

Village of Ashwaubenon ~ founded in 1872



# VILLAGE OF ASHWAUBENON

2016

# COMPREHENSIVE PLAN UPDATE

March 22, 2016



# ACKNOWLEDGEMENTS

## **Village Board**

Michael Aubinger – Village President  
Mary Kardoskee – Village Trustee  
Gary Paul – Village Trustee  
Gary Simoens – Village Trustee  
Mark Williams – Village Trustee  
Ken Bukowski – Village Trustee  
Michael Malcheski – Village Trustee

## **Plan Commission**

Michael Aubinger – Chair  
Mike Malcheski  
Mary Kardoskee  
Gary Paul  
Mike Skiffington  
James Allen  
Corrie Campbell

## **Village Staff**

Allison Swanson – Village Manager  
Kristan Sanchez – Director of Community Development  
Doug Martin – Director of Public Works  
Rex Mehlberg – Director of Parks, Recreation and Forestry  
Todd Gerbers – Building Inspector/Zoning Administrator  
Francine Roberg – G.I.S. Coordinator  
Greg Wenzholz – Director of Finance and Information Technology

## **GRAEF**

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Larry Witzling, PhD, AIA, ASLA – Principal  
Craig Huebner, AICP – Urban Designer  
Tanya Fonseca – Planner  
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Kristian Vaughn – Planner

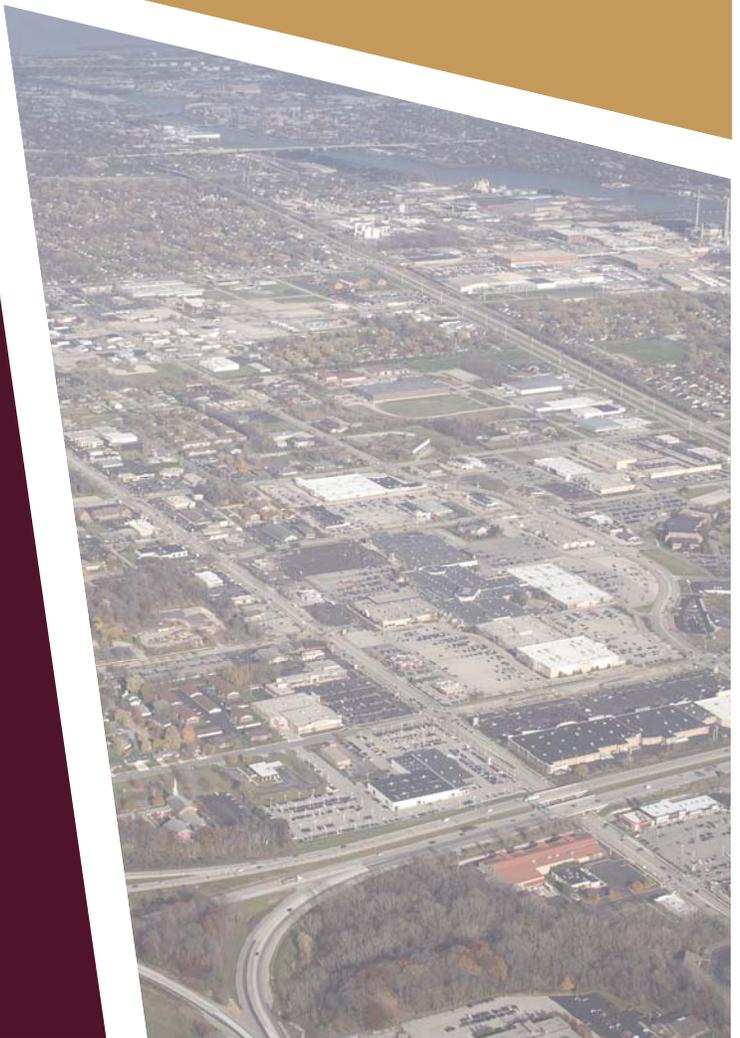


Source: GRAEF & Ryerson Aircraft

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# INTRODUCTION

## KEY PRINCIPLES

The village of Ashwaubenon is a “community of choice” with numerous positive attributes – great location, stable residential neighborhoods, good streets and highway access, numerous park and recreational facilities, strong Village services, and involved citizens. Today, the Village is in a position to reinforce its social, cultural, and economic standing in northeast Wisconsin with dynamic commercial areas providing tax revenues, additional shopping opportunities, and locally created jobs.

This Comprehensive Plan Update will help balance residential, commercial, and civic uses within the village. In 2015, the Village embarked upon an effort to update the 2004 Comprehensive Plan Update to better meet current and future challenges. This update continues the Village’s planning aspirations and actions.

## PURPOSE & APPROACH

The Ashwaubenon Comprehensive Plan Update sets forth Village policies regarding the types and locations of future land uses and activities. It describes the desired character and quality of development as well as the process for how development should proceed. While the Comprehensive Plan Update can address many Village issues, factors beyond Ashwaubenon’s control have significant influence over its future land use and development patterns. As such, the following factors must be reviewed in concert with the Comprehensive Plan Update when making decisions in Ashwaubenon:

- » Market factors, which play an important role in determining what types of uses are economically feasible and, therefore, built;
- » Land use and transportation decisions in other municipalities and within state or regional agencies that can affect the Village transportation system;

- » The Wisconsin system of property rights, which places certain limitations on what local government can do in prescribing future land uses; and,
- » Wisconsin environmental laws and regulations, requiring local governments and private developers to insure that projects do not adversely affect air, water, and other natural resources.

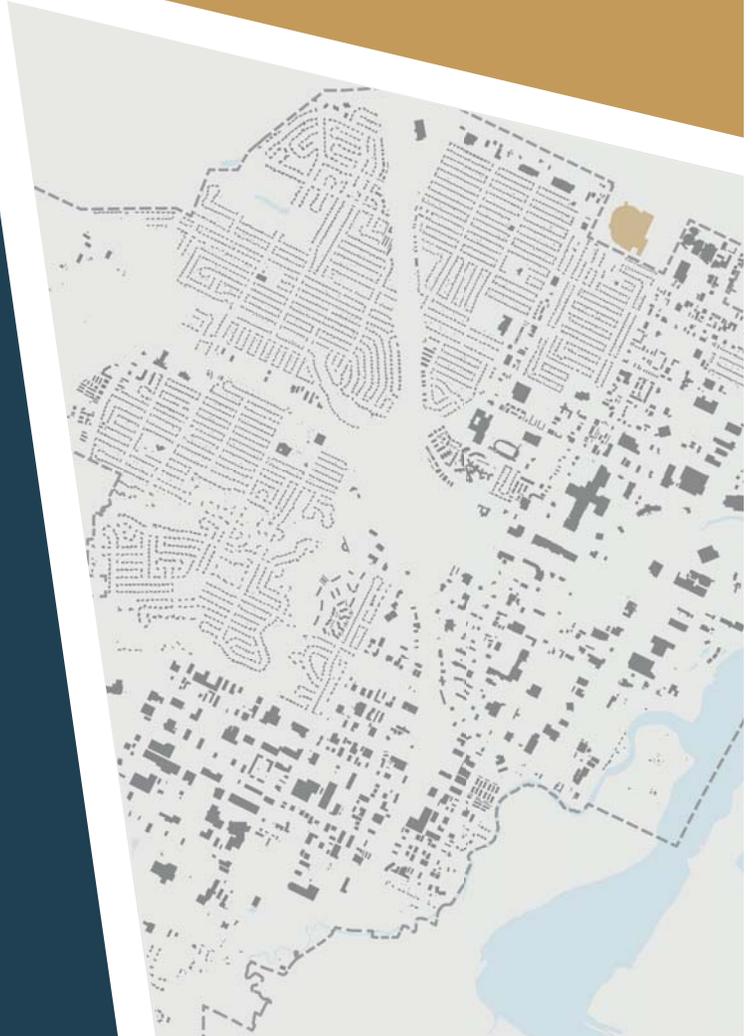
In creating the Comprehensive Plan Update, Ashwaubenon undertook a process designed to ascertain community values for future land uses and activities, and balanced these with market forces, potential Village revenues, environmental constraints, and private property decisions.

The Comprehensive Plan Update reflects the aspirations and values of Ashwaubenon’s residents, business leaders, and elected officials. The Village Board and Plan Commission will utilize the Plan when considering land use and planning decisions. Village staff will use the Plan on a day-to-day basis to administer and regulate land use and development activities. Business leaders and residents can use the Plan to understand the Village’s approach to regulating development, protecting important public resources, and upholding community values.



Figure 1. Riverway Marina Boat Docks  
Source: Village of Ashwaubenon

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# PLANNING CONTEXT

## PHYSICAL CONTEXT

Ashwaubenon is located in central Brown County in northeast Wisconsin, and forms a part of the Green Bay metropolitan region. The Village is bounded to the north by the City of Green Bay, to the west by the Oneida Indian Reservation and the Village of Hobart, to the south by the City of De Pere and the Town of Lawrence, and to the east by the Fox River. The Village of Allouez lies on the eastern bank of the Fox River across from Ashwaubenon.

The Village of Ashwaubenon covers an area of nearly 12.96 square miles. Eighty-seven percent of the land in the village is developed.<sup>1</sup> This development consists of a diverse mixture of residential, commercial, light and heavy industry, and institutional land uses. Major transportation routes into the village include Interstate 41 and State Highway 172. While the primary focus of the Comprehensive Plan Update is limited to land within Village boundaries, select issues and opportunities extend to neighboring municipalities, land uses, and environmental features.

<sup>1</sup> Brown County Land Use Inventory, 2015

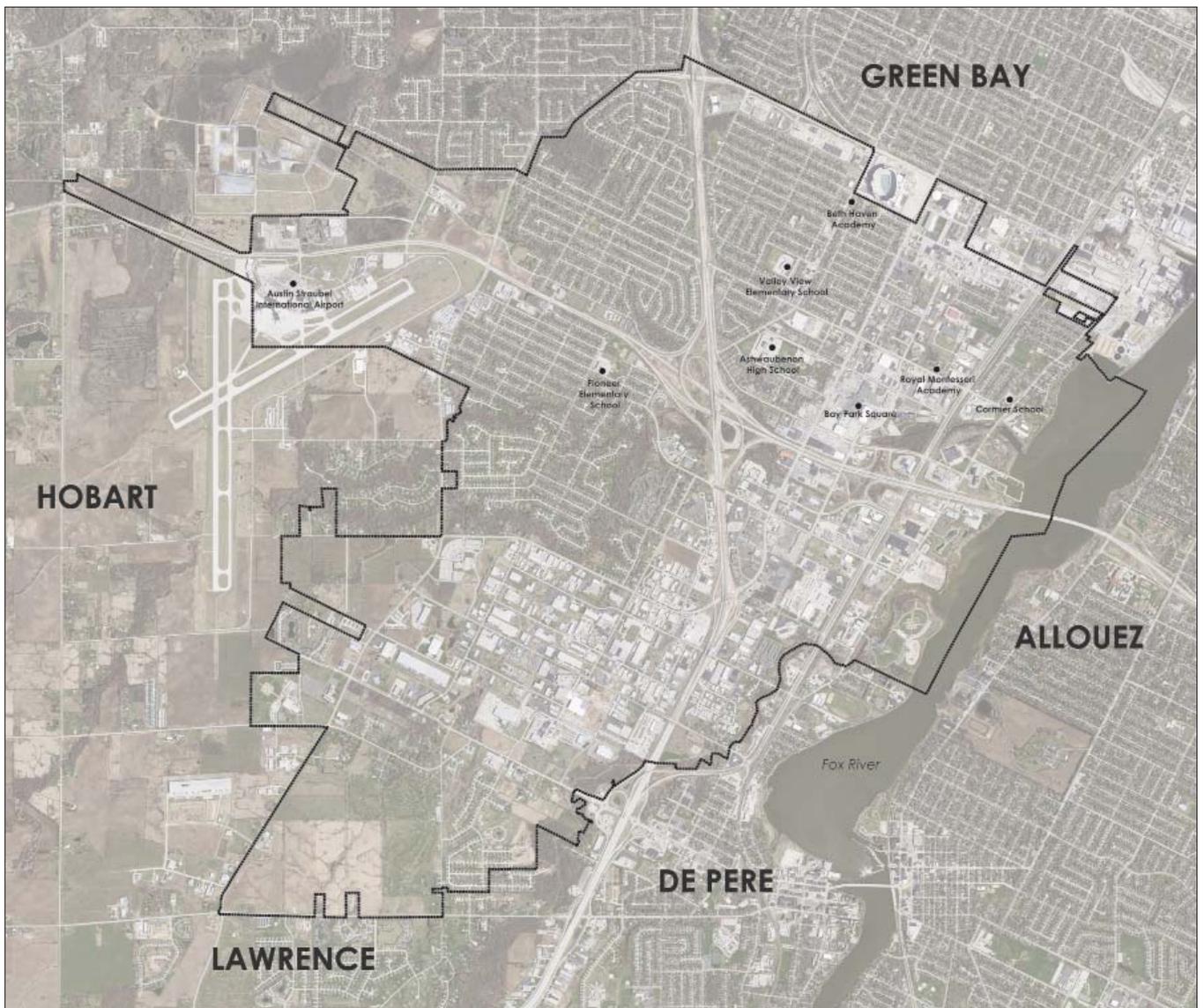


Figure 2. Village Boundary Map  
Source: Village of Ashwaubenon and GRAEF. Boundaries as of December 2015.

## COMMUNITY PROFILE

### Population Trends<sup>2</sup>

Ashwaubenon’s population grew slowly from 540 people in 1900 to 1,088 in 1950. The next three decades saw dramatic increases in population before slowing to a more manageable growth rate in the 1980s and 1990s. Growth from 1950 to 1980 can be partially attributed to the expansion of the Fort Howard Paper Company, which was the largest employer in Brown County at the time. According to Census data, Ashwaubenon had a population of 16,376 in 1990. The 2014 estimate from the U.S. Census Bureau reports a population of 17,111, an increase of 735 residents (4.5 percent) during the past two decades. **Although Ashwaubenon’s resident population number is just under 18,000 people, approximately 35,386 people are employed within Ashwaubenon.** This is an indicator of the village’s economic importance within the regional context of Green Bay and Brown County. In line with growth, the Wisconsin Department of Administration data on population projects **overall growth for the Village until 2040** with a cumulative increase of 2.8 percent.

### Household Trends

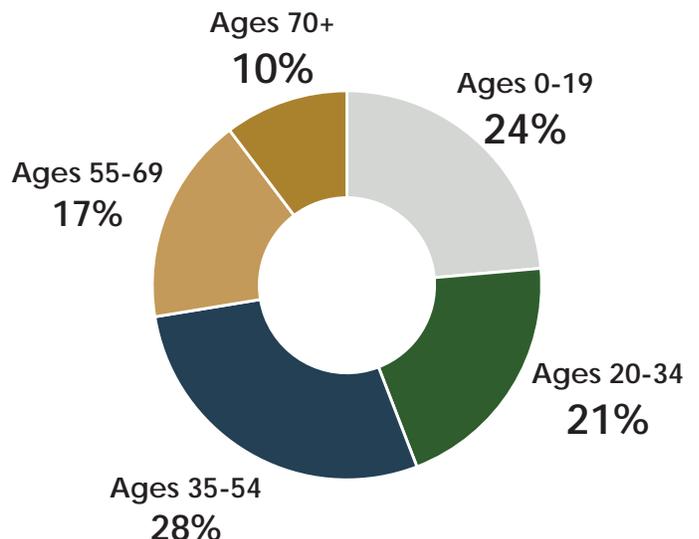
In 2010, Ashwaubenon’s residents lived in 7,421 households (a slight increase from 7,137 households in 2000), with an average of 2.25 people per household, compared to an average household size of 2.41 in 2000. Of these, 4,550 were family households (a slight decrease from 4,670 in 2000), with an average household size of 2.83, compared to 3.00 in 2000. Generally, this indicates a slight increase in the number of households between 2000 and 2010, but a decrease in the average household size. This trend is attributed to an aging population with an increasing number of senior households, reduction in birth rates, increased divorce rates, and increased numbers of single person-headed households.

<sup>2</sup> American Community Survey, 2009-2013

### Age Trends

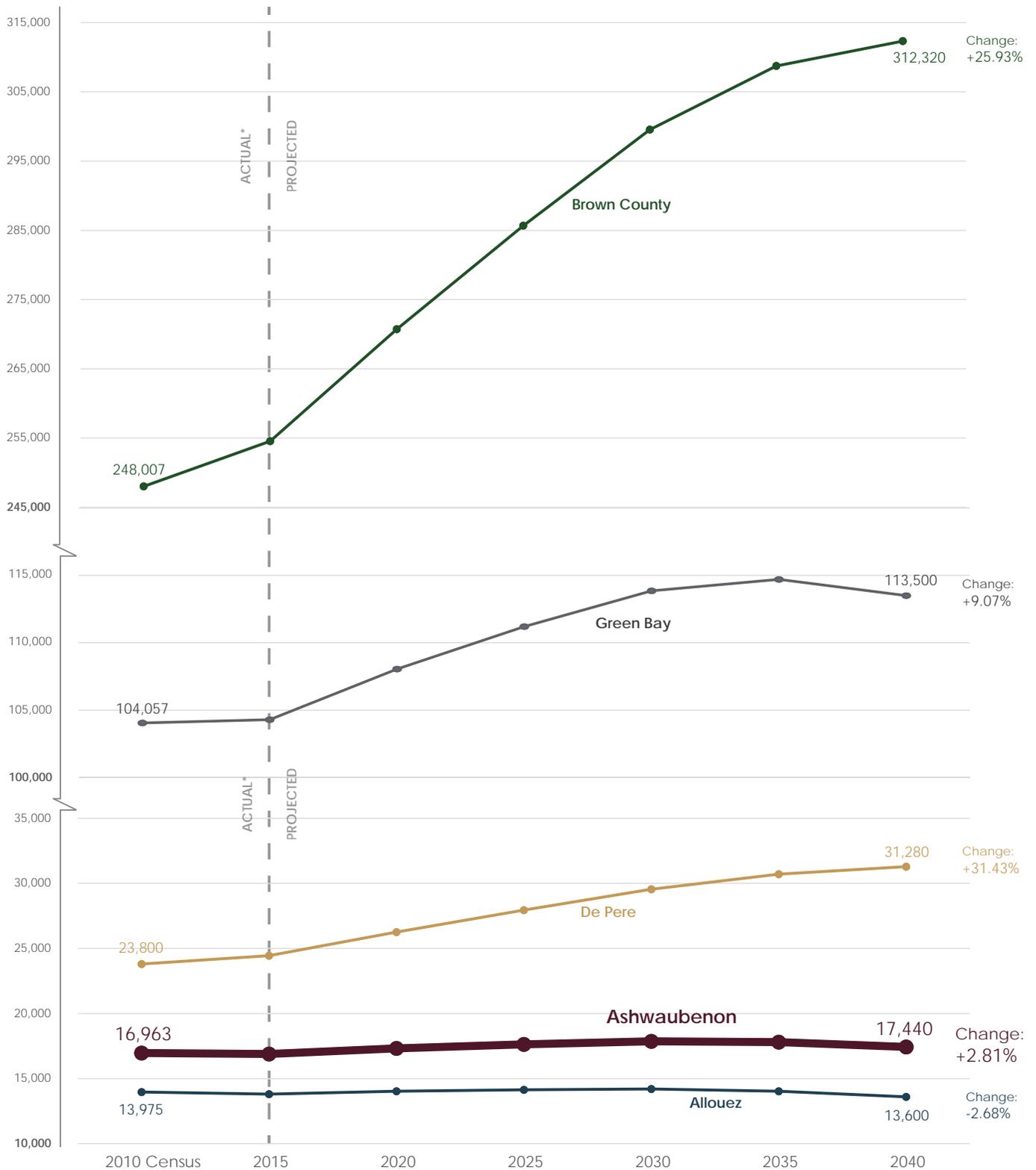
The proportion of Ashwaubenon’s population under the age of twenty has remained relatively steady during the past decade, while the age band that includes senior citizens is growing quickly. The portion of the community’s residents over the age of 60 has grown from 1,650 in 1990 and 2,667 in 2000 to 3,492 in 2010, a 30 percent increase between 2000-2010, and a 112 percent increase between 1990 and 2010. Although this population group represents twenty-one percent of the current population, it is expected that this trend will continue in the coming decades. The age distribution of the village population suggests that a potential in-migration of families with school-age children would fill the younger age brackets in the future. The largest decrease in age brackets since the last Census occurred in the 35 to 44 years age band, a 32 percent decrease. Another notable significant decrease since the 2000 Census is the 5 to 9 year age band, suggesting that families with young children are electing to live elsewhere. To curb this trend, the Village can develop attractive housing choices for seniors so they can sell their homes to families with young children. The Village should enact policies and support programs to aid this transition.

### Ashwaubenon Population by Age



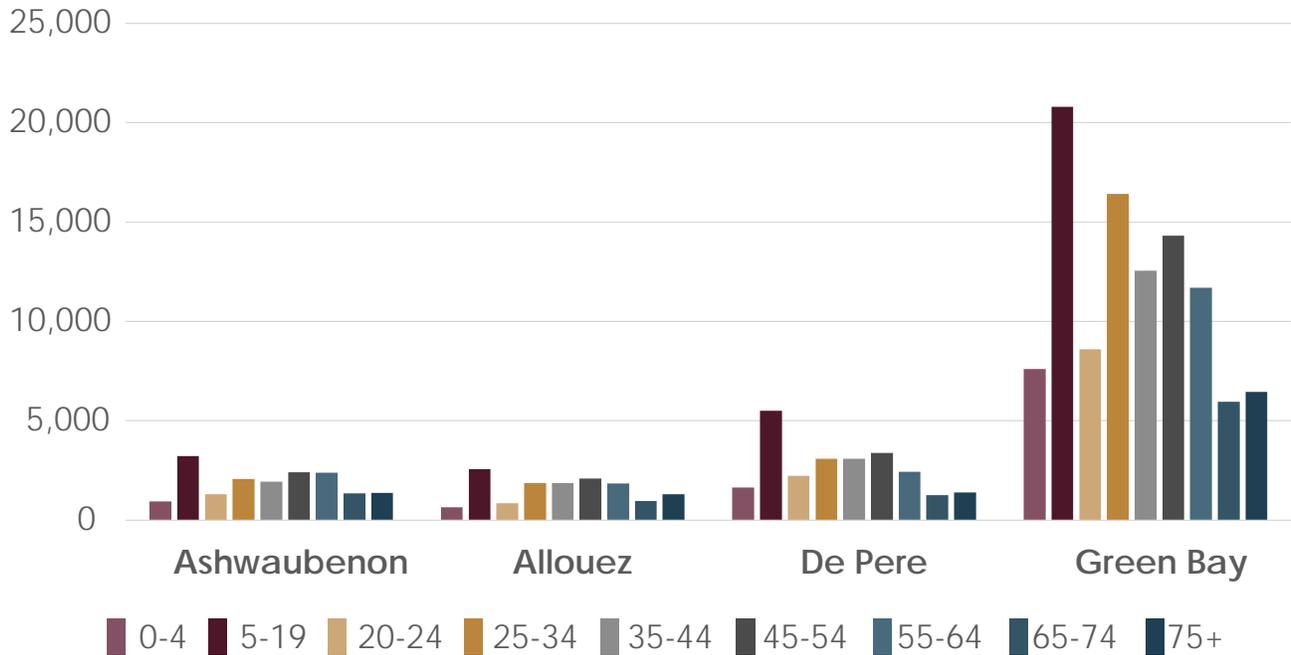
Source: American Community Survey, 2009-2013

## Population Trends



Source: U.S. Census Bureau & Wisconsin Department of Administration  
 \*2014 Population: 17,111 (American Community Survey, 2011-2014)

## Population by Age



Source: U.S. Census Bureau, American Community Survey, 2009-2013

### Education

#### School Districts

The Village of Ashwaubenon is located within the Ashwaubenon and West De Pere School Districts. Ashwaubenon public schools include:

- » Cormier School and Early Learning Center (PK-KG),
- » Pioneer Elementary (PK-5),
- » Valley View Elementary (1-5),
- » Parkview Middle School (6-8), and
- » Ashwaubenon High School (9-12).

West De Pere public schools include:

- » Hemlock Creek Elementary (PK-5),
- » Westwood Elementary (PK-5),
- » West De Pere Middle School (6-8),
- » Phantom Knight School of Opportunity (7-12), and
- » West De Pere High School (9-12).

The State of Wisconsin Open Enrollment Program allows parents to apply for their children to attend a nonresident school district at no cost to them other than providing their own transportation for their students to and from school. The Ashwaubenon School District has seen a steady increase in enrollment numbers over the past decade via the open enrollment school choice program. Over 30% of students come from outside the village of Ashwaubenon.

#### Educational Attainment<sup>3</sup>

Of the 11,551 residents over the age of 25 in the village, 94 percent of them graduated from high school. An additional 27.1 percent hold a bachelor's degree and/or a graduate/professional degree. As compared to residents of Green Bay, Brown County, and the United States, residents of Ashwaubenon have similar educational attainment or slightly higher.

<sup>3</sup> American Community Survey, 2009-2013



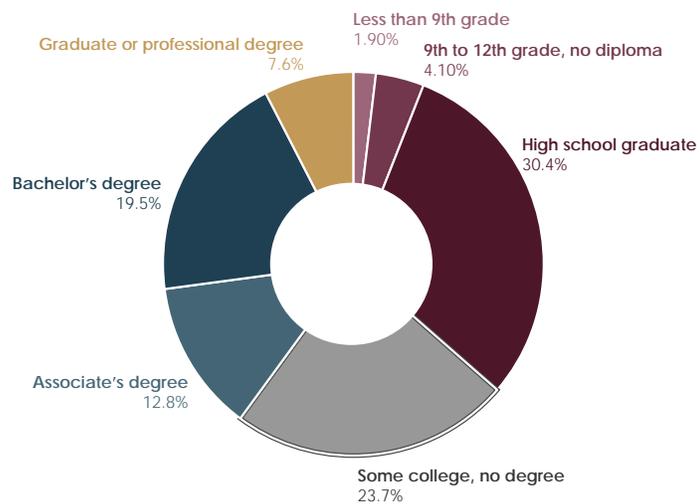
Figure 3. Goelz Field: Home of the Ashwaubenon Jaguars  
 Source: Ashwaubenon High School

**COMPARISON OF SCHOOL DISTRICT CHARACTERISTICS:**  
*Ashwaubenon with Surrounding Municipalities and the Nation*

	Ashwaubenon	West De Pere	De Pere	Green Bay Area	Nation
Total Schools	5	5	6	42	-
Total Students	3,311	3,078	4,148	21,006	-
Classroom Teachers (FTE)	208.39	197.70	266.22	1,475.62	-
Student/Teacher Ratio	15.89	15.57	15.58	14.24	16

Source: National Center for Education Statistics, Institute of Education Sciences, 2014-2015 school year

**Educational Attainment of Ashwaubenon Residents  
 Age 25 Years and Over**



Source: U.S. Census, American Community Survey, 2009-2013

### Ethnic Composition

Ashwaubenon has begun to diversify with a growing minority population. The 2013 American Community Survey indicates that 1,554 residents identify as people of color in the village. This is a 78 percent increase since 2000, and a 378 percent increase since 1990. Additionally, 294 residents identified as being of Latino or Hispanic heritage, a 46 percent increase since the 2000 Census. Ashwaubenon’s increasingly diverse community presents an opportunity to enrich the village and attract new residents, families, and businesses by driving changes and improvements to new and ongoing economic and community development initiatives.

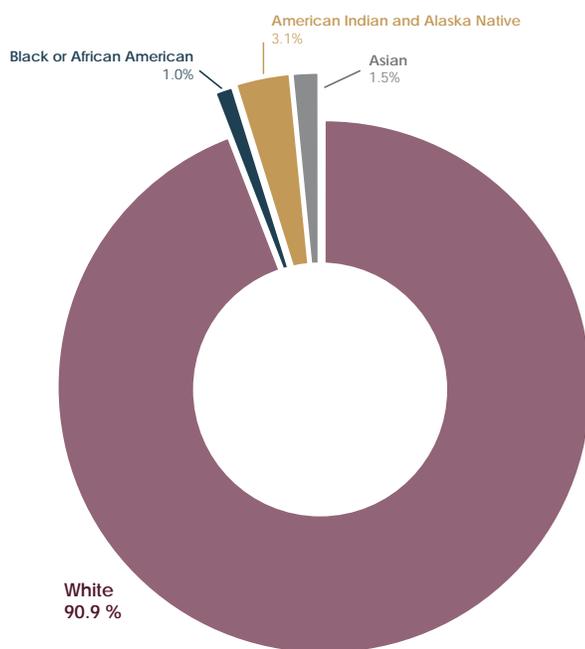
### Income

Similar to other communities in the Green Bay metropolitan region, the majority of Ashwaubenon’s residents represent a solid, middle class community. The 2013 American Community Survey reports a median household income of \$52,577 with 33 percent of residents earning between \$50,000 and \$100,000. As for the number of residents earning less than \$35,000 per year, Ashwaubenon falls in the middle with 31 percent of residents, as compared to Allouez at 23.7 percent (fewest) and Green Bay at 40.6 percent (highest).

### Employment

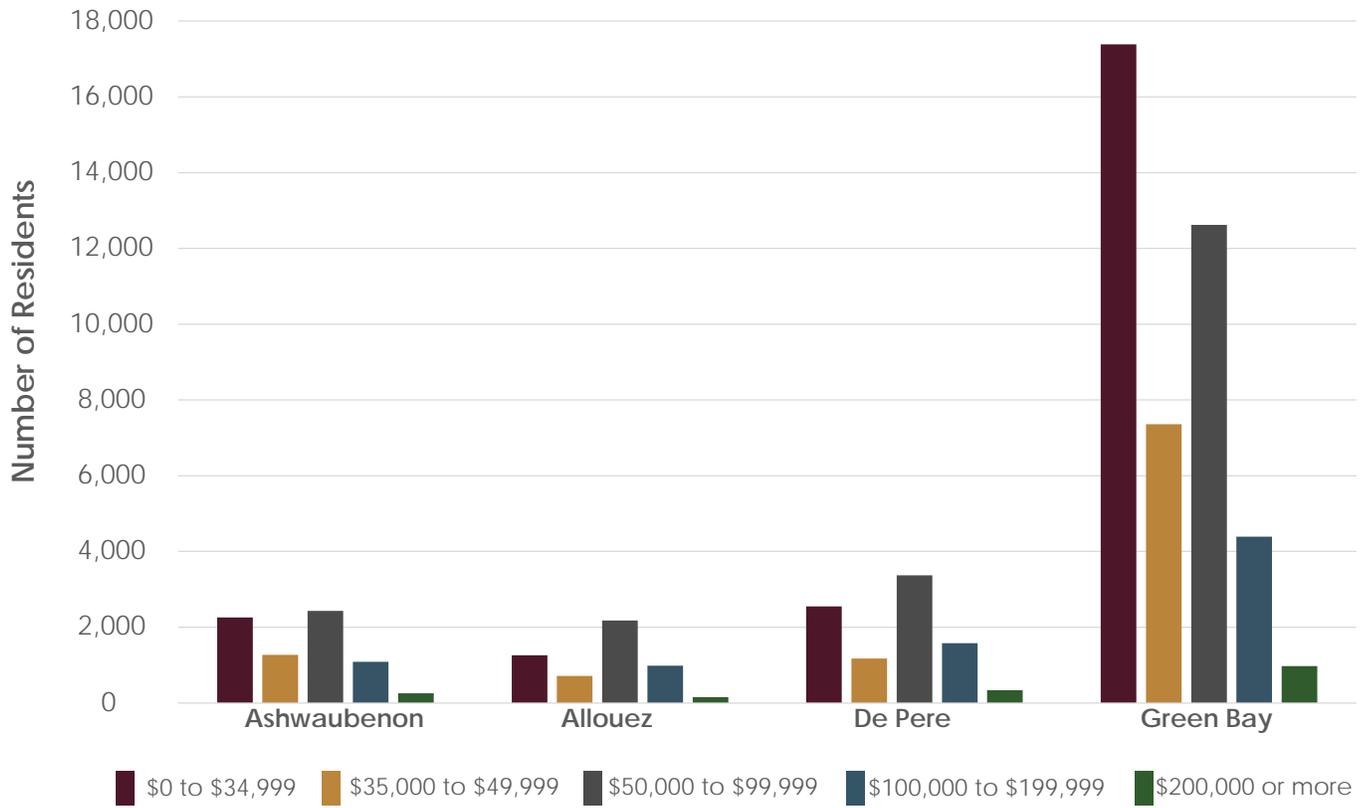
Three industry types employ nearly 50 percent of Ashwaubenon’s residents: manufacturing, retail trade, and educational and health care services. These three industries predominate in the Green Bay metropolitan region because of long-standing history of industry in the region, arts and entertainment related to Lambeau Field, and health care providers. These diverse types of employment provide additional data to indicate the strength of Ashwaubenon’s middle class community, in addition to identifying a smaller component of wealthy residents. While Ashwaubenon does not lead the other communities with respect to affluent residents, it does retain a select portion earning over \$100,000 per year.

Population by Race



Source: U.S. Census, American Community Survey, 2009-2013

## Household Income



Source: U.S. Census, American Community Survey, 2009-2013

## FISCAL CONDITIONS

Ashwaubenon has long enjoyed stable finance and low local tax rates in comparison to both state and regional averages and neighboring jurisdictions. The Village has been assigned and maintained a Moody's rating of Aa1. The Aa1 rating reflects the Village's moderately-sized tax base favorably located in the Green Bay metropolitan area, average socioeconomic indices, strong financial operations, and above average debt profile. Ashwaubenon's outstanding debt is significantly below its allowable debt limit.

Ashwaubenon operations are managed through its general fund. By maintaining a fund balance policy of 15%, the Village ensures a conservatively fiscal budget. The Village's conservative budgeting process protects its tax base by not relying on fund balance to balance its operational budget. The Village does not borrow for general operations nor rely on variable revenue sources (such as land sales) to balance its budget. The Village also maintains a self-funded equipment fund used to purchase all Village vehicles, allowing the Village to replace vehicles without incurring any debt. Today, prospects for future fiscal conditions, in terms of both economic base and tax base, remain strong. A key fiscal tool for Ashwaubenon is tax incremental financing, used for development and redevelopment projects. Ashwaubenon has used such TIF districts effectively and continues to explore new ways of improving the long-term tax base of the Village.

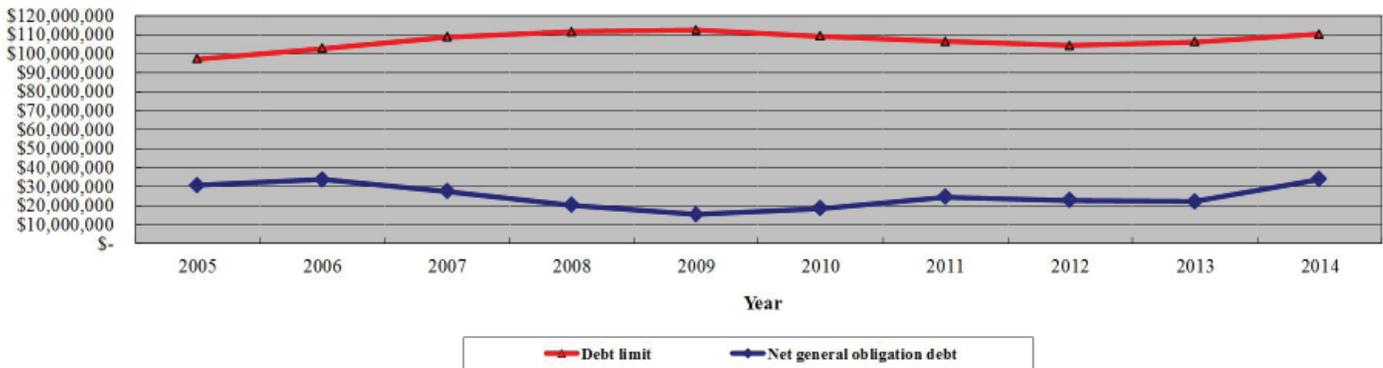


Figure 4. Outstanding Net Debt vs. Debt Limit in the Village of Ashwaubenon, 2005-2014

Source: Village of Ashwaubenon

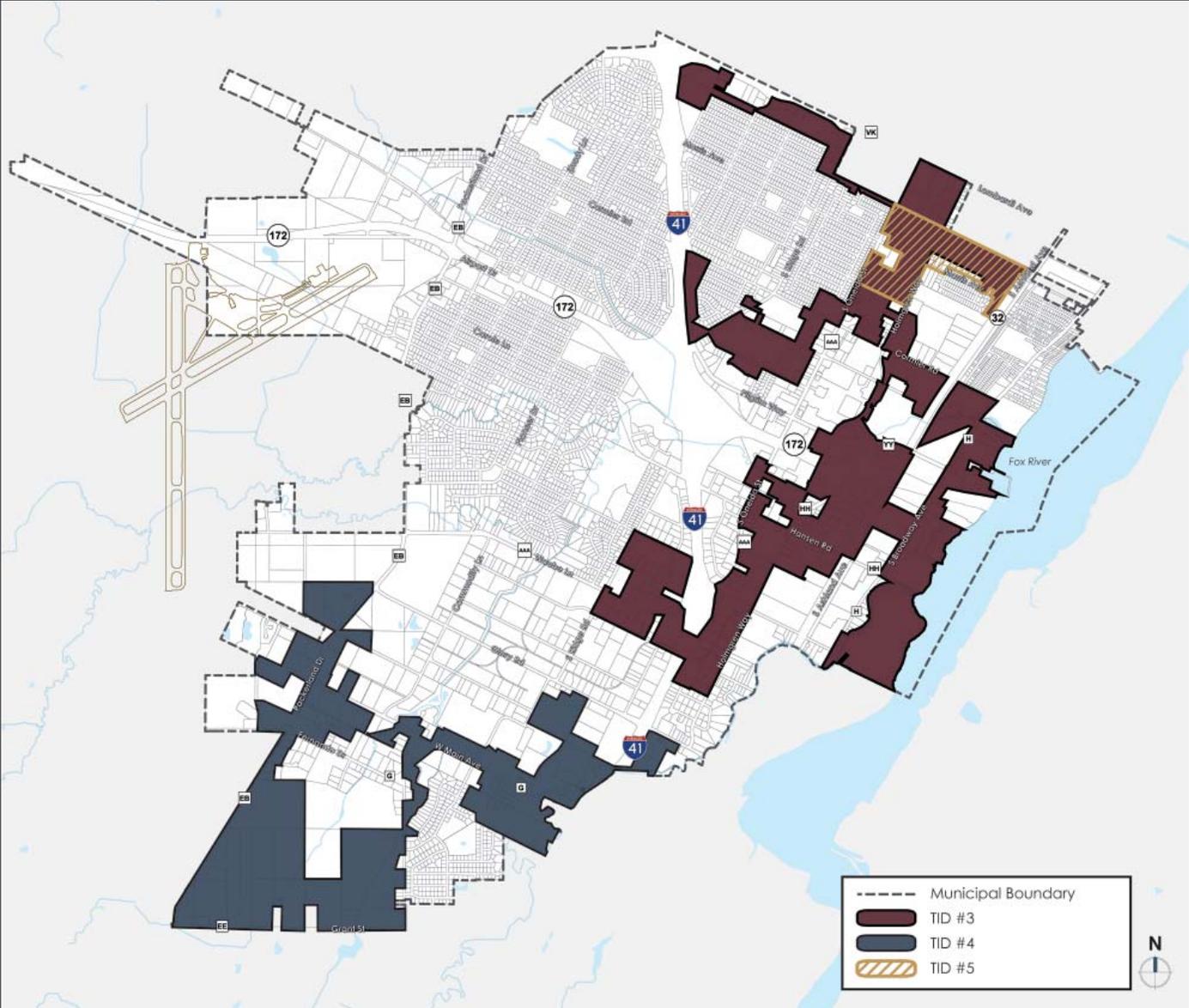


Figure 5. TID Map  
Source: Village of Ashwaubenon and GRAEF

## PROCESS OF DEVELOPING THE COMPREHENSIVE PLAN UPDATE

### Planning History

The first Plan Commission was organized at the April 9, 1948 meeting of the Town Board. The purpose of the Plan Commission was to develop building codes and ordinances for the general welfare and protection of the community. Additional functions included reviewing plat proposals and making land use recommendations to the Town Board. Then, as now, the Plan Commission served as an advisory committee to the Town/Village Board.

In accordance with Wisconsin Act 9, the Village of Ashwaubenon adopted its first Comprehensive Smart Growth Plan in 2004. This 2004 plan is being updated to address the most current issues and opportunities facing the Village.

### Public Participation

Public involvement included several activities ranging from informal conversations with local businesses and residents to a formal public hearing. Throughout this process, the Village planning staff and the planning consultants presented the draft documents to elected officials, staff and the general public. Comments were recorded and revisions were made to the Plan as a result of these activities.

### Open Houses

The first Open House was hosted on July 23, 2015 and served as a kick-off for the Comprehensive Plan Update process. Approximately fifty people, including Village staff, elected officials, representatives of the Oneida Nation, business leaders, and concerned citizens participated in the event. The intent of the workshop was to build upon information gathered for all prior Village planning documents and to assist in developing an overall vision for the community.

The Open Houses centered on the identification of:

- » Village assets, visions, challenges, and opportunities,
- » Areas of opportunity, and
- » Visual preferences for future re/development.

The issues identified within each category by participants helped form the foundation of the Comprehensive Plan Update.



Source: GRAEF, 2015



Source: GRAEF, 2015

**Open House Summary:**

Strengths

- » Unity and coordination of Village and communities
- » Strong tax base
- » Mall, despite turnover
- » Great services, including libraries
- » Public safety and the Citizens' Academy
- » Airport

Opportunities

- » Develop senior housing with proximity to a grocery store and pharmacy
- » Improve and upgrade existing commercial buildings
- » Maintain affordable housing
- » Redevelop the Brown County Veterans' Memorial Arena site
- » Create a parking ramp near the stadium and entertainment uses
- » Improve transit
- » Create riverfront recreational opportunities
- » Coordinate with neighboring communities

Weaknesses

- » Limited sidewalks and bike facilities
- » Jobs – most growth is in the service industry
- » Physical division by the highways
- » Grocery access – many residents go to De Pere and Green Bay to buy groceries
- » Parking around the stadium
- » Limited river access
- » Paying for school buses after 5th grade

Challenges

- » Landlocked community
- » School funding cuts
- » Major impacts of Packers' plans with limited transparency
- » Limited transit

VILLAGE OF ASHWAUBENON

# OPEN HOUSE

## COMPREHENSIVE PLAN UPDATE

**When:**  
Thursday, July 23rd, 5:30 – 7:30 PM  
Open House format – arrive anytime

**Where:**  
Ashwaubenon Village Hall, Board Room  
2155 Holmgren Way, Ashwaubenon, WI 54304

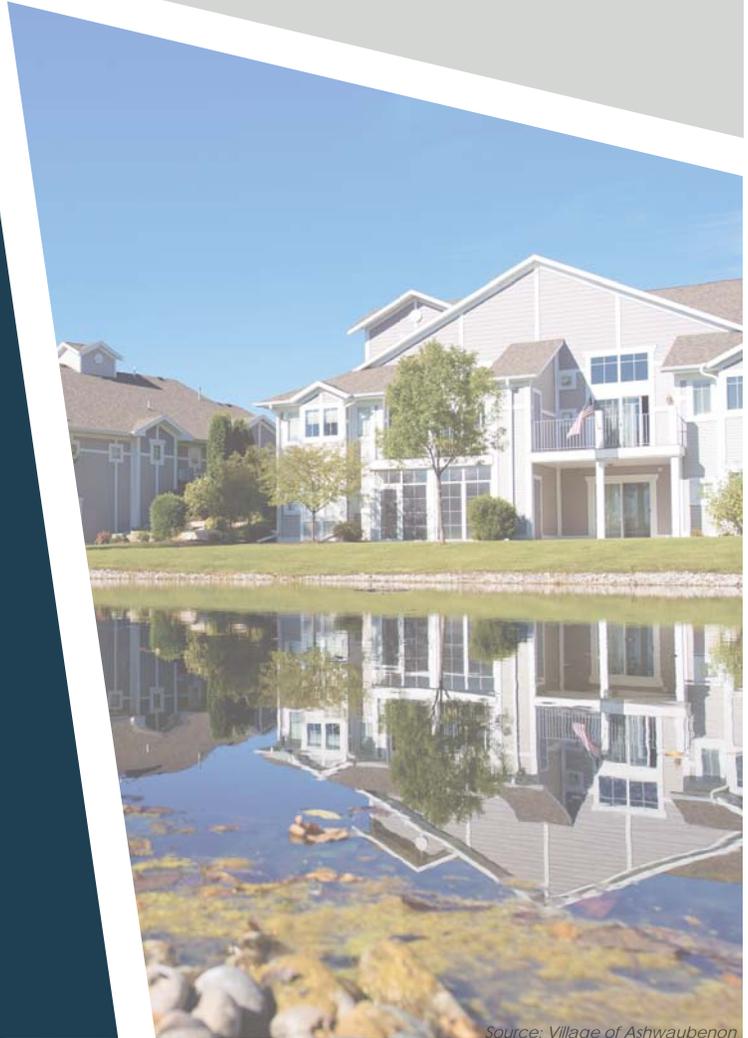
**What:**  
You are invited to join neighbors and other members of your community at the kickoff **Public Open House** for the **Village of Ashwaubenon Comprehensive Plan Update**. *Please feel free to arrive at your convenience and walk freely between the information and feedback stations.* This meeting is an opportunity for you to provide input on the long-range vision of Ashwaubenon in regards to transportation, parks and open space, community facilities, housing, areas of opportunity, and plans for business and economic development.

