

Chapter 5

Economic Development

Summary

- Bellevue contains prime locations for economic development growth.
- Businesses and industries have access to excellent infrastructure.
- Economic development should be thought of in both a local and regional context.

Introduction

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. 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, and develop new business ventures. All of this, of course, leading to 'wealth-building' in the community.

Economic development efforts to create jobs are important beyond generating additional income for the Bellevue residents. These efforts can help to generate additional tax base for the provisions of local services and may assist in establishing an environment for long-term economic vitality.

Success in economic development today requires a significant change in how economic development is conducted. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business. Today, it is realized that physical and cultural amenities are critical to attracting and retaining workers – the number one resource for any business. In the past, it was also believed that economic development was the government's job. However, a successful transition into the new information-based economy comes only through partnerships among government, businesses, and nonprofit organizations.

The key to an economic development strategy is having a quality product/community to market. The Village of Bellevue Comprehensive Plan is geared toward promoting future development in Bellevue in a manner that supports a high quality community that is attractive to existing and new businesses and their employees.

Labor Force Analysis

Table 5-1 shows that the Village of Bellevue residents' education levels are very similar to those of the State of Wisconsin and Brown County. The Village has a slightly higher percentage of workers that have attained an associate degree or bachelor's degree and a slightly lower percentage of workers who have attained a graduate or professional degree than the County or the State. The percentage of residents who attained an associate degree or higher have increased from 35.5% of the local workforce in 2010 to 39.9% of the workforce in 2020.

Education is one of the keys to the "new economy," which deals more with information, advanced technologies, and services than with the production of goods. Continuing to develop a well-educated workforce through secondary schools, apprenticeships, technical schools, and colleges will be critical for Bellevue to create a diversified economy.

**Table 5-1: Education Attainment – Percent of Population 25 Years+,
2016–2020 ACS 5-year Period.**

Population 25+ Yrs.	Wisconsin	Brown County	Village of Bellevue
Less than 9th grade	2.5%	3.1%	2.2%
9th to 12th grade, no diploma	4.9%	4.4%	6.5%
High school graduate (includes equivalency)	30.3%	29.9%	30.6%
Some college, no degree	20.5%	19.6%	19.9%
Associate degree	11.0%	12.7%	13.1%
Bachelor's degree	20.3%	21.3%	21.7%
Graduate or professional degree	10.5%	9.1%	6.1%

Source: 2016–2020 American Community Survey 5-Year Estimates.

Table 5-2 shows that the percentage of Village residents 16 years of age and older who are in the labor force is higher than the percentage of people in the labor force in Brown County and the State of Wisconsin. This means that most of the households in Bellevue have more than one person in the workforce and are likely dependent on two incomes. Because of this, many businesses in Bellevue will be relying on employees who commute to Bellevue from other communities to fill the employment needs of the Village. Bellevue's 2020 unemployment rate of 2.4 percent was slightly higher than Brown County's and State of Wisconsin's rates, but these figures have undoubtedly changed due to the impacts of regional and national workforce shortages.

Table 5-2: Employment Status by Percentage of Population 16 Years and Older, 2016–2020 ACS 5-year Period.

Population 16+ Yrs.	Wisconsin	Brown County	Village of Bellevue
In labor force	66.1%	68.8%	71.2%
Civilian labor force	66.1%	68.8%	71.2%
Employed	63.7%	66.9%	68.7%
Unemployed	2.3%	1.9%	2.4%
Armed Forces	0.1%	0.0%	0.0%
Not in labor force	33.9%	31.2%	28.8%

Source: 2016–2020 American Community Survey 5-Year Estimates.

When compared to the State and County, the Village of Bellevue is again very similar in terms of occupations (See Table 5-3). Bellevue has continued to experience growth in new retail and service businesses, particularly near the Allouez Avenue (CTH O) and Monroe Road (CTH GV)/ Lime Kiln Road (CTH V) intersection, the Monroe Road (CTH GV) and WIS 172 Interchange, the I-43/Manitowoc Road Interchange, and the Eaton Road (CTH JJ) and S. Huron Road (CTH EA) area. Accordingly, there has been growth in the sales and service occupations. As for individual industries, the largest employment sector is the educational, health, and social services sector followed by the manufacturing sector. The number of people employed within the retail trade industry can be expected to increase as Bellevue increases the number of retail businesses in the community.

Table 5-3: Employed Civilian Population as a Percentage of People 16 Years and Above.

Population 16+ Yrs.	Wisconsin	Brown County	Village of Bellevue
OCCUPATION			
Management, business, science, and arts occupations	37.2%	36.4%	38.7%
Service occupations	16.2%	15.8%	14.0%
Sales and office occupations	20.3%	21.8%	19.0%
Natural resources, construction, and maintenance occupations	8.5%	7.7%	6.4%
Production, transportation, and material moving occupations	17.8%	18.3%	22.0%
INDUSTRY			
Agriculture, forestry, fishing and hunting, and mining	2.2%	1.3%	1.1%
Construction	5.9%	5.6%	6.6%
Manufacturing	18.0%	18.1%	15.5%
Wholesale trade	2.7%	3.2%	4.1%
Retail trade	11.0%	11.0%	10.3%
Transportation and warehousing, and utilities	4.6%	6.4%	7.4%
Information	1.6%	1.3%	1.5%
Finance and insurance, and real estate and rental and leasing	6.1%	7.1%	7.0%
Professional, scientific, and management, and administrative and waste management services	8.6%	8.3%	8.8%
Educational services, and health care and social assistance	23.4%	21.6%	24.9%
Arts, entertainment, and recreation, and accommodation and food services	8.2%	9.0%	8.5%
Other services, except public administration	4.2%	4.0%	2.4%
Public administration	3.5%	2.9%	2.0%

Source: 2016–2020 American Community Survey 5-Year Estimates.



