



ISSUES AND OPPORTUNITIES

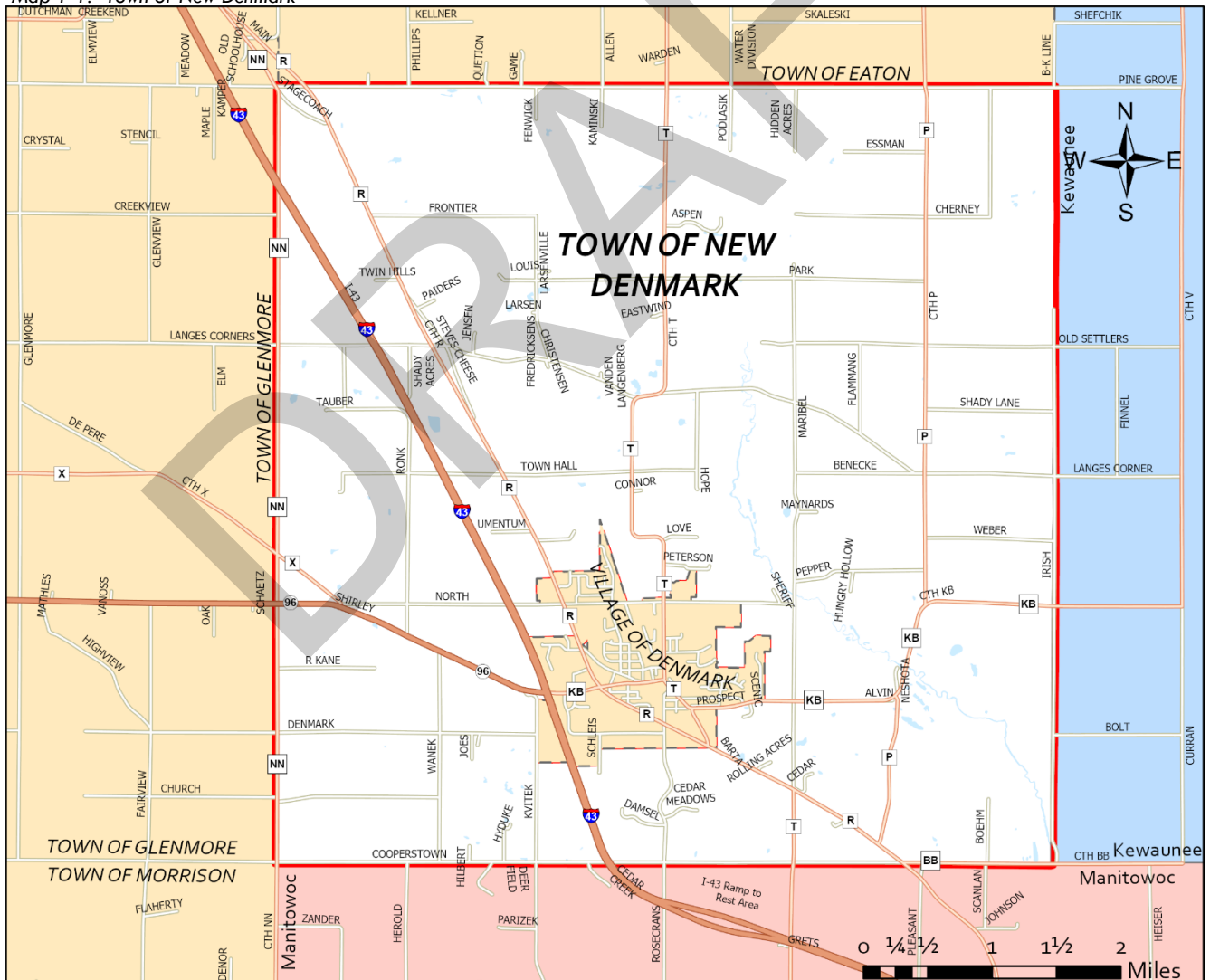
Chapter 01

INTRODUCTION

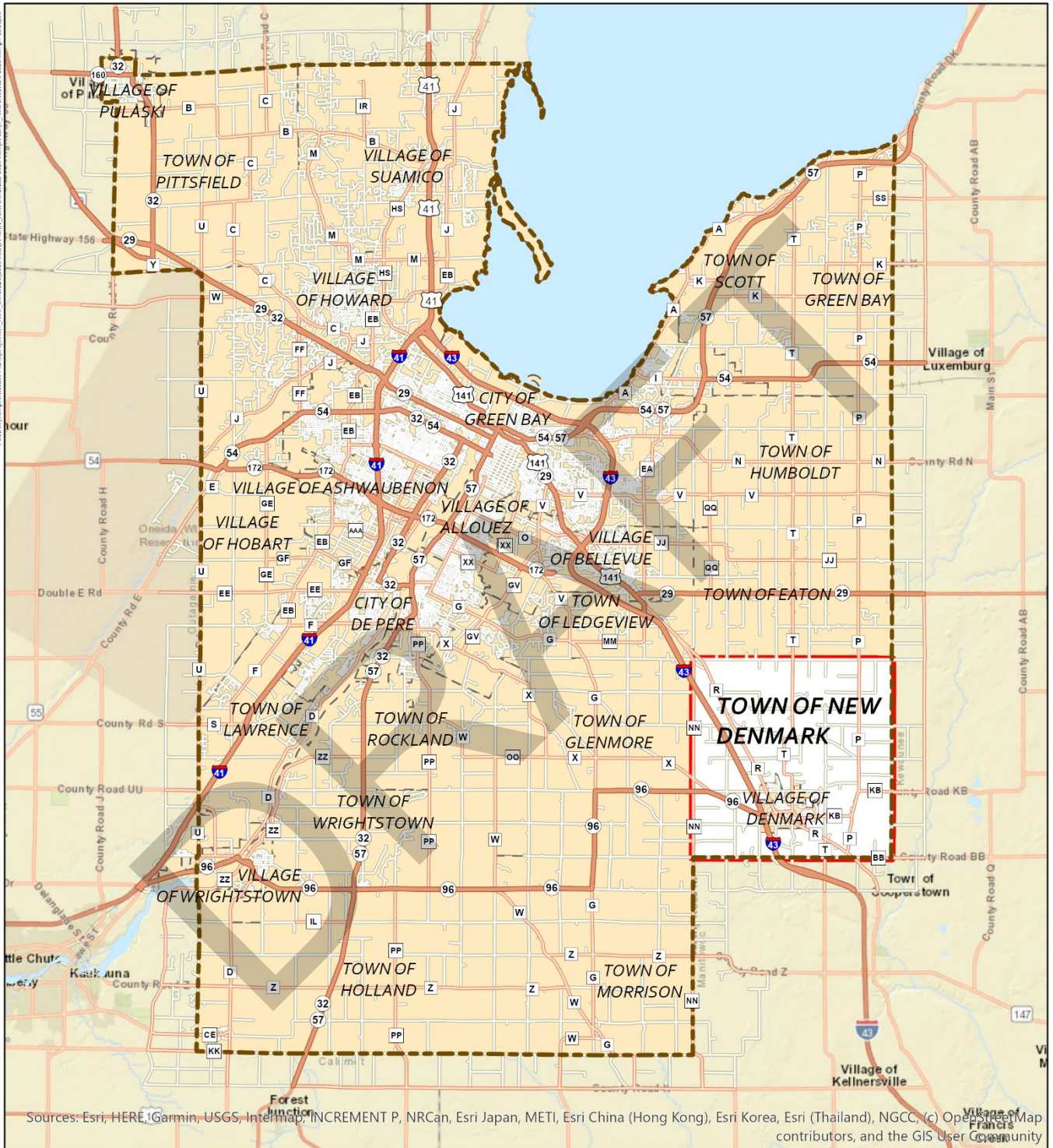
The Town of New Denmark is a rural community in southeastern Brown County. The town surrounds the Village of Denmark, and is immediately adjacent to both Manitowoc and Kewaunee Counties. Figure 1-2 on the following page depicts the Town of New Denmark's regional location.

