



DRAFT 2025 Comprehensive Plan

July 2, 2025

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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.

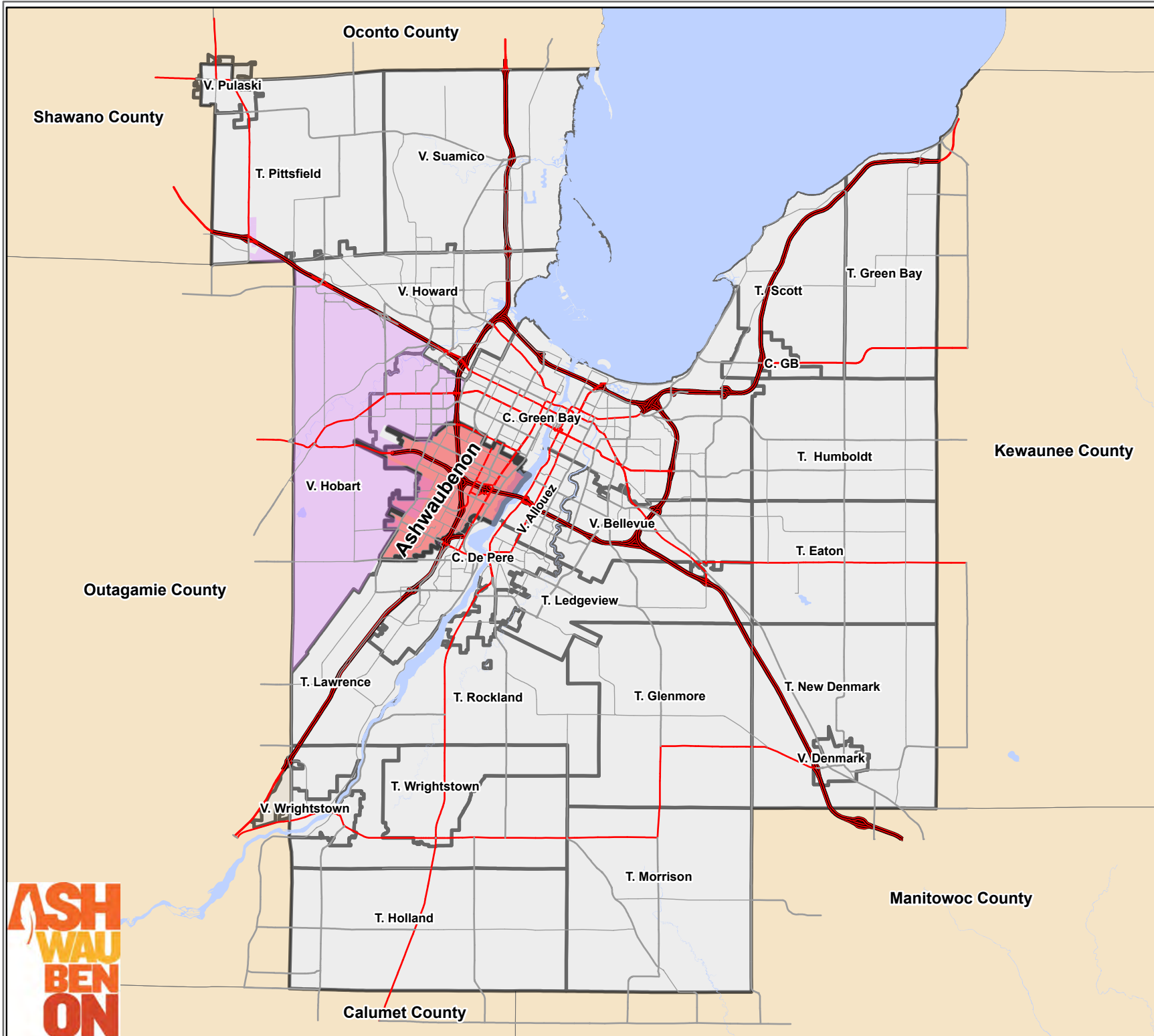
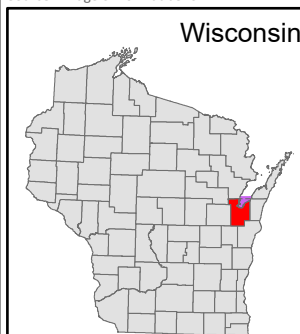
**Figure 1-1
Brown County
Location**

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



0 0.5 1 2 3 4 Miles

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 are 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.

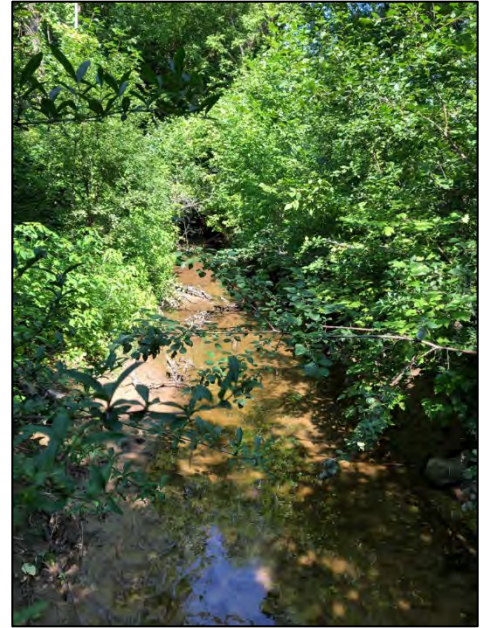
- Work with the surrounding communities, counties, and WisDOT to plan the Interstate 41, State Highway 172, and county trunk corridors.
- Coordinate with surrounding communities, WDNR, WisDOT, and Brown County regarding intermunicipal pedestrian and bicycle network linkages.
- Identify potential conflicts 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,



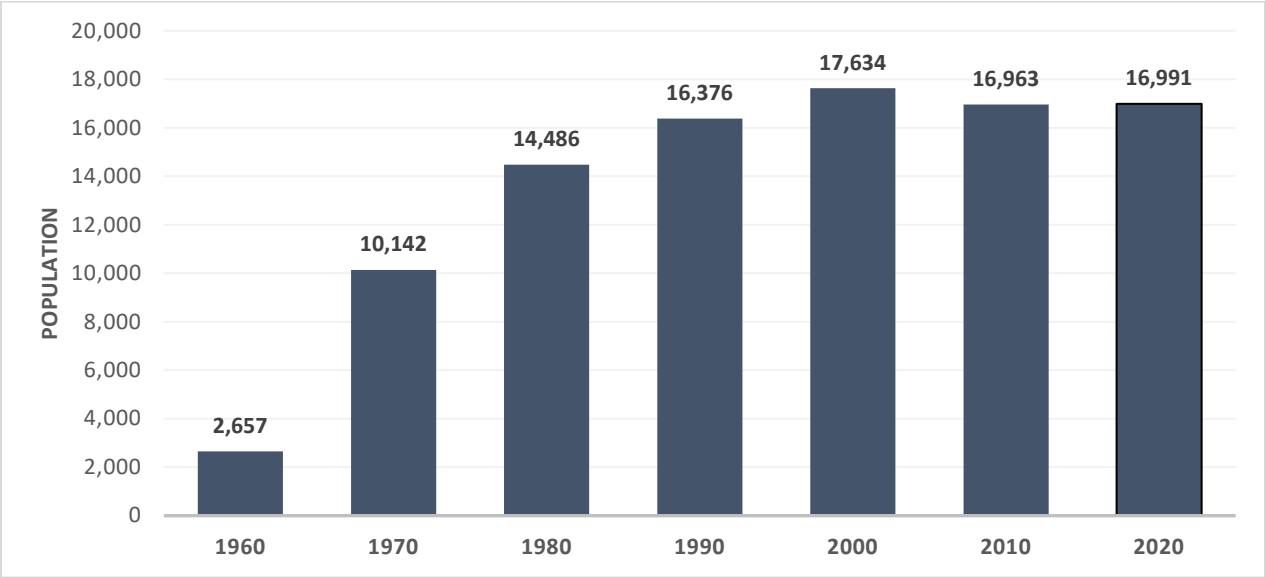
and regulatory agencies.

- Ensure adequate levels of staffing, services, and facilities to meet the needs of a growing community.

Demographic Trends

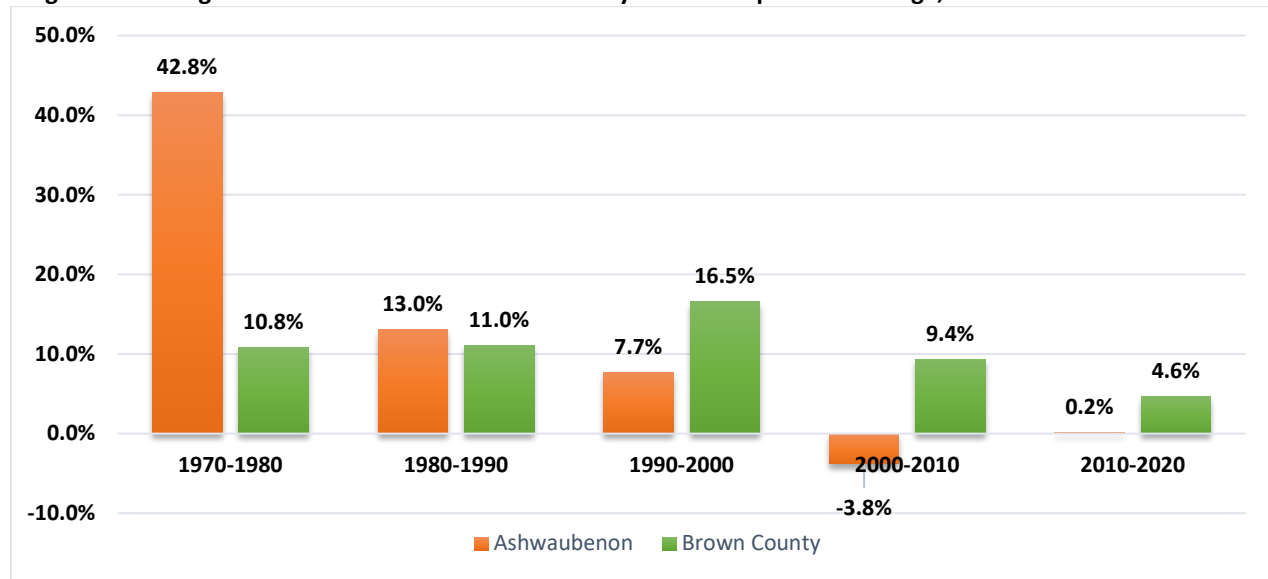
The Village of Ashwaubenon experienced a very rapid increase in population between 1960 and 1980 with slower growth between 1980 and 2000, and little to no population growth between 2000 and 2020 as depicted in Figure 1-2. This pattern is typical of many “first-ring” suburban communities as easily available 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

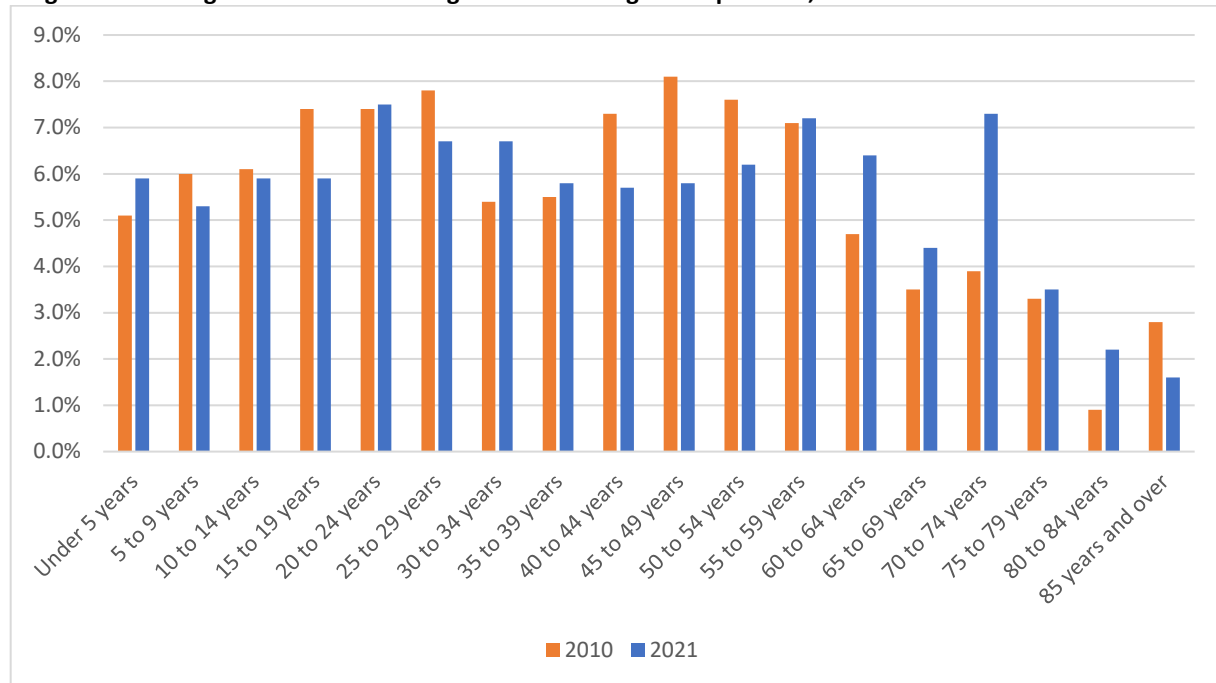
Source: U.S. Census of Populations, 1970-2020.

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.

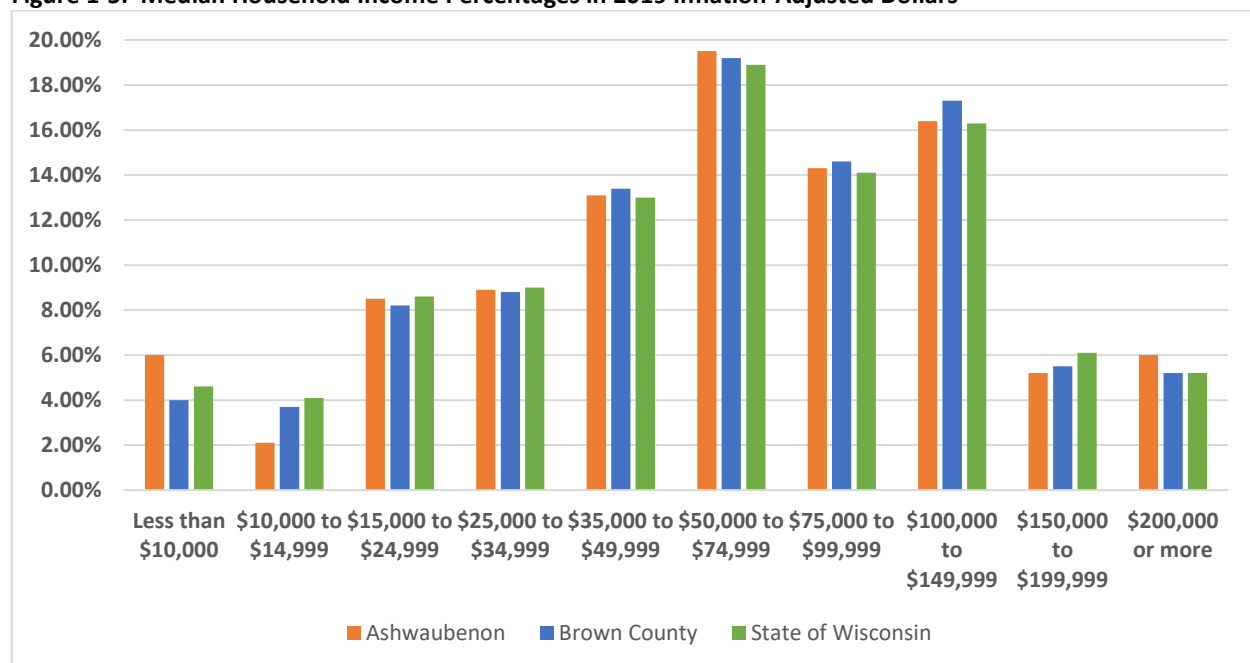
With a generally aging population, there will likely be increased demands for senior housing options, health care access and assisted transportation options (transit, medical transport, etc.). As the primary location for many retail, hospitality, and other service sector industries, Ashwaubenon will 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 2019

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.

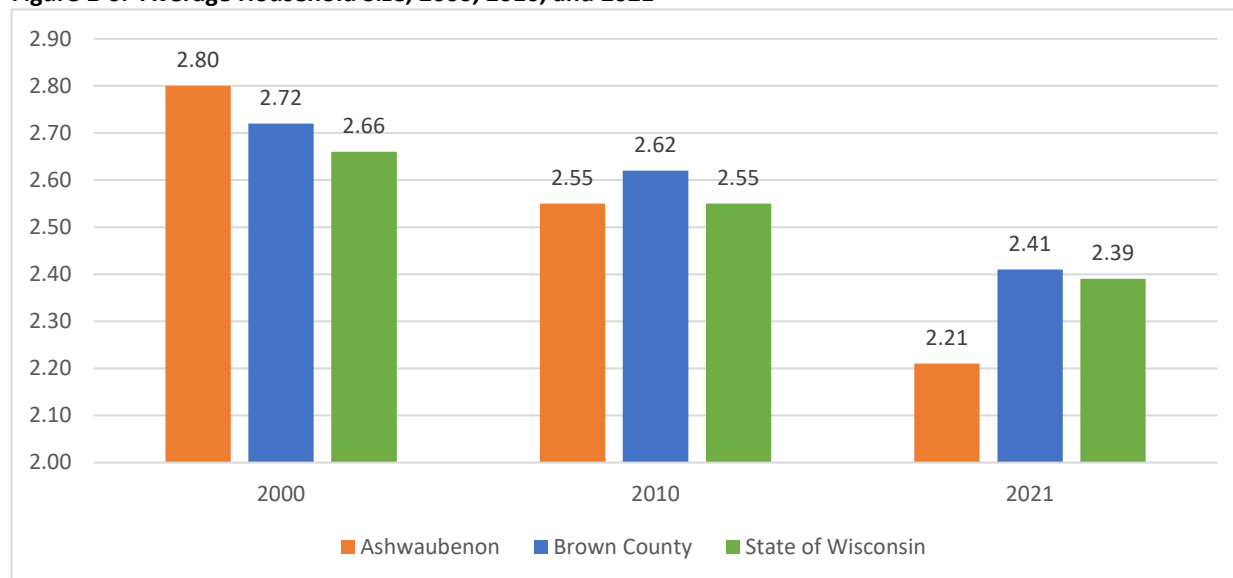
Figure 1-5: Median Household Income Percentages in 2019 Inflation-Adjusted Dollars

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

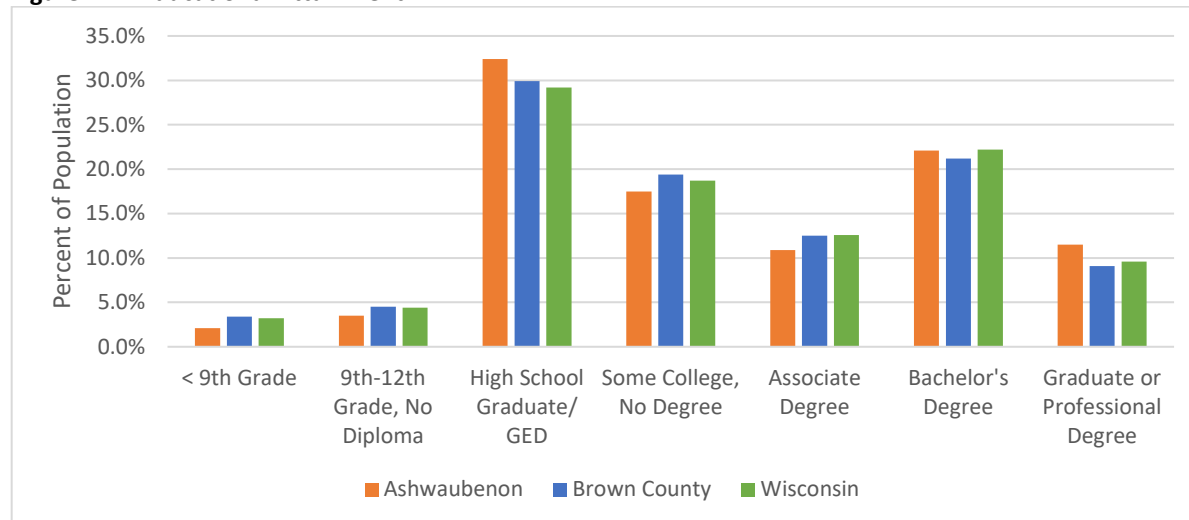


Source: U.S. Bureau of the Census, 2000 U.S. Census; 2010 and 2021 American Community Survey 5-Year Estimates.

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	439,51	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%)

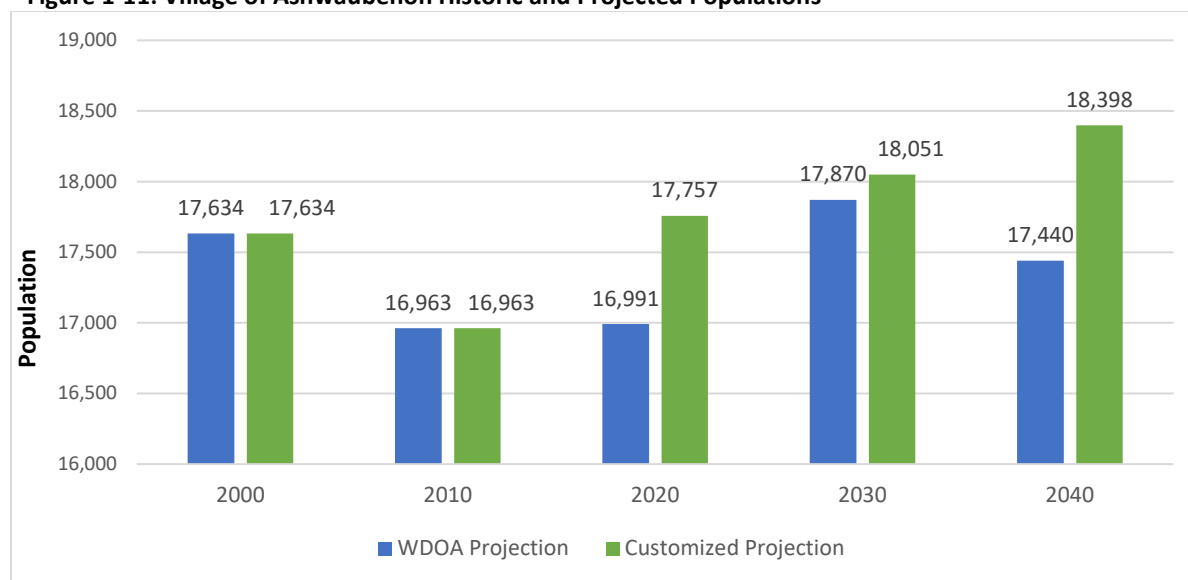
Source: Wisconsin Department of Workforce Development, Long Term: 2020-2030 Industry Employment – Bay Area Workforce Development Area.

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

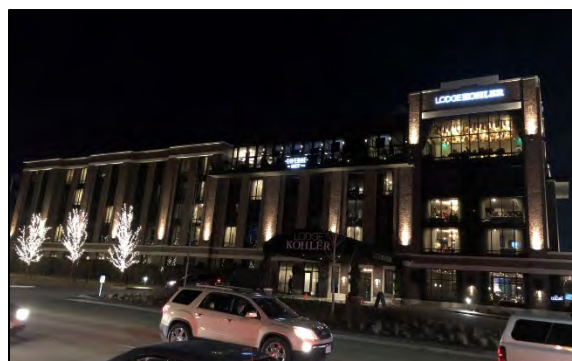
Source: U.S. Census Bureau 2000-2020; Wisconsin Dept. of Administration, 2022.

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 of 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.

CHAPTER 2

Land Use

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

Existing Land Use

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

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

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

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

Figure 2-1

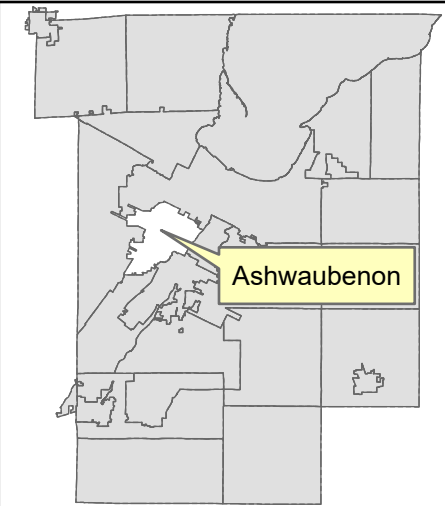
2023 Existing Land Uses

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

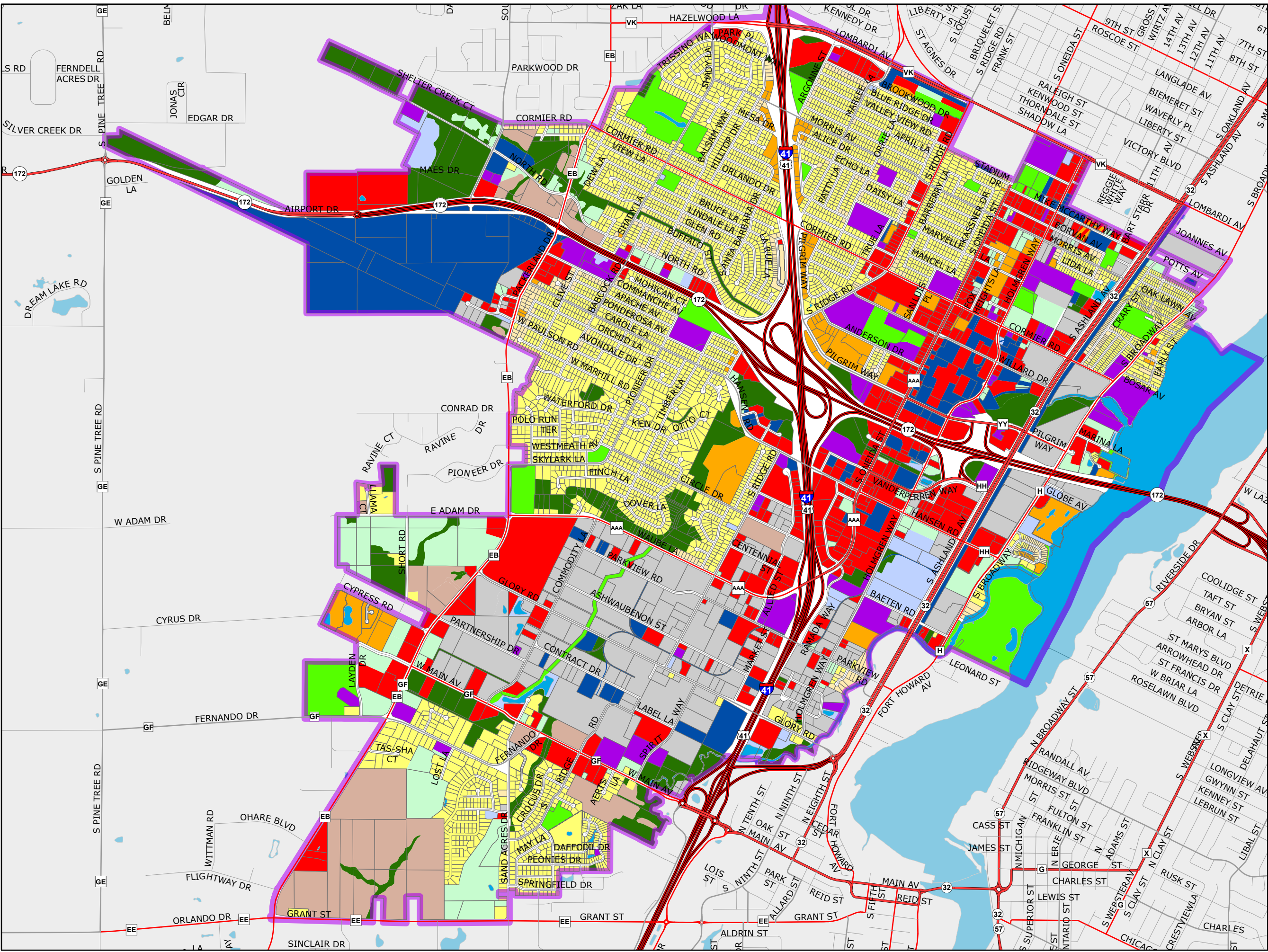


0 500 1,000 2,000 3,000 4,000 Feet

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



Brown County, WI



Residential Land Uses

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



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

Commercial Land Uses

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

Commercial uses in the Village occupy approximately 920.4 acres of land, or 11.18 percent of the total area of Ashwaubenon, and are generally focused along primary street corridors including S. Oneida Street/Waube Lane, S. Ridge Road, Lombardi Avenue, and Holmgren Way. Additional commercial areas are located along S. Ashland Avenue, Packerland Drive, and West Main Avenue. Commercial uses in the Village vary in size and intensity from the large, regional shopping mall at Bay Park Square and national retailers including Target, to small, locally owned businesses along S. Ridge Road.



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

Industrial Land Uses

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



Transportation Land Uses

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

Communication/Utilities

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

Institutional/Governmental Land Uses

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

Outdoor Recreation Uses

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



Agricultural/Open Space Land Uses

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



Natural Areas

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

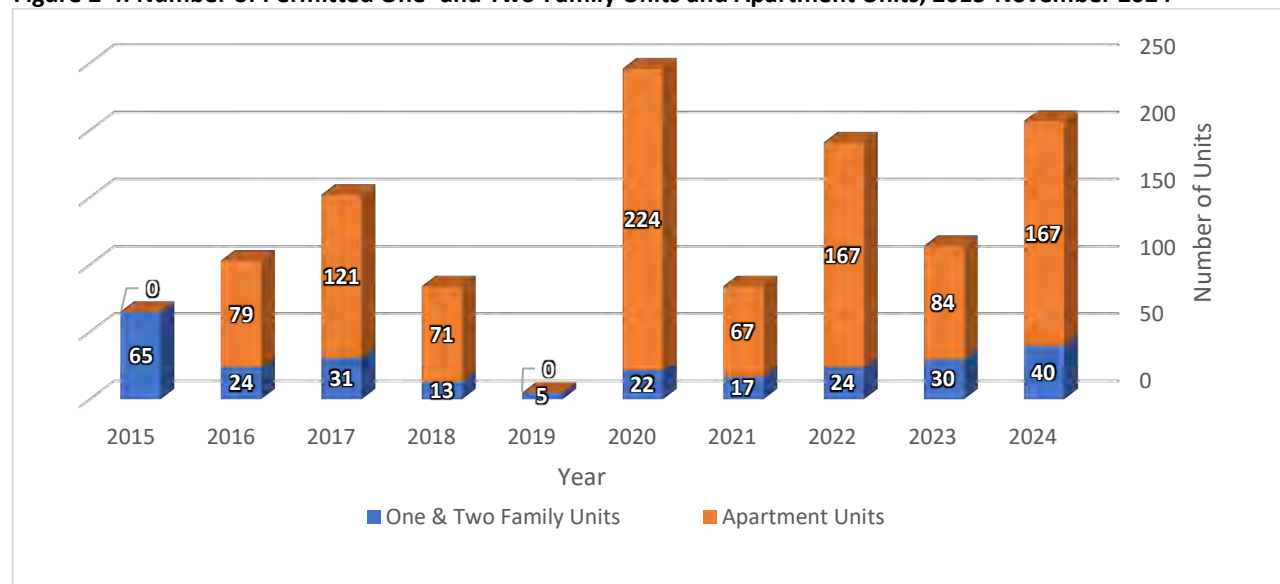
Land Use Trend Analysis

Supply and Demand

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

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

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



Source: Village of Ashwaubenon Community Development Department, 2024.

Land Prices

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

Opportunities for Redevelopment

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

General Housing Rehabilitation

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

Existing and Potential Land Use Conflicts

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

Industrial and Residential Uses

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

General Land Use Compatibility

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

Future Land Use Recommendations

In order to achieve the overall goal and the general objectives for Ashwaubenon's land use, future development and redevelopment should further the Village's Strategic Plan Vision, *"Ashwaubenon will be an inclusive, attractive, and award-winning community featuring safe neighborhoods, thriving businesses, and exciting cultural opportunities."*

To accomplish this vision, Ashwaubenon's growth should be orderly and cost-effective and should make maximum use of existing and planned public services. Future development and redevelopment decisions should be integrated with the other elements and recommendations of the comprehensive plan, such as utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use should be consistent with the recommendations for other aspects of the plan, such as transportation improvements and economic development opportunities.

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

General Development Considerations

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

Mix of Housing Types and Lot Sizes

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



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

Neighborhood Connectivity and Street Network

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



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

Commercial/Industrial Redevelopment

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

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

Development Review Processes

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

Specific Planning Area Recommendations

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

Broadway North Residential Neighborhood Area

This is one of the Village’s first residential neighborhoods, extending from the northern Village boundary between S. Ashland Avenue and the Fox River south to Cormier Road. Fort Howard Park and the Cormier Early Learning Center provide high quality amenities for residents in the area. The neighborhood has maintained its value over time and serves as an example of how smaller residential lots, smaller homes, and varied housing types including duplexes can serve as entry points to the housing market in the Village.



However, many of the lots within the neighborhood do not meet current residential zoning dimensional requirements for setbacks, lot size, and frontage, resulting in complications when residents attempt to improve their homes by constructing a home addition, reconstructing a garage, or adding a deck. The Village should consider the development of a new zoning district that would allow flexibility and promotion of home improvements.

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


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

Use Considerations

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

Figure 2-5

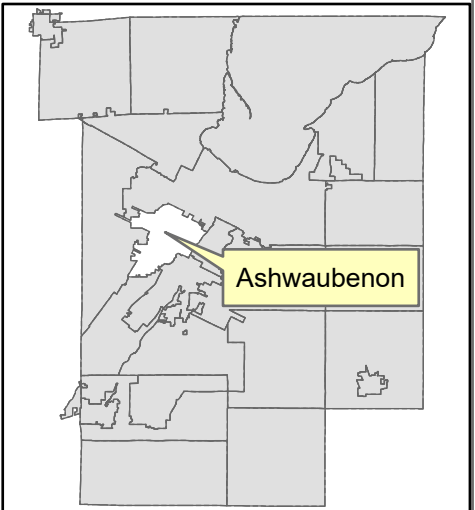
Planning Areas

 Planning Areas



0 500 1,000 2,000 3,000 4,000 Feet

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



Brown County, WI



Improvement Considerations

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



Administrative Processes

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

Broadway South Area

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



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

Use Considerations

- Continued industrial development on the west side of S. Broadway.
- Transition the remaining industrial uses on the east side of S. Broadway to more appropriate non-riverfront locations and ready these areas for redevelopment.

- Promote mixed residential, commercial, and recreational land uses that take advantage of locations on the Fox River.

Improvement Considerations

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

Administrative Processes

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

Sports & Entertainment / Village Center Area

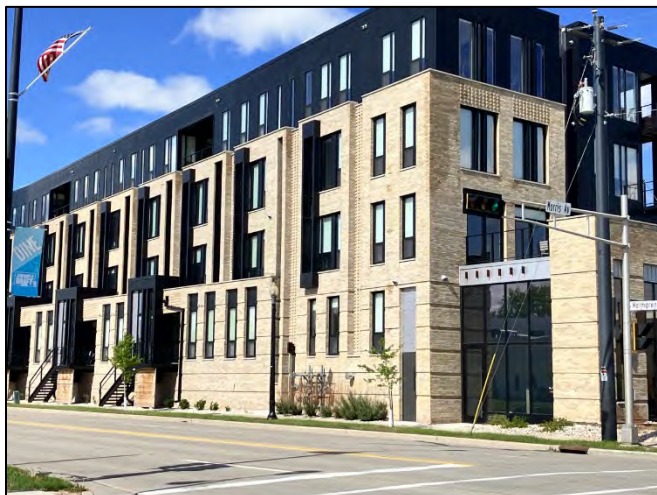
The Ashwaubenon Sports & Entertainment and Village Center Areas are roughly bound by S. Oneida Street on the west, Cormier Road on the south, S. Ashland Avenue on the east, and Lombardi Avenue / City of Green Bay municipal boundary to the north. This area immediately east and south of Lambeau Field,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



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

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

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



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

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

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

Use Considerations

- Encourage new and retain existing commercial uses that contribute to the activity within the Sports & Entertainment and Village Center Areas including:
 - Mixed commercial/residential developments

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



Improvement Considerations

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

Administrative Processes

- Work with the Ashwaubenon Community Development Authority, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and other county, state, and federal agencies to provide funding to selectively purchase key properties and prepare them for redevelopment.
- Revise the Village's maximum height ordinance to accommodate taller, more dense development in appropriate locations.
- Prepare a parking study to evaluate available on and off-street parking and determine the potential need for a parking ramp available to the public.
- Continue to require development consistent with the urban standards identified in the Village's Site Plan and Design Review Ordinance, including but not limited to minimal street setbacks, parking behind or to the side of buildings, quality exterior materials, and promotion of multi-story buildings.
- Update the Village's Urban Design Plan to identify future design improvements and to account for recent redevelopment and streetscape improvements within the Sports & Entertainment and Village Center areas.

- Continue proactive property and building code enforcement activity in the Morris Avenue/Lida Lane neighborhood to support its long-term residential stability.
- Continue building code and property maintenance enforcement activities within the commercial areas to ensure buildings and properties are safe and attractive.
- Evaluate potential developer incentives for redevelopment opportunities in the area.
- Support creative public and private efforts to foster activity in the area throughout the year.
- Coordinate redevelopment efforts along the north side of Mike McCarthy Way with the City of Green Bay's plans for their Legends District.

S. Oneida Street & Bay Park Square Mall Area

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



Bay Park Square Mall is the primary feature of the planning area, serving as a commercial anchor for the Village for over 40 years. Even as regional enclosed malls across the country have struggled, the Bay Park Square Mall continues to have a healthy mixture of local, regional, and national retailers. All four anchor locations are filled with retail, grocery, furniture, and entertainment venues, and in-line retail stores also have high occupancy rates. Mall ownership has recently reinvested into Bay Park Square through new signage and exterior improvements. It should be noted that Bay Park Square has extensive surface parking, that outside of the holiday shopping season, is generally underutilized. There may be opportunities to consider additional retail, hospitality, entertainment, or even higher density residential uses on the surface parking lots. The Village should continue to remain in close communication with mall and anchor store ownership to maintain the success of Bay Park Square into the future through encouraging continued investments into the mall, specifically the food court, and supporting diversification of uses within the mall itself and the surrounding parking lots.



