

ROCK COUNTY - WISCONSIN



TOWN OF MILTON COMPREHENSIVE PLAN 2035



ADOPTED: June 3, 2009

Prepared by:

Rock County Planning,
Economic & Community
Development Agency



The *Town of Milton Comprehensive Plan 2035* was prepared by Rock County Planning, Economic & Community Development Agency personnel, with guidance and oversight provided by the following:

Town of Milton Board

Bryan Meyer - Chair

Beth Drew
Michael Murphy
John Traynor
Marian Trescher

Town of Milton Planning and Zoning Committee

Marion Trescher - Chair

William Drew
Charles Rusch, Jr.
Joseph Thompson
Jon Webb

The Rock County Planning, Economic & Community Development Agency would like to gratefully acknowledge and thank the aforementioned, as well as all other participating stakeholders, including Town residents and officials, and other interested parties, in particular Sandy Kunkel, Town of Milton Clerk, for their time, effort, and role in preparation and adoption of this *Plan*.

Rock County Planning, Economic & Community Development Agency

Scott Heinig - Director
Wade Thompson - Project Manager

TOWN OF MILTON, ROCK COUNTY, WISCONSIN -

**ORDINANCE TO CREATE AND ADOPT THE
TOWN OF MILTON COMPREHENSIVE PLAN 2035**

ORDINANCE NO. 2009-1

WHEREAS, the Town Board of Milton, Rock County, Wisconsin has heretofore been directed, on April 4, 1933, at an annual Town meeting of qualified electors to exercise all powers relating to and conferred upon villages, and whereas these regulations are adopted under the authority granted by Sections 60.22(3), 60.62, 61.35, and 62.23(7) of Wis. Stats; and,

WHEREAS, the Town of Milton has developed the Town of Milton Comprehensive Plan 2035 (Plan), in accordance with Wis. Stat. 66.1001, to guide and coordinate planning and development within the Town, to best promote the public health, safety, and general welfare of the Town and its citizens; and,

WHEREAS, the Plan was prepared by the Rock County Planning, Economic & Community Development Agency in accordance with the *FY 2005 MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING GRANT AGENCY SERVICES AGREEMENT* between the Town and the County; and,

WHEREAS, the Plan was presented to the public, at various stages, for input, review, and comment at 16 publicly-noticed meetings and workshops, including visioning sessions held April 24 and May 22, 2006, draft review workshops held January 26 and March 10, 2009, and a public hearing held June 3, 2009, in accordance with the Plan's Citizen Participation Plan (Town Resolution 04-10-06); and,

WHEREAS, the Town of Milton Planning and Zoning Commission has reviewed and approved the Plan, and has recommended the Plan for adoption to the Town Board of Milton, and the Town Board of Milton has also reviewed and approved the Plan; and

WHEREAS, it is the desire of the Town Board that it maintain its maximum flexibility of action in land use decisions until January 1, 2010, at which time, under Wis. Stat. Section 66.1001(3), all such actions must be consistent with the Plan,

NOW, THEREFORE, the Town Board of the Town of Milton does hereby ordain as follows:

- I. **ADOPTION OF PLAN.** The Town of Milton Comprehensive Plan (2035) is hereby created and adopted, and the policies and recommendations contained therein shall be enforced from the effective date, and, until that time, said Plan shall be deemed advisory in nature.
- II. **TITLE.** This Ordinance shall be known as, referred to, or cited as, the "ORDINANCE TO CREATE AND ADOPT THE TOWN OF MILTON COMPREHENSIVE PLAN 2035."
- III. **PURPOSE AND INTENT.** The purpose of this Ordinance is to best promote the public health, safety, and general welfare of the Town and its citizens, by guiding and coordinating planning and development in the Town.

IV. CONSISTENCY WITH ORDINANCE. Commencing January 1, 2010, all actions, including amendments, involving the following Town ordinance shall be consistent with the Plan adopted under this Ordinance:

TOWN OF MILTON ZONING ORDINANCE, ROCK COUNTY, WISCONSIN – June 12, 2006

V. INTERPRETATION. This Ordinance shall take precedence in all situations where it is more restrictive than another Town ordinance. In their interpretation and application, the provisions of this Ordinance shall be held to be minimum requirements and shall be liberally construed in favor of the purposes of this Ordinance, and shall not be deemed a limitation or repeal of any other power granted to the Town by Wisconsin Statutes.

VI. SEVERABILITY. If any section, clause, provision or portion of this Ordinance is adjudged unconstitutional or invalid by a court of competent jurisdiction, the remainder of this Ordinance shall not be affected thereby.

VII. EFFECTIVE DATE. This Ordinance shall be effective on January 1, 2010.

ADOPTED this 3rd day of June, 2009.

Bryan Meyer
Bryan Meyer, Town Chair

ATTEST: Sandra J. Kunkel
Sandra J. Kunkel, Town Clerk

TOWN OF MILTON

TOWN BOARD

RESOLUTION 6-03-09

RESOLUTION APPROVING THE *TOWN OF MILTON
COMPREHENSIVE PLAN 2035* WITH RECOMMENDATION
FOR ADOPTION TO TOWN BOARD

WHEREAS, the Town of Milton, Rock County Wisconsin, has developed the *Town of Milton Comprehensive Plan 2035* (Plan), in accordance with Wis. Stat. 66.1001, to guide and coordinate planning and development within the Town, to best promote the public health, safety, and general welfare of the Town and its citizens; and,

WHEREAS, the Plan was prepared by the Rock County Planning, Economic & Community Development Agency in accordance with the *FY 2005 MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING GRANT AGENCY SERVICES AGREEMENT* between the Town and the County; and,

WHEREAS, the Plan was presented to the public, at various stages, for input, review, and comment at 16 publicly-noticed meetings and workshops, including visioning sessions held April 24 and May 22, 2006, draft review workshops held January 26 and March 10, 2009, and a public hearing held June 3, 2009, in accordance with the Plan's Citizen Participation Plan (Town Resolution 04-10-06); and,

NOW, THEREFORE, BE IT RESOLVED that the Town of Milton Town Board approves the Plan and adoption, by ordinance.

Motion made by: Supervisor Traynor Seconded by: Supervisor Drew

Vote taken: Traynor-aye, Drew-aye, Trescher-aye, Meyer-aye. Motion passed on this 3rd day of June, 2009.

Certified by:


Bryan Meyer, Town Chair

Attested to:


Sandra J. Kunkel, Town Clerk

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List of Abbreviations

ADT - Average Daily Traffic Count
AHI - Architecture and History Inventory (State of Wisconsin Historical Society)
ALS - Arrowhead Library System (Rock County)
ASI - Archaeological Sites Inventory (State of Wisconsin Historical Society)
ATC - American Transmission Company
ATU - Aerobic Treatment Unit (Septic System)
CDGB - Community Development Block Grants (United States Department of Housing and Urban Development)
CKSD - Consolidated Koshkonong Sanitary District
COCS - Cost of Community Services
DATCP - State of Wisconsin Department of Agriculture, Trade, and Consumer Protection
DOL - United States Department of Labor
EDA - United States Economic Development Administration
EPA - United States Environmental Protection Agency
ETJ - Extra-Territorial Jurisdiction
GIS - Geographic Information System
HUD - United States Department of Housing and Urban Development
LEED - Leadership in Energy and Environmental Design
LESA - Land Evaluation and Site Assessment
MFL - Managed Forest Law (State of Wisconsin Department of Natural Resources)
NHI - Natural Heritage Inventory (State of Wisconsin Historical Society)
NTNC - Non-Transient Non-Community (Well)
OTM - Other Than Municipal (Well)
PCC - Highway Possible Contributing Circumstances
PDR - Purchase of Development Rights
POROS - *Rock County Parks, Outdoor Recreation, and Open Space Plan: 2009-2014*
REC - Rock Energy Cooperative
RIDES - Volunteer Driver Escort Program
SNA - State Natural Area (State of Wisconsin Department of Natural Resources)
TDR - Transfer of Development Rights
TIF - Tax Incremental Financing
TNC - Transient Non-Community (Well)
USBC - United States Bureau of the Census
USDA - United States Department of Agriculture
USFWS - United States Fish and Wildlife Service
WDNR - State of Wisconsin Department of Natural Resources
WDOA - State of Wisconsin Department of Administration
WDOR - State of Wisconsin Department of Revenue
WHEDA - Wisconsin Housing and Economic Development Authority
WHS - State of Wisconsin Historical Society
WisDOT - State of Wisconsin Department of Transportation
WISLR - Wisconsin Information System for Local Roads

***TOWN OF MILTON
COMPREHENSIVE PLAN 2035***

**SECTION I -
EXECUTIVE SUMMARY**

This Section provides an introduction and overview of the Town of Milton's Comprehensive Plan (*Plan*). Part I identifies the Town of Milton (Town) Vision Statement, the foundation upon which this *Plan* is built. Part II identifies the enabling legislation providing the impetus for this *Plan*. Part III states this *Plan's* purpose, intent, and use, whereas Part IV states its structure and content. Part V identifies the process utilized to develop this *Plan*, whereas Part VI outlines *Plan* future directions.

I. Town Vision Statement

The Town of Milton will remain a vibrant, dynamic, stable, and sustainable community, continuing to offer a high quality of life to its residents.

The Town will protect its agricultural, natural, and cultural resources, including its family farms and open space lands, and encourage responsible residential, commercial, and associated growth and development in appropriate, designated areas, ensuring a strong local economy and preservation of its identity. To achieve these ends, the Town will utilize a comprehensive planning and development decision-making process based on sound, tested, and innovative concepts, and principles of inter-governmental cooperation and citizen participation.



II. *Plan* Enabling Legislation

State of Wisconsin Statute 66.1001 - Comprehensive Planning mandates local government units (County, City, Village, and Town) prepare and adopt comprehensive plans to guide the unit's planning and development through the year 2035. Per State of Wisconsin Statute 62.23 - Master Plan (3)(a), a local government unit's comprehensive plan is to be made:

"With the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development.....which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development."

The Town has developed this *Plan* for a 25-year planning horizon, 2010 to 2035, per the aforementioned Statutes.

III. *Plan* Purpose, Intent, and Use

This *Plan's* purpose and intent is to:

- Conform to State of Wisconsin Statute 66.1001 - Comprehensive Planning, promoting coordinated and consistent planning and development across government boundaries and through government layers, ensuring the following Town actions are consistent with this *Plan*:
 - Official mapping
 - Zoning ordinance development or amendment
 - Subdivision regulation
 - Shoreland and wetland/shoreland zoning
- Inventory and analyze historical, existing, and potential future conditions in the Town, and identify Town planning and development issues
- State goals (including Town Vision Statement), objectives, and policies to guide Town planning and development over the next 25 years, from 2010 to 2035, and identify policy tools, timelines, and indicators to implement policies and achieve goals and objectives

This *Plan* should be utilized:

- As a policy document, providing clear and consistent direction in which to specifically guide the Town's day-to-day planning and development activities from 2010 to 2035, including but not limited to, program maintenance, expansion, and development, ordinance development and revision, and rezone, land division, and other development proposal review
- As a visionary document, providing clear and consistent direction in which to broadly guide the Town's planning and development activities from 2010 to 2035

IV. *Plan* Structure and Content

State of Wisconsin Statute 66.1001 - Comprehensive Planning mandates that nine Elements, as listed in the following (1.-9.) must be identified and addressed in a local government unit's comprehensive plan. It is appropriate that other relevant Plans, as listed in the following, (10.-13.), be a component of, and consistent with, a local government unit's comprehensive plan.

- | | |
|--|--------------------------------------|
| 1. Issues and opportunities | 8. Intergovernmental cooperation |
| 2. Land use | 9. Implementation |
| 3. Agricultural, natural, and cultural resources | 10. Farmland Preservation Plan |
| 4. Housing | 11. Land Records Modernization Plan |
| 5. Transportation | 12. Natural Hazard Mitigation Plan |
| 6. Utilities and community facilities | 13. Park and Outdoor Recreation Plan |
| 7. Economic development | |

This *Plan* is organized per Statute 66.1001, containing four Sections as follows:

- *Section I - Executive Summary*
This Section provides an introduction and overview of the *Plan*, including the Town's Vision Statement and *Plan* enabling legislation, purpose, intent, and use, structure and content, development process, and future directions.
- *Section II - Inventory Report*
This Section contains Chapters 1-9, covering the Elements and existing, relevant plans all as stated in the aforementioned (1.-13.). The information presented in these Chapters was utilized to develop this *Plan's* goals, objectives, and policies, and policy timelines and indicators as stated in Section III - Goals, Objectives, and Policies. The following provides an abstract of each Chapter in Section II:
 - *Chapter 1 - Issues:* This Chapter provides a profile of the Town, utilizing Geography, History, Existing Population and Demographics, Population and Demographic Trends, and Population Projections as profile categories. Analysis of this information allowed for formulation of Town planning issues, also stated in this Chapter. Planning issues provide an answer to the question, "What are we planning for?"
 - *Chapter 2 - Land Use:* This Chapter provides an inventory of land use conditions in the Town, utilizing Existing Land Use, Land Use Trends, and Land Use Projections as inventory categories. Land use aspects identified in this inventory include land use categories, zoning, ownership, total equalized value, sales, and annexation by the City of Milton. Analysis of this inventory allowed for formulation of Town land use issues, also stated in this Chapter.
 - *Chapter 3 - Agricultural, Natural, and Cultural Resources:* This Chapter provides an inventory of agricultural, natural, and cultural resource conditions in the Town. Analysis of this inventory allowed for formulation of Town agricultural, natural, and cultural resource issues, also stated in this Chapter.
 - *Chapter 4 - Housing:* This Chapter provides an inventory of housing conditions in the Town, utilizing Existing Housing, Housing Trends, and Housing Projections as inventory categories. Housing aspects identified in this inventory include general composition, location, history, housing

units/households and persons per household, occupancy and vacancy (including occupant type), structural type, age, value, affordability, and sales. Analysis of this inventory allowed for formulation of Town housing issues, also stated in this Chapter.

- *Chapter 5 - Transportation System:* This Chapter provides an inventory of transportation system conditions in the Town, utilizing Roads, Rail, Air, Water, and Trails as inventory categories. The majority of this inventory is devoted to the Roads category, identifying aspects including functional classification, jurisdiction type, use, safety, volume, and maintenance and repair. Analysis of this inventory allowed for formulation of Town transportation system issues, also stated in this Chapter.
- *Chapter 6 - Utilities and Community Facilities:* This Chapter provides an inventory of utilities and community facilities conditions in the Town, utilizing Water and Wastewater, Stormwater, Energy, Care, Police/Law Enforcement, Fire/Rescue and Emergency Medical, Emergency, Education, Solid Waste, Communications and Media, and Recreation and Gathering Areas as inventory categories. Analysis of this inventory allowed for formulation of Town utilities and community facilities issues, also stated in this Chapter.
- *Chapter 7 - Economic Development:* This Chapter provides an inventory of economic development conditions in the Town, utilizing Existing Economic Development and Economic Development Trends as inventory categories. Economic development aspects identified in this inventory include the employment status, household income, industry, and commuting method of the Town's work force, as well as existing business and industry. Analysis of this inventory allowed for formulation of Town economic development issues, also stated in this Chapter.
- *Chapter 8 - Inter-government Relations:* This Chapter provides an inventory of the Town's inter-government relations, utilizing General-Purpose Districts (Town, County, and City), Special-Purpose Districts (School and Other), State, and Federal as inventory categories. Governments identified in this inventory include the Town Board and Planning and Zoning Committee, Rock County, the Janesville Area Metropolitan Planning Organization (JAMPO), the State of Wisconsin Department's of Natural Resources (WDNR), Transportation (WisDOT), and Agricultural, Trade, and Consumer Protection (DATCP), and the United States Department of Agriculture (USDA). Analysis of this inventory allowed for formulation of Town inter-government relations issues, also stated in this Chapter.
- *Chapter 9 - Implementation:* This Chapter provides an inventory of *Plan* implementation, utilizing Policy Tools, Timelines and Indicators, and *Plan* Adoption, Updates, and Amendments as inventory categories. Tools are the means by which a plan's policies can be implemented so as to achieve its goals and objectives. This Chapter groups *Plan* policy tools into five categories:
 - Existing Government Agencies/Departments, Programs, and Plans
 - Potential Government Agencies/Departments, Programs, and Plans
 - Existing Government Regulations
 - Potential Government Regulations
 - Government and Non-Government Partnerships

Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of *Plan* implementation. Indicators gauge progress towards policy implementation and achievement of goals and objectives. This Chapter identifies the two types of policy timelines to be utilized in this *Plan*, Ongoing, 2010-2035 and 2010-2015.

This Chapter also identifies the statutory requirements for *Plan* adoption, updates, and amendments.

- *Section III - Goals, Objectives, and Policies*

This Section states this *Plan's* goals (including Town Vision Statement), objectives, and policies, along with corresponding policy timelines and indicators, as well as the consistency and integration of this *Plan's* goals, objectives, and policies with the following Rock County Plans:

- o *Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014*
- o *Agricultural Preservation Plan: 2005 Update*
- o *Natural Hazard Mitigation Planning Manual and Plan*
- o *Land Records Modernization Plan: 1998-2003*

Goals, objectives, and policies provide this *Plan* with its ultimate worth. This *Plan's* goals provide an end in which to direct the planning process. This *Plan's* objectives are more specific than goals, providing detailed direction towards goal achievement. This *Plan's* policies consist of rules or courses of action utilized to ensure *Plan* implementation through achievement of goals and objectives. This *Plan's* goals, objectives, policies, timelines, and indicators were formulated to address the issues presented in Section II of this *Plan*.

It is important to note that all policy timelines and indicators presented in this Section are intended to serve as a guide, providing only an indication of the possible future date of and progress towards policy implementation. These timelines and indicators cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

- *Section IV - Appendices*

This Section contains appendices to this *Plan* including the Comprehensive Plan Grant Agreement, Consultant (Rock County) Contract, Citizen Participation Plan, Visioning Session - Questions and Attendee Responses, Meeting and Workshop Schedule, Projection Sources and Formulation Methodologies, Legal and Grant Consistency, and State of Wisconsin Statute 66.1001 - Comprehensive Planning.

V. *Plan* Development Process

In 2005, Rock County (County), in conjunction with thirteen other County municipalities including the Town, was awarded a Multi-Jurisdictional Comprehensive Planning Grant (Appendix A) from the State of Wisconsin Department of Administration (WDOA) Comprehensive Planning Grant program to aid in *Plan* development, subject to State of Wisconsin Statute 16.965 - Planning Grants to Local Governments Units. The County Planning, Economic & Community Development Agency (Agency), the administrator of the grant, determined how the *Plan* was to be developed, compliant with State of Wisconsin Statutes 66.1001 and 16.965.

The quality and value of a comprehensive plan is dependent on citizen participation and input throughout the plan development process. As a comprehensive plan is a blueprint for a community's development pace and pattern, it is essential that the opinions of its citizens are voiced throughout the plan development process and formulated in the plan document. This *Plan's Citizen Participation Plan* (Appendix B) was developed by the Agency to guide the *Plan* development process, ensuring input and participation from stakeholders, including Town residents, elected officials, and other interested parties. Key elements of the *Citizen Participation Plan* included:

- *Visioning*
The visioning process provides a comprehensive planning process with focus and direction. The Agency held two visioning sessions open to all stakeholders in April and May of 2006. The input gathered from these sessions (Appendix D) established the Town Vision Statement, the framework upon which this *Plan* is based.
- *Meetings and Workshops*
Meetings and workshops offer stakeholders an opportunity to review and comment on a comprehensive plan in its formative stages, ultimately shaping the plan's content and structure. Multiple *Plan* meetings and workshops were held (Appendix E), consisting of Agency staff presenting *Plan* information and drafts to stakeholders for review and comment.
- *Open Houses*
Open Houses are another method in which to ensure stakeholder input during the comprehensive plan development process. The Agency held an Open House (June 2008) at which *Plan* drafts and status were presented for stakeholder review and comment.

VI. *Plan* Future Directions

Completion of this *Plan* and adoption by the Town Board is not the end of the Town planning process. This *Plan* will be updated within five years of adoption, in 2014, and thereafter once every five years. This periodic updating ensures Town planning will continue to evolve and adapt to unforeseen issues, new trends and concepts, and political and public sentiment.

***TOWN OF MILTON
COMPREHENSIVE PLAN 2035***

**SECTION II-
INVENTORY REPORT**

Chapter 1 - Issues

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(a), the Issues and Opportunities Element of a community's comprehensive plan is to provide:

"Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit".

This Chapter provides information on the Town's planning issues. 1.1. provides a rationale for identification of planning issues, whereas 1.2. provides a profile of the Town, containing vital planning information. Overall Town issues to be addressed in this *Plan* are derived from this information, as well as from *Citizen Participation Plan* activities, and identified in 1.3.

1.1. Issues Planning

As stated in Section I of this *Plan*, a comprehensive plan is formulated with the general purpose of guiding development to best promote a community's general welfare. To achieve this end, a planning context needs to be established, centering on the essential question of "What are we planning for?". Identification of planning issues creates a planning context, providing the answer to this question. Thus, a comprehensive plan aims to rectify a community's planning issues.

The Town, similar to any community, has various planning issues that will present challenges as it develops over the next 25 years.

1.2. A Town Profile

Profiling a community is vital in identifying its planning issues. The following provides a profile of the Town, utilizing the following categories:

- **Geography**
- **History**
- **Existing Population and Demographics**
- **Population and Demographic Trends**
- **Population Projections**

Geography

The approximately 33-square mile Town is located in Milton Township (36-square mile, geographical entity), in north-central Rock County, Wisconsin.

The Town is surrounded by rural communities, but is also in close proximity to burgeoning urban areas. The Town is one of two municipalities in Milton Township, the other being the City of Milton with an estimated 2005 population of approximately 5,500 residents, lying in the south-central portion of the Township. The Town is bordered on the east, west, and south by the Rock County Towns of Lima, Fulton, and Harmony, respectively. The Towns of Sumner and Koshkonong in Jefferson County, Wisconsin lie to the Town's north. The Rock County seat, the City of Janesville, bordering the Town's southern boundary, had an estimated population of approximately 62,000 in 2005. The City of Edgerton, with an estimated population of approximately 5,000 in 2005, is located two miles west of the Town,

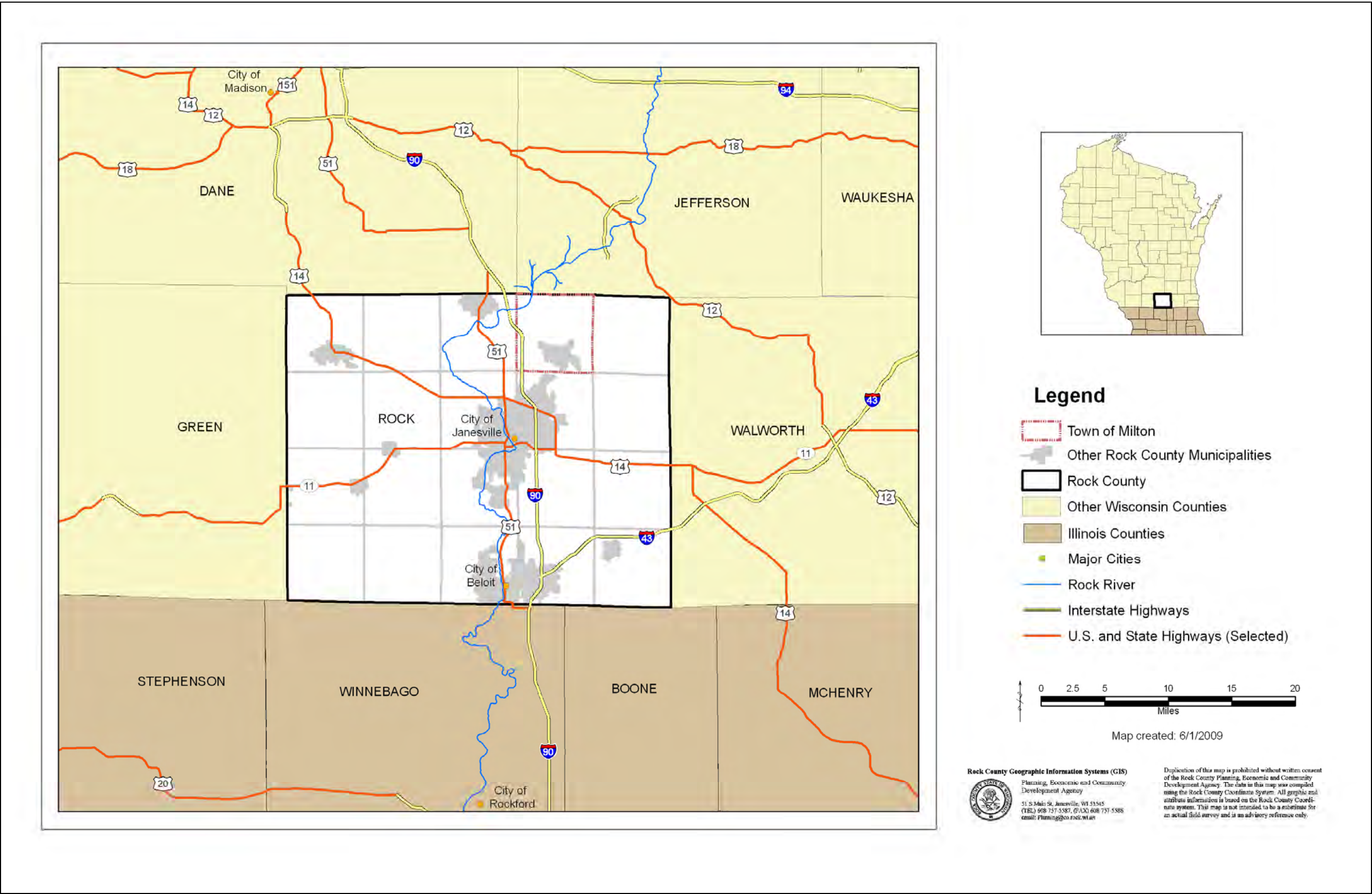
and the City of Whitewater, with an estimated 2005 population of approximately 11,000, is located eight miles to the Town's east. The rapidly growing Wisconsin State capital, the City of Madison, with an estimated 2005 population of approximately 222,000 people, is twenty-five miles to the Town's northwest. Wisconsin's largest city, Milwaukee, with a metropolitan area containing over 1,700,000 inhabitants in 2005, lies sixty five miles east of the Town and Rockford, Illinois' third largest city with an estimated population of approximately 150,000 in 2005, lies forty miles south. The Town is connected to the aforementioned urban areas, and other regional, State, and national locations, by a vast road network including U.S. Interstate 90/39 and State Highways 26 and 59.