The town has historically been, and continues to be, a farming community. The town has access to Interstate 43 by the village, providing quick access to the nearby Green Bay metropolitan area. With multiple county highways and State Highway 96, residents also have easy access to other municipalities and areas of Brown County. The town's location to Green Bay makes it an attractive place to live for people wanting to live in a rural area and work in the Green Bay area. As the Green Bay metropolitan area continues to grow, the town will continue to be an attractive option for people desiring to live in a smaller community while working in a nearby city. The town will want to manage those growth pressures with maintaining a rural, agricultural community. This plan will work to lay out those issues, and to present different options that the town could implement to realize its vision.

Map 1-1: Town of New Denmark



Map 1-2: Town of New Denmark Regional Context



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Legend

- Town of New Denmark
- All Other Brown County Municipalities
- Brown County
- Surface Water
- Street Centerline
- Interstate, U.S., State Highway
- County Highway
- Local Road or Street



This is a compilation of records and data located in the Brown County Planning and Land Services Office, and is to be used for reference purposes only. The map is based on data sources that are believed to be accurate and reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied. User: Devin.Yoder Date Saved: 12/30/2019 2:34 PM

COMPREHENSIVE PLANNING PROCESS

Why Have a Comprehensive Plan?

Some degree of future community change is very possible. What that might look like in the Town of New Denmark, and how that might be managed is what this plan is about. This plan's primary purpose is to guide the town as it works to achieve its desired development pattern through those potential changes. The planning process helps prepare the town for those changes instead of reacting to them later. The key questions the town should answer through this process are:

- What are the town's conditions now?
- How did the town get here?
- Where does the town want to go?
- How does the town get there?

How Does A Comprehensive Plan Work?

The planning process strives to answer the above questions and document them in the plan, which is organized around nine required elements, or topic areas, listed below:

1. Issues and Opportunities
2. Land Use
3. Transportation
4. Housing
5. Economic Development
6. Utilities and Community Facilities
7. Agricultural, Natural, and Cultural Resources
8. Intergovernmental Cooperation
9. Implementation

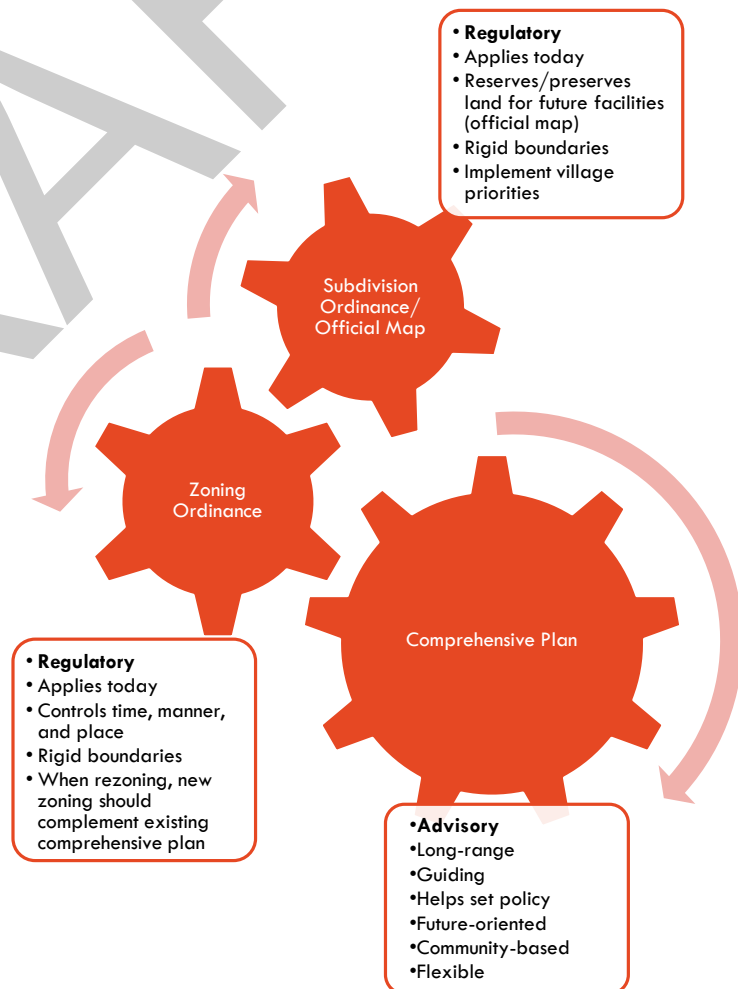
Each element covers existing conditions, goals, objectives, and strategies. The elements are all interrelated to different degrees, and the goals, objectives, and recommendations will be also.

Taken together, these plan components will guide the Town of New Denmark through change conditions, providing balanced direction when town leadership needs to make decisions concerning current and future development.

“However, the comprehensive plan itself is not an ordinance.”

A comprehensive plan is only effective when it is actually used. However, the comprehensive plan itself is not an ordinance. So how does a local government use a comprehensive plan? A comprehensive plan may be used by:

- Referring to it to make informed policy and administrative decisions;
- Guiding the creation and revision of municipal ordinances (such as the zoning ordinance) to ensure development is consistent with the plan's vision; and
- Prioritizing infrastructure and facility improvements.



When to Use the Plan

Wisconsin State Statutes provide the legal foundation for creating, adopting, and using a comprehensive plan. The Town of New Denmark Comprehensive Plan is an official public document adopted by ordinance, and should be used by town staff, the planning commission, and the town board members to guide decisions when revising and administering its zoning and subdivision ordinances and official map (Wis. Stat. § 66.1001 (3)). Wisconsin Statutes also require that municipalities conform to their comprehensive plan when:

1. Implementing tax increment financing districts;
2. Creating construction site erosion control and storm water management ordinances; or
3. Implementing architectural conservancy districts, business improvement districts, and neighborhood improvement districts¹.

