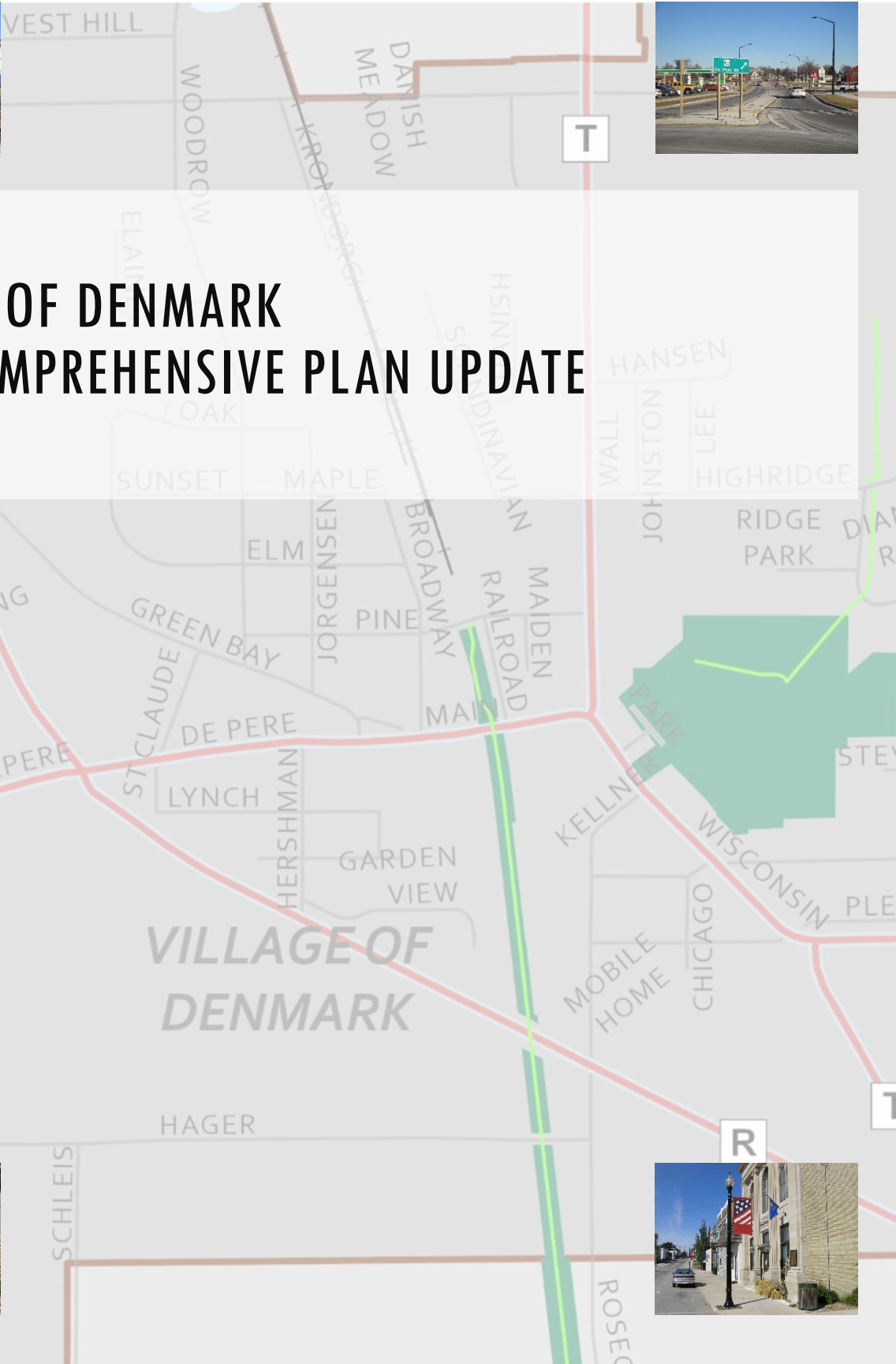




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VILLAGE OF DENMARK 2040 COMPREHENSIVE PLAN UPDATE



Village of Denmark

2040 Comprehensive Plan Update

Adopted: June 14, 2021

Brown County Planning Commission Staff

Cole Runge, Planning Director
Lisa Conard, Principal Planner
Tim Reed, Senior Planner
Devin Yoder, Senior Planner
Todd Mead, Senior Planner
Jeff DuMez, LIO Coordinator
Karl Mueller, Planner
Ker Vang, Senior Planner
Kathy Meyer, Administrative Coordinator
Anly Castro, Administrative Secretary

Brown County Planning Commission
Planning and Land Services
305 E. Walnut Street, Room 320
Green Bay WI 54301
Phone: (920) 448-6480
Fax: (920) 448-4487

Web: <https://www.browncountywi.gov/departments/planning-and-land-services/general-information/>



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Village Board Members

Susan Selner – Village President
Mary Jo Bielinski – Trustee
Paul Hargarten – Trustee
Deb Kralovetz – Trustee
Josh Leiterman – Trustee
Vince Wertel – Trustee
Gregory Mleziva – Former Village President
Leah Goral – Former Trustee

Village Staff

Sherri Konkol – Clerk-Treasurer
Roxanne Olson – Deputy Clerk-Treasurer
Erika Thronson – Public Works Director
Ralph Witte – Building Inspector/Zoning Administrator
Kim Coogle – Former Treasurer
Leah Goral – Former Treasurer

Village Plan Commission

Melissa Konop
Debbie Kralovetz
Mary Lax
Susan Selner
Stephanie Wright
Gregory Mleziva – Former Member

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- Wisconsin Historical Society

TABLE OF CONTENTS

Chapter 1 – Issues and Opportunities	1
Chapter 2 – Land Use	17
Chapter 3 – Transportation	41
Chapter 4 – Housing	65
Chapter 5 – Economic Development	84
Chapter 6 – Utilities and Community Facilities	101
Chapter 7 – Natural, Cultural, and Agricultural Resources	121
Chapter 8 – Intergovernmental Cooperation	138
Chapter 9 - Implementation	144
Appendix A – Public Participation Process	157
Appendix B – Resolution	159
Appendix C – Adopted Ordinance	160
Appendix D – Visioning Session Results	161





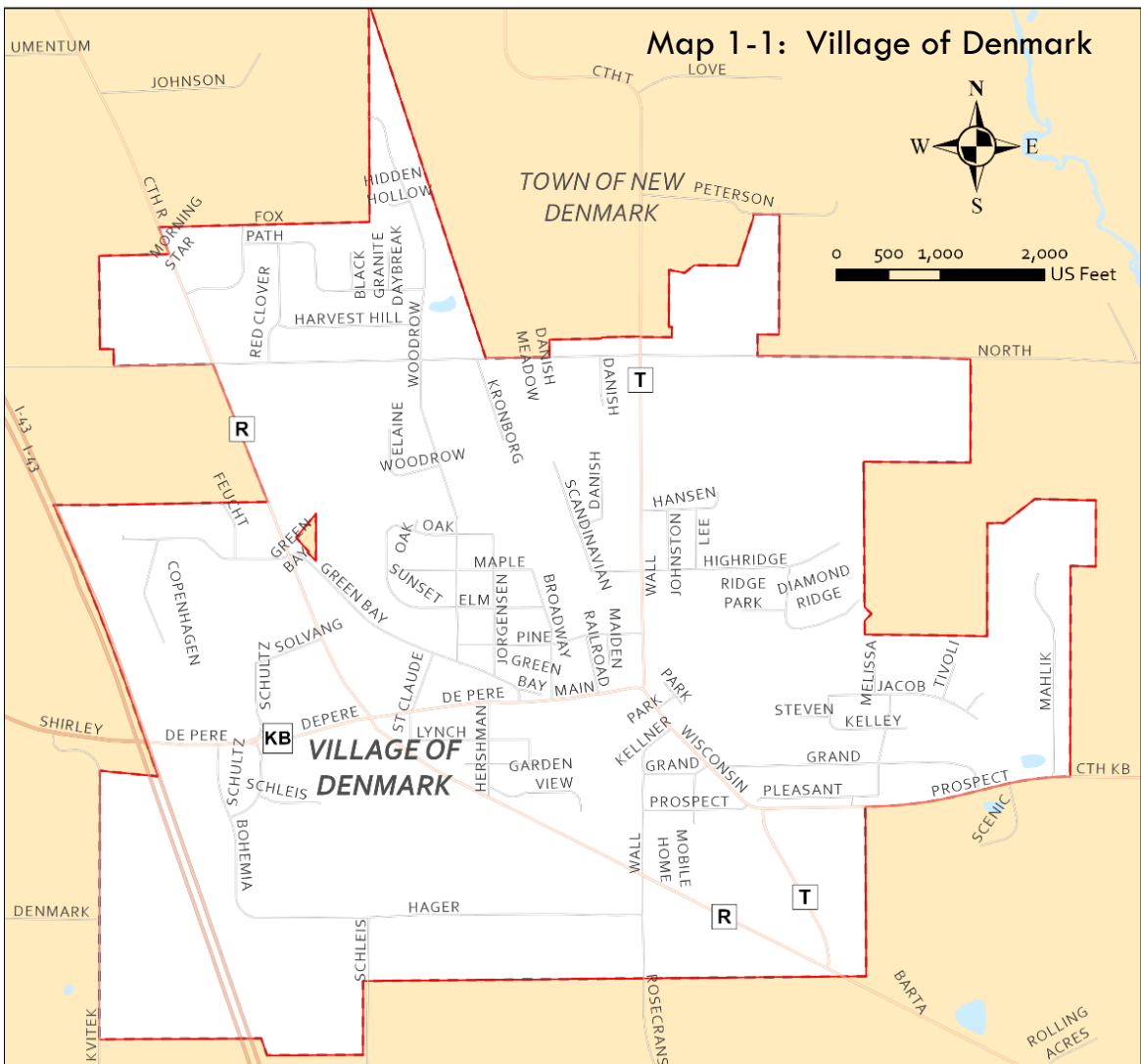
ISSUES AND OPPORTUNITIES

Chapter 01

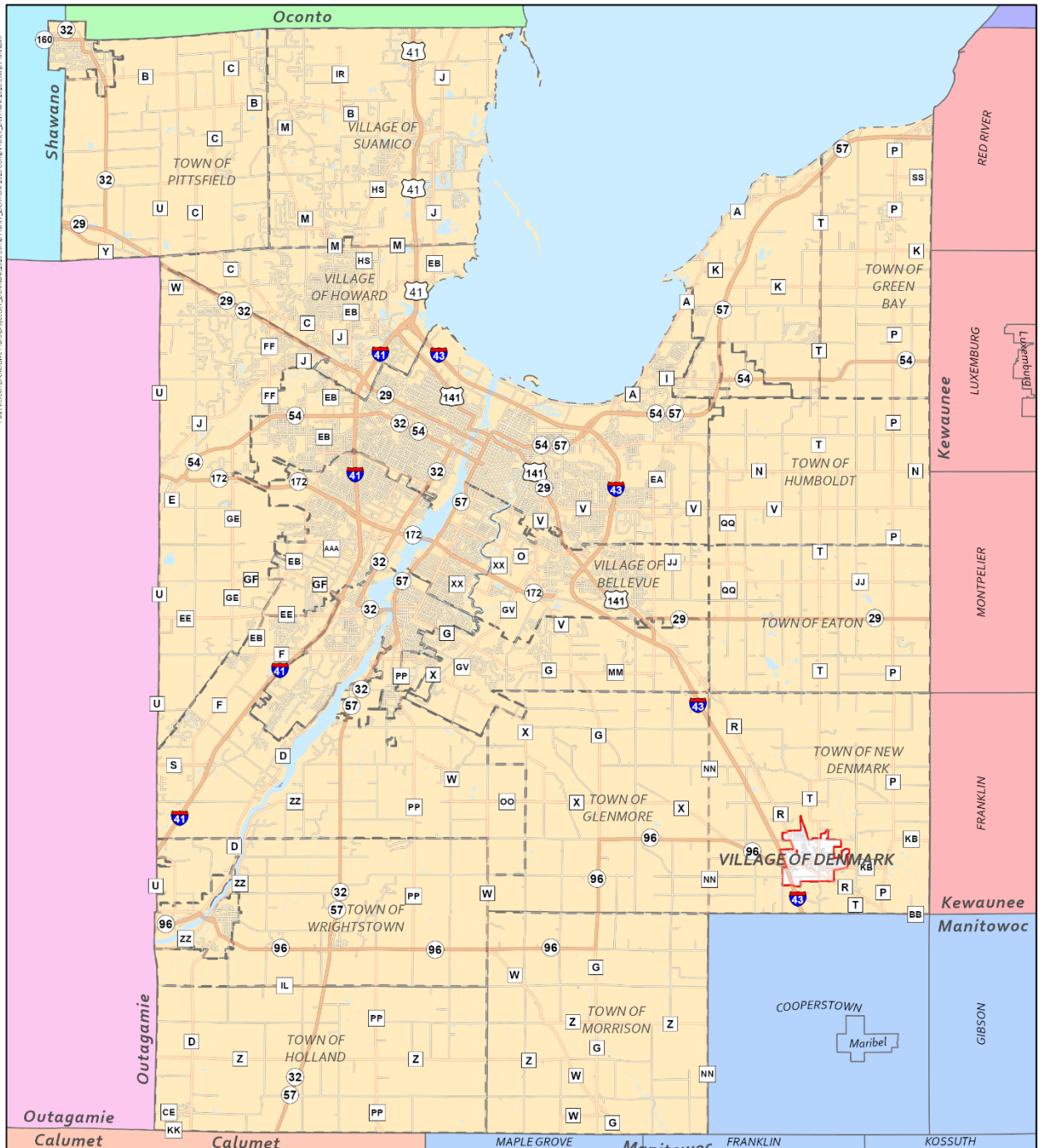
INTRODUCTION

The Village of Denmark has been a stable, growing community in southeastern Brown County. The Village of Denmark is surrounded by the largely rural and agricultural Town of New Denmark and is also immediately adjacent to both Manitowoc and Kewaunee Counties. Map 1-1 shows the Village of Denmark, and Map 1-2 (following page) shows its regional location.

The village has historically filled the needs of the surrounding farming community as a social hub and service center for daily goods and services. With a direct connection to Interstate 43, the village offers the small-town feeling while also providing quick access to the nearby Green Bay metropolitan area. Depending on local and regional economic conditions, village residents may travel to Green Bay or another city for work. As the Green Bay metropolitan area grows, the Village of Denmark will continue to be an attractive option for people desiring to live in a smaller community while working in a nearby city.



Map 1-2: Village of Denmark Regional Context



Legend

- Village of Denmark
- Other Municipalities
- Surface Water
- Street Centerline
- Interstate, U.S., State Highway

- County Highway
 - Local Road or Street
- 0 1 2 4 6 Miles



This is a compilation of records and data located in the Brown County Planning and Land Services Office, and is to be used for reference purposes only. The map is based on data sources that are believed to be accurate and reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

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COMPREHENSIVE PLANNING PROCESS

Why Have a Comprehensive Plan?

Community change is inevitable. This plan's primary purpose is to guide the village as it continually works to achieve its desired development pattern through those changes. The comprehensive planning process helps the village prepare for those changes instead of reacting to them. The key questions to address through this process are:

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

How Does A Comprehensive Plan Work?

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

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

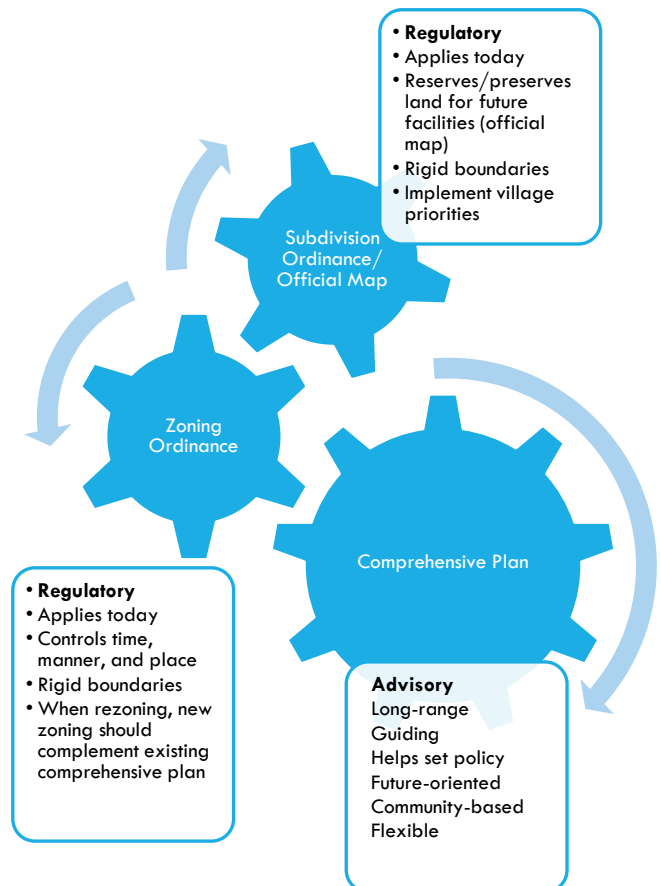
Each element covers existing conditions, goals, objectives, and strategies. The elements are all interrelated to different degrees, and the goals, objectives, and recommendations will be as well.

Taken together, these plan components will guide the Village of Denmark as it continues to change, providing balanced direction when village leadership needs to make decisions concerning current and future development.

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

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

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



The village's comprehensive plan will help inform its decisions on how to implement, and ultimately realize, its vision.

When to Use the Plan

Wisconsin State Statutes form the legal requirements around creating, adopting, and using a comprehensive plan. The Village of Denmark Comprehensive Plan is an official public document adopted by ordinance, and should be used by village staff, the planning commission, and village board members to guide decision-making when revising and administering its zoning and subdivision ordinances and official map (Wis. Stat. § 66.1001 (3)). Wisconsin Statutes also require that municipalities are consistent with their comprehensive plan when doing such things as:

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

Additionally, the village may use the comprehensive plan when applying for grants or other funding requests, or when making annexation decisions.

The plan should provide a consistent policy and vision based upon sound planning principles and residents' thoughts for how they want their community to develop over the next 20 years. This approach will help preserve community character, while achieving predictable physical development. The plan also gives private landowners, businesses, and developers a reference guide in making their own plans and decisions.

The state has listed comprehensive planning goals for attaining a desirable development pattern in Wisconsin State Statute § 1.13, listed in the right column.



In the previous comprehensive plan, Dane Haven was just identified as future residential development area.

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

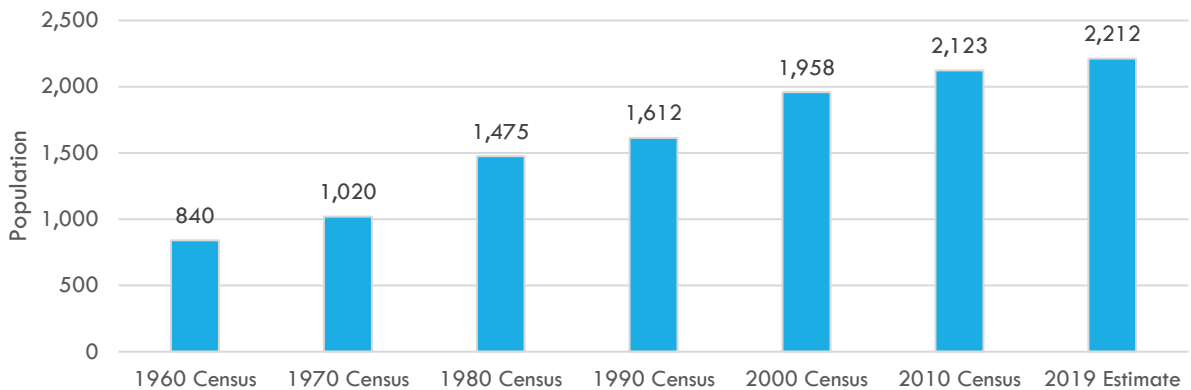
Land Use Planning Activities

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

DEMOGRAPHIC TRENDS

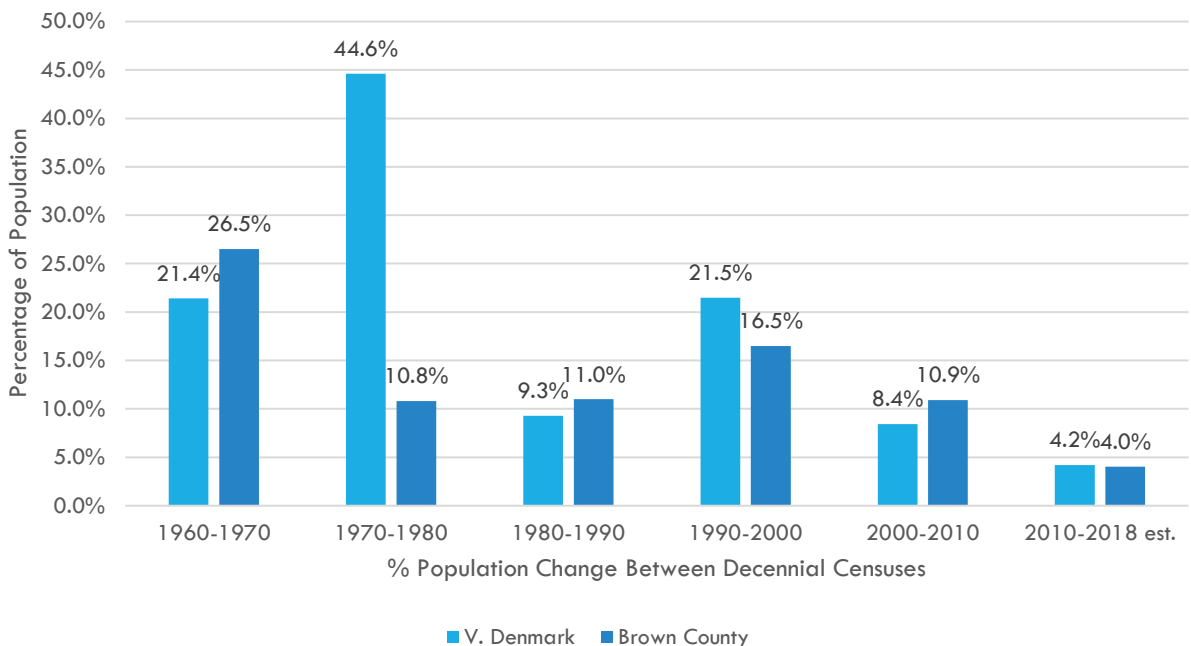
From 1960 through 2019, the Village of Denmark’s population increased from 840 residents to an estimated 2,212 residents. Between 1990 and the 2019 estimate, the Village’s population increased by 600 residents, which is an increase of 27.1 percent, though the growth rate has slowed over the last ten years. Figures 1-1 and 1-2 depict the population growth trends in the Village.

Figure 1-1: Village of Denmark Historic Growth Trend, 1960-2019 Estimate



Source: U.S. Census Bureau, Decennial Census 1960-2010, American Community Survey

Figure 1-2: Percent Population Change, 1960-2010



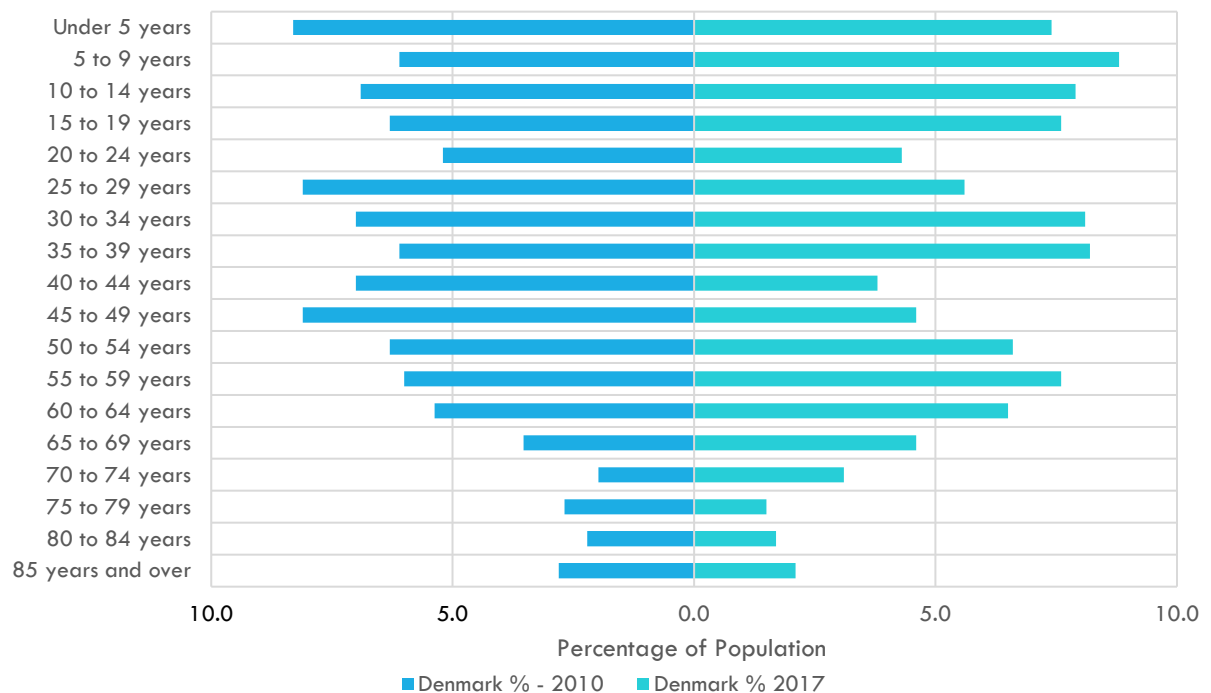
Source: U.S. Census Bureau, Decennial Census 1960-2010, American Community Survey

AGE DISTRIBUTION

Census figures indicate the 2010 median age in the village was 37.0, with a 2017 American Community Survey (ACS) estimate of 35.2. Previously, the village had a 2000 median age of 35.6, and the 1990 median age of 32.8. This follows the overall national trend as the “baby boomer” generation continues to age, although there is also a greater population under 20 years old, as shown in figure 1-3. Compared to 2010, the 2017 ACS estimated village age cohorts have a greater percentage of both younger (5 to 19 years old) and older (55 to 74 years old) persons. As this group continue to age, the village will need to ensure that there will be housing and care options available in the Village as people transition to retirement and elderly age. The village has seen a decrease in population 20 to 29 years old, and should work to ensure there are sufficient amenities and housing options to retain the younger population as they progress into working age.

Around Brown County and also much of the state, many of the rural areas are experiencing a much faster aging of their respective populations. As a commerce and social center for the rural areas, the village may experience an increase in demand for senior housing and age-related services as elderly residents of the surrounding towns no longer are able to live on their own, but desire to remain in the area. The village has an opportunity to meet the changing population needs through its housing stock and amenities.

Figure 1-3: Village of Denmark Resident Age as a Percentage of Total Population, 2010 and 2017, Estimated

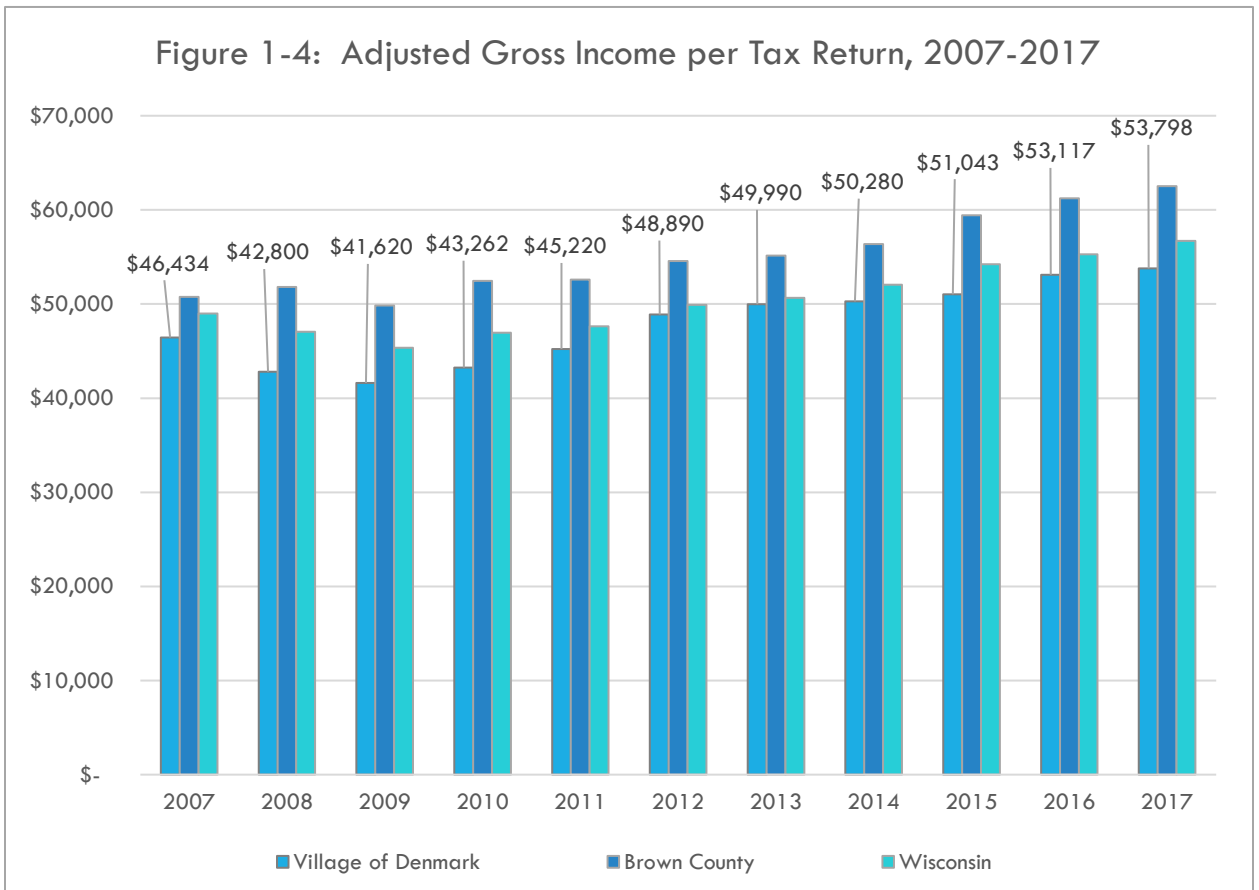


Source: U.S. Census Bureau, 2010 Census, and 2017 American Community Survey (ACS)

INCOME LEVELS

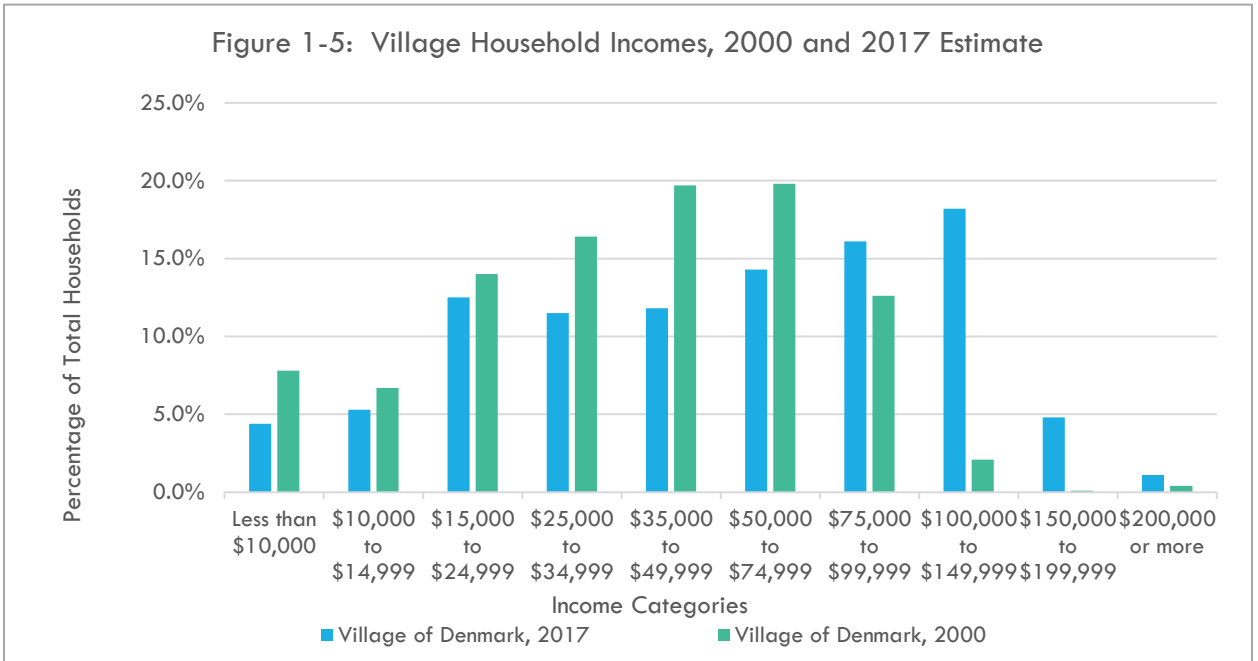
The Wisconsin Department of Revenue - Division of Research and Policy, the Village of Denmark's adjusted gross income (AGI) per tax return from 2007 to 2017 had a 10-year low in 2009 and has increased since then. The most recent year for which information is available lists the year 2017 AGI for the Village of Denmark at \$53,798, which is lower than the state or Brown County. In the Village's 2007 comprehensive plan, the Village of Denmark average AGI was also lower than Brown County's.

When reviewing this data, it is important to note that Wisconsin adjusted gross income per tax return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings may not necessarily correspond with households. This is because several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers may distort the total income and income per return of a given municipality and county. Figure 1-4 depicts the AGI trend for the Village of Denmark, Brown County, and State of Wisconsin since 2007.

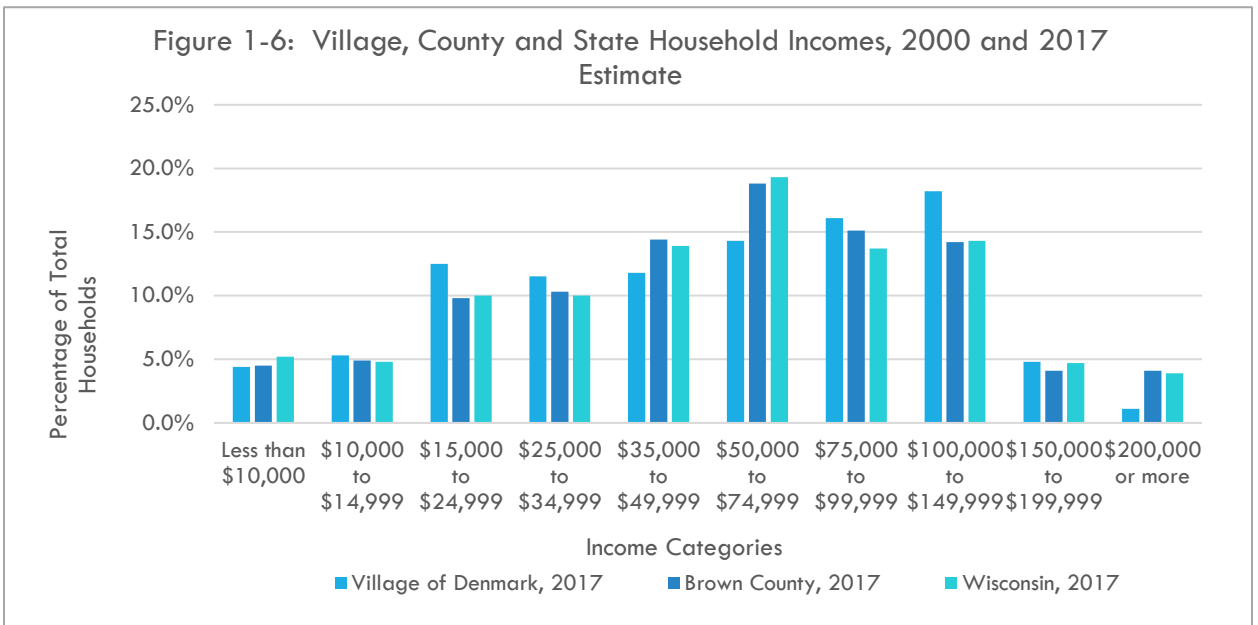


Source: Wisconsin Department of Revenue, Division of Research and Policy, 2007-2017 Reports

The 2017 Five-Year American Community Survey provides the most recent income level ranges, and the village's greatest percentage of households is in the \$100,000 to \$149,000 range. This category was also where the village saw the biggest increase from 2000. Figure 1-6 shows how the village compares now with Brown County and the state. The village had 823 households in 2000, and an estimated 833 households in 2017. This isn't a large increase in households compared to the population change shown previously in Figure 1-1, the village has likely added more than 10 new households. Based on the changes in the household income categories, the village has seen an increase in higher-earning income households.



Source: U.S. Census Bureau, 2000 Census and 2017 ACS.

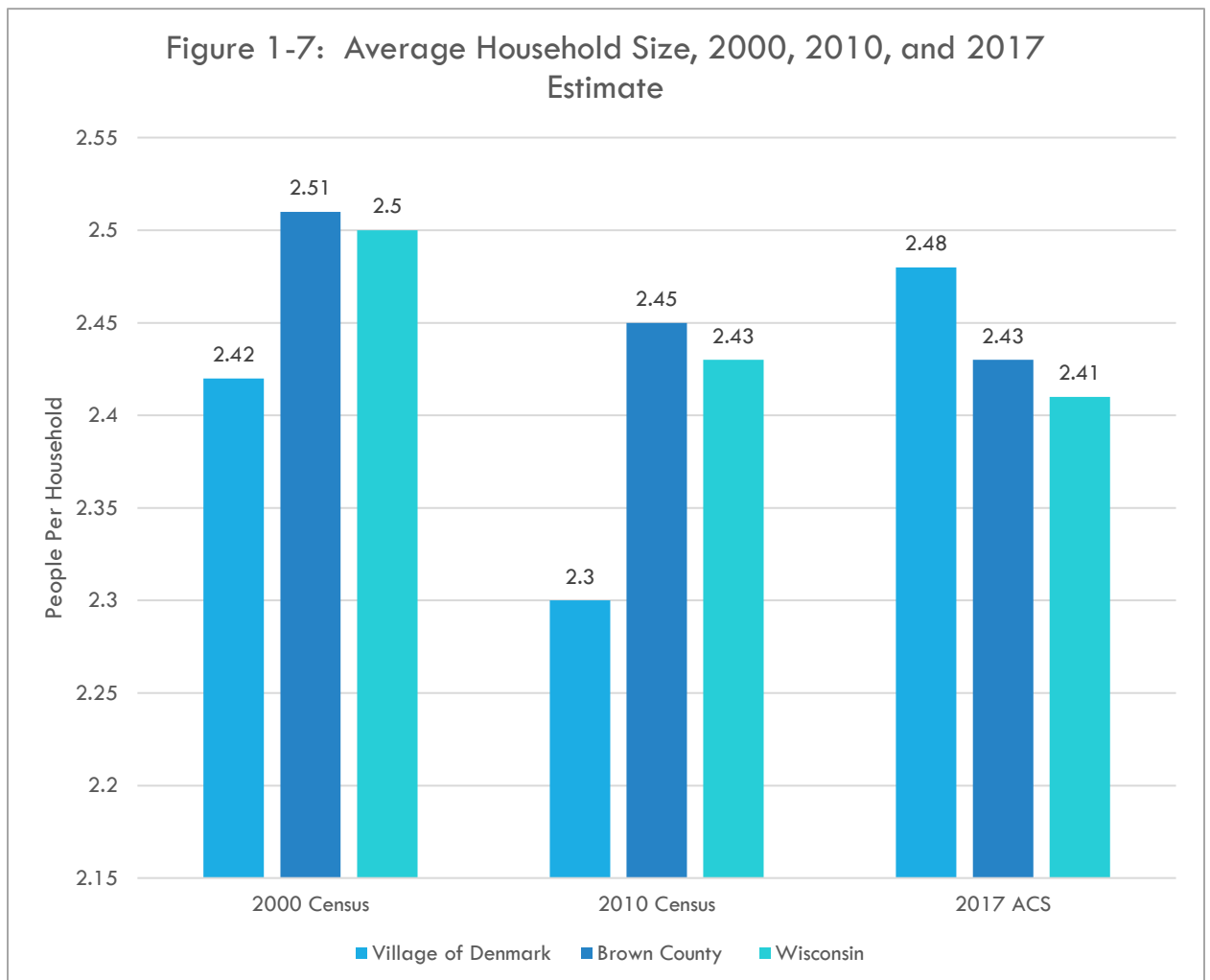


Source: U.S. Census Bureau, 2000 Census and 2017 ACS.

HOUSING CHARACTERISTICS

In Wisconsin and Brown County, the average household size (persons per household) has generally trended downward for the past 40 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. This trend was also experienced in Denmark from 1990 to 2010. Recently the village has seen a reverse in this trend, while it continues to decrease across the county and state. Between 2010 and the 2017 estimate, the number of persons per household in Denmark increased from 2.3 to 2.48. This may be due to an influx of young families moving into Denmark during this time period, consistent with the relatively small shift in median age previously discussed. Figure 1-7 shows the 2000-2017 trends in persons per household for the village, county, and state.

According to the 2000 U.S. Census, the village had a total of 833 housing units, and in 2017 the ACS estimated a total of 915 housing units.



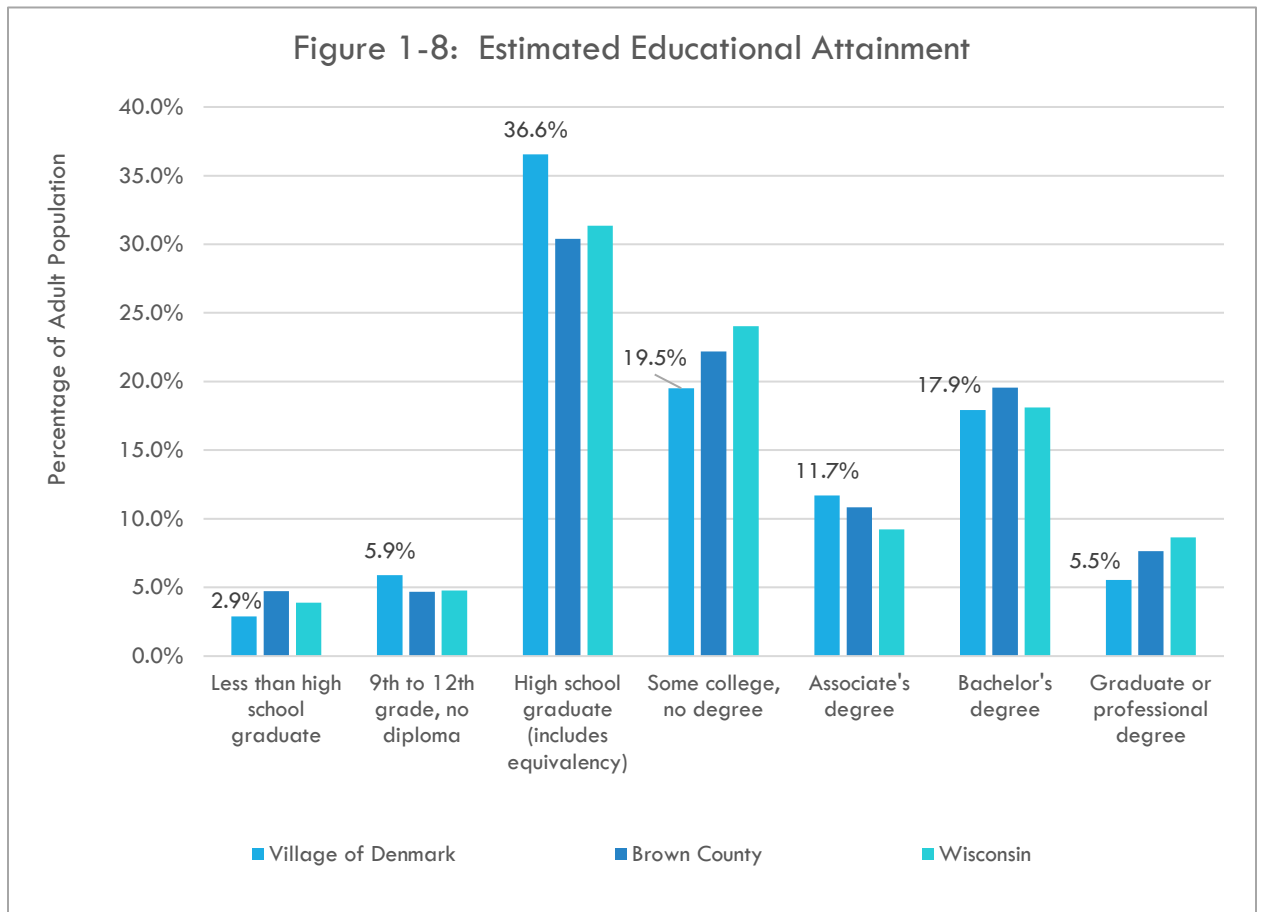
Source: U.S. Census Bureau, 2000 Census and 2017 ACS.

EDUCATION LEVELS

The largest village group, by highest education level attainment, has a high school diploma (Figure 1-8). The village also has a higher percentage of persons with an Associate Degree compared to either Brown County or the state.

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

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



Source: U.S. Census Bureau, 2017 ACS 5-Year Estimates.

EMPLOYMENT CHARACTERISTICS

According to the 2012-2017 American Community Survey, of the estimated 1,525 people considered working age (defined as 16 years and older), 1,114 people, 73 percent of the village population, are in the labor force. Of those who are currently not working, an estimated 30 residents, or 2.6 percent of the population, are considered unemployed. This compares with the 411 residents who are also not working but consider themselves to be out of the labor force (student, stay-at-home parent, retired, etc.).

