

CHAPTER 4

Economic Development

Local governments play an increasingly important role in promoting private sector economic development because economic strength is critical to the vitality and financial sustainability of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and promote entrepreneurship. Economic development efforts to create jobs are important beyond generating additional income for Ashwaubenon residents. These efforts can help to generate additional tax base for the provision of public services and may assist in establishing an environment for sustainable economic vitality.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and businesses and when economic development was about being the lowest-cost place to do business. Today, it is understood that physical and cultural amenities are a critical component of a community’s economic development strategy to attracting and retaining people to fill positions within businesses. Having a workforce available to fill the open jobs in government, businesses, and nonprofit organizations is one of the most critical issues in today’s economy.



One key to a municipal economic development strategy is having a quality product/community to market. The Village of Ashwaubenon Comprehensive Plan is geared toward promoting future development in Ashwaubenon in a manner that supports a high-quality community that is attractive to existing and new businesses and their employees. The following chapter will provide an overview of the Village’s labor market, economic base, and a series of recommendations to foster sustainable economic growth over the next 20 years.

Labor Force Analysis

Figure 4-1 identifies the labor force status of Village residents 16 years of age and older as estimated by the 2022 American Community Survey. As is evident from the figure, the Village of Ashwaubenon labor force participation rate is estimated to be very similar to the county and state, while the unemployment rate is estimated to be slightly higher than the county or state. As both statistics are very close to the state and county averages, neither is cause for alarm; however, the long-term trend should be monitored.

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

Status	Wisconsin	Brown County	Village of Ashwaubenon
In the labor force	65.7%	68.3%	66.6%
Civilian labor force	65.6%	68.3%	66.5%
Employed	63.4%	66.3%	64.0%
Unemployed	2.2%	2.0%	2.5%
Armed Forces	0.1%	0.0%	0.1%
Not in the labor force	34.3%	31.7%	33.4%

Source: 2022 American Community Survey 5-Year Estimates. Table DP03 Selected Economic Characteristics

In reviewing the occupation profile for the Village of Ashwaubenon as compared to the State of Wisconsin and Brown County, it is evident that the major differences are within the sales and office occupations and production, transportation, and material moving occupations. As noted in Chapter 1 – Issues and Opportunities, the two largest industries for employment in Ashwaubenon are education/health/social services and manufacturing.

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

Occupation	Wisconsin	Brown County	Village of Ashwaubenon
Management, business, science, and arts occupations	38.4%	37.6%	33.2%
Sales and office occupations	19.3%	20.7%	26.3%
Production, transportation, and material moving occupations	17.9%	17.8%	11.9%
Natural resources, construction, and maintenance occupations	8.7%	7.9%	10.6%
Service occupations	15.6%	15.9%	18.0%

Source: 2022 American Community Survey 5-Year Estimates. Table DP03 Selected Economic Characteristics

Economic Base Analysis

The Village of Ashwaubenon is located within the Green Bay Metropolitan Area and many Ashwaubenon residents also work within the Green Bay Metropolitan Area. Key industry groups in the Green Bay Metropolitan Area are well-diversified and include healthcare; paper and related product manufacturing; insurance, financial services, hospitality; food processing; and logistics (trucking, warehousing, and related services). A Location Quotient Analysis was performed to determine basic and non-basic sector employment utilizing the Green Bay Metropolitan Area as the local level for analysis as compared to the United States.

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

The Location Quotient Analysis compares the local economy (in this case Green Bay Metropolitan Area) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, employment is considered non-basic, meaning that local industry is potentially not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the potential local demand for given goods or services, however employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and are considered to be basic sector employment. The Location Quotient Analysis from the U.S. Bureau of Labor Statistics for the Green Bay Metropolitan Area is displayed in Figure 4-3.

Figure 4-3: 2023 Annual Average Green Bay MSA Employment Location Quotient

Industry ¹	Annual Establishments	Average Annual Employment	Total Annual Wages	Annual Average Employment Location Quotient
Manufacturing	529	31,733	\$2,055,277,948	2.20
Agriculture, Forestry, Fishing, and Hunting	152	2,550	\$116,934,884	1.81
Wholesale Trade	506	8,206	\$636,139,189	1.20
Arts, Entertainment, and Recreation	154	3,158	\$356,814,197	1.13
Transportation and Warehousing	332	7,889	\$477,876,090	1.09
Finance and Insurance	506	7,387	\$655,737,050	1.05
Retail Trade	902	17,262	\$591,729,817	0.99
Utilities	17	621	\$74,928,295	0.96
Construction	854	8,524	\$625,431,307	0.96
Accommodation and Food Services	761	13,176	\$275,200,055	0.84
Real Estate and Rental and Leasing	274	1,397	\$73,847,202	0.52
Mining, Quarrying, and Oil and Gas Extraction	8	91	\$8,330,935	0.14

Source: U.S. Bureau of Labor Statistics Online Location Quotient Tool, 2023 Annual Averages NAICS Sectors Green Bay MSA. Accessed 6/13/2024

According to the LQ analysis, there are a total of six industries in the Green Bay Metropolitan Area that are considered to be basic employment sectors:

- Manufacturing (2.20)
- Agriculture, Forestry, Fishing, and Hunting (1.81)
- Wholesale Trade (1.20)
- Arts, Entertainment, and Recreation (1.13)
- Transportation and Warehousing (1.09)
- Finance and Insurance (1.05)

The Village should continue to develop, retain, and recruit those businesses that contribute to existing basic industrial “clusters” within the Green Bay and greater Northeastern Wisconsin region which are basic employment in nature. The Wisconsin Economic Development Corporation (WEDC) defines clusters as “...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field.”¹ Clusters greatly enhance a particular industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Lastly, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines

¹ Professional, scientific, and technical services; Management of companies and enterprises; Administrative and support and waste management and remediation services; Educational services; Health care and social assistance; and Other services except public administration are not included because they do not meet BLS or State agency disclosure standards or one or more components of this calculation do not meet BLS or State agency disclosure standards.

with needed inputs, such as banks and venture capital.