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

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



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

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

Use Considerations

- Encourage new and retain existing commercial uses that contribute to the activity along S. Oneida Street including but not limited to:
 - Higher density mixed commercial/residential developments
 - Retail and service businesses.
 - Recreation based businesses

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



Improvement Considerations

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

Administrative Processes

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

Titletown /S. Ridge Road Area

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



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

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

In addition to the single-family homes previously noted, there are multi-family buildings located on Canter Lane, Carstensen Lane, Willard Drive, and Pilgrim Way near the Interstate 41 corridor. The Promenade, an active adult apartment building, is currently under construction on San Luis Place and Cormier Road, along with the new Ashwaubenon Branch of the Brown County Library.

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

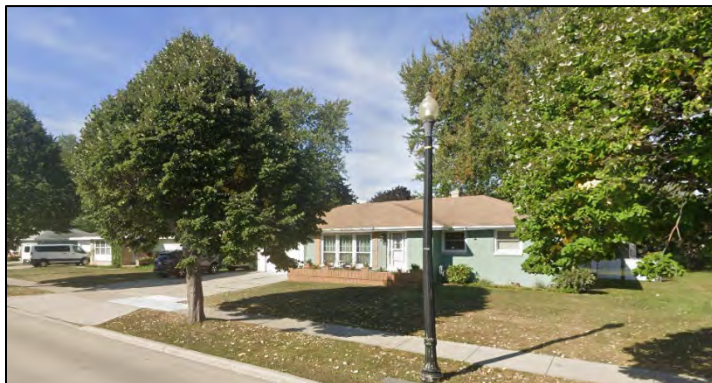


Immediately south of Lambeau Field and east of S. Ridge Road, the Green Bay Packers have been actively purchasing

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

Use Considerations

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



Improvement Considerations

- Evaluate the need for additional sidewalks within the area to safely accommodate pedestrians on gamedays and non-gamedays on primary traffic routes.
- Bury overhead powerlines along S. Ridge Road and Cormier Road if cost-effective.
- Install new permanent "Welcome to Ashwaubenon" signage on Lombardi Avenue near the Interstate 41 interchange.

Administrative Processes

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



- Evaluate the potential for a tax increment district for the S. Ridge Road commercial district.

Sherwood Forest / GRB Airport Area

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

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



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

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

Use Considerations

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

Improvement Considerations

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



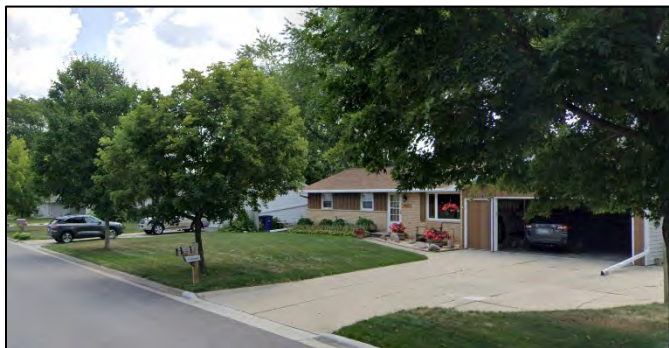
Administrative Processes

- Maintain the integrity of the existing residential neighborhoods through property maintenance code enforcement.
- Evaluate the need for an engineering study to review potential techniques to review pedestrian crossings and to lower the number of crashes and/or severity of crashes at the STH 172 and Packerland Drive and STH 172 and Babcock Road intersections.
- Continue to coordinate with the airport on potential non-aeronautical land development.
- Support GRB efforts to expand airline options and grow its user base.
- Maintain open lines of communication with the Oneida Nation to ensure coordinated development and code enforcement efforts.
- Provide information about the Brown County Housing Rehabilitation Loan Program to homeowners.
- Promote the benefits of the GRB parcels located within the Foreign Trade Zone.

Carole Lane & Pioneer Drive Area

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

Similar to the Sherwood Forest neighborhood, the single-family homes within this area are very well-maintained, and provide a range of price points for potential buyers. In order to ensure the housing stock remains high-quality in the future, the Village should continue to support its property maintenance enforcement program. The property maintenance program extends to the commercial and industrial properties as well. Specific focus should be on the industrial properties in Packerland Drive, / W. Paulson Road / Calaway Drive area,



where there have historically been issues with unkempt properties, including wrecked vehicle storage, overgrown landscaping, and poorly maintained building exteriors. This may be an area to evaluate for a new tax increment district to support targeted property acquisition, business relocation, and public infrastructure improvements.

Use Considerations

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

Improvement Considerations

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

Administrative Processes

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

Ashwaubenon Business & Industrial Park Area

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

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



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

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

Use Considerations

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

Recommended Improvements

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

Administrative Processes

- Coordinate with the Ashwaubenon CDA to selectively purchase and assemble small industrial parcels to create larger parcels for new business development and existing business expansion.
- Promote the benefits of the buildings and parcels located within the Foreign Trade Zone
- Begin negotiations regarding the possible purchase or right of first refusal on properties near Cornerstone for possible future expansion.
- Evaluate the potential for a new tax increment district to support targeted property acquisition, business relocation, and public infrastructure improvements for the industrial properties west of the Interstate 41 / Waube Lane interchange.
- Maintain open lines of communication with businesses regarding any needs for expansion.

- Apply for state and federal grants to help offset the cost of the West Main Avenue Trail extension.
- Maintain open lines of communication with the Oneida Nation to ensure coordinated development and code enforcement efforts.

Sand Acres Area

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



The Winding Creek Estates Subdivision is proposed for the remaining 40 acres of agricultural land located south of Aerts Lane. Winding Creek Estates will include a mix of single-family residential lots, townhome lots, and apartments. Pagels Place is to be extended east through the property with a temporary cul-de-sac at the northern property line. Should the property between the Winding Creek Estates Subdivision and the Spirit Way / W. Main Avenue intersection be developed, Spirit Way should be extended across West Main Avenue to connect to Pagels Place. The Sand Acres Park Trail will be extended from its current terminus through the new subdivision and connect to the southern end of Aerts Lane, eventually connecting to the planned West Main Avenue Trail extension.

Use Considerations

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

Recommended Improvements

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



Administrative Processes

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

Southwest Area

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



In 2017, McMahon Associates Inc. prepared a Southwest Master Plan for this part of the Village that evaluated future utility needs, environmental constraints, conceptual street pattern, and planned land uses. It should be noted that at the time, the Highland Ridge Golf Course was operating and there were no plans for its redevelopment into a residential neighborhood. The plan at the time identified primarily residential uses east of the north-south creek that flows through the area and commercial uses west of the creek to Packerland Drive. The eastern residential area was subsequently zoned R-1 One-Family Residence. Although the entire area east of the creek is zoned R-1 One Family Residence, future consideration should be given to a mix of complimentary housing types including duplexes and apartments. With the development of the Highland Ridge Estates Subdivision, a park similar in size and activities to Sand Acres Park should also be planned for this area.

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

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

Use Considerations

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

Improvement Considerations

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



Administrative Processes

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

CHAPTER 3

Transportation

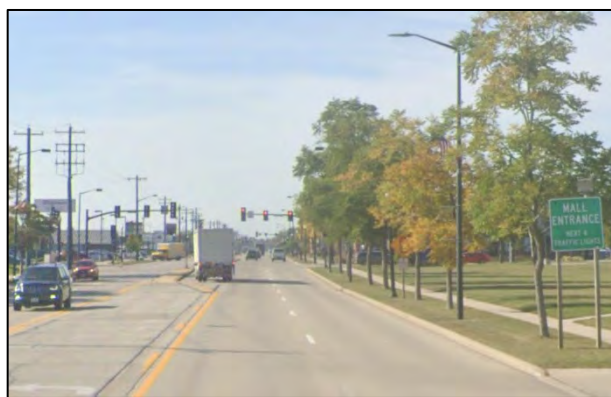
The transportation network of a community includes not just roads, streets, and highways, but also includes sidewalks, bike lanes, off-street trails, and mass transportation. How a community develops its transportation network, and for whose benefit, can have a dramatic impact on the overall development pattern of the community. This section of the comprehensive plan reviews the existing transportation facilities and provides methods for the Village Board to consider to create a safe and efficient multi-modal transportation system in the Village of Ashwaubenon.

Existing Transportation System

Streets and Highways

Ashwaubenon currently contains one Interstate (I-41), two state trunk highways (STH 32 and STH 172), and eight county trunk highways, including the following:

- CTH VK – Lombardi Avenue (from western Village boundary to S. Ashland Avenue)
- CTH AAA – S. Oneida Street/Waube Lane (from Lombardi Avenue to Packerland Drive)
- CTH YY – Pilgrim Way (from S. Oneida Street to S. Ashland Avenue)
- CTH HH – Vanderperren Way (from S. Oneida Street to S. Ashland Avenue)
- CTH EB – Packerland Drive (from northern Village boundary to southern Village boundary)
- CTH GF – Fernando Drive, Packerland Drive and W. Main Avenue (from western Village boundary to Interstate 41)
- CTH EE – Grant Street (from western Village boundary to eastern Village boundary)
- CTH H – S. Broadway (from Lombardi Avenue to southern Village boundary)



Additionally, there are many local Village streets and rail lines as depicted in Figure 3-1. The streets and highways are the primary means of reaching most of the Village's residential, commercial, industrial, and institutional destinations by motor vehicle.

Functional Classification System

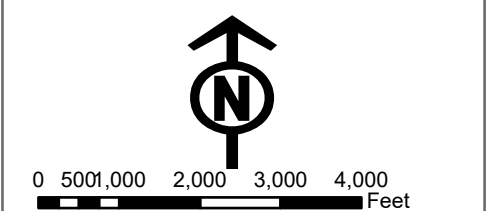
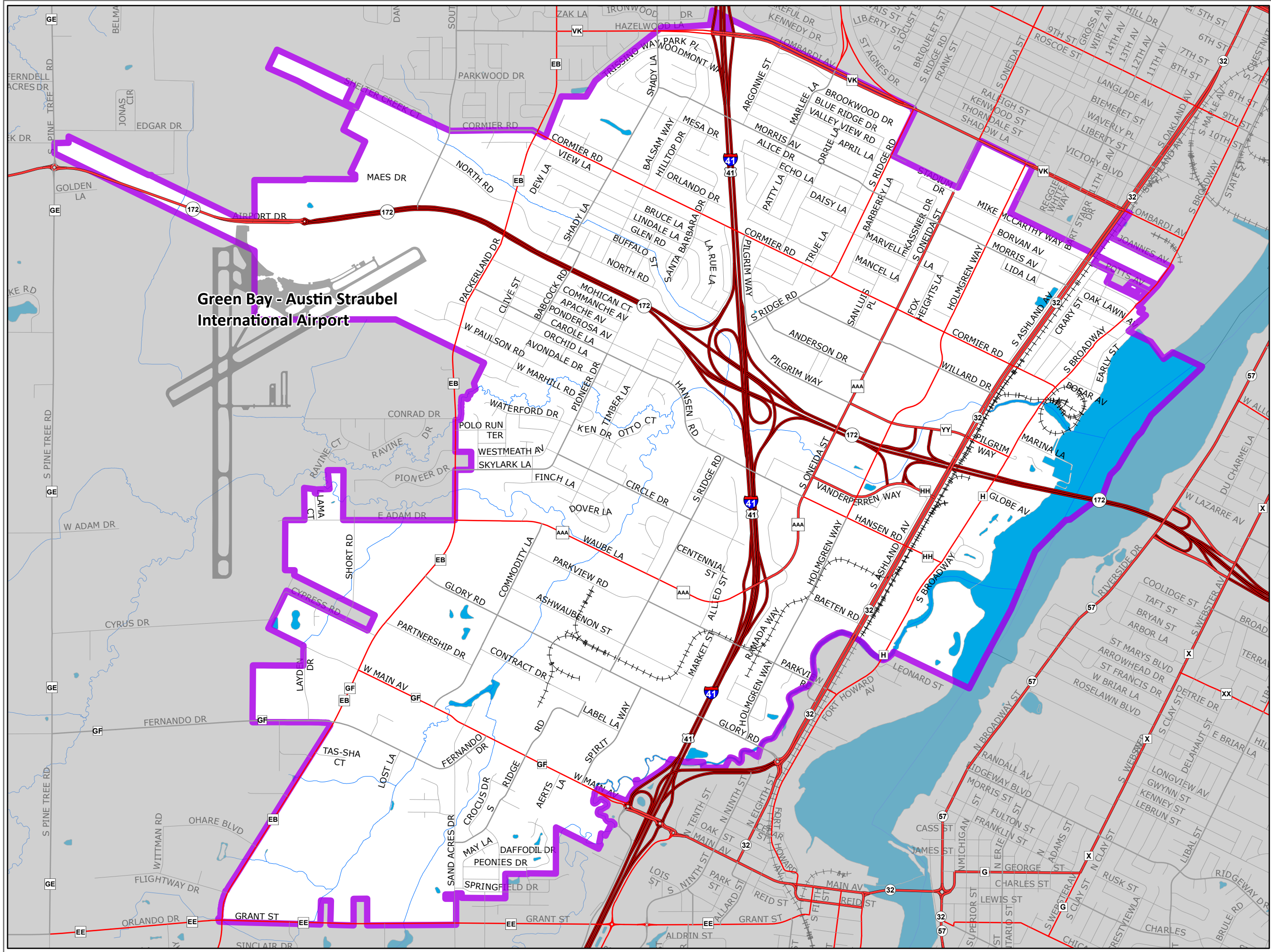
A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. Roads which are functionally classified as major collector or higher are eligible for federal Surface Transportation Block Grant Program urban road aids to partially offset improvement costs. The program is discussed in more detail at the end of the chapter.

The four general functional classifications for roads are freeways, arterials, collectors, and local streets. These classifications are summarized below.

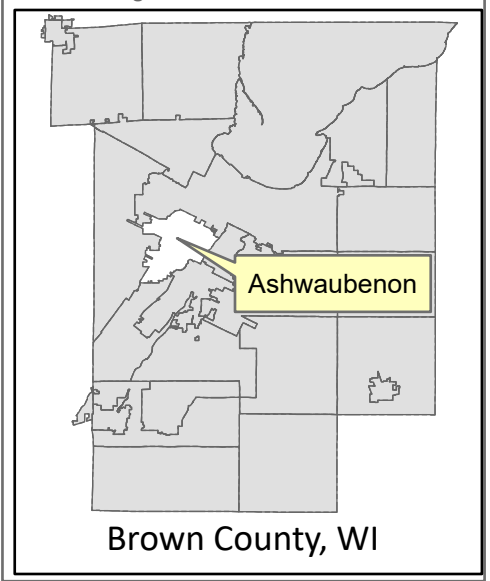
Freeways: Freeways are fully controlled access highways that have no at-grade intersections or driveway connections. Interstate 41 and STH 172 are examples of freeways.

Arterials: Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and generally limited access. S. Ashland Avenue, S. Oneida Street, S. Broadway, and Packerland Drive are examples of both principal and minor arterials.

Figure 3-1
Ashwaubenon
Street and Rail Network



Map Prepared: 2/2025 AMS
Source: Village of Ashwaubenon



Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. Examples of collectors include Carole Lane/Hansen Road, Morris Avenue, and Glory Road.

Locals: Local streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

The current street pattern in Ashwaubenon is somewhat segmented due to Interstate 41 and STH 172 dividing the Village into four separate quadrants. This pattern results in many vehicle trips being forced onto the arterial and collector street systems, as they provide connections across STH 172 and I-41. Because concentrating traffic on arterial and collector streets can create barriers to other transportation modes (such as walking and bicycling), it is important that Ashwaubenon continue to develop its bicycle and pedestrian network, especially along its arterial and collector streets. Figure 3-2 depicts the Village's existing functional classification system.



A review of Wisconsin Department of Transportation (WisDOT) traffic counts for the Village of Ashwaubenon indicates generally stable to slightly decreasing traffic on the Village's primary routes, including STH 172, S. Oneida Street, Holmgren Way, Lombardi Avenue, Cormier Road, and Packerland Drive. However, traffic on Interstate 41 has increased significantly since the expansion and interstate conversion. It is important to note that these are average traffic counts and do not necessarily take into account event traffic associated with Green Bay Packers games or Resch Complex events.

Maintenance/Reconstruction/Construction

Maintenance of existing street infrastructure is one of the most visible aspects of municipal government. The Village of Ashwaubenon Engineering Department rates its local street conditions on a scale of 1 to 10 with 1 being a failed pavement and 10 being new pavement utilizing the WisDOT WISLR pavement management software. As of 2023, 99.2% of Village streets rated as "Fair" or better. With this base rating information, Village staff prepares a preliminary 5-year paving plan for its local street mill and pave program, which may be viewed on the Village website.

In addition to Village administered street projects, the Brown County Highway Department administers a six-year plan that identifies planned county highway improvements for budgetary purposes. According to the current 6-year capital improvements plan (2024-2029) for the Brown County Highway Department, the Grant Street (CTH EE) and Packerland Drive (CTH EB) intersection improvement project scheduled for 2026 is the only planned Ashwaubenon-related project.

Pedestrian and Bicycle Facilities

Pedestrian and Bicycle Facilities encompass a wide range of amenities, including but not limited to sidewalks, bicycle lanes, and multi-use trails, all of which are present within Ashwaubenon. The Village has taken a proactive approach to retrofitting such accommodations throughout the Village, including the installation of almost 7.5 miles of new sidewalks and multi-use trails since 2017.

Figure 3-2

Ashwaubenon

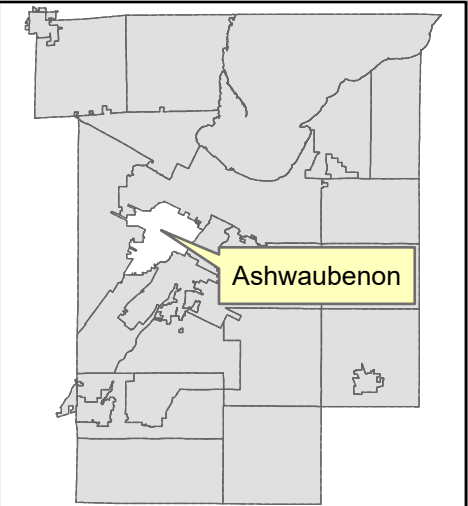
Street Functional Class

- Freeway
- Principal Arterial
- Minor Arterial
- Collector
- Local Roadway
- Private Roadway

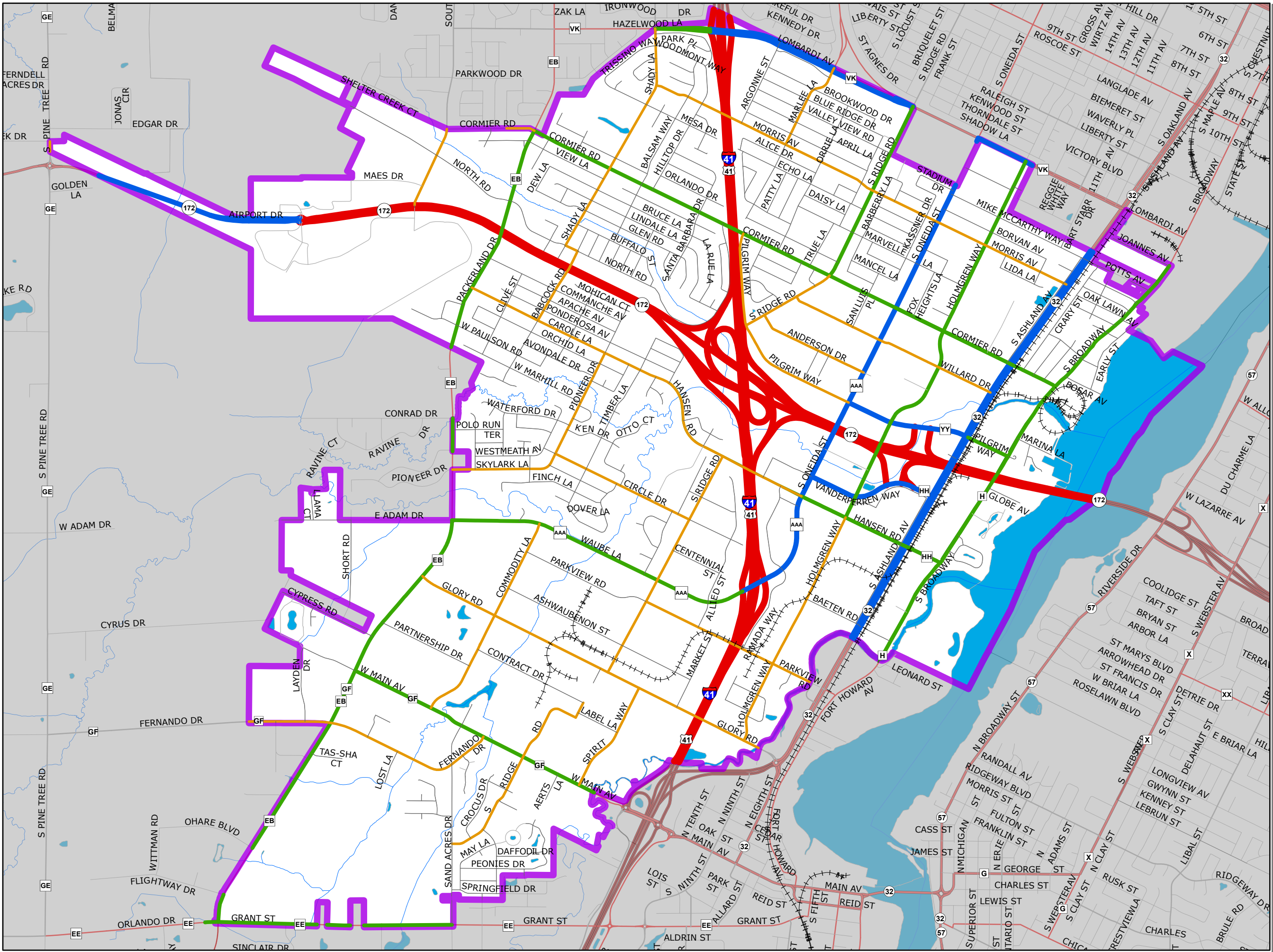


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Map Prepared: 3/2025 AMS
Source: Village of Ashwaubenon



Brown County, WI



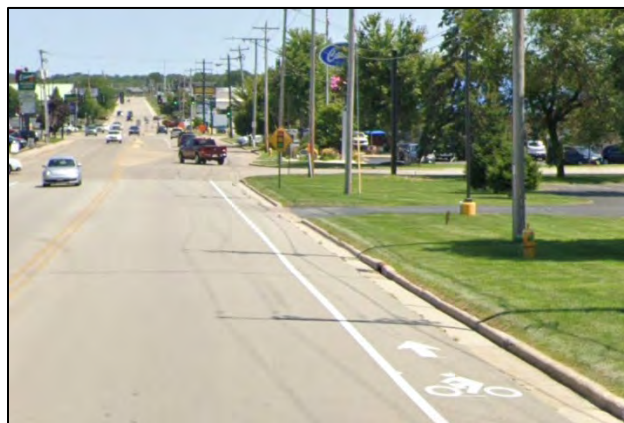
Sidewalks

Sidewalks provide safe areas for people of all ages and abilities to walk and serve as a visual cue for both motorists and pedestrians to watch out for each other. Sidewalks in Ashwaubenon are generally located within the commercial areas, around schools, and on primary home to school walk routes, such as Cormier Road. Not having a continuous sidewalk system on both sides of streets may lead to an uncomfortable and potentially unsafe environment for pedestrians when they have to share the road with vehicles. This is particularly the case with children, senior citizens, and persons with disabilities. The Village of Ashwaubenon has been addressing this situation by installing sidewalks where appropriate when streets are reconstructed, such as the Lombardi Avenue Frontage Road, Mike McCarthy Way, and Morris Avenue, and by requiring sidewalks to be constructed on both sides of all newly platted streets in the Village under Section 20-1-24(2) Subdivision Regulations of the Village Code of Ordinances. Where possible, efforts to connect home to school walk routes, expanding sidewalks around the Sports & Entertainment and Village Center Districts, and connecting S. Oneida Street to S. Broadway/the Fox Riverfront should be priorities for new sidewalk installations. Pedestrian facilities, including multi-use trails are depicted in Figure 3-3.



Bicycle Lanes

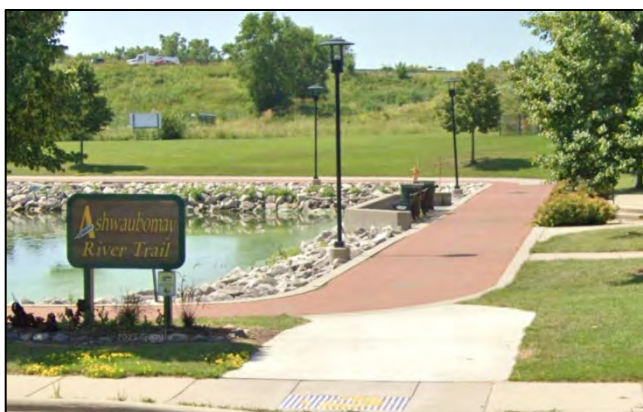
The Village of Ashwaubenon has three on-street marked bicycle lanes, including Cormier Road from S. Ashland Avenue to S. Oneida Street, Hansen Road from S. Broadway to the Helmuth/Carole intersection, and the entirety of S. Broadway. Additionally, bicycles are permitted to utilize all public streets and sidewalks in Ashwaubenon, provided they follow the rules of the road as a vehicle, such as stopping at stop signs and riding in the same direction as vehicular traffic. The residential streets in Ashwaubenon generally have low enough traffic volumes to allow bicyclists of all abilities to comfortably ride even without any formal bicycle lanes or paths. New bicycle lanes should be considered where they can provide connections with existing bicycle lanes and multi-use trails inside and outside of the Village. Alternatively, the Village could designate bicycle routes, which although would not include specific lane markings, would provide wayfinding for bicyclists traveling within and through the Village. Bicycle facilities, including multi-use trails are depicted in Figure 3-4.



Multi-Use Trails

Ashwaubenon has several multi-use trails including the following:

- Packerland Trail from View Lane to Fernando Drive
- W. Main Avenue Trail from Layden Drive to S. Ridge Road
- Ashwaubomay River Trail from Marina Lane through Ashwaubomay Park
- Aldon Circle Spur Trail from S. Broadway to the Ashwaubomay River Trail
- Bay Harbor Spur Trail from S. Broadway to the Ashwaubomay River Trail
- Industrial Park Trail from Waube Lane to W. Main Avenue

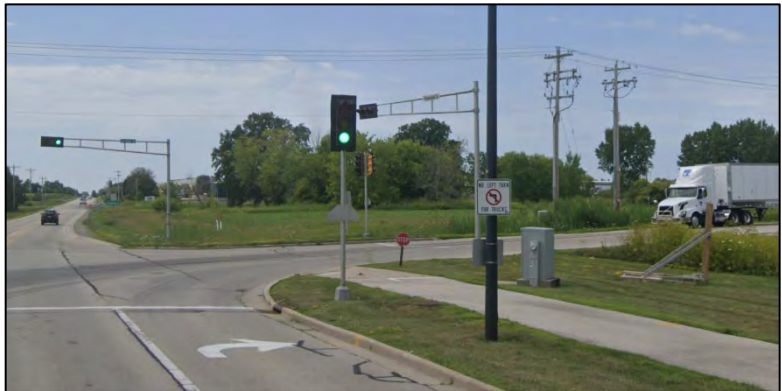


- Sand Acres Drive Trail from W. Main Avenue to Grant Street
- Sand Acres Gas Easement Trail from Sand Acres Drive to Aerts Lane
- Highland Ridge Trail from Sand Acres Drive to the west terminus of Highland Ridge Drive.
- Waube Lane Trail from S. Ridge Road to Packerland Drive.
- Argonne Street from Valley View Road to Morris Avenue.
- Morris Avenue from Argonne Street to Hilltop Drive.

Multi-use trails are used by both pedestrians and bicyclists, which when combined with driveways that cross the trails, results in potential conflicts among vehicles, pedestrians, and bicyclists. When utilizing multi-use trails, all users, including vehicles, pedestrians, and bicyclists should be courteous to all other users and continue to be aware of their surroundings.

Future multi-use trails should provide linkages or new multimodal access in areas of high vehicular traffic when utilizing on-street facilities may not be comfortable for all levels of users. Specific multi-use trail extensions should include:

- Sand Acres Park Trail extension to Aerts Lane with the addition of a trail or sidewalks to W. Main Avenue when Aerts Lane is reconstructed.
- West Main Avenue Trail extension from its current terminus at S. Ridge Road east to the De Pere city limits.
- Packerland Trail extension from its terminus at Fernando Drive south to Grant Street.
- New Grant Street Trail from Packerland Drive to the Sand Acres Drive Trail
- Extension of the Ashwaubomay River Trail from its current terminus at the Ashwaubomay Park Bridge along the Fox River shoreline to the southern Village boundary with the City of De Pere.



Mass Transit

The Village of Ashwaubenon is within Green Bay METRO's fixed route bus and on-demand microtransit service area. Two fixed bus routes serve the Village through the Green Line and Gold Line, which provide fixed route bus access through northeastern Ashwaubenon and connections to the Bay Park Square Mall and downtown Green Bay bus transfer stations. Microtransit zones include the Bay Park Square transfer point, airport, Packerland Drive/Carole Lane, Clive Street/Commanche Avenue, S. Broadway/Globe Avenue, S. Broadway/Hansen Road, and the Ashwaubenon Industrial Park. Microtransit is an app-based on-demand service, similar to private rideshare services, that connects multiple passengers and qualified paratransit riders travelling within or between the indicated zones and transfer points depicted in Figure 3-5. Microtransit rides cost the rider the same as a traditional fixed-route bus service. Green Bay METRO also provides paratransit services to qualified individuals within $\frac{3}{4}$ mile of a fixed-route bus service.

Figure 3-3

Ashwaubenon

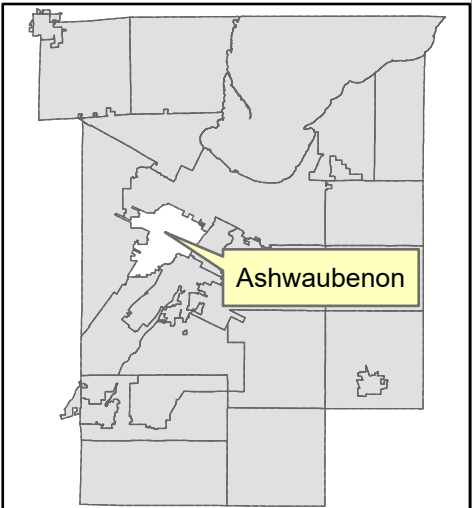
Pedestrian Facilities

- Public Sidewalk
- Paved Trail
- Sidewalk Connection
- Unpaved Trail



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Map Prepared: 2/2025 AMS
Source: Village of Ashwaubenon



Brown County, WI

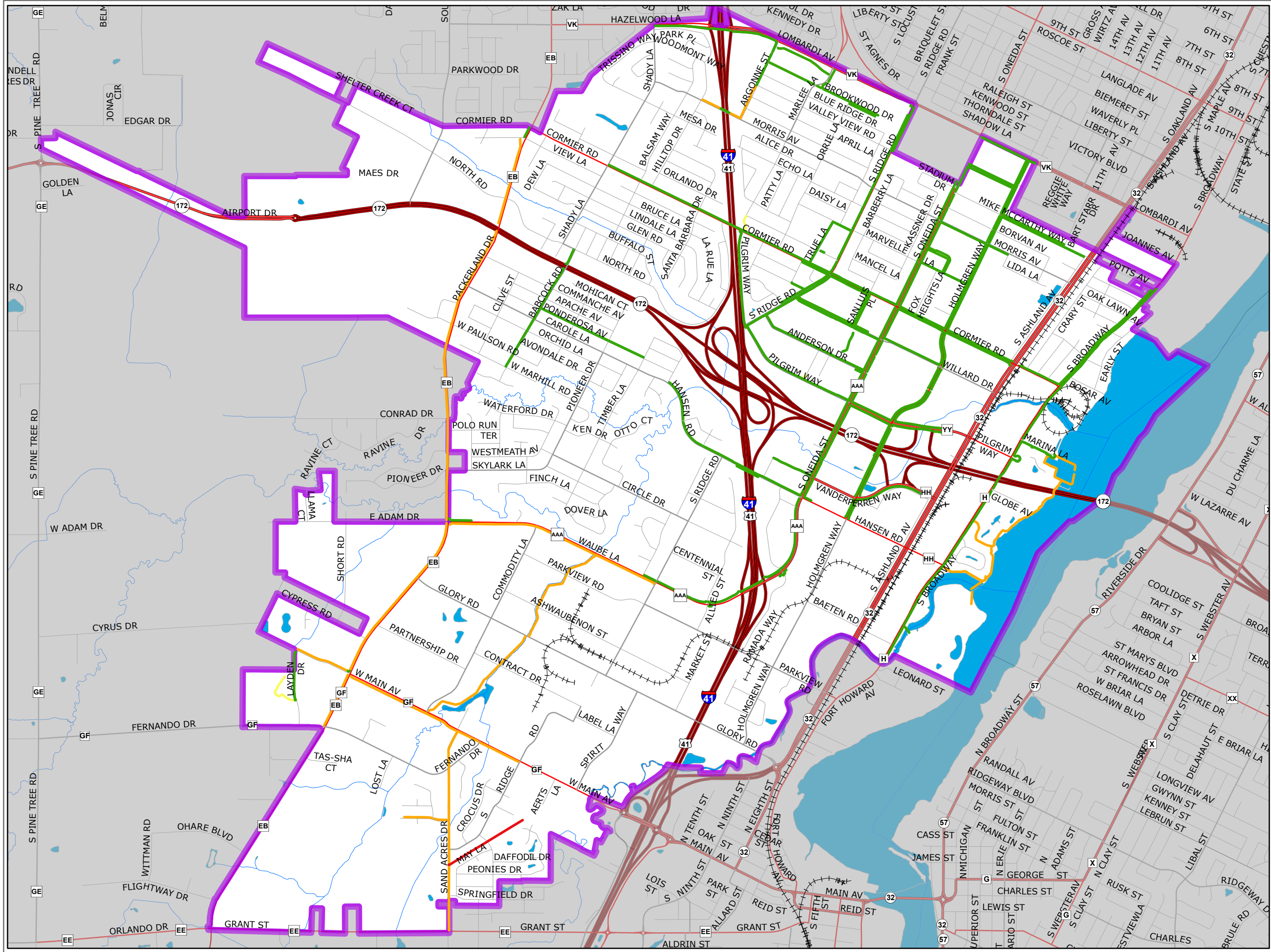


Figure 3-4

Ashwaubenon

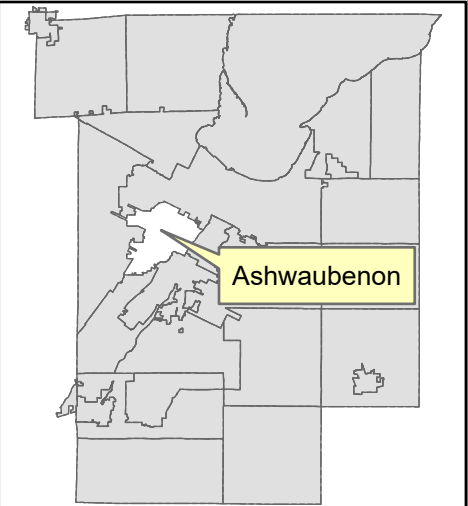
Bicycle Facilities

- Bike Lanes
- Paved Trail
- Sidewalk Connection
- Unpaved Trail



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Map Prepared: 2/2025 AMS
Source: Village of Ashwaubenon



Brown County, WI

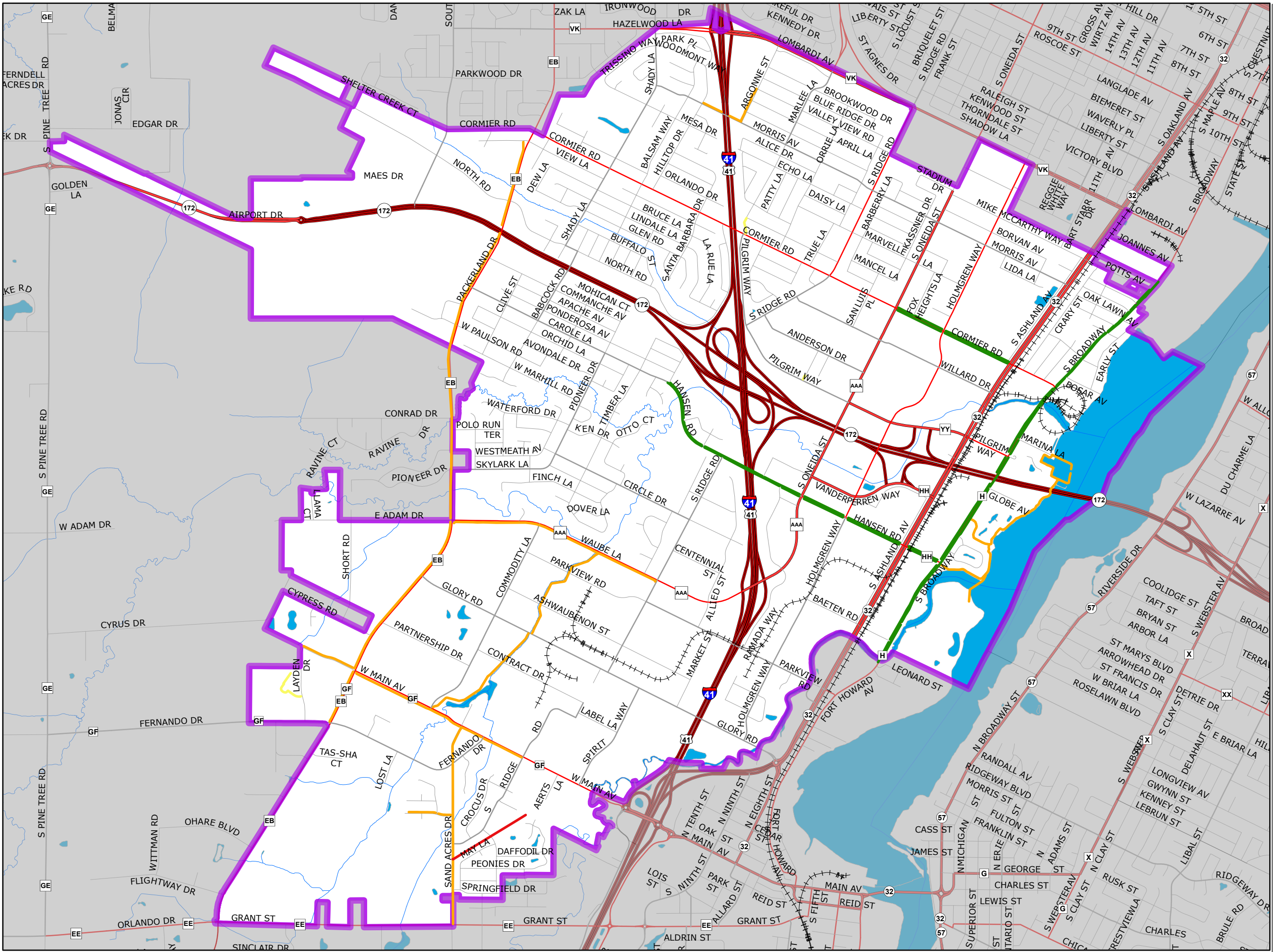


Figure 3-5

**Green Bay Metro
Fixed Bus Routes,
Paratransit, and
Microtransit Service
Areas**

Microtransit Locations

- Zone 2
- Zone 3

Microtransit Zones

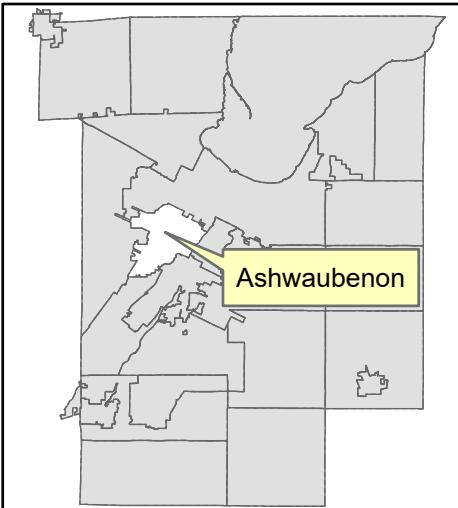
- Zone 2
- Zone 3

Paratransit Zone

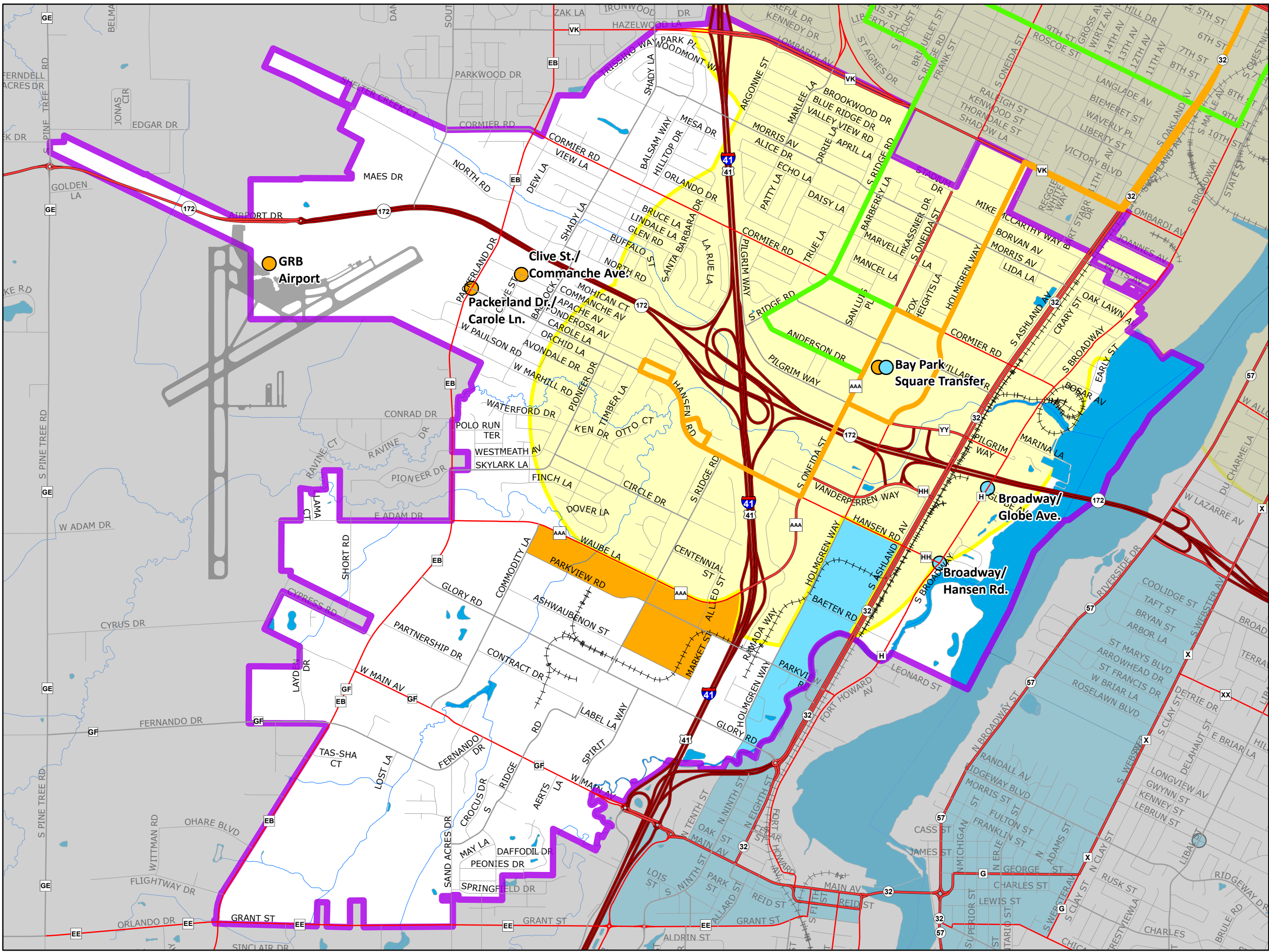


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Map Prepared: 2/2025 AMS
Source: Village of Ashwaubenon, Brown County
Planning Commission



Brown County, WI



Rail Transportation

The primary Canadian National (CN) freight rail line extends along the eastern side of the Village of Ashwaubenon continuing north and south. A number of businesses within the Ashwaubenon Industrial Park utilize rail spur access to the main line for product import and export. Should passenger rail be extended to the Greater Green Bay Area from Milwaukee, it would likely follow this line through Ashwaubenon to downtown Green Bay.

