

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Village of Ashwaubenon's land use goal is to, "Promote land use development and redevelopment in the Village that supports a diverse economy, varied housing options, and business growth opportunities that support Ashwaubenon's residential neighborhoods." Among others, specific land use objectives to attain this goal include promoting redevelopment with a mix of synergistic land use types, identifying opportunities for increased development densities and heights in appropriate areas, and promoting new housing, business, and industrial development. This section of the plan identifies the Village's existing land uses, and based on Ashwaubenon's identified goals and objectives, the second part of the chapter provides recommendations for the Village to implement in order to attain its desired future land uses and patterns.

Existing Land Use

In order to plan for future land use and development in Ashwaubenon, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Village of Ashwaubenon land uses were inventoried during the Fall of 2023 using a combination of Brown County aerial photography, Google Streetview, and field visits. Figure 2-1 provides a tabulation of the various land uses within the Village, and Figure 2-2 depicts the location of the various 2023 land uses within the Village.

Figure 2-1: Village of Ashwaubenon September 2023 Land Use Acreage

Land Use	2023 Total Acres	2023 Percent of Total
Single-Family	1,569.8	19.07%
Two-Family	112.0	1.36%
Multi-Family	218.3	2.65%
Mixed Use Residential	5.6	0.07%
Residential Land Under Development	91.5	1.11%
Total Residential	1,997.2	24.26%
Retail Sales	455.3	5.53%
Retail Services	412.9	5.01%
Office	46.7	0.57%
Commercial Land Under Development	5.5	0.07%
Total Commercial	920.4	11.18%
Manufacturing	474.0	5.76%
Contracting	54.8	0.66%
Wholesaling	202.7	2.46%
Storage	107.9	1.31%
Industrial Land Under Development	33.0	0.40%
Total Industrial	872.4	10.59%

Land Use	2023 Total Acres	2023 Percent of Total
Street and Highway Rights-of-Way	1,552.7	18.85%
Off-Street Parking	109.8	1.33%
Bus Terminals	13.7	0.17%
Truck Terminals	63.8	0.78%
Rail Related	36.1	0.44%
Air Related	342.7	4.16%
Total Transportation	2,118.8	25.73%
Generation/Processing of Comm./Util.	58.6	0.71%
Transmission of Comm./Util.	14.9	0.18%
Waste Processing/Disposal	65.7	0.80%
Total Communication/Utilities	139.2	1.69%
Government Administration	62.9	0.76%
Safety Institutions	0.8	0.01%
Educational Institutions	93.1	1.13%
Health-Institutions	59.3	0.72%
Assembly Institutions	30.8	0.37%
Religious and Related Facilities	39.1	0.47%
Total Institutional/Governmental	286.0	3.46%
Cultural/Natural Activities	0.8	0.01%
Land Related Activities	303.4	3.68%
Water Related Activities	2.3	0.03%
Total Outdoor Recreation	306.5	3.72%
Undesignated Open Space/Vacant Lots	378.2	4.59%
Cropland/Pasture	382.9	4.65%
Total Open Space /Agricultural	761.1	9.24%
Water Features	287.5	3.49%
Woodlands	523.7	6.36%
Other Natural Areas	22.8	0.28%
Total Natural Areas	834.0	10.13%
GRAND TOTAL *	8,235.6	100.00%

Figure 2-1

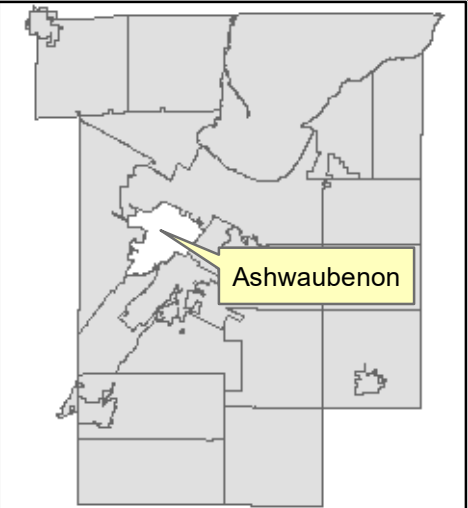
2023 Existing Land Uses

- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Mixed Use Residential
- Commercial/Office
- Industrial
- Streets
- Transportation - Related
- Utilities/Communications
- Governmental/Institutional
- Parks and Recreation
- Open Space/Vacant
- Agricultural
- Water
- Forest/Natural Area

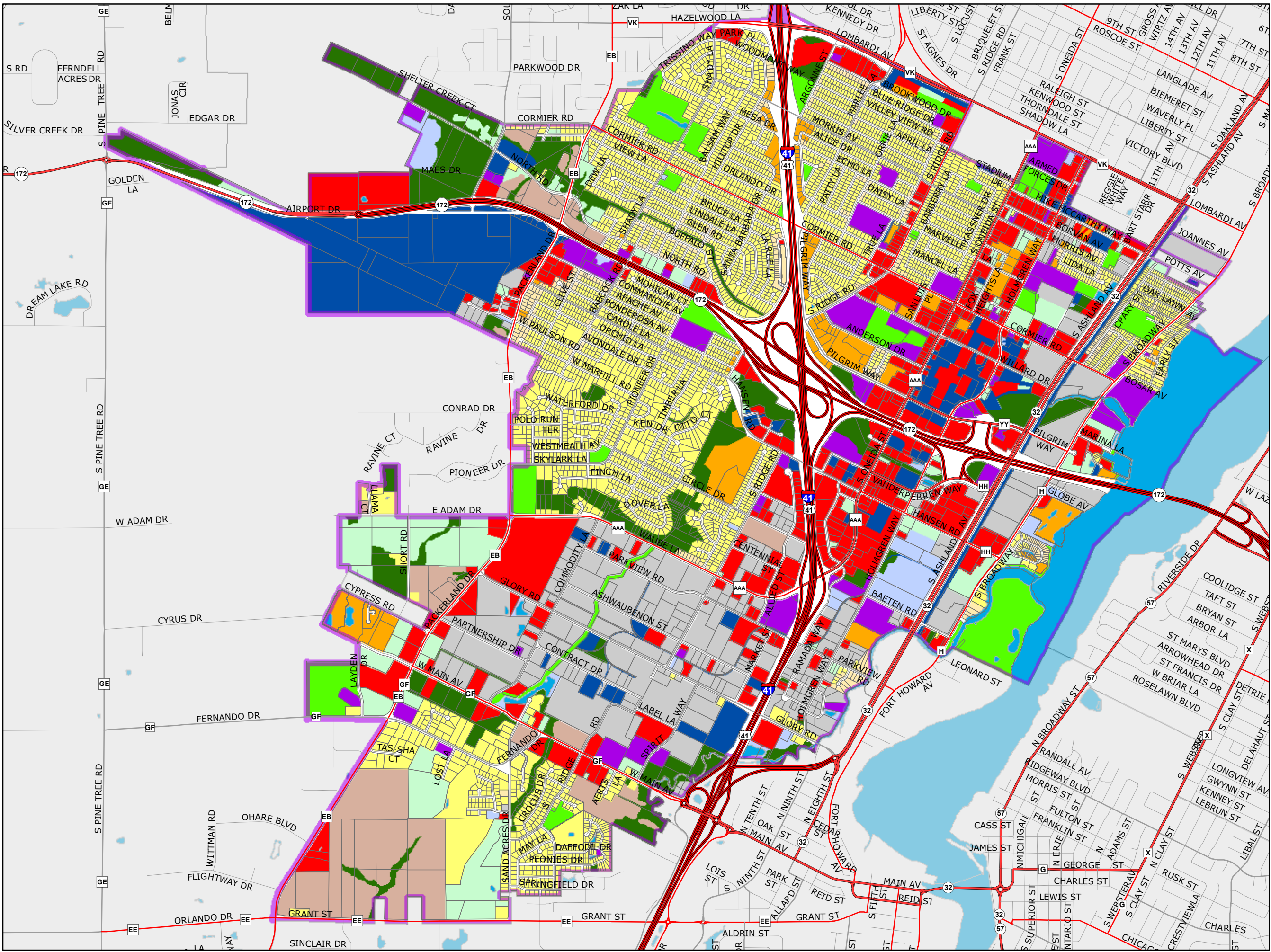


0 550,100 2,200 3,300 4,400 Feet

Map Prepared: 11/2023 AMS
Source: Village of Ashwaubenon



Brown County, WI



Residential Land Uses

Residential land uses include single-family homes, two-family homes, multi-family apartment buildings, and lands that are subdivided for new residential development. Within the Village of Ashwaubenon, 1,997.2 acres of land, or approximately 24.3 percent of the Village's land uses are classified as residential. Single family residential land uses are by far the largest subcategory, accounting for 1,529.8 acres of land or approximately 78.6 percent of all land classified as residential. Primarily single-family residential neighborhoods are generally located in the northeast part of the Village between S. Ashland Avenue and S. Broadway, south and west of Lambeau Field, and southwest of the Interstate 41/ STH 172 interchange. Newer single-family residential neighborhoods are found south of W. Main Avenue along Fernando Drive, S. Ridge Road, and Sand Acres Drive. The lands southwest of the intersection of Fernando Drive and Sand Acres Drive are currently under single-family residential home development with the Highland Ridge Estates Subdivision. The Winding Creek Estates subdivision has preliminary approval and is located south of W. Main Avenue and east of S. Ridge Road.