Within the region, business clusters generally include the paper, food products/processing, logistics, health care, printing, and plastics industries, among others. The Village should actively develop, retain, and recruit those industries within the aforementioned clusters that take advantage of advanced technologies in the manufacturing and processing of their products as a means to continue to bridge the gap toward the new economy. The Village of Ashwaubenon may also wish to focus a portion of its business creation and recruitment efforts on those businesses that fill critical supply chain needs for existing industries. In terms of priorities for the Village of Ashwaubenon, retention of existing businesses and new business development should be most important, with recruitment of existing businesses to fill local supply chain needs second.

Opportunities and Potential Issues for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Village of Ashwaubenon. Likely the Village's biggest economic development strengths include its location, reputation, quality of life, and school district. The Village's location within the heart of the Green Bay Metropolitan Area and Interstate 41, State Highway 172, Green Bay-Austin Straubel International Airport, and primary CN rail line all located within Ashwaubenon make it a very logical choice for businesses. However, there are many communities throughout the state with great locations.

What separates the Village of Ashwaubenon from its peers is its well-earned reputation of being willing to work with small, intermediate, and large businesses to facilitate their growth or relocation to the Village. In the 1970's – 1980's the Village created the Ashwaubenon Industrial Park and Business Park to create room for businesses to grow and thrive. Since that time, the Village has focused on finding ways to facilitate business development in increasingly creative ways as redevelopment of previously developed lands has become a greater focus. The Village's reputation of working with businesses in a manner that meets their needs, but also meets the needs of its residents should be a focus to maintain as it provides the Village with a clear economic development advantage.



Economic Development Assessment and Recommendations

How Ashwaubenon develops will continue to be a critical component of the Village's economic development strategy over the next 20 years. Building upon recent development momentum, being able to respond in a nimble fashion at the speed of business when working on economic development projects, and forming the Village's unique identity through planning, design, and engineering, will largely determine how successful Ashwaubenon continues to be in capturing economic development opportunities. Therefore, it is important that business development in the Village be done in a manner that contributes to building Ashwaubenon's identity in the greater Northeastern Wisconsin region. The following section identifies the existing setting, opportunities, and recommendations for specific "economic opportunity areas" within the Village.

Economic Opportunity Areas

An economic opportunity area is an area of existing or future general economic activity that contributes or will contribute to the community's tax base, employment, and overall identity. They may be as small as a grouping of local businesses or as large as a downtown or business park. The inventory, assessment, and recommendations for

existing and future opportunity areas will help to guide the Village’s economic development and land use activity over the next 20 years. For purposes of the Village of Ashwaubenon Comprehensive Plan, the primary economic opportunity areas discussed in the following section include:

- Titledown/Sports & Entertainment District
- Fox Riverfront
- S. Oneida Street Commercial Corridor
- Ashwaubenon Industrial / Business Park
- Packerland Drive / Grant Street Area

Titletown / Sports & Entertainment District

Although Lambeau Field is within the City of Green Bay, the Village of Ashwaubenon includes the Titletown District west of Lambeau Field and the Ashwaubenon Sports & Entertainment District east of Lambeau Field. Both districts benefit immensely from their geographic location adjacent to Lambeau Field and the associated gameday activities. However, these two areas are also significant destinations unto themselves, and the Village can capitalize on them for economic development and community identity building purposes.



Titletown is a significant redevelopment of former strip commercial buildings, large parking lots, and other highway-oriented businesses typical of the 1960’s through the 1980’s between S. Ridge Road and Marlee Lane. The Green Bay Packers invested significant resources into planning, purchasing, and clearing this area to make way for its visionary Titletown development. The goal of Titletown was to create a destination for year-round entertainment, housing, and employment opportunities in a walkable, active, urban setting. As developed, the buildings are generally of mixed-use and of a human-scale, connected via plazas and sidewalks. Titletown has become a gathering place for both gamedays and non-gamedays with extensive year-round programming and entertainment options.

Within the Titletown District, there are three remaining “pads” for commercial development, two on the north side of the development just west of the Titletown Tech building totaling 1.65 acres, and a third 1.05 acre site at the northeast corner of Marlee Lane and Brookwood Drive. All three sites are currently utilized for surface parking as an interim use for the 2025 NFL Draft and should be developed consistent with the approved Titletown Planned Unit Development following the draft. Additional residential development is planned for the south side of Brookwood Drive, furthering the active mix of uses in the area and buffering the existing single-family homes on Blue Ridge Drive. Should the properties further west along Lombardi Avenue between Marlee Lane and Argonne Street be redeveloped, site planning should incorporate design elements from Titletown, including greater density, mixed uses, and a pedestrian scale.



The Sports & Entertainment District is a zoning classification for lands in the Village of Ashwaubenon located generally east and southeast of Lambeau Field, including Armed Forces Way, Mike McCarthy Way, Brett Favre Pass, and portions of Holmgren Way, Borvan Avenue, and Morris Avenue. The Resch Center and Resch Expo are located within this area of

Ashwaubenon and between the two venues host such events as the WIAA High School girls' basketball championships, WIAA girls' and boys' high school volleyball championships, UWGB men's basketball, Green Bay Gamblers hockey, concerts, trade shows, and private events. In 2023, a total of 492,855 patrons attend events and through July 2024, 355,696 patrons have already attended Resch complex events. Additionally, over the past ten years there has been a significant increase in redevelopment activity with a number of new restaurants, hotels, local retail and service businesses, and mixed-use residential buildings being constructed. However, there are also a number of buildings that are still used for industrial, trucking, and contractor purposes from when this was the Village's original industrial area.

