

8.0 EXISTING LAND USE

Introduction

To understand the character and economic base of the Brillion community one only needs to look at the landscape. From the scenic, open farmlands, to the small town feel of Downtown Brillion, the area is a rural community, with a rich farming tradition and expanding development potential.

Residential development, particularly around Forest Junction, is an important land use in the Town. Moreover, the Town is at a critical crossroads between the desire to protect farming operations and the pressure for additional residential development.

Commercial development, serving the immediate area and surrounding communities, strong industrial employers, and charming neighborhoods are the pride of the City. USH 10 bisects through the area bringing tourists and economic development with it. The City has great potential to develop its Downtown to create a niche shopping market and a defined destination point in Calumet County.

Land Use Vision

In 2020, the Brillion area boasts an orderly blend of housing, commercial, industrial and open spaces. The open spaces are well-maintained and interspersed between other land uses. Large areas of productive agricultural land are still an important part of the rural landscape.

Existing Land Use Inventory

The completed Brillion Community Existing Land Use Map and the City of Brillion Existing Land Use Map were created from information provided by Calumet County, the ECWRPC, the UW-Madison Land Information and Computer Graphics Facility, with updates by the Coordinated Plan Committee.

Undeveloped and agricultural areas dominate the landscape. Development is concentrated in Forest Junction and the City of Brillion. A description of the land use categories illustrated on the Brillion Community Existing Land Use Map and the City of Brillion Existing Land Use Map follows.

Surface Water Features

Water features in the City and Town include streams and ponds, and are fairly concentrated in the southern portion of the plan area around the Brillion Marsh. For additional information about water features, refer to the Agricultural, Natural and Cultural Resources Chapter.

Roads

USH 10, STH 32/57 and County Road PP are the primary roads serving the area. Secondary roads include City streets, County Road K, County Road HR and Town roads. For additional information, refer to the Transportation Element Chapter.

Cellular Towers

At this time, there are two cellular towers in the Brillion community. One is located in the City (west of Lee Street) and the other is immediately north of the City (east of County Road PP). More information about cellular towers is available in the Utilities and Community Facilities Element Chapter.

Agricultural

The vast majority of the planning area is classified as agricultural land. Agricultural lands include family farms, rented cropland and dairy operations. To learn more about farming operations in the Brillion Community refer to the Agricultural, Natural and Cultural Resources Element Chapter.

Commercial

Commercial land uses are found in Forest Junction and in the City, and include retail and service businesses, restaurants, and gasoline stations. To learn more about business development, consult the Economic Development Element Chapter.

Industrial

Industrial land uses include heavy and light industrial activities, and are concentrated along USH 10 in Forest Junction and the City. The Economic Development Element Chapter provides additional information about industrial development opportunities.

Institutional

Churches and church facilities are considered institutional land uses. The Agricultural, Natural and Cultural Resources Element Chapter includes a list of area churches.

Multi-Family and Mobile Home Parks

This category of land use includes the mobile home, apartment buildings and other multi-family developments (i.e. condos, multiplexes). The Housing Element Chapter provides additional information about housing choices in the Brillion Community.

Open Space/Undeveloped

Open space and undeveloped land areas are found in the City, and represent land that is not currently being farmed, cannot be classified as woodlands, and will likely be developed in the future.

Parks/Golf Course

Park facilities include Heritage Park, Peters Park, and Horn Park in the City and Freitag Memorial Park in Forest Junction. The Deer Run golf course is also included here. To learn more about local recreation areas, turn to the Utilities and Community Facilities Element Chapter.

Single Family Residential

Areas described as single family residential on the maps include homes in subdivisions and on rural lots in the City and Town.

Single and Two Family Residential Mix

The single and two-family residential mix area is found in the City. This area surrounds Downtown and corresponds to the R-2 zoning district.

Wetlands

Wetland areas shown on the maps were identified by the Wisconsin Department of Natural Resources and the Calumet County Land and Water Conservation Department.

Floodplains (Flood Storage Areas)

The location of Brillion Community floodplains were dictated by copies of the FEMA floodplain maps. This information should only be used for planning purposes. Property surveys are required to verify floodplain location on any particular property.

DNR Property

The WDNR owns more than 3,000 acres of property on the south side of the planning area known as the Brillion Wildlife Area. This acreage extends into neighboring towns to the south of the plan area.

