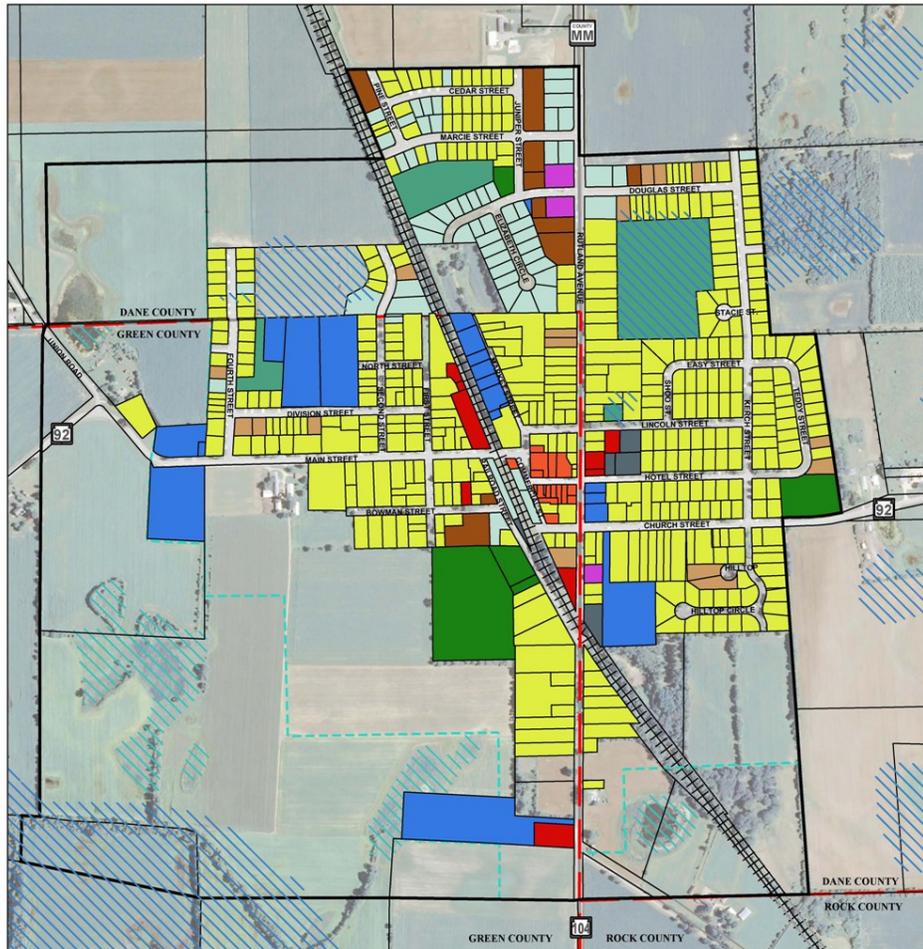


VILLAGE OF BROOKLYN DRAFT 2012 COMPREHENSIVE PLAN



May 24, 2012

ACKNOWLEDGEMENTS

Village Board:

Nadine Walsten, Village President
Dorothy Frandy, Trustee
Dean Van Den Eng, Trustee
Todd Klahn, Trustee
Steve Lust, Trustee
Jessica Hawkey, Trustee
Sue McCallum, Trustee

Village Staff:

Carol Strause, Clerk-Treasurer
Kim Brewer, Deputy Clerk-Treasurer

Village Planning and Zoning Commission:

Nadine Walsten, Chair
Dorothy Frandy
Todd Klahn
John McNaughton
Nissin Rodriguez
Dale Arndt

Planning Assistance By:

General Engineering Company
Robert J. Roth, PE
Vice President
PO Box 340
916 Silver Lake Dr.
Portage, WI 53901
Phone: (608) 742-2169
Fax: (608) 742-2592
Email: gec@generalengineering.net
Website: www.generalengineering.net

TABLE OF CONTENTS

VILLAGE OF BROOKLYN

COMPREHENSIVE PLAN

CHAPTER 1: Issues and Opportunities	1
A. Purpose of This Plan.....	2
B. General Regional Context.....	3
C. Selection of the Planning Area.....	3
D. Planning Process.....	3
E. Population Trends and Forecasts.....	5
F. Demographic Trends and Forecasts.....	6
G. Household Trends and Forecasts.....	7
H. Education and Income Levels.....	8
I. Employment Characteristics and Forecasts.....	9
J. Results of Public Participation Efforts.....	11
1. Visioning Process, Spring of 2000.....	11
2. Community Survey, 2002.....	11
3. Key Planning Issues Exercise, 2004.....	12
4. Public Participation Plan, 2004.....	13
6. Public Participation Plan, 2010.....	13
7. Open House, 2010.....	13
8. Village-Wide Community Survey, 2011.....	13
K. Local Opportunities Analysis.....	14
1. Links to Nearby Communities and Metropolitan Areas.....	14
2. Enhancing the Downtown Area.....	14
3. Preserving Surrounding Natural Amenities.....	15
4. Building on Outstanding Village Amenities.....	15
5. Economic Development Climate.....	15
L. Statement of Overall Vision and Goals.....	15
CHAPTER 2: Agricultural, Natural and Cultural Resources	17
A. Natural Resource Inventory.....	18
1. Landforms/Topography/Non-Metallic Resources.....	18
2. Drainage Basins.....	19
3. Surface Waters.....	20
4. Floodplains.....	20
5. Wetlands.....	20
6. Woodlands.....	20
7. General Soils Information.....	20
8. Environmental Corridors.....	21
9. Groundwater.....	21
10. Rare Species Occurrences.....	22
B. Natural Resource Goals, Objectives and Policies.....	22
C. Agricultural Resource Inventory.....	23
D. Agricultural Resource Goals, Objectives and Policies.....	24
E. Cultural Resource Inventory.....	25
1. Historic Resources.....	26

TABLE OF CONTENTS

	2. Archeological Resources.....	26
F.	Cultural Resource Goals, Objectives and Policies.....	26
G.	Cultural Resource Recommendations.....	27
CHAPTER 3:	LAND USE.....	29
A.	Existing Land Use Inventory.....	30
	1. Existing Land Use Pattern.....	32
	2. Land Development Trends.....	33
	3. Land Market Trends.....	33
	4. Existing and Potential Land Use Conflicts.....	34
	5. Projected Land Use Supply and Demand.....	34
B.	Land Use Programs and Recommendations.....	35
	1. Planned Land Use Map Categories.....	36
	2. Land Use Recommendations for Currently Developed Area.....	37
	3. Land Use Recommendations for Urban Service Area.....	39
	4. Land Use Recommendations for ‘Outer’ Village Limits.....	42
C.	Land Use Goals, Objectives and Policies.....	43
CHAPTER 4:	TRANSPORTATION.....	47
A.	Existing Transportation Network.....	48
	1. Roadways.....	48
	2. Airports.....	49
	3. Rail.....	49
	4. Bicycle and Pedestrian Routes.....	49
	5. Elderly and Disabled Transportation.....	49
	6. Transit.....	50
	7. Water and Truck Transportation.....	50
	8. Review of State and Regional Transportation Plans.....	50
B.	Transportation Goals, Objectives and Policies.....	52
C.	Transportation Programs and Recommendations.....	53
	1. Work with the State, Adjacent Counties, and Neighboring Jurisdictions on Coordinating Land Use Decisions with USH 14 Improvements.....	54
	2. Plan for New, Expanded and Enhanced Collector and Interconnected Local Street Patterns.....	54
	3. Encourage Traffic-Calming Measures to Promote Roadway Safety.....	55
	4. Adopt and Enforce an Official Map.....	56
	5. Coordinate Transportation Planning to Achieve Land Use and Community Character Objectives.....	57
	6. Expand and Implement Pedestrian and Bicycle Facilities Plan.....	57
	7. Promote Future Transit Service Alternatives.....	58
CHAPTER 5:	UTILITIES AND COMMUNITY FACILITIES.....	59
A.	Existing Utility and Community Facilities.....	60
	1. Village Facilities.....	60
	2. Parks and Recreation Facilities.....	60
	3. Police, Fire, Emergency, Health Care Services and Child Care Facilities.....	61
	4. Senior Center.....	62

TABLE OF CONTENTS

5.	Schools.....	62
6.	Libraries.....	63
7.	Water Supply.....	63
8.	Wastewater Treatment Facilities.....	63
9.	Stormwater Management.....	64
10.	Telecommunications.....	64
11.	Electric Generation and Power Distribution Systems.....	64
12.	Waste Disposal/Recycling Facilities.....	64
13.	Cemeteries.....	65
B.	Utilities and Community Facilities Goals, Objectives and Policies.....	65
C.	Utilities and Community Facilities Programs and Recommendations.....	67
1.	Parks and Recreation Facilities.....	67
2.	Public School Facilities.....	68
3.	Transmission Line Improvements.....	69
4.	Major Public Utility Recommendations.....	69
CHAPTER 6: HOUSING & NEIGHBORHOOD DEVELOPMENT.....		73
A.	Existing Housing Framework.....	74
1.	Housing Age and Structural Characteristics.....	74
2.	Housing Age and Structural Characteristics.....	75
3.	Special Needs Housing.....	75
4.	Housing Needs Analysis.....	76
5.	Housing Programs.....	76
B.	Housing & Neighborhood Development Goals, Objectives & Policies.....	76
C.	Housing & Neighborhood Development Recommendations.....	78
1.	Promote Infill and Maintenance of Existing Residential Properties.....	78
2.	Promote Well-Planned Neighborhood Development.....	78
3.	Enact Design Standards for Multiple Family Housing.....	79
4.	Support Provisions and Supply of Affordable Housing.....	80
CHAPTER 7: ECONOMIC DEVELOPMENT.....		81
A.	Existing Economic Development Framework.....	82
1.	Labor Force Trends.....	82
2.	Local Jobs.....	82
3.	Income Data.....	82
4.	Commuting Patterns.....	83
5.	Environmentally Contaminated Sites.....	84
6.	Market Profile.....	84
7.	Economic Development Planning and Activities.....	84
8.	Economic Development Opportunities.....	85
B.	Economic Development Goals, Objectives, Policies & Programs.....	87
CHAPTER 8: INTERGOVERNMENTAL COOPERATION.....		89
A.	Existing Village Planning Framework.....	90
B.	Existing Regional Framework.....	90
1.	Village of Oregon.....	90
2.	City of Evansville.....	90

TABLE OF CONTENTS

3.	Town of Oregon.....	90
4.	Town of Rutland.....	91
5.	Town of Brooklyn.....	91
6.	Town of Union.....	92
7.	Dane County.....	92
8.	Green County.....	92
9.	Rock County.....	93
10.	Regional Planning Jurisdictions.....	93
11.	Important State Agency Jurisdictions.....	93
C.	Intergovernmental Cooperation Goals, Objectives, Policies and Programs.....	94
D.	Framework for Potential Intergovernmental Agreements (Process to Resolve Conflicts).....	95
1.	Municipal Boundary Changes.....	96
2.	Utility Service Area Boundaries.....	96
3.	Future Land Use Recommendations.....	96
4.	Joint Economic Development Efforts.....	96
5.	Negotiations and Resulting Agreements.....	97
6.	Shared Programs or Services.....	97
7.	Agreement Term and Amendments.....	97
E.	Summary of Extraterritorial Jurisdiction Powers.....	97
1.	ETJ Planning.....	97
2.	ETJ Official Mapping.....	97
3.	ETJ Land Division Review.....	97
4.	ETJ Zoning Authority.....	97
CHAPTER 9: IMPLEMENTATION.....		99
A.	Plan Adoption.....	100
B.	Implementation Recommendations.....	100
C.	Plan Monitoring, Amendments, and Update.....	104
1.	Plan Monitoring and Use.....	104
2.	Plan Amendment.....	104
3.	Plan Update.....	105
D.	Consistency Among Plan Elements.....	106

CHAPTER ONE: ISSUES AND OPPORTUNITIES

ISSUES AND OPPORTUNITIES

The Village of Brooklyn is located in south central Wisconsin, straddling southern Dane County and northern Green County. Rock County shares the Village's southeast border. Located 15 miles south of Madison, the Village is closely connected with the metropolitan area, yet maintains a quaint character and a small-town feeling that its residents value. Surrounded by high quality agricultural land and open space, the Village is rich in rural character. The past decade has brought population growth to Brooklyn and residential development pressure will likely continue in the region for years to come. This Plan can be instrumental in shaping the Village's future role in the region and influencing the overall quality-of-life for its residents.

This opening chapter provides an introduction to the planning process, baseline data and information, and results of public participation exercises used to complete this Plan. This chapter also includes the Village's vision and overall goals to guide the future preservation, development and redevelopment in Brooklyn over the 20-year planning period.

A. PURPOSE OF THIS PLAN

The purpose of this Village of Brooklyn Comprehensive Plan is to update the Village's Comprehensive Plan adopted in 2005. This updated Plan is intended to help guide local decision-making by:

- Identifying areas appropriate for development, redevelopment, and preservation over the next 20 years;
- Recommending types of land use for specific areas in and close to the Village;
- Identifying needed transportation and community facilities to serve future land uses;
- Providing strategies to implement plan recommendations.

This Comprehensive Plan is being prepared under the State of Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. It meets all of the statutory requirements of the Smart Growth law, including the nine required elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Co-operation; Land Use; and Implementation. The Village of Brooklyn's planning process in 2004 was conducted concurrently with eight other southeast Dane County communities, including the City of Edgerton and the Towns of Albion, Blooming Grove, Deerfield, Dunkirk, Pleasant Springs, and Rutland. Since the Village found that an update was necessary for its own purposes, a regional planning consortium was not necessary. So the 2012 update to the 2005 approved Comprehensive Plan was conducted only by the Village of Brooklyn, aside from intergovernmental meetings held in the process.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Village Plan Commission adopts the Plan by resolution and recommends that the Village Board enact an ordinance adopting the Plan as the Village's official comprehensive plan.

Following Plan Commission approval, the Village Board holds a public hearing to discuss the proposed ordinance adopting the Plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Board may then adopt the ordinance approving the Plan as the Village's official Comprehensive Plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Village Plan Commission and Board assures that both bodies understand and endorse the Plan's recommendations.

This Comprehensive Plan is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element, followed by an outline of the Village's policy desires related to that element, and ends with detailed recommendations. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this Plan.

B. GENERAL REGIONAL CONTEXT

As a long range plan concerned with a variety of environmental, economic, and social factors, this Plan must examine and provide recommendations for areas both within the Village of Brooklyn's corporate limits and beyond. Map 1-1 shows the relationship of Brooklyn to surrounding jurisdictions in the region. The map shows the Village's current (2012) municipal boundary and the Village's portion of the Urban Service Area (USA) boundary within Dane County. It also shows neighboring municipal and town boundaries, the Oregon School District boundary, and section lines.

The Village is located in south-central Dane County, about 15 miles south of Madison, 75 miles west of Milwaukee, 275 miles southeast of Minneapolis, and 125 miles northwest of Chicago. Map 1-1 shows Brooklyn's location relative to neighboring communities in the region. The Village abuts the Town of Oregon to the north and west, the Town of Rutland to the east, and the Town of Brooklyn in Green County and the Town of Union in Rock County to the south. Brooklyn is located in an expanding Dane County area, where growth and development has outpaced most other metropolitan areas in Wisconsin. A strong regional economy and higher educational opportunities have spurred much of this growth and expansion during the 1990s. Total population, employment, and development are forecasted to continue growing in the region over next two decades, with Brooklyn positioned to accommodate some of this growth in a balanced, well-planned manner.

C. SELECTION OF THE PLANNING AREA

The study area for this Plan has been selected as to generally include all lands in which the Village has both a short-term and long-term interest in planning and development activity. The Planning Area includes all lands currently within Brooklyn's portion of the Urban Service Area (USA) and unincorporated areas within its 1½-mile extraterritorial jurisdiction (ETJ). Map 1-1 shows the Village's 1½-mile ETJ boundary.

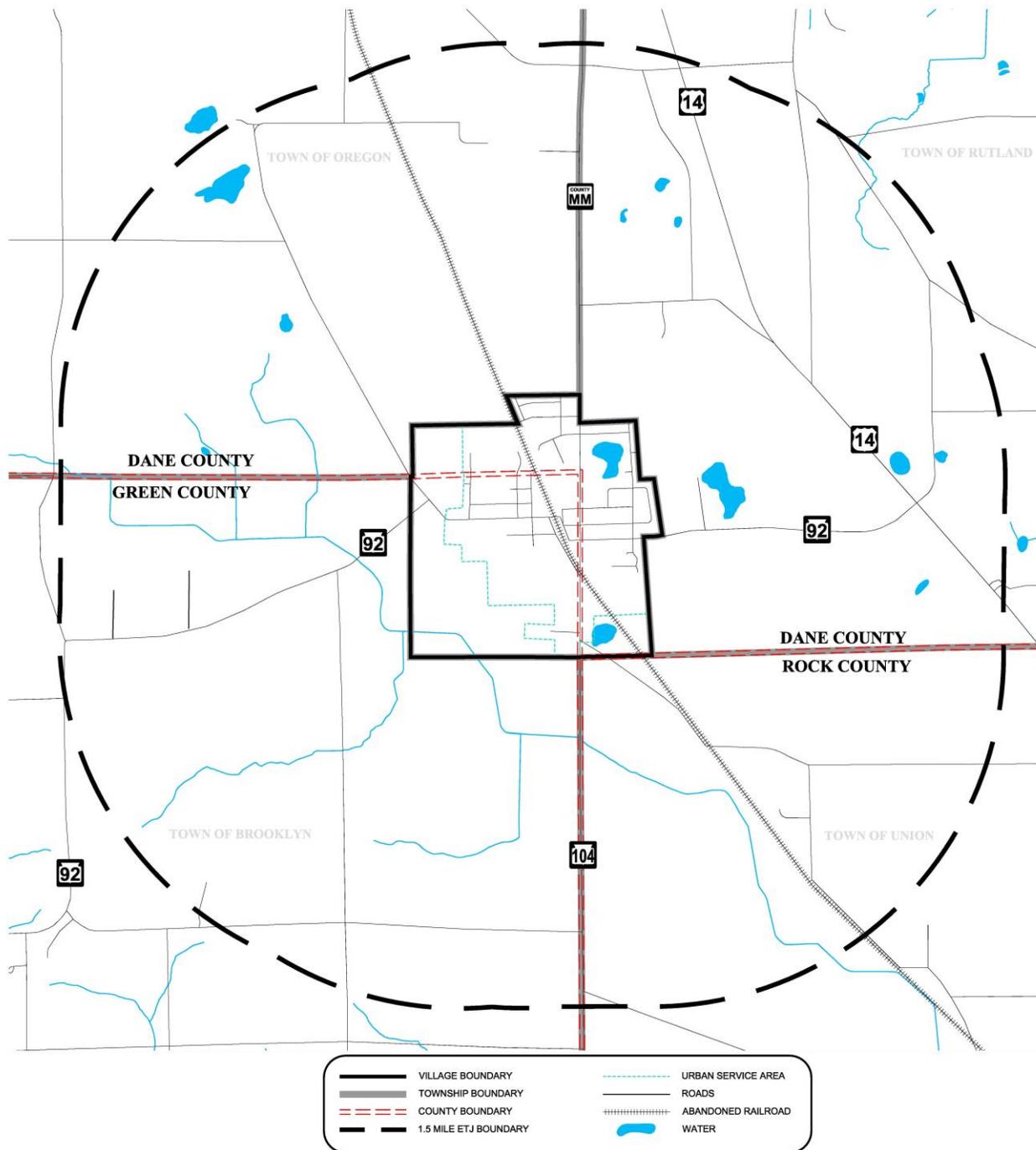
Within the ETJ, state statutes enable the Village to plan, review subdivisions, enact extraterritorial zoning, and implement an official map. This Plan covers a planning period of approximately 20 to 25 years. Within that time period, much of the land within the Village's ETJ will remain outside the corporate limits (i.e., not be annexed). The Village has an interest in assuring that development activity within the entire ETJ area does not negatively affect the capacity for logical urban growth within and beyond the planning period.

D. PLANNING PROCESS

The State's Comprehensive Planning legislation describes how a Comprehensive Plan must be developed and adopted (see sidebar on previous page). After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Any program or action under-taken by the Village after 2010 that affects land use will have to be consistent with this Plan, which includes subsequent comprehensive plans and/or updates. These programs or actions include zoning and subdivision ordinances and official mapping.

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. Citizen review and approval was critical to the planning process, including the requirements outlined in §66.1001.

Map 1-1: Jurisdictional Framework



At the outset of this planning process for the original plan in February 2004, the Village Board adopted by resolution its public participation plan to ensure that the Plan accurately reflects the vision, goals, and values of its residents. The Village’s Economic Development Committee served as the working group charged with coordinating the process for the Village. Much of the initial public input in the planning process was obtained through an opinion survey conducted in early 2002, with opportunities for more local input provided throughout the planning process – from January 2004 until early 2005, an informal Open House to review the draft Plan, and informal landowner interviews.

Data collection utilized several local, county, and state resources—drawing on resources from both Dane County and Green County. Initial inventory mapping was based on a detailed land use inventory conducted in March 2004. The committee members had an opportunity to review the background data and inventory maps first in April 2004, and throughout the planning process.

As the Economic Development Committee developed the Village’s Economic Development Plan, the Village of Brooklyn found that it was appropriate to update its 2005 Comprehensive Plan. In February of 2010, the Village of Brooklyn adopted a public participation plan and started the process of reviewing the map and text. Several open meetings were held where the Comprehensive Plan was discussed. An Open House was held on March 22, 2010 and a Public Hearing was held on June 25, 2012.

Although the Village originally intended for a few amendments to the Plan, the discussions led to more sweeping changes in many of the goals and objectives and more specific planning policies were identified. Thus, a 2012 Update to the 2005 Comprehensive Plan was developed.

The recommendations of this Plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices. Neighboring communities, as well as the three adjoining counties, were distributed a draft and final version of their comprehensive plan document.

E. POPULATION TRENDS AND FORECASTS

Population growth in the Village of Brooklyn was steady from 1970 to 2000. The Village grew 11 percent from 1970 to 1980. From 1980 to 1990, this rate of growth more than doubled to 26 percent. Between 1990 and 2000, Brooklyn’s population increased by 16 percent. Overall, the Village nearly doubled in size from 1970 to 2000. Figure 1-1 compares Brooklyn’s population trends over the past 40 years to trends in nearby communities, Dane and Green County, and the State.

The 2010 Census has revealed significant changes to the characteristics of population in the Brooklyn area. The 2010 Census population in the Village of Brooklyn is 1,401, which means the Village grew 52.9% since 2000. Comparatively, the Village of Oregon experienced similar growth rates and more population overall, but the Village of Brooklyn is certainly seeing a more significant impact from growth. Essentially, the rates of growth as shown in Figure 1-1 below are substantially higher than the State of Wisconsin (6.0%) as well as Dane County (14.4%).

Figure 1-1: Population Trends, 1970 – 2010

	1970	1980	1990	2000	2010	Population Change*	Percent Change*
Village of Brooklyn	565	627	789	916	1,401	+485	52.9%
Village of Oregon	2,553	3,876	4,519	7,514	9,231	+1,717	22.9%
Town of Oregon	1,115	1,798	2,428	3,148	3,184	+36	1.1%
Town of Rutland	1,197	1,393	1,584	1,887	1,966	+79	4.2%
Town of Brooklyn	746	760	799	944	1,083	+139	14.7%
Town of Union	n/a	n/a	1,537	1,860	2,099	+239	12.8%
Green County	26,714	30,012	30,339	33,647	36,842	+3,195	9.5%
Dane County	290,272	323,545	367,085	426,526	488,073	+61,547	14.4%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	+323,271	6.0%

Sources: U.S Census, 1970- 2010; Dane County Regional Planning Commission

* 2000 to 2010 population

Figure 1-2 shows seven alternatives for the Village’s projected population in five-year increments. This information is based on 2008 forecasts prepared by the Wisconsin Department of Administration, the Capital Area Regional Planning Commission (CARPC), and trends based on growth rates over different time spans for the Village. These future population forecasts are useful for long-term land use, housing,

and community facility planning. It is important, however, to recognize the limitations associated with these numbers. The State bases these projections on historical growth patterns and the composition of the current population base. The reliability of this information depends on the continuation of past growth trends. Projections in areas with smaller populations like Brooklyn are often subject to error, as minor changes in birth, death, or migration rates can significantly alter growth rates. The actual future population will depend on a variety of factors, including market conditions, utility availability, attitudes towards growth, school district policies and choices, and regulations on development.

As Figure 1-2 illustrates, there are several forecasts that were considered by the Village in the Planning Process. The Village evaluated all projections against historical changes, current development trends, economic factors and modest annual rate increases that could be supported by a number of outside factors. Some population forecasts that were based too much or little on historic or development trends were viewed as not representative of the probable population trend for the future. After careful evaluation, the Village selected the Compounded 1970-2010 forecast for future estimates during this planning phase.

Figure 1-2: Population Forecasts, 2010 - 2030

	Annual Rate/ Increase	2010	2015	2020	2025	2030
WisDOA	1.98%	1,272	1,427	1,583	1,737	1,884
CARPC	2.44%	812	938	1,063	1,190	1,316
Linear 1970-2010	20.9	1,401	1,506	1,610	1,715	1,819
Linear 1990-2010	30.6	1,401	1,554	1,707	1,860	2,013
Linear 2000-2010	48.5	1,401	1,644	1,886	2,129	2,371
Compounded 1970-2010	2.30%	1,401	1,570	1,759	1,970	2,208
Compounded 1980-2010	2.72%	1,401	1,602	1,832	2,905	2,396
Compounded 1990-2010	2.91%	1,401	1,617	1,866	2,154	2,487
Compounded 2000-2010	4.34%	1,401	1,733	2,143	2,650	3,277

Estimates based on Wisconsin Department of Administration Projections, Capital Area Regional Planning Commission projections, and historical growth rates in the Village.

F. DEMOGRAPHIC TRENDS AND FORECASTS

In 2000, the median age in the Village was 33.1. In 2010, the median age in the Village has decreased to 32.8. The age structure of the Village's population has fluctuated over the past few decades. The proportion of the Village's residents under the age of 18 decreased from 32 percent in 1990 to 30 percent in 2000 and 2010. The percentage of the population over 65 has continued to decrease from 12 percent in 1990 to 8 percent in 2000 to 5.6 percent in 2010. These trends suggest a growing number of middle-age residents, and younger families with fewer children in the Village.

In 2000 and 2010, Brooklyn had a lower median age compared to other towns and villages, but comparable to Dane County. The percentage of Village residents who are school-age is comparable to the neighboring Village of Oregon; it is higher, however, than the other surrounding towns and counties. On average in 2000, the Village had a similar proportion of its residents over the age of 65 compared to the neighboring communities, although it was a bit higher than the Town of Oregon and lower than both Dane and Green Counties. As seen in Figure 1-3, the Village of Brooklyn was the only community that had a decrease in percentage of residents 65 and over since 2000.

While age group projections for the Village of Brooklyn are not available, they have been prepared for Dane County. According to the Department of Administration, Dane County's elderly age group (65 and older) is projected to increase significantly over the planning period. This will have important implications for school facility planning, elderly housing, and specialized transportation services in all communities, including Brooklyn. The Village of Brooklyn's racial composition is reflective of Dane County characteristics. Most

Village residents reported “White” as their only race (over 98 percent). The classifications “Black or African American,” “Asian” and “Two or more races” made up the remaining percent of the population.

Figure 1-3: Age and Gender Statistic Comparisons, 2000 & 2010

		Village of Brooklyn	Village of Oregon	Town of Oregon	Town of Rutland	Town of Brooklyn	Town of Union	Green County	Dane County	Wisconsin
2000	Median Age	33.1	34.2	38.8	38.6	38.1	37.9	37.9	33.2	36.0
	% under 18	30.1	30.5	31.2	27.3	27.4	17.3	26.5	22.6	25.5
	% 65 & over	8.4	8.7	5.7	7.6	8.7	9.0	14.7	9.3	13.1
	% Female	49.0	51.4	49.1	48.6	47.6	48.7	50.8	50.5	50.6
2010	Median Age	32.8	37.0	45.2	46.4	44.6	40.6	41.1	34.4	38.5
	% under 18	30.0	28.6	24.5	21.0	24.3	26.5	24.3	21.7	23.6
	% 65 & over	5.6	9.6	10.2	12.0	11.4	9.8	14.9	10.3	13.7
	% Female	49.6	52.2	50.0	48.4	47.0	48.7	50.5	50.5	50.4

Source: U.S. Census, 2000 & 2010

G. HOUSEHOLD TRENDS AND FORECASTS

Between 1970 and 2000 the number of households in Brooklyn increased from 184 to 343 – an 86 percent increase. In 2000, the Village had 350 housing units, suggesting a high occupancy rate. The number of housing units has increased since 2000, with much building activity taking place up to 2007 and at the time this Plan was originally written. The 2010 Census, however, has revealed a substantial increase in Total Housing Units (50.5%) and Total Households (48.1%) as compared to 2000 census data, similar to what Figure 1-1 Population Trends suggests.

The Village’s average household size has decreased over the decades from 1970 to 2000; from 1990 to 2000, Brooklyn’s average household size decreased from 2.83 to 2.67. From 2000 to 2010, the average size had increased back to 2.76. Of the municipalities shown in Figure 1-4, Brooklyn was the only community that had an increase in household size. This indicates a higher value than the Dept. of Administration estimated and also shows a higher ratio of families with children in each household. Recent trends may be indicative of a change in housing demographics and going forward through the year 2025.

The number of single person households is similar to that of the Towns of Brooklyn, Rutland and Union, higher than that of the Town of Oregon, and lower than that of the Village of Oregon, Dane and Green Counties and State.

Poverty status is defined as the difference between a family’s income and their poverty threshold, as determined by the size of the family and other measures. The percentage of Village families considered in poverty status for 2000 is 1.1 percent, and the percentage of individuals is 2.9 percent. The percentage in 2010 has increased to 4.5 percent for families and 8.1 percent for individuals. This is higher than average when compared to neighboring communities, but somewhat lower than that of the two counties and State. The economic state since 2007 has been a factor in the increased percentages for all communities.

