

CHAPTER 4

Economic Development

The Wisconsin Technology Council, in its 2012 white paper, “The Future Is Now: Four Strategies for Wisconsin’s High-Growth Economy” states the following:

“Wisconsin’s economy and its job creation goals will be best served in the near future by a balanced approach to supporting the state’s major and emerging industry sectors. While sectors such as manufacturing and agriculture will continue to fuel the Wisconsin economy in many ways, they will not necessarily lead the charge when it comes to creating net new jobs.

Policy decisions in Wisconsin have been driven over time by the assumption that manufacturing and agriculture are responsible for most employment growth in Wisconsin. That’s no longer true. As the economy continues to transform itself nationally, globally, and at home in Wisconsin, other sectors more in line with changing conditions are producing comparable if not greater numbers of jobs. Quite often, those emerging sectors are yielding the best-paying jobs as well. Wisconsin must recognize truly seismic changes in the national and global economies and understand how to make those changes work for Wisconsin.”¹

Although there appear to be significant growth opportunities in the technology-related employment sectors, it is also important to remember Wisconsin’s and Northeastern Wisconsin’s historic advantages in manufacturing. In addition to the findings of the Wisconsin Technology Council, the Wisconsin Economic Future Study² that was published in June of 2013 by the MPI Group for the Wisconsin Economic Development Corporation (WEDC) identified 37 current “drivers” of Wisconsin’s economy based on a set of 12 variables used to measure the industry’s competitiveness and measures of export orientation and regional centrality. According to the report, of the 37 current economic drivers in Wisconsin, 36 of them are manufacturing in nature, which reflects the importance of manufacturing to our state’s economy. Manufacturing today requires increasingly technological knowledge, capacity for entrepreneurship, and ongoing efforts for continuous improvement through research and development in order to continue to be competitive in an increasingly global marketplace.



Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, develop new business ventures, and revitalize underutilized assets. Economic development efforts to create jobs are important beyond generating additional income for the county residents. These efforts can help to generate additional tax base for the provisions of local services and assist in establishing an environment for long-term economic vitality.

¹ The Future Is Now: Four Strategies for Wisconsin’s High-Growth Economy p. 28, Wisconsin Technology Council, November 11, 2012. http://www.wisconsinstechnologycouncil.com/publications/white_papers/

² Wisconsin Economic Future Study, MPI Group, Inc., 2013. <http://inwisconsin.com/economicfuturestudy/>

Success in economic development today requires a significant change in how economic development is done. Today, communities have come to realize that it is critically important to retain and attract smart, talented, entrepreneurial people who can create employment opportunities. Today, it is understood that the physical and cultural amenities of a community and region are critical to attracting and retaining entrepreneurs. Creating communities that foster sustainable economic growth will come only through partnerships and collaboration among government, businesses, and nonprofit organizations.

The key to an economic development strategy is having a quality product/community to market to potential businesses, employees, and entrepreneurs. The entire Brown County Comprehensive Plan is geared toward promoting future development in Brown County in a manner that is attractive to people and new and existing businesses. Economic development does not end at business recruitment. It also means promoting the arts, new downtown development, efforts to preserve open space, and unprecedented partnerships with local universities and institutions of learning, youth, and business leaders. The following goal and objectives are intended to identify the framework for sustainable economic development in Brown County at both the county and local levels.

Economic Development Goal

Create communities, policies, and programs that foster sustainable economic development and embrace the challenges and opportunities associated with a highly competitive global marketplace.

Economic Development Objectives

- Develop Brown County with physical and cultural amenities that support efforts to draw innovative entrepreneurs to our community.
- Capitalize on our strong manufacturing base by encouraging growth in technologically advanced manufacturing processes.
- Expand efforts to grow the science, technology, and information sectors of the economy.
- Identify processes to encourage cooperation and collaboration rather than competition among Brown County communities when locating large economic development projects.
- Identify growing and weakening business sectors of the Brown County economy in order to target local economic development efforts and diversify the economic base.
- Continue to promote the Fox River and Bay of Green Bay as unique assets for waterfront redevelopment and Port of Green Bay activities.
- Support the efforts of local communities to revitalize downtowns and redevelop commercial strips.
- Develop economic development partnerships with state agencies, institutions of higher education, non-profit groups, and the private sector to coordinate and strengthen our efforts.
- Identify processes to convert the County's solid waste stream into recoverable and marketable resources.
- Explore opportunities to enhance the economic development potential of Austin Straubel International Airport and its surrounding properties.
- Enhance the opportunities for entrepreneurial innovation through the development of a research and business park on the former County Farm property.
- Encourage compact development and promote the redevelopment of underutilized, vacant, blighted, or brownfield sites to efficiently utilize existing public services and utilities and create new employment opportunities.
- Recognize agriculture as a major economic activity and promote steps to enhance its long-term viability in Brown County.
- Identify opportunities to increase tourism in Brown County.

Labor Force Analysis

Figure 4-1 provides a 2000 – 2010 comparison of the percentages of the population 16 years and older in the labor force for the State of Wisconsin and Brown County. As is evident from the table, labor force participation as a whole has decreased over the past 10 years, while the unemployment rate and the percentage of those not in the labor force has increased for state and county. These trends are likely a result of the lingering effects of the historic economic recession in the late 2000s and the subsequent slow rebound of the labor market.

Figure 4-1: Employment Status by Percentage of Population 16 Years and Above

Status	2000	2010	2000	2010
	Wisconsin	Wisconsin	Brown County	Brown County
In labor force	69.1%	68.7%	72.0%	70.8%
Civilian labor force	69.0%	68.6%	71.9%	70.7%
Employed	65.8%	63.7%	69.1%	66.0%
Unemployed	3.2%	4.9%	2.7%	4.7%
Armed Forces	0.1%	0.1%	0.1%	0.1%
Not in labor force	30.9%	31.3%	28.0%	29.2%

Source: 2000 Census Data, 2007-2011 American Community Survey 5-Year Estimates; U.S. Census Bureau.

Figure 4-2 identifies the employment categories for people 16 years and older in Brown County and Wisconsin. As for individual industries, the largest industry sector is educational, health, and social services, reflecting Brown County's identity as a hub for education and health-related institutions. Manufacturing has long been a mainstay in Brown County's economy and based on the data in Figure 4-2, manufacturing continues to be a major employment sector with 17.6% of Brown County's population employed in the manufacturing industrial sector. Brown County and the State of Wisconsin are generally comparable in terms of industry employment, however, in the transportation and warehousing and utilities sector, Brown County businesses employ a significantly higher percentage of the workforce.

Figure 4-2: Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County
OCCUPATION		
Management, business, science, and arts occupations	33.3%	32.0%
Sales and office occupations	24.2%	26.2%
Production, transportation, and material moving occupations	17.1%	16.9%
Service occupations	16.4%	16.5%
Natural resources, construction, and maintenance occupations	9.0%	8.4%
INDUSTRY		
Educational, health, and social services	22.4%	21.3%
Manufacturing	18.6%	17.6%
Retail trade	11.4%	11.2%
Arts, entertainment, recreation, accommodation, and food services	8.3%	9.2%
Finance, insurance, real estate, and rental and leasing	6.3%	7.6%
Transportation and warehousing and utilities	4.6%	7.1%
Professional, scientific, management, administrative, and waste management services	7.8%	7.0%
Construction	5.8%	5.0%

Other services (except public administration)	4.1%	4.3%
Wholesale trade	2.9%	3.4%
Public administration	3.5%	2.9%
Information	1.9%	1.8%
Agriculture, forestry, fishing and hunting, and mining	2.5%	1.6%

Source: 2007-2011 American Community Survey 5-Year Estimates; U.S. Census Bureau.

Economic Base Analysis

The 2011 Brown County Workforce Profile, prepared by the Department of Workforce Development – Office of Economic Advisors notes that historic unemployment rates for Brown County are somewhat affected by seasonal employment in a few key industry sectors such as construction, retail trade, and leisure/hospitality. Additionally, the profile concludes, “...the upside of the county’s unemployment rate over this period is that the great diversity of the county’s industry employment mix has insulated the region from a certain degree of cyclical variation.”³

Brown County’s employer diversity is reflected in the listing of the 30 largest private employers in the county, as compiled by Advance, which is an economic development agency that works with the county and local units of government. Key industry groups in Brown County include healthcare; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Figure 4-3 identifies the 30 largest employers in Brown County.

Figure 4-3: 30 Largest Private Employers in Brown County, July 2013

Company	Type of Business	Number of Employees
Humana	Health Insurance and related services	3,170
Oneida Tribe of Indians of Wisconsin	Tribal enterprises and government of Oneida Tribe of Indians	2,747
*Schneider National, Inc.	One of the nation’s largest truck load carriers and logistics managers	2,733
*Bellin Health	Acute care hospital specializing in cardio, neuro, and critical care	2,518
Georgia-Pacific Corporation	Multinational manufacturer of paper and tissue products for retail and commercial markets	2,300
UnitedHealthcare	Markets and administers health and life insurance plans designed especially for small business	1,935
Aurora Health Care	Full-service medical care facility with a 167-bed capacity, home health, and multiple clinic and retail pharmacy locations	1,738

³ Brown County Workforce Profile, 2011, Department of Workforce Development – Office of Economic Advisors. http://worknet.wisconsin.gov/worknet_info/downloads/CP/brown_profile.pdf.

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*Wisconsin Public Service	An electric and natural gas utility company serving Northeastern and Central Wisconsin	1,569
American Foods Group	Meat distributors – animal (except poultry) slaughtering	1,476
St. Vincent Hospital	Acute care hospital and regional center for trauma, cancer treatment, physical rehabilitation, perinatal care, dialysis and specialty surgery	1,455
*Shopko Stores	Retail shopping store chain	1,428
JBS Green Bay	Beef slaughterer and processor	1,205
*Prevea Clinic	More than 171 physicians trained in 33 primary and specialty care areas	1,165
*Associated Banc-Corp.	Diversified bank holding company offering a full range of traditional banking services and a variety of other financial products and services	1,123
Wal-Mart Stores, Inc.	Retail shopping store chain	1,100
*Green Bay Packaging, Inc.	Manufacturer of corrugated containers, liner board, pressure sensitive label stock, solid fiber folding cartons and lumber products	955
KI	Manufacturer of contract furniture	993
Ameriprise Auto & Home Insurance	Personal lines property casualty company (auto & home insurance) servicing 44 states	973
Festival Foods	A family-owned chain of grocery stores operating throughout Wisconsin	893
Procter & Gamble Paper Products	Paper products manufacturer	850
Schreiber Foods, Inc.	Manufactures and markets processed and natural cheeses and dairy products to the food service and retail markets	813
Paper Converting Machine Company	Manufacturer of state-of-the-art converting machinery	809

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Company	Type of Business	# of Employees
APAC Customer Services	Inbound call center	725
RR Donnelly	Printing, mailing, and direct mailing services	613
*Belmark, Inc.	Manufacturer of packaging pressure-sensitive labels, flexible film, and folding cartons	536
*St. Norbert College	Private religious, educational institution	520
St. Mary's Hospital Medical Center	Acute care hospital with 158 private rooms; handles a broad range of medical, surgical, pediatric, obstetric, and gynecological problems	481
*Coating Excellence International	State of the art flexible packaging producer	476
Schwabe North America	Medicinal and botanical manufacturing; herbal supplements; manufacturing and distribution	421
*Green Bay Packers, Inc.	Professional football team	365

*Private sector corporations headquartered in Brown County.