The Town's physical geography is varied. The Town's most prominent water body is Lake Koshkonong, which feeds into the Rock River in the northwest corner of the Town. The Town is located in three base watersheds, Lower Koshkonong Creek, Blackhawk Creek, and Rock River/Milton. These watersheds are components of the Lower Rock Basin, which in turn is a component of the Mississippi River Basin. The Town's defining geologic feature is the end moraine, a remnant of the last glacial advance (Wisconsin Glaciation) roughly 10,000 years ago. The Town's kettle-moraine landscape is characterized by varying topography and drainage patterns, and uneven hills and ridges.

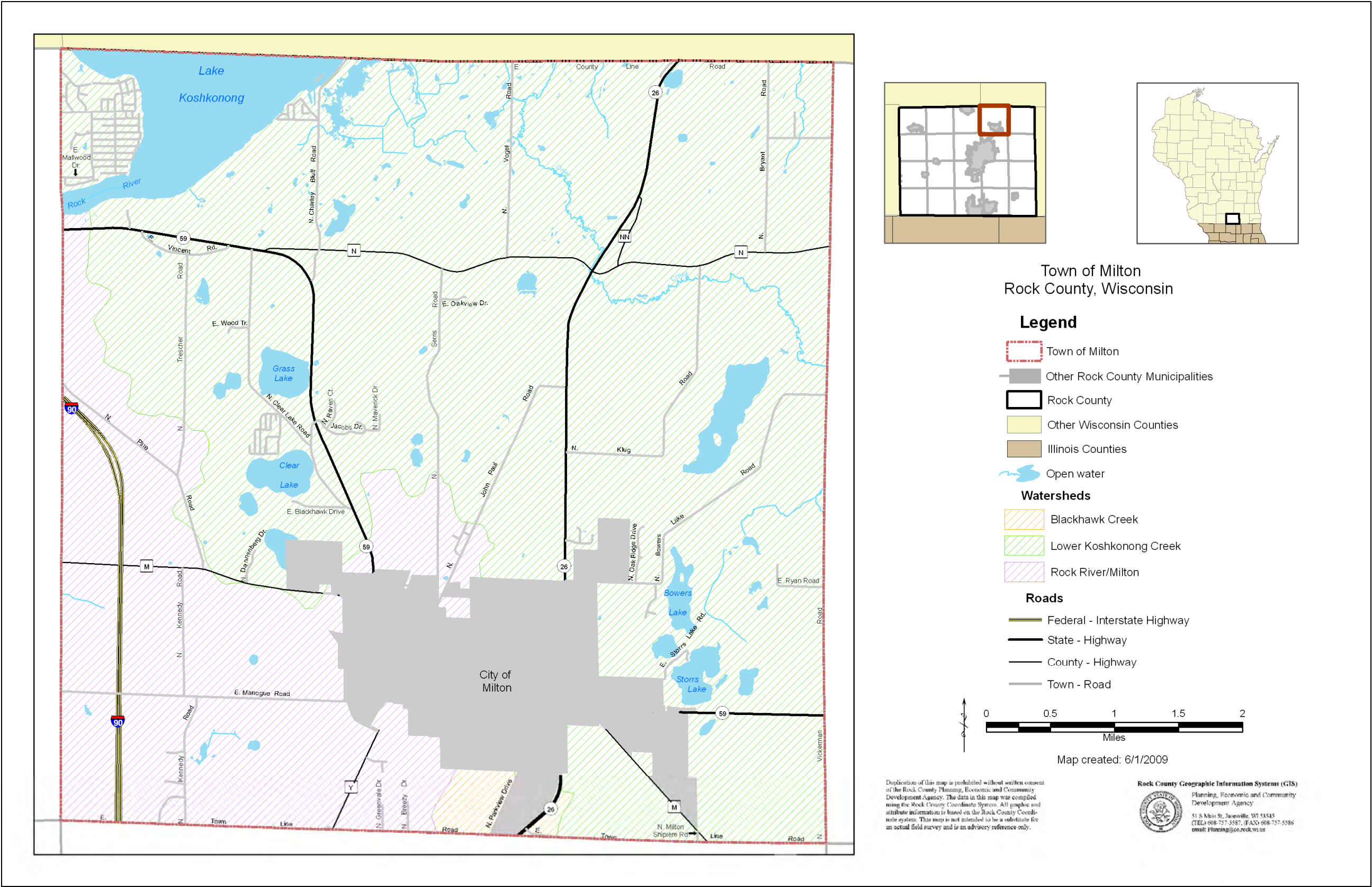
Land use in the Town is also varied. Agriculture, both large (35 acres and greater) and small (3-35 acres) scale predominates, reflective of the highly productive agricultural soils prevalent in the Town. Subsequently, the Town has few woodlands. Residential land uses are limited to rural farmsteads and subdivisions scattered throughout the Town, particularly on the southwestern shores of Lake Koshkonong, in the northwestern corner of the Town, around Grass and Clear Lakes, northwest of the City of Milton, as well as northeast of the City. Small pockets of commercial land uses are located along State Highway 26, both north and southeast of the City of Milton. Additionally, relatively large amounts of public (WDNR) recreation land are located in the Town's east-central portion.

Maps 1.1 and 1.2 show the Town's vicinity and location.

Map 1.1:
Vicinity



Map 1.2:
Location



Source: Rock County Planning, Economic & Community Development Agency - 2009

History

The Town has a rich history. The Lake Koshkonong area was inhabited for thousands of years by various Native American groups, including the mound building societies, and later the Winnebago, Potawatomi, Sauk, Fox, and Menominee tribes. The Winnebago in particular figure prominently in the history of the area. The name Koshkonong is Winnebago, meaning "the lake we live on", and the largest Native American settlement in the State of Wisconsin in the early 19th century was a Winnebago settlement just north of the Town's current northern border.

The Europeans first exposure to the area likely came in 1778 when French fur trader Charles Gautier de Verville passed through. In the next decade French traders settled in the area now known as Charley Bluff, on the southern end of the Lake.

All the land surrounding the Lake was ceded from the Native Americans to the United States Government by 1829. However, many Winnebago remained in the area until 1840 when they were relocated to reservations by the United States government. Small bands of Winnebago continued to frequent the Lake area until the spring of 1895, when the last Winnebago hunting camp was disbanded.

The Public Land Survey was completed in the area in 1835 and formal Township status designated. Soon after, Alfred, Jason, and Aaron Walker settled in the Township's southwest corner becoming its first official residents. The Township was slowly settled over the next decade. The gently undulating, bucolic landscape, including prairies, oak savannas, and lowlands suitable for pasturage, quality agricultural soils, large-growth timber prime for sawing and building, and the presence of the Rock River for transport and power generation, attracted additional settlers to the Township.

In its early years two settlements formed within the Township's borders, the villages of Milton and Milton Junction.

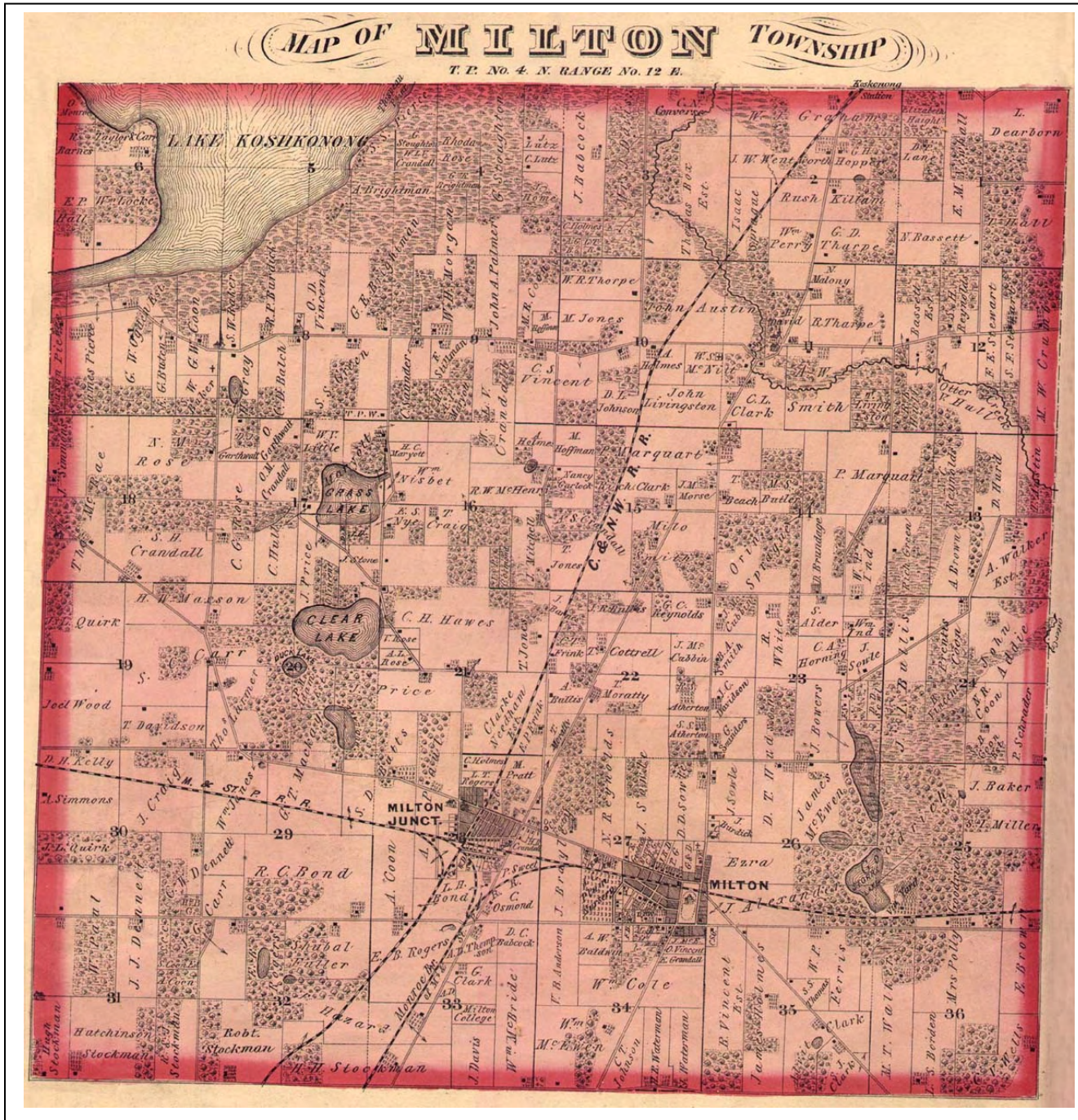
The village of Milton had its origins in 1838 when Joseph Goodrich came east from Allegheny County, New York and erected a building, housing general merchandise, in the southeast portion of the Township. Subsequently, the area soon began to develop as a village. 1839 saw various developments, including the locating of a road between Chicago and Madison, and the building of the Milton House by Goodrich, serving as a guesthouse and reportedly as a stop on the Underground Railroad. In July of that same year, residents of the Township met for a barn raising, deciding here to successfully petition the Federal Government for establishment of a village post office. The first school in the Township was organized in the village in the winter of 1839-40 and a blacksmith shop was built in 1840. Milton Academy was built by Goodrich in the village's northwest corner in 1844 and granted college charter status in 1867. The Seventh Day Baptists congregation built the village's first church in 1852 and the Chicago, Milwaukee and St. Paul Railroad was laid through the village in the same year, contributing to additional growth. By 1889 the unincorporated village covered approximately 160 acres and contained approximately 1,000 inhabitants.

Milton Junction, lying one mile west of the village of Milton, was first settled by Henry Crandon in 1838. However, the village did not begin to develop until the tracks of the Chicago and Northwestern Railroad were laid in 1858, crossing the Chicago, Milwaukee and St. Paul Railroad at the site. A hotel, the Morgan House, was built at the intersection of the two rail lines and the village slowly began to develop. The village's first church, the Milton Junction Methodist Episcopal Church, was erected in 1867. By 1889 the village contained approximately 1,000 inhabitants and a weekly newspaper.

Areas of the Township that remained rural have an equally rich history. The Lake House, built on the banks of Lake Koshkonong in the late 1800's, was a luxurious hotel accommodating both tourists and sportsmen. Clear Lake was a popular summer resort in the late 19th century, with a stage line running from the settlements of Milton and Milton Junction every Sunday. The resort became a summer camp in 1913.

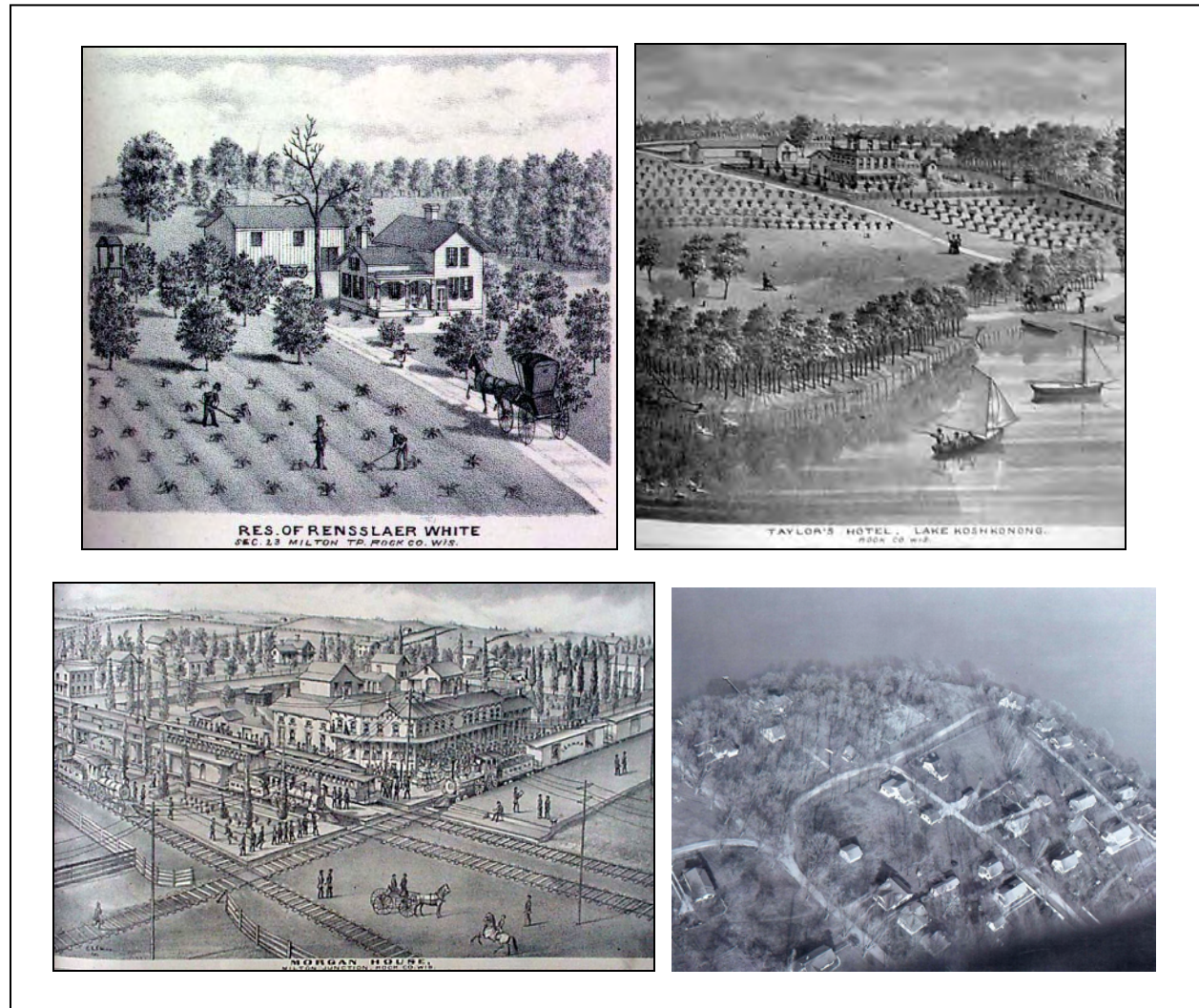
Figure 1.1 displays land ownership in the Town in 1873, whereas Figure 1.2 displays scenes from the Town's early days.

Figure 1.1:
Land Ownership: 1873



Source: WIRock Group - 2008

Figure 1.2:
Lithographs: 1873
Maple Beach: 1932



Source: WIRock Group - 2008

The Town continued to grow and develop throughout the 20th century, retaining its agricultural identity while concurrently seeing the emergence residential sub-divisions and commercial development on the shores of Lake Koshkonong and in close proximity to the villages of Milton and Milton Junction. These villages merged into one entity in 1967, becoming the City of Milton as its known today. The increasing influence of growing urban areas, including the Cities of Milton, Janesville, and Madison, and the completion of the U.S. Interstate system in the 1960's, all contributed to growth and development in the Town. These factors, and other additional factors, will contribute to the Town's future growth and development as well.

Existing Population and Demographics

Figure 1.3 displays the Town's population in comparison to other relevant communities in 2005.

**Figure 1.3:
Population: 2005**

Community	Population
Town of Milton	2,978
Town of Fulton	3,237
Town of Janesville	3,353
Town of Harmony	2,449
Town of Johnstown	799
Town of Lima	1,314
Town of Sumner	896
Town of Koshkonong	3,548
City of Milton	5,120
City of Janesville	62,227
City of Edgerton	5,474
Rock County	157,373

Source: State of Wisconsin Department of Administration - 2008

Figure 1.3 indicates the Town had 2,978 residents in 2005, a number comparable to many adjacent Towns.

Figure 1.4 displays the age distribution of the Town's population, and its median age, in 2000.

**Figure 1.4:
Age Distribution: 2000**

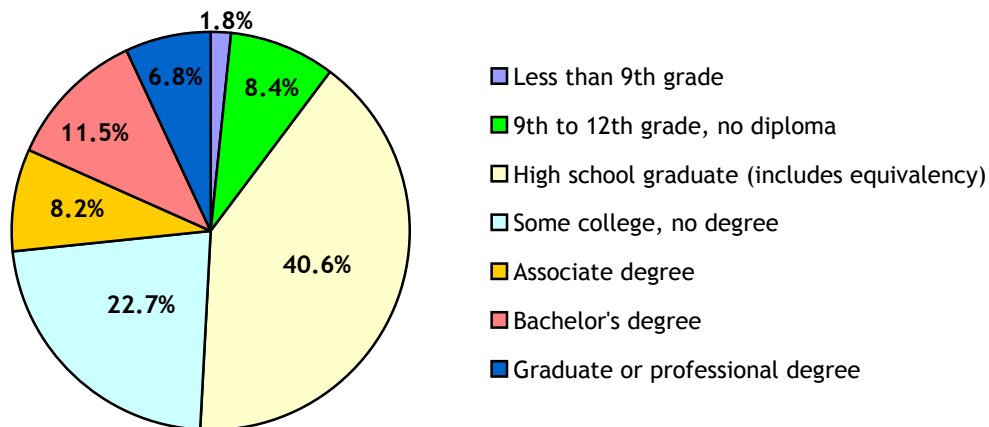
Age Group	Number	Percent
Under 5	153	5.4%
5 to 14	446	15.7%
15 to 24	351	12.3%
25 to 34	299	10.5%
35 to 44	548	19.3%
45 to 54	511	18.0%
55 to 64	286	10.1%
65 and over	250	8.8%
TOWN TOTAL	2,844	100.0%
MEDIAN AGE	38.3	

Source: United States Bureau of the Census - 2000

Figure 1.4 indicates 28.0% of the Town's population in 2000 was between the ages of 5 to 14 and 15 to 24. Figure 1.4 also indicates 18.9% of the Town's population was over the age of 55 during this same year. The Town's median age in 2000 was 38.3.

Figure 1.5 displays the education level of the Town's population age 25 years and older in 2000.

Figure 1.5:
Education Level: Population Age 25 Years and Older: 2000



Source: United States Bureau of the Census - 2000

Figure 1.5 indicates that 89.8% of Town residents have at least a high school degree and 49.2% have some education beyond high school.

Population and Demographic Trends

Figure 1.6 displays the Town's population in comparison to other relevant communities from 1980 to 2005.

Figure 1.6:
Population: 1980 - 2005

Community	1980	1990	2000	2005	Change: 1980-2005	
					Number	Percent
Town of Milton	2,306	2,353	2,844	2,978	672	29.1%
Town of Fulton	2,866	2,867	3,158	3,237	371	12.9%
Town of Janesville	3,068	3,121	3,048	3,353	285	9.3%
Town of Harmony	2,090	2,138	2,351	2,449	359	17.2%
Town of Johnstown	844	850	802	799	-45	-5.3%
Town of Lima	1,179	1,285	1,312	1,314	135	11.5%
Town of Sumner	973	822	904	896	-77	-7.9%
Town of Koshkonong	2,979	2,984	3,395	3,548	569	19.1%
City of Edgerton	4,092	4,444	5,132	5,120	785	18.1%
City of Janesville	51,071	52,210	60,200	62,227	11,156	21.8%
City of Milton	4,335	4,254	4,891	5,474	1,382	33.8%
Rock County	139,420	139,510	152,307	157,373	17,953	12.9%

Source: United States Bureau of the Census - 1980, 1990, and 2000
State of Wisconsin Department of Administration - 2008

Figure 1.6 indicates the Town's population number increase (672) is the highest of the Towns displayed and the Town's percent of population growth (29.1%) is among the highest of the communities displayed, surpassed only by the City of Milton, from 1980 to 2005.

Figure 1.7 displays the age distribution of the Town's population from 1980 to 2000.

Figure 1.7:
Age Distribution: 1980 - 2000

Age Group	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	177	7.7%	155	6.6%	153	5.4%	-24	-2.3%
5 to 14	401	17.4%	381	16.1%	446	15.7%	45	-1.7%
15 to 24	426	18.5%	289	12.2%	351	12.3%	-75	-6.1%
25 to 34	371	16.1%	325	13.8%	299	10.5%	-72	-5.6%
35 to 44	308	13.4%	411	17.4%	548	19.3%	240	5.9%
45 to 54	231	10.0%	309	13.1%	511	18.0%	280	8.0%
55 to 64	175	7.6%	208	8.8%	286	10.1%	111	2.5%
65 and over	217	9.4%	285	12.1%	250	8.8%	33	-0.6%
TOWN TOTAL	2,306	100.0%	2,363	100.0%	2,844	100.0%	538	N/A

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 1.7 indicates that portion of the Town's population in the 35 to 44 and 45 to 54 age groups have seen the highest increases (240 and 5.9%, and 280 and 8.0%) from 1980 to 2000. Figure 1.7 also indicates the 15 to 24 and 25 to 34 age groups exhibited the highest decreases (75 and 6.1%, and 72 and 5.6%) from 1980 to 2000.

Figure 1.8 displays the education level of the Town's population age 25 years and older from 1980 to 2000. Due to the nature of the data, the 1980 Some college, no degree and Associate degree Education Level categories have been combined, as have the Bachelor's degree and Graduate or professional degree categories. Subsequently, these same categories were combined for 1990 and 2000 to produce the percents as stated in the Change: 1980-2000 column for these categories.