The largest industry sector for village residents is the manufacturing sector (Table 1-1). The educational services, and health care and social assistance sectors are the second-highest employment industries in the village, while they are the highest-estimated employment sectors in Brown County. Based on its proximity, village residents may commute to the Green Bay area to work.

Table 1-1: Industry Sector Employment

Industry	Percentage of Village Labor Force	Brown County Percentage of Labor Force
Manufacturing	26.6%	16.3%
Educational services, and health care and social assistance	18.2%	22.4%
Retail trade	11.2%	10.8%
Construction	7.4%	5.2%
Transportation and warehousing, and utilities	7.0%	6.4%
Professional, scientific, and management, and administrative and waste management services	7.0%	8.7%
Finance and insurance, and real estate and rental and leasing	5.0%	7.1%
Agriculture, forestry, fishing and hunting, and mining	4.7%	0.9%
Wholesale trade	4.3%	3.4%
Information	2.8%	1.9%
Arts, entertainment, and recreation, and accommodation and food services	2.8%	9.6%
Other services, except public administration	2.3%	4.4%
Public administration	0.9%	2.9%

Source: U.S. Census Bureau, 2012-2017 ACS 5-Year Estimates.

EMPLOYMENT FORECAST

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

Table 1-2 below shows the Bay Area Workforce Development Area, which is defined by the Department of Workforce Development, and is made up of 11 counties in the Northeastern area of Wisconsin. The Bay Area Development Area industry projections to 2026 show employment increasing in all industries except for Information. According to the OEA's brief, the *Information* sector decline will largely happen because of the changes in publishing industry, including newspapers, books, periodical, directory and mailing list publishers. The *Education and Health Services* sectors are projected to grow the most overall because health care and social assistance needs are increasing.

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

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

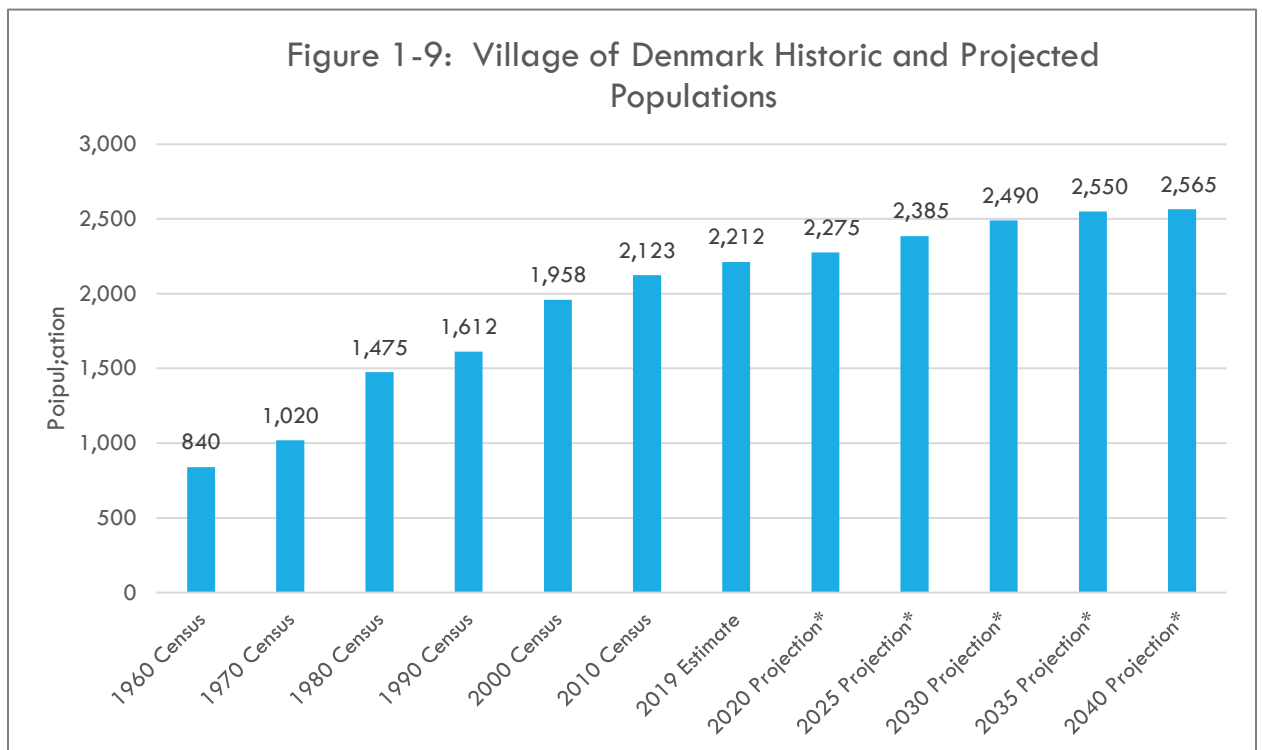
Industry Super-Sector	2016 Employment	2026 Projected Employment	Employment Change (2016-2026)	Percent Change (2016-2026)
Total All Industries	453,610	486,250	32,640	7.20
Goods Producing	116,030	119,500	3,470	3.00
Natural Resources and Mining	6,120	6,680	560	9.20
Construction	19,970	21,920	1,950	9.80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

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

POPULATION AND HOUSING FORECASTS

In 2014, the Wisconsin Department of Administration (WDOA) released updated population projections for Wisconsin municipalities through the year 2040. The projections consider births, deaths, in-migration, out-migration, and other general demographic trends. According to these projections, the population of the Village of Denmark is forecasted to increase by 353 persons to a population of 2,565 people by 2040. The historic and projected population for the Village of Denmark is displayed in Figure 1-9.

Based upon this information, a baseline projection of the housing units required for the 2040 design year of this comprehensive plan may be determined. According to the 2017-2013 American Community Survey (ACS), the Village of Denmark had an average household size of 2.48 persons per household. Dividing this amount into the 2,565 people projected to live in the Village by 2040 yields a result of 1,034 total housing units required for the future population. Subtracting the 915 estimated existing (2017 ACS) housing units results in a need for a minimum of approximately 119 additional housing units in the Village by 2040, provided the persons per household average or population projection does not significantly change over time.



COMMUNITY ENGAGEMENT

Community engagement is a major element of the comprehensive planning process and helps identify and develop community goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes. This planning process incorporated public input in several different ways.

Community Visioning Session

To identify residents' community development concerns and priorities for the comprehensive plan, the Brown County Planning Commission facilitated a public visioning session, which utilized the nominal group method, on April 17, 2019, at the Denmark High School Atrium. Community members participated in group exercises to generate ideas about issues and opportunities in the village (more about the issues on the following page).

Plan Steering Committee

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

Intergovernmental Cooperation

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

Formal Public Hearing

A formal public hearing was held on June 14, 2021 prior to the village board's final approval.



PLAN GOALS AND OBJECTIVES

Community Goals

Thirty-two residents attended the April 2019 visioning session to provide their initial thoughts about the future of the village, and twenty-two people completed and returned surveys ranking all the compiled visioning session results. The following are the top ten issues resulting from the visioning session and follow-up survey:

1. Improve downtown/Main Street appearance and revitalize downtown area
2. Improve appearance of existing homes and businesses (fix them)
3. Sidewalks on all main streets
4. High Ridge Avenue widened for school buses, connection to North Avenue, and better circulation near the school
5. Implement stormwater management best practices
6. Improved road maintenance
7. Better planning for residential and industrial development
8. Attract new businesses to village to diversify local economy
9. Develop a community center/rec center
10. Improve neighborhood street lighting (by developers)

The Village of Denmark 2020 Comprehensive Plan will work towards addressing these different issues through each element. In the subsequent chapters, each element will have goals and objectives that establish village direction. Each chapter will also contain strategies and programs to implement, and actions to carry out that Goals and objectives each have a distinct and different purpose within the planning process.

Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought, although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The plan will then recommend policies and programs in each element that the village may implement to achieve its objectives and work towards meeting its goals.

Goal #1 – Land Use Goal

Manage existing and future land uses to enhance the Village of Denmark's unique, small-town character.

Goal #2 – Transportation Goal

Develop a safe and efficient multi-modal transportation system that serves all Denmark residents.

Goal #3 – Housing Goal

Provide a range of quality of housing opportunities for all segments of the village's population.

Goal #4 – Economic Development Goal

Broaden the tax base and strengthen the village's economy and employment base through the expansion of commercial and industrial activity in the village.

Goal #5 – Community Facilities Goal

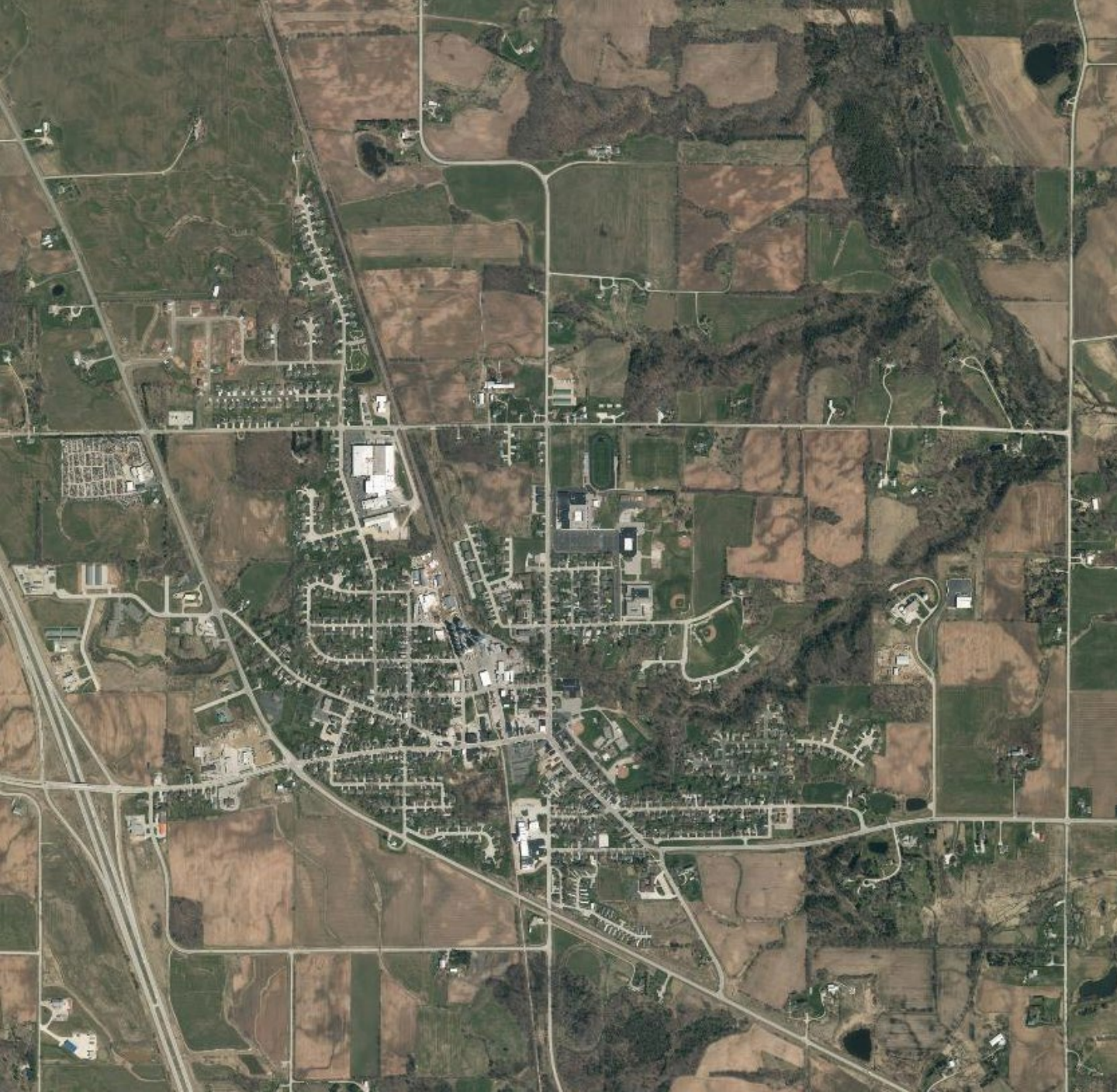
Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Denmark residents and businesses.

Goal #6 – Natural, Cultural, and Agricultural Resources Goal

Protect the village's natural features to enhance the small-town character of Denmark and the quality of life of its residents.

Goal #7 – Intergovernmental Cooperation Goal

Work with the Town of New Denmark, school district, Brown, Manitowoc and Kewaunee Counties, and State of Wisconsin to cooperatively plan and develop the Village and region.



LAND USE

Chapter 02

INTRODUCTION

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

Existing Land Use

In order to plan for future land use and development in Denmark, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is important for identifying current conditions. Comparing land use inventories from previous years can identify current land use trends and help plan future land uses. The Brown County Planning Commission (BCPC) conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in September 2020. Using this data, the various land use categories were broken down by acreage. Table 2-1 on the following page describes the land use composition of the village.

Existing land uses within Denmark are depicted in Map 2-1, and land uses in the area surrounding Denmark are depicted in Map 2-2. The village has a well-diversified mixture of residential uses, including single-family, two-family, multifamily, and mobile homes. Two-family homes are scattered around the village while multifamily structures are primarily located in the downtown, along Scandinavian Court and Copenhagen Lane.

Residential Land Uses

At 279.3 acres (22.3% of acreage in the village), residential use is the predominant land use in Denmark. Residential uses have historically been located near the center of the village, extending south and west to CTH R, east to CTH T and north to North Avenue. More recently, new single-family residential subdivisions have been developed on the north side of North Avenue and east of CTH T, extending along CTH KB. These new developments are typical of other predominantly single-family residential subdivisions in Brown County.

The newer multifamily units are well-maintained; however, the older multifamily structures in the downtown may still need major rehabilitation and/or redevelopment. Denmark has a small mobile home park located in the southern part of the village on South Wall Street along CTH R.

Commercial Land Uses

Commercial land uses occupied 47.5 acres in 2020, or 3.8 percent of the village in two distinct commercial areas. The historic center of commercial activity in Denmark was in what is considered "downtown Denmark" extending from the intersection of Green Bay Road and De Pere Road (CTH KB) to approximately the intersection of Main Street (CTH KB) and Grand Avenue.

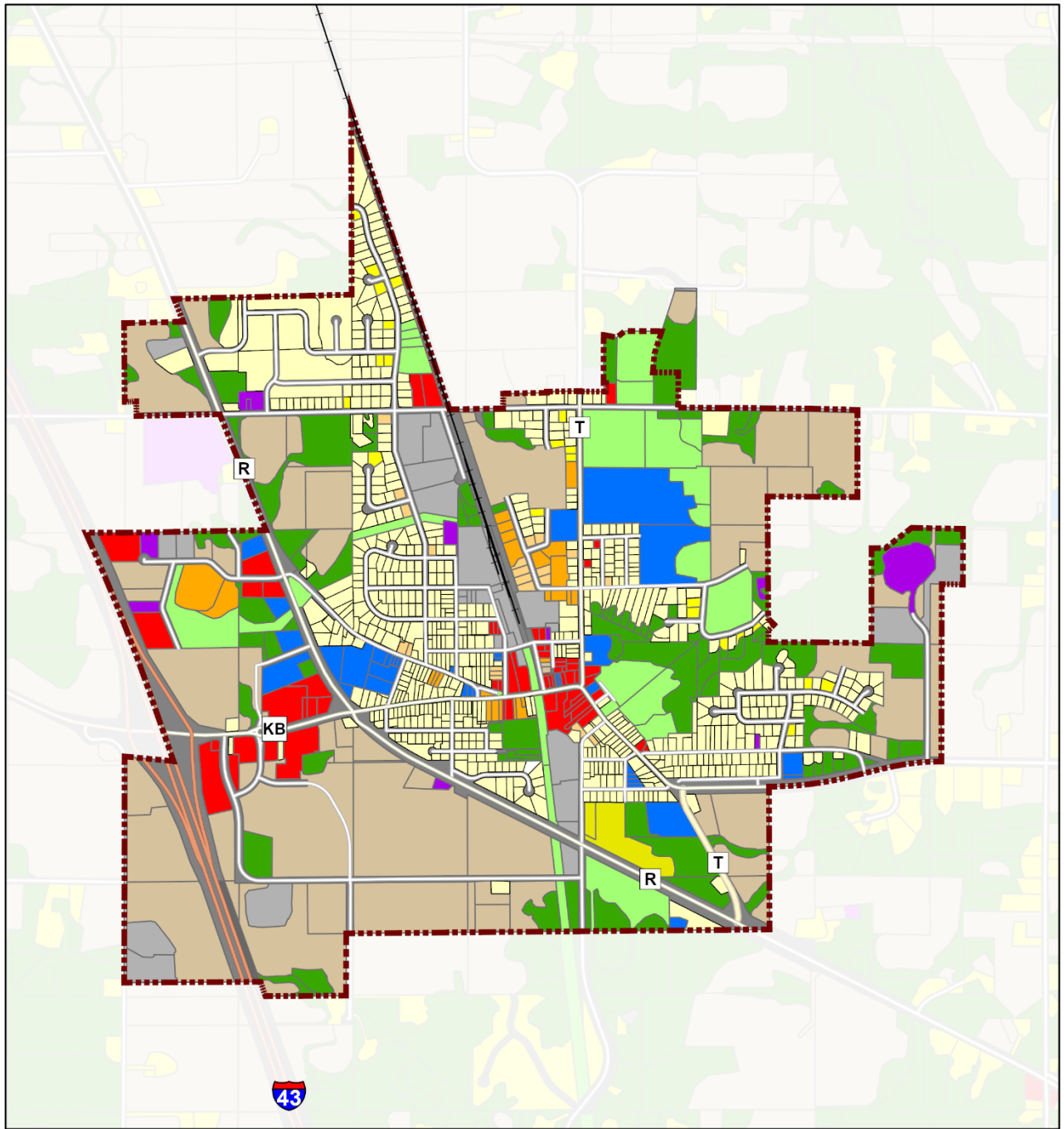
Comprehensive Plan Goal #1 – Land Use Goal

Manage existing and future land uses to enhance the Village of Denmark's unique, small-town character.

Land Use Community Goals (numbers correspond with top ten community goals)

1. Improve downtown/Main Street appearance and revitalize downtown area.
4. Highridge Avenue widened for school buses, connection to North Avenue, and better circulation near the school.
5. Implement stormwater best management practices.
6. Better planning for residential and industrial development.

Map 2-1: Village of Denmark Existing Land Use



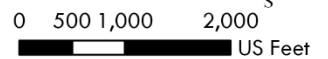
Village of Denmark 2020 Land Uses

Categories

- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Mobile Home Park

- Land Under Residential Development
- Commercial
- Industrial
- Transportation
- Communication/Utilities

- Institutional/Governmental Facilities
- Parks/Recreation
- Agricultural
- Natural Areas
- Railroad

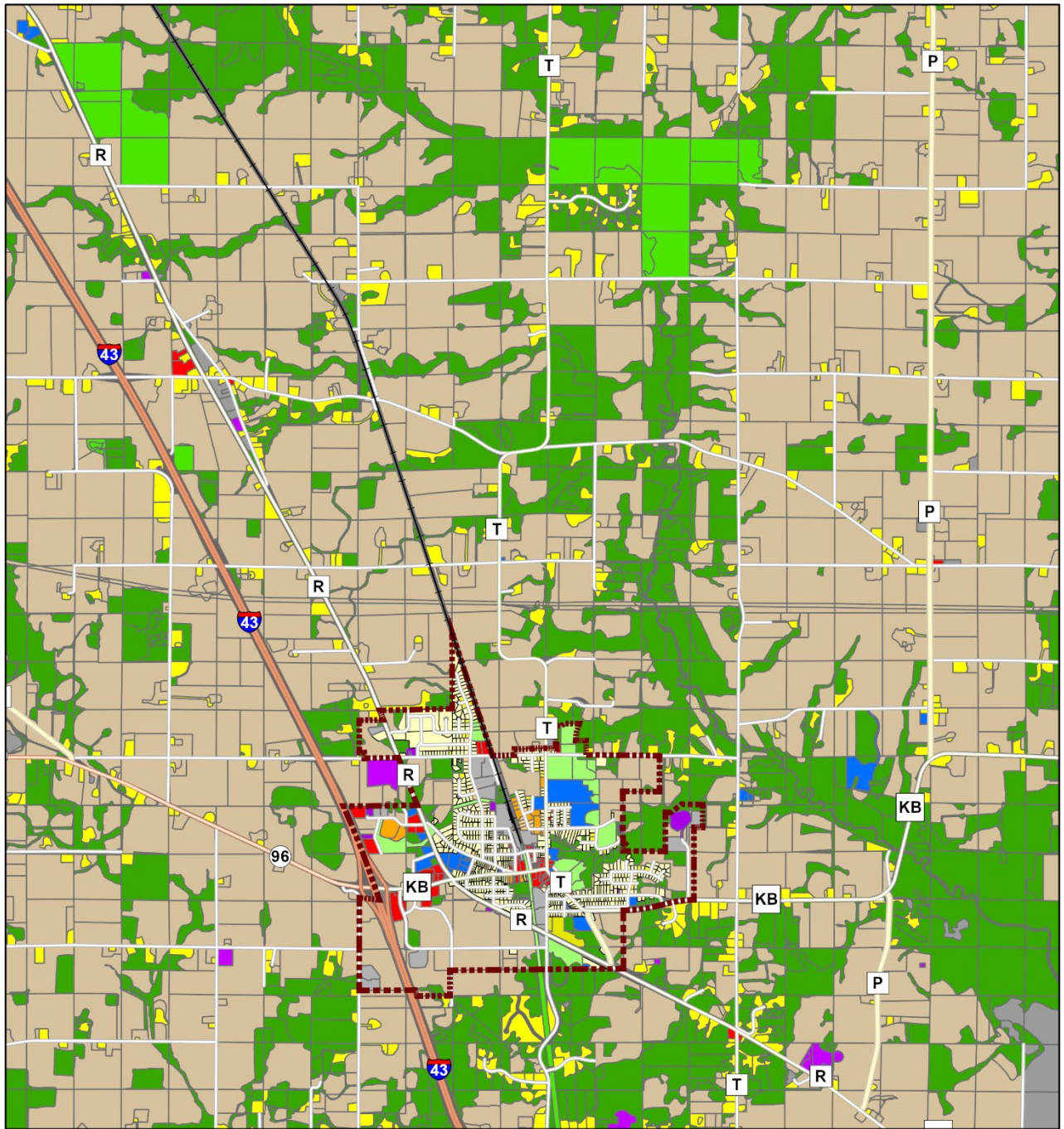


Sources: Brown County Planning Commission
Devin Yoder, Senior Planner

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Map 2-2: Denmark and Surrounding Area Existing Land Uses



- General Land Use Categories
- Residential
 - Commercial
 - Industrial
 - Transportation
 - Communication/Utilities
 - Institutional/Governmental Facilities
 - Parks/Recreation
 - Agricultural
 - Natural Areas
 - Railroad



Sources: Brown County Planning Commission
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Disclaimer: This map is for informational purposes only. The data is believed to be accurate, but Brown County distributes this on an "AS IS" basis, and no warranties are implied.

Table 2-1: Village of Denmark 2020 Land Use Acreage

Land Use	2006 Totals	2020 Total Acres	2020 Percentage of Total Land Area	% Change 2006-2020
Single-Family	195.6	238.3	19.0%	21.8%
Two-Family	5.8	6.27	0.5%	8.1%
Multifamily	14.2	18.1	1.4%	27.4%
Mobile Home	9.5	9.2	0.7%	-3.1%
Undeveloped Residential	38.8	7.1	0.5%	-81.7%
Total Residential	263.9	279.3	22.3%	5.8%
Total Commercial	37.2	47.5	3.8%	27.7%
Total Industrial	57	66.5	5.3%	-19.5%
Total Transportation	190.3	207.5	16.6%	9.0%
Total Communication/Utilities	16.2	12.8	1.0%	-21.0%
Total Institutions/Governmental Facilities	57.3	55.6	4.4%	-2.9%
Total Outdoor Recreation	74.1	89.2	7.1%	20.4%
Total Agriculture	454	360.7	28.8%	-21%
Total Natural Areas	77.2	132.1	10.6%	71.1%
Total Area*	1,227.2	1,251.2	--	1.9%

*Village area changed from 2006 to 2020 because of area annexed from the Town of New Denmark. Some natural area increase also due to refining land use acreage counting methodology over time.

This area historically served as the central business district of the village providing goods, services, and entertainment to the surrounding area. Today, there are several retail, service, and entertainment venues remaining. The commercial uses in the downtown provide a tangible identity and sense of place for Denmark and are critical to the village’s future. The second area of commercial development in Denmark is the I-43 and STH 96/CTH KB interchange at the western limits of the village. Commercial development in this area is primarily vehicle oriented, focusing on transient motorists on I-43 and commuters going to and from the Green Bay Metropolitan Area to Denmark. With the location, access, and visibility to this part of Denmark from the I-43 interchange, this area is important for new commercial development in the village.

Industrial Land Uses

Industrial land uses occupied 66.5 acres in 2020, or 5.3 percent of the village, which is a decrease from 2006. In that time some industrial uses in the village have closed. Industrial lands generally follow the railroad corridor in a north to south line through the center of Denmark. Large industrial uses include an agriculture cooperative, wooden box manufacturer, metal fabrication and an expanding meat processing plant.

Additionally, there is partially-developed land south of Hager Road that’s zoned industrial. On the west side of I-43 there are over 34 acres of vacant land also available for light industrial uses.

Communication and Utility Land Uses

The Denmark Wastewater Treatment Plant is the largest single land use within this category at 12.8 acres or 1.0 percent of the total land uses in the village. Other uses include the water tower and water utility.

Institutional/Governmental Land Uses

Educational institutions (Denmark Elementary, Middle, and High Schools) located on the east side of North Wall Street accounted for 41 acres (3.2 percent of the total area) in the village. Religious and related facilities were the next largest land use category at 9.1 acres or 0.7 percent of the total land in the village.

Outdoor Recreation Uses

The 2020 land use inventory update indicates that Denmark contained 89.2 acres of outdoor recreation uses, which comprised 7.1 percent of the village. Of this total, Memorial Park in the center of the village accounts for approximately 28 acres of land. Other major outdoor recreation land uses include the high school athletic fields, the village baseball diamond on Diamond Ridge Circle, the Denmark Rod and Gun Club, Daybreak Estates Park, and the Devil's River State Trail.

Agricultural Land Uses

In the short-term the number of agricultural parcels in Denmark has increased because of different annexations, particularly in the southwest part of the village. Although these areas are currently agricultural, they will likely develop into residential, commercial and/or light industrial uses soon. The agricultural property immediately to the northeast of the I-43 interchange is critical to the economic development of the village. Additionally, a large agricultural area remains in an area roughly bounded by Bohemia Drive and Hager Road. This area has been within Denmark's corporate boundaries for a few years years as agricultural lands. Development has already occurred south of CTH KB, and the expansion of Bohemia Drive and construction of Schultz Way and Schleis Lane position the area for further development.

Natural Areas

Natural areas within the Denmark village boundaries are primarily limited to Denmark Creek and its associated ravine traversing west to east through the village. There are a few small wetlands and floodway/floodplain areas associated with the creek. The village has a pedestrian trail along the length of Denmark Creek. The village also has several mature tree stands, and a wetland area south of downtown. Outside of the current village boundaries, and particularly to the south, the terrain becomes much more rolling with fields interspersed with woodlots, wetlands, and other small streams. Eventually the streams in the Denmark area reach the Neshota River, which flows southwest until it reaches Lake Michigan at the City of Two Rivers in Manitowoc County.

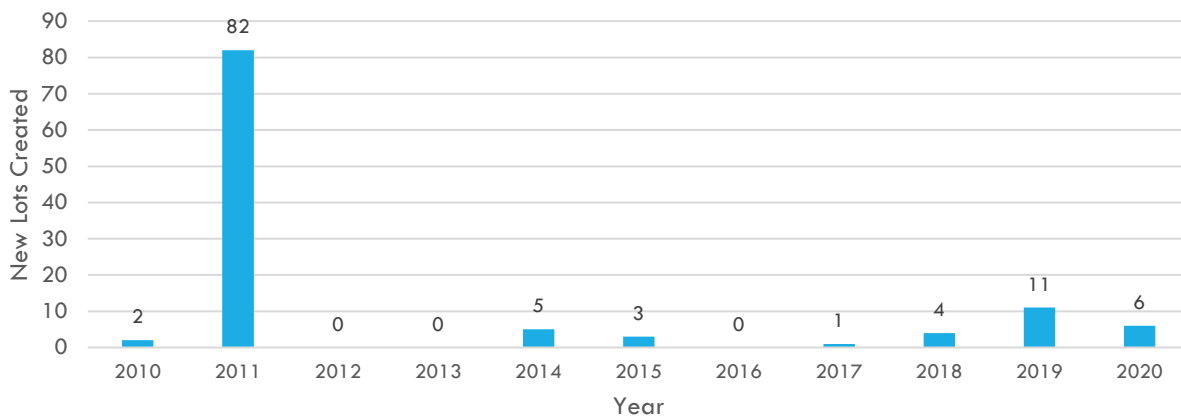
Land Use Trend Analysis

Supply and Demand

As displayed in Figure 2-1, from 2010-2020 the village added 114 new lots. The village has one active residential subdivision in the village with Daybreak Estates Second Addition, which still has a few vacant lots available. As the village continues to add residents, new residential development will become necessary. Also, as businesses and industries in the village add jobs, new housing, including workforce housing, will need to be added to meet that growth. The village has several different areas that could accommodate new residential development.

In addition to residential lot development, there are several vacant lots available for new light industrial or commercial development in the areas both north and south of CTH KB. Lots in the center have excellent visibility from I-43, but access will need to be completed via Copenhagen Lane to De Pere Road (CTH KB) to improve the marketability of the lots and business center in general.

Figure 2-1: New Lots Created in the Village of Denmark, 2010-2020



Land Prices

From 2016 to 2020 there were 48 vacant residential parcel sales in the village ranged between \$5,000 and \$105,000. The average sale price was \$49,900, and the median value was \$36,450¹. Until recently, Denmark still has small supply of available vacant lots for residential development. Land on the south end of the village could potentially be used for new residential development.

Opportunities for Redevelopment

As an older, established community, Denmark has areas of the village that could offer rehabilitation and/or redevelopment opportunities. Primary redevelopment opportunity areas include the downtown, CTH KB entrance into the community, and general housing rehabilitation. The village also has a unique redevelopment opportunity with the Land O'Lakes site.

Downtown Denmark

The downtown has some buildings that are partially vacant. Some of the buildings also need regular maintenance. This includes buildings both along Main Street (CTH KB) and along Wisconsin Avenue (CTH T).

The Devil's River State Trail begins in downtown Denmark and provides an opportunity for entrepreneurs to capitalize on trail users as they either enter Denmark from the south or begin their trip to the south. Particularly ripe for redevelopment is the former Denmark Press building at the western end of downtown. The large brick building, prior to housing the Denmark Press, was utilized as a brewery and, therefore, has high ceilings and large open areas that could be redeveloped into a mixture of commercial uses to cater to tourists and locals alike, as well as anchor this side of the downtown. As the historical heart of the community, there are several other buildings (commercial and residential) that are showing signs of age. Most of the structures are two-story, stick-built from between 1900 and 1950, and could use extensive rehabilitation.

Existing and Potential Land Use Conflicts

A comprehensive plan should formulate strategies to transition between different land uses. Certain land use combinations may always pose some degree of undesirability among residents. However, there are typical associations that continually create problems. An example might be a residential development near a particularly intense commercial or industrial development that conflicts due to sight, sound, odor, or other undesirable characteristics. Another example could be an auto salvage yard close to a recreational or natural area, or a home occupation in a single-family residential area that has outgrown its roots. However, with the constraints of existing development and limiting factors

¹ Wisconsin Property Sales Information, Wisconsin Department of Revenue. Last five years of data available. Data was sorted to include arms-length sales only and excluded things like deed transfers and correction instruments. These numbers are for information only, and not intended to be used for as a part of any real estate transaction.

on future growth, the most desirable situations are not always possible. The village should strive to identify possible incompatible land uses and make an effort to alleviate or avoid them where possible. The following situations are some of the existing, potential, and perceived land use conflicts in the Village of Denmark.

Industrial and Residential Uses

The village currently has some areas where residential uses are either directly adjacent to or across the street from industrial uses. This may promote walking or biking to work. However, heavy industrial uses typically have higher levels of heavy truck traffic and may have loud noises or odors that may be incompatible with residential use. Future industrial development should be located on or near major streets that can handle heavy truck traffic and should, furthermore, be in areas of the village that would not negatively impact existing or proposed residential areas. In some cases, those impacts may be reduced or mitigated with proper screening, landscaping, and site design.

Multi-family Developments

Disproportionate amounts of new large multi-family structures concentrated in one location can also cause land use conflicts. This often results in greater (both perceived and real) traffic impacts and a general dissatisfaction by nearby single-family dwelling occupants. Rather than allowing a concentration of multi-family structures in a specific location, communities should instead promote the development of well-designed owner- and renter-occupied multi-family housing units that are oriented toward the surrounding neighborhood and dispersed throughout the community.

Sensitive Natural Areas and Development

Denmark's primary natural feature is the ravine and Denmark Creek that flows west to east through the village. When development is proposed near this and other natural areas, it is critical that the developer identify how they will address the direct (land disturbance, vegetation clearing, etc.) and secondary (stormwater runoff, increased impervious surfaces, etc.) impacts of the development.

General Land Use Compatibility

As Denmark continues to develop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new residential developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, many uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

20-Year Projections in Five-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in five-year increments. The future land use needs are based upon the population and housing projections contained in the Issues and Opportunities Chapter of this comprehensive plan.

Land Use Projections

In order to provide a historical perspective on land uses in Denmark, the land use acreages from 1980 were compared to the 2020 update. Table 2-2 (on the following page) identifies the changes in land uses over this 40-year period. Annexation and subsequent land development resulted in unequal total changes – agricultural land decreased 102.3 acres while residential, commercial, and industrial uses still increased by 179.3 acres.

While the population of the village has increased from 1,475 people in 1980 to an estimated 2,275 residents in 2020 (increase of 54 percent), the amount of land consumed by residential development has increased by 64.2 percent. This reflects the larger, suburban style single-family lots that have recently been developed in Denmark, compared to the smaller residential lots (and therefore denser) in the older parts of the village.

Table 2-2: Change in Denmark Land Use, 1980-2020

Land Use	1980*	2006	2020	2020 Percentage of Total Developed Land	Difference 1980-2020	Percent Change
Total Residential	170	263.9	279.3	71%	109.3	64.2%
Total Commercial	29	37.2	47.5	12%	18.5	64.0%
Total Industrial	15	57	66.5	17%	51.5	343%
Total Agriculture	463	454	360.7	--	-102.3	-22.1%

*1980 land total is also different from 2006 because of annexations.

The 2040 Wisconsin Department of Administration (WDOA) population projection indicates that the village is projected to grow to 2,565 people, an increase of 290 people from the 2020 estimate. Based upon the village’s average persons per household of 2.41, another 120 residential units will be needed between 2020 and 2040 to house the village’s projected population. Using the lots from the Daybreak Estates Second Addition (the most recently approved subdivision in the village) as a guide, subdivided lots generally averaged about 0.45 acres per lot. Applying this average lot size to the 120 new housing units that will be required for the village’s 2040 population, the village would need an additional minimum of 54 acres just for future residential development.

To efficiently utilize the village’s existing and future sanitary sewer and water lines, minimize costs to residents, maintain housing affordability, and better sustain the village’s desired small-town character, Denmark should encourage smaller average lot sizes and the development of neighborhoods rather than stand-alone subdivisions. Currently the village requires a minimum lot size of 10,000 square feet in the Low-Density Residential (R-1) District, and 20,000 square feet in the Rural Development (RD-1) District. The Medium-Density Residential (R-2) and Varied-Density Residential (R-3) Districts require 7,500 and 5,000 square feet, respectively. Since much of the land on the village’s periphery is zoned RD-1, the required minimum lot size is close to the average size of the Daybreak Estates Second Addition lots. While the expected future residential land use needs should closely match the village’s zoning requirements, the village should continue to evaluate the cost of new infrastructure against the minimum lot size to ensure that the village is not overextending itself in future maintenance costs against expected revenue.

From the 2020 land use inventory, the total developed residential (279.3 acres), commercial (47.5 acres), and industrial (66.5 acres) uses in the village account for a total of approximately 393.3 developed acres of land (excluding streets). Breaking these totals into percentages of the total developed acres of land results in 71 percent residential, 12 percent commercial, and 17 percent industrial. Applying these percentages to the projected 44 required acres of residential land results in an additional four acres of commercial land and 10 acres of industrial land for a total of 58 acres of land.

Since street rights-of-way were not included within the acreage totals, determining the approximate street right-of-way acreage needed to serve the developing areas was necessary. To do that, several approved subdivision plats within the village were reviewed and the percentage of land devoted to street rights-of-way was identified. The analysis determined that, on average, approximately 11 percent of a subdivision’s total area is dedicated to street rights-of-way, resulting in 52.3 acres of new residential lands (Daybreak Estates Second Addition – 8% ROW, Diamond Ridge – 9% ROW, Dane Haven – 23% ROW). Using this figure for the total of 58 acres in the paragraph above, the village would need around 6.4 acres of land dedicated to right-of-way for that development.

Based on the past 20 years of population growth within the village and associated land use changes, the village would need 64.38 additional acres to accommodate the village’s growth over the next 20 years (including residential, commercial, and industrial development and associated right-of-way). This plan’s intent is to promote mixed land uses, neighborhoods, narrower streets, and other similar concepts

consistent with the State of Wisconsin's Comprehensive Planning Goals instead of the standard segregated "pods" of single land uses served by wide streets. To ensure that the village is planning for an adequate supply of developable land, all the currently platted lots (lands under development in the existing land use table) in the village are counted as developed and projected from this base.

Five-Year Growth Increments

Although most other communities have identified mapped growth increments, due to the compact and relatively slow growth experienced by Denmark, mapping village growth increments would not be realistic. The Future Land Use Map should be utilized to indicate areas that are or will be ready to be served by public sewer and water in the future. Table 2-3 projects the tabular five-year growth increment acreage projections and future land use needs for the Village of Denmark. If a developer proposes development that is not contiguous to existing development, and public utilities need to be extended across vacant land, the village should require the developer to pay for the service extensions and hold those costs until such time as the vacant property is developed. Once the vacant property is developed, the village can then reimburse the developer for those costs. Denmark should continually consider the efficiencies associated with contiguous development and should review the comprehensive plan, any facilities plans, and sewer service area prior to approving any extensions of public sewer and water across vacant lands.

Table 2-3: New Denmark 20-Year Current Trend Land Use Projections in 5-Year Increments					
	2020	2025	2030	2035	2040
Est. New Housing Units (based on 120 total units added)	--	45	44	25	6
Land Use	2020	2025	2030	2035	2040
Residential	279.3 acres	301.8 acres	324 acres	336.4 acres	339.3 acres
Commercial	47.5 acres	51.0 acres	54.7 acres	56.9 acres	57.3 acres
Industrial	66.5 acres	72.3 acres	77.5 acres	80.5 acres	81.2 acres
Agricultural	360.7 acres	328.9 acres	297.8 acres	280.2 acres	276.2 acres

Note: Future land use projections in Table 2-3 are based on general ratios and assumes that any new development would happen on formerly agricultural land.

Although it appears the village currently has enough undeveloped agricultural lands within its existing boundaries to accommodate the projected future development, property owners may continue to farm or use those undeveloped/agricultural. Additionally, they may not want to develop or sell their property. For the Village of Denmark to continue to grow, the village should be open to requests for annexations from property owners in the surrounding towns, provided the annexations and proposed developments are consistent with the spirit and intent of this comprehensive plan. Any annexation requests should be reviewed by the village for compactness, contiguousness, and ability for Denmark to efficiently provide public services and utilities.

Consistency with Brown County Sewage Plan

The comprehensive plan's future land use map does not replace or substitute the sewer service areas (SSA) identified in the Brown County Sewage Plan. The future land use map identifies where the village is planning for growth over the next 20 years, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. When Denmark looks to expand its sewer service area, it must have a corresponding amount of new development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. To smoothly facilitate sewer service boundary amendments, the village should consider reallocating vacant sewer service areas in a manner consistent with the future land use map. The village has an allotted acreage amount that can fall outside the SSA and still be connected to the sanitary system. When the Brown County Sewage Plan is updated, each municipality's allotted acreage is updated to reflect population changes and trends.

FUTURE LAND USE RECOMMENDATIONS

In order to achieve Denmark's land use goal and the general objectives, future development should be based on the themes of efficiency, integration, and neighborhoods. Denmark's growth should be orderly and cost-effective and should make maximum use of existing and planned services. Areas already served by public sewer and water in infill areas, and areas adjacent to developments currently served by public sewer and water, should be prioritized and developed first.

Future development decisions should also be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the location and timing of new public utilities or future streets.

In addition, the village's development policies should focus more on mixing and joining compatible land uses than the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan's residential recommendations encourage the development of neighborhoods with mixed housing types rather than single-use residential subdivisions.

The concept of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Map 2-3 shows the village's anticipated future land use plan.

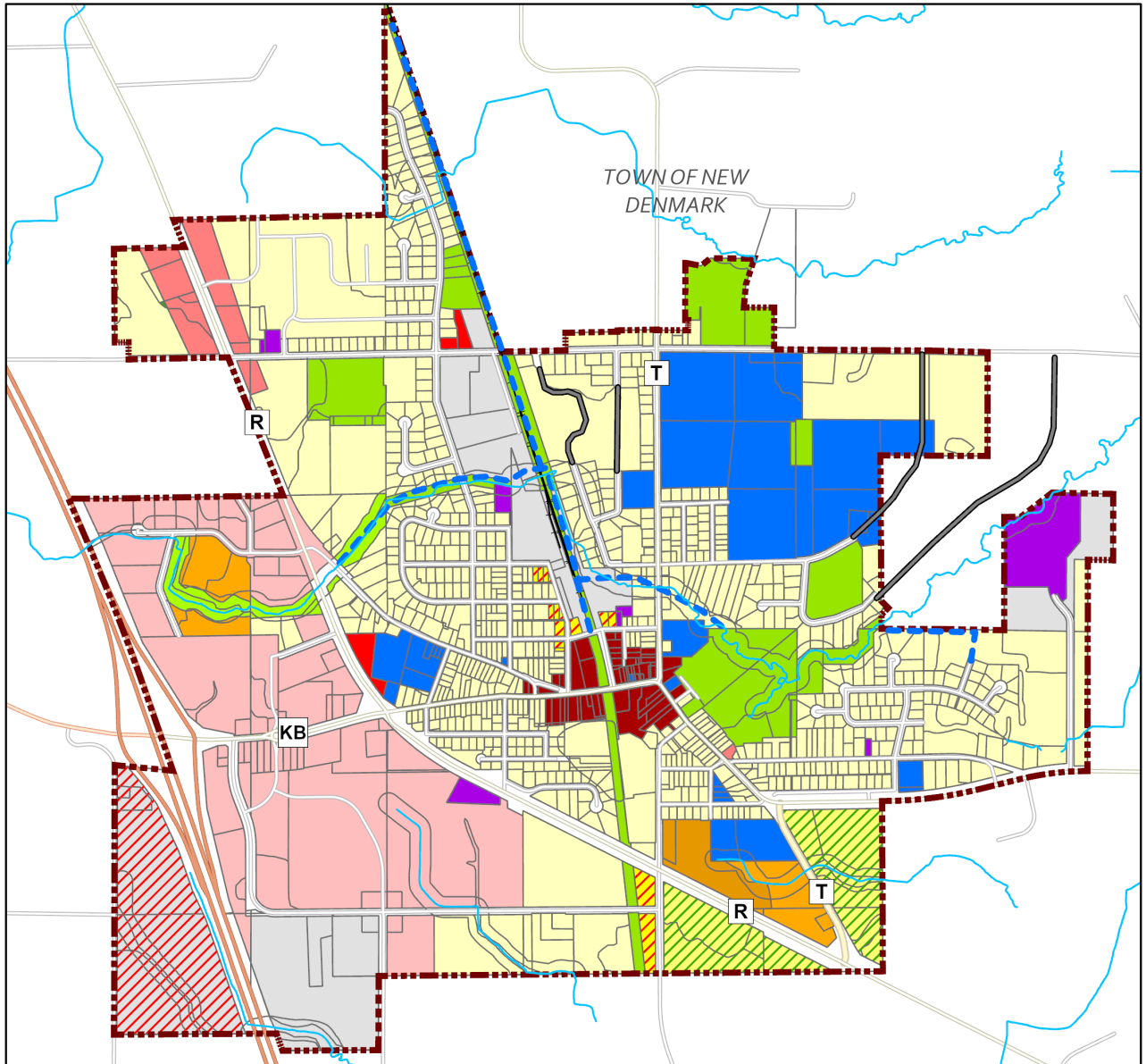
Residential Development

Future residential development in Denmark, particularly south of the intersection of CTH R and CTH KB, should be based upon the concept of neighborhoods and incorporate aspects of traditional neighborhood development. A neighborhood should be more than just a housing development – it should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. Neighborhoods should be planned in areas of about 160 acres in size to create a neighborhood large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This is not to say that individual developments need to be 160 acres in size but, instead, that the culmination of developments totaling 160 acres in size should have these mixed uses and housing types. This size range is based on a five-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

Preferably, each neighborhood should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Each neighborhood should contain a small neighborhood park of about two to five acres to serve the recreational needs of the residents. These parks should complement the larger community parks and school facilities that serve the entire village.