As this area continues to redevelop into a more urban, pedestrian-oriented mixed-use area with multiple new apartment buildings, dining, and entertainment options, these former industrial locations should be redeveloped consistent with an updated vision for this area. Due to the rapidly increasing land prices within this area, increased building density and height will likely be necessary for new development to be successful. With increased density comes the need to account for off-street parking and multi-modal transportation options within this area. The last study to focus on this area was the 2009 Urban Design Guidelines for the Sports & Entertainment and Village Center Districts. With the rapidly increasing land prices and demand for redevelopment in these areas, a detailed design, parking, and corridor plan should be undertaken for the Sports & Entertainment and Village Center Districts following completion of the comprehensive plan.

Fox Riverfront

The Fox River forms much of the eastern boundary of the Village of Ashwaubenon, from Ashwaubomay Park in the south to the Georgia-Pacific Mill in the north. Between these two notable landmarks on the river and South Broadway is a mix of single-family residential homes, the National Railroad Museum, planned senior housing, hotels, office buildings, marina, apartment building, heavy industrial uses, and residential condominiums. The Ashwaubomay Memorial River Trail extends from the marina south along the Fox River to the trailhead at Ashwaubomay Park. Over the past twenty years, this area has largely transitioned from primarily industrial uses to the mix of uses previously noted; however, heavy industrial land uses with frontage on the Fox River remain on Globe Avenue.

Over the past twenty-five years, the Village of Ashwaubenon has actively worked to redevelop the areas of Marina Lane and Aldon Station through multiple public/private partnerships. The Marina Lane area has redeveloped into a mixture of hospitality, recreation, office, and higher density residential land uses. The remaining approximately 3.6 acres of vacant land should be developed in a manner that maximizes the economic development potential of this area through synergistic land uses that bring more people to this area of the Village. General land uses would include additional hospitality, entertainment, and higher-density residential activities that would capitalize on the Fox River and bring additional energy and excitement to the district. Hospitality businesses could consider basing or creating a stop at the marina for the entertainment cruises that take place along the Fox River, which would bring additional potential customers and create more exposure for their businesses and the marina. Additionally, creating a specific brand or marketing campaign for the Marina Lane district through banners and wayfinding signage would further publicize this area.



Although the heavy industrial uses and Brown County Materials Recycling Facility (MRF) have existed on both sides of Globe Avenue for many years, they do not need to be located on or near the Fox River shoreline. It is readily apparent that almost all the other heavy industrial properties between S. Broadway and the Fox River have been redeveloped in a manner that sees the Fox River as an economic development opportunity to be promoted. Should opportunities arise to work with the business and/or Brown County to relocate to a more appropriate area and redevelop this site in a manner consistent with the adjacent land uses, the Village should support those efforts.

Similar to the aforementioned properties, Aldon Station was a vacant former trucking yard that was redeveloped into a mix of residential uses that takes advantage of its location on the Fox River and Ashwaubenon Creek. Aldon Station includes owner-occupied zero lot line duplexes, townhomes, and Station 417 condominium building. Redevelopment of

the site allowed for the Ashwaubomay Memorial River Trail to be extended south to Ashwaubomay Memorial Park. Approximately six acres of Village-owned developable land remains within Aldon Station.

The Fox Riverfront is generally disconnected from the rest of the Village due to S. Ashland Avenue and CN Railroad creating a visual and practical barrier to convenient pedestrian and bicyclist connections. This is particularly problematic for the hospitality and hotel uses within the Marina Lane district. In order to provide better perceptual and physical connections between the Fox Riverfront and particularly the Holmgren Way and S. Oneida Street corridors, consistent branding (banners, wayfinding, etc.) combined with pedestrian access should be improved. Specific improvements would include the installation of sidewalks on Pilgrim Way from their current terminus at Western Racquet to the eastern terminus of Pilgrim Way and Hansen Road from S. Oneida Street to its intersection with S. Broadway. This will require coordination with WisDOT, Brown County, and CN Railroad regarding signal timing, inclusion of countdown pedestrian signals, and potentially the purchase of additional right-of-way or permanent easements and/or relocation of utility and communication lines to accommodate adequate sidewalks and terraces.



S. Oneida Street Commercial Corridor

S. Oneida Street from Lombardi Avenue on the north to Interstate 41 on the south has long been the Green Bay Metropolitan Area’s pre-eminent commercial district for shopping, dining, and entertainment with many local and national brands to choose from. It is important to note at the northern end of the corridor that single-family homes line the west side of the street and significantly contribute to the very unique setting for Lambeau Field. This neighborhood north of Cormier Road will need to be protected from the encroachment of commercial land uses crossing S. Oneida Street. However, the eastern side of S. Oneida Street, specifically north of Willard Drive, will likely experience significant redevelopment over the next 20 years as many of the existing single-story buildings are nearing the end of their usable life. As redevelopment is planned for the east side of S. Oneida Street, the high land costs and continued strong demand for commercial activities mean there should be some accommodation for taller buildings and higher densities in this area. This may mean buildings of 4-5 stories with commercial uses at least on the first floor and potentially residential on upper floors to help support businesses in this area with a base of population during non-working hours.

Bay Park Square Mall in the center of the corridor continues to anchor the S. Oneida Street corridor as the primary regional shopping mall for the Green Bay Metropolitan area and northern locations. Contrary to national retail and indoor mall industry trends, Bay Park Square currently has all four anchor tenants filled with either national or regional businesses and maintains a high occupancy rate for in-line stores. A number of outlots to the mall have also recently been developed with national chains along S. Oneida Street, increasing commercial activity at the property. Although currently very successful at maintaining a retail-centric approach, Bay Park Square should continually evaluate market trends and consider further diversification into entertainment, recreation, and housing. Any new or redevelopment at Bay Park Square should continue the Village’s trend toward more dense, urban development, consistent with the Village’s Site Plan and Design Review requirements.



