

# COMPREHENSIVE PLAN for the **Town of Brigham**

March 2019  
Amended XXX 202x



PLANNING ASSISTANCE PROVIDED BY



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DRAFT AMENDMENT - REVISED 11/15/2022

~~The following updated Comprehensive Plan for the Town of Brigham was adopted on February 19<sup>th</sup>, 2019. This plan is an update to the Comprehensive Plan that was adopted on May 14<sup>th</sup>, 2008. The Plan was originally written by Schreiber/Anderson Associates, Inc., also known as SAA, Inc. In 2017, Southwestern Wisconsin Regional Planning Commission (SWWRPC) began the process to update the plan in accordance with Wisconsin Statute 66.1001(2)(i). Much of this document reflects the initial plan and original work of SAA. Amendments made by SWWRPC to bring this plan up-to-date include changes to the narrative, data figures and tables, and maps.~~

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# Town of Brigham Comprehensive Plan

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# 1

## Issues and Opportunities

### 1.1 Introduction

#### 1.1.1 About this Plan

The Town of Brigham Comprehensive Plan has been developed to provide background and direction for a variety of land use decisions. Included in this plan are a variety of chapters, or elements, that provide baseline information and specific goals, objectives, and recommendations specific to each element. This plan should be used by the Plan Commission to make decisions about growth and development over the next 20-year period. Periodic updates are required to ensure this plan remains current over time. Specific requirements and procedures for use and maintenance of this plan are provided in the Implementation Element.

Elements of this plan include:

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

This element of the plan (Issues and Opportunities) contains baseline demographic information used for comparing Brigham to other communities, or other periods in the town's history. The section concludes with the plan's Goals and Objectives along with the 20-Year Vision Statement.

#### 1.1.2 Town History

The Town of Brigham began with a referendum by the people. When 12 civil towns were established in Iowa County in 1849, Brigham was not one of them. It wasn't until 1890, that the voters in the Town of Ridgeway finally gave approval for their large town to be split, the town to the west retaining the name Ridgeway, the new town to the east being named Brigham. These same voters rejected similar referenda several times before 1890. After a positive vote, Mr. Campbell, a supervisor from West Blue Mounds, suggested the Town's name be Brigham, to honor his former employer, Ebenezer Brigham. Mr. Brigham (1789-1861) was the first permanent European settler in Dane County. He was born in Massachusetts and came to the Blue Mounds area in 1826, where he established a lead mining operation, opened an inn and general store. Mr. Brigham was a colonel in the Black Hawk War and prominent in Wisconsin's

territorial and statehood discussions. He served as Town Chair of Blue Mounds and was a school commissioner. When Wisconsin was organized as a territory in 1836, Mr. Brigham was elected to the Territorial Council from Iowa County. He attended the first session of the Legislature, held in Belmont in 1836. Mr. Brigham was a champion of having Madison become Wisconsin's governmental seat and when that was decided, he was the only council member who had seen the location between the two lakes where the capitol is now located. Mr. Brigham is buried in Forest Hill Cemetery in Madison.

### **1.1.3 Executive Summary of Key Findings**

- Brigham's population grew from 908 in 2000 to 1,034 in 2010. The 2017 American Community Survey estimated that the population was 1,003.
- Population projections estimate that the Town will experience a population growth over the next 20 years. The projected estimate for 2020 is 1,175 persons, the estimate for 2030 is 1,360 residents (16% growth over 2020), and the estimate for 2040 is 1,440 residents (6% growth over 2030). (US Census, Wisconsin Department of Administration).
- The 2010 Census identified 390 households (occupied housing units) in the Town of Brigham; the 2017 estimate was 398 households. State projections show that by 2030, there could be 544 and by 2040, there is projected to be 591 households (US Census, Wisconsin Department of Administration).
- Between 2010 and 2017, Brigham issued 26 building permits for new residential construction.
- Physical constraints for future development include steep slopes, wetlands, floodplains, and the desire to retain farming operations in the Town.
- The completion of the US Highway 18/151 highway access plan is a key consideration, and the future use and character of these community gateways should be carefully considered by both Brigham and Barneveld.

## **1.2 Public Process**

### **1.2.1 2008 Planning Process**

The planning process for the 2008 Town of Brigham's Comprehensive Plan included a series of Plan Commission meetings, a community survey, four public information hearings, a newsletter, and community volunteer focus groups. The four focus groups were developed to advise the Plan Commission on the goals and general recommendations of the plan. They focused on the nine elements to be included in the Comprehensive Plan. The result of the planning process and public input was the 2008 Town of Brigham Comprehensive Plan, which served as the starting point for the Comprehensive Plan Update process in 2016.

### **1.2.2 Town Board and Plan Commission Meetings**

In preparation of the Comprehensive Plan Update, the Town Board began discussions regarding the update in February of 2016, and monthly thereafter leading to the public survey in February 2017.

The Town of Brigham's Plan Commission discussed the plan and made recommendations regarding the update during their May, June, and August meetings in 2016. Additionally, the



Plan commission made final recommendations for updates to the plan and to the future land use map in 2018.

### **1.2.3 Public Forums**

In the Spring of 2017, Southwestern Wisconsin Regional Planning Commission (SWWRPC) facilitated two public forums to formally begin the Comprehensive Plan Update. All meetings were publicly noticed and open to the public.

SWWRPC facilitated the first public meeting on February 22<sup>nd</sup>, 2017. The purpose of this meeting was for community residents to come together for a visioning session to discuss and identify community values, issues, and opportunities. During the session, residents were asked what was, and was not, working well within the community and how those issues related to the community's foundational values. Additionally, residents were asked to imagine future population growth for the Town. Residents discussed the opportunities and concerns that would result from this future scenario. Themes identified during the process were Education, Agriculture, Wildlife, Development, and Stewardship of the Land.

The second public forum was held on March 13<sup>th</sup>, 2017. SWWRPC facilitated the forum, and the attention of the meeting was on the values identified during the first public forum. Community residents were provided with the first forum's results and posed the following question, "In light of your current values, is the current plan still a strong guide for the community 10 years after its creation?" Residents were asked to collaboratively determine recommendations for the next steps in the planning process.

During this forum, residents determined that the majority of the existing plan retains relevancy for their community, but some changes were needed to address agriculture, economic development, and land use issues. To address these issues, subcommittees were formed to review these elements of the plan, investigate the issues, and offer recommendations.

### **1.2.4 Volunteer Subcommittees**

Two Ad Hoc Committees were formed to address issues identified during the public forums. A Land Use committee and an Agriculture and Natural Resource committee were created to develop recommendations. The Land Use Committee addressed issues associated with future development and land subdivision. They meet during the summer and fall of 2017, on July 25<sup>th</sup>, August 21<sup>st</sup>, September 25<sup>th</sup>, and October 23<sup>rd</sup>.

The Agriculture and Natural Resources Committee met to address similar issues in specific relation to agriculture and maintaining the rural character of the town. Issues included residential density and building restrictions on Class I, II, and III soils. They met during the summer of 2017, on July 25<sup>th</sup>, August 21<sup>st</sup>, and September 28<sup>th</sup>.

### **1.2.5 Community Survey**

The subcommittees review refined the issues into a few clear and focused questions. These questions were then sent to town residents through a public survey to gather public opinion on specific issues.

SWWRPC conducted a survey in coordination with the town. The survey was open from February 9<sup>th</sup> to March 10<sup>th</sup>, 2018. It received a total of 204 responses out of 507 recipients, for a 40% response rate. The survey asked specifically about residential development, commercial development, and cooperative management of Birch Lake. During the survey, the Town Plan

Commission held a series of public forums related to the Survey on February 13<sup>th</sup> and 15<sup>th</sup>, and on March 1<sup>st</sup> and 7<sup>th</sup> of 2018.

The results of the survey were provided to the Plan Commission. With the survey results, the Plan Commission was able to address the concerns identified in the existing plan through updated language to the Agriculture, Economic Development, and Land Use elements of the Plan and recommended those updates for inclusion in the Comprehensive Plan Update.

### **1.2.6 Future Land Use Update Meeting**

On December 11<sup>th</sup>, 2018, a final public meeting was held to review the existing future land use map. Community residents were asked to review the map in relation to current conditions as well as their vision for future land use. Residents were invited to draft their own versions of a future land use map. The results of that meeting were presented to the Plan Commission, which recommended a final land use for inclusion in the Comprehensive Plan Update.

### **1.2.7 Other Opportunities for Public Input**

All residents, local business owners, and individuals concerned about the future of Brigham had the opportunity to submit comments on the comprehensive plan at any point in time.

### **1.2.8 30-Day Public Notice and Plan Adoption**

SWWRPC and the Town of Brigham provided public notice on January 11<sup>th</sup>, 2019, that the updated plan was available for public comment. A draft plan was available at the Town of Brigham's office and on the Town of Brigham's website. Residents were provided the option to submit written comments or express their comments in person. Comments were provided to the Plan Commission and the Town Board.

The Plan Commission reviewed the plan and listened to and reviewed public comments. On February 19<sup>th</sup>, 2019, the Plan Commission made edits to the draft plan based on comments received. The Plan Commission recommended the plan, with requested edits, to the Town Board. The Town Board reviewed the Plan Commission's recommendation and public comments and resolved to adopt the Comprehensive Plan Update.

## **1.3 Population Trends**

This section of the plan includes information gathered from the United States Census Bureau 2000 and 2010 Census, as well as the 2017 American Community Survey (ACS). The ACS data is gathered through a survey of respondents. It should be noted that the ACS data is an estimate of data at a point in time. Data presented in this section also includes projections from the Wisconsin Department of Administration (DOA) regarding potential population and household data in 2040.

### **1.3.1 Age Distribution**

Population in Brigham grew by just over 10% between 2000 and 2017. The 2017 ACS estimate indicated a population of 1,003.<sup>1</sup>

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<sup>1</sup> 2013-2017 American Community Survey. *Demographic and Housing Estimates*. US Census Bureau. factfinder.census.gov. 2018.

**Table 1.3.1: Age Distribution, 2010<sup>2</sup>**

	2000		2010		2017		% Change
	Number	Percent	Number	Percent	Number	Percent	2000-2017
Under 5 years	45	5.0	48	4.6	38	3.8	-15.5
5 to 9 years	69	7.6	73	7.1	51	5.1	-26.0
10 to 14 years	81	8.9	71	6.9	76	7.6	-6.2
15 to 19 years	59	6.5	81	7.8	57	5.7	-3.4
20 to 24 years	31	3.4	39	3.8	20	2.0	-35.5
25 to 34 years	96	10.6	87	8.4	97	9.7	1.0
35 to 44 years	197	21.7	146	14.1	121	12.1	-38.6
45 to 54 years	147	16.2	196	18.9	157	15.7	6.8
55 to 59 years	61	6.7	106	10.2	103	10.3	68.9
60 to 64 years	36	4.0	66	6.4	103	10.3	186.1
65 to 74 years	51	5.6	88	8.5	98	9.8	92.2
75 to 84 years	32	3.5	19	1.9	70	7.0	118.8
85 years and over	3	0.3	14	1.4	12	1.2	300
Total Population	908	100.0	1,034	100.0	1,003	100.0	10.5

Table 1.3.1 shows differences in age distribution for the Town of Brigham for the years 2000 - 2017. The data shows a decrease in all age groups under the age of 25: 10 to 14 years of age (-62%), 15 to 19 years of age (-3.4%), and 20 to 24 years of age (-35.5%).

The largest increases in population occurred in the age groups over 85 years of age (300%), 60 to 64 years of age (186.1%), 75 to 84 years of age (118.8%), and 65 to 74 years of age (92.2%). Similar to data from the years 1990-2000, it appears that Brigham residents are getting older, with an increase of retirement-aged individuals. Between 2000 and 2017, the median age of Brigham residents increased 9.5 years from 39.2 to 48.7. Brigham is statistically “older” than the County (42.5) and the State (39.2).

These population trends indicate there is a growing population, consisting of mostly older retirement-aged residents.

### 1.3.2 Population Projections

Table 1.3.2 indicates the Town can expect an increase of 406 people between 2010 and 2040. It should be noted that major land use decisions, such as residential developments, could dramatically alter the outcome of these projections.

<sup>2</sup> 2000, 2010 Census. *Profile of General Population and Housing Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

**Table 1.3.2: Town of Brigham Population Projections<sup>3</sup>**

	<b>2010 Census</b>	<b>2020 Projection</b>	<b>2025 Projection</b>	<b>2030 Projection</b>	<b>2035 Projection</b>	<b>2040 Projection</b>
<i>Town of Brigham</i>	1,034	1,175	1,270	1,360	1,420	1,440
<i>Iowa County</i>	23,687	25,035	26,150	27,105	27,390	26,990

### 1.3.3 Household Projections

Table 1.3.3 indicates a marked increase in the number of households by the year 2040. Compared to surrounding communities, and the counties of Iowa and Dane, Brigham is forecasted to increase more (51.5%) based on percentage of increase. The Town of Brigham should plan for the addition of 201 housing units between 2010 and 2040.

**Table 1.3.3: Town of Brigham Housing Projections<sup>4</sup>**

<b>Municipality</b>	<b>2010 Census</b>	<b>2020 Proj.</b>	<b>2025 Proj.</b>	<b>2030 Proj.</b>	<b>2035 Proj.</b>	<b>2040 Proj.</b>	<b>% Growth 2010-2040</b>
<b>T Brigham</b>	<b>390</b>	<b>457</b>	<b>501</b>	<b>544</b>	<b>576</b>	<b>591</b>	<b>51.5%</b>
T Blue Mounds	366	391	421	450	475	497	48%
V Barneveld	457	519	564	609	636	648	42%
C Dodgeville	1,965	2,162	2,302	2,430	2,500	2,496	27%
Iowa County	9,547	10,387	10,981	11,514	11,768	11,695	22.5%
Dane County	203,750	228,371	240,920	252,479	261,392	268,335	32%

## 1.4 Education

As shown in Table 1.4.1, it is estimated that 99.3% of Brigham residents over the age of 25 had an educational attainment of a high school degree or higher in 2017. This percentage is higher than Iowa County or the State of Wisconsin overall, with 93.9% and 91.7% respectively. During this same year in Brigham, 36.7% of residents over the age of 25 had a bachelor's degree or higher. This is also higher than both the County (24.5%) and State (29%) overall.

<sup>3</sup> Wisconsin Department of Administration. Minor Civil Division Projections, 2010-2040. 2013.

<sup>4</sup> Wisconsin Department of Administration. Household Projections for Wisconsin Minor Civil Divisions: 2010-2040. 2013.

**Table 1.4.1: Town of Brigham Educational Attainment<sup>5</sup>**

	Number	Percent
Population 25 years and over	761	100.0
Less than 9 <sup>th</sup> grade	0	0%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	5	0.6%
High school graduate (includes equivalency)	243	32%
Some college, no degree	157	20.6%
Associate degree	77	10.1%
Bachelor's degree	177	23.3%
Graduate or professional degree	102	13.4%
Percent high school graduate or higher	99.3%	
Percent bachelor's degree or higher	36.7%	

## 1.5 Employment and Income

### 1.5.1 Workers by Industry

Table 1.5.1 is an estimate of employed residents over age 16 by industry in 2017. “Educational, health, and social services” was the greatest represented industry in the Town of Brigham with 25.6% of the working population. “Manufacturing,” “Retail trade,” and “Agriculture, forestry, fishing and hunting, and mining” all represented between 10-12% of the working population.

<sup>5</sup> 2013-2017 American Community Survey. *Education Attainment*. US Census Bureau. 2018.

**Table 1.5.1: Town of Brigham Workers by Industry 2017 estimate.<sup>6</sup>**

	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	60	10.6
Construction	42	7.4
Manufacturing	67	11.8
Wholesale trade	19	3.4
Retail trade	62	10.9
Transportation and warehousing, and utilities	6	1.1
Information	15	2.6
Finance, insurance, real estate, and rental and leasing	52	9.2
Professional, scientific, management, administrative, and waste management services	34	6.0
Educational, health, and social services	145	25.6
Arts, entertainment, recreation, accommodation, and food services	27	4.8
Other services (except public administration)	11	1.9
Public administration	27	4.8
Employed civilian population 16 years and over	567	100.0

### 1.5.2 Workers by Occupation

Table 1.5.2 lists employed residents over the age of 16 by occupation. Most residents (48.7%) are employed in “Management, business, science, and arts occupations.”

**Table 1.5.2: Workers by Occupation, 2017<sup>7</sup>**

	Number	Percent
Management, business, science, and arts	276	48.7
Services	35	6.2
Sales and office	82	14.5
Natural resources, construction, and maintenance occupations	79	13.9
Production, transportation, and material moving	95	16.8
Employed civilian population 16 years and over	567	100.0

<sup>6</sup> 2013-2017 American Community Survey. *Industry by sex for the civilian employed population 16 years and over*. US Census Bureau. 2018.

<sup>7</sup> 2013 American Community Survey. *Occupation by sex for the civilian employed population 16 years and over*. US Census Bureau. factfinder.census.gov. 2018.



### 1.5.3 Employment Projections

Employment forecasts are not available for local towns, municipalities, or counties. However, the Wisconsin Department of Workforce Development prepares employment projections for 11 geographic regions within the State. The Town of Brigham falls within the “Southwest Wisconsin” employment region which includes the counties of Grant, Green, Iowa, Lafayette, Richland, and Rock.

In the Southwest Wisconsin region, industry projections indicate the greatest employment growth over the next few years is likely to occur in “Personal Care and Service Occupations” with a 19 percent growth (1,066 workers). “Healthcare Practitioners and Technical Occupations,” will experience the largest growth in overall jobs between 2014-2024.

**Table 1.5.3 Occupation Projections for Southwest Wisconsin Workforce Development Area 2014-2024<sup>8</sup>**

Occupation Title	2014	2024	# of Jobs	% Change
Personal Care and Service Occupations	5,398	6,464	1,066	19.7
Healthcare Practitioners and Technical Occupations	7,095	8,288	1,193	16.8
Healthcare Support Occupations	3,151	3,625	474	15.0
Business and Financial Operations Occupations	4,153	4,608	455	10.9
Community and Social Service Occupations	1,450	1,606	156	10.7
Computer and Mathematical Occupations	1,983	2,187	204	10.3
Life, Physical, and Social Science Occupations	731	806	75	10.3
Building and Grounds Cleaning and Maintenance Occupations	4,794	5,191	397	8.3
Construction and Extraction Occupations	4,451	4,796	345	7.8
Management Occupations	14,139	15,199	1,060	7.5
Food Preparation and Serving Related Occupations	10,369	11,144	775	7.5
Transportation and Material Moving Occupations	11,846	12,707	861	7.3
Installation, Maintenance, and Repair Occupations	5,486	5,864	378	6.9
Sales and Related Occupations	13,298	13,852	554	4.2
Protective Service Occupations	2,208	2,292	84	3.8

<sup>8</sup> State of Wisconsin Department of Workforce Development. Wisconsin LMI Data Access. <https://jobcenterofwisconsin.com/wisconomy>. 2018.

Education, Training, and Library Occupations	15,621	16,131	510	3.3
Architecture and Engineering Occupations	1,630	1,683	53	3.3
Production Occupations	14,289	14,708	419	3.0
Office and Administrative Support Occupations	20,956	21,409	453	2.2
Legal Occupations	382	390	8	2.1
Farming, Fishing, and Forestry Occupations	6,269	6,296	27	0.4
Arts, Design, Entertainment, Sports, and Media Occupations	1,610	1,601	-9	-0.6

#### 1.5.4 Income

An estimate of median household income for 2017 is shown in Table 1.5.4 below. The data reveals that Brigham had a significantly higher medium household income (\$88,750) as compared to Iowa County (\$60,017) or the State of Wisconsin (\$53,759). The percentage of households with higher incomes, those earning \$100,000 to \$149,000, was also higher in Brigham than the median incomes for **either** Iowa County and the State.

**Table 1.5.4: Median Household Income, 2017<sup>9</sup>**

	<b>Town of Brigham</b>	<b>Iowa County</b>	<b>State of Wisconsin</b>
Total # of Households	398	9,799	2,328,754
	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
	100.0	100.0	100.0
Less than \$10,000	2.5	3.8	5.2
\$10,000 to \$14,999	1.3	5.1	4.8
\$15,000 to \$24,999	6.3	8.8	10.0
\$25,000 to \$34,999	2.7	9.8	10.0
\$35,000 to \$49,999	10.0	13.7	13.9
\$50,000 to \$74,999	19.3	20	19.3
\$75,000 to \$99,999	12.6	14	13.7
\$100,000 to \$149,999	26.9	16.6	14.3
\$150,000 to \$199,999	13.6	4.7	4.7
\$200,000 or more	4.8	3.5	3.9
Median household income (dollars)	88,750	60,017	56,759

<sup>9</sup> 2013-2017 American Community Survey. *Selected Economic Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

## **1.6 Values, Vision, and Goals and Objective Statements**

This section contains the 20-Year Vision Statement and Brigham's goals and objectives. The Vision Statement was established in 2008 with the original adoption of the Comprehensive Plan. It was reaffirmed as part of the 2019 Comprehensive Plan Update. The vision helps to establish where the town is going; its goals and objectives identify what the plan should accomplish.

Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. As part of the Comprehensive Plan Update, the community was also asked to determine the values of the community. The values of the community were utilized to inform the planning process and any updates to the plan.

### **1.6.1 20-Year Vision Statement**

Natural beauty, agriculture, recreational opportunities, rural atmosphere, and a sense of community are some of the top reasons people choose to stay or move into Brigham. Therefore, many residents want to keep and improve their farms, maintain their homes and property, and protect their investments. Existing structures will be improved, and new buildings will be constructed. By achieving this future vision, Brigham will continue to appeal to residents and visitors, and in turn preserve much of its rural character. This will be accomplished by promoting orderly growth consistent with Brigham's present character, while being ever cognizant of balancing services and taxation.

### **1.6.2 Goals**

The following goals and objective statements were jointly developed by the Town of Brigham Plan Commission, Town Focus Groups, and its consultants.

1. Maintain and preserve rural character
2. Preserve agricultural opportunities
3. Protect the environment
4. Protect and preserve the natural beauty
5. Preserve and enhance cultural resources
6. Encourage safe and environmentally sound recreational activities
7. Protect rights of landowners and residents
8. Continue to maintain community safety
9. Consider economic development efforts that complement Brigham's location and resources
10. Enhance cooperation with local, regional, and state entities
11. Follow and implement this Comprehensive Plan
12. Ensure new housing maintains the Town's rural character
13. Maintain traffic circulation and facilities
14. Continue to maintain public service and low facility costs

### 1.6.3 Goals and Objective Statements

Objective statements were written for each goal identified in 1.6.2 above. The objective statement is a narrative used to describe the intent or policies associated with each goal.

#### 1. Maintain and preserve rural character

The Town of Brigham is characterized by its geography, residents, absentee landowners, and planned development. This includes large open areas, wetlands, forests, croplands, meadows, pastures, and undeveloped land. Sweeping countryside vistas overlook valleys and ridge tops. Traffic from driveways and over rural roads is moderate. Many regions have only a moderate density of visible buildings, many of which are farm-related. New homes and other structures are usually located and designed to be compatible with a rural landscape.

Brigham is creating a sense of a rural community among its residents. Many residents know one another; some are long-time residents; some work in the community. Residents are often active participants in community functions and organizations. It is possible to make a living within Brigham, in agriculture, cottage industries (defined as a business or manufacturing activity carried out in a person's home) and home-based businesses, which are consistent with the Town's conditional uses, ordinances, and comprehensive plan.