Source: Greater Green Bay Area Fact Book 2013; Advance, July 2013.

Figure 4-4 identifies the annual average employment and wage by industry division for Brown County in 2010. As depicted, the education and health industry and trade, transportation, and utilities industry comprised the two largest divisions in Brown County with a total of 56,198 employees. Both of these industry sectors have generally higher average wages in Brown County than the State of Wisconsin, however, the trade, transportation, and utilities industry has one of the lower annual average wages when compared to the other industry sectors. Professional and business services has the highest annual average wage in Brown County at \$48,644, as compared to financial activities, which has the highest annual average wage in the state at \$53,332. In general, wages are comparable to the state as a whole, except for the leisure and hospitality industry division, which is significantly higher in Brown County because of the wages associated with the Green Bay Packers football team.

Figure 4-4: 2010 Brown County Annual Average Wage By Industry Division

Industry Division	Annual Average Employment	Brown County Annual Average Wage	Wisconsin Annual Average Wage	Brown County Percent of State Average
Education & Health	28,179	\$ 44,594	\$ 42,464	105.0%
Trade, Transportation & Utilities	28,019	\$ 34,515	\$ 34,132	101.1%
Manufacturing	23,920	\$ 47,776	\$ 50,183	95.2%
Professional & Business Services	18,367	\$ 48,644	\$ 46,516	104.6%
Leisure & Hospitality	15,564	\$ 25,831	\$ 14,597	177.0%
Financial Activities	11,347	\$ 47,421	\$ 53,332	88.9%
Construction	5,869	\$ 47,582	\$ 49,135	96.8%
Public Administration	4,777	\$ 42,482	\$ 41,653	102.0%
Other Services	4,397	\$ 19,901	\$ 22,682	87.7%
Information	2,079	\$ 42,650	\$ 51,764	82.4%
Natural Resources	786	\$ 27,577	\$ 30,613	90.1%

Source: Wisconsin Department of Workforce Development, 2011.

Location Quotient Analysis

A Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, which means that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and are considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-5.

Figure 4-5: Employment by Industry Sector, 2011; Brown County and the United States Location Quotient Analysis

Employment by Industry	Brown County	United States	Location Quotient
Agriculture, forestry, fishing, and hunting	2,655,272	2,223	0.94
Construction	8,909,504	6,270	0.79
Manufacturing	14,640,244	22,209	1.70
Wholesale trade	3,979,663	4,041	1.14
Retail trade	16,246,356	13,596	0.94
Transportation and warehousing and utilities	6,971,155	8,496	1.36
Information	3,057,887	2,189	0.80
Finance and insurance, and real estate and rental and leasing	9,404,900	9,614	1.14
Professional, scientific, and management, and administrative and waste management services	14,906,696	9,270	0.70
Educational services, and health care and social assistance	32,376,279	26,909	0.93
Arts, entertainment, and recreation, and accommodation and food services	12,956,562	11,980	1.03
Other services, except public administration	6,986,806	4,840	0.77
Public administration	7,054,337	3,731	0.59
Total All Industry Sectors	140,145,661	125,368	1.00

Source: U.S. Bureau of the Census, 2007-2011 American Community Survey, 3-Year Estimates; Brown County Planning Commission, 2013.

According to the LQ analysis, there are five industries in Brown County that can be considered to be basic employment sectors: manufacturing; wholesale trade; transportation, warehousing, and utilities; finance, insurance, and real estate; and arts, entertainment, and recreation, and accommodation and food services. Manufacturing, in particular, has a location quotient score significantly above 1.0, indicating the strong presence of manufacturers within Brown County. These industry sectors are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industry sectors that are below 1.0, include such sectors as the construction, information and the professional/scientific/management fields, indicate that there may be demand within Brown County’s local economy to support increases in these industry sectors.

Although there is ample room for growth in some of the industry fields, overall, the Brown County economy is rather diversified and provides a variety of employment opportunities and a generally stable economy for Brown County residents.

Strengths and Challenges for Attracting/Retaining Business and Industry

Strengths

Transportation Infrastructure

Brown County has access to a multi-modal transportation network that includes air, rail, port, and interstate for the movement of goods across the country or across the globe. Air service is provided through Austin Straubel International Airport and includes both passenger and air freight services. Rail service is provided by Canadian National primarily via its main north-south line running along the west side of Fox River and Bay of Green Bay; and by Escanaba and Lake Superior via its north-south line in the northwestern part of Brown County. The Port of Green Bay provides bulk and breakbulk commodity import and export service to Great Lakes communities and the world via the St. Lawrence Seaway. Interstates 41 and 43 in combination with State Highway 172 and State Highway 29 provide excellent freeway service throughout Brown County to the Fox Valley, Milwaukee, Chicago, and Minneapolis/St. Paul. Figure 4-6 identifies the road distances from Brown County to select cities that are considered to be within a reasonable driving distance.

Figure 4-6: Road Distances from Brown County to Select Metropolitan Areas

City	Population	Miles
Chicago, IL	9,952,000	210
Cincinnati, OH	2,200,000	507
Cleveland, OH	2,077,000	550
Des Moines, IA	569,000	438
Detroit, MI	3,734,000	485
Duluth, MN	280,000	325
Indianapolis, IN	1,830,000	315
Kansas City, MO	2,340,000	622
Madison, WI	569,000	132
Milwaukee, WI	2,038,000	115
Minneapolis/St. Paul, MN	2,900,000	259
Sault Ste. Marie, MI/Ontario	94,000	285
St. Louis, MO	2,901,000	486

Higher Educational Institutions

Brown County hosts nine higher educational institutions, including St. Norbert College and the University of Wisconsin – Green Bay, both of which provide excellent baccalaureate and graduate degree programs. St. Norbert College also hosts the Medical College of Wisconsin on its campus. Northeastern Wisconsin Technical College provides accessible one and two year programs, certificates, apprenticeships, and continuing education opportunities, as well as a business incubator. Bellin College of Nursing has their campus in Brown County, providing training for nursing students throughout Northeastern Wisconsin. ITT Tech, Globe University, and Rasmussen College also provide higher educational opportunities within Brown County.

Cost of Living

The 2011 LIFE Study⁴ indicates that as a whole, the cost of living in the Green Bay area is approximately 95 percent of the United States average. Although health and utility costs tend to be higher than the national average, housing costs are significantly lower at 83 percent of the national average. Since housing costs are the single largest expense for most households, having low housing costs for their employees should be a selling point to businesses looking to relocate.

⁴ Brown County LIFE Study, <http://www.lifestudy.info/life-studies-local/brown-county-life-study>, p. 91.

Advance

Advance, the economic development branch of the Green Bay Area Chamber of Commerce, is a public-private partnership for economic development to create jobs, increase the local tax base, improve family incomes, and diversify the local economy. Advance promotes new business startups, helps existing firms continue to grow, and recruits businesses interested in relocating or expanding in the community.

Advance promotes development of international trade and investment throughout the Greater Green Bay Area by providing the business community with a broad and comprehensive range of programs, services, and information from both private and public sources to enable them to successfully enter or to enhance their position in the global marketplace. Through Advance, Brown County is able to provide one-stop service that provides information to businesses on demographic data, government and utility services, community resources, business incentive programs, major employers, and workforce data.

Challenges

Intergovernmental Competition

A challenge Brown County faces in terms of attracting or retaining business and industry is the intense competition among Brown County communities for any proposed large economic development project. Although competition is generally a good concept, in economic development, it oftentimes pits one community against another in a race to see which community can offer the most financial incentives for a business to locate in their community. Although this provides immediate tax base and jobs to the “winning” community, it can create a drain on the community’s funding mechanisms (tax-increment financing, infrastructure improvements, employment incentives, etc.) as well as heightened expectations for the next business looking to locate in the community. The community that loses the business is then saddled with a vacant building and an increase in unemployment if the business moves outside of commuting distance from its previous location.

One example of an innovative approach to dealing with the shortcomings of local intergovernmental business recruitment is utilized by Summit County, Ohio. Summit County recognized that increasingly scarce public resources were being used to induce the relocation of business among its municipalities. This resulted in simply shuffling jobs between communities rather than creating or attracting new jobs within Summit County.

In order to promote job creation rather than simply moving businesses from one community to another with incentives, 22 of the 31 municipalities have signed onto an agreement that provides the following disincentives for municipalities to recruit local businesses with economic incentives:

- Communities which join the agreement receive additional points in a scoring formula for a statewide capital improvements program and local transportation improvements program. Any community which offers incentives to relocate a business from a community in the county is also penalized in the scoring formula for these two programs.
- When a business does move from one community to another, revenue is shared back from the destination community to the community that lost the business if it is a large employer or if incentives were offered to relocate. The revenue sharing amount is higher and the timeline is longer when incentives are offered. In situations where a business wants to relocate and no incentives were offered, the disincentives do not apply.

Following the implementation of this agreement, Summit County has experienced fewer instances of intra-county relocations, higher levels of cooperation and communication between communities, and non-controversial revenue sharing in the rare instances of a triggering relocation.⁵

In the global economy, it must be noted that Brown County is no longer only competing internally among its municipalities, or even within the greater Northeastern Wisconsin region. Rather, competition is national and international in scope. Most large businesses sell products or services at least nationally, if not internationally. Therefore, Brown County is oftentimes competing against places with significantly lower wages and generally lower

⁵ Presentation by Russel M. Pry, Summit County, Ohio County Executive, National American Planning Association Conference, Atlanta, Georgia, 2014.

costs to do business. In order to compete, Brown County must promote itself not as a place to receive substantial incentives to move your business here, but rather as a place where a business will see continued growth and profit beyond the terms of any short-term financial incentives, due to the skill and work ethic of its tradespeople, creativity of its managers, extensive multi-modal transportation linkages, high quality of life, quality educational institutions, and stability of the county's diversified economy. These are the factors Brown County should focus on to better compete nationally and globally.

Economic Development Opportunity Areas

In local comprehensive plans, an economic opportunity area is an area of current or future general economic activity that contributes or will contribute to the community's tax base and overall identity. They may be as small as a grouping of local businesses or as large as a downtown or business park. Because this is a county comprehensive plan update, the economic development opportunity areas are more county-focused on large, commercial/industrial drivers of the county economy, or specific opportunities for Brown County to participate in economic development initiatives.