Utility/Community Facilities

Utilities and community facilities include cemeteries, schools, the Brillion Community Center, Brillion City Hall, Brillion Library and the Town of Brillion Municipal Services Building. Electrical substations also fall into this category of land use. The Utilities and Community Facilities Element Chapter provides detailed information about these important community amenities.

Definitions
Net Density: The numerical value obtained by dividing the total number of dwelling units (du) in a community by the area of land (in acres) upon which the dwelling units can be located. This excludes rights-of-way, state land, utilities and community facilities, industrial, and commercial)

Forested Areas

Forested areas are scattered around the community in small pockets illustrated in green on the maps. **Table 20** is a required numerical breakdown of the existing land uses in the Brillion Community in accordance with 1999 WI Act 9. The acreages are based on the Existing Land Use Maps presented earlier in **Appendix B**. The net density in the Town is 0.022 du/acre. The net density in the City is 5.53 du/acre.

TABLE 20						
2003 Existing Land Use – Amount, Intensity & Density						
Land Use Type	City of Brillion Acres	% of City Area	Town of Brillion Acres	% of Town Area	Total Acres	% of Plan Area
Agricultural	67.48	17.44%	23,250.61	83.20%	23,206.09	82.30%
Commercial	12.99	3.36%	43.21	0.16%	56.20	0.20%
Industrial	56.46	14.60%	7.2	0.43%	175.66	0.62%
Utility/Comm. Fac	9.09	2.35%	62.65	0.23%	71.74	0.25%
Multi-Family & Mobile Home	17.14	4.43%	37.27	0.13%	54.41	0.19%
Residential	116.07	30.01%	298.36	1.07%	414.43	1.47%
Open Space	21.86	5.65%	358.75	1.29%	380.61	1.35%
Parks	30.5	7.88%	24	0.09%	54.50	0.19%
State Land	55.24	14.28%	3,728.54	13.41%	3,783.78	13.42%
TOTAL	386.83	100.00%	27,810.59	100.00%	28,197.42	100.00%

NOTE: Open Space includes forested areas. Residential includes single & two family residential development.

Natural Limitations for Building Site Development

In determining development opportunities it is best to refer to the following sources within this plan: Natural Features Map, Soils Map, Building Suitability Map, Sanitary Suitability Map, and Water System Service Area – City.

Natural Features Map

Perhaps the most obvious natural development limitation in the Brillion Community is the Brillion Marsh, located in the southern quarter of the Brillion Township.

Soils Map

Development is more desirable in areas where the ground is more elevated, and the soils more accommodating for water drainage. Most of the Brillion Community lies atop Kewaunee-Manawa-Poygan Association soil types, and although it is very well suited for cropland use, it's not the ideal soil for building site development. Extra engineering costs may be assumed to develop land in these areas, but development per se, would be thwarted solely for this reason.

Building Suitability Map

When consulting the Building Suitability Map, more than half of the Township lies in the "severe risk" zones. The land area in the eastern half of the Township, including most of the City and excluding the Brillion Marsh, shows "moderate risk" in building suitability. It is perhaps most beneficial to develop land in this area. This may also make more sense, since as the soils maps indicate, the areas indicated in red on the Building Suitability map lie within the areas best suited for cropland.

Sanitary Suitability Map

This resource tends to depict a rather different story than the aforementioned maps. Perhaps it's because the land's topography is relatively flat that the map indicates the entire region may be a challenge in providing sewer service to any development.

Water System Service Area

This map highlights the areas within and adjacent to the City. This map indicates that if the City were to develop to the east and north of the community, it would have to invest in added infrastructure to maintain the necessary water pressure required for various development. This lack of water pressure seems to correlate directly with the topography of the land, where elevations rise to the north and to the east of the City.

Summary

Although there are concerns with soils and lack of topography engineering techniques can address most of the concerns presented. It is recommended that both the Town and City consider promoting development in areas with the least obstacles to limit infrastructure cost demands, and to achieve the greatest return on those investments. The suitability of the land and the natural features also seem to coordinate nicely with the results of the Citizen survey where respondents indicated that development should occur within sanitary districts and that farmland should be preserved whenever afforded.

Zoning Information

Two zoning maps are included in this plan because zoning is regulated differently in the City and Town. The Town zoning requirements are established and enforced by Calumet County. The City has its own zoning ordinance, independent of the Calumet County Zoning Ordinance.

