



Redevelopment District Improvement Plan



2006

City of Brillion Redevelopment Authority
Downtown Redevelopment Master Plan

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Acknowledgements

Redevelopment Authority Commission Members

Larry Maciejewski, Chair
Matthew Bennett, Vice Chair
Jeff Weber, Treasurer
Mel Edinger, Council Representative
Eric Nies
Roger Butzlaff
Heather Zander, Secretary
Lori Gosz, City Administrator

City Council

Robert Mathiebe, Mayor
Gerald Sonnabend, Council President,
District At-Large
Betty Nies, District 1
Gilbert Schneider, District 1
Mel Edinger, District 2
Tammy Fischer, District 2
Larry Maciejewski, District 3
Butch Reif, District 3
Gaylord Unbehaun, District At-Large
TJ Bastian, District At-Large

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City Council Approval January 23, 2006

Introduction

The Redevelopment Authority of the City of Brillion has created this plan to direct redevelopment and revitalization efforts. This plan, adopted by the RDA and City Council, is a working document and will serve to prioritize all efforts for the Redevelopment District. Private and public improvements within the district should advance the goals and objectives set forth by this plan to ensure a unified look within the district and throughout the Brillion Community.

This plan was developed as a follow-up strategy to the 2004 Redevelopment District Improvement Plan. In that plan the vision for the district was created, and the goals and objectives set within it fundamentally set the stage for smart development.

Over the course of the year, the RDA achieved all the goals set, and has since set new goals and identified projects that would help the district regain its vitality and eliminate an increasingly blighted area.

Redevelopment District Improvement Plan Goals

The goals of this plan include:

1. Establish downtown Brillion as an important multi-use activity center for the community, including recreational, cultural, residential, retail, entertainment, office, and government land uses.
2. Improve public access to the downtown by planning for healthy traffic circulation and pedestrian safety; balance the need for efficient automobile circulation with improvements aimed at strengthening the downtown as a pedestrian-oriented business district.
3. Retain and strengthen existing business anchors, and recruit new ones.
4. Preserve the architectural character of the downtown while accommodating new urban infill development.

5. Improve connections between downtown and community destinations such as the schools, city parks, recreational trails and nature centers, and transportation linkages.
6. Identify TIF strategies for new development with the downtown district to fund public improvements for streets, parking, pedestrian and bicycle access, and public space development.
7. Build partnerships among the State, County, local government and the private sector to accomplish downtown revitalization goals.

This master plan is categorized into seven sections:

1. Introduction
2. Visions – Chapter One
3. Planning and Design Framework – Chapter Two
4. Implementation Framework – Chapter Three
5. Public Improvement Recommendations – Chapter Four
6. Site Development Recommendations – Chapter Five
7. Future Considerations – Chapter Six
8. Appendix

Chapter One

provides an overview of the district, and identifies key properties throughout.

Chapter Two

identifies key stakeholders, development tools, and funding resources necessary to ensure that a successful project strategy is created.

Chapter Three

illustrates the need for infrastructure improvements that support private development, and recommends specific guidelines that have become globally proven to foster healthy commercial activity.

Chapters Four and Five

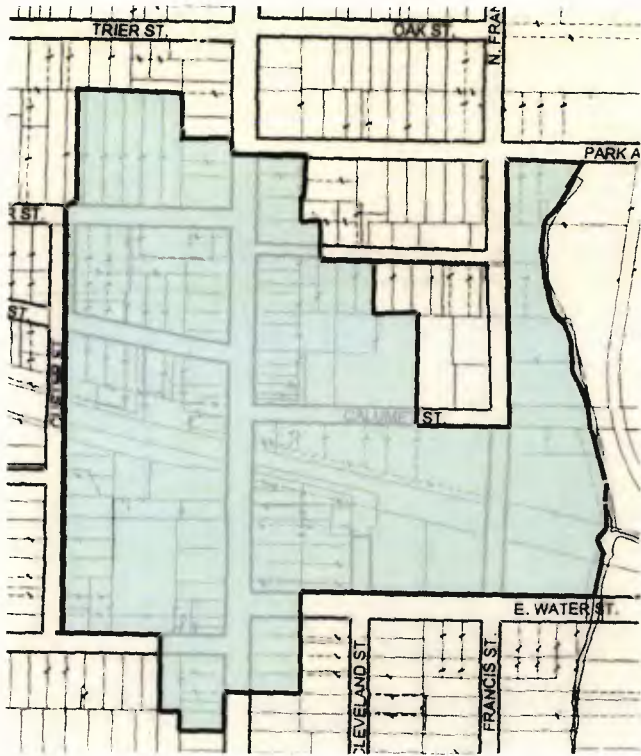
identify specific project plans for the district.

Chapter Six

highlights other projects that do not require immediate attention but that are not less important.

Redevelopment District Boundary Description

Creation Date: June 26, 2003, Amendment: May 23, 2005



POB: North-west corner of parcel 15624 (Community Center property Edward Beach's Addn E1/2 LT5 BLK 1)

- POB east across N. property lines of parcels 15625, 15626, 15627, 15628, 15629.
- NE corner of 15629 S to the NW corner of parcel 15630, E to NE corner of 15630, S to SE corner of 15630.
- E, across Main Street, and along the N property line of parcel 15012 to its NE corner, then S to the SE corner of parcel 15007.
- W to the W property line of parcel 15011, S to the SE corner of parcel 15011. E along the N property line of parcel 15086, extending to the NE corner then S, across Beach Street to the NW corner of parcel 15436.
- W across the N property lines of parcels 15436, 15438, 15439.
- NE corner of parcel 15439 to its SE corner.
- Due E to NE corner of parcel 15067 (City Hall). S along E property line of 15067 to NE corner of parcel 15062 OL8.
- Due E to the NW corner of parcel 15064.
- Due N to the NW corner of parcel 15404.
- Due E across the N property line to Spring Creek.
- Follow the W bank of Spring Creek S to the point where Spring Creek and parcel 15057 meet at E. Water Street.
- Due W along the northern curb of E. Water Street to the SW corner of parcel 14936.
- Due S across E. Water Street to the SE corner of parcel 14946.
- Due W across Main Street to the SE corner of Lot 1 parcel 15717.
- Due S to the SE corner of parcel 15798, W along the S property line, N along the W property line to the SE corner of parcel 15721.
- Due W to the SW corner of parcel 15721, the N across W. Water Street to the S property line of parcel 15203.
- Due W to the SW corner of parcel 15740 – the intersection of W. Water Street and Custer Street.
- Due N from the SW corner of parcel 15740 and along the east side of Custer Street, to POB.

Chapter 1.0

Vision for the Future

Role of the Central Business District

A Central Business District is many times referred to as the heart of the community. Not only is it an important employment and commerce center, but also the community's social center. It is the place that represents the community as a whole, an area that celebrates its history, its accomplishments, and its people. Downtowns represent a vast amount of public and private investment in a community, contributing significantly to a community's tax base.

When making location choices, industries often look to the downtown to determine if the choice is a sound one. If the central business district is busy and attractive, and offers a good variety of retail shopping and services, industries will be more inclined to invest in the community. Industrial leaders understand that attracting a good, qualified work force will depend greatly, on how those people perceive the community. If people aren't compelled to reside in a community, industries may have a difficult time finding qualified employees.

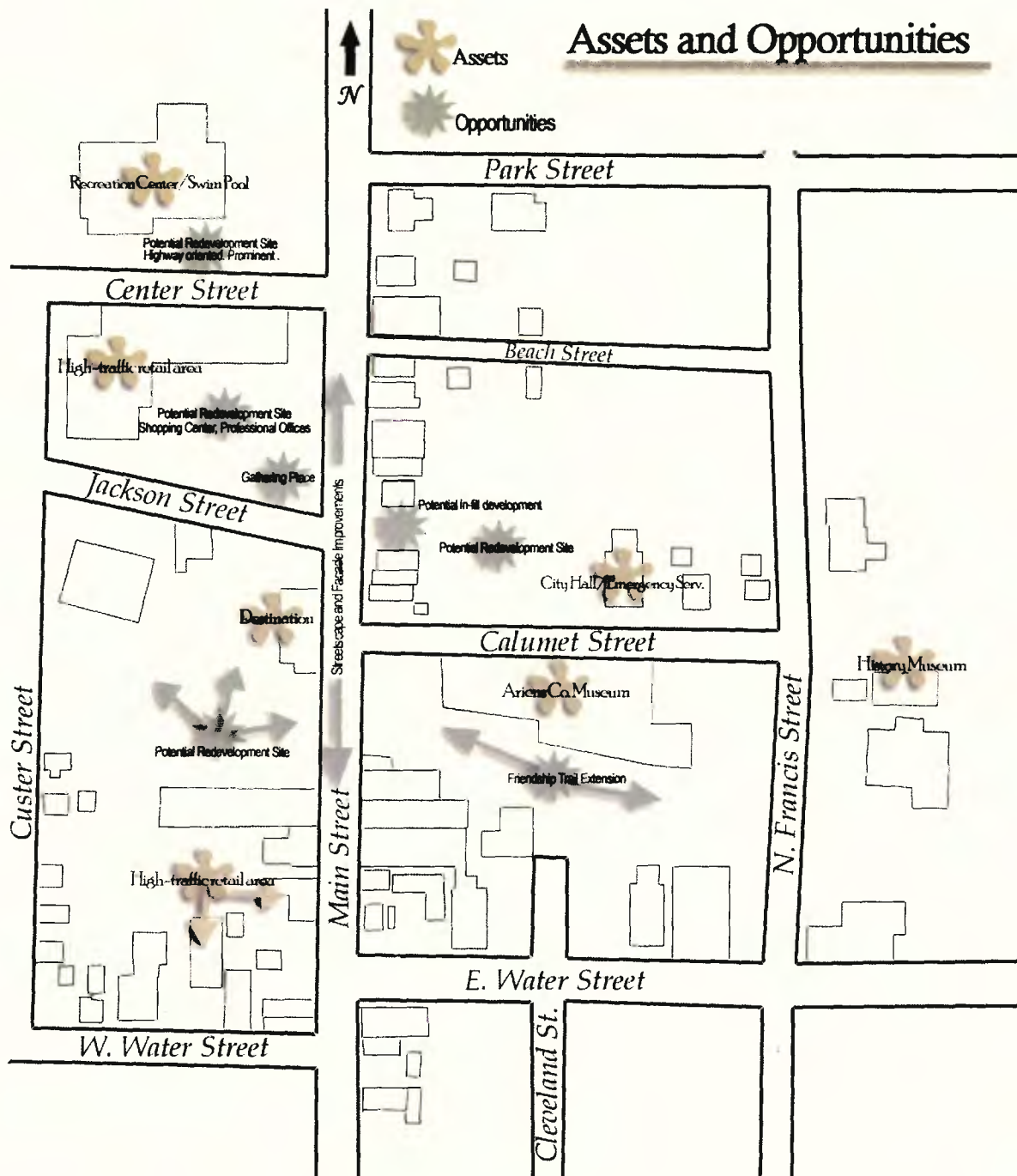
A strong, healthy downtown is a necessary element in a community's overall quality of life, and an important economic development tool.

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Assets and Opportunities

The Redevelopment Authority, in compiling information that would become the basis for all development decisions, referred to a SWOT analysis done by community members in November of 2002.

Armed with the information received from this study, the RDA commission identified additional assets that would allow Brillion to regain a once vibrant downtown district. The results were then incorporated in the 2004 RDA Plan, and are also reflected in this more ambitious initiative. The following map identifies the assets of the Redevelopment District.



Vision for the Downtown

The vision for the Redevelopment District was based on a number of elements; types of businesses, types of building use, events and activities held in the area, streetscape, traffic flow and roadway design, and resulting demands for services as commerce expands.

The RDA utilized a number of resources to capture the community's vision of the redevelopment district and the elements required to achieve that vision. During the City and Town of Brillion Coordinated Comprehensive Plan efforts of 2003, a visioning exercise was instrumental in helping the communities articulate their ideal downtown commercial district character. The 2002 Downtown Revitalization Strategic

Plan was also a referred resource. The Redevelopment Authority also used its own research tool – a compilation of pictures from various communities – to formulate a list of elements required to achieve the City’s vision.

Elements discussed included:

- Architecture
- Marketing opportunities
- Creating a social center
- Layout
- Design
- Business and commerce
- Parking and Traffic Flow
- Streetscape

To articulate the vision, the RDA summarized all the above elements into one concise representative statement. It was the committee’s intent to paint a picture depicting Brillion’s heritage and strong community values as the foundation and the heart of the community. It conveys to the community that the RDA is receptive to ideas that will meet Brillion’s future needs for progress. The commercial district would accommodate the community’s future needs and demands through the very principles that made Brillion so great. Key words identified were VIBRANT, DYNAMIC, SPIRITED. It was also recognized that the vision should reflect Brillion’s small town character.

The vision statement that resulted from the analysis:

“The Downtown Commercial District is the Center of Activities and Commerce, Founded on the Past and Focused on the Future.”

