



Coordinated Comprehensive Plan

... Communities working together, 2020 and beyond

City & Town of Brillion, Wisconsin USA

TABLE OF CONTENTS

Acknowledgements.....	i
Ordinances and Resolutions.....	ii
Chapter 1.0 Introduction	
Location	1.1
Background.....	1.1
Purpose and Scope of This Document.....	1.2
Public Involvement	1.2
USDA Natural Resource Conservation Service.....	1.3
Chapter 2.0 Issues and Opportunities	
Introduction	2.1
Visioning Process	2.1
Visions	2.4
Demographic Profile	2.4
Economic Profile	2.8
Chapter 3.0 Housing	
Introduction	3.1
Housing Vision.....	3.1
Existing Housing Supply	3.1
Age and Quality of Housing Stock	3.2
Occupancy	3.3
Cost of Housing	3.4
Housing Affordability Analysis.....	3.5
Housing for Senior Citizens and Persons with Disabilities	3.6
Incorporating Alternative Housing Styles	3.7
Future Housing Needs	3.8
Housing Issue and Concerns	3.8
Housing Programs.....	3.8
Coordination with Other Comprehensive Plan Elements	3.10
Goals and Objectives.....	3.11
Chapter 4.0 Transportation	
Introduction	4.1
Vision.....	4.1
Inventory of Existing Transportation Facilities.....	4.1
Transportation Opportunities for Seniors and People with Disabilities.....	4.6
Summary of Existing Transportation Plans	4.6
Transportation Issues and Concerns.....	4.8
Coordination with Other Required Plan Elements.....	4.10
Goals and Objectives.....	4.12
Chapter 5.0 Utilities and Community Facilities	
Introduction	5.1
Utilities and Community Facilities Vision	5.1
Existing Utilities Inventory – Location, Use, Capacity	5.1
Existing Facilities Inventory – Location, Use, Capacity	5.9
Utilities and Community Facilities Issues and Concerns.....	5.22
Utilities and Community Facilities Funding Options.....	5.22
Utilities and Community Facilities Maps	5.23

Coordination with Other Comprehensive Plan Elements	5.23
Goals and Objectives.....	5.24

Chapter 6.0 Agricultural, Natural and Cultural Resources

Introduction	6.1
Agricultural, Natural and Cultural Resources Vision	6.1
Agricultural Resources.....	6.1
Natural Resources and Environmental Concerns.....	6.6
Historical and Cultural Resources	6.11
Current Policies, Trends and Programs	6.14
Agricultural, Natural and Cultural Resources Issues and Concerns.....	6.19
Coordination with Other Comprehensive Plan Elements	6.20
Goals and Objectives.....	6.20
Agricultural, Natural and Cultural Resources Policy Statements.....	6.20

Chapter 7.0 Economic Development Element

Introduction	7.1
Economic Development Vision	7.1
Labor Force and Economic Base.....	7.1
Current Business Inventory	7.1
Attracting and Retaining Business and Industry	7.4
Economic Development Opportunities.....	7.6
Existing Underdeveloped Industrial and Commercial Areas.....	7.8
Tools to Promote Economic Development.....	7.8
Desired Business and Industry	7.11
Economic Development Assistance.....	7.13
Potential City Economic Development Organizations.....	7.15
Environmentally Contaminated Sites	7.15
Goals and Objectives.....	7.16

Chapter 8.0 Existing Land Use

Introduction	8.1
Land Use Vision	8.1
Existing Land Use Inventory	8.1
Natural Limitations for Building Site Development.....	8.2
Zoning Information	8.3
Subdivision Regulations	8.3
Community Design Considerations	8.5
Trends in Supply, Demand and Price for Land.....	8.7
Annexation	8.10
Assets and Opportunities	8.10
Goals and Objectives.....	8.11
Land Use Policy Statement.....	8.12

Chapter 9.0 Intergovernmental Coordination

Introduction	9.1
Intergovernmental Coordination Vision	9.1
Governmental Units and Relationships.....	9.1
Intergovernmental Comprehensive Planning Process	9.3
Intergovernmental Cooperation Programs.....	9.4
Existing and Proposed Plans.....	9.4
Intergovernmental Goals and Objectives.....	9.5
Intergovernmental Policy Statement	9.5

Chapter 10.0 Future Land Use

Introduction	10.1
Future Land Use Map Development	10.1

Projected Land Use Demand.....	10.3
Future Land Use Classifications.....	10.4
Rural Town Development.....	10.14
Coordination with Other Comprehensive Plan Elements	10.18
Town of Brillion Rural Objectives.....	10.19
Town of Brillion Rural Development Policy.....	10.20

Chapter 11.0 Implementation

Introduction.....	11.1
Implementation Vision.....	11.1
Relationship Amongst Elements.....	11.1
Measuring Progress.....	11.1
Implementation Responsibilities	11.2
Updating the Comprehensive Plan.....	11.2
Special Implementation Considerations	11.2
Comprehensive Plan Policy Statements.....	11.6

Goals and Objectives

Housing Element Agenda	1
Transportation Element Agenda	3
Utilities and Community Facilities Element Agenda.....	6
Agricultural, Natural and Cultural Resources Element Agenda.....	9
Economic Development Element Agenda.....	11
Land Use Element Agenda	13
Intergovernmental Cooperation Element Agenda	16
Implementation Element Agenda	17

Appendices

Appendix A: Quick Reference
Appendix B: Maps
Appendix C: Figures and Tables
Appendix D: Public Participation Plans and Surveys
Appendix E: Architecture and History Inventory (AHI)
Appendix F: Schedule of Required Updates
Appendix G: 2007 Census of Agriculture
Appendix H: Reduced Coding Scheme – Existing Land Use

ACKNOWLEDGEMENTS

This plan could not have been developed without the assistance of many dedicated volunteers, citizens, professionals, and elected officials from the City and Town of Brillion and beyond. We would like to take the opportunity to thank...

City of Brillion Planning Commission

- | | |
|-----------------------------|-----------------|
| ▪ Robert Mathiebe, Chairman | ▪ Tim Geary |
| ▪ Zane Zander | ▪ Matt Vechart |
| ▪ Robert Jensen | ▪ Kevin Clavers |
| ▪ Earl Herring | ▪ Hank Horn |

City of Brillion Planning Committee Members

- | | | |
|-------------------|--------------------|-------------------|
| ▪ T.J. Bastian | ▪ Steve | ▪ Larry Pagel |
| ▪ Matthew Bennett | ▪ Letourneaux | ▪ Jill Peters |
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| ▪ Claire | ▪ Howard McVicker | ▪ Harold Wolf |
| ▪ Letourneaux | ▪ Mo Mollen | |

Town of Brillion Land Use Committee Members

- | | | |
|------------------------------------|------------------|------------------|
| ▪ Mary Eickert,
Committee Chair | ▪ Scott Eickert | ▪ Otto Schley |
| ▪ Wayne Maile, Town
Chairman | ▪ Ken Hedrich | ▪ Bob Stanelle |
| ▪ Jamie Bell | ▪ Paul Heraly | ▪ Len Vaness |
| ▪ Howard Brux | ▪ Richard Konrad | ▪ Kevin Wentland |
| | ▪ Bob Maile | ▪ Richard Levash |
| | ▪ Lyle Ott | ▪ Mimi Ariens |

Project Coordinators, Agencies and Professional Support

Jerry Braatz, Former UW-Extension Agent for Calumet County
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Heather M. Zander, City of Brillion Community Development Director
Calumet County Planning Department
East Central Wisconsin Regional Planning Commission
Forest Junction Sanitary Sewer District
University of Wisconsin-Madison Land Information & Computer Graphics

And Most Importantly...

The citizens, business owners and property owners from the City and Town who provided input at public meetings, and completed the community survey.

ORDINANCES AND RESOLUTIONS

The State of Wisconsin Smart Growth Law requires that once a community has completed its Comprehensive Land Use Plan, it must adopt the document through ordinance. Amendments also require public process and ordinance amendments. The law further states that, beginning in January 2010, any program or action of a local governmental unit of which affects land use, must be consistent with the municipality's comprehensive plan.

According to State Statute Chapter 66 *General Municipality Law*, Subchapter X *Planning, Housing and Transportation* § 66.1001 *Comprehensive Planning* (4) *Procedures for Adopting Comprehensive Plans*, a municipality must comply with all of the following before any comprehensive plan may take effect:

1. Adopt written procedures that are designed to foster public participation.
2. The Plan Commission or other authorized unit of local government authorized to prepare or amend a comprehensive plan, may recommend adoption or changes by adopting a resolution by a majority vote of the entire commission.
3. The local governmental unit must hold at least one Class 1 public hearing at which the proposed ordinance (to adopt the plan or amend the document) is discussed.
4. After the Public Hearing, the local governmental unit must enact an ordinance that adopts the plan or amendments, by a majority vote of the members elect.
5. The resulting ordinance must be filed with the following entities:
 - Every governmental body that is located in whole or in part within the boundaries of the local governmental unit
 - The Clerk of every local governmental unit that is adjacent to the municipality enacting the plan
 - The Wisconsin Land Council
 - The Department of Administration
 - The Regional Planning Commission (ECWRPC)
 - The Public Library serving the area (Brillion Public Library)

State

Requirements

For specific requirements for resolution and ordinance content, public hearing notices, public hearings, required plan elements, and other parameters associated with Community Comprehensive Planning, refer to the Smart Growth Law found in Wisconsin

The City and Town of Brillion Coordinated Comprehensive Plan has been formatted in such a way that each section can be amended independently, which will not require a complete reprint of the entire publication, should amending the document be necessary. As those amendments occur, each formal action will be added to this section – **Ordinances and Resolutions**.

ORDINANCE NO. OR03-02

**AN ORDINANCE AMENDING THE MUNICIPAL CODE
CHAPTER 66, PLANNING, ARTICLE III,
SMART GROWTH COMPREHENSIVE PLAN,
SECTION 66-51 THROUGH SECTION 66-55,
AS IT RELATES TO THE SMART GROWTH COMPREHENSIVE PLAN
IN THE CITY OF BRILLION, CALUMET COUNTY, WISCONSIN**

The Common Council of the City of Brillion do ordain as follows:

SECTION 1. Chapter 66, Planning, Article III, Smart Growth Comprehensive Plan, Section 66-51 through Section 66-55 is hereby created as follows:

ARTICLE III. SMART GROWTH COMPREHENSIVE PLAN

Sec. 66-51. Declaration of Intent.

Pursuant to the provisions of Ch. 66.1001 and Ch. 60.22(3)Wis. Stats., the Brillion City Council, Calumet County, Wisconsin does ordain as follows:

Having completed the *City of Brillion Smart Growth Comprehensive Plan*, as part of a multi-jurisdictional effort with the Town of Brillion, in accordance with the requirements stipulated in Wisconsin's Smart Growth Law, 1999 Wisconsin Act 9, and defined in Ch. 66.1001 Wis. Stats., and as recommended for adoption by the City Planning Commission on June 2, 2003, and posted in accordance with Class I Public Notice requirements, the Brillion City Council hereby adopts the *City of Brillion Smart Growth Comprehensive Plan* as the guide for future land use and development decisions in the City. All programs and actions of the City that affect land use shall be consistent with the comprehensive plan. This includes any other ordinances, plans or regulations of the City that relate to land use, including, but not limited to: Cooperative Boundary Agreements entered into under s. 66.0307, Municipal Boundary Agreement Fixed under s. 66.0225, Local Subdivision Regulation under s. 236.45, City Zoning Ordinances, Land Acquisition for Recreational Lands under s. 23.09(20), and Construction Site Erosion Control and Stormwater Management Zoning under s. 61.354.

Sec. 66-52. Background.

On April 7, 2003, the City of Brillion Planning Commission unanimously recommended the *City of Brillion Smart Growth Comprehensive Plan* be distributed, in accordance with 1999 Wisconsin Act 9, as the City's recommended plan. The plan represents the culmination of a 30-month planning program, including extensive public involvement.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested

An Ordinance Adopting the City of Brillion Smart Growth Comprehensive Plan

June 2, 2003

Page 2 of 2

by June 2, 2003. Copies of the recommended plan have been displayed on the Internet, at the City Hall, and at the City Public Library for 30 days prior to the June 2, 2003 Public Hearing.

Following the public hearing, the Planning Commission unanimously recommended the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, *adopt the City of Brillion Smart Growth Comprehensive Plan.*

Sec. 66-53. Authority.

This ordinance is enacted pursuant to power granted by virtue of present Wisconsin Statutes, including Section 66.1001(4)(c).

Sec. 66-54. Definition.

Comprehensive Plan is a plan for development that recognizes the physical, economic, social, political, aesthetic, and related factors of the community. As required by the Wisconsin Smart Growth Legislation, the comprehensive plan addresses nine (9) required plan elements: Issues & Opportunities, Housing, Transportation, Agricultural Natural & Cultural Resources, Economic Development, Land Use, Intergovernmental Coordination and Implementation.

Sec. 66-55. Restrictions.

The City of Brillion Planning Commission shall review and recommend all subsequent amendments to the plan to City Council. All amendments shall require a public hearing and Class I Public Notice. Copies of the recommended and approved changes shall be mailed to all neighboring units of government and affected agencies, in accordance with the Wisconsin Statutes Section 66.1001 (4)(b) requirements for Plan Commission recommendation of the original plan.

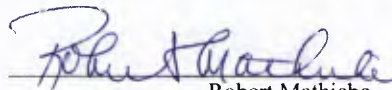
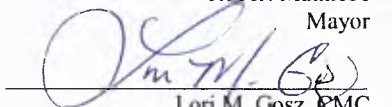
SECTION II: This ordinance shall take effect upon passage and publication as required by law.

Ordinance Number OR03-02 introduced and its adoption moved by Alderperson Sonnabend and seconded by Alderperson Nies.

Upon a pole vote thereon, the result was as follows:

<u>2</u>	Votes Cast
<u>8</u>	Votes Yes
<u>0</u>	Votes No

The Mayor declared Ordinance Number OR03-02 adopted, approved and signed the same this 2 day of June, 2003.


Robert Mathiebe
Mayor

Lori M. Gosz, CMC
City Administrator/Clerk-Treasurer

Attested:

An Ordinance Adopting the Town of Brillion Smart Growth Comprehensive Plan

July 14, 2003

Page 1 of 2

Town of Brillion

Calumet County, WI

ORDINANCE NO. 2003-07

SMART GROWTH COMPREHENSIVE PLAN

STATE OF WISCONSIN)

) s.s.

COUNTY OF CALUMET)

Pursuant to the provisions of Ch. 66.1001 and Ch. 60.22(3)Wis. Stats., the Brillion Town Board, Calumet County, Wisconsin does ordain as follows:

Having completed the *Town of Brillion Smart Growth Comprehensive Plan*, as part of a multi-jurisdictional effort with the City of Brillion, in accordance with the requirements stipulated in Wisconsin's Smart Growth Law, 1999 Wisconsin Act 9, and defined in Ch. 66.1001 Wis. Stats., and as recommended for adoption by the Town Planning Commission on July 14, 2003, and posted in accordance with Class I Public Notice requirements, the Brillion Town Board hereby adopts the *Town of Brillion Smart Growth Comprehensive Plan* as the guide for future land use and development decisions in the Town. All programs and actions of the Town that affect land use shall be consistent with the comprehensive plan. This includes any other ordinances, plans or regulations of the Town that relate to land use, including, but not limited to: Cooperative Boundary Agreements entered into under s. 66.0307, Municipal Boundary Agreement Fixed under s. 66.0225, Local Subdivision Regulation under s. 236.45, Town Zoning Ordinances, Land Acquisition for Recreational Lands under s. 23.09(20), and Construction Site Erosion Control and Stormwater Management Zoning under s. 61.354.

BACKGROUND. On May 19, 2003, the Town of Brillion Planning Commission unanimously recommended the *Town of Brillion Smart Growth Comprehensive Plan* be distributed, in accordance with 1999 Wisconsin Act 9, as the Town's recommended plan. The plan represents the culmination of a 30-month planning program, including extensive public involvement.

Since that motion was passed, copies of the recommended plan were forwarded to the East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Hilbert School District, Wrightstown School District, Calumet County, Manitowoc County, Brown County, the Forest Junction Sanitary District, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested by July 14, 2003. Copies of the recommended plan have been displayed on the internet, at the Town Hall, and at the Brillion Public Library for 30 days prior to the July 14, 2003 Public Hearing.

Following the public hearing, the Planning Commission unanimously recommended the Town Board, subject to corrections and comments received during the 30-day comment period and public hearing, adopt the *Town of Brillion Smart Growth Comprehensive Plan*.

AUTHORITY. This ordinance is enacted pursuant to power granted by virtue of present Wisconsin Statutes, including Section 66.1001(4)(c).

DEFINITION. Comprehensive Plan is a plan for development that recognizes the physical, economic, social, political, aesthetic, and related factors of the community. As required by the Wisconsin Smart Growth Legislation, the

An Ordinance Adopting the Town of Brillion Smart Growth Comprehensive Plan

July 14, 2003

Page 2 of 2

comprehensive plan addresses nine (9) required plan elements: Issues & Opportunities, Housing, Transportation, Agricultural Natural & Cultural Resources, Economic Development, Land Use, Intergovernmental Coordination and Implementation.

RESTRICTIONS. The Town of Brillion Planning Commission shall review and recommend all subsequent amendments to the plan to Town Board. All amendments shall require a public hearing and Class I Public Notice. Copies of the recommended and approved changes shall be mailed to all neighboring units of government and affected agencies, in accordance with the Wisconsin Statutes Section 66.1001 (4)(b) requirements for Plan Commission recommendation of the original plan.

EFFECT. This ordinance takes effect upon passage and publication.

Approved the 14th day of July, 2003

Dated this 14th day of July, 2003

Filed in my office:

_____, 2003

Brenda Geiger
Town Clerk

Wayne Maile
Wayne Maile, Town Chairman

A Resolution Recommending Council Adopt Amendments to the Comprehensive Plan
February 6, 2006

RESOLUTION NO. RE06-04

**RESOLUTION RECOMMENDING THE AMENDMENTS MADE TO THE CITY OF
BRILLION AND TOWN OF BRILLION COORDINATED SMART GROWTH
COMPREHENSIVE PLAN ADOPTED IN JUNE OF 2003.**

WHEREAS, Comprehensive planning requires that local land use decisions be consistent with a comprehensive strategy towards a vision developed by the local community, and

WHEREAS, The state's Comprehensive Planning Program allows jurisdictions to develop their own approach to meet the program's goals; and

WHEREAS, The City of Brillion and Town of Brillion have adopted a Coordinated Comprehensive Plan in June of 2003 through the creation of a Municipal Ordinance; and

WHEREAS, After the adoption of the Coordinated Smart Growth Comprehensive Plan, the State of Wisconsin demanded that certain changes and additions to the Coordinated Smart Growth Comprehensive Plan be made so that it meets the requirements set forth by the State of Wisconsin, and the standards of the Comprehensive Planning Grant Program; and

WHEREAS, The City of Brillion Plan Commission and Town of Brillion Plan Commission have amended the plan to reflect those changes, so that the Coordinated Smart Growth Comprehensive Plan be in compliance with the State of Wisconsin's Smart Growth Comprehensive Planning Law ch. 66.1001; and

WHEREAS, The amendments satisfy the requirements of the State of Wisconsin Smart Growth Law and the Comprehensive Planning Grant Program and are consistent with, and supportive of, the City of Brillion and Town of Brillion future land use maps, the Public Participation requirements, and the nine required plan elements: Issues and Opportunities, Housing, Transportation, Agricultural, Natural and Cultural Resources, Economic Development, Land Use, Intergovernmental Coordination and Implementation;

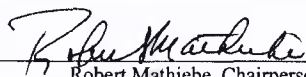
NOW THEREFORE, BE IT RESOLVED, that the City of Brillion Plan Commission recommends the amendments of the comprehensive plan as reflected in the minutes of the City of Brillion Plan Commission Meetings.

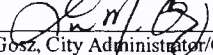
RESOLUTION NO. 06-04 introduced and its adoption moved by Commissioner Jensen, second by Commissioner Clavers.

Upon a poll vote thereon; the results are as follows:

6 Votes Cast
6 Votes Yes
0 Votes No

The Plan Commission Chairperson declared Resolution No. 06-04 adopted, approved and signed this 6th day of February, 2006.


Robert Mathiebe, Chairperson

Attested: 
Lori M. Gosz, City Administrator/Clerk-Treasurer

ORDINANCE NO. OR06-02

**AN ORDINANCE AMENDING THE MUNICIPAL CODE
CHAPTER 66, PLANNING, ARTICLE III,
SMART GROWTH COMPREHENSIVE PLAN,
SECTION 66-51 THROUGH SECTION 66-55,
AS IT RELATES TO THE SMART GROWTH COMPREHENSIVE PLAN
IN THE CITY OF BRILLION, CALUMET COUNTY, WISCONSIN**

The Common Council of the City of Brillion do ordain as follows:

SECTION 1. Chapter 66, Planning, Article III, Smart Growth Comprehensive Plan, Section 66-51 through Section 66-55 are hereby repealed and recreated as follows:

ARTICLE III. SMART GROWTH COMPREHENSIVE PLAN

Sec. 66-51. Declaration of Intent.

Pursuant to the provisions of Ch. 66.1001 and Ch. 60.22(3)Wis. Stats., the Brillion City Council, Calumet County, Wisconsin does ordain as follows:

Having completed the City and Town of Brillion Coordinated Comprehensive Plan, as part of a multi-jurisdictional effort with the Town of Brillion, in accordance with the requirements stipulated in Wisconsin's Smart Growth Law, 1999 Wisconsin Act 9, and defined in Ch. 66.1001 Wis. Stats., and as recommended for adoption by the City Planning Commission on June 2, 2003, and posted in accordance with Class I Public Notice requirements, the Brillion City Council hereby adopts the City and Town of Brillion Coordinated Comprehensive Plan as the guide for future land use and development decisions in the City. All programs and actions of the City that affect land use shall be consistent with the comprehensive plan. This includes any other ordinances, plans or regulations of the City that relate to land use, including, but not limited to: Cooperative Boundary Agreements entered into under s. 66.0307, Municipal Boundary Agreement Fixed under s. 66.0225, Local Subdivision Regulation under s. 236.45, City Zoning Ordinances, Land Acquisition for Recreational Lands under s. 23.09(20), and Construction Site Erosion Control and Stormwater Management Zoning under s. 61.354.

Sec. 66-52. Background.

On April 7, 2003, the City of Brillion Planning Commission unanimously recommended the City and Town of Brillion Coordinated Comprehensive Plan be distributed, in accordance with 1999 Wisconsin Act 9, as the City's recommended plan. The plan represents the culmination of a 30-month planning program, including extensive public involvement.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
March 27, 2006
Page 2 of 3

by June 2, 2003. Copies of the recommended plan have been displayed on the internet, at the City Hall, and at the City Public Library for 30 days prior to the June 2, 2003 Public Hearing.

Following the public hearing, the Planning Commission unanimously recommended the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, adopted the City and Town of Brillion Coordinated Comprehensive Plan.

On February 6, 2006, the City of Brillion Plan Commission adopted a resolution recommending the City and Town of Brillion Coordinated Comprehensive Plan be amended to satisfy requirements of the State of Wisconsin Comprehensive Planning Grant program and the smart growth law under s. 66.1001.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested by March 27, 2006. Copies of the recommended plan have been displayed on the internet, at the City Hall, and at the City Public Library for 30 days prior to the March 27, 2006 Public Hearing.

Following the public hearing, the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, adopted the City and Town of Brillion Coordinated Comprehensive Plan.

Sec. 66-53. Authority.

This ordinance is enacted pursuant to power granted by virtue of present Wisconsin Statutes, including Section 66.1001(4)(c).

Sec. 66-54. Definition.

Comprehensive Plan is a plan for development that recognizes the physical, economic, social, political, aesthetic, and related factors of the community. As required by the Wisconsin Smart Growth Legislation, the comprehensive plan addresses nine (9) required plan elements: Issues & Opportunities, Housing, Transportation, Agricultural Natural & Cultural Resources, Economic Development, Land Use, Intergovernmental Coordination and Implementation.

Sec. 66-55. Restrictions.

The City of Brillion Planning Commission shall review and recommend all subsequent amendments to the plan to City Council. All amendments shall require a public hearing and Class I Public Notice. Copies of the recommended and approved changes shall be mailed to all neighboring units of government and affected agencies, in accordance with the Wisconsin Statutes Section 66.1001 (4)(b) requirements for Plan Commission recommendation of the original plan.

SECTION II: This ordinance shall take effect upon passage and publication as required by law.

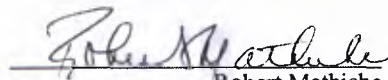
Ordinance Number OR06-02 introduced and its adoption moved by Alderperson Schneider; and seconded by Alderperson Edinger.

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
March 27, 2006
Page 3 of 3

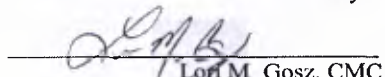
Upon a pole vote thereon, the result was as follows:

<u>8</u>	Votes Cast
<u>8</u>	Votes Yes
<u>0</u>	Votes No

The Mayor declared Ordinance Number OR06-02 adopted, approved and signed the same this
27th day of March, 2006.


Robert Mathie
Mayor

Attested:


Lori M. Gosz, CMC
City Administrator/Clerk-Treasurer

A Resolution Recommending Council Adopt Amendments to the Comprehensive Plan
August 3, 2009

Resolution No. 09-16

**A RESOLUTION TO ADOPT AMENDMENTS TO THE CITY AND TOWN OF
BRILLION COORDINATED COMPREHENSIVE PLAN**

WHEREAS, in June 2003, the City and Town of Brillion adopted the City & Town of Brillion Coordinated Comprehensive Plan in accordance with Section 66.1001, Wis. Stats.; and

WHEREAS, Section 66.1001 (2)(i), Wis. Stats. states that a comprehensive plan shall be updated no less than once every 10 years; and

WHEREAS, the City and Town of Brillion worked with the Calumet County Planning Department to update the comprehensive plan; and

WHEREAS, the plan, in its entirety, was reviewed for updating in 2009. Amendments include, but are not limited to: updates to population forecasts and statistical data, expansion of Chapter 6 (Agricultural, Natural and Cultural Resources Element), new future land use classifications (Chapter 10 – Future Land Use) and updated mapping including the Existing Land Use and 20-Year Future Land Use Maps; and

WHEREAS, the amendments satisfy the requirements of the State of Wisconsin Smart Growth Law and are consistent with, and supportive of, the Public Participation requirements, and the nine required plan elements: Issues and Opportunities; Housing; Transportation; Agricultural, Natural and Cultural Resources; Economic Development; Land use; Intergovernmental Coordination; and, Implementation.

NOW THEREFORE, BE IT RESOLVED, that the City of Brillion Plan Commission recommends to the City of Brillion Common Council adoption of the amendments to the City & Town of Brillion Coordinated Comprehensive Plan.

RESOLUTION NO. RE09-16 introduced and its adoption moved by Sonnabend;
Second by Ebert.

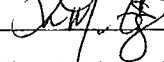
Upon a poll vote thereon; the results are as follows:

7 Votes Cast
7 Votes Yes
0 Votes No

The Mayor declared Resolution No. RE09-16 adopted, approved and signed this 3rd of August, 2009.



Gary Deiter
Mayor

Attested: 

Lori M. Gosz
City Administrator/Clerk-Treasurer

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
September 28, 2009
Page 1 of 3

ORDINANCE NO. OR09-13

**AN ORDINANCE AMENDING THE MUNICIPAL CODE
CHAPTER 66, PLANNING, ARTICLE III.,
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AS IT RELATES TO THE SMART GROWTH COMPREHENSIVE PLAN
IN THE CITY OF BRILLION, CALUMET COUNTY, WISCONSIN**

The Common Council of the City of Brillion do ordain as follows:

SECTION 1. Chapter 66, Planning, Article III, Smart Growth Comprehensive Plan, Section 66-51 through Section 66-55 are hereby repealed and recreated as follows:

ARTICLE III. SMART GROWTH COMPREHENSIVE PLAN

Sec. 66-51. Declaration of Intent.

Pursuant to the provisions of Ch. 66.1001 and Ch. 60.22(3) Wis. Stats., the Brillion City Council, Calumet County, Wisconsin does ordain as follows:

Having completed the City and Town of Brillion Coordinated Comprehensive Plan, as part of a multi-jurisdictional effort with the Town of Brillion, in accordance with the requirements stipulated in Wisconsin's Smart Growth Law, 1999 Wisconsin Act 9, and defined in Ch. 66.1001 Wis. Stats., and as recommended for adoption by the City Planning Commission on June 2, 2003, and posted in accordance with Class I Public Notice requirements, the Brillion City Council hereby adopts the City and Town of Brillion Coordinated Comprehensive Plan as the guide for future land use and development decisions in the City. All programs and actions of the City that affect land use shall be consistent with the comprehensive plan. This includes any other ordinances, plans or regulations of the City that relate to land use, including, but not limited to: Cooperative Boundary Agreements entered into under s. 66.0307, Municipal Boundary Agreement Fixed under s. 66.0225, Local Subdivision Regulation under s. 236.45, City Zoning Ordinances, Land Acquisition for Recreational Lands under s. 23.09(20), and Construction Site Erosion Control and Stormwater Management Zoning under s. 61.354.

Sec. 66-52. Background.

On April 7, 2003, the City of Brillion Planning Commission unanimously recommended the City and Town of Brillion Coordinated Comprehensive Plan be distributed, in accordance with 1999 Wisconsin Act 9, as the City's recommended plan. The plan represents the culmination of a 30-month planning program, including extensive public involvement.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
September 28, 2009

Page 2 of 3

by June 2, 2003. Copies of the recommended plan have been displayed on the internet, at the City Hall, and at the City Public Library for 30 days prior to the June 2, 2003 Public Hearing.

Following the public hearing, the Planning Commission unanimously recommended the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, adopted the City and Town of Brillion Coordinated Comprehensive Plan.

On February 6, 2006, the City of Brillion Plan Commission adopted a resolution recommending the City and Town of Brillion Coordinated Comprehensive Plan be amended to satisfy requirements of the State of Wisconsin Comprehensive Planning Grant program and the smart growth law under s. 66.1001.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested by March 27, 2006. Copies of the recommended plan have been displayed on the internet, at the City Hall, and at the City Public Library for 30 days prior to the March 27, 2006 Public Hearing.

Following the public hearing, the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, adopted the City and Town of Brillion Coordinated Comprehensive Plan.

On August 3, 2009, the City of Brillion Plan Commission adopted a resolution recommending the City and Town of Brillion Coordinated Comprehensive Plan be amended to satisfy requirements of the State of Wisconsin Comprehensive Planning Grant program and the smart growth law under s. 66.1001.

Since that motion was passed, copies of the recommended plan were forwarded to the East-Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, adjoining Towns, the Brillion School District, Calumet County, Manitowoc County, and the Wisconsin Land Council c/o Wisconsin Department of Administration. Comments from these agencies and governments were requested by September 28, 2009. Copies of the recommended plan have been displayed on the internet, at the City Hall, and at the City Public Library for 30 days prior to the September 28, 2009 Public Hearing.

Following the public hearing, the City Council, subject to corrections and comments received during the 30-day comment period and public hearing, adopted the City and Town of Brillion Coordinated Comprehensive Plan.

Sec. 66-53. Authority.

This ordinance is enacted pursuant to power granted by virtue of present Wisconsin Statutes, including Section 66.1001(4)(c).

Sec. 66-54. Definition.

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
September 28, 2009
Page 3 of 3

Comprehensive Plan is a plan for development that recognizes the physical, economic, social, political, aesthetic, and related factors of the community. As required by the Wisconsin Smart Growth Legislation, the comprehensive plan addresses nine (9) required plan elements: Issues & Opportunities, Housing, Transportation, Agricultural Natural & Cultural Resources, Economic Development, Land Use, Intergovernmental Coordination and Implementation.

Sec. 66-55. Restrictions.

The City of Brillion Planning Commission shall review and recommend all subsequent amendments to the plan to City Council. All amendments shall require a public hearing and Class I Public Notice. Copies of the recommended and approved changes shall be mailed to all neighboring units of government and affected agencies, in accordance with the Wisconsin Statutes Section 66.1001 (4)(b) requirements for Plan Commission recommendation of the original plan.

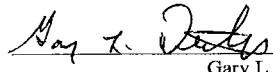
SECTION II: This ordinance shall take effect upon passage and publication as required by law.

Ordinance Number OR09-13 introduced and its adoption moved by Alderperson Nies; and seconded by Alderperson Edinger.

Upon a pole vote thereon, the result was as follows:

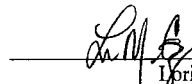
<u>9</u>	Votes Cast
<u>9</u>	Votes Yes
<u>0</u>	Votes No

The Mayor declared Ordinance Number OR09-13 adopted, approved and signed the same this 28th day of September, 2006.



Gary L. Deiter
Mayor

Attested:



Lori M. Gosz, CMC
City Administrator/Clerk-Treasurer

A Resolution Recommending the Town Board Adopt Amendments to the Comprehensive Plan
August 18, 2009

Resolution No. 2009-01

**A RESOLUTION TO ADOPT AMENDMENTS TO THE CITY AND TOWN OF
BRILLION COORDINATED COMPREHENSIVE PLAN**

WHEREAS, in June 2003, the City and Town of Brillion adopted the City & Town of Brillion Coordinated Comprehensive Plan in accordance with Section 66.1001, Wis. Stats.; and

WHEREAS, Section 66.1001 (2)(i), Wis. Stats. states that a comprehensive plan shall be updated no less than once every 10 years; and

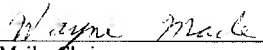
WHEREAS, the City and Town of Brillion worked with the Calumet County Planning Department to update the comprehensive plan; and

WHEREAS, the plan, in its entirety, was reviewed for updating in 2009. Amendments include, but are not limited to: updates to population forecasts and statistical data, expansion of Chapter 6 (Agricultural, Natural and Cultural Resources Element), new future land use classifications (Chapter 10 – Future Land Use) and updated mapping including the Existing Land Use and 20-Year Future Land Use Maps; and

WHEREAS, the amendments satisfy the requirements of the State of Wisconsin Smart Growth Law and are consistent with, and supportive of, the Public Participation requirements, and the nine required plan elements: Issues and Opportunities; Housing; Transportation; Agricultural, Natural and Cultural Resources; Economic Development; Land use; Intergovernmental Coordination; and, Implementation.

NOW THEREFORE, BE IT RESOLVED, that the Town of Brillion Plan Commission recommends to the Town of Brillion Town Board adoption of the amendments to the City & Town of Brillion Coordinated Comprehensive Plan.

ADOPTED this 18th day of August, 2009.


Wayne Maile, Chairperson

An Ordinance Amending the City and Town of Brillion Coordinated Comprehensive Plan
October 14, 2009

Ordinance No. 2009-10

**AN ORDINANCE TO ADOPT AMENDMENTS TO THE
CITY & TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN
AND ADOPT SAID PLAN AS THE
SMART GROWTH COMPREHENSIVE PLAN FOR THE TOWN OF BRILLION**

The Town Board of the Town of Brillion, Calumet County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the Town of Brillion is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. In 2003, the Town of Brillion by simple motion recommended adoption of the *City & Town of Brillion Coordinated Comprehensive Plan*.

SECTION 3. Section 66.1001 (2)(i), Wisconsin Statutes, states that a comprehensive plan shall be updated no less than once every 10 years; and

SECTION 4. The Town of Brillion Plan Commission, by a majority vote of the commission recorded in its official minutes, approved a motion recommending to the Town Board the adoption of the amended document entitled "*City & Town of Brillion Coordinated Comprehensive Plan*" containing all of the information necessary in section 66.1001(2), Wisconsin Statutes.

SECTION 5. The Town of Brillion has provided numerous opportunities for public involvement in accordance with the Public Participation Plan adopted by the Town Board including a public informational meeting on August 18, 2009.

SECTION 6. The Town of Brillion Town Board held a public hearing on October 14, 2009, to review the amended *City & Town of Brillion Coordinated Comprehensive Plan* in compliance with the requirements of Section 66.1001(4)(d), Wisconsin Statutes.

SECTION 7. Town Board of the Town of Brillion does, by the enactment of this ordinance, formally adopt the *City & Town of Brillion Coordinated Comprehensive Plan*, as amended, as the official *Smart Growth Comprehensive Plan for the Town of Brillion*.

SECTION 8. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

ADOPTED this 14th day of October, 2009.

Voting Aye: 3 Voting Nay: 0

Published/Posted on: 9-10, 2009.

Attest:

Karen Lamers
Karen Lamers, Town Clerk

Wayne Maile
Wayne Maile, Town Chair

1.0 INTRODUCTION

"We are looking forward to working with the Town of Brillion to address long term land use planning, and hope to set an example for other communities to promote multi-jurisdictional cooperative efforts."

—Robert Mathiebe, Brillion Mayor,
Brillion News, - November 23, 2000

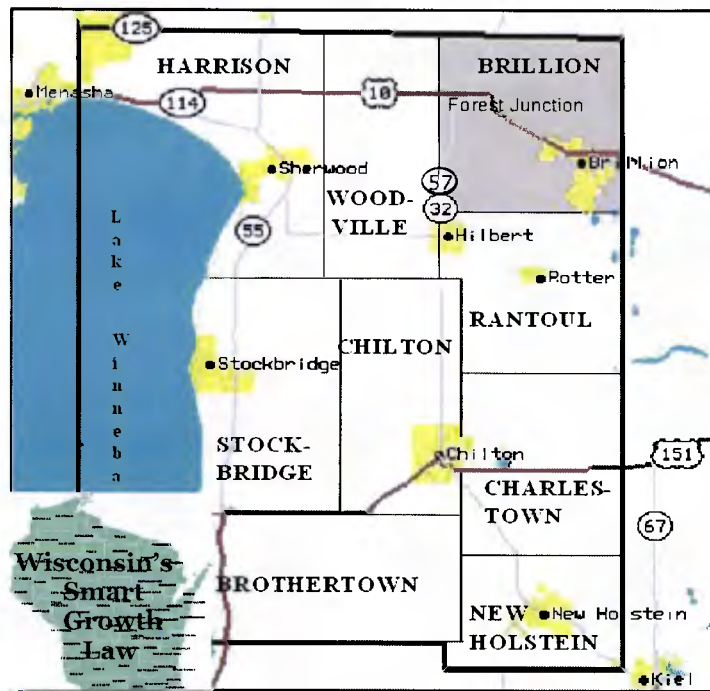


FIGURE 1: LOCATION MAP

City & Town of Brillion - Calumet County, WI

Location

The Brillion Community is located in northeastern Calumet County, Wisconsin, approximately seven miles east of Lake Winnebago. The City is the fourth largest city in the county, behind Chilton, New Holstein and the portion of the City of Appleton that extends into the county. Forest Junction serves as the Town's commercial and residential center. Beyond Forest Junction, farms dominate the landscape of the Town. USH 10 bisects the northern portion of the Town between Forest Junction and the City of Brillion (See **Figure 1** above, and the Orthophoto Map in the Maps **Appendix B**). Given its central location between the cities of Appleton, Green Bay, Fond du Lac, and Manitowoc, the Brillion Community is being "discovered" by dual-income families who desire affordable housing within an easy commute to these nearby cities.

Background

The Coordinated Comprehensive Plan for the City and Town of Brillion was developed for one basic reason - to manage growth. Both communities have seen a fair amount of development in recent years. When the Brillion School District decided to build its new high school on the City's western edge on land annexed from the Town, an increase in new residential development seemed inevitable. The foreseeable growth motivated the Town to create a plan to ensure new development does not overwhelm Town resources or jeopardize the rural character of the community. Developing this plan sends a clear message that the Town of Brillion wishes to act proactively - to set its own ground rules for the types of development that will benefit the Town, maintain its rural atmosphere and still provide flexibility for landowners. After initiating the process, the Town contacted the City to see if it was interested in developing a comprehensive plan.

To prepare residents for Comprehensive Planning, Town leaders first discussed the issue at the 1999 Annual Town Meeting. At that meeting, the majority of Town residents expressed interest in developing a Comprehensive Plan. Later, the Town invited Jerry Braatz, of the UW-Extension, and representatives from OMNI Associates to provide

more information to the public about the new Wisconsin "Smart Growth" Law. At the end of this meeting, several people volunteered to serve on the Comprehensive Plan Committee.

Early in the planning process, the Town realized that to be successful in its planning efforts, it was imperative that the Town cooperate with the City of Brillion. The City and the Town decided to work jointly in the development of their comprehensive plans. In addition to addressing the required intergovernmental cooperation element, working jointly on one Comprehensive Plan was cost-effective and increased the likelihood that the City and Town would receive grant funds.

Purpose and Scope of This Document

This 20-year Coordinated Comprehensive Plan for the Brillion Community includes four major components:

1. A profile of the demographic, economic and housing characteristics of the communities;
2. An inventory and assessment of the environment, community facilities, and natural resources;
3. Goals, objectives, policies and implementation strategies; and
4. A land use map that depicts the vision of future land use patterns in the communities.

This plan was developed under the authority of 1999 Wisconsin Act 9, and mandated under State Statute 66.1001 (Wisconsin's Smart Growth Law), requiring a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a role in land use issues. The law authorizes cities and towns to prepare and adopt a comprehensive plan to serve as a guide for the development of the community. The law also authorizes multi-jurisdictional planning efforts.

The Smart Growth Law defines, for the first time, what is meant by a "comprehensive plan." It includes nine (9) elements that were addressed during the planning process and included as part of the plan. These are:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation



Citizen Survey Results Report, January 2002

Public Involvement

The Coordinated Comprehensive Plan was developed in an environment rich with public input. To gain citizen understanding and support, the public was provided with meaningful opportunities to become involved in the process. Public input was facilitated through the following meetings and activities:

Kick-Off Meetings

The Town of Brillion "Kick-Off" meeting was held at 7:00 p.m. on August 16, 2000 at the Brillion Town Hall. At that meeting, OMNNI Associates presented an overview of the planning process and provided each member of the Land Use Committee with a binder to store planning materials. The Land Use Committee selected Mary Eickert as Committee Chair. Discussion was held about methods to keep the public informed about the comprehensive planning process.

The City of Brillion Planning Commission officially kicked off its planning process at 4:00 p.m., Monday, December 4, 2000 at the Brillion City Hall. At that meeting, OMNNI Associates presented basic information about the community from past census data and other available information sources. The Committee members were also introduced to comprehensive planning and the OMNNI planning approach.

Bi-Monthly Coordinated Plan Committee Meetings

The first intergovernmental meeting was held on February 6, 2001 at the Town of Brillion Municipal Service Building. That meeting began with self-introductions, each stating the reason they volunteered. Regardless of residency, most shared the same motivations for being on the committee.

From that initial meeting, the Coordinated Plan Committee continued to meet on the first Tuesday of every other month at 7:30 p.m. Each meeting focused on a particular element. Most of the early meetings were dedicated to vision development. Agendas and attendance sheets for all public meetings are provided under a separate cover.

Mid-Course Meeting, January 16, 2002

At mid-point of the planning process, the Coordinated Plan Committee hosted a mid-course meeting to provide the public with program updates and future program events.

Community Land Use Workshop – December 3, 2002

A community land use workshop was hosted by the Coordinated Plan Committee to share the Draft Future Land Use Map with the public and receive feedback on the draft.

Open House – March 4, 2003

The purpose of the plan open house was to display the plan maps and text in an informal setting. Members of the Coordinated Plan Committee and OMNNI staff were available to answer questions.

Additional meetings, including visioning workshops, cognitive mapping and intergovernmental meetings with the City of Brillion, Brillion School District, Hilbert School District, Calumet County, Forest Junction Sanitary District, and neighboring towns to identify and address inconsistencies in planning goals, objectives and strategies were also open to the public. Planning updates were announced in the Brillion News, Town Newsletter, City Newsletter and on the Internet.

The Coordinated Comprehensive Plan was adopted by the Brillion City Council and the Town of Brillion Board at their respective public meetings.

MEETING TIMELINE

8/16/00 Town of Brillion Kick-Off Meeting
10/17/00 Town of Brillion SWOT
12/4/00 City of Brillion Kick-Off Meeting
12/5/00 Town of Brillion Land Use Committee Meeting
2/6/01 First Coordinated Plan Committee Mtg.
3/5/01 City of Brillion SWOT
4/3/01 Coordinated Vision Development – Part I
5/22/01 Coordinated Vision Development – Part II
6/5/01 Cognitive Mapping Facilitated by NRCS
8/7/01 Vision Illustration Assignment
9/19/01 Cognitive Mapping Results & Draft Survey Review
10/2/01 Public Participation Plan & Survey Draft
10/29/01 Interactive Mapping
11/7/01 Cognitive Mapping Results
12/4/01 Interactive Mapping
1/16/02 Mid-Course Meeting
2/5/02 Transportation Element
6/4/02 Utilities & Community Facilities Element
8/6/02 Economic Development Element
10/7/02 Agricultural, Natural & Cultural Resources
11/7/02 Housing Element
12/3/02 Land Use Element
1/7/03 Intergovernmental Element Meeting
2/4/03 Implementation Element
3/4/03 Draft Plan Review and Completion of Coordinated Process

USDA Natural Resource Conservation Service

Pilot Project

The Brillion Community had the honor of being selected by the United States Department of Agriculture Natural Resource Conservation Service (NRCS) as one of two national pilot projects. The NRCS provided the City and Town additional planning and mapping services free of charge. This planning program will now serve as a model for other communities across the country. Specific NRCS program elements included:

Leadership Training Modules

In May of 2001, Jeff Kenyon, a sociologist/anthropologist from the NRCS Social Sciences Institute in Madison, Wisconsin, facilitated a daylong leadership training seminar in the Town of Brillion Municipal Services Building. The seminar consisted of three training modules: community issues identification, addressing community issues, and conflict management.

Cognitive Mapping

On June 5, 2001, Dr. Thomas Greene, Gains Professor of Psychology from St. Lawrence University in New York, and two of his students, facilitated the first of two meetings with the Coordinated Plan Committee to develop a series of cognitive maps.

On November 7, 2001, Dr. Greene returned to present the findings of the cognitive planning exercise. The results are reported in *Appendix D*. The information gained during this exercise was very important to the development of the Future Land Use Maps and to finalizing the collective vision for the Brillion Community.



Cognitive Mapping Exercises June 2001

Interactive GIS Modeling

To supplement the maps developed by OMNNI, a team of GIS specialists and students from the University of Wisconsin-Madison Land Information and Computer Graphics Facility (LICGF) were able to expedite the mapping products that would have otherwise not been available from Calumet County and develop a series of additional maps to illustrate developmental limitations related to natural resources and agricultural operations.

Community Survey

Initially, Jerry Braatz, UW-Extension Agent for Calumet County, developed a draft community survey in the spring of 2001. That draft survey was modified on several different occasions to better address the particular needs of the City and Town of Brillion. Prior to finalizing that draft survey, the pilot project was initiated with the NRCS.

As part of the pilot project, the NRCS wanted to develop an attitude survey to assess opinions related to growth and development. A single survey form was developed to accommodate both attitude assessment and planning initiatives. To coordinate this survey with the comprehensive planning effort, questions were included to address each of the nine required elements. Dr. Ken Genskow of UW-Extension UW-Madison, who developed the combined survey instrument, has extensive survey development and distribution experience.

A subcommittee of the Coordinated Plan Committee and OMNNI Associates reviewed the draft survey form. The Committee approved a revised draft in October 2001. The survey was distributed in October and November of 2001, and the results tabulated by the NRCS in December.

A summary report of the survey methodology and instrument is provided in *Appendix D*. The survey results have been printed in a separate report. Copies are available from the City and Town.

2009 Updates

In accordance with Section 66.1001(2)(i), Wis. Stats. and Chapter 11 (Implementation Element) of this document, the City and Town of Brillion Coordinated Comprehensive Plan was updated in 2009. Amendments to the plan include, but are not limited to, updates to population forecasts and statistical data, expansion of Chapter 6 (Agricultural, Natural and Cultural Resources Element), new future land use classifications (Chapter 10 – Future Land Use) and updated mapping including the Existing Land Use and 20-Year Future Land Use Maps.

2.0 ISSUES & OPPORTUNITIES

Introduction

The Issues and Opportunities Element is the background information on the local government unit(s) and the overall visions to guide future development and redevelopment of the area. The Issues and Opportunities Element must include population, household and employment forecasts, demographic trends, age distributions, education levels, income levels and employment characteristics.

Visioning Process

To identify community issues and opportunities, a three-step process was employed, which resulted in the development of individual vision statements for each of the nine required Smart Growth planning elements. This process included: community SWOT meetings, cognitive mapping, and element vision development. What follows is a description of the activities and the major issues and opportunities identified through the issues and opportunities process.

SWOT Analysis

A SWOT is a planning exercise used to get communities thinking about where they are, where they've been, where they want to be in the future, and how they want to get there.

Town of Brillion SWOT Analysis.

On October 17, 2000, the Town of Brillion Land Use Committee participated in an informal SWOT discussion facilitated by OMNNI Associates. The Town Land Use Committee agreed on the following, which was later used as a starting point to develop the community survey.

Four primary strengths:

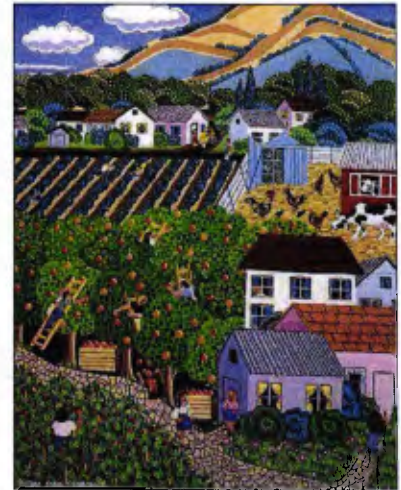
- A central location in Northeast Wisconsin with easy access to Manitowoc, Fond du Lac, Green Bay and the Fox Cities;
- Two major highways;
- The sanitary district in Forest Junction, which helps to concentrate development; and
- A strong farming tradition.

Two weaknesses to address:

- The Town's limited tax base; and
- The loss of railroads in the Town of Brillion. (At one time, there were two lines serving the area, but both were abandoned in 2002).

Three opportunities the Town should focus on in the future:

- As a result of the railroad abandonment, the Town needs to consider alternative uses for these corridors. One option available is a rails-to-trails project.



S.W.O.T. DEFINITIONS

Strength

Something that makes a community stand out when compared to other communities. Something that makes you proud to call the community home. A strength can be a physical asset, a program, or an environmental condition (i.e. friendly community atmosphere).

Weakness

Opposite of strength. Problem that needs to be addressed.

Opportunity

Something that could be done to improve the community. A potential.

Threat

A threat may be internal or external. A threat can be anything that could jeopardize the future success of a community.

- Farmland preservation
- Controlling development to avoid situations where something is approved that is contrary to the plan.

The Land Use Committee identified annexation as the most pressing threat facing the Town of Brillion, particularly, the potential development areas around the high school.

City of Brillion SWOT Analysis

Monday, March 5, 2001, the City of Brillion Comprehensive Plan Committee participated in a SWOT workshop facilitated by OMNNI Associates. Fifteen (15) members of the Committee were in attendance, including several Planning Commissioners and Mayor Robert Mathiebe.

The SWOT analysis was updated as a result of additional studies which were developed after the initial adoption of this plan.

Brillion's strengths include:

- High-quality, well-maintained housing;
- A large industrial sector to support the local tax base;
- A good quality of life and family-friendly environment; and
- A great location between Appleton, Green Bay, and Manitowoc.

Weaknesses the City of Brillion must address include:

- A high municipal tax rate;
- Limited shopping opportunities;
- A high vacancy rate downtown; and
- Lack of diversity in the local job market.

Opportunities identified at the workshop include:

- Downtown redevelopment;
- The City's central location as a marketing draw; and
- USH 10 and the overall transportation network provide strong connections to the region that can bring additional business and other opportunities for the City
- Business Park Development

Threats to the successful future of the City of Brillion include:

- Increased taxation;
- Sprawl ("strip mall" looking) development along USH 10 and elsewhere in the City;
- Fear of change on the part of residents and local businesses; and
- Limited jobs and activities for youth.
- Loss of services due to budget cuts
- High costs of new infrastructure to aid new development

NRCS Cognitive Mapping Meetings

Cognitive maps, or mental maps, are used to delineate geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc. Since they are based on an individual's preferences and opinions there are no "right" or "wrong" maps.

At the workshop on June 5, 2001, committee members were provided three maps of the Town of Brillion and the City of Brillion.

On the first map, members were asked to each indicate districts they identify with (i.e. natural areas, business districts, residential neighborhoods, etc.) and travel routes. The most common weekday travel paths were USH 10, STH 57 and CTH PP. On the weekends, these roads were still the most common travel routes, but people indicated that they traveled more along CTH PP. When asked to identify different development areas of the community:

- The area along USH 10 in the City was most commonly listed as an industrial development area;
- Farming was most commonly associated with the northeast and southwest corners of the township;
- The Brillion Wildlife Area was the most common response when identifying recreational areas; and
- Residential areas were expected to develop primarily around Forest Junction and in the City of Brillion.

On the second map, each member outlined portions of the Brillion Area based on their opinion of aesthetic appeal. The members indicated that the least attractive places in the area were associated with the mobile home parks in the City and Forest Junction and the industrial areas on the east side of the City. Inversely, the Brillion Wildlife Area and Town's farmland areas were considered to be the community's most attractive features. Respondents indicated that it was important to protect farmland and open space near Conservation Road, in the middle of the township on either side of USH 10, and the area north of Forest Junction and CTH K.

On the third map, each member outlined those areas where they would like to see new commercial/industrial development, new residential development, new recreation areas, open space, and farmland in the Brillion Community. Growth areas identified included:

- Residential growth was recommended on the east side of Forest Junction, on the south side of the City, and near the new Brillion High School.
- Commercial development was encouraged in Forest Junction around the intersection of STH 57 and USH 10, by the new high school along USH 10, and on the east side of the City along USH 10.
- Recreational development was encouraged along an old railroad right-of-way that is to be converted into a regional trail.

Community Vision Development

In February 2001, a vision assignment was distributed to the Coordinated Plan Committee. Each member was asked to answer a series of questions about what they would like to see in the Brillion Community in 20 years.

At the first Community Vision Workshop held on April 3, 2001, members worked in small groups to share answers and arrive at collective answers to each of the first 10 questions. Then each group presented their answers to the entire committee. At the second Community Vision Workshop, the last 10 questions on the assignment distributed in February were reviewed in the same manner.



Dr. Thomas Greene Facilitating Cognitive Mapping Exercise
June 5, 2001

The results produced draft vision statements for each of the nine required elements. The final vision statements are provided at the beginning of each chapter.

Visions

Working together on a plan was a tremendous commitment for both communities, which historically have had differences on important land use and development issues.

To ease concerns and establish a focus for the planning program, the Coordinated Comprehensive Planning Committee participated in an extensive visioning process. This process was critical to establish a unified vision for both the City and Town and provide a direction and focus for the planning effort.

The community vision statements represent the broad interests of the City of Brillion and Town of Brillion residents, elected/appointed officials, business leaders and property owners. These visions established the planning framework and a direction for subsequent planning efforts. These visions illustrate that:

- City residents take pride in their small-town character, school district and park system.
- Town residents share a strong sense of community identity and pride closely associated with the rural character.

Demographic Profile

The planning process began with a profile of the people who live, work and own property in the City and Town of Brillion. This information is critical to forecasting the need for community facilities and services, and will be used to consider school, road, park, job and public service decisions.

Population Trends & Forecasts

The population growth rate in the Town of Brillion compares favorably with the City of Brillion and the State of Wisconsin. *Table 1* compares the rate of population change between 1990 and 2000 for the Town of Brillion, City of Brillion, Calumet County, and the State of Wisconsin. While the Town is growing at a faster rate than the State and the City, it is growing at a slower rate than Calumet County. The largest area of county growth was in that portion of the City of Appleton that lies in Calumet County.

To put the Town of Brillion's population growth rate into context, *Table 2* compares the population changes for all towns in Calumet County. The only town experiencing a higher population growth rate than the Town of Brillion is the Town of Harrison, which is adjacent to the City of Appleton. The Town of Harrison has seen a lot of residential development in the 1990s as people in the Fox Valley seek affordable housing near job opportunities in the cities of Appleton, Neenah, Menasha and the Heart-of-the-Valley area.



Vision Discussion Groups
April 3, 2001

DEFINITIONS

Vision

An overall statement related to each of the nine required elements expressing the Town's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

Goal

A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

Objective

A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

Policy

A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

Population forecasts are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Forecasts are therefore most accurate in periods of relative socio-economic and cultural stability. Forecasts should be considered as one of many tools used to help anticipate and predict future needs within the Brillion Community.

Wisconsin Department of Administration Forecasts

Tables 2.1 and 2.2 are population forecasts created by the Wisconsin Department of Administration (WDOA).

**TABLE 1
POPULATION TRENDS**

Location	1990 Population	2000 Population	% Change 1990-2000
Town of Brillion	1,300	1,438	10.6%
City of Brillion	2,588	2,937	3.4%
Calumet County	34,291	40,631	18.5%
State of Wisconsin	4,891,769	5,363,675	9.6%

**TABLE 2
CALUMET COUNTY TOWN POPULATION CHANGES, 1990-2000**

Town Name	1990 Population	2000 Population	% Change
Brillion	1,300	1,438	10.2%
Brothertown	1,409	1,404	0%
Charlestown	875	789	-9.8%
Chilton	998	1,130	13.2%
Harrison	3,195	5,756	80.1%
New Holstein	1,406	1,457	3.6%
Rantoul	895	841	-6.0%
Stockbridge	1,317	1,383	5.0%
Woodville	1,071	993	-7.3%
All Towns in County	12,466	15,191	21.98%

**TABLE 2.1
WDOA POPULATION FORECASTS, BRILLION COMMUNITY, 2000-2030**

Location	2000 Census	2005 Estimate	2010 Projection	2015 Projection	2020 Projection	2025 Projection	2030 Projection	# Change 2000-2030	% Change 2000-2030
Town of Brillion	1,438	1,542	1,642	1,759	1,880	1,995	2,102	664	46.20%
City of Brillion	2,937	2,980	3,045	3,138	3,231	3,315	3,381	444	15.10%
Calumet County	40,631	45,302	49,274	53,782	58,409	62,942	67,219	26,588	65.43%
State of Wisconsin	5,363,675	5,589,920	5,772,370	5,988,420	6,202,810	6,390,900	6,541,180	1,177,505	21.95%

Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for WI Minor Civil Divisions: 2000-2030

**TABLE 2.2
WDOA POPULATION FORECASTS, CALUMET COUNTY TOWNS, 2000-2030**

Town Name	2000 Census	2005 Estimate	2010 Projection	2015 Projection	2020 Projection	2025 Projection	2030 Projection	# Change 2000-2030	% Change 2000-2030
T. Brillion	1,438	1,542	1,642	1,759	1,880	1,995	2,102	664	46.20%
T. Brothertown	1,404	1,433	1,455	1,491	1,527	1,557	1,579	175	12.50%
T. Charlestown	789	776	737	704	668	629	585	-204	-25.90%
T. Chilton	1,130	1,151	1,189	1,237	1,287	1,333	1,372	242	21.40%
T. Harrison	5,756	8,284	10,121	12,063	14,065	16,074	18,037	12,281	213.40%
T. New Holstein	1,457	1,526	1,577	1,642	1,707	1,767	1,818	361	24.80%
T. Rantoul	812	842	831	828	823	814	802	-10	-1.20%
T. Stockbridge	1,383	1,447	1,508	1,583	1,661	1,733	1,797	414	29.90%
T. Woodville	993	953	923	899	872	842	806	-187	-18.80%
All Towns in County	15,162	17,954	19,983	22,206	24,490	26,744	28,898	13,736	90.59%

Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for WI Minor Civil Divisions: 2000-2030

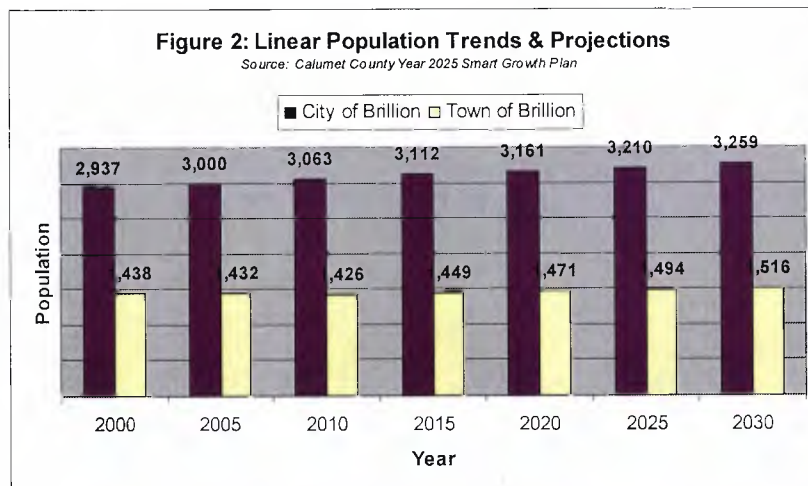
Forecasts created by WDOA are deemed the official determinations for the state.

The following are trends and notable information provided by WDOA population forecasts:

- On a percentage basis, the Town of Brillion ranks second in Calumet County, only behind the Town of Harrison, for population growth from 2000 to 2030.

Linear Trend Population Forecasts

Figure 2 was developed using a linear projection technique based on the area's historic population trends. Linear forecasts were created by using the 1970, 1980, 1990, and 2000 Census counts. Increasing and decreasing population counts were used to calculate a constant value that was based on past Census counts. These constant values were used to project the population to the year 2030. Linear projections provide a more conservative assumption for future population growth than WDOA population forecasts.



The following are trends and notable information provided by the linear population forecasts:

- According to the WDOA estimates from 2000 to 2030, the Town of Brillion will increase its population by 664 residents while the linear projection estimates an increase of 78 residents for that same time period.

East Central Wisconsin Regional Planning Commission Population Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves the Brillion Community, has also developed population forecasts for the region it serves. **Table 2.3** displays the 2005 through 2030 forecasts provided by ECWRPC.

TABLE 2.3

ECWRPC POPULATION FORECASTS, 2005-2030

Location	2000 Census	2004 WDOA Estimate	ECWRPC 2005	ECWRPC 2010	ECWRPC 2015	ECWRPC 2020	ECWRPC 2025	ECWRPC 2030	# Change 2000-2030	% Change 2000-2030
Town of Brillion	1,438	1,529	1,571	1,643	1,702	1,759	1,803	1,835	397	27.60%
City of Brillion	2,937	2,969	3,022	3,008	2,949	2,866	2,741	2,577	-360	-12.30%
Calumet County	40,631	44,361	45,812	49,146	52,239	55,445	58,414	61,141	20,510	50.50%

Source: Calumet County Year 2025 Smart Growth Plan

The following are trends and notable information provided by the ECWRPC population forecasts:

- According to the ECWRPC forecasts, the City of Brillion's population is expected to decline by 360 residents through 2030. The City of Brillion does not agree with this forecast because both the WDOA and linear trend population forecasts indicate continued growth.

Population Characteristics

In 2000, there were 730 males and 708 females living in the Town of Brillion and 1,436 males and 1,501 females living in the City of Brillion. Nearly 100% of the residents reported their race as white in both communities according to the 2000 U.S. Census. The most common ancestry of the residents in both communities is German.

Figures 3 and 3.1 examine the age of City and Town residents in 1990 and 2000. It is interesting that, when comparing the charts, the population breakdowns by age groups are quite similar, especially since cities and towns typically attract residents at different stages and ages of life.

Also noteworthy, nearly equal senior populations live in the Town and City. This is of some concern since the Town is predominately a farming community which offers relatively few alternative housing opportunities and no senior support services. Seniors may need to seek residency elsewhere if they cannot live independently.

General Household Trends

National, state, and local trends have seen an increase in the number of households, along with a decrease in the average number of persons per household. The main reasons for this decrease include:

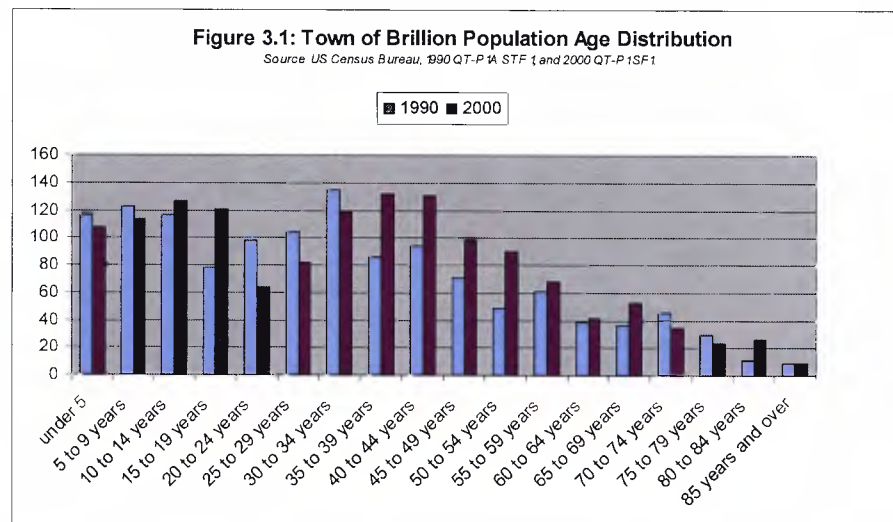
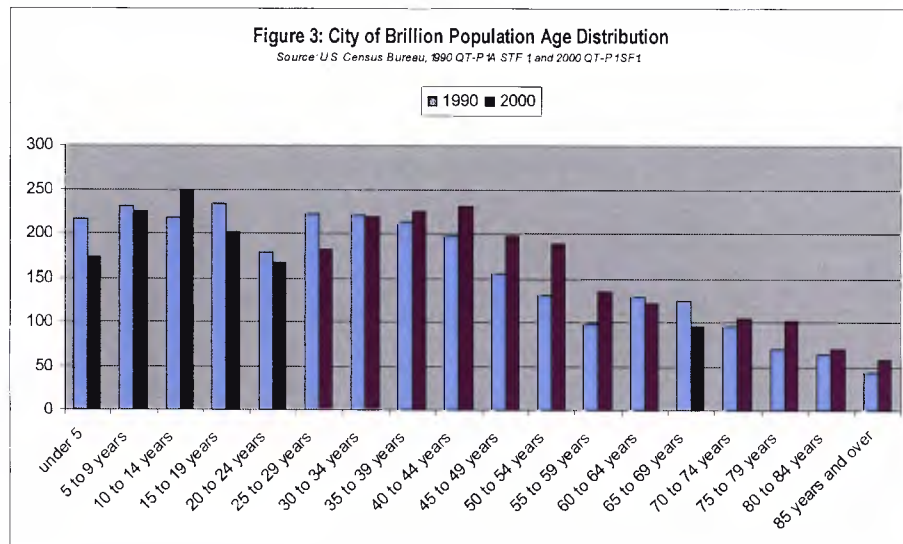
- Decrease in birth rate
- People waiting longer to get married
- Increased divorce rate
- Increase in the average life span thereby resulting in more elderly people living either alone or with another family member.

Figure 3.2 demonstrates that the number of persons per household is expected to decrease in the City and Town through the year 2030.

DEFINITION: WHAT IS A "HOUSEHOLD?"

A household is a group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters.

According to the 2000 U.S. Census, there were 501 households in the Town of Brillion, an increase of 73 households since 1990. The vast majority (341) were married-couple family households. The second largest category was the one-person household (90).



In 2000, there were 1,155 households in the City of Brillion, an increase of 123 households since 1990. The majority of these households (700) were married-couple family households. The second largest category was the one-person household (291). Similar to population forecasts, the WDOA also develops household forecasts. Note that projections are for households rather than total housing units. Households are defined as occupied housing units.

Table 3 details the WDOA household forecast for the Brillion Community.

Figure 3.2: Estimated Persons per Household, 2000-2030

Source: East Central Wisconsin Regional Planning Commission, 2004.

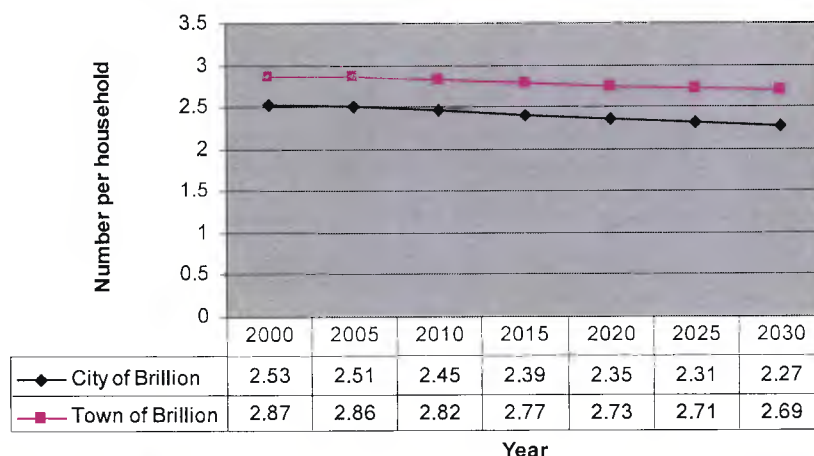


TABLE 3

WDOA FINAL HOUSEHOLD PROJECTIONS, BRILLION COMMUNITY, 2000-2030

Location	2000 Census	2005 Estimate	2010 Projection	2015 Projection	2020 Projection	2025 Projection	2030 Projection	# Change 2000-2030	%Change 2000-2030
Town of Brillion	501	538	577	622	672	721	772	271	54.10%
City of Brillion	1,155	1,173	1,208	1,254	1,303	1,352	1,400	245	21.20%

Source: Wisconsin Department of Administration, Demographic Services Center, Final Household Projections for WI Municipalities: 2005-2030

Economic Profile

Economic conditions have a direct impact on the supply, demand and costs for housing, infrastructure and services within a community. It is necessary to examine the economic situation, to predict additional housing, infrastructure and service needs.

This section profiles the economic environment of Calumet County and the Brillion Community by examining factors, including:

- Per capita income;
- Poverty rate; and
- Unemployment rate.

DEFINITIONS: ECONOMIC PROFILE TERMS

Labor Force

The sum of employed and unemployed persons who are 16 years of age and older.

Participation Rate

Describes the relationship between the labor force and the population

Per Capita Income

The total income divided by the number of residents in an area.

Much of the information in this section was obtained through the U.S. Census Bureau. Unfortunately, not all information is available specifically for the City and Town. In these cases, county information serves as a good economic environment indicator.

Labor Force

Table 4 tracks the employment rate in Calumet County between 2003 and 2007. Over this period, the labor force in Calumet County increased by 421.

Participation rates are often affected by economic, cultural, and demographic conditions. Calumet County has traditionally had a higher participation rate than the State. This can be partially attributed to the easy access to employment opportunities in Green Bay and the Fox Cities, Fond du Lac, and Manitowoc areas.

Commuting Patterns

Approximately 7,000 more workers leave Calumet County for work than come to the county for work. Calumet County loses the majority of its labor force to Outagamie County, followed by Winnebago County. Calumet County does attract 1,255 workers from Manitowoc County.

Table 5 shows the number of Calumet County residents that commute beyond the county limits versus how few people commute into the county.

Major County Employers

Tables 6 and 7 illustrate the top industries and employers in 2008 for Calumet County. Manufacturing is the top industry in Calumet County. However, more service oriented industries such as retail, restaurants/bars are becoming more and more prevalent.

TABLE 4

CALUMET COUNTY CIVILIAN LABOR FORCE DATA

	2003	2004	2005	2006	2007
Labor Force	25,219	25,057	25,189	25,411	25,640
Employed	23,982	24,026	24,145	24,374	24,416
Unemployed	1,237	1,031	1,044	1,037	1,224
Calumet County Unemployment Rate	4.90%	4.10%	4.10%	4.10%	4.80%
State of Wisconsin Unemployment Rate	5.60%	5.00%	4.80%	4.70%	4.90%

Source: Wisconsin Department of Workforce Development, Calumet County Workforce Profile, 2008

TABLE 5

CALUMET COUNTY COMMUTING PATTERNS

County	Live in Calumet County Work In:	Travel to Calumet County From:	Net Commute
Brown	598	467	-131
Fond du Lac	494	614	120
Manitowoc	713	1,968	1,255
Outagamie	6,739	1,611	-5,128
Sheboygan	632	433	-199
Winnebago	3,423	570	-2,853
Total	12,599	5,663	-6,936

Work within Calumet County: 8,951

Source: U.S. Census, STF-3, 2000

TABLE 6

TOP EMPLOYING INDUSTRIES IN CALUMET COUNTY

Industry Group	Employees
Manufacturing (26%)	3,201
Accommodation & Food Services (10%)	1,217
Retail Trade (9%)	1,111
Health Care and Social Assistance (8%)	935
Professional & Technical Services (7%)	841
Wholesale Trade (7%)	832
All Other Industries (34%)	4,249

Source: Wisconsin Department of Workforce Development, 2nd Quarter 2008

Income & Wages

Average annual income earned by Calumet County residents was 97% of the state average in 2000. Traditionally, Calumet County has lagged behind state and national averages in per capita personal income because of few opportunities for higher paying professional and technical jobs. In recent years, an increasing number of residents who live in Calumet County commute to other counties, where there are more opportunities for higher paying professional and technical jobs. As a result, per capita income in Calumet County has been rising at a greater rate than the state or nation. It is anticipated that by the year 2005 the average annual wages earned by county residents will surpass both state and national averages.

Table 8 provides information about the relative income for residents living in the City and Town compared to Calumet County and Wisconsin residents. The table includes statistics for per capita income, median family income, median household income, and adjusted gross income. Generally, the City and Town compare favorably to the similar statistics for the county and state. The 2000 Calumet County per capita income figure (\$21,919) also compares favorably to the figures for Brown (\$21,784), Fond Du Lac (\$20,022), Manitowoc (\$20,285), Outagamie (\$21,943) and Winnebago (\$21,706) counties.

It concerns economic development professionals that retail trade employment represents approximately 9 percent of employment in Calumet County. Retail average hourly pay rates are lower than those in other industries.

Manufacturing employment represents approximately 26 percent of total employment and over 39 percent of wages earned by Calumet County residents. Some of this difference can be attributed to several large employers who have collective bargaining agreements. The dominance of manufacturing employment raises some concerns about the overall strength of the county economy. Given recent manufacturing trends that show companies are relocating out of state, the county should seek to expand its economic base to generate more diverse industry and employment opportunities.