As residential development continues to the east, the terrain becomes more conducive to the creation of conservation by design subdivisions to protect the watercourses and rolling hills in this area. Conservation by design subdivisions in this area should take advantage of the natural features by incorporating these features into the preserved green space areas. Utilizing conservation subdivisions in these areas will provide an opportunity to continue the Denmark Creek Trail to the northeast and develop new trail connections to the Devil's River State Trail. When conservation subdivisions are considered by the village, it is critical that long-term ownership and maintenance of the green space areas is identified and recorded with the subdivision plat.

Map 2-3: Village of Denmark Future Land Use

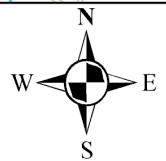


Future Land Use

- Single-Family Residential
- Industrial
- Trails
- Agricultural
- Water
- Woodlands
- Business Park
- Commercial

- Conservation Residential
- Downtown Commercial
- Gateway Commercial
- General Commercial
- Highway Commercial/Industrial
- Institutional
- Mixed Residential
- Mobile Home Park
- Multifamily

- Neighborhood Commercial
- Park
- Streets
- Utilities
- Rivers and Streams
- Possible Future Roads
- Possible Future Trails
- Railroad
- Municipal Lines



0 500 1,000 2,000 US Feet

Sources: Brown County Planning Commission
 Devin Yoder, Senior Planner
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The future land use recommendations emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider the following broad characteristics:

- **Walkable**, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.
- **Livable**, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.
- **Varied**, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Mix of Housing Types and Lot Sizes

As discussed in the Housing Chapter, Denmark should continue to promote a diversity of housing types, densities, and styles in order to account for demographic changes and insulate its housing stock from changes in the housing market and national/state economy. Types of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in all parts of the village. The recommendation for most of the future residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings should be strategically interspersed with single-family residences. Design standards for multifamily and commercial buildings and the creation of open space and other buffers can help integrate different uses and residential intensities. In order to account for changes in demographics, housing market, and national/state economy, the Housing Chapter recommends that the village promote a range of housing choices in a neighborhood setting. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots greater than 10,000 square feet).
- Smaller lot single-family houses (lots between 7,500 and 10,000 square feet).
- Duplexes.
- Townhouses (attached housing).
- Accessory dwelling units.
- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood).

An emerging planning concept is the “missing middle” in housing (Figure 2-2). The idea looks at housing and instead of taking an approach of only single-family housing or large multi-family apartments, communities should look to increase affordable housing options through the “missing middle” housing types in the example below. A neighborhood can largely still look like single-family residential development by discretely mixing in different housing types like duplexes, town homes, and housing courts. These types fit in with single-family housing and offer more options for people living alone that need a smaller space, or a place to care for an aging relative while still allowing them to live independently. While housing further to the right in Figure 2-2 may not fit in Denmark, the smaller types to the left should fit in if done right.



Figure 2-2: An example of “missing middle” housing. Source: Opticos (urban design firm).

Figure 2-3: The housing type examples shown can all fit into single-family residential neighborhoods with careful design. These types also provide benefits such as housing for extended family, additional rental income, incremental neighborhood growth, and additional tax base without necessarily requiring all new infrastructure. These options can be enabled through modifying the zoning code. Source: Opticos.



Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face a different frontage, the visual impact of the larger building and garage façade is lessened. The Housing Chapter provides additional details regarding the siting and design of various forms of housing types.

Neighborhood Connectivity and Street Network

Street network design establishes the character and development form, particularly in residential areas. Streets should be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and considering environmental constraints. The presence of small streams, wetlands, steep hills, and existing development can, in some instances, preclude neighborhoods from having much street connectivity. These natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the village should be utilized to connect within and between new neighborhoods in Denmark.

Especially where natural or developmental barriers do not exist, neighborhoods should provide multiple access points by driving, walking, and bicycling. Streets should knit neighborhoods together rather than form barriers. Blocks should vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections and access to off-street trails or paths. The street network should connect to the adjacent neighborhood centers and extend out into the surrounding neighborhoods. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

Pedestrian Network

The pedestrian network, including sidewalks and trails, is currently limited to the downtown and near downtown residential areas of the village, except for a relatively new sidewalk on the south side of North Avenue. Additionally, the Devil’s River State Trail is a multi-use crushed limestone trail connecting Denmark to the community of Rockwood in Manitowoc County.

As discussed in the Transportation Chapter, sidewalks should be required on both sides of all new streets in the village in order to begin to create a village-wide pedestrian network. As streets are then reconstructed, sidewalks should be installed to connect the new subdivisions to the rest of the village. Sidewalks provide mobility for children, older persons, people with special needs, and anyone

else who wishes to safely walk or move for exercise or transportation.

Complementing the sidewalk network, a series of off-street pedestrian paths, including the Devil's River State Trail, the Denmark Creek Trail, and School District Natural Area Trail should continue to be developed in the village. The Denmark Creek Trail should continue to the northeast along Denmark Creek as a component of the greenspace requirements of new conservation subdivisions in this area. Should the rail line running north from the village to the Green Bay Metropolitan Area ever be considered for abandonment, Denmark should actively encourage the conversion of the rail line into a northern link of the Devil's River State Trail. This Rail-to-Trail opportunity is also identified in the 2017-2022 Brown County Open Space and Outdoor Recreation Plan, providing a connection from Denmark to the Fox River Trail. An off-street trail system should not be considered as a replacement for the comprehensive sidewalk network, but rather as a complement.

Residential Design Characteristics

To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominating along the street frontage. House facades create the most visual interest along the street, and contribute a neighborhood feeling. Garages that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb and leave more room for an attractive streetscape. Garages can also be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. These alleys and driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior block parking access. They are especially appropriate in traditional neighborhood design developments, and they allow rear access to lots along collector and arterial streets where driveways entering these streets may not be desirable.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood and should be incorporated into the design of neighborhoods whenever possible. To reinforce the village's rural character, methods to evaluate and incorporate existing natural features (trees, wetlands, ravines, escarpment, etc.) into developments should also be encouraged.



Figure 2-4: Street frontage formed by house facades, with sidewalks. Middleton Hills, WI. Source: Brown County Planning Commission.



Figure 2-5: Alley for garages and rear lot access. Middleton Hills, WI. Source: Brown County Planning Commission.



Figure 2-6: Street trees and sidewalks along Grand Avenue in Denmark. Source: Brown County Planning Commission.

SPECIFIC PLANNING AREA RECOMMENDATIONS

The following recommendations extend from the 2007 planning area recommendations that were developed by the Denmark Citizens Advisory Committee. The planning area recommendations are intended to provide a clear listing of types of desired uses (both specific and general), recommended improvements, and new or improved administrative processes over the next 20 years. Where the village has already implemented the recommended work, those items have been removed. All other recommendations remain as the village should continue to focus on those areas, which will help continue to define the village's image.

I-43/CTH KB Gateway – East Interchange to CTH R

This is the gateway to Denmark and as such, it should continue to be developed to create a positive first impression of the village. Site plans and proposed building design should be closely reviewed to ensure attractive building design, parking facilities, pedestrian amenities, lighting, and landscaping. Uses should generally be commercial focusing on transient traffic from I-43.

Desired Uses

- New commercial uses including retail, hotel, and flexible commercial/industrial space.
- Continued commercial/industrial development in the Viking Business Park.

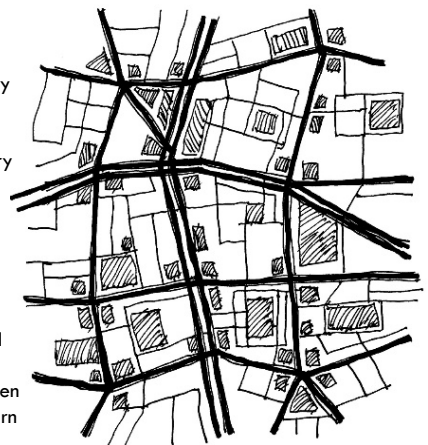
Recommended Improvements

- When possible, continue to improve streetscaping (where applicable) to attract economic development including:
 - Buried utility lines.
 - Sidewalks on both sides of CTH KB.
 - Landscaped pedestrian islands in the center of CTH KB.
 - Easily-identified crosswalks.
 - Unique, pedestrian-scale lighting.
 - Curb bumpouts to calm traffic and shorten street crossing distances for pedestrians.
 - Improved maintenance of center islands at I-43 interchange, including weed removal.
- Consistent design/architecture of new development.
- Define parking lots and on-street parking.
- Improved event signage, including possibly a village sign on I-43.
- Extend Copenhagen Road south to CTH KB to improve access.



Figure 2-7 (left): New sidewalk and improved streetscaping along CTH KB in Denmark.

Figure 2-8 (right): The village has an opportunity to create well-connected blocks on both the north and south sides of CTH KB. The example street diagram shows major thoroughfares roughly every ¼ mile (not to scale), and interior block patterns. This depicts how larger arterial streets can help form block patterns. In the case of the I-43/CTH KB Gateway, both roads can form limited-access blocks around more fine-grained interior blocks. The interior blocks can create more of a neighborhood feel with lower traffic volumes and speeds, while still being well-connected to major streets. The blocks also have high connectivity even with unique grid patterns. Source: A New Pattern Language for Grown Regions Wiki.



I-43/STH 96 Gateway – West Interchange

This area holds the most promise for long-term employment and property tax base growth through intensive commercial or industrial development that rely on access to I-43. Commercial and industrial developers are typically looking for location, access, and visibility when considering sites for new endeavors. This site has all three components, provided public sewer and water are extended from the east. Since this is a prime site for new industrial or intensive commercial development, Denmark should not settle for only standard interchange development at this site. Instead, large manufacturers, high-value commercial enterprises that utilize large areas of land, or other development that would act to draw customers to Denmark should be priorities for this land. While the area identified for business park growth may not all develop within this plan’s 20-year timeframe, the village wants to identify future uses for these properties when they develop.

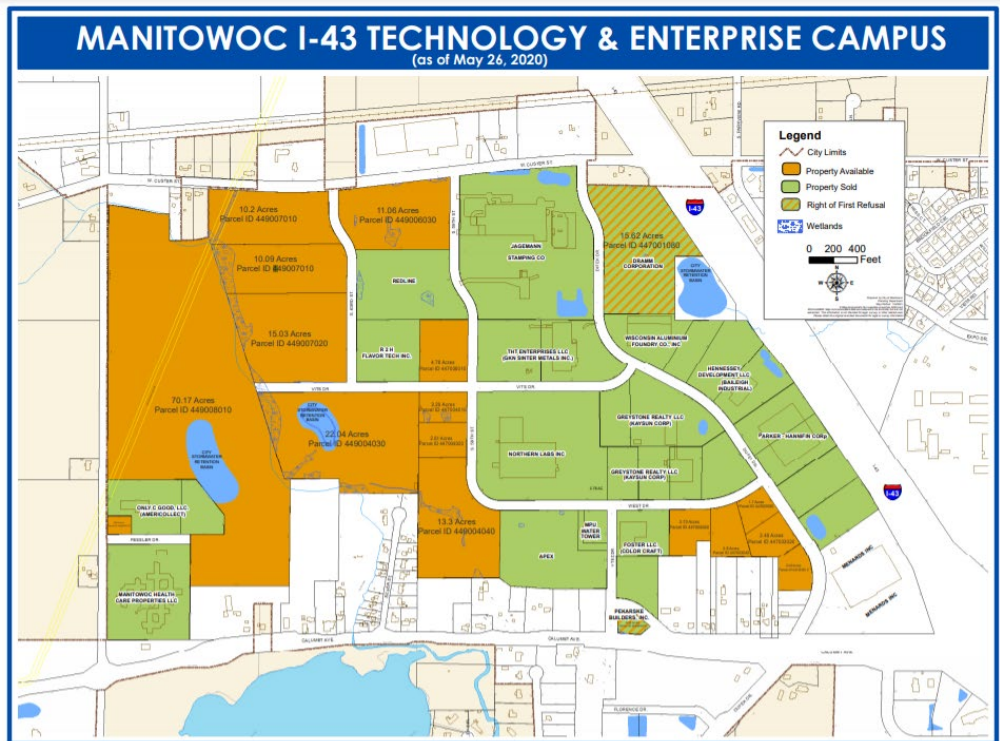
Desired Uses

- Industrial uses that create jobs and utilize village water and sewer like the City of Manitowoc’s Industrial Park.
- Big box retail with articulated rooflines, modulated front facades, landscaped parking lots, and pedestrian amenities.

Recommended Improvements

- Installation of streets and utilities for industrial development.
- Opportunity to mix in smaller commercial sites to include amenities for businesses and workers, such as fast-casual restaurants and convenience retail.
- Utilize the site-planning process to ensure good building and landscaping materials. The village should also work with developers to ensure clear operations and maintenance plans/responsibilities.
- Ensure proper site screening, especially where visible from I-43.

Figure 2-9: The Manitowoc I-43 Technology and Enterprise Campus is a local example of a business/industrial park with highway access. The park features different lot sizes, and a well-connected circulation pattern. Source: City of Manitowoc.



Bohemia and Hager Road Areas

The western portion of this area of Denmark should transition into a residential area moving south and east. Areas fronting on I-43 should include aspects of the Gateway Area with a strong emphasis on site planning and design. Commercial workspaces and light industrial should define the area's edge. The stand of upland woodlands at the corner of Hager Road and Bohemia Drive will remain because of a wetland area there that will limit any future development activity.

A potential site for redevelopment is the former Land O'Lakes site located between South Wall Street and the Devils River Trail and just west of both the intersections of South Wall Street with both Prospect Street and Grand Avenue. The roughly 7.2-acre site is currently vacant. While the site was previously industrial, it is surrounded by residential uses, and the Devils River Trail runs along the property's west side. Since rail service no longer serves the site and any new industry would require major facility improvements to be operational, this site presents the village with potential opportunities. Because the site is surrounded by residential uses and adjacent to the Devils River Trail, this site is an ideal residential infill opportunity (see Figure 2-10 on the following page).

A small area of neighborhood commercial uses is shown on the future land use map between the Devil's River State Trail and the intersection of South Wall Street and Hager Road. Smaller, neighborhood commercial uses at this site would capitalize on the location adjacent to the trail and provide commercial services (food, repairs, supplies) to trail users in addition to the general population. Neighborhood commercial uses should be designed and have hours of operation, lighting, and signage that are compatible with nearby residential uses. Any possible residential uses in this area would be further east, located closer to the Devils River Trail and Rosecrans Road. Since this is close to the Town of New Denmark and in a more rural context, careful site planning would help this area blend in and transition from town to village. This could also serve as a sort of village gateway on the southern side. Since there are mature trees on both sides of Rosecrans Road (prior to becoming S Wall Street at Hager Road), care should be taken to preserve those, especially since they already serve as a natural buffer.

Desired Uses

- Commercial, possibly a hotel, along I-43.
- Residential uses would be located near the Devils River Trail and Rosecrans Road/South Wall Street.
- Small neighborhood commercial uses at intersections of Hager Road and South Wall Street and at the intersection of Hager Road and Schleis Lane.

Recommended Improvements

- Development of a trail network that connects to the Devil's River State Trail.
- Careful site planning along Rosecrans Road/South Wall Street to transition the shift from town to village, with adequate landscaping, appropriate signage, lighting, and building design. Any future improvements should strive to preserve existing mature trees as much as possible.
- Work to redevelop the former Land O'Lakes site.



Figure 2-10 (left): Titledown is a local example of a new commercial center that also includes residential uses, such as these new townhomes.

Figure 2-11 (right): Even outside of gamedays, the mix of uses makes Titledown an active location year-round, including commercial, health care, research/technology and hospitality uses. This development type would be more appropriate near the highway.



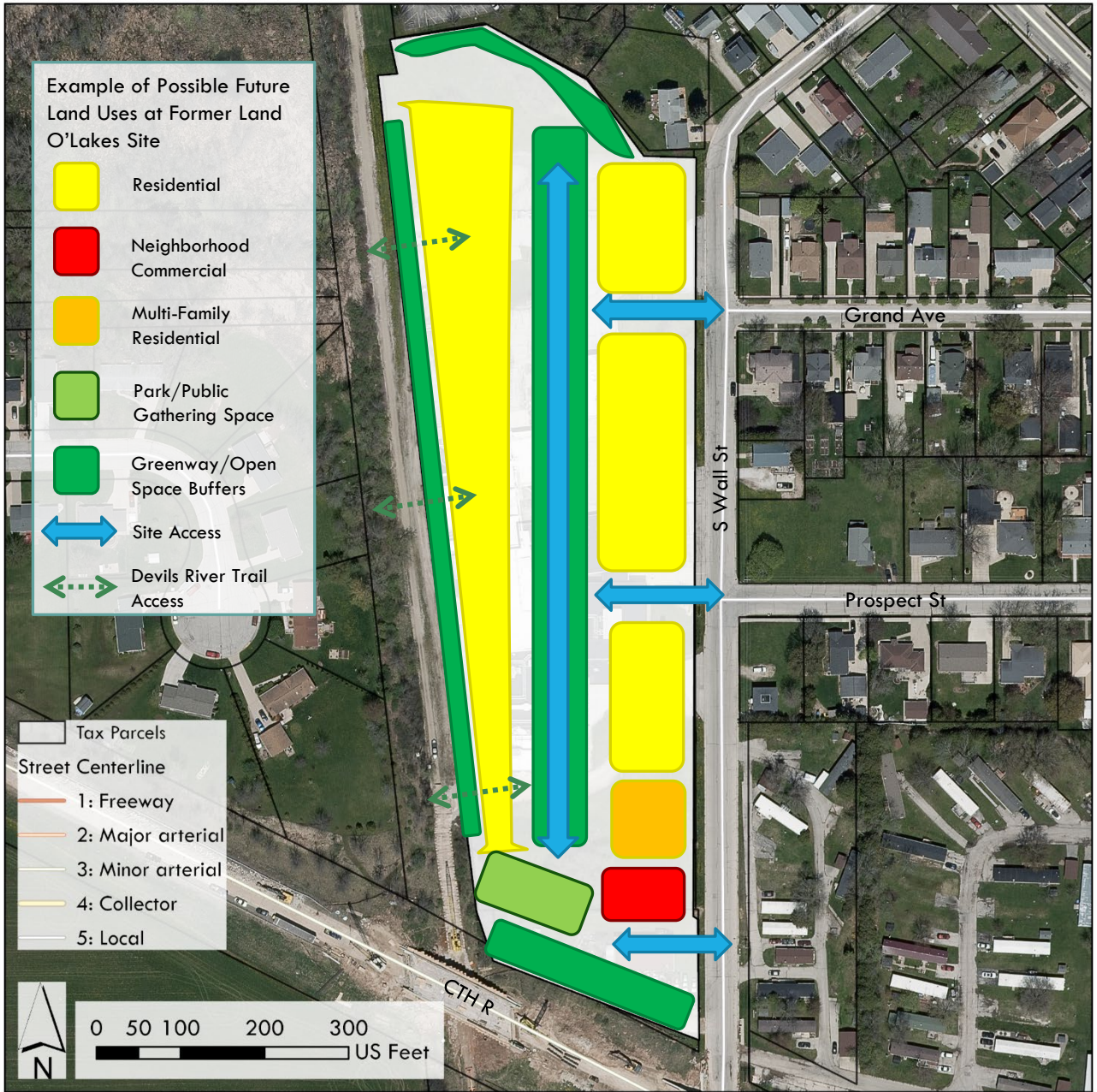


Figure 2-10: Conceptual design of possible land uses at former Land O'Lakes site. Source: Brown County Planning Commission.

The diagram in Figure 2-10 shows a possible conceptual design for the former Land O'Lakes site south of downtown and just north of CTH R. The diagram includes different possible elements to create a mixed-use neighborhood and a potential circulation pattern. Prior to any site design, the village/developer should complete any necessary financial analysis and determine who all the users will be (residents, businesses, operations and maintenance). Then the first site design step will be identifying street and utility connections, and then creating an internal circulation pattern that works.

Note: The above diagram is conceptual only, and not intended to propose a final site design. These elements may not be included in the final site. The concept is intended only to show one way the site might work, assuming it would meet all applicable village zoning requirements and approvals from the necessary reviewing and permitting agencies. The concept also includes the parcel south of the Land O'Lakes parcels to show a possible natural area buffer. The village would need to determine whether this ultimately makes sense to include with the larger site, and whether the current owners are interested in selling.

CTH R/North Avenue Area

Current development trends in this area are expected to continue with interior conventional residential development and commercial uses fronting on CTH R. Any commercial uses should maintain the integrity of CTH R as a county highway, and access to CTH R should be limited to specific points. Commercial site plans should identify access points as well as provide for internal connections among different developments so that customers do not need to access CTH R to get to the next commercial use. Preferably, an internal street pattern extending from the east, likely Fox Path Trail or Harvest Hill Drive, should extend across the development and access CTH R. The commercial uses should have access from Morning Star Lane, rather than a direct driveway access point on CTH R. Similarly, on the west side of CTH R, a reverse access road from North Avenue would provide access while the commercial uses front on CTH R.

Currently a privately-owned informal park exists in a stand of trees on the south side of North Avenue. Preserving this stand of trees has been a long-term goal of the Village of Denmark. However, the village and property owner have not been able to agree on a purchase price. With the development of Daybreak Estates Park just to the north, there is less pressure on the village to obtain this area for a public park. The village should remain in contact with the property owner, should the situation change.

Desired Uses

- Commercial uses fronting on CTH R.
- Residential uses in infill areas.
- Park on south side of North Avenue preserving the stand of trees.

Recommended Improvements

- Urbanize North Avenue when it is reconstructed.

Downtown Denmark

Denmark's downtown area separates the village from many other Brown County communities. The downtown provides a tangible identity that is unique from other villages, both through its streetscape and how CTH KB flows east downhill towards the intersection with CTH T. The downtown commercial uses will likely continue to be small, local businesses including a mixture of retail, offices, banking, eating/drinking establishments, etc. Whenever possible, the village should promote infill development on vacant lots. This type of small-scale development requires less site assembling, potentially increasing the range of people interested in developing something. This approach also adds activity to the downtown, while maximizing taxable parcels.

With careful planning, the village can develop vacant downtown parcels. Street-level commercial units can combine with upper-floor residential and is a way to add density and multi-family options.

Desired Uses

- Rehabilitated, redeveloped, and occupied residential and commercial buildings.
- Second floor residential uses above first floor commercial uses.
- Minimum two-story buildings with articulated facades.
- Trailhead facility at the Devil's River State Trail.
- Move the village hall/offices to the former BMO Bank Building.
- Relocate historical museum from village hall at 118 Main Street.
- Redevelop the village hall building (118 Main Street) for possible commercial/residential mixed-use.



Figure 2-11: Darlington Main Street Apartments, downtown Darlington, WI. Redeveloped buildings, or new construction, should fit into the existing context with complementary size, setbacks, and design. Architectural features also help add visual interest to the streetscape. Source: WEDC.

- Work with Brown County to possibly relocate library branch downtown.

Recommended Improvements

- Consistent design/architecture of new development.
- Remove blighted and unsafe buildings, or update to current standards.
- New downtown buildings are still next to the sidewalk on the street, and parking is on the side or in the rear.

Administrative Processes

- Review parking standards and locations.
- Pursue EPA, WDNR, and Commerce grants for clean-up of brownfields (where applicable).

North Avenue/School Campus Area

The primary use in this area is the Denmark School District campus, which includes the elementary school, middle school, high school, and athletic fields. For future school facility expansion east of the current property the future land use map identifies approximately 20-30 acres of land. The school district should continue to work with the current property owner to obtain ownership of these parcels prior to the land being sold for development activity.

The school district currently maintains a nature center at the far eastern part of the property. The nature center provides a valuable educational tool as well as habitat for songbirds, insects, and small mammals. Care should be taken to not overly disturb this site should new facilities be developed to the east. Residential uses, and in particular conservation residential development near Denmark Creek should be encouraged next to the proposed school district expansion areas. Highridge Avenue should be extended from the baseball diamond to the north, eventually connecting to North Avenue to provide a second access point to the proposed athletic fields and school facilities. Additionally, when North Avenue is reconstructed, it along with the proposed residential development should be urbanized with curb, gutter, and sidewalks as recommended in the Transportation Chapter.

Desired Uses

- Maintain the Nature Center for passive recreation and educational opportunities.
- Residential/Conservation Subdivisions to east of the school district expansion area.

Recommended Improvements

- Loop Highridge Avenue to connect with North Avenue.
- Extend sidewalks to Highridge Avenue.
- Urbanize North Avenue to include curb, gutter, and sidewalks from CTH T to the east when it is reconstructed.
- Consider conducting engineering study to examine how water utilities might work in the village's northeast corner.

Southeast Denmark

Southeast Denmark, with its rolling hills and pockets of wetlands and woodlands is well-suited for conservation subdivision residential development. When reviewing conservation subdivisions, identifying the responsible party or parties for long-term ownership and maintenance of the green space areas early in the process is very important. This should be clear prior to the village approving the plat. Furthermore, the green space areas should be more than narrow strips of land separating blocks of housing. The green space areas should preferably be contiguous blocks of land that have some sort of environmental or cultural significance, such as woods, wetlands, fencerows, orchards, steep slopes, streams, or similar features. As prairies are not necessarily native to this part of the state, letting a former agricultural field go fallow and revert into "prairie" would not be a recommended green space provision, as this may result in maintenance issues and general aesthetic concerns from surrounding property owners.

Additional infill areas of multifamily residential are recommended for the area identified for multifamily in the Dane Haven Subdivision and an area near the intersection of Wisconsin Avenue and CTH R. Also, within the Dane Have Subdivision, a neighborhood park is proposed adjacent to the

stormwater management pond located adjacent to Mahlik Lane. Small neighborhood commercial uses are recommended at the intersection of Maribel Road and CTH KB and at Maribel Road and CTH R.

The neighborhood commercial uses in these areas should again be designed to compliment the adjacent residential uses with proper landscaping, off-street parking, lighting, and hours of operation. The remaining undeveloped area in the Dane Haven Subdivision has enough elevation variation to pose development challenges for future development. The village should work with any potential developer to ensure challenges are addressed/resolved prior to development activity.

With the village wastewater treatment facility and other industrial uses at the northern end of Mahlik Lane, the street has substantial truck traffic on it. With possible future residential development in that area, the village should consider potential options to divert most truck traffic away from Mahlik Lane where it would be adjacent to residential development. That may involve a new east-west route connecting to Mahlik Lane.

Desired Uses

- Residential and conservation subdivisions.
- New neighborhood park near stormwater pond in Dane Haven Subdivision.
- Infill multi-family development near eastern end of Grand Avenue and at southern end of Wisconsin Avenue. Multi-family units can be designed in a way to essentially look like single-family residences (“missing middle” housing).

Recommended Improvements

- Urbanization of Mahlik Lane.
- Possible new east-west road connecting to the northern end of Mahlik Lane to divert truck traffic away from residential areas.
- Collaborate with developers/interested parties to study how additional development might be sited on hilly terrain in the Dane Haven Subdivision.

SUMMARY OF RECOMMENDATIONS

Comprehensive Plan Goal #1 – Land Use Goal

Manage existing and future land uses to enhance the Village of Denmark's unique, small-town character.

The following summary of recommendations is not a comprehensive listing of all the recommendations contained within this chapter or comprehensive plan. Rather it is intended to provide a quick reference list to inform the reader that these recommendations were discussed within the body of the chapter or in some cases other chapters (particularly Transportation). When reviewing the summary of recommendations, it is important that the reader refer to the full discussion in this chapter as well as other pertinent chapters (including Implementation) in this plan to obtain the full range of recommended actions.

Objectives

1. *Continue to emphasize and enforce design standards and site planning.*
 - a) New downtown buildings should be close to the street with a minimum of two stories.
 - b) Downtown parking should be preferably located behind or alternatively on the side of buildings. Shared parking among downtown businesses should be encouraged.
 - c) Maintain on-street parking in the downtown to minimize parking lots and act as a traffic calming technique.
 - d) Utilize landscaping to help buffer residential areas from other uses, and to screen commercial areas from the highway.
2. *Focus on enhancing key village planning areas and gateways.*
 - a) Use tax-increment financing districts to help with new development in key areas.
 - b) Continue to improve the CTH KB gateway to Denmark to provide a welcoming first impression to visitors, residents, and businesses.
 - c) Create street network north of CTH KB roundabout to encourage development.
 - d) Ensure new development east of the Denmark school campus does not conflict with school district plans for campus expansion.
 - e) Plan to relocate village hall in the downtown area.
 - f) Work to redevelop the vacant Land O'Lakes site.
3. *Create well-planned residential areas.*
 - a) Future residential development should be based on the concept of neighborhoods with a mixture of housing types.
 - b) Ensure multi-family development is not concentrated in any one area of the village, but rather is well-designed and spread out throughout Denmark.

- c) Evaluate lot size minimum requirements against infrastructure costs.
 - d) Help add housing and blend it in through “missing middle” housing types.
 - e) Each neighborhood should contain a small neighborhood park or playground.
 - f) Encourage appropriate, well-designed neighborhood commercial development at key intersections to allow nearby residents to walk or bike for goods or services.
4. *Continue to create a well-connected street network through the village.*
- a) Encourage the mixture of appropriately designed commercial, recreational, and institutional uses within residential areas so residents may walk or bike to them.
 - b) Emphasize neighborhood connectivity for pedestrians, bicyclists, and vehicles.
 - c) Include a mid-block pedestrian crossing in blocks that exceed 700 feet in length, as appropriate in new subdivisions.
 - d) Utilize traffic calming techniques to slow vehicular traffic and promote pedestrian safety, particularly through residential areas when appropriate.
 - e) Ensure there are internal connections among the proposed commercial developments along CTH R to avoid multiple driveway points.
5. *Develop in a way that respects natural features.*
- a) Conservation subdivisions should be encouraged along the Denmark Creek and in southeastern Denmark to protect the sensitive natural features from intensive development activity.
 - b) Promote cost-efficient infill and contiguous development patterns, as opposed to more costly “leap-frog” style patterns. Where a developer is proposing “leap-frog” development and the village wishes to consider it, have the developer pay for the upfront costs to provide services (i.e., public sewer, water, storm sewer, etc.) to the site.
 - c) Ensure development east of the proposed school property expansion does not negatively impact the school district’s nature center.



TRANSPORTATION

Chapter 03

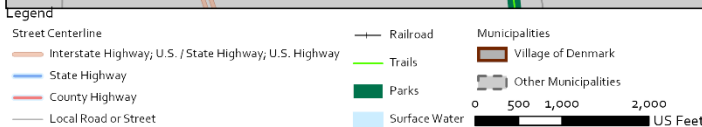
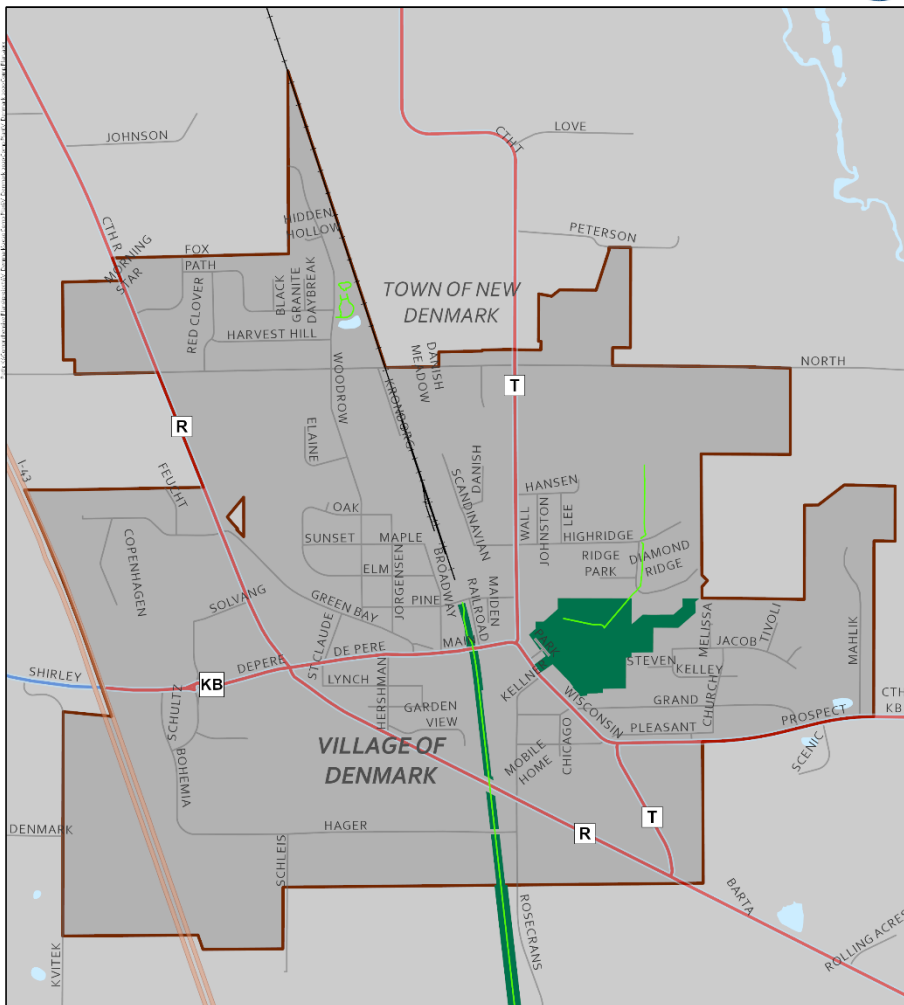
INTRODUCTION

This section analyzes the existing transportation system in the village, and identifies the goals, objectives, policies, programs, and recommendations to enhance the multi-modalism of that system.

Streets and Highways

Denmark's transportation system is formed by the existing street network in the village and connects the village to other communities. A portion of Interstate 43 runs through the west side of the village, and the other main external connections come from one state trunk highway and three county trunk highways. Village streets provide all the local community connections.

Map 3-1: Village of Denmark Existing Transportation Network



This is a compilation of records and data located in the Brown County Planning and Land Services Office, and is to be used for reference purposes only. The map is based on data sources that are believed to be accurate and reliable, but Brown County distributes this information on an "As Is" basis. No warranties are supplied.

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Comprehensive Plan Goal #2 - Transportation Goal

Develop a safe and efficient multi-modal transportation system that serves all Denmark residents.

Transportation-Related Community Goals

(numbers correspond with top ten community goals)

3. Sidewalks on all main streets
4. High Ridge Avenue widened for school buses, connection to North Avenue, and better circulation near the school
5. Implement stormwater management best practices
6. Improved road maintenance
10. Improve neighborhood street lighting (by developers)

EXISTING TRANSPORTATION SYSTEM – STREETS AND HIGHWAYS

Functional Classification System

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

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

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

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. CTH KB is a local example of a collector.

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

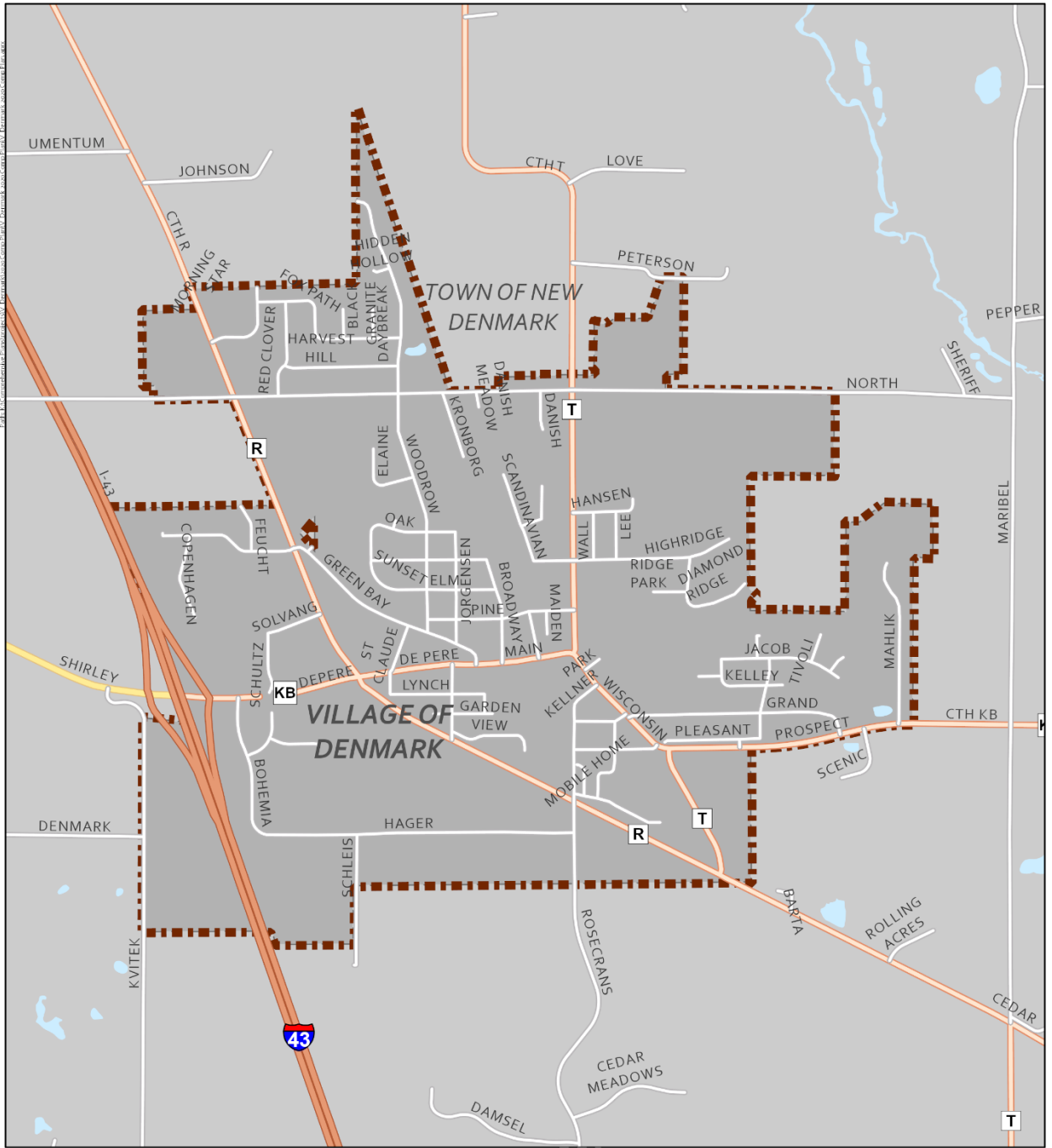
Many of the newer residential streets in the village do not have a high degree of connectivity, and there are a limited number of east-west roads that cross the Canadian National rail bed and Devil's River State Recreational Trail which starts in the village immediately south of West Pine Street. The existing street pattern forces many vehicle trips onto the county trunk system. The recommendations contained in this section of the chapter will encourage the development of a roadway pattern that distributes traffic more efficiently and can help avoid the widening of county trunk highways in the future. Map 3-2 on the following page shows the village's existing functional classification system.

Pavement Ratings

Map 3-3 shows the village street pavement ratings. Village staff reviewed and rated all the village streets in 2019, with a rating from a "1" to "10", with 1 being in the poorest condition, and 10 being the best condition. The planned village and county reconstruction projects are listed later in this chapter.



Map 3-2: Functional Classification



Roadway Functional Class

- Principal Arterial
- Rural Minor Arterial
- Rural Major Collector

— Rural Minor Collector

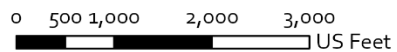
— Local

Municipalities

Village of Denmark

Other Municipalities

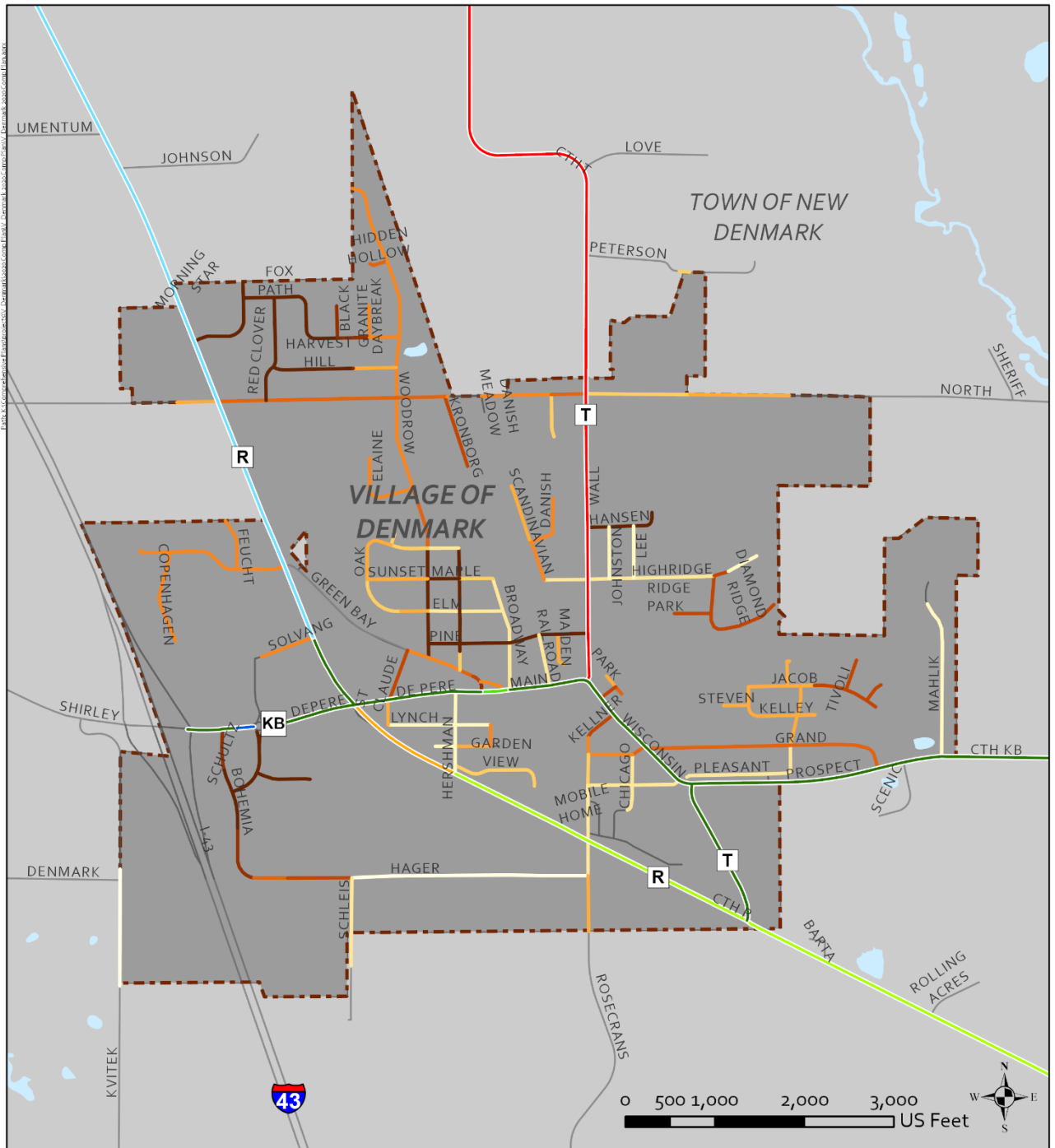
Surface Water



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Map 3-3: Pavement Ratings and Reconstruction Projects



Village of Denmark Pavement Ratings	7 (2019)	1 (2019)	Very Good (8)	Very Poor (2)
Current Pavement Rating and Year Evaluated	6 (2019)	All other values	Good (7)	
10 (2019)	5 (2019)	State PASER Sufficiency Rating	Good (6)	Municipalities
9 (2019)	4 (2019)	Excellent (10)	Fair (5)	Village of Denmark
8 (2019)	3 (2019)	Excellent (9)	Fair (4)	Other Municipalities
	2 (2019)		Poor (3)	Surface Water

Village Pavement Ratings Sources: Village of Denmark and WisDOT Wisconsin Information for Local Roads (WISLR)
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EXISTING TRANSPORTATION SYSTEM

Pedestrian and Bicycle Facilities

Denmark's existing transportation system is largely comprised of village streets, county highways, and a federal highway. Some of the village's downtown and residential streets have sidewalks, but the newer portions of the village contain very few sidewalks or bicycle facilities. The village's existing pedestrian and bicycle system is shown in Map 3-3.

Sidewalks

Sidewalks exist along CTH KB and along portions of CTH T near the schools. A few local streets have sidewalks as well. As mentioned in the Issues and Opportunities chapter, one of the top community goals is sidewalks on all main streets.

Bicycle Facilities

The village currently does not have any dedicated on-street bicycle facilities, except for CTH R at the intersection of CTH KB. The village does have a potential for more on-street bicycle facilities when Brown County completes roadway improvements on its facilities. The village streets don't have enough traffic volume to require any bicycle facility improvements on them now.

Devil's River State Recreational Trail

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

Snowmobile Trails

The village has snowmobile trails in it, and are all basically located south of CTH KB and east of CTH T. The Devil's River State Recreational Trail also serves as a snowmobile trail in the winter.

Transit

Specialized Transportation Services for the Elderly and People with Disabilities

Green Bay Metro

Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve Denmark because the village is not included in Metro's fixed route transit service area.

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

County Elderly and Disabled Transportation Assistance

The County Elderly and Disabled Transportation Assistance program is a state-funded program supplying counties with financial assistance to provide transportation services to individuals over 60 years of age, and for individuals with disabilities. The Brown County Planning Commission administers the program for Brown County, with several contracted agencies providing the actual transportation, including the following: Curative Connections, Salvation Army, and Brown County Human Services.

