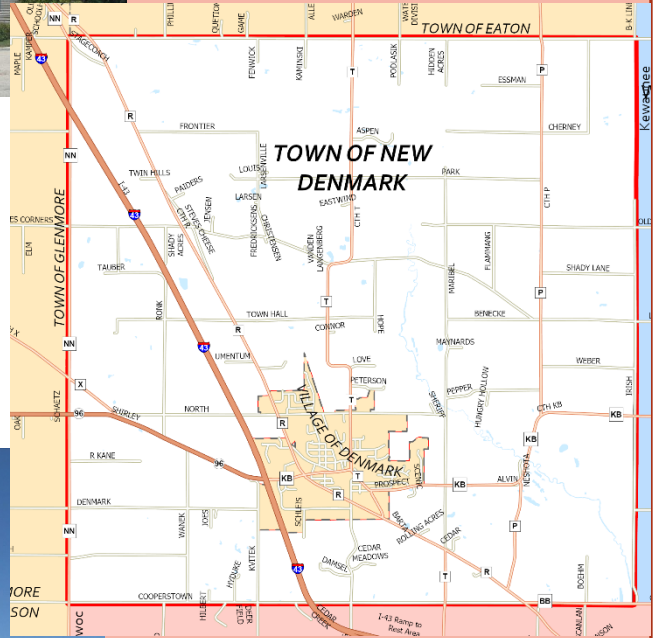


# TOWN OF NEW DENMARK 2040 COMPREHENSIVE PLAN UPDATE



Adopted July 12, 2021

# Town of New Denmark

## 2040 Comprehensive Plan Update

Adopted: July 12, 2021

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## **Town Board Members**

Matthew Goetsch	Bill Krueger
Michael Calewarts	Steve Olsen, Former Member

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The Brown County Planning Commission would also like to thank the following for their assistance in the completion of the comprehensive plan:

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- Denmark Volunteer Fire Department
- Denmark School District
- University of Wisconsin-Madison State Cartographer's Office
- Wisconsin Department of Administration Demographic Services Center
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation
- Wisconsin Historical Society

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# ISSUES AND OPPORTUNITIES

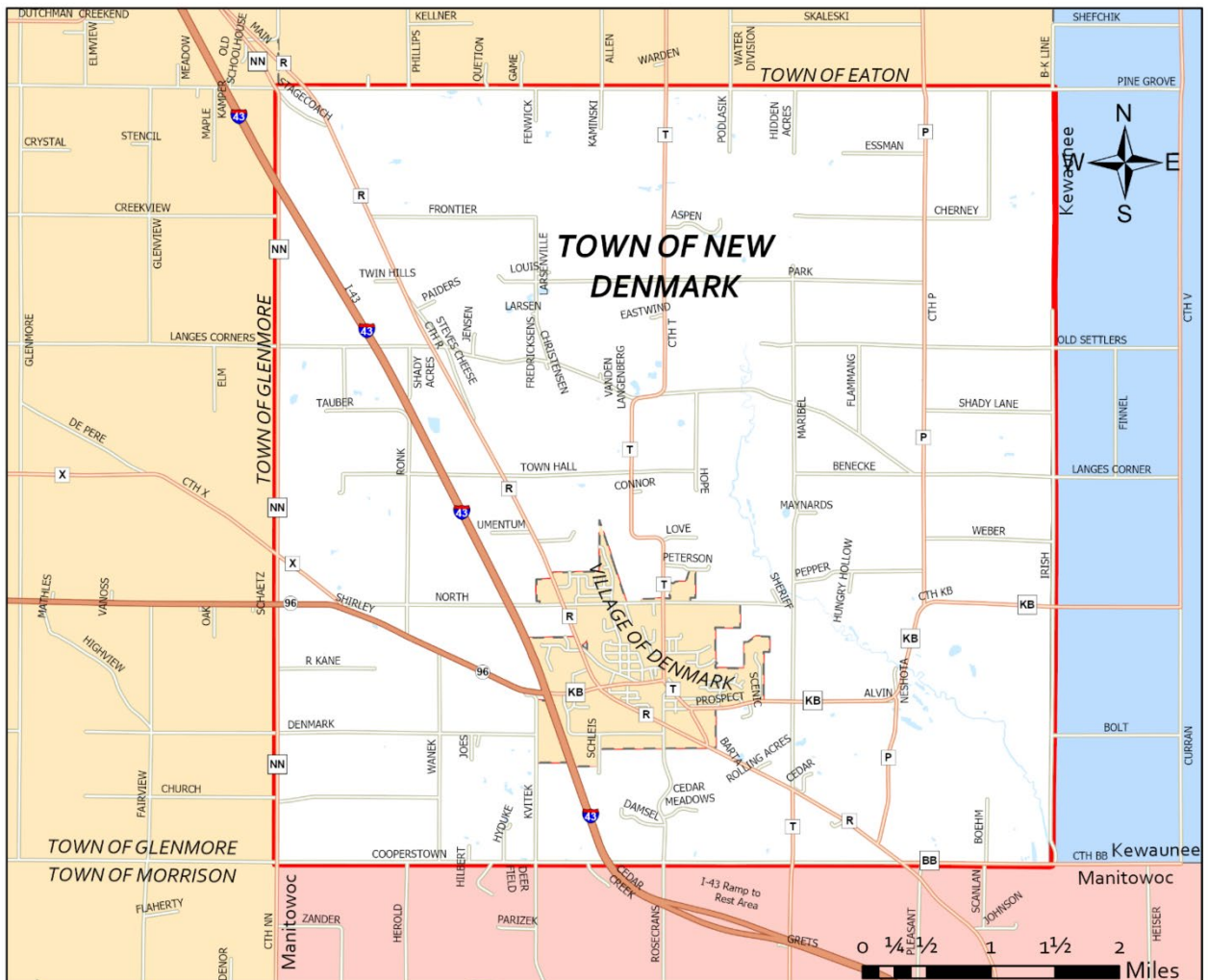
## Chapter 01

# INTRODUCTION

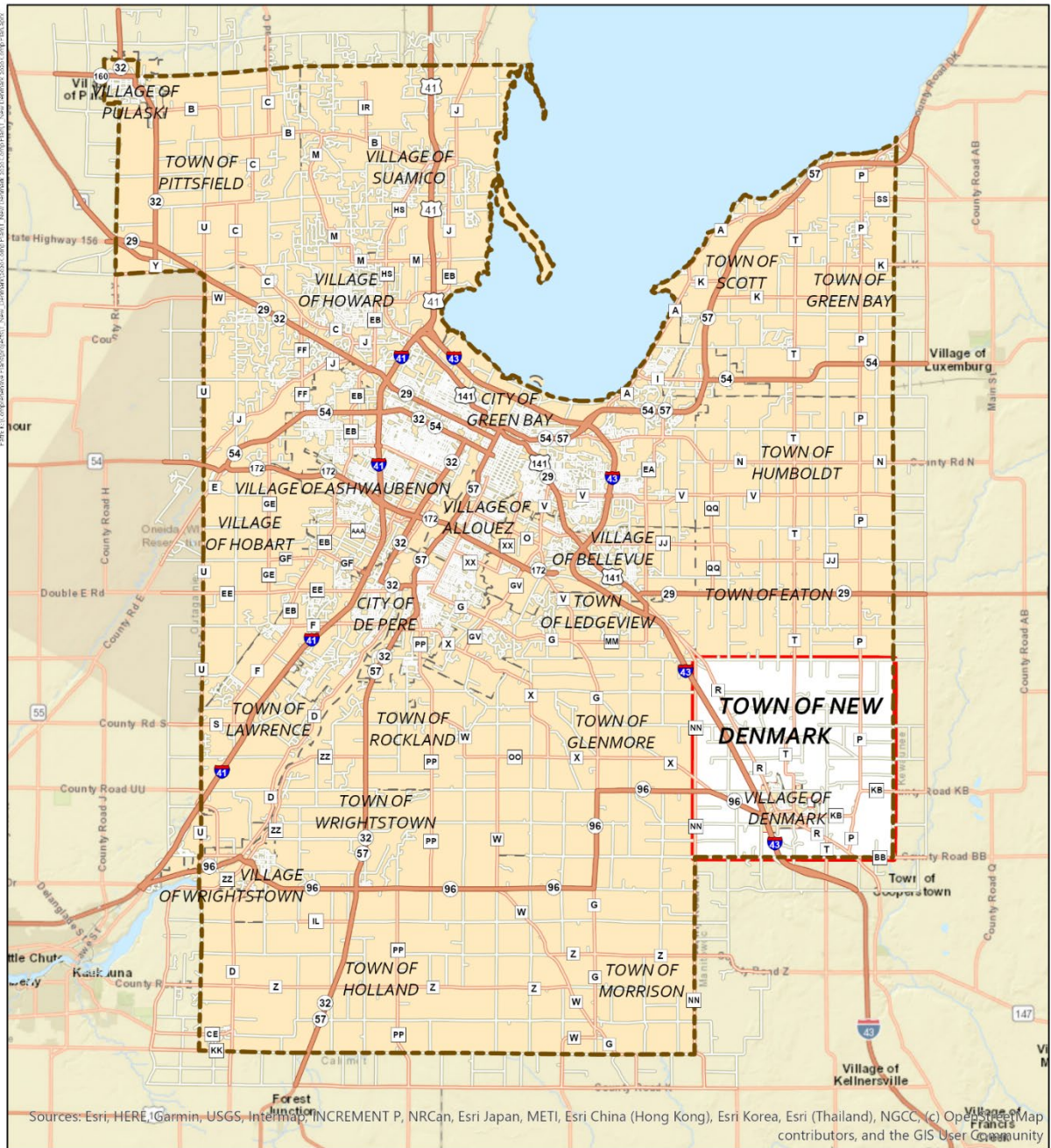
The Town of New Denmark is a rural community in southeastern Brown County. The town surrounds the Village of Denmark and is immediately adjacent to both Manitowoc and Kewaunee Counties. Figure 1-2 on the following page depicts the Town of New Denmark's regional location.

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



## 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
- 0 1 2 4 6 Miles

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

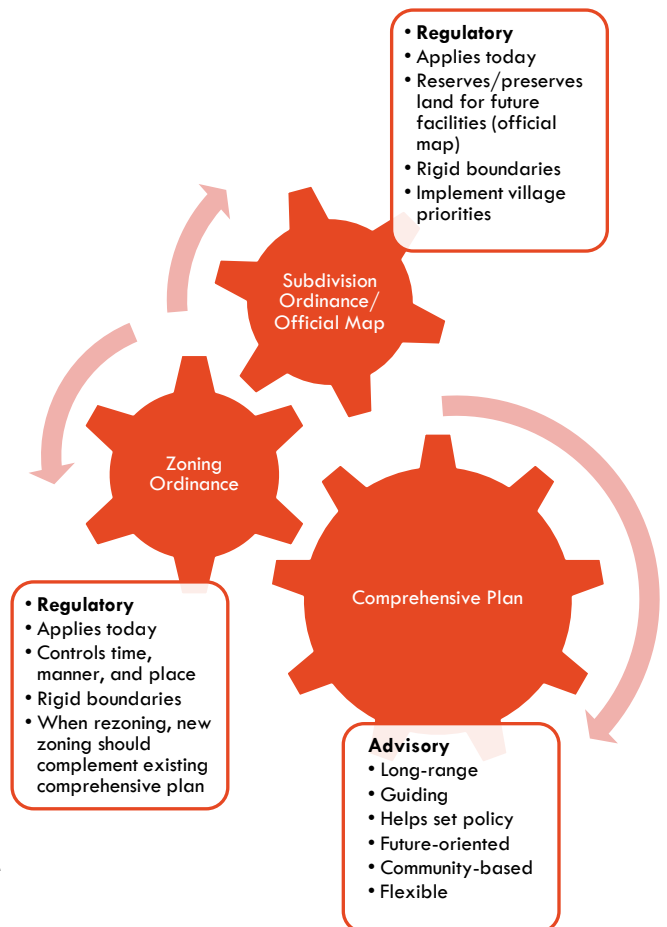
Each element covers existing conditions, goals, objectives, and strategies. The elements are all interrelated to different degrees, and the goals, objectives, and recommendations will be also.

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 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 districts<sup>1</sup>.

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.

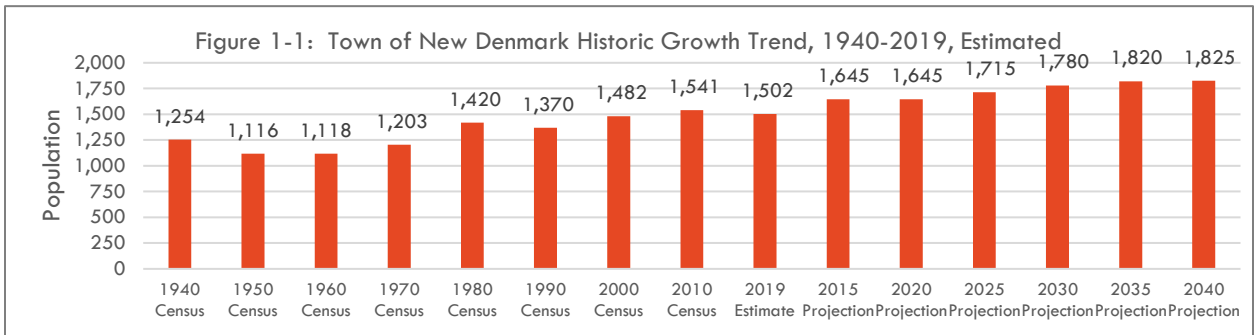
## Land Use Planning Activities

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.

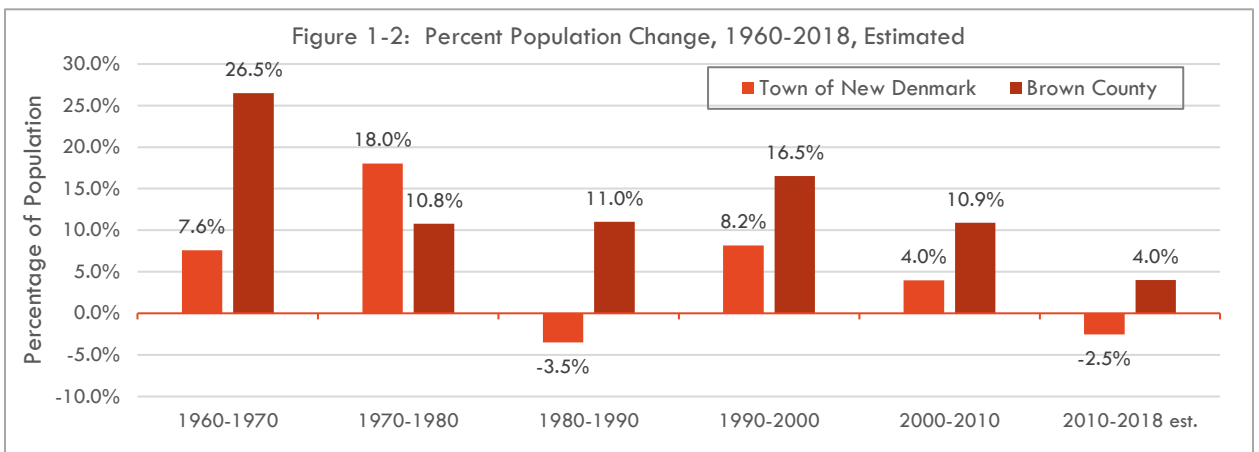
<sup>1</sup>Ohm, Brian W. 2016. "2015 Wisconsin Act 391: Consistency Revisited." *Perspectives on Planning*. May 2016. <https://dca.wi.gov/DIR/May%202016%20Perspectives%20on%20Planning%20Consistency%20Revisited.pdf>

# 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%

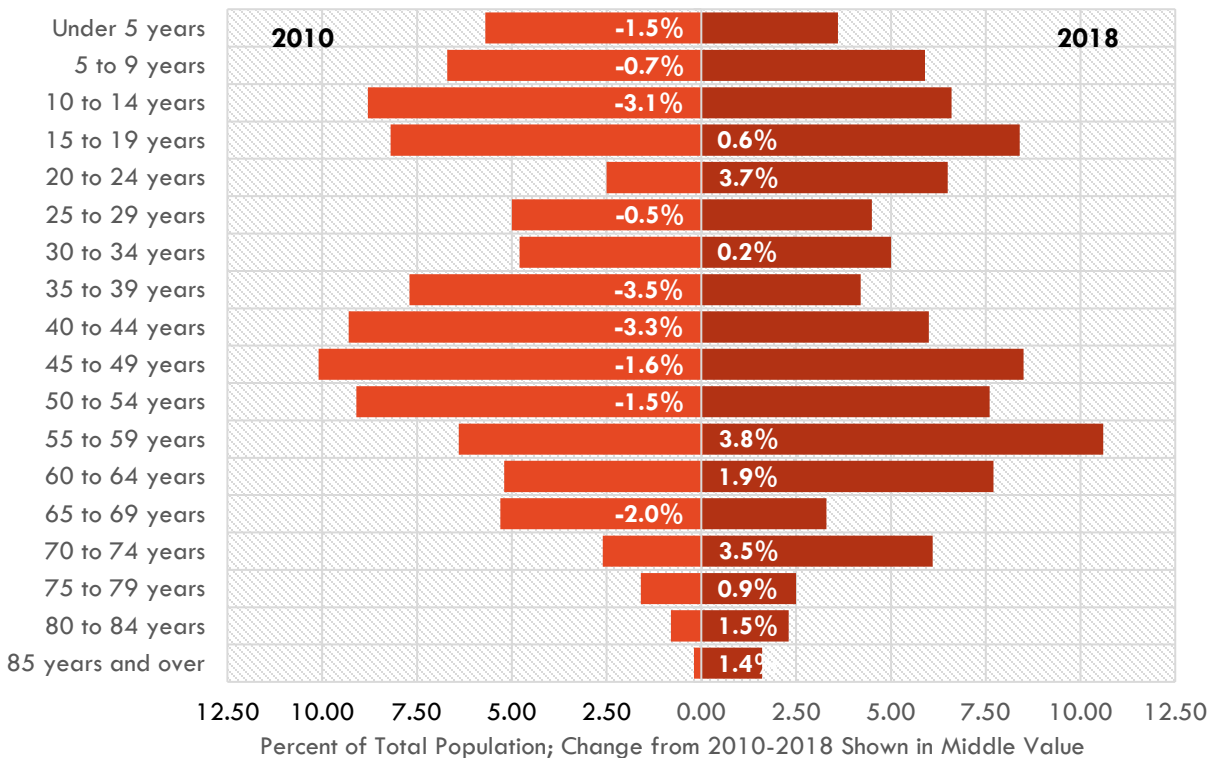
Source: U.S. Census Bureau, Decennial Census 1960-2010, 2014-2018 ACS 5-Year Estimates, 2019 Wisconsin DOA Demographic Services.

# 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 matters as it plans.

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

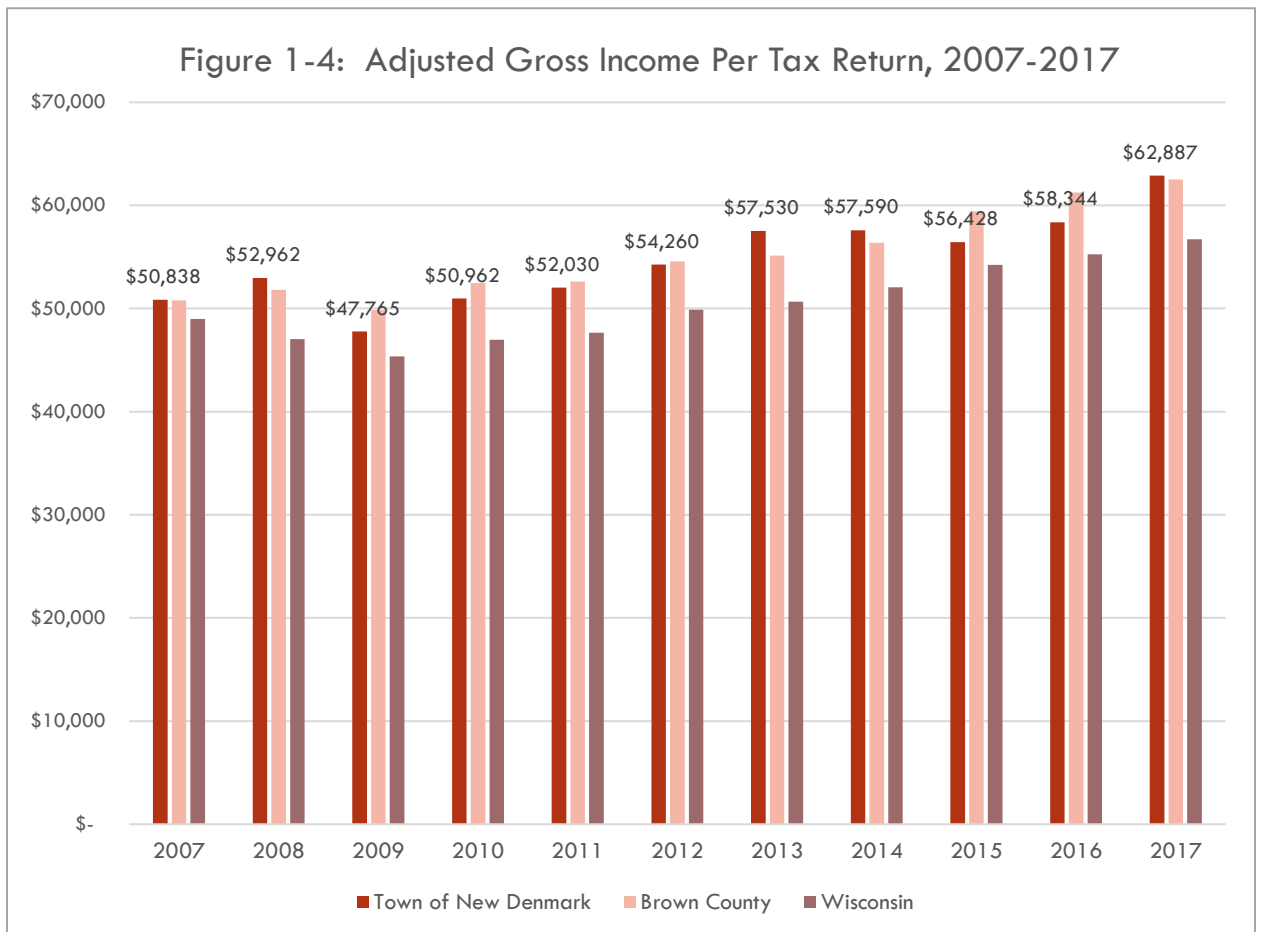


Source: U.S. Census Bureau, 2010 Census, and 2014-2018 ACS 5-Year Estimates.

# INCOME LEVELS

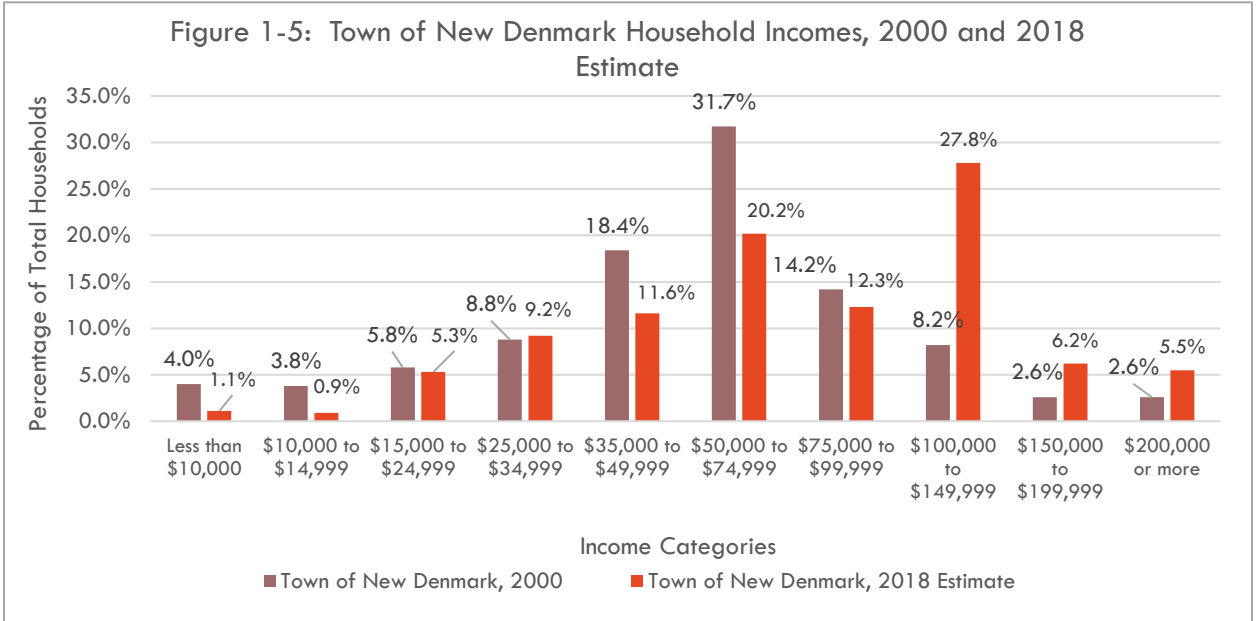
According to the Wisconsin Department of Revenue-Division of Research and Policy, the Town of New Denmark's adjusted gross income (AGI) per tax return from 2007 to 2017 had a 10-year low in 2009 and has recovered since then. The most recent year for which information is available lists the year 2017 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.

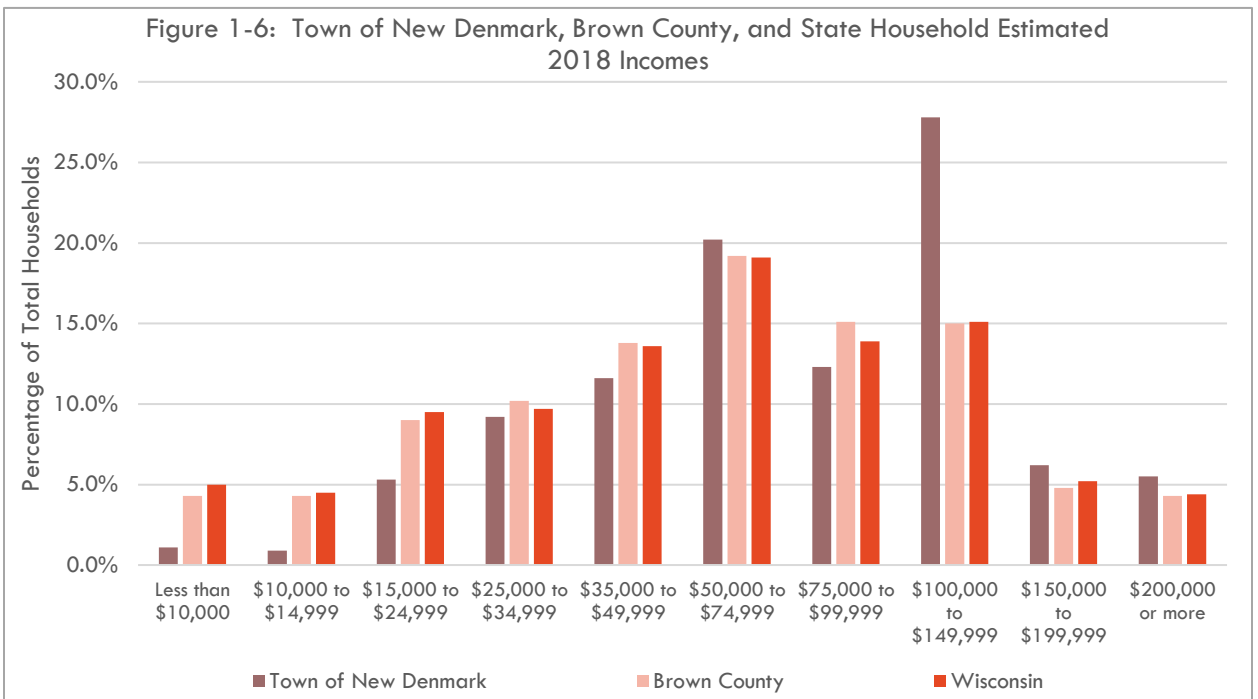


Source: Wisconsin Department of Revenue, Division of Research and Policy, 2007-2017 Reports.

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.

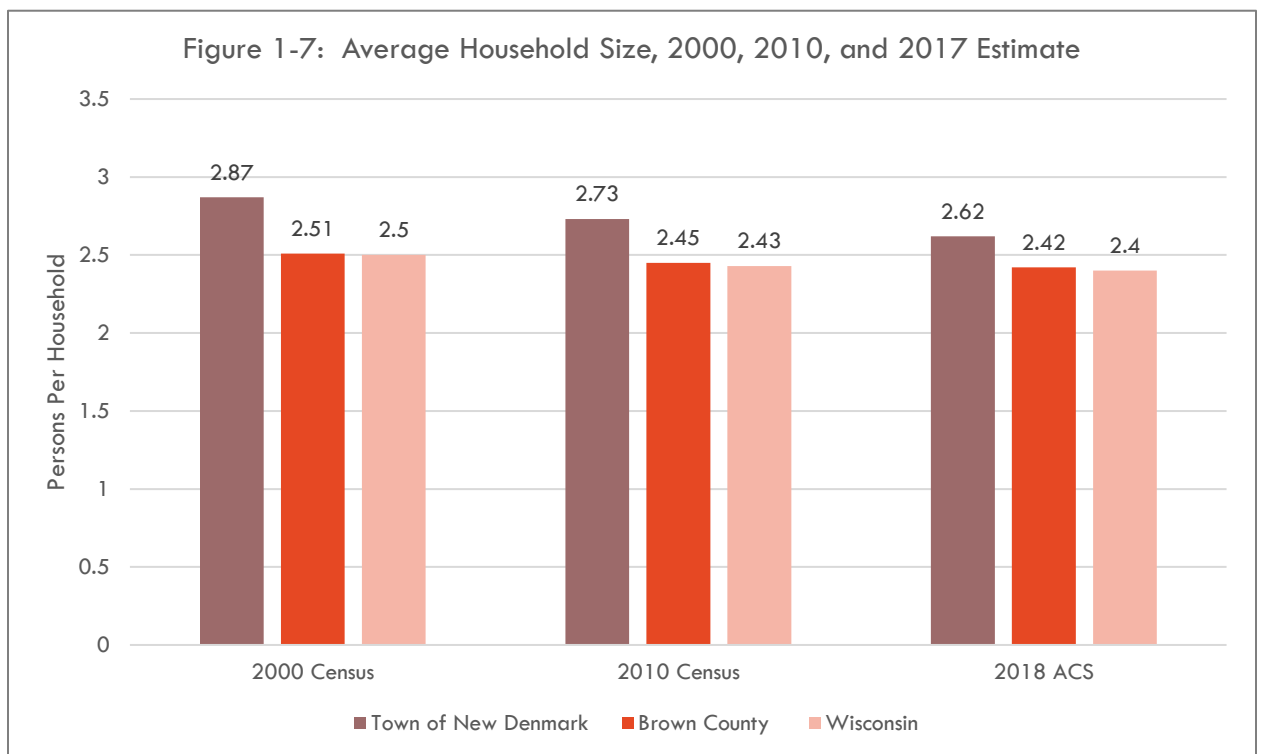


Source: 2014-2018 ACS 5-Year Estimates.

# 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.



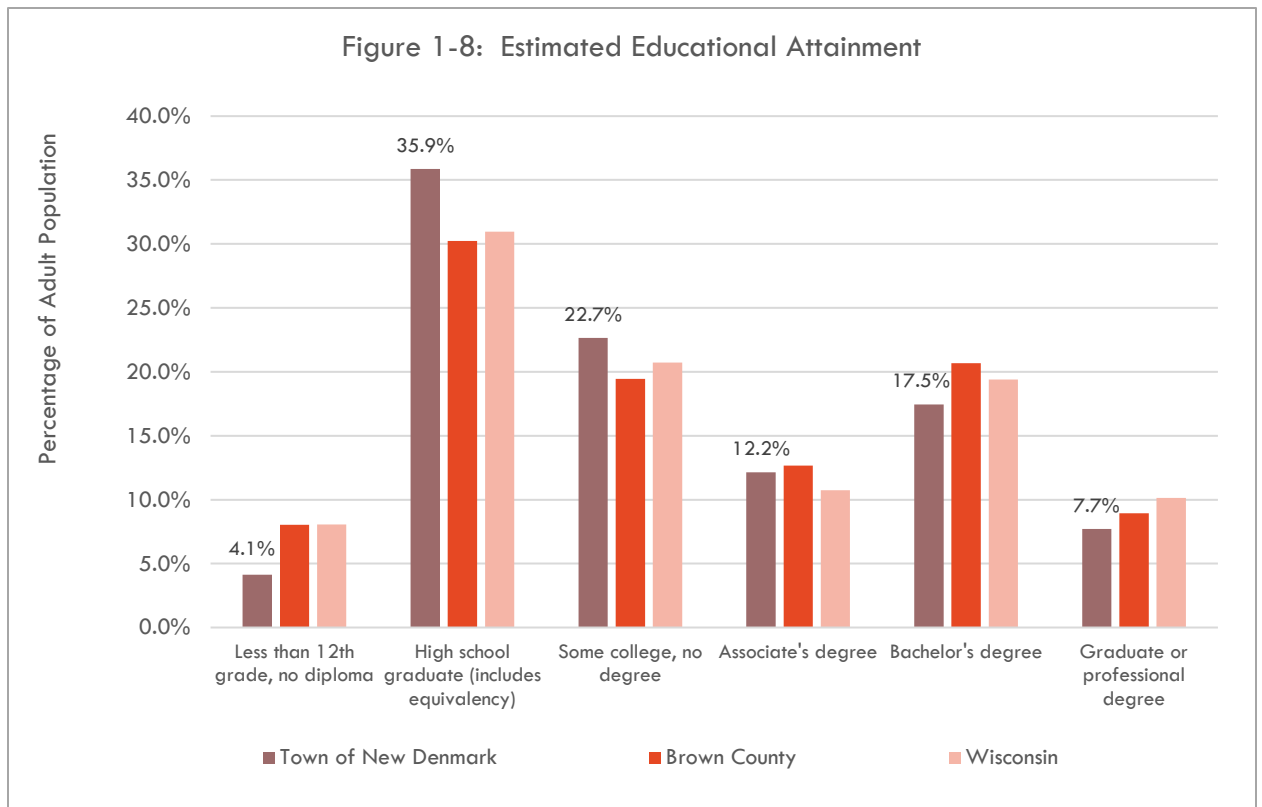
Source: U.S. Census Bureau, 2000 and 2010 Censuses, and 2014-2018 ACS 5-Year Estimate.

# 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 Projections<sup>2</sup>, 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.

<sup>2</sup>United 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 2016-2026<sup>3</sup>. 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.

<sup>3</sup>State 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/wisconsin/wits\\_info/downloads/projections/understanding-wisconsin-job-outlook.pdf](https://jobcenterofwisconsin.com/wisconsin/wits_info/downloads/projections/understanding-wisconsin-job-outlook.pdf).

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

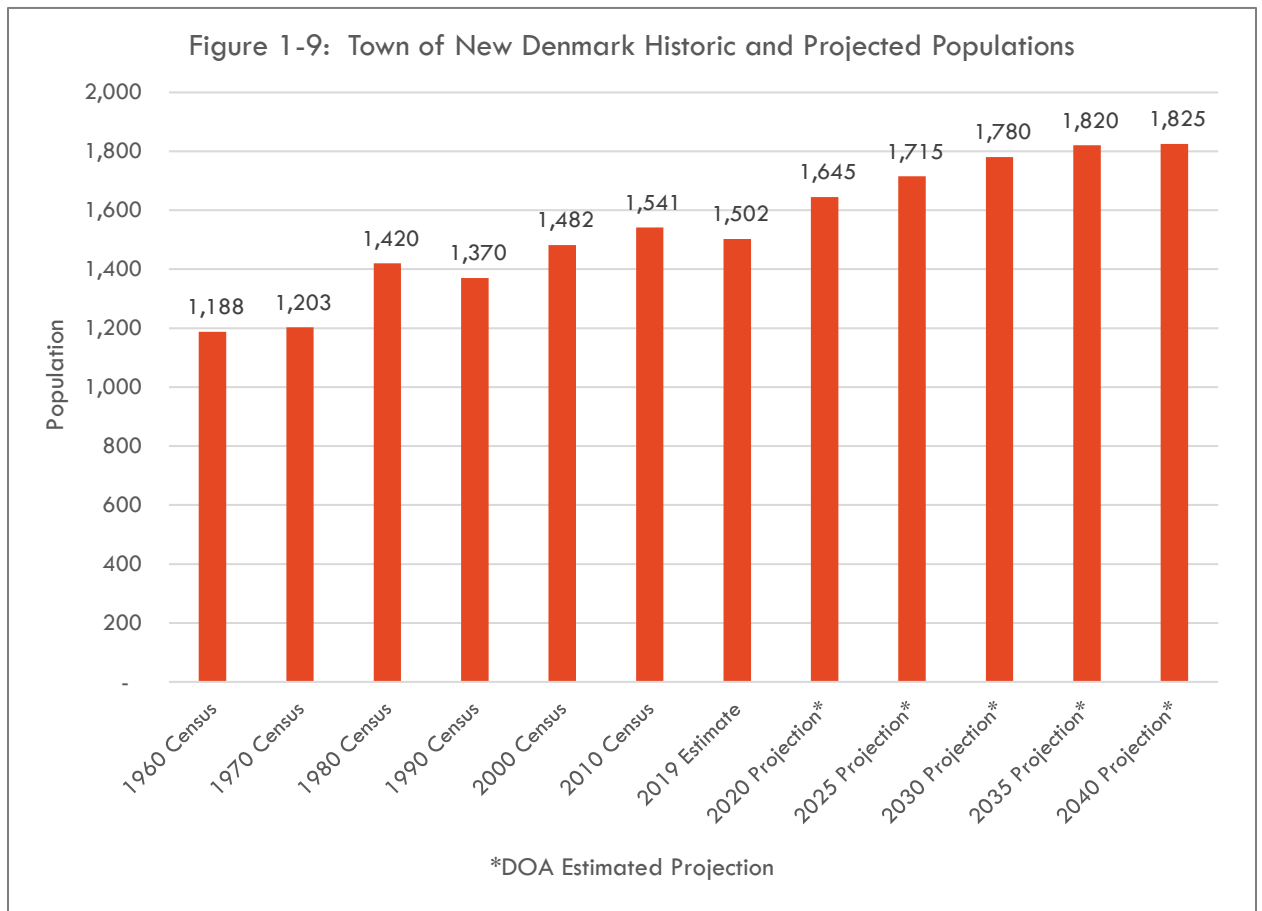
Industry Super-Sector	2016 Employment	2026 Projected Employment	Employment Change (2016-2026)	Percent Change (2016-2026)
<b>Total All Industries</b>	453,610	486,250	32,640	7.20
<b>Goods Producing</b>	116,030	119,500	3,470	3.00
<b>Natural Resources and Mining</b>	6,120	6,680	560	9.20
<b>Construction</b>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

The town's intergovernmental relationships are detailed in Chapter 8. The town also maintains regular communication with the Village of Denmark regarding mutual interests.

## Formal Public Hearing

A formal public hearing was held on \_\_\_\_\_ prior to the town board's final approval.



# 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 town achieve its vision. In the subsequent chapters, each element will have goals and objectives that establish the town's 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.

## Goal #1 - 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.

## Goal #2 - 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.

## Goal #3 - 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.

## Goal #4 - 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.

## Goal #5 - Natural, Cultural, and Agricultural 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.

## Goal #6 - 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.

## Goal #7 - 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.



# LAND USE | Chapter 2

# INTRODUCTION

The purpose of the plan's Land Use Chapter is to inventory the existing land use patterns and to recommend a direction for future development that is consistent with the desired character of the community. This chapter contains data about existing land use within the town, as well as numerous recommendations pertaining to future land use and land use policy.

## Existing Land Use

In order to plan for future land use and development in New Denmark, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. Comparing land use inventories of previous years can identify various trends that are helpful in establishing a plan for future land use.

The Brown County Planning Commission (BCPC) conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory for the Town of New Denmark was completed in September of 2020. Using this data, the various land use categories were broken down by acreage. Table 2-1 describes the land use composition of the town, and Map 2-1 shows the location of the various land uses within the town.

New Denmark is a rural farming community with single-family homes scattered throughout the town. In the Fall of 2020, the town has been reviewing a subdivision proposal to be developed on the south side of town. Currently, the residential development in the town has occurred on existing lots of record and by individual lot splits. Langes Corners, an unincorporated community located in the northwest portion of the town, has the densest development including both residential and commercial development.

**Note:** Classifying land uses is a subjective process and open to some interpretation. One example is that a forested park could be classified as outdoor recreation or as a natural area. More recently, the BCPC is counting only driveways, houses, accessory buildings, maintained yards and landscaped areas as residential. Any forested or unmaintained areas on residential parcels the BCPC is now counting as natural areas. This is to better account for natural areas and their benefits; this is not related to zoning or any sort of property valuation and should not be considered as such. Comparing land use inventories that were taken years apart should be viewed as an indicator of general trends, rather than as a precise measurement of specific land uses.

## Residential Land Uses

Over the past 14 years, the amount of residential land has decreased from 1,076 acres in 2006 to 9,26.67 acres in 2020. This is an increase in developed residential land of 258 acres in 16 years. The presence of reasonably affordable developable land, desire for larger country lots, and proximity to the Green Bay Metropolitan Area has helped contribute to this trend.

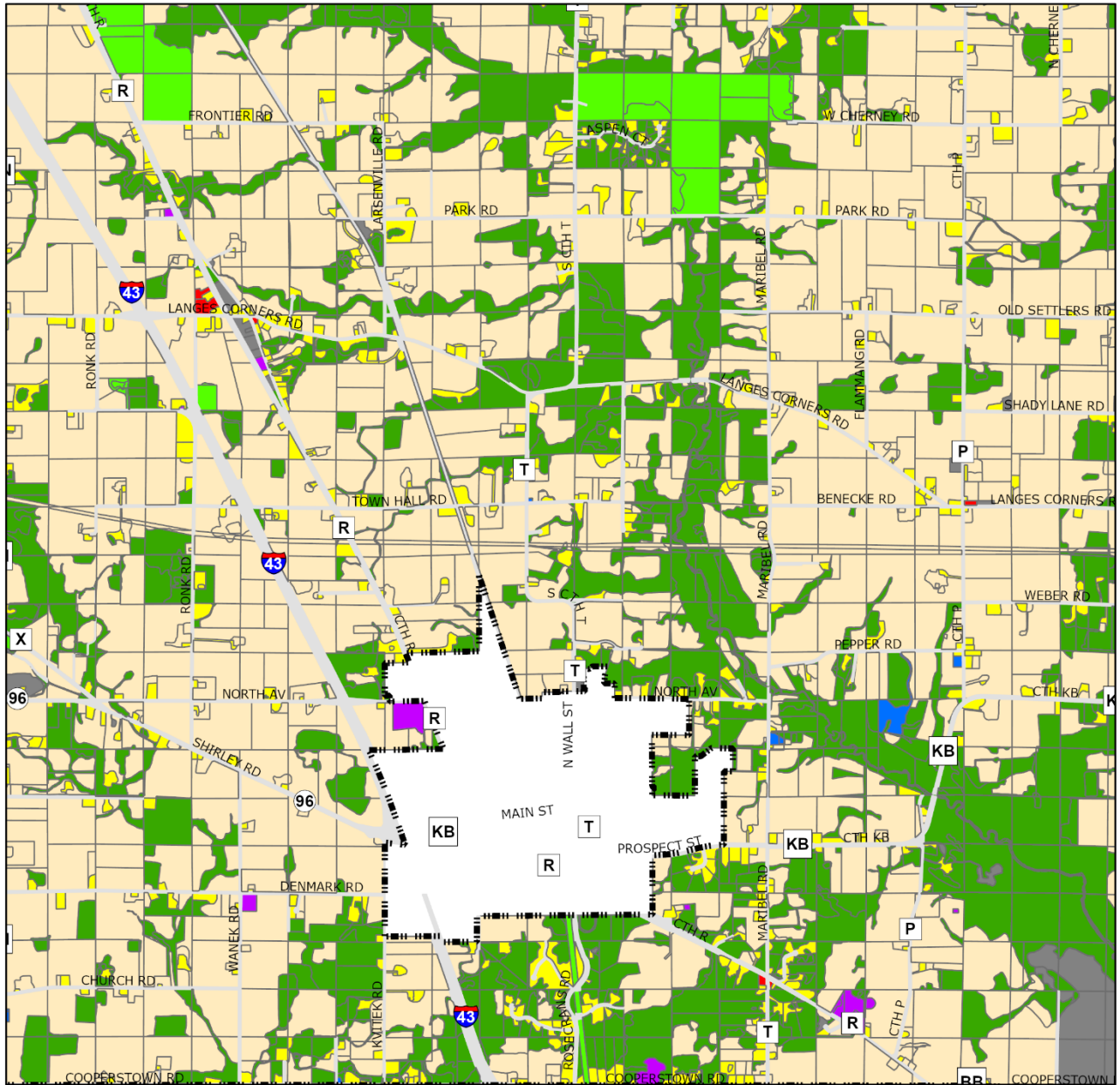
## Comprehensive Plan Goal #2 – Land Use Goal

*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.*

**Natural, Cultural, and Agricultural Resources Community Goals** (numbers correspond with top ten community goals)

2. Maintain the town's rural atmosphere.
5. Preserve green space and wildlife areas.
6. Preserve 35-acre lot size for rural land preservation.

