

# 10.0 FUTURE LAND USE

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## Introduction

The Future Land Use Maps presented in *Appendix B* incorporate the realities, ideas, goals, and visions explained in *Chapters 1-9*, and are probably the most important feature of the Comprehensive Plan. These maps present the vision for growth and development through 2020. These maps will be used extensively by the City and Town when making land use decisions and recommendations.

## Future Land Use Map Development

The maps were built from the Existing Land Use Maps and Zoning Maps. Areas targeted for future development and farmland preservation were decided through a series of special meetings and activities including: Cognitive Mapping, Interactive GIS Modeling, the Community Survey, the Community Mapping Forum and an Intergovernmental Meeting.

Over the course of the planning process, several draft copies of the Future Land Use Maps were presented to:

- Coordinated Plan Committee
- Neighboring Communities
- Local School Districts
- Calumet County
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources; and
- Residents and property and business owners from the area

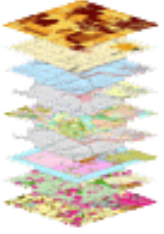
Each of these stakeholders was given opportunities to comment on the Future Land Use Maps and suggest changes. The Future Land Use Maps incorporate many of the recommendations.

The 2010 Land Use Maps were developed after the 2020 Land Use Maps were completed. The 2010 Land Use Maps suggest timing and phasing of development in the area. These maps were developed in accordance with the requirements of 1999 Wisconsin Act 9.

## Interactive GIS Modeling

The University of Wisconsin Madison Land Information and Computer Graphics Facility (LICGF) facilitated Interactive GIS Modeling with the Coordinated Plan Committee between September 2001 and December 2001. This activity was sponsored as part of the NRCS Pilot Project (See *Chapter 1* for additional information).

Essentially, Interactive GIS Modeling allowed the Coordinated Plan Committee to ask “what if” questions related to future development and farmland preservation. The answers to their questions were displayed using computer-aided mapping and modeling techniques. These preliminary questions helped the committee to understand the impact of decisions and policies. For example, when given information about soil quality in the area, the Coordinated Plan Committee asked to see where development could be located if all productive farm areas were excluded from development. Questions like these helped to begin the process of making future decisions about where development was most appropriate.



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For more info about the LICGF visit  
their web site at [www.lic.wisc.edu](http://www.lic.wisc.edu)

## Cognitive Mapping

In 2001, the Coordinated Plan Committee worked with Dr. Thomas Greene to develop a series of cognitive maps, to illustrate areas desired for development and preservation in the City and Town. (For more information about the cognitive mapping exercise see *Chapter 2*.)

The maps developed through the cognitive mapping exercise were a starting point from which to develop the Future Land Use Maps.

## Community Survey

The community survey provided a great deal of information about resident desires and expectation for the future, and brought to light several conflicts in ideas about where future development should and should not occur. The survey clearly established that residents place a high priority on farmland, new economic development opportunities, quality housing, a sense of safety/security, the Town's rural/country atmosphere, and the City's "small town" feel. (See *Chapter 1* for more information)

The survey included a series of questions to help identify where residents were most interested in seeing new development in the City and Town of Brillion. A series of maps illustrating the survey results follows. These maps were an important information source used to develop the Future Land Use Maps presented in *Appendix B*.

## Community Mapping Forum

After the first series of draft planning maps were completed, the Coordinated Plan Committee hosted a special public meeting to present all of the plan maps and receive preliminary public feedback. This meeting provided residents a brief progress report of the planning process, and more importantly, time to review the maps, and opportunities to ask questions and provide feedback.

## Intergovernmental Meeting

During the planning process, the Coordinated Plan Committee facilitated a special intergovernmental meeting. The purpose of this meeting was to identify, and mitigate where possible, conflicts between the proposed Future Land Use Maps for the Brillion Area and surrounding community plans.

## Summary of the Future Land Use Maps

The Future Land Use Maps were built from the Existing Land Use Maps. As a result, areas that are not proposed for future development are represented by their current land use to promote stability in the community. The Future Land Use Maps have several areas delineated for future development and protection.