Place of Employment and Commuting Patterns

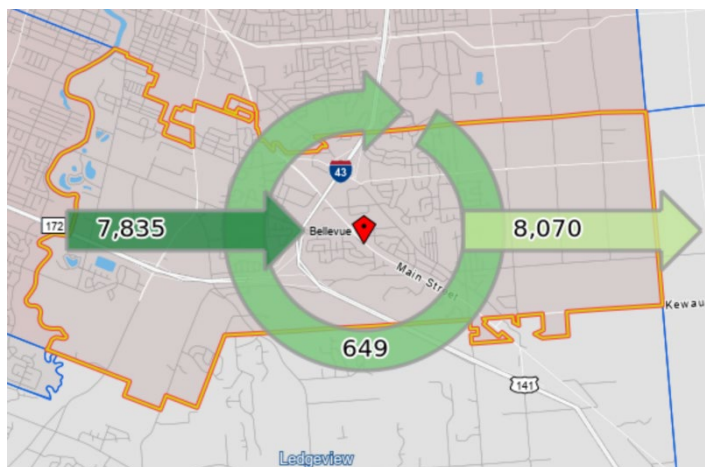
While the Village of Bellevue is an economic center that provides many jobs for its residents, the reality is that many Bellevue residents work outside of the Village and many of Bellevue's workers reside in other nearby communities. Job commuting patterns can vary over time based on a number of factors such as gas prices, housing availability and costs, as well as personal preference. In addition, the COVID-19 pandemic changed the landscape with respect to the number of people working from home. Recent data shows that during the initial stages of the pandemic in 2020, about 70% of people across the nation worked from home. This has since declined but has held steady at about 30% and is expected to continue at or near this rate for the foreseeable future. These trends must be considered when planning for the future of the community.

Worker Inflow/Outflow

When evaluating commuter patterns, it is helpful to understand the general locations that workers commute to and from. According to the U.S. Census's "On The Map" 2019 data and as shown in Figure 5-1:

- 8,070 residents traveled outside the Village to work in other locations.
- 7,835 workers traveled to their jobs in Bellevue from outside of the Village.
- 649 residents both lived and worked within the Village.

Figure 5-1: Worker Inflow/Outflow, Village of Bellevue, 2019.























Source: U.S. Census Bureau, On the Map, 2019.

This data shows that while the existing businesses in Bellevue are a draw for regional employment, the Village is also losing a nearly equal number of workers to jobs in other communities.

Figure 5-2 shows a breakdown of workers who either live or work in the Village of Bellevue by place. The first table illustrates where people who work in the Village live, while the second shows locations of work by people who commute to a job outside of the Village.

Figure 5-2: Worker Inflow/Outflow, Village of Bellevue, 2019.

Jobs Counts by Places (Cities, CDPs, etc.) Where Workers Live - All Jobs 2019			Jobs Counts by Places (Cities, CDPs, etc.) Where Workers are Employed - All Jobs 2019		
	Count	Share		Count	Share
All Places (Cities, CDPs, etc.)	8,484	100.0%	All Places (Cities, CDPs, etc.)	8,719	100.0%
 Green Bay city, WI	2,018	23.8%	 Green Bay city, WI	3,184	36.5%
 Bellevue village, WI	649	7.6%	 Ashwaubenon village, WI	971	11.1%
 De Pere city, WI	430	5.1%	 Bellevue village, WI	649	7.4%
 Allouez village, WI	291	3.4%	 De Pere city, WI	562	6.4%
 Ashwaubenon village, WI	275	3.2%	 Howard village, WI	266	3.1%
 Howard village, WI	260	3.1%	 Allouez village, WI	211	2.4%
 Appleton city, WI	199	2.3%	 Appleton city, WI	178	2.0%
 Suamico village, WI	194	2.3%	 Milwaukee city, WI	131	1.5%
 Oshkosh city, WI	101	1.2%	 Denmark village, WI	95	1.1%
 Hobart village, WI	100	1.2%	 Madison city, WI	92	1.1%
All Other Locations	3,967	46.8%	All Other Locations	2,380	27.3%

Source: U.S. Census Bureau, On the Map, 2019.

Economic Base Analysis

Since the Village of Bellevue is within the Green Bay Metropolitan Area, the vast majority of Bellevue residents work within the Green Bay Metropolitan Area. Key industry groups in the Green Bay Metropolitan Area include healthcare; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services).

Due to the Village's dependency on the Green Bay Metropolitan Area, 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 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 (in this case Brown County) 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, meaning 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 considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Table 5-4.

According to the LQ analysis, there are four industries in Brown County that can be considered to be basic employment sectors which have an LQ of more than 1.0: manufacturing; wholesale trade; retail trade; transportation, warehousing, and utilities; and finance, insurance, and real estate. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industries with an LQ below 1.0, such as information and public administration, indicate that there may be demand within Brown County's local economy to support increases in these industry sectors.

Table 5-4: Employment by Industry Group, 2020; Brown Co. & U.S. Location Quotient Analysis.

Industry Group	United States	Brown County	Location Quotient
Agriculture, forestry, fishing and hunting, and mining	2,658,413	1,855	0.78
Construction	10,416,196	7,827	0.84
Manufacturing	15,617,461	25,078	1.80
Wholesale trade	3,971,773	4,483	1.27
Retail trade	17,195,083	15,320	1.00
Transportation and warehousing, and utilities	8,576,862	8,929	1.17
Information	3,066,743	1,799	0.66
Finance and insurance, and real estate and rental and leasing	10,319,201	9,873	1.08
Professional, scientific, and management, and administrative and waste management services	18,312,454	11,570	0.71
Educational services, and health care and social assistance	36,315,080	29,943	0.93
Arts, entertainment, and recreation, and accommodation and food services	14,651,909	12,485	0.96
Other services, except public administration	7,516,616	5,570	0.83
Public administration	7,271,189	3,981	0.62
Total	155,888,980	138,713	

Source: 2016–2020 American Community Survey 5-Year Estimates.