Input from Ashwaubenon community members is critical to ensure that the Village is planned for the benefit of all residents and stakeholders. Please share this invitation with your friends and neighbors!

Questions?  
Contact the Village of Ashwaubenon:  
Kristan Sanchez, Community Development Planner  
(920) 492-2301 • [ksanchez@ashwaubenon.com](mailto:ksanchez@ashwaubenon.com)

*Notice is hereby given that a quorum of the Village Board may be present during this meeting, although no Village Board action will be taken. This meeting is noticed as a meeting of the Village Board pursuant to Badke vs. Village of Greendale.*

3



Source: Village of Ashwaubenon

# HOUSING

## CONTEXT

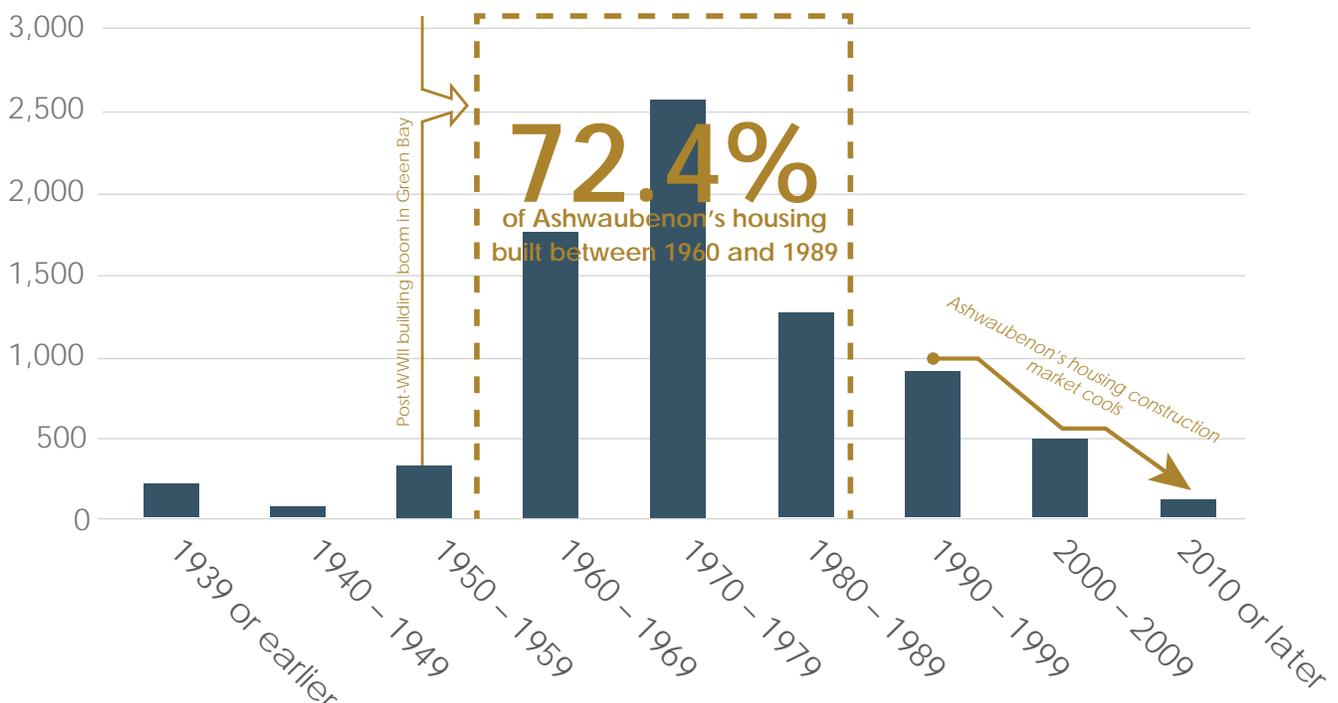
As Ashwaubenon’s housing stock and market matures, the community will need to place an emphasis on balancing the availability of single-family homes with multi-family developments. Each of these housing types attracts and retains residents across the socioeconomic spectrum, which contributes to the village’s social and economic strength through a diversity of cultures, identities, and workforce skills.

Ashwaubenon is seeing a shift from the development of vacant, agricultural land to redevelopment of the existing built environment. While the opportunity for long-term development of vacant, agricultural land in the southwest portions of the village exist, short-term opportunities are being focussed on the redevelopment and infill of existing light industrial/commercial areas along the Riverfront, Titledown District, and the Village Center.

The village is heavily influenced by the Fox Valley economy, in addition to spillover forces from Green Bay. Key industries in the region – manufacturing, education, and healthcare – generate demand for a high-quality, affordable housing stock that appeals to Millennials, families, and Baby Boomers. Understanding these market forces and adjusting the supply to meet the demand will help Ashwaubenon become a “community of choice” in the region.

Green Bay experienced a building boom during and immediately after World War II – much like many metropolitan communities in the United States. Ashwaubenon, as an inner ring suburb of Green Bay, began large-scale construction of single-family homes in the 1960s with 72.4 percent of the village’s homes being built between 1960 and 1989. Following this period, new home starts decreased and the village’s residential construction market cooled.

## Housing Units by Year Structure Built



Source: U.S. Census, American Community Survey, 2013 5-Year Estimate

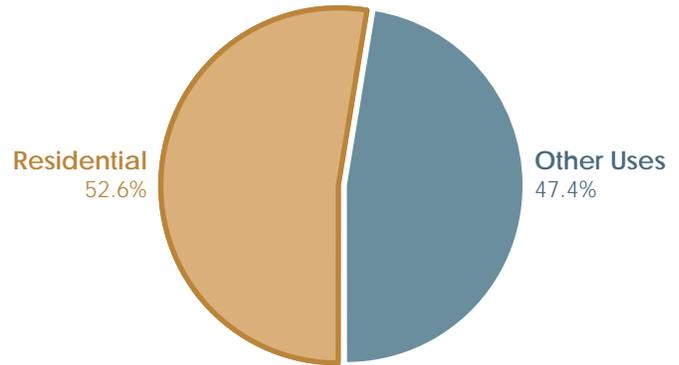
While home construction in Ashwaubenon may be trending in a downward fashion, the strategic use of stimulants can catalyze a resurgence. By emphasizing strategic infill projects, both high-density mixed-use and single-family, the Village can focus on encouraging development with:

1. Catalytic projects with vibrant character, high quality materials, and value; and,
2. Government support through design guidelines, a focus on opportunity areas, and incentives – both financial and regulatory.

## RESIDENTIAL NEIGHBORHOODS

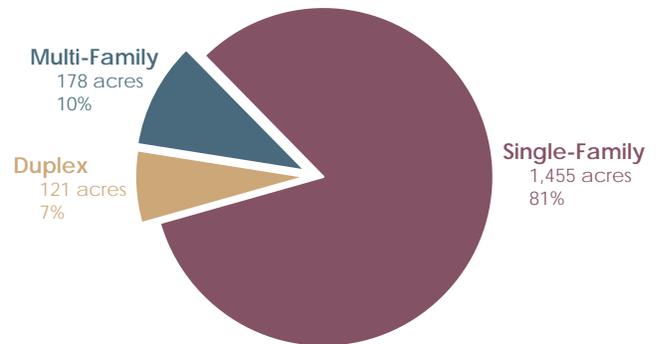
Residential uses make up over half of the total land area within Ashwaubenon. These uses are comprised of a strong mix of single- and multi-family structures in different areas of the village. Single-family structures are located primarily in the northwest portions of the village along with some smaller groupings along the riverfront and a growing concentration in the area around Sand Acres Park. As discussed in the Land Use chapter of this Comprehensive Plan Update, each concentration of residential structures is often identified by residents and outsiders with a certain brand or place-based identity. For example, residents who live west of I-41 will often say “I live out by the Airport” or residents who live northeast of I-41 will often describe “I live near Lambeau.” This type of place-based naming of neighborhoods was discussed during the public planning process of this Plan and has taken the form of a Neighborhoods-Districts-Corridors map (see following page for the Neighborhoods). Each neighborhood is given a name that is associated with a nearby park, school, or landmark. The naming of each neighborhood should be a topic of ongoing discussion between residents and local leaders to strengthen the brand of each area. See Chapter 7 for future land use recommendations within the Ashwaubenon neighborhoods.

Land Use: Residential vs. Other Uses



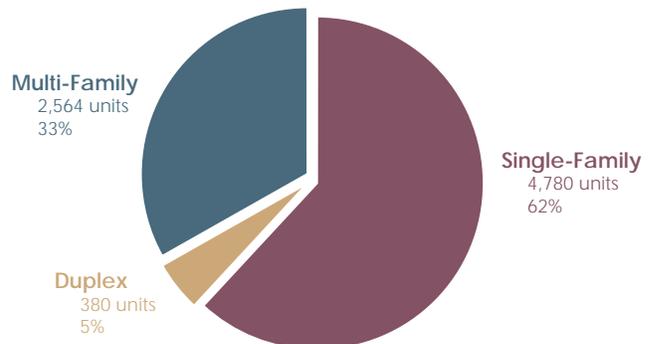
Source: Brown County Land Use Inventory, 2015

Residential Land Use (acres)



Source: Brown County Land Use Inventory, 2015

Residential Land Use (units)



Source: Brown County Land Use Inventory, 2015



Figure 6. Residential Neighborhoods along with village corridors and districts that include residential uses  
Source: GRAEF

## HOUSING STOCK

According to the 2010 U.S. Census, Ashwaubenon has approximately 7,743 total housing units, an increase of 537 since the 2000 Census. In 2013, 4,559 were identified as owner-occupied (62 percent), while 2,754 were listed as renter-occupied (38 percent). The average household size in the village has dropped from 2.41 in 2000 to 2.25 in 2010. In 2013, the median gross rent for a rental unit was \$687 per month. Median rents are 15 to 19 percent lower than neighborhoods in De Pere and Allouez. This is largely attributed to the age of the rental stock in Ashwaubenon: the median year built of rental units is 1978, compared to 1988 in De Pere.

### Occupancy Rates

Of the 7,313 housing units existing in the village in 2013, 2,264 (30.9 percent) were constructed prior to 1970. The village currently has a 98.3 percent occupancy rate. The 2013 Village of Ashwaubenon Housing Assessment Summary provides an estimated vacancy rate in 2011 of 4.2 percent. A

## UNITS IN STRUCTURE

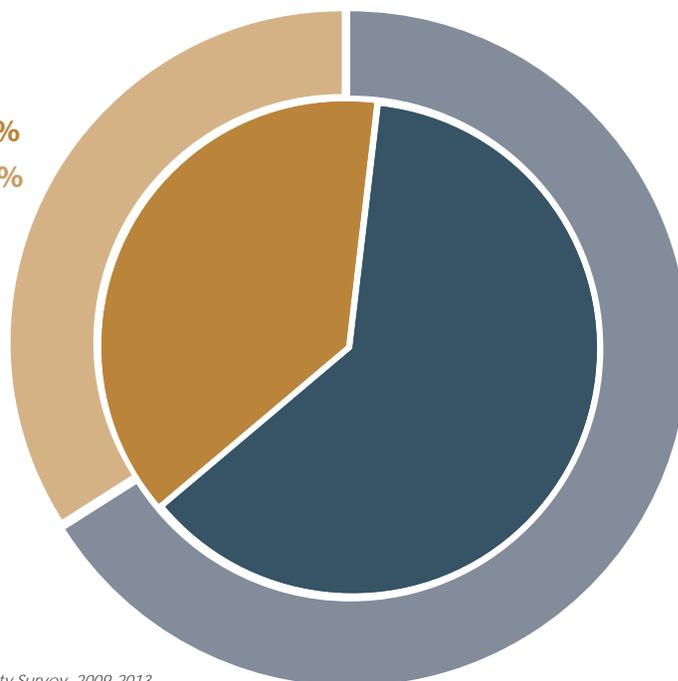
	Ashwaubenon		Brown County	
	#	%	#	%
Total housing units	7,743	100%	105,151	100%
1-unit, detached	4,446	57.4%	67,392	64.1%
1-unit, attached	334	4.3%	5,268	5.0%
2 units	380	4.9%	8,187	7.8%
3 or 4 units	383	4.9%	3,468	3.3%
5 to 9 units	726	9.4%	8,022	7.6%
10 to 19 units	755	9.8%	4,821	4.6%
20 or more units	700	9.0%	6,490	6.2%
Mobile home	19	0.2%	1,493	1.4%
Boat, RV, van, etc.	0	0.0%	10	0.0%

Source: U.S. Census, American Community Survey, 2009-2013

## Housing by Occupancy Type

### Renter-occupied

Ashwaubenon **38%**  
Brown County **34%**



### Owner-occupied

Ashwaubenon **62%**  
Brown County **66%**

Source: U.S. Census, American Community Survey, 2009-2013



Figure 8. Home in the Sherwood Forest Neighborhood  
 Source: Zillow, 2015

healthy rental market should always have a vacancy rate between 5 and 7 percent to allow for turnover, upgrades, and a supply of alternatives for prospective renters.

**Multi-family**

At present, Ashwaubenon possesses a low percentage of mixed-use, garden apartment, or condominium residential housing of a higher quality with contemporary amenities. These housing types are typical of prosperous inner ring metropolitan communities. The addition of these and other similar housing types to the village’s residential inventory may provide Ashwaubenon with a market opportunity consistent with other metropolitan inner ring communities in the region.

Since the 2004 Smart Growth Plan, a small number of higher-quality, multi-family apartment complexes have been built. One such development is located in the southwestern portion of the village, Waterford Heights, Highland Springs, and Layden Drive Estates. This residential development combines a variety of different multi-family structure types into traditional, suburban-style site configuration.

The Riverfront/Broadway District, Village Center, and Titledown District all represent attractive opportunities for the Village to support the growth of additional high-quality, multi-family housing for all demographics.



Figure 7. Bay Harbor Estates from the Ashwaubomay River Trail in the Riverfront / Broadway District  
 Source: Village of Ashwaubenon

**YEAR HOUSEHOLDER MOVED INTO UNIT**

	Ashwaubenon		Brown County	
	#	%	#	%
Occupied units	7,313	100%	98,962	100%
Moved in 2010–	1,423	19.5%	16,164	16.3%
Moved in 2000–2009	2,856	39.1%	46,697	47.2%
Moved in 1990 –1999	1,549	21.2%	18,327	18.5%
Moved in 1980–1989	611	8.4%	7,644	7.7%
Moved in 1970–1979	535	7.3%	5,308	5.4%
Moved in –1969	339	4.6%	4,822	4.9%

Source: U.S. Census, American Community Survey, 2009-2013

**MEDIAN YEAR HOUSING STRUCTURES WERE BUILT:**

**1976**

**MEDIAN CONTRACT RESIDENTIAL RENT:**

**\$687**

Source: U.S. Census, American Community Survey, 2009-2013

## HOUSING VALUE & COST

While Ashwaubenon’s housing market may not be active with new housing starts, it remains steady. After recovering from the Great Recession, values and costs for homeowners and renters have stabilized. These numbers describe Ashwaubenon as a stable, middle-class community with a market closely related to nearby Green Bay.

**Housing Value:** 70.5 percent of owner-occupied housing is worth between \$100,000 and \$199,999. The median price of a home in Ashwaubenon is \$154,300.

**Median Sales Price of Single-Family Homes:** The median sales price decreased dramatically following the collapse of the housing market in 2008. It fell to its lowest point in mid-2011, but has since begun a recovery. With housing values stabilizing and returning to pre-Great Recession levels, the village may be poised for growth and development.

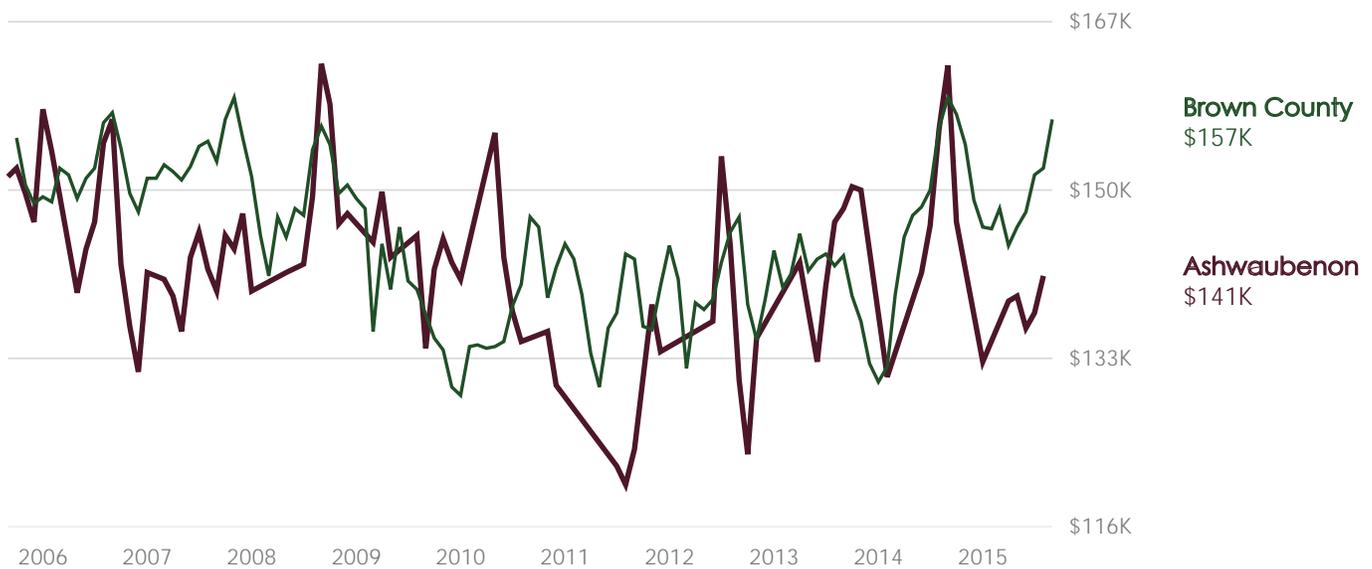
**Median Value of Residential Properties per Square Foot:** The village’s median value per square foot has steadily increased since 1996. Even with a reduction in value during the Great Recession, Ashwaubenon consistently led other neighboring communities.

## OWNER-OCCUPIED HOUSING VALUE

	Ashwaubenon		Brown County	
	#	%	#	%
Owner-occupied units	4,559	100%	65,614	100%
Less than \$50,000	98	2.1%	2,201	3.4%
\$50,000 to \$99,999	230	5.0%	7,486	11.4%
\$100,000 to \$149,999	1,780	39.0%	19,532	29.8%
\$150,000 to \$199,999	1,434	31.5%	17,366	26.5%
\$200,000 to \$299,999	569	12.5%	12,623	19.2%
\$300,000 to \$499,999	355	7.8%	4,864	7.4%
\$500,000 to \$999,999	72	1.6%	1,268	1.9%
\$1,000,000 or more	21	0.5%	274	0.4%
Median (dollars)	\$154,300		\$158,700	

Source: U.S. Census, American Community Survey, 2009-2013

## Median Sales Price of Single-Family Homes 2006-2015



Source: Zillow, 2015

**Monthly Expenditures for Homeowners:** Most homeowners with a mortgage pay \$1,380 per month in expenses. This is almost identical to Green Bay's \$1,388 monthly expenditure.

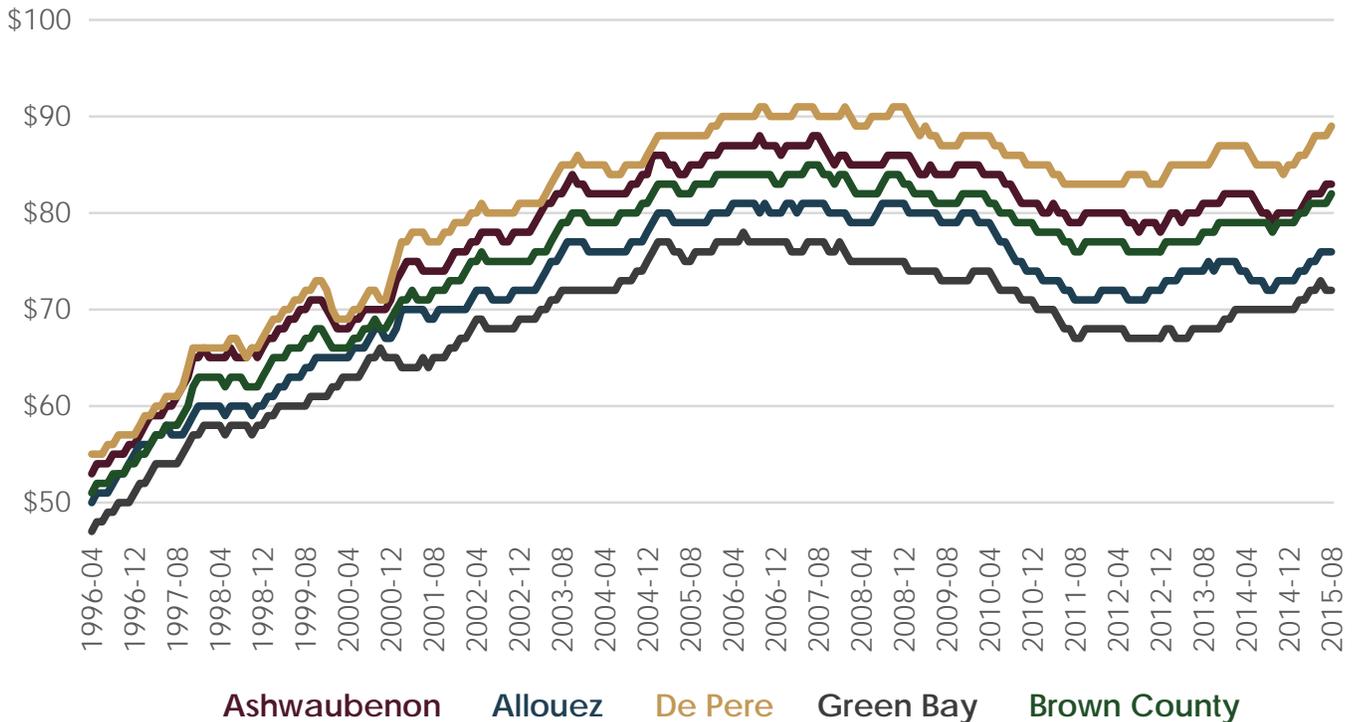
**Gross Rent:** A typical renter in Ashwaubenon will pay \$687 per month in gross rent, while a typical renter in Green Bay will pay a similar \$652 per month. As was the case with monthly expenditures for homeowners, renters in Ashwaubenon and Green Bay have similar monthly costs.

**MONTHLY HOMEOWNER COSTS**

	Ashwaubenon		Brown County	
	#	%	#	%
Units with a mortgage	3,104	100%	46,437	100%
Less than \$300	0	0.0%	7	0.0%
\$300 to \$499	11	0.4%	416	0.9%
\$500 to \$699	176	5.7%	1,789	3.9%
\$700 to \$999	360	11.6%	6,632	14.3%
\$1,000 to \$1,499	1,327	42.8%	18,531	39.9%
\$1,500 to \$1,999	776	25.0%	11,435	24.6%
\$2,000 or more	454	14.6%	7,627	16.4%
Median (dollars)	\$1,380		\$1,388	

Source: U.S. Census, American Community Survey, 2009-2013

**Median Value of Residential Properties per Square Foot  
1996-2015**



Source: Zillow, 2015

## REGIONAL PLANNING & AVAILABLE RESOURCES

Housing in the larger Bay-Lake region has received attention both in the form of community development efforts and financing programs. Economic development planning has focused on certain housing concerns, while a Community Development Block Grant (CDBG) provides funds to rehabilitate single-family residences and a weatherization program addresses heat loss in low-income, single-family homes.

The *2012 Comprehensive Economic Development Strategy*, produced by the Bay-Lake Regional Planning Commission, identified three housing issues related to regional economic development:

1. Declining home values in most areas of the region,
2. Future demand for senior housing, and
3. An increase in multiple generations living in a single-family residence.

These broader concerns are addressed for the Village of Ashwaubenon by the goals and strategies within this chapter of the Comprehensive Plan Update. The Village can begin to produce solutions to these challenges by:

- » Strongly encouraging high-value, residential infill development;
- » Increasing the availability of affordable and workforce housing;
- » Increasing the availability of housing for active seniors;
- » Strongly encouraging higher density, mixed-use, metropolitan-style neighborhoods; and,
- » Developing and implementing code enforcement, regulations, and development incentives that encourage and support these types of development.

## GROSS RENT

	Ashwaubenon		Brown County	
	#	%	#	%
Units paying rent	2,743	100%	32,458	100%
Less than \$200	0	0.0%	470	1.4%
\$200 to \$299	8	0.3%	875	2.7%
\$300 to \$499	238	8.7%	3,926	12.1%
\$500 to \$749	1,344	49.0%	13,642	42.0%
\$750 to \$999	891	32.5%	9,419	29.0%
\$1,000 to \$1,499	202	7.4%	3,590	11.1%
\$1,500 or more	60	2.2%	536	1.7%
Median (dollars)	\$687		\$699	

Source: U.S. Census, American Community Survey, 2009-2013

The State of Wisconsin passes CDBG housing funding through Brown County to provide home rehabilitation assistance via the Northeastern Wisconsin Housing Rehabilitation CDBG Loan Program, which allows homeowners to secure a loan at 0 percent interest. This is a current program available to all Ashwaubenon residents and property owners, including owners of multi-family properties that rent to low- and moderate-income tenants. The money may be used to repair a home’s roof, remediate lead paint and asbestos, replace windows and doors, repair plumbing, electrical, or HVAC systems, and make accessibility improvements for residents with disabilities.

Through funding from the State of Wisconsin, U.S. Department of Energy, and Wisconsin Home Energy Assistance Program, low-income households are eligible to receive weatherization services to reduce the amount of heat loss in their homes. The improvements can include insulation, repairs to attics and sidewalls, and the replacement of furnaces and water heaters.

## OPPORTUNITIES

Based on feedback and market demands evaluated as part of this plan, a clear set of opportunities have been identified. These include:

- » The need for moderately priced housing, particularly for families seeking a long-term community;
- » Housing for active seniors who want to remain in Ashwaubenon without the burdens of single-family homeownership;
- » Future growth opportunities, with a focus on in-fill residential development;
- » The maintenance of high-quality neighborhoods; and
- » The enhancement of the brand of each neighborhood (e.g., naming each neighborhood, streetscaping).



Figure 9. Townhouse property in Ashwaubenon  
Source: Village of Ashwaubenon, 2015



Figure 10. Waterford Heights apartment building in Ashwaubenon  
Source: Lexington Homes, 2015



Figure 12. Ranch-style home in Ashwaubenon  
Source: Village of Ashwaubenon, 2015



Figure 11. Cape Cod home in Ashwaubenon  
Source: Village of Ashwaubenon, 2015

## CHAPTER 3:

### HOUSING GOALS

- » Maintain and promote high-value residential infill at key locations abutting the rivers, other natural amenities, and in key areas throughout the village that promote walkability and connections to commercial amenities.
- » Maintain and increase the availability of moderately-priced housing, particularly so as to support families seeking a long-term community.
- » Maintain and upgrade existing affordable housing and workforce housing for families.
- » Maintain high-quality neighborhoods that attract a new generation of long-term residents. Facilitate the longer term transition of neighborhoods, especially with regard to code enforcement, changes in generational attitudes, and needs for neighborhood quality.
- » Promote a higher-density, mixed-use, metropolitan-style neighborhood between Oneida Street and Ashland Avenue with new, flexible guidelines to attract young professionals looking to find a lifestyle-friendly community and empty nesters looking to downsize.
- » Encourage the creation of housing for active seniors who want to remain in Ashwaubenon without the burdens of single-family homeownership. At the same time, facilitate the homeowner transition from these aging residents leaving neighborhoods to new families and residents.
- » Consider programs – including regulations and incentives – to ensure long-term maintenance of residential single-family units as well as the improvement of multi-family and duplex housing types.
- » Maintain the high-quality appearance of residential streets through streetscape improvements and maintenance.
- » Customize regulations and programs, including zoning and site design guidelines, for existing and new residential development to fit the unique character of each neighborhood in a manner that promotes community pride and a high-level of property owner maintenance and investment.



Figure 13. House in the Lambeau Neighborhood  
Source: Zillow, accessed October 25, 2015



Figure 17. House in the Riverfront / Broadway District  
Source: Zillow, accessed October 25, 2015



Figure 14. House in the Sherwood Forest Neighborhood  
Source: Zillow, 2015



Figure 18. Condo in the Sand Acres Neighborhood  
Source: Zillow, 2015



Figure 15. House in the Sand Acres Neighborhood  
Source: Zillow, 2015



Figure 19. House in the Pioneer Neighborhood  
Source: Zillow, 2015

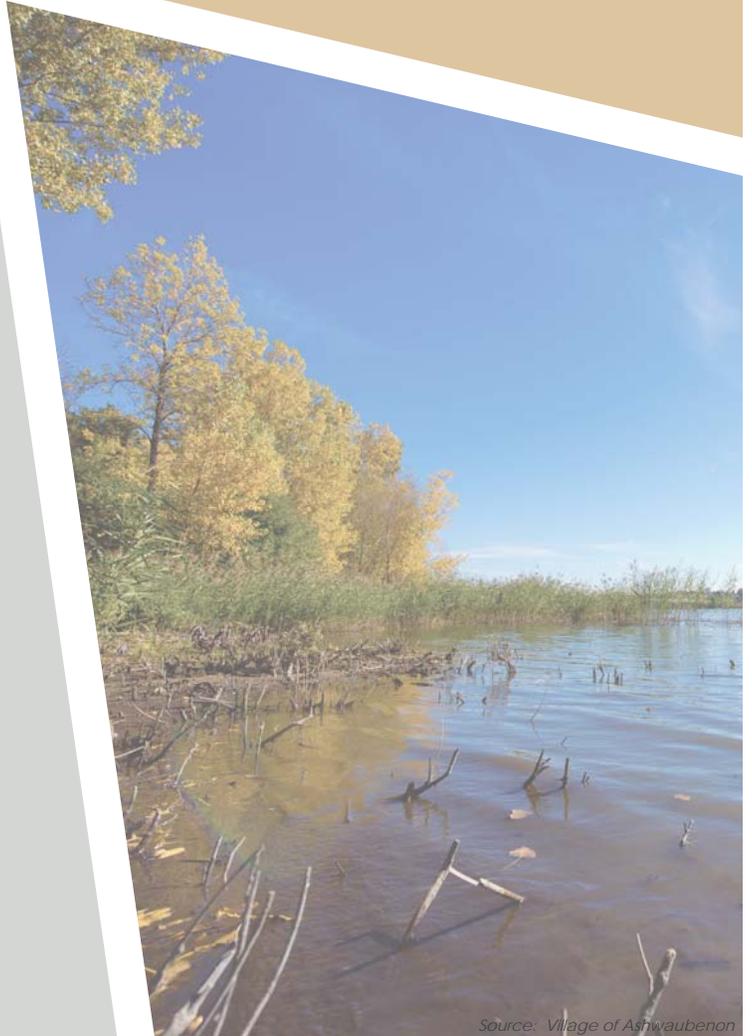


Figure 16. House in the Sherwood Forest Neighborhood  
Source: Zillow, 2015



Figure 20. House in the Pioneer neighborhood  
Source: Zillow, 2015

# 4



Source: Village of Ashwaubenon

# NATURAL, AGRICULTURAL & CULTURAL RESOURCES

## CONTEXT

Ashwaubenon has diverse natural, agricultural and cultural assets, given its unique blend of urban and pastoral environs within village boundaries. These assets include river frontage on the Fox River, wooded and agricultural land, and an expansive park and trail system. While these features are well maintained, the Village and community partners are dedicated to further investment that increases access, preservation, and recreational opportunities for the existing population and generations to come.

## NATURAL & ENVIRONMENTAL FEATURES

### Ashwaubenon Park System

Neighborhood parks and other public open spaces are invaluable assets to a community. They provide families and individuals with alternatives to the school, work, and home environments. Accessible places where one can rest and relax in a peaceful, natural setting improve quality of life. The Ashwaubenon park system has seen extensive recent growth, and currently offers nearly 300 acres of parkland. At present, Ashwaubenon has 22 parks ranging in size from the 0.1-acre Packerland Trailhead to the 83.5-acre Ashwaubomay Park. Local communities are encouraged to provide between 6.25 and 10.5 acres of parkland per 1,000 residents. **The Village exceeds that ratio, providing 15.57 acres of park, recreation and open space lands per 1,000 residents.**



Figure 21. A peek at the Fox River from Ashwaubenon  
Source: Village of Ashwaubenon

## Village Outdoor Recreation Planning

The Village of Ashwaubenon's Comprehensive Outdoor Recreation Plan was recently updated in 2014.

Key goals and objectives of this plan include:

- » Continue to meet and exceed village recreation demands.
- » Modernize the 1960s- and 1970s-era parks to better serve the community and attract new families.
- » Develop more recreational opportunities, both passive and active, including on or near the Fox Riverfront.
- » Provide more trails and trailheads village-wide to build on existing framework.
- » Provide new parks and amenities, open space, and outdoor recreation along the new development.
- » Preserve and maintain all existing parks and public spaces.
- » Promote the aesthetic value of the Fox River locally and regionally.
- » Promote the riparian landscape for trails, paths, and walks.
- » Promote the connection of existing trails.
- » Develop design standards for trailheads to increase public awareness and promote uniformity along the trail network. This may include signage, seating, bicycle racks, and general landscape enhancements.

## Park Capital Improvements

The Capital Improvements Schedule for 2014–2018 include investments to 9 of the Village's parks:

- » 2015: \$279,000
- » 2016: \$373,000
- » 2017: \$100,000
- » 2018: \$252,000

### Integrated Park System

Ashwaubenon possesses an abundance of park resources. Nearly every portion of the community is within short walking distance of a neighborhood park. In most instances, however, access to other resources within the park system requires long walks upon, and crossing, busy streets (or travelling by way of automobile). The Village should continue to develop a pedestrian and bicycle system consisting of existing sidewalks, riparian trails, designated bike paths, and other such accommodations to allow for safe access within the park system.

### Open Space Preservation

There are two chief functions of open space: environmental protection and community well being. Well-planned open space areas can serve both of these functions and provide a crucial link between the natural and human environments. Open space provides environmental protection through:

- » Natural areas preservation,
- » Wildlife and native plant habitat protection,
- » Surface water quality protection,
- » Non-structural flood control, and,
- » Protection of ground water systems.

Open space provides community well-being through:

- » Community identity and separation,
- » Aesthetic quality preservation,
- » Recreational opportunities,
- » Educational and spiritual enrichment, and,
- » Property value enhancement.

Open spaces lend form to communities by surrounding them and defining their exterior boundaries. Streams and greenways can subdivide a community into identifiable neighborhoods. It can create a central, unifying focus for community activities centered on a community park or playground and can aid in buffering neighborhoods from incompatible uses.

### Woodlands

Woodlands in the village fall under three general categories: riparian woodlands, urban forest, and park forest. Riparian woodlands exist along stream corridors and are valuable for wildlife habitat and scenic beauty. This type of woodlands can be found interwoven throughout Ashwaubenon’s residential and commercial areas. The urban forest includes street and backyard trees. These woods contribute to air quality and improve the visual appearance of the community. The park forest includes woodlands located in several of Ashwaubenon’s 22 parks.



Figure 22. Wooded area adjacent to the Ashwaubomay River Trail

Source: Flickr user John Begalke

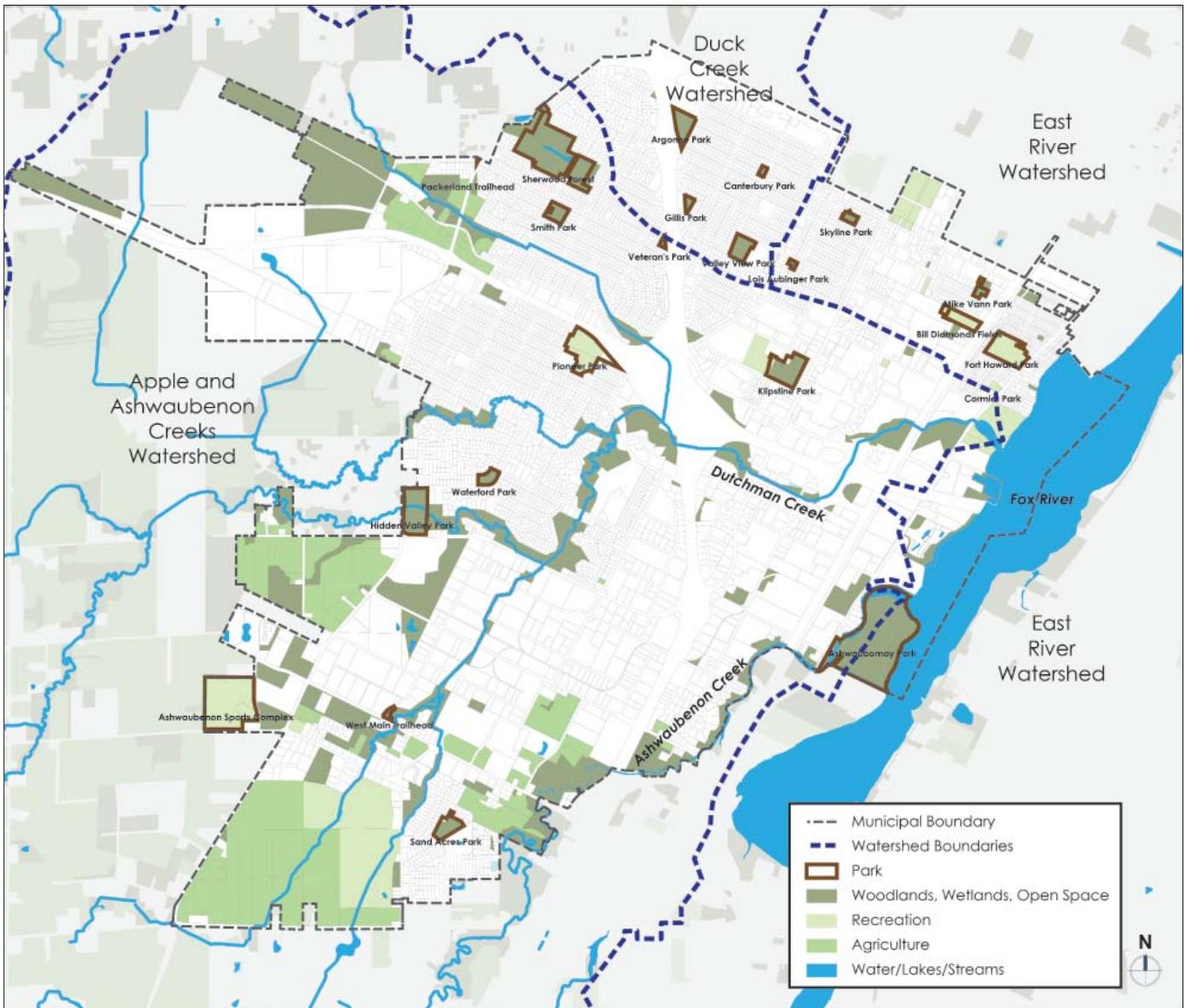


Figure 23. Ashwaubenon Parks and Natural Features Map  
 Source: Village of Ashwaubenon, Brown County, Wisconsin Department of Natural Resources, 2015, and GRAEF

**ASHWAUBENON'S PARK SYSTEM INVENTORY**

Parks	Acreege	Baseball	Softball	Basketball	Batting Cage	Ice Skating	Horseshoe	Soccer	Tennis	Pickleball	Playground	Picnicking	Pavilion	Volleyball	Swimming	Walking Paths	Skateboarding
Argonne	8.0							✓			✓	✓					
Ashwaubenon Sports Complex	41.9		✓	✓		✓		✓	✓		✓	✓	✓				✓
Ashwaubomay	85.6	✓			✓		✓	✓			✓	✓	✓	✓	✓	✓	
Bill Diamond Fields	6.2							✓									
Canterbury	1.0			✓					✓		✓	✓					
Community Garden	1.1											✓					
Fort Howard	14.7			✓				✓		✓	✓	✓	✓			✓	
Gillis	1.7	✓									✓	✓					
Hidden Valley	18.0											✓		✓		✓	
Klipstine	14.4			✓							✓	✓	✓				
Lois Aubinger	0.9										✓	✓	✓				
Mike Vann	2.3		✓	✓			✓				✓	✓					
Packerland Trailhead	0.1															✓	
Pioneer	19.4		✓	✓	✓			✓	✓		✓	✓	✓				
Sand Acres	7.1										✓	✓	✓			✓	
Sherwood Forest	45.8											✓				✓	
Skyline	2.2			✓					✓		✓	✓	✓				
Smith	5.1	✓		✓			✓		✓		✓	✓	✓				
Valley View	7.0										✓	✓					
Veteran's Memorial	0.8																
Waterford	3.8										✓	✓	✓	✓		✓	
West Main Trailhead	1.3											✓				✓	

Figure 24. Park System Inventory  
 Source: Village of Ashwaubenon



Figure 25. Sherwood Forest Park  
 Source: Village of Ashwaubenon Comprehensive Outdoor Recreation Plan, 2014



Figure 26. Sand Acres Park  
 Source: GRAEF

# PARKS OUTREACH & EVENTS

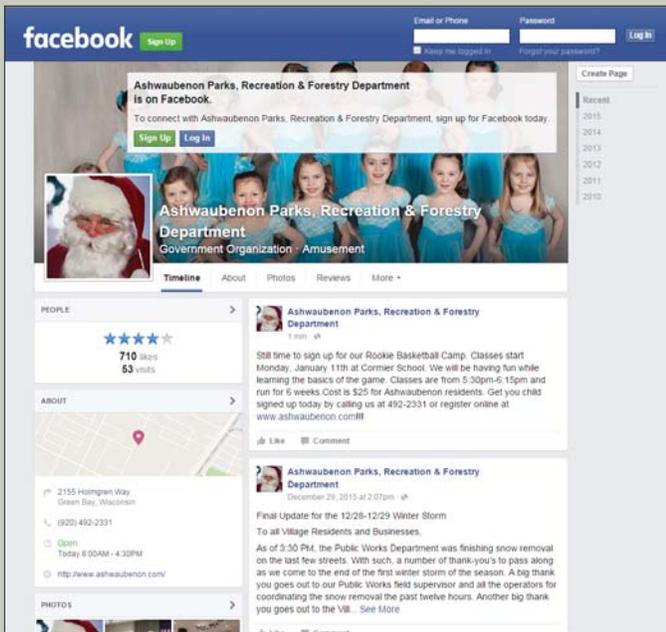


Figure 27. Village Parks, Recreation & Forestry Department Facebook page  
 Source: Ashwaubenon Parks, Recreation, & Forestry Facebook

Village of Ashwaubenon  
**2015 Summer Concert Schedule**  
 All concerts are on Wednesdays, 11:30 am - 2:00 pm (unless otherwise noted) at Pioneer Park, 2570 Timber Lane. Rain-site is in the Pioneer School Gym.

- June 17** **The Hits** (50's-70's Rock n' Roll) **Senior Citizen Day**  
 Ashwaubenon Seniors eat for \$1 Senior Citizen book exchange on site.
- June 24** **Wisconsin Ragtime Ensemble**
- July 1** **Eddie Biebel & Vickie Lynn** (Acoustic Americana)
- July 8** **Talk of the Town** (Dixie)
- July 15** **Daddy D Productions Food Drive** Bring a non-perishable food item to benefit "Stocked Shelves" pantry at St. John Lutheran Church
- July 22** **Music Jar Band** (Classic Rock and Blues)
- July 29** **ROCKER!** (Classic Rock) **Ice Cream Social** Sundae for only \$1 by the Senior Citizen Advisory Committee.
- August 5** **Jerry Voelker & the Jolly Gents** (Polka)
- Saturday, August 15** **Nashville Pipeline** 11:30am-2:00pm  
**The Cougars** 2:45pm-5:15pm  
**Big Mouth** 6:30pm-9:00pm  
**Family Fun-athon**  
**AHS 50th Anniversary Celebration** at Ashwaubenon Park

Concessions available on site, provided by area community organizations. Picnic tables available or bring a lawn chair and blanket. For more information, call Parks & Recreation at (920) 492-2331.

Contributing Sponsors:  
 Ashwaubenon Public Safety  
 Heyrman

**Preschool Story Time & Craft - FREE!**  
 11:00 - 11:30 preceding every concert  
 Sponsored by Ashwaubenon Parks, Recreation & Forestry. Ages 5 & under.