Rural Driver Escort Program

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

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

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

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

Commuter Options

Park and Ride

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

Wisconsin's Rideshare Program

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

Rail Transportation

Denmark currently has one active rail line that runs into the village. The line is owned and operated by Canadian National Railway (see Map 3-1 for the location of the rail line), and currently serves United Cooperative and Dufeck Manufacturing.

Air Transportation

The Green Bay Austin Straubel International Airport is approximately 18 miles northwest of Denmark. American Airlines, United Airlines, Frontier Airlines, and Delta Airlines currently provide commercial service. Several different charter services offer flights in and out of Austin Straubel, and the airport also handles commercial cargo. Austin Straubel is a Transportation Security Administration regional operations base, serving the Northern half of Wisconsin and Michigan's Upper Peninsula. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States.

Truck Transportation

Various businesses and industries within the village rely on truck trips to import and export goods. The village is well-suited for truck traffic because of the county and state highways in and out of Denmark, and the proximity to I-43 and its access ramps.

Water Transportation

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

Consistency with Related Transportation Plans and Projects

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

2016 Brown County Bicycle and Pedestrian Plan Update

The plan identifies the STH 96/CTH KB corridor from Greenleaf in the Town of Wrightstown to CTH R in Denmark as a recommended route on the county and state trunk highway system. The village would have an opportunity to enhance this potential connection by working with Brown County on adding bicycle facilities to CTH KB through the village, which would provide a “destination” in the village, including downtown and the Devil’s River State Trail.

The plan also contains a sidewalk network gap analysis, which identifies key locations where adding sidewalks could have the biggest impact for the most people. For Denmark, the plan identifies a sidewalk gap on South Wall Street from the mobile home park north of CTH R. The other identified sidewalk gap is along Woodrow Street, from Green Bay Road to Fox Path Trail. Woodrow Street is an important north/south corridor in the village and adding sidewalks along this would help connect the village’s north end with the central business area.

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

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

Connections 2030 – Wisconsin Statewide Long-Range Transportation Plan

Connections 2030 is the state’s long-range multimodal transportation plan adopted in 2009. The plan’s key implementation short-term priorities are to support the state’s economy, and address transportation safety. The plan prioritizes addressing unfunded needs and seeking sufficient funding and appropriate statutory program changes to fully implement the plan. To help this at the local level, the village should:

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

The village has already been focused on this with the work done on CTH KB east of the I-43 interchange.

2018 Wisconsin State Freight Plan

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

Wisconsin Rail Plan 2030 (2014)

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

Wisconsin State Airport System Plan 2030 (2015)

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

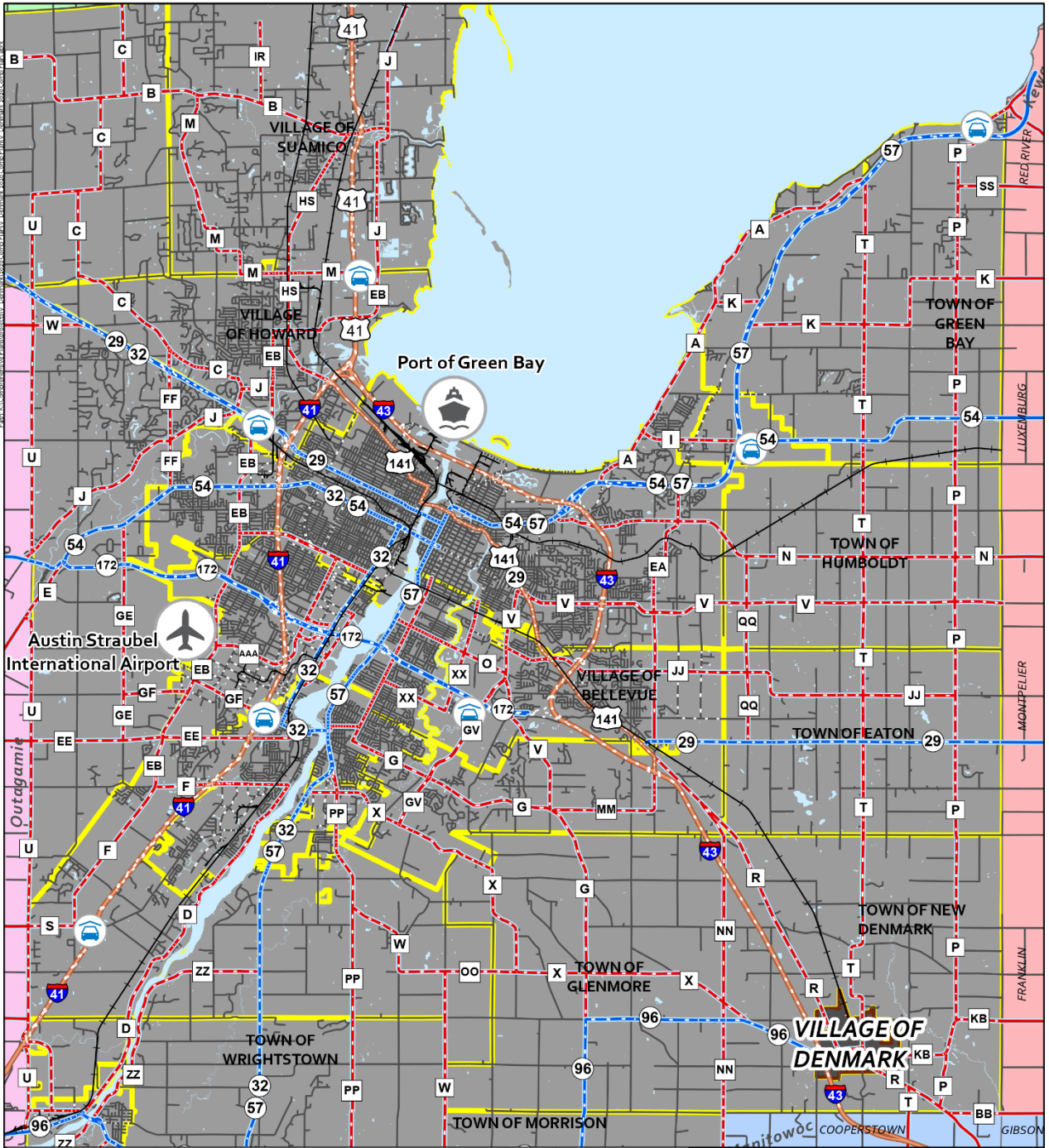
Wisconsin Bicycle Transportation Plan 2020 (1998)

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

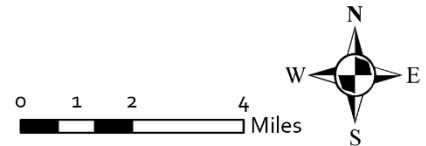
Wisconsin Pedestrian Transportation Plan (2002)

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

Map 3-4: Regional Transportation Map



Street Centerline	Local Road or Street	Municipalities
Interstate Highway	Brown County Truck Routes	Village of Denmark
State Highway	Railroad	Other Municipalities
County Highway	Surface Water	Park and Ride Lots



This is a compilation of records and data located in the Brown County Planning and Land Services Office, and is to be used for reference purposes only. The map is based on data sources that are believed to be accurate and reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied. User: Devin.Yoder Date Saved: 1/22/2020 4:11 PM

TRANSPORTATION POLICIES, PROGRAMS, AND RECOMMENDATIONS

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

Transportation Recommendations, Programs, and Policies

Streets and Highways

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

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

This section will address those methods.

Develop Well-Connected Street Patterns

The village's street network is generally in a grid pattern, but several residential areas that border village boundaries have cul-de-sacs. To increase street connectivity and intersection frequency within Denmark, the village should require developers to design subdivisions that include well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets (see the example in Figure 3-1).

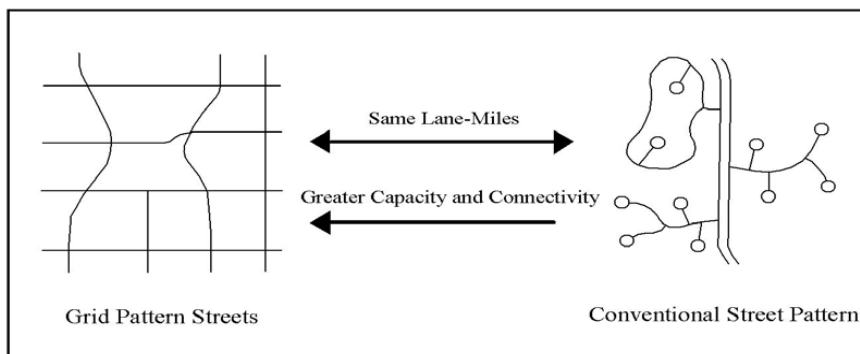


Figure 3-1: Comparison of Well-Connected and Conventional Street Patterns

Well-connected patterns encourage and enable people to walk and bicycle to and from various destinations within the village. Well-connected street patterns also distribute vehicular traffic more evenly, are more easily plowed and maintained by public works departments, provide more options for law enforcement and public safety responses, and enable communities to create efficient sewer and water systems. However, there are situations where streets will not be able to be connected due to the presence of physical or environmental constraints. In these situations, the construction of cul-de-sacs should be allowed. To maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel easily throughout the area. This connectivity concept is discussed in more detail later in this chapter. Another important note about Figure 3-1: the street grid is not perfectly square, but the streets are all well-connected. Figure 3-2 shows a similar example, and that even an irregular square pattern with multiple street connections will allow for shorter travel distances and greater route options.

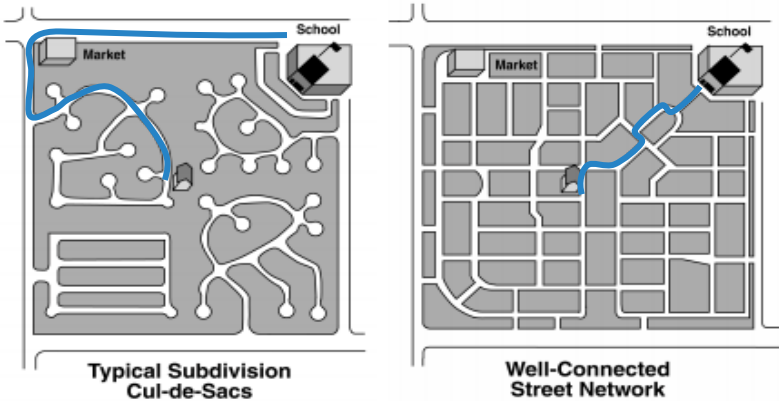
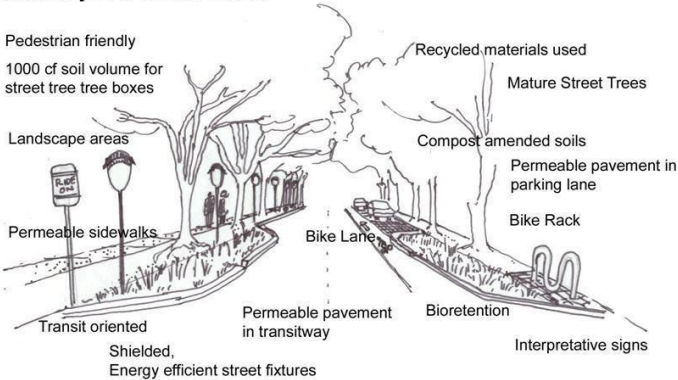


Figure 3-2: Travel Distance Comparison Source: Neighborhood Street Design Guidelines, Transportation and Growth Management, State of Oregon.

Stormwater Best Management Practices and Street Design

Stormwater management is one of the community goals identified through the visioning process. Since the street network is one of the key village infrastructure components, the village has opportunities to incorporate stormwater management into street infrastructure projects. Village streets enable movement of people, goods, and infrastructure. Streets have historically been designed to move water away but are proving to also be spaces that can help with stormwater capture. A green street is a stormwater management approach that incorporates plants, soil, and engineered systems to slow, filter, and cleanse stormwater runoff from impervious surfaces. This helps reduce stormwater in the streets, potential stormwater flooding, and improves water quality. As the village plans capital improvement projects, it should consider ways to incorporate green streets/elements into projects.

Anatomy of a Green Street



Green Street Principles
 Goals to achieve through the green street design process

1. Protect and restore natural resources
2. Promote health, equity, and human habitat
3. Design for safety and mobility
4. Design for life cycle
5. Design for resilience
6. Optimize for performance

Source: Urban Street Stormwater Guide, National Association of City Transportation Officials.

Figure 3-3: Green street elements. Source: Learn About Green Streets, EPA.

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the village's streets will be considered for widening in the future, some two-lane highways might be seen as candidates for widening if traffic levels rise over the next 20 years. However, street widening has proven ineffective as a long-term traffic relieving method for traffic congestion. Maintaining streets as two-lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the village. Figure 3-4 shows an example cross-section of a two-lane street with a median/turn lane. The turn lane allows for smoother traffic flow and keeping only two drive lanes makes it easier for pedestrians to cross. The drive lane widths may also be narrowed to reduce traffic speeds.

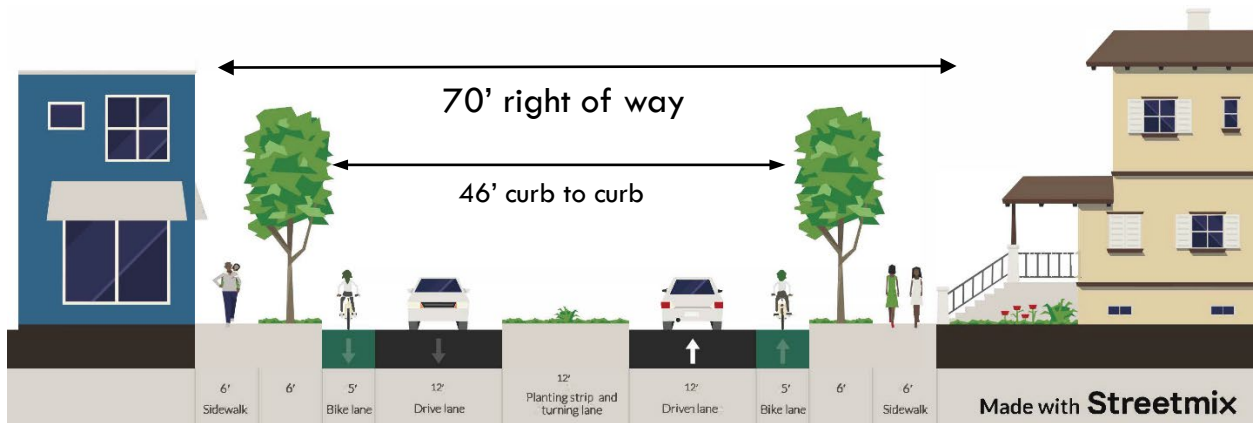


Figure 3-4: Example Cross-Section of a Two-Lane Boulevard

Design Intersections to Maximize Safety

The village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the village's intersections. Techniques that should be considered include roundabouts and other street design features. The narrower street widths recommended in this section will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

Roundabouts in Brown County

Roundabouts have made a significant impact on Wisconsin and Brown County roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. Brown County and WisDOT also reported a significant reduction in total crashes. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The village has a new roundabout at CTH KB and Schultz Way. The most logical future roundabout would be at CTH R and CTH KB. Installing a roundabout at CTH R and CTH T may also make for safer left-hand turns, depending on future traffic levels.

Streetlights

Fixed-source lighting improves visibility along sidewalks, paths, streets, and at intersections. Light poles and lamps are also important design elements that can make an area more attractive for pedestrians and can enhance the setting. Best practices include downcast, cutoff lighting to minimize light pollution. Lighting technology has also improved through LEDs, resulting in more efficient lighting systems. Adaptive lighting technology also allows for more fine-tuning of lighting for a specific area, and for lighting levels that can adjust depending on ambient lighting and other factors.

Maintenance/Reconstruction/Construction

County Projects

According to the current 6-Year Capital Improvement Plan (July 10, 2019) for county highway projects in the village, the following projects are planned:

- 2020 – Recondition CTH R from Devil's River Trail to CTH KB.
- 2020 – Replace bridge over Devil's River Trail on CTH R.
- 2020 – Replace bridge over South Wall Street on CTH R.
- 2020 – Reconstruct Denmark Business Development Corridor.

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

Village Projects

The village is undertaking the following projects in 2020-2021, with design underway:

- Reconstruct Bohemia Drive south of Schultz Way adding gravity sanitary sewer, storm sewer, and sidewalks.
- Reconstruct Hager Road adding sanitary sewer, water, storm sewer and sidewalks.
- Reconstruct South Wall Street from Hager Road to West Grand Ave adding sanitary sewer, water, storm sewer and sidewalks.
- Reconstruct Lynch Avenue from St. Claude Street to William Street including replacement of sanitary sewer and water and adding storm sewer and sidewalks.
- Reconstruct Schleis Lane from Hager Road south adding sanitary sewer, water, storm sewer and sidewalks.
- Extend Schleis Lane north from Hager Road to meet the 2019 Schleis Lane addition. New road, sidewalks, water, sanitary sewer and storm sewer.
- Extend Schultz Way north of the CTH KB roundabout to connect to Solvang Lane. New road, sidewalks, water, sanitary sewer and storm sewer.
- Kvitek Road reconstruction. Sidewalks not included at this time.

Pedestrian and Bicycle Facilities

At the time of this plan, Denmark has a sidewalk network that is largely around the central business district, along a portion of Grand Avenue, and the school area. Also, the village only has bike lanes on a portion of CTH R near the intersection of CTH KB.

To create destinations that can be reached on foot or by bicycle, the village needs to:

- Continue to develop land use patterns in Denmark that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian and bicycling system throughout the village.
- Enable people to easily reach developments in the village on foot or by bicycle.

The remainder of this section describes the methods to address creating destinations.

Mixing Land Uses

To enable and encourage people to make walking and bicycling trips in Denmark, the village should create destinations that can be easily reached by both. The mixing of residential, commercial, and institutional uses enables people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all village residents and minimize traffic on the existing street system.

Figure 3-5 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This shows that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed, and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-2, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

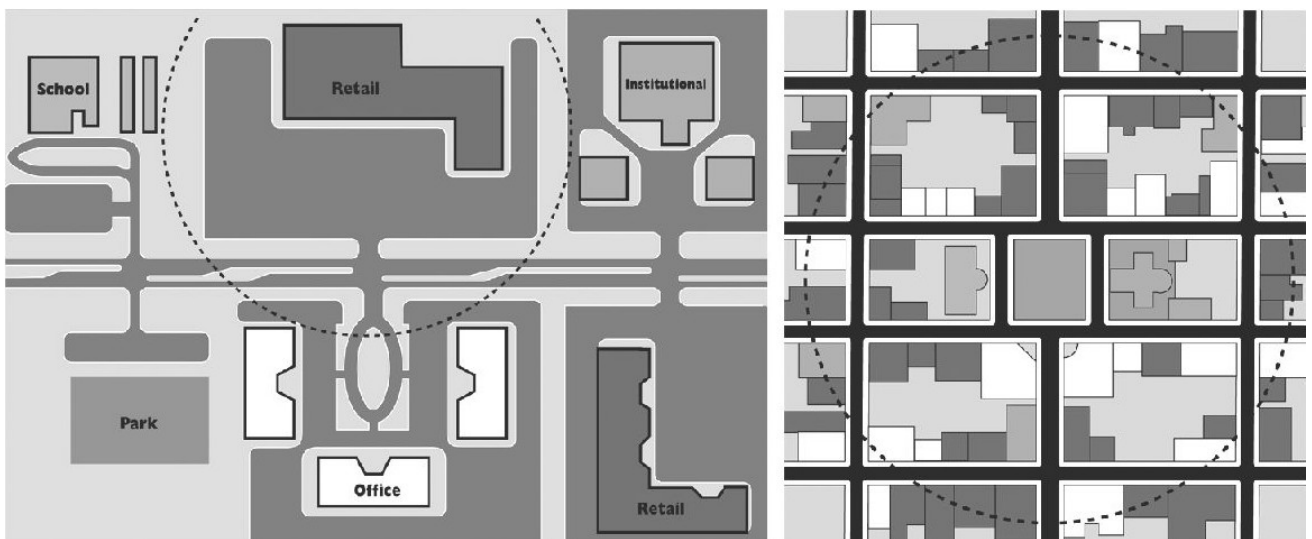


Figure 3-5: Segregated land uses vs. mixed uses with high connectivity.

Site Design

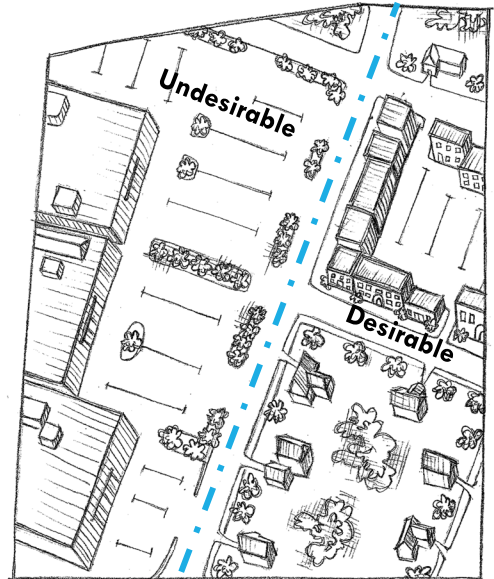
The following strategies all help create more pedestrian-friendly designs. Pedestrian-friendly areas enhance communities in a number of ways, from making commercial areas more desirable as community-gathering spaces, to positive impacts on property values.

Bicycle- and Pedestrian-Friendly Site Designs

To continue to encourage pedestrians and bicyclists, especially in the downtown area, include direct walkway connections between buildings and sidewalks to enhance the connections to different destinations. This helps pedestrians easily access the site.



Figure 3-6: The store on the left is an example of a more easily accessible building because its entrance is immediately adjacent to the sidewalk. The image on the right is divided by the street – more conventional development with parking around the perimeter on the left, and more pedestrian-focused design on the right. Source: *21st Century Land Development Code*, American Planning Association.



Undesirable. Buildings separated from street by parking.

Desirable. Parking on site's interior, with buildings fronting street.

Bicycle Parking

The provision of bicycle parking facilities is essential in the effort to promote bicycling, for people are discouraged from bicycling if adequate parking is not available. Bicycle parking needs vary by type, duration of use, and location. The Association of Pedestrian and Bicycle Professionals (APBP) developed the *Essentials of Bike Parking*, which is designed to provide guidance for governments and businesses that are planning to purchase or install bicycle parking fixtures.



Figure 3-7: Bicycle parking can function as street art (left), as street as architectural elements along the street (right).

Developing a Continuous Pedestrian Walkway System

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

Step 1: Install sidewalks in all new urban developments. Denmark should begin its sidewalk system creation process by requiring developers to install sidewalks on both sides of village streets in all new urban developments. The village should also not approve new urban developments that do not include sidewalks. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist, such as wetlands or steep terrain. In these situations, sidewalks should be required on at least one side of the street.

Step 2: Install sidewalks along major streets and walking routes. Next, the village should install sidewalks along both sides of all existing home-to-school walking routes and along all existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high traffic volumes. Since many of Denmark's major streets are county highways, the village should work with Brown County to build sidewalks along these facilities.

Step 3: Construct sidewalks along the rest of the village's urban streets by identifying demand and consulting residents prior to street reconstruction projects. After requiring sidewalks along all new streets and installing sidewalks along all home-to-school walking routes and collector and arterial streets, the village should work toward constructing sidewalks along the rest of its existing urban streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks should be elements of the projects. This will create a continuous pedestrian system that serves the downtown, neighborhoods, and other destinations within the village.

Possible Sidewalk Segments to Consider

The following segments listed would create some important pedestrian connections but is not an exhaustive list. In prioritizing projects, the village could consider these as important connections that would provide sidewalks to more populated areas of the village that don't already have them. The village should also prioritize adding sidewalks when part of a street redesign and reconstruction, instead of adding them as a standalone project. This approach will limit the amount of intrusive construction impacts on a neighborhood and provide the village with the most cost-effective approach.

North Avenue. North Avenue currently has sidewalks along a portion of it, from North Wall Street west to Woodrow Street. Adding sidewalks west to CTH R would provide pedestrian facilities along a busier village street.

Woodrow Street. Sidewalks installed south of North Avenue, and north of Daybreak Park would create a pedestrian spine from the village's north end to downtown. This would be especially important along the Salm Partners facility, which generates shipping, receiving, and employee traffic. This could connect to streets with existing sidewalks, including Green Bay Road and Pine Street. Another factor that makes adding sidewalks on Woodrow possible is that it has a 70-foot right-of-way for much of it.

Scandinavian Court Scandinavian Court has a number of apartments along it and will eventually connect Highridge Avenue to North Avenue. Both of those streets have sidewalks along them. Since the Danish Meadows addition could include several additional residences, this opportunity would connect another populated area to the downtown and school areas.

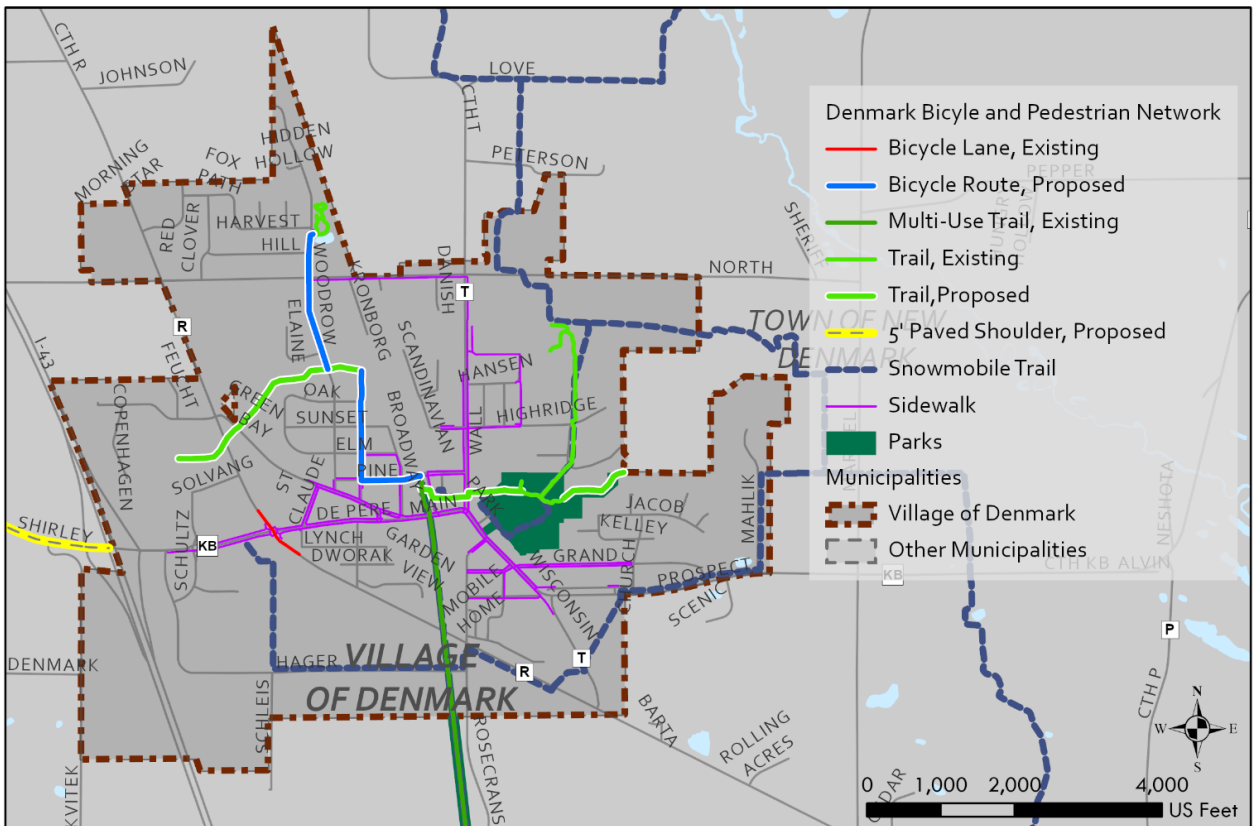
Hershman Avenue Area. The residential area south of CTH KB/De Pere Road around Hershman Avenue does not have sidewalks. All the streets in this subdivision have a narrower right-of-way (60 feet or less). Installing sidewalks as part of a redesign/reconstruction project might make the most sense in this area, as opposed to just adding sidewalks.

Church Street Area. The residential area north of Grand Avenue around Church Street does not have any sidewalks. Most of these street segments have a 70-foot right-of-way, and the rest have 60 feet. These conditions would make it potentially easier to add future sidewalks, again as part of a larger reconstruction project.

Develop a Pedestrian and Bicycle Trail System

As Denmark continues to develop its sidewalk system, the village should investigate the possibility of developing an off-street pedestrian/bicycle trail system by purchasing land, placing trails within many environmental corridors in the village, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals. Map 3-5 shows the village’s existing bicycle and pedestrian network, and includes examples of possible trail network additions, achieved largely through using existing village property.

Map 3-5: Denmark Bicycle and Pedestrian Network



Utilizing Traffic Calming Techniques

To reduce traffic speeds on streets where pedestrians want to cross regularly, the village should consider using traffic calming techniques to keep traffic speeds lower. Traffic calming is achieved through physical street design that creates visual and physical cues to encourage drivers to slow down. One effective method is by adding travel deflection, which could be either vertical or horizontal in nature. Vertical deflection methods include speed bumps and speed tables, while chicanes and curb extensions provide horizontal deflection. In Denmark, the locations that make the most sense to use these would be in residential and school areas, or commercial areas with pedestrians.

Figure 3-8: Example of a chicane on a residential street. Source: Delaware Department of Transportation Traffic Calming Design Manual.

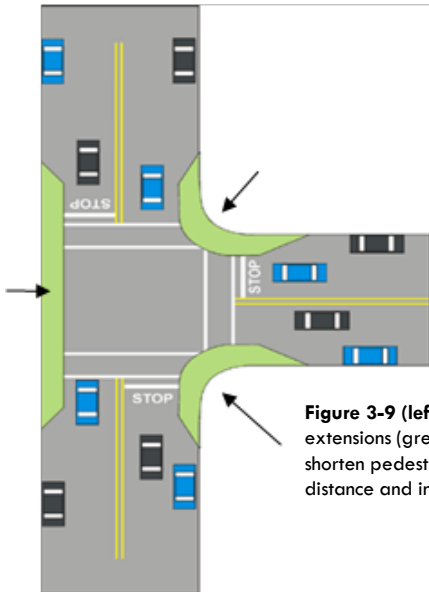
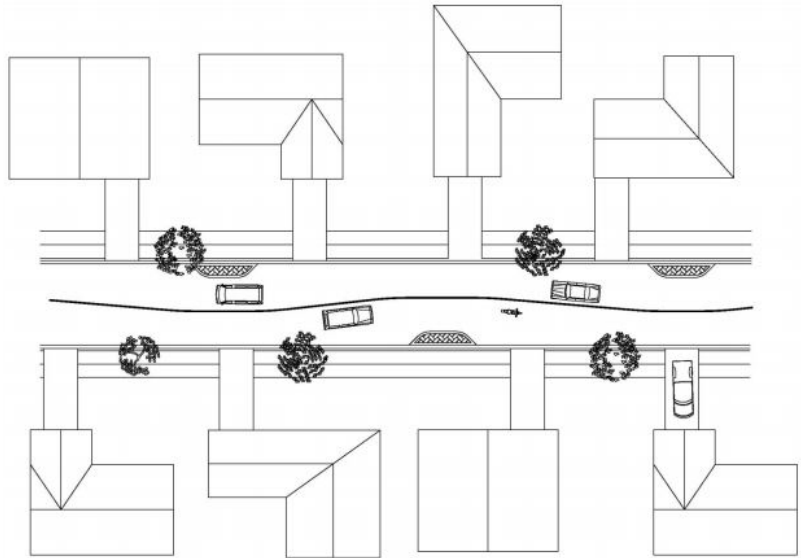


Figure 3-9 (left): Curb extensions (green areas) shorten pedestrian crossing distance and increase safety.

Figure 3-10 (right): Speed table/elevated crosswalk in a commercial area. Source: Urban Street Design Guide, National Association of City Transportation Officials (NACTO).



Figure 3-11: Bike route with chicanes to slow traffic flow. Source: Urban Street Design Guide, NACTO.



Figure 3-12: Mini roundabout with mountable apron and island that larger vehicles can drive over to negotiate turn. Source: Urban Street Design Guide, National Association of City Transportation Officials (NACTO).

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

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



Figure 3-13: Paved shoulder. Source: Cornell Local Roads Program.



Figure 3-14: Paved shoulder with rumble strip. Source: Small Town and Rural Multimodal Networks, U.S. DOT FHWA..

Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of Denmark, the well-connected street patterns recommended earlier in the transportation plan will not be feasible due to the presence of existing development, or physical constraints such as the railroad tracks. When cul-de-sacs must be built and development and physical barriers are not present, the village should require public rights-of-way to be designated at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous pedestrian system, and enabling people to easily reach developments will dramatically increase mobility for everyone in Denmark. This enhanced mobility and choice of viable transportation modes will also help to attract new residents of all ages to the village, improve access to village businesses, and allow the village's existing and future street system to handle traffic efficiently.



Figure 3-15: Path from the street's end through VFW Park in De Pere.

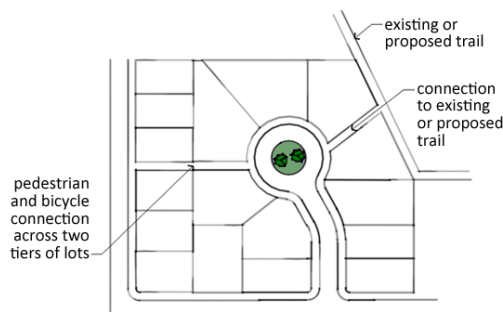


Figure 3-16: Example of a cul-de-sac with pedestrian and bicycle connections. Source: City of Durango Land Use and Development Code.

Rail Transportation

Freight Rail

The village should support efforts that promote and enhance freight rail in the region and the state because of the existing village businesses that utilize the line. The rail line also represents opportunities for additional industrial and commerce activity in the area, while keeping freight off local streets and highways.

The village should monitor activity on the rail line and contact the Wisconsin Department of Natural Resources if for some reason the line is proposed for abandonment in the future. If abandonment is proposed by the railroad, the town should urge the DNR to purchase the right-of-way to enable the rail bed to be converted to a multi-use trail. This will also maintain the existing corridor for transportation use into the future.

Passenger Rail

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

Air Transportation

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

Truck Transportation

The village should consider, if it hasn't already, how truck traffic will function around the Denmark Business Development Corridor, and designate truck routes as needed. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the village.

Water Transportation

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

POSSIBLE TRANSPORTATION FUNDING RESOURCES

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

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

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

Transportation Alternatives Program (TAP)

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

Highway Safety Improvement Program (HSIP)

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

CMAQ Program

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

Knowles-Nelson - Stewardship Program

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

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

TRANSPORTATION GOALS AND OBJECTIVES SUMMARY

Comprehensive Plan Goal #2 - Transportation Goal

Develop a safe and efficient multi-modal transportation system that serves all Denmark residents.

Objectives

1. *Increase pedestrian and bicycle facilities in the village.*
 - a) The village should promote the development of well-connected street patterns to encourage people to walk and bicycle throughout Denmark.
 - b) The village should work to develop an off-street pedestrian/bicycle trail system by utilizing existing village-owned property, purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals.
 - c) The village should continue to work with the Wisconsin Department of Transportation and Brown County Public Works Department to ensure that all bridges and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
2. *Continue to maintain and improve village street network.*
 - a) The village should avoid or minimize the construction of four-lane streets. If additional traffic capacity is deemed necessary, the village should work with Brown County and/or the state to build two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control at intersections.
 - b) For new construction, the village should design and build streets that minimize traffic speeds, enhance pedestrian safety, and incorporate green infrastructure features for stormwater management.
3. *Incorporate community design principles that enhance connections and all types of mobility.*
 - a) The village should continue to work to mix land uses within downtown and neighborhood centers to create destinations that can be easily reached by pedestrians and bicyclists.
 - b) The village should continue to work towards creating a comprehensive sidewalk system by requiring them in all subdivision design proposals and along all collector and arterial streets.
 - c) The village should ensure that new development projects have buildings with minimal setbacks, parking on the side and/or in the rear, and other features like those recommended in the plan's Land Use Chapter to enable and encourage people to travel to destinations with and without motorized vehicles. Any redevelopment projects that propose new building footprints and site layouts should also incorporate them.
 - d) When cul-de-sacs must be built the village should recommend the designation of public rights-of-way, unless physical barriers exist, at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.

4. *Support transit that meets village residents' needs.*

- a) The village should continue to support and use the Section 85.21 Specialized Transportation Assistance Program for Brown County to provide transportation services for seniors and people with disabilities.
- b) If demand for mass transit service develops over time and Denmark is unable or unwilling to join the Green Bay Metro system, the village could encourage the development of a privately-owned shared-ride taxi service that serves the immediate area.
- c) To ensure that transit or shared-ride taxi service can be accommodated when the required elements addressed above are in place, the village should include at least one transit stop in the middle of downtown and within each neighborhood center to enable people to easily reach the vehicles on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.
- d) The village should work together with the Town of New Denmark and WisDOT to create a park-and-ride area by I-43 if there is demand for it.

5. *Continue to maximize transportation system funding through all available methods.*

- a) To help the village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.



HOUSING

Chapter 04

INTRODUCTION

A community's housing stock is an important component of its overall image and potential to attract new residents to a community and to ensure long-time residents remain. Ensuring a range of well-maintained housing options for persons throughout the life cycle is critical for Denmark. The village currently has a very good range of housing, including single-family, duplexes, and apartments. However, as with any community, ensuring the housing stock is maintained and kept up to standards expected in the village is one of Denmark's primary challenges over the timeframe of this comprehensive plan. Unlike public parks, sanitary sewer, public water, or other programs that the village directly develops and controls, housing in the village is a private function. Developing and nurturing a relationship with the private sector to ensure the village's housing needs are met is critical to Denmark's future growth.

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

Comprehensive Plan Goal #3 – Housing Goal

Provide a range of quality of housing opportunities for all segments of the village's population.

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

2. Improve appearance of existing homes and businesses (fix them)
7. Better planning for residential and industrial development

Housing Characteristics

Structure Age

Figure 5-1 shows 19.8 percent of the housing units in the village are less than 20 years old, approximately 47.0 percent of the housing units are 50 years old or older. Denmark is like the State of Wisconsin, but Brown County in general experienced more growth in the 1980s and '90s. As Denmark's housing ages, it will be necessary for the village to ensure that the housing units remain in good condition through code enforcement, rehabilitation, and selective redevelopment. The village should consider developing a basic housing maintenance code to ensure residential properties are maintained and do not have a blighting influence on neighboring properties. If housing units are beyond repair, selective condemnation and demolition should be considered.

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

Year Built	Denmark	% of Total	Brown County	% of Total	Wisconsin	% of Total
Built 2014 or later	5	0.5%	1,745	1.6%	29,219	1.1%
2010-2013	40	4.3%	3,104	2.9%	49,773	1.9%
2000-2009	140	15.0%	16,305	15.0%	341,400	12.7%
1990-1999	113	12.1%	17,565	16.1%	372,967	13.9%
1980-1989	69	7.4%	13,638	12.5%	266,845	10.0%
1970-1979	128	13.7%	17,709	16.3%	394,062	14.7%
1960-1969	62	6.6%	11,624	10.7%	261,113	9.7%
1950-1959	90	9.6%	10,650	9.8%	293,236	10.9%
1940-1949	53	5.7%	4,429	4.1%	149,246	5.6%
Built 1939 or earlier	234	25.1%	12,107	11.1%	523,371	19.5%
Total	934	--	108,876	--	2,681,232	--

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

Structures

The Village of Denmark has about the same percentage of 1-unit detached structures (typically single-family homes) as Brown County and the State of Wisconsin. As the village continues to grow, maintaining a healthy mixture of housing types is critical to weather changes in the housing market as well as the changes in demographics that will be occurring as noted in the Issues and Opportunities Chapter. Figure 5-2 identifies the total number of units within each type of structure in Denmark.

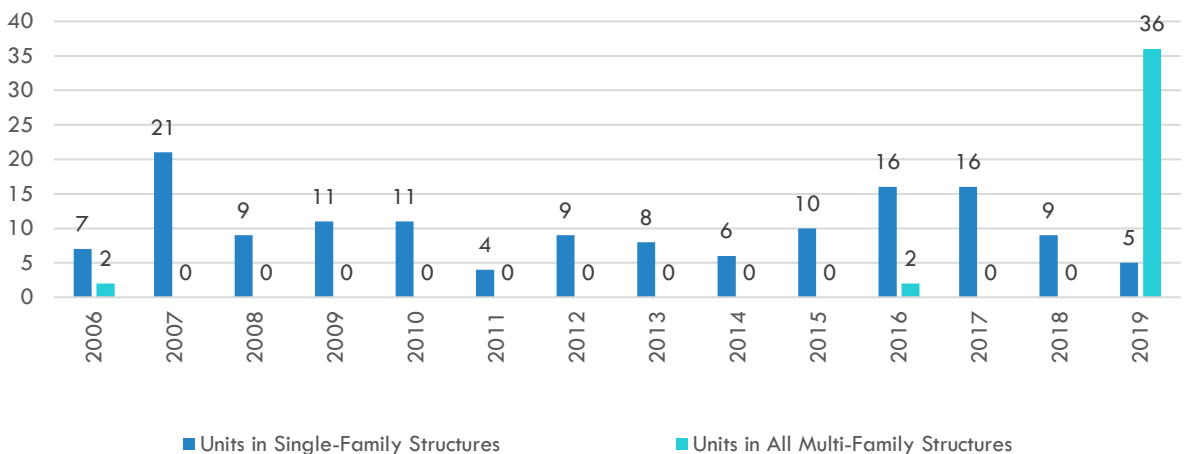
Figure 5-2: Units in Structure for Denmark, Brown County, and Wisconsin

Units in Structure	Denmark	% of Total	Brown County	% of Total	Wisconsin	% of Total
1-Unit Detached	619	66.3%	69,797	64.11%	1,785,339	66.59%
1-Unit Attached	10	1.1%	5,594	5.14%	113,291	4.23%
2 Units	102	10.9%	6,396	5.87%	172,688	6.44%
3 or 4 Units	11	1.2%	3,470	3.19%	99,630	3.72%
5 to 9 Units	61	6.5%	9,987	9.17%	132,237	4.93%
10 to 19 Units	86	9.2%	5,418	4.98%	91,675	3.42%
20 or More Units	25	2.7%	6,428	5.90%	192,648	7.19%
Mobile Home	20	2.1%	1,750	1.61%	93,043	3.47%
Boat, RV, Van, Etc.	0	0.0%	36	0.03%	681	0.03%
Total	934	--	108,876	--	2,681,232	--

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

Over the last 13 years (2006-2019), the number of new single-family housing units developed ranged from a high of 21 in 2007 to a low of four in 2011. Multi-family options in the village have been sporadic, but 2019 saw a flurry of activity with 36 new units being developed. Also, from 2010 through 2019, Denmark issued 132 permits for new residential construction. Currently, there are still vacant single-family residential lots available on the village's north end. As new plats and development proposals are brought forward in the village, it is critical to maintain a diverse range of options for the changing demographics of Denmark. Figure 5-3 displays the number and type of new units constructed according to the building permits issued.

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



Sources: Village of Denmark, HUD SOCDS Building Permit Database

Occupancy

According to the 2018 ACS 5-Year estimates, there were a total of 1,013 housing units (includes two-family and multi-family units in addition to single-family homes) within the Village of Denmark, and 936 occupied units. This compares with 988 units in 2010, which is an increase of 25 units (2.5 percent) over the 10-year period. Since the building permits issued for housing in the last ten years exceeds that number, the village may have exceeded modeled expectations, signifying a stronger market than expected. Denmark currently has a very good mix of owner-occupied and rental housing options for its residents. Over time it is important that the mixture of rental and owner-occupied units does not swing too far in either direction. Denmark should monitor the occupancy statistics of the village and encourage new housing units that help to maintain a healthy mixture of housing options. The village should also look at vacancy numbers for the new multi-family housing; a low vacancy rate could indicate that the village might still have more demand for that housing type. Figure 5-4 summarizes the estimated changes in housing occupancy that occurred between 2010 Census and 2018, which may be lower than the actual amount.

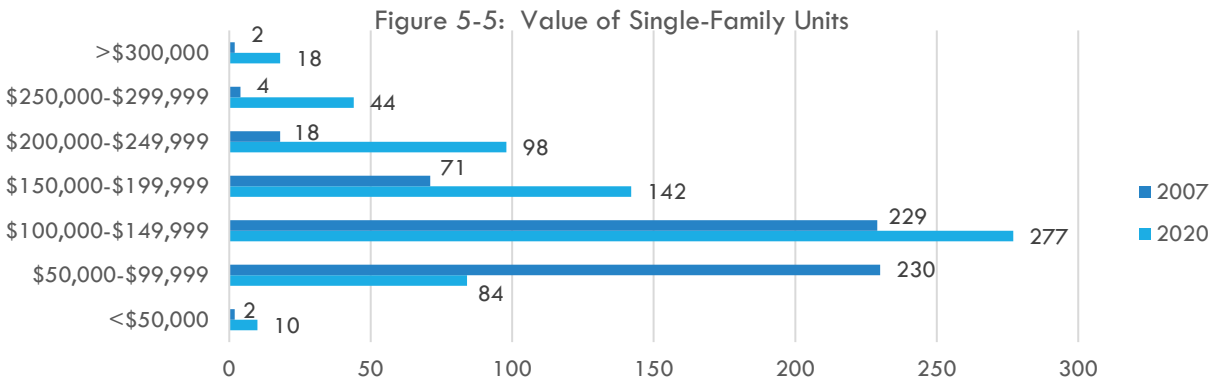
Figure 5-4: Change in Housing Occupancy Characteristics in Denmark, 2010-2018 est.

