

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 park 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	2006 Total Acres	2006 Percent of Total
Street and Highway Rights-of-Way	1,552.7	18.85%
Off-Street Parking	109.8	1.33%
Bus Terminals	13.7	0.17%
Truck Terminals	63.8	0.78%
Rail Related	36.1	0.44%
Air Related	342.7	4.16%
Total Transportation	2,118.8	25.73%
Generation/Processing of Comm./Util.	58.6	0.71%
Transmission of Comm./Util.	14.9	0.18%
Waste Processing/Disposal	65.7	0.80%
Total Communication/Utilities	139.2	1.69%
Government Administration	62.9	0.76%
Safety Institutions	0.8	0.01%
Educational Institutions	93.1	1.13%
Health-Institutions	59.3	0.72%
Assembly Institutions	30.8	0.37%
Religious and Related Facilities	39.1	0.47%
Total Institutional/Governmental	286.0	3.46%
Cultural/Natural Activities	0.8	0.01%
Land Related Activities	303.4	3.68%
Water Related Activities	2.3	0.03%
Total Outdoor Recreation	306.5	3.72%
Undesignated Open Space/Vacant Lots	378.2	4.59%
Cropland/Pasture	382.9	4.65%
Total Open Space /Agricultural	761.1	9.24%
Water Features	287.5	3.49%
Woodlands	523.7	6.36%
Other Natural Areas	22.8	0.28%
Total Natural Areas	834.0	10.13%
GRAND TOTAL *	8,235.6	100.00%