#### 2. Preserve agricultural opportunities

Brigham is a vibrant, rural, agriculture-based community strongly linked to its traditions, yet also implementing new agricultural methods. Brigham supports actions and policies that maximize farmers' abilities to pursue agricultural-based activities, which are consistent with the comprehensive plan. Some residents are engaged in farming lifestyles, in part because Wisconsin continues to provide support and has policies to protect farmland. The Town recognizes farming as an economic pursuit, as well as a lifestyle.

Continued viability of Brigham's farms depends on adequate cropland. Brigham supports development policies that maximize the preservation of available agricultural land. The Town also recognizes the potential broad spectrum of agriculturally-related activities. For example, the Town is ideally located for production and direct marketing of agricultural products to the local community and nearby urban and suburban residents.

#### 3. Protect the environment

Brigham's natural environment is an irreplaceable resource. Protection of these natural features, such as ground water, wetlands, floodplains, and others, is an important consideration when considering development.

Brigham recognizes that diversity of species has an important environmental value. The Town's citizens appreciate the value and scarceness of native communities and understand the need of large tracts of undeveloped land to sustain wildlife. When considering development proposals, Brigham will encourage those that enhance, sustain, and protect native communities and wildlife habitat. The Town should be proactive in protecting its environment, particularly in response to environmental issues such as plant and animal diseases and invasive and exotic species.

The Town shall continue to review existing controls that will protect air, water, and land. The Town shall be proactive and consider development of alternative energy sources, particularly those shown to be economically.

#### **4. Protect and preserve natural beauty**

Brigham's natural beauty is dependent on many of the qualities that contribute to rural character. The visual richness of the terrain stems from a diverse natural environment, some of which include wetlands, woodlands, prairies, pine relicts, rock outcroppings, and streams. Brigham will consider preservation of this natural beauty when evaluating development proposals.

#### **5. Preserve and enhance cultural resources**

Brigham has extensive prehistoric and historic cultural resources and contemporary lifestyles, which shall be protected and enhanced. Native American rock art exists in the Town. Historic structures listed or eligible for listing on State and National historic registries, and lifestyles such as farming and conservation of land, are a few examples of Brigham's heritage. The Town shall strive to maintain a good relationship with Barneveld, because the two communities share many cultural resources important to residents, schools, organizations, and community events.

The Town shall work with local, regional, and state agencies to educate residents about cultural resources. The Town should encourage those who are seeking funding to preserve and enhance these resources.

#### **6. Encourage safe and environmentally sound recreational activities**

The Town's environmental features and cultural resources – such as hunting, bird watching, fishing, bicycling, and hiking – could be attractions. The Town should consider tourism development that is safe and seeks to balance needs with safety standards.

#### **7. Protect rights of landowners and residents**

The Town will utilize consistent policies and procedures, which are fair to all landowners and residents and encourage a sense of community among these individuals, while preserving public health, welfare, and the Town's character. Landowners, residents, and Town officials will work together, using the comprehensive plan and ordinances, to enable orderly development, while assuring taxes received and services provided are in balance.

#### **8. Continue to maintain community safety**

Community safety is an important factor contributing to the Town's quality of life and well-being. Maintaining sufficient volunteers for emergency services, assisting law enforcement efforts, promoting safe living, and enhancing quality of life are paramount to Brigham's future. Brigham officials are expected to maintain an open community dialog with residents and to protect and make the community aware of potentially harmful conditions and to respond accordingly.

#### **9. Consider economic development efforts that complement the Town's location and resources**

Brigham will review and consider economic developments that enhance the Town's agriculture-based economy. Brigham will also identify opportunities for economic development that reflect the Town's character, resources, and available services. The Town will review and consider opportunities to enable family businesses, cottage industries, home occupations, and agriculturally-related business.

Development requiring municipal services and direct four-lane highway access will be directed toward or near Barneveld and near highway interchanges. Economic development efforts in the more rural portions of the Town will be focused on agriculture, recreation, tourism, and low-impact businesses.

US Highway 18/151 corridor may provide growth options, including commercial or light industrial, as permitted by zoning and conditional use permits. The town's guidelines will ensure that development is attractive, functional, and safe.

#### **10. Enhance cooperation with local, regional, and state entities**

Brigham seeks to establish and utilize communications to build a spirit of cooperation for solving development, infrastructure, and budgetary problems with the governments of neighboring villages and towns, Iowa County, and the State of Wisconsin, as well as with Brigham residents. Working with non-profit groups, benevolent organizations, and conservation programs will enhance Brigham's role as a leader in community building and fiscal sustainability, and is therefore expected of the Town Board. Continued support for and partnership with the Barneveld School District, fire and rescue services, law enforcement agencies, Iowa County, and others is essential to maintain a quality of life and economic status of this and surrounding communities.

#### **11. Follow and implement this Comprehensive Plan**

Recognizing the hard work and dedication of numerous groups, individuals and organizations, this comprehensive plan shall be implemented to realize the desired improvements. Development decisions will be consistent with the adopted plan, as required by State Statutes. Where recommended by this plan, the Brigham Town Board will update ordinances, assign tasks, or develop ad hoc committees to increase the likelihood of successful goal achievement, protection of residents' rights, preservation of land values and aesthetic appeal, and satisfactory delivery of town services in an efficient and cost-effective manner. A procedure for reviewing and then amending this plan is provided within the plan in order to keep the document current and usable.

#### **12. Ensure new housing maintains the Town's rural character**

New housing construction will respect topographical and drainage conditions throughout the town, will preserve environmental or cultural resources, and provide transitions between developed areas and rural lands. Dense residential development, required by special needs populations, will be encouraged to build in the Village of Barneveld.

#### **13. Maintain traffic circulation and facilities**

Brigham will continue to provide a safe, efficient, and economically sound network of roads that meets the needs of all its residents, businesses, and visitors. Funding and upkeep activities will recognize existing resources, like US Highway 18/151 access and the Military Ridge State Trail, as key components of an effective and well-rounded transportation system while working to maintain local roads that link Brigham to destinations throughout the region. The town will coordinate the provision and improvement of transportation infrastructure with land use and development in and adjacent to Brigham.

#### **14. Continue to maintain public service and low facility costs**

In order to ensure that Brigham residents and businesses are adequately served by desired public utilities and facilities in a cost-effective way and in a manner that promotes a high



quality of life, Brigham will work to respond to community needs. This includes coordinating capital improvements with development, efficiently managing resources, and seeking grants and other revenue generating ventures as deemed appropriate by the Town Board. Keeping sufficient levels of service may require Brigham to work with other jurisdictions to identify cost-sharing or cooperative agreements to lower costs.

#### **1.6.4 Town of Brigham Values**

The first public forum, as part of the plan update process, was held on February 22<sup>nd</sup>, 2017. As part of the forum, community residents were asked to define the values of the Town of Brigham. The following are the values of Brigham determined by Brigham community members through forum activities.

##### **Values**

Wildlife habitat/species protection

School/Town/Village community

Education

Clean air and water

Opportunities for youth

Sense of community

Multi-organizational partnerships

Maintaining a low population density

Health and safety

Shopping

Agricultural land

Pastoral/country life

Sustainable – quality of life and homes

Good government and school management

Farmers' rights and needs

Farmland preservation

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# 2 Housing

This element provides a baseline assessment of Brigham's current housing stock. Following this data and analysis are a series of goals, objectives, and recommendations which have been developed to increase, enhance, or sustain the town's housing stock.

## 2.1 Existing Housing Facilities

### 2.1.1 Housing Units

A "housing unit" describes a dwelling unit, occupied or unoccupied. The 2017 American Community Survey (ACS) identified 446 housing units in the Town of Brigham. Of these housing units, 89.2% (398) of the units were occupied. The remaining 10.8% (48) were vacant. The percentage of vacant units is similar to the vacancy rate in Iowa County (9.4%).

In terms of housing tenure, 85.7% (341 units) of the town's occupied housing units were owner occupied. In comparison, 74.2% of the units in Iowa County were owner occupied.<sup>10</sup>

### 2.1.2 Household Characteristics

A "household" is an occupied housing unit. According to the 2017 ACS estimate, 76.9% of households are occupied by families. The Census defines a family as "a group of two or more people who reside together and who are related by birth, marriage, or adoption". The 2010 Census, the most recent available data on household and family size, found that the average Brigham household consists of 2.65 people, while the average family has 2.99 members. The average family size has decreased from 3.05 persons per family in 2000. The 2010 average family size for the State of Wisconsin was identical to the Town of Brigham. Iowa County had a slightly lower family size at 2.96.<sup>11</sup>

### 2.1.3 Types of Housing Units

The 2017 American Community Survey<sup>12</sup> estimated that 95.7 percent of the housing units in the town are single-family detached homes. In contrast 79.9% of the homes in Iowa County are single-family detached homes.

### 2.1.4 Age of Housing Structure

In the town, 29.6% of the houses were constructed prior to 1940 and just over 45% of homes in the town were constructed between 1990 and 2010. Recent data from Wisconsin Department of Administration DOA indicates that 26 permits were provided for new residential construction between 2010 and 2017.<sup>13</sup> Only the Town of Arena (35) and the Town of Dodgeville (41) issued more residential building permits during that time in Iowa County.

<sup>10</sup> 2013-2017 American Community Survey. *Selected Housing Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

<sup>11</sup> 2010 Census. *General Housing Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

<sup>12</sup> The 2010 Census did not determine the number of units in structure.

<sup>13</sup> Wisconsin Department of Administration. *New housing construction permits 2010-2017*. 2018.

### 2.1.5 Housing Values

The median home price in the Town of Brigham is \$353,100, which is over twice as high as the Iowa County median home value of \$171,700. ~~Fifty-one percent~~ **51%** of the houses in the Town of Brigham are valued between \$300,000 and \$499,999.<sup>14</sup>

### 2.1.6 Affordability of Housing

The US Department of Housing and Urban Development recommends a household not pay more than 30% of their income towards housing costs. ~~Seventy-three percent~~ **73.8%** of the homeowners in the Town of Brigham pay less than thirty percent of their income towards housing costs. ~~Eighteen percent~~ **48%** pay at least 35% of their income towards housing costs. The median mortgage and associated home ownership costs in the town are \$1,738 a month. Over 70% of renters within the town pay less than 20% of their income towards rental costs.<sup>15</sup>

## 2.2 Special Needs Housing

The State of Wisconsin Department of Health and Family Services maintains a database of all special needs housing resources that can be found in Iowa County. There are no adult day care facilities within the county. There is a residential care apartment complex in Dodgeville and nine adult family homes within the county; one is located in the Village of Barneveld. There are seven community based residential facilities located within Iowa County; one is located in Barneveld.<sup>16</sup>

## 2.3 Housing Goals & Objectives

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### 2.3.1 Ensure new housing maintains the Town's rural character

New housing construction will respect topographical and drainage conditions throughout the town, preserve environmental or cultural resources, and provide transitions between developed areas and rural lands. Dense residential development, required by special needs populations, will be encouraged to build in the Village of Barneveld.

## 2.4 Housing Recommendations

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action. The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Support higher density housing in the Village of Barneveld.
- Enforce current limitations for siting new residential structures, including minimum lot size (2 acres), significant environmental features, and steep slopes.

<sup>14</sup> 2013-2017 American Community Survey. *Selected Housing Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

<sup>15</sup> Ibid.

<sup>16</sup> Wisconsin Department of Health Services. *Iowa County Residential Options*. <https://www.dhs.wisconsin.gov/guid/iowa/htm>. 2018.

- Encourage County Board review of Iowa County's A-1 "Exclusive Agricultural District" to prevent abuse of the family exemption rule (#1 under "Permitted Principal Uses") allowing for the construction of a second single-family home.
- Review development of second residential structures in the "Exclusive Agricultural District" to ensure the new site meets requirements of all residential sites developed within the town.
- Inform potential landowners on the restrictions for number of splits proposed in the "Land Use" element of this comprehensive plan.
- Maintain an ongoing dialogue between farm and non-farm residents to ensure harmony for a variety of land uses.
- Create a property maintenance ordinance that allows for the effective control (or abatement) of dilapidated structures, properties, and abandoned implements. Enforcement should occur on a complaint basis with follow-up by the Building Inspector who will forward a recommendation to the Town Board for possible action.
- Work with other governmental entities or specialized entities such as non-profit housing organizations to identify and apply for home improvement funding.

## 2.5 Housing Agencies and Programs

A number of federal and state housing programs are available to help local jurisdictions promote housing development, particularly for low income or special needs individuals. Jurisdictions in Iowa County indicated preferences based on the worksheet question: "State and Federal housing programs should be utilized in your jurisdiction. Yes or No." Table 2.5.1 lists their answers.

**Table 2.5.1: Iowa County Housing Program Preferences<sup>17</sup>**

Municipality answered Yes	Municipality answered No	Non-Participating Jurisdictions
City of Dodgeville Town of Dodgeville Town of Highland Town of Linden Town of Mifflin Town of Pulaski Village of Avoca Village of Arena Village of Blanchardville Village of Highland Village of Hollandale Village of Ridgeway	City of Mineral Point Town of Arena Town of Clyde Town of Eden Town of Mineral Point Town of Moscow Town of Ridgeway Town of Waldwick Town of Wyoming	Town of Brigham Village of Barneveld Village of Livingston Village of Montfort Village of Muscoda Village of Rewey

The agencies and programs listed below are potential funding sources for local projects in Iowa County. There are numerous programs available depending on a specific project.

<sup>17</sup> 2003 Iowa County Comprehensive Planning Housing Element Worksheets.

## State of Wisconsin Department of Administration – Division of Energy, Housing, and Community Resources (DEHCR)

“The Division of Energy, Housing, and Community Resources (DEHCR) develops housing policy and offers a broad range of program assistance and funds to address homelessness and support affordable housing, public infrastructure, and economic development opportunities. The Division partners with local governments and service providers, non-profit agencies, housing authorities, and developers. In addition, DEHCR administers the statewide program to assist eligible households by providing electric and heating bill payment assistance, as well as benefits and services to assist with energy crisis situations.”<sup>18</sup>

**Community Development Programs** fund public infrastructure, blight elimination, business development, and disaster recovery assistance.

**Supportive Housing Programs** fund homeless and special needs programs.

**Affordable Housing Programs** fund home purchase and rehabilitation, single-family and multi-family development.

**Energy Assistance Programs** assist eligible households with heating and electric bill payment and those facing energy crises as well as provide assistance with home weatherization.

### Contact:

101 E Wilson Street, 5<sup>th</sup> and 6<sup>th</sup> Floors  
Madison, WI 53703  
(608) 267-0770  
<https://doa.wi.gov>

## United States Housing and Urban Development Department (HUD)

The mission of HUD is to provide a decent, safe, and sanitary home and suitable living environment for every American. More specifically, the programs of HUD are aimed at the following:

- Creating opportunities for homeownership
- Providing housing assistance for low-income persons
- Working to create, rehabilitate, and maintain the nation's affordable housing
- Enforcing the nation's fair housing laws
- Helping the homeless
- Spurring economic growth in distressed neighborhoods
- Helping local communities meet their development needs

### Contact:

451 7<sup>th</sup> Street S.W.  
Washington, DC 20410

<sup>18</sup> Wisconsin Department of Administration. Division of Energy, Housing, and Community Resources.  
<https://doa.wi.gov/>.



(202) 708-1112

<http://hud.gov>

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

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by providing information and creative financing to stimulate and preserve affordable housing, small business, and agribusiness as a stimulus to the Wisconsin economy.

WHEDA offers programs for both single- and multi-family units. Below are examples of projects that may qualify for WHEDA **multi-family** loans.

- New construction
- Acquisition and/or rehabilitation of existing properties
- Historic preservation
- Community-based residential facilities
- Assisted living facilities
- Section 8 properties

#### **Contact:**

201 W. Washington Ave  
Suite 700  
PO **Box** 1728  
Madison, WI 53701-1728  
(800) 362-2761  
<http://www.wheda.com>

### **United States Department of Agriculture – Rural Development (USDA – RD)**

The rural housing service helps rural communities and individuals by providing loans and grants for housing and community facilities. Funding is provided for single family homes, apartments for low-income persons or the elderly, housing for farm laborers, **childcare** centers, fire and police stations, hospitals, libraries, nursing homes, schools, and much more. The programs are aimed at the following:

- Homeownership options to individuals
- Housing rehabilitation and preservation funding
- Rental assistance to tenants of RHS-funded multi-family housing complexes
- Farm labor housing
- Help to developers of multi-family housing projects, like assisted housing for the eldering and disabled, or apartment buildings
- Community facilities, such as libraries, childcare centers, schools, municipal buildings, and firefighting equipment in Indian groups, non-profit organizations, communities, and local governments

**Contact:**

4949 Kirschling Ct  
Stevens Point, WI 54481  
Phone: (715) 345-7615  
Fax: (715) 345-7669  
<http://www.rd.usda.gov/wi>

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# 3

## Transportation

The Town of Brigham's transportation system is the collection of many modes and technologies, all with the goal of moving people and goods throughout the town, county, southern Wisconsin, and the nation. The interchange of goods, services, and ideas provided through a functioning transportation system is the basis for the region's economy. This element includes a compilation of background information, goals, objectives, and recommendations to guide the future development of Brigham's transportation system.

### 3.1 Existing Transportation Facilities

#### 3.1.1 Street Network

Brigham's transportation system includes town roads, county highways, and US Highway **18/151**. According to the inventory listing of town roads on the Wisconsin Information System for Local Roads (WISLR), Brigham contains 98.52 total miles of road including 57.79 miles of town roads, and 40.73 miles of county highways. US Highway **18/151** runs east/west through the Village of Barneveld near the center of the town. The town maintains and plows town roads and receives state road aid to assist in their maintenance. See Map 3-1.

The local street network by National Functional Classification (NFC) includes 33.41 miles of collectors and 7.32 miles of local roads under county jurisdiction. County Roads in Brigham include **County Highways** F, H, HH, HK, ID, K, and T. Roads under local jurisdiction include 56.98 miles of local roads and 0.81 miles of collector routes.<sup>19</sup>

**Principal arterials** are at the top of the NFC hierarchical system. Principal arterials generally carry long distance, through-travel movements. They also provide access to important traffic generators, such as major airports or regional shopping centers. **Examples include** Interstate and other freeways; other state routes between large cities; important surface streets in large cities.

**Minor arterials** are similar in function to principal arterials, except they carry trips of shorter distance and to lesser traffic generators. **Examples include** State routes between smaller cities; surface streets of medium importance in large cities; important surface streets in smaller cities.

**Collectors** tend to provide more access to property than do arterials. Collectors also funnel traffic from residential or rural areas to arterials. **Examples include** County; farm-to-market roads; various connecting streets in large and small cities.

**Local roads** primarily provide access to property. **Examples include** town roads; lightly-traveled county roads.

#### 3.1.2 Transit Service

Communities in Iowa County are small enough that the provision of a transit system is not financially justified. As such, the town does not provide transit services.

<sup>19</sup> Wisconsin Department of Transportation. Wisconsin Information System for Local Roads (WISLR). <https://trust.dot.state.wi.us/wislr/>. 2018.

### **3.1.3 Railroad Service**

There is no railroad access in the town. The nearest railroad is located approximately 12 miles north of town limits in the Village of Arena. Wisconsin & Southern Railroad maintains these rail facilities.

### **3.1.4 Aviation Service**

The Town of Bringham does not have aviation service within the jurisdiction. Iowa County Airport (Mineral Point) is suitable for some aircraft. Commercial airport service is available at the Dane County Regional Airport in Madison.

### **3.1.5 Pedestrian and Bicycle Transportation**

Pedestrian facilities within the Town of Bringham include Military Ridge State Trail. Most of this trail follows the former Chicago and North Western Railroad corridor running forty miles from Dodgeville to Madison. Other foot and bicycle transportation are limited to existing roadways.

### **3.1.6 Highways**

US Highway 18/151 runs east/west through the Village of Barneveld and through the center Bringham. The highway is an important roadway connecting two major Midwest cities – Dubuque, IA and Madison, WI.

### **3.1.7 Transportation Facilities for the Disabled**

There are limited public transportation facilities for the disabled in the area. The Iowa County Aging and Disability Resource Center provides limited Care-A-Van transportation for senior residents of the county and a Volunteer Driver Escort Program that provides door-to-door service. Additionally, Southwest Wisconsin Community Action Program (SWCAP) offers transportation using a network of volunteers throughout the region. Informal transportation options include family and friends, or limited aid through local churches or other benevolent institutions.

### **3.1.8 Trucking**

County highways and US Highway 18/151 provide truck routes within the Town of Bringham. US Highway 18/151 route bisects the town and provides connections to Madison, Dodgeville, and Iowa. Regionally, there are a number of trucking firms located nearby in places such as Dodgeville that take advantage of easy access to US Highway 18/151.

### **3.1.9 Water Transportation**

There are no local water transportation or port services. The nearest port service is located in Prairie du Chien, 70 miles due west.

### **3.1.10 Commute to Work**

Table 3.1.10 shows commuting choices for resident workers over age 16. Just under 70% of local workers use automobiles to commute to work; of these, over 11% report carpooling. Almost 13% of residents worked at home and did not commute to work. There were 44 people who reported walking to work in 2000. Most residents can travel to work in about 25 minutes; this is slightly higher than the State of Wisconsin which has a mean travel time to work of 21 minutes. The disparity points to the rural nature of the town, and its lack of employment centers.

**Table 3.1.10: Commuting to Work<sup>20</sup>**

	Number	Percent
Workers 16 and over	565	100.0
Car, truck, or van – drive alone	462	81.8
Car, truck, or van – carpooled	48	8.5
Public Transportation (excluding taxicab)	0	0.0
Walked	11	1.9
Other Means (including taxicab)	10	1.8
Worked at Home	34	6.0
Mean Travel Time to Work	28.1 minutes	

### 3.1.11 Street Evaluation System

Brigham does have a completed PASER analysis of roadway conditions. The analysis is used to prioritize roadway improvements scheduling by rating pavement conditions on a scale of 1-10 for asphalt roads and 1-5 for seal-coated roads. A 1 is a failed road and a 10 is a roadway in excellent condition. For seal-coated roads, a 1 is a failed road and a 5 is the top scale allowed. Brigham's seal-coated town roads rated, on average, between 3 and 4, based on data provided by Wisconsin's Information System for Local Roads (WISLR) in December 2018.<sup>21</sup>

## 3.2 State and Regional Transportation Plans

### 3.2.1 Regional Transit Study (2017)

The Regional Transit Study was undertaken by SWWRPC in 2017 and worked to document the current state of transportation in southwest Wisconsin. The study utilized public outreach and data collection to identify and evaluate potential opportunities for regional collaboration and coordination among local transit providers in southwest Wisconsin. Recommendations included implementing marketing a regional marketing strategy, standardizing definitions, data collection, and accounting, and identifying efficiencies realized through regional collaboration.

### 3.2.2 Southwest Wisconsin Locally Developed Coordinated Transit Plan (2018)

The Locally Developed Coordinated Transit Plan engaged residents in southwest Wisconsin, including transportation disadvantaged residents, to identify needs and gaps in the existing transportation services of the region. Input received was evaluated and refined by a group of local transportation experts in the region. The plan identified goals and actions at the county level and also at the regional level to address current transportation needs and gaps in service throughout the region. Collaboration across the counties was utilized to create regional goals and actions across southwest Wisconsin.