The section of S. Oneida Street south of Pilgrim Way to Interstate 41 and anchored by Emplify (Bellin) Health Care Ambulatory Surgical Center is largely comprised of commercial retail, service, and hospitality (hotel and dining) establishments. This area is very vehicle oriented with S. Oneida Street generally having six travel lanes, a center turn lane, and sidewalk located only on the west side of the street. Furthermore, the commercial establishments generally have large setbacks and expansive off-street parking lots, which are typically not filled. There are opportunities for increased economic activity through selective redevelopment of aging hotel properties and infill development on properties with expansive, unused surface parking lots. In order to accommodate infill development on the parking lots, the Village will need evaluate its existing parking standards to determine whether the parking requirements are accurate, or as is the case in the Sports & Entertainment (SC) and Village Center (VC) zoning districts, even needed. Furthermore, following the closure of Tax Increment District #3, the Village should evaluate creating a new TID in this section of S. Oneida Street to facilitate selective redevelopment and infrastructure improvement.

Ashwaubenon Industrial / Business Park

The combined Ashwaubenon Industrial and Business Park extends roughly from Waube Lane (CTH AA)/Circle Drive in the north to S. Ashland Avenue in the east, W. Main Avenue in the south and Packerland Drive / S. Ridge Road in the west. The Industrial/ Business Parks were generally developed starting in the 1980's through the early 2000's. For decades, the Ashwaubenon Industrial / Business Park has served as an economic powerhouse with almost 1,500 contiguous acres of small, medium, and large business located within its boundaries. A few vacant parcels remain, but most of the available lands have been developed with a mix of warehousing, manufacturing, trucking, contractor, and other industrial service businesses. Development in the industrial and business park benefitted greatly from its two access points to Interstate 41 at Waube Lane/ S. Oneida Street and W. Main Avenue as well as the railroad spur that extends from the CN mainline through the center of the industrial/business park.



As the vast majority of the industrial/business park has been developed over the past 40 years, there is little room for existing businesses to expand or new businesses to locate. Many of the buildings constructed at the beginning of the industrial park development were built on smaller lots, are showing their age, and are generally not conducive to modern manufacturing processes. In order to create additional opportunities for expansion and relocation, the Village should consider creating a new Tax Increment District (TID) within the industrial park, specifically in the area of Allied Drive. A TID within this area would allow for the Village to proactively purchase, demolish, and perform any necessary environmental remediation on these properties. Furthermore, the purchasing of smaller properties would allow for the combining of parcels to create larger properties necessary for businesses to expand or relocate. To further Ashwaubenon's identity within this area an "Ashwaubenon" sign should be located on W. Main Avenue as it enters the Village from the east, preferably between Ashwaubenon Creek and Spirit Way. Alternatively, street banners on light poles could be utilized as more cost-effective approach.

Packerland Drive / Grant Street

The Village of Ashwaubenon's far southwest corner at the northeastern corner of Packerland Drive (CTH EB) and Grant Street (CTH EE) is the last large area of contiguous, undeveloped land within its municipal boundaries. Approximately 270 acres of total land area is available but is bisected by floodplains associated with tributaries to Dutchman's Creek. In 2017, McMahon & Associates prepared the Southwest Area Master Plan conceptual development report for this area of the Village that reviewed proposed future land uses, utility requirements, and conceptual street network. The plan split the area up into two distinct areas, including a residential component east of the main tributary and a business district west of the tributary. In 2018, these areas were formally rezoned into R-1 One-Family Residence and B-4 Commerce zoning districts to implement the plan.



To date, the primary activity taking place is the development the Highland Ridge Subdivision on the site of the former Highland Ridge Golf Course. The Highland Ridge Subdivision at full build-out will have a total of 134 residential parcels with a street connection to the residential area identified in the Southwest Area Master Plan. It can reasonably be expected that as Packerland Drive becomes busier from the addition of the southern bridge crossing the Fox River south of De Pere, interest in this area will also increase. Under the zoning code, the B-4 Commerce Zoning District permits limited and general manufacturing, research and development,

business offices, and similar intensity uses. Due to the proximity to existing and planned residential areas, future development will need to meet the standards of the B-4 Community Business zoning district and should not be rezoned to an I-2 Heavy Industry zoning district without an initial amendment to this comprehensive plan.

Commercial and Industrial Design Standards

Site Plan and Design Review

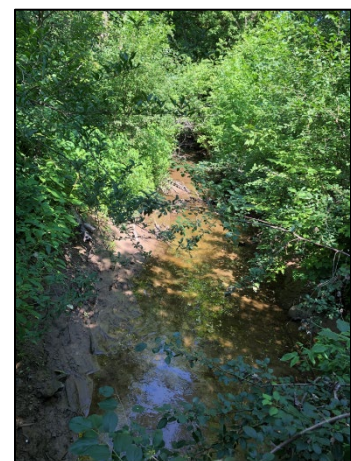
A site plan and design review process ensures new buildings and sites are developed in a manner consistent with standards adopted by the Village. The Village of Ashwaubenon currently has a site plan and design review ordinance (Chapter 17-2-200) in place for the review of new development, expansion of existing development or a structural change in the exterior of a building. Exceptions to the ordinance include

- Residential buildings having two or fewer dwelling units,
- Accessory structures less than 576 square feet in size in residential districts,
- General maintenance and repair of existing structures provided that there are no structural additions or subtractions and/or the use of the structure does not change.

A site plan and design review ordinance helps to promote quality design to maintain a unique sense of place that is critical in continuing to retain existing and attract new businesses and residents, as well as protect the investments made in existing buildings. As new business development is proposed, it is critical that the site plans and designs meet the clear requirements and processes in Section 17-2-200 Ashwaubenon Municipal Code to protect the investments of nearby buildings and to continue to build the Village's identity.

