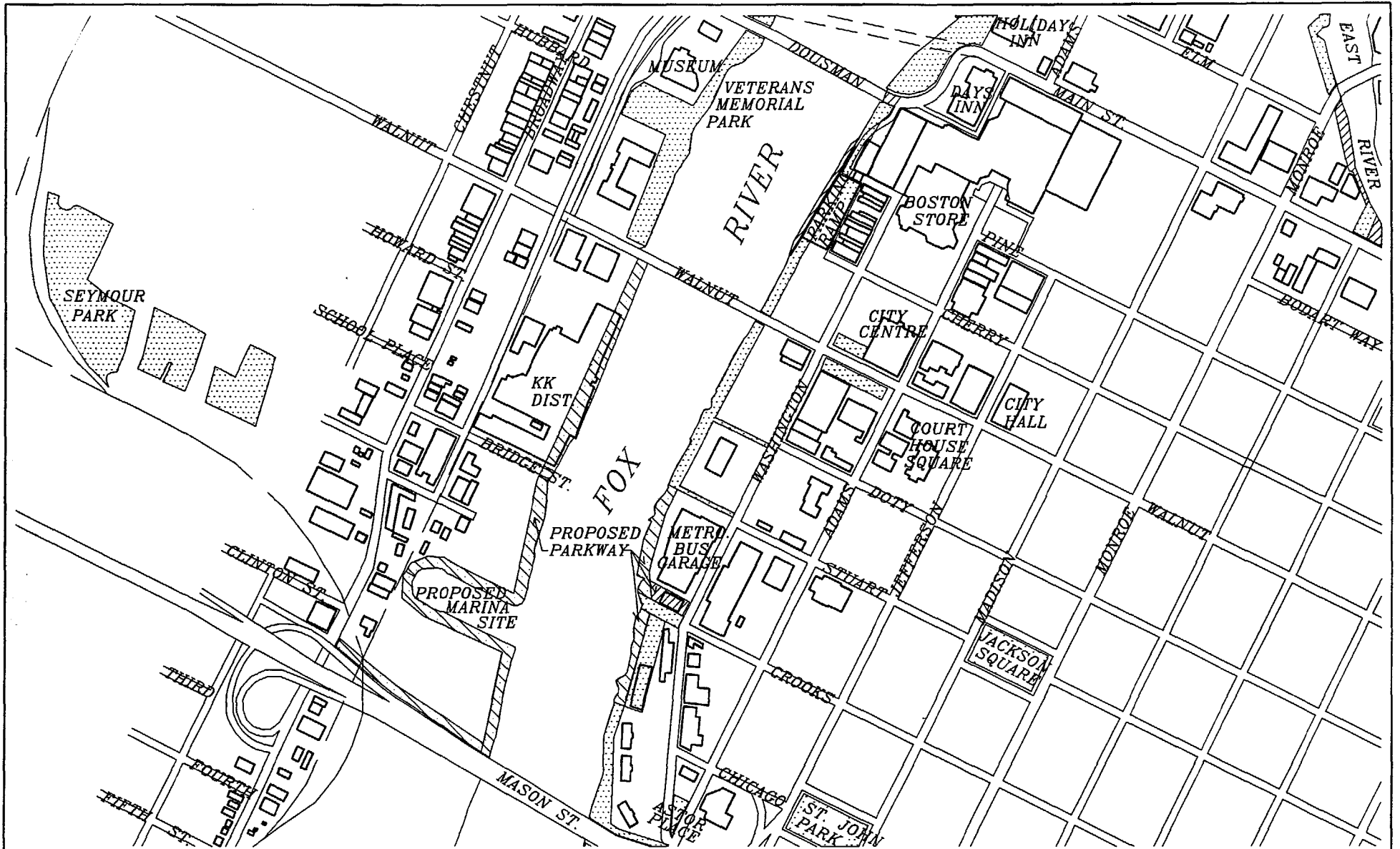
**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
6

MAP  
14



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# COMPREHENSIVE WATERFRONT PLAN

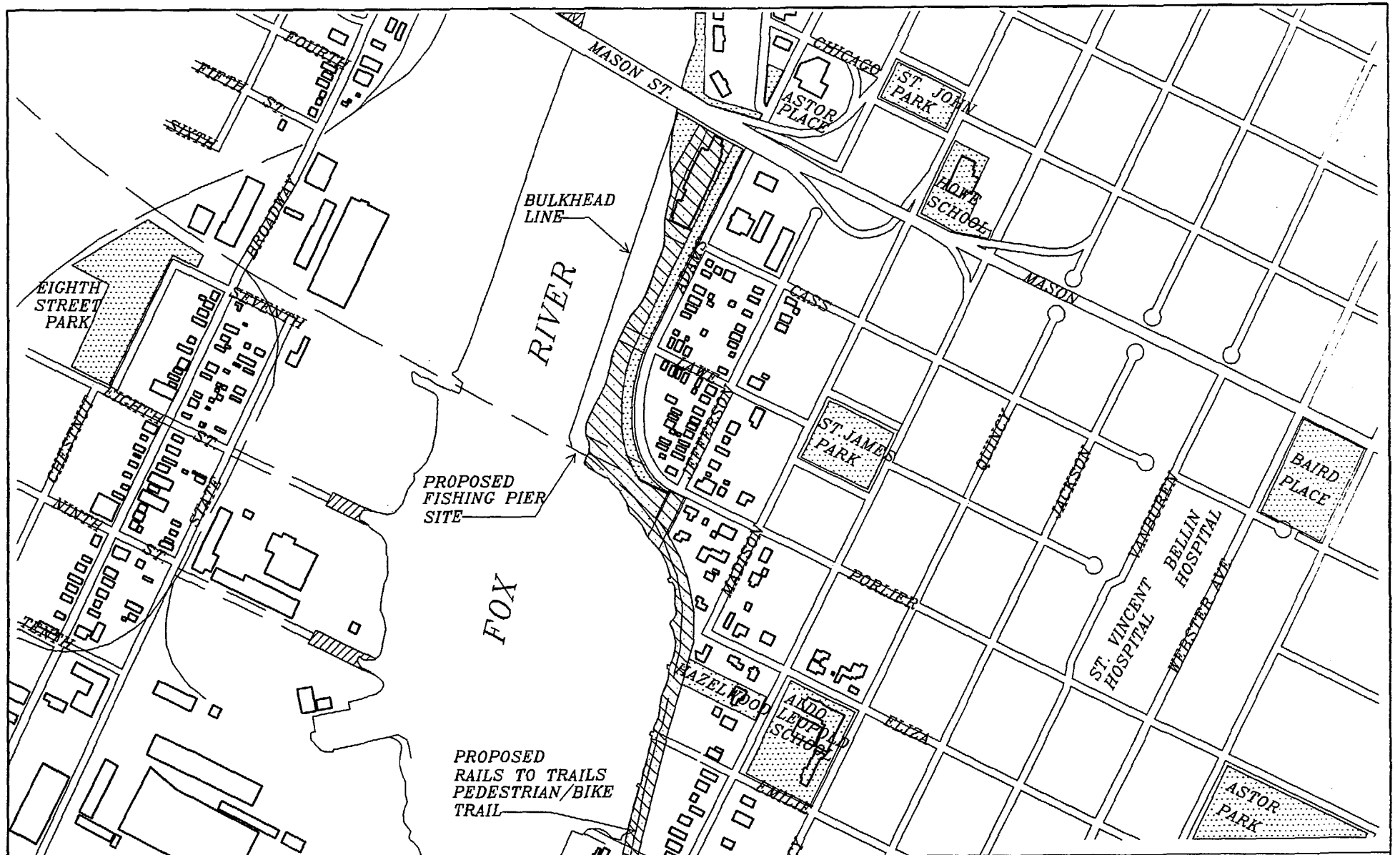
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
7

MAP  
15



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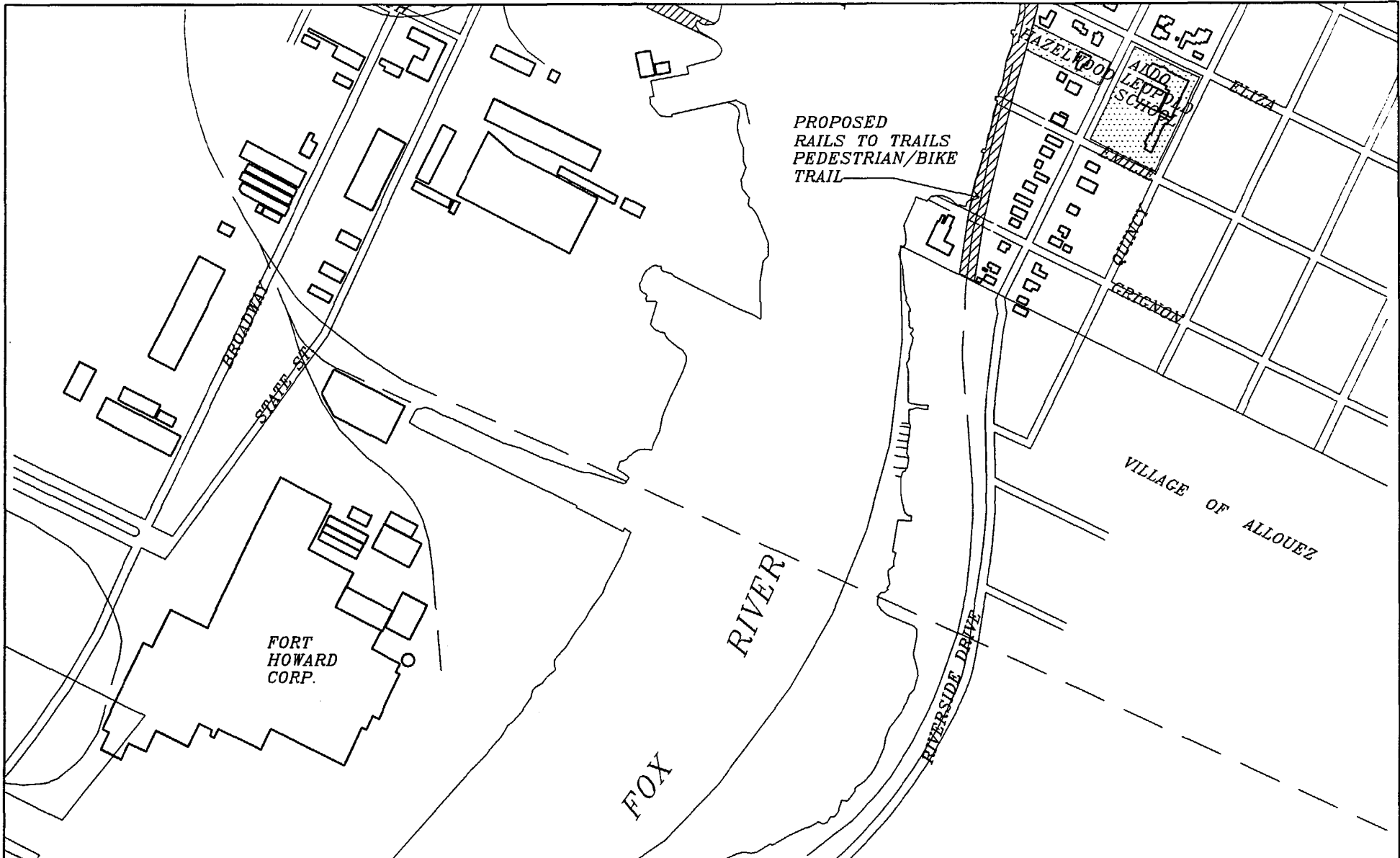
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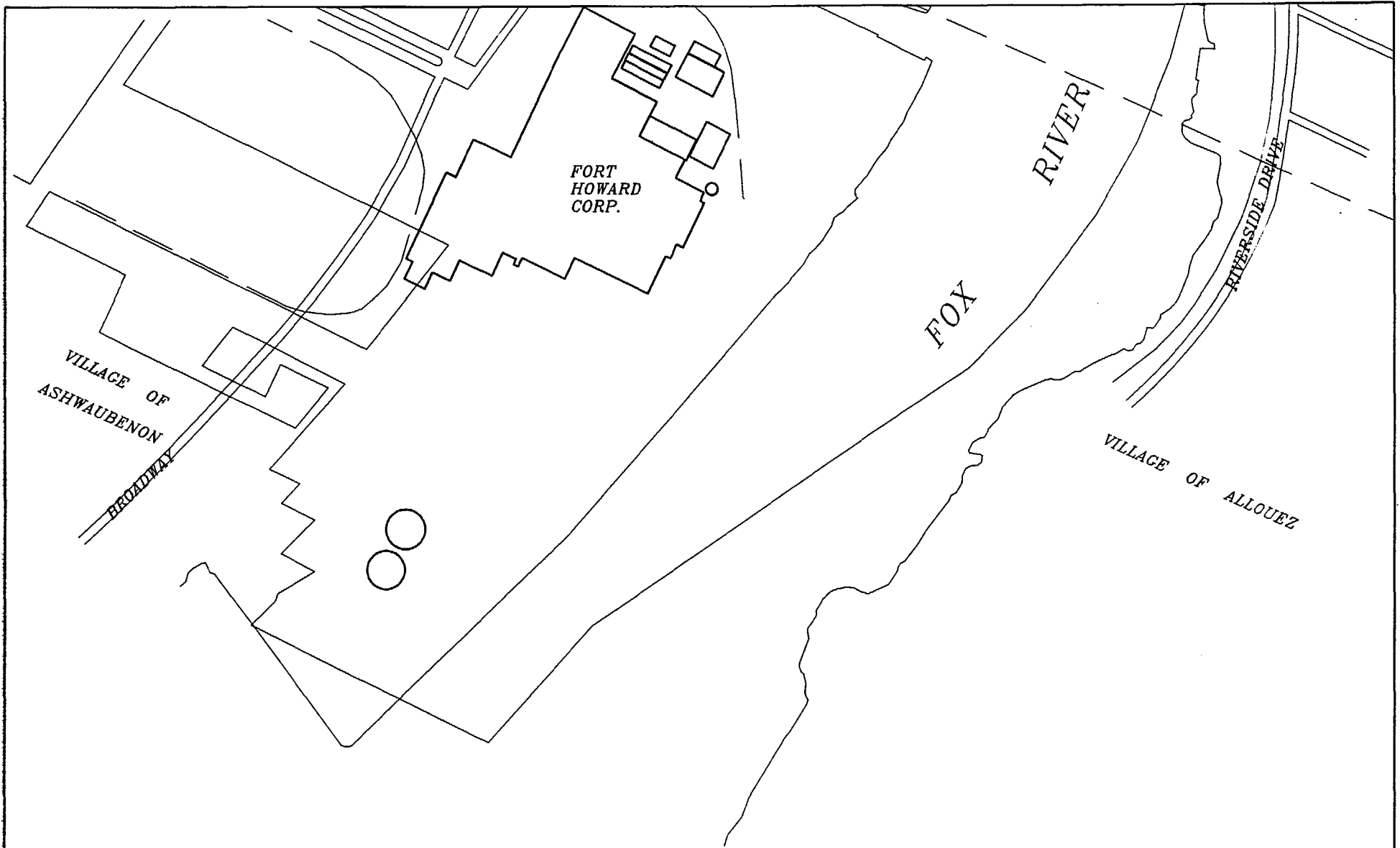
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA	MAP
8	16





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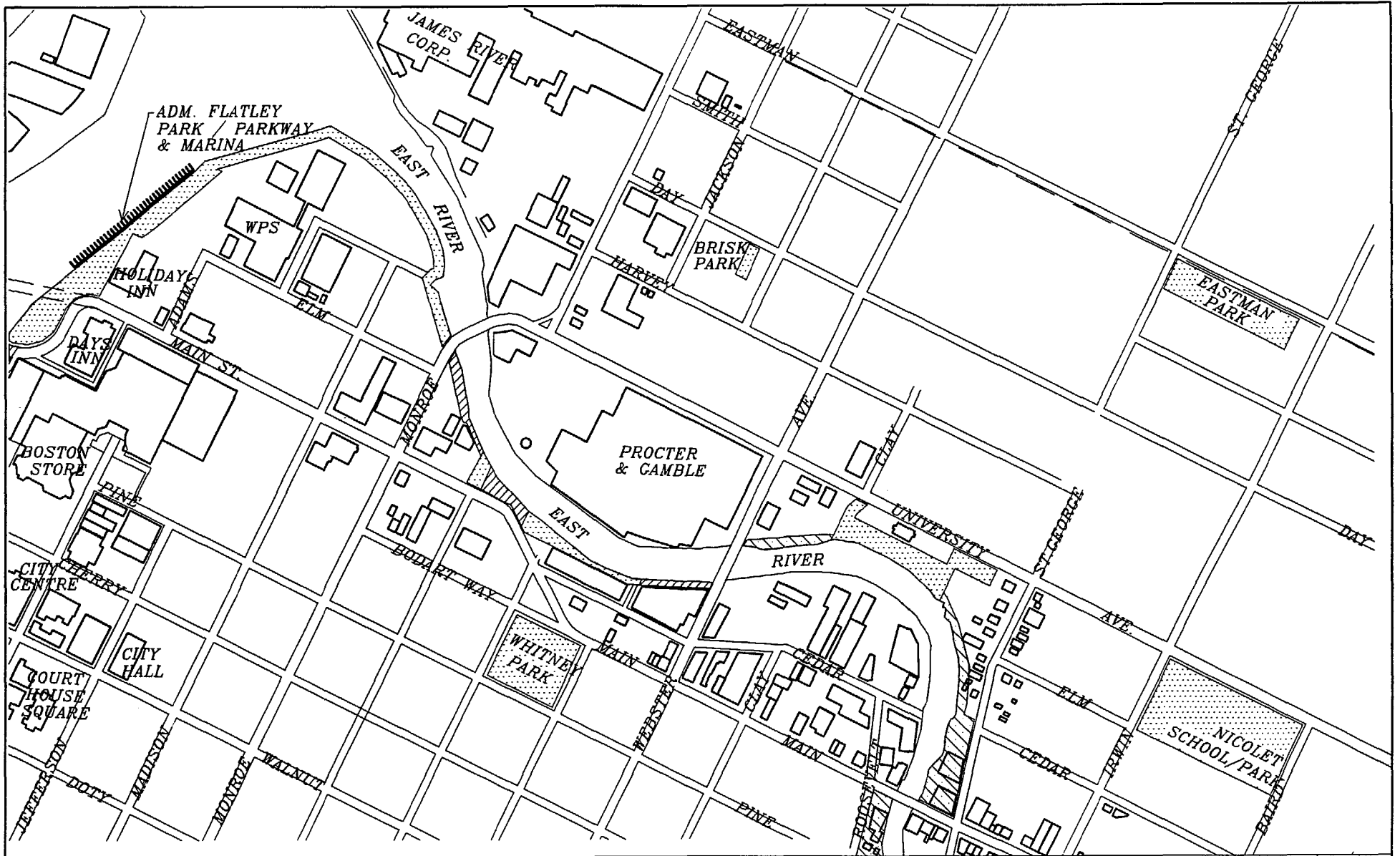
COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY  
WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
8