Central Business Districts

Central business districts in Brown County include the traditional "downtowns" of the City of Green Bay and the City of De Pere, and also the small downtowns of the villages of Denmark, Pulaski, and Wrightstown. These downtowns are home to industry, commercial trade, government, and residential neighborhoods. They serve as the economic and social hearts of the communities and are evidence of the communities' hard work, entrepreneurialism, and great pride. As an example, the Brown County Courthouse building serves as a symbol of this historical pride and as an identifier of the uniqueness of downtown Green Bay.

Downtowns serve as a place where people can come together, such as Green Bay's CityDeck and De Pere's Riverwalk and Wildlife Viewing Pier. They are the locations for public facilities, such as the public libraries and the Neville Public Museum, which are operated by Brown County. Downtowns provide the backdrop for many outdoor events, such as weekly farmers' markets, the Bellin Run, the Tall Ships event, annual parades, and festivals, such as Celebrate Americafest and Art Street in downtown Green Bay, Celebrate De Pere in downtown De Pere, and Pulaski Polka Days. Many historic places of worship, which contribute to the cultural and social fabric of Brown County, are also located in the downtowns.



It is important that we continue to plan for and work toward the retention and creation of jobs in the central cities. Business clusters that should be focused on include healthcare, education, retail sales and services, and other sectors that benefit from locating where there is a unique sense of place. A key element for success is a collaborative effort of private, public, and non-profit community leaders to prepare a vision and then implement it through strategic investments. Leaders must focus on the assets that a central city location has to offer. Downtowns enjoy a strategic location that can lower transportation and utility costs for business. Costly infrastructure is already in place to serve the growth potential in the downtowns. Downtown Green Bay, for example, is home to the Port of Green Bay, which serves as a Great Lakes port with access to the global markets through the St. Lawrence Seaway.

There is available land for redevelopment and expansion of the downtowns. It is important that local government continue to make land available through the environmental assessment and remediation of polluted or potentially

polluted (brownfield) sites. There are a number of examples of successful brownfield redevelopment in downtown Green Bay and De Pere. In Green Bay, the former Port Plaza Mall was demolished, the site assessed and remediated, and is now the location for the new Schreiber Cheese corporate headquarters. Voyageur Park in downtown De Pere was a bulk storage site for coal and salt, but is now a nationally-renown location for fishing.

The urbanized area downtowns in De Pere and Green Bay are centrally located and in close proximity to a large potential work force. Near downtown neighborhoods enjoy “Smart Growth” traits since they already have high density, mixed land use, and multi-modal transportation facilities that are pedestrian-friendly. The downtowns in the rural villages of Denmark, Pulaski, and Wrightstown are significantly more limited in terms of trade area and potential work force. However, the importance of these downtown areas to the “sense of place” of these communities cannot be overstated.

In addition to serving as centers for business activity, central business districts are becoming increasingly destinations for dense residential development. Recent trends indicate a “back to the city” movement, particularly among young people and empty-nesters as they look for vibrant places to live. Residential uses, including apartments, condominiums, and dense, mixed-use developments provide core customers for downtown businesses during non-work hours. As communities evaluate opportunities for downtown development, it is important to include dense residential uses in the mix.

Communities that invest in their downtowns through infrastructure improvements, streetscaping amenities, and the promotion of downtowns that are exciting, diverse, and pedestrian-friendly are the ones that experience existing business reinvestment and new businesses growth. Communities should focus on encouraging existing and new downtown businesses that provide local goods and services. This would include a variety of establishments with a unique atmosphere or small shops and restaurants that would serve the area population, as well as attract nearby office workers.



Regional Commercial Centers

Commercial shopping centers are a grouping of retail stores or service businesses planned and designed for the site on which they are built, are located away from the central business district, and serve the shopping needs of suburban and fringe growth. They have grown in size and number since their arrival on the urban landscape in the 1950s. These centers are a result of suburbanization and the increased role that the automobile has taken in our society. Significant growth outside or on the fringe of our urban centers has reduced the public’s dependence on our central business districts and has increased the convenience of shopping centers. Shopping centers offer a large amount of surface parking space and are usually oriented toward highways or major arterials.

Examples of commercial shopping centers in Brown County include the Bay Park Square Mall on Oneida Street in Ashwaubenon, which is one of the largest shopping centers in Northeast Wisconsin, the Green Bay Plaza Shopping Center on West Mason Street in the City of Green Bay, and the Urban Edge development in the Village of Suamico. These shopping centers are typically anchored by one or several large retailers, commonly referred to as “big box” retailers, with smaller retailers located around the periphery of the large retailers. In addition to the large shopping centers, there are numerous other smaller retail/service shopping centers located throughout Brown County, including the rural villages. As these shopping centers age and ownership changes, they may experience higher vacancy rates and become more challenging to fill.

Nationally, many former auto-oriented shopping centers are being redeveloped in a manner that is more conducive to access by pedestrians. The large parking lots are being moved behind or to the side of the stores and buildings

are being moved to the street with adequate space for outside dining and seating areas. A 2013 study prepared by Gary Hack, Ph.D. for the Robert Wood Johnson Foundation found among others⁶:

- There is great enthusiasm for walkable shopping areas among retail experts, developers, and many residents of urban and suburban areas.
- Walkable shopping areas have a potential to prosper as a result of demographics, increased gas prices, public policies encouraging higher densities, and changing lifestyle preferences.
- Businesses can be successful if such areas reach a critical mass, cater to diverse needs, are located in higher densities, or have good mass transit service, and have a supermarket as an anchor.
- With success, enterprises in walkable shopping areas are able to pay higher rents for their space, and housing near walkable commercial areas commonly sells for higher prices than more distant areas.

Redevelopment of shopping centers in this manner should be encouraged to create a livelier and more interesting streetscape and sustainable development pattern. Figure 4-7 generally depicts the central business districts and regional commercial centers in Brown County.

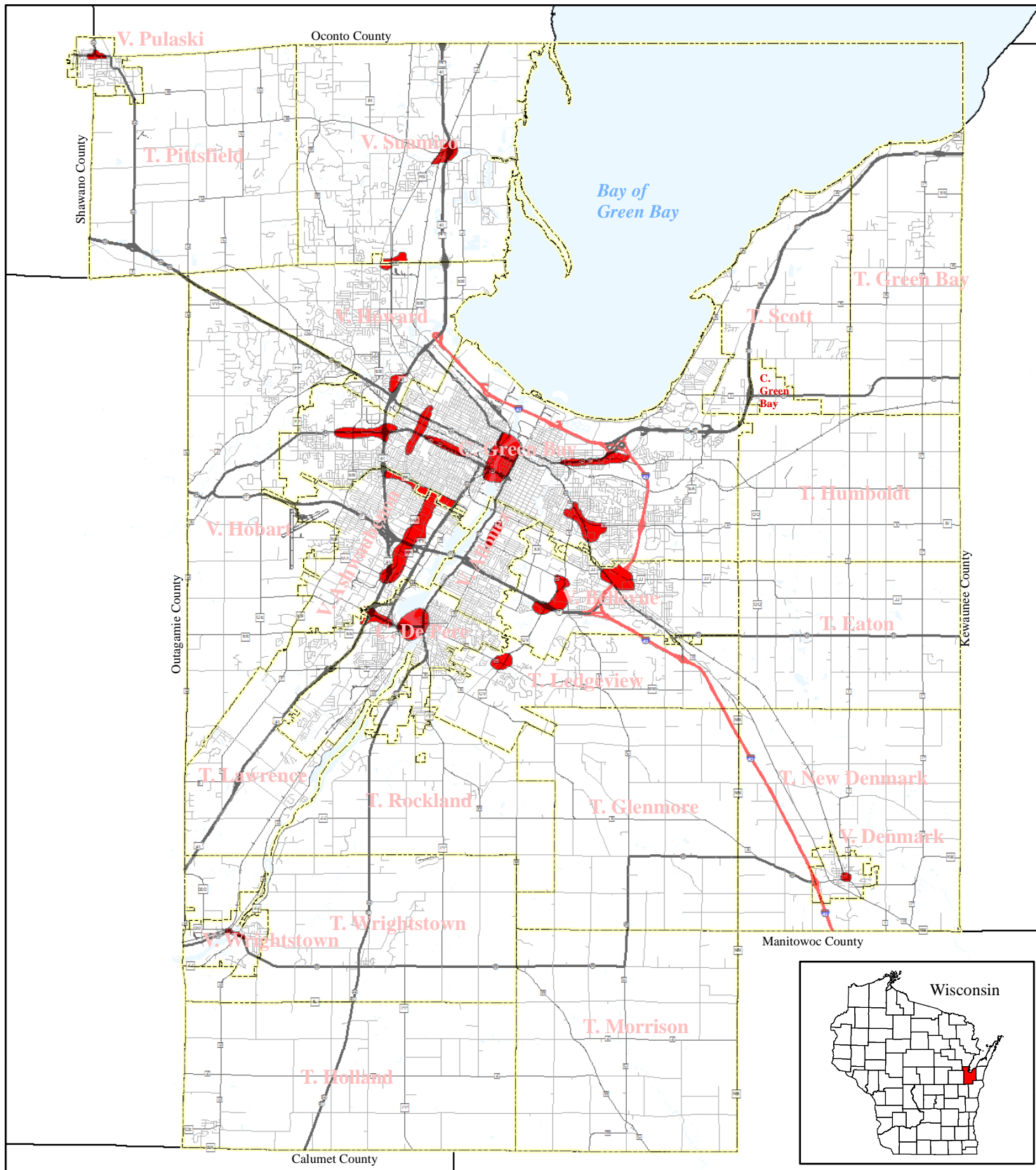




⁶ Hack, Gary, University of Pennsylvania; *Business Performance in Walkable Shopping Areas Executive Summary* p.3; Robert Wood Johnson Foundation <http://activelivingresearch.org/walkable-shopping-areas-are-good-business>.

Figure 4-7

Central Business Districts and Regional Commercial Areas

Brown County Comprehensive Plan Update



-  Municipal Districts
-  Central Business Districts and Regional Commercial Areas



0 0.5 1 2 3 4 Miles

Business and Industrial Parks

Business and industrial parks are an assembly of land subdivided and developed according to a master plan for the use of industry and business and with streets, rail lead tracks, and utilities installed before sites are sold. The development of business parks emphasizes the importance of physical land use planning details to achieve efficiency and compatibility and stresses the responsibility to operate the park by standards that protect the value of the occupants of the development. These facilities are often sited with convenient access to the highway network and rail access. Figure 4-8 identifies the municipality and the name of business and industrial parks within Brown County, and Figure 4-9 maps the corresponding map number location.