In addition to the large single-family neighborhoods, the Village of Ashwaubenon has a well-diversified mixture of residential uses, including two-family and multi-family homes. Over the past ten years, the Village has experienced a number of new apartment developments, including Manseau Flats along the Fox River; The Common Place, The Berkshire Ashwaubenon, The Bohemian Park, and The Element Apartments in the areas south and east of Lambeau Field; and Titledown Flats in the Titledown district west of Lambeau Field. Apartment buildings currently under construction include The Promenade, which is an active adult apartment development for residents aged 55+ should open in Summer 2025, the Cypress Townhomes and Apartments west of Packerland Drive between Cypress Lane and W. Main Avenue which should open in Spring 2026, and Novara, located at the Cormier Road / Holmgren Way intersection, which should open in Fall 2026. The newer apartment developments are typically 4+ stories tall and located on compact sites. Additionally, the Aldon Station development on the Fox River includes a mixture of zero lot line duplexes, zero lot line townhomes, and multi-story condominium housing options.

Commercial Land Uses

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where a patron is purchasing tangible goods. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Village occupy approximately 920.4 acres of land, or 11.18 percent of the total area of Ashwaubenon, and are generally focused along primary street corridors including S. Oneida Street/Waube Lane, S. Ridge Road, Lombardi Avenue, and Holmgren Way. Additional commercial areas are located along S. Ashland Avenue, Packerland Drive,



and West Main Avenue. Commercial uses in the Village vary in size and intensity from the large, regional shopping mall at Bay Park Square and national retailers including Target, to small, locally owned businesses along S. Ridge Road.

Ashwaubenon, and specifically the S. Oneida Street corridor, has served as a primary location for national chain restaurants, retailers, and service providers within the Green Bay Metropolitan Area. Over the past five to ten years, many of the older buildings along S. Oneida Street have been redeveloped, ushering in many new businesses. Bay Park Square Mall has experienced renewed stability with all four anchor tenant spaces being occupied and new outlot development occurring over the past three years.

Industrial Land Uses

Industrial land uses, including such uses as manufacturing, warehousing, contractor yards, and wholesaling occupied 872.4 acres of land or 10.59 percent of the Village of Ashwaubenon in 2023. Industrial uses are heavily concentrated south of Waube Lane (CTH AAA) within the Village's industrial and business parks. The industrial and business parks include a mixture of large and small manufacturing enterprises and are close to capacity in terms of undeveloped available acreage. Additional industrial classified land uses are located along S. Broadway and the southern part of Holmgren Way in the eastern part of the Village. Although experiencing rapid redevelopment into residential, commercial, hospitality, and entertainment uses, there remain small industrial classified land uses within the Village's first industrial area, located just east of Lambeau Field on Mike McCarthy Way, Borvan Avenue, and Morris Avenue. The largest area of land available for future light industrial/business park type development is along the east side of Packerland Drive and north of Grant Street in the far southwestern part of the Village.



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Transportation Land Uses

Transportation-related land uses in Ashwaubenon account for the largest acreage of land uses at 2,118.8 and 25.73 percent of all land use in the Village. This high total is largely due to much of the Green Bay – Austin Straubel International Airport being located in the far northwestern part of the Village, extensive highway right-of-way associated with Interstate 41 and State Highway 172, and Canadian National Railroad line in the eastern part of the Village. All county and local street rights-of-way are also accounted within this total. Other non-airport or right-of-way transportation land uses include truck terminals and parking lots, which are located throughout the Village.

Communication/Utilities

Communication/utilities land uses include such subgroups as the generation or processing of energy, transmission of utilities, and waste processing or disposal. The largest communication/utilities land uses include the Wisconsin Public Service campus between Holmgren Way and S. Ashland Avenue, the Brown County Materials Recycling Facility on S. Broadway, and the former landfill in the far northwestern part of the Village.

Institutional/Governmental Land Uses

Public educational institutions (Ashwaubenon High School, Parkview Middle School, Valley View Elementary School, Pioneer Elementary School, and the Cormier School & Early Learning Center) located around the northern half of the Village accounted for the largest subcategory of Institutional/Governmental Land Uses at 93.1 acres or 1.13 percent of the Village. Other significant Institutional/Governmental land uses include Ashwaubenon Village Hall and Public Works buildings, Bellin Ambulatory Surgical Center, National Railroad Museum, Army Reserve Center, Navy/Marine Reserve Center, clinics, and religious and related facilities.

Outdoor Recreation Uses

The 2023 land use update indicates Ashwaubenon had 306.5 acres (3.72 percent of the Village) within outdoor recreation categorized land uses. The majority of the outdoor recreation land uses are associated with Village-owned parks, such as Ashwaubomay Memorial Park, Sherwood Forest Park, Pioneer Park, Fort Howard Park, Cornerstone Sports Complex, Hidden Valley Park, and Ashwaubomay River Trail. Outdoor recreation uses are found throughout the Village.



Agricultural/Open Space Land Uses

Although an incorporated community, the Village of Ashwaubenon still has some lands associated with agricultural production and open space within its boundaries. Agricultural lands include those lands that are actively under cultivation or pasturage, while open space uses include fallow fields and vacant lots for which no use is currently planned. Undesignated open space / vacant areas account for 378.2 acres (4.59 percent of the Village total), while cropland/pasture accounts for 382.9 acres or 4.65 percent of the total Village. The remaining croplands/pasturage in the Village is primarily found in the far southwestern part of Ashwaubenon along Packerland Drive and Grant Street, with smaller areas located along W. Main Avenue and STH 172. Many of the open space areas found along E. Adam Drive/Short Road are in Trust for the Oneida Nation. The remaining areas of open space at the end of Lost Lane and along Sand Acres Drive are lands that will be developed as part of the Highland Ridge Estates Subdivision but are not yet platted. There are a number of small, vacant lots for which no use is currently planned scattered throughout the Village.



Natural Areas

Natural areas include rivers, woodlands, wetlands, stream corridors, ponds, and other areas that are not farmed or developed and are largely in a natural state. Natural areas in Ashwaubenon total 834.0 acres, or 10.13 percent of the Village. Woodlands are primarily located along Dutchmans Creek and Ashwaubomay Creek and in the far northwestern part of the Village. The portion of the Fox River that is within Ashwaubenon's corporate boundary is also counted within this category. Ashwaubenon's natural areas are discussed in detail in Chapter 7.