Truck/Heavy Vehicle Transportation

Trucking activities in Ashwaubenon are generally focused in and around the Village industrial and business parks but also extend throughout the Village on the many county, state, and interstate highways. The Village has designated streets and parts of streets for heavy truck traffic in Chapter 7 of the Ashwaubenon Code of Ordinances. Heavy truck routes within the Village are designated by white street signs with black street name lettering. Unless specifically allowed, heavy trucks are prohibited on all other Village streets. The heavy truck traffic streets are depicted in Figure 3-6.

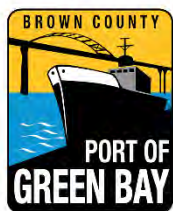
Air Transportation



Commercial and private freight and passenger air service is available to Ashwaubenon residents at Green Bay -Austin Straubel International Airport (GRB) located on the far west side of the Village. Commercial passenger service is currently provided to GRB by American Airlines, United Airlines, Frontier Airlines, Sun Country Airlines, and Delta Airlines. Executive Air and Jet Air are Fixed Base Operators (FBO) at GRB that provide maintenance, airline and general aviation refueling, charter services and pilot training. Green Bay - Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the northern half of Wisconsin and the Upper Peninsula of Michigan. GRB is also a U.S. Customs Port of Entry and recently completed the International Arrivals Terminal to accept direct international flights.

GRB has identified excess lands within the Village that could be utilized for non-aeronautical purposes through a long-term development lease. Development on these lands should take advantage of the location near the airport and access to Packerland Drive (CTH EB) and STH 172 but also be considerate of the residential neighborhood to the immediate east of the property.

Water Transportation



Water-borne freight transportation is available to businesses in the Village of Ashwaubenon via private shippers within the Port of Green Bay, located approximately 4 miles northeast of Ashwaubenon at the mouth of Fox River and Bay of Green Bay. The Port of Green Bay is connected to world- wide shipping lanes via the Great Lakes and St. Lawrence Seaway.

Additionally, the Port of Green Bay administers Foreign Trade Zone #167, which includes non-aeronautical airport lands, as well as a portion of the Ashwaubenon Industrial Park bound by Waube Lane on the north, the properties along the west side of Commodity Lane to the west, the properties along the south side of Contract Drive to the south, and S. Ridge Road to the east. When these properties become available for sale, they should be marketed as being within the FTZ to notify potential buyers of FTZ benefits, including duty exemption on re-exports, duty deferral, and duty elimination on waste, scrap, and yield losses. Additional benefits may include relief from inverted tariffs and possible tax and licensing savings. Additional information related to the FTZ may be found on the Port of Green Bay website.

Figure 3-6

Ashwaubenon

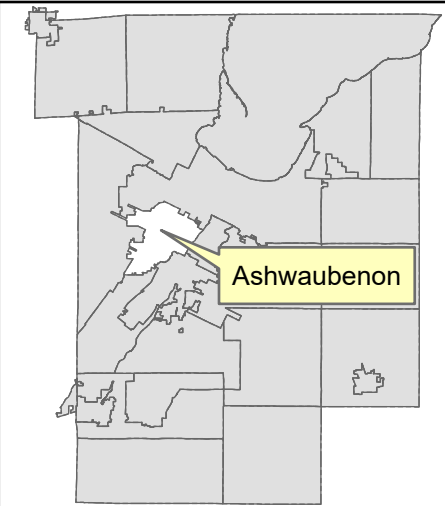
Heavy Truck Routes

Heavy Truck Routes

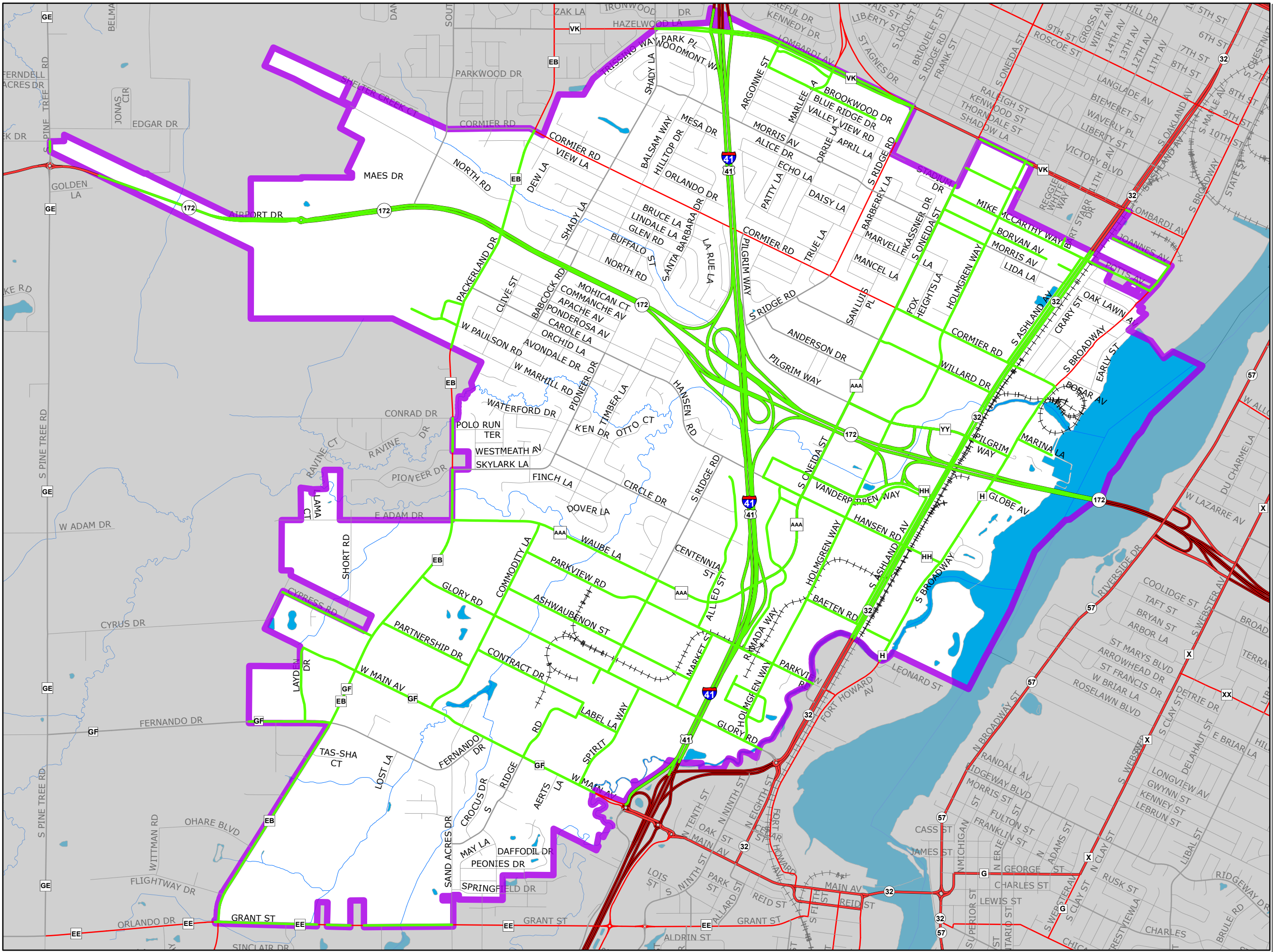


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Map Prepared: 2/2025 AMS
Source: Village of Ashwaubenon



Brown County, WI



Future Transportation System

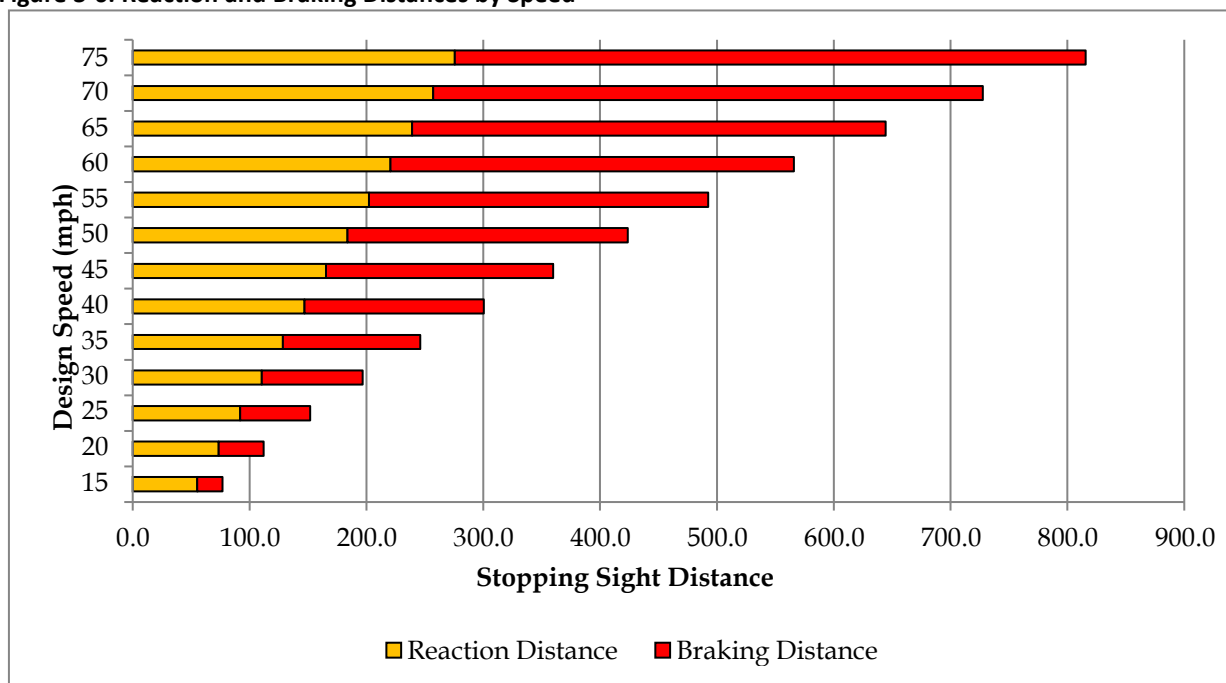
As identified in Chapter 1, to achieve the plan's transportation goal of creating a safe and efficient multi-modal transportation system that serves all Ashwaubenon residents, the Village will need to continue its progress toward the goal. Specifically this includes the continued development of pedestrian and bicycle facilities to create linkages within and outside of Ashwaubenon, ensuring streets are designed in a manner that accommodates multi-modal transportation options and surrounding land uses. This section of the Transportation Chapter identifies the major aspects of Ashwaubenon's transportation system and recommends methods of developing them over the next 20 years to support a viable multi-modal transportation system. The section also discusses the land use patterns that should be developed during this period to create this system.

Village Streets

The local streets in Ashwaubenon typically have two lanes for free-flow of traffic and space for parking on both sides. Although wide streets have room for parking and free-flow vehicular traffic, streets that are too wide may create issues in terms of higher vehicle speeds, increased stormwater management requirements, create barriers for children and senior citizens to cross, and increased maintenance costs for resurfacing or reconstruction.

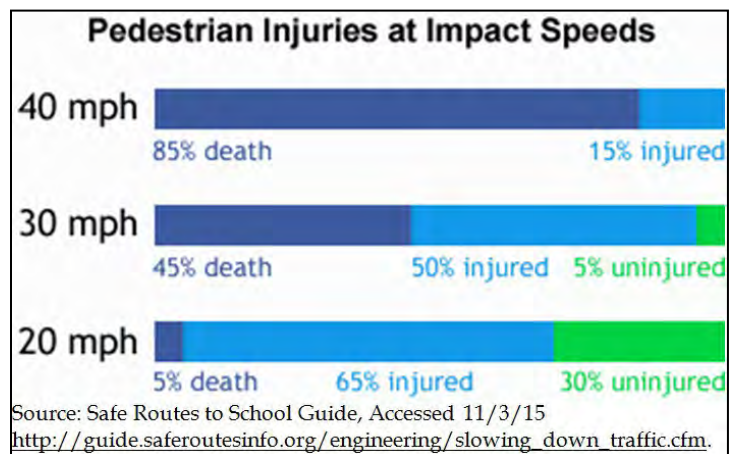
As depicted in Figure 3-6, total stopping sight distance (SSD) increases substantially as speeds increase. SSD includes the distance necessary to identify the problem, take action by stepping on the brake, and the distance necessary for an average vehicle to come to a complete stop. For instance, a vehicle driving 25 mph needs approximately 150 feet from problem recognition to complete stop, while a vehicle driving 35 mph needs another 100 feet of distance (250 feet total) to come to a complete stop. In rainy or snowy weather, the SSD may increase significantly.

Figure 3-6: Reaction and Braking Distances by Speed



Source: AASHTO: A Policy on Geometric Design of Highways and Streets, 2011

It is important to keep in mind that absent external forces (traffic calming, poor weather, traffic, etc.) drivers will typically drive at a speed they feel comfortable based upon the street design. The wider the street, the more comfortable drivers feel at higher speeds, while narrower streets typically result in lower speeds, and therefore shorter stopping sight distances. Designing streets for lower speeds are especially important in areas with pedestrian and bicyclists, such as around schools and residential neighborhoods, particularly when there are no off-street pedestrian (sidewalk) or bicycle (off-street path) facilities. As depicted in the following graphic, the likelihood of pedestrian injuries and/or death goes up substantially as speeds increase. Therefore street design standards should take into account the surrounding land uses to ensure the street design supports the people living in the neighborhood, rather than strictly viewed as a means for motorized vehicles to quickly travel through the area.

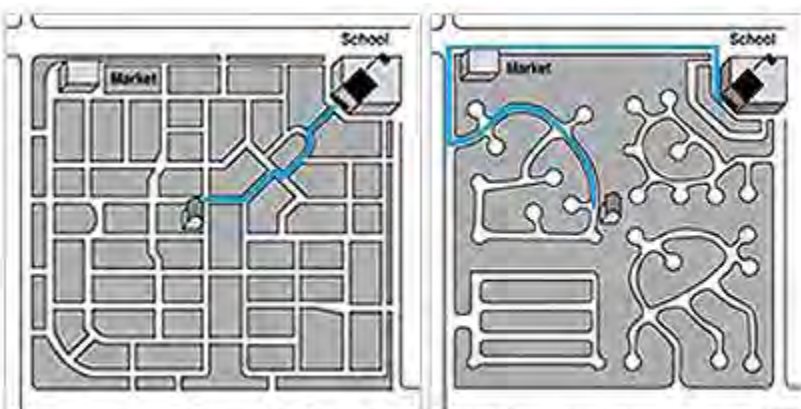


Define the On-Street Parking Areas In Sports & Entertainment and Village Center

The Sports & Entertainment and Village Center areas of Ashwaubenon have been transitioning from historic light industry and low-density residential land uses to a mixture of higher density residential, retail, hospitality, entertainment, and indoor/outdoor recreation land uses. Along with these changing land uses there has been an increase in pedestrian and bicycle activity, as well as on-street parking, from both residents and visitors. When streets within these areas are reconstructed, the Village should consider the inclusion of curb extensions at intersections and mid-block refuge islands and/or curb extensions if feasible. The addition of curb extensions shortens the distance people (including elderly, children, and disabled persons) must cross when walking and biking in the area, prevents drivers from unexpectedly passing stopped vehicles in the parking lanes, will slow vehicles in the travel lanes, and provides improved visibility for pedestrians and bicyclists looking to cross the street. The Village should work with the Brown County Planning Commission to investigate the availability of grant funds for such projects early in the planning stages.

Continue to Develop Well-Connected Road Patterns

To enable and encourage people to walk and bicycle throughout Ashwaubenon, the Village should continue to require the development of well-connected street patterns that have frequent connections to the existing street system when possible. These kinds of street patterns also provide motorists and emergency vehicles with several route options and avoid concentrating traffic on relatively few streets.



Transportation and Growth Management Oregon Guide
for Reducing Street Widths

Although well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of

transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes to incidents for fire departments and other emergency responders, situations will arise where streets cannot be connected due to physical or environmental constraints. If such constraints preclude street connections, the Village should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, where applicable Ashwaubenon should consider including public rights-of-way or easements reserved at the bulbs

to enable pedestrians and bicyclists to travel throughout the area.

An example of a planned street extension that would greatly foster much improved connectivity is an extension of Pagels Place from its current terminus north to the intersection of West Main Avenue and Spirit Way.

Design Intersections to Maximize Safety and Accessibility

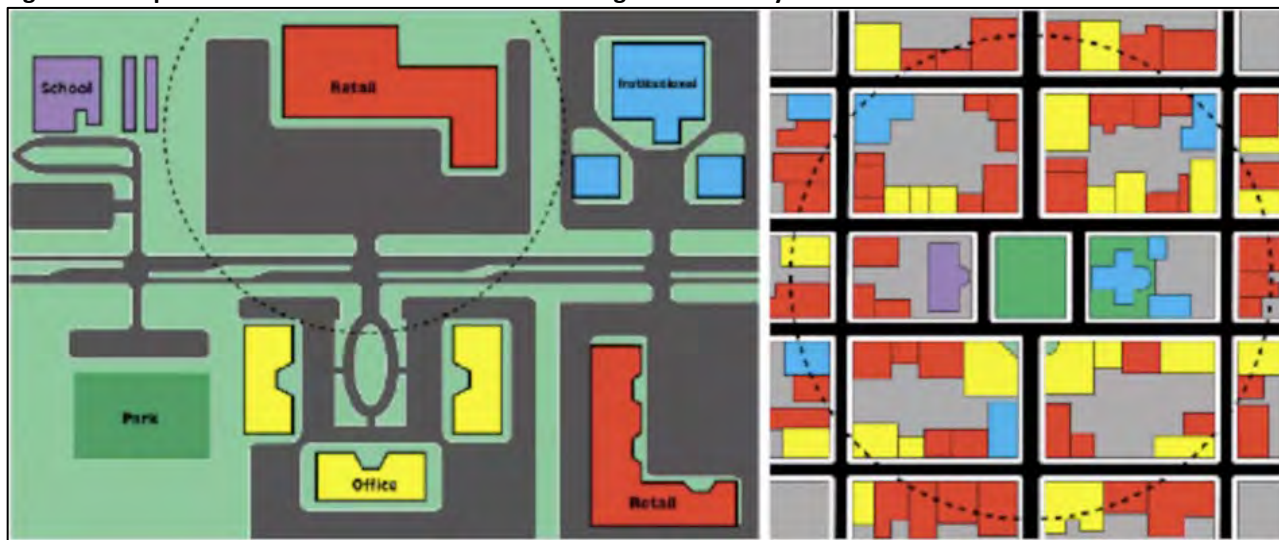
The Village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Village's intersections. Techniques that should be considered include roundabouts, curb extensions at intersections, and other applicable street design features.

Mixing Compatible Land Uses

The Village should continue to encourage the mixing of appropriate land uses to create destinations that can be easily reached by vehicles, pedestrians, and bicyclists. The mixing of appropriate residential, commercial, institutional, and recreational uses enables people of all ages and physical abilities to travel from place to place with or without a motorized vehicle, which significantly improves mobility for all Village residents and minimizes traffic on the existing street system.

Figure 3-7 compares conventional land use and street patterns with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated, which demonstrates that a well-connected street system allows people to travel much shorter distances to reach their destinations than a system with few connections.

Figure 3-7: Separated Land Uses vs. Mixed Uses with High Connectivity



Developing a Connected Pedestrian and Bicycle Network

The Village of Ashwaubenon Bicycle and Pedestrian Plan is in the process of being updated and the project considerations within the plan should form the basis for the installation of new sidewalks and designation of new bicycle routes/lanes where possible within the Village.

Mass Transit

As noted earlier, the Village of Ashwaubenon is within Green Bay METRO's service area for fixed route, microtransit, and paratransit services. The Village should continue to maintain an open line of communication with Green Bay METRO to ensure adequate levels of service for fixed route, microtransit, and paratransit continue to be provided to Ashwaubenon residents and visitors.

Rail Transportation

The primary Canadian National (CN) rail line extends north-south through the eastern side of the Village, immediately east of S. Ashland Avenue, and manages a rail spur that extends west through a portion of the Village's industrial and business parks. The Village should encourage businesses that need rail access to locate within the Village, and specifically along the east-west rail spur. Likewise, businesses located along the rail spur that don't utilize rail service should be encouraged to locate in non-rail serviced parts of the Village when they are looking to relocate. Additionally, with the number of Village streets and County highways that cross the CN rail line and spur, it is critical that the crossings be maintained. The Village and CN should maintain open lines of communication to ensure that the crossings are maintained in a manner that allows for smooth vehicle, bicycle, and pedestrian crossings.

Water Transportation

As discussed in the Economic Development Chapter, the Port of Green Bay is available to Ashwaubenon businesses for the transport of bulk and breakbulk goods. The Foreign Trade Zone that includes part of the Ashwaubenon Business and Industrial Park should be promoted to demonstrate a competitive advantage to the Village when recruiting businesses that could benefit from delayed or reduced duty payments or quota restrictions on foreign products. Additional information related to Foreign Trade Zone #167 may be found at the following link:

<https://www.portofgreenbay.com/foreign-trade-zone>.

Air Transportation

Green Bay Austin Straubel International Airport will continue to provide air service to people traveling to and from Ashwaubenon. The expansion of Ashwaubenon's commercial and industrial base over the life of the plan could increase the demand for air freight service at the airport. Ashwaubenon should work with representatives of the airport to support the retention and expansion of air carriers that offer passenger and freight service.

Furthermore, the Village should continue to coordinate with the airport to develop the non-aeronautical lands owned by the airport with land uses that could benefit from the close proximity to the airport and be sensitive to the nearby residential neighborhoods. The fact that these lands are within Foreign Trade Zone #167 should also be utilized as marketing differentiator. Available lands may be found on the GRB website at the following link:

<https://www.flygrb.com/available-property/>.

Funding to Help Develop the Village's Transportation System

To help the Village fund the development of its transportation system, it should consider applying for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

Surface Transportation Block Grant (STBG) Program

The Surface Transportation Block Grant program allocates federal funds to complete a variety of improvements to preserve and improve the conditions and performance of surface transportation, including highway, transit, and other projects. Projects may be funded within a range of 50-80 percent federal funds with the remainder funded locally. The objective of the program is to improve federal-aid-eligible highways and roads that are functionally classified as major collector or higher (see Figure 3-2 for functionally classified roads). More information on STBG funding can be obtained from the Brown County Planning Commission or WisDOT.

Transportation Alternatives Program (TAP)

The Village should consider applying for grants from Wisconsin's Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from

the Brown County Planning Commission or WisDOT.

Carbon Reduction Program (CRP)

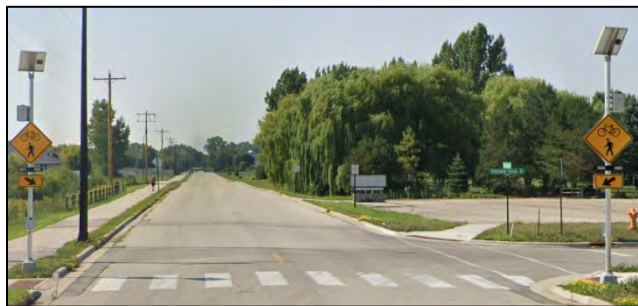
The Carbon Reduction Program (CRP) provides funding for projects designed to reduce transportation emissions from on-road sources. Eligible projects include:

- Deployment of advanced transportation and congestion management technologies, such as intelligent transportation systems, capital improvements, and installation of vehicle to infrastructure communication systems.
- Replacement of street lighting and traffic control devices with energy-efficient alternatives.
- Right-of-way projects that improve traffic flow but do not result in the construction of new vehicle capacity.

Information about the Carbon Reduction Program can be obtained from the Brown County Planning Commission or WisDOT.

Summary of Transportation Improvement Considerations

- Work with the Village of Hobart, Town of Lawrence, City of De Pere, and Oneida Nation to explore state and federal grant funds to create new, and extend existing, multi-use trails for the following:
 - Sand Acres Park Trail extension to Aerts Lane with the addition of a trail or sidewalks to W. Main Avenue when Aerts Lane is reconstructed.
 - West Main Avenue Trail extension from its current terminus at S. Ridge Road east to the De Pere city limits.
 - Packerland Trail extension from its terminus at Fernando Drive south to Grant Street.
 - New Grant Street Trail from Packerland Drive to the Sand Acres Drive Trail
 - Extension of the Ashwaubomay River Trail from its current terminus at the Ashwaubomay Park Bridge along the Fox River shoreline to the southern Village boundary with the City of De Pere.
- Develop bicycle and pedestrian facilities consistent with the considerations in the updated Ashwaubenon Bicycle and Pedestrian Plan.
- To enable and encourage people to walk and bicycle throughout Ashwaubenon, the Village should utilize well-connected street patterns within new subdivisions and connections to existing neighborhoods, when there are no environmental or physical constraints.
- Continue to update and use the information from the WISLR database to prioritize street repair, resurfacing, and reconstruction projects.
- Continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Village's intersections and specifically within the Sports & Entertainment and Village Center areas. Techniques to be considered include narrow streets, rapid flashing beacons, roundabouts, curb extensions at intersections, mid-block pedestrian refuges, and other applicable street design features.
- Encourage the mixing of compatible land uses in Ashwaubenon to create destinations that can be easily reached by pedestrians, bicyclists, and vehicles.
- Continue to require sidewalks on both sides of all streets in new subdivisions as required in the Village's Code of Ordinances and work to retrofit sidewalks on home-to-school walk routes and in areas consistent with the updated bicycle and pedestrian plan.
- When cul-de-sacs must be built and development or physical barriers are not present, consider the inclusion of



public rights-of-way or easements at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.

- Ensure transportation facilities are constructed or reconstructed consistent with the anticipated land uses.
- Encourage businesses to utilize the CN rail spur within the industrial park for the import and export of bulk goods.
- Support GRB's efforts to develop non-aeronautical lands into land uses that are complimentary to the airport and nearby neighborhoods.
- Work with the Port of Green Bay to increase the profile of Foreign Trade Zone #167 and the potential benefits to businesses within the zone.



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 with needed inputs, such as banks and venture capital.

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.

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

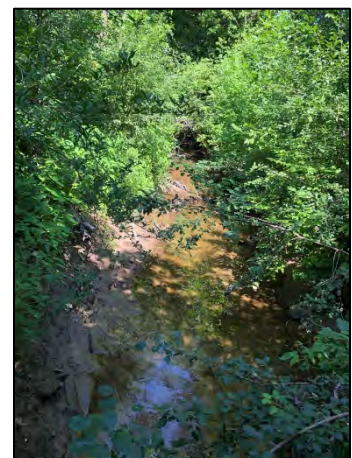
A site plan and design review process ensures new buildings and sites are developed in a manner consistent with standards adopted by the Village. The Village of Ashwaubenon currently has a site plan and design review ordinance (Chapter 17-2-200) in place for the review of new development, expansion of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

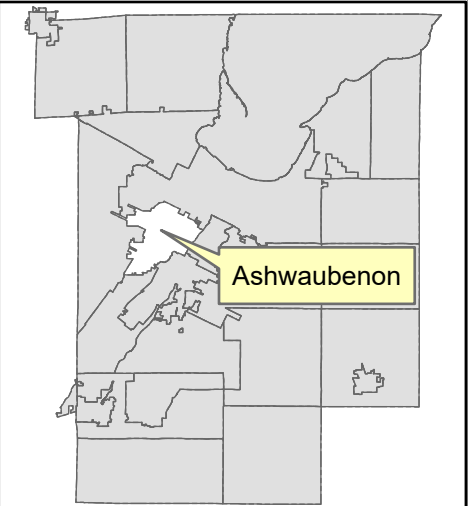
- TID #3
- TID #4
- TID #5

TID #3 and TID #5 overlap in locations
TID #4 closed in 2025

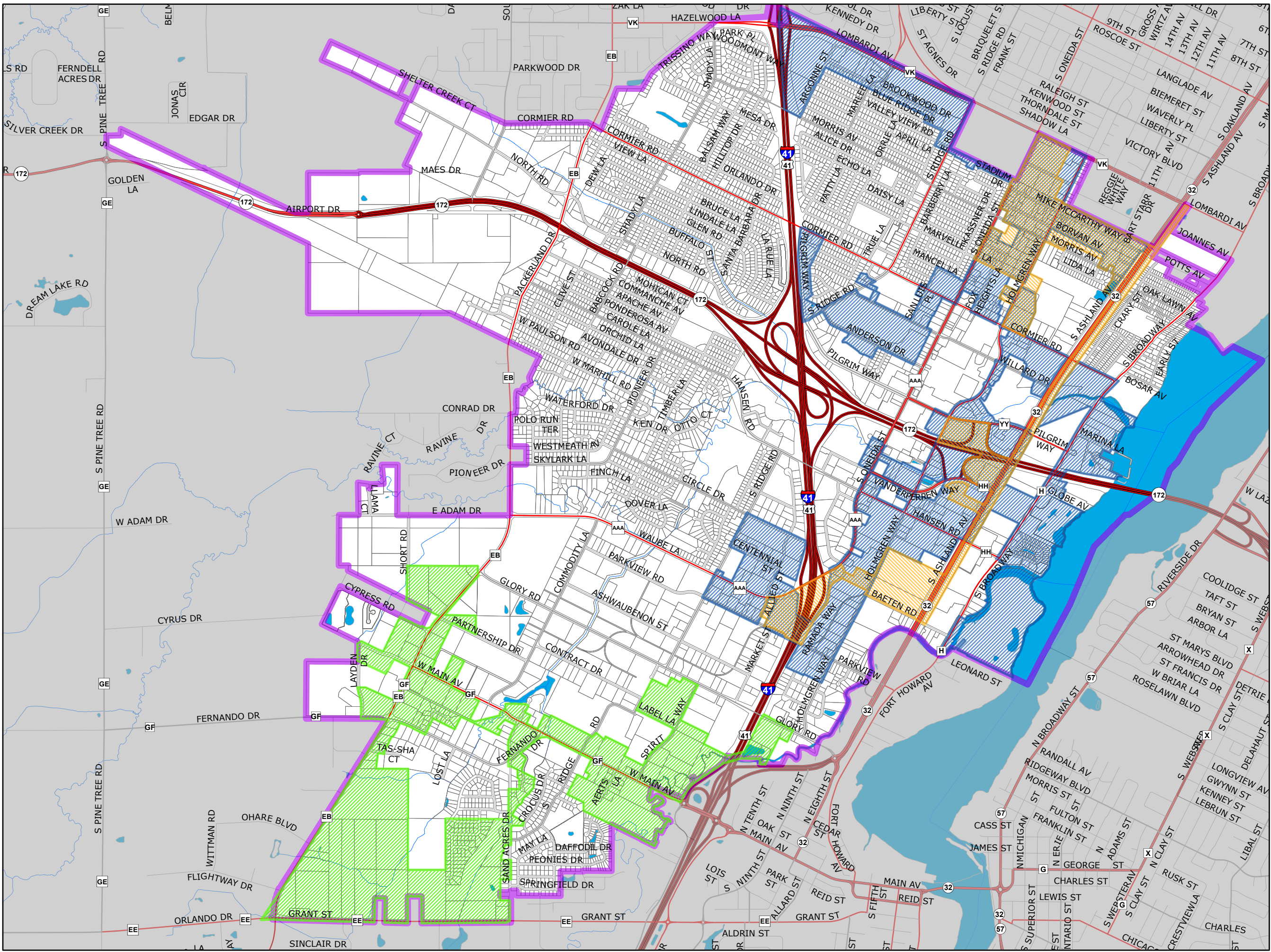


0 500 1,000 2,000 3,000 4,000 Feet

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



Brown County, WI



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.

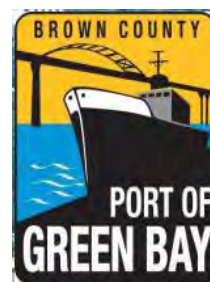
Ashwaubenon Community Development Authority

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 Titledown 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.

CHAPTER 5

Housing

A community's housing stock is an important component of its overall image and potential to attract new residents to a community and to ensure long-time residents remain. Therefore, ensuring a range of well-maintained housing options for persons throughout the life cycle is critical for a Village such as Ashwaubenon. The Village currently has a very good range of housing, including single-family, duplexes, and apartments. However, as with any community, ensuring the housing stock is maintained and kept up to standards expected in the Village is one of Ashwaubenon's primary challenges over the timeframe of this Comprehensive Plan. As opposed to public parks, sanitary sewer, public water, or other programs that the Village directly develops and controls, housing in the Village is a function of private enterprise. Therefore, developing and nurturing a relationship with the private sector to ensure the Village's housing needs are met is critical to the future growth of Ashwaubenon.