**TABLE 7
TOP 10 EMPLOYERS IN CALUMET COUNTY**

Company	Product or Service	Location	Employees
Aerotek	Engineering Services	Brillion	500-999
Ariens Company	Lawn & Garden Manufacturing	Brillion	500-999
Brillion Iron Works	Iron Foundaries	Brillion	500-999
Endries	Hardware Merchant Wholesalers	Brillion	250-499
Kaytee Products	Animal Food Manufacturing	Chilton	250 - 499
County of Calumet	County Government	Chilton	250-499
Wal-Mart	Discount Department Store	Chilton	100-249
Calumet Medical Center	General Medical & Surgical Hospital	Chilton	100-249
Chilton Public School	Education	Chilton	100-249
School District of New Holstein	Education	New Holstein	100-249

Source: Wisconsin Department of Workforce Development, 3rd Quarter 2008

**TABLE 8
PER CAPITA PERSONAL INCOME COMPARISON**

Location	1995 Per Capita Income	2000 Per Capita Income	2000 Median Household Income	2000 Median Family Income	2000 Adjusted Gross Income
Wisconsin	\$21,960	\$21,271	\$43,791	\$52,911	\$40,570
Calumet County	\$20,714	\$21,919	\$52,569	\$58,654	\$43,504
City of Brillion	NA	\$20,754	\$46,633	\$52,989	\$38,140
Town of Brillion	NA	\$21,927	\$52,500	\$58,403	\$36,088

Source: U.S. Department of Commerce, Bureau of Economic Analysis. Regional Economic Information System. 2000 U.S. Census, and Wisconsin Department of Revenue

Table 9 compares the relative income position of the Town of Brillion to the other eight towns in the county. The table demonstrates that the Town has seen a significant increase in per capita income over the last decade to allow its rank to increase from 8th to 5th. For comparison, information about the City of Brillion is provided at the bottom of this table.

Education Attainment

A good quality of life indicator in a community is the education attainment of its residents. Generally, a high level of education attainment reflects a skilled population with higher earnings potential. **Figure 4** illustrates the level of education attainment for persons age 25 and over in the Brillion Community and Calumet County in 2000.

Employment Forecast

This employment forecast is presented at the county level, which offers the most comprehensive sources of data, and is an excellent indicator of local conditions.

The strong national economy from 1990 to 2000 had a positive impact on Calumet County. The economy now supports a variety of service industries, including tourism. Low-interest mortgage loan rates spurred housing construction, particularly in the western portions of Calumet County. Unemployment rates in Calumet County were at a 10-year low. Workers were finding employment faster and getting paid more.

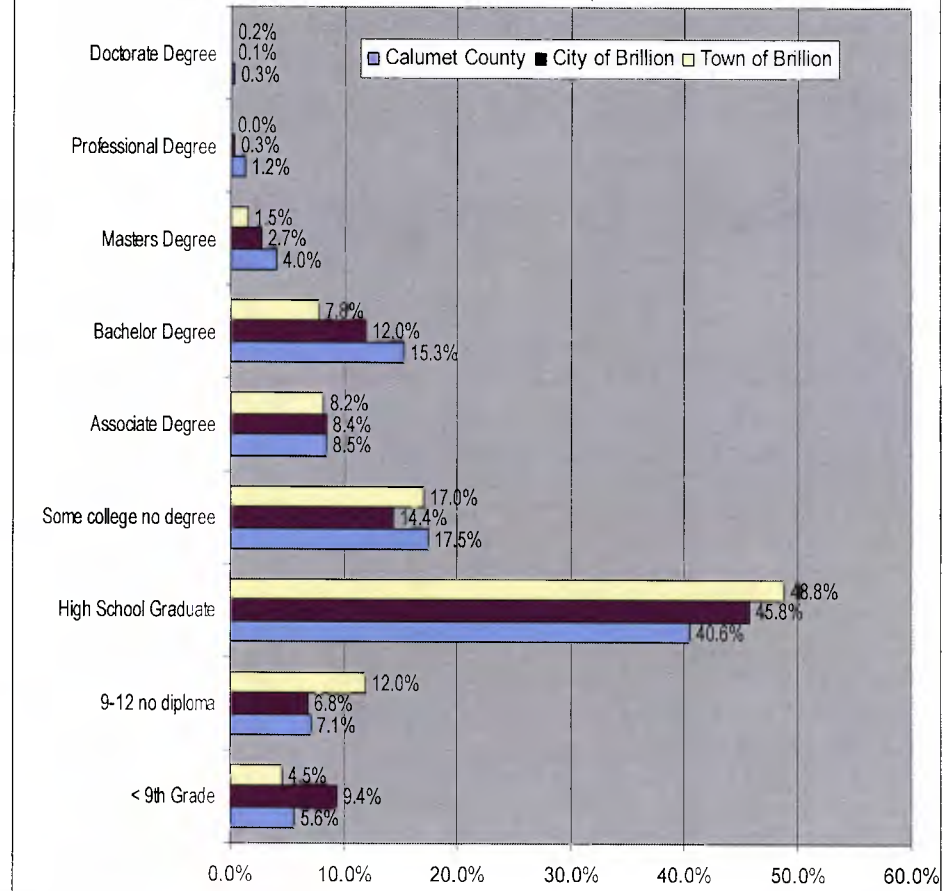
TABLE 9
TOWN INCOME COMPARISON, CALUMET COUNTY, WI

TOWN NAME	Average Household Income 2000	Average Household Income 1990	Difference Between 1990 & 2000	1990 Rank	2000 Rank
Harrison	\$66,094	\$42,626	\$23,468	1	1
New Holstein	\$58,050	\$38,880	\$19,170	6	2
Stockbridge	\$55,096	\$37,182	\$17,914	7	3
Chilton	\$53,603	\$39,002	\$14,601	5	4
Brillion	\$52,500	\$34,032	\$18,468	8	5
Woodville	\$52,375	\$40,883	\$11,492	3	6
Charlestown	\$52,300	\$39,833	\$12,467	4	7
Brothertown	\$49,861	\$33,480	\$16,381	9	8
Rantoul	\$48,000	\$42,310	\$5,690	2	9
Average for All Towns	\$54,209	\$38,692	\$15,517	NA	NA
City of Brillion	46,633	28,250	18,383	NA	NA

Source: 1990 and 2000 U.S. Census

Figure 4: Education Attainment 2000

SOURCE: US Census 2000 SF3 QT-P20



A recession began for the United States in March 2001, evidenced by the declining stock market and rising energy prices. The war in Iraq impacted gas rates causing Calumet County residents to pay more at the pump. This, in turn, contributed to an increased cost of living. It is important to monitor the economy and prepare for a potential economic downturn by supporting a diversified economic base. At the time of the 2009 City and Town of Brillion Coordinated Comprehensive Plan updates, the economy was in a severe economic downturn. The unemployment rate for Calumet County was 8.8% (March 2009) compared to an unemployment rate of 4.4% the prior year (March 2008).

The City and Town are confident they will fare well over the recession and beyond. The Brillion Community offers a high quality of living that is attractive to employers seeking locations for business development. Population projections indicate the City and Town will continue to grow, which will help support additional business development and job opportunities. Moreover, the central location of the Brillion Community in the region, with easy access to USH 10, will spur continued economic growth in the long-term.

To monitor and improve local employment levels, the City employs a Community Development Director who works closely with local employers to help improve their efficiencies and facilitate expansion, and also seeks to attract new employers to the City.

Location Quotient Analysis

A location quotient for an industry is the simple ratio of the percentage of local employment in the industry divided by the percentage of employment in the industry for a comparison unit, such as a state, region or the nation. Within the Issues and Opportunities Element of this plan is a breakdown of the major employers in Calumet County and the Brillion Community. **Table 10** provides a breakdown of employment by industry sector as reported by Brillion residents in the 2000 U.S. Census.

The figures in **Table 10** provide little insight about the employment in the City. Are these percentages higher than average? Are they lower than average? Comparing employment in the City to nearby communities provides additional insights into the City economy.

Industry	Town of Brillion		City of Brillion		Calumet County	Wisconsin	Midwest	U.S.
Agriculture, forestry, fishing, hunting & mining	104	13.1%	20	1.3%	4.5%	1.5%	1.9%	2.7%
Construction	54	6.8%	58	3.6%	5.8%	6.8%	6.1%	5.9%
Manufacturing	293	36.9%	689	43.1%	33.3%	14.1%	18.5%	22.2%
Wholesale trade	21	2.6%	81	5.1%	3.0%	3.6%	3.5%	3.2%
Retail trade	58	7.3%	124	7.8%	10.7%	11.7%	11.7%	11.6%
Transportation and warehousing	50	6.3%	29	1.8%	4.0%	4.3%	4.3%	3.7%
Utilities	-	-	-	-	-	0.9%	0.9%	0.8%
Information	10	1.3%	13	0.8%	2.0%	3.1%	2.5%	2.2%
Finance and insurance	23	2.9%	143	9.0%	6.3%	5.0%	5.0%	4.9%
Real estate and rental and leasing						1.9%	1.5%	1.2%
Scientific and technical services	36	4.5%	46	2.9%	4.2%	5.9%	4.9%	4.0%
Administration and support						3.4%	2.9%	2.5%
Educational services	59	7.4%	233	14.6%	15.3%	8.8%	8.6%	8.5%
Health care and social assistance						11.2%	11.5%	11.6%
Arts, entertainment and recreation	58	7.3%	69	4.3%	5.0%	1.8%	1.5%	1.5%
Accommodation and food services						6.1%	5.8%	5.8%
Other services (except public administration)	18	2.3%	73	4.6%	3.9%	4.9%	4.6%	4.1%
Public administration	10	1.3%	19	1.2%	2.0%	4.8%	3.9%	3.5%

SOURCE: 2000 U.S. Census

NOTE: Finance, Insurance, Real Estate Data is only available in a combined category for the City, Town and Calumet County. The same census data consolidation for reporting purposes exists for three other combined categories: (1) scientific, technical, administration and support positions, (2) education, health care and social assistance, and (3) arts, entertainment, recreation, accommodation and food services. This consolidation is required to maintain anonymity in census reporting.

Table 10 reveals differences in employment between the City, Town and greater region. From the table it is apparent that the City of Brillion and the region have a significantly higher percentage of the workforce employed in manufacturing than Wisconsin and the Midwest. Comparing these employment percentages is useful, but somewhat cumbersome. Location Quotients (LQ) are an easier way to compare communities and analyze the Brillion economy.

LQ are used to help identify export industries in a community (those industries producing more than needed to meet local demand) and import industries (those producing less than enough to meet local demand).

- LQ greater than 1.0 indicates that a community has proportionately more people than the national average employed in a specific industry. This implies that a community is producing more of a product than is consumed locally. The excess is available for export.
- LQ less than 1.0 suggests that a community is not producing enough of a product or service to meet local demand, and is importing to meet local demand.
- LQ approximately equal to 1.0 indicates that a community is producing enough to meet local demand.

Experts suggest that LQ of at least 1.25 is required to consider classifying a local industry as an exporter. Similarly, they recommend that a location quotient of .75 or less is needed to categorize an industry as an importing sector. Identifying local export industries ($LQ > 1.25$) provides a measure of industry specialization within a community. A community with a high location quotient in a specific industry may mean that the local economy has a competitive advantage in that industry. There may be economic development opportunities because of existing economies or synergies that make a community more attractive to businesses in related industries. LQ significantly lower than 1.0 may indicate an import substitution opportunity, the potential to develop local businesses to fill the gap and meet local demand.

Traditionally, LQ are calculated by comparing local employment to national or regional employment. Calculating LQ by comparing nearby communities provides a new perspective and insight into a local economy. **Table 11** compares the City of Brillion to communities within Calumet County, as well as Wisconsin, the Midwest and the United States.

TABLE 11
LOCATION QUOTIENTS FOR INDUSTRIES IN BRILLION, WI

Industry	Area Communities*	Wisconsin	Midwest	U.S.
Construction	0.65	1.26	1.40	1.45
Manufacturing	1.27	1.36	1.03	0.86
Wholesale trade	1.71	0.68	0.69	0.76
Retail trade	0.70	1.12	1.12	1.13
Transportation and warehousing	0.45	0.81	0.82	0.94
Utilities	0.44	0.33	0.34	0.37
Information	0.45	0.29	0.35	0.41
Finance and insurance	1.55	1.62	1.61	1.64
Real estate and rental and leasing	0.76	0.16	0.20	0.25
Scientific and technical services	0.50	1.11	1.31	1.61
Management of Companies & Enterprises	4.52	3.46	2.80	2.75
Administration and support	0.97	0.99	1.14	1.35
Educational services	1.32	0.98	1.00	1.02
Health care and social assistance	0.72	1.41	1.36	1.36
Arts, entertainment and recreation	1.37	0.90	1.06	1.08
Accommodation and food services	0.78	0.37	0.38	0.39
Other services (except public administration)	1.13	0.43	0.46	0.52
Public administration	0.57	0.55	0.69	0.52

SOURCE: UW-Extension Community Indicators Software based on 2000 U.S. Census

* Composite comparison to results for New Holstein, Chilton, and Hilbert and aggregate results for Calumet County.

The LQ for the City of Brillion compared to area communities shows higher LQ for manufacturing, wholesale trade, finance and insurance, management, educational services, and arts, entertainment and recreation. However, when compared to Wisconsin, the situation changes. For example, the LQ for management of companies and enterprises falls from 4.52 to 3.46. This means that while Brillion is particularly strong in this area compared to other communities in Calumet County, but it is somewhat weaker when compared to the state as a whole. On the other hand, the LQ for finance and insurance rises from 1.55 to 1.62. This LQ information is presented as a tool for the Brillion Community and local business owners to use to identify targeted business and industry. It is also useful in forecasting employment by industry sector.

Local employment growth is likely in those areas with LQ around 0.75. In particular, there is room for employment expansion in the retail, food service and health care industries. Those industries with an LQ below 0.50 are not as likely to be targeted due to competitive advantages elsewhere in the state and Midwest. This is not to say these types of businesses are not welcome, they are just less likely to establish locally. As expected, the Brillion Community will seek to retain its exporting manufacturing industries as they are the foundation of the local economy.

Regional Employment Forecasts

To further consider employment forecasts for the Brillion Community, an effort was made to review the economic development planning efforts of the East Central Wisconsin Regional Plan Commission (ECWRPC).

In preparing its regional Smart Growth Comprehensive Plan, the ECWRPC relies on the State Department of Workforce Development employment projections for Wisconsin Metropolitan Statistical Areas (MSA's). The nearest MSA's to Brillion are the Green Bay MSA and the Appleton-Oshkosh-Neenah MSA. Given that many residents of the Brillion Community commute to employers within these MSA's, employment forecasts for these areas are very relevant to the workforce living in Brillion.

Based on the State Department of Workforce Development employment projections, ECWRPC interpreted the data and reported that all MSAs in Wisconsin are expected to see an increase in employment over the next ten years. Employment forecasts between 2001 and 2006, however, are lower in most MSAs when compared to growth between 1995 and 2000. The impacts of the 2001 economic downturn and the weaker labor market have lowered future employment growth accordingly. Metropolitan areas that depend heavily on manufacturing have been more affected by the current economic employment slowdown. However, while a slowdown has occurred in the Appleton-Neenah-Oshkosh MSA because of its dominant manufacturing employment, other areas of the State, such as Milwaukee and Racine, has suffered greater manufacturing employment setbacks. For the time period of 2001 to 2006, it is anticipated a 5.1% employment growth will occur. The strongest growth is expected in the finance, insurance, and real estate sector and in the services sector.

Chamber Employment Forecasts

The Green Bay and Fox Cities Chambers of Commerce provide additional employment information for their respective markets. Again, this information is important to understanding employment forecasts impacting the Brillion Community, as many residents of the Brillion Community commute to these areas to work.

The Green Bay Chamber of Commerce does little actual employment forecasting, but does monitor historic trends in employment. Over the last five years employment trends have reflected the forecasts included in the ECWRPC Smart Growth Comprehensive Plan. Unemployment rates in the late 1990s remained steady at around 2.6 percent. In 2001, the rate increased to 3.9 percent. The unemployment rates continued to increase in 2002 (5.3 percent) and 2003 (4.9 percent) as several large manufacturing employers reduced their local workforce. However, in the last year unemployment rate decreased to 4.3 percent. The



Fox Cities Chamber of Commerce and
Industry

<http://www.foxcitieschamber.com/>



Green Bay Area Chamber of Commerce
<http://www.titletown.org/>

unemployment rate for the entire period has been about a half to full percentage point lower than the state and national averages over the same period. The Green Bay Chamber, based on comments from its membership, is hopeful that the unemployment rates will continue to decline back toward the 2.6 percent level experienced in the late 1990s within 5 years.

- The Fox Cities Chamber of Commerce conducts an annual survey of its members to understand their staffing changes in the previous year and make predictions for the next. The most recent results from that survey reveal:
- In 2004, 51 percent of businesses predicted their staff size would increase during the coming year. According to the 2005 survey, 43 percent did indeed increase employment during 2004.
- With respect to the health of the Fox Cities' economy, 56 percent of businesses surveyed rated the economic vitality as excellent to good while 35 percent believe it to be average. Only 8 percent of this year's respondents characterize the economy as below average to poor. In comparison to other U.S. cities of similar size, 73 percent indicated the Fox Cities as a better place to conduct business.
- Fifty-three percent of participating businesses predict staff size to grow during 2005 with another 45 percent anticipating that it will remain the same.

The 2005 Economic Outlook Survey suggests a confidence in the Fox Cities' business community that has not been present for the past few years. In general, survey respondents are optimistic about the local economy and their own individual businesses ability to grow and prosper. Sales, profits and employment levels are all expected to increase during the coming year for a significant percentage of the survey respondents. This is not only true for the retail and service sectors that have experienced solid growth over the last three years, but manufacturing as well which bore the brunt of the recent soft economy.

Local Employment Forecast

Based on available data described in this section, the assessment of community strengths and weaknesses for attracting economic development (refer to Chapter 7, Economic Development Element), and the anticipated impact associated with the successful implementation of the smart growth plan, employment forecasts for Brillion are for slow but consistent growth. The recovering manufacturing economy will bode well for Brillion.

New employment growth, based on the results of the location quotient, is projected in the retail, food service and health care industries.

3.0 HOUSING ELEMENT



Introduction

Traditionally, rural towns and small cities have a high percentage of single-family homes, with few other housing types available. As new residents move in and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents, where there is a desire for these residents to remain in the area during their retirement years. Fortunately, the City does have some additional housing choices available (i.e. apartments, senior housing), beyond what is typically found in communities of its size. To develop a 20-year plan for the City and Town, the existing housing stock has been reviewed and recommendations made to meet future housing needs, including specific recommendations to ensure that local housing choices exist for all stages of life.

Housing Vision

Through 2020, the City of Brillion will contain a wide variety of housing types to meet the lifestyle, demographic and economic needs and desires of its residents. The Town of Brillion will maintain a mix of farm residences and single-family homes through 2020.

Existing Housing Supply

In 1990, there were 1,069 housing units in the City and 439 housing units in the Town (including Forest Junction). According to the 2000 U.S. Census, there were 1,233 housing units in the City and 521 housing units in the Town. This translates into a 15.1 percent growth rate in the City and an 18.7 percent growth rate in the Town between 1990 and 2000. These figures indicate that the housing market in both communities is strong.

Town of Brillion

Most of the new housing in the Town of Brillion is being developed in subdivisions around Forest Junction, north of USH 10 and east of STH 57. All housing in Forest Junction is served by public water and sewer service. In 2003, there were 202 dwelling units in Forest Junction. According to the Forest Junction Sewer Service Area Plan, this figure is only expected to increase to 211 housing units by 2020. Town residents and officials believe this modest prediction significantly underestimates the number of new units that will actually be constructed. Based on local estimates, it is more likely that there will be up to 240 dwelling units in Forest Junction by 2020 (based on building permit trends). New housing is also being developed on large parcels of land in more rural portions of the Town, adjacent to county and Town roads.

Because the housing supply in the Town consists mostly of single-family homes, with the exception of four, eight-plex apartment buildings on Holmes Road in Forest Junction, it is important to consider that single-family homes may not be suitable for everyone. Some people may not be able afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Opportunities for other types of housing (i.e. duplexes,



Forest Junction Subdivision
East of STH 57 and South of USH 10



Forest Junction Mobile Home Park
West of STH 57 and North of USH 10

condominiums, town houses, apartments, etc.) exist in and around Forest Junction and the City, where municipal and utility services are readily available.

City of Brillion

New housing developments in the City are located in the southern portion of the City (near the golf course) and in areas to infill existing development. Additional housing is anticipated near the new high school.

The housing supply in the City:

- consists primarily of single-family homes (873 units or 71.3%)
- includes a significant share of duplexes (102 units or 8.3%)
- includes 60 Mobile Homes (4.9%)
- includes 49 apartments in 5, 9-unit buildings (4.0%) and 95 apartments in 10+ unit buildings (7.7%)
- includes 46 housing units that are part of three- or four-plexes (3.8%)
- is served by public water and sewer service
- is heated by utility natural gas (81.8%), electric heat (9.8%) or wood heat (1.1%)

Currently, 25 percent of the City's housing is rental-occupied, including apartments and senior housing. The City should maintain this balance of rental housing options over the next 20 years, given the City's role as a service destination for neighboring communities. If alternative and rental housing are not part of the future plan, long-time residents and people with special needs may be forced to move away from the City and Town to neighboring communities that offer more housing options.



City of Brillion Historic Home
Located on Washington Street



New Neighborhood home in a
City of Brillion subdivision.

Age and Quality of Housing Stock

TABLE 12
AGE OF HOUSING STOCK

Year Structure Built	# of Units City of Brillion	% of Total City of Brillion Housing Stock	# of Units Town of Brillion	% of Total Town of Brillion Housing Stock
1990 to 2000	185	15.0%	106	20.4%
1980 to 1989	105	8.5%	65	12.5%
1970 to 1979	205	16.6%	78	15.1%
1960 to 1969	194	15.7%	32	6.2%
1940 to 1959	228	18.5%	27	5.2%
1939 or earlier	316	25.6%	210	40.5%
Total	1,233	100.0%	518	100.0%

Source: 2000 U.S. Census

The relative age of the housing stock in a community is a good indicator of the quality of available housing. The City and Town have a large supply of units that were built before 1939. This does not necessarily mean that the units are in poor condition, but does indicate that the need for repairs and maintenance is likely greater. However, both the City and Town experienced a great deal of new housing

construction in the 1990s. **Table 12** lists the number of units and the corresponding percentage of the City's and Town's total housing stock by year built. The median year a home was constructed in the City of Brillion was 1963. The Town median was 1952.

Age alone is not the best measure of a community's housing condition. To be more accurate, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a windshield survey. The theory is that exterior condition generally correlates with interior conditions.

Town of Brillion

A windshield survey of the City and Town was conducted in the summer of 2001. This survey found the following for the Town:

- A new subdivision is being developed on the north side of USH 10 in Forest Junction. These houses are modest ranch-style units. The roads in the subdivision are unpaved. Since the windshield survey in 2001, these roads, with the exception of Tim Drive, have been paved.
- The mobile homes in Forest Junction Mobile Home Park are of a mixed quality. Some of the units are in need of exterior repairs, including aluminum skirting, while others seem very well maintained. Since the windshield survey in 2001, improvements to the mobile home park continue to be made.
- The older housing in Forest Junction, for the most part, appears to be in good condition with some need for minor improvements (i.e. paint siding, roofing, etc.).
- Some of the older farmhouses outside of Forest Junction in the Town are in need of repair. These classic farmhouses provide character to the landscape and should be maintained.
- Some new rural residential development has scattered along portions of the roadways in the Town. These homes, given their recent development, appear to be of good quality.

City of Brillion

In the City of Brillion the housing types can be classified in four ways:

Historic Homes.

This category includes large traditional colonials and bungalows situated in the blocks around Main Street and the old high school. Most of these homes appear to be in good condition with some need for minor exterior improvements (i.e. painting, roof shingling and gutter repair, etc.). It may be reason for concern if remodeling efforts show a trend in converting these homes into apartment buildings, which may lead to parking, landscaping, and maintenance issues. Any efforts in converting historic homes into smaller apartment units should be strictly regulated and enforced to minimize nuisance to neighboring properties and ensure that the character and quality of these homes are maintained.

New Neighborhood Homes.

New residential development is characterized by cul-de-sacs and homes with attached garages facing the street. Given the newness of these units they are in good repair.

Mobile Home Park.

Mobile homes are a source of affordable housing in the City of Brillion. The units in the City's mobile home park are in better condition than in typical mobile home parks. To maintain the quality of living for residents of these units, continued maintenance, code enforcement, parking and speed limit enforcement should continue.

Multiple Family.

Multiple family housing options include apartments, two-family homes, and senior housing. In recent years, new multiple family units have been constructed in the City. The developments appear to be of high quality and well maintained. Continued monitoring and enforcement of codes and ordinances, as well as open communication with local landlords, is important in maintaining these properties over time.

Occupancy

For a housing market to operate efficiently, it must possess an adequate supply of available housing units (units for sale or rent). A community's supply of available housing units must be sufficient to allow for the formation of new

households by the existing population, and to provide opportunities for households to change their housing because of a change in size or status.

According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5 percent (1.5 percent for the owned portion of a housing stock and 5.0 percent for the rented portion) is required to allow for an adequate housing choice among consumers. The overall available vacancy rate for Wisconsin is 4.75 percent for rentals and 1.14 percent for owner occupants¹. Vacancy rates vary from one community to the next. The available vacancy rate of a housing market is a good indication of the adequacy of the housing supply, which in turn helps dictate the cost of housing. For example, high vacancy rates offer a degree of competition in terms of price.

The 2000 vacancy rate in the Town for owner-occupied housing units was 1.1 percent. The rental vacancy rate was 5.1 percent. The homeowner vacancy rate in the City was 1.3 percent in 2000 and the rental vacancy rate was 14.0 percent. These rates compare favorably with Calumet County, which had a 1.3 percent homeowner vacancy rate and an 8.0 percent rental vacancy rate in 2000.

These vacancy rates indicate that the housing supply is sufficient to meet local demand and provide adequate choices. The vacancy rate for the City poses some concern and should be monitored to ensure that supply does not outpace demand.

Cost of Housing

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. **Table 13** compares the 1990 and 2000 median home values in all municipalities of Calumet County. The 1990 and 2000 median home value in both the City and Town was below the county average.

Table 14 provides a detailed breakdown of the value of owner-occupied housing units in the City and Town of Brillion. According to this information, a sizable share of the City and Town housing is valued less than \$100,000.

According to the 2000 U.S. Census, with respect to rental housing:

TABLE 13
MEDIAN HOME VALUES IN CALUMET COUNTY

Municipality	1990 Median Home Value	1990 Rank	2000 Median Home Value	2000 Rank
Town of Brillion	\$ 53,600	13	\$102,900	8
Town of Brothertown	\$ 56,200	9	\$111,600	7
Town of Charlestown	\$ 64,900	5	\$114,200	6
Town of Chilton	\$ 52,200	15	\$119,600	4
Town of Harrison	\$ 77,700	2	\$144,000	2
Town of New Holstein	\$ 62,000	6	\$117,900	5
Town of Rantoul	\$ 51,100	17	\$101,200	10
Town of Stockbridge	\$ 61,500	8	\$122,100	3
Town of Woodville	\$ 56,100	10	\$102,200	9
City of Appleton (part)	\$ 69,200	4	\$97,700	11
City of Brillion	\$ 53,400	14	\$86,900	15
City of Chilton	\$ 52,200	15	\$84,900	17
City of New Holstein	\$ 54,500	11	\$85,700	16
City of Keil	\$ 46,700	18	\$95,700	12
City of Menasha (part)	\$ 70,300	3	\$87,700	14
Village of Hilbert	\$53,900	12	\$84,000	18
Village of Potter	\$ 43,100	19	\$82,300	19
Village of Sherwood	\$ 91,000	1	\$160,000	1
Village of Stockbridge	\$ 61,500	6	\$93,900	13
Calumet County Average	\$ 56,274	NA	\$109,300	NA

Source: 1990 and 2000 U.S. Census

TABLE 14
2000 OWNER-OCCUPIED HOUSING VALUE

Cost Range	City of Brillion	Town of Brillion	Calumet County	State of Wisconsin
Less than \$50,000	3.6%	2.6%	2.5%	6.5%
\$50,000 to \$99,999	66.2%	45.1%	39.2%	35.4%
\$100,000 to \$149,999	24.2%	35.2%	36.6%	30.6%
\$150,000 to \$199,999	4.4%	10.7%	13.8%	15.5%
\$200,000 or More	1.6%	6.5%	8.0%	12.0%

Source: 2000 U.S. Census

City of Brillion

256 renter-occupied in 1990
289 renter-occupied in 2000
1990 Median Rent was \$292
2000 Median Rent was \$413

Town of Brillion

31 renter-occupied in 1990
56 renter-occupied in 2000
1990 Median Rent was \$334
2000 Median Rent was \$395

Table 15
Average Home Selling Price

Community	1997 Average Sale Price	2001 Average Sale Price	Actual Difference	Percent Change
City of Brillion	\$65,900	\$118,500	\$52,600	+ 44.4%
Town of Brillion	\$95,000	\$122,000	\$27,000	+ 22.1%

Homes not listed with RANew's Multiple Listing Service are not accounted for in this data. 14 Homes in the City were listed with the MLS during this period and 23 homes were listed in the Town.

The average selling price of a single family home in the City and Town has increased significantly over the last five years (See **Table 15**). On average, five residential properties are sold in the Town each year and three homes are sold in the City, the vast majority being single family homes. In the Town, a significant number of hobby farms are also sold.²

Housing Affordability Analysis

Does the cost of housing match the ability of residents to pay for it? This is the fundamental question to answer when determining housing affordability. Although there are many ways to answer this question, HUD offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30 percent of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

Town of Brillion

In 2000, the median annual household income in the Town was \$52,500. Therefore, the median monthly income was \$4,375. Thirty (30) percent of the median monthly income yields \$1,312 or less to be used for housing costs. Slightly less than 70 percent of residents have a mortgage.

Of those individuals with a mortgage, the median mortgage payment is \$352 - well below the 30 percent threshold even if utilities are added to household costs, however it is a concern that slightly more than 20 percent of Town residents paid more than 30 percent of their monthly household income on housing in 2000.

Rental household statistics were very similar. The 2000 median rent of \$395 was well below the 30% threshold when compared to median income. However, 24.9% of Town residents reported that they paid more than 30% of their income on rental housing costs in 2000.

City of Brillion

The median 2000 annual household income in the City was \$46,633. Therefore, the median monthly income was \$3,886. Thirty percent of the median monthly income yields \$1,165 or less to be used for housing costs. According to the 2000 U.S. Census, almost 40



The photos above are examples of desirable and affordable manufactured homes with attached garages, appropriate roof pitch, front porches, located on a foundation, crawl space or basement.



Example of Undesired Mobile Home Development

percent of City residents have paid for their homes, and do not have a mortgage.

Of the approximately 60 percent with mortgages, the median mortgage payment is \$347, which is well below the 30 percent threshold. The Census further indicates that only 10.3 percent of City residents pay more than 30 percent of their household income toward housing costs. Likewise, the median rent \$413, though higher than the median mortgage payment, is still well below the 30 percent threshold and only 13.2 percent of renters reported spending more than 30 percent of their household income on rent in the 2000 U.S. Census.

One strategy to promote affordable housing is to encourage quality manufactured housing in the City and Town. Manufactured homes are not mobile homes. (The City and Town of Brillion do not encourage mobile home park development or additional mobile homes on individual lots.)

Manufactured housing is considered a viable affordable housing choice only if units are compatible in size, appearance and quality of area stick-built housing. Any manufactured housing unit must be constructed in accordance with local building and zoning restrictions. The manufactured home, once located on a property, should be virtually indistinguishable from 70 percent of site built housing located within a half mile of the home. Therefore, manufactured housing should have a similar roof pitch, garage facilities, and be located on a foundation, basement, or crawl space as a site built home would be required. Manufactured homes may even be two stories.

Manufactured housing is far more affordable than stick built housing because homes are built in a factory, which eliminates delays and costs associated with weather and the factory approach improves efficiencies. Manufactured housing costs are typically around \$40 a square foot, compared to \$90 or \$100 per square foot for site built housing.

Many other county, regional and state housing programs exist to promote choices and affordability. These programs are profiled later in this chapter.

Housing for Senior Citizens and Persons with Disabilities

Most seniors and persons with disabilities who reside in the Brillion Community must be able to live independently, move into one of the City facilities, or move elsewhere. When asked about the adequacy of existing housing choices, many people in the community survey identified elderly and disabled housing choices as somewhat limited in the City and Town. There are no assisted living or group facilities located in the Town of Brillion. The four, eight-plexes in Forest Junction provide handicap accessible first floor housing for disabled residents and will target mobile seniors who want to live in Forest Junction without the responsibilities (i.e. maintenance) associated with homeownership. There are three senior housing facilities and one group home in the City – quite an achievement for a small city like Brillion.

Senior Citizen Facilities

The three housing facilities are operated by the Brillion Housing Authority:

Parkview Homes is a 28-unit apartment complex located on a 2-acre site at 214 South Parkway Drive. Parkview Homes consists of nine buildings in a park-like setting and has been housing elderly tenants since April 1969.



Parkview Homes, Parkway Drive, City of Brillion



Heritage Apartments, National Avenue, City of Brillion

Parkview Homes are considered an “independent living” environment. Nursing, meal preparation and other assistance is not available for residents. However, Meals on Wheels and home healthcare services are available through the county to residents of Parkview.

Heritage Apartments, located at 108 W. National Avenue in Brillion, is a 23-unit apartment building for elderly and physically handicapped persons. Heritage Apartments are classified as an “independent living” facility, but like Parkview, Meals on Wheels and home healthcare services are available through the county to residents of Heritage Apartments.

Garrow Villa is a community-based residential assisted living facility for frail elderly persons located at 210 South Parkway Drive in Brillion. The facility can accommodate 20 residents (18 rooms with 2 rooms set-up to accommodate couples), offers room and board, and is staffed 24 hours per day.

Brillion West Haven is a Community Based Residential Facility for the elderly with specialized care for those with moderate to severe Alzheimer’s or Dementia. Brillion West Haven is certified for 28 beds and offers excellent professionally certified care givers, staffed 24 hours a day, 7 days a week.

The nearest nursing homes are located in Chilton and Kaukauna; both communities are approximately 17 miles from Brillion.

Facilities Serving Disabled Residents

There are two local facilities serving disabled residents of the Brillion Community:

Roads to Freedom, Inc. Group Home, located in Brillion at 610 S. Main Street and headquartered in Chilton, provides for the residential needs of the developmentally disabled in Calumet County. The Group Home began in 1983 and houses up to eight individuals. This State-licensed facility’s primary goal is to assist individuals in achieving the highest level of independent function of which they are capable, and to introduce them into the community. Roads to Freedom, Inc. also helps families with special needs children find housing, medical and support services.

The New Hope Center, located in Chilton, is a private non-profit corporation that services all handicapped and disabled persons in need of rehabilitation and habilitation services in Calumet County. The center strives to develop the total person - socially, vocationally, physically, psychologically and academically. However, New Hope Center does not provide residential facilities.



Garrow Villa, Parkway Drive, City of Brillion

OTHER AREA NURSING HOMES

Century Ridge, Inc.
531 E. Calumet Street, Chilton

Chilton Health and Rehabilitation Center
810 Memorial Drive, Chilton

St. Paul Home
1211 Oakridge Avenue, Kaukauna

Incorporating Alternative Housing Styles

The fundamental reason for limited housing choices in the Town of Brillion is that the community is rural in nature. The supply of jobs, public transportation and other services and opportunities that are necessary to accommodate low-income, elderly, and disabled populations are either unavailable or extremely limited in supply.

There are many possible ways to incorporate alternative housing styles (i.e. apartments, senior housing, duplexes, condominiums, etc.) in the City and Town.

- First, ensure that units are adequately served with water, sewer, and other basic infrastructure needs. Locate alternative housing developments in either Forest Junction, the City of Brillion, or adjacent to the City of Brillion, possibly through a joint agreement to share tax revenue.
- Where consistent with the overall land use plan, policies and philosophies, alternative housing types should be considered as an infill housing opportunity in Forest Junction, or as an integral part of a mixed-use development along USH 10.
- Alternative housing styles should be considered near Main Street in the City of Brillion in order to bring people and services to the downtown.
- New alternative development should be compatible with surrounding housing. Special consideration should be given to parking, signage, landscaping and façade requirements.

Future Housing Needs

Based on the WDOA Household Projections, 2000-2030 (Provided in *Table 3* of the Issues and Opportunities Element):

- 772 households will exist in the Town by 2030. Most of these new households should be concentrated in the Forest Junction area. This represents an increase of 271 households, or roughly, 9 new households annually.
- 1,400 households will exist in the City by 2030. This represents an increase of 245 households or roughly 8 new households annually.
- The City's housing supply is expected to increase by 21 percent. The Town's housing supply is expected to increase by 54 percent.

Housing Issues and Concerns

The primary issue identified by the Coordinated Plan Committee is the need to provide affordable housing choices (valued between \$80,000 and \$100,000) in the Brillion Community. A successful affordable housing subdivision has been constructed in Forest Junction. New single family residential construction in the City has been concentrated mainly in the southern portions in the City. The homes built generally exceed \$150,000 in value. The City would like to provide additional affordable, high quality single family housing choices.

Also revealed in the community survey results, residents lack a consensus about where housing should be located in the Brillion Community (scattered or in subdivisions). Residents were also split about recommended lot sizes for new housing— small lots ($\frac{1}{2}$ acre) or large lots (more than $\frac{1}{2}$ acre). This may indicate that residents desire diversity in their housing choices.

Housing Programs

A number of federal and state housing programs are available to help the Brillion Community promote housing developments for individuals with lower incomes, senior housing, housing for people with special needs, and housing maintenance needs.

Federal Programs and Revenue Sources

United States Department of Housing and Urban Development (HUD)

HUD is the federal agency responsible for housing programs and community development. Though many of its programs are directed toward larger cities and urban areas, the Brillion Community does qualify for some funding assistance. Specifically, HUD provides money to non-entitlement (i.e. communities with populations less than 50,000) communities through grants.



www.rurdev.usda.gov
United States Department of Agriculture

The Wisconsin Department of Commerce, Bureau of Housing (BOH) is responsible for the distribution of state and federal funds. It awards these funds through a competitive proposal process. Its mission is to expand local affordable housing opportunities for low- and moderate-income households and for the elderly and persons with disabilities.

The United States Department of Agriculture-Rural Development (USDA-RD)

USDA-RD provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development.



For information on Community Development Block Grants, call the Wisconsin Department of Commerce Division of Housing and Community Development (DHCD) at 608/267-2627 or visit <http://commerce.state.wi.us/CD/cd-boh-Home.html>

State Programs and Revenue Sources

Wisconsin Department of Commerce Bureau of Housing (BOH)
Beyond the funds distributed through HUD, the BOH administers several state funded programs that can potentially help finance housing improvements. Although money available through the BOH cannot be used to invest directly in housing development, (because it is funded by general-purpose revenue), it can provide various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies.

The Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the BOH, it receives no direct state-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multi-family housing. Specific programs evolve and change with the needs of the housing market.



For more information visit
www.wheda.com

Local Programs and Revenue Sources

Calumet County Homebuyer Program

The Calumet County Homebuyer Program is offered through the County's Planning Department and is administered by Community Housing Coordinators. Funds are allocated to qualifying persons in order to help them make a down payment on a home, make repairs to a home they are purchasing, or even construct a home. Applicants must be income eligible to qualify for services and family size also helps determine eligibility. Applicant must complete an application, participate in homebuyer classes and financial counseling, prepare a spending/savings plan, and use a minimum of \$1,000 of personal funds toward the down payment. Information is available at the County Planning Department which can also be contacted for further information.

CAP (Community Action Program) Services, Inc.

CAP has been on the frontline of the war on poverty since 1966. As a private, non-profit corporation, CAP offers programs in Marquette, Outagamie, Portage, Waupaca, and Waushara counties as well as in parts of Calumet and Wood counties. CAP Services, Inc. is a member of the Wisconsin Community Action Program Association (WISCAP). CAP offers a number of housing related programs including home buyer's assistance, weatherization, housing rehabilitation, rental housing assistance, and a lease/purchase program. For further information contact CAP Services, Inc.

Tax Incremental Financing (TIF)

TIF is a tool available to municipalities for redeveloping blighted areas. TIF can be used to cover costs of public works or improvement including demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). TIF could be used to rehabilitate the downtown or to create newly platted residential development as part of a mixed use development. For more information about the TIF program, refer to Chapter 7 (Economic Development Element).

Local Zoning Regulations

Local regulations and policies have the ability to affect the type and cost of housing available. While most government regulations are implemented in order to protect public health, safety and welfare needs, they may also have unintended adverse impacts on affordability.

One technique for ensuring a range of housing choice is to provide a variety of densities and lot sizes. This can be regulated through recommended improvements on the comprehensive plan, subdivision control ordinances (including conservation subdivisions), and local zoning controls.

The City of Brillion maintains and enforces its own zoning and subdivision ordinances. The zoning ordinance divides the City into 12 districts, including 4 residential zones:

- R-MH, Mobile Home Park
- R-1, Single Family Residence District
- R-2, Single and Two Family Residence District
- R-3, Multiple Family Residence District

At this time, Calumet County enforces all zoning and subdivision controls in the Town of Brillion. While the Town has no separate zoning or subdivision ordinances, it does have some options available with respect to zoning decisions made by the county. If a rezoning petition is received that the Town does not support, but is approved by the county, the Town can file a Resolution of Objection within 10 days which would prohibit the county from forwarding the matter to the County Board for final approval. Unfortunately, the statutes are less clear in a situation whereby the Town supports the rezoning petition but the county does not. The Resolution of Objection only applies in the reverse scenario. For any text amendments proposed by Calumet County to the county zoning ordinance which the Town objects to, all the towns in Calumet County would need to file a Resolution of Objection within 10 days to prevent the text amendment from being finalized by the County Board.



For more information about **Calumet County Zoning Ordinance requirements**, call the County Planning Department at (920) 849-1442, or visit the department web page at: www.co.calumet.wi.us

Calumet County anticipates that comprehensive revisions to both the Calumet County Zoning and Subdivision Ordinances will be adopted by the end of 2009. The Town will urge Calumet County to revise their Growth Management Policy and Subdivision Ordinance to allow for conservation design/cluster development subdivisions and clustering of homes in some rural areas (dependent on soil type and location) through a density based approach to land development. Such development will aid in preserving agricultural land and open space, and when developed correctly, be more environmentally friendly. Furthermore, the proposed amendments to the Calumet County Zoning Ordinance would allow greater flexibility for an Exclusive Agricultural zoned parcel to be subdivided. The benefits to this amendment are two-fold: 1) It could possibly create more affordable housing in the Town since the minimum lot size would be one acre instead of 35 acres; and 2) The sale of the lot would provide additional income for the farm operator and not require the sale of the entire farm operation.

The Town of Brillion does have the option to develop a subdivision ordinance or other growth management tools to gain better control over local land development. These ordinances must be as restrictive as or more restrictive than similar ordinances currently being enforced by Calumet County. The Town of Brillion could also create their own zoning ordinance but it would not need to be more stringent than Calumet County's Zoning Ordinance.

Coordination with Other Comprehensive Plan Elements

It is important that the elements are consistent and support one another. Housing is the primary land use in the City of Brillion and a major land use in the Town of Brillion. As such, it directly affects most other comprehensive plan elements. The goals and policies set forth in this Housing Element will affect these elements and vice versa.

Land Use Element

Land use dictates the amount of land available for housing, as well as its location, type and density. The 20-Year Future Land Use Maps devote 969.4 acres to residential use. Furthermore, the goals and objectives of the Land Use Element recommend reviewing building permit and residential platting activities to gauge development trends.

Utilities and Community Facilities

Improvements to roads, sewers, water supplies, parks, recreational facilities and schools all need to be coordinated with housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the Future Land Use Maps as closely as possible and plan for future infrastructure improvements through the use of a Capital Improvements Plan and Budget - as recommended in the Utilities and Community Facilities Element. This approach will greatly enhance the efficiency of capital improvements expenditures.

Transportation

The location of housing affects commuting patterns and transportation costs. The inverse is also true. The location and density of housing affects transportation needs. The location of housing influences on which roads people drive or whether they need to drive at all. The affordability of housing also influences how far people must commute. If housing is not affordable near places of employment, workers must commute from elsewhere. These factors were carefully considered in the Transportation Element to ensure compatibility with projected residential development.

Economic Development

It is important to ensure that the local housing supply is affordable to local residents working in the City and Town. For this reason, an affordability analysis is presented in this chapter.

Since housing is such a predominant and important land use in the City and Town, the quality of the local housing supply is important to the local economy. From a municipal standpoint, high-quality, well-maintained housing supports the local economy through property taxes, which in turn finance local improvements, which facilitate economic development (i.e. roads, sewers, etc.). From an aesthetic standpoint, high-quality well-maintained housing improves the aesthetic value of the City and Town thereby attracting people to live and work in the area.

The development of additional housing in the Brillion Community will be closely tied to the local economy. As development continues in Brillion, new businesses and industries will bring additional people to the area. It will be incumbent upon the City and Town to provide quality housing choices for the people who will work in these new businesses. Otherwise, they will live elsewhere and commute into the community. The result will be a loss of dollars in the local economy.

Agricultural, Natural and Cultural Resources

The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing in the City and Town. These competing interests are balanced through the land suitability analysis information presented in the Agricultural, Natural and Cultural Resources Element. This information helps to ensure that housing is located in areas that will have the least adverse impact possible on existing farming areas and important natural resources, while still supporting additional residential development needs.

Goals and Objectives

Based on projected population increases through 2030 and the predicted reduction in household size over that same period, it is estimated that there will be 271 additional households in the Town and 245 additional households in the City of Brillion. To ensure that new housing units associated with these additional households are of a high quality, goals and objectives included in Chapter 11 (Implementation Element) should be based on the information gained during the SWOT analysis and input from City/Town residents and committee members.

¹ WI Dept. of Commerce, 2000 Consolidated Plan.

² This information was provided by the Realtors Association of Northeast Wisconsin and only includes properties listed through the Multiple Listing Service (MLS).

4.0 TRANSPORTATION ELEMENT



Introduction

In the Brillion Community, private vehicles are the primary means of transportation. Sidewalks and other pedestrian amenities are available in the City, but not currently available in the Town or Forest Junction.

The Friendship Trail serves mainly as a recreational opportunity and is not considered a viable commuting alternative.

According to the 2001 cognitive mapping exercises, primary routes for weekday traffic include USH 10 and STH 57. During the weekends, in addition to these two corridors, CTH PP is also a major direct access route to the City of Green Bay.

Brillion Community residents are concerned about the long-term plans for USH 10. Rumors of bypasses, realignments and other changes have increased speculation and concern. This chapter clarifies the current WisDOT project plans in the “Summary of Existing Transportation Plans” subsection.

This chapter also provides information about existing transportation facilities, plans and issues, and concludes with a series of goals and supporting objectives, intended to help the Brillion Community achieve its vision for 2020.

Vision

In 2020, the City and Town of Brillion are served by a limited variety of transportation options, including paths and trails, which provide safe, efficient, and environmentally friendly choices.

Inventory of Existing Transportation Facilities

Transportation facilities in the Brillion Community include a mixture ranging from rural Town roads to state highways. Residents enjoy easy access to USH 10 and STH 57, which connect residents to Green Bay, Appleton, Manitowoc and Fond du Lac. Opportunities for safe pedestrian travel are limited mainly to the City, given a lack of sidewalks and trail facilities in the Town. Residents mainly rely on their personal vehicles to meet the majority of their transportation needs. Other modes of transit, including light rail and air transportation, are not available in the Brillion Community, nor are they likely to be developed in the next 20 years. Air transportation service is available to residents at the Outagamie County Regional Airport in Appleton, Austin Straubel International Airport in Green Bay and the New Holstein Airport.

Pedestrian Facilities

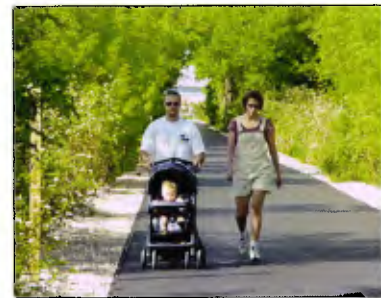
Modern planning approaches recommend:

- Walkable neighborhoods to promote social interaction, community safety and physical fitness.
- Ideally, residents should be within ¼ mile, or a five- to ten-minute walk, of a destination point (i.e. school, shopping, park, church, etc.).

Pedestrian opportunities vary greatly throughout the Brillion Community. In the Town, most local roads have limited shoulder areas and the posted speed limits greater than 45 miles per hour. These conditions hinder safe pedestrian travel. Walking to places of work, shopping or entertainment is not realistic for most rural Town residents, given the low-density development pattern in rural areas of the Town beyond the sanitary district, and that nearly all goods and services are located several miles away in the City of Brillion. This situation is not anticipated

to change over the next 20 years. As a result, rural Town residents without access to vehicles face severe transportation challenges since there is no public transportation service available. Seniors and people with disabilities may be particularly challenged to find adequate transportation.

Opportunities for pedestrian travel are better in Forest Junction, but still not optimal. Speed limits are much lower than the posted speed limits along rural Town roads, particularly in the newer subdivisions and the mobile home park. However, there are no sidewalks to provide the recommended separation between motorists and pedestrians for improved safety conditions. USH 10 and STH 57 are barriers to pedestrian travel given the number of lanes at the intersections, width of the roadway, and speed of traffic on these corridors.



In the City of Brillion, sidewalks are common and speed limits are reduced in most areas. More importantly, the density and scale of development supports pedestrian travel throughout the community. Most City residents enjoy this walkable environment; however, walkability may be less favorable in developments that extend outward away from the City's center and other destination points. It is important that the City consider pedestrian linkages when a new development is proposed to eliminate any negative impacts on the quality of life of residents living in the outermost neighborhoods.



Trail and Cycling Opportunities

Based on the community survey results, 62% of Brillion Community residents believe that bicycling and pedestrian trails are inadequate or very inadequate.

Trails

Friendship Trail. Friends of the Friendship Trail Inc. converted an abandoned railroad corridor that runs parallel to USH 10 into a six-mile, crushed limestone, multi-use trail. The Friendship Trail extends from the City of Brillion to Forest Junction where it connects to the Fox River State Trail. The ultimate goal is to extend the Friendship Trail to Lake Winnebago in Calumet County and connect to a trail that is currently being developed from Lake Michigan through Manitowoc County, creating the Lake-to-Lake Trail.

Fox River State Trail. Similar to the Friendship Trail, the Fox River State Trail is a limestone, multi-use trail, which is also located in an abandoned railroad corridor. The trail runs east of STH 32/57 from Brown County to Ott Road in the Town.

A map of the Friendship Trail and Fox River State Trail routes is included on the Transportation Network Map in *Appendix B*.

Cycling

As part of its Corridors 2020 Plan, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Calumet County.

The WisDOT Plan Map provided in *Appendix B* only suggests possible bicycle routes along state, county, and local roads. Although the plan does not establish bicycle routes in these areas, routes along state highways will be included in WisDOT's State Highway 2020 Plan and WisDOT will control their development.

WisDOT has identified CTH K as having the best conditions for bicycle routes in the Town of Brillion. CTH HR is classified as having moderate conditions for cycling. CTH PP, STH 32/57 and USH 10 are not recommended for a bicycle route given the high traffic volumes along this roadway.

WisDOT also considers town roads on their appropriateness for bicycle traffic. Specifically, WisDOT considers road width (i.e. ability to accommodate a shoulder path) and traffic volume as primary factors for bicycle paths. Secondary considerations include the percent of truck traffic and site distance restrictions. Due to the limited width and shoulder areas of these roads, they are not being considered "best." WisDOT did not evaluate roads in the City of Brillion, nor did it evaluate streets in Forest Junction for bicycle traffic appropriateness.

Safe Routes to School Program

The revised federal transportation act, SAFETEA-LU, signed into law on August 10, 2005, provides funding to state departments of transportation to create and administer Safe Routes to School (SRTS) Programs. SRTS programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. SRTS programs improve walking and biking travel options, promote healthier lifestyles in children at an early age, and decrease auto-related emissions near schools.

SRTS will allow parents and communities to feel better about their children walking and biking to school by creating a safer environment in the vicinity of the school. This can be achieved through a variety of ways including new sidewalks and bikeways, traffic calming initiatives, educating parents and children on pedestrian safety, and creating programs that encourage students to walk/bike to school such as a "Walking School Bus." In addition, SRTS programs ease automobile traffic and congestion near schools, and reduce fuel consumption and air pollution.

In 2008, the City of Brillion created a Safe Routes to School Committee to work with East Central Wisconsin Regional Planning Commission to develop a Brillion Area Safe Routes to School Plan. It is the intent of the Safe Routes to School Committee to have the Brillion Area Safe Routes to School Plan adopted by the City of Brillion Common Council in November 2009. The Plan will then be used for application to the Safe Routes to School Infrastructure Grant in 2010 for the development of a walkway to Fawn Ridge Subdivision and Trinity Lutheran Church and School.

Railroad Corridors

There are no active railroad corridors in the Brillion Community. There are, however, two abandoned rail corridors; one parallel to USH 10 and the other extends parallel to STH 57. There are no plans to re-establish either rail corridor or rail service in the Town. This situation is not anticipated to change over the life of this plan.

Streets and Highways

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to communities for construction and maintenance on a per mile basis provided their tax levy is greater than \$1 per \$1,000 of assessed valuation.

Principal Arterials

Principal arterials serve interstate and inter-regional trips. These routes are in areas with populations greater than 50,000. These include USH 10, which runs east and west through the center of the Town and the northern portion of the City, and STH 57, which runs north to south through the Town. These classifications are based on traffic volumes and road capacities.

Minor Arterials

Minor arterials accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials. According to the Calumet County Highway Department, there are no minor arterials in the City or Town of Brillion.

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification. This includes CTH PP, which is located in the eastern portion of the planning area, and extends through the City in a north to south direction, and CTH HR, which connects STH 57 to USH 10 in the Town.

Minor Collectors

Minor collectors are roads that collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads. CTH K is the only minor collector in the Brillion Community. CTH K connects CTH PP to STH 57.

Local and Low Use Roads

Local roads provide direct access to residential, commercial and industrial development. The remaining roads in the Brillion Community (Town roads and City streets) are classified as local or "low use." They provide access to residential, commercial and industrial uses within the Brillion Community. In total, 49.6 miles of Town roads and 18.35 miles of City streets fall into this category.

All the roads described in this section are illustrated on the Transportation Network Map. All 2000 average daily traffic count data available from the Calumet County Highway Department for the Brillion Community is also provided.

Mass Transit

Mass transit via bus, high-speed train, or other means is not currently available in the community, and is not likely to be established in the next 20 years, given the relatively low density of development in the Town and small size of the City. The City and Town have no plans to establish any transit service.

Water Transportation

There are no streams, rivers or lakes in the area that are large enough to support water-based transportation opportunities.

Truck Transportation

There are two freight trucking operations in the Brillion Community. These facilities enjoy easy access to STH 57 and USH 10. Neither company plans to expand their operations.

Airports

There is no airport facility located in the Brillion Community, although three airports are accessible in nearby communities: Austin Straubel International Airport; Outagamie County Regional Airport, and; New Holstein Airport.

Brown County Airport, Austin Straubel International

The Brown County Airport, Austin Straubel International, located seven miles southwest of Green Bay, provides a full-range of air transportation services. It's the third largest airport in the state of Wisconsin and operates 24 hours per day, seven days per week. It contains the physical facilities for up to 90,000 take-off and landings annually, and serves approximately 370,000 commercial passengers and general aviation enthusiasts. The Austin Straubel International Airport has two runways. Specifications for the runways are provided in *Table 16*.

The Austin Straubel Airport currently offers (AirNav.com, Nov. 2001):

- 5 commercial air carriers
- Several airfreight companies
- 5 rental car agencies

- 5 taxicab companies
- 2 gift shops
- Restaurant and cocktail lounge
- Custom house broker
- Amusement arcade

According to the WisDOT State Airport System Plan for 2020, Austin Straubel will continue to provide air carrier and air cargo service beyond 2020, and remain an important component of the state's air transportation system.

Outagamie County Regional Airport

Outagamie County Regional Airport is located three miles west of the City of Appleton in the Town of Greenville. It has two runways, and a modern terminal facility complete with a seven-gate concourse, jet ways, and a welcoming architectural theme. Specifications for the runways are provided in *Table 16*.

The airport also includes:

- Gift shop
- Lounge
- Car rental facilities
- Fuel
- Charters
- Maintenance services
- Avionics services
- Aircraft sales/leasing/brokerage
- Hanger space rental
- Catering
- Pilot supply sales
- Courtesy transportation
- Parking
- Flight school/flight training facility



Artist Renderings of the Updated Outagamie County Regional Airport

According to the WisDOT State Airport System Plan for 2020, Outagamie County Regional Airport will continue to provide air carrier and air cargo service beyond 2020, and remain an important component of the state's air passenger system.

New Holstein Airport

The New Holstein Airport is a small, local wind aviation (non-jet) service public airport, located in Calumet County. Fuel is available for purchase on-site. There are no commercial flights, but there have been discussions by county officials investigating the feasibility of this facility serving as a County Airport much like the Outagamie County Airport.

TABLE 16
AIRPORT RUNWAY SPECIFICATIONS

Runway Name	Length	Width	Surface Material
Outagamie County Regional Airport: RWY 3-21	7,001 feet	150 feet	Grooved Concrete
Outagamie County Regional Airport: RWY 11-29	6,501 feet	150 feet	Grooved Concrete
Austin Straubel: RWY 6-24	7,699 feet	150 feet	Grooved Concrete
Austin Straubel: RWY 18-36	8,200 feet	150 feet	Grooved Concrete
New Holstein Airport	3,600 feet	75 feet	Concrete

Source: AirNav.com

Transportation Opportunities for Seniors and People with Disabilities

Transportation choices for seniors and people with disabilities are limited in the Brillion Community. There is no public bus service or private taxi service in either community. Residents primarily rely on friends and neighbors to receive needed transportation.

Calumet County provides limited transportation services to seniors over age 60 and individuals on disability through a program administered by the Aging and Disability Resource Center. The program includes five vans, all of which have wheelchair ramps, and maintains a network of volunteers who provide transportation for seniors and people with disabilities who are ambulatory. To utilize the county transportation service, individuals must contact the Human Services Department at least 24 hours in advance to make a reservation. The vans provide door-to-door service for any medical, financial, or legal appointments, but do not provide transit to grocery stores or other needed services. This situation is not expected to change.

Funding limitations prevent the City or Town from developing independent transportation systems. To meet local needs, both communities encourage church groups and other organizations to establish volunteer transportation networks.

Summary of Existing Transportation Plans

Connections 2030: Wisconsin's Long Range Transportation Plan

During the preparation of this Coordinated Comprehensive Plan, several committee members and residents expressed concerns about USH 10. Some expressed a desire for realignment to minimize the curves between Forest Junction and the City of Brillion. Others were concerned that straightening the corridor would spur additional development elsewhere in the Town. The committee also discussed the potential for and impact of a bypass around the City of Brillion. Currently, the City depends on its access to USH 10 as a vital transportation link to support the local economy. Severing this link could have dire consequences on the economic vitality of Downtown Brillion and other areas of the City.

WisDOT developed the *Connections 2030: Wisconsin's Long Range Transportation Plan* to address all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. WisDOT officially adopted *Connections 2030* in October 2009.



The Wisconsin State Highway System has 11,800 miles of road.

USH 10 Curves

The curves in USH 10 between Forest Junction and Brillion were a major point of discussion during the planning process. The 2005 WisDOT project will reduce the degree (or sharpness) of the curves. WisDOT believes this change will address local safety concerns.

Included in *Connections 2030* is the Lake to Lake Corridor. This corridor links Lake Winnebago and its surrounding metro areas to Lake Michigan along WIS 310 and USH 10. Current and proposed future activities along the Lake to Lake Corridor in the Brillion Community include:

- Short-term projects (2008-2013)
 - Reconstruct from CTH HR to east Brillion municipal limits.
 - Complete a corridor plan from USH 10/STH 114 split to STH 32/57.
- Mid-term (2014-2019)
 - Bicycle/Pedestrian - Provide urban and rural accommodations along USH 10 from CTH HR to the Calumet/Manitowoc county line.
- Entire Planning Period
 - Prepare corridor plan from STH 32/57 to I-43 and implement results, which may include constructing candidate passing lanes.

WisDOT 2008-2013 Six-Year Highway Improvement Program

The WisDOT 2008-2013 Six Year Highway Improvement Program has identified two future WisDOT projects in the Brillion Community. The projects include:

- Urban reconstruction of USH 10/Ryan Street between CTH HR to Progress Drive. The project resurfaces USH 10 from CTH HR to Progress Drive and reconstructs and extends the urban section from Progress Drive to the Eastern corporate limits. Connecting highway limits will be extended to Progress Drive to accommodate utility replacement expansion by the City of Brillion. The project is tentatively scheduled to occur between 2010 and 2013. Discussions with the City have already commenced.
- Construction of a round-a-bout at the current USH 10 & STH 32/57 intersection. This project is tentatively scheduled to occur between 2010 and 2013. Discussions with the Town have already commenced.

Calumet County

The Calumet County Highway Department has a transportation plan that includes a five-year Capital Improvement Program for county trunk highways. This program is posted at the Calumet County Highway Office and updated yearly (as is required by law). Current priorities for the Calumet County Highway Department include providing required maintenance and improvements to existing county roads. Coordination with the county for road improvements has been a tradition for the City and Town and should continue.

City of Brillion Capital Improvements Plan

The City of Brillion has a six-year Capital Improvements Plan (CIP) that is updated annually. The plan helps the City anticipate long-term expenditures for equipment, building maintenance and street improvements. Annual allocations for transportation-based expenditures include:

- general street maintenance,
- sidewalks, curb and gutter,
- bridges and culverts,
- parking lots,
- storm sewer improvements, and
- maintenance vehicle replacement.

The CIP identifies \$10,000 increases annually in the street maintenance fund through 2006 to \$150,000, demonstrating the City's commitment to a quality transportation network.

Midwest Regional Rail Systems¹

In the future, the Brillion Community may have access to a regional passenger rail service. Since 1996, the Midwest Regional Rail Initiative (MWRRI) has developed a well-defined vision to create a 21st century regional passenger rail system – a transportation plan known as the Midwest Regional Rail Systems (MWRRS). Its primary purpose is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel, including:

- Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan, Nebraska and Wisconsin.
- Operation of “hub-and-spoke” passenger rail system through Chicago to locations throughout the Midwest.
- Introduction of modern train equipment, operating at speeds up to 110 mph.
- Provision of multi-modal connections to improve system access.
- Improvements in reliability and on-time performance.

If the \$978 million plan is carried out, residents of Brillion could access a train in Green Bay or Oshkosh (planned connection points) to connect in Milwaukee to a high-speed rail line. The MWRRS plan calls for full implementation by 2025. As of December 2004, Wisconsin completed preliminary engineering and environmental work for the phase one extension of high-speed (110 mph) rail service from Milwaukee to Madison. It is anticipated that construction to connect Green Bay to Milwaukee will be completed by 2014.

East Central Wisconsin Regional Plan Commission (ECWRPC)

ECWRPC does not have a Master or Comprehensive Transportation Plan for the region. It will, however, review the transportation element of this plan for consistency with state and county planning efforts. Unless a conflict exists with this plan and those of the county and state, ECWRPC prefers not to become involved in local road issues.

Transportation Issues and Concerns

PASER-Road Maintenance and Repair

Pavement Surface and Evaluation Rating System (PASER) is a visual inspection system that rates roads based on their condition, and provides a snapshot of all roads, to establish priorities for maintenance and rehabilitation. This system can be used for gravel, asphalt and concrete road surfaces. Surface defects, cracking, potholes and shoulders are all examined during a typical PASER evaluation.

By PASER standards, it is considered ideal to maintain all paved community roads at a level 7 or above and unpaved roads at a level 3 or above.

In May of 2007, the Town completed a PASER assessment of its roads (a PASER assessment is completed every two years). The assessment reveals that the Town considers road maintenance an important priority. Generally, paved roads in the Town rank between 4 and 9 and the gravel roads rank between 2 and 5.

PASER RATINGS

Roads are rated 1 – 10 based on their condition (1-5 if unpaved).

Rating 9 & 10: no maintenance required

Rating 7 & 8: routine maintenance, cracksealing & minor patching

Rating 5 & 6: preservative treatments (sealcoating) recommended

Rating 3 & 4: structural improvement & level (overlay or recycle)

Rating 1 & 2: reconstruction recommended

There are two state programs - **The Local Road Improvement Program** and **Municipal Street Improvement Program** - which may be utilized to obtain funding to help address the flooding issues on Center Road. The Calumet County Highway Commissioner has additional information about these programs.

The City utilizes PASERWARE software to identify and prioritize specific road improvement projects based on local criteria (i.e. improve all roads to a “7”, or maintain all roads in current condition, etc.). In this way, PASERWARE helps the City understand the impact of its spending decisions. The City’s PASER ratings and subsequent report are available at the City Clerk’s office at the Brillion City Hall.

Transportation Budgeting

Another long-standing transportation issue in the Brillion Community is road maintenance and improvement costs, a major expense that can consume a large share of limited budgets. This plan recommends implementing a Capital Improvements Program and Budget to help the Brillion Community effectively budget for these costs over time.

Capital Improvements Program and Budget

A Capital Improvements Program and Budget or CIP/B is a five to six year short-range plan requiring annual updates. A general CIP/B includes a community’s capital items such as:

- Existing parks
- Public buildings
- Emergency vehicles
- Wastewater and water treatment facilities
- Streets

Capital items are generally defined as those items that are expensive (cost \$5,000 or more) and will last at least 3-5 years. The CIP/B also includes improvement projects required for the community’s future and the appropriate timeline and funding to be followed to implement the improvements.

The general steps involved in developing and maintaining a CIP/B include:

- Identifying desired capital items. Items should be categorized by type (i.e. road, fire, water, sewer, etc.).
- Estimating the cost and means of financing each capital expenditure.
- Comparing the desired expenditures to the budget to determine annual spending priorities.

This process helps to ensure improvements are made in a logical order and do not surprise local officials or taxpayers. Moreover, a CIP/B helps a community focus on community needs and goals and allows a community to establish rational priorities.

Capital improvements programs and budgets should serve as the present and near-future financial plan to match future capital improvement costs, such as roads, to anticipated revenues. The City of Brillion already has a CIP/B program in place and should continue to use this approach to plan for future expenditures. In the Town of Brillion, the Plan Commission should be given the authority to develop and review the CIP/B, thereby linking planning to the annual budgetary process.

Transportation for Seniors and People with Disabilities

Residents expressed weighted concern regarding the limited transportation choices available to serve residents who are elderly or disabled. While the population density and demand needed to sustain a bus route is not present, volunteer programs can be coordinated through the schools, churches and other organizations.

Center Road

Center Road forms the northern boundary of the Brillion Wildlife Area. The road runs east-west from the City into the Town. Currently, water floods onto portions of this road. The City and Town have requested the DNR to control water levels of the marsh to minimize any adverse impacts on the City and Town infrastructure. It is against WDNR policy to dredge the creek for fear of negatively impacting area wildlife.

In 2006, Center Road was repaved and new culverts were installed by the Town of Brillion. Additional lanes were not added, which was agreed upon by all parties. Development adjacent to the roadway should be extremely limited, as is illustrated on the Future Land Use Maps. The DNR would like to see accommodations made for animal crossings in conjunction with any improvements made to Center Road. Unfortunately, the WDNR does not have funds to support transportation improvements to the area. Likewise, though the road is a Town road, given development on the north side of Center Road within the City continues, the Town feels the City should contribute toward road improvements. The City agrees that it has some level of financial responsibility in this area.

Safety of USH 10 and HR Intersection

The Brillion High School is located at the USH 10 and HR intersection, and has drawn an increased amount of traffic. Currently, there are no traffic lights or turn signal lights installed at this intersection, although turning lanes have been provided. WisDOT has no plans to install any signal lights. The City and Town agree that this intersection has the potential for a signal in the future and will coordinate with Calumet County and WisDOT to ensure this concern is understood and considered.

USH 10 Realignment

Over the 20-year planning period, it is anticipated that USH 10 may be somewhat realigned, particularly the curved stretch between Holmes Road and Keuer Road. At this time there is no specific plan or detail of the proposed realignment. The Town and City will coordinate with WisDOT as proposals are presented to incorporate the recommended changes into this plan.

Trail to the Brillion Wildlife Area

There is strong support for developing a southern spur off this trail to link the high school to the Brillion Wildlife Area at Center Road. This connection should be integrated into any residential development in this area behind the new Brillion High School.

Speeds & Safety on Town Roads

Several Town residents expressed their concern over the excessive speed of motorists traveling on town roads, presenting safety hazards to residents. To address this issue, the Town:

- Posts speed limits in all areas that are not 55mph; and
- Designs and constructs town road to accommodate lower speeds (i.e. surface materials, width, sight-lines)

The Town can also consider posting additional speed limit signs in all areas (including 55mph zones) and coordinating with the Calumet County Sheriff's Department to improve speed enforcement along Town roads.

Development of New Town Roads

To ensure that the Town of Brillion will not have to pay for the construction of new Town roads, the Town will either develop road construction regulations as part of a Town of Brillion Subdivision Ordinance or urge Calumet County to include such regulations in its Subdivision Ordinance. The road construction regulations should, at a minimum, include construction and design standards, road acceptance procedures, and that costs for road development will be at the developer's expense.

Coordination with Other Required Plan Elements

To clarify how the transportation element was considered in the context of the other required plan elements, a description of the major issues considered follows.

Issues and Opportunities

The Issues and Opportunities Element establishes the framework for the overall future vision of this plan. That vision will impact the way the City and Town consider changes to the transportation network and guides their

participation in activities sponsored by WisDOT, Calumet County and the ECWRPC. The City and Town will consider ways to design transportation projects that blend with the natural landscape, and maintain the small town and rural character of the area, while promoting efficiency and access. This effort includes maintaining the current transportation network scale of City streets, Town and county roads, and supporting trail development.

Housing

The location and density of housing affects commuting patterns and transportation costs. The inverse is also true. The location of housing also influences the roads on which people drive, or whether they need to drive at all. The affordability of housing also influences how far people must commute. If housing is not affordable, workers must commute from elsewhere. These factors were carefully considered in this element as well as the Land Use Element to ensure compatibility with projected residential development.

Agricultural, Natural and Cultural Resources

How will changes to the transportation system impact the preservation and protection of environmental resources? Since the Town only has jurisdiction over Town roads, the answer may often be dictated by actions of Calumet County, ECWRPC, DNR, and WisDOT. Fortunately, these agencies have policies in place designed to protect the natural environment. Town residents' and leaders' continued plan involvement will ensure that local interests are realized in future transportation plans as they relate to the natural environment.

The City of Brillion controls improvements of City streets, providing more latitude to ensure that changes to the transportation network are considered in the context of natural resource limitations.

Utilities and Community Facilities

To ensure that decisions made for the transportation system will coincide with the capacity and planned expansion of existing utilities and facilities, the location of future development and associated transportation improvements is correlated to the location of adequate utilities and community facilities. In addition, both the City and Town should utilize capital improvements planning and budgeting as a technique to ensure that transportation improvements are well planned and coincide, where feasible, with utilities and community facilities.

Economic Development

Providing a quality transportation system is important to the success of any business. Just as businesses need good access, employees also need efficient access to their places of employment. Lack of access to employment opportunities may adversely affect the local labor market, as well as employees' decisions to live in the community. Adequate transportation systems also enable efficient trucking operations for industries. In the Brillion Community plan, these issues were carefully considered, particularly the location of new commercial and industrial development. The local solutions to these issues are reflected on the Future Land Use Maps.

Land Use

While transportation improvements generally respond to changes in land use, they could indirectly affect land development either by inducing new development or altering the pattern of existing development.

Although transportation is not the only influence on land use, decisions regarding the transportation system may impact land use both directly and indirectly. Direct impacts are caused by the construction of a new transportation facility, changes to an existing facility, and/or decision to change traffic patterns along a facility. These may result in positive or negative impacts. Efforts were made to plan accordingly for land uses along STH 57, USH 10, county roads, Town roads and City streets. The result of these efforts is reflected on the Future Land Use Maps.

Intergovernmental Cooperation

Transportation facilities connect and flow through communities, regions, and states, thereby requiring coordination between communities, counties, regional planning agencies and state agencies for efficiency and effectiveness of the overall transportation network. A significant effort was made to review available long-term transportation planning

activities at the county, regional, and state levels. Both the City and Town realize that coordination, particularly with road improvements, is very important at their shared boundaries.

Implementation

Developing/maintaining a CIP/B can help the Brillion Community address transportation costs. The City and Town's capital improvement plans and budgets will not only predict local expenditures, but also locate grant and low interest loan opportunities that may exist to fund needed improvements. It is also recommended that the City and Town consult one another to ensure that potential conflicts are identified and discussed.

Goals and Objectives

It is the vision of the Brillion Community that residents will enjoy safe streets and highways with minimal traffic congestion, and safe bike/pedestrian routes and trails. The goals found in Chapter 11 (Implementation Element) are divided to provide specific objectives for the Town and the City. Goals provided for the Town relate to those actions that the Town can control.

¹ Midwest Regional Rail System Executive Report September 2004. Prepared by Transportation Economics and Management Systems, Inc. in association with HNTB Corporation. www.dot.wisconsin.gov/projects/rail.htm

5.0 UTILITIES AND COMMUNITY FACILITIES ELEMENT



Introduction

The availability of utilities and community facilities is an important factor to determine development potential and quality of life. This chapter:

- Profiles the existing utilities and community facilities serving the Brillion Community;
- Identifies needed services; and
- Provides goals and objectives to help the City and Town achieve their vision.

Understanding the location, use and capacity of utilities and community facilities is an important consideration when planning for the future. This information, coupled with demographic trends and projections, provides a realistic picture of service supply and demand. The utilities and community facilities discussed in this chapter were carefully considered in the development of the Future Land Use Maps.

An important resource used in the development of this chapter was the March 2001 City of Brillion Citizen Survey used to assess City services and their delivery. The Citizen Survey will continue to be a valuable resource in guiding decisions for providing services and monitoring their delivery.

Utilities & Community Facilities Vision

Residents of the City of Brillion will have access to a full-range of municipal utility services, primary medical care, general merchandise retailing, educational facilities, alternative fuel sources, and selective entertainment choices. Town residents will have access to basic municipal services and will utilize additional services available in the City of Brillion.

Existing Utilities Inventory– Location, Use, Capacity

Wastewater Collection and Treatment

In the Brillion Community, sewer service is limited to the City of Brillion and Forest Junction. Areas beyond these districts utilize individual on-site waste treatment systems. In 2000, the ECWRPC updated the sewer service area plans for both Forest Junction and the City of Brillion. The information provided in this section is from those plans.

Forest Junction Sewer Service Area

The Forest Junction Utility District is the only entity in the Town that provides public sewerage collection and treatment. The district was formed in 1977 by the Town to address numerous problems with on-site system failures related to high groundwater and low soil permeability. The Forest Junction Utility District wastewater treatment facility:

- is located in the northeastern portion of the Town;
- discharges into Plum Creek, a tributary of the Lower Fox River;
- was originally constructed in 1980 with major modifications occurring in 1982;
- uses two stabilization lagoons with periodic agricultural sludge spreading;
- has a current flow average of 26,700 gallons per day;
- was designed for a maximum average design flow of 29,000 gallons per day; and

- periodically exceeds recommendations for flow, biological oxygen demand or total suspended solids.