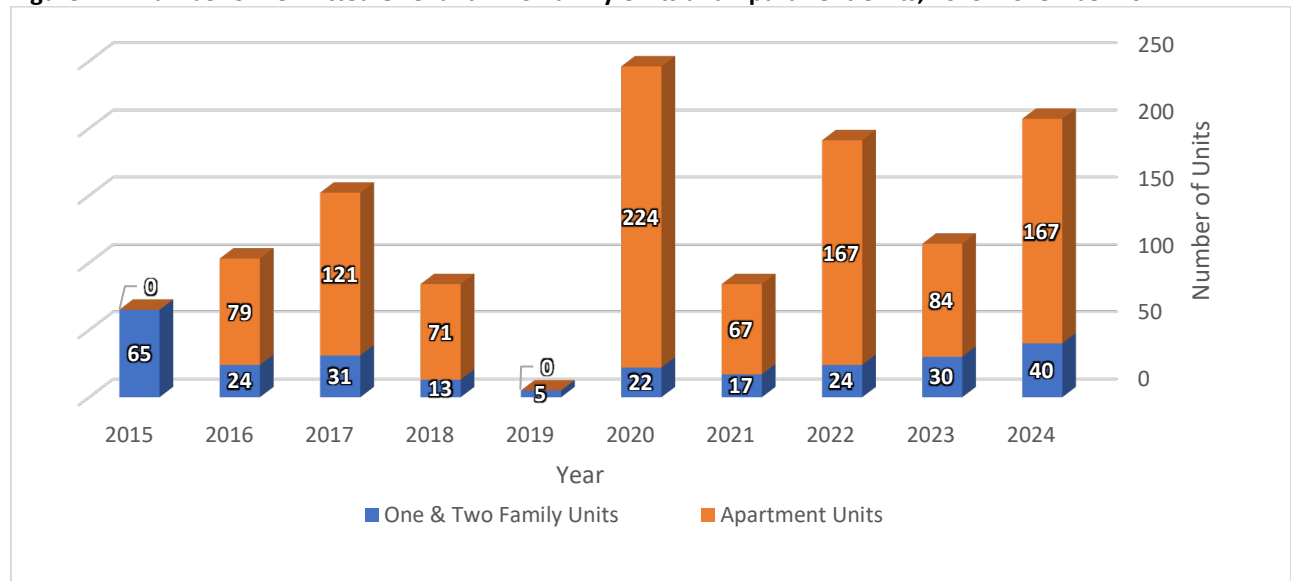
Land Use Trend Analysis

Supply and Demand

Since 2015, there have been a total of 1,251 new residential unit building permits issued by the Village of Ashwaubenon through November 2024. These include 271 new one- and two-family unit permits and 980 multi-family units. New one and two family unit development is primarily located in the southern part of the Village, including the Woods Edge Subdivision and Highland Ridge Estates Subdivision. A significant redevelopment of land along the Fox River resulted in the development of the Aldon Station Subdivision, which includes a mix of single-family attached units, townhomes, and condominium development. Additionally, a forty acre parcel recently received preliminary subdivision plat and final planned unit development approval for a mixture of single-family homes, townhomes, and apartments at Winding Creek Estates, located south of W. Main Avenue and east of S. Ridge Road. Future additional one- and two-family development can be expected in the remaining agricultural lands immediately west of the Highland Ridge Estates subdivision.

Multi-family development is generally focused in the redevelopment of lands in the northern parts of the Village, including Titletown and areas east and southeast of Lambeau Field. Due to the value of land and demand in the northern part of the Village, additional multi-family development can be expected over the 20-year timeframe of this comprehensive plan. The Cypress Apartments are also under development in the western part of the Village. Figure 2-4 depicts the numbers of newly permitted One/Two Family Units and Apartment Units from 2015 through November 2024.

Figure 2-4: Number of Permitted One- and Two-Family Units and Apartment Units, 2015-November 2024



Source: Village of Ashwaubenon Community Development Department, 2024.

Land Prices

Land prices within the Village of Ashwaubenon vary greatly depending on its location. Commercial land prices are very high along major streets such as S. Oneida Street or in close proximity to Lambeau Field and tend to decrease as one moves away from Lambeau Field with prices anywhere from \$1.0 million to \$2.0 million per acre for commercial or mixed-use land. Residential land prices in general have also continued to increase even in the far southwest part of the Village, where new home lots sell for \$75,000 - \$90,000 for standard residential parcels of land and up to \$135,000 for larger parcels adjacent to natural areas.

Opportunities for Redevelopment

The Economic Development Chapter identifies specific areas within the Village that have opportunities for redevelopment, including the Sports & Entertainment District, Fox Riverfront, S. Oneida Street Corridor, and Ashwaubenon Industrial/Business Park. General themes include redevelopment of incompatible land uses, specifically along the Fox River and within the Sports & Entertainment District, creating larger parcels of land for new industrial development within the Industrial Park, and fostering redevelopment of undervalued properties along S. Oneida Street.

General Housing Rehabilitation

As discussed in the Housing Chapter, the Village has a good supply of well-maintained, established housing. Maintaining these older homes in Ashwaubenon should be of utmost importance to the Village. This housing stock provides for diversity in the type of housing, as well as a source of affordable housing in the Village. Working with agencies such as Brown County Planning, the Wisconsin Housing and Economic Development Authority, and homeowners to consistently enforce the housing maintenance code (Chapter 5, Article 4, Section 607, Ashwaubenon Code of Ordinances) are critical to ensuring a healthy and well-maintained housing stock is continued into the future.

Existing and Potential Land Use Conflicts

One goal of developing a comprehensive plan is to formulate a functional strategy for the orderly transition of land uses, as there may be some degree of undesirability among different land use combinations. However, there are typical associations that continually create problems. An example might be a residential development in close proximity to a particularly intense commercial or industrial development that might conflict due to sight, sound, odor, or other undesirable characteristics. Another example could be an auto salvage yard in close proximity to a recreational or natural area, or a home occupation in a single-family residential area that has outgrown its space. However, with the constraints of existing development and limiting factors on future growth, the most desirable situations are not always possible. What should be strived for is an awareness of incompatible land uses and an effort to mitigate or avoid them where possible. The following identifies some of the existing, potential, and perceived land use conflicts in the Village of Ashwaubenon.

Industrial and Residential Uses

There are currently areas of the Village where residential uses are either adjacent to or across a street from industrial uses, such as along S. Ridge Road and Waube Lane or S. Broadway. Although this is not necessarily a problem, and may actually promote walking or biking to work, industrial uses typically have higher levels of heavy truck traffic and may have loud noises or odors that may not be compatible with residential use. Future industrial redevelopment should be focused on or near major streets that can handle heavy truck traffic and should, furthermore, be located in areas of the Village that would not negatively impact existing or proposed residential areas.

General Land Use Compatibility

As Ashwaubenon continues to develop and redevelop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, can be integrated into new developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, other uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

Future Land Use Recommendations

In order to achieve the overall goal and the general objectives for Ashwaubenon's land use, future development and redevelopment should further the Village's Strategic Plan Vision, *"Ashwaubenon will be an inclusive, attractive, and award-winning community featuring safe neighborhoods, thriving businesses, and exciting cultural opportunities."* To accomplish this vision, Ashwaubenon's growth should be orderly and cost-effective and should make maximum use of existing and planned public services. Future development and redevelopment decisions should be integrated with the other elements and recommendations of the comprehensive plan, such as utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use should be consistent with the recommendations for other aspects of the plan, such as transportation improvements and economic development opportunities.

In addition, the Village's development policies should continue to focus on the redevelopment of older industrial areas, Fox Riverfront, and encouraging the development of appropriately mixed housing types and land uses. The following sections identify the various planned land uses in the Village and how they could develop over the next 20 years.

General Development Considerations

As noted in the land use background section, the Village of Ashwaubenon, except for the far southwestern part of the Village, is almost entirely developed. Therefore, this comprehensive plan focuses on how to redevelop or maintain the ten general "planning areas" in a manner that best attempts to attain the strategic plan vision and comprehensive plan goals and objectives.

Mix of Housing Types and Lot Sizes

As discussed in the Housing Chapter, Ashwaubenon should continue to promote a diversity of housing types, densities, and styles in order to account for demographic changes and insulate its housing stock from changes in the housing market, community demographics, and the national/state economy. Types of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in all parts of the Village. The recommendation for future new residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and apartment buildings should be strategically interspersed with single-family residences. The Village's design standards for multifamily and commercial buildings and the creation of open space through stormwater management facilities, parks, and other buffers can help integrate different uses and residential intensities.



As housing costs have reached increasing heights, it has become increasingly difficult for young people to purchase their first home. In order to support affordable housing efforts, the Village should review its zoning and subdivision codes to ensure that minimum lot sizes, frontage, setbacks, and green space requirements don't preclude the construction of cost-effective single-family homes, duplexes, townhomes, or apartment buildings in areas that could support residential redevelopment. Additionally, the Village should promote Brown County's homebuyer downpayment assistance program and evaluate possible programs using the affordable housing TIF extension funds to reduce barriers to entering the housing market.

Neighborhood Connectivity and Street Network

The design of the street network has a large impact on the character and form of development, particularly in residential areas. It is critical that streets be designed and constructed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and taking into account environmental constraints. In Ashwaubenon, the presence of controlled access freeway corridors, small streams, wetlands, and existing development may, in some instances, preclude neighborhoods from having much street connectivity. Natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the Village could be utilized to connect within and between new neighborhoods in Ashwaubenon, similar to the Industrial Park Trail.



Where natural or developmental barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. Blocks should vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections and access to off-street trails or paths, when possible. The street network should extend out into the surrounding neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic. However, as noted earlier, environmental and ownership constraints do not always make this possible.

Commercial/Industrial Redevelopment

Over the past 20 years, the Village of Ashwaubenon has experienced extensive redevelopment along Lombardi Avenue, S. Oneida Street, Mike McCarthy Way, and Holmgren Way. As discussed in the Economic Development Chapter, it can be reasonably expected that additional redevelopment opportunities within these areas will present themselves as the remaining light industrial business along Mike McCarthy Way, Borvan Avenue, and Morris Avenue transition to uses more suited for the area.

Industrial redevelopment should be focused south of Waube Lane and in the Allied Street / Centennial Street areas. Promoting industrial redevelopment in this area may include creating a new tax increment district around the Interstate 41/Waube Lane Interchange to support property acquisition and assemblage.