The Issues and Opportunities Chapter of this Plan contains the forecasts for new housing units within the Village of Ashwaubenon over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

Housing Characteristics

Age

Figure 5-1: Estimated Age of Housing Units in the Village of Ashwaubenon

Year Structure Was Built	Ashwaubenon	%	Brown County	%	Wisconsin	%
2020 or later	36	0.4%	590	0.5%	9984	0.4%
2010 to 2019	563	6.8%	9,691	8.6%	165,816	6.1%
2000 to 2009	525	6.4%	14,693	13.0%	333,032	12.2%
1990-1999	1,081	13.1%	18,207	16.1%	365,107	13.4%
1980-1989	1,400	17.0%	13,542	12.0%	263,915	9.7%
1970-1979	2,525	30.7%	18,303	16.2%	394,115	14.4%
1960-1969	1,257	15.3%	11,525	10.2%	262,836	9.6%
1950-1959	590	7.2%	10,879	9.6%	287,354	10.5%
1940-1949	49	0.6%	4,284	3.8%	147,777	5.4%
1939 or earlier	201	2.4%	11,485	10.1%	504,575	18.5%
Total	8,227	100.0%	113,199	100.0%	2,734,511	100.0%

Source: U.S. Census Bureau, 2022 5-Year American Community Survey Estimates Detailed Tables

Figure 5-1 shows the 2022 5-Year American Community Survey (ACS) estimates 86.3 percent of the housing units in the Village of Ashwaubenon were constructed prior to the year 2000, as compared to 78.0 percent for Brown County and 81.5 percent for the State of Wisconsin. As identified in the chart, an estimated 13.6 percent of the housing units in the Village were constructed since 2000, which indicates that these housing units are newer and, most likely, in good condition. Overall, the older homes in the Village have historically been well-maintained and continue to provide quality housing options for persons looking to purchase a home in the Village. As the new housing stock ages and the older housing units continue to age, it will be necessary for the Village to continue to ensure that the housing units remain in good condition, or if deteriorated, renovated or removed, through code enforcement, rehabilitation, and selective redevelopment.

One item Ashwaubenon residents with homes built prior to 1978 should understand is that their homes may contain lead-based paint. As lead-based paint ages both inside and outside the home, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the Mayo Clinic, a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 that will disturb existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document “The Lead-Safe Certified Guide to Renovate Right”² which provides basic information on lead paint laws, hazards, and the proper techniques and resources to deal with this hazard as a home is renovated.

Structures

The Village of Ashwaubenon has a lower percentage of 1-unit detached structures (typically single-family homes) estimated at 54.9 percent than either Brown County or the State of Wisconsin at 63.7 percent and 66.5 percent, respectively. The Village has a proportionately larger percentage of multi-family units, including 5-9 units, 10-19 units, and 20 or more units. Ashwaubenon has experienced a significant increase in the number of large multi-family rental developments over the past several years. Titledown Flats, The Element Apartments, The Bohemian Park Apartments, and The Common Place Apartments are all market-rate developments located in the general vicinity of Lambeau Field and the Village’s Sports & Entertainment District. The Berkshire Ashwaubenon is an affordable senior apartment and workforce townhome development also located within the Sports & Entertainment District. In addition to multi-family developments, the Village has experienced increased owner-occupied housing options with the opening of the Highland Ridge Estates Subdivision and the redevelopment of the former Schneider truck repair terminal on the Fox River as Aldon Station. Taken together, these two development sites include a mix of new single-family detached, single-family attached, townhome, and condominium options for potential homeowners. Figure 5-2 identifies the estimated total number of units within each type of structure in Ashwaubenon.

² The Lead-Safe Certified Guide to Renovate Right. U.S. Environmental Protection Agency, September, 2011.
<http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf>.

Figure 5-2: Estimated Units in Structure for Ashwaubenon, Brown County, and Wisconsin

Units in Structure	Ashwaubenon	%	Brown County	%	Wisconsin	%
1-Unit Detached	4,521	54.9%	72,251	63.7%	1,818,114	66.5%
1-Unit Attached	670	8.1%	7,203	6.4%	116,442	4.3%
2 Units	243	3.0%	6,217	5.5%	168,357	6.2%
3 or 4 Units	128	1.6%	3,444	3.0%	96,643	3.5%
5 to 9 Units	897	10.9%	9,124	8.1%	133,649	4.9%
10 to 19 Units	794	9.7%	5,858	5.2%	96,680	3.5%
20 or More Units	949	11.5%	7,653	6.8%	218,065	8.0%
Mobile Home	25	0.3%	1,416	1.3%	85,538	3.1%
Boat, RV, Van, etc.	0	0.0%	33	<0.1%	1,023	<0.1%
Total	8,227	100.0%	113,199	100.0%	2,734,511	100.0%

Source: U.S. Census Bureau, 2022 5-Year American Community Survey Estimates.

As depicted in Figure 5-3, the Village of Ashwaubenon has experienced steady increases in new owner-occupied housing units developed in the Woods Edge, Aldon Station, and Highland Ridge Estates subdivisions over the past ten years. New rental units have increased substantially over the past seven years with apartment building developments at Titledown, the Sports & Entertainment/ Village Center areas and Fox Riverfront.

At the request of the Ashwaubenon Village Board, a 2022 study was prepared by Ashwaubenon Community Development Department staff to compare Ashwaubenon to peer Brown County communities in terms of the percentages of single family, two family, and multi-family units. The study found the Village was similar to other Brown County communities in terms of percentages of single family, two family, and multi-family units. As noted in the study, there is no generally accepted percentage of housing types. It is up to each community to evaluate its housing stock based on long-term goals and objectives and local demographic trends and demands. Continuing to develop a diverse range of housing in Ashwaubenon ensures that the Village will be well-positioned to withstand changes in local, regional, or national demographic and/or economic trends.

Figure 5-3: New Housing Unit Development by Occupancy, 2013-2023

Year	New Owner-Occupied Units	New Rental Units	Total New Housing Units
2013	22	0	22
2014	29	0	29
2015	65	0	65
2016	24	0	24
2017	31	78	109
2018	14	190	204
2019	20	0	20
2020	61	220	281
2021	17	138	155
2022	41	75	116
2023	30	92	122
TOTALS	354	793	1,147

Source: Village of Ashwaubenon Building Permit Records – MuniCRM accessed 2/6/2024.

Occupancy

According to the 2018-2022 American Community Survey (ACS) estimates, there were a total of 8,227 housing units within the Village of Ashwaubenon. This compares with 7,942 units estimated in the 2013-2017 ACS, which is an increase of an estimated 285 units (3.6 percent) over the time period. The breakdown of housing units into owner-occupied and renter-occupied indicates that owner-occupied units accounted for an estimated 58.0 percent of the Village's dwelling units in the 2013-2017 ACS, and this percentage decreased to an estimated 57.4 percent owner-occupied housing in the 2018-2022 ACS.

Ashwaubenon increased its owner-occupied housing stock by an estimated 186 units and renter-occupied units by 215 units between the 2013-2017 ACS and 2018-2022 ACS. Even though the estimated number of housing units increased by 285 units during this same time period, the number of vacant housing units actually decreased by an estimated 120 units (-3.6%). The ACS numbers (Figure 5-4), when paired with the new housing unit numbers (Figure 5-3), indicate a very strong market for continued new residential housing options in the Village of Ashwaubenon.

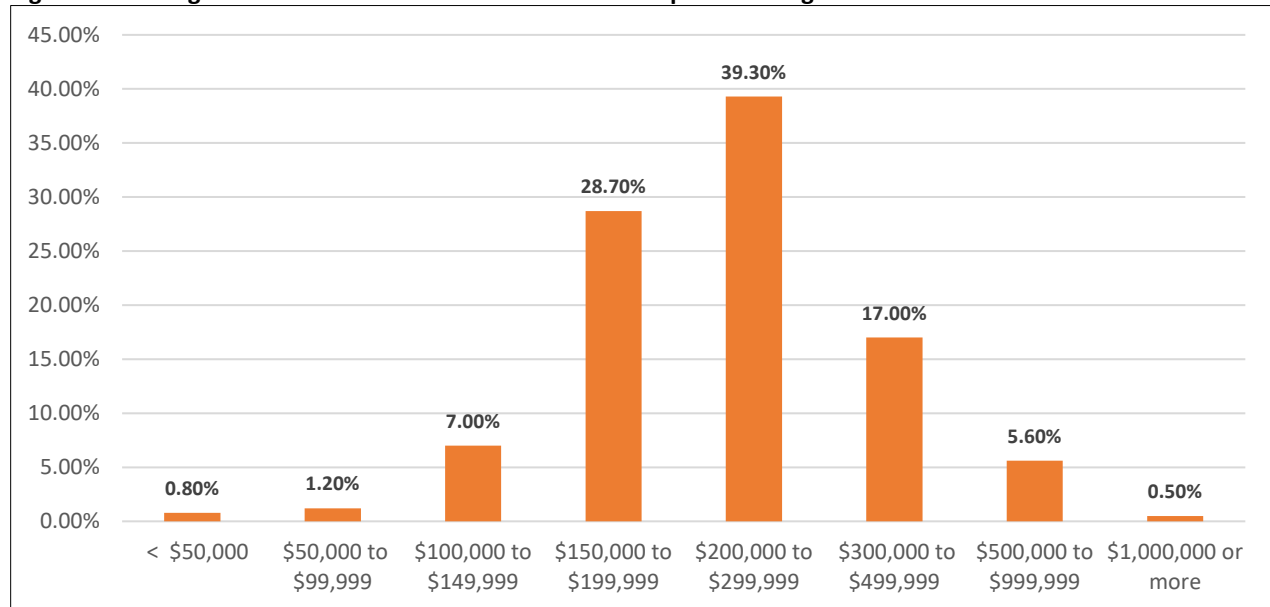
Figure 5-4: Change in Housing Occupancy Characteristics in Ashwaubenon, 2000 and 2010

	2013- 2017 Estimates	% of Total	2018- 2022 Estimates	% of Total	Increase or Decrease	Percent Change 2000- 2010
Total Housing Units	7,942	100.0%	8,227	100.0%	285	3.6%
Occupied Housing Units	7,608	95.8%	8,009	97.4%	401	5.3%
Owner-Occupied	4,412	58.0%	4,598	57.4%	186	4.2%
Renter- Occupied	3,196	42.0%	3,411	42.6%	215	6.7%
Vacant Housing Units	334	4.2%	214	2.6%	-120	-3.6%

Source: U.S. Census Bureau, 2013-2017 and 2018-2022 American Community Survey Estimates.

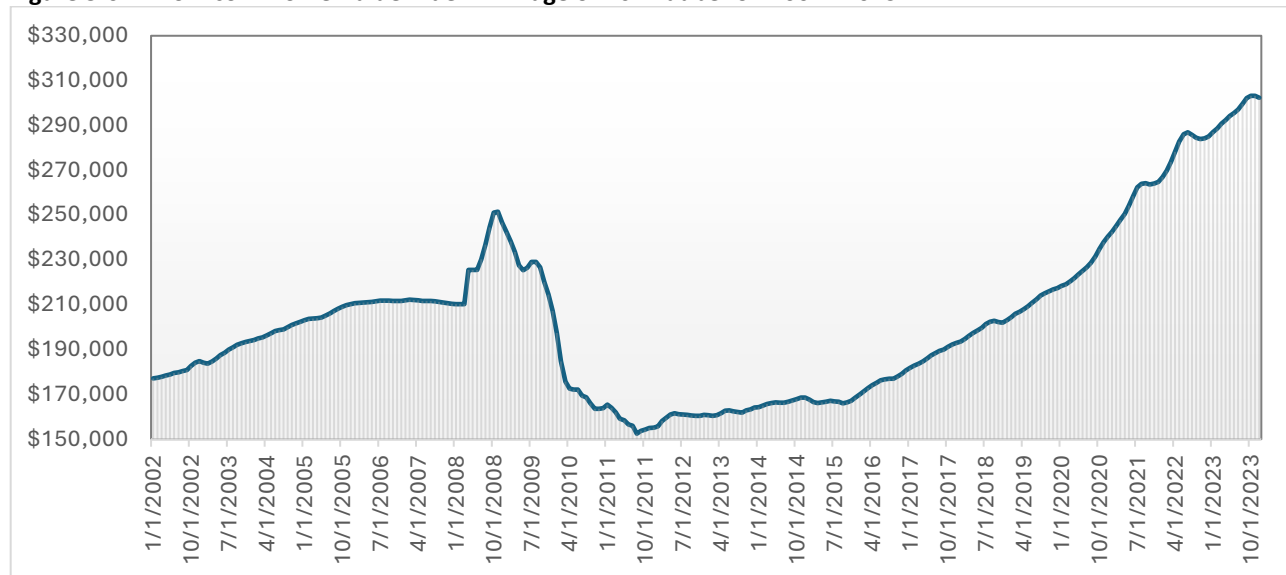
Value

As estimated in the 2018-2022 American Community Survey (ACS), the median Ashwaubenon home value was \$222,900, while the largest segment of the Village's owner-occupied homes was valued between \$200,000-\$299,000 (39.3 percent), and 28.7 percent of the homes were estimated as valued between \$150,000-\$199,999 (See Figure 5-5). Homes in the lower valuation ranges provide first-time homebuyers the opportunity to enter the housing market, as well as afford retirees the opportunity to downsize to smaller, less expensive homes. However, as home values continue to significantly increase, the supply of homes available to the incomes of first-time homebuyers becomes very restrictive.

Figure 5-5: Village of Ashwaubenon Estimated Owner-Occupied Housing Values

Source: U.S. Bureau of the Census, 2018-2022 American Community Survey 5-Year Estimates

Figure 5-6 depicts actual market data on estimated median home values for the Village of Ashwaubenon from 2002 through 2023 from the national real estate website Zillow.com. The median home value in 2002 was estimated to be approximately \$179,691 as compared to the 2023 median home value estimate of approximately \$296,286. In order to somewhat mitigate the effects of high home values and the barriers to entry to the housing market for first-time homebuyers, the Village should work with various non-profit organizations and Brown County to better market the financial education resources and programs available to help write down the cost of buying a first home in Ashwaubenon. Additionally, as Ashwaubenon's Tax Increment Financing Districts (TIDs) reach the end of their life, the Village should take advantage of the ability to extend the life of the TID for one year to capture the revenues to benefit affordable housing and home improvement programs as permissible under state statute 66.1105(6)(g).

Figure 5-6: Zillow.com Home Value Index – Village of Ashwaubenon 2002 - 2023

Source: Zillow.com Zillow Home Value Index – Village of Ashwaubenon, WI 2002-2023 <http://www.zillow.com/research/data/> accessed 5/16/2024.

Housing Affordability

Rent

The 2022 American Community Survey (ACS) 5-Year Estimates identify the median gross rent in the Village of Ashwaubenon is approximately \$895 per month. The ACS further estimates a total of 3,411 rental units with rent costs varying widely from a low of less than \$500 per month to a high range of \$2,000-\$2,499 per month. However the majority of rental units are estimated to charge a range of \$500 to \$999 per month. It should be noted that most of the new rental units that have been developed in Ashwaubenon over the past seven years generally have rent ranges from \$1,000/month for a studio or one-bedroom apartment to upwards of \$3,000/month for three-bedroom units. The rent amounts vary widely depending on location, view, and amenities in addition to square footage and number of bedrooms.

Mortgage

According to the aforementioned 2022 ACS, an estimated 53.2 percent of the owner-occupied housing units in the Village of Ashwaubenon are financed with a mortgage, with a median monthly homeowner mortgage cost of \$1,415. This is somewhat lower than either the county or state, at \$1,509 and \$1,602 per month, respectively. The lower mortgage costs could be reflective of a number of factors including homeowners more actively refinancing loans when there were lower interest rates or homeowners holding the mortgage for longer periods of time.

Housing Expense Analysis

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of household income. Homeowners or renters paying 30 percent or more of household income are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The 2022 ACS estimates approximately 46.2 percent of Ashwaubenon renters are paying 30 percent or more of their income for housing, which is higher than both Brown County (39.9 percent) and the State of Wisconsin (43.1 percent), respectively. The relatively high percentage of renters paying over thirty percent of their income for housing indicates a continued need to increase the overall supply of rental units in the Village to attempt to moderate future rent increases. In order to increase the supply of rental units, the Village will need to continue to promote well-designed rental housing developments, especially in areas that support higher residential densities such as the Village Center and Sports & Entertainment zoning districts in order to maintain a well-balanced range of housing options for existing and new residents. Additional higher-density apartment development could be considered for upper floor locations along S. Oneida Street and Holmgren Way in the Community Business zoning district when commercial retail and office land uses are maintained on the first floor.

Further analysis reveals the 2022 ACS estimates approximately 14.2 percent of Ashwaubenon homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is lower than Brown County (19.0 percent) and significantly lower than the State of Wisconsin (22.1 percent). Although this is a relatively low percentage of homeowners, as discussed earlier, this may be reflective of a number of factors including homeowners more actively refinancing loans when there were lower interest rates or homeowners holding the mortgage for longer periods of time. The Village will need to monitor the level of distressed home sales and identify potential homebuyer assistance programs to lower monthly mortgage costs for homebuyers new the market and promote homeownership in Ashwaubenon.

Housing and Income Comparison

The ability to afford a home is directly linked to the amount of income a person has to spend on housing. As noted in the Housing Affordability section of this Comprehensive Plan, a person should spend no more than 30 percent of their gross income on housing costs. The following analysis compares the average (median) cost of a home and the average annual gross income of selected occupations.

According to data obtained from the real estate website Zillow.com, the 2023 median home value in the Village of Ashwaubenon was \$296,286. Using the payment calculator for mortgages from the Federal Reserve Bank of Dallas at seven percent interest over a 30-year loan yields a monthly mortgage payment of \$1,971³. To afford this monthly mortgage payment, a person would need an annual gross income of approximately \$78,840, depending on assumptions about the down payment, insurance, and property taxes, and further assuming that no more than 30 percent of income is devoted to housing costs. Listed below in Figure 5-7 are selected occupation annual incomes for the Metropolitan Green Bay and State of Wisconsin annual incomes and employment estimates for May 2023 as obtained from the U.S. Bureau of Labor Statistics to provide a frame of reference for income and housing expenses.

Figure 5-7: Brown County and State of Wisconsin Occupational Income

Occupation	Median Annual Income		Number Employed	
	Green Bay MSA	Wisconsin	Green Bay MSA	Wisconsin
Bartenders	\$22,290	\$22,660	1,620	27,660
Waiters and Waitresses	\$28,770	\$28,090	2,340	35,350
Retail Salespersons	\$31,450	\$31,530	3,820	64,610
Preschool Teachers	\$34,410	\$34,870	610	10,820
Restaurant Cooks	\$35,230	\$35,870	1,580	25,520
Meat, Poultry, and Fish Cutters and Trimmers	\$38,300	\$38,300	470	1,250
Nursing Assistants	\$40,060	\$40,010	1,580	25,950
Firefighters	\$43,450	\$44,710	350	7,430
Construction Laborers	\$49,110	\$49,330	1,090	19,280
Machinists	\$52,680	\$47,200	350	10,590
Carpenters	\$59,280	\$59,070	1,030	15,330
Elementary School Teacher	\$61,340	\$62,050	1,400	25,010
Electricians	\$68,660	\$74,660	800	11,630
Accountants and Auditors	\$75,320	\$76,510	1,460	26,530
Dental Hygienists	\$78,240	\$79,320	310	4,880

Source: U.S. Bureau of Labor Statistics Occupational and Wage Statistics May 2023 https://www.bls.gov/oes/2023/may/oes_24580.htm accessed 6/4/2024.

Range of Housing Choices

In order for Ashwaubenon to continue to thrive, working in partnership with residential developers to create a range of housing choices for existing and future Village residents will continue to be necessary. A diverse range of housing choices, over time, allows a family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Ashwaubenon. This section contains a series of recommendations the Village can implement to maintain its current housing stock and development pattern, while also continuing to provide a range of housing options.

³ Federal Reserve Bank of Dallas Payment Calculator for Mortgages, Car Loans, and Other Term Loans, accessed 6/4/2024.
<https://www.dallasfed.org/educate/calculators/closed-calc>

Residential Lot Sizes

Figure 5-8 identifies the current residential zoning classifications for the Village of Ashwaubenon, including permitted uses, minimum greenspace, minimum lot size, minimum frontage, and minimum front setback from the street.

Figure 5-8: Village of Ashwaubenon Residential Zoning Districts

Zoning District	Minimum Greenspace	Permitted Residential Uses	Min. Lot Size	Min. Frontage	Front Setback
R-1 Single-Family Residence	25%	Single-family detached dwellings	10,000 sq. ft.	90'	20' Min.
R-2 Two-Family Residence	25%	Single-family detached dwellings, Single-family attached dwellings (up to 4), Two-family dwellings, Assisted living	10,000 sq. ft.	90'	20' Min.
R-3 Multi-Family Residence	25%	Single-family detached dwellings, Single-family attached dwellings, Two-family dwellings, Multiple-family dwellings, Assisted living	14,000 sq. ft.	100'	25' Min. on minor street; 35' Min. on arterial or collector street
RE Rural Estate	25%	Single-family detached dwellings	52,272 sq. ft.	150'	25' Min. on minor street; 35' Min. on arterial or collector street
SE Sports & Entertainment	25% new or 10% for redevelopment	Single-family attached dwellings, Multiple-family dwellings, Live/work dwellings, Upper story dwellings above a non-residential use	None	None	Maximum setback based on street
VC Village Center	25% new or 10% for redevelopment	Single-family attached dwellings, Two-family dwellings, Multiple-family dwellings, Live/work dwellings, Upper story dwellings above a non-residential use, Assisted living, Skilled nursing	None	None	Maximum setback based on street

Source: Village of Ashwaubenon Code of Ordinances, 2024.

The R-1 zoning district lot requirements of 10,000 square feet and 90 feet of frontage are typical of suburban communities. However, it should be noted that the Fort Howard Park neighborhood of the Village has lot sizes that are in some instances significantly smaller (50-60 feet of street frontage and 7,280-7,750 square feet) than the minimum lot size currently required in the R-1 zoning district. This neighborhood has continued to be very well maintained, has held its value, and serves as an entry point opportunity for first-time homebuyers and existing homeowners looking to downsize in Ashwaubenon. Conversely, the SE and VC zoning districts do not have a minimum lot size for their permitted residential uses. Relatively smaller lot sizes and frontages help to keep housing costs down and provide for greater efficiencies in the delivery of such services as postal delivery, garbage pickup, and school bus service. The Village of Ashwaubenon should encourage the development of lots large enough to adequately meet the size of the desired homes in new developments, but also small enough to allow a lower price point and create efficiencies in the delivery of public services.

Accessory Dwelling Units on a Residential Parcel

As residents continue to age, there often comes a time when they might not wish to maintain a separate home but do not want or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on residential parcels. These “granny flats,” or “backyard cottages” as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping, dining, and washing, while also being able to easily interact with their extended family for meals and socializing in the principal residence. Should the Village consider accessory dwelling units, strict requirements would need to be identified in the municipal code so that they do not become another avenue for more short-term rental units in Ashwaubenon.



Mixed Uses in Residential Developments

Nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of single-family detached homes separated from any other housing types, commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to, or cannot drive.



In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focal point, gathering place, and identity for the neighborhood and its residents. In Ashwaubenon, neighborhood mixed uses could include such uses as day cares, senior living arrangements, small service businesses (clinic, office) or retail services (family restaurant, ice cream shop).

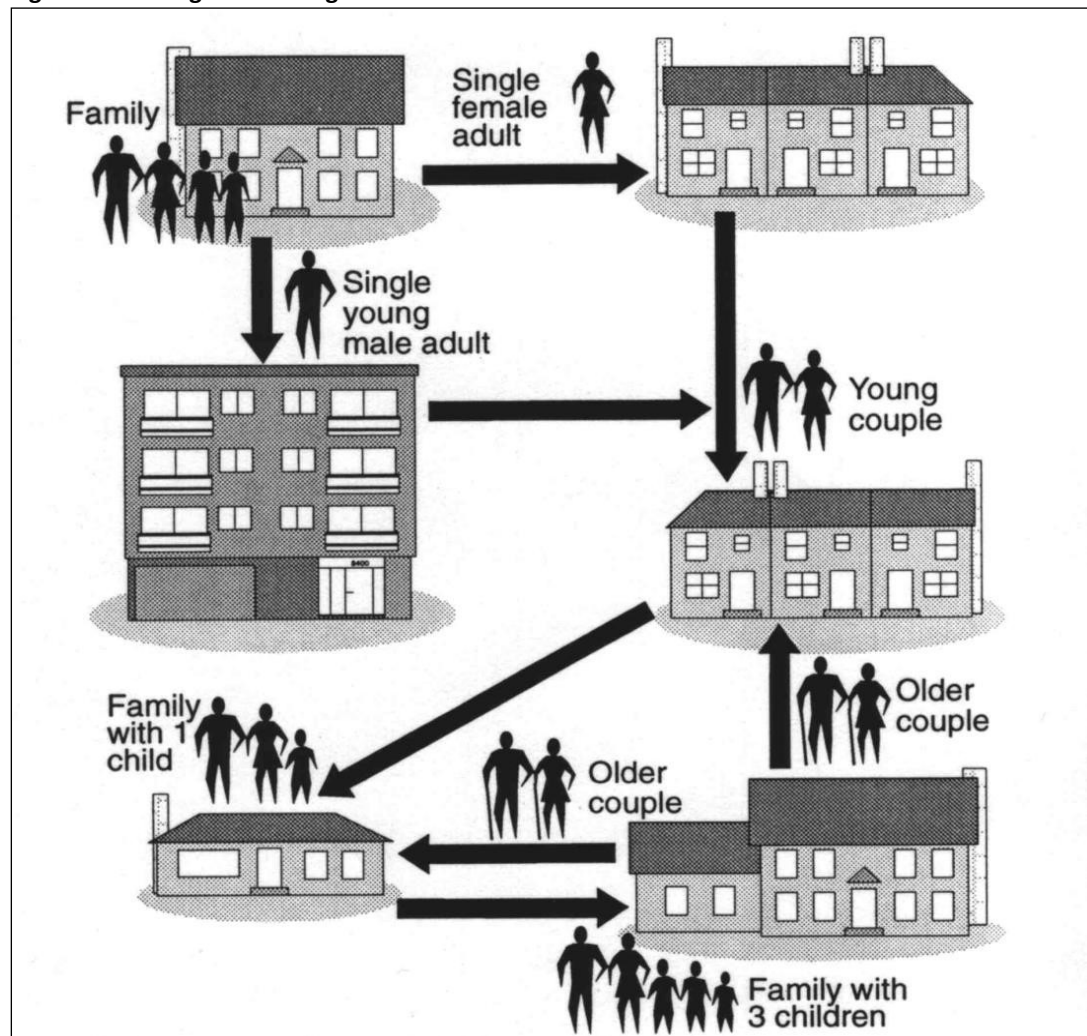
One development technique that is being used more often in Wisconsin and across the country to create more well-rounded communities is the Traditional Neighborhood Development. Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. Typical TND neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about a quarter mile) from the edge to the center and a 10-minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides

many ways of getting to, through, and between it and other parts of the neighborhood by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so that people of different ages and income levels have opportunities to live in various parts of the neighborhood, without leaving their community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease. This housing mix allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility all within the same neighborhood, as depicted in Figure 5-9.



Figure 5-9: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003

For uses and development types other than single-family detached homes to be palatable to surrounding property owners, the non-residential uses need to be of a scale and design that blends in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, clear design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect, and the neighbors would know that the development would meet their expectations, as well.

It is recognized that Ashwaubenon does not have many large undeveloped areas that could support a traditional neighborhood development of the scope described. However, there may be aspects of TNDs that could be incorporated into existing neighborhoods. Rezoning of corner lots on busy residential streets for low-intensity neighborhood commercial uses, such as those permitted in the Village's B-1 Local Business Zoning District may be a path to creating more accessible neighborhoods.

Minimize One and Two-Family Home Conversions to Short-Term Rental Units

In 2017 the State of Wisconsin passed a law that placed restrictions on how municipalities may regulate short-term rental units. The Village of Ashwaubenon has experienced a number of conversions of formerly owner-occupied homes into full-time short-term rental units to capitalize on the proximity to Lambeau Field and Resch Center and demand for overnight stays for their events. In order to maintain a stable one- and two-family housing stock available for homebuyers to live in the Village, Ashwaubenon will need to monitor the number of STRs in the Village and should work with its state legislators to restore the ability of the Village to regulate them beyond the current licensing structure. At a minimum, the Village should continue to enforce its existing regulations for STRs consistent with state law.

Evaluate the usage of a Community Land Trust to Create Affordable Housing

Community Land Trusts (CLTs) have gained in popularity as a means to create housing that is permanently priced below market value. A CLT is typically a non-profit organization that purchases and then holds ownership of the land of a home, while selling the house itself. Resale of the home is then typically subject to strict formulas from the CLT to limit the resale price of the home. Removing the cost of the land for a home sale lowers the overall sale price of the home, thereby creating a more affordable entry to the housing market.

Protect Lambeau Neighborhood from Commercial Encroachment

The residential neighborhoods to the south and west of Lambeau Field have historically served as a backdrop for one of the most iconic atmospheres in all professional sports. The neighborhood immediately south of Lambeau Field was built in the 1950's-1960's at the same time as Lambeau Field. The neighborhood comes alive on gameday with long-time residents hosting visitors from across the country and world for parking and pre- and post-game tailgating. However, on non-gamedays, the neighborhood serves as a stable, well-maintained residential area, even with S. Oneida Street and S. Ridge Road, respectively serving as the eastern and western boundaries of the neighborhood. Although the east side of S. Oneida Street is expected to continue to redevelop as a more urban, dense, mixed use commercial area, it is important for the neighborhood's unique residential character that commercialization does not extend across S. Oneida Street into the neighborhood. Rezoning any lands on the west side of S. Oneida Street or on the east side of S. Ridge Road from residential to commercial should generally be discouraged to maintain the character of this unique Ashwaubenon neighborhood.

Provide Information Regarding Home "Visitability" Concepts

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, "visitability" applies to the construction of new single-family homes to make them "visit-able" for people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

Reinvestment in Existing Housing Stock

Over 86 percent of Ashwaubenon's housing stock is at least 25 years old. With such a high percentage of older homes, it is likely that many need some sort of routine maintenance, such as new doors, windows, siding, and/or roof. In 2013, the Brown County Planning and Land Services Department began to administer a housing rehabilitation loan program, funded through the Wisconsin Department of Administration and U.S. Department of Housing and Urban Development (HUD) for a 10-county region of Northeastern Wisconsin, including all Brown County communities, except for the City of Green Bay, which receives its funding directly from HUD.

Funds from Brown County's program may be utilized to provide zero percent interest, deferred payment loans to low- and moderate-income (LMI) homeowners (making not more than 80 percent of the gross county median income depending on household size) for home repairs, including such projects as the replacement of roofs, siding, windows, heating and ventilation, private utility laterals, electrical, plumbing, handicapped accessibility, and lead paint and asbestos abatement. Loan payments are deferred until such time as the home is no longer the principal place of residence for the applicant (typically when the home is sold), at which time the loan becomes payable in full. Repaid funds are to be then re-loaned through a revolving loan program for new projects. Additionally, Brown County administers a similar program for rental properties with LMI renters, except that the terms of the loan are zero percent interest for five years with required monthly payments. For reference, the LMI threshold is based on the size of the household and the county where the household is located. The 2024 LMI gross income thresholds for Brown County are listed in Figure 5-10.



Figure 5-10: 2024 Brown County, WI LMI Gross Household Income Thresholds

Persons in Household							
1	2	3	4	5	6	7	8
\$54,900	\$62,750	\$70,600	\$78,400	\$84,700	\$90,950	\$97,250	\$103,500

Source: U.S. Dept. of Housing and Urban Development FY 2024 Income Limits Summary, Brown County, WI. Accessed 6/11/2024

The Village of Ashwaubenon should continue to advertise this program to homeowners and rental property owners in the Village to ensure potentially eligible residents are aware of this opportunity.

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide several unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage First Mortgage and Down Payment Assistance Programs – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA Advantage Home Improvement Loan Program – Provides a 15-year fixed rate loan of up to \$50,000 to homeowners to make improvements and needed repairs.
- WHEDA Easy Close Downpayment Assistance – Provides a maximum loan of up to six percent of the purchase price as a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.

- WHEDA Capital Access Downpayment Assistance – Provides a \$7,500 loan over a 30-year term with a zero percent interest rate and no monthly payments.

Financial institutions that provide access to WHEDA products may be found at:

<https://www.wheda.com/globalassets/documents/home-buyers/hsr-certified-lenders.pdf>.

Summary of Recommendations

It is very important for the Village to continue to monitor its progress in meeting the goals and objectives of the plan's Housing Chapter. To attain the goal and objectives, the following recommendations were developed based on the input received from the Village-wide visioning session, Village Planning Commission, and sound planning principles:

- Continue to encourage the development of a range of new housing types, styles, and designs, for the many life stages of Village residents.
- Review the Village's residential zoning classifications to determine if there is an opportunity to create efficiencies for residential development.
- Maintain residential zoning and uses in the Lambeau Neighborhood between S. Ridge Road and S. Oneida Street.
- Utilize the statutory authority for the Village to extend the life of TIDs for one year to capture the increment for affordable housing programs in Ashwaubenon.
- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Evaluate potential partnerships with non-profit organizations to participate in a community land trust.
- Variation in single-family housing models in large developments should be encouraged.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Monitor short-term rental growth in the Village and work with its state legislators to restore local control to their regulation.
- Educate homeowners and builders about the advantages of including the "visitability" concepts in new homes.
- The Village should promote Brown County's Housing Rehabilitation Loan Program and other government-backed loan programs for the rehabilitation of owner-occupied and rental units and down payment assistance for low-moderate income residents.

CHAPTER 6

Utilities and Community Facilities

Introduction

When someone chooses to live, work, or play in a municipality, there may be multiple reasons why they choose a certain community. The reasons can vary from low taxes to quality of services to personal or professional financial situations. What municipalities have found when it comes to attracting and retaining people and business is a healthy balance of efficiency and effectiveness of the public services provided is an important factor. This requires municipalities to invest responsibly in their services to ensure that the current needs of its residents are being met while maintaining long-term financial sustainability.

Historically, the services offered by the Village of Ashwaubenon have been attractive to many new homebuyers, developers, and businesses. Subdivisions continue to be developed within the Village like the Highland Ridge Estates subdivision and businesses continue to invest in their properties increasing the quality of services and products they provide to the community. The quality of services offered by the Village of Ashwaubenon is highlighted by just how many people work, live, and play within the Village. As previously noted, maintaining an effective balance between cost of service and quality of service is essential for any municipality and Ashwaubenon is no different.



Regular analysis of services offered by the Village is something that is routinely reviewed and can include investing in a new service, updating an existing service, or terminating an unnecessary service, whatever is the most applicable to the current situation. It is important that the Village remains fiscally responsible while also ensuring that its services continue to meet the expectations of its businesses and residents. The analyses and recommendations listed in this chapter of the Village of Ashwaubenon Comprehensive Plan highlight the current services offered by the Village while also providing general guidance regarding potential municipal service improvements.

Challenges and Opportunities

Challenges associated with a municipality's utilities, facilities, and other public services are typically associated with the growth of a community and age of the infrastructure/services. As the population changes, so does the need for the facilities/services offered. Additionally, as the inventory and equipment of the services age, they generally become less efficient and effective and often require review and replacement. Identifying these challenges can vary drastically depending on the community. The Village of Ashwaubenon serves a unique population with approximately 17,000 residents in the Village but a typical daytime population of roughly 36,000 due to the number of employment centers within the Village. Additionally, major event venues like Lambeau Field (bordered by Ashwaubenon on three sides), the Resch Center, and Resch Expo can swell the Village population to over 150,000 depending on the event. Having facilities and services that can handle a population fluctuation of over 100,000 people creates a unique task for a municipality to handle. While these aspects certainly increase the challenges that the Village faces, it also creates opportunities for the Village to grow as the number of people who work, live, and visit Ashwaubenon increases every year. These challenges result in providing the Village with growth opportunities to provide quality levels of services and facilities to its community members.

Inventory and Analysis

This section of the Utilities and Community Facilities Chapter provides detailed information about the Village of Ashwaubenon's utilities, facilities, and other community services and recommends actions to address identified concerns or issues.

Water and Sewer

The Village of Ashwaubenon is responsible for the operation and maintenance for both the water and sewer services that are provided to the community. As highlighted in Chapter 22 of the Village Code focused on Utilities, the Village of Ashwaubenon maintains the water and sewer system by partnering with Green Bay Water Utility for potable water and NEW Water, formerly the Green Bay Metropolitan Sewer District, for sewer service. Through Chapter 22, the Ashwaubenon Water and Sewer Utility manages and maintains the water infrastructure in Ashwaubenon. To properly review these services, it is important to recognize that while they transport a very different product, they operate in similar ways.

In reviewing potable water, the Village of Ashwaubenon wholesale purchases water from the Green Bay Water Utility, which also sells potable water to the Town of Scott, Village of Hobart, and Village of Wrightstown. This partnership provides community members with affordable clean water. To transport the water to individual homes and businesses, the Ashwaubenon Water and Sewer Utility operates and maintains a vast network of equipment including a main pumping station, four emergency backup well facilities, two elevated storage facilities, 125 miles of transmission and distribution main, 2,500 valves, and 1,300 fire hydrants.



The Ashwaubenon Water and Sewer Utility additionally maintains the sanitary sewer system within the Village. The Sewer Utility maintains four lift stations and approximately 110 miles of sewer main and manholes within the Village. Wastewater is transported through these mains to NEW Water, formerly known as the Green Bay Metropolitan Sewage District. In addition to the Village of Ashwaubenon, NEW Water serves community members from 14 different municipalities ranging from the City of Green Bay to rural municipalities such as the Town of Pittsfield and Town of Scott. Sharing services among multiple communities helps to consolidate resources thereby lowering the overall investment that a community may need to make to have an efficient water and sewer system.

Like many municipalities, the equipment used by the Village of Ashwaubenon has aged overtime and is starting to need replacement. As a result, the Village of Ashwaubenon has developed a Capital Improvement Plan (CIP) to repair and improve the infrastructure. The CIP strategically pairs street improvements, such as street reconstruction, with other projects within the Village. By doing so, the Village can limit the amount, and duration of, road closures, making it more cost effective and efficient for impacted residents and businesses. It should be noted that the CIP serves as guidance on prospective projects, not required projects and is not an exact schedule. This is due to the unpredictable expenses that may arise, such as emergency water main or culvert issues that require immediate action to be taken by the Village. The CIP is reviewed regularly by the Public Works Department staff. As water and sewer are some of the most important services used by a community, the Water and Sewer Utility should continue to update the Capital Improvement Plan to identify the biggest threats to infrastructure, the areas in most urgent need of replacement, and prevent issues from occurring all while ensuring that the improvement process remains fiscally sustainable. As infrastructure ages and equipment needs to be replaced, it is critical for the Village of Ashwaubenon to take a proactive approach to address these concerns before they become a problem by following the CIP.