<sup>20</sup> 2013-2017 American Community Survey. *Community Characteristics by Sex*. US Census Bureau. factfinder.census.gov. 2018.

<sup>21</sup> Wisconsin Department of Transportation. Wisconsin Information System for Local Roads (WISLR). <https://trust.dot.state.wi.us/wislr/>. 2018.

### **3.2.3 US Highway 18/151 Access Study (2005)**

As part of the US Highway System, US Highway 18/151 is an important roadway connecting the major Midwest cities of Dubuque, Iowa and Madison, Wisconsin. US Highway 18/151 is identified as a Backbone Route in the Wisconsin Department of Transportation's (WI DOT) Corridors 2020 Plan. The plan places high priority in protecting these highway investments that connect major economic/population centers and carry long-distance, statewide traffic.

Experience around the state has demonstrated that highways can deteriorate quickly in terms of reduced operations and safety as land development changes occur near a highway. Of greatest concern to WI DOT are the at-grade intersections along US Highway 18/151. As traffic increases over time, it will become increasingly difficult to turn on, off, and/or cross the highway in a safe manner and the potential for crashes will increase.

The purpose of this study is to develop a long-term highway access plan for the corridor. This will allow both WI DOT and the local communities adjacent to the corridor to adequately plan for future land use and transportation needs. In doing so, land use and transportation can be integrated in such a manner that keeps US Highway 18/151 operating well into the future. This will ensure that recent investments to the highway in the past several decades can be preserved. It is important to note that this study is focusing on identifying and planning for long-term access to and from the corridor, not adding additional capacity (travel lanes). The changes in access are expected to be made over a 20- to 30-year period, as funding is available.

Preliminary planning has identified removing at-grade access to US Highway 18/151 in the town of Brigham. Plans are in place for overpasses on E. Brigham Rd, Mounds View Rd, and County Highway ID. An underpass is planned for Pikes Peak Rd. County Highway K will connect through the Village of Barneveld.

### **3.2.4 Military Ridge State Trail Master Plan (1986)**

Although dated, this plan lists goals, management recommendations, and background information related to development and maintenance of the Military Ridge State Trail. The Plan serves as a historic document and should be referenced when making decisions about the Trail in terms of future connections, and other planning.

### **3.2.5 Wisconsin DNR South Central Region Trails Network Plan (2001)**

The Plan delineates the existing system of state and locally owned trails that are critical links in the overall network. It includes trails that have been approved by the Natural Resources Board but are not yet constructed. Additionally, the Plan includes information regarding ownership and operations. For Brigham, the document is important because it lists plans for regional connections, and some improvement for the Military Ridge State Trail.

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

WI DOT encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.

The development of WI DOT's statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help both communities and individuals in developing bicycle-

friendly facilities throughout Wisconsin. The recommendations within the Plan are worth considering in Brigham as connections to the Military Ridge State Trail are studied.

### **3.2.7 Wisconsin Pedestrian Policy Plan 2020 (2002)**

*The Wisconsin Pedestrian Policy Plan 2020*, created by the ~~Wisconsin Department of Transportation (WI DOT)~~ WI DOT, was established to make pedestrian travel a viable, convenient, and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning.

## **3.3 Transportation Goals & Objectives**

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### **3.3.1 Maintain Traffic Circulation and Facilities**

Brigham will continue to provide a safe, efficient, and economically sound transportation system that meets the needs of all its residents, businesses, and visitors. Funding and upkeep activities will recognize existing resources, like US Highway 18/151 access and the Military Ridge State Trail, as key components of an effective and well-rounded transportation system while working to maintain local roads that link Brigham to destinations throughout the region. The town will coordinate the provision and improvement of transportation infrastructure with land use and development in and adjacent to Brigham.

## **3.4 Transportation Recommendations**

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Continue to prepare and annually update multi-year transportation improvement plan to identify and prioritize short-term needs and funding sources. Share this plan with adjacent and overlapping jurisdictions, if necessary.
- Coordinate with the Village of Barneveld for transportation improvement scheduling and develop joint project schedules when appropriate to minimize road closures and reduce cost.
- Work with adjacent communities to enhance equipment-sharing capabilities for roadway maintenance and improvements.
- Identify and prioritize intersections of concern and traffic hazard areas and develop a list of recommendations, budgets, and timelines for these problems to be addressed.



- Maintain regular contact with Iowa County to obtain information about scheduled roadway improvements. Provide a list of town transportation projects and needs, particularly those related to safety on county roads, to be included in the County's capital budget.
- Support county and state plans to provide bicycle trail improvements in the town.
- Work with the Iowa County Commission on Aging to ensure availability of transportation for special needs populations.
- Work with county and state to retain access across US Highway 18/151.
- Ensure the designs for new or expanded roads are adapted to the topography, unique natural features, and environmental constraints of the area.
- Consider the development of cul-de-sacs and other roadways with a single point of access unless necessary for the preservation of environmentally sensitive areas or significant open spaces.

# 4

## Community Utilities & Facilities

This element includes background information, goals, objectives, and recommendations to guide the future development of utilities and community facilities in the Town of Brigham. It describes current facilities and includes recommendations for future utility needs, upgrades, and considerations.

### 4.1 Utilities

#### 4.1.1 Water Supply

The town's water supply comes entirely from groundwater, primarily through private wells. The water supply in the County, as well as most of Wisconsin, is truly an invaluable treasure.

#### 4.1.2 Sanitary Sewer Service

The disposal of **wastewater** in the town is handled through the use of Private Onsite Wastewater Treatment Systems (POWTS), often referred to as septic systems. POWTS are regulated by Wisconsin Administrative Codes DSPS 81-85, and are administered at the county-level.

The Wisconsin Department of Safety and Professional Services (DSPS) regulates the siting, design, installation, and inspection of most private on-site sewage systems. Recent changes to the State's Plumbing Code (DSPS 83) allow for both conventional and advanced pre-treatment systems for residential development. The changes allow properties that have soil depths or soil types that were once unsuitable for conventional septic systems to now be developed and serviced by advanced pre-treatment sewage systems. This could result in widespread areas of scattered non-farm related residential development in the town. If not properly located or maintained, on-site sewage disposal systems can significantly pollute groundwater.

#### 4.1.3 Solid Waste Disposal and Recycling Facilities

The town's solid waste and recycling is handled through a contract with Town & Country Sanitation. The town is encouraging residents to recycle and has acquired a grant from the State of Wisconsin to help defray the costs of recycling. In order to maintain eligibility for the grant, the town must recycle 26% of all waste products, according to the town's website.

#### 4.1.4 Stormwater Management

The town has a stormwater and erosion control ordinance to help protect the natural slopes that define the area as development continues to occur within the town. A **landowner** is required to submit a permit for development or movement of soil when exceeding 1,000 cubic yards. This permit will be reviewed by the town Building Inspector and approved by the Plan Commission.

#### 4.1.5 Telecommunications Facilities

There are three telecommunication towers within the Town of Brigham – a US Cellular tower is located on the southwest boundary of the Village of Barneveld; the Midwest Family Broadcasting facility is on the Russell Moyer farm; **and** a telecom tower is located within Blue Mounds State Park. Additionally, a new site has been permitted at 8969 County Road ID. The

siting of new facilities is administered by the county by implementing the statewide siting standards located in ~~CH. 66.040 Wis. Stats~~ § 66.0404 Wis. Stats.

The residents within the town obtain local and long-distance phone service from Verizon and Mount Horeb Telephone Company, while cellular service can be obtained from a variety of providers. At this point high-speed internet is only available in certain parts of the town (through a variety of means including satellite).

#### **4.1.6 Power Plants, Electricity, and Transmission Lines**

Electricity is provided to the town by Alliant Energy. There are no power plants or transmission lines within ~~the Town of~~ Brigham.

### **4.2 Community Facilities**

#### **4.2.1 Libraries**

There are no libraries located within the Town of Brigham. The Southwest Wisconsin Library System provides library services to town residents. There are four locations in Iowa County, including Barneveld, Dodgeville, Mineral Point, and Cobb.

#### **4.2.2 Schools**

The majority of school age children within the Town of Brigham attend the Barneveld School District. This 4K-12 district enrolled 438 students in the 2018-2019 school year. The one school location is centrally located in the Village of Barneveld.

There is a small portion of the town that is incorporated in the Pecatonica School District. This school district has an elementary school and a middle and high school facility. Enrollment in 2018-2019 was 400 students for this district. The elementary school is located in Hollandale and the middle and high school is in Blanchardville.

There is also a small portion of the town that is incorporated in the Dodgeville School District. This school district has two elementary school facilities, a middle school facility, and a high school facility. Enrollment in 2018-2019 was 1,227 students for this district. One elementary school is located in Ridgeway and the other schools are located in Dodgeville.

~~Wings, Little~~ Buffalos, a preschool serving children from 6 weeks to school age, ~~The preschool~~ offers wrap around care with the 4K program at Barneveld School. The facility is located along Industrial Drive south of US Highway 18/151.

The University of Wisconsin Extension Iowa County Office is located in Dodgeville. There is a branch of the Southwest Technical College located in Iowa County. The Fennimore location is located in Grant County. The UW-Madison campus is 30 miles east of Brigham, while UW-Platteville is 40 miles southwest of Brigham.

#### **4.2.3 Police, Fire, and Rescue**

The Town of Brigham is served by the Iowa County Sheriff's Department, which is based in Dodgeville, and serves the entire county. The Barneveld-Brigham Fire Department provides fire protection and rescue service to the town ~~(pictured on right)~~.

#### **4.2.4 Health Care Facilities**

There are no health care facilities located within the Town of Brigham. The closest clinic is in the Village of Barneveld. In addition, town residents have access to the Upland Hills Health

Hospital in Dodgeville or **SSM Health St. Mary's**, **Unity Point Health – Meriter**, or University Hospital in Madison. The closest veteran's hospital is located in Madison – **William S. Middleton Memorial Veterans' Hospital**.

#### 4.2.5 Childcare Facilities

Residents in the Town of Brigham have access to private in-home childcare providers in Barneveld, Dodgeville, and Mt. Horeb. Additionally, there are private care facilities in Dodgeville and Madison.

#### 4.2.6 Cemeteries

The Town of Brigham has five cemeteries within its boundaries. They are: Bethel Cemetery, Middlebury Cemetery, White Church Cemetery, Jenniton Baptist Cemetery, and Jenniton Congregational.

### 4.3 Timetable for Expansion of Community Utilities & Facilities

Upgrades and expansions to public utilities and facilities may be warranted for a variety of reasons. In Brigham, aging facilities and the need for increased space is driving the necessity for facility improvements. Since the initial Comprehensive Plan was written in 2008, the town has expanded their Fire and Emergency Services, relocated their Municipal Offices, and **Brigham Barneveld** School District has secured funding and begun construction work for a significant expansion. See Table 4.3.1.

**Table 4.3.1: Forecasted Utilities & Community Facilities Needs**

Facility/Utility	Need	Approximate Timeframe (2008)	2019 Update
Fire and Emergency Services	Expansion	Immediate	Since 2008, an expansion was made to the existing facility.
Municipal Building	Relocation	Immediate	Since 2008, the municipal building was expanded, and the offices were renovated to address the need for additional space.
Barneveld Public School	Renovation or Relocation	Short-Term	Since 2008, the Barneveld School District has secured funding for and begun construction on a significant expansion to their current buildings.

### 4.4 Community Utilities & Facilities Goals & Objectives

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

#### 4.4.1 Continue to **Maintain Community Safety**

Community safety is an important factor contributing to the town's quality of life and well-being. Maintaining sufficient volunteers for emergency services, assisting law enforcement efforts,

promoting safe living, and enhancing quality of life are paramount to Brigham's future. Brigham officials are expected to maintain an open community dialog with residents and to protect and make the community aware of potentially harmful conditions and to respond accordingly.

#### **4.4.2 Continue to Maintain Low Public Service and Facility Costs**

In order to ensure that Brigham residents and businesses are adequately served by desired public utilities and facilities in a cost-effective way and in a manner that promotes a high quality of life, Brigham will work to respond to community needs. This includes coordinating capital improvements with development, efficiently managing resources, and seeking grants and other revenue generating ventures as deemed appropriate by the Town Board. Keeping sufficient levels of service may require Brigham to work with other jurisdictions to identify cost-sharing or cooperative agreements to lower costs.

### **4.5 Community Utilities & Facilities Recommendations**

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Work with the Barneveld-Brigham Fire Department and Barneveld Area Rescue Squad to ensure sufficient levels of volunteer staff. Enable safe and efficient operation of emergency services through annual funding allocations.
- Assist local and county police to promote law enforcement. Make authorities aware of problem areas, including roadways for speeding, properties with suspicious activity, or other unlawful activity.
- Consider developing a cost of community services survey (COCS) that quantifies the amount of services required by land use.
- Ensure the cost for increased facilities development is levied to populations responsible for the need. Explore the use of impact fees, special assessments, or development review fees to ensure development pays for the improvements it requires.
- Coordinate the need for long-term capital improvements with long-range land use planning activities.
- Encourage residents, landowners, and businesses to practice energy conservation techniques within the town. Promote local, regional, and state programs that provide funding for farm rewiring, alternative energy planning and development, or reduced energy consumption.
- Include the public in facility and utility expansion decisions.
- Encourage resident participation on local and regional boards, commissions, and committees to jointly plan for and coordinate the provision of utilities and community facilities.
- Coordinate long-term facilities development with adjacent and overlapping jurisdictions to identify opportunities for cost sharing or consolidation.

- Work with local and regional entities to apply for state grant funding to increase recreational opportunities. Grants are available for land acquisition and capital development.

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# 5

## Agricultural, Natural, & Cultural Resources

This element includes an analysis of existing agricultural, natural, and cultural resources in and around the Town of Brigham. The chapter includes existing conditions, goals, objectives, and recommendations for the effective management of resources in the town.

### 5.1 Agricultural Resource Inventory

#### 5.1.1 Active Agriculture

A majority of town lands are engaged in agricultural production. Appropriate conditions for farming exist in a variety of locations throughout the jurisdiction, where steep slopes don't impede effective farming practice. Large tracts of agricultural land are especially prevalent south of the US Highway 18/151 corridor.

#### 5.1.2 Productive Farmland Soils

Prime farmland soils are plentiful throughout the town corporate area. The prime farmland designation indicates Class I, II, or III soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications delineated locally through the Iowa County Soil Survey. Class I soils are the best soils in Iowa County for growing all crops. Class II soils are also very good agricultural soils; however, they may be prone to wetness and are therefore less desirable than Class I soils.

Map 5.1 maps all soils, including Class I, II, and III soils, which are primarily used for agriculture. In Brigham, these soil classifications can be found in low-lying areas, especially along the Pecatonica River. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses before Brigham had a land use plan and ordinances. The "prime farmland" designation simply indicates that these soils are good for productive farming. See Map 5.1.

#### 5.1.3 Agricultural Land Sales

According to the Wisconsin Department of Agriculture, Trade, and Consumer Protection, in 2017, Iowa County agricultural land sold to remain in agricultural use sold for an average of \$4,794/acre. Generally, land sold to be diverted out of agricultural use for residential or commercial uses bring a higher price than land that remains in agriculture. This attractive premium is enough for some farmers to sell land, decreasing the overall amount of land available for agricultural use making continued farming more challenging.<sup>22</sup>

### 5.2 Natural Resource Inventory

#### 5.2.1 Topography

Brigham lies in the "driftless" region of the state, an area not covered by the last glacier. Soils in the driftless region are generally moderately to excessively well-drained mineral soils that have

<sup>22</sup> United State Department of Agriculture/State of Wisconsin Department of Agriculture, Trade, and Consumer Protection. *2018 Wisconsin Agricultural Statistics*.  
[https://nass.usda.gov/Statistics\\_by\\_State/Wisconsin/Publications/Annual\\_Statistics\\_Bulletin/](https://nass.usda.gov/Statistics_by_State/Wisconsin/Publications/Annual_Statistics_Bulletin/). 2018.

a high mineral content and low organic matter content. Farming occurs on the ridgetops or in the stream valleys with the region's steep hillsides often left wooded. Streams in the driftless region have a higher gradient than those in other parts of southern Wisconsin. Wetlands usually only occur along stream and river margins. There are some larger wetland complexes along the Pecatonica and Sugar Rivers.

### 5.2.2 Watershed/River Basins

The northern portion of the town is located in the Mill and Blue Mounds Creeks Watershed (LW15) which is part of the Lower Wisconsin River Basin. This basin drains approximately 4,940 square miles of south central and southwest Wisconsin. The basin includes the Wisconsin River from the Castle Rock Flowage dam to its confluence with the Mississippi River near Prairie du Chien, and all the streams tributary to the Wisconsin River along this reach, spanning all or parts of 12 counties: Adams, Columbia, Crawford, Dane, Grant, Iowa, Jackson, Juneau, Monroe, Richland, Sauk, and Vernon.

Water quality in the basin is generally considered good. The primary water quality problems are caused by nonpoint sources of pollution, particularly from agricultural operations, excessive populations of rough fish and hydrologic modifications such as dams, stream straightening, and the ditching, draining, or other alteration of wetlands.

The southern portion of Brigham is located in the Sugar-Pecatonica River Basin. This basin drains approximately 1,860 square miles in southwest Wisconsin. This includes all or parts of five counties. Major streams in the basin in addition to the Sugar and Pecatonica Rivers are the Little Sugar River, East Branch Pecatonica River, West Branch Pecatonica River, Raccoon Creek, and Mineral Point Branch.

Water quality in the Sugar-Pecatonica River basin is generally fair to good. The primary water quality problems are the result of nonpoint sources of pollution, particularly from agricultural operations and urban runoff, excessive populations of rough fish and hydrologic modifications such as dams, stream straightening, and ditching, draining, or other alterations of wetlands.

### 5.2.3 Groundwater

The topography of the town and the majority of southern Wisconsin have influenced the quality and availability of groundwater in the area. This region of the State, the Driftless area, has little soil layered over limestone and sandstone. This make-up tends to have very few natural features to limit contamination from sources above ground, which can make groundwater in the area vulnerable to pollution.

Town residents are served by private wells, as there is no municipal well service. Private testing of wells has been conducted in the past by Iowa County. The majority of the wells tested in the town were over 200 feet deep. In the study conducted by Iowa County, coliform bacteria, nitrate-nitrogen, triazine, and arsenic were found in some private wells.

### 5.2.4 Stream Corridors

There are a number of streams and creeks in the town; the Pecatonica River is the largest. It rises in the hills of southwest Wisconsin, in southwest Iowa County, before flowing south, eventually joining the Rock River. The river is the focus of the 110-acre *Pecatonica River Woods State Natural Area* near Mineral Point, Wisconsin in Iowa County, owned by the Wisconsin Department of Natural Resources (WI DNR) and designated as a natural area in 1992.

Smaller creeks also proliferate the area including the Barneveld Creek, Blue Mounds Creek, Duesler Creek, Trout Creek, and others.

### **5.2.5 Surface Water**

Birch Lake is located off of Country Trunk Highway T in the Village of Barneveld. This is the only lake within the township town's boundaries. The township town and the county have a mutual agreement for joint management of the Lake. Beyond the Brigham borders, the nearest lakes are located west of the town in Governor Dodge State Park.

### **5.2.6 Floodplains**

Floodplain areas are designated by the Federal Emergency Management Agency (FEMA). Designated areas are those that are prone to flooding during a 100-year storm event adjacent to navigable waters. Floodplains within the town are located along riverways throughout the jurisdiction.

### **5.2.7 Wetlands**

Wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions. Wetlands are located throughout Brigham along riverways and in low-lying areas.

### **5.2.8 Woodlands**

There are a number of forested lands in Brigham with a majority located north of US Highway 18/151. The presence of Blue Mound State Park in the northeast, and numerous large stands of deciduous and coniferous trees throughout the northern area of Brigham help to define this area as separate from the more agricultural south.

### **5.2.9 Steep Slopes**

Map 5.2 divides slopes into several categories less than 15 percent. There is also a 15%+ category. Slopes greater than 15 percent are found throughout the town. Particular concentrations of great slope (15%+) are located north of Barneveld in the forested areas of Brigham.

### **5.2.10 Rare Species Occurrences/Wildlife Habitat**

The diverse topography in the Town of Brigham area makes the town home to a variety of wildlife. The Wisconsin Natural Heritage Inventory (NHI) database available through the Department of Natural Resources WI DNR maintains a listing of rare or sensitive species that may exist within the area.

The elements tracked by the NHI program are compiled on a "working list" of rare plants, animals, and natural communities. The "working list" is dynamic, with species added and deleted as determined by NHI staff. Wisconsin's NHI program tracks the following element types: plant and animal species considered endangered or threatened by the U.S. Fish and Wildlife Service (USFWS) and/or the WDNR; plants and animals species considered by the USFWS and/or the WDNR as a species of special concern (a species whose numbers are thought to be low but has not yet been proven); natural communities as classified and described by the program ecologist and in John Curtis' *The Vegetation of Wisconsin*; unique geological features and animal aggregation sites (such as bat hibernacula).

The Brigham area contains a number of sensitive birds, natural community, and plant life (See Appendix C: Existing Conditions Data) See Appendix D for a listing.

### **5.2.11 Environmental Feature/Prairies**

As in most agricultural communities, open spaces are plentiful since there is not a great deal of land disturbed for building. Aside from the vast agricultural areas, the diverse topography provides natural landscapes and environmental corridors for a variety of wildlife.

The Military Ridge Prairie Heritage Area is a large grassland landscape, supporting many prairie remnants, pastures, lands enrolled in the Conservation Reserve Program (CRP), and new enrollments in the Conservation Reserve Enhancement Program Grassland Bird project area. The Military Ridge area is located in eastern Iowa and western Dane counties.

Within Military Ridge area are more than 20 prairie remnants and 14 rare and declining grassland bird species. Grassland birds are the fastest declining group of species in North America, primarily due to loss of critical habitat. Scientists from the ~~Department of Natural Resources WI DNR~~, the Nature Conservancy, and other agencies and experts are working to preserve these precious lands.

### **5.2.12 Nonmetallic Mineral Resources**

There is one quarry within the Town of Brigham. The Thoni quarry is active. Iowa County permits nonmetallic mines under the authority of Wisconsin Administrative Code.

## **5.3 Cultural Resource Inventory**

### **5.3.1 Historic Resources**

Southwest Wisconsin has several important sites from the Black Hawk War (1832) including two forts in Iowa County – Fort Jackson in Mineral Point and Fort Union in Dodgeville. Fort Blue Mounds, located in Dane County, was also built during the Black Hawk Wars. This site was excavated by the Wisconsin Historical Society in the 1990's approximately ½ mile south of Blue Mounds.

The Wisconsin Architecture and History Inventory (AHI) contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The AHI documents a wide range of historic properties such as the round barns, log houses, metal truss bridges, small town commercial buildings, and Queen Anne houses that create Wisconsin's distinct cultural landscape. It is a permanent record maintained by the Wisconsin Historical Society.

According to the AHI there are 42 properties in Brigham that may have historical significance (See Appendix C: Existing Conditions Data). ~~A complete listing can be found in Appendix D. See Appendix D for a listing.~~

### **5.3.2 Community Design**

The town has a unique, varied rural character. North of US Highway 18/151, the town's character is largely defined by its sloping wooded topography and open agricultural fields. This natural character includes several acres of preserved parkland and managed open space. South of the highway, slopes are generally gentler, although several exist along the Pecatonica River and feeding creeks. Recent growth has included larger-lot rural development.