Additionally, the town may use the comprehensive plan as support when applying for grants and other funding opportunities.

The plan should provide a consistent policy and vision based upon sound planning principles and residents' thoughts for how they want their community to develop over the next 20 years. This approach will help preserve community character, while achieving predictable physical development and viable economic development.

The comprehensive plan helps the town achieve predictability. The plan gives private landowners, businesses, and developers a reference guide in making their own plans and decisions.

The state has listed comprehensive planning goals for attaining a desirable development pattern in Wisconsin State Statute § 1.13, which identifies the 14 local comprehensive planning goals for land use planning activities listed in the right column.

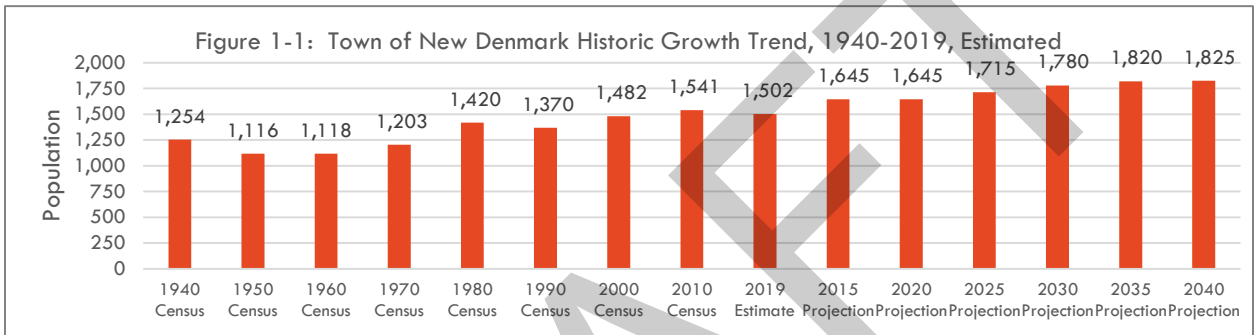
Land Use Planning Activities

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

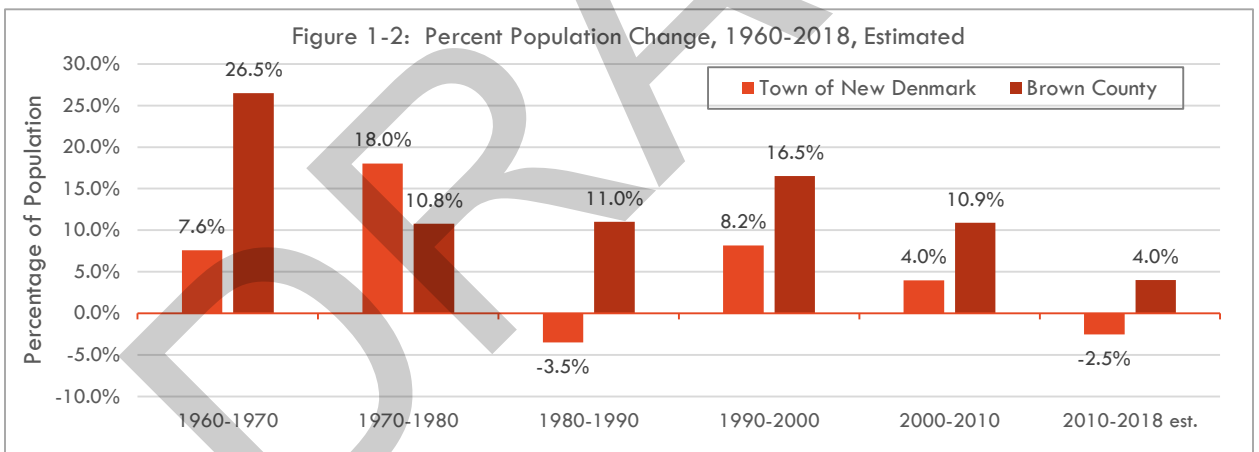
¹Ohm, Brian W. 2016. "2015 Wisconsin Act 391: Consistency Revisited." *Perspectives on Planning*. May 2016. <https://dca.wi.gov/DIR/May%202016%20Perspectives%20on%20Planning%20Consistency%20Revisited.pdf>

DEMOGRAPHIC TRENDS

From 1960 through the 2019 estimate, the town's population increased from 1,118 residents to an estimated 1,538 residents. The town's population has remained very stable, and only returned to a pre-World War II population some time in the 1970s. The town has only added a few hundred residents since then, and has not seen the same population growth compared to Brown County as a whole. New Denmark's population growth is comparable to nearby towns, with more growth in the Seventies and Nineties. The town hasn't had as much growth or decline compared to other towns in the 2000s.



Source: U.S. Census Bureau, Decennial Census 1940-2010, 2014-2018 American Community Survey (ACS) 5-Year Estimates.



Source: U.S. Census Bureau, Decennial Census 1960-2010, 2014-2018 ACS 5-Year Estimates.

	1960-1970	1970-1980	1980-1990	1990-2000	2000-2010	2010-2019 est.
Town of New Denmark	7.6%	18.0%	-3.5%	8.2%	4.0%	-2.5%
Town of Eaton	10.4%	5.4%	2.0%	25.4%	6.6%	9.3%
Town of Glenmore	7.2%	-5.8%	1.1%	12.3%	-4.4%	-0.5%
Town of Morrison	9.0%	6.2%	-4.6%	10.6%	-3.1%	0.9%
Town of Wrightstown	12.5%	16.5%	2.6%	15.0%	10.3%	4.1%
Town of Holland	12.3%	4.7%	-2.4%	8.2%	13.4%	3.7%
Town of Cooperstown (Manitowoc County)	-16.4%	14.2%	5.7%	5.2%	-7.0%	1.1%
Town of Franklin (Kewaunee County)	-3.7%	9.9%	-6.8%	0.7%	-0.4%	0.6%