	2010 Census	% of Total	2018 ACS 5-Year Estimate	% of Total	Est. Change 2010-2018	Percent Change 2010-2018 est.
Total Housing Units	988	100.0%	1013	100.0%	25	2.5%
Occupied Housing Units	923	93.4%	936	92.4%	13	1.4%
Owner-Occupied	587	59.4%	642	63.4%	55	8.6%
Renter-Occupied	336	34.0%	294	29.0%	-42	-14.3%
Vacant Housing Units	65	6.6%	76	7.5%	11	14.5%

Sources: U.S. Census 2010 Census and 2018 ACS 5-year estimates.

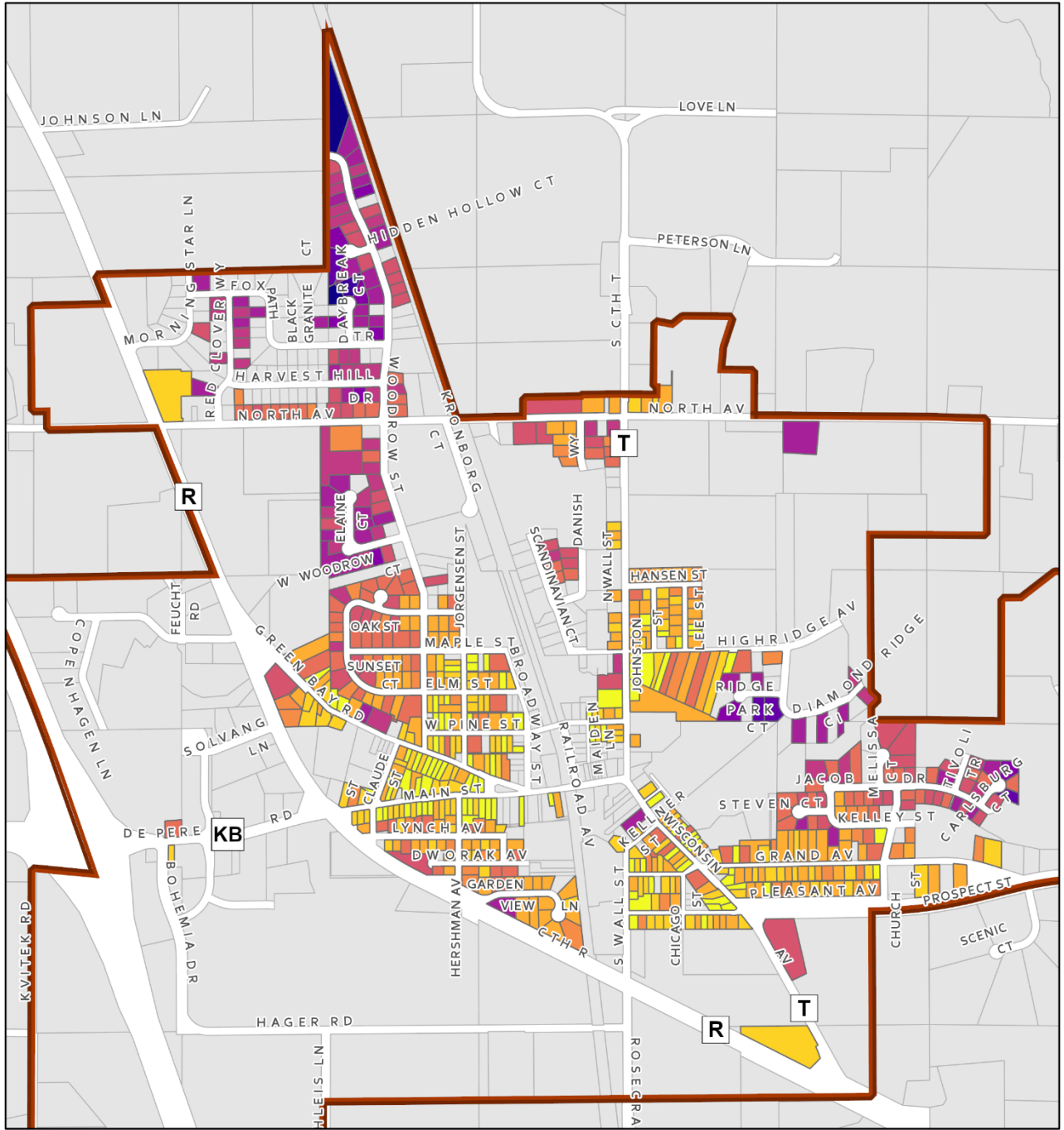
Value

This section analyzes Denmark home values from Brown County assessment records. The estimated fair market value range with the greatest number of homes falls between an estimated value of \$100,000 to \$149,999, totaling 277 units, or 41.2 percent of the village housing stock. Homes valued between \$150,000 and \$199,999 (142 in total) account for 21.1 percent of the total homes in the village, the second highest category. Compared to 2007 values (of only owner-occupied homes) Denmark has seen home values increase across all categories above \$100,000. While home values have generally risen since 2007, some of the increased values may be more from new construction in the village, shown by Map 5-1 on the following page.



Source: April 2020 Brown County parcel data.

Map 5-1: Estimated Fair Market Values of Denmark Single-Family Residential Parcels



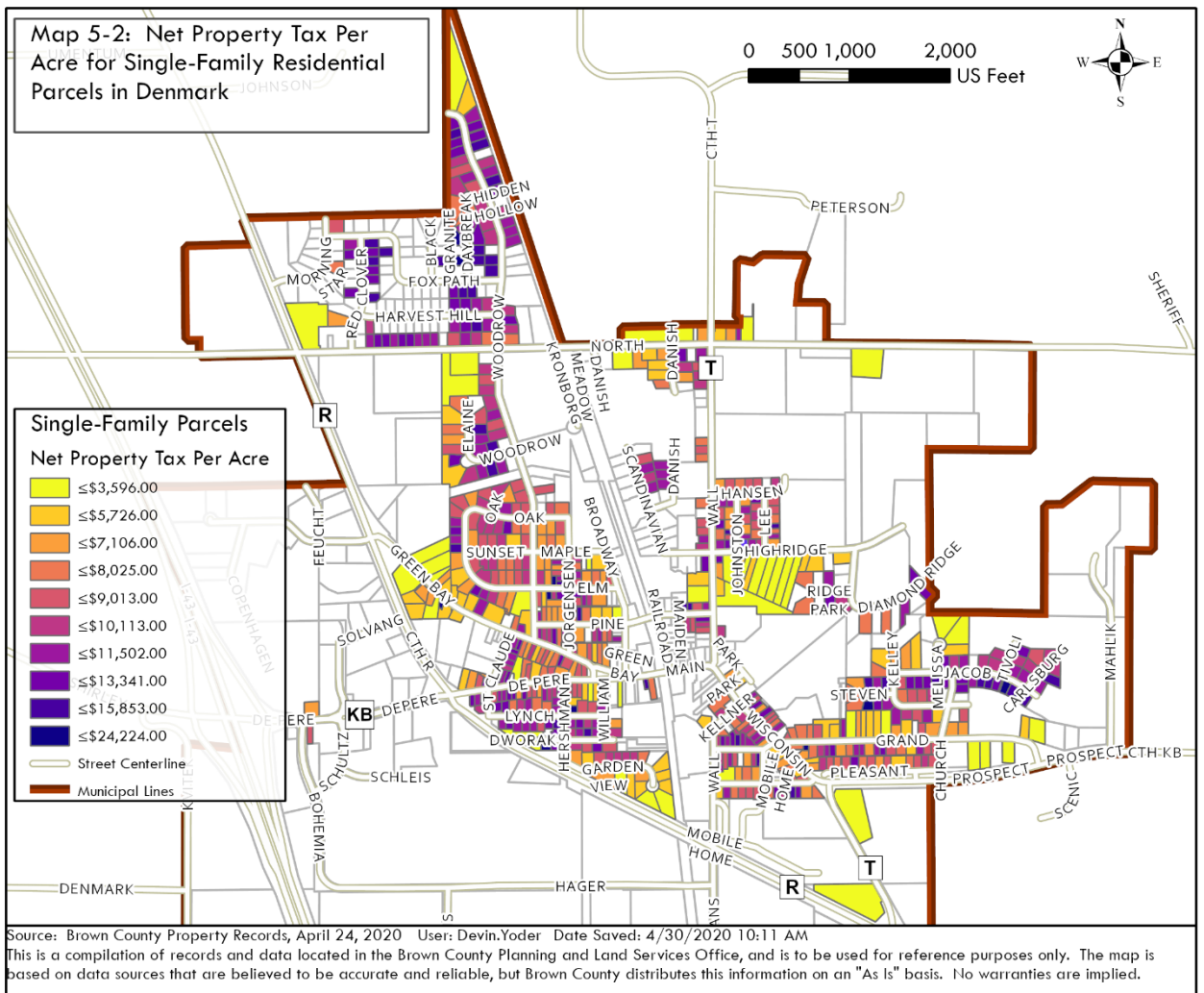
Source: Brown County Property Records, April 24, 2020

This is a compilation of records and data located in the Brown County Planning and Land Services Office, and is to be used for reference purposes only. The map is based on data sources that are believed to be accurate and reliable, but Brown County distributes this information on an "As Is" basis. No warranties are implied.

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On the preceding page, Map 5-1* shows single-family residential parcels in Denmark. The parcel values generally correspond with the village's development pattern, increasing moving outward from downtown. This pattern should roughly correspond with home age. If anyone in the village considers using a home improvement assistance program, the village should especially encourage those programs for homeowners in the central downtown area. While home improvements to any private property in the village will offer positive benefits, if the village is trying to decide on an area to invest more of its time and energy, the central core should be its primary focus.

When new development is being considered, the village should think about the proposed parcel size, and how that aspect impacts the village's fiscal well-being. Map 5-2** shows single-family residential parcels in Denmark and displayed by net property tax per acre. Net property taxes for each parcel were divided by each parcel size. This doesn't mean that any given property would be paying the same amount if it were larger, but that smaller parcels can have positive revenue impacts for the village.



*The map is a snapshot in time, and only displays estimated fair market parcel values for parcels with constructed homes that were assessed for the 2019 tax year. Any homes under construction, or yet to be constructed as of December 2019 will not show a value. The data comes from Brown County property records and is subject to change in subsequent years.

**Only developed parcels are counted towards the total acreage and net taxes, and any two-family or multi-family residential parcels in these areas were not included. This analysis only compared parcel size and tax revenue, so other things could factor into the revenue.

The purpose for this is to show different single-family residential areas in the village, and how much tax revenue they yield per acre. The village gets more revenue per unit from larger single-family residential parcels, but on a per-acre basis, denser areas of the village yield more taxes, even with an older housing stock. Greater residential density can yield more revenue while using relatively less street frontage.

The village should these consider these different factors when evaluating proposed residential development, compared against the cost to extend or build new services to that area. The village might see more revenue per acre with denser development and returning greater savings to the property owner for municipal services, operations, and maintenance.

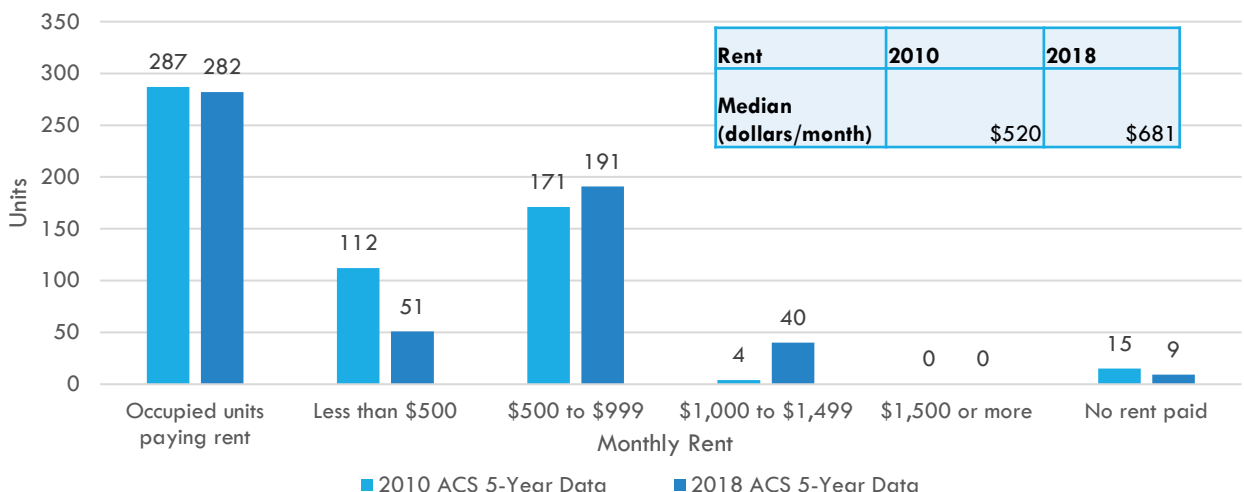
Housing Expenses

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

Rent

Between 2010 and 2018, the median gross rent for a rental unit in Denmark increased from \$520 to an estimated \$681, which is an increase of 30.9 percent over eight years. When inflation is factored in and restated in terms of 2018 dollars, the 2010 rent is \$602.90. Therefore, over that eight-year period, rent has increased \$78.10 in inflation-adjusted dollars in the village. Figure 5-6 compares the ranges of gross rent costs in 2010 and 2018. Since the estimated 2018 data would not include the new units built in 2019, these rent increases just came from changing market conditions.

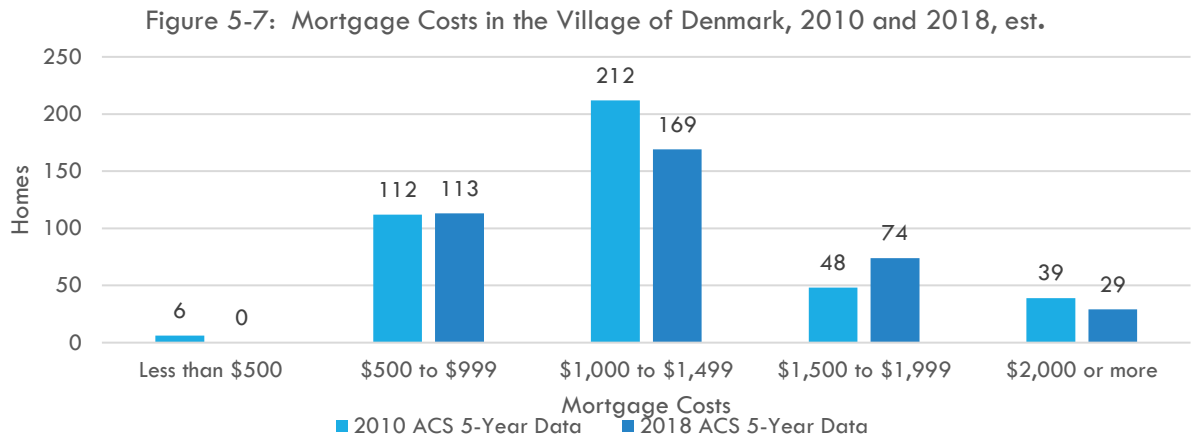
Figure 5-6 Gross Rent in the Village of Denmark, 2010 and 2018, est.



Sources: U.S. Census 2010 Census and 2018 ACS 5-year estimates.

Mortgage

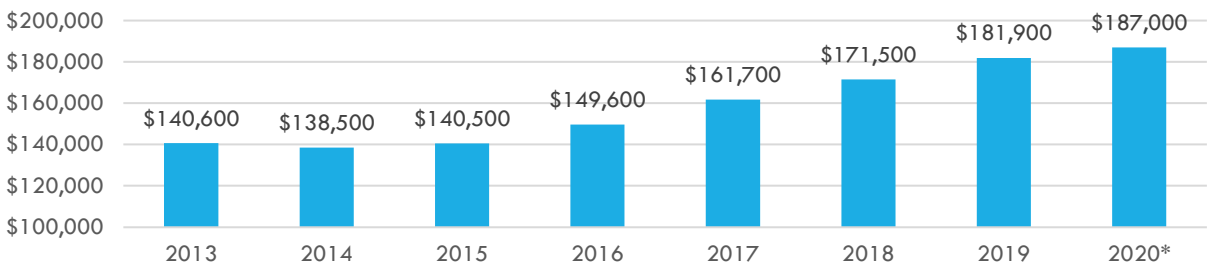
The following analysis compares the median mortgage costs for those homeowners with a mortgage in 2010 versus 2018. In 2010, the median monthly mortgage cost for a home in Denmark was \$1,208.00. Factoring for inflation, the 2010 median monthly mortgage expense equates to \$1407.31 in constant year 2018 dollars. The estimated 2018 median monthly mortgage cost was \$1,209.00, which is \$198.31 (14.1 percent) less than the inflation-adjusted 2010 cost. While housing mortgage values in Denmark have still increased, figuring for inflation, the expected mortgage costs in 2018 have not kept up with inflation of the 2010 value. (see Figure 5-7). One possible explanation is that following 2010, a homeowner could get a mortgage below inflation, effectively purchasing more house for less. Also based on Figure 5-7, an estimated fewer mortgages were held in 2018 than in 2010. This should also be a positive trend for the village as the population has continued to increase, because it should mean that more people in the village own their homes outright, which could help village residents better weather an economic downturn than they otherwise might be able to.



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

According to Zillow.com and as is depicted in Figure 5-8, the median selling price of a single-family home in the village has increased from 2013 through early 2020. Also, the Brown County housing market has more than recovered from the Great Recession of 2008 as annual sales prices have increased by 30% and median sale per square foot has increased by 38% from 2011 to 2018. Median sales will continue to increase but not exponentially. The large percentage indicates that it is vital for Brown County and its communities to address affordability and housing diversity.

Figure 5-8: Typical Home Value Average for a Single-Family Home in Denmark, 2013-March 2020.



*March 2020 was most recent data available; no sales data available for Denmark 2010-2013. Source: Zillow.com Home Prices and Values in Brown County. The data is a smoothed, seasonally-adjusted measure of the typical home value and market changes across a given region and housing type.

Housing Needs

Housing Affordability

Why do we need affordable housing? This is a question that many communities ask as they develop their comprehensive plans. Affordable housing is a necessary and integral part of any healthy community. As people's lives change, so do their housing preferences and their ability to pay for housing. For instance, many communities identify large areas in their comprehensive plans for commercial or industrial businesses. It is important to understand that the people who would work in these businesses would also need a place to call home.

The affordability of housing is tied directly to income. According to the U.S. Department of Housing and Urban Development (HUD), a family is considered "housing cost-burdened" if the total expenses for housing exceed 30% of their income. When such a large percent of income is invested toward housing expenses, families will likely have trouble affording necessities such as transportation, clothing, meals, and medical care. According to the National Low-Income Housing Coalition 2019 *Out of Reach* report, in Brown County in 2019, 30% of the adjusted median income (AMI) was \$24,540. For a renter in Brown County earning that income, a monthly rent of \$613.50 would be the most that person could afford and still be considered affordable at 30% of the AMI level. Looking at the AMI is helpful, because 30% of the income of a family of four will be very different when comparing \$30,000 to \$120,000. Even if both families pay 30%, the family with the \$120,000 a year income will have correspondingly a lot more money remaining after accounting for housing costs.

The 30% figure is helpful in determine a housing cost burden number but does have some limitations. In some areas, 30% of a given income will go a lot further than others. Some households may also make tradeoffs in housing and neighborhood quality to pay less for housing, so they may be able to "afford" housing at the expense of safety or proximity to work opportunities, thus paying higher costs in other ways.

Housing Cost-Burdened Households

Housing cost burdened and extremely cost burdened is defined as a household spending more than 30% of their income before taxes on gross housing costs.

Figure 5-9 contains an inventory of current cost burdened households in Brown County and Denmark from the most recent data in 2018.

- Roughly 32% of the village rental household population are cost-burdened under the HUD definition.
- Approximately, 14.80% of homeowners in Denmark are considered housing cost burdened.

Figure 5-9: Housing Cost-Burdened Renters and Homeowners in Denmark and Brown County, 2018

2018	Renters		Homeowners	
	Cost-Burdened Units	% of Total	Cost-Burdened Units	% of Total
Brown County	16,249	45.10%	12,480	18.50%
Denmark	92	32.60%	57	14.80%

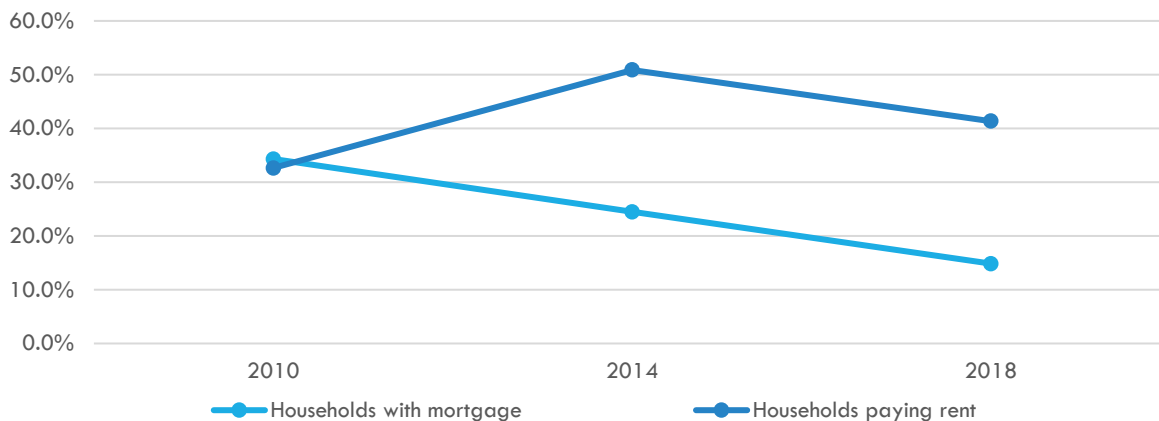
Sources: U.S. Census 2010 Census and 2018 ACS 5-year estimates.

Housing Affordability Trends

Generally, since 1990 there has been an increase in cost burdened households throughout the United States, including Brown County. A quote from the 2018 State of the Nation's Housing Report, explains some reasons for the increase in housing cost burdened households. "While better housing quality accounts for some of the increased costs, higher costs for building materials and labor, limited productivity gains, increased land costs, new regulatory barriers, and growing income inequality all played major roles as well." Shown in Figure 5-10 below, households with a mortgage in Denmark have fared well, becoming less cost-burdened. This also reflects how, at least in Denmark, mortgage costs haven't kept up with inflation.

Denmark can work to help keep housing more affordable by reducing lot requirements and allow for flexible zoning to encouraging smaller homes and housing diversity. Continuing to increase multi-family options in the village could also help reduce the housing cost burden trend for renters.

Figure 5-10: Denmark Housing Cost-Burdened Trends, 2010-2018



Sources: U.S. Census 2010 Census and 2018 ACS 5-year estimates.

Rental Housing Affordability

Based on the most recent median gross rent estimate in Denmark of \$681 from the 2014-2018 American Community Survey, a person would need to earn at least \$13.09 per hour, or \$27,240 per year (2,080 hours a year at 40 hours a week) to pay no more than 30% of income on housing. The 2019 National Low-Income Housing Coalition *Out of Reach* report estimates the mean renter wage in Brown County to be \$14.17 an hour. Denmark has an estimated \$1.08 hourly gap that's lower than the estimated affordable rent at the mean renter wage in Brown County. Depending on job opportunities and transportation, Denmark may be a more attractive place in Brown County for some renters.

Housing and Income Comparisons

The ability to afford a home is directly linked to the amount of income a person must spend on housing. As noted in the Housing Affordability section of this comprehensive plan, persons should spend no more than 30% of their gross income on housing costs. The following analysis compares the 2018 mean renter wage in Denmark, and the average annual income of selected occupations.

As mentioned on the previous page, the most recent median gross rent estimate in Denmark of \$681 a month from the 2014-2018 American Community Survey. A person would need to earn at least \$13.09 per hour, or \$27,240 per year (2,080 hours a year at 40 hours a week) to pay no more than 30 % of their income to afford housing at the median gross rent estimate.

Figure 5-11 shows selected occupational 2018 median hourly wages in the Bay Area Workforce Development Area. This includes a range both above (wage shown in black) and below (shown in red) \$13.09 an hour. This is to show examples of which occupations both could and could not support someone to pay 30% or less of their monthly income on the estimated median gross rental in Denmark.

The people who perform these jobs are important community members, and help children, senior citizens, the economy, and overall quality of life in Denmark. As Denmark plans for future commercial and industrial growth, it needs to consider that these employees also need a place to live. A range of affordable housing options, including, but certainly not limited to apartments, townhouses, duplexes, and single-family homes are all necessary to house the people who work in the village.

Figure 5-11: Sampling of Occupations Making More and Less than \$13.09 per Hour in 2018

Occupation Title	Median Hourly Wage
Farmworkers and Laborers, Crop, Nursey, and Greenhouse	\$16.89
Laborers and Freight, Stock, and Material Movers, Hand	\$15.61
Pharmacy Technicians	\$14.71
Slaughterers and Meat Packers	\$14.50
Orderlies	\$14.23
Receptionists and Information Clerks	\$14.05
Tellers	\$13.98
Nursing Assistants	\$13.78
Cooks – Institution and Cafeteria	\$13.73
Landscaping and Grounds keeping Workers	\$13.49
Light Truck or Delivery Services Drivers	\$13.14
Food Processing Workers, All Other	\$12.91
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	\$12.91
Veterinary Assistants and Laboratory Animal Caretakers	\$12.62
Helpers—Installation, Maintenance, and Repair Workers	\$12.14
Driver/Sales Workers	\$12.09
Counter and Rental Clerks	\$12.08
Occupational Therapy Assistants	\$12.08
Security Guards	\$11.96
Cooks, Restaurant	\$11.89
Material Moving Workers, All Other	\$11.78
Fitness Trainers and Aerobics Instructors	\$11.73
Building Cleaning Workers, All Others	\$11.57
Preschool Teachers, Except Special Education	\$11.38
Retail Salespersons	\$11.14
Home Health Aides	\$11.13
Food Preparation and Serving Related Workers, All Other	\$10.33
Food Preparation Workers	\$10.26
Bartenders	\$10.23
Cooks, Fast Food	\$9.82
Cashiers	\$9.77
Childcare Workers	\$9.68
Waiters and Waitresses	\$9.24

Note: The Bay Area Workforce Development Area includes the Northeast Wisconsin counties adjacent to the Bay of Green Bay and Lake Michigan. Actual wages may vary from this. 2018 data was the most recent available and reflects conditions before the novel coronavirus outbreak in the United States in March 2020.

RECOMMENDED PROGRAMS AND POLICIES

The following sections will describe different programs and policies for the Village of Denmark to consider to implement a wider range of housing in the village, to better plan for that development, and to improve the physical conditions of the existing housing stock.

For the village to continue to grow, working with developers to create a range of housing choices for existing village residents and for those who may wish to move to the village in the future will continue to be necessary. A range of choices allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Denmark. This section contains a series of recommendations the village can implement to maintain its current housing stock and development pattern while creating more affordable housing units and a range of housing options. The image below provides a representation of how a person's housing preferences might change over time.

The village should recognize how a few demographic changes across Brown County may impact the demand for various types of housing options. A few of the 2000-2016 demographic trends that may directly impact the housing market in Brown County and are expected to continue over the next 20 years include:

- *A continuing decrease in family size from 3.08 persons per family in 2000 to 3.02 persons per family in 2010. (Under 3 as of 2016)*
- *A continuing increase in non-family households from 34.1% in 2000 to 35.65% in 2010.*
- *A continuing increase of households with individuals 65 and over from 18.8% in 2000 to 21.2% in 2016.*

Other general trends include:

- *An expected increase in the number of elderly family members living with extended family due to the increasing cost of assisted living, home health care, and/or long-term health care facilities.*
- *A continuation of the "back to the city" movement among young adults and empty nest adults to take advantage of the cultural, culinary, recreational, and nightlife options in cities.*
- *Continued increase in the nonwhite population as a proportion or percentage of the Brown County population.*

Smaller Residential Lot Sizes

One of the easiest ways for a community to increase the amount of affordable housing is to encourage the use of smaller lots. A general number to start with for a small lot might be 5,000 square feet or less, which older cities with residential neighborhoods near the center tend to have. In Denmark, of the improved single-family residential parcels that paid 2019 property taxes, the average parcel size was just under 12,000 square feet, or a little bit more than a quarter of an acre. The smallest single-family residential parcel was 3,584 square feet, and the largest developed parcel was 3.46 acres. The village has several larger undeveloped parcels that will potentially be developed single-family residential in the future. These would provide the village opportunities to work with the developer(s) to maximize space, since the village does have a finite amount of undeveloped space within its borders.

In addition to helping to keep the housing costs down, smaller lots provide for greater efficiencies in the delivery of such services as postal delivery and garbage and school bus pickup. Also, in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. Since there isn't a standard number for small lots, the village may want to consider what lot sizes could be compatible with existing lots. Also, it's very important to consider how homes on these lots will blend in with existing homes, and the village might need to consider some additional building design requirements on small lots to achieve that blending.

Traditional Neighborhood Development (TND)

TNDs emphasize the neighborhood as a functional unit rather than the individual parcel or home. The State of Wisconsin formalized its support for this type of development when it required that all cities and villages with a population of over 12,500 residents develop an ordinance that permits these types of developments. Although this requirement does not apply to the village, the village should be aware of this development should one be proposed in Denmark. Communities within Brown County have addressed this requirement by either creating a stand-alone TND zoning district or utilizing their Planned Development District (PDD) process, both of which are valid approaches.

Typical TND neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life, but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walk (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the community by driving, walking, and bicycling.



Figure 5-12: Middleton Hills, near Madison, WI. Source: Brown County Planning Commission



Figure 5-13: A mix of commercial and residential units in Middleton Hills. Source: Brown County Planning Commission

Neighborhood housing forms within a traditional neighborhood are mixed to provide more opportunities for people of different ages and income levels to live in various parts of the neighborhood. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes and/or family size increase or decrease. This housing mix allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to smaller home when they retire, and move to an apartment or other housing type all within the same neighborhood.

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Figure 5-14: TND development in Buena Vista, CO.
Source: Public Square, a CNU Journal.

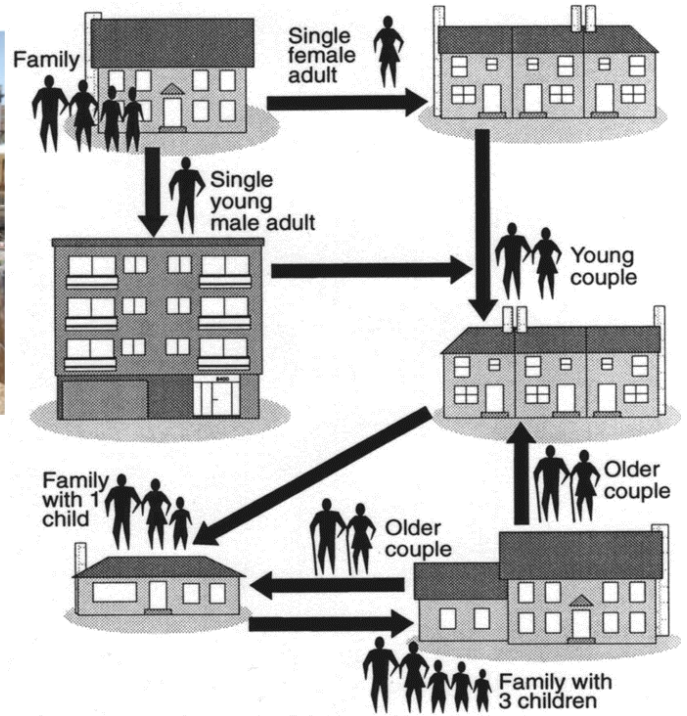


Figure 5-15: Example housing preferences for different life stages.
Source: Local Government Commission, 2003.

Some other concepts of traditional neighborhood development include:

- The garage is either recessed on the side or behind the house.
- The front of the house's most prominent front feature a porch rather than a garage.
- The homes have minimal or zero setbacks from the right-of-way.
- Neighborhood streets are very narrow (approximately 18-24 feet between the curbs) to slow traffic.
- Duplex and multifamily units are architecturally like the single-family homes to blend in.
- Alleyways are used behind some houses to further enhance the house as the primary architectural feature.
- Narrower lots promote more of a neighborhood feel instead of wider lots with an isolated house in the middle.
- Sidewalks are available throughout the development on both sides of the street.
- Small commercial uses are located at the entrance of the development to serve the neighborhood resident.



Figure 5-16: Both images above show pleasant sidewalks and homes with prominent front porches. Source: Brown County Planning Commission

Accessory Dwelling Units on a Residential Parcel

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

This trend has come in some style again, and provides municipalities another option to create affordable housing, and to help residents be able to more easily age in place. Working through how, and where, to accommodate this type of construction is the initial challenge to work through.



Figure 5-17: Accessory dwelling unit in the rear yard. Source: City of Seattle Guide to Building a Backyard Cottage.



Figure 5-18: Mixing of residential types and uses in a central area, with a plaza as the focal point. Source: Brown County Planning Commission.

Downtown Residential Development

The key to any downtown residential development when it comes to housing is density. Within a downtown, land values are typically higher than on the fringe. To make residential development financially viable in a downtown district, it is generally necessary to encourage higher densities through apartment buildings, multi-floor condominium developments, upper floor residential units above first floor commercial, group homes, and similar developments. An added benefit to additional density within a downtown is that it provides readily available customers to the many local small businesses within easy walking distance or a short bus ride. It is important that new residential developments within a downtown contribute to the overall design and streetscape through architecture, landscaping, parking, and site planning that is sensitive to its downtown location and is not simply a transplanted suburban design. Another benefit of mixed-use development is that during uncertain economic times, residential units still provide revenue, whereas a single-use building may sit empty with no prospective tenants for long periods.

Mixing Residential Housing Types

One of the components of traditional neighborhoods that should be considered throughout new residential developments in the village is the inclusion and mixing of different housing types. Historically, housing types were mixed. However, more recently, housing types other than single-family detached homes have been grouped together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts. Residents and landlords of rental units are more apt to better maintain their properties if they are mixed with owner-occupied housing.



Figure 5-19: Mix of housing types and sizes, Butte, Montana. Source: Carolyn Torma, American Planning Association.



Figure 5-20: Mason Brothers Red Owl Store, Green Bay. Source: Brown County Planning Commission.

Mixed Uses in Residential Developments

Most residential subdivisions developed over the past 50 years consist almost exclusively of single-family detached homes separated from any other commercial, institutional, or even recreational uses. Residents of these subdivisions having to then drive a vehicle to go to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these destinations. The segregation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.

The recommendation intends to develop neighborhoods rather than simply subdivisions. In order to encourage people to walk or bike, uses other than only single-family residential uses should be encouraged within these new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be in places that provide a focus point, gathering place, and identity for the neighborhood and its residents.

For uses other than single-family detached homes to be palatable to surrounding property owners, the neighborhood commercial, higher density residential, and institutional uses all need to be of a scale and design that blends in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, strict commercial design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors expect for the building, and the neighbors would know that the development meets their expectations, as well.

Conservation by Design Developments

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

Enhance Public Knowledge of “Visitability” Concepts and Universal Design

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

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

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



Figure 5-21: Examples of home features that increase accessibility and help people to age in place. Source: AARP HomeFit Guide.

Reinvestment in Existing Housing Stock

As identified in Figure 5-1, over 47% of the village's housing stock is 50 years or older and may need updating or more intensive maintenance, rehabilitation, or if beyond repair, selective demolition. One option available to improve residential properties in Denmark is the Northeastern Wisconsin Housing Rehabilitation CDBG Loan Program, administered by Brown County. CDBG-Housing funds may be used for zero-percent deferred payment housing rehabilitation loans to low- and moderate- income (LMI) owner-occupied households; low percentage rate deferred and/or installment housing rehabilitation loans to owners of LMI renter-occupied units; and accessibility improvements for LMI households. Additionally, there are other state and federal agencies that may provide financial aid for owner-occupied and rental housing rehabilitation.



Figure 5-22: Above images: Housing rehabilitation before and after completed through the Community Development Block Grant program administered by Brown County.

HOUSING POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

Comprehensive Plan Goal #3 – Housing Goal

Provide a range of quality of housing opportunities for all segments of the village's population.

Objectives

1. *Promote policies that increase the range of housing options in the village.*
 - a) Explore how to incorporate small residential lots into the village, and what design requirements might need to be amended to make that happen.
 - b) Consider what it would take to allow accessory dwelling units (ADUs) in the village, and where this could occur.
 - c) Continue to incorporate residential development into the downtown area to provide different living options for people in the village, especially for people looking for housing that may not require all the ownership and maintenance responsibilities of a single-family detached home.
 - d) Examine the zoning code and map for where mixed-housing types might be implemented.
 - e) Support mixed-use development in and near commercial areas and the downtown to increase housing options.
 - f) Promote visitability and universal design concepts to developers and home builders and explore how the village could incorporate visitability and universal design principles into housing design standards.
2. *Promote policies and programs that help maintain the village housing stock quality.*
 - a) The village should work with entities including the Brown County Housing Authority and Northeast Wisconsin Rehabilitation CDGB Loan Program, along with other state and federal agencies, to promote reinvestment in the village housing stock.
 - b) The village should continue to emphasize and prioritize zoning code and nuisance enforcement to maintain the village's housing stock quality.
3. *Continue to promote well-planned residential areas in the village.*
 - a) The village should work with developers to encourage the development of housing choices in traditional neighborhoods with smaller lots and homes.
 - b) The village should continue to use the planned development district overlay and promote it to developers and builders to achieve the neighborhood types it wants to see.
 - c) In areas with unique or critical natural or cultural resources, the village should encourage conservation by design developments, and use the natural and cultural resources to organize the open space and/or green space around.
 - d) Multi-family residential buildings should be designed to reflect the characteristics and amenities typically associated with single-family detached houses to better blend in with the surrounding community.



ECONOMIC DEVELOPMENT

Chapter 05

INTRODUCTION

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

This section will analyze current village economic conditions, and compile goals, objectives, programs, and recommendations to promote the stabilization, retention, or expansion of Denmark's economic base and quality employment opportunities. This work should also yield a product that can help the village better market itself.

Existing Economic Development Framework and Conditions

Labor Force Analysis

Figure 4-1 identifies the estimated labor force status of village residents 16 years of age and older. The Denmark labor force participation rate is estimated to be higher than the county and state, while the unemployment rate is estimated to be slightly lower than the county or state. Since both statistics are very close to the state and county averages, neither is cause for alarm; however, the long-term trend should be monitored.

Comprehensive Plan Goal #4 – Economic Development Goal

Broaden the tax base and strengthen the village's economy and employment base through the expansion of commercial and industrial activity in the village.

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

2. Improve appearance of existing homes and businesses (fix them)
7. Better planning for residential and industrial development
8. Attract new businesses to village to diversify local economy

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

Status	Wisconsin	% of Total	Brown County	% of Total	Village of Denmark	% of Total
Population 16 and over	4,618,274	--	202,425	--	1,525	--
In Labor Force	3,087,719	66.9%	140,290	69.3%	1,114	73.0%
Civilian Labor Force	3,085,151	66.8%	140,246	69.3%	1,114	73.0%
Employed	2,939,880	63.7%	134,015	66.2%	1,084	71.1%
Unemployed	145,271	3.1%	6,231	3.1%	30	2.0%
Armed Forces	2,568	0.1%	44	0.0%	0	0.0%
Not in the Labor Force	1,530,555	33.1%	62,135	30.7%	411	27.0%

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

In reviewing the occupation profile for the Village of Denmark compared to the State of Wisconsin and Brown County, they are generally similar except for a comparatively lower percentage of management, business, science, and arts occupations, and sales and office occupations. The village also has a higher percentage of service occupations compared to the other two entities.

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

Occupation	Wisconsin	% of Total Civilian Employed Population	Brown County	% of Total Civilian Employed Population	Village of Denmark	% of Total Civilian Employed Population
Civilian employed population 16 years and over	2,964,540	--	136,550	--	1,114	--
Management, business, science, and arts occupations	1,068,930	36.1%	48,171	35.3%	362	32.5%
Sales and office occupations	622,193	21.0%	30,944	22.7%	220	19.7%
Production, transportation, and material moving occupations	525,336	17.7%	24,493	17.9%	190	17.1%
Natural resources, construction, and maintenance occupations	253,223	8.5%	11,188	8.2%	107	9.6%
Service occupations	494,858	16.7%	21,754	15.9%	230	20.6%

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

Economic Base Analysis

The Village of Denmark is close to the Green Bay Metropolitan Area and many village residents work within the Green Bay Metropolitan Area. Key industry groups in the Green Bay Metropolitan Area are well-diversified and include healthcare; paper and related product manufacturing; insurance, financial services, government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the village’s dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

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

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

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

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

Most generally, a cluster is a regional concentration of related industries in a location⁴⁻¹. Clusters greatly enhance an industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions.

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

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

*Does not equal 100% due to rounding.

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

Clusters are like basic and non-basic employment with “traded” and “local” clusters. Traded clusters fall under basic employment and are groups of related industries that serve markets beyond their local region and are located where they are because of a geographically competitive advantage and/or because of existing synergies. Traded clusters drive a region's economy and tend to bring in higher wages and higher levels of innovation. Brown County's top traded clusters in 2016 (most recent data available) were business services (with corporate headquarters), transportation and logistics (trucking), distribution and electronic commerce (such as wholesale of industrial machinery, equipment, and supplies), and paper and packaging⁴⁻².

⁴⁻¹U.S. Cluster Mapping. 2019. Clusters 101. U.S. Economic Development Administration and Harvard Business School.

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

⁴⁻² U.S. Cluster Mapping. 2019. Brown County, WI. https://www.clustermapping.us/region/county/brown_county_wi/cluster-portfolio#employment

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

Commuting Patterns

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

Based on these estimates, the village’s largest number of workers already live in the village. However, the village has a larger number of people coming to the village to work, meaning the daytime population of Denmark may grow.

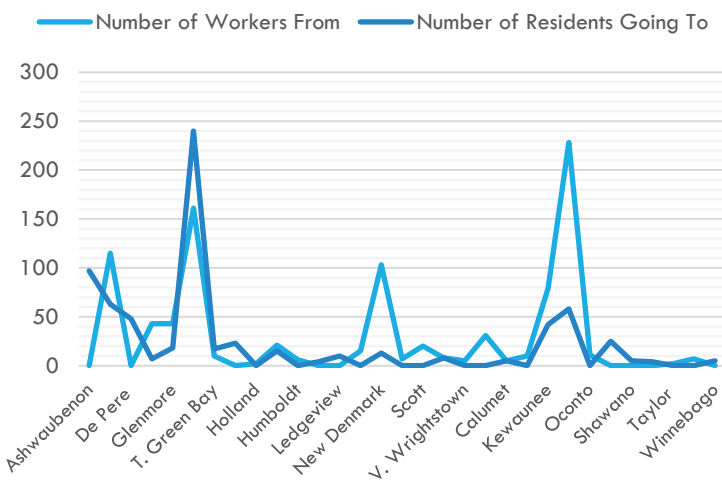
With the number of potential workers in the region, and the village’s location between the Manitowoc and Green Bay areas, the village may draw employees from a potentially broader space. Also, Denmark residents have two different labor markets to potentially work in.

According to the Greater Green Bay Chamber’s 2017 *Economic Development and Strategic Plan*, the most important factor for site selection according to a 2015 survey of corporate executives was the availability of skilled labor⁴⁻³. At a minimum, the village should recognize that it has a prime location between labor markets and easy access to the Interstate Highway System.

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

Municipality/County	Number of Workers From	Number of Residents Going To
Ashwaubenon	0	97
Bellevue	115	63
De Pere	0	48
Eaton	43	7
Glenmore	43	18
C. Green Bay	161	240
T. Green Bay	10	17
Hobart	0	23
Holland	2	0
Howard	21	15
Humboldt	6	0
Lawrence	0	4
Ledgeview	0	10
Morrison	15	0
New Denmark	103	13
Rockland	7	0
Scott	20	0
Suamico	8	8
V. Wrightstown	5	0
T. Wrightstown	31	0
Brown County Total	590	563
Calumet	5	5
Door	10	0
Kewaunee	79	42
Manitowoc	228	58
Oconto	11	0
Outagamie	0	25
Shawano	0	5
Sheboygan	0	4
Taylor	2	0
Waupaca	7	0
Winnebago	0	5
Other Counties	342	144
Total	932	707

Figure 4-1: Denmark Resident Commuting Destinations



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

Opportunities and Potential Issues for Attracting/Retaining Business and Industry

Looking at the factors that influence the economic climate in Denmark, the village's biggest strengths are its small-town feel and charm, and its proximity to Green Bay. Denmark has character that other communities are trying to create, including an identifiable downtown, well-diversified housing stock, and a strong school system. All three of these characteristics are what people and businesses look for when looking to relocate. Denmark should work to maintain this aspect of the village and highlight it when recruiting new businesses to the village.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high-quality potential employee pool, and where there are good transportation connections. Denmark must continue to strive to maintain or improve those quality-of-life amenities that potential businesses and their employees are looking for when deciding where to locate.

As shown previously in Table 4-2 the largest number of Denmark residents are employed in the management, business, science and arts occupations, and the second highest category is in the service occupations, with sales and office occupations a close third.