The collection system for the Forest Junction Utility District comes mainly from eight-inch gravity sewers with several sections of four-inch gravity sewers in the mobile home park. A series of ten-inch collector sewers exist within the central portion of the district to transport waste to a lift station and then into a six-inch force main directed to the treatment plant. An additional lift station and four-inch force main exists along Church Street that allows for exiting and future gravity service in the northern portion of the district.

The Town of Brillion has experienced significant increase in discharge to the sanitary sewer collection system during large runoff events in recent years. One potential source of the increased load on the system is inflow into the sanitary sewer manholes during localized flooding of the streets and ditches where the sanitary manholes are located. A *Storm Water Analysis Engineering Report: Hydrologic and Hydraulic Analysis of the Impact of Storm Water Runoff on Sanitary Sewer Overflow* was prepared by Robert E. Lee & Associates for the Town of Brillion in August 2009. The study identified potential source areas that may contribute to sanitary inflow, performed hydrologic and hydraulic calculations for the source areas to determine if the existing storm sewers, culverts, and ditches are adequately sized, and made recommendations to reduce localized flooding that may be a source of inflow to the sanitary sewer collection system. It was determined that in most cases, inflow can be prevented by ensuring the manholes are constructed to be water tight. There are several locations where improvements to the drainage system in conjunction with watertight manholes are warranted. Additionally, there are some areas that may have flooding; however, there is no impact to the sanitary sewer system.

In 2000, the East Central Wisconsin Regional Planning Commission (ECWRPC) completed an update to the Forest Junction Sewer Service Area Plan. Because the Plan was created by ECWRPC, ECWRPC's 2020 population projections were used. It should be noted that any future Sewer Service Area Plan updates will reflect the most current population projections from ECWRPC. Based strictly on the ECWRPC population projection methodology, the Forest Junction Sewer Service Area is projected to decrease by 42 persons through the year 2020. Town residents have little faith in these figures given the new subdivision development that has occurred in the Town.

If all vacant lands allocated in the Forest Junction Sewer Service Area were to develop, the anticipated flows for the 193 acres are calculated to be 349,756 gallons per day using the following assumptions:

- 163 acres of residential development at an average density of three units per acre, 2.55 persons per household [2020 ECWRPC projection], and 80 gallons per day per capita;
- 30 acres of commercial/industrial land which can accommodate 10 businesses with 25,000 gallon per day per business.

If all vacant lands were developed, the associated flows will certainly exceed the design capacity. Realistically, such a level of development will not occur and is not planned for on the Future Land Use Maps. While some additional residential development is expected, the new business development is not expected to necessarily require 25,000 gallons per day per business. A reduction in this amount can significantly decrease needed capacity.

The Forest Junction Utility District will need to closely monitor new growth to determine when the district needs to make improvements in the treatment plant capacity. The Future Land Use Maps presented in this Comprehensive Plan should serve as a guide to anticipate capacity needs.

Brillion Sewer Service Area and the Sewer Service Area Plan

The City's wastewater treatment facility:

- is located on Clearwater Drive;
- was constructed in 1981 with several minor modifications occurring since its construction, and;
- uses an activated sludge treatment system to process raw sewerage followed with tertiary filtrations by sand filters.



City of Brillion Waste Water Treatment Facility

Table 17
City of Brillion Waste Water Treatment
Annual Average Monthly Flow Trends

Year	Capacity (MGD)	Annual Av. Monthly Flow (MGD*)	Remaining Capacity (MGD)
2003	993	526.5	466.5
2004	993	633.6	359.4
2005	993	499.7	493.3
2006	993	574.5	418.5
2007	993	524.7	468.3
2008	993	616.5	376.5

MGD – Million gallons per day

Source: Compliance Maintenance Annual Report, 2003, 2004, 2005, 2006, 2007, and 2008.

Treated effluent is discharged into Black Creek, which flows into Spring Creek, a tributary of the Manitowoc River. As of June 2001, all sludge is aerobically digested and pumped into one of nine reed beds for further treatment. The capacity of the reed beds should allow for about ten years worth of sludge. The final disposal will be according to DNR guidelines.

Industrial wastes from the Brillion Iron Works, Ariens, and Professional Plating, either receive some pre-treatment or are shipped to other locations for treatment. Although the City provides public sewer, there are several homes in outlying areas of the City that are still utilizing on-site septic systems.

The treatment plant has an excellent record of performance and consistently meets permit limits. According to the 2008 Compliance Maintenance Annual Report, the plant was designed for a maximum average design flow of 993,000 gallons per day. The annual average monthly flow for 2008 was 616,500 gallons

per day; approximately 38 percent of the capacity remains unused in the systems.

The City's existing wastewater collection system consists mainly of eight-inch gravity sewers. These sewers lead to larger collectors (10-inch to 15-inch), which, in turn, feed into a series of 18-inch and 21-inch interceptors located in the central portion of the City. Wastewater is then pumped from the main lift station to a 14-inch force main for transport into a 21-inch interceptor that leads to the treatment plant. The main lift station was upgraded in 1995 with new, larger pumps and a new stand-by generator set. The City jet cleans 1/5 of the entire system each year.

Two lift stations within the system serve existing and future single family residential subdivisions located in the southwestern portion of the City. Gravity sewers utilizing the lift station located near CTH PP will service future areas of undeveloped land in the southwestern portion of the City. Gravity sewers and the USH 10 lift station will serve lands in the northwestern portion of the service area. In 2002, a new upsized station replaced the lift station on USH 10. Additional lift stations may be needed to serve the area adjacent to CTH PP, north of Spring Creek and the area adjacent to Center Street, west of Glenview.

The Brillion Sewer Service Area Plan includes projections completed by the ECWRPC. These projections indicated that the City's population was expected to increase minimally, if at all, over the next 20 years. However, due to the City's location within ½ hour of the Fox Cities, Green Bay and Manitowoc, coupled with a strong industrial base and a new high school, the plan acknowledges that the projections included in the plan are likely inaccurate.

The Brillion Sewer Service Area Plan estimates that approximately 150 homes will be constructed in the City by 2020. Assuming that all single-family units are built at an average density of 3.0 units per acre, approximately 50 acres of vacant land will be required within the sewer service area to accommodate future residential development. An additional 20 percent "market factor" is added to this total for a final projection of 60 acres. Based on this information, infill development within the existing sewer service area is possible without adding significant amounts of new land to the sewer service area. Vacant lands available for development within the sewer service area boundary total 737.3 acres.

Future commercial development is predicted along the USH 10 corridor and in the central business district along CTH PP. Future development potential consists primarily through infilling of vacant or developable parcels within the sewer service area.

Two areas with significant industrial development potential are located in the sewer service area along USH 10. Areas between USH 10 and Hacker Road in the western portion of the City are expected to accommodate additional infill and expansion of the City's industrial park utilizing the existing 12-inch gravity sewer and USH 10 lift station.

Additional lands located in the eastern portion of the City, south of USH 10 and east of CTH PP, which housed the old Dean Foods facility, will likely accommodate future expansion of the Brillion Iron Works as well as having the

potential to accommodate additional industries. This area may need a new interceptor sewer to accommodate development. Approximately 115 acres have been allocated within these areas on the Future Land Use Maps and in the *Brillion Sewer Service Area Plan* to accommodate future industrial uses.

Based on these residential, commercial and industrial growth projections for the Brillion Sewer Service Area, it is assumed that associated flows will approach the capacity of the plant. Like the Forest Junction Utility District, the City should monitor its new growth and loading to the plant in order to determine if and when future capacity changes are necessary. Moreover, the Future Land Use Maps should serve as a guide to anticipate capacity needs.

Stormwater Management

The City has a Stormwater Drainage Facilities Code (Sec. 86-169) that requires developers to obtain permits and provide drainage facilities adequate to serve development. These facilities may include curb and gutter, catch basins and inlets, storm sewers, road ditches, open channels, water retention structures and settling basins. Under the code, culverts must be designed to accommodate the ten-year storm and shall be sized so that the 25-year storms do not cause flooding of the adjacent roadway. Stormwater swales and ditches may be sized for from 25-year to 100-year frequency storms, depending upon the estimated amount of damage that would be incurred by adjacent properties if flooding did occur. City staff is currently reviewing the Stormwater Drainage Facilities Code and may recommend modifications to better protect the City. The City budgets approximately \$10,000 per year for stormwater system maintenance and minor repairs as part of the operating budget.

The Town has no curb and guttered areas. There is no stormwater management plan in place for the Town of Brillion. Open, grass-lined ditches serve to slow the flow of stormwater, reduce erosion, filter pollutants, and allow infiltration to the groundwater. The Town has experienced significant increase in discharge to the sanitary sewer collection system during large runoff events in recent years. One potential source of the increased load on the system is inflow into the sanitary sewer manholes during localized flooding of the streets and ditches where the sanitary manholes are located. A *Storm Water Analysis Engineering Report: Hydrologic and Hydraulic Analysis of the Impact of Storm Water Runoff on Sanitary Sewer Overflow* was prepared by Robert E. Lee & Associates for the Town in August 2009. The report recommends that improvements be made to the drainage system at particular locations to help decrease stormwater inflow to the sanitary sewer system.

In 2008, Calumet County adopted a Post-Construction Stormwater Management Ordinance (Chapter 10, Article III of the Calumet County Code of Ordinances) that applies to the unincorporated areas of the county. The ordinance requires that certain construction sites obtain a stormwater management permit from Calumet County prior to construction. Each permitted construction site must develop a stormwater management plan demonstrating that best management practices (BMPs) such as wet detention basins, grassed swales and bioretention facilities will be designed, installed and maintained to handle the stormwater generated from the additional impervious surfaces. BMPs must reduce the amount of total suspended solids in the stormwater, protect groundwater, control peak discharges and infiltrate runoff.

While the Post-Construction Stormwater Management Ordinance applies to the unincorporated portions of Calumet County, the county does review major subdivision plats per sec. 236.12(2)(b), Wis. Stats. that are proposed within the corporate boundaries of a city or village such as the City of Brillion. The county can object to the plat if it is determined that the development's drainage channels will negatively impact the county.

WDNR Stormwater Regulations

In Wisconsin, the WDNR is responsible for issuing stormwater permits. The WDNR has recently adopted a series of stormwater resolutions and requirements.

NR151, Runoff Management– Modified in 2002, to include five resolutions impacting performance standards for agricultural operations, wetlands and in-fill development.

NR 152, Model Ordinances for Construction Site Erosion Control and Stormwater Management – Modified in 2002 to reflect changes to NR 216 and NR 151.

NR 216, Stormwater Discharge Permits – Defines the WDNR stormwater permit requirements. Certain industrial sites in the City of Brillion are required to obtain discharge permits under this law through the WDNR.

A complete copy of the law is available at: www.legis.state.wi.us/rsb/code/nr/nr216.pdf

P-8 Urban Catchment Model. Available free of charge from the WDNR, this model is used to evaluate site plans for stormwater performance.

For more information:

Cheryl Bougie, Stormwater Management Specialist (920) 448-5141 or check the Internet at: www.dnr.state.wi.us/org/water/wm/nps/stormwater.htm

To meet the requirements of the federal Clean Water Act, the WDNR developed the Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Discharge Permit Program, which is regulated under the authority of ch. NR 216, Wis. Adm. Code. As part of the EPA National Pollutant Discharge Elimination System, the WPDES Stormwater Program regulates discharge of stormwater in Wisconsin from construction sites, industrial facilities, and selected municipalities. In January 2006, Calumet County received a WPDES permit for its "urbanized area" (the northwest area of the Town of Harrison). The permit allows Calumet County's municipal separate storm sewer system (MS4) to discharge stormwater into waters of the state (i.e. Lake Winnebago). Additional information about WDNR stormwater requirement is provided in the box on the right.

In recent years, the Town has experienced some stormwater management issues, particularly in Forest Junction. It is believed the problems are associated with poor ditch maintenance and filling by some residents. The Town is currently working with a consultant to address the issue.

There are increasing concerns about the impacts of stormwater runoff on the quality of receiving water resources. In response to those concerns, the Calumet County Land Conservation Department is working with municipalities to develop a new comprehensive stormwater plan.

Of significant concern is the impact of additional impervious surface area in the watershed. As development occurs, additional streets, parking areas and buildings are constructed. Within a watershed, as impervious surface area increases, area streams are adversely impacted. In fact, relatively low levels of impervious coverage can have a significant impact on the quality of area streams. To mitigate these impacts, the City and Town are encouraged to pursue:

Watershed Planning

All watershed-planning activities in the Town of Brillion should be coordinated with the Calumet County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas. Impaired streams have been identified in the WDNR 303(e) list.

Land Conservation Techniques

Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, land acquisition, and following the development patterns outlined on the Future Land Use Maps.

Spring Creek Watershed

A map is available at City Hall that illustrates the location of **flood storage areas and detention basins in the City**. This map was prepared by the City's Engineering Consultant and is labeled *Spring Creek, Calumet County, WI* dated January 6, 1999.

Aquatic Buffers

Aquatic buffers are natural areas on either side of area creeks and streams to buffer against runoff. Calumet County Land and Water Conservation Department recommends at least a 75-foot buffer on either side of a stream to protect the stream from harmful impacts.

Farm Drainage Tile

Farm field drainage tile should continue to be maintained to prevent area flooding.

Site Design Techniques

Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.

Stormwater Best Management Practices (BMP)

Stormwater best management practices seek to reduce stormwater pollutant loads, maintain ground water recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include ponds, wetlands, infiltration, filtering systems and open drainage channels.

Erosion and Sediment Control

Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two situations. Probably one of the

most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success.

Water Supply

City of Brillion

City of Brillion residents are provided public drinking water from a municipal system drawing water from three individual wells. Two of these wells are approximately 180 feet in depth, drawing groundwater from the Niagara Dolomite Aquifer, while the other is 805 feet, respectively, and draws groundwater from the St. Peter Sandstone formation (See Agricultural, Natural & Cultural Resources Chapter for more information). The two shallower wells are more susceptible to contamination due to the fractured nature of the dolomitic limestone of the Niagara Dolomite Aquifer. Individual shallow wells outside of the City are also more susceptible to the threat of contamination.

According to the 2001 City Services Survey, over 79 percent of respondents felt the City should continue to provide soft water. The City's commitment to a continued quality municipal water supply is evident based on allocations identified in the City's Capital Improvement Plan (CIP). A major project identified in the CIP is softener replacement to comply with chloride limits between 2005 and 2008. The CIP also indicates that the City may develop a fifth well and transmission main, if demand justifies this expense.

Concerns about the future provision of public water to portions of the City exist based on the topography of the land. In particular, areas within the eastern portion of the City, which are at or above 894' above sea level, may not be serviceable by municipal water without significant modifications to the water system to increase water pressure. This factor will limit the amount of new development on the City's eastern side and subsequently increase development pressures in the western and southern areas of the City.

Water usage is actually decreasing in the City of Brillion. In 1999, approximately 1 million gallons of water was used. Today, that amount has decreased to 785,000 gallons. This reduction is due to the efforts of local industry to reduce water consumption through recycling and other means. This decreasing consumption trend is expected to continue in the future. Approximately 70% of the City's treated water supply is used by local industry.

Town of Brillion

In the Town of Brillion, groundwater resources are not plentiful and of poor quality (due to the presence of sulfur and some nitrates from farm fields). Moreover, the vertical flow of groundwater is limited due to the presence of Maquoketa Shale that acts as a confining unit. Groundwater is low in most areas of the Town and continues to drop. Groundwater recharge areas consist of wetlands, permeable soils and karst features within the immediate area of the Water Table Aquifer.

All Forest Junction residents are provided with public drinking water from a municipal system that are drawing from the sandstone aquifer. This deep aquifer is not as susceptible to contamination due to the Maquoketa Shale. Individual shallow wells outside the utility district are also more susceptible to the threat of contamination due to karst features and may be of serious concern.

In rural areas of the Town, conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater. Groundwater recharge will decrease as areas are paved over or built upon. At the same time, withdrawal of groundwater in the region is likely to increase for domestic, commercial and industrial use. All residential developments in the rural areas of the Town, beyond the sanitary district, are currently serviced by private wells.

During the planning process, a few Town residents living near the City indicated that they have had to dig deeper wells in recent years in order to continue to serve their homes. This could be the result of a cone of depression associated with the dewatering of the quarry.

Waste Management and Disposal

Refuse Collection

The City and Town use a private carrier (Veolia Environmental Services previously Onyx Waste Services), under separate contracts, to collect refuse weekly. According to the City Services Survey, an overwhelming majority of City residents were satisfied (50%) or very satisfied (45%) with garbage collection. Waste collected by Veolia Environmental Services is taken to their transfer station in Omro, Wisconsin. From there, the materials are taken to the Veolia Environmental Services Landfill located in the Town of Chilton.

Recycling Collection

In 1989, the State of Wisconsin adopted a recycling law. Beginning in 1995, the disposal of paper products such as newspaper, office paper, magazines and corrugated cardboard and containers made from aluminum and steel were prohibited from being disposed in landfills. Certain glass and plastic containers were also banned. In addition, the recycling law also prohibited landfill disposal of tires, automotive batteries, oil, appliances, toxic substances and yard wastes.

The City and Town manage separate recycling programs. Veolia Environmental Services (private company) provides curbside pickups of recycle tin, aluminum, plastic, glass, newspaper and brown cardboard. Materials for recycling collected by Veolia Environmental Services are also taken to the transfer station in Omro, Wisconsin to be processed and marketed for industrial, business and other potential users.

Yard Waste - City Compost Site

City residents may discard yard waste at the City's compost site, located off the north side of USH 10.

Curbside Leaf Pickup

In 2000, the City initiated a curbside leaf pick-up program. In the fall, City residents may rake leaves onto City streets, along the curb, for pickup.

Curbside Chipping

City residents may place brush, branches and small limbs on the curbside for chipping during spring, summer, and fall months, and can also be discarded at the City's compost site in designated areas.

Electricity and Natural Gas

Wisconsin Public Service (WPS)

WPS provides electricity and natural gas service in the City and Town of Brillion. The company has a long history of supplying safe, reliable and reasonably priced service to its customers. More importantly, the company seeks opportunities and technologies to increase customer value and improve the environment. WPS has no plans to expand the type or level of services offered in the City or Town of Brillion.



American Transmission Company (ATC)

ATC provides transmission service for the WPS electricity. In 2004, ATC rebuilt its transmission site to improve the reliability of the electric power supply system in the Green Bay and Fox River Valley. Known as the Forest Junction Project, in completing this project, ATC was able to address the overloading of existing equipment and instability in the electrical transmission as a result of increased electrical demand. Today, the site accommodates projected electric load growth in the area, assuring continued reliable ATC electric transmission service. The scope of this project included:

Wisconsin Public Service provides electricity and natural gas service to the City and Town of Brillion

- Construction of a new transmission substation on 25 acres in the Town, adjacent to an existing switching station to be retired and removed.

- Rebuilding of an existing 75-year-old 20.2-mile transmission line from the new substation in Brillion to an existing substation in Bellevue. For the line rebuild, existing lattice steel towers will be replaced with steel poles, in approximately the same location.
- Construction of a second transmission line along 12.1 miles of the aforementioned 20.2-mile line (wire only) and along 2.4 miles of another transmission line (wire and structure). This new line would be 14.5 miles from the new substation in Brillion to an existing substation in the Town of Lawrence in Brown County.
- The addition and modification of minor equipment at existing substations located in Calumet, Brown, Outagamie, Manitowoc, Sheboygan and Waukesha Counties.

These upgrades will ensure continued, quality service to the Brillion Community for the next 20 years.

ANR Pipeline Company (ANR)

ANR owns and maintains the gas transmission pipelines that provide WPS natural gas service to the City and Town. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 meter stations and more than 1,700 miles of pipeline. Wisconsin field operations are managed through an area office in Waukesha, which also serves as a satellite marketing office to provide closer liaison with local distribution companies and other customers. ANR has no plans to expand its pipelines in the City or Town.

Wind Power

Electric power demand in Northeast Wisconsin has significantly increased over the past decade. In a number of incidents since 1997, various residential and commercial customers have been threatened with blackouts and/or brownouts during peak use periods (usually summer periods). This problem has also been compounded by routine power plant maintenance and unforeseen plant shutdowns.

Wind power has some potential as an alternative energy source. Unlike fossil fuel dependent technologies, wind power does not pollute the environment. Future, more intensive use of this technology will depend on unit cost reductions. One of the nearest successful examples of wind power in Wisconsin is found along USH 41 south of Fond du Lac. Here, Wisconsin Electric Power Company (WE) has two low-speed wind turbines.



Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity - enough electricity to supply about 300 homes with energy. During the course of a year, the wind turbines will generate approximately 3,450 megawatt-hours of electricity. If that power were produced using conventional fossil fuels, there would be 1,956 tons of carbon dioxide emissions; the equivalent of 260 people driving sport utility vehicles for a year.

There are proponents and opponents to the use of wind power. If this technology were to be seriously pursued, City and Town officials should:

- Pay careful attention to the siting and visual impact on the community.
- Consider potential impacts on migratory bird patterns.
- Establish standards restricting location, height, noise and other issues with respect to the turbines as conditions to any approval to minimize potential impacts on neighboring property owners.
- Consult with special experts to ensure that the application of these technologies will not jeopardize public health, safety and welfare.
- Require that all reasonable costs and expenses associated with such consultations be paid by the applicant.

Methane Gas- Alternative Fuel

During the planning process, the potential for using methane gas generated from cow manure as an alternative fuel source was discussed. Manure digesters are available to capture and utilize methane gas in this way. As collected manure decomposes it releases methane biogas. A manure digester will capture the gas and use it to fuel a power plant that will in turn, produce electricity. The City and Town consider the use of methane gas a viable future alternative energy source.

Existing Facilities Inventory– Location, Use, Capacity



Brillion Community Center

Park and Recreation Facilities

The City of Brillion Park and Recreation Department offers a variety of year-round programs for people of all ages. The Brillion Community Center is the headquarters of the Park and Recreation Department and allows the City to host a series of creative and

diverse programs for residents. The City has four parks, which encompass approximately 31 acres. Town residents are welcome to use the facilities and services provided by the City's Park and Recreation Department. In Forest Junction, residents also enjoy Freitag Memorial Park.

According to the community survey conducted as part of this planning effort, residents generally encourage new park and recreation facilities in the community, including additional: children's playgrounds, recreation trails, and areas for scenic enjoyment, hunting and fishing. The community survey also indicated that residents are satisfied with the current availability of golf courses and sports fields.

A description of the park and recreation facilities available in the Brillion Community follows. Park and recreation facilities are also identified on the Utilities and Community Facilities Maps provided in *Appendix B*.

Brillion Community Center

Unlike other communities the size of Brillion, the City is able to offer year-round recreation services due to the Brillion Community Center. Founded in 1970, the community center houses an indoor gymnasium, racquetball court, and industrial kitchen, 3 classrooms and 2 swimming pools. This 40,000 square foot facility allows the Brillion Park and Recreation Department to offer an array of recreational activities including: dance, volleyball, basketball, Tae Kwon Do, aerobics, yoga, water-exercise and swim lessons.

Brillion Wildlife Area (Brillion Marsh) & Nature Center

The Brillion Wildlife Area (known locally as the Brillion Marsh) is approximately 4,800 acres in size (including areas in the Town of Rantoul). The property offers: a snowmobile trail route, 16 small



Brillion Nature Center
www.brillionnaturecenter.net



Freitag Memorial Park, Forest Junction, WI



Shaded Play Area – Horn Park

parking areas (5-9 vehicles each), a dog training area, and a model airplane area (privately owned by the Calumet Flyers).

The Brillion Nature Center, located at W1135 Deer View Road, is part of the Brillion Wildlife Area owned by the State of Wisconsin and managed by the Department of Natural Resources. The nature center is operated by the Brillion Nature Center Association, Inc., a non-profit organization that utilizes public and private funding to support its environmental education programs.

The Brillion Nature Center's eight hiking trails cover nearly six miles and are open to the public everyday from 7 a.m. to sunset. The trails lead hikers through a wide variety of natural communities, including marsh, ponds, forests, and restored prairie. Limestone formations and historical sites also dot the trail. The Brillion Nature Center Building, a small barn built in the 1940s, is used as a classroom and office and hosts a variety of educational stations.

Deer Run Golf Course

The Deer Run Golf Course is a public 9-hole course located on Fairway Drive in the City. Opened in 1964, this course plays to a par 72 for 6160 yards. This attractive course offers reasonable green fees for local golfers and a clubhouse facility.

Freitag Memorial Park

This 24-acre community park is located south of USH 10 in Forest Junction. Four acres of the park is mowed and includes children's playground equipment, space for picnicking, and a 9-hole disc golf course. The remaining acreage is woodlands with another 9-hole disc golf course planned to be installed in summer 2009. The park is owned and maintained by the Forest Junction Civic League.

Horn Park

This 19-acre park is Brillion's largest and most diverse. Located in the northeast section of the City, adjacent to Brillion Iron Works, it serves as a traditional community park, providing a verity of recreational amenities.

Most of the park's development is concentrated in the northern portion of the site, which is rolling and tree-covered. The City has maintained an active tree-planting program to ensure that the park's character is preserved.

A baseball field with a scoreboard, a play apparatus area, picnic facilities and benches provide additional recreational opportunities for residents. Support structures include a sheltered picnic area, an enclosed shelter with serving windows, an open-air amphitheater, restroom facilities and a maintenance shed. A paved drive loops through the park providing convenient access to all facilities. Paved parking areas are provided by the shelter. A lighted, paved walkway also extends through the park.

Heritage Park

This five-acre park is located in south-central Brillion on the corner of S. Main Street and Fairway Dive. It functions primarily as a neighborhood park for residents living in the southeastern portion of the City. Heritage Apartments, an elderly housing complex, is located immediately south of the park.

Facilities include four lighted tennis courts, playground equipment, shelter building with restrooms, picnic facilities, and paved parking areas. The park boasts an open character with accent landscaping. The southern portion of the park contains a baseball diamond with bleachers and a scoreboard.

Peters Park Athletic Field

This six-acre parcel located in west-central Brillion adjacent to the Brillion Elementary/Middle School campus includes:

- A lighted softball diamond with bleachers, scoreboard and a scorekeeper that is used by the City, school district, and Brillion Athletic Association.
- A lighted basketball court.
- Two lighted sand volleyball courts.

- A hard plastic play station.
- The southwest corner of the field is also used as a soccer field.

Support facilities include a concession stand, restrooms, a maintenance/storage shed and a parking area. The parking area and concession stand receive heavy use during football games and major track meets held at the adjacent Brillion Elementary/Middle School campus.

South Park

This half-acre downtown pocket-park along Spring Creek is at the corner of Horn and South Main Streets. It serves as a green space for downtown visitors.

Outer Limits Youth Outreach

Located in the former Forest Junction Elementary School, Outer Limits Youth Outreach is a non-profit facility serving as a recreation center for school age children in grades 3-8. The facility offers supervised activities, a game room, and after school tutoring. It is open three evenings each week to provide youth with a place to go. Local organizations also occasionally rent space for meetings and special functions. The primary challenge facing Outer Limits Youth Outreach is finding enough volunteers to provide adequate supervision.

For additional information about **Outer Limits Youth Outreach** or to volunteer, contact James Breeden at 989-1611.

Camp Forest

Located east of the USH 10 and STH 32/57 interchange in Forest Junction, this property was once a church campground. Now, owned by a private non-profit organization, the cabins are rented to various groups for bible schools, retreats, picnics, family reunions, weddings, craft shows and other special events. The owners are currently considering developing an all-weather building for year-round use.

Snowmobile Trails

The Deer Run Sno-Riders maintain a network of snowmobile trails in the Brillion Community. Beginning in 2001, the City of Brillion allowed snowmobilers access to the City. According to the City Services Survey, 65% of respondents favored allowing snowmobiling within the City. Of those who said yes to snowmobiling, 50% said snowmobiling in the City should be limited to City streets to and from trails. The Utilities and Community Facilities Maps provided in this chapter illustrate the location of snowmobile trails in the Brillion Community.

The National Recreation and Park Association recommends:

- A community standard of 10 acres of local recreation land per 1,200 residents.
- The current population of the City of Brillion is 2,937 (2000 U.S. Census).
- To meet this standard, the City would need to provide approximately 25 acres of parkland.
- The City's 31 acres of parkland exceed this standard.

The ECWRPC recommends:

- 10 acres of local recreation land per 1,000 residents.
- Based on this standard, 29.64 acres of parkland should be provided.
- The City's 31 acres of parkland exceed this standard.

The current population for the Town is 1,438 (2000 U.S. Census). To meet the National Recreation and Park Association standards the Town would need to provide at least 12.1 acres of parkland. Likewise, to meet the ECWRPC recommendation, the Town would need to provide 14.55 acres of parkland. Freitag Park alone exceeds both recommendations. Moreover, City and Town residents have easy access to the more than 5,000 acres of recreation land in the Brillion Wildlife Area. Given this situation, both City and Town residents have ample access to recreation amenities.

Continued access to quality recreational facilities is a priority for the City of Brillion, as reflected in the City's CIP. Likewise, the Town of Brillion considers park maintenance needs annually as part of its budgeting process.

Communication Facilities

Access to communication facilities is very important in the modern economy. Several communication companies provide service to the Brillion Community. The quality of communication services depends on the capacity of the lines and towers serving the area. This element will help to guide decisions for installation of upgraded facilities and lines that may be needed to provide quality services to residents over the next 20 years.

Television and Radio

There are no television stations or towers located in the City or Town of Brillion nor are there plans to establish such facilities. The community receives the three major television commercial networks, Wisconsin Public Television and two independent Fox Valley television stations.

Charter Communications provides cable television service to the City and Time Warner provides cable to the Town. Both companies offer packages with more than 100 channels. Future service upgrades are determined based on cost-constraints and customer demand.

Residents of the Brillion Community enjoy a number of different radio program formats provided by numerous area radio stations throughout Northeast Wisconsin. One FM station is also broadcast from the area.

Newspapers

The Brillion Community is served by several local and regional newspapers. Below is a partial list of newspapers in circulation in the area.

Weekly papers include:

- The Brillion News - local paper serving the City and Town of Brillion
- The Lake to Lake Shopper - delivered free to area residents
- The Tempo- delivered free to area residents
- The Chilton Times Journal

Daily papers include:

- The Appleton Post Crescent
- The Green Bay Press Gazette
- Herald Times Reporter – Manitowoc
- The Milwaukee Journal-Sentinel

Local and Long Distance Telephone Service

Verizon is the local telephone service provider for the City and TDS Telecom is the local telephone service provider for the Town. Residents may purchase long distance telephone service from many different providers. As a result, costs remain competitive and services are regularly upgraded to reflect new technologies and services, such as digital phone service, in this competitive environment. The area is linked to a fiber optic network.



Brillion, WI Post Office

Postal Service

The City of Brillion Post Office is located at 210 E. Water Street. Forest Junction also has a small post office located on the south side of USH 10, east of the intersection with STH 57. Together, these facilities offer rural and city delivery to the Brillion Community. The existing postal facilities are expected

to meet local demand for the next 20 years. There are no plans to expand either facility.

Internet

The City and Town of Brillion currently maintain their own websites. As Internet access, speed, and connection services increases, the internet will continually gain significance in the personal and professional lives of local residents. It has been widely predicted that the internet will become a staple in the lives of Americans over the next 10 years in much the same way as the television is a staple in every household.

The City and Town of Brillion have poised themselves to take advantage of this opportunity and is dedicated to continued maintenance and improvement of their websites.

Cellular/PCS Towers

The advent of advanced communication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government formally recognized this need by the passage of the Federal Telecommunications Act of 1996.

The Federal Telecommunications Act of 1996 increased the need for many local governments to examine their zoning ordinances. Under Section 704 of the act, cities, villages and townships have the power to regulate the placement, construction and modification of personal wireless facilities, as long as the rules do not unreasonably discriminate between providers or prohibit service.

Currently, there is one cellular tower located in the City and two towers in the Town. All towers provide cellular service to area residents and are also targeted toward passing motorists on STH 57/32, USH 10 and CTH PP. The tower in the City is located west of Lee Avenue. The Town's towers are located on the water tower in Forest Junction and immediately north of the City near Hacker Road.

Any requests for additional tower facilities will require zoning approval (City zoning ordinance and county zoning ordinance for the Town). In addition, the City and Town should coordinate with the DNR to consider impacts on wildlife habitats and migratory bird patterns. City and Town residents also have cellular service coverage from towers located elsewhere in the region.

Tower Location and Coverage. How large is the service area for a single cellular tower? This is a complicated question to answer. Coverage areas depend on topography and tower height. In order to provide a complete network, towers must be able to "see" one another.

When cellular technology first came about, analog service required towers of a height of 300 feet or more. These towers could provide coverage within a five-mile radius of the tower. Today, new digital technologies, PCS, and the wireless Internet operate at a higher frequency than the older analog towers. This increased frequency reduces the coverage from a five-mile radius to a 2-3 mile radius. As a result, there is a need for more towers to serve the same area. If new towers and antennas are needed in the Town, the coverage zones will vary with frequency, height, and service type. A radio

Websites

City of Brillion
www.ci.brillion.wi.us

Town of Brillion
www.townofbrillion.com



"Stealth" tower technologies are an exciting way to *minimize* the impact of towers. As opposed to traditional towers, stealth towers place antenna on:

- flagpoles
- fence posts
- silos
- water towers
- electrical poles
- streetlights
- church steeples, etc.

These alternative locations are not perfect in every situation. The City and Town should continue to explore these potential technologies as cellular and tower demand increases in the area.

There are two "schools" of thought on **tower height and location**.

- The use of *several shorter* towers
- The use of *fewer taller* towers

Each of these approaches can provide adequate coverage within a community. The City and Town should decide which "school" is appropriate for each community.

frequency engineer can determine the exact coverage areas for any tower or antenna.

As technology changes and as demand for service increases, tower demand will follow. The City and Town have several options to reduce the overall number of towers needed in the future and to minimize their visual impact. For example, co-location of several antennas on a single tower reduces the need for additional towers. Carriers also are more and more willing to camouflage their towers by locating antennas on church steeples, tall buildings, silos, tall power transmission lines and water towers. Each technique can help minimize the impact of the wireless industry in the City and Town of Brillion.

Future Tower Needs. Unfortunately, it is not possible to develop a map of specific locations to site towers in the City and Town of Brillion, because networks provided by different carriers have different location requirements for towers. Moreover, as technologies change and new licenses are granted for additional carriers to move into the area, locations identified on a map would quickly become outdated.

One problem with 1996 Telecommunications Act, from a local perspective, is that simply providing coverage is not enough. Communities must provide for networks from competing carriers licensed in an area. The number of licenses granted, and in turn, the number of towers needed is controlled by the FCC. Currently, there are seven carriers licensed to provide cellular service in Eastern Wisconsin.

It is anticipated that in the next 5-10 years the primary coverage area for wireless service in the Brillion Community will continue to be along the USH 10 corridor. Secondary coverage areas include: Downtown Brillion, Forest Junction and the STH 32/57 corridor. Beyond this timeframe, coverage will likely infill in the City of Brillion and rural areas of the Town, particularly along county trunk highways. The rate of tower construction will depend on local demand, the number of licenses granted by the FCC, and the capacity of new towers to accommodate additional carriers.

Cemeteries

Often overlooked, cemeteries are an important facility every community must provide. There are eight cemeteries located in the Brillion Community. Five are located within the City of Brillion, and three are located in the Town. Altogether, there are four maintained and operated by the communities, and four that are maintained and operated by local church congregations. (See Utilities and Community Facilities Maps in *Appendix B*).

Given historical plot demands and available acreage, it is anticipated that adequate cemetery space is available to meet local needs for at least the next 20 years. In addition, residents may also use space available in other public and private cemeteries and mausoleums throughout the region.

City Cemeteries

- **The Old (Village) Cemetery:**
The Old Cemetery (Village Cemetery) is located on the west side of CTH PP in the Town, but on land owned by the City. Headstones in this cemetery date back to the 1800s. The City has no plans to expand this cemetery. In fact, the City does not sell lots in this cemetery because historic records may not be accurate about the location of all grave sites.
- **The Old Town Cemetery:**
The Old Town Cemetery is directly south of the Old Village Cemetery previously mentioned. It is also very old, and there are no plans for expansion; no lots are sold.
- **The Old Trinity Lutheran (Church) Cemetery:**
This cemetery is also located in the same area as the Old Village and Old Town Cemeteries. Because of the cemeteries' ages, it is very difficult to determine where one cemetery ends and the other begins. For this reason, no expansions are planned, and no lots are sold.
- **Community Cemetery:**
The Community Cemetery is located in south Brillion on the east side of CTH PP. The City maintains this cemetery. Future expansion would be difficult because the cemetery is surrounded by a residential

subdivision near the Deer Run Golf Course. The cemetery is 5.13 acres in size, and currently has space available. The City of Brillion Cemetery Commission reviews capacity issues as they deem necessary, and at this point feels additional space is not needed.

- The New Trinity Lutheran (Church) Cemetery:
The Trinity Lutheran Cemetery is adjacent to the southern boundary of the Brillion Community Cemetery on the east side of CTH PP. There are no immediate plans for expansion.

Town Cemeteries

- The Brillion Bluffs Cemetery:
The Brillion Bluffs Cemetery is located in the Town on the corner of CTH K and CTH PP. This cemetery includes approximately 5 acres and space is available in this cemetery.
- The Forest Homes/North Cemetery/Zion Cemetery(Church):
This cemetery is located on the northeast corner of Cemetery Road and Schmidt Road between Dundas and Forest Junction, and is operated by the Zion United Methodist Church of Forest Junction. It is approximately 5 acres in size and has space available.
- St. Mary Catholic (Church) Cemetery:
St. Mary's Cemetery is located in the Town, north of the City on CTH PP. There are no immediate plans for expansion.

Health Care Facilities

There are no health care facilities located in the Town. The City has:

- A family practice clinic;
- Two chiropractic offices;
- Two dental offices; and
- A physical therapy clinic.

Residents in need of more intensive and specialized medical treatment must visit Calumet Medical Center located in Chilton or hospitals in Green Bay, Manitowoc, Two Rivers, Neenah or Appleton. These larger facilities are accessible via USH 10, CTH PP, and STH 32/57.

The population in the City and Town of Brillion is not large enough to support its own hospital. However, the population is large enough to support its local clinic and medical offices. Though the existing facilities available in the City of Brillion and in nearby communities are expected to meet all basic local health care needs for the next 20 years, in the community survey, residents indicated that additional medical services and choices are desired. According to the community planning survey, 73% of residents would like to see additional health care facilities (i.e. doctor, dentist, optometrist, etc.) open in the area.



Childcare Facilities

15.3 percent of Brillion Community residents are under the age of 18. This is a very significant portion of the local population that has immediate and particular service demands (i.e. schools, parks, child care facilities). As these residents grow into adulthood, this information will help to determine the amount of growth in the Brillion Community as they find residences, have children, or move elsewhere.

18.9 percent of the local population is between the ages of 20 and 34. This is the age group that will have children over the next 10-15 years. These children will also require access to childcare facilities, schools, parks and other amenities. To meet this growing need, the Brillion Community offers these facilities and services:

Circle of Friends Child Learning Center, Inc. located at 333 W. National Avenue is licensed to accommodate 84 children from 6 weeks of age and older. The center also offers a summer program for children between the ages of 6 and 12 years of age. City and Town residents, as well as commuters from outside the area, use the Circle of Friends Child Learning Center.

Residents also have access to several other childcare facilities found in nearby communities. Specifically, facilities are available in Hilbert, Chilton, Kaukauna and Wrightstown.

The Outer Limits Youth Outreach facility (See Parks and Recreation Section) in Forest Junction provides after school activities and tutoring for students in grades 3-8 and evening activities for older children.



Additional Information about Senior and Disabled Housing Facilities is provided in Chapter 3.0. the Housing Element.

Services for Seniors and People with Disabilities

According to the 2000 U.S. Census, 573 people (13.1 percent) who live in the Brillion Community are age 65 or over. Like youth populations, seniors also demand particular services and housing options to meet their specific needs.

The Town does not have any senior housing, assisted living retirement communities or special senior programs for its residents. Seniors living in the Town must be able to live independently or find assistance from family members, friends, neighbors and Calumet County.

Calumet County offers an array of services and programs for older people and people with disabilities living in the City and Town of Brillion. Most notably, the Calumet County Health and Human Services Department seeks to meet the needs of older adults and the disabled through nutrition, transportation, respite care, advocacy, and general coordination of services with other public and private agencies. These programs provide vital services that make independent living possible. In addition, the county sponsors a congregate meal site and home delivered meal program.

Congregate Meal Site

This site was established to offer balanced noon meals in a group setting, to encourage fellowship, reduce isolation and make needed supportive services available in an easily accessible site. All county residents age 60 and over are able to utilize this service. The meal site is located in the Brillion Community Center in the City of Brillion.

Home Delivered Meals

This service is designed to help county residents remain self-sufficient in their own homes. Through the program, volunteers deliver prepared mid-day meals. Eligible county residents must be over age 60, unable to attend the congregate meal site and unable to be transported.

The City of Brillion Housing Authority also operates three public housing projects in the City: Parkview Homes, Heritage Apartments, and Garrow Villa. Likewise, the City's Park and Recreation Department and Library welcome seniors to participate in programs and utilize the facilities.

Police and Law Enforcement

The City and Town of Brillion are protected by the Brillion Police Department and the Calumet County Sheriff's Department.



Brillion Police Department

The Brillion Police Department operates from the City Hall located at 130 Calumet Street in Brillion. The Department is in continuous operation, with officers on duty 24 hours a day, 7 days a week, 365 days a year. The Department is made up of seven full-time police officers, three part-time

personnel, and one part-time civilian. In addition to general police activities and response to calls for services, the Department actively participates in:

- Community-policing activities
- DARE (Drug Abuse Resistance Education)
- Instruction at the elementary and middle school levels
- Crime Stoppers; and
- The Calumet County Drug Enforcement Unit.

The Brillion City Council has made a commitment to ensure the Department is supplied with sufficient personnel, state of the art equipment and necessary training. The Department is currently working to become one of approximately 20 State Accredited Law Enforcement Agencies. The Brillion Police Department has mutual aid agreements with Calumet County, Brown County and Manitowoc County.

The Department also has 911 emergency dispatch service provided through Calumet County. Emergency response times in the City are between two and three minutes. The Department currently has three squad cars.

The City of Brillion Police Department has seven full-time officers to serve the City's 3,032 residents. Therefore, the City is operating slightly above the Wisconsin standard (six officers required) and the FBI standard (five officers required). The Department has no immediate plans to expand its office space or hire additional staff. However, the Department annually evaluates staff and space needs.



POLICE PROTECTION STANDARDS

- The **traditional Wisconsin standard** for small town/rural police protection is 1.86 officers per 1,000 population.
- The **FBI recommended standard** is 1.5 officers per 1,000 population.

Calumet County Sheriff's Department

The Town of Brillion is served by the Calumet County Sheriff's Department. The Sheriff's Department headquarters is located at 206 Court Street in Chilton. The Department has 24 sworn officers (13 Patrol Officers, 2 Patrol Corporals, 1 Patrol Sergeant, 2 Administrative Lieutenants, 1 Captain, 4 Investigators, and 1 Sheriff) and 11 dispatchers (9 full-time, 2 part-time) for the 24-hour 911 emergency dispatch service provided by the county. The Department provides primary protection services to 22,800 residents living in the villages and unincorporated areas of the county and back-up protection to the cities. According to the FBI standards for police protection, the Department should have 34 sworn officers – 10 more than the current force.

Response times for emergency calls within the county vary depending on the location of the call and the location of the nearest cruiser at the time the call is placed. The average response time is 15 minutes.

The Calumet County Sheriff's office has a fleet of seven cruisers, three unmarked vehicles, four inmate transport vehicles, two snowmobiles and a water patrol boat. At any given time at least two (and up to five) of the cruisers are patrolling the county. The Department updates its equipment frequently. In fact, every two years the entire fleet of cruisers is replaced.

In April 2009, the Department applied for federal grant money offered through the American Recovery and Reinvestment Act COPS program to expand the size of its force. Expansion of the force would only occur if the grant funding was received. Staffing needs are evaluated annually based on demand and budget constraints.

County Jail Facilities

The Calumet County Sheriff's Department also operates a jail facility at 206 Court Street in Chilton. The jail can accommodate up to 54 adults. In the last year, the jail has been consistently operating at or near capacity. For this reason, the Sheriff's Department is studying opportunities to expand its current jail facility or build a larger, regional jail facility with Outagamie County.

WDNR Wardens

In addition to the protection services offered by the City and county, two Wisconsin Department of Natural Resources Wardens protect the Brillion Community. The wardens seek to enhance and promote the safe and wise use of natural resources, including waterways, through enforcement, education and community based wardening that guarantees fair and equal treatment. Wardens have full arrest authority for natural resource laws, and are authorized to enforce other state criminal laws when necessary. Wardens are required to be armed while in uniform, and may be asked to assist in investigations by other law enforcement agencies.

Fire and Rescue Services

Brillion Fire Department

Brillion Fire Department is an independent volunteer-based department providing service to the City of Brillion. The station is located at 130 Calumet Street, part of the City Hall. The Brillion Fire Department provides contract service to the Town of Maple Grove and areas east of Bastian Road in the Town of Brillion. The Brillion Fire Department also participates in the Calumet County Mutual Aid Agreement and has mutual aid agreements with Reedsville, Hollandtown, Collins, Potter, and Wayside.



The Brillion Fire Department has 911 emergency response service dispatched by Calumet County. Currently, the Brillion Fire Department has 37 firefighters. The average response time, including outlying areas and areas with mutual aid agreements, is six minutes. In the City, response time is considerably less, approximately four minutes.

At this time, the Department has no plans to acquire additional vehicles. The need for new and replacement vehicles is evaluated regularly as part of the City's CIP process. Insurance Services Office (ISO) rates fire protection service to the City of Brillion as a 5 (out of 10 with 1 being the best). The ISO issues "fire protection" ratings and classifications across the United States. Most insurance underwriters utilize the assigned fire protection rating to calculate residential, commercial and industrial insurance premiums. Fire districts are evaluated on a cyclical basis that is determined by district growth and the size of the population served. For a small city department, the 5 rating is fair to average.



The primary challenge facing the Brillion Fire Department is maintaining staff. The Department strives to maintain a force of 34 trained staff – enough to meet all fire needs 24 hours per day.

Budget constraints are also an issue for most fire departments, including the City's. The Brillion Fire Department attempts to maintain its spending levels at a 0% increase in funding annually. This is very challenging when vendors raise prices. The demand for additional services is always growing so maintaining service levels within budget constraints can be a challenge.

Forest Junction Fire Department

The Forest Junction Fire Department includes all areas west of Bastian Road in the Town. The Forest Junction Fire Department provides on-call volunteer based fire service. The Forest Junction Fire Department participates in mutual aid agreements with all neighboring towns and the City. These agreements allow the Town to call on additional service should the need arise.

The fire station is located in the Town's Municipal Building on USH 10. The Town Fire Department provides 911-based emergency service dispatched by Calumet County.

The primary challenge facing the fire department is maintaining enough trained volunteers to adequately serve the Town.

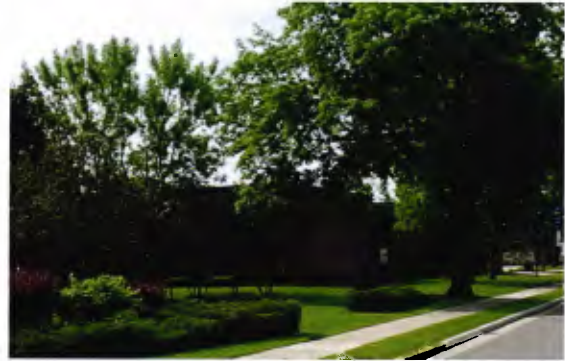
At this time, based on the local population size, the amount of equipment serving the City and Town is adequate to meet all local needs. There are no plans to expand the fleet of vehicles serving the area.

Emergency Medical Services

Brillion Gold Cross serves the entire Town of Brillion, City of Brillion and a portion of the Town of Woodville. The Town of Brillion First Responders also provides emergency services to the Town of Brillion.

Brillion Public Library

Established in 1928, the Brillion Public Library is a progressive institution. Open everyday except Sundays, the library has a growing collection of materials, services and information to meet community needs. It offers a number of public access Internet computers, some of which are connected to a printer and have word processing programs. Color copying, photocopying, and faxing services are also available to the public.



Brillion Public Library

The Brillion Public Library is affiliated with the Manitowoc-Calumet Federated Library system and the Library Automated Resources Sharing (LARS) Catalog. Through this affiliation, users can access resources available from libraries within the region. Also, through Badger Link, an internet-based Wisconsin state-wide card catalog, the library provides access to magazine databases with many full text articles, newspaper articles, and access to WISCAT (the state library data base). The Brillion Public Library recognizes the particular needs of the elderly population by providing special services, including:

- Deposit collection of books, audio books and audiocassette players in Heritage, Garrow Villa and Parkview housing units in Brillion;
- Large print books of all types;
- Books on tape in both abridged and unabridged format;
- Tape recorders to listen to books on tape;
- Videocassettes for programs;
- Demonstration cart from the Regional Library for the Blind and Physically Handicapped;
- Voyager XL Reading and writing magnification unit; and
- Home delivery of materials to homebound patrons.

The Brillion Public Library has completed its five-year long-range plan which identified two primary goals for the library: automation of the card catalogue, and participation in the consolidation effort of all Manitowoc and Calumet County libraries to develop a shared catalog. Maintaining adequate funding is the primary challenge facing the Brillion Public Library. Funds are needed to maintain and expand the collection, facility, and staff. Complicating matters, the library continually struggles to receive needed funds from Calumet County to serve rural residents who use the library.

Schools

The Brillion Community is served by three school districts: Brillion Public Schools, Hilbert Public Schools and Wrightstown Community School District. Long-term, none of these districts have expansion plans. However, during the life of this plan additional school facility needs may arise. Any expansion decisions will be based on desired class size (i.e. smaller class sizes may require additional classrooms and teachers) and development within the school district that may bring additional students to each district. Other continuing and advanced educational facilities are found in the Fox Cities, Green Bay, Fond du Lac and Manitowoc.

Brillion Public Schools

The Brillion Area School District serves the City of Brillion and most of the Town of Brillion. The district provides a comprehensive program of educational opportunities for its 900 students, also providing special education for students between the ages of 3 and 21 who are mentally or physically handicapped, have speech, language, physical and learning disabilities, and hearing or visual impairments.

The district's two school campuses are located in the City of Brillion. The Brillion Elementary and Middle School share a single campus located at 315 S. Main Street. The Brillion High School, built in 2001, is located in the western portion of the City at the intersection of CTH HR and USH 10. Enrollment numbers are located on **Table 18**.

Hilbert Public Schools

The Hilbert Public School District has two campuses located in Hilbert, WI. The elementary school is located on 8th Street and the combined middle/high school is located at the intersection of 11th and Milwaukee Streets in Hilbert. Enrollment has been stable or declining slightly in the Hilbert School District. Despite student enrollment, the school district is planning for a complete update of the middle/high school building, which includes the addition of a science and technology wing, and a new elementary school. These improvements are, of course, dependent on the approval of a referendum.

Wrightstown Community School District

Eighty acres of land in Section 3 of the Town (between Bastian & Boettcher Roads) is included in the Wrightstown School District. The district serves two residences and has no plans to expand its boundaries or build facilities in the Brillion Community.

Private Schools

Beyond the public schools, there are several private schools serving residents of the City and Town of Brillion. These facilities provide a faith-based education to students. The students attending private schools also have the option of attending local public schools. Expansions and improvements to private facilities are subject to the financial obligations and capacities of the sponsoring church. Trinity Evangelical Lutheran School is relocating on National Avenue, east of the City of Brillion. It is anticipated that Holy



Brillion Public High School Entrance



Brillion Public Elementary and Middle School



Hilbert Elementary School

Area Private Schools

- Holy Family Catholic School (PreK-3), Reedsville
- Holy Family Catholic School (4-8), 209 Custer Street, Brillion
- St. John School (K-8), N7680 County Road BB, Hilbert
- St. Mary's of Hilbert (K-8), 132 S. 66th Street, Hilbert
- St. Peter Lutheran School (K-8), 42 N. 3rd Street, Hilbert
- Trinity Evangelical Lutheran School (Pre K-8), 601 E. National Avenue, Brillion
- Trinity Lutheran School (K-8), N6081 W. River Road, Hilbert

Family Schools will move their facilities near the church on West Ryan Street in the City of Brillion.

Creative Corner Nursery School

Creative Corner is a cooperative nursery school that promotes the social, emotional and physical development of preschool children. During the school year, children ages 4 and 5 meet for morning or afternoon classes in the Brillion Community Center. Each session has a capacity for up to 20 students.

TABLE 18

School District Locations & Capacities

School Name	Grades	Enrollment (2008-09)	Capacity (2002)
Brillion High School, W1101 CTH HR	9-12	367	450
Brillion Elementary/Middle School, 315 South Main Street	K-8	593*	600
Hilbert Middle/High School, 1139 W. Milwaukee Street	7 – 12	266	600
Hilbert Elementary School, 132 S. 8 th Street	K-6	229	250

Source: WINSS, May 2009, and Brillion School Superintendent and Hilbert School Superintendent, 2002
*The Brillion Elementary and Middle School share the same building. The enrollment at the Elementary School is 435. The Middle School enrollment is 158.

City and Town Facilities

City and Town facilities generally include such things as fire stations, meeting halls and garages.

Town of Brillion

The Town of Brillion has a relatively new municipal building located east of Forest Junction along USH 10. This building is home to a large community meeting space, Town offices and the fire department. The Town also owns a garage for maintenance equipment storage. This garage is located in Forest Junction. The Town has no plans to expand either facility. It is anticipated that these facilities will continue to meet Town needs in the future.



Town of Brillion Municipal Building

City of Brillion

In addition to the other City facilities profiled in this chapter, the City also owns a combined hall and fire station facility located downtown at 130 Calumet Street. The Brillion City Police Department also operates from this facility. This facility was constructed in the early 1950s. In 2001, the City completed a remodeling project to revamp the City Council Chambers. Improvement and maintenance projects like these are planned for through the City's CIP.

The City of Brillion Department of Public Works operates a newly constructed garage facility off USH 10 near the City Compost Site. This facility, which was constructed in 2005, replaces an antiquated structure formerly located off Washington Street. The Department had identified replacement of this garage as a priority in the City of Brillion CIP, the recommendation based on a 1997 study that indicated several problems with the existing building including: a leaking roof, inadequate ventilation, lack of storage and inefficient heat.



Brillion City Hall

Utilities and Community Facilities Issues & Concerns

Kettl Commission- Regional Cooperative Efforts

In April 2000, former governor Tommy Thompson formed the Kettl Commission to “rethink what Wisconsin governments do and how they can do it better.” The commission included representatives from state and local governments, school districts and universities. Given this mission, the commission held a series of 15 meetings and developed a report recommending four primary principles:

- Economic Development – strengthen state and local partnerships and minimize competition between communities for economic development.
- Citizens at the Center – Seek to ensure that governments at all levels provide customer driven service that is cost effective.
- Performance Driven Government – Seek to improve government efficiencies through coordination and consolidation of services.
- Maximum local flexibility in pursuing statewide goals.
- “One size doesn’t fit all.” As such, local governments should have the freedom to develop their own policies and programs, under the guide of statewide goals, to solve issues locally.

The City and Town’s progressive role in developing this coordinated comprehensive plan exemplifies the principles outlined by the Kettl Commission. The City and Town should continue to build on this coordinated effort as they implement this plan.

Budget Constraints

In the wake of Wisconsin’s debate over the future of shared revenue, the City and Town understand the need to carefully consider all expenditures. This consideration certainly extends to providing utilities and community facilities for the community. The City and Town will pursue efficient, cost-effective opportunities for regionalized services that benefit both communities. Likewise, the City will continue to use its budgeting tools, including the CIP, to carefully plan for expenditures. The Town may also consider a CIP and other tools to further improve its budgeting abilities.

Utilities and Community Facilities Funding Options

Many of the utilities and community facilities serving the City and Town are provided by other governments and agencies (i.e. county and school district). As such, they are funded through their general budgets and funding through tax revenues and referendums.

The City and Town are constantly seeking opportunities to finance needed utilities and community facilities. There are numerous grant and loan programs that the City and Town may seek to help finance needed improvements. These programs are available through the State of Wisconsin and the U.S. Federal Government. What follows is a description of some of the major opportunities available to the City and Town.

Water and Wastewater Grant and Loan Program

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities. This program may provide needed assistance to pursue recommendations included in the Forest Junction Sewer Service Area Plan and Brillion Sewer Service Area Plan.

Wisconsin Community Development Block Grant Program

The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant Program to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.

State Trust Fund Loan Program

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, community centers/halls, trail development, and park property acquisition. The funds available fluctuate annually. The current annual loan limit is \$3,000,000.

Rural Development Community Facility Grants

The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (i.e. halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.

Fire Administration Grants

The Federal Emergency Management Administration (FEMA) offers over \$100,000,000 in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and Fire Prevention Programs. Applicants from communities, which serve a population of less than 50,000, must provide a 10% match.

Utilities and Community Facilities Maps

The Utilities and Community Facilities Maps provided in *Appendix B* illustrate the location of utilities and community facilities in the City and Town. The maps outline school district boundaries and identify the location of City and Town Halls, fire stations and other community facilities serving the area.

Coordination with Other Comprehensive Plan Elements

Utilities and community facilities can dictate future planning for a community based on capacity, location, and service availability to support development. Therefore, it is important to inventory existing utilities and community facilities and understand how utilities and community facilities will be provided over the planning period. Furthermore, utilities and community facilities have a direct impact on the other elements of the comprehensive plan.

Housing

Improvements such as roads, sewer, water, parks, recreational facilities and schools all need to be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the Future Land Use Maps as closely as possible and plan for future improvements in a Capital Improvement Plan and Budget. This approach will greatly enhance the efficiency of capital improvements expenditures.

Economic Development

The availability of utilities like sewer, water, electricity and communications services is critical to economic development. This infrastructure is needed to support business and industrial growth in the City and Town. Therefore, the goals and objectives of this chapter seek to maintain, and where feasible, improve local utilities and community facilities to improve economic development opportunities in the City and Town.

Land Use Element

Land use dictates the need for utilities and community facilities. Inversely, the availability of utilities and community facilities can dictate where development can occur. The Future Land Use Maps were developed after careful consideration of where utilities and community facilities are now available, or will be available, within the planning period. In addition, the Future Land Use Maps carefully consider the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where the extension of sewer service, communication services, or power supplies are cost prohibitive, are not encouraged for future residential, commercial or industrial development in the City and Town.

Intergovernmental Cooperation

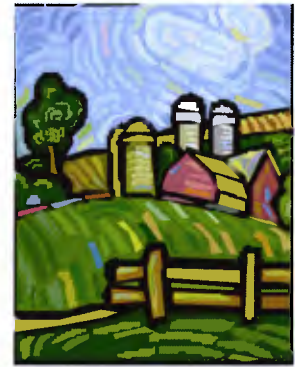
Utilities and community facilities are not provided solely by the City or Town of Brillion, but are also provided by Calumet County, private companies and neighboring communities. It is important that utilities and community facilities continue to effectively serve the City and Town. Therefore, continued coordination between the City and Town and other providers is essential to ensure that local development is compatible with local utility and community facility capacities. Goals and objectives included in this chapter, as well as the Intergovernmental Coordination Element, support continued coordination between the City and Town, other organizations and agencies to efficiently provide needed utilities and community facilities. This coordination can also support service consolidation efforts to provide efficient and cost effective services in the future.

Goals and Objectives

It is the overall goal of the City and Town that all future utilities and community facilities needs are met through the year 2020 (and beyond). Though some of these facilities and services may be located outside of the immediate area, they will be easily accessible to residents. The services provided will also address the special needs of the elderly, disabled and youth populations. The City and Town will support the continued efforts of neighboring communities, local school districts, Calumet County, and private companies, which provide utilities and community facilities to the City and Town.

The goals and objectives listed in Chapter 11 (Implementation Element) reflect issues the City and Town can control. Neighboring communities, school districts, private utilities and Calumet County will establish their own objectives and priorities for the future. The City and Town of Brillion will work, in accordance with the Intergovernmental Coordination Element of the Wisconsin “Smart Growth” Law, with neighboring communities, the county and local school districts to ensure that adequate community and utilities facilities are available to serve the area.

6.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCES ELEMENT



Introduction

Agriculture is important to the Brillion Community. In the community survey, respondents consistently recognized farming as important for the local economy, for the preservation of rural character, and for the open, scenic vistas it provides. Nearly 90 percent of respondents indicated that farmland protection should be a high priority. However, approximately half of all farmers surveyed do not know how long they plan to continue farming, which could indicate a willingness to sell their land for development. Consequently, a significant decrease in the amount of total farmland could result.

The protection of natural resources is also an important issue to residents according to the results of the community survey. Residents overwhelmingly support the protection of woodlands, grasslands, lakes and lakeshores, rivers, streams and wetlands. Survey respondents consistently recognized natural resources as important for recreational, wildlife habitat, scenic, and environmental quality benefits.

Agricultural, Natural & Cultural Resources Vision

Although the area will experience a decrease in the number of small family farms, the increase in large corporate farming operations will help to maintain agriculture as an important economic and cultural part of the Brillion Community. Niche and family farms also remain a vital part of the local farm economy.

Community and faith-based organizations continue to provide leadership in developing educational and cultural activities for the Brillion Community.

In 2020, the protection and enhancement of natural resources will play a dominant role in growth and development decisions, so that the area's rural character and quality of life is maintained.

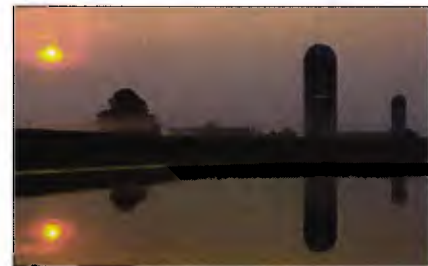
Agricultural Resources

The Brillion Community has a strong farming history and tradition. Over 80 percent of all land area in the Brillion Community is used for farming which makes it the primary land use. Today, farming continues to significantly support the Town's local economy and the farm fields on the landscape create the rural character that makes the area such an attractive community. The Town has always been an agricultural town and desires to remain a farming area. See *Appendix G: 2007 Census of Agriculture* for more statistical information regarding agriculture in Calumet County.

Most of the Town has been labeled Agricultural Enterprise (AE) on the Future Land Use Maps. This district is intended for all types of agriculture, regardless of size, and also limits residential development (it permits a lower density of homes than the other agricultural class). Areas where farming operations are to be limited in size appear on the map as General Agricultural (GA).



Farm Field in Town of Brillion



Farm in Calumet County

Soils

Soil types define prime farmlands. Soils support the physical base for development and agriculture in the community. Knowledge of soil limitations is important in evaluating crop production capabilities and other land use alternatives, such as residential development. A Soils Map based on soil types is provided in *Appendix B*. The following table defines the soil types in the Brillion Community.

TABLE 19

Soil Characteristics

Soil Type and Location	Characteristics
<p>Kewaunee-Manawa-Poygan Association Most prominent soil type.</p>	<p>Attributes</p> <ul style="list-style-type: none"> Is well to poorly drained; Has a nearly level slope; Is found on glaciated uplands; and Is composed mostly of gently sloping plains bisected by drainage ways and broad depressions. <p>Qualities and Concerns: <u>Well suited for cropland.</u> Management Concerns: <ul style="list-style-type: none"> Many areas require surface draining and or subsurface drainage to produce high yields. Controlling water erosion. Improving drainage. Maintaining tillage and fertility. <u>Not well suited to urban development.</u> Management Concerns: <ul style="list-style-type: none"> Roads are subject to frost heavy during winter months. Percolation rates are slow and many areas are saturated with water at less than five feet below the surface during wet periods causing severe limitations for septic tank absorption fields. </p>
<p>Houghton-Palms-Willette Association southern portion of the Town, in the area occupied by the Brillion Wildlife Area</p>	<p>Attributes</p> <ul style="list-style-type: none"> Very poorly drained. Found in nearly level organic soils. <p>Qualities and Concerns May not be well suited for cropland or community development given wet conditions and flood hazards.</p>
<p>Pella-Mundelein-Shiocton Association Small deposit located along the western boundary of the City</p>	<p>Attributes</p> <ul style="list-style-type: none"> Poorly drained. Loamy soil is nearly level. Gently sloping. Some un-drained areas are used for pasture or as wildlife habitat. <p>Qualities and Concerns If drained, has good potential for cultivated crops such as corn, shell grains and hay.</p> <p>Management concerns:</p> <ul style="list-style-type: none"> Improving drainage. Maintaining tillage and fertility.
<p>Wasepi-Nichols-Boyer Association located in the northeast corner of the Town</p>	<p>Attributes</p> <ul style="list-style-type: none"> Is excessively drained to somewhat poorly drained. Has a nearly level slope. Is found on moraines, terraces, and outwash plains that are dissected by large drainage ways. Used for pasture, dairying, as woodland or as wildlife habitat. <p>Qualities and Concerns Fair to poor potential for cultivated crops.</p> <p>Management Concerns:</p> <ul style="list-style-type: none"> Controlling erosion and blowing soil control. Improving drainage and maintained tillage. Fertility.

According to **Table 19.1**, approximately 26% of the soils in the Town of Brillion are considered prime for farming. Because the amount of prime soils are so limited, it is the Town's preference these areas not be jeopardized by using them for development. Housing should be discouraged on prime agricultural soils. See **Appendix B** for the Prime Farmland and Agricultural Productivity Maps.

TABLE 19.1
PRIME FARMLAND, BRILLION COMMUNITY

Location	Not Prime	Prime Farmland	Prime if Drained and/or not Flooded	Total	Prime Farmland as % of Total
Town of Brillion	2,697.2	5,522.4	13,073.6	21,293.2	25.9%
City of Brillion	242.8	602.9	866.9	1,712.6	35.2%
Calumet County	36,661.5	88,776.4	79,367.0	204,804.9	43.3%

Source: Calumet County Year 2025 Smart Growth Plan, 2007

Farm Ownership

The primary issue with farmland preservation is that only a small number of farmers own the majority of farmland. Faced with development pressures, retirement needs, and a fluctuating farm economy, farmers see the sale of their land for development as an attractive financial opportunity. In fact, between 1990 and 1997, the Brillion Community lost between 2.5 and 5 percent of its farmland acres to development.¹ In order to maintain open areas of farmland in the community, which are large enough to support either a small family farming operation or serve as rental fields, creative development options must be explored. See Coordinated Rural Land Management Practices section below.

The Right to Farm

Wisconsin has a Right-to-Farm law protecting farms from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that these issues will arise. Often, the issues relate to manure spreading and storage. Many who move to rural areas near farmland are not aware of these and other potential nuisances. To alleviate this situation, non-agricultural uses beyond the City of Brillion and Forest Junction should be limited so as to minimize potential land use conflicts between farmers and non-farmers, and to keep land available for agriculture. Residential development in the agricultural areas is discouraged, unless property owners understand they will be developing in an area which may have potential land use conflicts with farming operations. New homes in the agricultural areas should be built on nonprime soils or other lands not suited for farming. The use of good productive agricultural land for residential development is not acceptable to the Town. Educational efforts are strongly recommended so potential conflicts can be avoided.

Working Lands Initiative

In July 2006, the *Wisconsin Working Lands Initiative*, a report sponsored by the Secretary of Agriculture and the Department of Agriculture, Trade, and Consumer Protection, was completed. Overall, the report acknowledged Wisconsin's 'tool kit' used for farmland preservation and its efforts directed to improve the agricultural industry needed to be updated and expanded to meet significant preservation and development challenges. A Working Lands Initiative Steering Committee was established, consisting of 26 Wisconsin residents from agriculture, local government, forestry, various private sector businesses, the University of Wisconsin System, and non-profit organizations. Several of the recommendations in this report are applicable and particularly important to the Town of Brillion as Calumet County updates and implements the Calumet County Farmland Preservation Plan. Some of the recommendations are as follows:

- Update the existing Farmland Preservation Program to improve agricultural planning and zoning, increase tax credits, and improve the flexibility of local governments to administer the program.
- Create Agricultural Enterprise Areas to foster clustering of active farms and slow farmland conversion, while providing incentives to promote environmental sustainability.

- Working in partnership with local governments and organizations, create a new state Purchase of Agricultural Conservation Easements (PACE) program to permanently preserve selected properties.
- Create a beginning farmer and logger program to improve farm viability and recruit and train the next generation of farmers and loggers.
- Promote opportunities to increase non-agricultural development density and quality of life, using land more efficiently and reducing demand for conversion of working lands.
- Improve state leadership in working lands preservation to set statewide priorities and provide technical resources and assistance to local governments.
- Create a new education and outreach program to help local governments implement working lands programs and increase public understanding and support of programs.
- Create a new public/private organization to promote agricultural entrepreneurship and regional initiatives, and strengthen the state's existing programs that offer grants and technical assistance to farmers.

The Wisconsin Working Lands Initiative was passed as part of the states 2009-2011 biennial budget process. The Wisconsin Working Lands Initiative can be found primarily in Chapter 91 of the Wisconsin State Statutes. The main components include:

- Expand and modernize the state's existing farmland preservation program
- Establish Agricultural Enterprise Areas (AEAs)
- Develop a Purchase of Agricultural Conservation Easement matching grant program

Concentrated Animal Feeding Operations (CAFOs)

CAFOs (700+ cattle), or mega farms, are increasing in number in Wisconsin. In 1985, there was one such operation in the state. By 1990, 24 operations and by 2000 there were 77 in Wisconsin. In August 2007, 165 CAFOs existed in the state. Generally, CAFOs locate in rural areas where conflicts with neighboring property owners can be minimized. There is one CAFO located in the Town of Brillion at N8681 Bastian Road (Shiloh Dairy).

The farmland in the Town of Brillion is in close proximity to USH 10. Likewise, farm areas exist that are well buffered from the City and Forest Junction development. These rural, yet accessible areas would be the most desirable for a CAFO. At this time, there are no protective requirements in the Calumet County Zoning Ordinance that would stipulate the minimal proximity of large dairy farms to sanitary district boundaries.

Livestock Facility Siting Law

The Livestock Facility Siting Law consists of a State Statute (s. 93.90) and rule (ATCP 51) that changed how local governments regulate the siting of new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. It establishes procedures local governments must follow if they decide to issue conditional use or other local permits for siting livestock facilities. It also created the Livestock Facility Siting Review Board to hear appeals concerning local decisions on permits.

Effective on May 1, 2006, the rule established standards that local governments must follow if they decide to issue local permits. Local governments must use the application and worksheets in the rule to determine if a proposed facility meets these standards:

- ♦ Property line and road setbacks
- ♦ Management plans
- ♦ Odor management
- ♦ Manure management
- ♦ Manure storage facilities
- ♦ Runoff management

The siting standards only apply to new and expanding livestock facilities in areas that require local permits, and then only if they will have 500 animal units (AU) or more and expand by at least 20%*.

*(Unless a lower local threshold approved prior to July 19, 2003 applies or an applicant exceeds a limit expressed in a previous permit approval.)

Under the livestock facility siting law, local governments

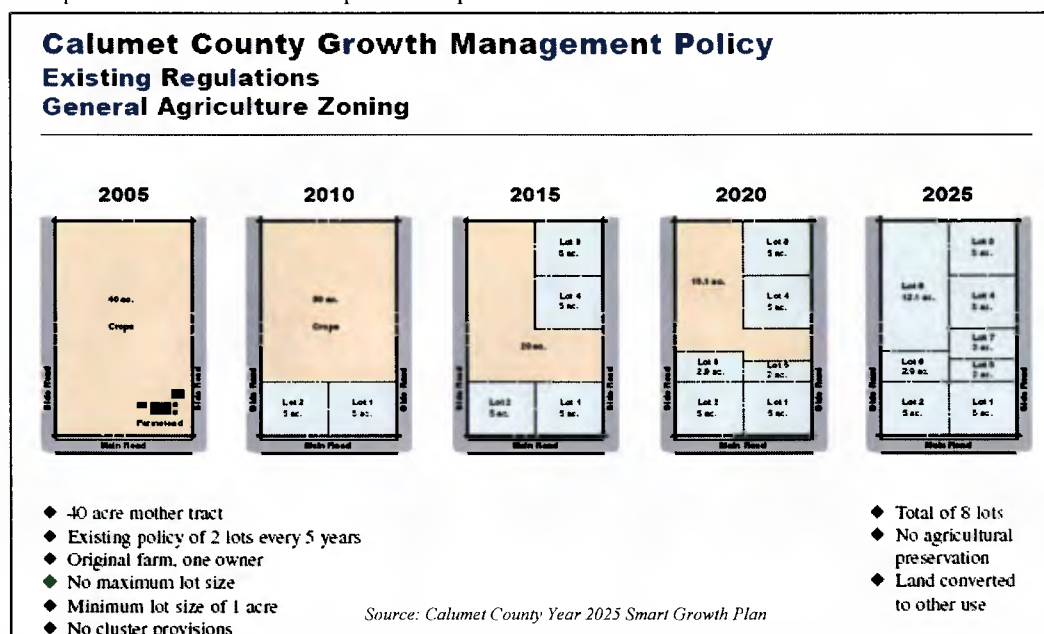
retain the authority to approve or deny siting and expansion requests, but must use the state siting standards when making their decisions. The benefits of the rule include:

- ◆ A predictable process, which is critical for long-term business investments.
- ◆ The ability for local governments to plan and determine the landscape of their communities.
- ◆ A less contentious and less costly local permitting process.
- ◆ Livestock operations that meet air and water quality standards.
- ◆ A competitive agricultural economy.

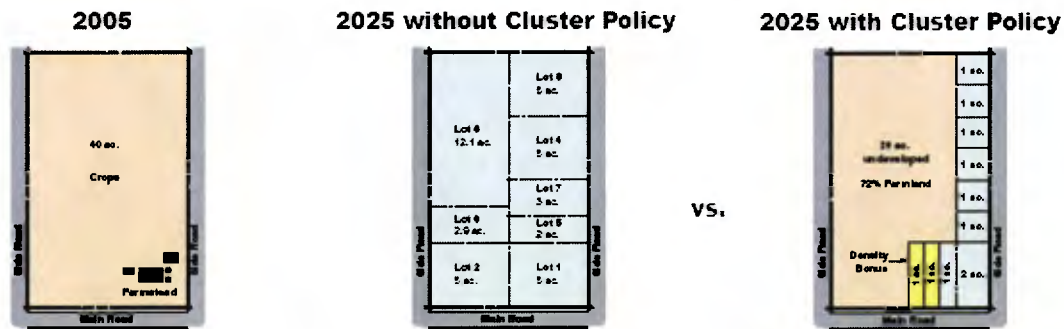
Calumet County plans to enact a livestock operation licensing ordinance according to State Statute 93.90 and Administrative Code ATCP 51. The ordinance will apply countywide to all new livestock operations that will have greater than 500 animal units (about 357 mature dairy cows) and all existing livestock operations that expand their animal units by 20% or more and will have greater than 500 animal units. It is not a zoning ordinance and will not regulate where a large operation can site within the county. Instead, it will contain certain performance standards that the operation must meet to protect surface water and groundwater quality and control odor. The ordinance will have all the requirements for manure storage and management, odor management, erosion control, and runoff management that are in the state statutes and administrative code. It will be administered by the Land and Water Conservation Department and Committee.