Development Review Processes

In today’s highly competitive economic development environment, time is money not just for the developer, but for the Village as well. The Village of Ashwaubenon has forged a well-earned identity of being a willing partner throughout the development review process. This does not mean that its standards are low, but rather that its standards are clearly identified in the municipal code and Village staff works with the development community to ensure the standards are understood early in the process to avoid unexpected delays. In order to maintain and enhance this identity, the Village should review and update its zoning and subdivision codes to ensure continued efficient review processes following adoption of the comprehensive plan.

Specific Planning Area Recommendations

The following recommendations are developed specific to ten “planning areas” in the Village. The planning areas

are based on parts of the Village that have generally similar land uses and geographic locations. The designation is not a hard boundary, but instead a means to help focus the recommendations within similar parts of the Village. The planning area recommendations are intended to provide a general concept of desired uses, recommended potential improvements, and potential new or improved administrative processes, plans, and ordinances over the next 20 years.

Broadway North Residential Neighborhood Area

This is one of the Village's first residential neighborhoods, extending from the northern Village boundary between S. Ashland Avenue and the Fox River south to Cormier Road. Fort Howard Park and the Cormier Early Learning Center provide high quality amenities for residents in the area. The neighborhood has maintained its value over time and serves as an example of how smaller residential lots, smaller homes, and varied housing types including duplexes can serve as entry points to the housing market in the Village. However, many of the lots within the neighborhood do not meet current residential zoning dimensional requirements for setbacks, lot size, and frontage, resulting in complications when residents attempt to improve their homes by constructing a home addition, reconstructing a garage, or adding a deck. The Village should consider the development of a new zoning district that would allow flexibility and promotion of home improvements.



In addition to the residential nature of the area, the Fox River serves as the eastern boundary of the Village and is a major part of the Village's character. Maintaining existing and creating new access points to the Fox River is a recommendation from the Natural, Cultural, and Agricultural Resources Chapter (Chapter 7) of this comprehensive plan. There are two street rights-of-way (Collette Avenue and Bosar Avenue) that provide approximately 50' of shoreline public access to the Fox River but are not signed or maintained in a manner that lets the public know the access points are available. Providing signage, a bench, or otherwise identifying these two street ends as public access points would allow for greater awareness of their availability.

Joannes Avenue at the far northern boundary of the Village extends from S. Broadway west to its terminus at the CN Railroad. The street serves primarily as a tractor-trailer storage area for Georgia-Pacific on the north and UNFI on the south. As the Village is responsible for maintenance of the street, but the street does not serve a clearly defined public purpose, the Village should consider beginning discussions with UNFI and Georgia-Pacific about potentially discontinuing the Joannes Street right-of-way and transferring it to the property owners, while maintaining easements for any public underground utilities.

Use Considerations

- Continue smaller residential lots and mixed residential uses.
- Encourage neighborhood scale commercial uses on S. Broadway in appropriate locations.

Figure 2-5

Planning Areas

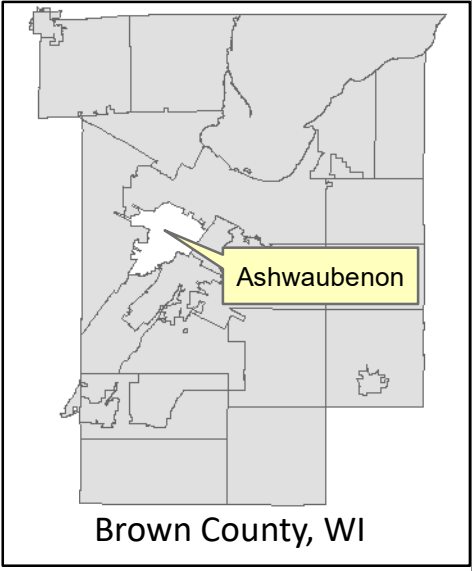


Planning Areas



0 550 1,100 2,200 3,300 4,400 Feet

Map Prepared: 3/2025 AMS
Source: Village of Ashwaubenon



Sherwood Forest & GRB Area

Titletown &
S. Ridge Road
Area

Sports &
Entertainment /
Village Center
Area

Broadway
North
Area

Carole Ln. &
Pioneer Dr.
Area

S. Oneida Street &
Bay Park Mall Area

Broadway
South
Area

Business &
Industrial Park
Area

Southwest
Area

Sand Acres
Area

Improvement Considerations

- Improve and sign the Collette Avenue and Bosar Avenue street ends at the Fox River for passive public use.
- Evaluate opportunities with Brown County and WisDOT for maintenance and landscaping improvements in the S. Ashland Avenue corridor.
- Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Avenue at Cormier Road.
- Coordinate with the City of Green Bay to create consistent wayfinding and on/off-street facilities for pedestrians and bicyclists to connect the Ashwaubomay River Trail north toward downtown Green Bay.



Administrative Processes

- Develop a residential zoning district specific to this area to allow for greater flexibility in building improvements.
- Continue proactive code enforcement to ensure the older homes in the neighborhood continue to be well maintained.
- Evaluate the potential for vacation of the Joannes Street right-of-way.
- Maintain open lines of communication between the Village and CN regarding rail/street crossing maintenance.

Broadway South Area

The Broadway South corridor south of Cormier Road includes a mix of industrial, commercial, and residential uses as this area transitions into one more oriented to the opportunities associated with its Fox Riverfront location. Over the past ten years, there have been a number of residential and commercial redevelopment projects in the area, including but not limited to Manseau Flats, Aldon Station, and the Marina Circle office building. However, there remain a significant number of industrial land uses, including such major businesses as Northland Cold Storage, American Custom Metal Fabrication, RR Donnelley, Packer City International, and Hockers Brick & Tile. The industrial uses on the west side of S. Broadway should be encouraged to remain and grow in their locations. However, industrial uses on the east side of S. Broadway that are not dependent on a riverfront location should be encouraged to evaluate alternative locations as they look to grow in the future. With the residential growth of Aldon Station and Bay Harbor, and planned development of West Point Centre, continued industrial development on the east side of South Broadway will create likely land use conflicts in the future.



The National Railroad Museum and Ashwaubomay Memorial Park, in concert with the Ashwaubomay River Trail, are exceptional recreational and cultural resources available to Ashwaubenon residents and visitors. The Village should encourage the continued growth of the National Railroad Museum as it brings visitors from across the country to Ashwaubenon. As noted in the Economic Development Chapter, the Riverway Marina also provides an opportunity for slip owners and transient boaters to experience the amenities Ashwaubenon has to offer.

Use Considerations

- Continued industrial development on the west side of S. Broadway.
- Transition the remaining industrial uses on the east side of S. Broadway to more appropriate non-riverfront locations and ready these areas for redevelopment.
- Promote mixed residential, commercial, and recreational land uses that take advantage of locations on the Fox River.

Improvement Considerations

- Coordinate with NEW Water, the City of De Pere, and Brown County to extend the Ashwaubomay River Trail to the Brown County Fairgrounds and downtown De Pere.
- Utilize banners and wayfinding signage to direct residents and visitors to the riverfront.
- Evaluate opportunities with Brown County and WisDOT for maintenance and landscaping improvements in the S. Ashland Avenue corridor.
- Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Avenue at Pilgrim Way and Hansen Road.

Administrative Processes

- Maintain open lines of communication between the Village and CN regarding rail/street crossing maintenance.
- Promote the Riverway Marina for long-term and transient boaters.
- Apply for grants to assist in funding the Ashwaubomay River Trail extension.

Sports & Entertainment / Village Center Area

The Ashwaubenon Sports & Entertainment and Village Center Areas are roughly bound by S. Oneida Street on the west, Cormier Road on the south, S. Ashland Avenue on the east, and Lombardi Avenue / City of Green Bay municipal boundary to the north. This area immediately east and south of Lambeau Field, has been experiencing rapid redevelopment over the past ten years including new mixed-use, multi-story apartments such as The Element, The Bohemian Park, Novara, and The Common Place; new hotels, restaurants, and entertainment venues such as Capital Credit Union Park Stadium and Odyssey Climbing + Fitness. Furthermore, the Resch Expo and Resch Center are both located in the district and bring thousands of people to the area to support the nearby restaurants and hotels. The Sports & Entertainment and Village Center Areas generally serve as Ashwaubenon's "downtown" and create a tangible, unique sense of identity for the Village.



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Through its Tax Increment District #5, Ashwaubenon has worked to improve the streetscape within the area through adding and/or widening sidewalks, adding on-street parking, burying overhead powerlines, and facilitating redevelopment through targeted land purchases and development incentives. As noted in the Transportation Chapter, continued streetscaping, including mid-block pedestrian refuges, rapid flashing beacons, and curb extensions at intersections to define the parking areas and shorten pedestrian street crossings, should be considered. Additional public improvements could include updated street and accent lighting, entry signage, landscape planters, and wayfinding.

