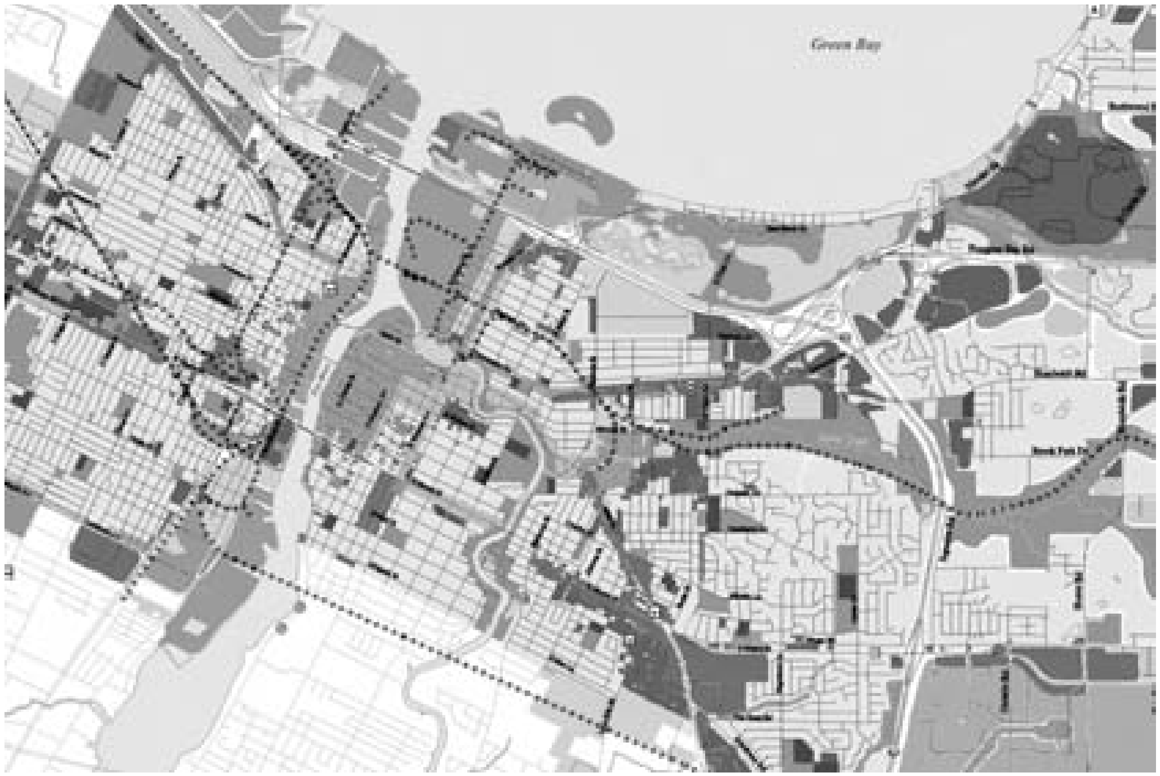
Economic Development Analysis



Green Bay
Smart Growth 2022

Economic Development Analysis

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Economic Development Analysis

Economic Environment

The Green Bay Area Economy

The City of Green Bay is the historic hub for economic activity in the greater Green Bay area. Over the past forty years or so, growth of the community and economic activity has spread increasingly to suburban communities adjacent to the City of Green Bay. It is difficult to characterize the economy of the City of Green Bay separately from the greater Green Bay area, in part because a number of suburban businesses report employment using a Green Bay address and because many economic statistics are maintained at the county level.

Employment

Green Bay area employment is thriving as evidenced by the following.

- ***Per capita job growth*** of 5.9 percent during the previous year ***was the highest in the country*** according to the US Bureau of Labor Statistics (April 2000).

- ***Brown County ranked first in job creation in Wisconsin*** with an increase of 34 percent from 1991- 99 (Wisconsin Policy Research Institute - August 2000); this reflects the addition of 35,000 jobs. The statewide average was a healthy 21 percent.

- The ***unemployment rate in Brown County has been lower than the state*** average in the past decade and has been below 3 percent since mid 1997. (Report for Advance, May 2000)

- Commuting patterns - There are more jobs in Brown County than the number of employed residents. ***There was a net in-commute of 5,352 jobs in 1994.*** (WI Department of Workforce Development).

- The Wisconsin Policy Research Institute reported in August 2000 that 80 percent of the employment growth in Brown County (30,604) was in the City of Green Bay during the period 1991-99 and described this as the best performance by a central city in the state of Wisconsin. There is some inaccuracy in this statement however, because a number of businesses in Ashwaubenon and other suburban communities use a Green Bay address. However, it is indicative of the ***high level of economic vitality in the City of Green Bay and adjacent suburban communities.***

- ***Employment growth in the Fox Cities*** (29 percent) was also faster than the statewide average of 21 percent. (Wisconsin Policy Research Institute - August 2000)

- ***Brown County employment growth is different in character than growth in the Fox Cities.*** Brown County had substantial growth in Finance, Insurance and Real Estate (Brown - 3,847; Fox - 1,911), Manufacturing (Brown - 7,021; Fox - 5,242), Transportation, Communication and Public Utilities (Brown -

2,548; Fox - 1,354) and Services (Brown - 10,300; Fox - 9,237).

Fox Cities added more jobs than Brown County in only one sector - Retail (Brown County- 4,248; Fox Cities 5,064). (Wisconsin Policy Research Institute - August 2000)

- ***In the Fox Cities, the second-fastest absolute growth (and fastest relative grown: 50 percent) came in Construction***, adding 2,033 jobs. The tripling of growth between 1991-1995 and 1995-1999 suggests that space has been built for additional employment growth in the near future. (Wisconsin Policy Research Institute - August 2000)

- ***Employment growth in the Green Bay metro area is expected to increase by more than 12 percent*** according to the Wisconsin Department Revenue (second only to Madison and well above statewide average of 7.7 percent).

Workforce

- ***Population growth in Brown County has exceeded growth in both the United States and Wisconsin***. Between 1990 and January 2000, the population grew 28,304 from 194,594 to 222,898 (Jan 1, 2000 estimate) or 14.5%. This compares with 8.5% for the state and 8.7% for the nation. (Brown County Workforce Profile, Wisconsin Department of Workforce Development, October 2001.)