Figure 1.8:
Education Level: Population Age 25 Years and Older: 1980 - 2000

Education Level	1980	1990	2000	Change: 1980-2000
9th grade to 12th grade, no diploma	28.4%	21.9%	10.2%	-18.3%
High school graduate (includes equivalency)	50.8%	46.1%	40.6%	-10.2%
Some college, no degree	10.8%	13.7%	22.7%	20.1%
Associate degree		7.7%	8.2%	
Bachelor's degree	10.1%	6.8%	11.5%	8.3%
Graduate or professional degree		3.8%	6.8%	
TOWN TOTAL	100.0%	100.0%	100.0%	N/A

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 1.8 indicates the Town has seen a dramatic increase in the education level of its population age 25 years and older from 1980 to 2000, including a drop of 18.3% of those residents who do not have a high school diploma and a combined increase of 28.4% of those who have some education beyond a high school diploma.

Population Projections*

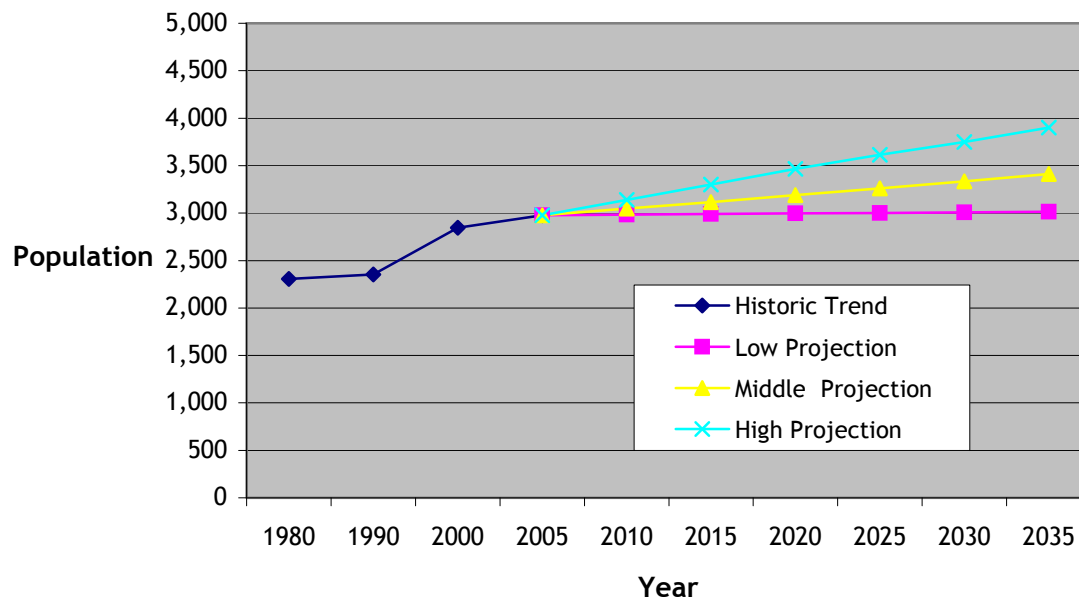
Figures 1.9 and 1.10 illustrate Town population projection scenarios. Three projection scenarios, High, Middle, and Low, are presented to illustrate various, possible future Town populations through 2035.

**Figure 1.9:
Population: 2010 - 2035**

Projection	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
High	3,138	3,302	3,465	3,615	3,748	3,901	763	24.3%
Middle	3,046	3,116	3,188	3,261	3,336	3,412	366	12.0%
Low	2,984	2,990	2,996	3,002	3,008	3,014	30	1.0%

Source: State of Wisconsin Department of Administration - 2008
Rock County Planning, Economic, & Community Development Agency - 2008

**Figure 1.10:
Population: 1980 - 2035**



Source: State of Wisconsin Department of Administration - 2008
Rock County Planning, Economic, & Community Development Agency - 2008

Figures 1.9 and 1.10 indicate the High population projection scenario would add 763 Town residents above the 2010 projection, whereas the Low projection adds approximately 30. For the purposes of this *Plan* the High projection will be utilized.

*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town population and cannot account for the myriad of factors that may influence future Town population. For a detailed explanation regarding Projection methodology please see Appendix F.

1.3. Issues

Identifying issues provides a planning context, offering an answer to the essential question of “What are we planning for?”. The following identifies the Town’s planning issues derived from both analysis of the Town’s profile as provided in 1.2. and *Citizen Participation Plan* activities.

Town Profile

- The Town is a growth community.
 - The Town’s geography has and will contribute to growth, given its proximity to Interstate 90/39 and various growing urban areas, including the Cities of Milton, Janesville, and Madison.
 - The Town’s population trends and projections indicate steady growth through 2035. Population trends and projections for neighboring communities such as the Cities of Milton and Janesville also exhibit high population growth rates.
- The dynamic of the Town’s population is changing.
 - The Town’s age distribution trends and projections indicate an aging population.
 - The education of the Town’s population, age 25 years and older, will likely continue its recent trend exhibiting increases in residents with high school educations and beyond.
- Growth and a changing population dynamic will have various implications for the Town.
 - An aging Town population has specific service needs that will need to be considered.
 - The Town’s land base will be eroded by future annexations by the City of Milton and possibly by the City of Janesville, and productive agricultural land in the Town will need to be converted to other uses to accommodate additional Town residential and associated (i.e. transportation, utilities and community facilities, economic, etc.) development.
 - New residential and associated development should be responsible, ensuring preservation of the Town’s agricultural, natural, and cultural resources. Residential development in the Town should entail quality, diverse, affordable, and attractive units located in appropriate, designated locations. The Town’s transportation system should consist of a safe, affordable, regional, diverse, efficient, and highly-connected system. Utilities and community facilities, and associated services, should be provided in the Town at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner. Finally, economic development in the Town should capitalize on the Town’s strengths, ensuring diverse, viable development in appropriate, designated locations.

- Increased efforts, including inter-governmental cooperation and planning, will need to be put forth by the Town government to maintain and expand current levels of service to Town residents.

Citizen Participation Plan Activities*

Town residents:

- Are generally satisfied with the Town's overall quality of life
- Support limited to moderate (1% a year or less) increases in Town population
- Recognize the continued preservation of agricultural lands and open space is vital to the Town's socio-economic identity
- Support the authority of the Town government to regulate land use but are also supportive of inter-governmental planning and cooperation between the Town and various other governments, including the County and the City of Milton
- Support new residential development in designated areas in the Town, in close proximity to existing development
- Are concerned about the threat that residential and commercial development of the City of Milton's periphery pose to the Town's agricultural land and open space
- Desire land use planning, in the Town and surrounding areas, that provides stability to small farm owners and the agricultural industry, and preserves agricultural and open space lands

**This list of planning issues, derived from Citizen Participation Plan activities, is not intended to be exhaustive nor representative of the entire Town population, but rather to reflect input and a general consensus as put forth by participating stakeholders including Town residents and officials, and other interested parties.*

Chapter 2 - Land Use

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(h), the Land Use Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications."

This Chapter provides information on the Town's land use. 2.1. introduces the concept of land use planning. 2.2. inventories the Town's land use, whereas 2.3. identifies Town land use issues.

2.1. Land Use Planning

The degree to which a rural community balances residential and associated (commercial, transportation, utilities and community facilities, etc.) development with preservation of agricultural and open space lands ultimately determines that community's quality of life. Comprehensive and thoughtful land use planning, which respects private property rights but also recognizes the importance of the community's collective well-being, allows for responsible development in appropriate, designated locations while concurrently preserving agricultural and open space lands.

The Town's agricultural lands provide the community with a socio-economic identity and a high quality of life. Population growth, though necessary and inevitable if the Town is to remain vibrant and dynamic, can also have negative effects. These effects, particularly in the form of scattered and sprawling residential development, pose a threat to the Town's agricultural lands. Thus, preservation of agricultural lands and responsible residential development in appropriate, designated locations is central in planning for the Town's future land use, and preservation of its identity and high quality of life.

2.2. Land Use Inventory

Inventoring a community's land use provides valuable insight into its present land use conditions and historic trends, vital in determining its desired future land use. The following inventories the Town's land use utilizing the following categories:

- Existing Land Use
- Land Use Trends
- Land Use Projections

Existing Land Use

Existing use of the Town's land is varied. Large (35 acres and greater) and small (3-35 acres) scale agriculture use predominates although residential use is also prevalent with farmsteads and subdivisions scattered throughout the Town. High concentrations of low, moderate, and high-density (1 dwelling unit/3 acres to 2 units/~.25 acres) residential land uses are located on the southwestern shores of Lake Koshkonong, in the northwest corner of the Town, around Grass and Clear Lakes, northwest of the City of Milton, as well as northeast of the City. Small pockets of commercial land uses are located along U.S. Highway 26, both north and southeast of the City.

The Town's existing land use is classified into seven categories, as follows:

- *Large-Scale Agriculture*
Lands (10 acres or greater), including dwelling units and other related improvements, devoted primarily to agriculture and other supporting activities
- *Small-Scale Agriculture or Residential*
Lands (10 acres or less), including dwelling units and other related improvements, devoted primarily to agriculture and other supporting activities or lands containing dwelling units and related improvements not associated with agricultural use
- *Residential*
Lands containing dwelling units and related improvements not associated with agricultural use
- *Commercial*
Lands, including improvements, devoted primarily to commercial operations including but not limited to dining, lodging, and retail sales establishments
- *Manufacturing/Industrial and Special Purpose*
Lands, including improvements, devoted primarily to manufacturing and industrial operation, or utilized for special purposes, including but not limited to, cemeteries and automobile salvage yards
- *Public Recreation and Open Space*
Lands, including improvements, devoted primarily to outdoor recreational use and owned by a governmental entity
- *Other and Unknown*
Lands generally unfit for any of the aforementioned uses, including transportation right of ways, or lands whose use is unknown

Figure 2.1 displays the Town's land use by the aforementioned categories in 2008.

**Figure 2.1:
Land Use Category: 2008**

Land Use Category	Acres	Percent
Large-Scale Agriculture	15,868	82.3%
Small-Scale Agriculture or Residential	835	4.3%
Residential	965	5.0%
Commercial	592	3.1%
Special Purpose and Manufacturing/Industrial	46	0.2%
Public Recreation and Open Space	844	4.4%
Other or Unknown	131	0.7%
TOWN TOTAL	19,281	100.0%

Source: Rock County Planning, Economic & Community Development Agency - 2008

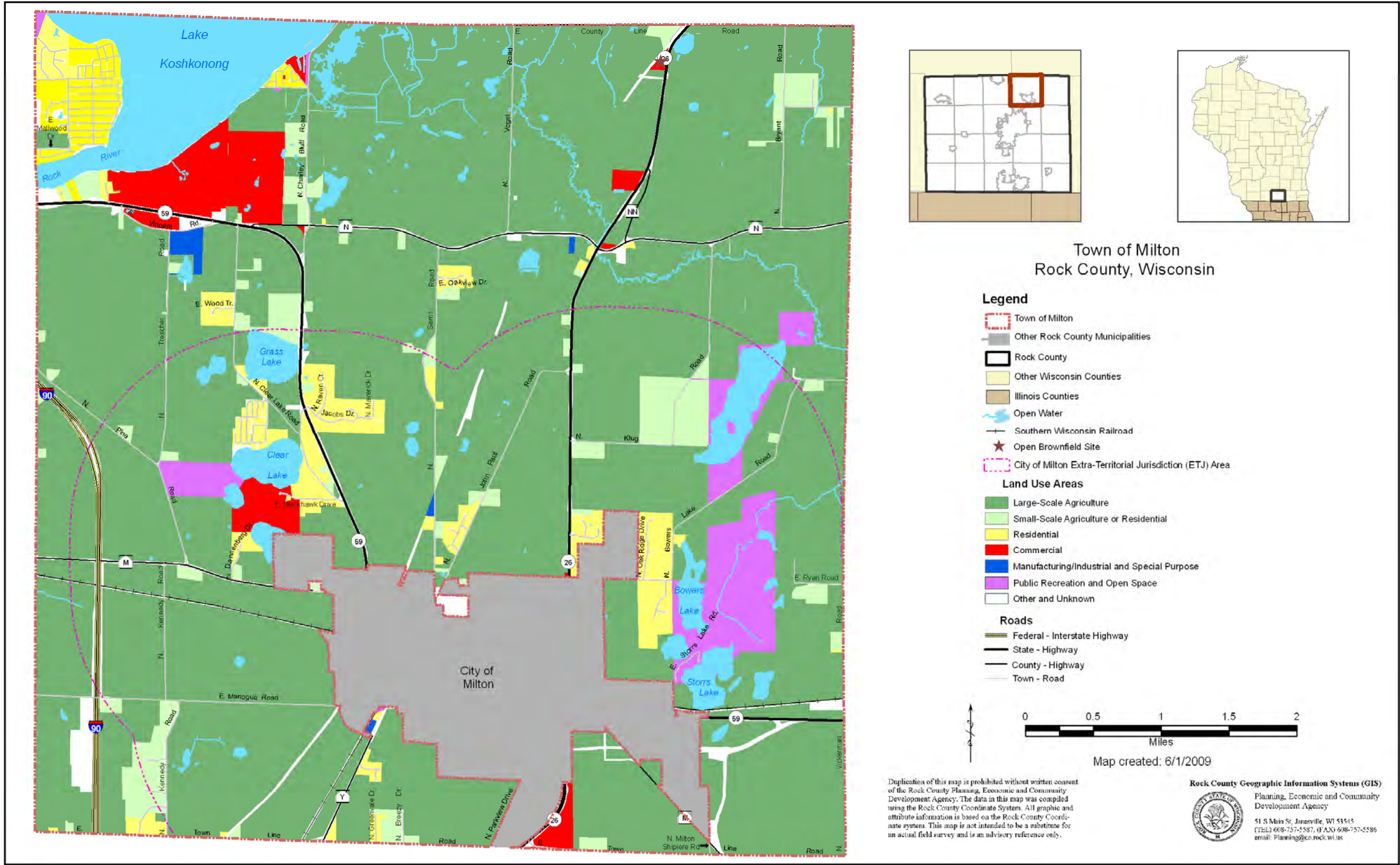
Figure 2.1 indicates the majority of the Town's land (15,868 acres, 82.3%) was categorized as Large-Scale Agricultural in 2008, whereas the Residential category comprised 5.0% (965 acres).

The Town also has one open brownfield site, Rock Paint and Chemical, in the northeast portion of the Town according to the WDNR's Brownfield Remediation and Redevelopment Program. Brownfields are abandoned or underutilized commercial or industrial properties whose expansion or redevelopment is hindered by real or perceived environmental contamination. Brownfields include abandoned gas stations, mining sites, and dilapidated and/or vacant industrial properties.

Map 2.1 displays land use in the Town according to the categories utilized in Figure 2.1, as well as the Rock Paint and Chemical brownfield site.



Map 2.1:
Land Use



Source: Rock County Planning, Economic & Community Development Agency - 2009

The Town's land use is regulated predominately by the Town's Zoning Ordinance Code (June 12, 2006). The Town's Zoning Ordinance Code identifies zoning districts stipulating allowable uses of lands in the Town including agricultural, residential, business/commercial, light industrial, special and unique, and environmentally sensitive/open space area preservation. Additionally, the County has land use regulation authority through its Zoning Ordinance (Chapter 32 - Code of Ordinances of the County of Rock), applicable to shorelands and lowlands/wetlands, and its Land Division Ordinance (Chapter 15 - Code of Ordinances of the County of Rock), applicable to land divisions of 15 acres and less.

Figure 2.2 displays Town zoning districts, per the Town and County Zoning Ordinances.

**Figure 2.2:
Zoning Districts: 2008**

Zoning District	Primary Use	Minimum/Maximum Lot Size	Dwelling Units Per Lot
Agricultural One (A-1)	Large-scale agriculture	35 acres/None	2*
Agricultural Two (A-2)	Small-scale agriculture	10 acres/35 acres	1*
Agricultural Three (A-3)	Low-density residential and small-scale agriculture	3 acres/10 acres	1*
Rural Residential (R-R)	Low-density residential (unsewered)	Single-Family: 40,000 sq. ft./3 acres Two-Family: 55,000 sq. ft./3 acres	1
Residential One (R-1)	Low-density residential (sewered)	Single-Family: 8,400 sq. ft./20,000 sq. ft. Two-Family: 12,000 sq. ft./20,000 sq. ft.	1
Residential Three (R-3)	Moderate-density residential (sewered)	Single-Family: 10,000 sq. ft./20,000 sq. ft. Two-Family: 12,000 sq. ft./20,000 sq. ft. Multi-Family: 10,000 sq. ft./20,000 sq. ft.	2*
Local Business (B-1)	Commercial operations to serve local public	Sewered: 7,500 sq. ft./None Unsewered: 40,000 sq. ft./None	None*
Large Scale Commercial (B-2)	Commercial operations to serve local public	40,000 sq. ft./None	None
Commercial Highway Interchange (CHI)	Commercial operations to serve traveling public	3 acres/None	None
Lowland Conservancy Overlay (C-1)	Restrict development in flood-prone areas	35 acres (A-1 only)/None	None
Highland Conservation (C-2)	Restrict development of environmentally sensitive areas	10 acres/None	None
Commercial Recreational (CR)	Commercial operations to serve recreating public	Sewered: 20,000 sq. ft./None Unsewered: 40,000 sq. ft./None	None*
Planned Unit Development Overlay (P.U.D.)	Planned residential or commercial development	None/None (Minimum of 5 acres per development)	1
Mobile Home Parks (MHP)	Mobile home parks	8 acres/None	56
Special Purpose (SP)	Special and unique	5 acres/None	None
Light Industrial (M-1)	Light industry	None/None	None*
Historic Conservation Overlay (HC)	Protect historic and cultural structures and areas	Dependent on underlying district	Dependent on underlying district
Shoreland Overlay (SO) - County	Restrict development of environmentally sensitive areas and in flood-prone areas	None/None	1*

*Conditional uses allow for additional dwelling units.

Source: Town of Milton Zoning Ordinance Code - June 12, 2006
Rock County Zoning Ordinance - Chapter 15 - Code of Ordinances of the County of Rock

The Town's Agricultural (A-1) zoning district, consisting of the largest minimum lot size and lowest dwelling unit density of all Town zoning districts, is thus the district most conducive to large-scale agricultural activities. Conversely, the Rural Residential (R-R), Residential (R-1), and Residential Three (R-3) districts are designated strictly for high, moderate, and low-density residential uses at dwelling unit densities ranging between 2 units/~.25 acres to 1 unit/3 acres. The Lowland Conservancy (C-1) formulated to restrict development in flood-prone areas, the Planned Unit Development (P.U.D.), formulated for planned residential and/or commercial development, and the Historic Conservation (HC) district, formulated for protection of historic and cultural structures and areas, are all overlay districts, indicating a zoning district that is superimposed over an underlying, broader district. The County's Shoreland Overlay District (SO) applies to all lands in the Town within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, or flowages, or within 300 feet of the ordinary high-water mark of navigable rivers or streams or to the landward side of the floodplain, whichever is greater, per Chapter 32 - Municipal Code of the County of Rock.

Figure 2.3 identifies the Town's land use by zoning district in 2008, as well as the number of lots and average lot size for each district.

Figure 2.3:
Zoning: 2008

Zoning District	Acres	Percent	Lots	Average Lot Size (Acres)
Agricultural One (A-1)	15,471	80.2%	518	29.9
Agricultural Two (A-2)	1,235	6.4%	85	14.5
Agricultural Three (A-3)	835	4.3%	193	4.3
Rural Residential (R-R)	717	3.7%	552	1.3
Residential One (R-1)	236	1.2%	611	0.4
Residential Three (R-3)	11	0.1%	1	11.0
Local Business (B-1)	28	0.1%	6	4.6
Large Scale Commercial (B-2)	49	0.3%	10	4.9
Commercial Highway Interchange (CHI)	2	0.0%	1	2.0
Lowland Conservancy Overlay (C-1)	N/A	0.0%	N/A	N/A
Highland Conservation (C-2)	6	0.0%	1	5.8
Commercial Recreational (CR)	513	2.7%	20	25.7
Planned Unit Development Overlay (P.U.D.)	1	0.0%	7	0.2
Mobile Home Parks (MHP)	0	0.0%	0	0.0
Special Purpose (SP)	43	0.2%	4	10.7
Light Industrial (M-1)	3	0.0%	1	2.7
Historic Conservation Overlay (HC)	0	0.0%	N/A	N/A
Unknown, Dedicated, or Right of Way	131	0.7%	32	N/A
TOWN TOTAL	19,281	100.0%	2,042	9.5

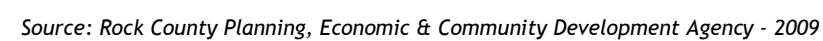
Source: Rock County Planning, Economic, & Community Development Agency - 2008

Figure 2.3 indicates the majority (15,471 acres, 80.2%) of the Town's land was zoned Agricultural (A-1), whereas the Agricultural (A-2) zoning district comprised the next largest portion of the Town's land (1,235 acres, 6.4%), in 2008. Figure 2.3 indicates the combined, predominately residential (A-3, R-R, R-1, R-3, and P.U.D.) zoning districts totaled 1,800 acres and 9.3% of the Town's land use in 2008. The Town had 2,042 lots, with an average lot size of 9.5 acres, in 2008. The average size of a lot in the predominately residential (A-3, R-R, R-1, R-3, and P.U.D.) zoning districts was 1.3 acres in 2008.

Map 2.2 displays zoning in the Town in 2008.



Town of Milton
Official Zoning Map



Additionally, the Town and City of Milton are currently (2009) working towards implementation of an Intergovernmental Boundary Agreement, identifying a “development boundary and review limit” (Map III.1 of this *Plan*). This agreement identifies areas in which the City of Milton will have review authority over Town development, with allowable Town development in these areas to be equal to or less than one residence per 35 acres, per the City’s Code of Ordinances and Comprehensive Land Use Plan. Similarly, the Agreement will revise the City’s review authority over Town development from all areas within the City’s Extra-Territorial Jurisdiction (ETJ) Area (extending 1.5 miles out from the City’s boundaries) to only those areas within or adjacent to the “development boundary”, as delineated in the Agreement.

Figure 2.4 displays ownership of lands in the Town in 2008.

Figure 2.4:
Land Ownership: 2008

Ownership Type	Acres	Percent
Private	18,429	95.6%
Public	852	4.4%
State	838	4.3%
County	10	0.1%
Town	4	0.0%
TOWN TOTAL	19,281	100.0%

Source: Rock County Planning, Economic & Community Development Agency - 2008

Figure 2.4 indicates as of 2008 the majority (95.6%) of land in the Town is in Private ownership, although there exists relatively large acreages (838) of State (WDNR) Public land.

Figure 2.5 displays the Town’s total equalized value in 2008, utilizing land use categories as determined by WDOR*. Total equalized value represents the full (fair) market value (most probable selling price) or the ability to generate income from use, of the Town’s land and improvements. Property taxes are apportioned to the Town on the basis of total equalized value.

Figure 2.5:
Total Equalized Value: 2008

Land Use Category	Land	Improvements	Total Equalized Value	Percent
Agricultural	\$3,293,100	\$0	\$3,293,100	1.1%
Other (Agricultural Residential and Accessory)	\$4,256,000	\$19,067,500	\$23,323,500	8.0%
Agricultural Forest and Forest	\$6,296,300	\$0	\$6,296,300	2.2%
Residential	\$55,047,800	\$193,325,000	\$248,372,800	85.5%
Commercial	\$3,037,600	\$5,847,300	\$8,884,900	3.1%
Manufacturing	\$0	\$0	\$0	0.0%
Undeveloped	\$209,800	\$0	\$209,800	0.1%
TOWN TOTAL	\$72,140,600	\$218,239,800	\$290,380,400	100.0%

Source: State of Wisconsin Department of Revenue Statement of Equalized Values - 2008

*WDOR utilizes land use categories, as stated in Figures 2.5, 2.6, 2.7, and 2.8, for property tax assessment purposes. WDOR land use categories are separate and distinct from those land use categories utilized in Figures 2.1, 2.9, 2.10 and Map 2.1.

Figure 2.5 indicates the Residential land use category entails the largest total equalized value and percent ((\$248,372,800 and 85.5%) of all the Town's land use categories, whereas the Manufacturing land use category entails the smallest at 0 for both total equalized value and percent, in 2008.

Land Use Trends

Figure 2.6 displays the Town's total equalized value, by WDOR land use categories, from 2002 to 2008.