### **5.3.3 Recreational Resources**

There are a number of recreation resources in and around the Town of Brigham:

- Blue Mound State Park is on the tallest hill in southern Wisconsin, about 25 miles west of Madison. The 1,153-acre park is a popular place for swimming, hiking, camping, cross-country skiing, and mountain biking.
- The 40-mile Military Ridge State Trail connects Dodgeville and Madison. The trail runs along the southern borders of Governor Dodge and Blue Mound State Parks. The land around the trail is primarily agricultural, but also includes woods, wetlands, prairies, villages, and small cities.
- Other resources include DNR-owned lands, Trout Creek, The Nature Conservancy lands, Thomas Farm, and land managed by the Prairie Enthusiasts.

## 5.4 Agricultural, Natural, & Cultural Resource Goals & Objectives

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### 5.4.1 Maintain and Preserve Rural Character

The Town of Brigham is characterized by its geography, residents, absentee landowners, and planned development. This includes large open areas, wetlands, forests, croplands, meadows, pastures, and undeveloped land. Sweeping countryside vistas overlook valleys and ridge tops. Traffic from driveways and over rural roads is moderate. Many regions have only a moderate density of visible buildings, many of which are farm-related. New homes and other structures are usually located and designed to be compatible with a rural landscape.

Brigham is creating a sense of a rural community among its residents. Many residents know one another; some are long-time residents; some work in the community. Residents are often active participants in community functions and organizations. It is possible to make a living within Brigham, in agriculture, cottage industries and home-based businesses, which are consistent with the town's conditional uses, ordinances, and comprehensive plan.

### 5.4.2 Preserve Agricultural Opportunities

Brigham is a vibrant, rural, agriculture-based community strongly linked to its traditions yet also implements new agricultural methods. Brigham supports actions and policies that maximize farmers' abilities to pursue agricultural-based activities, which are consistent with the comprehensive plan. Many residents are engaged in farming lifestyles, in part because Wisconsin continues to provide support and has policies to protect farmland. The town recognizes farming as an economic pursuit, as well as a lifestyle.

Continued viability of Brigham's farms depends on adequate cropland. Brigham supports development policies that maximize the preservation of available agricultural land. The town also recognizes the potential broad spectrum of agriculturally-related activities. For example, the town is ideally located for production and direct marketing of agricultural products to the local community and nearby urban and suburban residents.

### 5.4.3 Protect the Environment

Brigham's natural environment is an irreplaceable resource. Protection of these natural features, such as ground water, wetlands, floodplains, and others, is an important consideration when considering development.

Brigham recognizes that diversity of species has an important environmental value. The town's citizens appreciate the value and scarceness of native communities and understand the need of large tracts of undeveloped land to sustain wildlife. When considering development proposals, Brigham will encourage those that enhance, sustain, and protect native communities and wildlife habitat. The town should be proactive in protecting its environment, particularly in response to environmental issues such as plant and animal diseases and invasive and exotic species.

The town shall continue to review existing controls that will protect air, water, and land. The town shall be proactive and consider development of alternative energy sources, particularly those shown to be economically viable.

#### **5.4.4 Protect and Preserve Natural Beauty**

Brigham's natural beauty is dependent on many of the qualities that contribute to rural character. The visual richness of the terrain stems from a diverse natural environment, some of which include wetlands, woodlands, prairies, pine relicts, rock outcroppings, and streams. Brigham will consider preservation of this natural beauty when evaluating development proposals.

#### **5.4.5 Preserve and Enhance Cultural Resources**

Brigham has extensive prehistoric and historic cultural resources and contemporary lifestyles, which shall be protected and enhanced. Native American rock art exists in the town. Historic structures listed or eligible for listing on State and National historic registries, and lifestyles, such as farming and conservation of land, are a few examples of Brigham's heritage. The town shall strive to maintain a good relationship with Barneveld, because the two communities share many cultural resources important to residents, schools, organizations, and community events.

The town shall work with local, regional, and state agencies to educate residents about cultural resources. The town should encourage those who are seeking funding to preserve and enhance these resources.

#### **5.4.6 Encourage Safe and Environmentally Sound Recreational Activities**

The town's environmental features and cultural resources – such as hunting, bird watching, fishing, bicycling, and hiking – could be tourism attractions. The town should consider tourism development that is safe and seeks to balance tourism needs with safety standards.

### **5.5 Agricultural, Natural, & Cultural Resource Recommendations**

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Discourage residential development on productive crop lands by allowing it in limited cases.
- Support ag-related businesses smaller than 40 acres by providing assistance and support for these small-acreage business in rezoning issues at the county level.
- Encourage Iowa County to continue incorporating provisions that provide for and even promote agritainment opportunities in its policies, ordinances, and regulations.



- Develop restrictions that could mitigate future conflicts between farmers and residential neighbors, such as establishing distance limits for new residences next to agricultural structures and agriculture structures next to existing residences on different properties.
- Structures that would make high-speed internet and cellular telephone service available throughout the town should be allowed, but should be limited, multi-use, and placed strategically.
- Utilize existing state and county controls to protect environmental features.
- Actively maintain a good relationship with the Village of Barneveld to maintain and enhance the cultural resources that exist within both communities.
- Encourage protection of the natural character and ecological functions by preventing fragmentation of ridge tops, wetlands, woodlands, white oak groves, pine relicts, savannahs, prairies, grasslands, meadows, rock outcroppings, and streams.
- Support the efforts of local, county, and state organizations to educate residents, promote programming, and protect environmental resources.
- Work with Iowa County to map and protect groundwater recharge areas to protect quantity and quality of well water.
- Continue to encourage agricultural producers to follow a conservation farm plan or guidelines, like those that reduce water runoff and erosion and increase water infiltration, to protect supplies of ground and surface water.
- Encourage homeowners to reduce water runoff and erosion, and increase water infiltration to protect supplies of ground and surface water with the following methods:
  - Use rain garden to enhance water quality.
  - Use landscape, lawn, and garden practices that blend into the natural settings of their sites, including non-invasive species.
  - Minimize the use of chemical fertilizers and pesticides on lawns and gardens.
- Encourage the voluntary protection of prehistoric, historic, and contemporary cultural resources.
- Encourage the development of alternative energy generation.
- Identify environmentally sensitive areas and preserve them.
- Encourage voluntary protection of natural landscapes by controlling invasive and exotic species.



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# 6

## Economic Development

This element includes existing conditions, goals, objectives, and recommendations to help guide development of economic resources within the town. This element also includes an assessment of local strengths and weaknesses with respect to attracting and retaining businesses.

### 6.1 Labor Force

#### 6.1.1 Participation in Labor Force

Data from the 2017 American Community Survey (ACS) indicates that 70.1% of the population over age 16 is active in the labor force. The 2017 ACS estimated that the unemployment rate was 1.9%, significantly lower than Iowa County's rate of 3.5% and the state's unemployment estimate of 4.7%.

In the Town of Brigham, nearly 30% of residents over the age of 16 are not involved in the labor force. Over 66% of women in the town are active in the labor force, similar to Iowa County's 65% and the State's rate of 63.2%.

### 6.2 Employment Statistics

#### 6.2.1 Employment by Employer Type

Brigham's labor force is largely employed through private companies. According to the 2017 ACS, over 76% of employed residents are private wage or salary workers. ~~Eleven-point-three percent 41.3%~~ of workers in the town own businesses or are employed by a "not incorporated" business, an estimate that has decreased from 16.4% since the 2010 census. Just over 11% of town residents work for the government.

Nearly 80% of Iowa County residents are private wage or salary workers, and only 8.3% of residents own their own business.

#### 6.2.2 Employment by Occupation

The most common occupation (type of work that an employee does while on the job) in the Town of Brigham is management, business, science, and art occupations. Nearly half (48.7%) of residents are participating in that type of work. The next most common occupations in the Town of Brigham are production, transportation and material moving (16.8%), sales and office occupations (14.5%), and natural resources, construction, and maintenance occupations (13.9%). Only 6.2% of residents work in service occupations.

To compare, management, business, science, and art occupations are 33.4% of Iowa County's occupations and 35.5% of the State of Wisconsin's occupations. Additionally, natural resources, construction, and maintenance occupations make up 16.4% of Iowa County's occupations and only 8.5% of the State of Wisconsin's occupations.

### 6.2.3 Employment by Industry

Table 6.2.3 outlines what percentage of the town is employed by various sectors of the economy. Nearly half of the town's workforce is employed in three industries: educational services, and healthcare and social assistance (25.6%), manufacturing (11.8%), and retail trade (10.9%). Agriculture employs 10.6% of the town's workforce.

**Table 6.2.3: Employment by Industry<sup>23</sup>**

Industry	% of Workforce in Industry
Agriculture, forestry, fishing and hunting, and mining	10.6%
Construction	7.4%
Manufacturing	11.8%
Wholesale trade	3.4%
Retail trade	10.9%
Transportation and warehousing, and utilities	1.1%
Information	2.6%
Finance and insurance, and real estate and rental and leasing	9.2%
Professional, scientific, and management, and administrative and waste management services	6.0%
Educational services, and health care and social assistance	25.6%
Arts, entertainment, and recreation, and accommodations and food services	4.8%
Other services, except public administration	1.9%
Public administration	4.8%

### 6.2.4 Average Wages by Industry

Table 6.2.4 outlines the average wage earned by an employee in each of the listed categories. The table provides data for both Iowa County and the State of Wisconsin. From the table it is possible to see that manufacturing is the highest yielding industry on average in Iowa County. Across the state, information and financial activities are the highest yielding industries.

<sup>23</sup> 2013-2017 American Community Survey. *Selected Economic Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

**Table 6.2.4: Average Annual Wage by Industry Division<sup>24</sup>**

Industry	Iowa County	Wisconsin
Total, All Industries	\$40,232	\$47,253
Natural Resources and Mining	\$37,632	\$38,011
Construction	\$48,888	\$59,968
Manufacturing	\$51,504	\$56,980
Trade, Transportation, Utilities	\$42,480	\$40,183
Information	\$41,163	\$70,366
Financial Activities	\$41,662	\$68,648
Professional and Business Services	\$41,588	\$57,8374
Education and Health Services	\$42,063	\$47,857
Leisure and Hospitality	\$15,365	\$17,712
Other Services	\$27,715	\$29,327
Public Administration	\$30,307	\$47,170

### 6.3 Economic Base

When considering economic base, it is important to look at regional economic drivers. Table 6.3 lists the top ten industry groups by employment for Iowa County in 2017.

**Table 6.3: Top Industry Groups for Iowa County<sup>25</sup>**

	Establishments	Employees, 2017	Employment Changes, 2010-2017
Non-Store Retailers	6	2,456	-938
Educational Services	18	654	-33
Machinery Manufacturing	5	604	54
Food Services and Drinking Places	46	481	48
Nursing and Residential Care Facilities	14	403	1
Executive, Legislative, and Other General Government	26	299	21
Specialty Trade Contractors	49	295	21
Merchant Wholesalers, Nondurable Goods	18	219	-32

<sup>24</sup> Job Center of Wisconsin. *Payroll Wages by Industry – QCEW*. 2017. Wisconsin Department of Workforce Development. 2018.

<sup>25</sup> Job Center of Wisconsin. *Payroll Wages by Industry*. 2010-2017. Wisconsin Department of Workforce Development. <https://jobcenterofwisconsin.com/wisconsin/pub/employer>. 2018.

### 6.3.1 Largest Employers

The table below outlines the largest private employers within Iowa County. This data is collected by the State of Wisconsin's Department of Workforce Development. Some data may be outdated and would need to be updated through the Department of Workforce Development.

There is a diverse array of employment types provide in this chart.

**Table 6.3.1: Employment by Industry<sup>26</sup>**

Business	Size	Business Description
Lands' End, Inc.	1,000-4,999	Clothing – Retail
Cummins, Inc.	500-999	Manufacturing
Hodan Center	250-499	Social Advocacy Organization
Upland Hills Health Hospitals and Clinics	100-249	Clinics
American Players Theatre	100-249	Theater Company
Walmart Supercenter	100-249	Department Store
House on the Rock	100-249	Resort
Piggly Wiggly	100-249	Grocery Store

### 6.4 Strengths and Weaknesses for Economic Development

**Strengths:** The town enjoys exceptional local access to the regional highway system. **US Highway 18/151** traverses town boundaries and provides access to other more regional transportation networks including freight and other shipping facilities in nearby communities. The town's strong agricultural heritage and proximity to the Madison-metro market is a local attribute.

**Weaknesses:** The town is located within a region that contains many other municipalities with more advanced service capacity such as sewer and water, including Barneveld, Mount Horeb, and Ridgeway that also provide direct access to **US Highway 18/151**. There is also debate about the desire to build new commercial development in Brigham.

### 6.5 Environmentally Contaminated Sites

The ~~Wisconsin Department of Natural Resources (DNR)~~ **WI DNR** Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields. The DNR identifies brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination."

As of December 2017, eight sites in the town were listed on the Bureau for Remediation and Redevelopment Tracking System (BRRTS). Table 6.5 outlines the sites within the town.

However, all of the sites were listed with Historic, Closed, or No Action Required status, which means that there was, or may have been, a discharge to the environment and, based on the

<sup>26</sup> Job Center of Wisconsin. *Major Employers by Area*. Wisconsin Department of Workforce Development. <https://jobcenterofwisconsin.com/wisconsin/pub/employer>. 2018.

known information and that the DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

**Table 6.5: Remediation Sites within the Town of Brigham<sup>27</sup>**

Location	Activity Type	Status
US Highway 151, west bound; 0.5 miles east of County Highway T	Spill	Closed
US Highway 151, west bound; 0.1 miles west of County Highway ID	Spill	Closed
East side of Lee Dr., south of Langberry Rd	Spill	Closed
Blue Mound State Park Pool	n/a	No Action Required
County Highway T	Spill	Closed
4553 County Highway HH	Spill	Closed
600 ft north of S. Jones St and County Highway K	Spill	Closed
County Highway ID	Spill	Closed

## 6.6 Economic Development Goals & Objectives

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### 6.6.1 Encourage Economic Development Efforts to Complement the Town's Location and Resources

Brigham will review and consider economic development opportunities that enhance the town's agriculture-based economy. Brigham will also identify opportunities for economic development that reflect the town's character, resources, and available services. The town will review and consider opportunities to enable family businesses, cottage industries, home occupations, and agriculturally-related businesses.

Development requiring municipal services and direct four-lane highway access will be directed in or near Barneveld and near highway interchanges. Economic development efforts in the more rural portions of the town will be focused on agriculture, recreation, tourism, and low-impact businesses. US Highway 18/151 corridor may provide growth options, including commercial or light industrial, as permitted by zoning and conditional use permits. The town's guidelines will ensure that development is attractive, functional, and safe.

## 6.7 Economic Development Recommendations

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all

<sup>27</sup> Wisconsin Department of Natural Resources. Bureau of Remediation and Redevelopment Tracking System. <https://dnr.wi.gov/botw/SetUpBasicSearchForm.do>. 2018.

recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Investigate and identify the type and scale of small commercial developments that would be appropriate for the Town of Brigham.
- Retain and support active farming and farm-related business. Work with local, regional, and state entities to encourage and enhance agricultural production as a local economic engine. Initiatives may include:
  - Encourage enrollment in state and federal farmland protection programs and funding.
  - Encourage the State to develop Purchase of Development Rights (PDR) programming to provide economic incentive to retain active farming. Develop local contiguity requirements for PDR purchase.
  - Support other forms of agriculture, including organic agriculture, vineyards, orchards, research farming, community agriculture, or the production of other niche agriculture products.
- Allow cottage industries/home occupations in the town.
- Work with regional and state entities to provide resources for new business development. Some contacts include the Small Business Development Center (SBDC) through UW-Extension Iowa County, Southwestern Wisconsin Regional Planning Commission (SWWRPC), or the Wisconsin Economic Development Association (WEDA).
- If the opportunity arises, be open to the feasibility of forming a tax incremental financing district (commonly referred to as a Tourism, Agriculture, Forestry – TAF – District for town governments) or other town run economic development incentive program(s).
- Encourage the development of telecommunications infrastructure to enhance accessibility to reliable cell phone and high-speed internet services with respect to the current landscape.
- Partner with surrounding communities to promote the rural and natural character as well as the recreational opportunities (Blue Mound State Park) throughout southern Wisconsin as a way to increase tourism in the town.



# 7

## Intergovernmental Cooperation

This element of the comprehensive plan analyzes the planning and decision-making relationship of the Town of Brigham to adjacent local governmental units and quasi-public, regional, state, and federal governmental entities. The element looks at these governmental entities' planning and land use control/growth management documents, agreements, and programs and how they relate to the town. This chapter also contains goals, objectives, and recommendations for maintaining or enhancing intergovernmental relationships.

Existing relationships between the Town of Brigham and each of the surrounding or overlapping jurisdictions are described below. A process for resolving conflicts is described at the end of this element.

### 7.1 Brigham's Intergovernmental Relationships

#### 7.1.1 Southwestern Wisconsin Regional Planning Commission

Southwestern Wisconsin Regional Planning Commission (SWWRPC) is an extension of local government in southwestern Wisconsin. SWWRPC provides low-cost expert planning and economic development services to the county, city, village, and town governments in the five-county jurisdiction (Grant, Green, Iowa, Lafayette, and Richland counties). SWWRPC worked with the Town of Brigham to update this Comprehensive Plan through a series of public forums, a survey, and consultation with the Plan Commission and Town Board.

#### 7.1.2 Wisconsin Department of Natural Resources

The ~~Wisconsin Department of Natural Resources (DNR)~~ WI DNR is currently working in the region on a number of priority programs, including the Military Ridge Heritage Area preservation project and the Conservation Reserve Enhancement Program Grassland Bird Project to protect rapidly declining grassland bird numbers. The DNR also works to preserve local waterways, for example the Sugar River, Pecatonica River, and Wisconsin River tributaries and coordinates the Rails to Trails conversion of the Canadian National freight line.

The DNR, in concert with other state agencies such as the Department of Agriculture, Trade and Consumer Protection (DATCP) and the Department of Health and Family Services (DHFS), is also working to eradicate chronic wasting disease (CWD) in deer populations within communities located in southern Wisconsin and northern Illinois. Brigham is located within a Disease Eradication Zone.

#### 7.1.3 USDA – Natural Resources Conservation Service and Farm Services Agency

Many farmers and landowners in the town participate in the conservation programs offered by NRCS and FSA. There are lands in Brigham that have been established as grass, trees, or wetland cover through programs such as the Conservation Reserve Program (CRP), Wetland Reserve Program (WRP), and Wildlife Habitat Incentive Program (WHIP). Conservation practices are maintained on active farmland through the Conservation Compliance Program.

#### 7.1.4 Wisconsin Department of Transportation

The actions of the Wisconsin Department of Transportation (DOT) will have a major local impact within the town as plans to control access along US Highway 18/151 progress. Already, the DOT has communicated some limited access restrictions that will likely discontinue through access on some county highways traversing US Highway 18/151. The town will continue to attend pertinent DOT meetings where state highways are discussed.

#### 7.1.5 Iowa County

The Iowa County Planning & Development Office provides shoreland and wetland zoning controls within the town. The Office also enforces a countywide subdivision ordinance, floodplain zoning, and general zoning for unincorporated communities. Brigham also coordinates with Iowa County for administration of their local planning and zoning functions (use countywide zoning ordinance). Iowa County is also responsible for administering the State's POWTS regulations.

The town receives services provision from the Iowa County Highway Department. Interaction with this department has been good. The condition of the county highway system is a priority concern for the town since these roadways provide important linkages to service centers and other regional highways within the area.

The Iowa County Sheriff's Department, based in Dodgeville, provides police protection to Brigham and all of Iowa County. The relationship between the town and Sheriff's Department has been good with coordination occurring on an as-needed basis.

#### 7.1.6 Local School Districts

The majority of Brigham students are enrolled in the School District of Barneveld. Very small sections of the town are served by the Dodgeville and Pocatonia school districts. The town and school districts work together on matters of mutual concern, but coordination could be enhanced to better serve the Brigham community.

#### 7.1.7 Surrounding Municipalities

Towns: Brigham has little interaction with the surrounding Towns of Ridgeway, Moscow, and Arena. Aside from some mutual cooperation for road maintenance with the Town of Ridgeway, each of these governments relies on agreements forged independently to provide municipal services. There might be an opportunity to identify cost-sharing agreements, consolidation of facilities, or other capital assets in coming years, but communication is currently limited due to lack of interest or need.

Village of Barneveld: Brigham shares a boundary with the village, and many residents utilize services and amenities located within the municipality including the school, the post office, the library, and other shopping and service facilities. The town works cooperatively with the village through the joint ~~Barneveld-Brigham Fire Department~~ Barneveld Brigham Fire-Rescue Protection District that provides emergency response aid. There is no boundary agreement with the village; however, and annexations occur with limited town notification.

#### 7.1.8 Local Area Organizations

The Nature Conservancy: The Conservancy, and other local organizations like the Driftless Area Land Conservancy and Prairie Enthusiasts, controls more than 1,000 acres in Iowa County consisting of prairie remnants and more heavily-grazed prairie pastures surrounded by tilled agricultural fields, hay fields, and pastures. The preserve is located in the Military Ridge Prairie

Heritage Area, a 50,000-acre grassland landscape in Dane and Iowa counties that contains one of the highest concentrations of native grasslands in the Midwest.

Relations with this organization have been mixed because a landowner can sell or donate land to the Conservancy without town approval; Brigham is often unaware of these transactions. There is also some debate as to how much and what types of lands are best suited for conservation. Further, opinions vary on how these lands should be protected, if they are, and whether existing policies are adequate or appropriate.

## **7.2 Existing or Potential Conflicts**

As with most unincorporated communities located adjacent to, or within the extraterritorial area of an incorporated community, Brigham could be affected by annexations to the villages of Barneveld and Blue Mounds (though Blue Mounds could not annex across county lines without Town of Brigham and Iowa County Board approval). Although currently this has not been a contentious issue, there may be a need to draft boundary agreements if the rate of annexation exceeds Brigham's ability to cope with the decreased tax revenues that result or interferes with the town's ability to plan for infrastructure improvements or impedes sufficient delivery of public services.

## **7.3 Intergovernmental Cooperation Goals & Objectives**

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### **7.3.1 Enhance Cooperation with Local, Regional, and State Entities**

Brigham seeks to establish and utilize communications to build a spirit of cooperation for solving development, infrastructure, and budgetary problems with the governments of neighboring villages and towns, Iowa County, and the State of Wisconsin, as well as with Brigham residents. Working with non-profit groups, benevolent organizations, and conservation programs will enhance Brigham's role as a leader in community building and fiscal sustainability and is therefore expected of the Town Board. Continued support for and partnership with the Barneveld School District, fire and rescue services, law enforcement agencies, Iowa County, and others is essential to maintain the quality of life and economic status of this and surrounding communities.

## **7.4 Intergovernmental Cooperation Recommendations**

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Continue to work with local, regional, and state agencies in the development of local plans and facilities.
- Inform local, regional, and state agencies of changes in local land use and other developments, as appropriate.