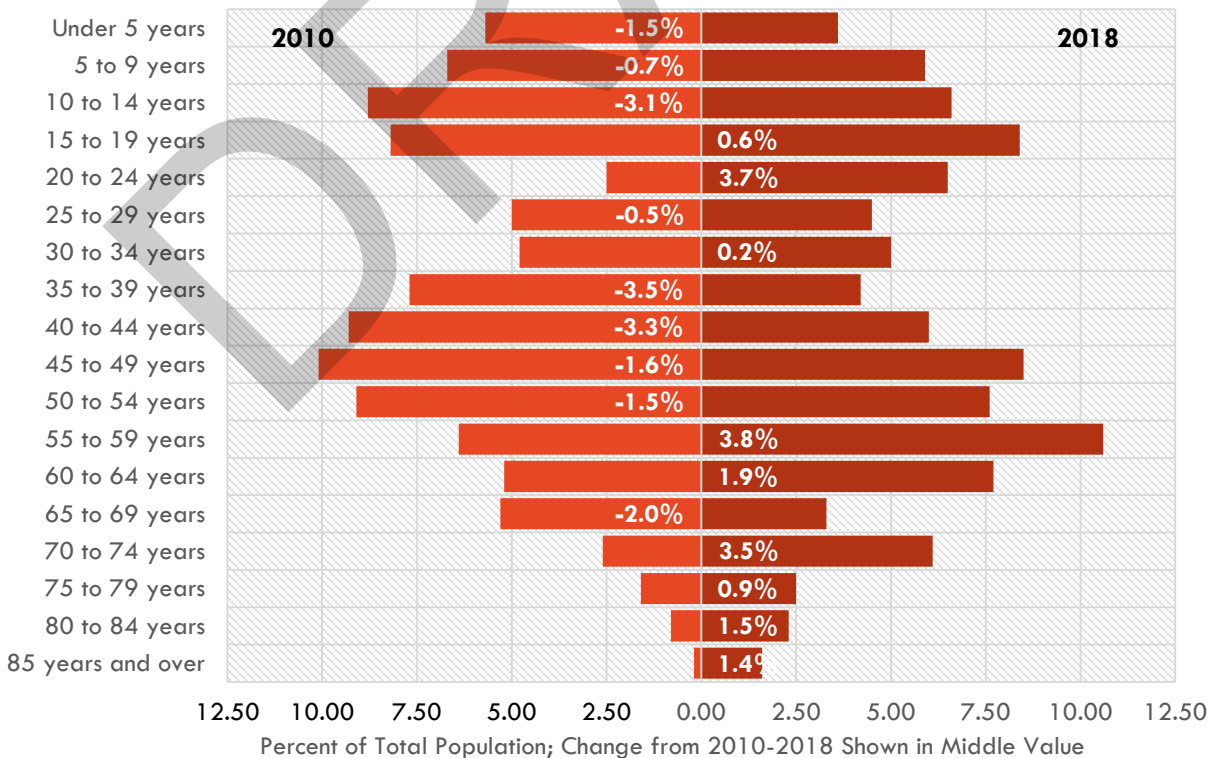
Source: U.S. Census Bureau, Decennial Census 1960-2010, 2014-2018 ACS 5-Year Estimates, 2019 Wisconsin DOA Demographic Services.

AGE DISTRIBUTION

Census figures indicate the 2010 median age in the Town of New Denmark was 43.3, with a 2018 American Community Survey (ACS) estimate of 44.4. Previously, in 2000 the town had a median age of 37.2, and a median age of 32.4 in 1990. This follows the overall national trend as the “baby boomer” generation continues to age. Figure 1-3 shows the town’s working age composition. Compared to the town’s 2010 population, the 2018 ACS estimated age groups have a greater percentage of residents 65 and older, and fewer people in the 0-14 age group. While the town has about the same working age in 2018 as in 2010, the town has fewer people under the age of 14, and more persons over the age of 70.

In rural areas around Brown County and much of the state, many populations have aged faster compared to increasing the younger population. This also matters for the town because an aging, and possibly shrinking population, could impact future tax revenues and town services. Because of the town’s rural nature and distance to goods and services, older (and younger) residents may face challenges getting around, and depend on families, friends, and neighbors for transportation assistance. Also, when people do need to move on, the town will still need to maintain its tax base to fulfill its financial obligations, or scale back accordingly. The town will want to consider both of these matters as it plans for the future.

Figure 1-3: Town of New Denmark Age as a Percentage of Population, 2010 and 2018, Estimate

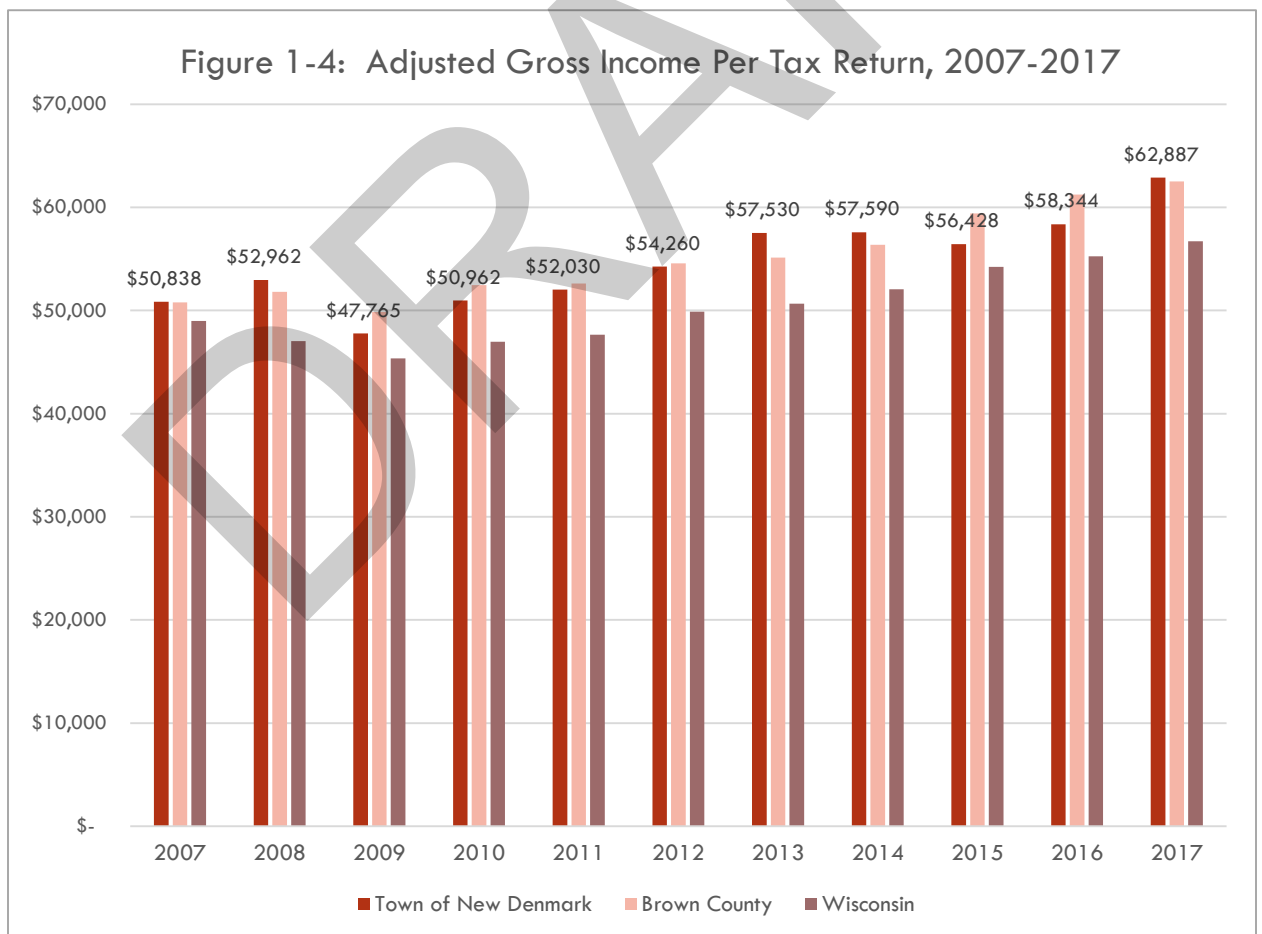


Source: U.S. Census Bureau, 2010 Census, and 2014-2018 ACS 5-Year Estimates.

