

*City of Brillion*

**2004**

**Redevelopment  
District  
Improvement  
Plan**

Adopted by RDA April 15, 2004  
Adopted by City Council April 26, 2004



*“The center of activities and commerce —  
founded on the past and focused on the future.”*

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# RDA Members

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- Larry Maciejewski ..... Chair
- Tom Kees ..... Vice-Chair
- Jeff Weber ..... Treasurer
- Matthew Bennett
- Mike Buboltz
- Sharon Jeanquart
- Mel Edinger ..... Council Representative
- Robert Mathiebe ..... Mayor
- Lori Gosz ..... City Administrator
- Heather Zander ..... Sec. /Community Development Dir.

# Introduction

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The Redevelopment Authority of the City of Brillion has created this plan to help stimulate growth and to provide a guide to the various decision-making bodies of the community regarding development in the Redevelopment District.

To create the plan, the RDA followed seven (7) important steps:

1. Create and articulate the vision, answering the question “Where do we want to be?”
2. Generate an improvement “wish list,” created by compiling the information received from the vision creation process.
3. Create a Plan – or a blueprint - that will guide the community toward achieving its vision;
4. Evaluate projects of the plan, to ensure the tasks are reasonable and effective.
5. Establish the Action Plan
6. Implement the Plan
7. Evaluate Progress, which will force the community to adhere to the plan and change it if needed to reflect future needs.

It is also important to note that the RDA, before creating the vision, first concluded that resources and needs of the community have already established through a series of studies conducted over the past three (3) years. It is for this reason, that the RDA membership felt comfortable to focus discussions on the creation of the plan.



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## The Vision

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

After all ideas and avenues were exhausted, the RDA summarized the elements into a concise, representative statement to articulate the RDA's vision and subsequent goals to the community.

The Committee wished to paint a picture depicting Brillion's heritage and strong community values as the foundation and the heart of the community, and convey to the community that the RDA is receptive to ideas that will meet Brillion's future needs for progress. The commercial district would accommodate the community's future needs and demands through the very principles that made Brillion so great. Key words identified were VIBRANT, DYNAMIC, SPIRITED. It was also recognized that the vision should reflect Brillion's small town character.

The vision statement that resulted from the analysis:

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

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## Policy Decisions

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During the visioning process, some members were concerned that by limiting the focus to the business and commerce needs of the community, opportunities for other areas of community growth would be overlooked. One such example would be the need for housing choices. Although it was a unanimous conclusion that residential uses be restricted from street-level floor area on Brillion's Main Street, it would be acceptable for any building located adjacent to Main Street to serve as a residential property.

From this discussion, the RDA concluded that any development idea should be considered with an open mind, to ensure that the City of Brillion realizes its full development potential and meets the needs of the greater Brillion community.

### DEFINITIONS

**Vision:** An overall statement expressing expectations for the future. These statements provide a framework and context to consider when making decisions.

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

**Objective:** Objectives identify the steps necessary to achieve the goal, thus becoming the action plan, complete with tasks and timelines.

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

# The Improvement “Wish List”

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The City of Brillion Redevelopment Authority utilized a number of resources in order to capture the community’s vision of the redevelopment district and the elements required to achieve that vision. During the City and Town of Brillion Coordinated Comprehensive Plan of 2003, a visioning exercise was instrumental in helping the communities articulate their ideal downtown commercial district character. The 2002 Downtown Revitalization Strategic Plan created by the now disbanded Downtown Revitalization Group was also a referred resource. The Redevelopment Authority also used its own research tool – a compilation of pictures from various communities – to formulate a list of elements required to achieve the City’s vision.

After a two-hour brain-storming session, the RDA developed a list which will be the foundation of the Redevelopment District Improvement Plan and the projects set forth within it.

Each element, amenity and idea generated during the session has been categorized for the ease of the reader. No suggestion was omitted.