Figure 2.6:
Total Equalized Value: 2002 - 2008

Land Use Category	2002		2008		Change: 2002-2008	
	Total Equalized Value	Percent	Total Equalized Value	Percent	Total Equalized Value	Percent
Agricultural	\$3,874,600	2.0%	\$3,293,100	1.1%	\$-581,500	-0.9%
Other (Agricultural Residential and Accessory)	\$16,432,100	8.6%	\$23,323,500	8.0%	\$6,891,400	-0.5%
Agricultural Forest and Forest	\$1,725,900	0.9%	\$6,296,300	2.2%	\$4,570,400	1.3%
Residential	\$162,993,800	84.8%	\$248,372,800	85.5%	\$85,379,000	0.7%
Commercial	\$6,770,400	3.5%	\$8,884,900	3.1%	\$2,114,500	-0.5%
Manufacturing	\$161,800	0.1%	\$0	0.0%	\$-161,800	-0.1%
Undeveloped	\$218,000	0.1%	\$209,800	0.1%	\$-8,200	0.0%
TOWN TOTAL	\$192,176,600	100.0%	\$290,380,400	100.0%	\$98,203,800	N/A

Source: State of Wisconsin Department of Revenue Statement of Changes in Equalized Value (Report 2) - 2008

Figure 2.6 indicates the Residential land use category has seen the highest increase in total equalized value (\$85,379,300) from 2002 to 2008. Figure 2.7 indicates the Agricultural Forest and Forest land use category has seen the highest percent increase (1.3%) from 2002 to 2008, whereas the Agricultural land use category exhibited the highest total equalized value decrease (\$581,500), during this same time period. Figure 2.6 also indicates the Manufacturing land use category saw the highest decrease in percent (0.1%) from 2002 to 2008.

Figure 2.7 displays sales of land in WDOR's Agricultural, and Agricultural Forest and Forest land use categories in the Town from 2002 to 2006.

Figure 2.7:
Agricultural, and Agricultural Forest and Forest Land Sales: 2002 - 2006

Totals	2002	2003	2004	2005	2006	2002-2006	
						Total	Average
Sales	2	0	1	2	0	5	1
Acres	40	0	141	129	0	310	62
Value	\$200,000	\$0	\$380,000	\$1,076,100	\$0	\$1,656,100	\$331,220
Value per acre	\$5,000	\$0	\$2,697	\$8,340	\$0	\$16,037	\$3,207

Source: State of Wisconsin Department of Revenue - Fielded Sales System - 2002-2007

Figure 2.7 indicates an average of one Agricultural land sale of 62 acres, valued at \$331,220 and \$3,207 an acre, took place in the Town from 2002 to 2006.

Figure 2.8 displays sales of land in WDOR's Residential land use category in the Town from 2002 to 2006.

**Figure 2.8:
Residential Land Sales: 2002 - 2006**

Totals	2002	2003	2004	2005	2006	2002-2006	
						Total	Average
Sales	84	81	90	92	71	418	83.6
Vacant lots	12	11	17	12	9	61	12.2

Source: State of Wisconsin Department of Revenue - Condensed Sales Summary Report 2002 - 2007

Figure 2.8 indicates an average of approximately 84 Residential land sales, approximately 12 of those being vacant lots, took place in the Town from 2002 to 2006.

Land Use Projections*

Figure 2.9 displays a projection of total agricultural land use acreage in the Town from 2010 to 2035.

**Figure 2.9:
Total Agricultural Land Use Acreage: 2010 - 2035**

2010	2015	2020	2025	2030	2035
15,868.0	15,642.9	15,425.9	15,229.5	15,050.3	14,845.3

Source: Rock County Planning, Economic & Community Development Agency - 2008

Figure 2.9 indicates the Town will lose approximately 1,023 acres of agricultural land, from 2010 to 2035.

Figure 2.10 displays a projection of additional residential land use acreage (per Figure 4.13 of this *Plan*), utilizing a 2-acre average housing unit lot size, as well as commercial and industrial land use acreage, in the Town from 2010 to 2035.

**Figure 2.10:
Additional Residential (per Figure 4.13 of this *Plan*) Commercial,
and Industrial Land Use Acreage: 2010 - 2035**

	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	Total: 2010-2035
Residential	194.0	186.0	168.0	154.0	176.0	878.0
Commercial	30.9	30.8	28.3	25.1	28.9	143.9
Industrial	0.2	0.2	0.1	0.1	0.1	0.7

Source: Rock County Planning, Economic & Community Development Agency - 2008

*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town land use and cannot account for the myriad of future factors that may influence future Town land use. For a detailed explanation regarding Projection methodology please see Appendix F.

Figure 2.10 indicates the Town will need approximately 900 acres for residential land uses, 144 acres for commercial land uses, and .7 acres for industrial land uses, from 2010 to 2035.

Figure 2.11 displays two City of Milton potential annexation projection scenarios, indicating possible Town land acreages annexed by the City through 2035.

Figure 2.11:
City of Milton Potential Annexation of Town Land: 2010 - 2035

Projection Scenario	Total Acreage	Average Annual Acreage
19-Year Historical Trend (1990-2008)	577.5	23.1
Town and City of Milton Proposed Intergovernmental Boundary Agreement - 2009	3,955.3	154.1

Source: Rock County Planning, Economic & Community Development Agency - 2008

Figure 2.11 indicates both scenarios project hundreds to thousands of acres of Town land will be potentially annexed by the City of Milton from 2010 to 2035.

2.3. Land Use Issues

The following identifies the Town's land use issues derived from both analysis of the land use inventory as provided in 2.2. and *Citizen Participation Plan* activities.

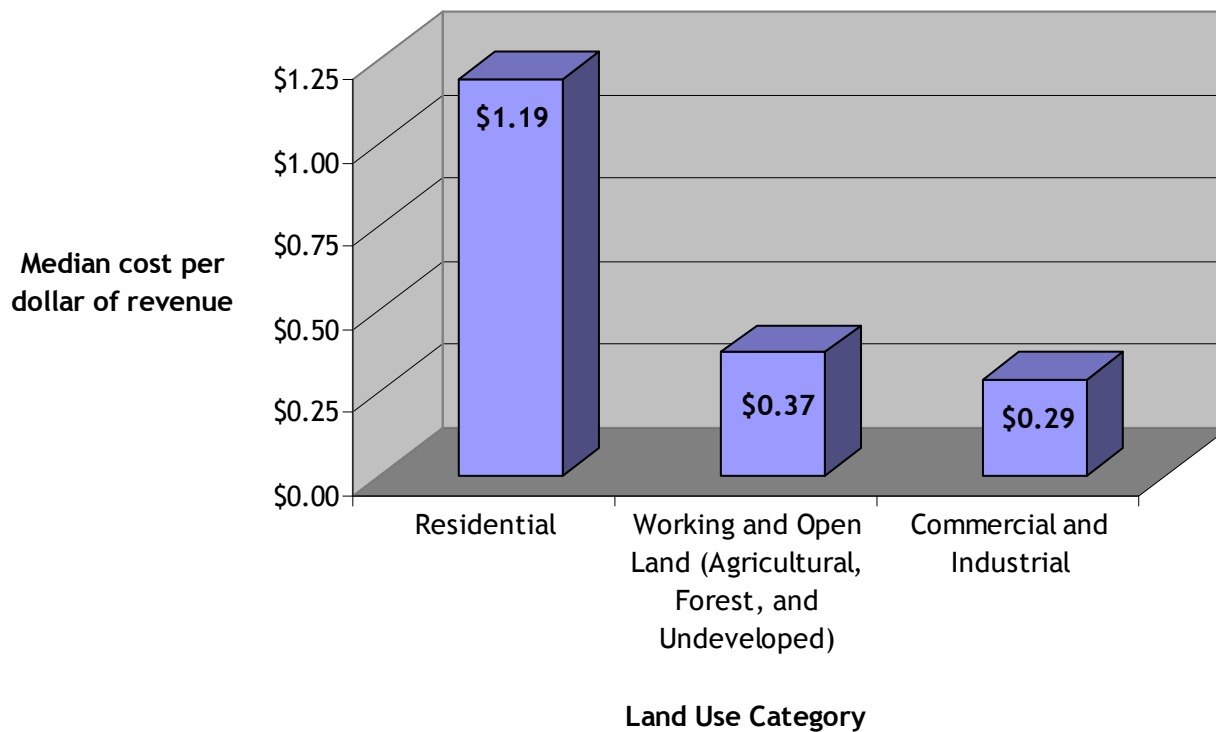
- The proximity of growing urban areas, major transportation corridors, and the Town's existing development influence the Town's land use.
 - The proposed Town and City of Milton Intergovernmental Boundary Agreement - 2009 would limit future Town residential development allowing only extremely low-density(1 residence/35 acres) development on approximately 3,955.3 acres of current Town lands.
 - The growing Cities of Janesville and Madison exert regional influence on the Town's land use, as does Interstate 90/39. These urban areas and transportation corridor offer the potential for continued residential and commercial development within the Town.
 - The Newville settlement, located at the Rock River/Interstate 90/39 intersection in the northeast corner of the Town, offers the potential for continued development given its location and existing residential and commercial development.
- The Town has large amounts of publicly-owned (State - WDNR) land in its east-central portion and this ownership pattern will restrict the Town's potential for future development in this area.
- Large-scale agriculture is the dominant land use category in the Town. Lands in this category are being converted to other land use categories, usually small-scale agriculture or low-density residential, at a moderate, steady rate.
- The Town's current zoning ordinance, particularly its Agricultural Two (A-2) and Three (A-3) zoning districts, has the potential to exacerbate the conversion of productive, large-scale agriculture lands to other uses. These two districts were originally

formulated to permit predominately small-scale agriculture land uses, although A-3 district's lots, and smaller lots in the A-2 district, are often not conducive to these uses. Thus, much of the land in these zoning districts is residential.

Additionally, the Town's zoning ordinance provides the Town no regulatory authority to review land divisions of 35 acres or greater. Thus, if an 80-acre parcel of prime farmland were proposed to be divided into two 40-acre parcels, with each new parcel to contain a new residence, and with none of the land in the two new parcels to be utilized for agriculture, the Town would have no recourse to review the proposed division.

- The Town will need to ensure consistency between its Zoning (Map 2.2 of this *Plan*) and Future Land Use (Map III.I of this *Plan*) Maps, per State of Wisconsin Statute 66.1001. Additionally, the State of Wisconsin Department of Agriculture (DATCP) requires certification of the Town's Zoning Map to ensure the Town's agricultural landowners are eligible for DATCP's Farmland Preservation Program.
- The Town's historical and current land use data is incomplete.
- Additional residential, commercial, and industrial acreages in the Town, as well as acreages annexed by the City of Milton, through 2035, will likely come from lands currently categorized as large-scale agriculture. Thus, hundreds to thousands of acres of the Town's land, currently categorized as large-scale agriculture will be converted to residential and commercial/industrial categories.
- There is potential for land use conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- The Town is currently working with the City of Milton to develop an Intergovernmental Boundary Agreement, delineating areas in which the City has review authority over proposed Town development.
- The City of Janesville's ETJ area (extending 3 miles out from the City's boundaries) allows the City review authority over any proposed Town development within this area. The City's ETJ area extends into the southwestern portion of the Town.
- Residential development is often viewed as an opportunity to increase a rural community's tax revenue. Cost of community services (COCS) studies examine cost (public services) incurred versus revenue (taxes) generated for various land uses. Figure 2.12 displays the median cost incurred per dollar of revenue generated for various land uses of 121 COCS studies conducted for various government units throughout the Country from 1989 to 2006.

**Figure 2.12:
Cost of Community Services: 1989 - 2006**



Source: Fact Sheet Cost of Community Studies - American Farmland Trust 2006

Figure 2.12 indicates Residential land uses incur more cost than revenue generated while Working and Open Lands, and Commercial and Industrial land uses incur less cost than revenue generated. It is important to note that Residential land uses indirectly generate revenue that is not captured in COCS studies (e.g. Commercial land uses are often dependent on large populations indicative of Residential land uses).

- The Town's Residential land use category entails by far the largest total equalized value and has historically exhibited the largest increases in total equalized value of all land use categories, as determined by WDOR. However, these values and the subsequent tax revenue gained, must be weighted against data presented in COCS studies, as per Figure 2.12, and the Town's desire to retain its rural character.
- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- Consolidated Koshkonong Sanitary District (CKSD), in providing public sewer/water services, offers the potential for commercial and/or industrial land uses in the Town.
- WDNR has future land acquisition plans at Clear Lake and Storrs Lake Wildlife Areas, both located in the Town.
- The Town has one brownfield site within its border, offering the opportunity for public-private partnership redevelopment projects.

Chapter 3 - Agricultural, Natural, and Cultural Resources

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(e), the Agricultural, Natural, and Cultural Resources element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources consistent with zoning limitations under s.295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources".

This Chapter provides information on the Town's agricultural, natural, and cultural resources.

3.1. introduces the concept of agricultural, natural, and cultural resources planning. 3.2. inventories the Town's agricultural, natural, and cultural resources, whereas 3.3. identifies resource issues.

3.1. Agricultural, Natural, and Cultural Resources Planning

Agricultural, natural, and cultural resources provide a rural community with an identity and many of the intangibles vital for a high quality of life. Productive agricultural and wooded lands, lakes and rivers, abundant wildlife, and significant cultural sites are all amenities of vibrant, diverse, and stable rural communities. Planning for responsible management of agricultural, natural, and cultural resources is necessary if a rural community is to maintain its identity and high quality of life.

The Town is a rural community, containing an abundance of agricultural, natural, and cultural resources. Development within its borders, and encroaching development of nearby urban areas, is threatening these resources. Thoughtful and comprehensive resource planning will allow the Town to maintain its agricultural, natural, and cultural resource base, while concurrently reaping the benefits of development.

3.2. Agricultural, Natural, and Cultural Resources Inventory

Inventoring a rural community's agricultural, natural, and cultural resources is a vital initial step in ensuring protection, preservation, and responsible management of these resources. The following identifies the Town's agricultural, natural, and cultural resources.

Agricultural Resources

Agricultural resources, in the form of productive agricultural lands, and more specifically soils, are vital to a rural community providing it with a socio-economic identity.

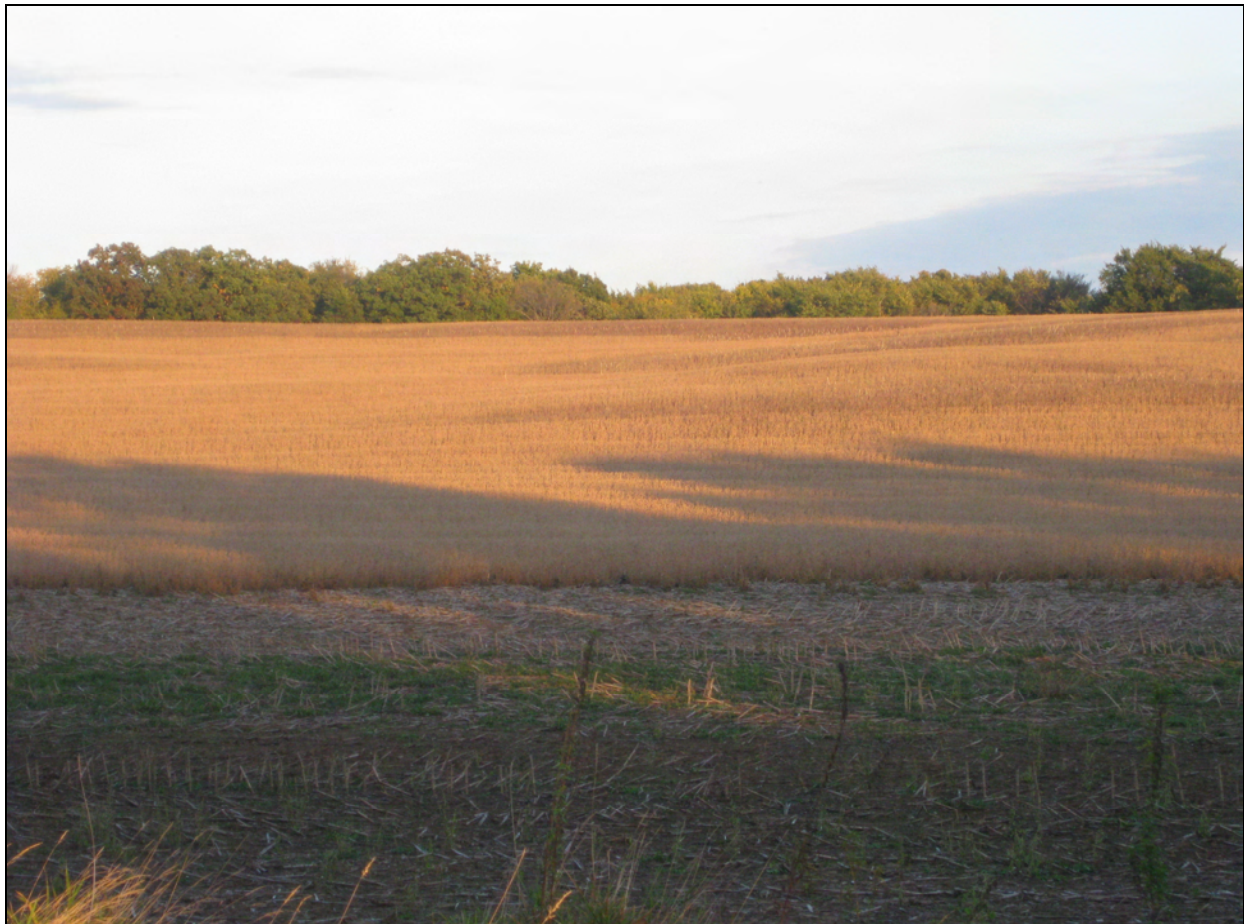
The Town's agricultural resources, its soils, are categorized in this *Plan* according to the Land Evaluation system developed by the United States Department of Agriculture. The Land Evaluation system utilizes three components:

- Prime Farmland Class
This component rates a soil type's major physical and chemical properties affecting agriculture utilization.

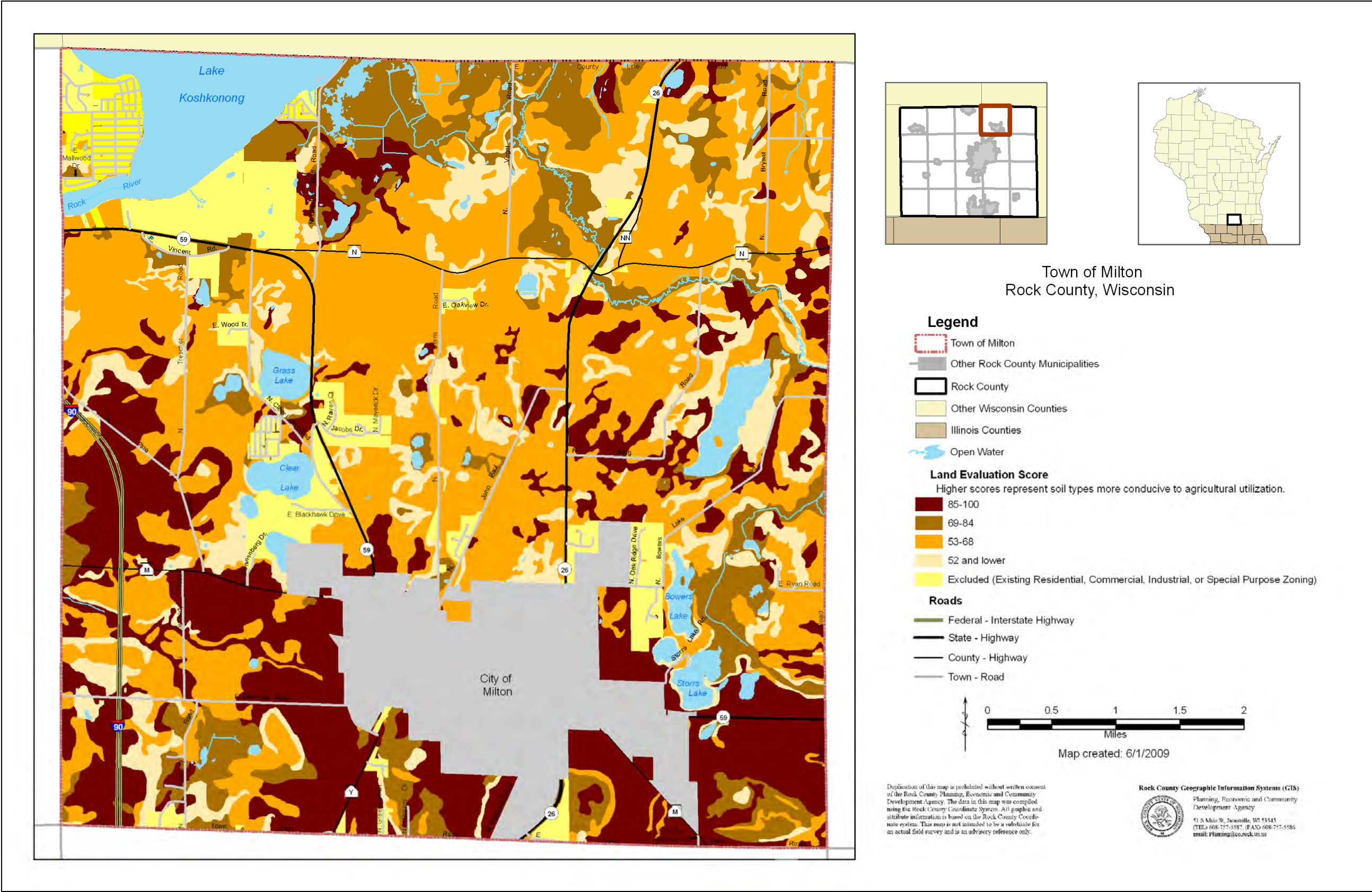
- Land Capability Class
This component rates a soil type's risk of environmental damage (e.g. erosion, etc.), the degree of management concerns, and its limitations for agriculture utilization.
- Agricultural Productivity Index
This component rates a soil type's potential yield of agricultural crops.

A Land Evaluation score is produced for a soil type by summing a soil type's prime farmland score (0-100 multiplied by .15), its land capability class score (0-100 multiplied by .30), and its agricultural productivity index score (0-100 multiplied by .55). A Land Evaluation score of 100 represents a soil type most conducive to agricultural utilization, with decreasing scores representing soil types less conducive to agricultural utilization.

Map 3.1 identifies the Town's agricultural resources (soil types) according to the Land Evaluation system. The Land Evaluation scores for Town soil types, as displayed in Map 3.1, were normalized from scores relative to all soil types in the State of Wisconsin to scores relative to only those soil types located in Rock County.



Map 3.1:
Agricultural Resources



Source: Rock County Planning, Economic & Community Development Agency - 2009

Natural Resources

Natural resources vary, ranging from extractable commodities such as timber and minerals, to features offering outdoor recreational opportunities including wetlands and woodlands, to components of the physical environment that are necessary to sustain life such as fresh water, to areas sensitive to development including floodplains and steep slopes. For the purposes of this *Plan*, natural resources are identified as follows:

- *Surface Water*
These features, including lakes, ponds, rivers, streams, and creeks, are areas in which large amounts of water collect on the earth's surface. These features provide a water supply for various applications required to sustain life and offer various outdoor recreational opportunities. Lake Koshkonong and the Rock River, in the Town's northwest corner, are prominent surface water features in the Town as are Grass and Clear Lakes in its west-central portion, and Bowers and Storrs Lake in its southeast portion.
- *Ground Water*
This feature is water located below the earth's surface in soil pores or rock fractures. This feature also provides a water supply for various applications required to sustain life. Areas in the Town where groundwater is particularly susceptible to contamination due to its proximity to the earth's surface include its northern portion, both to the south and east of Lake Koshkonong, and its eastern portion in close proximity to Otter Creek, and adjacent to Bowers and Storrs Lake in its southeast portion.
- *Shorelands*
These features are areas within 1,000 feet of the ordinary high water mark of a navigable water body (surface water features). Shorelands provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, offer outdoor recreational opportunities, and require development restrictions to ensure mitigation of social costs resulting from development. Prominent shoreland areas in the Town are located adjacent to Lake Koshkonong and the Rock River in its northwest corner, Otter Creek in its northeast portion, Grass and Clear Lakes in its west-central portion, and Bowers and Storrs Lake in its southeast portion.
- *Floodplains*
These features are areas adjacent to surface water features, particularly rivers, subject to periodic, recurring inundation by surface water. Floodplains provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, offer outdoor recreational opportunities, and require development restrictions to ensure mitigation of social costs resulting from development. Prominent floodplain areas in the Town are located adjacent to Lake Koshkonong and the Rock River in the Town's northwest corner, Otter Creek in the Town's northeast portion, and in the Town's southwest portion.
- *Wetlands*
These features, including swamps, marshes, and bogs, are areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support the growth and regeneration of aquatic vegetation. Wetlands perform many functions vital to overall ecosystem system health, including water storage, nutrient cycling, and providing for unique, rare, threatened, and/or endangered vegetative and wildlife habitat, in addition to offering various outdoor recreational opportunities. Prominent

wetland areas in the Town are located in its northern portion, west of Lake Koshkonong, and its eastern portion.

- Hydric Soils

These features are areas of soils containing anaerobic conditions in their upper layers sufficient to support the growth and regeneration of aquatic vegetation. Hydric soils provide many of the same benefits as wetlands, including water storage and nutrient cycling, and require development restrictions to ensure mitigation of social costs resulting from development. Prominent hydric soil areas in the Town are located in its northern portion west of Lake Koshkonong, and its eastern portion.