MAP  
18



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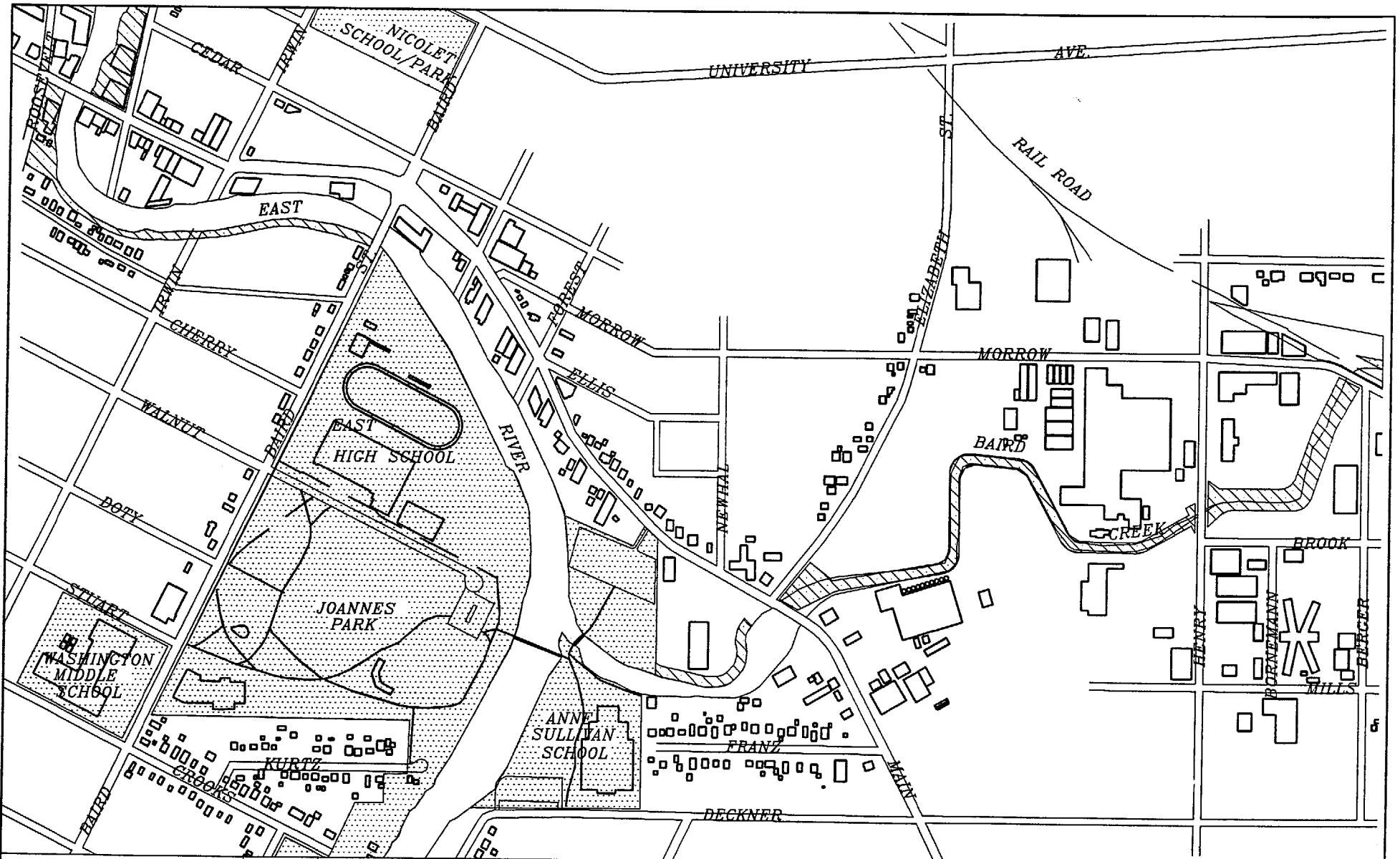
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GREEN BAY WISCONSIN

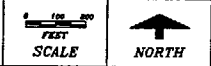
EXISTING PARK / PARKWAY  
 DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
 PROPOSED PARK / PARKWAY

STUDY AREA  
 9

MAP  
 19



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# COMPREHENSIVE WATERFRONT PLAN

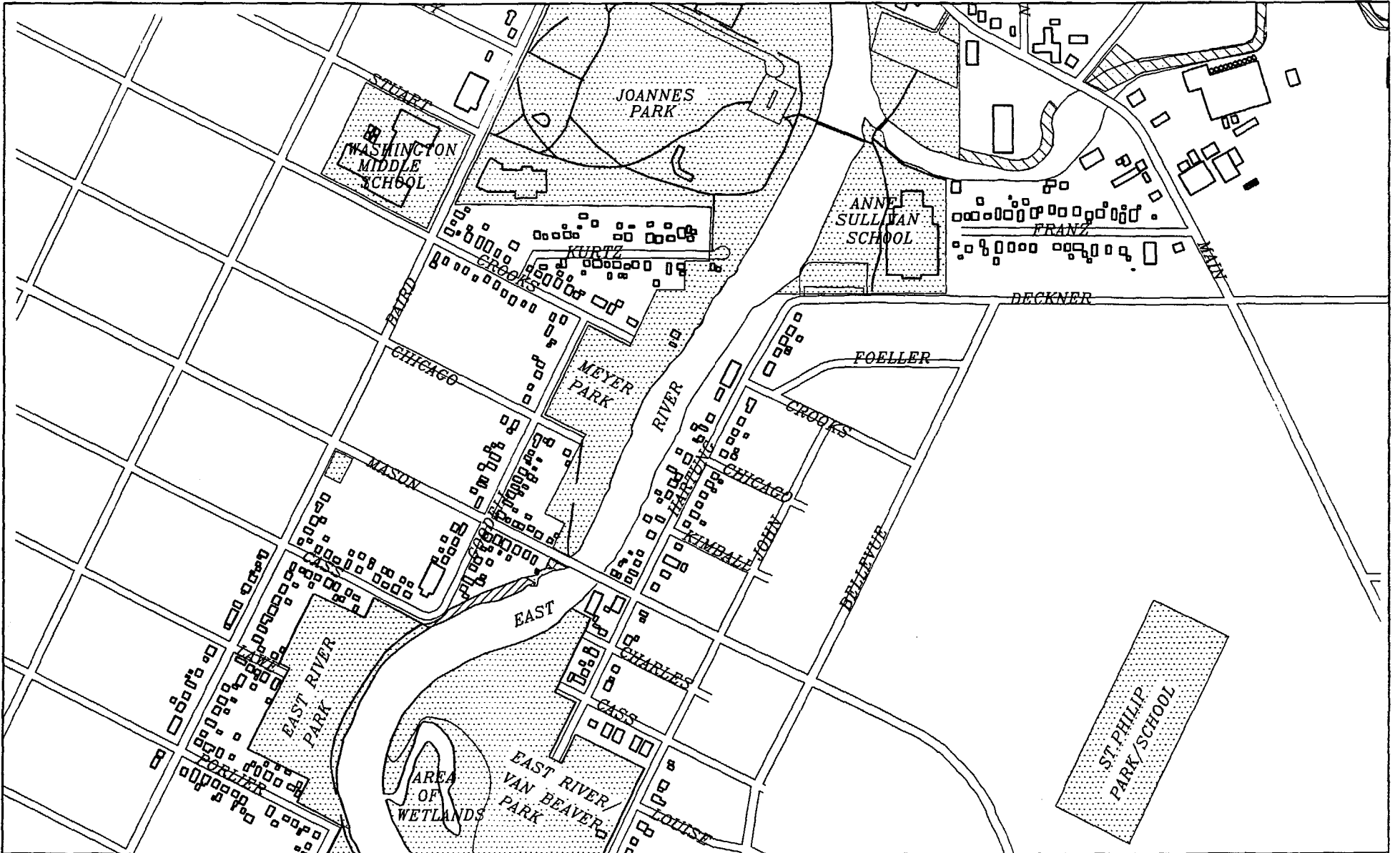
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

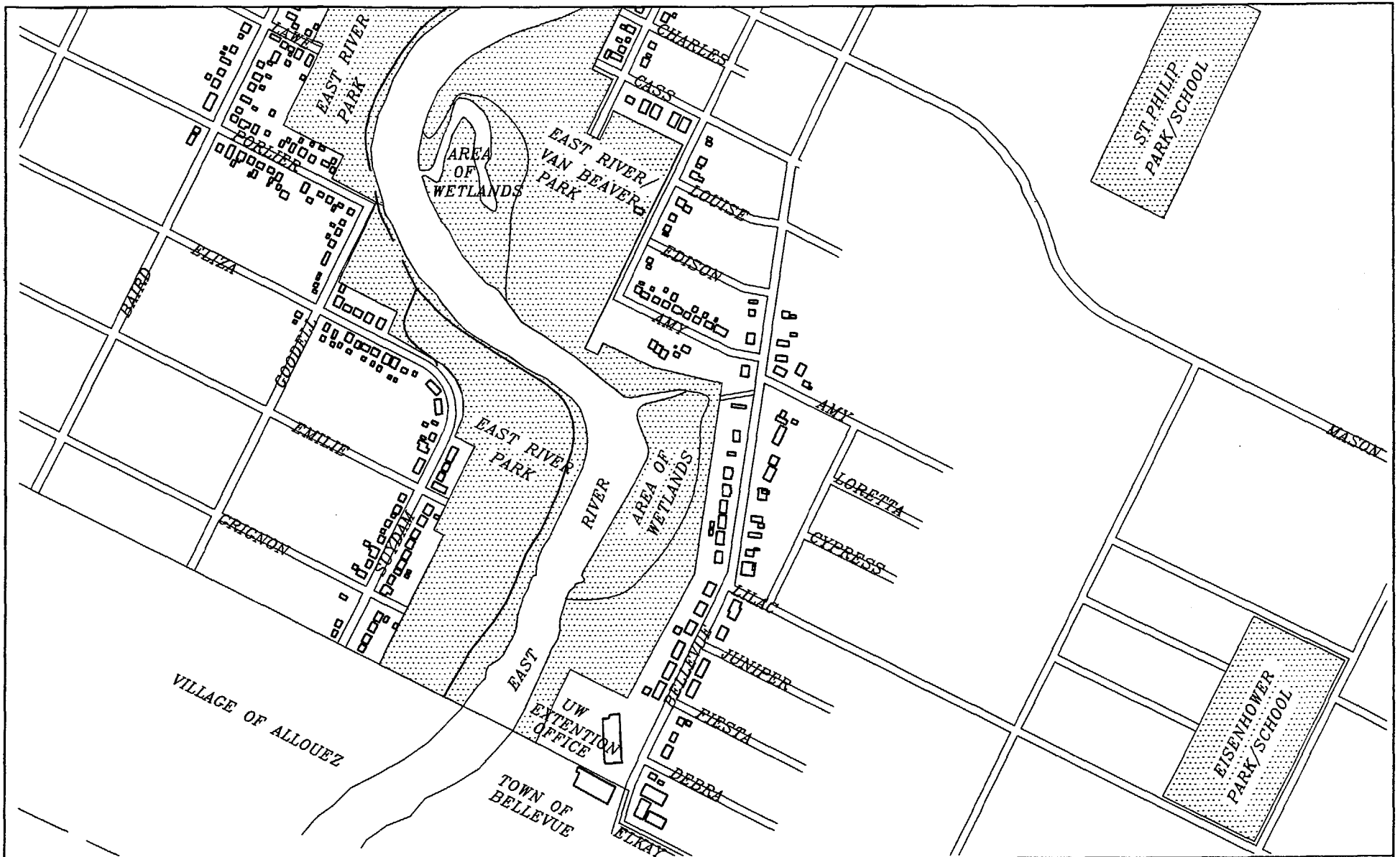
STUDY AREA  
9

MAP  
20





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# COMPREHENSIVE WATERFRONT PLAN

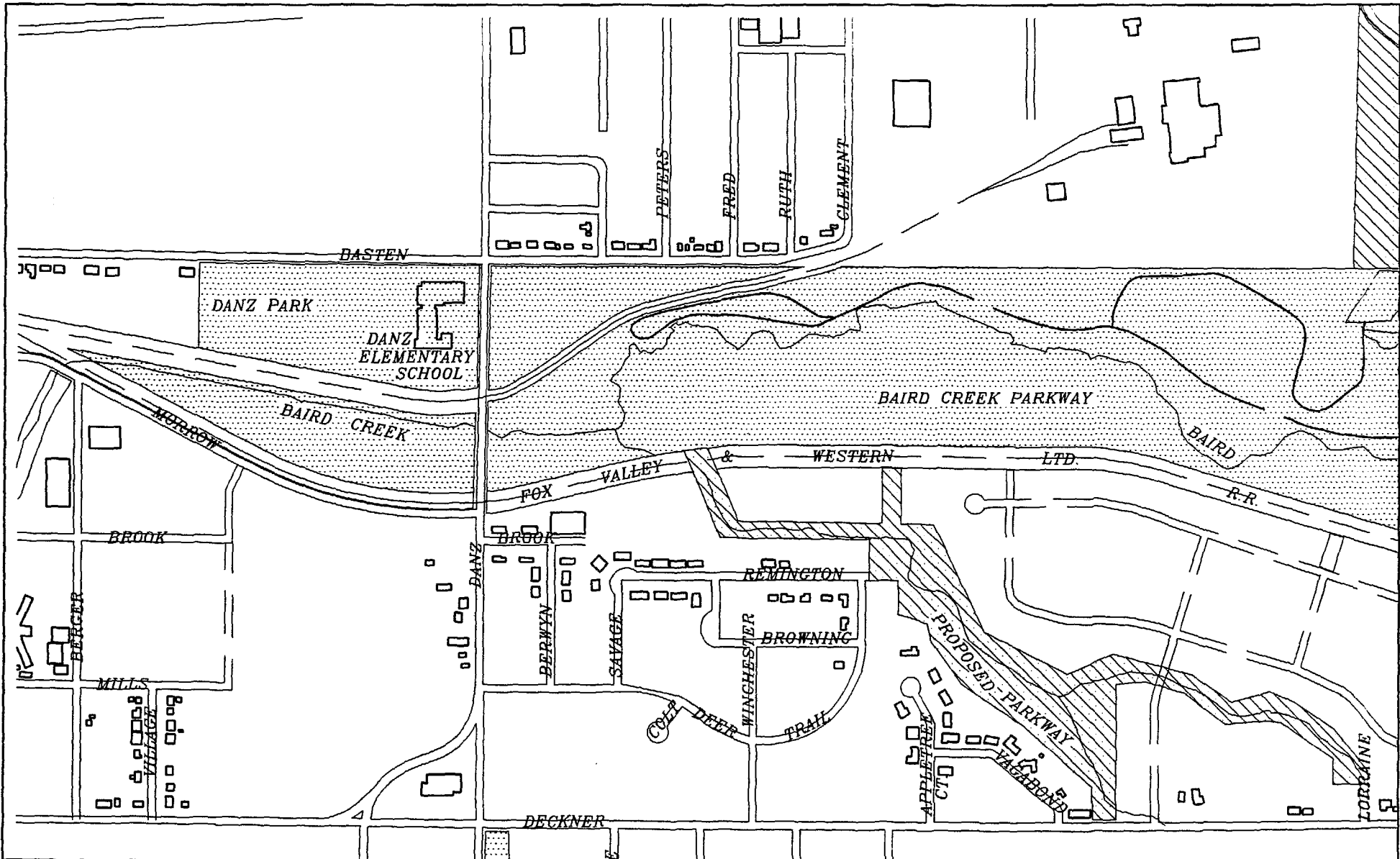
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
9

MAP  
22



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1" = 100' 50'  
FEET  
SCALE