Economic Clusters

The Village should continue to develop, recruit, and retain those businesses that contribute to existing industrial “clusters” within Brown County and the greater Fox Valley region. The State of Wisconsin defines clusters as “...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region.”

Clusters greatly enhance a particular industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Last, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Fox Valley region, business clusters include the paper, food processing, transportation, and insurance industries. The Village should actively develop, recruit, and retain those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to bridge the gap toward the new economy.

The Village of Bellevue may also wish to focus a portion of its business creation and recruitment efforts on those businesses that are part of the information or professional, scientific, and management sectors. This priority is to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with existing businesses in the manufacturing sector. At the same time, communities and regions should always be aware of potential emerging businesses and industries that have the potential of creating new clusters.

Primary Economic Activity Areas

Bellevue will likely continue to grow its economic base; however, how it develops will become a much more important component of the Village’s economic development strategy over the next 20 years. Continuing to diversify its economy, while working to create a unique identity through planning, design, and engineering, will determine how successful Bellevue will be in capturing economic development opportunities.

The Village is fortunate to have large tracts of undeveloped land available for new business ventures although the tracts are not owned by the Village. Therefore, it is important to work with landowners and businesses to ensure that new business development in the Village is completed in a manner that contributes to building Bellevue’s identity in the greater northeastern Wisconsin region.



There are four primary economic activity areas, two main transportation corridors, and three special planning areas in the Village. These range from older industrial parks to newer commercial centers near the main transportation routes, and the proposed development area at the S. Huron Road (CTH EA)/Eaton Road (CTH JJ) intersection. A brief description of each area follows and corresponds with the locations shown on Map 5-1.

1. Schmitt Industrial Park Plat

The Schmitt Industrial Park is a privately developed industrial area located in the far northwestern corner of the Village adjacent to the City of Green Bay. Sal Street and Industrial Drive provide street access. Krueger International, Inc. (KI), one of the largest employers in the Village, maintains its corporate headquarters and manufacturing plant in this portion of Bellevue. An active railroad line operated by Canadian National (CN) runs along the southern boundary of the plat. However, none of the businesses or industries in Bellevue currently utilizes the line for freight rail.

2. Brice/Schettler Industrial Park Plat

The Brice and Schettler Industrial Park is located in the area of Verlin Road, Donbea Street, and Commercial Way just west of Lime Kiln Road. There is a mixture of light industrial, warehousing, outdoor storage, and commercial uses in this area. Many of the buildings in this area have sheet steel or cinder block exteriors and open outdoor storage but without much in the way of design features or landscaping. Developing design and maintenance standards tailored to this area of the Village, while being sensitive to the existing businesses, would aid in attracting new businesses and/or light industrial uses to the two industrial parks.

3. Allouez Ave/Lime Kiln Rd/Monroe Road Intersection

This area of the Village has seen rapid growth in terms of retail development, anchored by a Target department store and Pick N Save grocery store. Many other businesses, including two banks, several restaurants, specialty shops, and healthcare facilities, are also now located in this area. It is likely that this area will be the primary focal point for new business development through the timeframe of this comprehensive plan.

It was envisioned that implementing design features (trail connections, lighting, building designs, and other “identity-building” features) would create a business park that is unique in Brown County and would set the tone for the types of businesses and buildings that will be constructed. While significant development has occurred in this area, its overall functionality and pedestrian friendliness has not been achieved as envisioned. Developing internal and external pedestrian and bicycle connections to the nearby East River Trail would also provide future employees and patrons with an alternative to driving a vehicle to the businesses.