- ***The age structure of the population growth in Brown County has been balanced*** with a 16.5% growth rate among the working age population, and a combined growth rate of 15% among individuals 15 years or younger and 65 years or older. (Brown County Workforce Profile, Wisconsin Department of Workforce Development, October 2001.)

- The movement of the baby boom generation through the workforce is revealed by a ***growth of workers in the age 40-54 category.*** This is the generation that will begin to retire in the next 10 years and be replaced by the group currently in the 25-39 age bracket. These groups are relatively similar in size, which will provide for a good transition. The population in the younger groups 16-24 and 0-15 indicates that ***the labor force over the next 10-15 years will probably remain constant, except for migration***. This is likely to be somewhat of a barrier to growth. (Brown County Workforce Profile, Wisconsin Department of Workforce Development, October 2001.)

- ***An exceptionally large percentage of the population is employed in the county***. Brown County's labor force participation rate is 78.8%, exceeding both the state (72.3%) and national (67.1%) participation rates substantially. (Brown County Workforce Profile, Wisconsin Department of Workforce Development, October 2001.)

Income

- ***Average annual earnings per worker*** (1999) was $29,336 in Brown County. In Wisconsin, only the Fox Cities area ($30,693) and Metro Milwaukee ($31,908) exceeded this figure. (Wisconsin Policy Research Institute - August 2000, based on ES 202 information)

- The ***highest paid industries*** in Brown County are Transportation/Utilities ($38,146), Manufacturing ($37,785) and wholesale trade ($34,542). The lowest paid sector is retail trade at $15,838. (Wisconsin Policy Research Institute - August 2000, based on ES 202 information)

Key Economic Sectors

Key sectors of a regional economy can be identified by concentrations of employment, employment growth, and classification as a basic industry. A "basic industry" shows a higher concentration of employment than the national average, based on a "Location Quotient" economic analysis. Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the "economic engine" for a region, affecting the growth and health of many dependent sectors such as retail, construction and local services.

Advance, the economic development arm of the Green Bay Area Chamber of Commerce, commissioned a report in 2000 (*Green Bay - Report for Advance - May 2000*) that identifies basic industries and industries with significant growth as follows. Industry groups with a high location quotient (LQ) (i.e. LQ- 11.9 for Paper and Allied Products) are strategically very important to the area economy. Industries that have a high location quotient and are critical to bringing "outside money" into the Green Bay economy are Paper and Allied Products, Insurance Carriers, Food and Kindred Products, Trucking and Warehousing, Industrial Machinery and Equipment as shown in Table 12-1.

Table 12-1: Top Five Basic Industries (Brown County)

Industry	Location Quotient	Employment Growth 1987-97	Total Employment
Paper and Allied Products	11.9	3.5 %	8,475
Insurance Carriers	3.3	1,776 %	5,929
Food and Kindred Products	2.8	38.6 %	4,926
Trucking and Warehousing	2.5	12.8 %	5,579
Industrial Machinery and Equipment	1.8	33.6 %	4,004

Source: County Business Patterns, 1997 - Green Bay Report for Advance, May 2000

It is also important to understand those sectors of the economy that are growing in a region. Insurance Carriers, one of the region's most important "basic industries" shows up again as a top growth industry. With the exception of a large Humana operation downtown Green Bay, the rest of the industry has moved to Howard and Ashwaubenon.

Table 12-2: Top Five Growth Industries (Brown County)

Industry	Location Quotient	Employment Growth - 1987-97	Total Employment
Insurance Carriers	3.32	1,777 %	5,929
Transportation Services	.05	228 %	421
Social Services	.86	156 %	2,218
Business Services	.94	143 %	8,631
Heavy Construction	.42	77 %	373

Source: County Business Patterns, 1997 - Green Bay Report for Advance, May 2000

Table 12-3 identifies the industry groups with the largest number of employees in Brown County. Although Health Services is not a "basic industry" it shows substantial growth and high employment. In addition, most of this employment is located in the City of Green Bay, because employment in this sector is heavily concentrated in the hospitals – all of which are located in the city.

Eating and drinking establishments show up as a major industry group with strong growth. This reflects food and beverage purchases by local residents as well as visitors to the area – tourists, sports fans, convention visitors and business travelers.

Table 12-3: Brown County Largest Employers

Industry Group	Employment	Numeric Change - 5 year
Health Services	11,196	1,182
Eating and Drinking establishments	8,979	1,669
Paper and Allied Products	8,094	100
Educational Services	8,051	938
Business Services	6,837	1,990
Trucking and warehousing	6,121	1,401
Food and Kindred Products	6,056	563