This vision complements the mission statement of the Downtown Revitalization Committee of 2002, which stated that its purpose was to unite all concerned and committed residents to improve the appearance, serviceability, vitality and appeal of the Main Street Business District, and create an atmosphere that attracts people and makes Brillion their destination.

The Downtown Master Plan

There are a number of items community members have added to their wish list over the years. As the community is approached by businesses, entrepreneurs and developers looking to invest resources into the business district, it is important that the City provides guidance to these parties. For example, if a developer wished to construct an apartment complex that catered to the needs of those who wished to be centrally located to community amenities, the City, in turn, could point out the ideal location which would be consistent with the desires of the community, and the City’s comprehensive plan. This strategic planning also allows a community to gain greater efficiencies with current and new infrastructures. Simply put, planning allows communities to “do it right the first time.”

This master plan will articulate the needs of the community, assess opportunities and assets, identify infrastructure capabilities, list future requirements to support new development, and ultimately provide the foundation necessary to actively seek funding resources to get those goals and objectives accomplished.

By taking all these necessary steps, the Redevelopment District will become a stronger, healthier business district, and social outlet for the residents and employees of the community. And although the Redevelopment District cannot be everything to everyone, it can strengthen the community’s identity and ultimately, its marketability.

Chapter 2.0

Planning Design and Framework

The Redevelopment District has been sub-divided into seven blocks:

- Section A represents the current location of the Brillion Community Center.
- Section B is the entire block where the HUB shopping center is situated.
- Section C consists of 2/3 of the Custer/Jackson/Main Street Block. It hosts such properties as the Calumet County Bank, Progressive Farmers, Randy's Central, and completing the southern border, the Schroth Property which formerly accommodated Hometown Insurance, Twohig Law Offices, and Navigator Planning Group.
- Section D starts where C left off, and stretches across Main Street to include those businesses on the south-west block of E. Water Street.
- Section E includes all properties from Calumet Street north to Park Street and Main Street East that lie within the Redevelopment District Boundaries.
- Section F constitutes the entire Main/Calumet/N. Francis/E. Water Street Block.
- Section G consists of the long "tea pot spout" on the east side of N. Francis Street, stretching from E. Water Street to Park Street.

It is most difficult for today's suburban mindset to accept the rules of downtown development, but is extremely important that these very rules are followed completely so the community can achieve its desired affect.

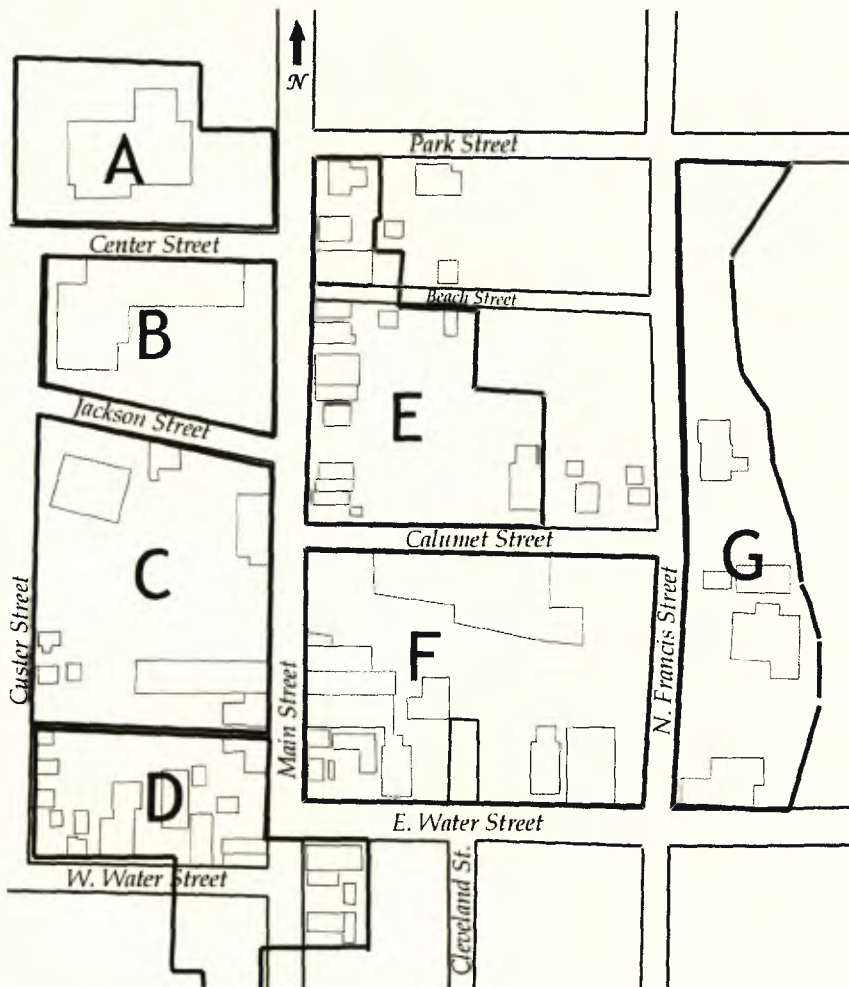
Key properties located within each district:

Section A is dominated by the Brillion Community Center. This property is operated by the City of Brillion and has in recent years been subject to much criticism. The structure is old, and has in many ways become obsolete and inflexible in accommodating the needs of patrons.

Section B is clearly dominated by the HUB Shopping Center. The HUB has been a significant piece of Brillion history, and was the catalyst for downtown redevelopment in the late 1960s and early 1970s. Instead of being the spark plug for a comprehensive development project, however, it was the first and last effort the Redevelopment District has experienced in the past 30 years. There is some speculation for reason, but nothing concrete regarding why the plan was never fully implemented.

Section C is a very diverse business setting. The properties that dominate the area are Progressive Farmers (the operations of which are more appropriately suited for light industrial districts), Calumet County Bank, and the vacant used car lot/auto repair center more commonly known as the Brandt Building.

Section D is as diverse as Section C. There are a few residential homes that complete the western border, Henry Carstens and Sons which is a hardware store/feedmill, and Wietings Funeral Home. Other smaller properties, but very significant businesses include Studio 205, and across the street, Bullseye Screenprinting, and Mike's Custom Cabinetry. Unlike Section C, however, is the lack of general parking area.



Section E suggests stronger businesses as one progresses north along Main Street. Properties with the highest amount of visual impact include the “brothers three” structures of Total Travel, Brillion Area Chiropractic, and the Real Giese’s. These structures share lot lines and vary slightly in structural appeal. City Hall, located across the street from the Ariens Company Plant #3 on Calumet, is another prominent property such that the parking lot is habitually utilized by the Main Street businesses, and that it attracts a fair amount of traffic, although the stay of the patrons is but minutes.

The most significant property area in **Section F** is the Ariens Company Plant #2, located along Calumet Street, the former use of which was manufacturing lawn and garden equipment over 75 years ago. Today, the structure hosts a company museum and training facility. Plans for the building’s future are very unclear but will

hold a significant influence over the rest of the district.

Although the majority of property in Section F is owned by the Ariens Company, the properties which hold the most visual impact are repeatedly acknowledged as the “Old Richard’s Building” and its small shop neighbors.

Section G is the section that worries the community the least. The appearance of each property is clean and respectable, and the structures themselves are in very decent condition. Broweld is perhaps the anomaly of the district, but unlike Progressive Farmers, is hidden from the retail pathways. The Historical Museum is widely considered a community asset, and over the past few years, the Historical Society has taken great effort in keeping its presence alive throughout the area.

Important Elements for Smart Downtown Planning

It is most difficult for today's suburban mindset to accept the rules of downtown development, but is extremely important that these very rules are followed completely so the community can achieve its desired affect.

In August 2003 the Plan Commission endorsed the "Downtown Design Guidelines" which reflect many best-practices recommended by the National Main Street Program, leading experts in central business district architecture and design, and communities across the nation that have enacted similar guidelines by adopting them as part of their municipal codes. Within this document, architectural design guidelines were provided for such structural issues as windows, facades, awnings and canopies, color, and infill development. The Downtown Design Guidelines publication should be considered the standard for property development in the district and the basis for all discussion and decisions.

Chapter 3.0

Implementation Framework

Because the redevelopment district affects so many people and properties, and because it truly expresses the dynamics and personality of the community, it is necessary to gain as much perspective on design and function issues as constructively as possible. Implementation becomes a long-term strategic process rather than a one-shot attempt. If the revitalization and redevelopment of the district is to be successful, a concerted, methodical approach must be enacted. Concentrated and coordinated efforts of the RDA, Plan Commission, City Council, and City staff are required, and the public and private development and redevelopment must meet the goals and objectives contained within this master plan.

Successful redevelopment of the central business district requires a comprehensive strategy that includes planning, financing, and implementation components. The plan itself, must acknowledge that it is part of a bigger effort...

Comprehensive Downtown Redevelopment Review

Successful redevelopment of the central business district requires a comprehensive strategy that includes planning, financing, and implementation components. The plan itself, must acknowledge that it is part of a bigger effort to create a vibrant, successful community.

The Role of the RDA

The RDA is the City commission charged with implementing the master plan. The RDA is the redevelopment arm of the City and has the power to actively participate in redevelopment activities, establish districts, and assemble property for private development. Specific powers of the Brillion RDA are laid out in its charter, and all projects must have the approval of the Council before implementation can begin.

Other Players

In its drive to revitalize the downtown, the Brillion Community has engaged in many initiatives. The community has been studied, analyzed, and diagnosed repeatedly, and throughout these processes, public officials and concerned individuals, business owners and local residents have actively participated. This spirit of community engagement must continue for any effort to be successful. Financially, public-private partnerships create the opportunity to leverage public dollars using private investment to achieve the goals of

the master plan. Potential partners include local industry, business associations, development corporations and the local development community.

Redevelopment District

Establishing a redevelopment district becomes a powerful tool for revitalization when combined with TIF funding. For the RDA to fully utilize its statutory powers, especially regarding property acquisition and business relocation, a redevelopment district must be formed pursuant to Wisconsin Statutes Section 66.1331 and 66.1333. Steps for creation of a redevelopment district include a finding of blight within the proposed district, development of a land use plan, and identification of specific redevelopment projects, both public and private. The redevelopment project must conform to the master plan.

Financing Redevelopment

Tax Increment Financing (TIF)

TIF is an important tool for redevelopment, and can be used to fund planning, property assemblage, the economic development master fund, and public infrastructure improvements. As with any program, however it is best utilized as part of an overall strategy. For instance, to provide an incentive for developers to follow through on promises, TIF funds should only be expended as redevelopment occurs.

The City of Brillion has a TIF capacity of over \$18 million dollars, which ensures ample flexibility in initiating redevelopment projects within the entire community.

State and Federal Grants

There are a number of grants and low-interest loans that are available through the state and federal government. Each program is designed to aid specific public and private improvements. The grant and loan programs that are appropriate for each project are indicated in their respective sections, and detailed descriptions for each program are included in the Appendix.

Other Funding Programs

There are other funding strategies that will enable the City of Brillion to achieve the development it desires. These strategies can include revolving loan funds, lease revenue bonds, master lease programs, creation of a business improvement district, private donation programs, historic preservation tax incentives, and an economic development master fund. As with the *State and Federal Grants* section, these will be discussed in greater detail in the Appendix.

Prior to establishing any districts, the City's ability to facilitate redevelopment will rely on its ability to forge a strong and healthy working relationship with the property owners and developers in the community. There are a number of ways the City can influence the development:

- Work with the property owners to facilitate the highest and best use of the property and to facilitate a timely return on investment.
- Actively market the site for redevelopment.
- Use City and RDA resources and expertise to develop a solid RFP to attract qualified developers
- Work closely with the developer to facilitate the development through the City's approval process.
- Assist the developer with securing local private investors and any applicable county, state, or federal grants.

Use of TIF funds will allow the Brillion community to be more aggressive in undertaking the revitalization of the Central Business District. It will allow Brillion more options regarding purchase of property for public and private improvements, actual implementation of projects by the City and the development of financing strategies, such as establishing an Economic Development Master Fund.

Chapter 4.0

Public Improvement Recommendations

The streetscape design is the most important asset to a community's downtown business district. It's the feature where people may not readily point out, but usually the visually pleasing attribute on which people comment, "I really like this community, but I can't quite put my finger on the reason why..."

There are a number of ingredients that make up the overall street system of a main street. Each of these elements can be used in combination on all main street projects so that problems can be addressed in a way that will benefit the surrounding neighborhoods. These ingredients include:¹

- Street system
- Roadway area design
- Sidewalk area design
- Building area design and land use
- Enforcement

Building Area design and land use will be addressed in a later chapter.

Street System

Although the traffic pattern on Main Street is important, when making changes it's important that the community's street system works together as a whole. For instance, if the traffic direction or circulation is changed, the impact may be quite substantial on an otherwise very quiet residential neighborhood.

Main Street itself should be managed with techniques such as access control (especially regarding private drives) and operation improvements such as stop lights and pedestrian crossing signals.