Map 5-1 Primary Economic Development Areas



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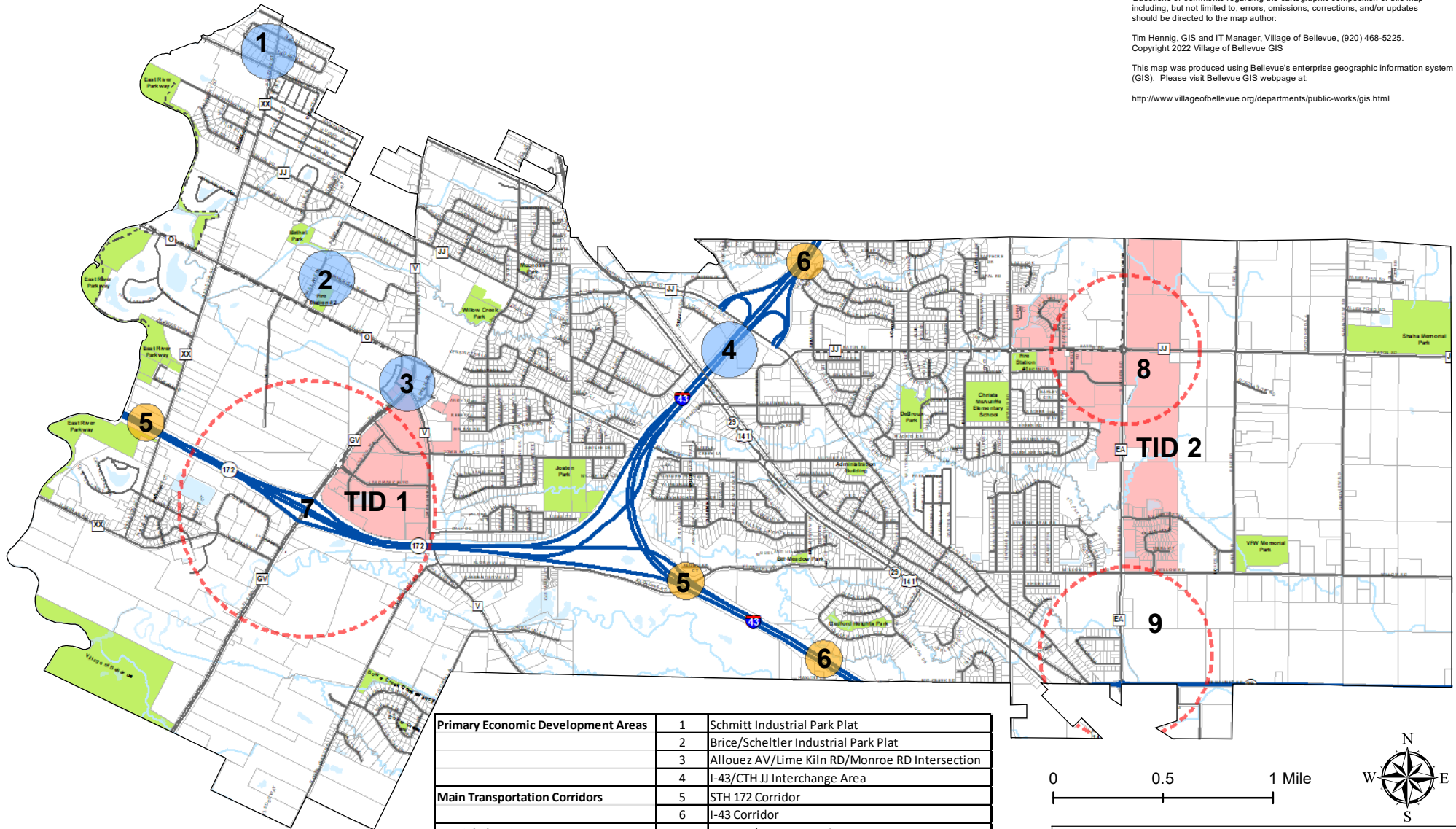
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Primary Economic Development Areas	1	Schmitt Industrial Park Plat
	2	Brice/Schettler Industrial Park Plat
	3	Allouez AV/Lime Kiln RD/Monroe RD Intersection
	4	I-43/CTH JJ Interchange Area
Main Transportation Corridors	5	STH 172 Corridor
	6	I-43 Corridor
Special Planning Areas	7	STH 172/CTH GV Development Areas
	8	NE Commercial Area
	9	STH 29 Commercial Park Area
Tax Increment Finance District (TID)	10	TID 1
	11	TID 2

Note: This map is for general reference and general planning purposes only. It is not intended for detailed planning.

Drawn By: Tim Hennig, GIS and IT Manager

Inspected By: Andrew Vissers, Community Development Director

File: Q:\Community Development\Comprehensive Plan Maps\Figure 5-1_PrimaryEconomicDevelopmentAreas.mxd

Date: September 21, 2022

Scale: 1 in = 1 miles

4. I-43/CTH JJ Interchange Area

The I-43/CTH JJ Interchange Area is mostly developed with several large “big box” type stores including Home Depot, Menard’s, and Mills Fleet Farm. A car dealer ship, Festival Foods grocery store, Stein’s Garden and Gifts, banking, and small commercial shops and eateries are located on the eastern edge of this area. There are some vacant lots but little room for additional physical growth in this area, however; transportation access and congestion issues in this area may already stymie significant new growth.

Main Transportation Corridors

1. WIS 172 Corridor

For most visitors traveling to or through Bellevue, either the WIS 172 or I-43 corridor will provide the first impression of the Village. WIS 172 runs generally east and west and terminates at I-43 in Bellevue. This corridor provides high visibility for the businesses that are located along the highway.

Development along this corridor and the I-43 corridors should be of a design and quality that provides a favorable first impression to visitors since they are all potential customers and/or residents of the Village since they provide a number of economic development opportunities for Bellevue. The Village will need to ensure that the development continues to be of a quality that meets the expectations of the residents and makes a good first impression on visitors.

2. I-43 Corridor

Although the I-43 corridor runs north to south through Bellevue, it is somewhat limited in terms of direct access with just the Manitowoc Road interchange. However, it does provide very good visibility to Bellevue businesses and serves as an entrance to the Green Bay Metropolitan Area. It is important that the Village avoid permitting the types of visual clutter (billboards, large monopole signs, bright lights, etc.) associated with other highways around the state to create a favorable first impression.

Special Planning Areas

1. WIS 172/CTH GV Development Area

The WIS 172/CTH GV interchange has been partly developed with both local (daycare center, hotel, restaurant, etc.) and transient (gas stations, fast-food restaurants, etc.) businesses, as well as major retailers such as Costco. There are undeveloped platted lots available for new businesses and large tracts of undeveloped land adjacent to the interchange and along the main transportation routes which makes this area highly desirable for businesses that depend on higher traffic volumes, accessibility, and visibility.



The Wisconsin Department of Transportation's Annual Average Daily Traffic (AADT) counts show that approximately 45,000 vehicles are traveling on WIS 172 east of the interchange, 20,600 vehicles are traveling on CTH GV north of the interchange, and 16,900 vehicles are traveling on CTH GV south of the interchange. These counts make it the most highly traveled area in the Village. Additional traffic may be generated in the future after the Brown County Southern Bridge Connector Project is complete (see Transportation Element).

The interchange provides a prime location for economic development in the Village, as it has high visibility and increasing levels of traffic in a growing part of Brown County. As development is proposed for the interchange and its vicinity, the traffic (vehicular, pedestrian, and bicycle) generated from these commercial uses must be considered in order to prevent additional congestion issues at the interchange, resulting in inconvenient access to the businesses.