Town Zoning Requirements

The Calumet County Zoning Ordinance was developed by the Calumet County Planning Department in 1976, which has recently been revised and reprinted in 2000. The Calumet County Zoning Ordinance includes requirements for 14 different zoning districts and general provisions for accessory structures, parking, and loading requirements. The zoning ordinance also includes sign regulations, conditional uses, and provisions for appeals.

Comparing the Town of Brillion Zoning Map to the Brillion Community Existing Land Use Map, it is clear that for the most part, properties in the Town are zoned appropriately for their current use. **Table 21** provides a description

of the current zones found in the Town. There are five additional zoning districts in the Calumet County Zoning Ordinance.

City Zoning Requirements


The City of Brillion has its own zoning ordinance to regulate land uses within the City. Like the Calumet County Ordinance, the City of Brillion Zoning Ordinance establishes a hierarchy of uses, whereby each district builds upon the next. The majority of the City is zoned as residential.

Comparing the City of Brillion Zoning Map to the City of Brillion Existing Land Use Map, most properties in the City are zoned appropriately for their current use. This is the result of a long-term effort by the City to minimize non-conforming uses by zoning properties in accordance with their actual use.

The City of Brillion Zoning Map illustrates the existing zoning pattern established in the City.



The Calumet County Planning Department maintains a website with general zoning information at www.co.calumet.wi.us



The City's official Zoning Map is available on line at www.ci.brillion.wi.us

Subdivision Regulations

As is the case with zoning regulations, the City and Town have separate subdivision regulations in effect.

Calumet County Subdivision Ordinance

The Calumet County Subdivision Ordinance regulates subdivision development in the Town. The county ordinance outlines procedures and design requirements for residential subdivision development, including provisions for street width and construction, grading, easements, lot area, park facilities and drainage. The ordinance also includes a series of definitions, a fee schedule, and procedures for applying for variances. In addition, the Calumet County Subdivision Ordinance includes a growth management policy (see box on the right). Copies of the Calumet County Subdivision Ordinance are available from the Calumet County Planning Department located in the courthouse in Chilton - (920) 849-1442.

Calumet County Growth Management Policy
(from the Calumet County Subdivision Ordinance)

Purpose: To regulate non-agricultural growth and to promote efficient growth patterns to minimize public costs.

Requirements: No subdivision shall be permitted beyond the corporate limits of any incorporated city or village or the growth service area defined by the county.

City of Brillion Subdivision Ordinance

The City of Brillion Subdivision Ordinance is organized in similar fashion as the Calumet County Zoning Ordinance, but includes additional requirements to provide more information to the City Staff and decision-makers. Unlike the county ordinance, the City of Brillion Subdivision Ordinance includes specific requirements for condominium and planned unit developments. The general process for residential subdivision approval is identical to the recommended procedure at the county level:

- A preliminary meeting with staff is recommended to review the proposed location and discuss requirements.
- A preliminary plat must be submitted for staff review.
- The preliminary plat is reviewed and approved by the Plan Commission and Council (including a public hearing).
- A final plat is submitted to the Plan Commission and Council for final review and approval.

The City of Brillion Subdivision Ordinance, like the county ordinance, has separate requirements for major and minor plats and land divisions. The City ordinance also lists required improvements (streets, sidewalks, lighting,

storm water, etc.) for subdivision development and includes provisions to ensure those improvements are completed. The ordinance gives the council the authority to require bicycle and other trail considerations as well as landscaping (i.e. street trees).

TABLE 21
Calumet County Zoning Districts In The Town Of Brillion

DISTRICT	MINIMUM AREA	MINIMUM FRONTAGE	FRONT SETBACK	SIDE SETBACK	REAR SETBACK	LAND USE PERMITTED
Exclusive Agricultural (A-1)	35 acres	150 feet	None	25 feet	50 feet	Farms and Similar. Up to 2 residences occupied by farm owner, operator or children
Transitional Agricultural (A-2)	35 acres	150 feet	None	25 feet	50 feet	Same as A-1
General Agricultural	1 acre	150 feet	None	25 feet	50 feet	Farming, one-and two-family residential; home occupations and like
Residential (R-1)	12,500 square feet	100 feet	None	10 feet	25 feet	One-family dwellings, crop farming, utilities & home occupations
Multiple Family (R-3)	15,000 square feet	100 feet	30 feet	10 feet	25 feet	Same as R-1 and two- family residential
Local & Neighborhood Commercial (C-1)	12,500 square feet w/sewer	85 feet w/sewer 100 feet w/o sewer	None	10 feet w/sewer	25 feet	See Ordinance for List of Approved Uses
	20,000 square feet w/o sewer			15 feet w/o sewer		
Community & Area Wide Commercial (C-2)	15,000 square feet w/sewer	100 feet	None	10 feet	25 feet	See Ordinance for Specifics
	20,000 square feet w/o sewer					
Industrial(1)	40,000 square feet	200 feet	None	25 feet	25 feet	Manufacturing, assembly, processing and warehousing
Recreational District	Varies by Use	100 feet if sewer 150 feet if not in sewer area	None	10 feet if sewer 15 feet if not in sewer area	25 feet	Farm, one and two-family residential, schools
Conservancy District	None	None	None	None	None	Hatcheries, preserves, orchards, forests, etc.