The village is close to both the nearby Green Bay and Fox Cities Metropolitan Areas via Interstates 43 and 41. Additionally, with the village's advantageous location on Interstate 43, motorists or trucks can readily access major Midwest cities, including Milwaukee, Madison, Chicago, and Minneapolis/St. Paul within a reasonable time frame. Village residents and businesses can access the Green Bay Austin Straubel International Airport, which hosts regular flights for passenger and freight via private, charter, and commercial airlines. Businesses in the village could also potentially utilize the Port of Green Bay for the import or export of bulk (coal, limestone, salt), break bulk (wood pulp, forest products), and oversized cargo (machinery and components) via Great Lakes freighters.

Conversely, with the number of residents who work in the Green Bay or Fox Cities areas, the proximity to these areas could potentially hurt local retail and service businesses. For truly local businesses to succeed in providing goods or services in Denmark, it is necessary for the local residents to choose to patronize them, rather than always traveling by vehicle to Appleton, Green Bay, or other area communities. The village has one advantage over those places because it can offer a compact, walkable, downtown atmosphere with lower rents.

As Denmark continues to grow and development becomes more complex, ensuring that economic decisions to move at the speed of business will be very important. The village should prioritize clear identification of policies and procedures, that they are consistently followed, and are evenly enforced to reflect the time-sensitive nature of economic development.

ECONOMIC DEVELOPMENT ASSESSMENT AND RECOMMENDATIONS

Historically, Denmark served village and nearby residents with the essential goods and services for everyday life, with several local retail and service businesses to fulfill these needs. To a degree, the village still fills some of these needs. However, with I-43 and continued commercial and industrial growth on the east and southeast sides of the Green Bay Metropolitan Area, many Denmark residents find that driving there to be convenient and possibly cheaper than patronizing local Denmark businesses.



Figure 4-2: Downtown Denmark. Source: Brown County Planning Commission.

As part of the visioning process, community members identified three economic development-related issues: improving business appearances (second most important issue), better planning for industrial development (seventh), and attracting new businesses to the village to diversify the local economy (eighth).

Based on these results, there is some desire for new local businesses in the village. For these local businesses to succeed, both Denmark residents and surrounding area residents will need to regularly patronize these businesses.

How Denmark develops will be an important component of the village's economic development strategy over the next 20 years. Diversifying its economy by encouraging small businesses that cater to residents, while working to maintain the village's unique identity through planning, design, and engineering, will determine how successful Denmark will be in capturing economic development opportunities. The village should encourage business development that contributes to building Denmark's identity in the greater northeastern Wisconsin region. The following section identifies the existing situation, opportunities, and recommendations for the village.



Figure 4-3: The Main Street Market in downtown Denmark. Source: Brown County Planning Commission.

Economic Opportunity Areas

An economic opportunity area is an area of current or future general economic activity that contributes or will contribute to the community's tax base and overall identity. They may be as small as a grouping of local businesses or as large as a downtown or business park. The inventory, assessment, and recommendations for existing and future opportunity areas will help to guide the village's economic development and land use activity over the next 20 years.

Downtown Denmark

Many of the communities in the Green Bay Metropolitan Area and across the country are working to create a downtown to give their communities a sense of place. The Village of Denmark already has a downtown and accordingly that sense of place. From an economic development standpoint, the downtown is what sets Denmark apart from other communities and it should therefore be marketed as a unique place for an entrepreneur to start or relocate a business. Denmark's downtown is generally located in the village center surrounding the intersection of CTH KB (Main Street) and CTH T (North and South Wall Street). The downtown extends to the east and west from this intersection for a few blocks before transitioning into more residential uses. Businesses in the downtown are primarily local retail and service establishments, including a grocery store, barber shop, café, taverns, laundromat, bank, restaurants, and dry-goods store. The village should continue to encourage businesses providing local services to remain in the downtown, and Denmark should work with new businesses that fill local needs to also locate in the downtown area.

For local businesses to successfully provide goods or services to Denmark and the surrounding community, residents need to consciously patronize them instead of always traveling by vehicle to the east side of Green Bay or other metro communities or ordering something online from a national retailer. To encourage this, Denmark should coordinate with the Denmark Community Business Association to begin a "Buy Denmark" campaign to educate residents about the businesses in Denmark and the importance of patronizing them. Other things the village should consider is that it can provide the downtown's physical setting that is an attraction and destination for shoppers. Village retailers also can provide convenient goods and services that make local shopping convenient, and potentially more quickly than online shopping.

Although most of the buildings that house businesses in the downtown are in excellent shape, there are always opportunities for improvement, which can help enhance the overall image of the downtown. The village should identify and contact the property owners of the commercial structures that are deteriorating and in need of major rehabilitation to determine their interest in redevelopment.

In many downtowns, potential parking issues can deter businesses from locating there. However, Denmark's downtown has ample on-street parking, as well as a free, well-marked, village-owned lot fronting on Main Street near the village hall. The village also has invested in improving the aesthetics of the downtown with enhanced street lighting, banners, and attractive planters, all of which contribute positively to Denmark's image. Any time the village completes street improvements, it should ensure that the improvements create and maintain a safe and lively downtown area.

The village is also planning to update Veterans Memorial Park just east of downtown. The village has an opportunity to further capitalize on the park's downtown location, and to use it to further define the downtown area.

I-43 and CTH KB Interchange Area – Gateway to Denmark

The I-43/CTH KB interchange serves as the primary entranceway into the Village of Denmark for most people traveling on I-43 and persons traveling to Denmark. The village has seen several improvements happen in this area since the comprehensive plan was last updated, including a roundabout built at De Pere Road/CTH KB and Schultz Way.

With the high-traffic visibility of this area, the village should work to locate office and retail uses or other highway-related commercial uses there. However, it is critical that highway-related businesses that locate in the village understand that the standard corporate site plan and building design will not be adequate for the unique character that the village is working to achieve. The village has emphasized landscaping, quality building materials, and minimal signage to enhance the village's visual appearance. Should individual businesses desire additional signage beyond a monument style sign, the business should contact WisDOT regarding the availability of blue "specific information signs" that identify gas/food/lodging at the interchange.

Commercial/Industrial Area

Just to the southwest of the gateway to Denmark, on the west side of I-43 is village-owned land. This parcel of land has tremendous visibility from I-43 and access to the interchange via Kvitek Road and STH 96. This area could be an excellent location for a larger development, such as a hotel/conference center, or light manufacturing to take advantage of the visibility from, and access to, I-43. Any development proposed for this site should be proportionate to the value of the location, and site plans, building designs, and signage meets or exceeds the expectations of the village.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

The village's economic climate may be most heavily influenced by its location roughly between the Green Bay Metropolitan Area and Manitowoc-Two Rivers area on I-43. The interstate provides access to downtown Green Bay and the rest of the metro area in minutes and ready accessibility to other major destinations, such as Appleton (40 minutes), Milwaukee (2 hours), Chicago (3 hours), and the Twin Cities (4.5 hours). Additionally, I-43 allows potential business owners in Denmark to easily tap the population bases of both Green Bay and Manitowoc-Two Rivers for employees, and residents of Denmark can just as easily commute to jobs in either area.

Although the easy freeway access is a definite benefit for residents of Denmark who work in the Green Bay or Manitowoc-Two Rivers areas, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to other metro communities for goods or services that one might typically find in a community of Denmark's size to be more of a minor inconvenience than a major problem. However, the village is seeking to fill some of these niches with new small businesses that would provide local goods and services and would allow for nearby residents to walk or bike. For truly local businesses to succeed in providing goods or services, it is necessary for village residents to choose to patronize them, rather than always traveling by vehicle to the east side of Green Bay or other area communities.

The village has the "small-town" feel that many people look for when searching for a home, and it is important for Denmark to maintain this and highlight it when recruiting new businesses to the village. Also, Denmark should emphasize the high quality of life and proximity to the cultural and recreational amenities located in the village and within a short drive, including the Lake Michigan shoreline and beaches, Door County, Manitowoc Maritime and Neville Public Museums, and downtown Green Bay, Manitowoc, and Two Rivers. The village can also emphasize the high-quality school system and lower housing prices as compared to other larger metropolitan areas around the Midwest. Employers should also point to these when recruiting new employees to work and live in Denmark.

The state and national economy continue to transition from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high-quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. The Village of Denmark appears to be well positioned to make this transition. However, the village must continue to strive to maintain or improve those quality-of-life amenities that potential businesses and their employees are looking for when deciding where to locate.

Continued Use of Commercial and Industrial Design Standards

The 2007 village comprehensive plan recommended that the village should create a commercial and industrial design ordinance that addresses commercial and industrial development. Subsequently, the village adopted a site plan design and review process to approve site plans for multi-family residential, commercial, and industrial development prior to applying for a building permit. Design review is still important for the village, and what was stated in the previous plans still applies:

As new businesses develop in Denmark, it is important that their buildings' architectural design and site plans are reviewed and meet the expectations of the village and its residents. Quality design helps to maintain a "sense of place" that is critical in continuing to attract new businesses and residents. Denmark will need to maintain its unique identity in the greater Northeastern Wisconsin area in order to differentiate itself from other communities.

As Denmark continues to grow, coupled with the village's advantageous location adjacent to an interchange on I-43, it will likely continue to see new development. If a big box is proposed for the village, it is critically important that the village use the site planning process to work with the developer to minimize external impacts on surrounding properties from things like increased vehicular traffic, stormwater runoff, truck deliveries, and to ensure the most compatible fit with things like architecture, landscaping, and building scale. The village should also consider the potential impacts of a new big box retail store on the downtown area, and whether this development type would help improve the downtown area. The other thing for the village to consider is building and site adaptability during the site planning review process. If the tenant or business should ever leave the large building/site, is the building and/or site easily adaptable to other tenants/users? While a tenant may only have a building for a short time, the village will have it indefinitely, and should work to maximize its usefulness.

Veterans Memorial Park and Placemaking

As mentioned previously in this chapter, the village has an opportunity to capitalize on the park's location to downtown. Parks can contribute to a community's well-being by being a gathering place, providing opportunities to interact with nature, places to recreate, and providing environmental services such as shade and even stormwater management. A great park can add a high-quality place to a community, which in turn attracts new workers, businesses, and greater investment¹.

While there are different definitions, the idea of placemaking is to create quality places that people want to spend time in, whether it's to live, work, play, or learn in. Placemaking aims to create a memorable place that people enjoy going to. The village should consider how to maximize the park's location in relation to downtown, and how both places might benefit. Some different placemaking examples are shown in Figures 4-4 – 4-7 on following page. Some placemaking resources to look at include the UW-Madison Extension, Center for Community & Economic Development, the American Planning Association's Great Places in America, Urban Land Institute, and the Project for Public Spaces.

¹ National Recreation and Park Association. *Promoting Parks and Recreation's Role in Economic Development*. 2018. George Mason University Center for Regional Analysis. <https://cra.gmu.edu/wp-content/uploads/2018/05/nrpa-economic-development-report.pdf>



Figure 4-4: Park entrance as a gateway and amenity. Source: City of Seattle, Ballard Corners Park.



Figure 4-5: Both fixed and temporary structures create a flexible space. Esatabrook Park, Milwaukee. Source: VisitMilwaukee.org.



Figure 4-6: Adjacent areas that are normally for parking could be converted as additional park space for special events. Randolph Hills Shopping Center, North Bethesda, MD. Source: Montgomery Planning, Montgomery County, MD.



Figure 4-7: Environmentally sensitive area in Brown County.

Sensitivity to Natural Areas

Natural areas and other green spaces should be incorporated into newly developed areas. Denmark should seek to preserve existing trees by either working with developers to design around the trees or through a tree preservation ordinance. Planting and landscaping entranceways and street medians are techniques of identifying to the public that they are in a unique community with high standards for beautification and a strong sense of community pride. Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by identifying them on the site plans that are reviewed by the village. These features should be included as an initial component of the site plan and building design as integral amenities to the development. Particular attention should be paid to the Neshota River tributary that traverses west to east through Denmark. Protecting ESAs (Figure 4-7) is important because ESAs provide environmental services like recharging groundwater, maintaining water quality, reducing stormwater, and limiting soil erosion.

Brownfield Redevelopment

For commercial and industrial uses, the village should complete and maintain an inventory of existing vacant buildings and lands that are, or are perceived to be, potentially contaminated with industrial or petroleum-based pollutants (brownfield). This information can be used to obtain state and federal grants to clean up the sites, which are then sold to encourage infill development and redevelopment opportunities. Brownfield redevelopment takes advantage of existing infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels.

According to the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS), there are currently two open remediation activities in the village. It is critical that any future spills or other pollutant discharges in Denmark are quickly and efficiently cleaned up. The Wisconsin Department of Natural Resources and Federal Environmental Protection Agency have several programs to help defray the costs of cleaning and redeveloping brownfield sites.

VILLAGE, COUNTY, REGIONAL, AND STATE ECONOMIC DEVELOPMENT PROGRAMS

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

Village

The village can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Denmark can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities. Encouraging entrepreneurs involves attracting new businesses and assisting existing businesses. The three types of programs most relevant to the village are business attraction, business retention, and commercial development.

Business Attraction

Business attraction involves letting businesses know what a community has to offer. For example, some of the activities that are involved in a business attraction program include:

- Providing information on available sites.
- Identifying labor and community characteristics.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

Business Retention

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. Activities associated with business retention programs include:

- Maintaining an open line of communication with businesses in the village through annual meetings or attendance at business association meetings.
- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.

Denmark Community Business Association

It is important that the village continue communication with the Denmark Community Business Association (DCBA) to ensure business needs are met and the village contributes to a business-friendly environment. One potential economic development effort that the DCBA could undertake is a “Buy Denmark” marketing campaign to highlight Denmark area businesses and stress the importance of local patronage to those businesses.

Tax-Increment Financing

According to the Wisconsin Department of Revenue, “The tax incremental finance law (TIF) was approved by the Wisconsin Legislature in 1975 as a financial tool that cities and villages could use to promote tax base expansion. It is targeted toward eliminating blighted areas, rehabilitating areas declining in value, and promoting industrial development.” Recently the law was amended to include allowing “mixed use” (typically a mixture of commercial and residential) development.

Within a tax incremental district (TID), property tax rates for the school, county, technical college, and municipality are based on the taxable value of the TID on January 1 of the year that it is created (base year). The property taxes shared with the overlaying jurisdictions from within the TID stay the same as it was in its base year. However, as new development or redevelopment takes place within the TID, the increased valuation and associated property taxes (the “increment”) is captured by the local community to pay off capital improvements related to development in the TID. Typically, communities have up to 27 years to pay off improvements within the TID, until the district is closed and the increase in property tax valuation is then shared by all taxing jurisdictions.

The Village of Denmark has previously had a tax incremental district but does not have one at the time of this document.

County Advance

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



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

Regional

The New North, Inc.

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

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

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

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



Additional information on the New North can be found at www.thenewnorth.com.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) also contributes several economic development services that the village should be aware of for its businesses, including industrial park assistance and business retention/expansion. WPS maintains an online searchable database for available commercial and industrial properties that the village should ensure stays up-to-date through contact with WPS. The WPS economic development page can be a useful resource for the village and is located at <https://accel.wisconsinpublicservice.com/business/economic/businesses.aspx>.

State

Wisconsin Department of Administration (DOA) Community Development Programs

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

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

Wisconsin Economic Development Corporation (WEDC)

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

Wisconsin Housing and Economic Development Authority (WHEDA)

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

Federal

The federal government has a variety of grant opportunities (including community development) to municipalities. The best source of information on the Internet regarding grants from the federal government is <http://www.grants.gov>. The National Endowment for the Arts offers [Our Town](#), a creative placemaking grants program, which could be a good program to look at for even just getting ideas about how to create a memorable public space and more fully utilize it.

ECONOMIC DEVELOPMENT POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

Comprehensive Plan Goal #4 – Economic Development Goal

Broaden the tax base and strengthen the village's economy and employment base through the expansion of commercial and industrial activity in the village.

Objectives

1. *Continue to enhance the village's physical downtown environment.*
 - a) The village should prioritize enforcing zoning policies.
 - b) The village plan commission and board should examine existing zoning code, and consider possible updates to enhance the physical environment, specifically in the downtown area.
 - c) Contact the property owners of deteriorating residential and commercial structures to rehabilitate, renovate, or demolish them to begin improving the image of the downtown.
 - d) Continue the village's efforts at improving the streetscaping of the downtown through enhanced lighting, planters, and banners.
 - e) New buildings constructed in the downtown should have minimal setbacks and parking in the rear to reaffirm the pedestrian orientation of the downtown.
 - f) Encourage the development of a mixture of service- and retail-type businesses with residential or office use on second floors to serve Denmark-area residents.
 - g) New buildings in the downtown should be a minimum of two stories and be of complementary architecture to create a unifying theme.
 - h) Work with current downtown business owners to obtain their input into downtown redevelopment opportunities.
 - i) Use any Veterans Memorial Park improvement opportunities to enhance its connection with downtown, and that both can compliment each other.
2. *Continue to enhance the village's gateway at the I-43/CTH KB interchange area.*
 - a) Ensure that commercial development along CTH KB lends itself to a favorable first impression of the Village of Denmark.
 - b) Encourage small office, light industrial, and small highway commercial uses to take advantage of visibility from the highway.
 - c) Signage, including billboards, should be kept to a minimum with an emphasis on wall mounted and monument signs as opposed to large monopole signs to reduce visual clutter.
 - d) Encourage businesses to contact WisDOT regarding the availability of "specific information signs" rather than numerous large, monopole signs for advertising.

- e) Ensure stormwater management is addressed early in the commercial or industrial development process.

3. *Enhance the village's business and economic climate.*

- a) Work with the Denmark Area Business Association (DCBA) to begin a "Buy Denmark" campaign to highlight local businesses and the importance of local patronage.
- b) Ensure the village's web page is kept up to date with current development contact information and economic, demographic, and housing data.
- c) Place current data regarding vacant commercial and industrial buildings and properties in the village along with contact information on the village's web page.
- d) Develop a comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
- e) Create an economic development program to include business attraction and business retention programs.
- f) Develop a yearly meeting schedule with major employers in Denmark to discuss their future needs or potential problems.
- g) Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
- h) Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the village.
- i) Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment using state and federal brownfield cleansing funds.

4. *Promote a high-quality physical environment in the village.*

- a) Consider how the downtown and Veterans Memorial Park can compliment each other.
- b) Continue to use the site planning process to get compatible development in the village. . Considerations should include pedestrian accessibility, quality building materials, site-specific design, and vacancy, among others.
- c) Encourage real estate development to design around and preserve environmental features.
- d) Encourage the development of monument style signage rather than monopole pedestal signage to minimize visual clutter along the village's streets and thoroughfares.
- e) Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
- f) Maintain and improve quality of life amenities.



UTILITIES AND COMMUNITY FACILITIES

Chapter 06

INTRODUCTION

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, schools, and parks are examples of services that are often most important to the residents of a community, while utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.

As a community grows and matures, so does its need for services. The services most often considered regarding community growth are sanitary sewer, public water, and stormwater management. Many rural communities do not provide such services, but at some point, as they continue to grow, such services become essential to the continued health, welfare, and safety of the community. Also, federal and state rules (such as the Clean Water Act) often govern various aspects of such services.

To provide high quality services, a growing community like Denmark must maintain, upgrade, and reevaluate its utilities, facilities, and other services. The village should periodically evaluate its existing services for cost-effectiveness and consistency with the community's long-term goals, trends, and projections. The village should also consider eliminating unnecessary services when necessary. The analyses and recommendations within this chapter of the Village of Denmark Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

Opportunities and Challenges

The village has several potential challenges with its utilities, facilities, and other services. These include proper timing, location, and construction of new infrastructure, and new or higher service level needs.

Comprehensive Plan Goal #5 – Utilities and Community Facilities Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Denmark residents and businesses.

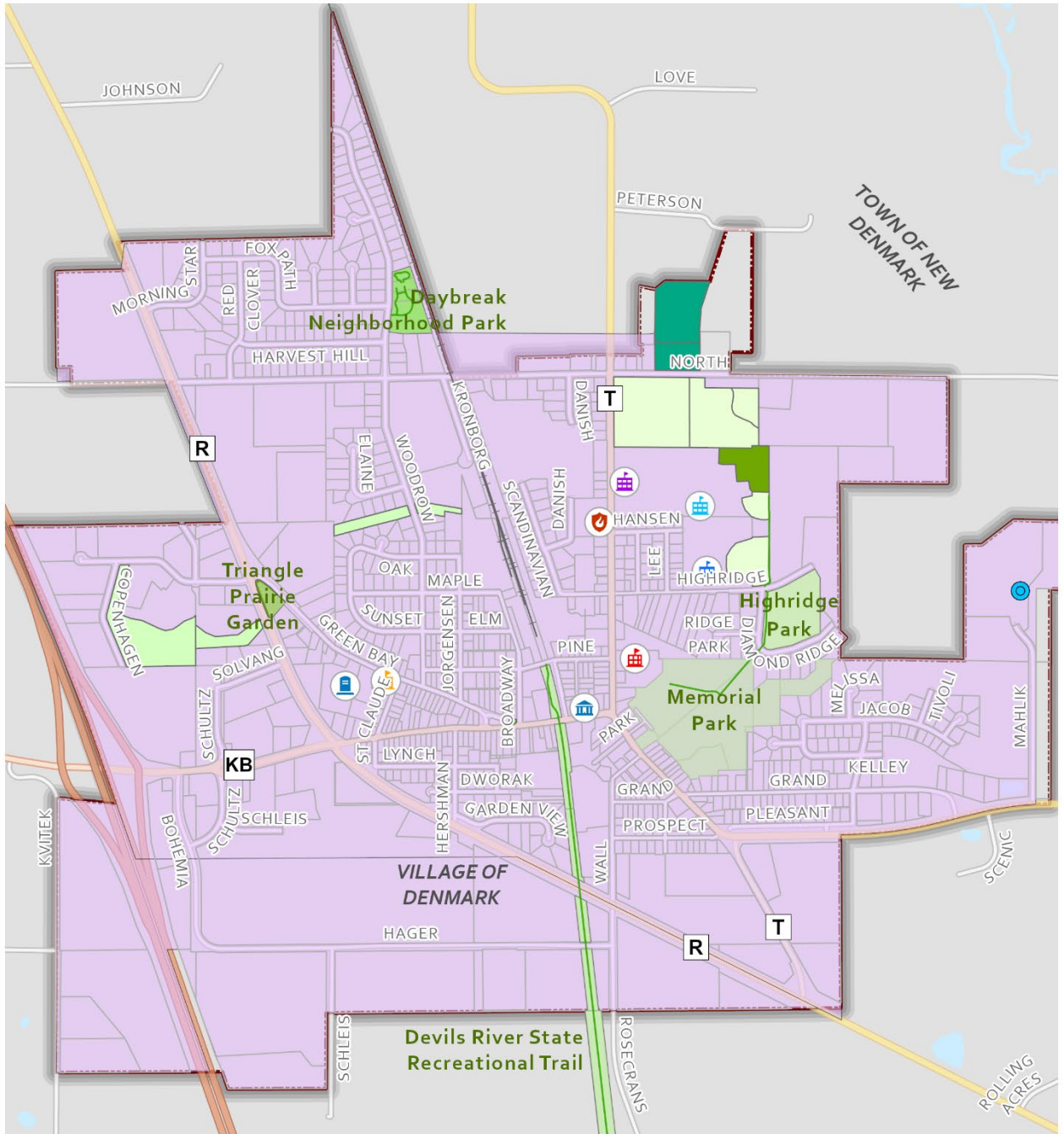
Utilities and Community Facilities-Related Community Goals (numbers correspond with top ten community goals)

5. Implement stormwater management best practices
6. Improved road maintenance
9. Develop a community center/rec center
10. Improve neighborhood street lighting (by developers)

Opportunities include a healthy local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.



Map 6-1: Denmark Utilities and Community Facilities



- Schools**
- K4-KG
 - 1-5
 - 6-8
 - 9-12
 - K4-8

- Utilities and Community Facilities**
- Village Hall
 - Fire Station
 - Cemetery

- Wastewater Treatment Facility
 - Sewer Service Area (SSA)
 - Shooting Range
 - Trails
 - Surface Water
 - Railroad
 - Denmark Tax Parcels
- Park and Open Space Areas**
- Nature Study Areas
 - Neighborhood Park
 - Trail Areas
 - Athletic Fields



Disclaimer: This map is for informational purposes only. The data is believed to be accurate, but Brown County distributes this on an "AS IS" basis, and no warranties are implied.

Devin Yoder, Senior Planner
Date Saved: 8/25/2020 3:54 PM

Source: Brown County Planning Commission

INVENTORY AND ANALYSIS

This section of the Utilities and Community Facilities Chapter provides information about Denmark's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service

Sanitary sewer service is one of the most important infrastructure services that urban and suburban communities provide to ensure the health, welfare, and safety of its citizens. Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.

The Village of Denmark owns and operates an advanced secondary wastewater treatment facility. The treatment facilities include: a preliminary treatment with a fine screen and grit removal, primary clarification, a secondary (biological) treatment with a two-stage fixed film system consisting of a trickling filter followed by rotating biological contactors (RBC's) and clarification. Phosphorus removal is accomplished by chemical precipitation using ferric sulfate addition. Treated effluent is aerated through step-aeration prior to discharge to the Denmark Creek, a tributary of the Neshota River. Byproduct solids (sludge) generated during the treatment process are anaerobically digested and stored on-site until land application on agricultural fields. This facility accepts hauled domestic wastewater.

The Denmark wastewater treatment facility (WWTF) was initially constructed in 1980 and underwent a major upgrade in 1992. This upgrade included a 50-foot diameter biological filter (trickling filter) which was incorporated into the flow stream between the primary clarifier and RBC system. The 1993 upgrade also included a 690,000-gallon sludge storage tank, septage receiving facilities, digester mixing equipment and a supplemental air system for the RBC system. The chemical used for phosphorus removal was changed from ferric chloride to ferric sulfate in order to reduce the amount of chloride in the effluent wastewater. In 1999, a rotary fine screen replaced the comminutor. Disposal of the screenings and grit is accomplished by trucking it to a landfill. In 2008, a gravity belt thickener was installed to reduce the amount of sludge being hauled out for land application, which hasn't been used since Land O' Lakes closed in 2014. In 2011, the rotating biological contactors (RBC's) were replaced. In 2017, the drives on both the primary and secondary clarifiers were replaced and the secondary clarifiers were rehabilitated.

The village is required to reduce effluent chloride and phosphorus concentrations in order to meet its Wisconsin Pollutant Discharge Elimination System (WPDES) permit target values. Steps that have been taken to reduce chloride effluent concentrations include the implementation of a new softener discharge ordinance; revisions to the existing sewer use ordinance impacting industrial users; and village staff are working with engineers to determine the best method to use to meet the upcoming phosphorus limits.

Denmark Sewer Service Area

Sewer service area planning is a state water quality program administered by the DNR pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and

COM 82 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. The Brown County Planning Commission is the designated areawide water quality management agency for sewer service area planning within Brown County. Thus, the BCPC determines sewer service areas, subject to approval by the DNR. See Map 6-1 for the Denmark Sewer Service Area.

The 2040 Brown County Sewage Plan (updated in 2015) identifies the extent of sewer service areas in Denmark and the rest of Brown County. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations for providing compact, easily serviced growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a 20-year timeframe, with some margin for allowing market conditions to operate. Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration. This 20-year population projection is used in a formula that also considers expected future population, average lot size, average number of people per household, and various market and road factors.

The sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every five years or so during a countywide update of the county sewage plan. Municipalities may also ask for a sewer service area amendment to address changing conditions or trends. Amendments must be reviewed and approved by the municipality, BCPC, and the DNR.

Since the 2007 village comp plan update, the village has annexed additional parcels that were incorporated into the 2040 Brown County Sewage Plan. Based on the current projections in the 2040 plan, the village has a total acreage allocation of 35 acres for future development.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. Whenever possible, sanitary system modifications should happen concurrently with water, stormwater, and/or road construction or reconstruction projects to minimize construction impacts. The village should also focus development and redevelopment of adjacent lands to maximize underutilized infrastructure where possible and avoid extending new infrastructure. When a new infrastructure extension is warranted, the village should design it to encourage compact and contiguous development patterns identified in this comprehensive plan.

The Village of Denmark requires that all new subdivision plats in the village be developed with public sewer and water. This policy will continue to serve the village well as Denmark continues its logical, contiguous growth outward from its present core. With this requirement in place, the village will not find itself hemmed in by existing unsewered development. In Brown County communities that do not have this requirement, providing public sewer and water past existing unsewered development or land zoned Exclusive Agriculture has proven to be very costly and inefficient. Denmark should continue to require the provision of public sewer and water with all new subdivision plats in the village.

For continued orderly village growth public sewer and water should not be extended outside of Denmark's municipal boundaries. Property owners outside of the village who wish to obtain public sewer and water for development should petition the village for annexation, and have Denmark accept the annexation, prior to any extensions of public sewer or water.

Onsite Sewage Disposal Systems

The Village of Denmark has several onsite sewage disposal systems within its boundaries, located only where the sanitary sewer does not extend. However, the village wastewater treatment facility accepts waste from private septage haulers resulting from the pumping of onsite system sludge tanks and holding tanks from surrounding rural areas. Denmark should continue to require new homes and businesses in the village to utilize the public sanitary sewer system for sewage disposal.

Water Supply

Along with sanitary sewer service, drinking water is one of the most important urban and suburban infrastructure services provided, and are often provided together. Water mains generally share many of the same easements and are often extended concurrently with sanitary sewers.

Public Water System

Groundwater has long been the source of all drinking water and other water uses within the Village of Denmark. Currently, two public wells provide an adequate supply of water to the village, and pressure is provided by a water tower located on CTH R in the southern part of the village.

The Central Brown County Water Authority (CBCWA) owns and operates a public water pipeline along CTH R through the village from its source in Manitowoc. While Denmark is not a member of CBCWA and does not receive water from the pipeline, there is a 12" diameter Tee on the CBCWA main near the village's water tower.

Although Denmark is not a member of the CBCWA and does not receive water from the pipeline, a "T" intersection was installed on the pipeline in Denmark should the village ever decide to become a municipal customer of the authority.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 88 substances from six different groups: microorganisms, disinfectants, disinfection byproducts, inorganic chemicals, organic chemicals, and radionuclides.

Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These 15 standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 (Safe Drinking Water Standards) and 811 (Requirements for the Operation and Design of Community Water Systems) were created to minimize the concentration of polluting substances in groundwater using numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits. NR 809 was updated most recently in 2010, and currently in the update process and slated to become effective in 2022. NR 811 was also updated most recently in 2010.

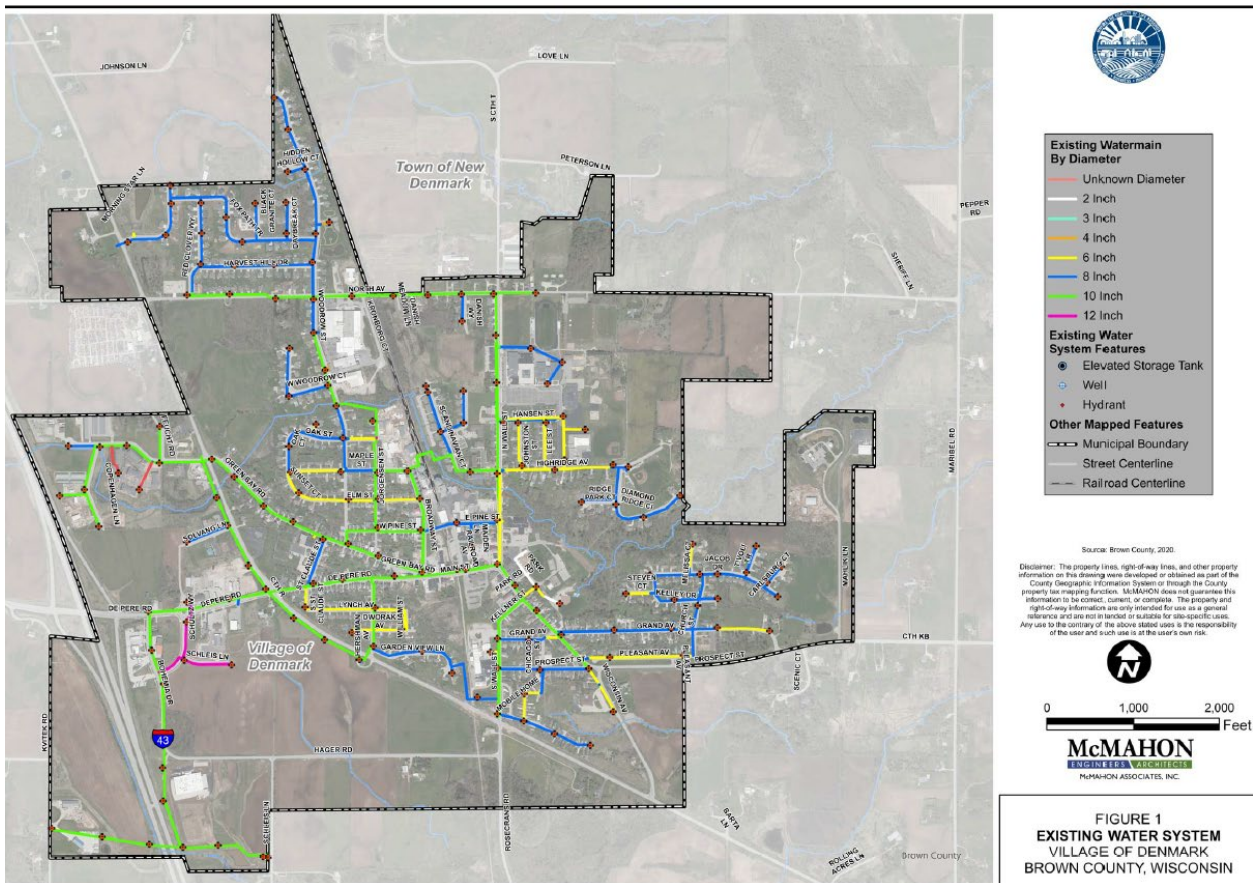
A review of the 2019 Consumer Confidence Report for the Denmark Waterworks indicates that none of the many different contaminants tested exceeded the federal/state MCLs. More detail about this data can be obtained by reviewing the Consumer Confidence Report (CCR) maintained by the Wisconsin Department of Natural Resources on its website. The report is available from the village upon request.

The village has upgraded the drinking water system over the last ten years, including replacing iron removal filters and installing new backup power generators at Wells 2 and 3. The system still needs infrastructure upgrades and maintenance work. The water tower needs upgrades, and the village needs to continue to replace the distribution system's six-inch water mains with larger diameter mains. Future work should include looping the system when possible, to avoid dead-ends. This will reduce problems associated with stagnation and increases fire-fighting capability. In 2021 the village will loop the water main from Bohemia Drive to Hager Road and then north to the water tower. When the

village needs to extend infrastructure, it should do so in a way that encourages compact and contiguous development patterns.

The village adopted a wellhead protection ordinance in 2017. The wellhead protection ordinance cover two different areas within the village around the two wells. The ordinance prohibits land uses such as animal waste facilities, sludge spreading, junkyards, electroplating plants, etc. that could potentially contaminate the village’s groundwater. The ordinance also sets different separation distances from things such as sewer facilities and underground storage tanks.

The village should continue its long-range planning, maintenance, and funding efforts to ensure that its distribution system remains adequately sized and located for anticipated growth and development. Future extensions should be in conformance with the recommendations of this plan and ongoing facility planning should continue to ensure adequate capacity for Denmark’s homes and businesses. The system map is shown in Figure 1 below.



Private Wells

A private well had been used by Land O’ Lakes Dairy for their manufacturing processes at 305 South Wall Street, but the plant closed in 2014. That well has since been properly abandoned, adhering to village ordinance and state requirements. Currently there are two permitted private wells in the village. One is for watering the Denmark High School football field, and the other is for a steam boiler used at Dufeck Manufacturing.

All development within the village’s corporate boundaries is on the public water system. However, areas that are annexed to the village in the future may have existing private wells. When these areas are connected to the public water system, it is critical that the existing private wells be properly sealed to prevent contaminants from entering the groundwater.

Solid Waste Disposal and Recycling

Solid waste collection and disposal is another example of traditional infrastructure provided by many urban communities to protect the health, welfare, and safety of its citizens.

The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses. In addition, an increasing number of communities are realizing that the slogan “reduce, reuse, and recycle” is a significant factor in protecting the environment.

The Village of Denmark contracts with Advance Disposal for weekly solid waste and recycling collection, which includes household garbage, mixed recyclables, and paper. Garbage and recyclables are collected curbside in bags and 18-gallon bins, respectively. For bulky pick-up, residents should contact Advance Disposal. Hazardous waste materials should be taken to the Brown County Resource Recovery Hazardous Material Recycling Facility at 2561 S Broadway, Green Bay. The facility has specific residential drop off days and hours (fees may also apply). Village residents may take yard waste and grass clippings to 480 Highridge Avenue for composting. The site is privately owned, but currently allows village resident use. The village also has fall and spring curbside yard waste pick-up, and monthly brush chipping from April through November.

An emerging trend in solid waste management is the development of food and organic waste programs. The Brown County Port and Resource Recovery Department has worked on developing a food and organic waste program to reduce the amount of food and organic waste material sent to the landfill. This waste can be diverted for other uses, such as composting and energy generation. Currently the department accepts organic and food waste at the Recycling Transfer Station and is also looking to add a possible east side drop-off location. This may represent a future opportunity for the village, either on its own or as a cooperative effort with other communities.

Stormwater Management

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

As stated in its stormwater management ordinance, “the Village of Denmark finds that the management of stormwater and other surface water discharges within and beyond its borders is a matter that affects the public health, safety and welfare of the Village, its citizens and businesses and others in the surrounding area.”

Uncontrolled stormwater runoff can:

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

- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision can contain about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before most of a watershed becomes developed.

The Village of Denmark’s current stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, manmade and natural channels, and a storage system consisting of wetlands, wetland remnants, and six constructed stormwater detention ponds. This system generally transports stormwater runoff from developed lands through a combination of storm sewers and natural drainageways, into Denmark Creek and eventually reaching the Neshota River.

Denmark developed a comprehensive stormwater management plan in 2005 and subsequently enacted an ordinance to implement the plan. The village created a storm water utility to collect fees to plan, construct and maintain existing and future stormwater facilities. Properties contribute to the utility in proportion to its contributed runoff. In addition to the stormwater fee, Denmark requires new subdivisions to have curb and gutter, develop erosion control plans, develop stormwater plans and construct stormwater management facilities as part of the subdivision approval process.

Parks and Recreation

Outdoor recreation and open space adds to a community’s quality of life. It enhances the attractiveness of and fosters a sense of civic pride in the community. An adequate supply of areas, facilities, and activities to accommodate the public’s open space and recreational needs has been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

Existing Park and Recreation Facilities

As shown in Figure 6-3, the Village of Denmark’s park and recreation facilities consist of a range of facilities including passive parks, playgrounds, trails, and athletic fields. Other publicly-owned sites including those owned by the School District of Denmark or State of Wisconsin include playgrounds and athletic fields at the schools and Devil’s River State Trail.

Other privately owned sites include a small playground in the South Wall Street Mobile Home Park and the Denmark Rod & Gun Club range on North Avenue. In total, public park and recreation lands account for 89.38 acres of land or 8.5 percent of the total land area in the village. A brief description of each site is included in this section.

Memorial Park, including Veterans War Memorial Park, is approximately 30 acres in size located just east of the intersection of N. Wall Street and Main/Wisconsin Streets.



Figure 6-1: Playground in Denmark’s Memorial Park. Source: Brown County Planning Commission

The park is a multi-use community park that is heavily used by the public and school district. Amenities in Memorial Park include a basketball court, two softball fields (both lighted), a tractor pull area, sledding area, wading pool, playground equipment. Additionally, an enclosed park shelter with kitchen, restrooms, and a meeting room is available for rental. Also available in Memorial Park include an open-air shelter, concession stand with restroom facilities, and a Boy Scout cabin.

Highridge Baseball Diamond is in the eastern part of the village between Highridge Avenue and Diamond Ridge Circle and encompasses approximately 7 acres. Facilities at this location include a regulation-sized, lighted baseball diamond with bleachers and a combination scorer's booth, concession stand, and restroom facility. A trail links this park to the upper picnic area in Memorial Park.

School District of Denmark Athletic Fields contain 37.2 acres located at the intersection of North Avenue and N. Wall Street is primarily utilized for physical education classes and high school football. Facilities in this area include a regulation football field with bleachers, press box, an eight-lane x 400-meter track, storage, and concession stand. The school also has several soccer fields with goals, playground equipment, basketball hoops and playfields. Additionally, the Denmark Early Childhood Center, Elementary School, and Middle School have several pieces of playground equipment, basketball hoops, and playfields available for public use during non-school times of the week and year.

The Denmark School District Nature Preserve Area is 4.1 acres of natural area, including an oak-savanna, a prairie, and a wetland area. The area contains a pond, observation areas, trails, and a bridge.

The Nature Center Trail connects Denmark High School to the nature center and continues south to the Highridge Baseball Diamond and Memorial Park. The trail is unimproved, but it provides off-street pedestrian access to the school campus, baseball diamond, and Memorial Park.

Daybreak Neighborhood Park is approximately 3.84 acres and is the newest of the village-owned parks. The park is located on Woodrow Street and contains a stormwater pond, playground equipment, landscaping, and park benches.

The Black Walnut Trail is a bark-chip nature trail located in the western part of the village is approximately 2,000 feet long that traverses a small prairie and into a wooded ravine located along a small creek between Green Bay Road and CTH R. The development of the Black Walnut Trail was the result of a partnership between a local developer and the Village of Denmark. Neither CTH R or Green Bay Road have pedestrian facilities that are integrated with the trail, so it lacks safe pedestrian crossing at those places, significantly limiting the trail's usability.

The Krueger Subdivision Outlots 1 and 2 are conservancy areas located along the same small creek as the Black Walnut Trail and are located on the east and west sides of Woodrow Street. There are no improvements in this area.

The Devil's River State Trail is a WDNR-owned Rails-to-Trails right-of-way located in the center of the village and continues south into Manitowoc County. The trail consists of crushed limestone. The trail head in downtown Denmark has parking, restrooms, and shelter for trail users.

The Denmark Historic Walking Tour is a self-guided route through the historic neighborhoods in and near downtown that contain 60 landmarks.

The Three Miracles Earth Art Exhibit is a passive park located in excess right-of-way between Pleasant Avenue and CTH KB. The site is planted with 100 flowering crab trees and three oak trees. The village maintains the site.

The Triangle Prairie Garden at the northwest entrance to the village is in excess right-of-way at the intersection of CTH R and Green Bay. The site consists of an established prairie garden with trees and a mulched, landscaped area. The village maintains the site.

Other small sites include the central business district park consisting of a fountain, picnic tables and trees. The land under the central business district park is privately owned, but the village maintains it.

In addition to the publicly-owned sites previously noted, the following recreation sites are also located in proximity to the Village of Denmark.

Neshota Park is a Brown County owned park located to the north of the village along the Neshota River. The park provides a playground, sledding hill, shelter, picnic area, restrooms, six miles of hiking/ski trails and two miles of horseback riding trails.

Maribel Caves is a Manitowoc County owned park located to the south of the village. The park provides walking trails, picnic areas, playgrounds, wooded areas, a small creek and guided tours of excavated caves. Also located near the park is the Devil's River Campground, a privately-owned campground with sites, restroom facilities, swimming pool, and walking trails.

Hidden Valley Ski Area is a privately owned ski hill located south of the village near the village of Maribel. The ski hill is open to the public during the winter for downhill skiing and snowboarding.

Twin Oaks Golf Course is an 18-hole course located just north of the village on CTH R in the Town of New Denmark.

Wander Springs Golf Course is a 27-hole course located southwest of the village on Wayside Road in the Town of Morrison.

In addition to its public park, recreation, and open space sites and facilities, the Denmark Rod & Gun Club is a private conservation club that maintains a trap shooting range on North Avenue.

Park and Recreation Facility Needs Assessment

As Denmark's population continues to grow, there will be increased demand for recreational facilities and programs. The Land Use Chapter contains several general recommendations regarding the location of potential new active parks and facilities (ballfields, playgrounds, etc.) and passive parks and facilities (conservation areas, hiking trails, etc.). Both the Land Use Chapter and this chapter should be reviewed when considering park or recreation plans or improvements.

There are several broad park and recreation standards based upon national averages that may be used to determine a community's general surplus or deficiency in terms of park and recreation facilities and opportunities. When using a classification and standards system, it is important to keep in mind that these are only minimum guidelines and are not meant to be hard rules. Therefore, even if a community currently meets the minimum, it should still constantly evaluate its park and recreation needs and tailor future facilities to meet growing and changing populations.

The following classifications are based off standards formerly produced by the National Recreation and Park Association (NRPA) and local examples as a guide for determining park and recreation facility needs for a community. Both per-capita and accessibility standards are used to determine the number, size, and distribution of outdoor recreation sites needed to serve the Village of Denmark. Only public park and recreation facilities are included in the analysis.

While the National Recreation and Park Association's (NRPA) *Park, Recreation, Open Space and Greenway Guidelines* provides definitions for park classifications, it also acknowledges that each community is unique in terms of geographical, cultural and socioeconomic make-up. As such each community or park agency should develop its own standards for recreation, parks and open space, with the NRPA definitions as a guide. The park guidelines in Figure 6-2 on the following page are generally based on the definitions from the village's 2007 comprehensive plan.

As mentioned at the beginning of this chapter and in the Issues and Opportunities chapter, one of the community goals is the development of a community/rec center. The village should develop a parks, open space, and recreation plan that inventories existing conditions and future needs.