Figure 1-4: Household Characteristic Comparisons, 2000 & 2010

	Village of Brooklyn	Village of Oregon	Town of Oregon	Town of Rutland	Town of Brooklyn	Town of Union	Green County	Dane County	Wisconsin	
2000	Total Housing Units	350	2,895	1,077	704	356	718	13,878	180,398	2,321,144
	Total Households	343	2,796	1,063	689	341	693	13,212	173,484	2,084,544
	Household Size	2.67	2.66	2.96	2.72	2.77	2.68	2.51	2.37	2.50
	Families with female head of household	31	245	43	40	17	43	995	13,741	200,300
	% Single-person household	18.7	20.4	8.6	13.6	14.4	17.0	25.0	29.4	26.8
	% Households with individuals age 65 and over	17.2	15.2	11.3	15.1	15.5	16.9	25.1	15.8	23.0
	% Families in poverty status	1.1	1.8	0.6	0.7	2.9	2.0	3.3	4.0	5.6
	% Families with female head of household in poverty status	4.9	13.0	n/a	0	17.6	0	12.1	16.2	21.7
	% Individuals in poverty status	2.9	3.3	0.4	1.3	2.7	3.6	5.1	9.4	8.7
2010	Total Housing Units	527	3,775	1,191	778	442	822	15,856	216,022	2,624,358
	Total Households	508	3,589	1,160	760	419	782	14,866	203,750	2,279,768
	Household Size	2.76	2.55	2.74	2.59	2.58	2.68	2.45	2.33	2.43
	Families with female head of household	49	370	50	35	16	41	1,203	17,427	233,948
	% Single-person household	15.9	23.8	11.2	15.8	16.7	17.5	25.7	30.5	28.2
	% Households with individuals age 65 and over	12.0	17.1	18.9	22.4	20.0	17.6	25.4	17.6	24.0
	% Families in poverty status*	4.5	3.9	3.1	0	2.9	1.7	6.1	5.5	7.7
	% Families with female head of household in poverty status*	10.9	20.2	0	0	25.0	7.9	20.9	23.9	28.9
	% Individuals in poverty status*	8.1	5.3	4.8	2.3	6.1	3.2	9.0	11.6	11.6

Source: U.S. Census, 2000 & 2010,

*U.S. Census, 2006-2010 American Community Survey 5-Year Estimates

H. EDUCATION AND INCOME LEVELS

Educational attainment is the highest degree or level of school completed, and is a variable used when assessing a community's labor force potential. According to 2000 census data, over 90 percent of the Village's population aged 25 and older have attained a high school level education or higher. This is comparable to neighboring communities.

Income is another important economic indicator. The 2000 median household income in the Village of Brooklyn (\$48,056) was comparable to both Dane and Green Counties, but lower than some of the nearby communities.

The 2010 median household income in the Village (\$66,827) is still comparable to both Dane and Green Counties and lower than some of the nearby communities. Based on the 2006-2010 estimates, there were increases in income and educational achievements. The estimates indicate an increase in the labor force but also unemployment. The labor market changes could be contributed from the age shift and less residents over 65 to more residents from age 18 to 65.

Figure 1-5: Economic and Labor Force Characteristic Comparisons, 2000 & 2010

		Village of Brooklyn	Village of Oregon	Town of Oregon	Town of Rutland	Town of Brooklyn	Town of Union	Green County	Dane County	Wisconsin
2000	Median HH Income	\$48,056	\$56,584	\$72,250	\$64,740	\$53,333	\$55,385	\$43,228	\$49,223	\$43,791
	Per Capita Income	\$19,480	\$23,650	\$28,218	\$27,695	\$21,458	\$22,609	\$20,795	\$24,985	\$21,271
	% High school graduate or higher	90.3	93.6	95.8	92.3	89.1	89.6	84.1	92.2	85.1
	% Bachelor's Degree or higher	17.8	40.2	43.3	25.2	19.5	20.5	16.7	40.6	22.4
	% in labor force	79.7	76.7	80.7	82.1	80.9	77.8	72.8	75.0	69.1
	% persons unemployed	2.6	1.5	1.5	2.0	1.8	2.6	3.2	2.9	3.2
2010	Median HH Income	\$66,827	\$79,517	\$99,167	\$75,375	\$64,028	\$74,875	\$53,088	\$60,519	\$51,598
	Per Capita Income	\$24,950	\$34,662	\$39,229	\$37,279	\$28,085	\$27,900	\$26,721	\$32,392	\$26,624
	% High school graduate or higher	95.4	97.0	97.5	94.9	94.4	90.5	90.1	94.3	89.4
	% Bachelor's Degree or higher	21.7	42.5	44.4	27.9	19.8	24.3	18.8	45.4	25.8
	% in labor force	90.0	76.5	79.0	79.1	77.7	82.9	72.2	74.4	69.0
	% persons unemployed	7.8	6.0	3.8	4.3	5.3	5.5	5.4	5.0	6.7

Source: U.S. Census, 2000, 2006-2010 American Community Survey 5-Year Estimates

I. EMPLOYMENT CHARACTERISTICS AND FORECASTS

In 2000, approximately 18 percent of the labor force of the Village of Brooklyn worked in the education, health, and social services sector (see Figure 1-6). Most of these jobs are located in the Madison area. Manufacturing is the second largest sector of employment for Village residents, employing 15 percent of the Village's labor force. Many Brooklyn residents also work in the retail trade and construction sectors.

In 2010, an estimated 27.2 percent of the labor force of the Village of Brooklyn worked in the education, health, and social services sector (see Figure 1-6). The construction sector estimates show a decrease by almost half because of the economic recession while professional, scientific, management, administrative and waste management services increased by over 20 percent. The remaining sectors had minimal changes.

Figure 1-7 offers a more detailed examination of the jobs reported in Dane County, as reported by the Department of Workforce Development. These numbers reflect the Top 10 industry groups in Dane County, detailing the number of firms in each group. Professional and technical services comprise the greatest number of firms in Dane County. Recent trends within industry groups suggest that certain sectors have gained jobs in the past couple of years, while other sectors were more negatively affected by the recent recession. Between 2002 and 2003, the greatest increase in the number of jobs in Dane County was in hospitals, followed by food services and drinking places. Of these industry groups, the most jobs were lost in the administrative and support service sector in Dane County (loss of 229 jobs countywide).

Between 2003 and 2009, the greatest increase in the number of jobs in Dane County was in education services, followed by professional and technical services. Of these industry groups, the most jobs were lost in the executive, legislative, & general government sector in Dane County (loss of 338 jobs countywide). This information is somewhat reflective of the recent economic downturn affecting the State and the Nation.

Figure 1-6: Village of Brooklyn Labor Force Characteristics, 2000 & 2010

	Occupational Group	Percentage of Labor Force
2000	Education, health and social services	18.0
	Manufacturing	15.0
	Construction	13.7
	Retail trade	12.0
	Finance, insurance, real estate, and rental and leasing	7.5
	Public administration	7.5
	Professional, scientific, management, administrative, and waste management services	6.4
	Wholesale trade	3.9
	Transportation and warehousing, and utilities	3.9
	Information	3.9
	Arts, entertainment, recreation, accommodation and food services	3.6
	Agriculture, forestry, fishing and hunting, and mining	2.3
	Personal services	2.3
2010	Education, health and social services	27.2
	Manufacturing	17.5
	Retail trade	14.0
	Professional, scientific, management, administrative, and waste management services	7.7
	Finance, insurance, real estate, and rental and leasing	7.3
	Construction	7.3
	Transportation and warehousing, and utilities	4.9
	Public administration	3.5
	Arts, entertainment, recreation, accommodation and food services	3.1
	Wholesale trade	2.4
	Agriculture, forestry, fishing and hunting, and mining	2.3
	Information	1.6
	Other services, except public administration	1.2

Source: U.S. Census, 2002, 2006-2010 American Community Survey 5-Year Estimates

Forecasting employment growth for establishments located within Brooklyn is difficult given the community's comparatively small labor force and reliance on the larger Madison urban area. Employment forecasts have been provided for the State of Wisconsin by Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm. These projections show total employment in Dane County growing at an annual rate of 1.5 percent from 1998 to 2003. The finance, insurance and real estate employment sector is expected to have the highest annual growth rate during this five-year period. Total employment in the Madison metropolitan area is projected to increase 26 percent over the next 20 years, from approximately 330,880 workers in 1999 to 417,370 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period. In Green County, employment is expected to grow by less than one percent to the year 2020, with the majority of employment growth occurring in the service sector (24%) and the manufacturing sector (19%).

Figure 1-7: Top 10 Industries in Dane County, 2000 & 2009 (Employers)

	Industry Group	Establishments
2000	Professional and Technical Services	1,272
	Specialty Trade Contractors	767
	Food Service and Drinking Places	715
	Administrative and Support Services	472
	Ambulatory Health Care Services	389
	Insurance Carriers and Related Activities	299
	Educational Services	138
	Executive, Legislative and General Government	85
	Nursing and Residential Care Facilities	75
	Hospitals	8
2009	Professional and Technical Services	1,789
	Food Service and Drinking Places	1,021
	Specialty Trade Contractors	840
	Administrative and Support Services	676
	Ambulatory Health Care Services	571
	Insurance Carriers and Related Activities	376
	Social Assistance	328
	Education Services	171
	Executive, Legislative and General Government	85
	Hospitals	5

Source: Wisconsin Department of Workforce Development, 2004
2009 4th Quarter Employment and Wages by Industry from Wisconsin's WORKnet

J. RESULTS OF PUBLIC PARTICIPATION EFFORTS

The following is a summary of the key public participation efforts held during the course of preparing this Comprehensive Plan, 2012 Update:

1. Visioning Process, Spring of 2000
2. Community Survey, 2002
3. Key Planning Issues Exercise, 2004
4. Public Participation Plan, 2004
5. Public Participation Plan, 2010
6. Open House, 2010
7. Village-Wide Community Survey, 2011

1. Visioning Process, Spring of 2000

The Village of Brooklyn Economic Development Committee initiated a visioning process in the spring of 2000 that was facilitated by University of Wisconsin Extension staff. About 60 village residents participated in the meeting and focus group discussions. The purpose of the visioning process was to provide the Village with direction for the future by addressing the following questions: “Where are we now?”; “Where are we going given existing trends?” and “Where do we want to go?”

2. Community Survey, 2002

Following the visioning process, a survey was developed by the Village. Survey questions were designed to address the main areas of concern identified by the focus groups. The survey was distributed to 339 homes within the Village of Brooklyn and 64 additional homes within a one mile

radius of the Village. Of the surveys sent, 151 were returned from within the Village and 24 were returned from the area surrounding the Village – resulting in response rates of 44.5 and 37.5 percent.

When asked why they choose to live in Brooklyn, the most frequent responses were: the small-town atmosphere, friendly people, peace and quiet, close proximity to neighboring communities and metropolitan areas, feeling of safety, schools, and affordable housing. The results of this survey suggest that residents are generally satisfied with the pace of growth in the Village. When asked about Brooklyn’s pace of growth – 48 percent felt it was “just right,” while nearly 20 percent thought it was somewhat fast and another 20 percent felt growth was somewhat slow. Most respondents agreed that it is important to maintain Brooklyn’s small-town atmosphere (82%), while 68 percent disagreed with the statement “Brooklyn should have no new residential growth.” Residents are also satisfied with the amount of park-land in the Village.

2002 Community Survey Results

82% of respondents agreed that it is important to maintain Brooklyn’s small-town atmosphere.

Village of Brooklyn residents generally felt that business growth is desirable. Nearly 78 percent of respondents supported encouraging business growth downtown, while 64 percent favored business development on the outer edge of the Village. Most respondents preferred smaller companies to large ones (with fewer than 30 employees). The perception of getting good value for local tax-dollars is mixed in the Village, with about one-third of residents feeling they are getting a good value, one-third of residents who feel they are not getting a good value, and another one-third expressing no opinion.

The 2002 Survey showed that Brooklyn residents cared about the appearance of the Village. About 60 percent of respondents expressed the belief that the Village should enforce ordinances regarding property upkeep whether or not a complaint is made. People generally felt very safe in the Village, 92 percent of respondents reported feeling “safe.” Many residents cited safety as a reason they live in Brooklyn. The 2002 Survey also showed that most residents felt satisfied with the level of service provided by the volunteer EMS, fire department, and the police.

Generally people felt that Brooklyn was a good place to raise a family (89 percent agreed). Further, 92 percent of respondents agreed that the school is an important part of the community. In terms of “community identity,” over half of respondents thought it was acceptable that Brooklyn is a “bedroom community.” When asked if they “feel like part of the community,” 56 percent responded affirmatively. At the same time, 60 percent of respondents agreed that Brooklyn has a strong sense of community. The majority of residents reported knowing many of their neighbors.

When asked about things they would like changed or added to the Village, residents suggested walking and biking trails, cooperation by the Village Board, activities (especially for teenagers), a more attractive downtown, and more businesses (including retail). Specifically, respondents wanted to see a hardware store, eating places, groceries, health care, and a variety store.

3. Key Planning Issues Exercise, 2004

The Economic Development Committee held an open public meeting where they had the opportunity to report many of the elements of Brooklyn they valued, and asked to identify the key issues within the Village. Residents also provided input on changes they would like to see in the future of the community.

When asked what defines the “community character” of Brooklyn, participants identified the small town atmosphere, with a safe, welcoming, neighborly feel, and an overall sense of peace and quiet. The character of the Village’s older homes, big trees, and community events were other things that were valued by participants. Certain aspects of the community were perceived as changing. For instance, some participants noted that their sense of security had been compromised in recent years. Others were concerned about the loss of big trees from the Village with new development.

Relating to land use, participants noted that existing ordinances, particularly in requiring certain sidewalk, lighting, and landscaping standards, were good. The Village may be interested in pursuing new uses for vacant and brownfield sites, including the old fire department, and vacant businesses in the downtown area. The Village may also identify some new sites for industrial and commercial development.

Participants noted that potential economic development approaches could utilize undeveloped space, particularly in attracting people and commerce to the downtown area. Both downtown and peripheral area growth were suggested as potential areas of economic expansion. Participants also noted that new land uses may be constrained by sewer and water system capacity.

4. Public Participation Plan, 2004

In February 2004, the Village Board adopted its Public Participation Strategy and Procedures for the original Plan. These procedures were developed to assure that citizens had opportunities and methods for receiving information about and having input into the Village's planning process and planning related issues.

5. Public Participation Plan, 2010

In February 2010, the Village Board adopted its Public Participation Plan and Procedures to amend their original 2005 Comprehensive Plan. This plan and procedures were developed to assure the citizens had the same opportunities and methods for receiving information and providing input into the Village's planning process and planning related issues as was the case in 2004. Specific programs and actions taken by the Village include holding open meetings and public hearings, providing status reports and summaries, and public opportunity to view draft and final plan amendments.

6. Open House, 2010

In March of 2010, the Village Plan Commission held an Open House to develop/discuss new planning issues and to gain additional public input. Much of the meeting entailed a discussion of the planning needs of the Village, the necessity for downtown progress, and the benefits to the Village by growing in the area of economic development. Individual property owners were given an opportunity to review land use map amendments and weigh in on key planning issues. The goals and objectives created by the Economic Development Committee to encourage economic growth in the Village were also displayed and input was sought from the participants.

7. Village-Wide Community Survey, 2011

In the summer of 2011, the Village of Brooklyn planned and implemented a village-wide survey of the residents. It was created by the Village's Economic Development Committee originally to gain more information from patrons, business trends and economic trends. The survey was expanded to include questions about other Village topics. The end-result was a more traditional comprehensive plan survey with a few more questions related to economic development and business patterns of the residents. A complete copy of the survey, with graphical results, is provided in Appendix ____.

Surveys were sent to 527 households within the Village. Of these, 122 responses were returned resulting in a response rate of 23 percent.

The 2011 Survey revealed that the cost of home/property, rural small town atmosphere and the quality of the schools are the primary reasons residents moved to Brooklyn. Other important qualities were being near family/friends and accessibility to highways. Most people want to see Brooklyn grow and be actively engaged in the development of the Village, especially in the area of economic development. However if residential development should occur, most participants felt residential development should be mid-size single family, starter homes, and senior housing. It appeared most residents are satisfied with Village services, with some comments, reflecting dissatisfaction with the water and sewer service

rate increases the Village implemented to fund the utilities and new wastewater treatment facility in 2009.

Most residents, 91 percent, want commercial development in the Village. Most residents identified restaurants, convenience stores and gas stations as types of business that the Village should have more of and also the need for a grocery store.

While most Village residents feel the quality of the parks is high, it appears from the 2011 Survey that 8% of respondents have never used the parks. Further, the Village received mixed information when asking respondents if certain parks, or park facilities, should be improved or upgraded. Other important survey information was retrieved that the Village can use as appropriate.

K. LOCAL OPPORTUNITIES ANALYSIS

The Village of Brooklyn has several assets that create opportunities for future enhancements to economic and community health. These assets include Brooklyn's:

- Proximity to the Madison and Janesville metropolitan areas
- Historic downtown buildings and businesses
- Surrounding natural resource base
- Outstanding Village amenities (e.g. school, churches, parks, historic buildings)
- Active economic development climate within the Village

The combination of these factors creates several opportunities for the Village's future that are discussed in more detail below.

1. Links to Nearby Communities and Metropolitan Areas

Brooklyn is located within 20 minutes from the Cities of Madison and Janesville. This location provides both opportunities and threats to the Village. Undesirable outcomes of this proximity may include unplanned or haphazard growth and development spilling over from the Madison area. With population and housing growth, traffic congestion may result. However, rather than succumb to these potential threats to its community identity and many of the characteristics that Brooklyn residents value (peace, quiet, small-town feel), Brooklyn has an opportunity to plan proactively for its future and capitalize on its link among nearby communities, its proximity to Madison and Janesville, and the characteristics that make it unique and a desirable place to live.

Brooklyn's is located in Madison's urban field, referring to the peripheral small communities and rural areas that share a strong flow of people, commodities, money, and information with the nearby metropolitan magnets. Brooklyn's position offers the benefits of relatively high demand for land, a market for local commerce; but with the opportunity to remain a distinct community through the enhancement of Brooklyn's unique downtown area, and the maintenance of community separation areas.



Downtown Brooklyn helps define the community

2. Enhancing the Downtown Area

The Village has a distinct downtown

(defined in this Plan as “Central Mixed Use”) area, focused centrally along Commercial, Rutland, Lincoln and Hotel Streets. The downtown’s existing amenities include historic buildings, civic uses, and some commercial development. Other key features include the sidewalks and amenities which make the area safe and attractive to walk and gather at the gazebo near the open space by the railroad tracks.

Several additional opportunities exist for the downtown area. Promoting reuse of existing vacant buildings and mitigated brownfield sites would bring more commerce and activity to the downtown area. In addition, the Village may be interested in pursuing further enhancements to the streetscape, including lighting, way-finding systems, and encouraging certain design standards for new downtown businesses that promote the Village character. This may spur additional private investment as confidence in the downtown increases.

3. Preserving Surrounding Natural Amenities

South central Wisconsin is heralded for its outstanding agricultural land and wide expanses of open space and rolling hills. Not only is the agricultural land important to the region’s economy, but the rural places provides a character that attracts people to the region.

Brooklyn’s small town character, access to agricultural land, and proximity to open and scenic spaces provide an ideal backdrop for residential development and the supporting commercial development. By making well-planned land use decisions in its Urban Service Area, Brooklyn can build off these qualities and, in so doing, act to help preserve the characteristics of the rural areas that surround Brooklyn.

Village Opportunities

- Link to nearby communities
- Build on Village amenities
- Natural and recreational amenities
- Maintain and enhance downtown and community appearance
- Climate for Economic Development

4. Building on Outstanding Village Amenities

The Village’s numerous existing amenities serve both the Village as well as the broader network of communities. The Village boasts park and recreational space, including Legion and Smithfield Parks. Since 2005, the Village has added new playground equipment, tennis courts, a skateboard park and backstops for the baseball fields. The Village has the opportunity to further develop these recreational amenities, and develop connections to potential regional trail systems. Brooklyn Elementary School serves not only as an education facility, but also as an additional park and recreational space. The Community Center, and other institutional uses, such as the local churches are also key Village amenities. These provide opportunities for social and civic engagement.

5. Economic Development Climate

Brooklyn has seen increasing patterns in business activity in recent years. This is based on inquiries, discussions with business owners, and the recent population increase and trends. Brooklyn has good potential for additional business expansion, new development or relocation, based on increasing traffic volumes, its proximity and connectivity to Madison and Janesville (STH 14) and its available land area for business development in the southeast quadrant of the Village.

Recently, the Village Economic Development Committee (EDC) has been expanding its economic development plan to guide and administer the policies of development. This Comprehensive Plan, together with the EDC and possibly other business organizations, will outline business development opportunities for the immediate future in Brooklyn.

L. STATEMENT OF OVERALL VISION AND GOALS

Each chapter of this Comprehensive Plan includes a set of goals, objectives and policies which will provide the vision and policy guidance that the Planning Commission, Village Council, Village residents, and other interested groups and individuals need to guide the future preservation and development of the Village of

Brooklyn over the next 20+ years. Visions, goals, objectives and policies are defined below:

- A ***Vision*** is an expression of the direction the Village of Brooklyn wishes to head over the next 20 years and beyond. This statement serves as the foundation for setting goals, objectives, and policies. The Village’s vision statement was developed as part of Brooklyn’s Visioning Process that took place in spring 2000 and listed below in the gray box.
- ***Goals*** are broad statements that express general public priorities about how the Village should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- ***Objectives*** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- ***Policies*** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day to day basis.
- ***Programs*** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is an overall vision and statement of goals to guide the future preservation and development in the Village of Brooklyn over the 20-year planning period. This vision was developed as part of Village participation exercises that preceded this Plan.

Village of Brooklyn Overall Vision Statement

To establish guidelines and provide recommendations which shape the future of the Village of Brooklyn in a manner that is:

- Responsive to the needs and wants of its residents;
- Esthetically appealing;
- Environmentally responsible;
- Supportive of economic and community development

CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

The Village of Brooklyn is located in a region that is heralded for its natural resources – in particular its rich, fertile agricultural land and open spaces that define the area’s gently rolling landscape. This chapter contains a compilation of background data, goals, objectives, policies, and recommended programs for natural resource conservation, agricultural preservation, and cultural resource protection in Brooklyn’s planning area.

A. NATURAL RESOURCE INVENTORY

Understanding the relationship between the Village and its natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Brooklyn is surrounded by productive agricultural lands and isolated patches of woodlands and wetlands. Map 2-1 depicts the Village’s key natural resources, which are described in more detail below.

“2011 Community Survey Results”
70% of respondents rate Brooklyn’s quality of environment as “excellent” or “good”

1. Landforms/Topography/ Non-Metallic Resources

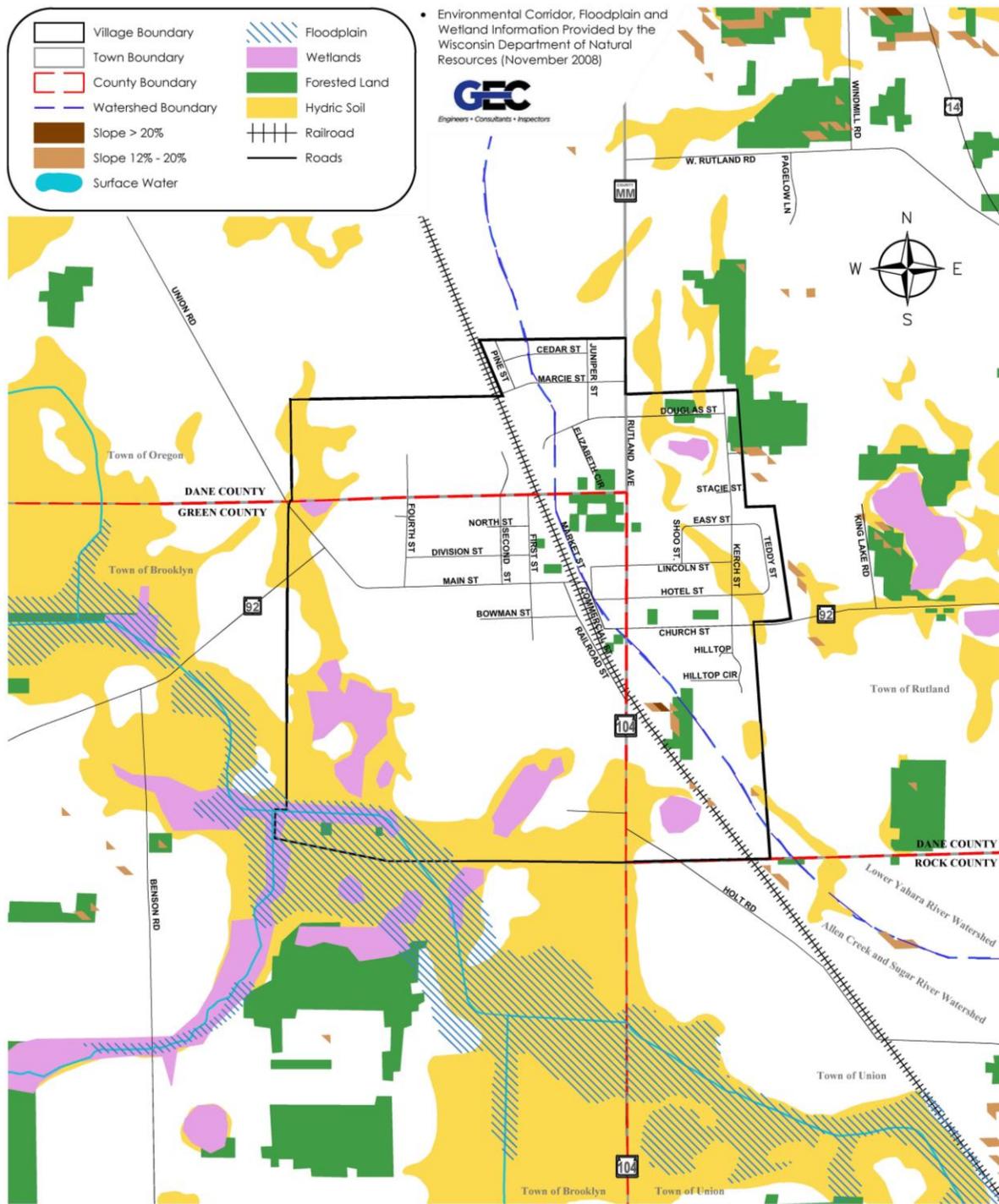
The Village’s landforms and topography have been shaped by several glacial advances and retreats. Topographic relief is not significant – ranging from about 960 in the southwest corner to 980 feet above sea level in the east side of the Village. The Village’s surficial geology consists of sand and gravel, forming a pitted outwash plain that was deposited as the most recent glaciers retreated about 10,000 to 20,000 years ago. The glaciations created the wetlands and surface water features that are located in the areas surrounding the Village.

There are small areas of slopes greater than 12 percent in the southeastern part of the Village, as well as in the surrounding area (see Map 2-1). Steep slopes enhance a community’s visual appeal and shape urban development patterns. Protecting steep slopes from disturbance reduces erosion and water runoff into local rivers and streams, thereby improving the quality of area water resources. Disturbances of steep slopes by development or construction can render the slope unstable, which could cause landslides resulting in expensive and extensive damage to buildings, roads, and utilities. For all of these reasons, protecting steep slopes through proper planning is very important.

The Village’s landforms and topography are important considerations for land use planning, as they are indicative of the structural suitability, groundwater interaction, and the provision of non-metallic minerals to serve development in the region. There are existing and potential quarry sites in the Village’s peripheral area. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renew-able for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

Village zoning allows nonmetallic mining, or quarrying, operations as a conditional use within the (I) Industrial District.

Map 2-1: Natural Areas



2. Drainage Basins

Map 2-1 shows the major watershed boundary that divides Brooklyn’s planning area. The Village is located at the drainage divide between the Lower Yahara River Watershed and the Allen Creek and Sugar River Watershed. Both watersheds are part of larger drainage basins. To the east, the Lower Rock River Basin drains approximately 4,940 square miles of south-central and southeastern Wisconsin. To the west, the Sugar-Pecatonica River Basin drains southwestern Wisconsin. Drainage

basins are important considerations for community growth. Communities typically want to extend sanitary sewer services uphill as much as possible to efficiently create a gravity-based utility network. Extending services beyond a ridge-line and into another basin often results in higher utility (e.g., lift stations) costs. Drainage basin topography, high ground water table and site wetland considerations are factors that will impact future growth areas in Brooklyn.

3. Surface Waters

Allen Creek flows through the southwestern corner of the Village – running through northeast Green County and northwest Rock County before emptying into the ~~Sugar River~~ Leota Lake. Some portions of Allen Creek, including those south of the Village of Brooklyn, are classified as Class II and III trout waters. Below Evansville, the creek is classified as an Exceptional Resource Water. There are a few small pond features east of the Village.

4. Floodplains

Map 2-1 shows the general boundaries of mapped floodplains in Dane County; however, some of these boundaries are obscured by wetlands to show the classification with the highest level of restriction. In the planning area, there is a mapped floodplain located along the Allen Creek. An additional area of concern lies east of the Village along STH 92. The Federal Emergency Management Agency (FEMA) designates floodplain areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1% chance of happening in any given year). The predictions are based on computer models. The State requires regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. FEMA's National Flood Insurance Program maps should be referenced for official delineation and elevations of floodplain boundaries.

5. Wetlands

Wetlands are important for aquifer recharge, groundwater and surface water quality improvement, wildlife habitat, recreation, and aesthetics. Historically, the greatest threats to wetlands have been agricultural drainage and non-farm development. All known wetland areas over 2 acres have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory, which was used to create the wetland layer on Map 2-1. Generally, development, filling, and draining of wetland areas are restricted. The Village of Brooklyn has some small areas of wetland on its periphery. The largest of these is located on the east side of the Village (see Map 2-1).

6. Woodlands

Woodlands play an important role in protecting water resources, reducing surface runoff and erosion, and improving air quality. Woodlands also accommodate outdoor recreation and education opportunities, provide wildlife habitat, enhance scenic beauty and shape urban form. The woodlands in and around the Village are valuable contributors to the area's character and beauty. The woodland areas shown on Map 2-1 as "Forested Land" were identified by the Dane County Regional Planning Commission from the latest aerial photographs using a 1-acre minimum size and approximately 80 percent minimum canopy cover as mapping criteria. There are isolated patches of woodland located throughout the Village, as well as in the areas surrounding the Village.

7. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. The soil in the Village of Brooklyn is primarily silt and loam soils. Specifically, the soil in the Village is of the following associations: Fox, Kidder, Flagg, Ogle and Hayfield (as defined by the Natural Resource Conservation Service). These soil associations vary in their drainage characteristics, permeability, and suitability for development and sewage disposal.

- Most of the Village’s land area is composed of soils in the Fox series. These soils are generally very deep, well-drained soils which are moderately deep with moderate to rapid permeability- generally located in glacial outwash areas. Potential for surface runoff varies from low to high. These soils are commonly used for cropland, pastures, or woodland.
- The Kidder soil series is the predominant type north of the Village. These solids are also very deep and well-drained, commonly found on moraines and drumlins. Potential for surface runoff is medium on more gently sloping soils and high on steeper slopes. Permeability is moderate to moderately rapid. Cropland is a predominant use of this soil type.
- The Flagg series is the soil type located to the west of the Village. Also deep and well-drained, this soil type is found on gently sloping to strongly rolling till plains and moraines. These soils are moderately permeable with rapid to moderate run-off. The Flagg series is generally used for cultivated crops.
- The Ogle series is located to the south of the Village. Generally located on gently to strongly rolling glacial till plains and moraines, these soils are deep and well-drained with moderate permeability. Runoff potential is medium to high.
- Lowland and wetland areas contain Hayfield series soils. These soils are characterized by both well-drained and poorly-drained deep silt loams and mucks underlain by silt, sand and gravel. These soils have severe limitations to development due to high compressibility, low bearing capacity, seasonal high water table and occasional flooding. This association is mapped as “Hydric Soils” on Map 2-1.

Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pat-tern on the landscape. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. These corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. As mapped by the DCRPC, environmental corridor features include:

- surface waters and their undeveloped shorelands
- DNR mapped wetlands and 100-year floodplains
- steep slopes greater than 12 percent adjacent to a floodplain, wetland, or water body
- woodlands and areas of unique vegetation or geology adjacent to a water body
- existing and proposed parks, green-ways, conservancy areas and stormwater management areas.

8. Environmental Corridors

The Dane County Regional Planning Commission has mapped Environmental Corridors within urban service areas and Open Space Corridors outside of urban service areas (see sidebar for more description). DCRPC mapped corridors are shown on Map 2-1. Wetland and floodplain features outside of the Dane County portion of Brooklyn and its ETJ are also shown as “Environmental Corridors” on Map 2-1.

9. Groundwater

Groundwater resources are plentiful in the planning area at both shallow and deep levels. Groundwater is the source for drinking water for all of the Village’s households. In Dane County, water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a higher-

quality source of water for nearly all of the deep municipal wells, including all of Brooklyn's wells. Dane County's groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the County's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste applications and facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris. Information from the Dane County Regional Hydrologic Study (1996) maps the risk of groundwater contamination from surface and subsurface activities. In both cases, most of the Village lies in the moderate- to high-risk contamination area.

10. Rare Species Occurrences

Wis. DNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species and natural communities in the state. This data is obtained through field inventory. Although this data is not available specific to the Village level, data for the towns surrounding the Village is reported. As of July 2001, there were 12 documented occurrences of rare or threatened species or communities in areas surrounding the Village. More specific information on location and type of species is available from the WisDNR's Bureau of Endangered Resources.

B. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: *Preserve the individual rights of property owners and allow commercial, recreational, industrial and residential development per the Village Ordinances and per Dane County regulations while maintaining, preserving, promoting and enhancing Brooklyn's natural resources.*

Objectives:

1. Protect and preserve water quality of lakes, rivers, wetlands or other natural areas within the Village limits.

Policy (a): Establish environmental corridors within the Village limits and corresponding Watersheds areas within the ETJ and reflect these areas on the Village's Official Map. Preserve environmentally sensitive areas such as wetlands and floodplains and establish conservancy areas where appropriate.

Policy (b): Continue implementation/enforcement of adequate storm water management/erosion control regulations to protect surface and groundwater resources throughout the Village Planning Area.

Policy (c): Work with CARPC and/or Dane County Land Conservation Department in efforts where available to reduce nutrient loading from upstream sources.

Policy (d): Prohibit the application of chemicals that are detrimental or hazardous to water quality within the Village Planning Area.

Policy (e): Prohibit new development on environmental corridors or conservancy areas as designated by and per the policies of the Dane County Regional Planning Commission or its successor organization and/or local ordinance.

- Policy (f): Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainage-ways, wooded areas, and mature trees. Once identified, establish maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.
- Policy (g): Prepare an Official Map of the Village which documents existing natural areas and/or protected sites along with right-of-ways and public access areas. The Official Map would show potential areas for preservation/restriction in future development tracts.
- Policy (h): Use all practicable methods for increasing vegetative cover within the Village.
- Policy (i): Utilize subdivision, zoning, and official mapping authority to protect environmental corridors within the Village limits and the ETJ.
- Policy (j): Consider periodic updates of the shoreland/wetland ordinance for developments along the banks of streams and wetland areas.
- Policy (k): Strongly discourage placement of new buildings on hydric soils and on slopes between 12 percent and 20 percent where other more appropriate sites are available.
2. Maintain air, groundwater and surface water qualities for current and future populations of the Village to enjoy.
- Policy (a): Enforce local regulations of storm water, erosion control and other environmental regulations as in the best interest of water quality of local surface waters.
- Policy (b): Enforce all State and local codes/ordinances regarding private septic systems in non-sewered areas within the Village Planning Area.
- Policy (c): Strongly encourage private development outside of Village limits to consider annexation for the ability to access water and sewer services of the Village where financially feasible for the Village.
- Policy (d): Require air quality regulations for future businesses that discharge industrial emissions into the air in a fair and responsible manner. This would include basic zoning controls along with specific developer agreements and deed restrictions.
- Policy (e): Enforce the well-head protection ordinance in areas as designated by WDNR and Village Ordinance.
- Policy (f): Cooperate with other units of government on the management of resources under shared authority.
- Policy (g): Promote the protection for woodlands, urban wood stock, green space, wetlands and other natural areas. Also promote the expansion of woodlands, urban wood stock and green space areas where feasible.

C. AGRICULTURAL RESOURCE INVENTORY

Surrounding agricultural land and open space define Brooklyn's character. The rural lands surrounding the Village not only help to create a regional identity and provide a foundation for the regional economy,

but it also serves as community separation areas that keep Brooklyn distinct from its neighbors.

The Planning Area has experienced changes in farm numbers in the last decade, although the trends have varied among the communities. Between 1990 and 1997, the Town of Rutland lost about 22 percent of its farms (a decrease in farm numbers from 103 to 80). During the same time period the Town of Oregon experienced an increase in the number of farms from 87 to 91. The Town of Brooklyn also gained farms – increasing from 102 to 110.

Trends in agricultural land sales and conversions in the towns surrounding Brooklyn have generally followed those of the region and County. While the number of farms increased in the area, the change in farmland acres on the tax rolls and the conversion of farmland out of agricultural uses are perhaps more illustrative of the farmland loss in the region. Between 1990 and 1997, of 2,927 acres of land sold in the Town of Rutland, 770 acres were converted out of agriculture. In Oregon, of the 3,106 acres sold, 1,205 were converted to non-agricultural uses (this represents nearly 40 percent of farmland sales resulting in conversion). In the Town of Brooklyn, 1,449 acres were sold and converted to non-agricultural uses between 1990 and 1997 (this represents over 30 percent of the agricultural land sold over that time period).

Group I and II soils cover the entire Village, and most of the adjacent towns. These areas are well-suited for agricultural use with soils that have good textures, moderate permeability, adequate depth, low erodability, and free from flooding. Group III and IV soils make up the remainder of the land around the Village. These soils have moderate to severe limitations which reduce the number and type of crops that can be grown and require special conservation practices to prevent erosion.

D. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Active and viable agricultural uses in mutually agreed areas where farming is expected and anticipated.

Objectives:

1. The preservation of agricultural land as a resource for the use and benefit of current and future generations.
 - Policy (a): Encourage development within the Village limits where water/sewer services are provided or extensions are economically feasible.
 - Policy (b): Work with adjoining Towns to identify areas planned for the preservation of agricultural uses such as farming, hunting, recreation or other rural uses. Map these areas and continue to monitor land use trends and development objectives.
 - Policy (c): Work with adjoining Towns to limit semi-urban development along Village boundaries unless it is planned, mutually agreed, and cannot be serviced by Village water/sewer utilities.
 - Policy (d): Consider the impact on agricultural land from all development and re-development proposals. Protect any potential impacts to rural uses as available via Village Ordinances and general municipal practice.
 - Policy (e): Carefully consider the location of prime or other highly productive agricultural lands before making decisions on the expansion of urban services or community growth.

- Policy (f): Direct urban development away from prime or other highly productive agricultural lands except where such lands are adjacent to existing development and are served by urban services.
- Policy (g): Promote Town land use plans where rural residential and rural commercial uses are found to be practically located, financially feasible and in the best interests of the community, generally.
2. Expansion of the Village tax base in a logical and appropriate manner that minimizes adverse effects on agricultural and rural uses.
- Policy (a): Consider new annexations only when similar development objectives cannot be fulfilled within Village limits.
- Policy (b): Minimize conflict between rural uses and higher intensity urban uses to the extent available to the Village through its zoning, subdivision and general municipal powers
- Policy (c): Utilize the Village’s extraterritorial subdivision powers as a review mechanism to maintain rural uses in areas where water/sewer services are not feasible.
- Policy (d): Consider discussions with adjoining Towns regarding an extraterritorial zoning ordinance while respecting each individual Town’s right to regulate mutual planning areas.

E. CULTURAL RESOURCE INVENTORY

The cultural resources of the Village of Brooklyn help tell the story of its rich history. Early Native Americans inhabited the marshland south of the Village and early settlers moved through the area prior to the 1850s; however the formal establishment of the Village was linked to the routing of the Chicago & Northwestern Railroad through the area in 1864. The Village was surveyed, registered and recorded in 1865 and become incorporated in 1905. By 1930, the Village served as a supply-service center in the transition from rail to truck shipping, with a population of around 400.

With the expansion of the railroad, and in particular, the bridge over “Brooklyn Creek” built in 1909, businesses flourished. The Village's center hosted a vital mix of purveyors of goods and services, including mercantile stores, taverns, hardware stores, stockyards, a creamery, factories, lumberyards, a feed mill, a drug store, a local newspaper, livery stables, candy stores, blacksmiths, meat markets, and restaurants. Many of these landmarks remain today, including the Wilder barn and lumberyards, the Mercantile, the Opera House, the Methodist Church, Armory, Playland Ruins, the first Village Hall, library, fire station, and early private dwellings.



Preservation of these historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. The following sections describe the Village of Brooklyn’s significant historic and archeological resources.

1. Historic Resources

Brooklyn has a historic downtown with a largely intact original building stock, although significant modifications have been made over the years. In addition, there are many historic homes located along Main Street. In total, 26 properties are listed as local historic resources in the State Historical Society's Architecture and History Inventory (AHI) database. This database contains data on a wide range of historic properties throughout the state that create Wisconsin's distinct cultural landscape. The AHI documented properties in Brooklyn include homes of the Queen Anne, Gabled El, and Italianate Styles, as well as the Methodist Episcopal Church, the Community Center, the Brooklyn Methodist Church, the Conradson Blacksmith Shop, and the Brooklyn Village Hall. There are no properties in the Village listed on the National or Wisconsin Registers of Historic Places.

2. Archeological Resources

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI). Up to this point in time, no archaeological sites and cemeteries have been reported in Brooklyn. Since only a small portion of the Village's planning area has been surveyed for the presence of archaeological sites and cemeteries, the inventory may not comprehensively represent the sites that are actually present. Notably missing are sites related to the history of agriculture in the area; a way of life that started 1000 years ago. Local residents and American Indian communities who have and do live and work in the area possess much additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

F. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Preserve and build on Brooklyn's historic character.

Objectives:

1. Promote the historic downtown area as a possible Village's community center and gathering place.
 - Policy (a): Emphasize the value of remaining historic resource areas as community focal points.
 - Policy (b): Enhance the role of the downtown area as a possible Village's activity hub if feasible.
2. Identify and protect unique historic and archeological areas within the Village and planning area.
 - Policy (a): Encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the Village, especially the historic residences. Continue to update records and map-ping to fully document these resources.
 - Policy (b): Use open space preservation as a vehicle for protecting the historic and cultural heritage of Brooklyn and as a tool for shaping the form of development.
 - Policy (c): Support community events and programs which celebrate the history and culture of Brooklyn, in conjunction with the School District, Chamber of Commerce, churches, clubs, and other groups.
3. Preserve the historical values present in the Village.

- Policy (a): Evaluate the impacts of development proposals on historic buildings and sites in Brooklyn and mitigate those impacts whenever possible.
- Policy (b): Create and maintain an inventory of the remaining historic sites/structures throughout Brooklyn.
- Policy (c): Assist local organizations in the promotion of historic and cultural resources in their communities.
- Policy (d): Assist local historical societies and museums in preserving structures that reflect Brooklyn's past.

G. CULTURAL RESOURCE RECOMMENDATIONS

Protecting the historic properties in Downtown Brooklyn could be accomplished through pursuing recognition on the State or National Register. Once a district or single property is listed on the State or National Register, there are economic incentives available to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits. These tax incentives are available for buildings that are listed, or eligible for listing, on the State and National Register of Historic Places. Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.

State Historic Tax Relief Program

At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained. Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in communities with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

CHAPTER THREE: LAND USE

LAND USE

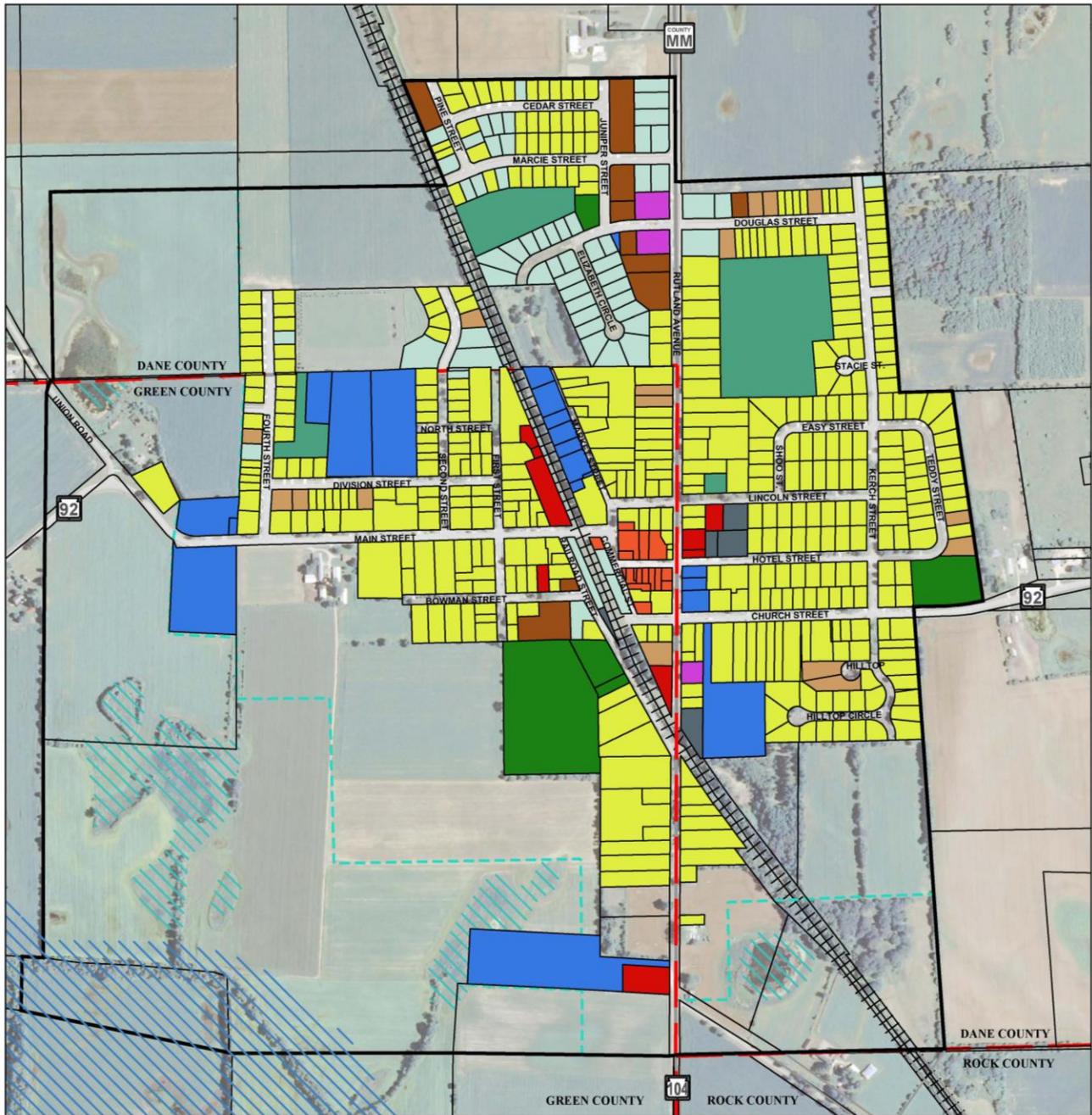
This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of lands in and around the Village of Brooklyn. Under Wisconsin law, the Village has the ability to plan for lands both inside and outside the current municipal limits. The chapter includes two maps that show existing land uses and recommended future land uses, and provides other related land use data and analysis.

A. EXISTING LAND USE INVENTORY

An accurate depiction of Brooklyn's existing land use pattern is the first step in planning for a desired future land use pattern. In 2010, an inventory was undertaken of existing land uses with local input and review. Map 3-1 divides existing land uses in the Village of Brooklyn into the following categories:

- **Agriculture/Rural:** agricultural uses, farmsteads, open lands and single-family residential development with densities at 1 dwelling unit per 35 or more acres;
- **Rural Residential:** single-family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- **Single Family Residential:** sewered single-family residential development at densities up to 4 dwelling units per acre;
- **Two Family Residential:** two-family and attached single-family residential development, generally at densities up to 8 dwelling units per acre;
- **Mixed Residential:** a variety of residential units at densities averaging above 8 dwelling units per acre;
- **Central Mixed Use:** pedestrian-oriented indoor commercial, office, institutional and residential uses with streetscaping and low-key signage typically associated with downtowns;
- **Neighborhood Business:** neighborhood supporting retail, service, and office uses that preserve residential character through building scale and appearance, landscaping, and signs;
- **Planned Business:** high-quality indoor retail, commercial service, office and institutional land uses with generous landscaping, modest lighting, and limited signage, complying with detailed design standards;
- **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
- **Surface Water:** lakes, rivers and perennial streams;
- **Platted Lots/Vacant:** open lands and vacant parcels that are currently platted and/or where development is anticipated and appropriate in the near term;
- **Active Recreation:** park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities;
- **Passive Recreation/Stormwater Management:** open space facilities generally devoted to trails, picnic areas, natural areas, related recreational activities, and stormwater management facilities;
- **Environmental Corridor/Floodplain/Wetland:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features in Dane County; wetlands and flood-plain areas in Green County.
- **Planned Development District:** a variety of traditional zoning uses including those in residential, mixed, business, institutional and some forms of industrial uses. This district affords some flexibility to the owner/developer in certain specific zoning regulations but requires advance detail planning with the Village.

Map 3-1: Existing 2010 Land Use



	Village Boundary		General Business
	County Boundary		General Industrial
	Urban Service Area		Institutional
	Agricultural / Rural		Platted Lots/Vacant
	Single Family Residential		Active Recreation
	Two Family Residential		Passive Recreation/Stormwater Management
	Mixed Residential		Environmental Corridor / Floodplain / Wetland
	Central Mixed Use		Railroad
	Neighborhood Business		

- 2010 Dane County Aerial Photography Courtesy of U.S. Department of Agriculture
- Parcel Information Provided in January 2010 by Dane & Green County Land Information Offices and Rock County Real Property Description Department
- Environmental Corridor, Floodplain and Wetland Information Provided by the Wisconsin Department of Natural Resources (November 2008)

1. Existing Land Use Pattern

The Village of Brooklyn has an expansive municipal boundary area, with nearly 46 percent of it currently used for Agricultural/Rural purposes. Within the developed portions of the Village, the most predominate land use is Single Family Residential. Church Street and Rutland Avenue (CTH MM and T) provide the focus for much of the Village's traditional Single Family Residential land uses in the Village. More recent Single Family Residential development is located in the northern part of the Village, and the Village continues to expand to the north. There are also several parcels used for Two-Family Residential in this more recently developed residential area. There are other two-family units located along 4th and Division Streets in the west part of the Village, as well as some other parcels in the south and east parts of the Village. There are two areas of Multi-Family Residential: one is located in the northern part of the Village on Rutland Avenue. The second, larger multi-family unit is located on Bowman Avenue and Railroad Street.

Although most of the residential development in the Village is Single Family Residential, Map 3-1 also shows Rural Residential in the Village's ETJ. This emerging pattern of dispersed rural development at the edges suggests that the Village should identify logical areas to direct growth using sewer extensions and regulations as appropriate in terms of the Village's desired direction and extent of growth, as well as utility capacity. This will ensure that appropriate future growth opportunities are not closed off as a result of premature development or poor planning. The residential density in the Village was about 2.2 housing units per acre from 1980 to 1990, with single-family density at about 2 units and two-family and multi-family development averaging 8 units per acre. According to the 2004 land use inventory, the density of residential development is 2.4 units per acre.



Downtown Brooklyn

The Village's non-residential development is focused along Hotel, Railroad, Market, Lincoln and Commercial Streets. The area classified as Central Mixed Use contains a variety of uses, including small service and retail businesses, taverns, and restaurants. Properties classified as General Business radiate out from this central area. Together with the Village Hall, classified as Institutional, this area provides a compact, pedestrian-friendly central area. Other Institutional uses include the elementary school, fire station, cemetery, churches, and the wastewater treatment plant. A few Neighborhood Business uses are interspersed within the Village's residential areas.

In addition to a concentration of Platted Lots/ Vacant uses slated for development on the north side of the Village (the Brooklyn Commons plat), there are a few parcels suitable for infill development dispersed throughout the community. Smithfield Park on the east side and Legion Park on the southwest side comprise the Active Recreation uses. There are isolated parcels in General Industrial uses, including small parcels located along the C&NW Railroad corridor, and on the northern part of Market Street.

Figure 3-1 shows the amount, type, and intensity (or percentage) of each land use.

Figure 3-1: Existing 2010 Land Use Totals (in Village Limits)

Land Use	Acres	Percent
Agricultural/Rural	290	44%
Rural Residential	1	< 1%
Single Family Residential	141	21%
Two Family Residential	6	1%
Mixed Residential	7	1%
Central Mixed Use	2	< 1%
Neighborhood Business	2	< 1%
Planned Business	0	< 1%
General Business	4	< 1%
General Industrial	2	< 1%
Institutional	29	4%
Platted Lots/Vacant	21	3%
Active Recreation	15	2%
Passive Rec./Stormwater Mgmt.	6	< 1%
Environmental Corridor/Floodplain/Wetland	71	11%
Right-of-Way	68	10%
TOTAL	664	100%

Source: General Engineering Company

2. Land Development Trends

The Village has experienced increased development activity in recent years. Between 1995 and 2002, there were 65 new parcels created in the Village of Brooklyn through subdivision platting or certified survey mapping. In 2003, 117 additional parcels were created through the Brookhaven Estates 1st and 2nd addition and Brooklyn Commons subdivisions—both on the Village’s north side.

Between 2000 and 2003, the Village issued 104 dwelling permits (53 permits were issued for single family dwellings, 50 two-family units, and 1 for a multi-family unit.). Between 1986 and 2003, approximately 16 acres of land were added to the Village’s Urban Service Area in Dane County.

From 2004 through 2007, the Village issued 71 dwelling permits, (58 permits were issued for a single family units, 12 two-family units and 1 for a multi-family unit.) Between 2008 and 2010, only 1 dwelling permit was issued for a single family dwelling, a trend indicative of sluggish regional trends in housing and development.

3. Land Market Trends

The Wisconsin Department of Revenue reported a nearly 45 percent increase in the full value of all property in the Village, from 1999 (\$30.7 million) to 2002 (\$44.4 million). Vacant residential lots in the Village were reportedly selling for a minimum of about \$45,000 to \$50,000; whereas lots designated for two-family development were selling for about \$48,000.

Full value of all property in the Village for 2010 was \$90.7 million. This is an increase of approximately 104 percent since 2002 based on the Wisconsin Department of Revenue reports.

2002 Community Survey Results

48% of respondents felt the current rate of growth was “just right.”
 19% responded “too slow”
 19% responded “too fast”

2011 Community Survey Results

38% of respondents felt the current rate of growth was “just right.”
 40% responded “too slow”
 11% responded “too fast”

4. Existing and Potential Land Use Conflicts

There are some minor existing and potential land use conflicts in the Village of Brooklyn. These include uncertainty of uses of vacant parcels in the central area of the Village, as well as the reuse of older, vacant buildings in the Downtown area. These parcels have the potential for commercial development and could generate additional commerce and activity in the Village.

Potential conflicts could occur between housing and farm operations at the edges of Village, should development continue in that direction. However, these conflicts do not appear to be significant currently. Past proposals for extraction sites within the Village’s ETJ in 2004 have spurred discussions as to how the Village can determine the most appropriate uses within its ETJ, and implement land use regulations to ensure that these are carried out. The Village seeks to avoid future Village-Town land use conflicts through joint planning and discussions with Town officials.

5. Projected Land Use Supply and Demand

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the 20 year planning period. These land use demand projections should be tied to the Village’s population, household size and employment forecasts presented in Chapter One of this Plan.

The land use projections shown in Figure 3-2 are based on population forecasts prepared by General Engineering Company, which shows the Village adding 807 new residents from 2010 to 2030. Assuming a slight drop in household size of this time period, this means about 302 new housing units will be needed to accommodate this projected population growth. Using these forecasts, and assuming that the average density of future residential development in Brooklyn will be about 3.3 dwelling units per acre, Figure 3-2 shows the amount of residential acreage needed to accommodate future growth for the planning period.

Figure 3-2: Future Land Use Demand Projections

	2010	2015	2020	2025	2030	Increase 2010 to 2025
Population	1,401	1,570	1,759	1,970	2,208	n/a
Incremental Population Increase (5 years)	--	169	189	211	238	807
Persons per Household	2.67	2.67	2.67	2.67	2.67	n/a
New Housing Units	--	63	71	79	89	302
New Residential Land Use Area (acres)	--	19.1	21.5	23.9	27.0	91.5
New Commercial Land Use Area (acres) ¹	--	0.4	0.4	0.5	0.5	1.8
New Industrial Land Use Area (acres) ²	--	0.8	0.9	1.0	1.1	3.8

Source: General Engineering Company, Compound Population Growth Assumption (1970-2010)

1 Commercial land use projections based on DCRPC estimated ratio of 2.3 acres for every 1,000 Village residents

2 Industrial land use projections based on DCRPC estimated ratio of 4.6 acres for every 1,000 Village residents

The methodology used to project the local demand for future land uses assumes that the current ratio of residential to non-residential uses will remain constant over the planning period. The methodology does not account for any regional demand for various non-residential land uses. Because this planning process has identified a desire to increase the overall balance of non-residential development in Brooklyn, the acreages shown in Figure 3-2 will primarily be used to identify the amount of land area needed to accommodate projected residential growth from 2010 to 2030 (91 acres). The Village currently has 21 acres of vacant residential lots available for development.

The Village has seen a significant increase (above 2005 estimates) in new housing units and platted developments in the Village that were not present at the time of the 2005 Comprehensive Plan. In 2010, new housing unit builds have declined to very low levels. This trend is also present in regional and

statewide building activity. State and national economic patterns will also drive down the normal building activity, which presents a planning obstacle for the Village in terms of demand. However, the Village currently has pre-existing platted lots available for buy/build and intends for the build out of these areas prior to adding single-family housing developments. The exception to this would be for specific multi-family developments, mixed uses, and senior housing developments, which may not be as closely tied to the single-family home market.

To calculate commercial land use projections, the current ratio of commercial land use acreage to population in the Village (2.3 acre for every 1,000 residents) was assumed to remain constant over the planning period. Based on this methodology, the Village would need to accommodate 1.8 acres of new commercial land area for the period between 2010 and 2030, or about 1 acre every ten years. Industrial land use projections (4.6 acre for every 1,000 residents) would need to accommodate about 3.8 acres or about 2 acres every ten years. It is important to note, however, that some future commercial and industrial areas may be intended to serve the broader region, which is not tied solely to Village population forecasts, but also those of the region, which overall is growing at a higher rate than the Village.

The Village of Brooklyn is focused on economic development to achieve its vision. This would include non-specific development of commercial and industrial uses in areas appropriate within the Village. However, the projection of only 1.8 acres of commercial land area is not adequate to meet the Village's vision. This is based on specific objectives outlined by the Village's Economic Development Committee, discussions with business owners, and recent business development planning in the form of a business park. The Village anticipates an approximate growth rate of 10 acres per 5-year increment in the Planning Period, including both commercial and industrial uses. If this growth in economic development is not achieved, future Comprehensive Plan amendments/updates can reflect this.

In general, agricultural land within the Village is projected to be an interim use pending development of the sites. The amount of land for agricultural uses in the Village is expected to decline by roughly the amount of new residential, commercial, and industrial land added in the Village limits every five years over the 20-year planning period.

Within the planning area, the Towns of Oregon, Rutland and Brooklyn are planning for a significant portion of their land base to remain in agricultural use over the next 20 years.

Neighboring town land use in many areas surrounding the Village is planned or has become rural residential-type land use. This is typical of rural areas but presents conflict to the Village in its planning efforts.

B. LAND USE PROGRAMS AND RECOMMENDATIONS

This chapter is intended to guide the land use development of the Village of Brooklyn over the next 20 years and beyond. Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the Village to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads and drainage facilities.

Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and currently outside its municipal boundaries. To effectively manage growth, this Plan identifies desirable land use patterns within the existing Village limits (Map 3-2a) and in unincorporated areas around the Village (Map 3-2b). Implementing many of the land use recommendations of this Plan, therefore, will be significantly aided by intergovernmental coordination and cooperation. Specific strategies to achieve this coordination and cooperation with neighboring jurisdictions are described in Chapter Eight.

This Plan does not assume that all areas depicted on the Planned Land Use Maps will develop right away. Instead, the Map shows those areas in and around the Village that are the most logical development areas,

regardless of the absolute timing of development. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential. Some areas such as the agricultural land in the southwest portion of the Village have the potential for development but are unlikely in the near future with no foreseeable changes in land use. The Village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities.

The Planned Land Use Maps and detailed written recommendations provided in this chapter may be used as a basis to update the Village's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments.

1. Planned Land Use Map Categories

Maps 3-2a and 3-2b divide planned land uses in the Village of Brooklyn into the following categories:

- a. **Agricultural/Rural:** land intended to be preserved primarily for farming, farmsteads, forestry, open space, and agricultural or forestry support activities, with limited recreational uses, farm family businesses, and residential development at or below a density of 1 dwelling unit per 35 acres;
- b. **Rural Residential:** single-family detached residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres and served by on-site waste disposal systems;
- c. **Single Family Residential:** single-family detached residential development served by a public sanitary sewer system at densities of between 3 and 5 dwelling units per acre. This category includes storm water management facilities and mini-parks to serve residential development. This category is similar to the "Low Density Residential" category used by the CARPC;
- d. **Two Family Residential:** groupings of two or more duplexes and attached single family residences with individual entries (e.g., townhouses) served by a public sanitary sewer service system. This planned land use category is similar to the "Medium Density Residential" category used by the CARPC;
- e. **Mixed Residential:** a variety of residential units, particularly multiple-family housing (3+ unit buildings), at densities averaging above 8 dwelling units per acre and served by a public sanitary sewer service system. This planned land use category is similar to the "High Density Residential" category used by the CARPC;
- f. **Planned Neighborhood:** a carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family/townhouse residential, mixed residential, neighborhood office, neighborhood commercial, institutional, and park and open space facilities;
- g. **Central Mixed Use:** pedestrian-oriented commercial, office, institutional and residential uses in a "downtown" setting with on-street parking and minimal building setbacks;
- h. **Neighborhood Business:** neighborhood supporting retail, service, and office uses that preserve residential character through building scale and appearance, landscaping, and signs;
- i. **Planned Business:** high-quality indoor retail, commercial service, office and institutional land uses with generous landscaping, modest lighting, and limited signage, complying with detailed design standards included in Chapter Seven;
- j. **General Business:** indoor commercial, office, institutional, telecommunications, and outdoor display land uses, with low to moderate attention to building design, appearance, landscaping and signage;
- k. **Planned Business Park:** high-quality indoor manufacturing, warehousing, distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards included in Chapter Seven;
- l. **General Industrial:** indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas and low to moderate attention to building design, appearance, landscaping and signage;
- m. **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small scale institutional uses, such as churches, cemeteries and elementary schools, may be permitted in other land

- use categories;
- n. **Surface Water:** lakes, rivers and perennial streams;
 - o. **Active Recreation:** park and open space facilities devoted to both active and passive recreation, such as playgrounds, play fields, play courts, trails, picnic areas, natural areas, and related recreational activities;
 - p. **Passive Recreation/Stormwater Management:** open space facilities generally devoted to trails, picnic areas, natural areas, related recreational activities, and stormwater management facilities;
 - q. **Environmental Corridor/Open Space Corridor:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features. This overlay category is based on data from the CARPC, which maps “environmental corridors” within Urban Service Areas and “open space corridors” (which are only wetlands and floodplains) outside of USA boundaries.
 - r. **Planned Development District:** a variety of traditional zoning uses including those in residential, mixed, business, institutional and some forms of industrial uses. This district affords some flexibility to the owner/developer in certain specific zoning regulations but requires detailed planning with the Village.

The Planned Land Use Maps presented in this chapter were determined by a number of factors, including overall development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development (Map 3-1: Existing Land Use Map), and environmental, soil, topographic, drainage and other development constraints (Maps 2-1: Natural Areas). The Planned Land Use Maps and following detailed written recommendations also reflect the public input the Village received at several meetings held throughout 2004, as described in Chapter One. To organize this chapter’s descriptive land use recommendations, the following pages cover four geographic areas:

- Land Use Recommendations for Currently Developed Area
- Land Use Recommendations within 2004 Urban Service Area
- Land Use Recommendations for “Outer” Village Limits
- Land Use Recommendations for Village’s ETJ Area

2. Land Use Recommendations for Currently Developed Area

This Plan generally proposes minor changes in the existing land use pattern within the developed portions of Brooklyn. However, there are a few notable opportunities for infill development and redevelopment in the downtown area and along the Village’s main traffic arteries. The Plan’s recommendations for the currently developed area by major land use category are as follows:

Central Mixed Use (Downtown Brooklyn)

Downtown Brooklyn, referred to in this Plan to include all of the area shown as “Central Mixed Use” on Maps 3-2a and 3-2b, should continue to serve as a civic, retail, service, and gathering place for area residents, as envisioned in the recommended Central Mixed Use category. With possible growth on all four sides of this unique district, the downtown area could become more centralized in the future to existing and planned residential development, making it a viable, marketable location for economic activities.

To improve the health and vitality of this district, creative and coordinated planning and marketing will be required. The Village and the local Chamber of Commerce should consider the expansion, retention, and upgrading of retail stores, civic uses, and community uses in the downtown area. Many residents in the neighborhoods planned around the community will view the downtown area as a convenient place to conduct their day-to-day errands and satisfy their daily needs. With an expanding population base, there will be more demand for certain types of businesses and services that are either missing in the Brooklyn area or undersupplied. Many types of businesses could locate in the downtown area, including traditional

types of neighborhood-oriented establishments like diners, cafes, coffee shops, hair salon, and similar uses.

The design and mix of uses resulting from rehabilitation and redevelopment should reflect the character of the existing downtown streetscape. To the extent possible, the exteriors of existing significant structures on Hotel Street should be rehabilitated to restore their original appearance. Any new buildings should have little or no front yard setback, and certain gaps in the streetscape should be avoided. This Plan recommends the following projects in and for the downtown area. These projects could be explored in greater detail through a detailed downtown planning effort:



Hotel Street

- Promote the expansion, retention, and location of specialty retail, restaurants, financial services, neighborhood retail and offices, and community uses through marketing, investment and incentive strategies.
- Establish incentives, such as a Façade Improvement Fund, to support property and business owners to renovate, rehabilitate, and improve facades and landscaping downtown.
- Improve downtown streetscapes with new sidewalks, street trees and lighting.
- Renovate historically significant buildings, and explore feasibility of establishing a historic museum in on these buildings.
- Promote businesses on the ground floor and any proposed residential units located above.
- Promote similar exterior design characteristics as existing structures for new buildings.

General, Planned, and Neighborhood Business Areas

Within the Village, existing General Business uses are expected to continue in a few locations around the downtown area. In certain cases, it would be appropriate to convert such uses to better reflect community character. Where conversion is not possible, these uses should be upgraded through improvements to building design and additional landscaping. No undeveloped properties within the current Village limits are planned for General Business use.

Areas within the existing Village limits appropriate for commercial development, or redevelopment, are generally classified as Planned Business use areas, which demand higher standards in building design, site layout, landscaping, signage, parking, and access. Planned Business uses are recommended for the intersection of Rutland Avenue and Douglas Street. Neighborhood Business uses are planned along West Main Street to serve the immediate neighborhoods planned on the Village's west side.

In 2011, the planned use for the vacant lot between Hotel and Lincoln Street changed to Central Mixed Use.

Single Family Residential Areas

This land use category includes most of the developed portions of the Village. One undeveloped portion of the Village planned for Single Family Residential uses is located in the southeast corner—south of Hilltop Circle. Consistent with the Village current master plan and park and open space plan, this area is planned for primarily single-family residential development with a neighborhood park.

Throughout the portions of the Village currently developed with Single Family Residential uses, building and grounds maintenance and rehabilitation will be an increasing concern over the planning period as the

housing stock ages. The Village should work to improve and enforce property maintenance codes and work with the County, State, and local lenders to assist homeowners with rehabilitation. The Village should also work with area historic societies and property owners to protect and celebrate historically significant residences within the Village.

Two-Family Residential/Mixed Residential Areas

Areas already developed with Two Family Residential uses within the current Village limits are not planned to change. New two-family duplex development is planned to continue on the north side of the Village; as well as on the southeast side near the planned business park.

The Mixed Residential use in the downtown area near the railroad is planned to remain. Future Mixed Use residential development is planned to be dispersed in the Planned Neighborhoods (a more complete description of Planned Neighborhoods is provided later in this chapter). All multiple family projects should meet the recommended design criteria provided in Chapter Six.



An example of mixed residential development in a Wisconsin village that is designed to blend into the residential character of a community.

Institutional Areas

Most Institutional uses are planned to remain in locations in and near the central parts of the Village to continue to conveniently serve the population. These include the elementary school, churches, municipal buildings and utility stations. The most notable new Institutional use, built in 2006, is the fire station site on the west edge of the Village. These locations will remain very important in defining the character of Brooklyn. Building and grounds maintenance should be emphasized to maintain the quality of these areas.

3. Land Use Recommendations for Urban Service Area

In addition to recommendations for lands in the Village's currently developed area, Map 3-2a also provides land use recommendations for all lands within the Village's Urban Service Area—where the Village may grow over the next 20 years (see sidebar on page 40 for more details). According to the 2004 land use inventory, there is approximately 127 acres of vacant, developable land within the Village's USA boundary.

For these undeveloped lands, Map 3-2a recommends Planned Neighborhood uses. This concept, indicated by the tan cross-hatching on Map 3-2a, encourages a mix of dominant Single-Family Residential development (minimum of 75% of the dwelling units) integrated with well-designed, limited components of Two-Family Residential (maximum of 15% of the dwelling units), Mixed Residential (maximum of 10% of the dwelling units), Institutional, Active Recreation, and Neighborhood Business land uses. Such plans encourage the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

The ability to provide a sound design of such complexity will require the use of Detailed Neighborhood Plans prepared by the Village, and adopted as a component of the Village's Comprehensive Plan. Ideally, these plans would be undertaken to anticipate the extension of public utility improvements into growth area. Such plans should specify land use mix, density, street layouts, open space, storm water management, recreation areas and reserved locations for institutional uses such as churches, parks and trails. All development in this land use district should be in compliance with a detailed, Village-approved Detailed

Neighborhood plan for the area. These Detailed Neighborhood Plans should be considered as the baseline upon which more refined Neighborhood Plans could be proposed by the development community. Where developers can demonstrate an improvement over a Detailed Neighborhood Plan, the Village should adopt such improvements as an amendment to the Detailed Neighborhood Plan and this Comprehensive Plan.

The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the historic neighborhoods in the community--the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ "cookie cutter" street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic villages such as Brooklyn.

Within the Planned Neighborhoods shown on Map 3-2a, the Village should promote a neighborhood design which may include:

- Mix of housing, lot sizes and densities.
- Development of neighborhood focal points, such as parks.
- An interconnected network of streets sized to correspond to traffic volumes.
- Orientation to the pedestrian through sidewalks and paths.
- Using clustered development layouts where projects are adjacent to natural areas.
- Use of natural stormwater management to control water quality and quantity.
- Restoration of degraded environmental features, such as wetlands and stream banks.

Along with preparation and adoption of Detailed Neighborhood Plans, the most effective approach to implementing Planned Neighborhood developments would be to create a new Planned Neighborhood zoning district that allows a mixture of residential, neighborhood scale commercial (including home occupations), service, office, public and semi-public uses. Another option is to use the Planned Development process to implement traditional neighborhood designs. This approach would rely heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. A final option, less desirable option, would be to simply assemble conventional zoning districts, and attempt to accomplish good neighborhood design through the platting and site plan review processes, as development occurs.

Urban Service Areas

Urban service areas represent one of the most important elements in planning and growth management in Dane County and are used to locate future development in specific areas planned for urban growth. Control and extension of urban services, primarily sanitary sewer service, are among the tools used to manage the direction and timing of planned urban development.

Urban service areas depict those areas planned for urban development and where a full range of urban services can be provided within a planning period. Urban services include public sanitary sewer systems, public water supply and distribution, higher levels fire and police protection, solid waste collection, urban drainage facilities streets with curb and gutters, street lights, and parks.

The size and delineation of Brooklyn's original Urban Service Area was established by the CARPC and determined through use of a combination of factors, including:

- Identifying areas unsuitable for development, such as wetlands, floodplains, steep slopes and wet soils.
- Locating potential boundaries for the USA, such as natural or constructed barriers to development, drainage area boundaries or other logical service boundaries.
- Determining the amount of vacant land needed for development throughout the planning period based on forecasts.

Within Brooklyn's USA, the following two areas are proposed as Planned Neighborhoods:

West Planned Neighborhood

A 42-acre area located in the far western portion of the Village, spanning the area both north and south of STH 92 is shown as Planned Neighborhood on Map 3-2a. This new neighborhood is planned for predominantly Single Family residential development (approximately 75% of all housing units). A mixture of other uses, including two-family residential, mixed residential, and some small-scale, neighborhood serving businesses may also be appropriate in this area. Development of this area would require an extension of the Village's Urban Service Area. This area is likely to develop in the short term and utilities and services should be phased as such, see Chapter Five.



An example of planned neighborhood development with pedestrian facilities, neighborhood focal points, and modest front yard setbacks with limited "garage-scapes"

Southwest Planned Neighborhood

The largest of the Planned Neighborhoods is located on the southwest side of the Village. It is approximately 55 acres in area. Similarly to the West Planned Neighborhood discussed above, this area is planned for predominantly Single Family residential development (approximately 75% of all housing units). However, a complete mix of uses consistent with the above description of Planned Neighborhoods is appropriate given the large size of this area. Higher density residential development may be appropriate for lands near the park and Main Street. A small convenience or neighborhood business could serve as a buffer between the new fire station and residential uses along Main Street.

Map 3-2a identifies several conceptual future expansions of both local and collector streets that would run through this Planned Neighborhood. Careful attention to design and crossings of internal streets will be necessary to ensure that they do not serve to divide the neighborhood.

Northwest Planned Neighborhood

The Planned Neighborhoods is located north of the elementary school. It is approximately 26 acres in area. This new neighborhood is planned for predominantly Single Family residential development (approximately 75% of all housing units). Map 3-2a identifies two future expansions of both local and collector streets that would run through this Planned Neighborhood.

Northeast Planned Neighborhood

18-acres are designated for Planned Neighborhood northeast of CTH MM. Similar to the other Planned Neighborhood areas designated in this plan, this area would be appropriate for predominantly Single Family residential development (approximately 75% of all housing units).

In 2011, the planned neighborhood area was extended north to West Rutland Road. The planned area now contains approximately 71-acres.

Redevelopment Areas

Several sites in the Village's downtown "Central Mixed Use" area are good candidates for redevelopment – as residential, commercial, or mixed use structures.

4. Land Use Recommendations for “Outer” Village Limits

Long Range Residential Growth Areas

There is approximately 225 acres of land between the Village’s USA boundary and Village municipal boundary. This land, currently used for agricultural purposes, is located on the western portion of the Village. Map 3-2a recommends “Long Range Residential Growth Areas” for this portion of the Village. Development of this area will be dependent on service upgrades to the Village’s utility infrastructure. There are lowlands in the far southwestern corner of the Village that will need to be protected during platting and development.

Changes to the existing land use pattern (shown in Map 3-1 to realize the recommended future land use pattern (shown in Maps 3-2a and 3-2b) may occur if and when private property owners make requests for rezoning, annexation, subdivisions or land divisions, conditional use permits, or other development approvals. It should not be assumed that all areas suggested for future development on Maps 3-2a and 3-2b will or should develop or be rezoned for development right away. In other words, the Village does not support the rezoning or development of all the lands identified on the future land use maps for 20-year growth immediately following adoption of this Comprehensive Plan. Instead, the future land use maps show areas that are most logical for additional development at some point in the next 20 years, regardless of the actual timing of development within this time period. Given service demands, an interest in orderly, sequential development, the residential growth phasing policy advised in the Housing and Neighborhood Development Chapter, and other factors, careful consideration to the timing of development and associated zoning approvals is essential.

Business Park

This Plan recommends a new business park in the southeast edge of the Village (shown as Business Park on Map 3-2a). This relatively flat area contains soils with moderate limitations to road construction and site preparation. There are mapped wetlands on the eastern edge of the proposed park that should be protected during the platting and development of this park. The proposed site provides convenient access to STH 92 and eventually USH 14 and the Madison area to the north. This site also takes advantage of rail access. Map 3-2a calls for a conceptual road that would link STH 92 to STH 104 to the south, allowing truck traffic to bypass the central part of the Village. Final determination if the road will also be used as a bypass will depend on the existing and proposed land uses of all adjacent properties.

This business park should be marketed to smaller, home-grown companies in the region needing a new location, rather than competing with other Dane County business parks to entice larger firms outside of the region. This proposed park has room to expand to the east and south over the 20-year planning period. The portion of the proposed park fronting STH 92 could also potentially be marketed for a larger footprint commercial use (e.g., a 15,000 square foot building with parking) that might not be suitable for the downtown area or the planned commercial infill sites in the central part of Brooklyn.

In 2012, five properties to the north and east of the wastewater treatment plant were changed from planned Single Family Residential to Business Park. This increases the potential area of the future business park to approximately 140 acres.

Land Use Recommendations for Village’s ETJ Area

Map 3-2b provides land use recommendations for lands beyond the Village’s limits but within its 1½ mile ETJ boundary. As discussed earlier in this chapter, this Plan identifies desirable land use uses within the Village’s ETJ area to effectively manage growth in the long term.

The scattered areas of existing General Business, Two-Family Residential, and Rural Residential uses are all planned to remain intact in the ETJ area over the 20-year planning period. The remaining portions of the Village’s peripheral area are planned as Agricultural/Rural areas. Consistent with stated land use policies in adjacent Towns, only development that is of a rural or agricultural nature—at densities equal to or less

than one non-farm residence per 35 acres—is recommended for these areas.

Smart Growth Areas

This Plan designates the Central Mixed Use areas within the Village limit as “Smart Growth Areas”. Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” which are defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.” Strategies for developing and redeveloping this area are outlined further in Chapter Seven.

C. LAND USE GOALS, OBJECTIVES AND POLICIES

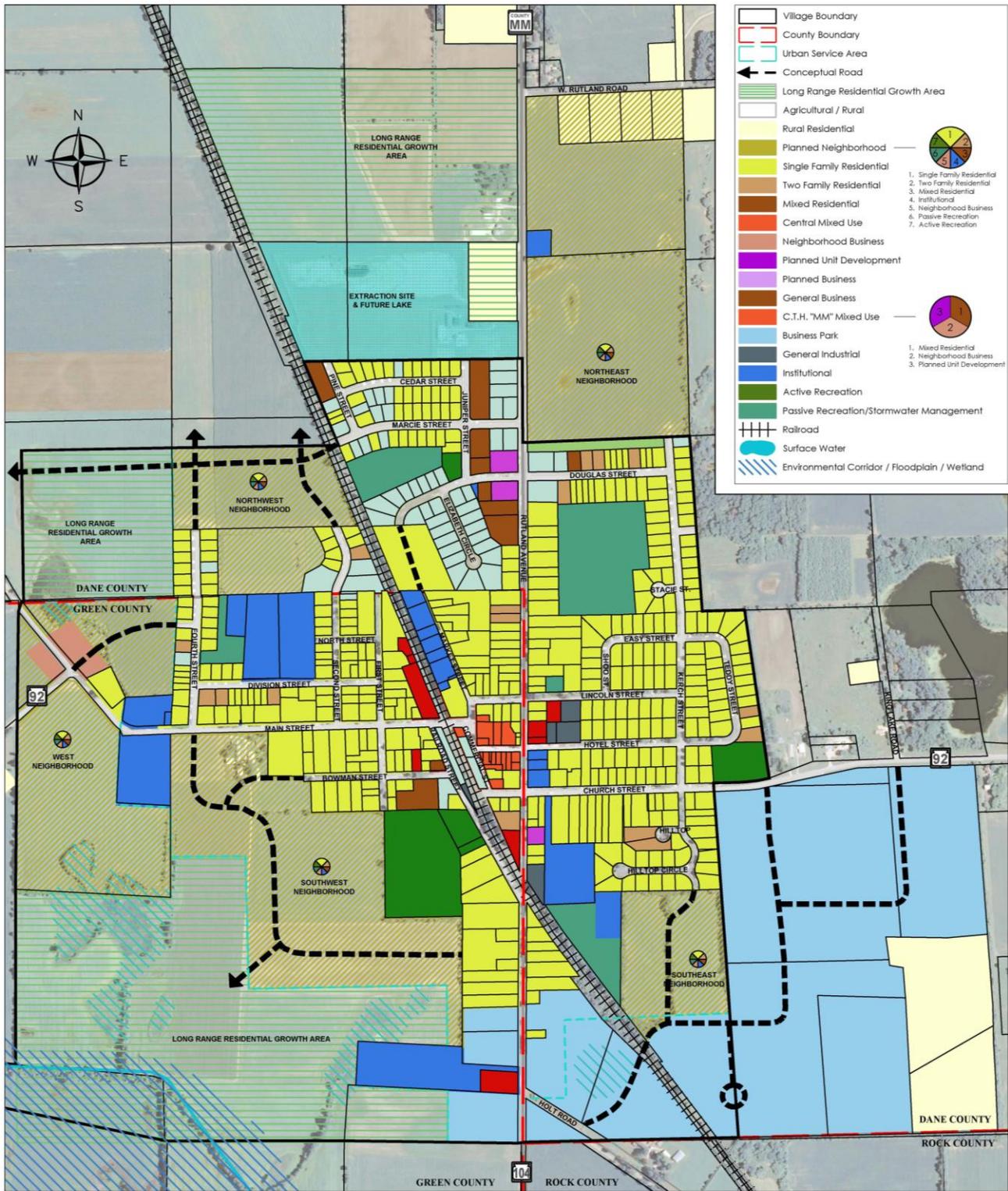
Goal: A future land use pattern containing a mix of uses with an emphasis on commercial development.

Objectives:

1. Ensure a desirable and compatible mix of land uses consistent with the Village’s historic, small-town character.
 - Policy (a): Update the Village’s Zoning Ordinance to continue with previous land use zoning designations, the updating of specific regulations and the incorporation of Planned Development District (PDD) zoning.
 - Policy (b): Promote desirable and compatible uses of land that assimilate Brooklyn’s small town character, including appropriate density for residential development, new senior housing development where appropriate, and business development in suitable locations.
 - Policy (c): Encourage business retention and promote additional economic development while balancing contemporary business development interests.
 - Policy (d): Work with building and business owners in the Downtown to establish congruent long-range planning for buildings, businesses, land uses and connectivity.
2. Ensure that adequate development areas are reserved for a variety of land uses.
 - Policy (a): Promote the stabilization and expansion of the current economic base by identifying areas for non-residential and employment-based land uses, which includes the facilitation and development of a Village business park. An area southeast of the Village is suitable for this purpose, as a primary business development area.
 - Policy (b): Continue to review the build-out of existing platted subdivisions to monitor growth rates and the need for new residential development within the Village. Such areas in the north quadrant of the Village are identified as primary residential development areas.
 - Policy (c): Promote infill development as preferred development over outlying districts whenever possible.
 - Policy (d): Promote brownfield redevelopment of contaminated, or potentially contaminated, sites within the Village where appropriate.
 - Policy (e): Encourage planned neighborhood areas that are large enough to allow a range of housing types, as well as complementary commercial and open space uses.
 - Policy (f): Allow for the development of secondary residential development areas in the northwest and southwest quadrants of the Village.
3. Minimize conflicts between adjacent land uses.
 - Policy (a): Update the Village’s Zoning Ordinance to include provisions for buffering and screening for

- more intensive uses within the Village. Review other ordinances that are related to land use, aesthetics and property maintenance.
- Policy (b): Consider the mix of uses on a property carefully when reviewing zoning and land use decisions. The property's contribution to the overall balance of uses within the Village should also be considered.
- Policy (c): Follow the land use recommendations mapped and described in this Plan (see Maps 3-2a and 3-2b) when reviewing new rezoning requests and making detailed land use decisions.
- Policy (d): Use logical transitions between neighboring land uses, such as buffering with landscaping, open space uses, or less intensive land uses, between potentially incompatible land uses.
4. Achieve an efficient pattern of future development for land within Village boundaries and within the Extraterritorial Jurisdiction area, after annexation.
- Policy (a): A minimum of 75 percent of the dwelling units in the Planned Neighborhood area (and in developments within the Planned Neighborhood area) should be single-family detached units, a maximum of 10 percent should be two-family units, and a maximum of 15 percent multi-family units.
- Policy (b): Promote residential development to be built at urban densities (approximately four or more units per acre) to avoid the wasteful use of the natural resources of Brooklyn and its surrounding agricultural land. All density determinations shall be made with consideration towards maintaining Brooklyn's small town and rural character.
- Policy (c): Require compact business development to the extent it is achievable based on building area requirements, parking requirements, and other facility necessities. Efficient use of land is desired.
- Policy (d): Promote regional storm water facilities to avoid duplication of land area requirements that area necessary to meet area storm water quantity and/or quality objectives. A practical application of DNR, County and local regulations is desired in all cases.
- Policy (e): Update the Zoning Ordinance, Zoning Map and Official Map to reflect environmental corridors, the preservation of floodplain and storm water areas, and the creation/maintenance of park/green space areas.
- Policy (f): Promote multi-modal transportation planning in new development and large-scale projects within the Village. Consider pedestrian and bikeways/trails and connectivity for same.
- Policy (g): Locate housing in areas that are served by full urban services, including sanitary sewers and public water, with convenient access to community facilities and shopping.
- Policy (h): Ensure that all development complies with the Comprehensive Plan and the Official Map, if one is prepared.
- Policy (i): Do not approve development that is inconsistent with a rural density within areas of the ETJ that are shown in a planned land use category on Map 3-2b, until these areas are incorporated into the Village's Urban Service Area.
5. Revitalize the downtown area to allow for new businesses while keeping its historical character.
- Policy (a): Promote historical design characteristics for building exteriors during renovations and construction of new buildings.
- Policy (b): Promote residential units to be above business and no longer on the ground floor.
- Policy (c): Consider returning all current resident properties in the downtown to commercial use.
- Policy (d): Create a downtown development plan to identify potential types of businesses, parking and layouts.

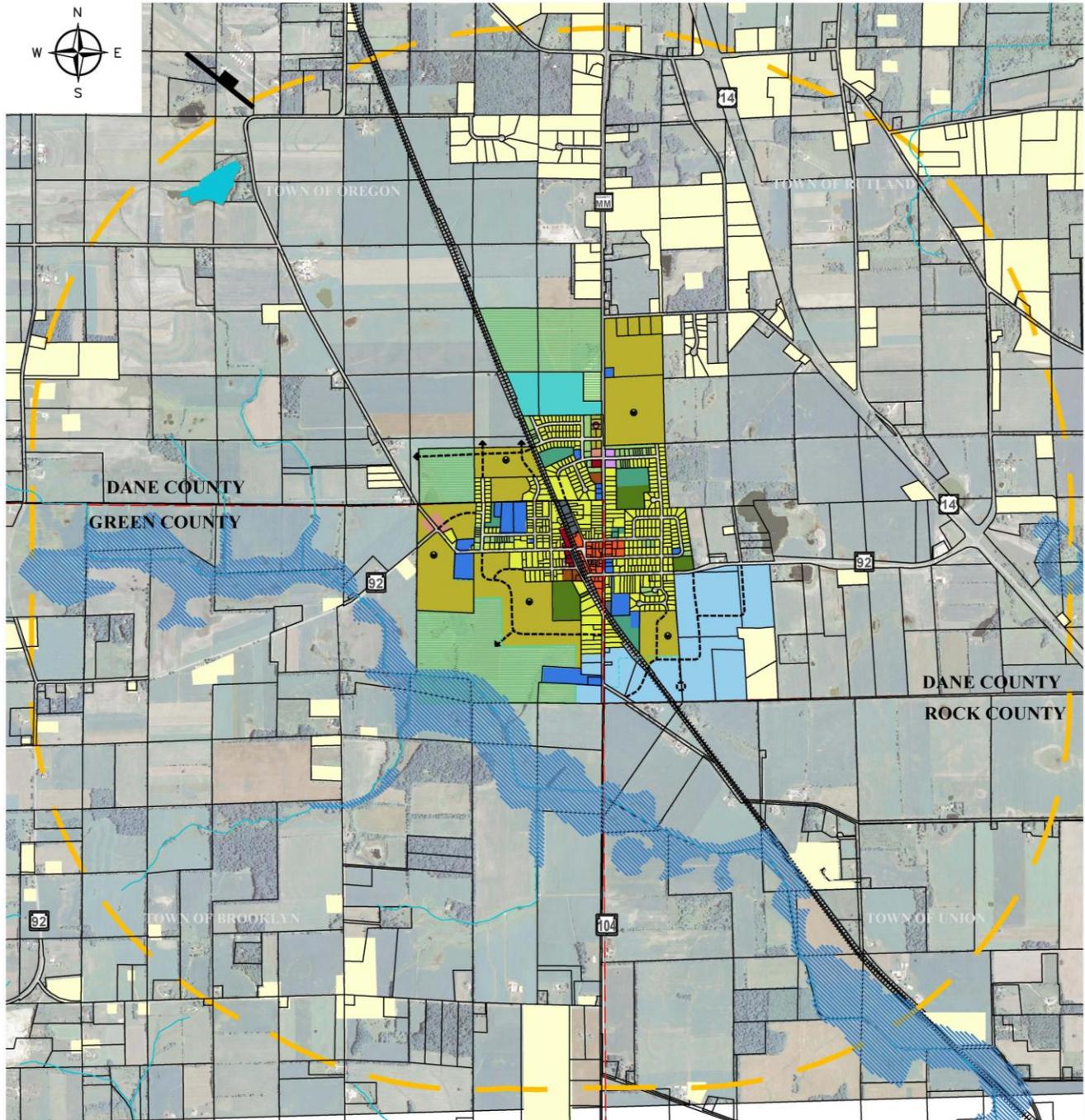
Map 3-2a: Planned Land Use (Village Limits)



- 2010 Dane County Aerial Photography Courtesy of U.S. Department of Agriculture
- Parcel Information Provided in January 2010 by Dane & Green County Land Information Offices and Rock County Real Property Description Department
- Environmental Corridor, Floodplain and Wetland Information Provided by the Wisconsin Department of Natural Resources (November 2008)



Map 3-2b: Planned Land Use (Village ETJ Area)



Village Boundary	Long Range Residential Growth Area	Planned Unit Development	<ul style="list-style-type: none"> • 2010 Dane County Aerial Photography Courtesy of U.S. Department of Agriculture • Parcel Information Provided in January 2010 by Dane & Green County Land Information Offices and Rock County Real Property Description Department • Environmental Corridor, Floodplain and Wetland Information Provided by the Wisconsin Department of Natural Resources (November 2008)
County Boundary	Agricultural / Rural	Planned Business	
Urban Service Area	Rural Residential	General Business	
Conceptual Road	Planned Neighborhood	C.T.H. "MM" Mixed Use	
1.5 Mile ETJ	Single Family Residential	Business Park	
Railroad	Two Family Residential	General Industrial	
Surface Water	Mixed Residential	Institutional	
Environmental Corridor / Floodplain / Wetland	Central Mixed Use	Active Recreation	
Air Field	Neighborhood Business	Passive Recreation/Stormwater Management	



CHAPTER FOUR: TRANSPORTATION

TRANSPORTATION

Access is a key determinant of growth because it facilitates the flow of goods and people. This chapter includes background information, goals, objectives, policies and recommended programs to guide various modes of transportation in the Village of Brooklyn over the 20-year planning period. It also compares the Village’s transportation policies and programs to county, state and regional transportation plans.