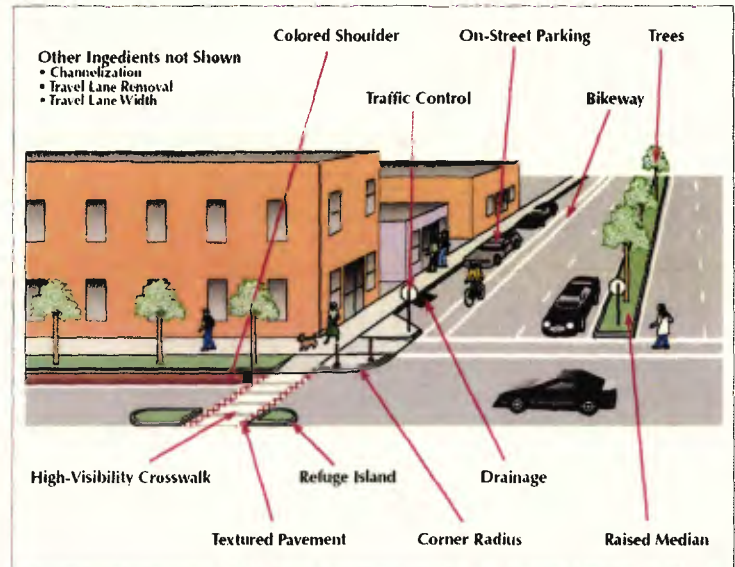
If the traffic on Main Street is demanding more than what the thoroughfare can accommodate, the surrounding system should be improved. Although Brillion's Main Street is able to take on more traffic than

Once the community makes a commitment to a plan, spends the resources needed to bring that plan alive, then it's up to the leaders and decision makers to make people aware of the visions and goals of the plan, and persuade the people to comply. Lack of commitment will ultimately render all efforts useless.

what is currently experienced, as development occurs, special care must be taken to ensure that traffic can still be accommodated accordingly.

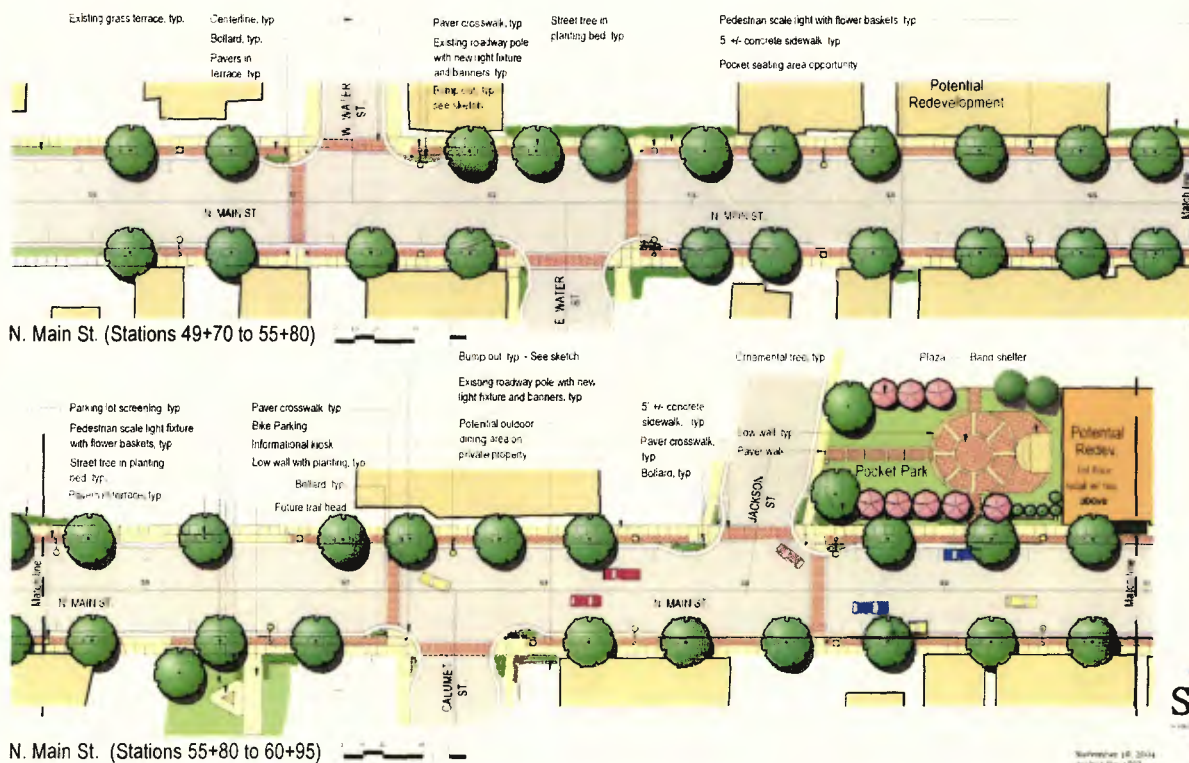
There are two types of streets within a downtown district. First is the main street which is the main thoroughfare of the district. It usually provides the visitor a first impression of the overall district and sets the tone for the entire main street experience. The second is the connecting side streets, which feed the main street. A functional Main Street depends on short blocks and its interconnecting streets. Short blocks are desirable because:

- Main Street is the city center that should directly connect to all neighborhoods.
- Traffic can easily access businesses and side-street parking.
- Side streets can be used for parking, easing the parking demand so that land can be used for buildings and not parking lots.
- Shorter blocks encourage more pedestrian movement.
- Corner lots are very desirable for businesses, and give life to the street and interest to buildings.



Downtown Streetscape, Brillion, WI

DOWNTOWN STREETSCAPE CONCEPT



Side streets should be functional and complement the Main Street with on-street parking, sidewalks, trees and all other elements of good street design.

When Schreiber Anderson Associates considered the street configuration, they seemed mildly amused that the side streets never met from west to east. Still, counter to the suggestion to close off Jackson Street, they maintained that it should be kept open. Jackson Street is an important off-Main Street access to businesses, provides on-street parking, and provides good opportunities for infill developments. It was recommended that the configuration of downtown streets remain.

Roadway Area Design

There are many design elements that can be used to create a Main Street that is both traffic and pedestrian friendly. Addressing the needs of both will in turn allow the businesses located there to become more profitable.

A number of design elements were considered during the Streetscape design planning process in 2004. These elements were used to promote healthy traffic circulation, pedestrian safety, traffic calming, and developing a sense of place within the district.

- Bikeways
- Bump-outs
- Crosswalks
- Medians
- On-Street Parking
- Pavement Markings
- Signing
- Textured Crosswalk and Pavement
- Traffic Controls
- Travel Lane Width

One of the most important elements of Main Street Design is traffic-calming. The term is very general by definition. It involves changes in street alignment, installation of barriers, and other physical measures to reduce traffic speeds and/or cut-through traffic, in the interest of street safety, livability and other public purposes. The trick in design is to create a traffic-calming effect, while still allowing for easy vehicular access to and through the district.

The Schreiber-Anderson Study of 2004 addressed the need to achieve just this balance. When completing the study, the Redevelopment Authority was given a number of options to choose from. From this menu of choices, the roadway area design was then articulated in the Schreiber Anderson Associates report:

Existing curb and gutter should remain as is, except at bump-outs indicated on the schematic, and in spot replacement area needs. These bump-outs will provide opportunities for softening up the street through landscaping, and also space for providing street seating.

Crosswalks currently indicated by simple paint markings should be replaced by street pavers to add color and dimension to the street. It should be noted that pavers were preferred over stamped concrete.

Where possible, *street signs* should be evaluated to determine the necessity for each one, and the possibility of “un-cluttering” street poles to make way for banners and hanging planters.

Although requested, it was determined that Main Street was too narrow to accommodate angle parking. The RDA also stated that it did not feel medians or refuge islands would be beneficial to the area.

Sidewalk Area Design

It should be no surprise that Main Street has many uses besides transportation. Trees, sidewalks, curbs and extensions, and lighting all contribute to the vitality – the energy of a central business district. These and other elements provide the backdrop for activity and commerce.

Where roadway area design considers traffic circulation, sidewalk area design considers the social, entertainment and service provisions of the area.

A lot of time was spent considering what the “feel” of the district should be. Design components were tried on and discarded, until the right mix was found.



Schreiber-Anderson Associates explained the three zones of the sidewalk area: The “window shopping” area, the pedestrian corridor, and the utility zone.



Utility Zone

Street trees were the first thing decided upon. Pavement gets very hot during the summer, and wind whips through the streets during the winter. Street trees actually provide a necessary function by providing shade from the intense summer sun, cooling down the walks, and protecting the goods displayed in windows. They also become a bit of a wind break during the winter helping the area look and feel not-so-desolate. They can provide a softer look for the summer, and can be decorated festively during the winter months creating a calming effect for the district as well.

Street trees should ultimately be planted in a grate to provide root protection. If this is too costly up front, they can be planted in pits designed to take the grate later. When planted in pits, ground vegetation or attractive stone landscaping can be placed within the pit.

Roadway lights do not have to be unappealing. Brillion already has decorative poles lining the redevelopment district. A simple way to add interest is to retrofit the light fixture with something

more decorative, which complements the pedestrian lighting and signage.

As alluded to above, **pedestrian-scale decorative lighting** will also provide both function and design to the district. The lights themselves provide better illumination on the streets, eliminating dead spots and aiding better visibility. The design of the lighting fixtures will add a touch of polish to the overall street design.

Floral baskets are another way to soften up the district, and can be attached to the decorative poles. Colors and plant types can vary from year to year to add interest to the area.

Sidewalk seating is a great way to encourage pedestrians to linger, to take their time and look around. Aided by the shade of a street tree, this provides a great area for people to stop and talk with friends, window shop, or tend to their little ones. Sidewalk seating can be utilized for community events as well.

Curbside bump-outs can be strategically placed throughout the district, adding both function, design, and another social



outlet to the area. Providing sidewalk seating on these bump-outs is discouraged, but adding **bollards** and bicycle parking is encouraged. Installing **bicycle racks** will also encourage people to use alternative modes of transportation, and promote public wellness.

To separate the sidewalk from the traffic zone, low walls can be strategically placed within the district. **Low walls** help keep street debris from blowing up on the walkway, and many times are used as additional seating areas for pedestrians and shoppers. They also provide decorative enhancements as well as tools for safety.

Another visual separation technique is to replace sidewalk in the utility zone with **pavers**. A four-foot wide strip could be just wide enough make the sidewalks seem not so vast, and break up the concrete monotony.

Pedestrian Corridor

For the most part, the pedestrian corridor should be free from any obstructions or distractions that would halt the safe travels of pedestrians. Yet, the corridor should still encourage the pedestrian to discover the hidden treasures of the district.



As mentioned above, a combination of decorative *colored pavers and concrete* can help break up the “sea of asphalt/concrete” of a downtown district. The practical approach is to install pavers in the utility zone/terrace so that utility lines can be accessed easily and cost effectively, without disturbing an entire 8-foot wide slab of concrete walk way. Concrete walkways, however, can be beneficial because they provide a smoother service that accommodates wheel chairs, walkers, and roller blades better.

Window Shopping Zone

Although most of the design elements included in the Window Shopping zone will be discussed in the Site Improvement Section of this plan, elements will simply be mentioned here.

In the same spirit of street tree function, awnings and canopies can help eliminate sunlight and street light glare in display windows, and shade window shoppers and customers from the sun. Where space between buildings are present, street benches, planters, and hedges can be easily installed, which don’t cost too much money, and provide the illusion of a continued street wall. (More information about Street Walls in the Site Improvement section) Other Shopping Zone elements include lighting, business signage, outside dining seating, and utility and dumpster screening techniques.