INCOME LEVELS

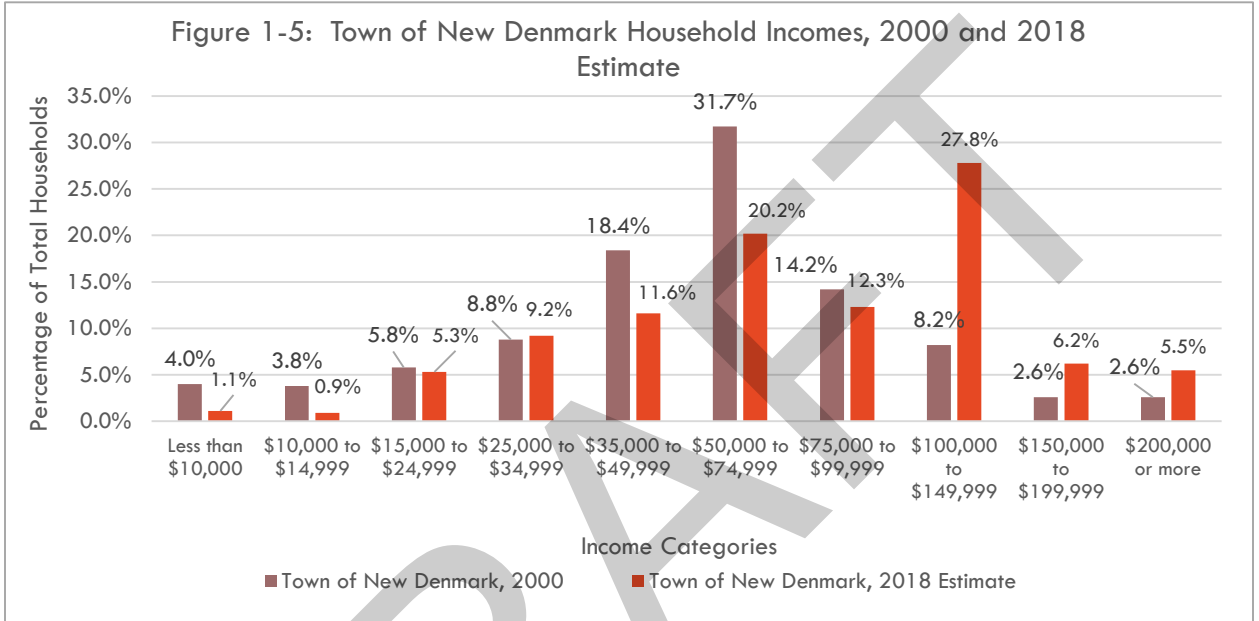
According to the Wisconsin Department of Revenue-Division of Research and Policy, the Town of New Denmark's adjusted gross income (AGI) per tax return from 2007 to 2017 had a 10-year low in 2009, and has recovered since then. The most recent year for which information is available lists the year 2017 AGI for New Denmark at \$62,887, which is higher than both the state and Brown County. This was also same at the time of the town's 2007 comprehensive plan. Figure 1-4 depicts the AGI trend for the town, Brown County, and State of Wisconsin since 2007.

When reviewing this data it is important to note that Wisconsin adjusted gross income per tax return includes only income subject to tax and income of persons filing tax returns. Also, income per return is not necessarily indicative of income per household because tax filings may not necessarily correspond with households. Several members of a single household may file individual tax returns, and/or the very high or very low (negative) income of a few tax filers may distort the total income and income per return of a given municipality and county.

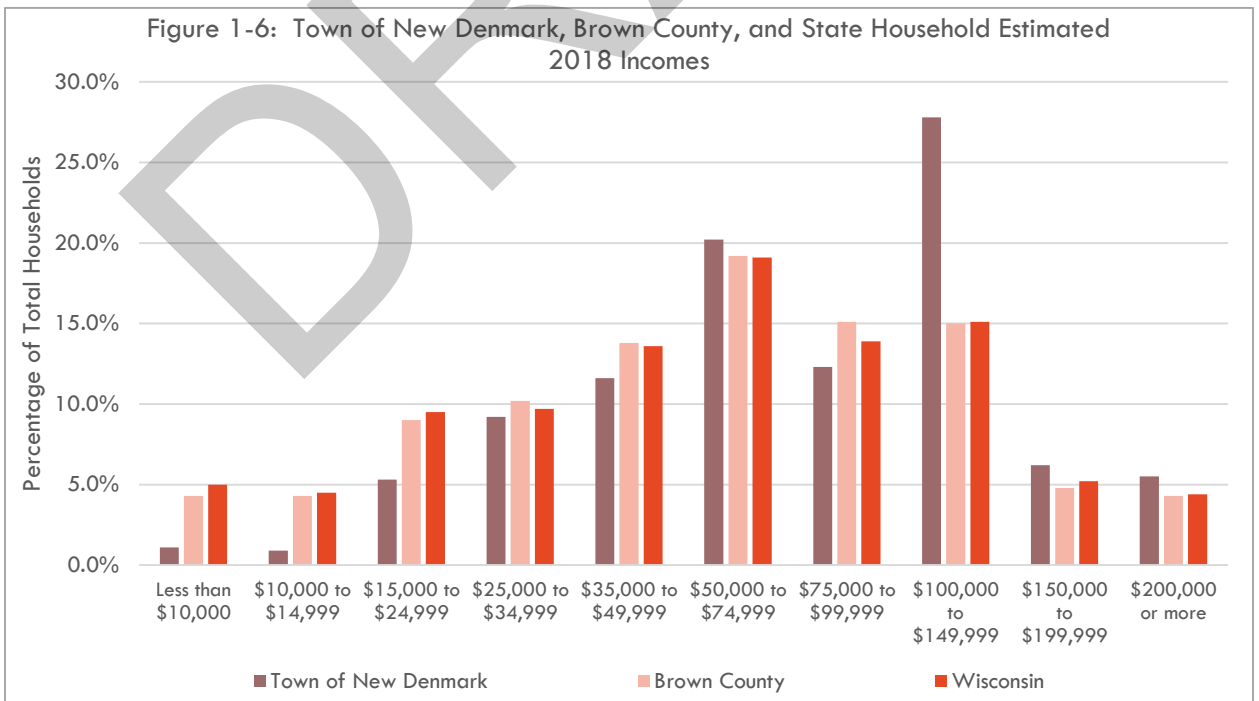


Source: Wisconsin Department of Revenue, Division of Research and Policy, 2007-2017 Reports.

