

CHAPTER 1

Issues and Opportunities

Introduction

The Village of Ashwaubenon is located in central Brown County, as a part of the greater Green Bay Metropolitan Area. Ashwaubenon is bounded by the City of Green Bay to the north, Village of Hobart to the west, Town of Lawrence to the south and the Fox River to the east. The Village of Allouez is located east across the Fox River from Ashwaubenon. The Oneida Nation Reservation overlays portions of the westernmost parts of the Village.

Ashwaubenon serves as the primary retail and entertainment hub for the Green Bay Metropolitan Area and has substantial business and industrial development, balanced with residential areas and recreational opportunities. Although the 2020 Census lists the population of Ashwaubenon at 16,991, the weekday population is approximately double due to the number of people that commute to the Village for employment. Furthermore, as the primary retail and entertainment hub, Ashwaubenon hosts tens of thousands of visitors for Green Bay Packers games, Resch Center and Expo events, and dining and entertainment options on evenings and weekends.



The Village is generally split into four quadrants by the interchange of Interstate 41, which is the primary north-south interstate connecting the Green Bay and Fox Valley areas to Milwaukee and points south, and State Highway 172, which serves as an east-west freeway connecting Interstate 41 and Interstate 43 through the middle of the Green Bay Metropolitan Area. Residential areas are primarily located in the northwest and southwest parts of the Village with the Lambeau Field entertainment area located to the northeast and extending into the commercial areas to the south. The Ashwaubenon Industrial and Business Parks comprise much of the center of the Village.







Purpose and Intent

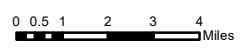
A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to identify new goals for supporting a desirable future development pattern, incorporate applicable goals from the Village's 2021 Strategic Plan, devise policies and strategies the Village can utilize to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is intended that the policies and strategies generally reflect the 14 local comprehensive planning goals prescribed in state statute and listed below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

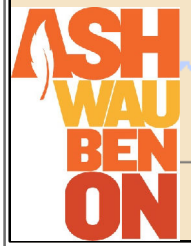
**Figure 1-1
Brown County
Location**



-  Village of Ashwaubenon
-  Oneida Nation
-  Municipal Boundaries
-  Freeway
-  Major Arterial
-  Minor Arterial/Major Collector



Map Prepared: 11/8/2023 AMS
Aerial Photography: N/A
Source: Village of Ashwaubenon



11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Village of Ashwaubenon Comprehensive Plan is adopted by ordinance and should be used by Village officials when revising and administering its zoning and subdivision ordinances and official map. The plan provides a consistent policy and vision based upon sound planning principles and residents' input for how they want Ashwaubenon to develop over the next 20 years.

Village of Ashwaubenon Strategic Plan

On November 23, 2021, the Village of Ashwaubenon adopted its 2021-2025 Strategic Plan. The strategic plan was developed as a planning tool to establish clear policy direction over all operational aspects of the Village and serves as a decision-making framework over the identified five-year period. The strategic plan included the creation of a mission statement, guiding core values, vision statement, strategic directives, key initiatives, and SMART action items. SMART action item 4.2.1 specifically states, *"Update the Comprehensive Plan with new census data and development projects."* (p.17) with a timeframe of 1-2 years. This updated comprehensive plan attains that action item while the strategic plan serves as the basis for many of the listed goals, objectives, and policies in the comprehensive plan.

Comprehensive Planning Process

This document is comprised of nine elements reflecting the requirements in the Wisconsin Comprehensive Planning statute, Section 66.1001 Wis. Stats.: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all these chapters have their own goals, objectives, and recommendations, the elements are interrelated and, therefore, the goals, objectives, and recommendations are as well. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use chapter of the comprehensive plan provides a vision of how the Village of Ashwaubenon could look 20 years from now. The land use plan contains recommendations regarding the location, density, and design of future development and redevelopment and is the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is used. This includes both using the plan on a routine basis when making policy and administrative decisions or developing grant applications and when creating and revising municipal ordinances (such as the zoning ordinance) to control and guide development consistent with the plan.

It is important to note that this document is not the end of the planning process. For the Village of Ashwaubenon to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 2016 Village of Ashwaubenon Comprehensive Plan, planning within the Village must continue to evolve to reflect new trends and concepts.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification and development of community goals and objectives. Goals and objectives act as the foundation for a comprehensive plan and set the overall direction for recommendations contained in each chapter. The recommendations include measures to move Ashwaubenon toward its identified goals and objectives. The identification of an agreed-upon set of goals and objectives for a diverse community like the Village of Ashwaubenon can be difficult because the values held by its citizens are complex and people vary widely in their values and the degree to which they will accept differing attitudes.



In order to identify the Village’s priorities for community development, as well as key issues and concerns to be addressed in the comprehensive plan, the Brown County Planning Commission staff facilitated a public visioning session, which utilized the nominal group method, on February 19, 2024, at the Ashwaubenon Community Center. Additionally, an online survey and map was available for residents to geographically identify any key issues or concerns. The visioning session, online survey, Ashwaubenon 2021 Strategic Plan, 2020 Ashwaubenon Comprehensive Outdoor Recreation Plan, 2018 Comprehensive Pedestrian & Bicycle Plan, and relevant items from the 2016 Comprehensive Plan form the basis for the goals, objectives, and policies/programs (recommendations) for the 2024 Village of Ashwaubenon Comprehensive Plan.