A. EXISTING TRANSPORTATION NETWORK

1. Roadways

United States Highway (USH) 14 is a key roadway serving the Brooklyn area, currently located about 2 miles east of the Village. USH 14 is considered a principal arterial; it serves north-south, cross state traffic, connecting Brooklyn with Oregon and Madison to the north and Evansville and Janesville to the south (see sidebar for more information on the state’s roadway classification system). At the time of writing, a study was underway to determine the phasing of improvements to the USH 14 corridor. Plans call for constructing a new USH 14 corridor west of its current location, between State Highway (STH) 138 and STH 92. Easements for this future highway alignment were acquired in the 1970s.

Brooklyn is also served by two main collectors; both of which experienced increased traffic volumes over recent years. State Trunk Highway (STH) 92 is an east-west thoroughfare that bisects the Village, connecting Brooklyn to Belleville to the west. As it enters the Village, this route becomes Church, Commercial, and Main Streets. Between 1998 and 2010, traffic volumes decreased by about 14 percent along this roadway west of the Village, from 1,100 in 1998 to 950 vehicles per day in 2010.

The major north-south collector is County Trunk Highway (CTH) MM (Rutland Avenue through the Village), which connects Brooklyn to Oregon in the north and becomes STH 59/104 to the south, connecting Brooklyn to Brodhead and other communities in Green County. In the southern portion of the Village where MM turns into STH 104, traffic volumes increased from 3500 in 2002 to 3800 in 2006 and then decreased to 3100 in 2010..

Village streets are another important component of the local transportation system. The streets generally form a grid pattern which is slightly offset by the Chicago & Northwestern Railroad corridor. These local streets connect the downtown to the periphery, serving local development and farming areas.

Traffic volumes at the intersection near Church and Market Streets decreased 16 percent between 1998 and 2002, from 770 to 640 vehicle trips per day. As of 2012, no recent traffic volumes were available.

Roadway Function Classification System

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system.

As identified by WisDOT, the functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- Arterials that provide primary access to and through an area
- Collectors that disperse traffic within an area, and
- Local streets that provide access to individual properties.



2. Airports

There are no airports or landing strips within the Village of Brooklyn. Two small landing strips are located nearby: Harrington Field, a 2,600 foot strip in the Town of Rutland and the Brooklyn Airport, a 2,200 foot strip in the Town of Oregon. Larger air carrier and passenger facilities are located approximately 30 miles to the northeast in Madison at the Dane County Regional Airport and southwest in Janesville at the Southwestern Wisconsin Regional Airport.

3. Rail

The former Chicago & Northwestern Railroad Company line runs northwest through the Village, but spurs in the Village have been removed. This rail line accommodated the movement of fertilizer, steel, farm equipment, insulation, grain and lumber, but has since been suspended. The portion of the rail line that crosses STH 92 has been removed. The line running through Brooklyn is currently owned under a joint venture of the City of Fitchburg and Village of Oregon. Grant money was obtained to reinstate rail service along this rail line, providing service north toward Madison in 2005. By 2007 it is anticipated that active rail service through Evansville and Janesville to Chicago would be available.

4. Bicycle and Pedestrian Routes

Bicycle and pedestrian facilities are important for a community like Brooklyn, where many of the Village's primary destinations (e.g., schools, parks, businesses) are generally within walking or biking distance of one another. Planned growth should accommodate, or at least not impede, safe bicycle and pedestrian travel. Local neighborhood roads and Brooklyn's compact character in the central area provide an appropriate setting for bicycling and pedestrian facilities. Many of the streets in Brooklyn have sidewalks to accommodate pedestrian movement. Areas of concern for pedestrian safety are generally along more heavily traveled automobile corridors, including CTH MM and STH 92. The Village does not have a locally designated bike route system, however many local streets are used for bike traffic. Highly scenic rural roads provide abundant opportunities for bicycling and bike touring in the area. Several options for pedestrian and bicycles are suggested in this Plan; including an interconnected sidewalk system, an off-street multi-use bicycle pedestrian trail, and on-street bicycle lanes. These are discussed in greater detail in the recommendations portion of this chapter. The Village is also interested in the creation of a trail connecting Brooklyn to the Village of Oregon.



New residential development in the Village should accommodate pedestrians by incorporating sidewalks, as shown above.

5. Elderly and Disabled Transportation

The Dane County Specialized Transportation Commission (STC) provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County. Residents of the Village of Brooklyn can take advantage of four different specialized transportation services for the elderly, persons with disabilities, and low-income persons. These services are administered by the Adult Community Services Division of the Dane County Department of Human Services (DCDHS). These programs are funded through a combination of federal, state, and county funding. DCDHS contracts with private operators to provide these services through a competitive bid process every two years. Services available to residents of the Village of Brooklyn include the following:

- Older adults can participate in group services for trips to nutrition sites, senior center activities, day care centers, and shopping;
- Rideline provides limited individualized paratransit service for employment, volunteer-related, educational, training, and medical trips;
- Specialized Transit Services, STS, another group ride program, provides service to adults aged 18 or older attending work or day programs. Clients generally have a developmental disability or chronic mental illness;
- The Retired Senior Volunteer Driver Escort Program (RSVP) uses volunteer drivers to provide individual and small group rides for the elderly and persons with disabilities not using a wheelchair when other options are not available;
- Transportation can be provided to low-income persons with no other means of transportation to necessary services.

6. Transit

The Village of Brooklyn is not served by public transit. Several transportation options for the elderly, those with disabilities, and low-income persons through the Dane County Department of Human Services are available, as mentioned above.

7. Water and Truck Transportation

There is no waterborne freight movement in the area. Trucking through the Village is accommodated through the highway network.

8. Review of State and Regional Transportation Plans

The following is a review of state, regional and county transportation plans and studies relevant to the Village of Brooklyn. There are no known conflicts between the policies and recommendations set forth in this Comprehensive Plan, and those other state, regional and county transportation plans and studies:

Dane County Land Use and Transportation Plan

The Dane County Land Use and Transportation Plan (1997) includes recommendations for a number of different components of the countywide transportation system designed to serve the County's development through 2020. These components include transit, bicycle and pedestrian facilities, streets and road-ways, vehicle occupancy, paratransit, rail and air transportation, parking and corridor preservation. The following are Plan recommendations relevant to the Village of Brooklyn:

- The plan identifies the Chicago and Northwestern rail line between Madison and the Village of Oregon as a potential long-range corridor for commuter rail service, with a special transportation corridor extending south to the Village of Brooklyn identified. This designation indicates that Brooklyn is not considered a primary, secondary, or long term corridor for commuter rail service, but that the Village is a component of the County's outlying urban service area in which traffic and commuting considerations should be made.
- The plan recommends that CTH MM have a paved or sealed shoulder, and also CTH M through Fitchburg to CTH MM, which is helpful for accommodating bicycle traffic.
- The plan recommends that U.S. Highway 14 and STH 138 (north of the Village) be expanded to an expressway or freeway, and should be studied further.

2012-2016 Transportation Improvement Program

The Transportation Improvement Program for the Dane County Area 2012-2016 (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP identifies several projects affecting the Village of Brooklyn. The USH 14 and CTH MM

interchange will receive roundabouts at ramp terminals. The plan also indicates that USH 14 from STH 138 to STH 92 will be constructed on the new road alignment west of its present location. It appears both projects are slated for 2016.

Wisconsin State Highway Plan

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The Plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the Plan does not identify improvement needs on roads under local jurisdiction. The Plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. The Plan includes pavement replacement, reconstruction, and reconditioning work on the stretch of USH 14 between Brooklyn and Madison.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 Plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The Plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The Plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin. In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. This section of the Plan is applicable for new developments in the Village, and important to improving the Village's pedestrian facilities.

Dane County Bike Plan

The 2000 Bicycle Transportation Plan for the City of Madison and Dane County recommends bicycle facility improvements for the Madison urban area and rural Dane County. CTH MM and STH 92 are evaluated as "Suitable depending on cyclist skills operating with motor vehicle traffic." USH 14 is considered "least suitable." CTH MM and USH 14 have paved shoulders. The Plan recommends adding or widening paved shoulders on many roads in the Village and surrounding towns. For instance, bike lanes, or widening of the paved shoulders are recommended for MM just south of the Village of Oregon, USH 14, and STH 92. A "special transportation corridor" is proposed parallel to MM north to the City of Madison. The plan denotes "potential locations of off-street bicycle facilities, as well as rail and other transportation uses."

Dane County Park and Open Space Plan

The Dane County Park and Open Space Plan 2012-2017 places a major emphasis on recommendations for new trails to connect existing and proposed parks, natural resource sites, and municipalities within the County. There are no existing or proposed facilities in the Brooklyn area.

Transport 2020: Transportation Alternatives Analysis for the Dane County/Greater Madison Metropolitan Area

WisDOT, Dane County, and the City of Madison jointly conducted this transportation alternatives analysis between 2000 and 2002. The Transport 2020 report, released in 2002, identified a future transit system to address current and future needs and achieve regional goals identified in the planning process. According to this report, projections between 1990 and 2020 indicate that the trend in population and employment growth and vehicle trips will increase 35 to 45 percent in the greater Madison metropolitan area— which includes Brooklyn. As a result of this planning process, the reported “Locally Preferred Alternative” includes a network of strategically located park-and-ride lots, new regional express bus service to several Dane County communities, and new passenger rail service (i.e., commuter rail and urban streetcar service) operating in the central part of Madison.

This study follows from the recommendations of the Vision 2020 planning process, and provides a comparative assessment for various transit modes in Dane County to determine the best way to address the area’s transportation challenges. Although the study corridor’s southern extent is Oregon, this regional transportation plan is relevant to the Village of Brooklyn’s planning efforts as it relates to the region.

B. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal: A safe and efficient transportation system to serve the needs of Village residents, and achieve compatibility with desired patterns of development.

Objectives:

1. Maintain and require an interconnected, safe and functional road network.

Policy (a): Continue maintenance and upgrades of existing streets per required Village 5-year plan, including scheduling of such projects/expenses.

Policy (b): Require connectivity to existing transportation systems in new developments for sidewalks, bikeways and roadways to ensure safe and convenient access between neighborhoods, businesses, schools, and parks. New street connections are suggested in Maps 3-2a and 3-2b.

Policy (c): Improve and maintain traffic signs and devices within the Village’s control, and continue enforcement of speed regulations on all streets within the Village’s jurisdiction.

Policy (e): Review all new development applications with respect to road access and traffic handling.

Policy (f): Require traffic impact investigations where safety, congestion or other traffic impacts are present based on the opinion of the Village and Village Engineer.

Policy (g): Continue to require appropriate street lighting for new roads constructed within the Village.

Policy (h): Initiate and/or continue the use of the PASER program for street maintenance, repaving, and reconstruction. This program inventories all local streets, evaluates the condition of pavement, and sets priorities for the timing and alternative treatments for the streets.

2. Coordinate and stay informed on regional transportation projects and improvements that may affect Brooklyn due to its commuter status to businesses in the nearby Madison and Janesville communities.

- Policy (a): Cooperate with the state, county and neighboring communities to promote and/or consider the development of a multimodal transportation system that offers convenient alternatives to private vehicle travel or transit within the community and region, including bicycle and pedestrian routes; options for those who require special services, including the elderly, disabled, and children; and options for commuters.
- Policy (b): Cooperate with the state, county, and neighboring communities – particularly the City of Fitchburg and the Village of Oregon – to stay informed about plans for the rail line running through the Village and the implications for existing and planned development (notably the business park) in the Village.
- Policy (c): Continue to rely on facilities available in the region outside of the Village for air and water transport.
- Policy (d): Work with the County and State to ensure that appropriate access control measures are considered and enforced, and appropriate weight limits to minimize truck traffic through the Village are enforced.
- Policy (e): Consider acquisition of private lands, or conversion of public lands, for the staging of vehicular parking for a “park-and-ride” facility where financially feasible for the Village.
- Policy (f): Consider options for commuter transport services such as vanpools and carpools.
3. Coordinate transportation with desired land use patterns.
- Policy (a): Plan future routes for sidewalks, highways, streets, walking paths and bike trails, where appropriate and in the context of the best interests of the Village.
- Policy (b): Prepare, adopt and maintain an Official Map consistent with the land use and transportation recommendations of this Plan.
- Policy (c): Design new streets and plan roadway improvements in a manner that is compatible with adjoining land uses, and which preserve and enhance the historical, cultural, and environmental qualities of the transportation corridor.
- Policy (d): Implement the Village’s Zoning and Land Division ordinances (or other ordinances as appropriate) when new development is proposed to outline access requirements, street connectivity, bike and pedestrian access and safe transportation options to the community.
- Policy (e): Consider pedestrian connectivity to park, recreation or natural areas from new developments planned and built within the Village.
4. Support biking, walking, and alternative modes of transportation.
- Policy (a): Review WisDOT opportunities for improvement of sidewalks and crosswalks in the Village, in conjunction with the Brooklyn Elementary School, under the “Safe Routes to School Program”.
- Policy (b): Consider bike lanes and walking and biking paths within the Village and connecting neighboring communities.

C. TRANSPORTATION PROGRAMS AND RECOMMENDATIONS

Expanding on the planning goals, objective, and policies listed above, this Plan recommends the following key transportation improvements:

1. Work with the State, Adjacent Counties, and Neighboring Jurisdictions on Coordinating Land Use Decisions with USH 14 Improvements

Plans for USH 14 include building a 2-lane limited access highway on acquired right-of-way between STH 138 and STH 92 beginning in 2007 (see Map 3-2b depicting planned re-alignment). While the precise timing for these improvements was being negotiated at the time this Plan was written, discussions between WisDOT and communities along the corridor involved prioritization of the highway corridor's immediate and long-term needs. Although the range of alternatives and course of action have generally been decided, the Village should carefully monitor and participate in the next phase of the study to assure that local concerns and plans are represented. The improvements will have a significant impact on Brooklyn, enhancing safety and speed of travel from the Village north. Another potential impact of limited access is decreased traffic into the Village.

The stretch from CTH MM to STH 138 was expanded to 4-lane and the STH 138 interchange was completed with roundabouts. According to WisDOT, construction of the 4-lane limited access highway between STH 138 and STH 92 has been scheduled for completion in 2016.

2. Plan for New, Expanded and Enhanced Collector and Interconnected Local Street Patterns

Fourth and Kerch Streets serve as collectors to disperse traffic off of STH 92 and provide direct access into residential neighborhoods and commercial areas. As the Village expands, these two existing collector roads, along with Marcie Drive, should be extended or expanded and new roads should be built to maintain a complete, interconnected collector road system (See Map 3-2a for conceptual layout of collector street extensions).

The future circulation pattern within the Southwest, Northwest, and West Neighborhoods and Long Range Residential Growth Areas should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire access, street maintenance, and snow plowing.

The local street pattern should be laid out in a manner that takes advantage of the area's natural topography, and aligns with adjacent existing streets. Map 3-2a shows conceptually how the local street pattern will need to be expanded to serve future development in this planned growth area, but these streets should be shown on a detailed neighborhood development plan as described in more detail in Chapter Three. The map generally suggests the following as logical expansions of the existing street network:

- Expansion of 2nd and 4th Streets north to serve the Northwest Neighborhood and beyond. Consider turning 2nd Street to the west to tie in with 4th Street, to direct traffic originating from the north and east would be directed along Marcie Drive. 4th Street should be planned as a collector route.
- An east-west Marcie Drive, built to collector route standards, that would eventually run from Kerch Street on the Village's east side to Union Road on the far west side of Brooklyn, serving as an important collector route for the community.
- Expansion of 4th Street south/southeast, and Bowman Street west, to form a loop back to Rutland Avenue south of Legion Park. These conceptual extensions would serve the Southwest Neighborhood.
- Expansion of Kerch Street south into planned residential area and eventually tying into planned business park.

Once this local street pattern is established through the detailed planning effort, these streets should be dedicated and constructed as new parcels develop. In general, the construction of local streets should be timed so as to avoid serving as de-facto collector streets until the actual collector road is constructed. At the time of development, all subdivisions in this Southwest, Northwest, and West should provide more

than one vehicular access point in and out of the development.

In addition to new street connections serving new residential areas, careful consideration must be given to how the proposed business park will be accessed. Map 3-2a shows a connection from STH 92 traveling south into the Business park area. This road is shown to loop back west, toward the existing rail line, to connect with Holt Road and/or STH 104. The potential for industrial development to increase traffic volumes in the Village is likely. This conceptual network is therefore effective in routing traffic off of major Village thoroughfares and avoiding the potential for truck traffic in the Village’s residential areas and downtown. Truck and business-related traffic would be encouraged to completely bypass the inter-Village street network with a route like the one shown on Map 3-2a, thereby minimizing potential adverse impacts to the Village. Although the rail line is currently inactive, the crossing of the rail line will require the Village to coordinate with WisDOT, the Office of the Commissioner of Railroads, and the Rail Transit Commission.

3. Encourage Traffic-Calming Measures to Promote Roadway Safety

The local street pattern should incorporate traffic-calming measures to help minimize the design speeds along existing and new roadways. These measures, when coupled with narrower street cross sections as advocated in “Traditional Neighborhood Development” design, also help minimize pedestrian/automobile conflicts and increase the sense of safety among pedestrians.

Street widths found in recent designed neighborhoods in the greater Madison area range from 28 feet with two-sided parking to serve single family lots, to 36-40 feet with on-street parking and bike lanes to serve more intensive lands uses in a neighborhood (e.g., commercial, institutional).

The goal of street and traffic calming measure design is to make driving on certain streets uncomfortable at higher speed, thereby increasing the likelihood that automobiles will slow down to enhance safety of the Village.

Traffic calming measures have the greatest potential to enhance pedestrian travel by slowing vehicular traffic, shortening pedestrian crossing distance, and drawing attention to a pedestrian crossing. Specific measures may include the following:

- Curb extensions/Intersection bump-outs
- Signalized intersections



Curb extensions can be incorporated into existing or new development areas.



Refuge medians or traffic islands can create opportunities not only to enable safer pedestrian crossing, but also add an attractive streetscape component.

- Round-about
- Speedbumps
- Tear-drop islands
- Reduced curb radii
- Neighborhood boulevards
- Speed zones

Curb extensions are also known as bulb outs, bump outs, or neck downs. Just as the name implies, the curb is extended into the street from its usual position to create a bulbed out sidewalk area that narrows the street. As such, curb extensions can be an effective tool for reducing the crossing distance for pedestrians. Curb extensions can be applied to one or more corners of an intersection, and therefore can impact one or both sides of a crossing on one or more legs of an intersection.

Curb extensions are beneficial in that they:

- shorten the pedestrian crossing distance;
- provide better visibility for pedestrians to see and be seen;
- provide space for benches and other street furniture; and
- may reduce vehicle speeds.

Refuge medians allow pedestrian to cross traffic in each direction of travel separately. Therefore, where refuge medians are provided, pedestrians only have to find an adequate gap in traffic in one direction of travel at a time. This can significantly reduce pedestrian delay and chances of conflict with motorists.

Traffic circles are circles of varying diameter formed by curbs placed in intersections that are usually classified as local streets. Motorists must drive around the circle. Traffic circles reduce motor vehicle speeds through the intersection, depending on the current intersection controls in place.

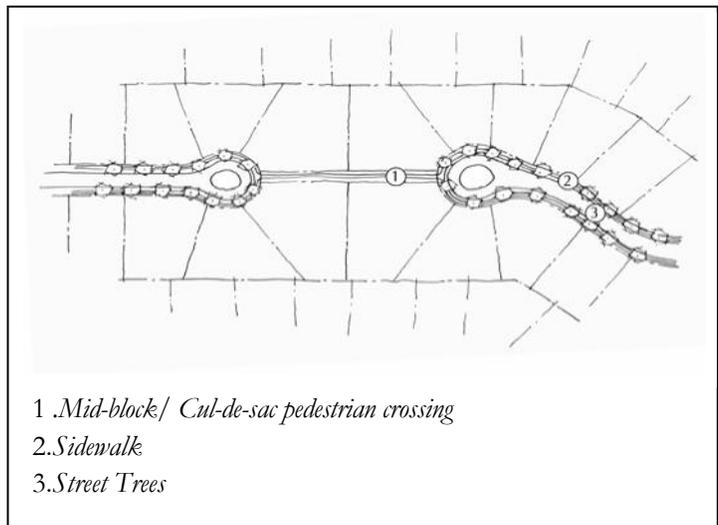
Careful engineering, streetscape design, and landscape design can create traffic calming device that slows traffic, accommodates future transit needs, and creates unique aesthetic components for the neighborhood. These measures should be designed into the streets at the time of initial development.

4. Adopt and Enforce an Official Map

Under State Statutes, the Village has the authority to adopt an Official Map that reserves rights-of-way for future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities—both within the municipal limits and extraterritorial jurisdiction. The Village should adopt and enforce an Official Map to protect roadway corridors and obtain sufficient rights-of-way for roads when they are needed. The Village may wish to update the Official Map after the recommended neighborhood development plan for any new growth areas – in particular the Southwest, Northeast, and Northwest Neighborhoods - are completed, as this effort would offer more detailed recommendations for future



Traffic circles provide an alternative to signaled intersections, while focusing on enhancing safety.



collector roads than depicted on Map 3-2a.

With an adopted Official Map, the Village can condition approval of any certified survey map, preliminary plat, final plat, site plan, or planned unit development on consistency with the recommendations of the Official Map. Actual construction or expansion of any road may not occur for many years, even after new or additional right-of-way is acquired or reserved. However, the Village should work to acquire corridors, through dedication or purchase of additional right-of-way, well in advance of actual need.

5. Coordinate Transportation Planning to Achieve Land Use and Community Character Objectives

The Village acknowledges that it is important to consider the complex interrelationship between transportation and the form and structure of development. One consideration is to encourage neighborhood designs that support a range of transportation choices, and minimizes absolute reliance on the automobile when new development occurs. The Traditional Neighborhood Development (TND) concept discussed in Chapters Three and Six is one example of how land use and design can be configured to encourage safe and effective inter- and intra-neighborhood transportation networks while promoting the community character that the Village desires to maintain and enhance.

The Village should also hinge site plan approval on design and access control to ensure that the functionality and appearance of commercial corridors are maintained. For example, the requirements of commercial zoning districts should ensure that site planning requirements including highway access control, parking lot landscaping, and site design review are met. For example, design of commercial establishments along the Village's major collector routes - including Commercial Street and Rutland Avenue - is crucial to promoting the "community character" the Village desires to maintain.

6. Expand and Implement Pedestrian and Bicycle Facilities Plan

The Village should ensure that neighborhoods, schools, parks, playgrounds, and similar activity centers are well served by sidewalks and bicycle routes. The Village will consider bicycle and pedestrian access (roadway surfaces, safety, intersection design, roadway width, and/or sidewalks) when selecting sites for new public facilities such as schools, parks, libraries, and community centers.

The Village should aim to provide a continuous sidewalk system, new bike lanes, and an expanded multi-use trail network that provides local, as well as regional, connections when feasible.

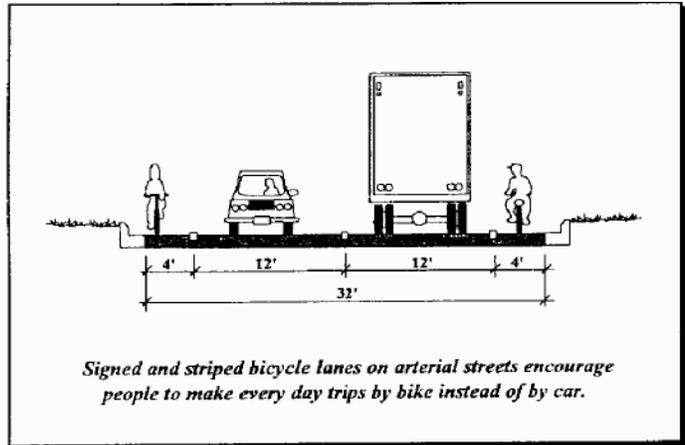
- **Expand sidewalk system.** The Village should require sidewalks on both sides of all existing and proposed collector streets; on both sides of key routes to schools, parks, and other community facilities with heavy foot traffic; and all streets in new platted residential areas. Other sidewalks or paths should be provided within neighborhoods where necessary to maintain relatively direct connections between destinations when they are not available on local streets (e.g., between a residential neighborhood and adjacent shopping area). This is especially important at the ends of cul-de-sacs, as shown in this illustration.

The Village should also implement some of the pedestrian improvements in the downtown area. The Village should ensure that all pedestrian crossings at major intersections are properly designed to provide maximum safety to those crossing these streets. Pedestrian access should be carefully considered during site plan reviews and all new development projects should be required to accommodate the needs of pedestrians, bicyclists, and the physically challenged.

- **Design On-Street Bike Lanes.** Most streets in Brooklyn are used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (4 or 5 feet in width) are the preferred option. Bike routes on streets that have traffic volumes of more than 2,000 cars per day and/or speed limits of 30 MPH or more should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic. In Brooklyn, street reconstruction may include bicycle lanes on those streets designated as collector streets when

feasible and warranted. Other major streets not scheduled for reconstruction may also be striped for bicycle lanes when feasible and warranted.

- **Support off-street and regional trail connections.** Off-street bike trails are often preferred where recreational traffic is heavy, and multiple uses (walking, in-line skating) are anticipated or encouraged. Off-street paths should be generally 10 feet in width and constructed within a minimum 20-foot easement or right-of-way. As part of the plat approval process, developers may be required to provide easements and/or construct paths as part of the range of public improvements within a subdivision.



Off-street bicycle lanes can be useful to connect Village bicycle routes to the region. Dane County's Bicycle Plan designates a corridor running parallel to MM as a "Special Transportation Corridor." The Village should work with the County and WisDNR to investigate the feasibility of providing this connection and identifying specific grant programs to assist in the construction. The Village is interested in having a route connecting Brooklyn to Oregon.

The idea for a shared use of a rail and bicycle/pedestrian path along the rail line was considered but the officials from the railroad company said this would not be a viable option.

The Village could consider initiating its Park and Open Space Plan. This 5-year plan should recommend expansions to both the on- and off-street routes in the Village. An adopted Park and Open Space Plan makes the Village eligible to obtain state and federal grants to assist in bikeway acquisition and development. The Village should also require the dedication of easements or rights-of-way for bikeways with the approval of new developments (even when actual construction may be years away), and budget funds for bikeway development.

7. Promote Future Transit Service Alternatives

The Village should work with the City of Madison, Dane County, Green County, Rock County and neighboring communities, such as the Village of Oregon to explore and expand on alternative transportation options for Village residents. Potential programs include:

- Providing information and assistance on carpool and vanpool options available to Village residents through Dane County Ridesharing Program, including encouraging name-matching for carpools and referrals to state-owned and private vanpools.
- Work with the Village of Oregon's Senior Services program to link residents aged 55 years or older to transit opportunities.
- Explore potential for a Park and Ride facility in Brooklyn to accommodate commuters to the Madison area.
- Incorporate local needs into regional transit planning discussions, particularly as it related to the Transport 2020 Commuter Rail Study. Whereas demand for the extension of rail service to the Village may be rather limited, the Village could encourage an express bus connection to the southern terminus of the commuter rail system, to connect to the Madison area. This would be consistent with the concept of a start-up rail system in Madison, supplemented with an expanded number of feeder busses and express bus service to outlying communities like Brooklyn.
- Explore options for a bus line that connects to nearby metro transportation services.

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

UTILITIES AND COMMUNITY FACILITIES

Public utilities and services, such as sewer, water, police, fire, library, parks and senior services, contribute to Brooklyn's overall quality of life, and often are a primary reason people choose to live in the Village. This chapter contains a compilation of background information, goals, objectives, policies and recommended pro-grams to guide the future maintenance and development of these utilities and community facilities, as required under §66.1001, Wisconsin Statutes.

A. EXISTING UTILITY AND COMMUNITY FACILITIES

1. Village Facilities

For a Village of its size, Brooklyn has numerous facilities that serve Village residents and residents of nearby communities. The Brooklyn Community Center is located at 102 North Rutland Avenue. This building houses many public rooms including a gymnasium and stage. This facility provides a venue for various social, civic, cultural, and recreational activities. There are about 22 off-street parking spaces available.