SOURCE: Calumet County Zoning Ordinance, 2000
NOTE: Please refer to the Calumet County Zoning Ordinance for additional and most current requirements, specifications and permitted uses.

Community Design Considerations

Ensuring that developed and natural areas of the Brillion Community are attractive and well maintained is a priority. The City and Town support the continued enforcement of zoning regulations, including sign ordinances. Likewise, the City supports the use of a detailed site plan review process, including lighting, sidewalk, building material and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

Traditional Neighborhood Development (TND)¹

The “Smart Growth” law defines “traditional neighborhood development” to mean: compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other. TND is a

planning concept based on the principles of traditional small communities and is found in the older parts of Wisconsin's cities and villages. Principles of TND include:

Compact.

TND areas have a higher density than traditional single-family subdivisions (i.e. duplexes, apartments, etc. as well as single family homes in a single area). Compact development also means that the developed area is designed for human scale, not necessarily the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).

Mixed Use.

TND includes a mixture of land uses (i.e. commercial areas are mixed with residential development). Mixing uses helps promote walking in a community. Mixing land uses can also broaden the local tax base.

Mixed use also means promoting a mix of housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices.

Street Patterns, Sidewalks, and Bikeways.

TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.

Cultural and Environmental Sensitivity and Design.

TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and environmentally responsive storm water management systems are equally important.

TND and Brillion

Downtown Brillion could be considered a TND development. This area serves as the heart of the Brillion Community. Schools, city hall, shopping, parks and other amenities are concentrated in the Downtown. These uses are important destination points for local activity.

This plan recognizes the importance of TND by encouraging development within the City, including higher density housing. The City wants to ensure that the Downtown is a safe and attractive part of the community. Since most residents live around the Downtown and a significant amount of the local business activity is concentrated in this same area, successfully achieving this objective will directly impact the quality of living available in the City. There is a TND Principles Guide available to help the City in this effort. In 2000, the UW-Extension created a model TND ordinance, which is available as a reference.

To a lesser extent, Forest Junction has the potential to promote TND design characteristics. However, the STH 32/57 and USH 10 corridors, which bisect through the area challenge TND design in Forest Junction. Nevertheless, the Town supports concentrating new commercial, industrial, and residential development in and around Forest



These buildings illustrate housing above a commercial space to promote mixed use development.

The Model TND Ordinance

developed by UW-Extension is available on-line at www.wisc.edu/urpl/people/ohm/projects/tndord.pdf

Junction, rather than haphazardly locating development across the Town or lining USH 10. To be a successful area, the TND principles should serve as a guide for new development.

Downtown Brillion Streetscape Design

The City is currently working to develop a marketing strategy for the Downtown. Part of this effort includes a facelift (streetscape design) for the Downtown building upon the attractive historic lampposts, benches, and sidewalks already available in the area. The primary challenge for streetscape design is to create a unifying theme to bring harmony to the area. The principles of TND can play a role in this effort by considering ways to ensure the Downtown area is pedestrian friendly and incorporates a mix of viable land uses.