According to the [2021-2025 Ashwaubenon Strategic Plan](#), “A strategic plan is a top-level planning tool for an organization to establish clear policy direction over all operational aspects of its vision. The Strategic Plan serves as a framework for decision making over a five-year period.” The 2021 Ashwaubenon Strategic Plan specifically identifies a mission and strategic directives that will help guide the comprehensive plan goals and objectives. As reference, the strategic plan mission and vision follow:

Mission: “Deliver superior services for all, making Ashwaubenon a community of choice to live, work, and play.”

Vision: “Ashwaubenon will be an inclusive, attractive, and award-winning community featuring safe neighborhoods, thriving businesses, and exciting cultural opportunities.”

The strategic plan action items will be incorporated into the comprehensive plan as applicable.

Comprehensive Plan Goals and Objectives

Goals and objectives each have a distinct and different purpose within the comprehensive planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process, policies and programs (recommendations) is discussed in each chapter specific to that comprehensive plan element.

The Village of Ashwaubenon comprehensive plan and future development of the Village is based on the following goals and objectives.

Land Use Goal

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.

Objectives

- Promote redevelopment efforts that include a mixture of synergistic residential, commercial, recreational, and institutional uses.
- Strive for a compact, efficient land use pattern by promoting infill development of existing vacant and underutilized lots.
- Identify opportunities for connections between the Fox River and the Holmgren Way / S. Oneida Street corridors.
- Identify opportunities for increased development densities and building heights in appropriate areas of the Village.



- Promote the development of new housing options and businesses.
- Actively promote business and industry expansion and redevelopment in the industrial and business parks.
- Identify financing mechanisms to support new growth and redevelopment.
- Ensure compatibility of adjoining land uses for both existing and future development.
- Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- Provide for a mix of housing types, parks/natural areas, and other compatible uses within new neighborhoods.
- Actively enforce residential and commercial building and yard maintenance codes.

Transportation Goal

Maintain a safe and efficient multi-modal transportation system that serves all Ashwaubenon residents.

Objectives



- Ensure the Village’s capital improvements plan for street maintenance, utility infrastructure maintenance, resurfacing, and reconstruction is kept current and adequately funded.
 - Evaluate Ashwaubenon’s existing pedestrian and bicycle facilities and determine future needs through regular updates to its Comprehensive Bicycle and Pedestrian Plan.
 - Promote the redevelopment of the stadium district with site planning techniques that encourage walking and bicycling as viable transportation options.
 - Utilize well-connected street patterns to distribute traffic evenly and maximize mobility and accessibility for all residents.
 - Maximize safety and accessibility at the Village’s intersections using visual cues and traffic calming techniques as warranted.
- Continue to develop a pedestrian system in the Village by installing sidewalks in new neighborhoods and providing connections to schools and other pedestrian traffic generators identified in the Bicycle and Pedestrian Plan.
 - Encourage new technologies and service delivery methods to support transit efficiencies and accessibility.
 - Enhance the physical appearance of the Village’s gateways and thoroughfares.
 - Leverage outside funding sources to assist the Village in paying for multi-modal transportation improvements.

Housing Goal

Provide a range of quality housing opportunities for all segments of the Village’s population.

Objectives

- Protect the Village’s residential neighborhoods from incompatible development.
- Promote reinvestment into the existing housing stock in order to maintain property values and strong neighborhoods.
- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Support the rehabilitation, redevelopment, or conversion to rental or condominium residential units in former large commercial buildings.

- Review Village ordinances for opportunities to reduce the cost of housing development.
- Ensure short-term rental housing units follow Village ordinances.
- Identify and leverage governmental, private, and non-profit programs to improve aging housing units and promote the development of affordable housing.

Economic Development Goal

Broaden the tax base and strengthen Ashwaubenon’s economy and employment base through a mixture of large and small-scale commercial and industrial activity.

Objectives

- Encourage entrepreneurialism among Ashwaubenon’s residents and business owners.
- Work with businesses and industries already in the Village to ensure they continue to grow in Ashwaubenon.
- Encourage new businesses that meet local and regional needs to locate in Ashwaubenon.
- Identify methodologies to encourage business and industrial growth in the southwestern part of the Village.
- Support efforts at continued redevelopment of the Fox River shoreline for a mixture of residential, commercial, and recreational uses.
- Continue to coordinate and cooperate with the Green Bay Packers on economic development opportunities around Lambeau Field.
- Capitalize on Tiletown and the Village’s proximity to Lambeau Field to recruit new businesses to Ashwaubenon.
- Address ways to improve the appearance of Ashwaubenon’s gateways and thoroughfares to foster its unique identity in the Green Bay Metropolitan Area.
- Support the continued redevelopment of former industrial lands to dense, compatible mixed land uses in the stadium district.
- Encourage the utilization of federal, state, and local economic development programs to aid in the growth of new, retention of existing, and the attraction of new industrial or commercial activities.
- Promote the redevelopment of underutilized, vacant, or brownfield commercial and industrial areas.



Intergovernmental Cooperation Goal

Work with the surrounding communities, school districts, Brown County, Oneida Nation, and State of Wisconsin to cooperatively plan and develop the Village and region.

Objectives

- Continue cooperative efforts with the Ashwaubenon School District.
- Enhance Village outreach efforts to Ashwaubenon citizens and neighboring communities.
- Work with the partner governmental units to plan neighboring or overlapping land uses, coordinate or share municipal services, and address other issues of mutual concern.
- Maintain open lines of communication with the Ashwaubenon and West De Pere School Districts regarding future facility needs.
- Work with the surrounding communities, counties, and WisDOT to plan the Interstate 41, State Highway 172, and county

trunk corridors.