Brooklyn Community Center

There is also a Post Office located in the downtown area, on Commercial Street. The interior was renovated in 1994 and the facility is projected to be adequate for the Village but its longevity as a small-town post office may be in question.

The Village Public Works Department is located at the corner of South Rutland and Windy Lane. The Department maintains and plows Village streets, manages the Village's parks and recreational property and equipment, collects brush and yard refuse, and manages the operations of the Village waste-water treatment system and public water utility.

The Village Clerk-Treasurer's Office and the Village Board Room relocated to the bank facility downtown in the spring of 2012.

2. Parks and Recreation Facilities

There are two Village-operated parks and a playground operated by the Oregon Public School District that serve the Village's recreational needs. Legion Park is an 18-acre facility located on the southwest side of the Village off of Railroad Street. This park includes a lighted baseball and softball fields with a new scoreboard, tennis courts, ½ basketball court, playground equipment, a picnic shelter, restrooms, concession stand, and a 28-stall parking area. This park is used for organized sports leagues, community and family event. In 2005, the Village had authorized \$15,000 for facility improvements for Legion Park – including tennis and basketball facilities.

Smithfield Park is a 3-acre facility located in the eastern part of the Village, with access from Church Street and Hotel Street. This facility features a multi-use athletic field, playground equipment, a basketball court, picnic shelter, and ice-skating rink. There is no parking at this facility.

The Brooklyn Elementary School playground functions as a neighborhood park for the northwest side of the Village with 3.8 acres located behind the school. This facility includes two soccer fields, a ball field, basketball courts, playground equipment, and a parking area.

The 1995 Village of Brooklyn Master Plan provides a park and open space analysis and recommendations that include a detailed analysis of park and recreation facilities needs in Brooklyn.

Brooklyn's park system is sufficient now and for the foreseeable future, per the Plan's gross acreage standards. However, the 1995 park and open space plan identified a few deficiencies in Brooklyn's park system. The Village's park facilities are lacking the following: parks to serve the newer subdivisions on the edges of the Village, including side-walks and pathways for safe child and pedestrian access to park facilities on heavily traveled streets, and a cohesive trail system connecting the community and individual park system. The Plan further recommends acquisition of additional open space focused on wetlands and floodplains outside of the Village; improvements to the recreational facilities and infrastructure in the community including activities for all ages, for all seasons, and accommodating the disabled; emphasizing the aesthetic function of parks; maintenance of adopted environmental corridors to preserve open space; and requiring adequate park land dedications in new subdivisions, especially the proposed parks on the south side of the Village.

3. Police, Fire, Emergency, Health Care Services and Child Care Facilities

The Village of Brooklyn Police Department serves as the primary law enforcement agency to Village residents. In 2012, the Department employs 1 part-time permanent police chief and 1 part-time permanent officer, 4 part-time limited term officers, and uses 1 squad car. A Space Needs Assessment was conducted in 2002 for the Police Department. This study concluded that the existing facilities are not ADA compliant, have security concerns, and lack sufficient privacy during suspect interviews. This study suggested the Police Department will require additional space over the planning period. The Dane and Green County Sheriff's Departments are available to provide assistance to the Village Police Department, when needed.

The Brooklyn Fire Department is housed at a new facility on the west side of the Village. The Brooklyn Fire District provides fire protection services to the Village and parts of the neighboring Towns of Rutland, Union, Oregon, and Brooklyn. Costs of services are assessed to the various communities based on their property assessments. The District includes 28 volunteer fire fighters and the following equipment: two fire engines, two tankers, one rescue vehicle, one brush vehicle, one personnel vehicle, and extrication/first aid equipment.

The Village is served by a local Emergency Medical Services District that is operated and functions locally. The Medical Services are housed in the fire station. Emergency Management also operates and functions locally.

Medical/Health Care clinics are located in Oregon and Stoughton, including a hospital in Stoughton. Oregon has two medical facilities. The UW-Health Clinic, at 137 S. Main Street has 3 full-time physicians, and provides general family practice services. Specialty services are referred to other UW-Health facilities, primarily in Madison. The Dean Medical Center on North Main Street also provides general family practice services. Dane & Green County's Health Departments also provides a variety of services to promote health and prevent disease.



A child care facility located in the northern part of the Village.

The Village's proximity to the Madison metropolitan area provides a wide array of health care providers, including the University of Wisconsin Hospitals and Clinics, St. Mary's Hospital, Meriter Hospital, and several HMO provider facilities.

There are several child care service, in-home child care service and after school care providers located in the Village.

4. Senior Center

Seniors in the Village of Brooklyn are served by the Oregon Senior Center, located in downtown Oregon. The center’s service area corresponds with the Oregon School District boundaries. There are approximately 1,300 seniors in service area. The center sends out approximately 900 newsletters monthly. The Center offers entertainment and educational programs, a computer lab, craft room, pool table, congregate meals, an adult day program, and health services, such as blood pressure screenings, flu shots, and massage therapy. The Center also hosts Madison Area Technical College and community education classes. Approximately 95 percent of the services provided by the Center (with the exception of MATC and community education classes) are utilized by seniors, although other members of the community are welcome to participate.

In addition to on-site services, the Center also provides outreach, in-home services for approximately 600 seniors, including delivered meals and health services. Partial funding for the Center is provided by a Dane County grant, with the remainder being obtained from the municipalities served by the Center, and fund-raising efforts. The Center facilities are considered adequate for the present, but will need to be expanded to provide adequate services over the planning period. Retaining the senior center in the down-town is a critical aspect of the redevelopment and community image objectives of the Village.

Green County’s Pleasant View Nursing Home located in Monroe is another facility available to seniors in need of long or short term acute or rehabilitation care.

5. Schools

The Village of Brooklyn is served by the Oregon School District. The Brooklyn Elementary School, located at 204 Division Street, serves pre-kindergarten through 4th graders in the District. The 2003-2004 total enrollment at Brooklyn Elementary School was 383 students—which was the smallest enrollment of the three elementary schools in the District (see Figure 5-1).

Figure 5-1: Oregon School District Facilities Locations and Enrollment Trends

School	Grades	Location	Enrollment	
			2003-2004	2011-2012
Elementary Schools				
Prairie View	Pre-kindergarten – 4th	300 Soden Drive, Oregon	408	419
Netherwood Knoll	Pre-kindergarten – 4th	200 North Main Street, Oregon	453	447
Brooklyn	Pre-kindergarten – 4th	204 Division Street, Brooklyn	383	419
Intermediate Schools				
Rome Corners	5th and 6th	1111 South Perry Parkway, Oregon	548	578
Oregon Middle School	7th and 8th	601 Pleasant Oak Drive, Oregon	590	543
High School				
Oregon High School	9th-12th Grade	456 North Perry Parkway, Oregon	1,088	1,065
Total Enrollment			3,470	3,471

*Source: Dane County Regional Planning Commission, 2003
Oregon School District, 2012*

Leading up to 2003, the total enrollment in the Oregon School District had increased by 24 percent. This is a high rate of increase in comparison to the average for the County, which experienced a 14 percent increase in enrollment overall, and in its public schools over the last decade. Enrollments were higher than projected for the 2003-2004 school year. The District did not believe that enrollment will continue to increase in the next several years, as a result of continuing residential growth in both

Oregon and Brooklyn. Current capacity ratings indicate room for an additional 400 students in grades pre-kindergarten through grade 12.

Figure 5-1 has been updated to show enrollment for the 2011-2012 school year. Over the past few years, total enrollment in the Oregon School District has remained relatively the same.

Approximately \$450,000 in capital improvements to school facilities were completed in 2003-2004. These improvements included upgrades at all three elementary schools (such as windows, fixtures, and roofs) and energy and cost-saving measures at most locations. The total budget for the District in 2003-2004 was just under \$40 million. The District employed 291 teachers as of October 2003.

The total budget for the District in 2010-2011 was \$44.3 million. There were 321 teachers as of May 2011.

The district offers educational and recreational opportunities for youths and adults through the Community Opportunities Open to All People (COOP) program. Classes offered for adults include computer, finance, music, crafts, and fitness. Youth programs include crafts, group recreational and educational trips, and swimming.

6. Libraries

The Village of Brooklyn is served by the South Central Library System, which serves libraries in Adams, Columbia, Dane, Green, Portage, Sauk, and Wood counties. The nearest library available to Village residents is the Village of Oregon library. The library had approximately 54,000 books, 6,000 audio/visual holdings, 170 software offerings, and subscribed to 148 periodicals and newspapers in 2001. Its 2001 circulation was 201,400, a significant increase from the 2000 circulation of 185,000. The future adequacy of the facilities will depend to a large extent on population growth in upcoming years.

In addition, the Village is served by a Bookmobile service that is available to Village residents on a weekly basis.

7. Water Supply

The Village of Brooklyn's municipal water system obtains its water from two wells constructed in 1950 and 1986. These wells have depths of 615 and 670 feet and pump capacities of 300 and 500 gallons per minute. In the mid 1990s, the system averaged about 48,000 gallons per day. By 2004, this had increased to an average of 75,000 gallons per day. The distribution system includes a network of 29,000 feet of mains, and a 200,000 gallon elevated storage tank (replacing the previous 40,000 gallon storage tank). This is located in the north-central edge of the Village. The water quality is considered good, with nitrate-nitrogen levels well below the standard.

In 2010, the system averaged approximately 71,000 gallons per day. The distribution system has been extended and now includes 37,500 feet of mains. A study (completed in 2011) was commissioned to review water delivery, distribution, and flow requirements against future residential and business growth.

8. Wastewater Treatment Facilities

Brooklyn's sanitary sewer system serves most of the Village through 28,000 feet of sewer main serving about 300 customers. The plant was updated in 1981 with intentions of having capacity adequate to serve growth through 2020. This plant was designed to accommodate an average flow of 116,000 gallons per day. The average flow is 60,000 to 65,000 gallons per day, up to about 56 percent of the wastewater treatment plant's design capacity. There is concern that recent residential development being added will elevate the average daily flow to or beyond the system's current capacity. The Village was in the process of preparing a Wastewater Treatment Facility Plan in 2005. This plan will identify Village needs in terms of upgrading the WWTP's capacity to serve future residential loads, as well as the potential future business park.

In 2010, the Village sanitary sewer system comprised of approximately 30,000 feet of sewer main and three lift stations. A new treatment plant was built in 2009 in the southern portion of the Village along South Rutland Avenue. The plant was designed to accommodate an average flow of 200,000 gallons per day. Average flow in 2011 was approximately 71,000 gallons per day accounting for about 36 percent of the plant's average design flow capacity. The new facility has alleviated overflow capacity concerns about existing and future Village developments. A new Wastewater Treatment Facility Plan was prepared for the Village based on the current treatment facility.

Properties not connected to the Brooklyn municipal sewer system, and most of the properties in the Village's ETJ, are served by private on-site wastewater (septic) disposal systems. Older septic systems in the Brooklyn area may contribute to the deterioration of groundwater and surface water quality over time. These on-site systems generally discharge the wastewater to underground drainage fields. Dane and Green Counties regulates septic systems through authority granted by the State. Wisconsin Department of Commerce (COMM) establishes that code that regulates the siting, design, installation, and inspection of most private on-site sewage systems.

9. Stormwater Management

The Village's storm sewer system includes a network of catch basins that drain into a retention pond on Lincoln Street. The system is maintained by the Public Works department.

For the past several years, the Village has enforced a policy of stormwater management on all new development and redevelopment. The requirements of the policy addressed both stormwater quantity and quality. More recently, the Village codified the policy in ordinance language. This ordinance is based on the recently adopted Dane County stormwater management ordinance, and is among the most stringent in the state.

10. Telecommunications

In 2005, local telephone service in Brooklyn was provided by Verizon. As of 2011, local telephone service is provided by Frontier. Services are also available through Charter Communications. There is a growing trend in cellular telephone use and, with this demand, comes local issues regarding electronic interference, aesthetics, and community impacts associated with towers. In 2005, there are two cell towers located in the Village. One is located on the water tower (Sprint) and a second cell tower is located on a mono-pole in Legion Park (US Cellular).

11. Electric Generation and Power Distribution Systems

Alliant Energy provides Brooklyn's electric services. A 69 kilovolt power line operated by American Transmission Company runs through the northern part of the Village.

12. Waste Disposal/Recycling Facilities

The Village contracts with a private firm for residential solid waste collection. In 1989, the Village instituted a recycling program.

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Dane County. In 1985, the County had 38 operational landfill sites. With the passage of stringent federal regulations in the late 1980s, many landfills closed, and the number of active sites has declined to five. Many of the older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These landfills sites pose a much greater risk to local groundwater quality than modern landfills because of poor location and absence of liners or advanced leachate collections systems.

To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells. There are three closed solid waste disposal sites within the planning area. All of these sites are outside of the well protection zones of Brooklyn's municipal wells, according to the Dane County Groundwater Protection Plan. The well

protection zone is determined by using the 100-year zone of contribution measurement, which is the land surface area over which recharging precipitation enters a groundwater system and eventually flows to the well.

13. Cemeteries

There is one cemetery located in the Village of Brooklyn: the Mt. Hope Cemetery on the Village's south side.

B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal: Coordinated utility and community facility systems with land use, transportation, natural resources, and recreation planning in an efficient and cost-effective manner.

Objectives:

1. Ensure that basic public services such as basic government access, adequate police and fire protection, street services, education, and other services are made available to all residents.
 - Policy (a): Cooperate with other units of government to avoid the inefficient and costly duplication of services.
 - Policy (b): Provide for a centrally located government facilities, accessible to all community residents and involved citizens.
 - Policy (c): Prepare and annually update a 3 to 5-year capital improvement program to set priorities for competing public facility needs. This type of mid-range facility planning effort can help avoid large fluctuations in budgets on a year-to-year basis.
 - Policy (d): Plan and coordinate necessary urban services to the existing Urban Service Area (USA) boundary and discourage premature development of outlying areas for residential purposes.
 - Policy (e): Continue to provide police and fire department services locally to meet the needs of the community and outlying areas.
 - Policy (f): Promote the continuation and access of Emergency Medical Services (EMS) locally.
 - Policy (g): Continue provisions for electric, gas, telecommunication and internet services to the Village and outlying areas.
 - Policy (h): Provide quality, accessible parks, recreation, and open space facilities and services to meet the needs of all age groups in Brooklyn.
 - Policy (i): Pursue Federal and State funding sources whenever possible to maximize tax-payer dollar expenditures for all utility and community facility projects.
 - Policy (j): Continue enforcement of the Village's storm water and erosion control ordinances, and pursue regional facilities for storm water and runoff management wherever possible and financially feasible.
2. Use the provision of public services, especially sanitary sewer, as a tool to guide and control the pace and location of development. The extensions of services should be carefully considered to avoid premature, sprawling and costly development; and to encourage development coordinated with the land use recommendations of this Plan.
3. Maximize the use of existing utilities and facilities within the Village, and plan for an orderly extension of municipal utilities and facilities for new growth areas within the Village.

- Policy (a): Avoid extending public utilities over large acreages of undeveloped land for the purpose of serving scattered parcels of existing development.
- Policy (b): Require all new development within Village limits to connect to Village water and sewer systems. Strongly discourage private on-site wastewater treatment systems within the Village limits unless the connection is determined by the Village to not be economically feasible.
- Policy (c): Respect natural features and conditions in the design and location of orderly utility extensions.
- Policy (d): Maintain high standards of fiscal responsibility and government accountability when considering community utility/facility project planning, design and construction.
- Policy (e): Promote infill development and redevelopment which uses existing utility systems and roads, and are close to existing community facilities such as schools, parks, and other public investments; map these as “Smart Growth” areas in the Comprehensive Plan.
- Policy (f): Plan for public facilities on a systems basis, rather than as a series of individual projects. Establish logical service areas for each community service, coincident with the urban service area.
- Policy (g): Consider alternate energy sources and sustainability for Village facilities were feasible.
4. Accommodate an older segment of the community population, while providing municipal services to meet the needs of the majority of citizens.
- Policy (a): Review facilities for the growing senior segment of the community, such as a senior center facility or other developer drive/sustainable activity center.
- Policy (b): Establish specific standards for the quality of a community facility, equitably serving all sections of the Village, ensuring that the planning for development and recreational programs will meet the specific age groups in each service area.
- Policy (c): Promote the Village’s excellent park and recreational facilities by exploring opportunities for facility-sharing with other jurisdictions (school district, neighboring communities). This may extend to promoting local athletic leagues (weekend adult softball, soccer, or volleyball tournaments). The Village could work with the Lions or another local organization to sponsor and publicize such tournaments.
- Policy (d): Promote the continuation of, or new development of, certified child care facilities within the community.
5. Ensure that the Village's utility and community facility systems have adequate capacity to accommodate projected future growth.
- Policy (a): Avoid overbuilding that would require present residents to carry the costs of unutilized capacity.
- Policy (b): Cooperate with the Oregon School District to ensure that school district facilities are adequate to serve long-term growth and development of the Village.
- Policy (c): Support efforts to build or expand indoor community facilities (e.g., community center, library) to serve residents of all ages for meetings, activities, recreation, and social events.
- Policy (d): Plan for expansion of Mt. Hope Cemetery while minimizing disturbance to the surrounding wooded area if feasible.
- Policy (e): Follow the recommendations of the Village’s utility studies when making utility and growth decisions. Prepare and update these studies as appropriate.

Policy (f): Update water and sewer maps to include all mains and approximate services. Maintain such maps as “official maps” of such utilities.

Policy (g): Implement and prepare updates to the Village’s 5-year Park and Open Space Plan.

C. UTILITIES AND COMMUNITY FACILITIES PROGRAMS AND RECOMMENDATIONS

Brooklyn’s community facilities and access to services are part of what makes the Village a desirable place to live. Expanding on the local goals, objectives, and policies above, this section of the Plan provides an over-view of the key utility and community facility recommendations for the Village over the 20-year period, particularly as they relate to the recommended land use and transportation network in Brooklyn. More detailed planning will be required to refine these broad recommendations as opportunities or needs for community facility development arise. For example, the Village should continue to update its outdoor recreation, sanitary sewer, water, and storm sewer studies and plans on a regular basis. At the end of this chapter, Figure 5-2 shows a timetable to expand, rehabilitate or create new community utilities or facilities over the planning period.

1. Parks and Recreation Facilities

Park and recreation facilities were highlighted as a key priority during this planning process. Parks, bike paths and open space provide Brooklyn residents with both active and passive recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property values, and enhance overall quality of life.

The Village should continue to plan for park and recreational facilities to ensure that these facilities will be adequate in number, type, and location to meet the demands of future growth. The Village’s 1995 Plan identified deficiencies to the existing park system, including development of park areas to serve new neighborhoods, sidewalks and pedestrian/bicycle paths to provide access to park sites, and trail systems to link parks within the Village. The park and recreational facility recommendations of this Plan build off of recommendations of the Village’s 1995 park and open space recommendations:



Supplying park and recreation facilities are a priority of this Plan. The Village should consider expansion and maintenance of its existing park system and additional park and recreation facilities in an updated Park and Open Space Plan.

- Plan for more “lifetime” recreational activities and winter recreational programs and facilities to better serve the recreational needs and desires of Brooklyn residents of all ages, not just local sports organizations. Focus should include recreational facilities and programs for seniors living in the community. Examples of “lifetime activities” include tennis, target sports, horseshoes, cross-country skiing, skating, running, volleyball, handball, badminton, hiking and swimming, and focus on winter activities to encourage more year-round use of park facilities.
- Implement a bicycle and pedestrian trail system and safe child access to park and school

playground facilities, particularly where there are no sidewalks. As recommended in Chapter Four, provision of sidewalks and/or bicycle trail along collector roads in the developed portion of the Village should be pursued. In addition, all new development should be required to include pedestrian and bicycle facilities. Safe pedestrian and bike crossings should also be ensured.

- Consider the aesthetic function of parks and recreational areas. Preservation of mature vegetation in new and existing park spaces provides an attractive backdrop for many of the “lifetime” activities mentioned above – such as picnicking, hiking, passive recreation, lawn games. Vegetative buffers (e.g. trees, tall shrubbery) around playfields and open areas, and park spaces and other land uses minimize the potential for adverse impacts.
- Consider the ecological functioning aspect of parks and recreation areas, striving for provision of interconnected greenways and woodlands that serve drainage and habitat functions.
- Focus on development of existing park and recreational facilities. The Village has a good amount of land currently devoted to its park system, but could improve upon the range of facilities and activities provided for at these sites. In particular, the Village may want to consider expanding Legion Park. Parking facilities, trail connections, and enhanced activities are examples of elements the Village could improve upon. Improvements to the existing system can enable the Village to fulfill the goal of promoting “lifetime” recreational activities, bike and pedestrian connections, and aesthetic function, as discussed above. Specific suggestions should be considered in a Park and Open Space Plan update process.
- Provide adequate features to assist the disabled, including ramps, grab rail, traction walkways, special seating, accessible drinking fountains, and special playground equipment.
- Plan for and acquire park sites in new neighborhood areas (Southwest, Northwest, and West Neighborhoods), and Long Range Growth Areas. The Village should ensure that its land division regulations require a minimum dedication of acreage dedicated to park and open space. Parks would provide an amenity to the planned residential areas in the form of several mini-parks or “tot lots” to serve the immediate neighborhood in planned growth areas. As noted in the Village’s Outdoor Recreation Plan, the community has relatively few mini-parks in the park system. These smaller parks (typically ½ to 1 acre in size) are specialized facilities that serve a concentrated or limited population such as pre-school and elementary school age children or senior citizens. These mini-parks should be easily accessible to the surrounding neighborhood and serve the area within a ¼ mile radius.

This Plan recommends that the Village incorporate and refine the above recommendations with an update to the Village Outdoor Recreation Plan. Wis. DNR requires municipalities to update their plan every five years in order to remain eligible for State Stewardship funds (available annually through the Wisconsin DNR) and other grants to assist with the acquisition and development of parks and trails.

In general, park siting should provide for a combination of active and passive features in the same park. Therefore, where possible, even neighborhood parks should locate adjacent to environmental corridors (which ultimately may carry trail facilities). All residents in a neighborhood should generally be within a 10-minute walk (at most ½ mile) from a neighborhood park.

2. Public School Facilities

It will be critical to coordinate land use and development decisions with the Oregon School District’s long-range planning efforts. The pace of regional development and uncertain location can create planning problems for districts like the Oregon School District, which includes much of rapidly growing Dane County.

The Village’s 1995 Plan suggested that the elementary school in the Village of Brooklyn was at capacity, and the need for the Village should work with the School District to accommodate student

demand. The Village needs to continue to work with the School District to ensure that facilities meet the pace of development in the area. Given the projected residential development in Brooklyn and the surrounding communities, there will likely be a need for at least one additional elementary school in the district and/or expansions to the Village of Brooklyn's existing elementary school. The School District will need to assess what type of improvements, additions, and new structures would be necessary to adequately serve projected student growth. If a new building is deemed necessary, the Village should work with the District to proactively identify an appropriate site before land costs escalate. The Village would prefer expansion of its current school capacity or location of a new school facility within the Village to sending Village children to an alternative location outside of the Village.



The demands on Brooklyn Elementary School will increase with new residential development in the Village.

3. Transmission Line Improvements

The American Transmission Company (ATC) operates a 69 kV power line that runs through the northern part of the Village. Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. This Plan promotes “corridor sharing” or the use of the transmission line’s existing rights-of-way for a proposed new road, if the routes of the transmission line and conceptual new roads seem congruent. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.

4. Major Public Utility Recommendations

In general, public utility needs will be addressed through more detailed engineering studies on utility systems and specific required improvements following the completion of this Comprehensive Plan.

With the development of a business park in the Village’s southeast quadrant, thorough consideration needs to be given to the provision of utilities. Consideration will need to be given to where sewer mains would be located. The water system will require additional careful planning – particularly to provide adequate capacity to meet the Capital Area Regional Planning Commission standards for commercial and industrial development for fire protection. The pipes in the southern portion of the Village are currently of a smaller diameter and therefore have a more limited capacity of delivering high flow levels. Capacity and infrastructure requirements will need to be studied in more detail by Village public works and engineering staff. Once needs are assessed, the Village should consider options to finance both land acquisition and necessary infrastructure expansions – options include tax increment financing and deferred assessments. These are discussed in more detail in Chapter Seven, Economic Development.

Sanitary sewer service to the proposed new neighborhood developments could generally be accomplished with the current configuration of lift stations and extension of sewer mains. The neighborhoods on the north side of the Village that were being constructed at the time this Plan was written are able to connect to the system through gravity flow from existing lift stations. The Village should carefully consider its options in serving the West and Southwest Neighborhoods in the future.

These options generally depend on how development is phased. Optimally, and at full build-out of this Plan, a regional lift station would be needed somewhere on this side of the Village. The most likely location would be in the southwestern corner of the Southwest Neighborhood shown on Map 3-2a. Depending on how gradual the phasing of development (g. when and if the Southwest Neighborhood is proposed for residential development), the Village will need to explore the costs and benefits, and financing alternatives for different servicing options.

In terms of water provision, the Village should conduct a long term needs assessment as new development proliferates. New development and rehabilitation projects, requiring 10-inch mains by Village ordinance, are able to provide adequate fire flow levels more effectively than development in the older part of the Village that is generally built on 6 to 8-inch mains. Areas where new mains intersect with older mains may create bottlenecks in the water looping system. Conducting a long term needs assessment would allow the Village to consider the feasibility of main replacement, pump upgrading, and new well location. The Village will likely require a new reservoir or elevated tank over the planning period and looping dead end water mains – potentially in the southern portion of the Village although this would also need to be considered in a needs assessment study.

The Village should begin investigating specific sites for these utilities. A needs assessment is a good starting point. The Village may also want to consider a Capital Improvements Program to budget in advance and ensure that all the identified needs can be met, while avoiding significant increases to the Village’s tax levy. Figure 5-2 shows a timetable to expand, rehabilitate, or create new community utilities and facilities in Brooklyn.

Figure 5-2: Timetable to Expand, Rehabilitate, or Create Community Utilities or Facilities

Village Utilities & Community Facilities	Timeframe	Comments
Capital Improvement Program	Beg. in 2006 Budget Yr.	Prepare and update 3-5 year Capital Improvements budget annually.
Water Supply	In Progress	Conduct a needs assessment study to determine phasing requirements of new reservoir or holding tank, main upgrades, and looping system to serve new development.
Sanitary Waste Service	Ongoing, As Needed	Conduct a needs assessment study, cost feasibility analysis, and explore financing options for new lift station location and sewer main extension.
	Complete	Complete facility plan for Wastewater Treatment Plant.
Stormwater Management	Ongoing, As Needed	Retrofit drainage facilities (e.g., inlet, catch basins) in new development areas.
Police	2012-2014	Explore possible alternatives to meet Police Department needs, including adaptive reuse of the Fire Structure on STH 104 or a new site.
Fire and EMS Services	2005-2025	No changes expected at this time. Continue to work with local providers to ensure needs of residents are met.
Community Facilities	Ongoing	Conduct a long-range facilities study to assess need for Village facilities – administrative space, library, senior and other community gathering centers.

Village Utilities & Community Facilities	Timeframe	Comments
Parks	2006 - 2025	Update the Village's Park and Open Space Plan in 2006, 2011, 2016, & 2021.
	Ongoing	Apply for funds to pay for park improvements and expansion.
	Ongoing	Require dedication of land or fees in lieu of dedication in new residential development areas.
Trails and Paths	Ongoing	Study potential for off-street bike path from Brooklyn north to Oregon.
Cemetery	As Needed	Expansion of Mount Hope cemetery.
Waste Disposal and Recycling	2005-2025	Continue to rely on private services.
Schools	Ongoing	Work with Oregon School District staff to assess projected student growth from Village development and plan new facilities accordingly.
Child and Health Care	2005-2025	Continue to rely on local and regional providers to serve Village residents.
Telecommunications Facilities	2005-2025	No changes expected. Remain informed on opportunities to expand and improve service provision.
Senior Gathering Space	Ongoing	Explore the potential for a Senior Gathering Space in the Village to provide necessary services (nutritive) and social opportunities for seniors.
Power Plants/ Transmission Lines	2005-2025	No changes expected over the planning period.

CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT

HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community's housing stock is its largest long-term capital asset. As is typical in most communities, housing is the largest single land user in Brooklyn. Housing not only provides shelter, but also serves to identify neighborhoods and a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in Brooklyn. It also provides recommendations for future neighborhood development.

A. EXISTING HOUSING FRAMEWORK

1. Housing Age and Structural Characteristics

There were 350 housing units in the Village of Brooklyn per the 2000 Census. As shown in Figure 6-1, the Village's housing stock is predominately single-family homes (84 percent), an increase since 2000.

The total number of housing units increased by 23 percent (66 units) between 1990 and 2000 and by 51 percent (177 units) from 2000 to 2010. The number of duplexes tripled by 2000, and other multi-family dwelling units increased from 39 to 53. The construction of duplexes and multi-family dwelling units slowed after 2000 with a 60 percent increase in duplexes and a 4 percent increase in multi-family dwelling units.

In the years between 2000 and 2005, several additional housing units were added in the Village. This includes 47 homes in the Sunrise Estates development, and 10 homes built in the 1st additional to Brookhaven Estates. The result of this recent development is a 2005 total supply of 407 housing units. These trends are expected to continue, with the 2nd addition of Brookhaven expected to be complete in 2005, adding 12 additional units; as well as three phases of development in the Brooklyn Commons subdivision – resulting in a potential – 88 single family homes, 13 duplexes (26 units), and 9 multi-family lots (expected between 3 and 8 units per lot).

Figure 6-1: Housing Types: 1990- 2010

Units per Structure	1990		2000		2010	
	Units	Percent	Units	Percent	Units	Percent
Single Family	234	82.4%	278	79.4%	441	83.7%
Two Family (Duplex)	6	2.1%	19	5.4%	31	5.9%
Multi-Family	39	13.7%	53	15.2%	55	10.4%
Mobile Home, trailer, or other	5	17.6%	0	0.0%	0	0.0%
TOTAL	284	100%	350	100%	527	100%

Source: U.S. Census, 1990, 2000, 2010

Village of Brooklyn and General Engineering Company

Figure 6-2 compares other 2000 and 2010 housing stock characteristics for the Village of Brooklyn with the nearby Village of Oregon, the neighboring counties, and the state. The table shows the number of housing units and occupancy rate in the Village of Brooklyn, Village of Oregon, Dane County, Green County, and State. The percentage of housing units that are owner-occupied is higher in Brooklyn than in the Village of Oregon, Dane and Green Counties, and the State.