The Village's future land use map shows the northwest and northeast areas of this interchange designated for a business park type of development. The southeast area is shown as future light industrial types of development and the southwest area is a combination of high density residential development and intensive business development along CTH GV. A development concept has been drawn up for this area to show how the future development of this area could look but has not been implemented by property owners. It will be a challenge for any development plan or concepts initiated by the Village to be fully implemented without the support of the landowners and businesses. In addition, the Village may wish to revisit these plans, particularly with respect to citizen opinions which match newer planning ideas and trends for the creation of a more walkable 'village square' in this general location.

2. Northeast Development District

The Land Use and Transportation Plan for the Future Eastern Arterial Corridor (S. Huron Road/CTH EA) and East Bellevue produced by the Brown County Planning Commission, and the Village of Bellevue's Future Land use Plan both identify a node of general business activity, intensive business, and mixed-use residential development in the vicinity of the intersection of Eaton Road (CTH JJ) and South Huron Road (CTH EA).

South Huron Road was designed and constructed to continue south where it will connect to WIS 29 and I-43 at the Village of Bellevue and Town of Ledgeview border. WisDOT is preparing plans for these modifications, but the project has not been programmed or funded as of 2022. This section of road has the potential to develop into an important transportation corridor for people who travel between WIS 54 in Green Bay to I-43 just south of Bellevue.

Currently, this area is generally undeveloped, with the exception of the YMCA, Bellin College, Bellin Health, and Community First Credit Union. The AADT is low with 4,500 vehicles a day traveling on Eaton Road west of the intersection and 1,200 vehicles a day on S. Huron Road north of the intersection. Since areas generally to the east of this intersection are shown as future residential uses, the Eaton Road (CTH JJ) and South Huron Road (CTH EA) intersection could grow into a commercial node in the Village. The vision for the future commercial and residential development of this area is to create a system of neighborhoods which will be served by commercial and retail development so that nearby residents will not necessarily need to travel to the already congested



Manitowoc Road/East Road/I-43 area. A proposed mixture of residential, commercial, institutional, and recreational uses in this area, if designed correctly, could become a major focal point for the eastern portion of the Village. Utilizing design standards, incorporating the agricultural heritage of the area, and promoting pedestrian-scale development would help to create a sense of “place” for this portion of the Village.

The area should include both moderate and small-scale commercial retail and service shops catering to both local residents and pass through commuter traffic. Similar architectural and site design elements should help create a unifying theme for this part of the Village as a means to continue developing a community identity. Park like open space should be incorporated to provide a place for residents and workers to relax or gather outside for lunch.

3. WIS 29 Commercial Park Area

The WIS 29 Business Park Area is shown in the Village’s future land use map as a business park. A commercial business park in this area of the Village would take advantage of WIS 29, future CTH EA, and the direct connection to I-43 that is planned to be built in the future. This area is also located immediately north of a portion of Ledgeview that is planned as a mixed use business park; therefore, the land uses on both sides of the border will likely be compatible. The realignment and reconstruction of South Huron Road, which will then become a County Trunk Highway, is the likely catalyst for future development in this area. Discussions with the WDOT are ongoing to determine the final alignment of the future CTH EA.

Strengths & Weaknesses for Attracting/Retaining Business/Industry

It is necessary to look at the factors that influence the economic climate in the Village of Bellevue. The most obvious factor is the Village’s suburban location within the Green Bay Metropolitan Area and the ease of access to the I-43, WIS 172, and USH 41 beltway for commuting. The freeways provide access to downtown Green Bay and Ashwaubenon in minutes and ready accessibility to other major destinations, such as Appleton (30 minutes), Milwaukee (2 hours), Chicago (3 hours), and the Twin Cities (4.5 hours).

Included with the access to the beltway is visibility for Bellevue businesses from the beltway. Based on development around the WIS 172/CTH GV interchange and around the I-43/CTH JJ interchange, Bellevue continues to have very desirable and visible locations for large retail operations. Additionally, the beltway allows business owners in Bellevue to easily tap the metropolitan area’s large population base for employees, and residents of Bellevue can just as easily commute to jobs in the metropolitan area.

Although easy freeway access is a definite benefit for residents of Bellevue who work in the Green Bay Metropolitan Area, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to other metro communities for goods or services that one might typically find in a community of over 15,000 residents to be more of a minor inconvenience than a major problem. However, the Village is seeking to fill some of these niches with new businesses near the Allouez Avenue (CTH O) and Monroe Road (CTH GV) intersection and a commercial node near the intersection of S. Huron Road (CTH EA) and Eaton Road (CTH JJ). Businesses in the proposed Northeast Development District's Neighborhood Commercial Districts would provide local goods and services, such as a hardware store, pharmacy, or small café. This would allow for nearby residents to walk or bike to these areas. However, for truly local businesses to succeed in providing goods or services, it is necessary for the local residents to choose to patronize them, rather than traveling by vehicle to Green Bay or Ashwaubenon.

From a quality of life perspective, the Village has a number of natural resource amenities, such as the East River, Bower Creek, and a number of ravines that break up subdivisions with very desirable greenspace. As the Village looks to recruit and grow businesses, Bellevue should emphasize the high quality of life and proximity to the cultural and recreational amenities located very close by in the Green Bay Metropolitan Area, such as the East River Trail and Josten Park in Bellevue and the Weidner Center, Neville Public Museum, and downtowns in De Pere and Green Bay. Additional points of emphasis should be a high quality school system and lower housing prices as compared to other larger metropolitan areas around the Midwest. These are all amenities that employers should reference when they recruit new employees to work and live in Bellevue.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. The Village of Bellevue appears to be well positioned to make this transition. However, the Village must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeastern Wisconsin Technical College (NWTC) provide training services for businesses. While none of these campuses are located in the Village of Bellevue, they are all within a 20-minute drive.