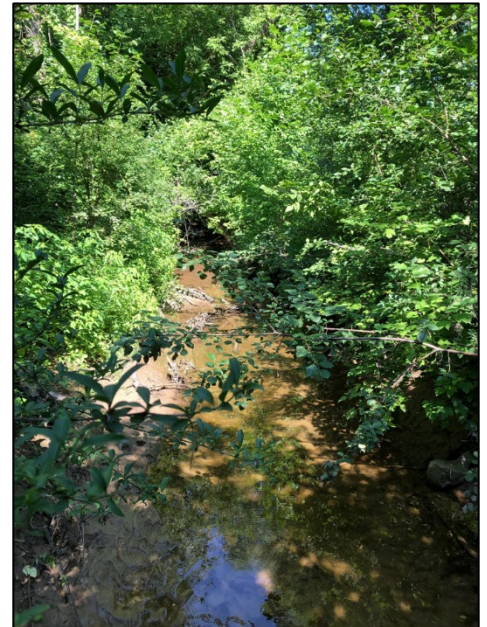
- Coordinate with surrounding communities, WDNR, WisDOT, and Brown County regarding intermunicipal pedestrian and bicycle network linkages.
- Identify potential conflicts with the surrounding communities and work with the communities and county to proactively address the issue(s).

Agricultural, Natural, and Cultural Resources Goal

Utilize the Village’s natural features to enhance Ashwaubenon’s character and the quality of life of its residents.

Objectives

- Preserve wetlands, floodplains, and other environmental areas to link various parts of the Village and to serve as wildlife corridors and stormwater management areas.
- Support the continued development and enhancement of Village parks.
- Coordinate trail linkages with the adjoining communities and Brown County.
- Enhance the appearance and community identity of the Village at its entryways and along main thoroughfares through streetscaping, signage, and wayfinding.
- Promote the rehabilitation of potentially historic buildings within the Village when possible.
- Ensure stormwater runoff is properly treated for quantity and quality consistent with Village requirements under its MS4 permit and Fox River TMDL.
- Continue to build Ashwaubenon’s community identity through the hosting of Village-wide and regional events.



Community Facilities Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Ashwaubenon residents and businesses.

Objectives

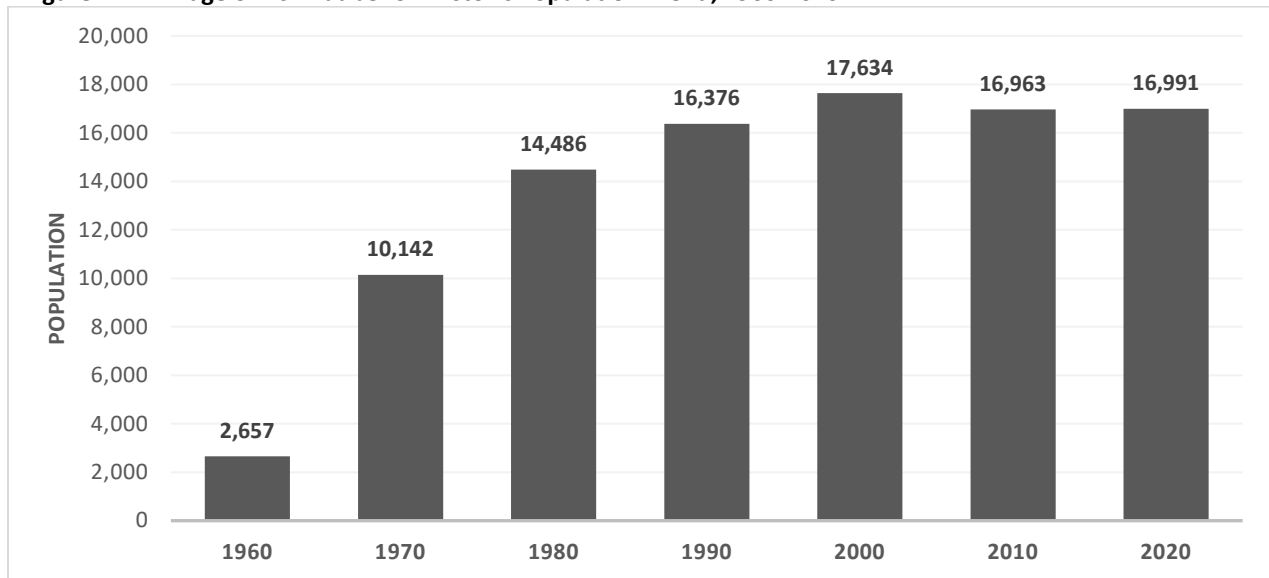
- Ensure the Village’s buildings and equipment are appropriately sized and located and efficiently utilized for future growth.
- Continue coordination with the Ashwaubenon and West De Pere School Districts regarding existing facilities and future needs.
- Evaluate Ashwaubenon’s existing park and recreation facilities and determine future needs through regular updates to its Comprehensive Outdoor Recreation Plan.
- Maintain the Village’s existing public facilities and replace aging/obsolete infrastructure and equipment in a coordinated, planned fashion.
- Promote the cost-effective use of existing community infrastructure, such as streets, sewers, and water, through infill development and planned replacement.
- Review the Village’s overall stormwater management plan to ensure it continues to meet the needs of the Village, its waterways, and regulatory agencies.
- Ensure adequate levels of staffing, services, and facilities to meet the needs of a growing community.