The 2017 American Community Survey provides the most recent income level ranges, and the Town of New Denmark's greatest percentage of households is in the \$100,000 to \$149,999 range (Figure 1-5). This category was also where the town saw the biggest increase from 2000. Figure 1-6 shows how New Denmark compares with Brown County and the state during that time. Based on the changes in the household income categories, the town has seen an increase in higher-earning income households, and has a much higher percentage of households in the \$100,000-\$149,999 category compared to Brown County and the state. New Denmark had 515 households in 2000, and an estimated 568 households in 2018.



Source: U.S. Census Bureau, 2000 Census and 2014-2018 ACS 5-Year Estimates.

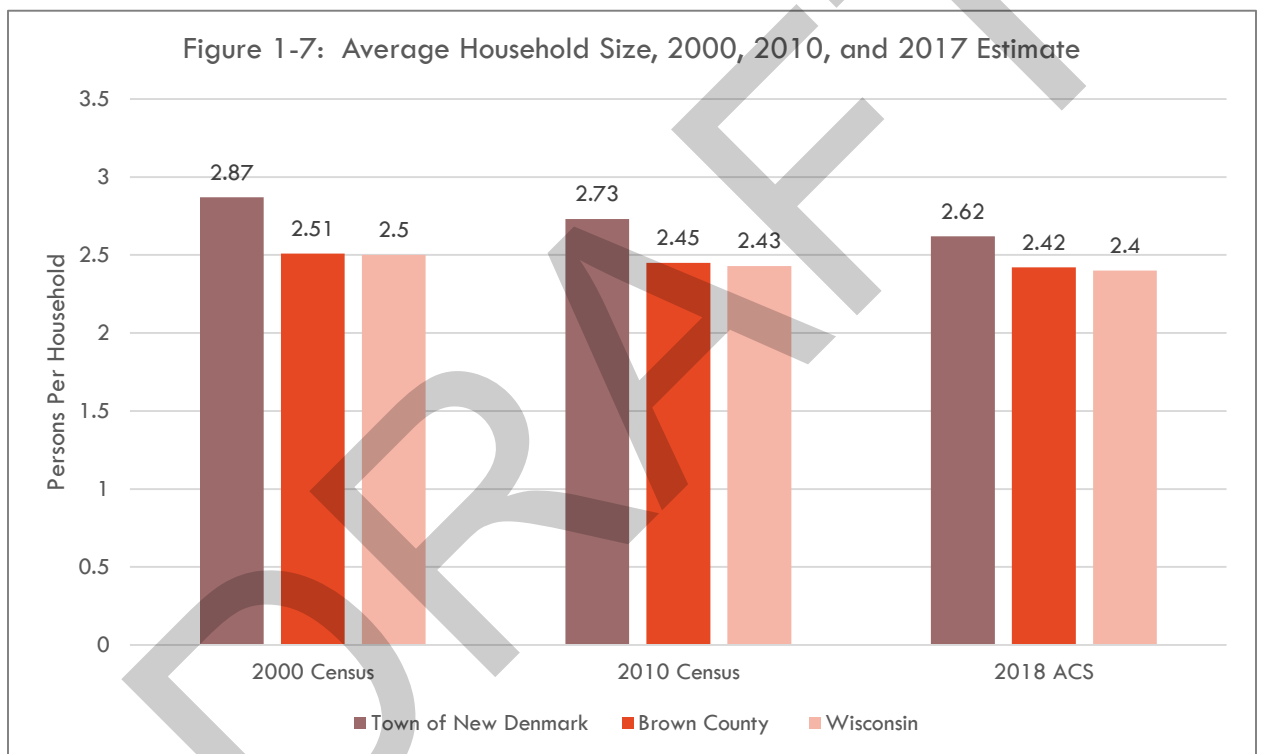


Source: 2014-2018 ACS 5-Year Estimates.

HOUSING CHARACTERISTICS

New Denmark has experienced the same decreasing average household size trend as Brown County and the state since 2000. The average household size (persons per household) has generally trended downward for the past 40 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. Figure 1-7 identifies the 2000-2018 trends in persons per household for the town, county, and state.

According to the 2000 U.S. Census, the town had a total of 525 housing units, and in 2018 the ACS estimated a total of 599 housing units.



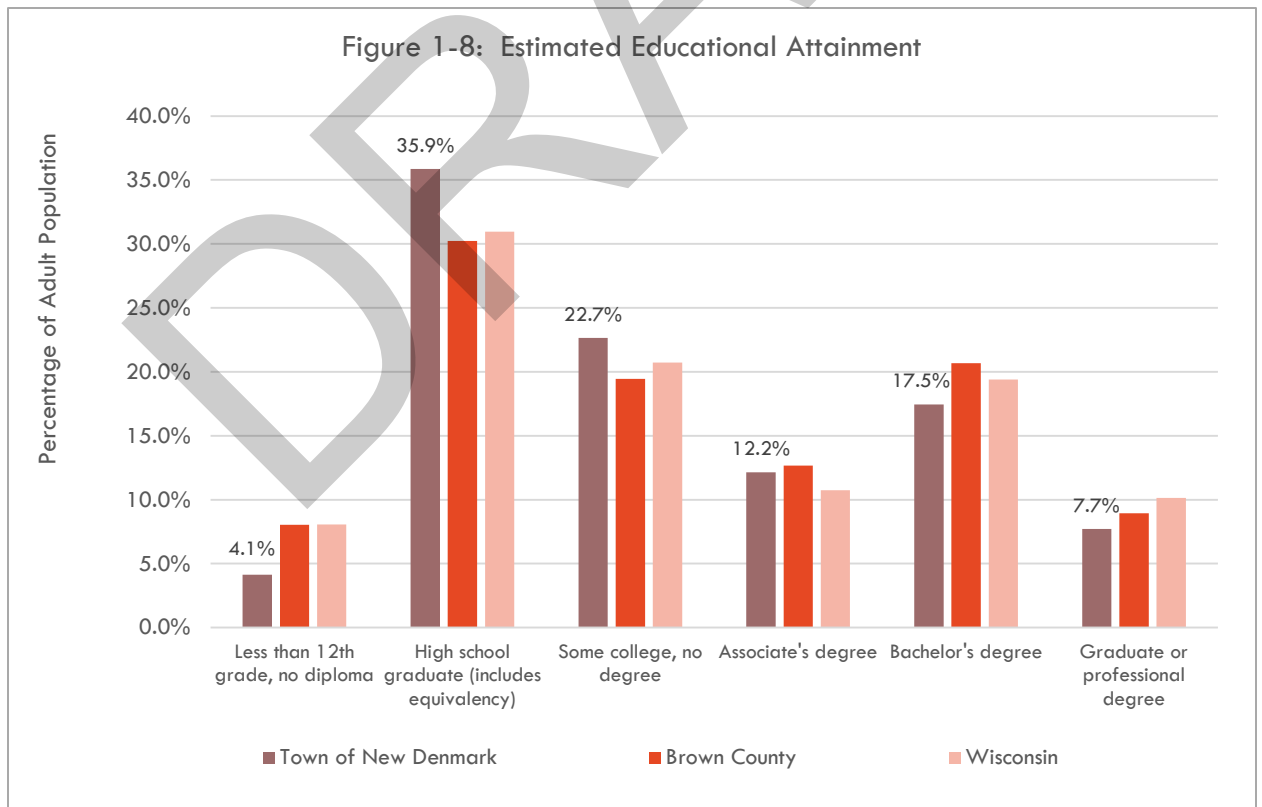
Source: U.S. Census Bureau, 2000 and 2010 Censuses, and 2014-2018 ACS 5-Year Estimate.