Public Spaces, Plazas, and Activity Centers

Empty lots create unwelcoming gaps on the main street, which detract from the visual appeal and “shop-ability” of the district. Existing vacant lots provide many opportunities to improve the district, and include:

- Building in-fill
- Outdoor dining
- Pocket park, garden or interactive fountain
- Skateboard park or playground
- Pedestrian “shortcuts”
- Public restrooms
- Staging areas for exhibits and farmers markets

These suggestions have one deliberate thing in common: They provide opportunities for social interaction and activity. Parking lots are wastelands for vehicles – they



- Trail head**
- Kiosk
 - Bike parking
 - Parking
 - Benches
 - Landscaping



Pocket Park

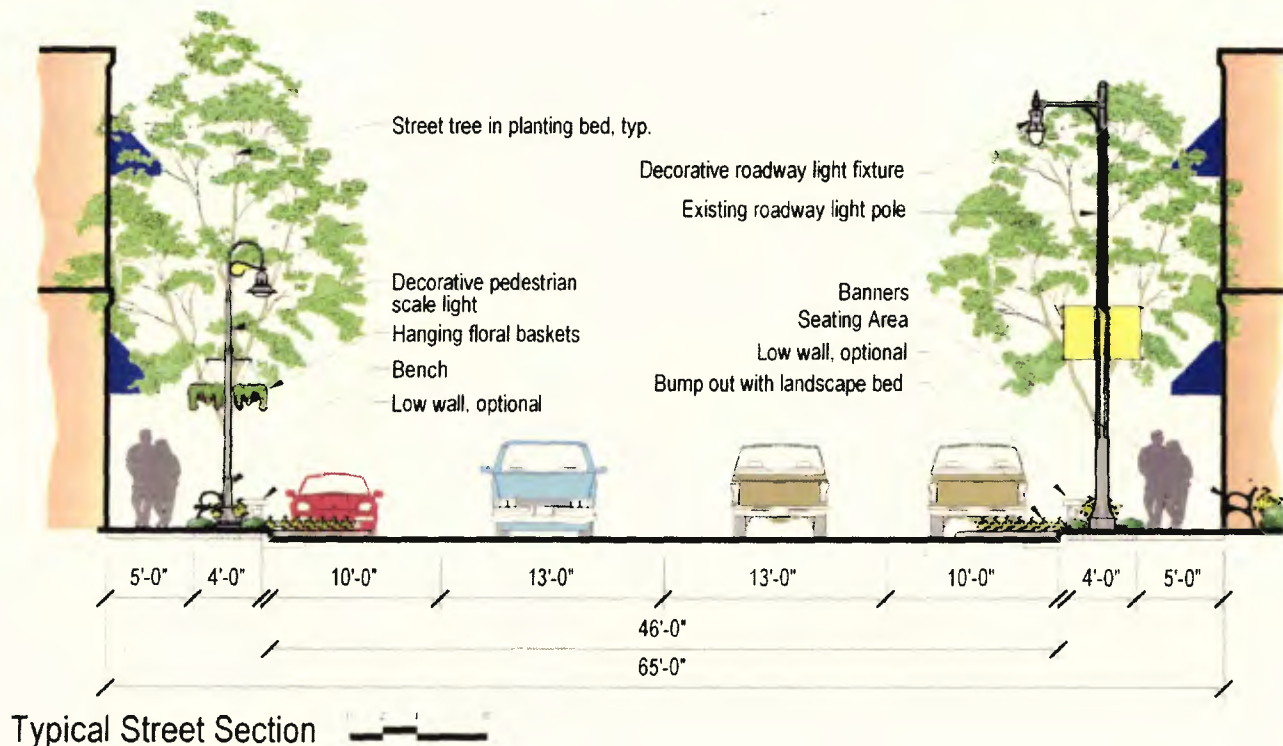
- Small performance space
- Staging for community events
- Band shell
- Plaza

provide no recreational or commercial outlets, and lack the aesthetic appeal necessary to foster a dynamic district.

Plazas. Although empty pockets in the street wall can be problems, they also provide terrific potential. Depending on the development intentions of businesses and property owners, Downtown Brillion can create a *pocket park* that provides a place to hold community events including farmers markets, various commemorative ceremonies, and leisure activities. The Schreiber Anderson study identified the HUB green area, just north of Jackson Street as a potential pocket park area. This park would include a *small band shelter*, plaza area constructed of pavers, and a small paved walkway originating from Jackson Street. To add dimension to the park, a low wall constructed of field stone or other complementary masonry material can serve as the south-western radius of the plaza. (See inset). *Trees and shrubs* can line the sidewalk, separating the activities area from the pedestrian and vehicular traffic, yet still

inviting people to the park and the activities it hosts.

Monuments. Creating a downtown attraction or “hook” often contributes to the appeal and intrigue of a commercial district. Not only are people more inclined to shop in the area, but also to visit because of the uniqueness of the community. Erecting meaningful monuments, such as statues of prominent Brillion figureheads, clock towers or other meaningful display celebrating the historical significance of the community is one way to do that. Otherwise known as “promotion by design,” (elaborated in the next section of this chapter) embracing a community’s uniqueness can serve as a cornerstone for all promotional efforts, and serve the business district year round, not just seasonally as an event would.



Another opportunity lies with the *extension of the Friendship Trail* that spans the length of the old railroad corridor. The potential exists for the trail meet up with Main Street, on the east side, between Pete’s Barber Shop and the Ariens Company plaza area. Bike and vehicular parking can be provided, serving as a pick up and drop off point for trail users. The area can become a trailhead, complete with a kiosk displaying a map of the trail, information about eating and dining places and sports equipment, and benches for resting. Strategic landscaping can complete both the design and function of this area, and will complement the overall downtown design.

The financial resources to realize this public improvement plan are considerable, and it is important that all funding mechanisms utilized for downtown development be approached strategically so that these improvements can be made logically and methodically. The Appendix offers a timeline and financial resources required to implement the improvement plan.

Promotional Opportunities through Design

Although more under *site development*, it is important to mention programming opportunities for the community and its Main Street businesses. Communities across the country use public spaces and pedestrian areas to celebrate the community's heritage, offer promotions, and create interesting niches year after year.

The Schreiber-Anderson study introduced this concept by suggesting an opportunity to add life-size sculptures related to Brillion along roadways to relay the City's unique character. A community that has gone one step further is the *City of Racine*. Instead of sculptures that are fairly permanent fixtures, they display mobile sculptures that local artists decorate and participating business sponsors and then display.

Another community that expanded on this idea is the *City of Oshkosh*. In collaboration with the University of Wisconsin-Oshkosh art program and the Paine Art Center and Gardens, through a grant by the Oshkosh Community Foundation and a number of other partners, the Pride of Oshkosh was created. The Pride was a public art project placing thirty-three life-sized lion sculptures around the community.



The sculptural figures were modeled after "Harris," one of the majestic lions that flank the entrance to the Oshkosh Public Library. Artists with ties to the Oshkosh Community transformed each fiberglass replica into a unique and extraordinary artwork. The artwork was exhibited at [locations](#) chosen by the participating [sponsors](#) during the summer. At the end of the exhibition period, lions were auctioned off at [three separate events](#).

The project itself was intended to raise funds to support the city's education and arts initiatives, awareness of the Oshkosh Public Library and appreciation for public art. A total of \$10,000 raised by the project will go to the Oshkosh Public Library. Of the remaining proceeds, half will go to the Oshkosh Area Community Foundation for grants for the arts. The other half will be split between the University of Wisconsin Oshkosh Foundation (to be used for arts scholarships) and the Paine Art Center (for artist residencies.)

Downtown Gateway: Public Improvement Plan

The intersection of USH 10 and CTH PP is considered the Gateway to Brillion's downtown commercial district. Although not included in the Redevelopment District, the design and traffic plan for that intersection is very important, as it affects the Main Street Corridor dynamics. The Schreiber-Anderson Study addressed this issue, providing a streetscape design strategy similar to the Downtown Design Concept illustrated in these

pages. Refer to Appendix C for more information.



The Pride of Oshkosh
Example of artwork that raised \$8,000

Chapter 5.0

Site Redevelopment

Building Area Design and Land Use

Building design and appropriate land use zoning are critical to the success of Brillion's downtown. The stores, services, residences and uses are the heart and soul of the district.

Vacant buildings too, have a destructive effect on a district, destroying vital street life. Large vacant buildings, often referred to as "white elephants" should be redeveloped into a number of smaller shops, small offices, and strengthen the historical and monumental character of the structure. Furthermore, when vacant lots or buildings are redeveloped, context with the existing character of the downtown should be maintained.

Brillion needs places in which people feel comfortable and connected; places where they laugh, tell stories, and engage. All development planning must be focused around the desired activity.



Building Setbacks and Orientation

In many commercial and residential districts, buildings are intentionally set back from the street. However, downtown buildings, with very few exceptions face the street and are located at the property line. There is little space between the face of the building and the sidewalk. These buildings become the street walls of the district, and add interest and appeal to the district. If there is a setback between the building and the sidewalk, well-planned pedestrian ways, landscaping and seating can help extend the public space to the building.

Also, contrary to modern convention, it is almost always a detriment in downtown areas to locate parking off street between the building front and the street. Setting buildings back or allowing parking between the building entrance and sidewalk creates empty space downtown. A gap between buildings, such as the presence of a parking lot, creates a "no man's land" with little visual interest.

The orientation of a building contributes to the overall look and feel of a commercial district. Building heights provide a visual flow, and sky termination features such as cornices can complete the look. Structures should be consistent in height – a short building in between two very tall buildings breaks up the “natural order” of the street wall and tends to be the vertical equivalent of a street’s “missing tooth.”



Building Façade – Avoiding Blank Walls

Public improvements are important to set the stage for attractive development, but it’s the properties and structures that complete the overall package, introducing charm and ambiance to a district. Although the Schreiber-Anderson study’s primary focus was public improvement design, a great amount of time was spent creating a building design educational component. Included in the image boards and suggested in the Street Section excerpts were examples showing how simple building elements could contribute to the district.

What differentiates good downtown design from ill-advised is the way large building masses are broken up. Blank walls are boring and unfriendly. Most buildings in Brillion’s downtown have essentially the same traditional façade, which can be divided into three sections: The storefront, the upper façade, and the cornice (which services as the sky termination). Newer developments which can be styled in a contemporary fashion should still recognize these building “zones” and create building designs accordingly.

Good downtown buildings face the main street, are located at the front property line (zero setback), have street-level entrances, and include windows and display cases that invite window-shopping.

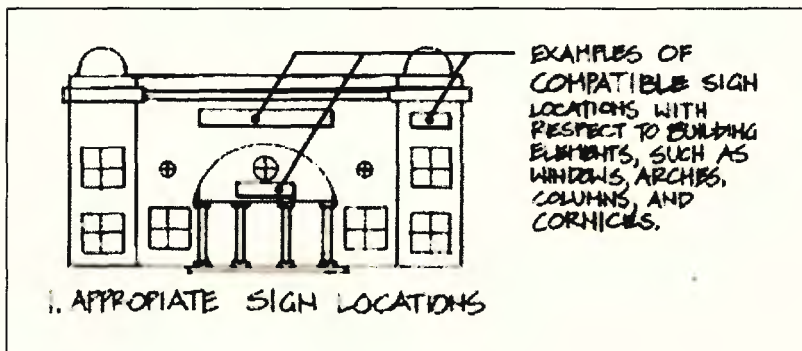
Windows and Design

Windows are the eyes of the street. They enhance security and add a social component to the district – those shopping in the store can see what’s happening outside, and those outside the building may be compelled to see what’s happening within. If the harsh sunlight becomes an issue, installing awnings provide the “eyelids” of the building, adding even more interest to the structure and to the district overall.

Signs

One of the most controversial elements of a downtown plan is signage allowances. A bad sign can take a regal, classy building and cheese up the entire block. And not only is the sign design important but the placement of it as well.

If done well, signs can effectively announce a business and add to the overall charm of a district simultaneously. Signs serve customers on two different scales - the pedestrian on the sidewalk and the motorist – and should work on both levels. Placement, size, and illumination probably cause the most controversy, and should therefore be addressed through guidelines and ordinances. The City of Brillion created its own downtown design guidelines, which address this issue. These guidelines, at the very least, should be consulted.



Architectural Recommendations

The Schreiber Anderson study provided a few recommendations for the district’s buildings and their architectural integrity. Some of these have been mentioned previously.

- Consistent setbacks
- Consistent height
- Architectural details and awnings
- Well maintained buildings
- Outside activities
- High quality materials
- Break up large building masses
- Reflect building traditions in downtown Brillion
- Appropriate scale of existing buildings in downtown
- Transparent facades, avoid blank walls

Enforcement

A good law or design plan is only as good as the commitment to enforce them. The lack of enforcement leads to lax behavior and bad habits. Once the community makes a commitment to a plan, spends the resources needed to bring that plan alive, then it's up to the leaders and decision makers to make people aware of the visions and goals of the plan, and persuade the people to comply. Lack of commitment will ultimately render all efforts useless.

District Priorities

At-Risk Properties

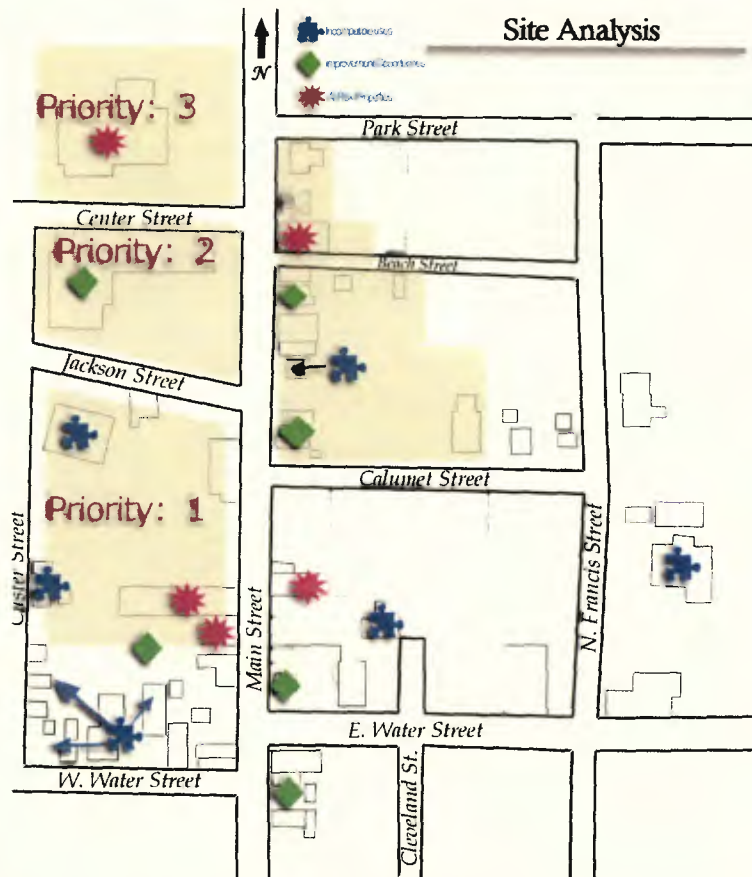
Although downtown Brillion is showing signs of blight, it must also be recognized that there still are a number of successful businesses scattered throughout. Any redevelopment effort should consider the needs of these enterprises.