Demographic Trends

The Village of Ashwaubenon experienced a very rapid increase in population between 1960 and 1980 with slower growth between 1980 and 2000, and little to no population growth between 2000 and 2020 as depicted in Figure 1-2. This pattern is typical of many “first-ring” suburban communities as easily available land for residential and business development is rapidly consumed during the early years and the municipal boundaries are relatively fixed. It can be reasonably expected the Village’s population will begin to slightly increase after 2020 as many of the apartment units and more dense owner-occupied housing developments under construction are completed. This assumption is further validated by the Wisconsin Department of Administration municipal population estimates, which identifies Ashwaubenon as having an estimated population of 17,836 in 2023, which is an increase of 845 residents from 2020.

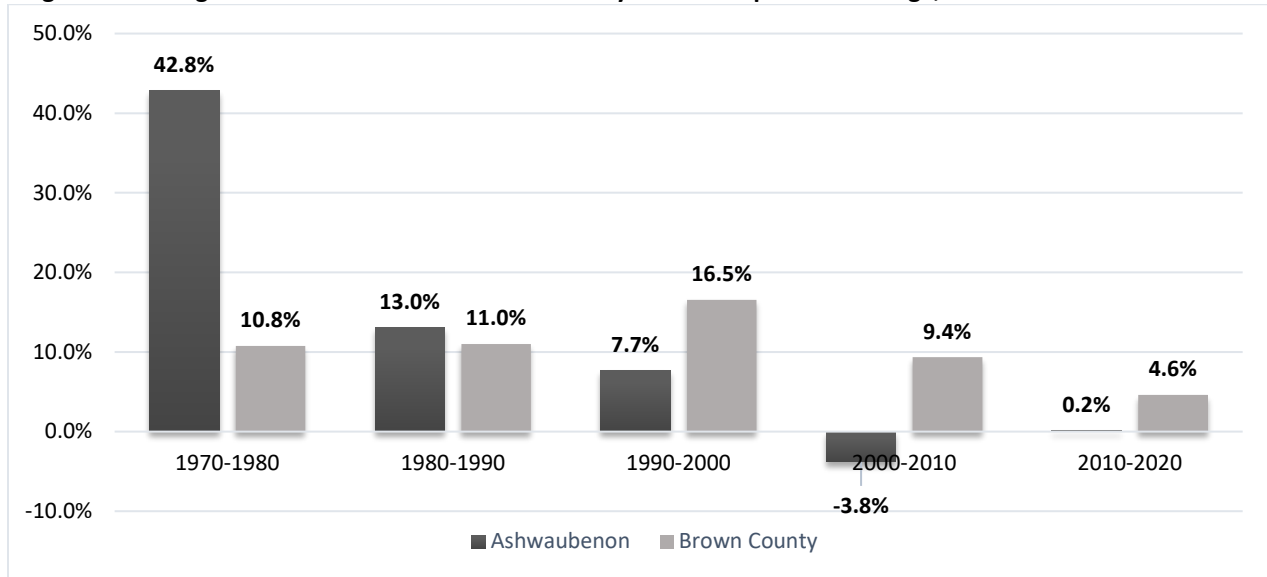
Figure 1-2: Village of Ashwaubenon Historic Population Trend, 1960-2020



Source: U.S. Census of Population, 1960-2020.

Consistent with total population growth, as indicated in Figure 1-3, from 1970 to 1980, the Village of Ashwaubenon also experienced a very high rate of population growth, significantly outpacing Brown County as a whole. Since that period, population growth was relatively comparable to Brown County, while most recently, population growth has dramatically slowed. The slowdown in population growth is likely due to the relative lack of new housing options developed between 2000 and 2020 and an overall aging of the population as more households became “empty nesters”. Based on more recent housing unit development within the Village since the 2020 census, and as indicated by the 2023 WDOA population estimates, population growth in the Village can be reasonably expected to modestly increase over the next decade.

Figure 1-3: Village of Ashwaubenon and Brown County Percent Population Change, 1970-2020



Source: U.S. Census of Populations, 1970-2020.