The Village should build on the momentum created by these redevelopment projects and public improvements by maintaining a physical and regulatory environment within which redevelopment thrives. This means ensuring Village development review processes and requirements are clearly defined, timelines are followed, and decisions are made that are consistent with this comprehensive plan. Additionally, Ashwaubenon should continue its efforts to partner with developers to evaluate the potential to provide TID funding when there is a gap between available private financing and detailed project costs when the development is also beneficial to Ashwaubenon's tax base, eliminates blight, includes public components such as parking, supports Village strategic plan initiatives, and/or promotes overall growth.

Although redevelopment has been occurring, there remain numerous properties along Holmgren Way, Borvan Avenue, Mike McCarthy Way, and Morris Avenue that are vestiges of the Village's first industrial area. The properties are generally notable by their use of exterior storage of vehicles, equipment, and materials, chain-link fencing, plain sheet metal or block exteriors, and gravel parking lots, none of which are consistent with the vision for the area portrayed in the Village's Urban Design Guidelines. Future redevelopment should build upon the recent redevelopment projects and remain consistent with the urban design guidelines as adopted within the Village's Site Plan and Design Review requirements in Section 17-2-200 Ashwaubenon Municipal Code. Specific requirements should continue to include having buildings structures close to the street, off-street parking to the side or rear of the building, and usage of quality exterior building materials.



Land values within this part of the Village often exceed the value of existing buildings and improvements, specifically for older properties that remain from its industrial past. These buildings are generally not suitable for rehabilitation and will likely need to be razed. Additionally, environmental concerns from past industrial practices need to be evaluated and potentially remediated before redevelopment may take place. As a result of these issues, redevelopment of properties in the area oftentimes comes with a much higher front-end cost, before construction even commences. It is critical for property owners within this area to understand the economics necessary for a redevelopment project to be successful, including realistic land prices and an understanding of the potential front-end environmental remediation and preparation costs that many of these properties will face.

In order to offset high land values, environmental concerns, and construction costs, development projects in Ashwaubenon, and specifically within this area, generally need to include higher densities and accordingly increased heights to be cost-effective. The Village will need to review and potentially revise its current height restrictions identified in Ashwaubenon Municipal Code Section 17-5-100(D) to permit increased heights, and accordingly density of development.

Correlating with the potential need to review and revise the Village's height restrictions for this area, a comprehensive review of existing and future parking needs for this area should also be undertaken. Village code currently requires a parking plan be submitted with any new development within the Sports & Entertainment or Village Center areas that specifies how parking will be provided in a manner that will make the applicant's business successful. A parking plan is required in lieu of standard minimum parking requirements, which have historically required an overabundance of off-street parking in an area of very high land costs. A parking study should evaluate the potential need for a public or private/public partnership constructed parking ramp, potential locations, and estimated cost, including long-term maintenance for a ramp. The study should furthermore evaluate the impacts

of rideshare services (Uber, Lyft, etc.), complimentary times of use, and pedestrian/bicyclist usage on available on and off-street parking and circulation in this planning area.

Use Considerations

- Encourage new and retain existing commercial uses that contribute to the activity within the Sports & Entertainment and Village Center Areas including:
 - Mixed commercial/residential developments
 - Retail businesses
 - Recreation based businesses
 - Entertainment establishments.
 - Restaurants
 - Hotels
 - Administrative governmental offices
 - Office buildings
- Support the redevelopment of older industrial properties along Mike McCarthy Way, Holmgren Way, Borvan Avenue, and Morris Avenue to allowable uses consistent with the Sports & Entertainment zoning district.
- Support higher density mixed-use commercial and residential redevelopment.
- Redevelopment along S. Oneida Street should be of a higher density and greater heights while still respect the residential neighborhoods to the west and north of Cormier Road.
- Maintain light industrial and commercial uses along S. Ashland Avenue and north of Cormier Road.



Improvement Considerations

- Bury overhead powerlines during street reconstruction when cost-effective.
- Encourage business owners to utilize landscape planters to brighten the streetscape of the area.
- Continue to install / widen sidewalks through the area and consider curb extensions in areas of heavy pedestrian traffic such as around the Resch Complex and near Capital Credit Union Park Stadium.
- Evaluate the Installation of mid-block rapid flashing beacons with crosswalks and pedestrian refuges in areas of heavy pedestrian traffic.
- Utilize banners on the light poles to promote Ashwaubenon's unique identity and brand.
- Install new permanent "Welcome to Ashwaubenon" signage at Holmgren/Lombardi Avenue intersection and/or S. Oneida Street median, and S. Ashland/Mike McCarthy Way intersection.
- Pave or landscape the terrace areas between the sidewalk and curb on Holmgren Way in the stadium district.

Administrative Processes

- Work with the Ashwaubenon Community Development Authority, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and other county, state, and federal agencies to provide funding to selectively purchase key properties and prepare them for

redevelopment.

- Revise the Village's maximum height ordinance to accommodate taller, more dense development in appropriate locations.
- Prepare a parking study to evaluate available on and off-street parking and determine the potential need for a parking ramp available to the public.
- Continue to require development consistent with the urban standards identified in the Village's Site Plan and Design Review Ordinance, including but not limited to minimal street setbacks, parking behind or to the side of buildings, quality exterior materials, and promotion of multi-story buildings.
- Update the Village's Urban Design Plan to identify future design improvements and to account for recent redevelopment and streetscape improvements within the Sports & Entertainment and Village Center areas.
- Continue proactive property and building code enforcement activity in the Morris Avenue/Lida Lane neighborhood to support its long-term residential stability.
- Continue building code and property maintenance enforcement activities within the commercial areas to ensure buildings and properties are safe and attractive.
- Evaluate potential developer incentives for redevelopment opportunities in the area.
- Support creative public and private efforts to foster activity in the area throughout the year.
- Coordinate redevelopment efforts along the north side of Mike McCarthy Way with the City of Green Bay's plans for their Legends District.

S. Oneida Street & Bay Park Square Mall Area

The South Oneida Street and Bay Park Square Mall planning area serves as the primary commercial corridor in the Village of Ashwaubenon and draws residents as well as visitors from across Northeastern Wisconsin and the Upper Peninsula of Michigan. For purposes of the comprehensive plan, this planning area includes both sides of S. Oneida Street from Cormier Road south to the STH 172 overpass, west to the STH 172/Interstate 41 interchange, south to the Parkview Road underpass, east to Ashwaubomay Creek / S. Ashland Avenue and north back to Cormier Road. This area is almost entirely commercial in nature, with smaller areas of light industry and multi-family residential development on Holmgren Way. Commercial development is generally auto centric with large off-street parking lots, arterial and collector streets serving the businesses, and the elevated STH 172 freeway running east to west through the center of the area.



Bay Park Square Mall is the primary feature of the planning area, serving as a commercial anchor for the Village for over 40 years. Even as regional enclosed malls across the country have struggled, the Bay Park Square Mall continues to have a healthy mixture of local, regional, and national retailers. All four anchor locations are filled with retail, grocery, furniture, and entertainment venues, and in-line retail stores also have high occupancy rates. Mall ownership has recently reinvested into Bay Park Square through new signage and exterior improvements. It should be noted that Bay Park Square has extensive surface parking, that outside of the holiday shopping season,

is generally underutilized. There may be opportunities to consider additional retail, hospitality, entertainment, or even higher density residential uses on the surface parking lots. The Village should continue to remain in close communication with mall and anchor store ownership to maintain the success of Bay Park Square into the future through encouraging continued investments into the mall, specifically the food court, and supporting diversification of uses within the mall itself and the surrounding parking lots.

In addition to Bay Park Square Mall S. Oneida Street, and to a somewhat lesser degree, this section of Holmgren Way, has a continuous corridor of national, regional, and local retail, entertainment, hospitality, and service businesses. Over the past ten years, S. Oneida Street has experienced redevelopment with many original commercial buildings being razed and newer buildings constructed. The new buildings are constructed consistent with the Village's Site Plan and Design Review requirements, including parking to the rear and/or side, using high-quality exterior materials, and the inclusion of bicycle and pedestrian facilities. With the high prices of land along S. Oneida Street, there may be opportunities to increase the density of uses by encouraging multi-story residential uses above businesses as properties are redeveloped. The Village should also actively support the reinvestment and redevelopment of commercial and hotel properties north and east of the S. Oneida Street / Interstate 41 interchange.