Neighborhood Development Areas

The neighborhood development areas are envisioned to be the focal point around which the surrounding neighborhoods are developed, primarily around major intersections. They will likely include a mix of higher density residential, commercial, institutional, and recreational uses. The intent of encouraging commercial uses in these areas is to create places to which neighborhood residents can walk or bike for goods or services rather than having to drive to larger commercial areas. However, the Village must ensure that the development of commercial and institutional uses in these areas is designed to blend in with the surrounding residential uses and will not detract from them.

Home-Based Businesses

Home-based businesses have been commonplace in most communities and the Village of Bellevue is no exception. The Village's current codes (Sec. 500-437) do allow for home occupations as permitted accessory use in various residential districts as long as a number of conditions are met. Due to the recent COVID-19 pandemic, there is an increasing trend of both 'work from home', as well as the creation of home-based businesses and the Village should monitor changes in this arena over the planning period in order to address potential impacts. Currently, the Village does have home-based business provisions within its zoning ordinance as a conditional use.

Commercial and Industrial Design Standards

As new businesses develop in Bellevue, it is important that their building's architectural design and site plans are reviewed and meet the expectations of the Village and its residents. Quality design helps to create a "sense of place" that is critical in continuing to attract new businesses and residents. Bellevue will need to create this sense of place to make it unique in the greater Green Bay and Fox Valley area in order to differentiate itself from other communities in northeastern Wisconsin. Therefore, the Village has created physical development standards as part of its zoning code that apply to all new retail, office, commercial service buildings, institutional uses, and to additions, expansions, remodeling, reconstruction, and alterations of same as appropriate. The standards provide for:

- Architecture
- Site design
- Stormwater
- Landscaping and greenspace
- Exterior lighting and illumination
- Signage

The Village should continue to implement the ordinance in order to help promote quality development in Bellevue. Business site plans should include pedestrian amenities, such as sidewalks or trails (where appropriate), proposed signage, parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt. Where a more pedestrian-friendly environment is desired, buildings should also have minimal or no setbacks with parking in the rear or on the street to provide more direct pedestrian access to the businesses.



Bellevue should continue to look at ways to further reduce the amount of parking required in commercial and industrial developments by exploring ways that would allow businesses to share parking areas in order to reduce impervious surfaces and have less impact on stormwater quality and quantity.

Sensitivity to Natural Areas

As the Village has grown, generally from west to east, development has generally been sensitive to the rivers, ravines, and wetlands that are located in Bellevue. Business development should continue to be designed with consideration and integration of these natural features to help maintain and enhance the atmosphere of the Village.

The natural areas, properly integrated into business development, can help to create the trail linkages the Village is working to develop, provide wildlife corridors, and help to facilitate stormwater management. Where consistent with identified trail plans, the Village should require the dedication of land for trails or parkways before approving commercial development proposals.

Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by placing the ESAs in a conservancy zoning district. These features should be included in the design of business developments as integral amenities and, if possible, maintained in common ownership.

Brownfield Redevelopment

For commercial and industrial uses, the Village should maintain an inventory of existing vacant buildings and lands that are, or are perceived as, potentially contaminated with industrial or petroleum-based pollutants (brownfields). This information can be used to obtain state and federal grants to clean up the sites, which are then sold to encourage infill development and redevelopment opportunities. Brownfield redevelopment takes advantage of existing infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels.

Village, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Village and area businesses achieve their stated economic development goals and objectives. It is important to note that although there are a variety of financial assistance programs for economic development initiatives, few are outright grants, most being in the form of loans including bonds or tax credits.

Many state and federal economic development programs deal directly with the business. Therefore, it is critical to work in partnership with the business in facilitating the necessary contacts to access the financing. Economic development assistance directly available to



government entities usually takes into consideration an area-wide or regional approach to economic development. Therefore, it is imperative that the Village be an active member and participant in area and regional economic development consortiums to ensure the Village's interests and needs are addressed.

Furthermore, there may be other members of the consortium that better meet the criteria of the various economic assistance programs. Their success in tapping into these resources may also benefit the Village in terms of providing employment opportunities for its residents as well as enabling the Village to showcase itself for business expansion or the locating of new businesses attracted to the area as a result of a major development in the region.

The Village can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Bellevue can pursue is creating an environment that encourages entrepreneurs to engage in business activities.

Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The three types of programs most relevant to the Village are business attraction, business retention, and commercial development, all three of which require the Village's active participation in regional economic development initiatives in addition to any initiatives the Village may take on its own. Today, successful economic development results from collaboration with neighboring communities and is far more effective than competing with an adjacent municipality.

Approaches for Attracting Businesses

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, not only to businesses that contact the Village, but also to regional and state-wide economic development organizations which also maintain lists and websites of available sites.
- Identifying labor and community characteristics which require working closely with area educational institutions, the Wisconsin Department of Workforce Development and Administration's Division of Intergovernmental Relations and Demographic Services, and the University of Wisconsin Small Business Development Center.
- Marketing sites that would be complementary to existing businesses or would provide diversity to the local economy, and is also accomplished through working with area, regional and state-wide economic development organizations.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community or putting businesses in direct contact with agencies offering the incentives when the business must be the applicant.
- Maintaining the low tax rates in the Village.
- Ensure that appropriate workforce housing is available in the community.

Approaches for Retaining Businesses

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. Activities associated with business retention programs include:

- Helping local businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.
- Attending local business functions, such as Chamber of Commerce type meetings, to meet local business owners and discuss options within the Village.
- Ensure that appropriate workforce housing is available in the community.