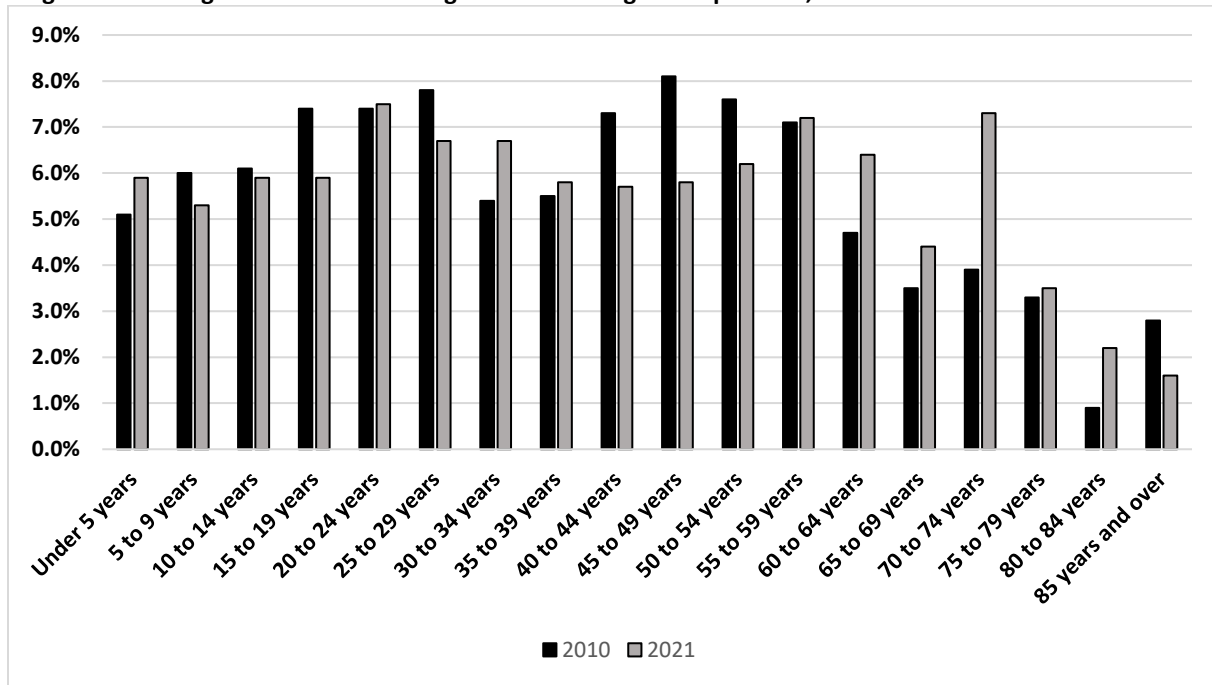
Age Distribution

Figure 1-4 compares the percentages of Ashwaubenon residents within 5-year age ranges in 2010 and 2019, based on the respective Census counts. The most noticeable change is the overall shift of a higher percentage of the older population ranges. Although there appears to be a general percentage increase in the numbers of older residents, Census figures indicate a very slight aging of the population with the 2019 median age of the Village of Ashwaubenon at 40.2 years, as compared to the 2010 median age of 39.5 years. Ashwaubenon also has a higher median age than Brown County at 37.4 years.

The slight increase in median age and general percentage shift of older residents in Ashwaubenon is generally consistent with the trend nationally, which has experienced an increasingly older population due to an aging of the “baby boom” generation, lengthening life expectancies, and decline in the birth rate. This trend in Ashwaubenon is reflected in the increasing percentages of those aged greater than 55 in 2019. However, Village-wide, this trend has been somewhat offset by increasing populations of those aged 30-39 years.

With a generally aging population, there will likely be increased demands for senior housing options, health care access and assisted transportation options (transit, medical transport, etc.). As the primary location for many retail, hospitality, and other service sector industries, Ashwaubenon will need to actively recruit younger workers from throughout Northeastern Wisconsin to fill anticipated increased job vacancies. It is hopeful that once recruited to work in the Village, that these younger workers will find housing and become permanent residents of Ashwaubenon. Accordingly in addition to senior housing, the Village will want to maintain a supply of quality affordable housing options for young people such as apartments, townhomes, condos, and single-family homes.

Figure 1-4: Village of Ashwaubenon Age as a Percentage of Population, 2010 and 2021

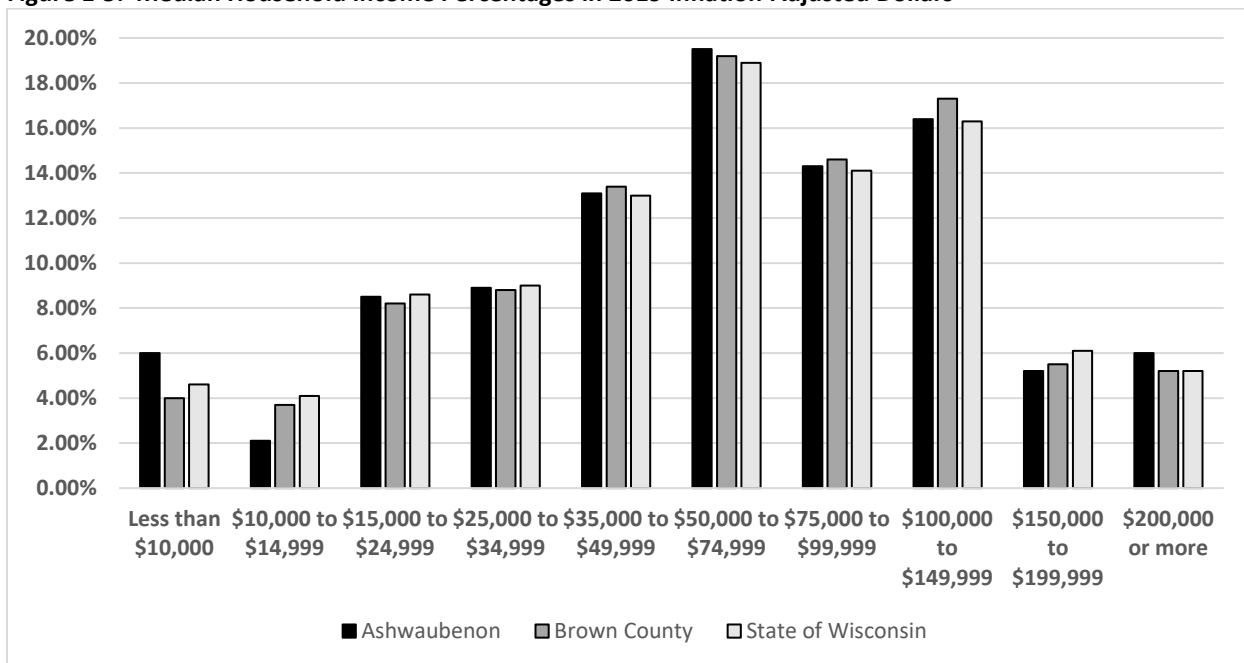


Source: U.S. Census Bureau, 2010 Census and 2021 American Community Survey 5-Year estimates.