Figure 6-1

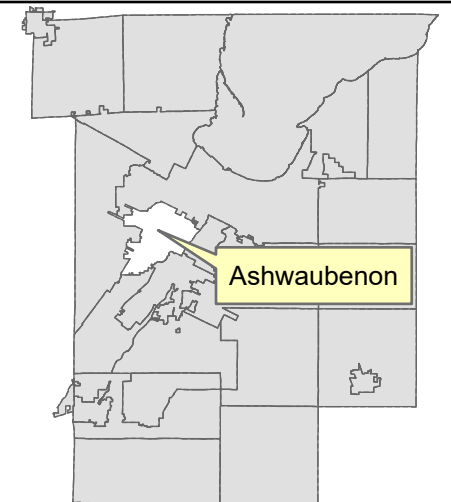
Sanitary Sewer System

- Sanitary Sewer Mains
- Sanitary Sewer Lift Stations
- NEW Water Sanitary Mains



0 500 1,000 2,000 3,000 4,000 Feet

Map Prepared: 10/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI

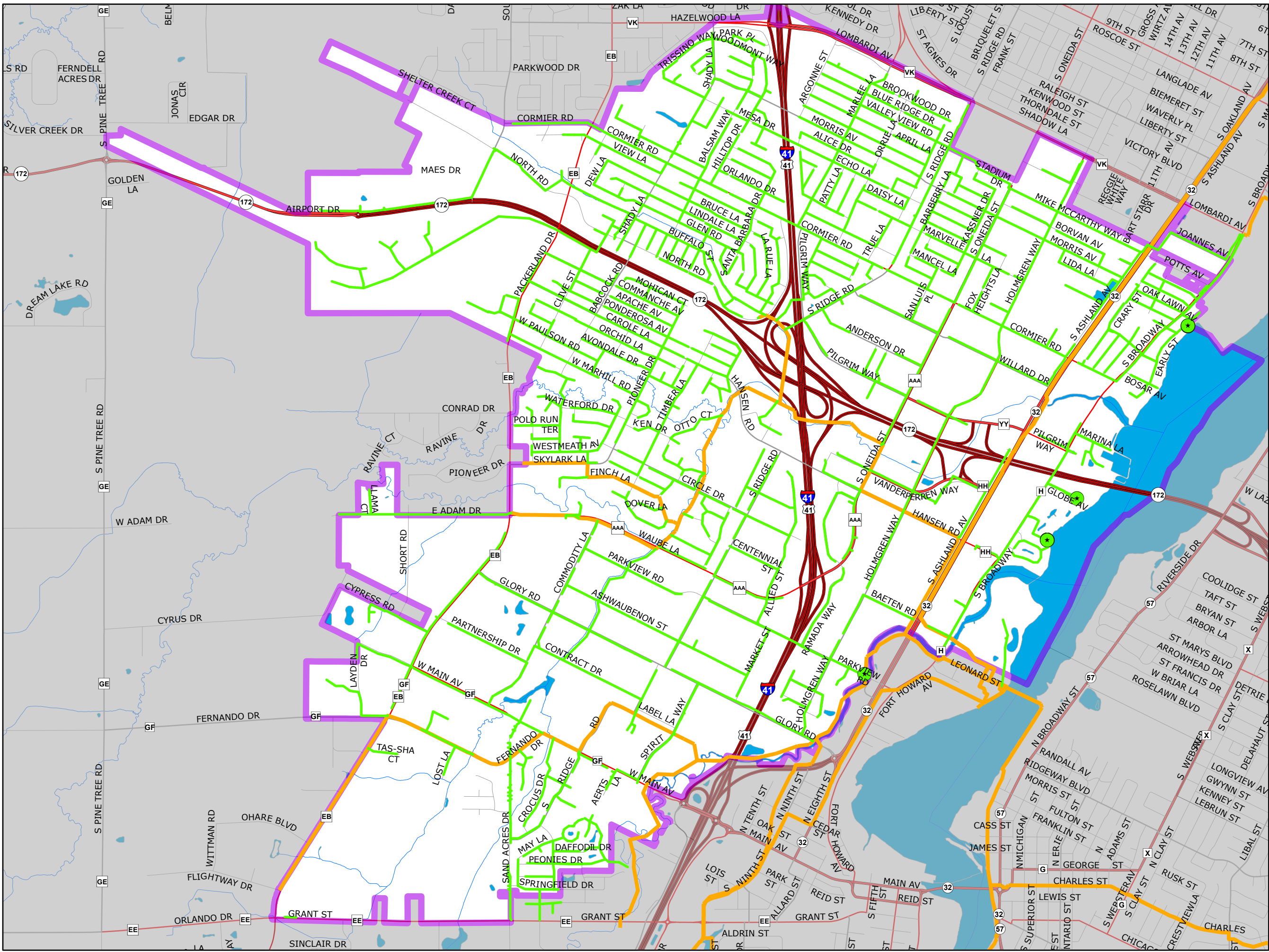


Figure 6-2

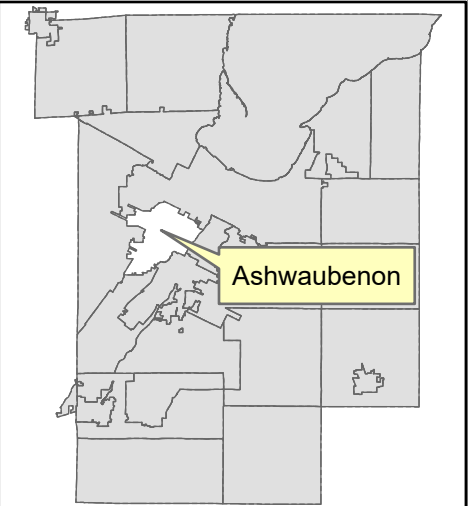
Water Distribution System

- Water Mains
- Water Towers



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Map Prepared: 10/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI

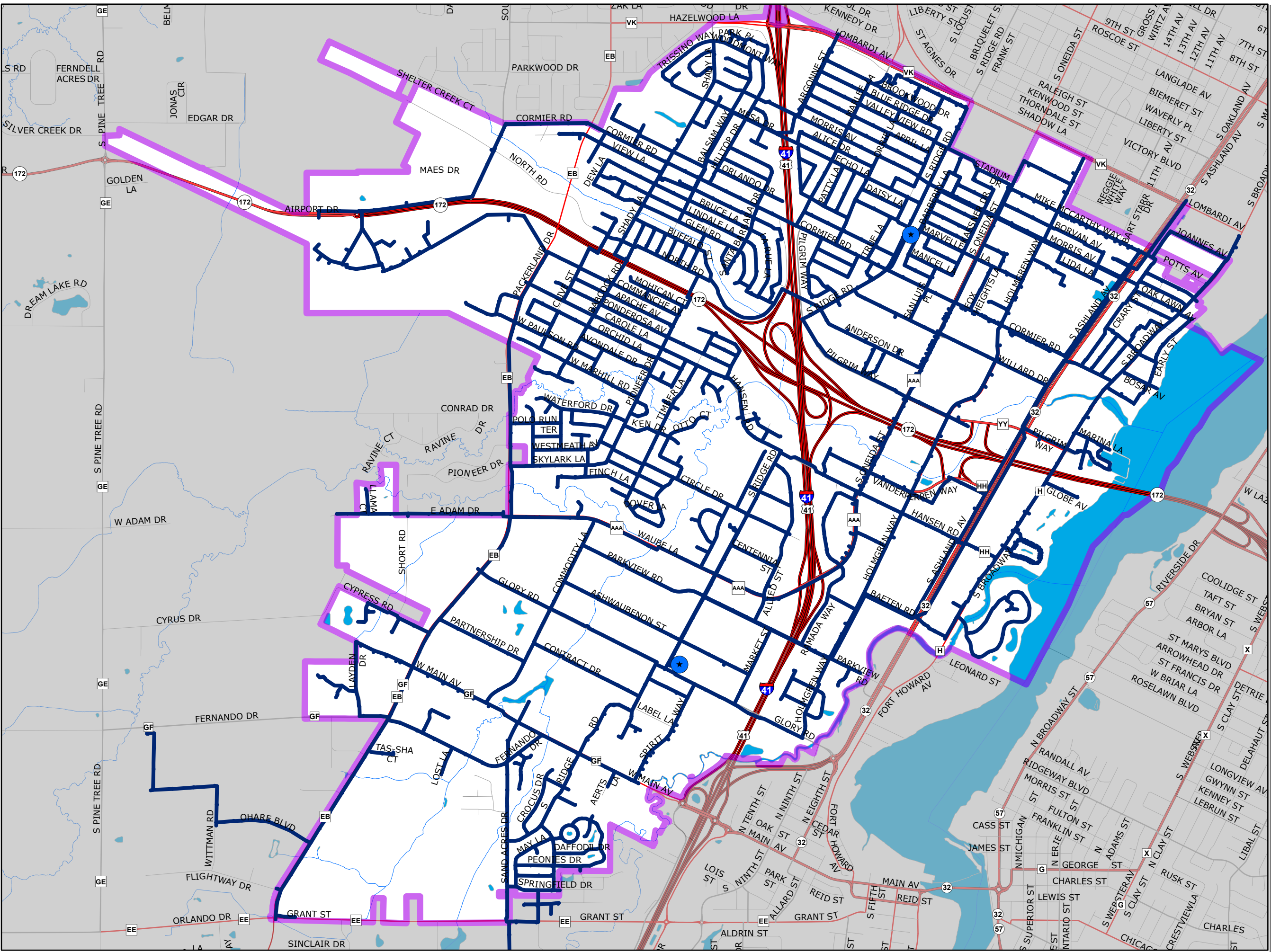


Figure 6-3

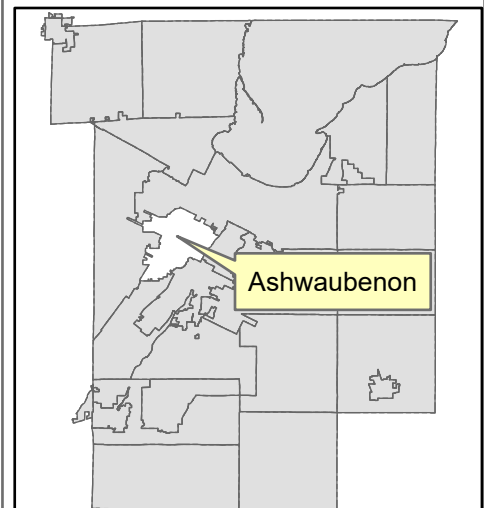
Storm Sewer System

Storm Sewer Mains

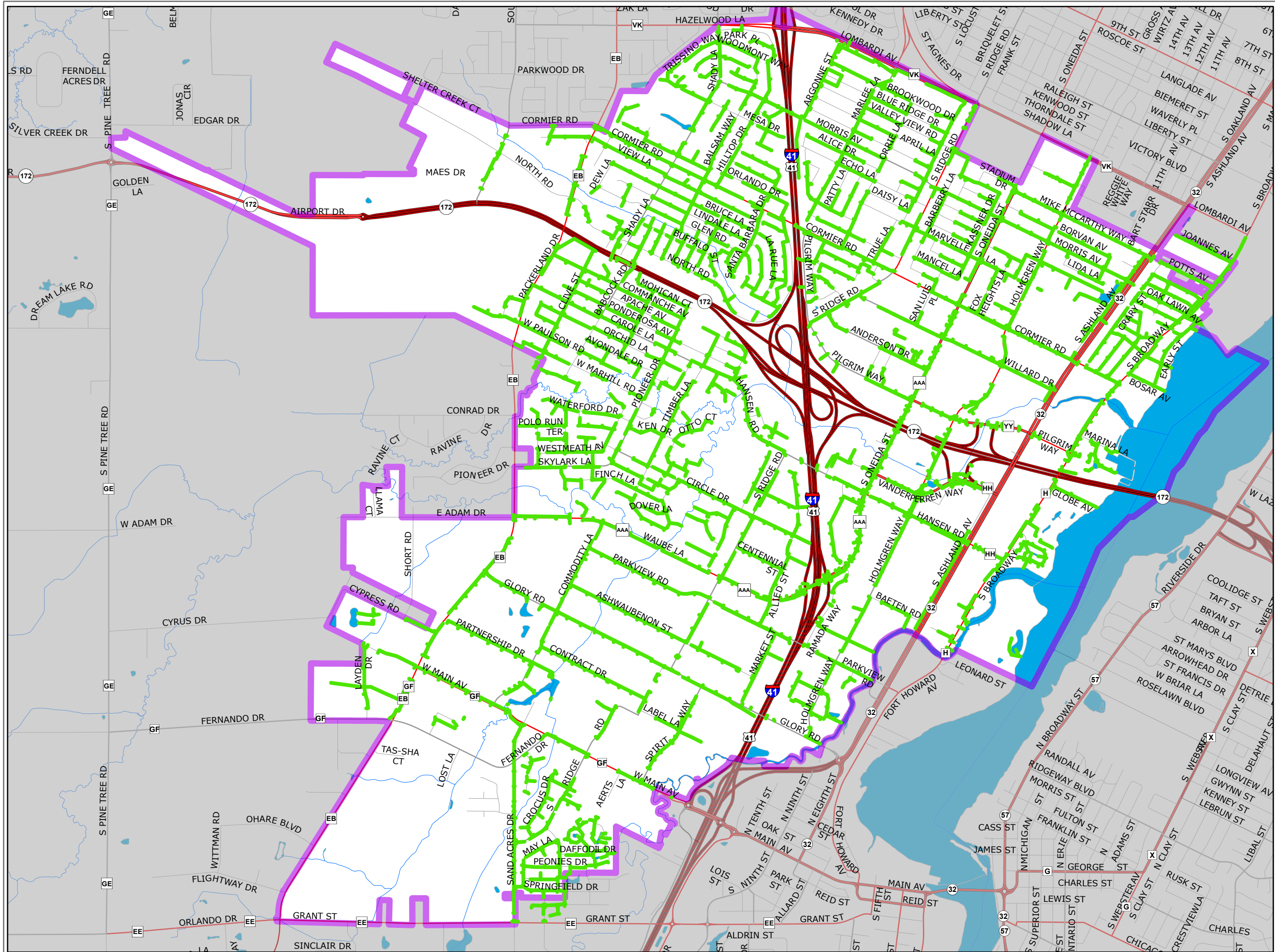


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Map Prepared: 10/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI



Solid Waste Disposal and Recycling

Solid waste collection, disposal, and recycling collection are services that are typically provided by municipalities or by private contractors who are contracted through municipalities. The Village of Ashwaubenon Public Works Department collects garbage and recycling for Village residents and transports it to appropriate facilities for proper disposal. Brown County currently administers solid waste disposal via a cooperative agreement among Brown County, Outagamie County, and Winnebago County with a waste transfer station being located at 3034 W. Mason Street in the Village of Hobart. Brown County additionally administers the recycling facility and Hazardous Material Recovery facility, both of which share a location at 2695 S. Broadway in the Village of Ashwaubenon.

As it pertains to waste collection, the Village of Ashwaubenon also offers multiple other services through the Public Works Department including but not limited to, large item pick-up, fall leaf pick-up, and spring yard clean-up. These items are transported to the appropriate facilities for disposal. As the Village of Ashwaubenon continues to develop and grow, the Village should continue to participate in partnerships with Brown County and their partners to ensure that solid waste disposal and recycling services are being met. To accomplish this, the Village of Ashwaubenon should continually review equipment and services to ensure that solid waste disposal and recycling along with other municipal services operate effectively and efficiently and make the appropriate improvements if necessary. As the Village grows south of West Main Avenue, it will be important to review routes and ensure adequate staffing and equipment is available to meet the needs of the area.

Stormwater Management

Stormwater Management is a subject relatively new to the field of government as research conducted and legislation created in the 1980s highlighted the importance of stormwater management and nonpoint source pollution control. Nonpoint source pollution is extremely challenging to pinpoint because it is transported through air and water, meaning that it can collect and travel to a contaminated site from an unknown location. Sources of nonpoint source water pollution can include, but are not limited to, farm fields, construction sites, lawns, and other locations where fertilizers are applied, or bacteria can collect. In order to help limit this contamination, governments at the federal, state, and local level have implemented regulations to help lessen the impact of these pollutants. The overarching agency tasked at the state level of enforcement/research is the Wisconsin Department of Natural Resources (WDNR).

The WDNR has divided the State of Wisconsin into 24 basins or Water Management Units. The WDNR extends further divides the basins into Watersheds and Sub-Watersheds. The WDNR handles the majority of the regulations and research regarding stormwater management while requiring local municipalities to administer and enforce the regulations.



The Village of Ashwaubenon is in a unique location for stormwater management. This is due to the Village being located within the Lower Fox River Basin which includes six total watersheds, that range from Neenah in the south to the Bay of Green Bay in the north. Three of the major watersheds include Ashwaubenon, with four sub-watersheds provide the primary drainage for stormwater runoff. The four sub-watersheds include Duck Creek, Ashwaubenon Creek, Dutchman Creek, and the Fox River. Although they include Ashwaubenon, all four watersheds extend far beyond Village limits.

Every two years, Section 303(d) of the federal Clean Water Act requires states to publish a list of all surface water bodies not meeting water quality standards. The current status of all four sub-watersheds that include portions of Ashwaubenon is indicated in the following table:

Sub-Watershed	Water Condition (303d)	Explanation	Pollutants of Concern
Ashwaubenon Creek	Impaired	Contaminated sediment, point and non-point source pollution	Total phosphorus and total suspended solids
Duck Creek	Impaired	Contaminated sediment and non-point source pollution	Mercury, total suspended solids, and total phosphorus
Dutchman Creek	Impaired	Non-point source pollution	Ammonia and total phosphorus
Fox River	Impaired	Contaminated sediment, point and non-point source pollution	Total phosphorus and Polychlorobiphenyls (PCBs)

Due to the impaired status of its surface waters, it is important for the Village of Ashwaubenon to maintain an effective stormwater management system to limit pollutants being added to the waterways and also to allow proper drainage in the Village. In 2021, the Village of Ashwaubenon contracted with McMahon Associates Inc. to prepare a Municipal Separate Storm Sewer System (MS4) Program report. The detailed report reviews numerous aspects of stormwater management including but not limited to education/outreach, system overview, public involvement, opportunities for stormwater control, and an implementation plan. The report provides an excellent framework and information for the Village of Ashwaubenon when addressing stormwater management.

In order to maintain the storm water system, the Village of Ashwaubenon administers its storm water utility under Chapter 22 of the Village Code. This code highlights the requirements and practices necessary to ensure the storm water system operates in a fair, equitable, and effective manner. This code covers the practices from fee assignments to administering/enforcing the ordinance through permits and code enforcement. As new development and redevelopment occur, the Village will need to ensure stormwater system maintenance and improvements to continue progress toward meeting the surface water goals of the Clean Water Act.

Parks, Recreation, and Forestry

The Ashwaubenon Parks, Recreation, and Forestry Department operates out of the Ashwaubenon Community Center which is located at 900 Anderson Drive. The department operates and maintains 21 parks and over eight miles of recreational trails spread strategically throughout the Village, which are utilized by residents and visitors alike. Amenities within the parks include common features such as playgrounds and picnic areas while also including uncommon amenities such as the swimming beach at Ashwaubomay Lake or the multiple sporting venues located at the Ashwaubenon Sports Complex.

The Village of Ashwaubenon Parks, Recreation, and Forestry Department administers a Comprehensive Outdoor Recreation Plan (CORP) that is updated every five years. The updated plan ensures the document reflects current outdoor recreation goals and objectives of the Village, identifies outdoor recreation projects, and maintains eligibility to the Village for grant programs administered through the State of Wisconsin. The plan



includes the various goals, objectives, and potential projects towards improving and maintaining Village parks. The CORP is used to guide the Village in making decisions related to improvements in park and recreational opportunities in the Village, similar to that of the Village Comprehensive Plan.

It is worth noting that some of the projects highlighted in the 2020 CORP have either already been completed or are currently in the construction/planning phase of development. This includes the completed pedestrian and bicycle bridge that crosses Ashwaubenon Creek and connects Ashwaubomay Park to the extended Ashwaubomay River Trail. Additionally, plans have been approved and construction has started at the Cornerstone Community Center where a fourth sheet of ice will be added making it a premier destination for hockey and other skating events in the Midwest.

As of writing in 2024, the department is actively undertaking an update to the CORP, which is expected to be adopted in 2025. The 2025 CORP and future updates to the CORP should be utilized as a reference when identifying and addressing concerns or updates regarding Ashwaubenon's parks and recreation programs. As Ashwaubenon continues to grow and redevelop, it is important that the Village continues to invest in its parks, trails, and recreation programming, such as the planned West Main Avenue Trail extension. The Village will need to continually review its population trends, particularly as the community ages, to ensure park and recreation facilities and programming continue to meet the needs of its residents and visitors.

Telecommunications

Private companies provide fee-based telecommunication services to community members of the Village of Ashwaubenon. These services include but are not limited to landline and wireless services for telephone and Internet access. As wireless service continues to improve, many businesses and community members have shifted away from landlines. As wireless options become increasingly important for telecommunications, the need for additional wireless infrastructure to support the demand will accordingly increase. The Village will need to work within the confines of Wisconsin 2013 Act 20, which sets strict limits on how local units of government may regulate wireless telecommunications towers, to work with providers to most appropriately site new wireless towers and collocated equipment.

Power Generation

Electricity and natural gas are provided to the Village of Ashwaubenon by Wisconsin Public Service Corporation (WPS) which is a fully owned subsidiary of WEC Energy Group. The electricity and natural gas supply in the Village of Ashwaubenon has more than adequate capacity to provide services for the entire Village. Additionally, the Village of Ashwaubenon is home to the Training Center for WPS and WE Energies, another subsidiary of WEC Energy Group. This site serves as a muster point for electrical crews during critical situations such as damaging storms or significant power failures in northeast Wisconsin. The Village of Ashwaubenon continues to maintain a strong partnership with WPS and WEC Energy Group. As the Village continues to develop, WPS should continue to be informed of present projects and future plans to ensure that gas and electricity needs can be met in an efficient manner.

Cemeteries

There are three cemeteries located in the Village of Ashwaubenon. The Moravian Cemetery and St. John's Cemetery are located on the north side of the Village, and the Mount Calvary Cemetery is located on the south side of the Village. Each cemetery is operated privately by either a non-profit or private religious institution. Community members also rely on other local cemeteries and venues located in neighboring municipalities in the Greater Green Bay Area for burial sites and celebration of life services. As the Village does not own or maintain cemeteries or celebration of life venues, additional demands should continue to be addressed by the private and non-profit sectors in the future.

Figure 6-4

Ashwaubenon Village Parks

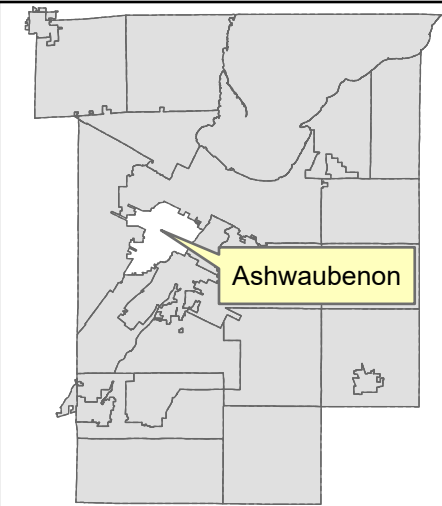
Park Land

- 1. Argonne
- 2. Canterbury
- 3. Skyline
- 4. Mike Vann
- 5. Fort Howard
- 6. Bill Diamond
- 7. Element
- 8. Lois Aubinger
- 9. Gillis
- 10. Sherwood Forest
- 11. Packerland Trailhead
- 12. Smith
- 13. Veterans Memorial
- 14. Klipstine
- 15. Dutchmans Creek Conservancy
- 16. Pioneer
- 17. Waterford
- 18. Hidden Valley
- 19. Ashwaubomay
- 20. West Main Trailhead/
Industrial Park Trail
- 21. Ashwaubenon Sports Complex/
Cornerstone
- 22. Sand Acres

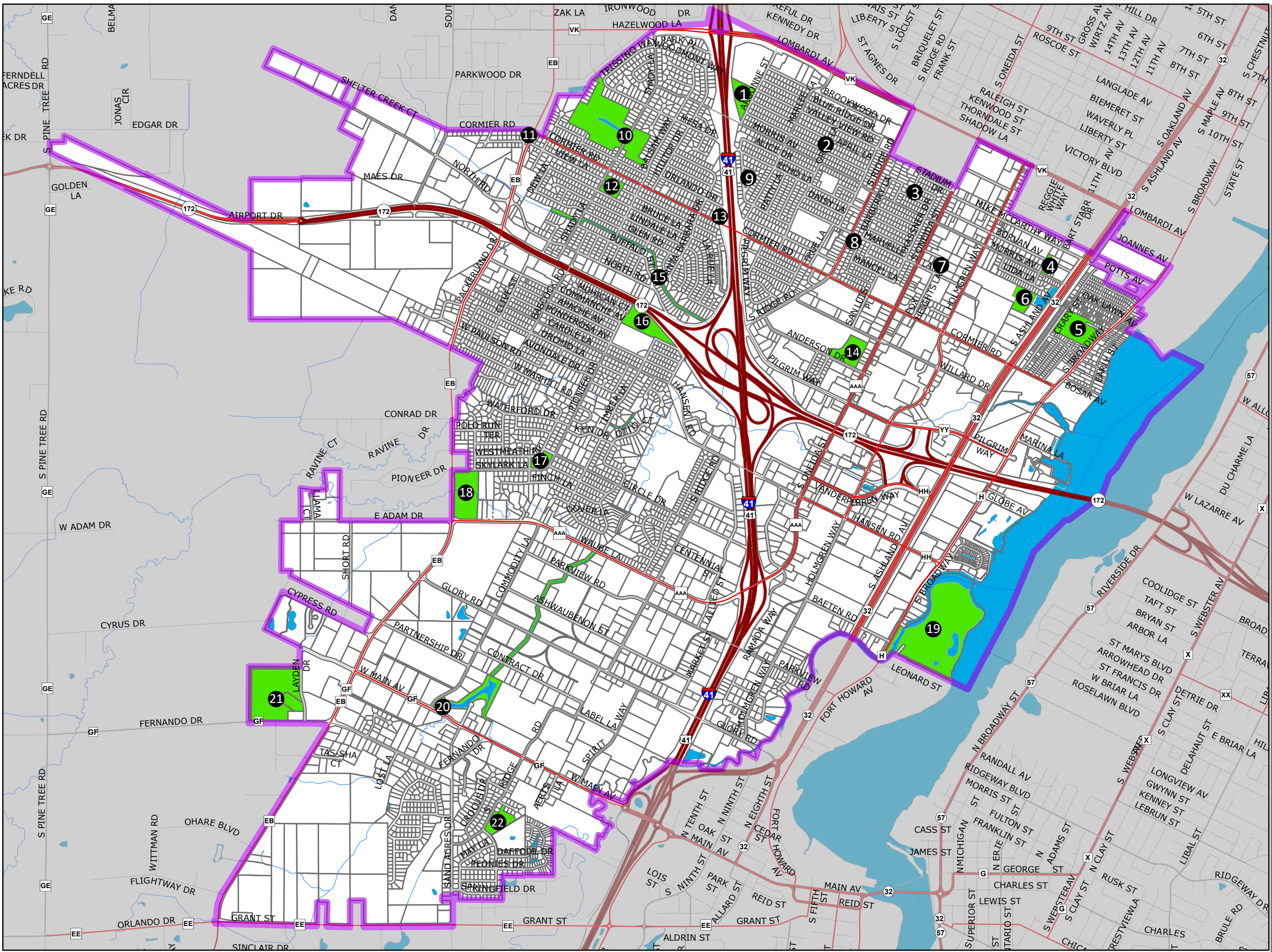


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Map Prepared: 11/2024 AMS
Source: Village of Ashwaubenon

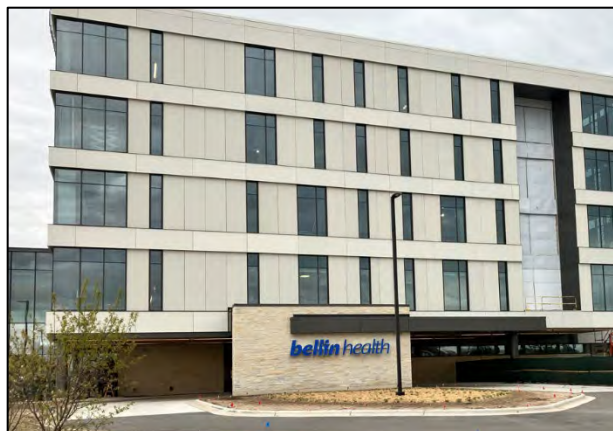


Brown County, WI



Healthcare

As the Village of Ashwaubenon continues to develop, so do the healthcare services within the Village and the greater Green Bay area. Currently, three healthcare provider networks (Emplify Health, Prevea Health, and Aurora Health Care) serve Ashwaubenon community members and visitors in facilities ranging from health clinics to urgent care to specialized care and surgery centers. Within the past seven years, Emplify (formerly Bellin Health) has added Titledown Sports Medicine and Orthopedics, the Ambulatory Surgical Center, and a new youth and adolescent clinic in partnership with Childrens Hospital Wisconsin opening in Spring 2025 within the Village of Ashwaubenon. Additionally, the Emplify Commanche Clinic has undergone complete renovation. Emergency hospital care is available within the Greater Green Bay Area at St. Mary's Hospital, St. Vincent Hospital, Emplify (Bellin) Hospital, and Aurora BayCare Medical Center.



Current healthcare facility levels successfully serve the Village of Ashwaubenon providing quality care to Village community members and visitors. As the Village of Ashwaubenon continues to develop, additional facilities will likely need to be developed and should be encouraged to develop within the Village of Ashwaubenon to best serve residents and visitors.

Elderly Care

Currently, there is only one elderly residential facility located within the Village of Ashwaubenon. Woodside Senior Communities operates a comprehensive senior residential facility ranging from independent living to nursing home care between Anderson Drive and Pilgrim Way near Ashwaubenon High School. There is currently one affordable independent senior (55+) apartment development at The Berkshire-Ashwaubenon on Mike McCarthy Way, and a market-rate active adult (55+) housing apartment development (The Promenade) under construction on San Luis Place, which should open in Summer 2025. Considering the general aging of the population, increased levels of elderly care will likely be needed into the future. New elderly care facilities should be located in areas of the Village that have multiple activity options and excellent emergency response times for its residents.

Child Care

Childcare in the Village of Ashwaubenon is administered through private and non-profit groups with multiple state-licensed facilities operating within the Village of Ashwaubenon and even more in the Greater Green Bay Area. Even with a number of childcare facilities located within the Village of Ashwaubenon, childcare continues to be high in demand in the area with few places having openings. The Village of Ashwaubenon should encourage additional childcare providers to locate in the Village to accommodate the needs of working parents and support its businesses and industries.

Public Safety

Emergency services are vital to the safety and security of a community. To be able to live, work, and play in a healthy and safe way, it is essential for a local government to provide emergency services to the community whether that is through their own staff or by contracting with another agency or municipality. The Village of Ashwaubenon Department of Public Safety serves community members 24 hours a day throughout the year working to provide the highest quality Police, Fire, and Emergency Medical Services to the community. This service continues to adapt as the community grows.

As of 2024, the Department of Public Safety (APS) has an authorized staff of 56 Public Safety Officers (PSOs) who are supplemented by 18 Paid on Call Firefighters and 12 Non-Sworn Personnel. The Ashwaubenon Department of Public Safety is only one of two fully cross-trained department in the State of Wisconsin and one of the few across the

nation where all Public Safety Officers are certified as a law enforcement officer, firefighter, and emergency medical technician/paramedic. Public Safety Officers generally work a 24 hour shift similar to a typical fire department with 48 hours off between shifts. During the 24 hour shift, APS officers work for 8 hours as a law enforcement officer and 16 hours as primary fire/EMS response staff. They are supplemented by a group of night shift 'police only' officers who work an 8-hour shift on a 6 day on/3 day off rotation. The police only officers are most commonly newly hired officers that are in the process of cross training for a 24-hour assignment.



Within the Department of Public Safety, PSOs can serve in specialized assignments such as field training officers, school resource officers, canine handlers, investigators, and direct enforcement officers, among others. Additionally, PSOs have opportunities to serve on multi-jurisdictional teams including the Brown County Emergency Response Team, Crisis Negotiation Team, Mobile Field Force Team, the Brown County Drug Task Force, and the Brown County Mutual Aid Box Alarm System (MABAS #112). The Department of Public Safety additionally supports and participates in several community programs and services including Crossing Guards, Public Safety Citizens Academy, Volunteers in Police Service, Cadets, DARE, and Neighborhood Watch.

Like many communities across the nation, Ashwaubenon has experienced an increase in calls for service in police, fire, and particularly EMS over the past few years. It is recommended that the Village continues to review the staffing and equipment levels to ensure that Village resident, business, and visitor needs are being met. Ashwaubenon Public Safety works to provide the most effective and innovative services for the Village of Ashwaubenon by embracing technology and continuing to build relationships with the community following their values of Integrity, Proficiency, Respect, Excellence, and Accountability.

Police Service

The Ashwaubenon Department of Public Safety Patrol Division and Police Services operate out of Village Hall located at 2155 Holmgren Way in the Village of Ashwaubenon. While the majority of Public Safety Officers work in police, fire, and emergency medical services all in one shift, the busiest part of their shift is typically law enforcement. Officers patrol the entire Village, handling roughly 18,000 calls for service each year. In addition to serving the Village of Ashwaubenon, the Department of Public Safety also has mutual aid agreements with neighboring agencies including but not limited to the Green Bay Police Department, Brown County Sheriff's Department, De Pere Police Department, and the Wisconsin State Patrol.

Fire Services

The Ashwaubenon Department of Public Safety provides fire service utilizing a combination of full-time and paid-on-call staff to respond to calls for service within the Village of Ashwaubenon and staff some of the many special events that are hosted within Village limits. Public Safety officers on a fire shift operate out of two stations with full-time staff operating from Station 1 which is located at 2155 Holmgren Way and paid-on-call staff operating at Station 2, which is located at 1310 Pioneer Drive on the west side of Ashwaubenon. Ashwaubenon Public Safety full-time personnel always maintain a crew to sufficiently cross-staff a paramedic ambulance or a four-person engine company at Station 1. When dispatched, paid-on-call staff respond from their homes or place of business to Station 2 and then take the appropriate apparatus to the scene of the call.



Ashwaubenon Public Safety participates in the Fox River Fire District, an auto aid agreement with Green Bay Metro Fire Department, De Pere, Hobart, Bellevue, Lawrence, Ledgeview, Greenleaf, Wrightstown, and Morrison departments where a pre-programmed response from participating agencies will respond to structure fires within the district. Ashwaubenon Public Safety also serves as a member of Division 112 of the Mutual Aid Box Alarm System (MABAS), which is an inter-state mutual aid consortium that allows for organized responses to major fire and EMS incidents. Division 112 covers all of Brown County.

Emergency Medical Services

The Ashwaubenon Department of Public Safety Emergency Medical Services Division partners with the City of De Pere Fire Department in providing Emergency Medical Services to the Village of Ashwaubenon. The City of De Pere Fire Department provides emergency medical services areas of the Village of Ashwaubenon south of W. Main Avenue with Ashwaubenon Public Safety providing the services for the remainder of the Village. Additionally, the Village of Ashwaubenon partners with Eagle III, Thedastar, and Flight for Life whenever emergency helicopter transports are necessary. The Ashwaubenon Department of Public Safety is committed to providing the highest level of service in the most efficient manner to the many people who live, work, and visit the Village each year.

Libraries

The Brown County Library System serves residents, community members, and visitors throughout Brown County. The system operates nine individual branch libraries spread strategically throughout the county. The Village of Ashwaubenon Branch of the library is currently located at 1060 Orlando Drive. However, the Ashwaubenon Branch Library will be moving to the southeast corner of Cormier Road and San Luis Place as part of The Promenade redevelopment. With an anticipated opening date in July of 2025, The Promenade will offer housing to residents ages 55 and up and promote an active lifestyle with amenities including pickleball courts, a heated outdoor pool, wellness and fitness center, golf simulator. Although part of the overall building, the Ashwaubenon Branch of the Brown County Library will be a separate condominium unit of the development with separate secure entrances, book drop-off lane, and interior/exterior programming areas. This project will not only bring residents to the library, but the change in venue will make the library more accessible to community members with the location being less than one block north of Oneida Street facing Cormier Road, both of which are major thoroughfares in the Village of Ashwaubenon. The library will be 16,500 square feet and will incorporate modern design techniques that will add great value and interest to the library and to the Village of Ashwaubenon. The entire project was conceptualized and created through strong partnerships among Woodside Senior Communities, Brown County Board of Supervisors and Executive, Brown County Library Board, and the Village of Ashwaubenon. The Village of Ashwaubenon should continue to maintain these partnerships to ensure that the library in its new location continues to serve as an accessible resource for the community.