As indicated on the map titled *Site Analysis*, a number of properties have been identified as Incompatible Uses, Improvement Opportunities, and At Risk Properties. The items entitled At Risk are generally considered high priorities.

At-Risk Properties are those that are vacant, are threatening vacancy, and have absolutely no positive impact on the overall district.

Improvement Opportunities are those that are experiencing challenges; whether that is the age of the building, facing the challenge of updating, upgrading, or significant structural repair, but still host viable businesses.

Incompatible Uses are those that are not typically found in a downtown district, which are zoned inappropriately, or are not compatible with the uses that neighbor it.



The RDA members have identified certain cells within its district, which are considered high priority. They have deliberated for over 4 months, determining needs, business mix requirements, traffic circulation and demands, and identifying at-risk properties.

Through these deliberations, they have created a framework for the projects they wish to begin.

Priority 1: Section C

The Redevelopment Authority recognizes that a district is only as strong as its anchor. The first priority is to establish an anchor business; one opportunity may be a grocery store expansion. At-risk properties of deep concern include the two vacant structures facing Main Street. It is also anticipated that as a new development is considered, some incompatible land uses may come to question, needing a relocation strategy.

At-Risk Properties:

105/109 S. Main Street

- Vacant
- Showing signs of water damage and deterioration

111 S. Main Street

- Vacant lower level
- Upper level used as rentable dwelling
- Showing signs of water damage and deterioration

Parking

Parking is abundant in this area as the building footprints allow. Because of the building vacancies, there has been no need to maintain line paint for parking stalls. 111 S. Main Street accommodates about 7 vehicles in the back of the building, and 2 on street parking stalls along Main Street.

105/109 S. Main Street is the location of a former car sales lot. For this reason, parking accommodations seem to outweigh the demand. Although the lines are not clearly visible, the old parking stalls could still be traced. 54 stalls were provided in the days of the car-sales lot. There is also an area that had been repaved where the line paint no longer exists. It is quite possible that another 10 vehicles can be accommodated. Due to its Main Street access, there is only 1 on-street parking space on Main Street.

115 Jackson Street

117 Jackson Street

103 N. Main Street

110 Custer Street

116 Custer Street

105 S. Main Street

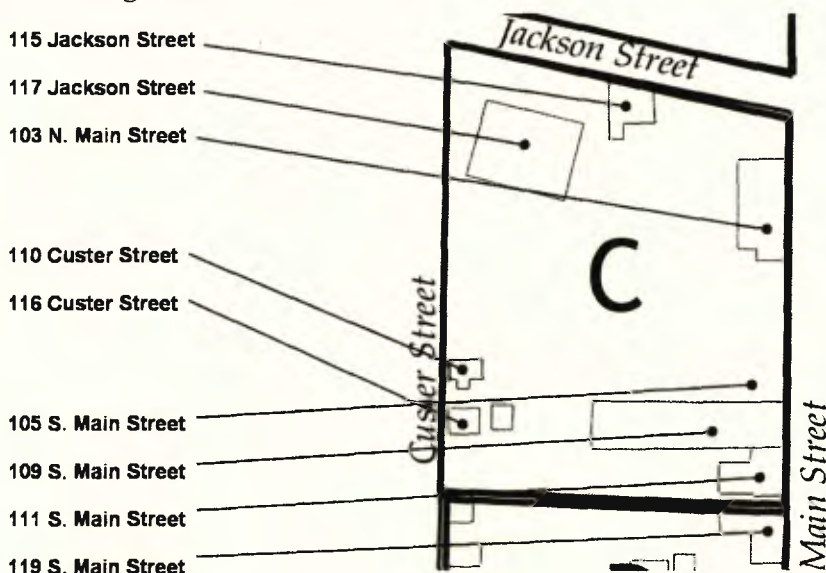
109 S. Main Street

111 S. Main Street

119 S. Main Street



Priority One encompasses all of Section C



According to rough estimates, Section C has 131 parking spaces, and an additional 15 for on-street, totaling 146. If any new development is to occur, this number should not be decreased.

Building Enhancement and/or Removal

It has been recommended that the two buildings indicated as “at-risk” be razed to accommodate a development that will provide a better street design, and provide more flexibility for its tenants. Although this is against the fundamental principles of the National Main Street program, precedence has determined that salvaging older historic buildings will only be encouraged if it’s financially feasible. Because all the properties in Brillion are not registered with the State or National Register of Historic Places, restoration funds are generally not available, or at best, are very difficult to obtain.

The eagerly awaited grocery store development will most likely require the removal of the following buildings:

- 111 S. Main Street
- 109 S. Main Street
- 110 Custer Street
- 116 Custer Street
- 117 Jackson Street

Infill Development Opportunities

Section C is perhaps the first area people think of in terms of “missing teeth in downtown’s smile.” Any new development that occurs should be designed to close that gap, whether it be by means of zero building setback, or landscape design that invites pedestrians to shop and attracts motorist’s attention.

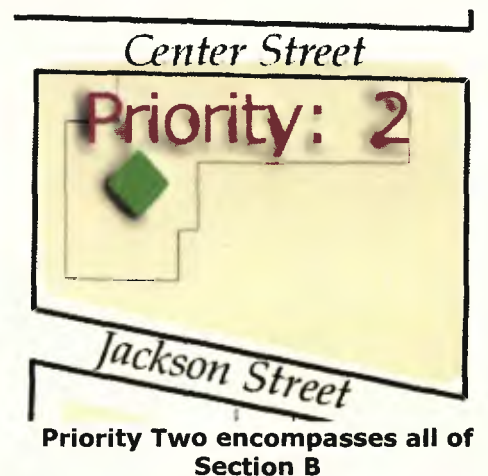
Relocation Possibilities

The main relocation concern may stem from the displacement of a business at 125 Jackson Street. Although this property is identified as an “incompatible use” it is still an important component in Brillion’s business mix. Relocation efforts should accommodate this business in a reasonable and equitable way if the situation should present itself.

The houses along Custer Street are rental units. Finding accommodations for those residents may be all that is necessary. The houses themselves can either be razed, or moved, depending on the preference of the property owner.

Priority 2: Section B

The Community Center structure located in section A has come under much scrutiny in recent years, as building maintenance issues continue to burden the City financially. Also realizing that this land use, too, is a district anchor, the Redevelopment Authority identified “addressing the community center issue” as its high priority. The City Council had approved a study, commonly referred to as “the Big Idea.” The focus of the study was to incorporate recreation and fitness into the central business district so that it could contribute to the dynamics of the district. Instead of the potential redevelopment project confining itself to the conventions of a traditional recreational center, it would become a business anchor that would strengthen Brillion’s overall economy.



Through the analysis, three sites were identified for the development:

- The site on which the Brillion Community Center rests (Section A);
- The existing City Hall site (Section E), and;
- The existing Hub site (Section B)

Through great deliberations, the study team determined that Section B presents the most flexibility and the greatest impact in the district.

At-Risk Properties

The current Hub site had not been considered an “at risk” property, but rather a property that presented a great improvement opportunity. Where in the 1970s the Hub was considered progressive, the lack of property investment has now proven it to be otherwise. Yet, because of where it is located, it has a profound impact on the overall district. It is important that reinvestment in this property occur.

Parking

Currently, Section B accommodates 105 vehicles, 3 of which are reserved for handicap accessibility needs. There are an additional 10 spaces on Main Street, and 7 on Jackson Street.

Building Enhancement and/or Removal

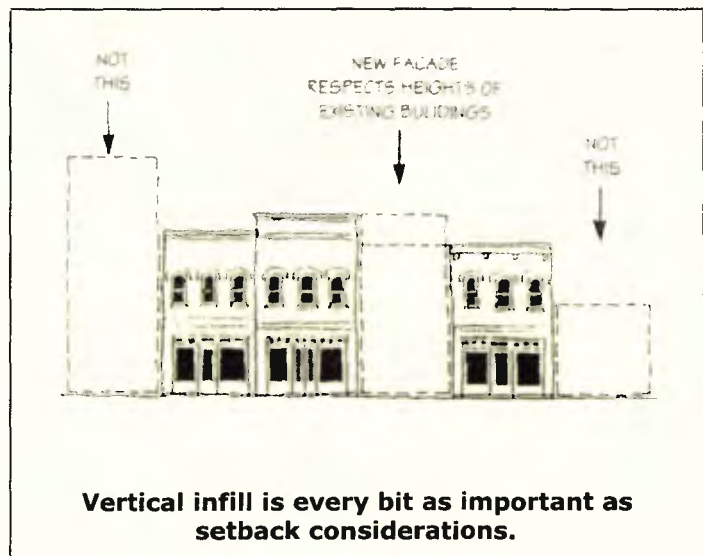
Regardless of whether the Big Idea moves forward, property improvements are very important. If possible, the development should slide forward and abut Main Street to create a street wall which will create interest and promote pedestrian activity. The Big Idea study provides a good example of this, and even offers a smooth transition from Jackson and Main Streets. With this study, the current Hub structure would be razed to create a parking area that could be shared with the Priority One grocery store development, and other commercial venues.

Infill Development Opportunities

The new proposed structure must also fit vertically with the rest of the district. The current Hub creates a vertical void, consistent with the horizontal gap created by its vast setback. Every effort should be made to make the property consistent with the rest of the district.

Relocation Possibilities

The most profound relocation possibility on the site will most likely be the two businesses that will remain after the grocery store moves to its proposed location. Careful planning is highly important so that those businesses can experience the least amount of commercial disturbance as possible. It would also be beneficial to the central business district to keep those businesses within the district boundaries. They contribute greatly to the dynamics, activity, and economy of the central business district. If it is found that if any one of these businesses simply cannot be accommodated, the Redevelopment Authority and Chamber of Commerce should work closely with that business to find a suitable location that will provide the greatest opportunity to expand that business.



If it is found that an adjoining property is on the market, the RDA should seriously consider acquiring it. At this point of the study, it isn't necessary to actively pursue expanding the perimeters of this section. It should be noted, however, that the potential still exists and shouldn't be discounted.

Priority 3: Section A

The RDA has acknowledged the dynamic nature of the commercial district, and planned for Priority Three based on the decisions made in Priority Two.

At-Risk Properties

120 Center Street: Because the future of the Brillion Community Center is so uncertain, it is very possible that this 40,000 square foot structure – one of the largest in the district – could become vacant. It has been acknowledged that a great number of people from outside the community come to the center for recreational and instructional programming. These people represent the potential for new business to other downtown enterprises.



Priority Three encompasses all of Section A

Parking

Currently, Section A accommodates 76 vehicles, four of which are reserved for handicap accessibility needs. There are an additional three spaces on Main Street.

When at all practical and possible, developments should share parking accommodations. For instance, the daily parking demanded for an office building differs from an entertainment area where evening parking is needed. All new development should be planned to accommodate overflow parking for the overall downtown commercial district.

Building Enhancement/Removal

The fate of this structure is still uncertain. There are a number of suggestions that have been offered and all of them viable. A lot will depend on the development of neighboring sites.

Some options regarding the existing Brillion Community Center facility include:

1. Renovate the existing facility to provide updated amenities and services critical to the success of a health, fitness and aquatics center.
2. Renovate the existing facility and expand the structure as recommended in past studies.
3. Discontinue the existing operations of the Center and prepare it for redevelopment. Those actions could include:
 - a. Put the property on the market, and sell it to an investor for a purpose that meets the general needs of the downtown commercial district.

- b. Place the building on the market for approximately one year. If there are no buyers, the building is razed, and the property is prepared for development. Then a development concept will be compiled, after which a *Request for Developers* can be circulated.
- c. Relocate City Hall and Emergency Services to this location. Prepare the existing City Hall site for development.