Figure 2-1

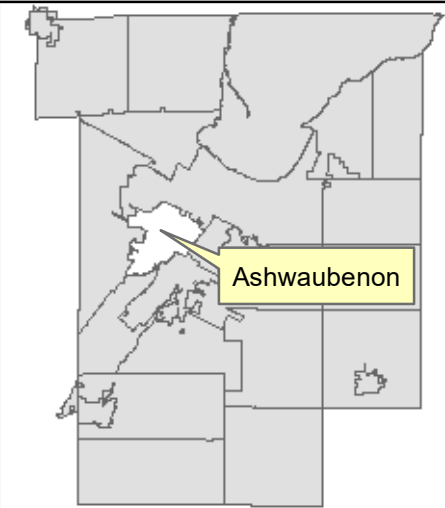
2023 Existing Land Uses

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

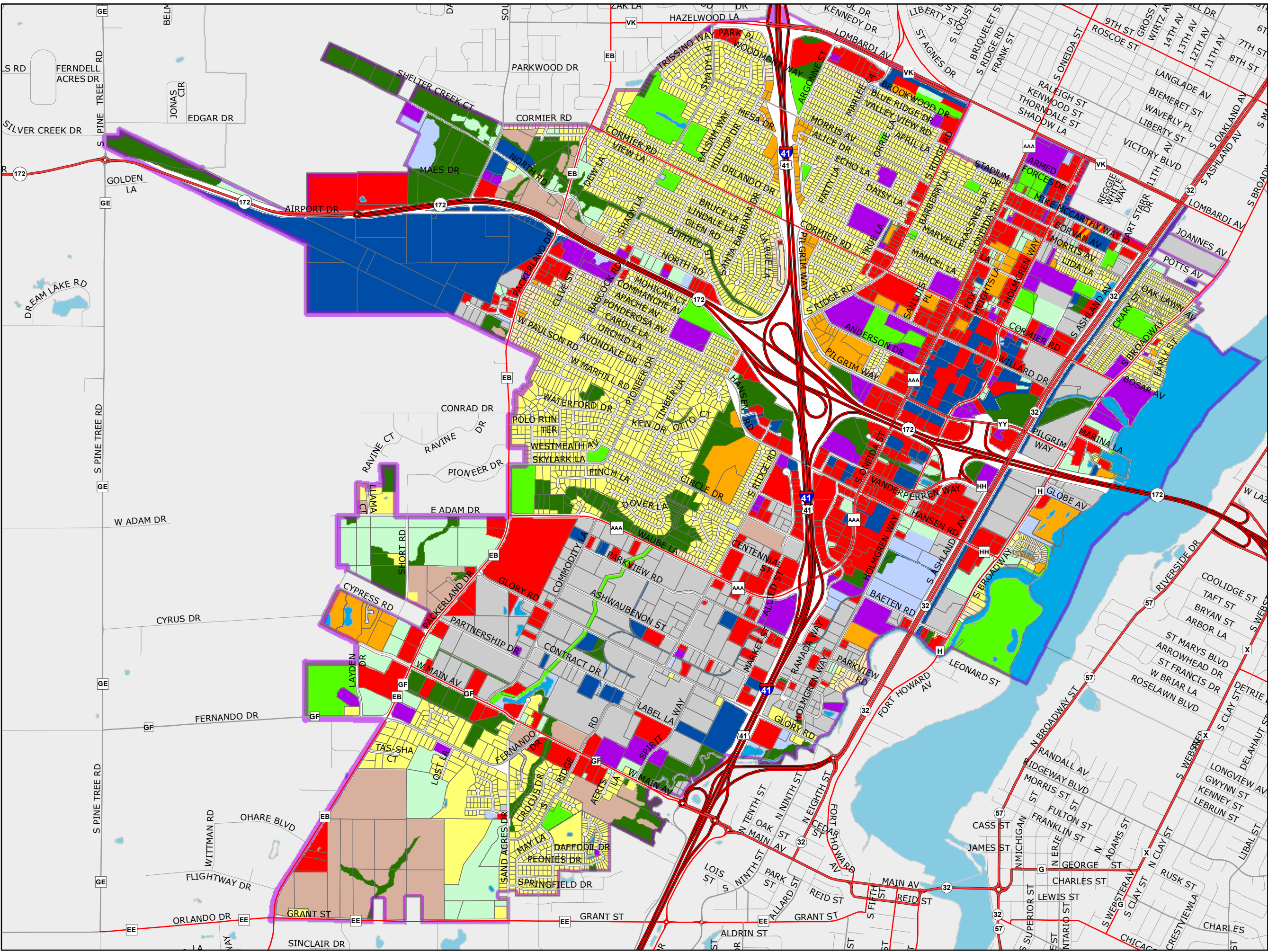


0 550,100 2,200 3,300 4,400 Feet

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



Brown County, WI



Residential Land Uses

Residential land uses include single-family homes, two-family homes, multi-family apartment buildings, and lands that are subdivided for new residential development. Within the Village of Ashwaubenon, 1,997.2 acres of land, or approximately 24.3 percent of the Village's land uses are classified as residential. Single family residential land uses are by far the largest subcategory, accounting for 1,529.8 acres of land or approximately 78.6 percent of all land classified as residential. Primarily single-family residential neighborhoods are generally located in the northeast part of the Village between S. Ashland



Avenue and S. Broadway, south and west of Lambeau Field, and southwest of the Interstate 41/ STH 172 interchange. Newer single-family residential neighborhoods are found south of W. Main Avenue along Fernando Drive, S. Ridge Road, and Sand Acres Drive. The lands southwest of the intersection of Fernando Drive and Sand Acres Drive are currently under single-family residential home development with the Highland Ridge Estates Subdivision.

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. The newer apartment developments are typically 4+ stories tall and located on compact sites. 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 and commercial uses, there remain small industrial classified 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 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 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. The open space areas found along E. Adam Drive/Short Road are in Trust for the Oneida Nation. The



The remaining areas of open space at the end of Lost Lane and along Sand Acres Drive are lands that include the former Highland Ridge Golf Course, which is no longer in operation. 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.

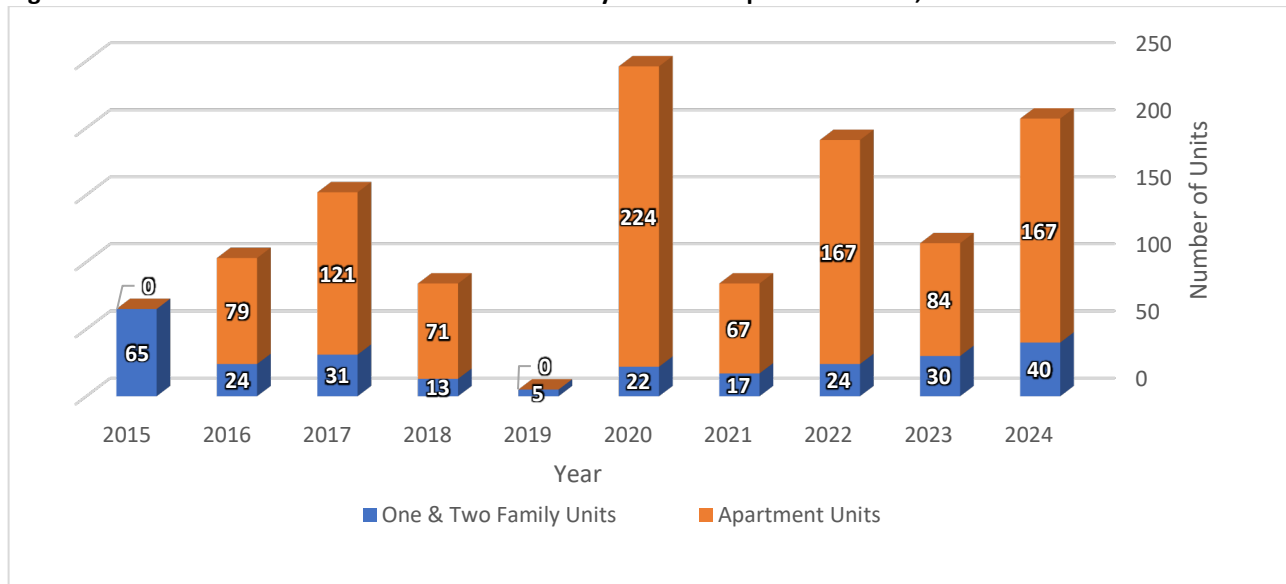
Land Use Trend Analysis

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. 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 very focused in the redevelopment of lands in the northern parts of the Village, including Titledown and areas 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. 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 older 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 alleviate 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 directly 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, should be integrated into new residential 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.