

Village of Brownsville Comprehensive Plan Recommendations Report

Contents

	Page
1. Issues and Opportunities	1-1
1.1 Forward	1-1
1.2 Demographic Trends Summary	1-1
1.3 Demographic Forecasts Summary	1-2
1.4 Smart Growth Local Comprehensive Planning Goals	1-2
1.5 Village of Brownsville Comprehensive Plan Goals	1-3
1.6 Issues and Opportunities Goals and Objectives	1-4
1.7 Issues and Opportunities Policies and Recommendations	1-4
1.8 Issues and Opportunities Programs	1-5
2. Housing	2-1
2.1 Housing Characteristics and Trends Summary	2-1
2.2 Housing Unit Forecasts Summary	2-1
2.3 Housing for All Income Levels	2-2
2.4 Housing for All Age Groups and Persons with Special Needs	2-2
2.5 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing	2-2
2.6 Maintaining and Rehabilitating the Existing Housing Stock	2-3
2.7 Housing Goals and Objectives	2-3
2.8 Housing Policies and Recommendations	2-4
2.9 Housing Programs	2-4
3. Transportation	3-1
3.1 Existing Transportation Facilities and Trends Summary	3-1
3.2 Planned Transportation Improvements	3-1
3.3 Highway Access Management	3-1
3.4 Coordination with Existing Transportation Plans	3-2
3.5 Incorporation of State, Regional, and Other Transportation Plans	3-2
3.6 Transportation Goals and Objectives	3-2
3.7 Transportation Policies and Recommendations	3-3
3.8 Transportation Programs	3-4
4. Utilities and Community Facilities	4-1
4.1 Existing Utilities and Community Facilities Summary	4-1
4.2 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable	4-1
4.3 Future Needs for Government Services	4-5

4.4	Utilities and Community Facilities Goals and Objectives	4-5
4.5	Utilities and Community Facilities Policies and Recommendations	4-6
4.6	Utilities and Community Facilities Programs	4-8
5.	Agriculture, Natural, and Cultural Resources	5-1
5.1	Agricultural, Natural and Cultural Resources Summary	5-1
5.2	Agricultural Analysis	5-2
5.3	Natural Resources Analysis	5-2
5.4	Cultural Resources Analysis	5-2
5.5	Animal Waste Management	5-3
5.6	Agricultural, Natural, and Cultural Resources Goals and Objectives	5-3
5.7	Agricultural, Natural, and Cultural Resources Policies and Recommendations	5-4
5.8	Agricultural, Natural, and Cultural Resources Programs	5-5
6.	Economic Development	6-1
6.1	Economic Development Summary and Trends	6-1
6.2	Agriculture Industry Analysis	6-2
6.3	Employment Forecast	6-2
6.4	Desired Business and Industry	6-2
6.5	Strengths and Weaknesses	6-3
6.6	Sites for Business and Industrial Development	6-3
6.7	Economic Development Goals and Objectives	6-4
6.8	Economic Development Policies and Recommendations	6-4
6.9	Economic Development Programs	6-6
7.	Intergovernmental Cooperation	7-1
7.1	Intergovernmental Cooperation Summary	7-2
7.2	Opportunities for Shared Services and Intergovernmental Agreements	7-3
7.3	Existing Opportunities and Potential Conflicts with Other Governmental Units and Strategies for Conflict Resolution	7-4
7.4	Intergovernmental Cooperation Goals and Objectives	7-5
7.5	Intergovernmental Cooperation Policies and Recommendations	7-6
7.6	Intergovernmental Cooperation Programs	7-7
8.	Land Use	8-1
8.1	Projected Supply and Demand of Land Use During the Planning Period	8-1
8.2	Future Land Use Plan (Classifications)	8-2
8.3	Designation of Smart Growth Areas	8-5
8.4	Existing and Potential Land Use Conflicts	8-7
8.5	Land Use Goals and Objectives	8-7
8.6	Land Use Policies and Recommendations	8-8
8.7	Land Use Programs	8-8
9.	Implementation	9-1
9.1	Proposed Updates to Existing Ordinances	9-1
9.2	Regulatory Land Use Management Tools	9-1
9.3	Integration and Consistency of Comprehensive Plan Elements	9-10
9.4	Mechanisms to Measure Comprehensive Plan Progress	9-10

9.5 Comprehensive Plan Amendments	9-11
9.6 Comprehensive Plan Updates	9-11
9.7 Implementation Goals and Objectives	9-11
9.8 Implementation Policies and Recommendations	9-11
9.9 Implementation Programs	9-12

Tables

Table 8-1 Projected Land Use Demand (acres), Village of Brownsville, 2010-2025	8-1
--------------------------------------------------------------------------------------	-----

Appendix

Map 1-1: Regional Setting
Map 3-1: Functional Classification of Highways & Location of Railroads and Airports
Map 3-2: Average Daily Traffic Counts
Map 4-1: Fire Emergency Services Areas
Map 4-2: Emergency Medical Service Areas
Map 4-3: School District Boundaries
Map 4-4: County, State, & Federal Recreation Areas
Map 4-5: Telephone Service Providers
Map 4-6: Electric Utilities and Cooperatives
Map 4-7: Natural Gas Service Providers
Map 4-8: Public Sewer and Water Facilities
Map 4-9: Utilities and Community Facilities
Map 5-1: Wetlands
Map 5-2: Floodplains
Map 5-4: Historical, Cultural, and Archeological Resources
Map 7-1: Extraterritorial Jurisdiction
Map 8-1: Existing Land Use
Map 8-2: Year 2030 Future Land Use
Map 8-3: Extraterritorial Jurisdiction Future Land Use
Map 9-1: Existing Zoning

1. Issues and Opportunities

1.1 Forward

The *Village of Brownsville Recommendations Report* will guide future development of the Village of Brownsville for the next 20 years. This document should be used in coordination with the *Village of Brownsville Inventory and Trends Report*. These two documents together will meet the requirements of Wisconsin's comprehensive planning law, Wisconsin Statutes 66.1001.

The *Village of Brownsville Recommendations Report* positions the community to guide future land development in a way that preserves the character of the community, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the community should be used. The plan recommendations in this document are based on public input and involvement. Community goals, objectives, and policies are also based on and consistent with the recommendations. The recommendations should be used for development decisions in the community.

In the past, members of the plan commission and citizens made a list of issues and opportunities they felt were important in the community. The following issues and opportunities were used to help form the goals, objectives, and policies in the recommendations report. These issues and opportunities are also addressed throughout the plan.

- ◆ High traffic volumes on STH 49/Main Street
- ◆ Law enforcement, possible need for a full-time officer and an officer that lives in the community, shared service opportunity with other governments
- ◆ Wastewater treatment plant would allow for considerable expansion
- ◆ Possible need for assisted housing in the future
- ◆ Annexation, primarily for future residential
- ◆ Good relationship with the town
- ◆ Maintain single-family housing as the primary housing type
- ◆ Maintain controlled growth
- ◆ Limited funding for future infrastructure projects
- ◆ Maintain small, unique, close community
- ◆ Small village hall, need for more space
- ◆ Promote additional commercial development

1.2 Demographic Trends Summary

The Village of Brownsville had a 2010 population of 581 persons, which was a 1.9% increase from the 2000 population of 570. The growth experienced in the 1990s was significantly more (37.3%) than the growth experienced during the 2000s. The population of the village is anticipated to continue to move into older age groups, a trend similar to the state and the nation.

1.3 Demographic Forecasts Summary

Population forecasts completed by the Wisconsin Department of Administration (WDOA) estimate that the village will have a population of 655 persons by the year 2030, an estimated increase of 12.7% from the year 2010 population count. The WDOA population projections show the village will gain 74 new persons by 2030.

1.4 Smart Growth Local Comprehensive Planning Goals

Wisconsin's comprehensive planning law (smart growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.

13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.

1.5 Village of Brownsville Comprehensive Plan Goals

The Village of Brownsville generated the following goals to guide the process. Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more).

Issues and Opportunities Goals

Goal: Balance individual property rights with community interest and goals.

Housing Goals

Goal: Provide a full range of housing opportunities for current and future residents of the village.

Transportation Goals

Goal: Provide a safe and well-maintained transportation network.

Utilities and Community Facilities Goals

Goal: Provide community services in an efficient and cost-effective manner.

Agriculture, Natural and Cultural Resources

Goal: Maintain, preserve and enhance the village's agricultural, natural, and cultural resources.

Economic Development

Goal: Enhance, and diversify the local economy consistent with other goals and objectives.