- Request proper notice of regional planning, development, and construction activities from the appropriate public agencies, as warranted.
- Work to provide cost effective and efficient service delivery to the local area. This includes proactive cooperation with entities involved in service provision.
- Maintain an active dialogue with the DNR and area land trusts concerning public and private land purchases.
- Maintain regular communication with the DOT concerning land use development plans or changes to the county or state highway network, especially US Highway 18/151.
- Continue to coordinate with the Iowa County Highway Department for repair and upgrade of local highways.
- Formalize a process for the development of boundary agreements with the Village of Barneveld and other incorporated communities that may have extraterritorial jurisdiction.
- Increase communication and coordination of land use planning with adjacent towns, including those in Dane County, as well as coordinating land use planning and implementation with Iowa County.

# 8

## Land Use

### 8.1 Introduction, Overview, and Existing Land Cover

This element of the Comprehensive Plan contains existing conditions, goals, objectives, policies, and recommendations to guide the future development and redevelopment of public and private property in Brigham. This chapter also explains future land use designations and describes these uses on the Future Land Use Map (~~located in the appendix~~ See Appendix A – Map 8.4: Future Land Use).

The analysis and consideration of land use issues is among the most critical components of the Town of Brigham Comprehensive Plan. This element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes.

This Land Use Plan consists of the following sections:

- 8.1 Introduction, Overview, and Existing Land Cover
- 8.2 Existing Land Use
- 8.3 Opportunities for Redevelopment
- 8.4 Land Use Conflicts
- 8.5 Land Use Projections
- 8.6 Future Land Use Districts
- 8.7 Land Use Goals and Objectives
- 8.8 Land Use Policies & Recommendations

#### 8.1.1 Land Cover

A majority of the land cover in Brigham is forest or grassland, together consisting of 78.7% of land cover. The northern half of the town is mostly forest, and the southern half is mostly a mix of grassland and agricultural land cover. Agriculture covers 18.4% of land in the Town of Brigham (See Appendix A – Map 8.1: Existing Land Cover).

**Table 8.1: Existing Land Cover**

Existing Land Cover	Land Area (Acres)	%
Grassland	16,900.53	41.56
Forest	14,939.00	36.74
Agriculture	7,499.70	18.44
Urban/Developed	679.43	1.67
Wetlands	609.68	1.5
Open Water	21.27	0.05
Barren	13.40	0.03
<b>TOTAL</b>	<b>40,663</b>	<b>100</b>

## 8.2 Existing Land Use

### 8.2.1 Existing Land Use

The majority land use for the Town of Brigham is Agriculture and Rural Density-Based Residential, representing 29,996 acres or 73.77% of land area. There are also large areas (7,311 acres) of conservation lands and lands that are prohibitive to development such as floodplains and wetlands. Approximately 299 acres of commercial areas are interspersed throughout the town, although most commercial land use is adjacent to the Village of Barneveld and the US Highway 18/151 corridor. Potential residential areas in the town are represented on the Existing Land Use Map by areas that have had Certified Survey Maps. These lands account for approximately 3,057 acres, or 7.52% of land area in Brigham (See Chart 8.2.1 below and Appendix A – Map 8.2: Existing Land Use).

Additionally, the town included existing commercial zoned parcels in the Future Land Use map (Map 8.4) to represent a commitment to the existing businesses in the town.

**Table 8.2.1: Existing Land Use**

Existing Land Use	Land Area (Acres)	%
Agriculture and Rural Density-Based Residential	29,996	73.77
Conservation and Environmental Lands	7,311	17.98
Certified Survey Maps	3,057	7.52
Commercial	299	0.74
<b>TOTAL</b>	<b>40,663</b>	<b>100</b>

### 8.2.2 Net Residential Density

The majority of existing land use identifies Agriculture and Rural Density-Based Residential as the prominent land use. As the name of the land use implies, this Comprehensive Plan recommends a density-based approach to residential development. It is recommended that a 20-acre density be utilized in areas identified for Agriculture and Rural Density-Based Residential.

### 8.2.3 Land Use Trends

The American Community Survey estimated that the town gained 67 housing units between 2010 and 2017. Due to the small population of Brigham, it is likely that this data has some error. A more accurate indicator may be the Wisconsin DOA's *New Residential Building Permit Survey 2010-2017*, which identified 26 building permits that were issued for new residential construction between 2010 and 2017.<sup>28</sup> Most residential units are 1-unit detached. Single-family units remained the dominant housing with over 95% of the total housing units. The number of mobile homes and 2-unit structures was estimated to have increased slightly. The increase in mobile home and 2-unit structures may likely be to error in the estimate or the reclassification of the "category" other.

**Table 8.2.3: Changes in Housing Units, 2010-2017<sup>29</sup>**

	2010		2017		% Change
	Number	Percent	Number	Percent	
Total Units	379	100.0	446	100.0	17.7%
1-unit detached	363	95.8	427	95.7	17.6%
1-unit attached	4	1.1	0	0	
2 units	0	0	3	0.8	-
3 or 4 units	0	0	0	0	-
5 to 9 units	0	0	0	0	-
10 to 19 units	0	0	0	0	-
20 or more units	0	0	0	0	-
Mobile Home	12	3.2	16	4.0	33%

The following land use issues have been identified and will influence the way the Town of Brigham develops over the next 20 years:

- Between 2010 and 2017, Brigham issued 26 building permits for new residential construction.
- In 2016 and 2017, over 190 acres were converted out of Exclusive Agricultural zoning. During that time, 10 new residential buildings were permitted. These statistics were among the highest for all towns in Iowa County.<sup>30</sup>
- Physical constraints for future development include steep slopes, wetlands, and floodplains in the town.

### 8.2.4 Recent Building and Zoning Permits

Brigham has experienced a relatively stable level of new construction since 2012. The following tables show the number of building permits for new residential buildings in 2016 and 2017, and the net new construction since 2012.

<sup>28</sup> Wisconsin Department of Administration. *New Residential Building Permit Survey 2010-2017*. 2018.

<sup>29</sup> 2013-2017 American Community Survey, 2010 Census. *Selected Housing Characteristics*. US Census Bureau. factfinder.census.gov. 2018.

<sup>30</sup> Iowa County, Wisconsin. *Annual Zoning Hearing Indexes*. Department of Planning and Development. 2018.



**Table 8.2.4: Recent Development Activity**

	<b>Building Permits for New Residential Buildings<sup>31</sup></b>	
	<b>2016</b>	<b>2017</b>
Town of Brigham	3	3

	<b>2018</b>	<b>2017</b>	<b>2016</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>	<b>2012</b>
<b>Net New Constructions<sup>32</sup></b>	853,600	1,532,500	1,575,700	1,545,700	918,200	865,700	1,549,300
<b>Percent</b>	0.71%	1.29%	1.35%	1.36%	0.84%	0.79%	1.41%

### 8.2.5 Land Divisions

This plan recommends that the town allow 2-acre minimum lot sizes. There are no special provisions for clustered or conservation-style subdivisions within the subdivision code. The town will look to change their current land division ordinance to be consistent with the recommendations in this plan.

### 8.2.6 Equalized Values

According to the Wisconsin Department of Revenue, in 2018, the equalized value for all property in the town was \$125,118,900. This represents a 15.7% increase in all property equalized value from 2010 (\$108,119,000).

## 8.3 Opportunities for Redevelopment

As with most rural communities without a traditional central business district, there are few opportunities for redevelopment in the traditional sense. However, the quarry located off Reeson Road has been identified as suitable for short-term reclamation and possibly reserved for recreation or other non-intensive uses.

## 8.4 Land Use Conflicts

A One potential future conflict is the growth of residential development near active agricultural operations. Another potential future conflict is the growth of commercial or industrial development near existing residential development or near active agricultural operations with livestock. A related conflict is the level of services that new residential development will expect from the town, which historically offered a basic level of services consistent with low density and rural development patterns.

There is some need for land conservation entities operating in the town to educate landowners about their activities, plans, and status. Many residents have different opinions about how these organizations operate, and some public education may ease tensions or clarify issues.

## 8.5 Land Use Projections

The Wisconsin Department of Administration WI DOA projects household growth in the Town of Brigham to increase over the next 20 years. If these estimates hold, Brigham can expect nearly 223 new housing units by year 2040.

<sup>31</sup> State of Wisconsin Department of Administration. *New Housing Starts 2010-2017*. 2018.

<sup>32</sup> Wisconsin Department of Revenue. Net New Construction 2012-2018.

<https://revenue.wi.gov/Pages/EQU/nnc.aspx>.

With an increase in households, the town can expect increase demand for residential land use. The projected housing demand is shown in Table 8.5.1.

**Table 8.5.1: Projected Household Growth through 2040<sup>33</sup>**

	Value
Projected Households (2040)	591
<b>Plus</b> desired vacancy rate of 5%	30
<b>Equals</b> required number of new housing units	621
<b>Minus</b> Current Households (2017 ACS)	398
<b>Projected total new units need for 2040</b>	<b>223</b>

Any non-residential growth would likely be limited to areas surrounding future interchanges, and the planning process will further identify feasibility and public support for such growth. These projections will be updated at that time.

It is likely that most non-residential uses will continue to develop in the Village of Barneveld. Agricultural land is the likely candidate for residential conversion and will decrease slightly with new development.

## 8.6 Future Land Use Districts

These Future Land Use Categories are used to describe the intent of each district depicted on the Future Land Use Map. Often, they forecast a zoning district or other implementation tool (such as overlay district) to implement the Future Land Use Map.

### 8.6.1 Agriculture and Rural Density-Based Residential Land

This is the majority land use identified in the Future Land Use Map (See Appendix A – Map 8.4: Future Land Use). ~~Additionally, this area is subject to a 20-acre residential density standard meant to maintain the rural character of the town.~~ This land use would largely stay as currently zoned, but any future residential development would be subject to a 20-acre residential density standard meant to maintain the rural character of the town. To clarify, the term “Agriculture” as noted herein and on the Future Land Use Map is defined as ‘agricultural or forest cropping or livestock pasturing’. This excludes ‘agricultural businesses’ that require AB-1 zoning, or any other type of business development. (Refer to Section 8.6.3 for a definition of commercial land use.)

### 8.6.2 Conservation and Environmental Lands

The Conservation and Environmental Land Future Land Use represents managed open spaces that are currently under conservation management or maintain conservation easements that prohibit future development. Much of this land is owned by the ~~Wisconsin Department of Natural Resources~~ WI DNR. Additionally, wetlands and floodplains are included as environmental lands. These lands are not proposed for future development and are intended to remain free of development.

<sup>33</sup> Wisconsin Department of Administration. *Populations and Household Projections, 2013*. doa.wi.gov. 2018.

### 8.6.3 Commercial Land Use

~~A Commercial district includes uses that are business related including retail or light industrial. Commercial districts may also include areas of intense commercial development along major transportation routes, close to interchanges. Commercial A would, for the most part, be transparent. These commercial uses would include household occupations allowable in many zoning districts. Commercial B would include structures dedicated to the sale of goods or merchandise for personal or household consumption, such as neighborhood stores. Commercial C would include manufacturing of goods for consumer sale. In many cases these uses may be light industrial in producing products proposed for end users rather than for use by other industries, and include such things as feed mills, carpentry shops, or farm implement dealers. The town has identified an area on the eastern border of the town, along East Brigham Road. The area identified is both to the east and the west of East Brigham Road between US Highway 18/151 and County Road ID. Additionally, the town included existing commercially zoned parcels in the Future Land Use map to represent a commitment to the existing businesses in the town. The Future Land Use map identifies an additional 147 acres of land for future commercial use.~~

The Town's strategic vision is to foster a dynamic and sustainable commercial sector within our town, recognizing the importance of a vibrant economy and quality-of-life enhancements, to promote responsible commercial growth while preserving the town's character and natural assets.

Encouraging commercial activities to develop near existing businesses, especially where public roads, facilities, and services have the capacity, presents a promising opportunity for economic growth and community development. The anticipated traffic type, volume, and pattern should be compatible with existing public roadways so as not to create a significant safety risk or need for road modification or maintenance at the expense of the Town. The preference is for areas of intense business development to be located along major transportation routes or close to interchanges. By leveraging the established infrastructure and resources of our town, entrepreneurs and business owners can tap into an existing customer base, benefit from enhanced visibility, and enjoy cost efficiencies through shared resources. This clustering of businesses fosters collaboration and partnerships, creating a dynamic commercial district that attracts more visitors, boosts local employment, and contributes to the overall prosperity of our community. As we promote this vision, we envision a vibrant and thriving economic ecosystem where businesses flourish and our town's appeal continues to grow.

The Town's preference for commercial development would include land uses identified under the A-1, B-1, and B-2 in the Iowa County Zoning Ordinance, unless designated therein as not being allowed. To protect active agricultural operations with livestock and residential development, some uses listed in the Iowa County Zoning Ordinance are only permitted with special regulations in the Town of Brigham, specifically nonmetallic mining (quarries), fertilizer plants, and commercial kennels, as listed under the Agricultural Business District. This does not include currently active, permitted businesses which may expand only onto adjacent properties owned as of the effective date of the Comprehensive Plan. While the land uses in the B-3 District are allowed in the Town of Brigham, they are preferred to be located on lands along US Highway 18/151, starting at the Dane/Iowa County line on the east end and extending west (excluding the Village of Barneveld) to the Brigham/Ridgeway town line on the west end, referred to as the Preferred Business District on the Future Lane Use Map.

Businesses that produce or utilize hazardous, volatile, or other substances deemed a potential threat to public health and safety, whether by design or as a by-product, are discouraged unless

there are credible measures put in place for mitigating the potential impacts. The WI DNR, United States Environmental Protection Agency (US EPA), and other governing agency guidelines and standards should be evaluated before these types of developments are considered.

Recommendations to Iowa County on land use changes and Conditional Use Permits shall start with the Town of Brigham Plan Commission, reviewing for consistency with this plan, and action taken by the Town Board. As part of reviewing commercial development proposals, developments shall be subject to site plan review per the Town's Building Site Regulations Ordinance (Ordinance 4.06).

## **8.7 Land Goals & Objectives**

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals. This plan provides brief goal(s) followed by an objective statement.

### **8.7.1 Protect Rights of Landowners and Residents**

The town will utilize consistent policies and procedures, which are fair to all landowners and residents and encourage a sense of community among these individuals, while preserving public health, welfare, and the town's character. Landowners, residents, and town officials will work together, using the comprehensive plan and ordinances, to enable orderly development, while assuring taxes received and services provided are in balance.

### **8.7.2 Follow and Implement this Comprehensive Plan**

Recognizing the hard work and dedication of numerous groups, individuals, and organizations, this comprehensive plan shall be implemented to realize the desired improvements. Development decisions will be consistent with the adopted plan, as required by State Statutes. Where recommended by this plan, the Brigham Town Board will update ordinances, assign tasks, or develop ad hoc committees to increase the likelihood of successful goal achievement, protection of residents' rights, preservation of land values and aesthetic appeal, and satisfactory delivery of town services in an efficient and cost-effective manner. A procedure for reviewing and then amending this plan is provided within the plan in order to keep the document current and usable.

## **8.8 Land Use Policies & Recommendations**

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following recommendations were jointly developed by the Town of Brigham Plan Commission and its consultants.

- Restrict building in wetlands, shoreland areas, and floodplains (per state statutes and county codes).
- Allow up to four (4) land divisions per parent property every five (5) years, being the act of subdividing larger property to create a new parcel, lot, or tract of land that is less than 40 acres. A parent property shall be that tract of land as described on a recorded deed on file with Iowa County Register of Deeds prior to the effective date of this plan. The 5-year

time period is intended to require a minimum of five (5) years between the effective date of a second land division of a parent property. Any dispute over alleged building sites or rights transferred with divided property shall be resolved by the affected property owners, not the town, and shall be resolved prior to town action on any request impacting any such property.

- ~~• Consider commercial development in coordination with the Future Land Use Map. Update standards for this exception within the Building Site Regulations (Ordinance 4.01) to enable.~~
- Discourage development on steep slopes. Require special mitigation techniques for development on slopes greater than 20%.
- Allow 2-acre minimum lot size for new residential lots.
- Prohibit new subdivisions defined as land divisions creating five (5) or more parcels or building sites within a 5-year period.
- Encourage new development to follow conservation-based guidelines:
  - Provide vegetative buffers between building sites and sensitive environmental areas.
  - Preserve mature trees, vegetation, and other attributes that relate to the site's history or natural character.
  - Restore degraded environmental areas, such as streams, prairies, and wetlands.
  - Encourage Best Management Practices (BMPs) for stormwater management and erosion control.
- Institute a 20-acre density standard.
- Require a "Concept Plan" from anyone applying for a land division (defined as creating a lot less than 40 acres) for residential development. The Concept Plan shall be submitted to the Town Plan Commission and Board for review and approval. The Concept Plan shall stay with the land, not the landowner, and shall only be modified when approved by both the landowner and the town.
- Allow one (1) residential land division for parcels created prior to February 19<sup>th</sup>, 2019, that are greater than 10 acres but less than 40 acres.

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# 9

## Implementation

The implementation of the Town of Brigham comprehensive plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern for the welfare of the general community, the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be followed and adhered to for the continued high-quality environment found within the town. Suggested implementation measures include:

- The implementation and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the comprehensive plan.
- The development of programs and support systems that further the goals and objectives set forth by the town in this plan. The establishment and support of a continued planning process providing for periodic review and updates to the plan and land use control measures.
- The support of committees and local organizations to carry out specific community improvements as identified in the comprehensive plan.

### 9.1 Summary of Key Planning Issues and Opportunities

The following list summarizes some of the key issues identified through public involvement activities and the town Survey. Issues also reflect observed liabilities and comments made through the planning development process.

#### ***Development Controls***

One of the most frequent responses during the town Vision Forum (October 2006) and survey process was to preserve Brigham's natural resources, rural integrity, and beauty. Several implementation tools, programs, and ordinances are available, and a key part of the process is to determine the extent of preservation areas and the most feasible tools to utilize.

#### ***Preserve Agricultural Lands and Economic Production***

Currently, building site regulations are the primary tool used to maintain the rural, agricultural aesthetic of Brigham and to reserve lands for active agriculture. The majority of town residents surveyed agreed with this tool, and 92% ~~ninety-two percent~~ expressed the desire to increase direct farm product sales in Brigham. Additionally, respondents listed cottage industries and other small business development as appropriate for Brigham.

#### ***Environmental Protection***

There are numerous ordinances and programs that seek to protect the environmental resources in the town. A review of these tools should take place to determine if any program or ordinance needs expansion based on confirmation of the plan's goals and objectives.

#### ***Better Intergovernmental Relationships and Planning***

One of the key issues raised in each of the public meetings is improving cooperation between the communities, especially Barneveld and Brigham.



## ***Balancing Public Interest and Private Property Rights***

The need to balance public interest and private property rights is a goal stated within the state's comprehensive planning legislation. Land use decisions should consider equitable and defensible growth management strategies.

## **9.2 Implementation Tools**

Implementation Tools include the rules, policies, and ordinances used to facilitate or control for a desired outcome. Examples include zoning ordinances and official maps, or the availability of certain incentives. This section includes both regulatory and non-regulatory measures.

### **9.2.1 Regulatory Measures**

The following regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances). For the purposes of this document, "regulatory measures" are those that must be adhered to by everyone if adopted.

#### **9.2.1.1 Zoning Ordinance**

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan); therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. The Town of Brigham has adopted the Iowa County Zoning Ordinance and takes an active role in its content and corresponding zoning map. These decisions are preceded by public hearings and plan commission recommendations.

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. For the town, these may include special requirements for commercial buildings along highway corridors or regulations to preserve "viewsheds".

**Action:** The existing Iowa County ordinance should be adapted to protect the integrity of Exclusive Agricultural (A-1) lands. The Town Board should work with Iowa County to clarify the rules for development of a second single-family home in exclusive agricultural districts. Additional amendments may become necessary to implement portions of this plan. Determine demand for additional regulations to control for or to relax standards within districts delineated on the Future Land Use Map.

#### **9.2.1.2 Official Maps**

An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for a future public facility or purpose. The municipality may refuse to issue a permit for

any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

There are no immediate plans for the town to draft an official map. However, should local officials want to ensure consistency of the Future Land Use Plan with capital improvements, an official map should be drafted. For areas within the extraterritorial area of the Village of Barneveld, the official map must be developed jointly.

**Action:** Adopt an official map at which time changes in the rate of development require increased long-term infrastructure planning. Involve the Village of Barneveld for locations within the extraterritorial area.

#### **9.2.1.3 Sign Regulations**

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful, and attractive environment.

Brigham does not currently have local sign regulations; however, within the county zoning ordinance there are provisions to regulate for type, bulk, and setback. In the future, local regulations may need to be developed if the county regulations lack the specificity Brigham requires.

**Action:** Continue to utilize current standards. Monitor community desire for increased standards as determined through complaints or requests.

#### **9.2.1.4 Erosion/Stormwater Control Ordinances**

The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by ~~WPDES Wisconsin Pollutant Discharge Elimination System~~ Stormwater Permits issued by the ~~Department of Natural Resources WI DNR~~ under Section 147.021 Wis. Stats.

There are requirements for an erosion and stormwater control plan in the ~~Building Site Regulations (4.06) Land Divisions and Building Site Locations Ordinance (Ordinance No. 4.01)~~ and some slope and site requirements in the ~~Land Divisions (4.01) ordinance same ordinance.~~

**Action:** Continue to utilize the existing ordinances until such time that more stringent requirements are preferred to control for increased stormwater pressures brought about by new development. Evaluate an Iowa County erosion and stormwater management ordinance if one is developed.

#### **9.2.1.5 Building/Housing Codes**

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

Brigham enforces Wisconsin's Uniform Dwelling Code.

**Action:** Brigham requires that builders follow state building codes for all structures built within the jurisdiction.

#### **9.2.1.6 Mechanical Codes**

In the State of Wisconsin, the 2000 International Mechanical Code (~~IMC~~) and 2000 International Energy Conservation Code (~~IECC~~) have been adopted with Wisconsin amendments for application to commercial buildings.

**Action:** Brigham requires that builders follow state building and mechanical codes for all structures built within the jurisdiction.

#### **9.2.1.7 Sanitary Codes**

Sanitary codes, which are usually enforced at the county-level, provide local regulation for communities that do not have municipal sanitary service. These codes establish rules for the proper siting, design, installation, inspection, and management of private sewage systems and non-plumbing sanitation systems.

Developments utilizing private sewage systems are required to obtain a permit and abide by regulations set forth in the Iowa County Sanitary Ordinance (400.06).

**Action:** Continue to work with Iowa County for the issuance of permits and enforcement of established regulations.

#### **9.2.1.8 Land Division Ordinance**

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed land division by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, road design, open space, and other improvements necessary to ensure that new development will be an asset to the town. The Town Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the Plan Commission.

Brigham has a locally adopted land division ordinance. It does not contain regulations for development of a conservation subdivision nor a property maintenance ordinance. The land division ordinance could also be utilized to help mitigate future conflicts between farmers and residential neighbors through the incorporation of minimum setbacks.

**Action:** Review and update existing town land division ordinances to reflect concepts outlined in this plan.

#### **9.2.1.9 Shoreland and Floodplain Zoning**

Iowa County regulates shorelands and floodplains within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures and land uses, and preserves natural shore cover.

Brigham is governed by Iowa County's Shoreland Zoning, and Floodplain ordinances.

**Action:** Continue to utilize county rules and regulations.

#### **9.2.1.10 Building Site Ordinance**

Building site ordinances detail minimum regulations, provisions, and requirements for development. The purpose of building site ordinances is to ensure development occurs consistent with municipal values. The Town of Brigham Building Site Ordinance protects public

health, safety, and welfare; preserves the rural character of the town; sustains property values and the property tax base; and conforms to the town's Land Use Plan.