Coordinated Rural Land Management Practices

This plan has several recommendations in Chapter 10 (Future Land Use Element) that could impact agriculture and farmland preservation. As an example, this plan recommends adding density provisions to the County Zoning and Subdivision Ordinances in order to manage rural development in the Town of Brillion by actual number of residential dwellings, not by minimum lot sizes. Each of the agriculturally-related Future Land Use Classifications recommended a low density in accordance with continued agricultural operations. Managing density is also recommended in concert with adding cluster development provisions to existing ordinances to allow the ability to develop rural or agricultural lands in a way not available to Calumet County land owners now. Coordinating density management with cluster development and site plan regulations will lend significant advantage to the county's ability to accommodate high rural development demands while achieving goals of farmland preservation and maintaining rural character. The example in this section illustrates the impact a cluster development policy could have in the Brillion Community in respect to managing rural development. This plan endorses creating code provisions that may potentially allow a rural landowner more development opportunity that exists currently while also securing farmland preservation through coordinated site development and density management. The proverbial win-win is possible in that both development and preservation interests can be accommodated.



Calumet County Growth Management Option Cluster Development Alternative with Density Bonus General Agriculture Zoning



- ◆ 40 acre mother tract
- ◆ Current policy would allow 8 units over 20 years (2 units/5 years) with no other area restrictions
- ◆ Minimum lot size of 1 acre

- ◆ 10 units per 40 acres = Density of 1 unit/4 ac. = 2 additional bonus lots if certain open space standards were met
- ◆ Could reduce maximum lot size in conjunction with cluster sanitary systems
- ◆ Total of 10 lots
- ◆ Cluster policy could focus lots in consolidated area
- ◆ Soils dependent due to high contamination potential
- ◆ 29 acres undeveloped; 72% of area preserved for farmland

Source: Calumet County Year 2025 Smart Growth Plan

Several components of this plan address the importance of the agriculture industry in general and how regulatory measures can be modified (through density management and cluster development as an example) to significantly impact farmland preservation. Calumet County is forecasted to have the second highest growth percentage in the state over the next 20 years. The recommendations in this plan will need to be enacted for the Brillion Community to be successful in accomplishing the goals as stated in this document. Please also reference Chapter 10 Future Land Use and Chapter 9 Implementation in reference to this issue.

Natural Resources and Environmental Concerns²

Environmental characteristics such as geology, topography, drainage patterns, floodplains and wetlands are among the natural and environmental features that determine if an area is physically suitable for specific types of development.

Topography and Drainage

The topography of the Brillion community can best be described as nearly level. Not surprisingly, the lowest areas of the community are found in the Brillion Wildlife Area. Generally, areas south of Harvestore Road drain to the Brillion Wildlife Area. Areas north of Harvestore Road drain to Plum Creek.

The Plum Creek Watershed

was assessed by the WDNR in 1992 to determine the impacts of nonpoint source pollution on water quality. The watershed ranked "High" for streams. The watershed is not eligible for selection as a priority watershed under the **Wisconsin Nonpoint Source Pollution Abatement Program**. For more information, refer to the 1994 *Plum Creek Watershed Nonpoint Source Assessment Report* by Mary Gransberg available from the Calumet County Land & Water Conservation Department.



Additional groundwater quality and supply information is provided in Utilities and Community Facilities Chapter 5

Watersheds

Manitowoc River, North Branch

Most of the Brillion Community is in the North Branch of the Manitowoc River Watershed. This watershed includes a 77-square mile area of land in northeastern Calumet County. It includes the communities of Brillion, Forest Junction, Hilbert and Potter. The north branch of the Manitowoc River flows about 10 miles from its origin west of the Brillion Wildlife Area to its confluence with the South Branch to the main stem of the Manitowoc River. The Brillion Wildlife Area, a state-owned public hunting ground, is the largest wetland in the watershed.

Plum Creek Watershed

A portion of the Town, generally described as north of Harvestore Road, is in the Plum Creek Watershed. Water quality problems in this area include low dissolved oxygen, and high nutrient and sediment concentrations, and have been attributed primarily to non-point pollution. Poor land practices in the Plum Creek Watershed (84 square miles, 102 square kilometers), cause non-point source pollution that degrades water quality in the upper reaches of Plum Creek.

Surface Water (Navigable Waters)

In the Brillion Community, there is very little surface water beyond the Brillion Wildlife Area - Black Creek and Spring Creek both pass through the marsh and portions of the City. Round Lake is also located in the plan area and Grass Lake, located in the Town of Rantoul, abuts the southern boundary of the Town.

Black Creek

Black Creek is an intermittent stream that seasonally flows into the Brillion Wildlife Area. It offers little or no fishery potential and limited potential for other forms of aquatic recreation. Black Creek flows past the Deer Run Golf Course that frequently uses chemicals and fertilizers and has little to no buffer zones next to the stream.

Spring Creek

Spring Creek, a hard water stream, originates north of the City and flows more than five miles southwesterly before draining into the North Branch of the Manitowoc River. This stream flows through most of the Brillion Wildlife Area, which provides an excellent breeding ground for many wildlife species.

Round Lake

Round Lake is a landlocked lake within a 0.7 square mile drainage basin. It is located in the far southeastern corner of the Town of Brillion and extends into the Town of Rantoul. The lake covers a total of 10.0 surface acres. The maximum depth is 55 feet and the mean depth is 30 feet. The total shoreline length is 0.55 miles - 0.2 miles of the shoreline are publicly owned. Largemouth bass and other pan fish are common in the lake. Trout are often stocked in the lake. Toads, wood frogs, leopard frogs and green frogs are also common, as are chorus frogs in the adjoining wetlands. Shorebirds and waterfowl are frequent residents.

Groundwater

Groundwater is the primary source of drinking water for the residents of the Brillion Community. The main water supply aquifers in the area are the Niagara Dolomite Aquifer and the St. Peter Sandstone Aquifer. The two aquifers can be considered somewhat distinct, since the upper Niagara Dolomite is separated from the lower St. Peter Sandstone by Maquoketa shale, which confines the lower St. Peter Sandstone. Lesser quantities of groundwater are also found in the overlying glacial drift.

Recharge to the upper Niagara aquifer percolates through the glacial drift, and then moves slowly southeasterly toward Lake Michigan. Most recharge to the St. Peter Sandstone Aquifer is by lateral movement of water from areas to the northwest, although small quantities of water move down through the overlying Maquoketa shale.

A shallow groundwater divide in the glacial drift bisects the Town in a southwest to northeast direction, and is located northwest of the City. Shallow groundwater in the glacial drift to the northwest of the divide moves toward the Fox River, while shallow groundwater to the southeast of the divide moves toward the Brillion Wildlife Area and eventually Lake Michigan. Recharge to the shallow aquifer in the Town and City comes from local

precipitation, and then moves slowly toward either the Fox River or Lake Michigan. The shallow aquifer has distinct implications for affecting groundwater quality.

Contamination risks from land use practices are the major threat to groundwater resources. Potential contaminant sources include old, unregulated landfills, nitrates from failed septic systems or farm runoff, pesticides, leaking underground storage tanks, and road salt. All of these sources are presently regulated or are being addressed through ordinances or technical assistance services by various county and state agencies.

Significant arsenic levels have not been observed in the wells screened in the St. Peter Sandstone in the Brillion area, unlike wells in Outagamie and Winnebago Counties, due to the significantly greater depth of the St. Peter formation in the Brillion area. However, significant radium problems have been observed, in particular with one of the two Forest Junction municipal wells. This problem is currently being addressed. The extent of radium levels in private wells is unknown and may need to be monitored in the future.

Over-pumping the St. Peter Sandstone Aquifer can contribute to increased arsenic levels, which may become an issue in the future. The Town and City are on the edge of the zones of influence of heavy municipal and industrial pumping in the Green Bay and Fox Cities areas. As groundwater usage increases in those areas and in the Brillion area, further draw down will be observed in supply wells. Limited data is available about the groundwater levels. Available data suggests a decline in the water levels in the St. Peter Sandstone Aquifer. Monitoring information is not available about the shallower, Niagara Dolomite, aquifer. It is believed that this shallower aquifer has never had a significant yield. As more people with modern (higher) water needs have moved into the area, this aquifer has continued to deplete.

Wetlands & Floodplains

City, County and State regulations place limitations on the development and use of wetlands and shore lands. Wetlands in the City and Town are shown on the Natural Features Map. The primary area of wetlands in the Brillion Community is the Brillion Marsh (i.e. Brillion Wildlife Area). In fact, this area is the principal wetland area in Calumet County. According to WDNR, approximately 90 percent of the county's original wetland areas have been drained, making the wetlands of the Brillion Wildlife Area even more important to the region.

The Natural Features Map also illustrates that most of the floodplain areas in the Brillion Community are located adjacent to the Brillion Wildlife Area and ditches which flow through the area. Generally, areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. For this reason, the Future Land Use Maps restrict development in these areas.

Woodlands & Grasslands

Several small areas of woodlands are scattered throughout the plan area. The Natural Features Map (*Appendix B*) illustrates the location of these areas. Because woodlands are an important natural feature to residents, the remaining woodland areas should be protected from future encroachment through the use of conservation subdivisions, land trust activities, private stewardship and other preservation techniques. Care

Town of Brillion Well Testing

Bacteria:

From 2002-2008, 86 samples for bacteria have been taken on 60 wells. Of the 86 samples, 22 were positive for bacteria (25% were unsafe), 3 E.coli positive (3.4% were unsafe)

Nitrates:

From 2002-2008, 54 samples for nitrates have been taken. Of the 54 samples, 5 were unsafe (above 10ppm), 13 had elevated levels.

Source: Calumet County Land and Water Conservation Department, May 2009

BENEFITS OF WETLANDS

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates.

Wetlands serve as a natural buffer, protecting shorelines and stream banks from erosion.

Wetlands contribute to the storage of water.

Wetlands are also essential in providing fish & wildlife habitat, flood control, and groundwater recharge.

The WDNR Managed Forest Law

provides opportunities for conservation of contiguous woodland environments for wildlife and plants inhabiting these areas. For more information visit:

www.dnr.state.wi.us/org/land/forestry/publications/

should be taken to prevent the degradation of these woodlands by invasive species such as buckthorn, honeysuckle and garlic mustard.

Permanent grasslands in the Brillion Community only exist on public lands. These areas provide important wildlife habitat and travel corridors, which must be continued in the future.

TABLE 19.2
ENROLLMENT IN MANAGED FOREST LAW

Location	Open Acres	Closed Acres	Total	% of County Total
Town of Brillion	56.0	125.0	181.0	5.1%
Calumet County	406.8	3,125.5	3,532.3	100.0%

Source: Calumet County Year 2025 Smart Growth Plan

Wildlife Habitats

To protect wildlife habitats from encroachment, detailed information collected by the WDNR is not available to the public.

The Brillion Wildlife Area (known locally as the Brillion Marsh) includes approximately 4,800 acres (including areas in the Town of Rantoul). The principal wildlife found in the marsh include: deer, sandhill cranes, turkeys, pheasants, Hungarian partridge, woodcocks, ruffed grouse, waterfowl, raccoons, squirrels, amphibians (frogs, toads and salamanders), reptiles (snakes), and several rare species of insects. The Brillion Wildlife Area hosts the Brillion Nature Center, the purpose of which is to educate residents about wildlife and the habitat.

As described under the “surface and groundwater” subsection in this chapter, Black Creek and Round Lake are also important wildlife habitats for small mammals, frogs, toads, fish, shorebirds and waterfowl.

Local farm fields also serve as a food source for deer, sandhill cranes, turkeys and waterfowl in the area. Farmland is also a very important local wildlife habitat that provides travel corridors between waterways, woodlands, grasslands and the Brillion Wildlife Area. Farmland also provides cover opportunities and large contiguous open spaces needed by wildlife.

The remaining areas of the community (i.e. residential areas, road corridors, and other developed areas) are not classified as primary wildlife habitat areas - though certainly animals do wander into these areas.

Exotic and Invasive Species

Non-native, invasive, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat damaging crops and the tourist economy. Local invasive species include: purple loosestrife, phragmites, Japanese knotweed, common and cut leaf teasel, garlic mustard, spotted knapweed, wild parsnip, honeysuckle and buckthorn, among others. The WDNR requires that any person seeking to bring an exotic or invasive fish or wild animal for introduction in Wisconsin obtain a permit. A list of recommended prohibited and restricted species has been developed by the WDNR and may be passed by the state legislature in 2009. The City and Town can help combat invasive species by educating and

WILDLIFE HABITAT FRAGMENTATION

A primary threat to wildlife is fragmentation -- the breaking up of larger habitat areas into smaller sections. Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges -- where two dissimilar habitats meet (i.e. grassland and residential subdivisions).

To prevent further fragmentation, forested areas shown on the *Natural Features Map* should also remain largely intact to maintain their integrity.



Purple Cone Flower at the
Brillion Wildlife Area

encouraging residents to use native plants in landscaping. Adoption of best management practices to prevent the spread of invasive species by the City and Town should be encouraged.

Calumet County Aquatic Invasive Species Coordinator

Through grant funding provided by the Wisconsin Department of Natural Resources, Calumet County has an Aquatic Invasive Species (AIS) Coordinator. The AIS Coordinator works independently with citizens and organizations to educate, monitor, and control invasive species within Calumet County. The AIS Coordinator is available to assist the Brillion Community with any issues related to invasive species.

Threatened and Endangered Species and Communities

There are many threatened and endangered plant and animal species, and species of special concern in Calumet County. Specifically, blanchard's cricket frog, northern ringneck snake, banded killfish, greater red horse, broadwinged skipper, yellow rail, prairie parsley, ram-head lady's slipper, snow trillium, and yellow gentian are found in the county. Additional threatened and endangered species include Wild Quinine, pale purple cone flower and a variety of snake species. Whooping cranes have been confirmed in the Brillion Wildlife Area. Although a more specific list is not available for the Brillion Community, a complete, up-to-date list of endangered plant and animal species in Calumet County is available on the WDNR website.

Rare wildlife habitat areas, or communities, in Calumet County include: Snake hibernaculum, bat hibernaculum, dry cliff, emergent aquatic, floodplain forest, moist cliff, northern wet forest, open bog, shrub-car, and southern mesic forest.

Local DNR officials report that the Brillion Wildlife Area has restorations of prairie plants that are listed as state threatened, including: Wild Quinine and Pale Purple Coneflower. Species of special concern, such as ospreys and bald eagles, nest in the Brillion Wildlife Area. Blanding turtles, also listed on the state threatened species list, are found within the county.

Metallic and Non-Metallic Mining Resources

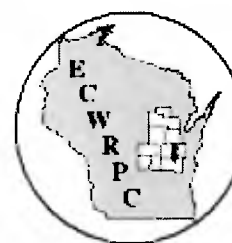
As part of NR 135, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin may adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as gravel pits and rock quarries. If a community does not develop its own ordinance, the county may develop an ordinance to regulate operations. Regional planning agencies can also develop ordinances for counties within their region. The ordinances must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the mines.

ECWRPC, under an agreement approved in July, 2001 is the regulatory authority for administering five individual, county-adopted, Non-Metallic Mining Reclamation Ordinances for Winnebago, Calumet, Outagamie, Waupaca and Shawano Counties. This agreement transfers permit issuance and reclamation plan review/approval authority to the ECWRPC for the program; however, the individual counties are still responsible for enforcing ordinance requirements should any problems arise with sites, operators or landowners. The ECWRPC only oversees the reclamation aspect of active sites in these counties as it relates to the NR-135 requirements. Zoning and other operational issues of sites are still administered by a town or county under their existing zoning regulations.

The process of locating a mine continues to be a local matter governed by local authorities under existing zoning procedures. The new reclamation

Exotic and Invasive Species

To prevent the spread of invasive species like *zebra mussels* and *Eurasian water milfoil*, boat launching regulations are in effect which prevent boaters from launching with invasive species attached to their boat or trailer. Boaters must remove water from bilges, drain water from engines and other containers. For more information, visit the WDNR web site at: www.dnr.state.wi.us or contact the Calumet County Aquatic Invasive Species Coordinator at (920) 849-1442.



Information about the **NR 135 permits** issued by the East Central Wisconsin Regional Planning Commission for the mining operations in the Brillion Community is available on-line at: www.eastcentralrpc.org.

requirements through NR 135 add to the status quo but do not replace or remove current means of regulation. The requirements neither regulate active mining process nor have any effect upon local zoning decisions like those related to the approval of new mine sites.

There are three properly permitted, active non-metallic gravel mining operations in the planning area:

- **Western Lime Corporation** owns a pit operated by Michaels Materials (15 active acres and 30 acres in reserve status) in Section 24, north of the City limits.
- **Kempen Excavating** operates an active pit facility in Section 2 of the Township. This site includes one active acre of non-metallic mining and seven acres in reserve.
- **Hilltop Trucking & Excavating** operates an active pit facility in Section 12 of the Township. This site includes one active acre of non-metallic mining and 20 acres in reserve.

The location of all active quarry sites is provided on the Existing Land Use Maps provided in *Appendix B*.

Air Quality

The following is from the Wisconsin Department of Natural Resources:

“A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health; another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an attainment area; areas that don't meet the primary standard are called non-attainment areas.”

Calumet County is an attainment area. This situation is not expected to change in the future. County, state and federal air quality protection standards are in place to maintain and improve the local air quality. The nearest air quality monitoring stations are located in the cities of Manitowoc, Fond du Lac and Appleton.

Historical and Cultural Resources

Cultural resources, like natural resources, are valuable assets, which should be preserved. They provide a community with a sense of history, and support a sense of community and togetherness, which makes a community like Brillion a friendly place to live. As part of the community survey effort, respondents were asked to identify areas of cultural or historic significance in the City and Town. Some of the most popular areas identified include:

- The Brillion Nature Center
- Brillion History House
- The Ariens Company Museum
- Haese Memorial Village, Forest Junction (Listed on the State and National Register of Historic Places in 1982)
- Horn Park, City of Brillion
- Neumeyer House, City of Brillion
- Brillion High School, off USH 10
- Brillion Wildlife Area
- Forest Assembly Grounds, Forest Junction

Endries Center for the Performing Arts

Thanks to a generous donation from Bob and Pat Endries, the new Brillion High School offers a performing arts center for school and community use. In the short time since the facility has been operating, it has been used for several community and school productions. The Coordinated Plan Committee consistently identified this facility as an important local entertainment venue.

Churches

There are several churches in the Brillion Community. These institutions are an integral part of the community and provide opportunities for faith and fellowship.



Zion United Methodist Church,
Forest Junction

Area Churches

- Brillion Methodist Church, W908 Rusch Road, Brillion
- Community Assembly of God, 821 Fairway Drive, Brillion
- Faith United Methodist Church, 204 Horn Street, Brillion
- Holy Family Parish, 1100 West Ryan Street, Brillion
- Peace United Church of Christ, 489 S. Glenview Ave., Brillion
- St. Bartholomew Lutheran Church, 105 Horn Street, Brillion
- Trinity Evangelical Lutheran Church, 601 E. National Avenue, Brillion
- Zion United Methodist Church, N8893 Church Street, Forest Junction

Museums

There are two museums located in the Brillion Community. The Haese Memorial Museum is on the east side of Forest Junction off Randolph Street. This complex consists of 12 buildings, including a:

- Grocery (w/living area)
- Furniture store
- Hardware store
- Farm implement store
- Lumber store
- Feed store

The living quarters include all of the original furnishings of the Haese family, and several antiques are also found in the grocery store. Since 1962, the Haese Memorial Museum has been under private ownership and is not open to the public at this time.

Another museum in the Brillion Community is the Brillion History House and Museum, located at 110 N. Francis Street in Brillion, houses a unique collection of Brillion artifacts, including an extensive photo collection. The Brillion Historical Society maintains the facility through volunteer support. There are no regular hours of operation, but is open by appointment.

The Ariens Company Museum opened in 2003 and is located at 109 Calumet Street in Brillion. The 7,000 square foot museum features seven decades of power equipment. The museum showcases two-wheel tractors, snow

blowers, lawnmowers, riding lawnmowers, tractors, and commercial mowers and tillers. There are no regular hours of operation, but is open by appointment.

Historical Societies

Brillion Historical Society

The mission of the society is “to develop, maintain, and update a written and recorded history of the Brillion area, and to collect artifacts relative to that history, so that present and future generation may be able to study and take pride in the Brillion area heritage.” In addition to operating the Brillion Historical Museum and History House, they also sponsor the annual Christmas Tree Display and Holiday Open House. They meet at the Brillion Community Center at 7 p.m. on the 1st Monday of the month. For more information, visit their website, www.brillionhistoricalsociety.org.

Haese Memorial Village Historical Society

The Haese Memorial Village Historic District, located at the corner of Milwaukee Street and Randolph Street in Forest Junction, was listed on the National Register of Historic Places in 1982. For more information about the Society, please mail N8874 Church Street, Forest Junction, WI, 54123.

Buildings, Districts and Archaeological Sites

There are several historic properties in the Brillion Community. The table located in *Appendix E* provides available information related to the historic properties/districts and archaeological sites/cemeteries in the area. The information was obtained from the Architecture and History Inventory (AHI) and the Archaeological Site Inventory (ASI).

The AHI is comprised of written text and photographs of each property, which document the property’s architecture and history. Most of the properties became part of the AHI as a result of systematic architectural and historical surveys. Inclusion in the AHI conveys no special status or advantage; it is merely a record of the property. The AHI inventory, located in the appendix, is housed at the State Historical Society of Wisconsin in Madison and is maintained by the Society’s Division of Historic Preservation. For more information, visit www.wisconsinhistory.org/ahi.

The ASI is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present. It includes only those sites that have been reported to the Wisconsin Historical Society. AIS information is confidential and is not subject to Wisconsin’s open records law (Wis. Stats. §§44.48 and 157.70). This information is also protected by Federal Law. This caution not only helps protect archaeological sites but also protects landowners since private landowners own the majority of archaeological sites. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.

Funding Opportunities

External funding is essential for many successful preservation related projects. The Wisconsin Historical Society maintains a database that can help identify private and public sources of funding assistance for projects related to the documentation and preservation of Wisconsin’s historic places. Assistance types include grants, low-cost loans and tax credit programs. There are funding programs administered by federal, state and local agencies, as well as by private organizations. Eligibility, application requirements and level of competition vary according to the goals of each grantmaker. The funding database can be found at www.wisconsinhistory.org/hp/funding/. Below are a few examples of tax credit programs available through the state and federal governments.

Historic Home Owner’s Tax Credits

A 25% Wisconsin income tax credit is available through the Wisconsin Historical Society for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects.

Historic Preservation Tax Credit for Income-Producing Historic Buildings

A 20% federal tax credit for rehabilitation of income-producing historic buildings. An additional 5% Wisconsin tax credit for those who apply for and receive project approval before beginning physical work on their projects. This program is administered through the Wisconsin Historical Society.

Non-Historic 10% Income Tax Credit

A 10% federal tax credit for the rehabilitation of buildings built prior to 1936 that are NOT listed on the National Register of Historic Places and are not intended to be used for residential purposes. The U.S. Department of Treasury - Internal Revenue Service administers this program.

Current Policies, Trends and Programs

Zoning

The Calumet County Zoning Ordinance regulates the Town of Brillion. Land uses within the Town, including agricultural and natural areas, must adhere to the zoning requirements (height, density, etc.) stipulated in the Calumet County Zoning Ordinance (Refer to the Existing Zoning Maps provided in Chapter 8).

The Calumet County Zoning Ordinance seeks to protect farming operations through the use of the Exclusive Agricultural Zoning classification. In addition, the ordinance includes a Conservancy District. Conservation or cluster subdivision developments are permissible under the R-4 zoning district. To allow these developments, the Town will need to coordinate with the county to assess locations that would be appropriate. Calumet County is in the process of completing a comprehensive revision of the zoning ordinance. It is anticipated that adoption of the new zoning ordinance will occur in 2009.

The Town does have the ability to adopt its own subdivision ordinance. In order for a Town subdivision ordinance to be enforced it must be as restrictive as the county's.

The City of Brillion has its own zoning ordinances and other policies to regulate and protect agricultural and natural areas within the City limits. Specifically, the City has an A-1 Agricultural Zoning District which provides for "the continuation of general farming and related uses in those areas of the City that are not yet committed to urban development" (Sec 106-90). Additional information about the City of Brillion Zoning Code is provided in Chapter 8.

Shoreland/Floodplain Zoning

Shorelands and floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention and habitat for various type of wildlife. The State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problem associated with development in these areas. Development in shoreland areas is generally permitted, but specific design techniques must be utilized. Development in floodplain areas is strictly regulated and in some instances, not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Codes NR115.116 and 117, and is established in the Calumet County Zoning Ordinance.

The Shoreland Zoning Ordinance adopted by Calumet County in 1993 regulates shoreland uses and development in unincorporated areas of Calumet County within 1,000 feet from the ordinary high water mark of a lake, pond or flowage, and within 300 feet from the ordinary high water mark of a river or stream.



The Calumet County Planning Department maintains a web site with general zoning information at www.co.calumet.wi.us.



The City's official Zoning Map is available on line at www.ci.brillion.wi.us.

To obtain a copy of the *Calumet County Land and Water Resource Management Plan*, contact the County Conservationist at (920) 849-1444.

The Calumet County Floodplain Zoning Ordinance (2008) regulates all areas within the unincorporated limits of Calumet County that would be covered by a 100-year flood event. The ordinance restricts any development in the floodplain that will cause an obstruction to flow or cause an increase in regional flood height due to floodplain storage area lost. The ordinance prohibits the development of a dwelling designed for human habitation in the floodplain or floodway. Dwellings may be constructed in the Flood Fringe, provided the elevation of the lowest floor (excluding the basement or crawlway) is above the flood protection elevation and measures are taken to flood proof the basement and crawlspace.

The City of Brillion has its own detailed Floodplain District Ordinance and Shoreland-Wetland District Zoning Ordinance. These ordinances offer similar protection as the Calumet County Ordinance.

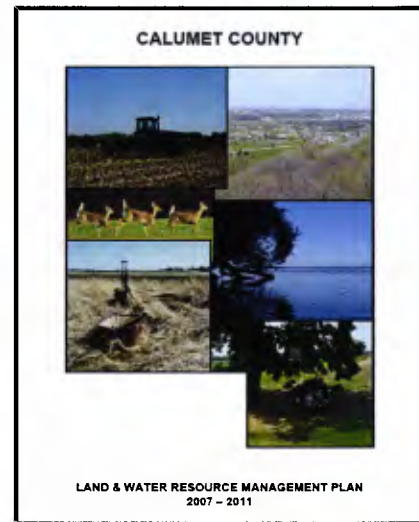
Calumet County Land and Water Resource Management Plan, 2007-2011

The Calumet County Land and Water Resource Management Plan serves as a guiding document on how government and citizens will work together to improve the land and water resources of Calumet County. The plan summarizes land and water resource conditions, identifies resource concerns, and outlines strategies to address those concerns.

The plan includes four primary goals:

1. Improve and protect groundwater quality.
2. Improve and protect surface water quality.
3. Improve and protect soil quality.
4. Improve and protect habitat quality.

To implement the goals and objectives in the management plan, a number of tools were identified including information and education tools, conservation practices, incentives, regulations, and programs and partnerships.



Farmland Preservation Plan/Exclusive Agricultural Zoning

Maintaining productive land for agricultural uses has been a long-time goal in Wisconsin. To achieve this goal, the state has enacted several types of legislation that provide monetary incentives to eligible landowners to keep their land in a productive state.

The Wisconsin Department of Agriculture, Trade, and Consumer Protection manages a Farmland Preservation Program to help towns, municipalities, and the counties to develop exclusive agricultural areas and manage land use. The program works by assisting counties in creating county agricultural preservation plans. These plans typically lay the groundwork for exclusive agricultural zoning districts which then designate preferred agricultural operating areas. Calumet County adopted its Farmland Preservation Plan in 1988. Farmers participate by signing an individual, long-term agreement that stipulates the terms of land use as exclusive agriculture. The farmland preservation program provides state income tax credits to farmers who meet the program's soil and water conservation standards and who designate their land use for agricultural purposes only. According to Calumet County Planning Department, the Town of Brillion had 1,059.2 acres of land enrolled in the farmland preservation program in 2004. This accounts for 7.6% of the total acres enrolled in Calumet County. However, the Town believes that those numbers are inaccurate and think that more farmers have agreements.

Calumet County is in the process of rewriting the Farmland Preservation Plan. The draft plan includes suggestions that are part of the Wisconsin Working Lands Initiative. It is anticipated that the new plan will be adopted in 2009.

Exclusive Agricultural zoning works with the state's farmland preservation programs to provide the highest tax credit benefit to the farmer. Regardless of when a farmer entered their farmland preservation agreement, if zoned

Exclusive Agricultural, the farmer would be eligible to continue to claim credits (provided his land was identified in the Farmland Preservation Plan as agricultural).

Data from the Calumet County Planning Department indicates that in 2009 approximately 16,446.72 acres of the Town of Brillion (77% of the town) was zoned Exclusive Agricultural. This effort provides interested farmers the opportunity to obtain credits.

Exclusive Agricultural Zoning ordinances must be certified by the state. To meet certification requirements, the ordinance must be consistent with the governmental body's adopted Farmland Preservation Plan, and comply with

Section 91.75 of the Wisconsin State Statutes (which specify minimum requirements for the ordinance). The two main components most farmers remember about the ordinance are that the ordinance specifies minimum lot sizes and limits development that is not consistent with agricultural use.



Town of Brillion Farm

Calumet County adopted Exclusive Agricultural zoning in late 1984 (zoning requirements in the town are established and enforced by Calumet County). Calumet County is anticipating on amending the county zoning ordinance in 2009. The Town intends to retain Exclusive Agricultural Zoning. The exclusive agricultural areas of the Town are seen on the Zoning Maps provided in the *Appendix B*.

Brillion Wildlife Area History and Management

In late 1975, the WDNR completed an Environmental Impact Statement (EIS)³ for the proposed acquisition, development and management of the Brillion Wildlife Area. Management activities outlined in the EIS included:

- Creation of a 2,620 acre flowage (i.e. flood area)
- Construction of a dam (Potter Dam) and 1,200 foot channel of the North Branch of the Manitowoc River
- Construction of three runoff ponds
- Clearing a channel for Spring Creek by removal of old culverts, debris, and cattail vegetation and development of a series of small potholes. (Dredging was not proposed).
- Establishment of two scenic overlooks
- Establishment of four small parking lots
- Construction of a nature center
- Establishment of hiking trails

NATURAL RESOURCES BOARD POLICIES ON WILDLIFE MANAGEMENT

The policies that govern the management of the State Wildlife Areas, including the Brillion Wildlife Area, are outlined in NR 1.015, NR 1.11, NR 1.41, NR 1.44, NR 1.445 and NR 1.60.

These policies provide direction for land management, acquisition (including cooperation with neighboring governments related to land acquisition) and master planning. According to the policies, the primary goal of wildlife management is to provide healthy life systems necessary to sustain Wisconsin's wildlife for their biological, recreational, cultural and economic values.

The complete text of these policies is available on the internet at www.wisconsin.gov.

In 1973, during development of the EIS, the Calumet County Board of Supervisors adopted a resolution opposing construction of a dam (Potter Dam) for impounding water in the Brillion Wildlife Area. The resolution stated that the proposed impoundment would kill trees and other vegetation, flood existing lowlands, and raise the water level on area farms. The County Board passed a second resolution in 1974 petitioning the Department of Natural Resources to dredge a channel for Spring Creek from the western Brillion City limits to the junction with the North Branch of the Manitowoc River to relieve flooding problems in Brillion. The City passed a similar resolution in 1975, which was included in the WDNR EIS.

The Town of Brillion, in a letter dated June 4, 1975, also opposed the building of the Potter Dam and flooding of the marsh for waterfowl habitat. The Town was concerned that the marsh would support a large goose population that would have an adverse impact on farming operations. Likewise, residents were concerned about flooding of farmland in the area.

In response to these objections, WDNR considered the impacts on agricultural uses in the area as well as dredging Spring Creek. The EIS acknowledges (pg 49 of EIS) that the Spring Creek area was subject to annual flooding as a result of snowmelt runoff and rainfall. Likewise, lack of drainage and water logged soils were an obstacle to agricultural production in parts of the Brillion Watershed. The WDNR indicated in the EIS that the proposal to remove the debris and cattails blocking Spring Creek to increase the velocity of water going through the channel would be sufficient to handle stream flow most of the year. Furthermore, the proposed dam could relieve flooding downstream during annual flood events (pg 51 of EIS). The EIS goes on to say that establishment of the Brillion Wildlife Area flowage would have no effect on flooding problems above the Glenview Bridge located on Spring Creek, west of the City (pg 57 of EIS). However, the EIS indicates in the same section that flood relief is expected to be minimal (pg. 58 of EIS).

The EIS also states that fluctuation of the water table due to development of the flowage area was not expected to substantially alter agricultural capabilities of adjacent farmlands (pg. 62 of EIS).

Specifically in response to the dredging of Spring Creek, the EIS indicates that the dredging could not significantly reduce flooding within Brillion because the bridges and culverts in Brillion act as the control for Spring Creek rather than the undefined channel in the upper marsh. Furthermore, the EIS indicates the effects of dredging the creek would create the potential for drying the marsh in the summer (pg. 68).

After considering these objections against the benefits the marsh and associated environs would provide for wildlife, the WDNR proceeded with the projects outlined in the EIS. Today, most of the objectives in the original EIS have been completed; however, flooding remains an issue for residents in the City and Town of Brillion.

In 1979, the WDNR completed and adopted the Brillion Wildlife Area Master Plan to address the long-term management of the newly acquired Brillion Wildlife Area. The primary goal established in the plan is to:

Develop and manage the Brillion Wildlife Area for waterfowl production and broad spectrum of hunting recreation; and to provide opportunities for educational and compatible non-hunting recreational objectives.

BURNING IN THE MARSH

The DNR uses prescribed burning as a tool to maintain grassland, wetland and timber vegetation in the Brillion Wildlife Area. The DNR makes every effort to prevent impacts from burning (and other maintenance measures) on adjacent properties. The City and Town support the measures the DNR takes to control vegetation growth along roadways and around other developed areas.

SUMMARY OF MAJOR MANAGEMENT ACTIVITIES FOR THE BRILLION WILDLIFE AREA

1979 – 2002 *

1979 – Present. Acquire additional property

1980 – 2002. Buffered property to reduce silt accumulation

1983 – Present. Assist with establishment of privately run nature center

1984 – 1993. Broke up several roads in marsh to restore flow to channel

1984 – 1997. Helicopter spraying of cattails

1990s. Assisted Town with efforts to rebuild Conservation Road

1993-2002. Established several small parking areas and ponds

2002. Completed Conservation Road Flowage on 51 acres to enhance and restore wetland

** Summary information obtained from Dick Nikolai, Wildlife Biologist, Brown, Calumet & Outagamie Counties.*

This goal has a history of conflicting with the land management objectives of neighboring landowners in the City and Town. Management objectives included in the plan relate to the following:

- Produce ducklings annually by developing and managing wetlands and upland cover.
- Provide participant days in relationship of hunting of game species, dog training and dog trialing.
- Provide adequate food and cover base to maintain a wintering deer herd.
- Protect one scenic area, one historic area and an archeological area.

The Brillion Wildlife Area Master Plan is dated. The City and Town strongly support updating the plan to address current concerns. Despite the age of the plan, the present-day WDNR Wildlife Management mission compliments the goal of the Brillion Wildlife Area Master Plan:

Protect and manage Wisconsin wildlife population and their habitats, and, to promote wildlife enjoyment and appreciation for the benefit of current and future generations.

The WDNR continues to follow the goals and objectives of the 1979 plan, as well as current goals, to:

- Promote land stewardship practices favorable to wildlife in terrestrial and aquatic systems,
- Share responsibility for wildlife resources,
- Provide a wide range of wildlife recreational opportunities,
- Improve people's knowledge and appreciation of wildlife,
- Strengthen the wildlife database, and
- Be a leader in professional wildlife management.

In accordance with these goals, the WDNR discourages residential, commercial and industrial development adjacent to the marsh.

The Brillion Wildlife Area is a critical habitat - the primary wetland - in Calumet County. The following actions are recommended to protect the Brillion Wildlife Area:

- Provide financing for rebuilding Center Road, but do not allow for roadway expansion that accommodates additional traffic lanes. Also, seek to provide at grade animal crossings along the roadway using available grant funds.
- Encourage the DNR to cut back forested areas along Center Road to increase the buffer between wildlife habitat and the roadway.
- Seek to limit development adjacent to the Brillion Wildlife Area to protect this natural area and minimize conflicts between people and wildlife. Specifically:
 - Restrict future development on the north side of Center Road. The current Calumet County Zoning requirements severely limit development in this area. If annexed into the City, conservation and cluster subdivisions should be required to maintain wildlife habitat areas and minimize habitat fragmentation. Development in Sections 27 and 28 should be connected via trails to the City, including the Brillion High School, and should be limited to 30% of the total land area north of Center Road.
 - Development south of Center Road in Sections 28 and 29 should be limited to agricultural and rural residential development. Where possible, landowners should coordinate with the WDNR to seek purchase of development rights. Development density should not exceed one home per 10 acres. No subdivision development should occur in this area.
 - Future residential subdivision development adjacent to the Brillion High School should not extend south of the Section 21 and 22 boundaries. All development in this area should be oriented toward

the high school, as a neighborhood focal point, and traffic should be directed toward limited outlets along USH 10, not toward Center Road.

Annexation and Development Trends

Beyond the external threats to farming associated with the poor agricultural economy and a decreasing supply of farm workers, farming faces additional threats in Brillion. First, as growth has occurred in the City, annexation of land has become a perceived threat to farms adjacent to the City. Historically, property owners have initiated annexations to develop their property and utilize City services. Though not anticipated, if the City were to decide to become more aggressive in its annexation efforts, the threat to farmland would increase.



Farm Outside Forest Junction

Of more immediate concern, is the influx of residents, who have moved to the area seeking rural housing opportunities. These individuals acquire large areas of farmland for limited residential development (i.e. 1 house on 30 acres or more). This situation consumes vast areas of productive farmland.

The Brillion Wildlife Area is not suitable for development and is therefore protected from development pressure. However, people want to live near the marsh because of the quiet setting it offers. It will be important to establish buffers to protect the marsh and minimize conflicts between marsh management and adjacent development.

Other natural resources like Black Creek, Round Lake, and the scattered woodlands are relatively unprotected from development pressure. As people seek to develop in the area, efforts must be made to protect these areas by enforcing the provisions of the County and City zoning ordinances and the guidelines recommended in the Calumet County Land and Water Resource Management Plan.

Agricultural, Natural & Cultural Resources Issues & Concerns

Groundwater Issue

The Town of Brillion should continue to coordinate with the Calumet County Land and Water Conservation Department a well testing program for the Town. During the planning process some concerns were raised about drawdown from local quarry operations. Other groundwater problems such as nitrates, bacteria, and radium have been identified in the Town. All of these concerns and occurrences should be monitored in the future.

Brillion Wildlife Area Management

As is indicated previously in this chapter, the City and Town have conflicted with the WDNR management of the Brillion Wildlife Area. Some of this conflict is due to the age of the Brillion Wildlife Area Master Plan. To more effectively address these concerns as they relate to management of the marsh, the City and Town of Brillion would like to see the plan updated.

Updating the Brillion Wildlife Area Master Plan, would involve a new feasibility study (similar in nature of the EIS completed in 1975). Furthermore, the process to update the goals, objectives and policies of the master plan would provide for public involvement. Given budgetary constraints, it is possible that any update of the Brillion Wildlife Area Master Plan may occur in conjunction with other area wildlife master plans.

Coordination with Other Comprehensive Plan Elements

The development of the Agricultural, Natural and Cultural Resources Element required coordination with all of the required plan elements, and is critical to the success of the plan.

Transportation

Transportation improvements may support additional development. Likewise, additional development may require new or upgraded roads. These improvements may lead to impacts on wildlife habitat areas as residential development increases. To minimize the impact on wildlife and natural areas, the City and Town should monitor developmental impacts closely and consider development techniques that offer greater environmental protection (i.e. conservation subdivisions, easements, mixed use development, etc.). These types of development seek to offset the impact of dispersed development patterns that force people to make more automobile trips each day.

Land Use

Brillion Community residents clearly indicated that the preservation of agricultural operations and the protection of natural resources is a priority. The Future Land Use Maps were developed with special consideration to these priorities. The implementation element will guide protection efforts through the enforcement of desired planning and zoning requirements.

Housing

Housing, if not carefully located and planned for, can have a severe impact on natural resources and farming operations. The Brillion Community desires a rural development pattern that protects natural resources and farmlands, while still accommodating some residential and economic development. To achieve this, development is encouraged in the City limits and Forest Junction, where services are available. This housing strategy is reflected on the Future Land Use Maps.

Goals and Objectives

It is the vision of the City and Town that the community will retain its rural character by continuing to enjoy a mix of scenic areas and farming operations through 2020. Natural resources will be protected and serve as an environmental, recreational, and economic asset. Residential and commercial development will be in harmony with the area's natural environment.

The City and Town will support the continued efforts of neighboring communities, school districts, Calumet County and the State of Wisconsin, to provide cultural and historic resources that can be used by local residents. The City and Town will also work, in accordance with the Intergovernmental Coordination Element of the Wisconsin "Smart Growth" Law, with neighboring communities, Calumet County, the ECWRPC and the State of Wisconsin to ensure that natural resources are adequately protected for future generations. Chapter 11 (Implementation Element) provides the list of Goals and Objectives for the Brillion Community.

Agricultural, Natural and Cultural Resources Policy Statements

As is discussed in the Introduction Chapter, rather than establish a series of policy statements, this plan includes a vision for each of the nine required plan elements. However, given the over-riding importance of the Agricultural, Natural & Cultural Resources Element and its far-reaching impact on the other eight elements, it is necessary to define some specific policy statements here:

It is the policy of the City and Town of Brillion to:

- Direct new residential and commercial/industrial development to areas within the Forest Junction Sanitary District and the City of Brillion in order to maximize available infrastructure and protect rural farmland areas, wildlife habitat areas and corridors, woodlands, grasslands, and the Brillion Wildlife Area.

- Encourage Concentrated Animal Feeding Operations to locate outside the limits of the Sanitary District Planning Areas, as defined by the East Central Wisconsin Regional Plan Commission, so as to minimize the potential for conflict with residential development.
- Discourage development of existing prime farmland for future non-agricultural use unless consistent with the comprehensive plan.
- Ask Calumet County to revise their Growth Management Policy and Subdivision Ordinance to allow density based lot sizes rather than standard lot sizes. A density-based approach can be more conducive to preserving agricultural land and open space.
- Not extend municipal services into farmland areas unless a plan for their immediate use is in place.
- Enhance cooperative efforts with the county to educate landowners on groundwater and the effects land use can have on water quality. The Town will encourage well testing in the Town and will meet with the Calumet County Groundwater Specialist to help develop a well maintenance program and groundwater clarity plan.

¹ Data available on-line from the Program on Agricultural Studies – a division of the UW-Extension at <http://www.pats.wisc.edu/landuse/rpcmaps.htm>

² Information used to develop this section was obtained from:
Soil Survey of Calumet County, United States Department of Agriculture Soil Conservation Service, 1980
Calumet County Land and Water Resource Management Plan, Calumet County Land and Water Conservation Department and NRCS Staff, March 1999.

³ Page references are provided in this section from the *Environmental Impact Statement for Proposed Acquisition, Development and Management of the Brillion Marsh Wildlife Area*, Calumet County, WI as approved by the WDNR in 1975.

7.0 ECONOMIC DEVELOPMENT ELEMENT



Introduction

According to the Smart Growth Law, the purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. To address this requirement, this chapter includes:

- Highlights of the labor force information from Chapter 2;
- An assessment of strengths and weaknesses with respect to attracting and retaining business and industry;
- An overview of programs that deal with environmentally contaminated sites for commercial or industrial uses; and
- A list of organizations (and contact information) providing economic development programs at the county, regional, state and federal levels.

Economic Development Vision

In 2020, non-agricultural economic activity has expanded but is still concentrated along the HWY 10 corridor, Forest Junction and downtown Brillion. Agri-business has remained strong in the rural portions of the Town. Economic development has been accomplished in harmony with the area's natural environment and its residential neighborhoods.

Labor Force and Economic Base

Chapter 2 provides a detailed analysis of the local and county economy as well as the labor force. Highlights from that chapter include:

- Calumet County has traditionally had a higher participation rate than the State of Wisconsin. The 2000 participation rate for Calumet County was 75.1%, while the state's rate was 69.0%.
- The City of Brillion's 2000 participation rate was 71.7% and the Town's participation rate was 77.5%.
- Manufacturing employment represents approximately 26 percent of total employment and over 39 percent of wages earned by Calumet County residents.
- About half of all employed Calumet County residents work outside the county.
- Fewer residents of the City and Town of Brillion have advanced degrees compared to all residents of Calumet County.
- The Town per capita income was \$21,927 and the City's was \$20,754. Both are competitive with the Calumet County per capita income figure (\$21,919).

These facts and statistics indicate that the Brillion Community has a modest economic base with opportunities for expansion.

Current Business Inventory

Historically, economic activity in the Town has been closely tied to the land. However, as additional residents have moved into the Town and as Forest Junction has developed, the importance of farming as an economic development opportunity has diminished somewhat.

The City enjoys a strong mix of manufacturing establishments; the growth and stability of the major industries have been largely responsible for Brillion's vitality and growth.

Commercial Businesses

Town of Brillion

The Town is a rural community with relatively easy access to nearby communities via USH 10. There are few businesses located in the Town. Residents generally travel to nearby communities, particularly the City of Brillion, to purchase needed goods and services.

Forest Junction offers a collection of businesses catering to local residents and passing motorists, including a post office, gas station/convenience store, auto body shop and equipment sales. An agri-business (tractor sales) is also provided in Forest Junction to support the surrounding farming areas.

Although not confirmed officially, some home occupation uses (i.e. child care, hair stylist, taxidermy, etc.) also exist without any special permits or other zoning approvals. The Town supports a resident's right to have a small business operation on his/her property or work at home, provided that the business activity or establishment does not create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, visual structural obstructions, etc.

City of Brillion

The City's commercial businesses are located in two districts: downtown Main Street, and along USH 10. According to the 2002 Market Analysis, Brillion has significantly fewer businesses compared to the 14 comparison communities studied. Conclusions made from this fact include that Brillion and its surrounding trade market area are considerably underserved. In past years, the retail/service sector has remained fairly stable.

USH 10. The USH 10 corridor stretches east-west through the northern half of the City. It is an important truck route between Manitowoc and Appleton and onward to the west.

Retail and service establishments along the corridor cater to both local residents and passing motorists. Much of the land along the corridor is occupied, but the potential exists for some infill activities and expansion on the edges of existing development.

Downtown Brillion. Downtown Brillion offers a much different economic environment. It includes a mix of small businesses that provide basic and specialized services and products with special attention to customer service. Several City facilities are also located downtown as well as Ariens Company Plant #2.

With access to USH 10 via CTH PP, downtown Brillion serves as a regional destination and point of interest for passing motorists.

Given its traditional compact design, customers can easily walk from one business to the next. Likewise, residents from adjoining neighborhoods find it convenient to walk downtown for needed goods and services. The community continually strives to make the downtown a gathering place and focal point for City activities.



Industrial Makeup

Measuring the industrial makeup is assessing the industries that make up the community's current economic base. By doing this, a community can better understand the types of companies it is likely to attract. Target industries will most likely include complementary businesses such as buyers and suppliers for existing businesses.

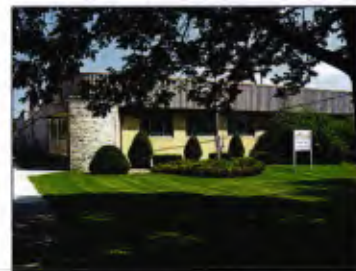
Town of Brillion

Due to the traditional makeup of a township, the Town of Brillion does not have any manufacturing or conventional industrial businesses. There are, however, smaller businesses industrial by nature that are located in Forest Junction.

City of Brillion

The City is home to three of Calumet County's 10 largest private sector employers.

- Ariens Company manufactures an internationally known line of yard and garden equipment.
- Brillion Iron Works has two divisions - the Foundry division and Farm Equipment division, producing both sand castings and agricultural equipment.
- Endries International processes bulk shipments of fasteners and other commodities, and offers an inventory management system.
- Professional Plating Inc. provides metal finishing, and line-ready part preparation services for the automotive, lawn and garden, and general metal fabrication and casting industries.



Regional Industry Mix

The Brillion Community is served by USH 10, and therefore in a position to serve not only greater Calumet County, but its neighboring counties as well. For this reason it is beneficial to also provide a brief overview of those counties' economic situation.¹

Brown County

Other than healthcare and hospital and medical services, Brown County shows a solid presence in the paper industry. Food products and processing are also important to the county's economy.

Calumet County

Of the top 50 private and public employers of Calumet County, machinery and foods processing are most predominant in number of employees supported. Value-added industrial processes such as metal stamping and electroplating are also prevalent in the Calumet market.

Fond du Lac County

Although machinery and equipment manufacturing are important to this county, the most prevalent industry for Fond du Lac County seems to be food products and processing. Healthcare is also an important factor for Fond du Lac County's economic base.

Manitowoc County

Manitowoc County is highly industrial, with many of its top employers belonging to the machinery and equipment manufacturing sector. Food products and processing although overshadowed by the manufacturing industries are quite important to the economy.



Outagamie County

Outagamie County's top employers mostly belong to the service sector. However, the paper industry is probably the most important, second to the food products and processing markets. The healthcare industry also maintains a prominent presence.

Sheboygan County

Although most assume this county is predominantly machinery manufacturing, this is simply not the case. Plastics technologies seem to be the main focus of this area. Food products and processing is also important.

Winnebago County

There is little doubt that Winnebago County's economic strength depends in large part on the success of the paper industry. There is also a strong presence of commercial and specialty printing in the area. There are not as many machinery or small engine manufacturers, although the few located in the area are quite successful and hold a respectable share of their markets.

Attracting and Retaining Business and Industry

Identifying and assessing a community's competitive advantage is an important step in understanding the community's economy and its capabilities to attract and retain business.

Location Factors

Location factors contribute most in business location decisions. Generally, industries like to be located in an area that best fulfills business needs, usually within a cluster.

Local Labor Market.

Compared to Calumet County overall, the Brillion Community has fewer residents with advanced degrees. Manufacturing employment represents about 26 percent of total employment and over 39 percent of wages earned by Calumet County residents. About half of all Calumet County residents work outside the County. Per capita income for the City is \$20,754, which is below the county's per capita income of \$21,919.

Financial Capital Availability.

The City of Brillion has a local bank that, by the nature of its organizational structure, is not limited to the types of loans available. There are no venture capital programs locally, but equipment and real estate loans are not uncommon. The City of Brillion has also established a local revolving loan fund, which has contributed over \$1.9 million in reinvestments within the community. Calumet County has a revolving loan fund as well, available to Brillion area businesses.

Access to Markets.

USH 10 and State Highways 32/57 are the perceived lifelines for the Brillion Community. Major metropolitan areas are identified as the home to industrial suppliers and customers.

Location (Approximate Distance in miles)

Milwaukee, WI	100
Madison, WI	120
Appleton, WI	25
Green Bay, WI	30
Manitowoc, WI	30
Chicago, IL	200
St. Paul/Minneapolis, MN	300

Transportation.

Transportation provides the capacity to move materials, goods and people efficiently and cost effectively. The Brillion Community is primarily served by highways and air transportation.

Facilities/Sites

The Brillion Community has been fortunate to have a solid industrial base without the aid of a municipally owned business park. However, in recent years the community has had to turn down business location opportunities for lack of adequate/available sites or facilities.

Knowledge Resources

Brillion does not have direct access to Research & Development facilities such as universities and research parks.

Education and Training

The Brillion Community is a direct beneficiary of various training programs offered by local technical colleges and non-profit training centers.

Fox Valley Technical College has a regional center located in the City of Chilton. This regional center has five major areas to serve the public; specialized training for business and industry, credit classes for technical and associate degrees, continuing education class for license renewals, GED/HSED/GOAL, and hobby classes.

The University of Wisconsin Fox Valley, located in the City of Menasha, is a two-year campus of the University of Wisconsin system. UW-Fox Valley provides the first two years of high quality liberal arts studies necessary as a foundation to university arts and science degrees as well as specialized professional and occupational degrees.

Business Climate.

The City has experienced a limited number of closings in recent years, despite the economy's rollercoaster effect. The year 2000 experienced three business closings, one of which was caused by a proprietor's death. 2001 experienced 1 business closing. There were no closings reported in 2002. The 2003 report identified four relocations within the City, four business closings or relocations outside the City's corporate limits, eleven new businesses, and eight business expansions including major renovations. There is no data available for the Town of Brillion.

Taxes/Regulations

The municipal tax rate has been a concern to existing businesses. Despite past efforts to decrease the tax rate, the City of Brillion is still considered one of the highest taxed communities in the area. Efforts to keep from increasing the local rate have been successful for over four years. With the ever increasing operational costs and declines in State shared revenue this will continue to be a concern for the Town of Brillion as well.

Quality of Life and Other Features

The Brillion Community has boasted about its high quality of life for many years. The crime rate in Brillion is the lowest in Calumet County. Brillion Public Schools have reported that Brillion's ACT scores were one point higher at 23.5 than the state average of 22.3; the Brillion school district graduation rate of 96.3% surpasses the State's 90.4%.

Town of Brillion

The Town has several positive attributes to offer potential businesses. Specifically, the Town has:

- A relatively low municipal tax rate (Assessed at 95.23% of full value – Rate that ranges from \$18.91 per thousand to \$21.29 per thousand, varies because of school, sanitary, and fire districts);
- Properties with USH 10 and STH 32/57 frontage;
- Land available for development;
- Municipal water and sewer service in the Forest Junction Area.

While the Town certainly enjoys its share of advantages, there are several weaknesses the Town must contend with when seeking to attract new businesses and industry:

- The Town population is not large enough to provide the customer base necessary to support a large commercial endeavor.

- Town residents are very mobile and can easily drive to nearby communities to purchase services and products.

City of Brillion

Based on the economic assessment of both the City and its regional neighbors, Brillion is in a favorable position to foster and encourage new business growth.

- The Brillion primary trade area is roughly approximated by a nine-mile ring around the City, with a U.S. Census 2000 population of 13,180. The City is a regional destination point.
- Easy access to USH 10, which connects to USH 41 and I-43. Transportation systems provide connectivity to the paper industry and plastics markets.
- The City enjoys a central location in the region.
- The City has ample space for development within the City's corporate limits, and may not require immediate annexation.
- An extensive array of City services are available to new businesses and workers locating in the City.
- Municipal sewer and water capacity available to support business development.
- Strong industries located in Brillion that require the dependability of suppliers.
- Regional initiatives designed to spark additional economic activity.

It is the opinion of the State of Wisconsin that economic growth will only be realized through the support and encouragement of new technology development. The State has further identified industry clusters throughout the region, and is making efforts to build upon the successes and growth of these industries. Based on this information, and the knowledge that Brillion is, in essence, a transition point from plastics to paper, opportunities are quite considerable.

The City also faces economic development challenges. The City has a high tax rate to pay for the quality services and amenities it offers to residents. (More information about City services is available in the Utilities and Community Facilities Element.) To attract economic development, the City continues to pursue ways to reduce its tax rate to stay competitive with other communities, while still maintaining its quality of life.

Economic Development Opportunities

Town of Brillion

The Plan Committee has indicated a preference for commercial and industrial development to occur in Forest Junction to protect the rural character and farmland in other portions of the Town. However, the committee does not envision significant commercial and industrial development within Forest Junction over the next 20 years. The Town Plan Commission has also expressed interest in targeting downtown Forest Junction as an area for redevelopment. This redevelopment would include a mix of uses (i.e. commercial and residential) that are sensitive to and complement the historic integrity of downtown Forest Junction.

While the Town would welcome some additional commercial and light industrial development to support the local tax base, it is important that any new development exist in harmony with the local environment. New industrial and commercial development should be "clean" and not produce a significant amount of waste, which could pose a hazard to the groundwater, streams, and wetlands. New development should also blend into the rural landscape and not represent a nuisance to residents. For example, new developments should include natural landscaping and attractive signage.

New development along USH 10 and STH 32/57 must not interfere with the traffic flow along these highways. Therefore, development in an industrial park development is preferred to direct access drives along these roadways.

City of Brillion

The following is a profile of the major studies completed by the City, and a description of how the results should be integrated and implemented with this plan. These studies have helped the City identify underutilized assets and find ways to take full advantage of existing infrastructure improvements. The two districts identified by City residents include the Downtown Commercial District, and the USH 10 corridor - west of the City.

Brillion Commercial Business District Market Analysis.

A market analysis is a comprehensive study that provides details about a business district's current condition, explores changes occurring in the marketplace, verifies consumer wants, needs, and spending habits from that district, discovers what the market will support, and provides the foundation for business development strategy creation. The study was completed in October 2002.

The Market Analysis identified a 9-mile ring trade area around the City of Brillion, and includes key economic, demographic and lifestyle data for the area. The report also provides some insight on potential impact of in-commuter spending on the community.

The recommendations included in the Market Analysis report should be implemented in conjunction with this plan to ensure that the economic development opportunities desired are being realized. This will require coordination with utilities and community facilities and transportation improvements identified in previous chapters. The recommendations of the Market Analysis should be reviewed in 5 years to measure progress and identify additional objectives.

Brillion Business Park Feasibility Study

In October 2002, a Business Park Feasibility study was completed for the City of Brillion. According to the recommendations, business park development should occur within the boundaries of two parcels currently owned by the Ariens Company, adjacent to Ariens Plant 3. Among the conclusions provided, it's estimated that:

- Development in this area would provide almost 100 acres of developable property.
- Over \$2.4 million in capital expenditures would be required to fully develop the property.
- Tax Incremental Financing should be used to make the park financially feasible.
- Approximately 261,400 square feet of buildings will be constructed (value about \$8.6 million).
- 392 jobs will be created.

Recommendations included in the report should be implemented in conjunction with this plan to ensure the economic development vision is being realized. Also, to minimize risk and still foster progressive economic development practices, the business park should be developed in phases. Marketing the business park should begin as soon as development initiatives begin.

2004 Economic Development Strategy

The City of Brillion completed its Economic Development Strategic Plan in 2004. This plan was a collaborative effort between the Community Development Committee, Brillion Chamber of Commerce and the Redevelopment Authority. This plan provides recommendations for growth based on location factors, industry clusters and land availability. The tasks identified were developed as an answer to the economic needs of the community and trade market area. The Economic Development Strategic Plan has been adopted by the Community Development Committee and the City Council to serve as an extension to this chapter of the Comprehensive Plan.

Brillion Downtown Master Plan

In January 2009, the University of Wisconsin – Milwaukee School of Architecture and Urban Planning collaborated with the City of Brillion to prepare a 10 Year Downtown Master Plan for the Main Street Business District. Utilizing the talents of five Urban Planning Graduate Students from UWM, the planning project consisted of developing a master plan for a 10 block area in Brillion's Downtown. Creating a vision of ***“Rediscover Downtown Brillion: The Center of a Great Community”***; the Plan establishes goals and strategies, design guidelines,

circulation and accessibility improvements, business enhancement strategies, and a plan of implementation for the next one, two, five and ten year time periods. The Downtown Master Plan is further supported by a series of Plan Appendices that document downtown land uses, zoning classifications, parking spaces, market analysis, and business / community survey results.

Completed in May 2009, the Plan is intended to be implemented by the City of Brillion Redevelopment Authority Commission, with technical assistance and support provided by the City of Brillion Community Development Department. Plan implementation projects that are currently underway in Downtown Brillion include a Building Façade Improvement Program with Zero Interest Loans; a streetscaping program, parking space improvements, a Tax Incremental Finance District (TIF) to encourage the redevelopment and revitalization of downtown buildings and properties; and a marketing program to promote the downtown and fill vacant store fronts. With the assistance of the Brillion Chamber of Commerce, a Business Retention and Business Ad Hoc Group has been formed to further promote and enhance the Downtown Business District. A direct outgrowth of these efforts has been the expansion the Downtown Farmers Market held at the Main Street Shopping Center from July to October of 2009, and in subsequent years to come.

Existing Underdeveloped Industrial and Commercial Areas

Town of Brillion

Commercial and industrial uses in the Town are concentrated in Forest Junction. Development in Forest Junction is limited in scale reflecting both the rural nature of the area and strong competition from the City. The opportunity does exist for enhancement of the commercial and industrial uses in Forest Junction, particularly at the intersection of STH 57/32 and USH 10. Land is available for expansion of existing businesses or to establish new businesses along the highway corridors near the intersections in a manner consistent with the pattern illustrated on the Future Land Use Map. Existing businesses could be improved to provide better pedestrian access to accommodate residents in the immediate vicinity, and also provide better landscaping and façade amenities to enhance the appearance of the area. This is consistent with the economic development opportunities described previously.

City of Brillion

Commercial and industrial uses in the City are concentrated within the Central Business District (Main Street) and along USH 10. Opportunities do exist for enhancement of the Main Street Corridor, which calls for façade improvements, streetscaping, and infill development.

USH 10 is considered the City's industrial corridor. While there is some land available for expansion in this area, floodways, wetlands, and flat contours make any further development challenging. If the City chooses to address the stormwater impact issue, the existing industries could be able to expand further in their area, and more land, such as the Westwind Development area could become more developable. This is consistent with the economic development opportunities described in the previous section.

Improvements to the USH 10 corridor could also improve traffic circulation and safety and help define industrial expansion options. These issues and opportunities are clearly defined on the Future Land Use Maps, and Natural Features Map.

Tools to Promote Economic Development

Tax Increment Financing (TIF)

Tax Incremental Financing (TIF) can help the Town or City of Brillion undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

General Procedure for Establishing a TIF

1. The municipality defines a TIF district. It may range in size from a single block to the entire Downtown area.
2. Tax assessments for the district are frozen at their current value.
3. The municipality, through its tax-increment finance authority, can acquire land and make capital improvements in the district (e.g. streets, lighting, landscaping, etc.) to make it more desirable to developers.
4. When development occurs, the value of the land in the district increases. This increased value is taxed, but for a period of time while the TIF district is in effect, the additional tax revenues go to the TIF.
5. This additional tax revenue is used to pay off the expenses incurred by the municipality in land acquisition and installation of capital improvements.

More information about establishing a TIF is available in Sections 60.85 (towns) and 66.1105 (cities, villages), Wis. Stats.

Industrial Revenue Bond

The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. Even though IRBs are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

For more information on the
Industrial Revenue Bond Program,
contact the Wisconsin Department of
Commerce at 608/267-0762 or get
information on the internet at:
www.commerce.state.wi.us.

Business Park Development

A business park (most commonly referred to as an industrial park) is a planned, coordinated development of a tract of land equipped to accommodate a community of industries by providing all necessary facilities and services in attractive surroundings among compatible neighbors. The business park administration and infrastructure is controlled by the community in which the park is located. The uses permitted are regulated by zoning and covenants. Both the City and Town have the authority to establish business parks within their community limits. Prior to establishing any business park, a feasibility study should be completed to ensure adequate demand exists. The City has conducted such a study.

As of the creation of this document, there are no industrial parks available for new business development. Over the years, City officials and staff have made every effort to direct business location inquiries to existing vacant buildings. Unfortunately, lack of quick site preparation and flexibility hindered efforts, and were not sufficient. Therefore, the community has struggled to attract new employers, losing out to neighboring communities like the Fox Cities, Manitowoc, and even smaller municipalities like Reedsville. The City has planned almost 100 acres in its north-west quadrant devoting it to industrial development. For this business park plan to come to fruition, a significant community investment is required, in terms of roads and site development, to serve this planned area.

Internet Marketing

The City and Town of Brillion markets itself on the internet by profiling significant community highlights. The City and Town should continue to keep this site updated to take full advantage of its marketing potential. A website has also been developed that highlights Forest Junction.

City of Brillion
www.ci.brillion.wi.us

Town of Brillion
www.townofbrillion.com

Forest Junction
www.forestjunction.org

Rapid Industrial Preparation Program (RIP)

If desired, a RIP could be established by the City. A RIP consists of two parts. The first is a semiformal organization of individuals who have key roles in the process of helping a prospective new business acquire and prepare space to begin operations. In the second part, the individuals involved in step one assist interested businesses in locating and establishing operations in the community. The general steps involved in operating a RIP are as follows:

1. City or other organization (i.e. Economic Development Corporation) should retain a current list of available properties for industrial and commercial development.
2. A set of plans for a modifiable speculative building is drawn, including a set of standardized accompanying site plans.
3. A contractor ready, willing and able to construct is identified and a price estimated.
4. Each of the potential legal interactions with the City is listed and the Community Development Director is prepared to walk the prospective business through that process. This may be accomplished through the current New Developers Folder offered by the City.
5. A mechanism for financing both the plan and equipment is established. The Community Development Director is prepared to do a preliminary screening of the project and the business to determine financial feasibility.
6. Linkages are established with schools, community colleges and vocational centers to provide customized training for newly hired employees (while construction of the building is being completed).

The Town could also encourage the establishment of a less formal RIP coordinated through the Forest Junction Civic League (described later in this chapter). This RIP could complete steps 1, 4 and 6 described above to help prospective business owners understand what property is available and the steps necessary to obtain development approval from the Town and County.

Calumet County Revolving Loan Fund

Calumet County, through a partnership with the Department of Commerce, administers a Business Revolving Loan Fund Program. The program is designed to create new employment, retain and expand existing businesses by providing business loans, on a competitive basis, with other financing resources. The loan terms and conditions vary. Applications may be submitted at any time and are processed in the order received.

Eligible Activities include:

- Land, buildings, machinery and fixed equipment acquisition;
- Site preparation and equipment installation;
- Construction, expansion, rehab or removal of existing buildings; and
- Working capital (inventory and direct labor costs only).

For more information about the Calumet County Revolving Loan Fund contact: Calumet County Planning Office at 920-849-1442.

To be eligible for the program, applicants must:

- Leverage a minimum of one dollar of private funds for every dollar of loan funds requested;
- Create or retain at least one full-time equivalent position for every \$20,000 of funds requested;
- Demonstrate that their project is viable and their ability to repay;
- Make at least 51% of the jobs created or retained available to persons of low to moderate income; and
- Locate all activities within Calumet County.

City of Brillion Revolving Loan Fund

The City of Brillion Revolving Loan Fund (RLF) works in much the same way as the County RLF. Also through a partnership with the Wisconsin Department of Commerce, the RLF was established to encourage the creation and retention of permanent jobs, encourage the leveraging of new private investment into the City, perpetuate a positive and proactive business climate, maintain and promote a diverse mix of employment opportunities, and encourage the development and use of modern technology and create safe work environments.

City of Brillion Zero Interest Loan Program

The City of Brillion Zero Interest Loan Program provides incentives to stimulate visible reinvestment in City of Brillion businesses. Property owners are encouraged to consider improvements that incorporate the surrounding community. These improvements should create a cohesive, inviting environment. The program provides dollars for actual project costs up to \$8,000 per property address, to commercial property owners and/or merchants for exterior building and site improvements. Priority will be given to façade restoration projects within the downtown commercial district.

Milk Volume Production Program (MVP)

The MVP program is designed to assist dairy producers that are seeking to acquire additional cows. The program is managed by the Wisconsin Department of Commerce. The goal of the MVP program is to provide qualifying dairy producers with needed financing and to partner with local communities to increase dairy production in Wisconsin. Assistance is limited to no more than \$500 per cow added to an operation or a maximum award of \$1 million. Additional information about this program is available at www.commerce.state.wi.us.

Northeast Wisconsin Regional Economic Partnership

Calumet County is a member of the Northeast Wisconsin Regional Economic Partnership (NEWREP). NEWREP focuses primarily on businesses engaged in research, development, or manufacture of advanced products. It can also help knowledge-based operations or any business that uses advanced technology production processes, systems, or equipment in traditional manufacturing operations. NEWREP has \$5 million in tax incentives available through the Wisconsin Department of Commerce Technology Zone Program to help stimulate the development of technology-based infrastructure and increase venture financing for companies. There are many other financial programs available. For further information contact the Wisconsin Department of Commerce or visit the NEWREP website.

Desired Business and Industry

Because farming is essential to the continued success of the local economy, it is critical that the plan protects agricultural areas. As a result, the economic development opportunities discussed in this chapter are encouraged in Forest Junction and in the City of Brillion only. Other areas of the Town are not encouraged for commercial or industrial development. (Information about agricultural trends, including expansion and retention is provided in the Agricultural, Natural and Cultural Resources Element Chapter of this plan.)

COMMUNITY SURVEY RESULTS

When asked to identify **new commercial development** that is needed in the Brillion Community, community survey respondents indicated that:

- Restaurants (74% encourage) and childcare facilities (78% encourage) were strongly desired. *[Since the survey was completed a childcare facility opened in the City. See the Utilities and Community Facilities Element for more information.]*
- Sixty-six percent (66%) of survey respondents indicated that the community should encourage some additional small specialty or niche stores.
- Residents generally did not favor additional convenience stores, grocery stores, or shopping centers.

When asked specifically about additional **industrial development opportunities** that should be encouraged in the community, residents strongly supported:

- Additional manufacturing facilities (82%)
- Agriculture-related industries (67%)
- Warehousing distribution (62%)
- Heavy industry (56%)

Survey respondents were less favorable toward the establishment of large-scale livestock operations (15%) and mineral extraction facilities (20%).

The City and Town want to be sure that new development does not jeopardize the local quality of life. Therefore, businesses and industries which locate in the area should be environmentally friendly, have limited outdoor storage (if any) to control unsightliness, generate minimal traffic and noise, and require only minimal lighting and signage.

A business will typically seek a location where a cluster of its industry type is prevalent. Although encouraging the cluster of businesses within a region is a good practice, it is also important to keep a relatively diverse economic base to avoid cyclical changes in any one industry. For these reasons, target markets will be identified, but efforts to recruit a variety of business types should continue.

In an effort to improve economic vitality, the State of Wisconsin has identified seven existing clusters or regional markets. These clusters represent the state's mature industries that have been the backbone of the economy.

- Dairy
- Food Products and Processing
- Paper
- Plastics
- Printing
- Small Engine Manufacturing
- Tourism

Residential Development

It is also recognized that in order to attract additional industry and business into the area, a healthy labor force must be present. The Brillion Community has identified residential growth as an economic development objective. Because of the quality school system, high quality of life and low crime rate, the community is ideal for raising a family. Furthermore, the community should market itself to appeal to Generation X which according to demographic statistics is now looking to settle down and raise a family.

The State has also identified three emerging clusters – those industries with high-growth potential which will strike a balance and achieve overall economic sustainability:

- Biotechnology
- Information Technology
- Medical Devices

Given these constraints and regional intentions, the City and Town would like to target the following types of development:

Agri-Businesses

- Nature-based businesses are encouraged in the Brillion Community, and include: strawberry-picking on local farms, pumpkin patches, farmers markets, and outfitters for outdoor enthusiasts.
- Agri-business ventures, particularly in Forest Junction. Given the large farm market in the Town of Brillion and surrounding towns in Calumet and Brown Counties, farm supply, equipment, and other businesses catering to agricultural needs are desired.

Commercial Businesses

- Niche development in downtown Brillion to attract motorists from USH 10 into the City.
- Service business in the City to cater to local needs. This includes additional restaurants and possibly small, locally owned retail stores.
- Home occupations of a professional nature to take advantage of the internet and other technologies, permitting people to work from the privacy of their homes.

The City has also identified 14 business expansion opportunities and 12 new service and retail industries for which the community has expressed a need. These industries are identified in the 2002 Market Analysis.

Industrial Businesses

- Light industrial, commercial and office establishments along USH 10 catering to both passing motorists and the local population. These businesses should generate higher income and skilled jobs for area residents. Industries that compliment and support existing area industries are strongly encouraged.
- Opportunities for technical employment. As mentioned previously, the City has a strong manufacturing base. The Town has a strong agricultural economy. Increased opportunities for technical employment (i.e. engineering, electronics, computer technology, etc.) are desired.

In order for the community's economic base to grow and still support the State's initiative to grow, it would be counter-productive to "steal away" other businesses from neighboring communities and states. Instead, Brillion should encourage business expansion and creation to achieve its economic goals. Two subcategories have been identified as growth opportunities:

- Support industries for the existing businesses within the community, such as suppliers, and value-added processes.
- Regional support businesses, especially those that support both the plastics belt and the paper belt (Sheboygan through Winnebago Counties). These industries also include those businesses employing new technological advances which will in some way support the regional business community and create a new market for themselves.

Economic Development Assistance

Several organizations exist to encourage economic development opportunities in the Brillion Community. What follows is a description of the primary groups. Also provided is a list of federal, state, and regional organizations that can help the Brillion Community to support economic development opportunities and initiatives. These organizations provide an array of programs to support economic development opportunities.

City of Brillion

Community Development

The City of Brillion offers a collection of business development resources through its Business Development and Business Retention and Expansion (BRE) Programs, and the Brillion Public Library.

Redevelopment Authority

The Redevelopment Authority was formulated based on State Statute – to prevent and eliminate blighted areas within a municipality. Among other powers, it has the power to condemn property, buy and sell real estate, issue bonds, and enter into contracts. Since RDAs have many of the same powers as the municipality but not as many restrictions and political constraints, they can exercise greater flexibility and be involved in public-private partnerships in a different way than the municipality. The RDA then becomes a tool the community can use to come up with more creative redevelopment strategies than may be possible if only the municipal government was involved.

Brillion Chamber of Commerce

The Brillion Chamber of Commerce is an organization of local business representatives seeking to promote business activity in the City of Brillion. The chamber organizes and sponsors annual community events to promote the business community. Its members are also notified of area seminars to improve their business skills.

Forest Junction Civic League (FJCL)

Residents, business owners, and others interested in the welfare of Forest Junction are welcome to join the Forest Junction Civic League. Established in 1961, the FJCL is a volunteer organization whose main responsibility is the upkeep and maintenance of the Freitag Memorial Park, which is privately owned by the Civic League, but held for public benefit. The FJCL also organizes an adopt-a-street program in Forest Junction to maintain the appearance of

the community, and hosts an annual picnic and winter potluck. In the past, the organization has also sought to recognize and welcome new local businesses in the Forest Junction Community.

