

Village of Brownsville

Comprehensive Plan

Inventory and Trends Report

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1. Issues and Opportunities

1.1 Introduction

The Village of Brownsville is located in the northeast corner of Dodge County. The Village of Brownsville is located in northwest corner of the Town of Lomira. The village is located approximately 13 miles south of the City of Fond du Lac and three miles from the Village of Lomira. STH 49 is a major highway that goes though the village and provides a direct route to the east – west from the Village of Brownsville. CTH Y provides a transportation route to the south from the village, while CTH AY provides a transportation route to the north from the village. Refer to the appendix, Map 1-1, for a map showing the regional setting of the Village of Brownsville.

1.2 Planning Process

In August of 2013, the Village of Brownsville signed a Memorandum of Agreement with the Dodge County Land Resources and Parks Department to assist with the update of the village’s comprehensive plan. The planning program called for updating the Year 2030 Comprehensive Plan, which was adopted by the Village in October of 2005. During this planning process, the existing plan will be updated with new demographics and the policies and recommendations within the Plan will be reviewed and updated where necessary. In addition, all required mapping will be updated and the Future Land Use Map will be updated after seeking input from the Plan Commission, Village Board, and the citizens of the Village.

Wisconsin Statutes, Section 62.23 by reference from Section 60.62 provides that it is a function of the village Plan Commission to make and certify to the Village Board, a plan for the physical development of the Village of Brownsville. The plan’s general purpose is in guiding and accomplishing a coordinated, adjusted, and harmonious development...which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government’s responsibilities. This legislation requires that a community that enacts or amends a zoning ordinance and/or a subdivision ordinance adopt a comprehensive plan and that plan be updated no less once every 10 years. The plan must contain nine elements as specified in the statutes. It also requires that ordinances be consistent with the comprehensive plan.

The plan document is divided into two separate reports, the Inventory and Trends Report and the Recommendations Report. The Inventory and Trends Report contains the necessary background information and maps about the Village of Brownsville and points out important trends. The Recommendations Report contains the policies, goals, and objectives of the village and the recommendations for future action.

Policies, goals, and objectives stated in this document reflect the deliberations of the, village Plan Commission, and Village Board based on the comments and opinions expressed by the people within the Village of Brownsville. References made to specific state, county, and other

governmental programs do not imply endorsement of such plans, but are presented for background and reference only.

1.3 Public Participation Efforts

The Village of Brownsville adopted a Public Participation Plan at the beginning of the comprehensive planning process based on input from the village Plan Commission. The following core efforts were identified to foster public participation above and beyond the statutory requirements of Wisconsin’s Smart Growth law:

- ◆ All meetings will be open to the public;
- ◆ Notices and press releases will be sent to local media outlets identifying the time and location of public informational meetings and public hearings;
- ◆ Materials will be kept at the Village Hall and the Village of Brownsville library for review by local residents and interested persons;

In addition, an address to forward written comments shall be provided in meeting notices and news releases. The Plan Commission and/or Village Board shall respond to written comments at public meetings.

1.4 Population Characteristics

Population Counts

Population change is the primary component in tracking a community’s past growth as well as predicting future population trends. Population characteristics relate directly to the community’s housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Tables 1-1 and 1-2 display population trends and changes from 1970 to 2013 for the Village of Brownsville.

Table 1-1 Population Trends, Village of Brownsville, 1970-2013

	1970	1980	1990	2000	2010	2013
Population	374	433	415	570	581	583

Source: Wisconsin Department of Administration, 1970, and 1980. U.S. Bureau of the Census, 1990, 2000, and 2010. Wisconsin Demographic Services Center Estimate, 2013.

Table 1-2 Population Change, Village of Brownsville, 1970-2013

	1970 - 1980	1980 -1990	1990 -2000	2000 - 2010	2010 - 2013	Total Change 1970 - 2013
Population Change	59	(18)	155	11	2	209

Source: Wisconsin Department of Administration, 1970 and 1980. U.S. Bureau of the Census, 1990, 2000 and 2010. Wisconsin Demographic Services Center Estimate, 2013.

From 1970-2013, the Village of Brownsville’s population increased by 209 residents; 374 residents in 1970 to 583 in 2013. The rate of population growth has not been steady. Each of the past decades has experienced a different growth rate. The most notable decade of population growth was from 1990 to 2000, when the Village experienced a 37.3 percent increase in population. From 1980 to 1990, the Village actually lost population, declining by 4.2 percent. The population has been relatively stable since 2000.

Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The baby-boomer generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize if these trends are taking place and to determine how to deal with the effects. Table 1-3 displays the population by age cohort for the Village of Brownsville and Dodge County.

Table 1-3 Population by Age Cohort, Village of Brownsville and Dodge County, 2010

	Village of Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
Under 5	34	5.9%	5,020	5.7%
5 to 14	89	15.3%	10,986	12.4%
15 to 24	68	11.7%	10,404	11.7%
25 to 34	61	10.5%	11,432	12.9%
35 to 44	87	14.9%	12,151	13.7%
45 to 54	116	20.0%	14,830	16.7%
55 to 64	62	10.6%	10,685	12.0%
65+	64	11.1%	13,251	14.9%
Total	581	100%	88,759	100.0%
Median Age	40.1		40.7	

Source: U.S. Bureau of the Census, 2010.

The largest percentage (20%) of Village of Brownsville residents is between the ages of 45 to 54, the next largest age cohort is ages 5 to 14. In 2000, the largest percentage of village residents was in the 35 to 44 category. The largest percentage of Dodge County’s residents is also in the

45 to 54 age category, 16.7%. Also, 21.7% of the village’s population is 55 years of age or older, which is lower than the county’s percentage of 26.9%. The Village of Brownsville median age is 40.1, which is lower than Dodge County’s median age of 40.7. The village’s median age increased from 36.1 in 2000 to 40.1 in 2010.

Educational Attainment

Approximately 47.8% of Brownsville residents have attained a high school level education, significantly higher than the 39.9% in Dodge County with the same education level. The Village of Brownsville has 16.4% of its residents obtaining a bachelor’s degree, which is noticeably higher than the Dodge County percentage of 10.8. The Village of Brownsville also had a much higher percentage of residents with a Graduate or professional degree than the county. Table 1-4 indicates the education levels for the Village of Brownsville and Dodge County.

Table 1-4 Educational Attainment, Village of Brownsville and Dodge County

Attainment Level	V. Brownsville		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	3	0.7%	2,644	4.3%
9th grade to 12th grade, no diploma	12	2.9%	5,512	8.9%
High school graduate (includes equivalency)	195	47.8%	24,762	39.9%
Some college, no degree	66	16.2%	14,166	22.8%
Associate degree	28	6.9%	5,524	8.9%
Bachelor's degree	67	16.4%	6,700	10.8%
Graduate or professional degree	37	9.1%	2,758	4.4%
Total Persons 25 and over	408	100.0%	62,066	100.0%

Source: U.S. Bureau of the Census, 2007-2011 American Community Survey. Only includes persons age 25 and over.

Household Income

Table 1-5 displays the 2011 household income and median household income for the Village of Brownsville and Dodge County. The highest percentage (27.5%) of residents in the Village of Brownsville had a household income between \$50,000 to \$74,999. The next largest percentage (16.3%) of household income was \$35,000 to \$49,999, which was higher than the county’s percentage of 15.4% of the same income level. Approximately 23.8% of the households in the Village of Brownsville had a household income of \$100,000 or greater. This is higher than the county’s 14.8% of households that made \$100,000 or more. The median household income for the Village of Brownsville was \$65,000. The median income for Dodge County was \$53,589. The Village of Brownsville has a significantly lower percentage of households earning \$35,000 or less than the county.

Table 1-5 Household Income, Village of Brownsville and Dodge County

	V. Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	9	3.8%	1,444	4.3%
\$10,000 to \$14,999	10	4.2%	1,478	4.4%
\$15,000 to \$24,999	13	5.4%	3,509	10.3%
\$25,000 to \$34,999	15	6.3%	3,841	11.3%
\$35,000 to 49,999	39	16.3%	5,234	15.4%
\$50,000 to \$74,999	66	27.5%	8,134	23.9%
\$75,000 to \$99,999	31	12.9%	5,291	15.6%
\$100,000 to \$149,999	36	15.0%	3,771	11.1%
\$150,000 or More	21	8.8%	1,262	3.7%
Total	240	100.2%	33,964	100.0%
Median Household Income	\$65,000		\$53,589	

Source: U.S. Bureau of the Census, 2007-2011 American Community Survey.