- Steep Slopes (12% and greater)

These features are areas in which the topography is relatively steep. Steep slopes require development restrictions to ensure mitigation of social costs resulting from development. Prominent steep slope areas in the Town are located in its eastern portion and its west-central portion, in close proximity to Grass and Clear Lakes.

- Depressional Topography

These features, including kettles, are shallow, steep-sided basins or bow-shaped depressions. Depressional topography stores surface water, provides habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, recharges groundwater, and requires development restrictions to ensure mitigation of social costs resulting from development. Prominent depressional topography areas in the Town are located south of State Highway 59/County Highway N.

- Woodlands

These features are areas of relatively dense and contiguous deciduous and/or coniferous vegetation. Woodlands provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, sequester carbon dioxide, provide various commercial products, including lumber and paper, and offer various outdoor recreational opportunities. Prominent woodland areas in the Town are located in its northern portion.

- Vegetation and Wildlife

These features, including prairie grasses, deer, turkey, and coyote, are plants and animals. Healthy and diverse vegetative and wildlife communities are often indicative of overall ecosystem health, in addition to offering various outdoor recreational opportunities. The County undertook a *Natural Areas Survey* in 2001, identifying areas containing significant vegetation demonstrative of native ecology. These areas, beyond supporting unique, rare, threatened, and/or endangered vegetation and wildlife, offer a glimpse into the ecological past, and provide various outdoor recreational opportunities. Thirteen natural areas are located in the Town, including:

- o *Koshkonong Wetland*: A privately-owned 188-acre floodplain woodland in the Town's northeast portion
- o *Fair Meadows*: A privately-owned 5-acre prairie remnant in the Town's north-central portion
- o *Thiebeau Marsh*: A privately-owned 142-acre wetland/cattail marsh on the Town's north-central border
- o *Koshkonong Lake Access*: A publicly-owned (County Park) 23-acre floodplain/woodland in the Town's northwest corner

- o *Newville Carr*: A privately-owned 29-acre wetland in the Town's northwest portion
- o *Otter Creek Cemetery Prairie*: A publicly-owned (Town) 3-acre prairie in the Town's northeast portion
- o *Camp Wakonda Prairie*: A privately-owned small (less than .5 acres) prairie in the Town's northeast portion
- o *Camp Wakonda Woods*: A privately-owned 38-acre oak woodland in the Town's northeast portion
- o *Otter Creek Springs*: A privately-owned 3-acre artesian spring complex in the Town's northeast portion
- o *Cranberry Marsh*: A privately-owned 16-acre wetland/bog in the Town's northwest portion
- o *Grass Creek*: A privately-owned 77-acre wetland/lake in the Town's northwest portion
- o *Storrs Lake Marsh and Woods*: A publicly-owned (WDNR) 63-acre wetland/cattail marsh/woodland in the Town's southeast portion
- o *Milton Prairie*: A privately-owned 3-acre prairie on the Town's south-central border

Additionally, the WDNR maintains a Natural Heritage Inventory for the State of Wisconsin, listing all vegetation and wildlife designated by Federal/State agencies as unique, rare, threatened, and/or endangered. Figure 3.1 identifies all vegetation and wildlife identified in the Inventory and located in the Town.

**Figure 3.1:
WDNR Natural Heritage Inventory**

Common Name (Latin Name)	Type	State Status	Federal Status
American Eel (<i>Anguilla Rostrata</i>)	Fish	Special Concern	None
Purple Milkweed (<i>Asclepias Purpurascens</i>)	Plant	Endangered	None
Richardson Sedge (<i>Carex Richardsonii</i>)	Plant	Special Concern	None
Hill's Thistle (<i>Cirsium Hillii</i>)	Plant	Threatened	None
Northern Yellow Lady's Slipper (<i>Cypripedium Parviflorum</i> Var. M)	Plant	Special Concern	None
Blanding's Turtle (<i>Emydoidea Blandingii</i>)	Turtle	Threatened	None
Redfin Shiner (<i>Lythrurus Umbratillis</i>)	Fish	Threatened	None
Prairie Vole (<i>Microtus Orchrogaster</i>)	Mammal	Special Concern	None
Prairie White-Fringed Orchid (<i>Platanthera Leucophaea</i>)	Plant	Endangered	Listed Threatened
Prairie Parsley (<i>Polytaenia Nuttallii</i>)	Plant	Threatened	None
Franklin's Ground Squirrel (<i>Spermophilus Franklinii</i>)	Mammal	Special Concern	None

Source: State of Wisconsin Department of Natural Resources Natural Heritage Inventory Program - 2008

- **Non-Metallic Minerals**

These features, including gravel and limestone, are rocks, minerals, or sediments (not including metal ores, fossil fuels, and gemstones). Non-metallic minerals are a commodity having a quantifiable market value and are often utilized in construction projects, including road-building. One active non-metallic mineral mining site, totaling approximately 45 acres, is located in the Town's southeast portion.

Oversight, through management and regulation, of the Town's natural resources is provided by various governmental levels, including Federal/State, County, and Town. Government oversight of the Town's natural resources may be provided by one governmental level, or in concert by various levels. Figure 3.2 identifies the Town's natural resources and those governmental levels responsible for oversight.

**Figure 3.2:
Natural Resources and Government Oversight (Management/Regulation)**

Natural Resource	Government Oversight (Management/Regulation)			
	Federal/State	County	Town	None
Surface Water	x			
Ground Water	x	x		
Shorelands		x	x	
Floodplains		x	x	
Wetlands	x		x	
Hydric Soils		x *	x	
Steep Slopes (20% and greater)		x *	x *	
Steep Slopes (16%-20%)				x
Steep Slopes (12%-16%)		x *		
Depressional Topography	x *	x *		
Woodlands	x	x *		
Vegetation and Wildlife	x	x	x	
Non-Metallic Minerals	x			

Figure 3.2 indicates Federal/State agencies are responsible for complete oversight of the following natural resources, Surface Water, Ground Water, Wetlands, Vegetation and Wildlife, and Non-Metallic Minerals. Federal/State agencies also have limited oversight of Woodlands. Oversight of these natural resources at the Federal/State level is provided through various agencies, including but not limited to, the United States Environmental Protection Agency (EPA) and the WDNR.

Figure 3.2 indicates the County is responsible for complete oversight of the following natural resources, Ground Water, Shorelands, Floodplains, and Non-Metallic Minerals. The County also has limited oversight of Hydric Soils, Steep Slopes (16% and greater), Depressional Topography, Woodlands, and Vegetation and Wildlife. Oversight of these natural resources at the County level is provided through the County's Zoning (Chapter 32-Municipal Code of the County of Rock) and Non-Metallic Mining Reclamation (Chapter 28-Municipal Code of the County of Rock) Ordinances, among other regulations.

Figure 3.2 indicates the Town is responsible for oversight of the following natural resources, Shorelands, Floodplains, Wetlands, Hydric Soils, and Non-Metallic Minerals. The Town also has limited oversight of Steep Slopes (20% and greater). Oversight of these natural resources

*Indicates limited oversight by governmental level.

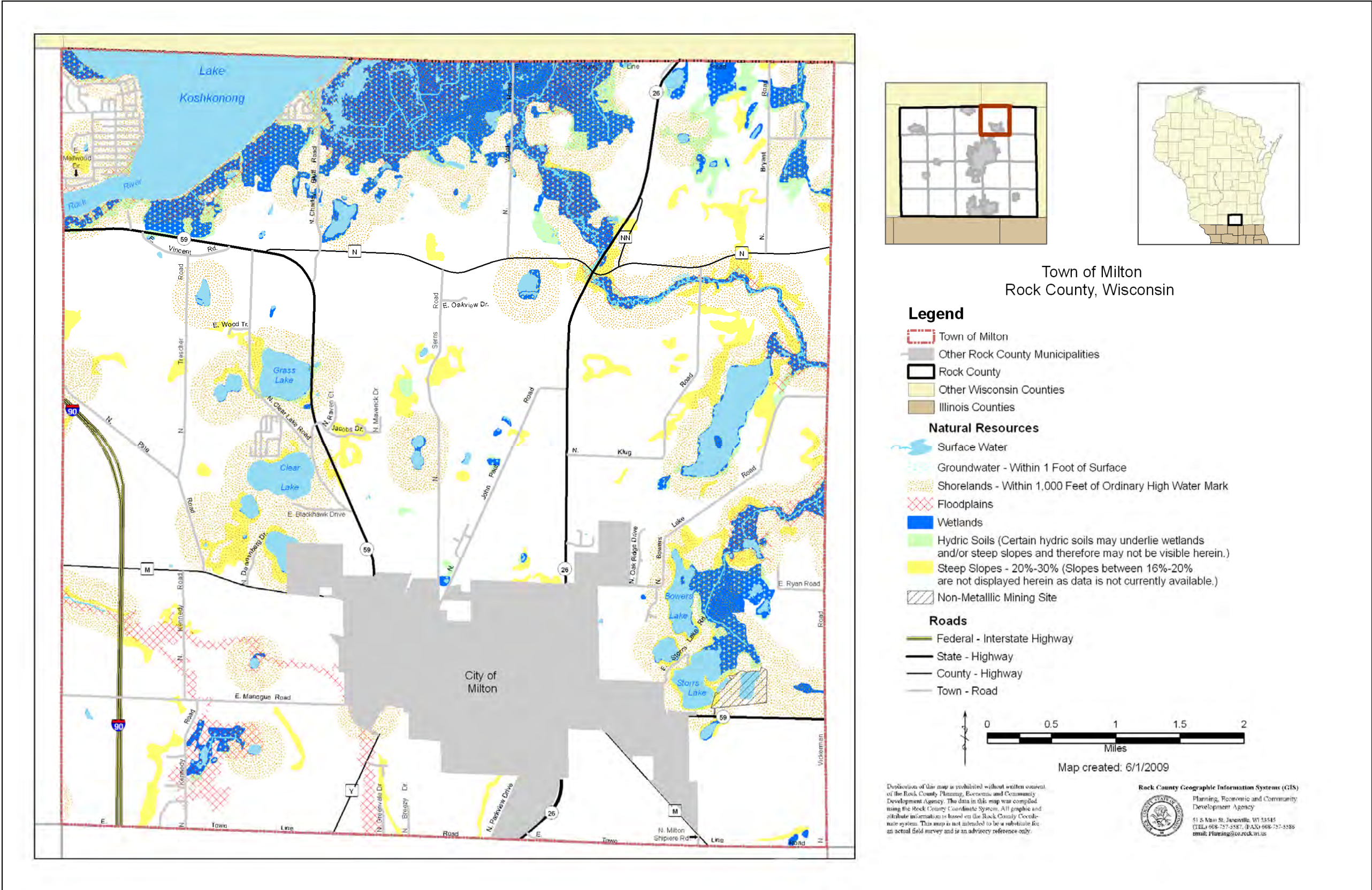
at the Town level is provided through the Town's Zoning Ordinance (Chapter 425), specifically its C-1 Lowland Conservancy (Overlay) and C-2 Highland Conservation (Overlay) districts, among other regulations.

Figure 3.2 indicates no government oversight is provided for Steep Slopes (12%-16%). It is important to note that this natural resource may be protected through other means (i.e. a slope of 15% within a shoreland) but no oversight exists (at the time of this Plan's adoption) to specifically address protection of this natural resource.

Map 3.2 displays the location of natural resources in the Town that are subject to complete government oversight by various governmental levels, including Federal/State, County, and Town. Map 3.3 displays the location of those natural resources located in the Town that are subject only to limited or no government oversight.

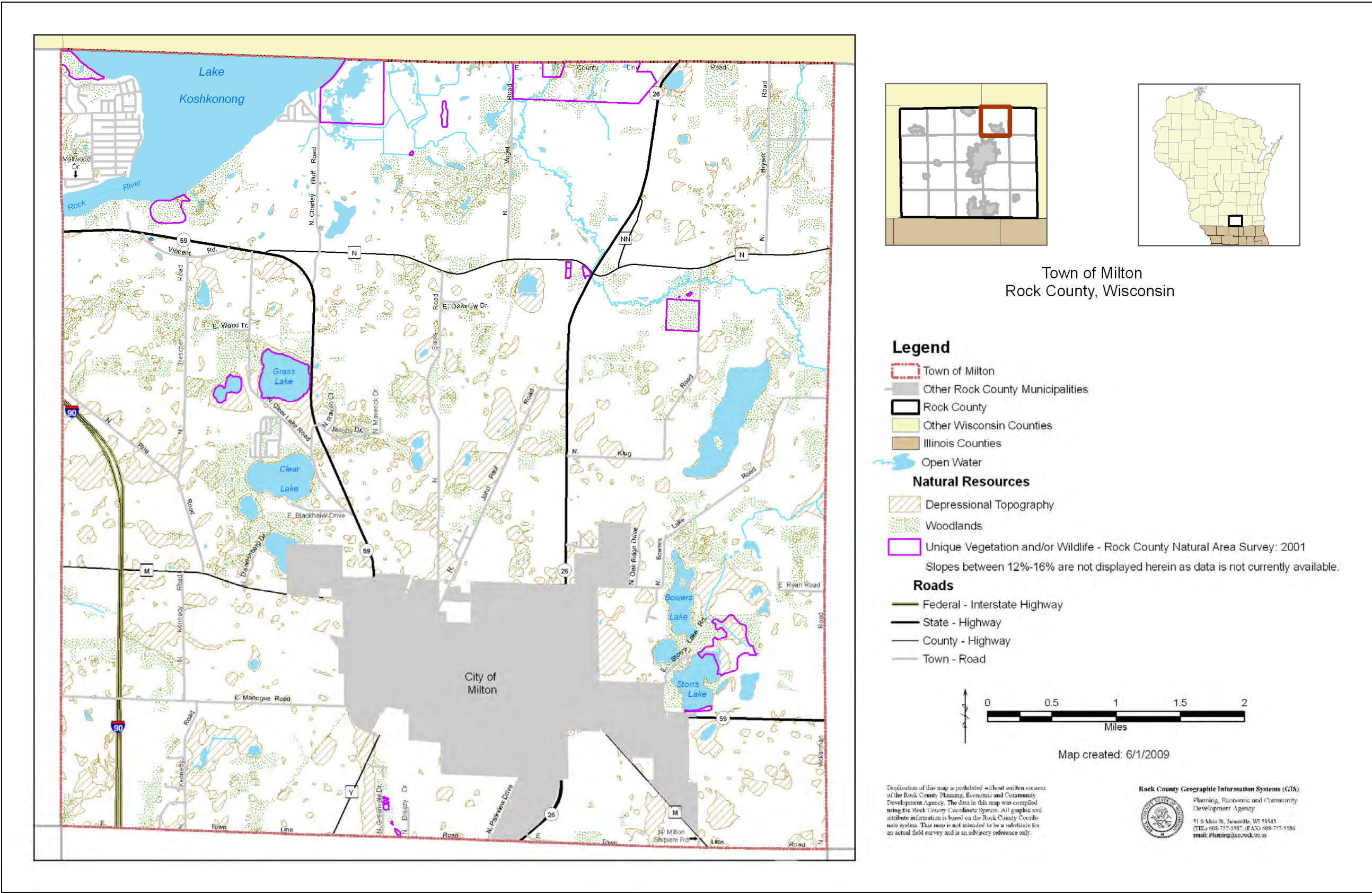


Map 3.2:
Natural Resources: Complete Government Oversight (Management/Regulation)



Source: Rock County Planning, Economic & Community Development Agency - 2009

Map 3.3:
Natural Resources: Limited or No Government Oversight (Management/Regulation)



Source: Rock County Planning, Economic & Community Development Agency - 2009

Cultural Resources

Cultural resources offer insight into a community's past, providing a link to the present and a path to its future. These resources, similar to natural resources, are also varied ranging from historic buildings, including barns and homesteads, to housed collections of antiquated machinery, to areas of archeological significance such as effigy mounds. The State of Wisconsin Historical Society (WHS) administers various cultural resources programs vital in the preservation and interpretation of the Town's history, including:

- *Architecture and History Inventory (AHI) Program*
This Program inventories buildings, structures, and objects that illustrate the State's unique history. However, the Program is not comprehensive and its information dated as some properties in the Inventory may be altered or no longer exist.
- *Archaeological Sites Inventory (ASI) Program*
This Program lists archaeological and cultural sites, including effigy mounds and cemeteries. This Program includes only sites that have been reported to WHS. WHS estimates that less than 1% of ASI sites Statewide have been identified.
- *Historical Markers Program*
This Program consists of more than 470 official State markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, State, or national significance.

The Town's cultural resources include the 60 AHI properties, 52 ASI sites, one historical marker, and various other properties and sites located in the Town. Prominent cultural resources in the Town include:

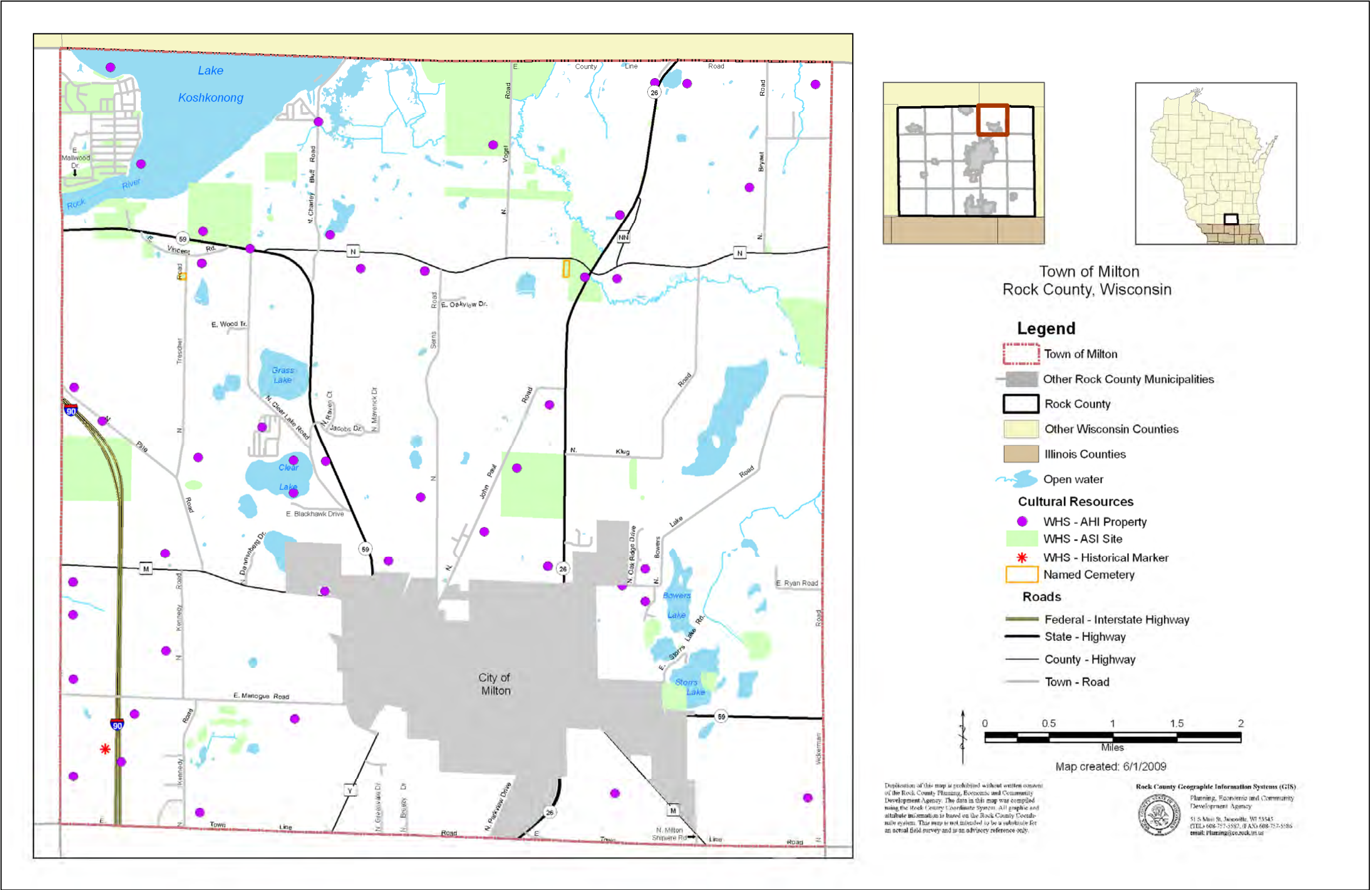
- *Rock River and Town of Milton (Otter Creek) Cemeteries*
These ASI sites contain headstones dating from the 19th century. Town of Milton (Otter Creek) Cemetery is located near the intersection of County Highway N and State Highway 26 in the Town's northeast portion, whereas Rock River Cemetery is located south of State Highway 59 in the Town's northwest portion.
- *The Lake House Inn*
This AHI property, built in the late 1800's in Newville's Maple Beach, originally served as a hotel and now houses a rustic restaurant.
- *Charley Bluff Subdivision*
This subdivision, on the eastern shore of Lake Koshkonong, was settled in the late 1800's and contains a diverse mix of housing, parks, and businesses.
- *Lake Koshkonong Residential Subdivisions*
These residential subdivisions, including Maple Beach, Mallwood, Bay View Estates, and Cooper's Shores, on the Lake's western shore, have a distinct "lake village" character with narrow roads, public lake access, and a diverse mix of homes.
- *Dix Residential Subdivision*
This subdivision, located on the north shores of Clear Lake, began as a resort, later housing an ice works, before becoming the residential settlement it is today.

- *Blackhawk Campground*
This Campground, located on the southeast shore of Lake Koshkonong, began as a summer youth camp in the early 20th century and continues to serve as a popular recreation area.
- *Rock River Industry Historical Marker*
This marker, located at the rest stop on Interstate 90/39 in the southwest portion of the Town, commemorates the vital role industry played in the growth and development of the County.

Map 3.4 displays the location of cultural resources in the Town.



Map 3.4:
Cultural Resources



Source: Rock County Planning, Economic & Community Development Agency - 2009

3.2. Agricultural, Natural, and Cultural Resource Issues

The following identifies the Town's agricultural, natural, and cultural resource issues derived from both analysis of the agricultural, natural, and cultural resource inventory as provided in 3.2. and *Citizen Participation Plan* activities.

- Some of the Town's agricultural resources have been lost through conversion to land uses other than agriculture, particularly residential development.
- The Town's natural resources, particularly those entailing constraints to development (i.e. slopes of 12-16%) and not regulated by any governmental level (Town, County, Federal/State), have been degraded through residential and associated (commercial, transportation, etc.) development.
- The Town's cultural resources, particularly its historic buildings, are not thoroughly inventoried and therefore in danger of degradation and loss.
- Continued agricultural, natural, and cultural resource conversion, degradation, and loss may alter the Town's rural character and identity.
- The Town's current zoning ordinance, particularly its Agricultural (A-2) and (A-3) zoning districts, has the potential to exacerbate the conversion of productive, large-scale agriculture resources to other uses. These two districts were originally formulated to permit small-scale agriculture land uses, although A-3 district's lots, and smaller lots in the A-2 district, are often not conducive to these uses. Thus, much of the land in these zoning districts is not utilized for agriculture.

Additionally, the Town's zoning ordinance provides the Town no regulatory authority to review land divisions of 35 acres or greater. Thus, if an 80-acre parcel of agricultural land was proposed to be divided into two 40-acre parcels, with each new parcel to contain a new residence, and with none of the land in the two new parcels to be utilized for agricultural, the Town would have no recourse to review the proposed division.

- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots, located in relative isolation from other, compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- WDNR has future land acquisition plans at Clear Lake and Storrs Lake Wildlife Areas, both located in the Town.
- The County will be revising and updating their Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock), including revising policies regarding identification and protection of natural resources, currently known as Environmentally Significant Open Space Areas (ESOSA).

Chapter 4 - Housing

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(b), the Housing Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock".

This Chapter provides information on housing in the Town. 4.1. introduces the concept of housing planning. 4.2. inventories housing in the Town, whereas 4.3. identifies Town housing issues.

4.1. Housing Planning

Housing, beyond fulfilling a basic need, aids a community in achieving a desired growth pace and pattern. Important land use choices that shape and define a community's identity are often dictated by existing or potential housing.

The housing planning and development pattern prevalent in the United States since the early 1950's has consisted predominately of single-family homes on relatively large lots, often segregated from differing though compatible land uses. Recently, the benefits of locating varying housing types on smaller lots and in close proximity to other compatible land uses, including commercial, governmental/institutional, and open space, have been recognized. Planning and developing housing in this manner aids in reducing environmental degradation and government services cost.

A community undertakes housing planning with the aim of ensuring its residents quality, affordable, diverse, and suitably-located housing. Responsible and comprehensive housing planning consists of utilizing existing programs and services, and new and innovative trends and techniques, to encourage the orderly development of new housing and the maintenance and rehabilitation of existing housing, to satisfy current and projected housing demand.