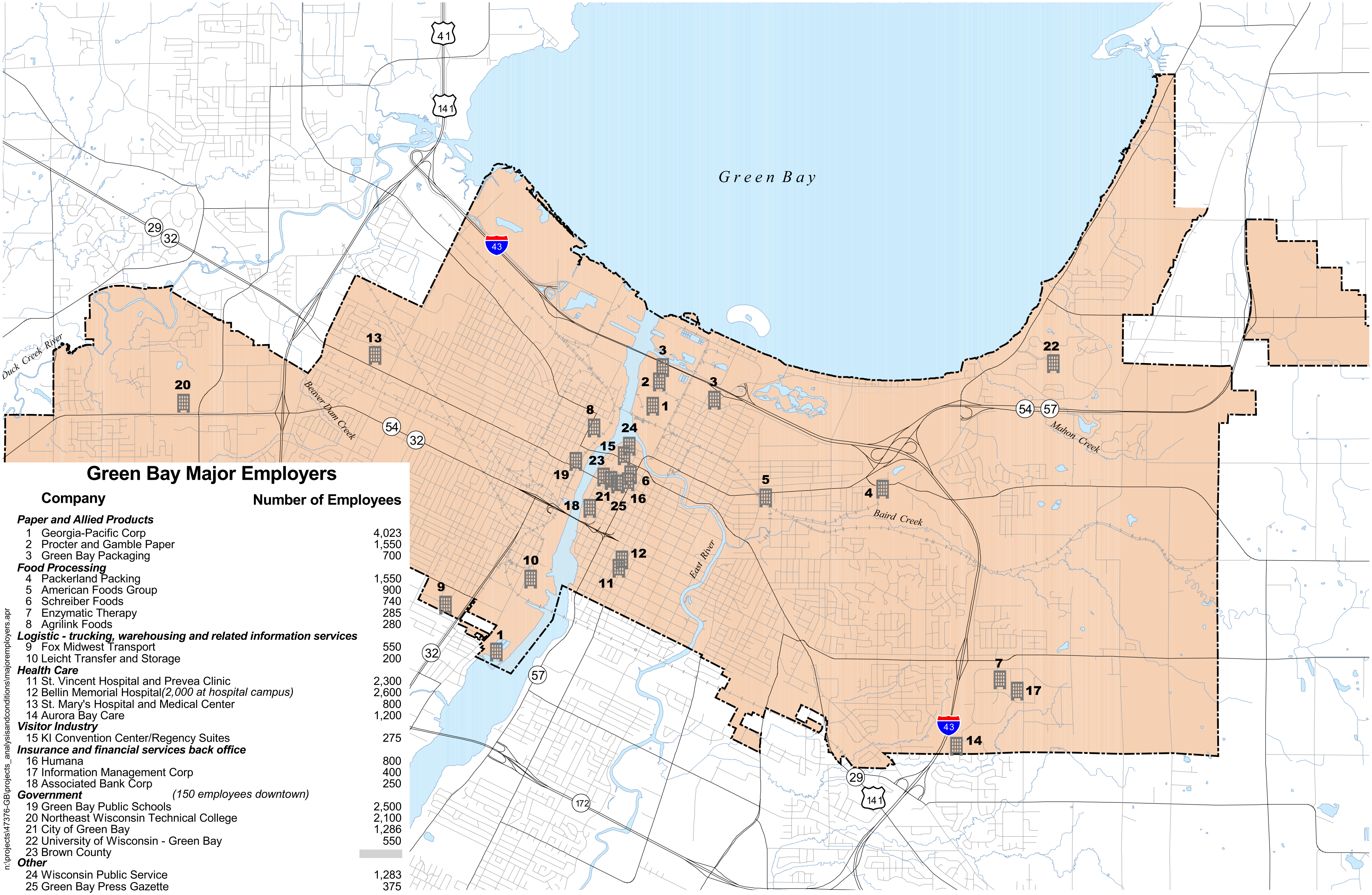
Source: Wisconsin Department of Workforce Development - Brown County Workforce Profile, December 2000

Visitor Industry Impact: Sales and employment figures for tourism related expenditures are straightforward for hotel/motel expenditures, but are intermingled with resident expenditures for food, beverage, entertainment, ground transportation and general shopping expenses. An analysis of "*The Economic Impact of Expenditures by Travelers on Brown County - Calendar Year 2000*" prepared for the Green Bay Visitor and Convention Bureau shows direct expenditures by travelers of $412 million in 2000. This includes food, shopping, entertainment, lodging and ground transportation. Management estimated that 42 percent of visitors were traveling for pleasure; 40 percent were on business and 17 percent were attending meetings or conventions. Most visitors (63 percent) stayed in hotels/motels/resorts; 35 percent stayed with friends or relatives and 2 percent stayed at campgrounds. The $412 million in visitor expenditures in Brown County directly created 7,631 full-time equivalent jobs and $128,950,000 in resident income.

Table 12-4: Major Green Bay Employers by Industry Group

Map Location	Company	Number of Employees
Paper and Allied Products		
1	Georgia-Pacific Corp	4,023
2	Proctor and Gamble Paper	1,550
3	Green Bay Packaging	700
Food Processing		
4	Packerland Packing	1,550
5	Green Bay Dressed Beef	900
6	Schreiber Foods	740
7	Enzymatic Therapy	285
8	Agrilink Foods	280
Logistics - trucking, warehousing and related information services		
9	Fox Midwest Transport	550
10	Leicht Transfer and Storage	200
Health Care		
11	St. Vincent Hospital and Previa Clinic	2,300
12	Bellin Memorial Hospital *(2,000 at hospital campus)*	2,600
13	St. Mary's Hospital and Medical Center	800
14	Aurora BayCare Medical Center	1200
Visitor Industry		
15	KI Convention Center/Regency Suites	275
Insurance and financial services back office		
16	Humana	800
17	Information Management Corp	400
18	Associated Bank Corp.	250
Government		
19	Green Bay Public Schools *(150 employees downtown)*	2,500
20	Northwest Wisconsin Technical College	2,100
21	City of Green Bay	1,286
22	University of Wisconsin - Green Bay	550
23	Brown County *(about 900 in the City of Green Bay)*	1,650
Other		
24	Wisconsin Public Service	1,283
25	Green Bay Press Gazette	375

Sources: Dunn and Bradstreet Marketplace; Green Bay Area Fact Book, Advance; Interviews



Green Bay Major Employers

Company	Number of Employees
Paper and Allied Products	
1 Georgia-Pacific Corp	4,023
2 Procter and Gamble Paper	1,550
3 Green Bay Packaging	700
Food Processing	
4 Packerland Packing	1,550
5 American Foods Group	900
6 Schreiber Foods	740
7 Enzymatic Therapy	285
8 Agrilink Foods	280
Logistic - trucking, warehousing and related information services	
9 Fox Midwest Transport	550
10 Leicht Transfer and Storage	200
Health Care	
11 St. Vincent Hospital and Prevea Clinic	2,300
12 Bellin Memorial Hospital *(2,000 at hospital campus)*	2,600
13 St. Mary's Hospital and Medical Center	800
14 Aurora Bay Care	1,200
Visitor Industry	
15 KI Convention Center/Regency Suites	275
Insurance and financial services back office	
16 Humana	800
17 Information Management Corp	400
18 Associated Bank Corp	250
Government *(150 employees downtown)*	
19 Green Bay Public Schools	2,500
20 Northeast Wisconsin Technical College	2,100
21 City of Green Bay	1,286
22 University of Wisconsin - Green Bay	550
23 Brown County	
Other	
24 Wisconsin Public Service	1,283
25 Green Bay Press Gazette	375

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Note: Employment numbers are for employment in the City of Green Bay

Sources: Dunn and Bradstreet Marketplace
Green Bay Area Fact Book, Advance
Interviews

Figure 12-1

Major Employers

0 2000 4000 8000 feet NORTH

Industrial Land Absorption

A review of historic industrial land absorption is useful in projecting future land absorption. This section reviews industrial land absorption for the City of Green Bay and adjacent communities. Detailed data and records regarding industrial land absorption are not maintained for the Green Bay market; the following information was compiled through interviews with city and chamber staff and reviewed by real estate professionals, city planning and economic development staff, and chamber economic development staff.