*Percentages may not add up to 100%, due to rounding.

Wisconsin Department of Administration, Population Projections

In 2008, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2030 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which was used to give communities population projections for a future date. Table 1-6 shows the WDOA population projections for the Village of Brownsville.

Table 1-6 WDOA Population Projections, Village of Brownsville, 2010-2030

2010 Population	2015	2020	2025	2030	% Change 2010-2030	Total New Persons 2010-2030
581	599	620	639	655	12.7	74

Source: Wisconsin Department of Administration, Demographics Services Center, Population Projections for Wisconsin Municipalities: 2010-2030.

The Village of Brownsville is projected to have a 12.7% increase in population from 2010 to 2030. According to the WDOA Population Projection, the Village of Brownsville will have a population of 655 by 2030. The WDOA population projections shows the village will gain 74 new persons by 2030.

1.5 Housing Characteristics

Table 1-7 displays the number of housing units found in the Village of Brownsville for 2000 and 2010. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 1-7 Housing Supply, Occupancy and Tenure, Village of Brownsville, 2000-2010

V. Brownsville						
	2000	Percent of Total	2010	Percent of Total	# Change 2000-10	% Change 2000-10
Total housing units	213	100.0%	233	100.0%	20	9.4%
Occupied housing units	209	98.1%	221	94.8%	12	5.7%
Owner-occupied	170	79.8%	183	78.5%	13	7.6%
Renter-occupied	39	18.3%	38	16.3%	-1	-2.6%
Vacant housing units	4	1.9%	12	5.2%	8	200.0%
Seasonal units	2	0.9%	0	0.0%	-2	-100.0%

Source: U.S. Bureau of the Census, 2000 and 2010.

In 2010, the Village of Brownsville had 233 housing units, a 9.4% increase from 2000. The village had a much larger percentage increase in housing units from 1990 to 2000 (34.8%) than from 2000 to 2010. In 2010, approximately 94.8% of the community's housing units were occupied. Of this figure, approximately 78.5% were occupied by owners and 16.3% were occupied by individuals renting the housing unit. There were four vacant housing units in 2000. That number increased dramatically to 12 vacant housing units in 2010.

Table 1-8 displays the average household size found in the Village of Brownsville and Dodge County for 2000 and 2010.

Table 1-8 Average Household Size, Village of Brownsville and Dodge County, 2000 and 2010

	2000	2010
Village of Brownsville	2.73	2.63
Dodge County	2.56	2.44

Source: U.S. Bureau of the Census, 2000-2010.

The size of households continues to decrease from years ago as families are having fewer children than the large traditional families. The Village of Brownsville average household size has decreased by approximately .10 persons since 2000. The county’s average household size decreased more than the village since 2000. In 2010, the Village of Brownsville had a higher average household size (2.63) than the county’s 2.44 persons.

Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Please refer to Table 2-4 for linear housing unit projections for the Village.

1.6 Employment Characteristics

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 1-9 displays the number and percent of employed persons by industry group in the Village of Brownsville and Dodge County for 2011.

The manufacturing sector supplied the most jobs (18.7%) and the construction sector provided the second most jobs (15.0%) in the Village of Brownsville. This differs greatly from 2000 when manufacturing supplied 32.3% of the jobs and the construction sector was at only 7.8%. The greatest percentage of employment for the county was in the manufacturing sector (26.1%), followed by the educational, health, and social services (18.5%). The educational, health, and social services sector provided 20.7% of the employment in the village in 2000, compared to only 12.3% in 2010.

Table 1-9 Employment by Industrial Sector, Village of Brownsville and Dodge County, 2011

Industry	V. Brownsville		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	2	0.6%	1,995	4.5%
Construction	54	15.0%	3,304	7.4%
Manufacturing	67	18.7%	11,615	26.1%
Wholesale trade	5	1.4%	1,115	2.5%
Retail trade	53	14.8%	5,102	11.5%
Transportation and warehousing, and utilities	29	8.1%	1,993	4.5%
Information	11	3.1%	708	1.6%
Finance, insurance, real estate, and rental and leasing	12	3.3%	1,488	3.3%
Professional, scientific, management, administrative, and waste management services	9	2.5%	2,570	5.8%
Educational, health, and social services	44	12.3%	8,209	18.5%
Arts, entertainment, recreation, Accommodation, and food services	20	5.6%	2,791	6.3%
Other services (except public administration)	14	3.9%	1,823	4.1%
Public administration	39	10.9%	1,715	3.9%
Total	359	100.2%	44,428	100.0%

Source: U.S. Bureau of the Census, 2007-2011 American Community Survey.

*Percentages may not add up to 100%, due to rounding.

1.7 Issues and Opportunities Trends

Population Trends and Outlook

Identified below are some of the population and demographic trends that can be anticipated over the next 20 years in the Village of Brownsville:

- ◆ Brownsville’s population is projected to increase according to the WDOA population projections.
- ◆ School attainment percentages will gradually change with more of the population attaining education beyond high school.
- ◆ Household income will continue to slowly rise.
- ◆ The 65-plus population will continue to increase slowly and then grow dramatically as the 45 – 54 age group joins the ranks of the 65 and over.

2. Housing

2.1 Introduction

This section contains an inventory of housing characteristics in the Village of Brownsville. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the community's housing needs.

2.2 Housing Characteristics

Housing Supply

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

In 2010, the Village of Brownsville had 233 housing units, a 9.4% increase from 2000. The village had a much larger percentage increase in housing units from 1990 to 2000 (34.8%) than from 2000 to 2010. In 2010, approximately 94.8% of the community's housing units were occupied. Of this figure, approximately 78.5% were occupied by owners and 16.3% were occupied by individuals renting the housing unit. There were four vacant housing units in 2000. That number increased dramatically to 12 vacant housing units in 2010. Table 1-7 displays the number of housing units found in the Village of Brownsville for 2000 and 2010. The table also includes the number of occupied and vacant homes.

Units in Structure

Table 2-1 displays the number of units within structure for the Village of Brownsville and Dodge County for 2011. Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-1 Units in Structure, Village of Brownsville and Dodge County, 2011

	V. of Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
1-unit detached	216	86.4%	26,296	71.2%
1-unit attached	9	3.6%	1,157	3.1%
2 units	6	2.4%	2,113	5.7%
3 or 4 units	9	3.6%	1,111	3.0%
5 to 9 units	10	4.0%	1,780	4.8%
10 to 19 units	0	0%	1,478	4.0%
20 or more units	0	0%	1,454	3.9%
Mobile home	0	0%	1,539	4.2%
Boat, RV, van, etc.	0	0%	2	0.0%
Total	250	100%	36,930	99.9%

Source: U.S. Bureau of the Census, American Community Survey 2007-2011.

*Percentages may not add up to 100%, due to rounding.

The predominant housing structure in both the Village of Brownsville and Dodge County is the one-unit detached structure, making up 86.4% and 71.2% of all housing structures, respectively. Housing structures containing 5 to 9 units came in a distant second, comprising only 4.0% of the housing structures in Brownsville. The village does not have any housing structures with 10 or more housing units. Lack of affordable housing could be an issue in the Village.

Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. The age of the housing stock is an important element to be analyzed when planning for a future housing supply. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other things which are affected by new housing development.

Table 2-2 details the year that structures were built in the Village of Brownsville and Dodge County.

**Table 2-2
Year Structures Built, Village of Brownsville and Dodge County, 2011**

	V. of Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
Built 2000 or later	0	0.0%	4,036	11.0%
Built 1990 to 1999	72	28.8%	5,592	15.1%
Built 1980 to 1989	29	11.6%	2,967	8.0%
Built 1970 to 1979	27	10.8%	4,716	12.8%
Built 1960 to 1969	24	9.6%	3,165	8.6%
Built 1950 to 1959	32	12.8%	3,137	8.5%
Built 1940 to 1949	15	6.0%	1,944	5.3%
Built 1939 or earlier	51	20.4%	11,373	30.8%
Total	250	100.0%	36,930	100.1%

Source: U.S. Census Bureau, American Community Survey, 2007-2011.
*Percentages may not add up to 100%, due to rounding.