Sensitivity to Natural Areas

Natural areas and other green spaces should be incorporated into newly developed and redeveloped areas as amenities. Planting and landscaping entranceways and street medians are techniques of identifying to the public that they are in a unique community with high standards for beautification and a strong sense of community pride. Special care should also be taken to ensure that commercial and industrial activities are not located within (or create negative impacts on) environmentally sensitive areas (ESAs) by identifying them on the site plans that are reviewed by the Village. These features should be included as an initial component of the site plan and building design as integral amenities to the development.



Stormwater Management

Although stormwater management requirements are discussed in much more detail in the Natural, Cultural, and Agricultural Resources Chapter and Community Facilities and Utilities Chapter of this comprehensive plan, stormwater management facilities are critically important to site plans. Properly designed stormwater management facilities can serve as visual amenity to a property as well as help to improve the water quality of the waterways that flow through Ashwaubenon and the Fox River. Facilities should be incorporated into the site plan through such features as stormwater ponds, rain gardens, and other “green infrastructure” approaches to stormwater management.

Brownfield Redevelopment

Brownfields are vacant or underutilized buildings and lands that are, or are perceived to be, contaminated with petroleum-based or industrial pollutants. Brownfield redevelopment takes advantage of existing municipal infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels. Municipalities may be eligible to obtain state and federal grants or low-interest loans to clean up the sites, which may then be sold to encourage infill development and redevelopment opportunities. The Village of Ashwaubenon utilized multiple programs to facilitate the clean-up and redevelopment of the former trucking repair yard along the Fox River into the Aldon Station Development.



According to the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS), there are currently four open remediation activity sites in the Village. It is essential that any future spills or other pollutant discharges in Ashwaubenon are quickly and efficiently cleaned up. The Wisconsin Economic Development Corporation (WEDC), Wisconsin Department of Natural Resources, and Federal Environmental Protection Agency (EPA) have a number of programs to help municipalities defray the costs of cleaning and redeveloping brownfield sites. Ashwaubenon has utilized the WEDC Idle Sites Grant to assist with redevelopment of Capital Credit Union Park Stadium and Aldon Station. EPA Brownfield Assessment funds through Bay-Lake Regional Planning Commission were also utilized to fund testing at Aldon Station.

Village, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially assist the Village and Village’s businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the Village may wish to utilize in achieving its economic development objectives.

Village

The Village can continue to make positive planning and financial management decisions that result in the community being an attractive place for people and businesses. The most important economic activity that Ashwaubenon can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities and development and having a community that attracts a potential workforce. The three types of programs of business development most relevant to the Village are business retention, new business creation, and business attraction.

Business Retention

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

- Maintaining an open line of communication with businesses in the Village through meetings, social media posts, and attendance at business association meetings.
- Helping businesses learn about potential sites for expansion and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a single point of contact to answer business questions and solicit information from business leaders regarding local development issues or opportunities.

New Business Creation

In order to foster a climate that encourages new business development, the Village needs to ensure that entrepreneurs are attracted to Ashwaubenon as a desirable place to work and live. With today's technology and manufacturing processes, businesses are not as often tied to a certain location of the country, state, or region. Therefore, many entrepreneurs starting businesses look for places they want to live first, and then start their business. Features of a community that these entrepreneurs oftentimes look for include such features as:

- A clean, attractive, and safe community.
- Opportunities and places to socialize and relax.
- A diverse and welcoming population.
- Cultural amenities, including entertainment options, restaurants, and an active nightlife.

Most communities of 17,000 residents cannot say they have all these opportunities. Ashwaubenon is fortunate in that it has all these features and should promote them whenever possible as one means of developing a climate that supports and encourages entrepreneurialism in the Village.

Business Attraction

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

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

The Ashwaubenon Community Development Department in partnership with the Village Board has utilized all these programs as part of a wholistic approach to business attraction. The Community Development website includes a page dedicated to research including specific demographic and marketing materials. Additionally, the Department provides a one-stop shop for potential businesses looking to move to Ashwaubenon for information related to available land and local/state programs that could assist in the move.

Ashwaubenon Business Association

The Village of Ashwaubenon includes a member on the Board of Directors of the Ashwaubenon Business Association Board to provide a critical link between the Village and the business community. Continuing and growing its partnership with the Ashwaubenon Business Association allows for greater connections and networking opportunities to promote economic development activities in the Village.



Greater Green Bay Chamber of Commerce

The Greater Green Bay Chamber of Commerce serves as an effective interface between Ashwaubenon governmental entities (village government, school district, etc.) and the Green Bay Metropolitan business community. It is important that the Village continues collaboration and engagement with the Chamber to ensure business needs are met and the Village contributes to developing a business-friendly environment.

Tax-Increment Financing (TIF)

TIF is a singularly important tool for municipalities to fund infrastructure improvements or close financing gaps for redevelopment or new development that utilizes revenue from the new development within the tax increment district (TID) to pay off the debt from the improvements over a period of generally 20 years. The Village of Ashwaubenon has three active TIDs, including TIDs 3,4, and 5 as depicted on Figure 4-5. Village of Ashwaubenon TID #3 is a mixed-use TID, has a base year of 2008 and includes Tiletown, much of the Fox Riverfront, and S. Oneida Street north and south of Bay Park Square Mall. Under Wisconsin State Statutes, the value of the property in all combined TIDS may not exceed twelve percent of the equalized value of the municipality. Since TID #3 was formed, it has added over \$493 million in TID increment value through new development, which is the fifth-highest value in the State. According to the Wisconsin Department of Revenue Bureau of Equalization, as of 2024, due to the relative success of TID #3, the Village of Ashwaubenon has a total of 21.87% of its equalized value within its three TIDS, which exceeds the twelve percent maximum and therefore cannot create new or amend TIDs until the equalized value is below the twelve percent maximum. TID #3 is anticipated to close in 2029.