Intergovernmental Cooperation

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Land Use

Goal: Provide for a compatible mix of land uses within the village.

Goal: Maintain small, unique, close community with controlled growth.

Implementation

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

1.6 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Village of Brownsville.

Goal: Balance individual property rights with community interest and goals.

Objectives

1. Utilize the village's comprehensive plan as a tool to guide village decision making.
2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

1.7 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Policies

1. The village may send out periodic questionnaires during the stages of plan and ordinance development.
2. The village will hold open meetings.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Use mailers, newsletters, flyers, etc. to promote public participation input in the village's implementation of the comprehensive plan.

1.8 Issues and Opportunities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also reiterates that a Regional Planning Commission's comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town, or county), and a political subdivision's comprehensive plan.

Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at www.doa.state.wi.us.

2. Housing

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element. The comprehensive planning process necessitates that each community analyze the impact of the local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20-year planning horizon.

2.1 Housing Characteristics and Trends Summary

In 2010, the Village of Brownsville had 233 housing units, a 9.4% increase from 2000. Approximately 80% of housing units are owner-occupied while 20% are rented occupied. Unlike some of the surrounding area's settlement history, the greatest percentage of the village's housing units (28.8%) were built during the 1990 to 1999 time period, whereas 30.8% of Dodge County's existing housing units were built prior to 1940. In Brownsville, only 20.4% of the housing units were built prior to 1940. The median value of housing units was \$169,300 in 2011, higher than the county's median of \$157,400.

2.2 Housing Unit Forecasts Summary

Housing unit forecasts should be used as a guide to estimate required acreage to accommodate future residential development, as well as to prepare for future demands growth may have on public facilities and services. According to the housing unit projections, the Village of Brownsville will have a need for 31 new housing units by 2030, a 13.3 percent increase in housing units from 2010 to 2030. The need for an additional 12 housing units is projected by 2020. The challenge for the village will be to determine where these new housing units will be built and at what density. However, there is adequate land available for development and the number of new housing units needed is not beyond the capability of Brownsville.

2.3 Housing for All Income Levels

Traditionally, most rural towns and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels. Every community in Dodge County should assess if the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income. In the Village of Brownsville, approximately 28.1% of those with a household mortgage paid 30% or more in monthly owner costs from their household income. For renters in the village, 52.2% paid 30% or more in gross rent as a percentage of their household income.

The Village of Brownsville does have a significantly higher median household income when compared to Dodge County. It is anticipated that single family homes will continue to be the dominant housing type in the village. However, for its size the village does offer an adequate mix of other housing types to accommodate various income levels.

2.4 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Many of these issues are already important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents, where there is a desire for these residents to remain in the area during their retirement years.

The age structure of Dodge County and the Village of Brownsville is shifting to older age groups. For the Village of Brownsville, the majority of the population was in the 45 to 54 age group in 2010. It is anticipated that this age group will continue to expand requiring the community to further assess its ability of providing housing for all age groups and persons with special needs. There are currently no assisted living facilities in the village.

2.5 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use

this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

Through its zoning code and the future land use map the village has identified areas of the community which are more suited to multi-family or two-family structures. While demand is generally limited for these types of housing in the village, the necessary implementation tools are in place to accommodate and/or review requests for such structures in the future.

2.6 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

2.7 Housing Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding housing.

Goal: Provide a full range of housing opportunities for current and future residents of the village.

Objectives

1. Promote single-family homes as the preferred type of housing supply in the village.
2. Direct development to areas that can be efficiently served with roads, and public utilities.
3. Maintain and/or increase local and regional efforts to create quality housing with rents affordable to working families, and developments for elderly and special-need individuals.
4. Direct multi-family housing to areas that will not disrupt established neighborhoods.
5. Prepare an inventory of potential residential in-fill development areas.
6. Increase maintenance and rehabilitation efforts to maintain property values and improve the existing housing stock.
7. Encourage a range of housing sizes and types so that a choice of housing is available.
8. Promote the development of housing for elderly.

2.8 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village should promote development of affordable housing for various types of housing for resident and senior citizens consistent with available services.
2. The village shall enforce the ordinances in place to continue the maintenance of residential and commercial properties.
3. Any future buildings should be consistent with existing residences.
4. The village will enforce the zoning ordinances that apply to the zoning map.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Ensure that exiting ordinances and codes can help maintain the high aesthetics of local neighborhoods in the village.
2. Pursue the development of elderly facilities/assisted living units within village to allow elderly residents to remain in the community.
3. Through intergovernmental coordination, annexation, and extraterritorial powers, ensure that there is an adequate supply of residentially zoned land for future use.
4. Evaluate the use of conservation subdivisions in the village, particularly for newly annexed areas.

2.9 Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at www.wheda.com for further information.

3. Transportation

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Therefore rail lines, waterways, airways, and trails are all additional opportunities that contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

3.1 Existing Transportation Facilities and Trends Summary

The Village of Brownsville transportation system consists of a state highway, county trunk highway, and local roads. The most significant transportation facility in the village is STH 49, which is also Main Street. This highway provides the primary route through the village and also accommodates the greatest traffic volumes. The village currently does not have any active rail lines or other modes of transportation. Sidewalks can be found in much of the community and are used extensively. The PASER program is used by the village to help plan for local improvements and to prioritize projects.

3.2 Planned Transportation Improvements

There are currently no planned transportation improvements for state or county facilities in the village. The village will continue to use its PASER program to plan transportation improvements for locally maintained facilities.

3.3 Highway Access Management

Access management has been defined by the WDOT as “the process that provides (or manages) access to land development, while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed.” This process is achieved through managing the design and location of driveways, median openings, and points of access to the state highway system. The level of highway access control is based on the importance of the highway to regional and statewide travel as determined through a functional classification system.

Highway access management will become increasingly important in the Village of Brownsville as the community grows. It is anticipated that traffic volumes on STH 49 will remain the same or more likely increase over the planning period. This may require limiting future points of access for newly developed areas and designing development in a way that limits access. In areas where this may be an issue in the future, the village should coordinate with the Wisconsin Department of Transportation as early in the development process as possible.

3.4 Coordination with Existing Transportation Plans

The Village of Brownsville has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the village's transportation system changes over time and as new transportation plans are created, the village should periodically review its comprehensive plan for continued consistency.

Coordination with transportation plans will be a priority if the Wisconsin Department of Transportation develops any plans for STH 49 within the village. If this would occur during the planning period, the village should coordinate extensively with WDOT in order to facilitate opportunities for other improvements beyond just highway repair.

3.5 Incorporation of State, Regional, and Other Transportation Plans

All applicable state, regional, county and local transportation plans have been incorporated in the development of the *Village of Brownsville Comprehensive Plan* as well as the *Dodge County Comprehensive Plan*.

3.6 Transportation Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding transportation.

Goal: Provide a safe and well-maintained transportation network.

Objectives

1. Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
2. Reduce accident exposure by improving deficient roadways and intersections.
3. Increase the use of the PASER evaluation rating system for road maintenance and project budgeting purposes.
4. Increase access and opportunities to use multi-use trails where appropriate.
5. When reviewing development proposals, consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.
6. Provide accommodations on pedestrian facilities for people with disabilities such as curb cuts, minimizing inclines and slopes of sidewalks, and ensuring sidewalk connectivity.
7. Provide educational materials to elderly or disabled individuals regarding transit opportunities.

8. Direct future residential, commercial and industrial development to roadways capable of accommodating resulting traffic.
9. Prioritize and plan for street repair and reconstruction.
10. Maintain posting of roads.
11. Investigate methods to reduce traffic speed.

3.7 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village should identify problem areas and use discretion for signs or vehicles blocking intersections or roadways.
2. The village should enforce right-of-way and vision triage ordinances in order to avoid visual blockages and hazards.
3. The village may use speed signs to inform drivers of the speed.
4. The village should maintain all streets and sidewalks in a timely fashion.
5. The village may investigate possibilities of multi-use trails along existing roadways and expand with development of new roadways.
6. The village shall provide educational materials for the elderly or disabled regarding transit opportunities.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Before approving any development, review traffic patterns and anticipated effects on traffic flow, volumes, speeds, etc.

2. Increase communication with the WDOT regarding STH 49 traffic volumes and what traffic calming tools are available.
3. Continue to require and increase the availability of sidewalks in neighborhoods and investigate opportunities for trail development.
4. For areas of planned development around or near STH 49, initiate discussions with the WDOT to discuss highway access.
5. Utilize PASER in developing a Capital Improvement Plan that is updated annually for transportation improvements.