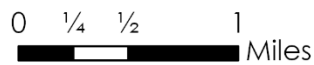
# Map 2-1: Town of New Denmark Existing Land Use



## Land Use Categories

- Residential
- Commercial
- Industrial
- Transportation
- Communications/Utilities
- Institutional/Governmental
- Parks/Open Space
- Agricultural
- Natural Resources

1 inch equals 1 mile



Sources: Brown County Planning Commission  
 Devin Yoder, Senior Planner  
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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.

The Langes Corners area, the area just west of Neshota Park, and portions of the town located just south of the Village of Denmark have the densest concentration of residential development. The town added 19 single-family homes in the past ten years. Most of the new homes have been scattered throughout the town. The Hidden Hills Estates subdivision plat, off Rosecrans Road and adjacent to the Devils River State Trail, has been recorded. The subdivision has 19 lots for single-family homes.

The residential uses in the town are almost exclusively single-family residences. The land use survey estimates that over 99 percent of the residential land use in the town is for single-family housing. Two-family residences and multifamily units make up less than one percent of the developed residential acreage in the town. These percentages have not changed since the 2006 land use inventory, largely because of the rural nature of the town and the lack of multi-family development that has occurred in the town.

The town has four zoning classifications in its zoning ordinance that allow residential development. Residential development is allowed within the R-1 Residential District, A-R Agricultural Residential District, the A-1 Agricultural District and the AG-FP Agricultural Farmland Preservation District. The minimum lot size requirements for these zoning classifications are described and discussed later within the Future Land Use Recommendations portion of this chapter under the Residential heading.

**Table 2-1: Town of New Denmark 2020 Land Use Acreage**

Land Use Totals	2006 Total Acres	2020 Total Acres	% Change 2006-2020
Residential	1,075.9	975.5	-9.3%
Commercial	23.1	11.9	-48.5%
Industrial	295.7	226.6	-23.3%
Transportation	1,070.5	970.6	-9.3%
Communication/Utilities	4.7	50.3	970%
Institutional/Governmental	26.1	28.1	7.7%
Outdoor Recreation	457.4	437.8	-4.3%
Agriculture	14,199.6	13,696.2	-3.5%
Natural Areas	5,058.4	5,559.4	9.9%
<b>All Land Uses</b>	<b>22,211.4</b>	<b>21,956.4</b>	<b>-1.1%</b>

Source: Brown County Planning Commission

### **Commercial, Industrial, and Communication/Utility Land Uses**

Commercial land uses occupied 23.1 acres in 2006, and only 11.9 acres in 2020. Industrial land uses occupied 226.6 acres in 2020, fewer than in 2006. The largest industrial area is still the quarry located in the extreme southeastern corner of New Denmark. The biggest concentration of businesses and industries is in the Langes Corners area, including the Belgioioso Cheese plant. Other businesses and industries are scattered throughout the town, generally along the county highways.

### **Institutional Uses**

Institutional land uses include churches, schools, cemeteries, and government buildings. Institutional lands account for 28.1 acres of the town, which is only 0.12 percent of the total town land area. The institutional uses are scattered throughout the town and include five cemeteries, two churches, and the town hall.

### **Outdoor Recreation Uses**

The Brown County land use inventory indicates that New Denmark contained 437.8 acres of outdoor recreation uses in 2020, which comprised approximately 2.0 percent of the town. While the Town of New Denmark does not own or operate any public outdoor recreation facilities, Neshota Park, owned and operated by Brown County is in the northern half of the town adjacent to Park Road. The town does contribute funds to the Veterans Memorial Park Association for use towards Veterans Memorial Park, located in the Village of Denmark. A portion of the Devil's River Trail is in the southern



portion of the town. The trail starts in the Village of Denmark and extends into Manitowoc County. There are also several privately-owned facilities located in the town that can be used by the public. Twin Oaks Golf Course is in the northwestern corner of the town adjacent to CTH R. Circle Tap Bar, located in the western portion of the town adjacent to CTH N has a lighted ball diamond that is used by softball leagues. Basil's II Tavern, located on CTH P, has volleyball courts for volleyball leagues and has horseshoe pits. 20th Century Bar, located at the intersection of CTH's T and R, operates a bowling alley and volleyball courts which are used by residents. Shady Acres Campsites, located near I-43 in the western portion of the town, offers camping opportunities. Other recreation opportunities are in the Village of Denmark including Veterans Memorial Park, a shooting range, a bowling alley and recreation facilities associated with the Denmark schools. Parks and other outdoor recreational uses are discussed further in the Community Facilities Chapter of the plan.

### **Agricultural Land Uses**

Agricultural use remains the predominant land use within the town. The recent land use update indicates that there are 13,696.2 acres of land devoted to agricultural use, a decrease of 503.4 acres of agricultural land in the Town since 2006. The 1990 Brown County land use update indicated that the Town had 15,473 acres of land devoted to agricultural use. The reduction in available agricultural land is largely a result of the number of parcels being developed into rural residential use and farm fields not being actively cultivated.

### **Natural Areas**

The largest wooded area in the town is in the northeast portion of the town. Most of the valleys of the Neshota River are forested. The scattered woodlots of the town are generally located on flat terrain and are usually composed of a combination of green and white ash, sugar maple, birch, white and red oak, beech, elm and some white pine. Many of the wooded areas are also considered wetlands. The wetlands are scattered throughout the town. The largest blocks of wetlands are located adjacent to the Neshota River, in the northeast portion of the town, in the south-central portion of the town, and in the west central portion of the town. Most of the wetlands of the town are wooded wetlands. The major surface water resource of the town is the Neshota River, which cuts across the eastern portion of the town. There are also small tributaries of Kings Creek, Buck Creek, and Devils River.

Natural areas within the town accounted for 5,559.4 acres in 2020. These natural areas include woodlands, wetlands, and brush lands. Woodlands cover most of the natural areas in the town. Some of the woodlands also include wooded wetlands.

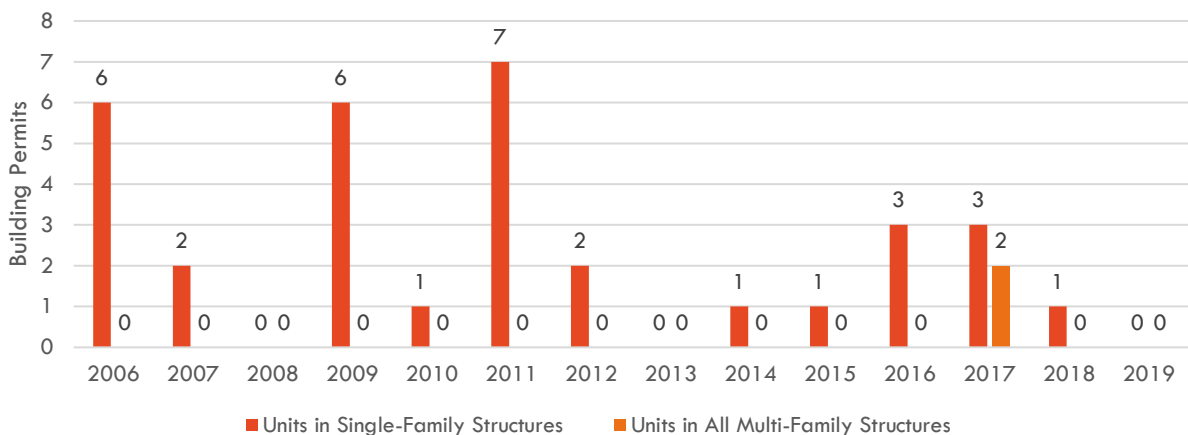
# LAND USE TREND ANALYSIS

## Supply and Demand

Due to the rural nature of the town, there is an abundance of land that has the physical capability of being developed. Town zoning policies have curbed rezoning land out of Exclusive Agricultural zoning. The town has limited parcels zoned Agriculture-Residential where rural residential development on small lots is allowed. While there is some demand for residential land in the town, town development policies have been to keep the town as a rural agricultural community.

According to the Town of New Denmark building permit files, 33 single-family homes were built during the period of 2006-2019. The permit data for the past six years is displayed in Figure 2-1.

Figure 2-1: New Housing Unit Development in New Denmark, 2006-2019



Source: Town of New Denmark Zoning Administrator.

## Land Prices

According to USDA's National Agricultural Statistics Service, in 2019 Brown County had 18 land transactions covering 907 acres of agricultural land continuing in agricultural use, with an average value of \$11,390 dollars per acre. No transactions of agricultural land being diverted to other uses occurred. By comparison, in 2019 in Brown County there were 20 land transactions totaling 1,116 acres at \$11,088 dollars per acre for ag land continuing in ag use. 2018 also saw four land transactions where ag lands were diverted to other uses, with 136 acres sold at \$24,261 dollars per acre.

From Brown County data, the median assessed value of farmland in the town, with no buildings on the property, is \$3,100 per acre, which is about the same across all ag land in Brown County. This compares to the assessed value of farmland in the town of about \$181.1 per acre<sup>1</sup>. Prices per acre for land, including farmland that is parceled out for residential use, is much higher than the cost of buying farmland for farm use. Based on real estate transactions in the town over the last five years, a three-acre parcel for residential use could easily cost in the range of \$18,000 to \$38,000 or more. Average housing values and prices for existing homes in New Denmark are discussed further in Chapter 5 of the plan.

<sup>1</sup>State of Wisconsin Department of Revenue Agriculture Statistics.  
[https://public.tableau.com/profile/research.policy#!/vizhome/AgriculturalStatistics0\\_1/Story1](https://public.tableau.com/profile/research.policy#!/vizhome/AgriculturalStatistics0_1/Story1).

## Opportunities For Redevelopment

Due to the rural nature and the lack of concentrated development within the town, there are very limited opportunities for redevelopment. A few places in the town might have some older buildings that could be candidates for redevelopment because of their age and condition. Places that could have these opportunities include the intersections around unincorporated hamlets, where some activity has previously centered around, like Langes Corners.

## Existing and Potential Land Use Conflicts

As the Town of New Denmark continues to grow, new residents will encounter active farming operations. New residents in these areas should be made aware of the active farms, as well as the sights, smells, and other activities that characterize farming operations. Every effort should be made to ensure that the existing farming operations are not negatively impacted by development. Potential future industrial and commercial development, as well as potential expansion of existing industrial and commercial development, in New Denmark should be done to not adversely affect adjoining lands and uses. Building and landscaping techniques should be used to negate any potential negative impact.

## 20-Year Projections In 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to get a better idea of how much available land the Town of New Denmark might need to continue to grow at its current rate, the land use inventories for 1990 and 2000 were compared with the 2020 data. Research was also conducted on land divisions occurring within the town within the last five years.

The 2040 Wisconsin Department of Administration (WDOA) population projection indicates that the town is projected to grow to 1,825 people. This is an increase of 180 people over the course of the planning period (2020-2040). Based on an average of 2.63 people per household in the town (2020 U.S. Census figure for the town), there will be a need for approximately 68 additional units during this time period to house the increase in population for the 2020-2040-year period. The most recent (January 1, 2020) Department of Administration estimate of population for the town indicates that 1,556 people reside in the town. This is below the DOA 2020 projection for the town by 89 persons. While population increases or decreases do not occur linearly, the town could still reach the 2040-year population of 1,825 people. If this should happen, the town would need to add closer to 100 additional housing units over the course of the 20 years to meet the expected population change. If the future town population increases faster than projected, additional housing units will also be needed. In addition, the persons per household average within the town have historically declined every 10 years due to a trend towards smaller families, potentially requiring more housing units.

Table 2-2 identifies the land use acreage changes that occurred in the town during the period of 2006 and 2020. While this shows a decrease in residential acreage, we know the residential population did increase from 2000-2010. As mentioned previously, the 2020 land use totals have counted passive natural areas adjacent to residential uses as natural uses instead of residential uses. Taken together, these general land use trends are like other communities in Brown County. During this comprehensive planning process, the town has added 19 new residential parcels south of the village off Rosecrans Road, which will increase residential land use. Also, if the subdivision retains most wooded areas, the natural areas land use total will remain static.

**Table 2-2: Town of New Denmark 2020 Land Use Acreage**

Land Use Totals	2006 Total Acres	2020 Total Acres	Difference 2006-2020
Residential	1,075.9	975.5	-100.4
Commercial	23.1	11.9	-11.2
Industrial	295.7	226.6	-69.1
Agriculture	14,199.6	13,696.2	-503.4
Natural Areas	5,058.4	5,559.4	501.0

A review of records of lot splits occurring in the town by certified survey maps since 2010 indicates that there have been 33 lots (industrial lots excluded) created by Certified Survey Map (CSM) and 19 lots created by one subdivision. The average size of each lot created is 3.84 acres. Assuming that there could be anywhere from 68 to 100 new housing units created in the town in the next 20 years based on the future population projections and assuming that the average lot size will be 3.8 acres yields a need for 261 to 380 acres of additional residential land. This does not necessarily mean that the town will need to rezone that number of projected acres to residential zones. The town also has existing lots that have not yet been built upon. The town's zoning ordinance allows residences to be built in the agricultural-zoned areas by right (no rezoning required to build there). Town development policies also have an impact on future acreage needs for residential development. Should future town policies require smaller lot sizes than what have occurred under recent market conditions, the amount of land needed for future population growth will be smaller than the 261 to 380 acres previously indicated. A smaller population increase than projected would also decrease the need for additional acres.

The land use inventory found that the existing ratio of land uses within the town is approximately one acre of commercial development for every 82 acres of residential development and one acre of industrial development for every 17 acres of residential development (determined after subtracting out of the calculations 170 acres of existing industrial development utilized by the quarry within the town, leaving 56.6 acres of other industrial uses). Applying these ratios to the 261 to 380 projected acres needed for residential development yields the need for one and a half to four and a half additional acres of commercial land and eight to 22 additional acres of industrial land during the 20-year planning period. When talking about such a small amount of land for future additional commercial and industrial growth, under real-world conditions such acreage figures could increase substantially and not be out of line with the needs or wants of a community. Future agricultural acre projections are based on the possible change per decade, assuming new residential, commercial, and industrial land come from converted agricultural land.

Table 2-3 identifies the 5-year growth projections for the town. The figure identifies a range of projected acres within the 5-year increments. Because it is unrealistic to predict specific acreage needs for each period due to the unsteadiness of growth, a straight-line projection has been used to determine the 5-year increments. The final residential land use estimate in 2040 includes acres needed for upwards of 100 new housing units. The 100 units corresponds with the town's CSM activity and is just a different way of arriving at an estimate for 2040. Some of that growth could occur in the other 5-year increments but is harder to separate out than for estimated population growth. Again, these numbers represent a possible range the town might see, not necessarily that it will.

	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>
<b>Est. New Housing Units (based on 68 total units added)</b>	--	26	25	15	2
<b>Land Use</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>
<b>Residential</b>	975 acres	1,027-1,073 acres	1,077-1,168 acres	1,107-1,225 acres	1,111-1,355 acres
<b>Commercial</b>	12 acres	12.5-13 acres	13.1-14.2 acres	13.5-14.9 acres	13.5-16.5 acres
<b>Industrial</b>	57 acres	60-63 acres	63-68.7 acres	65-72 acres	65-79.7 acres
<b>Agricultural</b>	13,696 acres	13,605-13,591 acres	13,551-13,489 acres	13,518-13,428 acres	13,514-13,288 acres

# FUTURE LAND USE RECOMMENDATIONS

The proposed land use for the Town of New Denmark is shown in Map 2-2 and includes various categories for different land uses. The Future Land Use map is not a zoning map and the recommended uses as shown on the map do not necessarily identify exact dimensions of such potential future uses, but general locations. Actual future use of such properties may expand or contract from the location that has been shown on the map. While the map indicates specific locations, as well as potential general locations for future land uses, in some cases future use of a property may be limited because of limitations posed on the property by environmental regulations and requirements. While a property may be shown for commercial use, for example, or may even be zoned for commercial use, if the property has wetlands contained onsite, actual use of the property will be limited to the area that is outside of the wetlands due to environmental regulations.

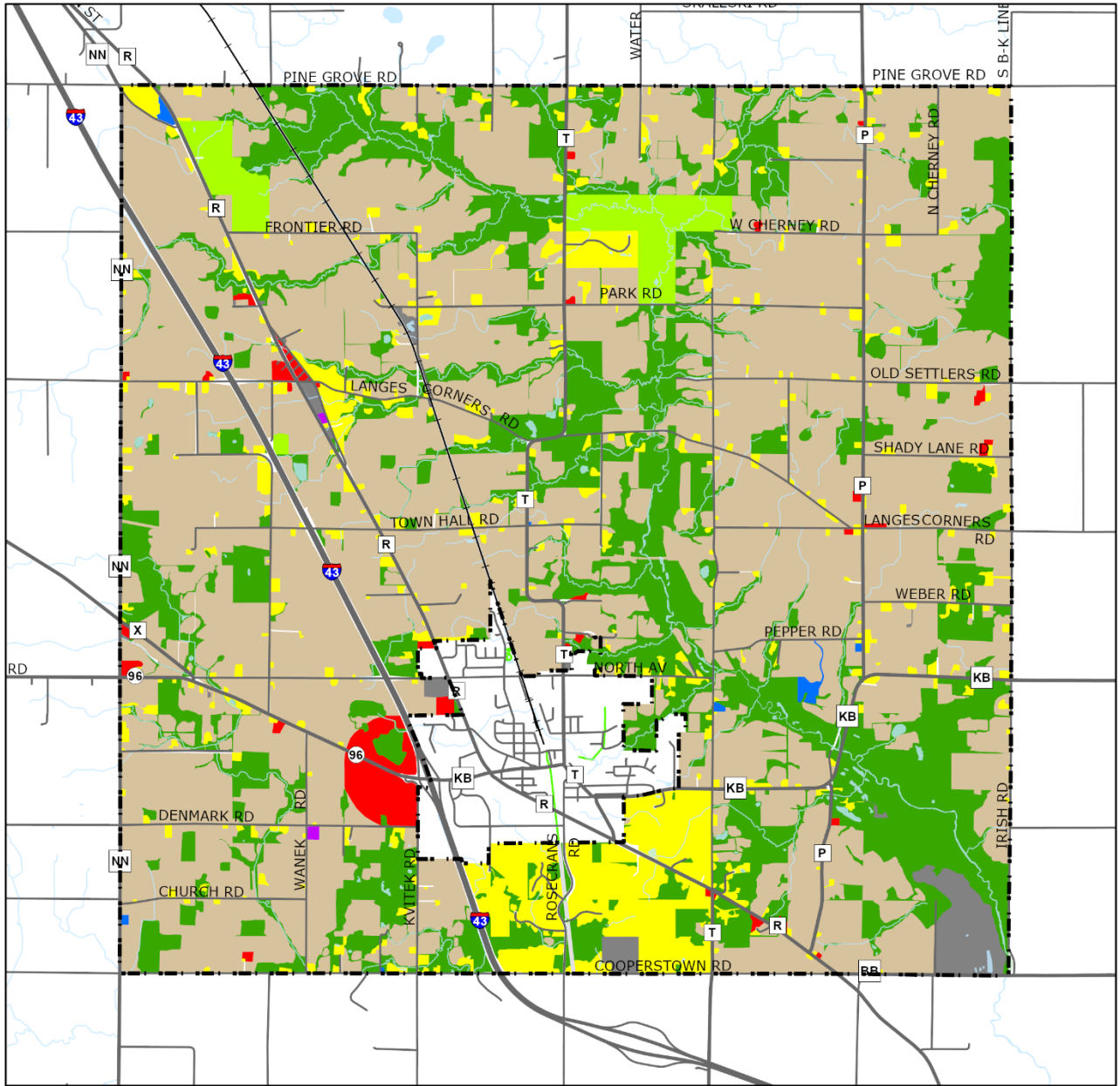
In reviewing the future land use map, it is important to understand that while some areas have a proposed future land use that is different from the existing land use or from the existing zoning, it does not mean that existing use of the property cannot continue. The property can continue to be used for any use allowed under the current zoning classification. If the existing use was a legal use when it was established, it can continue if the landowner or subsequent landowner wants to continue the use. Possibly except for the areas recommended for future conservancy use, it also does not mean that the town will be rezoning the land to a zoning category that is consistent with the proposed future use shown on the Future Land Use map. That would only occur if requested by the property owner. It simply means that if the owner of a property ever wants to change zoning from the existing zoning on the property to another zoning classification, the land use map should be used to determine what zoning classification the land should be rezoned to. If a property owner wishes to rezone property to a use other than what the Future Land Use map recommends and the town is satisfied with the proposed rezoning, the town should first amend the comprehensive plan to make the proposed use consistent with the comprehensive plan and then change the zoning on the property. The Future Land Use map does not and cannot change the existing use of a property. It is a tool to be used by the Town for making future land use decisions.

## **Agriculture**

Most of the land within the town is zoned either AG-FP Agricultural – Farmland Preservation or A-1 Agricultural. The former zoning category allows landowners to receive tax credits from the State of Wisconsin under the Farmland Preservation Program if the landowner wants to partake in the program and meets the program eligibility requirements. Agriculture has been and will likely continue to be the dominant land use within New Denmark over the 20-year timeline of this plan. Several of the top issues that came out of the town visioning session again involved preserving the town's rural/agricultural character and maintaining the town's open areas. The town continues to have many active farms operating within the town. The town should continue to work with these landowners to ensure that the town's development policies do not interfere with the continuing operation of the farms. Development should be limited within the town's agricultural areas to the activities and recommendations within this chapter. The town should periodically review its policies to ensure that those policies do not negatively affect agriculture activity, and that agriculture continues as the town's dominant land use throughout the life of this plan.

Some existing farmed areas of the town are identified on the Future Land Use map for uses other than agriculture. These existing agricultural areas will likely remain in agriculture for the foreseeable future and will continue to be used for agricultural if the property owner wants that to continue. The map simply recommends potential future use of the properties other than agriculture if the landowner would ever want to change the use of the property.

# Map 2-2 Town of New Denmark Future Land Use



## Future Land Use Category

- Agriculture
- Business/Industrial
- Commercial
- Communication/Utilities
- Governmental/Institutional
- Industrial
- Natural Areas
- Parks/Recreation
- Residential
- Transportation

- Railroad
- Highway (Federal, State, or County)
- Local Road or Street
- Lakes, Ponds & Rivers
- Rivers and Streams
- Trails
- Town of New Denmark



1 inch equals 1 mile



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Sources: Brown County Planning Commission  
Devin Yoder, Senior Planner  
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## **Residential**

The Town of New Denmark has historically tried to maintain its rural and agricultural nature and control the amount of non-farm residential development that occurs in the most rural areas. The town's first subdivision plat, Hidden Hills, was approved in 2020. As mentioned in the previous paragraphs about agriculture, several of the top issues that came out of the town visioning sessions (both most recently in 2019 and in 2006) involved preserving the town's rural/agricultural character, maintaining the town's open areas, and maintaining the 35-acre minimum lot size requirement to build a house in the Agricultural zone, and keeping the town from becoming too crowded.

The town has three zoning classifications within its zoning ordinance where residential uses are permitted uses. The R-1 Residential zoning classification was developed for residential development that is served by public sanitary sewer service only. A small portion of the town (about 11.3 acres) immediately adjacent to the Village of Denmark is in the Denmark Sewer Service Area (SSA). However, no sewer service is presently available, so there are no lands in the town that are zoned R-1 Residential on the town zoning map. From the 2040 Brown County Sewage Plan, the town does have an allocated 38 acres (based on population and further growth) for sewer residential land, but no proposed sewer service area expansion.

The A-R Agriculture-Residential District zoning classification allows residential development with a minimum lot size requirement of 1.5 acres and requires that the residential lot have a minimum of 200 feet of frontage on a public road. While there is some property zoned A-R Agricultural-Residential in the town with this zoning classification, it's a much smaller amount than either A-1 Agricultural District or AG-FP Agricultural Farmland Preservation District. Many of the A-R Agricultural Residential-zoned properties are closer to the Village of Denmark or along county trunk highways.

Of the two zone districts intended for farming (A-1 and AG-FP) the A-1 Agricultural District zoning classification occupies the greater land area within the town. The A-1 Agricultural District allows single-family dwellings as a permitted accessory use and has a minimum lot area of 35 acres and 500-foot minimum of contiguous frontage. The AG-FP Agricultural District was set up to meet the requirements of the Wisconsin Farmland Preservation Program and includes additional zoning requirements to comply with that program. Landowners with properties located within this zoning classification can get tax credits from the State of Wisconsin if they qualify for the Farmland Preservation Program. Property owners within this zone must also have a 35-acre minimum lot size in order to build a house, which is a permitted accessory use. Farm dwellings and related structures existing prior to January 1, 2015, which remain after farm consolidation may be separated from the farm parcel on a lot containing a minimum of one and one-half (1.5) acres and two hundred (200) feet of contiguous lot frontage.

Future residential development areas have been identified on the Future Land Use map where future residential development is recommended to occur should the property owners choose to develop their property. These areas are located adjacent to the Village of Denmark, in Langes Corners, and in the northwestern corner of the Town by Stagecoach Road. These areas already have some existing residential and commercial development. Also, the terrain and the soils in much of the future development areas identified adjacent to the Village of Denmark are not as conducive to agricultural use as most other areas of the town. Because these areas have been established as development areas, rezoning requests in these areas to the appropriate residential zone should occur if requested for by the landowners following proper rezoning procedures.

Several the top issues that came out of the town visioning session involved preserving the rural/agricultural character of the town and controlling the amount of development that occurs within the town. The town should continue the policy of controlling the density of new residential development in the town occurring outside of the residential development areas. This will help ensure that agriculture continues to be the main land use in the rural portions of the town and will help to control the potential adverse impacts that could occur between agricultural and residential land use. The town should

continue to maintain the minimum lot size requirement of 35 acres for a new house in the Agricultural zoning district of the town. The town could consider rezoning requests to rezone for A-R Agricultural Residential zoning to allow for smaller individual lots created from larger lots. Through the rezoning process the town could then address any outstanding questions or issues with the applicant. R-1 Residential zoning should continue to only be considered for sewered residential land. This would allow for property owners to add residential lots in individual instances case-by-case while preventing new subdivisions from popping up in the more rural areas. Also, the town may want to consider utilizing zoning techniques that would allow some rezonings to occur but would ensure that residential development in these areas of the town be kept at a low density, such as Accessory Dwelling Units (ADUs).

The town should ensure that future development in any area preserve identified future road locations, and that existing road frontages are not all developed without preserving adequate space for future road access. Adopting an official map (Wis. State. Stat. §62.23(6)) and area development plans by the town can ensure that space is reserved for future road intersections so that future roads can access lands located beyond the existing road frontages. The town may have certain areas that because of the terrain, do not require the conserving of frontage for future roads because the areas beyond the roads cannot be developed.

The Hidden Hills subdivision is the most recent subdivision activity in the town and has happened in the Future Residential Development Area. Any future activity like this should only occur within the identified Residential Development Areas. The town should try to encourage any subdivision activity to be done by conservation by design subdivisions for situations where the terrain and environmental features of a site lend itself to such a subdivision type development. The conservation subdivision generally preserves the rural atmosphere and environmental features of an area better than a conventional subdivision plat does. Additional discussion about conservation by design subdivisions occurs later in this chapter.

While duplex and multifamily development would be a positive addition to the town because it would add other residential options available to town residents, the lack of public sanitary sewer service makes these types of residential uses less likely to be constructed. These uses are in the Village of Denmark and area residents wanting to utilize these type uses will likely need to move there because of the lack of availability in the town. Should additional multifamily buildings ever be located within the town, the buildings should reflect the characteristics and features generally associated with single-family homes. These include front doors facing the streets and sidewalks, garage space, and private outdoor areas or greenspace on the grounds. This type of use should blend in with other residential land use types in the area and should have an adequate amount of greenspace onsite and should be orientated with the parking in the rear of the lot.

## **Commercial and Industrial**

Future commercial uses should be allowed near existing business and industrial uses or at major intersections in nodes, rather than in strips along the entire length of a road, county trunk, or highway. This helps minimize the places to turn for the increased truck and automobile traffic associated with business use, and not interfering with existing agricultural or residential uses. These uses should serve the residents, as well as those commuting through the town. Existing commercial uses in the town should be encouraged to remain in business by the town allowing for the expansion of these operations if they do not negatively impact existing residents or farming operations.

Map 2-2, the Future Land Use Map, identifies locations for future commercial and industrial use in addition to the locations of existing business and industrial uses already established in the town. The locations of existing businesses and industries as shown on Map 2-2 does not imply that the properties on which these uses are located have been rezoned for such uses but only indicates the existing land use type on the property. In addition, the locations recommended on Map 2-2 for future business and



industrial uses only indicate potential locations for such uses. Most of these sites have not been rezoned to accommodate these uses. That would need to be done in conjunction with actions by the town and the property owner. Some of the potential future business locations that have been identified on the Future Land Use map include the interchange at the intersection of I-43 and STH 96, the Langes Corners area adjacent to CTH R, and an area of land along CTH R next to the Village of Denmark and adjacent to an auto salvage dealership. All the locations are situated adjacent to or in proximity to CTH R, which is a heavily traveled vehicular route. Extension of public sewer and water service to the locations adjacent to the Village of Denmark, especially next to the I-43 interchange, would be invaluable in helping to attract business or industrial use to these sites. Because the town does not have this service available to it, this would mean trying to work something out with the village. The I-43 interchange is one of the few interchanges along this highway that has not yet been developed and the town should take care as to what kind of commercial or light industrial type uses occupy this area when it gets developed.

If a property owner wants to develop a commercial use somewhere not identified on the Future Land Use map, they would need to first rezone the property. The determination of the town to rezone these locations should be on a case-by-case basis. All future locations for commercial uses, irrespective of the type of zoning classification requested, should be located so that little to no adverse impact will occur to adjacent properties and land uses.

In some situations, the B-1 Community Business District classification within the Town Zoning Ordinance is not flexible enough for the town to selectively review specific sites for limited business uses and attach conditions to the use of the proposed sites for the proposed business. The town may be reluctant to rezone a specific parcel for B-1 Business because of the variety of business uses that could operate on the site according to the existing zoning classification but might consider a business zoning if it could control the specific use of the proposed site and attach conditions on the use and on the site. To help this situation, the town should consider creating another business zoning classification that has fewer permitted uses and gives it more flexibility to be more selective in the business types allowed in this district. This zoning classification should be used for future locations within the town that are not identified on the Future Land Use map and should be set up so that the town could attach specific conditions for the use of a particular site for a business. Site selective conditions could include such things as landscaping, site design, architectural controls, and additional setbacks. Business conditions could include such things as hours of operation and the size of the structure. This could apply to sites with greater visibility and are closer to residential properties.

Existing industrial businesses are scattered throughout the town with the majority located along CTH R. These businesses provide a benefit to the town by adding to the tax base and providing jobs for area residents. The town should do whatever is necessary to retain these industrial businesses in the town. Over the course of the plan, there may be a need for additional industrial businesses to add to the town tax base and to provide job opportunities for residents.

The Future Land Use map identifies an area in Langes Corners adjacent to CTH R that is identified for industrial or commercial use. There is still some open land available for development on the east side of CTH R and existing buildings available for use on the west side of the highway. The properties are accessed by heavily utilized CTH R. These are the largest parcels of existing industrial zoned vacant land available in the Town. These parcels can also be utilized for business use.

Any future industrial development in the town should consider any existing residences. Buffering of the residences from industrial or commercial use through plantings, shrubbery, or berms to lessen any adverse impact on adjacent properties should be considered depending on the situation. Specific and detailed planning should be undertaken prior to any industrial development occurring adjacent to the residential properties so that a development plan can be determined for the area that would work with the existing land uses.

Future industrial use should be encouraged to locate near existing industrial uses or adjacent to highways in nodes rather than in strips along the highway to better handle the increased truck and automobile traffic associated with industrial use, as well as to not interfere with existing agricultural or residential uses. Other potential future industrial sites are identified on the Future Land Use map.

As previously indicated, there are many instances of existing industries scattered throughout the town. Because such uses can impact adjacent uses, the town should consider amending its zoning ordinance to

require landscaping, as well as additional side yard and rear yard setback requirements, when building on industrial-zoned property when such zoned property is located adjacent to residentially-zoned properties. Future locations for industrial uses should be in areas so that little to no adverse impact will occur to adjacent properties and land uses.

Many of the locations identified in the Future Land Use map for future commercial or industrial use are interchangeable as far as the type use that could occupy the locations.

### **Town Center**

The unincorporated community of Langes Corners, located in the northwestern portion of the town, is the closest thing to being considered the social and cultural hub of the community. The Langes Corners area includes a scattering of single-family homes and a few businesses.

Langes Corners is expected to continue to serve some of the existing needs of the community through the businesses and services that are already there. New businesses, as well as residential development, looking to develop in New Denmark should be strongly encouraged to locate in Langes Corners. The town should work to make any additional development there well-designed and that complements the existing land uses while providing future residents of the area with a quality living environment.

The recommendations for future land use within areas of the town containing concentrated development emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider these broad characteristics:

- Walkable, meaning that pedestrians can easily reach everyday destinations.
- Livable, meaning that a neighborhood is safe with easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

Before approving subdivision plats, the town should review the proposed plats to ensure that, when applicable, adequate access to frequented destinations in the community have been adequately addressed in the design of the plats and are part of an overall plan for the area. Based on the existing development within the town, this could potentially apply to Langes Corners or to areas of the developed adjacent to the Village of Denmark. Non-vehicular travel should not have to take a wide circular route to get to destinations located nearby.

### **Street Networks**

Street network design impacts the character and form of development, particularly in residential areas. Streets should be laid out and designed to be compatible with the residential neighborhood concept while fulfilling their inherent transportation function.

Blocks should vary in size and shape to avoid a monotonous repetition of a basic grid pattern or to follow topography. To be conducive to walking, block layouts within residential areas should generally be designed with frequent street connections with individual block lengths being a maximum of about 600 feet. The street network should connect to the adjacent neighborhood commercial businesses and extend out into the surrounding neighborhoods. Selected streets should extend into and through any adjacent commercial area to provide convenient access from all sides of the center.

### **Traffic Calming**

For a road network to provide a desirable residential environment, it must be designed to discourage excessive speeding and cut-through traffic. Street widths and corner curb radii should be as narrow as possible while still providing safe access for emergency and service vehicles. If required, traffic calming techniques, such as curb extensions and other specialized measures, can be used to slow and channel traffic without hampering convenience, direct access, and mobility.

## **Pedestrian Network**

Pedestrian connections are a definite benefit to neighborhoods and should be given consideration in new developments. This and other multi-modal transportation concepts are addressed in greater detail in Chapter 3 of the plan. Utilization of the Devils River Trail in the southern portion of the town provides an avenue of travel and acts as a link to development along the route.

## **Subdivision, Street and Neighborhood Connectivity**

Since there is not a lot of dense residential development within the town, there is not a pressing need to connect developments through internal street patterns. The use of the existing road network for driving, biking or walking to adjacent development is available to town residents. If more dense residential development is contemplated within New Denmark, the town should require a well-connected street pattern as discussed in the Transportation Chapter. The use of area development plans and the official map to locate future roads, as discussed in the Transportation Chapter, should be utilized to help ensure connectivity between developments.

## **Design Issues**

The town should focus on the design of its main corridors, which are the county highways. Land use along these corridors helps to establish the overall character of New Denmark so the town should make it as attractive as possible.

Establishing design criteria for new businesses is an effective way of ensuring high quality development. Standards may vary depending on the location of such businesses. Parking lot landscaping standards can be adopted, including using landscaped “islands” within large parking lots and placing parking behind buildings instead of in front of the buildings.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood. Existing trees should be incorporated into the design of conservation by design subdivisions and new trees planted within new subdivisions in the town.

## **Natural Areas and Recreation**

The Town of New Denmark currently does not provide any public park sites. The town does contribute funds to the Veterans Memorial Park Association for use towards Veterans Memorial Park, located in the Village of Denmark. Residents use some of the other public and private recreation facilities located in and around the town. Neshota Park, owned and operated by Brown County is in the northern portion of the town off Park Road. The park includes a playground, a sledding hill, a shelter, a picnic area, restrooms, parking, six miles of hiking/ski trails, and two miles of horseback riding trails. It is also a popular hunting area. There are also privately-owned facilities located in the town that can be used by the general public. Twin Oaks Golf Course, an 18-hole golf course with an adjoining driving range is located in the western portion of the town adjacent to CTH R. Circle Tap, a tavern located adjacent to CTH N in the western portion of the town has a lighted softball diamond that is used extensively for softball leagues and tournaments. Basil's II Tavern, located on CTH P, has volleyball courts for volleyball leagues and has horseshoe pits. 20th Century Bar operates a bowling alley which is used by residents. There are also several other recreation facilities associated with the Denmark School facilities in the Village of Denmark that are utilized by town residents. See Map 6-1 for the facilities located in the town.

The Devils River Trail is in the southern portion of the town on abandoned railroad tracks. The trail starts in the Village of Denmark and extends south into Manitowoc County. Approximately one mile of the trail is in the town. The portion of the railroad line located north of the Village of Denmark is still in operation. The Canadian National Railroad line tracks that bisects the town has limited use. Should the tracks ever be abandoned, the Wisconsin Department of Natural Resources could possibly acquire the tracks for use as a recreational trail and extend the existing trail north out of the village. Town officials would need to work with the DNR and Brown County in planning for the development of this portion of the trail if this does come to fruition. It would also be advised that the town work with the Brown County Planning Commission to identify a possible trailhead location to provide parking that

would encourage people to use the trail while discouraging parking on the shoulders of intersecting roads. Development of a feeder trail system by the town connecting to the railway trail would provide additional opportunities for residents. A feeder trail system could include the addition of paved shoulders along roadways, as well as trails, sidewalks, or walkways.

Park and recreation standards typically indicate that 12 acres of recreational land should be provided per 1,000 people. Based on a 2020 population projection of 1,665 people, the Town would need about 20 acres of land to meet the recreation standard. The acreage standard is met by the amount of acreage within Neshota Park. If town residents express the need for public recreational sites for their own use, with facilities planned for and developed based on needs of the town residents, the town could consider developing a community park. The best option, if possible, might be for the town to work with Brown County at Neshota Park to add additional facilities rather than for the town to buy parkland for its own use.

If the Town of New Denmark determines that it needs a park facility or local publicly-owned conservancy areas in the future, it should consider preparing an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should review inventory in the Brown County Open Space and Outdoor Recreation Plan, in addition to analyzing appropriate locations and activities for outdoor recreation in New Denmark. Once completed, the plan should be submitted to the Wisconsin Department of Natural Resources to ensure eligibility for Stewardship program grants. The town may also want to consider the appropriateness of establishing a park impact fee to ensure that new residential development pays its fair share of the cost of new parks, outdoor recreation facilities, and open space sites.

The natural areas in the town, in conjunction with the agricultural lands, provide it with the rural character that residents enjoy and want to preserve. In order to further the goal of preserving the rural character of the town, environmentally sensitive areas such as wetlands, floodplains, stream corridors and steep slopes adjacent to streams should be protected from development. Various layers of government protect some of these areas by enforcement of existing wetlands laws and shoreland floodplain zoning. The Wisconsin Department of Natural Resources, the U.S. Army Corps of Engineers, and the Brown County Zoning Department enforce and administer regulations giving protection to some of the natural areas within the town. The town also has a Conservancy zoning classification within its zoning ordinance.

The town should implement the recommendations contained within Chapter 7 under the Conservancy Zoning heading regarding updating the Conservancy zoned lands that are identified on the existing Town Zoning Map. It is unclear as to what type of criteria was used to locate the Conservancy-zoned areas on the original Town Zoning Map that was adopted by the Town in 1974. The recommended changes will give better protection to the natural resources of the Town which was the highest rated issue to come out of the Town visioning session. The changes include replicating state and county shoreland zoning protection and adding existing wetlands that have been delineated on the Wisconsin Department of Resources Wetlands Inventory map as Conservancy zoned areas. In addition, implementing the suggested conservancy recommendations will correct some of the Conservancy zoned inaccuracies that presently exist in the existing Town Zoning Map.

Besides regulatory activity by the Wisconsin Department of Natural Resources, the U.S. Army Corps of Engineers, the Brown County Zoning Department, and the town, other options to help preserve natural areas include land donations by property owners and acquisition of key areas and integrating natural areas into the subdivisions if subdivisions are developed near these areas. Any effort the town can make to address and preserve the water quality of the creek will be a positive benefit to this natural resource and to town and area residents.

### **Conservation By Design Subdivisions**

Conservation by design subdivision development, or conservation by design, is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for the house lots and necessary roads. The open space is permanently preserved through conservation easements. A conservation by design subdivision provides the landowner with the same number of lots as could be accomplished through a conventional subdivision.