## Vision

1. Downtown Business District
2. Magnetic force to come
3. Provide a feeling of Inclusion
4. Meet their (business and residential) community needs
5. Create a place for people to “linger”
6. Center for service and social needs
7. An atmosphere where the customer counts
8. Vibrant
9. Dynamic
10. Historic
11. Small Town feel
12. Reflecting values of the past
13. Professional
14. Social anchor

## Heritage and Architecture

15. Heritage – i.e. museums – a tie to the past
16. Early American Architecture

## Marketing

17. The hook

## Policy Decisions

18. Flexible, open-minded decisions making process in development proposals
19. Residential adjacent to a Main Street
20. Business corridor encouraged
21. More infill development with nice balance of green area

## Social Center – The Town Square

22. Town square
23. Gathering place
24. Courtyard
25. Outdoor seating
26. Drink coffee outside and read the newspaper
27. Outside seating
28. Adjacent or convenient to restaurants/deli locations
29. One area with multiple things
30. Porch – fabric awning that can be expanded or contracted to become a band shell. Space to congregate

## Layout and Design

31. Like the town square in the movie “Back to the Future”
32. DT Jackson Hole WY – a square with parking around it
33. Businesses located around the courtyard
34. Monroe, WI
35. E. Troy
36. Delavan WI
37. Winter – Place that is anchor to have a sun room and 5 to 6 tables for transient eaters
38. Sunshine but need shade during summer
39. South side seating to capture sun’s rays
40. Rod iron fences decorating areas where setbacks are deeper than others
41. Pedestrian flow i.e. Resch Center in Green Bay and Shopko in Green Bay
42. Pedestrians



**Businesses and Commerce**

- 43. Anchors – retail
- 44. Deli
- 45. Pizza
- 46. Shopping
- 47. Eating – outdoor tables with chess board built in
- 48. Walk-out dining
- 49. Ariens’ Restaurant walk out to the trail and clock tower – a courtyard area with flowers
- 50. Theatre
- 51. Residential
- 52. Sports bar
- 53. Microbrewery
- 54. Entertainment
- 55. Music
- 56. Beer Garden
- 57. Children at play
- 58. Snowmobiles through town can stop by restaurants and delis
- 59. Decorate trees by the library during winter holiday season – adopt-a-tree
- 60. Farmers Market and auxiliary events to tie it in.
- 61. Ice sculptures or winter festival
- 62. Snowmobile festival/ATVs/Horses for trail



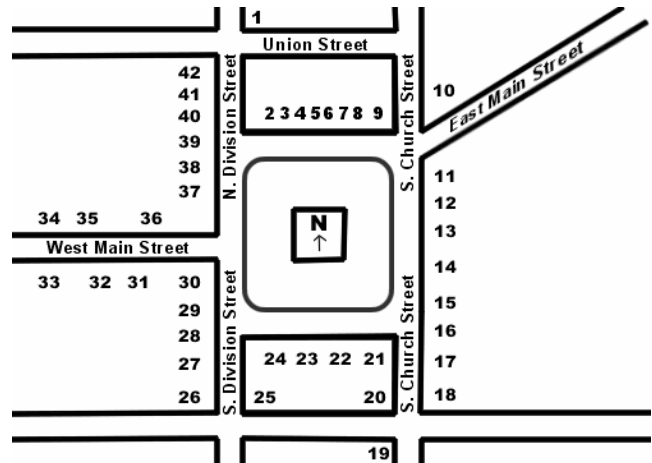
**Downtown Delevan, Wisconsin**

**Parking and Traffic Flow**

- 63. Angle parking in some places and Jackson Street too
- 64. Mixed parking options
- 65. Interesting street layouts
- 66. Angle parking allows for decorative corners
- 67. Mayville and HWY 28
- 68. Get people from US HWY10 to DT

**Streetscape**

- 69. Planters that are maintained by families or community organizations – “adopt-a-planter” or sponsors
- 70. Kiosk located outside promoting community events, possibly by trail.
- 71. Attractive decorative signage
- 72. Adopt-a-pole
- 73. Flags
- 74. Trees in planters like Schroth’s Floral and Gifts
- 75. Tree City USA
- 76. Benches in a more conversational position that satisfies all social needs
- 77. Streetscape to be clean, not too distracting or busy
- 78. Cobblestone path or walkway
- 79. Pavers for sidewalks



**East Troy, Wisconsin – Town Square Layout**



**Jackson Hole, Wyoming**

## Creating the Plan

This section is truly the heart of this document. It is the culmination of prioritizing the wish list created above, and assigning responsibilities and timelines. For the plan to be effective and an asset to the community, it must also include an implementation strategy and evaluation mechanism. Those two elements will be addressed later in this plan.