## Commercial and Industrial Growth Areas

The Future Land Use Maps identify additional commercial and industrial development in Forest Junction. The commercial development is concentrated near the intersection of USH 10 and STH 32/57.

Commercial development is also proposed near the Brillion High School and other areas along USH 10 in the City, particularly east of CTH PP to establish a new entry corridor. The proposed gateway would incorporate new development, landscaping and signage to welcome visitors traveling east of USH 10 into the City. Industrial



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



Dr. Ken Genskow  
Community Survey Results Presentation  
January 2002

**TABLE 23**  
**20-Year Projections For Future Land Use Acreage**

Land Use Type	2005 (acres)		2010 (acres)		2015 (acres)		2020 (acres)	
	City	Town	City	Town	City	Town	City	Town
Agricultural	10	22,919	10	22,292	10	21,956	10	21,504
Commercial	13	45	13	55	13	55	13	55
Industrial	100	65	136	74	110	74	186	74
Utilities/Community Facilities.	9	63	41	63	41	63	41	63
Multiple Family & Mobile Home	20	65	38	102	45	102	55	102
Conservation-Based Residential	20	-	78	10	219	10	319	10
Traditional Single Family Residential	250	330	396	460	500	550	701	616
Open Space/Environmental	50	400	100	400	120	400	120	400
Parks								55
State Land								3874

*\* Acreages have been rounded to nearest whole figure. For planning purposes only.*

development would also remain along the USH 10 Corridor and in any new business park. Downtown Brillion is also identified as a primary area for commercial development over the next 20 years.

### Residential Development Areas

As is discussed in the Housing Element, 150 new housing units are proposed in the Town and 134 new housing units are proposed in the City. Accordingly, the 2020 Land Use Map has identified approximately 742.68 acres for future residential development. This acreage is more than is needed to accommodate the projected housing units and represents a build-out of the Forest Junction Sanitary District Area. In this way, the added acreage helps to ensure the longevity of the plan as a tool to direct development. In order to understand how much land will be needed for future residential development in the City and Town of Brillion over the next twenty years, the following factors were considered:

- Projected population changes
- Building permit trends
- Population per household
- Density (i.e. what the zoning ordinances permit)
- Physical site limitations (i.e. wetland, poor soils, areas of steep slope, etc.)

The primary areas for future residential development are in Forest Junction, near the Brillion High School and on the south side of the City.

More land is allocated for residential development than the population projections would dictate in order to provide choices for development and help ensure the longevity of the plan. While it is not anticipated that these areas will fully develop in 20 years, by providing the outline for where development should and should not be located, the Brillion Community is able to react to any development proposal.

### Agricultural Areas

Given the quality soils, the County Growth Management Policy, and the desires of residents to retain rural character and farming traditions, farming operations in the Town are maintained throughout the 20-year plan. Any development in these rural, farm areas would be restricted by the Calumet County Zoning Ordinance and Growth Management Policy.

#### Conservation Subdivisions

Residential development adjacent to the Brillion Wildlife Area, as identified on the Future Land Use Maps, must utilize conservation techniques. Specifically, conservation subdivisions are to be developed south of the Brillion High School, east of CTH PP, and near the Brillion Marsh.

Conservation Subdivisions in these areas must seek to maintain wildlife habitat and corridors, but also, maximize City investment in lift station infrastructure. Conservation subdivisions are not encouraged in rural areas of the Town. Conservation subdivisions are a residential development option in the Forest Junction Sanitary District to:

- Provide a buffer to adjacent farmland beyond the district boundaries.
- Provide a buffer to creeks, streams, and drains.

For more information about Conservation Subdivisions, see Chapter 6.0.