3.8 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

Hazard Elimination Program (HES)

The objective of the Hazard Elimination/Safety Program (HES) is to provide funds up to 90% of the cost of eliminating hazards at locations with safety problems that can be documented. All public thoroughfares are eligible, including bikeways. Projects are selected on the basis of collision history and need. Federal legislation has broadened the project eligibility to include traffic calming projects as well. Applications are solicited in odd years for a four-year cycle. For more information contact the Wisconsin Department of Transportation.

Incidental Improvements

Bicycle and pedestrian projects are broadly eligible for funding from most of the major federal-aid programs. One of the most cost-effective ways of accommodating bicycle and pedestrian accommodations is to incorporate them as part of larger reconstruction, new construction and some repaving projects. Generally, the same source of funding can be used for the bicycle and pedestrian accommodation as is used for the larger highway improvement, if the bike/ped accommodation is “incidental” in scope and cost to the overall project. Overall, most bicycle and pedestrian accommodations within the state are made as incidental improvements. For more information contact the Wisconsin Department of Transportation.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums 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. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

4. Utilities and Community Facilities

Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes and contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users' ability or interest in paying for the service.

This element includes a summary of existing facilities and services and details future needs for services and facilities. Goals, objectives, policies, recommendations, and programs are also provided.

4.1 Existing Utilities and Community Facilities Summary

Primary utilities and community facilities available in the Village of Brownsville include a village hall/police department, library, garage, wastewater treatment plant including office, two wells, and concession and recreation facilities at Dale R. Michels Memorial Park. The village is also home to the Brownsville Community Club which is often used as a community center and for large gatherings. Key services provided by the village to its residents include police and fire protection, solid waste and recycling services, sewer, stormwater, and water service. Overall, the village's facilities and services are in good condition and meeting the needs of the community.

4.2 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The Village of Brownsville has identified that the following utilities and facilities may need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years). The following projects have not been reviewed for potential cost. This is considered an ideal list of projects and activities that the village may need over the planning period.

Public Buildings and Administrative Facilities and Services

Short Term

- ◆ Maintain and restore if necessary existing village buildings, including, but not limited to, roof, windows, and restrooms.

Long Term

- ◆ Support Community Club.
- ◆ Develop a new village hall to house the village hall, police department, and a municipal garage.

Police Services

Short Term

- ◆ Periodically utilize speed monitoring and enforcement in village.
- ◆ Upgrade existing equipment.
- ◆ Development of municipal court.
- ◆ Increase Dodge County Sheriff and state patrols in village.

Long Term

- ◆ Emergency government preparedness.
- ◆ Pursue the development of a full-time police department as the village grows during the planning period. Consider the development of the force in coordination with neighboring municipalities.
- ◆ Develop new facilities for the department.
- ◆ Plan for squad upgrade

Fire Protection and EMT/Rescue Services

Short Term

- ◆ Work with Brownsville Fire Company to maintain level of service expected.
- ◆ Work with Brownsville Fire Company to maintain level of personnel and training.
- ◆ Work with Brownsville Fire Company to maintain existing equipment.
- ◆ Work with Brownsville Fire Company to add new or improved technology when possible.

Long Term

- ◆ Review plans for funding department if necessary.
- ◆ Evaluate need for a larger fire house.
- ◆ Evaluate services and equipment available as community grows.
- ◆ Evaluate regionalization potential with area fire departments.

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term

- ◆ Maintain and update as necessary internet services at the library.
- ◆ Request improved landscaping at post office.

- ◆ Request the repair of wall and fencing by the cemetery to improve the aesthetics and safety in the area.
- ◆ Improve communications with local schools with regard to use of existing library facility.

Long Term

- ◆ Expand library to meet community needs as the village grows.

Parks and Recreation

Short Term

- ◆ Maintain existing park and recreation facilities.
- ◆ Incorporate walking areas into village parks.
- ◆ Improve road and parking areas in Michels Park.
- ◆ Plant trees in soccer field areas.
- ◆ Implement and plan for improvements as detailed in the Dodge County Parks, Outdoor Recreation and Open Space Plan.

Long Term

- ◆ Requiring park and recreational areas to be included in any new subdivisions and developments.
- ◆ Walking trail development.
- ◆ Frisbee golf development.
- ◆ Replace existing light poles with decorative facilities.
- ◆ Improve concession stand and bathrooms.
- ◆ Evaluate recreational and park facilities for meeting the needs of all members of the community.

Solid Waste and Recycling

Short Term

- ◆ Maintain existing solid waste, yard waste, and recycling program.
- ◆ Renegotiate contracts for services as necessary.
- ◆ Inform residents of landfill banned items and how to properly dispose of them.

Long Term

- ◆ Work with the county and private providers on improving efficiency of services.
- ◆ Develop a larger compost facility further away from residential development.
- ◆ Expand services to accommodate for village growth.

Sanitary Sewer Service

Short Term

- ◆ Maintain existing collection and treatment system and buildings.
- ◆ Improve infiltration problems in sewer mains and laterals.
- ◆ Fix gravel on lagoons.

Long Term

- ◆ Improve sewer lines as necessary.
- ◆ Replace filter and replace generator.
- ◆ Require adequate facilities and capacities for sewer service prior to development.
- ◆ Consider annexing areas into current system.

Public Water

Short Term

- ◆ Maintain Well no. 1 as an emergency facility.
- ◆ Replace old hydrants.
- ◆ Paint water tower.
- ◆ Maintain water quality and existing equipment.

Long Term

- ◆ Evaluate water storage capacity to meet the long term needs of the village. Begin planning and budgeting as necessary.
- ◆ Replace cast iron water mains.
- ◆ Rebuild well no. 2 pump.
- ◆

Stormwater Management

Short Term

- ◆ Improve existing ditches used for stormwater management.
- ◆ Review current stormwater conditions in village and improve where necessary, coordinate with neighboring communities when possible.

Long Term

- ◆ Plan for necessary stormwater facilities prior to allowing future development.

Health Care and Child Care Facilities

Short Term

- ◆ Evaluate if a child care facility could be supported in Brownsville.
- ◆ Support the continued service of dental and medical clinics in the village.

Long Term

- ◆ Evaluate need for an expanded clinic or pharmacy in the area.

Local Roads and Bridges

Short Term.

- ◆ Continue to enforce snow shoveling requirements on west side of town and sidewalks.

Long Term

- ◆ Evaluate the purchase of new snow removal equipment in coordination with surrounding communities.
- ◆ Improve and upgrade street signage.
- ◆ Develop an action plan for improving the downtown area.
- ◆ Continue to maintain and improve deficient roadways.

Additional Facilities, Programs, or Operations

Short Term

- ◆ Maintain community interest and demand in wireless internet service.
- ◆ Develop a Capital Improvement Plan which is updated annually for all village utilities and community facilities.

Long Term

- ◆ Pursue continued implementation of recommendations and update as necessary.

4.3 Future Needs for Government Services

While the previous section detailed infrastructure needs the community will deal with during the planning period, there are also service level needs that may arise in the community. For example, additional police or fire service, need for a building inspector, or additional park and recreation services.

The village has identified the need for additional police services in the future, particularly if the community continues to grow. In addition, the village may find to have the need for additional administrative assistance. As the community grows and the village deals with increased demand for services, maintaining cost-effective and efficient services may require the assistance of a public administrator or additional full-time staff. In addition to paid staff, the village will continue to rely on community volunteers to serve on local committees and boards and pursue village priorities.

4.4 Utilities and Community Facilities Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding utilities and community facilities.

Goal: Provide community services in an efficient and cost-effective manner.

Objectives

1. Maintain public facilities and services to keep up with existing and anticipated population growth.
2. Evaluate impacts to community facilities and services when reviewing development proposals.

3. Increase cooperation in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
4. Increase coordination efforts with the School District in order to allow them to anticipate future growth and provide appropriate facilities.
5. Ensure proper disposal of wastewater to ensure the protection of public health and to protect the quality of ground and surface water.
6. Work with Dodge County and other jurisdictions to provide a variety of recreational opportunities.
7. Review proposals for stormwater management to ensure that roads, structures, and other improvements are reasonably protected from flooding.
8. Ensure that police, fire, and emergency services are appropriate to meet existing and future demands of the village.
9. Balance the need for community growth with the costs of providing services.
10. Increase the use of stormwater management practices to abate non-point source pollution and ensure water quality.
11. Maintain an adequate water distribution system for potable water and fire protection.
12. Annually evaluate solid waste and recycling services available to residents to determine if current needs are adequately being met.
13. Increase opportunities for programs and initiatives by the library to promote community education.
14. Support development of well-planned trails.
15. Consider and promote the feasibility of full-time law enforcement.