Figure 6-2: Recreation Open Space Categories

Component	Use	Service Area	Desirable Size	Acres/ 1,000 Residents	Desirable Site Characteristics
A. Local/Close-to-Home Space:					
Pocket Park/ Playground	Specialized facilities that serve a concentrated or limited population or specific group such as young children or senior citizens. The playgrounds areas at the Daybreak Estates Park and Memorial Park are examples of these parks.	Less than 0.5-mile radius	>1 acre	1.5 acres	Within neighborhoods and near apartment complexes, townhouse development or housing for the elderly.
Neighborhood Park	Area for intense recreational activities such as field games, court games, crafts, playground apparatus area, skating, picnicking, wading pools, etc. Daybreak Estates Park could be considered a neighborhood park.	0.5-mile radius	2 - 5 acres	3.0 acres	Suited for intense development. Easily accessible to neighborhood population-geographically centered with safe walking and bike access. May be developed as a school park facility.
Community Park	Area for diverse environmental quality. May include areas suited for intense recreational facilities such as athletic complexes, large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, and picnicking. May be a combination of the above, depending upon the size and community need. Memorial Park and the attached open space could be considered a community park.	2.0-mile radius	5+ acres	6.0 acres	May include natural features, such as water bodies, and areas suited for intense development. Easily accessible to neighborhood served.
B. Unique/Regional Park Space:					
Linear Park/ Greenways	Area developed for one or more varying modes of recreation travel, such as hiking, biking, snowmobiling, horse-back riding, cross-country skiing, canoeing, and pleasure driving. May include active play area. (NOTE: Any of the above components may occur in the "linear park.")	No applicable standard.	Sufficient width to protect the resource and provide maximum use.	Variable.	Built or natural corridors, such as utility rights-of-way, bluff lines, vegetation patterns, and roads, that link other components of the recreation system or community facilities, commercial areas, and other park areas.
Special Uses	Areas for specialized or single purposes recreational activities, such as golf courses, arboreta, marinas, zoos, nature centers, conservatories, display gardens, arenas, outdoor theatres, gun ranges, or downhill ski areas, or areas that preserve, maintain, and interpret buildings, sites, and objects or archeological significance. Also, plazas or squares in or near commercial centers, boulevards, parkways.	No applicable standard.	Variable depending on desired size.	Variable	Variable
Conservancy	Protection and management of the natural/cultural environment with recreation use as a secondary objective.	No applicable standard.	Sufficient to protect the resource.	Variable.	Variable, depending on the resource being protected.

Sources: Village of Denmark, Brown County Parks and Outdoor Recreation Plan 2017-2022

This analysis focuses on only those active public parks that are located within the Village of Denmark. Therefore, only Daybreak Estates Park, Denmark School District Facilities, and Memorial Park will be included within the analysis. However, Denmark has many opportunities for passive recreational activities by means of the Black Walnut and Denmark Creek Nature Trails, Devil's River State Trail, right-of-way parks, and central business district fountain area. For reference, these facilities total approximately 16 acres of land, and the trails are included in the linear/greenway park's calculation.

In the analysis (Figure 6-3), each park/area was assigned to a park type that generally fit the definition. Private facilities were not considered for this analysis. The three unique park types do not have a recommended acreage amount and no surplus/deficit was calculated for these.

Figure 6-3: Village of Denmark Park and Recreation Needs Analysis

Park Type	Parks	Existing Acreage	Recommended Acres per 1,000 People	Minimum Acres Recommended for 2,565 People (2040 Projection)	Surplus or Deficit Acreage
Mini-Park/ Playground	Public School Early Childhood Center, Elementary and Middle School Playgrounds	7.20	1.5	3.85	+3.35
Neighborhood	Daybreak Estates Park	3.84	3.0	7.69	-3.85
Community	Memorial Park, Highridge Baseball Diamond, Denmark High School facilities	53.53	6.0	15.39	+38.14
Linear/ Greenway	Devil's River Trail, Black Walnut Trail, Nature Center Trail	9,109 linear feet (1.72 miles); 20.9 acres of area	N/A	N/A	N/A
Special Uses	Denmark Historic Walking Tour, Central Business District Park	N/A	N/A	N/A	N/A
Conservancy	The Three Miracles Earth Art Exhibit, Triangle Prairie Park, Denmark School District Nature Preserve Area	4.81	N/A	N/A	N/A

Source: Brown County Planning Commission

The Village of Denmark may be considered deficient in neighborhood parks, while both community and mini-parks exceed the minimum standard. In the 2007 village comprehensive plan update, the village was deficient in mini-parks and neighborhood parks. Another issue raised during that planning process was the lack of active athletic fields in the village aside from Memorial Park. Since then, the school district has added more fields, which accounts for the increase in community park space since 2007.

The village should locate future parks where residents have the option to walk or bike rather than having to drive. Future parks should be located within neighborhoods whenever possible to allow for the greatest number of residents to have easy access to the park. The village should also recognize access barriers such as I-43 or streets without sidewalks and locate new parks accordingly, so they are accessible for all.

When planning future park or recreation projects, the village should try and match them with the natural and environmental features that Denmark wishes to preserve. Matching active and passive recreation opportunities can potentially achieve more goals and make local dollars go farther. Coordinating these activities with adjacent local communities, county, state, and federal agencies also may create opportunities for resource or maintenance sharing.

Most communities identify outdoor recreation improvements, proposed land purchases, and general community recreation goals in a formal park and open space plan. In addition to creating a clear vision for the level of outdoor recreation opportunities for its residents, an outdoor recreation plan provides eligibility for state and federal park, open space, and outdoor recreation grants. The grants are typically matching grants, which the community matches with local dollars or in-kind services. In order to maintain eligibility for these grants, the outdoor recreation plan must be updated and adopted by the community at a minimum of every five years.

The Village of Denmark should begin the process to rewrite the village's comprehensive outdoor recreation plan, which was last updated in 2010. The plan should incorporate the recreation and open space recommendations contained in the comprehensive plan, as well as a detailed assessment of existing and future recreation facilities and programs Village of Denmark residents would like. Following adoption by the village board, the village should forward the plan to the WDNR to ensure eligibility for grant programs.

Finding funding sources to provide parks and recreation facilities for a growing population can be challenging. In addition to grants and intergovernmental cooperation, the village should consider implementing a park impact fee to aid in funding park and recreation facilities for new residents. However, before a park impact fee is implemented, it is critical that the village undertakes a detailed analysis of future park and recreation needs and base the impact fee on the identified future needs. A "rational relationship" between a park impact fee and the facilities provided must be found prior to implementing the fee. There are very strict statutory accounting standards (Wis. Stat. § 66.0617) for impact fees that are collected by a municipality, and the village should be aware of this prior to implementing an impact fee.

Brown County Open Space and Outdoor Recreation Plan

The 2017-2022 Brown County Open Space and Outdoor Recreation Plan identifies an extension of the Devil's River State Trail northeast along the rail corridor, through the Towns of New Denmark, Eaton, and Ledgeview and Villages of Bellevue and Allouez. The trail is envisioned to eventually connect to the Fox River State Trail near the northern border of the Village of Allouez. Development of this portion of the trail would provide an opportunity for Denmark residents to reach the Green Bay Metropolitan area and Green Bay Metropolitan area residents the opportunity to reach Denmark, all via bicycle. While not feasible when the plan was created, the plan does recommend developing a trail should the rail line ever become inactive. Denmark should encourage the development of this trail linkage should the rail corridor ever be identified for abandonment.

Telecommunication

CenturyLink provides digital wireline service to the Village of Denmark, including dialup and high-speed DSL Internet access. Spectrum provides cable television and high-speed cable modem Internet access to Denmark. A community's telecommunications infrastructure is an integral component for economic development.



Figure 6-4: Daybreak Neighborhood Park. Source: Brown County Planning Commission



Figure 6-5: Devil's River Trailhead in downtown Denmark. Source: Brown County Planning Commission

Although there are adequate levels of cellular and digital phone service and Internet options available, demand for wireless communications will continue to grow in the future. This demand may lead to more companies wanting to provide services to residents of the Village of Denmark. The village already covers telecommunications facilities. The village should continue to monitor industry changes and update the zoning code accordingly.

Power Generation

Electricity and natural gas are provided in the Village of Denmark by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to all of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties. Natural gas is available to the entire village.

Cemeteries

Only All Saints Cemetery on Green Bay Road is in the village. Additional cemeteries located within the surrounding Town of New Denmark include Lutheran Cemetery adjacent to Maribel Road in Section 26, East Side Cemetery adjacent to CTH P in Section 23, the Bohemian Association of Freethinkers Cemetery at the corner of Cooperstown Road and Hyduk Lane in Section 32, Holy Trinity Congregation Cemetery adjacent to CTH R in Section 6, the Monastery of the Holy Name of Jesus cemetery located off Pepper Road in Section 23.

In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Additional demands in the future should continue to be addressed by the private sector.

Museum

The Denmark Area Historical Society maintains a museum within the basement of the Denmark School District's Early Childhood Learning Center. The museum is open to the general public by appointment. The museum holds several priceless artifacts from Denmark's history, however the location in the basement of the Early Childhood Learning Center is not conducive to public viewing or long-term care for these pieces. Should the current village hall become vacant, the Denmark Area Historical Society should work with the Village of Denmark to utilize it as a museum. The building would provide a historic location and more than adequate space for public access and display of Denmark's history.

Healthcare

Denmark currently has two healthcare provider network clinics in Denmark to provide primary care and basic healthcare services to area residents. Emergency services are provided by one full-service hospital located on the far east side of Green Bay, closest to Denmark, and two full-service hospitals located near downtown Green Bay. Current healthcare facility levels should be adequate to serve the needs of the Village of Denmark for the near future. However, additional specialty care facilities or small clinics should be encouraged to locate in Denmark to help serve the needs of residents, particularly as the population ages.

Elderly Care

There is one elderly community-based residential facility located off North Wall Street. Many services are also available to residents of the village from the Brown County Aging Resources Center. As Denmark's population continues to age, resources and facilities for senior citizens will become an increasingly vital component of the community. Additional elderly care services or facilities wanting to locate in the village should be encouraged to do so to help serve the needs of residents.

Childcare

Approximately two licensed daycare providers are located within the Village of Denmark. The future demand for daycare should continue to be addressed by the private sector, and the village should encourage such uses to accommodate a growing population.

Emergency services

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that are equally important to both residents and businesses. The level of this service varies greatly from community to community based, in part, upon its size and population level. It is also common that the level of this service changes as the community grows.

Police

The Brown County Sheriff's Office provides police service for the village with two Directed Enforcement Officers (DEO), and Sheriff's Office deputies provide additional enforcement and respond to calls when the DEOs are not available. The DEOs have access to all the resources that the Sheriff's Office has available. Denmark will need to monitor the level of police protection desired by its residents and businesses as the village grows. However, it is expected that the existing level of protection will be sufficient over the timeframe of this plan.

Fire and Rescue

The Denmark Volunteer Fire Department, located at 451 North Wall Street in the Village of Denmark, provides fire protection services to the village and the Towns of New Denmark, Eaton and Glenmore in Brown County, and Town of Franklin in Kewaunee County for a total service area in approximately 100 square miles. The department has 40 volunteers with mutual aid agreements with the various fire departments from Brown County and verbal agreements with fire departments in adjoining counties. The department has started discussing replacing its oldest engine and will eventually need to expand its building to meet future demands. The existing fire station location centrally located within the village provides easy access to the entire village via North Wall Street, Main Street, Wisconsin Avenue, and North Avenue. In the future, if large scale equipment needs come up, the department should consider working with adjoining fire departments through joint purchases of equipment, which may enable them to provide even better fire protection to its service area.

Ambulance service is provided by Viking Rescue/County Rescue located in the Village of Denmark. Viking Rescue merged with County Rescue and offers 24/7 paramedic coverage. This service provided by Viking Community Rescue should be periodically reviewed to ensure adequate staffing levels and that it continues to provide high-quality, reliable service to the Village of Denmark residents.

As the population in Denmark increases, the village should monitor its need for additional emergency services and provide or contract with the appropriate service provider for additional protection, if necessary.

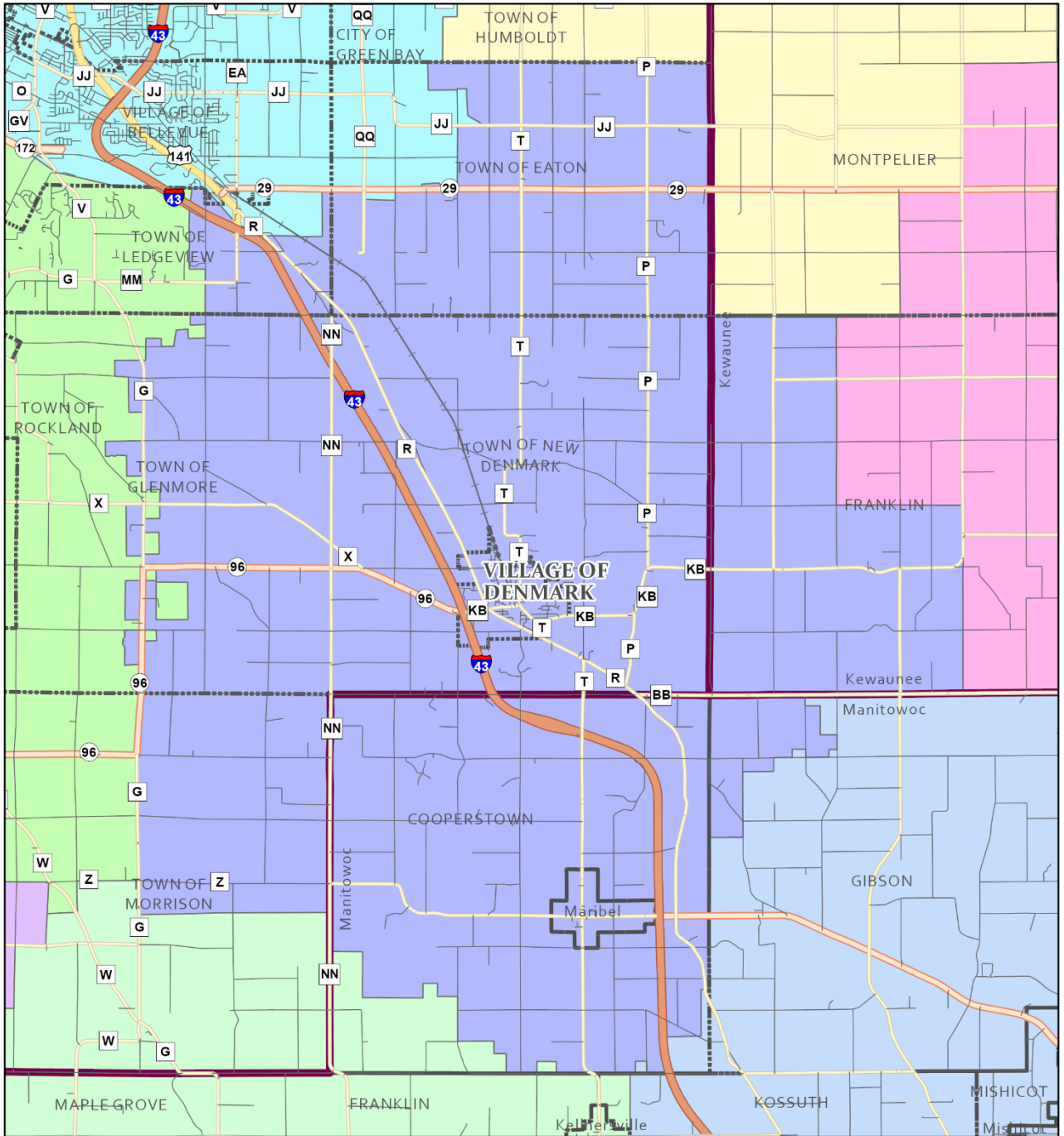
Libraries

The Denmark Branch of the Brown County Library is housed within the Denmark High School on North Wall Street in the village. This cooperative venture between the village, county, and school district has been successful for all three governments. The library maintains a separate outdoor entrance for the public to access to the library during non-school hours. The village should continue to maintain communication with the library, school district, and county to ensure the library continues to serve the southeastern part of Brown County.

Schools

The Village of Denmark is entirely contained within the School District of Denmark (Map 6-2). The school district also serves portions of other adjacent towns in Brown County, and portions of Kewaunee County and Manitowoc County. The school district provides a comprehensive K-12 grade educational program. All the school facilities are in Denmark. The school system consists of the Denmark High School (grades 9 thru 12), The Denmark Middle School (grades 6 thru 8), the Denmark

Map 6-2: Denmark School District



Denmark Area School Districts

- De Pere Unified School District
- Denmark School District
- Green Bay Area School District
- Kewaunee School District
- Luxemburg-Casco School District
- Mishicot School District
- Reedsville School District
- Wrightstown Community School District
- Adjacent Counties

- Municipal Lines
- Interstate Highway
- State Highway
- US Highway
- County HWY
- Local Road
- Railroad
- Surface Water



0 1 2 4 Miles

Disclaimer: This map is for informational purposes only, and not intended to be used for school enrollment. The data is believed to be accurate, but Brown County distributes this on an "AS IS" basis, and no warranties are implied.

Sources: Brown County Planning Commission, Wisconsin Legislature, and WI DNR.
Devin Yoder, Senior Planner Date Saved: 8/25/2020 3:34 PM

Elementary school (grades 1 thru 5), the Early Childhood Center (preschool thru kindergarten) and the Denmark Community School (an alternative education program focused on student-centered project-based learning, serving high school and middle school age students). All the school buildings are in the Village of Denmark. All students from the Town of New Denmark are bused to and from school.

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

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

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

With the most recent facility study, the Denmark School District has developed a 5-year maintenance plan for all indoor and outdoor facilities. Two future capital improvement projects could include parking lots and traffic flow, along with renovation or rebuilding of the early childhood facility.

Post Office

The Denmark Post Office is located at 135 Wisconsin Avenue in the village's downtown. A post office is a community gathering place, and when located in a downtown, provides an anchor use to continue to draw people downtown that may then frequent other downtown businesses. It is critical to keep the post office in the downtown in order to continue to generate potential customers to downtown businesses.

Government

The Village of Denmark village hall is in this historic former Badger Bank building at 118 E. Main Street in the heart of the central business district of Denmark. All village hall functions, including meetings are held in the first floor of the building since the second floor has long been closed. The hall contains a small gathering area, space for official village meetings, administrative space, and a vault for village records. As the village continues to grow, it may need to address space constraints in village hall and/or the municipal garage, which is also located in the central business district. When reviewing options for adding space for village functions, it is critical to the health of the downtown and its long-term sustainability that village functions, particularly administrative, remain in the central business district.

The village should also continue to monitor and plan for technology needs that help in running and administering a growing community.



Figure 6-6: Denmark Elementary School. Source: Brown County Planning Commission



Figure 6-7: Crosswalk near the Denmark Middle School. Source: Brown County Planning Commission

UTILITIES AND COMMUNITY FACILITIES POLICIES, PROGRAMS, AND RECOMMENDATIONS SUMMARY

Comprehensive Plan Goal #5 – Utilities and Community Facilities Goal

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Denmark residents and businesses.

Objectives

1. Continue to provide adequate and efficient sanitary sewer service.

- a) Continue to plan for and implement Denmark WWTF improvements as needed.
- b) Work to meet effluent chloride concentrations to meet its WPDES permit.
- c) Monitor the village's long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
- d) Expand the village's sewer service areas, collection, and treatment systems in conformance with the five-year growth increments identified within this plan and promote infill development and efficient and cost-effective growth patterns.
- e) Update the village's sewer service area acreages through updated population projections and land uses and allocate new sewer service areas consistent with the 5-year growth increments contained in this comprehensive plan.
- f) Continue the village's program of monitoring and correcting clearwater infiltration and inflow problems in the sanitary sewer system.
- g) Continue the village's policy of requiring new development to be served by public sewer and water and be within Denmark's municipal boundaries.
- h) Limit extensions of public sewer and water past large tracts of agricultural lands.
- i) Continue the village's policy prohibiting unsewered development in Denmark.

2. Continue to provide an adequate and safe water supply.

- a) Monitor its long-range planning, maintenance, and funding efforts to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development and is expanded as efficiently as possible.
- b) Expand its water system in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
- c) Continue to ensure that private wells on properties that are annexed into the village are properly sealed to prevent groundwater contamination.

3. Continue to provide adequate and efficient solid waste disposal.

- a) Periodically review solid waste and recycling contracts to ensure that they continue to meet the village's needs.
- b) Continue to maintain good working relationship with private composting facility at 480 Highridge Avenue.
- c) Explore opportunities to divert other organic wastes from waste stream for mulch/compost.

4. Continue to manage stormwater runoff in the village.

- a) Support the stormwater utility to maintain existing and construct future stormwater facilities.
- b) Continue to implement stormwater best management practices in new subdivisions and construction projects.

5. Continue to invest in village parks system.

- a) Update the village's comprehensive recreation and open space plan to prioritize projects and maintain Denmark's eligibility for WDNR Stewardship funding.
- b) Study the feasibility of a park impact fee to fund parkland acquisition and development.
- c) Begin exploring possibilities for a community/rec center in the village.
- d) Work with developers, private property owners, and the WDNR to continue developing the village's off-street trail system.
- e) Locate new parks in areas with natural resources that the village wishes to preserve.

6. Continue to provide adequate utilities, facilities, and community services.

- a) Monitor broadband internet access trends locally and nationwide, and work with businesses and residents to obtain the best broadband, wireless, and other related services possible.
- b) Work with the Denmark Volunteer Fire Department to maintain adequate facilities and equipment.
- c) Maintain open communication with the Denmark School District to inform them when large residential developments are proposed in the village.



NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

Chapter 07

INTRODUCTION

In growing communities like the Village of Denmark, planning often focuses on such issues as land use, transportation, and infrastructure. Natural, cultural, and agricultural resource issues tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a growing community's plan. However, these resources are critical to the long-term health, vitality, and sustainability of every community. Since these resources also help define a community and strongly affect its quality of life, they must be examined as a part of the planning process.

Because of the vital functions performed by natural, cultural, and agricultural resource features, unplanned urban development into these areas is often inappropriate and should be discouraged. Development within natural resource areas can lead to widespread, serious, and costly problems. Examples include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor drainage.

The natural features in Denmark, such as a Neshota River tributary with its terrain, small wetlands and woodlands, contribute to the village's character.

Figure 7-1:
Denmark Creek runs through the village, eventually flowing into the Neshota and the West Twin Rivers, and ultimately Lake Michigan.



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

Protect the village's natural features to enhance the small-town character of Denmark and the quality of life of its residents.

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

1. Improve downtown/Main Street appearance and revitalize downtown area
5. Implement stormwater management best practices

For the village to maintain these features that make Denmark a desirable place to live, it must strike a balance between development and the natural environment. This chapter will examine ways to build upon these resources to establish and promote a community identity, while at the same time preserving the land and character that the residents enjoy.

Inventory and Analysis

This section identifies the natural, cultural, and agricultural resources within the village, notes current and future issues associated with each resource, and proposes actions and programs that the village should undertake to address those issues.

Soils

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

Glaciation is responsible for the general soil conditions found in the area. Unlike areas unaffected by glaciation, where the weathering of local bedrock forms soils, Denmark's soils are composed of glacially eroded rock material that was carried by ice sheets or from surface material that was pushed by the advance of the glacier. When the glacial advance stopped, the ice sheets melted and deposited the materials it had carried. These deposited materials are called glacial till or outwash and, together with other soil-forming factors, including vegetation, have formed the soil that covers the village today.

According to the Soil Survey of Brown County, Wisconsin, there are two major soil associations present in the Village of Denmark. A soil association is "a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils." The major soil associations found in Denmark are the Kewaunee-Manawa Association and the Waymor-Hochheim Association.

Kewaunee-Manawa

The Kewaunee-Manawa Association consists of gently sloping to steep soils on glacial till plains and ridges, and nearly level or very gently sloping soils in depressions and drainageways. This association, located primarily in the eastern areas of the county (most of the village), is the most common soil association in the county, encompassing about 39 percent of the county and 96 percent of the village. The clayey subsoil and substratum may create limitations to the use of these soils for home sites or other non-farm purposes. If the soils are used as a site for a septic tank filter a field overflow is likely to occur due to slow permeability of the soil material. The high shrink-swell potential affects excavation and stability where a foundation is to be constructed.

Waymor-Hochheim

The Waymor-Hochheim Association consists of nearly level to moderately steep soils of glacial tillplanes and ridges. This association, located in the southeast and northeast portions of the county (and the southeastern most area of the village), is the fourth most common soil association in the county, encompassing about 12 percent of the county and about 4 percent of the village. Most of this association is used for dairy farming and is well suited to all the crops commonly grown in the county. Controlling erosion and maintaining fertility are the main concerns in managing cultivated areas. Soils of this association are well suited to residential and industrial developments.

Productive Agricultural Lands

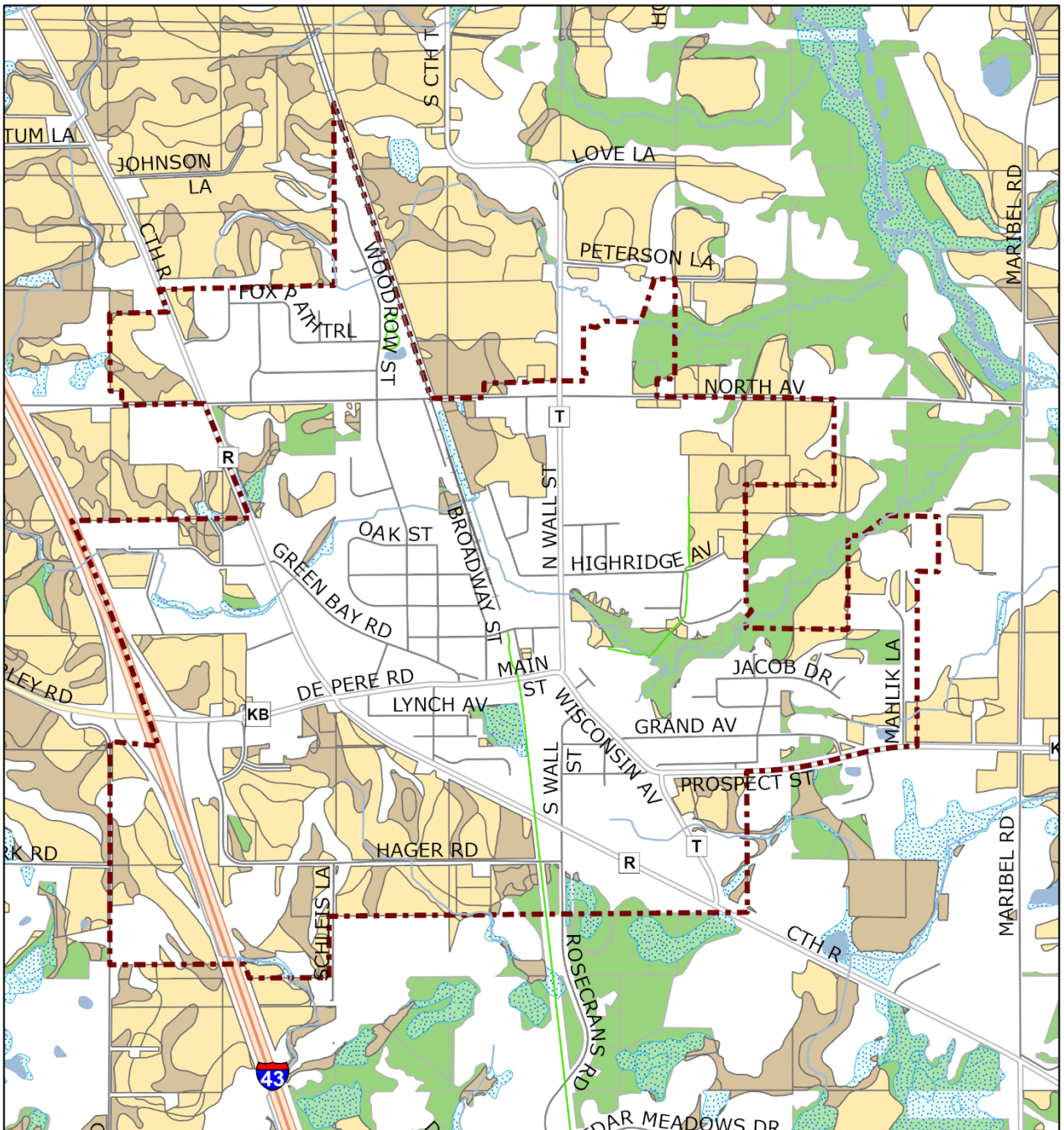
The Brown County Comprehensive Plan and the Brown County Farmland Preservation Plan both identify Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the county's economy. The Brown County Farmland Preservation Plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

Although agricultural uses still accounted for 363 acres of land, or about 28 percent of the village in 2020, this acreage has decreased slightly. Most of the land taken out of production has been converted to residential development. Denmark's remaining productive agricultural lands are shown in Map 7-1. The village does not participate in the Brown County Farmland Preservation Plan.

As Denmark continues to grow, its agricultural lands will probably continue to be converted to other uses. The village should focus its development efforts upon those farmlands that are immediately adjacent to current development and infrastructure first. Low-impact, conservation-oriented farming practices within and adjacent to the village should be encouraged to help ensure a minimum of conflicts between the farm operations and adjacent urban development. Farmlands of larger or numerous contiguous parcels should continue to be farmed as unobtrusively as possible until such time as infrastructure may be extended in a cost-effective manner and development may be accommodated in a compact and efficient manner.



Map 7-1: Denmark Natural Resources - Land



Soils	Surface Water	Streets	Interstate Highway
Agricultural Landuses	DNR Wetlands greater than 2 acres	State; U.S. / State Highway; U.S. Highway	N
All areas prime farmland	Railroad	County Highway	W E
Only drained areas are prime farmland	Trails	Local Road or Street	S
Woodlands	Municipalities	Ramp	0 1,000 2,000 4,000

Source: Brown County Planning Commission
 Devin Yoder, Senior Planner
 Date Saved: 9/10/2020 11:06 AM Disclaimer: This map is for informational purposes only. The data is believed to be accurate, but Brown County distributes this on an "AS IS" basis, and no warranties are implied.

Surface water is one of the most important natural resources available in a community and provides many different benefits. Surface waters provide recreational opportunities, as well as peace and solitude to anglers, boaters, hunters, water skiers, swimmers, and nature observers alike. Surface waters take on stormwater after heavy rains. Aquatic environments provide habitat for plants, fish, and animals. Surface waters also provide drinking water source for communities and process water for industry and agriculture. Lands immediately adjacent to such waters often have an abundance of cultural and archeological significance because they were frequently the location of Native American and early European settlements.

While not officially named, the locally recognized Denmark Creek is the longest waterway in the village. Three other unnamed streams begin in the village, and a fourth crosses into the village at two places along the northern side. The village's ephemeral (intermittent) waterways and wetlands, which are some of the county's most important surface water resources, do not show up on some maps and are poorly protected by state and federal statutes. Yet, these ephemeral waterways provide sites for infiltration of surface water into groundwater reservoirs and provide habitat for many plants and animals. Small intermittent waterways and wetlands are where most nutrients and many contaminants enter the waters that are used for drinking and recreation.

Sheet flow, water that flows across the ground after a rainfall, can also be considered a surface water resource, and how it is managed is very important. As water flows across the land's surface, it picks up nutrients and contaminants, and then carries those dissolved substances into larger surface water bodies and into groundwater. As a result, anything applied to the ground prior to a rainfall can almost immediately enter surface waters and, eventually, the groundwater.

Because of the importance of surface waters, numerous federal, state, and local laws and regulations have been created to protect them. They range from the commerce clause of the United States Constitution to county shoreland and floodplain zoning regulations. The most heavily regulated waters are those that are determined to be natural and "navigable." On the other hand, ephemeral waterways not considered navigable are poorly protected by state and federal statutes and warrant protection at a more local level.

As shown in Map 7-2, the primary surface water feature in the village is Denmark Creek which flows to the Neshota River. The village also has a few small unnamed streams, ditches, and swales that are considered surface water resources. Since there is a limited number of surface water features in the village, protection and preservation should be one of its highest natural resource priorities.

Neshota River Watershed

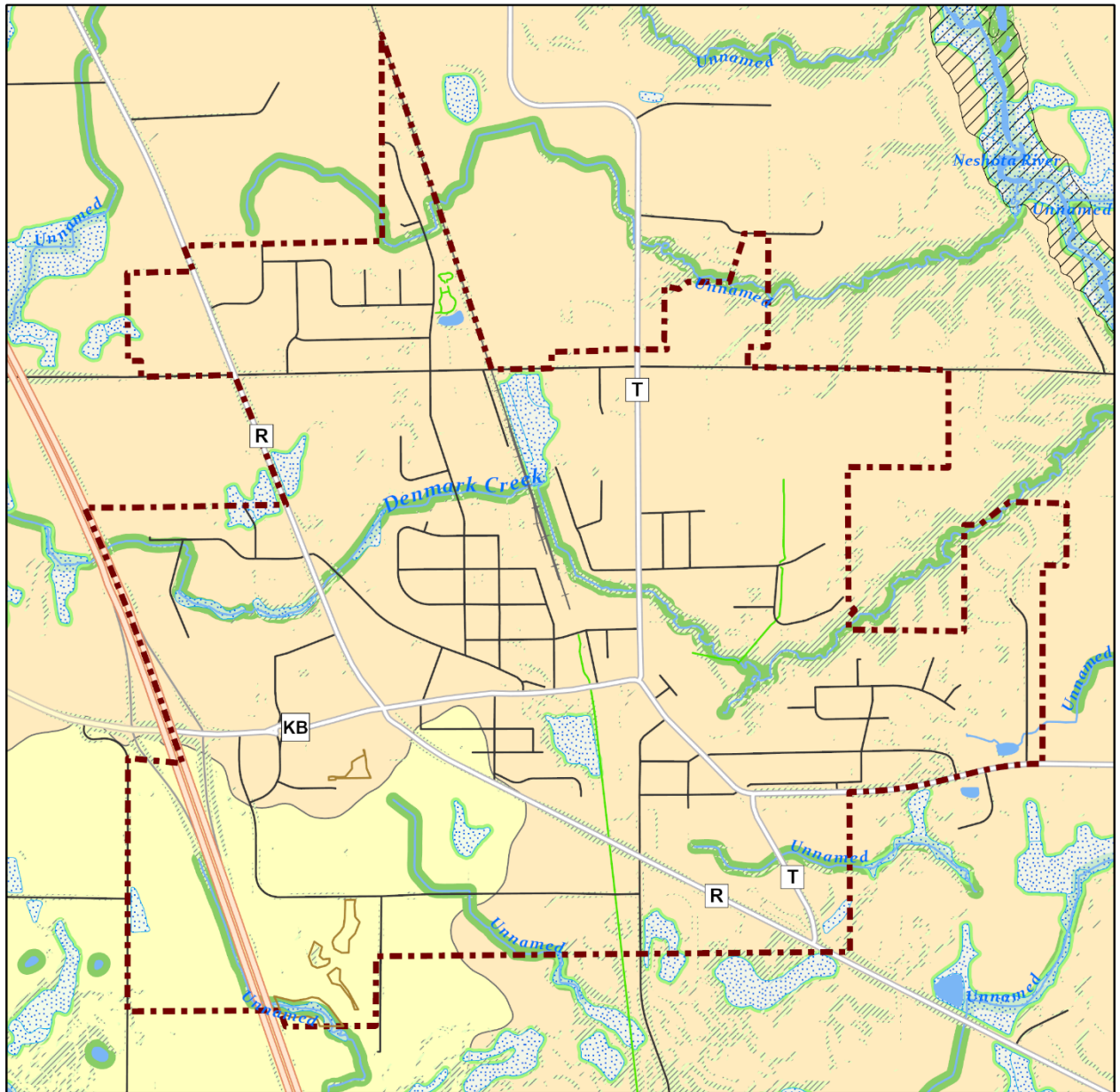
Denmark Creek is a tributary to the Neshota River. The Neshota River, Black Creek, and Devils River form the headwaters of the West Twin River Watershed. These three rivers flow south as the West Twin River, and Kriwanek Creek, and Francis Creek join them in Manitowoc County. The West Twin River combines with the East Twin River in the City of Two Rivers Harbor.

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

Denmark Creek mostly flows through urban land in the village. Because urban areas have a high concentration of impervious surfaces, they have the potential to create large quantities of runoff. Runoff from these areas carries contaminants associated with the land cover into source water. Contaminants associated with urban land cover include synthetic organic, volatile organic, inorganic, precursors of disinfection by-products, and microbial contaminants.

Where possible, the village should consider establishing buffers by planting native grasses and shrubs along Denmark Creek to improve its habitat and stormwater management capabilities. Additionally, the village should consider working with local conservation or school groups to stabilize the tributary shoreline, particularly in the ravine on the east side of the village by planting native grasses and shrubs in order to further reduce erosion.

Map 7-2: Denmark Natural Resources - Water



Water Resources

- Rivers and Streams
- Surface Water

Environmentally Sensitive Areas

- DNR Wetlands greater than 2 acres
- Wetland 35-foot buffer
- Slopes >= 20%
- Navigable Stream 75-foot buffer

FEMA Flood Zone

- 500-year flood area
- Area with 1% chance annual flooding
- Municipalities

Full Watershed

- Neshota River/West Twin River/Lake Michigan
- Unnamed/Devils River/Neshota River/West Twin River/Lake Michigan
- Trails
- Railroad

0 500 1,000 2,000 US Feet



Sources: Brown County Planning Commission, FEMA, WDNR
Devin Yoder, Senior Planner

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Floodplains

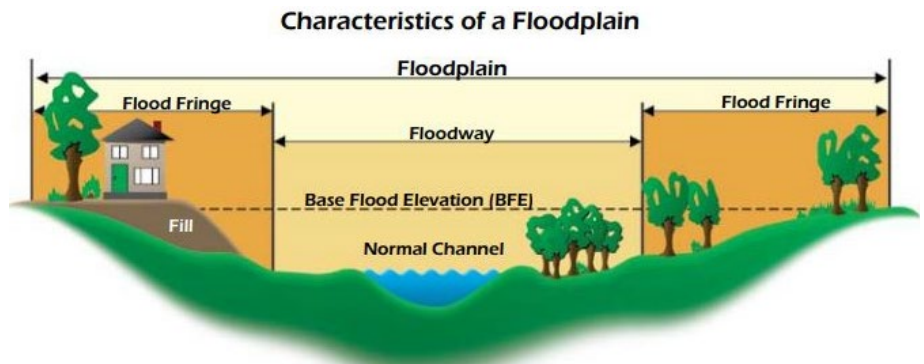
Floodplains are natural extensions of waterways. While all surface waters have them, their size can vary greatly. They store floodwaters, reduce flood peaks and velocities, and lessen sedimentation. They also provide wildlife habitat and filter out pollution from entering the waterway.

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

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. The village does not have any identified floodplains in it. However, there is an identified floodplain around the Neshota River located just to the northwest of the village. The mapped 100-year floodplains are also shown in Map 7-2.

To a degree, everyone lives in an area with some flood risk, whether it is a low, moderate, or high-risk area. Even in a low-risk area, if there is too much rain in a short time that area might temporarily flood.

Figure 7-2: Cross-section of a floodplain, with floodway and flood fringe. Source: National Flood Insurance Program Floodplain Management Guidebook, FEMA.



Several activities and conditions threaten floodplains and their resource values:

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

Flood-related Definitions

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

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

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

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

Because floodplains are important for environmental, regulatory, and insurance purposes, the village should continue to encourage (and require where appropriate) flood studies for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.

Under current regulatory requirements, the floodways would generally be off limits to development. However, development could occur within the flood fringe areas with the receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.

The village should review its zoning ordinances and municipal codes to ensure that they provide a proper level of protection to waterways and floodplains. Modifications that would result in incremental adverse environmental impacts should be discouraged, but where necessary and appropriate, the village should consider flexible approaches, such as mitigation, to balance these competing needs.

Shorelands and Stream Corridors

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

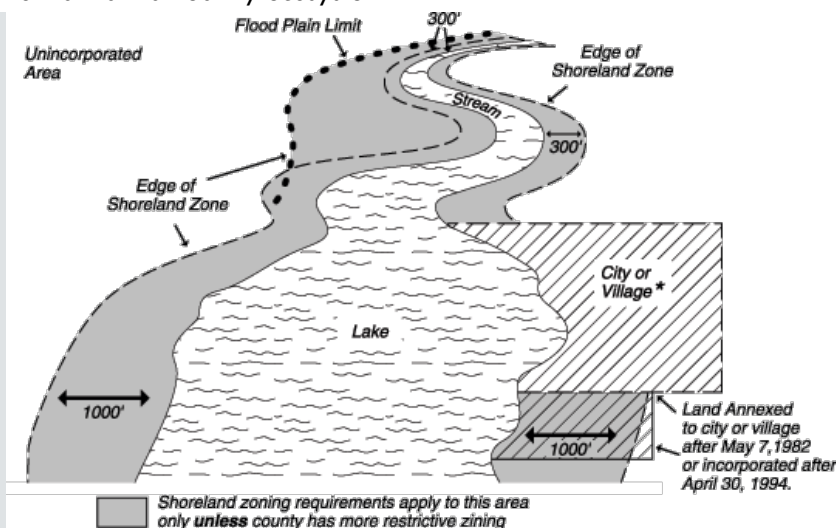
Like floodlands, state and local governments recognize that shorelands are important and regulate their use. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer should remain an undeveloped strip of land to protect the water from visual impacts and runoff from nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982. According to NR 117, all cities and villages are required by Wis. Stats. 62.231 and 61.351 to adopt a shoreland-wetland zoning ordinance within six months after receiving a final wetland inventory map. The village should review its zoning ordinances to ensure that shorelands are properly protected. The village should also make sure that these ordinances are accurately monitored in order to maintain a healthy ecosystem.

Shoreland-related Definitions

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

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

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



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

Figure 7-3: Shorelands and shoreland zoning. In this figure, shaded areas are where the shoreland zoning rules apply. Source: Wisconsin Department of Natural Resources.

The shoreland restrictions do not apply to those waters that are determined to be non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR. As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent.

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

Although Denmark has minimal shoreland areas, the village should take advantage of federal, state, and county funding and other assistance to establish vegetative stream buffers to further filter out sediments and other associated pollutants along the unnamed tributary that flows through the village.

Wetlands

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

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

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

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

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

As shown in Map 7-2, the WDNR digital wetlands inventory identified approximately 37.4 acres of wetlands within the village. The Wisconsin Wetlands Inventory map also identified wetlands scattered throughout the Town of New Denmark with some being very close to the village’s edge. Because of the inaccuracies inherent in the Wisconsin Wetlands Inventory, the village may wish to accurately field-verify and map all its wetlands to ensure that they are not disturbed and to further streamline the development process.

Environmentally Sensitive Areas

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

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

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

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

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

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

ESAs located outside of sewer service areas (areas in a municipality where the extension of public sanitary sewer can be provided) do not come under protection by Brown County unless they are located within a proposed subdivision plat or certified survey map. While some level of protection of ESAs occurs via various levels of county, state and federal government through enforcement of shoreland, floodplain, and wetland regulations, ultimate protection of these important areas is best accomplished by the local unit of government. Local protection is sometimes afforded these natural areas through the village zoning ordinance via a conservancy zoning classification. Denmark should consider conservancy zoning protection for the ESAs located within the village. Doing this would go a long way towards maintaining the character of the village and preserving environmental features that are attractive to present and future generations of residents, and the village should continue to identify ESAs and educate residents about their importance.

Groundwater

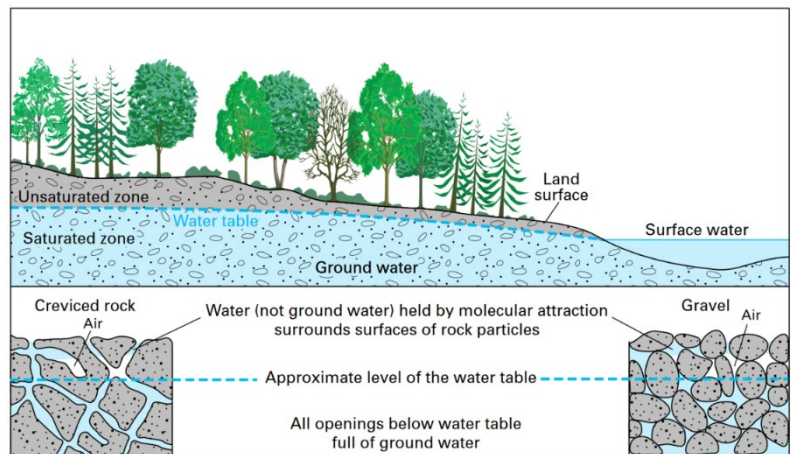
Groundwater begins as precipitation (rain or snow). Some of the precipitation runs off into lakes, rivers, streams, or wetlands. Some also evaporates back into the atmosphere or is absorbed by plants. Precipitation soaks into the ground past plant roots and down into the subsurface soil and rock, becoming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

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

Groundwater is currently the village's source of drinking water. The groundwater is drawn through two wells. Because of this, protecting groundwater is very important. The greatest threats to groundwater are contamination and overuse. The village currently has an adequate supply of high-quality drinking water.

Potential groundwater contamination can come from several sources, including feedlots, improper manure storage and spreading, cracked manure pits, irrigation, fertilizers, and pesticides. Within more urban areas potential sources can include scrap/junkyards, leaking underground storage tanks, and various contaminants found in urban stormwater runoff. According to the WDNR, Denmark's water supply meets the requirements for the state and federal maximum contaminant level for inorganic, radioactive, unregulated, and volatile organic contaminants.