## **Recreational Areas**

In addition to the continued maintenance of area parks, the Future Land Use Maps include new multi-use (i.e. walking, hiking, biking) trails. These trails are designed to provide safe routes for recreational travel in and around the Brillion Community. Connection to destination points like the Brillion High School, Brillion Marsh, and Downtown Brillion are important. The City currently provides directional signage for community landmarks such as the library or schools, which combined with its sidewalk system creates a favorable walking environment. Trail connections to the City sidewalk system expand walking opportunities throughout the area. The trail extending toward the Brillion Wildlife Area would connect to the internal trail network provided on the WDNR property.

## **Mixed Use Area**

The original settlement area in Forest Junction has been identified as a mixed-used area on the Future Land Use Maps. Currently, this area includes a blend of single family homes, duplexes, and industrial development. It is anticipated this mixture of uses will continue in the future. In addition, the potential for multiple family development and commercial development also exists in this area. To remain an attractive area, enforcement of county zoning requirements for setbacks and landscaping will be particularly important in this area.

## **Town of Brillion Non-Metallic Mining Sites (Pits)**

There are several pit operations in the Town of Brillion. It is believed several of these facilities are nearing the end of their useful life. As pit operations close on these properties, the land shall revert to woodland, farmland, and limited rural residential uses.

## **Environmental Corridors**

In conjunction with the concepts expressed in the Agricultural, Natural and Cultural Resources Element, environmental corridor areas are illustrated adjacent to local streams, creeks and drainage ways. These areas are to remain undeveloped, in accordance with local visions and existing regulations.

## **USH 10 Realignment**

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

## **Brillion Wildlife Area and Surrounding Lands**

The Brillion Wildlife Area is a critical habitat - the primary wetland - in Calumet County. The Future Land Use Maps show the current boundaries of the marsh and potential growth areas. The following actions are recommended to protect the Brillion Wildlife Area:

- Provide financing for rebuilding Center Road, but do not allow for roadway expansion that accommodates additional traffic lanes. Also, seek to provide at grade animal crossings along the roadway using available grant funds.
- Encourage the DNR to cutback forested areas along Center Road to increase the buffer between wildlife habitat and the roadway.
- Seek to limit development adjacent to the Brillion Wildlife Area to protect this natural area and minimize conflicts between people and wildlife. Specifically:
  - Restrict future development on the north side of Center Road. The current Calumet County Zoning requirements severely limit development in this area. If annexed into the City, conservation and cluster subdivisions should be required to maintain wildlife habitat areas and minimize habitat fragmentation. Development in Sections 27 and 28 should be connected via

trails to the City, including the Brillion High School, and should be limited to 30% of the total land area north of Center Road.

- Development south of Center Road in Sections 28 and 29 should be limited to agricultural and rural residential development. Where possible, landowners should coordinate with the WDNR to seek purchase of development rights. Development density should not exceed 1 home per 10 acres. No subdivision development should occur in this area.
- Future residential subdivision development adjacent to the Brillion High School should not extend south of the Section 21 and 22 boundaries. All development in this area should be oriented toward the high school, as a neighborhood focal point, and traffic should be directed toward limited outlets along USH 10, not toward Center Road.

## How Should the Land Use Maps be Used?

It is important to recognize that the Comprehensive Plan is general in nature and cannot be implemented immediately. It is for this reason that only general locations for various land uses are shown on the plan maps. Site-specific issues regarding land use must be addressed in a site-specific manner, using this plan only as a guide.

Future Land Use Maps are not to be used in the same manner as a zoning map. The Future Land Use Maps provide the future vision of the area and seek to establish patterns between different land uses. Zoning is the primary tool for implementing the Comprehensive Plan and addressing land uses issues on a site-by-site basis using specific regulations.

The Future Land Use Maps designate areas for future residential, commercial and industrial development, but it's quite possible that these particular locations may shift over the life of the plan. City and Town Planning Commissions should direct development to areas designated, minimize strip residential development along USH 10, encourage subdivisions (including cluster and conservation design) to concentrate residential development and service needs. As proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns. The success of this plan will depend upon continued coordination between the City and Town of Brillion.