Ashwaubenon Public Safety vehicles on site at every concert for the kids to explore!

Figure 28. Village Summer Concert Schedule  
 Source: Village Parks, Recreation & Forestry Department

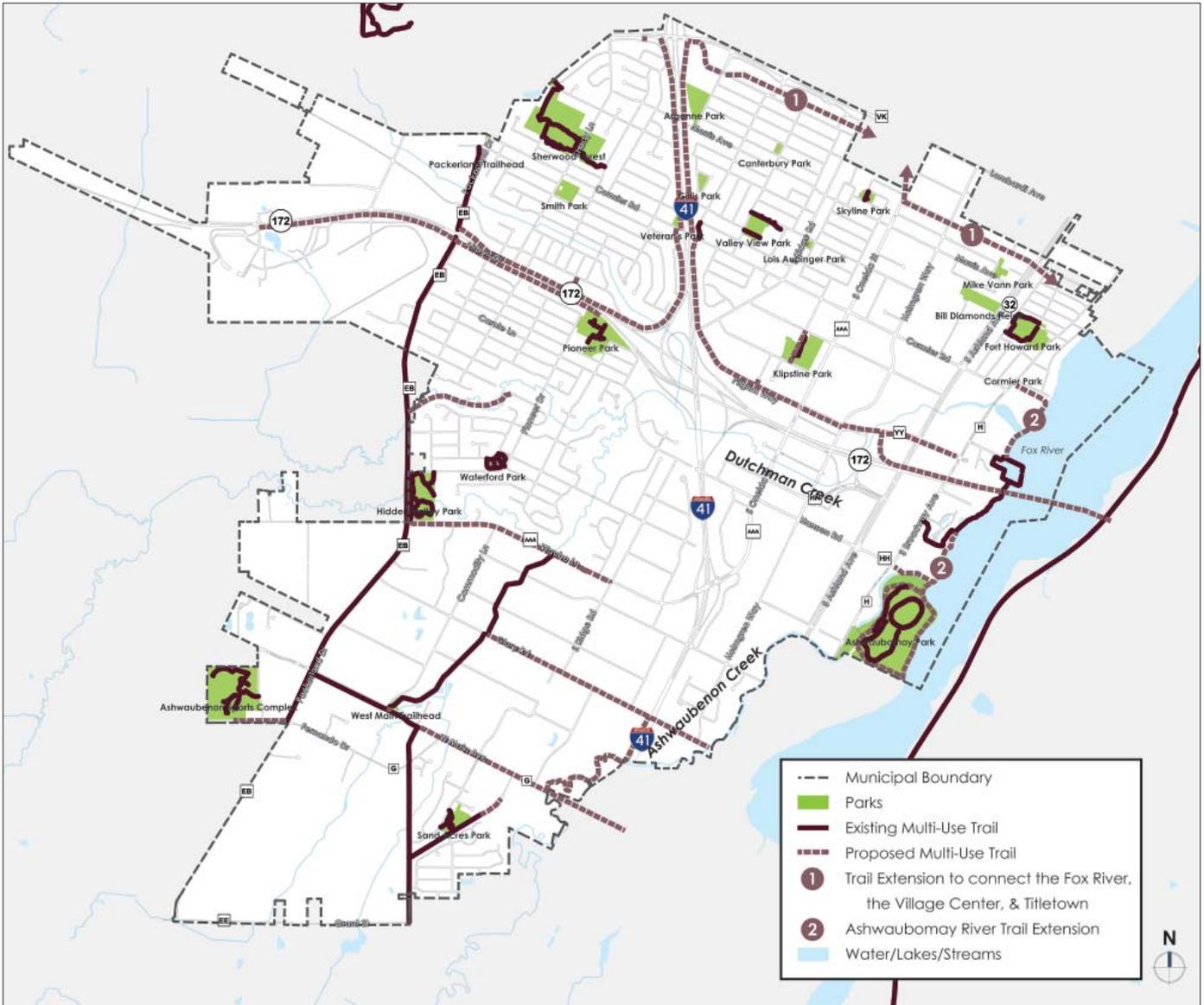


Figure 29. Ashwaubenon Existing & Proposed Multi-Use Trails

Source: Village of Ashwaubenon, Brown County, Wisconsin Department of Natural Resources, 2015, and GRAEF



Figure 33. Ashwaubomay Park  
Source: Village of Ashwaubenon Comprehensive Outdoor Recreation Plan, 2014



Figure 30. Ashwaubomay Park  
Source: Village of Ashwaubenon Comprehensive Outdoor Recreation Plan, 2014



Figure 31. Ashwaubomay River Trail sign at Riverwalk Marina near the Regatta 220 restaurant  
Source: GRAEF



Figure 32. Ashwaubomay River Trail  
Source: Village of Ashwaubenon



Figure 34. Southwest Business Park Trailhead at Main Avenue & Commodity Lane  
Source: GRAEF

## WATER RESOURCES

The village of Ashwaubenon includes portions of the Ashwaubenon Creek and Dutchman Creek watersheds. The village is located in the downstream portions of these watersheds. Subwatershed areas lying upstream of the village continue to contribute high water flow and large quantities of suspended solids (topsoil), phosphorus, and nitrogen to Ashwaubenon streams. Decades of wetland destruction and drainage ditch construction in Brown County and Outagamie County agricultural areas have reduced the soil's ability to retain and slowly release water to tributary streams. Peak flows following snow melt and rain events are intense and present problems to both water quality and water quantity in the village.

The quality of the receiving waters is affected by the contents of the runoff, such as agricultural and residential fertilizers, automotive fuels and oils, and other contaminants. Runoff from developed areas includes hydrocarbons and metals from roadways and pavement, agricultural chemicals associated with landscaping, airborne pollutants deposited on surfaces, and major and minor spills of contaminants. The quantity of runoff is determined by a variety of factors including: precipitation, shape and slope of catchment area, soil capacity and infiltration, and the amount of impervious surface within the watershed.



Figure 36. Condos located along the Fox River in Ashwaubenon

Source: Village of Ashwaubenon

## Fox River

The Fox River is the eastern boundary of Ashwaubenon. The Lower Fox River is defined by the 39-mile segment of the Fox River from Lake Winnebago to the mouth of Green Bay. The entire Fox River ecosystem has been severely degraded; however, its water quality has improved during the past two decades. The primary source of degradation is runoff from rural agricultural fields. Additional runoff occurs from urban storm water. In addition, the river still suffers from toxic sediment concentrations resulting from the discharge of industrial pollutants into the system over the past 70 years. The worst of these pollutants are PCBs, or polychlorinated biphenyls, a waste product produced by the paper industry.

Improvements in water quality have led to a renaissance on the river. What was once viewed as an eyesore is now widely regarded as a community asset. On warm summer days, water skiers and personal watercraft can be seen jetting past Ashwaubomay Park. In addition, the river is now home to a world-class walleye fishery.



Figure 35. Riverway Marina

Source: Village of Ashwaubenon

**Dutchman Creek**

The Dutchman Creek watershed contains 22 miles of streams draining 30 square miles of land. The main branch of Dutchman Creek is 17 miles long and is classified by the DNR as a warm water forage fishery.

**Ashwaubenon Creek**

Ashwaubenon Creek drains approximately 8 square miles of land. Half of the subwatershed lies within the village of Ashwaubenon. It is a warm water forage fishery that frequently goes dry during the summer months.

**Surface Water Opportunities**

The primary issues related to surface water in the village are water quality, water quantity, and public access to streams and the Fox River. The primary source of surface water contamination and degradation continues to be nonpoint source pollution runoff. This is true in both urban and rural areas. Most of the perennial and intermittent streams in Ashwaubenon have modest buffers in place. However, those that flow through residential neighborhoods are often mowed up to the stream bank. The lack of a vegetative buffer, particularly when combined with the over-utilization of lawn fertilizers and pesticides, results in an overload of nonpoint source pollutants. Once fertilizers and pesticides enter streams they kill fish, aquatic plants, and other organisms.

Healthy streams maintain sufficient water flow throughout the year to support aquatic life. Impacted streams often experience periods of “no flow” during dry summer months and higher than normal flows following storm events and the spring thaw. When waterways are channelized (straightened or embanked with concrete, rip rap, or other methods) and wetlands are removed from the watershed, streams lose their ability to retain and slowly release water. This results in increased costs to the community to address flooding and stream bank erosion.

Public access to waterways in the village is growing, namely due to the marina, a mile of right of way along the riverfront, and the riverfront trail for pedestrians and bikes. The most notable public access is at Ashwaubomay Park, where visitors have access to nearly a quarter-mile of the Fox River. Public access is a major priority for further expansion, investment, and coordination with neighborhood communities. The remainder of Ashwaubenon’s shoreline is owned by private landowners, businesses, and governmental institutions providing little or no access to the river for the general public. Ongoing development and redevelopment activities in Ashwaubenon’s riverfront should aim to increase availability to this important public resource.



Figure 38. Kayaking and other boating is growing in popularity on the Fox River

Source: Flickr user John Begalke



Figure 37. Riverway Marina from the Ashwaubomay River Trail

Source: Village of Ashwaubenon

## Flooding

Floods typically occur during spring snowmelt, and following periods of significant precipitation. The areas most prone to flooding in Ashwaubenon include the central portion of the village along Dutchman Creek, and residential areas in the southeast along Ashwaubenon Creek. Long-term improvements to reduce flood risk can occur with improved land use and restoration of wetlands in upstream areas. The 100-year FEMA floodplain is depicted in the map on the following page.

## Wetlands & Environmentally Sensitive Areas

According to the “Brown County Shoreland Zone & Environmentally Sensitive Area Best Practices Report” (2012), Environmentally Sensitive Areas (ESAs) include surface water features that need to be protected from intensive development. These ESAs include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. Within Brown County, the regulated ESAs and setback from ESAs include:

- » All DNR mapped wetlands
- » All navigable waterways + 75’ setback from ordinary high water mark of each bank when no flood study is available,
- » All waterways determined to be non-navigable, but are identified as streams (perennial or intermittent) on USGS or Brown County GIS maps+ 35’ setback from top of each bank,
- » Slopes 20% or greater + 20’ setback from the top and bottom of slope when the slope extends into any of the listed ESAs or their associated setback buffers, (not depicted in the following map), and
- » Other site-specific natural features.

## Ground Water & Water Quality

Groundwater within the region originates as precipitation that percolates downward to the zone of saturation (the area where all pores,

cracks, and fissures in the aquifer are filled with water). This percolating water eventually becomes part of the underground reservoir from which drinking water is drawn. This sandstone aquifer is an underground aquifer composed of Cambrian and Ordovician age sandstone. The aquifer’s recharge area is thought to be located in eastern Shawano and Outagamie Counties. The rate of recharge to the aquifer is unknown; however, estimates of the time it takes for water to “flow” from the recharge area to locations beneath the village range from as few as 100, to more than a thousand years.

Ashwaubenon currently purchases all potable water from the Green Bay Water Utility through a water purchase agreement signed in 2005. Additional information on this service can be found the Community Services and Facilities Chapter.

## ENDANGERED SPECIES

The USFWS maintains a listing of all threatened and endangered species in the nation. The DNR maintains a similar listing of all endangered, threatened species for the State of Wisconsin. It is against the policy of the USFWS to identify specific areas where species may exist due to the potential for disruption that might occur if these places were commonly known. Endangered and threatened species that may exist in, pass through, or fly over Ashwaubenon include: barn owls, Blanding’s turtles, wood turtles, bald eagles, Karner Blue butterfly, red-shouldered hawks, Blanchard’s cricket frog, and the red side dace.

## SOILS

Silt loams form the majority of the village’s soils types. These soils are highly productive and range from moderately slow to fast draining. They formed the backbone of Ashwaubenon’s early agricultural sector. As is the case with most of northeastern Wisconsin, topography and soil types have been strongly influenced by glaciation. The last ice age deposited soils that would not otherwise occur in this area.

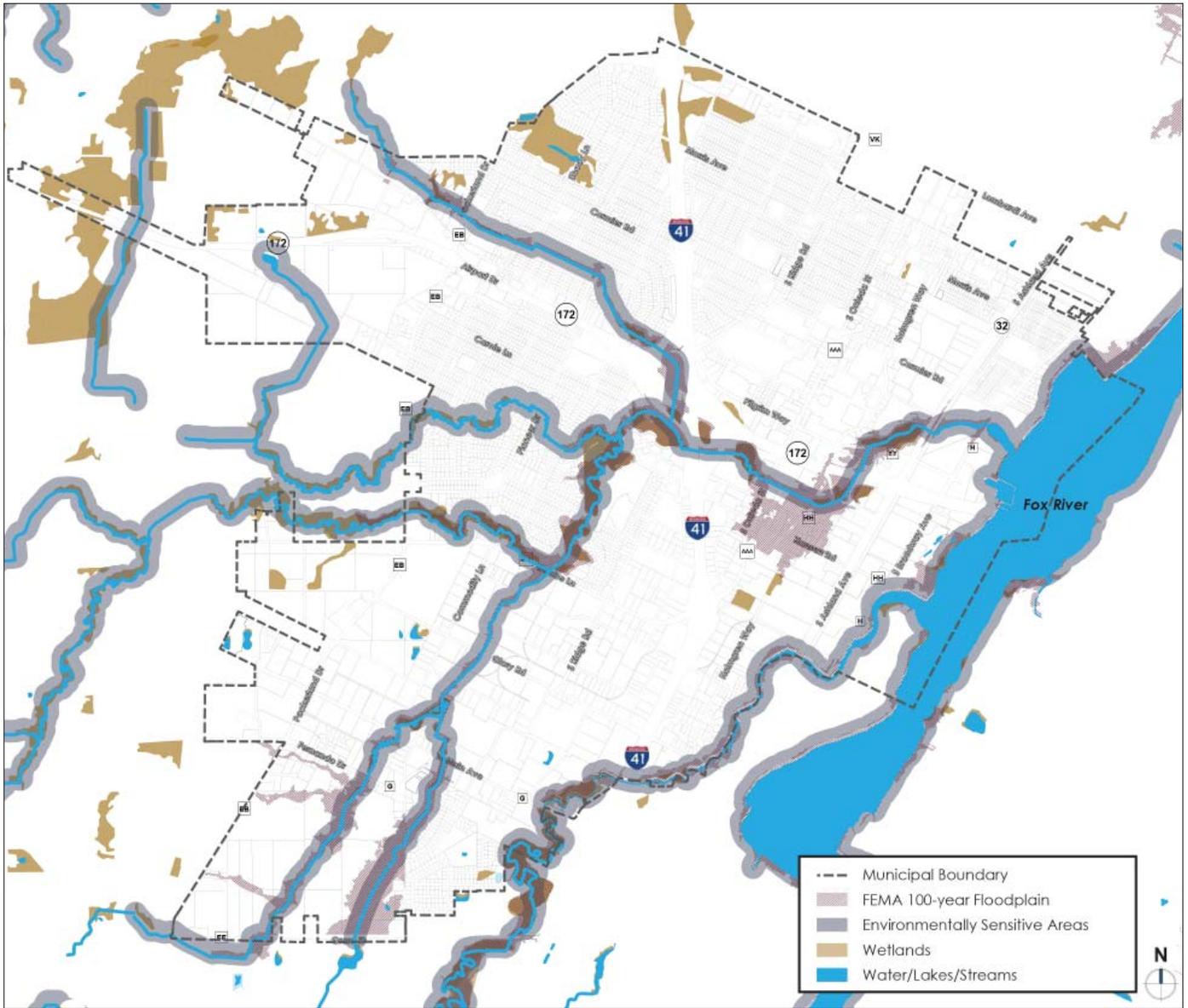


Figure 39. Floodplain, Environmentally Sensitive Areas & Wetlands in Ashwaubenon

Source: Brown County, Wisconsin Department of Natural Resources (DNR), Federal Emergency Management Agency (FEMA), 2015, and GRAEF

## CULTURAL RESOURCES

Ashwaubenon's history predates European settlement. Prior to the arrival of Scandinavian, French and French Canadian immigrants the area now known as Ashwaubenon was home to Menominee, Potawatomi, Sauk and Fox, Ottawa, Ojibway (Chippewa), and Ho-Chunk (Winnebago) people. The first settlement of northeast Wisconsin is believed to have begun around 9000 BC. The location along the Fox River in close proximity to the wild rice marshes and fisheries of lower Green Bay provided early inhabitants with abundant food sources.

Chief Ashwaubomay, from whom the village derives its name, was granted a tract of land stretching from the present site of the National Railroad Museum south to the Brown County Fairgrounds. Chief Ashwaubomay was buried along the shore of the Fox River in Ashwaubomay Park. In 1921, a special marker was erected at the site of his grave by the Nicolet Chapter of the Daughters of the American Revolution. More recently, a memorial and trail have been added to the park. There are future plans for historic signage for the site.

In the late 1800s, baseball was the second most popular sport in the area, behind horse racing. Cormier Park hosted an all women's touring team in 1885. The game was originally to be played in Green Bay, but, when police prevented the ladies from playing, it was moved to Ashwaubenon (the Green Bay Grays beat the woman's touring team, 9-7).

Judge Charles Reaume was the earliest recorded European resident in what became the Town of Ashwaubenon. He cleared trees from the present site of the Railroad Museum. Judge Reaume eventually sold the site to John Bowyer, who had been serving as the federal Indian Agent in Fort Howard since 1816. When Bowyer died in 1821, the land remained vacant until occupied by Eleazor Williams in 1822.

Williams, the self-titled Lost Dauphin, heir to the throne of King Louis of France, remains one of the most controversial men in Brown County history. An Episcopal Minister, he came to the area in 1821 in search of a new home for the Oneida Tribe of Indians. The Oneida were forcibly removed from their homelands in New York State and were attempting to arrange for the purchase of Menominee land for a new reservation. The treaty that established the present day Oneida Reservation was signed in the presence of 7,000 people, including Oneidas, Menominees, and Settlers, at the Indian Agent's house on land now within Railroad Museum grounds.

Sites need not be eligible for the National Register of Historic Places to be of significance to a community. Numerous places within Ashwaubenon hold meaning to the various cultures and ethnic groups that have lived in the area over time. **The community should take steps to identify and preserve important historical and cultural resources in the village.** The images to the right have been identified as historically contributing structures in Ashwaubenon. More information is available at the Wisconsin Historical Society.



Figure 42. The National Railroad Museum, founded in 1956  
Source: Wisconsin Historical Society, 2015



Figure 40. Ashwaubenon Moravian Church, c. 1890  
Source: Wisconsin Historical Society, 2015



Figure 41. Cormier School at 2280 S Broadway, built in 1913 in the Colonial Revival style with additions in 1931, 1937, 1955, and 1956  
Source: Wisconsin Historical Society, 2015

## CHAPTER 4:

# NATURAL, AGRICULTURAL & CULTURAL RESOURCE GOALS

- » Continue to develop a high-quality park system, as outlined in the 2014 Comprehensive Outdoor Recreation Plan, including:
  - » Making program and regulatory changes,
  - » Upgrading facilities to increase neighborhood activities and gatherings for social cohesiveness,
  - » Modernizing the parks, age-appropriate amenities, and facilities with unique features,
  - » Providing both organized recreational activities as well as spontaneous, unprogrammed, and passive activities, including in the floodplain within the park and trail system, and
  - » Ensuring both the natural beauty of the parks and trails as well as the attractiveness of new structures, facilities, and amenities.
- » Create more recreational opportunities on or near the Fox Riverfront, including a bridge over the creek to Ashwaubomay Park, and routes/trails to increase connectivity to Tiletown and the Village Center (TID 5), the fairgrounds, old Ashwaubomay, the marina, and the Railroad Museum.
- » Enhance the aesthetic and historic value of the Fox River, Dutchman Creek, Ashwaubenon Creek, and other environmental assets.
  - » Develop design standards to increase public use and experience along the trail network, riparian areas, and public places (this may include signage, seating, bicycle racks, general landscape, and general streetscape enhancements).
- » Provide amenities that add value to developments and uses adjacent to, abutting, and or near the parks and recreational areas. Encourage green space and amenity development by private developers.
- » Partner with the Ashwaubenon Historical Society, Brown County Historical Society, Neville Museum, Oneida Nation, Menominee Nation, and De Pere and Green Bay Antiquarian Society to conduct a comprehensive inventory of culturally and historically significant sites in Ashwaubenon. Once completed, the Village should develop a Cultural and Historical Protection Ordinance to preserve sites for future generations.
- » Improve streetscape in major districts and corridors. In conjunction with this effort, modernize accessibility and parking facilities that provide linkages to and increased usage of parks and recreational facilities.

EXAMPLES OF UNIQUE PARK FACILITIES THAT COULD BE INTEGRATED INTO THE PARK SYSTEM



Figure 43. Adventure playground  
Source: [www.mnwiplay.com/Banners/Wauwatosa](http://www.mnwiplay.com/Banners/Wauwatosa), 2015



Figure 46. Adventure playground  
Source: GRAEF, 2015



Figure 45. Splashpad  
Source: GRAEF, 2013

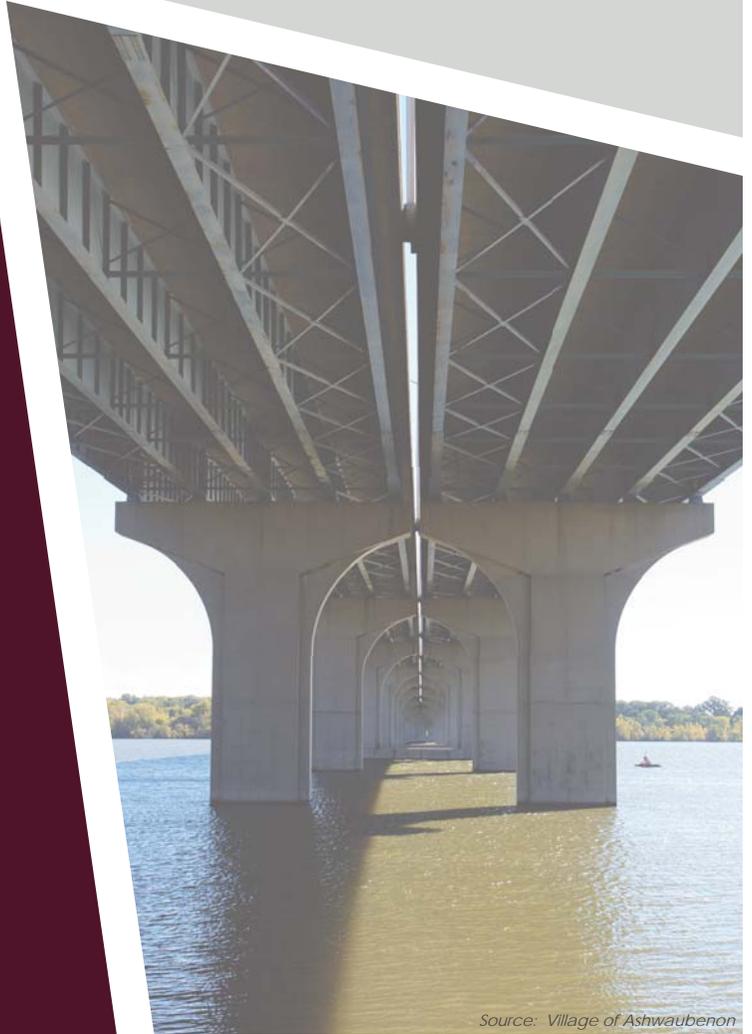


Figure 44. Community bandshell  
Source: GRAEF, 2015



Figure 47. Community exercise classes  
Source: [www.wxu.org/post/yoga-provides-more-exercise](http://www.wxu.org/post/yoga-provides-more-exercise), 2016

5



Source: Village of Ashwaubenon

# TRANSPORTATION

## EXISTING CONDITIONS

The highway infrastructure forms the backbone of the transportation element in Ashwaubenon. Other transportation elements such as public transportation, pedestrian and bicycle facilities, and freight movement systems grew from this foundation.

## ROADWAYS

The Ashwaubenon street grid system has evolved with a north-south movement. Packerland Drive, Interstate 41, Ridge Road, Oneida Street, Holmgren Way, Ashland Avenue, and Broadway combine to provide efficient north-south movement through the village. Lombardi Avenue, Cormier Road, Pilgrim Way, and Hansen Road provide east-west connections to these thoroughfares. The integration of the local street grid with the County and State highways in Ashwaubenon results in efficient automobile access to most parts of the village.

A number of federal, state, county and local roadways have seen recent improvements within the village including portions of Oneida Street, Pilgrim Way, Sand Acres Drive and Interstate 41. Major reconstruction for other roadways can be found in the maps at the end of this chapter.

## Roadways by Function

The five basic functional classifications include:

- » Freeways – divided roadways with full access control, and are designed for long distance travel inside and outside the state.
- » Principal Arterials – urban roadways providing a high degree of mobility, connectivity within and outside town. They provide access to major traffic generators, such as business parks and downtown areas.
- » Minor Arterials – urban roadways providing more access, but less mobility, than the principal arterials.
- » Collector Streets – surface streets providing more access, but less mobility, than the minor arterial streets, and provide direct travel paths in town.
- » Local Streets – surface streets providing the highest level of access, but the least mobility. They connect principal residences and businesses to adjacent land uses.

The village of Ashwaubenon contains a full set of these roadways. The federal, state, and county highways, along with local roads, are described below.

- » Federal Highways - The single federal route within the village is the recently-designated Interstate 41. The Federal Highway Administration (FHWA) officially approved the Interstate designation in April 2015. Wisconsin’s newest Interstate runs concurrently with US 41 for the entire route. I-41 begins at the I-94/US 41 interchange located about one mile south of the Wisconsin/Illinois border. It follows I-94 north to the Mitchell Interchange, I-894 and US 45 around Milwaukee and then joins US 41 north to Green Bay where it ends at the I-43 Interchange. It is a major north-south route providing major transportation connections north to Michigan, and south to Appleton and Milwaukee.
- » State Highways - There are several state highways traversing the village. The two primary routes are STH 172 and STH 32. STH 32, also named Business US 41, runs north-south along the west side of the Fox River and serves the east side of Ashwaubenon.
- » County - The designated County routes in Ashwaubenon include: CTH AAA (Oneida Street/Waube Lane), CTH EB (Packerland Drive), CTH H (Broadway), CTH HH (Hansen Road/Vanderperren Way), CTH VK (Lombardi Avenue), CTH G (Main Avenue), and CTH YY (Pilgrim Way).
- » Local - The village’s road system also includes principal arterials, minor arterials, and collectors. Local roads, considered general residential streets, account for the remainder of the surface streets in the village. Ashwaubenon’s principal and minor arterials are subsequently identified (see map at the end of this chapter).

- » Principal Arterials (multi lane) - Oneida Street (4/6-lanes), Ashland Avenue (4 lanes, divided), Airport Drive (extension of STH 172, 2/4 lanes), and Lombardi Avenue (4 lanes divided).
- » Minor Arterials - Broadway Avenue, Holmgren Way (Lombardi-Hansen), Ridge Road (Lombardi-Cormier), Packerland Drive, Cormier Road, Hansen Road (Broadway-Oneida), Waube Lane, Main Avenue, Fernando Drive, and Grant Street.



Figure 48. Interstate 41 map  
Source: FHWA

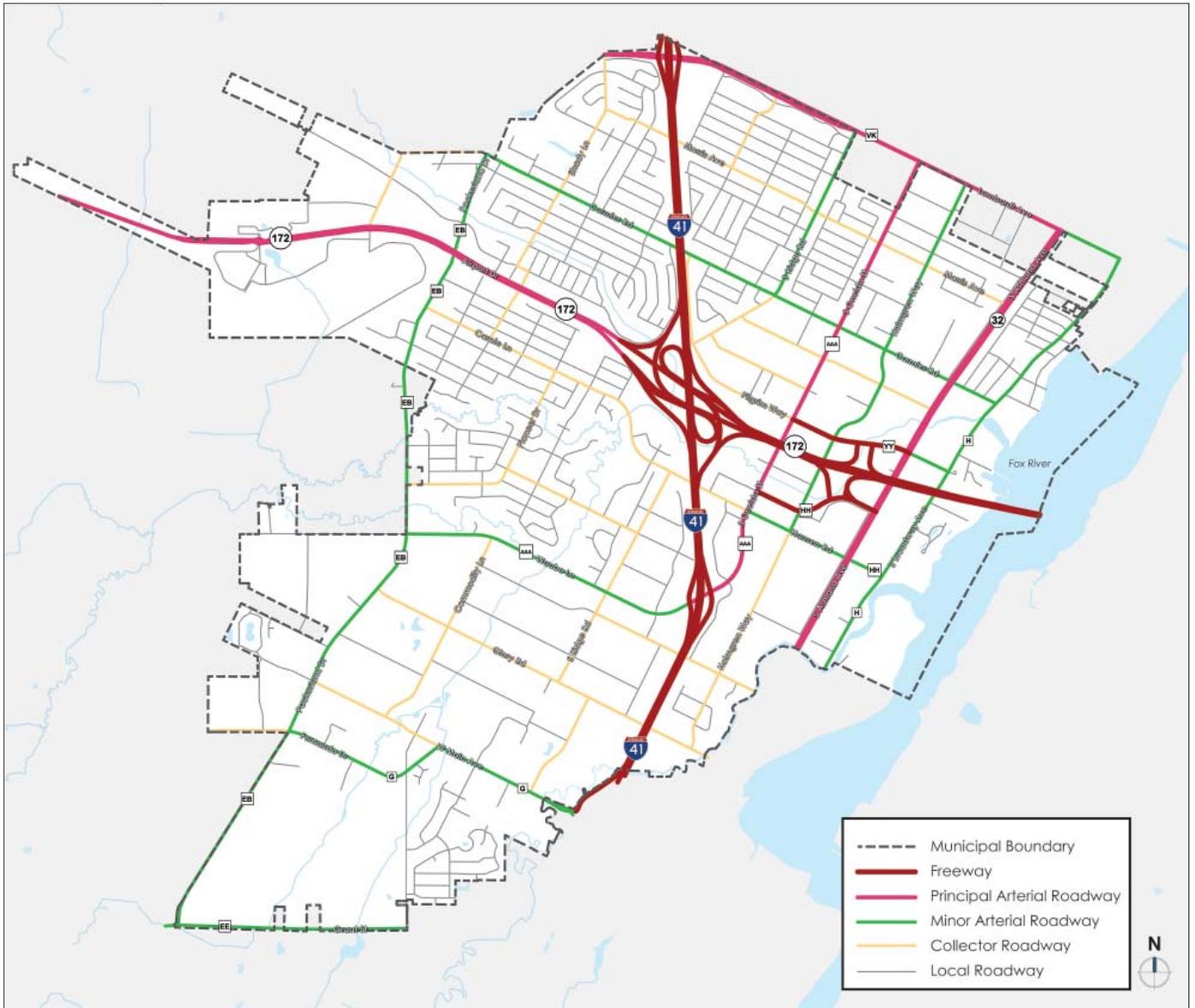


Figure 49. Vehicular Transportation - Roadway Classifications

Source: Village of Ashwaubenon and GRAEF

## MULTI-MODAL

### Transit

Transit service to Ashwaubenon is provided by the Green Bay Metro System. The Metro System consists of fifteen full service fixed bus routes in the metropolitan area. Four routes serve the village. This is an increase in routes that serve the village since 2004. All four transit lines include a stop at Bay Park Square Mall.

- » Route 8 Green Line: Connects Bay Park Square Mall with Lambeau Field and downtown Green Bay and the Transit Center
- » Route 9 Tan Line: Connects Bay Park Square Mall with Lambeau Field and downtown Green Bay and the Transit Center
- » Route 10 Yellow Line: Serves the central portion of Ashwaubenon and runs through areas including the riverfront, Bay Park Square Mall, the Industrial Park and Pioneer neighborhood
- » Route 17 Brick Line: Connects Bay Park Square Mall to downtown De Pere

Green Bay Metro System also includes a number of limited service routes as well as Green Bay Packers game day routes that connect metro-area hotels with Lambeau Field.

### Bicycles

Metropolitan Planning Organizations in Wisconsin, including the Brown County Planning Commission, advocate the construction of bicycle lanes and the development of pedestrian and bicycle transportation plans. The Village of Ashwaubenon has made significant progress in expanding its bicycle and pedestrian network in the past decade. A number of multi-use trails are located throughout the village including areas such as Packerland Drive, Waube Lane, Sand Acres Drive, Main Avenue and portions of the Fox River. Dedicated bicycle lanes are located along Broadway Avenue and Hansen Road (Oneida-Broadway). Future plans call for increased linkages to destinations in the village. (see map at the end of this chapter)

### Pedestrian Facilities

Pedestrian facilities include elements such as sidewalks, crosswalks and multi-use trails. A major issue identified within the 2009 Village of Ashwaubenon Comprehensive Pedestrian and Bicycle Plan was the lack of sidewalks, crosswalks and general interconnectivity between existing pedestrian facilities within the village. The maps at the end of this chapter show the drastic difference between Ashwaubenon and nearby municipalities in sidewalk accommodations alone. Existing sidewalks are focused along major roadways within the village. The majority of residential neighborhoods have no sidewalks along the local roadways. Looking to the future, ***the Village envisions a pedestrian system that connects destinations, provides safe options for all segments of the population, and enhances the Village's economy, health and quality of life.***

A key component of any effective transportation system is the provision of services for persons with disabilities. The Americans With Disabilities Act (ADA) of 1990 has raised awareness and generated actions at local, state, and national levels to provide access for persons with disabilities. This legislation has resulted in requirements for the design of transportation facilities for pedestrians and bicyclists.

Transportation in commercial and residential areas must provide access for persons with disabilities. Transportation provided must be accessible for all persons, regardless of race, income, disability, or age. Typical accommodations include sidewalks with curb cuts at intersections for wheelchair accessibility, crosswalks with appropriate lighting, and pedestrian ramps meeting the ADA requirements. Businesses must insure that their facilities accommodate persons with disabilities.

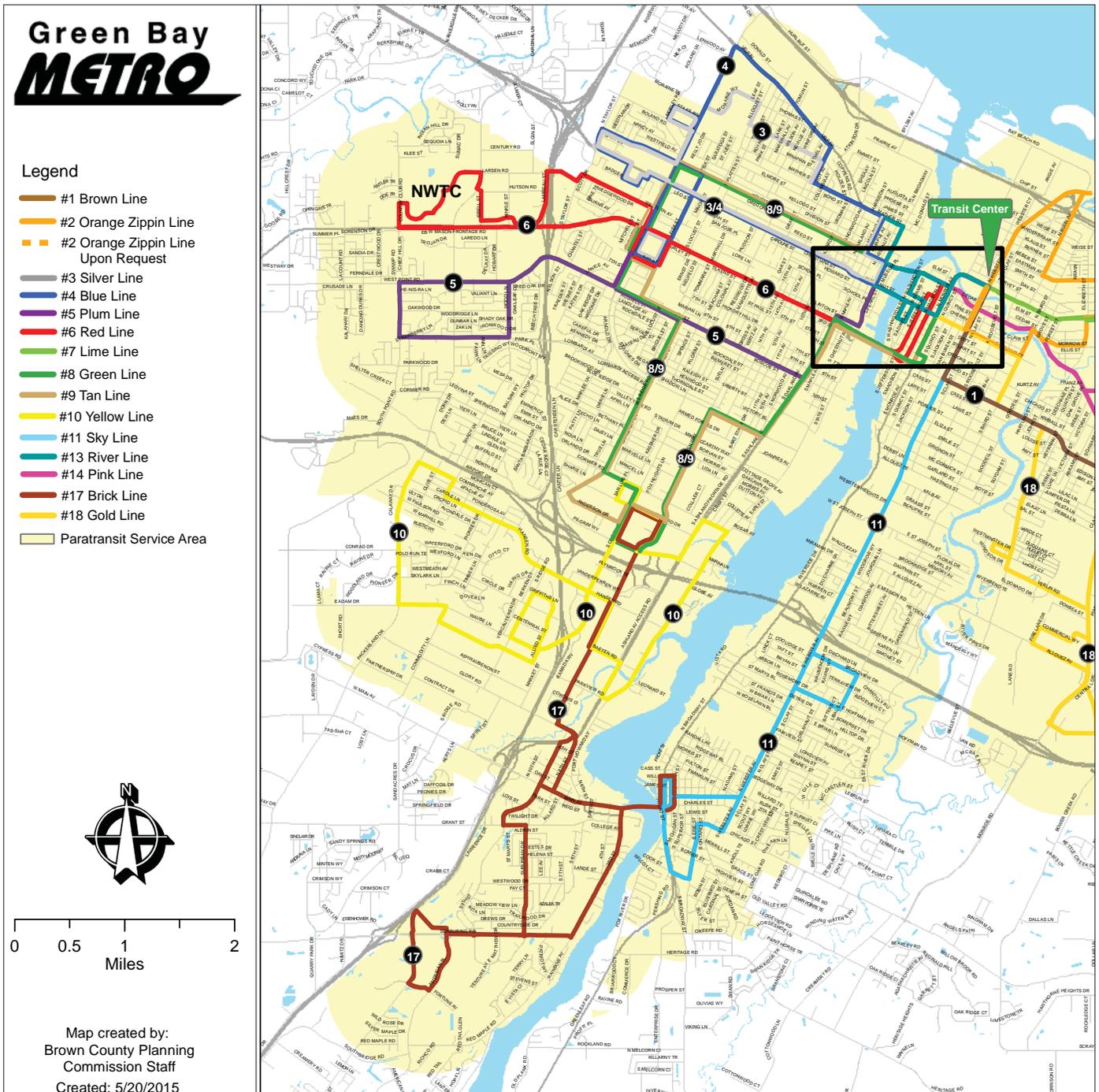


Figure 50. Green Bay Metro Route Map

Source: Brown County

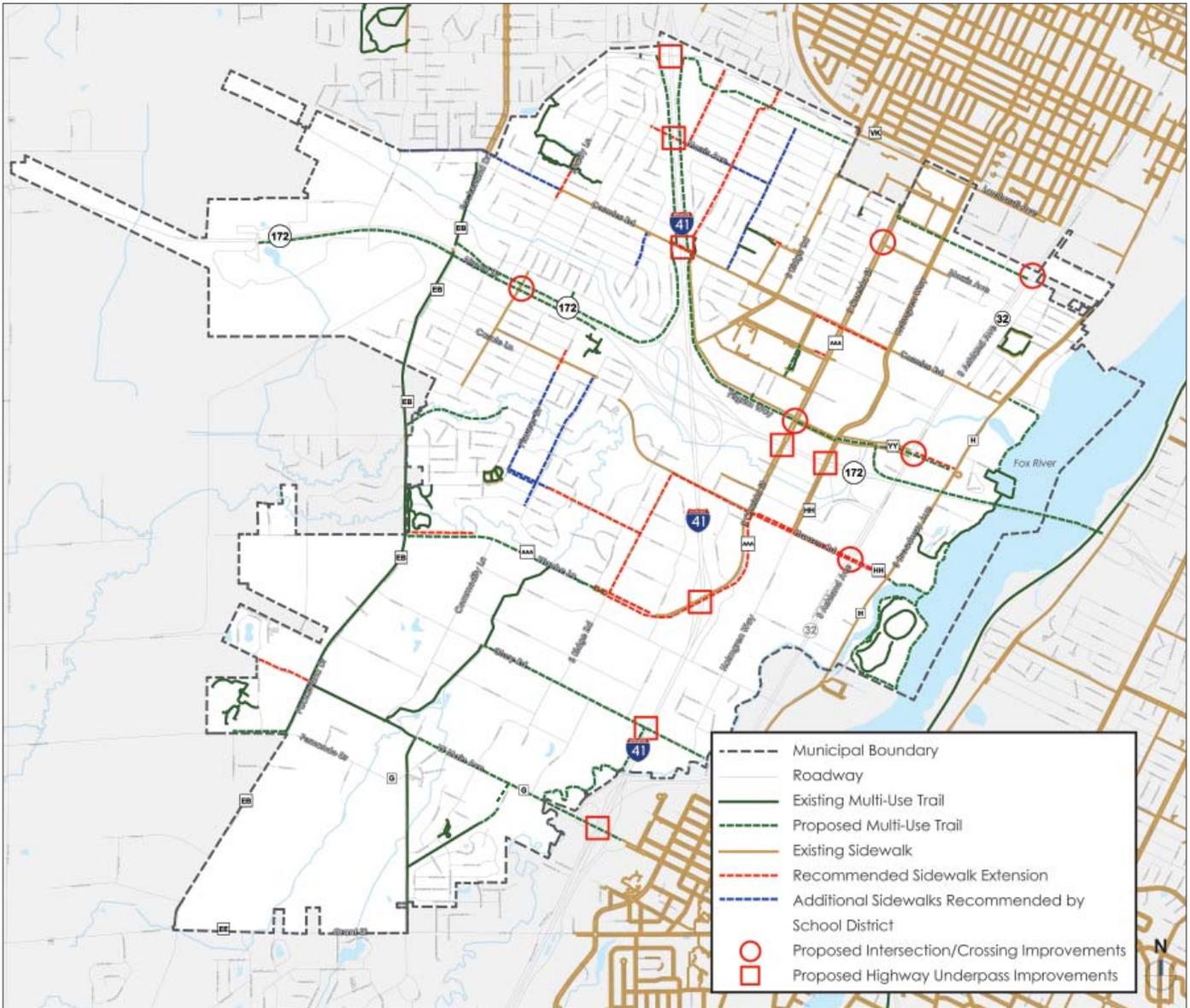


Figure 51. Pedestrian Transportation Network

Source: Brown County

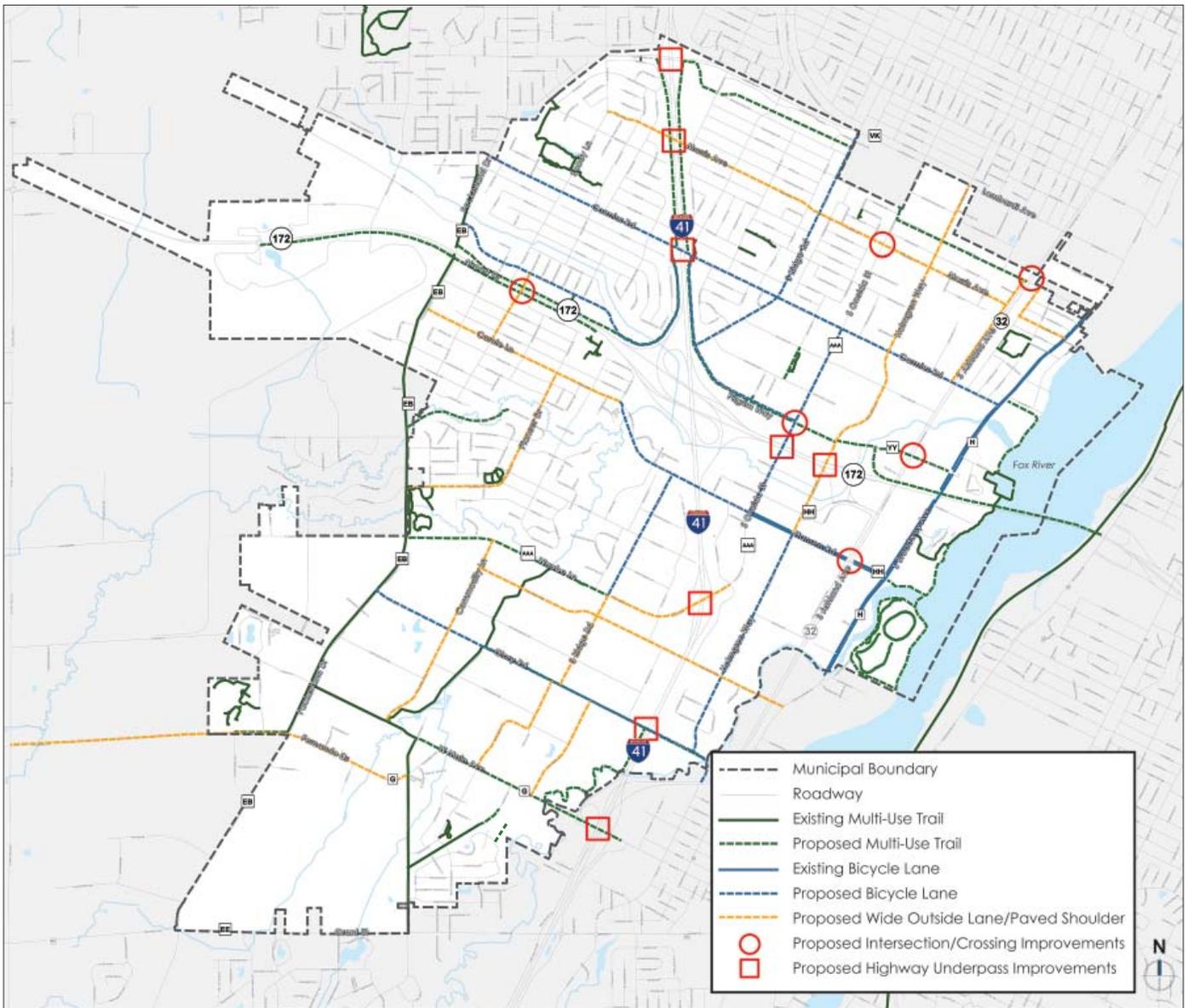


Figure 52. Bicycle Transportation Network

Source: Brown County

## FREIGHT

### Railroads

Canadian National Railroad maintains a route along the east side of Ashland Avenue. This route serves the industrial and warehousing businesses of Ashwaubenon. Since all crossings in the village are at grade, this service results in some traffic delays on village streets.

