

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.

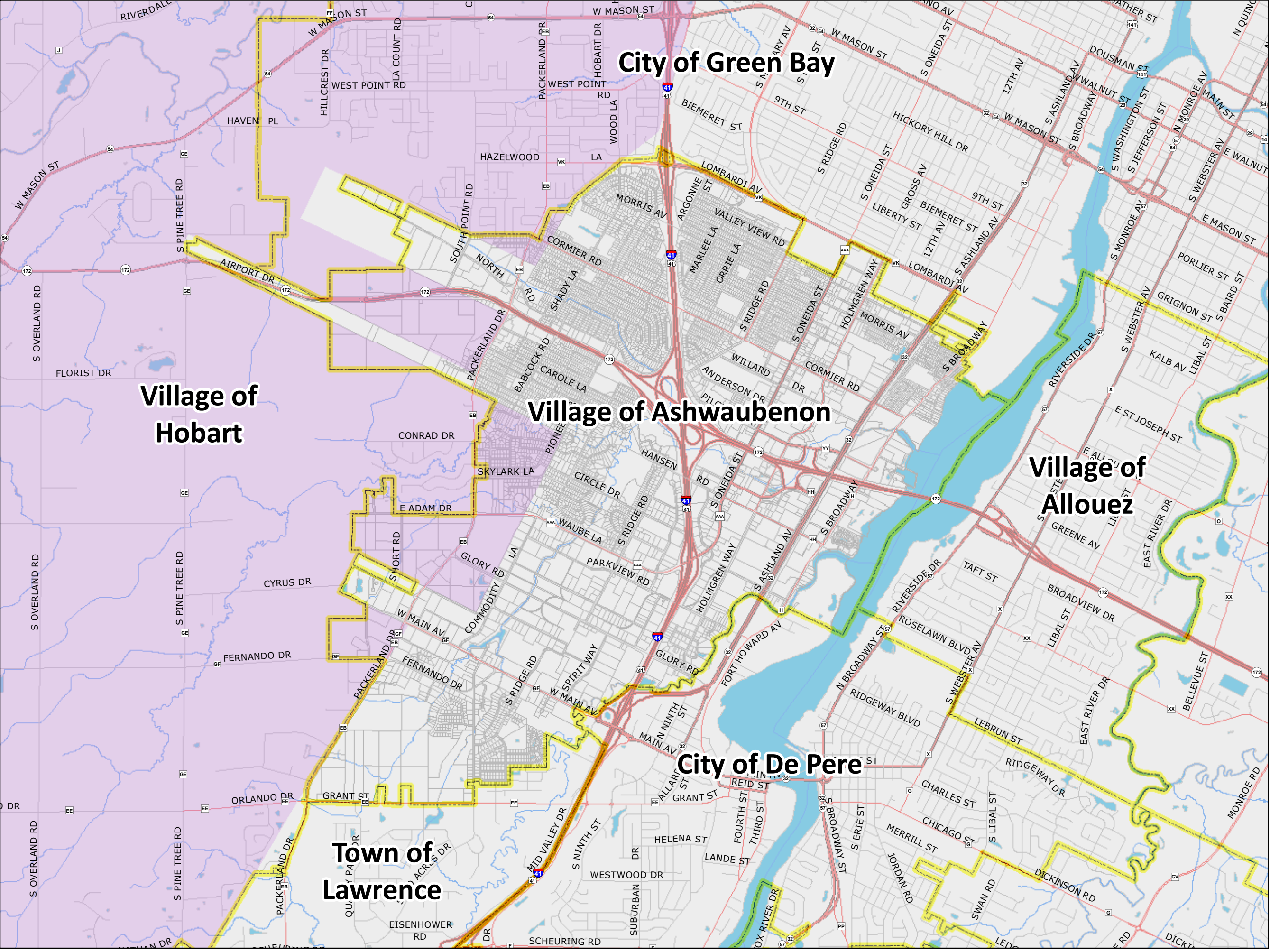
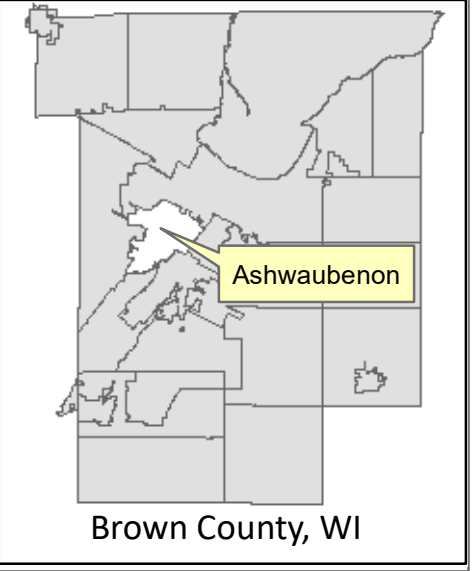
Figure 8-1
Neighboring Local
Units of Government

-  Oneida Nation Reservation
-  Local Municipal Boundaries



0 800 1,600 3,200 4,800 6,400 Feet

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.