Travel Calumet-TravelCalumet.com

Travel Calumet, created and maintained by the Calumet County Planning Department, seeks to bring visitors to area attractions and establishments, and strives to see the tourism economy flourish to bring in additional county revenue. Travel Calumet publishes an annual visitor's guide, and the Nature's Retreat brochure. It also maintains a website listing attractions and Calumet County events. www.travelcalumet.com

Calumet County Economic Development-CalumetBusiness.com

Calumet County launched a website in 2005, CalumetBusiness.com, which provides information to help enhance an existing Calumet County business or assist in the development of a new business. It provides workforce and employment profiles, community profiles and web links, information regarding technical and financial assistance, and contact information.

UW-Extension

Through the Calumet County office of the University of Wisconsin Extension service, the Calumet County Community Resource Development Educator offers:

- small business management assistance workshops or one-on-one counseling
- revolving loan funds information and other sources of financing
- local demographic information
- networking and linkages to other business development resources

Heart of the Valley Chamber of Commerce (HVCC)

The HVCC was established more than 20 years ago to serve the business communities in Kimberly, Kaukauna, Little Chute, Combined Locks and surrounding areas, including Forest Junction, Brillion, Greenleaf and Freedom. Beyond providing an important network for local business owners, the HVCC:

- offers programs and seminars designed to improve business skills and general education about specific business sectors like agri-business.
- supports a "Government in Action" subcommittee that sponsors monthly meetings with local, state and federal representatives.
- works with local health care providers to offer its members a group health insurance plan at a discounted rate.

Regional

East Central Wisconsin Regional Planning Commission (ECWRPC)

ECWRPC is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago.

Services provided by ECWRPC include Comprehensive Land Use Planning; Transportation Improvement and Corridor Planning; Open Space, Recreational and Environmental Planning; Economic Development; Demographic Information and Projections; Technical Assistance to Local Governments; Geographic Information Services and Aerial Photography Distribution. www.eastcentralrpc.org

NEWREP

Calumet County is a member of a 16-county Northeast Wisconsin Regional Economic Partnership (NEWREP) designed to bring high-paying jobs to Wisconsin through start-up and expansion of technology businesses.

- Governor Scott McCallum announced the creation of the Northeast Wisconsin Technology Zone on Friday June 28, 2002.
- It is one of eight zones created throughout the state, and each has \$5 million in income tax credits to provide incentives to attract high-tech companies to the area, and to help existing companies increase productivity and free up capital.
- The zones will be in effect for 10 years – until 2012.
- Projects within the region will be considered and approved based on their ability to create high-wage jobs and support the development of high-tech industries in the region.

For more information, contact the Department of Commerce or visit the NEWREP website.

State Agencies/Programs

- Wisconsin Department of Commerce – www.commerce.state.wi.us: the state’s primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: The office of disadvantaged Business Enterprise Programs administers a range of services to increase participation of firms owned by disadvantaged individuals in all federal aid and state transportation facility contracts.
- Forward Wisconsin – www.forwardwi.com: to market outside Wisconsin to attract new businesses, jobs and increased economic activity to the state.
- Department of Workforce Development – www.dwd.state.wi.us: to build and strengthen Wisconsin’s workforce by providing job services, training and employment assistance, and helps employers find necessary workers.
- Wisconsin Small Business Development Centers – www.uwex.edu/sbdc: to help ensure the state’s economic health and stability through formative business education by counseling, technology and information transfer and instruction.

Federal Agencies/Programs:

- Department of Agriculture Rural Development Administration – www.rurdev.usda.gov
- U.S. Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- U.S. Department of Commerce – www.doc.gov
- U.S. Department of Transportation – www.dot.gov

Potential City Economic Development Organizations

To better organize and foster economic development, the City may want to establish either a Local Economic Development Corporation and/or a Downtown Development Authority.

Local Economic Development Corporation (EDC)

Also called a Community Development Corporation/Industrial Development Corporation, an EDC is typically a semi-public local development authority designed to generate local economic development, and not realize a profit. They are created and partially financed by the public sector, and raise money by issuing notes, selling stocks and bonds, or seeking contributions. Essentially, they would serve as the economic development arm of the City. Ideally, the City’s Community Development Director would oversee this organization.

Downtown Development Authority (DDA)

A DDA is traditionally concerned with helping revitalize declining inner city and downtown areas. A DDA has a specific jurisdictional boundary and a governing board made up of people who own homes, businesses or property within the jurisdiction. They have the power to invest in business, lend to business, build and own real estate and earn a surplus from successful business venture. A DDA differs from an EDC in that the focus of the organization is more limited.

Environmentally Contaminated Sites

A Brownfield refers to an abandoned, idled, or underused industrial or commercial facility or property where expansion or redevelopment is complicated by real or perceived environmental contamination. At this time, there are no known Brownfield sites located in the Brillion Community. If this situation were to change, the City and Town could pursue organizational and financial assistance from Calumet County, the Wisconsin Department of Natural Resources and the U.S. Environmental Protection Agency. There are many grant programs available through these agencies to help communities address Brownfields, leaking underground storage tanks, and other environmental concerns. To prevent an environmentally contaminated site, the City and Town will encourage only environmentally friendly business development that is properly permitted and regulated.

The WDNR has a Brownfield program in their Bureau for Remediation and Redevelopment section that can assist in Brownfield identification and remediation. The database documents several sites in the community where spills and other incidents have occurred. Clean-up efforts are also indicated. The City and Town will use this resource to monitor any future Brownfield activity in the community.

Goals and Objectives

In 2020, the Brillion Community will have expanded its local economic activities to support the local tax base without jeopardizing the rural character of the community. The goals and programs needed to expand the economic base are provided in Chapter 11 (Implementation Element). The location for new business development is illustrated on the Future Land Use Maps provided in the Future Land Use Chapter (Chapter 10) of this Plan.

¹ City of Brillion 2004 Strategic Economic Development Plan, Adopted by the Community Development Committee August 4, 2004, p. 4.

8.0 EXISTING LAND USE

Introduction

To understand the character and economic base of the Brillion Community one only needs to look at the landscape. From the scenic, open farmlands, to the small town feel of Downtown Brillion, the area is a rural community, with a rich farming tradition and expanding development potential.

Residential development, particularly around Forest Junction, is an important land use in the Town. Moreover, the Town is at a critical crossroads between the desire to protect farming operations and the pressure for additional residential development.

Commercial development, serving the immediate area and surrounding communities, strong industrial employers, and charming neighborhoods are the pride of the City. USH 10 bisects through the area bringing tourists and economic development with it. The City has great potential to develop its Downtown to create a niche shopping market and a defined destination point in Calumet County.

Land Use Vision

In 2020, the Brillion Community boasts an orderly blend of housing, commercial, industrial and open spaces. The open spaces are well-maintained and interspersed between other land uses. Large areas of productive agricultural land are still an important part of the rural landscape.

Existing Land Use Inventory

In 2004, East Central Wisconsin Regional Planning Commission (ECWRPC) inventoried the existing land uses in Calumet County using aerial photography, other existing maps, field verification, and input from local communities. The existing land use inventory incorporated land use classifications that were determined to best represent the character and features of the county while being classified consistently throughout the East Central planning region. The completed Brillion Community and City of Brillion Existing Land Use Maps (2009) was an update of 2004 inventory completed by ECWRPC. Information for the existing land use inventory update was provided by the Town of Brillion, City of Brillion and Calumet County.

Undeveloped and agricultural areas dominate the landscape. Development is concentrated in Forest Junction and the City of Brillion. A description of the existing land use categories illustrated on the Brillion Community and the City of Brillion Existing Land Use Maps are described in *Appendix H*.

TABLE 20
2009 EXISTING LAND USE – AMOUNT, INTENSITY & DENSITY

Land Use Type	City of Brillion Acres	% of City Area	Town of Brillion Acres	% of Town Area	Total Acres	% of Plan Area
Residential	346.87	19.73%	416.48	1.96%	763.35	3.31%
Single Family	311.99	17.74%	388.35	1.83%	700.34	3.04%
Multi-Family	26.51	1.51%	3.70	0.02%	30.21	0.13%
Mobile Home	8.37	0.48%	24.43	0.11%	32.80	0.14%
Commercial	60.97	3.47%	77.56	0.36%	138.53	0.60%
Industrial	133.45	7.59%	46.11	0.22%	179.56	0.78%
Quarry	44.95	2.56%	25.14	0.12%	70.09	0.30%
Institutional	99.62	5.67%	25.57	0.12%	125.19	0.54%
Transportation & Utilities	216.42	12.31%	719.18	3.38%	935.60	4.07%
Farm & Cropland	350.03	19.90%	14,164.23	66.64%	14,514.26	63.08%
Forestlands	110.68	6.29%	2,098.86	9.87%	2,209.54	9.60%
Recreational	140.64	8.00%	2644.16	12.44%	2,784.80	12.10%
Open/Other	232.73	13.24%	816.87	3.84%	1,049.60	4.56%
Water	19.04	1.08%	220.51	1.04%	239.55	1.04%
TOTAL	1755.40	99.84%	21,284.67	99.99%	23,010.07	99.98%

Natural Limitations for Building Site Development

In determining development opportunities it is best to refer to the following maps in *Appendix B*: Natural Features Map, Soils Map, Building Suitability Map, Sanitary Suitability Map, and Water System Service Area – City.

Natural Features Map

Perhaps the most obvious natural development limitation in the Brillion Community is the Brillion Wildlife Area, located in the southern quarter of the Town of Brillion.

Soils Map

Development is more desirable in areas where the ground is more elevated, and the soils more accommodating for water drainage. Most of the Brillion Community lies atop Kewaunee-Manawa-Poygan Association soil types, and although it is very well suited for cropland use, it's not the ideal soil for building site development. Extra engineering costs may be assumed to develop land in these areas, but development per se, would be thwarted solely for this reason. Both the Building Suitability Map and Sanitary Suitability Map below were created using the data included in the Soils Map.

Building Suitability Map

When consulting the Building Suitability Map, more than half of the Township lies in the “severe risk” zones. The land area in the eastern half of the Town, including most of the City and excluding the Brillion Wildlife Area, shows “moderate risk” in building suitability. It is perhaps most beneficial to develop land in this area. This may also make more sense, since as the Agricultural Productivity Map indicates, the areas indicated in orange on the Building Suitability Map lie within the areas best suited for cropland.

Sanitary Suitability Map

This resource tends to depict a similar story to the aforementioned maps.

Water System Service Area

This map highlights the areas within and adjacent to the City. This map indicates that if the City were to develop to the east and north of the community, it would have to invest in added infrastructure to maintain the necessary water

pressure required for various developments. This lack of water pressure seems to correlate directly with the topography of the land, where elevations rise to the north and to the east of the City.

Summary

Although there are concerns with soils and lack of topography, engineering techniques can address most of the concerns presented. It is recommended that both the Town and City consider promoting development in areas with the least obstacles to limit infrastructure cost demands, and to achieve the greatest return on those investments. The suitability of the land and the natural features also seem to coordinate nicely with the results of the Citizen Survey where respondents indicated that development should occur within sanitary districts and that farmland should be preserved whenever afforded.

Zoning Information

Two zoning maps are included in *Appendix B* because zoning is regulated differently in the City and Town. The Town zoning requirements are established and enforced by Calumet County. The City has its own zoning ordinance, independent of the Calumet County Zoning Ordinance.

Town Zoning Requirements

The Calumet County Zoning Ordinance was developed by the Calumet County Planning Department in 1976, which was revised and reprinted in 2000. The Calumet County Zoning Ordinance includes requirements for 14 different zoning districts and general provisions for accessory structures, parking, and loading requirements. The zoning ordinance also includes sign regulations, conditional uses, and provisions for appeals. The Calumet County Planning Department anticipates that a comprehensive revision to the zoning code will be completed in 2009.

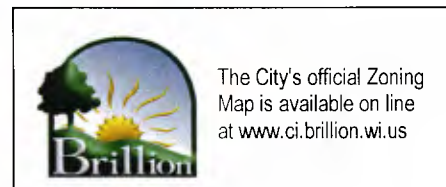
Comparing the Town of Brillion Zoning Map to the Brillion Community Existing Land Use Map, it is clear that for the most part, properties in the Town are zoned appropriately for their current use. *Table 21* provides a description of the current zones found in the Town. There are five additional zoning districts in the Calumet County Zoning Ordinance. Calumet County anticipates that a comprehensive revision to the zoning ordinance will be completed in 2009. The revision is being undertaken to ensure that the zoning ordinance is consistent with *Calumet County Year 2025 Smart Growth Plan*.

City Zoning Requirements

The City of Brillion has its own zoning ordinance to regulate land uses within the City. Like the Calumet County Ordinance, the City of Brillion Zoning Ordinance establishes a hierarchy of uses, whereby each district builds upon the next. The majority of the City is zoned as residential.

Comparing the City of Brillion Zoning Map to the City of Brillion Existing Land Use Map, most properties in the City are zoned appropriately for their current use. This is the result of a long-term effort by the City to minimize non-conforming uses by zoning properties in accordance with their actual use.

The City of Brillion Zoning Map illustrates the existing zoning pattern established in the City.



Subdivision Regulations

As is the case with zoning regulations, the City and Town have separate subdivision regulations in effect.

Calumet County Subdivision Ordinance

The Calumet County Subdivision Ordinance regulates subdivision development in the Town. The county ordinance outlines procedures and design requirements for residential subdivision development, including provisions for street width and construction, grading, easements, lot area, park facilities and drainage. The ordinance also includes a series of definitions, a fee schedule, and procedures for applying for variances. In addition, the Calumet County Subdivision Ordinance includes a growth management policy (see box on the right). Copies of the Calumet County Subdivision Ordinance are available from the Calumet County Planning Department located in the courthouse in Chilton - (920) 849-1442. Like that of the zoning ordinance, Calumet County anticipates that a comprehensive revision to the subdivision ordinance will be completed in 2009.

Calumet County Growth Management Policy (from the Calumet County Subdivision Ordinance)

Purpose: To regulate non-agricultural growth and to promote efficient growth patterns to minimize public costs.

Requirements: No subdivision shall be permitted beyond the corporate limits of any incorporated city or village or the growth service area defined by the county.

City of Brillion Subdivision Ordinance

The City of Brillion Subdivision Ordinance is organized in similar fashion as the Calumet County Subdivision Ordinance, but includes additional requirements to provide more information to the City Staff and decision-makers. Unlike the county ordinance, the City of Brillion Subdivision Ordinance includes specific requirements for condominium and planned unit developments. The general process for residential subdivision approval is identical to the recommended procedure at the county level:

- A preliminary meeting with staff is recommended to review the proposed location and discuss requirements.
- A preliminary plat must be submitted for staff review.
- The preliminary plat is reviewed and approved by the Plan Commission and Council (including a public hearing).
- A final plat is submitted to the Plan Commission and Council for final review and approval.

The City of Brillion Subdivision Ordinance, like the county ordinance, has separate requirements for major and minor plats and land divisions. The City ordinance also lists required improvements (streets, sidewalks, lighting, stormwater, etc.) for subdivision development and includes provisions to ensure those improvements are completed. The ordinance gives the council the authority to require bicycle and other trail considerations as well as landscaping (i.e. street trees).

TABLE 21**CALUMET COUNTY ZONING DISTRICTS IN THE TOWN OF BRILLION**

DISTRICT	MINIMUM AREA	MINIMUM FRONTAGE	FRONT SETBACK	SIDE SETBACK	REAR SETBACK	LAND USE PERMITTED
Exclusive Agricultural (A-1)	35 acres	150 feet	None	25 feet	50 feet	Farms and Similar. Up to 2 residences occupied by farm owner, operator or children
Transitional Agricultural (A-2)	35 acres	150 feet	None	25 feet	50 feet	Same as A-1
General Agricultural	1 acre	150 feet	None	25 feet	50 feet	Farming, one-and two-family residential; home occupations and like
Residential (R-1)	12,500 square feet	100 feet	None	10 feet	25 feet	One-family dwellings, crop farming, utilities & home occupations
Multiple Family (R-3)	15,000 square feet	100 feet	30 feet	10 feet	25 feet	Same as R-1 and two-family residential
Local & Neighborhood Commercial (C-1)	12,500 square feet w/sewer 20,000 square feet w/o sewer	85 feet w/sewer 100 feet w/o sewer	None	10 feet w/sewer 15 feet w/o sewer	25 feet	See Ordinance for List of Approved Uses
Community & Area Wide Commercial (C-2)	15,000 square feet w/sewer 20,000 square feet w/o sewer	100 feet	None	10 feet	25 feet	See Ordinance for Specifics
Industrial(1)	40,000 square feet	200 feet	None	25 feet	25 feet	Manufacturing, assembly, processing and warehousing
Recreational District	Varies by Use	100 feet if sewer 150 feet if not in sewer area	None	10 feet if sewer 15 feet if not in sewer area	25 feet	Farm, one and two-family residential, schools
Conservancy District	None	None	None	None	None	Hatcheries, preserves, orchards, forests, etc.

Source: Calumet County Zoning Ordinance, 2000

NOTE: Please refer to the Calumet County Zoning Ordinance for additional and most current requirements, specifications and permitted uses.

Community Design Considerations

Ensuring that developed and natural areas of the Brillion Community are attractive and well maintained is a priority. The City and Town support the continued enforcement of zoning regulations, including sign ordinances. Likewise, the City supports the use of a detailed site plan review process, including lighting, sidewalk, building material and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

Traditional Neighborhood Development (TND)¹

The “Smart Growth” law defines “traditional neighborhood development” to mean: compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other. TND is a planning concept based on the principles of traditional small communities and is found in the older parts of Wisconsin’s cities and villages. Principles of TND include:

Compact.

TND areas have a higher density than traditional single family subdivisions (i.e. duplexes, apartments, etc. as well as single family homes in a single area). Compact development also means that the developed area is designed for human scale, not necessarily the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).

Mixed Use.

TND includes a mixture of land uses (i.e. commercial areas are mixed with residential development). Mixing uses helps promote walking in a community. Mixing land uses can also broaden the local tax base.

Mixed use also means promoting a mix of housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single family residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices.

Street Patterns, Sidewalks, and Bikeways.

TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.

Cultural and Environmental Sensitivity and Design.

TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and environmentally responsive storm water management systems are equally important.

TND and Brillion

Downtown Brillion could be considered a TND development. This area serves as the heart of the Brillion Community. Schools, city hall, shopping, parks and other amenities are concentrated in the Downtown. These uses are important destination points for local activity.

This plan recognizes the importance of TND by encouraging development within the City, including higher density housing. The City wants to ensure that the Downtown is a safe and attractive part of the community. Since most residents live around the Downtown and a significant amount of the local business activity is concentrated in this same area, successfully achieving this objective will directly impact the quality of living available in the City. There is a TND Principles Guide available to help the City in this effort. In 2000, the UW-Extension created a model TND ordinance, which is available as a reference.

To a lesser extent, Forest Junction has the potential to promote TND design characteristics. However, the STH 32/57 and USH 10 corridors, which bisect through the area challenge TND design in Forest Junction. Nevertheless, the Town supports concentrating new commercial, industrial, and residential development in and around Forest Junction, rather than haphazardly locating development across the Town or lining USH 10. To be a successful area, the TND principles should serve as a guide for new development.



These buildings illustrate housing above a commercial space to promote mixed use development.

The Model TND Ordinance

developed by UW-Extension is available on-line at www.wisc.edu/urpl/people/ohm/projects/tndord.pdf

Downtown Brillion Streetscape Design

The City is currently working to develop a marketing strategy for the Downtown. Part of this effort includes a facelift (streetscape design) for the Downtown building upon the attractive historic lampposts, benches, and sidewalks already available in the area. The primary challenge for streetscape design is to create a unifying theme to bring harmony to the area. The principles of TND can play a role in this effort by considering ways to ensure the Downtown area is pedestrian friendly and incorporates a mix of viable land uses.

Outdoor Advertising (Billboards)

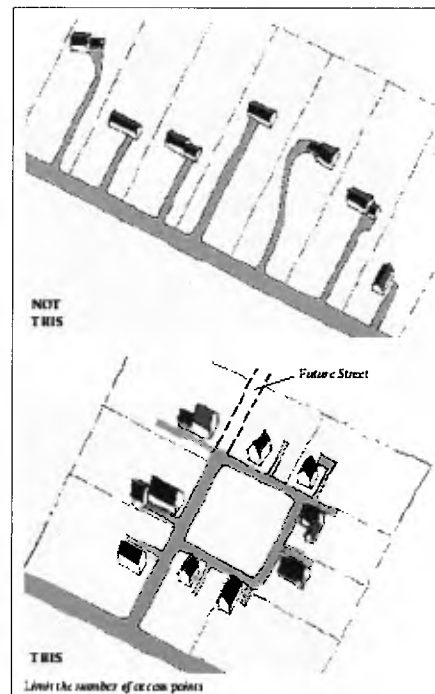
STH 32/57 and USH 10 offer opportunities for billboard advertising. The Brillion Community prohibits their presence to preserve the natural beauty, and open views of woodlands, wetlands and farmlands that define the area's rural community identity.

Managed Roadway Access

Another tool available to maintain rural roadside character, particularly through the Town, is strict control over roadway access. Roadway access refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (See diagram on right). This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Likewise, driveway spacing is determined based on the posted speed limit, not property lines (See box at right). The Calumet County Highway Department and WisDOT regulate current standards for roadway access. Coordinating efforts with these agencies is important to ensure that rural character is preserved.

USH 10 Corridor Design Plan

The USH 10 Corridor, east of the intersection of CTH PP, in the City of Brillion is not an attractive entry corridor. The elevation of the highway along this corridor allows passing motorists to look down into the City. A corridor design plan is recommended to improve the appearance of this corridor with infill development, landscaping, and signage. The goal is to create an attractive gateway into the Brillion Community for motorists traveling into the City from the east on USH 10.



TOP: Undesirable Driveway Development
BOTTOM: Managed Roadway Access

TABLE 22

DRIVEWAY SPACING

Source: E. Humstone & J. Campoli, *Access Management: A Guide for Roadway Corridors*, Planning Commissioners Journal, Winter 1998

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90-125
30	155
35	185
40	225
45+	300

Trends in Supply, Demand, and Price of Land

Supply Trends

Residential Development

The Town has a strong desire to carefully regulate the location of future residential development to ensure that future growth will not have a negative impact on the Town's rural character, interfere with farming operations, or

result in significant increases in service needs and costs. Scattered rural development translates directly into increased potential for conflicts with adjacent farms (i.e. odors, lighting, etc.), and interrupts scenic views and character of rural areas. It also costs more for the Town to provide road maintenance (including snowplowing), garbage collection and other amenities to residents that are scattered throughout the Town than it does for residents living in a single area.

Forest Junction provides the greatest opportunities for housing in the Town. Affordable subdivision development, some older established homes on larger lots, a mobile home park, and some new multiple family housing provide opportunities for residents of different ages, incomes and needs. Furthermore, Forest Junction residents have access to water and sewer service. Additional space is available in the Forest Junction area for expansion within the areas served with sewer and water (see the Future Land Use Maps in *Appendix B*)

The Town would like to continue to concentrate future housing development in Forest Junction to minimize conflicts between housing and farming uses and to protect the rural character of the community. To achieve this goal, the Town understands the need to continue investing in the infrastructure and amenities available in Forest Junction to provide quality residential choices.

The City provides a quality supply of historic homes around the Downtown business district, which are very affordable for residents of the area. The City also provides apartment, and senior housing choices that are not available in surrounding communities. Newer, larger homes are being built in the southern areas of the City near Deer Run Golf Course. Additional future housing development is anticipated around the Brillion High School.

Supply/Trends in Farming

As discussed in the Agricultural, Natural and Cultural Resources Element Chapter, older area farmers are retiring. Furthermore, the poor farm economy discourages people from becoming farmers. The result is a diminished pool of local family farmers. This leads to pressure to sell and convert farmland to more profitable uses to improve the sale price.

Fortunately, the Brillion Community sees this plan as a tool to protect farmland by directing development to the City and Forest Junction. This strategy helps to minimize community service costs by concentrating services in a single area, which helps to keep taxes lower for farmers. Likewise, the potential for conflicts with adjacent residential land uses is also minimized.

Commercial and Industrial Development

The City's westward development pattern is not encouraged in the future because development extending along the USH 10 corridor may eventually destroy the rural buffer that exists between Forest Junction and the City. For this reason, the City will seek to:

- Infill new commercial/industrial development along USH 10;
- Enhance the appearance of the eastern stretches of USH 10 through Brillion;
- Promote additional Downtown development; and
- Utilize any new business park development as a means to grow the local economy.

Although Forest Junction has not experienced new commercial/industrial development along USH 10 or STH 32/57, new residential development may increase the potential for additional commercial and industrial development. The Town of Brillion also sees potential for the redevelopment of downtown Forest Junction, which encompasses the areas of Main, Harrison, W. Milwaukee and Randolph Streets. Redevelopment projects could include the development of a historical village, a regional farmers market, or facilities relevant to users of the Fox River and Friendship State Trails. Strategies to promote additional business opportunities are presented in the Economic Development Chapter of this plan.

Demand

Given anticipated population increases and the Town's desire to direct development to Forest Junction, housing demand is expected to increase in Forest Junction over the next 20 years. Additional development is predicted in the City in accordance with its anticipated population growth.

In 2001, the Brillion High School was completed on the westernmost edge of the City on land that was annexed from the Town. Housing development adjacent to the school is almost a certainty.



Town of Brillion Farm Field

Trends in Land Prices

The Brillion Community enjoys very affordable land compared to surrounding communities, particularly given the services (i.e. water and sewer) available and access to USH 10 and STH 32/57. The land in the Town, including Forest Junction, is slightly more affordable because the tax rate is lower. However, these areas do not provide the same level of services available within the City (sidewalk connections, parks, etc.). Land values in the Brillion Community are steadily increasing, but at a lesser rate than larger urban areas (i.e. Appleton) and their surrounding towns.

Assessed Valuation²

Historical trends have demonstrated that land prices have steadily increased in the Brillion Community. In comparing assessed land values in the Town of Brillion to neighboring towns, the assessed value per acre of residential land is greater than the Town of Woodville and Rantoul. This is explained in part by the influence of the sanitary district in Forest Junction.

It is interesting to note that the Town of Brillion has a slightly lower assessed value per acre of agricultural land when compared to Rantoul and Woodville. This likely reflects the impact the Brillion Wildlife Area has on agricultural land values.

For the City, the assessed value per acre of residential land was compared to that of the two other cities contained completely within Calumet County. Brillion has had a consistently higher assessed residential value per acre than Chilton, but lower than New Holstein over the last several years. The gap between Brillion and Chilton has expanded, but the difference in assessed value between Brillion and New Holstein has remained basically unchanged. Therefore, the assessed values of land have been growing faster in Brillion than Chilton and keeping a steady pace with New Holstein.

Total Equalized Valuation

The annual equalized value of each municipality represents the Wisconsin Department of Revenue's estimate of market value of all taxable property. Property tax levies of such jurisdictions are apportioned to each municipality on the basis of equalized value. In 2004, of the nine towns in Calumet County, the Town of Brillion (\$13,576,700) ranked fifth behind the Towns of Harrison (\$132,718,900), Stockbridge (\$32,997,600), Brothertown (\$28,021,100) and New Holstein (\$15,351,800) with respect to equalized land value (NOTE: excludes value of improvements). Given the vast areas covered by the Brillion Wildlife Area (e.g. areas with minimal land value), this is a very respectable ranking, particularly considering the amount of improved residential land in the Towns of Harrison and Stockbridge.

In 2004, the City of Brillion (\$18,639,800) ranked third among municipalities (cities and villages) contained completely within Calumet County behind the Village of Sherwood (\$39,469,400) and Chilton (\$23,276,000) with respect to equalized land value. Brillion was just ahead of New Holstein (\$18,604,300).

Summary

This information is presented to provide a context for understanding land values in the Brillion Community. To spur increases in land values over time, efforts need to be made in implementing this plan to ensure that Brillion takes advantage of its great location, schools, parks, and other amenities. This may mean marketing and investment in the community's appearance to attract quality development (and additional tax base) to the Brillion Community. These actions are consistent with the visions, goals, objectives and policies provided within this plan.

Annexation

In Wisconsin, cities cannot instigate annexations. Town landowners have to petition for annexation; then cities have to determine whether or not they are willing to annex those parcels.

If the Town of Brillion is concerned about annexations, the Town should study why residents decide to petition for annexation:

- Do residents want services the Town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the Town to address their concerns?
- What other issues are involved?

GROWTH BOUNDARY

A growth boundary between the City and Town should be first verbally agreed to and then mapped. A growth boundary represents the planned limit of City growth for a 10 and 20 year period. These growth lines help the Town to plan for its own growth and development and help limit conflicts between the City and Town.

Once the issues have been identified, the Town needs to determine what measures it can, and is willing to take to address those issues.

The greatest potential for annexation exists along the western boundary of the City. It is anticipated that over the life of this plan, residents in this area will seek annexation to the City to support development opportunities between the current City limits and Bastian Road. Cooperative boundary agreements, shared tax revenue, and other forms of intergovernmental agreements could be pursued by the Town to protect its eastern boundary from annexation. Likewise, an effort must be made to educate residents about the benefits and downfalls of annexation.

Assets and Opportunities

What follows is a description of those community features that the City and Town would like to enhance over the next 20 years. In addition, potential opportunities or threats facing the community are also profiled. The Future Land Use Maps presented in *Appendix B* attempt to address these concerns through land use allocations and development patterns.

Assets

- The Brillion Community enjoys a central location in a growing region between Appleton, Manitowoc, Green Bay and Fond du Lac.
- The Brillion School District, the primary district serving the area, provides high quality education and state of the art facilities for its students, which is a draw to bring new families to the area.



Intersection of STH 32/57 and
USH 10 in Forest Junction

- The extensive array of “big city” services and amenities available to area residents is unparalleled. The City’s extensive park system (including a community center and recreation programs), ambulance service, fire protection, police protection, library, and more makes the City a premier residential community.
- The Brillion Community enjoys a strong industrial sector and a quality mix of residential development options.
- Natural resources are also an important community asset, anchored by the Brillion Wildlife Area.
- Farmland, from a scenic, economic, and cultural perspective is an integral part of the Brillion Community history and future. It is an asset to be preserved.
- Another important asset in the area is the USH 10 corridor. The USH 10 corridor is the lifeline of the community. It connects the area to the region, supports the local economy by bringing people through the area, and is an important local travel route.
- STH 32/57 is a vital north-south route through the Town.

The City and Town must continue to protect these community assets to preserve the character of the area and to achieve the vision presented in this chapter.

Opportunities

To begin the planning process, the City and Town identified important opportunities (see Chapter 2). Throughout this plan, these opportunities were often revisited. What follows is a brief description of the opportunities identified and strategies for success:

- Town residents see Forest Junction as an important part of the community. Many opportunities exist to enhance Forest Junction – for additional commercial, industrial, and residential development. To ensure that development in the area is compatible and attractive, this plan identifies specific areas for additional development (see Chapter 7). Likewise using design tools like TND, considering trail and sidewalk access, and working with the county and others to promote economic development opportunities will help to maximize the opportunities Forest Junction offers.
- The City of Brillion realizes that one of its greatest opportunities is its Downtown. This plan supports downtown development efforts and encourages additional infill development, design amenities (including the clock tower) and pedestrian amenities.
- The City would like to capitalize on its strong connection USH 10 provides to surrounding communities. This corridor brings people and commerce into the area. The City would like to ensure that this corridor is attractive, easy to navigate, and welcoming to visitors.

A related, but equally important opportunity exists to strengthen the connection between USH 10 and Downtown Brillion. Enticing passing motorists to turn off USH 10 into Downtown Brillion is critical to the long-term economic growth of Downtown.

Finally, farmland protection is seen as an important local opportunity. The plan is seen as an opportunity to direct development to Forest Junction and the City to protect rural farmland by minimizing residential conflicts and pressure to develop.

Goals and Objectives

The City and Town both anticipate continued growth over the next 20 years. To ensure that this development will not destroy the rural character of the area, negatively impact the natural environment, or create undue congestion on area roads, the City and Town will pursue the goals and objectives listed in Chapter 11 - Implementation.

Land Use Policy Statement

Given the overriding importance of the Land Use Element and its far-reaching impact on the other eight elements, the City and Town of Brillion created the following policy statement:

It is the policy of the City and Town of Brillion to direct future residential, commercial and industrial development within the City limits and the limits of the Forest Junction Sewer Service Area, in accordance with the Calumet County Growth Management Boundaries, and the City and Town's desire to protect farm operations, rural character and the local quality of life.

In accordance with this policy, the Town of Brillion will work with the City of Brillion to establish a growth boundary (see objectives above) and the Town of Brillion will coordinate with Calumet County to restrict building activity beyond the limits of the Forest Junction Sanitary District.

¹ Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000

² Analysis is based on data available from the Wisconsin Department of Revenue. Reflects information through 2004.

9.0 INTERGOVERNMENTAL COORDINATION



Introduction

For the City and Town of Brillion, Intergovernmental Cooperation was at the forefront of their planning effort. In deciding to work together, to develop a coordinated multi-jurisdictional comprehensive plan, they have made a commitment to intergovernmental coordination.

The City's and Town's relationship with neighboring municipalities, school districts, sanitary districts, state agencies and Calumet County can significantly impact residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the City and Town address these situations in a productive manner.

Intergovernmental Coordination Vision

In 20 years, the City and Town work cooperatively to provide residents with a wide variety of cost-efficient, non-duplicative services for the betterment of both communities. Through this cooperation, both communities have preserved their rural lifestyle, while providing a unique blend of needed and desired commercial, industrial and residential development.

Governmental Units and Relationships

The City and Town share borders with towns and three counties. In addition, the City and Town must also coordinate with neighboring school districts, sanitary districts, county and regional government units, and state agencies.

Adjacent Governmental Units

- Town of Rantoul, Calumet Co.
- Town of Woodville, Calumet Co.
- Town of Maple Grove, Manitowoc Co.
- Town of Holland, Brown Co

The Town's relationship with adjacent towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Brillion and the adjacent towns are fixed and boundary disputes are non-existent. The towns share a common rural character. Public services (i.e. road maintenance and construction, etc.) are conducted individually by each town. However, as mutually beneficial opportunities for shared service contracts arise, the Town, City and other neighboring communities are open to considering these options.

The City of Brillion also has a positive relationship with its neighbors. However, given its status as a City, Brillion does have the ability to accept annexation proposals, which sometimes creates a strain on intergovernmental relations. The City considers intergovernmental coordination an important aspect of government relations.

School Districts

- Brillion School District
- Hilbert School District
- Wrightstown School District

As is discussed in Chapter 5, the City is served by the Brillion School District and the Town is served by the Brillion, Hilbert, and Wrightstown School Districts. The City and Town's relationship with the local school districts can be characterized as cooperative. This relationship must continue and be strengthened as growth is coordinated with local school capacities.

Sanitary Districts

- Forest Junction Sanitary District
- Brillion Sanitary District

There are two sanitary districts in the Brillion Community. The City and Town enjoy a cooperative relationship with the local sanitary districts. The continued strength of these relationships is important, particularly for the Forest Junction Sanitary District as growth is directed to this area of the Town.

County and Regional Government Units

- Calumet County
- Brown County
- Manitowoc County
- East Central Wisconsin Regional Planning Commission (ECWRPC)

The City and Town are located in Calumet County. The county has some jurisdiction within the Town. In particular, Calumet County has jurisdiction over land divisions, on-site sanitary systems, and zoning (including shoreland-wetland and floodplain areas) of the Town. Calumet County also maintains many county roads in the Town. The county's jurisdiction has at times created conflict with the Town.

The relationship between the City and Calumet County is more limited. The primary interaction occurs with respect to county road maintenance and improvements and police services.

The relationship between the City, Town and Calumet County can be characterized as one of general agreement and respect. In those areas where the county has jurisdiction in the Town, the county attempts to get input from the Town before making decisions affecting the Town. Likewise, the City and Town have attempted to maintain open communication with Calumet County. Continued cooperation will be especially important as it relates to zoning as a tool to implement this plan in the Town.

The northern boundary of the Town is also the southern boundary of Brown County. Historically, Brown County and the Town have had limited interaction with one another. This situation is not anticipated to change in the future.

The City and Town also share a boundary with Manitowoc County to the east. Like the relationship the Town has with Brown County, interaction with Manitowoc County is rather limited. This situation is only likely to change if the City grows extensively to the east into Manitowoc County. The City has no plans to expand into Manitowoc County at this time.



www.brillion.k12.wi.us



www.hilbert.k12.wi.us



Calumet County website:
www.co.calumet.wi.us



Brown County website
www.co.brown.wi.us



Manitowoc County website:
www.co.manitowoc.wi.us

The City and Town are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The City and Town have little direct interaction with the ECWRPC. The primary relationship is through the sanitary districts.

State Agencies

- Wisconsin Department of Natural Resources (WDNR)
- Department of Agriculture, Trade and Consumer Protection (DATCP)
- Wisconsin Department of Transportation (WisDOT)

WDNR, WisDOT, and DATCP are the primary state agencies the City and Town must coordinate with to achieve the goals and objectives of this plan.

WDNR is a major agency involved in the acquisition and development of recreational/pedestrian trails - a major component of this plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas.



WisDOT website
www.dot.state.wi.us

The mission of the DATCP is to serve Wisconsin citizens by assuring:

- The safety and quality of food
- Fair business practices for the buyer and seller
- Efficient use of agricultural resources in a quality environment
- Consumer protection
- Healthy animals and plants
- The vitality of Wisconsin agriculture and commerce



WDNR website: <http://dnr.wi.gov>

Given the importance of farming in the Brillion Community, DATCP plays an important role in the Town. DATCP policies, programs and directives impact local farm operations.

WisDOT is also a key player in the planning and development of pedestrian/cycling facilities. In addition, WisDOT is responsible for the maintenance of the STH 32/57 and USH 10 corridors.

Open communication and participation in land use and transportation decisions, which may impact the City and Town, is an important priority for intergovernmental cooperation in the future.

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental coordination, the City and Town sent all adjacent municipalities, school districts, Calumet County, and the ECWRPC a letter during the on-set of the planning effort to notify these agencies and communities of the City and Town of Brillion multi-jurisdictional comprehensive planning process. Likewise, this letter extended an open invitation for participation in the development of this plan.

On an element-by-element basis, the City and Town contacted Calumet County, local school districts, the sanitary districts, and state agencies again to complete inventories of available services, facilities, and programs. For example, during the development of the Transportation Element, WisDOT was contacted to obtain information available related to transportation facilities and programs. Likewise, WisDOT was provided a preliminary copy of the Transportation Element to review and comment upon.

Throughout the plan development process, City and Town worked closely with Calumet County and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On January 7, 2003, as the draft plan was nearing completion, the City and Town hosted a special intergovernmental meeting to discuss the plans of other local agencies and governments and attempt to coordinate the City and Town of Brillion Coordinated Comprehensive Plan with the goals and objectives of these other local plans. The participants were also given the opportunity to view and comment on the Draft Future Land Use Maps and this chapter. This collective "meeting of the minds" provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns.

Intergovernmental Cooperation Programs

Many intergovernmental programs are already in effect in the City and Town. For example, Calumet County Sheriff's Department provides police protection to the Town and backup to the Brillion City Police Department. Mutual aid agreements for fire protection exist between the City, Town and their neighbors.

As growth and change continues in the area, land use will remain a controversial topic. The City and Town have the opportunity, under State Statutes 66.023 and 66.30, to pursue a boundary agreement. If a boundary agreement were established, the City and Town could work together to make rational decisions about where growth will occur, including the setting or changing of boundaries, and how public services (including sewer and water) could be provided. Other intergovernmental agreements, such as shared tax revenue, may also be pursued.

Existing and Proposed Plans

Adjacent Governmental Units

To ensure compatibility with planning goals and objectives of this plan, the City and Town would like to participate in the planning efforts of its neighboring communities.

School Districts

The Brillion, Hilbert and Wrightstown school districts extend beyond the City and Town of Brillion. Therefore, development in neighboring communities may have an impact on the need to expand. At this time, the only district planning to expand its existing facilities is the Hilbert School District. The school district is planning for a complete update of the middle/high school building, which includes the addition of a science and technology wing, and a new elementary school. These improvements are, of course, dependent on the approval of a referendum. The City and Town wish to remain involved in the siting of future schools to ensure that the goals and objectives of this plan can be met.

County and Regional Governments

It is important that the City and Town participate in the planning processes when Calumet, Manitowoc and Brown Counties, and ECWRPC develop and maintain their comprehensive plans. It is also important for the City and Town to work with the ECWRPC in the planning for the boundaries of the sanitary districts.

In the future, Calumet County and the ECWRPC may oversee efforts related to farm planning for purchase and transfer of development rights programs. These farm planning efforts will have the potential to impact stream buffers and areas that are cropped in the Brillion Community. Therefore, the City and Town will need to coordinate with Calumet County and the ECWRPC with respect to farmland planning to protect the interests of local farmers.

State Agencies

The City's and Town's relationship with the State of Wisconsin primarily occurs through coordination with the WDNR with respect to the Brillion Wildlife Area. A detailed discussion of the Brillion Wildlife Area Plan is provided in the Agricultural, Natural and Cultural Resources Chapter. Coordination with the state also occurs with respect to state aids for local roads and the administering of various state mandates. Furthermore, coordination with WisDOT will continue to be important with respect to any changes to USH 10 and STH 32/57.

Intergovernmental Goals and Objectives

The goals, objectives and policies provided in Chapter 11 (Implementation Element) generally seek to enhance lines of communication between area governments. This approach will help to create an environment where coordination is possible and conflicts are minimized.

Intergovernmental Policy Statement

The City and Town will seek to cooperate with all neighboring municipalities, counties, state agencies and school districts for mutual benefit.

10.0 FUTURE LAND USE



Introduction

The Future Land Use Maps presented in *Appendix B* incorporate the realities, ideas, goals, and visions explained in Chapters 1-9, and are probably the most important feature of the Comprehensive Plan. These maps present the vision for growth and development through 2020. These maps will be used extensively by the City and Town when making land use decisions and recommendations.

Future Land Use Map Development

The maps were built from the Existing Land Use Maps and Zoning Maps. Areas targeted for future development and farmland preservation were decided through a series of special meetings and activities including: Cognitive Mapping, Interactive GIS Modeling, the Community Survey, the Community Mapping Forum and an Intergovernmental Meeting.

Over the course of the planning process, several draft copies of the Future Land Use Maps were presented to:

- Coordinated Plan Committee
- Neighboring Communities
- Local School Districts
- Calumet County
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources; and
- Residents and property and business owners from the area

Each of these stakeholders was given opportunities to comment on the Future Land Use Maps and suggest changes. The Future Land Use Maps incorporate many of the recommendations.

The 2010 Land Use Maps were developed after the 2020 Land Use Maps were completed. The 2010 Land Use Maps suggest timing and phasing of development in the area. These maps were developed in accordance with the requirements of 1999 Wisconsin Act 9.

Interactive GIS Modeling

The University of Wisconsin Madison Land Information and Computer Graphics Facility (LICGF) facilitated Interactive GIS Modeling with the Coordinated Plan Committee between September 2001 and December 2001. This activity was sponsored as part of the NRCS Pilot Project (See Chapter 1 for additional information).

Essentially, Interactive GIS Modeling allowed the Coordinated Plan Committee to ask “what if” questions related to future development and farmland preservation. The answers to their questions were displayed using computer-aided mapping and modeling techniques. These preliminary questions helped the committee to understand the impact of decisions and policies. For example, when given information about soil quality in the area, the Coordinated Plan Committee asked to see where development could be located if all productive farm areas were excluded from development. Questions like these helped to begin the process of making future decisions about where development was most appropriate.



Land
Information
&
Computer
Graphics
Facility

For more info about the LICGF visit
their web site at www.lic.wisc.edu

Cognitive Mapping

In 2001, the Coordinated Plan Committee worked with Dr. Thomas Greene to develop a series of cognitive maps, to illustrate areas desired for development and preservation in the City and Town. (For more information about the cognitive mapping exercise see Chapter 2.)

The maps developed through the cognitive mapping exercise were a starting point from which to develop the Future Land Use Maps.

Community Survey

The community survey provided a great deal of information about resident desires and expectation for the future, and brought to light several conflicts in ideas about where future development should and should not occur. The survey clearly established that residents place a high priority on farmland, new economic development opportunities, quality housing, a sense of safety/security, the Town's rural/country atmosphere, and the City's "small town" feel. (See Chapter 1 for more information)

The survey included a series of questions to help identify where residents were most interested in seeing new development in the City and Town of Brillion. A series of maps illustrating the survey results follows. These maps were an important information source used to develop the Future Land Use Maps presented in *Appendix B*.

Community Mapping Forum

After the first series of draft planning maps were completed, the Coordinated Plan Committee hosted a special public meeting to present all of the plan maps and receive preliminary public feedback. This meeting provided residents a brief progress report of the planning process, and more importantly, time to review the maps, and opportunities to ask questions and provide feedback.

Intergovernmental Meeting

During the planning process, the Coordinated Plan Committee facilitated a special intergovernmental meeting. The purpose of this meeting was to identify, and mitigate where possible, conflicts between the proposed Future Land Use Maps for the Brillion Area and surrounding community plans.

2009 Future Land Use Map Amendments

In 2009, the City and Town of Brillion worked with the Calumet County Planning, Zoning and Information Department to amend the 2003 Future Land Use Maps, which were developed through the process described above. The purpose of the amendments was to use the same future land use classifications that were used in the Calumet County Year 2025 Smart Growth Plan. The Calumet County Smart Growth Plan was adopted in May 2007, several years after the adopted City and Town of Brillion Coordinated Comprehensive Plan. Since the majority of the communities in the county participated in the county's smart growth planning process, the City and Town of Brillion felt it necessary to be consistent with the future land use categories that were used by their neighboring communities.

Unlike the land use maps that were adopted in 2003, the Town and City of Brillion did not feel it was necessary to have both a 10-Year and 20-Year Future Land Map. Only 20-Year Future Land Use Maps were developed.



Dr. Thomas Greene Facilitating
Cognitive Mapping Exercise
June 5, 2001



Dr. Ken Genskow
Community Survey Results Presentation
January 2002

Projected Land Use Demand

Tables 25 and 26 detail the total acreage estimates that will be demanded for residential, commercial/industrial, and institutional land uses for five year increments through the year 2030. These future demand estimates are based entirely on forecasted population and do not take into account market factors such as interest rates, land prices, or availability of private land supply, and do not take into account land use regulations and policies that are used to manage development. These estimates should only be used for planning purposes in combination with other indicators of land use demand.

Year 2005 acreage figures that are provided were obtained from existing land use calculations as indicated in **Table 20**, Chapter 8. Year 2010 to 2030 acreage calculations were projected by utilizing the more conservative linear population projection shown in **Figure 2**, Chapter 2.

Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the Brillion Community's 2000 population to land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they do today.

TABLE 23
PROJECTED LAND USE DEMAND (ACRES) BASED ON LINEAR POPULATION PROJECTION,
TOWN OF BRILLION, 2005-2030

Year	Residential	Commercial / Industrial	Institutional
2005	416.48	123.67	25.57
2010	413.33	122.61	25.36
2015	420.00	124.59	25.77
2020	426.38	126.48	26.16
2025	433.04	128.46	26.57
2030	439.42	130.35	26.96

Source: Year 2005 acreages are existing land use acreages as provided in Table 20. Years 2010 through 2030 prepared by Calumet County Planning Department utilizing linear population projections.

TABLE 24
PROJECTED LAND USE DEMAND (ACRES) BASED ON LINEAR POPULATION PROJECTION,
CITY OF BRILLION, 2005-2030

Year	Residential	Commercial / Industrial	Institutional
2005	346.87	194.42	99.62
2010	361.63	202.71	103.90
2015	367.41	205.96	105.56
2020	373.20	209.20	107.23
2025	378.98	212.44	108.89
2030	384.77	215.68	110.55

Source: Year 2005 acreages are existing land use acreages as provided in Table 20. Years 2010 through 2030 prepared by Calumet County Planning Department utilizing linear population projections.

Residential Growth Areas

The Future Land Use Maps and **Tables 25 and 26** identify approximately 490 acres in the Town and approximately 487 acres in the City, a total of 875 acres, for future residential development. While this acreage is more than is needed to accommodate the projected land use demand shown in **Table 24** through either the year 2020 or 2030 in

the City, it is not sufficient to cover projected land use demand shown in *Table 23* in the Town. However, there are approximately 450 acres of Planned Urban Transition lands that surround Forest Junction and the west side of the City of Brillion that could accommodate residential development should sewer and water infrastructure become available in those areas.

Commercial and Industrial Growth Areas

The Future Land Use Maps and *Tables 25 and 26* identify approximately 496 acres in the Town and approximately 531 acres in the City for commercial and industrial development. This exceeds the projected land use demands for the Town, 130 acres, and the City, 216 acres.

The Future Land Use Maps identify additional commercial and industrial development in Forest Junction. The commercial development is concentrated near the intersection of USH 10 and STH 32/57. However, the majority of commercial and industrial development is proposed to occur mainly around the City of Brillion. A proposed gateway, along USH 10 in the City east of CTH PP, would incorporate new development, landscaping and signage to welcome visitors traveling east of USH 10 into the City. Industrial development would also remain along the USH 10 Corridor and in any new business park. Downtown Brillion is also identified as a primary area for commercial development over the next 20 years.

While the probability for the developing all of the identified commercial and industrial lands by the year 2020 is low, the City and Town have an understanding and vision as to where that type of growth should occur. As demonstrated in *Table 7*, Chapter 2, 5 out of the top 10 private sector employers in Calumet County are located in the City of Brillion.

Agricultural Growth Areas

Using the same land use projection methodology as above, it is estimated that 15,160 acres of land will be needed for agriculture through the year 2030 in the Town. The 20-Year Future Land Use Maps identify approximately 15,161 acres of land in the Town of Brillion as Exclusive Agricultural and General Agriculture. For some agricultural communities a decrease in agricultural land is the trend due to development pressure, the Town is very proud of its agricultural heritage and has chosen for agriculture to continue as its prominent land use.

The City of Brillion, however, is the opposite in terms of agricultural land use. Future land use projections indicate that the City should contain approximately 388 acres of agricultural land in the year 2030. The 20-Year Future Land Use Maps have identified approximately 27 acres of land with an agricultural land use. The decrease in agricultural land is consistent with the City and Town's plan to encourage development in the urban areas of the Brillion Community that being the City of Brillion and Forest Junction.

Future Land Use Classifications

Future land use classifications represent the desired arrangement of future land use. The classifications are intended to reflect community desires and to display how land is planned for preferred future use(s). The classifications were used to create the Future Land Use Maps to graphically represent the desired arrangement of land use through 2020 and to guide and assist in growth management decisions and community development. The classifications address the type of intended use, the location of development, and proposed density.

According to State Statute 66.1001, the Land Use Element of a comprehensive plan must specify the general location of future land uses by net density or other classification. To address this requirement, the following future land use classifications have been developed to promote the desired features of the Town of Brillion and City of Brillion. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals, objectives, and management policies for preferred use.

The future land use classifications are not zoning districts and do not have the authority of zoning. However, they can be used to help guide land use decisions through a number of different implementation tools such as land division ordinances and coordination with zoning regulations.

Where the identification of desired future land uses as identified on the Future Land Use Maps are not consistent with zoning, the maps do not imply that any area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. Depending on the chosen implementation strategy, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward by the landowner or until the property can be appropriately serviced (i.e. public sewer and water). This is especially true for the industrial areas shown on the Future Land Use Maps that are located in the Town of Brillion but are adjacent to the City of Brillion. While the Town of Brillion is not currently able to accommodate such development, the City of Brillion may be able to in the future.

City of Brillion Future Land Use Classifications

Single Family Residential

- ◆ **Purpose:** The single family residential designation is designed to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal sewer and water systems and as dictated by the zoning code and map. Planned residential expansions will primarily occur through recorded subdivisions. Densities will be regulated by each community's zoning ordinance.
- ◆ **Intent:** The residential areas designated on the Future Land Use Maps reflect all areas that are currently in, or are planned for, single family residential use. The single family residential district is intended to accommodate primarily single family residential development, but may allow some additional uses in accordance with each community's zoning code. Mobile home parks and attached condominiums would not be categorized as single family residential but as general residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that the area will transition to residential in the future.
 - Range of lot sizes will occur between 7,000 square feet and 18,000 square feet.
 - The net density in this district should not exceed six (6) dwelling units per acre.
 - Other uses generally allowed in this district could include public and quasi-public uses, elder care facilities, and utilities in accordance with the zoning ordinance.
 - Use of the Planned Unit Development Overlay District (here after referred to as PUD) would be an acceptable use in this preferred land use classification.
 - PUD established to provide a voluntary regulatory framework designed to encourage and promote improved environmental and aesthetic design by allowing for greater freedom, imagination, and flexibility in the development of land while insuring substantial compliance to the basic intent of the zoning ordinance and the general plan for community development.

General Residential

- ◆ **Purpose:** The general residential designation is designed to include existing and planned residential development that may vary in density and use. The areas would be served by municipal sewer and water systems and could include both single and duplex developments. Planned, two-family residential expansions would be occurring primarily through recorded subdivisions. Densities would be regulated by the zoning ordinance.
- ◆ **Intent:** The general residential use designated on the Future Land Use Maps reflects areas that are currently in, or are planned for, residential use. It also includes the majority of areas that are currently zoned for two-family uses. This district is intended to accommodate primarily two-family residential development while also allowing for single family residential development.
 - Range of lot sizes will occur between 7,000 square feet and 10,000 square feet.
 - The net density in this district should not exceed six (6) dwelling units per acre.
 - Other uses generally allowed in this district could include single family residential, converted single family to two-family dwellings, public and quasi-public uses, elder care facilities, and utilities.
 - Use of the Planned Unit Development Overlay District would be an acceptable use in this future land use classification.

Multi-Family Residential

- ◆ **Purpose:** The multi-family residential designation is designed to include existing and planned multi-family residential development as well as other forms of residential development that will be served by municipal sewer and water systems. Densities will be regulated by the zoning ordinance.
- ◆ **Intent:** The multi-family residential future land use classification reflects areas that are currently in residential use and some areas that are currently in, or are planned for, higher density residential uses. It also includes the majority of areas that are currently zoned for multi-family uses. A limited higher density multi-family development may also be permitted in appropriate locations along the periphery of this district, adjacent to transportation corridors, commercial areas, and schools. This district is intended to accommodate primarily multi-family residential development.
 - **Lot sizes will be 15,000 square feet with no less than 2,000 square feet per unit.**
 - **Multi-family units shall be at least three (3) units and will not exceed eight (8) units per structure.**
 - **The net density in this district should not exceed seven (7) buildings per acre.** (assumes a minimum of three units per building, therefore 6,000 square feet minimum per building)
 - Other uses generally allowed in this district could include two family dwellings, public and quasi-public use, elder care facilities, utilities, and multi-family structures greater than eight (8) units.
 - Use of the Planned Unit Development Overlay District would be an acceptable use in this preferred land use classification.

Planned Urban Transition

- ◆ Same as Town of Brillion Future Land Use Classification

General Commercial

- ◆ **Purpose:** The general commercial future land use is planned to represent existing commercial type land uses and anticipated preferred commercial areas. Densities will be regulated by the zoning ordinance.
- ◆ **Intent:** The general commercial classification is intended to accommodate large and small-scale commercial and office development. A wide range of retail, service, lodging, and office uses are appropriate in this district.
 - This classification is **located primarily along major transportation corridors.**
 - It is important for development within these districts to be **attractively designed or substantially screened** as necessary along these corridors as they establish a community image.
 - Use of the Planned Unit Development Overlay District would be an acceptable use in this future land use classification.
 - Site plan requirements will be required to review the development proposals in accordance with local plans and codes.

Central Business/Downtown Commercial

- ◆ **Description:** The central business/downtown commercial designation is designed to include existing and planned commercial development that will be served by municipal sewer and water systems. Densities will be regulated by the zoning ordinance.
- ◆ **Intent:** The central business/downtown commercial classification is intended to be a focus area for business and pedestrian traffic in the community. This district is intended to remain a compact pedestrian-oriented area with a mix of commercial uses, small professional offices and services, institutional, residential, civic, and park and open space uses.
 - This area should avoid vacant lots and large surface parking lots fronting a main street.
 - **Large gaps in street walls (the line of attached building facades along the street frontage) should be avoided.**
 - **Reuse and/or redevelopment of vacant commercial buildings** is especially encouraged.
 - Multiple story (up to 4 stories), **mixed use buildings that include high quality architecture, signage, lighting, and streetscape amenities** that are sensitive to and enhance the character of the community and small central business district are encouraged.
 - **Higher density residential zoning** districts are also appropriate for the downtown area if adequate parking can be provided on site.
 - Use of the Planned Unit Development Overlay District would be appropriate based on the site plan and coordination with adjacent uses.

Industrial

- ◆ **Purpose:** The industrial designation is designed to include existing and planned industrial development that will be served by municipal sewer and water systems, served by highways and roads that can accommodate transportation needs of industrial uses, and as dictated by the zoning code and map. Densities will be regulated by the zoning ordinance.
- ◆ **Intent:** The industrial classification is intended to include existing and planned industrial park and industrial expansion areas. This district is intended to be served by appropriate water and sewer facilities to meet industrial business requirements and provide an area for industrial uses that provide employment for local citizens and support the local tax base.
 - Use of the Planned Unit Development Overlay District would be an acceptable use in this future land use classification.
 - **Lot minimum would be seven thousand two hundred square feet (7,200 sq. ft.)** in area and shall be not less than 60 feet in width.
 - **Development applications shall, before a building permit is issued, present detailed site plans** pertaining to the proposed structures to the plan commission.

Utilities and Community Services

- ◆ **Purpose:** The utilities and community services designation is designed to include existing and planned areas for land uses intended for public and quasi-public uses (not including park and recreation areas). The locations of these areas will be further dictated by the zoning ordinance.
- ◆ **Intent:** This district is intended to accommodate civic, institutional, and related uses such as government facilities, schools, utilities, churches, post offices, police and fire stations, and cemeteries. It is important for public and institutional developments within this district to set a high standard for architecture and site design for the community.
 - Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the zoning ordinance.

Parks and Recreation

- ◆ **Purpose:** The parks and recreation designation is designed to include existing and planned park and recreation areas. The locations of these areas will be further dictated by the zoning ordinance.
- ◆ **Intent:** The park and recreation classification is intended to include all existing park and recreational areas as well as some additional areas which will allow for the community to serve a growing population's recreation needs.
 - Classification to be **coordinated with applicable Outdoor Recreation and Open Space Plans.**
 - Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking, and loading areas as required by the zoning ordinance.
 - **Inter-municipal trail connections** to facilities are emphasized.

Agriculture

- ◆ **Purpose:** To continue agriculture as the predominant land use while planning for the potential of long-term land conversions in accordance with the comprehensive plan. The areas planned for agriculture within the municipal limits or within the municipal Extraterritorial Area (ETA) have short or long term potential for public services or may have opportunity for shared services between the community and neighboring town as identified through intergovernmental cooperation discussions.
- ◆ **Intent:** Maintaining land in agriculture, while still allowing limited development in concert with the overall growth management strategy. Designated agricultural areas would not be served by future water and sewer system extensions unless the areas were planned for conversion of use. The agriculture classification could have the benefit of potential advocacy for intergovernmental cooperation with neighboring unincorporated communities due to probable discussions concerning long term growth coordination.
 - **Minimum lot area: 10 acres.**
 - Minimum lot width: 200 feet.
 - It is further intended that **use of this classification may lead to boundary agreements in these areas to define preferred land use, phasing of development, and the possibility for shared service agreements** prior to any development. Lot area and width requirements shall provide sufficient area for the principal

structure and its accessory structures, off-street parking, and loading areas as required by the zoning ordinance.

- Inter-municipal trail connections to facilities are emphasized.

Town of Brillion Future Land Use Classifications

The purpose and primary goal encapsulates the goals or objectives of the land use area. The intent of each classification is broken down further by preferred uses, proposed density, and proposed conditions. The idea is to not only capture the location and type of the future land uses in the plan, but also the proposed density and associated recommendations into code modifications or regulatory tool development.

Single Family Residential

- ◆ Same as City of Brillion Future Land Use Classification

General Residential

- ◆ Same as City of Brillion Future Land Use Classification

Multi-Family Residential

- ◆ Same as City of Brillion Future Land Use Classification



Agricultural Enterprise

- ◆ **Purpose:** To prevent the conversion of agricultural land to other uses that are not consistent with agriculture while optimizing agricultural production areas. The purpose is also to implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ◆ **Primary Goal:** To preserve and promote a full range of agricultural uses. In addition, this management area is intended to maintain a viable agricultural base to support the agricultural processing and service industries, help control public service costs in rural areas thereby avoiding the need to extend urban services to scattered, isolated residential areas, help to preserve productive soils, and help to maintain the scenic beauty, rural character, and cultural heritage of the community.
- ◆ **Preferred Uses:** All agricultural uses regardless of size. Specific preferred uses could include livestock production, dairy, residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, and aqua culture. Sand and gravel extraction and home based businesses would be permitted in accordance with county regulations governing such activity. The agricultural enterprise classification could include a limited amount of residential development, but the predominant land use would be agricultural in nature.
- ◆ **Proposed Residential Density:** Lot sizes may vary within this area; **recommended maximum density is one home per forty acres.** Within some areas, existing development at slightly greater densities may already be in place. There may be opportunities to guide different lot patterns (e.g., clustering) within this designation, in coordination with the requirements of the state's farmland preservation law and proposed modifications to the zoning codes.
- ◆ **Proposed Operations Density:** As the Calumet County plan was being completed, DATCP advised that if the word "agriculture" is in the name or is the primary intent of a land use area, the county cannot prohibit the size or location of the farms (other than setbacks). This point is a primary reason why Calumet County has decided to implement an agricultural licensing ordinance to address expansion and location issues. Agricultural operations density will be managed as part of the licensing ordinance (through the county manure management and runoff ordinance).

- ◆ **Proposed Conditions:** When considering future rezone requests, the Calumet County zoning district most compatible with the agriculture enterprise designation is the exclusive agriculture (A-1) district, which presently requires a minimum lot size of 35 acres. Managing development would need to change (per the proposed implementation strategy discussion) to be density-based, not by the minimum lot size as is the current condition.
 - To **promote clustering of homes** and preservation of land for open space use within mapped agriculture enterprise areas, the county should work with the Town and DATCP, which administers the state's Farmland Preservation Program, to amend its A-1 zoning district to allow this type of flexibility.
 - Utilize **maximum and minimum lot size provisions** to ensure the lots created are large enough to accommodate development (say one acre) and yet small enough not to consume prime agricultural lands (say three or five acres).
 - **Consider soil characteristics when siting new buildings** to maintain as much of the prime soils in production as possible.
 - Encourage new development that is allowed in agricultural enterprise to be designed **located in a manner that does not detract from the area's rural character, and which may be easily served by county, Town, and emergency services.** The Town, if interested, may want to work with the county in **developing a driveway ordinance that guides the placement of driveways in new developments.** For example, new driveways could be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.

General Agriculture

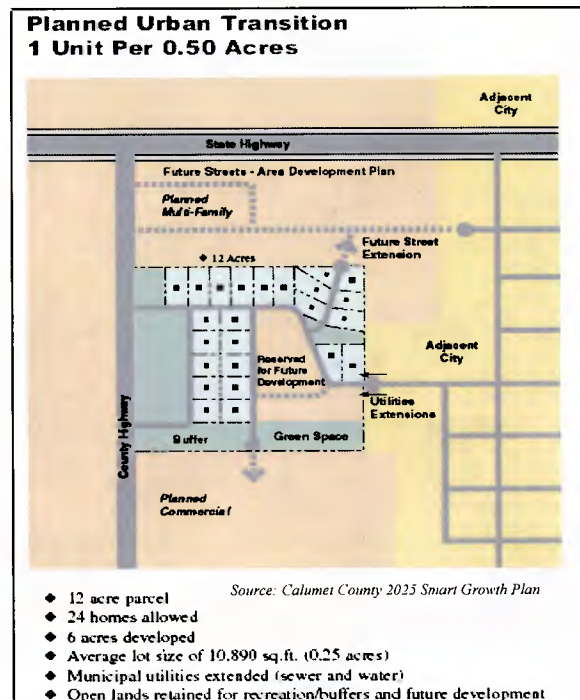
- ◆ **Purpose:** Continue agriculture as the predominant land use while accommodating rural development within existing agricultural areas. This management area could allow landowners the opportunity to respond to economic trends and housing demand in rural areas in accordance with the Growth Management Policy of the Calumet County land subdivision regulations.
- ◆ **Primary Goal:** Maintaining land in agriculture. In the event of a rural land division, promote the infill of areas which already have this development pattern in order to increase overall density without sacrificing community character.
- ◆ **Preferred Uses:** All agricultural uses regardless of size. Limited residential development generally located along existing roadways, in clusters, and on larger lots than found in an urban area. Development would primarily use private on-site waste disposal systems and private wells, as they do not have access to public services.
- ◆ **Possible Density:** Lot sizes may vary. **Recommended maximum density is one home per twenty acres.**
- ◆ **Proposed Conditions:** When considering future rezone requests, there is no Calumet County zoning district that is most compatible with the general agriculture future land use classification. The existing general agriculture zoning district has a one-acre minimum lot size, which is essentially a rural residential zone. The county should modify the existing general agriculture zoning district to include density and other proposed conditions as represented below. Managing development would need to change (per the proposed implementation strategy discussion) to be density-based, not by the minimum lot size as is the current condition.
 - To **promote clustering of homes** and preservation of land for open space use within mapped general agriculture areas, the Town should work with the county to amend the county zoning ordinance to allow this type of flexibility.
 - Utilize **maximum and minimum lot size provisions** to ensure the lots created are large enough to accommodate development (say one acre) and yet small enough not to consume prime agricultural lands (say three or five acres).
 - **Consider soil characteristics when siting new buildings** to maintain as much of the prime soils in production as possible.
 - Encourage new development that is allowed in the general agriculture classification to be **located in a manner that does not detract from the area's rural character, and which may be easily served by county, Town, and emergency services.** The Town may be interested in working with the county in **developing a driveway ordinance that guides the placement of driveways in new developments.** For example, new driveways could be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.

Rural Character

- ◆ **Purpose:** Maintain the Town's rural character of an area, buffer communities from potential land use conflicts, limit intensive land uses in areas the Town considers to be environmentally sensitive, and to protect sensitive areas such as shoreline areas. The need for the rural character classification resulted from the need for coordinated planning and density regulation typically within the boundary area of an incorporated community or hamlet area that did not include or allow agricultural expansion.
- ◆ **Primary Goal:** Preserve the existing rural character of some of the land surrounding cities, villages, and hamlets. Protect some of the Town's environmentally sensitive areas from intensive land uses.
- ◆ **Preferred Uses:** All uses currently existing where the land use classification is to be rural character, provided none of the uses are expanded or altered so as to jeopardize the existing character of the rural community. Continued open space uses, including farming, are generally recommended for these areas.
- ◆ **Possible Density:** Lot sizes may vary. **Recommended maximum density is one home per ten acres.**
- ◆ **Proposed Conditions:** When considering future rezone requests, there is no Calumet County zoning district that is most compatible with the rural character future land use classification. The county should modify the existing zoning code to include a new district to accommodate the classification. Managing development would need to change (per the proposed implementation strategy discussion) to be density-based, not by the minimum lot size as is the current condition.
 - **Within boundary areas, new development should be reviewed and coordinated within long term perspectives** involving future road layout, future connection to or need to accommodate community/public services, and future land division (shadow platting) requirements as predicated by public service availability.
 - There should be **site plan review required** around cities, villages, and hamlets.
 - There are opportunities to guide **different types of lot patterns** (e.g., clustering) over lands in this designation.
 - Utilize **maximum and minimum lot size provisions** to ensure the lots created are large enough to accommodate development (say ½ acre) and yet small enough not to consume prime agricultural lands (say two acres).
 - Encourage new development that is allowed in the general agriculture classification to be **located in a manner that does not detract from the area's rural character, and which may be easily served by county, Town, and emergency services.** The Town, if interested, may want to work with the county in **developing a driveway ordinance that guides the placement of driveways in new developments.** For example, new driveways could be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.

Planned Urban Transition

- ◆ **Purpose:** To plan for areas adjacent to incorporated communities in accordance with county designated Growth Management Areas or planned Sewer Service Areas where residential, commercial, or other uses will occur at higher densities. The management area will have short or long term potential for public services and/or the ability for shared services between the Town and the City.
- ◆ **Primary Goal:** To recognize the planned growth areas, including sewer service areas and/or areas within extraterritorial jurisdiction of the City of Brillion and allow for their efficient growth into more rural areas in accordance with coordinated utility and other public services. Development within the planned transition area should be phased outward from the urban edges of the City of Brillion and Forest Junction.
- ◆ **Preferred Uses:** Single family and multi-family dwellings as well as other more urban land uses on smaller urban sized lots.



- ◆ **Possible Density:** Densities and lot sizes should be allowed to vary. **Recommended minimum density is one home per half acre. Density could be increased in accordance with Area Development Plans and access to appropriate public services.**
- ◆ **Proposed Conditions:** When considering future rezone requests, there is no Calumet County zoning district that is most compatible with the planned urban transition classification. The county has several residential zoning districts that have similar lot sizes, but not the mixed uses. The county should modify the existing zoning code to include a new district to accommodate the classification. Managing development would need to change (per the proposed implementation strategy discussion) to be density-based, not by the minimum lot size as is the current condition.
 - Planned urban transition area **development should be coordinated and managed through a detailed boundary or intergovernmental agreement.**
 - If there is no boundary agreement in the proposed development area, **development should be coordinated with area development plans to ensure appropriate placement and density** in accordance with long term development objectives.
 - The planned urban transition area **is intended to promote intergovernmental cooperation** with neighboring incorporated municipalities (i.e. City of Brillion).
 - It is further intended that the Town pursue boundary agreements in these areas to define preferred land use, phasing of development, and the **possibility for shared service agreements** prior to any development.

Conservancy

- ◆ **Purpose:** To protect natural resources found in the community, such as lakes, rivers, and streams and the associated shorelands and floodlands, wetlands, wet, poorly drained soils, and rugged terrain and high relief topography.
- ◆ **Primary Goal:** To maintain natural features and areas as community assets and conserve these features for future generations. In addition, to limit intensive development in areas which are not suited for development.
- ◆ **Preferred Uses:** Allowable uses may include crop harvesting, pasturing, forestry, passive recreation, wildlife protection activities, and fisheries as possible uses.
- ◆ **Possible Density:** Development would be limited, or not allowed at all, depending on location and type of resource.
- ◆ **Proposed Conditions:** When considering future rezone requests, there is an existing conservancy (CON) zoning district that is mostly compatible with the conservancy classification. The county should review the intent of the classification to ensure its consistency with the zoning ordinance when the zoning code is being reviewed.
 - Any development within this classification should meet the requirements of the Calumet County shoreland zoning ordinance, or beyond the shoreland zone in accordance with and designated by local plans.

Private Resource

- ◆ **Purpose:** To accommodate the long-term use of privately owned recreation areas (golf courses, gun clubs, etc.) that are intended for recreation or resource management.
- ◆ **Primary Goal:** Maintain a low development density that will support many of the features and activities residents and property owners enjoy in conjunction with reducing service costs to local taxpayers. Objectives of the private resource classification would include maintaining the rural character of the area, accommodating local conservation land and associated land management such as Quality Deer Management (QDM) programs, accommodating private forestry efforts, reducing forest fragmentation, accommodating quality outdoor recreational experiences, and limiting sporadic development that is inefficient for the Town to service.
- ◆ **Preferred Uses:** Conservation club lands, lands in forest management, private recreation lands such as golf courses, campgrounds, etc.
- ◆ **Proposed Conditions:** When considering future rezone requests, there is no existing zoning district that is directly compatible with the private resource classification. The existing recreation (REC) zoning district could be used to implement the classification but would need to be reviewed for consistency with the zoning ordinance.
 - The county should require a detailed site and operations plan before expansion of campgrounds, and other new or expanded commercial recreational uses are approved.
 - Cooperate with the campgrounds to assure continued success and compliance with local, county, and state rules.

Recreational

- ◆ **Purpose:** To maintain existing parks as a community resource and plan for the future allocation of park and recreational land.
- ◆ **Primary Goal:** Communities are often evaluated on the quality of life opportunities they provide for residents and visitors. The goal is therefore to maximize the uses of these existing areas and ensure that areas will be available in the future for the community.
- ◆ **Preferred Uses:** Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.).
- ◆ **Proposed Conditions:** When considering future rezone requests, the county already has an existing recreational zoning district (REC) that is directly compatible with the recreation classification. The existing recreation (REC) zoning district could be used to implement the classification.
 - There is potential for uses to be classified as either private resource or recreation (a campground for example). The county should require a detailed site and operations plan before expansion of uses such as campgrounds, and other new expanded commercial recreational uses are approved.

Commercial

- ◆ **Purpose:** To represent existing commercial type land uses and anticipate limited preferred commercial areas.
- ◆ **Primary Goal:** To accommodate commercial uses in areas that can support such activities while recognizing that more intensive commercial uses that require public services such as sewer and water should be located in a sanitary district or adjacent incorporated community.
- ◆ **Preferred Uses:** Agriculture support businesses, retail sales and services, eating and drinking establishments, professional offices, service and repair businesses, entertainment, visitor accommodations, parking lots, and other commercial type uses.
- ◆ **Proposed Conditions:** When considering future rezone requests, there are two Calumet County zoning districts that could be compatible with the commercial future land use classification. Local and neighborhood commercial (C-1) is a commercial district intended to provide for the orderly and attractive grouping of convenient locations of local retail stores, shops, offices, and establishments serving the daily needs of the neighborhood. Community and area-wide commercial (C-2) is a district intended to provide for grouping at convenient locations, larger community orientated retail stores, shops, offices and establishments serving the needs of the area, rather than just the local neighborhood. Higher levels of traffic and activity would be expected in this district. Either of the existing county commercial zoning districts could work; the proper district will need to be defined upon review of the development application.
 - It should be a requirement that all proposed commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval.
 - Require that all new commercial development be accessed by public roads.
 - Consider waiting to rezone areas in this planned land use designation until specific development proposals are offered.

Industrial

- ◆ **Purpose:** To represent existing light and heavy industrial type land uses and anticipate limited preferred industrial areas.
- ◆ **Primary Goal:** To accommodate industrial uses in areas that can support such activities while recognizing that most industrial uses that require public services such as sewer and water should be located within sanitary districts, or within the City of Brillion.
- ◆ **Preferred Uses:** Industrial uses such as manufacturing and production facilities, resource extraction and processing, warehousing, feed mills, wholesale establishments, salvage and junk yards, and other industrial type uses.
- ◆ **Proposed Conditions:** When considering future rezone requests, there are two Calumet County zoning districts that could be compatible with the industrial future land use classification. The commercial/light industrial (C-3) zoning district provides for the development of industrial or commercial areas where activity and usage are more intense than in the C-1 or C-2 commercial district. These uses are generally considered quasi commercial/industrial or light industrial. These districts, due to actual physical and operational characteristics, need to be carefully established to ensure compatibility with surrounding areas. The second potentially compatible district is the industrial district, which is intended to provide for any manufacturing or

industrial operations which, on the basis of actual physical and operational characteristics, would not be detrimental to the surrounding area or the county as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, or other similar factors and subject to such regulatory controls as will reasonably ensure compatibility in this respect. Either of the existing county industrial zoning districts could work; the proper district will need to be defined upon review of the development application.