In planning for the future, a rural community is tasked with preserving its agricultural resources while concurrently allowing for responsible, appropriate growth, most often characterized in new housing development. Projected Town growth through 2035 will require thoughtful and comprehensive housing planning, utilizing existing programs and services, as well as new and innovate trends and techniques, to ensure quality, affordable, and diverse housing in a range of locations for its growing population.

4.2. Housing Inventory

Inventorying a community's housing provides valuable insight into its present housing conditions and historic housing trends, vital in determining its desired future housing conditions. The following inventories housing in the Town, utilizing the following categories:

- Existing Housing
- Housing Trends
- Housing Projections

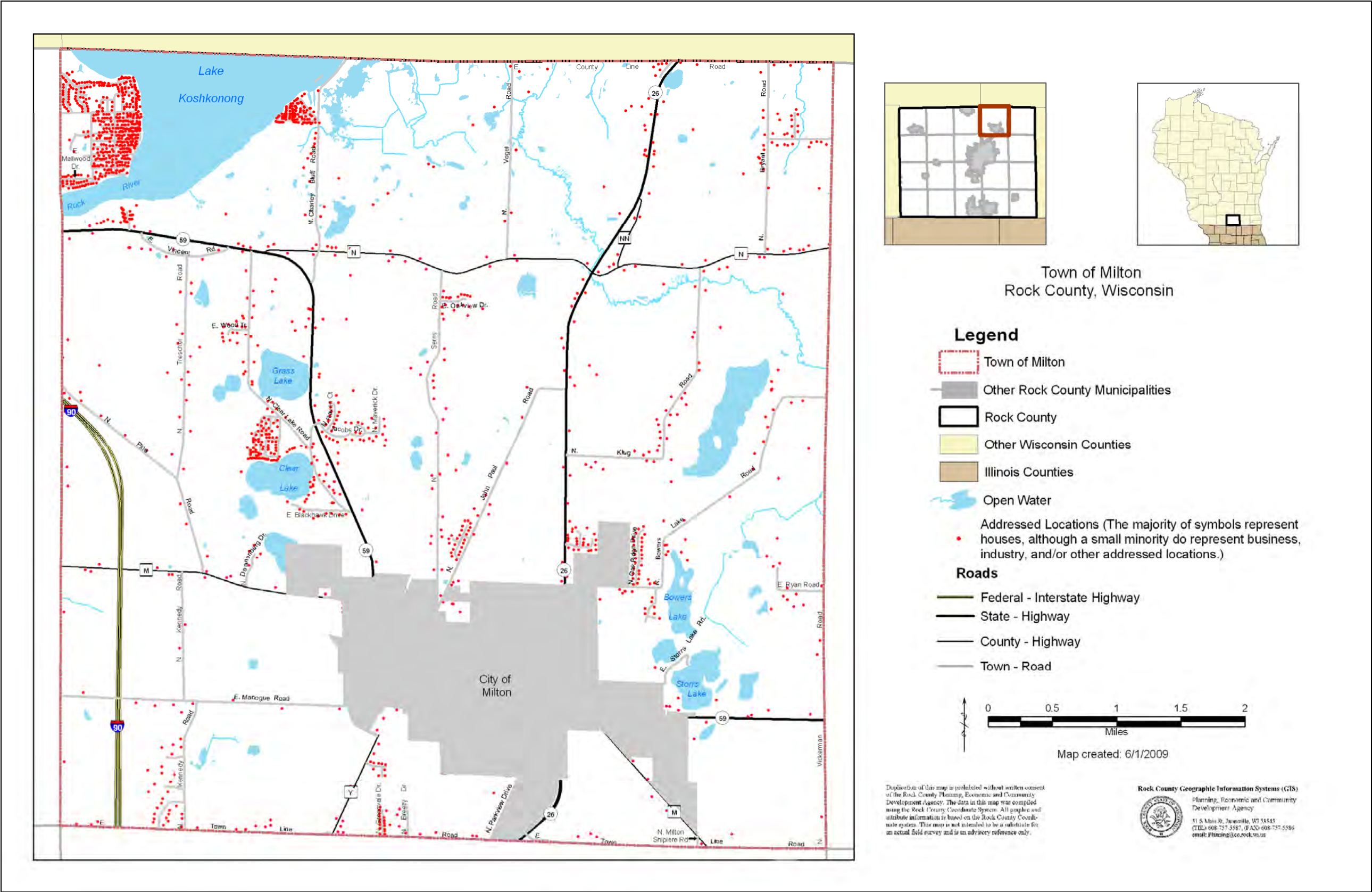
Existing Housing

The majority of housing in the Town consists of single-family unit structures of varying age and value located on both small residential lots and large agricultural parcels, in relative isolation from other compatible land uses. Housing in the Town has historically consisted predominately of scattered farmsteads and smaller seasonal homes on small lots (1 acre or less) located in the Newville area, along Lake Koshkonong and the Rock River, adjacent to the Interstate 90/39 - State Highway 59 interchange. Larger year-round non-farm residences have emerged in recent years, particularly single-family unit structures on large non-agricultural (1 to 15 acre) lots. Residential clusters, entailing single-family unit structures on small (1 acre or less) lots are prevalent in the Newville area adjacent to the Interstate 90/39 - State Highway 59 interchange, and in the Grass and Clear Lake areas in the west-central portion of the Town, north of the City of Milton.

Map 4.1 displays the location of addressed locations in the Town in 2008, the majority of which are houses.



Map 4.1:
Housing: Addressed Locations



Source: Rock County Planning, Economic & Community Development Agency - 2009

For the purposes of this *Plan* a housing unit is defined as any structure capable of serving as a residence and a household is defined as any housing unit occupied or otherwise inhabited. A housing unit is classified as unoccupied if it is in the process of being sold or rented, is a seasonal/vacation home, or is abandoned or otherwise uninhabitable. Figure 4.1 displays housing units, households, and persons per household in the Town in 2000.

Figure 4.1:
Housing Units, Households, and Persons Per Household: 2000

Housing Units	1,277
Households	1,061
Persons Per Household	2.68

Source: United States Bureau of the Census - 2000

Figure 4.1 indicates the Town had 1,277 housing units, 1,061 households, and 2.68 persons per household in 2000.

Figure 4.2 displays occupancy and vacancy of housing, and occupant type, in the Town in 2000.

Figure 4.2:
Occupancy and Vacancy: 2000

Occupancy and Vacancy	Housing Units	
	Number	Percent
Occupied (Households)	1,061	83.1%
Homeowner	920	72.1%
Renter	141	11.0%
Vacant	216	16.9%
Seasonal, Recreational, or Occasional Use	171	13.4%
Homeowner and Renter	45	3.5%
TOWN TOTAL	1,277	100.0%

Vacancy Rate	
Homeowner	2.3%
Renter	2.8%
Overall (Homeowner and Renter)	3.5%

Source: United States Bureau of the Census - 2000

Figure 4.2 displays 83.1% (1,061) of housing units in the Town were occupied in 2000, indicating an overall vacancy rate of 16.9% (216). The majority of these vacant housing units (13.4% and 171) are categorized as Seasonal, Recreational, or Occasional Use and located on the western shores of Lake Koshkonong in the northwest corner of the Town. Figure 4.2 indicates the Town's Overall (Homeowner and Renter) vacancy rate was 3.5% in 2000. Figure 4.2 also indicates the majority (920 and 72.1%) of occupied housing units (households) in the Town were occupied by a Homeowner in 2000.

Figure 4.3 displays housing in the Town by structural type in 2000.

Figure 4.3:
Structural Type: 2000

Structural Type	Housing Units	
	Number	Percent
1 Unit (Detached)	1,202	94.1%
1 Unit (Attached)	19	1.5%
2 Units	21	1.6%
3 or 4 Units	0	0.0%
5 to 9 Units	8	0.6%
10 to 19 Units	0	0.0%
20 or More Units	0	0.0%
Mobile Home	27	2.1%
TOWN TOTAL	1,277	100.0%

Source: United States Bureau of the Census - 2000

Figure 4.3 indicates the majority (1,202 and 94.1%) of housing units in the Town in 2000 were 1 Unit (Detached), indicating a single-family unit separate from any other building or unit. Figure 4.3 also indicates the Mobile Home category composed the second largest (27 and 2.1%) structural housing type in the Town in 2000.

Figure 4.4 displays the age of housing in the Town in 2000.

Figure 4.4:
Age: 2000

Age	Housing Units	
	Number	Percent
10 years or less	275	21.5%
11 to 20 years	121	9.5%
21 to 30 years	218	17.1%
31to 40 years	93	7.3%
41 to 60 years	258	20.2%
61 years or more	312	24.4%
TOWN TOTAL	1,277	100.0%

Source: United States Bureau of the Census - 2000

Figure 4.4 indicates 21.5% (275) of housing units in the Town were aged 10 years or less, and 24.4% (312) were aged 61 years or more in 2000.

Figure 4.5 displays the value of specified homeowner households in the Town in 2000.

Figure 4.5:
Value: 2000

Value	Specified Homeowner Households	
	Number	Percent
\$49,999 and less	25	3.2%
\$50,000 to \$99,999	190	24.5%
\$100,000 to \$149,999	229	29.6%
\$150,000 to \$199,999	203	26.2%
\$200,000 to \$299,999	103	13.3%
\$300,000 to \$499,999	16	2.1%
\$500,000 to \$999,999	8	1.0%
\$1,000,000 or more	0	0.0%
TOWN TOTAL	774	100.0%
MEDIAN VALUE	\$138,700	

Source: United States Bureau of the Census - 2000

Figure 4.5 indicates the largest percent (29.6%) of specified homeowner households in the Town were valued between \$100,000 to \$149,999 in 2000. Figure 4.5 also indicates the Town's median value for specified homeowner households in 2000 was \$138,700.

Figure 4.6 displays housing affordability in the County and Town in 2000 and 2006. Figure 4.6 displays the median home sale price, median household income, and median household income as percent of median home sale price in the Town in 2000 and the County in 2006, comparing it to neighboring counties.

Figure 4.6:
Affordability: Sale Price and Income: 2000 and 2006

Community	Median Home Sale Price	Median Household Income	Median Household Income as Percent of Median Home Sale Price
Town of Milton (2000)	\$132,333	\$60,151	45.4%
Rock County (2006)	\$128,700	\$46,190	35.9%
Dane County (2006)	\$214,600	\$57,693	26.9%
Walworth County (2006)	\$194,000	\$51,846	26.7%
Green County (2006)	\$145,000	N/A	N/A
Jefferson County (2006)	\$172,000	\$50,852	29.6%

Source: Wisconsin Realtors Association - 2008

United States Bureau of the Census - 2006

Rock County Planning, Economic & Community Development Agency - 2008

Figure 4.6 indicates that in 2006 median household income in the County, as a percent of median home sale price, was 35.9%, higher than all neighboring Counties. Figure 4.6 also indicates that median household income in the Town, as a percent of median home sale price was 45.4% in 2000, approximately 9.5% higher than the County in 2006.

Figure 4.7 also displays housing affordability in the Town in 2000 identifying monthly homeowner costs and rent (gross) as a percent of household income for specified households in the Town.

Figure 4.7:
Affordability: Housing Costs and Income: 2000

Monthly Homeowner Costs As Percent of Household Income	Specified Homeowner Households	
	Number	Percent
19.9% or less	398	51.4%
20.0 - 24.9%	143	18.5%
25.0 - 29.9%	65	8.4%
30.0 - 34.9%	65	8.4%
35.0% or more	99	12.8%
Unknown	4	0.5%
TOWN TOTAL	774	100.0%

Rent (Gross) As Percent of Household Income	Specified Renter Households	
	Number	Percent
19.9% or less	63	52.5%
20.0 - 24.9%	9	7.5%
25.0 - 29.9%	11	9.2%
30.0 - 34.9%	3	2.5%
35.0% or more	20	16.7%
Unknown	14	11.7%
TOWN TOTAL	120	100.0%

Source: United States Bureau of the Census - 2000

Figure 4.7 indicates 51.4% (398) of specified homeowner households in the Town paid 19.9% or less of their income towards homeownership costs in 2000. Figure 4.7 also indicates 52.5% (63) of specified renter households in the Town paid 19.9% or less of their income towards rent, whereas 16.7% (20) paid 35.0% or more during this same year.

Figure 4.8 displays home sales and the ratio of home sales to population in the Town and County in 2006, in comparison to neighboring communities.

Figure 4.8:
Sales: 2006

Community	Home Sales	Home Sales: Population
Town of Milton	44	1 : 68
Rock County	2,215	1 : 72
Dane County	6,841	1 : 68
Walworth County	1,565	1 : 64
Green County	393	1 : 92
Jefferson County	810	1 : 99

*Source: Wisconsin Realtors Association - 2008
Rock County Planning, Economic & Community Development Agency - 2008
United States Bureau of the Census - 2006*

Figure 4.8 indicates the Town had 44 home sales, a Home Sales : Population ratio of 1 : 68 in 2006. Figure 4.8 indicates the County had 2,215 home sales in 2006, a ratio of 1 home sale for every 72 people in the County during this same year. Figure 4.8 indicates the Town's Home Sales : Population ratio (1 : 68) was in the lower range (more home sales per person) in comparison to neighboring communities in 2006.

Housing Trends

Figure 4.9 displays housing units, households, and persons per household in the Town from 1980 to 2000.

Figure 4.9:
Housing Units, Households, and Persons Per Household: 1980 - 2000

	1980	1990	2000	Change: 1980-2000	
				Number	Percent
Housing Units	1,041	1,100	1,277	236	22.7%
Households	918	864	1,061	143	15.6%
Persons Per Household	2.51	2.72	2.68	0.17	6.7%

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 4.9 indicates the Town has seen an additional 236 housing units and 143 households, an increase of 22.7% and 15.6% respectively, from 1980 to 2000. Figure 4.9 indicates the Town has seen an increase (.17 and 6.7%) in persons per household during this same time period.

Figure 4.10 displays occupancy and vacancy of housing, and occupant type, in the Town from 1980 to 2000.

**Figure 4.10:
Occupancy and Vacancy: 1980 - 2000**

Occupancy and Vacancy	Housing Units							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied (Households)	770	83.9%	864	78.5%	1,061	83.1%	291	-0.8%
Homeowner	606	66.0%	694	63.1%	920	72.0%	314	6.0%
Renter	164	17.9%	170	15.5%	141	11.0%	-23	-6.8%
Vacant	148	16.1%	236	21.5%	216	16.9%	68	0.8%
Seasonal, Recreational Or Occasional Use	102	11.1%	180	16.4%	171	13.4%	69	2.3%
Homeowner and Renter	46	5.0%	56	5.1%	45	3.5%	-1	-1.5%
TOWN TOTAL	918	100.0%	1,100	100.0%	1,277	100.0%	N/A	N/A

Vacancy Rate	1980	1990	2000	Change: 1980-2000
Homeowner	N/A	3.3%	2.3%	N/A
Renter	N/A	2.9%	2.8%	N/A
Overall (Homeowner and Renter)	5.0%	5.1%	3.5%	-1.5%

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 4.10 indicates the Town has not seen a significant increase or decrease in the housing vacancy rate from 1980 to 2000. Figure 4.10 indicates the Overall (Homeowner and Renter) vacancy rate has decreased by 1.5% from 1980 to 2000.

Figure 4.11 displays monthly homeowner costs and rent (gross) as a percent of household income in the Town from 1990 to 2000.

**Figure 4.11:
Affordability: 1990 - 2000**

Monthly Homeowner Costs As Percent of Household Income	1990	2000	Change: 1990-2000
19.9% or less	56.1%	51.4%	-4.7%
20.0 - 24.9%	18.6%	18.5%	-0.1%
25.0 - 29.9%	7.5%	8.4%	0.9%
30.0 - 34.9%	6.1%	8.4%	2.3%
35.0% or more	11.0%	12.8%	1.8%
Unknown	0.7%	0.5%	-0.2%
TOWN TOTAL	100.0%	100.0%	N/A

Rent (Gross) As Percent of Household Income	1990	2000	Change: 1990-2000
19.9% or less	55.7%	52.5%	-3.2%
20.0 - 24.9%	12.2%	7.5%	-4.7%
25.0 - 29.9%	4.6%	9.2%	4.6%
30.0 - 34.9%	6.1%	2.5%	-3.6%
35.0% or more	13.7%	16.7%	3.0%
Unknown	7.6%	11.7%	4.1%
TOWN TOTAL	100.0%	100.0%	N/A

Source: United States Bureau of the Census - 1990 and 2000

Figure 4.11 indicates specified homeowner households in the Town who pay 19.9% or less of their monthly income towards homeowner costs experienced the largest decrease (4.7%) from 1990 to 2000, whereas the combined categories of those who pay 30.0 - 34.9% and 35.0% or more experienced the largest increase (5.1%). Figure 4.11 also indicates specified renter households in the Town who pay 20.0 - 24.9% of their income towards rent (gross) experienced the largest decrease (4.7%), from 1990 to 2000, whereas those who pay 25.0 - 29.9% experienced the largest increase (4.6%).

Figure 4.12 displays home sales and the home sales to population ratio in the Town from 2000 to 2005.

Figure 4.12:
Sales: 2000 - 2005

Year	Home Sales	Home Sales : Population
2000	40	1 : 71
2001	36	1 : 79
2002	48	1 : 59
2003	49	1 : 58
2004	47	1 : 61
2005	57	1 : 50
TOWN TOTAL	277	N/A
ANNUAL AVERAGE	46.2	1 : 63

Source: Wisconsin Realtors Association - 2008
Rock County Planning, Economic & Community Development Agency - 2008

Figure 4.12 indicates the Town has seen a total of 277 home sales from 2000 to 2005, an average of 46.2 per year. Figure 4.12 also indicates the Town's Home Sales : Population ratio has decreased (more home sales per person) over this time period, with an annual average of 1 : 63.

Housing Projections*

Figure 4.13 displays a projection of Town housing units, households, and persons per households, from 2010 to 2035.

Figure 4.13:
Housing Units, Households, and Persons Per Household: 2010 - 2035

	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
Housing Units	1,454	1,551	1,644	1,728	1,805	1,893	439	30.2%
Households	1,208	1,289	1,366	1,436	1,500	1,573	365	30.2%
Persons Per Household	2.60	2.56	2.54	2.52	2.50	2.48	-0.12	-4.5%

Source: State of Wisconsin Department of Administration - 2008
Rock County Planning, Economic & Community Development Agency - 2008

Figure 4.13 indicates the Town will see an additional 439 housing units and 365 households from 2010 to 2035, with 2.48 persons per household in 2035.

*These Projections are presented to serve as a guide for planning purposes, providing only an indication of possible future Town housing conditions and cannot account for the myriad of future factors that may influence future Town housing. For a detailed explanation regarding Projection methodology please see Appendix F.

4.3. Housing Issues

The following identifies the Town's housing issues derived from both analysis of the housing inventory as provided in 4.2. and *Citizen Participation Plan* activities.

- Trends and projections indicate the Town will experience growth in housing units and households. The location, type, quality, value, and cost of these additional housing units/households will greatly influence the Town's growth pace and pattern, and its quality of life.
- The large majority of non-farm housing in the Town has historically been located in close proximity to the City of Milton and Lake Koshkonong. This trend is likely to continue.
- The majority of non-farm housing in the Town is located on large (1-15 acres) non-agricultural lots, located in relative isolation from other, compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new housing development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- The Department of Housing and Urban Development (HUD) recommends an optimal overall vacancy rate of 3% (1.5% - Homeowner and 5.0% - Renter) to ensure a stable housing market and allow for adequate housing choices. The Town's overall (homeowner and renter) vacancy rate is near optimal levels as stated by H.U.D, decreasing over the past 25 years. Near optimal vacancy rates need to be maintained in the Town to ensure both adequate choice for consumers and to stave off the negative effects of high vacancy rates, including decreased economic development, blight.
- Single-family units are the predominant housing structural type located in the Town. Increasing the amounts of other types of housing units will likely aid in ensuring the Town a diverse and dynamic population.
- Almost a quarter of housing in the Town was aged 61 years or more in 2000. Subsequently, Federal, State, and County housing programs and services offering maintenance and rehabilitation should be utilized and gradual turnover to appropriate, responsible new housing, as provided by new development, should be encouraged.
- Housing affordability is a key concern to many Town residents. Although data indicates homeownership in the County and Town is relatively affordable in comparison to surrounding counties, trends indicate that owning and renting a home in the Town is becoming increasingly costly in terms of income versus homeowner/renter costs. H.U.D. purports the average household can afford to pay 30% of their gross income for housing costs, including utilities, insurance, taxes, and maintenance, with 70% of that spent on mortgage payment/rent. Additionally, increasing home prices in Dane County and the recent mortgage crisis are likely to increase barriers to owning a home in the Town. A sufficient supply of affordable housing and rental units need to be available in the Town to ensure a stable and robust housing market.
- Housing sales per person in the County indicate a fairly robust housing market, in comparison to other counties. Town housing sales numbers are similar to those of the County. Maintaining quality housing units of varying age, structure, value, cost, and

location will ensure continued desirable housing sales numbers and stabilization of the Town's housing market.

- The Town has historically experienced a slow, steady rate of decline in persons per household. This trend is likely to continue in the future with a projected 2.49 persons per household in the Town in 2035. For those households on public water and sewer, an average of approximately 2.5 persons per household is the minimum size at which the household is likely able to afford required homeowner/renter costs, increasing to 3.0 for those households with septic/wells.
- The environmental and socio-economic cost of contemporary new housing construction, and maintenance/rehabilitation, energy usage is increasing at an alarming rate.

Chapter 5 - Transportation System

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(c), the Transportation Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation." In addition, the statute stresses the importance of comparing the community's "objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the community."

This Chapter provides information on the Town's transportation system. 5.1. introduces the concept of transportation system planning. 5.2. inventories the Town's transportation system, whereas 5.3. identifies the Town's transportation system issues.

5.1. Transportation System Planning

A community's character is defined by its land use, which in turn is often predicated on the location and type of its transportation system. The land extensive, low-density development pattern prevalent in the United States in the mid to late 20th century illustrates this as population and infrastructure growth was often fueled by the accessibility and connectivity provided by an increasingly extensive road network. Development pressures were evident in areas where road networks were improved and expanded.

Planning for transportation is planning for land-use, one cannot be done without consideration for the other. A well-planned transportation system, composed of an adequate road network *and* other transportation options and infrastructure, can provide various socio-economic and environmental benefits. A poorly planned transportation system, heavily reliant on a single transportation mode, can produce unwanted, negative impacts and distribute them in a disproportionate manner.

The Town's transportation system is dominated by roads and singularly occupied automobiles. The socio-economic cost of reliance on singularly occupied automobiles is increasing at an alarming rate. In addition to maintenance and expansion of the Town's existing road network, the Town will benefit from diversifying its transportation system, including increasing opportunities for alternative transportation modes.

5.2. Transportation System Inventory

Inventoried a community's existing transportation system provides valuable insight, vital in determining its desired future transportation system. The following inventories the Town's transportation system, utilizing the following categories:

- Roads
- Rail
- Air
- Water
- Trails

Roads

- Functional Classification, Jurisdiction Type, and Use

The State of Wisconsin's Department of Transportation (WisDOT) uses a hierarchical functional classification system to identify roads according to their capacity to provide access and/or mobility to users. The following, from WisDOT's Facilities Development Manual Procedure 4-1-15, defines the functional classifications of roads in the Town:

- Principal Arterials
Serving corridor movements having trip length and travel density characteristics of an interstate or an interregional nature, generally all urban areas with a population greater than 50,000 inhabitants
- Minor Arterials
Serving cities, large communities, and other major traffic generators, providing interregional and inter-area traffic movement
- Major Collectors
Serving moderately sized communities, and other inter-area traffic generators, and linking those generators to nearby larger population centers or roads of higher functional classification
- Minor Collectors
Serving all remaining smaller communities, linking locally important traffic generators with the rural hinterland, spaced consistent with population density so as to collect traffic from roads of lower functional classification and bring all developed areas within a reasonable distance to a collector road
- Local Roads
Providing access to adjacent land and for travel over relatively short distances on an inter-township or intra-township basis (All roads not functionally classified as arterials or collectors are designated local roads)

Roads in the Town are also categorized by jurisdictional type, indicating management responsibility, and include:

- Federal
Interstate 90/39, passing through the southwest quarter of the Town, is functionally classified as a principal arterial and exerts a major influence on the Town's development pace and pattern. This Interstate connects the Town to major urban markets to the north (Madison, Wisconsin and Minneapolis/St. Paul, Minnesota) and south (Rockford and Chicago, Illinois). However, the Town does not have direct access to this Interstate. Nearby access points are to the north, just north of the Rock River in the Town of Fulton (State Highway 59) and to the south in the City of Janesville (County Highway Y).
- State
State Highway 26, functionally classified as a principal arterial, and State Highway 59, functionally classified as a minor arterial, provide the Town with regional and statewide access. Both of these highways are currently undergoing realignment projects under the supervision of WisDOT and are scheduled for completion in 2012-2013.