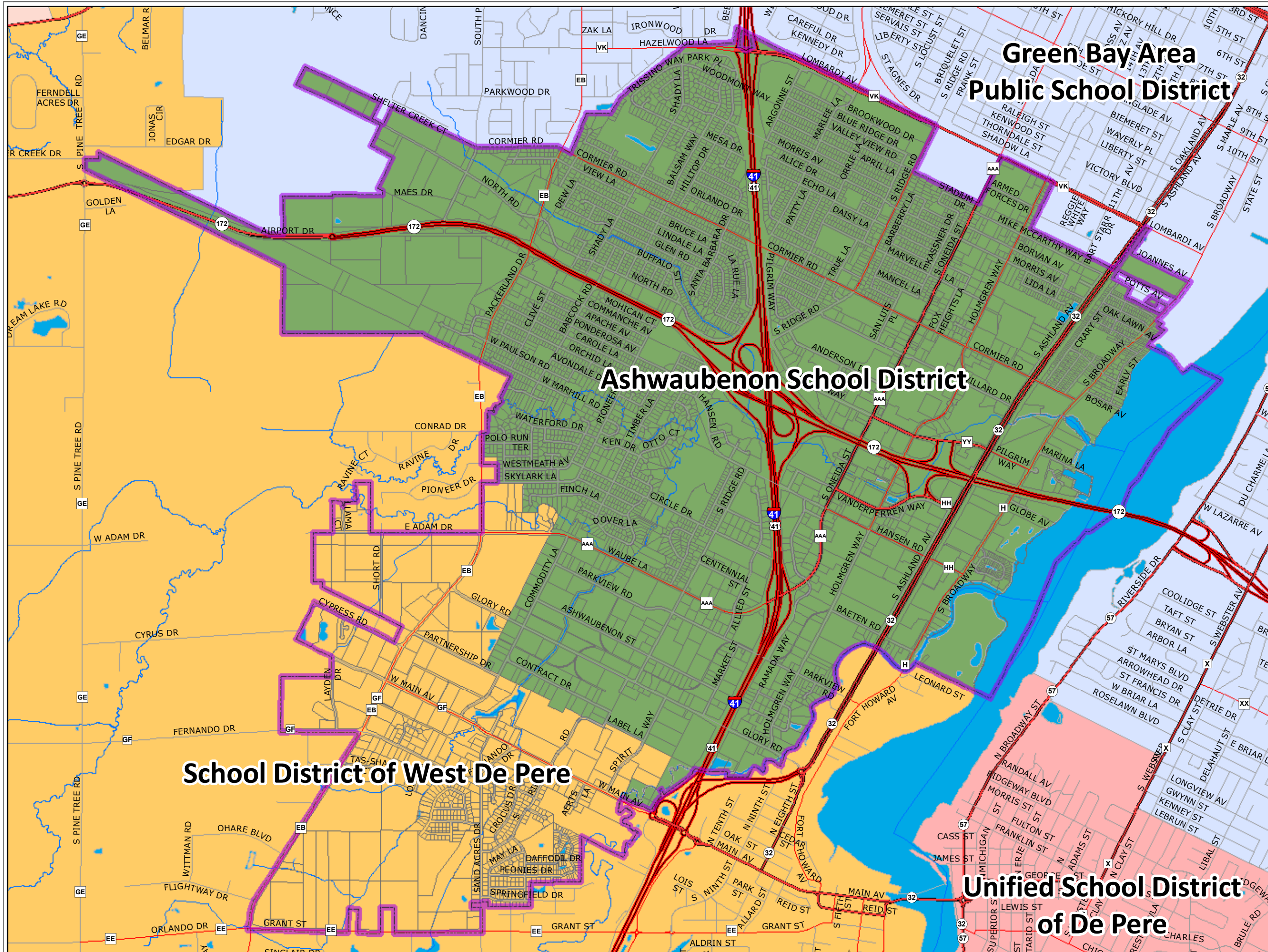
West De Pere School District




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

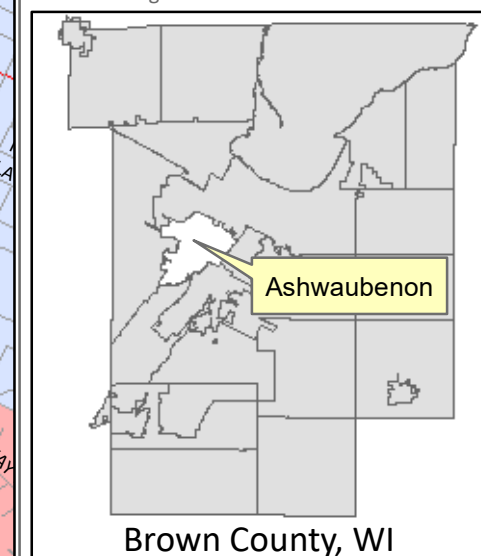


 Ashwaubenon Village Boundary



0 600 1,200 2,400 3,600 4,800
Feet

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



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.