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. As a possible result of having a newer housing stock and an economic recession, the village has not had any new housing units built since 2000.

Housing Value

Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. While many people in Wisconsin enjoy a good housing situation, many are struggling. Households in the low-income range may have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-3 provides housing values of specified owner-occupied units for 2011. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Census Bureau determines value by the respondent’s estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-3

Housing Value for Specified Owner-Occupied Units, Village of Brownsville and Dodge County, 2011

	V. of Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$50,000	5	2.6%	1,307	5.2%
\$50,000 to \$99,999	16	8.2%	2,990	11.9%
\$100,000 to \$149,999	32	16.5%	7,278	29.0%
\$150,000 to \$199,999	89	45.9%	5,306	21.1%
\$200,000 to \$299,999	47	24.2%	5,275	21.0%
\$300,000 to \$499,999	0	0.0%	2,207	8.8%
\$500,000 to \$999,999	5	2.6%	643	2.6%
\$1,000,000 or more	0	0.0%	103	0.4%
Total	194	100.0%	25,109	100.0%
Median value	\$169,300		\$157,400	

Source: U.S. Census Bureau, American Community Survey, 2007-2011.

The Village of Brownsville had a large percentage (45.9%) of homes valued between \$150,000 to \$199,999, whereas Dodge County had the largest percentage (29.0%) of its homes valued between \$100,000 and \$149,999. The village also had a smaller percentage of homes valued below \$150,000 than Dodge County. The median value of homes in the village is some what higher than Dodge County's. Attracting affordable housing to Brownsville may be difficult, since the village has a higher median housing value than Dodge County.

2.3 Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are 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 throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Housing Unit Projection

In 2008, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 2-4 displays the projections from 2010 through 2030.

Table 2-4
Housing Unit Projections, Village of Brownsville, 2010-2030

2010 Housing Units	2015	2020	2025	2030	% Change 2010-2030	Total New Units 2010-2030
233	234	245	255	264	13.3	31

Source: Wisconsin Department of Administration, Demographics Services Center, Household Projections for Wisconsin Municipalities: 2010-2030.

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.

2.4 Housing for All Income Levels

Traditionally, most villages and towns 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.

The Village of Brownsville has and will continue to provide a variety of housing types that support all income levels. The Village has also recognized that the aging of the population will require a variety of housing types to allow current residents to remain in the community. Housing in the Village will continue to include single family homes, duplexes, and multi-family units; which should accommodate all residents. Refer to the Future Land Use Map and associated text for further information on the Village’s plans for accommodating housing for all income levels in the community.

2.5 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 there will be a shift for the 45 to 54 age group to the next age group in the near future, requiring the community to further assess its ability of providing housing for all age groups and persons with special needs. Due to the aging population it is anticipated that there will be a need for more specialized living facilities in the future. Overall, the Village intends on providing housing for all age groups by providing a variety of housing types.

2.6 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 Village does currently have a rather large supply of available land within the Village boundaries. The community should also use this plan in coordination with developed goals, objectives, and policies to promote the availability of such housing if a need is present.

2.7 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 Village 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.

2.8 Housing Trends

There were a number of changes in the State of Wisconsin, Dodge County, and Village of Brownsville with regard to housing from 2000 to 2010. Housing trends that need to be considered as part of the planning process are identified below:

- ♦ Lack of new housing construction in the Village;
- ♦ Increased need to reduce the number of vacant housing units;
- ♦ Demographic trends and an aging population will increase the need for more choices relative to elderly housing, rental units, and starter homes;
- ♦ The village will need to create more housing opportunities for lower income households.

3. Transportation

3.1 Introduction

The transportation system which serves the Village of Brownsville provides for the transport of goods and people into, out of, and within the community. The transportation system contains multiple modes involving air, land, and water transport. Many elements of the system are not located in the village itself; however the village's proximity to these elements is an important consideration in evaluating and planning for the Village of Brownsville transportation system.

3.2 Transportation Programs

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local streets. The program requires village officials to evaluate the condition of village streets based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of village streets.

Dodge County Capital Improvement Program

The Dodge County 2014-2018 Capital Improvement Program does not list any improvements to any County Highway leading into the village.

3.3 State and Regional Transportation Plans

State and regional transportation plans that affect the Village of Brownsville are the responsibility of the Wisconsin Department of Transportation. The DOT has highway improvement plans for each county in the state. STH 49 provides the major east-west transportation route through the Village of Brownsville. The 2013-2018 Highway Improvement Program lists STH 49 from Lomira to Waupun as due for mill and overlay existing asphalt pavement for completion in 2013.

Dodge County is not served by a Regional Planning Commission.

3.4 Functional Classification of Highways

Vehicular travel on the public street system is the transportation mode for the vast majority of trips by village residents. Street and highway transportation systems primarily serve two basic functions, - to provide access to adjacent properties and to provide for the movement of vehicular traffic. Streets and highways are grouped into three functional classes (local, collector, and arterial streets) which are described below. Refer to the appendix, Map 3-1, for a map showing the location of local, collector, and arterial streets in the village.

Local Streets

Local streets primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Ledgeview Lane and Meadow Ridge Lane are examples of local roads in the Village of Brownsville.

Collector Streets

Collector streets and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These streets gather traffic from the local streets and funnel it to arterial streets. Access to adjacent properties is a secondary function of collector streets. Collector streets are further divided into major or minor collectors depending on the amount of traffic they carry. CTH Y is an example of a major collector street in the village and CTH AY is an example of a minor collector street.

Arterial Highways

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. STH 49 is an example of a minor arterial street in the village.

3.5 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-2, in the appendix, shows the average daily traffic volume of major traffic corridors within the village.

Traffic volumes vary considerably on the different streets within the village. STH 49 being the major thoroughfare in the village carrying the largest volume of traffic. CTH Y and CTH AY also carry considerable amounts of traffic. The volume of traffic on a particular roadway can be significantly influenced by its intersection with other roadways. The higher traffic volumes on STH 49, particularly during the morning and evening community hours, have become an issue in the village. Traffic volumes have made crossing this road difficult at times.

3.6 The Transportation System

The transportation system which serves the Village of Brownsville provides for the transport of goods and people into, out of, and within the community. While the village has little direct influence on transportation links outside its boundaries, it may be in its best interest to influence the improvement of these links to better serve the residents of the Village of Brownsville. The transportation system operates in the air and on land and water. Land based transport includes pedestrian, bicycles, and rail as well as highway.

Seaports

Water born transport of goods is efficient, but the Village of Brownsville does not have a waterway suitable for commercial transportation. The nearest international seaport is the Port of Milwaukee, approximately 50 miles from the village.

Airports

Air transportation for both goods and people is very fast. Its use is substantial and increasing. Convenient access to at least a general airport is critical to many businesses. The nearest general airport is the Dodge County Airport, located about 15 miles from the Village of Brownsville. Dane County Regional Airport in Madison provides commercial aviation services. It is approximately 55 miles southwest of the village. General Mitchell Field in Milwaukee also offers commercial airline service and is also an international airport. It is located about 50 miles southeast of the village.

Railroads

There are no active railroads in the Village of Brownsville.

Trucking

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. Several trucking companies are located in the area.

Public Transit

Public transit services are not available in the Village.

Bicycles

Bicycle traffic is quite limited in the Village of Brownsville. Bicycle travel is limited to the sidewalks and streets, both of which create confrontations, mainly with pedestrians and motor vehicles respectively. Dodge County does contain a public bicycle trail, the Wild Goose State Trail, which is located in the central and north central portion of the county. The Wild Goose State Trail is approximately 10 miles west of the village and is the closest bicycle transportation facility in Dodge County.

The *Dodge County Bike and Pedestrian Plan* was designed to promote and improve conditions for bicycling and walking throughout Dodge County. The intention of the Bike and Pedestrian Plan is to increase transportation safety for pedestrians, bicyclists, and motorists. Infrastructure improvements such as designated bikeways, bike lanes, paved shoulders, improved crosswalks, and traffic and informational signs are among the type of facilities being recommended to improve conditions for bicyclists, walkers, and motorists alike.