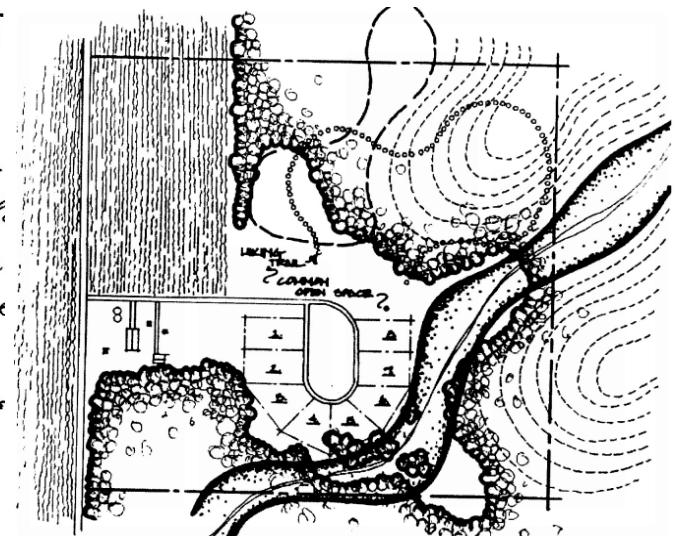
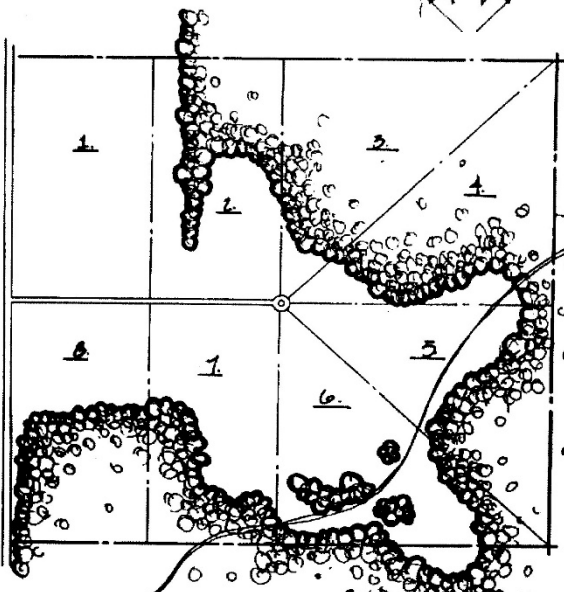
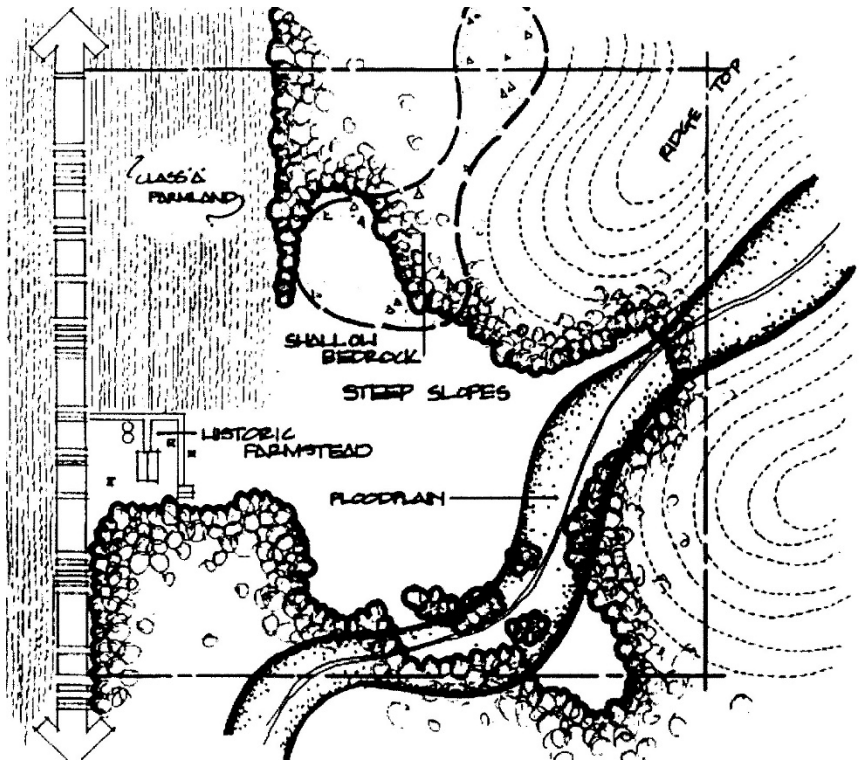
The conservation by design development concept for subdivisions can usually do a better job of helping to maintain a community's rural character than can conventional subdivision design. This method of development is not new to Brown County, as it has been successfully implemented in some Brown County communities. This technique can help preserve natural and agricultural features that attracted new residents to the area by improving the design of future residential developments and maintaining a rural quality to the development.

The following conservation by design example uses the same number of house lots as the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve natural and open areas. The following sketches are from "A Model Ordinance for a Conservation Subdivision" prepared by the University of Wisconsin Extension. These sketches (steps 1-3) are hypothetical situations and the lot sizes utilized in the sketches do not reflect the existing Town zoning requirements.

Step 1 (right): Inventory and mapping of existing resources for a hypothetical 40-acre site.

Step 2 (bottom left): Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.

Step 3 (bottom right): Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



The following are some observations from comparing the conventional subdivision to the conservation by design subdivision:

- Conventional layout – All parts of the tract are either house lots or roads.
- Conservation layout – Close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- Conventional layout – View from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- Conservation layout – View from across the road to trees and creek is almost entirely preserved.
- Conventional layout – Only four property owners have access to parts of the creek.
- Conservation layout – All property owners have access to the length of the creek.
- Conventional layout – No common space; each lot owner only has use of his own five-acre parcel.
- Conservation layout – Creates several common open space areas with a large area remaining for active agricultural use.
- Conventional layout – No pedestrian-ways unless sidewalks are included in the construction of the roads.
- Conservation layout – Trail network can be completed and can link with neighboring subdivisions.
- Conventional layout – No area for neighborhood facilities.
- Conservation layout – Central green area can include children's play area, shelter, or other amenities.

The conservation by design subdivision offers a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land. This subdivision technique provides another option for the landowner, the developer, and the municipality. These subdivisions, as well as conventional subdivisions, should only be in the town's Residential Development Areas as shown on Map 2-2 (the Future Land Use map) and only in situations where the zoning allows such use.

Recommendations relating to conservation by design developments include:

- Require a minimum of 30 percent of the acreage of the conservation by design subdivision to be dedicated to open space, natural areas, or agricultural uses. The 30 percent requirement can include undevelopable land in the calculation, such as wetlands, creeks, and other water features.
- To ensure that conservation by design subdivisions meet the density requirements set by the town, yield plans should be required to determine the maximum number of home sites allowed. Each yield plan would show how many lots could be created if the tract were subdivided conventionally using a standard minimum lot area and width. The total number of lots under the yield plan then becomes the maximum number of home sites allowed within the conservation by design subdivision.
- Changes to the Town of New Denmark Zoning Ordinance should be made to allow flexibility for the required lot sizes, while still ensuring that the overall maximum density of a conventional subdivision yield plan for the same property could not be exceeded.
- Natural resource features that add to the rural character of the town, such as woodlands, stream corridors, wetlands, steep slopes, and floodplains, should be included within the preserved open space to the greatest extent possible. Prime agricultural land can also be included.
- The open space within the conservation by design subdivisions should be owned by any of the following four entities: homeowners' association, individual landowner, land trust, or the town and

should be spelled out and agreed upon in writing before the subdivision is approved. The town should only take ownership of the conservation area if it wants to use the areas for public use. Generally, a homeowners' association would be the preferred entity.

- If a homeowners' association is to be formed as part of plat approval, it is vitally important that the formation of the homeowners' association and the by-laws of the homeowners' association be reviewed by the town prior to subdivision approval to ensure that all concerns of the town are met and identified as part of the by-laws. The formation of the homeowners' association and its by-laws are the most important aspects of the conservation by design set-up and should be reviewed thoroughly by the town to ensure that the homeowners association will be a viable entity capable of handling any future problems that could come up regarding the subdivision.
- The uses allowed in the open space areas can run the gamut from agricultural uses, conservation practices, and recreation uses, such as trails, play areas, and ballfields.

# LAND USE POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

## Comprehensive Plan Goal #1 – 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.

The proposed land uses for the Town of New Denmark are shown in Map 2-2 and includes categories for the different land uses. While the map indicates specific, as well as general potential locations for future land uses, in some cases future use of a property may be limited because of limitations posed on the property by environmental concerns or terrain. Expected development activity will include residential activity, as well as some mixing in of local commercial and industrial uses. Most of the town should continue to be zoned Agricultural to retain farmland and the rural atmosphere of the town. The detailed programs and policies dealing with the future development of the Town of New Denmark are located under the Future Land Use Recommendations heading. The following is a summary of some of the recommendations in this chapter of the plan:

### Objectives

1. *Continue to protect and enhance the town's rural atmosphere and open spaces.*
  - a) Consider developing design standards for commercial and industrial buildings and sites.
  - b) Add landscaping requirements and additional side yard setback requirements to the business and industrial classifications within the town zoning ordinance to apply when such zoned parcels are located adjacent to residentially-zoned parcels.
  - c) Work with owners of commercial and industrial businesses in the town if they require rezoning for expansion of their businesses if no negative impact occurs on adjacent properties.
  - d) Amend the town zoning ordinance to update both the I-1 Limited Industrial Zoning classification and the B-1 Community Business Zoning classification.
  - e) Create another business zoning classification that gives the town more flexibility than the existing Community Business zoning classification for the town to be able to be more selective in the type of business uses allowed in the zone and to be able to attach specific conditions on the site and the proposed business.
  - f) Consider utilizing zoning techniques that would allow some rezonings to occur in the areas of the Town that are located outside of the Residential Development areas but would ensure that residential development in these areas of the Town be kept at a low density.
  - g) Any future multifamily buildings should reflect, as much as possible, the characteristics and amenities associated with single-family residences.
  - h) The town should consider adopting development criteria for multifamily development or adding a multifamily zoning classification to the zoning ordinance to address building criteria requirements for this type of land use.
  - i) Amend the Town Zoning Map to replace the areas that are shown as Conservancy on the existing zoning map with the areas recommended for Conservancy Zoning as identified in Chapter 7 under the Conservancy Zoning heading.



- i) The town should create an official map and area development plans to ensure that space is reserved for future road intersections in the identified development areas within the town so that future roads can access lands lying beyond the existing road frontages.
  - k) Update the town zoning map to reflect existing conditions and change it over to a digital format to increase the accuracy of the map and make it into a product that can be updated quickly and more accurately than the present zoning map.
  - l) Keep abreast of any development in adjoining municipalities adjacent to the Town of New Denmark borders to determine if such development should precipitate any changes to the Town Future Land Use map.
2. *Preserve the 35-acre lot for rural land preservation.*
- a) Continue to maintain the minimum 35-acre lot size requirement for a new home in the Agricultural zoning district.



# TRANSPORTATION

## Chapter 3

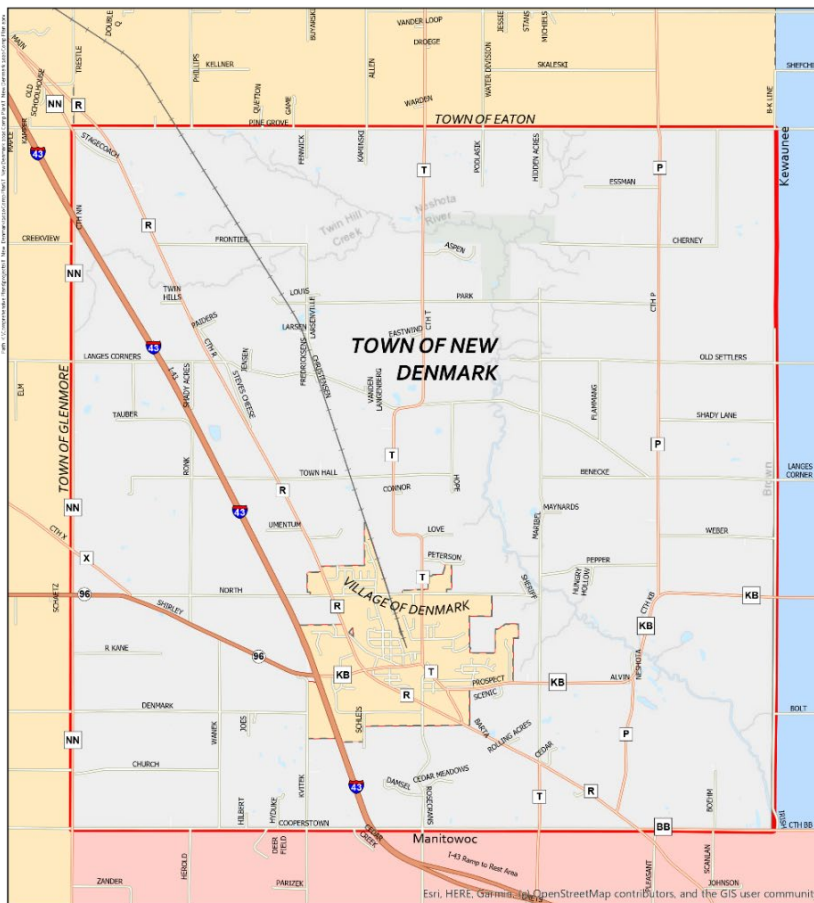
# INTRODUCTION

Transportation is a very important community component, and the network provides connectivity for people to move around, transport goods and services, conduct business, recreate, attend school, and visit friends and family. The network also connects to the regional and national transportation networks, allowing people to travel beyond the town. This section analyzes the existing transportation system in the town, and identifies the goals, objectives, policies, programs, and recommendations to enhance the multi-modalism of that system.

## Streets and Highways

New Denmark's existing street network contains 66.5 miles of local roads, providing all the local community connections. Town roads also connect to town roads in Kewaunee and Manitowoc counties. Interstate 43 runs through the west side of the town, and the other main external connections come from STH 96 and 26.9 miles of county roads.

Map 3-1: Town of New Denmark Existing Transportation Network



**Comprehensive Plan Goal #2 - 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.*

**Transportation-Related Community Goals**  
(numbers correspond with top ten community goals)

4. Improve road conditions.
8. Long-term plan for improving roads is needed. Implement annual allocation in town budget, not piecemeal.
9. Increase maintenance of town roads.

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# EXISTING TRANSPORTATION SYSTEM – STREETS AND HIGHWAYS

## Functional Classification System

A component of a street and highway system is the functional classification network. Functional classification groups streets and highways according to the character of service they are intended to provide, typically based on traffic volumes, land uses, road spacing, and system continuity. The four general functional classifications are freeways, arterials, collectors, and local streets.

**Freeways:** Freeways are fully controlled-access highways that have no at-grade intersections or driveway connections. Interstate 43 is the only freeway in the town.

**Arterials:** Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access. STH 96 is an example of an arterial street in New Denmark.

**Collectors:** Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. CTH KB, T, BB, R, and a portion of NN are rural major collectors. CTH P is a rural minor collector.

**Locals:** Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

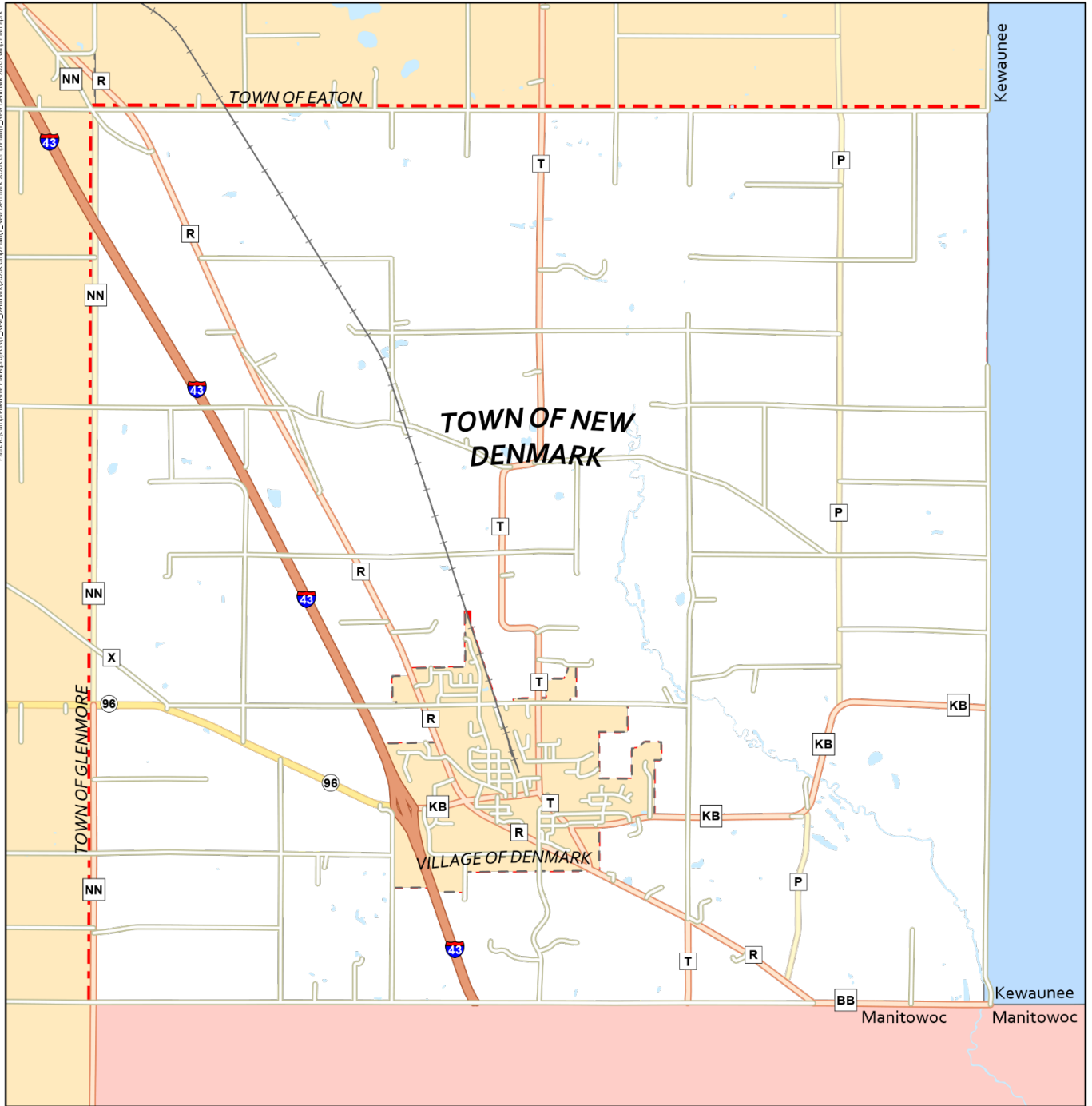
One of the main street features in the town is that Interstate 43 travels southeast through the town, and town roads only cross it at three places. The Canadian National rail bed also travels southeast through the town into the Village of Denmark and is also a barrier in the town. Map 3-2 on the following page shows the town's existing functional classification system.

## Wisconsin's Pavement Surface Evaluation and Rating (PASER) System

Inventorizing and analyzing the town road pavement conditions help accurately assess the town's pavement maintenance and improvement needs. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Town of New Denmark is responsible for rating town roads. Map 3-3 (after following page) details the town road pavement ratings. The Wisconsin Information System for Local Roads (WISLR) provides the pavement ratings and is a system that is maintained by WisDOT to collect and provide local road data, and the roads are evaluated and rated every two years.

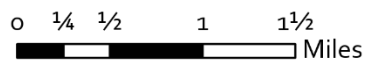
New Denmark has about 14.3 miles of pavement that is rated "Failed", "Very Poor", or "Poor" by the PASER Sufficiency Rating, and those street segments are labeled in dark red on Map 3-3. Those include both town and county roads.

# Map 3-2: New Denmark Functional Street Classifications

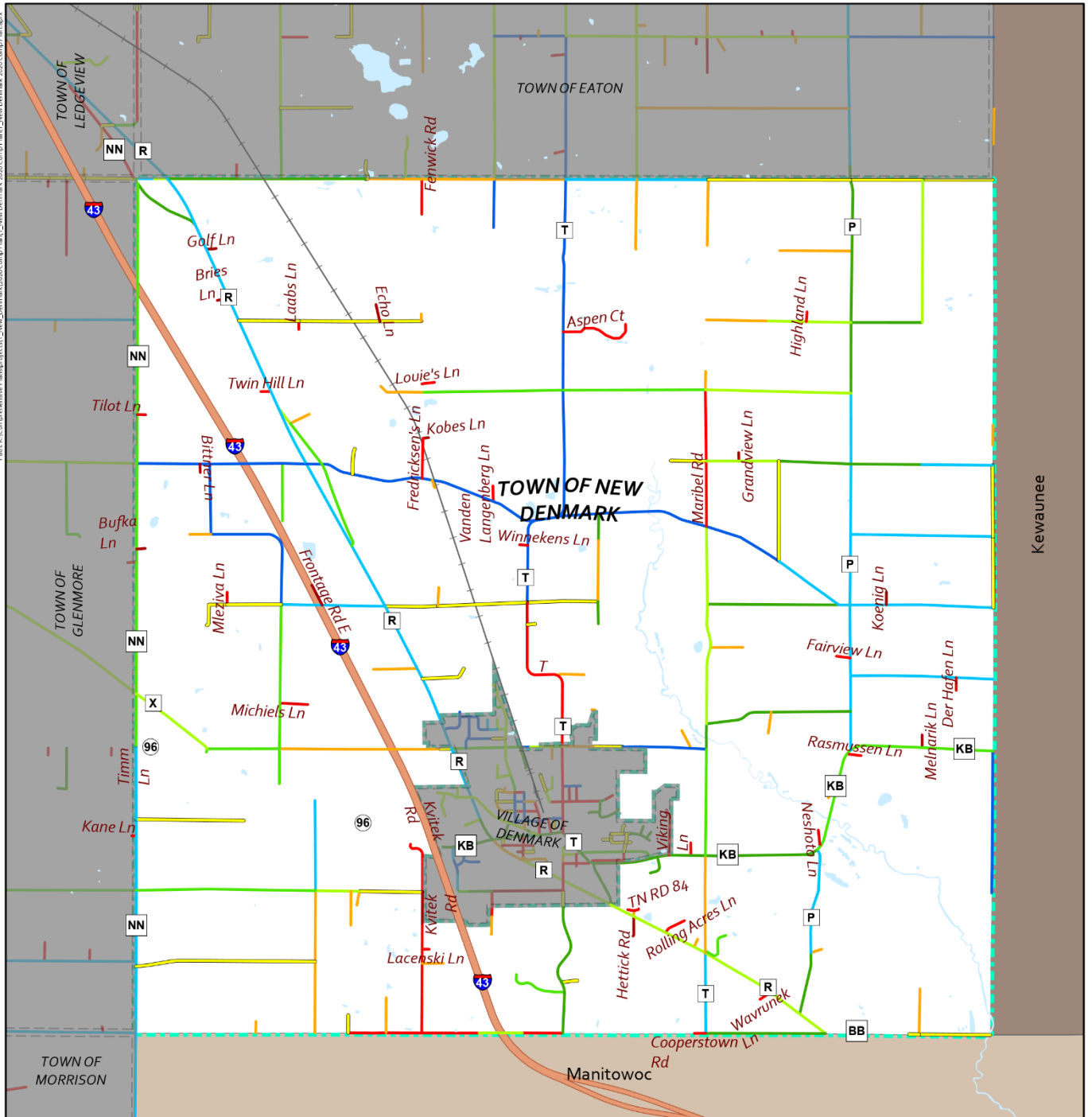


- |                                |                       |                      |               |
|--------------------------------|-----------------------|----------------------|---------------|
| Street Centerline              | Rural Minor Collector | Other Municipalities | Surface Water |
| Principal Arterial             | Local                 | Adjacent Counties    | Railroad      |
| Minor Arterial WISLR Certified | Municipalities        | Manitowoc            |               |
| Rural Minor Arterial           | Town of New Denmark   | Kewaunee             |               |
| Rural Major Collector          |                       |                      |               |

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# Map 3-3: New Denmark Pavement Ratings



## WISLR Sufficiency Rating

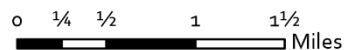
- Excellent (10)
- Excellent (9)
- Very Good (8)
- Good (7)
- Good (6)
- Fair (5)
- Fair (4)
- Poor (3)
- Very Poor (2)
- Failed (1)
- Interstate Highway

- Other Municipalities
- Surface Water
- Railroad



Source: WisDOT Wisconsin Information for Local Roads (WISLR)

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# EXISTING TRANSPORTATION SYSTEM – PEDESTRIAN, BICYCLE, TRANSIT, AND FREIGHT NETWORK

## **Pedestrian and Bicycle Facilities**

New Denmark's existing transportation system is largely comprised of town roads and county highways, along with both a state and federal highway. The town's existing pedestrian and bicycle system is shown in Map 3-4. The proposed facilities shown on the map are based on where future improvements would enhance the existing network.

### ***Sidewalks***

The town does not currently have any sidewalk facilities. The only existing sidewalk facilities near the town are in the Village of Denmark. While not specifically pedestrian travel facilities, Neshota Park does have six miles of trails for walking, hiking, and cross county skiing.

### ***Bicycle Facilities***

The town currently does not have any dedicated on-street bicycle facilities. The town would have a potential for more on-street bicycle facilities when Brown County completes roadway improvements on its facilities.

### ***Devil's River State Recreational Trail***

The trail exists on a former rail bed and runs in a north-south direction from the Village of Denmark to the Village of Rockwood in Manitowoc County. Approximately 1.5 miles of the 14.5-mile trail are located in Brown County, with most of that in the town. The remainder runs through Manitowoc County, ending southeast of the Village of Francis Creek, just east of the intersection of County Road R and Rockwood Road.

### **Snowmobile Trails**

The town has more than 20 miles of snowmobile trails running through it, connecting to trails outside of the town in all four directions. The Devil's River State Recreational Trail also serves as a snowmobile trail in the winter.

### **Transit**

#### ***Specialized Transportation Services for the Elderly and People with Disabilities***

##### **Green Bay Metro**

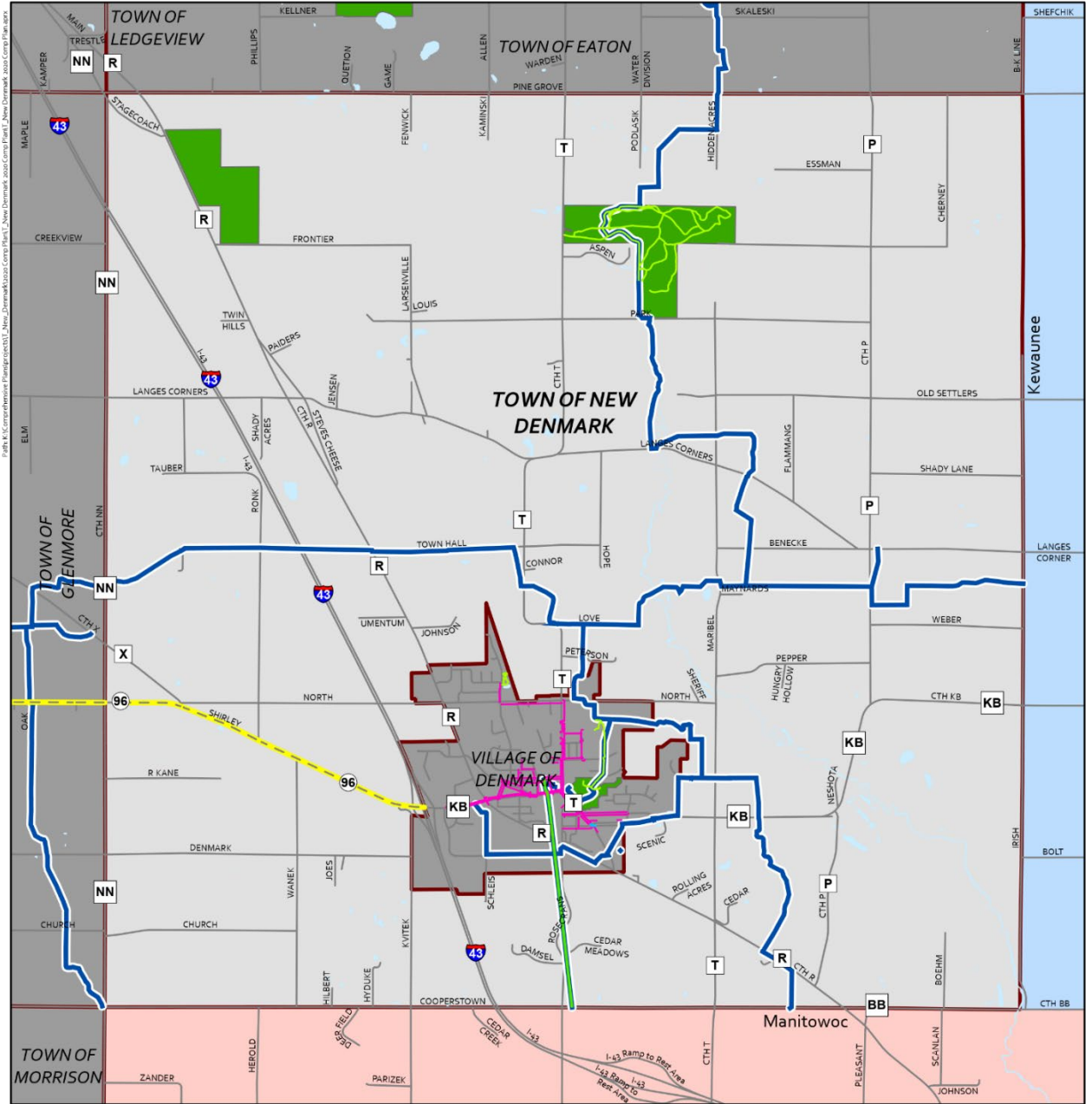
Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve New Denmark because the town is not included in Metro's fixed route transit service area (shown in Map 3-5).

Green Bay Metro does have a Mobility Management Program, which contributes to the long-range planning goals of Brown County and has a network of partners to help transport individuals at an affordable price. The program also has a Mobility Coordinator that serves as a resource for local communities and residents to help them understand the available transportation options and how to access them. Please note, the program itself does not provide the transportation services, and the Mobility Coordinator does not schedule rides for people.

##### **County Elderly and Disabled Transportation Assistance**

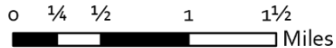
The County Elderly and Disabled Transportation Assistance program is a state-funded program supplying counties with financial assistance to provide transportation services to individuals over 60 years of age, and for individuals with disabilities.

# Map 3-4: New Denmark Bicycle and Pedestrian Map



- |                             |                             |                          |                       |
|-----------------------------|-----------------------------|--------------------------|-----------------------|
| <b>Bicycle Facilities</b>   | Wide Curb Lane, Existing    | Wide Curb Lane, Proposed | Surface Water         |
| 5' Paved Shoulder, Existing | 5' Paved Shoulder, Proposed | Snowmobile Trail         | Parks                 |
| Bicycle Lane, Existing      | Bicycle Lane, Proposed      | Sidewalk                 | <b>Municipalities</b> |
| Bicycle Route, Existing     | Bicycle Route, Proposed     | Street Centerline        | Town of New Denmark   |
| Multi-Use Trail, Existing   | Multi-Use Trail, Proposed   |                          | Other Municipalities  |
| Trail, Existing             | Trail, Proposed             |                          |                       |

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: 3/5/2020 10:46 AM





The Brown County Planning Commission administers the program for Brown County, with several contracted agencies providing the actual transportation, including the following: Curative Connections, Salvation Army, and Brown County Human Services.

### Rural Driver Escort Program

The Brown County ADRC sponsors a limited number of volunteer drivers to transport seniors over 60 years of age and persons with disabilities from the rural parts of Brown County when clients have no other transportation options. The volunteer drivers are currently typically reimbursed based on mileage. The client must be able to travel in a regular vehicle and not require assistance getting in and out of the vehicle. The client is asked to provide a small donation based on mileage to offset some of the cost of the program.

### Wisconsin Medicaid and BadgerCare Plus Non-Emergency Medical Transportation (NEMT)

This program is a public transportation and shared ride service. Most rides for town residents will likely be in specialized medical vehicles or other types of vehicles depending on medical and transportation needs.

As the non-emergency medical transportation manager, MTM Inc. schedules and pays for rides to covered Medicaid and BadgerCare Plus appointments if you have no other way to get a ride to your medical appointment.

### Commuter Options

#### Park and Ride

Brown County residents do have some commuting options beyond just driving solo for longer commutes. While the town does not currently have any Park and Ride lots, there are a couple on Green Bay's east side. In Bellevue, WisDOT has a Park and Ride located just south of STH 172 and CTH GV, across from the Brown County Sheriff's Office. WisDOT also offers a Park and Ride lot off of STH 54/57, just south of Algoma Road on Maloney Road. Both lots offer free lighted parking and handicap-accessible parking stalls. If the Town of New Denmark and the Village of Denmark would have enough demand for a new park and ride facility, both municipalities should consider lobbying WisDOT for a new park and ride in the area near STH 96/CTY KB, and Interstate 43.

### Wisconsin's Rideshare Program

The State of Wisconsin offers a free service through its Rideshare program to search for and connect with other commuters to carpool. This could be an option for people driving either north to Green Bay, or south to the Fox Cities if they are looking for different ways to get around, and potentially save some money in the process.

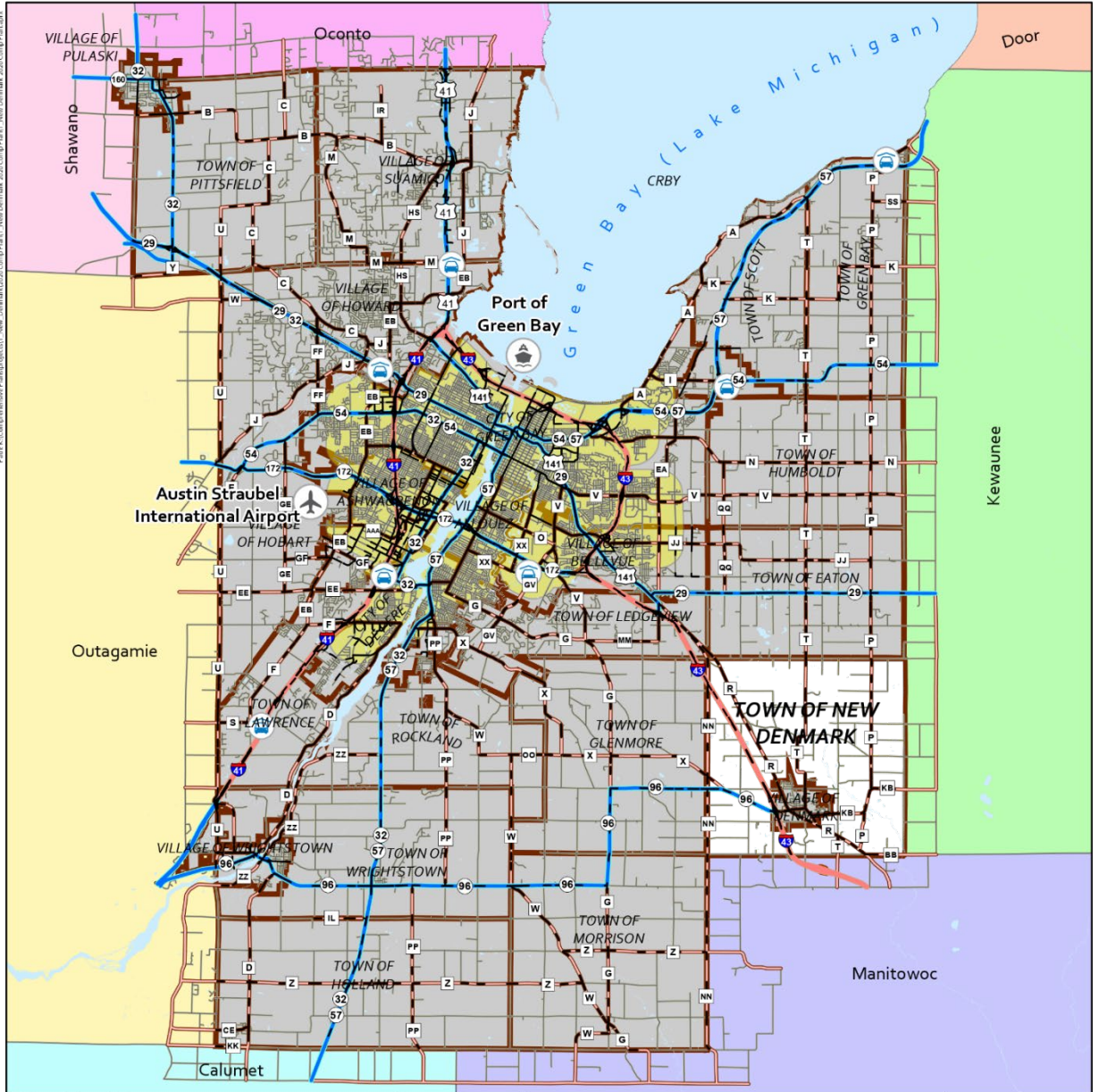
### Rail Transportation

New Denmark currently has one active rail line that runs through the town. The line is owned and operated by Canadian National Railway (see Map 3-1 for the location of the rail line) and currently serves two businesses in the Village of Denmark. The Office of the Commissioner of Railroads (OCR), a state agency, enforces regulations related to railway safety and investigates the safety of highway/rail crossings. Wisconsin State Statute §86.12 (Highway railroad grade crossings; construction and repair) requires the railroad to maintain all at-grade crossings in good condition for travel. The OCR outlines the process for rough crossing repairs on the OCR website under the [FAQ's section](#).

### Air Transportation

The Green Bay Austin Straubel International Airport is about 17 miles northwest of New Denmark (Map 3-5). American Airlines, United Airlines, Frontier Airlines, and Delta Airlines currently provide commercial service. A number of different charter services offer flights in and out of Austin Straubel, and the airport also handles commercial cargo. Austin Straubel is a Transportation Security Administration regional operations base, serving the Northern half of Wisconsin and Michigan's Upper Peninsula. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States.

# Map 3-5: Regional Transportation Map



### Municipalities

- Town of New Denmark
- Other Municipalities
- - Brown County Designated Truck Routes

### Street Centerline

- Interstate Highway
- State, U.S. / State, or U.S. Highway
- County Highway
- Local Road or Street

### Ramp

- Surface Water
- Park and Ride Lots
- Paratransit Buffer



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: 3/5/2020 10:46 AM



## **Truck Transportation**

Various businesses and industries within the town rely on truck trips to import and export goods. The town is well-suited for truck traffic because of the county and state highways in and out of New Denmark. The only entrance/exit ramps for I-43 in the town are where STH 96 crosses the highway by the Village of Denmark, otherwise the next I-43 entrance/exit to the north is at USH 141/CTH MM, or to the south at CTH Z/STH 147 in Manitowoc County. Refer to Map 3-5.

## **Water Transportation**

The Port of Green Bay is about 15 miles northwest of New Denmark. The Port of Green Bay provides facilities and infrastructure to move commodities effectively and efficiently to other parts of the nation. Some of the key products coming into the port include limestone, coal, salt, and petroleum and wood products. Port tenants will use those items for their production, and will also send outbound port cargo, including petroleum products and limestone. Refer to Map 3-5.

## **Consistency with Related Transportation Plans and Projects**

The following section reviews county, state, and regional transportation plans, studies, and proposed projects relevant to New Denmark. While the list is not exhaustive, it will identify transportation priorities and opportunity areas that the town should consider.

### ***2016 Brown County Bicycle and Pedestrian Plan Update***

The plan identifies the STH 96 corridor from Greenleaf to CTH R as a recommended route on the county and state trunk highway system. The town would have an opportunity to enhance this potential connection by working with Brown County on adding paved shoulders on the county highways in the town.

### ***Wisconsin Bicycle Transportation Plan 2020 (1998)***

The plan's goals are to increase bicycling levels in Wisconsin, and to reduce the number of crashes. The recommendations in New Denmark's plan are consistent with the state plan's goals.

### ***Green Bay Metropolitan Planning Organization (MPO) 2045 Long-Range Transportation Plan***

The Green Bay MPO Long-Range Transportation Plan's purpose is to facilitate the safe and efficient movement of people and freight in the Green Bay area through 2045. The plan does not specifically address the town because New Denmark is not in the Green Bay urbanized area. However, the plan does monitor infrastructure in the urbanized area that town residents may frequently use, and safety and efficiency improvements will also benefit town residents that work and shop in the urbanized area.

### ***Connections 2030 – Wisconsin Statewide Long-Range Transportation Plan (2009)***

The plan's key implementation short-term priorities are to support the state's economy, and address transportation safety. Over the long-term, the plan prioritizes addressing unfunded needs and seeking sufficient funding and appropriate statutory program changes to fully implement the plan. To help realize this vision at the local level, the town should:

- Work to coordinate corridor- and project-level decisions to minimize and mitigate potential conflicts, such as highway access;
- Maintain and enhance partnerships and agreements with other agencies and governments; and
- Respond to transportation incidents by planning and coordinating communication needs with agencies and local law enforcement agencies.

### ***2018 Wisconsin State Freight Plan***

WisDOT created the plan with goals to enhance safety, ensure system preservation and enhancement, and to improve system mobility, operations, reliability, efficiency, and connectivity. While the plan does not have a direct impact on the town, it does identify freight recommendations and priorities for future investment, which would have a regional impact. The town's comprehensive plan is consistent with the freight plan, and the town should support any efforts to improve regional freight transportation.

***Wisconsin Rail Plan 2030 (2014)***

The rail plan identifies priorities and strategies to establish a basis for future rail investments, and emphasizes safety and security, system preservation, investment optimization, and responsiveness to trends. The plan recommends implementing the Wisconsin component of the Midwest Regional Rail System (MWRRS). The proposed route would travel from the Fox Cities up the Fox River Valley, so would not directly impact the town.

***Wisconsin State Airport System Plan 2030 (2015)***

The plan's purpose is to establish a vision and develop and evaluate system goals for the Wisconsin Airport System. The plan recognizes the Green Bay Austin Straubel International Airport as an important commercial airport in the state's airport system. The town's plan is consistent with this vision. The town should continue to support the airport and Brown County's efforts to enhance the airport and its services because of the airport's positive regional impact.

***Wisconsin Pedestrian Transportation Plan (2002)***

Guiding the plan is the vision, "To establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin." The plan's goals are to increase walking, reduce crashes and fatalities, and share pedestrian facility expertise. The recommendations in New Denmark's plan are consistent with the state plan's goals.

# TRANSPORTATION POLICIES, PROGRAMS, AND RECOMMENDATIONS

New Denmark's land use pattern and transportation system are currently heavily oriented toward motorized vehicles. This section of the transportation plan identifies the major aspects of the town transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system. This section also discusses the land use patterns that will need to be developed during this period to create this system.

## Transportation Recommendations, Programs, and Policies

### Streets and Highways

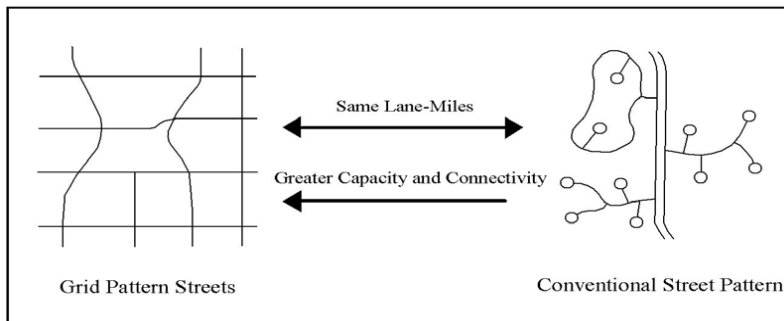
To continue to enable people to safely and efficiently navigate the town's streets and highways with and without personal vehicles, the town needs to:

- Maximize accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Continue to foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Public Works Department, and surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development of the town's transportation system.

This section will address those methods.

### Develop Well-Connected Street Patterns

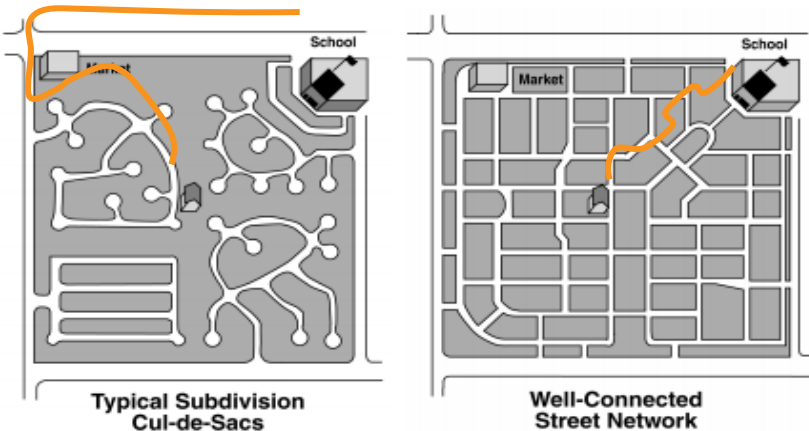
The town's existing street network is generally in a grid pattern, based on the quarter-section layout. At the time of writing this plan, the town does not have any residential subdivisions. If and when new residential subdivisions are developed, the town should seek street connectivity and intersection frequency by requiring developers to design subdivisions that include well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets (see the example in Figure 3-1). The exception to this is when the physical landscape constrains that design possibility.



A grid pattern does not have to be perfectly square for it to function properly. Figure 3-1 shows how street connections may be maintained while accommodating curvilinear streets, whether as a design element or because of a physical constraint. Adding curves to streets also provides traffic calming benefits.

**Figure 3-1:** Comparison of Well-Connected and Conventional Street Patterns

Well-connected patterns encourage and enable people to walk and bicycle to and from various destinations within the town. Well-connected street patterns also distribute vehicular traffic more evenly, are more easily plowed and maintained by public works departments, provide more options for law enforcement and public safety responses, and enable communities to create efficient sewer and water systems. However, there are situations where streets will not be able to be connected due to the presence of physical or environmental constraints. In these situations, the construction of cul-de-sacs should be allowed. To maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel easily throughout the area. This connectivity concept is discussed in more detail later in this chapter. Figure 3-2 shows a similar example, and that even an irregular square pattern with multiple street connections will allow for shorter travel distances and greater route options.