Over the past ten years a number of former retail box stores have become vacant as a result of changes in consumers' shopping habits. Stores formerly in the Village, including Gordman's, Dalton Carpet Outlet, and PawnAmerica on Holmgren Way, were vacated, but were subsequently redeveloped into Epic Event Center, GBASO Indoor Skate Park, Burn Boot Camp, and The Picklr indoor pickleball courts. As the retail market continues to evolve over the next twenty years, it is critical that Ashwaubenon continues to work with building owners and developers to support creative alternative uses for such buildings when they are complimentary to Village goals.



As noted in the Natural, Cultural, and Agricultural Resources Chapter, the Dutchmans Creek 100-year floodplain impacts a large area of the Village, including portions of S. Oneida Street, Vanderperren Way, Industry Court, Holmgren Way, and Hansen Road. Under FEMA regulations, buildings that are located within the flood zone have restrictions placed on them that limit the total dollar value of improvements that may be completed to the buildings. Additionally, vacant properties within the floodplain need to be either raised at least two feet with fill and proceed through a formal FEMA process to remove the property from the floodplain or buildings need to be constructed to floodproofed standards. Both processes can add significant cost to development and/or redevelopment. Considering the large area of impact from the floodplain, the Village should consider commissioning a detailed flood study to determine if the 100-year flood zone is accurately mapped.

S. Ashland Avenue and Holmgren Way south of Hansen Road are generally light industrial in character with numerous local businesses and the Wisconsin Public Service campus. Several properties along S. Ashland Avenue

have been redeveloped or improved over the past five years, including the Bergstrom Collision Center, Emplify Health Adolescent Clinic, and Larson Wholesale buildings. With increased residential and commercial activities east of S. Ashland Avenue, providing visual connections between the S. Oneida Street/Holmgren Way areas and the riverfront are crucial to the riverfront's continued success. As noted for the North and South Broadway areas, safe pedestrian connections from S. Oneida Street/ Holmgren Way, across S. Ashland Avenue and the CN Railroad will become increasingly important as residential redevelopment continues along the riverfront. Ashwaubenon will need to work with Brown County and the Wisconsin Department of Transportation to create safe pedestrian crossings on S. Ashland Avenue at Cormier Road, Pilgrim Way, and Hansen Road. This may include the installation of sidewalks on Hansen Road from S. Oneida Street to S. Broadway and Pilgrim Way from their current terminus west of the Pilgrim Way/ S. Ashland Avenue intersection to S. Broadway,

Use Considerations

- Encourage new and retain existing commercial uses that contribute to the activity along S. Oneida Street including but not limited to:
 - Higher density mixed commercial/residential developments
 - Retail and service businesses.
 - Recreation based businesses
 - Entertainment establishments.
 - Restaurants
 - Hotels
 - Multi-story office buildings
- Promote multi-story mixed-use buildings with commercial uses on the first floor and residential units above on the length of S. Oneida Street and Holmgren Way north of Hansen Road.
- Support diversification of land uses and increased density of uses in and around Bay Park Square Mall, provided they are not inconsistent with its primary retail and entertainment goals.
- Continue to require development consistent with the urban design standards identified in the Village's Site Plan and Design Review Ordinance, including but not limited to minimal street setbacks, parking behind or to the side of buildings, and promotion of multi-story buildings.
- Encourage vacant big or mid-size commercial box buildings to focus on new retail uses but be open to the consideration of creative alternatives.



Improvement Considerations

- Bury overhead powerlines during street reconstruction when cost-effective.
- Work with Brown County and WisDOT to improve pedestrian crossings on S. Ashland Avenue at Cormier Road, Pilgrim Way, and Hansen Road.
- Utilize banners and wayfinding signage to promote Ashwaubenon's unique identity and to create a connection for residents and visitors from this area to the riverfront.
- Install new permanent "Welcome to Ashwaubenon" signage on S. Ashland Avenue near Baeten Road.

Administrative Processes

- Consider commissioning a flood study to refine the Dutchmans Creek regulatory floodplain areas

along Hansen Road and Vanderperren Way between S. Oneida Street and S. Ashland Avenue.

- Work with the Ashwaubenon Community Development Authority, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and other state and federal agencies to provide funding to selectively purchase key properties and prepare them for redevelopment.
- Revise the Village's maximum height ordinance to accommodate taller, more dense development in appropriate locations.
- Evaluate the area around the I-41 / S. Oneida Street interchange for a new tax increment district to facilitate redevelopment.
- Maintain open lines of communication with Bay Park Square Mall ownership and management regarding future plans.
- Review the Village off-street parking ordinance to ensure it does not require an overabundance of parking spaces for businesses.
- Evaluate potential developer incentives for redevelopment opportunities in the area.

Titletown /S. Ridge Road Area

Titletown is a character-defining component of the Village of Ashwaubenon. However, Titletown does not exist in a vacuum. It is part of a dynamic area consisting of older residential neighborhoods, the S. Ridge Road commercial corridor, Ashwaubenon High School and Middle School campus, and Lombardi Avenue commercial corridor. The Titletown / S. Ridge Road Planning Area is roughly bound by Lombardi Avenue on the north, S. Oneida Street on the east, STH 172 on the south, and Interstate 41 to the west.

Titletown is a master planned development including residential, office, health, public and private recreation, and entertainment uses located immediately west of Lambeau Field. Titletown continues to grow and evolve within the vision set forth in its planning documents. Although the Packer Athletic Club building recently opened, there are still about 2.6 acres of commercial land along both Lombardi Avenue and the Brookwood Drive / Marlee Lane intersection and an additional 4.0 acres of residential land along Brookwood Drive remaining for development. As the Brookwood Drive and Marlee Lane properties abut the existing residential neighborhood to the south, any potential changes to the approved planned unit development for the area will need to be complimentary to the southerly residential neighborhood.



A large residential neighborhood is located south of Titletown and west of S. Oneida Street and serves as the iconic residential backdrop for Lambeau Field and Green Bay Packers game days. Homes within the neighborhood were generally constructed between 1950 and 1980 and historically provided high-quality entry-level homeownership opportunities. With the popularity of NFL football and proximity to both Lambeau Field and Titletown, home prices within this area have increased substantially faster than other Ashwaubenon neighborhoods. Compounding the inflationary demand on home prices in the neighborhood is that many homes have been purchased and converted into full-time short-term rental businesses thereby eliminating the possibility of the home being used for year-round housing. Considering the importance of the area to the overall character for Lambeau Field, maintaining the primarily owner-occupied residential nature of the neighborhood is of utmost importance.

In addition to the single-family homes previously noted, there are multi-family buildings located on Canter Lane,

Carstensen Lane, Willard Drive, and Pilgrim Way near the Interstate 41 corridor. The Promenade, an active adult apartment building, is currently under construction on San Luis Place and Cormier Road, along with the new Ashwaubenon Branch of the Brown County Library.

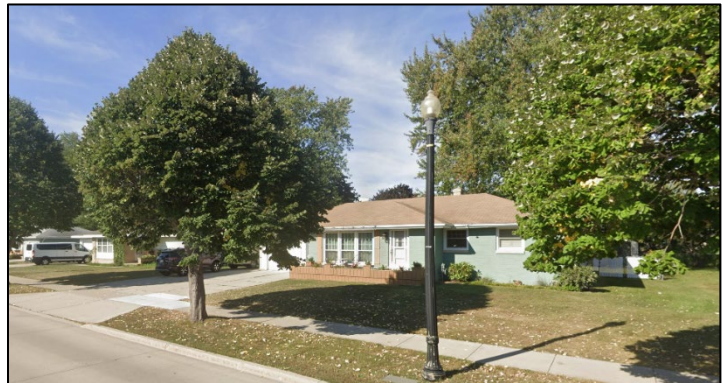
The S. Ridge Road commercial corridor largely consists of smaller, local retail and service-oriented businesses, restaurants, and offices serving Ashwaubenon and nearby communities; however, a Target big-box retail store serving a more regional market is also located at the southwest corner of S. Ridge Road and Cormier Road. Although most of the commercial properties are well-maintained, a few need more extensive improvements or potentially selective demolition to ready the area for redevelopment. This area may be a candidate for a new tax increment district to support rehabilitation and redevelopment of the buildings and street/sidewalk improvements.



Immediately south of Lambeau Field and east of S. Ridge Road, the Green Bay Packers have been actively purchasing residential properties, removing the homes, planting grass, and using the area for game day and event surface parking. Although it is unknown what the long-term plans are for the property, it is currently zoned R-1 One Family Residence, thereby largely restricting any uses other than single-family homes. Any change to the existing zoning would require a formal application, Ashwaubenon Planning Commission action, public hearing, and Ashwaubenon Village Board action prior to allowing any use other than single-family homes. The Green Bay Packers and Village of Ashwaubenon should maintain open lines of communication for if/when any change is contemplated for this area.