**Action:** Review and consider updating the existing town Building Site Ordinance to reflect concepts outlined in this plan.

## 9.2.2 Non-Regulatory Measures

The following non-regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. These measures often exist as policies or as special incentives available to willing participants. For the purposes of this document, "non-regulatory measures" are meant to encourage a particular practice, but not legislate it.

### 9.2.2.1 Capital Improvement Plan

This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over a short time period. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities over a three-to-five-year programming period. Improvements or acquisitions considered a capital improvement include:

1. Public buildings (i.e. – fire and police stations)
2. Park acquisition and development
3. Roads and highways
4. Utility construction and wastewater treatment plants
5. Joint school and other community development projects
6. Fire and EMS protection equipment

A Capital Improvement Plan (CIP) or program is a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

#### *Preparation of a CIP*

The preparation of a CIP is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a CIP may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed CIP is desirable.

The town has not implemented a CIP.

**Action:** Utilize an annual system of funding allocation, such as a CIP, to ensure adequate funding and programming for needed upgrades and repair of non-

transportation related capital improvements. Consider combining already scheduled transportation improvements within this CIP. See 9.2.2.2 below.

#### **9.2.2.2 Transportation Improvement Plan**

A Transportation Improvement Plan (TIP) identifies and prioritizes highway and transit improvements. Adherence to a TIP ensures the most effective use of funding for transportation improvements. A TIP is necessary for two other reasons. First, the TIP is a requirement of the transportation planning process as most recently legislated by the Transportation Eligibility Act for the 21<sup>st</sup> Century. Secondly, a transportation improvement is not eligible for federal funding unless it is listed in the TIP. TIPs should be reviewed regularly in order to accurately reflect the region's changing priorities. The town currently updates a multi-year transportation plan annually.

**Action:** Continue to utilize an annual system to identify and prioritize short-term transportation improvement needs and funding sources. Coordinate and share the TIP with adjacent and overlapping jurisdictions to ensure regional consistency. Consider adding all capital improvements within a CIP. See 9.2.2.1 above.

#### **9.2.2.3 Cooperative Boundary Agreements**

These agreements attempt to facilitate problem solving through citizen involvement, negotiation, mediation, and other cooperative methods. Generally, boundary agreements help both an incorporated community and an unincorporated community forecast future lands for annexation so that infrastructure needs can be forecast and funded. They can also ease contentious relationships.

A boundary agreement between the Town of Brigham and the Village of Barneveld has not yet been created.

**Action:** Contact the Village of Barneveld about establishing a Joint Committee to negotiate the boundary agreement process. Consider adding all other incorporated communities with overlapping extraterritorial jurisdictions in this process.

#### **9.2.2.4 Impact Fees**

Impact fees are levied to a developer or homeowner by a municipality to offset the community's costs resulting from a development. To set an impact fee rate an analysis called a Public Facilities Needs Assessment must be performed to quantify the fee. If Brigham wishes to develop and maintain a local park system or offset costs for the improvement of transportation facilities to accommodate new populations, it may benefit from collecting impact fees from new construction.

The town does not currently collect impact fees from new development.

**Action:** Determine the need for impact fee exactions over time and develop a Public Facilities Needs Assessment prior to development of the impact fee ordinance.

#### **9.2.2.5 Purchase of Development Rights**

Purchase of Development Rights (PDR) is a land conservation tool that pays landowners to reserve their land for agricultural or natural preservation. PDR is a voluntary program whereby a municipality, land trust, or other entity buys development rights (also known as a conservation easement) from landowners for the purpose of preventing development on that land. The primary purpose of a conservation easement is to protect agricultural land, timber resources, and/or other valuable natural resources such as wildlife habitat, clean water, clean air, or scenic open space by separating the right to subdivide and build on the property from the other rights

of ownership. The landowner who sells these "development rights" continues to privately own and manage the land.

The town does not currently participate in a **PDR** program.

**Action:** Follow the progress of any state or regional efforts to develop a **PDR** program.

#### **9.2.2.6 Tax Increment Financing District**

Tax Increment Financing (TIF) is a development tool designed to help finance redevelopment and community improvement projects through new tax revenues generated by the project after completion. When a development project is carried out, the value of surrounding real estate usually increases translating into higher tax revenues. **TIF** dedicates that increased tax revenue to finance debt issued to pay for the project. TIF is designed to channel funding toward improvements in distressed or underdeveloped areas where development would not otherwise occur but is increasingly being used by communities hoping to spur local economic development efforts.

The town has not established a **TIF** District. Although generally a tool for cities and villages, towns can develop these districts for limited purposes including agriculture, tourism, forestry, manufacturing, and limited residential or retail development subject to a primary agricultural, forestry, or manufacturing activity.

**Action:** Consider developing a TIF district or other economic development incentive program to fund public improvements if economic development develops into a primary objective. Consider subjecting this action to a referendum.

### **9.3 Consistency Among Plan Elements/20-Year Vision**

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Since the Town of Brigham completed all planning elements simultaneously, no known inconsistencies exist it.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan, the town should incorporate existing plans as components to the Comprehensive Plan and adopt all future plans as detailed elements of this Plan.

Brigham will continue to make educated decisions based upon available information and public input. Planning will revolve around the **20-Year Planning Vision** (below) and decisions will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

#### **20-Year Vision**

Natural beauty, agriculture, recreational opportunities, rural atmosphere, and a sense of community are some of the top reasons people choose to stay or move into Brigham. Therefore, many residents want to keep and improve their farms, maintain their homes and property and protect their investments. Existing structures will be improved, and new buildings will be constructed. By achieving this future vision, Brigham will continue to appeal to residents and visitors, and in turn preserve much of its rural character. This will be accomplished by promoting orderly growth consistent with Brigham's present character, while being ever cognizant of balancing services and taxation.



## **9.4 Plan Adoption, Monitoring, Amendments, and Update**

### **9.4.1 Plan Adoption**

In order to implement this plan, it must be adopted by the Town Plan Commission. After the Commission adopts the plan by resolution, the Town Board must adopt the plan by ordinance. This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions.

### **9.4.2 Plan Use and Evaluation**

The Town of Brigham will base all of its land use decisions against this plan's goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

The town can expect change in the years to come. Although this plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the town. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The plan should be evaluated at least every 5 years and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan's vision, and its goals and objectives. The evaluation should also include an update of the 5-Year Action Plan located within this chapter.

### **9.4.3 Plan Amendments**

The Town of Brigham Comprehensive Plan may be amended at any time by the Town Board following the same process to amend the plan as it originally followed when it was initially adopted regardless of how minor the amendment or change is.

Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. Any proposed amendments shall be submitted to the Plan Commission for their review and recommendations prior to consideration by the Town Board for final action.

### **9.4.4 Plan Update**

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years.

### **9.4.5 Enactment**

Upon enactment of this plan, all zoning recommendations, official mapping, and subdivision regulation decisions shall be consistent with this plan. This statement reinforces the intent that the plan shall be followed regardless of how one interprets the "2010 clause" within statutes.

## **9.5 Five-Year Action Plan**

This 5-Year Action Plan provides a summary list and work schedule of short-term actions that the town should complete as part of the implementation of the Comprehensive Plan. It should



be noted that many of the actions require considerable cooperation with others, including the citizens of Brigham, town Committees, town staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the town. This table should be updated every five years.

What	Who	When
Review and update existing town Building Site and Land Division Ordinances to reflect concepts outlined in this plan.	Plan Commission/Town Board	2019
Consolidate all short-term public improvements funding into a CIP (replacing the TIP).	Town Board	2020
Discuss intergovernmental boundary agreement with the Village of Barneveld	Town Board	2020

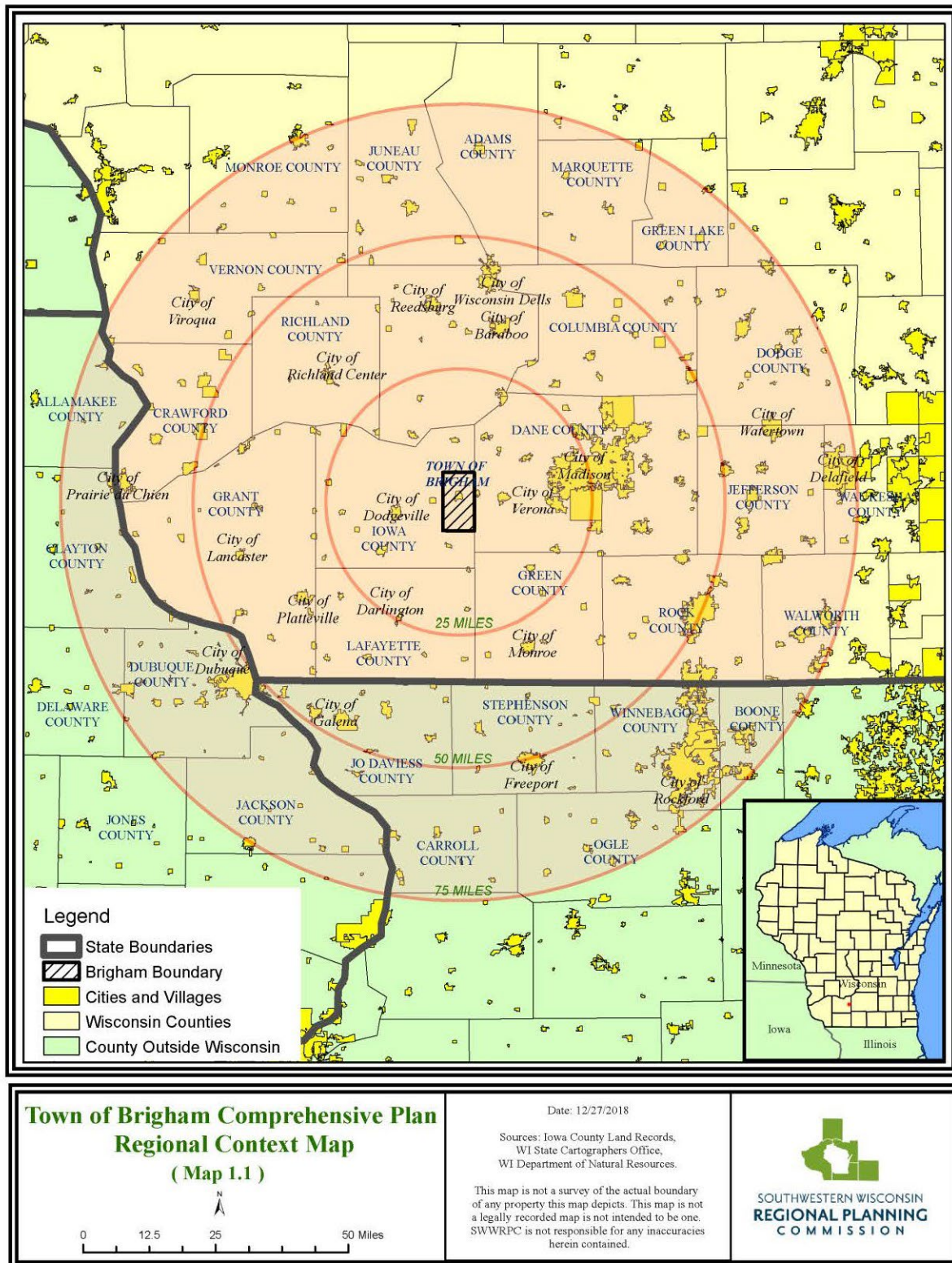
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# Appendices