**Figure 3-2:** Travel Distance Comparison Source: Neighborhood Street Design Guidelines, Transportation and Growth Management, State of Oregon.

### **Avoid Expanding Streets to Four or More Lanes**

Although it is unlikely that the town’s streets will be considered for future widening, some two-lane highways might be seen as candidates for widening if traffic levels rise over the next 20 years. However, street widening has proven ineffective as a long-term traffic relieving method for traffic congestion. Maintaining streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the town.

### **Roundabouts in Brown County**

Roundabouts have made a significant impact on Wisconsin and Brown County roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The town should coordinate with the Wisconsin Department of Transportation and Brown County Public Works Department to provide educational materials to town residents if/when a roundabout is proposed in New Denmark.

### **Maintenance/Reconstruction/Construction**

#### **County Projects**

According to Brown County’s current 6-Year Capital Improvement Plan (July 10, 2019) there are no county highway projects scheduled in the town through 2025. However, the plan is updated every year, so town projects could be scheduled before the next comprehensive plan update.

County-level projects present opportunities to incorporate pedestrian and bicycle facilities into them. The town should always work with the county on these projects to fully take advantage of the opportunities.

## Official Mapping

If development in the town increases from present levels, it is important for the town to review future vehicular needs to ensure that the existing street network can adequately address these future vehicular access needs throughout the town. One of the tools available to communities to help them create efficient road systems is the state's official mapping statute (62.23(6)). This statute grants communities the power to identify the locations of their future roads.

It is the responsibility of the Town of New Denmark Plan Commission to identify the need for future roads and to require the identification of roads prior to approving development proposals. This road planning may be done by the town or required of developers as part of their developmental responsibility. To add roads to an official map, the process identified in the state statutes must be followed and the modifications to the official map must be approved by the town board.

The town should identify existing "T" intersections where road extensions could occur in the future and show the potential extensions on its official map. This will enable the town to preserve the land in case the extensions are necessary in the future.

## Agricultural Equipment and Roadways

When the town has safety or maintenance issues with agricultural equipment on town roads, it has several options to consider. According to state law, local governments have local control to issue permits and post roads and bridges under their control, as they have under prior law. Some of the options local governments have include:

- To allow farm vehicles (tractors and trucks) to exceed weight limits on locally-controlled roads.
- To post weight limits on roads or bridges in their jurisdiction.
- Pass an ordinance or resolution to:
  - Set a higher weight limit for all roads in their jurisdiction than the State's Implement of Husbandry (IoH,)/Ag Commercial Motor Vehicle (CMV) Weight Limitations Chart;
  - Designate some roads for overweight agricultural vehicles;
  - Require all agricultural vehicles to follow the State's IoH/CMV Weight Limitation Chart; and
  - To establish GVW limits and axle weight and get a permit.

Also, the town may have issues with road debris from time to time. Chapter 82 of state statutes regulates town highways and does not contain any language limiting towns creating rules regarding roadway debris. Chapter 92 covers Soil and Water Conservation and Animal Waste Management. Section 92.11 allows towns to enact ordinances for the regulation of land use, land management and pollutant management practices. Based on the regulations in these two chapters, the town could consider exploring this topic further if it ever is an issue.

## Capital Improvement Plan

A capital improvement plan (CIP) is a short-range plan, usually spanning four to ten years, and is an important tool for implementing comprehensive plans. The CIP process is typically done through a recurring cycle that identifies capital project needs, provides a planning schedule, and identifies options for funding. New Denmark should consider planning road maintenance through this process.

The CIP can work in conjunction with the comprehensive plan as an implementation and monitoring tool and ensure that proposed capital projects meet this plan's recommendations. The CIP also helps provide town residents with an open and realistic picture of capital needs, costs, and timelines.

## Pedestrian and Bicycle Facilities

The town's current land use pattern and lack of pedestrian and bicycle facilities make walking and bicycling difficult. This is not uncommon in rural areas because of the sparse amounts of development.

### Develop a Pedestrian Walkway System

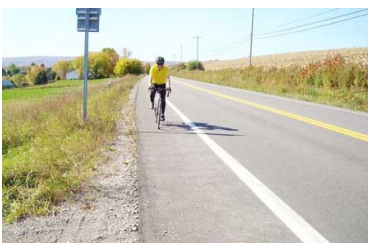
In the Streets and Highways section, the plan recommends methods of making the town's streets and intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following process:

*Require sidewalks within new subdivisions.* If the town approves a subdivision with curb and gutter streets, it should consider requiring developers to install sidewalks on both sides of the streets. The only situation where sidewalks should not be required on both sides of a street within these areas is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street. When cul-de-sacs must be built and development and physical barriers are not present, the town should consider requiring the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

*Develop a pedestrian and bicycle trail system in the town.* The Devils River Trail in the southern portion of the town provides opportunities for walkers and hikers. Additionally, snowmobiles are allowed on the portion of the trail located south of the Village of Denmark. If the Canadian National Railroad should ever abandon its tracks in the town, additional lengths could possibly be added to the Devils River Trail. If a recreational trail is developed along the rail line, the trails within and near developments should connect to the multi-use trail. In addition to serving destinations within New Denmark, these efforts would enhance the town's connections to the surrounding communities and improve intercommunity mobility.

### Work with the Brown County and WisDOT to Pave County and State Highway Shoulders

The village should work with the Brown County Public Works Department over the next 20 years to pave county highway shoulders consistent with the recommendations in the current Brown County Bicycle and Pedestrian Plan. When reconstructing county highways, the Brown County Planning Commission recommends adding a paved shoulder to each side of the road. The Brown County Public Works Department has a policy on paving shoulders on county highways, which states that the county is responsible for the first three feet of pavement and anything in addition to that will be at the community's expense. This policy has one exception: the five-foot paved shoulder facilities identified in the Brown County Bicycle and Pedestrian Plan will be covered by Brown County. These facilities are important for the development of a bicycle network, but they also provide a place for motorists to park and swerve during emergencies and provide additional room for agricultural implements if/when traveling through the village. As shown in Map 3-5, the only proposed route at the time of this document was five-foot paved shoulders on STH 96.



**Figure 3-3:** Paved shoulder. Source: Cornell Local Roads Program.



**Figure 3-4:** Paved shoulder with rumble strip. Source: *Small Town and Rural Multimodal Networks*, U.S. DOT FHWA.

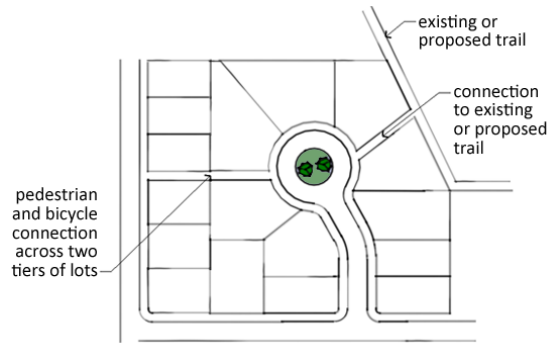


## Encourage Residents to Utilize the Devils River Trail

To avoid pedestrian and traffic conflicts at intersections where the Devils River Trail will cross the town's roads, the roads should have early warning signs and noticeable pedestrian/bicycle crossings to warn passing motorists.

Depending on the amount of residential development in the southern end of the town, New Denmark should consider working with the WDNR to install a trailhead for better trail access for town residents. A feeder trail system could also be developed to encourage pedestrians and bicyclists to use the Devils River Trail, such as adding paved shoulders, and establishing various public trail rights-of-way within and between developments that would connect to the trail.

Areas where subdivision cul-de-sacs about the multi-use trail should have public rights-of-way connecting from the bulb ends to the trail right-of-way (see Figure 3-5).



**Figure 3-5:** Example of a cul-de-sac with pedestrian and bicycle connections. Source: City of Durango Land Use and Development Code.

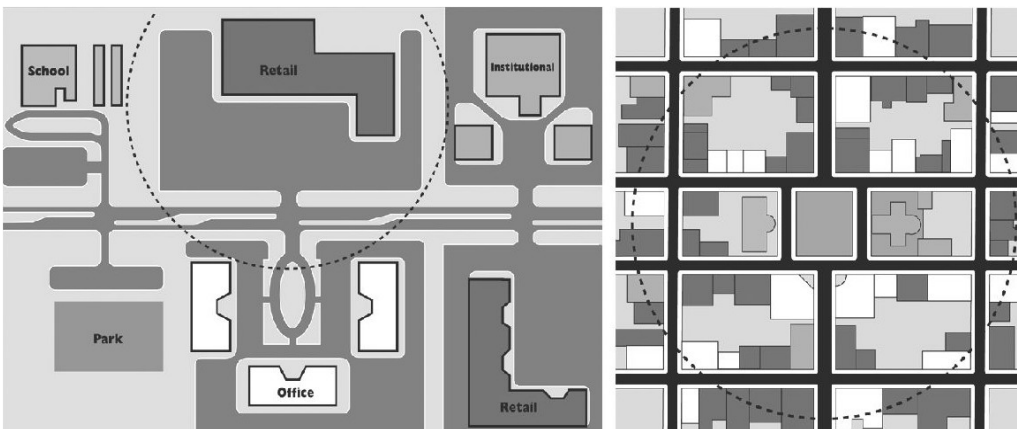
## Expand Multi-Use Trail System if Canadian National Abandons Rail Line

The CN rail line that runs through the Town of New Denmark to the Village of Denmark currently carries few trains, and none of these trains serve any New Denmark destinations. The town should monitor activity on the rail line and contact WDNR if the line is ever proposed for abandonment. If abandonment is proposed by the railroad, the town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

## Mixing Land Uses

If the town develops a “town center”, it should consider creating a compact area of mixed land uses to enable and encourage people to make walking and bicycling trips. Mixing residential, commercial, and institutional uses enables people of all ages and physical abilities to travel from place to place without a motorized vehicle, which would improve mobility for town residents that live in the area and help to minimize traffic.

Figure 3-6 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. This shows that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed, and streets are frequently interconnected.



**Figure 3-6:** Segregated land uses vs. mixed uses with high connectivity. The dotted circle represents a 500-foot radius, a distance most people are comfortable walking.

## **Transit**

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in the Town of New Denmark do not suit a transit system. To make mass transit an attractive and economically-feasible transportation option, the town would need to establish the population densities, pedestrian system, street network, and land use pattern that are necessary to efficiently support mass transit. A development pattern like what's shown in Figure 3-6 on the previous page would help achieve this. However, since this will not likely happen during the next 20 years, and the town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to New Denmark in the near future. Again, there are other options for people 60 and over and people with qualifying disabilities (Curative, etc.).

## **Rail Transportation**

### ***Freight Rail***

The rail line that runs through the town currently carries few trains, and none of these trains serve any New Denmark destinations. The town should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail.

### ***Passenger Rail***

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but the Midwest Regional Rail Initiative (MRRI) report includes discussion of a high-speed passenger rail line to be extended to Brown County from Milwaukee. Although this service is unlikely to be implemented soon, it could provide another option for New Denmark residents to travel throughout the Midwest without using their personal vehicles.

## **Air Transportation**

Austin Straubel International Airport will continue to provide air service to New Denmark residents over the life of the plan.

## **Truck Transportation**

The town does not currently have a formal system of local truck routes because nearly all of the existing heavy truck trips occur on the county and state highways. New Denmark should consider identifying any town roads where heavy trucks are allowed to travel. The town should consider designating these (if any) as truck routes. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the town.

## **Water Transportation**

The town should contact port representatives to discuss any intention to utilize the port over the next 20 years to ensure that the New Denmark's current and future interests are considered by port representatives.

# POSSIBLE TRANSPORTATION FUNDING RESOURCES

To help the town fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

## **Surface Transportation Block Grant Program – Rural (STBG-Rural)**

The STBG-Rural program allocates federal funds to complete a variety of improvements to rural highways (primarily county highways) that are located outside of urbanized areas. These projects must be used for streets classified as major collectors or higher, and these funds can cover up to 80% of a project's cost.

## **Transportation Alternatives Program (TAP)**

TAP provides funding for a variety of alternative transportation projects including construction, planning, and design of on-road and off-road facilities for pedestrians, bicyclists, and other non-motorized forms of transportation and safe routes to school programs and facilities. TAP grants for smaller communities located outside of the urbanized area (like New Denmark) are available through the state-wide TAP program (the Brown County Planning Commission, as the area's MPO provides the grants for the urbanized area). TAP grants can cover up to 80% of a project's cost.

## **Highway Safety Improvement Program (HSIP)**

The town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing documented transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the town to address safety issues.

## **CMAQ Program**

If Brown County is designated as an air quality non-attainment area in the future, the county and the county's communities should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

## **Knowles-Nelson - Stewardship Program**

The Wisconsin Legislature created the Knowles-Nelson Stewardship Program in 1989 to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. The conservation and recreation goals of the Stewardship Program are achieved through the acquisition of land and easements, development of recreational facilities (such as off-street trails), and restoration of wildlife habitat. Stewardship Program grants can cover up to 50% of a project's cost.

Brown County and the County's communities should continue to apply for funds from the Knowles – Nelson Stewardship Program to assist in funding the construction of off-street trail systems. Interested parties are encouraged to contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

# TRANSPORTATION GOALS AND OBJECTIVES SUMMARY

## Comprehensive Plan Goal #2 - 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.

### Objectives

1. *Continue to enable people to safely and efficiently navigate the town's streets and highways with and without personal vehicles.*
  - a) The town should promote well-connected street patterns when considering new residential subdivision proposals. The connectivity provided by these street patterns will aid in public safety response times, operational efficiency, and improve residents' abilities to move around.
  - b) The town should work to avoid expanding roads to four lanes when possible.
  - c) If the town needs to build a new intersection, it should consider a roundabout design.
  - d) The town should work to enhance access and connections to the Devils River Trail when opportunities arise and promote safe crossings when a town road intersects the trail.
  - e) The town should consider developing a feeder trail system to encourage Devils River Trail use.
  - f) The town should consider applying for transportation grants from various sources to help the town fund development of a multi-modal transportation system.
  - g) The town should support any regional efforts to improve freight transportation, including rail transportation.
  - h) The town should work together with the Village of Denmark and WisDOT to create a park-and-ride area by I-43 if there is demand for it.
  - i) If the rail line is ever proposed to be abandoned, the town should work with the DNR to preserve the corridor as a multi-use trail.
2. *Continue to maintain and improve the town street network.*
  - a) The town should continue to coordinate with Brown County on any roadway improvements to county highways in the town to pave the rest of the county highway shoulders in the town.
  - b) The town should work to create a capital improvement plan (CIP) to manage street and road maintenance needs.
  - c) The town should adopt an official map by following the process identified in Wisconsin Statute 62.23(6).
3. *Incorporate community design principals that enhance connections and all types of mobility.*
  - a) If the town considers approving any new residential subdivision that has curb and gutter streets, it should require developers to install sidewalks on both sides of the street, unless physical or environmental constraints prevent doing so.
  - b) If the town ever develops around a central town center, it should develop in a grid-like pattern with mixed uses to maximize connectivity.
  - c) If the town is reviewing any new residential subdivision proposal that includes cul-du-sacs and is adjacent to a trail, it should require a direct pedestrian through-connection to improve access.



# ECONOMIC DEVELOPMENT

## Chapter 4

# INTRODUCTION

Economic development is the process by which a community organizes and then applies its energies to the task of creating the business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures. One key to a municipal economic development strategy is having a quality product/community to market. The Town of New Denmark Comprehensive Plan is geared toward promoting future development in New Denmark that supports a high-quality community that is attractive to existing and new businesses and their employees.

Because of the rural nature of the town, much of the economic development in the town centers on agriculture. There are also several small businesses and industries scattered throughout the town that are used by residents of the town.

This section will analyze current town economic conditions, and compile goals, objectives, programs, and recommendations to promote the stabilization, retention, or expansion of New Denmark’s economic base and quality employment opportunities.

## Existing Economic Development Framework and Conditions

### Labor Force Analysis

Figure 4-1 identifies the estimated labor force status of town residents 16 years of age and older. The New Denmark estimated labor force participation rate is higher than the county and state, while the estimated unemployment rate is slightly lower than the county or state.

### Comprehensive Plan Goal #3 – 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.*

### Economic Development-Related Community Goals (numbers correspond with top ten community goals)

2. Maintain the town’s rural atmosphere.
8. Provide better high-speed internet or fiber optic connection.

**Table 4-1: Estimated Employment Status by Percentage of Population 16 Years and Older**

Status	Wisconsin	% of Total	Brown County	% of Total	Town of New Denmark	% of Total
<b>Population 16 and over</b>	4,618,274	--	202,425	--	1,248	--
<b>In Labor Force</b>	3,087,719	66.9%	140,290	69.3%	890	71.3%
<b>Civilian Labor Force</b>	3,085,151	66.8%	140,246	69.3%	890	71.3%
<b>Employed</b>	2,939,880	63.7%	134,015	66.2%	866	69.4%
<b>Unemployed</b>	145,271	3.1%	6,231	3.1%	24	1.9%
<b>Armed Forces</b>	2,568	0.1%	44	0.0%	--	0.0%
<b>Not in the Labor Force</b>	1,530,555	33.1%	62,135	30.7%	358	28.7%

Source: U.S. Census 2018 ACS 5-year estimates.

The Town of New Denmark’s occupation profile compared to the State of Wisconsin and Brown County, is generally similar except for a comparatively lower percentage of management, business, science, and arts occupations, and sales and office occupations. The town also has a higher percentage of production, transportation, and material moving occupations compared to the state and county.

**Table 4-2: Employed Civilian Population Occupation as a Percentage of People 16 Years and Above**

Occupation	Wisconsin	% of Total Civilian Employed Population	Brown County	% of Total Civilian Employed Population	Town of New Denmark	% of Total Civilian Employed Population
Civilian employed population 16 years and over	2,964,540	--	136,550	--	866	--
Management, business, science, and arts occupations	1,068,930	36.1%	48,171	35.3%	266	30.7%
Sales and office occupations	622,193	21.0%	30,944	22.7%	155	17.9%
Production, transportation, and material moving occupations	525,336	17.7%	24,493	17.9%	183	21.1%
Natural resources, construction, and maintenance occupations	253,223	8.5%	11,188	8.2%	130	15.0%
Service occupations	494,858	16.7%	21,754	15.9%	132	15.2%

Source: U.S. Census 2018 ACS 5-year estimates.

### Economic Base Analysis

The economic base of the Town of New Denmark, although largely independent in terms of agricultural production, is intricately tied to the Village of Denmark as well as the Green Bay Metropolitan Area because of its location. Key industry groups in the Green Bay Metropolitan Area are well-diversified and include healthcare; paper and related product manufacturing; insurance, financial services, government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the town’s dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy in Brown County to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, employment is considered non-basic, meaning that local industry is potentially not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the potential local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and are considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Table 4-3 on the following page.

According to the LQ analysis, there are seven basic employment sectors in Brown County:

- Management of companies and enterprises (2.33)
- Manufacturing (1.97)
- Finance and insurance (1.56)
- Transportation and warehousing (1.27)
- Wholesale trade (1.21)
- Arts, entertainment, and recreation (1.18)
- Health care and social assistance (1.05)

Most generally, a cluster is a regional concentration of related industries in a location<sup>4-1</sup>. Clusters greatly enhance an industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions.

Lastly, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Industry	State of Wisconsin	U.S.	Brown County	Brown County Location Quotient
Agriculture, forestry, fishing and hunting	1.1%	1.0%	0.7%	0.68
Mining, quarrying, and oil and gas extraction	0.2%	0.5%	0.1%	0.1
Utilities	0.4%	0.4%	0.4%	0.96
Construction	4.9%	5.8%	5.2%	0.93
Manufacturing	19.0%	10.2%	19.1%	1.97
Wholesale trade	5.1%	4.7%	5.5%	1.21
Retail trade	12.2%	12.7%	11.1%	0.92
Transportation and warehousing	4.0%	4.2%	5.1%	1.27
Information	1.9%	2.3%	1.1%	0.52
Finance and insurance	4.9%	4.8%	7.1%	1.56
Real estate and rental and leasing	1.1%	1.8%	1.0%	0.56
Professional and technical services	4.5%	7.5%	4.4%	0.62
Management of companies and enterprises	2.7%	1.9%	4.2%	2.33
Administrative and waste services	5.9%	7.4%	4.5%	0.63
Educational services	1.5%	2.3%	0.9%	0.43
Health care and social assistance	15.9%	15.8%	16.0%	1.05
Arts, entertainment, and recreation	1.7%	1.9%	2.1%	1.18
Accommodation and food services	9.6%	11.1%	8.6%	0.81
Other services, except public administration	3.4%	3.6%	3.0%	0.87
<b>Total</b>	<b>99.9%</b>	<b>99.9%</b>	<b>100.0%</b>	

\*Does not equal 100% due to rounding.

Source: U.S. Bureau of Labor Statistics, 2018 Annual Averages

Clusters are similar to basic and non-basic employment with “traded” and “local” clusters. Traded clusters fall under basic employment and are groups of related industries that serve markets beyond their local region. They are located where they are because of a geographically competitive advantage and/or because of existing synergies. Traded clusters drive a region’s economy and tend to bring in higher wages and higher levels of innovation. Brown County’s top traded clusters in 2016 (most recent data available) were business services (with corporate headquarters), transportation and logistics (trucking), distribution and electronic commerce (such as wholesale of industrial machinery, equipment, and supplies), and paper and packaging<sup>4-2</sup>.

<sup>4-1</sup>U.S. Cluster Mapping. 2019. Clusters 101. U.S. Economic Development Administration and Harvard Business School.

<https://clustermapping.us/content/clusters-101>.

<sup>4-2</sup> U.S. Cluster Mapping. 2019. Brown County, WI. [https://www.clustermapping.us/region/county/brown\\_county\\_wi/cluster-portfolio#employment](https://www.clustermapping.us/region/county/brown_county_wi/cluster-portfolio#employment)



Local clusters are non-basic employment, and mostly serve the local market, driven by the local demand. They also tend to make up a majority of the region’s employment and employment growth.

The town should be supportive of local clustering efforts. Clusters greatly enhance a particular industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Clusters can also facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital. Industries that are looking to expand in the town, and can access existing local/regional clusters, will provide the town with the stability of an established industry and positively contribute to the regional economy.

### Commuting Patterns

Table 4-4 shows estimated commuting patterns for the New Denmark. The left column is where people who work in the town are traveling from; the column on the right is where town residents work (including in New Denmark).

Based on these estimates, the town’s largest number of workers already live in the town, with the second highest amount coming from Manitowoc County. However, the town has a larger number of people leaving the town to work in other municipalities.

With the amount of potential workers in the region, and the town’s location between the Manitowoc and Green Bay areas, the town could draw employees from a broader geographic region, depending on the employment needs. With the location in between Green Bay and Manitowoc, New Denmark residents have two different potential labor markets to work in. By these estimates, more New Denmark residents work outside of the town than in it.

According to the Greater Green Bay Chamber’s 2017 *Economic Development and Strategic Plan*, the most important factor for site selection according to a 2015 survey of corporate executives was the availability of skilled labor<sup>4-3</sup>. At a minimum, the town should recognize that it has a prime location between labor markets and easy access to the Interstate Highway System.

<sup>4-3</sup>Economic Development Strategic Plan. 2017. Greater Green Bay Chamber. <https://www.greatergbc.org/media/3045/strategic-plan-booklet-web.pdf>.

Table 4-4: Commuting Patterns\*

Municipality/County	Number of Workers Coming to New Denmark	New Denmark Residents going to
Allouez	0	13
Ashwaubenon	0	82
Bellevue	0	41
Denmark (Village)	13	103
De Pere	0	65
Eaton	16	25
Glenmore	7	3
C. Green Bay	28	306
T. Green Bay	3	0
Hobart	0	3
Holland	0	0
Howard	10	58
Humboldt	3	3
Lawrence	0	0
Ledgeview	16	7
Morrison	2	3
New Denmark (Town)	42	42
Pittsfield	4	0
Scott	0	3
Suamico	0	0
V. Wrightstown	4	3
T. Wrightstown	6	3
<b>Brown County Total</b>	<b>154</b>	<b>763</b>
Calumet	4	3
Marinett	0	0
Kewaunee	28	30
Manitowoc	33	47
Marinett	0	3
Milwaukee	0	6
Oconto	15	0
Sauk	4	0
Shawano	2	0
Sheboygan	0	5
Waupaca	0	0
Winnebago	0	16
<b>Other Counties</b>	<b>86</b>	<b>110</b>
<b>Total minus New Denmark Residents</b>	<b>198</b>	<b>831</b>

\*Figures are estimates, and also have margin for error. Should not be considered exact. Source: U.S. Census, 2011-2015 5-Year ACS Commuting Flows. Most recent data available.

# ECONOMIC DEVELOPMENT ASSESSMENT AND RECOMMENDATIONS

If the town character remains rural, agricultural activity will most likely continue to be one of the primary economic activities in New Denmark. The town is well-suited in terms of quality soils, large contiguous areas of farmland, quality local, county, and state road access to markets, and a desire by the residents to continue farming. New Denmark should do as much as possible to continue to encourage agricultural production when reviewing development proposals.

While the amount of existing commercial activity in the town is limited, many of the businesses provide goods and services to people residing in and around the town. As the town population increases, additional opportunities will become available for business owners to provide goods and services to residents of the town.

The town has an existing industrial/commercial area at the intersection of Langes Corners Road and CTH R, and future business/industrial uses on the northwestern corner of the intersection. Immediately to the east of the intersection was identified as a future residential development in the town's 2007 comprehensive plan. The 2007 plan also identified the area west of I-43 on both the north and south sides of STH 96 as a future business area.

A recent trend in rural communities has been toward the development of cottage-type industries and at-home businesses that can operate within an owner's home. With advances in digital technology, at-home businesses may become more common. At-home businesses serve as a business incubator until the business expands to a point where the owner either has to obtain the appropriate zoning for the business or, more likely, relocate the business to an area that is zoned for that particular use.

## **Opportunities and Potential Issues for Attracting/Retaining Business and Industry**

Looking at the factors that influence the economic climate in New Denmark, the town's biggest strengths are its rural character and its proximity to Green Bay. The town offers a good quality of life with good housing stock that has maintained its property values and is located within a good school system. The town has several natural features across its landscape, including blocks of wooded areas, large uninterrupted views of farm fields, and numerous streams and wetlands that help to create the "rural feel" that residents of the town cherish. In addition, New Denmark is located within a quick commuting distance to quality education facilities, entertainment centers, medical facilities, and other urban amenities available in the Green Bay area. It also offers open land for the construction of new business and industry.

New Denmark residents have access to a good quality road network, including County Highways KB, NN, P, R, and T and I-43. The town also has easy access to STH 29 via CTH T and CTH P. Besides providing a quality road network to get to various destinations both in and out of the town, these roads provide a means for businesses and merchants located on these roads to be noticed by passing motorists.

The biggest impediment to commercial or industrial economic development activity in New Denmark is the competition from other municipalities in the Green Bay Metropolitan Area and the Village of Denmark for the same types of businesses and industries. Other impediments may be the lack of local demand for such services and businesses due to the small population of the town and the lack of public sanitary sewer and water service within the town. Many businesses and industries want or need this type of service to operate their business efficiently.

Another opportunity for the town to consider is its zoning map. The town does not currently have any vacant, unused parcels that are zoned for industrial or business. Any new commercial or industrial development would require rezoning for permitted industrial/commercial uses. Any entity interested in opening a business or facility would need to rezone the property as one of the starting steps.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high-quality potential employee pool, and where there are good transportation connections. The rural character and quality of life will make New Denmark an attractive place for people looking for those features while being relatively close to larger employment centers. For economic development what the town may best offer is its character and find economic growth through additional residential units. The town will have to balance how to accommodate that potential development while still maintaining its character.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. Training services for business are provided by UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeastern Wisconsin Technical College (NWTC). While none of these educational institutions are in the Town of New Denmark, all are within a 30-minute drive.

### **Economic Development Recommendations, Programs, and Policies**

Farming has historically been one of Wisconsin's top industries, however the number of farms continue to decrease every year. In 2017 the University of Wisconsin-Madison Center For Community Economic Development updated its study, *The Contribution of Agriculture to the Wisconsin Economy*, with the findings that even over almost a decade of general growth (2010-2017), farm-related employment and the farming gross state growth index have not increased compared to other industries. The industry in both the state and Brown County has continued to consolidate, meaning fewer farm operators while acres farmed has remained steadier. Brown County has seen the most shrinkage from farms with 50 to 179 acres, while the number of farms operating on over one thousand acres has increased, and the number of small farms (one to 50 acres) have also slightly increased. Given these conditions, the town still has opportunities to support agriculture, especially on a small-scale. This may also provide residents with additional revenue opportunities.

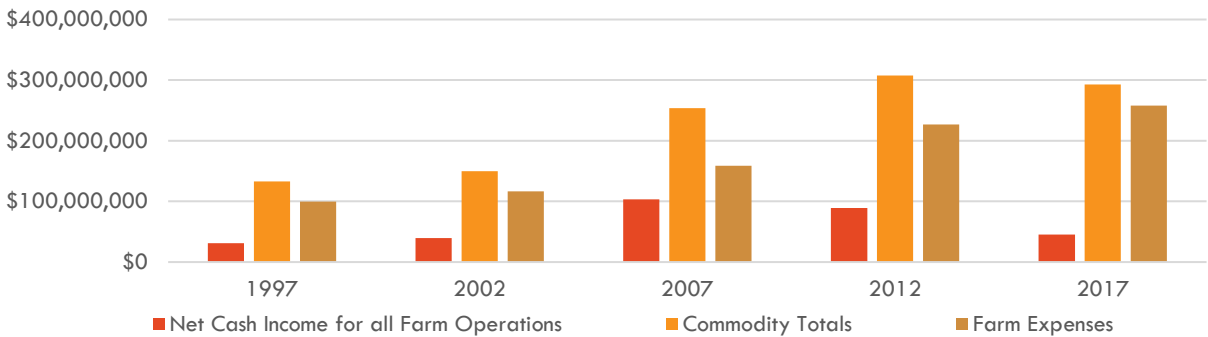
## Agriculture

Brown County’s agricultural sector has seen steady growth for commodity totals over the last 20 years. Farm expenses have also increased over that time, with less increase seen in the net cash income (see Figure 4-1).

The agricultural sector is a dynamic industry, impacted by frequently changing market conditions, commodity prices, and weather patterns. These factors may all contribute to the fluctuations in farm income. One relationship to note though, is the large increase in farm expenses. As that number changes in relation to the commodity totals, people in Brown County that make their living from farming may face difficult decisions around continuing to do that. Coupled with land prices for new development, communities in Brown County could see more development if selling farmland is the most profitable option.

The agricultural sector has seen some growth in very small farms and very large farms in Brown County. These represent more likely opportunities for change in the sector, beyond just land being converted for development.

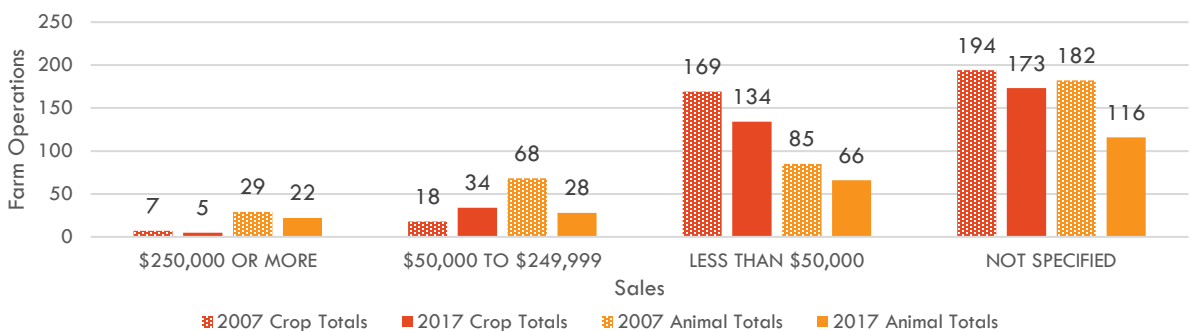
Figure 4-1: Commodities, Farm Expenses, and Farm Operations Net Cash Income Totals in Brown County, 1997-2017



Source: 1997-2017 USDA Census of Agriculture, County Level Data.

For the zip code 54208 (which covers all of New Denmark, plus portions of the Towns of Eaton, Glenmore, Morrison; a portion of the Town of Cooperstown in Manitowoc County; and a portion of the Town of Franklin in Kewaunee County), Figure 4-2 shows both commodity crop and animal sales for 2007 and 2017. While the largest category was unspecified sales data, so the economic impact is unknown, all categories saw decreases except for the \$50,000-\$249,000 crop sale totals in 2017. All other categories saw significant drops, meaning a decrease in number of operations.

Figure 4-2: Commodity Crop and Animal Total Sales in 54208 Zip Code, 2007 and 2017



Source: 2007-2017 USDA Census of Agriculture, Zip Code-Level Data.

Most importantly, both livestock and crop operations have decreased over time. The town may still be largely agricultural, but if there are fewer people farming while the population remains the same or increases, there could be more competition between residential and agricultural uses for land. For some, selling agricultural land may make the most economic sense. The town should be aware of this dynamic and keep tabs on farmland sales and the general areas where they are happening.

### **Entrepreneurial Agriculture**

While operating a larger farm may not be feasible for many people, there are still traditional agricultural opportunities, and numerous untapped and underutilized opportunities, some of which may not even exist yet. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. The Michigan Land Use Institute states that entrepreneurial agriculture does not seek to replace current large-scale mass-market agriculture but to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy but also to local lives and landscapes. Entrepreneurial agriculture is about adding value to products by providing local friendly service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, wine making, and agritourism.
- New grazing systems.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay local farmers for a share of the following year's crops.
- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk to local grocers and health food stores.

Potential benefits associated with entrepreneurial agriculture and the flexibility behind the idea include:

- Opportunities to create net returns greater than what occurs in conventional agriculture.
- Thinking and acting as a small business can keep small farms viable and provide another option to competing with the large-scale mass-market approach more typical of conventional agriculture.
- Small viable farms on the outskirts of communities can contribute more greenspace, fresh food, and local commerce to the community and the region.
- Creating a viable mix of large and small agricultural operations can contribute to the local community and region's farmland protection strategies.

Entrepreneurial agriculture is more appropriate now than ever before because of continuing shifts in consumer awareness and demands. Nationally, farm operations with direct-to-consumer (DTC) sales from 116,733 to 144,530 between 2002 and 2012. Farmers markets have increased nationwide by 180 percent from 2006 to 2014 with 8,268 markets. Beyond these channels, regional food hub enterprises have formed to aggregate local food to meet wholesale, retail, and institutional demand. Farm to school programs have also increased in that time. Farm to school and regional food hubs can help producers through reducing marketing and transportation costs and provide a way to wholesale produce<sup>4-4</sup>. A food hub would most likely need a warehouse/light-industrial space to receive, store, sort, and ship. The referenced USDA report states that a U.S. Grocery Shopper Trends Survey shows that over 80 percent of surveyed grocery store shoppers reported purchasing local foods occasionally, and that their top reason for buying locally grown food was freshness.

Consumers spend a significant amount of money on groceries and at restaurants, and most of this food comes from distant locations. A study by the University of Iowa noted that the typical tomato, can of corn, and loaf of bread travels 1,500 miles from field to plate. Coupled with changes in consumer awareness and demands, opportunities abound for local farmers to provide greater amounts of produce to local consumers. Additionally, the middleman processing, packaging, advertising, and distribution often account for 80 percent of the cost of food.

According to the Michigan Land Use Institute, for entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

### **Future Business and Industrial Development**

Businesses and industries that wish to locate in New Denmark should be of a nature that are environmentally friendly, provide service or goods to the residents, enhance the town's economy, and add to the town's tax base. Businesses that should specifically be encouraged in New Denmark are those that contribute to the success of the farming economy and those that provide retail services to town residents.

Rather than be located as strip development along entire lengths of major roads, new businesses should be in clusters (nodes) near the major intersections, separated from other business nodes by residential, agricultural, or other low-intensity uses. Traffic congestion, driveway access points, and a loss of rural character all become problematic when concentrations of retail sales or service establishments are in strips along major roads instead of concentrated around intersections.

If the town hopes to attract new commercial or industrial activity, it should consider how it can help with marketing future industrial and commercial areas. While rezoning the land may not make sense (if it can continue to be used for other uses until time of sale or lease), the town could work to streamline the permitting process for any proposed development that would go in the specific future commercial/industrial areas.

<sup>4-4</sup> Trends in U.S. Local and Regional Food Systems – Report to Congress. 2015. Economic Research Service, United States Department of Agriculture. [https://www.ers.usda.gov/webdocs/publications/42805/51173\\_ap068.pdf?v=8595.6](https://www.ers.usda.gov/webdocs/publications/42805/51173_ap068.pdf?v=8595.6)

New retail or service businesses compatible with the character of the town should be encouraged to locate in Langes Corners. Other potential locations for future business and industrial use are discussed in the Land Use Chapter. Providing locations for new business development should be accomplished through the town's zoning ordinance by rezoning lands in areas of the town that are appropriate for small-scale commercial-type uses compatible with adjoining properties.

While no plans are in order to obtain public sewer and water service, the addition of these services would provide additional attractions to potential business and industry. Additions of environmentally friendly business and industry to the town adds to the town tax base and provides employment opportunities to town residents living within easy commuting distance of the businesses.

### **Industrial and Commercial Design Standards**

The Town can promote higher quality development and minimize potential negative visual impact of commercial and industrial development on New Denmark's rural landscape using zoning requirements and design standards. Business site plans should be required for new businesses and industries and should include parking (preferably behind the building) and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt and building standards.

New Denmark could consider investigating a separate site design standard ordinance for new commercial and industrial development. This would spell out exactly what the town is looking for in terms of building and site designs and create a process in which the developer, town, and neighbors will know what to expect as building and site designs are brought forward. The design standard ordinance should focus on those building and site design characteristics that enhance the town's rural identity, such as natural siding materials, neutral colors, minimal signage, and landscaped parking areas.

### **Sensitivity to Natural and Active Agricultural Areas**

Agricultural lands, topography, waterways, woodlands, and wetlands all combine to help create the rural character that the Town of New Denmark residents enjoy and appreciate. Business development should be designed with consideration of the natural features of the town to integrate the businesses and industries into the community while retaining the rural small-town atmosphere. Business and industrial development, when properly integrated into parcels that contain natural areas, can help to retain wildlife corridors, and allow the natural areas to help facilitate stormwater management. Trail linkages utilizing the natural areas within the developed areas can also be created.

Special care should be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs). Natural areas and features should be preserved when located in a developing area and included in the design of business developments as integral amenities.

## **Brownfield Redevelopment**

For commercial and industrial uses, the town should maintain an inventory of any existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. According to information obtained from the Wisconsin Department of Natural Resources (WDNR), there are no brownfield locations existing within the town. There had been some brownfield sites in the town that were cleaned up. These locations can be accessed via the DNR website. If any brownfields are identified, they should be cleaned and promoted for redevelopment using state and federal brownfield cleansing funds. Several businesses and industries in town still deal with petroleum products, including at Langes Corners Road at CTH R with the Brown County Highway Shop. These would also be potential brownfield sites should their use ever change.

## **Home Occupations**

Telecommunication advances have allowed for many people to develop home offices or occupations, and their usage has especially increased during the novel coronavirus pandemic. Home occupations can fill several roles for economic development in the town and should be encouraged, so long as they remain consistent with the zoning ordinance requirements. If/when home occupations wish to expand beyond what would be permitted in a residential or agricultural area, they should either request a zoning change to an appropriate zone or move to a site that is properly zoned for more intensive commercial or industrial uses.

## **Broadband Access**

Comprehensive broadband connectivity provides many benefits to rural communities<sup>4-5</sup>. These include:

- Expanding workforce options and attracting new companies.
- Improving residents' access to health consultation services.
- Helping area farmers and businesses that coordinate with regional markets.
- Enhance equity by providing equal access to digital services and opportunities for civic, cultural and educational participation.

Agricultural operators can especially benefit from the deployment of broadband in accessing markets, overseeing field and livestock operations, and managing farm finances<sup>4-6</sup>. In 2019 the USDA partnered with the Federal Communications Commission (FCC) to create the Precision Ag Connectivity Task Force to assess and advance deployment of broadband internet access service on unserved agricultural land to promote precision agriculture, which was part of the 2018 Farm Bill<sup>4-7</sup>.

The town should get to know local/county broadband providers (discussed further in Chapter 6 – Utilities and Community Facilities). While broadband is generally a private-sector utility, the town can help facilitate expansion through reviewing regulations and amending barriers to broadband deployment. Possible zoning changes could include making it easier to collocate equipment, and to allow increased tower height.

<sup>4-5</sup> Equal Access Equals Opportunity. July 2019. Planning Magazine - American Planning Association. <https://www.planning.org/planning/2019/jul/equalaccess/>

<sup>4-6</sup> e-Connectivity for All Rural Americans is a Modern-Day Necessity. Broadband. USDA. <https://www.usda.gov/broadband>.

<sup>4-7</sup> Task Force for Reviewing the Connectivity and Technology Needs of Precision Agriculture in the United States. FCC. <https://www.fcc.gov/task-force-reviewing-connectivity-and-technology-needs-precision-agriculture-united-states>



## **Town, County, Regional, and State Economic Development Programs**

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the town and town's businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the town may wish to utilize in achieving its economic development objectives.

New Denmark residents rely on the Green Bay Metropolitan Area and the Village of Denmark for many of their commercial needs. While commercial activity in the town is minimal, it is critically important that residents patronize the existing and future town businesses. Failure to do so will result in a reduction of available commercial services, reduced retail options, and vacant buildings.

Although the town has no established incentive programs for economic development, it can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. One of the most important economic activities that New Denmark can continue is to promote an environment that encourages entrepreneurs to engage in business activities.

## **Tax-Incremental Financing**

One economic development tool now available to towns in the State of Wisconsin (under sec. 60.85, Wis. Stats.) is the utilization of Tax Incremental Financing, commonly called TIF. Until recently, this redevelopment tool was only available to cities and villages. The law allows towns to expend money or incur debt for projects related to agriculture, forestry, manufacturing, or tourism. The law also allows TIFs to be used for retail development that is limited to retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TIF project.

Generally, the common activities in a TIF district include acquisition and demolition of blighted properties in commercial areas or industrial areas and extension of sewer, storm sewer, and water mains to serve expected new industrial or commercial development expected to locate there.

Once the TIF district is established, the aggregate equalized value of taxable property within the district is established. This is called the tax incremental base. All the taxing entities of the area (town, school districts, county, technical school) continue to receive their share of the annual taxes generated by the tax incremental base of the district throughout the life of the TIF project. The municipality then installs the improvements to the TIF district. As development occurs, the property values within the district grow. Taxes paid on the increased value or the growth are called tax increments and are used to pay for the public improvements made to the district by the municipality. These moneys are put in a separate TIF fund to finance the public improvements made to the district. Expenditures for the project costs to the district must be made no later than five years after the district is started. The maximum life of a TIF district is 27 years with a possible three-year standard extension. If the value increases to the district are not enough to pay off the costs of the project within the life of the district, the municipality must incur the costs that still need to be paid. Taxing jurisdictions do not benefit from value added increase in the district until the district project costs have been paid off and/or the life of the district is over. Once the life of the district has expired, the added value of the district is then apportioned out to all taxing districts like anywhere else in the Town.

Municipalities thinking about utilizing this economic development technique must carefully consider the benefits to the community, the potential pitfalls, and the likelihood of success of the district.

## County

### Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.



Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.

## Regional

### The New North, Inc.

According to the New North website, “New North, Inc. is 501 (c) 3 nonprofit, regional marketing and economic development organization fostering collaboration among private and public sector leaders throughout the 18 counties of Northeast Wisconsin, known as the New North region.”