Outdoor Advertising (Billboards)

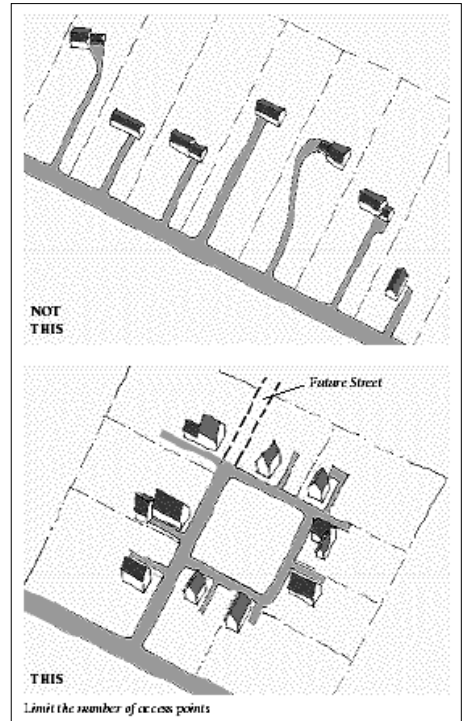
STH 32/57 and USH 10 offer opportunities for billboard advertising. The Brillion Community prohibits their presence to preserve the natural beauty, and open views of woodlands, wetlands and farmlands that define the area’s rural community identity.

Managed Roadway Access

Another tool available to maintain rural roadside character, particularly through the Town, is strict control over roadway access. Roadway access refers to the number of points of ingress and egress from a roadway. Managing roadway access points helps promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways are encouraged (See diagram on right). This approach has the added benefit of limiting impervious surface and its associated impacts on groundwater quality. Likewise, driveway spacing is determined based on the posted speed limit, not property lines (See box at right). The Calumet County Planning Department and WisDOT regulate current standards for roadway access. Coordinating efforts with these agencies is important to ensure that rural character is preserved.

USH 10 Corridor Design Plan

The USH 10 Corridor, east of the intersection of CTH PP, in the City of Brillion is not an attractive entry corridor. The elevation of the highway along this corridor allows passing motorists to look down into the City. A corridor design plan is recommended to improve the appearance of this corridor with infill development, landscaping, and signage. The goal is to create an attractive gateway into the Brillion Community for motorists traveling into the City from the east on USH 10.



TOP: Undesirable Driveway Development
 BOTTOM: Managed Roadway Access

TABLE 22
Driveway Spacing
 Source: E. Humstone & J. Campoli, Access Management: A Guide for Roadway Corridors, Planning Commissioners Journal, Winter 1998

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90-125
30	155
35	185
40	225
45+	300

Trends in Supply, Demand, and Price of Land

Supply Trends

Residential Development

The Town has a strong desire to carefully regulate the location of future residential development to ensure that future growth will not have a negative impact on the Town's rural character, interfere with farming operations, or result in significant increases in service needs and costs. Scattered rural development translates directly into increased potential for conflicts with adjacent farms (i.e. odors, lighting, etc.), and interrupts scenic views and character of rural areas. It also costs more for the Town to provide road maintenance (including snowplowing), garbage collection and other amenities to residents that are scattered thorough the Town than it does for residents living in a single area.

Forest Junction provides the greatest opportunities for housing in the Town. Affordable subdivision development, some older established homes on larger lots, a mobile home park, and some new multiple family housing provide opportunities for residents of different ages, incomes and needs. Furthermore, Forest Junction residents have access to water and sewer service. Additional space is available in the Forest Junction area for expansion within the areas served with sewer and water (see the Future Land Use Maps in *Appendix B*)

The Town would like to continue to concentrate future housing development in Forest Junction to minimize conflicts between housing and farming uses and to protect the rural character of the community. To achieve this goal, the Town understands the need to continue investing in the infrastructure and amenities available in Forest Junction to provide quality residential choices.

The City provides a quality supply of historic homes around the Downtown business district, which are very affordable for residents of the area. The City also provides apartment, and senior housing choices that are not available in surrounding communities. Newer, larger homes are being built in the southern areas of the City near Deer Run Golf Course. Additional future housing development is anticipated around the Brillion High School.

Supply/Trends in Farming

As discussed in the Agricultural, Natural and Cultural Resources Element Chapter, older area farmers are retiring. Furthermore, the poor farm economy discourages people from becoming farmers. The result is a diminished pool of local family farmers. This leads to pressure to sell and convert farmland to more profitable uses to improve the sale price.

Fortunately, the Brillion Community sees this plan as a tool to protect farmland by directing development to the City and Forest Junction. This strategy helps to minimize community service costs by concentrating services in a single area, which helps to keep taxes lower for farmers. Likewise, the potential for conflicts with adjacent residential land uses is also minimized.