Even though the WDNR database shows no harmful levels of contaminants at this time, as with all public water sources, the village's wells are required to be monitored and continually tested for any potential contaminants. The village also adopted a wellhead protection ordinance in 2017.



How ground water occurs in rocks.

Figure 7-4: Groundwater and water table cross section. Source: U.S. Geological Survey.

Groundwater Definitions

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

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

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

Woodlands

Few woodlands are present within the village (see Map 7-1). What does exist is small and scattered. Most of the village's woodlands are found within the ravines associated with the stream in the central portion of the village and generally consist of the American Elm, Silver Maple, Red Ash, Basswood, Black Ash, Swamp White Oak, and Red Maple. Scattered upland trees in the village typically consist of the Red Oak, Sugar Maple, and Big-Tooth Aspen.

Several larger areas of contiguous upland woodlands start in the village and extend beyond its borders. The first block of woods is approximately 55 acres located on the north side of North Avenue, just to the east of the Rod and Gun Club's range. The second large area (93 acres) starts at North Wall street and extends east past the park and ball diamond on Diamond Ridge Circle, into the Town of New Denmark, and northeast beyond the village wastewater treatment facility. The third, and largest, area of contiguous woods is to the south of the village along Rosecrans Road. The terrain in this area is not as conducive to farming due to its rolling, hilly nature. Therefore, the area is more wooded, interspersed with the occasional rural, wooded home site.

Continued development is the primary threat to Denmark's remaining woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Where there are high-quality woodlands and development is proposed, conservation subdivisions should be encouraged, when preservation is not practical or feasible.

Wildlife Habitat

Since much of the land in Denmark is already developed or actively farmed, the best remaining wildlife habitat within the village is contained within its woodlands, wetlands, and drainage corridors. However, these areas are still affected by development around their edges, by regional issues (such as water quality), and by potential invasion of exotic species, particularly purple loosestrife, phragmites, and reed canary grass. Protecting critical environmental features like surface waters, floodplains, shorelands, wetlands, and woodlands is also important because protecting these areas would also help preserve wildlife habitat.

Threatened and Endangered Species

Federal and state laws protect endangered and threatened species. This protection is usually accomplished during the federal and state permit review process and includes prohibitions of the killing, harming, collecting, capturing, or harassing of protected species during many land-disturbing activities. Protection of such species is a valuable and vital component of sustaining biodiversity.

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

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

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

The primary threat to threatened and endangered species is habitat loss due to development. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is another reason why protecting and preserving the village's surface waters, floodplains, shorelands, wetlands, and woodlands is important.

Scenic Resources and Topography

The village's topography is relatively flat. However, there is a small ravine that follows the course of Denmark Creek. This ravine is especially visible on the eastern edge of the village as the tributary nears the Neshota River. Ravines may provide scenic landscapes to an area, but because of their sloping nature, erosion poses a threat to their beauty. Denmark's ravine is particularly in danger because it runs through an urban setting and continues out of the village on the east side where new development is occurring. The Village of Denmark should ensure that erosion control plans and methods are in place prior to development in order to protect this natural landscape.

Mineral Resources

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

Wisconsin passed a second nonmetallic mining law in 2000: Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135. The state statute and administrative code required that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. However, the administrative code further states that the county ordinance will apply to every city, village, or town within the county until such time as the city, village, or town adopts and administers the ordinance itself.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Village of Denmark, opted to have Brown County adopt and enforce the reclamation ordinance for their respective municipalities.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, re-vegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.

Non-metallic mining in Denmark has historically been very limited, and the village does not have any operating quarries currently. The village should continue to regulate non-metallic mines in cooperation with Brown County and through the village's zoning ordinance.

Historic Buildings

The Wisconsin Architecture and History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. There are 32 records listed in the AHI for the Village of Denmark and can be viewed at wisconsinhistory.org. However, none are listed in the national or state registry of historic places. As the village develops and redevelops, it should consider these potentially historic structures and work with the property owners to refurbish the buildings in a historically sensitive way. These redeveloped buildings can then be utilized to help draw residents and tourists and serve to maintain the village's unique identity.

The village should work with the State Historical Society and Denmark Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of Denmark's culture and history.

As the village grows, there may be a need for a larger village hall. If this occurs, the Denmark Historical Society should be encouraged to relocate from the basement of Denmark School District's Early Childhood Center and into the current village hall. As the former Badger Bank, the building has architectural and historic significance to Denmark and would provide for improved visibility and better display areas for the Denmark Historical Society's exhibits.

The Wisconsin Historical Society's Division of Historic Preservation administers tax credits to homeowners for repair and rehabilitation of historic homes. For homes to be eligible it must be listed on the state or national register, contribute to a state or national register historic district; or be determined through a tax credit application process to be eligible for individual listing in the state register. Tax credits are applied as a dollar-for-dollar credit toward a property owner's state income taxes.



Figure 7-5: Badger State Bank (left, undated) and the Denmark Municipal Building (right). The two-story Neoclassical building was built in 1927 for the Badger State Bank. The building originally housed the bank on the first floor, with a doctor, dentist, and attorney on the second floor. The village purchased the building in 1974. Main Street also houses several other historic buildings. Source: Wisconsin Historical Society



Archeological Resources

Archeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of Denmark. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the major threat to this resource. Any residents finding evidence of archeological sites should contact representatives of the Neville Public Museum.

In the Village of Denmark only one cemetery or burial site had been identified, this is the Holy Trinity Church and Cemetery. However, since a systematic survey of the village has not been completed there may be more cemeteries and burial sites. It is recommended that the Village of Denmark catalog all cemeteries and burials in the village under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries. The village should work with the Wisconsin Historical Society and the Neville Public Museum to identify these sites. Processes for dealing with these sites during construction of new development should then be established, particularly for burial sites, which, as previously mentioned, are currently protected under state law.

Parks, Recreation, and Open Spaces

Denmark has several recreational properties which are owned and maintained by the village, school district, and a members-only non-profit conservation group. The park and recreation facilities are analyzed in the Utility and Community Facilities chapter.

The village should continue to utilize existing natural resources for such uses as trails, picnic areas, etc. when identifying locations for future active or passive parks. The village should also continue to encourage the development of parks and/or recreation areas within residential neighborhoods, such as

in the Daybreak Estates Subdivision and coordinate their development with adjoining communities and the Brown County Open Space and Outdoor Recreation plan.

Community Design

Community identity and community design issues generally pertain to improving or maintaining the village's identity and utilizing distinctive design elements, like signage, landscaping, and architecture, to reinforce Denmark's desired character. The top issue from the visioning session and survey was to improve the downtown/Main Street appearance and revitalize downtown area.

Presently, the Village of Denmark's downtown has its own distinctive identity. For instance, decorative light poles and banners line the streets, and street name signs bear the village's logo. However, some of these features do not extend out of the downtown. Therefore, there is a danger that Denmark's identity may not be seen from those traveling on I-43 or even those that exit for a quick bite to eat.

Its cultural landmarks, especially public gathering places, also portray Denmark's identity. The downtown fountain/park, village hall, and the Devil's River Trail Head building should spring to mind when one thinks of Denmark. The following recommendations are intended to reinforce, and in some instances create, Denmark's distinctive identity. The entrance corridors should help focus Denmark's efforts to reinforce the village's identity and welcome visitors, potential residents and entrepreneurs. Techniques to improve the entranceways, specifically CTH KB from I-43 to the downtown include:

- Limiting driveway access points to those that are necessary for property or business access and eliminating extraneous access points.
- Continue including pedestrian amenities, traffic calming measures, and using stamped/colored concrete crosswalks.
- Street trees should be planted to beautify the streetscape and provide neighborhood character.

Parks and passive or active recreation areas within residential neighborhoods are cultural resources that add value to neighborhoods and should continue to be included.

The village should continue working to create a parkway along Denmark Creek as both an amenity and as an environmental resource.

Alternative development approaches such as conservation subdivisions should be encouraged near environmentally sensitive areas. New subdivisions can be designed to preserve natural drainage patterns, reduce wildlife habitat fragmentation, and limit the number of impervious surfaces, such as roads. By clustering site development, large blocks of environmentally sensitive areas that can be preserved as open space. This can be achieved through the development code by slowing reduced lot sizes,

smaller setbacks, and/or narrower streets, in exchange for preservation of natural resources. encouraged near environmentally sensitive areas. New subdivisions can be designed to preserve natural drainage patterns, reduce habitat fragmentation, and limit impervious surfaces. By clustering site development, large blocks of environmentally sensitive areas that can be preserved as open space. This can be achieved through the development code by slowing reduced lot sizes, smaller setbacks, and/or narrower streets, in exchange for preservation of natural resources.



Figure 7-6: Community design elements may include highlighting existing features such as the water tank (above), and opportunities for pedestrian amenities (trail crossing, below). Source: Brown County Planning Commission.



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

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

Protect the village's natural features to enhance the small-town character of Denmark and the quality of life of its residents.

Objectives

1. *Continue to protect and enhance the village's natural resources.*
 - a) Utilize significant natural resources when identifying locations for future parks.
 - b) Require the creation of neighborhood parks within large residential developments.
 - c) Coordinate future parks and recreation areas with adjoining communities and the recommendations in the Brown County Open Space and Outdoor Recreation Plan.
 - d) Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
 - e) If any lands are annexed to Denmark with identified navigable waterways, the village will need to develop and enforce a floodplain/shoreland zoning ordinance.
 - f) Continue to support the Brown County Sewage Plan to ensure that it is consistent with the recommendations of this comprehensive plan, particularly as it applies to the environmentally sensitive area designations.
 - g) Encourage landowners with water-related natural resource features and appropriate village staff to contact the Brown County Planning Commission for information about regulations involving ESAs.
 - h) Coordinate with local conservation, school, or other service groups to remove invasive plants, such as purple loosestrife, reed canary grass, or phragmites, from the village's wetlands and streams.
 - i) Contact the WDNR early in any development proposals to properly address any threatened or endangered resources that may be present.
 - j) Continue to establish parks, parkways, walkways, and trails that connect to the Devil's River State Trail as neighborhood amenities and to increase connectivity.

2. *Continue to protect and enhance the village's cultural resources.*

- a) Make developers aware of the potential for archeological sites and contact the Neville Public Museum if any artifacts are discovered. Where archeological sites are known, preserve them through their inclusion in the greenspace requirements of conservation subdivisions or other passive park areas.
- b) Encourage private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs to rehabilitate historic homes and encourage the adaptive reuse of commercial buildings in the village.
- c) Focus the village's design and beautification efforts on its entrance and corridors.



INTERGOVERNMENTAL COOPERATION

Chapter 08

INTRODUCTION

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and is a very important aspect of the Village of Denmark Comprehensive Plan. As Denmark develops over the next 20 years, it is important for the village to work with the school district, Town of New Denmark, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues (transportation, stormwater, environmentally sensitive areas, etc.) do not recognize municipal boundaries. The purpose of the Intergovernmental Cooperation Chapter is to analyze the existing relationships the village has with other units of government and identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities Chapter of the plan.

Analysis of Governmental Relationships

Denmark School District

As discussed in the Utilities and Community Facilities Chapter, the entire Village of Denmark is contained within the Denmark School District. The district often cooperates with the village in terms of joint utilization of school facilities for village-wide activities, such as the visioning session for this comprehensive plan. Additionally, the Denmark Branch of the Brown County Library is currently located in the high school. The village and school district should continue to openly communicate, particularly when expanding existing schools or identifying future school sites. Areas immediately east of the current school district campus are likely sites for future school and/or athletic field expansion. The school district and village should communicate regarding any potential development proposals in this area to ensure adequate space for school district facility expansion. Denmark should encourage the school district to locate schools in areas that can be easily and safely reached by young pedestrians and bicyclists from sidewalks, bicycle routes, and/or off-street trails. Additionally, for the school district to adequately plan for future enrollment and bus routes, Denmark should notify school district officials of any planned large residential developments in the village as early in the process as possible.

Adjacent Communities

Town of New Denmark

The village is surrounded by the Town of New Denmark on all sides. Also, the town jointly owns a portion of Veterans Memorial Park with the village.

Currently, the village has a working relationship with the town, and the two communities communicate regularly.

Comprehensive Plan Goal #7 – Intergovernmental Cooperation Goal

Work with the Town of New Denmark, school district, Brown, Manitowoc and Kewaunee Counties, and State of Wisconsin to cooperatively plan and develop the Village and region.

Intergovernmental Cooperation Community Goals (numbers correspond with top ten community goals)

3. Sidewalks on all main streets.
5. Implement stormwater management best practices.
6. Improved road maintenance.
7. Better planning for residential and industrial development.
9. Develop a community center/rec center.

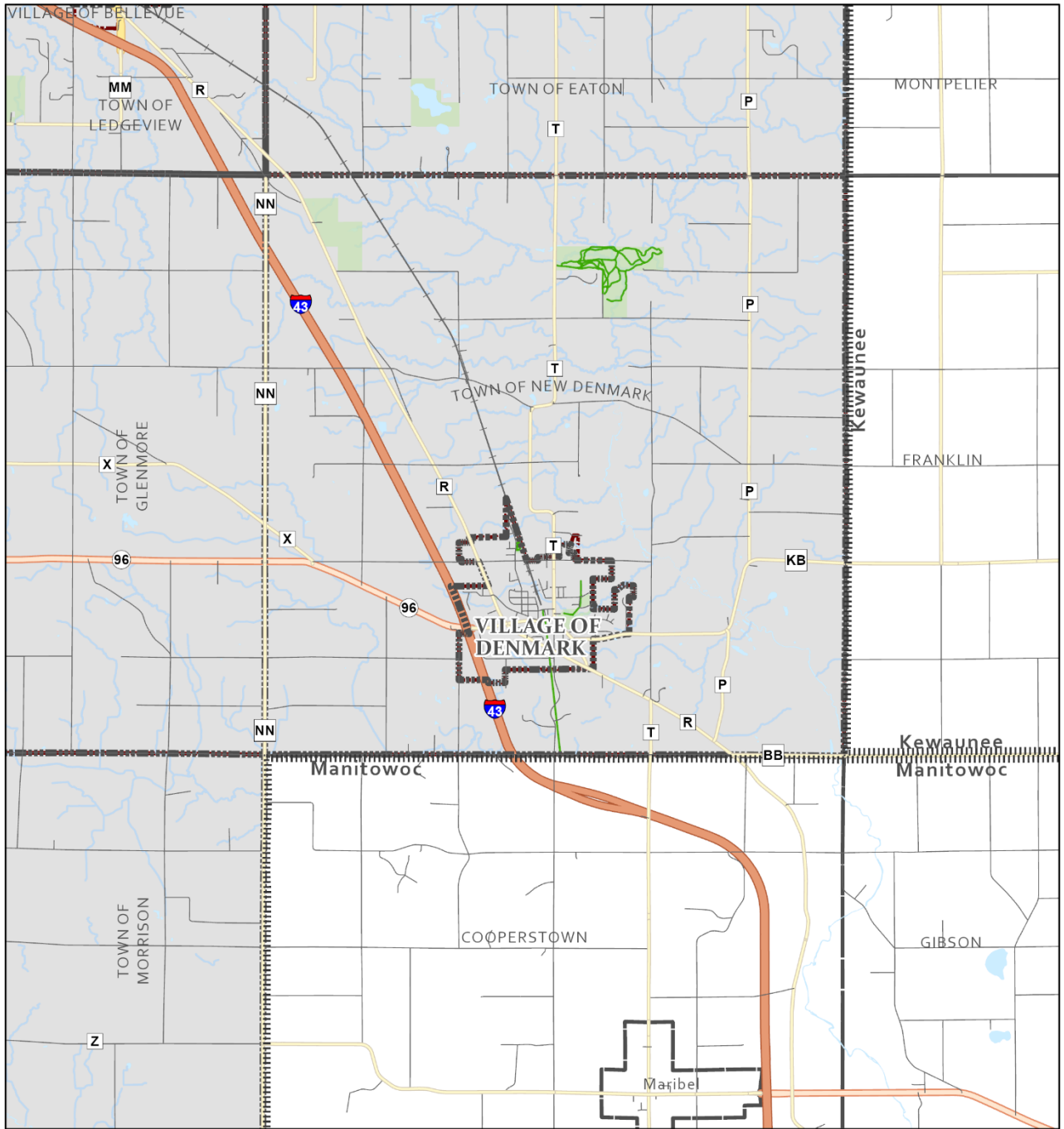
Counties

Brown County

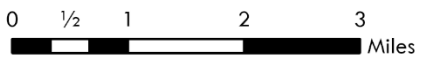
The County department that currently has the most significant presence in the village is the Brown County Highway Department.

The plan's Transportation Chapter recommends that the village use roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Denmark residents. Since the Brown County Highway Department has jurisdiction over many of the major streets and intersections in the village (CTH R, CTH KB, CTH T), it will be very important to cooperate with the department over the next 20 years to study and implement the street and intersection improvements recommended in

Map 8-1: Village of Denmark Adjacent Municipalities



- Adjacent Counties
- Municipal Lines
- Municipal Boundaries Outside Brown County
- Interstate Highway
- State Highway
- US Highway
- County Highway
- Local Road
- Railroad
- Trails
- Parks
- Rivers and Streams
- Surface Water



Sources: Brown County Planning Commission
 Devin Yoder, Senior Planner
 Date Saved: 2/12/2021 4:33 PM
 Disclaimer: This map is for informational purposes only. The data is believed to be accurate, but Brown County distributes this on an "AS IS" basis, and no warranties are implied.

the comprehensive plan, particularly prior to any reconstruction efforts. The village should also work with the Highway Department and the Brown County Planning Commission to identify, plan, and implement projects that fit within the context of their surrounding areas (as discussed in the comprehensive plan's Transportation Chapter).

The Brown County Sheriff's Department provides police and patrol service to Denmark, and this service is expected to be adequate in the future. If the village ever determines that additional service is required, it should work with sheriff's department to arrange additional coverage.

Village residents may visit the Brown County Library branch in Denmark High School. The village should work with Brown County Library if that space is no longer adequate to meet the community's needs.

Kewaunee County

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

Manitowoc County

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

Region

Bay-Lake Regional Planning Commission

Since the early 1970s, the Bay-Lake Regional Planning Commission has helped communities apply for and obtain economic development grants and other financial assistance, performed surface evaluations of local roads, and provided several other services.

The village is located within the Bay-Lake Regional Planning Commission (Bay-Lake RPC) jurisdiction, which covers an 8-county region and includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties.

State

State of Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WisDOT) manages I-43, which runs along the western part of the village and STH 96, which ends at I-43. Denmark will need to communicate and coordinate with WisDOT regarding any development proposals along STH 96 and CTH KB and their associated driveway access points near the interchange to ensure traffic remains able to easily exit and access I-43.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (WDNR) provides the Devil's River State Recreational Trail. The village has used the WDNR's Stewardship grant program to develop the trail head. In addition to the Stewardship program, the WDNR has several programs that could assist the village in attaining the goals and objectives contained in this comprehensive plan, including programs for brownfields, park and recreation facilities, natural resource and habitat preservation, and stormwater management. The Implementation Chapter contains a listing of potential WDNR-administered programs that may be applicable to Denmark.

Wisconsin Department of Administration (WDOA)

For current local planning assistance, the DOA handles annexation requests. The village could potentially work with the DOA for technical expertise around annexation and boundary disputes.

Intergovernmental Plans or Agreements

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

For shared maintenance, each municipality takes care of a specific segment of a border road based on prior agreements between the municipalities. The municipalities should stay connected regarding the need for and timing of specific road maintenance needs.

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

Existing and Potential Intergovernmental Conflicts

Potential Annexations

The most likely potential intergovernmental conflict for the village would be from town property owners petitioning the village to annex their land. The Town of New Denmark is concerned with possible land annexations and losing tax base and revenue. This ongoing concern was recognized and acknowledged by town residents at the visioning session for the town's 2020 comprehensive plan update. As the Village of Denmark grows and the demand for services (public water, sewer, etc.) and land to house their growing population continues to increase, this could possibly lead to more annexations.

Processes and Options to Resolve Conflicts

To avoid potential future issues the village could take proactive steps to prevent conflicts and avoid using the legal system, which should only be the last resort. These methods include cooperative planning, informal negotiation, facilitated negotiation, mediation, and binding arbitration.

Cooperative Boundary Plans

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

One of the main reasons annexation of property occurs from an unincorporated municipality (town) to an incorporated municipality (city or village) is because landowners decide that an unincorporated municipality cannot provide the type of services that they require or wish to have. The provision of public sanitary sewer and water service are two services commonly sought by landowners wanting to develop property. The village should always consider whether annexing land would benefit the village. If the costs to provide new services are high, or the area is not part of the village's future land use plan, the annexation may not be in the village's best interests financially.

INTERGOVERNMENTAL COOPERATION

SUMMARY OF RECOMMENDATIONS

Comprehensive Plan Goal #7 – Intergovernmental Cooperation Goal

Work with the Town of New Denmark, school district, Brown, Manitowoc and Kewaunee Counties, and State of Wisconsin to cooperatively plan and develop the village and region.

Objectives

1. *Continue to maintain good working relationships with adjacent governments and municipalities.*
 - a) Communicate regarding any potential development activity to the east of the current school campus.
 - b) Work with the school district to ensure facilities are where young pedestrians and bicyclists can easily reach them.
 - c) Hold a meeting as needed between the governing boards of Denmark and New Denmark to address issues of mutual concern and to increase communication between the two communities.
2. *Continue to work with adjacent municipalities and local governments to seek efficient and effective service delivery and creative problem-solving.*
 - a) Work together with adjoining municipalities on the future needs of the Denmark Volunteer Fire Department.
 - b) Continue working with New Denmark and other local municipalities concerning ambulance and rescue service.
 - c) Continue to utilize the WDNR as a resource for financial assistance, particularly about brownfields, park and recreation facility development, and natural habitat protection.
 - d) Denmark should cooperate with Brown County, the Green Bay Chamber, the Bay-Lake Regional Planning Commission, and other public, non-profit, and private agencies to develop coordinated strategies to enhance the economic vitality of the village, Brown County, and the region.



IMPLEMENTATION

Chapter 09

INTRODUCTION

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

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

This chapter will review the goals, objectives and recommendations at the end of each chapter to determine which ones should be implemented, what timeframe to implement them, and who is responsible for the implementation. If something is not listed here, the village may still implement it. Based on existing conditions, the village should continue to prioritize the following items.

Plan Adoption

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

Plan Monitoring, Interpretation, and Use

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

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

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

Implementation Tools

Zoning

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

Subdivision Ordinance

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

Official Map

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

Capital Improvements Program

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

Outdoor Recreation Facilities

The village can help realize its vision through parks, open space, and recreation facilities. How the village operates and maintains demonstrates its commitment and values. Where the village locates facilities creates a neighborhood focal point and gathering space. When thoughtfully programmed and managed, these places can harness community energy and enhance community vitality.

Historic Preservation Ordinance

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

Local Decisions Consistent with Comprehensive Plan

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

Table 9-1: Comprehensive Plan Village Action Priorities

Action	Responsible Party/Dept.	Other Partners/Resources	Timeframe	Priority
1. Continue to implement zoning code to achieve high-quality design, especially in the village’s key planning areas.	Planning Commission, Zoning Administrator, Village Engineer	Village Board	Ongoing	High
2. Update Comprehensive Park and Outdoor Plan	Park Committee, Village Engineer, Village Board	Planning Commission, Town of New Denmark	2021	High
3. Work to attract development to key planning areas	Village Board, Public Works, Planning Commission, Zoning Administrator	Brown County Public Works, WisDOT, WDNR, Greater Green Bay Chamber, the New North	Ongoing	High
4. Downtown infill and rehabilitation	Zoning Administrator, Village Engineer	Village Board, Planning Commission	Ongoing	Medium
5. An Official Map should be developed to reflect the comprehensive plan update recommendations. Items should include transportation improvements (future street extensions and connections), future park sites, trails, utility rights-of-way, and other facilities.	Planning Commission, Village Engineer	Public Works, Village Board	2022-2023	Low
6. Annual updates to the Capital Improvements Program should occur, and these updates should comply with the comprehensive plan recommendations.	Clerk/Treasurer, Village Board, Village Engineer	Public Works	Ongoing	Medium
7. Continue regular, ongoing communication with the Town of New Denmark and other necessary local governmental units for future planning efforts and to maintain relationships.	Village Board	Village Engineer, Planning Commission	Ongoing	Medium

Comprehensive Plan Review, Monitor and Update

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

Action Steps:

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

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

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

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

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

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

The village plan commission should also annually review which recommendations from the various plan chapters were implemented and which recommendations still need to be implemented.

GOAL SUMMARY

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

Goal #1 – Land Use Goal - Manage existing and future land uses to enhance the Village of Denmark’s unique, small-town character.	
Goal 1, Objective 1. Continue to emphasize and enforce design standards and site planning.	
Actions	
a)	New downtown buildings should be close to the street with a minimum of two stories.
b)	Downtown parking should be preferably located behind or alternatively on the side of buildings. Shared parking among downtown businesses should be encouraged.
c)	Maintain on-street parking in the downtown to minimize parking lots and act as a traffic calming technique.
d)	Utilize landscaping to help buffer residential areas from other uses, and to screen commercial areas from the highway.
Goal 1, Objective 2. Focus on enhancing key village planning areas and gateways.	
a)	Use tax-increment financing districts to help with new development in key areas.
b)	Continue to improve the CTH KB gateway to Denmark to provide a welcoming first impression to visitors, residents, and businesses.
c)	Create street network north of CTH KB roundabout to encourage development.
d)	Ensure new development east of the Denmark school campus does not conflict with school district plans for campus expansion.
e)	Plan to relocate village hall in the downtown area.
f)	Work to redevelop the vacant Land O’Lakes site.
Goal 1, Objective 3. Create well-planned residential areas.	
a)	Future residential development should be based on the concept of neighborhoods with a mixture of housing types.
b)	Ensure multi-family development is not concentrated in any one area of the village, but rather is well-designed and spread out throughout Denmark.
c)	Evaluate lot size minimum requirements against infrastructure costs.
d)	Help add housing and blend it in through “missing middle” housing types.
e)	Each neighborhood should contain a small neighborhood park or playground.
f)	Encourage appropriate, well-designed neighborhood commercial development at key intersections to allow nearby residents to walk or bike for goods or services.

Goal 1, Objective 4. Continue to create a well-connected street network through the village.	
a)	Encourage the mixture of appropriately designed commercial, recreational, and institutional uses within residential areas so residents may walk or bike to them.
b)	Emphasize neighborhood connectivity for pedestrians, bicyclists, and vehicles.
c)	Include a mid-block pedestrian crossing in blocks that exceed 700 feet in length, as appropriate in new subdivisions.
d)	Utilize traffic calming techniques to slow vehicular traffic and promote pedestrian safety, particularly through residential areas when appropriate.
e)	Ensure there are internal connections among the proposed commercial developments along CTH R to avoid multiple driveway points.
Goal 1, Objective 5. Develop in a way that respects natural features.	
a)	Conservation subdivisions should be encouraged along the Denmark Creek and in southeastern Denmark to protect the sensitive natural features from intensive development activity.
b)	Promote cost-efficient infill and contiguous development patterns, as opposed to more costly “leap-frog” style patterns. Where a developer is proposing “leap-frog” development and the village wishes to consider it, have the developer pay for the upfront costs to provide services (i.e., public sewer, water, storm sewer, etc.) to the site.
c)	Ensure development east of the proposed school property expansion does not negatively impact the school district’s nature center.
Goal #2 – Transportation Goal - Develop a safe and efficient multi-modal transportation system that serves all Denmark residents.	
Goal 2, Objective 1. Increase pedestrian and bicycle facilities in the village.	
Actions	
a)	The village should promote the development of well-connected street patterns to encourage people to walk and bicycle throughout Denmark.
b)	The village should work to develop an off-street pedestrian/bicycle trail system by utilizing existing village-owned property, purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals.
c)	The village should continue to work with the Wisconsin Department of Transportation and Brown County Public Works Department to ensure that all bridges and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
Goal 2, Objective 2. Continue to maintain and improve the village street network.	
a)	The village should avoid or minimize the construction of four-lane streets. If additional traffic capacity is deemed necessary, the village should work with Brown County and/or the state to build two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control at intersections.
b)	For new construction, the village should design and build streets with traffic calming measures to control speeds, enhance pedestrian safety, and incorporate green infrastructure features for stormwater management.
Goal 2, Objective 3. Incorporate community design principles that enhance connections and all types of mobility.	
a)	The village should continue to work to mix land uses within downtown and neighborhood centers to create destinations that can be easily reached by pedestrians and bicyclists.

b)	The village should continue to work towards creating a comprehensive sidewalk system by requiring them in all subdivision design proposals and along all collector and arterial streets.
c)	The village should encourage new development projects to have buildings with minimal setbacks, parking on the side and/or in the rear, and other features like those recommended in the plan's Land Use Chapter to enable and encourage people to travel to destinations with and without motorized vehicles. Any redevelopment projects that propose new building footprints and site layouts should also incorporate them.
d)	When cul-de-sacs must be built the village should recommend the designation of public rights-of-way, unless physical barriers exist, at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.
Goal 2, Objective 4. Support transit that meets village residents' needs.	
a)	The village should continue to support and use the Section 85.21 Specialized Transportation Assistance Program for Brown County to provide transportation services for seniors and people with disabilities.
b)	If demand for mass transit service develops over time and Denmark is unable or unwilling to join the Green Bay Metro system, the village could encourage the development of a privately-owned shared-ride taxi service that serves the immediate area.
c)	To ensure that transit or shared-ride taxi service can be accommodated when the required elements addressed above are in place, the village should include at least one transit stop in the middle of downtown and within each neighborhood center to enable people to easily reach the vehicles on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.
d)	The village should work together with the Town of New Denmark and WisDOT to create a park-and-ride area by I-43 if there is demand for it.
Goal 2, Objective 5. Continue to maximize transportation system funding through all available methods.	
a)	To help the village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.
Goal #3 – Housing Goal - Provide a range of quality housing opportunities for all segments of the village's population.	
Goal 3, Objective 1. Promote policies that increase the range of housing options in the village.	
Actions	
a)	Explore how to incorporate small residential lots into the village, and what design requirements might need to be amended to make that happen.
b)	Consider what it would take to allow accessory dwelling units (ADUs) in the village, and where this could occur.
c)	Continue to incorporate residential development into the downtown area to provide different living options for people in the village, especially for people looking for housing that may not require all the ownership and maintenance responsibilities of a single-family detached home.
d)	Examine the zoning code and map for where mixed-housing types might be implemented.
e)	Support mixed-use development in and near commercial areas and the downtown to increase housing options.
f)	Promote visitability and universal design concepts to developers and home builders and explore how the village could incorporate visitability and universal design principles into housing design standards.
Goal 3, Objective 2. Promote policies and programs that help maintain the village housing stock quality.	
a)	The village should work with entities including the Brown County Housing Authority and Northeast Wisconsin Rehabilitation CDGB Loan Program, along with other state and federal agencies, to promote reinvestment in the village housing stock.
b)	The village should continue to emphasize and prioritize zoning code and nuisance enforcement to maintain the village's housing stock quality.
Goal 3, Objective 3. Continue to promote well-planned residential areas in the village.	

a)	The village should work with developers to encourage the development of housing choices in traditional neighborhoods with smaller lots and homes.
b)	The village should continue to use the planned development district overlay and promote it to developers and builders to achieve the neighborhood types it wants to see.
c)	In areas with unique or critical natural or cultural resources, the village should encourage conservation by design developments, and use the natural and cultural resources to organize the open space and/or green space around.
d)	Multi-family residential buildings should be designed to reflect the characteristics and amenities typically associated with single-family detached houses to better blend in with the surrounding community.
Goal #4 – Economic Development Goal - Broaden the tax base and strengthen the village's economy and employment base through the expansion of commercial and industrial activity in the village.	
Goal 4, Objective 1. Continue to enhance the village's physical downtown environment.	
Actions	
a)	The village should prioritize enforcing zoning policies.
b)	The village plan commission and board should examine existing zoning code, and consider possible updates to enhance the physical environment, specifically in the downtown area.
c)	Contact the property owners of deteriorating residential and commercial structures to rehabilitate, renovate, or demolish them to begin improving the image of the downtown.
d)	Continue the village's efforts at improving the streetscaping of the downtown through enhanced lighting, planters, and banners.
e)	New buildings constructed in the downtown should have minimal setbacks and parking in the rear to reaffirm the pedestrian orientation of the downtown.
f)	Encourage the development of a mixture of service- and retail-type businesses with residential or office use on second floors to serve Denmark-area residents.
g)	New buildings in the downtown should be a minimum of two stories and be of complementary architecture to create a unifying theme.
h)	Work with current downtown business owners to obtain their input into downtown redevelopment opportunities.
i)	Use any Veterans Memorial Park improvement opportunities to enhance its connection with downtown, and that both can compliment each other.
Goal 4, Objective 2. Continue to enhance the village's gateway at the I-43/CTH KB interchange area.	
a)	Ensure that commercial development along CTH KB lends itself to a favorable first impression of the Village of Denmark.
b)	Encourage small office, light industrial, and small highway commercial uses to take advantage of visibility from the highway.
c)	Signage, including billboards, should be kept to a minimum with an emphasis on wall mounted and monument signs as opposed to large monopole signs to reduce visual clutter.
d)	Encourage businesses to contact WisDOT regarding the availability of "specific information signs" rather than numerous large, monopole signs for advertising.
e)	Ensure stormwater management is addressed early in the commercial or industrial development process.
Goal 4, Objective 3. Continue to promote well-planned residential areas in the village.	

a)	Work with the Denmark Area Business Association (DCBA) to begin a “Buy Denmark” campaign to highlight local businesses and the importance of local patronage.
b)	Ensure the village’s web page is kept up to date with current development contact information and economic, demographic, and housing data.
c)	Place current data regarding vacant commercial and industrial buildings and properties in the village along with contact information on the village’s web page.
d)	Develop a comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
e)	Create an economic development program to include business attraction and business retention programs.
f)	Develop a yearly meeting schedule with major employers in Denmark to discuss their future needs or potential problems.
g)	Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
h)	Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the village.
i)	Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment using state and federal brownfield cleansing funds.
Goal 4, Objective 4. Promote a high-quality physical environment in the village.	
a)	Consider how the downtown and Veterans Memorial Park can compliment each other.
b)	Continue to use the site planning process to get compatible development in the village. Considerations should include pedestrian accessibility, quality building materials, site-specific design, and vacancy, among others.
c)	Encourage real estate development to design around and preserve environmental features.
d)	Encourage the development of monument style signage rather than monopole pedestal signage to minimize visual clutter along the village’s streets and thoroughfares.
e)	Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
f)	Maintain and improve quality of life amenities.
Goal #5 – Utilities and Community Facilities Goal - Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting Denmark residents and businesses.	
Goal 5, Objective 1. Continue to provide adequate and efficient sanitary sewer service.	
Actions	
a)	Continue to plan for and implement Denmark WWTF improvements as needed.
b)	Work to meet effluent chloride concentrations to meet its WPDES permit.
c)	Monitor the village’s long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
d)	Expand the village’s sewer service areas, collection, and treatment systems in conformance with the five-year growth increments identified within this plan and promote infill development and efficient and cost-effective growth patterns.
e)	Update the village’s sewer service area acreages through updated population projections and land uses and allocate new sewer service areas consistent with the 5-year growth increments contained in this comprehensive plan.

f)	Continue the village's program of monitoring and correcting clearwater infiltration and inflow problems in the sanitary sewer system.
g)	Continue the village's policy of requiring new development to be served by public sewer and water and be within Denmark's municipal boundaries.
h)	Limit extensions of public sewer and water past large tracts of agricultural lands.
i)	Continue the village's policy prohibiting unsewered development in Denmark.
Goal 5, Objective 2. Continue to provide an adequate and safe water supply.	
a)	Monitor its long-range planning, maintenance, and funding efforts to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development and is expanded as efficiently as possible.
b)	Expand its water system in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
c)	Continue to ensure that private wells on properties that are annexed into the village are properly sealed to prevent groundwater contamination.
Goal 5, Objective 3. Continue to provide adequate and efficient solid waste disposal.	
a)	Periodically review solid waste and recycling contracts to ensure that they continue to meet the village's needs.
b)	Continue to maintain good working relationship with private composting facility at 480 Highridge Avenue.
c)	Explore opportunities to divert other organic wastes from waste stream for mulch/compost.
Goal 5, Objective 4. Continue to manage stormwater runoff in the village.	
a)	Support the stormwater utility to maintain existing and construct future stormwater facilities.
b)	Continue to implement stormwater best management practices in new subdivisions and construction projects.
Goal 5, Objective 5. Continue to invest in village parks system.	
a)	Update the village's comprehensive recreation and open space plan to prioritize projects and maintain Denmark's eligibility for WDNR Stewardship funding.
b)	Study the feasibility of a park impact fee to fund parkland acquisition and development.
c)	Begin exploring possibilities for a community/rec center in the village.
d)	Work with developers, private property owners, and the WDNR to continue developing the village's off-street trail system.
e)	Locate new parks in areas with natural resources that the village wishes to preserve.
Goal 5, Objective 6. Continue to provide adequate utilities, facilities, and community services.	
a)	Monitor broadband internet access trends locally and nationwide, and work with businesses and residents to obtain the best broadband, wireless, and other related services possible.
b)	Work with the Denmark Volunteer Fire Department to maintain adequate facilities and equipment.
c)	Maintain open communication with the Denmark School District to inform them when large residential developments are proposed in the village.

Goal #6 – Natural, Cultural, and Agricultural Resources Goal - Protect the village's natural features to enhance the small-town character of Denmark and the quality of life of its residents.	
Goal 6, Objective 1. Continue to protect and enhance the village's natural resources.	
Actions	
a)	Utilize significant natural resources when identifying locations for future parks.
b)	Require the creation of neighborhood parks within large residential developments.
c)	Coordinate future parks and recreation areas with adjoining communities and the recommendations in the Brown County Open Space and Outdoor Recreation Plan.
d)	Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
e)	If any lands are annexed to Denmark with identified navigable waterways, the village will need to develop and enforce a floodplain/shoreland zoning ordinance.
f)	Continue to support the Brown County Sewage Plan to ensure that it is consistent with the recommendations of this comprehensive plan, particularly as it applies to the environmentally sensitive area designations.
g)	Encourage landowners with water-related natural resource features and appropriate village staff to contact the Brown County Planning Commission for information about regulations involving ESAs.
h)	Coordinate with local conservation, school, or other service groups to remove invasive plants, such as purple loosestrife, reed canary grass, or phragmites, from the village's wetlands and streams.
i)	Contact the WDNR early in any development proposals to properly address any threatened or endangered resources that may be present.
j)	Continue to establish parks, parkways, walkways, and trails that connect to the Devil's River State Trail as neighborhood amenities and to increase connectivity.
Goal 6, Objective 2. Continue to protect and enhance the village's cultural resources.	
a)	Make developers aware of the potential for archeological sites and contact the Neville Public Museum if any artifacts are discovered. Where archeological sites are known, preserve them through their inclusion in the greenspace requirements of conservation subdivisions or other passive park areas.
b)	Encourage private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs to rehabilitate historic homes and encourage the adaptive reuse of commercial buildings in the village.
c)	Focus the village's design and beautification efforts on its entrance and corridors.
Goal #7 – Intergovernmental Cooperation Goal - Work with the Town of New Denmark, school district, Brown, Manitowoc and Kewaunee Counties, and State of Wisconsin to cooperatively plan and develop the village and region.	
Goal 7, Objective 1. Continue to maintain good working relationships with adjacent governments and municipalities.	
Actions	
a)	Communicate regarding any potential development activity to the east of the current school campus.
b)	Work with the school district to ensure facilities are where young pedestrians and bicyclists can easily reach them.

c)	Hold a meeting once or twice a year of the governing boards of Denmark and New Denmark to address issues of mutual concern and to increase communication between the two communities.
Goal 7, Objective 2. Continue to work with adjacent municipalities and local governments to seek efficient and effective service delivery and creative problem-solving.	
a)	Work together with adjoining municipalities on the future needs of the Denmark Volunteer Fire Department.
b)	Continue working with New Denmark and other local municipalities concerning ambulance and rescue service.
c)	Continue to utilize the WDNR as a resource for financial assistance, particularly about brownfields, park and recreation facility development, and natural habitat protection.
d)	Denmark should cooperate with Brown County, Greater Green Bay Chamber, Bay-Lake Regional Planning Commission, and other public, non-profit, and private agencies to develop coordinated strategies to enhance the economic vitality of the village, Brown County, and the region.

CITIZEN PARTICIPATION PLAN FOR THE VILLAGE OF DENMARK COMPREHENSIVE PLAN UPDATE PROCESS

Section 66.1001(4)(a) of Wisconsin State Statutes require that the governing body preparing a comprehensive plan adopt written public participation procedures to ensure proper notice of the process and to encourage participation. The 2019-2020 Village of Denmark Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Press Release

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

Village-Wide Visioning Session

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

Village of Denmark Planning Commission

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

Public Open House Meeting

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

Service Group Meetings

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

Village of Denmark Website

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

Other Locations for Draft Chapters

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

Public Hearing

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

Adjacent Governmental Jurisdictions

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

Village Board Meeting for Adoption

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

PLAN COMMISSION RESOLUTION 09-2021

**RECOMMENDING ADOPTION OF THE 2040 VILLAGE OF DENMARK
COMPREHENSIVE PLAN UPDATE**

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

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

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2019-2021, and these meetings included a public visioning session on April 17, 2019, monthly planning commission meetings, and a public hearing to be held on June 14, 2021.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Denmark Plan Commission recommends to the Denmark Village Board the adoption of the 2040 Village of Denmark Comprehensive Plan Update.

Approved this 14th day of June 2021

By Susan Selner,



Village of Denmark Plan Commission Chair

Ayes: 1

Nays: Ø

Appendix C – Adoption Ordinance

Village of Denmark
Brown County, Wisconsin

Ordinance No. 2021-03

ADOPTING THE 2040 VILLAGE OF DENMARK COMPREHENSIVE PLAN UPDATE

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

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

WHEREAS, the Village of Denmark Plan Commission held a village-wide visioning session to obtain public input about the village on April 17, 2019; and

WHEREAS, the Village of Denmark Plan Commission made a draft of the plan publicly available for review through the Village Clerk, or on the Village of Denmark website a month prior to the public hearing; and

WHEREAS, the Village of Denmark held a public hearing on June 14, 2021, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001(4)(d), Wis. Stats.; and

WHEREAS, the Village of Denmark Plan Commission adopted, by majority vote, a resolution recommending Village Board adoption of the document entitled “2040 Village of Denmark Comprehensive Plan Update,” containing all the elements specified in Sec. 66.1001(2), Wis. Stats. on June 14, 2021, following a public hearing.

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

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 14th day of June 2021

APPROVED:

Susan M Selner
Susan Selner, Village President

ATTEST:

Sherri M. Konkol
Sherri Konkol, Clerk

Ayes: 7

Nays: 0

Date of publication: 7-25-2021

Appendix D – Visioning Session Results

Issue Number	Issue	Total Weighted Score*
3	Improve downtown/Main Street appearance and revitalize downtown area	76.6
26	Improve appearance of existing homes and businesses (fix them)	62.5
2	Sidewalks on all main streets	46.8
5	High Ridge Avenue widened for school buses, connection to North Avenue, and better circulation near the school	43.3
10	Stormwater management best practices	41.0
29	Improved road maintenance	40.1
32	Better planning for residential and industrial development	36.1
17	Attract new businesses to village to diversify local economy	36.1
1	Develop a community center/rec center	32.9
27	Improve neighborhood street lighting (developers)	29.3
22	All streets should have sidewalks (both new developments and existing streets) to help improve walkability	29.0
25	Improve design standards and codes, to ensure attractive structures (on KB as entering village, elsewhere) and consistency	25.0
16	Increase tax base (more housing, businesses)	22.8
14	Small town identity	22.8
13	Urban design, aesthetics, and façade appearance	22.7
28	Better understanding and enforcement of regulations, code, and ordinances, especially around driveways	22.7
11	Street ordinance improvements	22.0
6	As Village grows, more awareness of negative issues	20.3
18	Create stand-alone library	19.3
24	Improve safe access to developments off of Highridge	18.7
4	Encourage and support smaller businesses, and provide locations for them in downtown or new subdivision area	18.2
31	Utilize smart growth plan to create stronger sense of community	18.0
15	Expand new subdivision	14.2
21	Move the Early Childhood Center (ECC) and repurpose building/property for village use such as expansion of the park	11.5
19	Increase activities in the village center, including farmers' markets, etc.	11.4
12	Downtown development or community-based economic development	11.0
23	Need more residential development (single family, duplex)	10.6
20	Install a park and ride lot near I-43	9.0
9	Improve recreational facilities, including renovating tennis courts, trail improvements, south trail expansion, and new recreational options	7.1
30	Expand Memorial Park and Highridge Park to include more activities, more green space (dog park)	5.4
8	Traditional neighborhood development and zoning	5.0
7	Community-based assisted living and/or nursing home	4.2

*Total weighted score calculated by (Issue count/Avg. agree) x Mean. The “issue count” number is how many survey respondents chose that issue, regardless of ranking. The “Avg. agree” number is the average of how much the respondents “agreed” for each issue (1=agree, 2=neutral, 3=disagree). The “Mean” comes from how survey respondents answered by taking total points (1 being their most important issue = 10 points, 2 is the second-most important issue = 9 points, and so on down to 10th place = 1 point; the points added up based on issue votes = the points total) divided by the total issue count. Using all those numbers the weighted score gives an idea both on how many people voted for an issue, how important it was to them, and how much agreement there was with the other respondents on that issue.