Commercial Development

Commercial development activities allow communities to identify market needs and seek prospective businesses to fill the needs. As a Village, Bellevue has created two Tax Increment Financing (TIF) districts (or TIDs) to encourage development (Map 5-1). A TIF district amortizes the improvements made to a parcel or parcels of land and is paid back through the “increment” or property tax increases that accrue as a result of new development over the base level of the unimproved land. During the time period that a tax increment finance district is open, overlapping taxing jurisdictions continue to receive taxes based on the unimproved land until such time as the TIF district timeline expires or is closed. Of course, there are many more detailed steps in the creation and life of a TIF district that must be followed to successfully create one.

- TID #1 was created in April, 2013 as a “Mixed-Use District” comprising approximately 154 acres of the Bellevue Business Park. TID #1 is generally bounded by County Highway GV (Monroe Road) on the west, County Highway V (Lime Kiln Road) on the east, and State Highway 172 to the south in an area commonly known as the triangle. The Village of Bellevue intends that the TID will be used to ensure mixed-use development locates within the district. This will be accomplished by installing public improvements and making necessary related expenditures to promote mixed use development within the district. The goal is to increase the tax base and to provide for and preserve employment opportunities within the Village.
- TID #2 was created in September, 2016 as a “Mixed-Use District” comprising approximately 216 acres of land in the eastern portion of the community generally along CTH EA (S. Huron Rd.) and CTH JJ (Eaton Rd.). The Village of Bellevue intends that tax increment financing (TIF) will be used to assure that private mixed use development occurs within the District consistent with the Village’s development objectives. This will be accomplished by installing public improvements, and making necessary related expenditures, to promote development within the District. The goal is to increase the tax base and to provide for and preserve employment opportunities and commercial services within the Village.



The State Legislature recently recent modified the TIF rules to allow for an “Affordable Housing Extension” which allows use of a final year’s increment for affordable housing. At least 75% of the final increment must benefit affordable housing in the municipality, whether within or outside of the TID. A resolution must specify how the municipality will improve housing stock. The Village should utilize these extensions when the time comes for a District’s closure.

The Village can also encourage the redevelopment of existing structures and the development of new structures and can ensure that the designs meet the standards established for the community. In addition, a revolving loan fund program can be established to assist in financing commercial projects that meet the goals of the Village.

Through the County’s partnership with Advance and participation in New North, Inc. activities which works closely with county economic development practitioners with Northeast Wisconsin Regional Economic Partnership [NEWREP], Bellevue could utilize these as an informational and referral service for potential businesses and industries looking to locate in Brown County. This enables a potential business or industry looking to locate in Brown County to hear about Bellevue when it otherwise may have no knowledge of the opportunities available in the Village. The Village should keep Advance informed of available buildings and business sites for potential matches with businesses looking for a location. The Village should also consider, as appropriate, the preparation of a Gold Shovel Ready application through New North which oversees this industrial property certification process.

Economic Development Tools and Resources

There are numerous programs and resources at the local, regional, state, and federal level. The Village can choose to pursue these on its own utilizing existing and available staff. Unless the Village wants to add to its staff a full-time economic development professional that works solely on economic development, the most cost-effective route for a Village the size of Bellevue is to establish relationships with area, regional and state economic development entities, and specifically utilizing the staff expertise of the WEDC’s Regional Account Manager whose primary responsibility is working with local governments and business on economic development. In pursuing a specific project, the Village should consider retaining the services of a professional economic development practitioner that works on economic development on a daily basis since getting a business to commit to the Village and helping it access available financing tools is time-consuming and requires broad experience.

The WEDC website (www.wedc.org) contains a list of a wide range of financing tools for economic development and is updated regularly. Also, the availability of hand-held devices with internet access and other economic development agency websites enables accessing the most current program information.

Changing economic conditions and state and federal budget issues often results in economic development program modifications including changing funding amounts, terms and conditions, application procedures, making hardcopy lists outdated soon after being printed.



In addition to WEDC assistance, expert help is also available through area and regional economic development consortiums, including the following whose websites are listed:

- The New North, Inc. www.thenewnorth.com
- The Northeast Wisconsin Regional Economic Partnership. www.northeastwisconsin.org/
- ADVANCE. www.titletown.org
- Bay Lake Regional Planning Commission. www.baylakerpc.org

The success of the Village's economic development initiatives rests in part on taking advantage of the wide range of resources, most if not all may be found on the websites identified above and utilizing the expertise of private sector economic development professionals committed to assisting the Village.

Economic Development Goals, Objectives, and Recommendations

Goal 1: Broaden the tax base and strengthen the Village's economy and employment base through the expansion of the current balance of commercial and industrial activity.

Objectives

1. Create a "business friendly" culture that attracts the attention of start-up or re-locating businesses.
2. Recruit environmentally friendly businesses and industries.
3. Coordinate economic development activities with housing and transportation development.
4. Develop "hubs" of commercial and industrial businesses that provide quick access to major transportation arterials.
5. Create clusters of retail and professional services businesses that serve residential neighborhoods as opposed to scattered strip-mall development on major arterials.
6. Promote the reuse of vacant commercial or industrial parcels consistent with surrounding land uses.
7. Participate in area-wide and regional economic development initiatives as part of an effort to market and further highlight the economic amenities of the Village.
8. Maintain and enhance an open line of communication with the existing business community, including participation in Chamber and other business organization activities.

Recommendations – Economic Policies or Actions

1. Maintain economic development partnerships with agencies, such as Advance, Brown County Planning, New North, and the Wisconsin Economic Development Corporation (WEDC), including participating in the WEDC business recruitment programs.
2. Involve local lender participation in Village economic development initiatives.
3. Village staff should periodically develop, maintain, and disseminate a comprehensive list of potential economic development funding mechanisms through the state and federal government.
4. In collaboration with area, regional and State economic development agencies, recruit, retain, and encourage the development of businesses that utilize advanced



- technologies within regional cluster industries to locate in the Village and identify potential new developing clusters.
5. Promote applicable industrial sites using the New North's Gold Shovel Ready program.