Use Considerations

- Discourage commercial development in the residential neighborhood west of S. Oneida Street.
- Support Titledown's continued development of entertainment, residential, recreational, and commercial uses consistent with its adopted planned unit development ordinances and supporting documents.
- Ensure new residential development on Brookwood Lane contributes positively to the character of Titledown and the existing neighborhood.
- Encourage investment and improvements in the neighborhood-scale commercial uses along S. Ridge Road.
- Work with the property owners to encourage reinvestment into the multi-family apartment buildings along Carstensen Lane, Willard Drive, Pilgrim Way, and Canter Lane.



Improvement Considerations

- Evaluate the need for additional sidewalks within the area to safely accommodate pedestrians on

gamedays and non-gamedays on primary traffic routes.

- Bury overhead powerlines along S. Ridge Road and Cormier Road if cost-effective.
- Install new permanent “Welcome to Ashwaubenon” signage on Lombardi Avenue near the Interstate 41 interchange.

Administrative Processes

- Promote state legislative efforts to allow the Village to constrain the growth and/or location of short-term rentals.
- Maintain the integrity of the existing residential neighborhoods through property maintenance code enforcement.
- Maintain open lines of communication and cooperation with the Ashwaubenon School District regarding their properties and facilities in the Village.
- Discuss future plans for the vacant lots south of Lambeau Field with the Green Bay Packers.
- Ensure the older commercial properties on S. Ridge Road are properly maintained.
- Evaluate the potential for a tax increment district for the S. Ridge Road commercial district.



Sherwood Forest / GRB Airport Area

The Sherwood Forest / GRB (Green Bay Austin Straubel International Airport) Area includes most of the northwestern part of the Village, generally bound by Interstate 41 to the east, the municipal boundary with the City of Green Bay to the north, municipal boundary with the Village of Hobart to the west, and the airport property and STH 172 to the south. Shady Lane and Packerland Drive are the primary north-south streets and Cormier Road the primary east-west street through the neighborhood. The Sherwood Forest area is primarily residential in character, with small commercial areas in Park Place, just south of Hazelwood Lane, and along STH 172/ North Road. Sherwood Forest Park is an almost 50-acre wooded park with trails and a small pond, bisected by Shady Lane.

The vast majority of the area is developed with well-maintained homes, leaving only a few GRB-owned undeveloped parcels at the Packerland Drive and STH 172 intersection and other privately-owned undeveloped parcels to the east along North Road. The vacant properties at the Packerland Drive intersection are owned by the airport and are accordingly subject to restrictions on how the land may be developed under the Brown County airport zoning ordinance and certain Federal Aviation Administration (FAA) rules. However, provided a developer is open to a ground lease, the requirements may still facilitate development on the parcels of land. Considering the relatively small amount of vacant land within the Village, Ashwaubenon should continue to work with the airport on marketing the properties for new development that meets the FAA and airport zoning requirements.



There are two locations for both pedestrians and vehicles to cross STH 172 at Babcock Road and Packerland Drive, respectively. Both intersections have pedestrian accommodations and crosswalks, however, the intersections are very wide to allow for vehicular turn lanes and through traffic. The Village should coordinate with WisDOT to evaluate both crossings to ensure adequate time exists between light changes to allow for both able-bodied and disabled pedestrians to safely cross STH 172. Alternatively, a bicycle and pedestrian bridge crossing STH 172 to connect the neighborhoods would provide a safer, albeit more expensive, option. WisDOT crash data also indicates both intersections have had several crashes with possible injuries over the past fifteen years. A detailed study of the STH 172 corridor from Interstate 41 to the airport entrance may be warranted to determine if there are any potential engineering designs that could help to lower the number and/or severity of crashes at these intersections.

The Green Bay – Austin Straubel International Airport is located in the far western part of the Village of Ashwaubenon and serves as a critical component of the Greater Green Bay area's economic development efforts. The airport serves business and leisure travelers as well as a location for fixed-base operators. The Village should continue to support GRB's efforts to develop its non-aeronautical land, expand airline operations, and grow its business and leisure air traveler base.

Use Considerations

- Maintain the largely single-family residential character of the area.
- Encourage infill light industrial or commercial development along the north side of STH 172 that is respective of the residential neighborhoods to the north.

Improvement Considerations

- Evaluate the need for additional sidewalks within the area on primary through traffic routes.



Administrative Processes

- Maintain the integrity of the existing residential neighborhoods through property maintenance code enforcement.
- Evaluate the need for an engineering study to review potential techniques to review pedestrian

crossings and to lower the number of crashes and/or severity of crashes at the STH 172 and Packerland Drive and STH 172 and Babcock Road intersections.

- Continue to coordinate with the airport on potential non-aeronautical land development.
- Support GRB efforts to expand airline options and grow its user base.
- Maintain open lines of communication with the Oneida Nation to ensure coordinated development and code enforcement efforts.
- Provide information about the Brown County Housing Rehabilitation Loan Program to homeowners.
- Promote the benefits of the GRB parcels located within the Foreign Trade Zone.

Carole Lane & Pioneer Drive Area

The Carole Lane & Pioneer Drive planning area is generally bound by STH 172 to the north, GRB property and Packerland Drive to the west, Waube Lane to the south, and S. Ridge Road/Interstate 41 to the east. The area is primarily single-family residential in character with commercial/office/health care locations along the south side of STH 172 and the eastern side of the planning area on Hansen Road. Viking Drive includes two large apartment complexes, and Packerland Drive/Calaway Drive includes a number of small industrial parcels.

Similar to the Sherwood Forest neighborhood, the single-family homes within this area are very well-maintained, and provide a range of price points for potential buyers. In order to ensure the housing stock remains high-quality in the future, the Village should continue to support its property maintenance enforcement program. The property maintenance program extends to the commercial and industrial properties as well. Specific focus should be on the industrial properties in Packerland Drive, / W. Paulson Road / Calaway Drive area, where there have historically been issues with unkempt properties, including wrecked vehicle storage, overgrown landscaping, and poorly maintained building exteriors. This may be an area to evaluate for a new tax increment district to support targeted property acquisition, business relocation, and public infrastructure improvements.



Use Considerations

- Maintain the largely single-family residential character of the area.
- Encourage reinvestment and improvements of the industrial properties on Calaway Drive and W. Paulsen Road west of Packerland Drive.

Improvement Considerations

- Evaluate the need for additional sidewalks within the area on primary through traffic routes.
- Coordinate with Brown County to determine potential locations for crosswalks with rapid flashing beacons on Packerland Drive.

Administrative Processes

- Maintain the integrity of the existing residential neighborhoods through continued property maintenance code enforcement.

- Evaluate the potential for a new tax increment district to support targeted property acquisition, business relocation, and public infrastructure improvements in the industrial properties west of Packerland Drive at W. Paulsen Road / Calaway Drive.
- Work with the Ashwaubenon Bicycle & Pedestrian Committee and Brown County to identify appropriate locations for pedestrians to safely cross Packerland Drive (CTH EB).
- Evaluate the need for an engineering study to review potential techniques to review pedestrian crossings and to lower the number of crashes and/or severity of crashes at the STH 172/Packerland Drive and STH 172/Babcock Road intersections.
- Maintain open lines of communication with the Oneida Nation to ensure coordinated development and code enforcement efforts.
- Provide information about the Brown County Housing Rehabilitation Loan Program to homeowners.
- Strengthen the Village's commercial and industrial property maintenance requirements for properties with parts vehicles.

Ashwaubenon Business & Industrial Park Area

The Ashwaubenon Business and Industrial Park area is generally bound by W. Main Avenue/ Fernando Drive on the south, the western Village boundary to the west, E. Adam Drive / Waube Lane / S. Ridge Road to the north, and Interstate 41/Parkview Road/ the eastern Village boundary to the east. Land uses within this area generally include a mix of heavy industry, light industry, wholesale commercial, warehousing, contractor yards, and offices. Additionally, there is a small residential neighborhood on Parkview Court and the east end of Parkview Road and multi-family/condominium developments between Cypress Road and W. Main Avenue, west of Packerland Drive. Emplify Health also recently constructed its Ambulatory Surgical Center at the southwest corner of the Waube Lane / Interstate 41 interchange.

The Ashwaubenon and Industrial Park area has long served as an economic driver, not just for Ashwaubenon, but for the metro area and larger Northeastern Wisconsin region. Businesses range from small, locally owned contractors to multi-national corporations and every size in between. As noted in the Economic Development chapter, primary industry clusters include paper/converting, logistics, warehousing, molding, and similar light manufacturing processes. There



are a few areas of remaining vacant land available for business/industrial development, including 12.8 acres on Circle Drive / Allied Street, 11.9 acres on W. Main Avenue at S. Ridge Road, and 4.3 acres on Packerland Drive. Multipond America will be constructing a new facility on 18 acres of vacant land on Packerland Drive, formerly owned by the Ashwaubenon CDA. It should be noted that much of the vacant land along Partnership Drive, East Adam Drive, and Packerland Drive is in Trust for the Oneida Nation.