- It should be a requirement **that all proposed industrial or intensive commercial projects submit a detailed site plan** showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval.
- New development **should have associated design standards** to adhere to high quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage.
- Require that all new industrial or intensive commercial development **be accessed by public roads**.
- Consider **waiting to rezone** areas in this planned land use designation until specific development proposals are offered.

Government/Institutional

- ◆ **Purpose:** To accommodate existing and preferred locations of government and institutional facilities.
- ◆ **Primary Goal:** To ensure that land is available for government and institutional uses in areas which best accommodate their use.
- ◆ **Preferred Uses:** Public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, water wells, water towers, wastewater treatment facilities, airports, hospitals, town/city/village halls, police and fire stations, museums, and schools are some examples.
- ◆ **Proposed Conditions:** When considering future rezone requests, the Calumet County zoning district that is most compatible with the institutional future land use classification is the local and neighborhood commercial (C-1) district. The district is intended to provide for the orderly and attractive grouping of convenient locations of local retail stores, shops, offices and establishments serving the daily needs of the neighborhood, and permits public and semi-public buildings and institutions. These districts, due to actual physical and operational characteristics, need to be carefully established to ensure compatibility with surrounding areas.
 - It should be a requirement **that all proposed institutional projects submit a detailed site plan** showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval.
 - New development **should have associated design standards** to adhere to high quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage.
 - Ensure that all land use decisions related to the institutional designation are in **coordination with utility and community facility recommendations** of this plan.
 - Require that all new institutional development **be accessed by public roads**.
 - Consider **waiting to rezone** areas in this planned land use designation until specific development proposals are offered.

TABLE 25
FUTURE LAND USE, TOWN OF BRILLION, 2009

Future Land Use Classification	Acreage	% of Total
Single Family Residential	384.59	1.81%
General Residential	34.18	0.16%
Multi-Family Residential	4.64	0.02%
Agricultural Enterprise	14,834.50	69.80%
General Agriculture	326.49	1.54%
Rural Character	0.00	0.00%
Planned Urban Transition	449.25	2.11%
Conservancy	1,129.92	5.32%
Private Resource	0.00	0.00%
Recreational	2,810.92	13.23%
Commercial	157.31	0.74%
Industrial	338.68	1.59%
Government/Institutional	67.67	0.32%
Roadways	730.93	3.44%
Total	21,269.14	100%

TABLE 26
FUTURE LAND USE, CITY OF BRILLION, 2009

Future Land Use Classification	Acreage	% of Total
Single Family Residential	489.56	27.84%
General Residential	16.67	0.95%
Multi-Family Residential	42.39	2.41%
General Commercial	87.21	4.96%
Central Business/Downtown Commercial	21.36	1.22%
Industrial	422.92	24.05%
Planned Urban Transition	19.49	1.11%
Parks and Recreation	269.05	15.30%
Agriculture	26.68	1.52%
Utilities and Community Services	189.22	10.76%
Roadways	173.50	9.87%
Total	1,758.11	100%

Rural Town Development

Density Management - A Different Approach to Managing Development

Calumet County, who currently administers zoning for the Town, manages growth through a zoning code that generally regulates the types of uses allowed and the associated minimum lot sizes that are required. Growth is also managed through a subdivision ordinance, administered by Calumet County, that regulates the frequency and location of development through requirements applied with the Calumet County Growth Management Policy. These items are discussed in Chapter 8 which covers these management approaches in detail. Reviewing the amount and potential impact of anticipated growth may have, over the planning period, forced county leadership to evaluate the capabilities of the existing land management tools (zoning, subdivision ordinances, etc.) to achieve the goals established in this plan. Many of the regulations the county has employed in the recent past will be applicable in the future, but how the county manages those regulations does need to be modified.

This plan advocates an approach to establish certain maximum densities for development within some of the planned rural and use designations as managed by Calumet County ordinances. This plan recommends the following density guidelines as the framework for implementing density as a land management tool. The Calumet County Advisory Committee, a committee created for the Calumet County Year 2025 Smart Growth Plan, endorsed the concept of density management as a planning tool, and for planning purposes endorsed acreage recommendations that should be similar to the following:

- A density of no more than one new home per every 40 acres under the agricultural enterprise classification.
- A density of no more than one new home per every 20 acres under the general agriculture classification.
- A density of no more than one new home per every 10 acres under the rural character classification.
- A minimum density of one new home per every $\frac{3}{4}$ acres under the rural hamlet/mixed use classification.
- A minimum density of one new home per every $\frac{1}{2}$ acre under the planned urban transition classification.

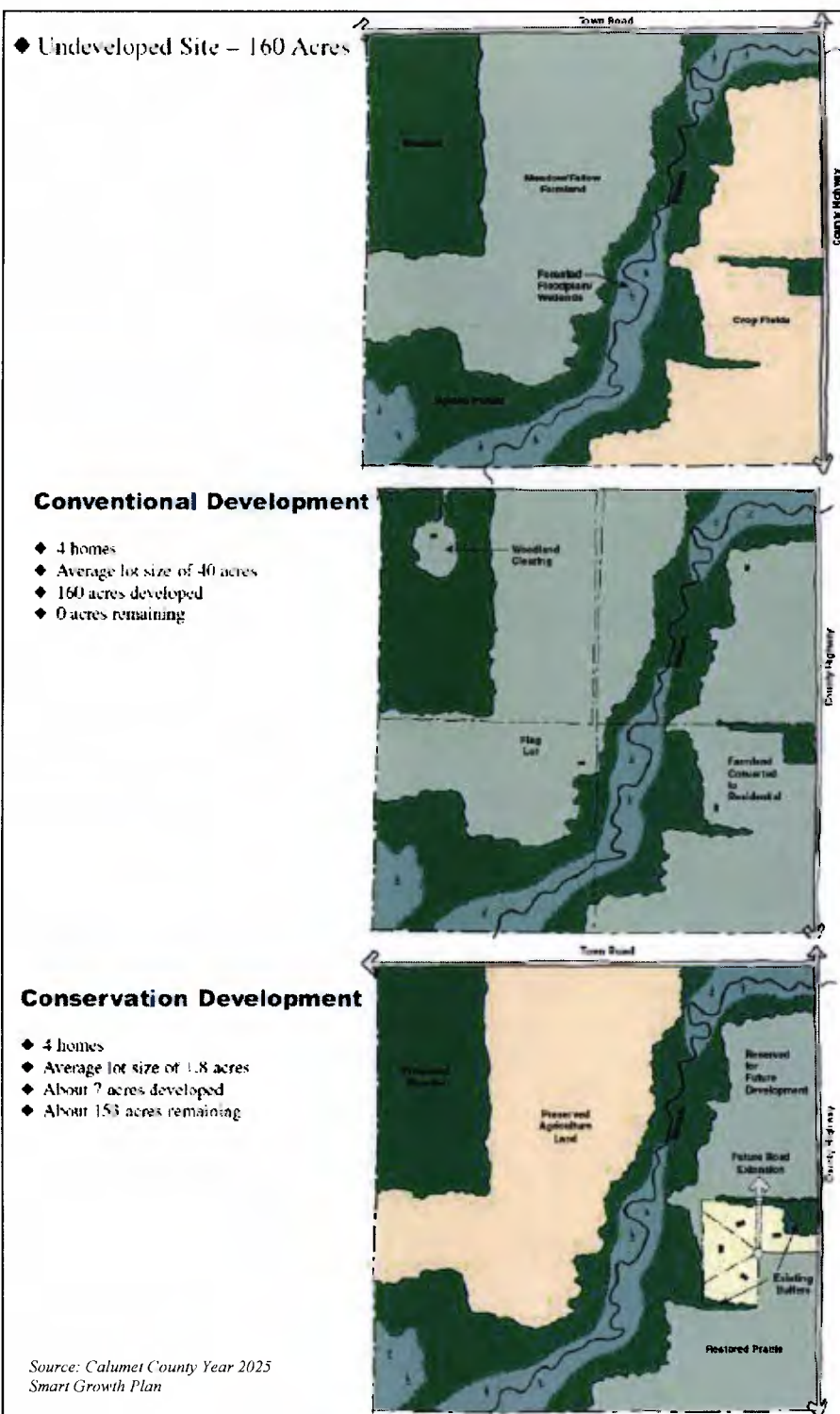
Density and Minimum Lot Size

It is critical to understand the difference between how density is used to manage development in comparison to minimum lot size. Minimum lot size requirements set how big individual lots have to be. Maximum density requirements set how many new homes or lots can be divided from a larger parcel, regardless of how big individual homesites or lots have to be. Establishing density standards typically works in conjunction with minimum lot sizes to ensure the goals of the area (such as very low density in the agriculture enterprise classification) are met while ensuring standards are applied for health and safety (minimum lot size areas for adequate septage treatment and replacement).

This plan recommends amendments to the county's zoning and subdivision regulations to allow for both approaches to achieving these standards, in accordance with sufficient public input. Any modifications to the zoning and subdivision code are separate and distinct from the planning process and will require a public review and input process.

The accompanying graphics to this section describe alternative

approaches to dividing land for development under a density based approach using a one home per 40 acre standard, such as planned under the agriculture enterprise classification.



The example shows a hypothetical 160-acre parcel with site conditions common to the Brillion Community. The first square shows predevelopment site conditions with agricultural land uses, a woodlot, and stream corridor. The

conventional development option illustrates the division of the 160 acres into four equal 40 acre parcels and the resulting development conditions. The alternative scenario, the conservation development option, illustrates the application of a density based approach instead of the conventional minimum lots size approach. In other words, the same 160 acres can still be divided into four separate parcels; there is a greater flexibility that allows the creation of smaller lot sizes and the opportunity to cluster. Neither of these options is currently available in Calumet County's ordinances. Both clustering and density management are recommendations of this plan. By using both, development can achieve greater efficiency in road access, facilitate farmland protection by avoiding the fragmentation of large expanses of farmland, and help preserve rural character while still allowing some development.

Calumet County should also consider the impacts of development potential in association with density management in the planned low density classifications such as planned agricultural areas. Using the planned Agricultural Enterprise areas as an example, the suggested density is one house per 40 acres. Assuming a landowner has 400 tillable acres and no existing homes on the land, the overall residential development potential on that 400 acres is 10 homes. The overall density would be low at one home per every 40 acres, but there is potential for 10 homes in an area that is planned and utilized for agricultural production. The potential for conflict between land uses is increased, but the amount of development is limited. A question that must be addressed is - should there be a cap or limit to the amount of development in planned agricultural areas regardless of density? Said another way under the scenario discussed above, are 10 new homes in a planned agricultural expansion area too many? The county needs to consider this issue as codes and ordinances are modified and density management is evaluated.

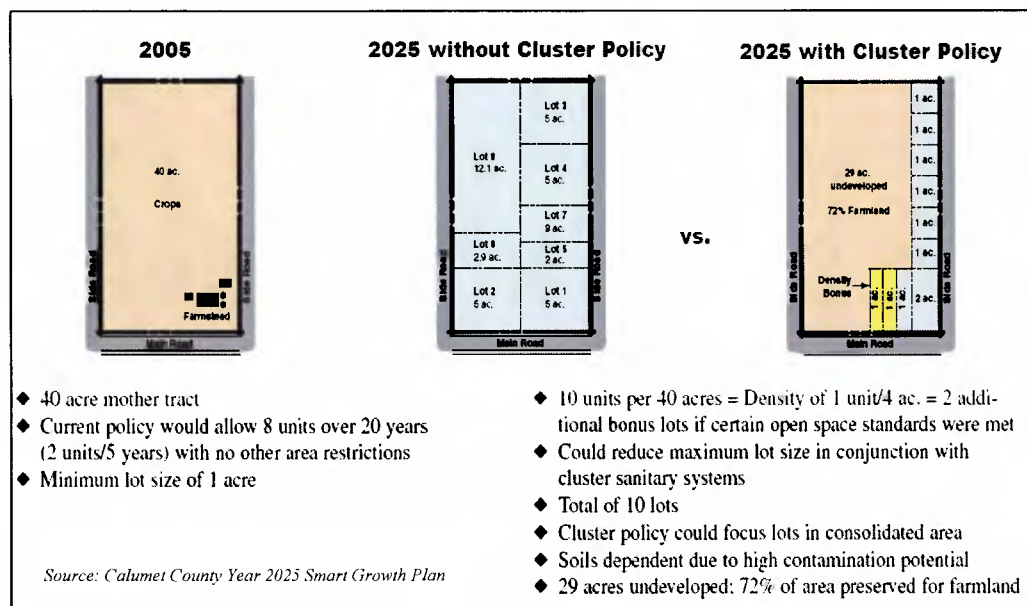
The conservation development option is also advised as another development option the county or Town may wish to include in its land management "toolbox". This plan sets the approach to how this could impact the manner of which land is developed and how density management will allow the county to:

Accommodate high levels of growth,
Address property owner concerns about land division capability, and
Provide the mechanism to preserve the rural and environmental characteristics that drive, in part, some of the development demand.

According to the community survey, 54% of respondents the use of conservation subdivisions/cluster development options in the City and 51% of respondents support the use of conservation development in the Town.

Cluster Development

In concert with adding density provisions or the ability to develop a conservation subdivision to achieve goals of farmland preservation and maintaining rural character, the county should also consider adding cluster development as a primary development option for rural land development. The example below illustrates the impact a cluster development policy could have in respect to managing rural development.



The first way is the typical example where a 40 acre tract in existing General Agriculture zoning with a one acre minimum lot size is split up and sold off. The example shows the land divisions would happen in accordance with the existing Growth Management Policy, two lots at a time, at various lot sizes. Development is sporadic and farmland preservation goals have a high potential of not being met. There is a high probability this development scenario will happen in the Brillion Community if plan recommendations as stated within this document are not implemented.

Another way the same amount of development could be accommodated, and even more development allowed, is to plan and coordinate the land divisions, cluster the lots, keep the lots smaller and locate the development on non-prime soils. In this manner it is not the number of lot splits allowed, but rather how the splits are managed that determines development. This development scenario has real opportunity to achieve plan recommendations without significant cost or administrative consequence to the county or the landowner.

Clustering with Density Bonus Considerations

'Advocacy stimulants' should also be considered when considering code modifications. With any situation, the best way to achieve results or come to an agreement is to have a win-win outcome for the parties involved. As an example, the county could consider incorporating density bonuses into code and ordinance modifications if the owner/developer of the tract in question is willing to develop the property in accordance with cluster development principles. The current Growth Management Policy allows for two land divisions to occur within a five year period. This plan advocates for continuance of the Growth Management Policy; however, there are modifications that could be incorporated to the policy to allow a landowner more options than currently exist and still attain stated plan goals.

As an example, let's say a landowner wishes to sell three lots from a tract of land. Under the Growth Management frequency regulation, it would take the landowner six years to split the third lot. The policy could be modified to allow the landowner to split all three at once assuming the landowner is willing to work through the design and planning process up front. The county should consider adding bonus lot development potential to stimulate such planning. The density bonuses could vary depending on the amount of acreage involved or within which preferred land use classification the land split is being considered. The concept should be considered for incorporation into the county code when modifications are being reviewed.



Sources: Calumet County Year 2025 Smart Growth Plan

Maximum Lot sizes in Conjunction with Cluster Development

Planned agricultural areas in the Brillion Community are intended for production, as agricultural or rural landowners typically derive their livelihood from the land. Farmland is also the major component of what we define as "rural character". The agriculture areas also have rural development demands. Rural development is organized for consumption through the dividing, developing, and buying of "proximity privacy" from intrusions, for lack of a better term. Besides farmland, rural land also includes wetlands, river corridors, wildlife habitat, and areas for recreation. Intrusions are a two way street in rural lands (farmers' right to farm and residential landowners' noise, dust, and smell impacts) which may lead to conflict.

Calumet County utilizes a minimum lot size requirement for establishing minimum standards for both the land division and zoning ordinances. For example, the general agriculture zoning district requires a minimum lot size of one acre. There are controls on how many one acre lots can be developed over time, but they can and will continue to occur. When large tracts of land are divided up over time (whether all at once or a little bit at a time) into lots of various sizes, there are impacts to agriculture and to rural character.

Utilizing a maximum lot size in conjunction with cluster development will allow the Brillion Community to accommodate growth in its rural areas and keep available a base of land for agricultural production. Most zoning ordinances (as is the case with Calumet County) don't distinguish between minimum lot size and density.

(Typically, minimum lot sizes get directly translated into a maximum density. This is not the case.) To separate lot size from density in a rural zoning district, you want:

- ◆ a minimum lot size that will provide for safe septic systems and wells, and privacy;
- ◆ a maximum lot size that won't intrude on the rural land; and
- ◆ a maximum density that limits the overall number of house lots.

To preserve blocks of land large enough to keep rural character and activities, a maximum of no more than one unit per 10 acres is desirable. The preferred land use classifications of agriculture enterprise and general agriculture have planned density at or lower than that. Even density of one home per 10 acres won't accomplish plan goals if the development gets translated into 10 acre house lots. In combination with the maximum density, maximum lot size should strive to preserve a significant percentage (a goal of 70% is attainable) of the parcel as contiguous open space. With the proposed density discussed in this plan, maximum lot sizes should be considered to be no more than two to three acres in size. At this maximum, only two to three acres of every 10 will be allowed to be house lots. Allowing for a road leaves between six and seven acres of productive land or open space.

Site design is also a consideration to maintain rural function. When abutting parcels are developed, proper siting is important to ensure the open space of each parcel can combine to preserve the critical blocks of land necessary to keep rural land functioning as rural land. Utilizing maximum lot sizes is not a substitute for planning. The location of where development occurs on a site is important. This plan advocates the majority of new development be designated to planned growth areas, hamlets, and incorporated communities per the local plans. When rural development is approved, the site review process should be considered of high value in the decision process.

Coordination with Growth Management Policy

The recommendations to manage development with a density standard, allow for cluster development, and utilize conservation design as a development alternative are absolutely consistent with the county Growth Management Policy. This plan recommends the policy be upheld and modified to include the provisions as stated in previous sections. The summary of the existing policy is included here to allow the reader an opportunity to familiarize themselves with the policy intent. The County Advisory Committee (CAC) felt strongly the existing Growth Management Policy intent is consistent with plan goals and aligns with the county's land management vision. The policy does not however, have all the tools necessary to achieve the goals in this plan. The current policy manages the frequency of land development with the two lot split in five year provision. It does not manage how those land divisions occur, but it needs to. It has been suggested that the proposed cluster subdivision (five lots or more) developments occur only in the planned Growth Management Areas. The cluster development concept could be available in the rural areas to allow a landowner the ability to create land divisions (not a subdivision), and, rather than have them sporadically throughout his land, the lots could be clustered on a certain portion to the benefit of both the landowner and rural character.

**Calumet County
Growth Management Policy**

- ❖ No major subdivisions (10 or more lots) shall be permitted beyond corporate limits
- ❖ Major subdivisions (9 lots and under) may be beyond corporate limits but within "Growth Service Area" (GSA) per the Growth Management Policy map
- ❖ Major subdivisions must have sewer service
- ❖ 2 lots in 5 years outside of GSA

Source: Calumet County Year 2025 Smart Growth Plan

Coordination with Other Comprehensive Plan Elements

In many ways the Future Land Use Maps presented in *Appendix B* represent the culmination of desires, limitations, and expectations expressed in each of the other elements. What follows is a brief description of how these Future Land Use Maps were coordinated with other elements of the plan.

Issues & Opportunities

The population trends and projections included in Chapter 2 were critical for understanding how much land was needed for additional development. This element also provided the visions that expressed desired land use conditions in 20 years.

Housing

The expectations and desires related to housing development are reflected by the location and amount of land designated for residential development.

Transportation

Existing and proposed road network capacity was considered when determining future land use and development. Accommodations for trails have also been carefully considered.

Agricultural, Natural & Cultural Resources

The desire to protect these areas from development was a primary objective in developing the Future Land Use Maps. Since farmland preservation was a primary objective of the Coordinated Plan Committee, efforts have been made throughout this chapter and on the Future Land Use Maps to protect farmland areas.

Utilities and Community Facilities

Availability of sanitary sewers and municipal water will greatly influence the location and pattern of development. For this reason, development is encouraged in areas that are within the Forest Junction Sanitary District and the City.

Intergovernmental Cooperation

The City and Town sought input from all neighboring communities and various state, regional and local agencies to ensure that this Comprehensive Plan, including the Future Land Use Maps, is compatible with other area plans.

Economic Development

Both the City and Town support additional economic development. The Town would like to concentrate new development in Forest Junction.

The City would like to enhance its Downtown, promote additional development along USH 10, and expand its industrial sector. These goals are illustrated on the Future Land Use Maps.

Implementation

The Implementation Element (Chapter 11) provides guidance in utilizing the Future Land Use Maps, as well as additional supporting goals, objectives and policies that support the maps.

Town of Brillion Rural Objectives

- Work with Calumet County to revise their Growth Management Policy and Subdivision Ordinance to allow for conservation design/cluster development subdivisions and clustering of homes in some rural areas (dependent on soil type and location) through a density based approach to land development. Such development will aid in preserving agricultural land and open space, and when developed correctly, be more environmentally friendly.
- Coordinate with County with respect to any changes to the Growth Service Area.

Town of Brillion Rural Development Policy

All new development is encouraged in the Forest Junction area, within the limits of the Growth Service Area identified by Calumet County.

Limited, rural home development, in accordance with the Calumet County Zoning Ordinance, is permissible, but landowners must consider opportunities to locate their homes on the edges of farm fields and the use of landscape screening to minimize the visual impact of rural development.

11.0 IMPLEMENTATION



Introduction

The Implementation Element is the “how to” portion of the plan. It prescribes those actions necessary to realize the visions, including proposed changes to any applicable zoning ordinances, sign regulations, site plan regulations, design review ordinances and subdivision ordinances.

This chapter includes all of the goals, objectives and policies highlighted in previous chapters of the plan. In this way, this chapter serves as the master “to do” list for implementing the plan.

According to the community survey, 74 percent of respondents support the use of a plan to guide decisions in the City and Town of Brillion. The survey results also indicated that residents support the enforcement of ordinances designed to protect important community resources. For example, 84 percent of respondents support ordinances to protect wetlands, woodlands and lands adjacent to streams and lakes in the City of Brillion. Likewise, 86 percent of respondents support similar ordinances in the Town of Brillion.

A vast majority, 72 percent of Town residents and 74 percent of City residents responding to the community survey, support the City and Town considering ways to provide “joint” or regionalized services. When asked to which services the City and Town should consider “joint” or regionalized approaches, the most popular choices were ambulance service, public utility projects (such as road improvements), and land use planning.

Implementation Vision

The widely supported Coordinated Comprehensive Plan is the accepted guide for the area’s growth and development. It outlines the cooperative activities necessary to provide both communities with effective and efficient municipal services. It contains the flexible tools needed to preserve the small town and rural character of the area.

Relationship Amongst Elements

Throughout the plan, coordination between the nine required elements has been highlighted as a special section of each chapter. In several instances, a single objective applies to more than one element of the plan and was reprinted in several chapters.

Special attention has been given to the milestone dates to ensure that individual objectives act in harmony with other stated goals and objectives.

To ensure that the plan elements are understood in their totality over the life of the plan, the City Planning Commission and Town Plan Commission will annually review the goals and objectives. The two commissions will meet together every year to discuss implementation and concerns for the future.

Measuring Progress

To track planning progress and help to ensure that the plan is implemented, milestone dates are provided for each objective. The Coordinated Plan Committee reviewed the milestone dates to ensure that they are feasible expectations for the town. Likewise, the City Planning Commission and Town Plan Commission reviewed the milestone dates before recommending plan adoption to the City Council and Town Board, respectively.

Milestone Date

A specific date, after the adoption of the Comprehensive Plan, when the City and Town will review the plan implementation actions to see if the objective has been met and consider additional implementation strategies to achieve the stated goal.

Implementation Responsibilities

The City and Town of Brillion adopted this plan separately. Therefore, plan implementation will be the responsibility of the City and Town, acting independently, but in a coordinated fashion.

In the City, implementation of the Coordinated City and Town of Brillion Comprehensive Plan will be the primary responsibility of the City of Brillion Planning Commission and City Staff. They will use this plan as a guide for making future land use decisions and recommendations to City Council.

Likewise, the City Council will use the plan as a guide for making final land use related decisions.



Example of an open farm area in the Town of Brillion that could be protected from development

In the Town, implementation of the Coordinated City and Town of Brillion Comprehensive Plan will be the primary responsibility of the Town of Brillion Plan Commission. This group of individuals will meet regularly to consider development applications and the objectives outlined in this plan. The Town of Brillion Plan Commission will make recommendations pertaining to development issues, in accordance with this plan, to the Town Board and County.

Updating the Comprehensive Plan

As stipulated in 1999 Wisconsin Act 9, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the plan is an effective management tool, the City and Town will independently review the plan goals and objectives annually to track those activities that have been completed and add additional objectives as needed to accomplish the stated goals. The City Planning Commission and Town Plan Commission will meet together every year to discuss plan implementation progress, changes, and concerns for the future.

In 2003, based on current scheduled release dates, the City and Town will update the population projection information available from the Wisconsin Department of Administration. Any mutually agreed upon annexation areas will also be updated on the Future Land Use Maps. In addition, when the 2002 Agricultural Census information is available, the City and Town will review this data to better understand the characteristics and needs of local farm populations. As determined necessary by the City and Town, appendices may be added to this plan to accommodate additional information.

Special Implementation Considerations

Over the course of the planning effort, some specific implementation considerations were raised. To adequately address these topics, information is provided in this section.

Growth Management in the Town

Enforcing a strong growth management policy is one method to maintain farmland, protect wildlife habitat and open spaces, preserve rural character, and maximize the use of existing public infrastructure in sanitary districts.

Extensive scattered rural housing development undermines the visions, goals, objectives and policies of this plan and the directives of the community survey. Likewise, this pattern of development presents a real threat to the future of farmland. Therefore, an important aspect of the successful implementation of this plan is the development

of a growth management policy in the Town. The policies presented here also appear in the Future Land Use Chapter:

- All new development is encouraged in the Forest Junction area, within the limits of the Growth Service Area identified by Calumet County.
- The Town will urge Calumet County to revise their Growth Management Policy and Subdivision Ordinance to allow for conservation design/cluster development subdivisions and clustering of homes in some rural areas (dependent on soil type and location) through a density based approach to land development. Such development will aid in preserving agricultural land and open space, and when developed correctly, be more environmentally friendly.

Boundary Agreement

A boundary agreement is a formal contract between the City and Town to set ultimate boundaries and other provisions related to shared municipal services. It is a legal, binding plan and agreement for maintaining or changing the natural and developed uses of the City and Town for a period of 10 or more years.

A boundary agreement can last up to 20 years. In some cases, parties to an agreement have included language stipulating that the agreement will last forever. The important point is that new City and Town administrations cannot unilaterally dissolve or amend an agreement without the consent of all the government units involved.



Example of a scenic, open farm area in the Town of Brillion that could be protected from development

Once an agreement is approved, annexations initiated by individual property owners are no longer possible. Annexations (attachments) occur only as specified in the agreement. In many cases, attachments are phased in over a period of several years to give residents ample lead-time. Utilities, road maintenance, easements and revenue sharing can all be parts of the agreement.

There are several advantages to developing a boundary agreement based on the Coordinated Comprehensive Plan Future Land Use Maps. These advantages include:

- Avoid lengthy, bitter, costly, time-consuming lawsuits.
- Avoid potential loss of discretionary state aids.
- Cooperation and shared services can save taxpayers money.
- Developers and businesses prefer a stable, peaceful political climate.
- Stable borders and specific timetables allow for easier planning.
- City can grow without opposition.
- Residents know what the future will hold.
- Allows the City and Town to decide boundary issues and related development matters, rather than be put in the position of reacting to often unpredictable private proposals.

Purchase of Development Rights (PDR)/Purchase of Agricultural Conservation Easements (PACE)

One of the most serious land use problems facing Wisconsin today is the accelerating rate at which prime farmland is being sold, subdivided and developed for non-agricultural use. Evidence of rural land conversion can be seen virtually everywhere, including the Brillion Community.

One way of protecting farmland is purchasing of development rights (PDR)/purchase of agricultural conservation easements (PACE). PDR/PACE is a voluntary program, where a land trust or some other agency usually linked to local government, makes an offer to a landowner to buy the development rights on the parcel. The landowner is free to turn down the offer, or to try to negotiate a higher price.

When the development rights to a farm are sold, the farmer receives payment equal to the difference between the fair market value of the land a developer would pay if it could be developed and the price the land would command for agricultural use. In return for this payment, a conservation easement is recorded on the deed to the property. This easement stays with the land so it is binding not only on the current owner, but future owners of the property as well.

When the development rights to a farm are sold, the farm remains as private ownership. The private landowner still retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property for some other use in the future. Farmers are not compelled to sell their development rights. Participation in PDR programs is entirely voluntary.

Advantages and Disadvantages of PDR/PACE

Restrictions on land use, including zoning, have been used to protect agriculture for many years. One of the primary benefits of PDR/PACE is that it is completely voluntary. Under PDR/PACE, the landowner is not deprived of any of the value of the property. This is very important because many farmers rely on their property in order to fund their retirement. Simply depriving them of the opportunity to realize the full economic value of their property has important ethical, socioeconomic, and perhaps legal ramifications. Moreover, zoning regulations may be easily changed in the future.

The main advantage of PDR/PACE over other approaches to farmland preservation is that it offers a permanent, long-lasting solution. PDR/PACE virtually assures that land will remain forever in agriculture because it extinguishes the right to develop agricultural land for non-agricultural uses. Farmland preservation tax credits and use value assessment of agricultural land encourage farmers to keep their land in agricultural use somewhat longer than otherwise might be the case, but do not assure that land will remain in agricultural use.

Another major advantage of PDR/PACE is that it is perceived as an equitable, fair, and voluntary way to preserve agricultural land. A third advantage is that it provides a way to correct a major shortcoming of the current Farmland Preservation Program by targeting limited financial resources to preserve and protect agricultural land most worthy of preservation.

Another benefit of PDR/PACE is that it makes it much easier for a farmer to pass their farm on to an heir interested in farming the land. Once the development rights have been separated from the land, the value of the parcel typically declines to its agricultural value. This generally has an enormous effect on reducing the inheritance tax liability. If taxed at the full development value, many parcels are simply taxed out of agriculture, because the heirs are not able to pay the taxes without selling the land.

The main disadvantage of PDR/PACE is cost. Development rights can be expensive to purchase, and so funding for PDR/PACE needs to be selectively targeted to preserve and protect agricultural land that is most worthy of preservation. As a result, not every farmer who wants to sell his or her development rights will be able to do so.

PDR/PACE in the Brillion Community

In recent years, purchase and transfer of development right programs have been the topic of much discussion in the region. In the Brillion Community Survey, residents were asked two questions about these types of programs. Specifically, residents were asked:

To what extent would you support municipal government protecting land by purchasing permanent or temporary development rights for land in the Town?

If you own land in the Town, would you consider taking advantage of opportunities to protect your land from development by selling development rights?

City and Town residents did not provide responses that were significantly different to the question of purchasing temporary and permanent development rights. The responses indicate that about 35% of the respondents were supportive of such a program. This is not a majority. Moreover, approximately 30% of respondents indicated they were uncertain of the idea. This means additional education and information must be made available to gain support for such a program. Of great concern is the fact that the majority of landowners indicated that they were very unlikely (28%) or unsure about selling their development rights (34%).

How to Establish and Operate a PDR/PACE Program

The establishment of a PDR program could occur in a variety of ways either at the state, county or town level. Together, they would seek to educate farmers and landowners about the concept. This could be accomplished through direct letters, a town newsletter, articles on the town web page and public meetings. Next, they would need to coordinate with the county to gain county awareness and acceptance of such an effort. Finally, they would seek to raise the capital needed to purchase local development rights. This may mean asking residents to consider a tax increase specifically dedicated to this program, or perhaps seeking foundation, land trust, or grant funds to initiate the program.

Once the pool of funds has been established, the Plan Commission and Agricultural Committee would review applications of landowners who wish to sell development rights. This process would require obtaining appraisals, prioritizing parcels, negotiating agreements, and ensuring that deed restrictions are enforced.

The WDNR is also very supportive of purchase of development rights/purchase of agricultural conservation easements as a tool to protect areas adjacent to the Brillion Wildlife Area from development pressures. The WDNR is very willing to act as a partner in Town efforts to establish a local PDR/PACE program.

Transfer of Development Rights (TDR)

Like a PDR program, the landowner who voluntarily sells his or her development rights will not be able to develop their property. It will remain as agricultural land. However, unlike a PDR program, where a body that has no intention of using them acquires the development rights, in a TDR transaction the development rights are applied, or transferred, to another property.

A TDR program is premised on the idea that legally certain property rights can be separated from one property owner and transferred to another to achieve community development goals. In the case of the Town, the development rights would be transferred from rural areas to the Forest Junction Sanitary District.

The two basic elements of TDR are “sending” and “receiving” areas. Sending areas are those parcels that are deemed less desirable to be developed. For example, areas that have been identified as primary farmland. As a result, these parcels send or transfer their development rights to properties in the receiving areas. The receiving areas are those parcels that are deemed desirable for development, like the sanitary district. They “receive” transferred rights, therefore allowing development to occur at a density greater than would be normally allowed.

The primary challenge of a TDR program is administration. Successful programs require strong administration policies to keep track of development rights sold and transferred.

Maximum Lot Size

In many Wisconsin counties, including Calumet, the minimum lot size for residential development in areas zoned Exclusive Agricultural, AE, is 35-acres. Initially, this 35-acre requirement was designed to deter non-agricultural development. The 35-acre minimum dates back to a time when acquiring 35-acres would have been nearly impossible based on its costs. Today, 35-acres is affordable to more and more people. As such, some are capitalizing on the opportunity to purchase a 35-acre parcel, place a house in the middle of it and eliminate its agricultural integrity and promote sprawling rural development.

Jefferson County, as part of its comprehensive planning efforts, took a stand against this pattern of residential development. It overhauled the county zoning code to:

- Prohibit residential development in exclusive agricultural areas, except for the replacement of existing buildings;
- Limit the number of potential lots per rural property, depending on the size and agricultural soil types, to one to three lots per parcel;
- Limit rural residential lot size to two acres per lot, and
- Require clustering of all rezoned proposed lots in rural areas to maintain contiguous agricultural and natural areas.

The City and Town encourage Calumet County to consider similar measures to overhaul the county zoning ordinance to protect rural areas of the county from sprawling residential development.

Comprehensive Plan Policy Statements

Rather than develop policy statements, this plan includes a series of vision statements. These visions represent the desired future and act as policy when considering proposals. In three areas, supplemental policy statements are provided to further enhance the ideas presented in the vision. These policies have far-reaching implications for all of the required plan elements.

Agricultural, Natural and Cultural Resources Element Chapter

Direct new residential and commercial/industrial development to areas within the Forest Junction Sanitary District and the City of Brillion in order to maximize available infrastructure and protect rural farmland areas, wildlife habitat areas and corridors, woodlands, grasslands, and the Brillion Wildlife Area.

Land Use Element Chapter

It is the policy of the City and Town of Brillion to direct future residential, commercial and industrial development within the City limits and the limits of the Forest Junction Sewer Service Area, in accordance with the Calumet County Growth Management Boundaries, and the City and Town's desire to protect farm operations, rural character and the local quality of life.

In accordance with this policy, the Town will work with the City to establish a growth boundary and the Town will coordinate with Calumet County to restrict building activity beyond the limits of the Forest Junction Sanitary District.

Intergovernmental Cooperation Element Chapter

The City and Town will seek to cooperate with all neighboring municipalities, counties, state agencies and school districts for mutual benefit.

These policies impact all of the required plan elements. In addition, it is fully anticipated that in carrying out the objectives of this plan, additional policies will be developed. In fact, some of the objectives specifically state a policy will be developed after additional research and investigation.

GOALS AND OBJECTIVES

2003-2020

Housing Element Agenda

ELEMENT (S)	OVERALL HOUSING GOALS
Housing	Increase the supply of affordable to moderate income housing for employees of local businesses.
Housing Ag, Nat. & Cult Resources Land Use	Maintain the environmental assets of the community so that it continues to be an attractive place to live.
Housing	Conserve or improve the quality of existing single-family housing stock to maintain housing values over time.
Housing	Increase the supply of alternative housing opportunities to serve residents of all ages, including independent and assisted living facilities for elderly residents.
Housing Intergovernmental	Continue coordination efforts between the City and Town to ensure that new residential development at shared boundaries is advantageous for both communities.

ELEMENT (S)	CITY HOUSING OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCE
Housing	Apply to the State for Community Development Block Grant funds to establish a home repair loan program. Check with regional planning agencies to determine if an existing rehabilitation program exists.	2013	WI Dept of Commerce
Housing Land Use	Educate City residents about the importance of property maintenance by developing and distributing a brochure highlighting property maintenance techniques and benefits.	2006	<ul style="list-style-type: none"> City Budget WHEDA
Housing	Review and possibly update existing development controls to encourage housing easily adaptable for seniors and residents with disabilities.	2007	City Budget
Housing	Monitor the need for affordable housing for households with incomes between 60% and 80% of the local median household income. If warranted, seek sponsors and funds to support development of affordable housing.	2004	<ul style="list-style-type: none"> Brillion Hsg Authority City Budget
Housing Utilities & Comm. Facilities	Support existing efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.	Continuous	<ul style="list-style-type: none"> Brillion Hsg Authority City Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

ELEMENT (S)	TOWN HOUSING OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCE
Housing Land Use Ag., Nat. & Cult. Resources	Encourage future single- and two-family residential development in the Forest Junction area where services are more readily available and conflicts with agricultural uses in minimized.	Continuous	NA
Housing Land Use	Coordinate with the City of Brillion to direct alternative and multiple family developments to the City where appropriate services are available to serve these uses.	Continuous	NA
Housing Utilities & Comm. Facilities	Monitor drainage control efforts enforced by Calumet County to ensure that they are effective and adequately protect property owners.	Continuous	NA
Housing Land Use Ag., Nat., & Cult. Resources	Using the information provided in the Agricultural, Natural and Cultural Resources Element, identify and map areas for primary and secondary conservation in the Town of Brillion.	2006	Town Budget
Housing Land Use Ag., Nat. & Cult. Resources	Coordinate with Calumet County to develop a density-management approach to subdivisions in the Town.	2010	Town Budget
Housing Utilities & Comm. Facilities	Support existing efforts and consider new programs that provide needed assistance for elderly and disabled residents, who wish to stay in their own homes.	2009	Town Budget
Housing Land Use	Educate Town residents about the importance of property maintenance. Develop a Town newsletter that highlights property maintenance techniques and benefits.	2010	Town Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Transportation Element Agenda

ELEMENT (S)	OVERALL TRANSPORTATION GOALS
Transportation	Continue coordination efforts between the City and Town of Brillion to address transportation needs at shared boundaries and needs of special populations (i.e. seniors and people with disabilities).
Transportation	Maintain and improve roads in a timely and well-planned manner.
Transportation	Enhance the pedestrian links and amenities (i.e. sidewalks, trails, etc.) available to residents of both communities.
Transportation	Provide a safe and efficient transportation network that serves the needs of all community residents.

ELEMENT (S)	OVERALL TRANSPORTATION OBJECTIVES
Transportation Intergovernmental	Notify WisDOT of proposed development projects and rezonings near STH 32/57 and USH 10 so WisDOT may plan accordingly for needed improvements.
Transportation Intergovernmental Ag. Nat. & Cult Res.	Coordinate with WisDOT, WDNR, DATCP and Calumet County to ensure transportation facilities are safe and natural features and farmland are protected.

ELEMENT (S)	CITY TRANSPORTATION OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Transportation	Using local roadway evaluations (PASER) continue to regularly evaluate roads, and utilize evaluations to identify and prioritize road improvement projects.	Annually	<ul style="list-style-type: none"> State Road Funds City Budget
Transportation Intergovernmental	Become an active partner in transportation improvements made to USH 10 and CTY PP by: <ol style="list-style-type: none"> Continuing to work with WisDOT and the Calumet County Highway Department at any opportunity presented. Providing copies of this plan to WisDOT and Calumet County. Coordinating with Calumet County during the development of the County Comprehensive Plan to ensure that City interests are represented. Participating in any corridor studies undertaken by WisDOT for USH 10 to ensure that City interests are represented. 	<ol style="list-style-type: none"> Continuous 2003 2010 As Needed 	City Budget
Transportation Intergovernmental Economic Development	Coordinate with Calumet County so when improvements/reconstruction of county roads in and around the City are scheduled, appropriate consideration is given for bike path and trail development, and business and industry operations.	As Directed	NA
Transportation Land Use	Continue to support the efforts of the Friends of the Friendship Trail and similar organizations seeking to expand recreational trail opportunities in the area, by designating bike paths on City streets to connect the trail from Glenview Avenue to Horn Park and to other City parks, schools, and the Brillion Nature Center.	Continuous	<ul style="list-style-type: none"> City Budget WisDOT Grants

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Transportation Intergovernmental	Consult the Town of Brillion when addressing anticipated development, improvements, and planned road extensions at shared boundaries with the Town.	As Needed	NA
Transportation	Continue to utilize the Capital Improvements Program and Budget technique to coordinate and plan for transportation expenses. As part of this effort, allow the Planning Commission to review spending priorities in accordance with the goals, objectives and visions provided in this plan.	Continuous	City Budget
Transportation Ag, Nat. & Cult. Resources Intergovernmental	Continue discussions with the WDNR and Town of Brillion to resolve issues surrounding the future of Center Road and trail connections to the Brillion Wildlife Area.	Continuous	NA
Transportation Intergovernmental	Review the results of the Calumet County Transportation Study (when available) to ensure that its recommendations effectively address local elderly/disabled transportation choices. In conjunction with the recommendations, assist in establishing a volunteer-based program, coordinated through local community service organizations, churches, or the school district, to connect volunteer drivers with individuals in need.	2006	NA

ELEMENT (S)	TOWN TRANSPORTATION OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Transportation	Using PASER results, continue to update ratings, as required by state law, and utilize ratings to identify and prioritize road improvements projects.	Annually	<ul style="list-style-type: none"> • State Road Funds • City Budget
Transportation Utilities & Comm. Facilities	Develop a Capital Improvements Plan and Budget (CIP/B) to coordinate and plan for annual transportation network improvements and maintenance, as well as and other capital improvements. As part of this effort, have the Town Plan Commission (to be established upon completion of this plan) take the lead role in making spending recommendations in accordance with the goals, objectives and visions provided in this plan.	2008	Town Budget
Transportation Intergovernmental	<p>Become an active partner in transportation improvements made in the Town by WisDOT and Calumet County by:</p> <ol style="list-style-type: none"> Continue to work with WisDOT and the Calumet County Highway Department at any opportunity presented, including providing copies of this plan to WisDOT and Calumet County. Coordinating with Calumet County during the development of the <i>Calumet County Smart Growth Comprehensive Plan</i> to ensure that Town interests are represented. Participate in any corridor studies undertaken by WisDOT for USH 10 and STH 57 to ensure that Town interests are represented. 	<ol style="list-style-type: none"> Continuous 2003 2010 As Needed 	Town Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Transportation Land Use Intergovernmental	Review the Calumet County sign, lighting and landscaping ordinances. If these ordinances do not provide the level of protection desired by the Town to maintain the character of the county road corridors, work with the county to develop and adopt more restrictive ordinances to protect the rural integrity of the Town.	2005	Town Budget
Transportation Land Use Utilities & Comm. Facilities	Coordinate with Calumet County so when improvements/reconstruction of county roads are scheduled, appropriate consideration is given to the development of bike paths and trails.	Continuous	NA
Transportation Land Use Utilities & Comm. Facilities	Complete a study of pedestrian needs in the Forest Junction area. This study should examine issues related to residential development and desired pedestrian access to and between neighborhoods, development along USH 10, proposed trail routes, and other local community facilities. Consider any recommendations for pedestrian paths and sidewalks in the context of the Town's capital improvements program and budget. The study should consider the potential for below- and above-grade trail crossings at USH 10 and STH 57. The study should also include funding opportunities available through the state, county and private organizations to finance recommended improvements.	2010	WisDOT
Transportation Land Use	Support the efforts of the Friends of the Friendship Trail, Inc. and similar organizations seeking to expand recreational trail opportunities in the area.	Continuous	NA
Transportation	Consult with the City of Brillion, with respect to anticipated development, improvements, and planned road extensions at shared boundaries with the Town.	Continuous	NA
Transportation Ag., Nat. & Cult. Resources	Continue discussions with the WDNR and the City of Brillion to resolve issues surrounding the future of Center Road and trail connections to the Brillion Wildlife Area.	Continuous	NA
Transportation	Review the results of the Calumet County Transportation Study (when available) to ensure that its recommendations effectively address local elderly/disabled transportation choices. In conjunction with the recommendations of the county study, establish a volunteer-based program, coordinated through local community service organizations, churches, or the school district, to connect volunteer drivers with individuals in need.	2006	NA

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Utilities & Community Facilities Element Agenda

ELEMENT	OVERALL UTILITIES & COMMUNITY FACILITIES GOALS
Utilities & Com. Facilities	Continue coordination efforts between the City and Town to ensure that residents have access to high quality and cost-effective utilities and community facilities.
Utilities & Com. Facilities	Seek to ensure that all new development is served by adequate utilities.

ELEMENT (S)	CITY UTILITIES & COMMUNITY FACILITIES OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Utilities & Com. Fac. Intergovernmental	<p>Continue to provide cost-effective community services as supported by residents.</p> <p>a. Continue to evaluate resident satisfaction with City Services every three years and consider modifications to the services available based on resident desires, budget constraints, and City capabilities.</p> <p>b. Pursue opportunities to provide cost-effective mutual services between the City and Calumet County and /or City and neighboring towns.</p> <p>c. Pursue grant opportunities available through the County, State and Federal government.</p> <p>d. Pursue partnership opportunities and recognize the efforts of area civic and religious organizations that provide programs and services benefiting local residents.</p>	<p>a. 2006, 2009, etc.</p> <p>b. Continuous</p> <p>c. Continuous</p> <p>d. Continuous</p>	<p>a. City Budget</p> <p>b. NA</p> <p>c. See Chapter</p> <p>d. NA</p>
Utilities & Comm. Fac.	Continue to utilize the Capital Improvement Plan and Budget as a tool to maintain and improve City Services and implement this Comprehensive Plan.	Continuous	City Budget
Utilities & Com. Fac. Intergovernmental	Work closely with the Brillion Sanitary District and Utility to coordinate the orderly extension of services.	Continuous	NA
Utilities & Com. Fac.	In accordance with the <i>Brillion Sewer Service Area Plan</i> , continue to support existing treatment plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new developments.	Continuous	NA
Utilities & Com. Fac.	Coordinate the updates of future City Service Plans (i.e. DPW, Sewer Service Area, Park and Recreation, Fire Department, etc.) with the context of this comprehensive plan to ensure consistency between these two documents.	Continuous	City Budget
Utilities & Com. Fac.	Educate City Residents about available community facilities through the City newsletter and web site, particularly to ensure that populations in need can obtain services.	Continuous	City Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Utilities & Com. Fac. Land Use	Amend the City Zoning Ordinance, to ensure that the City has adequate protection and provisions for future cellular towers. The cellular ordinance should encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers and consider the impact on wildlife habitats.	2005	City Budget
Utilities & Comm. Fac. Intergovernmental	<p>Continue to communicate with Brillion Area School District about new development in the City to allow the school district to plan appropriately for staff, building additions, and other needs.</p> <p>a. Provide the school district a copy of all Planning Commission & Board Agendas, with detailed information with respect to new residential development (locations, number of units, type of units, etc.).</p> <p>b. Meet biennially with the school district to discuss growth and development issues. Coordinate these meetings with the Town.</p>	<p>a. Continuous</p> <p>b. Odd # Years beginning in 2005</p>	NA

ELEMENT (S)	TOWN UTILITIES & COMMUNITY FACILITIES OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Utilities & Comm. Fac.	Support the continued operation and expansion of community facilities provided by Calumet County, local school districts, private companies and other neighboring communities, which serve residents of the Town of Brillion.	Continuous	NA
Utilities & Comm. Fac.	<p>Work closely with the Forest Junction Sanitary District and the City of Brillion to coordinate the orderly extension of services.</p> <p>a. In accordance with the <i>Forest Junction Sewer Service Area Plan</i>, continue to support existing treatment plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new development.</p> <p>b. When the East Central Wisconsin Regional Planning Commission updates the <i>Forest Junction Sewer Service Area Plan</i>, review the recommendations in the context of this comprehensive plan to ensure consistency between these two documents.</p>	<p>a. Continuous</p> <p>b. Unknown</p>	NA
Utilities & Comm. Fac. Land Use	Direct new residential subdivision, commercial, and industrial developments to areas adequately served by necessary utilities, including sewers, where feasible.	Continuous	NA
Utilities & Comm. Fac. Land Use Intergovernmental	Calumet County has a history of not supporting scattered residential development. If development occurs in rural areas of the Town, coordinate with Calumet County, and if necessary adopt a Town Policy, to encourage developers to consider alternative waste treatment systems in support of innovative subdivision designs (i.e. cluster and conservation subdivisions) in areas beyond the sanitary district.	2005	Town Budget
Utilities & Comm. Fac.	Develop a Capital Improvements Plan to effectively plan for utilities and community facilities improvements and maintenance over time.	2008	Town Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Utilities & Comm. Fac.	Seek to educate residents of the Town of Brillion about available community facilities in the area through a Town newsletter and web site, particularly to ensure that populations in need can obtain services.	2011	Town Budget
Utilities & Com. Fac. Land Use Intergovernmental	Coordinate with Calumet County and WDNR to ensure that the County cellular tower ordinance provides adequate protection and provisions for the Town of Brillion. If deemed necessary, work with the county to update the cellular ordinance to further encourage co-location, stealth technologies, and other techniques to minimize the visual impact of cellular towers.	2009	Town Budget
Utilities & Comm. Fac. Land Use Intergovernmental	Continue to communicate with the school districts about new development in the Town in order to allow the school districts to plan appropriately for staff, building additions, and other needs. a. Provide copies of future Plan Commission & Town Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.). b. Meet every other year with the local school districts to discuss issues with respect to growth and development. Possibly, coordinate these meetings with the City of Brillion.	a. Continuous b. Odd # Years Begin in 2005	NA

Agricultural, Natural & Cultural Resources Element Agenda

ELEMENT (S)	OVERALL AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS
Ag. Nat. & Cult. Res. Intergovernmental	Enhance coordination efforts between the City, Town and the WDNR.
Ag., Nat. & Cult. Res. Land Use	Preserve agricultural operations to maintain the rural character of the area.
Ag., Nat. & Cult. Res. Land Use	Preserve open spaces and undeveloped natural areas in the City and Town.
Ag., Nat. & Cult. Res. Land Use	Protect the quality of surface and groundwater resources.
Ag., Nat. & Cult. Res.	Provide cultural enrichment opportunities to residents.

ELEMENT (S)	CITY AND TOWN AGRICULTURAL, NATURAL & CULTURAL RESOURCES OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Ag., Nat., & Cult. Res. Land Use	Identify and protect areas of prime agricultural land through appropriate land use controls. <ol style="list-style-type: none"> Coordinate these efforts through Calumet County and the WDNR. The Town should work with the County to compare the areas identified in objective 1. a. to the Calumet County R-4 Zoning. The areas identified should be adopted as an overlay zone. The City should review its subdivision ordinance to permit cluster/conservation subdivisions. 	a. 2006 b. 2006 c. 2004	Municipal Budgets
Ag., Nat., & Cult. Res. Land Use	Educate local farmers and developers about the potential for cluster/conservation subdivisions as a means to permit some additional residential development as a buffer between rural areas and Forest Junction and the City of Brillion, preserve the rural character, and protect farming operations.	Continuous	Municipal Budgets
Ag., Nat., & Cult. Res. Intergovernmental	Coordinate with Calumet County and state officials to ensure county and state farmland preservation and protection programs are effective and meet local needs.	Continuous	DATCP Municipal Budgets
Ag., Nat., & Cult. Res. Intergovernmental Land Use	Support efforts of the Calumet County Land and Water Conservation Department, by taking on an advisory capacity, to fully implement the <i>Calumet County Land and Water Resource Management Plan</i> .	Continuous	NA
Ag., Nat., & Cult. Res. Land Use	Support Calumet County efforts to maintain and enhance natural buffers along stream banks, lakeshores and the Brillion Wildlife Area, by taking an advisory capacity, in accordance with zoning requirements.	Continuous	NA
Ag., Nat., & Cult. Res. Intergovernmental	Coordinate with Calumet County, the WDNR, and DATCP to promote and help fund buffer strips along Black Creek.	Continuous	WDNR DATCP Calumet Co. Municipal Budgets
Ag., Nat., & Cult. Res.	Encourage efforts of local volunteer organizations and churches to promote community involvement.	Continuous	NA

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

<p>Ag., Nat., & Cult. Res.</p> <p>Land Use</p> <p>Intergovernmental</p>	<p>To protect wildlife habitat areas beyond regulated wetlands, floodplains and shorelands, identify locally important natural areas in the Brillion Community (i.e. scenic vistas, woodlands, etc.), using this information:</p> <p>a. Seek grant-funding sources available through the WDNR and other agencies to help protect wildlife habitat and woodlands areas for future generations to enjoy (i.e. Wisconsin Managed Forest Law).</p> <p>b. Build partnerships with local habitat conservation organizations to help with wildlife protection and education.</p>	<p>Continuous</p>	<ul style="list-style-type: none"> • WI Managed Forest Law • WDNR • Ducks Unlimited • Whitetails Unlimited • NE WI Land Trust • Calumet Land/Water Conservation Dept. • Municipal Budgets
<p>Ag., Nat., & Cult. Res.</p> <p>Land Use</p>	<p>Educate developers and landowners about the "right-to-farm."</p> <p>a. Coordinate with local realtors and builders associations to distribute information.</p> <p>b. Post information in the City newsletter and web page and in a Town newsletter. In the future, if the Town decides to develop its own web page, post information there as well.</p> <p>c. The Town should establish an Agriculture Committee to help mitigate disputes between residents and farmers, educate residents about farming operations, and serve as an information source and political voice for the Town's farmers.</p>	<p>a. Continuous</p> <p>b. Continuous for City 2005 for Town</p> <p>c. 2004</p>	<p>Municipal Budgets</p>
<p>Ag., Nat., & Cult. Res.</p> <p>Land Use</p> <p>Intergovernmental</p>	<p>Monitor the quality of groundwater, particularly in areas of the Brillion Community where the depth to bedrock is limited. When necessary to protect drinking water sources, coordinate a formal testing and mitigation program with Calumet County to better understand areas at risk.</p>	<p>Continuous</p>	<p>Calumet County</p>
<p>Ag., Nat., & Cult. Res.</p> <p>Intergovernmental</p>	<p>Petition the WDNR to update the <i>Brillion Wildlife Area Master Plan</i> to address current management concerns.</p>	<p>Annually</p>	<p>WDNR</p>
<p>Ag., Nat., & Cult. Res.</p> <p>Land Use</p> <p>Intergovernmental</p>	<p>Coordinate with the WDNR to educate residents about the special considerations when living near the Brillion Wildlife Area.</p> <p>a. Develop an educational brochure for residents seeking to live near the Brillion Wildlife Area to discourage feeding wildlife to prevent animal-related nuisances.</p> <p>b. Provide information about the wildlife area and animal habitats on the Brillion website and in City and Town Newsletters.</p>	<p>a. 2003</p> <p>b. Continuous</p>	<p>WDNR</p> <p>Municipal Budgets</p>

Economic Development Element Agenda

ELEMENT	OVERALL ECONOMIC DEVELOPMENT GOALS
Economic Dev.	Expand commercial and light industrial development along USH 10 in the City and some additional service and industrial development in Forest Junction.
Economic Dev. Intergovernmental	Continue to develop working relationships between the City, Town, School District and area economic development organizations to support the long-term economic success of the area.
ELEMENT	CITY ECONOMIC DEVELOPMENT GOAL
Economic Dev.	Revitalize downtown Brillion to beautify the community, create a sense of place for the community, and promote economic expansion.
ELEMENT	TOWN ECONOMIC DEVELOPMENT GOALS
Economic Dev.	Encourage local entrepreneurs who seek to expand and diversify the area economy by supporting home occupations.
Economic Dev.	Promote the expansion of business and industry in Forest Junction to firmly establish the area as the Town's focal point for attractive, well-planned economic activity.

ELEMENT (S)	CITY ECONOMIC DEVELOPMENT OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Economic Development	Through appropriate zoning and communication with local realtors, seek to concentrate new commercial and industrial development in the City of Brillion in accordance with the <i>Future Land Use Maps</i> .	Continuous	NA
Economic Development	Research business incubators and other economic development tools, while upholding the community's small town/rural character.	2004	City Budget
Economic Development	Support the initiatives of local business owners and residents to enhance the appearance of Downtown Brillion. This should include efforts to erect a tower to preserve and display the 100-year-old Brillion Community clock.	Continuous	City Budget DATCP Programs
Economic Development	Continue to provide a community website that details City services, organizations, and committees, and profiles the community.	Continuous	City Budget
Economic Development	Consider establishing a DDA, EDC or CDA to build upon the initial efforts to the Brillion Community Development Committee and implement the recommendations of the Market Analysis and Business Park Feasibility Study.	2004	NA
Economic Development	Update the Brillion Business District Community Market Analysis every 5 years to ensure an accurate measure of the City's retail and service needs.	Starting 2008	City Budget Chamber of Commerce
Economic Development	Support efforts of the Chamber of Commerce to promote business development and retention in the City.	Continuous	NA
Economic Development	Through the efforts of the City's Community Development Department, continue to provide interested business owners with information about programs available to improve or expand their business, organize seminars to improve business skills and conduct outreach programs to educate the business community about available services and programs.	Continuous	City Budget
Economic Development Intergovernmental	Continue to be involved in other regional economic development activities that help to support economic development in the City.	Continuous	NA

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

ELEMENT (S)	TOWN ECONOMIC DEVELOPMENT OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Economic Development Land Use	Through appropriate zoning and communication with local realtors, seek to concentrate attractive (with appropriate signage and landscaping) new commercial and industrial development in Forest Junction in accordance with the <i>Future Land Use Maps</i> .	Continuous	NA
Economic Development Land Use	Pursue opportunities to establish an industrial or business park in Forest Junction, including the potential use of an Industrial Revenue Bond program.	2007	Town Budget
Economic Development Land Use Intergovernmental	a. Support the establishment of home occupations, provided such uses do not constitute a nuisance to neighboring properties (i.e. excessive noise, traffic, odors, vibration, etc.) or deter from the rural character of the area (i.e. signage, lighting, etc.). Adopt a policy for providing recommendations to Calumet County about proposed special use permits to allow for home occupations in the Town.	a. 2004	NA
Economic Development	Create a Town web site to post community meeting notices, contact information, the executive summary of this plan and the <i>Future Land Use Maps</i> , links to the economic organizations listed in this chapter, and general community updates.	2010	Town Budget
Economic Development	Support the efforts of the Forest Junction Civic League and other county and regional organizations that encourage economic development in Forest Junction.	Continuous	Town Budget

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Land Use Element Agenda¹

ELEMENT	OVERALL LAND USE GOALS
Land Use Ag., Nat. & Cult. Res.	Promote the rural, farming atmosphere in the Town and the "small town" feel of the City.
Land Use Ag., Nat. & Cult. Res.	Preserve the scenic vistas and undeveloped areas along USH 10 between the City and Town.
Land Use Economic Development	Enhance the mix of businesses, amenities, and design of Downtown Brillion to maximize the potential this area has to serve its surrounding market.

ELEMENT (S)	CITY LAND USE OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Land Use Housing	<p>Promote dense residential development patterns in the City to encourage walking to shopping, work and community (i.e. parks/schools) destinations.</p> <ul style="list-style-type: none"> a. Continue to maintain and extend sidewalks throughout the community. b. Coordinate with local students and parents to inventory, assess, and identify sidewalk and trail needs. 	<p>a. Continuous</p> <p>b. 2011</p>	City Budget WisDOT
Land Use Economic Development	<p>Transform Downtown Brillion into a regional destination point with a varied selection of local businesses serving niche and basic shopping needs.</p> <ul style="list-style-type: none"> a. Coordinate closely with local business owners and residents to define and create the desired future business environment. b. Utilize marketing and specialty studies completed by the City as the tools to guide Downtown development. c. Work with the Calumet County Planning Department (and others identified in the Economic Development Chapter) to encourage economic redevelopment of the area through marketing, zoning, and other initiatives. d. Provide identification signage and kiosks for the Downtown, including directional signage along USH10. e. Promote development patterns that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension. 	<p>a. Continuous</p> <p>b. Continuous</p> <p>c. Continuous</p> <p>d. 2010</p> <p>e. Continuous</p>	<p>City Budget</p> <p>Private Funding</p> <p>DATCP Grants</p> <p>CDBG Grants</p>

¹ NOTE: The City of Brillion has an Official Map that is maintained at City Hall. This map is updated regularly to reflect current boundaries, annexations and roads. The Town of Brillion does not have an Official Map. Current legislation prevents towns under county zoning from having an Official Map. If legislation is changed, the Town will use the *Transportation Network*, *Existing Land Use* and *Future Land Use Maps* to develop an Official Map.

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Land Use Economic Development	<p>Seek to ensure that the appearance of the Brillion Community is attractive and well-maintained.</p> <ol style="list-style-type: none"> Enforce local zoning and subdivision ordinance requirements. Establish a program to identify and annually recognize local home and business owners who maintain their property to exemplary standards or residents who have made great strides in property appearance. Encourage service organizations, schools, and churches to participate in annual events like "Make a Difference Day" by taking on projects to improve the appearance of the City. Complete a corridor design plan for USH 10, with particular emphasis on landscaping, infill development and signage along USH 10, east of CTH PP – the City's eastern gateway. 	<p>a. Continuous</p> <p>b. 2009</p> <p>c. Continuous</p> <p>d. 2012</p>	<p>City Budget</p> <p>WisDOT</p>
Land Use Ag., Nat. & Cult. Resources Housing Intergovernmental	<p>Establish a <i>growth boundary</i> between the City and Forest Junction. Limit development along USH 10 to areas within the Forest Junction Sanitary District and the City. Once established, this agreement should be reviewed annually to determine if adjustments are needed. Restrict new development west of the City and east of Forest Junction in order to:</p> <ol style="list-style-type: none"> Minimize the number of curb cuts needed in this area, which may lead to a reduction in speed and an eventual relocation of the corridor north of the City of Brillion. Maintain separation between the Forest Junction and the City. Maintain the farming operations found between these two communities. 	<p>2005</p>	<p>City Budget</p> <p>Town Budget</p>

ELEMENT (S)	TOWN LAND USE OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Land Use Intergovernmental	<p>Improve the Forest Junction area so that it may become a community focal point for quality development.</p> <ol style="list-style-type: none"> Work with the county to enforce existing and consider new overlay landscape and sign regulations to improve community appearance. Work with local property owners and Calumet County to encourage sidewalk development throughout Forest Junction. <ul style="list-style-type: none"> Include information about the benefits of sidewalks in any newsletter or web page eventually developed by the Town. Seek to encourage developers to install sidewalks in their new developments. Work with the County and other specialists to identify needed sidewalk routes to provide opportunities for safe pedestrian travel in Forest Junction. Maintain existing identification signage, including the water tower identification marker. 	<p>a. 2010</p> <p>b. 2012</p> <p>c. Continuous</p>	<p>Town Budget</p> <p>Calumet County Budget</p>

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Land Use Intergovernmental	Expand business and industrial development in Forest Junction. a. Develop an industrial park on the north side of Forest Junction. b. Work with the Calumet County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives.	a. 2008 b. Continuous	Town Budget Calumet County Budget
Land Use Intergovernmental	Work with the Calumet County Planning Department on land division issues to encourage development in and adjacent to the Forest Junction Sanitary District and to prevent development in more rural areas of the township. a. If new subdivision development is desired, coordinate with Calumet County to encourage local developers to consider cluster/conservation-based subdivision designs, particularly near the edges of the Forest Junction area, to provide a buffer between development in Forest Junction and rural farmland. Any conservation or cluster subdivision developed, must maintain undeveloped open spaces, including farmland and scenic vistas on the property. b. Delineate areas suitable for conservation subdivisions and cluster developments based on primary and secondary conservation areas.	a. Continuous b. 2006	Town Budget Calumet County Budget
Land Use Intergovernmental	Establish a <i>growth boundary</i> between the City and Forest Junction. Limit development along USH 10 to areas within the Forest Junction Sanitary District and the City. Restrict new development west of the City and east of Forest Junction in order to: a. Minimize the number of curb-cuts needed in this area, which may lead to a reduction in speed and an eventual relocation of the corridor north of the City of Brillion. b. Maintain separation between the Forest Junction and the City. c. Maintain the farming operations found between these two communities.	2005	Town Budget City Budget
Land Use Intergovernmental	Work with the Forest Junction Sanitary District, electric, natural gas and other utility providers to ensure that adequate utilities will be made available for cost effective future growth and development in the Town.	Continuous	NA
Land Use Intergovernmental	Work with the UW-Extension, Calumet County Highway Department, Calumet County Planning Department and other professional experts to develop and enforce a site plan review ordinance to present a positive image of the community by regulating the appearance of commercial and industrial development in the Town.	2015	Town Budget

Intergovernmental Cooperation Element Agenda

ELEMENT(S)	OVERALL INTERGOVERNMENTAL GOAL
Intergovernmental	Improve communication with neighboring towns, counties, school districts, sanitary districts, the ECWRPC, and state agencies.
Intergovernmental	Resolve annexation and boundary disputes.
Intergovernmental	Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and counties whenever efficient.

ELEMENT(S)	OVERALL INTERGOVERNMENTAL OBJECTIVES	MILESTONE DATE
Intergovernmental	The City and Town should co-host an annual summit to discuss concerns, plans, exchange ideas and report implementation achievements.	Annually
Intergovernmental	Participate in the "Smart Growth" planning activities of neighboring communities, Calumet County, and the ECWRPC.	Through 2010
Intergovernmental Utilities & Com. Fac.	Notify the local school districts about proposed residential developments and rezonings so the district may plan accordingly for additional school children. Encourage the school district to provide input into these decisions.	Continuous
Intergovernmental Transportation	Notify WisDOT of proposed development projects and rezonings near STH 32/57 and USH 10 so WisDOT may plan accordingly for needed improvements.	Continuous
Intergovernmental Utilities & Comm. Fac. Land Use	Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations and sanitary district expansions (through the Forest Junction and Brillion Sanitary Districts).	Continuous
Intergovernmental Transportation Ag., Nat., & Cult. Res.	Coordinate with WisDOT, WDNR and DATCP to ensure transportation facilities are safe and natural features and farmland are protected.	Continuous
Intergovernmental Land Use	Consider developing a boundary agreement to establish expansion areas for a minimum of 10 years.	2005
Intergovernmental Utilities & Comm. Fac.	Expand and continue to explore the potential for mutual services with neighboring communities (including road development and maintenance, garbage collection, etc.).	Continuous

ELEMENT(S)	TOWN INTERGOVERNMENTAL OBJECTIVE	MILESTONE DATE
Intergovernmental Land Use Ag., Nat. & Cult. Res.	Coordinate with Calumet County to develop a density-management approach to subdivisions as described in the Land Use and Agricultural, Natural and Cultural Resource Elements of this plan.	2010

CITY AND TOWN OF BRILLION COORDINATED COMPREHENSIVE PLAN

Implementation Element Agenda²

ELEMENT	OVERALL IMPLEMENTATION GOAL
Implementation	To ensure that the <i>Coordinated Comprehensive Plan</i> is an effective tool for making local land use decisions.

ELEMENT (S)	CITY IMPLEMENTATION OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Implementation Intergovernmental	Coordinate with Town.	Continuous	NA
Implementation	Review Plan Objectives.	Annually	NA
Implementation	Complete a Comprehensive Update of the Plan every 10 years or as needed based on development.	2014	DOA Grants City Budget
Implementation	Pursue a Boundary Agreement with the Town.	2010	City Budget

ELEMENT (S)	TOWN IMPLEMENTATION OBJECTIVES	MILESTONE DATE	POTENTIAL FUNDING SOURCES
Implementation Intergovernmental	Coordinate with City.	Continuous	NA
Implementation	Review Plan Objectives.	Annually	NA
Implementation	Complete a Comprehensive Update of the Plan every 10 years or as needed based on development.	2014	DOA Grants Town Budget
Implementation	Pursue a Boundary Agreement with the City.	2010	Town Budget
Implementation	Encourage County to Review 35-Acre Minimum Lot Size.	2008	NA
Implementation Ag, Nat. & Cult. Res.	Seek to establish a PDR/PACE Program.	2014	Town Budget NE WI Land Trust Calumet Co. Budget Private Foundations

² As part of this Element, it was determined no changes were needed to existing building, mechanical, housing, and sanitary codes to implement this plan. Existing code requirements are consistent with the recommendations of this plan.

A

Air Quality	6.11
Airports	4.4
American Transmission Company	5.7
Annexation, Trends	6.19
ANR Pipeline Company	5.8
Archaeological Site Inventory (ASI)	6.13
Architecture and History Inventory (AHI)	6.13

B

Black Creek	6.7
Brillion Business Park Feasibility Study, 2002	7.7
Brillion Commercial Business District Market Analysis, 2002	7.7
Brillion Wildlife Area and Nature Center	5.9
Brownfield	7.16

C

Camp Forest	5.11
Cellular Towers	5.13
Cemeteries	5.14
Churches	6.12
Cluster Development	10.16
Community Center, Brillion	5.9
Concentrated Animal Feeding Operations (CAFO)	6.4

D

Deer Run Golf Course	5.10
Density Management	10.14

E

Economic Development Strategic Plan, 2004	7.7
Education Attainment	2.11
Emergency Medical Services	5.19
Employers, Major County	2.9
Employment Forecast	2.11
Environmental Impact Study, Brillion Wildlife Area (EIS)	6.16
Exotic and Invasive Species	6.9

F

Farmland Preservation Plan	6.15
Fire and Rescue	5.18
Floodplain Zoning, Calumet County	6.14
Fox River State Trail	4.2
Freitag Memorial Park	5.10
Friendship Trail, Friends of the	4.2
Future Land Use Classifications	10.4

G

Garrow Villa	3.7
Goal, definition	2.4
Groundwater	6.7
Growth Boundary	8.10
Growth Management Policy, Calumet County	8.4

H

Heritage Apartments	3.7
Heritage Park	5.10
Horn Park	5.10
Household Trends	2.7
Household, definition	2.7

I

Income and Wages	2.10
Industrial Revenue Bond Program (IRB)	7.9
Industry mix	7.3

J

Jail Facilities	5.17
-----------------------	------

K

Kettl Commission	5.22
------------------------	------

L

Labor force, definition	2.8
Land and Water Resource Management (LWRM) Plan	6.15
Land Information and Computer Graphics Facility (LICGF)	10.1
Library	5.19
Livestock Facility Siting Law	6.4
Location Factors, business	7.4
Location Quotient	2.12

M

Managed Forest Law, WDNR	6.8
Managed Roadway Access	8.7
Manitowoc River Watershed	6.7
Marsh, burning	6.17
Methane Gas	5.9
Midwest Regional Rail System	4.8
Milestone Date, definition	11.1
Milk Volume Production Program (MVP)	7.11
Mining, Metallic and Non-Metallic	6.10
Museums	6.12

N

New Hope Center, the	3.7
----------------------------	-----

Northeast Wisconsin Regional Economic Partnership	7.11
---	------

O

Objective, definition	2.4
Outer Limits Youth Outreach	5.11

P

Parkview Homes	3.6
Participation rate	2.9
Participation rate, definition.....	2.8
PASER – Road Maintenance and Repair	4.8
PASER, ratings	4.8
Per Capita Income, definition.....	2.8
Peters Park Athletic Field	5.10
Plum Creek Watershed	6.7
Police and Law Enforcement	5.16
Policy, definition	2.4
Population Characteristics	2.6
Population Trends and Forecasts	2.4
Projected Land Use Demand	10.3
Purchase of Agricultural Conservation Easements (PACE).....	11.4
Purchase of Development Rights (PDR)	11.4

R

Rapid Industrial Preparation Program (RIP)	7.10
Revolving Loan Fund, Calumet County	7.10
Revolving Loan Fund, City of Brillion	7.11
Right to Farm, the	6.3
Roads to Freedom, Inc. Group Home	3.7
Round Lake.....	6.7

S

Schools	5.20
Sewer Service Area, City of Brillion.....	5.2
Sewer Service Area, Forest Junction	5.1
Smart Growth: Elements.....	1.2
Snowmobile Trails.....	5.11
Soils	6.2
South Park.....	5.11
Spring Creek.....	6.7
Stealth Tower Technologies.....	5.13
Stormwater Management.....	5.4
Street and Highway Classifications	4.3
Subdivision regulations.....	8.3
SWOT, Definition	2.1

T

Tax Incremental Financing (TIF)	7.8
Traditional Neighborhood Development (TND).....	8.5
Trails	4.2
Transfer of Development Rights (TDR)	11.5

U

USDA NRCS Pilot Project	1.3
-------------------------------	-----

V

Vision, definition	2.4
--------------------------	-----

W

Waste Management.....	5.7
WDNR Wardens	5.18
Wetlands, benefits of.....	6.8
Wildlife Habitat Fragmentation	6.9
Wildlife Management Policies	6.16
Wind Power	5.8
Wisconsin Pollutant Discharge Elimination System (WPDES).....	5.5
Wisconsin Public Service	5.7
Working Lands Initiative	6.3

Z

Zero Interest Loan Program, City of Brillion	7.11
Zoning	8.3
Zoning, Exclusive Agricultural.....	6.15

Each map provided in this appendix is support documentation as referenced within the City and Town of Brillion Coordinated Comprehensive Plan.