Figure 4-8: Brown County Business / Industrial Parks

Map #	Municipality	Business / Industrial Park
1	Village of Ashwaubenon	Ashwaubenon Business Center / Industrial Park
2	Village of Bellevue	Millennium Park
3	Village of Bellevue	Bellevue Street Industrial Area
4	Village of Bellevue	Lime Kiln Road Industrial Area
5	City of De Pere	De Pere Industrial Park
6	City of De Pere	West Business Center
7	Village of Denmark	Norse Business Park
8	Village of Denmark	Viking Business Center
9	City of Green Bay	Brown County Research and Business Park
10	City of Green Bay	Packerland Industrial Park
11	City of Green Bay	I-43 Business Center
12	City of Green Bay	University Heights Commerce Center
13	Village of Hobart	Centennial Centre at Hobart
14	Village of Hobart	Hobart Industrial Park
15	Village of Hobart	Plane Site Industrial Park
16	Village of Howard	AMS/Lancaster Creek Business Park
17	Village of Howard	Brookfield Industrial Area
18	Village of Howard	Howard Industrial Park
19	Town of Lawrence	Granite Rock Industrial Park

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20	Town of Lawrence	Lawrence Business / Industrial Park
21	Village of Pulaski	Pulaski Industrial Park
22	Village of Pulaski	Pulaski North Industrial Park
23	Town of Scott	Scott Industrial Park
24	Village of Suamico	Deerfield Business Park
25	Village of Suamico	North Deerfield Business Park
26	Village of Suamico	South Deerfield Business Park
27	Village of Suamico	Suamico Industrial Park
28	Village of Suamico	Woodfield Business Park
29	Village of Wrightstown	Wrightstown Industrial Park

Source: Brown County Planning Commission, 2014.

In Brown County, a few business parks have been developed privately; however, municipalities have developed the majority of them. Examples of municipally-developed business parks include the I-43 Business Center on Green Bay’s east side, the West De Pere Business Park located in southwest De Pere, the Ashwaubenon Business Center / Industrial Park, and the Howard Industrial Park.

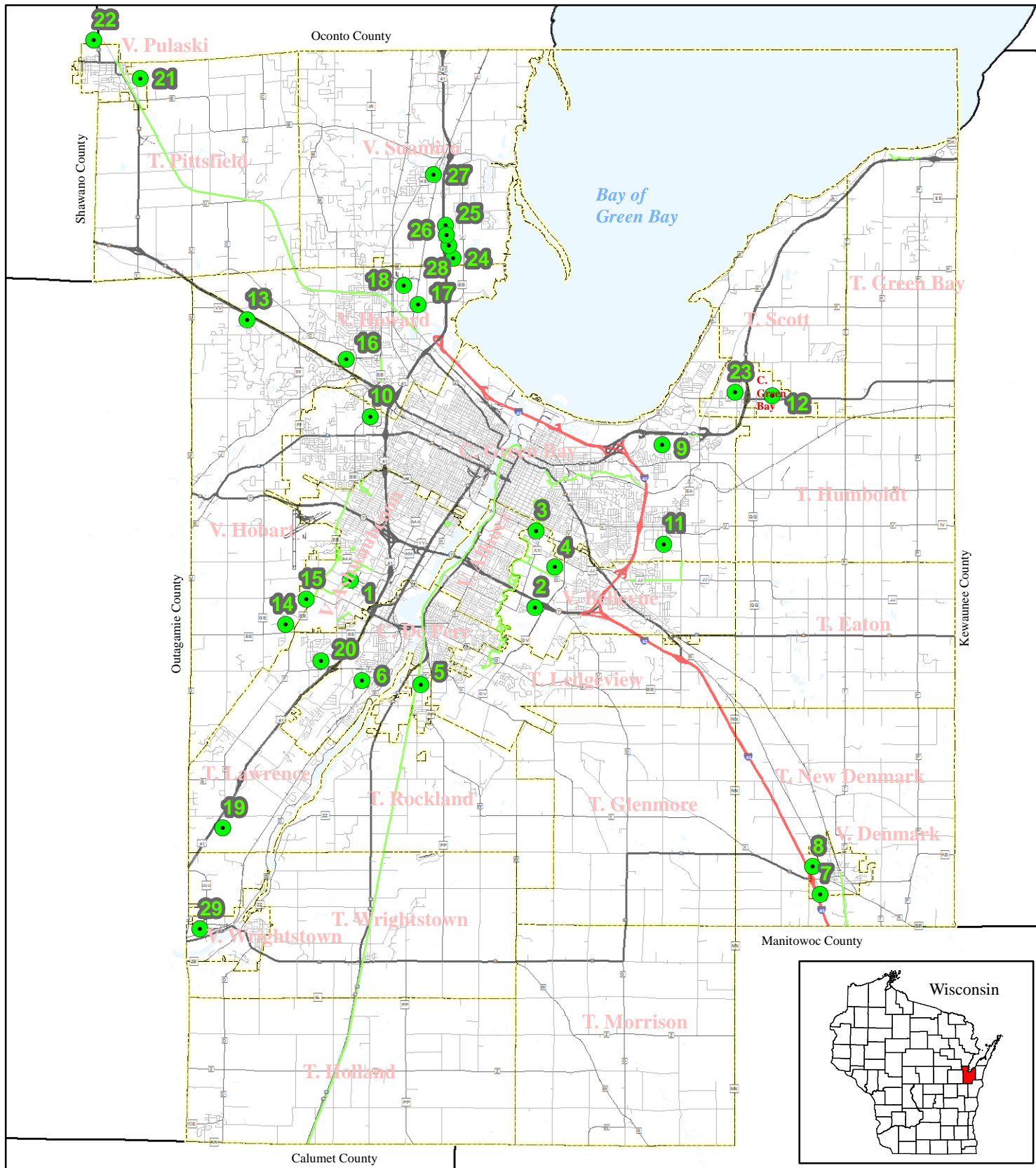
In addition to the identified business and industrial parks, Brown County, in partnership with the University of Wisconsin – Green Bay and the City of Green Bay, is developing the Brown County Research and Business Park on approximately 200 acres of land, immediately south of the University of Wisconsin – Green Bay on the City of Green Bay’s east side. The research and business park is being developed to fill a need for an area dedicated to encouraging entrepreneurs to expand their businesses beyond the initial start-up phase. The research and business park will provide linkages to UW-Green Bay resources, while also supporting the businesses already existing within Brown County. The research and business park will be set in a park-like setting with many acres of preserved environmental areas, parkways, and trails to support creative thinking. An expanded discussion of the development of the Brown County Research and Business Park is contained in a subsequent section of this chapter.



Within the listed business / industrial parks and the Brown County Research and Business Park, a wide variety of space is available throughout Brown County. The Brown County Land Information Office maintains a web-based application that identifies available acreage within the business and industrial parks in Brown County. A web link on the site provides additional detail from the local municipalities including such characteristics as contact person, utility capacity and availability, zoning, and available incentives.

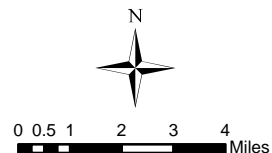
Figure 4-9

Business and Industrial Parks

Brown County Comprehensive Plan Update



-  Municipal Districts
-  Business / Industrial Park
See Figure 4-8 for Number Reference



Brown County Economic Development Opportunities

Agriculture

Agricultural activity within Brown County is a major contributor to the county's overall economy. Statewide, Brown County ranks eighth in total value of livestock and poultry products, second in the value of cattle and calves, sixth in the value of milk and dairy products, and eighth in corn for silage.

According to the UW-Extension, agricultural activity in Brown County annually accounts for⁷:

- 21,038 jobs. This totals about 12 percent of the county total, when including such jobs as farm owners and managers, farm employees, veterinarians, crop and livestock consultants, feed/fuel/other crop input suppliers, farm machinery dealers, and other professionals. Every job in agriculture generates an additional 1.69 jobs in the county.
- Almost \$6 billion in business sales. This totals 20 percent of Brown County's total business sales. Every dollar of sales from agricultural products generates an additional \$0.62 of business sales in other parts of the county's economy.
- A contribution of \$1.6 billion to county income. This totals about 12 percent of the county's total income, including wages, salaries, benefits, and profits of farmers and workers in agriculture-related businesses. Every dollar of agricultural income generates an additional \$1.97 of county income.
- Payment of approximately \$139 million in local and state taxes (not including taxes paid to support local schools).



As is evident from the UW-Extension, agricultural activity in Brown County continues to be a major component of our economy; however, it is experiencing pressure from increased urbanization, rural residential development, and fragmentation of agricultural parcels of land. Although traditional agricultural operations in Brown County are directly dealing with the effects from these trends, other entrepreneurial agricultural operations, such as direct farm to market crops, organic agriculture, viticulture, horticulture, and community-sponsored agriculture are increasingly gaining footholds in the county. The Agriculture Chapter of this comprehensive plan goes into significantly more detail on the issues and opportunities facing agricultural operations in Brown County.

Tourism

Tourism is a significant component of Brown County's economy. Generally speaking, tourism brings dollars from outside regions into Brown County. As these outside dollars come into our community, they are subsequently recirculated through our local economy. These outside dollars supplement the dollars spent by Brown County residents to support a larger economy than could be supported by Brown County residents alone.

As a regional draw, people from throughout Northeastern Wisconsin and the Upper Peninsula of

⁷ 2011 Brown County Agriculture: Value & Economic Impact pamphlet; UW-Extension <http://www.uwex.edu/ces/ag/wisag/documents/agimpactbrochBrownCoFINAL.pdf>.

Michigan visit Brown County for shopping, entertainment, and cultural activities. Additionally, the Green Bay Packers provide international name recognition to Green Bay and draw thousands of visitors during the summer training camp and game days in Green Bay. According to the *2010 Economic Impact Study of the Green Bay Packers and the Redeveloped Lambeau Field*, prepared by AECOM Technical Services for the Green Bay/Brown County Professional Football Stadium District, in 2009, 82 percent of training camp visitors (27,948 visitors) and 87 percent of game day visitors (729,280 visitors) were non-Brown County residents. When grouped by the average party size of 3.2 visitors for training camp and 3.4 visitors for game day, each group spent an average of approximately \$323 per day at training camp and \$281 per game day⁸. These are all dollars from outside Brown County that are subsequently circulating within Brown County’s economy.

When considering visitor tourism activity within Brown County associated with other attractions, such as Bay Beach, Heritage Hill, Neville Public Museum, Meyer Theatre, Weidner Center, NEW Zoo, and the National Railroad Museum; or events such as Celebrate Americafest, Celebrate De Pere, the Tall Ships Festival, or spring walleye fishing on the Fox River, the total impact of non-Brown County residents contributing to our economy is certainly much larger. To provide a frame of reference, the Wisconsin Department of Tourism tracks the economic impact of tourism in each county across the state. Brown County ranks fifth in the state for total visitor spending, behind the counties of Milwaukee, Dane, Sauk, and Waukesha, and ahead of Walworth and Door counties. Figure 4-10 identifies the total tourism impacts on Brown County as compared to the peer counties of Outagamie and Winnebago for the years of 2011 and 2012.