↑  
NORTH

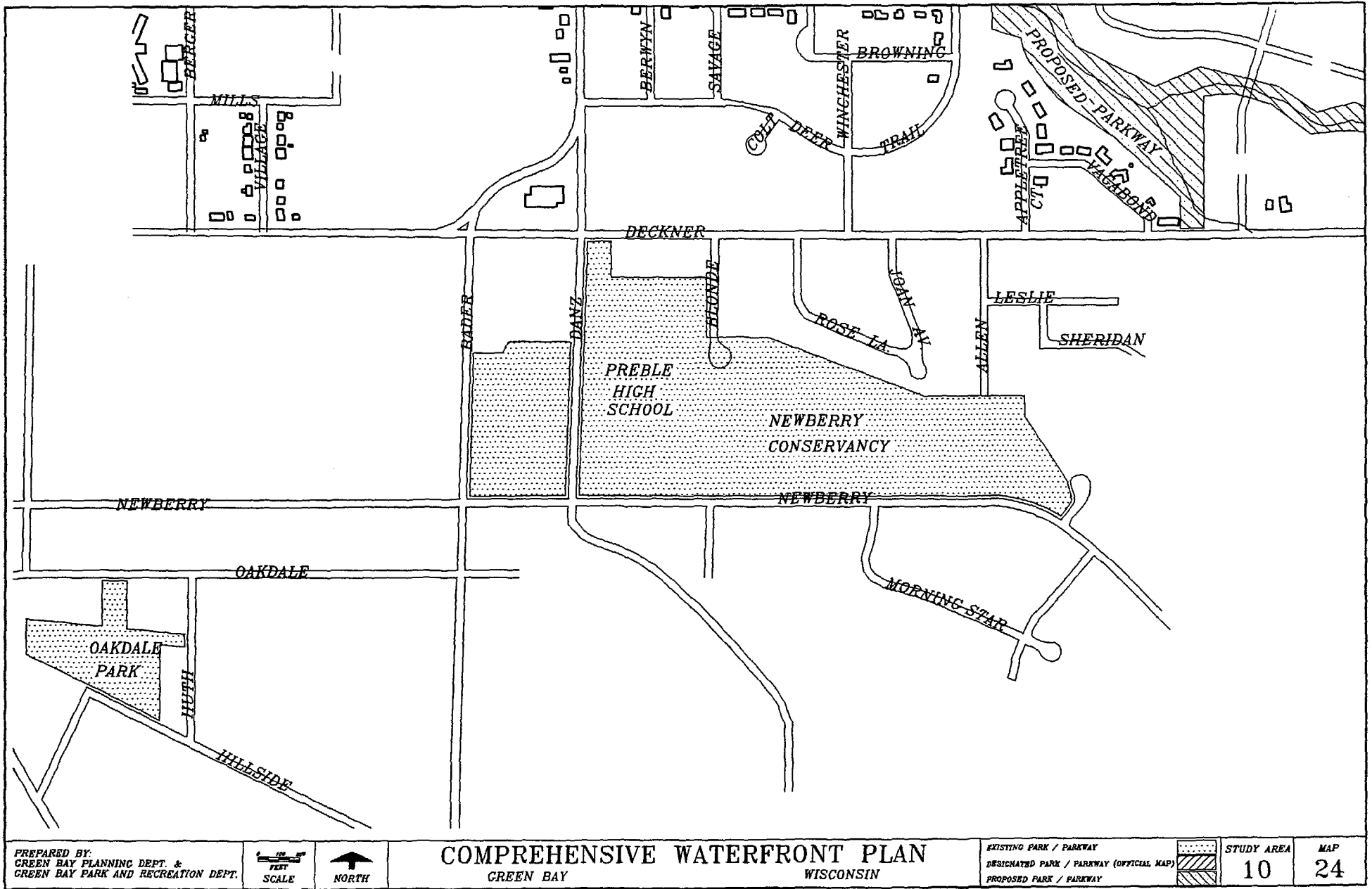
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GREEN BAY WISCONSIN

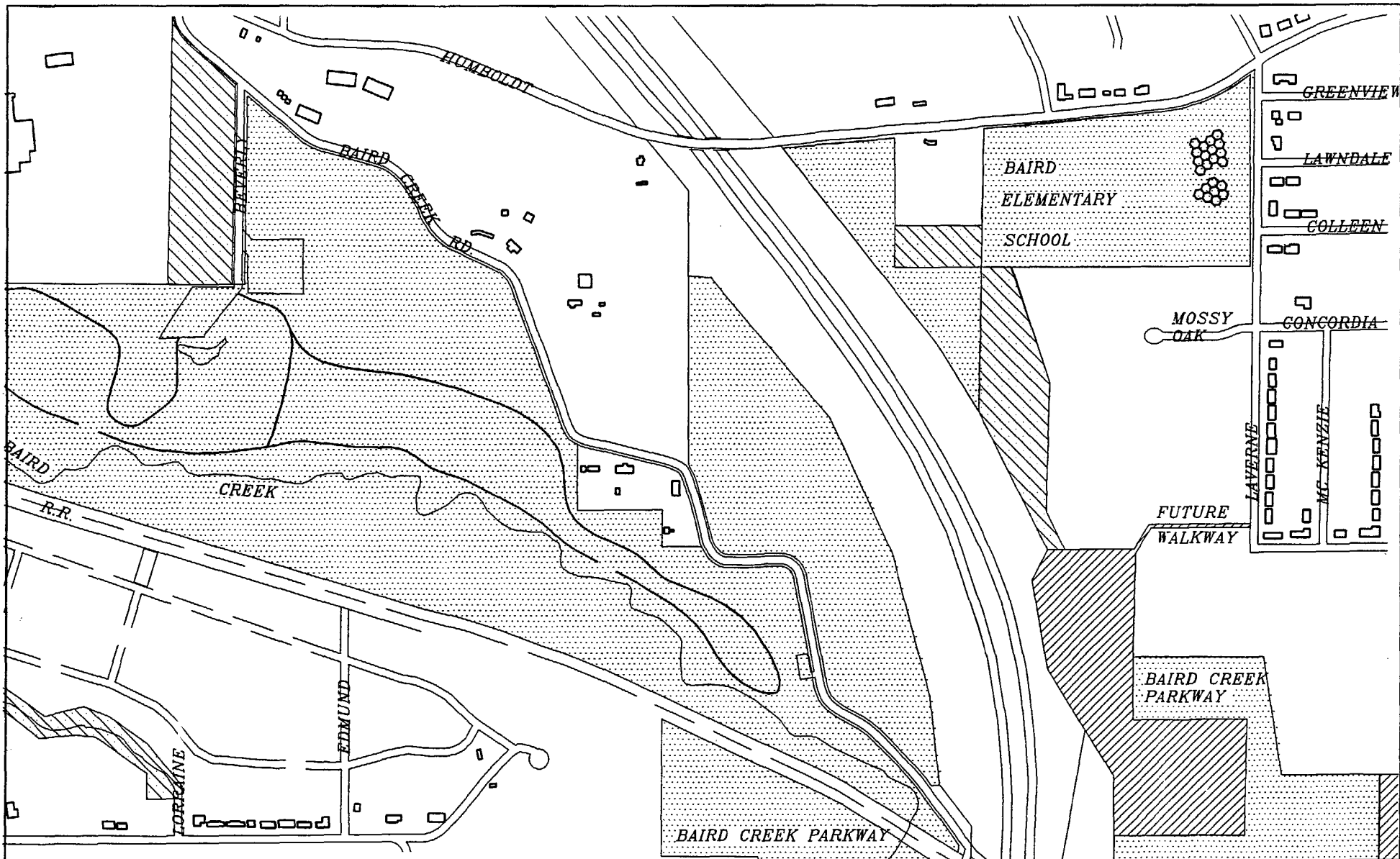
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
10

MAP  
23





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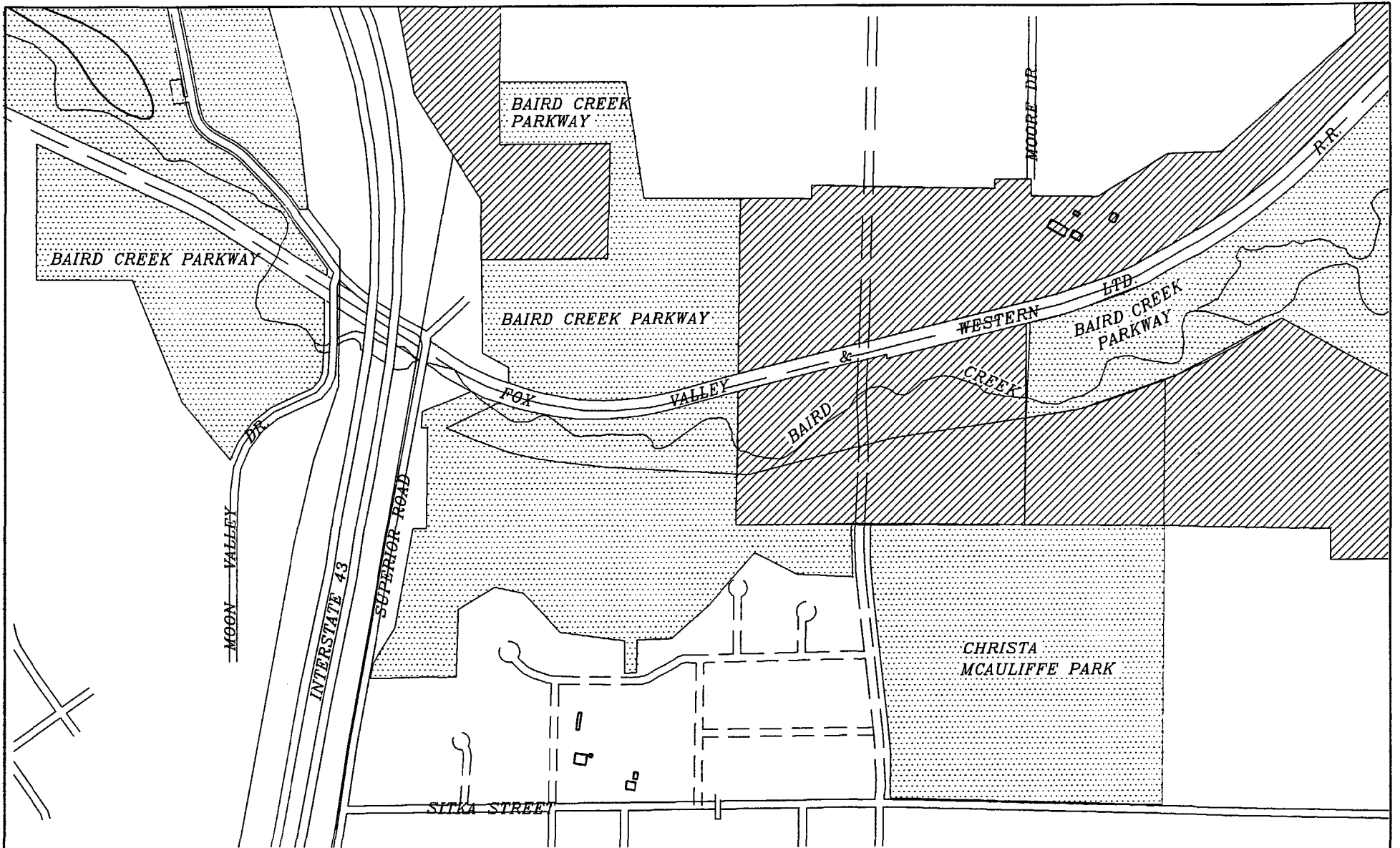


# COMPREHENSIVE WATERFRONT PLAN

GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

STUDY AREA	MAP
10	25



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# COMPREHENSIVE WATERFRONT PLAN

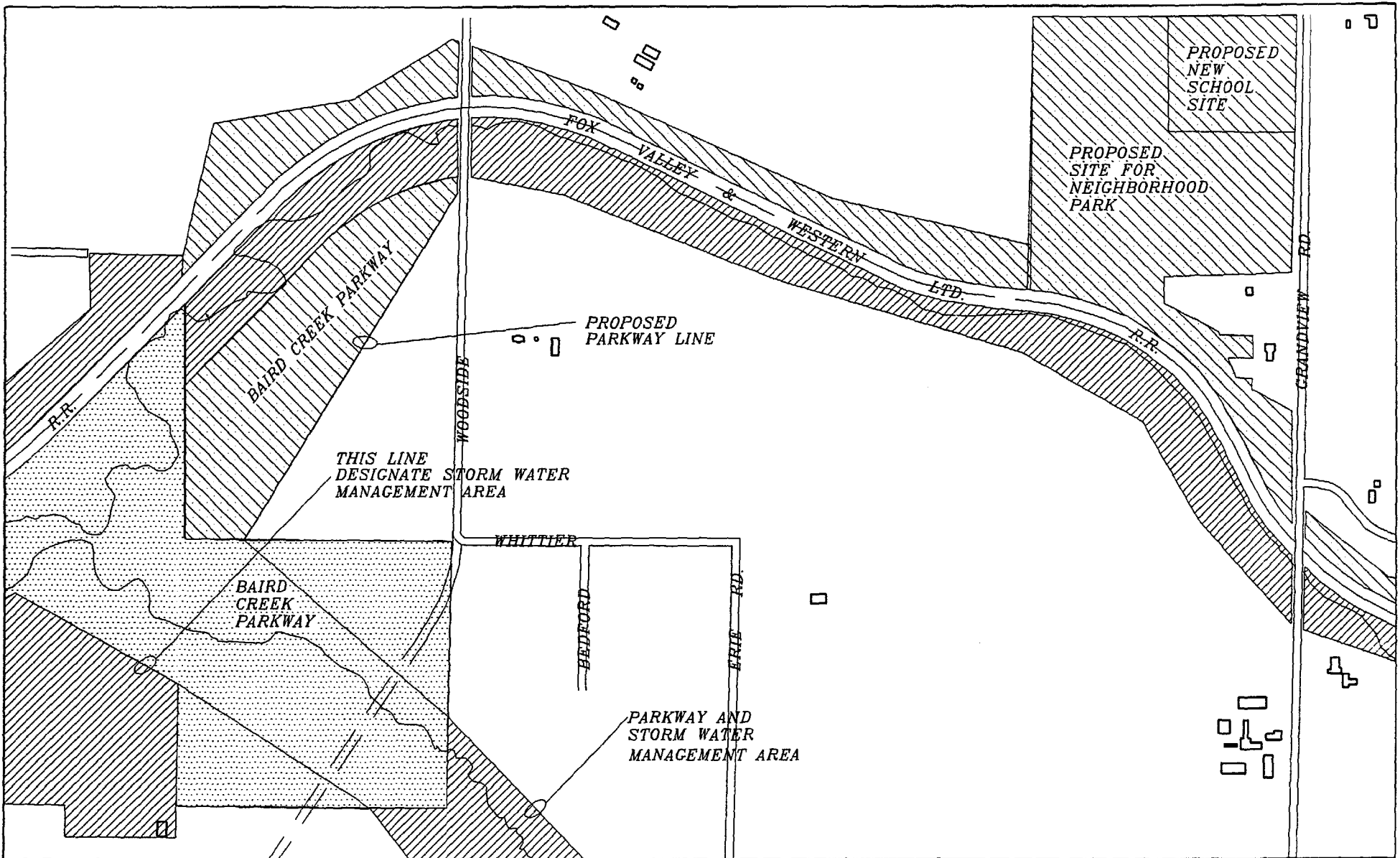
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
10