Ideal land uses were also discussed. As with the building issues above, all land use considerations should be well-analyzed to achieve the greatest development potential, business expansion provisions, and greatest tax base achieved. Land uses that may fit well in Section A include:

- Multi-family housing
- City Hall and Emergency Services
- Retail/Service business complex

Regardless of what is decided, any new development or structure enhancements must be consistent with the philosophies set forth by the Big Idea initiative. If at all possible, the development should abut the property along Main Street, to extend the street wall and make the district more appealing and pedestrian-friendly.

Infill Development Opportunities

If it is found that the current structure still renders useful to the district, the parking lot on the corner of Main and Center Streets could still accommodate a small traditional retail structure with residential or professional arts on the second floor. This effort would be consistent with the philosophies and practices mentioned above.

Relocation Possibilities

This site provides the district the most flexibility in this category because it is one of the few properties that is in complete control of the City. The business function currently operating will be accommodated in the new multi-use facility presented in Section B, Priority 2.

Basic Downtown Development Philosophies

In addition to following the downtown guidelines endorsed by the Plan Commission, it is extremely important to point out that successful downtown developments are often achieved by following a tried and true formula:

1. No development stands alone. All structures and public spaces must service multiple uses. This is a universal philosophy although very rarely articulated. The most common example is the discount department store, where in the 1960s and 1970s each carried "general discount items" such as clothing, household consumable products, and toys. Today, to generate more traffic and revenue, these stores now offer coffee shops, photo processing, pharmaceuticals, and optometry services. This is the recipe for success and should be carried throughout each development of the downtown business district.
2. Create places, not spaces. Simply throwing a park bench every 30 feet along the sidewalk will not keep people downtown. Oddly, downtown commercial districts need to have people linger. Each minute a person spends "hanging out" in the area is another minute businesses have to sell, advertise, and create an image. People are attracted to clutter and variety. Small stores (or the illusion of small stores) inspire more pedestrians than a single "super store" would. This is considered "positive

clutter.” Brillion needs places in which people feel comfortable and connected; places where they laugh, tell stories, and engage. All development planning must be focused around the desired activity.

Downtown business districts are completely different from suburban, green space development and should not be approached in the same way. This has been tried in the past, and it is for this reason Brillion continues to require redevelopment plans.

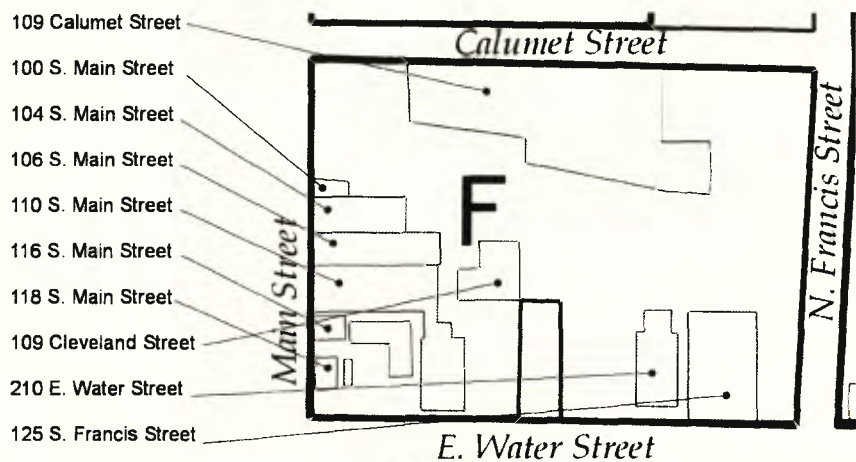
Chapter 6.0

Future Site Development Considerations

Chapters 4.0 and 5.0 illustrated many aggressive, but very important projects that need to be accomplished to jump-start the district that has been sleeping for the past thirty years:

- Downtown streetscape design
- Downtown anchor/grocery store development
- Brillion Community Center
- Multi-use development

The district is dynamic, and as this plan is implemented, a domino-effect will occur that will prompt more consideration on other areas within the district.



Other Important Initiatives

The aforementioned projects will easily take five years to be completed – perhaps longer. That is not to say that other issues are any less important. In fact, as these big projects are being planned, researched, and scheduled, other initiatives can be completed along the way.

Section F Redevelopment Strategies:

If it weren't for the sense of urgency in retaining a business anchor and addressing service issues in the district, perhaps Section F would have been the first project to consider. One specific property, 104 S. Main Street, has been vacant for a considerable amount of time, and it represents both a

physical and psychological hurdle for the community. Tackling this project may not be the biggest endeavor, but it may be just the type of project needed to gain community momentum.

Section E Redevelopment Strategies

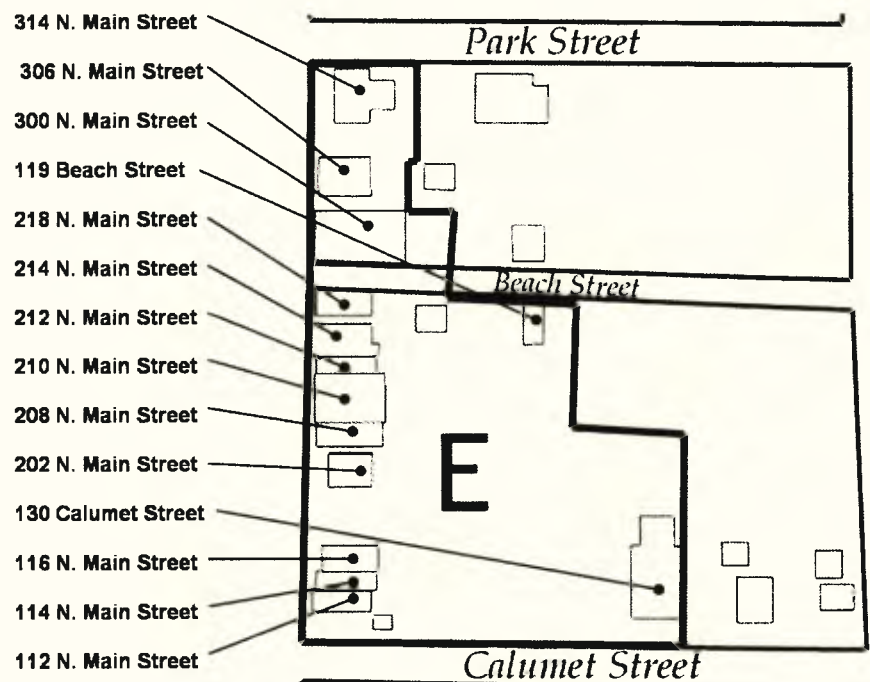
At-Risk Properties. There is one at-risk property in Section E, at 300 N. Main Street, a former shoe store, where the storefront is currently vacant. The vacancy does nothing to generate activity in the district, and poses as an opportunity for property enhancements. The structure, however, is very inconsistent with the central business district, and detracts from the district's desired curb appeal. The structure should be elevated to a two-story height, and the façade should conform to the Design Guidelines and the City's Zoning Code.

Although there are no other at-risk properties identified in this section, there are a number of properties that are of great concern. The first is a series of properties fronting Main Street, on the southwest corner of Section E. They all host very viable businesses, which says a lot for this section, but the curb appeal of these properties is lacking considerably. In one case, a project has stopped midway through completion. The addresses of those structures are:

- 112 N. Main Street
- 114 N. Main Street
- 116 N. Main Street

Another property that abuts Main Street is one of the oldest buildings on the strip, but is residential in nature, which does not benefit the businesses that surround it as much as if a business were located on the ground floor of the property. The property address is 202 N. Main Street.

Parking. There is a surprising amount of parking in this section. The City Hall property at 130 Calumet Street provides 73 spaces, which is always well over the amount ever needed at one time. Overall, this section provides 124 spaces, and 36 on-street parking spaces, totaling 160. Comparatively speaking, this is more than the allowance at 205 N. Main Street, where the amount of activity is doubled.



Still, even here, parking is a concern for the business owners. Not only do they need to accommodate the needs of their customers and employees, but they also have to allow for the long-term parking needs of the residential tenants who live on the second floor. The actual land area dedicated to parking seems reasonable enough, but because there are no actual defined spots indicated, visitors park where they think spaces should be. Traffic circulation for delivery vehicles and customers can be congested as another result of poorly defined parking spaces. There are some opportunities for the businesses fronting Main Street to re-configure their parking situation to make it more effective.

Building Enhancement and/or Removal. All buildings fronting Main Street should be enhanced in adherence to the Design Guidelines. There is no indication that any of these buildings are in such structural disrepair that complete demolition is warranted. These structures should not impede the progress of any developments that could strengthen the district. Great care should be taken to develop this area, and at the same time, improve the properties surrounding it. This balance will not be easily achieved and must be planned very carefully.

Infill Development Opportunities. There is one infill development opportunity. This space is located between 202 N. Main Street and 116 N. Main Street, and was originally a site for a hardware store in the 1930s. There are no side yard requirements on this site.

Relocation Possibilities. At this point, there are no plans for major development in the area. The nature of property improvement recommendations does not suggest the need to displace a business. It should be noted, however, that if a major development opportunity does surface, this may become an issue.

Façade improvements:

With the newly created Brillion Redevelopment Zero Interest Loan Program, many commercial buildings within the district can apply for interest free loans of up to \$8000 per project. These projects would require RDA approvals, and can easily be considered on an on-demand basis.

Section D redevelopment strategies:

As the Priority One project commences, the natural redevelopment progression may very well be the placement and types of businesses extending south.

Out Parcel Developments:

Properties on the periphery greatly impact the Redevelopment District, as does the inverse of this statement. It is important that as new developments occur, properties change hands, and businesses expand a great amount of consideration is dedicated to the impact of those surroundings. Specific properties that may prove themselves tremendous opportunities for the district include:

- The Brillion Iron Works – as operations expand, it may be necessary that the area surrounding the Brillion Iron Works be part of an overall industrial campus, where the BIW controls certain streets, parking lots and out parcels. Street improvements including landscaping, directional signage and street maintenance would enhance the area, improve safety, and allow the BIW some autonomy regarding traffic circulation and operational protocol.
- The Trinity Evangelical Lutheran Church and School, located on W. Water Street – Because this area is near so many different land uses such as schools, residential homes, and commercial businesses, the possibilities for these parcels are endless. Whatever does locate to this area must not adversely affect the residential neighborhood, yet should provide the community the services it desires. This could include medical facilities, additional starter homes, or commercial venues that do not generate a tremendous amount of traffic.
- The Holy Family School – As the school grows, and the facility becomes too small for operations, the Holy Family Parish may consider moving the school to the Church facility,



creating a religious campus of sorts. As this property becomes available, the RDA may wish to pursue other development options that would complement the business district.

Friendship Trail Development:

Throughout the development of this plan, the Friendship Trail extension was identified as a great opportunity to enhance the district and promote community connectivity. It may also serve as a tourism venue, of which businesses within the district can directly benefit through increased sales opportunities.

Public Parking:

Parking provisions in the downtown commercial district are disorganized, and in many cases inaccessible to the businesses these areas are meant to serve. One example is the HUB parking lot, which is a public lot, but is cut off from the Community Center, making overflow parking for the Center inconvenient, and renders it a pedestrian hazard. Throughout the district redevelopment parking provisions should be a foremost consideration. Because there are so many businesses in close proximity, public parking lots or lots shared by businesses should be encouraged.



Oversized lots and inefficient design can also restrict communities from reaching their full economic potential, since buildings are assessed at a much greater value per square foot than parking space.² By creating an environment that encourages shared space and fosters business-to-business cooperation and partnerships, less space would be required to dedicate to parking, and more emphasis could be placed on actual parcel development.

Parking spaces do not need to be directly in front of the doors, but they should be clearly indicated, designed for efficiencies and for the benefit of all businesses surrounding the area. Business signs should incorporate parking options and directions.

Plan Evaluation and Amendments

The Redevelopment Authority recognizes that an effective plan is one that allows for evaluation, flexibility, and invention. This plan was intentionally created to be flexible so that the needs of the district could be met expediently and effectively.

The Redevelopment Authority also set an objective to evaluate the progress, and identify district needs at the end of each fiscal year. Then, based on those needs, the Redevelopment Authority can alter its course of action if need be, and still be well within the parameters of this plan. And since all projects the Redevelopment Authority chooses to pursue must go before the City Council, this plan serves as an evaluation tool for which to consider when making decisions that will affect the district.