### Air Transportation

Austin Straubel International Airport (GRB) is the third largest airport in the State of Wisconsin. The Airport serves the citizens and business community of Brown County, northeastern Wisconsin, and portions of Michigan's Upper Peninsula. The Airport supports both commercial and general aviation activities. An international airport, GRB has a US Customs office in the main terminal. The Airport is currently served by five major airlines with seven direct service cities with connections available to any destination in the world.

Austin Straubel Airport is located in the western portion of Ashwaubenon on STH 172. The majority of the airport grounds are located in the village of Hobart/Oneida Indian Reservation, with portions extending into the village. Owned and operated by Brown County, the airport is classified as a Primary Commercial Service airport in the FAA's National Plan of Integrated Airport Systems (NPIAS) and a Commercial Service airport in the Wisconsin State Airport System Plan.

In 2010, the airport enplaned nearly 365,000 people and 185,000 pounds of air cargo. The airport also recorded over 85,000 aircraft operations and was home to 125 based aircraft including 12 jet, 83 single-engine, and 30 multi-engine aircraft.

Austin Straubel Airport is currently in the process of being rebranded as the Green Bay International Airport. This discussion is further developed in the Economic & Community Development chapter.

### Trucking

One advantage of a well-developed roadway network is the ability to serve commercial trucking operations in the area. US 41, STH 172, and north-south arterials such as Holmgren Way and Ashland Avenue provide for an effective system of over-the-road freight delivery to and from village commercial and industrial facilities.

### Water Transportation

There is no defined water transportation system within Ashwaubenon. The major Fox River port is located in the City of Green Bay.

## PLANS

The requirement for compatibility between state and local transportation plans is a major component of the Smart Growth legislation. Current state, regional, and other applicable transportation plans were reviewed as part of the planning process for this Update. Key issues and recommendations have been folded into this chapter where appropriate.

- » Wisconsin Bicycle Transportation Plan 2020
- » Wisconsin State Pedestrian Policy Plan 2020
- » Wisconsin State Airport System Plan 2020
- » Midwest Regional Rail System (MWRRS) Executive Report
- » Wisconsin State Highway Plan 2020
- » Green Bay Urbanized Area 2015-2019 Transportation Improvement Program (TIP)
- » STH 172 Corridor Study, 1995
- » Brown County Bicycle and Pedestrian Plan Update 2011
- » Connections 2030 Long-Range Multimodal Transportation Plan

## OPPORTUNITIES

The transportation system in most American cities is dominated by the automobile. It is an important reminder to note that other forms of transportation such as mass transit, bicycles, and walking are critical components of a “livable community.” Different transportation modes should not be viewed as an “either/or” system but rather as a set of choices providing each individual with multiple opportunities for circulation and movement. Past studies examined questions of school safety, congestion, signage and interconnection. Typically the issues for most inner ring metropolitan suburbs concern the question of reducing traffic in each neighborhood but, at the same time, distributing traffic such that no single neighborhood bears the brunt of increased car traffic. This dilemma is another reason why non-auto-oriented modes of circulation are often considered.

### Pedestrian and Bicycle Facilities

The Village of Ashwaubenon continues to enhance and expand bicycle and pedestrian routes within the community. This is important since it allows for an alternative to the automobile for short trips. An extensive network of proposed pedestrian and bicycle facilities will provide linkages to most areas within the village. Specific examples of future improvements include:

- » Pilgrim Way: Improved pedestrian facilities across Ashland Avenue to connect the riverfront to the Oneida/Holmgren shopping district
  - » The section of Pilgrim Way from Holmgren Way to Ashland Avenue will be reconstructed in 2016 with the addition of sidewalks on both sides of the street and a new west-bound Pilgrim Way to north-bound Holmgren Way turn lane. In 2018, the WDOT is scheduled to repave Ashland Avenue from De Pere to Green Bay. At this time, the WDOT will install the crosswalk features at Pilgrim Way/Ashland Avenue. The Village then intends to extend the sidewalk along Pilgrim Way from Ashland Avenue east to South Broadway.

- » Main Avenue Trail: Extension of the existing trail on Main Avenue to the De Pere traffic circle (I-41)
- » Waube Lane: Improved pedestrian facilities between Allied Street and Packerland Drive including a multi-use trail along the south side of Waube Lane from South Ridge Road to Packerland Drive
  - » The WisDOT will be completing the I-41/Waube Lane Interchange construction in 2016/2017. This construction will extend the sidewalk along the north side of Oneida Street (Waube Lane) out to Allied Street. Upon completion of the 41 construction, the Village intends to extend the sidewalk from Allied Street up to South Ridge Road.

### Continued Flexibility

The maps at the end of this chapter show elements such as existing pavement conditions and future infrastructure plans. The Village of Ashwaubenon strives itself on meeting the needs of its residents and businesses. The Village continually updates its ‘Major Construction’ plans to address the infrastructure improvement needs (see 2015-2020 Major Construction Map). The Department of Public Works has been and continues to be flexible with these plans in order to meet the needs and desires of major opportunity areas within the village.

# RECENT ACHIEVEMENTS

- » **Sand Acres Drive and Trail**
  - » Off-street, paved trail that runs from Grant Street to Main Street
  - » Connects Lawrence to Ashwaubenon
- » **Main Street Trailhead**
- » **Pilgrim Way (Cormier to Oneida)**
  - » Addition of curb and gutter and roadway repavement
  - » Addition of sidewalk that now provides pedestrian route from Cormier Road to the High School campus and provides a pedestrian route from the multi-family along Pilgrim Way to the shopping district
- » **Oneida Street**
  - » Street reconstruction
- » **Interstate 41**
  - » Roadway improvements made to travel lanes and on/off ramps



Figure 53. Main Street Trailhead  
Source: GRAEF

## CHAPTER 5:

# TRANSPORTATION GOALS

- » Maintain services and infrastructure improvements.
- » Continue to balance existing, confirmed needs for transportation improvements with the flexibility needed to respond to new, emerging issues.
- » Ensure the high-quality appearance of transportation corridors throughout the village.
  - » Pilgrim Way crossing Ashland to the retail district
  - » Extension of Main Avenue trail to the De Pere traffic circles
  - » Waube Lane: improved pedestrian facilities between Ridge Road and Allied Street
- » Coordinate with Green Bay Metro Transit to evaluate routes and travel times in Ashwaubenon and the wider region in terms of ridership, travel times, and population needs.
- » As appropriate, continue the creation of new sidewalks and safe pedestrian crossings in commercial and mixed-use areas as well as areas that could foster increased pedestrian activity, including cross times at intersections when making infrastructure upgrades.
- » Continue programs to ensure safe routes to schools for children and families.
- » Create more trails and trailheads village-wide to expand and interconnect the existing framework. Foster additional improvements to complement the trail connections linking the community parks and improve the promotion of the new and upgraded facilities, especially with regard to commercial and mixed use districts.



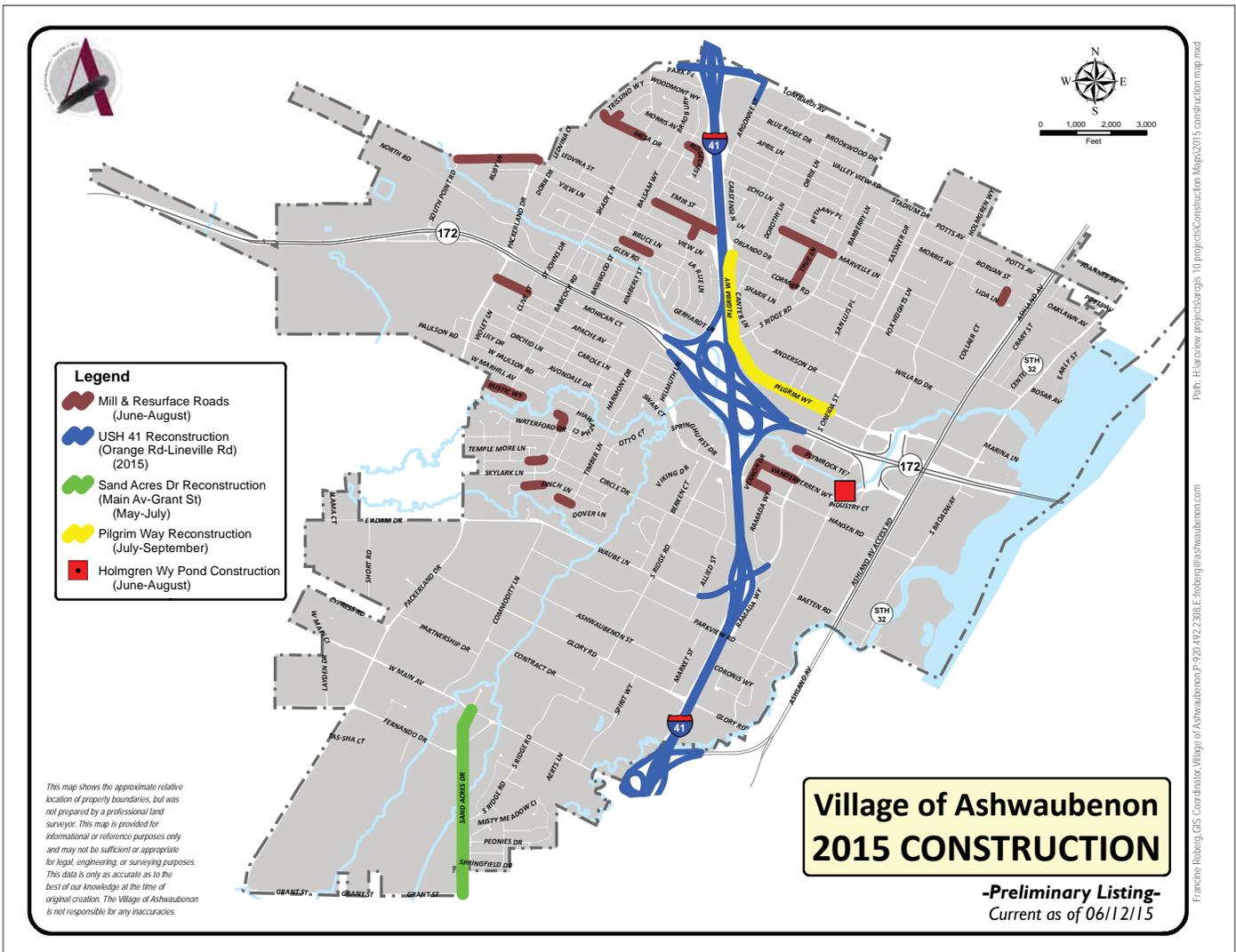


Figure 55. 2015 Construction Map  
Source: Village of Ashwaubenon

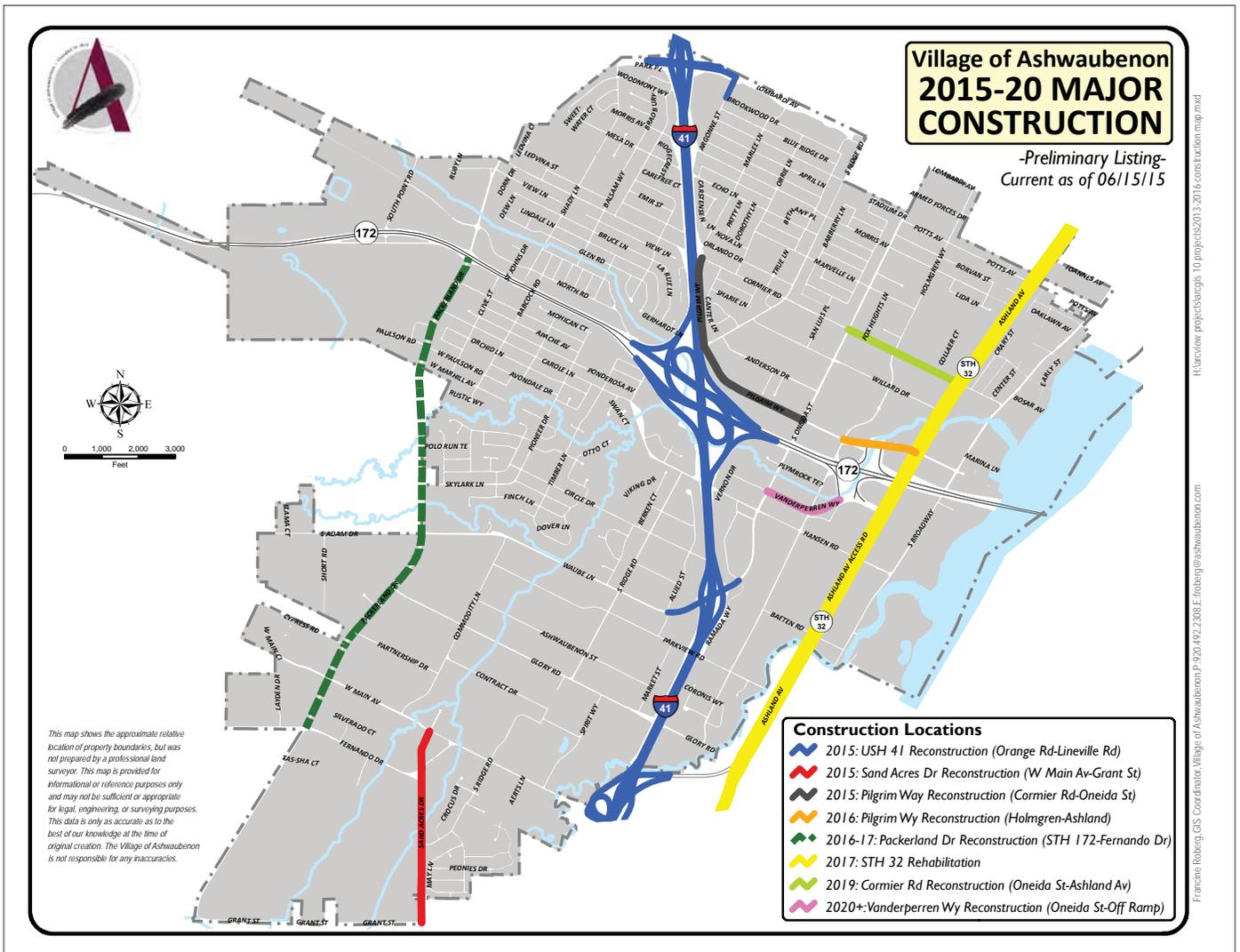


Figure 56. 2015-2020 Major Construction Map  
Source: Village of Ashwaubenon

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Source: Village of Ashwaubenon

# COMMUNITY SERVICES & FACILITIES

A key community value of the comprehensive planning process for the last century has been the ability to promote rational discussion among local leaders regarding capital investments in facilities and related expenditures. This includes both minor issues regarding repair and maintenance to long-term, multi-million dollar investments. Today it also includes investments in programs for private sector development. This chapter identifies some of the key types of assets that might be considered for discussion in future capital budgeting discussions.

## SHARED SERVICES

Use of shared services, especially from public authorities that can offer economies of scale, is major advantage provided to Ashwaubenon as a metropolitan suburb. While many communities often prefer to remain as independent as possible, shared services usually provide a more efficient and effective option.

### Solid Waste

Solid waste disposal in Ashwaubenon is administered by Brown County Port and Solid Waste via a cooperative agreement between Brown County, Outagamie County and Winnebago County. The transfer station is located at 3734 W. Mason Street in Hobart.

### Wastewater Treatment

Ashwaubenon is located in the Green Bay Metropolitan Sewerage District (GBMSD), or NEW Water. GBMSD is responsible for operations and maintenance of the wastewater collection system for eighteen municipal customers in the region. Most of Ashwaubenon's wastewater is treated at the De Pere location.

### Recycling

Brown County has recycling guidelines for all municipalities within the county. Household recyclables in the village are picked up curbside. Brown County also operates a Household Hazardous Waste Program at the Materials Recovery Facility (MRF).



Figure 57. Water tower located on Glory Road  
Source: Village of Ashwaubenon

## WATER SYSTEM

Ashwaubenon currently purchases all potable water from the Green Bay Water Utility through a water purchase agreement signed in 2005. The Village maintains its own water system (and operates the Water and Sewer Utility) with two connections to the Green Bay Water Utility system. Previous to this agreement, the Village operated seven ground water wells to supply the community with potable water. The Village has maintained four of these ground water wells for emergency backup service.

## STORMWATER MANAGEMENT

The Village of Ashwaubenon has a storm drainage system that is comprised of storm sewers, ditches and culverts and has been inventoried and mapped. Drainage basins associated with each storm drainage system are delineated and referenced to each systems outfall.

The Village of Ashwaubenon received a Phase II stormwater discharge permit (WI-S050075-1) effective October 11, 2006 specifying permit requirements. As part of meeting the mandated Wisconsin DNR requirements, the Village of Ashwaubenon has developed a stormwater management plan that addresses these permit requirements. The Village reports annually to the Wisconsin DNR to coordinate responsibilities being undertaken by the Village of Ashwaubenon.

Implementation and continuous monitoring of stormwater management features within the Ashwaubenon will allow the Village to meet the Phase II stormwater permit requirements and reach the goal of cleaner streams, rivers, wetlands and groundwater.

## PUBLIC SAFETY

The Ashwaubenon Department of Public Safety provides police, fire and rescue services along with a variety of prevention and community support functions to the Ashwaubenon community. **The Ashwaubenon Public Safety Department is the only cross-functional Public Safety Department in the State of Wisconsin** where all Public Safety Officers are State certified in the rolls of police, fire, and emergency medical services. The Village of Ashwaubenon has a population of approximately 18,000 people and a daytime working population of around 35,000 people. Ashwaubenon Department of Public Safety has “PRIDE” in serving the community. Each day Public Safety strives to do their very best to serve the community are to go the extra mile to meet individual needs.

The Department is made up of 50 Public Safety Officers, 25 paid on call fire fighters, and 6 civilian

support staff. Within the group of 50 Public Safety Officers their are specialized assignments; (2) school resource officers, (1) K9 handler, (4) investigators, and (1) Direct Enforcement Officer. They are all committed to answering calls for emergency assistance, helping to resolve non-emergency issues, investigating crimes, provide public education, and working with schools, neighborhoods, and the business community.

The Ashwaubenon Public Safety Department is an active participant with other Brown County public safety agencies with special services such as the Brown County Emergency Response Team, Brown County Drug Task Force, Brown County Crowd Control Team, Brown County OWI Task Force, Brown County Fire Investigation Team, Brown County Crimes Against Children Task Force, Brown County Crime Prevention, and Brown County Mutual Aid Box Alarm System (MABAS #112).

The Department supports and participates in several community outreach programs such as: Public Safety Citizens Academy, Volunteers in Police Services (VIPS), Explorer Post, Neighborhood Watch, DARE, Crime Prevention, and Public Education Program.

Ashwaubenon Public Safety is committed to providing high quality Police, Fire and Emergency Medical Services in partnership with the community through dedicated efforts and innovative programs. This mission is performed with dedication and professionalism while being fair and impartial, safeguarding the rights of all.

### Police Services

The Patrol Service provides the most visible and direct service to the community including:

- » Primary response to calls for service,
- » Preliminary criminal investigations,
- » Arrests, prisoner transport, and processing,
- » Traffic enforcement,
- » Accident investigation,

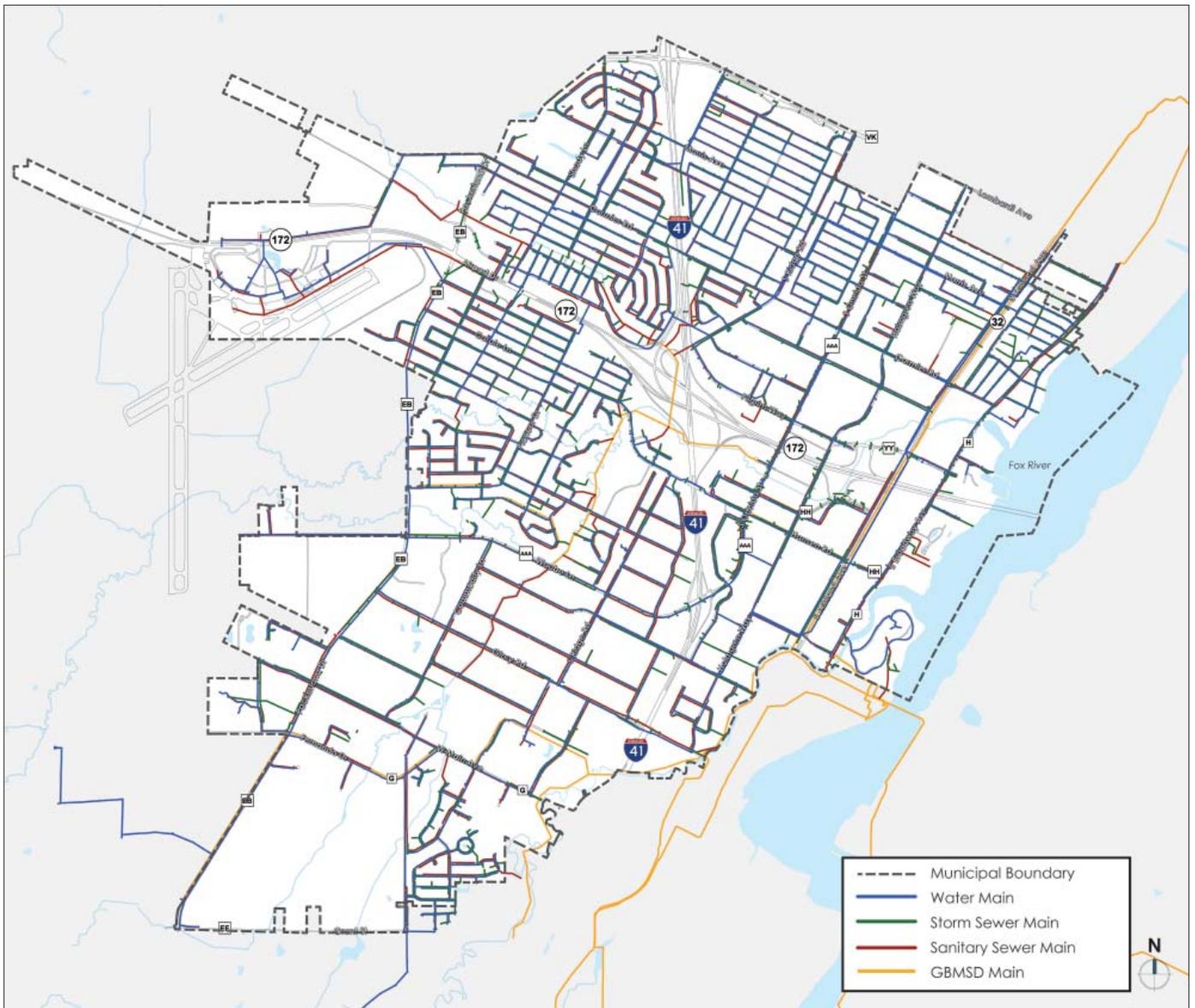


Figure 58. Sewer and Water Utility Map

Source: Brown County

- » Traffic direction and control, and,
- » Other related traffic responsibilities.

In addition, the Village provides extra police support to Lambeau Field during Packers games. The Village also offers bike patrols and motorcycle patrols during the summer months. The Department offers the following specialized services:

- » Traffic Safety Education
- » Special Events Services (charitable work and support of community activities)
- » Public Education (DARE, Police/School liaison, McGruff, Explorers, etc.)
- » Investigative and Youth Services

### **Fire & Rescue**

Public Safety officers, with the assistance of the paid-on-call firefighters, provide fire fighting assistance to anyone in need, 24 hours a day, 7 days a week, throughout the Village. Most fire/EMS calls are dispatched to the Department via radio frequency from the Brown County Public Safety Communication Center. EMS calls are received by telephone, radio, or walk-ins at the Public Safety Headquarters. All Ashwaubenon Public Safety officers are licensed emergency medical technicians. In addition, twenty officers are licensed paramedics.

### **Health Care**

While health and medical facilities are not typically included in Wisconsin’s comprehensive plans, it is an important issue which may be considered by the community for further discussion. This may include public health programs (such as screenings), services intended to increase the health of residents (e.g. programs to promote exercise) and related activities. While it is not measured for communities, it is well known that sickness and disability dramatically impact the performance of businesses and organizations with numerous employees. It could be reasonably surmised that public health programs have a general beneficial economic and social impact on the Village.

## **COMMUNITY FACILITY PROJECTS**

Residents of Ashwaubenon passed a \$21 million referendum in spring 2014 for a new community center, swimming pool and auditorium for the high school.

The partnership plans to spend \$3.9 million for a new community center at Klipstine Park, \$7.5 million for a community swimming pool, \$1.5 million for a warm-water activity pool and \$8 million for the auditorium.

The Ashwaubenon Historical Society plans to remodel the existing community center so they are able to take advantage of the park setting and community events at the new community center. Long term, it is anticipated that the Village Park, Recreation and Forestry department would relocate to the new community center.

The auditorium will be built on the corner of Ashwaubenon High School near South Ridge Road and Willard Drive. The aquatic center will be adjacent to the high school’s field house on Anderson Drive.

## **SCHOOLS**

The Ashwaubenon School District coordinates course offerings and programming with local agencies and organizations within the village and county. Focused on student and family health and wellness, the District provides an expanded course catalogue for students with diverse interests and specialty services for students with specific needs.

To offer additional classes to students and strengthen post-high school educational and job training opportunities, the Ashwaubenon School District works to coordinate with the Northeast Wisconsin Technical College (NWTC) and other local colleges. Ashwaubenon High School formed a Tech Ed Advisory committee to help students who choose to pursue training through technical colleges. In addition, high



Figure 59. Renderings of community facilities currently under construction: Community Center (top), Swimming Pool (center), Auditorium (bottom)

Source: Bray Architects

school students use NWTC’s welding facilities for car designs. Other services are available, including: assistance for GED, HSED, and alternative high school graduation studies, independent living options for 18- to 21-year-olds, and Youth Options programming.

The District also coordinates physical and mental health and wellness services with assistance from the Village. Special needs children’s programs and summer school/community programming are available. In response to a growing need identified by the District, the Village should consider expanding food pantry options and consider providing meals in the Fort Howard Park during the summer.

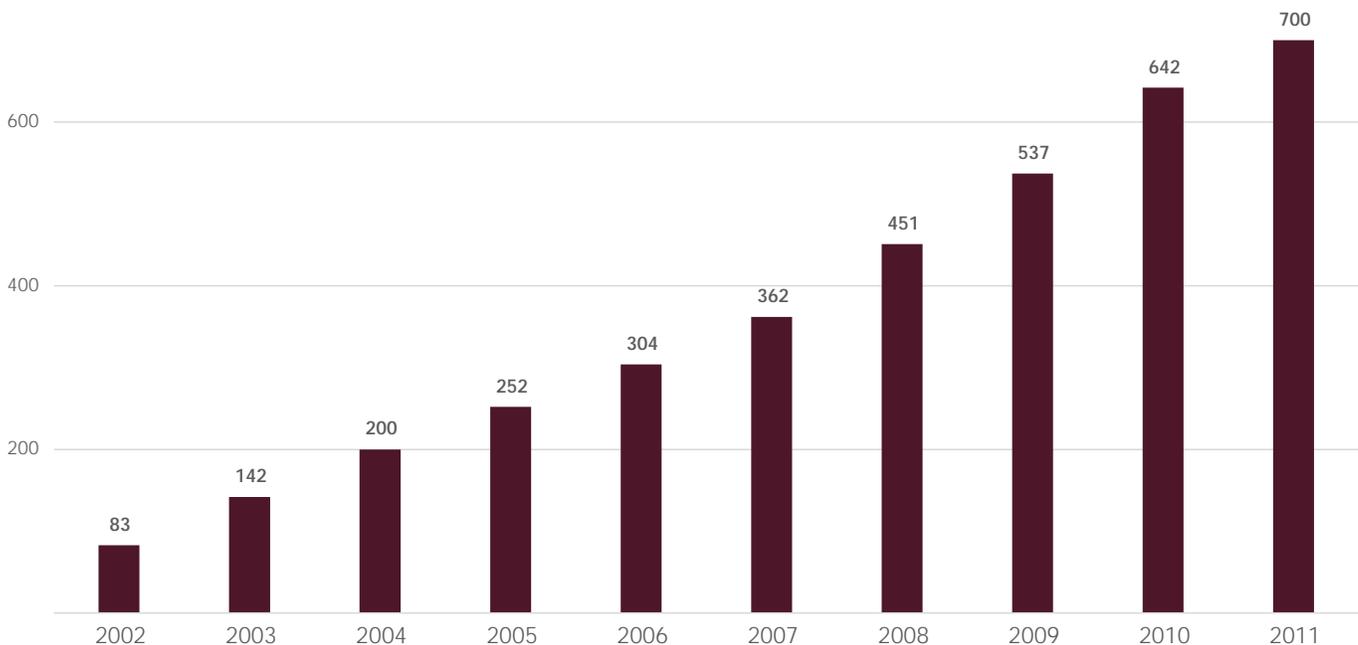
While residential enrollment has been declining for the District, Open Enrollment continues to increase. However, after the completion of the Community Center facilities mentioned previously, the Ashwaubenon School District

does not envision any additional renovations, expansions, or other major updates at the public schools within the village limits in the foreseeable future. The school districts provide a comprehensive Pre-K - 12<sup>th</sup> grade educational program and adequately meet current and future needs of Ashwaubenon.

### **BROWN COUNTY VETERANS MEMORIAL COMPLEX**

Located in Ashwaubenon, the Brown County Veterans Memorial Complex is made up of the Resch Center, Shopko Hall and the Brown County Arena. The Brown County Veterans Memorial Arena is an iconic structure for many who have lived in the Fox Valley Region over the years. Constructed in 1958, the aging arena has become outdated and is in need of major facility improvements. The Village of Ashwaubenon is working with Brown County to

## Ashwaubenon School District - Open Enrollment (Based on official 3rd Friday of September State Count)



Source: Ashwaubenon School District, Open Enrollment Fact Sheet

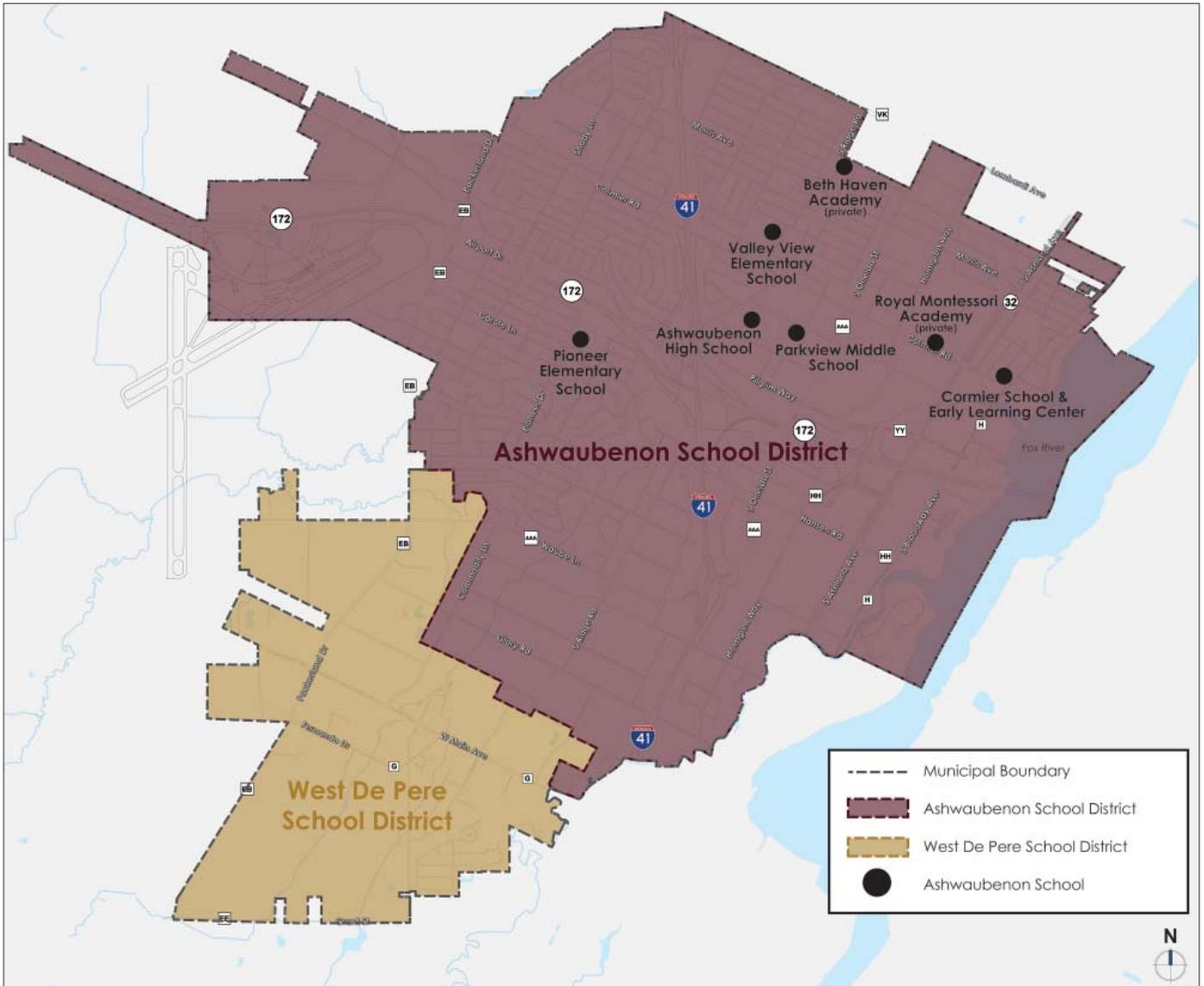


Figure 60. School districts and schools located within the Village of Ashwaubenon  
 Source: Brown County, 2015

<p><u>Cormier School &amp; Early Learning Center</u></p> <p>2280 S Broadway</p> <p>PreK-Kindergarten</p>	<p><u>Pioneer Elementary</u></p> <p>1360 Ponderosa Ave</p> <p>PreK-5</p>	<p><u>Valley View Elementary</u></p> <p>2200 True Ln</p> <p>Grades 1-5</p>	<p><u>Parkview Middle School</u></p> <p>955 Willard Dr</p> <p>Grades 6-8</p>	<p><u>Ashwaubenon High School</u></p> <p>2391 S. Ridge Rd</p> <p>Grades 9-12</p>
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examine future possibilities for the arena and how it can best compliment nearby development serve the residents of the region. The entire complex is an integral facility for Ashwaubenon that attracts visitors to the community and helps support future development initiatives in the areas south of the complex. See the Land Use Chapter for recommendations related to Village Center District.

## LIBRARY

The Village of Ashwaubenon relies on the Brown County Library system to meet its library needs. The Ashwaubenon branch was constructed in 1977 and is located at the corner of Orlando Drive and True Lane. The Village is interested in relocating or remodeling the

library within the next 20 years in order to meet the needs and desires of the community.

## VILLAGE HALL

The Village Hall is located at 2155 Holmgren Way and is in a central location between the shopping center of Bay Park Square and the entertainment venues to the north. All centralized departments are located within Village Hall including Administration, Assessor, Building Inspection, Clerk, Engineering & G.I.S., Finance, Municipal Court, Parks, Recreation & Forestry, Public Safety, Public Works & Streets, and Water & Sewer. As previously mentioned, the Department of Parks, Recreation and Forestry may be relocated to the new community center should the need arise and funds are available.



Figure 61. Village Hall monument sign  
Source: Village of Ashwaubenon



Figure 62. 1958 aerial view of the Brown County Veterans Memorial Arena and City Stadium in the background

Source: Packershistory.net



Figure 63. The Resch Center hosts a variety of entertainment and sports-related events including being the home of the Green Bay Blizzard indoor football team.

Source: Green Bay Blizzard Football

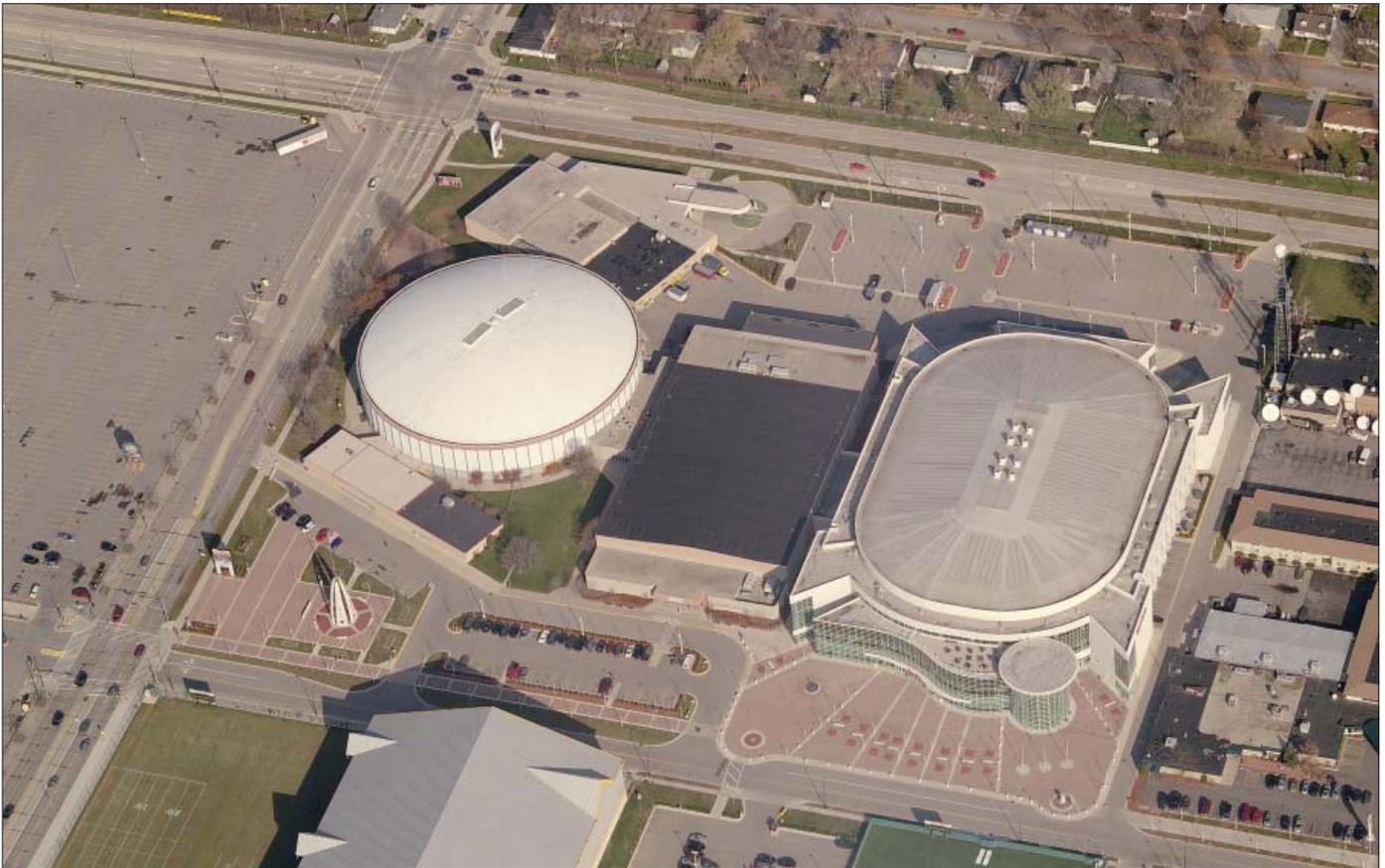


Figure 64. 2006 aerial view of the Brown County Veterans Memorial Complex (Brown County Arena, Shopko Hall, Resch Center)

Source: Pictometry



## CHAPTER 6: COMMUNITY SERVICES & FACILITIES GOALS

- » Continue strong support for school district(s) as a major value-added attraction of the village for new families. Market the strong school system in an effort to recruit/retain businesses and residents.
- » Work with schools to help fill schools and to provide training for local workforce needs.
- » Develop community facilities to respond to current and future needs and desires of businesses and residents.
- » Support economic development, particularly as it pertains to the enhancement of community services and facilities.
- » Identify existing County services and facilities and explore opportunities for increased collaboration to meet the needs and desires of businesses and residents.
- » Address needs for operational and maintenance costs for Village facilities including issues related to the community center, pool and aquatic center.
- » Program community facilities to support seniors with community classes.
- » Use the opportunities created by Titledown to promote local events and activities.
- » Use the redevelopment of the arena as a major opportunity. Work with the County, arena staff, and other organizations to maximize the social and economic value of the redevelopment for the village.





7

# LAND USE

The purpose of the Land Use chapter is to not only provide an inventory of existing land uses within the village, but also organize the variety of land uses into place-based neighborhoods, districts, and corridors. This inventory and organization will help guide the future direction for development that reflects the desired character of the community.

## EXISTING LAND USE

### Residential

Approximately 52 percent of the land in Ashwaubenon is used for residential purposes, as noted in the table below. This is an increase of over 13 percent from 2004. Most of the new residential construction that has occurred in Ashwaubenon during the past ten years has been single-family housing in southern areas of the village (Sand Acres). Older, single-family homes exist throughout the village but are concentrated in the north and northwest on either side of US 41 and in the southwest portion of the community. Most homes are located adjacent to, or nearby, one or more of Ashwaubenon's 22 parks. Multi-family housing and apartment complexes are also scattered throughout the village.

### Commercial

Since 2004, the percentage of land used for commercial purposes in the village has remained fairly stable at nearly 14 percent of Ashwaubenon's land base (see table below). With a total of 1,141.5 acres, commercial uses represent the second largest land use category following residential. The largest commercial sector in the village is located between Oneida Street and Holmgren Way. This includes the Simon Bay Park Square Mall. Additional commercial areas can be found on Packerland Drive south of Hwy 172, and within the Lombardi Avenue corridor in the northern part of Ashwaubenon.

### Industrial

The largest industrial area in the village is located east of the Southwest Business Centre adjacent to I-41 in the Ashwaubenon Industrial Park. The Southwest Business Centre is 350 acres in size and was developed for business and industrial uses. A smaller light industrial area is located north of Hwy 172 near the Austin Straubel International Airport. The remainder of the village's industrial land uses are primarily located between the Ashland Avenue Corridor and the Fox River. Together, these areas comprise 8.3% of the total land area in the village.

## LAND USE INVENTORY\*

Type	Area (acres)	Percent of Total
<i>Residential</i>	4,223.8	52.5%
<i>Commercial</i>	1,141.5	14.2%
<i>Industrial</i>	664.4	8.3%
<i>Transportation</i>	417.8	5.2%
<i>Communication and Utilities</i>	26.9	0.3%
<i>Institutional and Governmental</i>	183.6	2.3%
<i>Outdoor Recreation</i>	344.3	4.3%
<i>Agricultural</i>	530.4	6.6%
<i>Natural Areas</i>	500.3	6.2%

Source: 2015 Brown County Land Use Inventory

\* Land Uses are based on the Brown County Land Use Classifications table, available in the Appendix.

## Transportation

The Transportation land use type includes detailed sub-categories including local streets and roads, off-street parking, bus terminals, truck terminals, rail, and air. Austin Straubel International Airport occupies the largest portion of the total transportation land use area at 265 acres. (Only a portion of the airport is located within Ashwaubenon.) All transportation land uses account for 5.2 percent of total land area in the village.

## Communication & Utilities

The communication and utilities land use category accounts for the lowest percentage of land coverage within the village at 0.3 percent. Electrical substations account for the largest coverage at 15.6 combined total acres.

## Institutional & Governmental

Institutional and Governmental land uses occupy 2.3 percent of the village land area. This land use type includes uses such as schools, libraries, Village Hall and Sports/Entertainment venues such as the Brown County Arena and Resch Center.

## Outdoor Recreation

Ashwaubenon's 22 parks contain nearly 300 acres of land, and are located throughout the community. The largest of these are Ashwaubomay Park, Hidden Valley, and the Ashwaubenon Sports Complex:

- » Ashwaubomay Park is 84 acres in size and located on the west bank of the Fox River. One of its most popular features is a 3-acre, man-made lake with a sand beach that serves as a regional attraction during summer months. Residents may also use the Little League baseball fields, soccer fields, playground, horseshoe pits, and walking trails.
- » Hidden Valley is a 19-acre passive recreation park located near Schneider National, Inc. The park features a nature trail and viewing benches.

- » The Ashwaubenon Sports Complex is located in the far southwest portion of the Village. With 42 acres of space, the park is home to numerous athletic fields and courts, a skateboard park, playground, and the Cornerstone Community Center - an indoor ice arena. The village also boasts a unique public amenity in its cricket field. A 2015 addition to the community, the field was the first of its kind in the region and uses five acres of land.