Commercial and Industrial Development

The City's westward development pattern is not encouraged in the future because development extending along the USH 10 corridor may eventually destroy the rural buffer that exists between Forest Junction and the City. For this reason, the City will seek to:

- Infill new commercial/industrial development along USH 10;
- Enhance the appearance of the eastern stretches of USH 10 through Brillion;
- Promote additional Downtown development; and
- Utilize any new business park development as a means to grow the local economy.

Although Forest Junction has not experienced new commercial/industrial development along USH 10 or STH 32/57, new residential development may increase the potential for additional commercial and industrial development.

Strategies to promote additional business opportunities are presented in the Economic Development Chapter of this plan, including a potential industrial park.

Demand

Given anticipated population increases and the Town's desire to direct development to Forest Junction, housing demand is expected to increase in Forest Junction over the next 20 years. Additional development is predicted in the City in accordance with its anticipated population growth.

In 2001, the Brillion High School was completed on the westernmost edge of the City on land that was annexed from the Town. Housing development adjacent to the school is almost a certainty.



Town of Brillion Farm Field

Trends in Land Prices

The Brillion Community enjoys very affordable land compared to surrounding communities, particularly given the services (i.e. water and sewer) available and access to USH 10 and STH 32/57. The land in the Town, including Forest Junction, is slightly more affordable because the tax rate is lower. However, these areas do not provide the same level of services available within the City (sidewalk connections, parks, etc.). Land values in the Brillion Community are steadily increasing, but at a lesser rate than larger urban areas (i.e. Appleton) and their surrounding towns.

Assessed Valuation²

Historical trends have demonstrated that land prices have steadily increased in the Brillion Community. In comparing assessed land values in the Town of Brillion to neighboring towns, the assessed value per acre of residential land is greater than the Town of Woodville and Rantoul. This is explained in part by the influence of the sanitary district in Forest Junction.

It is interesting to note that the Town of Brillion has a slightly lower assessed value per acre of agricultural land when compared to Rantoul and Woodville. This likely reflects the impact the Brillion Marsh has on agricultural land values.

For the City, the assessed value per acre of residential land was compared to that of the two other cities contained completely within Calumet County. Brillion has had a consistently higher assessed residential value per acre than Chilton, but lower than New Holstein over the last several years. The gap between Brillion and Chilton has expanded, but the difference in assessed value between Brillion and New Holstein has remained basically unchanged. Therefore, the assessed values of land have been growing faster in Brillion than Chilton and keeping a steady pace with New Holstein.

Total Equalized Valuation

The annual equalized value of each municipality represents the Wisconsin Department of Revenue's estimate of market value of all taxable property. Property tax levies of such jurisdictions are apportioned to each municipality on the basis of equalized value. In 2004, of the nine towns in Calumet County, the Town of Brillion (\$13,576,700) ranked fifth behind the Towns of Harrison (\$132,718,900), Stockbridge (\$32,997,600), Brothertown (\$28,021,100) and New Holstein (\$15,351,800) with respect to equalized land value (NOTE: excludes value of improvements). Given the vast areas covered by the Brillion Marsh (e.g. areas with minimal land value), this is a very respectable ranking, particularly considering the amount of improved residential land in the Towns of Harrison and Stockbridge.

In 2004, the City of Brillion (\$18,639,800) ranked third among municipalities (cities and villages) contained completely within Calumet County behind the Village of Sherwood (\$39,469,400) and Chilton (\$23,276,000) with respect to equalized land value. Brillion was just ahead of New Holstein (\$18,604,300).

Summary

This information is presented to provide a context for understanding land values in the Brillion Community. To spur increases in land values over time, efforts need to be made in implementing this plan to ensure that Brillion takes advantage of its great location, schools, parks, and other amenities. This may mean marketing and investment in the community's appearance to attract quality development (and additional tax base) to the Brillion Community. These actions are consistent with the visions, goals, objectives and policies provided within this plan.

Annexation

In Wisconsin, cities cannot instigate annexations. Town landowners have to petition for annexation; then cities have to determine whether or not they are willing to annex those parcels.

If the Town of Brillion is concerned about annexations, the Town should study why residents decide to petition for annexation:

- Do residents want services the Town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the Town to address their concerns?
- What other issues are involved?

GROWTH BOUNDARY

A growth boundary between the City and Town should be first verbally agreed to and then mapped. A growth boundary represents the planned limit of City growth for a 10 and 20 year period. These growth lines help the Town to plan for its own growth and development and help limit conflicts between the City and Town.