In the Village of Brownsville, the Dodge County Bike and Pedestrian Plan identifies STH 49, CTH Y, and Main Street as bicycle routes.

Pedestrian Transportation

Sidewalks are available in many parts of the village for pedestrian travel. The *Dodge County Bike and Pedestrian Plan* suggests pedestrian friendly design standards for creating a walkable community.

Transportation for the Disabled

The Dodge County Human Services Department provides transportation for the disabled in the Village of Brownsville. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans that provide transportation to the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2.

3.7 Transportation Trends

The future transportation system will be affected by a number of factors including demographics, the economy, and overall development patterns. The following are anticipated trends that can affect the transportation system in the Village of Brownsville over the planning period:

- ◆ Reduced funding for transportation projects is anticipated due to county, state, and federal budget constraints.
- ◆ As vehicle ownership continues to increase and trips become longer, congestion on major roadways is anticipated to increase.
- ◆ The demand for para-transit services will increase as the population ages and the baby-boomers move into older age groups.
- ◆ There will be continued demand for quality trucking routes as manufacturing continues to be a major sector of the economy.
- ◆ Routes between the village and other cities and villages are likely to continue to grow in traffic volume, particularly on STH 49.
- ◆ Concerns raised by local residents are likely to center on controlling traffic speeds and bicycle and pedestrian safety.
- ◆ The highway intersection of STH 49 and CTH Y will continue to be a target location for new commercial development.
- ◆ Conflicts between automobiles and slower farm equipment are likely to increase.

4. Utilities and Community Facilities

4.1 Introduction

This element contains information about existing utilities and community facilities in the Village of Brownsville. Facilities discussed in this element include administrative facilities, public buildings, police, fire, and emergency medical services, schools, quasi public facilities, parks, solid waste and recycling, communication and power facilities, sanitary sewer, water, stormwater management, and health and day care facilities.

4.2 Administrative Facilities and Services

The Brownsville village hall and administrative facilities are located at 514 Railroad St.

Committees, Commissions, and Boards

- ◆ Plan Commission
- ◆ Police Committee
- ◆ Emergency Government Committee
- ◆ Parks Committee

Public Buildings

Public buildings that are owned and operated by the village include the following:

- ◆ Village Hall/Police Department
- ◆ Village garage
- ◆ Wastewater treatment plant, including an office and three separate buildings
- ◆ Well #1 and 2
- ◆ Concession stand/bathrooms, and soccer shed at Dale R. Michels Memorial Park
- ◆ Library

The Brownsville Community Club building is used as a community center in the village as well. The facility is privately operated and is often used for meetings and weddings.

4.3 Protective Services

Police Services

Brownsville Police Department

The Brownsville Police Department provides police service to the village. Staff includes one part-time chief. The Department has one car and also a K-9, German Shepherd squad. Mutual aid is provided if requested by the Sheriff within a five mile radius of the Village and by agreement with the Village of Lomira.

Fire Protection and Emergency Medical Services

Brownsville Fire Company

The Brownsville Fire Company was incorporated in 1912 as a non-stock, not for profit corporation, to protect the Brownsville area from fire. At the time of organization, the company took over the equipment of the disbanded Brownsville Hook & Ladder company, which had been serving the Brownsville area since 1891.

The Brownsville Fire Company is comprised of active firefighters, inactive members and includes members with 20 or more years of firefighting service. The Company is privately run and the Village of Brownsville contracts for service. The service area includes the Village of Brownsville, sections of the Towns of Lomira and Leroy in Dodge County and sections of the Town of Byron in Fond du Lac County.

The First Responders Unit has 13 members. The unit is defibrillator certified and operates a “Jaws of Life”. A thermal imaging camera was purchased in 2001. The unit works in cooperation with Mayville EMS, Theresa EMS, and Fond du Lac Fire Department Paramedics.

Map 4-1, displays fire protection boundaries and Map 4-2, displays emergency medical service boundaries. Both maps can be found in the appendix.

4.4 School Facilities

Lomira School District

The Village of Brownsville is served by the Lomira School District. The Lomira School District contains Lomira Elementary School and Theresa Elementary School, the Lomira Jr. High School, the Lomira High School. High School enrollment was at 350 in the 2013-2014 school year, which is 70 fewer than in the 2002-2003 school year.

The Village of Brownsville is also served by St. Paul’s Elementary School, providing pre-school through eighth grade education.

Map 4-3, located in the appendix, shows the school district boundaries.

4.5 Quasi Public Facilities

Libraries

The Village of Brownsville Public Library was constructed in 1969 and is located on Main Street. In January 1999, the library was featured in the American Public Library Magazine as one of America’s best public libraries in the U.S. The Brownsville Public Library was ranked number one in the under 2,000 population category. The library offers many services to the public as well as books and DVD’s. Included are computers with internet service, movie nights, children’s programs and community programs.

Churches and Cemeteries

- ◆ St. Paul's Lutheran Church
- ◆ St. Paul's Cemetery
- ◆ Village Cemetery

Post Offices

The Brownsville Post Office is located on Main Street and was built in 1992.

Civic Organizations and Other Clubs

- ◆ Brownsville Community Club
- ◆ Brownsville Fire Company, Inc. Ladies Auxiliary
- ◆ Brownsville Lions Club
- ◆ Brownsville Jaycees
- ◆ Bombers Soccer Club
- ◆ Flyway Soccer Association
- ◆ Brownsville Sportsmans Club
- ◆ Brownsville Athletic Association
- ◆ Brownsville Community Club Volunteers

4.6 Parks, Recreation, and Open Space

Ledgeview Park

Ledgeview Park is a small community park located at the intersection of Ledgeview and North Street.

Dale R. Michels Memorial Park

In 1998, the Village of Brownsville rededicated a park in honor of local businessman and benefactor Dale R. Michels. The park is a first class recreational facility, including a main baseball field with lighting, two smaller baseball fields, six soccer fields, two entertainment pavilions, two playground areas, as well as three concession stands and three bathroom facilities.

4.7 Solid Waste Management and Recycling

The Village of Brownsville contracts with a private company for solid waste and recycling curbside pick-up. Weekly pick-up is provided. The village is the designated responsible unit for recycling.

4.8 Communication and Power Facilities

Verizon Frontier provides telephone service to the village. Alliant Energy provides natural gas service and WE Energies provides electric service to the village. See maps located in the appendix for telephone service providers, electric utilities and cooperatives, and natural gas facilities in Dodge County.

4.9 Sanitary Sewer Service

The Brownsville Wastewater Treatment Plant (WWTP) utilizes a lagoon treatment system. A facility upgrade was completed in 1999, which is planned to meet the village's needs until 2019.

4.10 Public Water Supply

Village of Brownsville Water Utility

The Village of Brownsville Water Utility was organized in 1947. Sewer service is not rendered by the Utility. There are approximately 200 residential metered customers served by the system, 25 commercial customers, and no industrial customers. Groundwater is the only water source utilized for water distribution. There are two wells that provide water to the system, ranging in depth from 975 feet to 1,250 feet. The Utility has two storage facilities, an elevated tank that was constructed in 1948 with a 50,000 gallon capacity, and a 70,000 gallon reservoir. There are approximately 24,000 feet of water main within the system and 62 fire hydrants.

The Wisconsin Department of Natural Resources completed an investigation of the public water system at the Village of Brownsville in 2001. Detailed inspections are completed every three years as part of an inspection program mandated by the US Environmental Protection Agency. The investigation concluded that the Brownsville waterworks system is in good overall condition, but is in need of some improvements.

4.11 Stormwater Management

Storm sewers are provided throughout the village. This also includes curb and gutter.

4.12 Health Care Facilities

In 1996, the Fond du Lac Regional Clinic and St. Agnes Hospital merged to form Agnesian Health Care. A Brownsville Medical Clinic is located in the village. Regional medical services are available in the City of Madison and Milwaukee.

4.13 Day Care Facilities

There are no commercial day-care facilities located in the village.