4.5 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village should ensure that police, fire, and emergency services are appropriate to meet existing and future demands by doing an annual review of such services to determine if they are being provided efficiently and cost-effectively.
2. The village shall pursue opportunities to provide more cost-effective solid waste and recycling services.
3. Development which can not prove cost effective in covering required services, utilities, and community facilities should not be pursued.
4. The village should work with local school districts in order to anticipate future service and facility needs.
5. The village shall maintain the high level of service and quality of library facilities within the planning period.
6. All park facilities shall be in compliance with the Americans with Disabilities Act.
7. Sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.
8. Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.
9. The village shall address stormwater management as a requirement of all development proposals.
10. The village should investigate and pursue the development of a new village hall to contain the village hall, village police, and municipal garage during the planning period.
11. The village should pursue the development of a full-time police department as the community grows.
12. The village will cooperate in the planning and coordination of utilities with other agencies and jurisdictions by increasing communication efforts in order to efficiently serve local and regional growth.
13. The village shall continue to provide quality park and recreation facilities within the village as a community priority.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives. Refer to

section 4.2 for a listing of recommendations for utilities and community facilities over the planning period.

4.6 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Tax Incremental Financing (TIF)

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce or the Wisconsin Department of Revenue should be contacted for further information.

Public Service Commission of Wisconsin

The Public Service Commission of Wisconsin (PSC) is an independent regulatory agency dedicated to serving the public interest. The agency is responsible for the regulation of Wisconsin public utilities, including those that are municipally-owned. The Public Service Commission of Wisconsin is divided into several divisions and offers consumer information and technical assistance. The PSC can continue to provide the village with information and assistance in dealing with wind energy facility development in the area.

5. Agriculture, Natural, and Cultural Resources

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin's natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

The remainder of this element will provide a summary of features in the community and identify trends that are occurring. Goals, objectives, policies, recommendations, and programs are also provided.

5.1 Agricultural, Natural and Cultural Resources Summary

Due to the level of development currently present in the Village of Brownsville, there are limited agricultural and natural resources. There are currently no significant areas within the village that are undeveloped, forested, or in agricultural use. However, the majority of areas surrounding the village in which future development may occur are in agricultural use and/or minimally developed. Small wetland areas can be found in the village and there is also a small portion of the community in a floodplain, primarily located along Kummel Creek. For cultural resources, the village does not have any sites listed on the state or national historic register, but St. Paul's Lutheran Church is noted as having local historic value. The village library also is a local cultural amenity.

5.2 Agricultural Analysis

According to the 2012 Wisconsin Agricultural Statistics, the number of farms in Wisconsin has decreased by 1.9% since 2007 while the average size of farms has increased by only 1.3%. It is important to note that while these trends are occurring at the state level, some counties in the state may have experienced more farmland loss and others may have experienced a significant increase in the size of average farms. The characteristics unique to each community attribute in different ways to the overall agriculture industry of Dodge County. Agricultural land uses currently are located around the entire village. During the planning period the village may experience increased conflicts with the town and landowners on the use of agricultural land adjacent to the village.

5.3 Natural Resources Analysis

The natural resources found in Dodge County contribute to the overall quality of life of residents and are a major influence on why some choose to live in the county. Forests, wetlands, wildlife areas, lakes, rivers, streams as well as many other features contribute to the natural resource base of the county. Many of these features cross municipal boundaries and require an integrated system of management and protection. Each community in the county can therefore influence not only its own natural resource base, but that of its neighbors or even the region. There are currently limited remaining natural features in the village, however there are several areas outside the village with natural resources include woodlands which should be protected from development as much as possible and incorporated into the village's future development pattern.

5.4 Cultural Resources Analysis

The Village of Brownsville currently has no sites in the community listed on the State or National Historic Register. The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. According to the AHI, the Village of Brownsville has two sites on the Wisconsin Architecture & History Inventory.

- ◆ St. Paul's Evangelical Lutheran Church
- ◆ Lerch, Ernest, House and Barn

Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers. The village is also home to a number of older residential and commercial structures that have been well maintained over time. These structures contribute to the small town atmosphere and overall character of the community. As needed in the future, the village should consider the use of implemental tools which can help maintain the historical and cultural features of the community.

5.5 Animal Waste Management

Because agriculture is so prevalent in Dodge County, one of the most significant potential groundwater contamination sources is animal waste. Both storage and spreading of animal waste can contaminate groundwater if not done properly. These issues can affect the village with regard to groundwater and new well development.

Animal waste storage facilities currently in use may range from manure pits dug 50 years ago to newly engineered and installed storage structures. The Dodge County Land Conservation Department administers the Dodge County Manure Storage Ordinance. This ordinance was adopted in June of 1997, and requires anyone who is planning to build a new manure storage system, or anyone who is planning to modify an existing manure storage system in Dodge County to obtain a permit from the Dodge County Land Conservation Department, and to do this construction work in compliance with construction standards. A nutrient management plan is also required for the first year.

The State of Wisconsin also regulates livestock operations with 1,000 animal units or more and those livestock operations with less than 1,000 animal units that have discharges that significantly affect water quality. Animal waste contains chlorides, nitrogen, and phosphorus, among other pollutants. The WDNR has codified statewide performance standards for agricultural operations of various types and sizes. These performance standards include:

- ◆ manure management prohibitions
- ◆ nutrient management
- ◆ manure storage
- ◆ soil loss from riparian fields

Implementation of the standards and prohibitions will occur primarily through the counties, although the department will be the main implementation authority for permitted facilities.

5.6 Agricultural, Natural, and Cultural Resources Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding agricultural, natural, and cultural resources.

Goal: Maintain, preserve and enhance the village's agricultural, natural, and cultural resources.

Objectives

1. Direct growth away from environmentally sensitive areas, such as wetlands and floodplains.
2. Discourage the clear-cutting of any existing woodlands.

3. Maintain and improve existing parklands to meet the passive and active recreational needs of the community.
4. Work cooperatively with Dodge County, local historical societies, and other appropriate organizations to identify, record, and protect sites and structures that have historical or archaeological significance in the village.

5.7 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village will work cooperatively with Dodge County, local historical societies, and other applicable organizations, where appropriate, to identify, record, and protect sites and structures that have historical or archaeological significance.
2. Development occurring within or near independent environmental resources shall incorporate those resources into the development rather than harm or destroy them.
3. Household hazardous waste collection will be performed at least once every five years.
4. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.
5. Municipal services will not be extended into farmland unless a plan for their immediate use is in place.
6. All new development proposals should be evaluated based on potential impacts to environmental features and ecological health including:
 - ◆ Wetlands
 - ◆ Woodlands and wildlife
 - ◆ Contiguous natural corridors
 - ◆ Threatened or endangered species and habitats
 - ◆ Groundwater
 - ◆ Surface water
 - ◆ Floodplains
 - ◆ Air quality

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. As much as possible, incorporate existing natural features into future development areas in the village.

5.8 Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Act 307 – Notification to Nonmetallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist.

Wisconsin's Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the Wisconsin Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. For more information regarding the program go to www.commerce.state.wi.us/CD/CD-bdd-overview or contact the Bureau of Downtown Development, Division of Community Development.

6. Economic Development

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development helps pay the bills. It requires working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

1. Knowing your region's economic function in the global economy
2. Creating a skilled and educated workforce
3. Investing in an infrastructure for innovation
4. Creating a great quality of life
5. Fostering an innovative business climate
6. Increased use of technology to increase government efficiency
7. Taking regional governance and collaboration seriously

This section provides a summary of economic characteristics of the Village of Brownsville, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.

6.1 Economic Development Summary and Trends

The majority of residents of the Village of Brownsville were employed in the manufacturing sector in 2011 (18.7%), followed by the construction sector (15.0%). The median household income in the village for 2011 was \$65,000, significantly higher than the county's median of \$53,589. The average travel time to work for residents of Brownsville was 19.8 minutes in 2011, indicating that many residents may work outside of the village.

Brownsville's local economy includes a variety of businesses and industry generally typical for a community of its size in Wisconsin, including such businesses as a small medical clinic, grocery store, convenience store, and local eating and drinking establishments. A notable unique feature to Brownsville is the Michels Corporation which is headquartered in the village. Michels currently occupies almost all of the village's industrial zoned property.