New North, Inc. represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

The New North’s vision is “to be recognized as nationally and globally competitive for personal and economic growth.” Its mission is to be a “catalyst for regional prosperity through collaboration” and has six key initiatives to achieve this:

- Attract, develop and retain diverse talent
- Foster targeted industry clusters and new markets
- Supporting an entrepreneurial climate and small business
- Encouraging educational attainment
- Elevate sustainability as an economic driver
- Promote the regional brand



Additional information on the New North can be found at [www.thenewnorth.com](http://www.thenewnorth.com).

## **Wisconsin Public Service**

Wisconsin Public Service Corporation (WPS) also contributes several economic development services that the town should be aware of for its businesses, including industrial park assistance and business retention/expansion. The WPS economic development page can be a useful resource for the town and is located at <https://accel.wisconsinpublicservice.com/business/economic/businesses.aspx>.

## **State**

### **Wisconsin Department of Administration (DOA) Community Development Programs**

The Community Development Block Grant (CDBG) program is a federal formula-allocated grant program under the U.S. Department of Housing and Urban Development (HUD). The DOA administers the state CDBG program and provides funding to units of general local government that do not receive an annual allocation directly from HUD. For more information, please see the DOA's website for additional details:

<https://doa.wi.gov/Pages/LocalGovtsGrants/CommunityDevelopmentPrograms.aspx>.

### **Wisconsin Economic Development Corporation (WEDC)**

The state has programs that the town may consider to meet its stated goals and objectives. The WEDC offers several different programs to help Wisconsin businesses realize their goals through funding, resources, and training. WEDC's community development programs include brownfield grants and site assessment, capacity building grants, idle sites program, minority business development program, the Wisconsin Main Street Program, and the Community Development Investment (CDI) Grant Program. For more information see the WEDC's website at <https://wedc.org/>. The WEDC Region 6 Account Manager should be contacted for additional information related to these programs.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

WHEDA offers several programs and services in support of business development within the state, including loan guarantees, participation lending and small business credit initiatives. The WHEDA Business and Community Engagement staff should be contacted for additional information related to these programs.

## **Federal**

The federal government has a variety of grant opportunities (including community development) to municipalities. The best source of information on the Internet regarding grants from the federal government is <http://www.grants.gov>. The USDA offered the Reconnect Loan and Grant Program in 2019 and 2020 for rural broadband development. The town should keep tabs on for possible future projects.

# ECONOMIC DEVELOPMENT POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

## **Comprehensive Plan Goal #3 – 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.

### **Objectives**

1. *Continue to support agriculture as an economic activity.*
  - a) Encourage farming as an economic activity by discouraging new residential development near active farms.
  - b) Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
  - c) Continue to permit home occupations as small business incubators if they are clearly secondary to the residential use and meet the town zoning ordinance requirements and restrictions.
  - d) Consider implementing a commercial and industrial site and building design standards ordinance.
  - e) Identify future areas for new business and industrial development.
2. *Promote development that is compatible with a rural environment.*
  - a) Locate new small-scale local businesses in nodes near intersections rather than in long strips along main roads. New businesses should be encouraged to locate adjacent to existing businesses.
  - b) Coordinate with nearby communities in siting businesses that are part of a Green Bay region business cluster or that fulfill employment needs in the area.
  - c) Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment using state and federal brownfield cleansing funds.
  - d) Business development should be designed considering of the sensitivity of the town's agricultural lands and environmental features.
  - e) Business site plans should include parking (preferably behind the building), and parking lot landscaping standards, consistent with the rural character of New Denmark.
3. *Create conditions to increase and improve broadband access in the town.*
  - a) Understand the existing local broadband foundation and identify the existing network gaps.
  - b) Review the town's zoning regulations for barriers to broadband deployment and identify and implement changes.



# HOUSING

## Chapter 5

# INTRODUCTION

The range of housing in New Denmark generally consists of older homes associated with active farming operations and newer single-family homes scattered throughout the town.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the Town of New Denmark over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

## Housing Characteristics

### Structure Age

Figure 5-1 shows that 42.9 percent (257) of the housing units in the Town were built prior to 1970, while 57.1 percent, or 342 units, were built after 1970. This indicates that there is a good dispersal of different aged homes in the Town. As the housing stock ages, it will be necessary for the Town to ensure that the housing units remain in good condition through current building code enforcement. The housing units constructed prior to 1960 should especially be monitored for maintenance concerns due to the age of the structures.

### Comprehensive Plan Goal #4 – 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.*

**Housing-Related Community Goals** (numbers correspond with top ten community goals)

2. Maintain the town's rural atmosphere.
6. Preserve green space and wildlife areas.
7. Preserve 35-acre lot size for rural land preservation.

Figure 5-1: Housing Unit Age in the Town of New Denmark

Year Structure Built	New Denmark	Percent of Total	Brown County	Percent of Total	Wisconsin	Percentage of Total
Built 2014 or later	3	0.5%	1,745	1.6%	29,219	1.1%
2010-2013	17	2.8%	3,104	2.9%	49,773	1.9%
2000-2009	67	11.2%	16,305	15.0%	341,400	12.7%
1990-1999	127	21.2%	17,565	16.1%	372,967	13.9%
1980-1989	42	7.0%	13,638	12.5%	266,845	10.0%
1970-1979	86	14.4%	17,709	16.3%	394,062	14.7%
1960-1969	46	7.7%	11,624	10.7%	261,113	9.7%
1950-1959	29	4.8%	10,650	9.8%	293,236	10.9%
1940-1949	28	4.7%	4,429	4.1%	149,246	5.6%
Built 1939 or earlier	154	25.7%	12,107	11.1%	523,371	19.5%
<b>Total</b>	<b>599</b>		<b>108,876</b>		<b>2,681,232</b>	

Source: U.S. Census 2018 ACS 5-year estimates.

### Structures

Like most rural communities in Brown County, the Town of New Denmark has a significantly higher percentage of 1-unit detached structures (typically single-family homes) at 97.3 percent than either Brown County or the State of Wisconsin at 64.1 and 66.6 percent, respectively. The town has very few duplexes or multifamily units, which is not uncommon due to the town's rural setting, and because of the lack of public sanitary sewerage service.

New Denmark should continue to monitor the demands of a changing population to ensure that the town’s housing will meet its needs. As the town changes, there may be a need for rental units to house the elderly and younger residents. Figure 5-2 identifies the total number of structures in the Town of New Denmark and the number of units they contain, as compared to Brown County and the State of Wisconsin.

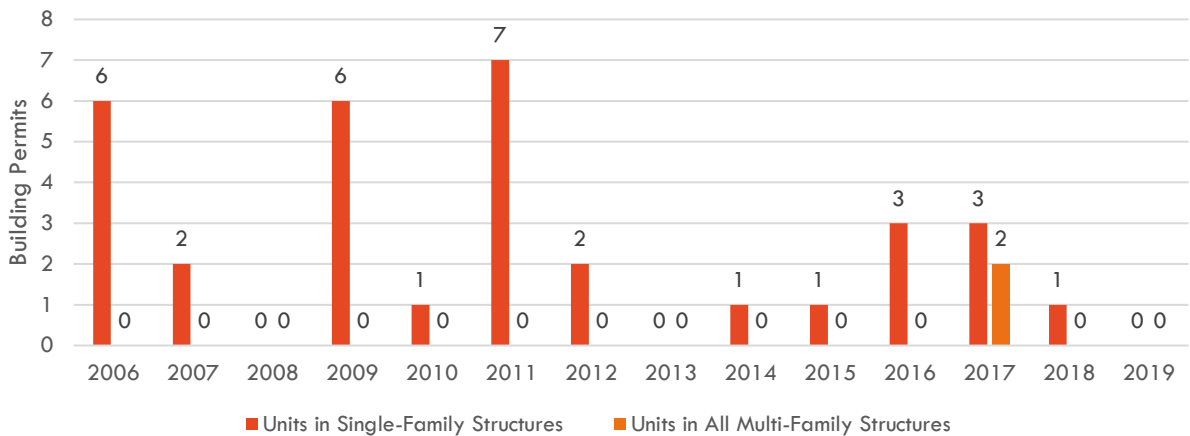
**Figure 5-2: Units in Structure for New Denmark, Brown County, and Wisconsin**

Units in Structure	New Denmark	% of Total	Brown County	% of Total	Wisconsin	% of Total
1-Unit Detached	583	97.3%	69,797	64.1%	1,785,339	66.6%
1-Unit Attached	6	1.0%	5,594	5.1%	113,291	4.2%
2 Units	6	1.0%	6,396	5.9%	172,688	6.4%
3 or 4 Units	0	0.0%	3,470	3.2%	99,630	3.7%
5 to 9 Units	0	0.0%	9,987	9.2%	132,237	4.9%
10 to 19 Units	0	0.0%	5,418	5.0%	91,675	3.4%
20 or More Units	0	0.0%	6,428	5.9%	192,648	7.2%
Mobile Home	4	0.7%	1,750	1.6%	93,043	3.5%
Boat, RV, Van, Etc.	0	0.0%	36	0.01%	681	0.03%
<b>Total</b>	<b>599</b>	<b>--</b>	<b>108,876</b>	<b>--</b>	<b>2,681,232</b>	<b>--</b>

Source: U.S. Census 2018 ACS 5-year estimates.

The last five years has seen a consistent level of new residential building occurring within the town. The level of new housing starts has varied from zero new single-family houses built in 2008, 2013, and 2019, to a high of seven built in 2011. Figure 5-3 displays the number of single-family units constructed during the period of 2006 to 2019. The town had few multi-family units built in that time.

**Figure 5-3: New Housing Unit Development in New Denmark, 2006-2019**



Source: Town of New Denmark Zoning Administrator.

## Occupancy

According to the 2018 ACS estimate, there were a total of 599 housing units within the Town of New Denmark. This compares with 579 units in 2010, which is an increase of 20 units (3.45 percent) over the eight-year period. Figure 5-4 summarizes the estimated changes. The town has also seen the share of renters fall during that time

**Figure 5-4: Change in Housing Occupancy Characteristics in Denmark,**

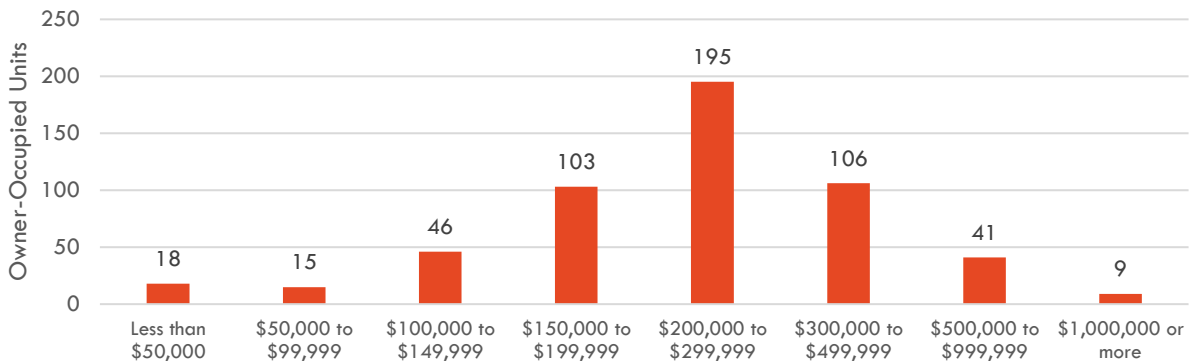
	2000 Census	% of Total	2010 Census	% of Total	2018 ACS 5-Year Estimate	% of Total	Estimated 2010-2018 Change	Estimated Percent Change 2010-2018
<b>Total Housing Units</b>	528	100.0%	579	100.0%	599	100.0%	20	3.5%
<b>Occupied Housing Units</b>	515	97.5%	561	96.9%	568	94.8%	7	1.2%
Owner-Occupied	460	87.1%	515	88.9%	533	89.0%	18	3.5%
Renter-Occupied	55	10.4%	46	7.9%	35	5.8%	-11	-23.9%
<b>Vacant Housing Units</b>	13	2.5%	18	3.1%	31	5.2%	13	72.2%

Source: U.S. Census 2018 ACS 5-year estimates; 2010 and 2000 Decennial Census.

## Value

According to the 2018 ACS five-year estimates, the largest segment of the owner-occupied homes in the Town is valued between \$200,000 and \$299,999 (36.6 percent), while almost another 40 percent of the homes (20 percent each) are valued between \$150,000 and \$199,999, and \$300,000 to \$499,999 (See Figure 5-5). The median owner-occupied home value for a home in New Denmark, \$238,400 is higher than that of Brown County at \$167,000 and the State of Wisconsin at \$173,600. The average cost of a house in the town has appreciated considerably since 2000, where previously the two largest categories were \$50,000-\$99,999 (120 homes) and \$100,000 to \$149,999 (133 homes).

Figure 5-5: Value of Owner-Occupied Units



Source: U.S. Census 2018 ACS 5-year estimates.

## Housing Expenses

In order to compare housing costs across a set time-period (in this case 2010-2020), inflation must be considered. The Consumer Price Index Inflation Calculator (CPI-U-RS), created by the U.S. Bureau of Labor Statistics (BLS), was used to determine the appropriate inflation factor. With the calculator, a \$1.00 value in January 2010 had the same buying power as \$1.19 in June of 2020. Note: where comparisons are made between 2010 and 2018 estimates, the CPI inflation value for 2018 will be used.



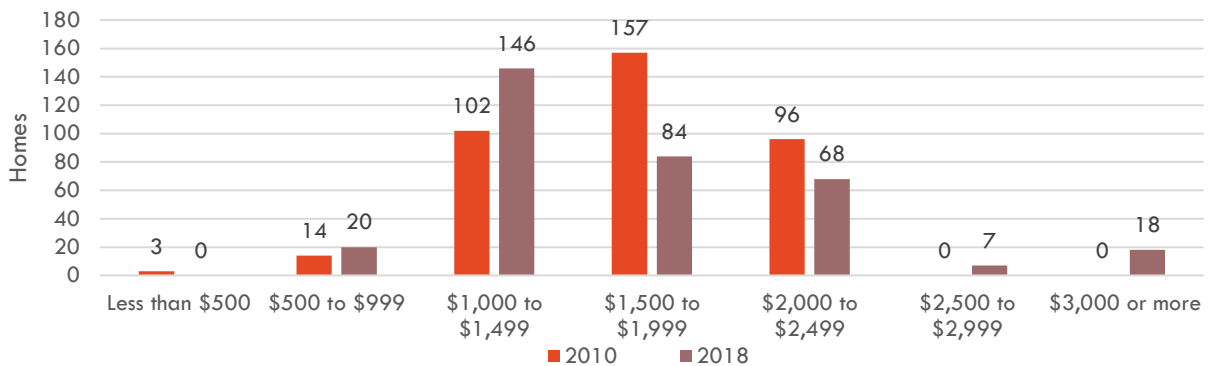
## Rent

Between 2010 and 2018, the median gross rent for a rental unit in New Denmark increased from \$669 to an estimated \$911, which is an increase of 36.17 percent over eight years. When inflation is factored in and restated in terms of 2018 dollars, the 2010 rent is \$796.11. Therefore, over that eight-year period, rent has increased \$114.89 in inflation-adjusted dollars in the town. Figure 5-6 compares the ranges of gross rent costs in 2010 and 2018. Since the estimated 2018 data would not include the new units built in 2019, these rent increases just came from changing market conditions. As shown on the previous page in Figure 5-4, rentals make up a small proportion of the town's total housing.

## Mortgage

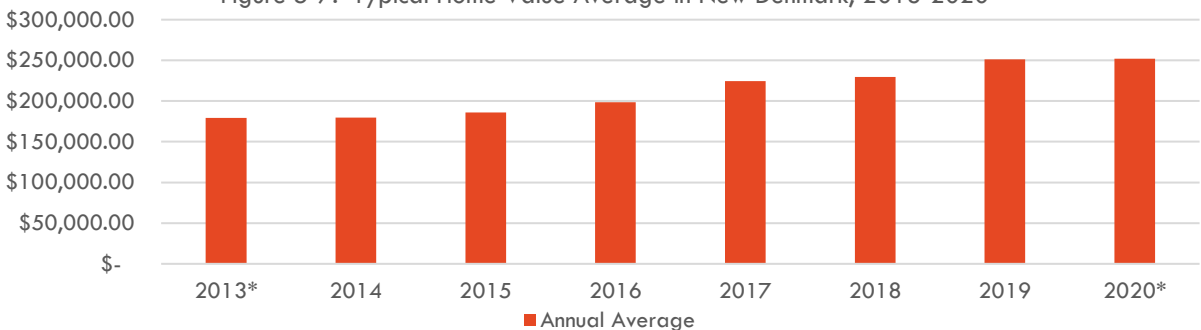
The median monthly mortgage cost (includes principal, interest, property tax escrow, insurance, etc.) for residents within the town increased significantly between 2010 and 2018. The increase in the size of mortgages is due to new homes being built during this time-period. In 2010, the median monthly mortgage cost for a home in New Denmark was \$1,608. When inflation is factored in, the 2010 median monthly mortgage expense equates to \$1,913.52 in constant year 2020 dollars. The 2018 median monthly mortgage cost was \$1,530 which is \$383.52 (a 20 percent decrease) less than the inflation-adjusted 2010 cost (Figure 5-6). One reason for this is that while mortgage rates have fluctuated over that time, they have generally trended downward, decreasing by almost a whole point. The town has also seen the typical home value (Figure 5-7) rise over the last seven years, probably largely from market conditions. This trend is consistent with Brown County as a whole.

Figure 5-6: Mortgage Costs in the Town of New Denmark, 2010 and 2018, est.



Note: 2010 Census only counted to \$2,000 or more. Sources: U.S. 2010 Census and 2018 ACS 5-Year Data

Figure 5-7: Typical Home Value Average in New Denmark, 2013-2020



\*2013 data was available for part of the year; 2020 was through June 30, 2020. Source: Zillow.com Home Prices and Values in Brown County. The data is a smoothed, seasonally-adjusted measure of the typical home value and market changes across a given region and housing type.

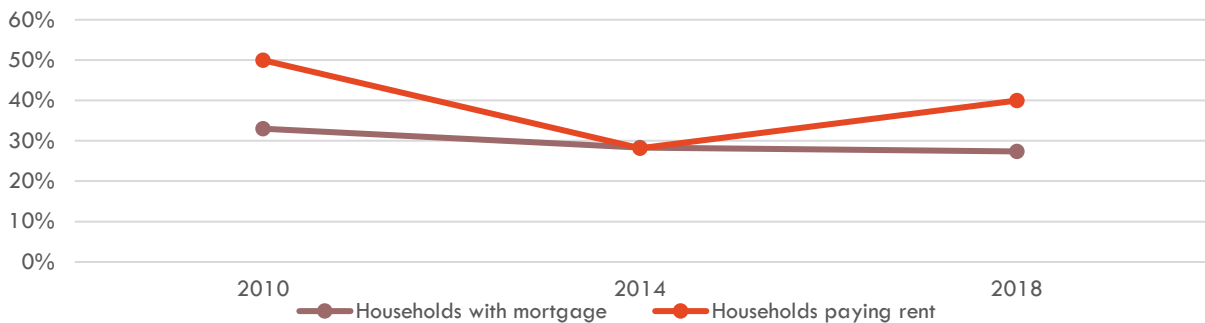
## Housing Needs

Based on a future population projection for the year 2040 of 1,825 people (State DOA projection) and a projected average people per household size of 2.52, there will be a need for 125 additional housing units by the year 2040 (the difference between the estimated 725 total housing units needed at a density of 2.52 persons/unit for 1,825 people, and the 599 estimated existing houses). If the average household size is lower, a higher number of housing units will be needed. In addition, if the 2040 population is higher than the projection of 1,825 people, additional housing units will also be needed. While population increases or decreases do not occur in a straight-line manner, but rather in spurts, it is not unrealistic to assume that the town's 2040 population may be even closer to 2,000 people. If this should happen, the Town would need to add upwards of 70 additional housing units over the course of the 20 years to meet the expected population change. While projections are not always accurate, especially when projections are done for a lengthy time period, and changes in town development practices also influence the amount of building and development that may occur in a municipality, the housing needs projections should help the town consider future housing scenarios.

## Housing Affordability Analysis

Generally since 1990 there has been an increase in cost burdened households throughout the United States, including Brown County. A quote from the 2018 State of the Nation's Housing Report, explains some reasons for the increase in housing cost burdened households. "While better housing quality accounts for some of the increased costs, higher costs for building materials and labor, limited productivity gains, increased land costs, new regulatory barriers, and growing income inequality all played major roles as well." Shown in Figure 5-8 below, households with a mortgage in New Denmark have fared better, becoming less cost-burdened over the timeframe.

Figure 5-8: New Denmark Housing Cost-Burdened Trends, 2010-2018



Sources: U.S. 2010 Census and 2018 ACS 5-Year Data

## Rental Housing Affordability

Based on the most recent median gross rent estimate in New Denmark of \$911 from the 2014-2018 American Community Survey, a person would need to earn at least \$17.52 per hour, or \$36,440 per year (2,080 hours a year at 40 hours a week) to pay no more than 30 % of income on housing. The 2019 National Low-Income Housing Coalition *Out of Reach* report estimates the mean renter wage in Brown County to be \$14.17 an hour. New Denmark has an estimated \$3.35 hourly gap that's higher than the estimated affordable rent at the mean renter wage in Brown County. Depending on job opportunities and transportation, New Denmark may be a less attractive place in Brown County for some renters.



## Mixing of Residential Types

Historically, housing types were mixed. More recently, however, housing types other than single-family detached homes have been grouped together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts and is a housing option that all communities should consider.

For uses other than single-family detached homes to be palatable to surrounding property owners, the other uses need to be of a scale and design that blend in with the residential character of the neighborhood. Strict developmental design standards will likely need to be employed to achieve the desired seamless integration of these uses into the neighborhoods. Design standards let the developer know ahead of time what standards the neighbors expect for the building, and the neighbors know that the development will meet their expectations, as well.

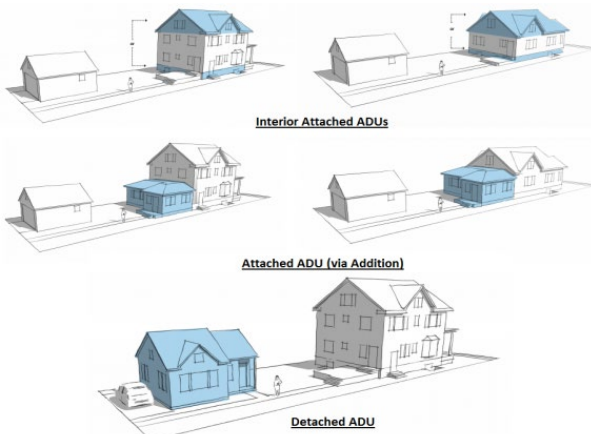
### Accessory Dwelling Units (ADUs) on a Residential Parcel

As residents age, there may be a time when they may not be able to live independently, but do not want to or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on one residential parcel. These “granny flats,” or “backyard cottages” as they are sometimes called, allow older residents to maintain their own independent living quarters while being able to easily interact with their family for meals and socializing in the principal residence.

This trend has come in some style again and could provide the town another option to create affordable housing, and to help residents be able to more easily age in place. When designed and integrated tastefully, ADUs can provide additional housing that blends in with the primary residence.



**Figure 5-10:** Accessory dwelling unit in the rear yard. Source: City of Seattle Guide to Building a Backyard Cottage.

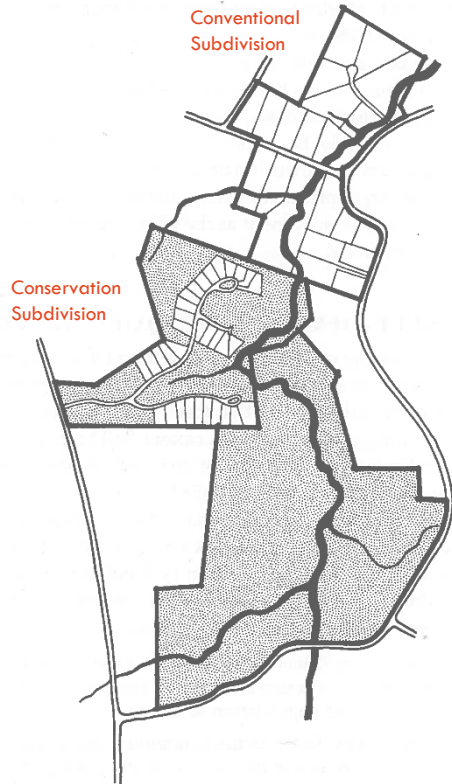


**Figure 5-11 (above):** Different types of ADUs provide options for different contexts. Source: AARP All About Accessory Dwelling Units.

**Figure 5-12 (left):** Example attached and detached ADUs. Source: City of St. Paul, MN.

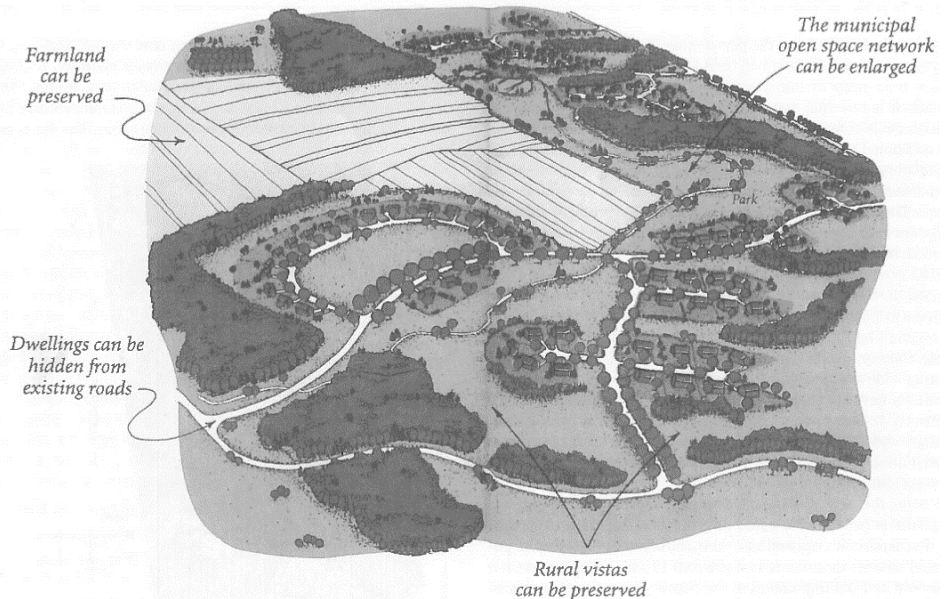
## Conservation by Design Developments

The town may have places where critical environmental, historical, or agricultural features that should be preserved, even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both goals. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the feature(s) to be preserved. This also conforms with TND principles, and creates more walkable areas, and provides opportunities for socializing with neighbors. When first identifying areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.



**Figure 6-4.** Three parcels of land located along a stream illustrate how opportunities to conserve open space networks are typically lost when developments are conventionally laid out, and how such connections can be incorporated into the design of conservation subdivisions. This illustration also shows the role of a land trust preserve (or of a public park) in protecting additional segments of the stream corridor.

**Figure 5-13 (upper right):** Comparison of a conventional subdivision development with a conservation subdivision, and how the latter preserves more open space. Source: Conservation Design for Subdivisions, Arendt.



**Figure 5-14 (right):** Example of a conservation subdivision, with protected views, woodlands, agricultural land, open space, and houses. Source: Conservation Design for Subdivisions, Arendt.

**Figure 6-2.** This aerial perspective sketch illustrates the multiple benefits that can be achieved when conservation design is used in laying out new subdivisions on several adjoining properties. Prepared by the Montgomery County Planning Commission in southeastern Pennsylvania, this drawing shows how a conservation fabric of protected lands could be woven together to form an interconnected network of open space meeting a number of related community objectives, including the protection of woodlands, fields, scenic vistas, cultural landscapes, and additions to the municipal open space system of parks and trails.

## Enhance Public Knowledge of “Visitability” Concepts and Universal Design

As is evident from the Issues and Opportunities Chapter, New Denmark’s population is continuing to age. As people age, their ability to move around their own home can become increasingly difficult. For mobility-impaired residents, the simple presence of a single stair to enter a home can cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, “visitability” applies to the construction of new single-family homes to make them “visit-able” by people with any type of physical or mobility disability. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period. Universal design is a concept that promotes designing spaces for use by everyone from the start, not just creating separate spaces, or only designing places that could be easily modified in the future. Communities may incorporate universal design principals into housing through things such as curbless showers and stepless entrances. Incorporating universal design concepts in construction are important because life circumstances change unexpectedly, and while someone may not have anticipated a future need, these changes may happen all the same. Universal design principles already in place may help keep someone in their home.



Figure 5-15: Examples of home features that increase accessibility and help people to age in place. Source: AARP HomeFit Guide.

## Using the Rezoning Process

Through the town’s visioning process, one of the key issues people stated was maintaining the town’s rural atmosphere. The town has also had ongoing discussion about whether there should be more residential properties and whether property owners should be allowed to carve out smaller parcels on their property for an additional residence. Because this may happen in an incremental time and isn’t confined to one specific area, the town should consider evaluating these scenarios on a case-by-case basis.

Unless a property owner wanted to leave the Farmland Preservation Program (which has a higher threshold to rezone from), the most likely rezoning case would be rezoning a parcel from the A-1 (Agricultural) District to the A-R (Agricultural-Residential) District. The A-R District permits single-family dwellings, while the A-1 District permits single-family dwellings for resident owners and laborers as an accessory use. The minimum lot size is 1.5 acres for the A-R District, and 35 acres for the A-1 District.

The town can consider a property owner's request to amend a property's zoning classification to allow a single-family residence on a parcel of land currently zoned A-1. The process gives the property owner an opportunity to present their vision to the Town Plan Commission and to the Town Board. In turn, both the Town Plan Commission and Board can both evaluate the request against the comprehensive plan and the rezoning amendment criteria (Article XIX – Administration and Enforcement, in the amended 2015 Town of New Denmark Zoning Ordinance). These include whether:

- The new parcel would meet the new zoning district requirements, while the existing parcel would continue to conform with its zoning standards;
- The zoning change will introduce a use that complements existing area uses;
- The parcel is suitable for the requested change;
- The requested change is congruent with development trends in the town;
- The requested change would have adequate public facilities to support its development; and
- That the request will not place an unreasonable burden on the town to provide public facilities.

Article XIX also has additional criteria for the Town Plan Commission and Board to consider. The Plan Commission can submit written findings of fact and recommendations to the Town Board. The Town Board can consider these things as part of its purpose in Article II – whether the request negatively impacts the town or not, and whether there is mutual benefit to its proposal.

### **Reinvestment in Existing Housing Stock**

As identified in Figure 5-1, over 42% of the town's housing stock is 50 years or older and may need updating or more intensive maintenance, rehabilitation, or if beyond repair, selective demolition. One option available to improve residential properties in New Denmark is the Northeastern Wisconsin Housing Rehabilitation CDBG Loan Program, administered by Brown County. CDBG-Housing funds may be used for zero-percent deferred payment housing rehabilitation loans to low- and moderate- income (LMI) owner-occupied households; low percentage rate deferred and/or installment housing rehabilitation loans to owners of LMI renter-occupied units; and accessibility improvements for LMI households. Additionally, there are other state and federal agencies that may provide financial aid for owner-occupied and rental housing rehabilitation.



**Figure 5-16:** Above images: Housing rehabilitation before and after completed through the Community Development Block Grant program administered by Brown County.

# HOUSING POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

## Comprehensive Plan Goal #4 – 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.

### Objectives

1. *Promote policies that increase the range of housing options in the town.*
  - a) Keep informed of housing affordability issues and the possible need for more affordable homes in New Denmark as the population continues to grow, age, and diversify.
  - b) Explore how to incorporate small residential lots into the town, and what design requirements might need to be amended to make that happen.
  - c) Consider what it would take to allow accessory dwelling units (ADUs) in the town, and where this could occur.
  - d) Examine the zoning code and map for where mixed-housing types might be implemented.
  - e) Support mixed-use development in and near commercial areas and activity nodes to increase housing options.
  - f) Promote visitability and universal design concepts to developers and home builders and explore how the town could incorporate visitability and universal design principles into housing design standards.
  - g) Support the development of different housing types besides single-family houses to satisfy the projected demand for an additional 70 additional housing units referenced in this chapter to meet the projected future town population.
  - h) Multifamily buildings should reflect (as much as possible) the characteristics and amenities associated with single-family residences.
2. *Promote policies and programs that help maintain the town housing stock quality.*
  - a) The town should work with entities including the Brown County Housing Authority and Northeast Wisconsin Rehabilitation CDGB Loan Program, along with other state and federal agencies, to promote reinvestment in the town housing stock.
  - b) The town should continue to emphasize and prioritize zoning code and nuisance enforcement to maintain the town's housing stock quality.
3. *Continue to promote well-planned residential areas in the town.*
  - a) In areas with unique or critical natural or cultural resources, the town should encourage conservation by design developments, and use the natural and cultural resources to organize the open space and/or green space around.
  - b) The town should consider adopting development criteria for multifamily development or add a multifamily zone to the town zoning ordinance to address building criteria requirements for this type of land use.
  - c) Use the town's amendment process to rezone properties for single-family residential use where there is desire to create an individual parcel for a new single-family home.





# NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

## Chapter 6

# INTRODUCTION

Agricultural lands and natural areas help define a rural community's character and impact every resident's quality of life. Agriculture has historically been and continues to be the dominant land use activity in New Denmark. Land devoted to agricultural use makes up about 62 percent of the town. The town has seen agricultural land reduced over the last 40 years. The results of the public visioning session and other public input indicate that agriculture is an important resource of the Town of New Denmark and should be preserved as much as possible.

The highest rated issue to come out of the visioning session was to protect water quality and well water. Maintaining the rural atmosphere, limiting large farms, regulating manure spreading, and preserving green space, and large lots for rural land preservation were also highly rated issues to come out of the visioning session.

This plan will examine ways to build upon these resources to establish and promote community identity, while at the same time preserving the land and the rural way of life that the residents enjoy.

## Inventory and Analysis

### Soils

Soil is one of the environment's major building blocks, linking the ground and what lies underneath. While the relationship between soil and agriculture are obvious, relationships between soil and other uses are often less apparent. Frequently, little attention is given to soil types and location when considering future development. One reason for this complacency is that modern engineering technology can overcome any construction problems caused by soils. While technically true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

The town's soils are predominantly Kewaunee silt loams. Slopes with these soils are mostly 6 to 12 percent with some slopes reaching 30 percent along drainage ways and in the town's southeastern portion. The Kewaunee silt loam soils are found on glacial plains and are deep, well-drained soils with underlying clayey tills. These soils are characterized by slow permeability and medium run-off. Erosion is the main hazard when these soils are cultivated. Along with the Kewaunee soils are found Manawa silty clay loams, Carbondale muck and Alluvial wet soils in and along drainage ways. In the southern part of the town, a large portion is occupied Kewaunee-Manawa complex soils, which are found on glacial till plains. Erosion and wetness are the main hazards with these soils. In the southeast corner of the town, the Kewaunee and Manawa soils give way to Waymor silt loam and Casco loam soils. The Waymor soils are deep, well-drained found on glacial plains. The Casco loams are well-drained, found on outwash plains and are generally shallow over sand and gravel. Permeability ranges from moderate to rapid and run-off is medium. Erosion is the main hazard when cultivating the Waymor and Casco soils.

### **Comprehensive Plan Goal #5 – Natural, Cultural, and Agricultural 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.*

### **Natural, Cultural, and Agricultural Resources Community Goals** (numbers correspond with top ten community goals)

1. Protect water quality and well water.
2. Maintain the town's rural atmosphere.
3. Limit mega farms.
5. Regulate spreading of manure.
6. Preserve green space and wildlife areas.
7. Preserve 35-acre lot size for rural land preservation.

Soils throughout most of the town limit conventional on-site sanitary systems because of the slow permeability in the Kewaunee soils and slow permeability and seasonal high groundwater in the Manawa soils. The soils in the southeast corner of the town have the best ratings for on-site conventional sanitary systems. The Waymor soils are rated as having slight limitations and the Casco soils are rated as having moderate limitations.

Except for the soil with steep slopes or within wetlands, most of New Denmark's soils are well-suited to all the crops commonly grown in Brown County. Additionally, soil type should also be reviewed when identifying potential sites for residential development. Poorly draining soils may provide more development and building challenges, and should be considered as part of subdivision review, where necessary.

### **Prime Farmland**

The Soil Survey of Brown County, Wisconsin, defines prime farmland as soils with capability classes of I and II. Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. Based upon the soil survey, much of the land in the town is considered prime farmland.

Much of the areas of the town not considered prime farmland are associated with wet soil conditions and with steep slopes. Much of the valleys of the Neshota River contain areas that are not considered prime farmland. Most of the areas in the town not considered prime farmland are in the eastern and northern portions of the town. Much of these areas not considered prime farmland are also wooded. These conditions reduce the soil's potential to be classified as prime farmland.

### **Productive Agricultural Lands**

Brown County's farmlands are irreplaceable resources that are invaluable to the continued well-being of the County's economy. Based on the 2020 Brown County land use inventory, the Town of New Denmark has about 13,745 acres of land devoted to agriculture. This amounts to approximately 62 percent of the town. From 2006 to 2020, the town lost about 454 acres, and the town has had a consistent decrease in agricultural lands for the past 40 years due to the decline in the agricultural economy and the changing over of agricultural lands to rural residential use. Map 7-1 identifies New Denmark's productive agricultural lands that are located throughout the town, and soil designations for prime farmland.

There are multiple factors that define productive agricultural lands. The type of soil is the most obvious and important factor because the type of soil determines in a large way the ability of an area to grow crops. Soils that have little limitations are included as prime farmland. Soils that are considered prime farmland but are in a developed state are not included. Also included are those soils that are currently in a productive state, regardless of prime farmland classification. In Map 7-1, the farmland soils generally indicate how well the soil drains, and how prone to erosion the soil might be. (Note: the soil survey is only a broad snapshot of conditions; any questions around agriculture or construction/engineering should be studied further by agricultural or engineering professionals.)

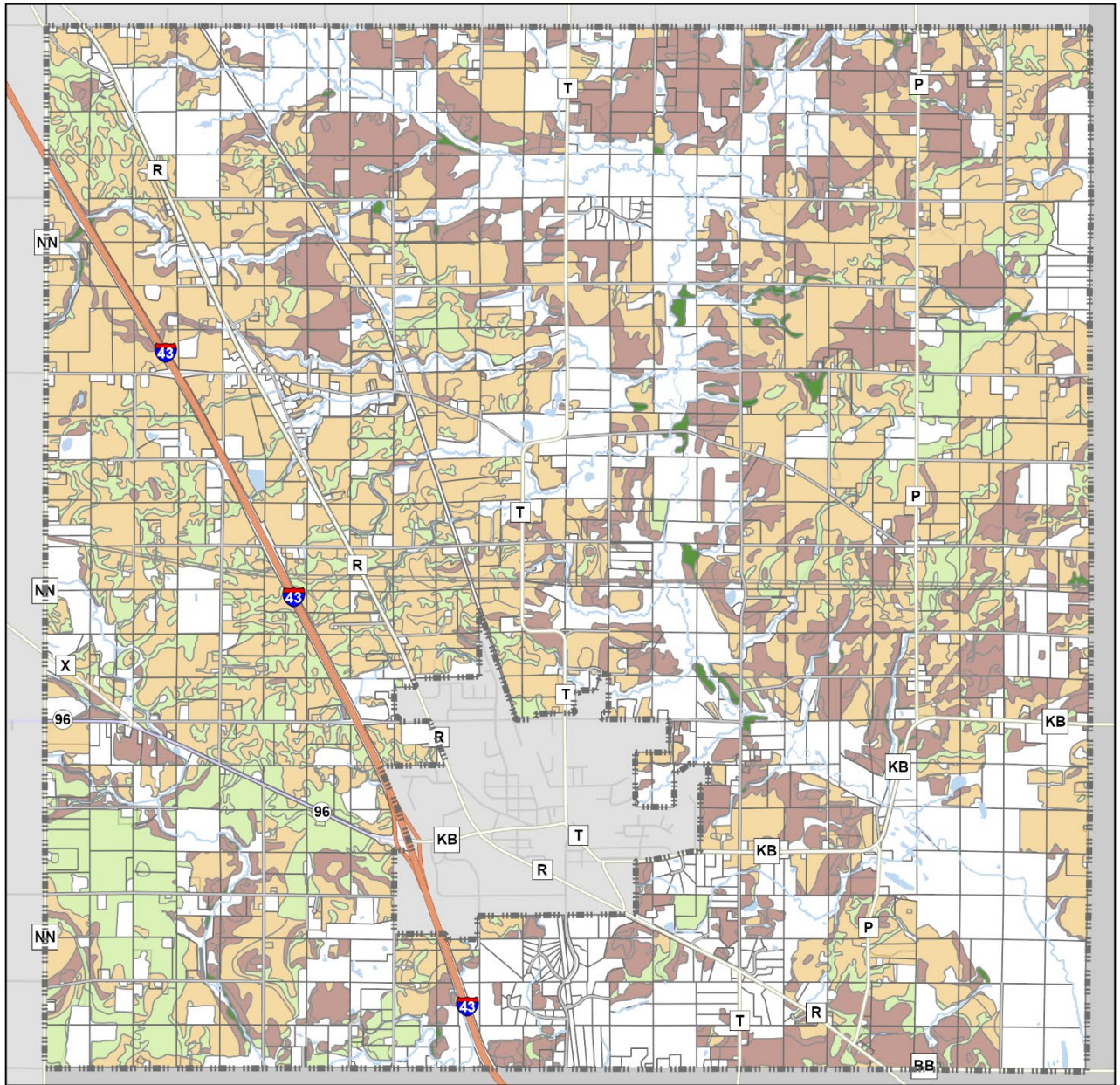
In the 2017-2027 Brown County Farmland Preservation Plan Update the town had 17,401 acres enrolled in the program, about 79% of the total land (the discrepancy between this number and the land use number is that the farmland preservation acreage includes the whole parcel, where the land use inventory only considers each land use, regardless of parcel lines).

Despite ongoing anticipated development pressures, the town wishes to retain its rural character. The Land Use Chapter will guide the town in implementing policies that encourage the preservation of farming, as well as the rural atmosphere in the town.

### **Existing Regulations and Laws Affecting Livestock Facilities**

Due to the changing farm climate, municipalities in Brown County are seeing the creation of more large dairy farms. Because of this, many communities have considered enacting local requirements to regulate this type of farm operations. Before a community determines a need to enact local regulations to regulate large animal farms, it is important for a municipality to have knowledge of and




# Map 7-1: Town of New Denmark Productive Agricultural Lands






## Productive Agricultural Land

### Farmland Soils

-  Prime farmland
-  Prime farmland where drained
-  Prime farmland where protected from flooding/infreq. flooding during growing season
-  Other farmland

-  Navigable Waters
-  Surface Water
-  Tax Parcel polygons

### Municipalities

-  Town of New Denmark
-  Village of Denmark
-  Adjacent Counties



1 inch equals 1 mile



Soils Source: USDA Natural Resources Conservation Service SSURGO (Soil Survey Geographic Database)  
Brown County Planning Commission  
Devin Yoder, Senior Planner  
Date Saved: 10/2/2020 8:48 AM



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understand the existing county and state regulations presently in place that regulate this type of farm.

### **Existing Regulations and Laws Affecting Livestock Facilities**

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The Brown County Land and Water Conservation Department administers the county's Animal Waste Management Ordinance (Chapter 26 of the Brown County Code of Ordinances, most recently revised in November 2019). This ordinance regulates the location, construction, installation, alteration, and design and use of animal waste storage facilities and animal feedlots to protect the health and safety of residents and transients, and to protect Brown County's groundwater and surface water resources. The county requires permits for animal feedlots that exceed 500 animal units or exceed the prohibitions in Section 26.11 or exceed the standards in Section 10.04 (1)(b) of the county's code; for construction of any animal waste storage facility; or for any animal feedlot that has received a notice of discharge under Wis. Stat. §283. Animal waste facility and animal feedlot plans need to provide provisions for adequate drainage and control of runoff to prevent pollution of surface water and groundwater. Permits for the above-mentioned uses require separation and setbacks from adjacent properties, from lakes and streams, wells, and vertical separation from groundwater. The ordinance prohibits overflow of manure storage facilities; unconfined manure stacking in a water quality management area; direct runoff to water bodies and it prohibits unlimited livestock access to waters of the state; and unlimited access by livestock to waters of the state in a location where high concentrations of animals prevent the maintenance of adequate sod or self-sustaining vegetative cover (does not apply to properly designed, installed and maintained livestock or farm equipment crossings).