Income Levels

The 2020 American Community Survey 5-year Estimates provides ranges for household income levels. Similar to the state and Brown County, the largest percentage of household income is within the \$50,000-\$74,999 range with 19.5 percent of Ashwaubenon households being within this range. As compared to the state and Brown County, the Village is very similar across income ranges, with slightly more households in the \$50,000-\$79,999 range and \$200,000 or more ranges. Figure 1-5 depicts the percentage of households within identified income ranges for the Village of Ashwaubenon, Brown County, and the State of Wisconsin.

Figure 1-5: Median Household Income Percentages in 2019 Inflation-Adjusted Dollars

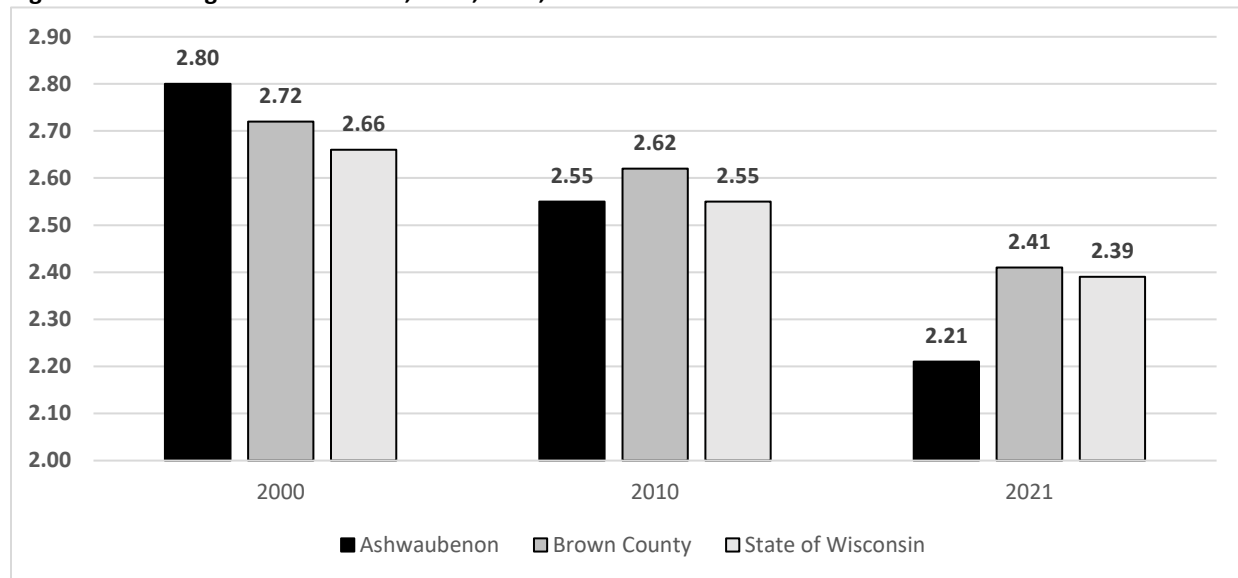


Source: U.S. Bureau of the Census, Income in the Past 12 Months. 2020 American Community Survey 5-Year Estimates.

Housing Characteristics

As depicted in Figure 1-6, the Village of Ashwaubenon has mirrored a trend experienced in Brown County and the State of Wisconsin. The average household size has generally trended downward for the past 20 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. All these trends have pushed the average household size lower at the State, County, and Village levels. Figure 1-6 identifies the 2000-2021 trends in average household size for the Village, County, and State. Chapter 5 – Housing provides additional background, detail, and recommendations regarding the impacts of an aging population and smaller average household size may have on housing within the Village of Ashwaubenon