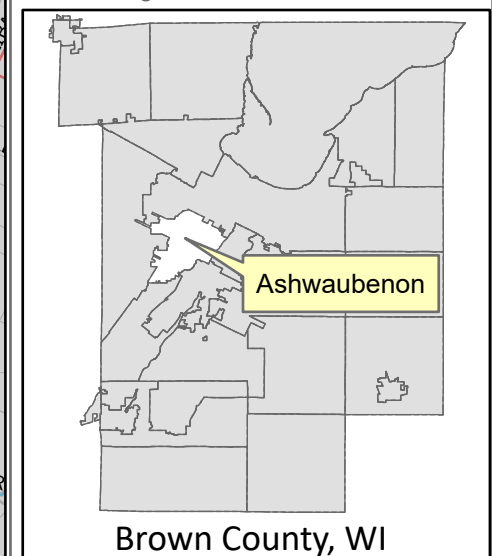
**Figure 6-5
Public Facilities**

1. Village Hall Administration
2. Public Safety Offices & Station #1
3. Public Works Garage
4. Community Center/Parks Office
5. Public Safety Station #2
6. Cornerstone Ice Center
7. Capital Credit Union Park Stadium
8. Ashwaubomay Lake & Chalet
9. Ashwaubenon Creek Pedestrian Bridge
10. Ashwaubenon Branch Brown County Library
11. Ashwaubenon High School Performing Arts Center Community Pool
12. Parkview Middle School
13. Pioneer Elementary School
14. Valley View Elementary School
15. Cormier Early Learning Center
16. U.S. Post Office

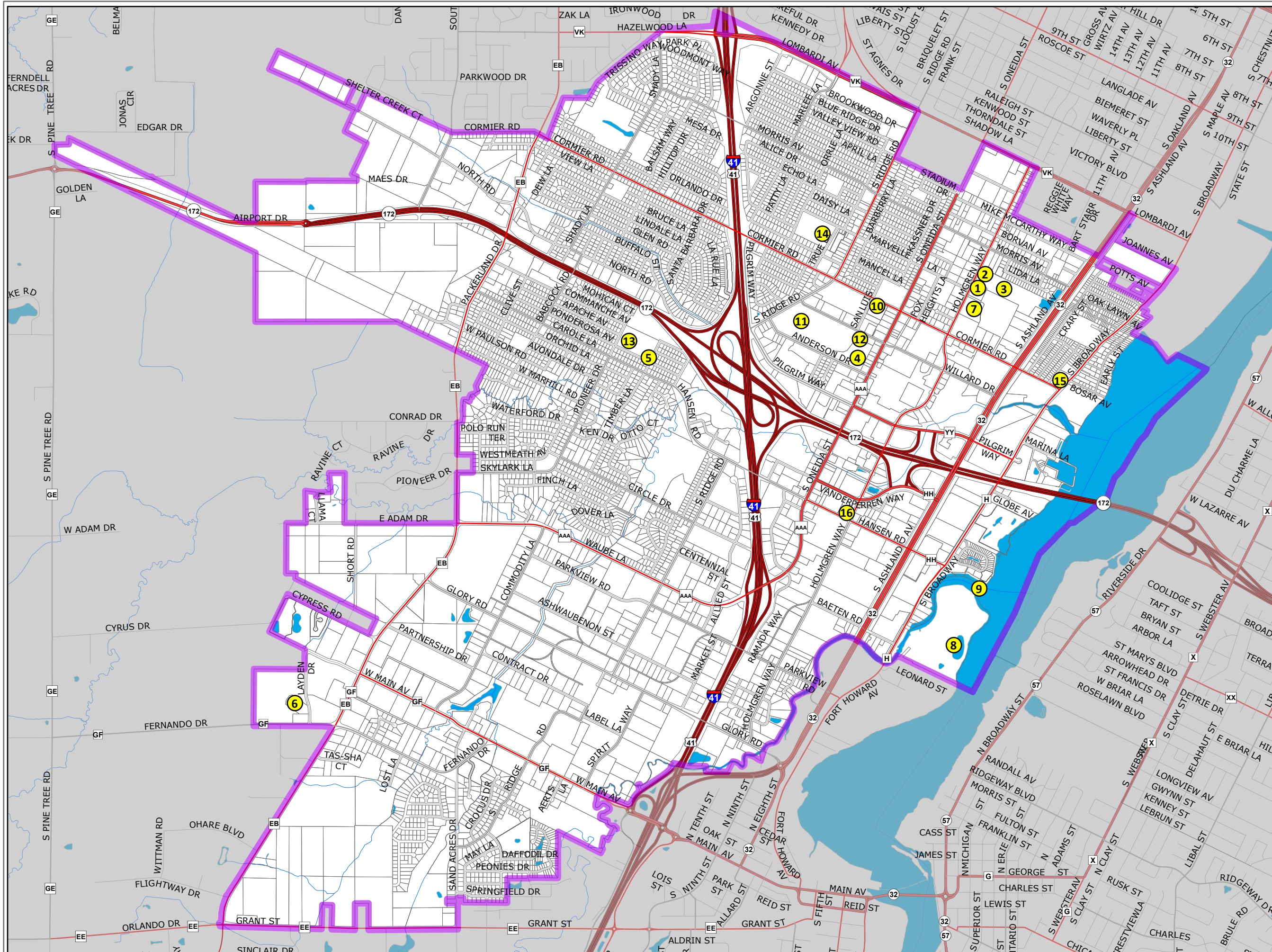


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Map Prepared: 10/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI



Schools

The Village of Ashwaubenon has two public school districts operating within Village boundaries. The majority of residences within the Village fall within the Ashwaubenon School District while residences in the southern part of the Village are within the West De Pere School District. In addition to the public schools, residents in the Village of Ashwaubenon have several options to open enroll their children into one of the several private schools that operate in the Village of Ashwaubenon or the greater Green Bay area.

Ashwaubenon School District

According to data from the National Center for Education Statistics from the 2022-2023 school year, the Ashwaubenon School District has roughly 3,200 students who attend classes each year between the grades of Pre-K and 12th Grade. These age groups are split between five school buildings listed below:

- Cormier School and Early Learning Center (Pre-K, and 4/5 year old Kindergarten Center)
- Valley View Elementary School (Grades K-5)
- Pioneer Elementary School (Grades K-5)
- Parkview Middle School (Grades 6-8)
- Ashwaubenon High School (Grades 9-12)

As the population of the Village of Ashwaubenon as a whole ages, so do the families that reside in the Village. As a result, enrollment from Village residents has declined over recent years while open enrollment for students outside the District has increased. Each year since 2016, over 1,000 non-resident students have open enrolled in the Ashwaubenon School District, highlighting the quality of education that is provided by the school district.



While some municipalities and the local school district may have conflicting agendas, the Village of Ashwaubenon and Ashwaubenon School District have an incredibly strong partnership. The Ashwaubenon School District contracts with the Village of Ashwaubenon for grounds maintenance including lawn care and snow removal throughout the year. Additionally, the Village of Ashwaubenon and Ashwaubenon School District partnered to build the Ashwaubenon Performing Arts Center (PAC) and Ashwaubenon Community Pool, both of which are located at the high school. The PAC serves as the venue for high school theatre and concert events and also hosts many local, regional, and national traveling acts during its seasonal programming. The Ashwaubenon Community Pool is a state of the art eight lane competition pool with two 1-meter diving boards for competitive club and high school swim meets and open/lap swimming. Additionally there is an adjacent warm water pool used for swim lessons, aquatic therapy, and exercise classes. Both pools are heavily used by the high school and community.

These are just two of the many examples of the partnership that the Village of Ashwaubenon and the Ashwaubenon School District have when it comes to operating successfully in partnership. As the needs of the school district change, it is important for the Village of Ashwaubenon to continue its partnership with the school district to provide a high quality and cost-effective opportunity for its students while also balancing the needs of the Village.

School District of West De Pere

According to data from the National Center for Education Statistics from the 2023-2024 school year, the School District of West De Pere enrolled approximately 3,600 students from the City of De Pere, Village of Ashwaubenon, Village of Hobart, Town of Oneida, and Town of Lawrence. The School District of West De Pere operates the following schools:

- Hemlock Creek Elementary School – Located in Town of Lawrence (Grades PK-4)
- Westwood Elementary School (Grades PK-4)

- West De Pere Intermediate School (Grades 5-6)
- West De Pere Middle School (Grades 7-8)
- Phantom Knight School of Opportunity – Charter School (Grade 7-12)
- West De Pere High School (Grades 9-12)

While most of the Village of Ashwaubenon is landlocked and has limited opportunity for further significant residential development, the southwest corner of the Village that falls into the School District of West De Pere is the fastest growing area in the Village with the Highland Ridge Estates Subdivision currently under construction and potentially additional residential development properties south of W. Main Avenue. As new residential development is proposed within the West De Pere School District portion of the Village, it is important that the Village informs the school district as early in the development process as possible so that the district can adequately plan for new growth.

Post Office

The Village of Ashwaubenon Post Office is located at 790 Hansen Rd, Suite E in the east-central portion of the Village of Ashwaubenon. The De Pere Post Office at 123 S. 9th Street is generally closer to residents on the south side of Ashwaubenon. As of 2024, the Village of Ashwaubenon does not have its own zip code, sharing three different zip codes with the City of Green Bay, City of De Pere/Town of Lawrence, and the Village of Hobart/Oneida respectfully. As the Village of Ashwaubenon looks to the future, it is important to keep the post office centrally located and easily accessible to community members.

General Village Government

The Ashwaubenon Village Hall is currently located at 2155 Holmgren Way in the northeastern part of the Village. Historically, all Village services were offered at Village Hall but as the Village grew, the service locations expanded. Currently, the services offered from Village Hall include Administration, Assessor, Community Development, Clerk, Engineering, Finance, Municipal Court, and Public Safety. The Public Works Department, the Water Department, and the maintenance aspect of Parks, Recreation, and Forestry, operate out of Village garage complex on the east side of the property, accessible from Collaer Court. The Parks, Recreation, and Forestry Department administration operate out of the Community Center located at 900 Anderson Drive near Ashwaubenon High School.

In late 2024, the Village of Ashwaubenon hired a consulting firm to conduct a full-scale facility spatial study of Village Hall and the Village Garage. The Village Hall and Garage were built roughly 30 years ago with very limited updates occurring since the initial construction. As the Village has grown over time, so potentially have the needs for Village services. The spatial study will review the current Village Hall and Garage buildings and identify what changes, if any, may be needed to improve the efficiency and effectiveness of how the buildings currently operate. This could include redesign, additions, and/or remodels of the buildings. As Ashwaubenon continues to grow and redevelop, the Village should work to ensure it continues to provide first rate public services to its residents, businesses, and visitors in a cost-efficient and effective manner.



Equally as impactful in providing efficient and effective services to the Village of Ashwaubenon is maintaining a strong team of dedicated employees to provide the high-quality public services to the Village. By providing competitive benefits, offering training and educational opportunities, and having effective equipment, the Village of Ashwaubenon can continue to attract job applicants to vacant positions in the Village. Having the right team can truly lead to the success of an organization. As the Village continues to develop, it will be important to review and maintain an effective and efficient number of employees to ensure Village residents, businesses, and visitors needs and

services continue to be met.

Summary of Recommendations

- Continually review Village services to ensure they are provided in the most cost-effective and efficient means possible, while meeting the expectations of Village residents, businesses, and visitors.
- Review Village utility rates and revenues to ensure they will meet current and future planned capital expenditure requirements.
- Maintain equitable partnerships with NEW Water and the Green Bay Water Utility to provide cost-effective sanitary sewage treatment and potable water provision to Ashwaubenon residents and businesses.
- Continue to evaluate cost-effective potential locations for regional stormwater detention ponds to improve the quality of the Village's surface water features.
- Evaluate efficient routing and adequate staffing/equipment for Village refuse and recycling trucks as new residential areas are developed south of W. Main Avenue.
- Utilize the updated Comprehensive Outdoor Recreation Plan as the basis for the determination of new park and trail locations, existing park and trail improvements such as the West Main Avenue Trail extension, and recreation programming.
- Revise the Village's telecommunications ordinance to meet the requirements of Wisconsin 2013 Act 20 regarding the installation of wireless telecommunications facilities.
- Maintain an open line of communication with Wisconsin Public Service (WEC Energy Group) regarding new development or redevelopment so they can plan accordingly.
- Continue to work with the regional healthcare providers to locate new or expanded facilities within Ashwaubenon.
- Support efforts to expand senior and elderly care facilities within the Village for its generally aging population.
- Encourage the development of childcare facilities within the Village to support its residents and businesses.
- Continue to evaluate the minimum staffing levels, equipment needs, and training efforts within Ashwaubenon Public Safety to continue to meet the needs of Ashwaubenon's residents, businesses, and visitors.
- Work with the Brown County Library System to develop programming and space in the new library supportive of Ashwaubenon residents' needs.
- Maintain the mutually beneficial partnership between the Village of Ashwaubenon and Ashwaubenon School District.
- Ensure the West De Pere School District is aware of existing and planned development within the southern part of the Village.
- When completed, implement cost-effective recommendations from the space study for the Village Hall / Public Safety / Public Works Garage campus.



CHAPTER 7

Natural, Cultural, and Agricultural Resources

In dynamic communities like the Village of Ashwaubenon, planning often focuses on such issues as land use, transportation, and infrastructure. Issues pertaining to natural, cultural, and agricultural resources tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a growing community's plan. However, these resources are critical to the long-term health, vitality, and sustainability of every community. Since these resources also help define a community and strongly affect its quality of life, they must be examined as a part of the planning process.

Because of the vital functions performed by natural, cultural, and agricultural resource features, unplanned urban development into these areas is often inappropriate and should be discouraged. The incompatibility of urban development within natural resource areas, for instance, can be evidenced by the widespread, serious, and costly problems such as failing foundations and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor stormwater drainage.

Significant natural features within the Village include those associated with the Fox River, Dutchmans Creek, and Ashwaubenon Creek and their many tributaries. In order for the Village to sustain these features that make Ashwaubenon desirable to both new and existing residents alike, it must strike a balance between development and the natural environment. This chapter will examine ways to build upon these resources to establish and promote a community identity, while at the same time preserving the land and character that the residents enjoy.



Inventory and Analysis

This section of the Village of Ashwaubenon Comprehensive Plan identifies the natural, cultural, and agricultural resources within the Village, notes current and future issues associated with each resource, and proposes actions and programs that the Village should undertake to address those issues.

Soils

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In most places little attention is generally given to soils in regard to the location and type of future development. Among the reasons for this is that modern engineering technology can typically overcome most problems associated with soils; however, the financial and environmental costs associated with overcoming certain soil limitations can be prohibitive.

According to the Soil Survey of Brown County, the dominant soil types in Ashwaubenon include Kewaunee Silt Loam (2-6 percent slopes) and Oshkosh Silt Loams (2-6 percent slopes). Both soils are generally well-drained and do not create issues for development. However, there are relatively large areas of somewhat poorly drained soils, including Alluvial Lands along the Dutchmans Creek tributaries, and Manawa Silty Clay Loam (1-3 percent slopes in areas southeast of Lambeau Field, I-41/Waube Lane Interchange, and I-41/Lombardi Avenue Interchange. Manawa Silty Loam Soils are generally very deep, somewhat poorly drained soils formed in clayey till, while alluvial soils are

deposited by surface waters and found along streams, rivers, and in floodplains. Manawa Silty Clay Loams may be indicative of a higher groundwater level in these areas.

Agricultural Lands

Active agricultural lands within the Village of Ashwaubenon account for only 383 acres or 4.65 percent of the land within the Village. The largest contiguous areas of agricultural lands remaining in the Village are located in the far southwestern corner of the Village, northeast of the Packerland Drive (CTH EB)/Grant Street (CTH EE) intersection. Other smaller agricultural areas include individual properties along West Main Avenue (CTH GF) and STH 172 near the airport. Considering the Village of Ashwaubenon is almost completely developed, it can be reasonably expected that the remaining agricultural lands in the Village will likely be developed over the twenty-year timeframe of this comprehensive plan.



Surface Waters

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin Courts and the State Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free" and are held in trust by the WDNR for the public⁴. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty⁵.

Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial or recreational use of navigable waters. The WDNR, as the state agency charged with this responsibility, may do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through statutes authorizing local shoreland zoning ordinances that limit development along navigable waterways. The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual projects in their decisions. In the 1966 Wisconsin Supreme Court Case, *Hixon v. PSC*, the justices wrote in their opinion the following: *"A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever."*⁶

4

https://dnr.wisconsin.gov/topic/Waterways/about_us/whyRegulate.html#:~:text=The%20Public%20Trust%20Doctrine%20protects,trapping%20and%20swimming%20in%20waterways.

⁵ Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

⁶ Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1

Figure 7-1

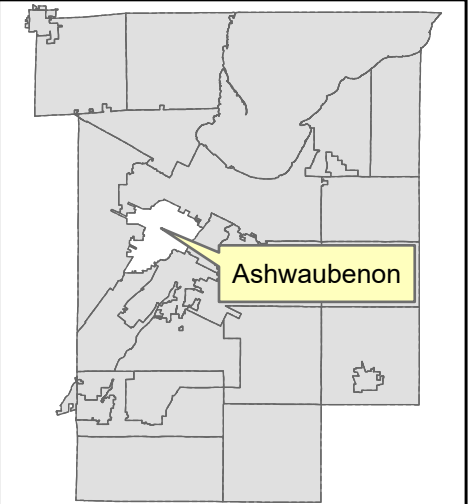
2023 Agricultural Lands

Agricultural Lands

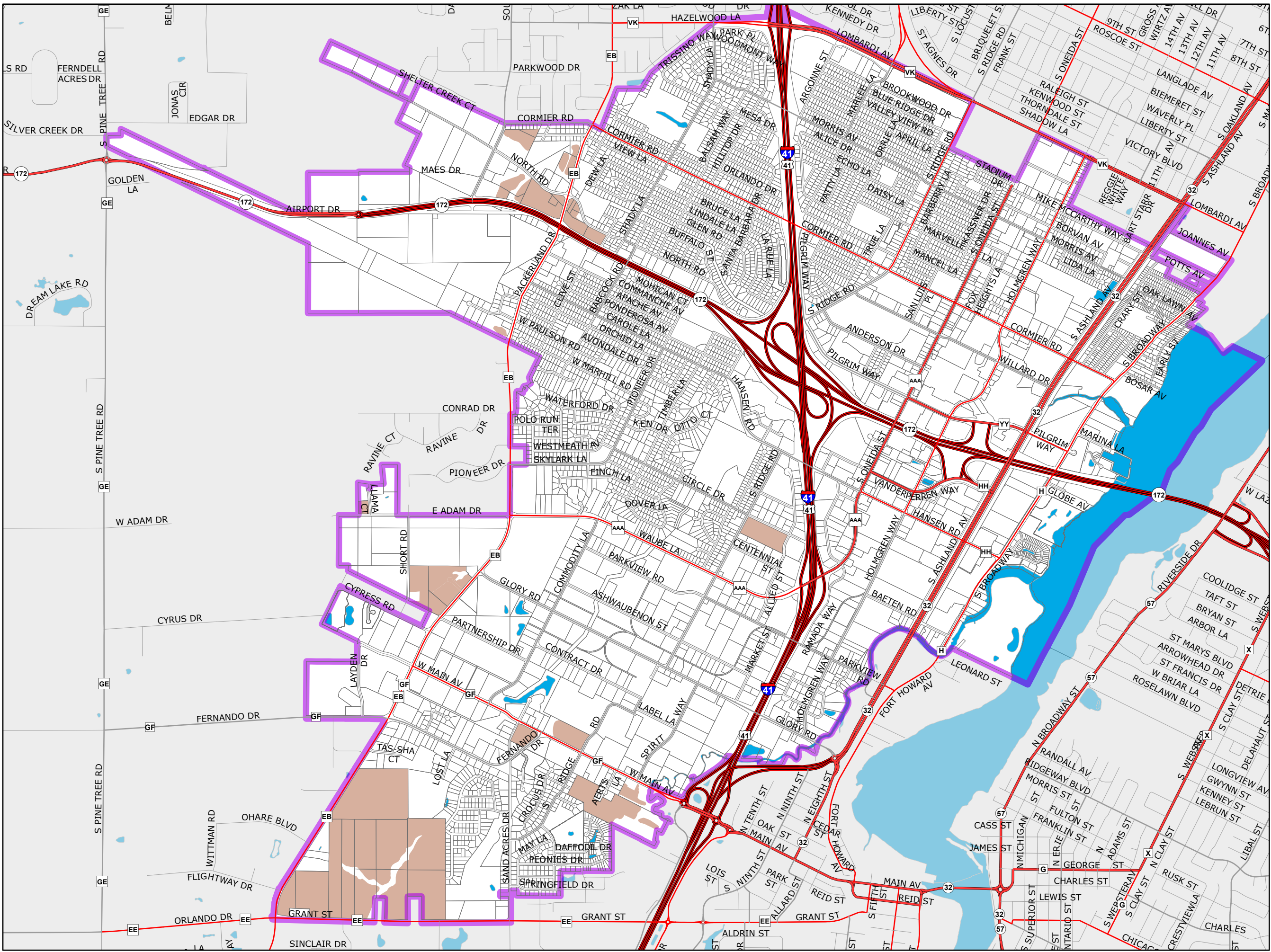


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Map Prepared: 11/2023 AMS
Source: Village of Ashwaubenon



Brown County, WI



Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational and tourism opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. Additionally, surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface water is typically the most important natural resource a community contains.



Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. Such laws range from the commerce clause of the United States Constitution to county shoreland and floodplain zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable”. All lakes, rivers, flowages, ponds, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the Wisconsin Department of Natural Resources (WDNR). According to the WDNR, *“Navigable waterways are defined in Wisconsin law as a waterway that has defined bed and banks, carries enough water to float a canoe on a recurring basis, and needs only to be navigable during spring runoff to be considered navigable.”*⁷ The online [WDNR Surface Water Data Viewer](https://dnr.wisconsin.gov/topic/Waterways/about_us/whyRegulate.html#:~:text=The%20Public%20Trust%20Doctrine%20protects,trapping%20and%20swimming%20in%20waterways) includes a layer that identifies waterways that have a formal navigability determination. Absent a formal navigability determination, waterways should be assumed to be navigable until determined otherwise by the WDNR.

The Village of Ashwaubenon contains three significant areas of surface water, including the Fox River, Dutchmans Creek, and Ashwaubenon Creek. In addition to the named river/creeks, there are several unnamed tributaries to both creeks that extend throughout the Village.

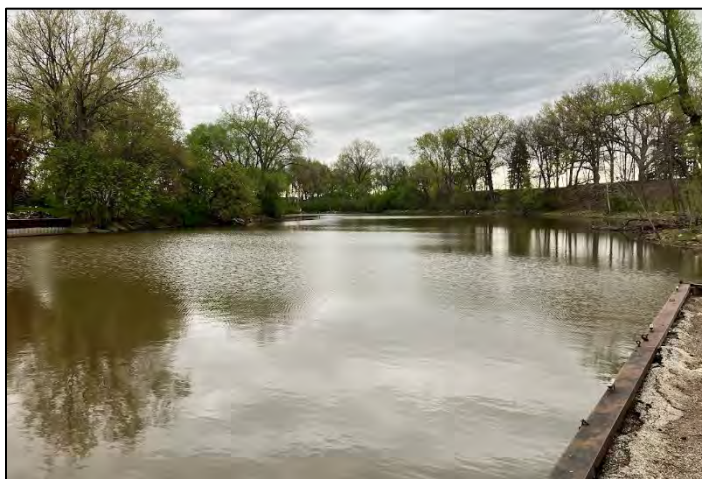
- Fox River – flows south to north along the eastern boundary of the Village. Ashwaubenon’s Fox Riverfront is very developed with a mixture of recreational, industrial, and residential development. The Fox River has experienced a remarkable turnaround following the enactment of the Clean Water Act and subsequent multi-year clean-up of polychlorinated biphenyls (PCBs). The Fox River is now a well-known walleye fishery in spring and muskellunge fishery in late fall, bringing in thousands of anglers every year. However, untreated nonpoint source stormwater runoff from developed areas, active construction sites, and agricultural runoff outside the urbanized area still severely impacts the Fox River’s surface water quality, which is why the Fox River is still considered to be impaired under the federal Clean Water Act standards.



7

https://dnr.wisconsin.gov/topic/Waterways/about_us/whyRegulate.html#:~:text=The%20Public%20Trust%20Doctrine%20protects,trapping%20and%20swimming%20in%20waterways.

- Dutchmans Creek – generally flows west to east through the Village from its headwaters in rural Outagamie County, near the community of Freedom. Of the two main tributaries to Dutchmans Creek, one flows west to east through the residential area just north of STH 172, and the second flows south to north from the Town of Lawrence and through the industrial park to its confluence near Hansen Road. According to the WDNR Surface Water Data Viewer, Dutchmans Creek typically dries up during the summer and is generally considered to have poor aquatic habitat. Dutchmans Creek is classified as an impaired water as not meeting the standards of the federal Clean Water Act due to poor habitat and very low dissolved oxygen levels. The Village is partnering with the WDNR to improve the aquatic and shoreline habitat of Dutchmans Creek near the National Railroad Museum.
- Ashwaubenon Creek – generally flows south to north from its headwaters in rural Outagamie County and continues along Ashwaubenon’s southeastern municipal boundary with the City of De Pere and joins the Fox River at Ashwaubomay Memorial Park. Similar to Dutchmans Creek, the WDNR Surface Water Data Viewer indicates that Ashwaubenon Creek is impaired under the federal Clean Water Act due to upstream agricultural runoff and low dissolved oxygen levels. Low or no upstream flow during the summer months also limits aquatic habitat opportunities. The Village has partnered with the WDNR and US Fish and Wildlife Service to improve Ashwaubenon Creek near Ashwaubomay Park with the addition of fish cribs, bird nesting platforms, invasive exotic plant removal, and aquatic habitat restoration.



Although the Village’s smaller tributaries to Dutchmans and Ashwaubenon Creeks are generally considered intermittent, or ephemeral, waterways, they provide for the infiltration of surface water into groundwater reservoirs and provide habitat for many plants and small animals. Intermittent waterways and wetlands are also where most nutrients and many contaminants enter the waters.

Sheet flow, which is simply water that flows across the land surface after a rainfall, can also be considered a surface water resource, and how it is managed is very important. As water flows across the surface of the land, it picks up nutrients and contaminants, and these dissolved substances are then carried into larger surface water bodies and into groundwater. As a result, anything applied to the land’s surface eventually enters surface waters and, over time, groundwater.

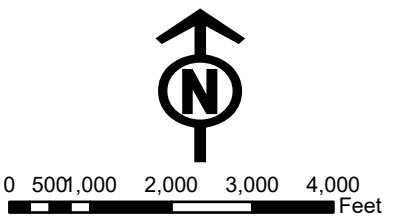
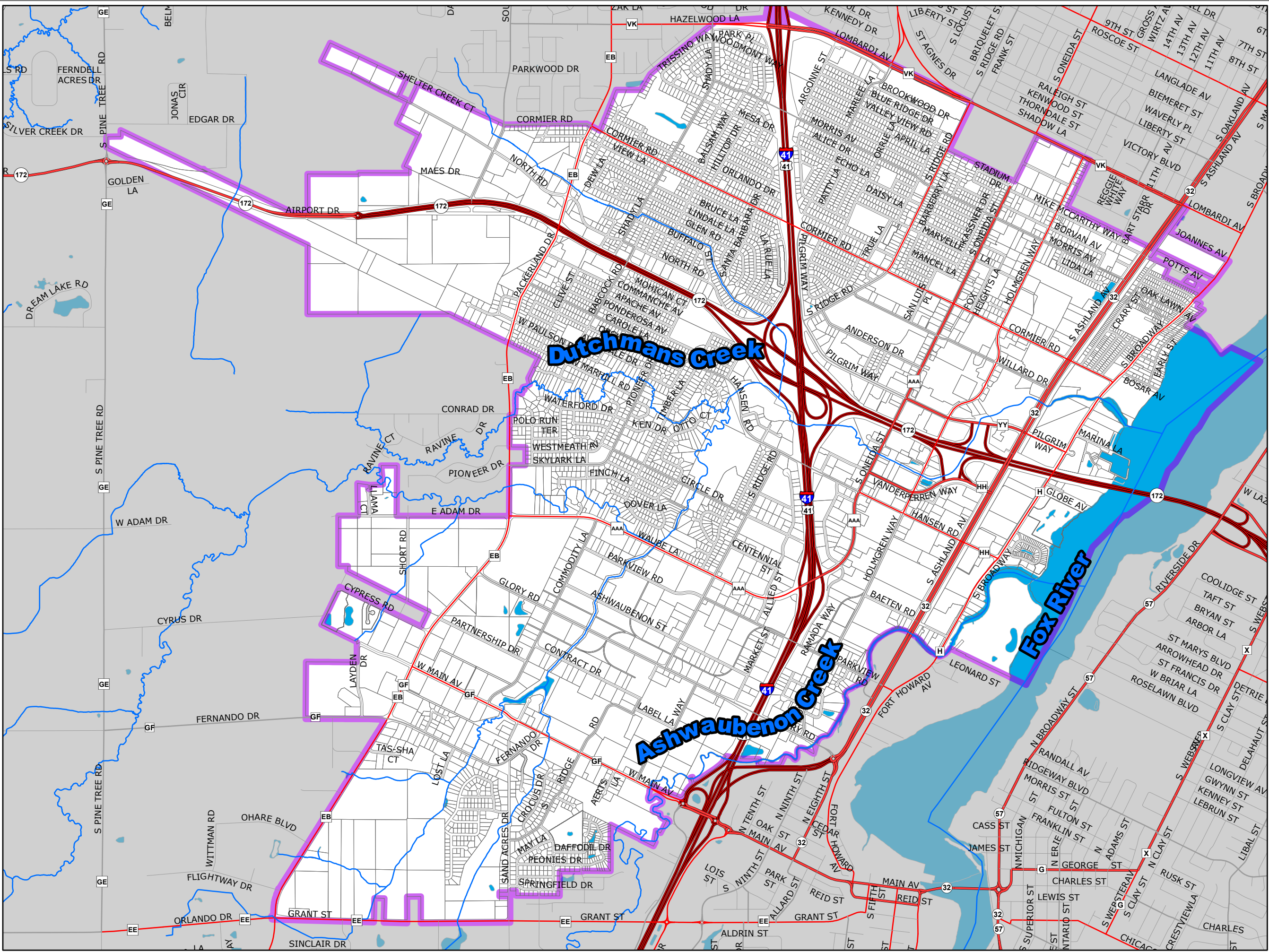
Vegetative buffers along waterways can serve to help filter out sediments, pollutants, and nutrients prior to sheet flow entering the waterway. Studies have indicated that vegetative buffers of varying width can remove up from 60 to 90 percent of sediments⁸, as well as significant levels of nitrogen and phosphorus which promote harmful algae growth and deplete dissolved oxygen. Vegetative buffers also serve as shade for waterways which help keep the water cooler, thereby maintaining dissolved oxygen levels necessary for aquatic life, and serve as critical microhabitats for butterflies, songbirds, reptiles, and amphibians.

In order to improve the quality of the water in Ashwaubenon’s waterways, and in particular Dutchmans Creek and Ashwaubenon Creek, the Village should avoid cutting vegetation (unless it is dead, diseased, or is impeding the flow of water) along these waterways on Village property. A public educational component explaining the benefits of maintaining native vegetation in these areas should also be developed in order to inform Village residents that may live along these waterways. The Village’s surface water features are depicted in Figure 7-2.

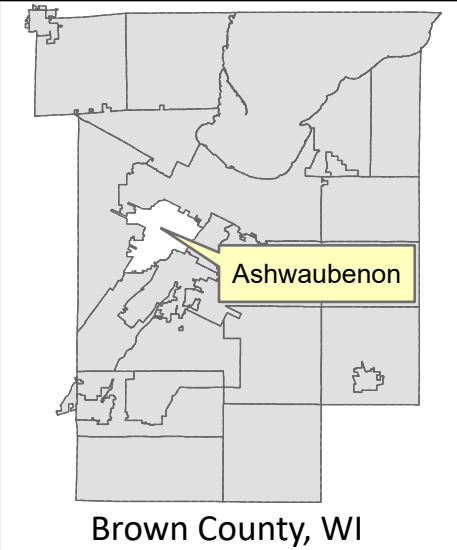
⁸ Daniels, R.B. and J.W. Gilliam. 1996. Sediment and chemical load reduction by grass and riparian filters. *Soil Science Society of America Journal* 60:246-251.

Figure 7-2

Surface Water Features



Map Prepared: 1/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them, but the size of the floodplain can vary greatly, and it may or may not be mapped. Floodplains store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide critical habitat for wildlife and serve as filters for pollution. Floodplains generally consist of two parts – the floodway and flood fringe. The floodway is the area of a river or stream, which during a flood, typically contains moving water and accordingly has the most restrictions for development. The flood fringe is the area outside the floodway where floodwaters may rise, but typically serve as storage areas and do not contain fast moving water. Development, including fill, may be permitted within the flood fringe; however, strict engineering and design requirements must be met in accordance with the Village’s Floodplain Ordinance (Chapter 14) prior to any construction activity, including cutting, filling, or grading. It is important to note that all waterways have a floodplain and are subject to flood events, even though it may not be mapped.



Figure 7-3 presents a basic diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe, and Figure 7-4 depicts the mapped 100-year floodplains for the Village of Ashwaubenon.

There are several threats to floodplains and the resource values that they represent:

- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroachment of buildings or undersized culverts, vegetation, and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

Like surface waters, the importance of floodplains is also recognized and regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented by local municipalities in order to meet eligibility requirements for their residents and businesses to qualify for federal flood insurance.

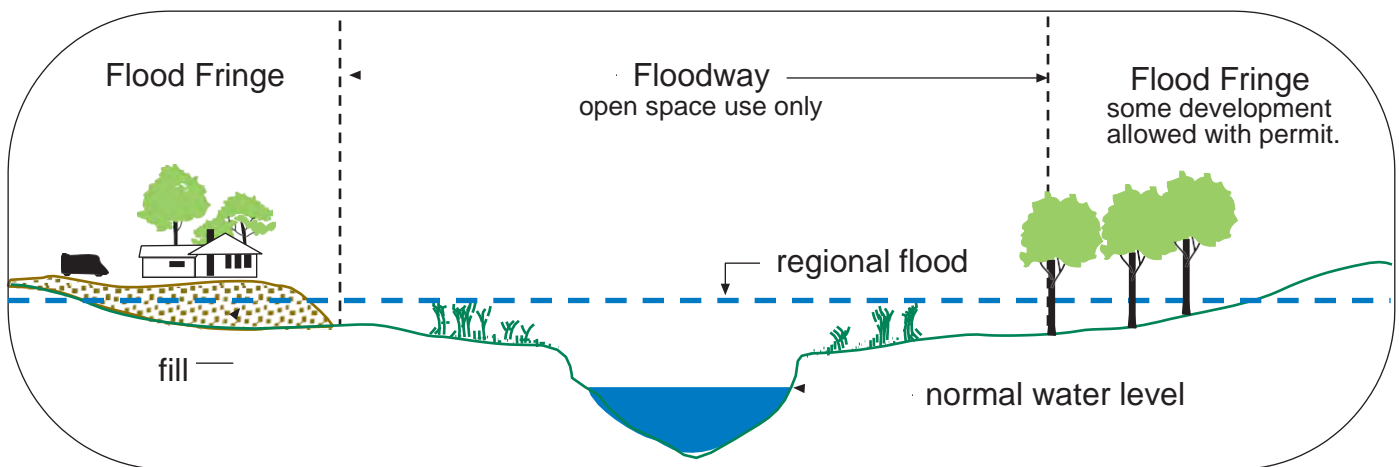
For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that is estimated to have a one percent chance of being flooded in any given year based upon historic trends. The Federal Emergency Management Agency (FEMA) maintains maps depicting the floodways and floodplains for most major rivers and streams across the United States. FEMA floodplain maps were updated for all of Brown County, including the Village of Ashwaubenon in 2009 and to a more limited area along the Fox River in 2023. The 2009 updated maps showed large portions of the Village along S. Oneida Street, Vanderperren Way, and Hansen Road that were previously outside of the floodplain as now being within the floodplain. Many of the structures within the 2009 identified floodplain are now considered to be legal, nonconforming structures under the Village’s Floodplain Ordinance, and as such have restrictions on improvements that may be made to the properties. As indicated in the red cross-hatch areas in Figure 7-4, some property owners have performed additional site-specific surveying and engineering to determine if their property is truly in or out of

the floodplain. Where these studies have taken place, Letters of Map Revision (LOMR) have been issued by FEMA to clarify the floodplain status of the property.

Within Ashwaubenon the primary floodfringe/floodway areas are associated with the Fox River, Dutchmans Creek (and its tributaries), and Ashwaubenon Creek. As both the Fox River and Ashwaubenon Creek are generally contained within its shoreline and adjacent slopes, neither has a dramatic impact on development in the Village. However, Dutchmans Creek and its tributaries generally traverse areas of the Village with less elevation and therefore, the floodplain spreads out. This is specifically the case in the area of S. Oneida Street, Hansen Road, Vanderperren Way, and Holmgren Way. This area developed before the 2009 floodplains were updated and, prior to 2009, was not considered to be within the 100-year floodplain. The 2009 floodplain mapping utilized improved techniques and found many of these buildings and lands to now be within the floodplain, and subject to floodplain zoning rules. Additionally, areas of new development in the far southwestern part of the Village are also subject to floodplain zoning due to the two tributaries to Dutchmans Creek that extend across the area.

Figure 7-3

Floodplain Zoning



Definitions

Floodplain - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

Floodway - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.