The State of Wisconsin through the Wisconsin Department of Natural Resources (DNR) regulates manure management for all farms that have 1,000 or more animal units. A Concentrated Animal Feeding Operation Permit (CAFO) must be received from the DNR for farms exceeding 1,000 animal units. The DNR may also designate a smaller-scale animal feeding operation, with fewer than 1,000 animal units) as a CAFO if it has pollutant discharges to navigable waters or contaminates a well. Once the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The permit's purpose is to ensure that there is no discharge of pollutants to navigable waters or groundwater. Operators also must apply for permit renewal every five years and notify the DNR of any proposed construction or management changes.

Under Wisconsin's livestock facility siting law (Wis. Stat. §93.90 and Wis. Admin. Code ch. ATCP 51), local governments do not have to require conditional use or other permits for new or expanding livestock operations. If they choose to require permits for such operations, they must adopt all the standards and procedures of Wis. Stat. §93.90 and Wis. Admin. Code ch. ATCP 51. This does not affect other local ordinances such as shoreland and floodplain zoning. The standards address:

- Property line and road setbacks
- Management and training plans
- Odor management
- Nutrient management
- Manure storage facilities
- Runoff management

The livestock facility siting law does not require that local governments regulate siting of individual livestock facilities. This is a local decision, and the town has three options if they choose to regulate livestock operations:

1. **Zoning Ordinance:** The town may use conditional use permits to regulate the siting of new or expanding livestock facilities that exceed 500 animal units. Conditions of approval and procedural practice must follow Wis. Stat. §93.90 and Wis. Admin. Code ch. ATCP 51.
2. **Licensing Ordinance:** The town may adopt a licensing ordinance that requires permits for new or expanding livestock facilities that exceed 500 animal units. A licensing ordinance must be consistent with Wis. Stat. §93.90 and Wis. Admin. Code ch. ATCP 51.
3. **Rely on laws other than livestock siting to regulate operations** such as permitted uses through zoning, setbacks, and water-related regulations.

For further information, see DATCP Livestock Facility Siting resources or contact DATCP directly.

### **Surface Water**

Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Besides providing recreational opportunities, surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Sometimes lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

Because of their importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county floodland zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable.”

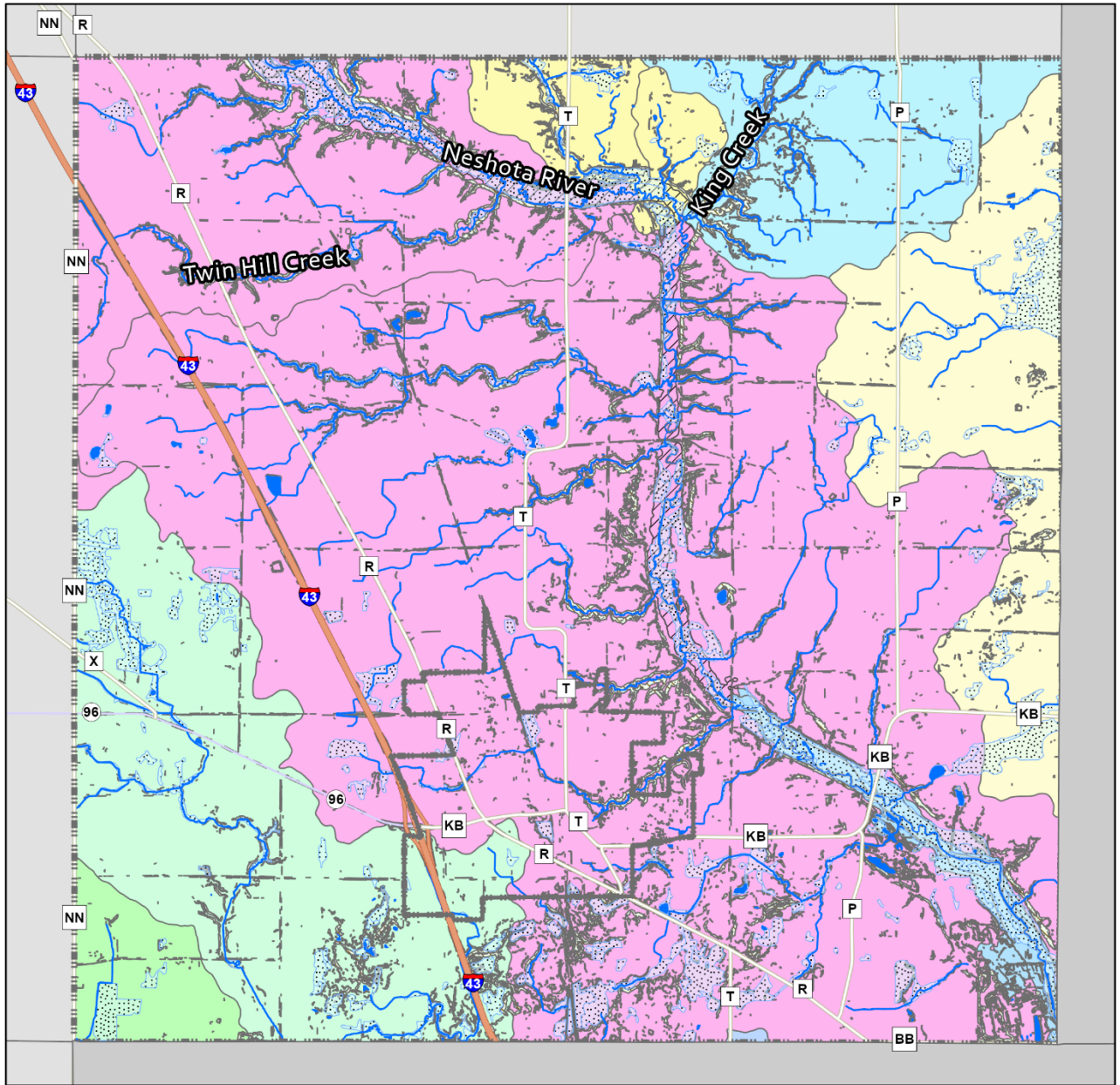
As shown in Map 7-2, the Town of New Denmark contains the Neshota River, which cuts across the eastern portion of the town as well as numerous small tributaries of Neshota River, King Creek, and Devils River. Neshota River flows from the northern portion of the Town southward and exits the town in the southeastern corner. All New Denmark is in the West Twin River watershed which drains southeastward to Lake Michigan. A watershed is an area of land where all the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway.

The Wisconsin Department of Natural Resources (WDNR) has defined the entire length of the West Twin River as having impaired water quality. This means that the water is not meeting the water quality standards for specific substances or their designated uses. Typical water quality problems include sedimentation and inorganic and synthetic organic contamination. In the West Twin River Watershed, non-point source pollution, barnyard runoff, cropland erosion, and stream bank pasturing are all issues contributing to its degradation.

Brown County has adopted Chapter 22, Shorelands and Wetlands, in the County Code of Ordinances maintain safe and healthful conditions and prevent and control water pollution. This ordinance regulates unincorporated areas in Brown County which are:

- Within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, or flowages. These are presumed to be navigable if they are listed in the Wisconsin DNR “Wisconsin Lakes” book or are shown in the USGS quadrangle maps (1:24,000 scale) or other zoning base maps.
- Within 300 feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.
- Determinations of navigability and ordinary high-water mark location shall initially be made by the zoning administrator.

# Map 7-2: Town of New Denmark Natural Resources - Water



### Sub-Watershed (West Twin River)

- Devils River
- King Creek
- Neshota River
- Unnamed
- Unnamed
- Unnamed
- Unnamed
- Navigable Waters
- Surface Water

### FEMA Flood Zone Designations

- Hig Risk Areas**
- 500-year flood area
- Area with 1% chance annual flooding
- Base floodplain

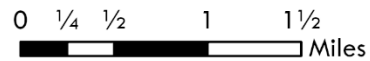
### Environmentally Sensitive Areas (ESAs)

- DNR Wetlands > 2 acres
- Steep Slopes (>= 20%)

### Municipalities

- Town of New Denmark
- Village of Denmark
- Adjacent Counties

1 inch equals 1 mile



Sources: Brown County Planning Commission, Wisconsin DNR  
 Devin Yoder, Senior Planner  
 Date Saved: 10/8/2020 4:00 PM



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The ordinance does not apply to:

- a) Lands adjacent to farm drainage ditches if:
  - 1. Such lands are not adjacent to a natural navigable stream or river.
  - 2. Those parts of such drainage ditches adjacent to such lands were not navigable streams before ditching.
- b) Lands adjacent to artificially constructed drainage ditches, ponds, or stormwater retention basins that are not hydrologically connected to a natural navigable water body.

Through implementation of Chapter 10 of the Brown County Code of Ordinances (Agricultural Shoreland Management) the Brown County Land Conservation Department has been working with rural landowners to provide a cost-share for the installation of vegetated buffer strips along waterways that flow through agricultural areas. Historically, many of these waterways were plowed through and created direct vectors for fine sediments and nutrients such as phosphorus and nitrogen to enter the surface water system downstream. Increased levels of phosphorus and nitrogen can lead to harmful algal blooms, decreased dissolved oxygen levels, and increased stress on forage and sport fish in downstream waterways. The vegetated buffer strips, typically consisting of native grasses, wildflowers, and shrubs, help to filter out suspended solids, nutrients (including phosphorus and nitrogen), fertilizers, and pesticides prior to reaching the actual waterway in the center of the buffer. Additionally, as the buffer strips mature, they create increasingly important wildlife habitat and travel corridors for songbirds, small mammals, reptiles, and amphibians. This is the most effective protection for the town's rivers, streams, and drainage ways.

The town's highest priority should be protection and preservation of its surface waters. Doing so will help establish these waters as a benefit and attraction of the community and will address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

## **Floodplains**

Floodplains are natural extensions of waterways. While all surface waters have them, their size can vary. Floodplains store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat for wildlife and serve as filters for pollution.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. The Brown County Zoning Office administers floodplain zoning within all towns in Brown County. The Neshota River is the only water body in the Town that has a mapped floodplain (Map 7-2). The portion of the Neshota River located west and north of Maribel Road has a generalized floodplain delineated while the portion of the river located east and south of Maribel Road has a floodplain/floodway delineated.

Flood studies are often undertaken by local engineering firms for waterways as part of development projects or road, bridge, or culvert crossings. Additional floodplain information may be available in the future if future development projects are proposed close to streams or small tributaries within the town. Due to the importance of floodplains for environmental, regulatory, and insurance purposes, flood studies are recommended when development is proposed adjacent to rivers and streams.

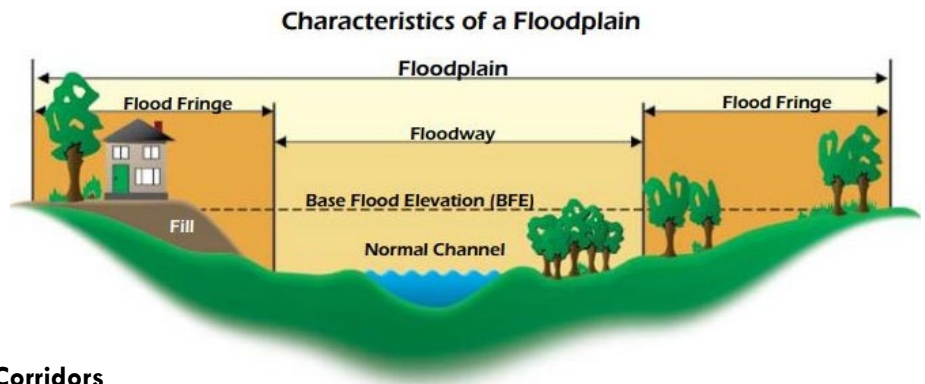
Figure 7-1 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe. Under current regulatory requirements, the floodways are off limits to development; although, development could occur within the flood fringe areas with receipt of appropriate permits and approvals. Agricultural activities could continue within the floodplain. To a degree, everyone lives in an area with some flood risk, whether it is a low, moderate, or high-risk area. Even in a low-risk area, too much rain in a short time could cause flooding.



Several activities and conditions threaten floodplains and their resource values:

- Filling, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- Grading, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- Impediments, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and any people nearby.
- Impervious surfaces, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

**Figure 7-1:** Cross-section of a floodplain, with floodway and flood fringe. Source: National Flood Insurance Program Floodplain Management Guidebook, FEMA.



### Shorelands and Stream Corridors

Shorelands connect land and water. In their natural condition, shorelands have thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged.

Like floodlands, state and local governments recognize that shorelands are important and regulate their use. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer should remain an undeveloped strip of land to protect the water from visual impacts and runoff from nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982.

Within Brown County, the Brown County Zoning Office enforces these standards with oversight provided by the Wisconsin Department of Natural Resources for towns.

Regulatory standards and restrictions do not apply to non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR.

### Flood-related Definitions

**Floodplain** – The land which has been or may be covered by floodwater during a regional flood. The floodplain includes the floodway and flood fringe areas.

**Floodway** – The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

**Flood Fringe** – The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

**Regional Flood** – That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Under current regulatory requirements, the 75 feet closest to navigable waters are generally off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area. Agricultural activities could continue within the shoreland area.

Riparian buffers are the single most effective protection for water resources. Buffers act as:

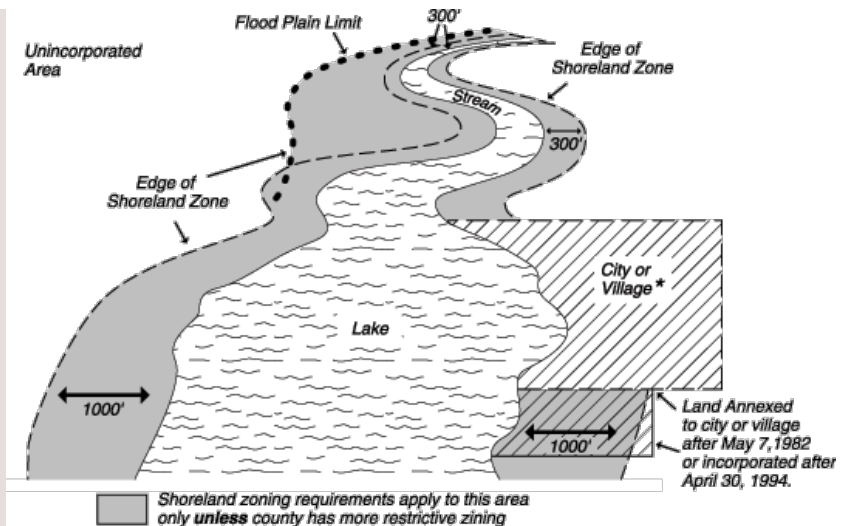
- Sediment filters, which help catch and filter out sediment and debris from surface runoff.
- Pollution filters, which traps pollutants that could otherwise wash into surface and groundwater.
- Stream flow regulators, by slowing the velocity of runoff, the riparian buffer allows water to infiltrate the soil and recharge the groundwater supply.
- Bank stabilizers, which helps to stabilize streambanks and reduce erosion.
- Bed stabilizers, which helps to reduce the amount of streambed scour by absorbing surface water runoff and slowing water velocity.
- Wildlife habitat areas that are home to a multitude of plant and animal species.
- Aquatic habit by improving the quality of nearby waters through shading, filtering and moderating streamflow and
- Recreation and aesthetic areas for hunting, fishing, wildlife viewing areas and for adding to the quality and beauty of adjoining areas.

### Shoreland-related Definitions

**Shoreland Zone** – The shoreland zone is located within 1,000 feet of a navigable lake, flowage, or pond, or within 300 feet of a navigable stream, or the landward side of a floodplain, whichever is greater.

**Ordinary High-Water Mark (OHWM)** – The OHWM is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

**Navigable** – Generally, a waterway is navigable if it has a bed and banks and can float a canoe at some time each year – even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.



\*Cities and villages are required to zone wetlands within the shoreland. Contact your zoning administrator.

**Figure 7-2:** Shorelands and shoreland zoning. In this figure, shaded areas are where the shoreland zoning rules apply. Source: Wisconsin Department of Natural Resources.

## **Wetlands**

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are important natural resources that have several significant functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

Wetlands have two broad classifications: perennial wetlands and ephemeral (intermittent) wetlands. Perennial wetlands are inundated with water for much of the year. Perennial wetlands usually support populations of water-loving plants. Ephemeral wetlands, which are sometimes called intermittent wetlands due to soil type and topography, often do not develop classic wetland characteristics since they are flooded only part of the year. Both types of wetlands are equally important.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations helps with protection, wetlands (especially smaller ones) are still lost to road construction and other development activities. Wetlands can also be drained by tiling and rerouting the surface water. Some agricultural areas are former wetlands that would probably revert to a wetland if left alone for a time.

Even if wetlands are not directly filled, drained, or developed, they still may be impacted by adjacent uses. Siltation from erosion or pollutants entering via storm water runoff can destroy the wetland. Previously healthy and diverse wetlands may be reduced to degraded “muck holes” where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife or phragmites, can also negatively affect wetlands.

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may also be regulated within wetlands. The town should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands and restoration of drained wetlands.

As shown in Map 7-2, the WDNR digital wetlands inventory identified approximately 1,895.7 acres of wetlands within the town. Most of the town’s wetland areas follow the Neshota River’s flow, with some larger wetland areas on the town’s eastern boundary and to the south of the Village of Denmark.

## **Environmentally Sensitive Areas**

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features previously noted (Map 7-2 also shows the town’s ESAs). Research and experience from throughout Wisconsin indicate that the potential exists for significant water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

Landowners in the town with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission for information about regulations involving the ESA when considering splitting off land for sale. The town zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps.

In general, development and associated filling, excavation, grading, clearing, and other land disturbing activity are prohibited within ESAs. However, farming and some types of landscape management are allowed within these areas, and certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed. Threats to ESAs are like floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs.

Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat. In conjunction with erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of microclimates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

ESAs located outside of sewer service areas (areas in a municipality where the extension of public sanitary sewer can be provided) do not come under protection by Brown County unless they are located within a proposed subdivision plat or certified survey map. While some level of protection of ESAs occurs via various levels of county, state and federal government through enforcement of shoreland, floodplain, and wetland regulations, ultimate protection of these important areas is best accomplished by the local unit of government. Local protection is sometimes afforded these natural areas through the town's zoning ordinance with the C-1 Conservancy District. Continued implementation of this district will help maintain the town's character and preserve environmental features that are attractive to present and future generations of residents. The town should also continue to proactively identify and educate town residents of the importance of ESAs.

## **Groundwater**

Groundwater begins as precipitation (rain or snow). Some of the precipitation runs off into lakes, rivers, streams, or wetlands. Some also evaporates back into the atmosphere or is absorbed by plants. Precipitation soaks into the ground past plant roots and down into the subsurface soil and rock, becoming groundwater. A layer of soil or rock that can store groundwater and yield it to wells is called an aquifer. A given area can have several aquifers, one above another.

The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands, providing a base flow for those water features.

Groundwater is currently the town's source of drinking water. The groundwater is drawn through private wells that vary in depth depending on location. The groundwater also sustains streams in the town. Groundwater protection is very important, and the greatest threats to groundwater are contamination and overuse.

Potential groundwater contamination can come from several sources, including feedlots, improper manure storage and spreading, cracked manure pits, irrigation, fertilizers, and pesticides. The contamination threat may increase with the proliferation of larger farms that contain large amounts of farm animals. Contamination also can occur from malfunctioning onsite sanitary systems or from contaminants infiltrating the groundwater via uncapped abandoned wells. It is recommended that all unused wells be capped. Overuse of the groundwater is not envisioned to be a problem within the foreseeable future. As of October 2020, there were no high-capacity wells in the town. Chapter 6 also covers groundwater quality.

Ensuring functioning onsite sanitary systems will help to protect groundwater from contamination from these systems and help protect private well water quality.

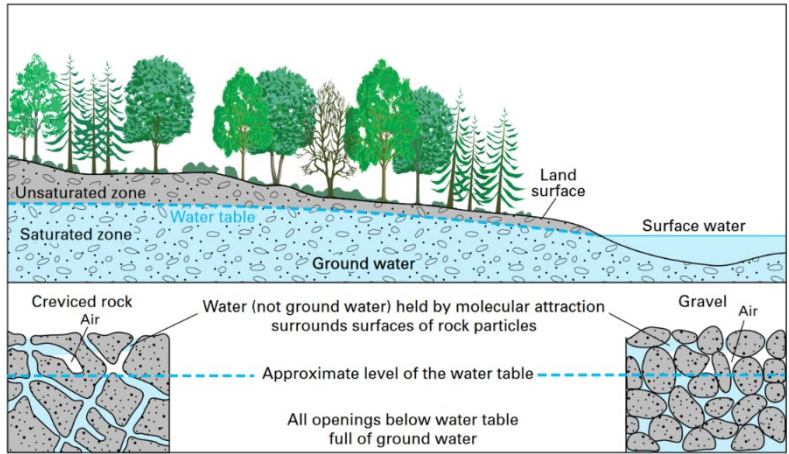
The town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Whenever there is a sale of a property that contains a house or business on the property with an onsite sanitary system, Brown County requires that the owner, prior to the sale occurring, obtain a system inspection of the onsite sanitary system to ensure that it is functioning correctly. If it is not functioning correctly, the system is required to be replaced.

The town should recommend to its residents that they periodically have their well water tested. There is no requirement to do so but periodic testing can identify problems with water quality that may not be able to be detected by the homeowner. Health officials recommend that well water be tested at least every five years.

### Woodlands

The present vegetative cover of the town has been altered considerably from its original state. Woodlands generally occupy lands within the town that are not good for agriculture. The town has a wide diversity of vegetation. Most lowland areas, rivers, and tributary valleys are vegetated with Southern and Tension Wet Mesic plant communities. These species include American elm, white cedar, hemlock, and paper birch. The lowland areas of the Neshota River valley have some very good concentrations of white cedar. The upper slopes of the river and stream valleys have well-drained soils and the plant community found on these slopes are Tension Dry Mesic communities which include white pine, white oak, white ash, red oak, sugar maple, beech, elm and aspen.

The largest wooded area in the town is in the northeast boundary of the town (along with a large portion of it in the Town of Franklin, in Kewaunee County). Several unique groves of white cedar are found along the Neshota River in the southeastern portion of the town. Most of the valleys of the Neshota River are forested. The scattered woodlots of the town are generally located on flat terrain



How ground water occurs in rocks.

**Figure 7-3:** Groundwater and water table cross section. Source: U.S. Geological Survey.

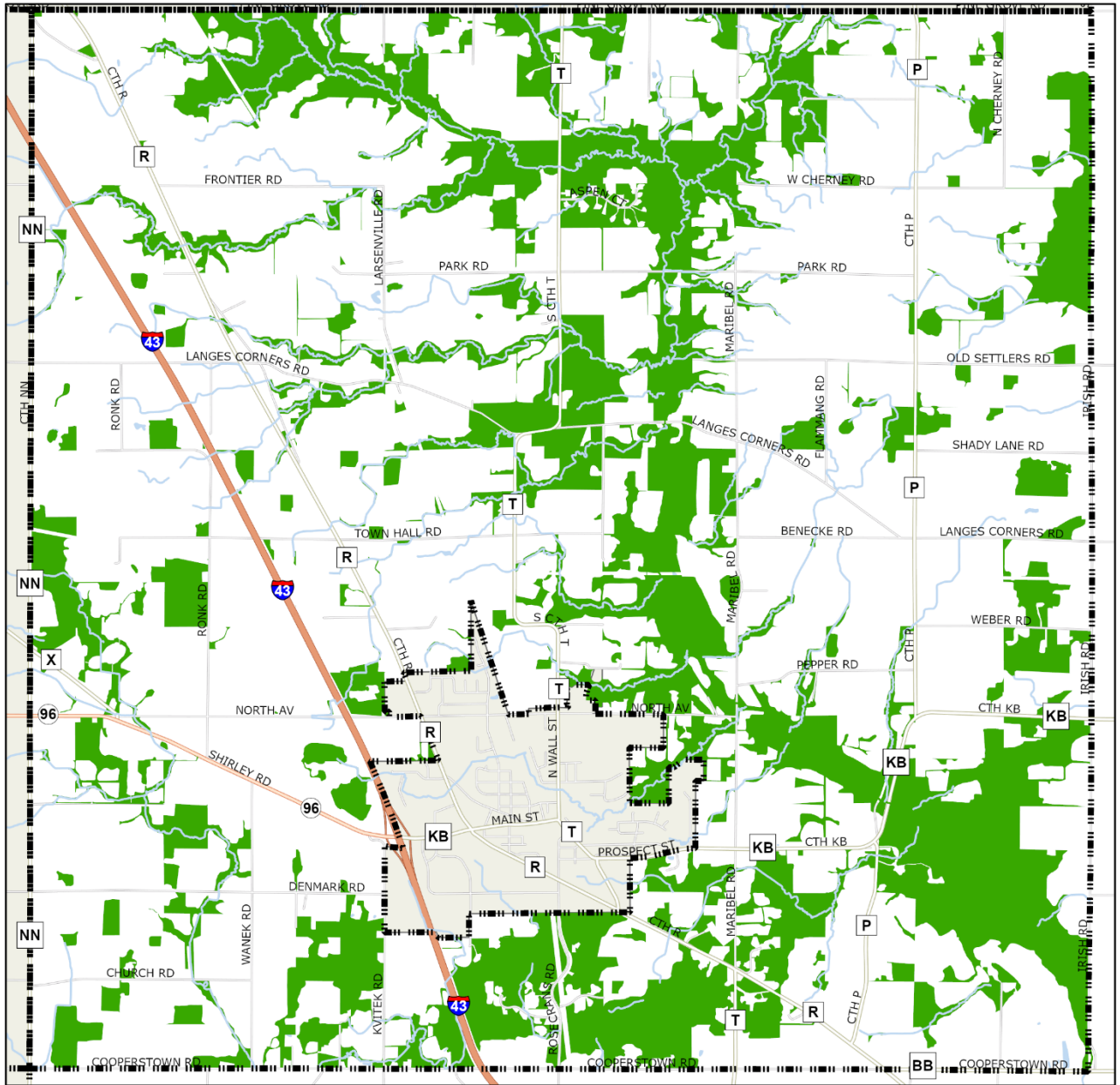
### Groundwater Definitions

**Aquifer** – A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding groundwater to wells and springs.

**Water Table** – The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

**Saturated Zone** – The zone in which the pore spaces are filled with water.

# Map 7-3: Town of New Denmark Natural Resources - Woodlands



## Brown County Land Uses

- Woodlands
- Rivers and Streams
- Surface Water

## Streets

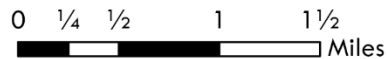
- Interstate Highway

- State, U.S. / State, U.S. Highway
- County Highway
- Local Road or Street
- Ramp

## Municipalities

- Municipalities
- Municipal Lines

1 inch equals 1 mile



Sources: Brown County Planning Commission  
Devin Yocler, Senior Planner  
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and are usually composed of a combination of elm, birch, white oak and some white pine. The 2020 update of the Brown County Land Use Inventory indicates that there were 3,899 acres of woodlands in New Denmark. The locations of the town's woodlands are shown in Map 7-3. Natural areas in the Town account for approximately 5,889 acres. Natural areas include woodlands, wetlands, water bodies, and brush lands.

Development is the primary threat to New Denmark's remaining woodlands. Rural residential development often seeks out wooded areas. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the perceived rural atmosphere of the town.

Other threats to the woodlands of New Denmark include improper management (such as the over-harvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. If a wooded area is going to be developed, care must be taken so the area is not cut up into numerous lots with the result being degradation of the woodlands. Development options, such as conservation by design subdivisions, are much better for preserving a wooded environment than conventional subdivision development.

### **Wildlife Habitat**

Preservation and protection of surface waters, floodplains, shorelands, wetlands, and woodlands preserves and protects wildlife habitat at the same time. The best wildlife habitat within the town is contained in its woodlands, wetlands, and stream corridors. Large tracts of woodlands or wetland-type vegetation offer areas for wildlife movement. While the threat of the loss of wetland habitat has been greatly diminished due to applicable federal, state, and local regulations, wetland areas are still affected by development around its edges by regional issues, such as water quality, and by potential invasion of exotic species. Wildlife habitat not protected by wetland regulations is subject to deterioration or elimination by new development. The best protection of wildlife habitat is by careful planning and preserving the rural areas of a community. Wild game birds and mammals found in the town include ducks, geese, woodcock, pheasant, ruffed grouse, turkeys, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

### **Threatened and Endangered Species**

An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. Federal and state laws protect endangered and threatened species. Activities that impact state- or federally-listed animals on public or private lands and plants on public lands are prohibited under the respective state and federal laws. This protection is usually accomplished during the federal and state permit review process, but it is ultimately the responsibility of a project proponent and property owner to ensure they are not in violation of endangered species laws.

An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI) which maintains data on the generalized locations and status of rare species in Wisconsin.

According to the NHI, threatened or endangered species of general communities, invertebrates, or plants occurring within or in proximity to New Denmark include the following:

- Northern Mesic Forest (Community)
- Cherrystone Drop (Snail – Invertebrate)
- Black Striate (Snail – Invertebrate)
- Snow Trillium (Plant)

Rare species and natural communities are important components of the Town of New Denmark's natural resources, and protecting these resources is essential to ensure the long-term sustainability of the town's environment. One of the primary threats to these species and other wildlife species are the loss of wetlands and other habitats due to development. Federal and state regulations discourage and sometimes prohibit development where such species are located.

### **Scenic Resources and Topography**

The Town of New Denmark is situated on a hilly glacial moraine and is one of the most picturesque towns in Brown County because of the varying terrain. The terrain in the town is generally rolling however there are abrupt topography changes in the eastern and northern portions of the town. The Neshota River has cut a deep valley in some areas, resulting in differences in elevation from 700 feet above mean sea level (AMSL) at the river's shoreline to 940 feet AMSL at some of the upland hills. Areas in the western portion of the town that were overlain by glaciers contain remnants of buried forest.

The Neshota River is the feature that causes some of the most scenic and spectacular landscape found in Brown County. The deep river valley with its wooded shorelines and wooded feeder tributaries cutting through the rugged topography is truly a unique and environmentally significant resource. The forested wetland areas in the northwestern portion of the town offer good scenery, as well as providing habitat for different species of wildlife that utilize the wetland habitats of the area. The higher elevated areas in the far eastern portions of the town offer a panoramic view of the rest of the town. Because of the contrast they provide from the surrounding landscape, all the forested areas in the town are also scenic resources. Protection of these areas of the town adds to the attractiveness of the town as a place to live.

### **Mineral Resources**

The State of Wisconsin passed a nonmetallic mining law in 1994 that requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Additionally, if the land is zoned, the existing zoning at the time of registration must have allowed mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and could be renewed for an additional ten years. Full registration process must be undertaken once again after 20 years. The law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law, Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135, in 2000. The nonmetallic mining reclamation law requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. The administrative code further states that the county ordinance will apply to every city, village, or town within the county until such time as the city, village, or town adopts and administers the ordinance itself.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. The Town of New Denmark, like most municipalities in Brown County opted not to adopt and enforce its own mining reclamation ordinance and instead have Brown County's ordinance have jurisdiction within New Denmark.

Brown County has several active quarries that mine dolomite, sandstone, limestone, or crushed stone (sand or gravel). Glacial action formed some substantial sand and gravel deposits in the Town of New Denmark. Previous research showed that there were numerous sand and gravel pits located in the Town in 1979 and before. Currently there is one large operating sand and gravel pit in the town that



cover several forty-acre parcels that has filed a reclamation plan with Brown County the southeastern corner of the town.

Because of the potential for both significant positive economic impacts, as well as significant negative environmental and land use impacts, the Town Planning Commission and Town Board should review the Town's Zoning Ordinance regarding nonmetallic mining operations and consider conditions, such as requiring nonmetallic mining operations to be a set number of feet away from environmentally sensitive areas and residential uses and identifying appropriate hours for operation that should be required prior to operation of such use in the town.

### **Historic Buildings**

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) tracking historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible.

There are 45 records listed in the AHI for the Town of New Denmark. None are listed in the national or state registry of historic places. Most of the records (25) are residences. Also listed are four barns, two school buildings, two retail buildings, two cheese factory buildings, two retail buildings, two outbuildings, a bridge, and other sorted buildings. While the records exist, some buildings may not.

The town should consider consulting with the State Historical Society to consider appropriate designation and advice on possible preservation of potential historic sites as they are identified to maintain examples of the town's culture and history.

### **Archaeological Resources**

Archaeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of the Town of New Denmark. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archaeological sites. Developing these sites before they can be catalogued and studied is the threat to this resource.

Archaeological sites include places where people lived, where they worked, and where they worshipped. These sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed. The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory, a component of the Wisconsin Archaeological and Historic Reference Database. Previous reviews only showed five cemeteries and five campsite/village sites located in the town that are on the site list. The extent to which the town has been surveyed for the presence of archaeological sites is currently unknown and there could be other sites that are not shown on the list.

A check of the files of the Brown County Museum indicated that nothing relating to the Town of New Denmark was contained in the Museum files.

Previously some areas of the town have remnants of buried forests that have been unearthed during excavation. Deposits from the glaciers buried the forests and have slowed the vegetative decay process.

Because of the importance of archaeological sites to the preservation of the town's culture and history, it is recommended that the affected property owners and the town consider appropriate designation and preservation of these sites as they are discovered. Officials of the Neville Public Museum or the State Historical Society should be notified if area residents find artifacts within the town. The State Historical Society recommends that archaeological investigations be completed at locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

# RECOMMENDED POLICIES, PROGRAMS, AND ACTIONS

The Town of New Denmark has several ways it can take to achieve the natural, cultural, and agricultural resources goals and objectives listed in the plan's Issues and Opportunities Chapter. They range from specific one-time actions to broad ongoing programs. These recommendations are addressed in this section.

## **Farmland Preservation**

While New Denmark has lost some agricultural land over the years, it is doing a fairly good job among municipalities in Brown County in the preservation of farmland within its borders. The Farmland Preservation Program is a State of Wisconsin program that provides tax credits for landowners who keep their land in agricultural use and utilize soil conservation techniques. Most of the land area within the town is zoned Agricultural. The Town Zoning Ordinance and Zoning Map were certified by the State in 1985, this has enabled landowners in the town to obtain yearly tax credits from the state, if they qualify for such tax credits and if they decide to pursue the opportunity. Continuation of the 35-acre minimum lot size for residences in the Agricultural zone and limiting rezonings within the same zoning district will help to preserve the farmland in the Town, retain the Town's rural atmosphere, and allow qualified landowners to continue to receive tax credits from the state. Maintaining the 35-acre minimum lot size for a new home in the Agricultural Zone was still one of the top-ten rated issues to come out of the town visioning session.

## **Purchase of Agricultural Conservation Easements**

In trying to help preserve farmland, some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. There are also conservation organizations or trust groups that also purchase development rights. This farmland preservation tool benefits the farmer, as well as the community. The farmer can benefit financially on the development potential of the land while keeping it in production, maintaining all other rights to the land, including the right to live on the land and farm it, and excluding trespassers. The farmer may enjoy reduced income taxes and estate taxes. The monies received for the easement can be used for farm improvements, making the farm more productive and economically palatable to the community. The community will enjoy all the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland.

While this tool is an effective one at preserving farmland, it is expensive, and communities should understand that before choosing this option. This type of program can be funded through various options; including an increase in property taxes and building permit fees. A community can explore potential state or federal grant programs that would assist in funding these efforts. One potential program is the Agricultural Conservation Easement Program (ACEP) sponsored by the USDA's Natural Resource Conservation Service (NRCS). This program helps state, tribal, or local government entities purchase development rights to keep productive farmland in agricultural use. If the land qualifies, the NRCS has provided up to 50 percent of the cost of purchasing the easement. To qualify, farmland must:

- Be part of a pending offer from a state, tribe, or local farmland preservation program.
- Be privately owned or Tribal land.
- Have a conservation plan.
- Be large enough to sustain agricultural production.
- Be accessible to markets for what the land produces.
- Have adequate infrastructure and agricultural support services.
- Have surrounding parcels of land that can support long-term agricultural production.

## **Creation of Parks**

Parks often include or are located adjacent to natural resource features, such as woodlands, wetlands, stream corridors, and scenic, historic, or archaeological sites of importance to a municipality. This allows greater public accessibility to natural and cultural resources and potentially enhances their protection through public ownership. This can also connect parks through natural resource corridors. Future parks and recreational facilities can be coordinated with adjoining communities and counties to allow for potential regional trails, avoid redundant or competing facilities, and foster cooperation and efficiency.

## **Natural Corridors (Parkways)**

Stream and river corridors are often preserved by local units of government as natural corridors or parkways because of the benefits they bring to the community. Among the benefits derived by keeping intensive development out of stream corridors are improved water quality, preservation and maintenance of wildlife habitat, an increase in recreational opportunities, and preservation of scenic areas.

The Neshota River drainage corridor is a parkway candidate within the town. The preserved corridor could remain mostly undeveloped as wildlife corridors and to preserve natural beauty, provide stormwater management areas, and link areas of the town together. Trails could be located within the parkways. Parkway also enhance public access and allow the town to capitalize on the intrinsic value of its most notable natural features.

The town may want to consider acquiring ownership of the corridor if it makes sense. Parkway acquisition can occur when adjacent lands are developed and can be accomplished either through dedication or purchase. Once development occurs, however, it is often very difficult to purchase property for public use purposes. Sometimes land is acquired through dedication, which provides tax benefits to the landowner and means that taxes will not need to be paid on land that, if kept in private hands, may not be able to be used for development purposes anyway. The town should consider studying the Neshota River within the town to determine the benefits that parkway designation and acquisition could bring. The town would need to weigh the benefits to the general public if a cost is associated with acquisition of the land. If public acquisition is not feasible, private ownership subject to conservation easements could be considered, as well as conservancy zoning. Much of the length of the corridor of the river within the town is already zoned Conservancy by the town. A portion of the corridor is also part of Neshota Park, a Brown County owned facility.

## **Conservancy Zoning**

The town has a conservancy zoning classification within the Town Zoning Ordinance. Areas of the town that are zoned C-1 Conservancy District mainly consist of isolated wet low areas and areas adjacent to stream corridors. It is unclear however what criteria was used to establish the Conservancy zoning locations as the Conservancy zoning was established and adopted as part of the Town Zoning Map in 1975. A review and comparison of the conservancy areas on the Town Zoning map with the Wisconsin DNR Wetlands Inventory Map indicates that not all the wetlands on the DNR Wetlands Inventory Map are identified on the town zoning map as Conservancy zoning. The town should consider including all wetlands identified in the DNR Wetlands Inventory Map as conservancy zoning candidates to be added to the town zoning map. It should also review the other Conservancy zoned areas to determine their appropriateness. Strict criteria should be used to delineate and designate any additions to the town conservancy zoning boundaries so that the town is consistent in its application. Conservancy zoning areas can include such natural features as wetlands, floodplains and drainageways. The zoning map review also identified some inaccuracies as to location of some of the existing Conservancy-zoned areas relative to their proximity to streams and wet areas. The conservancy zoned areas should include:

- All wetlands identified on the Wisconsin Department of Natural Resources Wetlands Inventory Map.
- All mapped floodplain areas.

- All lands located within 75 feet of a navigable stream.
- All steep slopes 20% or greater, including a 20-foot area beyond termination of the 20% or greater steep sloped areas that extend out from a floodway, wetland, or adjacent to an area that is located 75 feet from a navigable stream.

Implementation of this recommendation means that all navigable streams within the town could have Conservancy-zoned areas adjacent to the streams. Map 7-4 on the following page shows areas zoned C-1, along with navigable streams and buffers, base floodplains, and wetlands. Woodland land uses are also displayed to the extent they are covered by the C-1 zoning district. Steep-sloped areas are not shown on the map and must be reviewed on a case-by-case field verification due to the parcel-level detail to be considered. The areas not covered by the C-1 Conservancy zoning could be eligible for that zoning also.

The highest ranked issue to come out of the town visioning session was to “protect water quality and well water” and the sixth highest rated issue was to “preserve green space and wildlife areas.” Implementation of the conservancy zoning recommendations will help to implement these visioning goals.

The Conservancy zoning classification provides several benefits relating to protection of natural resources. It provides protection of these important features through the regulations contained within it. It can be used to advise the property owner of the areas where development can and cannot occur. Even though other governmental regulations exist to prevent destruction and development within a wetland, the location of a wetland may be unknown to the existing property owner or prospective developer who may think that the land is entirely usable for development. The conservancy district may also provide additional areas for storm water management, recreation and open space, and buffers between various land uses. Additional benefits include protection of significant wildlife habitat, as well as threatened and endangered plant and animal species.

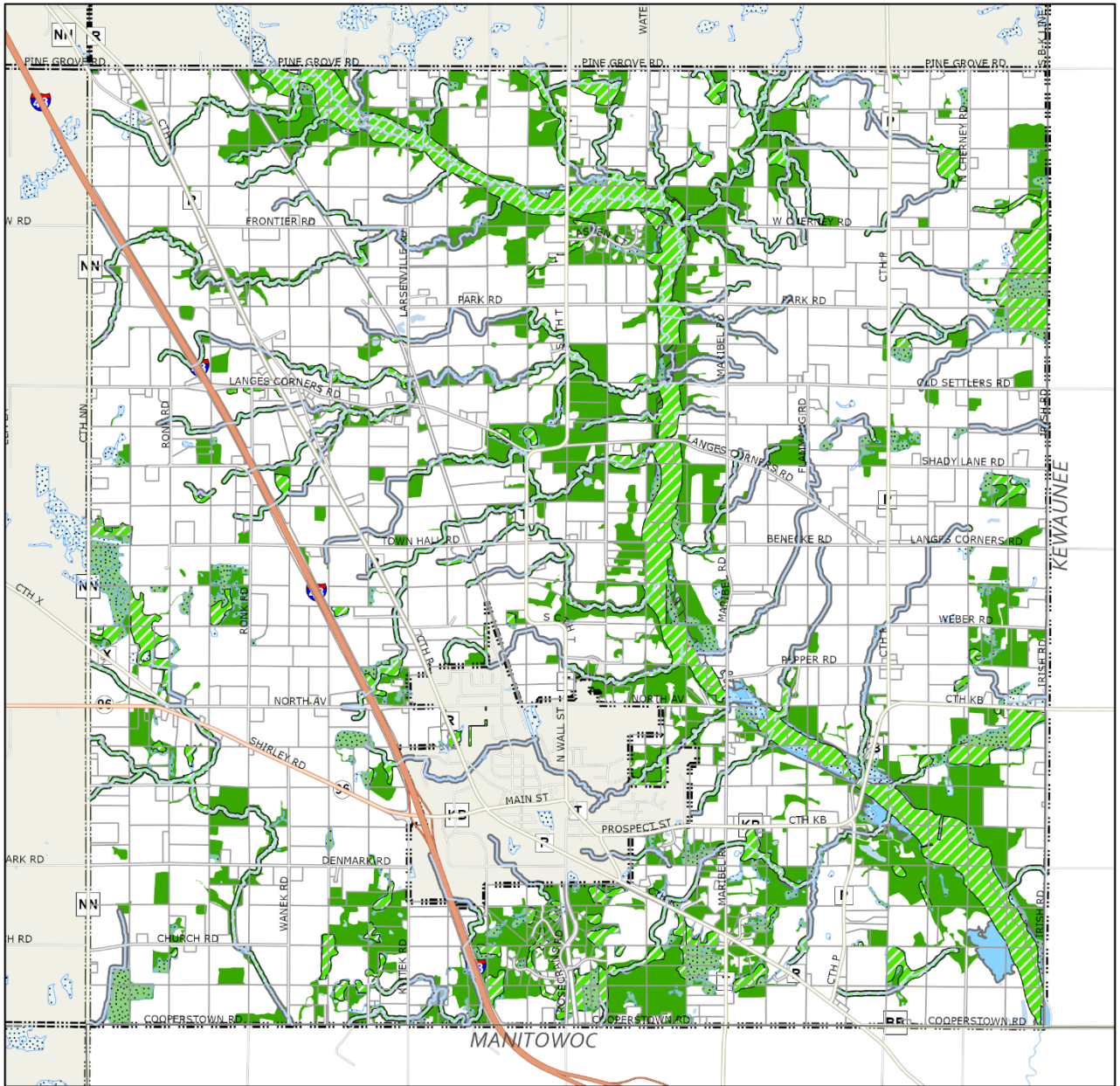
### **Promotion of Flexible Development Practices**

The promotion of flexible or alternative development approaches and zoning techniques can help preserve the agricultural and natural resources within the town and help retain the rural feel. Too often municipal zoning ordinances lack the flexibility and the ability to approve different development techniques that may do a better job of preserving the natural resources of a community. A community must be willing to “think out of the box” if the result will yield positive results for the community.