## Agricultural

The village has 530.4 acres of agricultural land which account for 6.6 percent of the total land area. The majority of this land use is located in the southwest portion of the village, west of Packerland Drive, and north of the Airport. See the Neighborhoods-Districts-Corridors section of this chapter for recommended future uses of agricultural lands.

## Natural Areas

The Village has 500.3 acres of natural areas which occupy 6.2 percent of the total land area. An expanded description of these natural areas is available in chapter 4.

## EXISTING ZONING MAP

The zoning map for Ashwaubenon is viewable in the Appendix of this Comprehensive Plan Update.

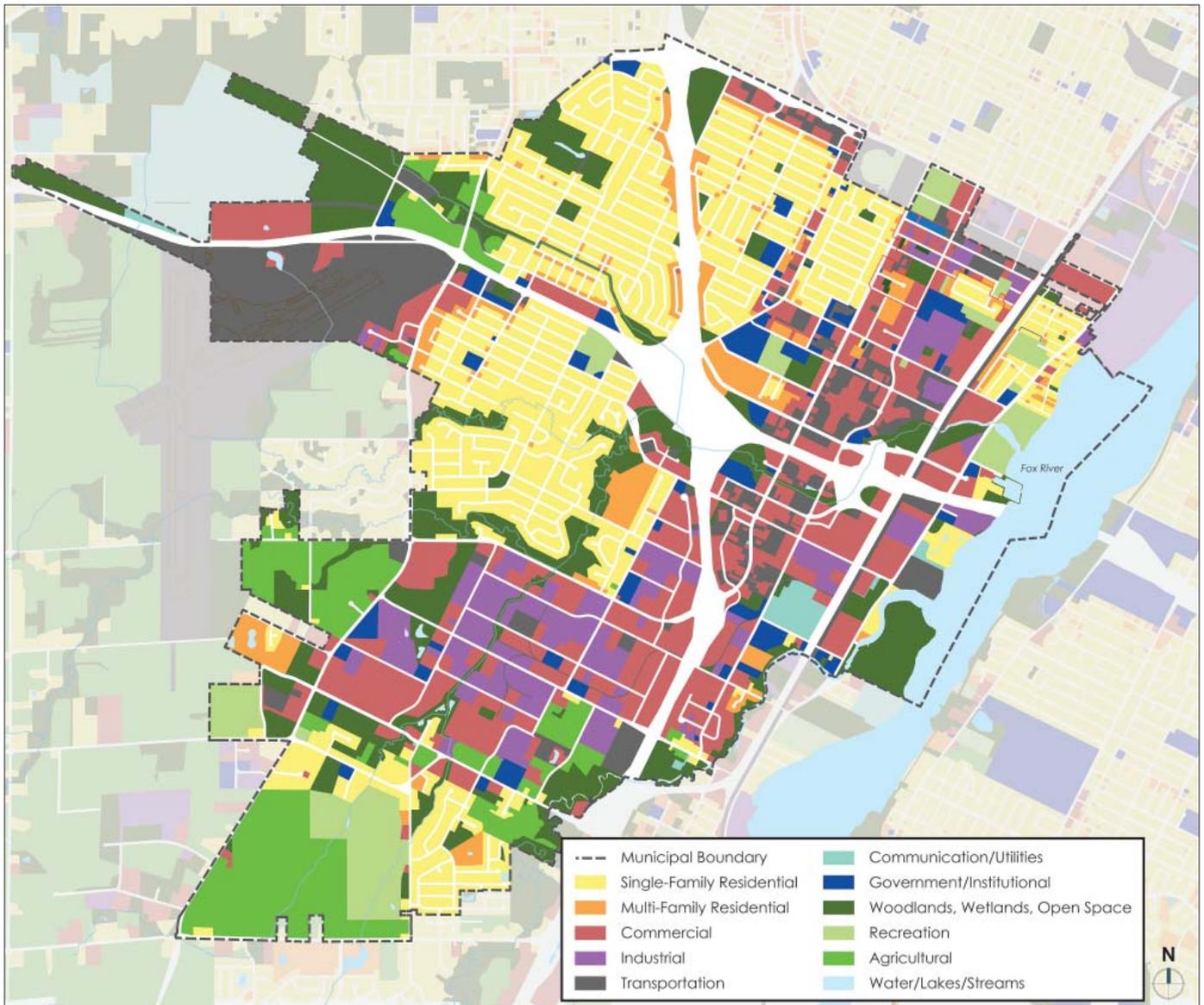


Figure 65. Village of Ashwaubenon Existing Land Use  
 Source: Brown County, 2015 data

## LAND USE PLAN

The Land Use Plan for the Village of Ashwaubenon consists of one map, one table, and the following text which collectively are referred to as the “Land Use Plan”:

- » ‘Neighborhoods-Districts-Corridors’ Map (Figure 66)
- » Future Land Use Recommendations Table (page 89)

The Land Use Plan should be used when reviewing and approving changes in zoning, planned unit developments (PUDs), conditional uses, land divisions, road alignments and circulation improvements, and related development matters. In all cases, consistency with the Land Use Plan should be a primary determinant of the recommendations and decisions made by the Village.

### LAND USE PLAN: NEIGHBORHOODS, DISTRICTS & CORRIDORS

Land use maps, both existing and future depictions, do not always reflect the character of a community. Often, a more effective way to view urban areas is to view them in terms of neighborhoods, districts, corridors, and other notable features. This practiced method views the community as a mix of places rather than as isolated land uses.

Ashwaubenon must guide future land use and zoning decisions based on this Land Use chapter. The ‘Neighborhoods-Districts-Corridors’ map (Figure 66) is the starting point for guiding these decisions. For Ashwaubenon, neighborhoods should be pedestrian-friendly and, while predominantly residential, offer a mix of uses and amenities. Districts should generally emphasize a special single use, while corridors should represent regional connectors of neighborhoods and districts.

The Village should be the liaison for a 3-step process in guiding land use and zoning decisions on a site-by-site basis:

1. Look at the Neighborhoods-Districts-Corridors map to locate the area in question and determine the name of the Neighborhood, District, or Corridor in which it falls.
2. Turn to the text descriptions and tables in this chapter for that Neighborhood, District, or Corridor to review what uses and objectives are outlined for the area.
3. Confirm what can happen on the site in question, and review what process may need to occur to support land use and zoning changes.

The ‘Neighborhoods-Districts-Corridors’ map shows many of the key defining components of Ashwaubenon. Many of the residential neighborhoods in the village possess tree-lined streets and parks located within easy walking distance. In some cases, visitors to the area may find Ashwaubenon neighborhoods indistinguishable from surrounding communities or adjacent neighborhoods. Using this map to foster neighborhood identity can prove valuable for Ashwaubenon in terms of generating new resident and visitor traffic.

Ashwaubenon should also be viewed as part of the larger metropolitan area. The Fox River provides the eastern boundary. The rural landscape of the Oneida Reservation and town of Hobart lies to the west. North of the village are the residential neighborhoods of Green Bay’s southwest side. South of the village is the town of Lawrence, a relatively undeveloped township experiencing a transition from agricultural to residential and commercial land usage.

Landmarks and gathering places both in and near the village informed the map. These include: the Fox Riverfront, Veteran’s Memorial Arena Complex, Lambeau Field, Bay Park Square, Ashwaubenon High School, Austin Straubel International Airport, Ashwaubenon Sports Complex, and the Oneida Casino Complex. The two major highways that bisect the village serve as major defining edges for many of the neighborhoods, districts, and corridors.

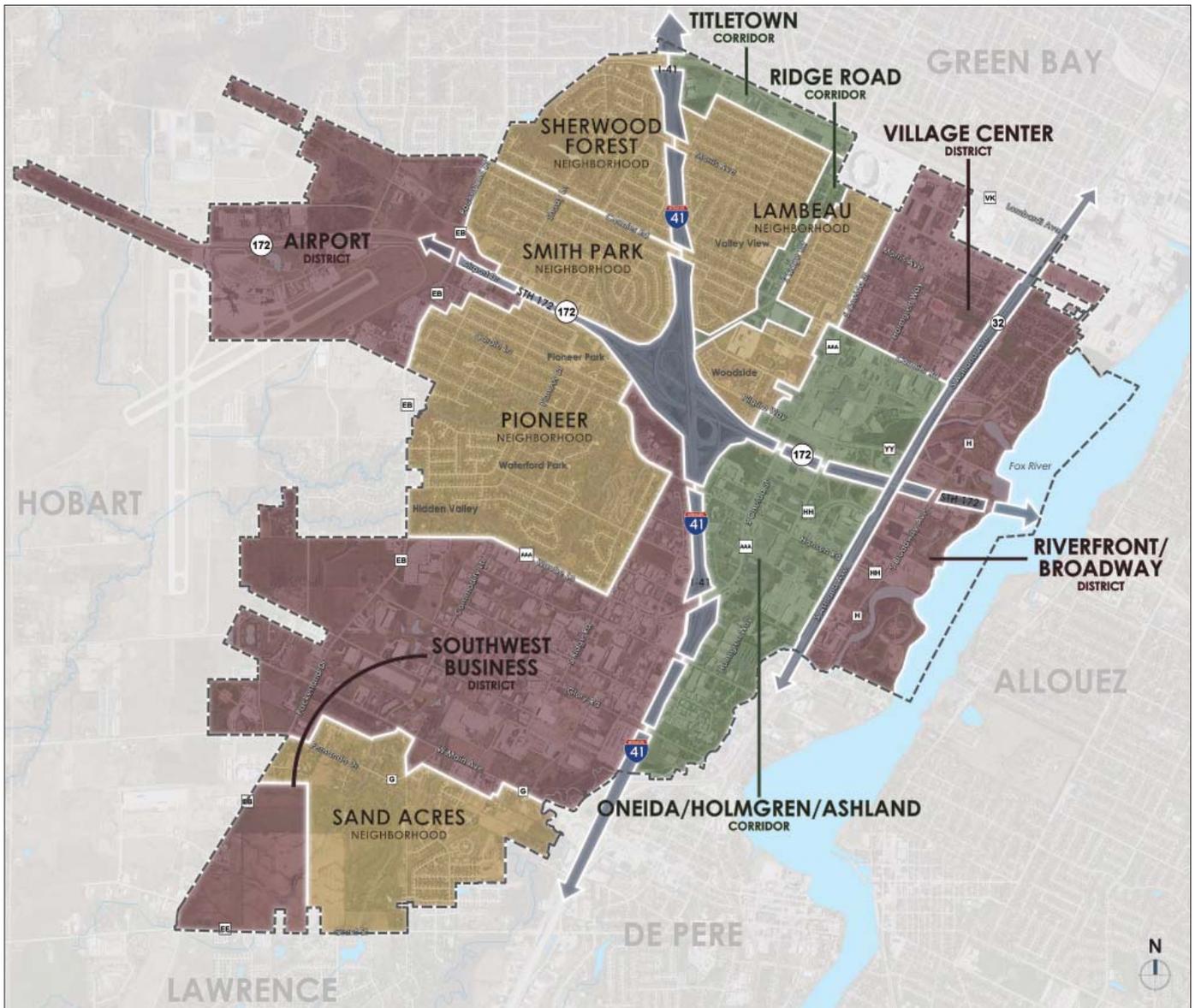


Figure 66. Village of Ashwaubenon Neighborhoods-Districts-Corridors Map

- Neighborhoods:**
- » Sherwood Forest
  - » Smith Park
  - » Lambeau
  - » Pioneer
  - » Sand Acres

- Districts:**
- » Airport
  - » Village Center
  - » Riverfront/Broadway
  - » Southwest Business

- Corridors:**
- » Titletown
  - » Ridge Road
  - » Oneida/Holmgren/Ashland

### **Sherwood Forest & Smith Park (Northwest Neighborhoods)**

The Northwest Neighborhoods, with Sherwood Forest and Smith Park, are relatively stable, quiet, and desirable residential neighborhoods bounded to the east by Interstate 41 and to the south by Hwy 172, the Airport to the west, and Green Bay neighborhoods to the northwest. There are few, if any, major changes suggested for this area. Over the long term, key issues will include maintaining infrastructure, stabilizing home values, maintaining high-quality community services, and offering easy access to jobs and retail stores.

### **Lambeau Neighborhood**

The Lambeau Neighborhood is bordered by Interstate 41 on the west, Hwy 172 on the south, and both the Village Center District and Oneida/Holmgren/Ashland Corridor on the east. To the north is the Titledown Corridor, which will house the new Titledown sports and entertainment area. The Ridge Road Corridor lies within the Lambeau Neighborhood, as it is a connector of neighborhoods and districts. The Lambeau Neighborhood faces unique opportunities. New commercial activity can increase the value of the area if, in fact, the entertainment district can be designed to blend with nearby residences. For example, well-designed townhomes along the north edge of Brookwood Drive could increase local home values and, at the same time, be an integral component of the Titledown area. In addition, the Ridge Road Corridor can be a major asset as a walkable retail district provided that it serves local needs. Woodside Senior Communities and Valley View Park/School also add to the character and value of the neighborhood. Over the long term, key issues will include creating additional, well-defined spaces for “Game Day” facilities, maintaining infrastructure and residential values, and providing easy access to jobs and retail stores.

### **Pioneer Neighborhood**

The Pioneer Neighborhood (like its counterpart – the Northwest Neighborhoods) has exceptionally strong environmental features included Pioneer Park, Waterford Park and Hidden Valley Park. It too is a stable, quiet, and desirable residential neighborhood bounded to the east by commercial development along Interstate 41, to the south by the Southwest Business District, to the north by Hwy 172, and to the west by rural/commercial areas along Packerland Drive. Over the long term, key issues will include maintaining infrastructure, home values, high-quality community services, and easy access to jobs and retail stores.

### **Sand Acres Neighborhood**

The Sand Acres Neighborhood is tucked into the southwest corner of the village. The neighborhood includes a number of environmental and recreational amenities including the Ashwaubenon Creek, Highland Ridge Golf Club, and Sand Acres Park. The neighborhood has seen significant investment in the form of new trails that connect residential properties to existing pedestrian and bicycle networks just north of the neighborhood. Long-term opportunities exist to expand the neighborhood west of Sand Acres Drive and Highland Ridge Golf Club with single-family residential. Over the long term, key issues will include installing infrastructure for new residential development (Village services do not currently reach land along Grant Street), conducting floodplain mitigation, maintaining home values, and providing access to high-quality community services and commercial amenities.

Due to the diminishing supply of undeveloped land within Ashwaubenon, it is likely that any traditional subdivision development will occur only in the far southwestern portions of the village. To insure that residential development occurs with the greatest benefit to the community, and at the lowest environmental cost, the Village should advocate ‘Conservation by Design’ or conservation subdivisions in this vicinity. The Natural Lands Trust describes Conservation By Design as follows:

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Conservation Design rearranges the density on each development parcel as it is being planned so that only half (or less) of the buildable land is consumed by house lots and streets. In this manner, the same number of homes can be built as with conventional subdivision development while allowing the balance of the property to be permanently protected and added to an interconnected network of community green space. This “density-neutral” approach provides a fair and equitable way to balance conservation and development objectives. See ‘Opportunity Areas’ section of this Comprehensive Plan Update for more details on future Sand Acres residential development.



Figure 67. Village of Ashwaubenon Neighborhoods  
 Source: GRAEF

### **Airport District**

As a county-owned and managed facility, the Airport District represents a unique circumstance. Small pockets of land might be usable for taxable purposes. It lies west of the Smith Park and Pioneer neighborhoods in the northwestern portion of the village. The 2013 Airport Master Plan shows a total of 427 acres of land that has been identified for non-aviation related development. For the long term, the interest of the Village may be to gain value from ease of access to and from the airport for local businesses. If airport traffic becomes more substantial and if expansion issues arise, the Village should play a major role in shaping the future of the facility, in conjunction with adjacent property owners.

### **Village Center District**

The Village Center District is located along the northeastern edge of Ashwaubenon between the Village limits to the north, Oneida Street to the west, Cormier Road to the south, and Ashland Avenue to the east. Over time, this district is positioned to become a vibrant, multi-story, walkable district with a mix of uses including multi-family residential, entertainment, commercial activity, and public places.

As part of Tax Incremental District #5 (TID 5), the Village has endeavored to find the right combination of development incentives and market feasibility to begin a revitalization process. It is expected that, as the Titledown area begins to emerge, developers will perceive lower levels of risk and, combined with Village incentives, help the initial creation of a much stronger, livelier mixed-use district.

The vision for TID 5 and the larger Village Center District is not to create an isolated, monumental space occupied solely by “grand gestures” and formal buildings. Rather, the vision for TID 5 and the surround adjacencies is to establish a true village center – one that connects north to Lombardi Avenue, south to Bay Park Square, west to Lambeau Field, and east to the Riverfront by offering metropolitan amenities for dwellers and visitors. Achieving this requires:

1. Carrying out, i.e. developing the “catalytic development opportunities” outlined in the 2015 TID 5 Master Plan and described in the opportunity areas section of this Comprehensive Plan Update,
2. Completing “critical interventions”, i.e. façade and interior improvements, on existing buildings throughout the TID 5 area,
3. Establishing a partnership between the Village, funders, property owners, and tenants to install landscaping, streetscape features, and wayfinding signage that is artistic, aesthetically pleasing, and supported by maintenance plans or agreements.

See the ‘Opportunity Areas’ section of this Comprehensive Plan Update for more details on future Village Center land uses.

### **Riverfront / Broadway District**

Ashwaubenon’s riverfront – the area between the Village limits on the north and south, and between Ashland Avenue and the Fox River – is characterized by a variety of land uses including industrial, commercial, residential, and park, among others. Development occurred as individuals land and business owners purchased and redeveloped existing properties. The Village has initiated efforts to improve the riverfront with the Riverway Marina, the National Railroad Museum, and Ashwaubomay Park.

Opportunities to model an upscale, compact housing format in the limited space of the riverfront development could, in time, lead other neighborhoods in the village to recognize the advantages of increased residential density. Increased densities would relax the current constraint of a nearly full single-family housing stock and reduce the per capita cost of Village services. The Village could create guidelines that would, over time, increase public access to the river (both visual access and physical access). Such guidelines would need to protect the rights of property owners while still facilitating the added economic and social value that increased riverfront usage would bring to the Village.

Long-term redevelopment options should include the expansion of trails, natural features, and housing that facilitates public access alongside private uses. Additional amenities would draw people to the District and create gathering spaces. As riverfront activities increase among other communities along the Fox, the Village might explore some forms of shared facilities, services, or marketing programs.

### Southwest Business District

The Southwest Business District includes many accessible, highly-valuable parcels for commercial and industrial activity. The Village should continue its efforts to market the sites to prospective clients. Properties along the southern portion of Packerland Drive and Main Street should be marketed for business park uses and additional amenities to increase the marketability of the Business Centre Park. This area (or the business center north of Hwy 172) could also become a 'high-tech' office park. See the 'Opportunity Areas' section of this Comprehensive Plan Update for more details on future land use considerations for the Oneida/Waube & I-41 intersection.

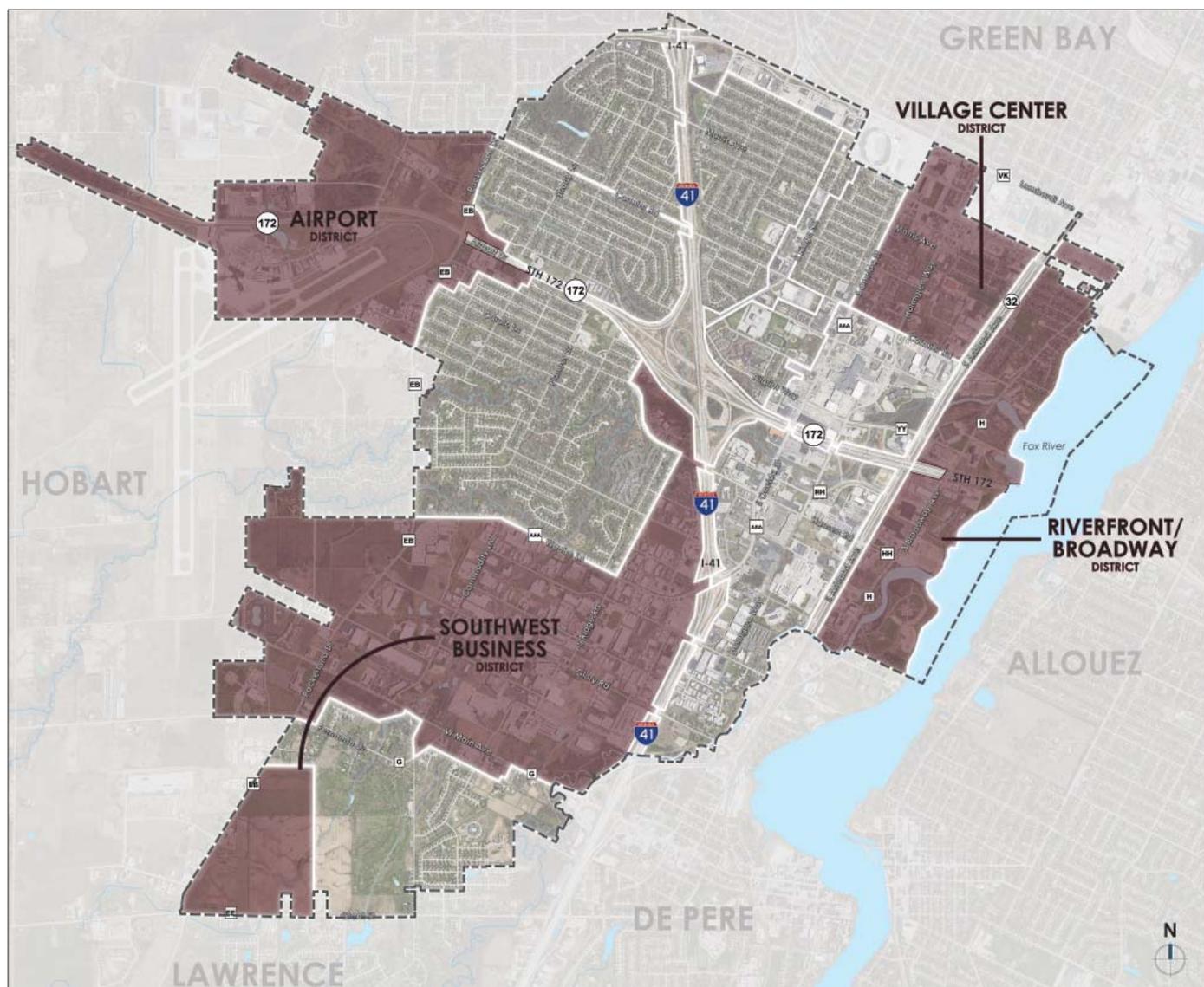


Figure 68. Village of Ashwaubenon Districts  
 Source: GRAEF

### **Titletown Corridor**

The Titletown Corridor, an area comprised mostly of land awaiting near-term redevelopment, is located between Interstate 41 and Ridge Road, and between the Village limits at Lombardi Avenue and Brookwood Drive. Early announcements of this redevelopment district suggest that it will be a nationally-recognized, year-round sports entertainment area. It is expected to have a long promenade and a series of public places surrounded by a variety of venues that will attract multiple age groups and customers. As a for-profit district, it should add substantially to the local tax base. At the same time, additional visitors can present challenges to residential neighbors, especially those who abut new development. Consequently, as redevelopment occurs, a variety of programs and investments can be employed to increase the compatibility of this corridor with the Lambeau Neighborhood to the south. See the 'Opportunity Areas' section of this Comprehensive Plan Update for more details on future land use considerations for the Titletown development.

### **Ridge Road Corridor**

As noted previously, the Ridge Road Corridor is a unique type of place. With its location on a minor arterial roadway between Lombardi Avenue and the properties just south of Cormier Road, Ridge Road contains features consistent with local neighborhood development. Historically, this seems to have emerged in response to traffic patterns and the outward economic impact of Lambeau Field. Given its unique location, a key planning issue will be how this corridor should change as Titletown grows, with an emphasis on its maintenance as a neighborhood- and pedestrian-friendly business environment. The economic performance of the corridor can be expanded and stabilized. The Village can evaluate the strategies being used to maximize the positive impacts of the new Titletown area vis-a-vis their impact on the Ridge Road Corridor.

### **Oneida/Holmgren/Ashland Corridor**

The Oneida/Holmgren/Ashland Corridor represents an excellent commercial business district that continues to display a maintained value over the past two decades. The Corridor is bounded roughly by Interstate 41 on the west, Hwy 172 on the north, Ashland Avenue on the east, and the Village limits to the south. Redevelopment of this Corridor must retain the convenient automobile-oriented customer base, while, at the same time, build pedestrian-oriented pockets that appeal to new renters who want to live in the Village Center or Riverfront / Broadway Districts, and might see Ashwaubenon as their "starter community" – the place to live as they build their careers and families.

This area is home to Ashwaubenon's primary shopping district and only regional mall within 25 miles, Bay Park Square. Oneida Street, Ashland Avenue and Holmgren Way are major north-south transportation corridors and are suited well for commercial development. This area offers relatively high-value retail activity organized in typical suburban fashion with a successful mall surrounded by numerous outlots and related uses.

This area should be planned to maintain and expand its ability to attract local businesses that can take advantage of the exceptional freeway access combined with short commutes for employees and nearby retail services. The location near the mixed-use, pedestrian amenities of the Village Center, the Fox River, and new rental units in walking distance should be attractive to businesses seeking a location for a facility.



Figure 69. Village of Ashwaubenon Corridors  
Source: GRAEF

## LAND USE PLAN: FUTURE LAND USES

### Neighborhoods:

- » Sherwood Forest
- » Smith Park
- » Lambeau
- » Pioneer
- » Sand Acres

### Districts:

- » Airport
- » Village Center
- » Riverfront/Broadway
- » Southwest Business

### Corridors:

- » Titletown
- » Ridge Road
- » Oneida/Holmgren/  
Ashland

The Neighborhoods-Districts-Corridors Map (Figure 66) illustrates the boundaries of the following neighborhoods, districts, and corridors. Within each neighborhood, district, and corridor, certain future land uses are considered to be:

- » Desirable,
- » Allowable, or
- » Undesirable.

Future land use types for each neighborhood, district, and corridor include:

- » Existing Uses,
- » Residential: Single Family,
- » Residential: Two & Three Family,
- » Residential: Multi-Family / Senior,
- » Mixed-Use: Commercial / Residential,
- » Mixed-Use: Commercial / Industrial,
- » Commercial - Office,
- » Commercial - Retail / Eating,
- » Commercial - Other,
- » Institutional: Governmental / Educational / Other,
- » Institutional: Sports Stadia / Arena,
- » Open Space & Recreational,
- » Agricultural,

- » Industrial
- » Traditional Neighborhood,
- » Conservation Subdivision, and
- » Suburban Subdivision.

The following Future Land Use Recommendations Table describes which future land uses are desirable, allowable, or undesirable in each neighborhood, district, and corridor.

Chapter 10 (Implementation chapter) outlines how the Village may elect to amend the Land Use Plan over time.

### FUTURE LAND USE RECOMMENDATIONS TABLE

Places	Preferred Future Land Uses & Activities													Preferred Residential Design			
	Existing Uses	Residential: Single Family	Residential: Two & Three Family	Residential: Multi-family / Senior	Mixed-Use: Commercial / Residential	Mixed-Use: Commercial / Industrial	Commercial - Office	Commercial - Retail / Eating	Commercial - Other	Institutional: Governmental / Educational / Other	Institutional: Sports Stadia/Arena	Open Space & Recreational	Agricultural	Industrial	Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision
Sherwood Forest Neighborhood	A	D	A	A	A	u	A	u	u	A	u	D	u	u	D	D	u
Smith Park Neighborhood	A	D	A	A	A	u	A	u	u	A	u	D	u	u	D	D	u
Lambeau Neighborhood	A	D	A	D	D	u	A	u	u	A	u	D	u	u	D	D	u
Pioneer Neighborhood	A	D	A	A	A	u	A	u	u	A	u	D	u	u	D	D	u
Sand Acres Neighborhood	A	D	A	A	A	u	A	u	u	A	u	D	u	u	D	D	u

**D = Desirable** - These uses should be encouraged and support the desired character of the area.

**A = Allowable** - These uses are appropriate for the area, but may require additional consideration to fit the vision.

**u = Undesirable** - Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

### FUTURE LAND USE RECOMMENDATIONS TABLE

Places	Preferred Future Land Uses & Activities														Preferred Residential Design		
	Existing Uses	Residential: Single Family	Residential: Two & Three Family	Residential: Multi-family / Senior	Mixed-Use: Commercial / Residential	Mixed-Use: Commercial / Industrial	Commercial - Office	Commercial - Retail / Eating	Commercial - Other	Institutional: Governmental / Educational / Other	Institutional: Sports Stadia/Arena	Open Space & Recreational	Agricultural	Industrial	Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision
Airport District	A	u	u	A	A	D	D	D	D	A	u	D	u	D	D	D	u
Village Center District	A	D*	u	D	D	u	A	D	u	A	D	D	u	u	D	D	u
Riverfront / Broadway District	A	A	A	D	D	A	A	D	A	A	u	D	u	u	D	D	u
Southwest Business District	A	u	u	u	A	D	D	A	A	A	u	D	u	D	D	D	u

**D = Desirable** – These uses should be encouraged and support the desired character of the area.

**A = Allowable** – These uses are appropriate for the area, but may require additional consideration to fit the vision.

**u = Undesirable** – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

\*Single family attached, or "townhouse" units, with common walls but separate entries and facilities, are desired. Single family detached homes are undesirable.

### FUTURE LAND USE RECOMMENDATIONS TABLE

Places	Preferred Future Land Uses & Activities													Preferred Residential Design			
	Existing Uses	Residential: Single Family	Residential: Two & Three Family	Residential: Multi-family / Senior	Mixed-Use: Commercial / Residential	Mixed-Use: Commercial / Industrial	Commercial - Office	Commercial - Retail / Eating	Commercial - Other	Institutional: Governmental / Educational / Other	Institutional: Sports Stadia/Arena	Open Space & Recreational	Agricultural	Industrial	Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision
Titletown Corridor	A	D*	u	A	D	u	A	D	A	u	u	D	u	u	D	D	u
Ridge Road Corridor	A	A	A	D	D	u	A	D	A	A	u	D	u	u	D	D	u
Oneida / Holmgren/ Ashland Corridor	A	u	u	A	D	A	D	D	A	A	u	D	u	A	D	D	u

**D = Desirable** – These uses should be encouraged and support the desired character of the area.

**A = Allowable** – These uses are appropriate for the area, but may require additional consideration to fit the vision.

**u = Undesirable** – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

*\*Single family attached, or "townhouse" units, with common walls but separate entries and facilities, are desired. Single family detached homes are undesirable.*

# OPPORTUNITY AREAS

The process to develop the Comprehensive Plan Update has identified several opportunities for reinvestment and re/development in Ashwaubenon. These opportunity areas hold the potential to increase the value – social and economic – of surrounding properties for the neighborhoods, districts and corridors in which they are nestled.

Community buy-in, dedication, innovative strategies, partnerships and funding will see these opportunity areas to implementation. Five priority opportunity areas are identified as part of this Comprehensive Plan Update. Due to their potential impacts on the village, initial design concepts for these areas are provided in the following pages. While other opportunity areas may exist in the village, these five areas were selected for their catalytic potential and current interest at the time of this plan. As these reinvestment and re/development sites become available, these concepts can advance the community's ability to formulate detailed plans.

## **Priority opportunity areas:**

1. Titledown
2. TID 5 - The Village Center
3. Riverfront
4. Oneida/Waube & I-41 Intersection
5. Packerland (south)

These opportunity areas are essentially outlined in order of local importance – that is to say, in the expected order of where Village and community resources are likely to be focused first, second, third, etc. Titledown is likely to absorb significant administrative resources on the part of the Village, thus lengthening the time during which the Village and community can focus on subsequent opportunity areas.

In the following sections, each opportunity area description first includes a quick look at the issues, and thereafter the opportunities.

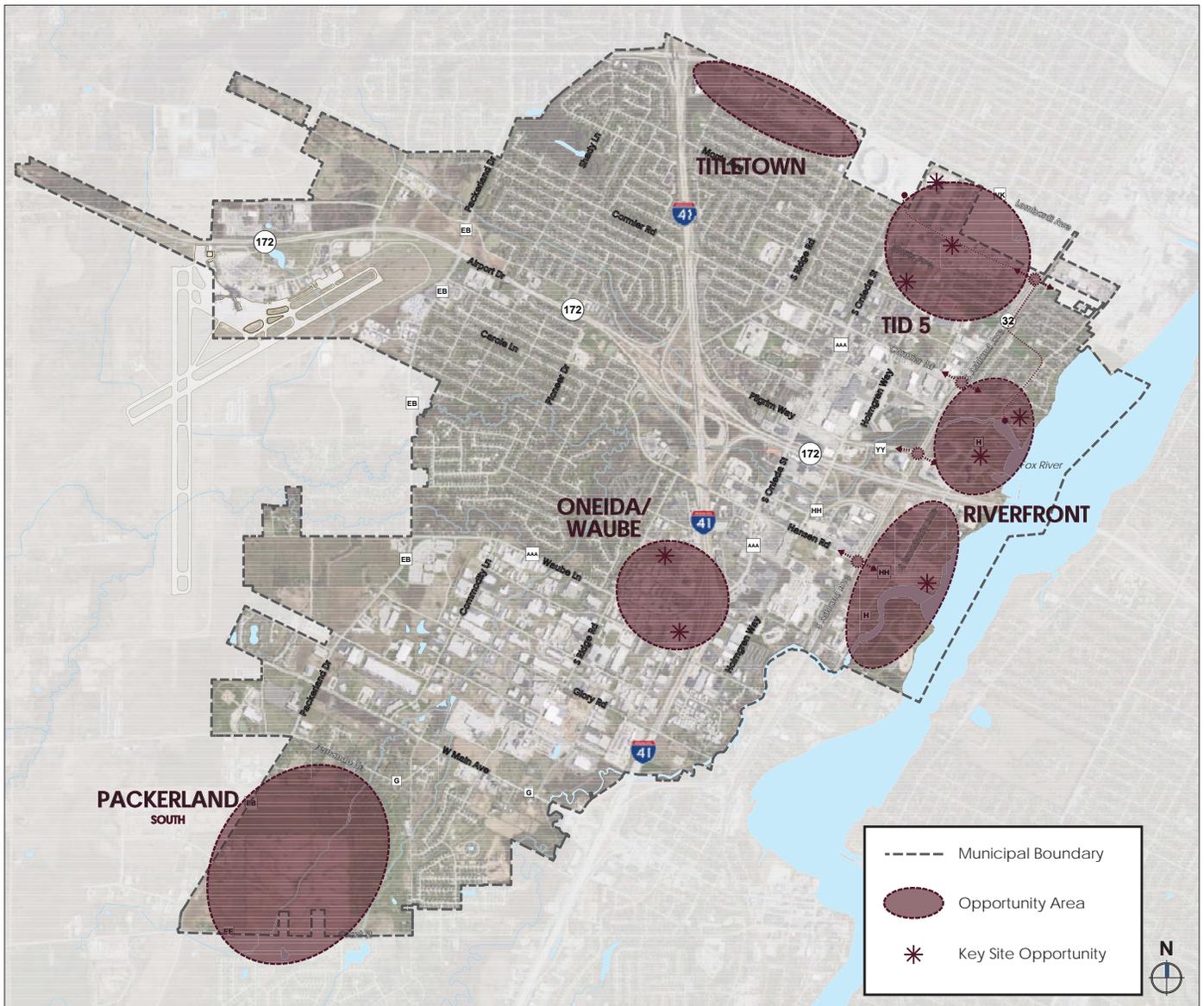


Figure 70. Village of Ashwaubenon Opportunity Areas

## TITLETOWN

### Issues

- » Vehicular/pedestrian conflicts at Ridge Road
- » Minimal parking supply to accommodate future development

### Opportunities

As Titledown is developed, the area to the west (between Marlee Lane, Argonne Street, Lombardi Avenue, and Brookwood Drive) and immediately to the south, will see changes. Managing these changes to foster positive outcomes (especially in terms of social and economic value) by working with, and proactively communicating with, local residents and property owners can minimize negative outcomes. The concepts shown in this plan are intended to achieve that objective by reflecting some of the land use and design principles desired by community members who attended the first open house.

#### A. Western blocks – residential courts

The area west of Titledown should be developed as residential courtyards with some amount of mixed use. The intention is to create attractive multi-family housing along the outer edges of each block, along the street edge. The interior of each block can be used for parking and/or internal gardens. The north edge of each block, along Lombardi Avenue, can be extensions of the surface parking system on the north edge of Titledown and could serve retail uses on the ground floor facing north.

#### B. Western blocks – townhomes (north side of Brookwood Drive)

The north side of Brookwood Drive (between Marlee Lane and Argonne Street) is intended to contain townhouses with individual entries facing south and parking garages along the north side (the interior of the block). These may be common wall structures with 3 to 6 units per set. This type of unit should be the same or higher assessed values compared to existing single family homes in the area.



Figure 71. Titledown Opportunity Area  
 Source: Packers.com (accessed December 2015) and GRAEF

**C. Western blocks – townhomes and duplexes (south side of Brookwood Drive)**

The south side of Brookwood Drive is also intended to contain smaller-scale residential units. These units could be townhouses that match the north side, or they could be smaller-density duplexes. Parking for these units should come from an alley on the interior of the block in lieu of larger garage doors facing Brookwood Drive. This smaller-scale residential development should act as an appropriate buffer to the existing single-family housing within the Lambeau Neighborhood to the south.

**D. Pedestrian connections and bike paths**

Pedestrian connections are envisioned along Brookwood Drive extending all the way to the Cabela’s retail store. In addition, a bike path system should link all the way from the Cabela’s, through the Titledown development, in and around Lambeau Field to the east side of the stadium, and connect to the proposed Lambeau Village area.

**E. Landmark structure**

This building location, at the critical intersection of Brookwood Drive and Marlee Lane, should be designed as a landmark that helps link the Titledown development to the west.

**F. Titledown on Brookwood Drive**

It is anticipated that the development of Titledown may involve the redevelopment of the south side of Brookwood Drive directly south of the new entertainment district. Assuming there are townhomes located on the north side of Brookwood Drive, the south side should also contain small-scale residential structures (possibly duplexes) with a pedestrian-friendly streetscape and front yards compatible with a residential district.



## TID 5 – THE VILLAGE CENTER

### Issues

- » Minimal parking supply to accommodate future entertainment-related uses
- » Existing disconnect between Lambeau Field and future development/redevelopment of entertainment and residential uses
- » Current lack of identity

### Opportunities

This subarea, east of Lambeau Field, offers great potential to reinvigorate the value and character of this district, including land within the TID 5 boundary. While this subarea is linked to Lambeau Field by geography, it offers little relationship to Lambeau in terms of social and economic value. A new vision can overcome this issue and spur stronger redevelopment. The key is to integrate Lambeau with the redesigned Brown County Arena, Resch Center and Don Hutson Center.

#### A. “Reflecting” Lambeau

Titletown offers a monumental landscaped public place as its major feature. The east side of Lambeau requires a different, but complementary strategy. The concept proposed here represents a large, 2-block curved façade embedded with large video screens and reflective surfaces. It can be branded as a reflection of Lambeau – a large “mirror” in which images of Lambeau may be seen either as a literal reflection or as a virtual image showing events and other video performances. This will become a large-scale, complementary icon, visible by Lambeau’s tailgaters as well as drivers on Oneida. This specific form minimizes the non-economic use of land and, with a carefully planted landscape, enhances both Lambeau and the surrounding uses.

#### B. Brown County Arena

A new County Arena should be configured as part of a larger redevelopment project. The exterior façade of the auditorium can extend, in an iconic manner, westward, becoming

a unique aesthetic feature integrated with the large “mirror” façade. This symbolizes the integration of Lambeau and the Auditorium. Other uses associated with the auditorium can be contained in the surrounding structure.

#### C. Parking

The building structures surrounding the new County Arena can be redeveloped in many ways. In this example, the building footprint accommodates structured parking with easy access to the Arena, Lambeau and the Resch Center. Ground/street level would be occupied by retail and entertainment uses on the north and south sides. Upper floors can accommodate offices or support uses. The west side is the “mirror” and the east side simply connects to the Resch Center. The parking structure can accommodate 500-600 cars per level, allowing for a total of 2,500 to 3,000 cars if needed. If structured parking is not desired north of Armed Forces Drive, the supplementary redevelopment shown to the south of Armed Forces Drive would be equally beneficial and convenient to the adjacent destinations mentioned previously.

#### D. Supplementary Redevelopment

While existing uses may not have plans to change in the short term, the Village and its partners must share a long-term understanding of how supplementary redevelopment should occur adjacent to the County Arena. The structures shown can accommodate a wide range of uses, depending on market circumstances. It could include ground level entertainment uses and upper level offices. It might also include additional parking. The key issue is to require the “mirror” façade to extend in a continuous, harmonious fashion from the County Arena complex to the north, in order to achieve a 2-block long continuity in aesthetics. The west façade can also be structured in a manner independent of the building. The ground level accommodates a curved arcade or promenade next to the public place along Oneida Street.



## TID 5 - THE VILLAGE CENTER (CONT.)\*

### E. Key entertainment venue

This small building was intended as an entertainment use – probably a restaurant – that would attract attention from the west side of Oneida Street and act as a landmark structure. The “mirror” façade can be built as an independent feature along the west façade. The upper roof level can also provide a viewing platform into the existing Don Hutson Center.

### F. Tailgate Pavilion

This elongated pavilion is a concept that could be adopted by the Packers to reposition the existing Tundra Tailgate Zone and continue to provide an indoor venue for tailgating events. This re-positioning of the pavilion directs pedestrians directly to Oneida Nation Gate and provides a clearer connection between Lambeau and the area east of Oneida Street.

### G. The promenade

A landscaped promenade is envisioned immediately in front of the Pavilion. The ground level treatment would also allow for parking and better frame the entrance to the Oneida Nation Gate.

### H. Key Connection

In the long run, the character of this subarea will depend on successful linkages between the streets for pedestrians. A key node occurs at the intersection of Holmgren Way, Armed Forces Drive, and the complex turns to Canadeo Run. This plan assumes that existing uses and business wish to remain on their current property. The design concept proposes some simple streetscape changes to make the intersection more visible and attractive to pedestrians. Over time, other redevelopment opportunities may occur that the Village can encourage.

### I. Mid-block Connection

The existing pedestrian walkway should be retained between McCarthy Way to Armed Forces Drive. Larger, ‘superblocks’ should look for opportunities to create additional pedestrian connections (both private and public).

### J. Holmgren Commons – TID 5

These redevelopment concepts are options to be explored by investors and property owners. The goal is to identify starting points for redevelopment and how such investments can be expanded over time. The concepts depicted here focus on a balance of entertainment uses (restaurants, bars) with residential developments attractive to new millennials seeking urban life-style neighborhoods and districts in close proximity to the excitement of Lambeau Field.

### K. Extension of Holmgren Commons

This area is simply an extension of the urban design concept proposed in the TID 5 Master Plan for redevelopment along the east side of Holmgren Way. It is intended only as a voluntary option for the current landowners.

### L. William Charles Court – TID 5

These redevelopment concepts are intended as options to be explored by investors and property owners. The goal is to identify starting points for redevelopment and how they can be expanded over time. The concepts depicted here focus primarily on new, multi-family residential units with a small amount of supporting retail uses along Oneida Street. In addition, a residential public place amenity (a small park space) is also envisioned in the drawing. The goal is to attract both millennials and active seniors who are seeking urban lifestyle neighborhoods and walkable districts.