Regional Flood - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources


Figure 7-4

Floodplains

Flood Hazard Areas

-  Flood Fringe
-  Floodway

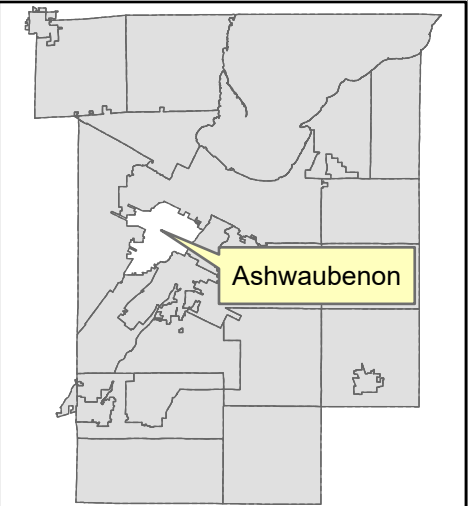
Approved Flood Revisions

-  Letter of Map Revision

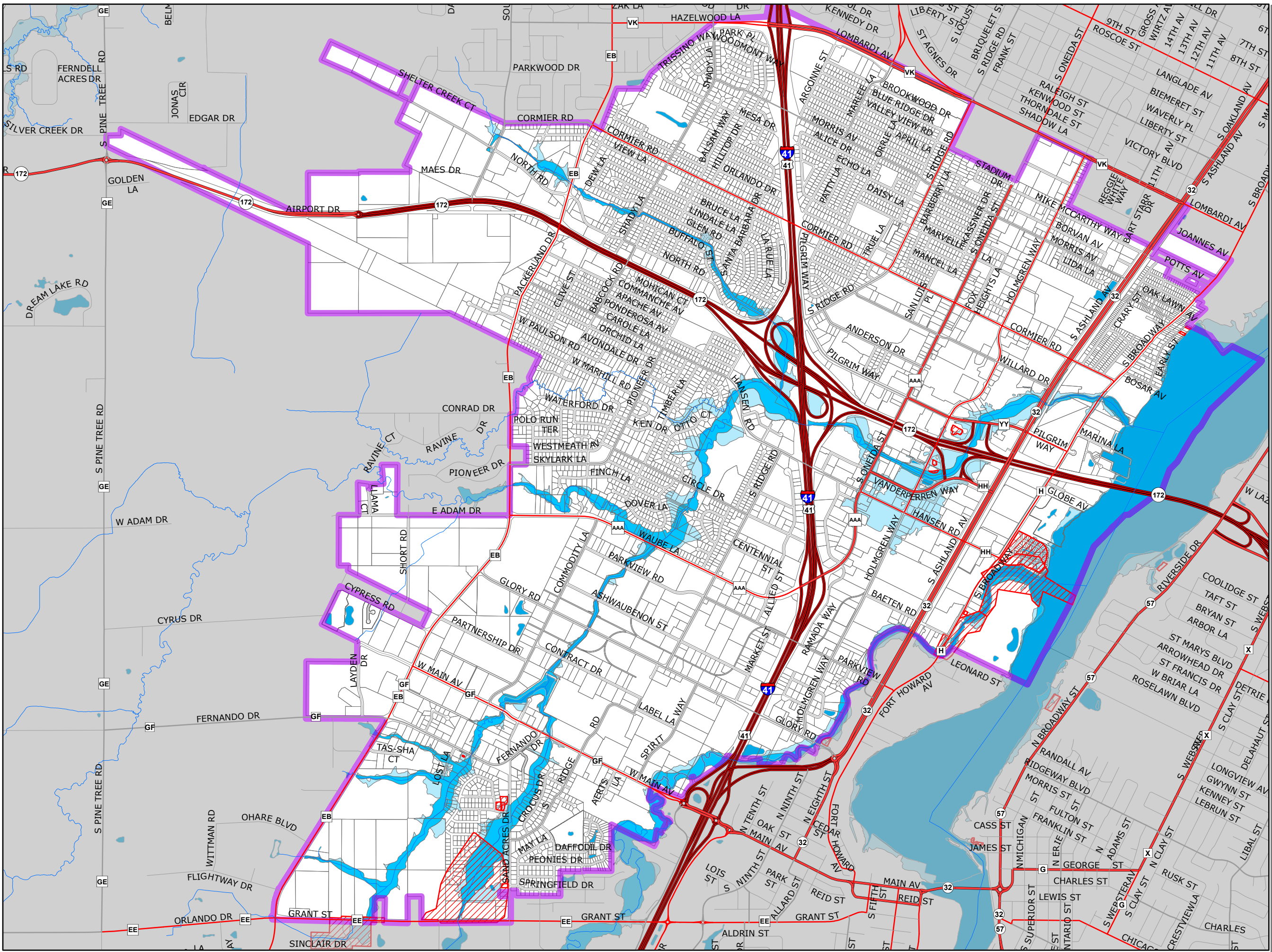


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Map Prepared: 1/2024 AMS
Source: FEMA, Village of Ashwaubenon



Brown County, WI

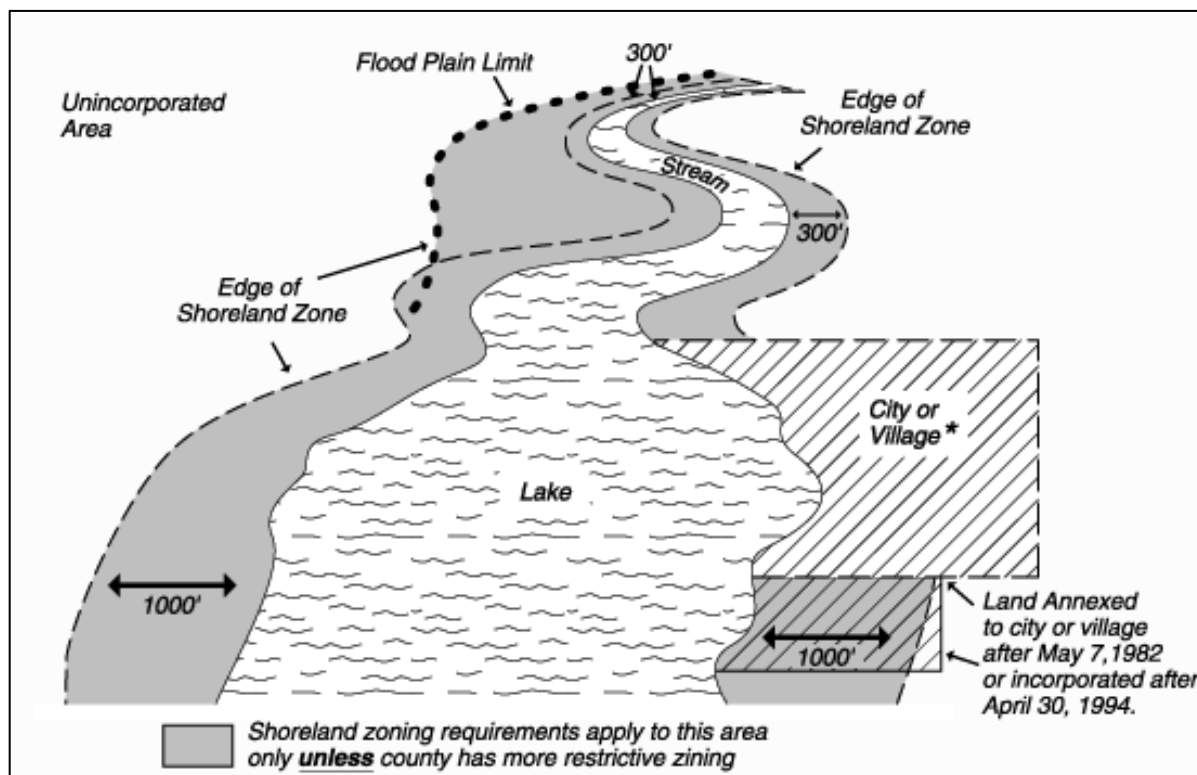


Ashwaubenon regulates floodplains within its municipal boundaries through its Floodplain Zoning ordinance as specified in Chapter 14 of the Ashwaubenon Municipal Code. The floodplain regulations, last updated in 2023, identify permitted and prohibited uses, allowable accessory uses, and floodproofing standards for development activity and occupied structures when located within the floodfringe district. By virtue of the Village of Ashwaubenon having a floodplain zoning ordinance that meets Wisconsin Department of Natural Resources and FEMA standards, Ashwaubenon residents are eligible to purchase flood insurance through the National Flood Insurance Program.

Shorelands

Shorelands are the interface between land and water. In their natural condition, shorelands are comprised of thick and diverse vegetation that protect surface waters such as lakes, rivers, and streams. If shoreland areas are developed into standard grassed lots down to the water's edge, this vegetation is lost, and fish, wildlife, and water quality are damaged. As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. Like floodplains, the importance of shorelands around navigable lakes, ponds, flowages, streams, and rivers is recognized and is regulated by state and local governments through shoreland zoning.

Shoreland zoning is primarily intended to control the intensity of development and to create a protective buffer around navigable lakes, rivers, and streams in the unincorporated and newly annexed or incorporated areas of the State of Wisconsin. The buffer is intended to remain an undeveloped, natural strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Since May 7, 1982, any unincorporated areas that were annexed into a village or city, or town that incorporated into a new village or city after April 30, 1994, had to at a minimum maintain the existing county shoreland zoning requirements. Areas subject to shoreland zoning generally include lands within 300 feet or to the landward side of the 100-year floodplain of the ordinary high water mark of any navigable stream or river; or within 1,000 feet of a lake, pond, or flowage. Historically, incorporated communities, such as the Village of Ashwaubenon were required to administer either their own shoreland zoning ordinance that was at least as restrictive as the county's or continue to administer the county's ordinance within areas that were annexed after May 7, 1982. The areas of the Village subject to Shoreland Zoning are those annexed after this date, which are generally those properties located south of West Main Avenue, including the Highland Ridge Subdivision.



Source: Wisconsin Dept. of Natural Resources: <https://dnr.wisconsin.gov/topic/ShorelandZoning/Programs/program-management.html>

Wisconsin 2013 Act 80 required cities and Villages to enact their own shoreland zoning ordinances by July 1, 2014 (if they did not already have one) that apply to any shoreland area annexed by a city or Village after May 7, 1982, and any shoreland area that was subject to a county shoreland zoning ordinance prior to being incorporated as a city or village. At a minimum, such municipal shoreland ordinances must contain a provision establishing a shoreland setback area of at least 50 feet from the ordinary high-water mark. There is an exception for averaging the setbacks of existing principal structures that are located closer than 50 feet to the ordinary high-water mark. It is important to note, that in most instances, a 75-foot setback from the ordinary high-water mark or to the landward side of the floodway, whichever is greater, is required under Brown County's environmentally sensitive area (ESA) regulations. ESAs are generally depicted on recorded subdivision plats or certified survey maps. In addition to Wisconsin 2013 Act 80, Wisconsin 2015 Act 55 made substantial changes to how shoreland zoning ordinances are administered. The Village currently enforces shoreland zoning through Chapter 23 Shorelands and Wetlands, Ashwaubenon Municipal Code, which was most recently revised based on the WDNR model ordinance in 2023. Prior to allowing for development within the shoreland zone area, a shoreland zoning permit must be applied for and approved by the Village.

Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted (hydrophytic) vegetation. Wetlands are significant natural resources that have several important functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants, and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate stormwater runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community. As depicted on Figure 7-5, the Wisconsin Department of Natural Resources Wetlands Inventory Map identifies wetlands within the Village, primarily associated with Ashwaubenon Creek and Dutchmans Creek/tributaries, but also located in the Sherwood Forest Park and Argonne Park/Lombardi Avenue, area. It is important to note, however, that just because an area is not identified as a wetland on the map, does not mean the area is not a wetland. If there is any potential that an area could be a wetland, it is critical the property owner obtain a wetland delineation from a qualified wetland delineator to avoid potential fines and restorative requirements when developing property.

The primary threat to wetlands is filling, either directly through the placement of fill within the wetland, or indirectly from sediments washing into the wetland. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of agricultural wetlands can also occur through tilling and rerouting of surface water. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife can also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unusable wetland habitat. Where such invasive exotic plant species are found in wetlands, they should be removed using WDNR recommended methods, and these areas then replanted with native species. The Argonne Park / Lombardi Avenue wetland is an example of a wetland area overrun with phragmites that is currently the subject of a Village-led, multi-year effort to remove the phragmites and restore the wetlands with native plantings.

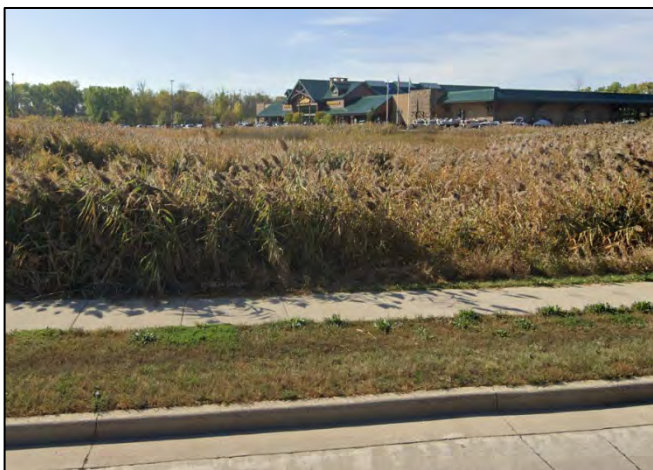




Figure 7-5

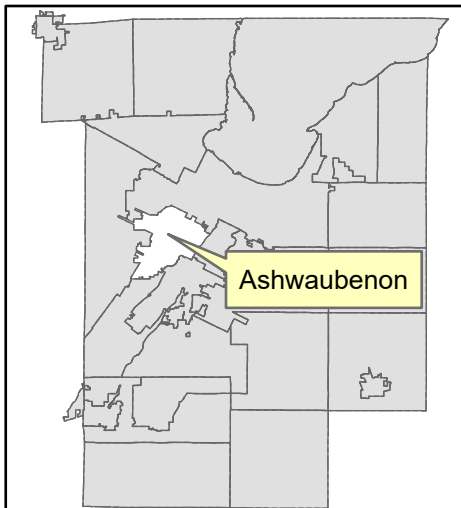
Wetlands

-  Wetlands 2 acres or greater
-  Wetlands less than 2 acres

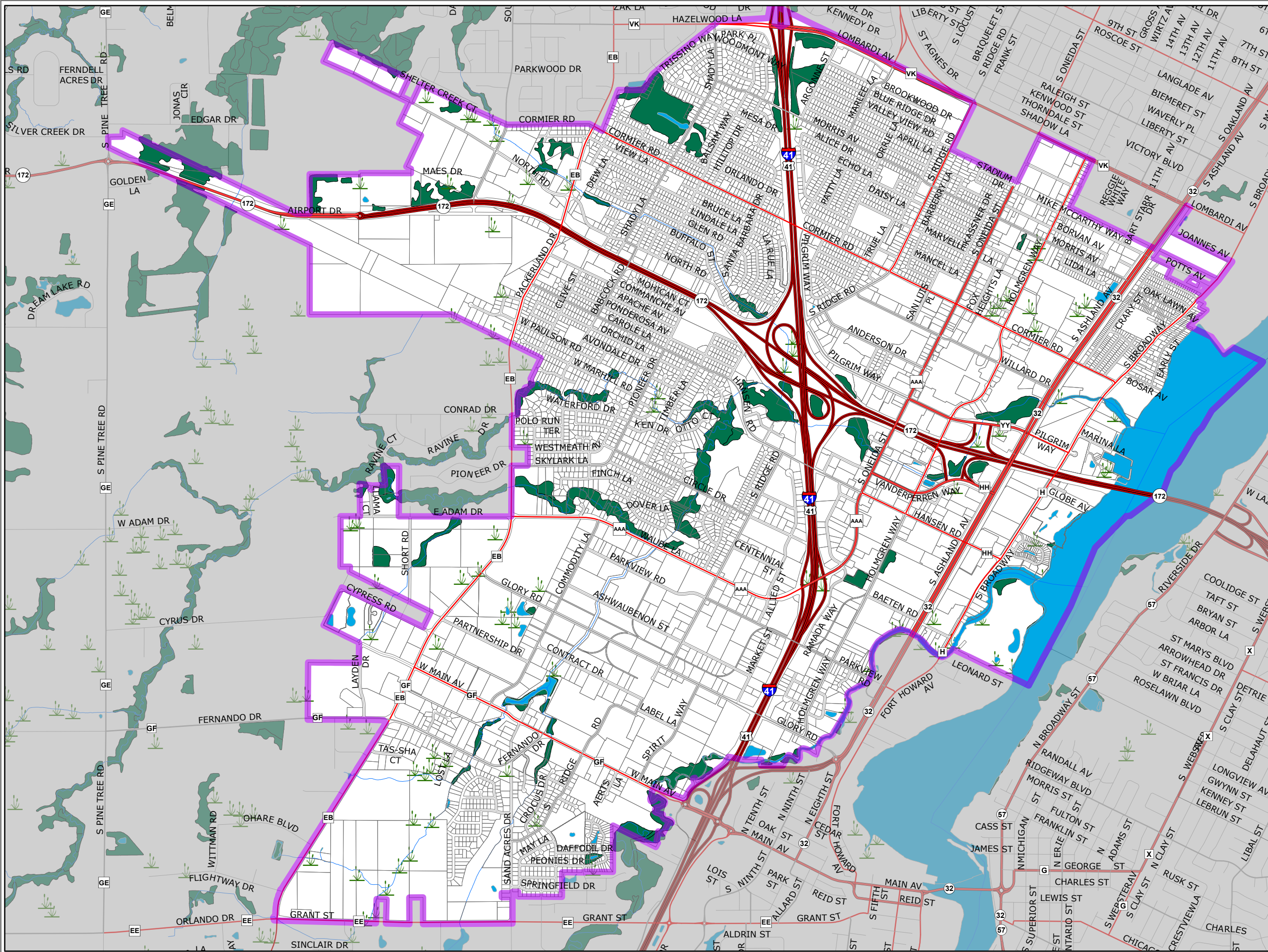


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Map Prepared: 1/2024 AMS
Source: WDNR, Village of Ashwaubenon



Brown County, WI



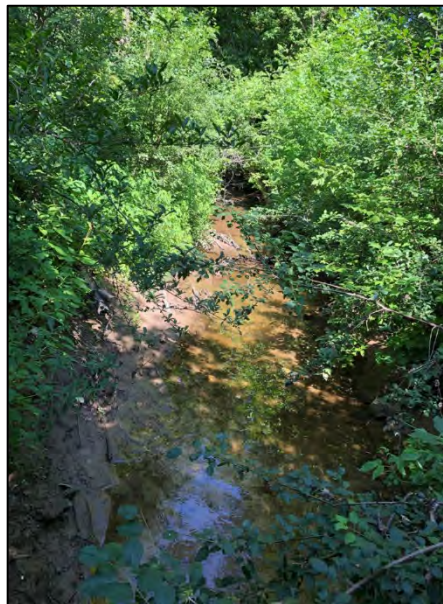
Under current regulatory requirements, all wetlands are off-limits to development unless appropriate permits and approvals are first obtained. In the Village of Ashwaubenon, wetlands five acres or larger within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are also protected by the Shorelands and Wetlands Ordinance (Chapter 23) of the Village of Ashwaubenon Municipal Code. Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is also reviewed and approved by the Village of Ashwaubenon and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a shoreland-wetland rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries, submit the delineation to the WDNR, and then document that the proposed development activity would not have a significant adverse impact on any of the following:

1. Stormwater and floodwater storage capacity;
2. Maintenance of dry season stream flow or the discharge of groundwater to a wetland, the recharge of groundwater from a wetland to another area, or flow of groundwater through a wetland;
3. Filtering or storage of sediments, nutrients, heavy metals, or organic compounds that would otherwise drain into navigable waters;
4. Shoreline protection against soil erosion;
5. Fish spawning, breeding, nursery, or feeding grounds;
6. Wildlife habitat; or
7. Areas of special recreational, scenic, or scientific interest, including scarce wetland types of habitat for endangered species.

Wetlands within the Village of Ashwaubenon are also regulated by the Brown County Planning Commission through Chapter 21 of the Brown County Code of Ordinances (Land Divisions) and the Brown County Sewage Plan. In addition to the wetland itself, a 35' environmentally sensitive area (ESA) setback from the wetland boundary is in place to ensure the ecological functions of the wetland remain intact. Within the wetland and ESA setback, no filling, cutting, grading, or development may occur. The wetland and ESA setbacks are identified on the recorded land division map (certified survey map or subdivision plat map) to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and landowners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as *"...portions of the landscape consisting of valuable natural resource features that should be protected from intensive development."* Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, as well as Chapter 21 Brown County Code - Land Division and Subdivision Ordinance. ESAs include lakes, rivers, streams, wetlands, floodways, and any locally designated significant and unique natural resource features. ESAs also include a setback or buffer from the natural feature, as well as areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the surface water/wetland features previously noted (see Figure 7-6 for ESAs in the Village of Ashwaubenon). Landowners within the Village with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission for information about regulations involving ESAs when considering dividing land for sale. The Village zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps.



Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs unless an amendment to the ESA is prepared and approved by the Brown County Planning Commission staff, and depending on the size of the amendment, the WDNR. Farming and natural landscaping are allowed within ESAs and certain non-intensive uses, such as public utilities and passive public recreation, are often allowed within these areas. Research and experience indicate that the potential exists for significant adverse surface water quality impacts if these areas are developed, such as increased levels of nutrients, sedimentation, and resultant algae blooms in surface water features. Additionally, development in these areas may lead to surface or ground water infiltration in basements.


Threats to ESAs are similar to those of floodplains, wetlands, and shorelands. The quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or native vegetation be removed from the lands within or immediately adjacent to the ESAs. Such disturbances may also introduce invasive plant species to the ESAs, which results in loss of native vegetation, diversity, and wildlife habitat. In conjunction with proper erosion control and stormwater management practices, protection of the ESAs provides numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

In addition to regulation of ESAs by Brown County, components of ESAs, including floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), U.S. Army Corps of Engineers, and Village of Ashwaubenon. When development activity may impact a designated ESA within Ashwaubenon, the property owner should first contact the Ashwaubenon Community Development Department to assist in making determinations as to whether a proposed development would impact an ESA or shoreland area.

Figure 7-6

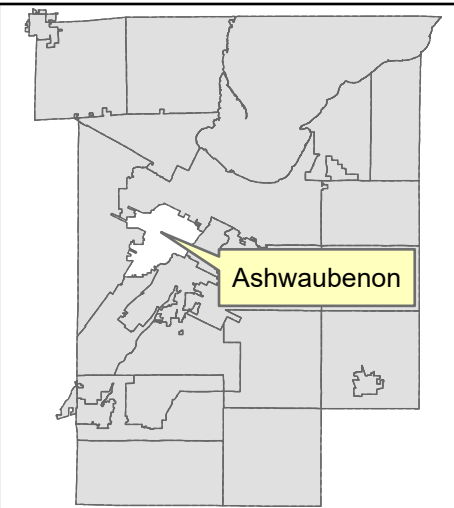
Environmentally Sensitive Areas

 Environmentally Sensitive Areas

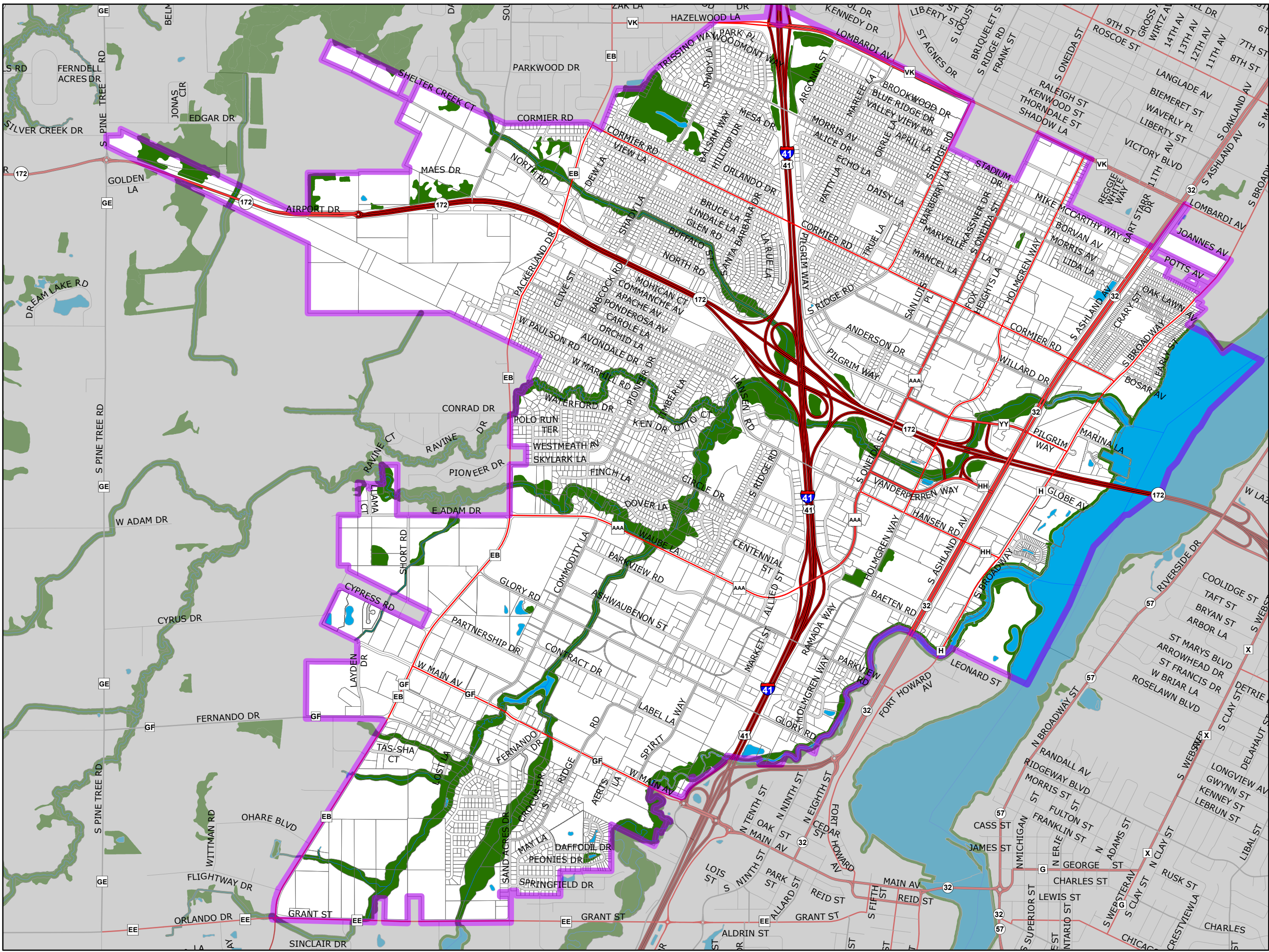


0 500 1,000 2,000 3,000 4,000 Feet

Map Prepared: 1/2024 AMS
Source: WDNR, FEMA, Village of Ashwaubenon



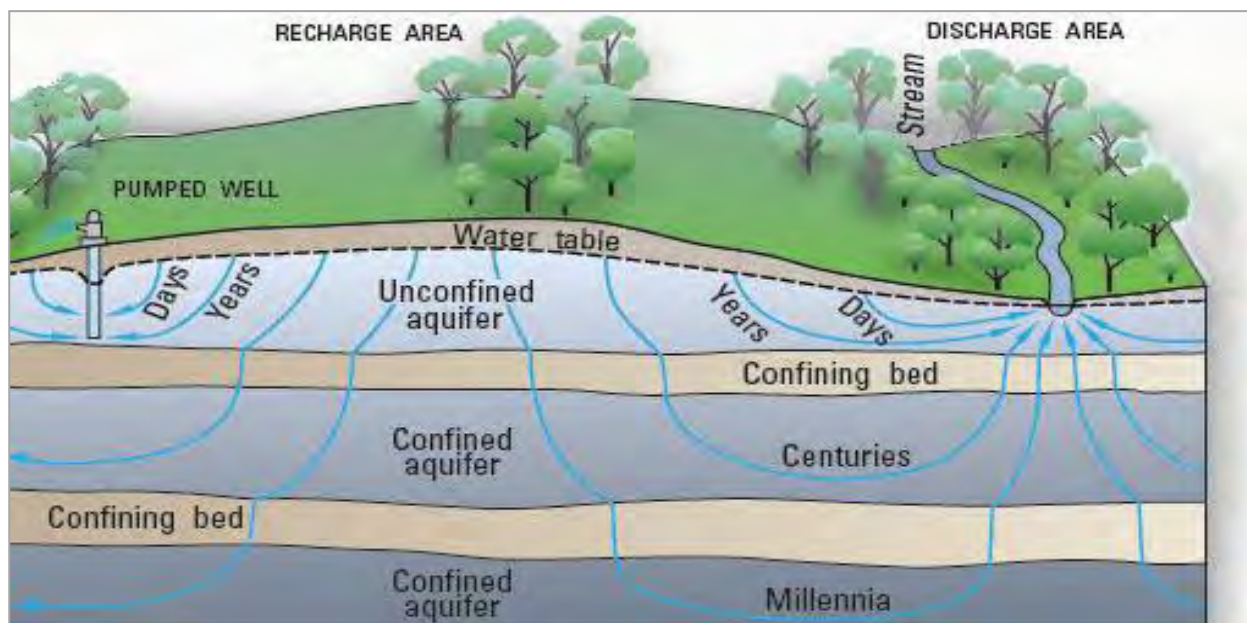
Brown County, WI



Groundwater

Groundwater begins as precipitation (rain or snow) that falls upon the land (see Figure 7-7). Some of it runs off into lakes, rivers, streams, or wetlands, some evaporates back into the atmosphere, and some is absorbed by plants. Groundwater results from the precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, springs, and wetlands.

Figure 7-7: Groundwater



Source: United States Geological Survey

Although groundwater serves as the source of drinking water for many Wisconsin residents, the Village of Ashwaubenon receives its drinking water from Lake Michigan via a connection with the City of Green Bay.


Woodlands

Woodlands within and around the Village are generally small in size and fragmented from larger stands. The largest area of contiguous woodlands is located in the far northwestern part of the Village, near the Oneida Casino. Other smaller woodlands are associated with the tributaries to Dutchmans Creek and Sherwood Forest Park.



Figure 7-7

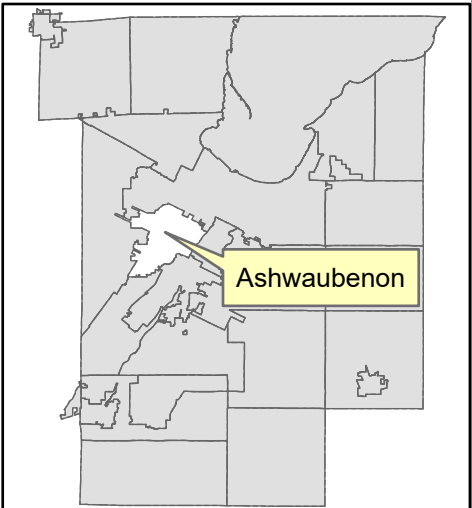
Woodlands

 Woodlands

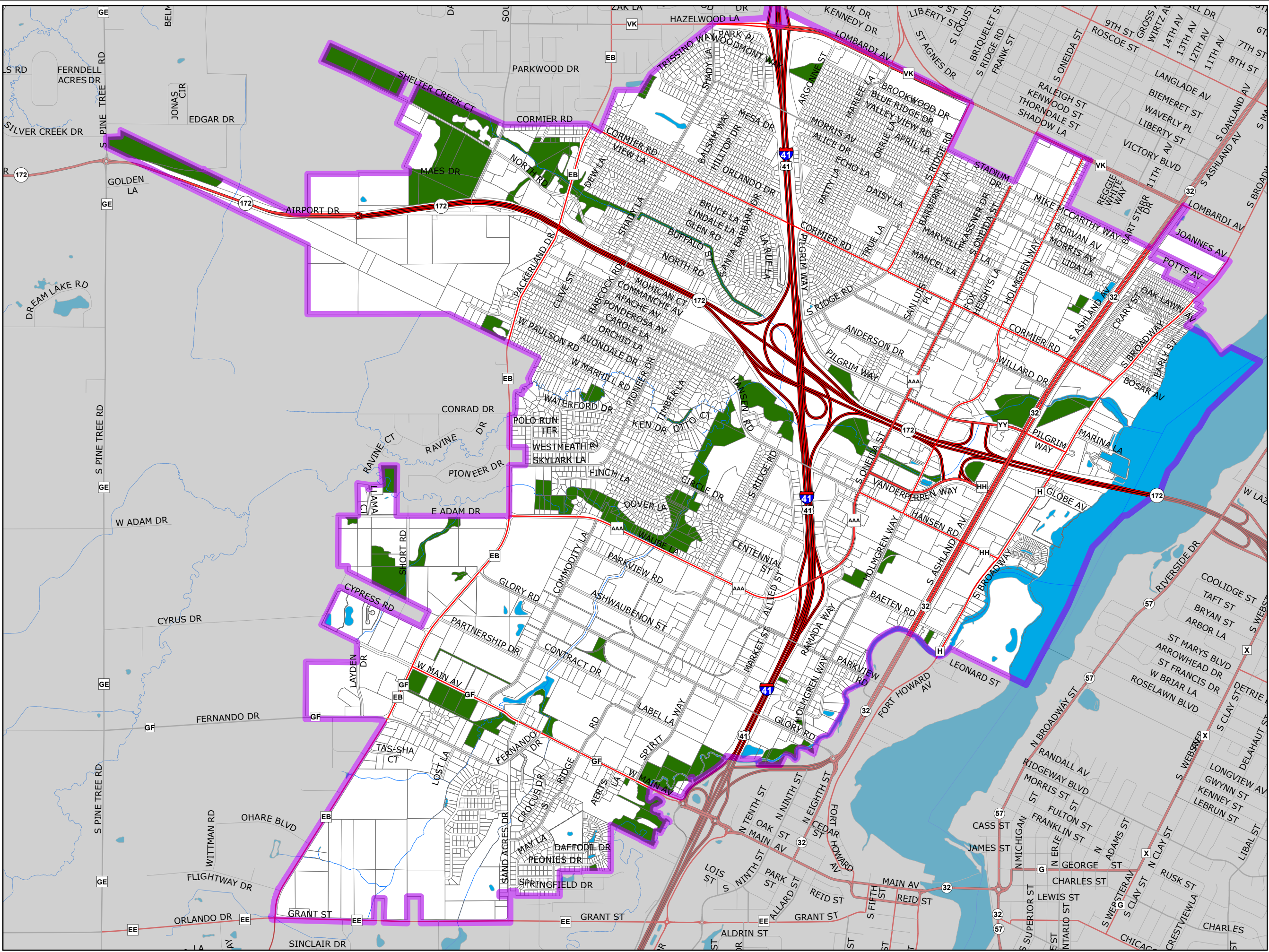


0 500 1,000 2,000 3,000 4,000 Feet

Map Prepared: 1/2024 AMS
Source: Village of Ashwaubenon



Brown County, WI



The aforementioned wooded areas are not likely to be developed for a variety of reasons, due to public ownership (Sherwood Forest Park) or the fact that they are along water courses or wetlands (Dutchmans Creek tributaries and northwest corner of Pilgrim Way and S. Ashland Avenue). Even small areas of woods as are present in Argonne Park, Ashwaubomay Memorial Park, or in other isolated pockets of the Village, provide vital habitat for songbirds and small mammals, as well as enjoyment for the general public. Figure 7-8 depicts the woodlands in the Village of Ashwaubenon.

Wildlife Habitat

Since much of the land in Ashwaubenon is already developed or in the case of the far southwestern part of the Village, actively farmed, the best remaining wildlife habitat within the Village is generally located in corridors along Ashwaubenon Creek and Dutchmans Creek and its tributaries. Additional wildlife habitat can be found in park areas, including Sherwood Forest Park, Hidden Valley Park, and along the Fox River at Ashwaubomay Memorial Park. The Village has partnered with the Wisconsin Department of Natural Resources and U.S. Fish & Wildlife to enhance wildlife habitat along and within Ashwaubenon Creek near Ashwaubomay Memorial Park, including installing heron/egret nesting platforms and performing aquatic habitat restoration efforts. Additionally, the Village of Ashwaubenon is undertaking a process in partnership with the Green Bay Packers and Cabela's to remove invasive phragmites from Argonne Park and restore the wetland area fronting along Lombardi Avenue.

Endangered and Threatened Species

Federal and state law protects endangered and threatened species. Both levels of government prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. An endangered species is one that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened.

The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the general locations and status of rare species in Wisconsin by township/range. The locations are purposefully vague to prevent the disturbance of threatened or endangered resources. According to the NHI, there are two aquatic species of special concern within Ashwaubenon, including the American Eel and Lake Sturgeon. The endangered Peregrine Falcon is the only avian species, while the threatened Snow Trillium and species of special concern Wafer-Ash are two plant species. All are potentially found within aquatic or upland habitats within the Village. Should any of these species be found on a potential development site, it is critical the developer of the site contact the WDNR Bureau of Endangered Species prior to beginning any cutting, filling, or grading activity.



Peregrine Falcon: Source WDNR

Scenic Resources and Topography

The Village's topography is generally flat, with the only notable areas of elevation change associated with the Ashwaubenon Creek ravine in the far southeastern part of the Village. Smaller elevations changes are noted along Dutchmans Creek and its tributaries. Views of the Fox River from Ashwaubomay Park and Ashwaubomay Memorial River Trail are also notable.

Mineral Resources

There are no metallic or non-metallic mines/quarries within Village boundaries, and no new mines/quarries are expected to be developed in the Village over the course of this comprehensive plan.

Historic Buildings

Historic sites are those sites or places worthy of preservation and determined to be significant to the nation, state, or local community's heritage in terms of history, architecture, archaeology, engineering, and/or culture. To be listed on a national or state registry of historic sites, the site or place must be nominated, and it must meet applicable federal and/or state requirements. Although listing does not place any restrictions on the site or place, it does enable it to become eligible for special income tax credits for rehabilitation and for other grant and aid programs. However, special restrictions to the site or building may apply if a unit of government owns it.

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) for tracking historically significant structures, sites, or objects. These structures collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. There are eleven records listed in the AHI for the Village of Ashwaubenon, although none are listed on the State or National Historic Registers. AHI listed structures vary greatly and include such structures as Cormier School, various private homes, CN rail bridge over Dutchmans Creek, the Naval & Marine Corps Reserve Center, National Railroad Museum station, Ashwaubenon Moravian Church, and former Sky-Lit Motel sign, which was removed.



Many communities in Wisconsin have a historic preservation ordinance to identify the process for historic buildings and/or sites identification, and a level of protection afforded to such buildings and/or sites. A historic preservation ordinance is tool for Ashwaubenon to consider as a means to protect the potentially historic buildings within the Village, and build the community's identity. Both the State of Wisconsin and the federal government provide income tax credits for rehabilitating structures listed on the State or National Register of Historic Places.

Archeological Resources

Archeological sites provide a window to the past. They provide information and insight as to the culture, activities, and beliefs of the previous residents of the Village of Ashwaubenon. Current state law gives protection to all human burial sites, in addition to a number of programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the major threat to this resource. In the Village of Ashwaubenon there are two identified cemeteries, including the Moravian Church Cemetery at STH 172 and Babcock Road and the Scandinavian Church Cemetery located near the western end of North Road. Considering the Village's location along the Fox River, it is also likely there are undocumented Native American burial sites along the river or tributaries. If archeological artifacts are found during development activities, all work should stop, and the Neville Public Museum and/or Wisconsin Historical Society should be notified immediately.

Community Identity and Design

Issues related to community identity and design generally pertain to maintaining or enhancing the Village's identity and utilizing design elements, such as signage, landscaping and architecture to reinforce Ashwaubenon's desired character. Specific objectives from Chapter 1 related directly to community identity and design include the following:

***Economic Development Objective:** Address ways to improve the appearance of Ashwaubenon's gateways and thoroughfares to foster its unique identity in the Green Bay Metropolitan Area.*

***Agricultural, Natural, and Cultural Objective:** Enhance the appearance and community identity of the Village at its entryways and along main thoroughfares through streetscaping, signage, and wayfinding.*

Agricultural, Natural, and Cultural Objective: Continue to build Ashwaubenon's community identity through the hosting of Village-wide and regional events.

One trend many communities fall into is allowing new developments that do not contribute to their unique identities. Rather, developments are approved that oftentimes have the exact same designs, materials, and site plans as other communities. This leads to a sameness of design across the country rather than design that is sensitive to the context of the specific community within which it is located. In order to attain the pertinent objectives, Ashwaubenon will have to utilize the tools at its disposal, such as its site plan and design review ordinance to continue to build its unique history and character.

Recommended Policies, Programs, and Actions

There are many avenues the Village of Ashwaubenon can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. The recommendations from this chapter are summarized in this section.

Agricultural Resources Recommendations

- Work with the owners of the remaining agricultural lands in the Village to transition to land uses consistent with the long-term vision of this comprehensive plan.

Natural Resources Recommendations

- Support plant and animal habitat restoration efforts in the Village's remaining wetlands, Fox River, Dutchmans Creek, Ashwaubenon Creek, and its tributaries.
- Ensure development in proximity to rivers, streams, and wetlands meet applicable requirements of floodplain zoning, shoreland zoning, and environmentally sensitive area regulations.
- Coordinate with the Oneida Nation regarding long-term natural resource restoration efforts in areas that are within the reservation and Village boundaries.
- Evaluate opportunities to use green infrastructure to assist in managing stormwater runoff.
- Work with property owners, conservation organizations, school groups, volunteer groups, and the WDNR to remove invasive exotic plant species, such as phragmites or buckthorn, when they appear in wetland or shoreland areas.
- Coordinate with the Brown County Planning Commission regarding the identification and protection of environmentally sensitive areas (ESAs) early in the development planning process.



Community Design / Cultural Resources Recommendations

- The Village's primary local entrance corridors (Lombardi Avenue, S. Oneida Street/Waube Lane, Holmgren Way, W. Main Avenue, Grant Street, S. Ashland Avenue, Packerland Drive) should be a focal point of Ashwaubenon's efforts to set the tone for the Village's identity and provide a "welcome mat" to visitors which include potential new residents and entrepreneurs.