MAP  
26



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1" = 100' FEET  
SCALE

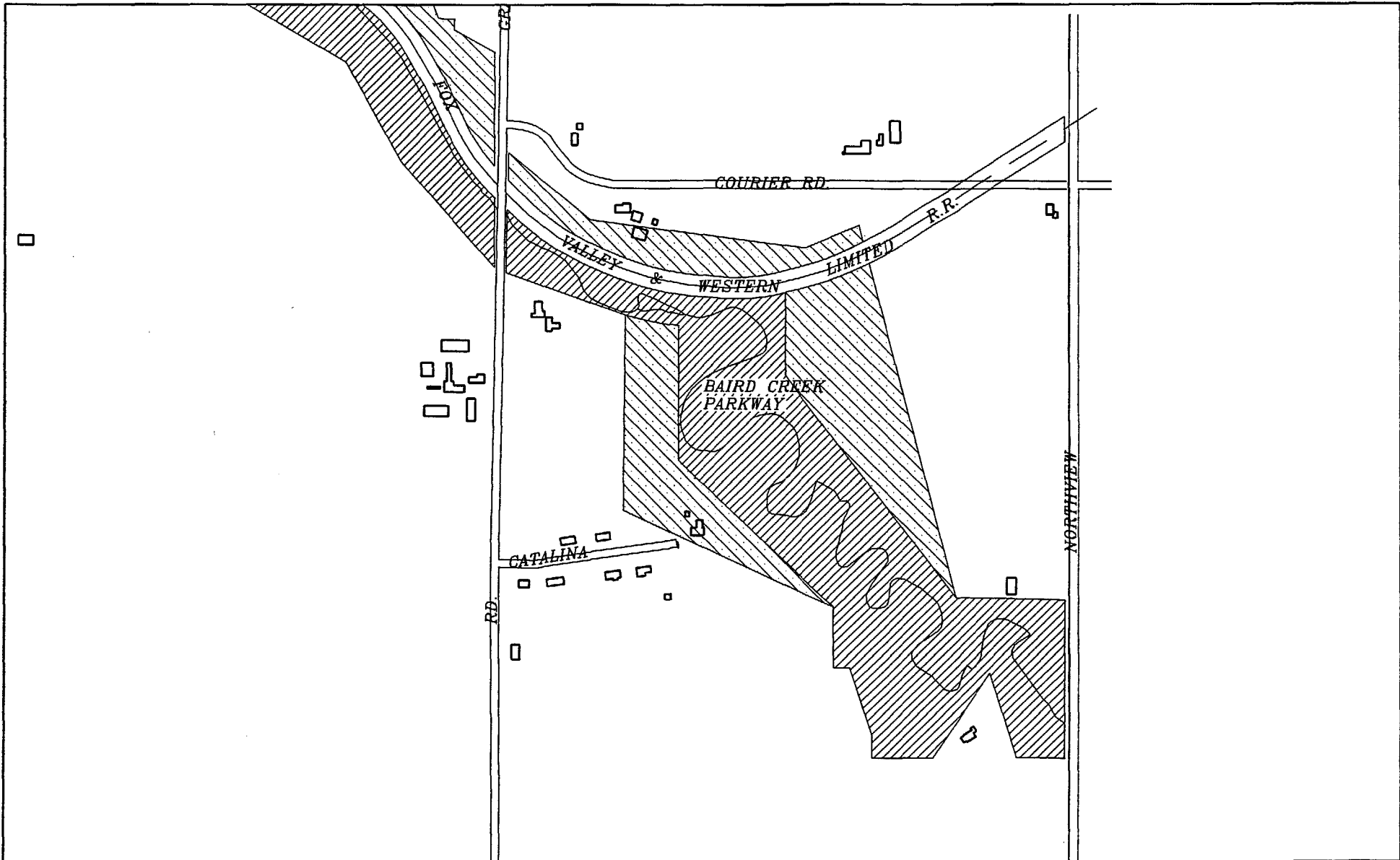


**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

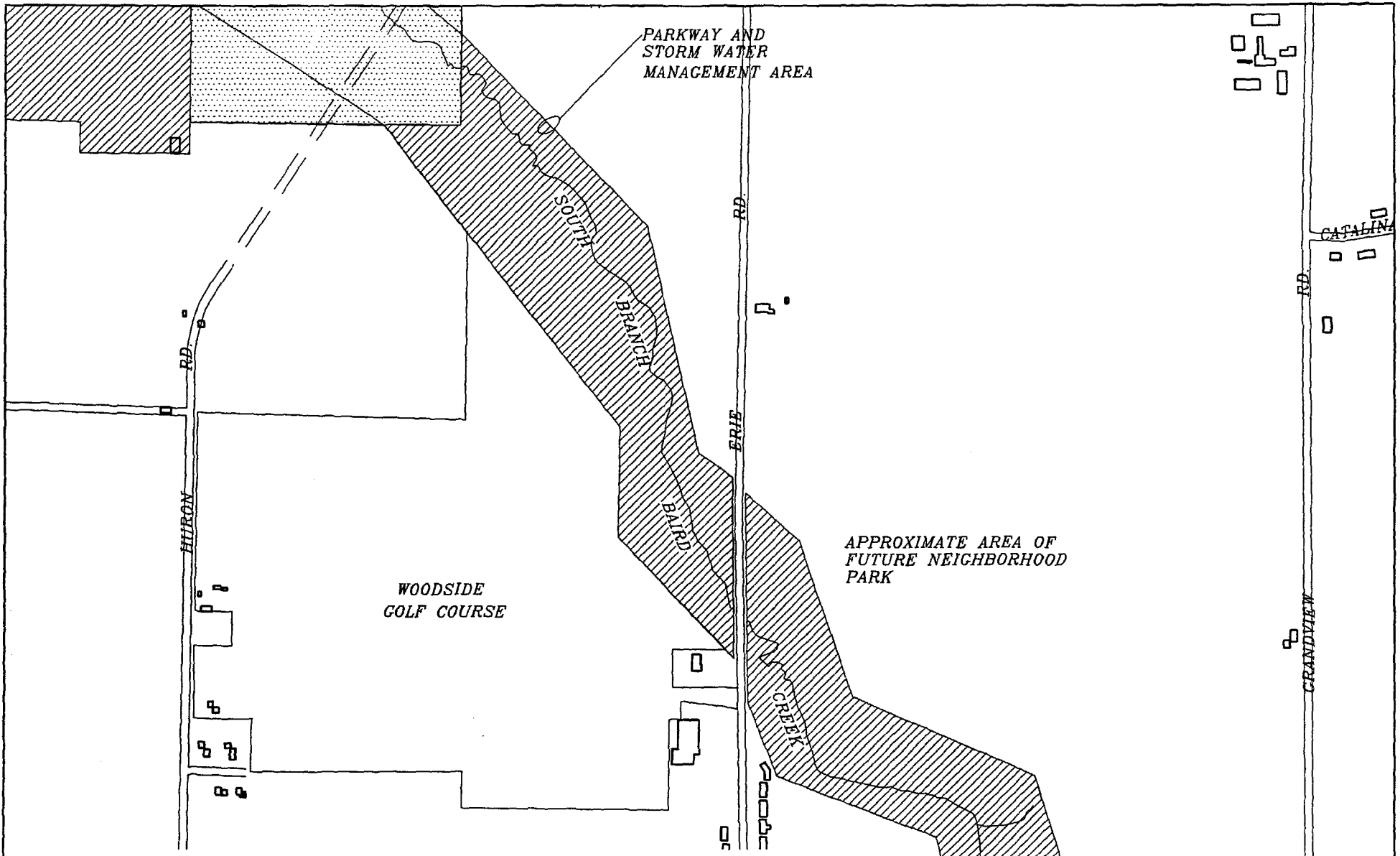
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

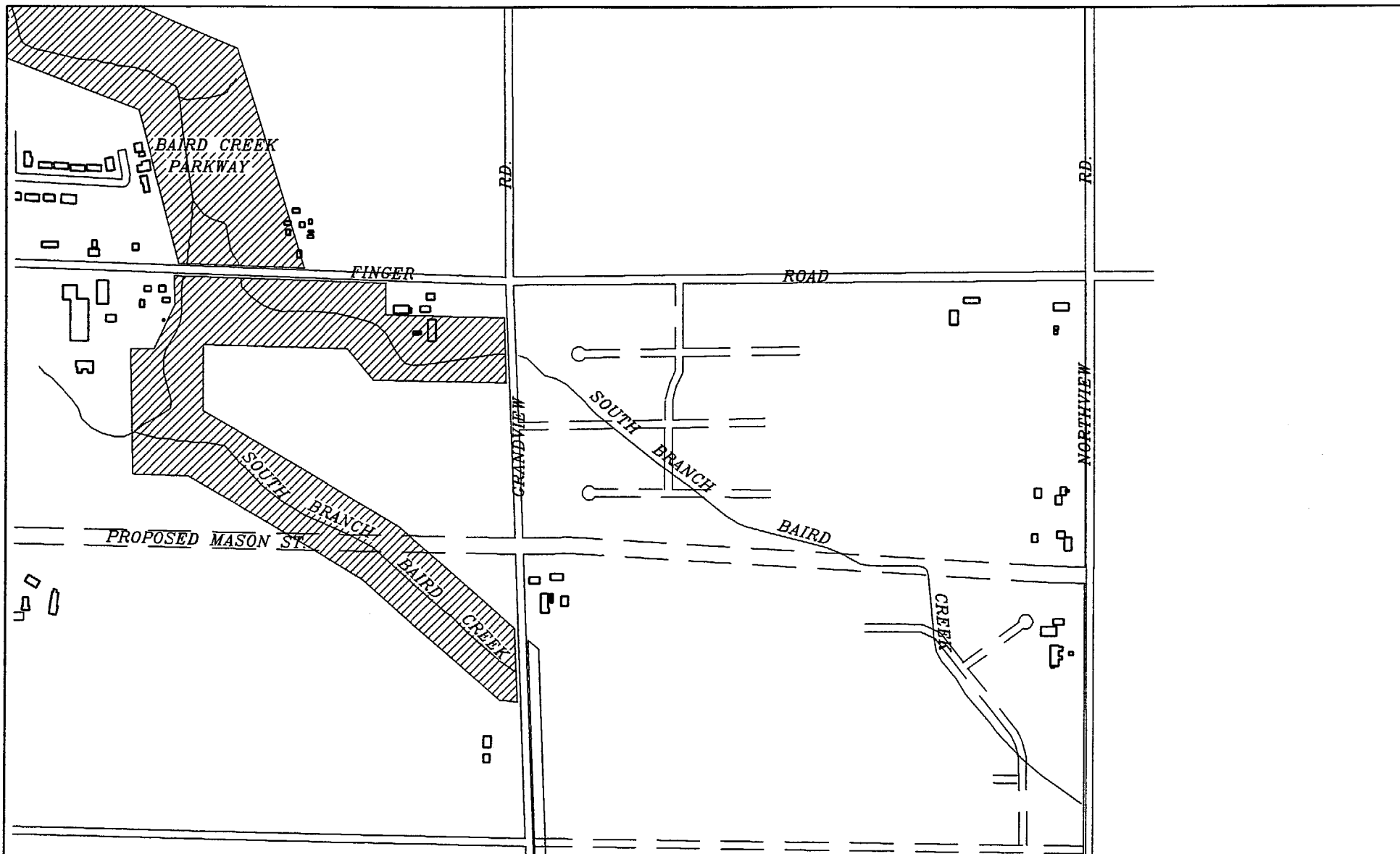
STUDY AREA  
10

MAP  
27









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# COMPREHENSIVE WATERFRONT PLAN

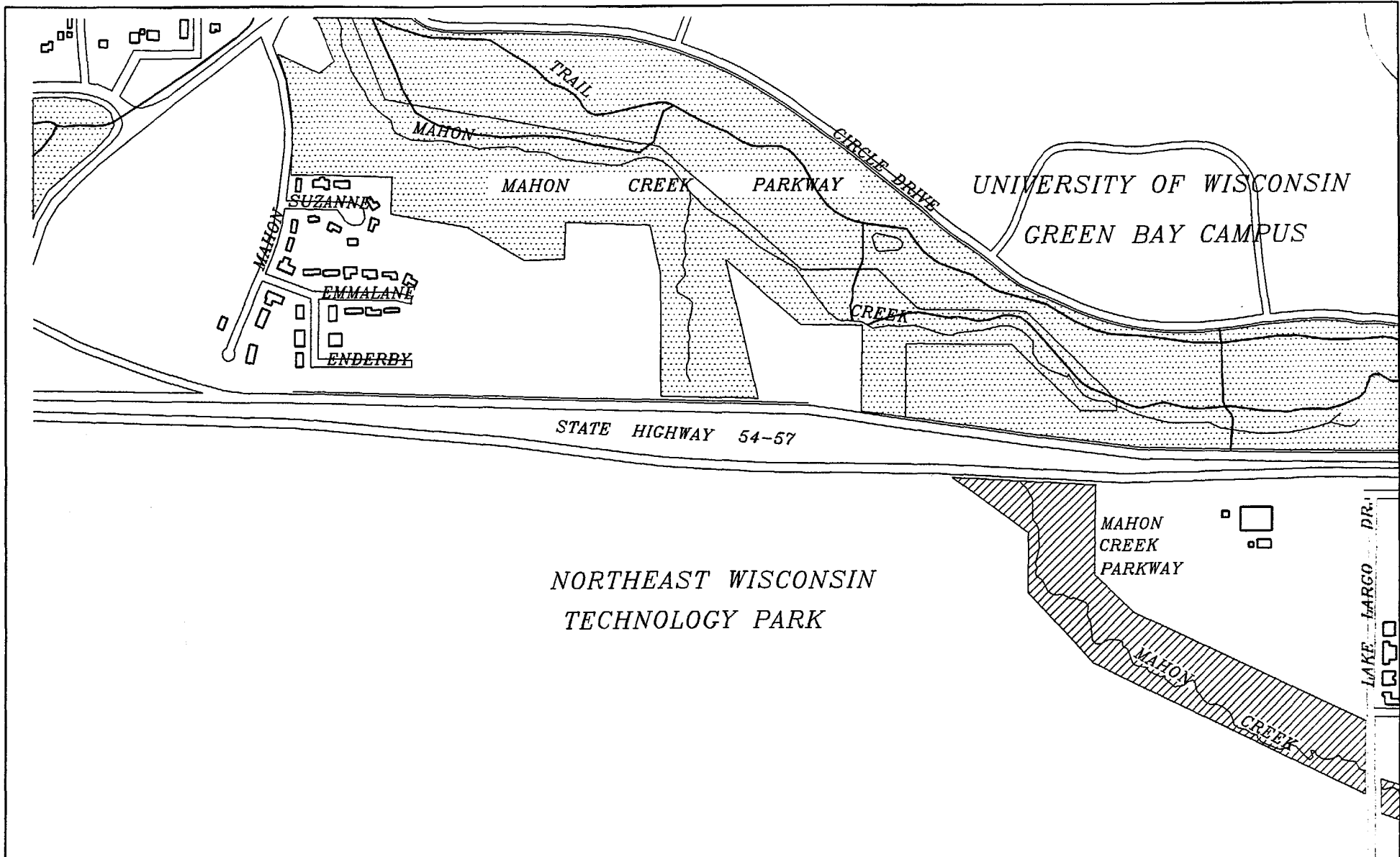
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
10

MAP  
30



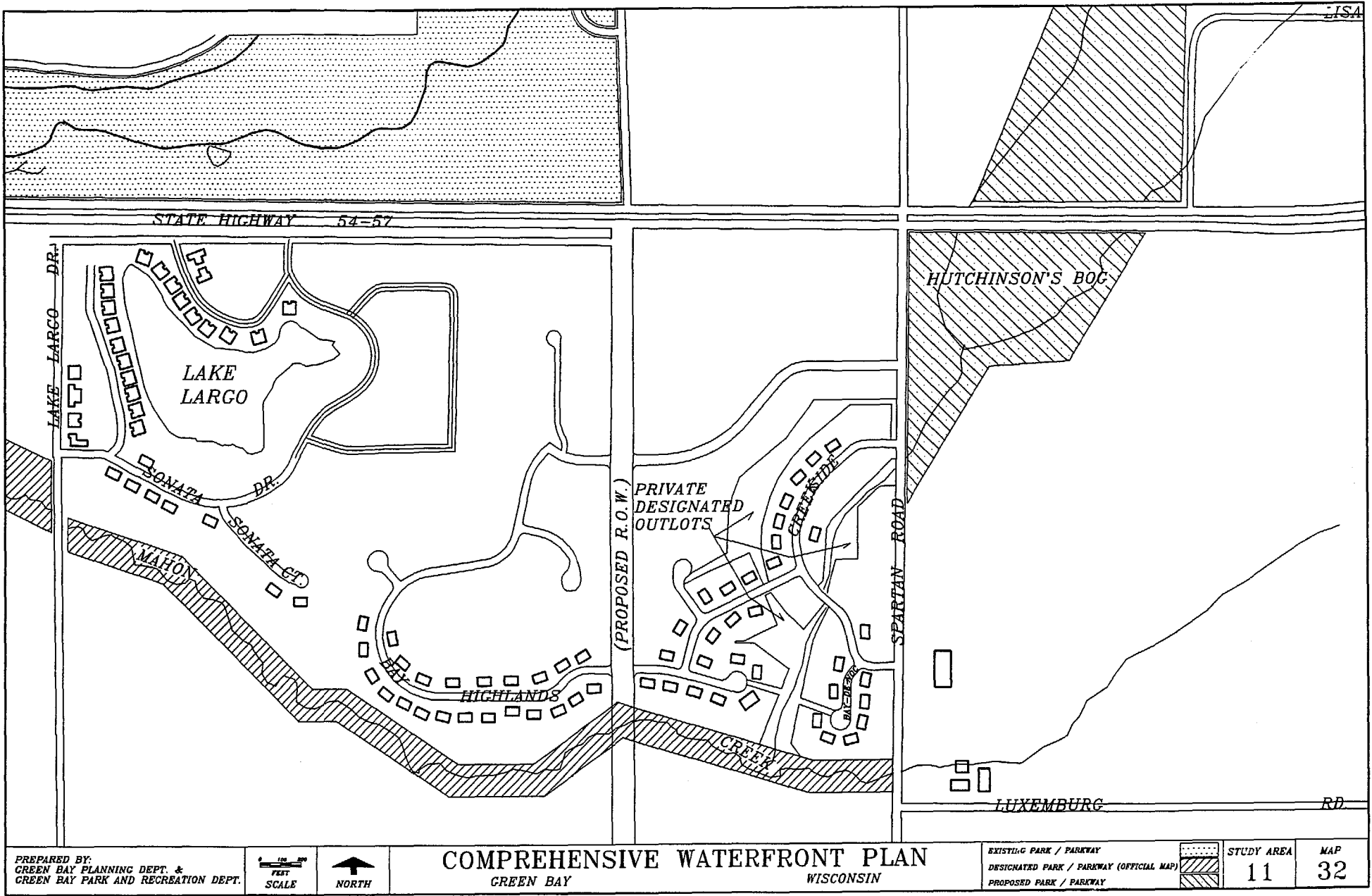
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COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

STUDY AREA	MAP
11	31



TOWN OF SCOTT

UNIVERSITY WISCONSIN  
GREEN BAY CAMPUS

JUDY LN

BAY SETTLEMENT RD

HUTCHINSON'S BOG

TOWN OF HUMBOLDT

LISA LA

HUTCHINSON'S BOG

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# COMPREHENSIVE WATERFRONT PLAN

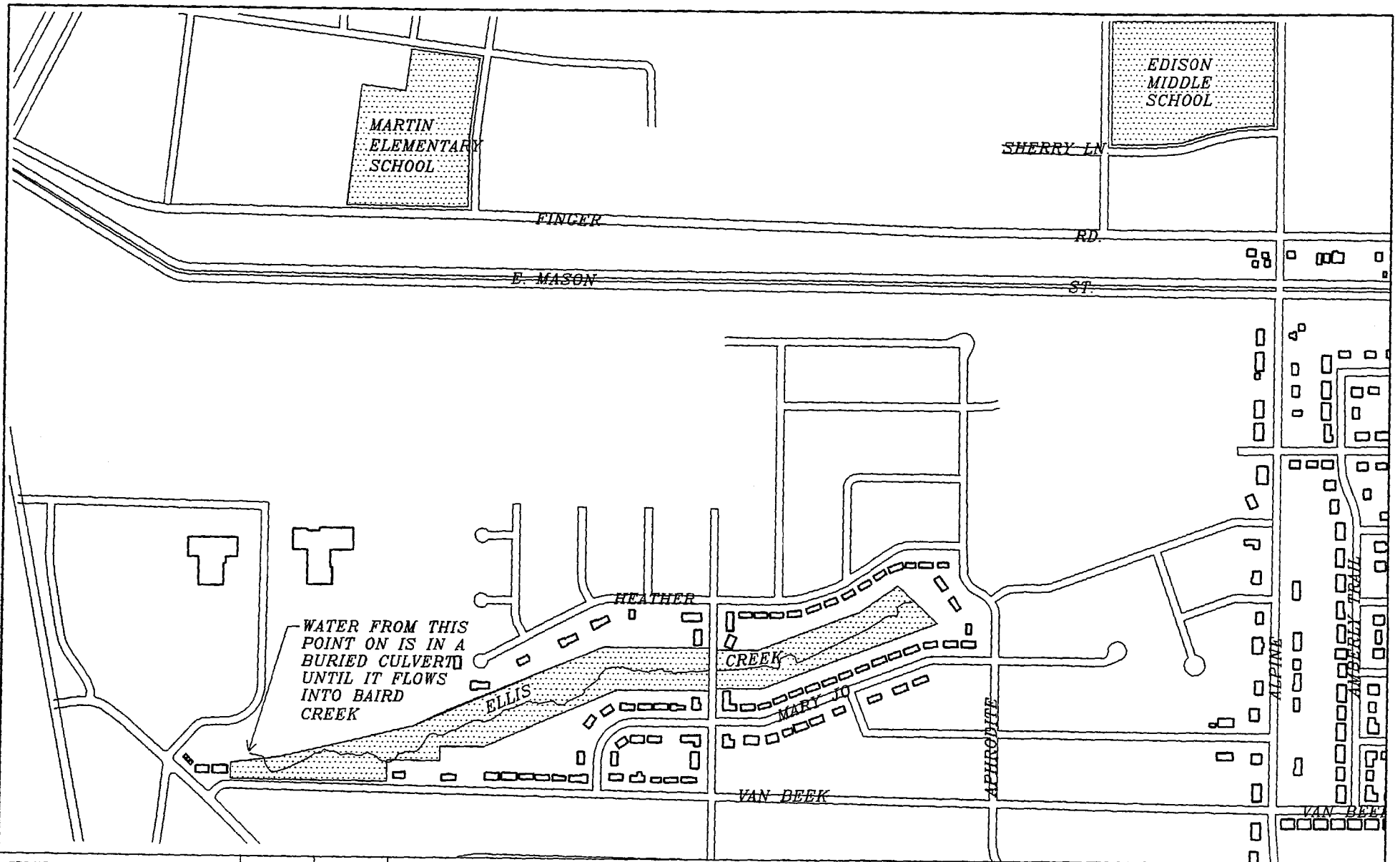
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
11