6.2 Agriculture Industry Analysis

Agriculture is an important economic force in Dodge County which includes hundreds of family owned farms, related businesses, and industries that provide equipment, services, and other products farmers need to process, market, and deliver food and fiber to customers. Dodge County consistently ranks among the top five producers in the state for corn used for silage and grain, winter wheat, sweet corn, peas, soybeans, hogs and pigs, cattle and calves, and milk and cheese production. Agriculture provides jobs for approximately 9,608 Dodge County residents and accounts for \$2.3 billion in business sales. Every community in the county is economically influenced by the agriculture industry and will likely continue to be for many years in the future.

6.3 Employment Forecast

An important feature of determining the economic health and future of Dodge County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Dodge County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United State or internationally will affect the State of Wisconsin and eventually trickle down to local level economies.

The Wisconsin Department of Workforce Development (WDWD) released information on the projected job growth in South Central Wisconsin for the period of 2008-2018. The report shows that the occupations of Installation, Maintenance and Repair and Health Care have the two highest projected job growths to the year 2018. While Installation, Maintenance and Repair had the largest percentage growth (17.0%), the Health Care field will add the largest number of jobs (1,940) by 2018. The Management, Business, and Financial field will add the second highest number of new jobs (930) by 2018. Many of the projections provided in the report will affect local and/or Dodge County economies.

6.4 Desired Business and Industry

Similar to most communities in Dodge County, the Village of Brownsville would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies.

The village has identified the desire to redevelop Main Street. Desired business for a redesigned or refurbished area would include small retail shops, eating establishments, and generally service type businesses that can be supported by the local community. The village has also specifically identified the desire for a casual dining establishment within the village. In addition to the downtown, the village is planning for additional commercial sites to be located along STH 49 on the western end of the village. This area currently includes a convenience station and would be ideal for other commercial businesses that can benefit from the traffic going through the community on the highway.

6.5 Strengths and Weaknesses

A determination of the strengths and weaknesses of Dodge County and the Village of Brownsville and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the Village of Brownsville are as follows:

Strengths

- ◆ Access to STH 49 and relatively close access to STH 41 and STH 151
- ◆ Available infrastructure to support new business and industry.
- ◆ Community features that make the village a desirable place to live including recreational opportunities, local clubs, library, and organizations.
- ◆ Small town quality of life.
- ◆ Well kept and maintained neighborhoods.
- ◆ Availability of special financing such as tax incremental financing.
- ◆ Growing community to support local employment needs.
- ◆ Land available in village growth areas for future business and industrial development.
- ◆ Opportunities for redevelopment or use of vacant sites in the downtown for businesses.
- ◆ Traffic volumes on STH 49 allowing for access and exposure.
- ◆ Current diversity of local economic base.
- ◆ Excellent schools including local school.
- ◆ Local banking institution.
- ◆ Local medical services.

Weaknesses

- ◆ Lack of broad retail services.
- ◆ Limited service business such as restaurants, coffee shop, bakery, video, etc. often desired by residents.
- ◆ Aging of population and need to continue to attract young families.
- ◆ Lack of diversity of industrial business in community.

6.6 Sites for Business and Industrial Development

Sites for business and industrial development within the Village of Brownsville are detailed on the Future Land Use Map, located in the appendix.

6.7 Economic Development Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding economic development.

Goal: Enhance, and diversify the local economy consistent with other goals and objectives.

Objectives

1. Increase efforts to promote the unique features of the village.
2. Promote opportunities for year-round recreational opportunities and tourism related business.
3. Accommodate home-based businesses that do not significantly increase noise, traffic, odor, lighting, or would otherwise negatively impact the surrounding area.
4. Increase village involvement, where appropriate, in supporting local, county, and regional economic development groups.
5. Support efforts that maintain agriculture as a major component of the local and regional economy.
6. Retain and provide new opportunities for local employment of citizens.
7. Distinguish and market features unique to the community in order to create a unique community identity within the county.
8. Increase efforts to pursue funds or grants that promote main street development or the preservation of historic structures.
9. Increase opportunities for small business development and growth by providing adequate areas zoned for commercial development and professional offices.
10. Establish support services and technical assistance for small businesses.
11. Support the development of casual dining in the village.

6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village shall support economic development that is consistent with the characteristics of the community, the comprehensive plan, and existing ordinances and codes.
2. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
3. Commercial and industrial development should be steered to designated areas consistent with the Future Land Use Plan Map and Zoning Map.
4. The village should develop an action plan for the revitalization and improvement of Main Street.
5. The utilization of economic development related grants, programs or tax incentives shall be evaluated for their applicability to the village.
6. The village should ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
7. Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
8. The development of economic area plans should be considered within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.
9. The village shall continually monitor and research methods available for reducing traffic volumes on Main Street.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community's policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Pursue the redevelopment of Main Street by developing an action plan and goals and objectives specific to Main Street and evaluate funding opportunities.
2. Work with developers to develop a commercial area development plan for the western portion of the village that meets the needs of the developer and the village.

6.9 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

University of Wisconsin Extension – Dodge County

The purpose of the Community Resource Development Program (CRD), within the Dodge County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information about Extension services visit www.uwex.edu/ces/cty/dodge.

Dodge County Economic Development Revolving Loan Program

The Dodge County Land Resources and Parks Department operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Dodge County Land Resources and Parks Department.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans 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. For more information contact the Wisconsin Department of Commerce.

Wisconsin's Main Street Program

The Main Street Program is a comprehensive revitalization program designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the Wisconsin Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. For more information regarding the program go to www.commerce.state.wi.us/CD/CD-bdd-overview or contact the Bureau of Downtown Development, Division of Community Development.

7. Intergovernmental Cooperation

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save community money, as well as the disappointment and frustration of unwanted outcomes.

- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

This element will contain information regarding existing plans or agreements, opportunities for the future, existing and potential conflicts, and identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

7.1 Intergovernmental Cooperation Summary

The Village of Brownsville was a partner in facilitating intergovernmental cooperation by being an active participant in the Dodge County multi-jurisdictional comprehensive planning process. The village has been participating with area towns in discussions regarding the siting of wind energy facilities in the area. The village also contracts with the Brownsville Fire Company which provides service to the village as well as to several other surrounding communities. The Village of Brownsville is currently not a party to any other formal intergovernmental agreements. However, the village has identified several opportunities some of which will be pursued during the planning period.

7.2 Opportunities for Shared Services and Intergovernmental Agreements

School Districts

The Village of Brownsville is served by the Lomira School District as well as St. Paul's Elementary School. Potential opportunities for cooperation include working with the school district to anticipate future growth, facility, and busing needs. In addition, school districts often provide recreational facilities for field or court sports which could be coordinated with the village.

Siting and Building Public Facilities

A community's public facilities and infrastructure is a major community asset that is not only a major financial commitment, but an influence on overall community design, land uses, and attractiveness to residents and businesses. In many cases a community requires facilities to meet the needs of its own residents. There are opportunities however in which facilities have excess capacity or could be more cost effectively utilized or constructed if shared with other communities. Facilities where this may occur include wastewater treatment facilities, parks, libraries, municipal buildings, and water storage to name a few.

The Village of Brownsville currently has limited plans for new or improved public facilities. The village may consider during the planning period the development of a new village hall facility. Prior to any action, the village should coordinate with surrounding communities on their needs for similar facilities and evaluate the possibility of a shared facility. A similar process should be used by the village for any other facility development.

Sharing Public Services and Equipment

Similar to public infrastructure and facilities, public services and equipment can be shared to increase cost effectiveness or efficiency. For example, a community may have an administrative or public works employee who is employed full time, but can not be fully utilized and kept busy full-time. The excess capacity of that position could be contracted via an intergovernmental agreement or other mechanism to be used by a neighboring community who may not be able to employ a similar position full-time. A similar strategy could also be applied to equipment owned by a community. Finding these opportunities requires communication between neighboring communities and a commitment to finding unique solutions.

The village has identified the possibility of sharing police services with surrounding communities. There are also opportunities for shared use of a building inspector or zoning administrator. Sharing of equipment may be possible with regard to the Brownsville Fire Company, however this would need to be coordinated by the Fire Company. Similar to public facility development, the village should continue to communicate with surrounding communities on public service and equipment needs or available capacity to identify opportunities for sharing.