EDUCATION LEVELS

The largest percentage of town residents have a high school diploma as their highest level of educational attainment (Figure 1-8). The town also has a higher percentage of persons with an Associate Degree than either Brown County or State of Wisconsin.

According to the U.S Bureau of Labor Statistics Current Employment Projections², higher educational attainment is directly correlated to lower unemployment rates and higher median income. For example, according to the survey, a person with a high school diploma had median 2018 weekly earnings of \$730 and an average unemployment rate of 4.1 percent as compared to a person with a baccalaureate degree holder’s weekly earnings of \$1,198 and an average unemployment rate of 2.2 percent. The median weekly incomes for advanced degrees, such as a master’s degree, professional degree, or doctoral degree similarly increase and average unemployment decreases as one attains a higher degree. Increasing overall educational attainment is one proven way to increase overall income and decrease unemployment.

²United States Bureau of Labor Statistics, Employment Projections, 2018. <https://www.bls.gov/emp/chart-unemployment-earnings-education.htm>.



Source: U.S. Census Bureau, 2014-2018 ACS 5-Year Estimates.

EMPLOYMENT CHARACTERISTICS

The 2014-2018 American Community Survey estimated 1,248 people considered to be of working age (16 years and older), and 889 people, or 71.3 percent, are considered to be in the labor force. Of those who are currently not working, an estimated 24 residents, or 2.7 percent, are considered to be unemployed. This compares with the 359 residents who are also not working but consider themselves to be out of the labor force (student, stay-at-home parent, retired, etc.).

Table 1-1 shows industry sector employment. In the 2007 Comprehensive Plan, the largest industry sector for New Denmark residents was the manufacturing sector. That has now switched to educational services, health care and social assistance sectors as the highest employment industries in the town, which are also estimated as the highest employment sectors in Brown County. With the proximity to the Green Bay area, a number of New Denmark residents probably commute there to work.

Table 1-1: Town of New Denmark Industry Sector Employment

Industry	Percentage of Labor Force	Brown County Percentage of Labor Force
Educational services, and health care and social assistance:	20.8%	21.4%
Manufacturing	19.5%	18.0%
Construction	11.2%	5.8%
Arts, entertainment, and recreation, and accommodation and food services:	8.3%	9.3%
Retail trade	8.0%	11.6%
Professional, scientific, and management, and administrative and waste management services:	6.9%	8.2%
Transportation and warehousing, and utilities:	5.7%	6.1%
Finance and insurance, and real estate and rental and leasing:	5.5%	7.1%
Agriculture, forestry, fishing and hunting, and mining:	5.2%	1.6%
Public administration	3.7%	2.7%
Wholesale trade	2.7%	2.9%
Other services, except public administration	2.1%	3.9%
Information	0.5%	1.4%

Source: U.S. Census Bureau, 2014-2018 ACS 5-Year Estimates.

EMPLOYMENT FORECAST

In September 2019, the State of Wisconsin Department of Workforce Development Projections Unit of the Office of Economic Advisors (OEA) released a brief analyzing the state's industry and occupation projections from 2016-2026³. The OEA expect the state to create 210,200 jobs between 2016 and 2026, continuing the employment growth trend since 2010 and the end of the Great Recession.

Table 1-2 below shows the Bay Area Workforce Development Area industry projections to 2026, with projected employment increasing in all industries except for Information. According to the OEA's brief, the *Information* sector decline will largely happen because of the changes in publishing industry, including newspapers, books, periodical, directory and mailing list publishers. The *Education and Health Services* sectors are projected to grow the most overall because health care and social assistance needs are increasing.

³State of Wisconsin Department of Workforce Development, Office of Economic Advisors. 2019. *Understanding Wisconsin's Job Outlook – Industry and Occupation Projections, 2016-2026 in Brief*. Accessed November 22, 2019. https://jobcenterofwisconsin.com/wisconomy/wits_info/downloads/projections/understanding-wisconsin-job-outlook.pdf.

Table 1-2: Industry Projections for Bay Area Workforce Development Area, 2016-2026