Table 12-5: City of Green Bay Industrial Land Absorption

		Acres absorbed	Average acres per year
Early 70s to late 80s	Packerland Industrial Park	364	(approx) 21
Early 80s to early 90s	Tower East	139	(approx) 14
1989 – 2001	I-43 Business Park	443	37
		946	**32**

Over a 30-year period, industrial land absorption has averaged 27 acres per year in the primary business and industrial parks in the City of Green Bay. In the early 1990s, absorption in the I-43 Business Park averaged 22 acres per year. The late 1990s was a period of strong economic expansion throughout the nation; from 1995 – 2001 the absorption rate in the City of Green Bay was 57 acres per year. This includes the 90-acre P&G warehouse site, developed in 2001.

Table 12-6: Greater Green Bay Area Industrial Land Absorption

		Acres absorbed	Average acres per year
1983-2001	DePere	1,010	58
Mid-80s- 2001	Ashwaubenon	645	(approx) 40
Early 80s - 2001	Howard	325	(approx) 18
1980- present	Lawrence, Denmark, Pulaski	310	15
		2,290	

Other communities in the market combined – Lawrence, Denmark and Pulaski – account for an additional absorption of approximately 15 acres per year. The greater Green Bay area has absorbed approximately 3,236 acres over the past 30 years in designated business and industrial parks – an annual absorption rate of approximately 108 acres per year. The City of Green Bay accounted for an average of 32 acres per year, or 29% of the greater Green Bay market.

At the end of 2001, approximately 1,057 acres remained available in business and industrial parks in the greater Green Bay area; this is an inventory of approximately 10 years assuming absorption at a rate of 108 acres per year, the 30-year average.

Status of the I-43 Business Park

In February 2002, approximately 185 acres was available in the I-43 Business Park. The land in the business park is classified for the following uses.

- 100 acres for office
- 20 acres for business related retail
- 35 acres for manufacturing
- 30 acres(east of P & G), no utilities, but will be served in 2002

The 100 acres of office space in the I-43 Business Park has been moving slowly because the minimum building footprint is 50,000 square feet. Because large speculative office space is unlikely in the Green Bay market, this limits use to large corporate offices. Consequently, transactions will not occur often, but are likely to be quite large when they do occur.

Office development is desirable, because it typically generates high tax valuation per acre. The City of Green Bay has experienced difficulty competing with suburban communities in the past for major office developments when sites in downtown Green Bay competed with suburban sites with better freeway access and available land for less expensive surface parking. Maintaining space in the I-43 Business Park for office development will enable the City to compete more directly with suburban communities for such projects.

The City may want to evaluate the market potential for a portion of the 100-acre development to be designed for smaller scale office projects (smaller footprints, reduced setback requirements, etc.)

Key Industries for the City of Green Bay

The following industries are considered key industries for the City of Green Bay based on their significance as an exporter of goods or services from the region, growth in employment, and/or the concentration of employers in the City of Green Bay.

- Paper and allied products
- Food processing
- Health Care
- Logistics – trucking, warehousing and related services
- Visitor industry
- Insurance and other back office
- Government

Table 12-4 lists major employers by industry group and Figure 12-1 shows the locations of these employers.

Paper and Allied Products

There are three major paper industry employers in the City of Green Bay employing nearly 6,300 people:

- Georgia Pacific operates two large mills (East – formerly Fort James mill – and West – formerly Fort Howard) in the community, both produce tissue products.
- Proctor and Gamble (P& G) produces paper tissue, towels and related products.
- Green Bay Packaging produces corrugated shipping containers.

In addition to the three large plants located in Green Bay, an additional thirty companies with more than fifty employees are involved directly in the paper industry in the greater Green Bay area.

In addition, these companies have a tremendous impact on other industries in the community, such as trucking and warehousing. The paper industry leases extensive warehouse space throughout the community.

With national ownership affecting many of the major paper processing operations in Green Bay, it is important to recognize that individual plants must compete for investment by the parent company. Maintaining a competitive cost structure for the plants is important to their success today and in the future. Key factors in maintaining competitive costs include logistics – the cost of transporting raw materials, warehousing and shipping finished goods; labor – including productivity, skills, supply and cost; energy costs; and space for expansion. Many newer paper plants are located in the southern US on large suburban or rural sites. When competing for new machines, plants in older constrained sites, such as the sites east of the river, may be at a competitive disadvantage if no space is available for expansion.

Issues – Paper and Allied Products

- **Mill Expansion Locations:** Reinvestment and modernization of paper processing and related warehousing/distribution may require space for expansion. *Should the area east of the east-side mills, between Quincy and Webster be considered as a redevelopment area that would allow for expansion of the mills and related operations?*

- **New Paper Industry Warehouses:** Warehousing systems have changed dramatically in recent years, with increased size and height for new racking systems and automated warehousing systems. Space may be needed for large new warehouses, with good access to the plants and the freeway system. *What existing or potential business/industrial park areas best meet these criteria? How should the comprehensive plan respond to this potential future demand?*

- **Possible Relocation of the Coal Piles:** There is a complex system associated with the paper industry that includes supply and warehousing of raw materials, processing, warehousing of finished goods; this includes various forms of in-bound transportation, local transportation between warehouses and processing operations and outbound transportation. Any changes to parts of the system must be made with an understanding of related changes that occur and how they affect the competitiveness of the industry.

  One element of this system involves coal. Coal is brought in through the Port of Green Bay to coal piles located along the westside Fox River. They are not visually attractive from a downtown redevelopment perspective. There has been discussion of moving them north near the WPS plant. The cost for a triple wall slip, dredging, rail and other infrastructure associated with this relocation would be $35 - 40 million. Changes to local coal truck traffic will also need to be considered. *What should the comprehensive plan recommend regarding the location or possible relocation of the coal piles?*

Food Processing

There are five major food processors (250+ employees) in the City of Green Bay, with employment totaling 3,750. Packerland Packing and Green Bay Dressed Beef are primary processors of beef. Schreiber Foods makes cheese and does some secondary processing of meat products. Agrilink Foods processes vegetables and Enzymatic Therapy (Lehning Laboratories) makes vitamins. The *Green Bay Area Fact Book*, 2000 identified twenty-two employers in food processing in the greater Green Bay area.