To promote such development practices that preserve more of the natural areas of the community compared to conventional development practices, greater flexibility and incentives should be inserted into New Denmark’s development codes. Developers and town officials should promote a harmonious relationship between the natural landscape and the built environment and strive to encourage preservation of natural areas within newly developed areas. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the number of impervious surfaces, such as roads. Clustering development on a site can preserve large blocks of environmentally sensitive areas that would normally be divided into lots under conventional development patterns.

Conservation subdivision development is a development technique that is an alternative to conventional subdivision development that is better suited in protecting the natural environment than conventional subdivision development, especially blocks of natural areas. Many municipal zoning ordinances do not allow for conservation subdivision development to take place. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain natural features that a community may want to preserve. Allowing reduced lot sizes, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered as an alternative to conventional subdivision development if a community allows such residential development activity to take place outside of the sanitary district.

# Map 7-4: Conservancy Zoning Recommendations



## Existing New Denmark Conservancy Zoning

### Zone

C-1 Conservancy

Streams

Streams Buffer

DNR Wetlands > 2 acres

## FEMA Flood Zone Designations

### High-Risk Areas

500-year flood area

Area with 1% chance annual flooding

Base floodplain

## Brown County Land Uses

Woodlands

Surface Water

## Municipal Lines

Municipal Lines

## Tax Parcels

Tax Parcels

1 inch equals 1 mile

0 1/4 1/2 1 1 1/2 Miles



Sources: Brown County Planning Commission  
Devin Yoder, Senior Planner  
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Besides conservation subdivisions, there are several other alternative zoning techniques that can allow some development within the town while still retaining the rural atmosphere that the town residents want to retain. Alternatives, such as maximum lot sizes, sliding scale zoning (where the number of additional lots created is based on the size of the parent parcel), and allowing limited development only on non-productive agricultural lands are options available to the town.

### **Education and Citizen Participation**

Spreading knowledge of the importance of the town's natural resources, as well as ways to maintain them, is an essential implementation tool. Educating property owners along creeks about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to New Denmark residents to provide information on such topics as tree trimming tips and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

The town should consider erecting signs that identify the names of creeks at road crossings. These signs are a good way to raise awareness of drainageways. Unnamed creeks could have names established, perhaps by honoring landowners along them or through school naming contests. The town zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps as another way of raising awareness of the importance of these features and getting people to think about these same natural features.

# NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

## Comprehensive Plan Goal #5 – Natural, Cultural, and Agricultural 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.

### Objectives

1. *Continue to protect and enhance the town's natural resources.*
  - a) Support Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
  - b) The town should continue to recommend that residents periodically have their well water tested.
  - c) The town should consider adding to the Conservancy-zoned areas within the Town Zoning Map based on recommendations contained under Conservancy Zoning heading in this chapter.
  - d) The town should continue to do what is necessary to protect the beauty of the Neshota River valley.
  - e) The town zoning administrator should contact the Brown County Planning Commission staff about enforcement and regulation of environmentally sensitive areas (ESAs) that often show up and are identified on subdivision plats and certified survey maps within the town.
  - f) The town should consider adopting a construction site erosion control ordinance.
  - g) The town should continue supporting Brown County's Ordinance Code Chapter 10 (Agricultural Shoreland Management) and the Brown County Land Conservation Department on agricultural shoreland management.
  - h) The town should consider adopting flexible zoning techniques for future development if the result will be better conservation of natural and agricultural areas and less detrimental impacts on the environment.
  - i) The town should require flood studies prior to land division or development adjacent to its rivers, streams, and drainageways when such studies do not exist and when benefits would result from a study.
  - j) The town should review the Artificial Lakes section of the Town Zoning Ordinance to see if any changes are necessary. The zoning districts where such lakes are allowed, the size of the lakes and required setbacks are potential items that should be reviewed, along with excavation regulations and requirements.
  - k) The town should monitor the recommendations contained in the Brown County Open Space and Outdoor Recreation Plan related to Neshota Park, and any references to a Neshota River Parkway when it's updated for future planning purposes.

2. *Continue to protect and enhance the town's agricultural resources.*

- a) The town of New Denmark should encourage and support the efforts of the Brown County Land Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the town, including supporting agricultural best management practices like conservation tillage, crop rotation, and control of livestock access to streams.
- b) The town should continue to preserve its productive agricultural lands through proper zoning and planning that includes continuation of the A-G Agricultural District.
- c) The town should review the existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the town has about large-scale farming operations. The town should modify its ordinances, where it has the authority to do so, if it concludes that the existing regulations fall short in some areas.
- d) The town should encourage and support the Brown County Zoning Office's floodplain and shoreland zoning efforts, particularly as they relate to protection of the town's rivers, streams, drainageways, and wetlands.
- e) The town should continue to participate in and support the Farmland Preservation Program.

3. *Continue to protect and enhance the town's cultural resources.*

- a) The town should consider protection of its identified historic structures in order to preserve remnants of the town's history and culture.





# UTILITIES AND COMMUNITY FACILITIES

## Chapter 7

# INTRODUCTION

The presence and provision of public facilities and services within a community are closely intertwined with the growth and development patterns that the community experiences. The type and quality of services a community provides are among the most important reasons why people and businesses are attracted to and choose to remain within a community. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns. A municipality should continuously monitor the services it provides to ensure the continued provision in the most cost-effective manner possible consistent with its long-term goals, trends, and projections. When necessary, it should upgrade and expand its existing services and facilities, as well as consider the provision of new services or facilities. The analyses and recommendations within this chapter of the Town of New Denmark Comprehensive Plan are steps in that process. This plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

## Background

The Town of New Denmark is a rural community that provides several governmental services. Several utility and community facilities available within the Town of New Denmark are identified in the following paragraphs. The town will periodically need to review the level of services that it provides, and if a need for additional services is determined, the town should promptly and efficiently obtain those services.

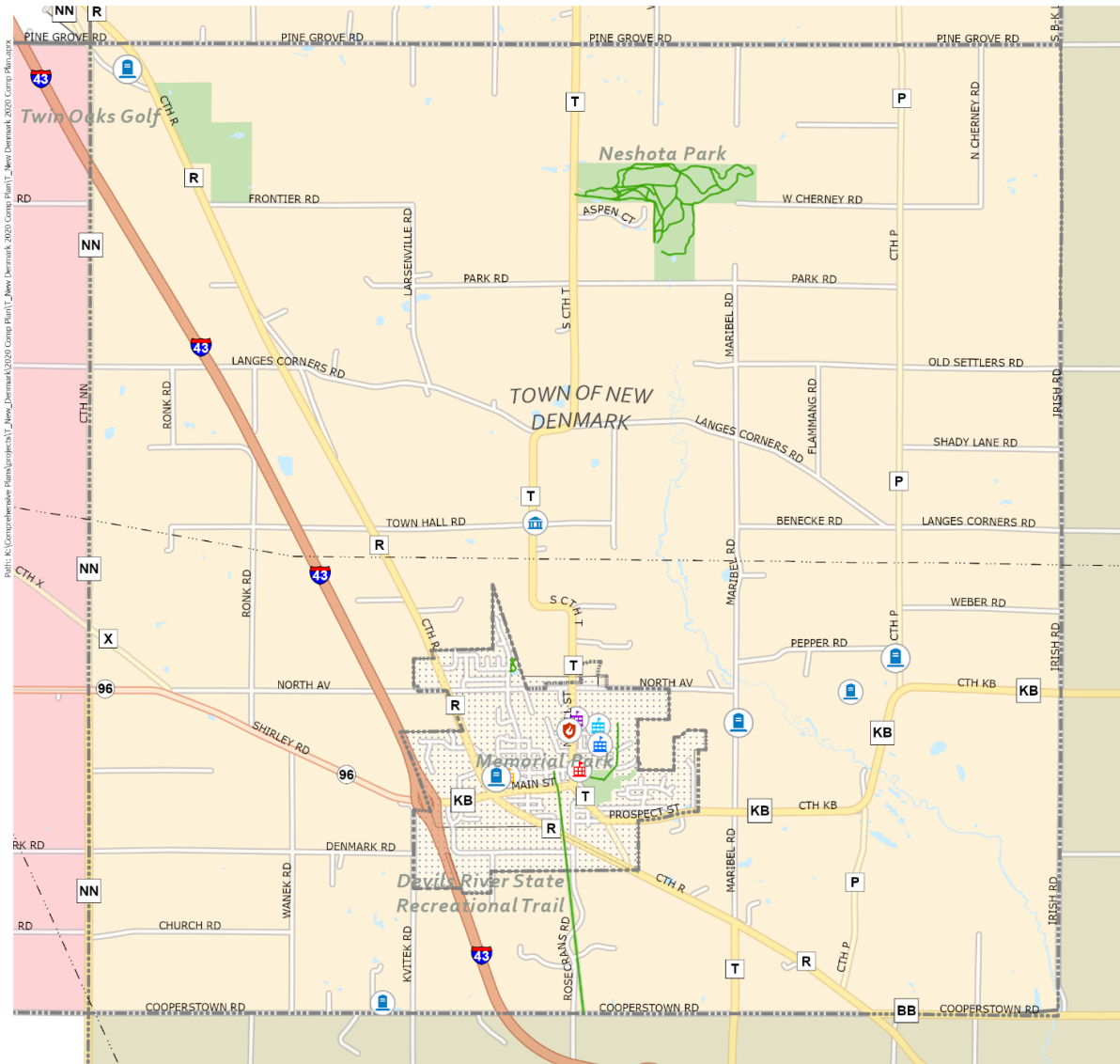
### **Comprehensive Plan Goal #6 – Utilities and Community Facilities Goal**

*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.*

#### **Utilities and Community Facilities-Related Community Goals** (numbers correspond with top ten community goals)

1. Protect water quality and well water.
4. Improve road conditions.
6. Preserve green space and wildlife areas.
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.

# Map 6-1: Town of New Denmark Utilities and Community Facilities



<b>Schools</b>	<b>Fire District</b>	--- Transmission Line	
<b>Grades</b>	Denmark Fire / County Rescue / Morrison 1R	Trails	
1-5	Denmark Fire Dept	Surface Water	
6-8		Parks	
9-12	<b>Utilities and Community Facilities</b>	Sewer Service Area (SSA)	
K4-8	Town Hall	Adjacent Counties	
K4-KG	Cemetery	Municipal Lines	
	Fire Station		

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: 8/7/2020 11:24 AM

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# INVENTORY AND ANALYSIS

## **Sanitary Sewer Service**

New Denmark does not have sanitary sewer service provided within the town. The Village of Denmark operates a sewage treatment plant that provides sanitary sewer treatment for properties located within the village. While there are no plans to extend sanitary sewer service into the town, it may make sense for the town to broach the subject with the village if it enters intergovernmental talks with the village. Properties located adjacent to the village would obviously be potential locations for the extension of this service. The attractiveness of the area around the I-43 interchange for business or industrial development would benefit and be enhanced by such service.

## **Onsite Sewage Disposal Systems**

Onsite sanitary sewage disposal systems handle sanitary sewage disposal in the town. Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by public sanitary sewer systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure systems used by individual homeowners and small businesses located in rural areas.

In 1969, Brown County created Chapter 11 (the Brown County Private Sewage System Ordinance) of the Brown County Code, pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which regulate the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the county so as to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities.

In 2001, the Wisconsin Department of Commerce adopted revisions to Wisconsin Administrative Code COMM 83 (Private Onsite Wastewater Treatment System) to recognize new technologies, provide consistent application of the code, incorporate new standards, provide more options to owners, improve treatment, revise outdated rules, address legislative intent, and define agency roles. These changes have been reflected in Chapter 11 of the Brown County Code and have increased the private onsite systems options and opportunities within Brown County communities.

Soils in much of the town have slow water permeability and are limited for conventional disposal fields. However, there are pockets of good soils where there are few limitations. Mound systems often overcome limitations for conventional disposal systems, and if not, holding tanks are used. A mound system only requires a minimum of six inches of good acceptable soil for installation besides the required amount of sand that would be brought into the site by the system installer and added to the native soil. A review of the permits issued by the Brown County Zoning Department for the various types of disposal systems in the town confirms the fact about soil limitations for conventional disposal fields in the town. The great majority of new systems that are installed in the town are mound systems.

The Brown County Zoning Department has been collecting detailed information on all POWTS within Brown County since 1977. For the period of 2008 thru the end of July 2020, the Brown County Zoning Department issued 14 sanitary permits for the installation of septic systems, 16 permits for the installation of holding tanks, and 93 permits for the installation of mound systems in the Town of New Denmark. The sanitary permits issued included permits for new systems and for replacement systems.

The town should ensure the long-term viability of private onsite sewage disposal systems in the town through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of associated residence or building. The sewage system ordinance also requires that all POWTS installed after January 17, 1990, be maintained and serviced and that a licensed plumber or septic inspector certify every three years that the POWTS is in proper working condition and that the tank was recently pumped or that it was recently inspected and is less than one-third full of sludge or scum. This will help ensure that the POWTS are working properly and are not an environmental hazard to the groundwater. The town should encourage Brown County to require inspection and inclusion in the mandatory 3-year maintenance program of all private sewage disposal systems in Brown County. The town should also think about providing periodic informational articles regarding proper care and maintenance of private sewage systems to town residents.

## **Water Supply**

Groundwater has always been the source of all drinking water and most other water uses within the Town of New Denmark. All residents and businesses have their own private wells for potable water use. Groundwater from private wells is generally of good quality. There is no municipal water supply system in the Town.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. Most water sources contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria, inorganics, such as salts and metals, pesticides or herbicides, organic chemicals, such as petroleum byproducts, and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater using numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

According to the University of Wisconsin-Extension, groundwater pollutants in rural parts of Wisconsin may include nitrogen from fertilizers, animal wastes, septic systems, and other bio-solids. Nitrogen and its more mobile form of nitrate may lead to severe health issues in infants and has possible links to birth defects, miscarriages, and various cancers. A second common groundwater pollutant found in wells is coliform bacteria, which generally do not cause illness by itself, but rather indicate a pathway may exist for more dangerous viruses and bacteria, such as e. coli, to enter the well.

A review of the UW-Stevens Point Center for Watershed Science and Education Private Wells Groundwater Quality online mapping application indicated that none of the 77 wells sampled in the town exceeded the MCL health standard (>10 mg/l) for nitrogen/nitrate, and only three out of 21 of tested wells indicated the presence of bacteria<sup>6-1</sup>.

Private wells do not require the monitoring and testing that is required of a public water supply, and reports and tests can be conducted on an individual basis for residents who request that their wells be tested. The DNR recommends testing private wells once a year for coliform bacteria contamination and any time the appearance, taste, or smell changes<sup>6-2</sup>.

Protecting New Denmark's groundwater is very important because it is the primary drinking water source in the town. The greatest threats to groundwater are contamination and overuse. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. The contamination threat may increase with the proliferation of larger farms that contain large amounts of farm animals. Contamination can also occur from malfunctioning onsite sanitary systems. Groundwater overuse is not an anticipated problem in the foreseeable future.

Ensuring functioning onsite sanitary systems will help to protect groundwater from contamination from these systems and help protect private well water quality. The town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Whenever there is a sale of a property that contains a house or business on the property with an onsite sanitary system, Brown County requires that the owner, prior to the sale occurring, obtain a system inspection of the onsite sanitary system to ensure that it is functioning correctly. If it is not functioning correctly, the system is required to be replaced.

In order to ensure that town residents understand the necessary maintenance and care associated with a private drinking water supply, the town should provide educational materials, such as the WDNR publication "Answers to Your Questions About Groundwater," to town residents and should provide informational articles and resources in a town newsletter or website<sup>6-3</sup>.

The town should also recommend to its residents that they periodically have their well water tested. There is no requirement to do so but periodic testing can identify problems with water quality that may not be able to be detected by the homeowner. Health officials recommend that well water be tested at least every five years.

Abandoned or unused wells pose a great threat to the safety and quality of groundwater. An unused well provides a direct path for contaminants and pollutants to the underground aquifers that supply working wells. Water and effluent that gets into an abandoned well bypasses the purifying action that normally takes place in the upper layers of the soil and directly enters the aquifer used to supply drinking water to nearby residents.

<sup>6-1</sup>UW-Extension Center for Watershed Science and Education Wisconsin Well Water Quality Viewer. [https://gissrv3.uwsp.edu/webapps/gwc/pri\\_wells/](https://gissrv3.uwsp.edu/webapps/gwc/pri_wells/).

<sup>6-2</sup> Wisconsin Department of Natural Resources. *Test Your Private Well Water Annually*. <https://dnr.wisconsin.gov/topic/Wells/privateWellTest.html>. This page is a resource for private well testing. It includes listing laboratories certified to test drinking water, well records, and information about other contaminants.

<sup>6-3</sup> Wisconsin Department of Natural Resources. *Answers to your questions about groundwater*. <https://dnr.wi.gov/topic/Groundwater/FAQ.html>.

Brown County still has many abandoned wells that have not been properly capped. New Denmark also very likely has abandoned and unused wells in the town. The town should recommend to property owners within the town thru use of a town website or a town newsletter, that any abandoned or unused wells located on their property be properly capped for the landowners' own health and safety as well as for their neighbors' health and safety. The town could also consider adopting an abandoned well ordinance to help protect the groundwater within the town. This would require approval of the Wisconsin Department of Natural Resources. Ensuring that abandoned wells or unused wells are properly capped will help to protect groundwater from contamination from sources such as manure runoff and other surface contaminants.

In the future, if demand is warranted, the town should consider working with the Village of Denmark about the possibility of contracting with the village to supply potable water to portions of the town.

### **Solid Waste Disposal and Recycling**

The Town contracts with Advanced Disposal Services for both solid waste and recycling pickup. Pickups are done weekly.

### **Stormwater Management**

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations related to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities and most construction sites one acre or larger. As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.

Research indicates that many of these concerns about stormwater runoff become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium-density residential subdivision can contain about 35 to 45 percent impervious surfaces.

Currently, stormwater management within the Town of New Denmark is undertaken on a case-by-case basis by property owners/developers. There are no regional detention ponds or publicly-owned detention ponds within the town.

The town should consider developing a comprehensive stormwater management assessment and plan to identify potential trouble spots about existing culverts and grades that may be causing stormwater to back up into yards, fields, and wetlands and identify areas where a larger culvert size may be required.

## **Parks and Recreation**

Outdoor recreation opportunities and open space add to a community's quality of life. They make the area more attractive and foster civic pride in the community. Providing an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been shown to promote the general health, welfare, and safety of the community and its citizens (refer to Map 6-1 for locations).

While the Town of New Denmark currently does not provide any public park sites, it does fund the Veterans Memorial Park Association for use for Veterans Memorial Park in the Village of Denmark. Residents also use other public recreation facilities located in and around the town. Neshota Park, owned and operated by Brown County is in the northern portion of the town off Park Road. The park includes a playground, a sledding hill, a shelter, a picnic area, restrooms, parking, six miles of hiking/ski trails and two miles of horseback riding trails. The park also offers deer hunting dates depending on WDNR season dates and rules. The Devils River Trail, a state recreational trail, runs through the southern portion of the town on abandoned railroad tracks. The trail starts in the Village of Denmark and extends to Manitowoc County. A little under one mile of the trail runs through New Denmark.

The town also has several privately-owned facilities that can be used by the general public. Twin Oaks Golf Course, an 18-hole golf course with an adjoining driving range is in the northwestern corner of the town adjacent to CTH R. Circle Tap, a tavern located adjacent to CTH NN and CTH X on the town's western edge has a lighted softball diamond that is used extensively for softball leagues and tournaments. Located at the intersection of CTH's T and R, Twentieth Century Bar provides bowling opportunities and volleyball for residents. Basil's II Tavern, located on CTH P and Langes Corners Road, has volleyball courts that are used for volleyball leagues and has horseshoe pits. The Denmark School District has a fitness center in the high school that's available for public use with a membership.

As the town's population increases, demand will likely also increase for park, open space, and outdoor recreation opportunities. Residents will desire additional open space for walking and picnicking, informal outdoor activities, such as playgrounds, and formal activities, such as league softball and soccer.

The town should coordinate park and open space sites and opportunities with schools, conservancy zoning, stormwater management facilities. The town should also focus on sidewalks, trails, and parkways. Many similar recommendations are contained in the Natural, Cultural, and Agricultural Resources Chapter of the comprehensive plan. The Land Use Chapter of the plan also discusses recreational needs of the town.



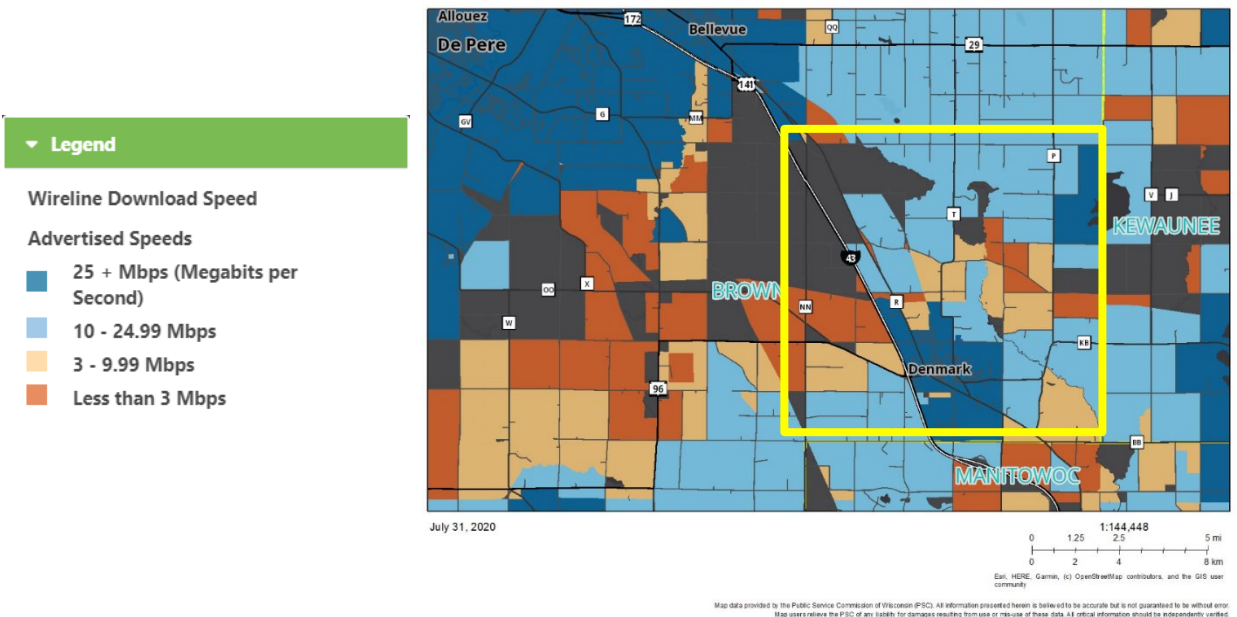
To set a vision for future park and recreation facilities, communities often develop a comprehensive outdoor park and recreation plan. The plan reviews state, county, and local goals for providing outdoor recreation facilities and identifies the important ones for the community. Once adopted, a comprehensive outdoor park and recreation plan makes the community eligible for numerous state and federal grants for a period of five years. The municipality is required to update the plan every five years for the municipality to retain grant eligibility.

If the town determines a need for a park facility or local publicly-owned conservancy area in the future, it should consider preparing an outdoor recreation plan to quantify local needs and prioritize acquisition and development activities. The plan should review the inventory contained within the Brown County Open Space and Outdoor Recreation Plan and analyze appropriate locations and activities for outdoor recreation in New Denmark. Once completed, the town should submit the plan to the Wisconsin Department of Natural Resources to ensure eligibility for Stewardship program grants. The town could also consider establishing a park impact fee to ensure that new residential development pays its fair share of the cost of new parks, outdoor recreation facilities, and open space sites.

## Telecommunications

Telecommunication services are provided to New Denmark by CenturyTel. Figure 6-2 shows wireline download speeds (internet speed) in the New Denmark area, and the different service levels nearby. Current trends in the telecommunications industry point to a greater demand for high-speed Internet access and cellular communications in the future. In response, many communities across the country, as well as a few in Wisconsin, are beginning to take a proactive approach to this issue to maintain their economic competitiveness and to ensure this service is provided as efficiently and economically as possible. The town should continue to monitor broadband internet access trends locally and nationwide, and work with Brown County, other municipalities and businesses to obtain the best broadband, wireless, and other related services possible.

Figure 6-2: Wisconsin Broadband Map



## **Power Generation**

Electricity is provided to the town by Wisconsin Public Service Corporation (WPS). WPS is adequately positioned to continue to serve the future needs of the town. The town has a transmission line running east-west through it, just south of Town Hall Road.

## **Cemeteries**

From the previous comprehensive plan, five cemeteries were identified within the town. Lutheran Cemetery is located adjacent to Maribel Road in Section 26, East Side Cemetery is located adjacent to CTH P in Section 23, the Bohemian Association of Freethinkers Cemetery is located at the corner of Cooperstown Road and Hajduk Lane in Section 32, Holy Trinity Congregation Cemetery is located adjacent to CTH R in Section 6, and there is a cemetery associated with the Monastery of the Holy Name of Jesus located off Pepper Road in Section 23. In addition to providing burial sites to area residents, cemeteries also serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Area residents also rely on cemeteries and mausoleums in adjoining municipalities.

Additional demands in the future should continue to be addressed by the private sector. The town should ensure that such uses are properly designed and located.

## **Healthcare**

New Denmark generally relies on healthcare providers located in the Village of Denmark and in the Green Bay Metropolitan Area. Healthcare services should be encouraged to locate in the town to help serve the needs of residents.

## **Elderly Care**

The Town of New Denmark primarily relies on elderly care providers located in the Village of Denmark and in the Green Bay Metropolitan Area. Many services are also available to residents of the town from the Brown County Aging Resources Center. This situation should continue to be adequate during the timeframe of this plan. Elderly care services wanting to locate in the town should be encouraged to do so to help serve the needs of residents.

## **Childcare**

There are no licensed childcare facilities within the town. Some residents likely provide childcare in their homes. The Village of Denmark has several childcare facilities that town residents may also use. Properly designed and located childcare facilities would benefit town residents. A future childcare facility would be a valuable addition to the town to help serve the needs of town residents, and such facilities should be encouraged to locate in the town.

## **Emergency Services**

The Denmark Volunteer Fire Department, located at 451 North Wall Street in the Village of Denmark, provides fire protection services to the Town of New Denmark.

The Brown County Sheriff's Department provides police protection and patrol service to the town. This is a similar service provided by the Sheriff's Department to all other towns within the County that do not have their own service or do not contract with the Sheriff's Department for additional service.

Ambulance service is provided by Viking Rescue/County Rescue located in the Village of Denmark. Viking Rescue merged with County Rescue and offers 24/7 paramedic coverage. As New Denmark's population changes, this service should be periodically reviewed to determine if it is adequate or if the town should examine other available options.

## Libraries

The Town of New Denmark relies upon the public Brown County Library system to meet its library needs. There is no public library located within the town. The closest public library is in the Village of Denmark in the high school.

## Schools

The town is part of the Denmark School District. In addition to the town, the school district serves the Village of Denmark, portions of other adjacent towns in Brown County, and portions of Kewaunee County and Manitowoc County. The school district provides a comprehensive K-12 grade educational program. All the school facilities are in Denmark. The school system consists of the Denmark High School (grades 9 thru 12), The Denmark Middle School (grades 6 thru 8), the Denmark Elementary school (grades 1 thru 5), the Early Childhood Center (preschool thru kindergarten) and the Denmark Community School (an alternative education program focused on student-centered project based learning, serving high school and middle school age students). All these school buildings are in the Village of Denmark. All students from the town are bused to and from school.

For the 2019-2020 school year the district had a total enrollment of 1,575 students. The high school had an enrollment of 474 students, the middle school 348 students, the elementary school 713 students, and the Denmark Community School 40 students.

In 2018, the Denmark School District completed a capital improvement project at the 9-12 grade high school. This project included additional class space, school and community workout facility, an atrium, additional gym, a multipurpose room and maintenance garage.

In 2020 the district completed several projects. It replaced the entire roof at the middle school, along with 80% of the schools flooring, and changed out all the lighting in the elementary classrooms. The district also fully updated the HVAC control system at the high school, middle school and elementary.

With the most recent facility study, the Denmark School District has developed a 5-year maintenance plan for all indoor and outdoor



**Figure 6-3:** Denmark High School (upper image) and Middle School (lower). Source: BCPC Staff

facilities. Two future capital improvement projects could include parking lots and traffic flow, along with renovation or rebuilding of the early childhood facility.

While the town's population is expected to continue to grow slowly, as mentioned in the Issues and Opportunities Chapter, the town's population is generally continuing to age. Lower population growth in the younger age group brackets could mean future lower enrollments for the district.

## **Government**

The Town of New Denmark has a new town hall, located at 5531 W. Town Hall Road. The town hall is utilized for all Town governmental meetings. The current town hall was constructed in 2001. The town does not have any needed capital improvements at the time of this plan's update.

## **Post Office**

The Denmark Post Office is in the Village of Denmark and serves the residents of the town with postal service.



# POLICIES AND PROGRAMS

## **Comprehensive Plan Goal #6 – 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.

### *1. Sanitary Sewer Service*

- a) While the town has no sanitary sewer service, it should consider lobbying Brown County the next time the County sewage plan is updated to allow small municipalities and small sanitary districts to have more sewer service area acres than allowed under past calculations in the event it should ever obtain such service in the future. A change in this policy would give small municipalities more flexibility for growth for situations when individuals within the existing sewer service areas choose not to develop their properties.

### *2. Onsite Sewage Disposal Systems*

- a) Disseminate information to all property owners in the town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.
- b) Support Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
- c) Provide information to Town of New Denmark homeowners regarding the importance of having their sewage disposal systems inspected on a periodic basis.

### *3. Water Supply*

- a) Provide information to Town of New Denmark homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well-testing program.
- b) The town should support Brown County's "3-year maintenance program" that requires onsite sanitary systems to be checked every three years by a licensed plumber, certified POWTS inspector or a certified pumper.
- c) The town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems.
- d) The town should recommend to property owners within the town through use of a town website or a town newsletter, that any abandoned or unused wells located on their property be properly capped for the landowners' own health and safety as well as for their neighbors' health and safety.
- e) The town should consider adopting a well abandonment ordinance if it determines that it is in its best interests.

#### 4. Recycling

- a) Continue to monitor and provide for the needs of the town regarding to waste collection and recycling.

#### 5. Stormwater Management

- a) As the town develops, it should consider the need for preparing a stormwater management plan for areas in the town not covered by stormwater plans or facilities. Based upon the recommendations of that plan, it may also be necessary to prepare and adopt a stormwater management ordinance to implement the plan.
- b) The town should require developers to put together and implement stormwater plans for any new subdivisions occurring within the town.
- c) The town should monitor and identify potential trouble spots about existing culverts and grades that may be causing stormwater to back into yards and fields and identify areas where larger culvert sizes may be required.

#### 6. Parks and Recreation

- a) Consider preparing a town park and open space plan to address future recreational needs of the town. Based upon the existing population and future projected growth within the town, as well as town residents needs, acquisition and development of various parks, outdoor recreation and open space sites, and facilities may be necessary during the timeframe of this comprehensive plan.
- b) The town should work with and support Brown County's countywide parkway and trail efforts.
- c) Support potential future efforts of the Wisconsin Department of Natural Resources and Brown County to develop a recreational trail along the railroad line of the Canadian National Railroad tracks located north of the Village of Denmark if the line ceases to be used as a rail line.
- d) If a trail along the Canadian National Railroad tracks does become a reality, the town should consider developing a feeder trail system connecting the trail.
- e) The town should investigate the appropriateness of implementing a park and recreation impact fee applicable to new development if it determines that the town needs to provide additional recreational opportunities to town residents.
- f) Work with local, state, and regional public and nonprofit groups to identify potential conservancy areas in the town.

#### 7. Telecommunications

- a) Work with the local telephone and cable companies to create more opportunities for residents of the town to have access to high-speed Internet connections soon.
- b) The town should continue to monitor broadband internet access trends locally and nationwide, and work with other communities and businesses to obtain the best broadband wireless, and other related services possible.

#### 8. Healthcare

- a) Encourage and promote the location of healthcare providers, clinics, etc. within the town.
- b) Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.

## 9. Elderly Care

- a) Encourage and promote the location of elderly care providers within the Town of New Denmark.
- b) Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.

## 10. Childcare

- a) Encourage and promote the location of childcare providers within the town.

## 11. Emergency Services

- a) Maintain the town's current standard of fire protection.
- b) Periodically review fire, rescue, and police services to ensure that they continue to meet the needs of the town.
- c) If large equipment needs come up in the future for the fire department, the department should consider working with adjoining fire departments through joint purchases of equipment, which may enable them to provide even better service while keeping costs down.
- d) Maintain the town's current standard of police protection through the Brown County Sheriff's Department and consider contracting for additional patrol service if it is determined that additional service is necessary in the future.

## 12. Libraries

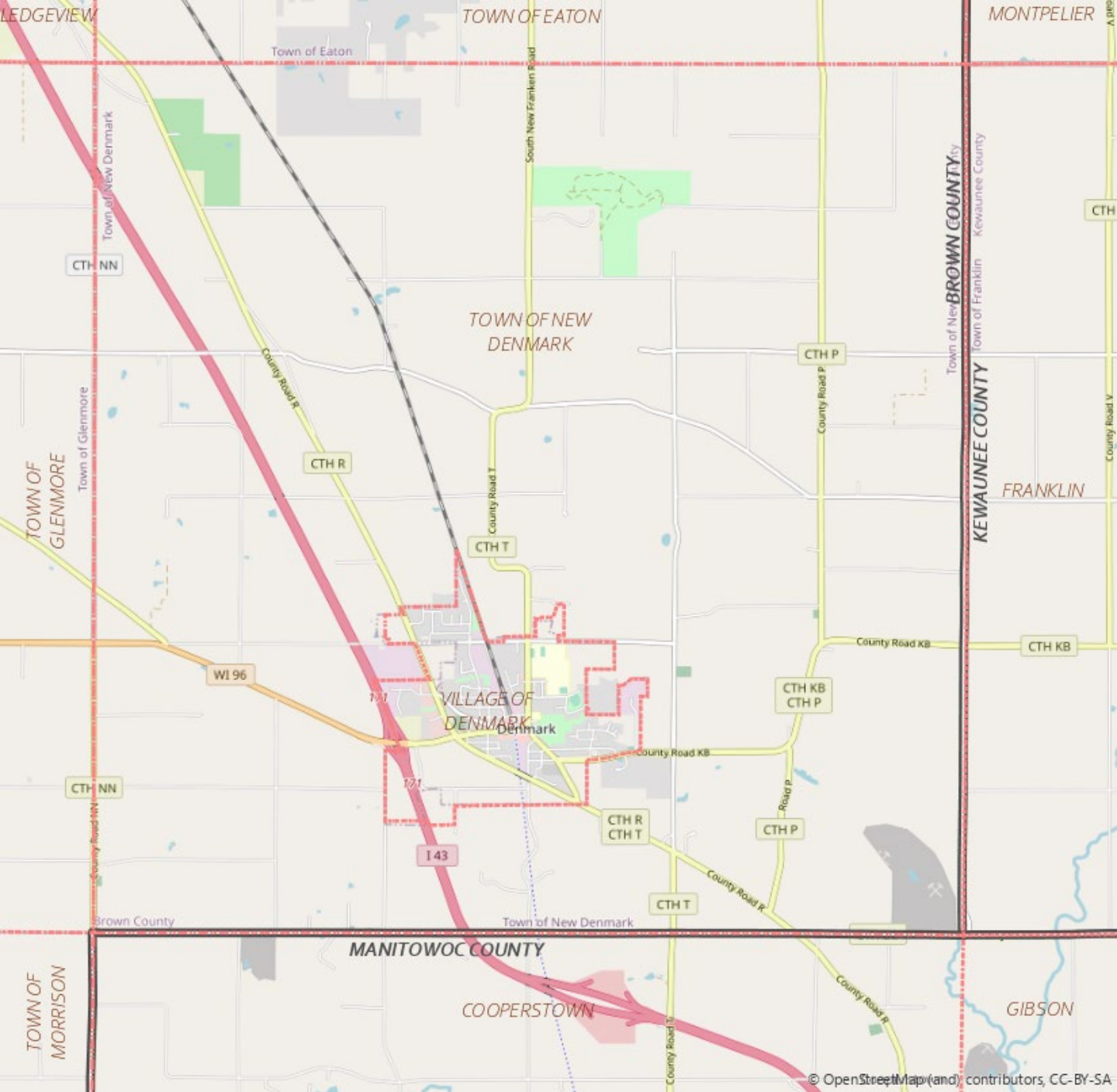
- a) Continue to support the branch portion of the Brown County Library system in the Village of Denmark.

## 13. Schools

- a) The town should keep the school districts informed of any large future developments.
- b) The town should keep the school districts informed about the needs and wishes of town residents.

## 14. Government

- a) Consider beginning discussions with the Village of Denmark on a boundary agreement.
- b) Consider reviewing the possibility of going to a five person Town Board.



# INTERGOVERNMENTAL COOPERATION

## Chapter 8



# INTRODUCTION

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law, as well as the multi-jurisdictional planning effort, of which this plan is a component. For the Town of New Denmark to grow in an orderly and efficient manner, it is necessary for the town to work with its neighbors, Brown County, the State of Wisconsin, and other units of government. Working cooperatively is especially important since many issues, such as stormwater management and traffic, do not recognize municipal boundaries. Actions of one municipality oftentimes can have significant impacts on adjacent municipalities.

The intent of the Intergovernmental Cooperation Chapter is to analyze the existing relationships between the town and other units of government and to identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities Chapter of the plan.

## Analysis of Governmental Relationships

### Denmark School District

The entire town is located within the Denmark School District. The school district may have various student clubs, such as school environmental clubs and Future Farmers of America (FFA) that could be utilized as resources to provide services to the town. Cooperative efforts can provide an educational opportunity and a valuable public service at the same time. Future growth in New Denmark does have an impact on the school district. The town should maintain open lines of communication with the school district in order to address any future needs that may arise.

The town should be involved in planning for future school expansions and other capital projects because New Denmark will help to fund the projects. The town should also inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

### Adjacent Local Governments

#### Village of Denmark

The Village of Denmark is in the south-central portion of the town and is bordered on all sides by the town.

Currently, the town has a working relationship with the village, and there continues to be open communication between the communities.

### Comprehensive Plan

#### Goal #7 –

#### Intergovernmental Cooperation 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.*

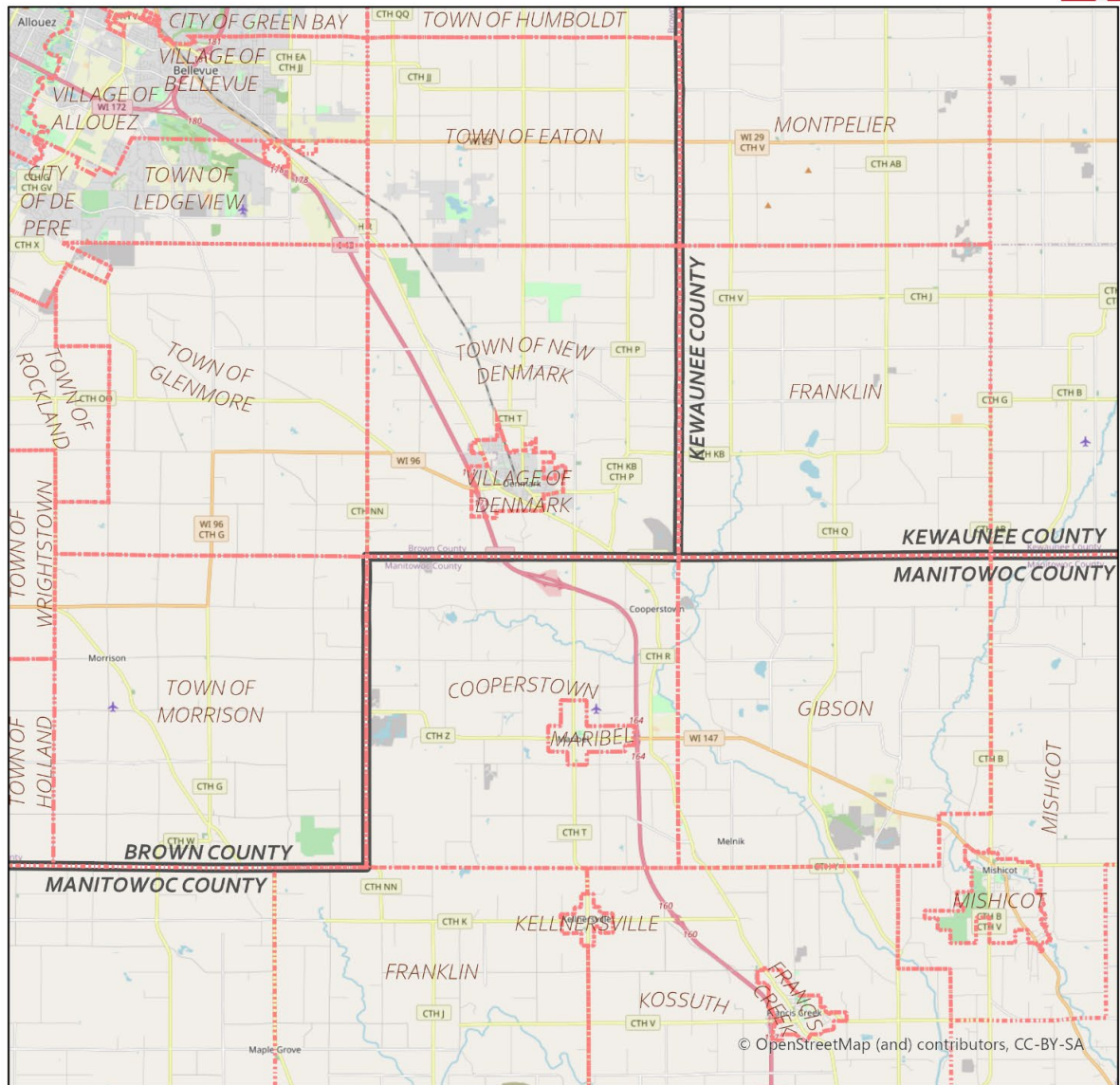
#### Intergovernmental Cooperation-Related Community Goals

(numbers correspond with top ten community goals)

1. Protect water quality and well water.
7. Preserve green space and wildlife areas.
10. Provide better high-speed internet or fiber optic connection.



# Map 8-1: Town of New Denmark Adjacent Municipalities



### Municipalities

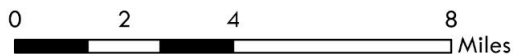
Municipal Line

Adjacent Counties

County Line

Brown County Outline

1 inch equals 3 miles



Sources: WI State Cartographer's Office, Open Street Map,  
 Brown County Planning Commission  
 Devin Yoder, Senior Planner  
 Date Saved: 10/23/2020 12:06 PM

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.



Because the Village of Denmark is an incorporated municipality, the possibility exists for the village to annex property from the town. The village has annexed several parcels on both the north and south sides of the village since the previous comprehensive plan was written. Based on this, it is possible that there may be future annexations of town property into the village. The town will need to be proactive to take on this possibility (discussed later in this chapter).