Goals, objectives and strategies are the planning tools necessary to achieve the overall vision.

### Evaluate the Projects List

To prioritize the projects set forth in the strategy phase, the Redevelopment Authority evaluated the project list according to:

- 1) Local capacity to see the project through to completion
  - Human resources
  - Entrepreneurial capacity
  - Business recruiting capacity
  - Financial capacity
  - Infrastructure
- 2) Risks and returns associated with the project. Those risks and benefits include:
  - Social Costs
  - Emotional costs

### Establish an Action Plan

The RDA developed an action plan by taking the following steps:

- 1) Determine what needs to be done
- 2) Determine who will complete the tasks required
- 3) Determine the timeframe and deadline

## Plan Implementation

The implementation strategy of any plan is perhaps the most important element in any improvement initiative. It not only lends the document credibility, but also credibility to the organization responsible for its inception throughout community circles.

The Redevelopment Authority has identified target completion dates for each objective and strategy developed. General RDA meetings will address, in part, the status of each project scheduled.



**Brillion Wisconsin**  
Makes Business so Easy...

It's like shooting fish in a barrel

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phone 920-756-2250 \* fax 920-756-2351 \* email [comdev@ci.brillion.wi.us](mailto:comdev@ci.brillion.wi.us)

**Business Recruitment is one strategy identified in the Redevelopment District Improvement Plan**

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# Goals, Objectives, and Strategies

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## STEP ONE: SETTING THE STAGE FOR SUCCESS

**Goal 1:** Create the foundation for a well-planned, flexible redevelopment program that supports the vision of the Redevelopment District.

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### Completion

### Objectives and Strategies

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**Objective 1: POLICY STATEMENT: Recommend to the Plan Commission to adopt the policy that any development occurring within the Redevelopment District be reviewed first by the RDA and conceptually approved by the RDA before allowing the project to advance to the Plan Commission.**

Detail: Although the RDA does not wish to function in a design review board capacity, it is crucial to the credibility of the Authority. One poor decision in development approval could negate all the efforts and investment that went into planning.

Strategy A:  
April 2004

Strategy A: Obtain Plan Commission support for this policy by having them recommend this policy to the City Council

Strategy B:  
May 2004

Strategy B: Encourage City Council to adopt this policy, and if needed, ensure RDA representation at the Public Hearing.

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**Objective 2: Redefine the Redevelopment District Boundaries**

Detail: Some properties are not located in the immediate proximity of the C1-Commercial District, and should not be required to go before the RDA for approval to make changes to their residential properties.

Strategy A:  
April 2004

Strategy A: Recommend to Plan Commission the endorsement of the Redevelopment District boundary amendment

Strategy B:  
April 2004

Strategy B: Recommend to the Community Development Committee the endorsement of the Redevelopment District boundary amendment.

Strategy C:  
April 2004

Strategy C: Recommend to Council the adoption of the Redevelopment District Amendment

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**Objective 3: Review the current City zoning laws to determine the Redevelopment Authority vision and projects are consistent with the municipal law.**

Strategy A:  
April 2004

Detail: Any inconsistencies should be evaluated, and changes to the RDA plan or recommendations for code amendments should be considered.

Strategy B:  
April 2004

Strategy A: Review general C-1 District parameters

Strategy C:  
May 2004

Strategy B: Review parking requirements

Strategy C: Review signage requirements

**Goal 2:** Establish the parameters and elements for which to aim all redevelopment decisions. These parameters must be effectively communicated to the City of Brillion, and be the foundation for all activities and projects set forth hereafter.