- Implement new, modern “Welcome to Ashwaubenon” signage at key entry points to the Village.
- Continue to utilize banners and holiday decorations on utility poles.
- Develop unique wayfinding signage to reinforce Ashwaubenon’s unique community identity.
- Evaluate opportunities to bury overhead powerlines during street reconstruction projects within the corridors.
- Ensure litter and other debris along these main corridors is picked up in a timely manner.



- Determine techniques to manage invasive plants and beautify these corridors with regular grass cutting and native, perennial plantings.
- The Titledown, Sports & Entertainment, and Village Center districts should be priorities for building Ashwaubenon’s identity.

- Continue to enforce urban design standards, including minimal building setbacks, increased building heights, minimizing vehicular parking and promoting pedestrian accessibility through the Village’s site plan and design review ordinance, zoning ordinance, and Titledown Planned Unit Development ordinance.
- Continue to enforce building and property maintenance codes to ensure all structures are kept safe, weathertight, and attractive.
- Ensure vacant lots are kept clear of clutter and weeds or are otherwise screened from view.



- Work with the Ashwaubenon Community Development Authority to selectively purchase parcels of land for redevelopment.
- The Fox River provides a unique natural resource asset which the Village should continue to capitalize.
 - Maintain existing and strive to create additional public access points to the Fox River.
 - Identify the public right-of-way access points to the Fox River at Collette Avenue and Bosar Avenue.
 - Support continued extensions of the Ashwaubomay River Trail.
 - Encourage the relocation of businesses and redevelopment of land uses that do not benefit from a riverfront location.
- The Village’s residential neighborhoods serve as a cornerstone element of Ashwaubenon’s character.

- Continue to provide the high-quality public services that long-time residents of Ashwaubenon expect and serve as a draw to new residents.
- Support efforts to maintain residential properties through code enforcement and housing rehabilitation programs.
- Resist efforts at commercializing the residential neighborhoods by ensuring state and local governmental policies are consistent with the comprehensive plan and long-term vision of the community.



CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and is a very important aspect of the Village of Ashwaubenon Comprehensive Plan. As Ashwaubenon develops and redevelops over the next 20 years, it is important for the Village to continue to work with the school districts, surrounding communities, Oneida Nation, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff, do not necessarily follow municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Village has with other units of government and identify potential means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities chapter of the Plan.

Analysis of Governmental Relationships

The following section will review the existing relationships the Village of Ashwaubenon has with its neighboring and overlapping governmental units, including the school districts, local units of government, Oneida Nation, Brown County, and State of Wisconsin.

Neighboring Units of Government

City of Green Bay



The City of Green Bay and Village of Ashwaubenon share a common boundary along the majority of the Village's northern limits. As indicated in Figure 8-1, the Ashwaubenon boundary includes the Titledown District along Lombardi Avenue, however, Lambeau Field is located within the City of Green Bay, while the Resch Expo and Resch Center are both located within Ashwaubenon. With such a long, continuous boundary, the Village and City are in constant communication and coordination during events at Lambeau Field and large events at the Resch Complex, specifically regarding public safety and emergency services. The Village and City recently (2023) entered into an intergovernmental agreement for the City to perform all maintenance and emergency repairs on Village traffic signals. Additionally, as noted in the Community and Utility Facilities Chapter, the Village of Ashwaubenon is a wholesale customer of the Green Bay Water Utility for public water provision.

Although redevelopment occurs on either side of the municipal boundary, the impacts (traffic, noise, lighting, etc.) do not necessarily stay to one side or the other. Both the Village and City should continue to keep each other informed of proposed redevelopment projects and ensure that any potential negative impacts are addressed as practical early in the review process. Furthermore, as the stadium area redevelops, both communities should coordinate efforts to ensure adequate vehicle parking and flow, and equally importantly, a quality pedestrian environment and facilities for residents and visitors alike.

City of De Pere



The Village of Ashwaubenon and City of De Pere share a municipal boundary along the southeastern part of the Village, generally along Ashwaubenon Creek and south of Ashwaubomay Park. The two primary areas of coordination between De Pere and Ashwaubenon are in the area of bicycle and pedestrian accommodations. The Village is in the process of extending the Ashwaubomay River Trail from the bridge trailhead south along the Fox River to the municipal boundary with the City of De Pere. Following the Village's extension, the City and Brown County will continue the trail south past the wastewater treatment plant to the Brown County Fairgrounds. Additionally, Ashwaubenon is finalizing engineering and will begin right-of-way acquisition for an extension of the W. Main Avenue Trail from its current terminus at S. Ridge Road to the roundabout sidewalks at the W. Main Avenue

/ Mid Valley Drive intersection. The section of trail from the Ashwaubenon Creek bridge east to the roundabout is within the City of De Pere. Completion of this trail segment will connect the residential areas south of W. Main Avenue to De Pere's commercial area east of Interstate 41.

Village of Allouez

Although separated by the Fox River, the Village of Ashwaubenon and Village of Allouez are connected by STH 172 and technically share Ashwaubenon's eastern boundary. Both Ashwaubenon and Allouez share an interest in the environmental health of the Fox River as it is a defining feature for both communities.

Redevelopment of lands along the shoreline of the Fox River should be performed in a manner that strives to improve the overall water quality and aquatic/nearshore fish and wildlife habitat. As noted in Chapter 7, Ashwaubenon has been actively working with the WDNR and US Fish and Wildlife Service on various projects to improve fish and wildlife habitat in the Fox River.

Additionally, the Village of Ashwaubenon and Village of Allouez have several agreements in place to share equipment when available. These agreements should continue provided equipment is available and mutually beneficial to both Villages.

Village of Hobart

The Villages of Hobart and Ashwaubenon share a common boundary along the western and southwestern parts of Ashwaubenon, generally from the Green Bay – Austin Straubel International Airport to Grant Street (CTH EE). The boundary areas consist of a mixture of agricultural lands, industrial uses, recreational uses, and residential neighborhoods. With the diverse

land uses in this area, and potential for land use conflicts, it is critical that each Village keep the other informed when new development is proposed on or near their municipal boundaries. If there is the potential for conflict from incompatible land uses or opportunities for cooperation such as the 2015 addition of land to the Ashwaubenon Sports Complex (now used as a cricket field), Hobart and Ashwaubenon municipal staff should meet to discuss potential means of further cooperative efforts or to mitigate the possible conflicts through landscaping, traffic routing, or similar measures.

With the Southern Brown County Bridge and Connectors construction underway, vehicular traffic can be expected to increase along Packerland Drive (CTH EB) over the next 20 years. With increased traffic, there will be a need to ensure development along Packerland Drive (CTH EB) is properly designed to mitigate these impacts, such as minimizing new direct driveway access. Additionally, as new residential and commercial development is planned in this area, the Packerland Multi-Use Trail should be extended south to Grant Street (CTH EE) from its current terminus at Fernando Drive

Town of Lawrence

The Town of Lawrence boundary is generally located along Grant Street (CTH EE) from the Packerland Drive (CTH EB) intersection east to Sand Acres Drive and then bisects the residential area northeast approximately to the W. Main Avenue / Interstate 41 interchange. There is additionally a town island consisting of eleven small parcels of land along Cypress Road. In 2010, the Village and Town entered a formal intermunicipal service agreement to coordinate the provision of public sewer and water services along various parts of Grant

Street and the Sand Acres Neighborhood Area. The agreement is in place for up to 5-five-year terms for a total of 25 years, ending in 2035. Having the agreement in place provides clear guidance for the efficient provision of public services in this area and certainty regarding municipal boundaries through 2035.

With extensive residential development on the south side of Grant Street in Lawrence, any development on the north side of Grant Street in the Village of Ashwaubenon should be done in a manner that complement the existing residential land uses in Lawrence. Additionally, the Town and Village should work with Brown County to develop a multi-use trail should be developed on Grant Street that would connect the Packerland Trail to the Sand Acres Trail (cooperatively developed with the Town of Lawrence in 2013-2014) and residential parts of the Town of Lawrence and St. Norbert College neighborhood of the City of De Pere.

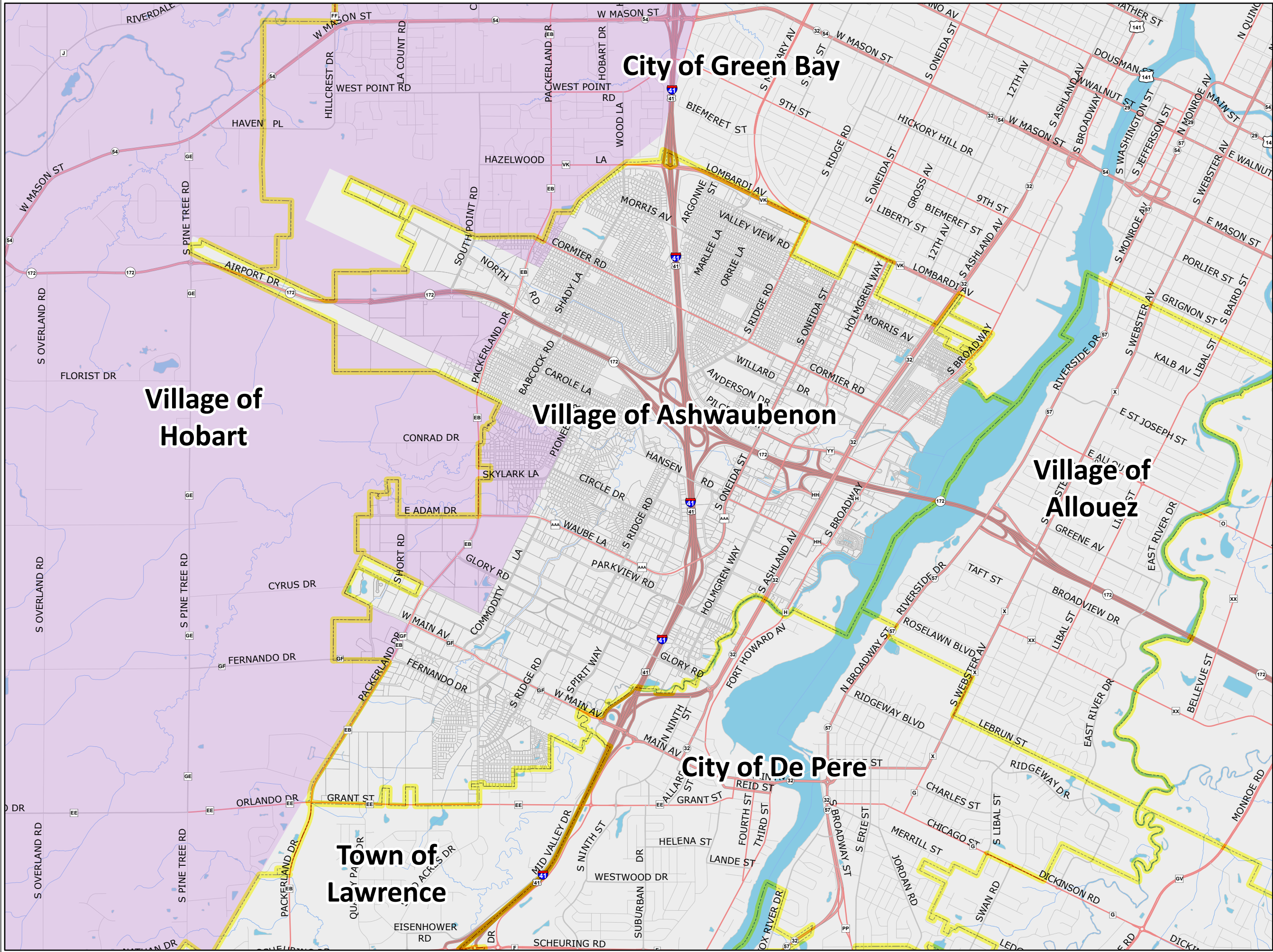


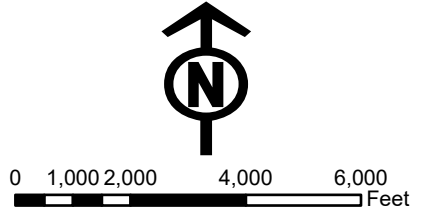


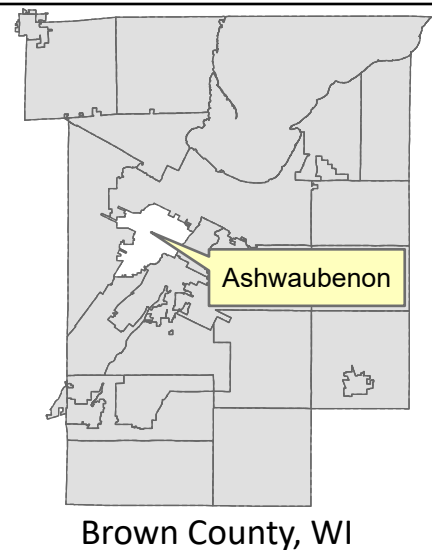
Figure 8-1

Neighboring and Overlapping Local Units of Government

-  Oneida Nation Reservation
-  Local Municipal Boundaries



Map Prepared: 1/2025 AMS
Source: Village of Ashwaubenon



Oneida Nation

The Oneida Nation Reservation includes parts of the far western areas of the Village of Ashwaubenon as indicated on Figure 8-1. With the shared areas, the Village and Nation have a long history of mutual respect and coordinating efforts through a cooperative service agreement that provides reimbursement to the Village for public safety services including fire, police, and emergency medical services provided to Oneida Nation members and properties.

Oneida Nation and Village of Ashwaubenon staff met on February 10, 2025, to discuss opportunities for continued coordination between the Village and Nation. Discussion centered around the Nation's long-term view of management of the Trust lands located along Short Road, west of Packerland Drive, and south of East Adam Drive. Although not planned for development at this time, the Village and Nation will keep each other informed should anything change. It was additionally noted that Short Road, as a Nation-owned right-of-way, is scheduled for maintenance crack sealing in the near future.

Public School Districts**Ashwaubenon School District**

The Ashwaubenon School District is located entirely within the Village of Ashwaubenon and includes most of the Village generally north of Partnership Drive/ Label Lane as indicated in Figure 8-2. Accordingly, Cormier School and Early Learning Center, Valley View Elementary School, Pioneer Elementary School, Parkview Middle School, and Ashwaubenon High School are all located within the northern part of the Village.

The Village and Ashwaubenon School District maintain a close relationship with the Ashwaubenon Performing Arts Center and Ashwaubenon Community Pool being jointly operated and available to both students and residents. Both facilities, in addition to the Ashwaubenon Community Center, were built through a Village property tax referendum supported by the community. Additionally, Village Public Works Staff provide snow plowing services for school parking lots.

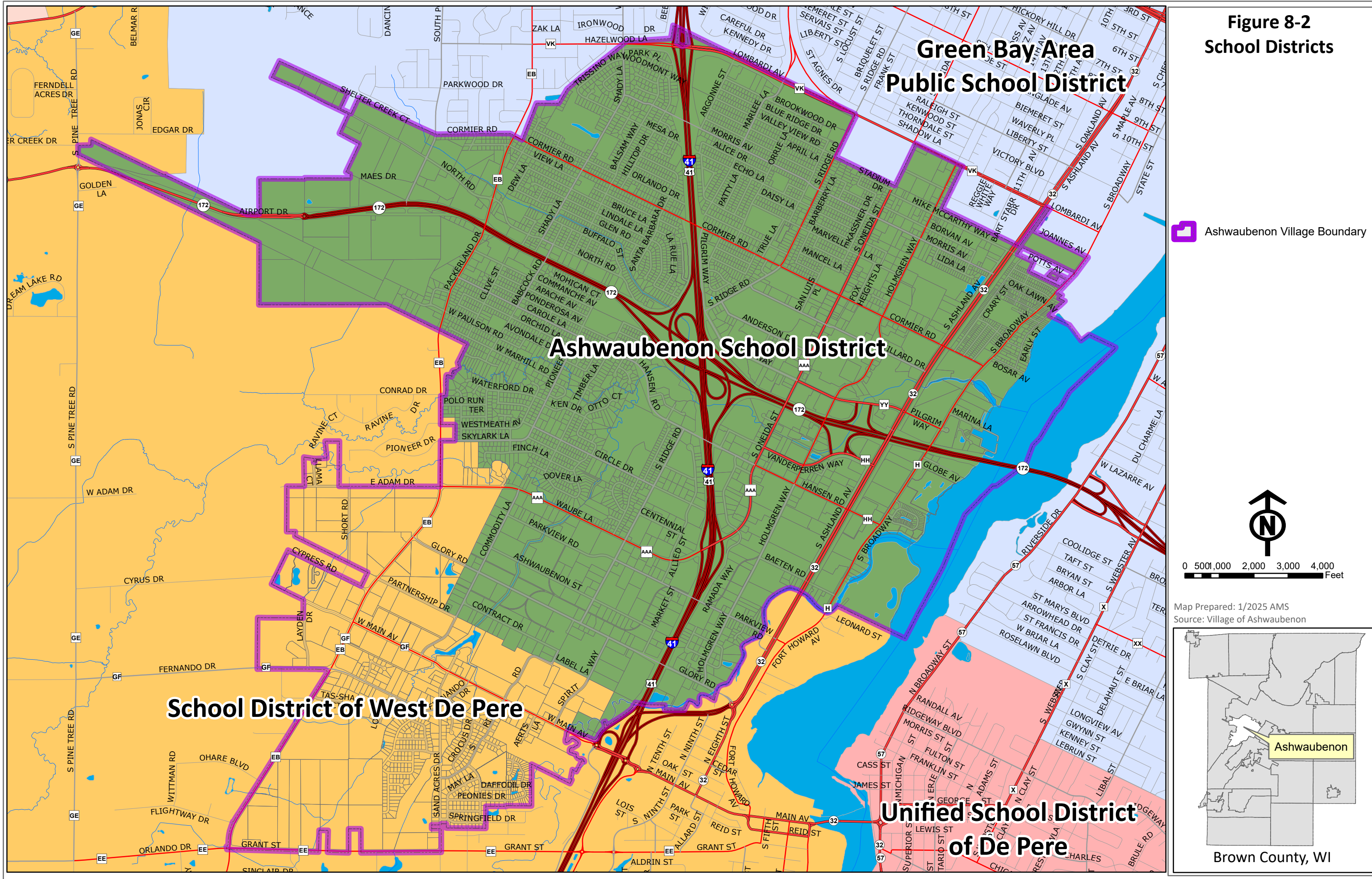
As the School District evaluates future building needs, any new buildings should be constructed in a manner that facilitates the walking and biking of students to school, while also working to minimize student pickup/ drop-off traffic impacts on nearby residential neighborhoods.

West De Pere School District

The West De Pere School District includes the far southwestern part of the Village, roughly south of Partnership Drive/ Label Lane as indicated in Figure 8-2. Although there are no West De Pere School District facilities within the Village, all of the new residential development in the Highland Ridge Estates Subdivision and Winding Creek Estates Subdivision will be located within the West De Pere School District service area.

Considering the anticipated continued growth in residential development within this area of the Village of Ashwaubenon, it is critical that the School District and Village staff maintain an open line of communication. The Village should inform the School District administration of any relatively large residential developments as early in the review and approval process as possible to allow the School District adequate time to assess the potential impact on its facilities and prepare any options necessary to handle an increase in student population. An open line of communication is also necessary to address any roadwork that could impact school bus routes.

Figure 8-2
School Districts



Brown County



The two Brown County departments that currently have the most significant presence in the Village are the Brown County Highway Department and Brown County Library, while the Resch Center and Resch Expo are also Brown County owned facilities. Additionally, the land that houses the Packers' Hutson Center practice facility and most the two practice fields are also owned by Brown County under lease to the Green Bay Packers. The Village also coordinates with the Brown County Parks Department on various Fox River and tributary habitat improvement projects and the Green Bay – Austin Straubel International Airport regarding facility improvements and economic development opportunities.

Brown County Highway Department

The Brown County Highway Department's activities are generally limited to the County Highways within the Village, including the following roadways:

- CTH VK – Lombardi Avenue (from western Village boundary to S. Ashland Avenue)
- CTH AAA – S. Oneida Street/Waube Lane (from Lombardi Avenue to Packerland Drive)
- CTH YY – Pilgrim Way (from S. Oneida Street to S. Ashland Avenue)
- CTH HH – Vanderperren Way (from S. Oneida Street to S. Ashland Avenue)
- CTH EB – Packerland Drive (from northern Village boundary to southern Village boundary)
- CTH GF – Fernando Drive, Packerland Drive and W. Main Avenue (from western Village boundary to Interstate 41)
- CTH EE – Grant Street (from western Village boundary to eastern Village boundary)
- CTH H – S. Broadway (from Lombardi Avenue to southern Village boundary)

The Brown County Materials Recycling Facility (MRF) is located at 2561 S. Broadway. There have historically been issues with glass and other debris on S. Broadway from deliveries to and from the MRF. With the increasing residential development in relatively proximity and transition of the Fox River frontage from an industrial area to recreational, commercial, and residential uses, this location may not be conducive to MRF operations long-term. The Village should work with Brown County to evaluate alternative locations for the MRF and support redevelopment of the property to a use more consistent with the area.

Brown County also provides maintenance under contract with the Wisconsin Department of Transportation for STH 32 (S. Ashland Avenue), which includes litter removal and median mowing approximately twice per year. As S. Ashland Avenue is a primary vehicle entrance route to the Village from Interstate 41, maintenance of the corridor, including the mowing of rights-of-way, landscaping, and litter pick-up should be regularly performed. In order to provide adequate maintenance, the Village of Ashwaubenon has been performing litter removal and median mowing of S. Ashland Avenue, Packerland Drive, and several other county trunk medians on a regular basis during the spring, summer, and autumn months.

The county highways within the Village serve as important routes for both motorized and non-motorized traffic and provide access to many Ashwaubenon businesses. When county highways are scheduled for reconstruction, it is important that early in the design process the Village conveys to Brown County Highway the specific attributes of the street the Village wants to see in a completed project. The streets should be reconstructed in a manner that is sensitive to the existing and planned land uses within the area. This may include such facilities as sidewalks, multi-use trails, bicycle lanes, crosswalks, or other design features that ensure the street functionality matches the existing and proposed land uses. Any facility improvement that crosses jurisdictional boundaries, such as CTH EB (Packerland Drive) should be coordinated with each specific municipality or agency.

Brown County Library

The Ashwaubenon Branch of the Brown County Library is currently located at 1060 Orlando Drive, just west of S. Ridge Road; however, a new library is being constructed as part of The Promenade development located at 909 Cormier Road. The new branch library, likely to open in 2025, will have approximately 16,000 square feet, almost doubling the size of the current library. The branch library provides an important service to the Village and surrounding area. It enjoys tremendous support from the Village in terms of activity and should continue to serve Ashwaubenon residents well into the future. Village residents and elected officials will need to work with the Brown County Library Board and branch staff to ensure library services meet the needs of the residents now and into the future.

Brown County Parks Department

Although there are no Brown County parks within the Village's municipal boundaries, the Village of Ashwaubenon is actively working with the Parks Department on the proposed extension of the Ashwaubomay River Trail to the Brown County Fairgrounds and the Great Lakes Restoration Initiative (GLRI) habitat restoration project in the Fox River and Dutchmans Creek.

Austin Straubel – Green Bay International Airport

The airport is an arm of Brown County and has a major impact on the Village in terms of land area and economic development potential. The airport owns large areas of land within the Village that may be leased for non-aeronautical uses. The Village should continue to coordinate with the airport regarding planned expansion projects and potential economic development opportunities on the non-aeronautical lands.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The Wisconsin Department of Transportation maintains jurisdictional control over Interstate 41, STH 172, and STH 32 (S. Ashland Avenue) in the Village of Ashwaubenon. All three highways serve as primary gateways into and through the Village. As such, visitors to Ashwaubenon oftentimes experience their first impression of the Village from these highways. The Village, Brown County, and WisDOT will need to continue to work together to ensure median and shoulder vegetation is regularly trimmed, litter is removed, and the road surfaces are properly maintained to assist in fostering a positive first impression of the Village to the many visitors to the area.

The STH 172 corridor west of Interstate 41 transitions from a freeway to a stoplight at the Babcock Road intersection. There have been 26 vehicle crashes with various severity of injuries from 2014-2024. The Village and WisDOT should begin discussions about how to reduce vehicle crashes at this intersection.

WisDOT, through the Brown County Metropolitan Planning Organization (MPO), administers a number of federal grant programs which can be used to offset local costs at varying matches for street, pedestrian, and bicyclist facility improvements. Specific grant programs Ashwaubenon could use are identified in the Transportation and Implementation Chapters.

Wisconsin Department of Natural Resources (WDNR)

The WDNR administers the Knowles-Nelson Stewardship fund, which provides grant funding to eligible applicants to primarily purchase lands for preservation and/or outdoor recreation. In addition to the Stewardship program, the WDNR has several programs that could assist the Village in attaining the goals and objectives contained in this Comprehensive Plan, including programs for brownfield redevelopment, park and recreation facility development, natural resource and habitat preservation, and stormwater management. The Implementation Chapter contains a listing of potential WDNR-administered programs that may be applicable to Ashwaubenon.

Wisconsin Economic Development Corporation (WEDC)

The Village of Ashwaubenon has worked closely with WEDC to promote redevelopment at such sites as Mike McCarthy Way, Capital Credit Union Park Stadium, and Aldon Station through the grant programs WEDC administers. Specific programs the Village has partnered with WEDC include the Idle Sites Redevelopment Program and the Community Development Investment Grant. The Idle Sites Redevelopment Program was utilized to offset local expenses at Aldon Station and Capital Credit Union Park Stadium, while the Community Development Investment Grant (CDI) was used as part of the capital stack for financing of The Common Place on Mike McCarthy Way. More recently the Village just submitted a grant through the Vibrant Spaces Program as a contribution to the development of a bandshell at Klipstine Park.

Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, “Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan,” identifies a number of tools that the Village of Ashwaubenon has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are necessarily applicable to the Village of Ashwaubenon, the guide describes a number of options, such as a multijurisdictional tax increment district, that the Village could utilize to promote intergovernmental cooperation with neighboring communities or districts and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

Summary of Recommendations

Ashwaubenon School Districts

- Continue cooperative ventures such as the Ashwaubenon Community Pool and Ashwaubenon Performing Arts Center.
- Support the development of sidewalks on primary school to home walk routes.
- Support efforts by the Ashwaubenon School District to grow its resident student population.
- Continue coordination regarding snow removal and other potential shared services.
- Inform the school district of any new residential development that could increase the student population as early in the review process as possible.

West De Pere School District

- Inform the school district of any new residential development that could increase the student population as early in the review process as possible.
- Support the development of sidewalks on primary school to home walk routes.

Neighboring Local Units of Government

- Maintain open lines of communication regarding development activity and opportunities for coordination.
- Evaluate the potential for renewal of the boundary and service agreement with the Town of Lawrence.
- Coordinate the extension of multi-use bicycle and pedestrian trails along Packerland Drive, Grant

Street, and West Main Avenue with Hobart, Lawrence, and De Pere, respectively.

- Continue the sharing of equipment with the neighboring local units of government when mutually beneficial.
- Ensure new development is complementary to existing and planned development on both sides of municipal boundaries.
- Evaluate opportunities for joint economic development projects in municipal boundary areas through the creation of multijurisdictional tax increment districts.

Oneida Nation

- Continue to maintain open lines of communication regarding the services agreement and other issues of mutual interest, such as the Trust lands along Packerland Drive and Short Road maintenance.
- Promote mutually beneficial economic development opportunities.

Brown County

- Coordinate with the Brown County Planning Commission on applying for transportation related grants, specifically for the W. Main Avenue Trail and Packerland/Grant Trails through the Green Bay Metropolitan Planning Organization (MPO).
- Work with the Brown County Library to ensure that the programming and spaces at the new Ashwaubenon Branch Library are reflective of community needs.
- Encourage the Brown County Highway Department to more regularly perform median mowing and litter removal along S. Ashland Avenue.
- Work with Brown County to evaluate alternative locations for the Materials Recycling Facility and promote the redevelopment of the property.
- Continue to promote the Northeastern Wisconsin Housing Rehabilitation Loan Program, administered by Brown County, for Ashwaubenon residents.
- Communicate to Brown County specific street design desires early in any reconstruction planning process for County Highways.
- Continue cooperative efforts with the Brown County Parks Department on habitat restoration projects and multi-use trail extensions.
- Support Austin Straubel – Green Bay International Airport improvements that expand air transportation services, improve visitor experiences, and promote economic development opportunities.

Wisconsin Department of Transportation (WisDOT)

- Support efforts to increase median and shoulder maintenance, including vegetation trimming, on S. Ashland Avenue (STH 32), STH 172 and Interstate 41.
- Apply for grants through WisDOT to support Ashwaubenon transportation improvements for multi-use trails, vehicle safety, and pedestrian and bicycle facilities.

Wisconsin Department of Natural Resources (WDNR)

- Continue to utilize WDNR grant programs, such as the Knowles-Nelson Stewardship Fund and Great Lakes Restoration Initiative (GLRI), to support conservation and brownfield redevelopment efforts.

Wisconsin Economic Development Corporation (WEDC)

- Maintain a partnership with WEDC as a source for grant programs to support the Village's redevelopment efforts.
- Inform Ashwaubenon businesses of WEDC grant, loan, and educational programs that may benefit them.

CHAPTER 9

Implementation

The completion of this Comprehensive Plan update should be celebrated as a significant milestone in providing guidance for the future of the Village of Ashwaubenon. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the Plan. While the Implementation chapter does not include all the recommendations of the Comprehensive Plan, it does summarize the various implementation tools and related action steps toward its implementation the Village of Ashwaubenon has at its disposal. The following matrices identify the primary action steps for the Village to take in order to implement this Comprehensive Plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this Comprehensive Plan; however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement comprehensive plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other related elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance. Within the Village of Ashwaubenon Code of Ordinances, the Zoning Ordinance is found in Chapter 17.

The Village of Ashwaubenon Planning Commission and Village Board should utilize the Plan’s goals, objectives, and recommendations to formulate a sound basis for making zoning decisions. Identifying the rationale for the zoning decision based on the Comprehensive Plan provides for a much more defensible position, should the decision be challenged.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	When the Village Planning Commission and Village Board considers future zoning actions, it is important that the various Comprehensive Plan goals, objectives, and recommendations/considerations are evaluated and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving zoning actions, the specific goals, objectives, policies, or other Comprehensive Plan concepts that the decisions are based upon should be noted as part of the record.	Community Development Department, Planning Commission	Village Manager	Ongoing
High	Revise the Village's zoning code to reflect the comprehensive plan.	Community Development Department, Planning Commission	Village Manager, Village Board, Board of Appeals	2025-2026
High	Review the Village maximum building height limits as part of the zoning update to determine if they meet current and future needs of the Village	Community Development Department, Planning Commission	Village Public Safety Department	2025-2026
Medium	Update the Village Strategic Plan with action items identified within the Comprehensive Plan	Community Development Department	Village Manager, Village Board	2026
Medium	Update the Village's Sports & Entertainment and Village Center urban design plan.	Community Development Department	Consultant	2027

Low	Provide educational materials and training for Village Planning Commissioners and members of the Board of Appeals	Community Development Department	Village Attorney	2027
Low	Commission a parking study for the Sports & Entertainment and Village Center districts	Community Development Department	Consultant, Public Works Department, Public Safety Department	2028

Land Division Ordinance

Land division regulations govern the process by which smaller lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities and services. New land divisions must also be consistent with the community vision as outlined by the Comprehensive Plan. The Village of Ashwaubenon Chapter 20 – Subdivision and Platting and Brown County Code of Ordinances Chapter 21 – Land Division and Subdivision Ordinance govern land divisions within the Village of Ashwaubenon.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	The Village should review the Comprehensive Plan components and recommendations and use them as a guide in the review process when considering land divisions. The specific goals, objectives, policies, or other Comprehensive Plan concepts that the review includes should be noted as part of the record.	Community Development Department, Village Planning Commission, Village Board	Brown County Planning	Ongoing
Low	Review and update as necessary the Village's land division ordinance to ensure it continues to meet the needs of the Village of Ashwaubenon.	Community Development Department Village Planning Commission	Village Public Works Department	2028

Site Plan and Design Review Ordinance

The Village of Ashwaubenon currently regulates the site plan and design of most new buildings in Section 17-2-200 of the Ashwaubenon Code of Ordinances. As described in Section 17-2-200, the ordinance applies to situations when

a building permit is required for a proposed new building or additions to a building outside of one- and two-family homes. The ordinance serves as a method of ensuring new development meets minimum site planning and design guidelines in addition to all applicable zoning, stormwater management, utility, signage, and related requirements.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Review the site plan and design review ordinance to ensure it is consistent with the direction of the Comprehensive Plan and continues to meet the goals of the Village.	Community Development Department	Village Public Works Department, Village Manager	2025-2026
Medium	Evaluate the structure of the site plan and design review ordinance to determine if it should be a separate chapter within the code of ordinances	Community Development Department	Village Attorney, Village Information Technology	2025-2026

Capital Improvements Program

The Village of Ashwaubenon maintains a Capital Improvements Plan to plan and schedule major public works projects over a 10-year period. A CIP that is consistent with Ashwaubenon's Comprehensive Plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the Plan's chapter recommendations.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Review the Comprehensive Plan for major public works projects and consider for inclusion within the CIP.	Public Works Department, Village Board	Village Manager, Finance Department	Ongoing

Building Regulations

The Village of Ashwaubenon enforces building regulations through Chapter 5 of the Code of Ordinances. Ensuring buildings are properly inspected and maintained is critical to keeping Ashwaubenon a safe and visually welcoming destination for its residents and visitors.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Update Chapter 5 to ensure consistency with the revised zoning code.	Community Development Department	Village Manager, Village Attorney	2026
Medium	Provide information to Village residents regarding Brown County's Housing Rehabilitation Loan and homebuyer downpayment assistance programs.	Community Development Department	Brown County Planning Commission	Ongoing
Low	Actively enforce the property maintenance standards within Village code.	Community Development Department	Village Attorney	Ongoing

Outdoor Park and Recreation Facilities

Parks and recreation facilities are a vital component to the Village's overall quality of life. They provide opportunities for physical activity, community gatherings, and mental health maintenance, among many other tangible and intangible benefits. The Comprehensive Plan supports the recommendations within the Ashwaubenon Comprehensive Outdoor Recreation Plan (CORP) and the comprehensive plan should be referenced for future updates to the CORP.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Continue to coordinate with Brown County and neighboring communities regarding multi-use trail extensions.	Parks, Recreation, and Forestry Department	WDNR, Brown County, neighboring units of government	Ongoing

Medium	Continue coordination and communication with the Ashwaubenon School District regarding park and recreation facility, PAC, pool, and community center usage and programming.	Parks, Recreation, and Forestry Department	Ashwaubenon School District	Ongoing
Low	Update the Village's Outdoor Recreation Plan every five years and submit to the WDNR to renew Village eligibility for WDNR Stewardship grants.	Parks, Recreation, and Forestry Department	Ashwaubenon Park Board	2030
Low	Update the Village's Bicycle and Pedestrian Plan as needed to reflect completed projects and community priorities.	Parks, Recreation, and Forestry Department	Bicycle and Pedestrian Committee	2032

Erosion and Stormwater Control Ordinances

Communities adopt erosion and stormwater control ordinances to limit the impact of development on surface water, groundwater recharge, and overall water quality. The Village of Ashwaubenon stormwater management and erosion control ordinances are found within Chapter 5 of the municipal code. As generally with all services, there is a cost to the Village to properly maintain these facilities. The Village should continue to utilize the stormwater utility to capture fees from all properties that contribute stormwater to the Village's stormwater collection and treatment system.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Continue to review potential areas for new regional stormwater management ponds within the Village.	Village Engineer	WDNR, Finance Department	Ongoing
Low	Keep abreast of potential changes to state and federal laws pertaining to stormwater management.	Village Engineer	Village Board	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process identified the base contacts for communication among the many different governmental agencies and bodies that have an

interest in the future of Ashwaubenon. It is necessary for the Village to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Maintain an open dialogue with the Oneida Nation regarding future development and collaboration.	Village President	Village Manager	Ongoing
Low	Continue to maintain open lines of communication with surrounding communities and the school districts and neighboring municipalities to discuss issues or opportunities of common concern.	Village President	Village Manager	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Village.	Village President, Village Manager	League of Wisconsin Municipalities	Ongoing

Comprehensive Plan

With adoption of this Comprehensive Plan update, the Village will continue to meet the requirements of Section 66.1001 Wis. Stats., which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every ten years. The Comprehensive Plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Ashwaubenon can be. In order for the Plan to continue to be useful, the Plan should be amended and updated at a minimum in accordance with the following matrix.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning Commission meeting every other year to review the Comprehensive Plan and make sure it continues to meet the Village's vision and needs.	Community Development Department	Planning Commission	2027
Low	Update the Comprehensive Plan as warranted and completely revise it at least once every 10 years.	Community Development Department	Village Board	2035

Funding

Some of the recommendations in the Plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant and loan programs administered by local and state agencies, including the Wisconsin Department of Administration (WDOA), Wisconsin Economic Development Corporation (WEDC), Wisconsin Department of Natural Resources (WDNR), and Wisconsin Department of Transportation (WisDOT). At the federal level, the Environmental Protection Agency (EPA) and Department of Commerce–Economic Development Agency (EDA) all provide various sources of funding that may be applicable to the Village of Ashwaubenon.

Most state and federal grant programs require a local match. However, the local match may typically include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying. The WEDC maintains a comprehensive list of state aid programs, which may be found at <http://inwisconsin.com/community/assistance/>.

Additionally, the Wisconsin Department of Administration facilitates the federal Community Development Block Grant (CDBG) program for communities within the State of Wisconsin. This funding is for communities (non-entitlement) that do not already receive a pre-determined allocation of federal CDBG funding from the U.S. Department of Housing and Urban Development (HUD). Specific CDBG grant programs include those dedicated to public facilities (CDBG-PF), economic development (CDBG-ED), public facilities for economic development (CDBG-PFED), and planning (CDBG-PLNG). The CDBG program has very strict income, application, and administration requirements that may require the utilization of a consultant. The Village of Ashwaubenon should contact WDOA staff to discuss the possibility of utilizing CDBG funding prior to hiring a consultant or preparing an application.

Comprehensive Plan Review and Update

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Village's Comprehensive Plan is to remain a useful document, the Plan should be regularly reviewed to ensure it continues to reflect the overall goals of the Village. Should the plan be amended, the process to amend the plan is the same as adoption, including planning commission resolution, publication of a class 1 notice a minimum of 30 days prior to a public hearing, public hearing, and Village Board ordinance. A copy of the newly adopted or

amended comprehensive plan with resolution and ordinance must be provided to the regional planning commission, neighboring and overlapping units of government, local library, and Wisconsin Department of Administration.

APPENDIX A

Village of Ashwaubenon Citizens Participation Plan

APPENDIX B

Village of Ashwaubenon Planning Commission Resolution (RESERVED)

APPENDIX C

Ashwaubenon Village Board Adoption Ordinance (RESERVED)