Figure 1-6: Average Household Size, 2000, 2010, and 2021

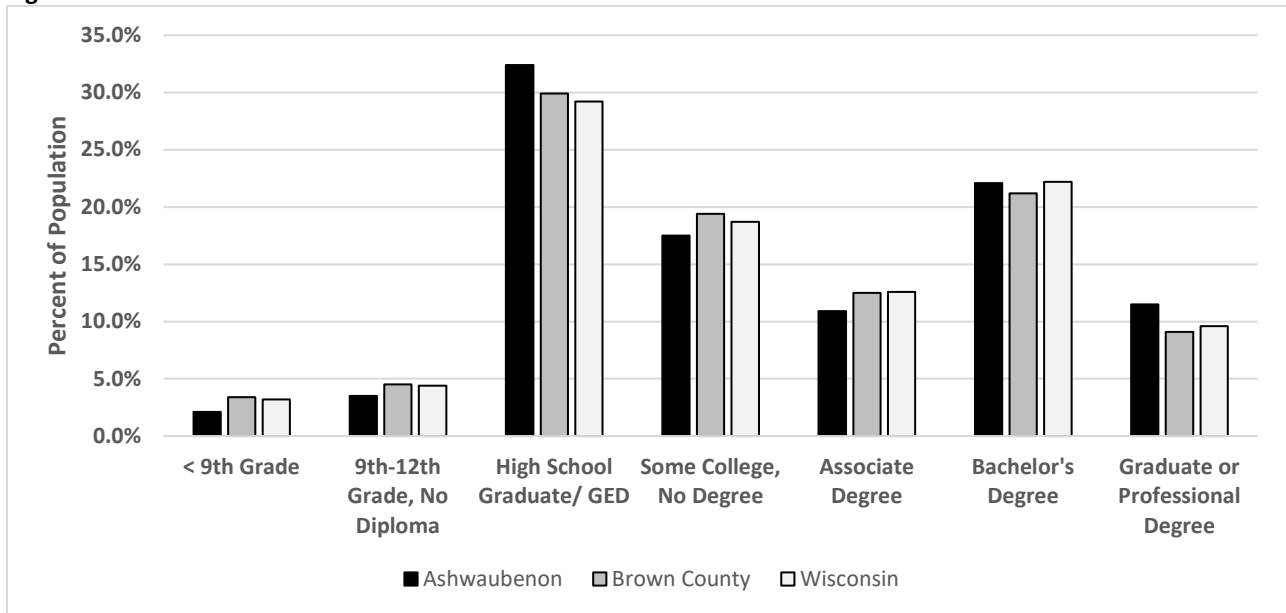


Source: U.S. Bureau of the Census, 2000 U.S. Census; 2010 and 2021 American Community Survey 5-Year Estimates.

Education Levels

As is evident from Figure 1-7, similar to Brown County and the State of Wisconsin, the largest percentage of Village of Ashwaubenon residents' highest level of educational attainment is a high school diploma. The Village also has a higher percentage of residents with a graduate or professional degree than either Brown County or State of Wisconsin.

Figure 1-7: Educational Attainment



Source: U.S. Bureau of the Census, Census 2021 American Community Survey 5-Year Estimates

Employment Characteristics

According to the 2021 American Community Survey, of the estimated 13,907 Ashwaubenon residents considered to be of working age (16 years and older), 9,305 people, or 66.9 percent, are considered to be in the labor force. Of those who are currently not working, an estimated 397 residents, or 2.9 percent, are considered to be unemployed. This compares with the estimated 4,602 (33.1 percent) residents who are also not working but consider themselves to be out of the labor force (student, stay-at-home parent, retired, etc.).

As depicted in Figure 1-9, industry sector employment, the largest industry sector for Ashwaubenon residents is the educational, health, and social services; manufacturing; and retail trade sectors. These sectors are very typical for suburban communities where school districts and health care systems employ a significant number of people and there is a solid manufacturing base.

Figure 1-9: Industry Sector Employment

Industry	Percent
Educational, Health, and Social Services	20.9%
Manufacturing	14.5%
Retail Trade	13.6%
Professional, Scientific, Management, Administrative, and Waste Management Services	10.6%
Arts, Entertainment, Recreation, Accommodation, and Food Services	8.5%
Finance, Insurance, Real Estate, and Rental and Leasing	7.7%
Transportation and Warehousing and Utilities	6.1%
Construction	5.4%
Other Services (except Public Administration)	4.1%
Wholesale Trade	3.2%
Information	3.0%
Public Administration	2.0%
Agriculture, Forestry, Fishing and Hunting, and Mining	0.5%

Source: U.S. Bureau of the Census, 2021 American Community Survey 5-Year Estimates

Employment Forecast

The Wisconsin Department of Workforce Development produces a long-term employment projection for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2020 and 2030 and factors in macro-economic conditions experienced by the area through 2019. As the projection starts in 2019, it does not take into account the impacts of the COVID-19 pandemic starting in 2020 and lasting generally through 2022.

According to the profile, total employment is projected to increase from 439,519 jobs in 2019 to 474,738 jobs in 2030, which is an increase of 35,219 new jobs (8.01 percent) for the Bay Area Workforce Development Area. Leisure and Hospitality is projected to experience the greatest percentage of new job growth at 21.35 percent (7,304 jobs), while Other Services (except Government) is projected to increase by 3,502 new jobs (15.30 percent). Conversely the Information sector is projected to lose jobs between 2020 and 2030. Although a smaller percentage (10.22 percent), Education and Health Services are expected to add the most new jobs over the 10 year period at 8,018. The significant increase in total new jobs in the educational and health services is likely due to the general aging of the region's population generating increased demand for health care and social assistance services. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-10 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-10: Industry Projections for Bay Area Workforce Development Area, 2020-2030

Industry Title	Employment		Ten-Year Change	
	2020 Base Employment	2030 Projected	Numeric	Percent
Total Employment	439,519	474,738	35,219	8.01%
Leisure and Hospitality	34,212	41,516	7,304	21.35%
Other Services (Except Government)	19,947	22,999	3,502	15.30%
Mining and Natural Resources	8,297	9,187	890	10.73%
Education and Health Services	78,470	86,488	8,018	10.22%
Professional and Business Services	39,239	43,246	4,007	10.22%
Construction	21,427	23,459	2,032	9.48%
Government	21,487	23,155	1,668	7.76%
Trade, Transportation, and Utilities	76,011	81,063	5,052	6.65%
Manufacturing	89,339	92,139	2,800	3.13%
Financial Activities	25,017	25,513	496	1.98%
Self-Employed and Unpaid Family Workers	23,198	23,489	291	1.25%
Information	2,875	2,484	(391)	(13.60%)

Source: Wisconsin Department of Workforce Development, Long Term: 2020-2030 Industry Employment – Bay Area Workforce Development Area.