Figure 4-10: Total Tourism Impacts on Brown, Outagamie, and Winnebago Counties

County	Direct Visitor Spending (Millions)		Total Business Sales (Millions)		Employment (Jobs)		State and Local Taxes (Millions)	
	2011	2012	2011	2012	2011	2012	2011	2012
Brown	\$536.6	\$550.8	\$880.0	\$907.1	11,335	11,385	\$81.9	\$83.1
Outagamie	\$283.3	\$286.4	\$489.8	\$499.8	6,263	6,276	\$38.7	\$38.9
Winnebago	\$201.7	\$207.5	\$380.7	\$394.1	4,614	4,643	\$26.8	\$27.2

Source: 2011-2012 Total Tourism Impacts, Wisconsin and Counties, Wisconsin Department of Tourism; <http://industry.travelwisconsin.com/research/economic-impact>.

As is evident from the data, tourism is a major component of Brown County’s economy. In 2012, visitors to Brown County spent approximately \$550.8 million, induced approximately \$907.1 million in total business sales, supported approximately 11,385 jobs and paid approximately \$83.1 million in state and local taxes, thereby supporting a portion of the public services (such as streets, highways, transit, sidewalks, utilities, and public safety services) they use while visiting our community.

⁸ 2010 Economic Impact Study of the Green Bay Packers and the Redeveloped Lambeau Field; AECOM Technical Services, Inc; September 22, 2010, pp. 14-16; http://www.packers.com/assets/docs/2010economic_impact_report.pdf.

Port of Green Bay

The Port of Green Bay is a critical component of the greater Green Bay and Northeastern Wisconsin economy. Over two million metric tons of commodities, including coal, limestone, cement, salt, pig iron, fuel oil, forest products, and liquid asphalt valued at more than \$300 million⁹ moves through the port every year. The Port of Green Bay includes 15 independent private operators who move an average of about two million tons of cargo on an average of about 200 ships each year. Port businesses handle dry bulk commodities such as coal, limestone, and salt; bulk liquids such as petroleum products, liquid asphalt, and tallow; breakbulk commodities including wood pulp and forest products; and oversized cargo including machinery and wind turbine components, all of which are vital products for the regional economy. The Port



maintains a shipping channel from the entrance light to Grassy Island at a 26 foot depth and 500 foot width, from Grassy Island to the Mason Street Bridge at a 24 foot depth and 300 foot width, and from the Mason Street Bridge to the Georgia-Pacific turning basin at a 22 foot depth and 300 foot width. From the shipping channel, Great Lakes vessels provide shipping services to other Great Lakes communities and global markets via the St. Lawrence Seaway to the Atlantic Ocean.

As the Port of Green Bay is a vital transportation mode for the transport of commodities necessary to the industries in Brown County and the region, its continued operations are critical to economic growth. According to the U.S. Army Corps of Engineers, switching the import/export of these commodities from ship to rail and truck due to closure of the Port of Green Bay would increase annual emission rates by over 4,400 tons of harmful particulate matter (PM-10), increase costs by \$875,000 due to increased railroad related accidents and \$642,000 due to increased trucking related accidents. Furthermore, even the loss of just one to two feet channel depth due to decreased dredging activity would result in increased transportation costs of between \$467,000 and \$1.13 million annually.¹⁰ In order to ensure the Port's continued viability, it is critical the shipping channel continues to be dredged to, at a minimum, its federally authorized depths. This will allow imports and exports vital to many of Northeastern Wisconsin's industries and municipalities to continue to be delivered in the most environmentally friendly and economically efficient manner possible.

In addition to being a conduit for the importation and exportation of commodities via the Great Lakes, the Port of Green Bay operates Foreign Trade Zone #167, which was established in 1990. Within foreign trade zones (FTZs), foreign and domestic merchandise may be moved into foreign trade zones for operations not otherwise prohibited by law, generally including storage, exhibition, assembly, manufacturing, and processing. Within a foreign trade zone (or sub zone) typical customs and border patrol entry procedures and payments of duties are not required on foreign merchandise unless and until it exits the Foreign Trade Zone for domestic consumption.

⁹ 2010 Strategic Plan, Port of Green Bay, p. 6. www.portofgreenbay.com/media/2251/strategic-plan.pdf.

¹⁰ U.S. Army Corps of Engineers, Green Bay Harbor, WI Overview, February 2012, pages 1-2. <http://www.lre.usace.army.mil/ETSPubs/HFS/Green%20Bay%20Harbor.pdf>.

The Port of Green Bay's Foreign Trade Zone #167 currently consists of a total of 4,001 acres of land, generally located in Brown and Winnebago counties. Specific Brown County sites within the foreign trade zone include:

- Site 1 (60 acres) – is located at South Point Road and Airport Road, adjacent to Austin Straubel International Airport in the Village of Ashwaubenon, Brown County.
- Site 3 (1,654 acres) – is at the Austin Straubel International Airport, located in the Villages of Ashwaubenon and Hobart, Brown County.
- Site 4 (650 acres) - includes the Ashwaubenon Industrial Park and nearby properties, located at Adam Drive and Ridge Road in the Villages of Ashwaubenon and Hobart in Brown County.
- Site 5 (20 acres) – includes the Seven Generations Corporation facility, located west of Packerland Drive, north of Partnership Drive, east of Commodity Lane, and south of Glory Road in the Village of Ashwaubenon, Brown County.
- Site 6 (162 acres) – includes the Oneida Industrial Park located at the intersection of East Adam Drive and Short Road in the Village of Ashwaubenon, Brown County.

Utilizing the established FTZ and the existing and future subzones could provide a unique incentive for businesses to work with the Port of Green Bay. Within Wisconsin, only Milwaukee also has an active Foreign Trade Zone program (Dane County has an established FTZ, but no active users). As Northeastern Wisconsin's economy becomes increasingly global in nature, the utilization of the Port's FTZ designation provides a locational advantage to businesses, and administration of the FTZ could provide an outside revenue source for the Port.

The Port of Green Bay, Brown County Executive, Advance, regional business leaders, and the Canadian National Railroad have begun exploring the potential for the reopening of an intermodal rail ramp at a former intermodal yard on the near west side of the City of Green Bay. The site was historically used as site for the transfer of goods shipped on rail to trucks for local delivery and more recently as a staging area for delivery of wind turbine components. The site has not been actively used as an intermodal site for a number of years, however, it is still owned by Wisconsin Central, which is a subsidiary of Canadian National. The surrounding land uses are predominantly residential with industrial/commercial uses on the far eastern side of the property. Although the site is not located on the waterfront, it is approximately 2,000 feet from the Fox River and is a large parcel of land with rail access that has generally been used for transportation purposes. According to a survey conducted by the Brown County Port/Rail Intermodal Ramp Committee, there is a potential for 80,000 container lifts in the area. By utilizing rail instead of truck, the committee found a potentially significant cost savings to area manufacturers and bottom-line benefits to Canadian National. Reopening an intermodal yard at this site would help to facilitate the efficient import, export, and distribution of goods throughout Northeastern Wisconsin and the Upper Peninsula of Michigan by rail, truck, and ship.

Austin Straubel International Airport

Austin Straubel International Airport (GRB) is located approximately five miles southwest of downtown Green Bay in the Villages of Ashwaubenon and Hobart. GRB is the third largest airport in Wisconsin and is a 24-hour, 365-day a year operation. Economic impacts and activity are generally broken down into three types of impacts: direct, indirect, and induced.

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- Direct effects of airport reflect the jobs, payroll, and sales directly related to airport operations.
- Indirect effects include activity by businesses and suppliers to the airport.
- Induced effects include employees spending their wages in the community.

According to the 2010 Economic Impact Study prepared by the Wisconsin Department of Transportation – Bureau of Aeronautics for Austin Straubel International Airport, GRB directly contributed \$63.2 million in economic output/sales, directly supported 401 jobs, and directly contributed \$18.4 million in payroll to the local economy in 2010.¹¹ When combined with indirect and induced economic effects to the local and state economy, GRB contributed a total of \$111.9 million in economic output/sales, supported a total of 738 jobs, and contributed \$32.4 million in payroll.

Austin Straubel International Airport currently has a limited service U.S. Customs Border Protection office that is stretched to meet the current needs of the more than 330 foreign aircraft landings and 48,000 international passenger arrivals annually. A full service federal inspection station (FIS) building and staffing at GRB would:

- Ensure the U.S. Customs and Border Protection (USCBP) will remain at GRB, which would enhance the airport's ability to expand international operations.
- Allow for GRB to serve as a location for delay/diversion operations to meet the requirements of FAA Modernization and Reform Act of 2012, Section 42301, which requires the deplanement of international passengers.
- Support USCBP processing of the more than 100 international marine vessels annually at such ports as Green Bay, Marinette/Menominee, and Manitowoc.
- Allow airlines to offer direct international flights to and from GRB.

According to a GRB authored briefing paper on the USCBP Federal Inspection Station, a full-time FIS will have several economic benefits, including¹²:

- A full-service FIS will bring 46 additional jobs in the local airline and tourism industries.
- The addition of the FIS will provide an annual economic impact of nearly \$2.5 million to the economy of Northeast Wisconsin.
- Airlines / tour operators could add international leisure destinations to/from GRB.
- As home airport for the National Football League's Green Bay Packers, USCBP processing of international commercial charter flights is vital to the regional economy as the league expands its international game schedule.

In partnership with the airport's consultant, Mead & Hunt, GRB has identified approximately 512 acres of land that are not actively used for aeronautical functions. These lands could be ground-leased to private



¹¹ *Economic Impact – Austin Straubel International Airport (GRB) Green Bay, WI*; p. 4; Wisconsin Dept. of Transportation – Bureau of Aeronautics, 2010; <http://www.flygrb.com/sites/default/files/pdfs/GRB%20final%20EIS%20Report.pdf>.

¹² *Briefing Paper: U.S. Customs & Border Protection Federal Inspection Station*; Austin Straubel International Airport, 2013; <http://www.flygrb.com/sites/default/files/pdfs/FIS%20Fact%20Sheet%20FINAL%20Oct%202012.pdf>.

businesses to promote economic development activity, which would help support GRB's financial future and create job opportunities for the surrounding area.

The Brown County Planning Commission staff is currently working with GRB, Mead & Hunt, Advance, the Villages of Hobart and Ashwaubenon, the Oneida Tribe of Indians, and a private real estate developer to identify potential retail and industrial uses on the non-aeronautical use properties. The lands being considered for retail uses are generally on the north side of STH 172, between South Packerland Drive and South Point Road in the Village of Ashwaubenon, while the industrial uses are proposed for a location west of the intersection of West Adam Drive and South Pine Tree Road in the Village of Hobart.

One of the major impediments to the development of the industrial park in particular is the current lack of public utilities (sewer and water) to the site. In order for the industrial site to be developed, GRB will have to work with the Village of Hobart and/or Oneida Tribe to gain access to sewer and water utilities for the site. Provided public sewer and water can be accessed, GRB will need to gain zoning approval and then market the sites for new industrial development.

Austin Straubel International Airport is a critical component in Brown County's economic development infrastructure. As business becomes increasingly global in nature, access to air transportation for travel and movement of goods, also becomes increasingly important.