MAP  
33



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# COMPREHENSIVE WATERFRONT PLAN

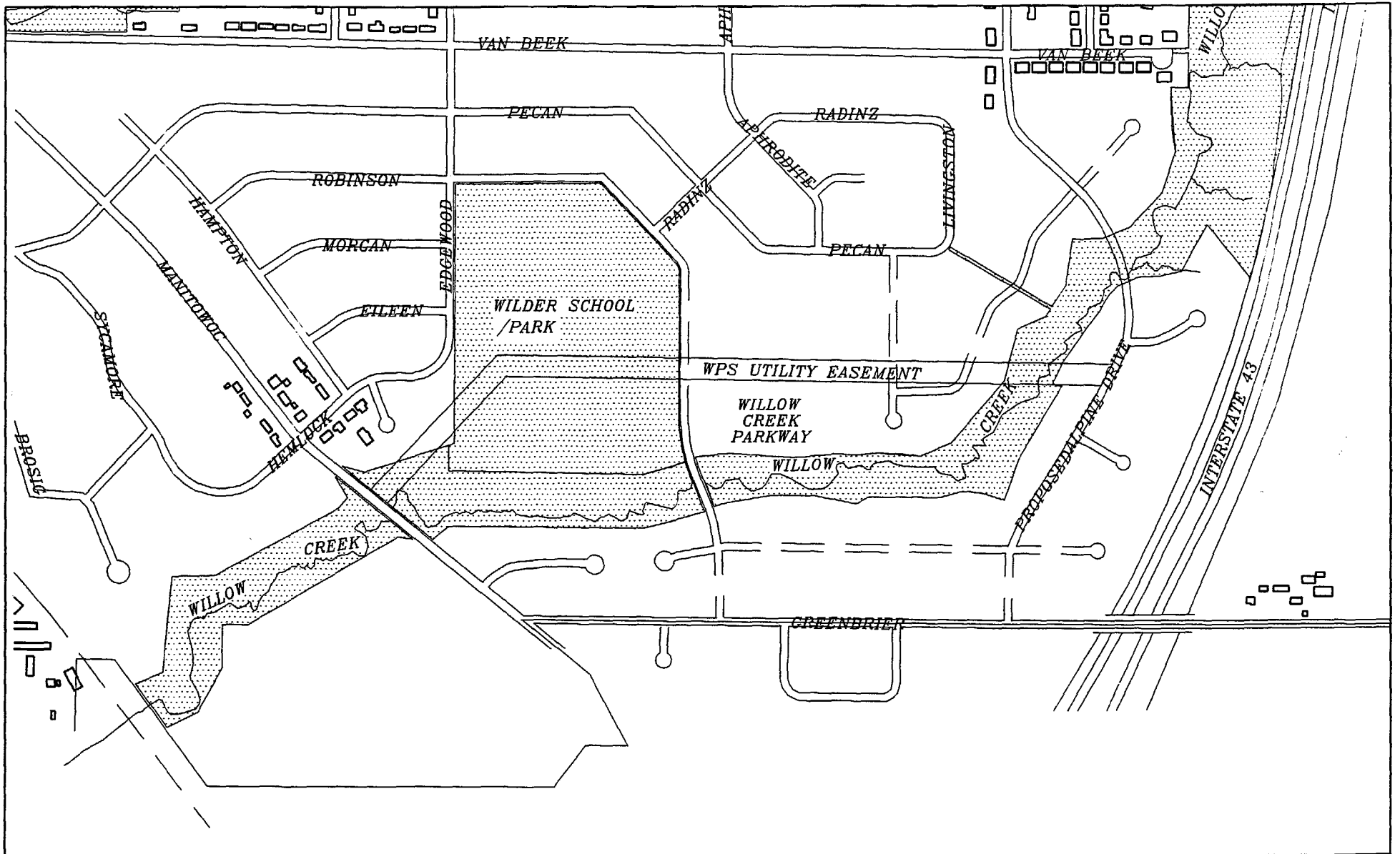
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
12

MAP  
34



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# COMPREHENSIVE WATERFRONT PLAN

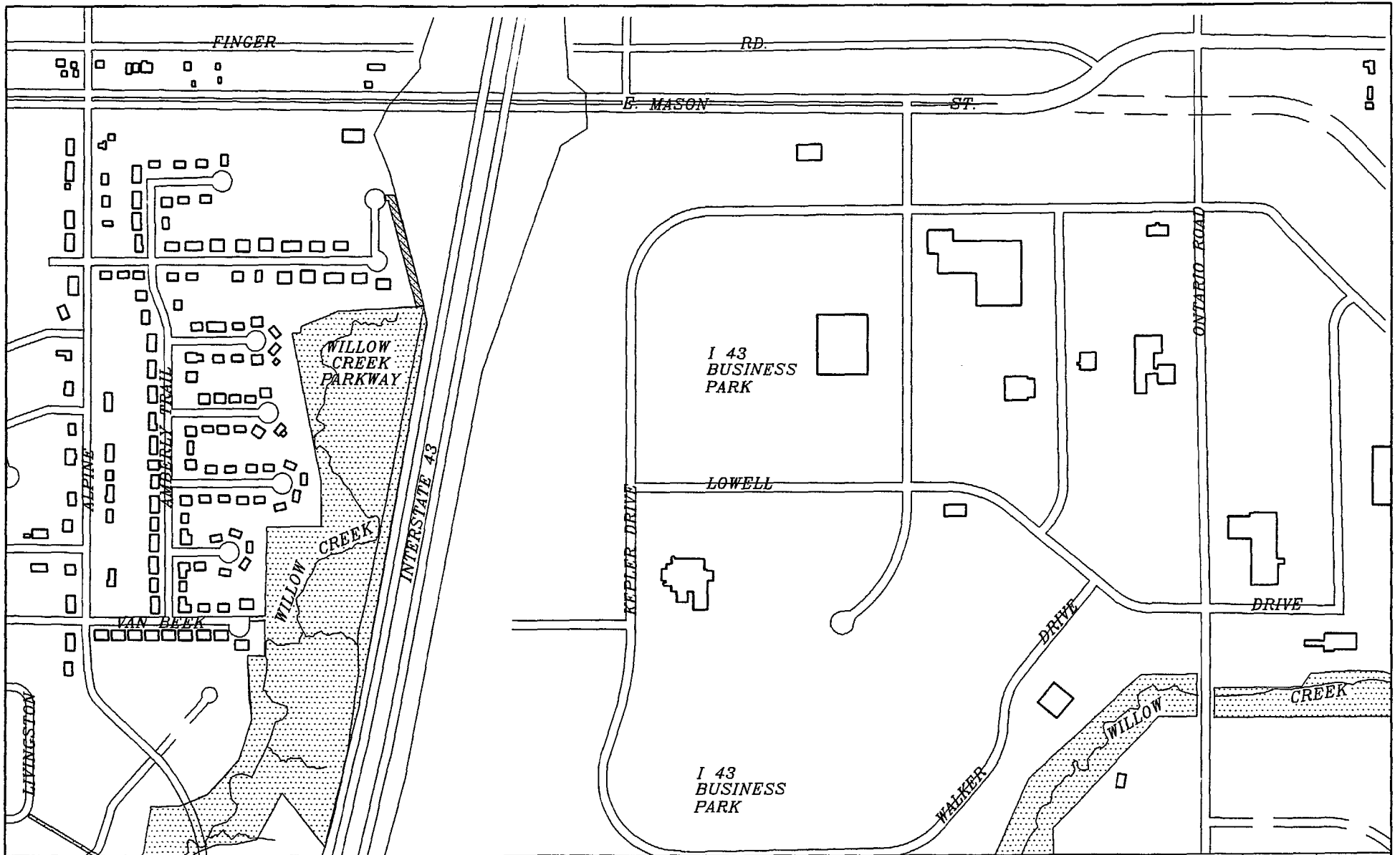
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
12

MAP  
35



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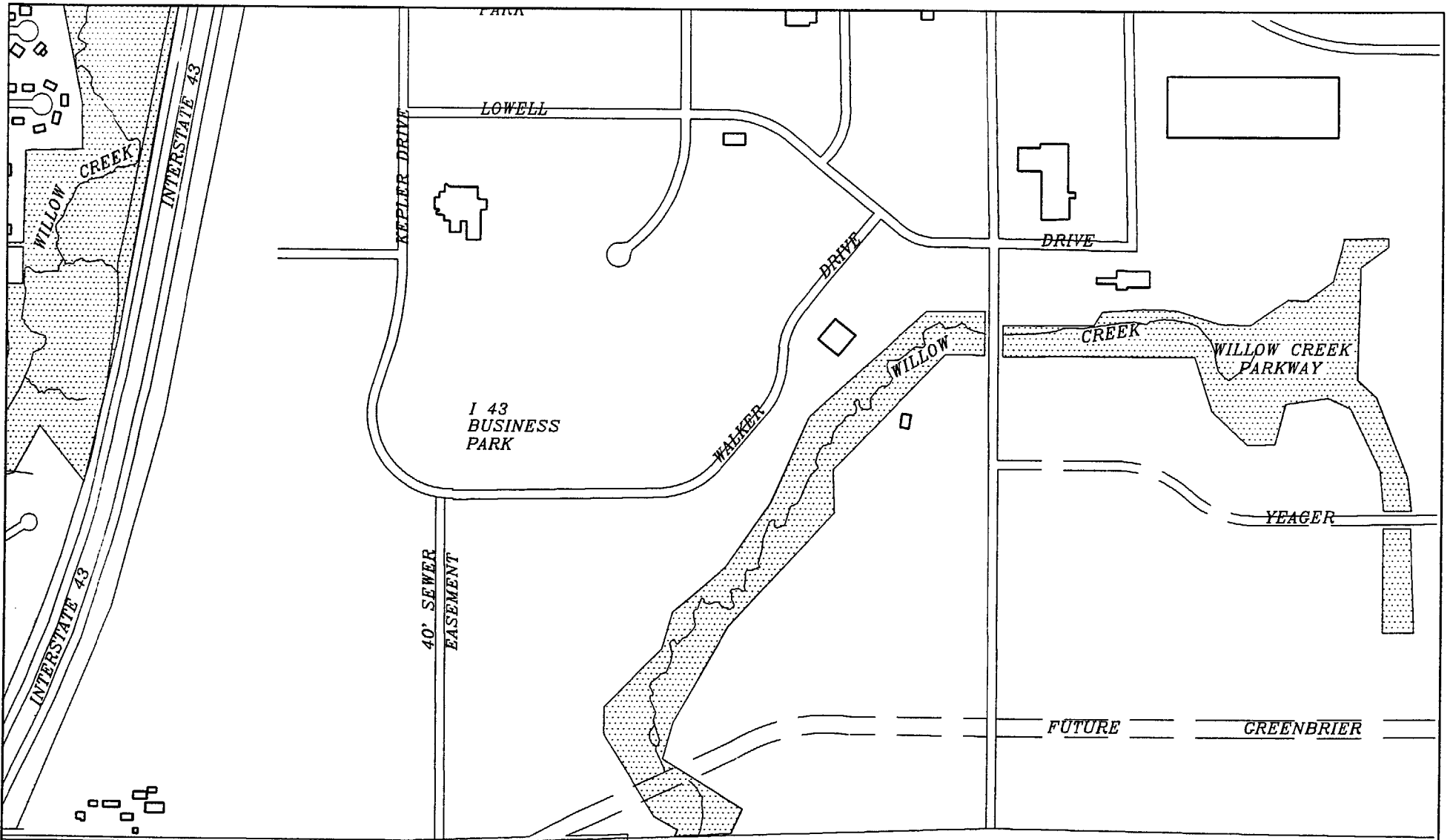


COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

STUDY AREA	MAP
12	36





TOWN OF BELLEVUE

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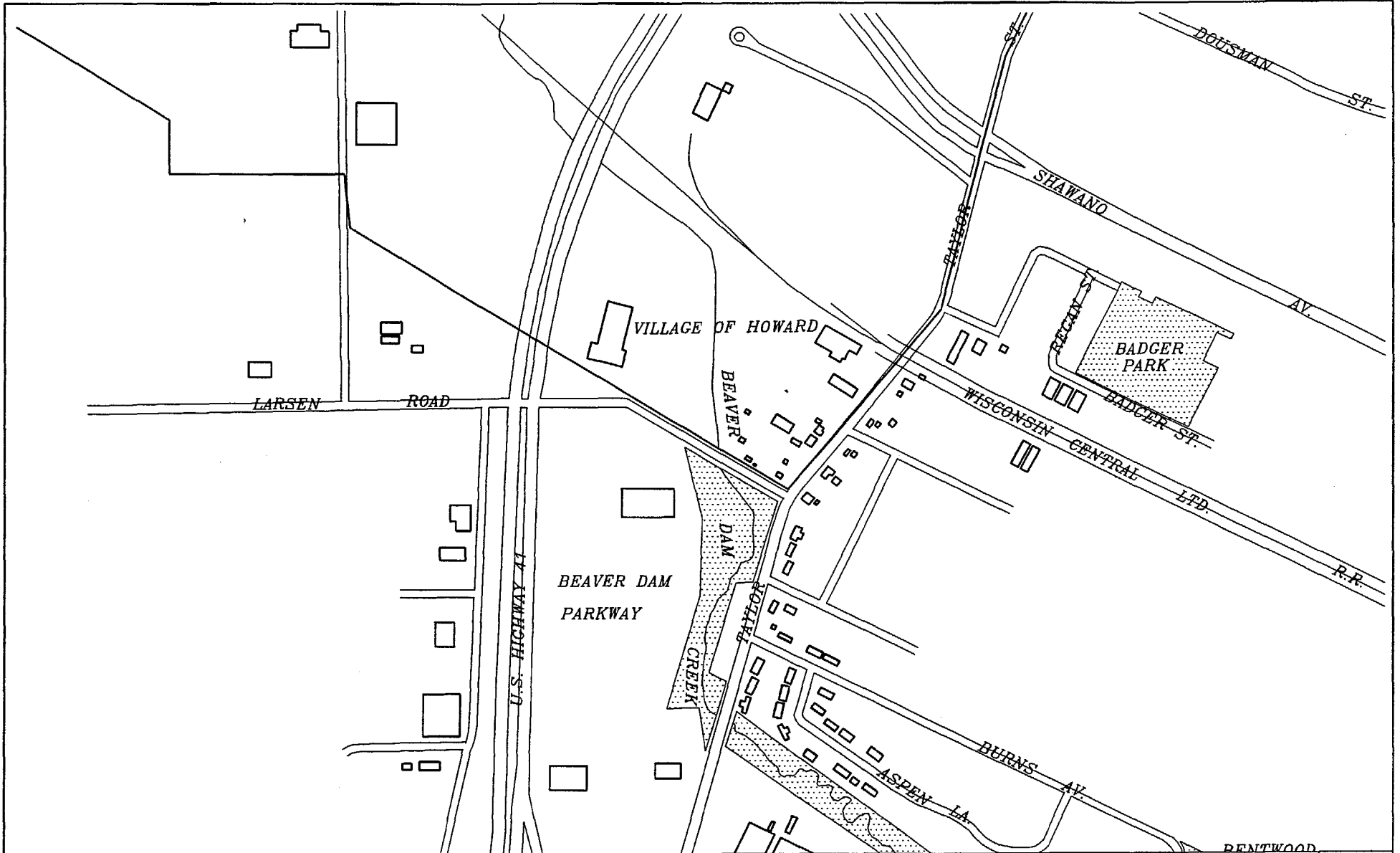
COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

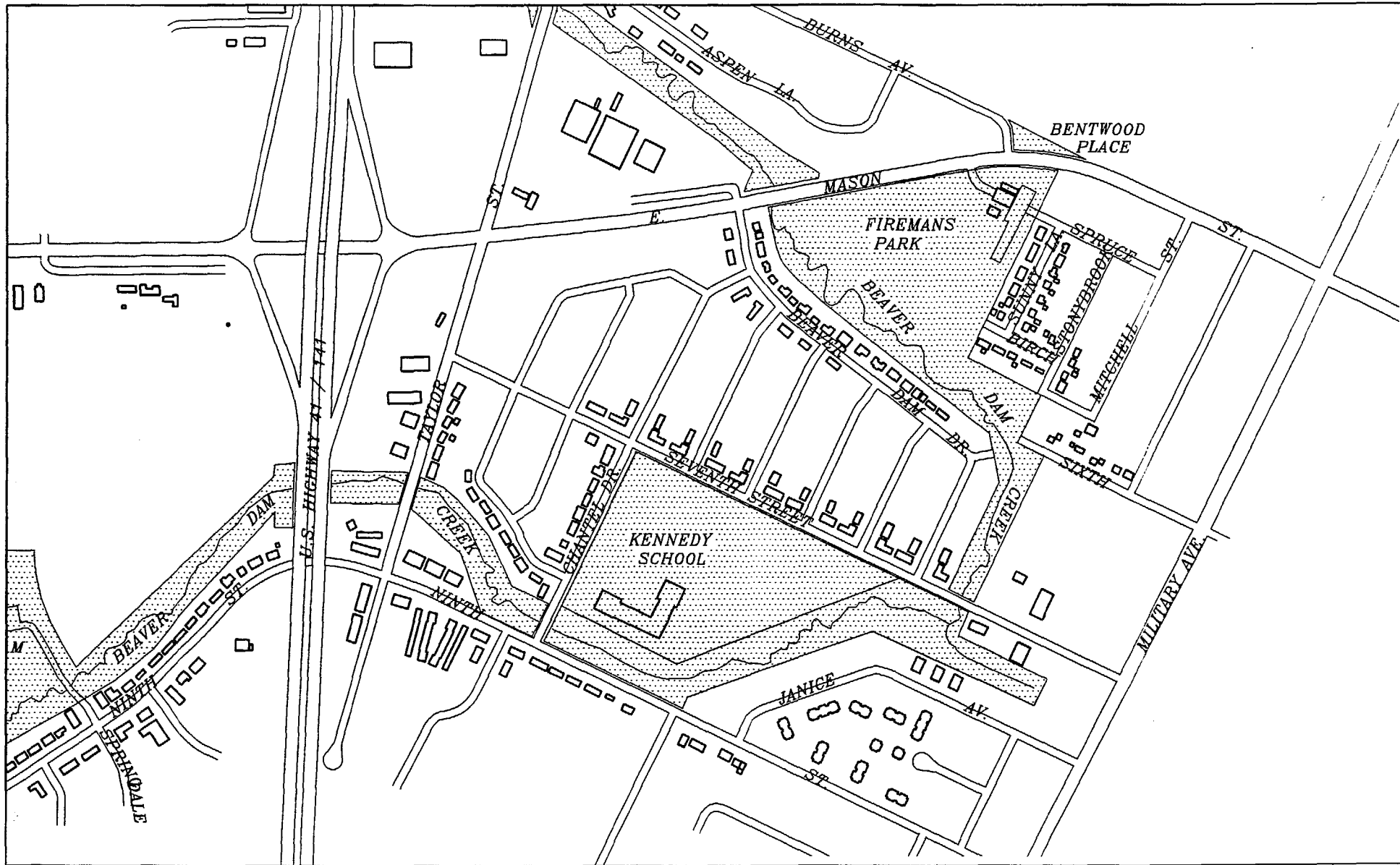


STUDY AREA  
12

MAP  
37



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EXISTING PARK / PARKWAY										
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)										
PROPOSED PARK / PARKWAY										