Completion	Objectives and Strategies
COMPLETED March 2004	<del>Objective 1:</del> Create a vision statement that accurately summarizes the purpose for the creation for the Redevelopment Authority and the desired outcome ultimately targeted for the Redevelopment District.
Objective Completion: July 2004  Strategy A: April 2004  Strategy B: COMPLETED March 2004  Strategy C: April 2004  Strategy D: May 2004	<p><b>Objective 2: Enlist the services of a professional streetscape designer to create a conceptual design for the Redevelopment District and the District Gateway (intersection of USH 10 and CTH PP)</b></p> <p>Details: In this design, a town center area will be identified, along with beautification, parking and traffic flow elements. The gateway design will be created to encourage motorists and pedestrians to travel downtown. It should pique their curiosity and include elements such as signage, traffic flow and capacity, and beautification.</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Strategy A: Define Scope of the Study</li> <li><input checked="" type="checkbox"/> <del>Strategy B: Identify at least three highly recommended design engineering firms</del></li> <li><input type="checkbox"/> Strategy C: Request for bids and scope of services</li> <li><input type="checkbox"/> Strategy D: Award the bid – RDA approval</li> </ul>
October 2004  <i>(Objective completion contingent upon TID creation)</i>	<p><b>Objective 3: Financial Planning – Set up an account, identify funding sources, and obtain/create cost estimates for projects.</b></p> <p>Details: For any venture to be successful, all financial activities must be scrutinized. The RDA must pay special attention to return on investment and community reinvestment.</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Strategy: Coordinate account arrangements with City Clerk-Treasurer</li> <li><input type="checkbox"/> Strategy: Create a subcommittee to investigate costs of design-related projects once the design concept is finished.</li> <li><input type="checkbox"/> Strategy: Consult the City Financial Planner to discover creative ways of raising funds for projects.</li> </ul>

## STEP TWO: BUILDING COMMUNITY SUPPORT

Goal 3: To build community support for the Redevelopment District Vision

### Completion

### Objectives and Strategies

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August 2004

**Objective 1: Develop a Redevelopment District Improvement Plan educational campaign targeting community residents and businesses.**

Detail: Build community support and ownership in redevelopment initiatives

- Strategy A: Present plan to Plan Commission, Community Development Committee, and City Council
  - Strategy B: Present plan to Brillion Chamber of Commerce
  - Strategy C: Present plan, and provide a copy to businesses and property owners located within the plan area.
  - Strategy D: Create and send press release to local papers
  - Strategy E: Publish overview of plan in the City Connection
  - Strategy F: Post a copy of the Plan on the City's website
  - Strategy G: Display design at the local Financial Institutions
- 

Start:  
April 2004  
On-going  
Commitment

**Objective 2: Foster expedient development decision-making by working with the Plan Commission and City Council.**

Detail: This is especially important when there is a finding that policy is inconsistent with the desires of the community.

- Strategy A: Strengthen ties with City Plan Commission by submitting the RDA meeting minutes as part of the Plan Commission packets.
- Strategy B: When requested or necessary, conduct joint RDA/Plan Commission meetings for development approval requests.

## STEP THREE: BUSINESS SUCCESS WITHIN THE DISTRICT

### Goal 4: Improve the Economic Health of the Redevelopment District

#### Completion

#### Objectives and Strategies

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	<b>Objective 1: Encourage the creation of retail businesses and services that meet the needs and demands of the community.</b>
In process: On-going initiative	<p>Detail: Prioritize these efforts by evaluating the immediacy of the need and the extent of how the business fits into the vision of the Redevelopment District.</p> <ul style="list-style-type: none"><li><input type="checkbox"/> Strategy: Enlist the services of a Brillion Chamber of Commerce Board member to become a member of the Business Recruitment Sub-committee</li><li><input type="checkbox"/> Strategy: Provide the necessary guidance to the Business Recruitment Sub-committee</li><li><input type="checkbox"/> Strategy: Keep Business Development and Recruitment Updates as a line-item on the RDA agenda as a tool for follow-up measures.</li></ul>