Brown County Research and Business Park

At the request of the Brown County Executive, in 2013 the staff of the Brown County Planning Commission, in partnership with UW-Extension and GRAEF Consulting undertook the development of a feasibility study to determine if the former Brown County Farm property could be developed as a research and business park. The results of the feasibility study were positive and Brown County is now in the process of project implementation. A summary of the project from the feasibility study follows.¹³



The Brown County Research and Business Park is to be located on 238 acres of undeveloped Brown County-owned lands located immediately to the south of STH 54/57 and the University of Wisconsin - Green Bay campus. The intent of the Brown County Research and Business Park is to encourage business investment and job creation by providing an opportunity for higher education institutions to expand the economic development reach of their campuses through research and development within the community and all of Northeastern Wisconsin. Public-private partnerships would support an entrepreneurial center to service vital business needs by engaging students and leveraging faculty/staff expertise and local higher educational resources such as University of Wisconsin – Green Bay, Northeast Wisconsin Technical College (NWTC), Bellin

¹³ *Brown County Research and Business Park Feasibility Study*; Brown County Planning Commission, July, 2013
<http://tinyurl.com/BCFeasibilityStudy>

College of Nursing, St. Norbert College, and the Medical College of Wisconsin's Green Bay area program. Figure 4-11 identifies the location of the Brown County Research and Business Park.

It is anticipated that the proposed Brown County Research and Business Park will:

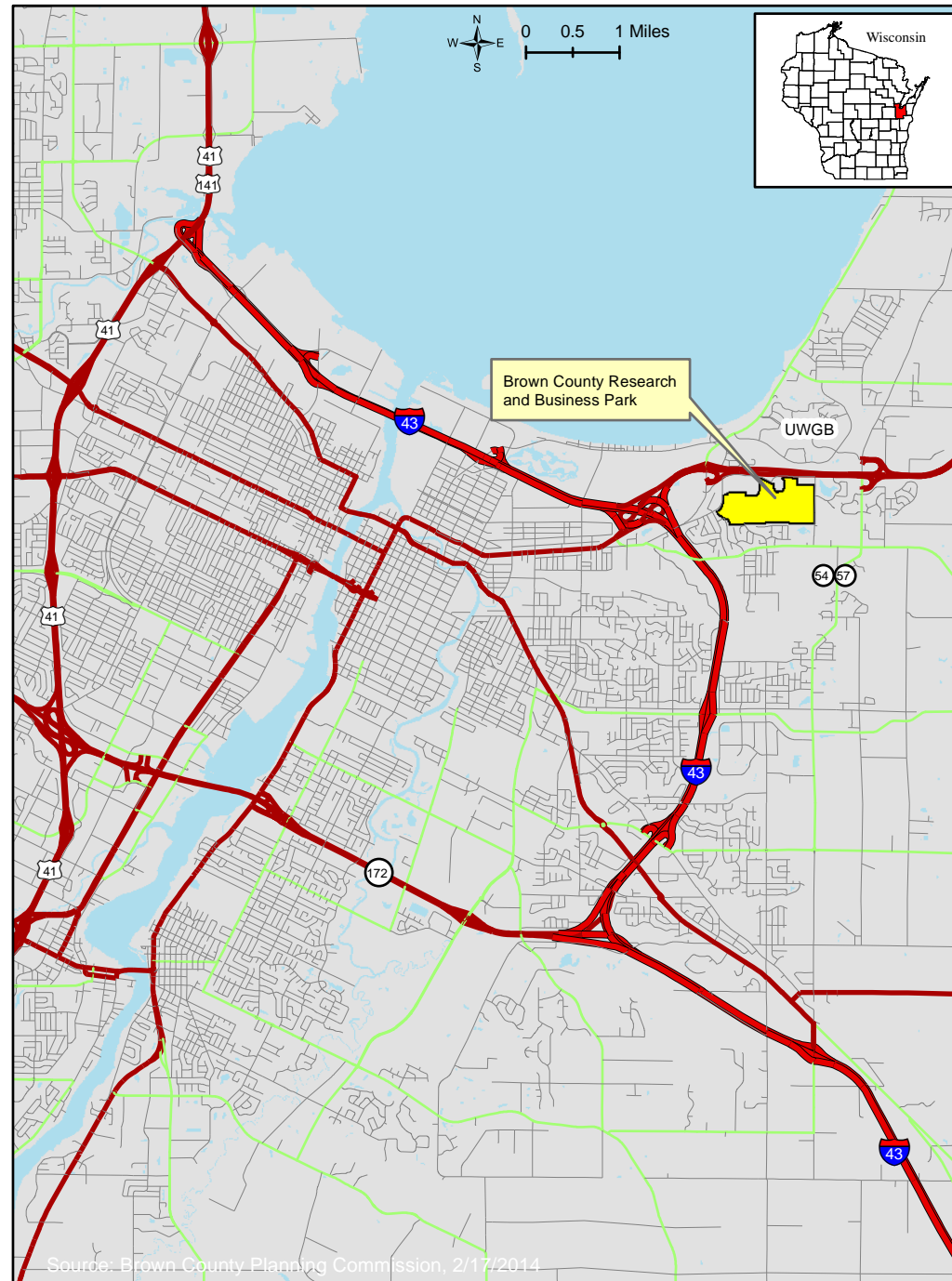
- Promote business expansion and recruitment and result in the creation of new jobs and additional tax base.
- Create economic development partnership opportunities among Brown County, the University of Wisconsin – Green Bay, Wisconsin Economic Development Corporation (WEDC), Brown County, the City of Green Bay, and Advance.
- Create an opportunity to recruit additional medical support development and promote collaborative efforts for an emerging medical complex due to the park's proximity to the Veterans Administration Outpatient Clinic as well as the Brown County Community Treatment Center and N.E.W. Curative Rehabilitation facility.
- Provide an opportunity for a coordinated and collaborative economic development approach to create a high-quality economic development center.
- Be a beautiful park-like setting surrounded by trees and nature with preserved environmental areas connected by walking trails to providing a pleasant setting for employees and the creative class of entrepreneurs.
- Have excellent transportation access adjacent to the University Avenue interchange with STH 54/57, which is less than one mile from the freeway beltline around Green Bay.

A research and business park is a development that supports the start-up and expansion of a variety of technology-based and other high-end firms that are created through cooperative efforts between university and private researchers. According to Virginia Tech Corporate Research Center President Joe Meredith, a research and business park is first and foremost a community, and, as such, exhibits joint values and a willingness to collaborate. It is also a physical place that connects people, technology, and money in the refinement of ideas and successful business development, and it features a concentration of intellectual power and a culture that naturally leads to innovation – the foundation of “new economy” opportunities.

The potential benefits of a research and business park to Brown County, Green Bay, and Northeastern Wisconsin include:

- A greater number of higher-paying science and technology (knowledge) jobs.
- An increased tax base, particularly in nearby areas of high-end housing and commercial development, spurred by the park's presence.
- Assistance to existing firms that require innovative solutions to production problems and other business processes.
- A location for emerging businesses that graduate from the Advance business incubator.
- The growth of firms that start in the park and then expand in other parts of the region.
- Higher regional retention and attraction rates of area college graduates.
- The civic working relationships created by a successful public-private venture.

Figure 4-11 Brown County Research and Business Park Location Brown County Comprehensive Plan Update



Potential benefits to the University of Wisconsin – Green Bay and other area post-secondary educational institutions include:

- Opportunities for faculty and student research projects that are real world and cutting edge.
- Enhanced ability to attract faculty and students to work and enroll here – especially entrepreneurial faculty and graduate students.
- Long-term sources of university funding through federal innovation research grants and through private contributions from research-dependent companies.
- A positive influence helping the academic environment become more entrepreneurial, including more business starts by faculty and students at higher education institutions across the region.
- A stronger “town-gown” relationship between the university and surrounding communities.



In January 2014, Brown County, along with the University of Wisconsin – Green Bay and Wisconsin Public Service sponsored a workshop by the Association of University Research Parks (AURP). The workshop included five nationally-renown experts in research park development and management who presented to a group of approximately 30 local community leaders. The workshop focused on governance models, financing development, and park design. Specific characteristics of successful parks include:

- Creating a non-profit (501c3) governance structure.
- Employing a full-time park director with appropriate support staffing levels.
- Having a strong connection to the partner university.
- Viewing the development of the park as a long-term economic development investment, rather than a short-term real estate deal.
- Growing businesses in the park with a connection to the partner university and are within or support the community’s core economic clusters.
- Having a common location for park employees, students, and CEOs to incidentally interact with one another.

Based on the results of the feasibility study and stated desire to develop the County Farm property, Brown County should continue the process to develop the County Farm property as a research and business park with its partner public agencies and private sector businesses.

Brown County Resource Recovery Park

Brown County owns approximately 1,500 acres of land in southern Brown County for development of a future landfill as Brown County’s contribution to the Tri-County Solid Waste Agreement with Outagamie and Winnebago counties. All 1,500 acres will not be needed for the landfill, and in identifying opportunities for use of the some of the remaining acreage, the Brown County Waste Stream Committee identified the excess acreage as a potential site for a resource recovery or resource management park.

A resource recovery park provides options to landfilling waste to homeowners, businesses, and industries by diverting economically valuable products from the waste stream. These items are then reprocessed,

repurposed, and sold as either finished products, such as compost, or raw materials for new products. Considering Brown County's history of recycling in the paper industry, diverting these similarly reusable materials from a landfill and producing valuable products out of them is a logical next step. The raw materials produced from a resource and recovery park could further diversify our local economy by creating a new "recoverable materials" sector while also furthering the lifespan of the landfill, and addressing environmental issues associated with landfilling these materials.

Brown County should complete a feasibility study to include an evaluation of resource recovery park considerations. Specific issues that should be addressed include the availability and composition of recoverable waste stream materials that could be cost-effectively redirected from landfills, infrastructure needs and their related costs, and a financial analysis to determine the overall costs and benefits associated with such a development.

Town, Village, City, County, Regional, and State Economic Development Programs and Policies

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help communities in Brown County and Brown County's businesses achieve their stated economic development goals and objectives.

Local Economic Development Strategies

Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The three types of programs most relevant to communities in Brown County are new business development, business retention, and business attraction.

New Business Development

For a community to encourage new business development, it must make positive planning and financial management decisions that result in the community being an attractive place for people and businesses. One of the most important economic activities that communities can pursue is the creation of an environment within which entrepreneurship is nurtured, encouraged, and continuous. Specific characteristics include:

- Ensuring access to capital for start-up businesses to tap into to begin or expand.
- Creating an adequate support network, with access to such facilities as a business incubator, technical labs, and mentoring programs to support the new business owner.
- Having a well-educated and trained work force, particularly in the "soft" skills of interpersonal communication, writing, and an ability to work with others in a team setting.
- Having clear, concise regulations and timelines associated with municipal entitlements, such as zoning, land divisions, and permits for new building development.