- County
County Highways N, M, and Y, all functionally classified as major collectors, connect the Town with the County's urban areas.
- Town
N. John Paul and N. Charley Bluff Roads are functionally classified as minor collectors, whereas all other Town roads are functionally classified as local, experiencing heavy local and agricultural traffic.

The Town's Federal, State, and County highways accommodate truck traffic. WisDOT designates official truck routes, with multiple routes located in the Town. County highways in the Town are not officially designated WisDOT truck routes although truck traffic is permitted.

Specialized transportation/transit services also utilize roads in the Town. These services include:

- Volunteer Driver Escort Program (RIDES)
This County government program, a component of the County's Council on Aging, located in the City of Janesville, utilizes volunteer drivers to provide transportation outside of the County to the Cities of Madison, Milwaukee, and Monroe, Wisconsin and Rockford, Illinois.
- Rock County Specialized Transit
This County program, a component of the County's Council on Aging, provides specialized transportation services for elderly or disabled persons to all areas within the County.
- State Vanpool Rideshare Program
This State program, based in the City of Madison, provides transportation for commuters to and from the City of Janesville area.
- Van Galder
This private, regional bus line travels between the Cities of Madison and Chicago, Illinois, making a stop in the City of Janesville and also offers charter services for group travel, tour packages, or other special events.
- Greyhound
This private, national bus line has a terminal in the City of Beloit, Wisconsin and provides transportation to locations throughout the nation.

Bicycle and/or pedestrian options are limited on roads in the Town. No roads in the Town have dedicated bicycling lanes, although County bicycling routes do exist, per the County's *Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014*. Pedestrian options are restricted to lightly trafficked Town roads.

- Safety
Automobile crashes are an indicator of overall road safety. WisDOT utilizes a Possible Contributing Circumstances (PCC) system composed of three types, Vehicle, Driver, and Highway, when determining crash causes. Highway is the most relevant PCC type when analyzing the safety of roads in the Town as it conveys information regarding existing road conditions that contribute to crashes. Figure 5.1 displays automobile crashes and Highway PCC's in the State of Wisconsin in 2005.

**Figure 5.1:
Automobile Crashes and Highway Possible Contributing Circumstances (PCC): 2005:
State of Wisconsin**

Highway PCCs	Crash Severity									Total Highway PCCs		
	Fatal Crashes			Injury Crashes			Property Damage Crashes					
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Snow/ice/wet	123	28	151	4,754	4,205	8,959	12,131	10,778	22,909	17,008	15,011	32,019
Visibility obscured	11	3	14	366	739	1,105	582	1,021	1,603	959	1,763	2,722
Construction zone	6	8	14	183	312	495	346	600	946	535	920	1,455
Loose gravel	3	0	3	277	56	333	250	63	313	530	119	649
Other debris	0	0	0	85	54	139	237	126	363	322	180	502
Narrow shoulder	2	0	2	104	9	113	173	18	191	279	27	306
Low shoulder	1	0	1	81	2	83	89	4	93	171	6	177
Soft shoulder	0	1	1	55	8	63	85	9	94	140	18	158
Debris from prior crash	3	1	4	33	10	43	39	29	68	75	40	115
Rough pavement	0	0	0	25	18	43	26	14	40	51	32	83
Sign obscured or missing	0	0	0	13	23	36	11	21	32	24	44	68
Narrow bridge	2	0	2	5	0	5	12	4	16	19	4	23
Other	7	4	11	189	166	355	299	371	670	495	541	1,036
TOTAL	158	45	203	6,170	5,602	11,772	14,280	13,058	27,338	20,608	18,705	39,313

The numbers in this table represent the number of times a given highway PCC was cited as a possible contributing circumstance for a vehicle in a crash. These numbers do not represent numbers of crashes.

Source: State of Wisconsin Department of Transportation - 2005 Crash Facts

Figure 5.1 indicates that weather (Snow/ice/wet) was the leading Highway PCC in Rural automobile crashes, and Visibility obscured the second leading cause, in the State of Wisconsin in 2005.

Figure 5.2 compares the volume, location, and severity of automobile crashes in the County to other counties in the State with similar demographics in 2005.

**Figure 5.2:
Automobile Crash Volume, Location, and Severity: 2005
Rock and Other Wisconsin Counties**

			Local Street/Road				County Highway				State Highway				Interstate System				Total			
County	RV	LD	F	I	PD	T	F	I	PD	T	F	I	PD	T	F	I	PD	T	F	I	PD	T
Rock	149,483	117,288	15	619	1,399	2,033	2	105	136	243	6	401	621	1,028	3	88	271	362	26	1,213	2,427	3,666
Washington	117,359	97,213	2	318	830	1,150	5	103	216	324	4	375	941	1,320	0	0	0	0	11	796	1,987	2,794
Marathon	133,796	97,737	7	354	859	1,220	7	139	384	530	6	326	829	1,161	0	15	65	80	20	834	2,137	2,991
Winnebago	146,703	117,046	1	614	1,325	1,940	4	99	282	385	4	441	949	1,394	0	0	0	0	9	1,154	2,556	3,719
Kenosha	131,052	114,655	9	702	1,162	1,873	5	204	297	506	10	536	657	1,203	0	76	134	210	24	1,518	2,250	3,792

RV = Registered vehicles LD = Licensed drivers F = Fatalities I = Injuries PD = Property damage T = Total

Source: State of Wisconsin Department of Transportation - 2005 Crash Facts

Figure 5.2 indicates the County is on par with other Wisconsin counties with similar demographics regarding automobile crash volume, location, and severity in 2005. Of the counties listed in Figure 5.2, the County had the highest automobile crash totals in the Local Street/Road category in 2005.

Figure 5.3 displays Town roads with the highest automobile crash incidents (hotspots) over a two-year period, 2000 and 2006.

Figure 5.3:
Automobile Crash “Hotspots”: 2000 and 2006:

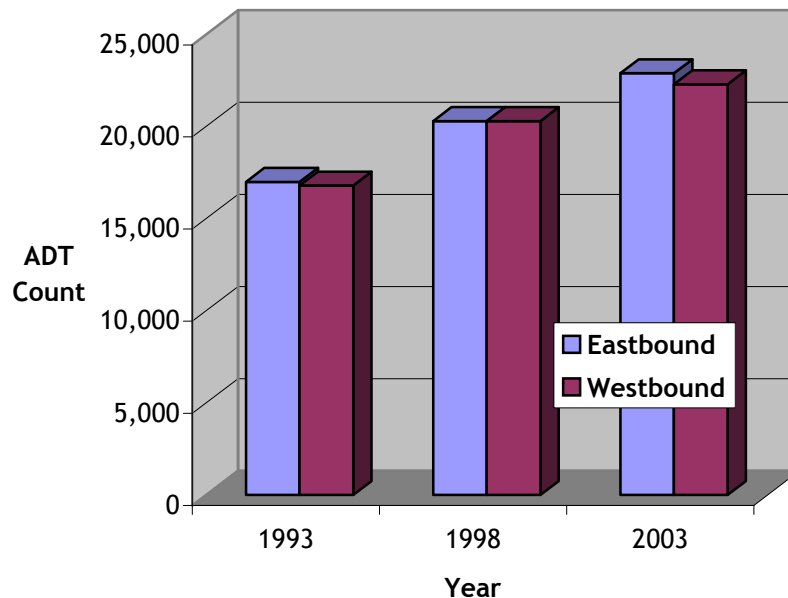
"Hotspot"	Crash Incidents
M H Townline Road	11
E. Manogue Road	7
N. John Paul Road	6
N. Pine Road	6

Source: Rock County Sheriff's Department - 2008

- Volume**

Figure 5.4 displays average daily traffic (ADT) count at the Interstate 90/39-Highway 59 just west of the Town's northwest corner, between 1993 and 2003.

Figure 5.4:
Average Daily Traffic (ADT) Count:
Interstate 90/39 and State Highway 59:
1993-2003

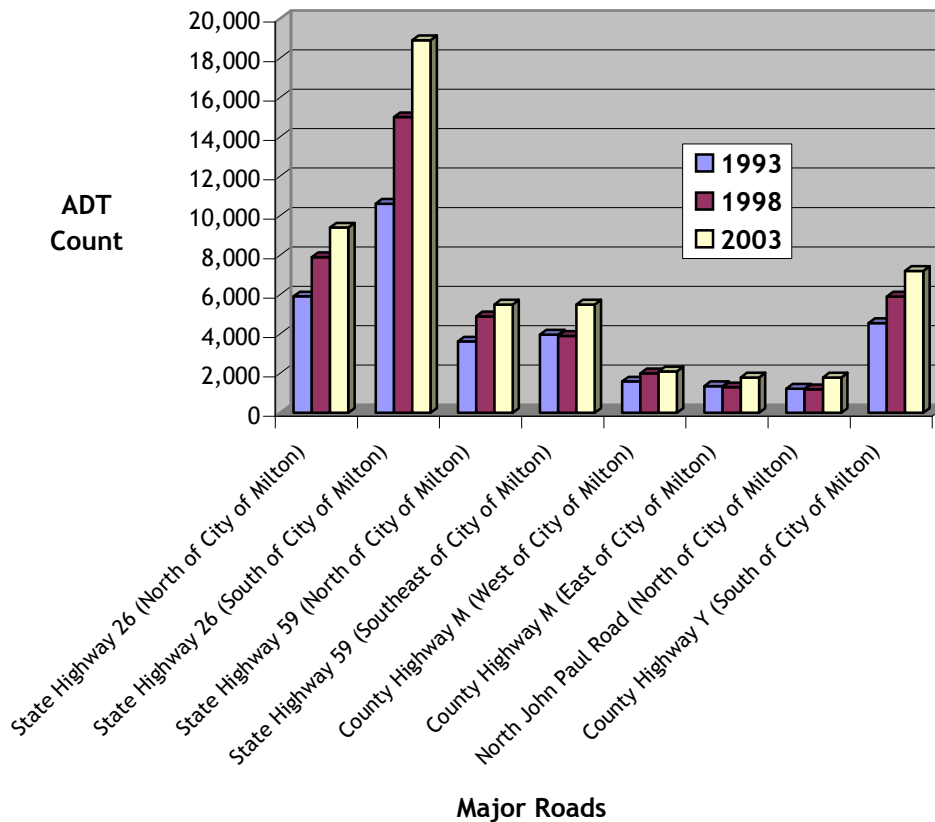


Source: Wisconsin Department of Transportation - Highway Traffic Volume Data 1993 - 2003

Figure 5.4 indicates Interstate 90/39 is experiencing increasing traffic volume.

Figure 5.5 displays ADT on U.S., State, and County highways running through the Town, from 1993 to 2003.

Figure 5.5:
Average Daily Traffic (ADT) Count:
State and County Highways: 1993-2003



Source: Wisconsin Department of Transportation - Highway Traffic Volume Data 1993 - 2003

Figure 5.5 indicates the Town is experiencing increasing traffic volume on its highways, particularly on those providing direct access to and from the City of Janesville, including State Highway 26 and County Highway Y.

- **Maintenance and Repair**

Maintenance and repair of Town roads is provided through contract with the County Department of Public Works. Maintenance and repair of County, State, and Federal roads is also provided by this Department.

Rail

Passenger rail does not service the Town, although the Wisconsin and Southern Railroad (WSOR) does transport freight through the Town. WSOR is privately owned and managed, and operates in the southern half of Wisconsin and northeastern Illinois.

Air

The Town has no airport facilities, although multiple public airports, offering a full range of services and facilities, are located in close proximity. The Southern Wisconsin Regional

Airport, located in the City of Janesville, is designated as an air carrier/cargo facility indicating the airport can accommodate all aircraft including wide body jets and large military transports. The airport is one of ten in the State carrying this designation and was its eighth busiest in 2000, according to the *Wisconsin State Airport System Plan 2020*. Dane County Regional Airport, in the City of Madison, is the nearest full service passenger facility.

Water

The Town has several navigable waterways, including the Rock River and Lake Koshkonong, although they are not utilized for transportation.

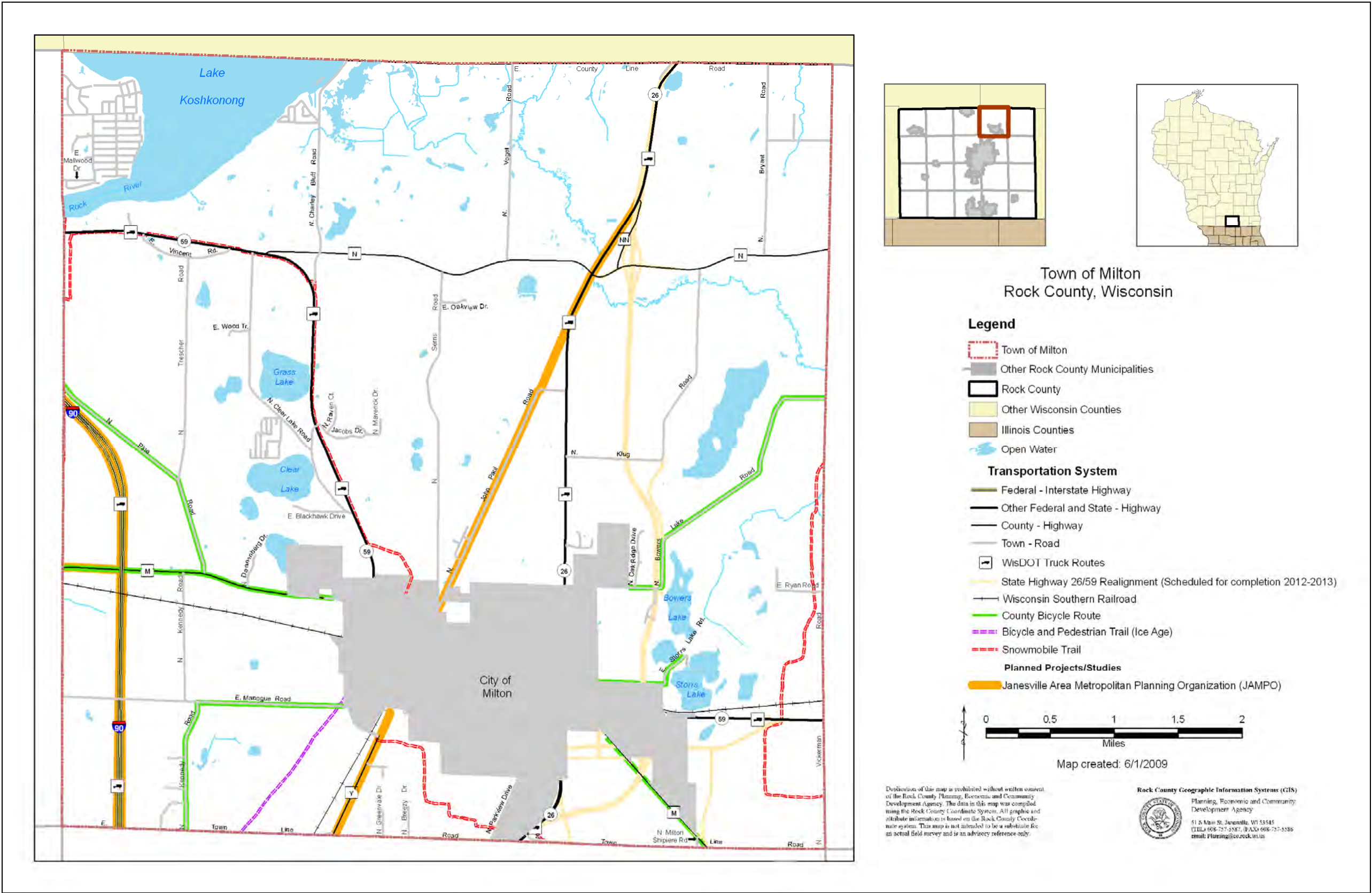
Trails (Bicycle/Pedestrian and Snowmobile)

There is currently one bicycle/pedestrian trail in the Town, an approximately mile long segment of the Ice Age Trail National and Scenic Trail, a statewide trail commemorating the State's geologic history. This trail segment connects the Cities of Milton and Janesville, running through the Town's southwest portion. The Town also has approximately 12 miles of snowmobile trails, a component of the larger 225-mile County-wide system.

Map 5.1 displays the Town's transportation system, including its roads, rail, and trails.



Map 5.1:
Transportation System



5.3. Transportation System Issues

The following identifies the Town's transportation system issues derived from both analysis of the transportation system inventory as provided in 5.2. and *Citizen Participation Plan* activities.

- The Town's transportation system is dominated by singularly occupied automobiles utilizing an extensive road network. Other transportation options, including pedestrian/bicycle trails, are extremely limited.
- The socio-economic cost of reliance on singularly occupied automobiles is increasing at an alarming rate.
- Safety is a concern on Town/Local roads in the County due to the high number of automobile crashes taking place on these roads, in comparison to other Counties in the State with similar demographics. Specifically, safety is a concern on the Town's H M Townline Road, due to the number of automobile crashes.
- Increased road traffic volumes and accompanying development pressures along the Interstate 90/39-State Highway 59 interchange west of the Town and along State Highway 26 south of the Town, may minimize the Town's rural character, create safety concerns, and increase maintenance and repair costs of Town roads.
- The Town is well positioned to incur economic development stemming from the Interstate 90/39-State Highway 59 interchange and along State Highway 26.
- Town road maintenance and repair is among the Town's largest single expenses.
- There is potential for automobile and agricultural traffic conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- The Town has an extensive Federal, State, and County highway system within its borders. WisDOT and/or JAMPO maintenance, improvement, and expansion projects on these highways will have a impact on the pace and pattern of Town development.

Chapter 6 - Utilities and Community Facilities

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(d) the Utilities and Community Facilities Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities."

This Chapter provides information on the Town's utilities and community facilities. 6.1. introduces the concept of utilities and community facilities planning. 6.2. inventories the Town's existing utilities and community facilities, whereas 6.3. identifies utilities and community facilities issues.

6.1. Utilities and Community Facilities Planning

A community's utilities and facilities, and the associated services they provide, fill the basic, vital needs of a community's residents. A clean water supply, sufficient healthcare options, reliable energy supplies and emergency services, quality educational institutions, and adequate recreational areas are some of the many amenities provided by a community's utilities and facilities.

The existing and potential location and capacity of a community's utilities and facilities have vast implications for the pattern and pace of its future development. Understanding the utility and community facility needs of a community, in concert with suitable siting, will aid in achieving a desirable community development pace and pattern.

The Town's utilities and community facilities, including those managed by the Town, the County, and various other private entities, are of high quality and vital to the high standard of life enjoyed by Town residents. However, projected Town growth through 2035 will require thoughtful and comprehensive utilities and community facilities planning that addresses normal and reasonable maintenance, improvement, and expansion, ensuring adequate utilities and community facilities for all Town residents.

6.2. Utilities and Community Facilities Inventory

Inventorizing a community's existing utilities and community facilities provides valuable insight, vital in determining the desired characteristics of its future utilities and community facilities. The following inventories the Town's existing utilities and community facilities, utilizing the following categories:

- Water and Wastewater
- Stormwater
- Energy
- Care
- Police and Law Enforcement
- Fire/Rescue and Emergency Medical
- Emergency
- Education
- Solid Waste
- Communications and Media
- Recreation and Gathering Areas

Water and Wastewater

The Town's water is supplied by various sources. One municipal water system, the Consolidated Koshkonong Sanitary District (CKSD), provides water to Town residents living within its borders. Two well types, of varying number, provide water to those Town residents living outside the boundaries of the CKSD. These well types include:

- Transient Non-Community (TNC)
Serving at least 25 individuals for a minimum of 60 days per year, but not the same 25 individuals for over 6 months of the year (21 - Restaurants, Campgrounds, etc.)
- Private
Serving residential property owners

Wastewater in the Town is managed either by the aforementioned CKSD municipal sanitary sewer system or on-site waste disposal (septic) systems. The wastewater of Town residents not residing within the borders of the CKSD municipal sanitary sewer systems is treated by on-site waste disposal (septic) systems.

The State of Wisconsin adopted a revised private on-site disposal system policy in 2000, COMM 83, allowing for conventional (underground) systems and alternative (above-ground) system. Per COMM 83, soil characteristics determine suitability for conventional and alternative on-site wastewater disposal (septic) systems. Septic systems in the Town include the following types:

- Conventional
This system utilizes a tank to gravitationally distribute effluent to a below-ground drain field.
- Pressure Dosing
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to a below-ground drain field.
- Aerobic Treatment Unit (ATU)
This system utilizes a tank with a pump to distribute effluent through a pressured pipe system to either an above or below-ground drain field, via an aerobic tank in which effluent is exposed to air.
- At-Grade
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to a drain field located just below the surface.
- Mound (Wisconsin Mound, Single Pass Sand Filter)
This system utilizes a tank with a pump to distribute effluent through a pressurized pipe system to an above-ground drain field.

Stormwater

Stormwater in the Town is managed through the efforts of the County and Town, in addition to State and Federal agencies. The Town does not have a municipal stormwater system. The County's Land Conservation Department manages stormwater in the Town through application of the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock). This Ordinance establishes long-term, post-construction stormwater runoff management requirements to reduce post-construction stormwater, and associated pollutant,

runoff. Additional agencies, including the WDNR (DNR Administrative Code Chapter NR 216 - Stormwater Discharge Permits) and the Environmental Protection Agency (EPA Stormwater Phase II - Final Rule), regulate stormwater in the Town by requiring permits/management plans on large land-disturbing projects or those taking place in environmentally sensitive areas.

Energy

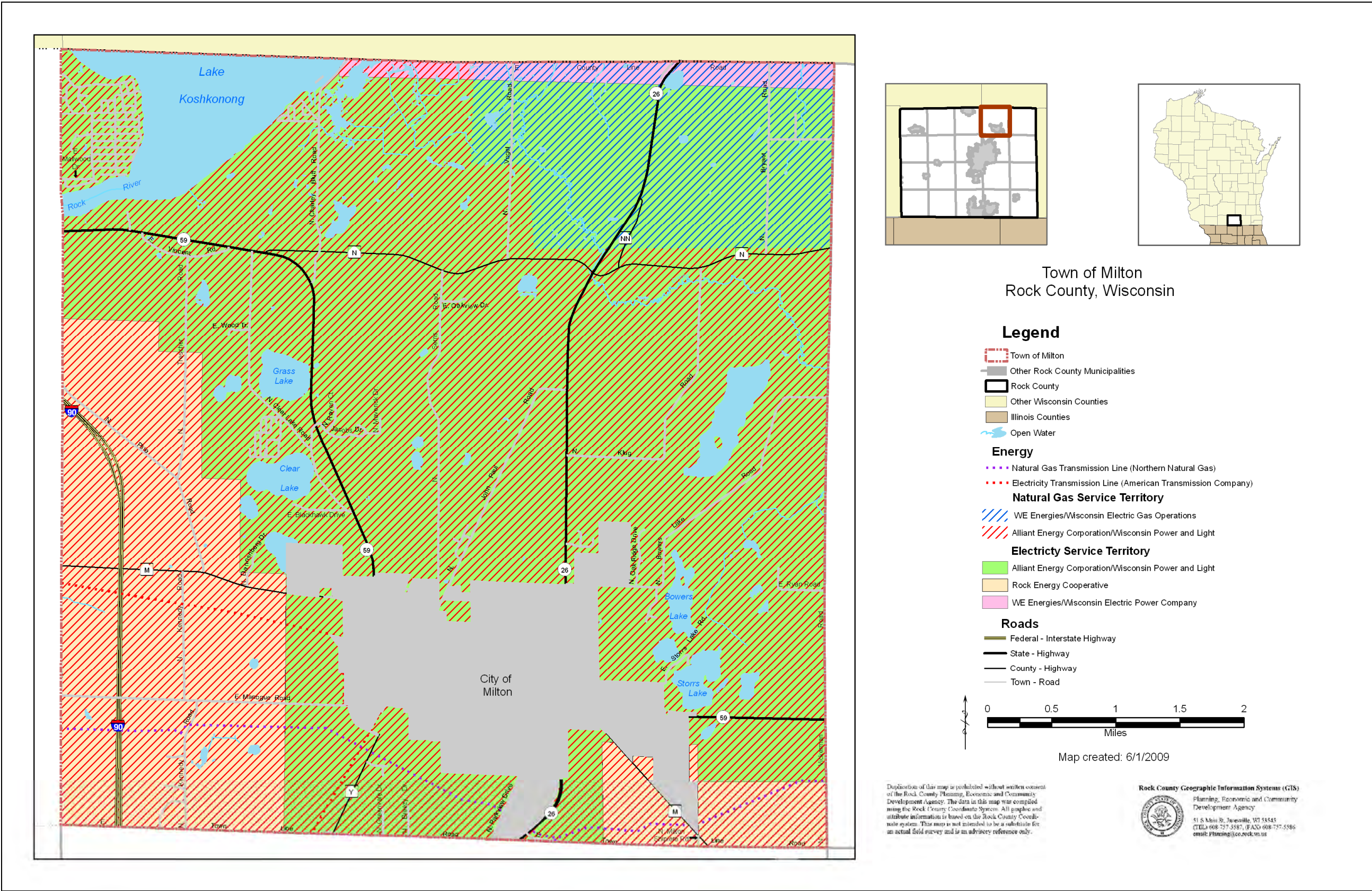
Various entities generate and deliver energy (electricity and natural gas) in the Town including:

- Alliant Energy Corporation (Wisconsin Power and Light)
This entity generates and delivers electricity in the Town.
- WE Energies (Wisconsin Electric Power Company, Wisconsin Electric Gas Operations, and Wisconsin Gas Company)
This entity delivers electricity and natural gas in the Town.
- Rock Energy Cooperative (REC)
This entity, a member of the nationwide Touchstone Energy alliance, purchases and delivers electricity and natural gas to REC members in the Town.
- American Transmission Company (ATC)
This entity delivers electricity in the Town.
- Northern Natural Gas
This entity delivers natural gas in the Town.