Recommendations – Site Related

1. Identify additional areas for industrial and commercial activities compatible with surrounding land uses.
2. Develop a building and site maintenance ordinance to ensure that the industrial parks remain attractive to new businesses, while remaining sensitive to existing ones.
3. 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 by making them known to potential businesses.
4. Through the continued development of site design and other local regulatory devices, site development considers the sensitivity of the environmental features that this plan identifies along the Village's primary drainage corridors.
5. While both styles are allowed, encourage the development of monument style signage, rather than monopole pedestal signage, to minimize visual clutter along the Village's streets and thoroughfares.
6. Promote future community development that supports a high quality of life that is attractive to existing and new businesses.
7. Require that site development includes pedestrian access (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 asphalt.

Recommendations – Business Development and Retention

1. Continue to regularly survey existing businesses and industries as needed to identify any issues or concerns there may be regarding doing business in Bellevue and maintain an open line of communication with them and share the survey results.
2. Continue to improve the roads, stormwater drainage, and overall appearance of the existing industrial parks.
3. Consider engaging with Village businesses and industries to discuss trends, needs, and the future development of Bellevue. If necessary, have follow-up discussions with specific business groups and educational institutions.
4. Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
5. Maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants and facilitate appropriate contacts with administrators of brownfield redevelopment programs that provide incentives to developers to clean and redevelop the sites for reuse for economic development purposes.
6. Promote the Village's quality of life amenities that potential businesses and their employees look for when deciding where to locate.
7. Provide staff assistance as needed to ensure that business expansion or new business development is done in an organized and straightforward manner.
8. Monitor home-based business activity over the planning period and consider adjustments in existing codes where necessary.



Goal 2: Promote the creation of a new Village Square mixed-use development at the interchange of WIS 172 and CTH GV as a unique area of retail, commercial, institutional, professional service offices, and gathering spaces that creates an area that residents and visitors identify with the Village of Bellevue.

Objectives

1. Continue to support new businesses that complement the existing development.
2. Identify new development options to create a Village Center north of WIS 172 and west of CTH GV consistent with the Village's overall Comprehensive Plan.
3. Create an area (place) that local and area residents identify as Bellevue.
4. Create an area in the Village that meets a variety of social and economic needs on a small friendly scale.
5. Create a unique space that is a center of activity throughout the day and all days of the week.

Recommendations

1. Analyze the potential of purchasing property so the Village can control the site design and overall development of the Village Square area.
2. Develop an updated conceptual plan (last done in 2006) for the Village Square mixed-use commercial area with pedestrian friendly streets and guidelines for amenities, banners, and other features that make this area unique to other areas of the Village and region and implement.
3. Incorporate features such as a band shell, community center, or farmers market that create gathering spaces for the community.
4. Incorporate institutional uses that are compatible with the development.
5. Work with landowners in the Village Square area to create a marketing and development plan and develop marketing materials to outline the types of development desired, provide examples of site amenities preferred, provide examples of incorporating bicycle and pedestrian friendly infrastructure, and list local, regional, and state economic development programs available. These materials would be available to anyone inquiring about opening a new business in this area.
6. Work with regional economic development partners and realtors to market a development plan for the WIS 172/CTH GV area.
7. Coordinate efforts with area and regional economic development organizations to identify target industries to avoid competing with adjacent communities for economic development.
8. Consider the creation of Tax Incremental Financing Districts for applicable projects so that the Village can offer incentives to potential businesses.
9. Maintain adequate utilities and transportation infrastructure so new businesses can begin construction in a timely manner.

Goal 3: Promote the Northeast Development District (NDD) as a unique area of retail, commercial, institutional, professional service offices, and residential uses that serves as a focal point for east side residents and commuters.



Objectives

1. Continue to support new businesses that complement the existing development.
2. Creation of design standards ensure high quality development.
3. Create an area in the Village that meets a variety of social and economic needs on a small friendly scale.

Recommendations

1. Analyze the potential of purchasing property so the Village can control the site design and overall development of the area.
2. Develop a conceptual plan for the creation of a mixed-use commercial areas within the Neighborhood Business Districts associated with the NDD which incorporate pedestrian friendly streets and guidelines for amenities, banners, and other features that make these areas unique to other areas of the Village.
3. Within the Neighborhood Business Districts, encourage the development of small to mid-size retail shops or services to meet local demand.
4. Within the Neighborhood Business Districts, encourage buildings that have commercial uses on the first floor and residential uses above.

Goal 4: Plan and coordinate the development of the WIS 29 Business Park area with State, county, and municipal governments to create an area that meets the needs of Bellevue and Ledgeview residents.

Objectives

1. Create a concept for development that serves the future residential growth in this area and considers adjacent properties and land uses.
2. Provide for a variety of business and work opportunities to serve residents in this area.

Recommendations

1. Develop a conceptual plan for the creation of the WIS 29 Business Park which incorporate guidelines for amenities and building design.
2. Analyze the potential of purchasing property so the Village can control the site design and overall development of the area by developing and implementing design guidelines for the WIS 29 Commercial Park Area.
3. Create a marketing/development plan and marketing materials to outline the types of development desired and overall layout and use concepts.
4. Integrate future development with surrounding land uses through the use of buffers and by connecting trails and walkways.
5. Collaborate with the Town of Ledgeview on the economic and physical development of this area.
6. Promote development that is cognizant of the environmentally sensitive areas and incorporates them into the design.



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