Business Retention

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. These are businesses that are already part of the community and its employees have made the community their home. Activities associated with business retention programs include:

- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal programs to help finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer/water utilities.
- Identifying any issues facing the business and then working with the business to rectify the situation.
- Maintaining a well-qualified and trained workforce for employers.

Business Attraction

Business attraction involves letting businesses know what a community has to offer. For example, some of the activities that are involved in a business attraction program include:

- Providing information on available sites.
- Identifying labor and community characteristics.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

A growing body of evidence supports the concept that quality of life issues are major factors for entrepreneurs when deciding where to start a new business, whether a business wants to remain where it currently is located, and whether a business wants to relocate to a specific community. Although hard data, such as labor costs, land/building costs and availability, distances to transportation nodes, and tax incentives still are primary factors for businesses; quality of life factors are becoming increasingly important, especially when deciding between “finalist” communities. This is particularly pronounced when relocating corporate headquarters or other smaller, but key, office operations. According to the December / January 2010 issue of Area Development Magazine, specific quality of life attributes important to businesses include¹⁴:

- Ratings of public schools
- Housing costs
- Colleges and universities in the area
- Low crime rate
- Housing availability
- Health-care facilities
- Recreational opportunities
- Climate
- Cultural opportunities
- Commuting times
- Shopping, entertainment, and sports



In order for Brown County to compete in attracting entrepreneurs to start new businesses or retain or attract existing businesses, it is critical that quality of life amenities be thought of in economic development terms. Business and their employees want to locate in communities with a high quality of life, which often means communities with smart growth characteristics.

¹⁴ *When Quality of Life Closes the Location Decision Deal*, Mike Crawford; Area Development Magazine Online, December/ January 2010; <http://www.areadevelopment.com/siteSelection/dec09/quality-of-life-location-factors010.shtml?Page=1>.

In November 2013, the U.S. Environmental Protection Agency Office of Sustainable Communities published a report, “Smart Growth and Economic Success: The Business Case”, which provides quantifiable statistics supporting the notion that communities with smart growth characteristics are experiencing greater business growth. The Executive Summary of the report states¹⁵:

“Many companies representing a diversity of business types have recognized that compact, walkable downtowns are good for business and are choosing their operating locations accordingly. Locations with housing and transportation options, a mix of uses close together, and a high quality of life can improve environmental outcomes while providing economic advantages for businesses, including:

- *Increased productivity and innovation. Easier access to labor, suppliers, and supporting businesses improves productivity. An environment that enables and encourages social interaction both within and among firms leads to more idea exchange, innovation, and collaboration. Making it easy for employees to incorporate physical activity into their daily commutes improves their health and well-being, reducing absenteeism and health care costs.*
- *Improved ability to compete for labor. Many professionals and recent college graduates prefer to live near where they work and to be able to walk to shops, restaurants and entertainment. Low-wage workers need access to affordable housing near jobs and transportation options. Businesses in walkable central business districts near transit can meet the needs of both these groups, making it easier to recruit employees.*
- *Stronger retail sales. Stores find it easier to attract customers when they are in locations that can be reached in multiple ways and provide a diverse, vibrant environment.*

A strong indicator of the business advantages of centrally located, compact walkable places is the trend of corporations moving to these locations from outlying suburbs. A number of companies have recognized that central business districts in cities and small towns can provide an atmosphere that stimulates innovation and attracts the workers they need.”



This does not, however, mean that all business activity must take place in central business districts. Rather, business activity may increase outside of central business districts if certain characteristics of central business districts are replicated. Such characteristics may include a walkable design, a mixture of uses, a range of housing choices nearby, public or quasi-public spaces for interaction, and access to recreation opportunities. As Brown County communities plan for new or redeveloped commercial or other business areas, they should ensure their local ordinances foster developments that include these concepts.

Economic Development Programs

The following list of economic development programs is not a comprehensive compilation, but rather a selective listing of those programs that could most likely assist Brown County and its local communities in attaining their economic development goals.

¹⁵ *Smart Growth and Economic Success: The Business Case*; U.S. EPA Office of Sustainable Communities, November 2013; http://www.epa.gov/smartgrowth/economic_success.htm.

Brown County

Brown County Economic Development Revolving Loan Fund (RLF)

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through Brown County and Advance to obtain low-interest loans that will generate new employment opportunities principally for persons of low and moderate incomes and encourage expansion of the tax base.

Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Site preparation and the construction or reconstruction of buildings or the installation of fixed equipment.
- Clearance, demolition, or the removal of structures or the rehabilitation of buildings and other such improvements.
- The payment of assessments for sewer, water, street, and other public utilities if the provision of the facilities will directly create or retain jobs.
- Working capital (inventory and direct labor costs only).

Additional information on the Brown County Economic Development RLF may be found at: <http://www.co.brown.wi.us/planning> and clicking on the “Economic Development” link.

Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.



Advance offers the Advance Microloan Program, which is designed to provide loans from \$5,000 to \$100,000 to for-profit, start-up, newly established, and emerging businesses that are actively managed by its owners. Loans may be used for the purchase of machinery and equipment, inventory and working capital (including payroll), insurance premiums, legal, and accounting purposes. Applicants must have a business plan, be able to contribute a minimum of 10 percent of the project cost, and have a minimum of two months of working capital in reserve. Additional information regarding the Advance Microloan Program may be found at: <http://www.titletown.org/programs/economic-development/advance-microloan-program>.

Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.

As discussed in the Port of Green Bay section of this chapter, the Port is a designated Foreign Trade Zone (FTZ), and therefore, foreign and domestic merchandise may be moved into the foreign trade zones for operations

not otherwise prohibited by law, generally including storage, exhibition, assembly, manufacturing, and processing. Within a foreign trade zone (or sub zone) typical customs and border patrol entry procedures and payments of duties are not required on foreign merchandise unless and until it exits the Foreign Trade Zone for domestic consumption. Considering the increasingly global nature of business, providing additional publicity regarding the FTZ designation could provide a locational advantage for businesses to locate in Brown County. Foreign Trade Zone #167 is administered by Advance and additional information regarding the FTZ may be found at: <http://www.titletown.org/programs/economic-development/international-business/foreign-trade-zone>

Regional Economic Development Programs

The New North

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote the 18-county Northeastern Wisconsin region for increasing economic development. According to the New North website, their key initiatives include:

- Attract, develop, and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small businesses.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

More information regarding the New North may be found on their website at <http://www.thenewnorth.com>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development services that Brown County communities should be aware of for their businesses. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at:

<http://www.wisconsinpublicservice.com/business/economic.aspx>.

State Economic Development Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs listed on the Wisconsin Economic Development Corporation (WEDC) website that Brown County communities should strongly consider and are addressed below. The WEDC Region 2 Account Manager should be contacted for additional information related to these programs.

Additionally, the Wisconsin Housing and Economic Development Authority (WHEDA) administers a number of loan programs, tax credit, and programs that support business investment and development. The WHEDA Community Relations Officer should be contacted for additional information related to these programs.

Wisconsin Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin and is administered by WEDC.

Communities selected to participate in the Wisconsin Main Street Program initially receive five years of intensive technical assistance aimed at enabling them to create and manage a downtown district that is economically stable, attractive, and competitive. Additional information on the Wisconsin Main Street Program can be found here: <http://inwisconsin.com/community-development/programs/main-street-program/>.

Connect Communities

Connect Communities is administered through WEDC and offers technical assistance and networking opportunities to local leaders interested in revitalizing their downtown or urban commercial districts. The program provides immediate access to resources that will help launch a commercial revitalization effort. Additional information on the Connect Communities program can be found at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.

Community Development Investment Grant Program

The Community Development Investment Grant Program is administered by WEDC and supports redevelopment efforts by providing financial incentives for shovel-ready projects with emphasis on, but limited to, downtown community driven efforts. Successful recipients demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. Additional information on the Community Development Investment Grant Program may be found at: <http://inwisconsin.com/community-development/programs/community-development-investment-grant/>.

Wisconsin Certified Sites Program

The Certified Sites Program is administered by WEDC and provides consistent standards for industrial site certification for sites with at least 50 contiguous, developable acres. Certification means key approvals, documentations, and assessments for industrial uses are already in place. Specific developer and community benefits include:

- Delivery of a development ready site for major industrial attraction or expansion projects.
- Leverages the state's resources and contacts for site marketing.
- Achieves credibility for the developer and community through a globally-recognized site selection practice.
- Involves local officials in the site selection process.
- Educates community leaders on site development best practices.

Additional information on the Certified Sites Program may be found at: <http://inwisconsin.com/community-development/programs/certified-sites/>.

New Markets Tax Credit Program

The New Markets Tax Credit Program is a federal financing tool designed to fuel job creation and economic development efforts by promoting equity investment in low-income urban and rural communities. WHEDA awards New Market Tax Credits (NMTCs) to enhance financing for larger projects in highly distressed areas throughout Wisconsin that have a demonstrable community impact. Additional information regarding NMTCs may be found at www.wheda.com.

Wisconsin Equity Investment Fund

The Wisconsin Equity Investment Fund (WEIF) is a program designed to spur direct equity investment into growing Wisconsin small businesses. WEIF is funded by the State Small Business Credit Initiative, administered

by WHEDA, and currently leverages the private capital investment of Wisconsin-based investment managers. Additional information on WEIF may found at www.wheda.com.

WHEDA Participation Lending Program

The WHEDA Participation Lending Program (WPLP) pairs WHEDA with community lenders, banks, credit unions, community development financial institutions, and other entities that provide commercial loans to Wisconsin businesses. The program requires at least 50 percent participation from a participating lender with WHEDA's participation not to exceed \$2 million. Eligible projects include financing manufacturing, commercial real estate, national or regional headquarters facilities, facilities for the storage or distribution of manufactured goods, materials, components or equipment, and facilities for the retail sale of goods or services. Additional information on WPLP may be found at www.wheda.com.

WHEDA Loan Guarantee Programs

WHEDA Loan Guarantee Programs help reduce financial risk and exposure to small business lenders and ensure that qualified Wisconsin small businesses have access to funding. Eligible uses of loan guarantees by small business owners include purchasing or improving land and buildings, purchasing inventory or machinery, and funding permanent or revolving working capital. Specific programs include:

- Contractors Loan Guarantee – Assist in the development / expansion of small businesses by providing the opportunity to enter into contracts with eligible organizations.
- Neighborhood Business Revitalization Guarantee – Stimulate economic development in redeveloping urban neighborhoods of communities with populations greater than 35,000, and stimulate economic development in other areas where the project will be catalytic and create jobs by bringing or expanding businesses into the area and developing or rehabilitating commercial real estate, including mixed-use properties, where a business occupies a portion of the building.
- Small Business Guarantee – Assist with the expansion or acquisition of an existing small business, assist in the start-up of a daycare business for adults or children, assist in the start-up of a small business located in a vacant storefront in the traditional downtown area of a community.
- Agribusiness Guarantee – Assist in the start-up, acquisition, or expansion of a business that develops products using Wisconsin's raw agricultural commodities. Raw agricultural commodities refer to any agricultural, aquacultural, horticultural, viticultural, vegetable, poultry, and livestock products produced in Wisconsin, including milk and milk products, bees and honey products, timber and wood products, or any class, variety or utilization of the products in their natural state.