The food industry is sensitive to competitive issues, national and international trends. Recent experiences in parts of the United Kingdom and Europe with mad cow disease and hoof and mouth disease are dramatic examples of pressures that can affect the industry. Food processing has been a stable and important industry in the community for decades and has been important to the development of the industrial machinery and equipment sector and the logistics industry in the region. The trend in the industry is toward further processing, providing the consumer with greater convenience and reduced food preparation time. Further processing operations often locate near primary processing operations; this can benefit the community because more value is added prior to shipment – requiring more labor and related inputs before a product is shipped.

Access to raw materials was the key factor in site location decisions many years ago; and the companies and industry have grown in the community. Advance, the Chamber's economic development division conducted business retention interviews with seven food processing firms in the City recently; all firms made substantial capital investments in the past three years and five of the seven expect new investment in the next three years. Water and waste treatment capacity is a critical issue for food processors. The City of Green Bay is likely to be a more competitive location for expansions than neighboring communities that currently have water supply limitations.

According to the Advance interviews, recruiting workers is a major challenge for the industry. Recruitment includes a significant population of new immigrants working in the processing operations, but companies are also challenged to recruit skilled, technical and management professionals experienced in the food industry. A range of desirable housing options and quality of life amenities are important when companies attempt to recruit people from outside the region. For recent immigrants to the United States it is important to have good access to the food processing facilities – with affordable housing located nearby, or with access via public transportation.

The competitiveness of the food processing system is affected by strong trucking and warehousing support systems. The Advance interviews identified some difficulties with good, safe truck access into some of the food processing plants near Elizabeth Street on the east side. Odor issues can be a challenge at times for neighborhoods adjacent to some of the processing operations.

Issues – Food Processing

- **Truck Access:** Good access to food processing facilities for trucks and workforce can improve safety and quality of life for residents and workers, and help keep the food processing industry competitive. *How can the comprehensive plan address access issues, especially near the area of Elizabeth Street?*
- **Affordable Housing for Employees:** Affordable housing with proximity to the food processing industry would reduce transportation challenges faced by workers. *What areas have good access to the food processing industry (or public transportation) that are appropriate for affordable housing?*
- **Environmental Effects:** *How can neighborhood concerns about odors and traffic associated with the food processing facilities be buffered and balanced with the economic well-being of the food processing industry?*
- **Quality of Life:** Overall quality of place and quality of life improvements strengthen the ability of the industry to recruit technical and management staff. *How can Green Bay create a community that is attractive to technical and management employees being recruited to the area from other parts of the country?*

Health Care

Three major hospitals – St. Vincent's, Bellin Memorial and St. Mary's are located in Green Bay and a fourth, Baycare, is under construction on an 80 acre site in the I-43 Business Center. Baycare is expected to employ approximately 600 full-time equivalents (FTE) at start-up and grow to approximately 800 FTE near-term. St. Mary's Hospital is located on the west side of Green Bay between Shawano and Dousman Avenues and employs approximately 800 people. St. Vincent's and Bellin are located adjacent to each other in downtown adjacent to the historic Astor neighborhood. The downtown hospitals and adjacent Previa Clinic employ approximately 4,900 people.

The Bellin / St. Vincent Hospital District was established in the early 1970s to manage hospital expansion in the historic Astor Neighborhood. The hospitals have experienced substantial growth and have changed the nature of the operations located on the hospital campus. Operations such as laundry, dialysis, home health, materials management, drug testing and occupational medicine, wellness and fitness center, accounting, human resources, marketing and other administrative functions have been moved off campus. Bellin has located some of these types of operations in an old school about a half-mile north and a former grocery store about a mile south; St. Vincent has several operations about a mile south in Allouez and on the east side of Green Bay. Physicians who are involved with primary care are being located in clinics throughout the greater Green Bay area, while specialists and surgeons who need regular access to hospital facilities are located close to the hospital.

St. Vincent's Hospital built a ramp in the mid-1980s and offers valet parking on two sides of its building; remote lots are used for employee parking. Bellin does not have a parking ramp; employee parking is off-site with shuttle bus links. Parking is a major issue for employees, physicians, nearby residents as well as patients and their families. Area hospitals serve a large region on NE Wisconsin; parking challenges do create an impression of the city in the mind of visitors. Recruiting health care workers is a challenge nationally and locally; parking is an issue for downtown facilities.

St. Mary's was established at its current site in the 1960s, and thus is not as constrained as the older downtown hospitals. The campus is planned so that four major functional areas – emergency, in-patient, clinic, and employees/doctors are accessed from four different directions. Effectively managing traffic and access while maintaining good neighborhood relationships can be challenging. Recently the hospital spent an additional $500,000 to keep truck traffic off Dousman and bring trucks in only from Shawano, across the campus to a loading dock near Dousman. While it kept trucks out of the residential area, it created truck/pedestrian conflicts on the campus – with employees and patients forced to walk in proximity to the trucks.

Issues – Health Care

- **Hospital Parking:** Parking near the hospitals impacts the ability of the hospitals to recruit employees, impacts patients and creates an impression on people visiting the community from other parts of Northeastern Wisconsin and the Upper Peninsula. *Should a plan for parking near the downtown hospitals be developed? How often should it be updated? Should funding/financing systems be included in the plan?*

- **Hospital Campus Expansions:** *Should off-campus expansions of the downtown hospitals be encouraged along Mason Street (to the east)?*

- **Surface Parking near Hospitals**: *Is long term, surface parking along Mason the highest and best use of limited land in the area near the central hospitals?*

- **Potential New Hospital District:** *Should a hospital district be established near St. Mary's Hospital?*

Logistics – Trucking, Warehousing and Related Services

The logistics industry in the City of Green Bay includes Fox Midwest Transport and Leicht Transfer and Storage; together they employ more than 750 people. Schneider National, a major player in logistics nationally and internationally is located just outside Green Bay in Ashwaubenon and employs 3,350 people. In addition to the employment they create directly, these companies are critical to the competitiveness of other Green Bay area industries, including the paper and food processing industries.