The median value of owner-occupied housing in the Village nearly double each of the last two decades, from \$54,200 in 1990 to \$105,500 in 2000 and \$185,500 in 2010. This percentage increase in value is seen throughout Dane County in 2000 but has only continued in the Village of Brooklyn. The median value is lower than that of the Village of Oregon and Dane County, but higher than that of Green County and state averages.

Figure 6-2: Comparison of Housing Stock Characteristics – 2000 & 2010

		Village of Brooklyn	Village of Oregon	Dane County	Green County	Wisconsin
2000	Total Housing Units	350	2,915	180,398	13,878	2,321,144
	% Vacant	2.3%	3.4%	3.8%	4.8%	1.2%
	% Owner Occupied	79.0%	71.5%	57.6%	73.8%	68%
	Median Housing Value/Owner Occupied.	\$105,500	\$146,000	\$146,900	\$159,200	\$112,200
2010	Total Housing Units	527	3,775	216,022	15,856	2,624,358
	% Vacant	3.6%	4.9%	5.7%	6.2%	13.1%
	% Owner Occupied	79.5%	72.7%	59.6%	75.3%	68.1%
	Median Housing Value/Owner Occupied.	\$185,500	\$217,000	\$226,900	\$145,700	\$166,100

Source: U.S. Census of Population and Housing, 2000
 U.S. Census Bureau, 2010 Census & American Community Survey, 2006-2010 Estimates

2. Housing Age and Structural Characteristics

The overall condition of housing can be generally assessed through census data, including structural age, presence of complete plumbing facilities, and overcrowding. Figure 6-3 shows the age of Brooklyn’s housing stock based on 2000 and 2010 census data.

The Village added several new homes to its housing stock after 1999, a total of 177 units. In addition to the Village’s new construction, many of the Village’s homes were constructed prior to 1940. The period from 1990 to 1999 was the third largest housing construction period in the Village. Homes built during the 1920s and before 1959 (well over 50 percent of the Village’s housing units) are probably in the greatest need of upgrading of major mechanical and appliances. This could increase the interest in housing rehabilitation resources.

Figure 6-3: Age of Village Housing as a Percent of the Total Housing Stock

Year Built	2000		2010	
	Units	Percent	Units	Percent
1939 or earlier	111	31.7%	111	21.0%
1940 to 1959	58	16.6%	58	11.0%
1960 to 1969	17	4.9%	17	3.2%
1970 to 1979	52	14.9%	52	9.9%
1980 to 1989	43	12.3%	43	8.2%
1990 to 1999	69	19.7%	69	13.1%
2000 or later	n/a	n/a	177	33.6%
Total	350	100%	527	100%

Source: U.S. Census of Population and Housing, 2000 & 2010

3. Special Needs Housing

Individuals with financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems may require special needs or subsidized housing. Throughout Dane County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet these types of situations. According to the Wisconsin Housing and Economic Development Authority (WHEDA), there is one federally assisted building in the Village of Brooklyn, with 16 assisted units for the elderly, families, and the disabled. This facility is called Genesis Apartments and is located on Bowman Street.

4. Housing Needs Analysis

The relationship between housing costs and household incomes is an indicator of housing affordability, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events. According to 2000 Census data, nearly 28 percent of homeowner monthly costs exceeded this level, and over 30 percent of renter costs surpassed this housing affordability cut-off. The 2010 estimated number of homeowners and renters exceeding this level has increased to more than 37 percent for homeowners and 56 percent for renters.

Dane County assesses the need for assisted rental in communities throughout the County. In Brooklyn, the need for assisted rental housing was 2 units (including both two- and multi-family residential units). However, as of 1999 there was no supply of such units, resulting in a deficiency of assisted rental housing.

5. Housing Programs

The State of Wisconsin's "Smart Growth" legislation requires that the Village provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This subsection identifies specific programs available in Brooklyn that promote such housing.

In 2004, Brooklyn joined several other communities that has established the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation, minor home repair, handicapped accessibility modifications, down-payment assistance for first-time homebuyers; and housing education, training and counseling.

Other housing programs available to Village of Brooklyn residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down-payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

B. HOUSING & NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: A suitable living environment in the Village of Brooklyn by encouraging housing opportunities for all Village residents, including housing of various types, densities, and costs.

Objectives:

- a. Provide a range of housing in the Village that meets the needs of persons of all income levels, age groups, and with special needs.

Policy (a): Design neighborhoods that provide a range of housing types, densities, and costs, but which also maintain the predominantly single-family character of the community.

Policy (b): Work with private landowners or housing advocates to market the availability of land for

the development or redevelopment of low-income and moderate-income housing.

- Policy (c): Support programs that maintain or rehabilitate the Village's existing housing stock.
 - Policy (d): Provide housing opportunities for older residents, including retirement and assisted living facilities.
 - Policy (e): Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.
 - Policy (f): Require that the development of new neighborhoods comply with the Village's historic housing mix. In general, not less than 75 percent of all new housing units in any new neighborhood should be single family detached homes.
 - Policy (f): Consider affordable housing through smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multiple-family housing, and continued participation in county and state housing programs.
 - Policy (g): Periodically review existing codes and ordinances to maintain consistency with the Plan and new development trends.
 - Policy (h): Create a standing inventory of the Village's housing stock.
 - Policy (i): Create a long range housing plan to address community based residential facilities as well as retirement, subsidized, low income and other housing needs.
- c. Encourage the design neighborhoods that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.
- Policy (a): Guide new housing to areas of the Village with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
 - Policy (b): Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs. All techniques to integrate with the design concept and marketability of the development and with consideration towards Brooklyn's rural character.
 - Policy (c): Plan for multiple-family developments in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.
 - Policy (d): Consider the use of restrictive covenants on new developments to establish baseline quality in housing appearance while allowing for originality and cost-effectiveness.
 - Policy (e): Continue the use of UDC codes (and any additional Village ordinance requirements) through the use of the current building inspection services program to guide builders and homeowners and improve the quality of construction.
 - Policy (f): Consider residential and retail neighborhood designs that encourages pedestrian modes of transportation and less reliance on vehicles.

- d. Locate housing in areas that are served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers and transportation routes.
- Policy (a): Ensure service that essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.) are available prior to approving new development.
- Policy (b): Continue and enact programs to require all proposed residential developments to dedicate land for public park, recreation, and open space acquisition and development.
- Policy (c): Phase new residential development in a manner consistent with public facility and service capacity and community expectations.

C. HOUSING & NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS

Expanding on the local planning goals, objective and policies described and illustrated above, this section of the Plan presents the key housing and neighborhood development recommendations for Brooklyn.

1. Promote Infill and Maintenance of Existing Residential Properties

The Village should encourage new residential development on existing platted and fully improved lots, and small unplatted parcels that had been passed over, before extending urban services to new areas for residential development. To gain a better understanding of the infill development potential in Brooklyn's mainly built-up areas, the Village should conduct an inventory of all vacant, developable parcels and lots; identify factors that have resulted in them remaining vacant; and develop approaches to encourage their development as appropriate. The Village should also support redevelopment or rehabilitation of older residential properties. Property maintenance codes should be strongly enforced in Brooklyn's older neighborhoods.

2. Promote Well-Planned Neighborhood Development

This Plan recommends the eventual expansion of residential development to create the West, Southwest and Northwest, Neighborhoods, using the current Village boundary as the ultimate long term edge for residential expansion. The current Village boundaries are sufficient not only to include the new planned neighborhoods, but also to include Long Range Residential Growth within Village limits. Map 3-2a and Chapter Three contain detailed recommendations for new single family residential and planned neighborhoods. In general, these areas should be planned, designed and developed in accordance with "planned neighborhood" principles included in the graphic on the next page. In general, the Village should ensure that there is a good mix of housing types, colors, facades, garage treatments, and other visual characteristics in all new subdivisions.

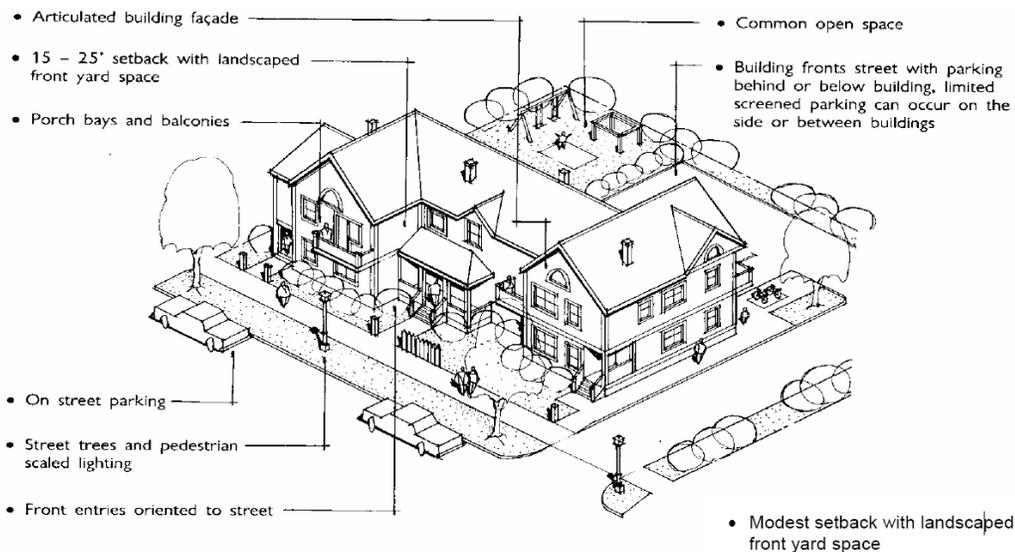
For large-scale development projects (e.g., 80+ acres), developers may be encouraged to include non-residential development areas to create convenient, walkable destinations for surrounding residents, and enhance tax base opportunities. Non-residential development, including small-scale commercial uses or institutional uses, is particularly suitable at major intersections or along major roadways.

The most effective approach to identifying how the neighborhood design recommendations of this Comprehensive Plan would play out "on the ground" is to prepare and adopt a detailed neighborhood development plan for these planned neighborhood growth areas as advised in Chapter Three. As part of that de-tailed planning process, a careful review of zoning district options and subdivision design standards would also be appropriate to assure that Village ordinances are facilitating (or at least not impeding) this design advice.

3. Enact Design Standards for Multiple Family Housing

Multiple family housing is an important component of the community to provide options for the elderly, younger residents, and employees for Brooklyn businesses, such as the new business park when it is developed. Such housing can also be part of an overall economic development strategy (see Chapter Seven). However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. This Plan advises that the Village enact the detailed design guidelines for all new or expanded multi-family residential developments and enforce them during development review processes. The following guidelines and Figure 6-4 provide a foundation for this process:

Figure 6-4: Desired Multiple Family Residential Project Layout



- Incorporate architectural design that fits the context of the surrounding neighborhood, and Brooklyn's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages,
 - (a) locate garage doors and parking lots so they are not the dominant visual element;
 - (b) screen parking areas from public view;
 - (c) break up large parking lots with landscaped islands and similar features;
 - (d) provide direct links to building entrances by pedestrian walk-ways physically separated from vehicular movement areas;
 - (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping

- (a) along all public and private street frontages;
 - (b) along the perimeter of all paved areas and in islands in larger parking lots;
 - (c) along all building foundations;
 - (d) along yards separating land uses which differ in intensity, density or character;
 - (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas);
 - (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

4. Support Provision and Supply of Affordable Housing

The Village should continue to support programs that provide affordable housing to low- and moderate-income families in the community. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families, home mortgage and improvement loans from WHEDA, and home repair grants from the USDA. The USDA Rural Development program is generally available in cities and villages with a population of 10,000 or less.

The Village might wish to explore the development of a housing trust fund. A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make housing projects feasible. Trust funds are replenished on an annual basis or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans.

In addition, the Village could encourage infill development on vacant or under-used lots within the built-up area of Brooklyn as a means to promote affordable housing. This Plan identifies some of these vacant or underutilized parcels inside the Village limits as “Smart Growth” areas, shown on Map 3-2a as Planned Mixed Use areas. As a next step, the Village could develop a more detailed inventory of potential vacant and underutilized sites, and distribute this inventory to home builders and other housing providers. In addition, the Village could adopt more flexible regulations to allow development of irregular or substandard infill lots, allow mixed uses for infill developments to enhance the economic feasibility; and even assist in the acquisition, clearance, and consolidation of infill lots into larger, more easily developed sites.

The neighborhood design principles for new residential development advocated in this Plan are intended to promote a range of housing choices by advocating a range of densities, detached and attached homes, and lot sizes. Land costs can be up to twenty-five percent or more of the total costs for a home. Smaller lot sizes reduces land costs, which in turn can make owner-occupied housing more affordable.

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT

Brooklyn in 2011 had a 2% commercial tax base, placing almost all of the municipal and utility expenses on the residential taxpayer. To reverse this imbalance, the Economic Development Committee (EDC) identified several key components of an economic development structure which are deemed essential to create economic growth. Several pre-development activities have been completed or are planned for 2012. Some of these activities are:

- completion of a water capacity study;
- creation of a tax incremental financing instrument;
- creation of a community logo, signage;
- implementation of a modest community beautification plan
- feasibility study for, and development of, a planned business park;
- promotion of a local business network;
- creation of a survey of local businesses to:
 - create a data base of existing businesses;
 - identify local business economic needs and resources;
- complete an economic development strategic plan which incorporates recommendations from the local businesses and respondents to the Village Community Survey completed in October 2011.

These activities have created an economic development framework; however a formal long-range strategic plan is needed. To provide a context for Brooklyn's economic development goals, this chapter will summarize:

- existing economic development factors which impact Brooklyn's economic planning;
- current economic development activities and planning; and,
- long range goals and objectives necessary to create a vibrant local economy.

A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

1. Labor Force Trends

According to the 2010 Census, the Village of Brooklyn's labor force consisted of about 805 individuals. Of the Village's 2010 labor force, 742 persons were employed; resulting in an unemployment rate of 7.8 percent. This rate is over 2 percent higher than that of Dane and Green Counties.

2. Local Jobs

There are several small retail, service, and public employers in the Village. No one employer has more than 20 employees.

In the 2011 Village Community Survey, fifty-three percent (53%) of the respondents noted they work in Madison and thirty-two percent (32%) reported they work in surrounding areas, the most working in Oregon and Fitchburg. The mean travel time to work in the Village was 25 minutes as of the 2010 census, and over 95 percent of individuals traveled in a vehicle to work.

County-level workforce profiles created by the State Department of Workforce Development provide information on the employment and wage characteristics. These profiles differ substantially between Dane and Green County. As of 2009, the annual average employment was about 14,167 workers in Green County. This was a decrease of 907 jobs from the previous year. In comparison, 294,150 jobs existed in Dane County in 2009, also representing a decrease of over 9,268 jobs in a one year period, and over 2 percent decrease in one year.

3. Income Data

According to 2010 Census data, the median household income in Brooklyn was \$66,827- a nearly 39 percent increase from the 2000 median income of \$48,056. The Village's median income is higher

Definition: Labor Force

A community's labor force is the portion of the population age 16 and older that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment.

than that of Green County - \$53,088 and Dane County - \$60,519. Figure 7-1 compares the median household income of Brooklyn in 2010 with those of Brooklyn’s nearest neighbors.

Figure 7-1: 2010 Median Household Income Comparisons

Community	2000 Median Household Income	2010 Median Household Income	Percent Increase
Village of Brooklyn	\$48,056	\$66,827	39.1%
Village of Belleville	\$49,274	\$62,586	27.0%
Village of Oregon	\$56,584	\$79,517	40.5%
Dane County	\$49,223	\$60,519	22.9%
Green County	\$43,228	\$53,088	22.8%
Wisconsin	\$43,791	\$51,598	17.8%

Source: US Census, 2000 & 2006-2010 ACS 5-Year Estimates

4. Commuting Patterns

Like other communities within a 30 mile radius of Madison city limits, Brooklyn has experienced a dramatic population increase as Madisonians searched for affordable housing in near by communities. According to the U.S. Census, Brooklyn was the fastest growing community in Dane County from 2000 to 2010 with an increase of 52.9%, and most of that growth occurring between 2004 and 2007.

Based on the Village of Brooklyn Community Survey in October 2011, Figure 7-2 provides commuting rates for Village residents from Brooklyn to other communities.

Figure 7-2: Primary Place of Work for Commuters from 2011 Survey Results

Primary Place of Work:	Responses		Primary Place of Work:	Responses	
	No.	Percent		No.	Percent
City of Madison	78	53.1%	City of Sun Prairie	3	2.0%
Village of Oregon	17	11.6%	Village of Waunakee	3	2.0%
City of Fitchburg	12	8.2%	City of Evansville	2	1.4%
City of Middleton	6	4.1%	City of Monroe	2	1.4%
Village of Belleville	5	3.4%	City of Monona	1	0.7%
City of Verona	5	3.4%	Village of Blue Mounds	1	0.7%
City of Stoughton	4	2.7%	City of Whitewater	1	0.7%
Village of Albany	3	2.0%	Loves Park, Illinois	1	0.7%
City of Janesville	3	2.0%			

Source: Village of Brooklyn Community Survey, October 2011

According to the U.S. Census, more than one third of workers from the Village of Brooklyn and Green County work outside their county of residence. In contrast, only about 5.2 percent of Dane County’s workforce commutes outside of the County for work. Table 7-3 compares the place of residence to the location of employment for the Village and Dane and Green Counties.

Figure 7-3: Place of Employment for Workers Age 16 and Over

Place of Work	Village of Brooklyn		Dane County		Green County	
	No.	Percent	No.	Percent	No.	Percent
Worked in state of residence:	720	99.2%	264,337	99.1%	18,560	96.3%
Worked in county of residence	431	59.4%	252,733	94.7%	11,676	60.6%
Worked outside county of residence	289	39.8%	11,604	4.3%	6,884	35.7%
Worked outside state of residence	6	0.8%	2,458	0.9%	711	3.7%
Total:	726	100.0%	266,795	100.0%	19,271	100.0%

Source: US Census, 2006-2010 ACS 5-Year Estimates

5. Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station with a leaking underground storage tank. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community. The Village may be interested in supporting or pursuing remediation grants to address any contamination of properties in the Village, make them suitable for redevelopment, and reduce risks for groundwater contamination.

As of March 2012, there were eleven sites listed in the Village of Brooklyn. Of these, 9 sites are considered closed and the remaining 2 sites required no action. The sites located in Brooklyn are primarily the result of spills and leaking underground storage tanks.

6. Market Profile

Because Brooklyn has transitioned to a bedroom community over the past three decades, the types of businesses the community can support has also changed. Figure 7-4 lists the current number and types of community businesses as of January 2012.

Figure 7-4: Current Businesses in Brooklyn (January 2012)

Retail Type	Number	Retail Type	Number
Home Based businesses	12	Daycare	1
Auto/Truck Repair	2	Eating Places	1
Bank/Credit Union	2	Farm/Garden	1
Drinking Places	2	Fitness	1
Healthcare providers including Chiropractors	2	Gift/Antiques	1
		Recycling	1
Plumbing Contractor	2	Specialty Foods	1
Bakery	1	Specialty Transportation	1
Convenience/Gasoline	1	Textiles	1

Source: Village of Brooklyn, 2012

7. Economic Development Planning and Activities

In 2011, the Village Board approved the EDC's recommendation to hire a Village Planner to assist the Village to identify, plan and implement its community and economic development goals.

Although the Economic Development Committee has formulated and enacted a number of economic development initiatives, the need for a coordinated approach formalized in a strategic economic development plan is essential. The goal is to complete this plan in 2012.

As of this writing the Economic Development strategic plan will focus on the following areas:

- Define the Village of Brooklyn's community identity and brand.

Although the Village selected a logo in 2008, to articulate and promote the unique character of the Village to potential residents, businesses and developers in a compelling and concise manner, we will undergo a formal branding process to identify and create the vision/mission/values statements which are the underpinning of our identity and community goals.

- Create a business recruitment and retention program.

The focus of this area is to provide information, linkage with resources, economic gardening

support and most of all, to create a network of local business owners who interact and provide a voice to the Economic Development Committee and Village government on economic and commercial needs and planning. Such an interaction will enable the Village of Brooklyn to identify and respond to the needs of existing businesses and to support their continued operations in the community.

- Creation of a business park on the Village periphery.

The lack of available existing commercial space within the Village and buildable commercial land, has forced Brooklyn's growing businesses to find space in neighboring community business parks. This problem has been relieved in the past few years with potential opportunities to develop a business park on both the east and west boundaries of the Village. A feasibility study in 2009 identified a potential site on the west boundary would be too expensive to develop but the potential to develop on the east side is more promising. Numerous steps are needed to prepare for the eventual annexation of any land.

- Creation of a downtown revitalization program.

The downtown area is currently 3 blocks with most fronting on Highway 92. Approximately 8,000 cars per day traverse the Village north and south on County Highway MM, one block east, thereby, bypassing the downtown businesses. Consequently, the downtown has become blighted with empty stores and some buildings in poor repair. To revitalize the downtown, the community must decide where its economic centers will be and create a revitalization plan which optimizes the location of Village retail and service businesses. The downtown has a historic charm which is valued by the residents, and the current plan is to move the Village Clerks offices to the Brooklyn Bank (Union Bank & Trust). This will bring increased foot traffic to the downtown streets and hopefully, more patrons to the existing businesses.

- Creation of a neighborhood planned economic/community development on the Villages' north edge.

Like most older rural villages, the tension between business development in the downtown or the periphery is an issue for Brooklyn. To promote concentrated business expansion on the periphery can affect downtown viability, making simultaneous consideration of both areas necessary.

- Utilization of Economic Development Support Programs

All applicable economic development support programs on the Federal, State, County, and local levels, as well as private funding sources, will be investigated and pursued. Some examples of potential funding sources include, U.S. Small Business Administration's Certified Development Company (504) Loan Program, Wisconsin Economic Development Corporation (formerly WI Department of Commerce), Dane County Community Development Block Grants, local banks and private funding sources such as Alliant Energy's Economic Development.

8. Economic Development Opportunities

The Wisconsin comprehensive planning statute requires that the Comprehensive Plan "assess categories or particular types of new businesses and industries that are desired by the local government unit." According to public participation activities, residents feel business growth is desirable, including encouraging business development downtown (58% agree) and outside the downtown area (47% for North Brooklyn and 55% for a Business Park). Only 9% of the respondents did not want commercial development. Table 7-5 shows results from the 2011 community survey that respondents would patronize certain types of businesses if located in Brooklyn.

Community Survey Results

58% of respondents felt that businesses should be encouraged downtown.

Figure 7-5: Businesses in Brooklyn

Retail Type	Retail Type
Attorney	Dry Cleaners
Auto-Repair/Mechanic	Gas Station/Convenience Store
Bakery	Grocery Store/Supermarket
Bank/Credit Union	Hardware/Home Improvement
Bar/Pub	Health Club/Exercise Studio
Beauty Salon	Insurance Agent
Cards/Gift Shop	Jewelry Store
Chiropractor	Liquor Store
Clothing Store	Movie Theater
Coffee Shop/Deli	Pharmacy
Day Care Center	Pizzeria
Dentist	Restaurant
Medical Doctor's Office	

Village residents participating in 2002 Visioning Session identified several opportunities for economic development. Utilizing vacant parcels, cleaning up the brownfield sites, enhancing the downtown area through improvements and infill development, and capitalizing on the Village's connections to the greater Madison metropolitan region may be key strategies for revitalizing the downtown area.

Figure 7-5 shows strengths and weaknesses with respect to attracting and retaining businesses and industries in the Village based on input from the Village Economic Development Committee, Village Officials and residents generated through this planning process.

Figure 7-5: Village of Brooklyn Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Available residential platted lot inventory	Funding limitations for brownfield clean-up
Infill and revitalization potential	Limited new business site availability
Outstanding public facilities- e.g. school, parks, fire/EMS	Funding limitations for Business Park Development
Connections to the countryside and natural resources	Limited existing commercial building availability
Historic character and nice neighborhoods	Commuter markets can be difficult to target
Location- Halfway between Madison and Janesville	Regional commercial competition
Due to location within Transportation corridors, a reasonably high number of vehicles pass through the Village on a daily basis.	Downtown does not face Hwy MM, therefore, no convenient access/egress and can be considered blighted for a variety of reasons
Updated water and new sewer systems can accommodate growth	High sewer rates due to new waste water treatment facility building costs
Village is ready for new and unique businesses, including zoning and land use flexibility	
The Village is structured for economic development in terms of planning, committee representation, and involvement	

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES AND PROGRAMS

Goal: Promote economic development that supports, expands and refines Brooklyn’s unique Village identity and opportunities.

Goal: Strengthen Brooklyn’s local economy through diversification of the job base, tax base, and retail and employment opportunities, while capitalizing on the Village’s regional assets.

Objectives:

- a. Create a sufficient supply of developable land in Brooklyn devoted for industrial and commercial land uses, and provide necessary municipal services to these areas.
 - Policy (a): Plan for the expansion of Village land to accommodate business uses where not feasible or appropriate for the downtown.
 - Policy (b): Consider funding and development of partnerships that promote the buildout of available land sites for new business purposes. Fund directly or in partnership with the private sector, the acquisition of land and provision of infrastructure through a development agreement.
 - Policy (c): Establish a new, or amend an existing Tax Incremental District and expand the Urban Service Area upon annexation of land designated for a business park.
- b. Continue to explore incentives and opportunities for locating industrial and retail businesses in the Village.
 - Policy (a): Establish a new, or amend an existing Tax Incremental District and expand the Urban Service Area upon annexation of land designated for a business park.
- c. Promote a vital and healthy downtown by encouraging the redevelopment and reuse of vacant and/or contaminated buildings and sites, infill development, and beautification projects.
 - Policy (a): Apply for funding assistance for downtown rehabilitation projects.
 - Policy (b): Develop a plan for the downtown redevelopment.
- d. Creation of an economic or community development organization. Create an Economic Development Authority if appropriate to carry out the economic decisions of the Village economic plan.
- e. Increase economic opportunities by promoting a mix of retail, professional service, office, commercial and industrial developments in the Village (i.e. strongly consider proposals that create jobs).
 - Policy (a): Promote the Village of Brooklyn as a unique and vital community through branding, media, and marketing approaches which inform and recruit potential markets for all commercial and residential development.
 - Policy (b): Create a community survey and strategic planning tool which provides current data for marketing and economic analysis planning, a demographic profile, community development plan, including the community’s vision of its future.
- f. Identify all local small businesses and entrepreneurs and develop support mechanisms which are designed to increase retention and expansion.
 - Policy (a): Create community and economic development data base which provides information for future planning.
 - Policy (b): Create a community survey and strategic planning tool which provides current data for marketing and economic analysis planning, a demographic profile, community

development plan, including the community's vision of its future.

- Policy (c): Establish an incubator space to support entrepreneurs and the creation of new business in the Village.
 - Policy (d): Establish a supportive mechanism such as the Economic Gardening model which creates a program of on-line resources for small business owners and entrepreneurs and facilitate membership in the Green County Inventors and Entrepreneurs Club, Monroe, WI.
 - Policy (e): Facilitate the creation of a foundation of private investors which is established for support of Village community or economic development priorities of mutual benefit.
 - Policy (f): Apply for funding assistance for downtown rehabilitation projects.
 - Policy (g): Explore all federal, state and private resources for funding of economic and community development projects.
- g. Update zoning regulations to provide appropriate commercial and industrial zoning districts based on the desired type, scale, layout, and character of different planned land use areas of development.
 - h. Discourage unplanned, continuous strip commercial development, and an overabundance of competing commercial signs and billboards along major roadways, particularly STHs 92, 104, and CTH MM.

CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes. It incorporates by reference all plans and agreements to which Brooklyn is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this Plan and plans for neighboring jurisdictions.

A. EXISTING VILLAGE PLANNING FRAMEWORK

Brooklyn has a history of community planning and implementation. The Village prepared its first master plan in 1976, with subsequent updates in 1995. In 2004, the Village worked with a planning consortium of adjoining municipalities, including the City of Edgerton and the Towns of Albion, Blooming Grove, Deerfield, Dunkirk, Pleasant Springs, and Rutland, with each municipality completing its own Comprehensive Plan. The Village has an adopted zoning ordinance, subdivision ordinance, erosion control ordinance, stormwater management ordinance, floodplain ordinance, and wetland zoning ordinance.

B. EXISTING REGIONAL FRAMEWORK

The following is a brief description of the governmental framework for the Village of Brooklyn and its relationship to neighboring local units of government, Dane County, Green County, Rock County and other regional and state jurisdictions operating within or adjacent to the Village. Map 1 shows the boundaries of the various jurisdictions in the region.

1. Village of Oregon

The Village of Oregon, located in south-central Dane County has experienced large growth in population over the past several decades. According to the 2000 Census, the Village grew from 4,519 residents in 1990 to 7,514 residents in 2000, which represents a 66.3 percent increase in this time period. Development in Oregon has been primarily dictated by major transportation corridors and land use features; namely U.S. Highway 14 and County M, and the environmental corridor that runs generally from northwest to southeast through the Village. The Village has been expanding to the south, southwest, and north over the past decade. There are, however, significant new developments currently taking place on the west side of the Village. Oregon adopted a new comprehensive plan in 2004. That plan seeks to preserve the integrity of existing neighborhoods, and emphasize the importance of the historic downtown area, while also planning for necessary new neighborhoods, business and commercial and mixed-use areas. There is a strong recommendation to establish a clearly defined area of downtown character development for the Village, which is expressed fully in the Village of Oregon Downtown Plan, completed in 2001.

2. City of Evansville

The City of Evansville is located in Rock County, roughly between the City of Madison and Janesville. Evansville is the fastest growing community in Rock County – its 2004 population estimate was 4,409. An attractive place for development, Evansville and Brooklyn may compete to attract new commercial or industrial development in the future. The City adopted their comprehensive plan in June, 2005.