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# COMPREHENSIVE WATERFRONT PLAN

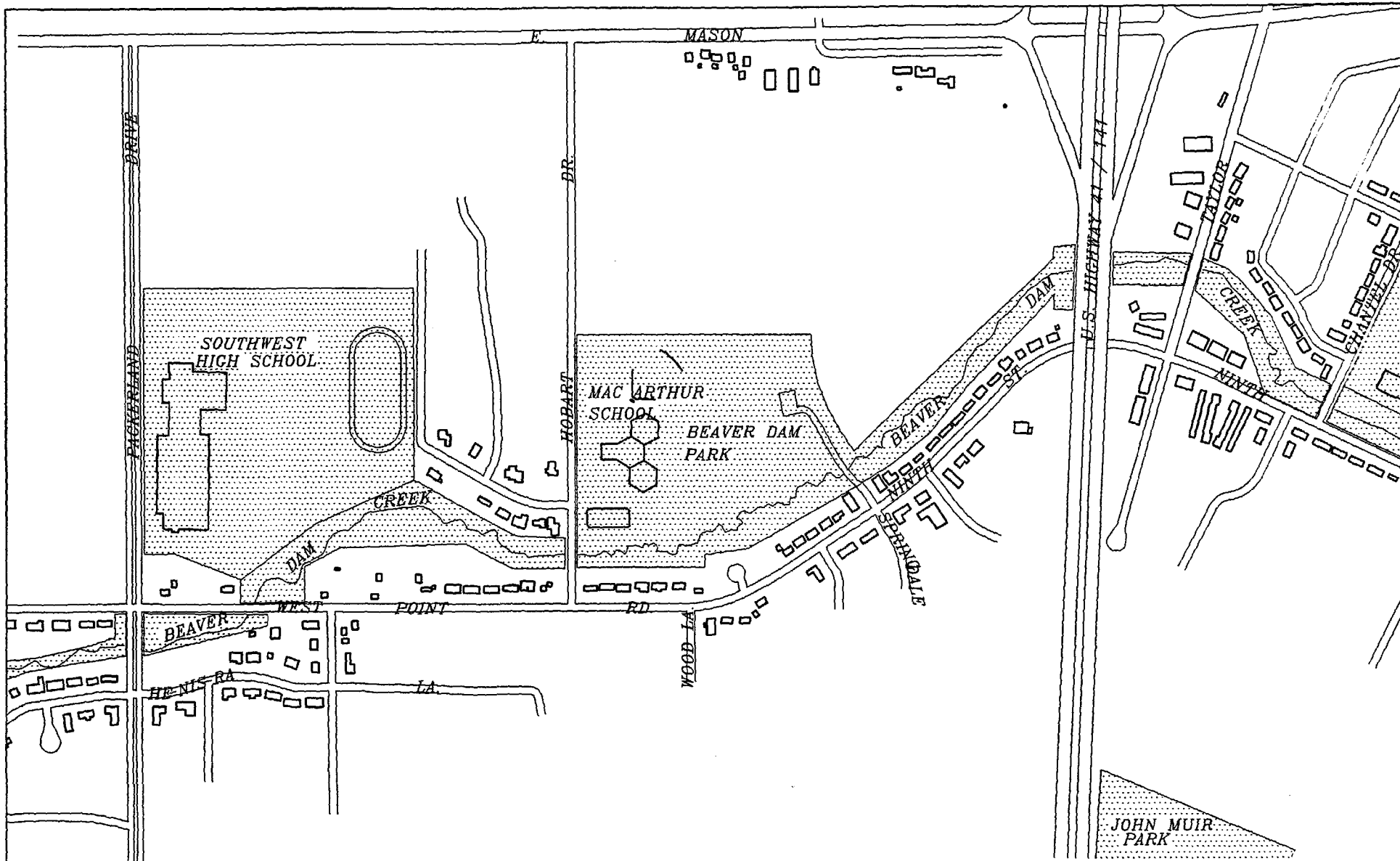
GREEN BAY WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
13

MAP  
39



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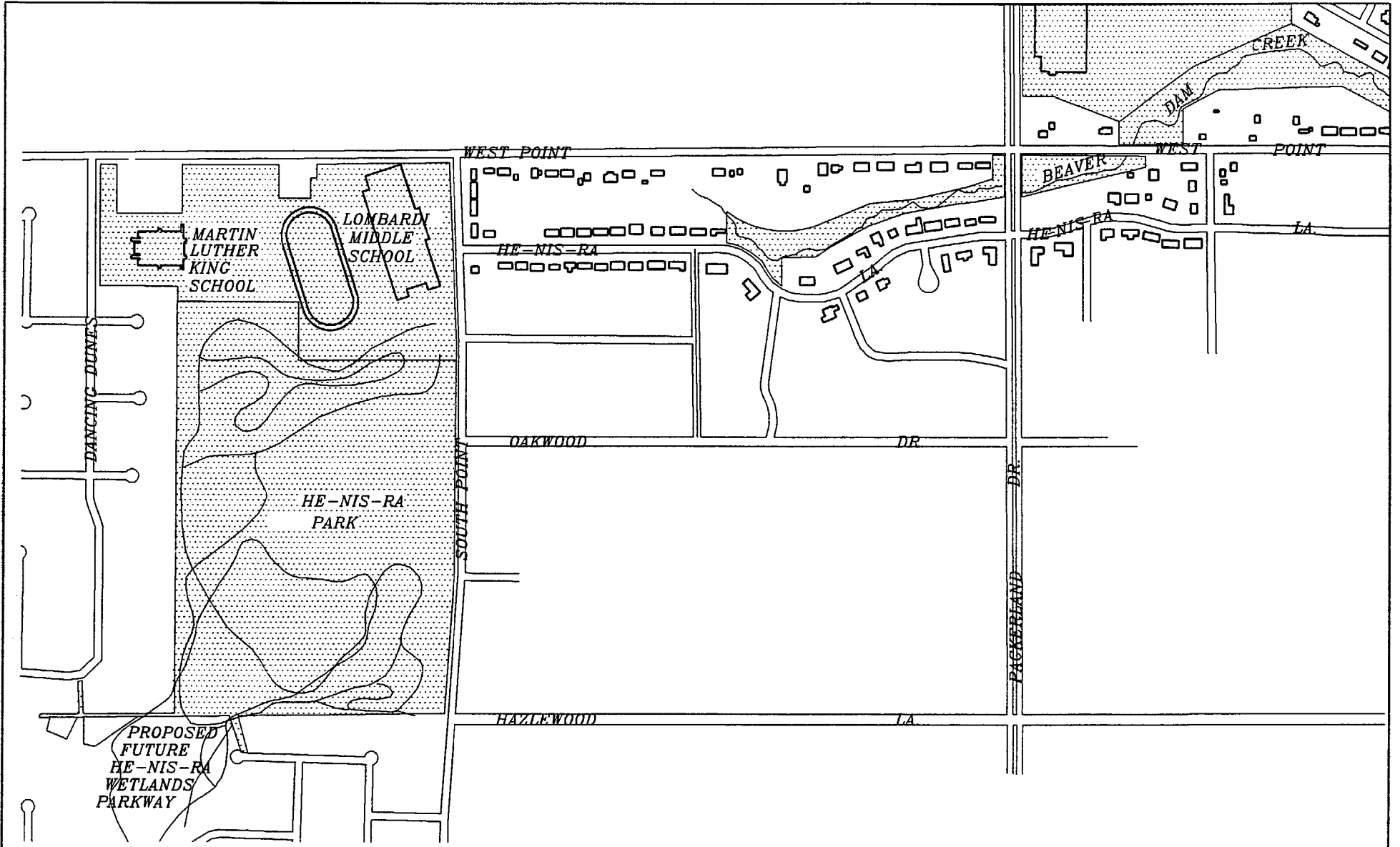
# COMPREHENSIVE WATERFRONT PLAN

GREEN BAY WISCONSIN

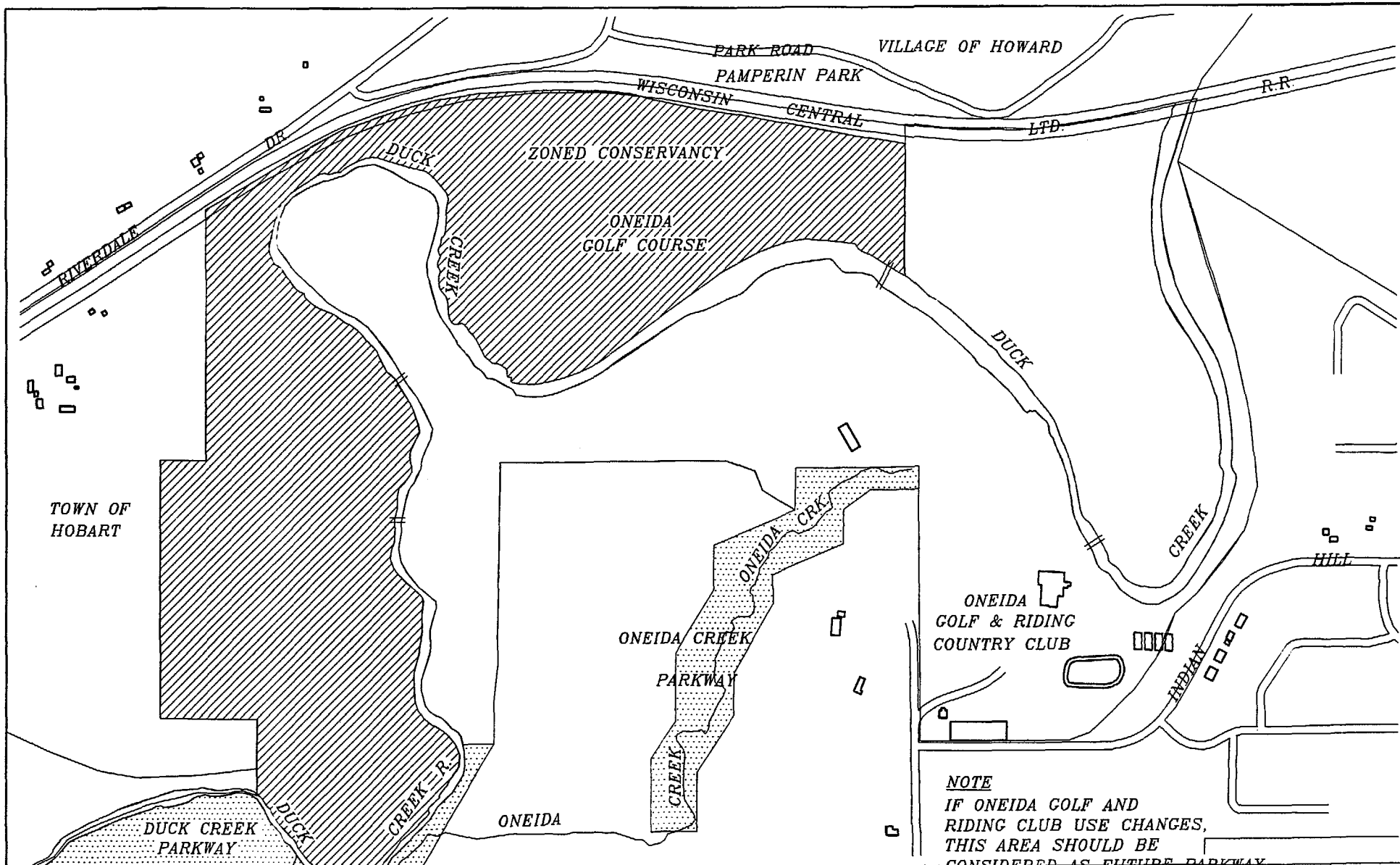
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA	MAP
13	40



PREPARED BY: GREEN BAY PLANNING DEPT. & GREEN BAY PARK AND RECREATION DEPT.	 FEET SCALE	 NORTH	<b>COMPREHENSIVE WATERFRONT PLAN</b> GREEN BAY WISCONSIN	EXISTING PARK / PARKWAY DESIGNATED PARK / PARKWAY (OFFICIAL MAP) PROPOSED PARK / PARKWAY		STUDY AREA 13	MAP 41
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**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

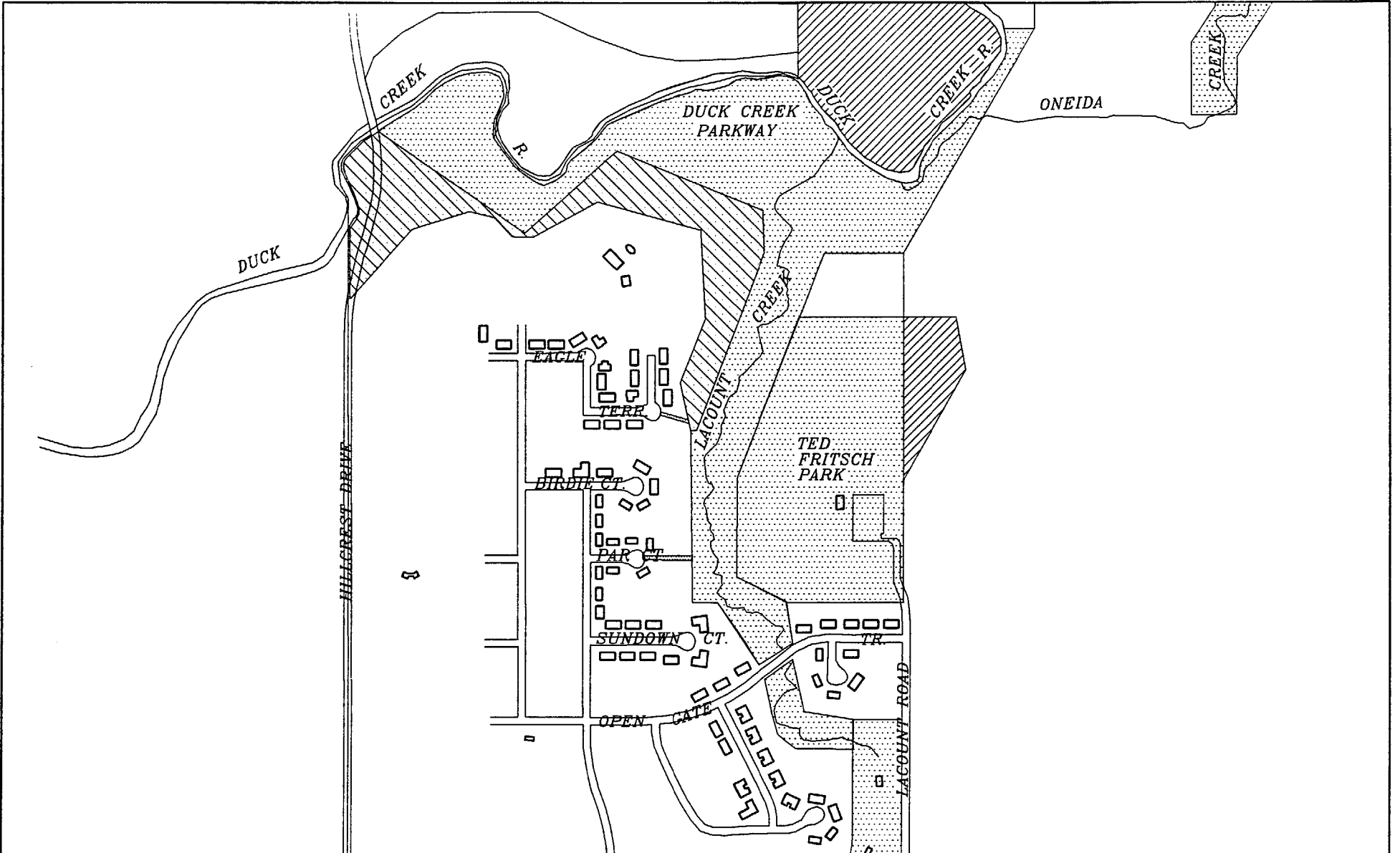
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY

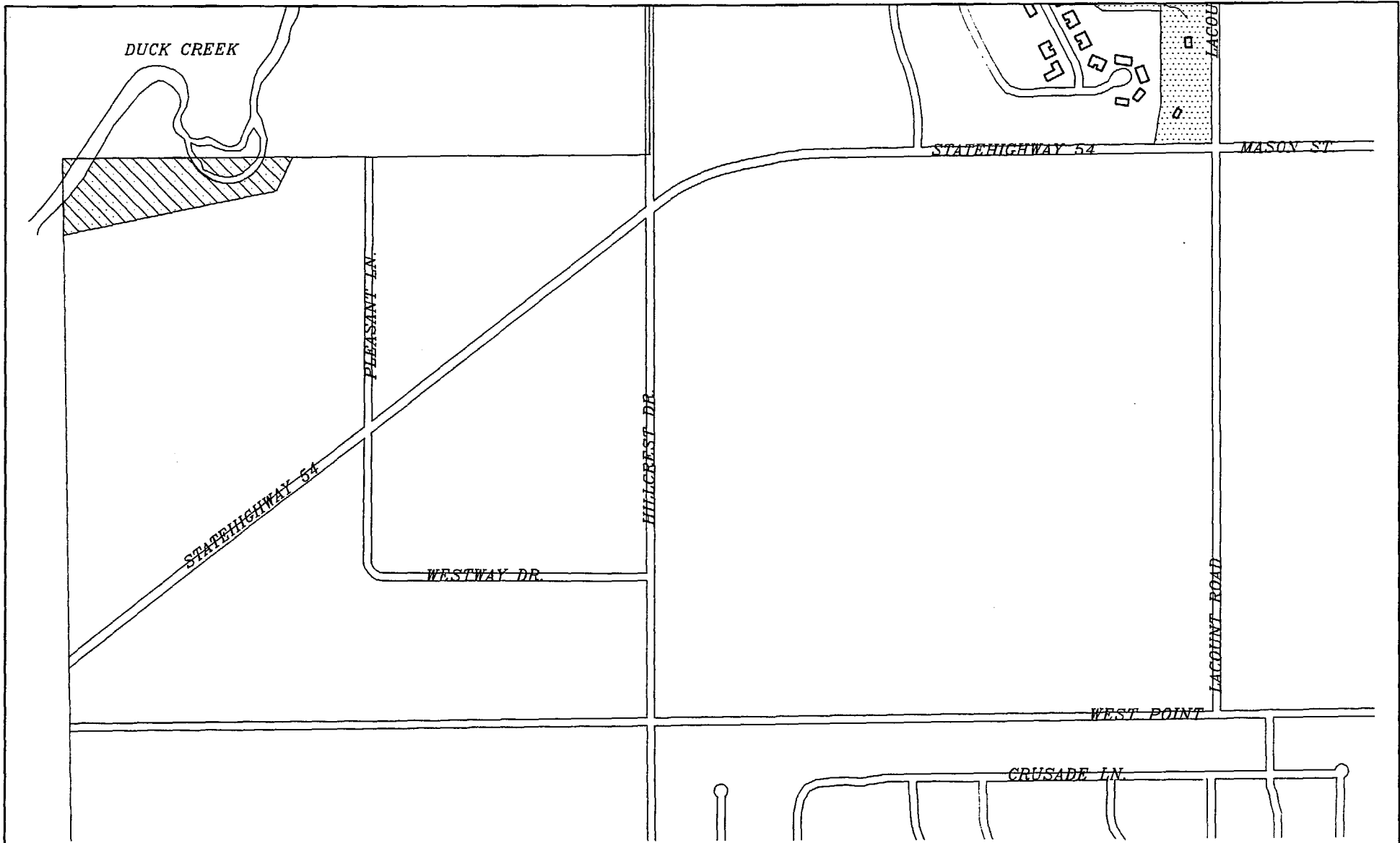


STUDY AREA  
14

MAP  
42

**NOTE**  
IF ONEIDA GOLF AND  
RIDING CLUB USE CHANGES,  
THIS AREA SHOULD BE  
CONSIDERED AS FUTURE PARKWAY.





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**COMPREHENSIVE WATERFRONT PLAN**  
GREEN BAY WISCONSIN

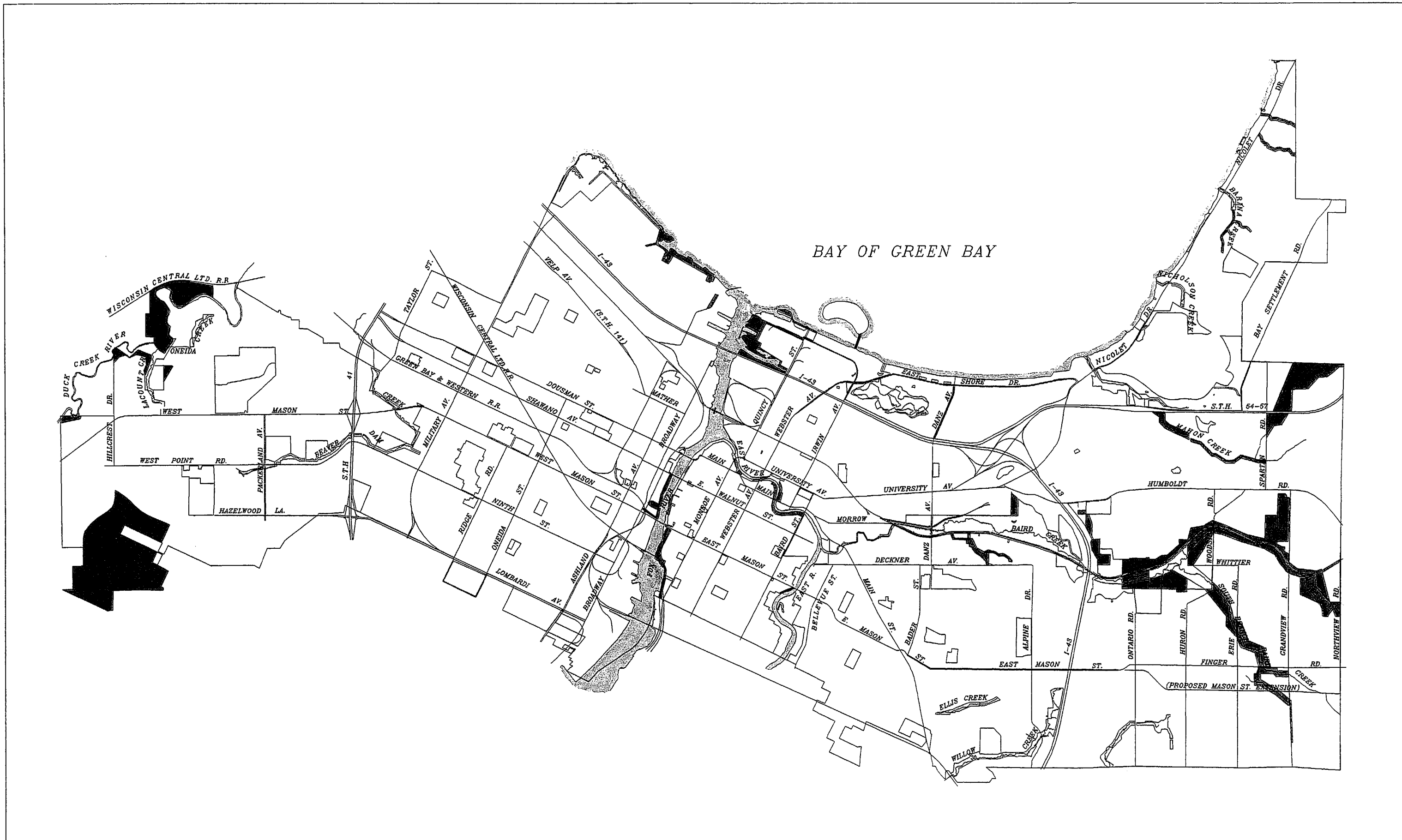
EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



STUDY AREA  
14

MAP  
44





BAY OF GREEN BAY

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NO  
SCALE



COMPREHENSIVE WATERFRONT PLAN  
GREEN BAY  
WISCONSIN

EXISTING PARK / PARKWAY  
DESIGNATED PARK / PARKWAY (OFFICIAL MAP)  
PROPOSED PARK / PARKWAY



PLATE NUMBER 5

# **Implementation**

## **VII. IMPLEMENTATION**

### **A. MANAGEMENT**

Many of the recommendations presented here have been previously recommended in various city and county plans or programs and remain to be accomplished. This plan brings them together in a waterfront format.

Implementation is accomplished by using planning, legal and financial means. An adopted plan for local government is the first step in qualifying an area or project for future action. This is followed by appropriate legal action in the form of land use controls such as zoning, subdivision and official map requirements, then acquisition and development can take place, which in most cases involves at least partial public funding.

There are a host of planning recommendations presented herein and adopted by the city government on previous city plans, on county plans, on state plans and also by private interests. City governments have limited financial resources from which to carry out their numerous responsibilities, some of which are mandated by law. Public financial programs through state and federal agencies are almost always needed to supplement new waterfront funding when local matches can be budgeted. Sometimes private funding is also available.

How does a city coordinate all city interests and responsibilities and allow for new public waterfront acquisition and development? Ideally, a long range financial plan is in place known as a "capital improvement program". Such a program schedules large capital expenses over a five or more year period to even out large expenses and to allow for the planning for financial assistance through state and other agencies. Proposed waterfront acquisition and development projects are then included in this program, among all of the other city's new projects, where they can be evaluated together by the Mayor and City Council annually. These matters are then detailed and updated each year in order to keep the capital improvement program current and forecasted for the next five years.

A permanent management system within the city administration needs to be formed to concern itself with our waterfronts, including port/industrial interests, recreational/residential interests, and to safeguard our natural resource/environmental interests.

This could take the form of a subcommittee formed from the Plan Commission, the Park Committee, the Economic Development Authority, and the Improvement and Services Committee and/or a staff committee formed from those same departments. This group would then prepare and review project plans for approval by the necessary agencies, with the necessary technical expertise. In some communities, waterfront management councils and authorities have been formed with extensive authority.

## **B. MANAGEMENT CRITERIA**

A waterfront management system, to be effective must be able to:

1. Accord the potential waterfront development with the attention necessary for securing a priority from the public agencies and private interests.
2. Be eligible for potential funding sources.
3. Review and monitor all aspects of waterfront revitalization: social, economic and physical.
4. Provide an organizational continuity and stability that is sufficient to assure public and private groups that the proposal will be carried through.
5. Evaluate development proposals and negotiate modifications in proposals that might conflict.
6. Involve the community, individuals, civic and neighborhood organizations in shaping the programs.
7. Place the waterfront proposals in appropriate context with the overall comprehensive plan and capital improvements.

An inter-departmental team should be appointed for waterfront matters each year to work with the affected city committees. As waterfront development progresses, this team will need to assess its progress and prepare necessary changes to this plan, the city wide comprehensive plan, and/or municipal controls and budgeting to achieve the overall goals of the city.

## **C. LAND USE CONTROLS**

The right arm of land use controls afforded local governments is zoning which is the designation of the community into various land use categories called "districts" to achieve a desired future land use plan in accordance with an adopted comprehensive plan for the public's health, safety and general welfare. In addition to zoning, cities are afforded the ability to adopt subdivision regulations to control how land is divided, and to adopt an "official map" wherein new streets, parks and parkways are designed and adopted by ordinance, designating their limits and locations. Special building setbacks are also adopted, requiring new buildings to be set back from streets (and waterfronts in this case). Another form of city land use control is public purchase, which if the land is resold, can be obligated through deed restrictions to achieve or not interfere with public objectives.

## **D. LAND ACQUISITION**

Public land acquisition can be accomplished in different ways, as follows:

1. Fee simple
2. Public dedication
3. Public exchange with/for another parcel to achieve public ownership
4. Public write-down of cost with redevelopment restrictions
5. Public easement
6. Deed restriction/covenant allowing or directing a limited public use
7. Land banking for future private use per public guidelines

## **E. FUNDING SOURCES**

### **U.S. Army Corps of Engineers**

Although planning and development funds were previously available for recreational harbors, none are currently available.

### **Wisconsin Waterways Commission**

Authorized by Chapter 30.92 and administered by the Wisconsin Department of Natural Resources, funds are available from the Recreational Boating Facilities Program for matching grants for "Harbors of Refuge" and other boating facilities, usually on a 50 percent basis with the local government.

Funded activities include breakwaters, shore protection and necessary dredging, as well as general boat launching facilities.

### **Wisconsin Department of Natural Resources**

The department administers several other programs:

1. Acquisition and development of local parks under Chapter 23.09(20) are potentially available to develop those elements of a marina setting as a public park, usually a 50 percent match.
2. Land and Water Conservation Funds (LAWCON)

Federal monies available for park related development, usually a 50 percent match basis.

3. Urban Waterways

A program for funding land acquisition only on a 50 percent match basis.

4. Sport Fish Restoration Fund (Formerly Dingle-Johnson)

Federal aid for sport fishing access (piers, ramps and associated parking), usually a 50/50 match basis, although more is possible.

5. Wisconsin Coastal Management Program

Portions of a marina or boat landing may be funded such as pedestrian paths for public access, path lighting, transient boat docks and environmental educational facilities.

6. Department of Transportation Funds a Transportation Economic Assistance Program (TEA) which can fund parkway trails when the trail can be shown to provide an alternative mode of transportation.

7. Department of Development administers a funding program called the Major Economic Development (MED) Fund. MED provides low cost financing for projects that create a significant number of jobs and/or economic impact for a community, such as on lands adjoining a waterfront.

8. Housing and Urban Development (Community Development Block Grant) Funds since Green Bay is an "entitlement community".

**Revenue Sources Other Than From Grants**

1. General Obligations Bonds.
2. Industrial Revenue Bonds (for manufacturing industries only).
3. Tax Incremental Financial (TIF).
4. Lease Agreements.
5. Marina and Other Revenues.

**F. INCENTIVES TO PRIVATE DEVELOPERS**

Private developers are among the primary participants in most urban waterfront redevelopment proposals, with profit as the major incentive. Government can serve as a catalyst for private action as well as perform regulatory functions to protect the public interest. Government/private sector partnership is especially needed if the proposal is large-scale, requires detailed market analysis or long-term capital improvement, or has significant social or environmental impacts.

In recent years, participation by government as part of joint public/private ventures has broadened the nature of developments to include (in addition to the profit motive) social objectives such as providing jobs, improving the local tax base, or creating recreation opportunities. Even in such joint ventures, the consideration of the potential return on the

private investment remains the deciding factor. Waterfront redevelopment projects must ultimately make sense in economic terms in order to attract private capital.

In addition to direct financial contributions, communities have other means of encouraging private investment, including special tax programs and zoning incentives. These considerations frequently involve negotiations between local governments and private interests as part of the complex real estate development process, which includes detailed analyses of interest rates, cash flows, tax advantages, and land assembly methods.

#### Special Tax Districts

Many states have adopted legislation that allows local governments to establish special taxation districts. This approach institutionalizes the tax incentive mechanism and allows it to cover a broad area. The goal is usually to stimulate private investment in specific areas of the community by reducing the tax burden on existing properties in the district. In this way, the tax district serves as an incentive for private investors to locate new enterprises in the area or improve and expand existing structures.

Most special tax districts are established by local governments according to specific criteria that are outlined in the enabling legislation. In some cases, property owners in a proposed area may petition the local government for special tax district status. When this occurs, a majority of the landowners must be in agreement, and the area must meet the established criteria in order to qualify. Once a special taxation district is proposed, a formal review is mandatory, which includes public hearings where all property owners in the district can testify. The local government will then approve or disapprove the application.

Special tax districts can be implemented in a variety of ways, but each has the common purpose of encouraging private investment in areas targeted for development. The most common type of district is one that reduces property taxes for specific time periods. The assumption is that a lower tax rate will be an incentive for new businesses to locate in this area. Another approach, which primarily affects existing developments, is to exclude the value of improvements made to a site from the overall tax assessment.

#### Tax Increment Financing

Urban redevelopment projects often result in substantial increases in local property values, both on the actual site and in the surrounding area. Utilizing the Statute, these higher assessments can generate (an increment of) greater property tax revenues for local governments, and tax increment financing is a method of temporarily using these increased values to provide funds for redevelopment projects. Thus the increased tax increment over 23 years is used to fund the project in its initial seven years.

Tax increment financing establishes a method of financing urban redevelopment projects outside the general fund of a local government, which is derived principally from the expected increase in property taxes. This technique isolates the additional property tax revenues produced by redeveloping and upgrading deteriorated properties and uses these revenues to repay the costs, including retirement of the municipal bonds that were sold to finance construction of the public's share in the project. Green Bay has some expertise and

experience in this area; two successful Tax Increment Financing Districts have been created in downtown Green Bay.

TIF revenues can also be used to capitalize special financing programs for private developers and businesses locating or expanding within the district. Generally, the funding programs offer more attractive financing than conventional uses.

#### **Business Improvement District**

A Business Improvement District (BID) is a special taxation district usually established in older commercial areas to help businesses with promotion and undertakes minor public improvements. To create a BID, at least 60 percent of property owners within the district must agree to the establishment of the funding mechanism. Following the creation of the BID, a work program and budget are established to determine the amount of tax revenue needed from each property owner.



# **Appendix**

**VIII. APPENDIX**

- A. Glossary of Related Terms.
- B. Recommended Maintenance Of.
- C. Shore and Stream Development - City of Green Bay Controls.
- D. Parkways/Official Map - Public Use Policy, City of Green Bay.
- E. Broadway Redevelopment Plan.
- F. Renard Isle Future Land Use Plan.
- G. Brown County Bicycle/Pedestrian Plan (Draft).
- H. Comprehensive Waterfront Plan Survey.
  - Questionnaire
  - Results

## **A. GLOSSARY OF RELATED TERMS**

**Bulkhead:** A geographic line along a reach of navigable water that has been adopted by a municipal ordinance and approved by the Department of Natural Resources pursuant to S30.11, Wisconsin Statutes, and which allows limited filling between bulkhead line and the original high water mark, except where such filling is prohibited by the floodway provisions of this ordinance.

**Central Business District (CBD):** The largest, most intensively developed, mixed-use area within a city, usually containing, in addition to major retail uses, governmental offices; service uses; professional, cultural, recreational, and entertainment establishments and uses; residences, hotels, and motels; appropriate industrial activities; and transportation facilities.

**Channel:** Natural or artificial water course of perceptible extent, with definite bed and banks to confine and conduct continuously or periodically flowing water.

**Conservancy District/Area:** Land designated for the preservation of open space and natural features including aesthetic qualities and may be also used to preserve watercourses or retention and storage of water in ponds. Certain open space uses are permitted to provide private and public access. Also a general term for parkways.

**Easement:** The rights to a parcel of land that a municipality or franchised utility holds in order to use or maintain for said portion for specified, defined purposes.