Most warehousing in the Green Bay area is related to the paper and food processing industries, with paper creating the greatest demand for logistics. Pulp typically comes into the community by rail;

finished goods move by truck and other products related to paper making, such as coal and limestone, come in through the Port of Green Bay. In the paper industry, approximately two-thirds of the warehouse space is needed for finished goods and one-third for pulp and scrap paper. Movement of raw materials and finished goods from warehouses to the plants requires significant local truck movement. The ability to make these movements as efficiently as possible is important to the efficiency and competitiveness of the plants. Selco is building a one million square foot warehouse for the paper industry with updated systems and technology; the facility will be located on 100 acres in the I-43 Business Center.

New rail lines and spurs are very expensive and new rail lines are rarely established. Because of this limitation, the importance of rail to heavy industry and the noise associated with railroads, areas adjacent to active rail lines are best reserved for industrial and warehousing purposes. Especially important are sites with good rail service and good truck access to freeways.

Area trucking companies are relocating to the Bay Road Industrial Park near Military Avenue. The trucking firms find the location good due to its proximity to I-43. Soils in the area are somewhat unstable, but this is acceptable for parking of trailers.

Other commodities critical to the regional economy are shipped economically through the Port, including cement, salt, bulk liquid commodities and limestone for use in agriculture, food processing and pollution control equipment. Strong rail service helps maintain the economic competitiveness of area industries, especially the paper industry.

Issues – Logistics Industry

- **The Working Harbor:** The working harbor is critical to many of region's key industries. *How can goals of downtown redevelopment be integrated with the working harbor? Are there opportunities to segregate uses? Are there opportunities to create a visitor attraction associated with the working harbor?*

- **Velp Avenue:** The area along Velp Avenue on the west side has rail service and good access to I-43. The area includes deteriorated housing stock and older industrial/warehousing operations. *Should this area along Velp Avenue be redeveloped for warehousing?*

- **Bay Road Industrial Park:** Area trucking companies are relocating to the Bay Road Industrial Park (near Military Ave.) due to its proximity to I-43. Soils in the area are somewhat unstable, but this is acceptable for parking of trailers. *Should the comprehensive plan identify this as an appropriate use?*

Visitor Industry

Key areas in the City of Green Bay for the visitor industry include the KI Center and adjacent hotels, downtown shopping, entertainment and restaurants, the Green Bay Wildlife Sanctuary and Lambeau Field, home of the Packers. Bay Beach Park is an important visitor industry asset, especially in the summer when approximately 40 percent of traveler expenditures occur in the area. The riverfront and bayfront are important visitor assets that can be enhanced. The Washington Commons and parking ramp create a barrier between the KI Center and downtown.

The Visitor's and Convention Bureau considers Green Bay a family destination and has a strategy to encourage attractions that have a year-round impact.

Issues – Visitor Industry

- **Linking the KI Center to the Rest of Downtown:** *How can a stronger visual and pedestrian connection between* *established between the KI Center and downtown restaurants, shopping and entertainment?*

- **Riverfront and Bayfront Access:** The riverfront and bayfront are important areas to create a sense of place for area residents and visitors. Access to the riverfront and bayfront can include businesses such as eating and drinking establishments as well as public spaces such as trails, parks, museums, bay vistas, opportunities to watch sunset across the bay or learn about the working harbor. *What opportunities can be created to enhance visitor access to, and amenities on, the riverfront and bayfront* ?

- **Lombardi Avenue:** Lombardi Avenue creates an impression of the city for many visitors*. Should traffic flow and aesthetics/atmosphere along the avenue be changed? How?*

- **Downtown Access:** Downtown Green Bay is not immediately or conveniently accessed by the freeway loop. The experience of visitors to downtown can be enhanced through improved gateways to downtown. *Which routes should serve as gateways? How should they be differentiated?*

- **Pedestrian Movement over the River:** *Should pedestrian friendly bridges be part of the communities long-term plan to better connect the east-side and west-side of downtown?*

Insurance, Office and Back Office

Office and back office operations in the City of Green Bay are concentrated in the downtown area. Back office operations have relocated to adjacent suburbs from downtown in recent years due to reduced costs (especially surface vs. ramp parking), access to belt-line transportation, lower taxes and dining/retail options. The primary challenges to overcome when competing with suburban locations are parking and access. Downtown also has some important location advantages – it is the government center, which is important for law firms, title companies and other businesses; employees can walk to lunch, shopping and entertainment; and public transit is available.

For downtown to be competitive as a location for additional office the following must be considered.

- The tenant or building owner wants to be adjacent to a government office or other downtown operation
- The tenant or building owner chooses the downtown location because *existing* space is available at a lower occupancy cost than a suburban location. Total occupancy cost drives these decisions - including taxes and parking.
- Parking costs affect various types of operations differently. At $45 per stall, employee parking adds $1.80 per square foot to total occupancy cost for a 300 square foot office (professional/manager). The additional cost per square foot for a typical back office cubicle (90 square feet) is $6.00 per square foot. With a typical rent in an existing office building at $13 - 17 per square foot *(Source: local Green Bay Developers and Arthur Andersen LLP)*, the incremental cost of parking downtown is significant, especially for back office operations.

Additional development of offices and back office operations downtown builds the market for restaurants, entertainment and retail, which in turn enhances the environment for the visitor industry.

Issues – Insurance, Office and Back Office

- **Office Development Locations:** The concentration of office downtown, rather than the business parks, will strengthen downtown as a city center, giving it a stronger quality of place for visitors and area residents as well as downtown workers. The cost of parking can cause total occupancy cost to be higher downtown than in a business park setting. Office development typically provides the highest value and tax base per square foot and is attractive to Green Bay and its neighbors. *To what extent should the city allow or encourage office development in Green Bay business parks? How does the City want to encourage office development downtown?*

- **Gateways to Downtown:** Strengthening gateways to downtown has value for employees, customers as well as the visitor and entertainment industries. *Where and how can the city create gateways that are attractive, create a sense of entrance and move traffic efficiently from the beltway system to downtown?*

- **Downtown Parking:** When downtown areas functioned as community retail centers regulation of parking was designed to turn over parking spaces for improved customer access. *What techniques can Green Bay use to make the transition from a regulatory approach to a hospitality approach designed to improve the experience of downtown tenants and visitors?*

- **Downtown Parking Study:** Parking is consistently mentioned as an issue for downtown redevelopment. *Should the city conduct a parking study focusing on type of parking (short-term, long-term) by location for downtown, based on current employment patterns and demands created by customers?*

- **Land Use near Bay Beach Road:** Problems associated with office development downtown are described as parking and access. Long term, there is an opportunity to redevelop a large site for a corporate office with good freeway access north of I-43 and west of Bay Beach Park. Housing adjacent to Bay Beach Park is a possibility. The site is about 125 acres and includes vacant land and warehousing. *Should the site be redeveloped for a corporate office and housing?*

Government

Government is a significant employer in the City of Green Bay, with several important regional organizations located in the City. Northwest Wisconsin Technical College employs 2,100 people on the west side of Green Bay and the University of Wisconsin - Green Bay employs 550 people in the northeast part of the City. The City of Green Bay employs 1,286 people, many of these downtown. The Green Bay Area Public School District employs 2,500 people, with 150 employees downtown, and Brown County employs about 1,650 people, about 900 are located in workplaces in the City of Green Bay.