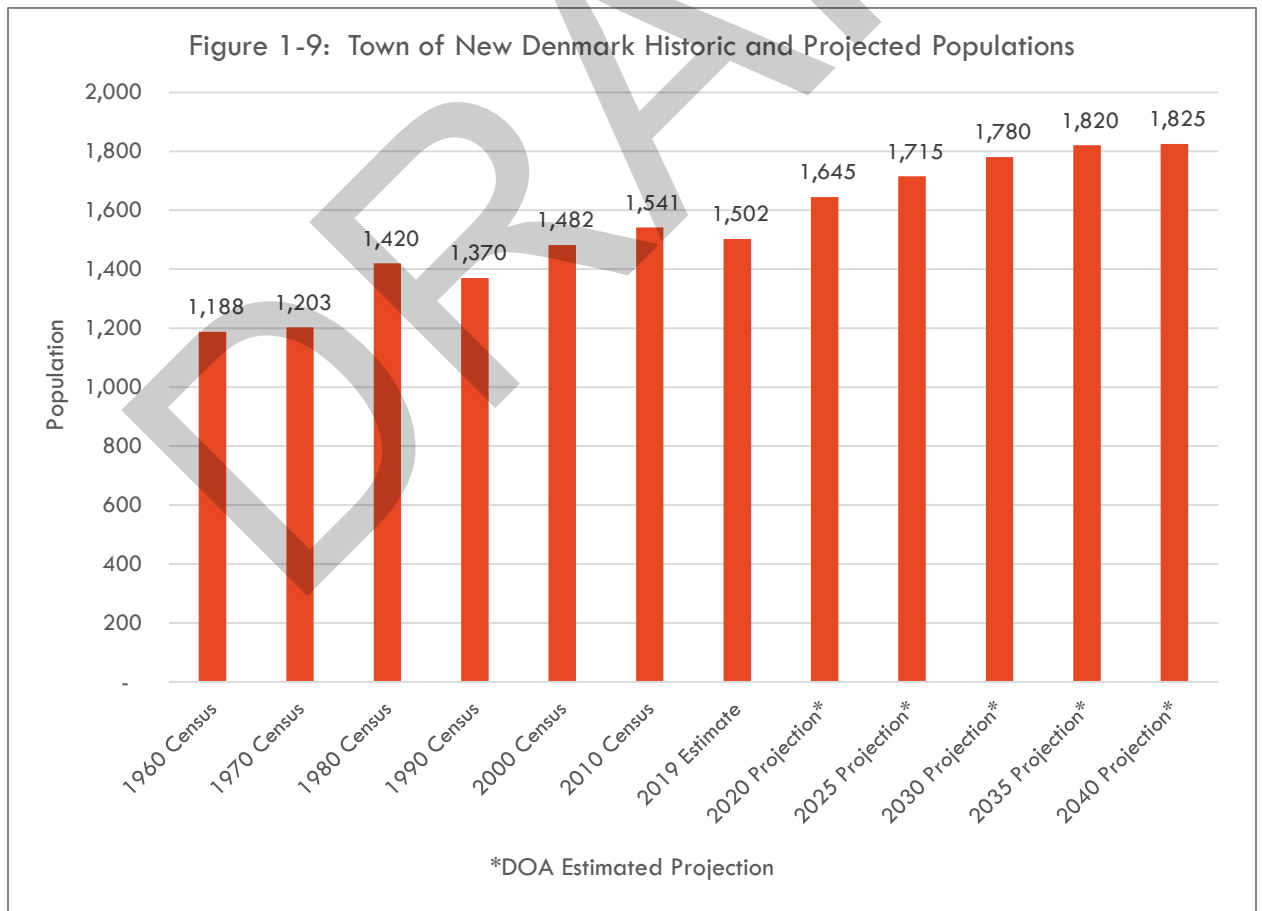
Industry Super-Sector	2016 Employment	2026 Projected Employment	Employment Change (2016-2026)	Percent Change (2016-2026)
Total All Industries	453,610	486,250	32,640	7.20
Goods Producing	116,030	119,500	3,470	3.00
Natural Resources and Mining	6,120	6,680	560	9.20
Construction	19,970	21,920	1,950	9.80
Manufacturing	89,940	90,900	960	1.10
Services Providing	317,140	344,720	27,580	8.70
Trade, Transportation, and Utilities	78,650	83,740	5,090	6.50
Information	3,490	2,760	-730	-20.90
Financial Activities	25,050	26,870	1,820	7.30
Professional and Business Services	40,360	45,620	5,260	13.00
Education and Health Services	82,030	89,120	7,090	8.60
Leisure and Hospitality	41,910	48,520	6,610	15.80
Other Services (except Government)	23,540	24,990	1,450	6.20
Government	22,100	23,110	1,010	4.60
Self-Employed	20,440	22,030	1,590	7.80

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, December 2018.

POPULATION AND HOUSING FORECASTS

In 2014, the Wisconsin Department of Administration (WDOA) released updated population projections for Wisconsin municipalities through the year 2040. The projections take into account births, deaths, immigration, out-migration, and other general demographic trends. According to these projections, the population of the Town of New Denmark is forecasted to increase by 323 persons from the 2019 estimate of 1,502 residents to 1,825 people by 2040. The historic and projected population for the town is displayed in Figure 1-9.

With this information, the town may determine a baseline projection of the housing units required for 2040. According to the 2014-2018 American Community Survey (ACS), the town had an average household size of 2.62 persons per household. Dividing this amount into the 1,825 people projected to live in New Denmark by 2040 yields a result of 697 total housing units required for the future population. Subtracting the 604 estimated existing (2014-2018 ACS 5-Year Estimates) housing units results in a need for a minimum of approximately 93 additional housing units in New Denmark by 2040, provided the persons per household average or population projection does not significantly change over time. This plan will examine future housing and land use needs in the subsequent chapters.



Sources: U.S. Census Bureau, 2014-2018 ACS 5-Year Estimates, WI DOA Population and Housing Unit Estimates

COMMUNITY ENGAGEMENT

Community engagement is a major element of the comprehensive planning process, and helps identify and develop community goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes. This planning process incorporated public input in several different ways in order to take a wide look at the different views. The town board adopted the Citizen Participation Plan to outline different options for public input around the plan.

Community Visioning Session

To identify residents' community development concerns and priorities for the comprehensive plan, the Brown County Planning Commission facilitated a public visioning session, which utilized the nominal group method, on May 7, 2019, at the Denmark High School Atrium. Community members participated in group exercises to generate ideas about issues and opportunities in the town (more about the issues on the following page).

Plan Steering Committee

For this planning process, the town board designated the town planning commission to act as the steering committee for the plan, and to review draft chapters and other materials.

Intergovernmental Cooperation

Public Open House

Formal Public Hearing



PLAN GOALS AND OBJECTIVES

Community Goals

Thirty-one residents attended the May 2019 visioning session to provide their initial thoughts about the future of the town, and twenty-nine people returned surveys ranking the results of the visioning session. The following are the top ten issues resulting from the visioning session and follow-up survey:

1. Protect water quality and well water.
2. Maintain the town's rural atmosphere.
3. Limit mega farms.
4. Improve road conditions.
5. Regulate spreading of manure.
6. Preserve green space and wildlife areas.
7. Preserve 35 acre lot size for rural land preservation.
8. Long-term plan for improving roads is needed. Implement annual allocation in town budget, not piecemeal.
9. Increase maintenance of town roads.
10. Provide better high-speed internet or fiber optic connection.

The Town of New Denmark 2020 Comprehensive Plan will work towards addressing these different issues through each element. Each element will have greater detail on the objectives, strategies, policies, and programs that will help the village achieve its vision. In the subsequent chapters, each element will have goals and objectives that establish village direction. Each chapter will also contain strategies and programs to implement, and actions to carry out that will move the town towards realizing its goals and meeting its objectives.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which the town should direct planning efforts. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained.

Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process, policies and programs, is discussed in each chapter specific to that comprehensive plan element.

Land Use Goal

New Denmark will manage the future growth within the town to retain the rural, small-town feeling while ensuring an orderly, compatible, balanced development that maintains or improves quality of life, maximizes the efficient provisions of services, and promotes integrated development.

Transportation Goal

New Denmark will plan for and continue to provide a safe, efficient, and cost-effective transportation system for the movement of people and goods throughout the town.

Housing Goal

New Denmark will provide housing opportunities for all segments of the town's population while preserving the town's rural nature and scenic environment.

Economic Development Goal

New Denmark will broaden the tax base and strengthen the town's economy and employment base through appropriate agricultural, commercial, and industrial development activity.

Agricultural, Natural, and Cultural Resources Goal

New Denmark will capitalize on the amenities offered by the town's natural, cultural, and agricultural resources and integrate these features into planning for future development to enhance the town's character and protect the quality of life of its residents.

Utilities and Community Facilities Goal

New Denmark will promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting the health, safety, and well-being of residents and businesses.

Intergovernmental Cooperation Goal

New Denmark will work with the surrounding communities, school districts, Brown County, and State of Wisconsin to cooperatively plan, develop, and provide services to the town and region.