3. Town of Oregon

The Village of Brooklyn shares its northern boundary with the Town of Oregon. The Town of Oregon

Land Use Plan was adopted in 1994. The land use plan map designates much of the Town as an agricultural preservation area. The policies for the Agricultural Preservation Area specify a maximum residential density of 1 dwelling unit per 35 acres of land. The land use plan map also designates a portion of the land to the west of the Village as Agricultural Transition, defined as land that will be needed for urban development in the future. The Town adopted their comprehensive plan in April, 2007.

On April 30, 2012, the Village of Brooklyn met with Town of Oregon Officials (along with Town of Brooklyn Officials) to establish the initial framework for intergovernmental cooperation between the two municipalities prior to the Village's adoption of this Update. The discussion covered many aspects of mutual planning, including land use discussions in and around the Village, drainage issues involving both municipalities, and long range best interests for each municipality. While the Town of Brooklyn intends to direct business development towards the Village, there could still be planning conflicts with some rural residential land use within the ETJ of the Village. Both municipalities expressed a definitive interest in preserving the ability to meet and communicate regularly as land use and planning issues arise in the future. Generally, both municipalities seemed to agree on the Village's planning efforts to develop a business park on the southeast area of the Village and the Village's options for future residential land uses on the northwest and southwest quadrants of the Village of Brooklyn.

4. Town of Rutland

The Town of Rutland abuts the Village of Brooklyn to the east. The Town of Rutland Land Use Plan was last amended in 2001. The 2001 Land Use Plan map designates the areas of the Town adjacent to the Village as the Agricultural Preservation District, which promotes continued farming and allows residential development at the density of one dwelling per 35 acres of land. The Town's plan called for rural residential development on the Village's eastside. The plan also calls for incentives such as a transfer of development rights program to preserve agricultural land. The Town adopted their comprehensive plan in March, 2007.

On March 27, 2012, the Village of Brooklyn met with Town of Rutland Officials (along with Town of Union Officials) to establish the initial framework for intergovernmental cooperation between the two municipalities prior to the Village's adoption of this Update. The discussion covered several aspects of mutual planning, including land use discussions in and around the Village, STH 14/STH92 intersection land uses, mutual drainage issues and other areas of mutual interest. The Village explained its recent growth history and current financial situation with the need for economic development to balance its tax base. The Village's proposal for a business park in the southeast area of the Village was discussed. The Town had concerns with increased runoff potential from commercial developments and the lack of Town input in past decisions where rezonings and annexations have occurred. Generally, both municipalities seemed to agree on the Village's planning efforts to develop a business park on the southeast area of the Village and the Village's options for future residential land uses on the northwest and southwest quadrants of the Village of Brooklyn.

5. Town of Brooklyn

The Town of Brooklyn shares the Village's southern boundary. The Town wrote a comprehensive plan in cooperation with Green County, and many of the towns and villages within Green County through the Southwestern Wisconsin Regional Planning Commission (SWRPC). The Town of Brooklyn's vision is to remain a rural community – with an emphasis on the maintenance and preservation of natural, agricultural, and cultural resources. The Town's vision includes cooperating with adjacent communities. The Town wishes to pursue orderly development that preserves and maintains the rural character of the area. The Town adopted their comprehensive plan in December, 2005.

On April 30, 2012, the Village of Brooklyn met with Town of Brooklyn Officials (along with Town of Oregon Officials) to establish the initial framework for intergovernmental cooperation between the two

municipalities prior to the Village's adoption of this Update. The discussion covered many aspects of mutual planning, including land use discussions in and around the Village, Village's economic development and tax situation, mutual drainage issues involving both municipalities, and long range best interests for each municipality. While the Town of Brooklyn intends to direct business development towards the Village, there could still be planning conflicts with some rural residential land use within the ETJ of the Village (southwest quadrant of the Village). Both municipalities expressed a definitive interest in preserving the ability to meet and communicate regularly as land use and planning issues arise in the future. Generally, both municipalities seemed to agree on the Village's planning efforts to develop a business park on the southeast area of the Village and the Village's options for future residential land uses on the northwest and southwest quadrants of the Village of Brooklyn, provided drainage issues are resolved or at least mitigated.

6. Town of Union

The Town of Union, located in northern Rock County, is located to the south of the Village. The Town adopted their comprehensive plan in October, 2006.

On March 27, 2012, the Village of Brooklyn met with Town of Union Officials (along with Town of Rutland Officials) to establish the initial framework for intergovernmental cooperation between the two municipalities prior to the Village's adoption of this Update. The discussion covered several aspects of mutual planning, including land use discussions in and around the Village, STH 14/STH92 intersection land uses, mutual drainage issues and other areas of mutual interest. The Village explained its recent growth history and current financial situation with the need for economic development to balance its tax base. The Village's proposal for a business park in the southeast area of the Village was discussed. The Town had concerns with increased runoff potential from commercial developments and the lack of Town input in past decisions where rezonings and annexations have occurred. Generally, both municipalities seemed to agree on the Village's planning efforts to develop a business park on the southeast area of the Village and the Village's options for future residential land uses on the northwest and southwest quadrants of the Village of Brooklyn.

7. Dane County

Dane County is contending with increasing growth pressure. The county's 2000 population was 426,526, an increase of 59,441 (1.6% annual average increase) from 1990. The County's 2010 population is 488,073 residents, representing continued growth at this level. Most of this growth pressure is generated by increases in employment throughout the region and by Dane County births and attrition. The County's growth rate has varied widely for each local government. Towns have grown on average by about one per-cent per year; the smaller cities and villages have growth more quickly (between 1 and 3 percent per year).

In recognition of the stress that such growth places on both natural and human systems, Dane County has adopted several plans in recent years. These include the Dane County Land Use and Transportation Plan (adopted in 1997), Dane County Park and Open Space Plan (adopted in 2001), and the Dane County Farmland Preservation Plan. The Farmland Preservation Plan, originally adopted in 1981 and amended numerous times, is the de facto county land use plan. It includes town-adopted comprehensive plans, master plans, and land use plans as component parts. In general, these county plans advocate strong growth management and environmental protection efforts, with a focus on concentrating non-farm development in existing urban areas.

Dane County adopted their comprehensive plan in October, 2007.

8. Green County

The magnitude and extent of Green County's growth is much different from that experienced by Dane County. However, relative to its population size, Green County's nearly 11 percent growth rate in the

1990s was significant, representing an addition of over 3,000 new residents to the County.

Green County began its process to write and adopt a comprehensive plan in early 2004. The County worked simultaneously with many of its towns (including the Town of Brooklyn) and villages to complete the planning process. The County adopted their comprehensive plan in April, 2006.

9. Rock County

Brooklyn's southeast area borders Rock County. Rock County's population has also grown at a steady pace. Between 1990 and 2000, the overall population increased by 9.1 percent, similar to the 9.6 percent growth experienced by the state during that time period. The growth rate varies quite a bit between individual municipalities, with villages and cities generally outpacing population growth in the towns.

In the late 1970's, Rock County assisted all of its towns with land use plans and zoning ordinances, to comply with requirements of the state's Farmland Preservation laws. The County has been working with the towns to update these plans over the years. The individual town plans, approved by the County Board, together comprise Rock County's Comprehensive Development Plan.

Another element of Rock County's Comprehensive Development Plan is the Park and Outdoor Recreation Plan, updated in 2003. This Plan recognizes that parks, Parks, outdoor recreation, and open spaces are a valuable component of the county's quality of life, adding value to surrounding privately owned land, and ensuring recreational benefits for current and future generations.

Rock County adopted their comprehensive plan in September, 2009.

10. Regional Planning Jurisdictions

The Village of Brooklyn is partially located within the Southwestern Wisconsin Regional Planning Commission's (SWRPC) jurisdictions. The SWRPC prepares city and village plans, town plans, plan and ordinance amendments and special studies at the request of local governments. The SWRPC is currently coordinating the multi-jurisdictional planning effort for Green County, including the neighboring Town of Brooklyn. The Commission provides advisory roles to local governments in their region on issues related to population, economic development, housing, and natural resources. Both the SWRPC and the former Dane County Regional Planning Commission were a valuable resource in the preparation of this Comprehensive Plan.

The WisDNR designated the DCRPC as the water quality management planning agency for Dane County. The DCRPC prepared water quality plans, delineation and amendment of urban service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. The DCRPC approved the Urban Service Area and environmental corridors in and around the northern half of Brooklyn, which are reflected in the maps of this Comprehensive Plan.

The DCRPC was dissolved on October 1, 2004. Community leaders in Dane County have proposed a successor organization—called a Council of Governments—which would have a different representation but assume similar functions, such as water quality planning and urban service area amendments. The State Legislature and Governor would have to authorize this new organization.

The Capital Area Regional Planning Commission (CARPC), created on May 2, 2007, functions as the regional planning and area wide water quality management planning entity for the Dane County region. CARPC has the same responsibilities previously held by DCRPC.

There are no apparent existing or future conflicts between the regional planning commission plans and the Village's Plan.

11. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office (Madison) serves the Village

of Brooklyn and all of Dane County. The Village should continue to maintain good relations with District 1 as planning, congestion, and safety issues arise along U.S. Highway 14 and other area highways. WisDOT plans are summarized in Chapter 5.

The Wisconsin Department of Natural Resources (WisDNR) provides service to Brooklyn area residents out of its South Central Wisconsin office in Fitchburg. WisDNR has assumed responsibility over water quality planning in Dane County, including review of future USA requests. The Department of Agriculture Trade and Consumer Protection (DATCP) is the state agency which administers the state's Farmland Preservation Program for farm owners in the surrounding towns.

There are no apparent existing or future conflicts between state agency plans and activity and the Village's Plan.

C. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES

Goal: Promote coordination and cooperation among nearby units of government to provide for mutually beneficial intergovernmental relations.

Objectives:

1. Maintain communication with key officials representing local agencies.

Policy (a): Provide copies of this Comprehensive Plan and future amendments to surrounding governments. Review plans submitted to the Village and interact with communities in their respective Comprehensive Plan Amendments were available.

Policy (b): Maintain communication with liaisons from the school district to the Village.

Policy (c): Consider the promotion of communication efforts by providing for Village liaisons on outside municipality/agency boards or commissions.

Policy (d): Coordinate with CARPC on possible future expansion of the Urban Service Area to implement the recommendations of this Plan.

2. Work with the Towns of Rutland, Oregon, Brooklyn, nearby Villages; Dane, Green and Rock Counties; the Oregon School District; and state agencies on land use, natural resource, transportation, and community development issues of mutual concern.

Policy (a): Work with surrounding communities, the Counties, and non-profit groups to encourage an orderly, efficient development pattern that preserves natural resources.

Policy (b): Enact the Village's extraterritorial powers to ensure that the Village's future land use options are not limited by inconsistent development in the Village's 1 ½ mile extraterritorial jurisdiction.

Policy (c): Work with neighboring towns, County, and state and federal agencies to support adequate housing opportunities for residents, including the support of housing rehabilitation through CDBG funds.

Policy (d): In development of an industrial/business park in Brooklyn, coordinate with the adjoining Town of Rutland and regional and state agencies.

Policy (e): To the extent within the Village's means, encourage land development within the existing Village corporate limits rather than leapfrog annexations. But, when annexations may be proposed, involve town officials at the concept planning stage to promote a cooperative atmosphere in dealing with land use related decisions.

Policy (f): Work to resolve any differences between adjacent municipalities Comprehensive

Plans, if any.

- Policy (i): Consider available programs to advance revitalization of the downtown, brownfields, and other underdeveloped areas of the Village.
3. Cooperate with neighboring governments, school districts, Dane, Rock and Green Counties, and State agencies on providing shared services and facilities.
- Policy (a): Stay informed on activities of the School District to ensure the Village has the opportunity to be involved in decisions that affect Village residents, such as building improvements, tax issues, and transportation.
- Policy (b): Provide input to Oregon School District regarding long term district operations planning, including planning for potential growth and expansion of the Brooklyn Elementary School which may be necessary as the Village grows. If an additional school facility is needed, the Village prefers it be located in Brooklyn.
- Policy (c): Cooperate with other governmental units to avoid duplication of services. Promote the development of shared facilities and parks among various public land uses including, but not limited to, the coordination of recreation facilities.
- Policy (d): Implement and prepare updates to the Village's 5-year Park and Open Space Plan.
4. Participate in County and State level transportation, land use, and economic development efforts.
- Policy (a): Promote the development of a multimodal transportation system that offers convenient alternatives to single-occupancy vehicle travel, including bicycle and pedestrian routes; options for those who require special services, including the elderly, disabled, and children; and options for commuters.
- Policy (b): Remain informed about plans for the rail line running through the Village and the implications for existing and planned development (notably the business park) in the Village.
- Policy (c): Explore the potential for developing an off-road bicycle and pedestrian path alongside or within the existing rail right-of-way.
- Policy (d): Participate in state and federal programs providing funding for parks and open space.
- Policy (e): Consider programs listed in Chapter Eight to advance revitalization of the downtown, future brownfields, and other underdeveloped areas of the Village.

D. FRAMEWORK FOR POTENTIAL INTERGOVERNMENTAL AGREEMENTS (PROCESS TO RESOLVE CONFLICTS)

The Village and one or more of its neighboring Towns may consider entering into a formal intergovernmental agreement covering community development issues of mutual concern, and to alleviate the potential for any future conflicts. These issues may include municipal boundaries, extraterritorial rights, economic development, rural development, growth management, sanitary sewer service provision, or even shared revenues from new development. Agreements help communities minimize competition for development, share both the costs and benefits of economic development, make sure that future development is of high quality, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the

most commonly used approach, a “66.0301” agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a “cooperative plan” under Section 66.030 7 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the “66.0301” agreement format. Often, intergovernmental agreements are executed after a year or more of meetings, research, and consideration of options, writing, and legal review. The following are issues and intergovernmental agreement could cover:

1. *Municipal Boundary Changes:* Intergovernmental agreements between villages and towns frequently suggest limits to long-range annexation, generally in exchange for some compromises from the town. Such compromises may include the town’s agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development in the possible future annexation area. For the Village, this area might include the planned business park area on the east side.
2. *Utility Service Area Boundaries:* Some intergovernmental agreements include provisions that define where public sewer service may be extended and where they may not. These areas largely define where fairly intensive urban (publicly sewer) growth may occur and must also include existing rural development areas that might require sewer. Some agreements include provisions that do not allow further intensive development with on-site waste disposal systems in designated or future urban service areas. These areas may extend into areas where future municipal boundary changes are agreed to. For the Village, this could correspond to the area agreed upon for municipal boundary changes, for instance, the planned business park area.
3. *Future Land Use Recommendations:* Frequently, intergovernmental agreements address future land uses or development densities considered acceptable or unacceptable in areas that concern both communities. Some agreements also include provisions that the communities will then amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or to not amend their comprehensive plans in a manner that would be inconsistent with the agreement. Within the context of intergovernmental agreements focused particularly on the Brooklyn area, the negotiations and resulting agreements could focus on provisions to:
 - Joint planning for a future business park on the Villages eastern boundary and east of the current Village corporate limits, with the Town of Rutland.
 - Achieve a mutually agreeable resolution with the neighboring Town of Oregon regarding proposed extraction activities adjacent to the Village. If uses that are undesirable by the Village are approved, the Village, Town, and County could agree to appropriate strategies to mitigate potential negative impacts.
 - Amend this Comprehensive Plan and neighboring Town plans as necessary to achieve full compliance with the future agreement.
 - Make development (e.g., rezoning) decisions that are consistent with the comprehensive plans and the agreement.
 - Implement innovative approaches to achieving shared land use objectives. This may include cooperative extraterritorial zoning, whereby the Village and a Town could jointly make zoning decisions within 1½ miles of the Village limits.
4. *Joint Economic Development Efforts:* An intergovernmental agreement provides a potential tool to establish joint economic development or marketing efforts to the mutual benefit of each community. More innovative agreements include provisions on sharing property tax revenue from new development or mitigating tax losses resulting from annexation. State annexation law requires a village annexing town land to pay the town, for five years, an amount equal to the amount of property taxes the town collected from that area in the year in which the annexation took place. This requirement does not apply to areas where an intergovernmental agreement specifies otherwise.

5. *Negotiations and Resulting Agreement:* Within the context of intergovernmental agreements focused on the Brooklyn area, the negotiations and resulting agreement could focus on provisions to cooperatively plan for economic development areas, such as for the east edge of the Village of Brooklyn with the Town of Rutland.
6. *Shared Programs or Services:* The most common types of intergovernmental agreements focus on shared services or programs between communities. The Village and its neighboring Towns already have such an agreement with respect to fire services, for example. The management of recreational lands and programs is another service that is occasionally shared across municipal boundaries.
7. *Agreement Term and Amendments:* An intergovernmental agreement should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2025), as this corresponds with the comprehensive plan time horizon. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in peoples' minds and allows adaptability as conditions change.

E. SUMMARY OF EXTRATERRITORIAL JURISDICTION POWERS

Four distinct extraterritorial powers are available to the Village. The extraterritorial jurisdiction (ETJ) of the Village extends 1 ½ miles from the municipal boundaries of the Village. This area of state law is continuously evolving, particularly in regard to the application of land division review authority. The four ETJ powers include:

1. *ETJ Planning:* Cities and Villages have the right to include their 1 ½ mile ETJ in their planning documents. This Comprehensive Plan makes recommendations for the Village's ETJ. Other plans include master plans, community facility plans, and peripheral area plans.
2. *ETJ Official Mapping:* Cities and Villages have the right to include their ETJ in their Official Map. The Official Map is a planning tool used to identify the location of current and planned public facilities, and prevents structures from being erected on identified sites. Typical use of the Official Map includes identifying expanded right-of-ways, future rights-of-way, and sites for utility buildings, lift stations, wells, water towers, parks, trails, and possibly schools. Brooklyn does not currently have an Official Map. This Plan recommends Village adoption of an Official Map that includes its ETJ.
3. *ETJ Land Division Review:* Cities and Villages have the ability to adopt a resolution that enacts their authority to review and approve/deny subdivisions within their ETJs. Generally, ETJ authority is limited to requiring consistency with the Official Map, ensuring the proper design of the land division and related street and utility networks, and consistency with adopted plans including density standards. Construction standards cannot be imposed through this power. Land divisions can be approved, approved with conditions, or denied. Grounds for comments are tied directly to the detailed provision of the adopted land division ordinance. Brooklyn's existing land division ordinance has a provision enacting this authority. This can be a powerful tool for implementing the Village's plan if inconsistent land divisions are proposed.
4. *ETJ Zoning Authority:* Cities and Village have the ability to enact ETJ Zoning authority within their ETJs. This authority has the effect of freezing Town Zoning between 2 to 3 years – thereby providing an opportunity for the Town and Village ETZ Committee (3 members from each jurisdiction) to develop and adopt an ETJ Zoning Ordinance and Map to apply to the area. This authority dissolves after 2 years, unless extended for an additional year by joint agreement of the Town and Village, or unless the ordinance and map are adopted.

If the Village adopts an Official Map to implement this Plan, it should include their ETJ area. If land divisions are proposed in the ETJ that threaten the long-term interests of the Village (from the aspects

of either quantity or location), the Village should consider the use of their ETJ land division authority. ETJ Zoning should be considered again only as a last resort, if other ETJ powers and intergovernmental discussions are proving ineffective and one or more critical zoning issue arises.

CHAPTER NINE: IMPLEMENTATION

IMPLEMENTATION

This final chapter provides a roadmap for specific actions to fully implement the Plan’s recommendations. This chapter generally does not cover day-to-day decisions. Instead, it identifies programs and specific actions that the Village may undertake over the next several years.

A. PLAN ADOPTION

The Village of Brooklyn Comprehensive Plan was adopted following procedures specified by Wisconsin’s “Smart Growth” legislation. This included extensive public input throughout the process, a Village Plan Commission recommendation, distribution of the recommended Plan to affected local, county, and state governments, a formal public hearing, and Village Board adoption of the Plan by ordinance.

B. IMPLEMENTATION RECOMMENDATIONS

Figure 21 provides a detailed list and timeline of the major actions that the Village may pursue to implement the Comprehensive Plan. Often, such actions will require substantial cooperation with others, including surrounding and overlapping governments and local property owners. Other Village government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented.

The table has three different columns of information, described as follows:

- *Category:* The list of recommended actions is divided into six different categories generally based on different chapters of this Plan.
- *Program or Recommended Action:* The second column lists the actual actions recommended to implement key aspects of the Comprehensive Plan. The recommendations are for Village actions that might be included, for example, in an annual work program or as part of the annual budgeting process.
- *Implementation Timeframe:* The third column responds to the State comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes are all within the next 10 years (and not the full 20-year planning period), because the Plan will have to be updated by 2022 or before.

Program or Tool	Recommended Changes or Specific Action	Timeline
General Village Administration Action Items	Complete the Codification of Village Ordinances.	2012
Agricultural, Natural & Cultural Resources Items	Establish environmental corridors within the Village limits and corresponding Watersheds areas within the ETJ and reflect these areas on the Village’s Official Map.	2013
	Continue implementation/enforcement of adequate storm water management/erosion control regulations to protect surface and groundwater resources throughout the Village Planning Area.	Ongoing
	Work with CARPC and/or Dane County Land Conservation Department in efforts where available to reduce nutrient loading from upstream sources.	Ongoing

Program or Tool	Recommended Changes or Specific Action	Timeline
Agricultural, Natural & Cultural Resources Items	Consider the implementation of ordinances that further protect water quality, environmental corridors and other natural features that contribute to the small town quality of life that is expected in Brooklyn.	2012
	Prepare an Official Map of the Village that depicts all significant natural features and protected areas.	2013
	Update the shoreland/wetland ordinance regulating development along the banks of streams and wetland areas.	As needed
	Create and maintain an inventory of the remaining historic sites/structures throughout Brooklyn.	Ongoing
	Consider discussions with adjoining Towns regarding mutual planning areas.	Ongoing
Land Use Related Items	Update the Village’s Zoning Ordinance to continue previous land use zoning designations, the updating of specific regulations and the incorporation of Planned Development District (PDD) zoning.	2012
	Work with building and business owners in the Downtown to establish congruent long-range planning for buildings, businesses, land uses and connectivity.	Ongoing
	Pursue an Urban Service Area Amendment from CARPC for the Business Park in the southeast area of the Village.	2013
	Plan for the development of a Village Business Park in the southeast area of the Village.	2014
	Monitor buildout and growth rates in the Village from year to year by reviewing building permit activity at the Plan Commission level.	Ongoing
	Update the Zoning Ordinance, Zoning Map and Official Map to reflect environmental corridors, the preservation of floodplain and storm water areas, and the creation/maintenance of park/green space areas.	2012
	Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees. Once identified, establish maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.	Ongoing
	Institute a procedure to extend subdivision review authority into the 1 ½ mile extraterritorial jurisdiction.	2012

Program or Tool	Recommended Changes or Specific Action	Timeline
Transportation Related Items	Create an Official Map of the Village to include sidewalk/pedestrian connectivity to the established local traffic routes, or other routes as established by the Village Plan Commission or Village Board.	2013
	Cooperate with the state, county and neighboring communities to promote and/or consider the development of a multimodal transportation system that offers convenient alternatives to private vehicle travel or transit within the community and region, including bicycle and pedestrian routes; options for those who require special services, including the elderly, disabled, and children; and options for commuters.	Ongoing
	Cooperate with the state, county, and neighboring communities – particularly the City of Fitchburg and the Village of Oregon – to stay informed about plans for the rail line running through the Village and the implications for existing and planned development (notably the business park) in the Village.	Ongoing
	Work with the County and State to ensure that appropriate access control measures are considered and enforced, and appropriate weight limits to minimize truck traffic through the Village are enforced.	Ongoing
	Provide interconnected street networks to ensure safe and convenient access between neighborhoods, businesses, schools, and parks.	Ongoing
	Include all desired Village road improvements in the Village’s recommended Capital Improvement Program.	Ongoing
Utility and Community Facility Item	Prepare and annually update a 3 to 5-year capital improvement program to set priorities for completing public facility needs.	Ongoing
	Update water and sewer maps to include all mains and approximate services.	Ongoing
	Implement and prepare updates to the Village’s 5-year Park and Open Space Plan.	2014
	Cooperate with the Oregon School District to ensure that school district facilities are adequate to serve long-term growth and development of the Village.	Ongoing
	Plan for expansion of Mt. Hope Cemetery.	As needed
	Review and analyze community facilities such as the municipal building/community center for renovation, re-build, or relocation. Explore uses of this facility for senior-related uses and activities.	2015
	Monitor the STH14/STH92 intersection drainage project and work with DOT and Town officials in the process to mitigate adverse drainage affects in this area.	Ongoing

Program or Tool	Recommended Changes or Specific Action	Timeline
	Update the <i>Comprehensive Outdoor Recreation Plan</i> as a means of obtaining state and federal park, open space, and trail grants. Apply for funds to pay for park improvements and expansion.	2014
	Work with the WisDNR to expand the Village’s Urban Service Area to accommodate future residential, commercial, and industrial growth.	Ongoing
	Conduct a long-range facilities study to assess the needs for Village facilities – administrative space, library, senior and other community gathering centers.	2015
Housing and Neighborhood Development Related Items	Actively work with Developers regarding senior housing accommodations and related development projects.	Ongoing
	Work to connect older residents and others in need of housing assistance with available resources to help them update and stay in their homes.	Ongoing
	Advance downtown revitalization and redevelopment efforts to retain existing businesses, expand opportunities for local entrepreneurs, and recruit additional firms to the downtown area and other redevelopment sites, including brownfields.	Ongoing
Economic Development Related Items	Consider the commissioning of a market study for the economic development benefit of the Brooklyn area, with emphasis on retaining existing businesses.	2014
	Work on site selection, acquisition, urban service area expansion, preparation, planning and design, business attraction, and employee retention for the development of a business park.	2013
	Review all options for beautifying, re-developing, and sustaining businesses in the downtown area.	Ongoing
	Review Village ordinances actively within the Planning Period with regard to changing business needs and characteristics. If appropriate, provide for development standards beyond typical ordinance requirements to assist the Village in establishing the characteristics and appearance that are desired.	Ongoing
	Consider formation, establishment and active representation of an economic development authority or community development authority as a tool to support economic and community development efforts in the community. Continue the representation of the Village’s Economic Development Committee for the same purpose, including active roles in business recruitment, communication and development.	2013
Intergovernmental Development Related Items	Provide a copy of this Comprehensive Plan and all subsequent amendments to surrounding and overlapping local, regional, and state governments and agencies.	Ongoing

Program or Tool	Recommended Changes or Specific Action	Timeline
	Coordinate with the Town of Rutland on its planning process, land use and growth issues on the east side of the Village.	Ongoing
	Engage in intergovernmental discussions, possibly leading to formal intergovernmental agreements with neighboring towns particularly the Town of Rutland , and the Town of Oregon.	Ongoing
	Submit Plan Amendments to adjoining municipalities, school district and other stakeholders for continued involvement and communication with these agencies.	Ongoing
	Investigate the potential for shared services with the adjoining Towns and Village of Oregon.	Ongoing
	Stay informed with Dane and Green County Highway Department activities and uses within the Planning Period.	Ongoing
	When new development requests are proposed, involve adjoining municipalities and key stakeholders in the concept planning process, as appropriate, for involvement and communication with these agencies.	Ongoing
	Actively review other Comprehensive Plans within the Village’s jurisdictional limits and address any potential conflicts within those plans.	Ongoing
	Conduct a biennial audit of this Implementation Plan as a timely follow-up on the Goals, Objectives and action items within this plan and to address the need for plan amendments, as required.	2014 & Ongoing

C. PLAN MONITORING, AMENDMENTS, AND UPDATE

The Village should regularly evaluate its progress towards achieving the recommendations of the Comprehensive Plan, and amend and update the Plan as appropriate. This section suggests recommended criteria and procedures for using, monitoring, amending, and updating the Plan.

1. Plan Monitoring and Use

The Village Plan Commission should, on a biennial basis, review its decisions on private development proposals over the previous year against the recommendations of this Plan. This will help keep the Plan a “living document.” On a more regular basis, the Village should charge the Plan Commission with reviewing and approving or recommending private development proposals.

The Village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Comprehensive Plan. Before submitting a formal application to the Village for development approval, the Village urges petitioners to discuss the request conceptually and informally with the Village Plan Commission. Conceptual review almost always results in an improved development product and can save the petitioner time and money.

2. Plan Amendments

Amendments to this Comprehensive Plan may be appropriate in the years following initial Plan

adoption and in instances where the Plan becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the Plan maps or text. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Village use the same basic process to amend, add to, or update the Comprehensive Plan as it used to initially adopt the Plan. This does not mean that new vision forums need to be held or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4) Wisconsin Statutes need to be followed. Specifically, the Village should use the following procedure to amend, add to, or update the Comprehensive Plan:

- a. Either the Village Board or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan, or may be initiated at the request of a property owner or developer.
- b. The Village Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan amendment process (see Section 66.1001 (4)a of Statutes).
- c. The Village Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.
- d. The Village Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan).
- e. The Village Clerk sends a copy of the recommended Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b, Wisconsin Statutes. Metallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has re-requested notification in writing must also be informed at this time. These governments and individuals should have at least 30 days to review and comment on the recommended plan amendment.
- f. The Village Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Village Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Village Board holds the formal public hearing on an ordinance that would incorporate the proposed amendment into the Comprehensive Plan.
- h. Following the public hearing, the Village Board approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Village Board may require changes from the Plan Commission recommended version of the proposed Plan amendment.
- i. The Village Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, metallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001 (4)b and c, Wisconsin Statutes. County adoption of the amendment should be encouraged.

3. Plan Update

The State comprehensive planning law requires that the Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial rewrite of the plan document and maps. Further, on January 1, 2010, zoning, subdivision and official map decisions will

have to be consistent with locally-adopted comprehensive plans. Based on these two deadlines, the Village should implement the recommendations included in Figure 21 and complete a full update of its Comprehensive Plan before the year 2015 (i.e., ten years after 2005) at the latest. The Village should continue to monitor any changes to the language or interpretations of the State law over the next several years.

The Village has updated the Comprehensive Plan in 2012, before the required 2015 deadline.

D. CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Preparing the various elements of the Village of Brooklyn Comprehensive Plan simultaneously has ensured that there are no known internal inconsistencies between the different elements of this Plan.