7.3 Existing Opportunities and Potential Conflicts with Other Governmental Units and Strategies for Conflict Resolution

Opportunities

Numerous opportunities for service or program administration exist for cooperation with other units of government. Several opportunities are described as follows:

<u>Opportunity</u>	<u>Other Governmental Unit Assistance</u>
1. Assistance in rating and posting local roads or PASER implementation.	Dodge County Highway Department
2. Update and amend comprehensive plan and/or ordinances when applicable.	Dodge County Land Resources and Parks Department
3. Coordinated service sharing or contracting such as police services, solid waste and recycling, recreation programs, etc.	Town and Village of Lomira, Town of Leroy, Dodge County applicable departments, Fond du Lac County and communities
4. Growth area development through annexation, utilizing boundary agreement or extraterritorial powers.	Town of Lomira, Dodge County Land Resources and Parks Department

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a pro-active fashion. In other words, pursuing opportunities will often avoid future conflicts. Thus, several of the potential conflicts identified may be similar to the opportunities discussed earlier. Potential conflicts and the process to resolve the conflicts are summarized as follows:

<u>Potential Conflict</u>	<u>Process to Resolve</u>
1. Concern over land use development in town negatively impacting the village and future growth plans.	Utilization of extraterritorial powers. Working with the town on zoning and plans for extraterritorial area. Maintain communication with the Dodge County Land Resources and Parks Department on land use issues.

Potential Conflict

2. Wind energy facility development negatively impacting the village and future growth plans.

Process to Resolve

Continue communication with facility developers and the Public Service Commission.

Maintain communication with the Dodge County Land Resources and Parks Department regarding county's regulation of facilities.

7.4 Intergovernmental Cooperation Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding intergovernmental cooperation.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Improve cooperation and coordination with adjacent municipalities regarding long-range planning and land use controls.
2. Continue to develop the cooperative working relationships the village has established with neighboring communities and the county.
3. Increase cooperation with neighboring communities and Dodge County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
4. Utilize county technical assistance to support village planning efforts.
5. Improve communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.
6. Pursue cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.
7. Support the coordination and development of a municipal court.

7.5 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. In order to provide services more efficiently, the village should increase communication efforts and cooperative planning efforts with neighboring communities, the county, and other appropriate jurisdictions.
2. Before the purchase of new village facilities or equipment, or the reinstatement of service agreements, the village should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions in order to provide services efficiently and save taxpayer’s money.
3. The village should work with the Town of Lomira to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
4. The village should consider the development of a cooperative boundary plan with the neighboring town and townships within the planning period.
5. Neighboring communities and districts will be invited to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.
6. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
7. The village shall participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to identify public facilities and/or service that may be consolidated or otherwise provided in a more cost-effective and efficient manner in cooperation with other communities.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Whenever possible develop a boundary or intergovernmental agreement with the town prior to annexation.
2. Identify opportunities for shared services with neighboring communities.

7.6 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at www.uwex.edu/lgc/.

Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. First established in 1898, the League acts as an information clearinghouse, lobbying organization and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state. For more information on the League and the services and information they can provide visit their web-site at www.lwm-info.org or call (608) 267-2380.

8. Land Use

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the Village of Brownsville as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the village. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The village can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, and attitudes, and legal and political considerations all have land use impacts.

Refer to the *Village of Brownsville Inventory and Trends Report* for information and acreages of existing land uses in the village.

8.1 Projected Supply and Demand of Land Use During the Planning Period

Table 8-1 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2030 in the Village of Brownsville. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-1, Projected Land Use Demand (acres), Village of Brownsville, 2015-2030

Year	Residential (1)	Commercial/Industrial (2)	Institutional (3)	Agricultural* (4)
2015	102.0	136.8	47.8	78.6
2020	105.6	141.6	49.5	81.4
2025	108.9	145.9	51.0	83.9
2030	111.6	149.5	52.3	86.0

(1) Residential includes single family, two family, multi-family, and mobile home parks.

(2) Commercial/Industrial includes commercial, industrial, and quarries.

(3) Institutional includes public & quasi-public, parks & recreation, and communication & utilities.

(4) Agricultural includes agriculture and vacant land.

Acreage figures were obtained from existing land use calculations as detailed in notes below the table. Year 2015 to 2030 acreage calculations were projected by utilizing Wisconsin Department of Administration (WDOA) population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the community's 2010 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as they do today. Agricultural and vacant land should decrease as other land uses expand, unless more agricultural and vacant land is annexed into the Village.

As indicated by the table, the demand for residential, commercial/industrial, and institutional land will increase in the village from 2015 through 2030. In order to meet this demand the village would be required to annex additional land or use the existing agricultural or vacant land. Table 8-1 is only one method for anticipating future land use needs and should be used only in an advisory manner.

8.2 Future Land Use Plan (Classifications)

The future land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the village. The plan is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Major components of the future land use plan include the Future Land Use Map and the future land use management area classifications. According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classifications. To address this requirement, the following future land use classifications have been developed to allow the Village of Brownsville the opportunity to promote the desired features of the village. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use. Detailed below are the classifications selected by the Village of Brownsville.

- ◆ Residential
- ◆ Commercial
- ◆ Industrial
- ◆ Utilities and Community Facilities
- ◆ Recreation
- ◆ Conservancy

The future land use classifications that were selected by the village are largely a reflection of existing zoning. Prior to the beginning of the comprehensive plan development process, the village adopted an updated zoning map. The new zoning map had been thoroughly reviewed by local officials and largely reflects the desired future state for the community. The future land use map was therefore developed by the village to allow consistency with the new zoning map as well as support desired future land uses.

Residential (Yellow)

Description

The residential designation is designed to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal (public) sewer and water systems and as dictated by the village's zoning code and map. Planned residential expansions will primarily occur through recorded subdivisions. Densities will be regulated by the village's zoning ordinance. Residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

Intent

The residential areas designated on the future land use map reflect all areas that are currently in residential use. It also includes all areas that are zoned for some type of residential use. As indicated in the description, the village's zoning code will be used to further designate the type of residential use allowed in the residential future land use classification.

There is only one area of the village where the future land use classification does not reflect a residential use on the zoning map. Just to the east of Dale R. Michels Memorial Park, along the village's border, an area has been designated for residential use which is currently designated as agricultural on the village zoning map. This area was designated for future residential use in anticipation of additional residential being annexed to the village in the area in the future. The area was also indicated as being ideal for residential development.

Commercial (Red)

Description

The commercial designation is designed to include existing and planned commercial development served primarily by municipal (public) sewer and water systems. This land use includes a variety of commercial activities including downtown and highway business. In general, commercial activity should be clustered and designed to the character of the village. Reuse and/or redevelopment of vacant commercial buildings especially in downtown areas are encouraged. Certain categories of business activity such as service stations, restaurants, and farm related business which require highway orientation or larger land parcels in close proximity to a major road are supported. All commercial developments should provide adequate off-street parking and controlled access onto public roads. Intensive commercial activity in close proximity to residential development should be avoided.

Intent

The commercial areas designated on the future land use map include all area that are currently zoned for commercial use, C-1 and C-2 zoned areas. The zoning code will be used to designate the types of commercial uses allowed in this classification. It is recognized by the village that there are generally adequate areas in the downtown zoned for commercial use, however additional areas for larger commercial uses may be needed in the future. Accommodating these uses will require annexation by the village. Ideally these areas will be located adjacent existing commercial development on the west end of the village surrounding STH 49.

Industrial (Purple)

Description

These mapped areas represent where industrial type land uses are anticipated. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, wholesale establishments and contractor storage yards are some of the examples of uses included in this category. All uses will be dictated by zoning.

Intent

Industrial area designated on the future land use map includes all areas that are currently zoned for industrial use. Any additional industrial areas will require annexation by the village. These areas should be located adjacent to existing industrial.

Utilities and Community Facilities (Brown)

Description

This category includes all public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, town/city/village halls, police and fire stations, museums, and schools are some examples of community services. Utilities would include uses such as electrical substations, water wells, water towers, natural gas regulator stations, and waste water treatment facilities.

Intent

The areas designated on the future land use map for utilities and community facilities would include cemeteries, community centers, schools, village offices, waste water treatment facilities, libraries and storm water retention areas.

Recreation (Blue)

Description

This category includes existing and future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.) are included in this category. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

Intent

Dale R. Michels Memorial Park is the largest area of the community designated for continued recreational use. This park is considered a major community asset and should be maintained as the primary recreational area for the community and the area.

Conservancy (Green)

Description

These mapped areas include wetlands as designated by the WDNR. This category could also include other significant natural resources such as selected woodlots, rock outcroppings, floodplains, or archaeological sites at the discretion of the local plan commission. Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the Conservancy classification.

Intent

Conservancy, as designated on the future land use map, only includes wetlands as designated by the WDNR. The majority of these areas may have been developed. Conservancy areas that have not been developed should be maintained and protected.