4.14 Utilities and Community Facilities Trends and Outlook

The following trends need to be anticipated with regard to planning for future utilities and community facilities in the Village of Brownsville:

- ◆ Local government budget constraints will drive the need for intergovernmental cooperation for services and programs;
- ◆ There will be an increased need for communities and other jurisdictions to coordinate the development of trails and other recreational facilities;
- ◆ Increased development in the village will create the need for more police and other governmental services;
- ◆ The demand for health care facilities will increase;

5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

This element provides an inventory and assessment of the agricultural, natural, and cultural resources for the Village of Brownsville. Land development patterns are directly linked to the resource base; therefore, these features need to be considered before making any decisions concerning future development within the village. The Village of Brownsville's natural and cultural resources contribute greatly to its residents' quality of life.

5.2 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil must be evaluated prior to any development, as varying limitations exist for each soil. Dodge County soils are products of the deposits left after the glacier receded about 12,000 years ago. These deposits consisted of sand, gravel, large rocks, clay, limestone fragments, and igneous and metamorphic rocks. The deposits have prompted mineral and sand and gravel extraction throughout some of the communities in Dodge County.

The majority of soils in the Village of Brownsville are upland silt loam considered good for agricultural uses. Topsoil generally ranges between 10 and 14 inches in depth. The four general soil associations found in the village include McHenry-Pella, Houghton-Pella, St. Charles-Leroy-Lomira, and St. Charles-Miami-Elburn.

5.3 Prime Agricultural Soils

Since almost the entire area of the Village of Brownsville is developed, there are no significant undeveloped areas of prime agricultural soils remaining.

5.4 Forests

Since almost the entire area of the Village of Brownsville is developed, there are no substantial forested areas remaining.

5.5 Metallic and Nonmetallic Mineral Resources

There are no metallic or nonmetallic mines in the Village of Brownsville.

5.6 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal

communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each community that identify wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development. According to the Department of Natural Resources Wetland Inventory Map, there is a wetland area along the village's north boundary line.

5.7 Floodplains

For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. There appears to be some floodplain areas along the Kummel creek on the east side of the village. Brownsville's Floodplain Ordinance was approved in November of 2013. The floodplain areas of Village of Brownsville are shown on the map provided in the appendix.

5.8 Watersheds and Drainage

The Village of Brownsville is located in the Upper Rock River Basin. This basin includes 13 surface watersheds. The Upper Rock River Basin encompasses about 1,890 square miles. The Rock River Basin covers 3,700 square miles.

A report from the Wisconsin Department of Natural Resources titled *The State of the Rock River Basin* was completed in April of 2002. According to the report, the most serious challenges facing the Basin include:

- ◆ Water quality impacts and increased runoff quantity from agriculture and urban land uses, such that many of the rivers and streams are not meeting water quality standards.
- ◆ Loss of agricultural lands impacts wildlife habitat, recreational usages, the rural landowners, and the economy because it changes the nature of the basin.
- ◆ Loss of critical, sensitive habitat and connection between habitats.
- ◆ Significant groundwater contamination in areas of the Basin.
- ◆ Lower urban groundwater levels due to increased use and decreased groundwater infiltration due to more acres of impervious land.

5.9 Surface Water Features

There are approximately 0.1 acres of surface water in the Village of Brownsville. Kummel Creek is the only waterway that passes through the village. The Creek flows to the East Branch Rock River to the south of the village.

5.10 Groundwater Resources

The source of all groundwater is precipitation, which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the Village of Brownsville should be investigated before any major development occurs.

Most groundwater contamination is related to poorly sited land uses. For example, agricultural manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock are all potential sources of groundwater pollution. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation is expensive and can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

Within Dodge County there are areas that have natural occurring and human influenced well contaminations. According to studies performed by University of Wisconsin-Extension offices,

there are multiple types of contaminations in Dodge County. One major contamination is nitrates, which are mainly human influenced and a major concern in parts of Dodge County. The Village of Brownsville has had higher than average nitrate levels in the past. Also, the village has an average chloride level. These two types of contamination may be linked to agricultural practices, shallow bedrock, or uncontrolled spreading of contaminants. Another contamination that raises concern is the high number of positive bacteria samples in an area. The Village of Brownsville has one positive bacteria sample. Some of these contaminations can be linked to unique bedrock or groundwater features, or current or past land use practices in the area. To help control future well contaminations the Village of Brownsville should conduct testing to identify contaminated areas and reduce development in those areas.

Wellhead Protection

The goal of wellhead protection is to prevent potential contaminants from reaching the wells that supply municipal water systems. This is accomplished by monitoring and controlling potential pollution sources within the land area that recharges those wells.

Wellhead protection planning is administered by the WDNR as required by the U.S. Environmental Protection Agency (EPA) and 1986 amendments to the Federal Safe Drinking Water Act. Wellhead planning is encouraged for all communities, but is required when any new municipal well is proposed. The Village of Brownsville has a wellhead protection ordinance in effect.

5.11 Air Quality

Air quality, especially good air quality, is often taken for granted. The eastern portion of Wisconsin experiences high concentrations of ground-level ozone. Ground-level ozone, or smog, forms when pollutants emitted from vehicle exhaust, power plants, factories, and other combustion sources combine in the hot summer sun. In addition, warm weather causes an increase in air conditioner usage, which can increase harmful emissions from these sources.

To manage the state's air quality, the DNR uses both a network of air quality monitors and a series of air pollution control rules that limit emissions from air pollution sources based on various criteria. There is one air monitoring site in Dodge County, located in the City of Mayville.

5.12 Environmental Corridors/Sensitive Areas

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. Areas along Kummel Creek are considered environmental corridors/sensitive areas.

5.13 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Table 5-1 shows the rare, threatened, and endangered species that may be found in or near the Village of Brownsville and Dodge County.

**Table 5-1
Rare, Threatened, and Endangered Species,
Village of Brownsville and Dodge County**

	Wisconsin Status	Taxa
Plants		
Lesser Fringed Gentian	Special Concern	
Richardson Sedge	Special Concern	
Showy Lady's-Slipper	Special Concern	
Slim-Stem Small-Reedgrass	Special Concern	
Small White Lady's-Slipper	Threatened	
Wafer-Ash	Special Concern	
Yellow Gentian	Threatened	
Animals		
Cantrall's Bog Beetle	Special Concern	Beetle
Giant Carrion Beetle	Endangered	Beetle
Barn Owl	Endangered	Bird
Black-Crowned Night-Heron	Special Concern	Bird
Forster's Tern	Endangered	Bird
Great Egret	Threatened	Bird
Red-Shouldered Hawk	Threatened	Bird
Gorgone Checker Spot	Special Concern	Butterfly
Side-Swimmer	Special Concern	Crustacean
American Eel	Special Concern	Fish
Banded Killfish	Special Concern	Fish
Least Darter	Special Concern	Fish
Pugnose Minnow	Special Concern	Fish
Redfin Shiner	Threatened	Fish
River Redhorse	Threatened	Fish
Slender Madtom	Endangered	Fish
Striped Shiner	Endangered	Fish
Week Shiner	Special Concern	Fish
Blanchard's Cricket Frog	Endangered	Frog
Arctic Shrew	Special Concern	Mammal
Franklin's Ground Squirrel	Special Concern	Mammal
Pigmy Shrew	Special Concern	Mammal
Prairie Vole	Special Concern	Mammal
Ellipse	Threatened	Mussel
Blanding's Turtle	Threatened	Turtle

Source: Wisconsin Department of Natural Resources.

5.14 Wildlife Habitat and Recreational Areas

There are no federal, state, or county owned wildlife habitat or recreational areas in the Village of Brownsville.

5.15 Historic Places

State and National Register of Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are no sites in the Village of Brownsville that are listed on the State or National Register.

Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers.

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

5.16 Cultural Resources

Cultural Facilities

Cultural amenities enhance the quality of life, encourage residential development and attract tourism. Such amenities are limited in the Village of Brownsville since it lacks the support populations needed for diverse cultural opportunities. The only cultural facility in the Village of Brownsville is the public library.

5.17 Community Design

The Village of Brownsville is an incorporated village in the northeast portion of Dodge County. The village is approximately 416 acres in size, and is completely surrounded by the Town of Lomira. The village is mainly comprised of residential development. However, one major industrial use, Michels Corporation, occupies a large amount of land in the village. The overall community design of the village is typical for a Wisconsin community of its population.