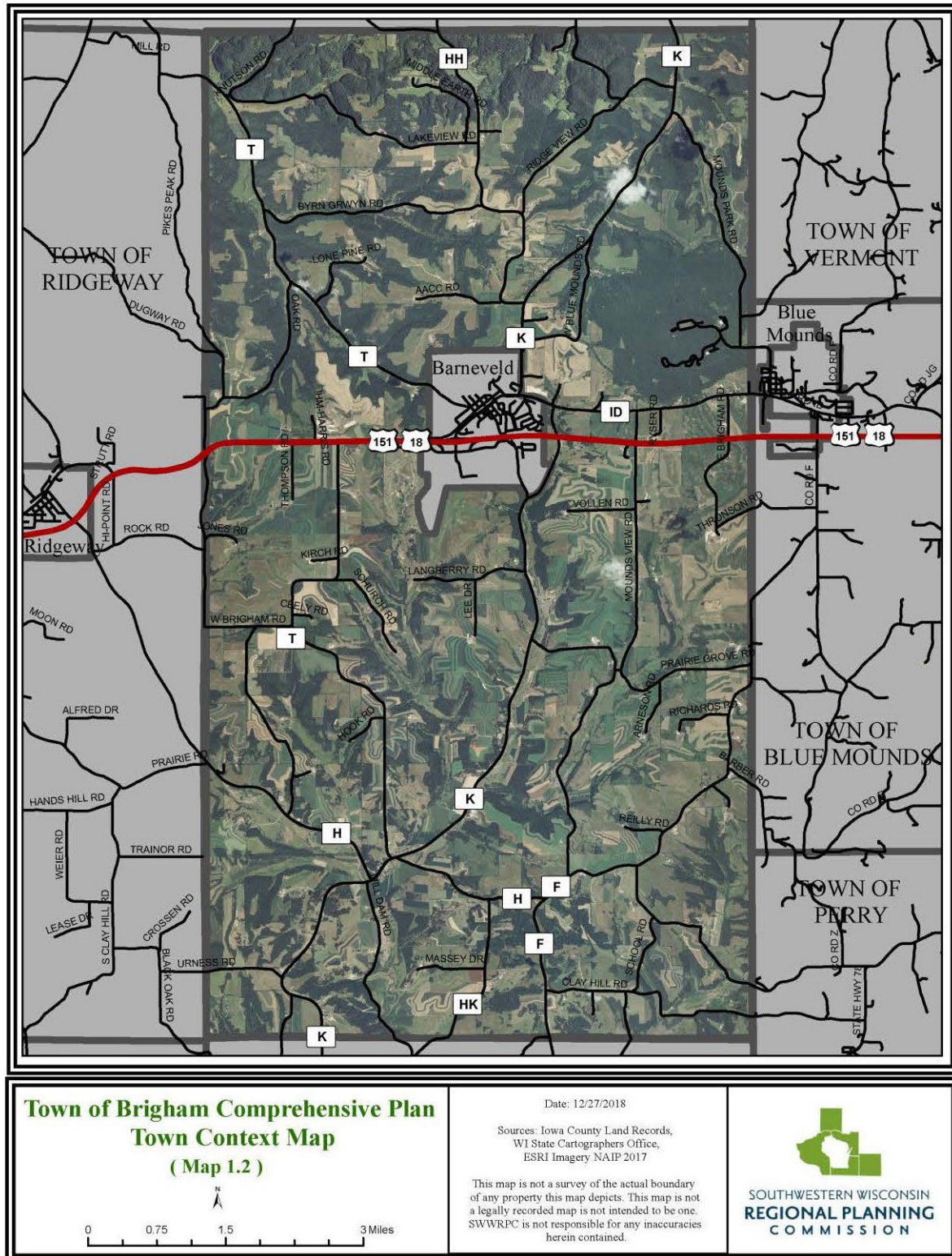
## Appendix A: Maps

### Map 1.1: Regional Context

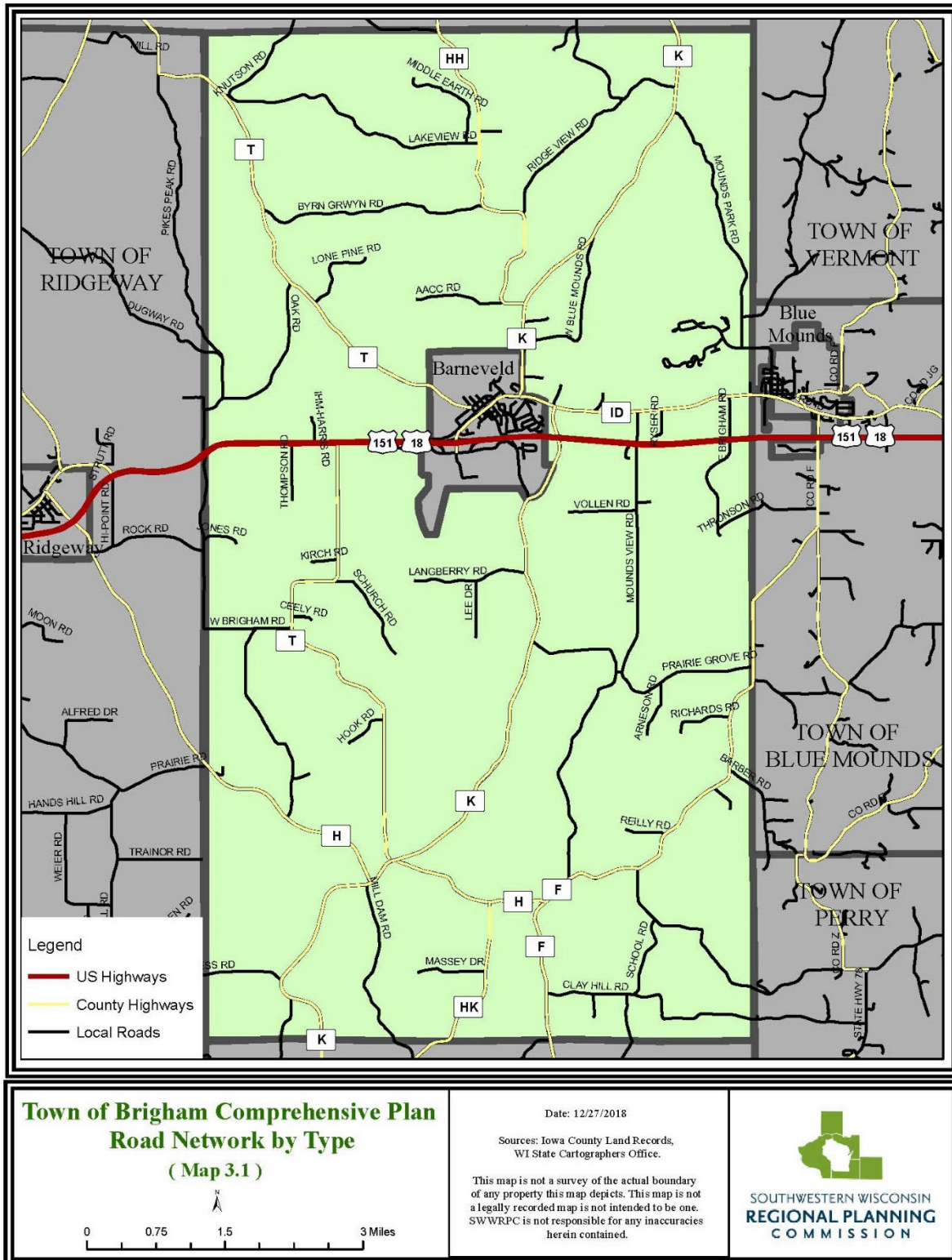




**Map 1.2: Town Context Map**

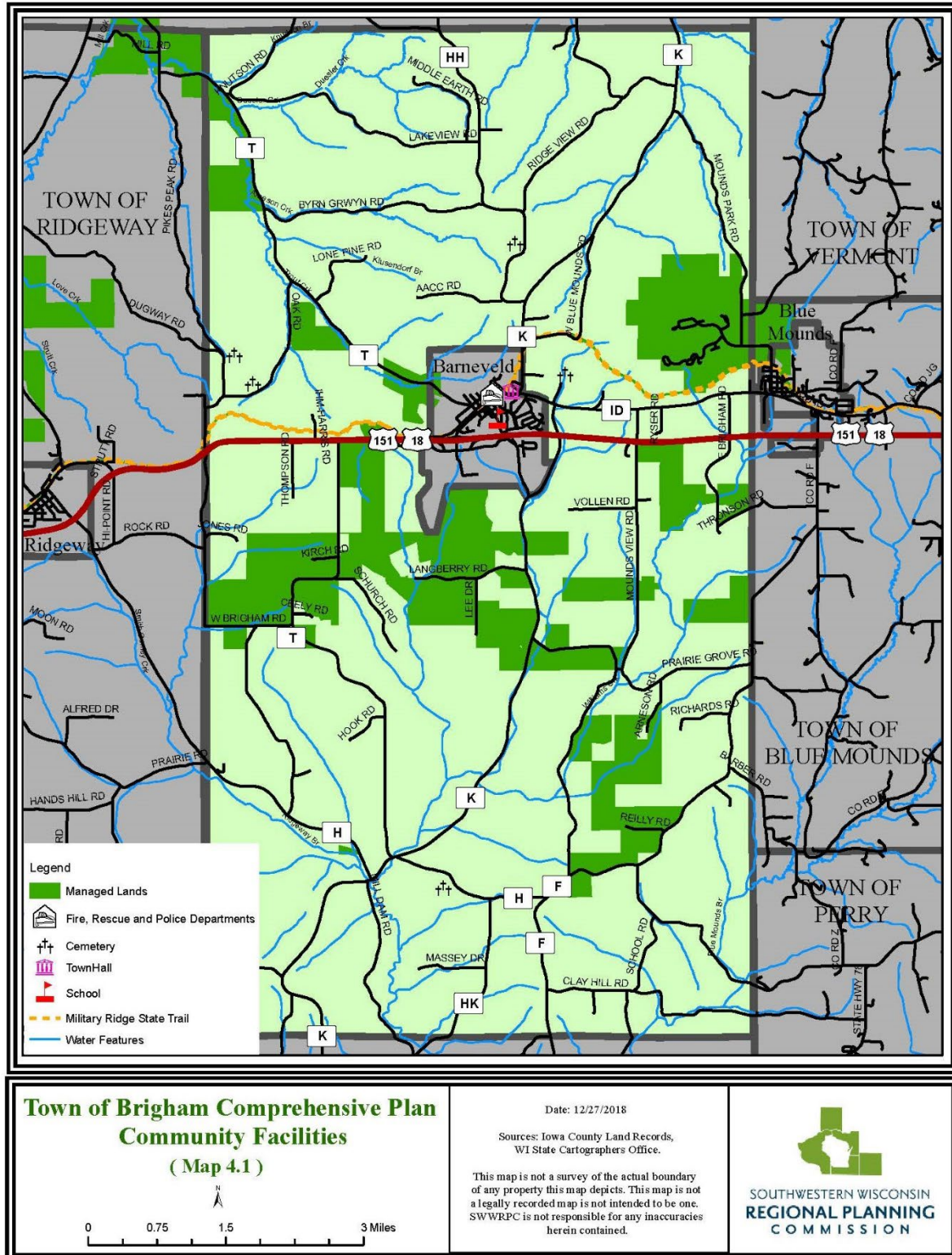


**Map 3.1: Road Network by Type**

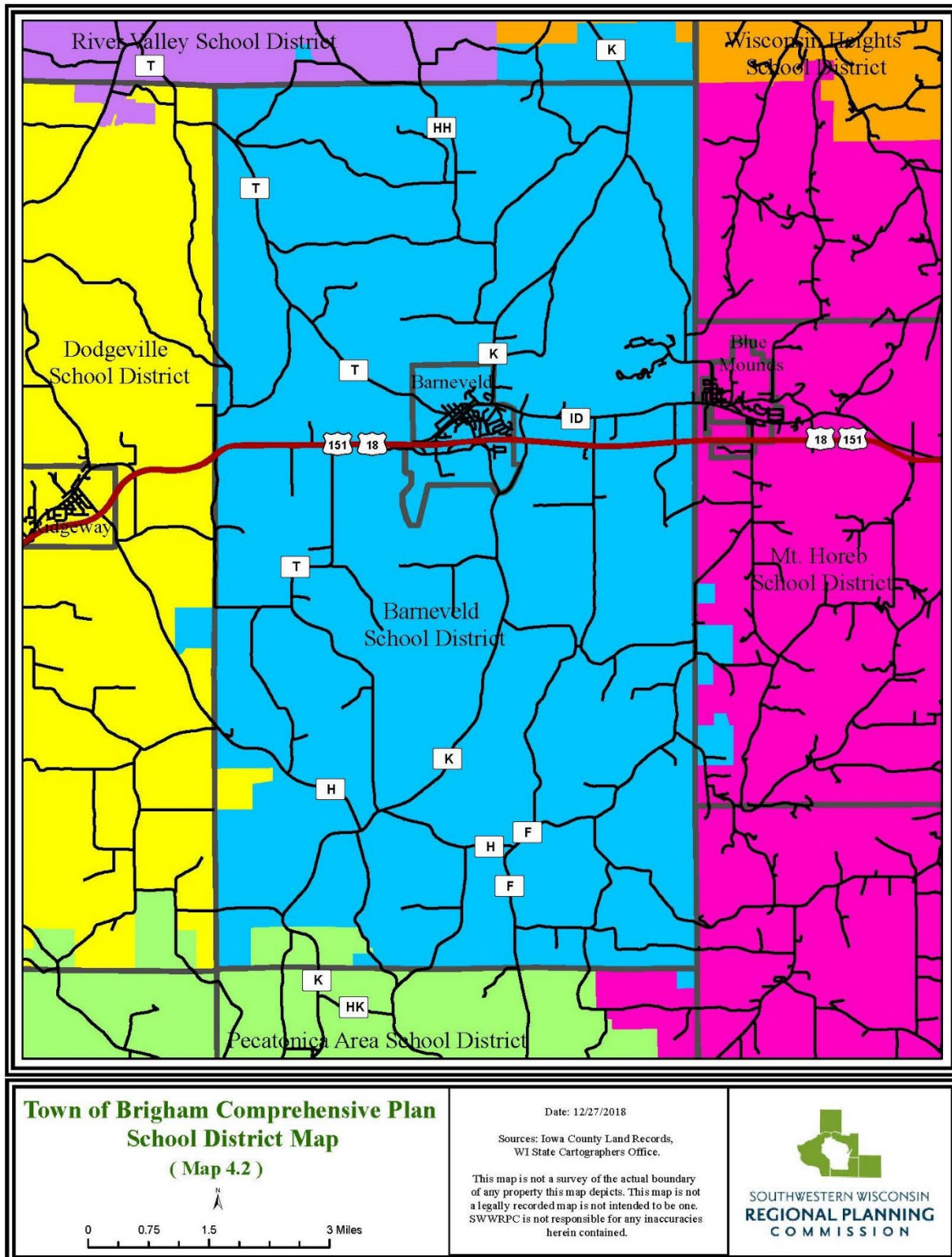




**Map 4.1: Community Facilities**

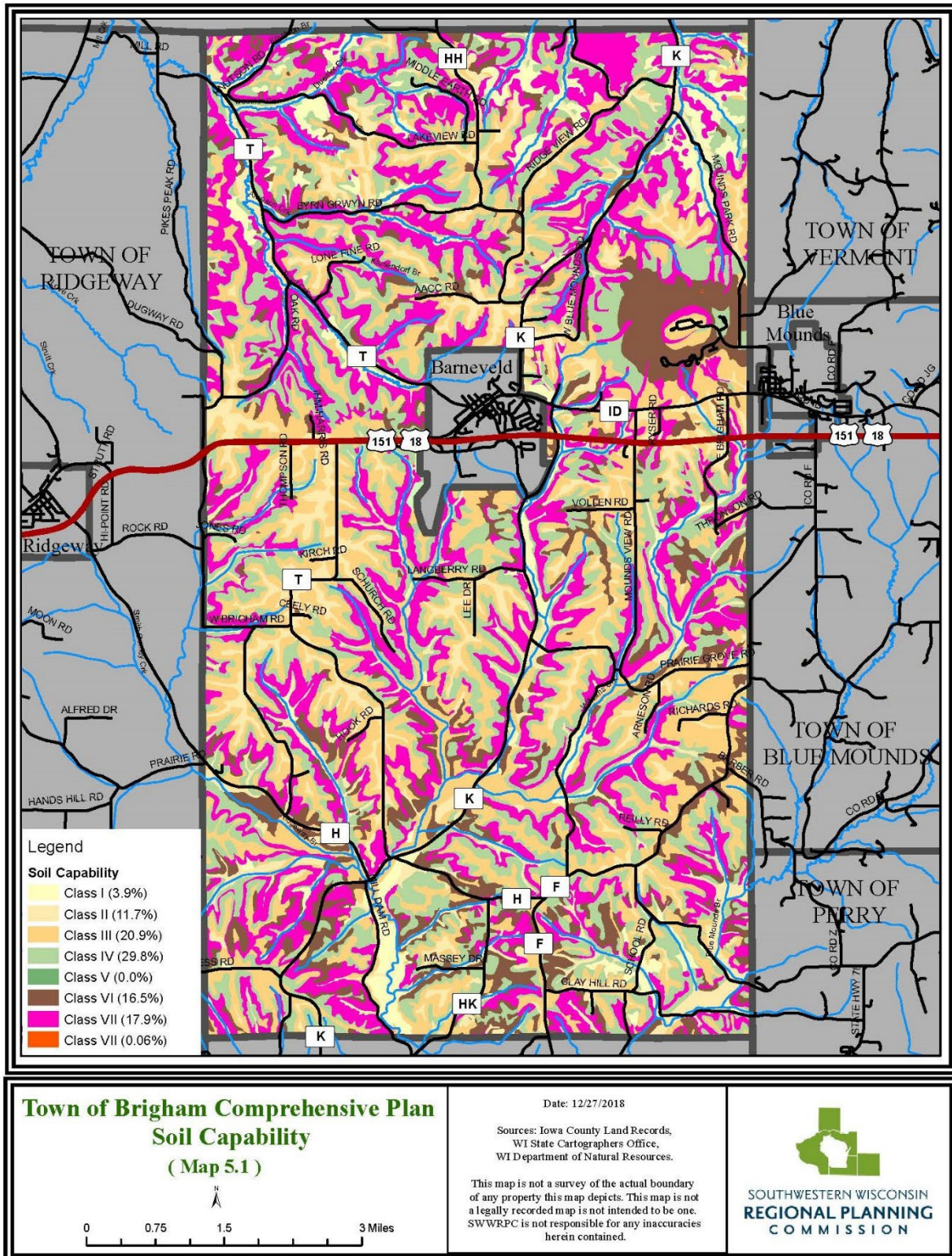


**Map 4.2: School District**



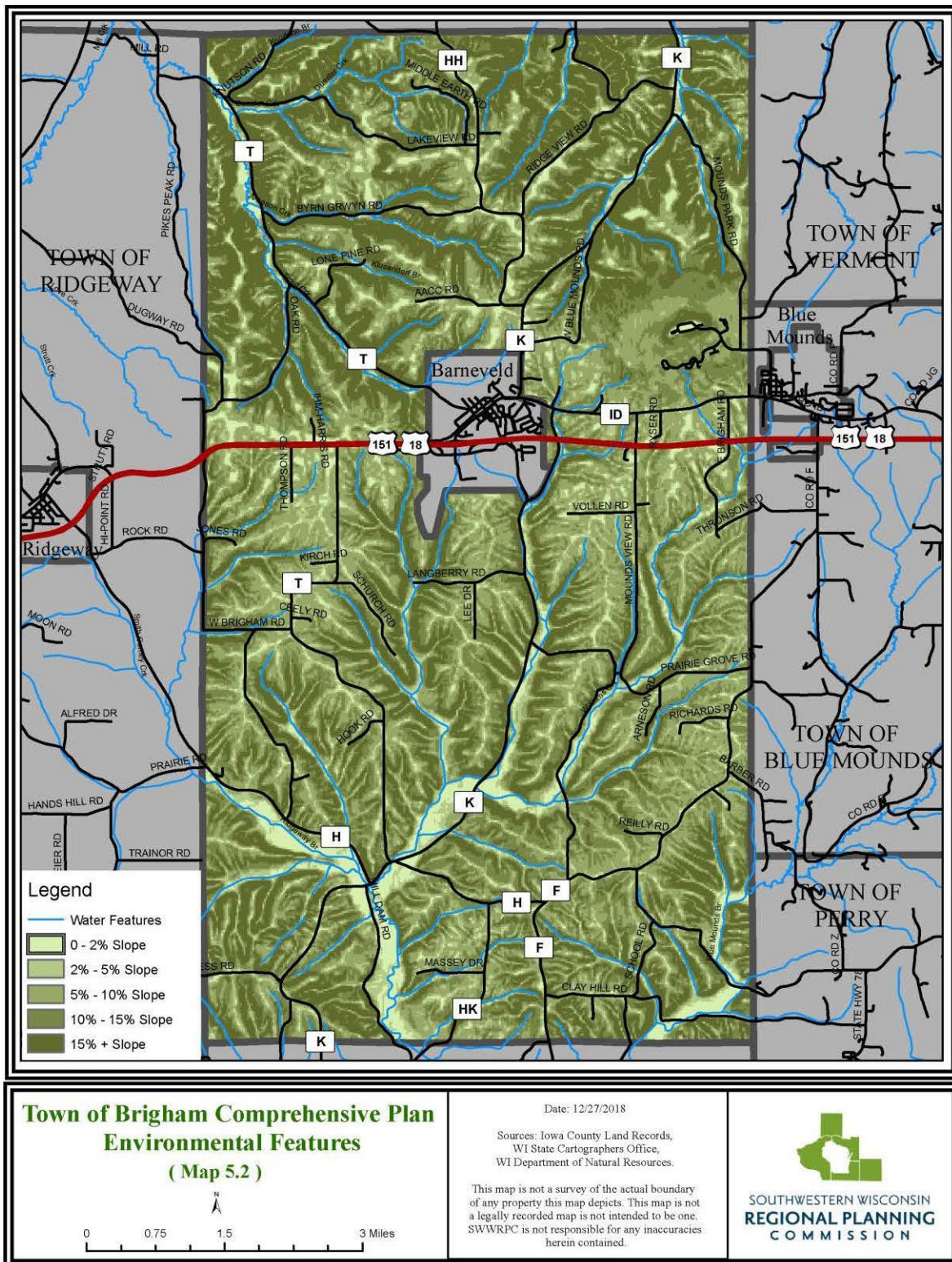


**Map 5.1: Soil Classifications by Capability**



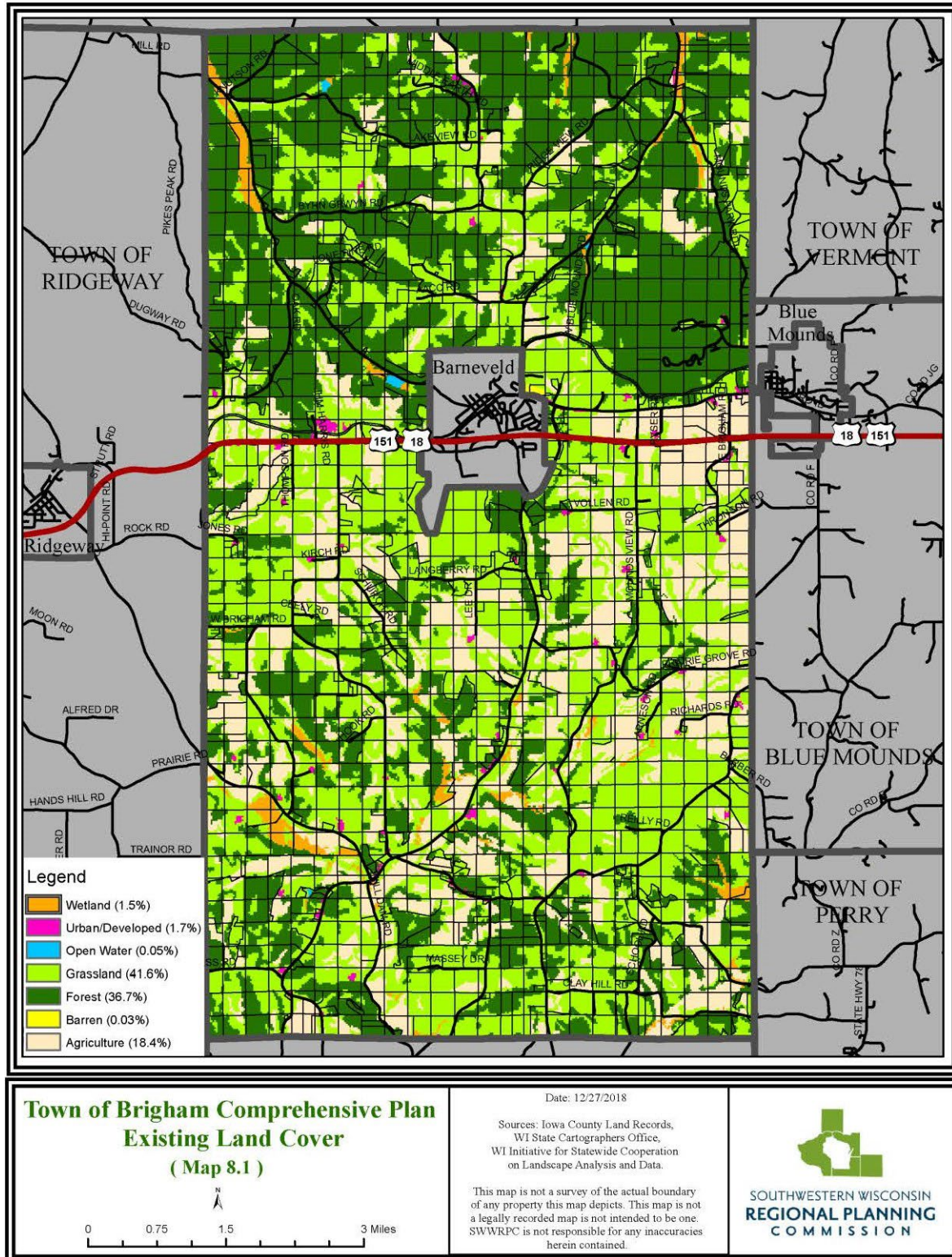


**Map 5.2: Environmental Features**



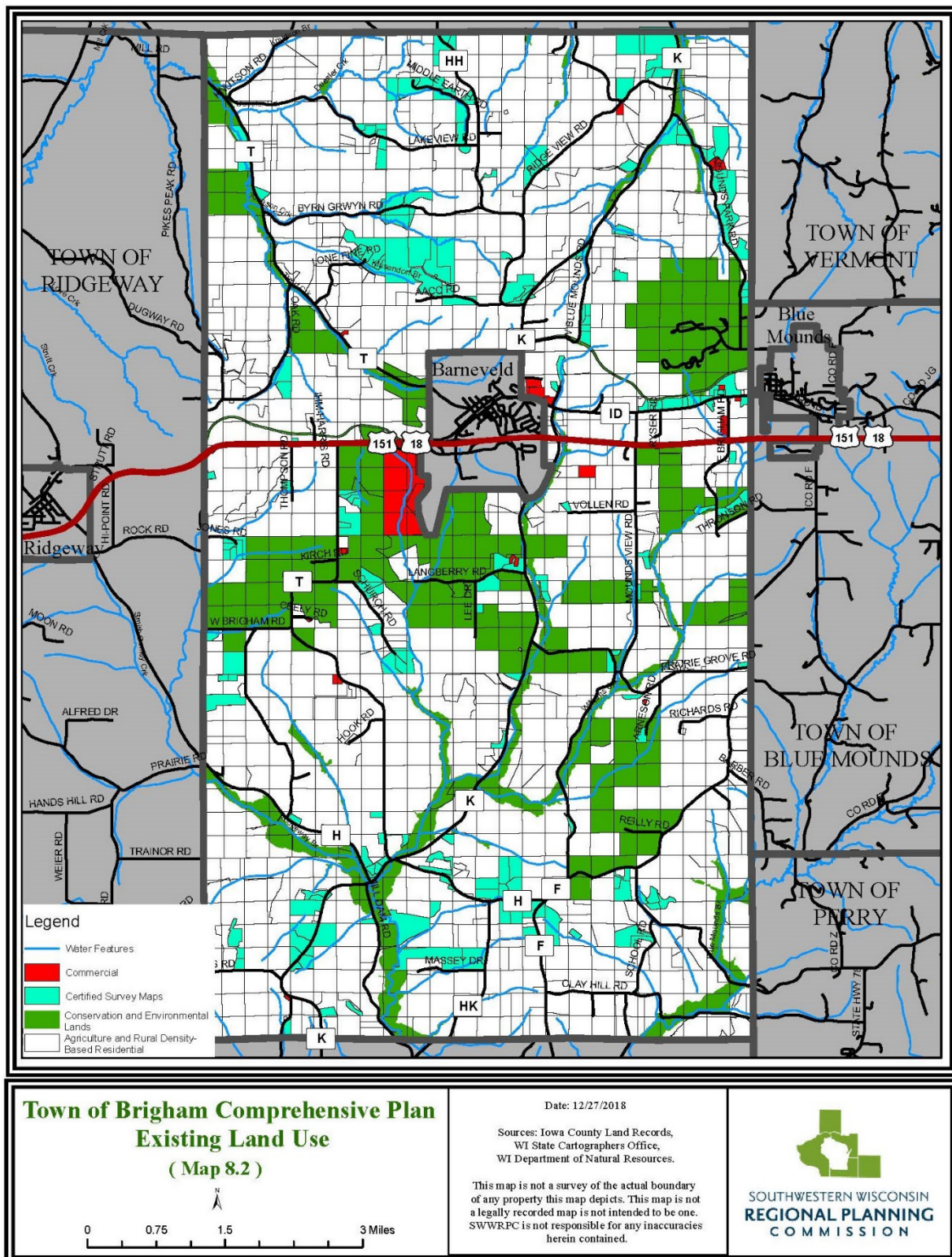


**Map 8.1: Existing Land Cover**

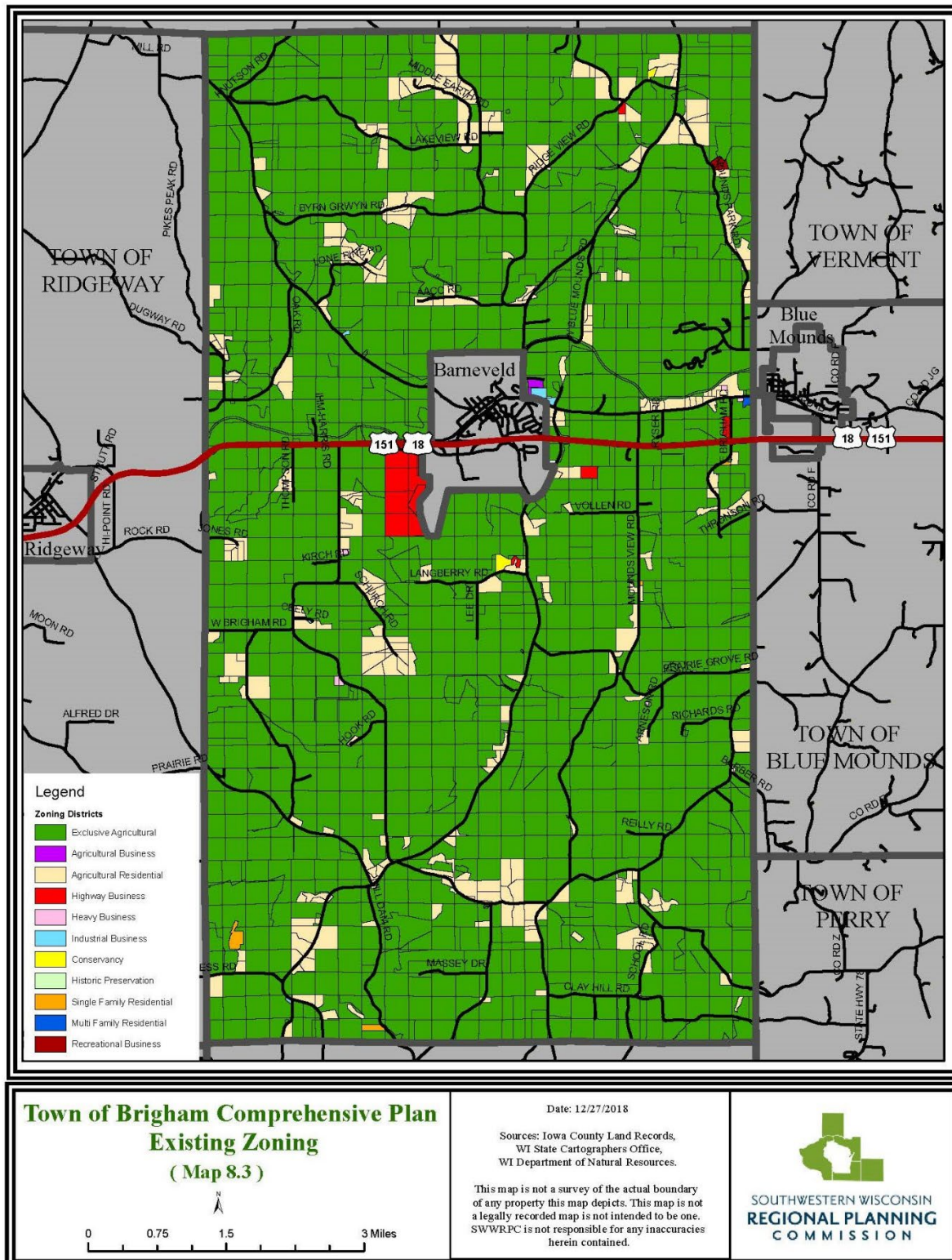




**Map 8.2: Existing Land Use**

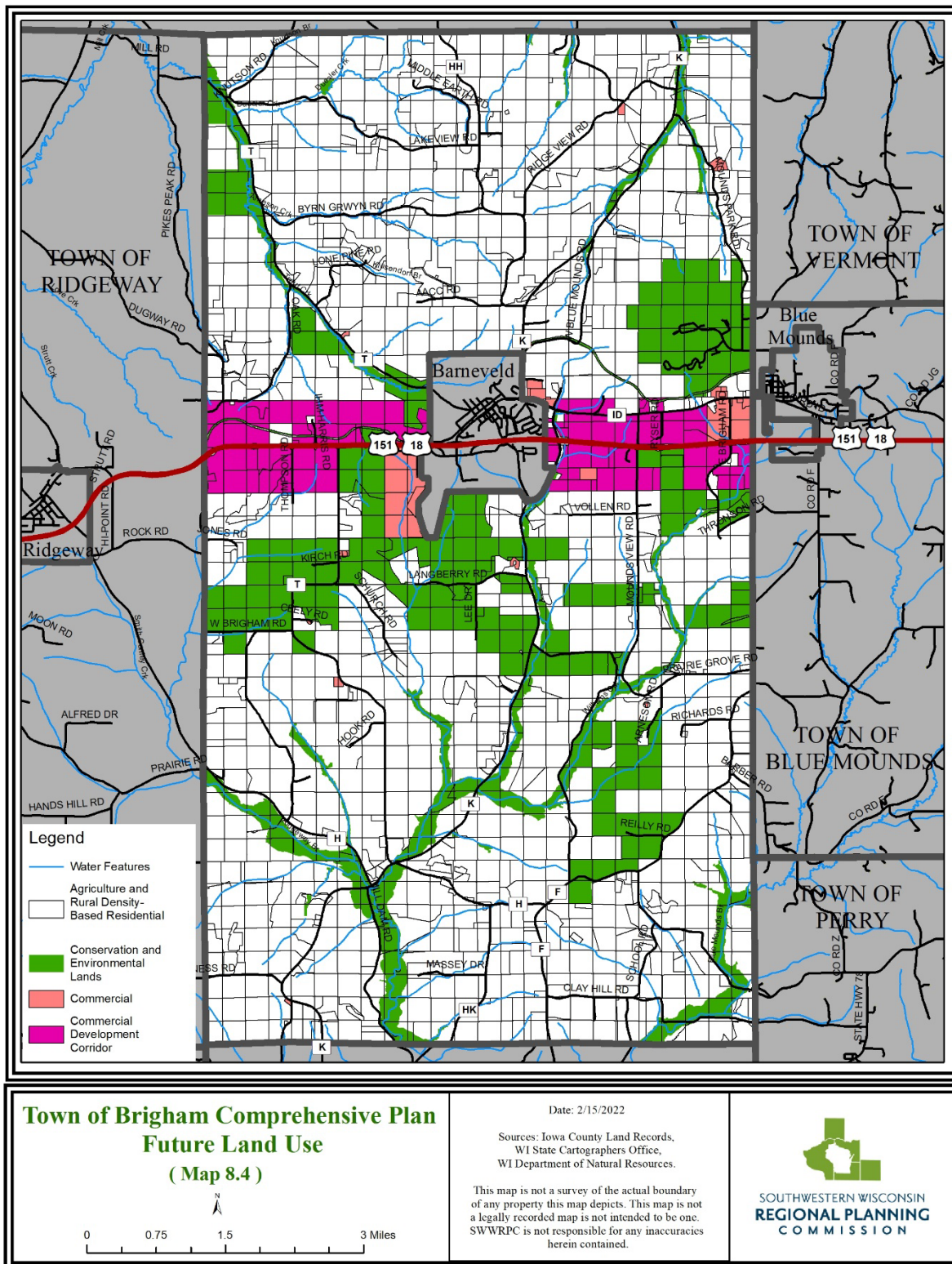


**Map 8.3: Existing Zoning**





**Map 8.4: Future Land Use**



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## Appendix B: Community Survey