*\*See diagram on p.97 for location of different elements described on this page.*

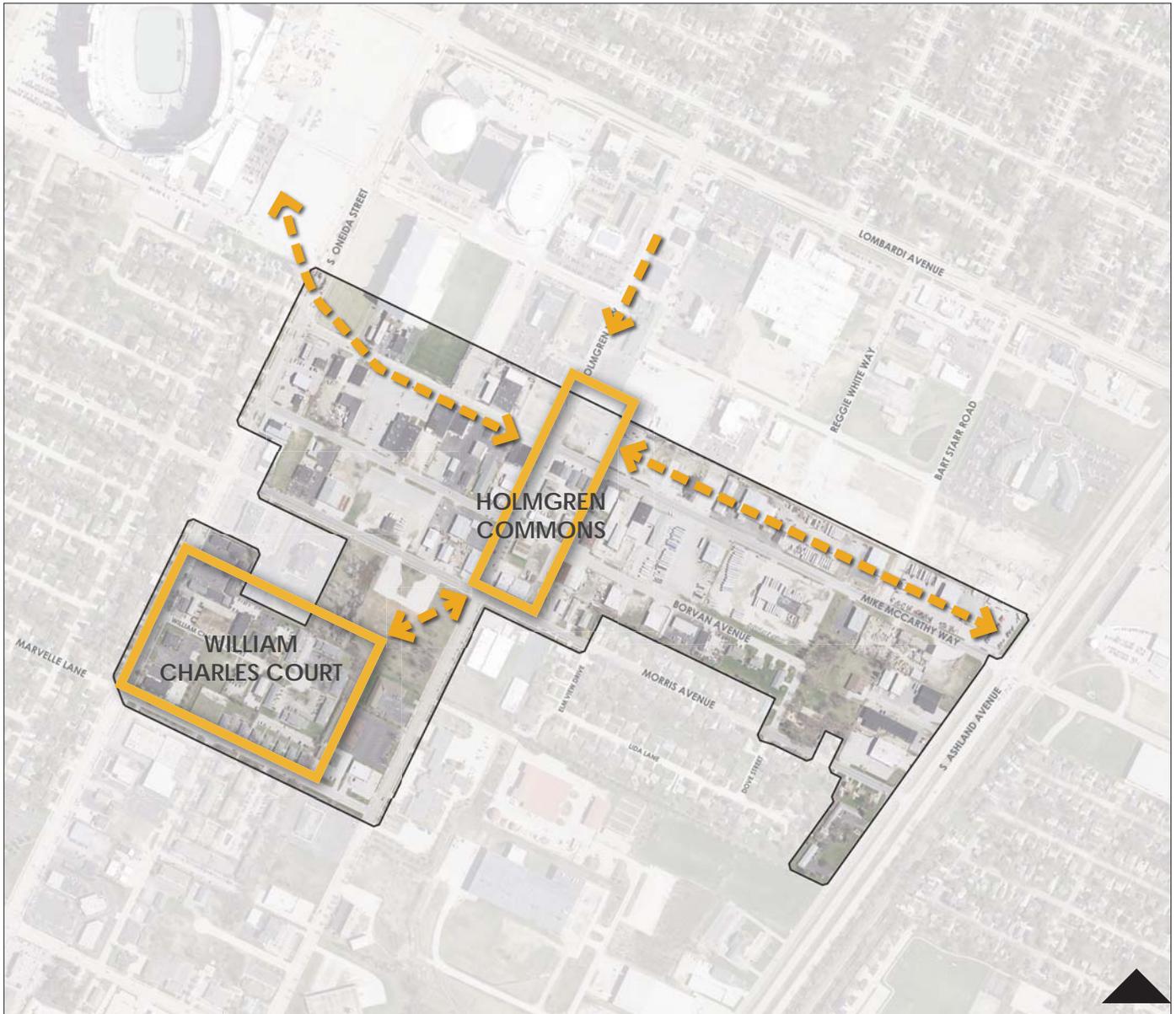


Figure 73. TID 5 Concept Areas within the Village Center Opportunity Area  
Source: GRAEF

## RIVERFRONT - NORTH

### Issues

- » Physical disconnect, and perceived disconnect, between the Fox River and development west of Ashland Avenue

### Opportunities

The riverfront and shoreline can become a defining feature for Ashwaubenon. Currently, the mixture of residential, commercial, recreational, and industrial uses could be more strongly integrated into an identifiable district. While existing uses may not have plans to change in the short term, this diagram illustrates opportunities to increase the value of the riverfront for nearby users and village community members as a whole.

### A. Pilgrim Way ( north side) and South Broadway (west side)

Long-term redevelopment envisioned here shows a street edge lined with townhomes or multi-family units. Parking and access should be located in the rear of the units to embrace pedestrian-friendly streets and a connection from the riverfront to Ashland Avenue. If possible, higher-density units should be located along South Broadway due to the fact that these units will have views of the river. Behind the units is a large open field which should be landscaped in a picturesque tradition and should allow for public access and uses for informal and spontaneous recreational activities.

### B. Highway 172 – north side

The east side of Broadway, just north of Hwy 172, should also contain some residential units located in a way that maximizes views of landscaped areas and the river. Access to the river's edge should be emphasized for pedestrian and bicycle use. Each residential cluster should have a smaller landscaped gardens serving the residents who live in adjacent housing.

### C. Extension of Ashwaubomay Trail

The existing Ashwaubomay Trail should be continued north along the Fox River, over Dutchman Creek, through the National Railroad Museum, and connect to existing pedestrian/bicycle facilities on South Broadway. TIF revenues from the new housing could be used to fund some of the trails and potential for a pedestrian/bicycle bridge.

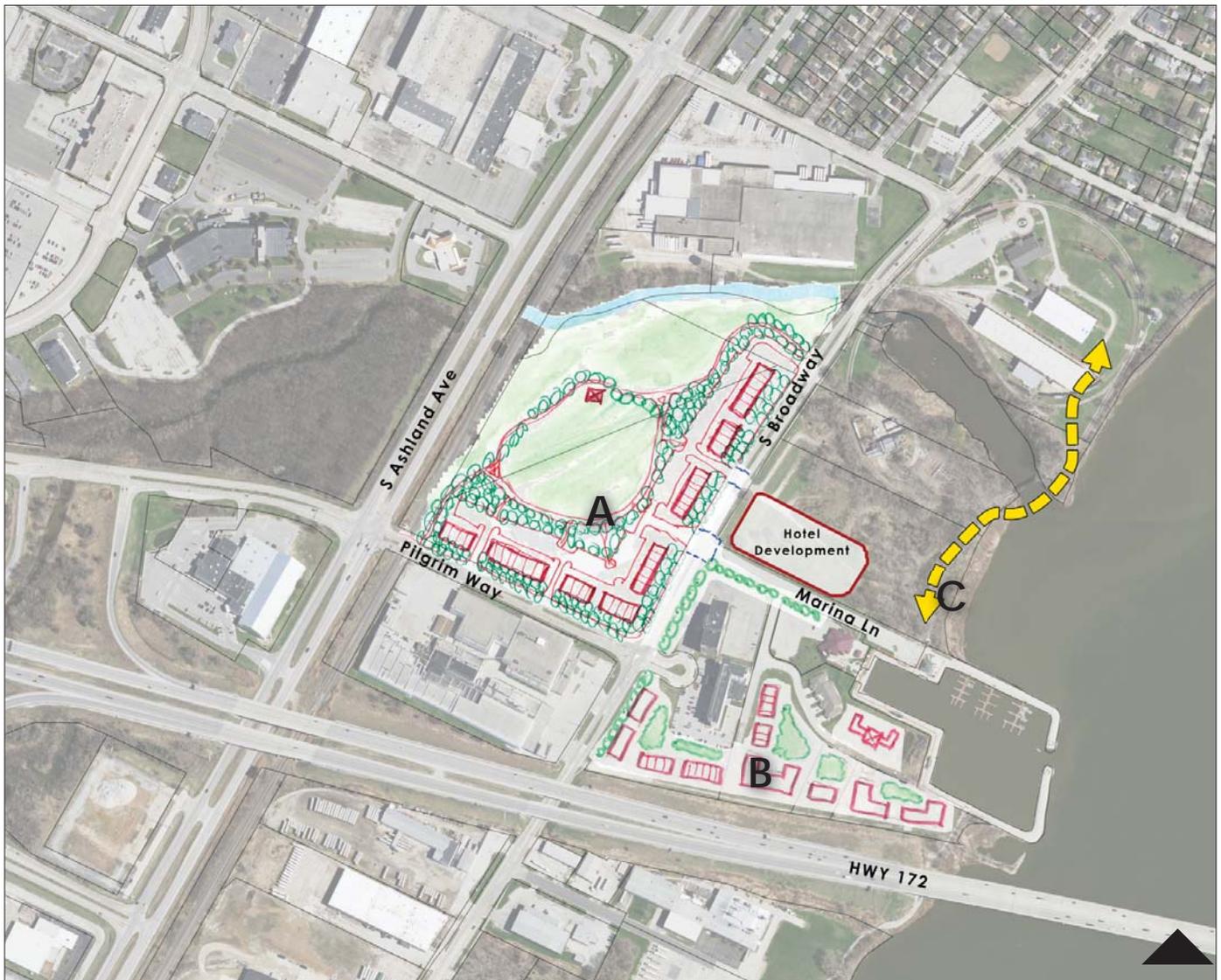


Figure 74. Riverfront - North Opportunity Area  
Source: GRAEF

## RIVERFRONT - SOUTH

### Issues

- » Physical disconnect, and perceived disconnect, between the Fox River and development west of Ashland Avenue
- » Natural waterways and existing industrial properties that disrupt Ashwaubomay Trail extensions

### Opportunities

Over the past decade, residential redevelopment has increased in this area. This can be seen in the Bay Harbor Condos. Similar to the riverfront areas north of Hwy 172, several areas south of the highway contain opportunities for redevelopment and increased visibility and access to the Fox River.

#### **A. South Broadway**

##### **(along Ashwaubenon Creek) – west section**

Similar to the newer, residential uses to the north, this area is well suited for residential development such as higher-value single family lots. It is envisioned as an area that continues the type of homes associated with higher-end riverfront housing with a small, privately-maintained green space as a visual feature.

#### **B. South Broadway**

##### **(along Ashwaubenon Creek) – shoreline section**

Along the shoreline, higher-density multi-family units should be built. This will maximize the assessed value for units with riverfront views. Parking can be located below grade with some visitor parking on the surface. An extension of the Ashwaubomay Trail and a more generous picturesque terrace is located on the east side of the housing.

#### **C. South of Hansen**

##### **(between South Broadway and Ashland Avenue) – west section**

This area should also include single family homes. However, the location along the railroad tracks needs to be well buffered and developed as side lots, not front yards.

#### **D. South of Hansen (between South Broadway and Ashland Avenue) – east section**

Here too, higher-density multi-family units should be built with a view of the river in order to maximize the assessed value for the units. The northernmost building could also be developed with a taller component that acts as a landmark along the shoreline. Parking can be located below grade with some visitor parking on the surface.

#### **E. Roundabout**

##### **(Hansen and South Broadway)**

The intersection of Hansen and South Broadway could be configured as a well-landscaped roundabout. This will slow, but not impede, traffic flows and also facilitate pedestrian and bicycle use. An attractive roundabout can also help raise the amenity-value of the neighborhood and the shoreline.

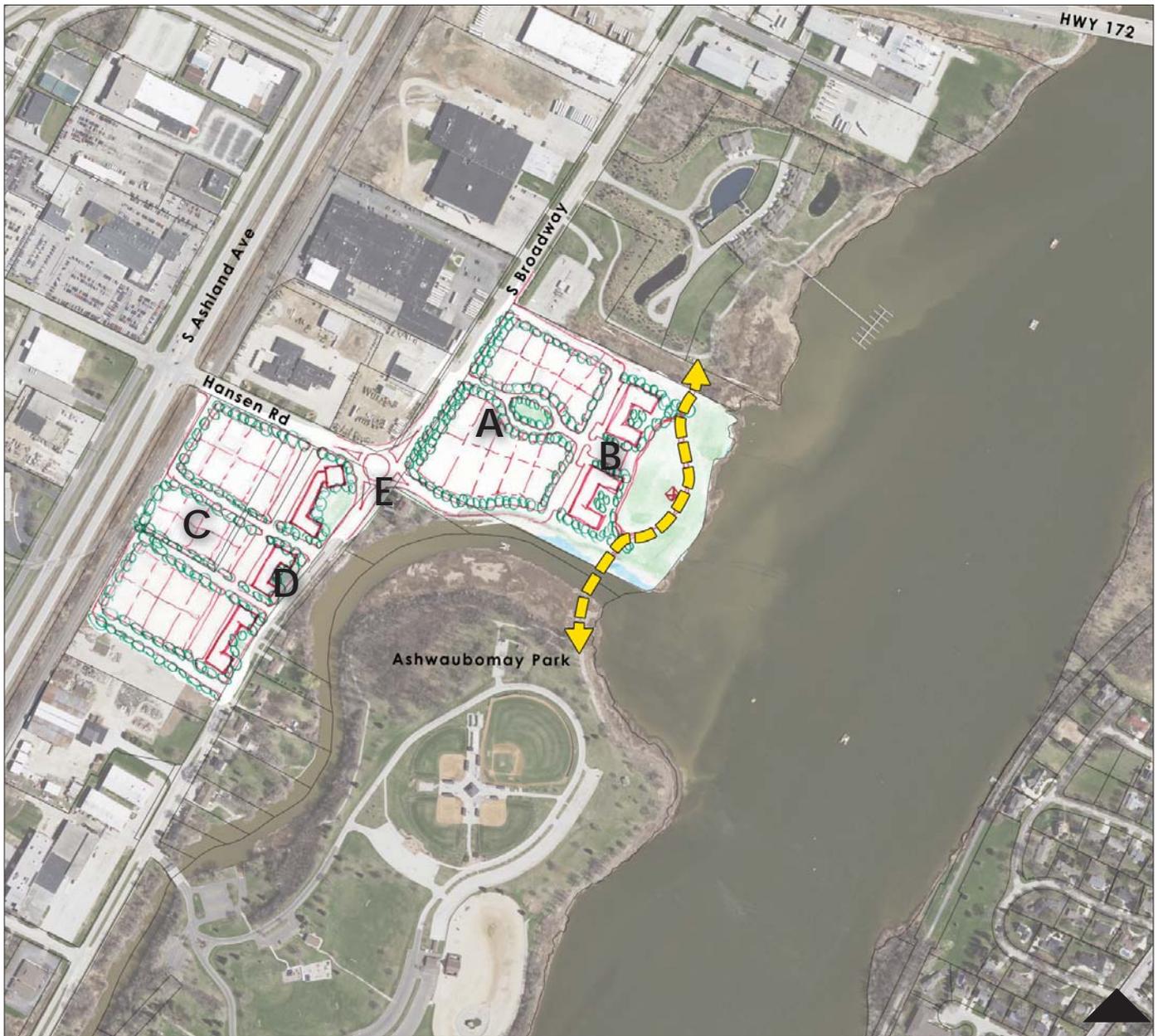


Figure 75. Riverfront - South Opportunity Area  
Source: GRAEF

## ONEIDA/WAUBE & I-41 INTERSECTION

### Issues

- » Current vacancies of both large-scale buildings and smaller properties
- » Current lack of identity

### Opportunities

This area includes primarily commercial and industrial land uses. However, over the long term, the need for larger commercial lots may diminish, at which point the Village will need to identify alternative uses that are feasible and practical. These concepts are intended to show how such land use transitions might occur in this area if and when a transition in land use becomes likely.

#### **A. Circle Drive west – housing**

This area depicts a simple pattern of single family lots that allows for through traffic, lot sizes that fit the area, and would encourage street façades that are attractive. A small green space in the middle could calm traffic and act as a small amenity.

#### **B. Waube – commercial**

This area continues the commercial uses, but with smaller lots. It is intended as an alternative if there are not alternative users who are seeking a large lot land use. The lot size is also conducive to retail and office uses that gain value from higher visibility near Interstate 41 and along Waube Lane.



Figure 76. Oneida/Waube & I-41 Opportunity Area  
Source: GRAEF

## PACKERLAND (SOUTH)

### Issues

- » Current environmental constraints (floodplains)
- » Limited existing utility services and infrastructure that would be necessary for the development of land

### Opportunities

This large subarea in the southwest portion of the village lends itself to industrial and large lot uses. However, the size of the area, and the proximity to residential lots in the Sand Acres Neighborhood, suggests that both types of uses be combined in a compatible manner. While the majority of this area contains vacant land, the lack of existing infrastructure combined with environmental concerns puts this area into the long-term category of development opportunities for the Village.

### A. Industrial/commercial lots

This plan depicts one possible lot system for larger industrial or commercial lots (3-7 acres) and a road system for effective access. Other configurations and lot sizes can be explored. This option demonstrates the potential size and number of industrial users that can be accommodated.

### B. Larger residential lots

These larger residential lots should create higher assessed values commensurate with some of the nearby residential groupings. These lots are separated from the industrial areas with a sufficient amount of space and potential for landscape.

### C. Residential enclave and boulevard

While many suburban developments offer only large lots (based on the assumption of higher value), there are also buyers who desire a suburban location but want a smaller, more easily maintained lot and a strong sense of community. This enclave provides such an opportunity with a major residential boulevard at the center. The boulevard is not intended as a traffic facilitator, but rather as an attractive aesthetic feature reminiscent of more traditional communities. It could be owned and operated by a homeowners' association.

### D. Landscape amenities – trails, wetlands, natural landscape

In addition to the residential boulevard, there are other landscape amenities in the form of trails, wetlands, natural plantings, and prairie fields. In addition, environmentally-sensitive areas and floodplains should be maintained and embraced as passive, recreational spaces for both residents and industrial/commercial users.

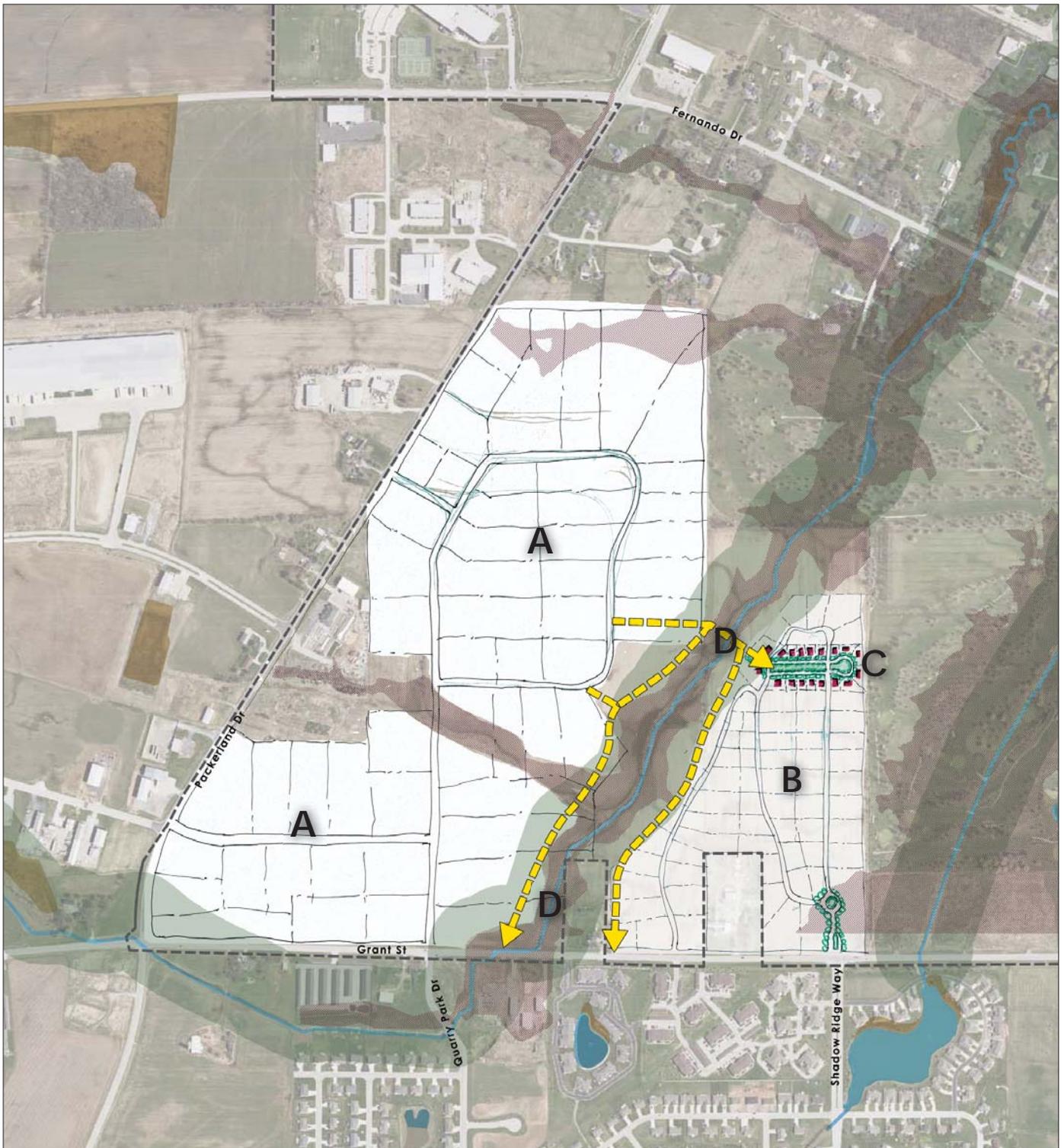


Figure 77. Packerland (South) Opportunity Area  
Source: GRAEF

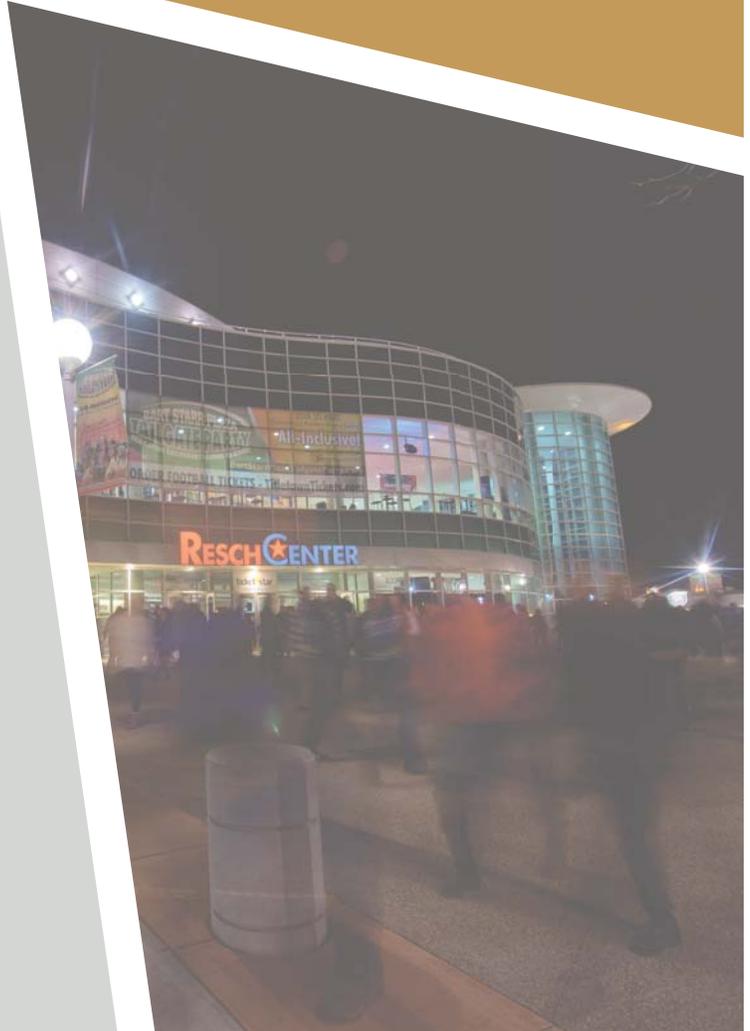
## CHAPTER 7:

# LAND USE GOALS

- » Foster the branding of the Neighborhoods, Districts, and Corridors throughout the village. Work with residents to embrace historic district and neighborhood names.
- » Residential Neighborhoods (Sherwood Forest, Smith Park, Pioneer, Lambeau, Sand Acres)
  - » Maintain and enhance the existing fabric and infrastructure of stable residential neighborhoods.
  - » Manage the transitions from older families to newer residents by facilitating “live near your work” programs and related incentive programs.
  - » Provide park, school, and small commercial amenities that appeal to families.
  - » Support opportunities to promote home inspection services that can reduce code violations and improve exterior appearance.
  - » Create effective “seams” between residential areas and non-residential areas (such as business parks, commercial areas, and entertainment uses).
- » Commercial and Mixed-Use Districts/Corridors (Airport, Southwest Business Park, Riverfront/Broadway, Village Center, Titledown, Ridge Road, Oneida/Holmgren/Ashland)
  - » Encourage new grocery stores, from small to large format, that not only serve the needs of the retailer but also maximize access for local residents.
  - » Encourage investors to develop open lots and parcels in current districts (especially the Airport area and the Southwest Business Park).
  - » Encourage the retention of environmental amenities that increase property value (especially along the Riverfront).
  - » Create appropriate outdoor public places for informal gatherings adjacent to restaurants, cafés, and related retail uses.
  - » Create effective “seams” between residential and non-residential uses, particularly along District and Corridor borders.
  - » Encourage streetscape enhancements throughout the village, especially along prominent arterials. Integrate public art within public spaces and the streetscape where appropriate.
- » Customize regulations (e.g. zoning and design guidelines) that address the unique circumstances of each neighborhood, district, and corridor. For example:
  - » Allow permitted lot widths and setbacks to vary with each neighborhood.
  - » Revisit parking regulations as Neighborhoods, Districts, and Corridors experience future development.



8



# ECONOMIC & COMMUNITY DEVELOPMENT

## INTRODUCTION

Ashwaubenon participates in and benefits from the region where its largest city was recognized among the 2015 Best Cities for Millennials in America.<sup>1</sup> Communities in the region, and in the Fox River Valley, are known for their high quality of life, educated workforce, and positive business environment. Ashwaubenon enjoys an exceptional position as one of the most economically diverse, transportation rich, and demographically stable communities in the metropolitan region.

Future economic and community growth for Ashwaubenon generally lies in 4 locations:

- » the Titledown development,
- » increased residential density and mixed-use development within the TID 5 area,
- » continued riverfront development, and
- » growth of southwest business district and commercial development.

These areas of economic and community growth are outlined as Opportunity Areas in the previous chapter on Land Use.

The Ashwaubenon economy derives benefits from the Oneida Nation Casino complex, Austin Straubel International Airport, Lambeau Field, and customer traffic from Interstate 41 and Hwy 172. In addition, the community's location on the Fox River affords it a direct sea borne link to the Atlantic Ocean via lower Green Bay, Lake Michigan, and the St. Lawrence Seaway. This offers continued opportunities for manufacturing and trade, and could open the door to the potentially lucrative waterfront destination industry, pending enhanced access to the riverfront. Historically in a region dominated by the paper industry, Ashwaubenon now enjoys manufacturing, retail trade, and transportation and warehousing, as its largest employment sectors. Green Bay, and its surrounding communities, are frequently ranked near the top in the nation in desirable places to live, work, or

<sup>1</sup> Niche.com, accessed January 2016.

locate a business. The growing ethnic diversity experienced during the past decade, particularly within the Hispanic community (see Chapter 2) enhances the region's cosmopolitan identity.

## ECONOMIC GROWTH OPPORTUNITIES

### Office Economy

Location is an increasingly important consideration for office (and all else). This locational advantage of Ashwaubenon is becoming increasingly clear within the region. As worker preferences – both Boomers and Millennials – are generally gearing towards more urban settings, conveniently located work locations align with these desires – these generations prefer a limited commute. High-value employers are focusing on central business districts and inner ring suburbs. Locations that are close to transit, bike lanes, retail and recreation amenities within walking distance are and will be in considerable demand.

Cost considerations are becoming a less dominant consideration for high-value firms, particularly as less space is required for each employee. Suburban office parks are now forced to compete primarily on price. These office spaces will serve lower value office space users generally. Higher density office, more mingling, and more flexible space will be the focus of companies – cafés and public places (indoor and outdoor) are now extensions of offices to work and network.

### Industrial Economy

The vacant, industrial land inventory within the village is small. Ashwaubenon is seeing a shift from the development of vacant, agricultural land to redevelopment of the existing built environment. Different areas of the village, in particular the Riverfront and Village Center Districts, are seeing a transformation from industrial uses to mixed-use commercial/residential uses. Existing and future industrial development will be focused in strategic locations in the Southwest Business District and the Airport District.

## Residential Economy

The nearly full occupancy rate of Ashwaubenon’s single-family housing stock, which often sells at a premium over comparable housing elsewhere in the Green Bay area, reflects the attractiveness of the village within the metropolitan region. Much of this can be attributed to Ashwaubenon’s outstanding school system, general character of the community, diverse neighborhoods, and what were consistently cited during public discussions as reasonable property tax rates for a high level of service. The dominant single-family component of Ashwaubenon’s stock is essentially full and turns over at a price premium relative to neighboring communities.

While Ashwaubenon’s full housing stock and associated historic preference for individual-lot, single-family dwellings acts as a constraint in the present, the pressure this exerts on the region also provides an opportunity to create a contemporary metropolitan residential neighborhood east of Oneida Street.

While this type of residential development would be a higher density area, it would also be higher value, attractive to newer employees and individuals (especially renters) who are beginning their careers and families and seek a more urban lifestyle. This approach to providing new housing supply is consistent with Ashwaubenon’s reputation as a “community of choice.” Higher residential densities would contribute to the Village’s aspirations for world-class education and a globally competitive economy. Denser housing, along with increased cultural and ethnic diversity in the village, will enhance community members’ inclination and ability to interact effectively in the global marketplace.

## Retail and Entertainment Economy

Retail activity is a key element in the tax base of the Village. This tax base will likely grow as the post-recession economy grows. Key aspects of Ashwaubenon’s retail sector include: the Southwest Business District, which is rich in retail,

Bay Park Square, the metropolitan region’s most successful shopping mall, and planned retail and entertainment destinations as outlined below.

Ashwaubenon’s economy benefits greatly from its proximity to the Lambeau Field and the Tiletown development. Since the announcement of the Tiletown development in 2015, areas surrounding the stadium have attracted stronger investor interest. The Village’s TID 5 Master Plan is centered around this interest and potential to catalyze investment and leverage existing plans. The economic impact of Lambeau Field and the Brown County Veterans Memorial Complex, which includes the Brown County Arena, Resch Center, and Shopko Hall, is a prime driver in the retail and entertainment economy of Ashwaubenon. According to PMI Entertainment, the group that manages the Brown County Veterans Memorial Complex, over 300 events and over 800,000 events attend the entertainment complex annually, in addition to the annual Green Bay



Figure 78. Conceptual rendering of Tiletown

Source: Green Bay Packers September 2015 News Release ([packers.com/lambeau-field/tiletown-district.html](http://packers.com/lambeau-field/tiletown-district.html))

Packer game attendance, which was 625,114 visitors in 2014. This amounts to significant spending and spillover impacts in Ashwaubenon and other surrounding communities.

The excerpts below cite specific visitor levels and the associated off-site spending throughout Brown County as a result of events at the Brown County Veterans Memorial Complex and Lambeau Field:



Figure 79. Conceptual rendering of Titledown  
 Source: Green Bay Packers September 2015 News Release ([packers.com/lambeau-field/titledown-district.html](http://packers.com/lambeau-field/titledown-district.html))

## ANNUAL EVENTS AT THE BROWN COUNTY VETERANS MEMORIAL COMPLEX:

**~300 events hosted**  
**~800,000 guests**

## TOTAL ATTENDANCE AT 2014 GREEN BAY PACKERS HOME GAMES:

**625,114 visitors**

## AVERAGE ATTENDANCE AT 2014 GREEN BAY PACKERS HOME GAMES:

**78,139 visitors**

## GREEN BAY PACKER VISITOR OFF-SITE SPENDING IN BROWN COUNTY:

**~\$131 million**

*Source: PMI Entertainment and the National Football League.*

## EMPLOYMENT ANALYSIS

### Regional Context

Finding itself at the heart of the regional Brown County economy, Ashwaubenon is strategically positioned to capitalize on and grow from the county’s economic health. As the city of Green Bay exerts additional, positive economic influences over the village, a variety of economic development opportunities are presented to Ashwaubenon. Some of these opportunities are discussed in this section.

The majority of employment opportunities in the county are clustered around Green Bay and its inner ring suburbs. **Between 2003 and 2015, the county saw a gain of 22,790 jobs – an increase of 16.25 percent.** Manufacturing and health care employ a little over 30 percent of the population with 44,850 workers.

### Employment in Ashwaubenon

#### *Village’s Strengths*

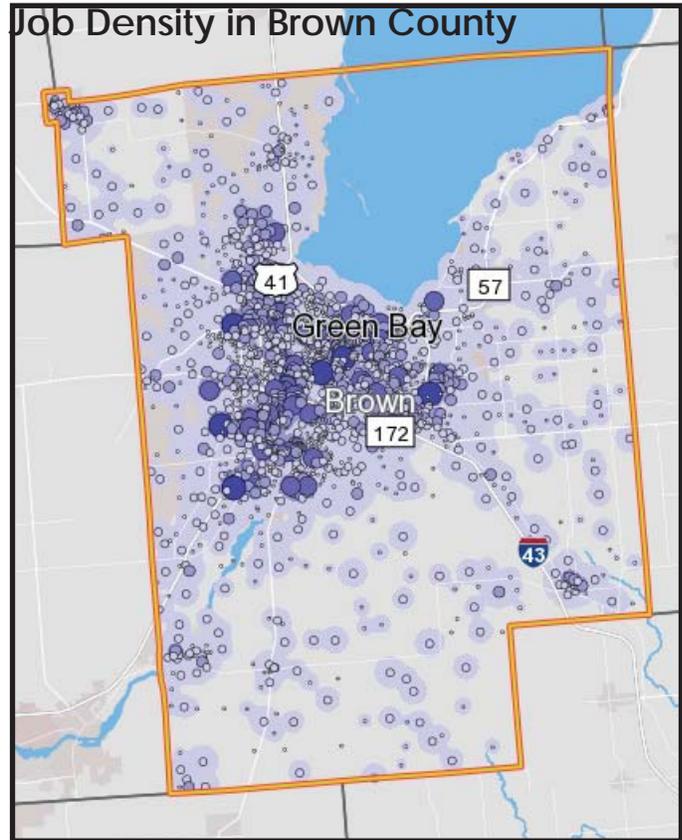
When analyzing the village’s employment trends, it is important to remember that Ashwaubenon retains three strengths:

1. a key location in the broader regional economy,
2. strong companies, a diverse workforce, and quality neighborhoods, and
3. a set of opportunity areas - most notably the Titledown District - that can yield significant benefits when leveraged strategically.

#### *Work Area Profile*

Ashwaubenon’s job market remains strong with a large number of employment opportunities, growth in employment since 2003, and similarities with Brown County’s employment characteristics.

Ashwaubenon gained 3,449 jobs (10.8 percent) between 2003 and 2015. Despite the negative effects of the Great Recession, the village grew and sustained its resilient market. When other communities saw significant losses between 2009 and 2011, Ashwaubenon remained steady. As the economy continues to improve and the Fox Valley grows, Ashwaubenon will be able to create new jobs through emerging opportunities.



Job Density [Jobs/Sq. Mile]

- 5 - 563
- 564 - 2,237
- 2,238 - 5,027
- 5,028 - 8,934
- 8,935 - 13,957

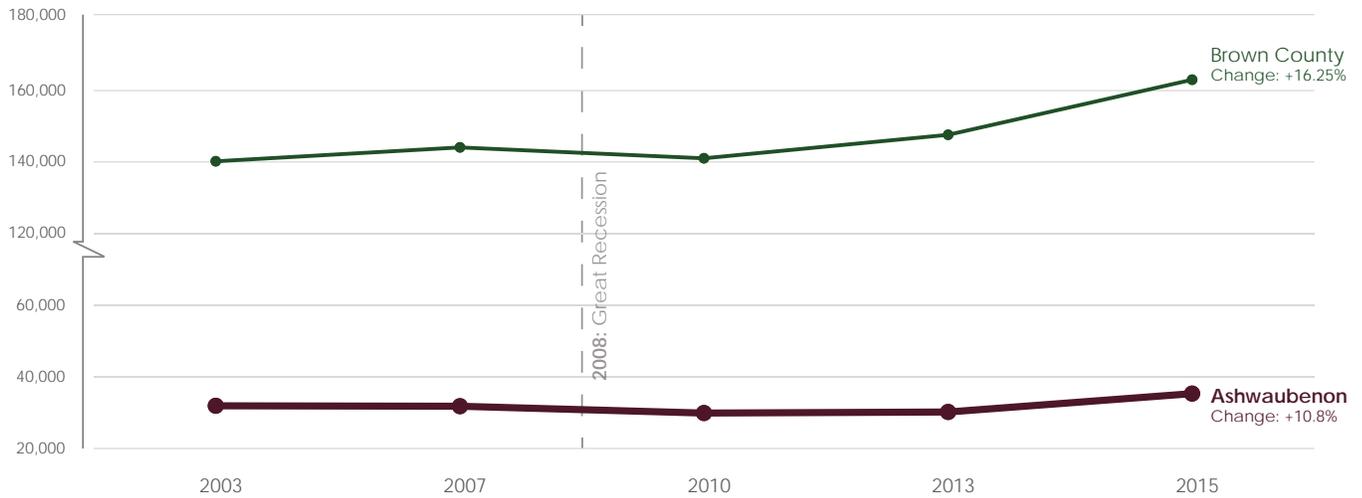
Job Count [Jobs/Census Block]

- 1 - 8
- 9 - 114
- 115 - 576
- 577 - 1,818
- 1,819 - 4,438
- ★ Selection Areas
- ★ Analysis Selection

Source: Census Bureau, Longitudinal Employer-Household Dynamics, 2013

In the decade since Ashwaubenon’s 2004 comprehensive plan, a shift in wages has occurred for people working in the village. Fewer people (3,375) are working at lower-wage paying jobs, while a larger number (1,684) of people are working at higher-wage paying jobs. **With these higher-wage paying jobs and the additional jobs added since 2003, Ashwaubenon saw a net-positive shift towards jobs in which employees earn more than \$3,333 per month.** This is economically significant as higher wages allow people to move into the middle and upper classes. This creates new demand for housing and amenities, which can subsequently add value to the Village’s tax base.

## Total Jobs: Ashwaubenon and Brown County 2003-2015



Source: Census Bureau, Longitudinal Employer-Household Dynamics, 2013; Applied Geographic Solutions via Wisconsin Economic Development Corporation, 2015

### *Inflow/Outflow*

Companies employed 30,246 people in the village in 2013. Of these, only 2,100 (6.9 percent) were “Ashwaubenites.” The remaining employees lived outside of the village and commuted in every day. The remaining 6,955 Ashwaubenites who did not work in the village out-commuted each day.

### *Comparison: Inflow/Outflow - Employment by Sector*

Ashwaubenites’ employment characteristics closely mirror those of residents from other communities who commute into the village. Whether considering employee age, earnings, race, ethnicity, or educational attainment, the distribution of characteristics is fairly uniform. Commuter and resident employee characteristics diverge, however, when their different employment sectors are analyzed.

Employed Ashwaubenites work in two of the county’s largest sectors: manufacturing and health care. While the data do not indicate if the residents work in these sectors in Ashwaubenon or elsewhere, the 2,604 employees constitute 28.76 percent of employed residents. The

remaining residents work in a variety of industries, most notably retail trade, finance and insurance, education, and accommodation and food services. These sectors of employment fit well within the context of Brown County: employment in these sectors can be found in Ashwaubenon and surrounding communities. In addition, the educational attainment of Ashwaubenon’s workforce enables it to thrive in these sectors.

For those employees who work in the village, 55 percent of them are employed in five sectors: manufacturing, retail trade, transportation and warehousing, management of companies and enterprises, and accommodation and food services. This is of note because these dominant industries in Ashwaubenon directly support the wider Brown County economy. These employment numbers provide evidence that supports the assertion that Ashwaubenon is an integral, economic component of the region, as the village imports labor, services, and goods to conduct business and then exports products and services to the regional and national economy.

# ASHWAUBENON EMPLOYMENT FACTS

## LARGEST EMPLOYMENT SECTORS

in Ashwaubenon

Sector	# of Employees
1. Manufacturing	4,707
2. Retail Trade	3,568
3. Transportation and Warehousing	2,807
4. Management of Companies and Enterprises	2,829
5. Accommodation and Food Services	2,971

Source: Census Bureau, Longitudinal Employer-Household Dynamics, 2013

## EMPLOYERS BY SIZE

in Ashwaubenon

Total Establishments	1,738
Total Employees	35,386

Total Establishments by Size (2015)	TOTAL	%
1-4 Employees	772	44.42%
5-9 Employees	379	21.81%
10-19 Employees	239	13.75%
20-49 Employees	211	12.14%
50-99 Employees	68	3.91%
100-249 Employees	53	3.05%
250-499 Employees	9	0.52%
500-999 Employees	3	0.17%
1000 Employees	3	0.17%

Source: Wisconsin Economic Development Corporation, accessed: January 3, 2016.

## EMPLOYMENT SECTORS

WITH THE LARGEST NET JOB GROWTH 2003-2013

Sector	Workforce Increase	% Increase
1. Management of Companies and Enterprises	1,462	107%
2. Administration and Support, Waste Management and Remediation	707	57%
3. Transportation and Warehousing	474	20%
4. Arts, Entertainment, and Recreation	394	125%
5. Health Care and Social Assistance	239	17%
6. Professional, Scientific, and Technical Services	196	17%

Source: Census Bureau, Longitudinal Employer-Household Dynamics, 2013

## INDUSTRY FOR CIVILIAN EMPLOYED POPULATION AGE 16+ YEARS

Total Employed Civilian Population 16+ years	8,742	100.0%
Agriculture, forestry, fishing and hunting	48	0.5%
Mining, quarrying, and oil and gas extraction	0	0.0%
Construction	430	4.9%
Manufacturing	1,579	18.1%
Wholesale trade	293	3.4%
Retail trade	936	10.7%
Transportation and warehousing	464	5.3%
Utilities	124	1.4%
Information	84	1.0%
Finance and insurance	641	7.3%
Real estate and rental and leasing	59	0.7%
Professional, scientific, and technical services	402	4.6%
Management of companies and enterprises	21	0.2%
Administrative and support and waste management services	297	3.4%
Educational services	761	8.7%
Health care and social assistance	1,014	11.6%
Arts, entertainment, and recreation	161	1.8%
Accommodation and food services	654	7.5%
Other services, except public administration	441	5.0%
Public administration	333	3.8%

Source: ESRI Business Analyst, Community Profile, 2015.

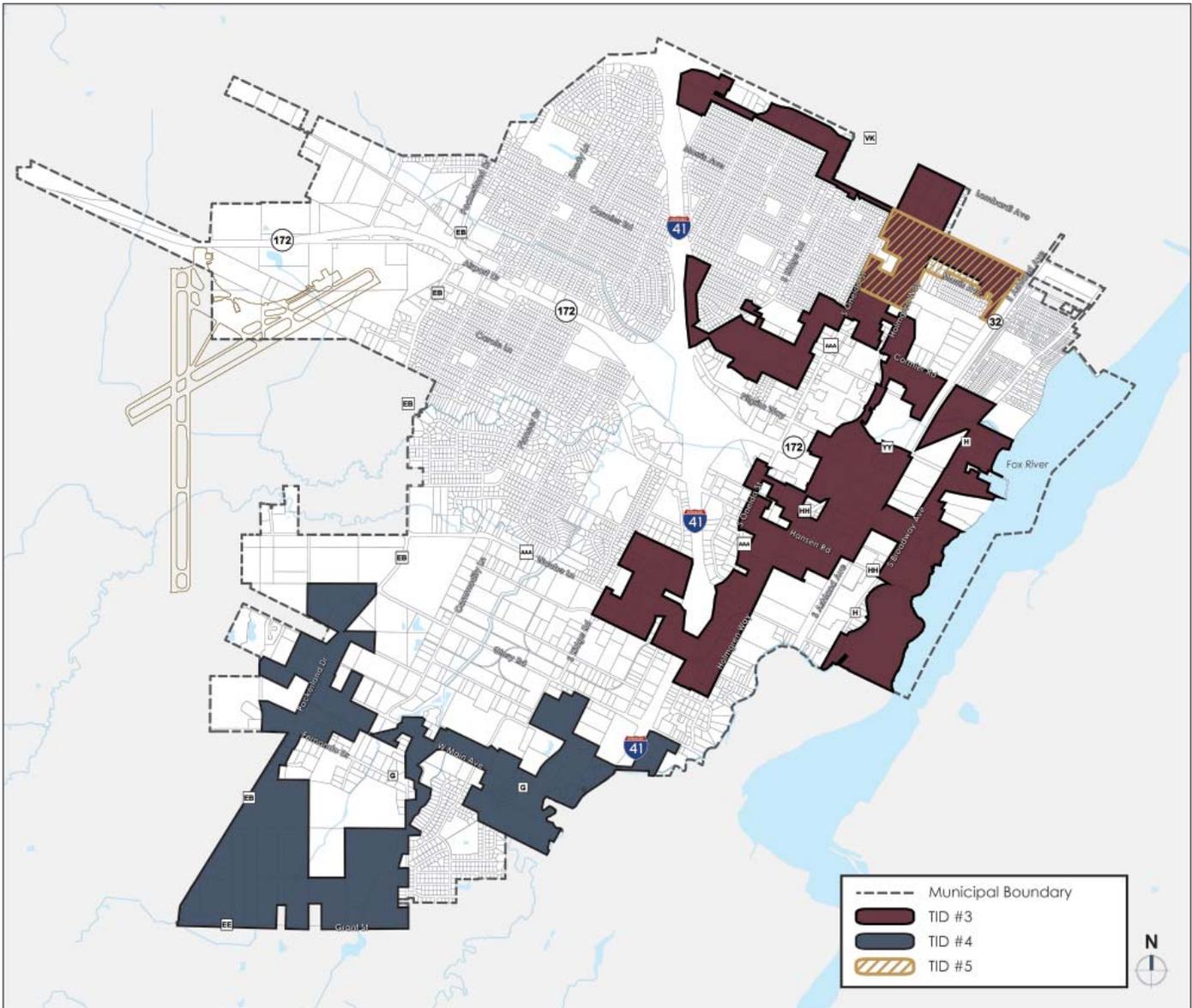


Figure 80. Tax Increment Districts in Ashwaubenon

Source: Village of Ashwaubenon, 2015, and GRAEF

## TAX INCREMENT DISTRICTS

in Ashwaubenon

TID Number	Base Year	Maximum Life	Base Value	2015 Value
TID #3	2008	2028	\$329,405,700	\$367,232,700
TID #4	2008	2028	\$15,987,400	\$74,968,100
TID #5	2014	2034	\$48,243,200	\$46,962,400

Source: Wisconsin Department of Revenue, accessed January 3, 2016

## TAX INCREMENTAL DISTRICTS

Tax increment financing (TIF) is a mechanism utilized by cities and villages in Wisconsin to fund development and redevelopment projects. Enacted in 1975, the State's TIF law allows local governments to work with the private sector to stimulate economic growth and employment through urban redevelopment projects. Cities and villages are allowed to create a tax incremental district (TID) if fifty percent or more of the proposed district's area is "blighted," in need of rehabilitation or conservation work, or suitable for industrial sites.