5.18 Agricultural, Natural, and Cultural Resources Trends

The following are anticipated trends in regard to agricultural, natural, and cultural resources in the Village of Brownsville for the planning period:

- ◆ Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources;
- ◆ Increased highway traffic may have a negative impact on air quality and quality of life;
- ◆ Interest in preserving open space and park space will continue to increase;
- ◆ The recognized value of historic and cultural resources will grow, demanding more attention to their preservation.

6. Economic Development

6.1 Introduction

This section contains an inventory of economic characteristics found in the Village of Brownsville. Analysis and inventory information contained within this section will help in identifying deficiencies and opportunities for economic development within the community.

6.2 Labor Force and Employment Status

Civilian Labor Force

The labor force, according to the Wisconsin Department of Workforce Development definition, includes those who are either working or looking for work, but does not include individuals who have made a choice to not work. This may include retirees, homemakers, and students. The labor force does not include institutional residents, military personnel, or discouraged job seekers.

Table: 6-1 Village of Brownsville and Dodge County, Labor Force Comparisons, 2011

Characteristics	Brownsville		Dodge County	
	Number	Percent	Number	Percent
Persons Age 16 or Over	475		71,711	
Males	243	51.2%	37,775	52.7%
Females	232	48.8%	33,936	47.3%
In Labor Force	380	80.0%	47,834	66.7%
Males	199	52.4%	25,792	53.9%
Females	181	47.6%	22,042	46.1%
Civilian Labor Force	380	---	47,817	---
Employed	359	94.5%	44,428	92.9%
Unemployed	21	5.5%	3,389	7.1%

Source: U.S. Census Bureau, American Community Survey 2007-2011

The Village of Brownsville has a significantly larger percentage of those persons age 16 and over that are in labor force as compared to Dodge County. The Village also had a higher percentage of employed persons as compared to Dodge County. The labor force of Dodge County has actually decreased by 773 persons since 2002, or 1.6%.

Income

Table 6-2 displays the 2011 household income and median household income for the Village of Brownsville and Dodge County. The highest percentage (27.5%) of residents in the Village of Brownsville had a household income between \$50,000 to \$74,999. The next largest percentage (16.3%) of household income was \$35,000 to \$49,999, which was higher than the county's percentage of 15.4. Approximately 23.8% of the households in the Village of Brownsville had a

household income of \$100,000 or greater; this is significantly higher than the county’s rate of 14.8%. According to the U.S. Census Bureau in 2000, only 4.5% of the households in the Village had an income of over \$100,000. The median household income for Village of Brownsville was \$65,000. The median income for Dodge County was \$53,589.

Table 6-2
Household Income, Village of Brownsville and Dodge County, 2011

	V. Brownsville		Dodge County	
	Number	% of Total	Number	% of Total
Less than \$10,000	9	3.8%	1,444	4.3%
\$10,000 to \$14,999	10	4.2%	1,478	4.4%
\$15,000 to \$24,999	13	5.4%	3,509	10.3%
\$25,000 to \$34,999	15	6.3%	3,841	11.3%
\$35,000 to 49,999	39	16.3%	5,234	15.4%
\$50,000 to \$74,999	66	27.5%	8,134	23.9%
\$75,000 to \$99,999	31	12.9%	5,291	15.6%
\$100,000 to \$149,999	36	15.0%	3,771	11.1%
\$150,000 or More	21	8.8%	1,262	3.7%
Total	240	100.2%	31,513	100.0%
Median Household Income	\$65,000		\$53,589	

Source: U.S. Census Bureau, American Community Survey 2007-2011

*Percentages may not add up to 100%, due to rounding.

Commuting to Work

For most of the general population, the location of their home depends on the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development. Commuting time to work is also an indicator of what residents are willing to sacrifice for location. Individuals are often willing to allow for longer commute times to live in a particular area.

The average commuting time to work for Village residents was 19.8 minutes in 2011. This compares to 22.1 minutes for Dodge County. A higher percentage of Village residents (9.6%) walk to work than County residents (3.1%). This can be expected in villages as compared to counties.

6.3 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Dodge County has had a high concentration of employment in the manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to the aging of the population.

Table 6-3 displays the number and percent of employed persons by industry group in the Village of Brownsville and Dodge County for 2011.

Table 6-3

Employment by Industrial Sector, Village of Brownsville and Dodge County, 2011

Industry	V. Brownsville		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	2	0.6%	1,995	4.5%
Construction	54	15.0%	3,304	7.4%
Manufacturing	67	18.7%	11,615	26.1%
Wholesale trade	5	1.4%	1,115	2.5%
Retail trade	53	14.8%	5,102	11.5%
Transportation and warehousing, and utilities	29	8.1%	1,993	4.5%
Information	11	3.1%	708	1.6%
Finance, insurance, real estate, and rental and leasing	12	3.3%	1,488	3.3%
Professional, scientific, management, administrative, and waste management services	9	2.5%	2,570	5.8%
Educational, health, and social services	44	12.3%	8,209	18.5%
Arts, entertainment, recreation, accommodation, and food services	20	5.6%	2,791	6.3%
Other services (except public administration)	14	3.9%	1,823	4.1%
Public administration	39	10.9%	1,715	3.9%
Total	359	100.2%	44,428	100%

Source: U.S. Census Bureau, American Community Survey 2007-2011. *Percentages may not add up to 100%, due to rounding.

The manufacturing sector supplied the most jobs (18.7%) and the construction sector provided the second most jobs (15.0%) in the Village of Brownsville. The greatest percentage of employment for the county was also in the manufacturing sector (26.1%), followed by the educational, health, and social services (18.5%). The manufacturing sector in the village lost 36 employees from 2000 to 2011. The construction sector gained 29 employees since 2000.

Wages

The wages that are provided by a particular industry in a particular area can offer several insights. For example, higher wages within an industry, when compared to neighboring communities, can indicate strength in a particular economic segment. That wage can also be used to attract commuters and new residents to the area. A higher than average wage and a dependence on a particular industry can also lead to local recession if there should be a downturn within the industry. Lower than average wages can indicate a lower quality of life in the area or a lack of highly qualified labor.

Table 6-4 displays the annual average wage by industry in Dodge County and Wisconsin.

Table 6-4
Annual Average Wage by Industry Division, Dodge County and Wisconsin, 2010

	Dodge County Annual Average Wage	Wisconsin Annual Average Wage	Percent of State Average	1-Year Percent Change
All industries*	\$37,274	\$39,985	93.2%	3.2%
Natural Resources	\$32,917	\$30,613	107.5%	2.9%
Construction	\$59,144	\$49,135	120.4%	7.7%
Manufacturing	\$45,252	\$50,183	90.2%	5.0%
Trade, Transportation, & Utilities	\$29,331	\$34,132	85.9%	1.6%
Information	\$28,540	\$51,764	55.1%	N/A
Financial Activities	\$34,333	\$53,332	64.4%	6.5%
Professional & Business Services	\$53,745	\$46,516	115.5%	-2.8%
Education & Health	\$36,234	\$42,464	85.3%	0.8%
Leisure & Hospitality	\$9,999	\$14,597	68.5%	4.2%
Other Services	\$16,839	\$22,682	74.2%	2.7%
Public Administration	\$37,633	\$41,653	90.3%	-0.9%

Source: Wisconsin Department of Workforce Development, 2011.

The Construction and Professional & Business Services in Dodge County offered the highest annual average wages in 2011. The only other industry other than Construction and Professional & Business Services to offer an annual average wage greater than the State of Wisconsin as a whole was Natural Resources. The greatest disparity in wages between Dodge County and the state was in the Information industry.

Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. The most commonly listed types of sites are the following:

- ◆ Spills, a discharge of a hazardous substances that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.
- ◆ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the DNR and some are reviewed by the Dept. of Commerce.
- ◆ ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.
- ◆ VPLE, Voluntary Property Liability Exemptions apply to sites in which property owners conduct an environmental investigation and cleanup of an entire property and then receives limits on their future liability.
- ◆ Superfund, a federal program created by Congress in 1980 to finance cleanup of the nation's worst hazardous waste sites. Thirty-nine sites are currently found in Wisconsin.