Many of the buildings within the industrial and business park were constructed in the 1970's, 1980's, and 1990's and are generally around 30-50 years old. Additionally, the parcels were largely platted in the 1970's and 1980's when lot sizes for industrial uses could be much smaller than today, particularly in the Allied Street, Centennial Street, Coronis Way, Waube Lane, and Ashwaubenon Street areas. There may be an opportunity to create a new tax increment district (TID) near the Interstate 41/Waube Lane interchange to facilitate the targeted purchase and demolition of older, underutilized industrial properties and potentially the combination of smaller parcels of land to create larger parcels that are more conducive to modern manufacturing and warehousing processes.

Additionally, businesses that could take advantage of the rail spur through the industrial park should be encouraged.

Use Considerations

- Work with the owners of the remaining vacant lands within the industrial and business park to find appropriate businesses to locate on those properties.
- Maintain the primarily industrial character of the area to avoid conflicts with lower density residential neighborhoods.

Recommended Improvements

- Place a “Welcome to Ashwaubenon” sign on W. Main Avenue, just west of Ashwaubenon Creek.
- Complete the West Main Avenue Trail extension from S. Ridge Road to the Interstate 41 interchange.

Administrative Processes

- Coordinate with the Ashwaubenon CDA to selectively purchase and assemble small industrial parcels to create larger parcels for new business development and existing business expansion.
- Promote the benefits of the buildings and parcels located within the Foreign Trade Zone
- Begin negotiations regarding the possible purchase or right of first refusal on properties near Cornerstone for possible future expansion.
- Evaluate the potential for a new tax increment district to support targeted property acquisition, business relocation, and public infrastructure improvements for the industrial properties west of the Interstate 41 / Waube Lane interchange.
- Maintain open lines of communication with businesses regarding any needs for expansion.
- Apply for state and federal grants to help offset the cost of the West Main Avenue Trail extension.
- Maintain open lines of communication with the Oneida Nation to ensure coordinated development and code enforcement efforts.

Sand Acres Area

The Sand Acres planning area is generally bound by West Main Avenue on the north, Sand Acres Drive on the west, and the Village’s municipal boundary with the Town of Lawrence and City of De Pere to the south and east. The Sand Acres area consists of relatively newer owner-occupied single family and condominium homes. The Sand Acres Park and Trail serve as community anchors for the neighborhood. Well-maintained commercial properties are located along the south side of West Main Avenue Aerts Lane to Fernando Drive.



The Winding Creek Estates Subdivision is proposed for the remaining 40 acres of agricultural land located south of Aerts Lane. Winding Creek Estates will include a mix of single-family residential lots, townhome lots, and apartments. Pagels Place is to be extended east through the property with a temporary cul-de-sac at the northern property line. Should the property between the Winding Creek Estates Subdivision and the Spirit Way / W. Main

Avenue intersection be developed, Spirit Way should be extended across West Main Avenue to connect to Pagels Place. The Sand Acres Park Trail will be extended from its current terminus through the new subdivision and connect to the southern end of Aerts Lane, eventually connecting to the planned West Main Avenue Trail extension.

Use Considerations

- Maintain the residential character of the area in the neighborhoods south of West Main Avenue.
- Develop the Winding Creek Estates subdivision consistent with the uses identified in the approved planned unit development ordinance for the area.

Recommended Improvements

- Extend the Sand Acres Park Trail to Aerts Lane, and when Aerts Lane is reconstructed and urbanized, include a pedestrian connection on Aerts Lane from the Sand Acres Park Trail to the West Main Avenue Trail.
- Complete the West Main Avenue Trail extension from S. Ridge Road to the Interstate 41 interchange.
- Extend Spirit Way to connect to Pagels Place when the property north of Winding Creek Estates is developed.



Administrative Processes

- Apply for state and federal grants to help offset the cost of the West Main Avenue Trail extension.
- Discuss the Winding Creek Estates development timeline with the West De Pere School District.

Southwest Area

The Southwest Area is generally bound by the south property lines of the parcels along the south side of W. Main Avenue, Packerland Drive on the west, Grant Street on the south, and Sand Acres Drive on the east. Since the 2016 comprehensive plan, this area has experienced significant single-family residential development with the three phases of the Highland Ridge Estates subdivision. When fully built out in 2026, a total of 134 new single-family homes will have been added to the Village of Ashwaubenon from this subdivision. Although there has been extensive residential development, as noted in the Land Use Chapter much of the southwest corner of the Village remains in agricultural production. Development in this area is somewhat constrained by the flood zones and wetlands associated with the Dutchmans Creek tributaries that flow through the area.

In 2017, McMahon Associates Inc. prepared a Southwest Master Plan for this part of the Village that evaluated future utility needs, environmental

constraints, conceptual street pattern, and planned land uses. It should be noted that at the time, the Highland Ridge Golf Course was operating and there were no plans for its redevelopment into a residential neighborhood.



The plan at the time identified primarily residential uses east of the north-south creek that flows through the area and commercial uses west of the creek to Packerland Drive. The eastern residential area was subsequently zoned R-1 One-Family Residence. Although the entire area east of the creek is zoned R-1 One Family Residence, future consideration should be given to a mix of complimentary housing types including duplexes and apartments. With the development of the Highland Ridge Estates Subdivision, a park similar in size and activities to Sand Acres Park should also be planned for this area.

The commercial property to the west of the creek was subsequently rezoned to a new B-4 Commerce zoning district. The B-4 Commerce zoning district includes light industrial and commercial uses with larger land needs and commercial uses that support people working in the area, such as daycare, professional services, and business services. Additionally, the B-4 Commerce zoning district includes a variety of light manufacturing, printing, research & development, and assembly type uses that may also require larger parcels of land.

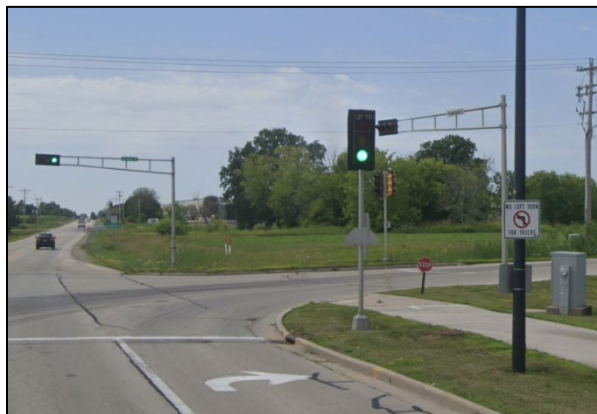
Although the master plan was completed over eight years ago, new development in the area to date is limited to the Highland Ridge Estates subdivision. The remaining land within the Southwest Area is all under private ownership and land prices are not currently conducive to cost-effective development. Should land prices within the Southwest Area become more reasonably priced over the next twenty years, the Village of Ashwaubenon and/or CDA should evaluate the public purchase, infrastructure installation, and development of the B-4 Commerce area, similar to the Village's approach with the Ashwaubenon Business Park and Industrial Park. In order to facilitate the growth of this area in this manner, the Village would need to consider creating a new tax increment district to pay for land acquisition and improvements to ready the area for development.

Use Considerations

- Promote development consistent with the Southwest Ashwaubenon Master Plan.
- Support varied housing including duplexes and potential apartments in the residential areas east of the creek.
- Identify a location for a public park within the planned residential area.
- Encourage business development within the B-4 Commerce zoning district that fits in with the varied residential and industrial areas around the area.
- Where B-4 Commerce zoned lands abut residential, utilize vegetative landscaping, berms, and/or opaque fencing to separate the uses.
- Account for the environmental constraints associated with the flood zones and environmentally sensitive areas early in any development process.

Improvement Considerations

- Work with the Village of Hobart and Brown County to extend the Packerland Trail to Grant Street and work with the Town of Lawrence and Brown County to create a trail along Grant Street.
- If land is in Village or CDA ownership, install the necessary public infrastructure to prepare the area for development.
- When residential development is proposed for the area east of the creek, work with the developer early in the process to identify a location for a public park.



Administrative Processes

- Evaluate the potential for a new tax increment district in this area to facilitate the installation of public infrastructure to promote high-value development.
- Consider the public purchase of land to facilitate business development, similar to the process for the Ashwaubenon Business Park and Industrial Park.
- Apply for state and federal grants to help offset the cost of the Packerland Drive Trail and Grant Street Trail extensions.
- Identify funding, including state and federal grants, for a new park in the residential area east of the creek.
- Should the B-4 Commerce zoned property become available, evaluate the potential for CDA purchase and development.