### 2018 Community Survey

# Town of Brigham Community Survey

March 13, 2018

Full Results



PLANNING ASSISTANCE PROVIDED BY



SOUTHWESTERN WISCONSIN  
**REGIONAL PLANNING**  
COMMISSION

*The following are the full results of the Town of Brigham Community Survey. This survey was conducted by the Southwestern Wisconsin Regional Planning Commission in coordination with the Town of Brigham.*

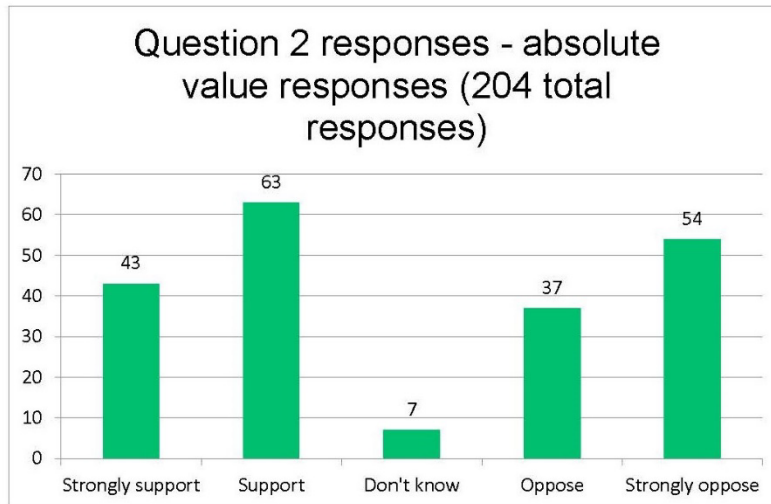
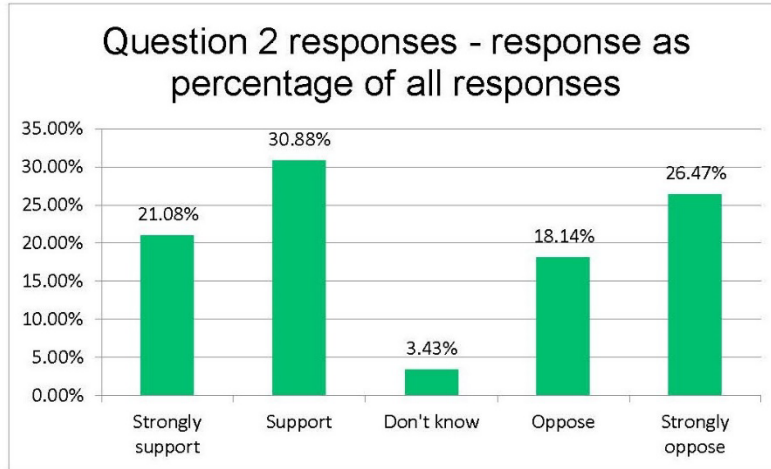
*The survey was open from February 9<sup>th</sup> to March 10<sup>th</sup>, 2018. It received a total of 204 responses out of 507 recipients, for a 40% response rate.*

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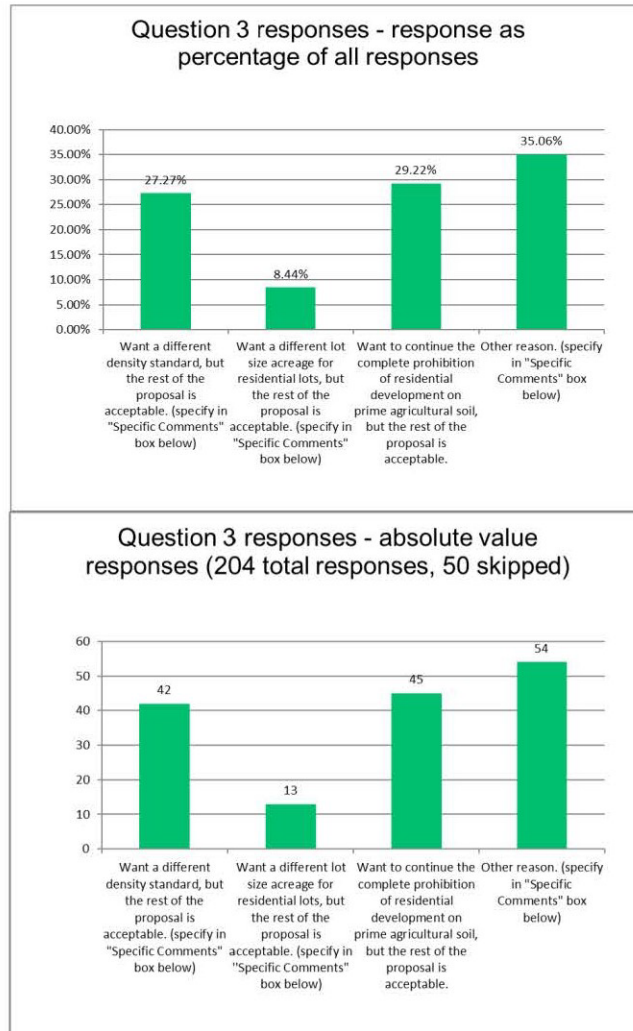
**Question 2:** Currently, the Town of Brigham has a 5-acre minimum lot size for residential lots, prohibits residential development on prime agricultural soils, and does not have a density standard. See maps and explanation. Would you support the following recommendation of the two ad hoc committees appointed by the town board?

- Brigham should institute a density standard of 35 acres, with
- Reducing minimum lot size to 2 acres, and
- Relaxing the restrictions on residential development on prime agricultural soils to allow reasonable exceptions.

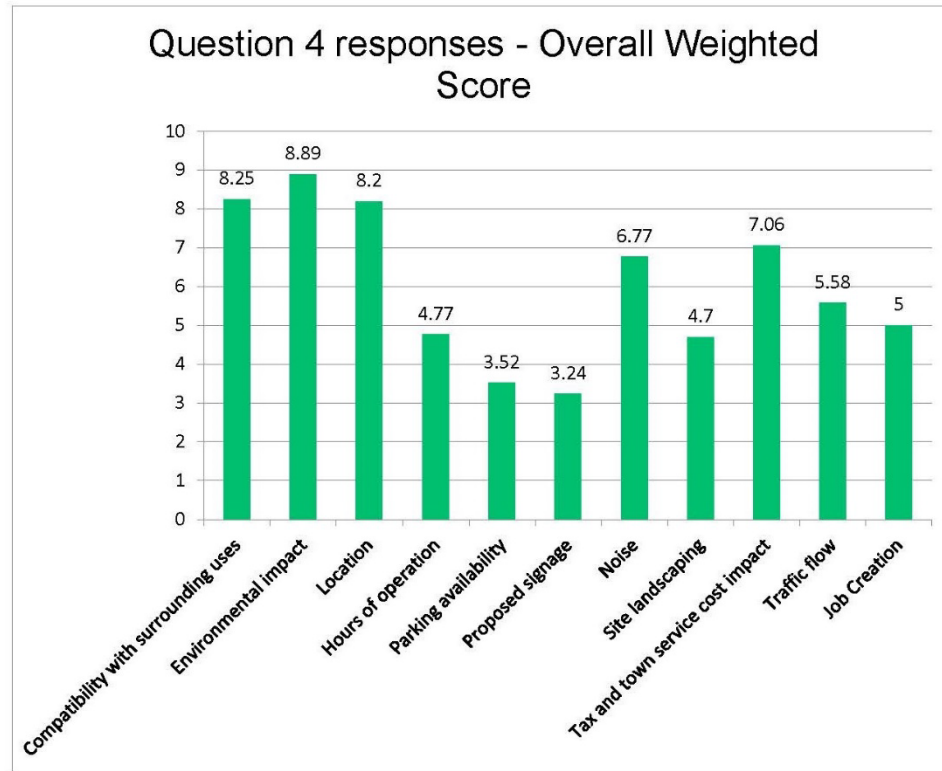


**Question 3:** If you do not strongly support the proposal in question 2, please choose ONE reason below:

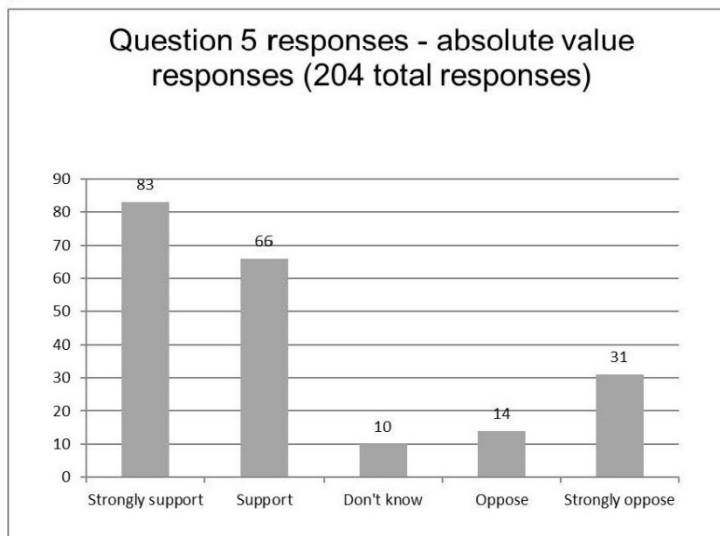
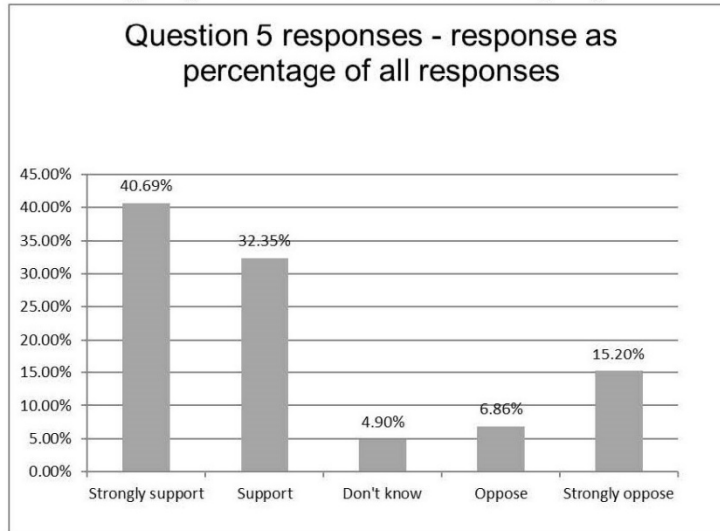
- Want a different density standard, but the rest of the proposal is acceptable. (Specify in "Specific Comments" box below)
- Want a different lot size acreage for residential lots, but the rest of the proposal is acceptable. (Specify in "Specific Comments" box below)
- Want to continue the complete prohibition of residential development on prime agricultural soil, but the rest of the proposal is acceptable.
- Other reason. (Specify in "Specific Comments" box below)



**Question 4:** The following factors are often taken into consideration for NON-FARM commercial or industrial development. Rank these from 1 to 11, with 1 being most important and 11 being least important. See Appendix B for complete results.



**Question 5:** Would you support the Town of Brigham taking over some maintenance responsibilities as it relates to the potential improvements of Birch Lake starting in 2019? The maintenance would include mowing, beach maintenance, driveway and parking lot maintenance, etc. Current estimated costs are approximately \$6,000 to \$8,000 per year, or \$10 to \$14 per year of the average Brigham tax bill taken from the existing budget.



## Appendix C: Existing Conditions Data

### Sensitive Species<sup>34</sup>

Scientific Name	Common Name	WI Status	Federal Status	Group
<i>Aflexia rubranura</i>	Red-tailed Prairie Leafhopper	END		Leafhopper
<i>Ammodramus henslowii</i>	Henslow's Sparrow	THR	SCO	Bird
<i>Arnoglossum plantagineum</i>	Prairie Indian-plantain	SC		Plant
<i>Asclepias lanuginosa</i>	Woolly Milkweed	THR		Plant
<i>Asclepias purpurascens</i>	Purple Milkweed	END		Plant
<i>Bartramia longicauda</i>	Upland Sandpiper	THR		Bird
<i>Bombus affinis</i>	Rusty Patched Bumble Bee	SC/FL	LE	Bee
<i>Botrychium campestre</i>	Prairie Dunewort	END		Plant
<i>Carex laevivaginata</i>	Smooth-sheathed Sedge	END		Plant~
<i>Cirsium hillii</i>	Hill's Thistle	THR	SOC	Plant
<i>Cypripedium candidum</i>	White Lady's-slipper	THR		Plant~
Dry prairie	Dry Prairie	NA		Community
Dry-mesic prairie	Dry-mesic Prairie	NA		Community
<i>Echinacea pallida</i>	Pale Purple Coneflower	THR		Plant
<i>Empidonax virescens</i>	Acadian Flycatcher	THR		Bird
<i>Gastrocopta procera</i>	Wing Snaggletooth	THR		Snail
<i>Hendersonia occulta</i>	Cherrystone Drop	THR		Snail
<i>Kansendria kansiensis</i>	A Leafhopper	SC/N		Leafhopper
<i>Lanius ludovicianus</i>	Loggerhead Shrike	END	SOC	Bird
<i>Lespedeza leptostachya</i>	Prairie Bush Clover	END	LT	Plant
<i>Lithobates palustris</i>	Pickerel Frog	SC/H		Frog~

<sup>34</sup> Wisconsin Department of Natural Resources. Natural Heritage Inventory. <https://dnr.wi.gov/NHI/data.asp>.



Scientific Name	Common Name	WI Status	Federal Status	Group
Mesic prairie	Mesic Prairie	NA		
Napaea dioica	Glade Mallow	SC		Plant~
Pedimelum esculentum	Prairie Turnip	SC		Plant
Phemeranthus rugospermus	Prairie Fame-flower	SC		Plant
Prenanthes aspera	Rough Rattlesnake-root	END		Plant
Prenanthes crepidinea	Nodding Rattlesnake-root	END		Plant~
Schinia lucens	Leadplant Flower Moth	SC/N		Moth
Setophaga cerulea	Cerulean Warbler	THR	SOC	Bird
Setophaga citrina	Hooded Warbler	THR		Bird
Southern dry-mesic forest	Southern Dry-mesic Forest	NA		
Speyeria idalia	Regal Fritillary	END	SOC	Butterfly
Sturnella neglecta	Western Meadowlark	SC/M		Bird
Vireo bellii	Bell's Vireo	THR		Bird

#### Wisconsin Architecture and History Inventory (AHI)

AHI #	Location	Historic Name
201004	4046 Meyer Rd	
201006	4046 Meyer Rd	
201021	3820 County Highway K	Thousand Farmstead Dairy Barn
47572	4350 County Highway K	Cassidy Farmstead
162401	2991 County Highway K	
220292	8875 County Highway ID	Helmenstine Farmstead – Granary
201002	8875 County Highway ID	Helmenstine Farmstead – Dairy Barn
162402	County Highway K, 1.4 mi N of County Highway H	Williams Creek Bridge
220509	4104 Ihm-Harris Rd	Evan D. Evans Privy

200981	8875 County Highway ID	Helmenstine Farmstead – House
200741	4104 Ihm-Harris Rd	Evan D. Evans Barn
220290	8875 County Highway ID	Helmenstine Farmstead – Horse Barn
2200293		Helmenstine Farmstead – Garage
220319		Helmenstine Farmstead – Pole Barn
201008	3820 County Highway K	William Thousand Farmhouse
47052	County Highway H, N side, 0.2 mi W of County Highway HK	
47053	County Highway H, S side, 0.7 mi E of County Highway HK	Middlebury Methodist Church
47055	Urness Rd, N side, 0.2 mi W of County Highway K	Urness School – District 16
47057	Clay Hill Rd, S side, 0.3 mi E of County Highway F	AADE Aadereson Brattlie House
47061	NE corner of Clay Hill Rd and School Rd	
47062	Mill Dam Rd, W side, 0.2 mi N of County Highway HK	
47221	Blue Mounds State Park – Park Shelters	
47222	BOE – Harris Rd, left fork, 0.25 mi N of US Highway 18/151	Evan D. Evans House
47223	S side of US Highway 18/151, E of County Highway T	
47225	S side of US Highway 18/151 over Dane/Iowa County Line	John Adams House (Walsh House)
47226	NW corner of County Highway K and Langberry Rd	Jones Valley School
47228	County Highway K, E side, 0.6 mi N of Prairie Grove Rd	
47229	NE corner of Meadow Grove and Prairie Grove Rds	Meadow Grove school, District 12
47233	See additional comments	Elmer Bruflat Farm
47238	County Highway K, W side, 0.2 mi N of County Highway T	William H. Jones House
47239	County Highway K, W side, 0.7 mi S of Prairie Grove Rd	
47240	County Highway T, N side, at NW corner of County Highway K	
47245	County Highway K, W side, 1.3 mi N of County Highway T	Evan Jones House
47333	County Highway HH, W side, ½ mi N of Byrn Grwyn Rd	
47335	Meadow Vale Rd, ½ mi NW of Ridgeview Rd	
47336	Ridgeview Rd, N side, 0.2 mi SW of Meadow Vale Rd	
47337	Byrn Grwyn Rd, N side, 0.3 mi E of County Highway T	

67286	Mounds Park Rd	WIBA Radio Tower
89885	7777 US Highway 18/151	Thomas Stone Barn
96375	Clay Hill Rd	
102924	8180 Langberry Rd	

DRAFT AMENDMENT - REVISED 11/15/2022

## Appendix D: Recommending Resolution

Resolution No. 2019-002

A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO  
THE TOWN OF BRIGHAM COMPREHENSIVE PLAN

WHEREAS, the Town of Brigham, Wisconsin, pursuant to the Sections 60.10(2)(c), 62.23, 61.35, 61.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on May 14<sup>th</sup>, 2008, and

WHEREAS, the Town of Brigham is hereby updating the Town's Comprehensive Plan to update sections on agriculture, economic development, and land use based on public comment; and

WHEREAS, the Town of Brigham plan commission finds that the Town of Brigham Comprehensive Plan, addresses all of the required elements specified in Section 66.1001 (2) of the Statutes and that the Comprehensive Plan, with the proposed amendment, is internally consistent; and

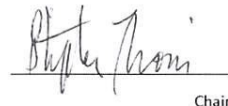
WHEREAS, the Town has duly noticed and held a public hearing on the proposed amendment and plan update, following procedures in Section 66.1001 (4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Town Board through Resolution No. \_\_\_\_\_.

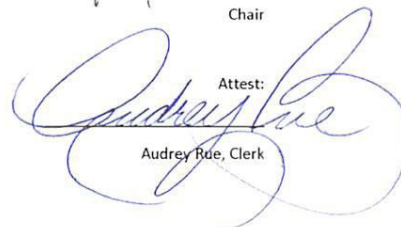
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001 (4)(d) of the Statutes, the Town of Brigham Plan Commission hereby adopts this Resolution approving Amendment NO. 1 as the 10-year update to the Town of Brigham Comprehensive Plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an ordinance adopting Comprehensive Plan Amendment No. 1.

Adopted by the Town of Brigham Plan Commission this 19<sup>th</sup> day of February, 2019.

Ayes 3 Nays 2 Absent 0

  
Chair

  
Attest:  
Audrey Rue, Clerk

## Appendix E: Ordinance for Adoption

Ordinance No. 7:02

### AN ORDINANCE ADOPTING UPDATES AND AMENDMENTS TO THE COMPREHENSIVE PLAN FOR THE TOWN OF BRIGHAM, IOWA COUNTY, WISCONSIN

The Town Board of Supervisors of the Town of Brigham, Iowa County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Section(s) 62.23 of the Wisconsin Statutes, the Town of Brigham is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board, by the enactment of an ordinance, formally adopted the document titled Town of Brigham Comprehensive Plan as the Town's comprehensive plan on May 14<sup>th</sup>, 2008.

SECTION 3. The Plan Commission, by a majority vote of the entire Commission at a meeting held on February 19<sup>th</sup>, 2019, recommended to the Town Board the adoption of updates and amendments to the comprehensive plan for the purpose of updating and amending the plan as required under Wis. Stat sec. 66.1001(2)(i).

SECTION 4. The Town publish a Class 1 public notice and held a public hearing regarding the plan amendment.

SECTION 5. The Town Board of the Town of Brigham, Iowa County, Wisconsin hereby adopts the proposed plan updates and amendments.

SECTION 6. The Town Clerk is directed to send a copy of this ordinance and the plan updates and amendments to the parties listed in Section 66.1001(4)(b) of the Wisconsin Statutes.

SECTION 7. This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication as required by law.

Adopted and approved this 19<sup>th</sup> day of February, 2019.

Attest:

  
Audrey Rue, Clerk

  
Jason Carden, Town Board Chair

Date Adopted: 3-5-2019  
Date Recorded: 3-5-2019  
Date Published: 3-26-2019  
Effective Date: 3-27-2019