Additional information on all the loan guarantee programs may be found at www.wheda.com.

Transportation Economic Assistance

The state-funded Transportation Economic Assistance (TEA) program provides 50 percent state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.

Harbor Assistance Program

The Harbor Assistance Program (HAP) assists harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Eligible applicants include counties, local municipalities, board or harbor commission organized under s.30.37 Wis. Stats., a federally recognized tribal governing body, or a private owner of a harbor facility. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and the construction of facilities to hold dredged material.



To be eligible for funding, the port facility must:

- Benefit facilities that are used for cargo transfer, shipbuilding, commercial fishing, or regular ferry service.
- Pass a rigorous benefit-cost analysis.
- Be identified in a current three-year harbor development plan.

Additional information regarding the HAP program can be found at <http://www.dot.wisconsin.gov/localgov/aid/hap.htm>.

Community Development Block Grant – Economic Development (CDBG-ED)

CDBG-ED funds are administered by the Wisconsin Department of Administration – Bureau of Community Development and are awarded to local governments to assist businesses with creating or retaining jobs for individuals with low and moderate incomes. Examples of eligible projects include business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects. Additional information related to the CDBG-ED program may be found at: <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-ED-Program-Overview>.

Community Development Block Grant – Public Facilities for Economic Development (CDBG-PFED)

CDBG-PFED funds are administered by the Wisconsin Department of Administration – Bureau of Community Development and are awarded to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include new or improved water system, sewer service, and/or streets that result in business expansion and job opportunities for low and moderate income individuals. Additional information related to the CDBG-PFED program may be found at: <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PFED-Program-Overview>.

Community Development Investment Grant

The Community Development Investment Grant program is administered by WEDC and supports urban, small city, and rural community redevelopment efforts by providing financial incentives for shovel-ready projects

with an emphasis on, but not limited to, downtown community-driven efforts. Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. Additional information related to the Community Development Investment Grant may be found at: <http://inwisconsin.com/community-development/programs/community-development-investment-grant/>.

Brownfield Program

Wisconsin's Brownfield Program is administered by WEDC and provides grant funds to assist local governments, businesses, and individuals with assessing and remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site. The Brownfield Program helps to convert these sites into properties that are attractive and ready for redevelopment. Any city, village, town, county, individual, or business may apply for funds provided the party that caused the environmental contamination and any person who



possessed or controlled the environmental contaminant is unknown, cannot be located, or is financially unable to pay for the remediation of the soil and/or groundwater. Eligible program activities include:

- Environmental investigation, remediation, or monitoring of the site.
- The removal of hazardous waste containers.
- Soil removal, capping, barrier installation, and vapor intrusion systems.

Additional information related to the Brownfield Program may be found at: <http://inwisconsin.com/community-development/programs/brownfields-program/>.

Additionally, the Wisconsin Department of Natural Resources administers the Ready for Reuse Program for environmental cleanup of hazardous substances or petroleum products at brownfield sites in Wisconsin. Information regarding the Ready for Reuse Program may be found at <http://dnr.wi.gov/topic/brownfields/rif.html>.

Federal Economic Development Programs

In addition to the many programs administered by the State of Wisconsin, the federal government also has a number of programs to assist economic development activities in Brown County. The following highlighted programs are those federal programs that either have been or could be utilized in Brown County to promote economic development activities.

Environmental Protection Agency - Brownfield Assessment Grant Program

The Brownfield Assessment Grant Program is administered by the U.S. Environmental Protection Agency (EPA) and provides grants to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites. In addition to the standard grant proposal, a coalition of three or more eligible applicants can submit one grant proposal under the name of one of the coalition members for

up to \$1,000,000 in assessment funding. The Brown County Planning Commission successfully administered an EPA Brownfield Assessment grant from 2009 – 2013 and successfully applied the funding for assessment activities to eight sites in seven different Brown County communities. Additional information regarding the EPA Brownfield Assessment Grant Program may be found at: http://www.epa.gov/brownfields/assessment_grants.htm.

Environmental Protection Agency - Brownfield Cleanup Grant Program

The Brownfield Cleanup Grant Program is administered by the U.S. EPA and provides funding to carry out cleanup activities at brownfield sites. The funds may be used to address sites contaminated by petroleum and hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum). Cleanup grants require a 20 percent cost share in the form of cash, labor, material, or services for eligible and allowable costs. Additional information regarding the EPA Brownfield Cleanup Grant Program may be found at: http://www.epa.gov/brownfields/cleanup_grants.htm.

U.S. Department of Commerce – Economic Development Administration

The U.S. Economic Development Administration (EDA) administers the Public Works and Economic Adjustment Assistance Programs to provide investments that support construction, non-construction, technical assistance, and revolving loan fund programs. The programs provide economically distressed communities and regions with comprehensive and flexible resources to address a wide variety of economic needs, and are designed to lead to the creation and retention of jobs and increased private investment.

Of specific interest to Brown County is the Public Works Program (CFDA Number 11.300), which provides catalytic investments to help distressed communities build, design, or engineer critical infrastructure and facilities that will help implement regional development strategies and advance bottom-up economic development goals to promote regional prosperity. The Public Works Program provides resources to meet construction and/or the design of infrastructure needs of communities to enable them to become more economically competitive. Prior examples of EDA-supported Public Works projects include sewer and water system improvements, industrial parks, high-tech shipping and logistics facilities, workforce training facilities, business incubators and accelerators, brownfield development, technology-based facilities, wet labs, multi-tenant manufacturing facilities, science and research parks, and telecommunications infrastructure and development facilities.

U.S. Department of Agriculture – Rural Development

The U.S. Department of Agriculture – Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Portions of Brown County outside of the Green Bay Metropolitan Area may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: <http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development>.

Recommendations

The following is a summary of economic development recommendations for Brown County and communities within Brown County:

Economic Development Policies

- Identify processes to encourage cooperation and coordination rather than competition among Brown County communities when locating large economic development projects.
- Nurture economic development partnerships with entities such as Wisconsin Economic Development Corporation, Advance, New North, U.S. Economic Development Administration, U.S. Environmental Protection Agency, and Wisconsin Public Service Corporation.
- Encourage entrepreneurial growth in Brown County and Northeastern Wisconsin through the development of a research and business park in partnership with the University of Wisconsin – Green Bay on the former Brown County Farm property.
- Encourage graduates of the Advance Business Incubator that could benefit from a connection to the University of Wisconsin – Green Bay to locate in the Brown County Research and Business Park.
- Develop a plan to fully engage and involve young people/professionals in all aspects of the community and in civic matters.
- Focus economic development efforts on existing business retention and new business growth first, with business recruitment from other areas a distant second.
- Promote the Port of Green Bay's Foreign Trade Zone designation as a key economic development advantage in an increasingly global marketplace.
- Support the efforts of the Port of Green Bay to increase port activity through increased maintenance dredging of the shipping channel.
- Continue to coordinate efforts with the Port of Green Bay, City of Green Bay, Advance, and interested rail and trucking firms to reopen an intermodal rail ramp to create efficient transportation options for Northeastern Wisconsin and Upper Peninsula of Michigan businesses.
- Develop a feasibility study regarding the development of a resource recovery park on the southern landfill property to divert materials from the waste stream and transform the materials into valuable commodities.
- Work with our federal legislators and U.S. Customs and Border Protection to develop a full-service federal inspection station at Austin Straubel International Airport.
- Coordinate with the surrounding municipalities to develop non-aeronautical use properties around Austin Straubel International Airport into sources of ongoing revenue generation for the airport.
- Promote intercommunity revenue sharing as a way to encourage economic development cooperation between units of government.



- Recognize agriculture as a large component of Brown County's economy and take necessary steps to ensure its continued viability.
- Continue to promote Brown County and the Greater Green Bay Area as a tourist destination to take advantage of the business, employment, and revenue gains associated with outside dollars coming into our local economy.
- Continue Brown County's participation as a significant contributor to the government, legal, professional, service, and cultural center of downtown Green Bay.
- Maintain open lines of communication with the paper industry and other large manufacturers to address any potential issues in a proactive manner.
- To foster the redevelopment of brownfield sites within Brown County, Brown County should continue to partner with its local units of government to apply for brownfield-related grants through the state and federal governments.



Land Use and Design

- Recognize that physical and cultural amenities are critical to attracting and retaining creative people and businesses.
- Work to create interesting places that attract and retain an educated workforce.
- Brown County should support the redevelopment of underutilized or brownfield sites along the Bay of Green Bay and the Fox River.
- Identify tools and techniques for local communities to continuously promote redevelopment within their downtowns.
- Encourage compact development and promote the redevelopment of underutilized, vacant, blighted, or brownfield commercial and industrial sites and buildings to efficiently utilize existing public utilities and services and bring employment opportunities to underserved areas.
- Work to ensure that adequate infrastructure is in place, including utility services and transportation facilities, for existing and future business expansion needs.
- Encourage local communities to develop site plan review processes to steer development to the design standards of the community. This process should be streamlined to efficiently meet the design goals of the communities in an expeditious manner.
- Encourage commercial development in smaller neighborhood nodes and larger downtowns rather than in long strips along main thoroughfares.
- Encourage commercial and industrial development designs that promote alternative modes of



transportation.

- Focus redevelopment efforts (particularly in the downtown, community centers, and in neighborhood centers) by making the streets and business facades more pedestrian-friendly for shoppers by encouraging buildings with minimal setbacks and with commercial uses on the first floor and residential uses above.
- Development should be designed with consideration of the environmentally sensitivity areas that this plan identifies along the county's waterways, wetlands, floodways, and steep slopes.
- Communities should be encouraged to require that business site plans include sidewalks and/or trails (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of pavement.
- Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.

Education and Training

- Coordinate with local educational institutions, as well as institutions of higher learning, to engage them into the community and to develop a qualified workforce.
- Assist businesses in planning for a diverse and aging workforce.
- Promote partnerships among Brown County's business community, governmental units, and higher educational institutions and faculty to further research and development efforts.
- Encourage continued development of technical educational programs to provide well-trained employees for our manufacturing sector.



Recruitment and Retention

- Identify growing and weakening business sectors of the Brown County economy in order to target local economic development programs that promote the continued diversification of the local economy.
- Promote businesses and industries that are good stewards of land, air, and water resources.
- Promote the entertainment and cultural venues in Brown County as an employee recruitment tool.
- Encourage the development of retail shops and services in the downtowns, community centers, and neighborhood centers to meet local neighborhood demand.
- Develop a yearly forum with Brown County businesses to discuss future needs or potential problems.
- Continue to develop business attraction and business retention programs to ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
- Recruit, retain, and encourage the development of businesses that utilize advanced technologies and/or can fill local supply-chain gaps within regional cluster industries to develop and/or locate in Brown County.