TIF focuses incentives for investment in a specified geographic area. A TID is typically used to spur investment within a blighted or undeveloped area of a community to produce an incentive for private investment to flow into the district. These incentives are expected to result in infrastructure, aesthetic, or public safety improvements that are financed by pledging future increases in tax revenues from the district.

Once a TID has been created, a "tax incremental base value" is established for property within the district. The base value includes the equalized value of all taxable property and municipally owned property. The base value remains constant until the TID terminates. A TIF district terminates when all project costs of the district are reimbursed, when the local government dissolves the district, or sixteen years after the final project cost is incurred.

All TID project costs must directly relate to the elimination of blight or directly serve to rehabilitate the area or to promote industrial development, whichever is consistent with the district's purpose.

Ashwaubenon has successfully developed and closed two TIDs that have provided useful incentives for focused investment in the Village. TID 1 was initiated in 1979 at a base equalized district evaluation of \$12,199,300 and was closed in 1990 with an end value of \$152,357,800. TID 2, focused on industrial development and blight prevention and elimination, was initiated in 1991 at a base valuation of \$43,955,300 and was closed in 2008

with an incremental growth of \$441,851,900.

TID 2 focused on redevelopment in multiple areas of the village. The key component was the reconstruction of Holmgren Way opening contiguous access from Lombardi Avenue to Glory Road, including creating an underpass under Hwy 172. This new roadway generated significant commercial development within the village. Another major development was the new Schneider National Corporate headquarters. The village utilized a brownfield grant to redevelop a contaminated riverfront site with a marina, condo housing, a hotel, and a five-story commercial office building. Overall, TID 2 was one of the state's most successful TIDs.

TIDs 3 and 4 both were established 2008. TID 3 is a large multi-use district. Its base value began at \$329,405,700 and is currently valued at \$367,232,700 in 2015. To date, the district has seen a variety of smaller commercial developments; however, the district has a large hotel development under construction. A sizable development project is beginning adjacent to the Green Bay Packers Lambeau Field, called Titledown. The development investment from the Packers and their partners is estimated at \$120-130 million and the first phase includes a large four-diamond hotel, sports medicine clinic, and large micro-brewery and restaurant. Further phases will include retail and housing.

The value of TID 4 began at \$15,987,400 and is currently valued at \$74,968,100.

TID 5 was recently established in 2014 and overlays a portion of TID 3. This district will focus on re/development of older housing and industrial buildings. TID 5 is organized as a 27-year rehabilitation tax increment district, providing a longer time frame to work on more complicated re/development and brownfield sites. The Village has purchased property in the district to sell for future housing needs. A master plan was recently completed for TID 5 and will guide future development.

## I-41 BRANDING

Given the recent designation of US 41 to Interstate 41, there are major opportunities to strengthen the corridor’s identity and encourage further growth. Improved branding could help companies familiarize with the corridor and region in general. The Village should continue its participation in economic development discussions with key regional leaders to improve marketing for the Fox Valley region and increase value and businesses locating along the corridor.

## AUSTIN STRAUBEL INTERNATIONAL AIRPORT (GRB)

Austin Straubel International Airport is the third largest airport in Wisconsin and contributes over \$120 million into the region’s economy. The Airport alone provides job opportunities for over 700 area residents, and serves all of northeastern Wisconsin and portions of Michigan’s Upper Peninsula – an area with a population of approximately 1.4 million people. Due to its locational strengths in the region, the Airport can continue to attract companies that could benefit from air cargo facilities, airline passenger service and corporate aviation. To further its economic potential, the rebranding of the airport to the Green Bay International Airport is in progress as of 2016. This rebranding will strengthen the positioning of the Airport regionally and nationally, and increase airport

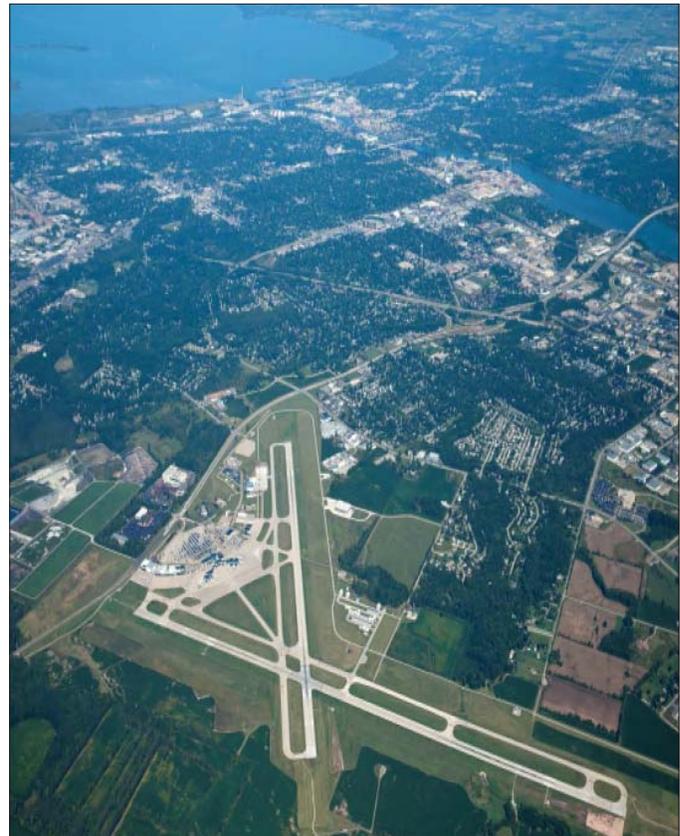


Figure 82. Austin Straubel International Airport (GRB)  
Source: Airport Master Plan, 2013

operations and air cargo by capitalizing on the worldwide recognition of the name, “Green Bay.” In addition, this name change will help market the non-aeronautical land available for development around the Airport.

The screenshot shows a NerdWallet article with the following content:

**ASHWAUBENON, MONONA TOP NERDWALLET LIST OF TOP PLACES TO START A BUSINESS IN WISCONSIN**

09/16/16 IN WISCONSIN IN THE NEWS

With a talented workforce and pro-business climate, Wisconsin is an ideal location for successfully starting a business—and within the state, many cities have additional resources and expertise to help entrepreneurs get their businesses off the ground.

**nerdwallet**

A new list from financial website **NerdWallet** details the best places to start a business in Wisconsin. The outlet analyzed 110 cities with a population of at least 5,000, and based its overall score for each location on business climate and economic health data from the U.S. Census Bureau. According to the list, the top 10 cities for starting a business in the state are:

1. Ashwaubenon, a suburb of Green Bay
2. Monona, a suburb of Madison
3. Waukesha, a suburb of Milwaukee
4. Hudson, located 30 minutes from Minneapolis and St. Paul
5. Plymouth, located an hour from Green Bay to the north and Milwaukee to the south
6. Brookfield, located 12 miles from Milwaukee
7. Glendale, a suburb of Milwaukee
8. Pewaukee, located less than 20 miles from Milwaukee
9. Waupaca, located an hour and 15 minutes from Green Bay
10. Shawano, located 5 minutes from the Menominee Reservation

**CATEGORIES | POPULAR | PARTNER BLOGS | TAGS**

- ACCELERATORS IN WISCONSIN
- ENTREPRENEUR RESOURCES & PROGRAMS
- EVENTS & COMMUNITY SUPPORT
- FEATURED COMPANIES & AWARDS
- WISCONSIN IN THE NEWS

**TWITTER FEED**

In Wisconsin @JWiscconsin  
The #WiscJobs Program aims to help equip students for advanced manufacturing jobs in #WI. [@JWiscconsin](#) #WISCjobs #WISCjobs16 [pic.twitter.com/v2MUBH9j5](#)

Figure 81. Ashwaubenon, top of NerdWallet’s list of top places to start a business in Wisconsin  
Source: Wisconsin Economic Development Corporation, accessed January 4, 2016

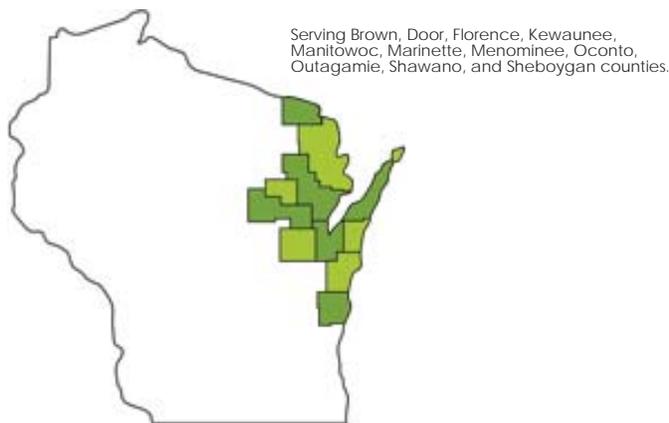
## BUSINESS RECOGNITION

Ashwaubenon was recently ranked #1 as a “Best Place to Start a Business in Wisconsin” by NerdWallet, followed by Monona and Waukesha. Its proximity to the Austin Straubel International Airport, the Ashwaubenon Business Association, and the Small Business Development Center at UW-Green Bay were highlighted as key resources for business owners. NerdWallet is a personal finance and information service, and recently analyzed 118 communities in Wisconsin with populations over 5,000 residents. Each analysis considered the business climate and economic health data from the U.S. Census Bureau.

## RESOURCES FOR BUSINESSES & WORKFORCE DEVELOPMENT

### Bay Area Workforce Development Board

The Bay Area Workforce Development Board operates a Comprehensive Job Center in Green Bay, which provides a employment and training related services to workers and businesses. This center provides workshops on job searching, education and professional development. Some businesses with technically-based jobs currently struggle to find qualified and dedicated staff. The Village may pursue partnership with the Bay Area Workforce Development Board and other organization and institutions, such as local universities and technical schools, to fill employment gaps in Ashwaubenon. Doing so could be instrumental in marketing Ashwaubenon to young families looking for a community like Ashwaubenon with good jobs, high-quality housing stock, and strong schools.



Source: Bay Area Workforce Development Board website, accessed January 2016.

### Ashwaubenon Business Association & Greater Green Bay Chamber

The Ashwaubenon Business Association and the Greater Green Bay Chamber are important resources for local businesses, large and small. Both organizations provide important networking opportunities, technical assistance, resources, and connections to workforce development programs. These organizations also serve as important instruments for marketing economic development opportunities in Ashwaubenon. The Village and these groups should continue regular coordination to ensure that economic development opportunities are maximized.

### The Wisconsin Small Business Development Center at UW-Green Bay

This Center is part of the statewide network of Small Business Development Centers, organized by the U.S. Small Business Administration. The Centers provide assistance to small businesses and entrepreneurs. Free business consulting and low-cost training services are provided, including business plan development, manufacturing assistance, marketing, leadership, financial packaging and lending assistance, exporting and importing support, disaster recovery assistance, procurement and contracting aid, market research help, 8(a) program support (firms owned and controlled by at least 51% socially and economic disadvantaged individuals), and health care guidance.



Figure 83. Example of Greater Green Bay Chamber's Annual Business Showcase  
 Source: Greater Green Bay Chamber website, accessed January 2016

## RESOURCES

There are many resources available to Ashwaubenon and its entrepreneurs to attract, retain and grow businesses. These resources are local, regional, state and federal and should be considered carefully, particularly to leverage creative economic development opportunities that would be challenging without such grants and gap financing. These resources are listed on the following pages.

### WISCONSIN ECONOMIC DEVELOPMENT CORPORATION (WEDC) RESOURCES

- » Brownfield Program
- » Business Opportunity Loan
- » Capacity Building Grants
- » Clean Energy Manufacturing Revolving Loan Fund
- » Development Opportunity Zone Tax Credit
- » Economic Development Tax Credits
- » Enterprise Zone Tax Credit
- » ExporTech
- » Impact Seven Programs
- » Industrial Revenue Bond
- » Jobs Tax Credit
- » Small Business Association (SBA) 504 Loan Program
- » Qualified Wisconsin Business Certification
- » Special Project Loan Fund
- » Training Grant
- » Wisconsin Manufacturing and Agriculture Credit
- » Wisconsin Women’s Business Initiative Corporation (WWBIC) Business Lending

Source: WEDC, [www.inwisconsin.com](http://www.inwisconsin.com)

### WISCONSIN HOUSING & ECONOMIC DEVELOPMENT AUTHORITY (WHEDA) RESOURCES

#### Guarantee Programs

- » WHEDA Small Business Guarantee (WSBG)
- » Contractors Loan Guarantee (CLG)
- » Propane Guarantee Program (PGP)
- » Neighborhood Business Revitalization Guarantee (NBRG)
- » Agribusiness Guarantee (AGBG)

#### Participation Lending

- » WHEDA Participation Lending Program (WPLP)
- » State Small Business Credit Initiative (SSBCI)
- » Venture Debt Fund
- » Wisconsin Equity Investment Fund (WEIF)

#### Tools

- » Wisconsin’s Skills Explorer
- » Emerging Business Program
- » Workforce Development Program

#### Real Estate Development Programs

- » New Market Tax Credits
- » Low-Income House Tax Credits
- » Multifamily Financing
- » Tax-Exempt Bond Financing
- » Stand-Alone Bond Financing
- » Preservation Plus Financing
- » RAD Financing
- » Tax Credit Development Financing
- » Construction Plus Loan
- » Rental Housing Accessibility Loan
- » 7/20 Flex Financing

Source: WHEDA, [www.wheda.com](http://www.wheda.com)

## SAMPLE GRANT RESOURCES

### Federal Government Agencies / Departments

- » Department of Education (DOE)
- » Department of Energy
- » Department of Labor (DOL)
- » Department of Health and Human Services (DHHS)
- » Economic Development Administration (EDA; Department of Commerce)
- » Environmental Protection Agency (EPA)
- » Federal Emergency Management Agency (FEMA)
- » Fish and Wildlife Service
- » National Endowment for the Arts
- » National Endowment for the Humanities
- » National Institute of Food and Agriculture (USDA)
- » National Institute of Standards and Technology (Department of Commerce)
- » National Science Foundation
- » Office of Economic Resilience (HUD)
- » Partnership for Sustainable Communities (EPA, DOT, HUD)

### Nationally- or Internationally-Based Foundations

- » Ford Foundation
- » Kresge Foundation
- » National Center for Safe Routes to School
- » PeopleForBikes
- » Robert Wood Johnson Foundation
- » Rockefeller Foundation
- » Surdna Foundation
- » Wells Fargo Foundation

### Regional & Local Funding Resources

- » Brown County Business Incentive Loans
- » Advance (Green Bay Area Chamber of Commerce)
- » Brown County Community Development Block Housing Program Grants (CDBG)
- » Greater Green Bay Community Foundation
- » Green Bay Packers Foundation

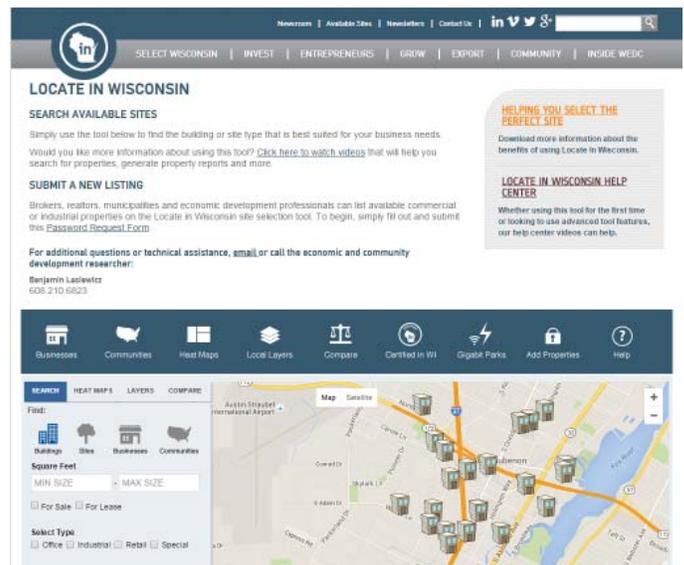
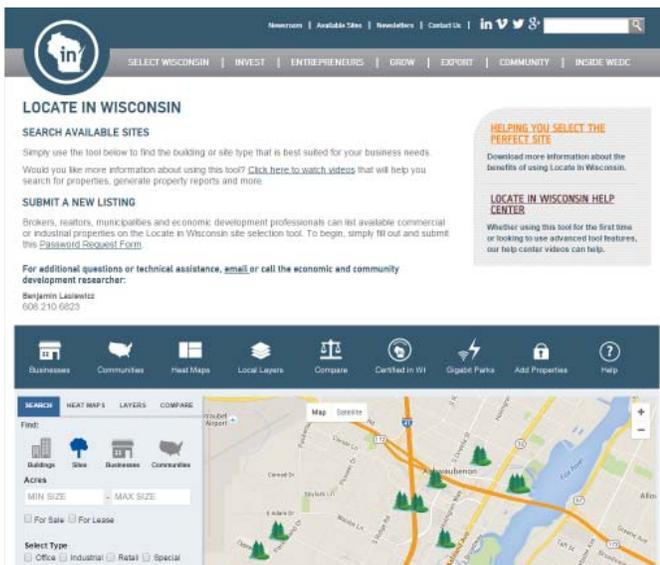


Figure 84. Wisconsin Economic Development Corporation's Site Selection Tool for sites and buildings  
 Source: Wisconsin Economic Development Corporation, accessed: January 3, 2016

## BROWNFIELDS

Ashwaubenon has sixteen ongoing environmental contamination cleanup sites and forty-four additional contaminated sites, throughout the village, as of January 2016. These sites may or may not require financial assistance to “boost” on-site remediation activities. Numerous federal and state departments offer programs to assist communities and private parties in the cleanup and redevelopment of brownfield sites. The following “Quick Reference Chart” summarizes and organizes these programs by eligible expenses. The chart is an excerpt from “The Financial Resource guide for Cleanup and Redevelopment”

(Guide) published by the WDNR in 2013. The Guide is divided into sections of grants, reimbursements, loans, tax incentives, and waterfront revitalization programs. Within each section are one-page summaries which offer detailed information about who may apply, eligibility criteria, and other factors. Many of the financial tools can be used in conjunction with one another and with private funding from traditional sources.

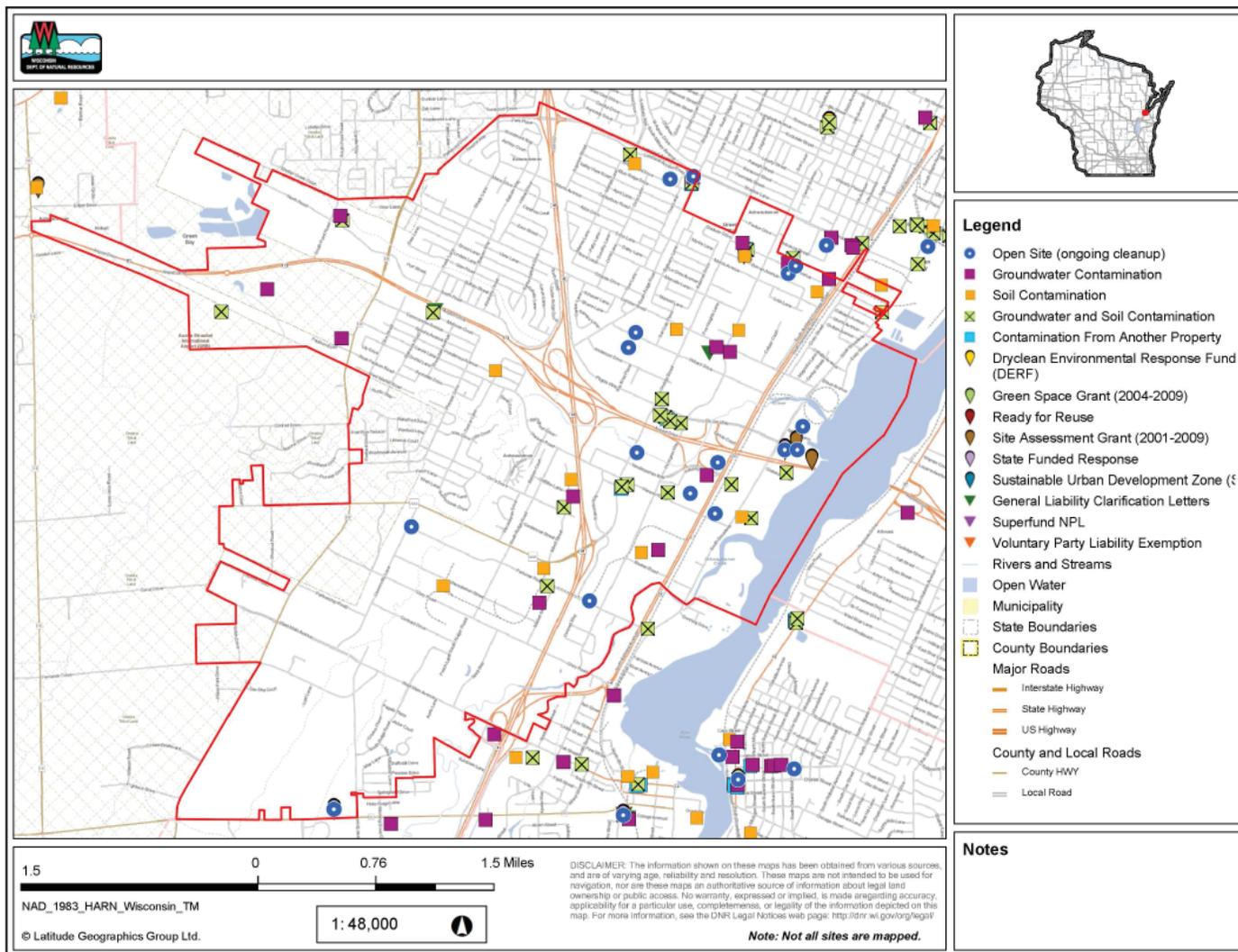


Figure 85. Current brownfield sites  
 Source: Wisconsin Department of Natural Resources, accessed January 3, 2016

**Quick Reference Chart: Financial Programs Organized by Eligible Expenses**

GRANTS & GRANTING AGENCIES	Planning for Cleanup & Redevelopment	Acquisition of Property	Phase I & II Environmental Assessment	Underground Storage Tank Removal	Environmental Site Investigation	Demolition	Environmental Cleanup	Redevelopment of Property	Asbestos Abatement
<b>Wisconsin Assessment Monies (WAM)</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>	\$		\$	\$	\$				
<b>Ready for Reuse Revolving Loan Fund Grants</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>				\$		\$	\$		\$
<b>Stewardship Grants</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>		\$						\$	
<b>Brownfield Site Assessment Grants (SAG)</b> <i>Wisconsin Economic Development Corporation (WEDC)</i>			\$	\$	\$	\$			\$
<b>Brownfield Grant Program</b> <i>Wisconsin Economic Development Corporation (WEDC)</i>		\$		\$	\$	\$	\$	\$	\$
<b>Federal Brownfield Assessment Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>	\$		\$	\$	\$				\$
<b>Federal Brownfield Site Cleanup Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>				\$		\$	\$		\$
<b>Federal Brownfield Revolving Loan Fund (RLF) Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>				\$		\$	\$		\$
<b>Federal Brownfields Area-Wide Planning Grant</b> <i>U.S. Environmental Protection Agency (EPA)</i>									
<b>Federal Targeted Brownfields Assessment</b> <i>U.S. Environmental Protection Agency (EPA)</i>									
<b>Brownfield Economic Development Initiative (BEDI) Grants</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Community Development Block Grants – Large Cities</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Community Development Block Grant- Small Cities</b> <i>Wisconsin Department of Administration (DOA)</i>	\$	\$		\$		\$	\$	\$	
<b>Coastal Management Grants</b> <i>Wisconsin Department of Administration (DOA)</i>	\$	\$				\$	\$	\$	
<b>Local Transportation Enhancement (TE) Grants</b> <i>Wisconsin Department of Transportation (DOT)</i>		\$						\$	
<b>Transportation Economic Assistance (TEA) Grants</b> <i>Wisconsin Department of Transportation (DOT)</i>		\$	\$	\$	\$	\$	\$	\$	\$
<b>REIMBURSEMENT PROGRAMS</b>									
<b>Agricultural Chemical Cleanup Program (ACCP)</b> <i>WI Dept. of Ag, Trade &amp; Consumer Protection (DATCP)</i>					\$	\$	\$		
<b>Local Government Cost Recovery</b> <i>Local Governmental Units</i>				\$	\$		\$		
<b>Local Governments Reimbursement Program</b> <i>U.S. Environmental Protection Agency (EPA)</i>	Covers only costs that are associated with emergency response.								
<b>Petroleum Environmental Cleanup Fund Award (PECFA)</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>					\$		\$		
<b>LOANS &amp; LOAN GUARANTEES</b>									
<b>Ready for Reuse Revolving Loan Fund</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>				\$		\$	\$		\$
<b>State Trust Fund Loan Program</b> <i>Wisconsin Board of Commissioners of Public Lands</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Section 108 Loan Guarantee</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	
<b>Small Business Administration Loans</b> <i>U.S. Small Business Administration</i>		\$	\$	\$	\$		\$	\$	\$
<b>TAX CREDITS &amp; INCENTIVES</b>									
<b>Business Improvement Districts</b> <i>University of Wisconsin Extension (advice)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Cancellation of Delinquent Property Taxes</b> <i>Local Governmental Units, Wisconsin DNR</i>		\$							
<b>Env. Remediation Tax Incremental Financing (ERTIF)</b> <i>Wisconsin Department of Revenue</i>	\$	\$	\$	\$	\$	\$	\$		\$
<b>Historic Preservation Income Tax Credits</b> <i>Wisconsin Historical Society</i>				\$				\$	\$
<b>New Market Tax Credits</b> <i>WI Housing &amp; Economic Development Assoc. (WHEDA)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Reassignment of Tax Foreclosure Judgment</b> <i>Local Governmental Units, Wisconsin DNR</i>		\$							
<b>Tax Incremental Financing</b> <i>Wisconsin Department of Revenue</i>	\$	\$	\$		\$	\$	\$	\$	

Source: Wisconsin Department of Natural Resources, "The Financial Resource Guide for Clean & Redevelopment," 2013

## CHAPTER 8:

# ECONOMIC & COMMUNITY DEVELOPMENT GOALS

- » Pursue the expansion and maintenance of existing businesses, and recruit new businesses to Ashwaubenon.
- » Improve the quality of retail businesses within Ashwaubenon by incentivizing a) site and building improvements and b) strengthened business operations.
- » Facilitate the re/development and rehabilitation of retail, office, and manufacturing facilities, and push vacant sites to “move-in ready” status.
- » Work collaboratively to strengthen the Airport as an economic development opportunity, particularly around the rebranding of the Airport as the Green Bay International Airport.
- » Build on Interstate 41 marketing efforts to strengthen the corridor and recruit businesses to locate along the corridor, and in Ashwaubenon generally.
- » Work closely with the Ashwaubenon Business Association and other partners to market job opportunities and work with partners to develop training programs catered to these positions to increase employee retention rates.
- » Support the growth, development, and connection of key opportunity areas within the village.
- » Plan appropriately to facilitate mid- to long-term change in the opportunity areas within the village.



9



Source: Village of Ashwaubenon

# INTERGOVERNMENTAL COORDINATION

## CONTEXT

The Village of Ashwaubenon can coordinate planning activities with other local governments, Brown County, and the Oneida Nation. Competition between local governments, for residential, commercial, and industrial development, among others, can lead to disputes and higher costs. Coordination between local governments insures that unnecessary conflicts can be avoided.

### **Relationship Building and Communication**

As the metropolitan area evolves, effective growth will depend, in part, on effective coordination of activities among the various jurisdictional units the impact Ashwaubenon. Specifically, the Village should establish regular meetings and discussions with staff and key officials with Bay-Lake Regional Planning Commission, Brown County, and the Ashwaubenon School District. Initially, these meetings might occur once or twice per year to identify areas of mutual concern and potential joint projects and initiatives.

### **Adjacent Community Planning**

Along with coordination between the Village and key agencies, surrounding municipalities have comprehensive plans which vary in depth and detail. Some of these plans depict specific projects, reinvestments, and redevelopment opportunities for which cooperation can lead to increased social and economic value for all parties. This is especially important for long term economic development activities where cooperation and coordination (as oppose to competition) can create larger overall benefits. That is, competition often results in reducing the total resources that can be brought to a community whereas cooperation can often crate a larger overall set of resources to be shared. Specific concepts for joint economic development efforts can only be established through direct, face-to-face discussions between the staff and elected officials of Ashwaubenon and their counterparts in other communities.

In addition to specific projects, joint efforts might also yield positive results for Tax Incremental Financing districts and shared services. For example, joint TIF districts can focus on those abutting areas on the fringe of two jurisdictions which are often left under-developed due to the inability to combine an effective investment plan for outside developers. Similarly shared service agreements often can lead to reciprocal agreements where each municipality provides a more efficient provision of services in areas outside their standard jurisdiction.

One specific area of joint planning and economic development with the City of Green Bay might focus on master planning for entertainment uses east of Lambeau Field and south of Lombardi Avenue (land uses and zoning, streetscape and pedestrian enhancements). This might also include discussion of new investments from the County and other interested parties.

Another area of joint planning for redevelopment might focus on the airport and surrounding area in conjunction with the County, Hobart and the specific staff and officials involved in the leaders of the airport. Issues regarding the economic development opportunities related to the airport are discussed in the Chapter on Economic Development. This effort may also involve coordination with other private sector parties and jurisdictions and institutions which share interest in leveraging the short-term and long-term value of the airport. More specifically, the Village might consider joint development plans with Lawrence University and the Village of Hobart at the southwest corner of the village (Packerland Drive and Grant Street).

### **Economic Development**

In addition to the specific projects noted above, intergovernmental cooperation should include participation and support of efforts to advance The New North regional economic development initiative: [www.thenewnorth.com](http://www.thenewnorth.com).

### **Transportation & Circulation**

Several trails and bicycle routes can be extended into neighboring municipalities. This would help both communities by providing

greater continuity for non-automobile users to access facilities and services, in addition to recreational opportunities. This should include work with the Southern Bridge Coalition project in southern communities through Brown County.

**Parks and Recreation**

While each community develops and maintains its parks independently, most park users enjoy park and recreation opportunities across jurisdictional boundaries. Conversations with other parks departments and institutions might facilitate efficiencies in providing facilities as well as a potential for shared services (this should include options for a regional park district coordinated with Hobart and Lawrence)

**Marketing and Branding**

Municipalities always compete with each other for new businesses and commercial activity. Yet home buyers and business

investors are often selecting an “area” as well as a specific municipality and neighborhood. While competition may be normal with the region, outside the region shared marketing and branding is usually an effective strategy. Typically this occurs through civic organizations and associations. Given the village’s reliance on the benefits of tourism from Lambeau Field, the Village should work aggressively with the local Convention and Visitors Bureau, as well as other organizations that promote tourism.

**Shared Services**

Throughout Wisconsin communities are trying to reduce costs and maintain or increase the quality of services. This has involved joint departments, shared equipment and many other innovative approaches. Ashwaubenon already participates in some of these agreements and should look toward future opportunities.

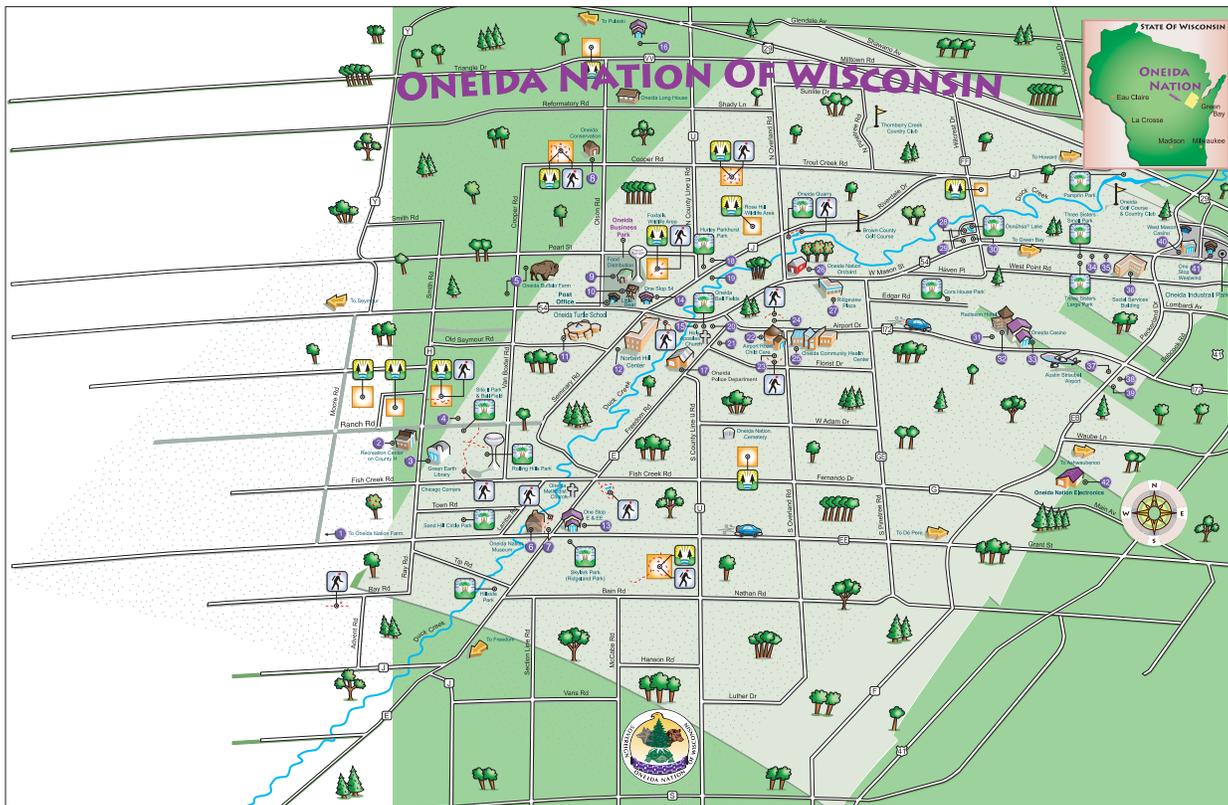


Figure 86. Oneida Nation in Brown and Outagamie Counties  
 Source: www.oneidanation.org, 2015

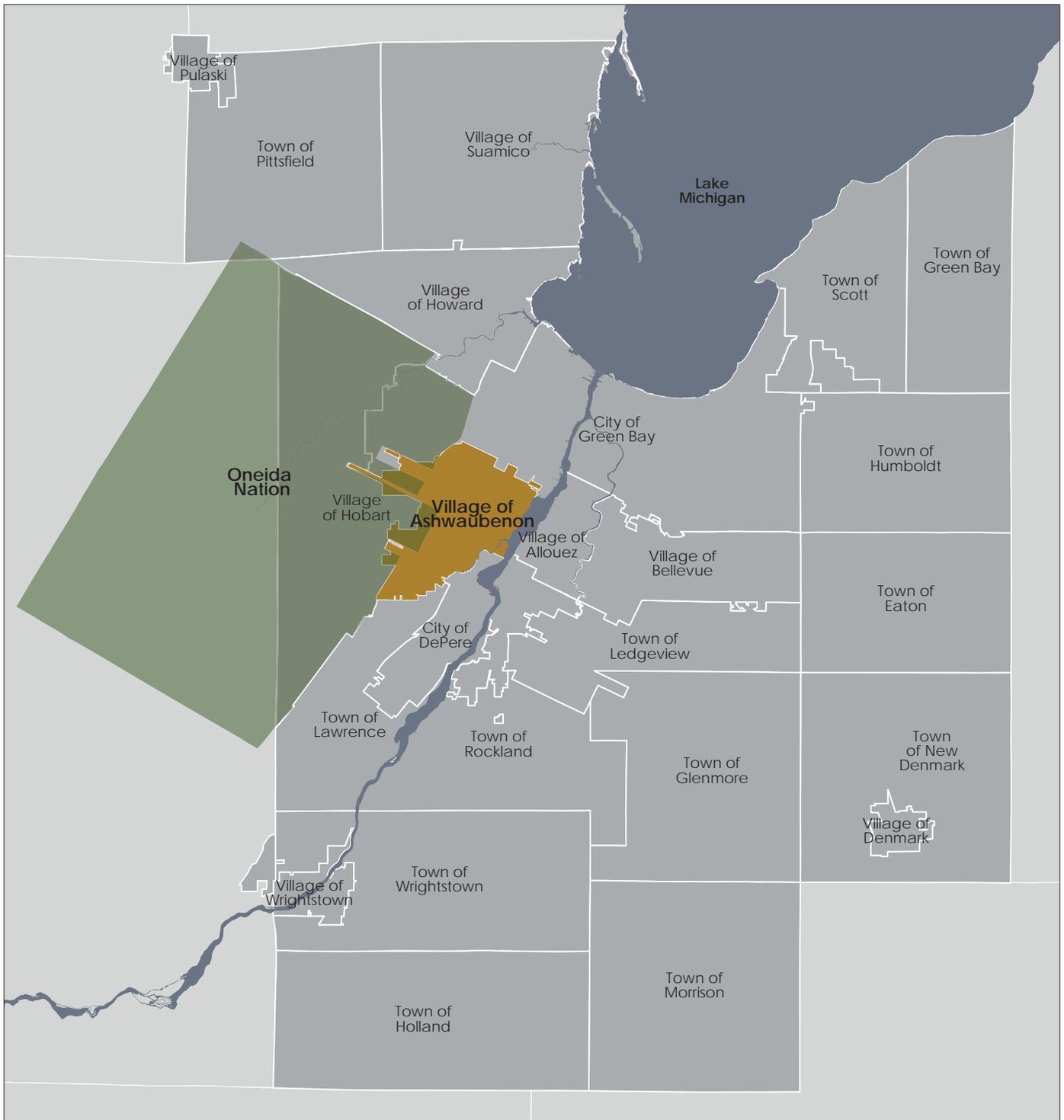
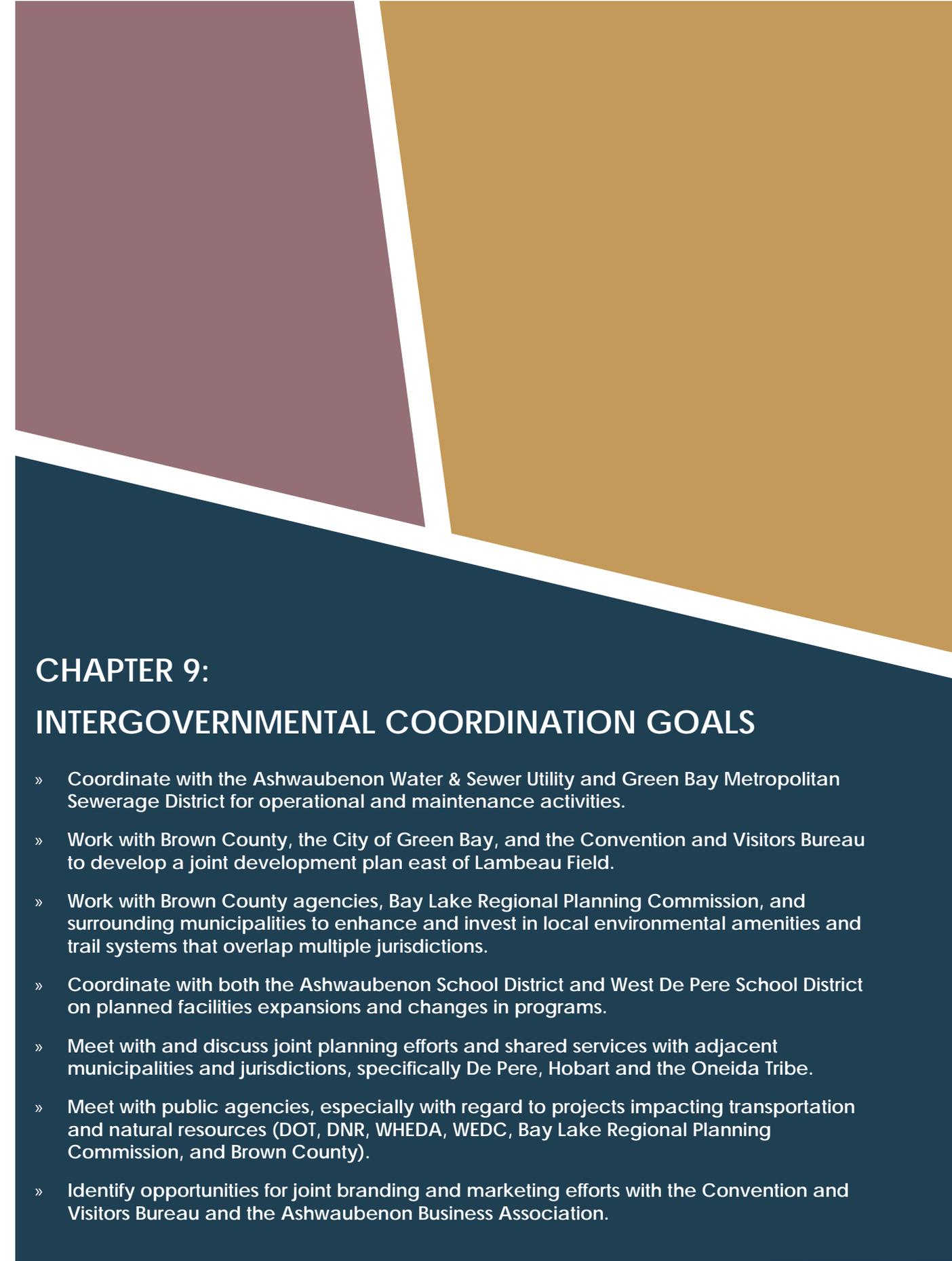


Figure 87. Ashwaubenon in the context of Brown County

Source: Brown County & U.S. Census, 2015



## CHAPTER 9:

### INTERGOVERNMENTAL COORDINATION GOALS

- » Coordinate with the Ashwaubenon Water & Sewer Utility and Green Bay Metropolitan Sewerage District for operational and maintenance activities.
- » Work with Brown County, the City of Green Bay, and the Convention and Visitors Bureau to develop a joint development plan east of Lambeau Field.
- » Work with Brown County agencies, Bay Lake Regional Planning Commission, and surrounding municipalities to enhance and invest in local environmental amenities and trail systems that overlap multiple jurisdictions.
- » Coordinate with both the Ashwaubenon School District and West De Pere School District on planned facilities expansions and changes in programs.
- » Meet with and discuss joint planning efforts and shared services with adjacent municipalities and jurisdictions, specifically De Pere, Hobart and the Oneida Tribe.
- » Meet with public agencies, especially with regard to projects impacting transportation and natural resources (DOT, DNR, WHEDA, WEDC, Bay Lake Regional Planning Commission, and Brown County).
- » Identify opportunities for joint branding and marketing efforts with the Convention and Visitors Bureau and the Ashwaubenon Business Association.