Village of Ashwaubenon TID #4 encompasses portions of the Village south of Glory Road and the southwestern part of the Village. TID #4 is a mixed-use district and was also created in 2008 with a maximum life of 2028; however, the Ashwaubenon Village Board chose to close the TID early in 2024. The Village Board extended the closure date for one year to 2025 to use the final year's TID #4 increment for affordable housing as permissible under 66.1105(6)(g) Wis. Stats. Since TID #4 was formed, it has added over \$89 million in TID increment value through new development, primarily from large manufacturing expansions in the industrial park. Although closing TID #4 will help in reducing the Village's in TID equalized value, it will not alone reduce it under the twelve percent threshold.

Village of Ashwaubenon TID #5 was formed in 2014 as a blight removal district, based on a finding that at least 50 percent, by area, of the real property within the district is blighted or in need of rehabilitation or conservation work as defined within Wisconsin Statutes. TID #5 is focused on the area of the Village east and southeast of Lambeau Field to facilitate the redevelopment of former industrial and underutilized buildings to uses that are more consistent with the vision for the Sports & Entertainment and Village Center zoning districts. An amendment in 2022 added areas south along S. Ashland Avenue to the southwest corner of the I-41/Waube Lane interchange. Since TID #5 was formed, it has added over \$304 million in TID increment value through redevelopment. It should be noted however, TID #5 is carrying debt from up-front infrastructure and redevelopment expenditures which are common in the earlier years of blight tax increment districts. TID #5 is anticipated to close in 2041.

Figure 4-4

Tax Increment Districts

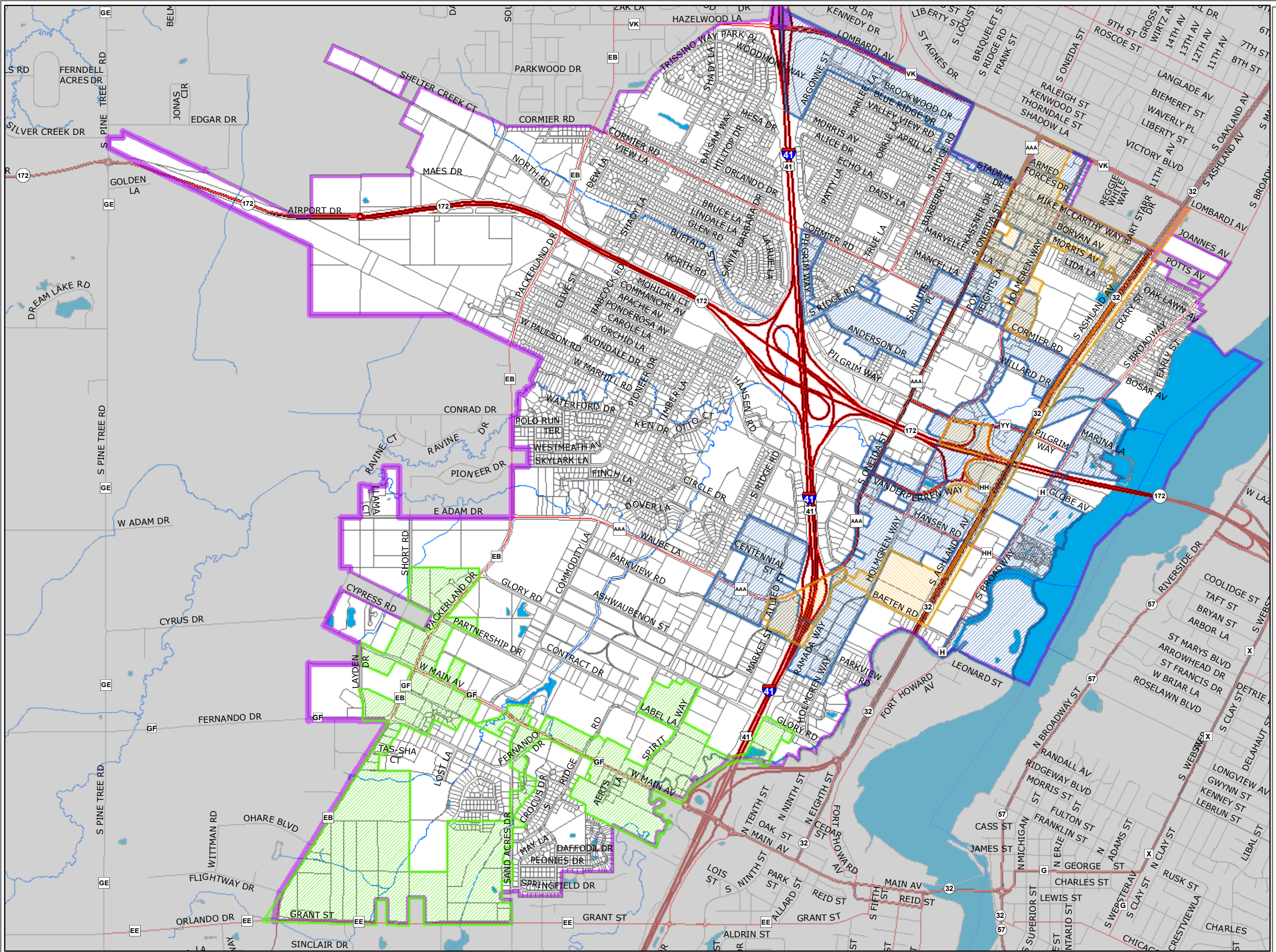
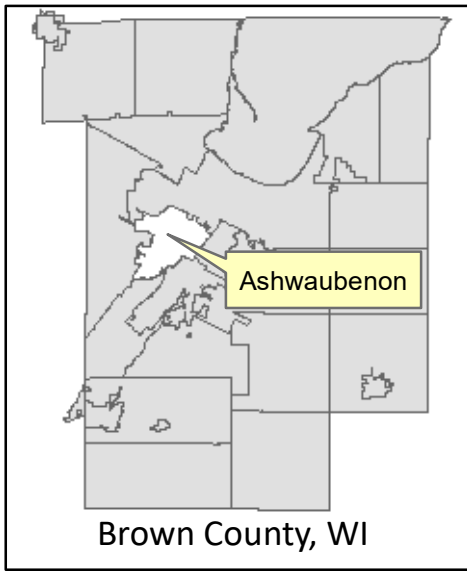
- TID #3
- TID #4
- TID #5