Appendix A Funding Sources

Redevelopment and Brownfields			
Funding Source	Government Level	Agency	Description
Public Works Program	Federal	DOC/EDA	Provides funding to revitalize, expand, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.
Superfund Redevelopment Pilot Program	Federal	EPA	Provides technical and financial assistance in the cleanup of brownfield properties, most of which are on the National Priorities List.
Brownfields Assessment, Cleanup, and Revolving Loan Fund Grants	Federal	EPA	Provides grants of assessment and cleanup of brownfields sites.
Brownfields Cleanup Revolving Loan Fund	Federal	EPA	Provides grants to states, political subdivisions, and Indian tribes to make low interest loans to carryout clean up activities on brownfields properties.
Economic Development Initiative (EDI)	Federal	HUD	Provides grants to local governments to enhance both the security of loans guaranteed through the Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance.
Brownfields Economic Development Initiative (BEDI)	Federal	HUD	Provides grants to redevelopment brownfields sites and for economic development projects that increase economic opportunities for low and moderate income persons, stimulate or retain businesses or jobs, or otherwise lead to economic revitalization
CDBG – Section 108 Loan Guarantee Program	Federal	HUD	Section 108 is the loan guarantee provision of the Community Development Block Grant (CDBG) Program. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects.
Brownfields Grant	State	DOC	Provides funding for brownfield projects that promote economic development, and have a positive effect on the local environment.
CDBG-BEER – The Blight Elimination and Brownfield Redevelopment Program	State	DOC	Designed to assist communities with assessing or remediation the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site in a blighted area, or that qualifies as blighted.
CDBG-ED Economic Development	State	DOC	Designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. Funds awarded to local governments, which then loan the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community.
CBED – Community Based Economic Development Program	State	DOC	Provides grants to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of business (including technology-based businesses) and community development.
Site Assessment Grant (SAG)	State	DNR	Provides assistance to local governments for investigations and other initial activities of known or suspected environmentally contaminated property.
Economic Development			
Funding Source	Government Level	Agency	Description
Rural Business Opportunity Grants	Federal	USDA	Provides grants to pay costs of providing economic planning for rural communities, technical assistance for rural businesses, or training for rural entrepreneurs or economic development officials.
Rural Economic Development	Federal	USDA	Provides grants and loans to electric and telephone utilities financed

Grants and Loans			by the Rural Utilities Service (RUS) to promote sustainable rural economic development and job creation projects through the operation of a revolving loan fund program.
Rural Business Enterprise Grants (RBEG)	Federal	USDA	Provides grants to public bodies, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area.
Rural Community Development Initiative	Federal		
Business and Industry (B&I) Guaranteed Loan	Federal	USDA	Provides guarantees up to 90 percent of a loan made by a commercial lender to create and maintain employment and improve the economic climate in rural communities. Loan proceeds may be used for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing.
Economic Adjustment Program	Federal	DOC/EDA	Provides strategy, implementation, and revolving loan fund grants to state and local interests to design and implement strategies to adjust or bring about change to an economy.
Public Works Program	Federal	DOC/EDA	Provides funding to revitalize, expand and upgrade physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.
Partnership Planning Grants for Economic Development Districts, Indian Tribes, and Other Eligible Areas	Federal	DOC/EDA	Provides grants to establish and implement effective economic development programs at local and regional levels.
Research and National Technical Assistance Program	Federal	DOC/EDA	Provides information dissemination, research, and evaluation grants to nonprofit organizations, institutions of higher learning, for-profit entities, and private individuals to develop a comprehensive base of information about economic development issues; disseminate information to local, state, and national economic development practitioners, and measure the performance of economic development programs.
Wisconsin Main Street Community Program	State	DOC	Comprehensive downtown revitalization program to promote historic and economic development, including public improvements, historic restoration, business recruitment and marketing.
Enterprise development Zone Program	State	DOC	Provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Zones are designated based on the proposed economic impact of a business project.
Industrial Revenue Bond Program	State	DOC	Allows communities to sell tax-exempt bonds to finance capital investment projects for industrial development.
Agricultural Development Zone Program	State	DOC	Provides tax credits to promote the development and expansion of new and existing dairy agribusinesses.
Greenspace, Natural Resources, and Farmland Preservation			
Funding Source	Government Level	Agency	Description
Watershed Surveys and Planning	Federal	USDA	Provides planning assistance for the development of coordinated water and related land resources programs in watersheds and river basins.
Land and Water Conservation Fund (LAWCON)	Federal/State	DNR	Provides funding to acquire or develop public outdoor recreation areas and facilities.
Farmland Protection Program	Federal/State	USDA/NRCS	Provides grants to help states, Tribes and local government for non-profit entities purchase conservation easements or development rights on prime, unique, or other productive farmland, or on farms containing significant historical or archaeological resources.
Acquisition and Development of Local Parks (ADLP)	State	DNR	Provides funding to acquire or develop public nature-based outdoor recreation areas and facilities.
Acquisition of Development Rights	State	DNR	Provides funds to acquire development rights for nature-based outdoor recreation areas and facilities.
Clean Water Fund	State	DNR	Provides loans to municipalities for wastewater treatment and urban

			storm water projects.
Ice Age Trail Maintenance	State	DNR	Provides funding for maintenance for the Ice Age Trail. Available to counties, cities, villages, towns, and non-profit groups with a 50 percent local funds match.
Lake Planning Grant	State	DNR	Provides funds for the collection and analysis of physical, chemical, biological, or sociological data, water quality assessment, or watershed evaluation – information needed to protect and restore lakes and their watersheds.
Lake Protection Grant	State	DNR	Provides funding for projects aimed at protecting and improving the water quality of lakes and their ecosystems through easement and land purchases, wetland restoration, or other lake improvement activities.
Recreational Trails Program	State	DNR	Provides funding for maintenance, development, rehabilitation, and acquisition of land for motorized, non-motorized and diversified trails.
Rivers Management	State	DNR	Provides financial assistance in implementing a specific activity to protect or improve a river ecosystem, such as purchase of land or easement, development of local ordinances, or restoration of in-stream or shoreland habitat.
Rivers Planning Grant	State	DNR	Provides financial assistance for the collection, assessment, and circulation of information on riverine ecosystems
State Enhancements Program	State	DOT	
Urban Forestry	State	DNR	Assistance for tree maintenance, planning and public awareness.
Urban Greenspace Program (UGS)	State	DNR	Provides funding to acquire land to provide natural space within or near urban areas, or to protect scenic or ecological features.
Urban Rivers Grant Program	State	DNR	Provides funding to acquire lands, or rights in lands, adjacent to urban rivers for the purpose of preserving or restoring them for economic revitalization or nature-based outdoor recreation activities.
Housing			
Funding Source	Government Level	Agency	Description
Rural Housing Programs	Federal	USDA	Provides loans to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.
Housing Preservation Grant	Federal	USDA	Provides grants to repair or rehabilitate individual housing, rental properties, or coops owned and/or occupied by very low- and low-income rural persons.
Home Repair Loan and Grant Program	Federal	USDA	Provides loans and grants to very low-income homeowners to repair, improve or modernize their dwellings or to remove health and safety hazards; also provides funds to make a home accessible to someone with disabilities.
Rural Housing Site Loans	Federal	USDA	Provides funding for a public or private non-profit organization to buy and develop housing sites for low- and moderate-income families, including the construction of access roads, streets, and utilities.
Rural Rental Housing Loans	Federal	USDA	Direct, competitive mortgage loans to provide affordable multi-family rental housing for very low-, low-, and moderate-income families; the elderly; and persons with disabilities.
Farm Labor Housing Loans and Grants	Federal	USDA	Provides loans and grants to buy, build, improve, or repair housing for farm laborers, including persons whose income is earned in aquaculture (fish and oyster farms) and those engaged in on-farm processing.
Rental Assistance Program	Federal	USDA	Provides rent subsidies to elderly, disabled, and low-income residents of multi-family housing complexes building under the Rural Rental Housing and Farm Labor Housing Programs.
Infrastructure			
Funding Source	Government Level	Agency	Description
Community Facilities Loans and Grants	Federal	USDA	Provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population; Funds can be used to construct, enlarge or improve community facilities for

Distance Learning and Telemedicine Grants and Loans	Federal	USDA	health care, public safety, and community and public services. Provides financial assistance to enhance learning and health care opportunities for rural residents. The program asks applicants to define the educational or health care problems that face their communities and determine how Federal distance learning or telemedicine assistance can help.
Local Dial-up Internet Program Grant	Federal	USDA	Designed to provide financing to furnish, in rural areas, local dial-up Internet access where it does not currently exist. Grant funds may be utilized for the acquisition, construction, and installation of equipment, facilities and systems.
Community Connect Broadband Grant Program	Federal	USDA	Target rural, economically-challenged communities and offer a means for the deployment of broadband transmission services to rural schools, libraries, education centers, health care providers, law enforcement agencies, public safety organizations as well as residents and businesses.
Water and Environmental Program Loans and Grants	Federal	USDA	Provides loans, grants and loan guarantees for drinking water, sanitary sewer, solid waste and storm drainage facilities in rural areas and cities and towns of 10,000 or less.
Public Works Program	Federal	DOC/EDA	Provides funding to revitalize, expand, and upgrade physical infrastructure to attract new industry, encourage business expansion, diversify local economics, and generate or retain long-term, private sector jobs and investment.
CDBG-PF – Public Facilities Program	State	DOC	Helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities.
CDBG-EMER-CDBG Emergency Grant Program	State	DOC	An emergency response program to help restore or replace critical infrastructure damaged or destroyed as a result of a natural or man-made catastrophe.
Clean Water Fund	State	DNR	Provides funds to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems.
Dam Maintenance, Repair, Modification, Abandonment, and Removal	State	DNR	Provides cost-sharing for the repair or removal of dams.
Transportation Economic Assistance Program (TEA)	State	DOT	Provides grants for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.
Airport Improvement Program	State	DOT	Provides funding assistance for improvements at public-use airports, including runway construction and reconstruction, land acquisition, navigational aids, and lighting.
Freight Railroad Preservation Program	State	DOT	Provides grants for the purchase of abandoned rail lines in an effort to continue or reserve future freight service, or improve or rehabilitate rail facilities.
Statewide Multi-Modal improvement Program (SMIP): Transportation Enhancements Program (TE)	State	DOT	Provides flexible funds, which can be spent on a wide variety of projects including roadway projects through the Federal-aid highway system, bridges, transit facilities, and bicycle and pedestrian facilities.
Planning			
Funding Source	Government Level	Agency	Description
Comprehensive Planning Grants	State	DOA	Assists in funding the development of a comprehensive plan under the "Smart Growth" Law.
Historic Preservation Subgrants	State	SHSW	Provides income tax credits that assist in the rehabilitation of historic property.

Appendix B

Financing Strategies³

The standard approach to fund Community Development and redevelopment projects is through the use of Tax Incremental Financing funds. Presently, the City of Brillion does not have any established TIF Districts, and has its full TIF capacity available to finance the projects set forth in this document. Creative financing, however is still encouraged to minimize risk, and capture funds available through larger governments. There are many avenues the City can take to accomplish its goals:

Revolving Loan Fund. Local banks are often willing to create low-interest loan funds in order to facilitate investment in their communities. Revolving loan funds are particularly successful when linked to specific programs such as a façade improvement program and small business development. The City should work with local banks, to create an RLF not completely dependant upon job creation, but more on taxable improvements. The City should continue to promote and utilize the RLF it created in 1997 as well.

Lease Revenue Bonds. Lease revenue bonds are public purpose bonds that are backed by a revenue source such as TIF increments, room tax, rental income, etc. The lease revenue bonds are issued and held by the Redevelopment Authority; the purpose for the bonds is to fund urban revitalization projects within an area determined to be blighted. There are a number of benefits to using lease revenue bonds. First, as they are issued and held by the Redevelopment Authority, they do not count against the city's debt limit. Second, if the bonds are backed by TIF increment, the liability for generating that income resets with the developer and is ensured through the developer's agreements with the City.

Master Lease. The purpose of a master lease is to assist the developer with making a development project financially feasible by providing a guaranteed stream of income upon completion of the project. The party holding the master lease (Non-profit CADG or City) generally has a long-term view of return on their investment for this particular project (i.e., revitalization, economic development.) The entity holding the master lease may or may not require a return on their investment dependent upon the source of the funds (private sector fundraising, BID, foundations, or TIF) and/or their long-term goal.

The primary benefit of a master lease strategy is that it requires a limited investment spread out over a set period of time as determined by the master lease agreement. In addition, that investment diminishes as the project leases up.

Business Improvement District (BID). It may be necessary for the City to establish a special assessment district or districts to offset a portion of infrastructure improvements within the Central Business District. The costs for these improvements are assigned on a basis of "benefit" derived from a specific improvement. A BID is a form of special assessment district that allows business to collectively contribute to business recruitment and retention, marketing, promotion, and special events. The BID is created as an integral part of the implementation process. A BID will often require the services of a BID manager.

State and Federal Grant Programs. There are numerous state and federal grants available for CBD revitalization projects. Some of these include the Community Development Block Grant program, historic tax credits, low interest loans, Community Based economic development program, Brownfields Economic Development Grants, and other programs administered through the State of Wisconsin Department of Commerce.

Private Donation Program. Private donation programs allow the private sector to participate in funding some of the improvements through the purchasing of specialty streetscape amenities in addition to larger

features. A “bug a brick program” can be instituted so that all residents can participate. The corporate community should be approached to fund the large gift items.

Historic Preservation Tax Incentives. To encourage preservation of historic structures, economic incentives may be offered to private landowners. Federal and state investment Tax Credits (ITC) are available to rehabilitate historic commercial, industrial and rental residential properties. The City should consult its inventory of historic provided in its City and Town of Brillion Joint Comprehensive Plan and encourage those property owners to preserve the historic character of these buildings.