The federal government is looking at two new facilities downtown; approximately 15,000 square feet for the Social Security Administration and 50,000 square feet for a federal court building.

Northeast Wisconsin Technical College (NWTC) has a 192-acre campus, with 47 acres reserved for a botanical garden. The technical college now occupies about 500,000 square feet of space. The recently passed bond referendum will expand facilities by 40 percent or 200,000 square feet; this will be completed in January 2004. The college's long term plan assumes an additional 200,000 square foot expansion in approximately 15 years. The college currently serves 28,000 people per year in a variety of ways (full-time students, workshops, evening courses, etc.) This translates to 3,300 full-time equivalent (FTE) students at 12 credits per FTE. They expect to grow to 34,000 people by 2010, with a proportionate increase in FTE's. NWTC is a commuter campus and does not have plans for student housing. The College has sufficient space to meet its needs.

Although there are no critical access issues into NWTC at this time, the City and NWTC should maintain good communication about physical plans on campus. There is "right only" westbound access into the campus directly from Mason; eastbound traffic must enter with a left turn at Country Club. If NWTC ends up with operations south of Mason on a long-term basis, improved access across Mason would be important.

The University of Wisconsin Green Bay (UWGB) has a 700-acre campus, including the arboretum and golf course; there is plenty of space for expansion on-site. Officials at UWGB are looking forward to the new interchange for improved access and because of the additional residential and commercial development that is expected once the new interchange is in place.

Issues – Government

- **Economic Development Role of Governmental Facilities:** *Are there opportunities to build the presence of government institutions to enhance Green Bay's role as the central city in the region? Where might these facilities best be concentrated? What uses might be complimentary?*

- **Government Offices Downtown:** *In what areas of downtown should the city encourage the development of government offices? How will this relate to concentrations of retail or entertainment?*

Economic Development Framework

Economic Development Roles and Responsibilities

Green Bay Economic Development Authority (EDA): The City's EDA consists of seven people appointed by the Mayor; one appointee is a member of the City Council, the balance are members of the community. The mission of the EDA is to encourage economic growth by increasing quality employment opportunities and tax base throughout the City of Green Bay. Actions of the EDA require approval of the City Council. The EDA has focused most of its attention on land sales in the I-43 Business Center.

The City of Green Bay: The City Council relies on the advice of the Economic Development Authority, but retains final decision-making authority. In recent years the City has emphasized development of the I-43 Business Center. The City's economic development budget is approximately $300,000 per year. The economic development department includes two professional and one support staff housed at the City offices. The department contracts for a half time position with Advance, the economic development arm of the Chamber of Commerce, for demographic information, lead generation and business retention services.

Advance: Advance stands for Greater Green Bay Area Economic Development, a program of the Greater Green Bay Area Chamber of Commerce. The three primary economic development roles for Advance are managing the business incubator, business retention and maintaining economic and demographic statistics on the region. Advance is also involved with international trade; hosting an Internet job site with employer and job seeker components; minority business certification; business recognition for manufacturers and small businesses; and support for entrepreneurs and emerging companies.

Brown County Port and Solid Waste Department: Brown County operates the Port of Green Bay. The County Executive appoints the nine members of the Harbor Commission, which serves as an oversight committee of the county board. The Harbor Commission has control of the commercial aspects of the day to day operation of the harbor and related public facilities. The Port manager reports to the Director of Port and Solid Waste, and is responsible for aiding commercial transportation, expanding port and cargo use, managing dredge material, marketing the port and other maritime commerce issues.

On Broadway: On Broadway is a community-based non-profit redevelopment group organized to promote the economic revitalization and historic preservation of Green Bay's near downtown west side, known as the Broadway District. The emphasis is around Broadway from Mason, north to Mather. The organization's vision is "to redevelop a historic neighborhood anchored by a vibrant and diverse blend of businesses, housing and people." On Broadway has two full-time professional staff and one support staff and operates with an annual budget of $175,000 - 200,000.

Downtown Green Bay, Inc.: Downtown Green Bay, Inc. is a business improvement district (BID), a taxing jurisdiction created by businesses in the district. The self-imposed tax generates $450,000 to 500,000 per year. The organization is governed by a board of directors elected by businesses in the district and staffed by two professional and one support staff.

Olde Main: Olde Main is a business improvement district with an annual budget of approximately $150,000; it focuses on strengthening the vitality of the business district located on Main Street approximately between Monroe and Grove. Olde Main is governed by a board of directors elected by businesses, with staff support provided through a contract with Downtown Green Bay, Inc.

Commercial or Industrial Development and Redevelopment Areas

Port of Green Bay

The Port of Green Bay and multiple suppliers within the Port are critical to the competitiveness of the paper industry and provide an economical form of transportation for commodities used more broadly in agriculture, construction and food processing. The tonnage shipped through the port is increasing; the number of ships is declining slightly due to the larger size of the ships. The Port currently owns the dock walls and 25 - 50 feet back. The Port is interested in controlling more land, so that they can keep land available to active users of port facilities. Port facilities around the country often seek control of the land to make sure that the limited land available for shipping is available to active users. It may be possible to shift some operations internally to free up additional land with dock access. (For example, Amoco and Mobil no longer actively use port facilities, but use rail. By shifting operations on their existing sites, land near the port could be freed up for active port users.)