According to the BRRTS database, there are 51 open environmentally contaminated sites in Dodge County. Open sites are in need of clean up or clean up is underway. Table 6-5 lists open sites in the Village of Brownsville. For more information, review the available DNR database for sites that are located within the community.

Table 6-5 Open Contaminated Sites in the Village of Brownsville

Site Name or Location	Type	Spill Source Description/Cause
1) Jacobson Farmers Supply 721 Main Street	ERP	Not Available

6.4 Economic Development Trends

Manufacturing and construction are major sources of employment and income in the Village of Brownsville. Retail Trade has begun to emerge as major economic component as well. These trends formed the base of the current local economy. Over the next 20 years a number of economic trends are anticipated that will affect the existing economic base:

- ◆ The composition of the labor force will change due to continued decreases in family size and the aging of the population.

- ◆ Brownsville will likely continue to depend heavily on the manufacturing and construction sectors of the economy. However, recent local trends show the construction sector growing in importance in relation to manufacturing. International and national economic trends will continue to affect the manufacturing and construction companies found in Dodge County and the village.
- ◆ Increases in automation and technology in manufacturing will change the existing manufacturing base and affect the labor force.
- ◆ Retail Trade will likely increase as a factor in the economy.
- ◆ The service-based sector of the economy will continue to grow, particularly health-related services, as the population ages.

7. Intergovernmental Cooperation

7.1 Introduction

This element identifies planning activities in and around the Village of Brownsville, and provides a description of Wisconsin's statutes associated with 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.

Dodge County has 44 units of government, and special purpose districts defined as follows:

- ◆ 24 Towns
- ◆ 9 Cities
- ◆ 11 Villages
- ◆ 19 School districts
- ◆ 10 Sanitary districts
- ◆ 36 Drainage districts
- ◆ 3 Lake protection districts

Having so many governmental units allows for very local representation and means that Dodge County and village residents have numerous opportunities to participate in local decision-making. However, the number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. Instead of communicating ideas within one jurisdiction, communication needs to move across multiple jurisdictions and involve multiple boards, commissions, committees, executives, administrators,

and citizens. Goals between communities may differ and present challenges. More governmental units may also mean unwanted and wasteful duplication in the delivery of community services. Cooperation can help avoid this.

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 county, 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 a 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 particular intergovernmental issues, but all county

residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

7.2 Multi-Jurisdictional Plan Building Process

In order to facilitate meaningful opportunities for intergovernmental cooperation, the original Brownsville Comprehensive Plan that was adopted in 2005, was part of a multi-jurisdictional plan building process. This approach grouped the participating communities into one of five regions. The regions were arranged based on: their location in the county, common features such as agriculture, highways and river corridors, and shared service areas for utilities and emergency services.

The regional meeting approach provided an excellent forum for communities to discuss and resolve issues. Each meeting involved three phases. During the first phase, general trends and other information were presented at the beginning of each meeting. The second phase involved “breakout” sessions, whereby each community met with an assigned planner to work through issues and concerns specific to each community. The third phase involved the communities getting back together to present findings and solutions.

7.3 Wisconsin Intergovernmental Agreement Statutes

Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

Boundary Agreements Pursuant to Approved Cooperative Plan

Under 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for

changes to the boundary, plans for the delivery of services, an evaluation of environmental features, and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for State approval. Upon approval, the cooperative plan has the force and effect of a contract.

Creation, Organization, Powers, and Duties of a Regional Planning Commission

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

Dodge, Columbia, Jefferson, Rock, and Sauk Counties are the only counties in the state that are not part of a Regional Planning Commission.

Municipal Revenue Sharing

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement was made may be invalidated after the minimum 10-year period.

Annexation

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages can not annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.

3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20% of the electors in the territory.

Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a city with a population of 10,000 or more to adopt zoning in town territory, three miles beyond a city's corporate limits. A city or village with a population less than 10,000 may adopt zoning 1.5 miles beyond its corporate limits. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by a majority vote before they take affect.

The Village of Brownsville does not utilize its extraterritorial zoning jurisdiction.

Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, Approvals Necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. Overlapping authority by incorporated municipalities is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and/or village so that not more than one ordinance will apply.

The Village of Brownsville has the authority to use extraterritorial plat review in the Town of Lomira.

7.4 Inventory of Plans for Adjacent Communities

The village of Brownsville is entirely surrounded by the town of Lomira. The town of Lomira adopted a comprehensive plan in 2005 and is under county zoning jurisdiction.

7.5 Inventory of Existing Intergovernmental Agreements

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance services. Mutual aid agreements allow communities to share equipment and resources.

Various informal and formal agreements exist between communities throughout the county to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

There is no formal boundary agreement between the Village of Brownsville and the Town of Lomira.

7.6 Analysis of the Village of Brownsville's Relationship with School

Districts, Local Governmental Units, Other Jurisdictions, Neighboring Counties, Region, and State

Adjacent Governmental Units

The Village of Brownsville is located in the northwest portion of the Town of Lomira.

Relationship

Towns are not incorporated and cannot annex land. However, incorporated municipalities can annex land as their borders are not fixed. Since the border between the Village of Brownsville and the Town of Lomira is not fixed, boundary disputes may arise. The providing of public services such as snow plowing or road maintenance are conducted individually by the Village and the Town of Lomira, however some cooperation does exist at the borders.

The Village of Brownsville has a good working relationship with the Town of Lomira. It is anticipated that the Village and the Town of Lomira can strengthen this relationship as part of the planning process and mutually agree on the future use of land along their borders.

Siting and Building Public Facilities

The Village of Brownsville does not currently share any public facilities with other governmental units. Likewise no plans exist to jointly site any public facility with another governmental unit.

Sharing Public Services

The Village of Brownsville provides its own police services. The Village of Brownsville contracts with the Brownsville Fire Company, Inc. and City of Fond du Lac to provide fire protection and emergency medical services. The village also works with Mayville EMS, Theresa EMS, and Fond Du Lac Fire Department paramedics.

County Departments such as Land Resources and Parks and Highway offer services for assistance beyond the required level of service. For towns that have adopted the County Land Use Code, the county administers the land use regulations in those towns. The Planning and Development Department also provides planning services for a fee to any municipality. Many communities have taken advantage of this service over the years.

The county Highway Department maintains the county highway system, a public service all county citizens utilize. The county Highway Department also installs driveway culverts and road name signs for those communities that choose to pay for such an additional service.

In addition to the Village of Brownsville police service, the Dodge County Sheriff's Department provides police protection to the village, as well as most other municipalities in the county.

School Districts

The Village of Brownsville is located within the Lomira School District.

Relationship

The Village of Brownsville's relationship with the school districts can be characterized as limited. The school districts tend to operate rather independently and interaction with the village tends to be minimal.

Siting School Facilities

The siting of new school facilities is mainly conducted by the school districts. The village has historically had little input into the location of new school facilities.

Sharing School Facilities

No formal agreement between the School District and the village exists for the shared use of the school facilities. The school's outdoor recreational facilities also provide opportunities to residents of the village.

Region

The Village of Brownsville is located in the south-central region of the State of Wisconsin. The village is located in the northeast corner of Dodge County. Dodge County and the Village of Brownsville are not part of a regional planning commission. Therefore, the village's relationship with the region is quite limited as there is no regional entity for the village to be involved with.

State

The Village of Brownsville's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to villages.

7.7 Intergovernmental Cooperation Trends

The following intergovernmental trends are anticipated during the planning period in the village:

- ◆ Intergovernmental cooperation will increase as state, county, and local governments strive to spend less money more efficiently.
- ◆ Comprehensive planning will help communities share information and identify opportunities for shared services and facilities.
- ◆ The Village of Brownsville may continue to grow, therefore annexation and other land use conflicts may occur between the village and the Town of Lomira.
- ◆ Demand for public services will increase.

8. Land Use

8.1 Introduction

This element provides an analysis of existing land use in the Village of Brownsville. Transportation networks, ownership patterns (public and private), natural resources, market forces, existing ordinances, and resource management activities all contribute to the pattern of development that occurs in the Village of Brownsville.

8.2 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the village.

The land use pattern in the Village of Brownsville consists mostly of residential development and industrial land. The existing land uses in the Village of Brownsville are shown on Map 8-1, located in the appendix. Table 8-1 displays the existing land uses of the Village of Brownsville.