Tax Increment Financing. Tax Increment Financing (TIF) is a commonly used financing tool in Commercial Business District revitalization. In a CBD redevelopment TIF, typical activities that are funded include:

- ☐ Property assemblage,
- ☐ Redevelopment financing programs,
- ☐ Land write down,
- ☐ Planning
- ☐ Public infrastructure improvements.

Economic Development Master Fund. The Economic Development Master Fund (ED Fund) is a financing tool, funded through TIF, which provides assistance for projects and activities that will contribute to the redevelopment of the CBD, including development projects, rehabilitation projects, business start-ups and expansions, and public administrative costs associated with those projects. The projects must meet the goals and objectives included in the TIF Project Plan and are judged eligible based on the ability to create new tax base. Funding provided through the ED Fund should be structured to make the projects feasible.

Appendix C

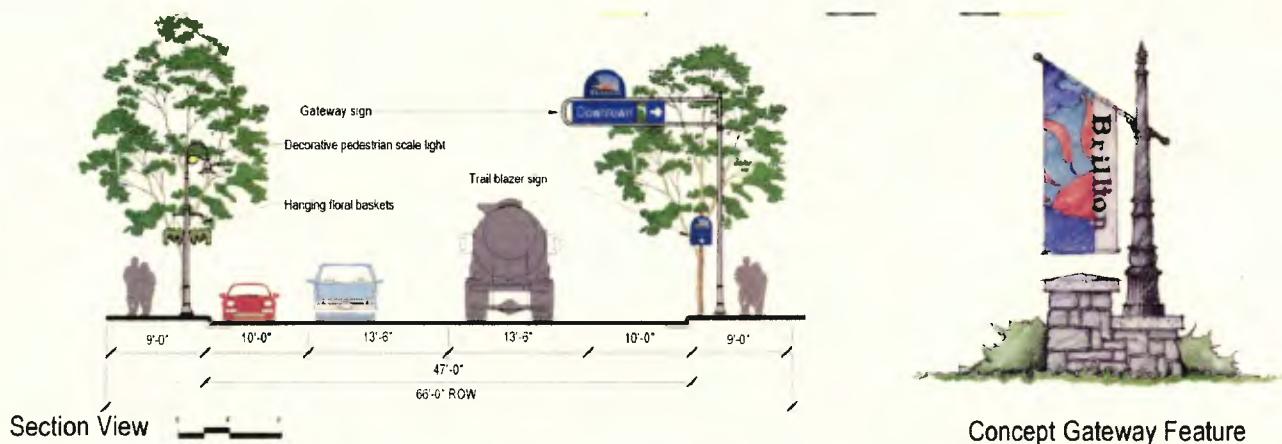
Downtown Gateway Design Plan

The Redevelopment Authority recognized that the intersection of USH 10 and CTH PP was just as important to the Central Business District as the Redevelopment District itself. For this reason, the Downtown Design and Gateway Study addressed both those respective areas.

The purpose for the gateway design is to encourage and attract motorists and pedestrians to travel to the RD District. This design includes the immediate intersection and the four properties surrounding. The gateway design contains elements that will pique the curiosity of passing motorists including:

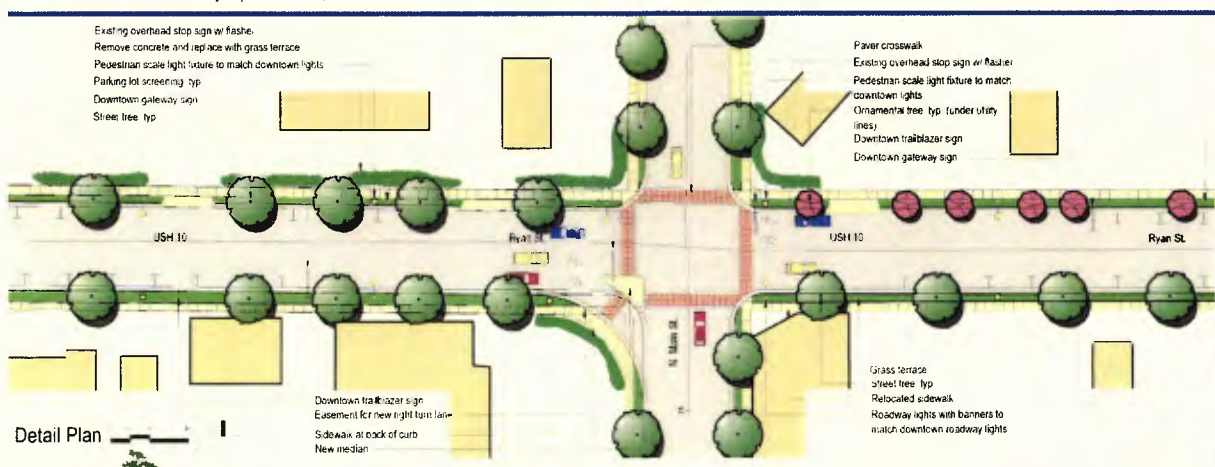
- Grass terrace to break up monotony of the pavement,
- Highline road lighting to match the downtown,
- Trail blazing signs further away from the intersection.
- A right-turn lane and median in front of the current Mom's Place establishment
- Ornamental trees in the terrace

Cross-section of the gateway area



Downtown Streetscape, Brillion, WI

GATEWAY CONCEPT



For more information about this plan, consult the Final Concept Document created by Schreiber-Anderson Associates as provided by the City of Brillion Community Development Department.

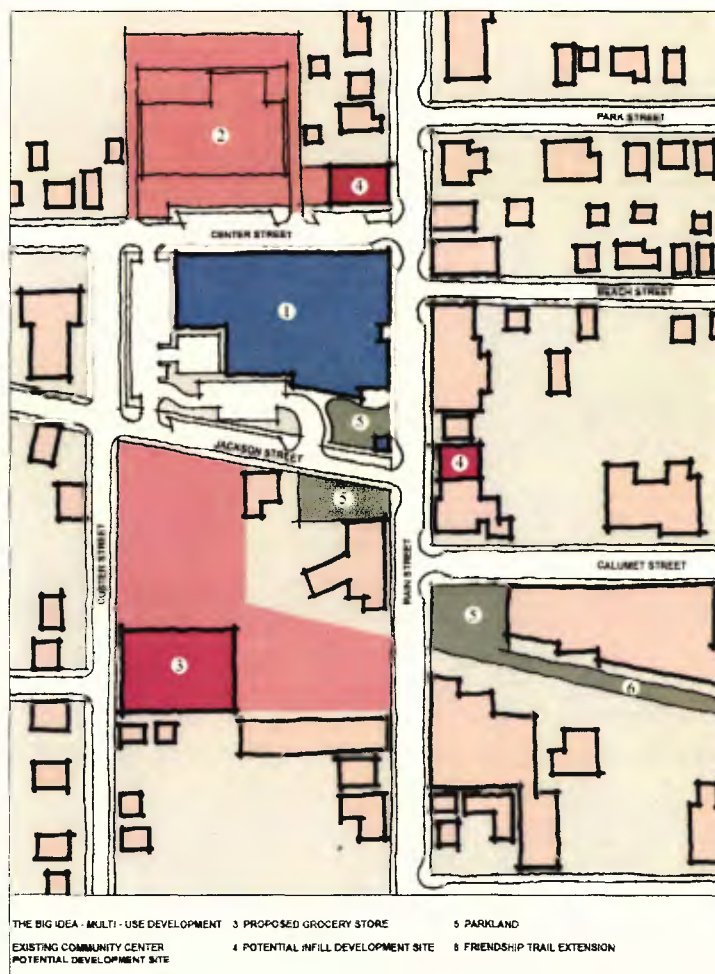
Appendix D

Big Idea Multi-Use Development Study 2005

The Big Idea Philosophy

The Big Idea involves creating an environment that incorporates a civic recreation and fitness center similar to the provisions of the existing Brillion Community Center, and commercial retail and service space to accommodate new business start-ups and expansions within the downtown business district. Businesses would complement the vision and goals of the recreation and fitness component, and by nature, generate a respectable amount of consumer and pedestrian traffic. The Brillion Community has recognized an opportunity to revive its downtown commercial district, as well as to improve Park and Recreation amenities that will benefit the resident, business, and visitor alike. By enabling the Park and Recreation functions to serve private sector businesses, and by seeking partnership opportunities among civic, business, and educational sectors, this project could very well start a chain of events that will ultimately strengthen the Brillion economy in years to come.

For the Big Idea to be a successful achievement, the design, layout, and curb appeal must embrace a number of philosophies. These design and function elements include: social interaction and entertainment; health and wellness, a sense of place, connectivity, sustainability, marketability, reinvention, and most of all community.



Background and Purpose

The Brillion Community Center (BCC), which opened on October 11, 1970, was a City-funded recreational facility and meeting center intended to be used by the residents and organizations in the community.

Today, the 35-year-old building is showing signs of wear, despite its solid appearance. Although the community values the services offered within the center, the increasing costs to operate and maintain it have become a growing budgetary challenge. Furthermore, it has been a struggle to bring in more revenue through additional programming and amenities because the building itself does not offer the flexibility to keep up with recreation and fitness trends that Center's customers require.

Like the BCC, Brillion's downtown commercial district is also showing signs of age. Buildings that were once homes to thriving businesses are now standing vacant. Those businesses that do remain are feeling the effects of a district no longer the "hub" it once claimed to be. Through numerous discussions it became clear that the BCC played a significant role in downtown business district's economic situation.

Thus, the Big Idea was formed; a concept that recognizes the importance and dynamics of complementary businesses and property uses “feeding” off the pedestrian and consumer traffic of one another. Otherwise known as the “synergy phenomenon,” the end result is that more customers will be attracted to a facility or district that has more to offer. If a neighboring business is successful and is open when shoppers are ready to shop, the other businesses within the district will benefit from the additional consumer traffic. The Big Idea involves creating a facility or environment that incorporates a civic recreation and fitness center similar to the provisions of the BCC, and commercial retail and service space to accommodate new business start-ups and expansions within the district. The businesses would complement the vision and goals of the Recreation and Fitness Center, and by nature, would generate a respectable amount of consumer traffic. All spaces would be designed for flexibility, allowing for multiple uses if the need should arise. The design would also provide a social, yet intimate atmosphere within the facility, as well as high curb appeal to add to the district's energy.

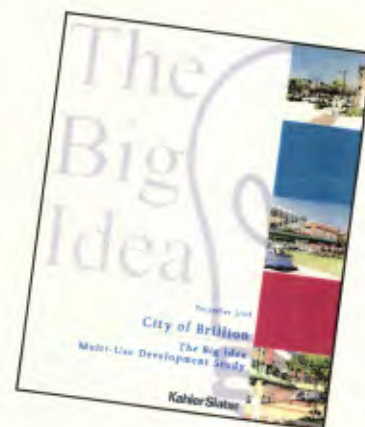


Design Idea and Costs

The design challenges for any downtown redevelopment project are the same:

- To create retail development along or close to Main Street
- To provide updated fitness/recreational offerings for the community
- To build a facility that would attract more people to the downtown area

The proposed layout consists of retail and professional office space along Main Street, with the Recreation Center just behind to the west. These two uses are joined by a glassy Galleria space, creating an internal “street”. This area also serves as the main entry point, and is located close to Main Street to promote additional social interaction and activity. A “pocket park”, an idea originally developed in the City’s street-scaping study, anchors the corner of Main and Jackson Streets. It is envisioned that this will be an active community outdoor space for all seasons. To assist you in creating the ideal experience for each of the diverse users of this vibrant, spirited community and recreation facility, the overall interior concept has been designed to create a strong visual sense of openness throughout the facility. While the existing Brillion Community Center is highly compartmentalized, the layout of the new development will feel open, spacious and inviting. From the 2-story Galleria space, any visitor to the facility will have a great vantage point from which to view activity within the Family Center, or perhaps see what is happening in the Aquatic area or the Fitness Center above. This kind of transparency between program spaces promotes social interaction, which in turn builds a feeling of community. It also will allow natural light to penetrate deeper into the building, creating a more pleasant and motivational environment.



At this conceptual point in the process, some preliminary construction and project costs also have been developed. The estimated construction cost escalated for a 2007 start is \$12.353 million. The project cost, which includes such things as land acquisition, contingencies, design fees, furnishing and equipment, is estimated to be \$16.353 million. As you are aware, there have been a number of global natural disasters that have affected the construction industry over the past few years. As this project moves into the next stage of its development, we recommend that you continue to revise this estimate utilizing more current project and more recent cost information.

¹ Main Street... When a Highway Runs Through It: A Handbook for Oregon Communities, November 1999, p. 33.

² 1000 Friends of Wisconsin and the Land Use Institute. “The High Cost of Free Parking” www.1kfriends.org. Information retrieved in January 2004.

³ Adapted from the Uptown Master Plan, Chilton WI, and the Sauk County Highway 12 Corridor Growth Management Plan, Vandewalle and Associates of Madison, WI.