## STEP FOUR: ESTABLISHING PROGRAMS AND SERVICES

### Goal 4 - Continued: Improve the Economic Health of the Redevelopment District

#### Completion

#### Objectives and Strategies

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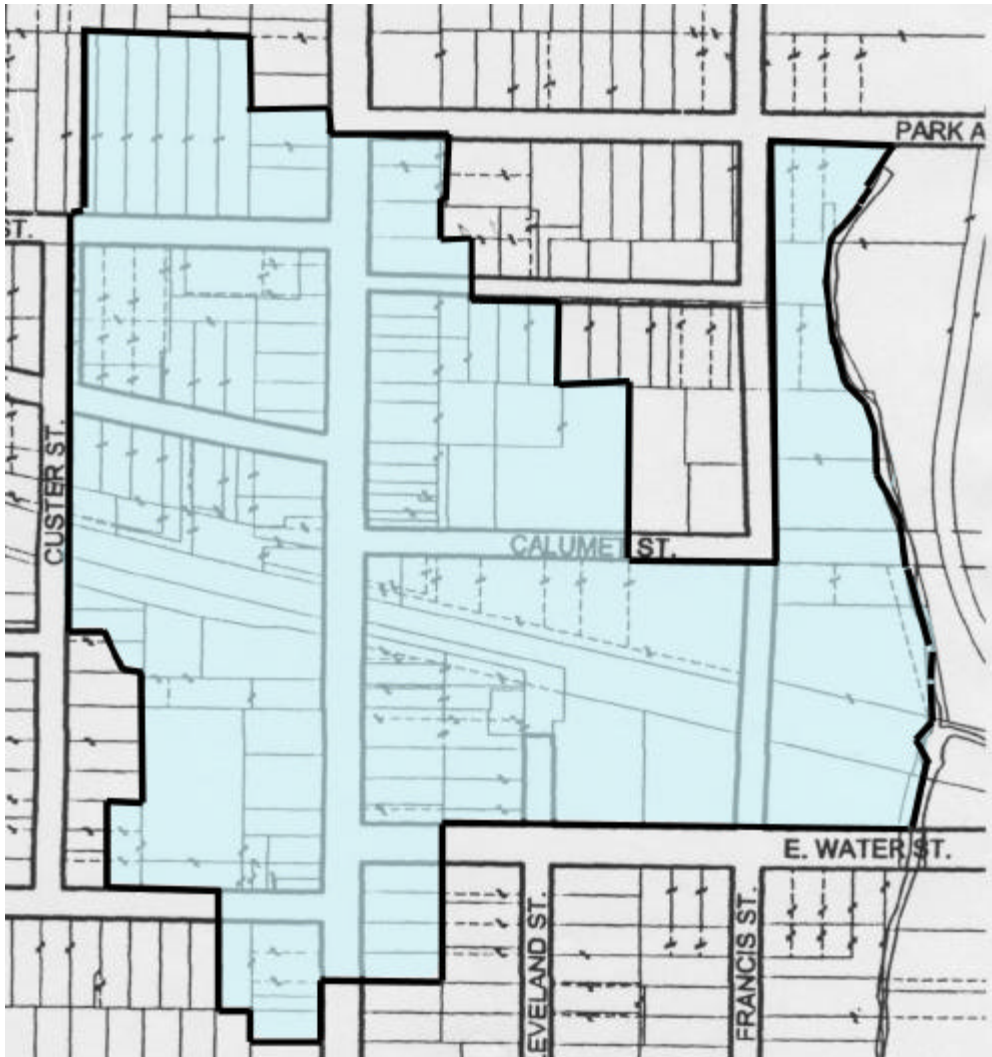
	<b>Objective 2: Take a lead role in filling vacancies within the Redevelopment District.</b>
	<p>Details: Any new vacancy occurrences should be evaluated. This is also referred to as the “maintenance phase since the purpose is to monitor the District’s economic health.</p>
Strategy A: Feb 2005	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy A: Create an evaluation form which can be used when City representatives conduct their annual business visits.</li></ul>
Strategy B: As Needed	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy B: Make periodic property visit recommendations to the Community Development Director as necessary. When appropriate, send the RDA Chair or appointed representative to accompany the Community Development Director at these meetings.</li></ul>
Strategy C: April 2004	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy C: Community Development Director to provide RDA an updated list of vacant buildings – This to be used as a tracking mechanism.</li></ul>