Once the issues have been identified, the Town needs to determine what measures it can, and is willing to take to address those issues.

The greatest potential for annexation exists along the western boundary of the City. It is anticipated that over the life of this plan, residents in this area will seek annexation to the City to support development opportunities between the current City limits and Bastian Road. Cooperative boundary agreements, shared tax revenue, and other forms of intergovernmental agreements could be pursued by the Town to protect its eastern boundary from annexation. Likewise, an effort must be made to educate residents about the benefits and downfalls of annexation.

Assets and Opportunities

What follows is a description of those community features that the City and Town would like to enhance over the next 20 years. In addition, potential opportunities or threats facing the community are also profiled. The Future Land Use Maps presented in **Appendix B** attempt to address these concerns through land use allocations and development patterns.

Assets

- The Brillion Community enjoys a central location in a growing region between Appleton, Manitowoc, Green Bay and Fond du Lac.
- The Brillion School District, the primary district serving the area, provides high quality education and state of the art facilities for its students, which is a draw to bring new families to the area.



Intersection of STH 32/57 and USH 10 in Forest Junction

- The extensive array of “big city” services and amenities available to area residents is unparalleled. The City’s extensive park system (including a community center and recreation programs), ambulance service, fire protection, police protection, library, and more makes the City a premier residential community.
- The Brillion Community enjoys a strong industrial sector and a quality mix of residential development options.
- Natural resources are also an important community asset, anchored by the Brillion Wildlife Area.
- Farmland, from a scenic, economic, and cultural perspective is an integral part of the Brillion Community history and future. It is an asset to be preserved.
- Another important asset in the area is the USH 10 corridor. The USH 10 corridor is the lifeline of the community. It connects the area to the region, supports the local economy by bringing people through the area, and is an important local travel route.
- STH 32/57 is a vital north-south route through the Town.

The City and Town must continue to protect these community assets to preserve the character of the area and to achieve the vision presented in this chapter.

Opportunities

To begin the planning process, the City and Town identified important opportunities (See *Chapter 2*). Throughout this plan, these opportunities were often revisited. What follows is a brief description of the opportunities identified and strategies for success:

- Town residents see Forest Junction as an important part of the community. Many opportunities exist to enhance Forest Junction – for additional commercial, industrial, and residential development. To ensure that development in the area is compatible and attractive, this plan identifies specific areas for additional development (see *Chapter 7*). Likewise using design tools like TND, considering trail and sidewalk access, and working with the county and others to promote economic development opportunities will help to maximize the opportunities Forest Junction offers.
- The City of Brillion realizes that one of its greatest opportunities is its Downtown. This plan supports downtown development efforts and encourages additional infill development, design amenities (including the clock tower) and pedestrian amenities.
- The City would like to capitalize on its strong connection USH 10 provides to surrounding communities. This corridor brings people and commerce into the area. The City would like to ensure that this corridor is attractive, easy to navigate, and welcoming to visitors.

A related, but equally important opportunity, exists to strengthen the connection between USH 10 and Downtown Brillion. Enticing passing motorists to turn off USH 10 into Downtown Brillion is critical to the long-term economic growth of Downtown.

Finally, farmland protection is seen as an important local opportunity. The plan is seen as an opportunity to direct development to Forest Junction and the City to protect rural farmland by minimizing residential conflicts and pressure to develop.

Goals and Objectives

The City and Town both anticipate continued growth over the next 20 years. To ensure that this development will not destroy the rural character of the area, negatively impact the natural environment, or create undue congestion on area roads, the City and Town will pursue the goals and objectives listed in *Chapter 11* - Implementation.

Land Use Policy Statement

Given the overriding importance of the Land Use Element and its far-reaching impact on the other eight elements, the City and Town of Brillion created the following policy statement:

It is the policy of the City and Town of Brillion to direct future residential, commercial and industrial development within the City limits and the limits of the Forest Junction Sewer Service Area, in accordance with the Calumet County Growth Management Boundaries, and the City and Town's desire to protect farm operations, rural character and the local quality of life.

In accordance with this policy, the Town of Brillion will work with the City of Brillion to establish a growth boundary (see objectives above) and the Town of Brillion will coordinate with Calumet County to restrict building activity beyond the limits of the Forest Junction Sanitary District.

¹ Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000

² Analysis is based on data available from the Wisconsin Department of Revenue. Reflects information through 2004.