Extraterritorial Jurisdiction

The village has also identified desired future land uses for the village's extraterritorial jurisdiction. These future land uses are represented on Map 8-3, located in the appendix. The village has designated desired future areas of commercial, industrial, and residential development for the extraterritorial jurisdiction on this map. If the Village of Brownsville pursues extraterritorial zoning, this map should be used by the village to help facilitate this process.

In addition to the future land uses shown on Map 8-3, the village will discourage any other development within its extraterritorial jurisdiction that may limit the village's ability to grow and establish land uses as desired. This includes the location of wind energy systems. While the village is limited in regulating such facilities as detailed in Wisconsin Statutes, the village has identified that the location of such facilities should be beyond the village's 1.5 mile extraterritorial jurisdiction. This will therefore allow for the village to grow in an orderly and desired pattern that is not limited by the location of such facilities. In order to achieve this goal the village will continue to work with the county, neighboring towns, and wind energy system providers on the proper location of such facilities.

8.3 Designation of Smart Growth Areas

A Smart Growth Area is defined as "An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs."

The arrangement of incorporated municipalities scattered throughout Dodge County's rural landscape creates the perfect situation to practice "Smart Growth" (Directing growth into areas served with adequate utility and service infrastructures.) The Dodge County planning process and subsequently the *Village of Brownsville Comprehensive Plan* is based on the following six principles as identified by the American Planning Association:

Principle 1: Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. The Village of Brownsville has limited remaining natural areas, however features such as wetlands, contiguous woodlands, floodplains, and natural topography will be preserved as much as possible as development continues in the village. In addition, future development patterns including development outside the village's existing borders, will utilize the existing street network and utilities to minimize additional local road maintenance and improvement costs and limit the need for expansion of local utilities.

Principle 2: Full Use of Urban Services

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The Dodge County planning process has identified areas within the county's cities and villages to accommodate growth and development. For the Village of Brownsville, development will be encouraged in areas that currently have available urban services. The full use of these services will be encouraged prior to development in areas currently without service.

Principle 3: Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types, and a safe environment for all age groups. The Village of Brownsville contains a well-balanced mix of residential, recreational, commercial, and industrial development. This development pattern also provides the village with a unique community identity and character. The village will continue to accommodate a mix of uses to meet the needs of its residents as well as residents in adjacent rural towns.

Principle 4: Transportation Options

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. Within the Village of Brownsville a variety of transportation options are provided. STH 49 provides for higher volumes of traffic while local roads provide the necessary access to local residences and businesses. The village also has a number of areas that support pedestrian and bicycle travel. The overall rural nature of the region currently limits the need for other specialized modes of transportation such as public busing.

Principle 5: Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services. The Village of Brownsville as a whole utilizes human scale design that includes neighborhoods, recreational opportunities, commercial, and industrial activities. The village will continue to support development which contributes to unique neighborhoods and economic activity which support local jobs.

Principle 6: Implementation

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances. This plan recommends continued discussions and cooperation relative to land use planning with Dodge County and the Town of Lomira. The village has also developed an implementation strategy that best fits its needs for the future.

8.4 Existing and Potential Land Use Conflicts

The following list represents existing and potential land use conflicts the Village of Brownsville may experience during the planning period:

- ◆ Annexation conflicts and boundary disputes between the village and the Town of Lomira.
- ◆ Overlapping extraterritorial jurisdiction between the village and the Town of Lomira.
- ◆ Conflicts between future growth areas and the location of wind energy facilities.
- ◆ Disagreement on future subdivision design or area development plans with developers.
- ◆ Continued increases in traffic flows on STH 49 which effect existing development and pedestrian travel.
- ◆ Industrial and commercial development near the STH 49 corridor may conflict with existing and future residential development.

Resolutions to existing and potential land use conflicts are discussed throughout Section 9, Implementation element.

8.5 Land Use Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding land use.

Goal: Provide for a compatible mix of land uses within the village.

Objectives

1. Focus areas of new growth where public utilities and services can be provided most efficiently.
2. Identify preferred land use areas that will work to avoid future land use conflicts.
3. Maintain basic design standards for commercial and industrial development to protect property values and encourage quality design in the community.
4. Encourage urban in-fill, which is future development in areas where urban services are already in place.

Goal: Maintain small, unique, close community with controlled growth.

Objectives

1. Continue to pursue well-planned annexation in the village.

8.6 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. The village will encourage an efficient development pattern that utilizes the existing road network, utilities, and facilities through the use of land ordinances to guide growth and development in the village.
2. All development proposals shall meet the intent of the Future Land Use Plan as described within the Land Use element.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives. Refer to the Implementation element and the future land use classifications for recommendations with regard to land use.

8.7 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

9. Implementation

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

9.1 Proposed Updates to Existing Ordinances

The following sections detail proposed updates and recommendations to existing ordinances affecting the community. A brief description of the ordinance is provided as well as a description of its applicability to Dodge County.

9.2 Regulatory Land Use Management Tools

Regulatory tools stem from local government's responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

Primary Implementation Strategy

- ◆ Monitor effectiveness of new zoning map and coordination with the Future Land Use Map.
- ◆ Continue to pursue extraterritorial zoning or a similar mechanism to control development in village growth areas.
- ◆ Pursue tools and management strategies to provide quality and cost-effective infrastructure.
- ◆ Pursue the development of additional specialized ordinances as needed.
- ◆ Continue to utilize tools and management strategies that maintain the village's high aesthetics.

The Plan Commission has completed an action plan, which should be reviewed and updated annually.

Conventional Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

Dodge County Status

Dodge County has adopted a Land Use Code which contains zoning regulations for those towns that choose to adopt county zoning.

Village of Brownsville Status/Recommendation(s)

Status: The Village of Brownsville adopted a zoning ordinance in 1978. The text of this ordinance has remained relatively unchanged since its adoption. In 2004, the village adopted a new zoning map.

Recommendation(s): The village zoning ordinance will be the primary implementation tool for the village’s comprehensive plan. The village should monitor the effectiveness of the new zoning map in coordination with the comprehensive plan and monitor the need for changes or updates to the zoning ordinance. The Village of Brownsville zoning map, included in the appendix, should be reviewed for consistency with the village’s Future Land Use Map that is included in this plan.

Timeline: On-going

Extraterritorial Zoning

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.

Dodge County Status

In Dodge County, extraterritorial zoning power authority is currently exercised only by the City of Mayville in the Town of Williamstown.

Village of Brownsville Status/Recommendation(s)

Status: The Village of Brownsville may determine if there is a need for extraterritorial zoning. In November of 2004, the village adopted two resolutions stating the desire to pursue extraterritorial zoning and to freeze zoning and conditional land uses for two years in the extraterritorial area. The extraterritorial area discussed does not include the full 1.5 miles of the village's extraterritorial area. The general description of the area does not include land in Fond du Lac County, does not include land located in the Town of Leroy, and only goes approximately 0.5 miles to the east of the village border.

The village has identified desired future land uses for the extraterritorial area which are represented on Map 8-3, located in the appendix.

Recommendation(s): The village should to determine if there is a need for extraterritorial zoning.

Timeline: 1-2 years

Planned Unit Developments (PUDs)

Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

Dodge County Status

There is a Planned Unit Development Overlay District within Dodge County Land Use Code.

Village of Brownsville Status/Recommendation(s)

Status: Planned unit developments in the village are considered conditional uses in most zoning districts. The village does not have a specific district for planned unit developments.

Recommendation(s): Continue to require PUDs as a conditional use through village zoning.

Timeline: On-going

Land Division/Subdivision Ordinance

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs

and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community's comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate "conservation design guidelines and standards" to help implement the plan goals, objectives, and policies supporting protection of the community's agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural areas which spreads development evenly throughout a tract of land without regard to the natural features of the area.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with state statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Many rural "unzoned" communities which do not want to pursue traditional zoning often adopt a land division ordinance as a baseline needed to manage future uses. However, communities must remember a land division ordinance only affects new development which requires a land division. New uses on existing parcels remain unregulated. City and village subdivision regulations may also be applied to the unincorporated areas which fall within the extraterritorial plat approval jurisdiction of the city or village.

Dodge County Status

Subdivision/land division regulations are contained in the County Land Use Code and are in effect in all unincorporated areas of the County.

Village of Brownsville Status/Recommendation(s)

Status: The Village of Brownsville currently has a subdivision ordinance regulating land use in the village. The County subdivision regulations do not apply in the village.

Timeline: On-going

Extraterritorial Plat Review

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

Dodge County Status

The cities and villages in Dodge County utilize extraterritorial plat review.