### **Town of Eaton**

The Town of Eaton is located adjacent to the northern boundary of New Denmark. The Town of New Denmark and the Town of Eaton should continue to contact each other to discuss road maintenance along and near their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should consider developing service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### **Town of Glenmore**

The Town of Glenmore is located adjacent to the western boundary of the Town of New Denmark. The Town of New Denmark and the Town of Glenmore should continue to contact each other to discuss road maintenance along and near their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should consider developing service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### **Town of Franklin**

The Town of Franklin located in Kewaunee County is situated east of the Town of New Denmark and shares a common boundary with New Denmark. The Town of New Denmark and the Town of Franklin should continue to contact each other to discuss road maintenance along and near their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should consider developing service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### **Town of Cooperstown**

The Town of Cooperstown located in Manitowoc County is situated immediately south of the Town of New Denmark and shares a common boundary with New Denmark. The Town of New Denmark and the Town of Cooperstown should continue to contact each other to discuss road maintenance along and near their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should consider developing service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

### **Brown County**

The Brown County Planning Commission staff, as part of a multi-jurisdictional planning effort, facilitated the development of the Town of New Denmark Comprehensive Plan. Brown County is, therefore, supportive of the recommendations contained within the Town of New Denmark Comprehensive Plan. As this is a multi-jurisdictional planning effort, the Town's comprehensive plan will be adopted as a component of the Brown County Comprehensive Plan.

Several county highways go through New Denmark. Since the Brown County Highway Department has jurisdiction over these highways, it will be very important to cooperate and work with the County Highway Department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town of New Denmark and Brown County will need to work together when considering improvements to these transportation facilities.

The town has also worked with the Brown County Planning and Land Services (PALS) Department for various land use related issues such as zoning, comprehensive planning, land divisions, and updating other miscellaneous ordinances. Additionally, PALS enforces the Brown County Land Division and Subdivision Ordinance, Floodplain Ordinance, Shorelands and Wetlands Ordinance within the town to ensure adequate protection for environmentally sensitive areas and provide support for

the administration of the Working Lands Initiative Program. The department is also home to the Brown County Housing Authority and the Northeastern Wisconsin Housing Rehabilitation CDBG Loan Program. Both programs provide various types of housing assistance, described further in the Housing Chapter of this plan. The town should maintain open lines of communication and coordination between the department, the town, and residents.

The Brown County Sheriff's Department provides police and patrol service to New Denmark, and this service is expected to be adequate in the future. If the town ever determines that additional service is required, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

The Brown County Land and Water Conservation Department provides several services to the town's agricultural producers, including administration of Brown County's Agricultural Shoreland Management Ordinance, Animal Waste Management Ordinance, Nutrient Management Maps, and the Working Lands Initiative Program. The department is an invaluable source of information related to the protection of our soils, surface water, and ground water, and should be contacted should any issues with these resources arise.

Town residents may visit the Brown County Library branch in the Village of Denmark. Town residents also utilize Neshota Park, which is a Brown County-owned facility.

## **Region**

### **Kewaunee County**

Kewaunee County worked with the Bay-Lake Regional Planning Commission to update its plan in 2016. The town should keep Kewaunee County informed of its development trends and issues as they arise.

### **Manitowoc County**

Manitowoc County worked with the Bay-Lake Regional Planning Commission to update its comprehensive plan in 2020. The town should keep Manitowoc County informed of its development trends and issues as they arise.

### **Bay-Lake Regional Planning Commission**

The Town of New Denmark is located within the Bay-Lake Regional Planning Commission (Bay-Lake RPC) jurisdiction, which covers an 8-county region and includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties. Bay-Lake RPC provides planning, ordinance writing, economic development, mapping, environmental studies, and grant writing to member communities within its region. The Bay-Lake RPC is willing to work with the Town on future projects should a request be made. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program.

## **State**

### **Wisconsin Department of Natural Resources**

The Neshota River and King Creek, as well as numerous tributaries, traverse through the town. The town can work with the WDNR to find ways to improve the water quality of both major waterways, as well as their smaller tributaries.

WDNR staff should also be utilized to provide insight and technical expertise on how the town could most efficiently use its existing community utilities without causing environmental damage to the town's natural resources. For example, the WDNR offers programs to help communities stay informed on environmental requirements. One item is the Small Business Environmental Assistance Program, with the Permit Primer. This program helps small businesses manage their environmental requirements and responsibilities, and determine what requirements and permits apply to them, and how to obtain them. Another program offered by the WDNR are the state liability tools that offer local governmental units

an environmental liability exemption in order to redevelop brownfield properties that the local government has acquired through specific methods<sup>1</sup>.

### **Wisconsin Department of Transportation (WisDOT)**

WisDOT supports all forms of transportation. The department is responsible for planning, building, and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems – from highways to public transit and other modes. WisDOT plans, promotes and financially supports statewide air, rail and water transportation. WisDOT works closely with other state, federal and local agencies to meet changing and growing travel needs. The department is made up of three executive offices and six divisions organized according to transportation function. The main office is in Madison, and the Northeast Region office is in Green Bay.

The town should inform WisDOT of any development activity along STH 96 west from I-43. WisDOT requires a permit to work in the right-of-way of state highways. WisDOT manages access to state highways and requires a connection permit for any new connections or changing existing connections to the state highway right-of-way<sup>2</sup>.

New Denmark and the Village of Denmark may want to consider lobbying WisDOT together for a new park-and-ride facility near I-43, should enough demand come from both municipalities' residents.

### **Wisconsin Department of Administration (WDOA)**

Previously the Town of New Denmark worked with the DOA to utilize the Comprehensive Planning Grant program to fund its first comprehensive plan to meet the requirements of Wis. Stat. § 66.1001. For current local assistance, the DOA handles annexation requests. The town should continue to develop this relationship and rely on the Department of Administration for technical expertise for the implementation of this plan where needed.

### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

DATCP provides a few different services and programs to Wisconsin agriculture, consumers, and businesses that ensure a fair marketplace and sound use of resources. The department is primarily a regulatory agency, and is the state-level equivalent of six federal agencies:

- Food and Drug Administration (food safety and labeling)
- Federal Trade Commission (unfair and deceptive business practices)
- Consumer Product Safety Commission (consumer product safety)
- Department of Agriculture (meat inspection, animal and plant health, agricultural marketing, and land and water resources; Farmland Preservation program)
- Environmental Protection Agency (pesticides and groundwater)
- Department of Commerce (weights and measures, trade, and commerce)

Local governments may use zoning to regulate livestock facilities, including requiring permits for new and expanding facilities. Towns may also rely on other existing laws to regulate livestock operations, such as WDNR permits. If the town were to adopt ordinances licensing or zoning ordinances for new and expanding livestock facilities, DATCP provides model ordinances that comply with state standards, as mentioned in the Natural, Cultural, and Agricultural Resources chapter.

<sup>1</sup> WDNR Small Business Environmental Assistance Program. <https://dnr.wisconsin.gov/topic/SmallBusiness>.

<sup>2</sup> WisDOT. State Trunk Highway (STH) Connection Permits. <https://wisconsin.gov/Pages/doing-bus/real-estate/permits/sth.aspx>.

## **Intergovernmental Plans or Agreements**

The Town of New Denmark and the Village of Denmark should consider working out an intergovernmental agreement that would look at the shared border of the two communities. The village is the one border municipality adjacent to the town that has annexation powers.

New Denmark has agreements with all adjacent municipalities regarding maintenance of shared border roads. Generally, each municipality takes care of a specific segment of a border road based on prior agreements between the municipalities. The municipalities should stay connected regarding the need for and timing of specific road maintenance needs.

Like many fire departments, the Denmark Volunteer Fire Department has agreements with adjacent municipalities to assist when mutual aid is required. The Fire Department serves the Towns of New Denmark, Eaton, Cooperstown, and Franklin and the Village of Denmark.

## **Existing and Potential Intergovernmental Conflicts**

### **Potential Annexations**

The most likely potential intergovernmental conflict would be town property owners petitioning the Village of Denmark for annexation of land into the village. Annexation to the Village of Denmark is a concern to the Town of New Denmark and annexations have taken place in the past. This ongoing concern was recognized and acknowledged by town residents at the visioning session, though it wasn't a top ten issue. As the Village of Denmark grows and the demand for services (public water, sewer, etc.) and land to house their growing population continues to increase, this could pose future annexations into the village. Wis. Stat. § 66.0217(2) & (3) require that territory annexed be contiguous to the annexing city or village. While not defined in statute, one court interpreted to mean there must be "some physical contact" between the annexed area and the annexing municipality<sup>3</sup>. The Wisconsin Department of Administration can review annexations, including a Contiguity Review. The courts may also review contiguity and apply the three-part judicial doctrine "Rule of Reason" to prevent arbitrary and capricious use of annexation powers<sup>4</sup>.

### **Processes and Options to Resolve Conflicts**

Should it ever need to, there are several processes that the town and the surrounding communities could use to resolve or prevent conflicts without resorting to the legal system, which should only be the last resort. These methods include cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration.

### **Cooperative Boundary Plans**

A boundary agreement with the Village of Denmark could help to eliminate potential problems between the town and the village. For an effective boundary agreement to be reached, both parties must negotiate in good faith and understand that there must be give and take from both sides for a settlement to be agreeable to both parties. A cooperative boundary plan would provide flexibility to the town to determine which issues to resolve, the boundaries affected, and the duration of the agreement. A cooperative boundary plan represents the most thorough and complete way to develop a boundary agreement and is a long-term or permanent agreement. The cooperative boundary planning process allows for residents to weigh in, including a public hearing and comment period, and a jointly developed cooperative plan for the area. This last item creates a framework for future development that gives more certainty on what to expect for all participants and creates an enforceable plan that the communities agree on. Because of the long-term nature of the agreement, the plan is reviewed by the DOA for approval following local adoption and defends the plan against appeal. The DOA may also deny or recommend changes to a submitted agreement.

<sup>3</sup> Phillip Freeburg, UW-Extension Local Government Center. *Annexation*. Fact Sheet No. 4. November 2015. <https://www.wiscotowns.com/documents/uw-extension-articles.pdf>.

<sup>4</sup> Ibid.

The best way to resolve a conflict is to be proactive and try to eliminate the conflict from occurring in the first place. Since annexation could be a concern, the town should consider and review actions it can take so that landowners will want to remain part of the town and not want to annex their properties into the Village of Denmark. It may want to contact landowners bordering Denmark and ask them about their needs and what they can do for them so that they will not want to annex into the Village.

One of the main reasons annexation of property occurs from an unincorporated municipality (town) to an incorporated municipality (city or village) is because landowners decide that an unincorporated municipality cannot provide the type of services that they require or wish to have. The town should work with landowners to see what it can do to try to keep property owners from annexing to the village. The provision of public sanitary sewer and water service are two services commonly sought by landowners wanting to develop property. The town should explore its avenues about obtaining public sanitary sewer and water service to areas of the town located adjacent to the Village of Denmark.

# INTERGOVERNMENTAL COOPERATION POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

## **Comprehensive Plan Goal #7 – Intergovernmental Cooperation 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.

### **Objectives**

1. *Continue to maintain good working relationships with adjacent governments and municipalities.*
  - a) Discuss with adjacent municipalities cooperative planning along the municipal borders.
  - b) Consider beginning comprehensive boundary agreement discussions with the Village of Denmark.
  - c) Establish an ongoing meeting schedule with representatives of the surrounding communities to discuss land use, transportation, stormwater, and other planning issues that transcend municipal boundaries.
  - d) Share meeting agendas and minutes with the surrounding communities and the school district to increase intergovernmental cooperation and awareness of planning issues.
  - e) Maintain an open line of communication between the Town of New Denmark and the Denmark School District.
  - f) Inform the school district of any large residential development plans contemplated in the town.
2. *Continue to work with adjacent municipalities and local governments to seek efficient and effective service delivery and creative problem-solving.*
  - a) Consider and explore opportunities for cost savings through consolidation of government services with other municipal units of government.
  - b) Work together with adjoining municipalities on the future needs of the Denmark Volunteer Fire Department.
  - c) Continue working together with adjoining municipalities concerning ambulance and rescue service.
  - d) Continue to participate in intergovernmental agreements for fire and emergency rescue services and explore opportunities for other types of intergovernmental agreements for provision of public services.
  - e) Should the portion of the Canadian National Railroad tracks located in the portion of the Town north of the Village of Denmark ever be abandoned and turned over to the Wisconsin Department of Natural Resources to develop into a trail, the Town should work with Brown County to help plan for the development of the trail.
  - f) Try to work with service groups and local schools in assisting the town in maintenance and work projects.
  - g) Work with the Greater Green Bay Area Chamber of Commerce and the Bay-Lake and East Central Wisconsin Regional Planning Commissions to promote cooperative intergovernmental economic development activities and strategies to strengthen the region's economic vitality.
  - h) Continue to cooperatively work with Brown County on maintenance and safety considerations on all the county highways within the town.
  - i) Continue to work with the Brown County Planning Commission on review of proposed Certified Survey Maps and subdivision plats within the town.





# IMPLEMENTATION

## Chapter 9

# INTRODUCTION

A comprehensive plan's success lies in its implementation. Without implementation of the recommendations within the plan, the plan is just another unused document. There are several land use regulatory tools, as well as administrative mechanisms and techniques, which can and should be utilized as implementation tools for the plan. While the Implementation Chapter does not include all the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation.

Each chapter in the Town of New Denmark Comprehensive Plan has goals, objectives and recommendations. These are the town's desired outcomes through implementing the comprehensive plan. While the plan has many good ideas in each chapter, implementing them all at once is not very feasible. Other factors also impact when and how the ideas can be realized, such as budget, town staff, or changing conditions and circumstances.

This chapter will review the goals, objectives and recommendations at the end of each chapter. If something is not listed here, the town may still implement it. Based on existing conditions, the town should continue to prioritize the following items.

## **Plan Adoption**

The *Town of New Denmark Comprehensive Plan* was adopted following procedures specified by Wisconsin's comprehensive plan statute. This plan includes all the needed elements to meet the law's requirements. The town also met all procedural requirements of this law, including opportunities for public input, Town Plan Commission recommendation, formal public hearing, and Town Board adoption of the plan by ordinance.

## **Plan Monitoring, Interpretation, and Use**

The Town Plan Commission should regularly review the plan's recommendations to prioritize them in order of importance and to advise the Town Board what recommendations should be implemented during the year.

The Town of New Denmark intends that this plan should be interpreted reasonably to achieve the overall goals of the plan. If there is an interpretation question of a provision of the plan, the Town Board shall be empowered to make such interpretation of the plan and shall be the only body authorized to interpret this plan.

The Town will constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this plan.

## **Implementation Tools**

### **Zoning**

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

### **Action Steps:**

- When the town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.
- If a zoning map request is contrary to the recommendations of the comprehensive plan and the town has decided that the zoning request is logical and should be made, the town should first amend the comprehensive plan prior to making the zoning change in order to follow state law and to ensure that the zoning change is consistent with the comprehensive plan.
- The town should consider updating the Town Zoning Ordinance to make it more current.
- The Town Zoning Ordinance should consider including design requirements for commercial and industrial development in the town.
- Consider removing the Interchange Access Control Chapter from the Town Zoning Ordinance.
- Ensure that amendments to the Town Zoning Ordinance and changes to the Town Zoning Map follow the process identified in the zoning ordinance.
- Update the Town Zoning Map and change it to a digital format to increase the accuracy of the map and make it into a product that can be updated quickly and more accurately than the current Town zoning map.

### **Subdivision Ordinance**

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions and lot splits appropriately relate to the geography of the site and existing and future public facilities. New subdivisions and lot splits should also be consistent with the community vision as outlined by the comprehensive plan.

### **Action Steps:**

- The town should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.
- The town should put together a checklist to be used by the Town of New Denmark Plan Commission when reviewing proposed subdivision plats and certified survey maps.

### **Official Map**

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements. An Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended.

### **Action Steps:**

- The Town should consider adopting an Official Map for the Town of New Denmark.
- The Official Map should reflect the recommendations of the Town comprehensive plan where applicable. Items that could be mapped include transportation improvements, future park sites, future parkways and trails, utility rights-of-way, schools, and other facilities.
- Any past area development plans previously adopted by the Town and all future area development plans should be reflected on the Official Map.
- Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

## Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period, which usually encompasses a period of five to 10 years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

### Action Steps:

- Based on the comprehensive plan's recommendations, the town should update and review the priorities and schedules for public works projects, such as road construction and maintenance and park development and acquisition.
- Annual updates to the Capital Improvements Program should occur, and these updates should be done with the recommendations of the comprehensive plan in mind.

## Outdoor Recreation Facilities

The town owns a portion of and provide funds for maintaining Veterans Memorial Park in the Village of Denmark. The town also has Brown County's Neshota Park, and there are numerous private recreation facilities within the town that residents make use of.

### Action Steps:

- Should the town decide to buy land and develop it as a town park, it should consider developing a comprehensive outdoor recreation plan to provide an overall vision for recreational uses and provide eligibility to the town for WDNR Stewardship funds for recreational activities and land purchases.
- The town should explore state and federal recreation grant opportunities to add recreation options for its residents.
- Utilize the comprehensive plan as a guide for the potential locations of new parks either through active acquisition or parkland dedication.

## Historic Preservation Ordinance

Historical preservation ordinances are designed to help maintain the character of historically important buildings by preserving existing structures and facades, providing alternatives to demolition, and improving the compatibility of new adjacent buildings. A historical preservation ordinance can also be a catalyst for collecting and preserving the local history of the community.

### Action Steps:

- Consider contacting the State Historical Society to see if any of the older buildings in the town would qualify for historic status.
- Establish priorities for historic and cultural buildings and encourage rehabilitation and maintenance rather than the demolition of these structures.
- Seek sources of grant funding to assist property owners in the rehabilitation and maintenance of historic structures.
- Work with volunteers to capitalize on and help preserve the value of these historic resources.

## Local Decisions Consistent with Comprehensive Plan

The state comprehensive planning statute requires that beginning on January 1, 2010, specific actions by municipalities follow the adopted municipal comprehensive plan. This includes actions on establishing or amending the local Official Map, the local subdivision ordinance, and the local zoning ordinance, including the zoning map. Zoning changes should be consistent with the recommendations and the philosophy of the plan. Section 17 of Act 391, signed into state law in 2016, stated that state law does not require that conditional use permits that may be issued by a political subdivision have to be consistent with the political subdivision's comprehensive plan.

## **Comprehensive Plan Review, Monitor and Update**

Planning is not static, but a continuous, ongoing process subject to change. Long-range plans are also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the town comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the previous year.

### **Action Steps:**

The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The town must follow the procedures identified in state law to amend the comprehensive plan. The procedures include the town plan commission making a recommendation on the proposed amendment to the plan by majority vote of the entire commission, the town holding a public hearing on the proposed amendment request preceded by a Class 1 notice that is published 30 days prior to the public hearing on the proposed amendment request, and ultimate adoption of the amendment via an ordinance adopted by the town board. In evaluating how a proposed amendment would meet the amendment criteria, the town should consider citizen opinion, while keeping in mind the goals of the town. Options for soliciting additional public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings. State law also requires that the town send a copy of the adopted amendment to adjacent governmental units, the Wisconsin Land Council, the Wisconsin Department of Administration (if after September 1, 2005), the regional planning commission in which the municipality is located, and the public library that serves the area in which the local governmental unit is located.

Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public's best interest. This determination should be based on a review of the following applicable principles:

- How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
- How the proposal is more consistent with each of the following objectives than the existing designation (consistency is not required where the objective is clearly not applicable to the type of proposal involved):
  - Discourage sprawl.
  - Provide uses that are functionally integrated with surrounding areas in terms of land use.
  - Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
  - Conserve or enhance significant natural and historical features.
  - Provide significant economic development opportunities and broadening of the Town's economy.

Plan amendments or changes should only be made after the town determines that a change in circumstances has occurred since the original designation and that amending the plan is in the best interests of the town.

The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the site and associated impacts on adjacent properties.

The review of individual comprehensive plan map or policy amendments should consider the cumulative transportation, land supply, and environmental impacts of other plan amendments that have occurred. The Town of New Denmark Plan Commission or another town body should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed and have necessitated recommendations for appropriate comprehensive plan amendments by the town board.

The Town of New Denmark Plan Commission should undertake a yearly review to determine which recommendations from the various plan chapters were implemented and which recommendations still need to be implemented.

If a zoning map request is contrary to the recommendations of the comprehensive plan and the town has decided that the zoning request is logical and should be made, the town should first amend the comprehensive plan prior to making the zoning change in order to follow state law and to ensure that the zoning change is consistent with the comprehensive plan.

The town should consult annually with other governmental agencies and neighboring communities to obtain their input regarding how their community activities relate to the recommendations of the comprehensive plan.

The town should complete a formal review of the entire comprehensive plan at least once every five years. Revisions should be made if the review determines that portions of the plan are out of date or if portions of the plan are not serving their intended purpose.

At least once every 10 years, the plan should be reviewed and rewritten using a formal process that includes a citizens advisory committee like the committee used to develop this plan.

# ACTION PLAN GUIDE

The following Action Plan Guide is for the town to refer to and review when questions arise. All the goals and objectives from all the chapters are included. The goals, objectives and actions are numbered in format to easily refer to them, e.g. 4.3.b (Goal #4, Objective 3, Action b), or 6.4.a (Goal #6, Objective 4, Action a).

<b>Goal #1 – Land Use</b> - 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.	
<b>Goal 1, Objective 1.</b> Continue to protect and enhance the town’s rural atmosphere and open spaces.	
Actions	
a.	Consider developing design standards for commercial and industrial buildings and sites.
b.	Add landscaping requirements and additional side yard setback requirements to the business and industrial classifications within the town zoning ordinance to apply when such zoned parcels are located adjacent to residentially-zoned parcels.
c.	Work with owners of commercial and industrial businesses in the town if they require rezoning for expansion of their businesses if no negative impact occurs on adjacent properties.
d.	Amend the town zoning ordinance to update both the I-1 Limited Industrial Zoning classification and the B-1 Community Business Zoning classification.
e.	Create another business zoning classification that gives the town more flexibility than the existing Community Business zoning classification for the town to be able to be more selective in the type of business uses allowed in the zone and to be able to attach specific conditions on the site and the proposed business.
f.	Consider utilizing zoning techniques that would allow some rezonings to occur in the areas of the Town that are located outside of the Residential Development areas but would ensure that residential development in these areas of the Town be kept at a low density.
g.	Any future multifamily buildings should reflect, as much as possible, the characteristics and amenities associated with single-family residences.
h.	The town should consider adopting development criteria for multifamily development or adding a multifamily zoning classification to the zoning ordinance to address building criteria requirements for this type of land use.
i.	Amend the Town Zoning Map to replace the areas that are shown as Conservancy on the existing zoning map with the areas recommended for Conservancy Zoning as identified in Chapter 7 under the Conservancy Zoning heading.
j.	The town should create an official map and area development plans to ensure that space is reserved for future road intersections in the identified development areas within the town so that future roads can access lands lying beyond the existing road frontages.
k.	Update the town zoning map to reflect existing conditions and change it over to a digital format to increase the accuracy of the map and make it into a product that can be updated quickly and more accurately than the present zoning map.
l.	Keep abreast of any development in adjoining municipalities adjacent to the Town of New Denmark borders to determine if such development should precipitate any changes to the Town Future Land Use map.
<b>Goal 1, Objective 2.</b> Preserve the 35-acre lot for rural land preservation	
a.	Continue to maintain the minimum 35-acre lot size requirement for a new home in the Agricultural zoning district.

**Goal #2 – Transportation** - 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.

**Goal 2, Objective 1.** Continue to enable people to safely and efficiently navigate the town’s streets and highways with and without personal vehicles.

**Actions**

a.	The town should promote well-connected street patterns when considering new residential subdivision proposals. The connectivity provided by these street patterns will aid in public safety response times, operational efficiency, and improve residents’ abilities to move around.
b.	The town should work to avoid expanding roads to four lanes when possible.
c.	If the town needs to build a new intersection, it should consider a roundabout design.
d.	The town should work to enhance access and connections to the Devils River Trail when opportunities arise and promote safe crossings when a town road intersects the trail.
e.	The town should consider developing a feeder trail system to encourage Devils River Trail use.
f.	The town should consider applying for transportation grants from various sources to help the town fund development of a multi-modal transportation system.
g.	The town should support any regional efforts to improve freight transportation, including rail transportation.
h.	The town should work together with the Village of Denmark and WisDOT to create a park-and-ride area by I-43 if there is demand for it.
i.	If the rail line is ever proposed to be abandoned, the town should work with the DNR to preserve the corridor as a multi-use trail.

**Goal 2, Objective 2.** Continue to maintain and improve the town street network.

a.	The town should continue to coordinate with Brown County on any roadway improvements to county highways in the town to pave the rest of the county highway shoulders in the town.
b.	The town should work to create a capital improvement plan (CIP) to manage street and road maintenance needs.
c.	The town should adopt an official map by following the process identified in Wisconsin Statute 62.23(6).

**Goal 2, Objective 3.** Incorporate community design principals that enhance connections and all types of mobility.

a.	If the town considers approving any new residential subdivision that has curb and gutter streets, it should require developers to install sidewalks on both sides of the street, unless physical or environmental constraints prevent doing so.
b.	If the town ever develops around a central town center, it should develop in a grid-like pattern with mixed uses to maximize connectivity.
c.	If the town is reviewing any new residential subdivision proposal that includes cul-du-sacs and is adjacent to a trail, it should require a direct pedestrian through-connection to improve access.



<b>Goal #3 – Economic Development</b> - New Denmark will broaden the tax base and strengthen the town's economy and employment base through appropriate agricultural, commercial, and industrial development activity.	
<b>Goal 3, Objective 1.</b> Promote policies that increase the range of housing options in the town.	
Actions	
a.	Encourage farming as an economic activity by discouraging new residential development near active farms.
b.	Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
c.	Continue to permit home occupations as small business incubators if they are clearly secondary to the residential use and meet the town zoning ordinance requirements and restrictions.
d.	Consider implementing a commercial and industrial site and building design standards ordinance.
e.	Identify future areas for new business and industrial development.
<b>Goal 3, Objective 2.</b> Promote development that is compatible with a rural environment.	
a.	Locate new small-scale local businesses in nodes near intersections rather than in long strips along main roads. New businesses should be encouraged to locate adjacent to existing businesses.
b.	Coordinate with nearby communities in siting businesses that are part of a Green Bay region business cluster or that fulfill employment needs in the area.
c.	Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment using state and federal brownfield cleansing funds.
d.	Business development should be designed considering of the sensitivity of the town's agricultural lands and environmental features.
e.	Business site plans should include parking (preferably behind the building), and parking lot landscaping standards, consistent with the rural character of New Denmark.
<b>Goal 3, Objective 3.</b> Create conditions to increase and improve broadband access in town.	
a.	Understand the existing local broadband foundation and identify the existing network gaps.
b.	Review the town's zoning regulations for barriers to broadband deployment and identify and implement changes.

**Goal #4 – Housing** - New Denmark will provide housing opportunities for all segments of the town's population while preserving the town's rural nature and scenic environment.

**Goal 4, Objective 1.** Promote policies that increase the range of housing options in the town.

Actions

a.	Keep informed of housing affordability issues and the possible need for more affordable homes in New Denmark as the population continues to grow, age, and diversify.
b.	Explore how to incorporate small residential lots into the town, and what design requirements might need to be amended to make that happen.
c.	Consider what it would take to allow accessory dwelling units (ADUs) in the town, and where this could occur.
d.	Examine the zoning code and map for where mixed-housing types might be implemented.
e.	Support mixed-use development in and near commercial areas and activity nodes to increase housing options.
f.	Promote visitability and universal design concepts to developers and home builders and explore how the town could incorporate visitability and universal design principles into housing design standards.
g.	Support the development of different housing types besides single-family houses to satisfy the projected demand for an additional 70 additional housing units referenced in this chapter to meet the projected future town population.
h.	Multifamily buildings should reflect (as much as possible) the characteristics and amenities associated with single-family residences.

**Goal 4, Objective 2.** Promote policies and programs that help maintain the town housing stock quality.

a.	The town should work with entities including the Brown County Housing Authority and Northeast Wisconsin Rehabilitation CDBG Loan Program, along with other state and federal agencies, to promote reinvestment in the town housing stock.
b.	The town should continue to emphasize and prioritize zoning code and nuisance enforcement to maintain the town's housing stock quality.

**Goal 4, Objective 3.** Continue to promote well-planned residential areas in the town.

a.	In areas with unique or critical natural or cultural resources, the town should encourage conservation by design developments, and use the natural and cultural resources to organize the open space and/or green space around.
b.	The town should consider adopting development criteria for multifamily development or add a multifamily zone to the town zoning ordinance to address building criteria requirements for this type of land use.
c.	Use the town's amendment process to rezone properties for single-family residential use where there is desire to create an individual parcel for a new single-family home.

**Goal #5 – Natural, Cultural, and Agricultural Resources** - 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.

**Goal 5, Objective 1.** Continue to protect and enhance the town's natural resources.

**Actions**

a.	Support Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
b.	The town should continue to recommend that residents periodically have their well water tested.
c.	The town should consider adding to the Conservancy-zoned areas within the Town Zoning Map based on recommendations contained under Conservancy Zoning heading in this chapter.
d.	The town should continue to do what is necessary to protect the beauty of the Neshota River Valley.
h.	The town should consider adopting flexible zoning techniques for future development if the result will be better conservation of natural and agricultural areas and less detrimental impacts on the environment.
i.	The town should require flood studies prior to land division or development adjacent to its rivers, streams, and drainageways when such studies do not exist and when benefits would result from a study.
j.	The town should review the Artificial Lakes section of the Town Zoning Ordinance to see if any changes are necessary. The zoning districts where such lakes are allowed, the size of the lakes and required setbacks are potential items that should be reviewed, along with excavation regulations and requirements.
k.	The town should monitor the recommendations contained in the Brown County Open Space and Outdoor Recreation Plan related to Neshota Park, and any references to a Neshota River Parkway when it's updated for future planning purposes.

**Goal 5, Objective 2.** Continue to protect and enhance the town's agricultural resources.

a.	The town of New Denmark should encourage and support the efforts of the Brown County Land Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the town, including supporting agricultural best management practices like conservation tillage, crop rotation, and control of livestock access to streams.
b.	The town should continue to preserve its productive agricultural lands through proper zoning and planning that includes continuation of the A-G Agricultural District.
c.	The town should review the existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the town has about large-scale farming operations. The town should modify its ordinances, where it has the authority to do so, if it concludes that the existing regulations fall short in some areas.
d.	The town should encourage and support the Brown County Zoning Office's floodplain and shoreland zoning efforts, particularly as they relate to protection of the town's rivers, streams, drainageways, and wetlands.
e.	The town should continue to participate in and support the Farmland Preservation Program.

**Goal 5, Objective 3.** Continue to protect and enhance the town's cultural resources.

a.	The town should consider protection of its identified historic structures in order to preserve remnants of the town's history and culture.
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**Goal #6 – 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.

**Goal 6, Objective 1. Sanitary Sewer Service**

Actions

a.	While the town has no sanitary sewer service, it should consider lobbying Brown County the next time the County sewage plan is updated to allow small municipalities and small sanitary districts to have more sewer service area acres than allowed under past calculations in the event it should ever obtain such service in the future. A change in this policy would give small municipalities more flexibility for growth for situations when individuals within the existing sewer service areas choose not to develop their properties.
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**Goal 6, Objective 2. Onsite Sewage Disposal Systems**

a.	Disseminate information to all property owners in the town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.
b.	Support Brown County's Private Sewage System Ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
c.	Provide information to Town of New Denmark homeowners regarding the importance of having their sewage disposal systems inspected on a periodic basis.

**Goal 6, Objective 3. Water Supply**

a.	Provide information to Town of New Denmark homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well-testing program.
b.	The town should support Brown County's "3-year maintenance program" that requires onsite sanitary systems to be checked every three years by a licensed plumber, certified POWTS inspector or a certified pumper.
c.	The town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems.
d.	The town should recommend to property owners within the town through use of a town website or a town newsletter, that any abandoned or unused wells located on their property be properly capped for the landowners' own health and safety as well as for their neighbors' health and safety.
e.	The town should consider adopting a well abandonment ordinance if it determines that it is in its best interests.

**Goal 6, Objective 4. Recycling**

a.	Continue to monitor and provide for the needs of the town regarding to waste collection and recycling.
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**Goal 6, Objective 5. Stormwater Management**

a.	As the town develops, it should consider the need for preparing a stormwater management plan for areas in the town not covered by stormwater plans or facilities. Based upon the recommendations of that plan, it may also be necessary to prepare and adopt a stormwater management ordinance to implement the plan.
b.	The town should require developers to put together and implement stormwater plans for any new subdivisions occurring within the town.
c.	The town should monitor and identify potential trouble spots about existing culverts and grades that may be causing stormwater to back into yards and fields and identify areas where larger culvert sizes may be required.

<b>Goal 6, Objective 6. Parks and Open Space</b>	
a.	Consider preparing a town park and open space plan to address future recreational needs of the town. Based upon the existing population and future projected growth within the town, as well as town residents needs, acquisition and development of various parks, outdoor recreation and open space sites, and facilities may be necessary during the timeframe of this comprehensive plan.
b.	The town should work with and support Brown County's countywide parkway and trail efforts.
c.	Support potential future efforts of the Wisconsin Department of Natural Resources and Brown County to develop a recreational trail along the railroad line of the Canadian National Railroad tracks located north of the Village of Denmark if the line ceases to be used as a rail line.
d.	If a trail along the Canadian National Railroad tracks does become a reality, the town should consider developing a feeder trail system connecting the trail.
e.	The town should investigate the appropriateness of implementing a park and recreation impact fee applicable to new development if it determines that the town needs to provide additional recreational opportunities to town residents.
f.	Work with local, state, and regional public and nonprofit groups to identify potential conservancy areas in the town.
<b>Goal 6, Objective 7. Telecommunications</b>	
a.	Work with the local telephone and cable companies to create more opportunities for residents of the town to have access to high-speed Internet connections soon.
b.	The town should continue to monitor broadband internet access trends locally and nationwide, and work with other communities and businesses to obtain the best broadband wireless, and other related services possible.
<b>Goal 6, Objective 8. Healthcare</b>	
a.	Encourage and promote the location of healthcare providers, clinics, etc. within the town.
b.	Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.
<b>Goal 6, Objective 9. Elderly Care</b>	
a.	Encourage and promote the location of elderly care providers within the Town of New Denmark.
b.	Work with private and nonprofit groups to ensure elderly residents have transportation to healthcare facilities.
<b>Goal 6, Objective 10. Childcare</b>	
a.	Encourage and promote the location of childcare providers within the town.
<b>Goal 6, Objective 11. Emergency Services</b>	
a.	Maintain the town's current standard of fire protection.
b.	Periodically review fire, rescue, and police services to ensure that they continue to meet the needs of the town.
c.	If large equipment needs come up in the future for the fire department, the department should consider working with adjoining fire departments through joint purchases of equipment, which may enable them to provide even better service while keeping costs down.
d.	Maintain the town's current standard of police protection through the Brown County Sheriff's Department and consider contracting for additional patrol service if it is determined that additional service is necessary in the future.

<b>Goal 6, Objective 12. Libraries</b>	
a.	Continue to support the branch portion of the Brown County Library system in the Village of Denmark.
<b>Goal 6, Objective 13. Schools</b>	
a.	The town should keep the school districts informed of any large future developments.
b.	The town should keep the school districts informed about the needs and wishes of town residents.
<b>Goal 6, Objective 14. Government</b>	
a.	Consider beginning discussions with the Village of Denmark on a boundary agreement.
b.	Consider reviewing the possibility of going to a five person Town Board.
<b>Goal #7 – Intergovernmental Cooperation 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.</b>	
<b>Goal 7, Objective 1. Continue to maintain good working relationships with adjacent governments and municipalities.</b>	
Actions	
a.	Discuss with adjacent municipalities cooperative planning along the municipal borders.
b.	Consider beginning comprehensive boundary agreement discussions with the Village of Denmark.
c.	Establish an ongoing meeting schedule with representatives of the surrounding communities to discuss land use, transportation, stormwater, and other planning issues that transcend municipal boundaries.
d.	Share meeting agendas and minutes with the surrounding communities and the school district to increase intergovernmental cooperation and awareness of planning issues.
e.	Maintain an open line of communication between the Town of New Denmark and the Denmark School District.
f.	Inform the school district of any large residential development plans contemplated in the town.
<b>Goal 7, Objective 2. Continue to work with adjacent municipalities and local governments to seek efficient and effective service delivery and creative problem-solving.</b>	
a.	Consider and explore opportunities for cost savings through consolidation of government services with other municipal units of government.
b.	Work together with adjoining municipalities on the future needs of the Denmark Volunteer Fire Department.
c.	Continue working together with adjoining municipalities concerning ambulance and rescue service.
d.	Continue to participate in intergovernmental agreements for fire and emergency rescue services and explore opportunities for other types of intergovernmental agreements for provision of public services.
e.	Should the portion of the Canadian National Railroad tracks located in the portion of the Town north of the Village of Denmark ever be abandoned and turned over to the Wisconsin Department of Natural Resources to develop into a trail, the Town should work with Brown County to help plan for the development of the trail.
f.	Try to work with service groups and local schools in assisting the town in maintenance and work projects.
g.	Work with the Greater Green Bay Area Chamber of Commerce and the Bay-Lake and East Central Wisconsin Regional Planning Commissions to promote cooperative intergovernmental economic development activities and strategies to strengthen the region's economic vitality.
h.	Continue to cooperatively work with Brown County on maintenance and safety considerations on all the county highways within the town.
i.	Continue to work with the Brown County Planning Commission on review of proposed Certified Survey Maps and subdivision plats within the town.

## **CITIZEN PARTICIPATION PLAN FOR THE TOWN OF NEW DENMARK COMPREHENSIVE PLAN UPDATE PROCESS**

Section 66.1001(4)(a) of Wisconsin State Statutes require that the governing body preparing a comprehensive plan adopt written public participation procedures to ensure proper notice of the process and to encourage participation. The 2019 Town of New Denmark Comprehensive Plan Update process will include several public participation components. These components are summarized below:

### **Press Release**

The Brown County Planning Commission (BCPC) will prepare a sample press release and provide it to the Town of New Denmark for dissemination to applicable traditional and social media.

### **Town-Wide Visioning Session**

At the beginning of the process, a Town-wide invite will be prepared and sent to Town residents to invite them to a visioning session to obtain their input into how the Town should develop over the next 20 years. The visioning session will be facilitated by BCPC staff with tables of 8-10 residents per staff member.

### **Town of New Denmark Planning Commission**

The Town's Planning Commission will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data, draft chapters, and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during publicly posted meetings. All meetings are open to the public and the public is encouraged to attend.

### **Public Open House Meeting**

When the draft plan update has been compiled, one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning/zoning members and suggest modifications to be considered during the statutory review period.

### **Service Group Meetings**

Upon request, Brown County will present the process and findings of the comprehensive plan update to New Denmark-area service groups, trade associations, or other governmental agencies.

### **Town of New Denmark Website**

All draft chapters will be placed on the Town of New Denmark website for public review.

### **Other Locations for Draft Chapters**

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6488.

### **Public Hearing**

Following the open house meeting and a recommendation of approval from the Town of New Denmark Planning Commission, a public hearing will be held at the Town Hall to receive additional input on the comprehensive plan update.

**Adjacent Governmental Jurisdictions**

Neighboring governmental jurisdictions will receive via email or notice of posting on the Town's website, all agendas and minutes of the meetings, when the comprehensive plan is on the agenda.

**Town Board Meeting for Adoption**

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.



Appendix B

PLAN COMMISSION RESOLUTION # 2021-01

RECOMMENDING ADOPTION OF THE 2040 TOWN OF NEW DENMARK  
COMPREHENSIVE PLAN UPDATE

WHEREAS, the Town of New Denmark Planning Commission has developed the 2040 Town of New Denmark Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

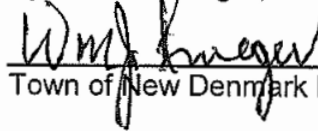
WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of New Denmark; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2019-2021, and these meetings included a town visioning session on May 7, 2019, monthly planning commission meetings, an open house meeting to be held on June\_8, 2021, and a public hearing to be held on July 12, 2021.

NOW, THEREFORE, BE IT RESOLVED, that the Town of New Denmark Planning Commission recommends to the New Denmark Town Board the adoption of the 2040 Town of NEW DENMARK Comprehensive Plan Update.

Approved this 8<sup>th</sup> day of June, 2021

By William Krueger,



Town of New Denmark Planning Commission

Chair

Ayes: 6

Nays: 0

Appendix C  
Town of New Denmark  
Brown County, Wisconsin

Ordinance No. 2021-03

**ADOPTING THE 2040 TOWN OF NEW DENMARK COMPREHENSIVE PLAN UPDATE**

**WHEREAS**, Secs. 62.23(2) and (3), Wis. Stats., authorize the Town of New Denmark to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

**WHEREAS**, the Town Board of the Town of New Denmark, Brown County, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

**WHEREAS**, the Town of New Denmark Planning Commission held a town-wide visioning session to obtain public input about the Town on May 7, 2019; and

**WHEREAS**, the Town of New Denmark Planning Commission adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2040 Town of New Denmark Comprehensive Plan Update," containing all the elements specified in Sec. 66.1001(2), Wis. Stats. on May 7, 2021 following an open house presentation; and

**WHEREAS**, the Town of New Denmark Planning Commission made a draft of the plan publicly available for review through the Town Clerk, and on the Town of New Denmark website a month prior to the public hearing ; and

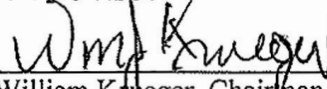
**WHEREAS**, the Town of New Denmark held a public hearing on July 12, 2021, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001(4)(d), Wis. Stats.

**NOW THEREFORE**, the Town Board of the Town of New Denmark, Brown County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2040 Town of New Denmark Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

**NOW THEREFORE, FURTHERMORE**, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 13 th day of July, 2021

APPROVED:

  
\_\_\_\_\_  
William Krueger, Chairman

ATTEST:

  
\_\_\_\_\_  
Michelle Wallerius, Clerk

Ayes: 3

Nays: 0

Date of publication: 7/19/2021

## Appendix D – Visioning Session Results

Question Number	Question	Total Weighted Score (Total/Agree) x Mean
30	Protect water quality and well water.	150.6
1	Maintain the Town's rural atmosphere.	112.3
31	Limit mega farms.	95.0
3	Improve road conditions.	89.6
11	Regulate spreading of manure.	68.6
27	Preserve green space and wildlife areas.	67.2
16	Preserve 35-acre lot size for rural land preservation.	61.6
23	Long-term plan for improving roads is needed. Implement annual allocation in town budget, not piecemeal.	56.4
20	Increase maintenance of town roads.	50.6
19	Provide better high-speed internet or fiber optic connection.	38.7
29	Maintain the community as a farming community.	38.2
6	Consider limiting land application (of manure) to specific months.	37.0
15	Revisit the future residential and commercial growth areas – the comp plan should maintain ag land.	35.8
5	Construction site inspections.	31.9
9	Identify heavy truck routes and routes intended for industrial use.	30.9
12	Additional state funding for Town roads.	30.3
4	Road construction specs required.	29.8
22	Border agreements needed between the Town of New Denmark and the Village of Denmark. Include transitional planning at border.	25.1
25	The Town needs to inform citizens of Town Board activities and issues.	22.3
2	Allow some flexibility for required minimum lot size.	22.0
7	Determine if growth areas in previous comp plan are still relevant.	19.1
26	Maintain the Neshoto River Valley.	18.2
10	Repair railroad crossings annually.	17.2
28	Environmental impact study needs to be completed.	15.4
18	Provide bike routes to the Village with either bike trails or on county roads.	11.2
17	More park development and funding, new trails, etc.	8.5
21	Improve bulk waste service, and more convenient facilities.	6.7
8	Find method of eliminating roadside dumping.	4.7
24	Hold responsible contractors for materials that detach from Cooperstown Road bridge area. Foam material has been floating.	1.9