**Flood:** A temporary rise in stream flow or stage that results in water overtopping its banks and inundating areas adjacent to channel.

**Floodplain:** Land adjacent to a body of water which has been or may be covered for storage of flood water, including but limited to the regional flood.

**Flood, Regional:** A flood determined by the State Department of Natural Resources and the Federal Insurance Administration in the flood insurance study for an area or municipality which is representative of large floods known to have happened to the area and reasonably characteristic of what can be expected to occur in a particular area. The regional flood generally has an average frequency on the order of the 100 year recurrence interval flood determined from an analysis of floods on a particular stream and other streams in the same general region.

**Park and Parkway:** An area legally reserved on the Official Map, by Wisconsin Statute 62.23.

**Parkway:** Lineal public open space, often along a river or waterfront, usually for recreational use.

**Rails To Trails:** A federal act to give interested parties (governments) the opportunity to use railroad rights-of-way, which might otherwise be abandoned, for recreational use.

**Waterfront:** Land or section of town/city fronting on a body of water.

**Waterway Setback:** (Green Bay Zoning Code) A building setback of 50 feet from the bulkhead line or ordinary high watermark whichever provides the greater landward distance, or all waterways within the City of Green Bay.

**Watershed:** The entire region or area contributing runoff of surface water to a particular watercourse or body of water.

**Zoning:** Regulations governing the use and placement of land and buildings.

## **B. RECOMMENDED MAINTENANCE OF RIVERFRONT PARKWAYS**

Left near to natural state with fallen trees, branches cleared from water's path (to prevent storm water from being blocked).

No artificial landscaping.

Underbrush and trees trimming only for the purposes of bug or rodent control.

Grass/vegetation to be cut on a bi-yearly mode similar to state highway maintenance schedules.

### **Types of Surfaces Found on Trails in Parks/Parkways**

Hiking/nature trail - dirt or mud surface

Walking - wood chips or crushed stone

Pedestrian/bike - crushed stoned or bituminous (black top)

Bike trail - crushed stone or bituminous

Bike lane - paved lane usually parallel to roadways

## C. SHORE AND STREAM DEVELOPMENT CONTROLS BY THE CITY OF GREEN BAY

Type	Intent
<b>Comprehensive Plan</b>	
Comprehensive or Master Plans, or their component project plans, adopted per 62.23(3), Wisconsin Statutes	To portray long range goals and objectives of a community in a map and text format
<b>Official Map</b>	<b>Intent</b>
A map illustrating proposed streets, parks, and parkways, adopted per 62.23(6), Wisconsin Statutes	To preserve proposed new streets, parks, and parkway areas by withholding new building permits, to enable governments to acquire such lands through purchase or dedication
<b>Zoning</b>	<b>Intent</b>
Regulations governing the use and placement of new land uses and structures, in text and map format, adopted per 62.23(7), Wisconsin Statutes	To restrict the use of lands and structures according to public regulations to promote the public's health, safety and general welfare
Also, includes regulations pertaining to floodplains and wetlands, as required by Wisconsin Administrative Rule	

## **D. PUBLIC USE POLICY OF CITY OF GREEN BAY PARKWAYS ON THE OFFICIAL MAP**

### **Laws/Ordinances Governing Use**

1. City zoning and official map (regulation of building permits and subdivision plats).
2. State NR 116, NR 117, Chapter 30 Wisconsin Statutes.
3. U.S. (Corps of Engineers), Section 10; 404.

### **Purpose of Parkway/Stream Areas (In Priority)**

1. Drainage of watershed.
2. Floodplain storage area.
3. Erosion control/ice management.
4. Water quality - surface non-point source.
5. Recreational path.
6. Natural/aesthetic division/linkage of development.
7. Water quality - groundwater.
8. Wildlife habitat within urban system.

### **Use of Parkways/Streams in City (In Priority)**

1. City/State.
  - a. Central channel to be open and unobstructed for drainage.
  - b. Floodplain is equally important to be always available and open.
  - c. Protect channel banks from erosion up to top of bank.
  - d. Government has right to enter and clear away obstructions and debris.
2. Adjoining Public. Occasional private recreation in the parkway; lawns, picnic overflow, trail area, occasional use with general public pedestrians.
3. Educators. Schools, scout and similar use for outdoor education.
4. General Public. Regular use of larger parkways for passive recreation, only occasional use of small parkways.

## **E. BROADWAY REDEVELOPMENT PLAN**

The Broadway Redevelopment Plan was developed by the firm of Howard, Needles, Tammen and Bergendoff for the City of Green Bay's Redevelopment Authority and was approved in the Spring of 1994.

The proposed plan encompasses an area from Mather Street to Mason Street and from Chestnut Avenue to the Fox River. The goals and objectives of the project were to revitalize and enhance the entire Broadway District, and in the process create a more attractive and desirable location for commerce and recreation. It is the plan's intention to establish an explicit connection between the Broadway District, the city's waterfronts and the main business district located on the eastern side of the Fox River.

The plan's recommendations include, but are not limited to:

- Creation of a continuous public waterfront access from Main to Mason Streets through the use of pedestrian trails, open space, promenades and plazas.
- Provide for public and private boating facilities for both transient and residential or leased docking.
- Promote, solicit and develop a mixture of residential, commercial, retail and professional developments within the district.
- Any and all development within this redevelopment district will be cognizant of the area's history and turn of the century style architecture. Buildings of architectural significance will be refurbished and those that are not or are in too poor of condition will be razed and hopefully rebuilt with infill in keeping with the development.
- The Redevelopment Authority will also pursue and encourage cultural and educational facilities to be built within the area.

For further information and details of the redevelopment, see the [Broadway District Redevelopment Plan](#).



## F. RENARD ISLE FUTURE LAND USE PLAN

Renard Isle is a man made island located about 800 feet off shore from Bay Beach Park in the Bay of Green Bay.

The island was designed by the Army Corps of Engineers as a confined disposal site for polluted (but not hazardous) dredged materials from the Green Bay Harbor entrance and channel. The current island is 55 acres, with plans for a possible expansion of up to 183 acres. The expansion plans are currently on hold due to environmental questions.

Plans for a pedestrian/emergency vehicle causeway from the park's shoreline dike area (just west of the present Bay Beach Park area to the island's southeastern shore) have been drawn. The island itself will contain areas for passive recreation (maintained), passive recreation (natural), and a wildlife sanctuary with areas being wooded, grass lands, beach areas and a nesting area for herring gulls. The schedule of when this project will begin is undetermined until the question of expansion is settled.

The island is presently owned by Brown County but managed by the Army Corps of Engineers. The plan calls for the island, when no longer needed or used for dredge spoils disposal, to be turned over to the city or city/county to be managed and developed as described above.

See Renard Island Future Land Use Plan, 1978-1988, for further information.

**G. BROWN COUNTY BICYCLE/PEDESTRIAN PLAN (DRAFT 1994)**

This pedestrian/bike plan points out the need for communities to look at the pedestrian and bicyclist's needs for safe, pleasurable and direct as possible routes to accommodate his or her transportation needs. Municipal government are required to provide networks of transportation to its citizens. Green Bay's waterfronts in many cases would provide the most logical and safest routes for this portion of the overall transportation network.

For further information regarding this plan, see Brown County Bicycle/Pedestrian Plan (Adopted 1994).

## **H. PARK, RECREATION AND OPEN SPACE PLAN**

The Park, Recreation and Open Space Plan is a comprehensive plan written by the Park and Recreation Department and the City's Planning Department. This plan, along with long range recommendations to maintain, improve and insure adequate recreational space and facilities for the citizens of Green Bay.

The need for adequate recreational space and facilities has been recognized as a prerequisite to good mental and physical health. Parks and open space are the most common and logical way for a city to preserve, protect and enhance environmentally significant and/or sensitive areas for the benefit of present and future generations.

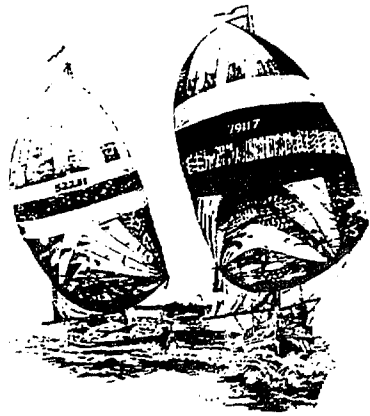
This plan is currently in the early stage of being revised and will be consistent with the Comprehensive Waterfront Plan.

Refer to Park, Recreation and Open Space Plan 1990-1995 for further details on this plan.

## **1994 COMPREHENSIVE WATERFRONT PLAN SURVEY**

This survey was distributed through a number of public offices and private businesses in the City of Green Bay in the Spring and early Summer, 1994. It was also published in the *Green Bay Press Gazette* for return on May 10, 1994.

Over 500 surveys were returned, with valuable information including numerous additional comments added by respondents. The results are included here.



City of Green Bay  
Plan Commission  
**1994 Comprehensive Waterfront Plan  
Survey**



**Do you have 10 minutes?**

The City of Green Bay, through a grant from the Wisconsin Coastal Management Program, is currently updating the 1984 Comprehensive Waterfront Plan. To facilitate the planning process, we are asking for public comment regarding your ideas, wants and needs for use and development of the city's waterfronts.

The Comprehensive Waterfront Plan will include all shorelines along the Fox and East Rivers, Duck, Mahon, Baird, Beaver Dam, Nicholson and Willow Creeks, as well as the shoreline of the Bay of Green Bay.

For further information or questions, call the Green Bay Planning Department, Roger Anderson, 448-3400.

Please fold and mail the completed survey to:

Green Bay Planning Department  
Room 608  
100 North Jefferson Street  
Green Bay  
WI, 54301

Thank you very much for your cooperation and valued input.

1. Are you a resident of the City of Green Bay?  Yes 336  No 163  
 If not, what community? Allouez, Howard, De Pere
2. Do you work within the city limits?  Yes 362  No 92
3. What is your age?  0-18 5  19-35 86  36-55 283  56+ 114
4. Should the city encourage beautification of privately owned waterfront properties?  Yes 450  No 17  Undecided 46
5. Do you think the City of Green Bay is making proper use of its waterfront resources? *Many comments of the nature we must do more. Look at this city or that.*  Yes 43  No 397  Undecided 57
6. Would you like to see more public access to the city's waterfronts?  Yes 446  No 24  Undecided 29
7. Would you like to see more pedestrian/bicycle paths developed along waterfronts? *Many comment saying we must do this (some had very strong beliefs in this).*  Yes 408  No 32  Undecided 59
8. Would you like to see more waterfront areas for environmental and passive recreation purposes?  Yes 383  No 56  Undecided 60
9. Do you presently use existing pedestrian/bicycle paths along the Fox or East Rivers?  Yes 280  No 209
10. Do you feel these pedestrian/bicycle paths should be interconnected with city parks and other major areas of the city?  Yes 355  No 48  Undecided 96
11. If paths were expanded and interconnected, what would you use them for?  
 247  A. Recreational Use  D. Would Use Rarely 54  
 8  B. Transportation (i.e., Work, Shopping)  E. Would Not Use 27  
 162  C. Both A & B *Most people who would use as transportation would also use for recreation.*
12. How many times per month would you use expanded and interconnected pedestrian/bicycle paths?  
 0-4 205  5-9 126  10-20 91  21+ 21
13. Do you use existing public parkways along waterfronts?  Yes 368  No 104  
 Which ones? Most often listed was Green Isle in Allouez or Riverfront Walk in Central Business District.
14. Do you own /have use of a boat or water vehicle?  Yes 263  No 236  
 What type? *Of those with boats, many had two or more.*  
 169  Outboard  Inboard  Sailboat  Canoe/Kayak  Pontoon  Jetski  
 3  Other 65 52 74 9 11
15. Do you use local waterways for fishing?  Yes 181  No 314  
 Which other recreational uses Waterskiing often Listed
16. How often do you use a watercraft per month? (during boating season)  
 0-4 118  5-10 124  11-20 40  20+ 24  N/A 193
17. How far (miles) do you travel to use the watercraft?  
 0-4 64  5-10 85  11-20 39  20-50 46  50+ 57  N/A 208
18. Do you use the city metro boat launch?  Yes 110  No 247  N/A 140

19. Do you use or have you used the city's marina (located at Holiday Inn City Centre)?  Yes 117  No 228  N/A 154
20. Do you believe the number of available boat slips in Brown County are adequate at this time? Five years from now?  Yes 79  No 220  Undecided 200  
 Yes 22  No 266  Undecided 208
21. Do you dock your boat at a marina? In Brown County?  Yes 52  No 225  N/A 222  
 If not, which county Door, Marinette, Oconto, Kewaunee  Yes 42  No 138  N/A 319

22. If boating facilities were improved and capacity increased would your usage of the areas's waterways increase?  Yes 186  No 136  Undecided 127

23. If more landings and facilities were to be built, where should they be built?  
 137  A. Along Fox River East Shore 121  D. Bay Shore West  
 154  B. Along Fox River West Shore 170  E. Bay Shore East  
 63  C. Along East River

24. How should improvements and expansion of boating facilities be paid for?  
 9  A. Public Funding 23  E. Combination A & C  
 14  B. Private Funding 53  F. Combination B & C  
 77  C. User Fees 197  G. A,B & C  
 21  D. Combination A & B

25. Do you believe that the beautification and development of the city's waterfronts would have a positive impact (i.e., more tourism, more jobs) on the community's economy?  Yes 469  No 12  Undecided 18  
 A very strong yes response.

26. If you could have any new facilities you wanted on our waterfronts, what would they be? Please check (✓) and add to the list if you wish.

#27	#28		#27	#28	
15	38	<input type="checkbox"/> A. Active Sports/Recreation Areas	54	5	<input type="checkbox"/> M. Pedestrian Walkways
17	32	<input type="checkbox"/> B. Bandshell/Outdoor Music	16	19	<input type="checkbox"/> N. Picnic Areas
32	19	<input type="checkbox"/> C. Bicycle Paths	39	20	<input type="checkbox"/> O. Restaurant/Outdoor Cafes
23	40	<input type="checkbox"/> D. Boat Launching Sites	13	101	<input type="checkbox"/> P. Retail Activities
23	32	<input type="checkbox"/> E. Boat Harbor with Slips/Moorings	38	8	<input type="checkbox"/> Q. Riverfront Parks
20	45	<input type="checkbox"/> F. Botanic Gardens/Conservatory	2	89	<input type="checkbox"/> R. Ship Loading (Overlooks/Overviews)
11	7	<input type="checkbox"/> G. Elderly/Disabled Access & Facilities	4	21	<input type="checkbox"/> S. Street End Parks
21	38	<input type="checkbox"/> H. Fishing Piers/Areas	7	56	<input type="checkbox"/> T. Swimming Areas (Traditional)
27	96	<input type="checkbox"/> I. Movie Theater/Performing Arts	8	90	<input type="checkbox"/> U. Swimming with Slides & Water Features
12	37	<input type="checkbox"/> J. Nature Studies	10	73	<input type="checkbox"/> V. Tourist Attractions
30	23	<input type="checkbox"/> K. Nature Trails	3	66	<input type="checkbox"/> W. Winter Uses - Ice Boating, Fishing
6	32	<input type="checkbox"/> L. Pedestrian Overlooks	3	121	<input type="checkbox"/> X. Roller Blades

Other: \_\_\_\_\_

27. Of the above, which three are MOST IMPORTANT to you? M 1 O 2 Q 3 C

28. Of the above, which are the LEAST IMPORTANT to you? X 1 P 2 I 3 U

29. Do you believe the city should acquire waterfront properties for recreational use/environmental preservation as they become available?  Yes 442  No 17  Undecided 2

Very strong yes response with comment that we have missed many opportunities in the past. Mentioned often was Northwest Engineering site.

30. In your opinion has the water quality of area waterways in the past 10 years

- 311  Somewhat improved
- 127  Greatly improved
- 1  Slightly degraded
- 7  Significantly degraded
- 22  No change

Vast majority responded as improved (slightly or greatly) or commented that we still have a long way to go.

Please add comments here

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Fold here

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Fold here

Green Bay Plan Commission  
100 North Jefferson Street  
Room 608  
Green Bay, WI. 54301

Place  
Postage  
Here

\_\_\_\_\_  
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\_\_\_\_\_





B. F. PARULESKI, AICP  
PLANNING DIRECTOR

# City of Green Bay

GREEN BAY PLAN COMMISSION  
ROOM 608 - CITY HALL 448-3400

WISCONSIN  
5 4 3 0 1

## GENERALIZED, COMMON COMMENTS FROM WATERFRONT SURVEY July, 1994

1. The City of Green Bay has been very slow and is running behind most other cities whose central business districts are located on waterfronts. Cities noted included Sheboygan, Milwaukee, Minneapolis/St. Paul, Boston, Pittsburgh, Cincinnati, St. Louis, and more.
2. The city has done a good job and people are pleased with the central business district's riverwalk and marina but feel these must be expanded. Pedestrian/bike trails should be lengthened to include the full length of the Fox and East Rivers. The areas of green space associated with the trails should be larger.
3. Green Bay is not doing enough. Our valuable resources (waterfronts) must be utilized for the greater public good.
4. We must promote our city as a waterfront city. In order to do this, we need waterfront parks, pedestrian/bike trails, waterfront restaurants with boat docking located within walking distance, and entertainment facilities with live music. Tourism should be promoted to make Green Bay a "Port of Destination" which in turn will bring added capital to our local economy.
5. Festivals/events should be scheduled on a regular basis.
6. Retail and speciality shops located near to and accessible to the waterfront.
7. The city should buy all waterfront property it can to increase public access now and ensure it for future generations. By the city owning the waterfront, the city can control its uses and destiny.
8. Aesthetics of Green Bay's waterfront must be improved. No more waterfront parking lots or ramps. Future building should be oriented toward the waterfront, and when parking is associated with the new construction, it should be located street side not waterside.
9. Green Bay lacks bike trails and lanes. Biking should be promoted as a mode of transportation. Rails-to-trails pedestrian bike trails between Green Bay and De Pere strongly supported.

10. The importance of green strips along waterfronts to act as a natural filtration system for the water before entering the area's rivers and bay.
11. The city government has been too concerned with not spending money. When spending money now to purchase waterfront properties, the city will be able to control them and increase the future tax base by its proper utilization. The city officials have not listened to what the public wants but often bends to special interests.