# Wisconsin RPCs and MPOs

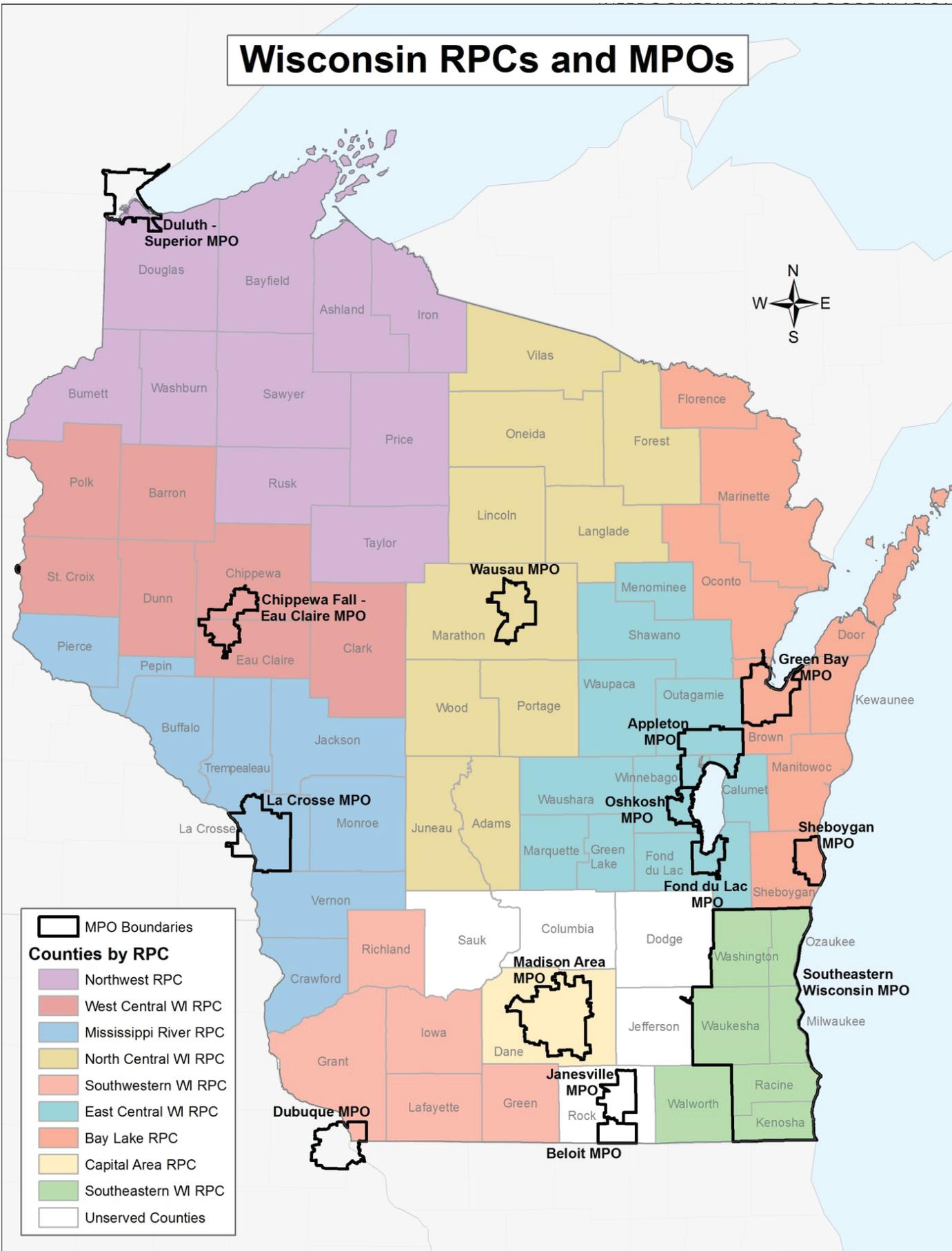
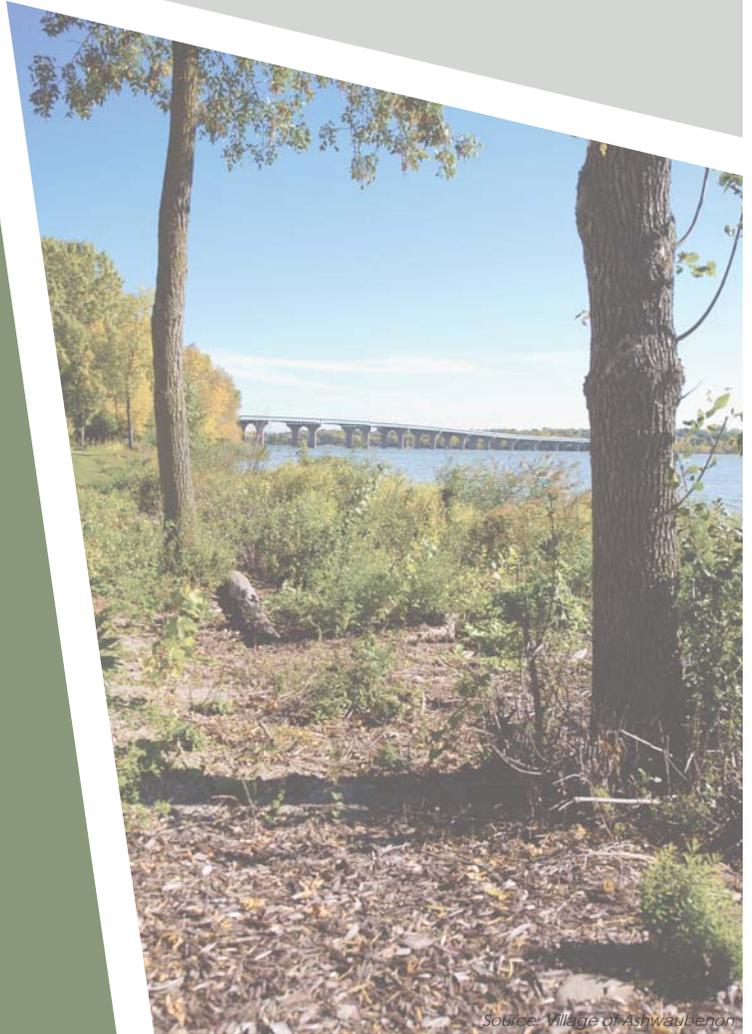


Figure 88. Ashwaubenon falls within the jurisdiction of the eight-county Bay Lake Regional Plan Commission  
 Source: Association of Wisconsin Regional Plan Commissions, 2015

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Source: Village of Ashwaubenon

# IMPLEMENTATION

The Comprehensive Plan Update sets forth the general road map for community improvement and development within the village of Ashwaubenon during the next twenty years. The formal adoption of the Village of Ashwaubenon Comprehensive Plan Update is a first step, not the last. The Village and its partners must commit action to implement plan recommendations in order to have lasting impact. The implementation tools provided in this chapter will help Ashwaubenon realize the community improvements outlined in the Plan.

This section lists several implementation tools that can be used by the Village and local partners to achieve the goals set forth in this Plan. In addition, this section summarizes the detailed recommendations made throughout this Plan, identifies the parties responsible for completing the recommendation, and assigns a priority level to each recommendation.



Source: GRAEF

## WHAT OFFICIAL CONTROLS CAN HELP IMPLEMENT THIS PLAN?

This Comprehensive Plan Update provides guidance for making zoning and other regulatory decisions in the community. The standards and development goals established in this Plan should a) direct the revision of any ordinances and their contents, and b) guide the development of detailed designs and guidelines. Official controls that should be created or revised in keeping with the Comprehensive Plan Update include the following:

### Zoning

The Future Land Use Recommendations shown through the Neighborhoods-Districts-Corridors Map and following tables in Chapter 5 (Land Use) are statutorily the predecessor to zoning ordinance language. That is, the zoning code must be consistent with the Comprehensive Plan Update and therefore the Future Land Use Recommendations table. Following adoption of this Plan, the Village should conduct a careful analysis of the Future Land Use Recommendations and incorporate necessary ordinance and/or map revisions into the zoning code.

### Urban Design/Architectural Design Guidelines

Ashwaubenon should look to build upon the existing urban design guidelines created over seven years ago as part of the TID 5 planning process, and should prepare this document in the near future. These guidelines should establish such elements as design details and standards for building form and fenestration, materials, signage, lighting, site landscaping, and off-street parking design. Creating these guidelines will meet an overarching desire voiced by the community during the creation of this Plan: **to maintain a higher standard of quality for the building stock in the Ashwaubenon community.**

### Village Center Development Plan

As plans continue to foster a Village Center for the community, the Village should look to the TID 5 Master Plan (and relevant plans referenced within the document itself) to provide guidance for future development that meets the vision for the area. The TID 5 Master Plan includes topics including guidelines for land use, build-to zones, building heights, building configuration, parking, and circulation details. Referencing this Master Plan will maximize the long-term economic value of the Village Center to the community.

### Village Streetscape Master Plan

Landscaping is an important factor in creating a desirable environment for any community. A streetscape master plan for the Village could develop standards for landscape for all arterials and public places in the Village. The standards would also address issues of operation, maintenance and management. The Village could use a streetscape master plan to reinforce the positive image of Ashwaubenon and upgrade the overall appearance and identity for the village.

## WHAT ARE SOME OF THE STAFF ACTIVITIES FOR IMPLEMENTATION?

This Comprehensive Plan Update will serve to guide future actions taken by multiple parties. Many of these actions will include planning activities, such as those outlined below:

### Development Applications

Village staff, the Plan Commission, and the Village Board should refer to the maps, objectives, and policies in this Plan when reviewing applications for rezoning, conditional use permits, land subdivision, or site plan approval.

### Neighborhood, District, and Corridor Plans

The Village should prepare more detailed plans for neighborhoods, districts, and corridors within the village that are consistent with the objectives and policies in this Comprehensive Plan Update. (This Plan can be amended to incorporate the detailed concepts generated in such future plans.) This type of corridor plan is especially critical for the Oneida/Holmgren/Ashland corridors.

## WHAT IS THE SPECIFIC IMPLEMENTATION PLAN?

The following table summarizes the detailed recommendations made throughout this Plan, identifies the parties responsible for completing the recommendation, and assigns a priority level to each recommendation.

### Priority and Timing

Low: Short-term projects should be undertaken immediately (within the next one to two years). Many of these are projects entail enacting a public policy or administrative action, and will not require a significant new allocation of funds. Others may require significant investment, but are necessary actions to help ensure successful revitalization.

Moderate: Mid-term projects should be undertaken during the next three to five years, although many could begin immediately. While these are considered just as critical as short-term projects, they will likely require more time and effort to implement.

High: Long-term projects should be undertaken over the next six to fifteen(+) years. These include projects which appear to be more difficult or costly to achieve, represent ongoing initiatives, or need additional local support. These projects could move forward if market conditions or local priorities change during the next few years.

HOUSING GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>A</b> Maintain and promote high-value residential infill at key locations abutting the rivers, other natural amenities, and in key areas throughout the village that promote walkability and connections to commercial amenities.</p>	<ul style="list-style-type: none"> <li>» Identify investor opportunities and development sites</li> <li>» Revise zoning when needed</li> <li>» Facilitate permitting process</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Zoning Board of Appeals</li> </ul>	Focus on the Village Center and Riverfront
<p><b>B</b> Maintain and increase the availability of moderately priced housing, particularly for families seeking a long-term community.</p>	<ul style="list-style-type: none"> <li>» Identify the neighborhoods with sizable cohorts of aging seniors who may be looking to sell existing single-family homes</li> <li>» Review the market to regularly track active listings in those neighborhoods</li> <li>» Provide incentives in those neighborhoods to attract first-time homeowners to existing housing stock</li> </ul>	High	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> </ul>	
<p><b>C</b> Maintain and upgrade existing affordable housing and workforce housing for families.</p>	<ul style="list-style-type: none"> <li>» Infuse into any local grants, and into the permitting process, guidelines for high-quality, durable materials</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> </ul>	
<p><b>D</b> Maintain high-quality neighborhoods that attract a new generation of long-term residents. Facilitate the longer term transition of neighborhoods, especially with regard to code enforcement, changes in generational attitudes, and needs for neighborhood quality.</p>	<ul style="list-style-type: none"> <li>» Encourage the creation of neighborhood organizations and the individual branding of different neighborhoods</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> </ul>	
<p><b>E</b> Promote a higher-density, mixed-use, metropolitan-style neighborhood between Oneida Street and Ashland Avenue with new, flexible guidelines to attract young professionals looking to find a lifestyle-friendly community and empty nesters looking to downsize.</p>	<ul style="list-style-type: none"> <li>» Identify investor opportunities and development sites</li> <li>» Create incentives for developers to build in the area</li> <li>» Revise zoning when needed</li> </ul>	High	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Zoning Board of Appeals</li> </ul>	Focus on the Village Center and Riverfront

HOUSING GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>F</b> Encourage the creation of housing for active seniors who want to remain in Ashwaubenon without the burdens of single-family homeownership. At the same time, facilitate the homeowner transition from these aging residents leaving neighborhoods to new families and residents.</p>	<ul style="list-style-type: none"> <li>» Identify investor opportunities and development sites</li> <li>» Revise zoning when needed</li> <li>» Facilitate the permitting process</li> <li>» Educate interested buyers in the neighborhoods where active listings are most prevalent</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Zoning Board of Appeals</li> <li>» Building Inspection</li> </ul>	Focus senior housing in Village Center and along Riverfront
<p><b>G</b> Consider programs – including regulations and incentives – to ensure long-term maintenance of residential single-family units as well as the improvement of multi-family and duplex housing types.</p>	<ul style="list-style-type: none"> <li>» Proactively employ code enforcement policies and programs</li> <li>» Create and distribute informational materials regarding Village housing improvement incentives, and other regional incentives/ programs</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» CDA</li> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Building Inspection</li> <li>» Zoning Board of Appeals</li> </ul>	
<p><b>H</b> Maintain the high-quality appearance of residential streets through streetscape improvements and maintenance.</p>	<ul style="list-style-type: none"> <li>» Use context-based design standards and guidelines</li> <li>» Incorporate native plantings that absorb stormwater runoff</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Public Works &amp; Streets</li> </ul>	
<p><b>I</b> Customize regulations and programs, including zoning and site design guidelines, for existing and new residential development to fit the unique character of each neighborhood in a manner that promotes community pride and a high-level of property owner maintenance and investment.</p>	<ul style="list-style-type: none"> <li>» Prepare ordinance changes that include site design guidelines</li> <li>» Create an informational piece summarizing the guidelines for conversations with property owners</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Zoning Board of Appeals</li> <li>» Village Administration</li> </ul>	

NATURAL, AGRICULTURAL & CULTURAL RESOURCE GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>A</b> Continue to develop a high-quality park system, as outlined in the 2014 Comprehensive Outdoor Recreation Plan, including:</p> <ul style="list-style-type: none"> <li>» Making program and regulatory changes,</li> <li>» Upgrading facilities to increase neighborhood activities and gatherings for social cohesiveness,</li> <li>» Modernizing the parks and age-appropriate amenities and facilities with unique features,</li> <li>» Providing both organized recreational activities as well as spontaneous, unprogrammed, and passive activities, including in the floodplain within the park and trail system, and</li> <li>» Ensuring both the natural beauty of the parks and trails as well as the attractiveness of new structures, facilities, and amenities.</li> </ul>	<ul style="list-style-type: none"> <li>» Increase funding for capital and operational expenses</li> <li>» Convene supporting parties, as outlined in the Comprehensive Outdoor Recreation Plan, on a regular basis to review progress made on the actions from that plan</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	
<p><b>B</b> Create more recreational opportunities on or near the Fox Riverfront, including a bridge over the creek to Ashwaubomay Park, and routes/trails to increase connectivity to Titledown and TID 5, the fairgrounds, old Ashwaubomay, the marina, and the Railroad Museum.</p>	<ul style="list-style-type: none"> <li>» Work with Brown County on the riverfront trail system</li> <li>» Allocate funds in future capital budgets to install new recreational opportunities</li> </ul>	High	<ul style="list-style-type: none"> <li>» Parks, Recreation &amp; Forestry</li> </ul>	Continue to enhance trails, amenities & redevelopment along the Fox River
<p><b>C</b> Enhance the aesthetic and historic value of the Fox River, Dutchman Creek, Ashwaubenon Creek, and other environmental assets.</p>	<ul style="list-style-type: none"> <li>» Develop design standards to increase public use and experience along the trail network, riparian areas, and public places (this may include signage, seating, bicycle racks, general landscape, and general streetscape enhancements).</li> <li>» Establish Village-specific Shoreline Zoning, by using the County's as a guide and working with DNR to tailor.</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	Develop a Village-wide stream buffer plan to protect surface waters

NATURAL, AGRICULTURAL & CULTURAL RESOURCE GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>D</b> Provide amenities that add value to developments and uses adjacent to, abutting, and or near the parks and recreational areas.</p>	<ul style="list-style-type: none"> <li>» Increase funding for capital paired with development guidelines</li> <li>» Encourage green space and amenity development by private developers.</li> </ul>	High	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	
<p><b>E</b> Identify and embrace culturally and historically significant sites in Ashwaubenon.</p>	<ul style="list-style-type: none"> <li>» Partner with the Ashwaubenon Historical Society, Brown County Historical Society, Neville Museum, Oneida Nation, Menominee Nation, and De Pere and Green Bay Antiquarian Society to conduct a comprehensive inventory of culturally and historically significant sites in Ashwaubenon.</li> <li>» Develop a Cultural and Historical Protection Ordinance, following the completion of the inventory, to preserve sites for future generations.</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Parks, Recreation &amp; Forestry</li> <li>» Building Inspection</li> </ul>	
<p><b>F</b> Improve streetscape in major districts and corridors. In conjunction with this effort, modernize accessibility and parking facilities that provide linkages to and increased usage of parks and recreational facilities.</p>	<ul style="list-style-type: none"> <li>» Increase funding for capital costs</li> <li>» Work with neighborhood groups and business community to identify local desires for improvements</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Parks, Recreation &amp; Forestry</li> <li>» Public Works &amp; Streets</li> </ul>	

TRANSPORTATION GOALS		Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<b>A</b>	Maintain existing services and infrastructure improvements.	» Continue ongoing monitoring	High	» Public Works & Streets	
<b>B</b>	Continue to balance existing, confirmed needs for transportation improvements with the flexibility needed to respond to new, emerging issues.	» Continue ongoing monitoring » Review plans for transportation changes as they emerge	High	» Public Works & Streets	
<b>C</b>	Ensure the high-quality appearance of transportation corridors throughout the village.	» Focus attention on aesthetic improvements on major corridors such as Ashland Avenue and Oneida Street » Explore the creation of a streetscape and beautification committee	Low	» Public Works & Streets	
<b>D</b>	Coordinate with Green Bay Metro Transit to evaluate routes and travel times in Ashwaubenon and the wider region in terms of ridership, travel times, and population needs.	» Establish annual meetings with Green Bay Metro Transit to update/review transit needs	Low	» Public Works & Streets	
<b>E</b>	As appropriate, continue the creation of new sidewalks and safe pedestrian crossings in commercial and mixed-use areas as well as areas that could foster increased pedestrian activity, including cross times at intersections when making infrastructure upgrades.	» Focus on Pilgrim Way crossing Ashland Avenue to the retail district » Extend the Main Avenue trail to the De Pere traffic circles » Improve pedestrian facilities on Waube Lane between Ridge Road and Allied Street	High	» Public Works & Streets	

TRANSPORTATION GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>F</b> Continue programs to ensure safe routes to schools for children and families.</p>	<ul style="list-style-type: none"> <li>» Continue plan coordination with schools and neighborhood groups</li> <li>» Explore working with the National Center for Safe Routes to School on future programming</li> </ul>	High	<ul style="list-style-type: none"> <li>» Public Works &amp; Streets</li> </ul>	
<p><b>G</b> Create more trails and trailheads village-wide to expand and interconnect the existing framework. Foster additional improvements to complement the trail connections linking the community parks and improve the promotion of the new and upgraded facilities, especially with regard to commercial and mixed use districts.</p>	<ul style="list-style-type: none"> <li>» Install wayfinding signage (both pedestrian and vehicular scales) at strategic locations throughout the village to improve connections to parks and destinations</li> </ul>	High	<ul style="list-style-type: none"> <li>» Public Works &amp; Streets</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	Use relevant components of the 2008 Bicycle and Pedestrian Plan

COMMUNITIES SERVICES & FACILITIES GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>A</b> Continue strong support for school district(s) as a major value-added attraction of the Village for new families.</p>	<ul style="list-style-type: none"> <li>» Market the strong school system in an effort to recruit/retain businesses and residents</li> <li>» Revise programs and seek additional funding</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» School Districts</li> </ul>	
<p><b>B</b> Work with schools to help fill schools and to provide training for local workforce needs.</p>	<ul style="list-style-type: none"> <li>» Establish regular meetings between the Village, school districts, and the business community to address issues of mutual concern</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» School Districts</li> </ul>	
<p><b>C</b> Develop community facilities to respond to current and future needs and desires of businesses and residents.</p>	<ul style="list-style-type: none"> <li>» Annually monitor the capacity, maintenance, operations, and management of utility systems</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Plan Commission</li> </ul>	
<p><b>D</b> Support economic development, particularly as it pertains to the enhancement of community services and facilities.</p>	<ul style="list-style-type: none"> <li>» Coordinate with regional, county, and state agencies</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Village Administration</li> <li>» CDA</li> </ul>	
<p><b>E</b> Identify existing County services and facilities and explore opportunities for increased collaboration to meet the needs and desires of businesses and residents.</p>	<ul style="list-style-type: none"> <li>» Establish regular meetings between the Village, County, neighborhood groups, and the business community to address issues of mutual concern</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Public Works &amp; Streets</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	

COMMUNITIES SERVICES & FACILITIES GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<b>F</b> Address needs for operational and maintenance costs for Village facilities including issues related to the community center, pool and aquatic center.	» Increase operating funds where feasible	Moderate	» Village Board » Parks, Recreation & Forestry	
<b>G</b> Program community facilities to support seniors with community classes.	» Work with seniors to determine appropriate community classes » Revise programs as needed	Moderate	» Plan Commission » Parks, Recreation & Forestry	
<b>H</b> Use the opportunities created by Titledown to promote local events and activities.	» Revise programs and work with Packers organization	High	» Plan Commission » Parks, Recreation & Forestry	
<b>I</b> Use the redevelopment of the arena as a major opportunity.	» Work with the County, arena staff, Convention Bureau, and other organizations to maximize the social and economic value of the redevelopment for the village	High	» Village Board » Plan Commission » Village Administration » CDA » Parks, Recreation & Forestry	

LAND USE GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>A</b> Foster the branding of the Neighborhoods, Districts, and Corridors throughout the village.</p>	<ul style="list-style-type: none"> <li>» Work with residents to embrace historic district and neighborhood names</li> <li>» Encourage the formation of neighborhood organizations</li> </ul>	<p>Low</p>		
<p><b>B</b> Residential Neighborhoods (Sherwood Forest, Smith Park, Pioneer, Lambeau, Sand Acres)</p> <ul style="list-style-type: none"> <li>» Maintain and enhance the existing fabric and infrastructure of stable residential neighborhoods.</li> <li>» Manage the transitions from older families to newer residents by facilitating “live near your work” programs and related incentive programs.</li> <li>» Provide park, school, and small commercial amenities that appeal to families.</li> <li>» Support opportunities to promote home inspection services that can reduce code violations and improve exterior appearance.</li> <li>» Create effective “seams” between residential areas and non-residential areas (such as business parks, commercial areas, and entertainment uses).</li> </ul>	<ul style="list-style-type: none"> <li>» Select one to two neighborhoods in which to focus actions</li> <li>» Setup discussions with local employers to entertain creating “live near your work” programs and grants</li> <li>» Review opportunities to allow for new, small park-like amenities in neighborhoods</li> <li>» Guide area home inspection providers and appraisers through ongoing introductions to the Village’s standards</li> <li>» Within future design guidelines, include a section on “seams” and transition spaces between neighborhoods, districts, and corridors</li> </ul>	<p>Moderate</p>	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Local employers</li> <li>» Building Inspection</li> </ul>	

LAND USE GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>C</b> Commercial and Mixed-Use Districts/Corridors (Airport, Southwest Business Park, Riverfront/Broadway, Village Center, Titledown, Ridge Road, Oneida/Holmgren/Ashland)</p> <ul style="list-style-type: none"> <li>» Encourage new grocery stores, from small to large format, that not only serve the needs of the retailer but also maximize access for local residents.</li> <li>» Encourage investors to develop open lots and parcels in current districts (especially the Airport area and the Southwest Business Park).</li> <li>» Encourage the retention of environmental amenities that increase property value (especially along the Riverfront).</li> <li>» Create appropriate outdoor public places for informal gatherings adjacent to restaurants, cafés, and related retail uses.</li> <li>» Create effective “seams” between residential and non-residential uses, particularly along District and Corridor borders.</li> <li>» Encourage streetscape enhancements throughout the village, especially along prominent arterials.</li> </ul>	<ul style="list-style-type: none"> <li>» Select two or three high priority projects each year</li> <li>» Review national efforts to infuse new grocer activity in communities, e.g. the Healthy Food Financing Initiative, and determine their appropriateness for Ashwaubenon</li> <li>» Create and distribute a list of available properties (online and/or hard copy) to spark discussion around development opportunities</li> <li>» Promote existing materials that map and identify environmental amenities throughout Ashwaubenon</li> <li>» Revise ordinances when needed</li> </ul>	<p>High</p>	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Parks, Recreation &amp; Forestry</li> <li>» Plan Commission</li> <li>» Public Works &amp; Streets</li> </ul>	
<p><b>D</b> Customize regulations (e.g. zoning and design guidelines) that address the unique circumstances of each neighborhood, district, and corridor.</p>	<ul style="list-style-type: none"> <li>» Develop overlay regulation for each neighborhood, district, and corridor</li> <li>» Allow permitted lot widths and setbacks to vary with each neighborhood.</li> <li>» Revisit parking regulations as Neighborhoods, Districts, and Corridors experience future development.</li> </ul>	<p>High</p>	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Public Works &amp; Streets</li> <li>» Plan Commission</li> <li>» Village Board</li> </ul>	

ECONOMIC & COMMUNITY DEVELOPMENT GOALS		Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<b>A</b>	Pursue the expansion and maintenance of existing businesses, and recruit new businesses to Ashwaubenon.	» Develop an extensive list of businesses interested in relocating to the area and connect with the owners of those businesses to find suitable locations within the Village	High	» Village Administration » CDA	Develop a grocery store serving southwest portion of Village
<b>B</b>	Improve the quality of retail businesses within Ashwaubenon by incentivizing a) site and building improvements and b) strengthened business operations.	» Promote existing incentives and programs to targeted businesses	High	» Village Administration » CDA	
<b>C</b>	Facilitate the re/development and rehabilitation of retail, office, and manufacturing facilities, and push vacant sites to “move-in ready” status.	» Pursue site enhancements to sites within key opportunity areas (e.g. building rehabilitation, environmental remediation - if needed, and landscape improvements)	Moderate	» Village Administration » CDA	
<b>D</b>	Work collaboratively to strengthen the airport as an economic development opportunity, particularly around the rebranding of the Airport to Green Bay International Airport.	» Establish regular meetings between the Village and Airport	Low	» Village Administration » CDA	
<b>E</b>	Build on Interstate 41 marketing efforts to strengthen the corridor and recruit businesses to locate along the corridor, and in Ashwaubenon generally.	» Develop an extensive list of businesses interested in relocating to the area and connect with the owners of those businesses to find suitable locations with direct access to I-41	Moderate	» Village Administration » CDA » Public Works & Streets	

ECONOMIC & COMMUNITY DEVELOPMENT GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<b>F</b> Work closely with the Ashwaubenon Business Association and other partners to market job opportunities and work with partners to develop training programs catered to these positions to increase employee retention rates.	» Establish regular meetings between the Village, tech schools, and the business community to address issues of mutual concern	Moderate	» Village Administration » CDA	
<b>G</b> Support the growth, development, and connection of key opportunity areas within the village.	» Provide appropriate incentives for the Titledown development to progress in line with Village desires » Continue discussion with developers and investors for residential and mixed-use developments within the Village Center » Market and promote available commercial/ industrial sites within the Southwest Business District » Market and promote key areas along the riverfront for redevelopment » Revise zoning when necessary	High	» Village Board » Plan Commission » Village Administration » CDA	
<b>H</b> Plan appropriately to facilitate mid- to long-term change in the opportunity areas within the village.	» Coordinate with necessary departments to establish benchmarks for development of the Packerland South opportunity area	Low	» Village Administration » CDA » Public Works & Streets » Water & Sewer Utility	

INTERGOVERNMENTAL COORDINATION GOALS	Action Steps	Priority Level	Responsible Parties	Relationship to 2004 Plan Goals
<p><b>A</b> Coordinate with the Ashwaubenon Water &amp; Sewer Utility and the Green Bay Metropolitan Sewerage District for operational maintenance activities.</p>	<ul style="list-style-type: none"> <li>» Conduct regular meetings to review status of systems</li> <li>» Consider hosting educational meetings to reinforce the utility’s “Water Saving Tips” within the community</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Administration</li> <li>» Water &amp; Sewer Utility</li> </ul>	
<p><b>B</b> Work with Brown County, the City of Green Bay, and the Convention and Visitors Bureau to develop a joint plan east of Lambeau.</p>	<ul style="list-style-type: none"> <li>» Setup ongoing plan review meetings with all partners</li> <li>» Consider creating and working with a Village Center Partners group of stakeholders committed to securing funding for development</li> </ul>	High	<ul style="list-style-type: none"> <li>» Village Board</li> <li>» Plan Commission</li> <li>» Village Administration</li> <li>» CDA</li> </ul>	
<p><b>C</b> Work with Brown County agencies to enhance and invest in local environmental amenities and trail systems that overlap multiple jurisdictions.</p>	<ul style="list-style-type: none"> <li>» As projects arise, coordinate with Brown County and stakeholders to review each project’s fit in the larger context</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Parks, Recreation &amp; Forestry</li> </ul>	
<p><b>D</b> Coordinate with both the Ashwaubenon School District and West De Pere School District on planned facilities expansions and changes in programs.</p>	<ul style="list-style-type: none"> <li>» Establish regular meetings between the Village, school districts, and the business community to address shared opportunities</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Administration</li> </ul>	
<p><b>E</b> Meet with and discuss joint planning efforts and shared services with adjacent municipalities and jurisdictions, include De Pere and the Oneida Tribe.</p>	<ul style="list-style-type: none"> <li>» Consider hosting a quarterly meeting with adjacent municipalities to review needs</li> </ul>	Low	<ul style="list-style-type: none"> <li>» Village Administration</li> </ul>	
<p><b>F</b> Meet with public agencies, especially with regard to transportation and natural resources (DOT, DNR, WHEDA, WEDC, and Brown County).</p>	<ul style="list-style-type: none"> <li>» Host discussions and possibly tours with these agencies to familiarize their staff with Ashwaubenon</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Public Works &amp; Streets</li> <li>» Parks, Recreation &amp; Forestry</li> </ul>	
<p><b>G</b> Identify opportunities for joint branding and marketing efforts with the Convention and Visitors Bureau and the Ashwaubenon Business Association.</p>	<ul style="list-style-type: none"> <li>» Identify gaps in the prevalence of local brands, and develop an action plan</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>» Village Administration</li> </ul>	

## HOW DO WE MONITOR THE PLAN, & MAKE AMENDMENTS OR UPDATES?

The Village should regularly evaluate its progress towards achieving the recommendations of this Comprehensive Plan Update and amend and update the Plan as appropriate. The Comprehensive Plan Update may be amended by the Village Board as needed. It is recommended that, at a minimum, the Village review the plan each year and identify changes that should be made in order to maintain relevance with contemporary needs. By amending the plan in this incremental fashion, it can remain current and usable by the broader community.

The following paragraphs suggest recommended criteria and procedures for monitoring, amending and updating the Plan:

### Plan Monitoring

The Village should consistently evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions vis-à-vis the recommendations in this Comprehensive Plan Update. The recommendations and priorities assigned to each action in the Goals/Recommendations table should provide a starting point for budget and work program planning.

### Plan Amendments

Amendments may be appropriate in the years following the initial Plan adoption, particularly in instances where the Plan is becoming irrelevant, where the Plan becomes contradictory to emerging policy or trends, or when new data are available. "Amendments" are generally defined as minor changes to plan maps or text. This Plan should be specifically evaluated for potential amendments every 5 years. Frequent amendments to accommodate specific development proposals should be avoided.

### Amending the Land Use Plan

The Land Use Plan (Chapter 7) should be reviewed and amended periodically. Suggestions for amendments may be brought forward by Village staff, officials, and residents, and should be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways, and could be drafted by Village staff:

- a. Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps.
- b. Amendments proposed as a result of general discussion with officials and citizens, or proposed as a result of recommendations discussed during a Village planning process.

When a change is proposed, it may follow this general procedure:

- » Recommendation by the Plan Commission to conduct a review process for the proposed amendment.
- » Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.
- » Recommendation from the Plan Commission to the Village Board.
- » Consideration and decision by the Village Board.

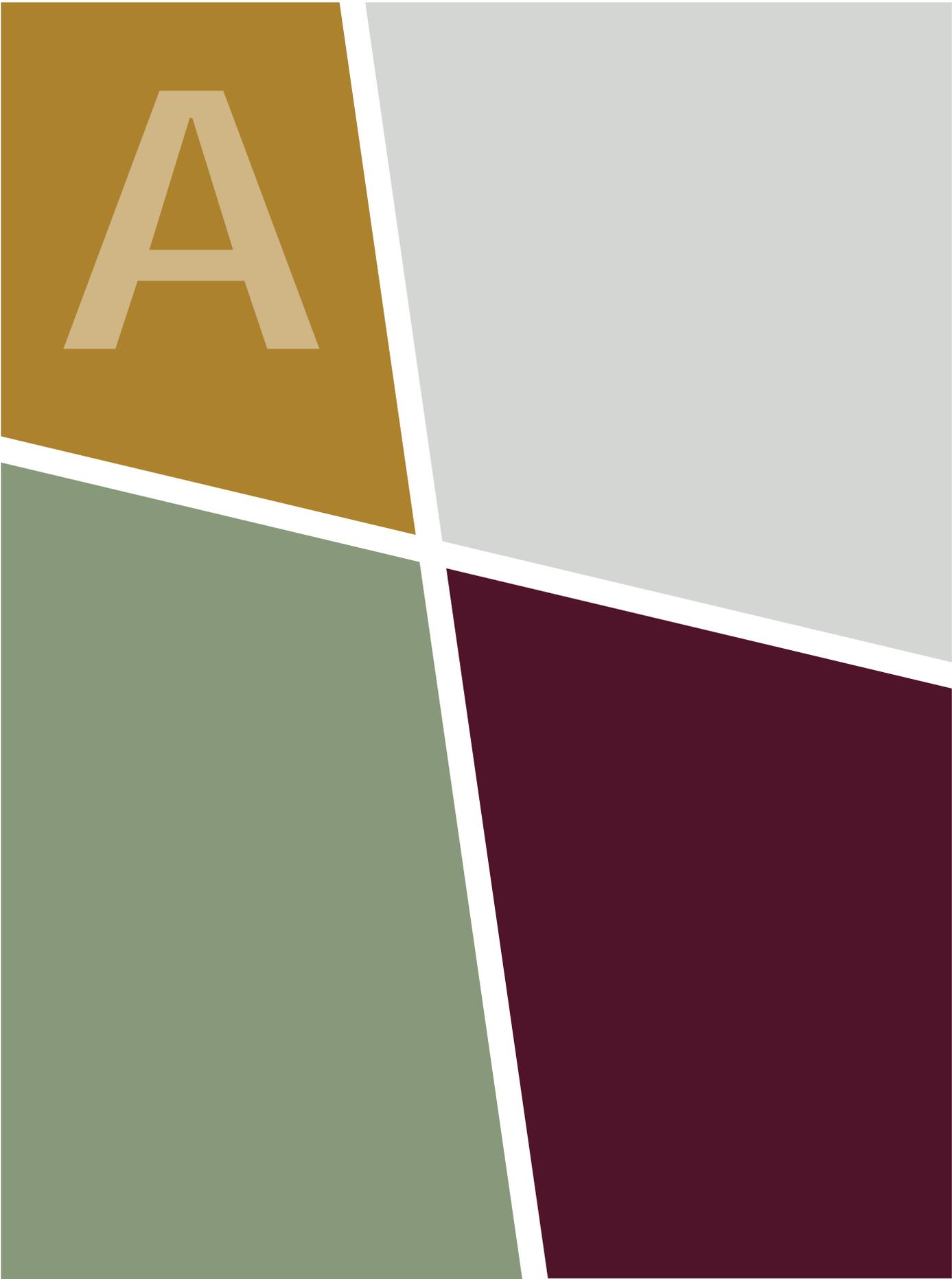
### Plan Updates

The Comprehensive Plan Update should be formally and holistically updated at least once every 10 years. An update results from revisiting the entire plan document. As opposed to an amendment, an update is often a substantial rewrite and redraw of text and maps.

### **The Years to Come**

The 2004 Ashwaubenon Comprehensive Plan was commissioned after Wisconsin enacted comprehensive planning legislation (66.1001) in 1999. Since that time, various individuals and groups have challenged the retention of this legislation. Despite the undeterminable future of comprehensive planning legislation, the Village can use this Comprehensive Plan Update to guide the community in making decisions. The Comprehensive Plan Update for Ashwaubenon is representative of a process through which the community provided input on the vision for the village. As such, in the years to come, the Ashwaubenon community can utilize this Comprehensive Plan Update for guidance with or without a statutory requirement to do so.





# APPENDIX

## BROWN COUNTY LAND USE CLASSIFICATION

CODE	LAND USE CLASSIFICATION		
	RESIDENTIAL		
100		600	INSTITUTIONAL/GOVERNMENTAL FACILITIES
110	Single Family Residential	610	Administrative Institutions/Governmental Facilities
130	Two Family	611	Administrative Buildings
150	Multi-Family	612	Post Offices
170	Group Quarters	613	Military Installations
180	Mobile Homes	614	Municipal Garages
190	Land Under Residential	630	Safety Institutions/Governmental Facilities
	Development	631	Police/Fire Stations/Offices
199	Vacant Residence	637	Ancillary Municipal Safety Facilities
		638	Prisons or Jails
200	COMMERCIAL	640	Educational Institutions/Governmental Facilities
210	Retail Sales	641	Pre-School/Day Care
211	Gas Stations	642	Primary Schools
212	Car Lots	643	Middle Schools
230	Shopping Centers	644	Secondary Schools
250	Retail Services	645	Vocational Schools
270	Office Parks	647	Two-Year Colleges/Universities
290	Land Under Commercial Residential	648	Four-Year and Graduate Colleges/Universities
299	Vacant Commercial	651	Libraries
		655	Museums
300	INDUSTRIAL	660	Health Institutions/Governmental Facilities
310	Manufacturing	661	Hospitals
340	Wholesaling	663	Clinics
360	Extractive (Mining, Quarry, Sand Pit)	665	Long-Term Health Care Facilities
361	Abandoned Extractive (Mining, Quarry, Sand Pit)	680	Assembly Institutions/Governmental Facilities
380	Storage	681	Fairgrounds
381	Open	682	Gymnasiums
382	Enclosed	683	Sports Stadia/Arenas
390	Land Under Industrial Residential	684	Fraternal Organizations/Clubhouses
399	Vacant Industrial	690	Religious and Related Facilities
		691	Churches/Temples/Synagogues
400	TRANSPORTATION	694	Cemeteries
410	Motor Vehicle Related		
411	Federal Highways	700	OUTDOOR RECREATION
412	State Highways	710	Cultural/Natural Activities
413	County Highways	712	Zoos
414	Local Streets and Roads	716	Nature Study Areas
415	County Forest Roads	721	Designated Historic/Cultural/Archaeological Sites
416	Federal Forest Roads	730	Land Related Activities
417	Off-Street Parking	731	Campgrounds
418	Bus Terminals	735	Lawns/Yards
419	Truck Terminals	736	Parks/Parkways/Forest-Related Picnic Areas
420	Other Motor Vehicle Related	737	Separate Picnic Areas
440	Rail Related	741	Playfields/Ball Diamonds/Volleyball Courts
460	Air Related	745	Swimming/Wading Pools
480	Marine Related	746	Tennis Courts
484	Piers/Docks	747	Trails
490	Nonmotorized Related	751	Athletic Fields
		756	Ice Skating Rinks
500	COMMUNICATION/UTILITIES	757	Roller Skating Rinks
510	Generation/Processing of Communication/Utilities	758	Ski Areas
511	Electric Power Plants	761	Golf Courses
514	Telephone and Telegraph Terminals/Dispatch Centers	762	Golf Driving Ranges
516	Radio/Television Stations	766	Archery/Gun/Skeet Ranges
521	Natural Gas Terminals/Plants	768	Hunting Preserves
525	Other Liquid Fuel Terminal Plants	769	Race Tracks
535	Water Supply Filter Treatment Plants	770	Other
537	Water Supply Wells	780	Water Related Activities
540	Transmission of Communication/Utilities	781	Boat Launching Sites/Areas
541	Major Electric Power Transmission Lines R/W	782	Other Water Access Sites/Areas
542	Electric Power Substations	783	Marinas
546	Radio/Television Transmission Towers/Antennae		
551	Major Natural Gas Transmission Lines R/W	800	AGRICULTURE/SILVICULTURE
552	Natural Gas Substations	805	Open Space
555	Other Major Liquid Fuel Transmission Lines R/W	810	Croplands/Pastures
556	Other Liquid Fuel Substations	830	Long-Term Specialty Crops
572	Water Supply Booster/Pumping Stations	850	Animal Husbandry
577	Water Supply Storage Tanks/Reservoirs	870	Farm Buildings/Accessories
580	Waste Processing/Disposal/Recycling	880	Commercial Forests
581	Trash/Garbage Landfills		
582	Other Trash/Garbage Dumps	900	NATURAL AREAS
583	Sewage Treatment Plants	910	Water
584	Sewage Sludge or Water Supply Chemical Disposals	911	Lakes
585	Fly Ash and Other Fire Residue Disposal	912	Reservoirs and Ponds
586	Auto Salvage/Recycling/Disposals	913	Rivers and Streams
587	Abandoned Landfill	914	Canals and Channels
591	Solid Waste Separation/Recycling Plants	930	Vital Natural Functions
595	Incinerators	936	Wildlife Refuges
		937	Designated Scientific Sites/Areas
		950	Other Natural Areas
		951	Woodlands
		952	Wetlands
		953	Grasslands
		954	Beaches
		955	Bluffs
		960	Other Publicly-Owned Natural Areas
		990	Land Under Development

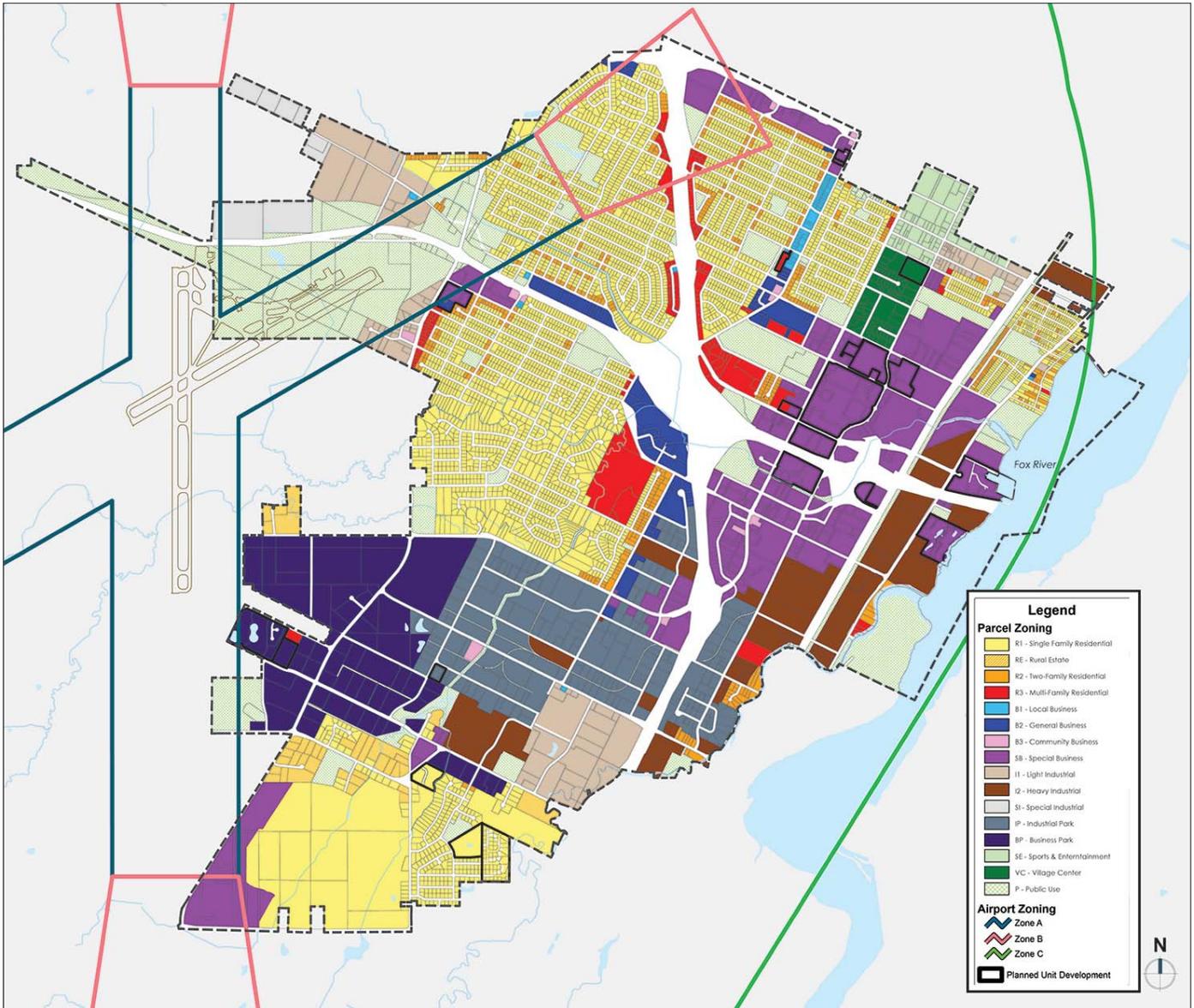


Figure 89. Village of Ashwaubenon Existing Zoning Map  
 Source: Village of Ashwaubenon, 2015