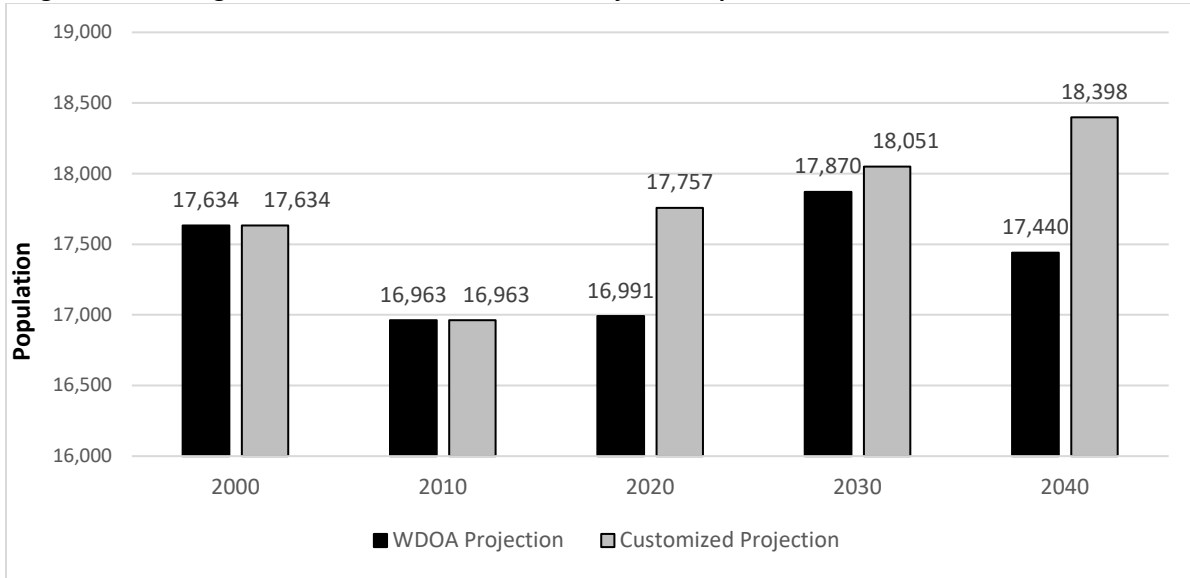
Population and Housing Forecasts

In 2014, the Wisconsin Department of Administration (WDOA) recently released population projections for Wisconsin municipalities through the year 2040. The projections consider births, deaths, in-migration, out-migration, and other general demographic trends. The process is intended to smooth out small increases or decreases in population and provides a comprehensive projection based on previously discussed trends. According to the projection for the Village of Ashwaubenon, the population of the Village of Ashwaubenon is forecasted to have a slight increase of 449 residents from the 2020 census population of 16,991 to the projected 2040 population of 17,440. However, it is important to note the 2022 population estimates as prepared by WDOA indicate a population for the Village of 17,757 residents. This increase likely reflects recent higher density developments that were not anticipated at the time the population projections were developed in 2014.

If the recent trend of higher-density apartment and residential redevelopment continues, it can be reasonably expected that the Village’s population will continue to slightly increase and remain higher than the 2040 WDOA projection; however, a substantial increase in population is unlikely due to the Village’s fixed municipal boundaries. In order to account for the higher population estimate from WDOA for 2022, a customized linear projection was prepared to compare with the WDOA projection. As indicated in Figure 1-11, the customized projection which takes into account the 2023 estimate provides a projected 18,398 residents in 2040 as compared to 17,440 from the original WDOA projections. The housing forecast will utilize the customized linear projection to estimate the additional required housing units over the next 20 years.



Figure 1-11: Village of Ashwaubenon Historic and Projected Populations



Source: U.S. Census Bureau 2000-2020; Wisconsin Dept. of Administration, 2022.

Based upon this information, a baseline projection of the housing units required for the 2040 design year of this comprehensive plan may be determined. According to the 2020 American Community Survey (ACS) 5-Year Estimates, the Village of Ashwaubenon had an average household size of 2.21 persons per household. Dividing this amount into the 18,398 residents projected to live in the Village by 2040 yields a result of 8,325 total housing units required for the future population. Subtracting the 8,104 existing (2020 Census) housing units results in an estimated need of approximately 221 additional housing units in the Village by 2040, provided the persons per household average or population projection does not significantly change over time. However, it is important to note that population trends and housing needs within a metropolitan area are much more fluid than in an isolated community. The demands of the housing market and the desirability of Ashwaubenon as a location to purchase a home or rent a unit will ultimately determine the number of housing units needed by 2040.

Summary

As demonstrated in the data gathered for this chapter, the Village of Ashwaubenon is a dynamic community with projected population and housing growth. Since the last comprehensive plan was adopted in 2016, the Village has:

- According to the Wisconsin Department of Administration, added approximately 820 residents (4.8 percent increase).
- Experienced significant redevelopment east of Lambeau Field, along the Fox Riverfront, and around Bay Park Square Mall.
- Partnered with the Green Bay Packers on the development Titledown, west of Lambeau Field.
- Expanded bicycle and pedestrian trails and sidewalks in the Village.
- Experienced new residential growth in the far southern part of the Village.



- Fostered continued industrial development and expansion in the Ashwaubenon Industrial and Business Parks.
- Completed a significant number of street, utility, and stormwater management improvement projects.

The goals and objectives for the Village of Ashwaubenon Comprehensive Plan attempt to build upon the development momentum in the Village to expand Ashwaubenon's tax and employment base, while trying to maintain the close-knit community feel with big-city entertainment options that long-time residents cherish and draw new residents to Ashwaubenon. The goals and objectives identified in this chapter are intended to guide the Village and enhance its unique identity, so that in the future Ashwaubenon remains distinctive from other communities. Objectives such as utilizing various redevelopment techniques to build upon its character, identifying opportunities to maintain and expand the Village's housing stock, and continuing a comprehensive economic development and redevelopment strategy, are all concepts that will be further discussed with specific policy recommendations within the plan.