TID #3 and TID #5 overlap in locations



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

Map Prepared: 9/2024 AMS
Source: Village of Ashwaubenon



When the Village closes both TID #3 and TID #4, it should find itself under the twelve percent threshold for valuation within a TID. At that point, Village staff in partnership with the Village Board should evaluate potential areas of the Village that could benefit from the redevelopment opportunities from a new tax increment district. Areas that should be considered include S. Oneida Street and Waube Lane south of Hansen Road, the small industrial parcels along Allied Drive, and the industrial areas along Parkview Road and/or the southern end of Holmgren Way.

Business Improvement District

A business improvement district (BID) is an area of a community, typically in commercial areas that self-impose a tax to fund public improvements, beautification, or public services within the district. Projects or services that a BID oftentimes fund include such amenities as landscaping, street furniture, banners, additional police patrols, façade improvements, and public art. In order for a BID to be successful, the business owners within the district must be supportive and recognize the overall benefit to the entire district. The Sports & Entertainment District and/or S. Oneida Street corridor are the most likely areas of the Village to benefit from a BID, should one be created.

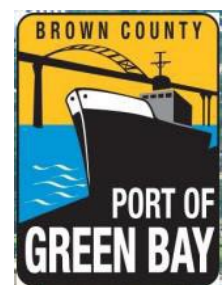
Ashwaubenon Community Development Authority

Under Section 66.1335 Wisconsin Statutes, municipalities may create a community development authority (CDA) for the purpose of, "...carrying out blight elimination, slum clearance, and urban renewal programs and projects, and housing projects." The Ashwaubenon Community Development Authority is a separate governmental authority from the Ashwaubenon Village Board with its own governing board appointed by the Village President and confirmed by the Village Board. In Wisconsin, CDAs combine the statutory powers of Redevelopment Authorities (RDA) and Housing Authorities into one body. The primary role of the Ashwaubenon CDA has been to purchase and hold lands for redevelopment and facilitate the bonding for the Resch Center and Resch Expo in partnership with Brown County. By virtue of the CDA facilitating the bonding, the financing is independent of the Village's and Brown County's budgets and debt limits.

Brown County

Port of Green Bay

The Port of Green Bay is a designated Foreign Trade Zone (FTZ), and therefore, foreign and domestic merchandise may be moved into the foreign trade zones for operations not otherwise prohibited by law, generally including such uses as storage, exhibition, assembly, repackaging, and sampling. Manufacturing and processing may be allowed, provided the user receives special approval from the FTZ Board. Within a foreign trade zone (or sub zone) typical customs and border patrol entry procedures and payments of duties are not required on foreign merchandise unless and until it exits the Foreign Trade Zone for domestic consumption. Foreign Trade Zone #167 Sites 1,3,4,5, and 6 are located on the grounds of Green Bay—Austin Straubel International Airport. Considering the increasingly global nature of business, utilizing the FTZ could provide a locational advantage for Ashwaubenon businesses. Additional information regarding the FTZ may be found at the Port of Green Bay website: <https://www.portofgreenbay.com/foreign-trade-zone>.



Regional

The New North

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

- Attract, develop, and retain diverse talent.



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

As Ashwaubenon recruits businesses to move to the Village, particularly those from out of the area, should utilize The New North to demonstrate the variety of cultural, recreational, and business linkages available within the region to these potential recruits. The New North also maintains an online database and mapping application of available business sites and buildings within the region that may be helpful to Ashwaubenon in marketing the Village. More information regarding the New North may be found on their website at <http://www.thenewnorth.com>.

State of Wisconsin

Although the Implementation Chapter provides a comprehensive list of state programs that the Village may consider utilizing to meet its stated goals and objectives, there are a few programs that Ashwaubenon should strongly consider, and they are discussed in this section. The Wisconsin Economic Development Corporation (WEDC) Region 2 Community Account Manager is a good resource for the following programs.



Brownfields Grant Program

WEDC administers the Brownfields Grant Program that provides funds to assist with the assessment and remediation of environmental contamination of abandoned, idle, or underused industrial or commercial facilities or sites. The goal of the program is to convert contaminated areas into sites that are ready for redevelopment. In order to be eligible for a Brownfields Grant, Phase I and Phase II Environmental Site Assessments must have been completed no more than five years prior to the application and the party that caused the environmental contamination is unknown, cannot be located, or is financially unable to pay for the remediation of the soil and/or groundwater. Additional information may be found at: <https://wedc.org/programs/brownfields-grant-program/>.

Community Development Investment Grant Program

The Community Development Investment (CDI) Grant Program is administered by WEDC and supports redevelopment efforts by providing financial incentives for shovel-ready projects with an emphasis on, but not limited to, downtown community driven efforts. Successful recipients demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. The Village previously utilized this grant to assist in the development of The Common Place Apartments and Odyssey Climbing + Fitness. Additional information on the Community Development Investment Grant Program may be found at: <http://inwisconsin.com/community-development/programs/community-development-investment-grant/>.

Business Development Tax Credit Program

The Business Development Tax Credit Program provides companies with refundable tax credits to support job creation, capital investment, training and the location or retention of corporate headquarters of non-retail or hospitality businesses. As of 2024, the minimum capital investment needed to qualify for the program is \$250,000.

Evaluation includes, but is not limited to the following factors:

- Whether the project might not occur without the allocation of tax credits
- The extent to which the project will increase employment in Wisconsin

- The extent to which the project will contribute to Wisconsin’s economic growth
- The extent to which the project will increase geographic diversity of available tax credits throughout this state
- The financial soundness of the business
- Whether the business offers health, retirement, and other benefits
- Any previous financial assistance that the business received from the former Department of Commerce or the Wisconsin Economic Development Corporation (WEDC)

Additional information regarding the Business Development Tax Credit Program may be found at: <https://wedc.org/programs/business-development-tax-credits/>.