## Rural Town Development

Given the abundance of rural areas in the Town beyond the Forest Junction Sanitary District, it is necessary to again address rural development. The Calumet County Zoning Ordinance does permit limited rural development in accordance with minimum acreage requirements by zoning district (See **Chapter 9** for additional zoning information). To minimize the impact of rural development, the Town encourages landowners to:

- Seek opportunities to locate proposed homes on soils that are not classified as primary agricultural soils;
- Locate homes on the edges/corners of farm fields;
- Consider the use of shared driveways; and
- Incorporate landscape screening along any town or county road to minimize the interruption of scenic, rural areas.

If a farmer or large landowner would like to develop a rural subdivision on their property after this plan has been adopted, they must first work with the Calumet County Planning Department to consider opportunities for rezoning. The Town will not accept any commercial or industrial development proposals beyond the sanitary district.

Assuming approval for development is given by the Calumet County Planning Department, the Town of Brillion Plan Commission will also work with the farmer/landowner to identify areas of his or her property to be protected. To be consistent with the visions expressed in this plan, the farmer/landowner must develop a conservation and cluster subdivisions – preserving at least 50% of the farmland/open space - to minimize the impact the proposed rural development will have on the rural character, natural areas, and wildlife habitats. Accordingly, the landowner must give special consideration to aquatic buffers, wildlife habitat corridors, and landscape screening along town and county roads adjacent to the development to protect the rural views after development is complete. To more

clearly define standards for rural development, the Town of Brillion will coordinate with Calumet County to establish an overlay zone defining specific conditions, in accordance with the ideas described above, to protect rural character.

## **Coordination with Other Comprehensive Plan Elements**

In many ways the Future Land Use Maps presented in *Appendix B* represent the culmination of desires, limitations, and expectations expressed in each of the other elements. What follows is a brief description of how these Future Land Use Maps were coordinated with other elements of the plan.

### **Issues & Opportunities**

The population trends and 2020 projections included in this chapter were critical for understanding how much land was needed for additional development. This element also provided the visions that expressed desired land use conditions in 20 years.

### **Housing**

The expectations and desires related to housing development are reflected by the location and amount of land designated for residential development.

### **Transportation**

Existing and proposed road network capacity was considered when determining future land use and development. Accommodations for trails have also been carefully considered.

### **Agricultural, Natural & Cultural Resources**

The desire to protect these areas from development was a primary objective in developing the Future Land Use Maps. Since farmland preservation was a primary objective of the Coordinated Plan Committee, efforts have been made throughout this chapter and on the Future Land Use Maps to protect farmland areas.

### **Utilities and Community Facilities**

Availability of sanitary sewers and municipal water will greatly influence the location and pattern of development. For this reason, development is encouraged in areas that are within the Forest Junction Sanitary District and the City.

### **Intergovernmental Cooperation**

The City and Town sought input from all neighboring communities and various state, regional and local agencies to ensure that this Comprehensive Plan, including the Future Land Use Maps, is compatible with other area plans.

### **Economic Development**

Both the City and Town support additional economic development. The Town would like to concentrate new development in Forest Junction.

The City would like to enhance its Downtown, promote additional development along USH 10, and expand its industrial sector. These goals are illustrated on the Future Land Use Maps.

### **Implementation**

The Implementation Element provides guidance in utilizing the Future Land Use Maps, as well as additional supporting goals, objectives and policies that support the maps.

## Town of Brillion Rural Objectives

- Work with Calumet County to establish overlay zones as a tool to enforce desired requirements for rural development.
- Coordinate with County with respect to any changes to the Growth Service Area.

## Town of Brillion Rural Development Policy

All new development is encouraged in the Forest Junction area, within the limits of the Growth Service Area identified by Calumet County.

Limited, rural home development, in accordance with the Calumet County Zoning Ordinance, is permissible, but landowners must consider opportunities to locate their homes on the edges of farm fields and the use of landscape screening to minimize the visual impact of rural development.

Rural subdivisions, beyond the limits of the Calumet County Growth Service Area, are not permissible. If exceptions are made by the county, any such development must be conservation or cluster style development, designed to preserve at least half of the development area.