Table 8-1 Existing Land Use, Village of Brownsville

Land Use Category	Acreage	% of Total
Single Family Residential	94.7	24.3%
Two-Family Residential	1.0	0.3%
Multi-Family Residential	3.2	0.8%
Mobile Home Parks	0.0	0.0%
Commercial	19.1	4.9%
Industrial & Quarries	113.5	29.2%
Public & Quasi-Public	10.3	2.6%
Transportation	35.2	9.0%
Parks & Recreation	23.5	6.0%
Communication & Utilities	12.6	3.2%
Water Features	0.1	0.0%
Agricultural & Vacant	76.2	19.7%
Total	389.2	100.0%

Source: Dodge County Land Resources and Parks Department, 2013.

Residential

Residential development in the Village of Brownsville consists of mainly single family housing, along with some multi-family housing. Residential development in the village is generally grouped together, separated from other land uses. Residential development can be found

throughout the village, except the southwest portion of the village where primarily industrial land use is present. Residential land uses accounted for 103.2 acres of land or 36% of the land area in 2004. In 2013, residential land uses accounted for only 25.4% of land area due to expanding land uses in other categories since 2004.

Commercial

Commercial uses made up 3.4% or 9.8 acres of the land area in the Village of Brownsville in 2004. Those numbers increased to 4.9% or 19.1 acres of the land area in 2013. Most of the commercial activity is located along STH 49.

Industrial

Industrial development uses made up 35.2% or 100.4 acres of land area in the Village of Brownsville in 2004. The amount of industrial land increased to 113.5 acres in 2013, but the percentage decreased to 29.2 due to increases mostly in the Agriculture and Vacant land use category. The industrial land uses are mostly situated in the southwest portion of the village.

Public and Quasi-Public

Public and Quasi-Public land uses occupied 8.2 acres, for 2.9% of the land area in the Village of Brownsville in 2004. The amount of Public and Quasi-Public land increased to 10.3 acres in 2013. Public and Quasi-Public land uses perform a support function to the people living and working in both the village and nearby rural areas. Land uses within this classification include medical clinics, schools, cemeteries, and churches, along with government offices, and public buildings. The amount of land devoted to these uses is not large in comparison to the other land use categories, but these facilities provide critical support and employment opportunities to the residents of the village.

Parks and Recreation

The Village of Brownsville had 33 acres of land that were dedicated for use as parks and recreational land in 2004. The amount of park and recreation land decreased to 23.5 acres in 2013, due to reclassification of land into the Communication and Utilities category instead of Parks and Recreation. The village has two park sites that are available to residents. The largest park is Dale R. Michels Park, located in the southeast portion of the village. The effects of a growing population, growing interest in outdoor activities, and increased mobility will place greater demands on recreational facilities in the village. The preservation of public recreational areas as the Village of Brownsville continues to grow is a key element in maintaining the quality of life.

Transportation

Transportation related land use features include local streets, county and state highways, and railroad corridors. In the Village of Brownsville, transportation related land uses occupy 35.2 acres of land or 9.0% of the total land area.

Communication and Utilities

Communication and utilities land use features include power lines, electrical substations, wastewater treatment plants, water towers, recycling centers and telecommunication towers. In the Village of Brownsville, communication and utility land uses occupy 12.6 acres of land or 3.2% of the total land area.

8.3 Supply, Demand, and Price Trends of Land

Table 8-2 displays information on agricultural land sales in Dodge County from 2008 to 2011.

Table 8-2: Agricultural Land Sales, Dodge County, 2008-2011

	2008	2009	2010	2011	# Change 2008-11	% Change 2008-11
Ag Land Continuing in Ag Use						
Number of Transactions	29	32	28	35	6	20.7%
Acres Sold	1,892	2,130	2,065	2,302	410	21.7%
Dollars per Acre	\$5,000	\$4,467	\$4,554	\$4,919	-\$81	-1.6%
Ag Land Being Diverted to Other Uses						
Number of Transactions	3	1	18	1	-2	-66.7%
Acres Sold	96	32	1,609	39	-57	-59.4%
Dollars per Acre	\$5,522	\$6,100	\$5,605	\$5,750	\$228	4.1%
Total of all Ag Land						
Number of Transactions	32	33	46	36	4	12.5%
Acres Sold	1,988	2,162	3,674	2,341	353	17.8%
Dollars per Acre	\$5,025	\$4,491	\$5,014	\$4,933	-\$92	-1.8%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2008-2011.

As indicated in Table 8-2, the amount of agricultural land sold in Dodge County has been increasing since 2008. However, the value of the acres sold has been decreasing. In 2011, the value of agricultural land that is sold for other uses is valued higher than agricultural land that continues in agricultural use. The value of agricultural land continuing in agricultural use decreased slightly from 2008 - 2011, while the value of land diverted to other uses rose only 4.1%. The overall value of agricultural land has increased significantly since 2001. The average dollars per acre increased from \$2,788 in 2001 to \$4,933 in 2011. The conversion of agricultural land to other uses mainly affects incorporated municipalities, such as the Village of Brownsville. When a community annexes land into its borders, the price per acre and it's continuing in agricultural use is affected.

Supply of Land

The supply of land in the Village of Brownsville is not fixed. Incorporated municipalities such as villages and cities have the power to annex land. Future development along the borders of Village of Brownsville and the Town of Lomira determines what land will be annexed. Therefore, the supply of land within the village may increase as development occurs.

Demand for Land

Demand for land in the Village of Brownsville can be classified as moderate. The Village of Brownsville is located within an hour to the Fox Valley area, Madison area, and Milwaukee area. Being located near three large metropolitan areas allows the Village of Brownsville to attract various types of industrial and commercial development. New employment opportunities means more people will be looking for new home sites. The workers that industrial and commercial growth brings in will be looking for home sites near their places of employment. The demand for residential land may rise due to the increase in employment opportunities. There is an adequate amount of land available for residential development.

Price of Land

Lots in incorporated areas usually range between one quarter to one acre in size and have public services such as sewer and water. Generally, these vacant lots have selling prices ranging between \$20,000 and \$75,000 in the Brownsville area.

Opportunities for Redevelopment

Opportunities for redevelopment of land in the Village of Brownsville are limited. Little developed land exists that is not currently being utilized in some manner. No significant areas of land are in need of redevelopment in the village.

8.4 Land Use Programs

Zoning

Land development and building activity in the Village of Brownsville is subject to the Village Zoning Ordinance. The Village of Brownsville Zoning Ordinance was adopted by the village in 1978 and codified in 2001. The Ordinance establishes eight primary use districts as follows:

- ◆ R-1, Residential District
- ◆ R-2, Residential District
- ◆ R-3, Residential District
- ◆ C-1, Central Commercial District
- ◆ C-2, Highway Commercial District
- ◆ I, Industrial District
- ◆ A-G, Agricultural District
- ◆ C-O, Conservancy District

The Residential Districts and the Industrial District comprise the largest zoning districts found in the village. Under the Zoning Ordinance, land development and building activity require the issuance of a Building Permit. The application can be filed with the Village Building Inspector.

Ordinances

In addition to zoning the village maintains an extensive number of ordinances covering a number of village facilities and services including, but not limited to, streets, building and construction, sidewalks, signs, sewer and water, and nuisances.

Zoning and Ordinance Updates

The Village of Brownsville has recently completed the process of creating a new zoning map. The village Zoning Ordinance was not changed. For further information on land use programs and regulation for the village refer to the *Village of Brownsville Recommendations Report*.

8.5 Land Use Trends and Outlook

Changes in land use are related to changes in population, housing, transportation, community services, agriculture, natural resources, and economic development. The following land use trends are anticipated in Village of Brownsville over the next 20 to 25 years.

- ◆ Brownsville’s population and the number of housing units will continue to grow.
- ◆ The number of persons per household will continue to decrease requiring more housing units and more land to accommodate the village’s growing population.
- ◆ The Village of Brownsville’s remaining open space areas will be desired for residential and commercial development.
- ◆ STH 49, which passes through the central portion of the village, will have a strong influence on nearby development patterns.
- ◆ Single-Family residential areas will maintain a strong presence in Brownsville.
- ◆ Industrial land uses will continue to maintain a strong presence in the Village.