The Port's strategic plan focuses on growth, including pulp, gypsum, fertilizer and other commodities. There has been some interest in concentrating Port operations, long term, to the area north of Main as much as possible. This would reduce conflict with long term plans for higher amenity developments south of Main. Relocation of the C. Reiss Coal operation, to an area north of Wisconsin Public Service has been considered. The cost for a triple wall slip, dredging, rail and other infrastructure associated with this relocation would be $35 - 40 million. Changes to local coal truck traffic will also need to be considered.

One businessperson interviewed noted that port related activities can be developed as a visitor amenity and referred to opportunities in Duluth, Minnesota to watch the movement of ships from a park, which includes shipping-related sculpture and historical interpretation.

Port of Green Bay - Issues

- **Riverfront and Port:** The riverfront and port are a focal point for balancing the needs and opportunities of various segments of the economy. The Port is critical to the competitiveness of the City's largest employment sector - the paper industry and other basic industries. Riverfront development can be an important component of downtown revitalization efforts and the visitor industry. *To what extent does the city want to encourage consolidation of port activities to the area north of Main?*

I-43 Business Center

Land absorption in the I-43 Business Center has been 443 acres in 12 years; with an average absorption of 37 acres; a low of 2.1 acres and a high of approximately 120 acres. Absorption in the early 1990s averaged 22 acres per year; in the late 1990s that grew to 57 acres per year.

The tax base density in the park is somewhat low due to low lot coverage ratios. In selling large lots, the City has provided companies with a significant amount of long-term expansion space. However, it may not be an efficient use of infrastructure investment if the expansions do not occur. The lot coverage ratio in Green Bay averages 13 percent; coverage ratios in Franklin, Wisconsin average 19 percent; newer Minnesota business parks in the Twin Cities start with coverage ratios of 33 percent and allow businesses to expand to a coverage ratio of 50 percent. Communities are increasing the lot coverage in business parks recognizing the limited supply of land and seeking to maximize the return on infrastructure investment.

The lot coverage ratios are worst for smaller buildings – buildings 10,000 square feet or less. They are as low as 1-3 percent for these buildings, but typically in the 7-8 percent range. This occurs in part because of building set back requirements and available lot sizes. Multi-tenant buildings are one strategy to improve the cost inefficiencies associated with smaller facilities. Another option for the city in the future would be to create an area specifically designed for smaller users, with smaller lots and reduced setback requirements. This can also improve the look of the business park, where small users on large lots, near large facilities can look out of scale.

Absorption of the 100-acre area in I-43 designated for office space has been slow, probably because a minimum building footprint of 50,000 square feet limits the market to large corporate offices. The City may want to consider setting aside an “office village” within the 100-acre site and allow offices with a smaller footprint, and set-backs appropriate to smaller scale office development.

Future Business Parks

The following are potential sites for additional greenfield business park development.

- In northeast Green Bay - on the north side of the new interchange of Bay Settlement Road and Highways 54-57
- To the northeast, a 667-acre site previously in Scott Township was annexed by the City of Green Bay in May 2002. The site is located at the intersection of Highways 54 and 57 and involves the northwest, northeast and southeast quadrants of the interchange.

- Southeast of the I-43 Business Park in the town of Bellevue
- North and east of the I-43 Business Park in the City of Green Bay and the Town of Humboldt near the intersection of the railroad and County Road N.

The following are redevelopment sites with potential for industrial or distribution purposes.

- In northwest Green Bay, near I-43 and the railroad tracks - along Velp Avenue west of Atkinson
- East of the Fox River and east of the paper mills, between Quincy and Webster, north of University
- West of the Fox River near Ninth Street

The following redevelopment site has long term potential as a corporate campus or mixed use development:

- West of Bay Beach Park, east of Quincy Street, north of I-43 toward Renard Island – 125 acre site with good freeway access

Business Park Development Issues

- **Future Business Parks:** There is limited land available in the City limits for business park development near the interstate system. If the City is interested in encouraging commercial or industrial tax base and employment opportunities in the City there are three options:

  1. Redevelopment of old industrial areas (often contaminated brownfield sites)
  2. Development of greenfield sites, which may require annexation and the extension of infrastructure
  3. A combination of the greenfield development and brownfield redevelopment.

  Remediation of contaminated sites is expensive, time-consuming, legally and politically complex. Annexation and extension of infrastructure into greenfield sites can also be politically complex and while expensive and time-consuming, it is typically a more predictable process than working with contaminated redevelopment sites. *Does the city want to focus on development efforts on brownfield redevelopment exclusively? Greenfield development exclusively? Or a blend of the two?*

- **Density of Business Park Development:** *In future developments does the City want to encourage more efficient use of infrastructure and increase the tax base density per acre? Which of the following strategies or combination of strategies is appropriate for the community?*
  - *Requiring higher lot coverage ratios?*
  - *Encouraging multi-tenant buildings instead of smaller owner occupied facilities that use land less efficiently?*
  - *Creating an area specifically for smaller facilities with smaller lot sizes and reduced set back requirements?*

Economic Development Plans and Reports

The following economic development plans and reports provide additional insights into economic development issues, opportunities and strategies in the Green Bay area.

The Roaring Nineties, Wisconsin's Regional Employment Growth, Wisconsin Policy Research Institute, August 2000.

Green Bay Area Fact Book, Advance - Green Bay Area Economic Development, Green Bay Area Chamber of Commerce, 2000.

The Economic Impact of Expenditures by Travelers on Brown County, 2000; prepared for the Green Bay Area Visitor and Convention Bureau by Davidson-Peterson Associates, April 2001.

1999 Economic Impact of the Port of Green Bay, prepared by the Bay-Lake Regional Planning Commission, 2000.

Strategic Plan – Port of Green Bay, Brown County Port and Solid Waste Department , March 2000.

Modal Shift Study: Environmental Impacts - Green Bay Harbor; prepared for Brown County Harbor Commission by Bay-Lake Regional Planning Commission, October 2000.

Green Bay – Report for Advance, prepared by University of Chicago, May 2000.

Comprehensive Economic Development Strategy – Annual Report, 1999; Bay-Lake Regional Planning Commission.

Economic Development Strategy – Downtown Green Bay; prepared for Downtown Green Bay, Inc. by Arthur Andersen, April 2001.

On Broadway, A Main Street Program – Annual Report

Downtown Design Plan, prepared for the City of Green Bay, by Gould Evans Goodman Associates, LC, Kansas City, MO, May 1997.

Green Bay Economic Development Strategic Plan, Green Bay Economic Development Authority.