Wisconsin Certified Sites Program

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

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

This may be an option the Village should evaluate for Packerland/Grant Street area. Additional information on the Certified Sites Program may be found at:

<http://inwisconsin.com/community-development/programs/certified-sites/>.

Vibrant Spaces Grant Program

The Vibrant Spaces Grant program is administered by WEDC and provides matching grants of \$25,000 - \$50,000 to local units of government to create public gathering spaces in their communities. Eligible activities include such improvements as activation of underutilized public spaces for public art, landscaping, benches and bicycle racks; development of public wayfinding signage, and public infrastructure such as restrooms, water features, electrical work, and seasonal equipment that is used annually.

This grant program should be considered for wayfinding signage between the S. Oneida Street / Holmgren Way corridors and the Fox Riverfront District, as well as Ashwaubenon welcome signage at primary entrance corridors and banners along the primary commercial corridors. Additional information on the Vibrant Spaces Grant Program may be found at: <https://wedc.org/programs/vibrant-spaces-grant/>.

Recommendations

The following is a summary of economic development recommendations for the Village of Ashwaubenon.

General Recommendations

Titletown / Sports & Entertainment District

1. Work with the Packers to see the remaining vacant Titletown pads are developed in a manner consistent with the approved or amended Planned Unit Development ordinance.
2. Continue to enforce the commercial building maintenance code to ensure commercial buildings in the area are properly maintained.
3. Utilize TID #5 funds to support the development of a new streetscape, parking, and design plan for the Sports & Entertainment and Village Center districts.
4. Make sure development in this area contributes to a positive first impression of the Village of Ashwaubenon.
5. Continue to enforce the urban design standards found in the Village's Site Plan and Design Review ordinance including minimal building setbacks and parking in the rear, underground, or on-street to reaffirm the pedestrian orientation of the area.
6. Selectively purchase key properties to facilitate redevelopment consistent with the vision for the Sports & Entertainment and Village Center areas.
7. Improve the sightlines of the area by burying overhead powerlines when streets are reconstructed and is cost effective.
8. Work with businesses and Titletown to coordinate programming efforts within the district.
9. Evaluate the feasibility of creating a Business Improvement District (BID) within the Sports & Entertainment District.



Fox Riverfront

1. Support opportunities to create improved multi-modal transportation connections between the Fox Riverfront and commercial/hospitality areas on Holmgren Way and S. Oneida Street.
2. Utilize banners and wayfinding signage to direct residents and visitors to the riverfront.
3. Support efforts to better market the marina for long-term and transient boaters.
4. Coordinate with the City of Green Bay, City of De Pere, and Brown County to extend the Ashwaubomay River Trail and create an east-side partner to the Fox River State Trail.
5. Work with the non-riverfront dependent businesses to find more appropriate locations and ready these areas for redevelopment.
6. Work with WisDOT and Brown County to improve S. Ashland Avenue by regularly cutting vegetation in the median and ditches, adding street signage to the overhead mast arms, and supporting improved pedestrian connections to support a positive first impression for the Village.



South Oneida Street Corridor

1. Protect the residential neighborhood south of Lambeau Field from commercial development on the west side of S. Oneida Street, north of Cormier Road.
2. Promote higher-density, taller buildings in commercial areas of S. Oneida Street, including encouraging residential uses above first floor commercial spaces.
3. Continue to enforce the Village's site plan and design review requirements for new development in the corridor.
4. Evaluate the need to create a new TID for the general area of S. Oneida Street and Waube Lane south of Hansen Road.
5. Revise the parking standards for the B-3 Community Business Zoning District to more accurately size off-street parking lots for the corridor.
6. Support efforts to continue to modernize the interior and exterior of Bay Park Square Mall and its outlot businesses.
7. Encourage the beautification of S. Oneida Street with banners, planters, and signage that promote the Village's unique identity to visitors.



Ashwaubenon Industrial / Business Park

1. Evaluate the need for a new TID for the area of Allied Drive, and the industrial areas along Parkview Road and/or the southern end of Holmgren Way to promote industrial redevelopment.
2. Add "Ashwaubenon" signage or banners on W. Main to create better awareness that the Village of Ashwaubenon starts at Ashwaubenon Creek.

Economic Development Funding/Programming

1. Utilize WEDC's Locate In Wisconsin website to post available commercial/industrial land and buildings in Ashwaubenon.
2. Maintain a comprehensive list of potential economic development funding mechanisms through the state, and federal governments.
3. Focus the Village's economic development efforts on business creation, retention, and expansion programs.
4. Begin meeting with major employers in Ashwaubenon to discuss their future needs or potential issues.
5. Ensure retention of existing industries while encouraging new businesses within the paper, food products/processing, logistics, printing, and plastics industry clusters to locate in the Village.
6. Extend TID #3 for one year beyond its closure date to capture an additional year of increment for affordable housing.
7. Evaluate the potential benefits of creating a new TID for S. Oneida Street south of Hansen Road / Ashwaubenon Industrial Park areas following the closure of TID #3.

Site Planning for Economic Development

1. Promote future development that supports a high-quality community that is attractive to existing and new businesses and their employees.
2. Businesses should be designed with consideration of the sensitivity of the environmental features along the Fox River, Dutchman's Creek, and Ashwaubenon Creek.
3. Business site plans should include pedestrian access, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt consistent with the Village's site plan requirements.
4. Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.

5. Bury powerlines in high visibility areas when feasible in conjunction with street reconstruction projects
6. The Village must continue to strive to maintain or improve those quality-of-life amenities that potential businesses and their employees are looking for when deciding where to locate.