Chapter 1.0 Introduction

2008 Orthophoto – Brillion Community

Chapter 4.0 Transportation

Transportation Network – Brillion Community

Bicycling Conditions Assessment

Chapter 5.0 Utilities and Community Facilities

Utilities and Community Facilities – Brillion Community

Utilities and Community Facilities – City of Brillion

Chapter 6.0 Agricultural, Natural and Cultural Resources

Soils – Brillion Community

Prime Farmland – Brillion Community

Agricultural Productivity – Brillion Community

Natural Features – Brillion Community

Chapter 8.0 Existing Land Use

Existing Land Use – Brillion Community

Existing Land Use – City of Brillion

Building Suitability – Brillion Community

Sanitary Suitability – Brillion Community

Water System Service Area – City of Brillion

Existing Zoning – Town of Brillion

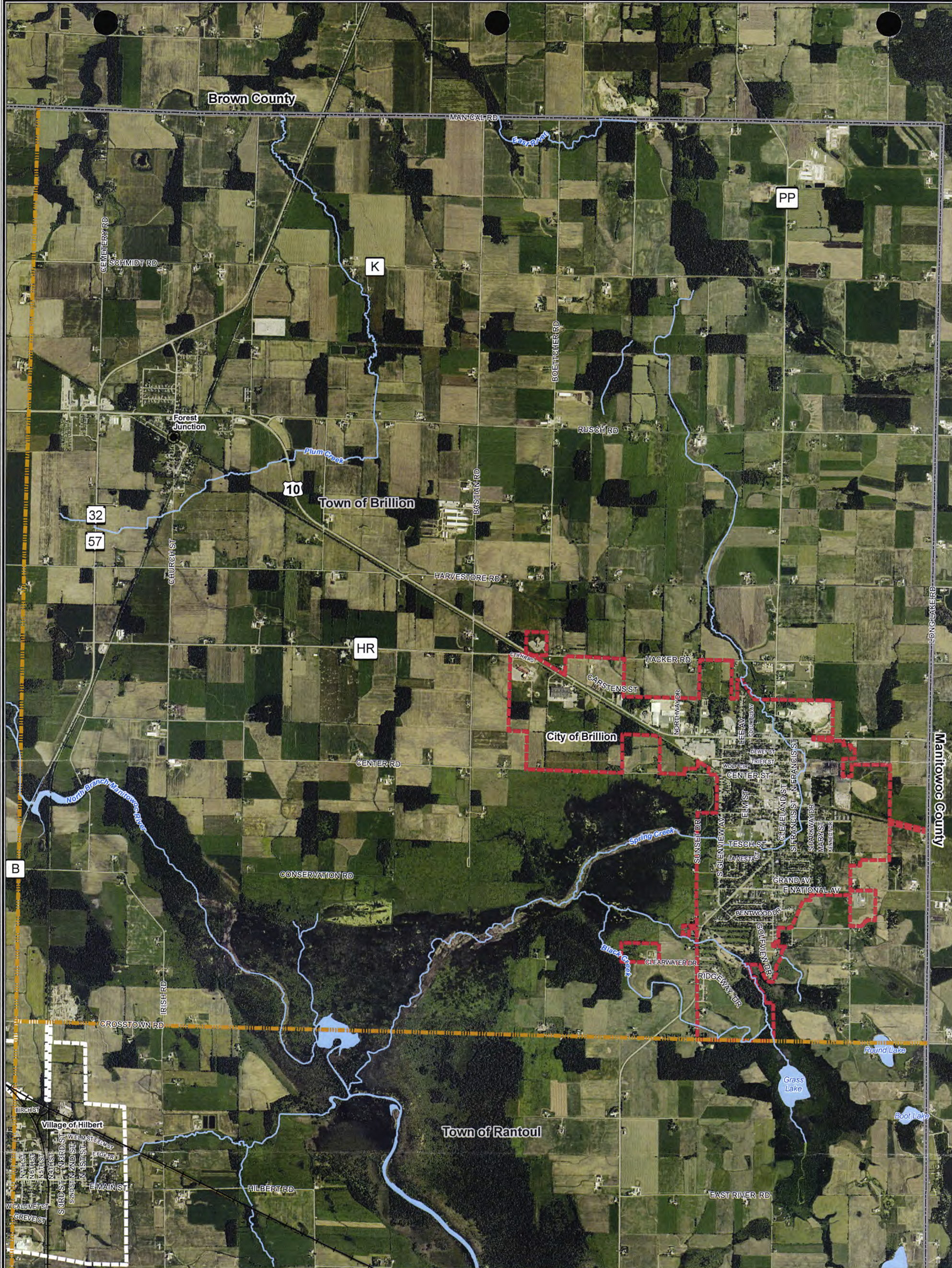
Existing Zoning – City of Brillion

Chapter 10.0 Future Land Use

20-Year Future Land Use – Brillion Community

20-Year Future Land Use – Forest Junction

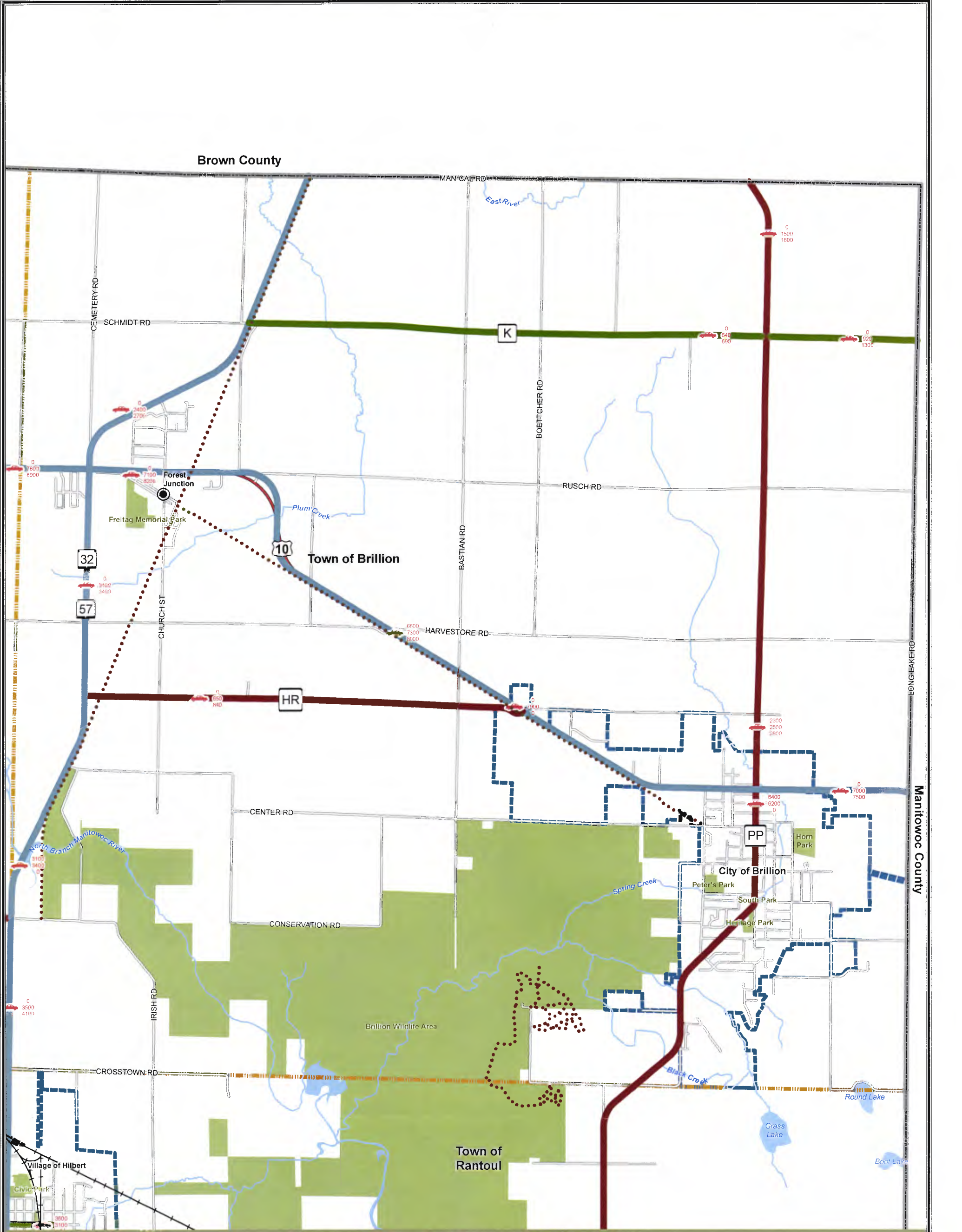
20-Year Future Land Use – City of Brillion



2008 Orthophoto

Brillion Community, Calumet County

- Railroads
- Rivers
- Lakes
- City Boundary
- Village Boundary
- Town Boundaries
- County Boundary



Transportation Network

Brillion Community, Calumet County

Jurisdictional Class	Functional Class	Urban Major Collector	Lakes
Federal Highways	Urban Principal Arterial	Rural Major Collector	Parks and Public Lands
State Highways	Rural Principal Arterial	Urban Minor Collector	City Boundary
County Highways	Urban Minor Arterial	Rural Minor Collector	Village Boundary
Local Roads	Rural Minor Arterial	Railroads	Town Boundaries
Municipal Streets	Multi-Use Trails	2004 Snowmobile Trails	County Boundary
Average Annual Daily Traffic Counts by Year	Rivers		

Map Date: October 14, 2010

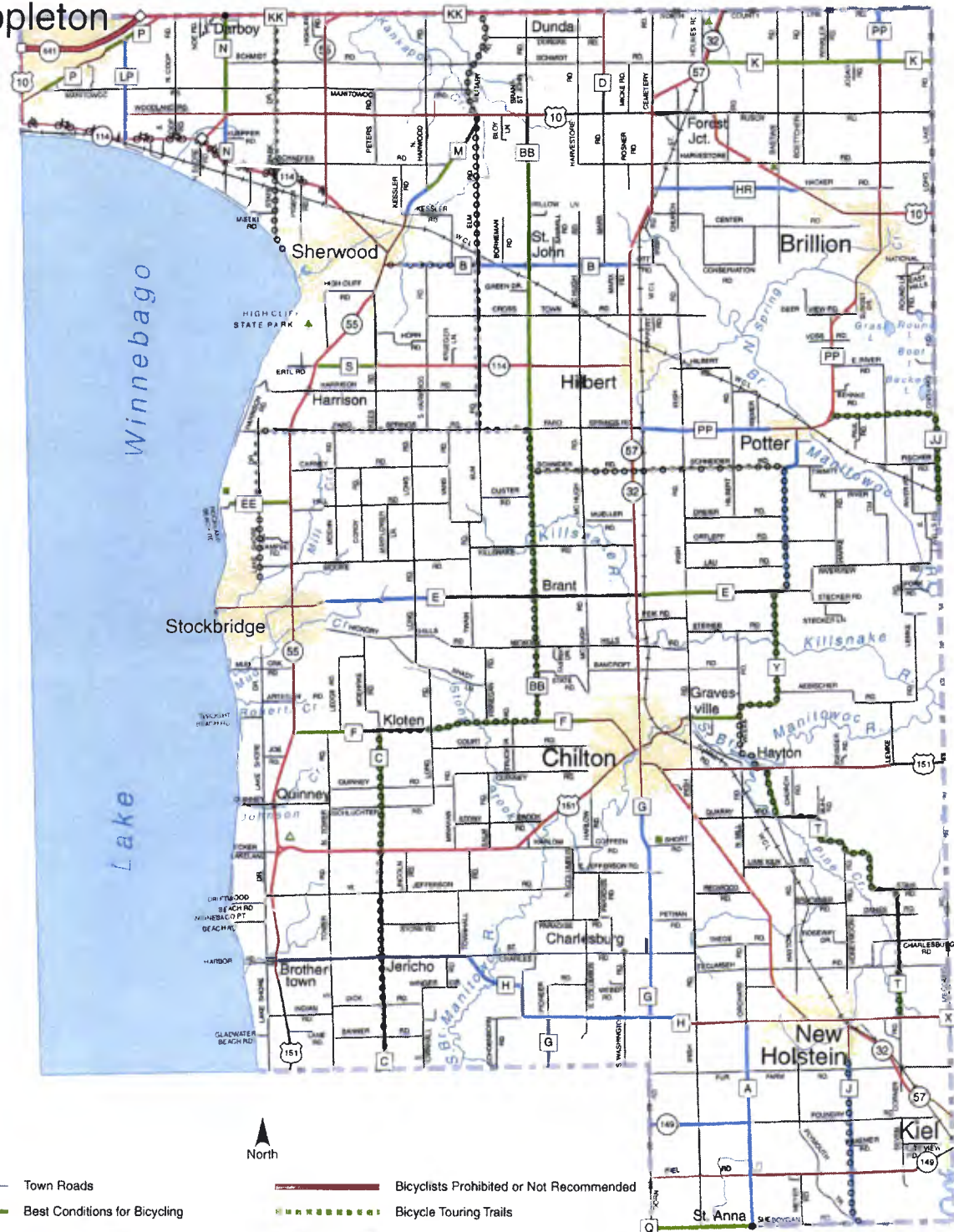
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1,500 Feet

Functional Class and Average Daily Traffic Count data from WisDOT

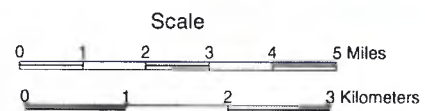
WDOT Bicycle Conditions Assessment Map Calumet County

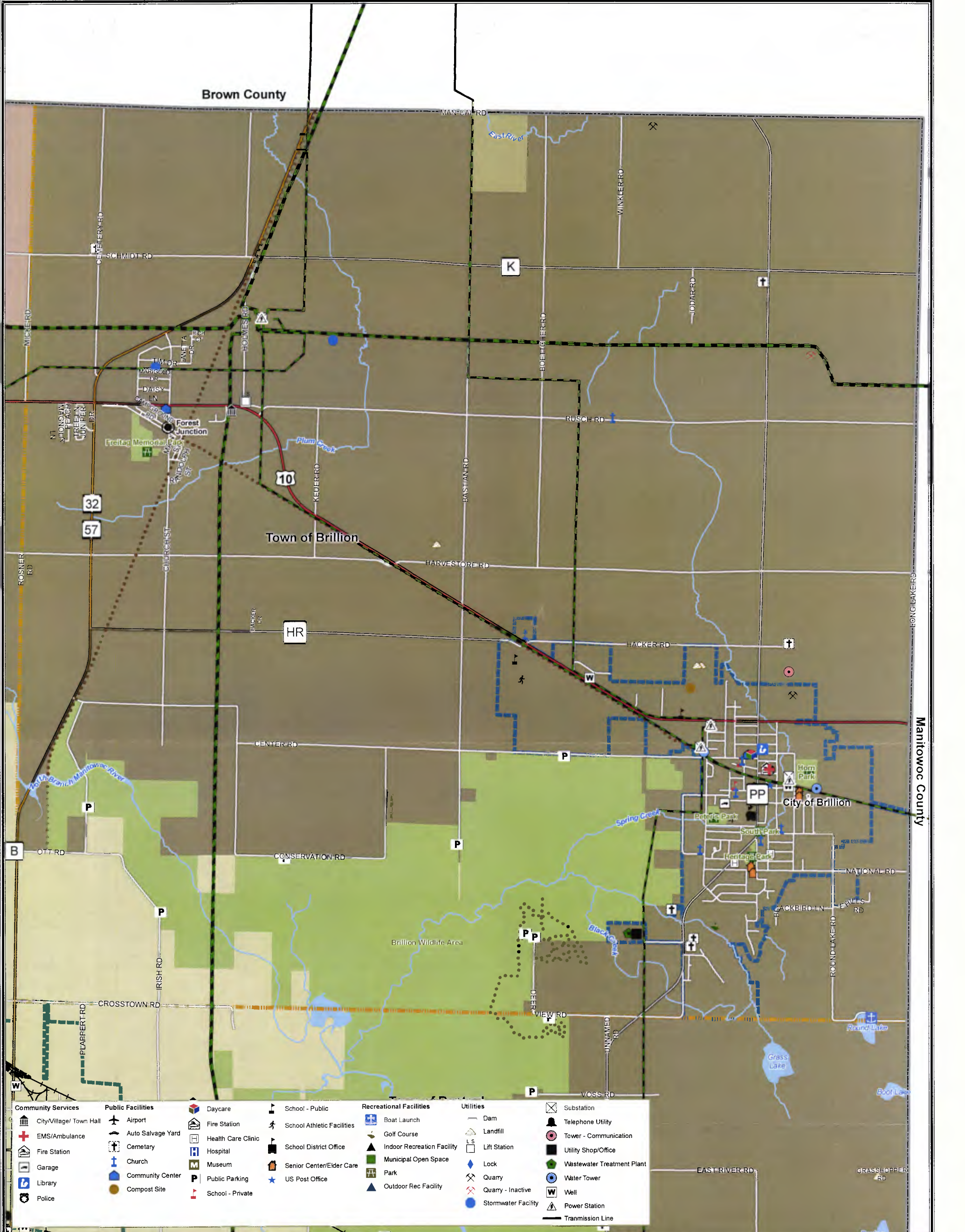
Appleton



- Town Roads
- Best Conditions for Bicycling
- Moderate Conditions for Bicycling
- Highways with Wider Paved Shoulders with Higher Volumes
- High Volume; Undesirable Conditions

- Bicyclists Prohibited or Not Recommended
- Bicycle Touring Trails
- Urban Escape Routes
- Major Urban Streets
- Planned State Highway Bikeways Priorities and Linkages
- Potential Local Bicycle Route Connections





Utilities & Community Facilities

Brillion Community, Calumet County

- | | | |
|-------------------|----------------------------|-----------------------------|
| Railroads | Parks and Public Lands | Brillion School District |
| Federal Highways | Multi-Use Trails | Hilbert School District |
| State Highways | Unincorporated Communities | Kaukauna School District |
| County Highways | City Boundary | Wrightstown School District |
| Local Roads | Village Boundary | |
| Municipal Streets | Town Boundaries | |
| Rivers | County Boundary | |
| Lakes | | |



Utilities & Community Facilities

City of Brillion, Calumet County

Community Services	Public Facilities	Recreational Facilities	Utilities	Substation
City/Village/ Town Hall	Airport	Boat Launch	Dam	Telephone Utility
EMS/Ambulance	Auto Salvage Yard	Golf Course	Landfill	Tower - Communication
Fire Station	Cemetery	Indoor Recreation Facility	Lift Station	Utility Shop/Office
Garage	Church	Municipal Open Space	Lock	Wastewater Treatment Plant
Library	Community Center	Park	Quarry	Water Tower
Police	Compost Site	Outdoor Rec Facility	Quarry - Inactive	Well
	School - Private		Stormwater Facility	Power Station
				Transmission Line

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Railroads

Federal Highways

State Highways

County Highways

Local Roads

Municipal Streets

Rivers

Lakes

Parks and Public Lands

Multi-Use Trails

Unincorporated Communities

City Boundary

Village Boundary

Town Boundaries

County Boundary

Brillion School District

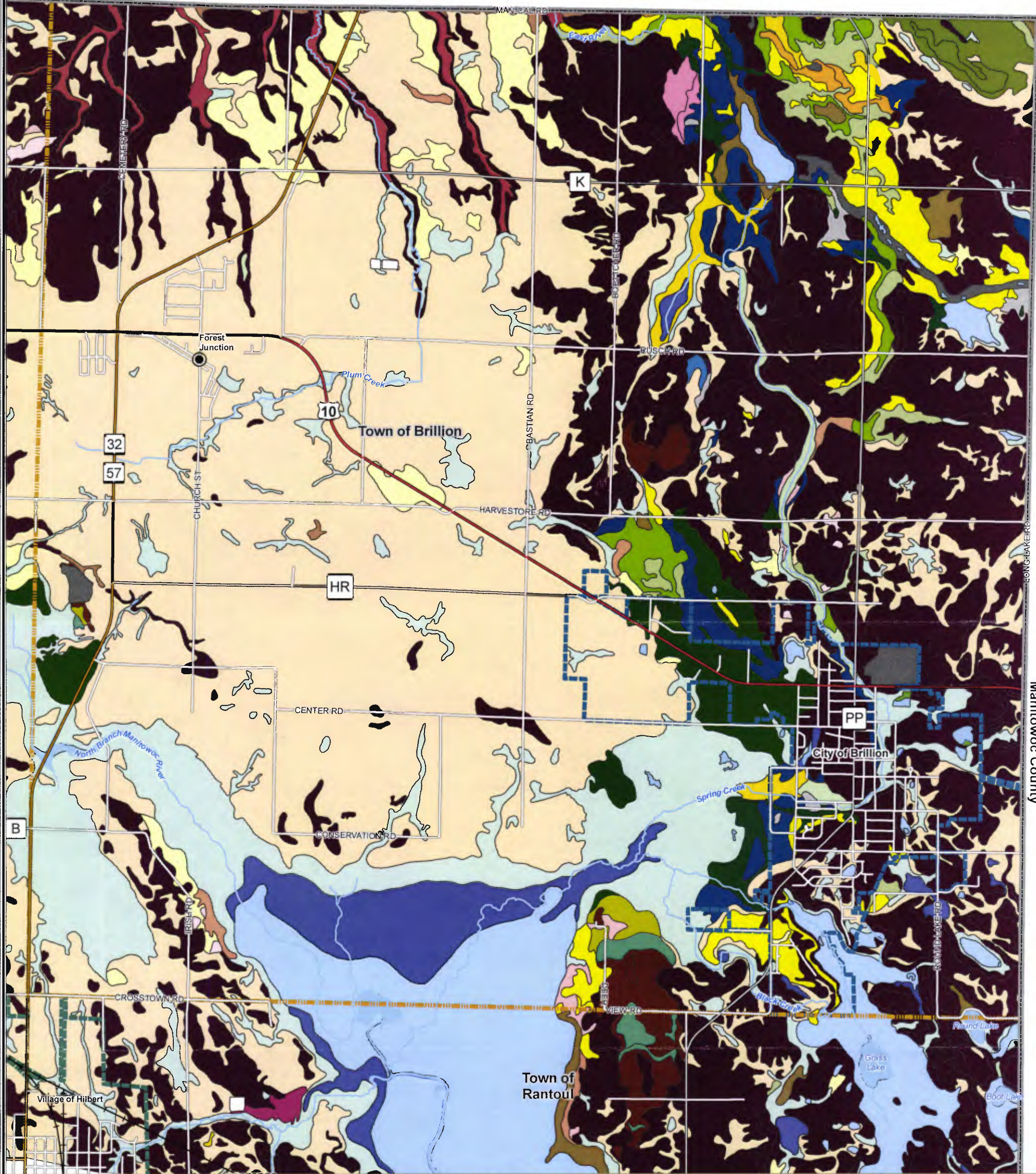
Hilbert School District

Kaukauna School District

Wrightstown School District

Transmission Line data provided by American Transmission Company.

Brown County



Manitowish County

Soils

Brillion Community, Calumet County

	Federal Highways		City Boundary		CHANNAHON		KOLBERG		PELLA		WATER
	State Highways		Village Boundary		COSAD		LUTZKE		PITS		WASEPI
	County Highways		Town Boundaries		FLUVAQUENTS		MANAWA		POYGAN		WAUSEON
	Local Roads		County Boundary		GRANBY		MOSEL		SHIOCTON		WAYMOR
	Municipal Streets	Soil Types			HOCHHEIM		MUNDELEIN		SYMCO		WHALAN
	Railroads		BELLEVUE		HOUGHTON		NICHOLS		TEDROW		WILLETTE
	Rivers		BOYER		KEOWNS		OAKVILLE		TUSTIN		ZURICH
	Lakes		BRIGGSVILLE		KEWAUNEE		PALMS		UDORTHENTS		

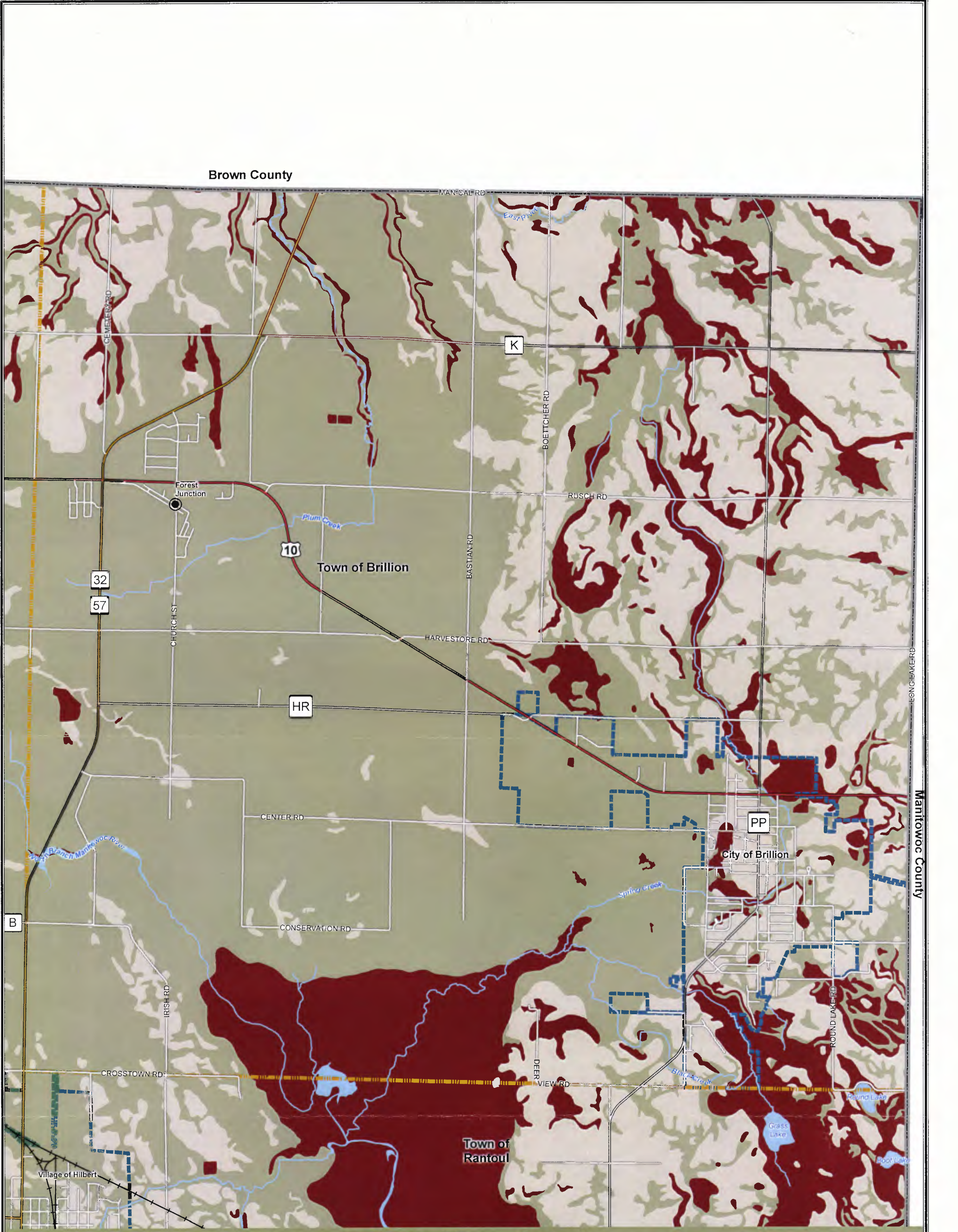
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Soils data from NRCS



Prime Farmland
Brillion Community, Calumet County

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1,500 Feet

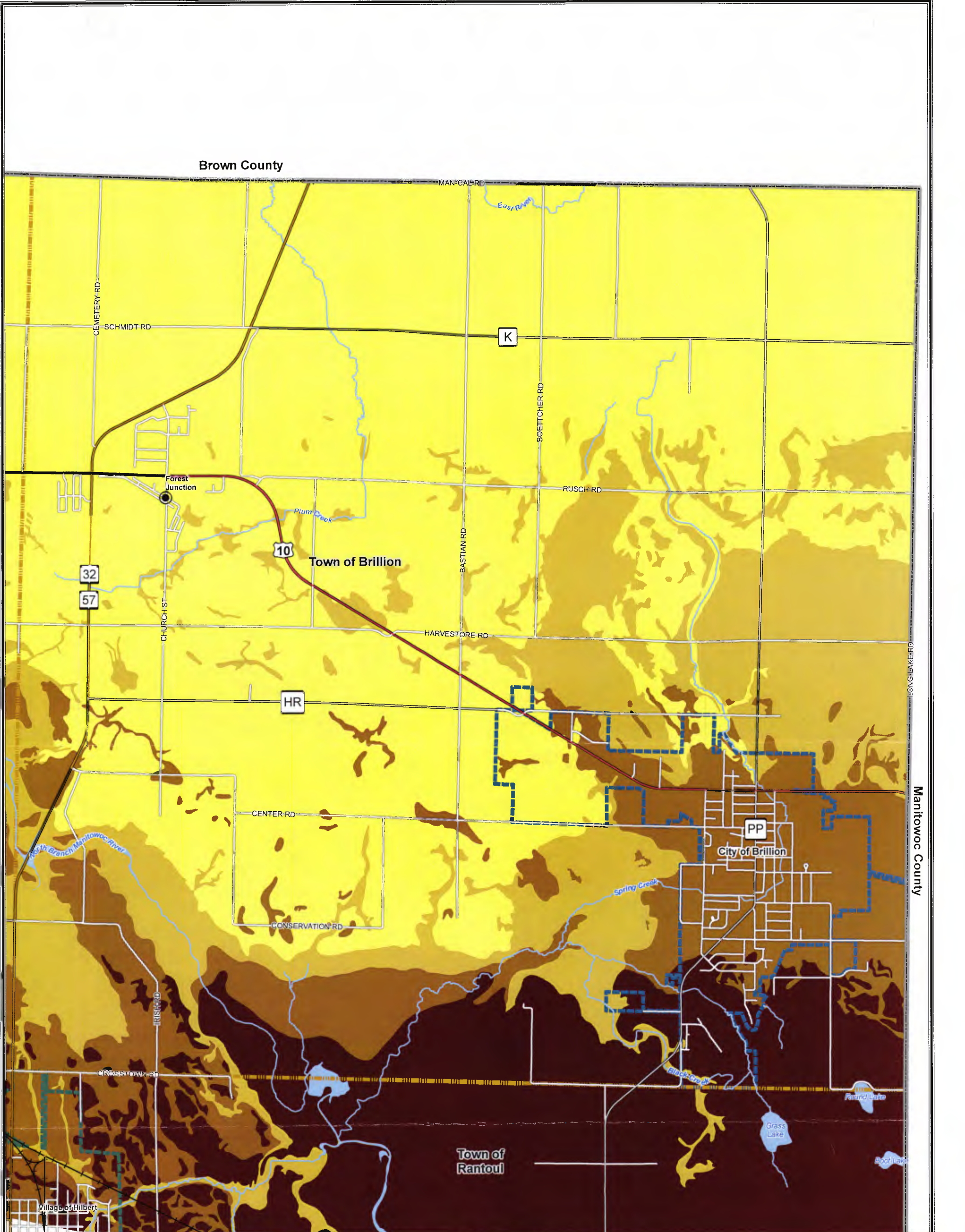
Legend:

- Federal Highways
- State Highways
- County Highways
- Local Roads
- Municipal Streets
- Railroads
- Rivers
- Lakes
- City Boundary
- Village Boundary
- Town Boundaries
- County Boundary

Agricultural Suitability

- Prime Farmland
- Prime If Drained/Not Flooded
- Non-Prime Farmland

Based on NRCS Soil Data



Agricultural Productivity

Brillion Community, Calumet County

- | | | |
|-------------------|------------------|--------------|
| Federal Highways | Rivers | HIGH |
| State Highways | Lakes | MODERATE |
| County Highways | City Boundary | LOW |
| Local Roads | Village Boundary | UNPRODUCTIVE |
| Municipal Streets | Town Boundaries | |
| Railroads | County Boundary | |

Soils data from NRCS

Areas in light yellow indicate soil types which are capable of producing high yields of crops typically grown in the county under a high level of management. Productive soils are considered to be those which are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The Soil Conservation Service considers a "high level of management" to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques.

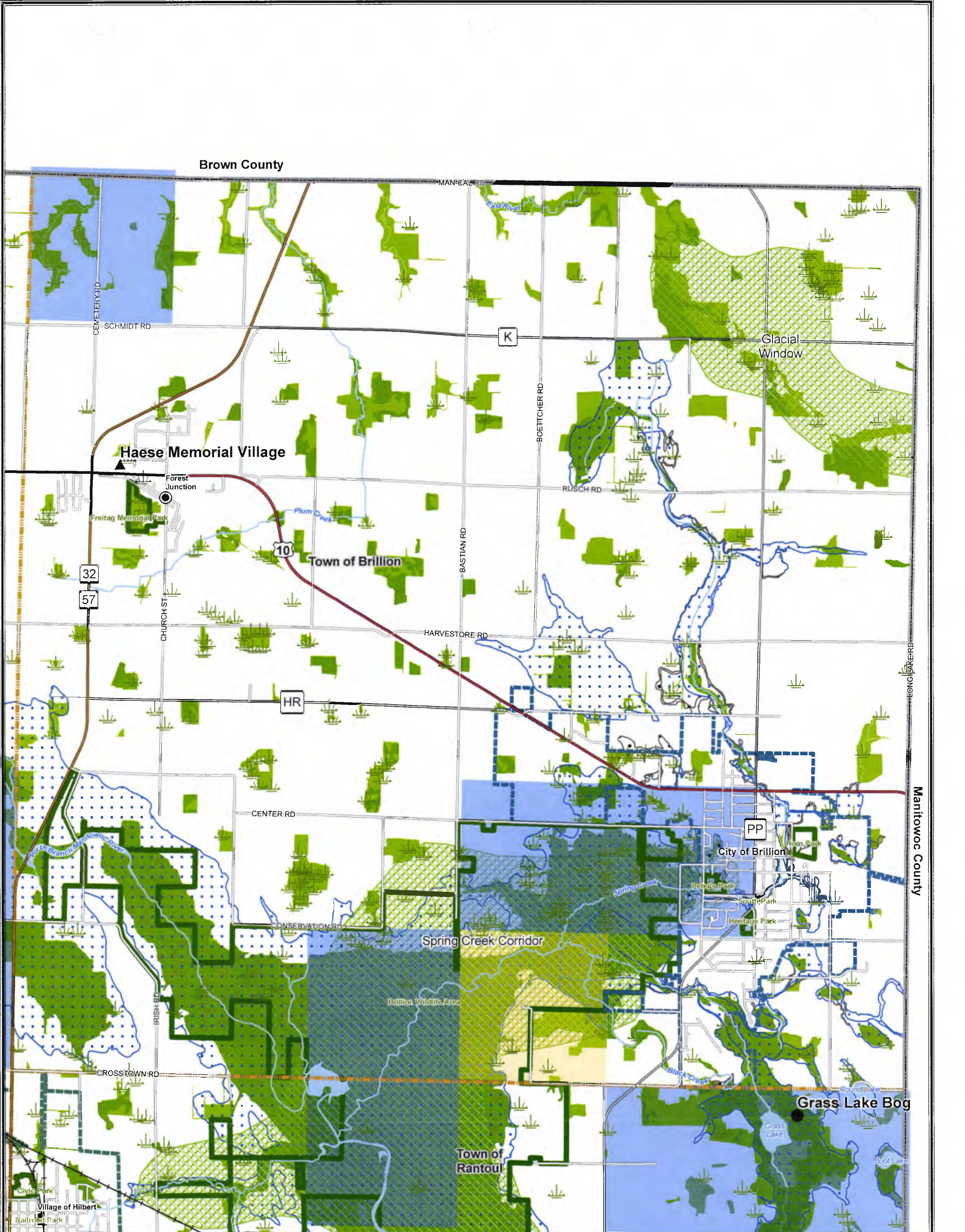
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Natural Features

Brillion Community, Calumet County

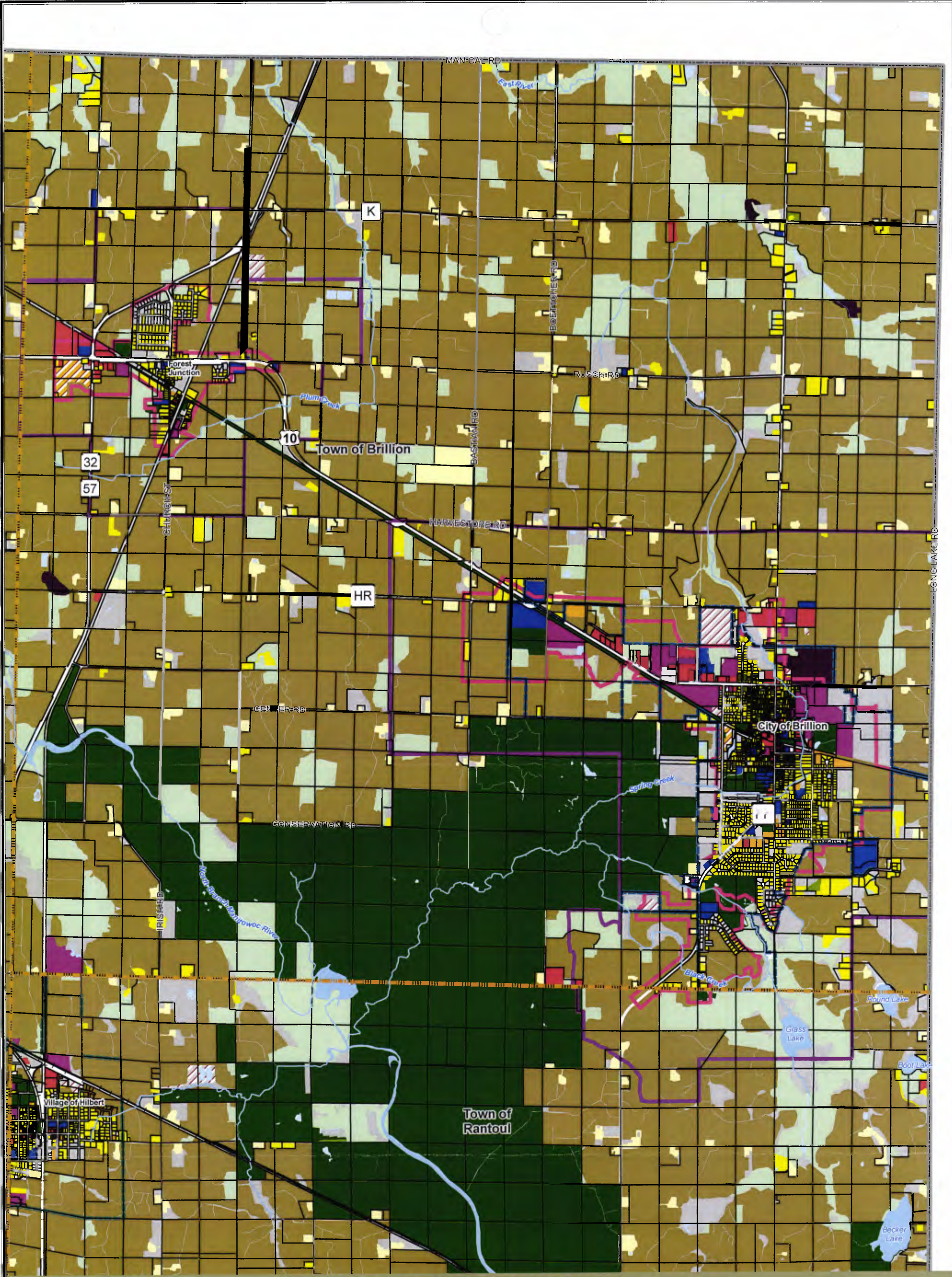
Federal Highways	Rivers	Important Historic Sites	Natural Heritage Inventory	Floodplains
State Highways	Lakes	Important Ecological Sites	Aquatic	Special Flood Hazard Areas
County Highways	City Boundary	Wetlands Under 2 Acres	Both	Other Flood Areas
Local Roads	Village Boundary	Important Natural Areas	Terrestrial	
Municipal Streets	Town Boundaries	Wetlands	Town Occurance	
Railroads	County Boundary	Woodlands		
	Parks and Public Lands			

Map Date: October 14, 2009

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Floodplains data provided by FEMA.
Natural Heritage Inventory provided by
Wisconsin Department Of Natural Resources



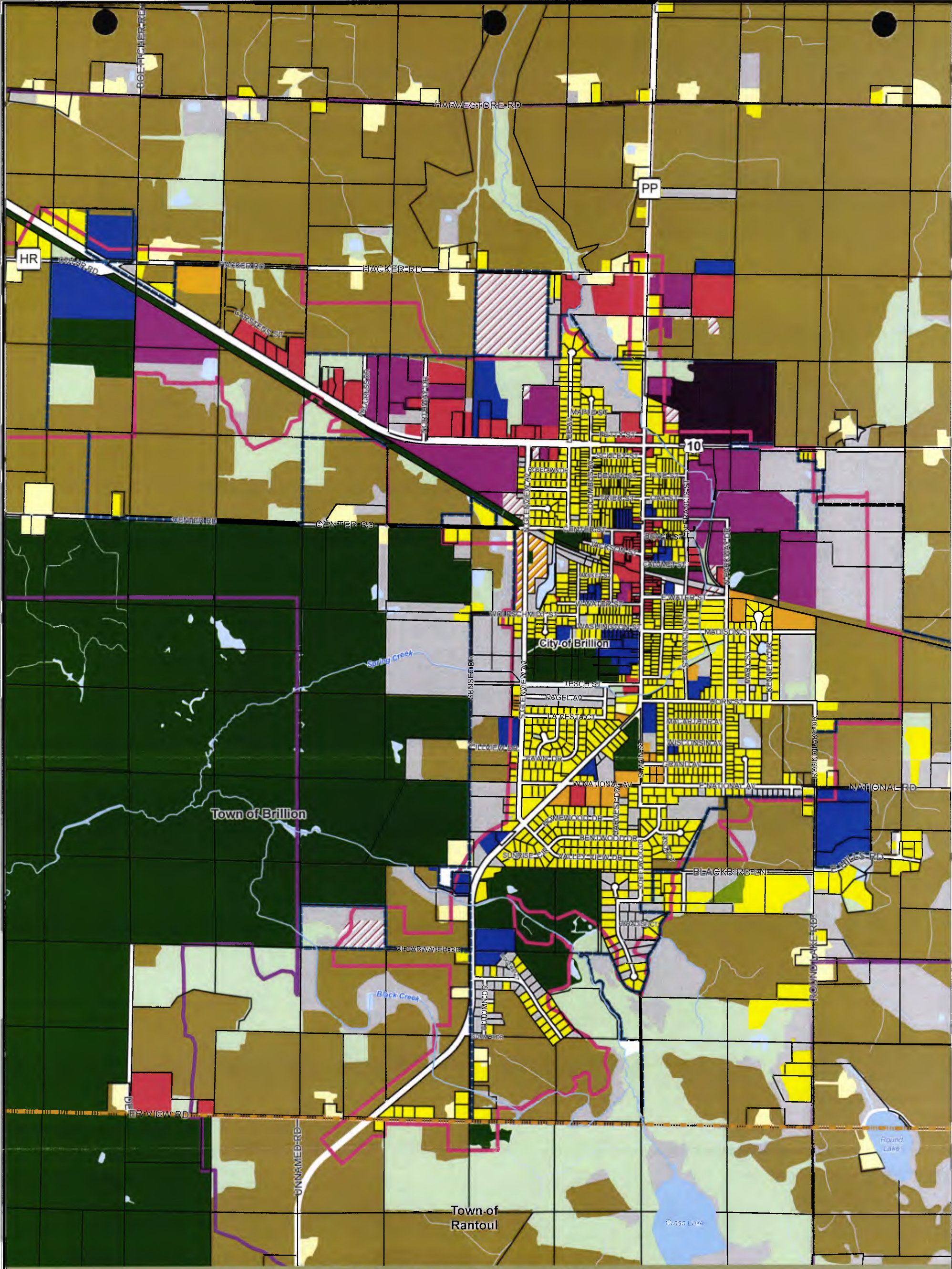
Existing Land Use Brillion Community, Calumet County

Railroads	Sewer Service Area	Industrial	Other Ag Land / Pasture
Rivers	Planning Area Boundary	Quarries	Water Features
Lakes	Land Use	Institutional Facilities	Recreational Facilities
Parcel Boundaries	Single Family Residential	Transportation	Planted Woodlands
City Boundary	Farmsteads	Utilities/Communications	General Woodlands
Village Boundary	Multi-Family	Non-Irrigated Cropland	Open Other Land
Town Boundaries	Mobile Home Parks	Irrigated Cropland	
County Boundary	Commercial		

Map Date: October 14, 2009



Land Use data provided by East Central Regional Planning Commission in 2004. Brillion Land Use data was updated in 2009 by the Calumet County Planning Department with direction from the City and Town.



Existing Land Use

City of Brillion, Calumet County

- | | | | |
|-------------------|---------------------------|--------------------------|-------------------------|
| Railroads | Sewer Service Area | Industrial | Other Ag Land / Pasture |
| Rivers | Planning Area Boundary | Quarries | Water Features |
| Lakes | Land Use | Institutional Facilities | Recreational Facilities |
| Parcel Boundaries | Single Family Residential | Transportation | Planted Woodlands |
| City Boundary | Farmsteads | Utilities/Communications | General Woodlands |
| Village Boundary | Multi-Family | Non-Irrigated Cropland | Open Other Land |
| Town Boundaries | Mobile Home Parks | Irrigated Cropland | |
| County Boundary | Commercial | | |

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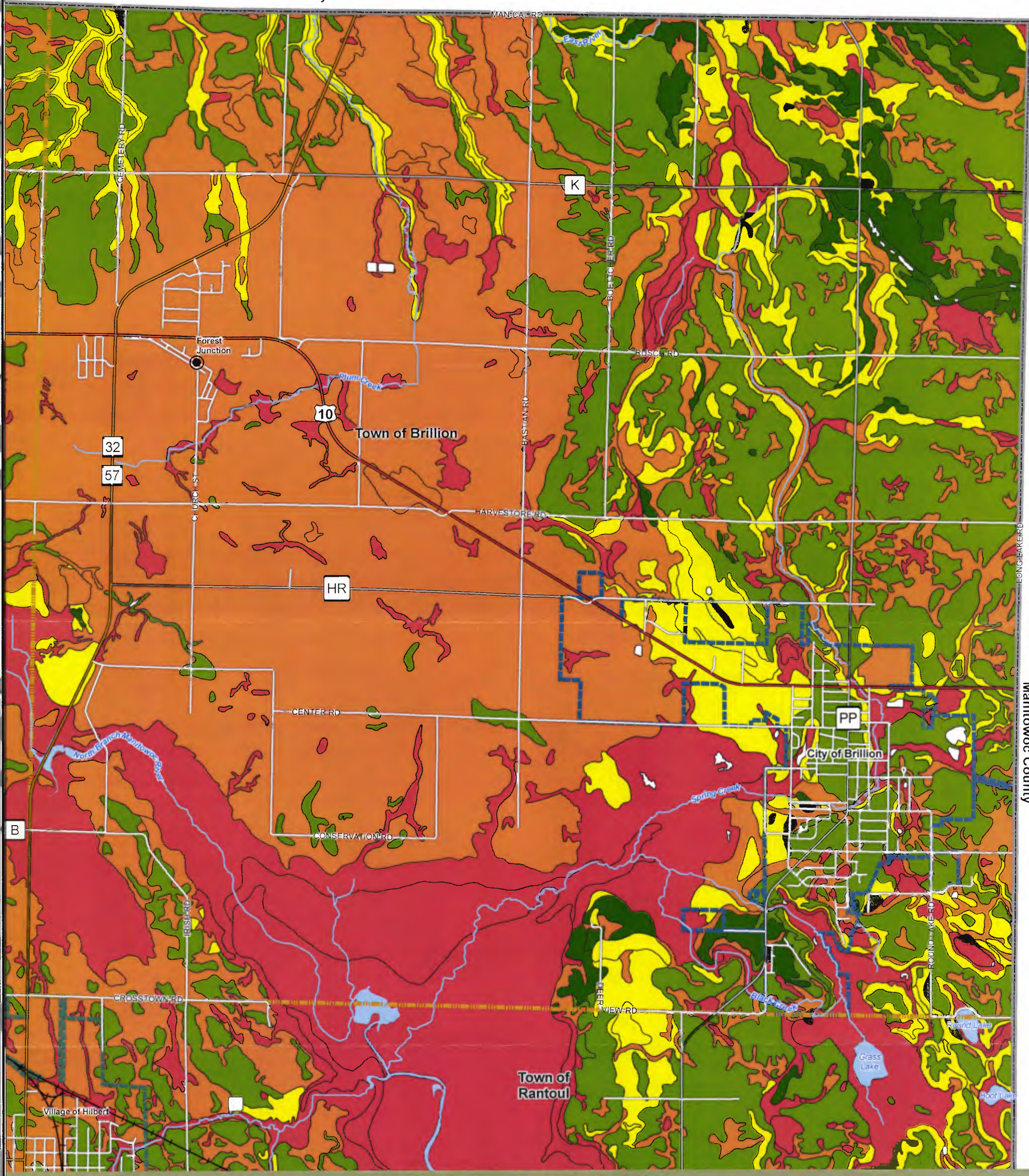
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Land Use data provided by East Central Regional Planning Commission in 2004. Brillion Land Use data was updated in 2009 by the Calumet County Planning Department with direction from the City and Town.

Brown County

Manitowoc County



Building Suitability

Brillion Community, Calumet County

	Federal Highways		Lakes		Very high (Favorable)
	State Highways		City Boundary		High
	County Highways		Village Boundary		Medium
	Local Roads		Town Boundaries		Low
	Municipal Streets		County Boundary		Very low (Severe Limitations)
	Railroads				
	Rivers				

Map Date: October 14, 2009

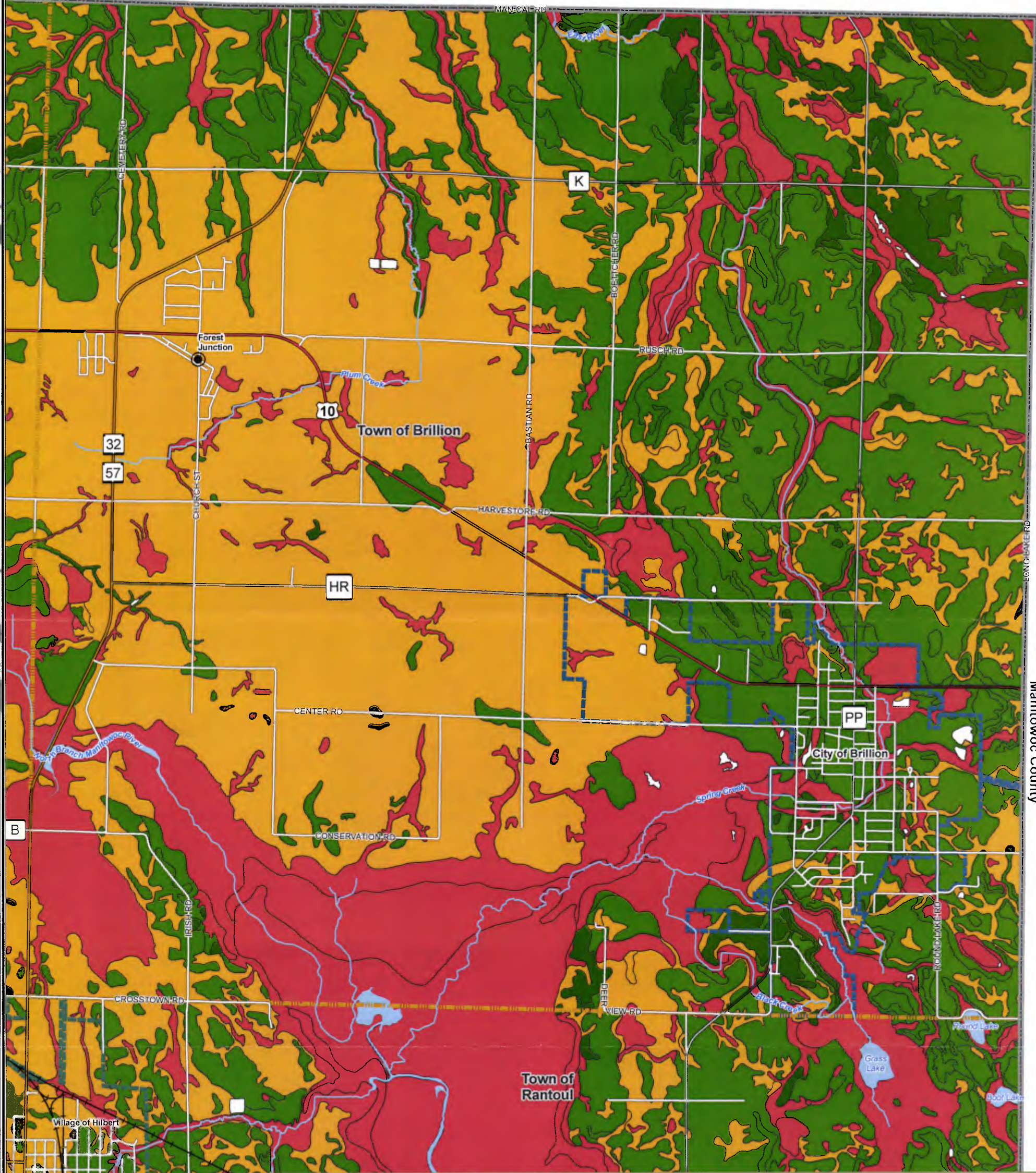
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N
W
E
S

1,500 Feet

Based on NRCS Soil Data

Brown County



Manitowoc County

Sanitary Suitability

Brillion Community, Calumet County

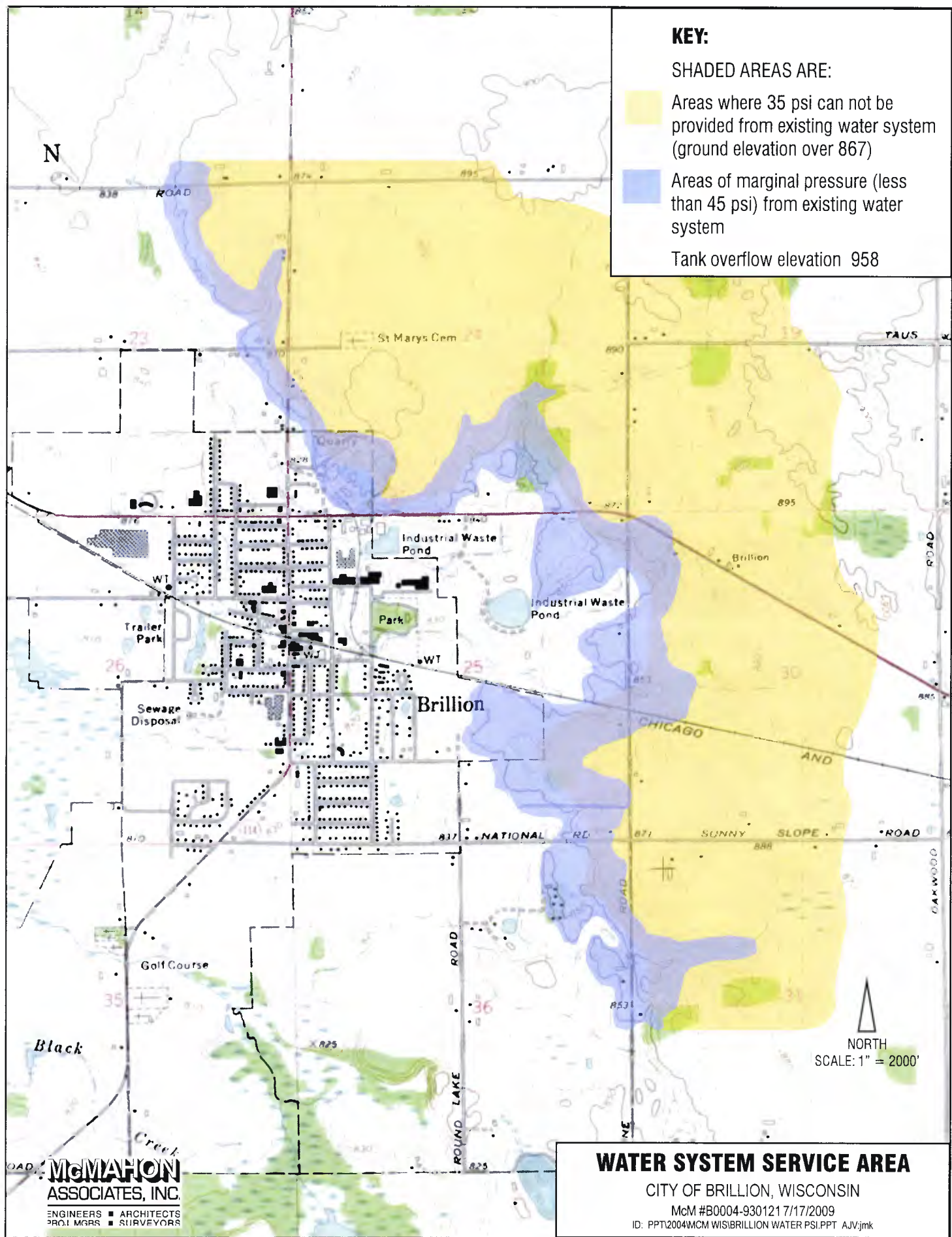
	Federal Highways		Lakes	Probability Site Suitable for POWTS	
	State Highways		City Boundary		HIGH
	County Highways		Village Boundary		MODERATE
	Local Roads		Town Boundaries		LOW
	Municipal Streets		County Boundary		VERY LOW
	Railroads				
	Rivers				

Map Date: October 14, 2009

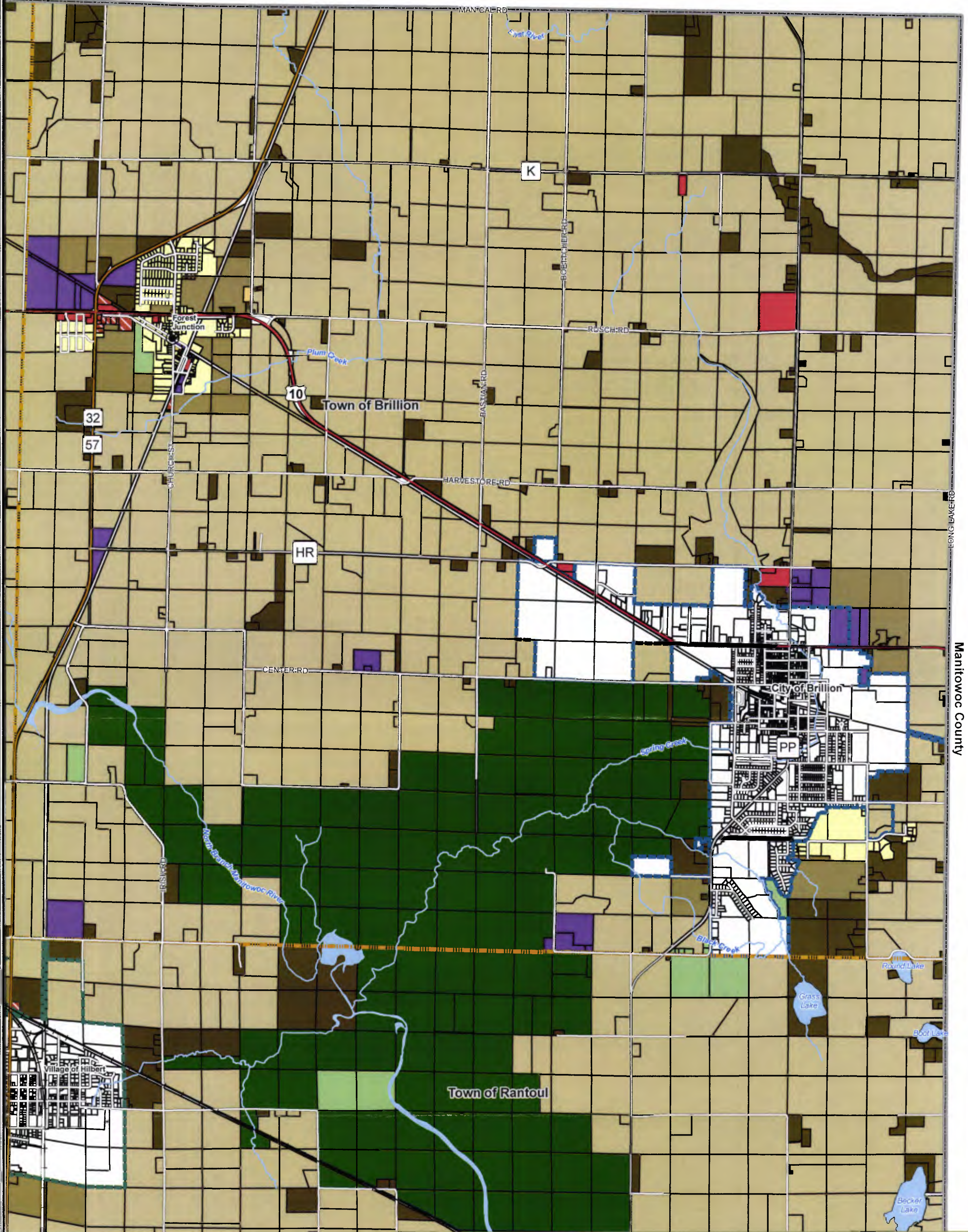
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1,500 Feet

Based on NRCS Soil Data



Brown County



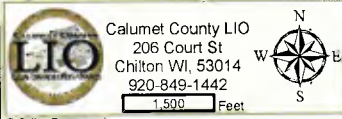
Manitowoc County

Existing Zoning

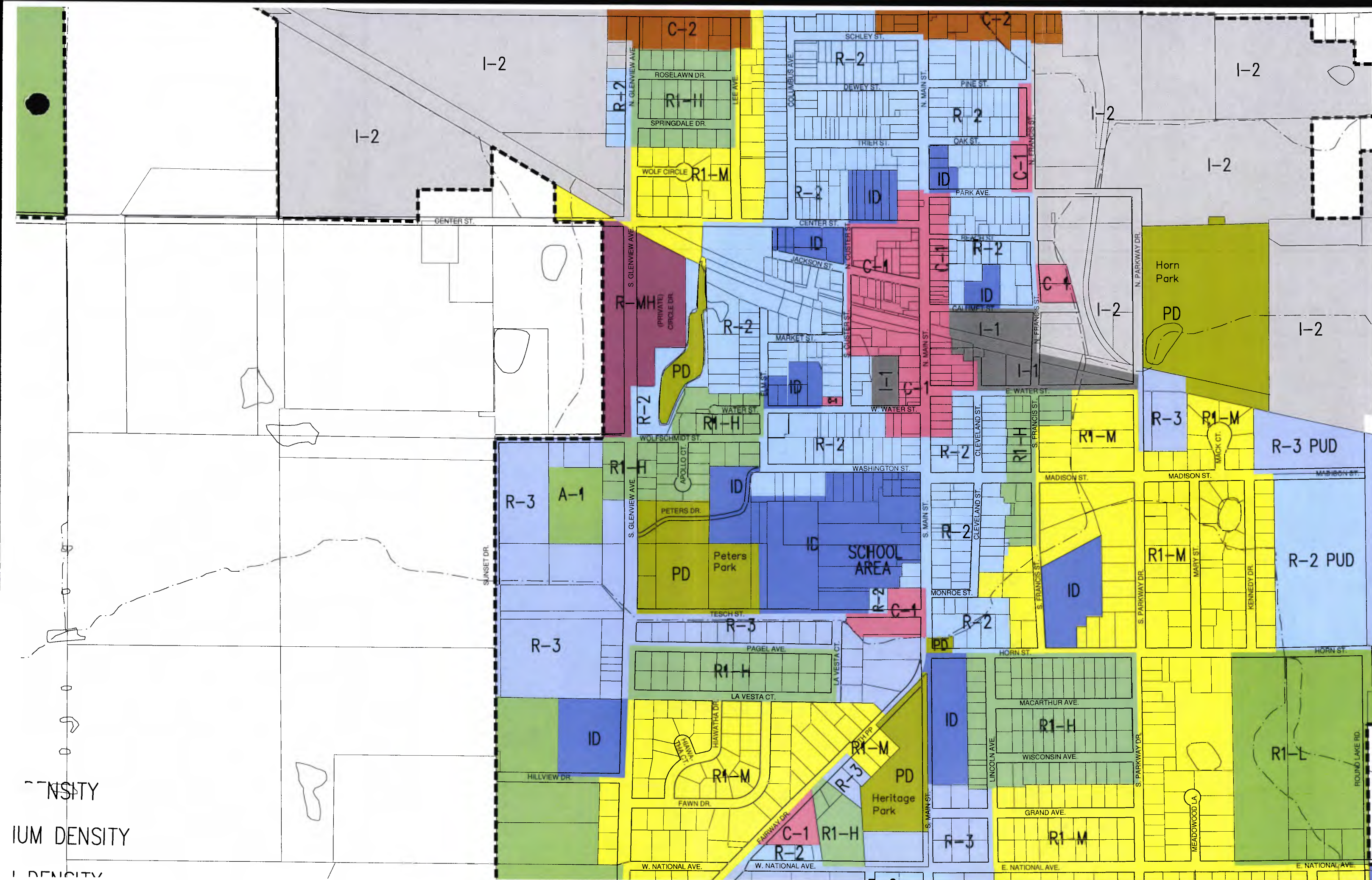
Town of Brillion, Calumet County

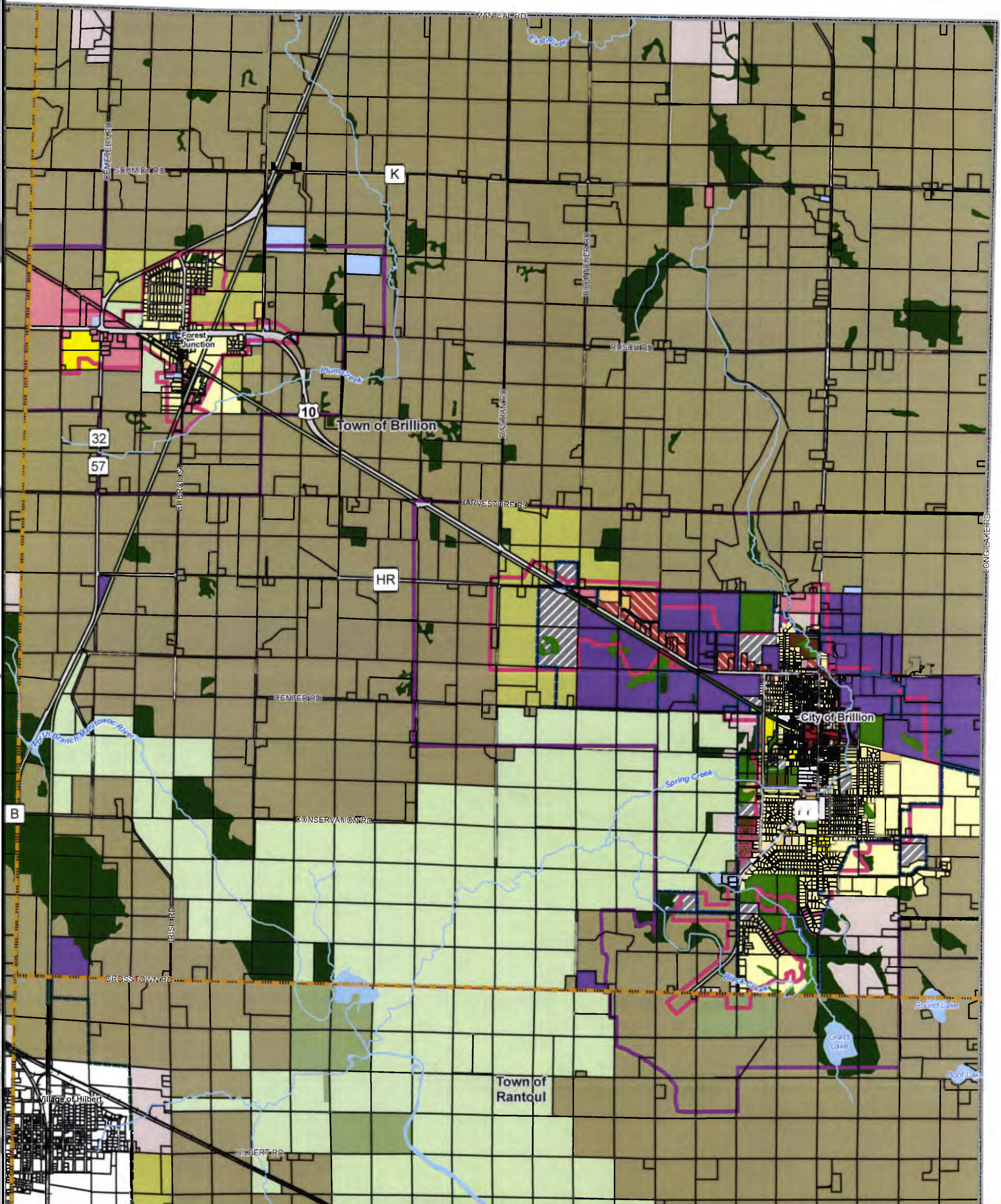
Federal Highways	City Boundary	General Ag (A-3)	Residential (R-1)
State Highways	Village Boundary	Shoreland Ag (S-A)	Residential (R-2)
County Highways	Town Boundaries	Local and Neighborhood Commercial (C-1)	Multi-Family Residential (R-3)
Local Roads	County Boundary	Community and Area Wide Commercial (C-2)	Residential Planned Development (R-4)
Municipal Streets	Parcel Boundaries	Commercial/Light Industrial (C-3)	Shoreland Residential (S-R)
Railroads	Zoning	Shoreland Commercial (S-C)	Recreational (REC)
Rivers	Exclusive Ag (A-1)	Conservancy (CON)	
Lakes	Transitional Ag (A-2)	Industrial (I)	

Map Date: October 14, 2009



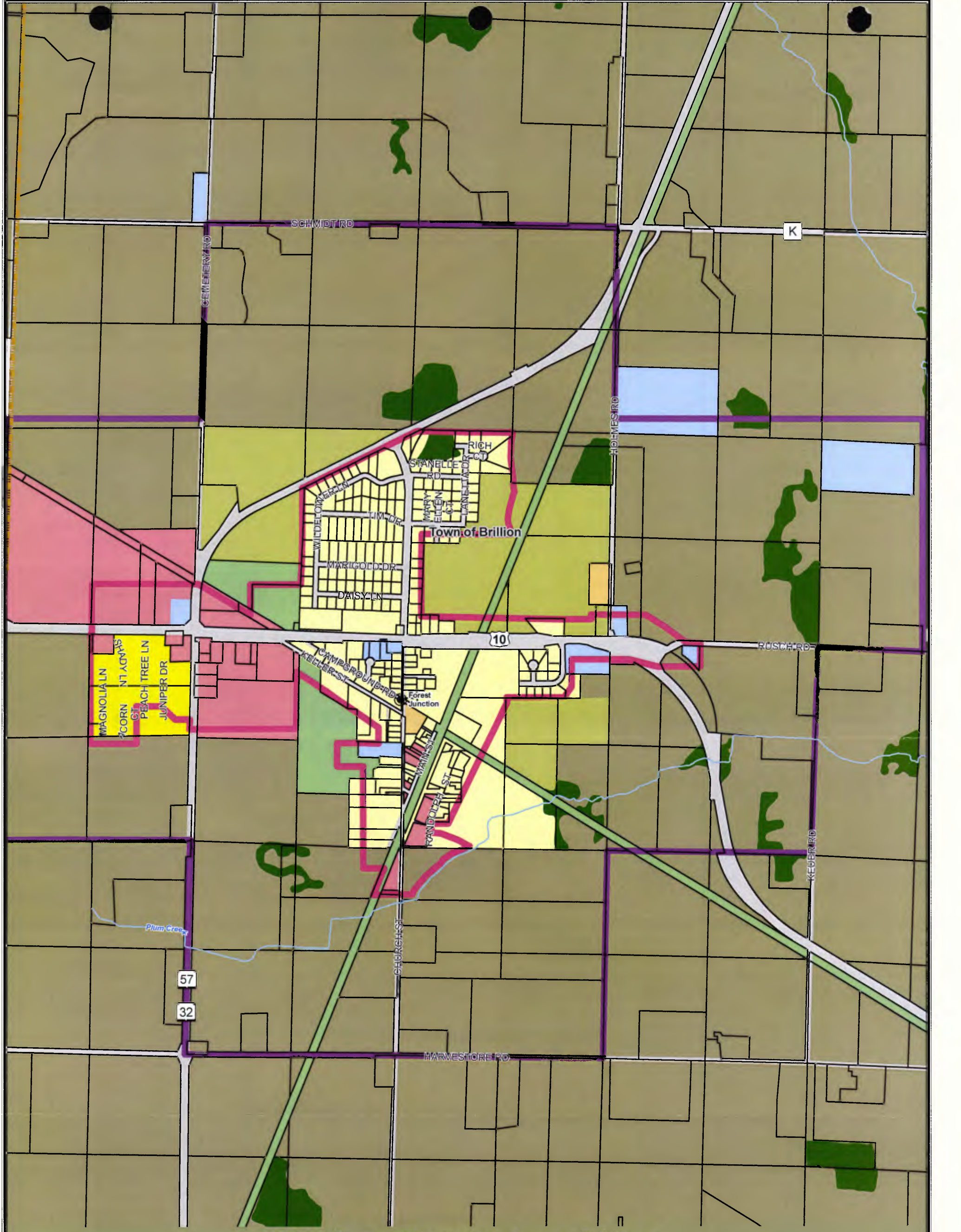
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20-Year Future Land Use Brillion Community, Calumet County

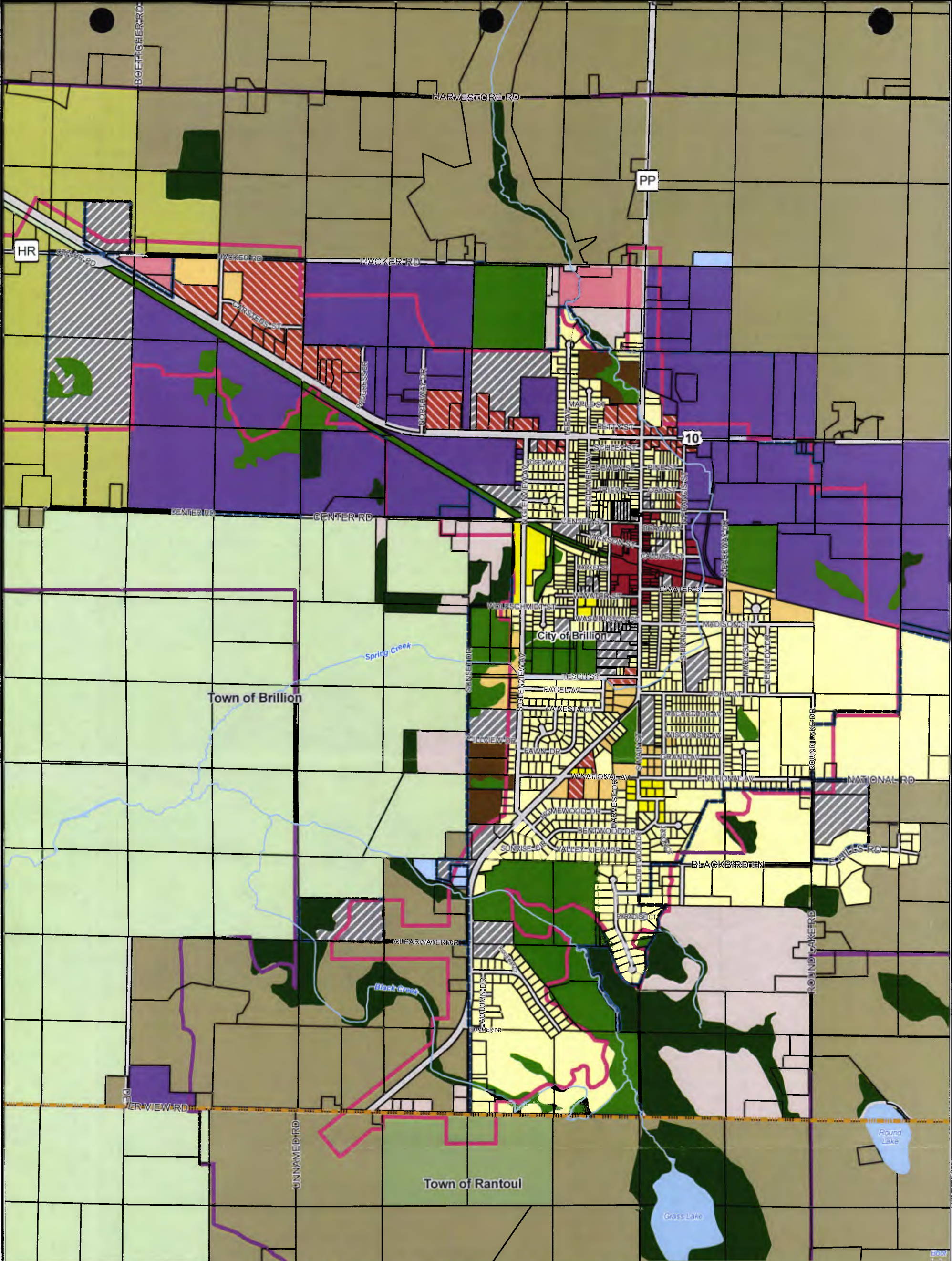
Railroads	Sewer Service Area	General Commercial	Multi-Family Residential
Rivers	Planning Area Boundary	Central Business/Downtown Commercial	Conservancy
Lakes	20 Year Future Land Use	Commercial	Recreational
Parcel Boundaries	General Agriculture	Government/Institutional	Parks and Recreational
City Boundary	Agricultural Enterprise	Industrial	Private Resource
Village Boundary	Agriculture	Single Family Residential	Utility and Community Services
Town Boundaries	Planned Urban Transition	General Residential	Roadways
County Boundary			



20-Year Future Land Use

Forest Junction, Calumet County

Railroads	Sewer Service Area	Central Business/Downtown Commercial	Conservancy
Rivers	Planning Area Boundary	Commercial	Recreational
Lakes	20 Year Future Land Use	Government/Institutional	Parks and Recreational
Parcel Boundaries	General Agriculture	Industrial	Private Resource
City Boundary	Agricultural Enterprise	Single Family Residential	Open Land
Village Boundary	Planned Urban Transition	General Residential	Utility and Community Services
Town Boundaries	General Commercial	Multi-Family Residential	Roadways
County Boundary			



20 Year Future Land Use

City of Brillion, Calumet County

- | | | | |
|-------------------|--------------------------------|--------------------------------------|--------------------------------|
| Railroads | Sewer Service Area | General Commercial | Multi-Family Residential |
| Rivers | Planning Area Boundary | Central Business/Downtown Commercial | Conservancy |
| Lakes | 20 Year Future Land Use | Commercial | Recreational |
| Parcel Boundaries | General Agriculture | Government/Institutional | Parks and Recreational |
| City Boundary | Agricultural Enterprise | Industrial | Private Resource |
| Village Boundary | Agriculture | Single Family Residential | Utility and Community Services |
| Town Boundaries | Planned Urban Transition | General Residential | Roadways |
| County Boundary | | | |

APPENDIX C

FIGURES AND TABLES

Chapter 1.0 Introduction

Figure 1	Location Map: City and Town of Brillion, Calumet County Wisconsin.....	1.1
----------	--	-----

Chapter 2.0 Issues and Opportunities Element

Table 1	Population Trends.....	2.5
Table 2	Calumet County Town Population Changes.....	2.5
Table 2.1	WDOA Population Forecasts, Brillion Community	2.5
Table 2.2	WDOA Population Forecasts, Calumet County Towns	2.5
Table 2.3	ECWRPC Population Forecasts, Calumet County Towns	2.6
Table 3	WDOA Household Projections, Brillion Community	2.8
Table 4	Calumet Civilian Labor Force Data	2.9
Table 5	Calumet County Commuting Patterns.....	2.9
Table 6	Top Employing Industries in Calumet County.....	2.9
Table 7	Top 10 Employers in Calumet County.....	2.10
Table 8	Per Capita Personal Income Comparison	2.10
Table 9	Town Income Comparison, Calumet County WI.....	2.11
Table 10	Percentage of Total Employees by Industry	2.12
Table 11	Location Quotients for Industries in Brillion, WI	2.13
Figure 2	Linear Population Trends and Projections	2.6
Figure 3	City of Brillion Population Age Distribution.....	2.7
Figure 3.1	Town of Brillion Population Age Distribution.....	2.7
Figure 3.2	Estimated Persons per Household	2.8
Figure 4	Education Attainment.....	2.11

Chapter 3.0 Housing Element

Table 12	Age of Housing Stock.....	3.2
Table 13	Median Home Values in Calumet County	3.4
Table 14	Owner-Occupied Housing Value	3.4
Table 15	Average Home Selling Price	3.5

Chapter 4.0 Transportation Element

Table 16	Airport Runway Specifications	4.6
----------	-------------------------------------	-----

Chapter 5.0 Utilities and Community Facilities Element

Table 17	City of Brillion Waste Water Treatment Annual Aver. Monthly Flow Trends	5.3
Table 18	School District Locations and Capacities.....	5.21

Chapter 6.0 Agricultural, Natural and Cultural Resources Element

Table 19	Soil Characteristics	6.2
Table 19.1	Prime Farmland.....	6.3
Table 19.2	Enrollment in Managed Forest Law.....	6.9

Chapter 7.0 Economic Development Element

None

Chapter 8.0 Existing Land Use

Table 20	Existing Land Use – Amount, Intensity and Density	8.2
Table 21	Calumet County Zoning Districts in the Town of Brillion	8.5
Table 22	Driveway Spacing.....	8.7

Chapter 9.0 Intergovernmental Cooperation

None

Chapter 10.0 Future Land Use

Table 23 Projected Land Use Demand, Town of Brillion10.3

Table 24 Projected Land Use Demand, City of Brillion10.3

Table 25 Future Land Use, Town of Brillion10.14

Table 26 Future Land Use, City of Brillion 10.14

Chapter 11.0 Implementation Element

None

APPENDIX D

PUBLIC PARTICIPATION PROCEDURES . PLANS . SURVEYS

This appendix includes copies of the following documents:

The City of Brillion Public Participation Plan & Adoption Procedures	D.2
The Town of Brillion Public Participation Plan & Adoption Procedures.....	D.3
Cognitive Mapping Study of November 2001	D.5
Perceived Districts	D.6
Travel Paths	D.7
Pleasantness and Development Zones	D.8
Community Survey of December 2001	D.11

These documents were developed early in the planning process to provide ample opportunities for public involvement throughout the planning programs. Both the City and Town adopted these plans in 2001.

PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

City of Brillion Public Participation Procedures

The City of Brillion, Calumet County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Section 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in our efforts throughout the planning process.

The City Council has designated the City of Brillion Plan Committee to lead this public involvement effort. This committee includes members of the City of Brillion Planning Commission, the Mayor, City Administrator, Director of Community Development, Brillion School District Superintendent, representatives from the local utility providers, residents and business owners. The committee was established by the Planning Commission to include broad representation from the City's varied geographic, political, business, and social circles.

It shall be the responsibility of this committee to:

- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops and the internet.
- Recommend the adoption of the Public Participation Procedures.
- Actively solicit comments and suggestions from the residents of the city, neighboring governmental units, school and special purpose districts serving residents of the city, Calumet County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Land Council, the University of Wisconsin Extension (UW-EX) and the general public. As part of this effort, the committee shall conduct a survey to obtain resident opinions on comprehensive planning and the City's Strengths, Weaknesses, Opportunities and Threats.
- Work closely with the consultant hired by the city to prepare the Comprehensive Plan.

All meetings on the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2). The public hearing shall be published as a class 1 notice, pursuant to Ch. 985.02(1) at least 30 days prior to the hearing. The class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the proposed Comprehensive Plan, (3) the name of the city employee who may provide additional information regarding the plan, and (4) where and when a copy of the proposed Comprehensive Plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the proposed Comprehensive Plan shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available from the City Clerk's Office (130 Calumet Street, Brillion, WI 54110) and at the City of Brillion Public Library (326 North Main Street, Brillion, WI). After the notice of the public hearing has been published, those wishing to submit written comments on the plan may do so until two weeks prior to the public hearing. Comments on the draft plan should be submitted to: Ms. Heather Zander, Community Development Director, City of Brillion, 130 Calumet Street, Brillion, WI 54110. Written comments will be addressed at the public hearing and will be given the same weight as oral testimony.

City of Brillion Plan Adoption

City Council - Based on the recommendation of the Brillion Plan Committee and comments received at the public hearing, the City Council, by majority vote, shall enact an ordinance adopting the Comprehensive Plan. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, school and special

purpose districts serving residents of the city, Calumet County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the University of Wisconsin Extension (UW-EX), the Wisconsin Land Council and the City of Brillion Public Library. A copy of the resolution and adopted plan shall be available for inspection at the office of the City of Brillion Clerk. Copies of the Comprehensive Plan may be purchased from the City Clerk at a cost of \$30.00 each.

Planning Commission – The City of Brillion Planning Commission shall assist the City Council in implementing the provisions of the Comprehensive Plan.

From time to time, but not less than once every ten (10) years, the Planning Commission shall review the Comprehensive Plan for potential changes, additions or corrections. The Planning Commission shall also be responsible for recommending Comprehensive Plan amendments to the City Council on a majority vote of its entire membership.

Town of Brillion Public Participation Procedures

The Town of Brillion, Calumet County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Section 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in our efforts throughout the planning process.

The Town Board has designated the Town of Brillion Land Use Committee to lead this public involvement effort. This committee includes more than a dozen volunteers from the local business community, farmers, residents from Forest Junction, and the Town Chairman. It shall be the responsibility of this committee to:

- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops and the internet.
- Recommend the adoption of the Public Participation Procedures.
- Actively solicit comments and suggestions from the residents of the town, neighboring governmental units, school and special purpose districts serving residents of the town, Calumet County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Land Council, the University of Wisconsin Extension (UW-EX) and the general public. As part of this effort, the committee, in cooperation with the UW-EX shall conduct a survey to obtain resident opinions on comprehensive planning and the town's Strengths, Weaknesses, Opportunities and Threats.
- Work closely with the consultant hired by the town to prepare the Comprehensive Plan.

All meetings on the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2). The public hearing shall be published as a class 1 notice, pursuant to Ch. 985.02(1) at least 30 days prior to the hearing. The class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the proposed Comprehensive Plan, (3) the name of the town employee who may provide additional information regarding the plan, and (4) where and when a copy of the proposed Comprehensive Plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

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Town of Brillion Plan Adoption

Town Board - Based on the recommendation of the Land Use Committee and comments received at the public hearing, the Town Board, by majority vote, shall enact an ordinance adopting the Comprehensive Plan. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, school and special purpose districts serving residents of the town, Calumet County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the University of Wisconsin Extension (UW-EX), the Wisconsin Land Council and the City of Brillion Public Library. A copy of the resolution and adopted plan shall be available for inspection at the office of the Town of Brillion Clerk. Copies of the Comprehensive Plan may be purchased from the Town Clerk at a cost of \$30.00 each.

Planning Commission – The Town of Brillion Board established a 7-member Planning Commission upon completion of the Coordinated Comprehensive Planning Process with the City of Brillion. The newly established Town of Brillion Planning Commission included members of the Land Use Committee. The Planning Commission recommended approval of the Town of Brillion Comprehensive Plan to the Town Board.

From time to time, but not less than once every ten (10) years, the Planning Commission shall review the Comprehensive Plan for potential changes, additions or corrections. The Planning Commission shall also be responsible for recommending Comprehensive Plan amendments to the Town Board on a majority vote of its entire membership.

COGNITIVE MAPPING



This appendix provides the results of the cognitive mapping exercise as presented by Dr. Thomas Greene on November 7, 2001.

At the meeting, Dr. Thomas Greene, from St. Lawrence University in New York State, returned to present the results of the cognitive mapping exercise that the Coordinated Plan Committee completed in June of 2001. At the June meeting, the Coordinated Plan Committee responded to a series of maps by reporting districts of distinctive character and individual travel routes. Participants then indicated pleasant or unpleasant zones and areas in which they would or would not like to see additional development. After the meeting, several participants provided positive comments about the exercise, but were somewhat disappointed that the scale of the maps didn't provide a very large or detailed are of the City.

At June meeting, 31 members of the Coordinated Plan Committee were in attendance. In order to increase the number of respondents to help ensure that collective cognitive maps were based on a consensus and not inappropriately skewed by individual responses, Dr. Greene had hoped at least 70 complete cognitive mapping exercises were completed. Additional copies of the cognitive mapping exercise were distributed to residents of the City and Town and to those members of the Coordinated Plan Committee who were not in attendance. Unfortunately, Dr. Greene only received 3 additional responses from these distributed copies. As a result, the cognitive mapping results primarily express the desires and expectations of the Coordinated Plan Committee.

PERCEIVED DISTRICTS MAPS

On the first series of cognitive maps, the Coordinated Plan Committee was asked to identify areas that are perceived to have a distinctive character or a common feel, the responses identified: farm areas, school zones (particularly around the new Brillion High School), and recreational areas (i.e. Brillion Marsh). The most common responses identified Forest Junction as an area of distinctive character and residential areas in the Forest Junction and City of Brillion. Development along USH 10 in the City of Brillion was also identified as an area with a distinctive character.

TRAVEL PATHS MAP

Not surprisingly, the travel path maps identified USH 10, CTH 57 and CTY PP as important transportation corridors in the City and Town of Brillion.

PLEASANTNESS AND DEVELOPMENT ZONES MAP

Finally, participants at the June 6, 2001 meeting were asked to rate the relative visual pleasantness of areas in the community and indicate where they would like to or would not like to see additional development. Pleasant areas identified included farms in the Town of Brillion, the Brillion Marsh, and the golf course in the City of Brillion.

These maps illustrate where the Coordinated Plan Committee participants indicated future development is most appropriate and least appropriate in the City and Town of Brillion.

CONCLUSION

As is evident from the cognitive maps in this appendix, the desires for future development are not uniform. For example, some of the same areas are identified for recreational and industrial development, etc. These types of conflicts were resolved by the Coordinated Comprehensive Plan using information from the community survey, public meetings, and recommendations made by OMNNI Associates, the planning consultant for the project. Nevertheless, the cognitive maps were an important source of base information used to develop the *Future Land Use Maps*.

Perceived Districts

- ♦ Participants were first asked to volunteer areas which they perceived to have a "distinctive character" or "common feel about them."
- ♦ Individuals identified farm areas, the school zones, and recreation areas. The greatest agreement, however, was in identifying Forest Junction and zones characterized as either residential or industrial.

Perceived Residential



Perceived Industrial



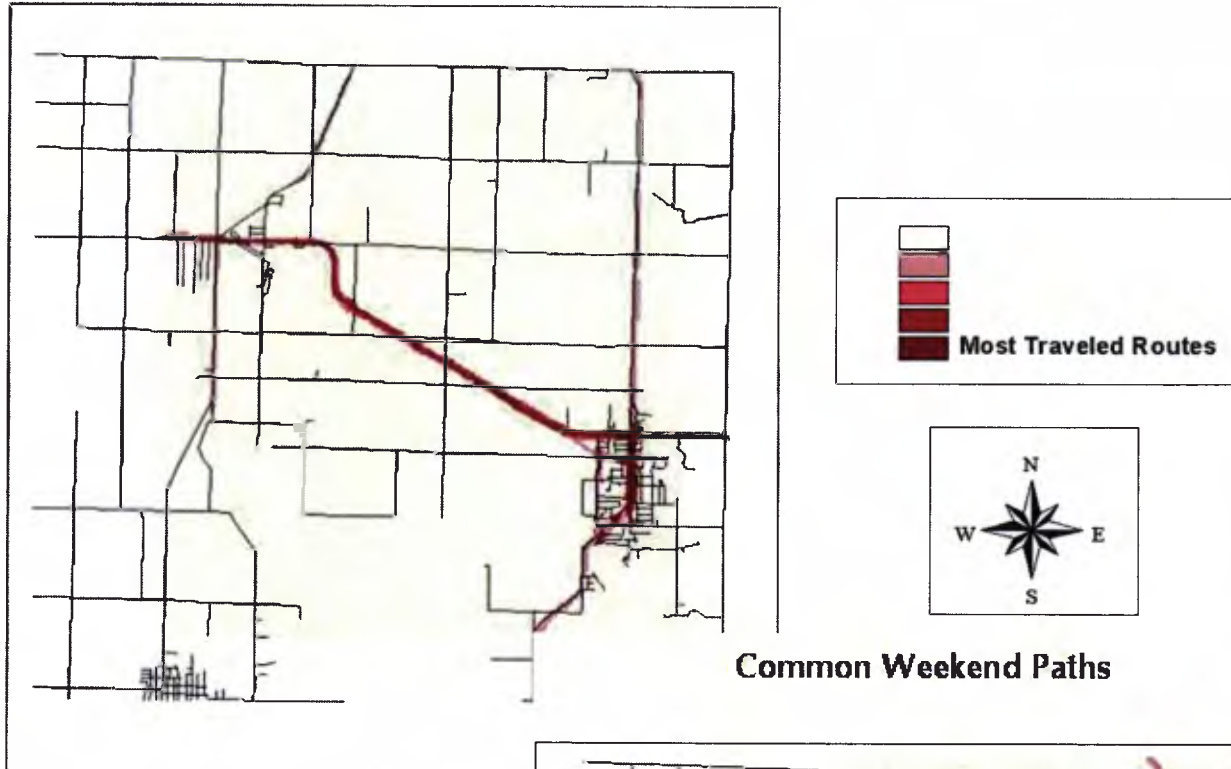
Forest Junction



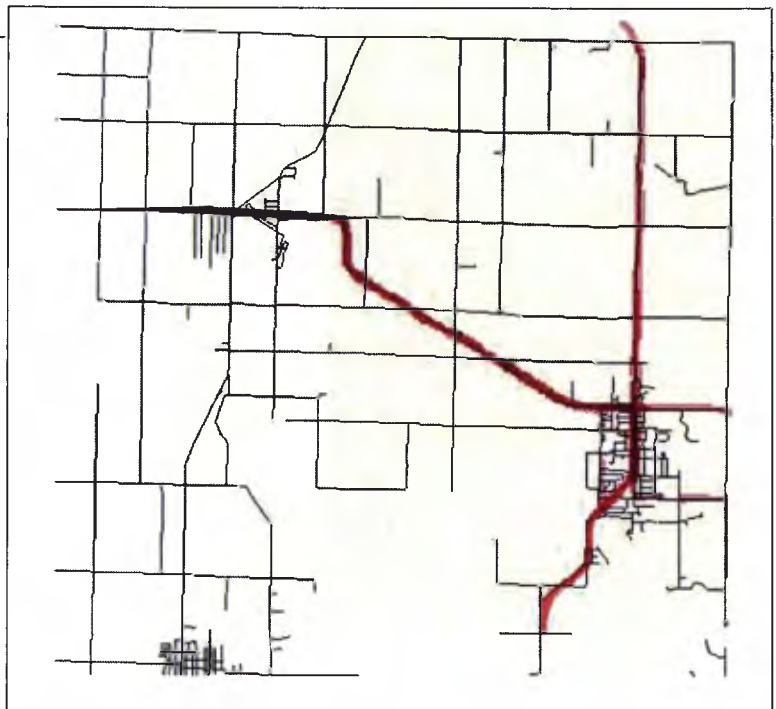
Travel Paths

- ◆ Participants then indicated their usual travel paths on a base map. Summed over all of the 34 participants, common travel patterns appeared.

Common Weekday Paths

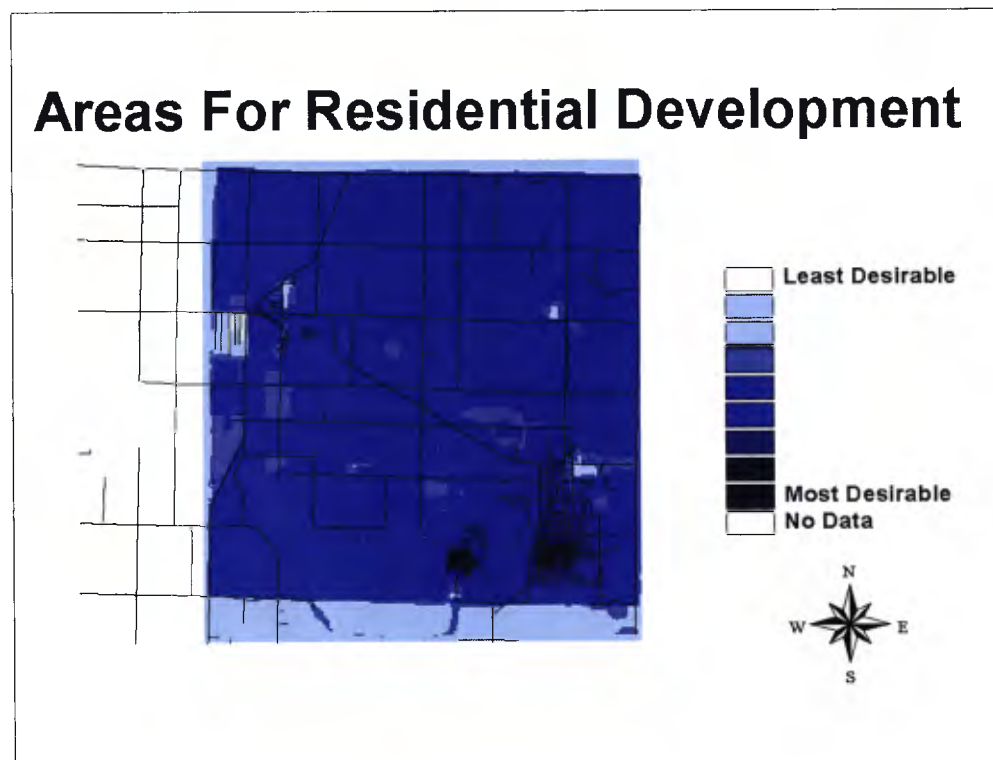
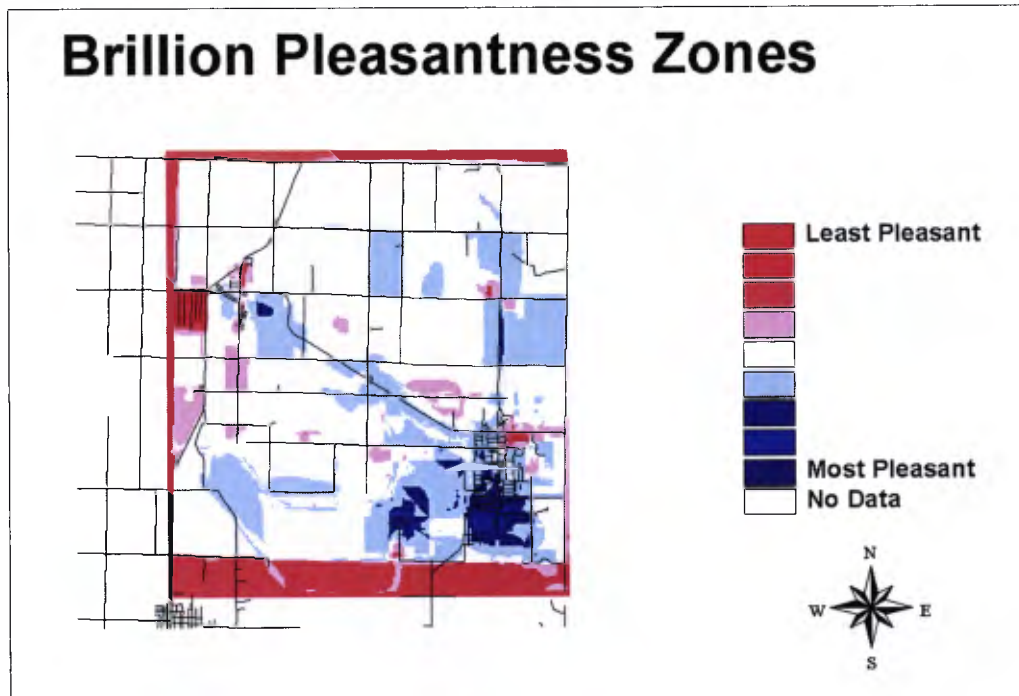


Common Weekend Paths

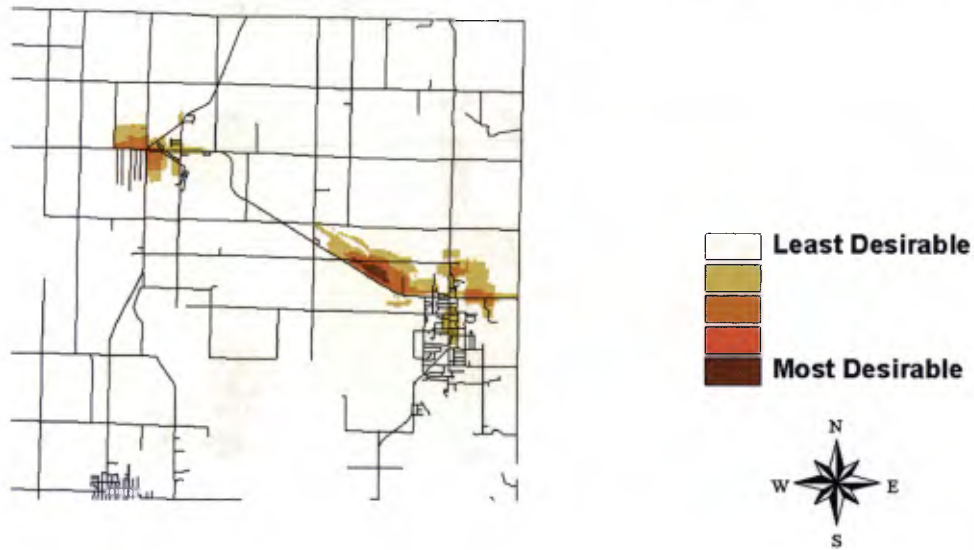


Pleasantness and development zones

- ◆ Finally, participants rated the relative visual pleasantness of the Brillion area and indicated areas in which they would or would not like to see additional development.



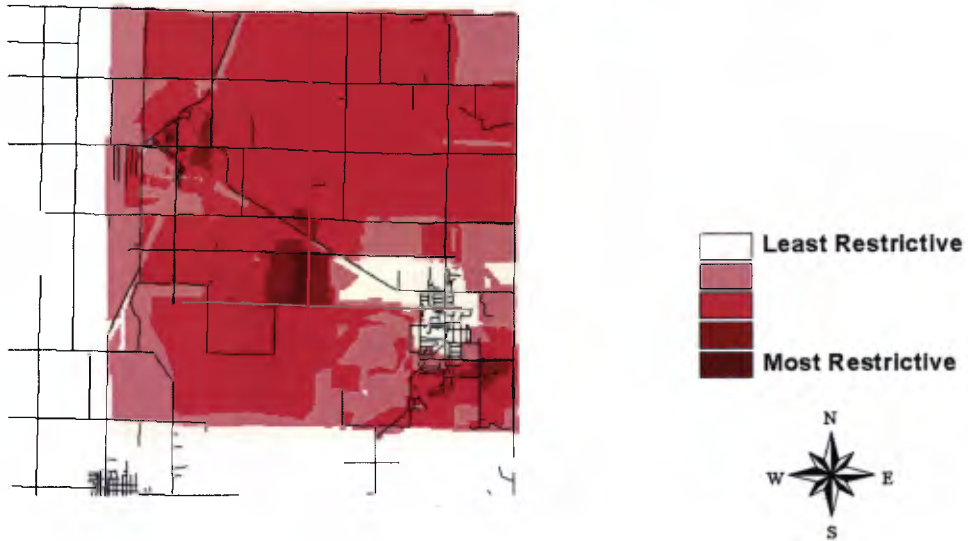
Areas For Business Development



Areas For Recreation Development



Restrict From Development



COMMUNITY SURVEY

As part of a coordinated comprehensive planning initiative, the City and Town of Brillion conducted a survey to gather public input on local priorities and planning options.

The questionnaire was developed with extensive input and review from the City and Town of Brillion Coordinated Plan Committee, OMNNI Associates, and the NRCS staff in the Social Sciences Institute and Office of Farmland Protection and Community Planning. The questions addressed community resources, preferences regarding future development and conservation, and a variety of options for implementing community decisions.

The survey effort involved a mailed survey to a random sample of 500 households in the City and Town of Brillion- approximately one-third of the total households in the two communities. Reflecting the population proportion between the City and Town, 67% of the households surveyed were from the City and 33% from the Town. The sample households were selected primarily from mailing lists provided by the City of Brillion utility records and Calumet County property ownership information for the Town. Recognizing that renters would be under-represented in the Town list, project partners attempted to obtain lists of renters from landlords in the Town. Anticipating that the survey could lose credibility if some residents felt excluded by not being selected as part of a sample group, project partners developed a separate process for other residents (those not selected as part of the random sample) to complete survey questionnaires. Nine (9) residents from the City and two (2) from the Town completed additional questionnaires; those results were summarized separately and provided to the local planning committee.

The survey was completed between October and December 2001. Two weeks before survey distribution, articles ran in two community papers describing the community survey and encouraging those receiving surveys to participate.

Surveys were mailed to the sample group using a delivery process that involved as many as five mail contacts. All 500 members of the sample group were sent advance letters addressed to them and signed by local elected officials; the advance letters included information about the planning process and the survey, and asked for their participation. One week after the advance letters were distributed, all 500 households received an initial survey packet including a copy of the survey questionnaire, a pre-addressed postage-paid envelope, and a cover letter describing the questionnaire and restating how the information would be used. All respondents were assured of confidentiality.

Those households that did not respond within the next ten-day period were sent a post card reminding them of the survey and again asking for their participation. The households that had not responded approximately ten days after the first postcard was sent, received another full survey packet, which included another copy of the survey, another stamped and addressed envelope, and another cover letter. Those who had still not responded two weeks after the second packet were sent a final post-card reminder.

Out of 500 surveys sent, 357 households returned usable surveys, 5 surveys were returned blank or largely incomplete and 12 households were dropped from the list because the individuals had moved or were deceased. The final response rate was 73 percent (357/488)."

To Learn More...

The final survey results are summarized in a detailed report developed by Dr. Ken Genskow, UW-Extension UW-Madison. The report was published under a separate cover. Copies are available from the City and Town. The report includes a copy of the survey questionnaire.

Information obtained from the survey has been included in each of the nine element chapters of this plan to reflect citizen opinions related to particular planning issues.

APPENDIX E ARCHITECTURE AND HISTORY INVENTORY AND ARCHAEOLOGICAL SITE INVENTORY

ARCHITECTURE AND HISTORY INVENTORY (AHI)

The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The AHI documents a wide range of historic properties such as the round barns, log houses, metal truss bridges, small town commercial buildings, and Queen Anne houses that create Wisconsin's distinct cultural landscape. It is a permanent record maintained by the Wisconsin Historical Society.¹

The AHI isn't a comprehensive list, but rather an introduction to the area's properties which have historical relevance. The items indicated in yellow are not listed on the AHI but were identified as having historic relevance by the Coordinated Comprehensive Plan Committee. Also, items highlighted in blue indicate that the Wisconsin Historical Society does possess a file with additional historical information about the property.

The list primarily consists of City of Brillion properties, which have been cross-referenced with property cards to provide further information about the properties. Most Township properties have obscure location descriptions, and for this reason, have not been included on this table. For further information about Town of Brillion AHI listings, see the attached list at the end of this appendix.

At last count, there were 45 entries for the Town of Brillion.

The Wisconsin Historical Society does advise those who reference the AHI to use caution and exercise restraint:

"Keep in mind that this is not a comprehensive list of all old Wisconsin buildings and structures. The inventory has been assembled over a period of more than 25 years from a wide variety of sources. In many cases, the information is dated. Some properties may be altered or no longer exist. The majority of properties included in this inventory are privately owned and not open to the public. Inclusion in this inventory conveys no special status, rights or benefits to owners of these properties. Please respect the rights of private property owners when visiting any of these properties."

AHI #	MUNICIPALITY	LOCATION	PROPERTY TYPE	COMMENTS	DESIGN STYLE & CURRENT OR HISTORIC NAME
	T. Brillion	Milwaukee & Randolph Streets (Forest Junction)		Haese Memorial Village Historic District	NA
NA	C. Brillion	218 N. Main Street	Retail Building	Parcel: 15083 Construction Date: 1909 State Farm Insurance	Not listed on the AHI
NA	C. Brillion	100 S. Main Street	Retail Building	Parcel 14929 Construction Date: 1920 Pete's Barber Shop	Not listed on the AHI
NA	C. Brillion	104 S. Main Street	Retail Building	Parcel: 14930 Construction Date: 1896 Richard's Clothing	Not listed on the AHI
NA	C. Brillion	110 S. Main Street	Retail Building	Parcel: 14933 Construction Date: 1900 Furniture Plus	Not listed on the AHI
2851	C. Brillion	215 Center Street	House	Construction Date: 1900 Holy Family Rectory	American Foursquare, Dutch Gable Dormers, front porch
2852	C. Brillion	310 Cleveland	House	Parcel 15472 Construction Date: 1895	Italianate
2853	C. Brillion	Custer & Center	Holy Family Church	Demolished	Romanesque Revival Wall Material: Cream Brick Hooded windows, rose window in steeple engaged buttresses
2854	C. Brillion	111 Custer	House	Does not exist/Demolished	Other Vernacular Wall Material: Clapboard Projecting Gable Over Entry With Massive Columned Porch
2855	C. Brillion	115 S. Custer Street	Church	Parcel: 15744 Construction Date: 1896 Divine Apartments Historic Name: Evangelische Friedens Church	Gothic Revival Wall Material: Clapboard Structural System: Balloon Frame Site File exists at the State Historical Society
2856	C. Brillion	206 Dewey Street	House	Parcel: 15605	Gabled Ell Wall Material: Brick Segmental arch windows with keystones
2857	C. Brillion	333 N. Francis Street	Hotel/Motel	Construction Date: 1872 Green Hotel History House	Front Gabled Wall Material: Clapboard Return cornices. Hooded windows. Front porch. Moved to current location c. 1969. Site File exists at the State Historical Society

AHI #	MUNICIPALITY	LOCATION	PROPERTY TYPE	COMMENTS	DESIGN STYLE & CURRENT OR HISTORIC NAME
2858	C. Brillion	Listed as: Main St., 2 S of 102 Main Could be 105 S. Main Street	Retail Building	"Liz and Lyle Bar" Could be the "Black Castle" since Lyle Krizenesky was the owner the establishment. Prior to this, was the Bloedorn Hotel. If this is correct, structure has been demolished.	Commercial Vernacular Wall Material: Brick CNR round turret over entry may have once been a hotel
2859	C. Brillion	106 S. Main Street	Retail Building	Parcel: 14932 Construction Date: 1903 Juices Bar and Bowl	Romanesque Revival
2860	C. Brillion	Listed as: NE CNR MAIN ST AND US HIGHWAY 10	Gas/Service Station	Skelly Gas Station	Spanish Colonial Wall Material: Brick Red tile roof, steep gables
2861	C. Brillion	116 N. Main Street	Retail Building	Parcel: 15076 Construction Date: 1885 The Real Giese's	Commercial Vernacular Wall Material: Glass Continuous cornice with brick band beneath large glass windows and storefront largely intact
2862	C. Brillion	202 N. Main Street	House	Parcel: 15078 Construction Date: 1880 Apartments	Front Gabled Wall Material: Clapboard Prominent gable with round arch window and paired brackets under eaves front entry with transom and side lights
2863	C. Brillion	208 N. Main Street	Retail Building	Parcel: 15080 Construction Date: 1900 Hot Heads	Commercial Vernacular Wall Material: Brick Stilted segmental arch windows connected by string course altered first story*
2864	C. Brillion	214 N. Main Street	Sports Lounge	Parcel: 15082 Construction Date: 1921 Shakers	Commercial Vernacular Wall Material: RCO side walls and brick front. some neoclassical influence
2865	C. Brillion	Listed as 404 N. Main Street No property in Brillion with that address. Most likely 502 N. Main Street	House	Parcel: 15022 Construction Date: 1906	Other Vernacular Wall Material: Asbestos Highly individualized with coned turrets projecting from hip roof symmetrical façade with giant columns in Greek revival manner
2866	C. Brillion	118 S. Main Street	House	Parcel: 14935 Construction Date: 1900 Apartments	Other Vernacular Wall Material: Stone Veneer Side shed dormer, segmental arch windows with keystones side bay windows*
2867	C. Brillion	207 S. Main Street	Retail Building	Parcel: 15202 Construction Date: 1901 Endries Otto and Calmes Formerly a News Building	Commercial Vernacular Wall Material: Cream Brick Large stone arch window at cut CNR prominent corbel table glass block windows "news" in stone block

AHI #	MUNICIPALITY	LOCATION	PROPERTY TYPE	COMMENTS	DESIGN STYLE & CURRENT OR HISTORIC NAME
2868	C. Brillion	210 S. Main Street	Hotel/Motel	Parcel: 14945 Construction Date: 1900 Bullseye Screenprinting	Commercial Vernacular Wall Material: Cream Brick Segmental arch windows and double-width door may have been a hotel 1/2 round window in gable
2869	C. Brillion	315 S. Main Street	Brillion School	Parcel: 15211 Construction Date Demolish Date: 1989 Original Core Demolished	Other Vernacular Wall Material: Brick Symmetrical Building w/Hip Dormers
2870	C. Brillion	200 Park Ave	Industrial Building	Parcel: 15047 Construction Date: ~1914 Brillion Iron Works	International Style Wall Material: Brick Simple with rounded corners
2871	C. Brillion	235 E. Ryan Street Listed as <i>State Highway 10 At End Of Francis</i>	Mill	Parcel: 15044 Deans Foods Canning Factory Demolished	Astylistic Utilitarian Building Wall Material: Metal Tall vacant mill
2872	C. Brillion	114 W. Water	Granary	Parcel: 15179 Construction Date: 1899 Henry Carstens and Sons	Astylistic Utilitarian Building Wall Material: Cream Brick Gabled bldg with segmental arch windows in wall recesses alterations are minor with many additions to surrounding parts
2873	C. Brillion	235 W. Water	Church	Parcel: 15755 Construction Date: 1902 Trinity Lutheran Church	High Victorian Gothic Design Wall Material: Cream Brick Tall wren-like steeply lancets in tall pointed arch windows with stilted moldings engaged buttresses*addition at entry
70625	C. Brillion	Horn Park	Pavilion	Horn Park Pavilion Demolished	Astylistic Utilitarian Wall Material: Clapboard

AHI #	MUNICIPALITY	LOCATION	PROPERTY TYPE	COMMENTS	DESIGN STYLE & CURRENT OR HISTORIC NAME
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AHI #	MUNICIPALITY	LOCATION	PROPERTY TYPE	COMMENTS	DESIGN STYLE & CURRENT OR HISTORIC NAME
		HIGHWAY 10			
2861	C. Brillion	116 N. Main Street	Retail Building	Parcel: 15076 Construction Date: 1885 The Real Giese's	Commercial Vernacular Wall Material: Glass Continuous cornice with brick band beneath large glass windows and storefront largely intact
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2863	C. Brillion	208 N. Main Street	Retail Building	Parcel: 15080 Construction Date: 1900 Hot Heads	Commercial Vernacular Wall Material: Brick Stilted segmental arch windows connected by string course altered first story*
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ARCHEOLOGICAL SITE INVENTORY (ASI)

ARCHAEOLOGICAL SITES AND CEMETERIES in the

Town of Brillion

Source: Office of State Archaeologist, July 2005

Existing Information. The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI).

Since only a small portion of the Town has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. Notably missing are sites related to the history of agriculture in the area; a way of life that started 1000 years ago. Local residents and American Indian communities who have and do live and work in the area possess much additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

Up to this point in time, 25 archaeological sites and cemeteries has been reported for the Town. The following types of sites have been identified:

Cemeteries – including, mounds, and unmarked graves
Campsite/villages

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area. Many in the Town certainly may be eligible for the State/National Register and important.

Where are archaeological site going to be located? Using the results of archaeological surveys, relevant historical and environmental data, the following high priority areas were designated:

- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- higher, dryer areas adjacent to **older abandoned** rivers, streams, creeks, lakes, wetlands
- areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities.

Cemeteries, Burial Mounds, and Other Burials. Cemeteries and burial areas have been set aside as special areas throughout Wisconsin history and they have been given special protection under the law.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Burial Sites Preservation Office should be modified. If human bone is unearthed during any phase of a project, all **work must cease**, and the Burial Sites Preservation Office **must be contacted** at 1-800-342-7834 to be in compliance with Wis. Stat. 157.70 which provides for the protection of all human burial sites. **Work cannot resume until the Burial Sites Preservation Office gives permission.** If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg, 608-264-6503.

At the present time, a total of 13 cemetery or burial sites have been identified in the Town. Since a systematic survey of the county has not been completed, additional cemeteries and burials may be present. As part of the planning process all cemeteries and burials in the Town should be cataloged under

Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

Determining Which Sites are Important. How do we know which archaeological sites need preservation? Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected. In addition to these, a wide variety of archaeological sites may be worthy of preservation. Through the use of the State and National Register of Historic Places, a procedure for identifying important sites is available. The criteria include: a good local example of an architectural style and period; association with a person important in our past; represent an important period, movement or trend in local, state or national history; or have the potential to yield important information about our past through archaeological investigations.

Protecting Important Archaeological Sites. The wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, easement purchases, zoning, and the state operates a tax exemption program for property owners.

With the 1991 changes to Wis. Stats. 70.11 [see 70.11(13m)], it became possible to provide a property tax exemption for owners of archaeological sites listed in the National or State Register of Historic Places. To obtain the tax exemption, the landowner has to agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program makes the landowner and subsequent owners stewards of Wisconsin's past. The intent of the program is not to discourage all use of the property containing a site, but to encourage land use planning that protects sites.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.

How are archaeological sites and cemeteries identified and evaluated? Archaeological identification and evaluations are required for a variety of projects that receive Federal or State funding, licenses, or permits. These projects are automatically forwarded to the Wisconsin Historical Society for review. Local residents frequently report sites and cemeteries.

RECOMMENDATIONS

- The development of a strong cultural resource component will allow the residents to identify valuable sites and locations and clarify the important role they play in the present and in the planning for the future. This can provide a variety of rewards such as heritage tourism, economic development and other community enrichments.
- Local residents and American Indian communities who have or do live and work in the area possess much additional information on the history of the Town and steps should be taken to have this information incorporated into the land use plan.
- As part of the planning process, all cemeteries and burials in the Town should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.
- Archaeological investigations should be completed at the locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

CAUTION

- It is not uncommon to find evidence of American Indian Villages and other earlier settlements in the form of houses, storage areas, burials, and other undisturbed deposits underneath the tilled layer in farm fields or urban settings.

STATE SITE #/ BURIAL CODE #	SITE NAME / TYPE	CULTURAL STUDY UNIT	TOWN-RANGE-SECTION
CT-0031	Unnamed Site 1. Cemetery/burial	1. Unknown	20,20,E,25
CT-0056	Unnamed Site 1. Campsite/village	1. Unknown Prehistoric	20,20,E,23
CT-0059	Unnamed Site 1. Campsite/village	1. Unknown Prehistoric	20,20,E,25
CT-0055	Unnamed Site 1. Campsite/village	1. Unknown Prehistoric	20,20,E,23
CT-0057	Unnamed Site 1. Campsite/village	1. Unknown Prehistoric	20,20,E,14
CT-0086	FOREST JUNCTION 1. Campsite/village	1. Unknown Prehistoric	20,20,E,7
BCT-0003	Unnamed Site 1. Cemetery/burial	1. Historic Euro-American	20,20,E,35 20,20,E,35
BCT-0001	BRILLION BLUFF CEMETERY 1. Cemetery/burial		20,20,E,11
BCT-002	ST. MARY'S CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	20,20,E,24
BCT-0086	BRILLION CEMETERY 1. Cemetery/burial		20,20,E,35
BCT-0004	BRILLION TOWNSHIP CEMETERY 1. Cemetery/burial		20,20,E,35
BCT-0005	OLD TRINITY LUTHERAN CEMETERY 1. Cemetery/burial		20,20,E,35
BCT-0006	CITY OF BRILLION COMMUNITY CEMETERY		20,20,E,35
BCT-0007	NEW TRINITY LUTHERAN CEMETERY 1. Cemetery/burial		20,20,E,35

STATE SITE #/ BURIAL CODE #	SITE NAME / TYPE	CULTURAL STUDY UNIT	TOWN-RANGE-SECTION
BCT-0021	FOREST HOME ZION UNITED METHODIST CEMETERY (AKA GERMAN EVANGELICAL) 1. Cemetery/burial	1. Historic Euro-American	20,20,E,6
BCT-0050	UNNAMED CEMETERY 1. Cemetery/burial		20,20,E,25
CT-0185	BFC ISOLATE #1 1. Campsite/village	1. Unknown Prehistoric	20,20,E,23
CT-0189	OTT III 1. Campsite/village	1. Archaic 2. Late Archaic 3. Middle Archaic	20,20,E,30
CT-0190	OTT 4 1. Campsite/village	1. Early Archaic 2. Early Woodland 3. Late Archaic 4. Late Paleo-Indian 5. Late Woodland 6. Middle Woodland	20,20,E,30
CT-0188	OTT 2 1. Campsite/village	1. Early Archaic 2. Unknown Prehistoric	20,20,E,30
CT-0187	OTT 5 1. Campsite/village	1. Early Woodland	20,20,E,33
CT-0191	OTT 6 1. Campsite/village	1. Middle Archaic	20,20,E,30
CT-0193	OTT 1 1. Campsite/village	1. Early Woodland	20,20,E,19
CT-0192	OTT 7 1. Mound(s) – Other/Unk	1. Woodland	20,20,E,30
BCT-0089	EVANGELICAL LUTHERAN CEMETERY 1. Cemetery/burial	1. Historic Euro-American	20,20,E,35

¹ <http://www.wisconsinhistory.org/ahi/> The Wisconsin Architecture and History Inventory website, as maintained by the Wisconsin Historical Society. January 2006.



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Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name
2806		CALUMET		2020E-19	BRILLION		E SIDE ROSNER RD, 0.2 MI S OF HARVESTORE RD	
2822		CALUMET		2020E-01	BRILLION		E COUNTY LINE RD, 0.2 MI S OF N COUNTY LINE RD	
2823		CALUMET		2020E-01	BRILLION		E SIDE COUNTY HIGHWAY PP, 0.6 MI S OF N COUNTY LINE RD	
2824		CALUMET		2020E-01	BRILLION		N SIDE COUNTY HIGHWAY PP, 0.3 MI E OF COUNTY LINE RD	BARTHOLOMAEUS EVANGELICAL GERMAN LUTHERAN CHURCH
2825		CALUMET		2020E-05	BRILLION		SCHMIDT RD AND STATE HIGHWAY 57	
2826		CALUMET		2020E-07	BRILLION		US HIGHWAY 10, 0.1 MI W OF FOREST JUNCTION	
2827		CALUMET		2020E-07	BRILLION	FOREST JUNCTION	CAMP GROUND RD AT US HIGHWAY 10	
2828		CALUMET		2020E-07	BRILLION	FOREST JUNCTION	CAMP GROUND RD AT US HIGHWAY 10	
2829		CALUMET		2020E-08	BRILLION		SOUTH SIDE OF SCHMIDT RD 0.5 MILES WEST OF STATE HIGHWAY 57	
							N SIDE RUSCH	GERMAN

2830		CALUMET		2020E-10	BRILLION		RD, 1.0 MI W OF COUNTY HIGHWAY PP	METHODIST EPISCOPAL CHURCH
Ahi#:	Image	County:	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name

Records 1 through 10 of 45

[1](#)[2](#)[3](#)[4](#)[5](#)[Next 10 Records >>](#)[Need help searching?](#)[Start a New Search](#)[Printer Friendly & A](#)

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Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name
2831		CALUMET		2020E-11	BRILLION		NW CNR COUNTY HIGHWAY PP AND RUSCH RD	
2832		CALUMET		2020E-12	BRILLION		W SIDE E COUNTY LINE RD, 0.3 MI S OF COUNTY HIGHWAY K	
2833		CALUMET		2020E-14	BRILLION		S SIDE RUSCH RD, 0.5 MI W OF COUNTY HIGHWAY PP	
2834		CALUMET		2020E-14	BRILLION		COUNTY HIGHWAY PP, 0.6 MI N OF HARVESTORE RD	
2835		CALUMET		2020E-14	BRILLION		N SIDE HARVEYSTORE RD AND COUNTY HIGHWAY PP	CARSON SCHOOL
2836		CALUMET		2020E-15	BRILLION		N SIDE HARVESTORE RD 0.6 MI E OF BASTIAN RD	
2837		CALUMET		2020E-16	BRILLION		NW CRN BASTIAN RD AND HARVESTORE RD	
2838		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	F G HAESE GENERAL MERCHANDISE STORE (A)
2839		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	CHURCH ST	
2840		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	MAIN ST	FOREST JUNCTION

Ahi#:	Image	County:	City/Village	TRS	Civil Township	Unincorporated Community	Location	STATE BANK Historic Name
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Records 11 through 20 of 45

1

2

3

4

5

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Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name
2841		CALUMET		2020E-18	BRILLION	FOREST JUNCTION	SE CNR CHURCH ST AND US HIGHWAY 10	ZION'S KIRCH (ON BLDG)
2842		CALUMET		2020E-20	BRILLION		SW CNR CHURCH RD AND HACKER RD	
2843		CALUMET		2020E-23	BRILLION		N SIDE HACKER RD, 0.4 MI W OF COUNTY HIGHWAY PP	
2844		CALUMET		2020E-24	BRILLION		SW CNR HARVESTORE RD AND E COUNTY LINE RD	
2845		CALUMET		2020E-25	BRILLION		N SIDE NATIONAL AVE, 0.3 MI W OF E COUNTY LINE RD	
2846		CALUMET		2020E-25	BRILLION		N SIDE NATIONAL AVE, 0.3 MI W OF E COUNTY LINE RD	
2847		CALUMET		2020E-25	BRILLION		N SIDE NATIONAL AVE, 0.3 MI W OF E COUNTY LINE RD	
2848		CALUMET		2020E-30	BRILLION		IRISH RD, 0.4 MI N OF COUNTY HIGHWAY B	
2849		CALUMET		2020E-31	BRILLION		N SIDE CROSSTOWN RD, 0.2 MI E OF STATE HIGHWAY 57	
2850		CALUMET		2020E-36	BRILLION		NW CNR ROUND LAKE RD AND E COUNTY LINE RD	
Ahi#:	Image	County:	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name

Records 21 through 30 of 45

[1](#)

[2](#)

[3](#)

[4](#)

[5](#)

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Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name
12672		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12673		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12674		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12675		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12676		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12677		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12678		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12679		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
12680		CALUMET		2020E-17	BRILLION	FOREST JUNCTION	SE CNR MILWAUKEE ST AND RANDOLPH ST	
13820		CALUMET		2020E-31	BRILLION		N SIDE CROSSTOWN RD, 0.2 MI E OF STATE HIGHWAY 57	
Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name

Records 31 through 40 of 45

[1](#)

[2](#)

[3](#)

[4](#)

[5](#)



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Page 5 of 5 (45 Records Found)

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Ahi#	Image	County	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name
13821		CALUMET		2020E-31	BRILLION		N SIDE CROSSTOWN RD, 0.2 MI E OF STATE HIGHWAY 57	
70621		CALUMET		2020E-18	BRILLION	Forest Junction	N 8897 HIGHWAY. 57	Badger Motor Car Co.
70623		CALUMET		2020E-34	BRILLION	Potter	BRILLION WLA	
70624		CALUMET		2020E-34	BRILLION	Potter	BRILLION WLA	
76341		CALUMET		2020E-34	BRILLION		BRILLION WLA	
Ahi#:	Image	County:	City/Village	TRS	Civil Township	Unincorporated Community	Location	Historic Name

Records 41 through 45 of 45

End of Records

[1](#)

[2](#)

[3](#)

[4](#)

[5](#)

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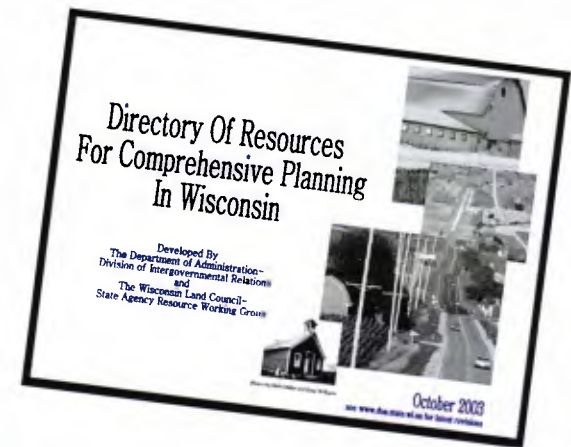
APPENDIX F

SCHEDULE OF REQUIRED UPDATES

The City and Town of Brillion Coordinated Comprehensive Plan is a dynamic document, and requires regular maintenance to keep information up to date, and relevant, so that community planners and decision makers can guide development efforts intelligently, and with confidence.

To allow for efficient maintenance of the Comprehensive Plan document, the list below provides a schedule for updating required information mandated by the State of Wisconsin and the Smart Growth Law. This schedule serves as a guideline, and is not intended as a mandate for Comprehensive Plan Amendment efforts. During the implementation processes, and after the City and Town of Brillion have accomplished many of the items set forth in the Implementation Chapter, have formulated new initiatives, set new goals and objectives, and s to set new goals and objectives, this schedule should be consulted to ensure that information updates to Chapters 1.0 through 10.0 are included during the amendment phases. This list will also indicates the sources of the information to aid in document updating efficiency.

The State of Wisconsin has also compiled the Directory of Resources for Comprehensive Planning in Wisconsin, developed by the Department of Administration and the Wisconsin Land Council. This document can be accessed by visiting the Department of Administration website at www.doa.state.wi.us, and enter the document title in the search field.



Location	Topic	Chapter	Scheduled Updates	Source
Table 1	Population Trends	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Table 2	Calumet County Town Population Changes	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Table 2.1	WDOA Population Forecasts, Brillion Community	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Administration
Table 2.2	WDOA Population Forecasts, Calumet County	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Administration

Location	Topic	Chapter	Scheduled Updates	Source
Figure 2	Linear Population Trends and Projections	2.0 Issues and Opportunities	10 years*	U.S. Census Bureau
Table 2.3	ECWRPC Population Forecasts	2.0 Issues and Opportunities	5 years*	ECWRPC
Figure 3	City of Brillion Population Age Distribution	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Figure 3.1	Town of Brillion Population Age Distribution	2.0 Issues and Opportunities	10 Years	U.S. Census Bureau
Figure 3.2	Estimated Persons per Household	2.0 Issues and Opportunities	5 Years*	ECWRPC
Table 3	WDOA Final Household Projections	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Administration
Table 4	Calumet County Civilian Labor Force Data	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Workforce Development
Table 5	Calumet County Commuting Patterns	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Table 6	Top Employing Industries in Calumet County	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Workforce Development
Table 7	Top 10 Employers in Calumet County	2.0 Issues and Opportunities	5 years*	Wisconsin Department of Workforce Development
Table 8	Per Capita Personal Income Comparison	2.0 Issues and Opportunities	10 years	U.S. Census Bureau

Location	Topic	Chapter	Scheduled Updates	Source
Table 9	Town Income Comparison	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Figure 4	Education Attainment	2.0 Issues and Opportunities	10 years	U.S. Census Bureau
Table 10	Percentage of Total Employees by Industry	2.0 Issues and Opportunities	10 Years	U.S. Census Bureau
Table 11	Location Quotients for Industries in Brillion, WI	2.0 Issues and Opportunities	10 Years	UW-Extension Community Indicators Software, based on U.S. Census
Table 12	Age of Housing Stock	3.0 Housing	10 years	U.S. Census Bureau
Table 13	Median Home Values in Calumet County	3.0 Housing	10 years	U.S. Census Bureau
Table 14	Owner-Occupied Housing Value	3.0 Housing	10 years	U.S. Census Bureau
Table 15	Average Home Selling Price	3.0 Housing	5 years	RANEW Multiple Listing Service
Table 16	Airport Runway Specifications	4.0 Transportation	5 years	AirNav.com
Table 17	City of Brillion Waste Water Treatment Annual Average Monthly Flow Trends	5.0 UCF	5 years*	City of Brillion Utility Commission
Table 18	School District Locations and Capacities	5.0 UCF	5 years*	Brillion Schools, Hilbert Schools

Location	Topic	Chapter	Scheduled Updates	Source
Table 19	Soil Characteristics	6.0 ANCR	20 years	UW-W LICGF
Table 19.1	Prime Farmland	6.0 ANCR	20 years	UW-W LICGF
Table 20	Existing Land Use – Amount, Intensity, Density	8.0 Existing Land Use	5 years*	Calumet County Planning Department
Table 21	Calumet County Zoning Districts in Town of Brillion	8.0 Existing Land Use	5 Years	Calumet County Zoning Ordinance
Table 22	Driveway Spacing	8.0 Existing Land Use	10 years	E. Humstone & J. Campoli, Access Management: A Guide for Roadway Corridors, Planning Commissioners Journal, Winter 1998
Table 23	Projected Land Use Demand, Town of Brillion	10.0 Future Land Use	10 years*	Calumet County Planning Department
Table 24	Projected Land Use Demand, City of Brillion	10.0 Future Land Use	10 years*	Calumet County Planning Department
Table 25	Future Land Use, Town of Brillion	10.0 Future Land Use	10 years*	Calumet County Planning Department
Table 26	Future Land Use, Town of Brillion	10.0 Future Land Use	10 years*	Calumet County Planning Department
Others				
	Housing Supply Characteristics	3.0 Housing	10 years*	City of Brillion and Town of Brillion

Location	Topic	Chapter	Scheduled Updates	Source
	Vacancy Rates	3.0 Housing	10 years	U.S. Census Bureau
	Rental Housing Characteristics	3.0 Housing	10 years	U.S. Census Bureau

* Updated in 2009

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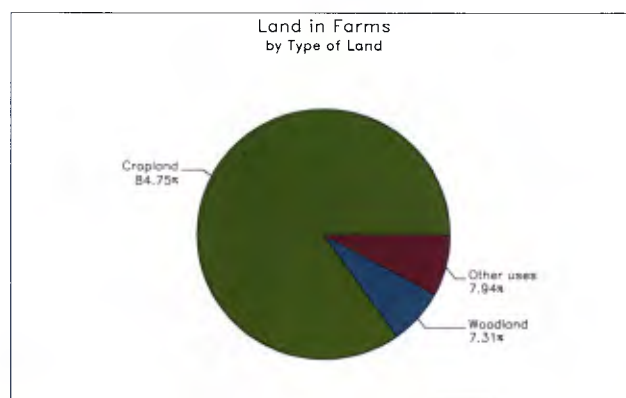
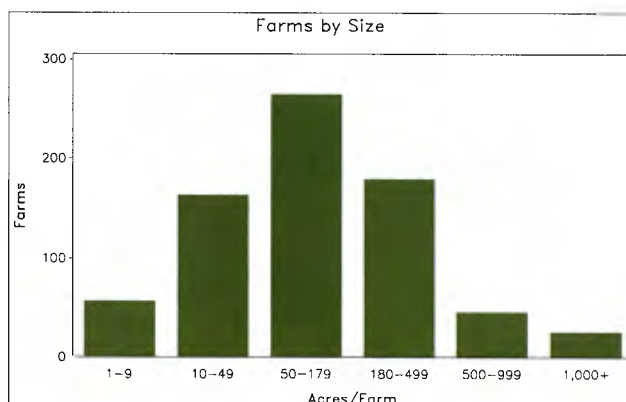
2007 CENSUS OF AGRICULTURE

County Profile

Calumet, Wisconsin



	2007	2002	% change
Number of Farms	732	733	- 0
Land in Farms	151,659 acres	150,316 acres	+ 1
Average Size of Farm	207 acres	205 acres	+ 1
Market Value of Production	\$166,954,000	\$81,857,000	+ 104
Crop Sales \$28,936,000 (17 percent)			
Livestock Sales \$138,019,000 (83 percent)			
Average Per Farm	\$228,080	\$111,674	+ 104
Government Payments	\$1,978,000	\$3,242,000	- 39
Average Per Farm	\$3,724	\$9,055	- 59



United States Department of Agriculture
National Agricultural Statistics Service

www.agcensus.usda.gov

2007 CENSUS OF AGRICULTURE

County Profile

Calumet, Wisconsin

Ranked items among the 72 state counties and 3,079 U.S. counties, 2007

Item	Quantity	State Rank	Universe ¹	U.S. Rank	Universe ¹
MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD (\$1,000)					
Total value of agricultural products sold	166,954	22	72	451	3,076
Value of crops including nursery and greenhouse	28,936	40	72	1,234	3,072
Value of livestock, poultry, and their products	138,019	17	72	238	3,069
VALUE OF SALES BY COMMODITY GROUP (\$1,000)					
Grains, oilseeds, dry beans, and dry peas	24,324	23	71	907	2,933
Tobacco	(-)	(-)	8	(-)	437
Cotton and cottonseed	(-)	(-)	(-)	(-)	626
Vegetables, melons, potatoes, and sweet potatoes	1,249	39	71	735	2,796
Fruits, tree nuts, and berries	260	49	70	964	2,659
Nursery, greenhouse, floriculture, and sod	1,235	38	70	1,005	2,703
Cut Christmas trees and short rotation woody crops	7	62	68	1,187	1,710
Other crops and hay	1,861	32	72	940	3,054
Poultry and eggs	87	55	72	1,466	3,020
Cattle and calves	17,506	20	72	777	3,054
Milk and other dairy products from cows	117,306	12	70	44	2,493
Hogs and pigs	130	45	71	1,310	2,922
Sheep, goats, and their products	156	28	71	780	2,998
Horses, ponies, mules, burros, and donkeys	(D)	(D)	70	(D)	3,024
Aquaculture	(D)	(D)	58	(D)	1,498
Other animals and other animal products	2,792	7	70	62	2,875
TOP LIVESTOCK INVENTORY ITEMS (number)					
Cattle and calves	60,705	23	72	412	3,060
Mink and their pelts	9,201	15	25	40	123
Layers	1,613	54	71	1,227	3,024
Hogs and pigs	907	44	71	1,234	2,958
Horses and ponies	815	58	72	1,651	3,066
TOP CROP ITEMS (acres)					
Forage-land used for all hay and haylage, grass silage, and greenchop	37,644	35	72	502	3,060
Corn for grain	32,745	39	68	738	2,634
Soybeans for beans	21,305	29	66	814	2,039
Corn for silage	18,205	13	70	54	2,263
Wheat for grain, all	11,076	11	66	673	2,481

Other County Highlights

Economic Characteristics	Quantity	Operator Characteristics	Quantity
Farms by value of sales		Principal operators by primary occupation:	
Less than \$1,000	121	Farming	408
\$1,000 to \$2,499	27	Other	324
\$2,500 to \$4,999	43		
\$5,000 to \$9,999	41	Principal operators by sex:	
\$10,000 to \$19,999	73	Male	676
\$20,000 to \$24,999	27	Female	56
\$25,000 to \$39,999	67		
\$40,000 to \$49,999	15	Average age of principal operator (years)	53.7
\$50,000 to \$99,999	80		
\$100,000 to \$249,999	104	All operators ² by race:	
\$250,000 to \$499,999	72	American Indian or Alaska Native	(-)
\$500,000 or more	62	Asian	1
Total farm production expenses (\$1,000)	104,549	Black or African American	(-)
Average per farm (\$)	142,826	Native Hawaiian or Other Pacific Islander	(-)
		White	1,097
Net cash farm income of operation (\$1,000)	67,755	More than one race	(-)
Average per farm (\$)	92,561	All operators ² of Spanish, Hispanic, or Latino Origin	(-)

(D) Cannot be disclosed. (Z) Less than half of the unit shown. See "Census of Agriculture, Volume 1, Geographic Area Series" for complete footnotes.

¹ Universe is number of counties in state or U.S. with item.

² Data were collected for a maximum of three operators per farm.

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APPENDIX H

REDUCED CODING SCHEME – EXISTING LAND USE

Reduced Coding Scheme

A Regional Land Use Methodology v.4

August 15, 2001

AGRICULTURE

Irrigated Cropland
Non-irrigated Cropland
Barns / Sheds / Outbuildings / Manure Storage Buildings - includes abandoned / destroyed barns, sheds, and land between buildings

OTHER OPEN LAND

Open areas that are wet, rocky, or outcrop; open lots in a subdivision or rural parcel; side or back lots on a residential parcel that are no developed, double, "big" lots (> 5 acres) - should be divided and coded accordingly. Note: Areas that are wooded within the parcel should be coded as woodland or if cropped coded agricultural. Pastureland and gamefarm land or included in this category

WATER FEATURES

WATER AREAS - ponds (man-made & natural), lakes, streams, rivers, etc.

WOODLANDS

Planted Wood Lots - includes forestry and timber tract operations, silviculture, orchards, & vineyards
General Woodlands - includes hedgerows where distinguishable

RESIDENTIAL

Residential, vacated, other or unknown
Single Family Structures / Duplexes - includes the mowed land surrounding house and Bed & Breakfast Houses
Farm Residences, includes mowed yard
Mobile Homes Not in Parks, includes mowed yard
Accessory Residential Uses / Buildings (ECWRPC CODE) i.e. garages / sheds, includes mowed land surrounding the unit. If the garage is attached to a single family dwelling and is coded 9411 with the house
Resident Halls, Group Quarters, Retirement Homes, Nursing Care Facilities, Religious Quarters, includes parking
MOBILE HOME PARKS
Apartments, Three or More Households: includes condos, Rooming and Boarding Houses - includes parking and yard

COMMERCIAL

Commercial, vacated, other, or unknown

WHOLESALE TRADE

WHOLESALE TRADE, DURABLE GOODS - LUMBER, AUTOMOBILE, ELECTRICAL, HARDWARE WHOLESALERS / SUPPLIERS

WHOLESALE TRADE, NONDURABLE GOODS - GROCERY, BEER, WINE, FRUIT, GRAIN, BEAN WHOLESALERS / SUPPLIERS

RETAIL TRADE

CAR AND BOAT DEALERS, USED OR NEW, INCLUDES PARTS SALES
FURNITURE AND HOME FURNISHINGS STORES
ELECTRONICS AND APPLIANCE STORES
BUILDING MATERIAL AND GARDEN EQUIPMENT, SUPPLIES DEALERS, HARDWARE STORES
GROCERY AND LIQUOR STORES
HEALTH AND PERSONAL CARE STORES
GASOLINE STATIONS
CLOTHING AND CLOTHING ACCESSORIES STORES, SHOE, LUGGAGE, JEWELRY STORES
SPORTING GOODS, HOBBY, BOOK AND MUSIC STORES
GENERAL MERCHANDISE STORES - DEPARTMENT STORES - Multi-Retail, Malls & Strip Malls

MISCELLANEOUS STORE RETAILERS - FLORISTS, USED MERCHANDISE STORES, PET STORES, MOBILE HOME MANUF.

NONSTORE RETAILERS - CAR WASHES, VIDEO RENTAL STORES
COURIERS AND MESSENGERS - LOCAL DELIVERY
Greenhouse, Nursery and Floriculture Production (buildings / facilities only)
Golf Course Pro shops, Driving Range / Country Clubs (buildings / facilities only)

COMMERCIAL

SERVICES

SUPPORT ACTIVITIES FOR CROP & ANIMAL, AND FORESTRY PRODUCTION -Coops, Grain and Feed Storage/Supply
PUBLISHING INDUSTRIES - newspaper, software, book, publishers
MOTION PICTURE AND SOUND RECORDING INDUSTRIES - Movie Theaters
CELLULAR TELECOMMUNICATIONS - U.S. Cellular, Cellulink, Einstein
INFORMATION SERVICES AND DATA PROCESSING SERVICES
BANKS AND FINANCIAL INSTITUTIONS
REAL ESTATE OFFICES - Century 21, Coldwell Banker
INSURANCE AGENCIES AND CARRIERS
WASTE MANAGEMENT AND REMEDIATION SERVICES - offices
Taxidermists, Veterinary Services/Animal Hospitals
ACCOMMODATIONS - Hotels / Motels
RESTAURANTS AND DRINKING PLACES
Copy Stores, Fed Ex, UPS - Kinkos, Mailboxes Etc. , Travel Agencies
REPAIR AND MAINTENANCE - AUTOMOTIVE, BOAT, ELECTRONIC, AG MACHINERY
PERSONAL & LAUNDRY SERVICES - Funeral Homes, Dry cleaning, Kennels, Laundromats, Barber Shops
SOCIAL ASSISTANCE - Humane Society, Day Care Centers, Dating/Wedding Services, Family Services
Promoters of Performing Arts, Sports and Similar Events
Agents and Managers for Artists, Athletes, Entertainers and Other Public Figures
Independent Artists, Writers and Performers

OTHER COMMERCIAL

Warehousing and Storage - includes ag warehouses and mini-warehouses
Automobile Salvage Yards / Junk Yards

INDUSTRIAL

Industrial, vacated, other, or unknown

MINING / QUARRIES

Sand, gravel, clay pits; non-metallic and stone quarries

CONSTRUCTION

Contractors: excavating, roofing, siding, plumbing, electrical, highway and stree

MANUFACTURING - includes warehousing with factory or mill operation

Food, beverage, clothing, leather mills, batch and mixed plants

WOOD PRODUCT MANUFACTURING - pallets, plywood, veneer, sawmills

PAPER MANUFACTURING

PRINTING AND RELATED SUPPORT ACTIVITIES

PETROLEUM AND COAL PRODUCTS MANUFACTURING

CHEMICAL MANUFACTURING

PLASTICS AND RUBBER PRODUCTS MANUFACTURING

NONMETALLIC MINERAL PRODUCT MANUFACTURING (facilities only / quarries have sep. codes)

PRIMARY METAL MANUFACTURING - Steel / Aluminum - Foundries

FABRICATED METAL PRODUCT MANUFACTURING - Machine shops, hardware mfg.

MACHINERY MANUFACTURING - Ag equipment, engines, turbines, refrigeration mfg.

COMPUTER AND ELECTRONIC PRODUCT MANUFACTURING

ELECTRICAL EQUIPMENT, APPLIANCE AND COMPONENT MANUFACTURING

TRANSPORTATION EQUIPMENT MANUFACTURING - motor vehicle mfg., boat building

FURNITURE AND RELATED PRODUCT MANUFACTURING

MISCELLANEOUS MANUFACTURING - Medical equipment, signs & displays

OTHER INDUSTRIAL FACILITIES

TRUCK FACILITIES - Freight trucking, outdoor storage areas for semis, trucks & equip., Docking terminals

TRANSPORTATION

Transportation facilities vacated, other, or unknown

AIR TRANSPORTATION - Airports, includes support facilities

RAIL TRANSPORTATION - includes right of way and railyards

SUPPORT ACTIVITIES FOR TRANSPORTATION - waysides, freight weigh stations, includes bus stations, taxi, limo services, park and ride lots, (carpool lots)

HIGHWAYS AND STREET RIGHTS OF WAY

UTILITIES

Utilities, vacated, other, or unknown

Electric Power Generation, Transmission and Distribution - includes transformers and substations

Natural Gas Distribution - substations, designated distribution brokers who sell natural gas.

Water Towers / Storage Tanks (ECWRPC CODE)

Sewage Treatment Plant (ECWRPC CODE) - includes lift stations

Water Treatment and Related Facilities (ECWRPC CODE) - includes pump stations and wells that are designated

BROADCASTING AND TELECOMMUNICATIONS - Radio, Telephone, & Television Stations, includes Cell Towers

Waste Treatment and Disposal (other wastepiles, industrial settling ponds, etc.)

Active Landfills (ECWRPC CODE)

Abandoned Landfills (ECWRPC CODE)

Recycling facilities (ECWRPC Code)

INSTITUTIONAL FACILITIES

INSTITUTIONAL FACILITIES - vacated, other, or unknown

Public Libraries

EDUCATIONAL SERVICES - Public and Private Schools, Elementary, Middle, and High Schools

HIGHER EDUCATION FACILITIES - Colleges, Universities, Professional Schools - Public and Private, Technical and Trade School

Facilities, Business / Computer training centers (Athletic fields and resident halls are coded separately where available.)

HEALTH CARE SERVICES - Doctor & Dentist Offices, Other Health Care offices

HOSPITALS

Churches, religious organizations, non-profit agencies, unions

Cemeteries and Crematories

PUBLIC ADMINISTRATION - OTHER GOVERNMENT FACILITIES

City & Town Halls, Community Centers, Post Offices, Police Depts., Fire Stations, Municipal Garages, Jails, Administration of Human Resource Programs, Social Security & Employment Offices, Environmental Quality Programs, Administration of Housing Pgms., Urban Planning & Community Develop., Administration of Economic Programs, Armories and Military Facilities, Other Government Facilities

RECREATIONAL

SPORTS AND RECREATIONAL FACILITIES public and private - Athletic clubs - YMCA; other, or unknown,

Designated Fishing and Hunting areas, Trapping areas, fish hatcheries, boat landings

Spectator Sports - Baseball Stadiums, Arenas, Race Tracks, Sport Complexes

MUSEUMS, HISTORICAL SITES, AND SIMILAR INSTITUTIONS, Nature parks, Nature Preserve Areas, Zoos, Botanical Gardens

AMUSEMENT, GAMBLING, AND RECREATION INDUSTRIES - Casinos, amusement parks, Go-Carts, Mini-Golf, Bowling Alleys

Golf Courses and Country Clubs (private and public) - includes driving ranges

Ski Hills and Facilities

Marinas

RV (Recreational Vehicle) Parks and Recreational Camps - includes campgrounds and resorts (public and private) Bible Camps

PARKS AND OUTDOOR RECREATION, vacated. Other, or unknown, Site Seeing Areas, Designated Trails

GENERAL RECREATION PARKS - includes playground areas, playfields such as ball diamonds, soccer fields, tennis courts, City, State, and County Parks (These may be located within a school, separate recreational uses from school buildings.)

FAIRGROUNDS - buildings and facilities included

* Land uses depictable from air photo interpretation with some level of accuracy, no field survey!