Village of Brownsville Status/Recommendation(s)

Status: The Village of Brownsville has the ability to review plats that are proposed in the applicable areas of the Towns of Leroy and Lomira. The village can review up to 1.5 miles from its corporate limits.

Recommendation(s): The village should continue to use its extraterritorial review powers in the full 1.5 miles from its corporate limits.

Timeline: On-going

Overlay Zoning

Overlay zones allow special regulations within all or a portion of a zoning district or several districts. This type of zoning can be helpful if there is one particular resource that needs to be protected a consistent way, regardless of what district it is located in.

Dodge County Status

The Dodge County Land Use Code contains 8 Overlay Zoning Districts. The Overlay Districts are as follows: Environmental Protection; Highway Setback; Planned Unit Development; Land Spreading of Petroleum Contaminated Soil; Wireless Communication Facilities; Wind Energy System; Adult Orientated Establishments; and Nonmetallic Mining Reclamation.

Village of Brownsville Status/Recommendation(s)

Status: Only the Nonmetallic Mining Reclamation Overlay District applies in the Village of Brownsville. The village's zoning ordinance does not utilize overlay zoning.

Recommendation(s): The need for overlay zoning in the village is not envisioned at this time. The village should continue to utilize its zoning and subdivision ordinance for controlling development.

Timeline: NA

Performance Zoning

Performance zoning is a method that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses, rather than the uses themselves, by

outlining general goals for developers that they can meet in different ways. Landowners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain density, a certain amount of open space, or certain noise, smell, or lighting level standards.

Dodge County Status

The Dodge County Land Use Code does not utilize performance based zoning.

Village of Brownsville Status/Recommendation(s)

Status: Village zoning ordinance does not utilize performance zoning.

Recommendation(s): The village should continue to utilize its zoning and subdivision ordinance for controlling development.

Timeline: NA

Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for such uses as a single-family residence which is consistent with the community's comprehensive plan. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or "access" ordinance to regulate land use is limited but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

Dodge County Status

The Dodge County Land Use Code contains provisions that regulate the width and spacing of driveways.

Village of Brownsville Status/Recommendation(s)

Status: The village zoning ordinance does address off-street parking and traffic visibility requirements, but it does not address the width and location of driveways.

Recommendation(s): Monitor the need for driveway regulation additions to the zoning code. It is not anticipated that such additional regulations will be required.

Timeline: NA

Cooperative Boundary Agreements

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The

communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services, is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect.

Dodge County Status

In Dodge County, the only cooperative boundary agreement in effect is between the City of Watertown and the Town of Emmet.

Village of Brownsville Status/Recommendation(s)

Status: Brownsville does not have a cooperative boundary agreement with the Town of Lomira.

Recommendation(s): The village could consider pursuing a boundary agreement with Lomira. Through the use of a boundary agreement the village can eliminate required payments to the town during annexation.

Timeline: 1-3 years

Official Maps

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways, and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways which are planned to be expanded. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

Dodge County Status

The Dodge County Comprehensive Plan shows the location of future roads and parks.

Village of Brownsville Status/Recommendation(s)

Status: Brownsville has not adopted an official map.

Recommendation(s): The village should utilize its future land use map to show the locations of future development. An official map does not appear necessary for the village at this time.

Timeline: NA

Annexation

Cities and villages have the power to annex given to them by the state. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act which was enacted in April of 2004, no city or village may annex any territory if none of the city's or village's territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay to the town from which the land is annexed the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

Dodge County Status

Not applicable.

Village of Brownsville Status/Recommendation(s)

Status: The village could annex land from the Town of Lomira as necessary in the future.

Recommendation(s): Any newly annexed areas should require sewer and water service. Prior to such annexation, development of a boundary agreement should be considered.

Timeline: 1-3 years

Specialized Ordinances

Given specific issues and needs within a particular community, a number of "specialized" ordinances may be required to locally regulate public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

Other Ordinances

The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following “basic” ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks.
3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control in fire regulation and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes, and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

Dodge County Status

The Dodge County Land Use Code regulates billboards, mobile home parks, meeting procedures, large events, and land spreading of petroleum contaminated soils.

Village of Brownsville Status/Recommendation(s)

Status: Brownsville has regulations regarding billboards, mobile home parks, and meeting procedures.

Recommendation(s): The village should review the need for additional ordinances.

Timeline: Within 5 years of plan adoption

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term “municipality” is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Dodge County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

Dodge County Status

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance service. Other informal and formal agreements exist between communities to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

Village of Brownsville Status/Recommendation(s)

Status: Fire protection is provided by the Village of Brownsville Fire Department. The Department also serves parts of the Towns of Leroy and Lomira and the Town of Byron in Fond du Lac County. Emergency medical services are provided by the Brownsville First Responders. Police services are provided by the Brownsville Police Department.

Recommendation(s): The village should continuously pursue intergovernmental relationships and agreements that can allow the village to provide quality and cost-effective services.

Timeline: On-going

9.3 Integration and Consistency of Comprehensive Plan Elements

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Village of Brownsville Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (i.e., outdoor recreation plan, downtown development plan). The process used to develop any further detailed plans should be consistent with this *Village of Brownsville Comprehensive Plan*.

9.4 Mechanisms to Measure Comprehensive Plan Progress

Comprehensive planning legislation requires that the Implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. One acceptable method to do this is to evaluate two primary components. The two components, policies and recommendations, are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply what has the village done to investigate or pursue the development of a facility. Has the village looked into funding programs? Has the village investigated how much such a facility would cost? Each listed policy within each element should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.5 Comprehensive Plan Amendments

The Village of Brownsville should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a tool upon which decisions are based.

According to comprehensive planning legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The village should be aware that as more compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

9.6 Comprehensive Plan Updates

Comprehensive planning statutes require that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update often includes a substantial re-write of the text, an updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan, including similar time and funding allotments. State statutes should also be monitored for any changes and new or removed language.

9.7 Implementation Goals and Objectives

The following are the goals and objectives developed by the Village of Brownsville regarding implementation.

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

Objectives

1. Develop an “action plan” as part of the implementation element to assist the Plan Commission, Village Board, and other jurisdictions with the administration of the comprehensive plan.
2. Encourage citizen participation in order to increase local input in the decision making process.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the

tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Policies

1. Land use controls and village zoning will maintain consistency with the comprehensive plan.
2. All proposed development shall be reviewed for consistency with the comprehensive plan.
3. The Plan Commission shall have the responsibility to make recommendations to the Board regarding land use and development proposals.

Recommendations

Recommendations are specific actions or projects that the community should be prepared to complete. The completion of these actions and projects are consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives. Refer to sections 9.1 and 9.2 for recommendations with regard to implementation.

9.9 Implementation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Natural Resources (WDNR), Plan Implementation Tools

The WDNR offers a listing of implementation tools through its web-site including zoning and model ordinances, resource-based planning tools, and planning related grants and funding.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. First established in 1898, the League acts as an information clearinghouse, lobbying organization and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state. For more information on the League and the services and information they can provide visit their web-site at www.lwm-info.org or call (608) 267-2380. The League often provides sample ordinances and implementation related tools as well as legal advice on administration of such tools.

Ordinance No. 2015-01

AN ORDINANCE TO ADOPT THE VILLAGE OF BROWNSVILLE COMPREHENSIVE PLAN

The Village Board of Trustees of the Village of Brownsville, Dodge County, Wisconsin, does ordain as follows:

- SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the Village of Brownsville has adopted a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.
- SECTION 2. The Village Board of the Village of Brownsville has adopted written procedures designed to foster public participation in every stage of the update of a comprehensive plan as required by section 66.1001(4)(a), Wisconsin Statutes.
- SECTION 3. The Village of Brownsville Plan Commission, by a majority vote of the entire commission recorded in its official minutes dated May 13th, 2015, has adopted a resolution recommending to the Village Board the adoption of the document entitled "*Village of Brownsville Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.
- SECTION 4. The Village of Brownsville has provided numerous opportunities for public involvement in accordance with the public participation strategy adopted by the Village Board including numerous public meetings with respect to the update of the "*Village of Brownsville Comprehensive Plan*" and a public hearing on May 13th, 2015, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.
- SECTION 5. The Village Board of Trustees of the Village of Brownsville does, by the enactment of this ordinance, formally adopt the attached document entitled, "*Village of Brownsville Comprehensive Plan*" pursuant to Section 66.1001(4)(c), Wisconsin Statutes.
- SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication/posting as required by law.

ADOPTED this 13th day of May, 2015.

Posted on: May 21 , 2015.

President Jeffrey Bloohm
Marilyn Halley, Clerk