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#### **Objective 3: Create a relocation program or procedure.**

	<p>Detail: If a development that fits in with the vision of the District were proposed, and a business would be required to move to achieve the developmental goal, a service to assist the business to relocate could be very beneficial.</p>
Strategy A: April 2004	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy A: Research the existence of state-sanctioned programs</li></ul>
Strategy B: On-going	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy B: Encourage the Community Development Committee to keep the available facilities list current for ease in identifying available locations.</li></ul>
Strategy C: May 2004	<ul style="list-style-type: none"><li><input type="checkbox"/> Strategy C: Research financial liberties of the RDA or incentives for a business that needs to relocate operations.</li></ul>

# City of Brillion Redevelopment District



## Boundary Description

Amendment March 25, 2004

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

- POB east across N. property lines of parcels 15625, 15626, 15627, 15628, 15629.
- NE corner of 15629 S to the NW corner of parcel 15630, E to NE corner of 15630, S to SE corner of 15630.
- E, across Main Street, and along the N property line of parcel 15012 to its NE corner, then S to the SE corner of parcel 15007.
- W to the W property line of parcel 15011, S to the SE corner of parcel 15011. E along the N property line of parcel 15086, extending to the NE corner then S, across Beach Street to the NW corner of parcel 15436.
- W across the N property lines of parcels 15436, 15438, 15439.
- NE corner of parcel 15439 to its SE corner.
- Due E to NE corner of parcel

15067 (City Hall). S along E property line of 15067 to NE corner of parcel 15062 OL8.

- Due E to to the NW corner of parcel 15064.
- Due N to the NW corner of parcel 15404.
- Due E across the N property line to Spring Creek.
- Follow the W bank of Spring Creek S to the point were Spring Creek and parcel 15057 meet at E. Water Street.
- Due W along the northern curb of E. Water Street to the SW corner of parcel 14936.
- Due S across E. Water Street to the SE corner of parcel 14946.
- Due W across Main Street to the SE corner of Lot 1 parcel 15717.
- Due S to the SE corner of parcel 15798, W along the S property line, N along the W property line to the SE corner of parcel 15721.
- Due W to the SW corner of parcel 15721, the N across W. Water Street to the S property line of parcel 15203.
- Due W to the SW corner of parcel 15738, then N and E along the property line.
- Due N to the SE corner of parcel 15729, then N extending along the W property lines of parcels 15729, 15727.
- Due N from the SW corner of parcel 15727 to POB.

# Project Evaluation

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To celebrate successes, it is extremely important to first measure those successes, and find ways of better utilizing the resources available when moving forward with a plan. If a project fails, it is even more important to determine the “why” before attempting any new approaches to achieve the same goal.

The Redevelopment Authority will conduct a performance evaluation on all projects identified in this document. This evaluation will take place annually in August to coincide with the development of the City’s annual budget. Criteria for determining the success of the project will include:

- Identifying resources utilized
- Publicity gained through the success of the project

Overall program success will be determined by the following:

- Growth of property values within the Redevelopment district
- Vacancy rate of the district
- Number and value of building permits within the district

As the Redevelopment District improves, other growth and success indicators will be added to the evaluation criteria list.

The district’s performance analysis will be submitted to the City Council in March of each year, presenting statistics from the year prior. The analysis will be a part of the City’s Annual Growth Report which is compiled by City staff.

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## EVALUATION GUIDE

*It is important to critically evaluate ongoing projects. Use this worksheet for each project your group is undertaking. If your accomplishments fall short of your objectives, think about steps that can be taken to get the project back on track. If you successfully completed a project, make sure you thank all participants and acknowledge them when celebrating the success.<sup>12</sup>*

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**Goal:** \_\_\_\_\_

**This Year’s Objective:** \_\_\_\_\_

	<i>Resources Used</i>	<i>Responsible Party</i>	<i>Publicity for Success</i>	<i>Notes</i>
Task: <input type="checkbox"/> Finished <input type="checkbox"/> In process				
Task: <input type="checkbox"/> Finished <input type="checkbox"/> In process				
Task: <input type="checkbox"/> Finished <input type="checkbox"/> In process				