Map 6.1 displays the various energy entities servicing the Town, including their service territories, facilities, and infrastructure.



Map 6.1:
Energy



Source: Rock County Planning, Economic & Community Development Agency - 2009

Care

No care facilities are located in the Town although many, in both the public and private sector, are located in close proximity.

The County's Health Department, with offices in the Cities of Janesville and Beloit, aims to promote, protect, and enhance the County's collective health and environment by providing various health-related services. The Department is designated a Level III agency by the State of Wisconsin Division of Public Health, the highest level of State designation for a local health department.

Rock Haven Skilled Nursing Home, operated by the County and located in the City Janesville, provides services and treatments to County residents, including the elderly, as well as those in need of rehabilitation, with developmental disabilities, or behavioral, emotional, and psychiatric needs. Rock Haven has three resident care units certified for Medicare and Medical Assistance, including:

- Meadow Place
This unit provides rehabilitative care, complex medical care, and traditional long-term care, including intensive and skilled nursing care for frail and medically needy adults.
- Harbor Way
This unit provides structured group activities, psychiatric and behavior interventions, and psychiatric/skilled nursing care for persons with gero-psychiatric disorders or severe and persistent mental illness requiring specialized services.
- Glen Lane
This unit provides intermediate and skilled nursing care for persons with Alzheimer's disease or other dementias, activity socialization and life enrichment programs, safety systems, and assistance with living activities.

Private health care facilities are also located in close proximity to the Town, including the following clinics and hospitals offering emergency room and urgent care services:

- Mercy Hospital
City of Janesville
- Edgerton Memorial Hospital
City of Edgerton
- Fort Atkinson Memorial Hospital
City of Fort Atkinson

Police and Law Enforcement

Police and law enforcement service in the Town is provided through the efforts of both the County and the Town. The County Sheriff's Department, with a main and remote office located in the City of Janesville, has jurisdiction over the entire County, including the Town, and employs approximately 90 full-time officers. The Department also manages the County Jail, located in the County Courthouse, in the City of Janesville. The Town Police Department consists of a Chief of Police and three part-time officers headquartered at the Town Hall.

Fire/Rescue and Emergency Medical

The voluntary Milton and Milton Township Fire Department, located in the City of Milton, provide the Town with fire/rescue and emergency medical services. The Department is governed by the Milton Joint Fire Commission, consisting of six members representing the Town and City of Milton. The Department's fleet includes three engines (pumpers), one aerial ladder truck, two tankers, one wildland firefighting truck, one utility vehicle, two ambulances, one all-terrain vehicle, and one rescue trailer.

Emergency

The County provides for emergency management in the Town through its Emergency Management Agency and Telecommunications Center. The County's Emergency Management Agency, located in the City of Janesville, coordinates County wide response's in support of local governments, to major disasters and emergencies. This agency prepares other governmental entities, volunteer organizations, private business, and citizens to respond to and recover from major emergencies and disasters. The County's Telecommunications Center, located in the City of Janesville, provides 24-hour dispatching services for all County police and law enforcement, and fire/rescue and emergency medical services.

Education

Although no educational facilities are located in the Town, the Town is served by quality facilities including those primary and secondary (K-12th grade), post-secondary, and providing library services.

Public secondary education is provided in the Town by two school districts. The majority of the Town is within the Milton School District, while a small portion of the Town, west of Lake Koshkonong, is in the Edgerton School District. The Milton School District has four elementary, a primary, a middle, and two high schools. This District enrolled 3,210 students as of the 2006-07 school year, expending \$9,990 per pupil, with a 1:17 student:teacher ratio. The Edgerton School District has two elementary, a middle, and a high school, with a 2006-07 enrollment of 1,901 students. This District expended \$9,990.00 per pupil and had a 1:13 student:teacher ratio, as of the 2006-07 school year.

Post secondary institutions are also located in close proximity to the Town, including:

- *Blackhawk Technical College*
This two-year public technical college, located in the City of Janesville, offers comprehensive occupational skills training through Associate Degree, Technical Diploma, Certificate, and Apprenticeship programs. This College, with an enrollment of 4,500 students in 2007, offers a wide range of services that assist and support students in fulfilling educational and occupational life goals.
- *University of Wisconsin - Rock County*
This two year liberal arts transfer campus, located in the City of Janesville, is one of 13 such campuses in the University of Wisconsin system. In addition to offering an Associates degree, this institution offers students the opportunity to begin studies and then transfer to four-year colleges and universities in the State of Wisconsin and throughout the country. This institution enrolled approximately 950 students and had a student to faculty ratio of 20:1 in 2007.

- *University of Wisconsin Extension - Rock County*
This agency, located in the City of Janesville, extends the knowledge and resources of the University of Wisconsin system in the areas of agriculture, agribusiness, natural resources, family living, and youth development system, to County residents. Extension specialists are University of Wisconsin faculty and/or staff who develop practical educational programs tailored to local needs based on university knowledge and research.
- *University of Wisconsin - Whitewater*
This four-year university, located in the City of Whitewater, is one of eleven such campuses in the University of Wisconsin system. This institution offers various undergraduate and graduate (masters) majors and is particularly renowned for its Business program. This institution enrolled approximately 11,000 students in 2006.

Other educational facilities and services available to Town residents include the Arrowhead Library System (ALS), which coordinates the County's public library services. Member libraries are located in the Cities of Milton and Janesville. ALS is a member of the Statewide library system, with access to materials from other State library systems. ALS offers interlibrary loan transactions, nursing home/assisted living collections and jail library services, computer training and technology support, public relations consulting, and collaboration with County 4-H Fair and City of Janesville and Stateline Literary Councils.

Communications and Media

Multiple communication and media facilities and services are present in the Town, as follows:

- *Tele-Communication (Landline and Cellular)*
Landline service is provided by CenturyTel. Multiple cellular tele-communications towers managed by various providers are located throughout the Town, providing complete cellular tele-communication coverage.
- *Internet (High Speed and Dial Up)*
This service is provided by various entities, including Charter Communications and Verizon. The Town does have "dead spot" areas in which high-speed internet service is not available.
- *Television*
Cable television service is not currently provided in the Town, although satellite television service, including DISH Network and DirectTV, is available.
- *Radio*
Stations broadcasting from the Cities of Janesville, Madison, and Milwaukee, Wisconsin and Rockford, Illinois, among others, are accessible in the Town.

Solid Waste

Solid waste management in the Town, including disposal and recycling, is provided by multiple public and private entities, including:

- *Waste Management*
This private entity is contracted by the Town, providing weekly trash disposal and recycling pick-up services.

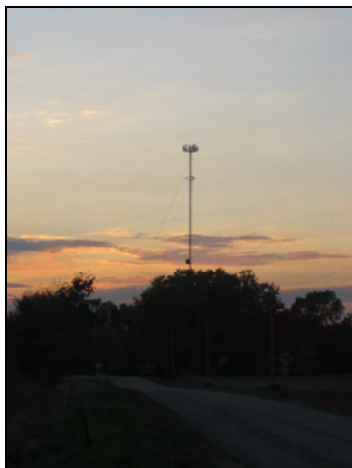
- *The City of Janesville-Rock County Demolition and Sanitary Landfill*
This landfill is located in and owned and operated by the City of Janesville. The landfill is available to all residential, commercial, and industrial waste generators in the County, and also offers drop-off recycling services. This landfill reached capacity in 2005 and was expanded to ensure continued service to County residents.

Recreation and Gathering Areas

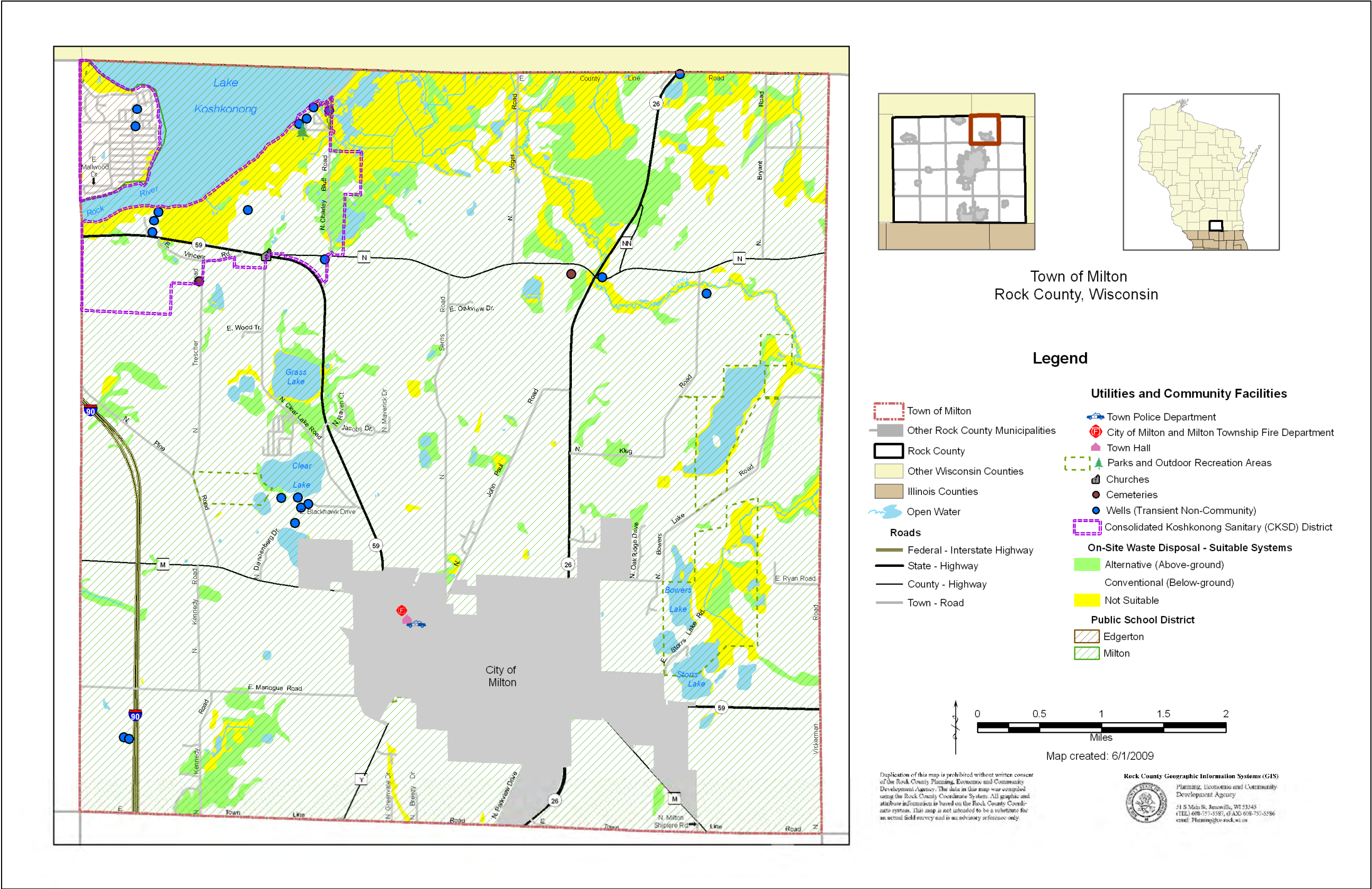
The Town has many recreation and gathering areas located within its borders, including properties and facilities owned/managed by the Town, County, and other entities, offering a variety of outdoor recreational, educational, and gathering opportunities. These recreation and gathering areas include:

- *County Park Properties*
Two County Park properties, managed by the County Department of Public Works - Parks Division, are located in the Town. Royce-Dallman County Park is a 2.5-acre park with a new picnic pavilion, toilets, and drinking water facilities. The park provides an excellent landing to launch small fishing boats onto Lake Koskonong. Koshkonong Lake Access is an undeveloped 6-acre parcel.
- *WDNR Properties*
Two WDNR properties are located in the Town. Storrs Lake State Wildlife Area comprises 748 acres, providing for various outdoor recreational uses, including hunting, fishing, trapping, hiking, nature study, and berry picking. Additionally, the Clear Lake Property, an 89-acre parcel, provides public access to Clear Lake.
- *The Town of Milton Hall*
The Town Hall, built in 1964, is used primarily to hold Town and Town-related meetings as well as providing office space for Town officials, including the Town Clerk and Police Department. Additionally, the Town Hall can be rented for various occasions.
- *Places of Worship and Cemeteries*
The Town has one church, Abundant Grace, located within its borders, and the Cities of Edgerton, Milton, and Janesville all have various churches and other places of worship. Rock River and Town of Milton (Otter Creek) are cemeteries located in the Town.

Map 6.2 displays the location of various utilities and community facilities in the Town.



Map 6.2:
Various Utilities and Community Facilities



Source: Rock County Planning, Economic & Community Development Agency - 2009

6.3. Utilities and Community Facilities Issues

The following identifies the Town's utilities and community facilities planning issues derived from both analysis of the utilities and community facilities inventory as provided in 6.2. and *Citizen Participation Plan* activities.

- Regional and Town growth will require maintenance, improvement, and/or expansion of all utilities and community facilities in all categories to maintain adequate levels through 2035.
- The majority of utilities and community facilities in the Town are adequate at present levels.
- Adequate public school facilities and sufficient allocation of education resources is a constant issue in growth communities. Public school districts servicing the Town will need to improve and expand current facilities and resources to ensure continued, sufficient levels of educational services to Town students.
- Increasing energy efficiency through development of renewable, alternative energy sources and associated infrastructure is becoming increasingly integrated into the national energy system. Wind and solar energy are popular renewable energy sources due to their relatively low infrastructure development costs and environmental impact.
- WDNR has future land acquisition plans at Clear Lake and Storrs Lake Wildlife Areas, both located in the Town. WDNR has also delineated a trail network through the Town, as a component of their *State Trails Network Plan*.
- Town growth and development will require new wells and on-site waste disposal (septic) systems, and improved CKSD infrastructure and capacity. The Town has areas that are suitable for new wells and various types of on-site waste disposal (septic) systems, as well as areas that are not suitable. The suitability of an area for a well and on-site waste disposal systems will have implications for the location and type of development in the Town.
- The Town's ordinances are uncoded.
- Increasing energy efficiency in the day-to-day operations of government is becoming paramount, due to environmental and socio-economic costs of contemporary dominant sources.

Figure 6.1 displays the present conditions of utilities and community facilities in the Town, in addition to future issues through 2035.

Figure 6.1:
Community and Utility Facilities -
Present Conditions and Future Issues: 2010-2035

Utilities and Community Facilities	Present Conditions	Future Issues: 2010-2035
Water and Wastewater		
• Transient non-community wells	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Private wells	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Consolidated Koshkonong Sanitary District (CKSD) municipal water/sewer service	Improvement needed	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• On-site waste disposal (septic) systems	Adequate	• Utilize the Town of Milton’s <i>Future Land Use Map</i> (Map III.1) in determining siting of new systems
Stormwater		
• Rock County Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)	Adequate	• Support revision and administration of Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock) as needed to maintain present conditions
Energy		
• Alliant Energy Corporation	Improvement needed	• Additional investment (upgrade and expansion, 2008-2012) to maintain adequate service levels
• WE Energies	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Calpine Corporation	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Rock Energy Cooperative (REC)	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• American Transmission Company (ATC)	Improvement needed	• Additional investment (upgrade, 2008-2010) to maintain adequate service levels
• Northern Natural Gas	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Care		
• County	Adequate	• Normal and reasonable maintenance, investment for expansion intended within planning period
• Private	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Police and Law Enforcement		
• Rock County Sheriff’s Department	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Town of Milton Police Department	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Fire/Rescue and Emergency Medical		
• City of Milton and Milton Township Fire Department	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Emergency		
• Rock County Emergency Management Agency and Telecommunications Center	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Education		
• Milton Public School District	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Edgerton Public School District	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Post secondary institutions	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Public library	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
Solid Waste		
• City of Janesville/Rock County landfill	Adequate	• Normal and reasonable maintenance, Improvement, and/or expansion to maintain present conditions
• Pick-up services	Adequate	• Contract with applicable private entity to maintain adequate service levels
Communications and Media		
• Tele-Communication (Landline and cellular)	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Internet (High speed and dial up)	Improvement needed	• Additional investment to maintain adequate service levels
• Television and radio	Improvement needed	• Additional investment to reach adequate service levels
Recreation and Gathering Areas		
• Outdoor recreation areas	Improvement needed	• Support implementation of the <i>Rock County Parks, Outdoor Recreation and Open Space (POROS) Plan: 2009-2014</i> , <i>City of Milton Parks and Open Space Plan</i> , and the WDNR’s <i>State Trails Network Plan</i> , and future land acquisition and development plans at the WDNR’s Storrs Lake Wildlife Area and Clear Lake Properties
• Town of Milton Hall	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions
• Places of worship and cemeteries	Adequate	• Normal and reasonable maintenance, improvement, and/or expansion to maintain present conditions

Chapter 7 - Economic Development

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(f), the Economic Development Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."

This Chapter provides information on economic development in the Town. 7.1. introduces the concept of economic development planning. 7.2. inventories economic development in the Town, whereas 7.3. identifies Town economic development issues.

7.1. Economic Development Planning

Economic development creates jobs in a community, increasing both the community's tax base and its resident's incomes, ultimately improving its quality of life.

Planning for economic development is vitally important in assuring a community remain vibrant. In simplest terms, economic development, in the form of jobs and commercial, industrial, and working (agriculture and natural resource extraction) land uses, pays the bills. Various studies have shown that commercial, industrial, and working land uses often generate more tax revenue for a community than they cost the community to provide services. An increased tax base ensures a community is able to provide vital, high-quality services to its residents.

A community's residents desire quality goods, services, and jobs in close proximity to where they live. A community needs to recognize elements that attract business/industry and utilization of working lands, including location, existing and potential facilities, operating costs, climate, work force characteristics, resources, and quality of life, as well as those that offer opportunities to retain and expand business/industry and utilization of working lands, including operating costs and markets, and clustering of similar business/industrial sectors.

In planning for economic development, a rural community is essentially tasked with preserving its working lands, while concurrently allowing for responsible, appropriate business/industrial growth and development. Projected Town growth through 2035 will require thoughtful and comprehensive economic development planning to ensure continued community vibrancy.

7.2. Economic Development Inventory

Inventorying a community's economic development provides valuable insight into its present economic development conditions and economic development trends, vital in determining its desired future economic development conditions. The following inventories economic development conditions in the Town, utilizing the following categories:

- Existing Economic Development
- Economic Development Trends

Existing Economic Development

- Work Force**

For the purposes of this *Plan*, work force shall be defined as those members of the Town's population aged 16 years and older, employed or seeking employment. Figure 7.1 displays the employment status of the Town's population age 16 years and older in 2000.

Figure 7.1:
Employment Status of Work Force: 2000

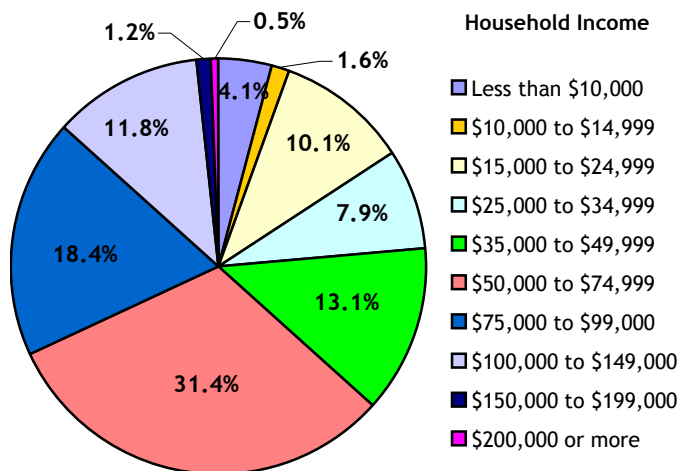
Employment Status	Population Age 16 Years and Older	
	Number	Percent
Civilian Work Force	1,616	76.0%
Employed	1,556	73.2%
Unemployed	60	2.8%
Not In Work Force	510	24.0%
TOWN TOTAL	2,126	100.0%

Source: United States Bureau of the Census - 2000

Figure 7.1 indicates 76.0% (1,616) of the Town's population age 16 years and older in 2000 was in the Civilian Work Force, with 73.2% (1,556) Employed. Figure 7.1 also indicates the Town's unemployment rate in 2000 was 2.8%.

Figure 7.2 categorizes household income in the Town in 2000, as well as displaying the Town's median household income in comparison to other relevant communities in 2000.

Figure 7.2:
Household Income: 2000



Community	Median Household Income
Town of Milton	\$60,151
Town of Fulton	\$56,691
Town of Janesville	\$68,567
Town of Harmony	\$73,173
Town of Johnstown	\$55,313
Town of Lima	\$48,913
Town of Sumner	\$51,250
Town of Koshkonong	\$60,000
City of Milton	\$43,201
City of Janesville	\$45,961
Rock County	\$45,517
State of Wisconsin	\$43,791

Source: United States Bureau of the Census - 2000

Figure 7.2 indicates the largest percent (31.4%) of households in the Town earned \$50,000 to \$74,999 in 2000, and the next largest percent (18.4%) earned \$75,000 to \$99,000. Figure 7.2 also indicates the Town's median household income (\$60,151) in 2000 was in the upper tier in comparison to other relevant communities.

Figure 7.3 displays the Town's employed work force by industry in 2000.

Figure 7.3:
Industry of Employed Work Force: 2000

Industry	Employed Work Force	
	Number	Percent
Construction, Mining, and Natural Resources	195	12.5%
Manufacturing	395	25.4%
Transportation and Utilities	69	4.4%
Wholesale and Retail Trade	189	12.1%
Finance, Insurance, and Real Estate	70	4.5%
Services	638	41.0%
TOWN TOTAL	1,556	100.0%

Source: United States Bureau of the Census - 2000

Figure 7.3 indicates the Services industry category employed the largest (638 and 41.0%) segment of the Town's employed work force, whereas the Manufacturing category employed the second largest (395 and 25.4%) segment, in 2000.

Figure 7.4 displays the commuting method of the Town's employed work force, and mean commuting time, in 2000.

Figure 7.4:
**Commuting Method of Employed Work Force
and Mean Commuting Time : 2000**

Commuting Method	Employed Work Force	
	Number	Percent
Car, Truck, or Van - Singularly Occupied	1,260	81.6%
Car, Truck, or Van - Carpool	154	10.0%
Public Transit (Including Taxi)	5	0.3%
Walk/Work at Home	7.6%	2.7%
Unknown	7	0.5%
TOWN TOTAL	1,544	100.0%
MEAN COMMUTING TIME (MINUTES)	26.1	

Source: United States Bureau of the Census - 2000

Figure 7.4 indicates the largest segment (1,260 and 81.6%) of the Town's employed work force utilized a Car, Truck, or Van - Singularly Occupied to commute to work in 2000. Figure 7.4 also indicates that the mean commuting time for the Town's employed work force in 2000 was 26.1 minutes.

- **Business and Industry**

The Town has a relatively diverse business and industry sector, given its small population. The vast majority of the Town's business and industry is located in close proximity to Lake Koshkonong and State Highway 59 in the northwest portion of the Town, and the City of Milton.

Figure 7.5 lists all business and industry with existing infrastructure operating in the Town in 2008.

**Figure 7.5:
Business and Industry (With Existing Infrastructure):
2008**

Business/Industry	Type
Hull Farms	Agriculture
Old Stringer Orchard	Agriculture
The Farm	Agriculture
Layton Farm	Agriculture
Schoenfeld Tree Farm	Agriculture
Owls Club Bar	Bar
Snuffy's Tavern	Bar
Countryside Bar	Bar
Cellar Bar	Bar
JR's Pub	Bar
Lake House Inn Tavern	Bar
Meyers's Farmers Market	Misc. Business
Milton Propane Inc.	Misc. Business
Frank Brothers Asphalt	Misc. Business
Loose Threads	Misc. Business
Kildow Construction	Misc. Business
Hunt n Gear	Misc. Business
Traffic Garage Company	Misc. Business
Fry Foundations	Misc. Business
K B Sharpening Service	Misc. Business
Sewards Auto Salvage	Misc. Business
Lakeland Custom Coach	Misc. Business

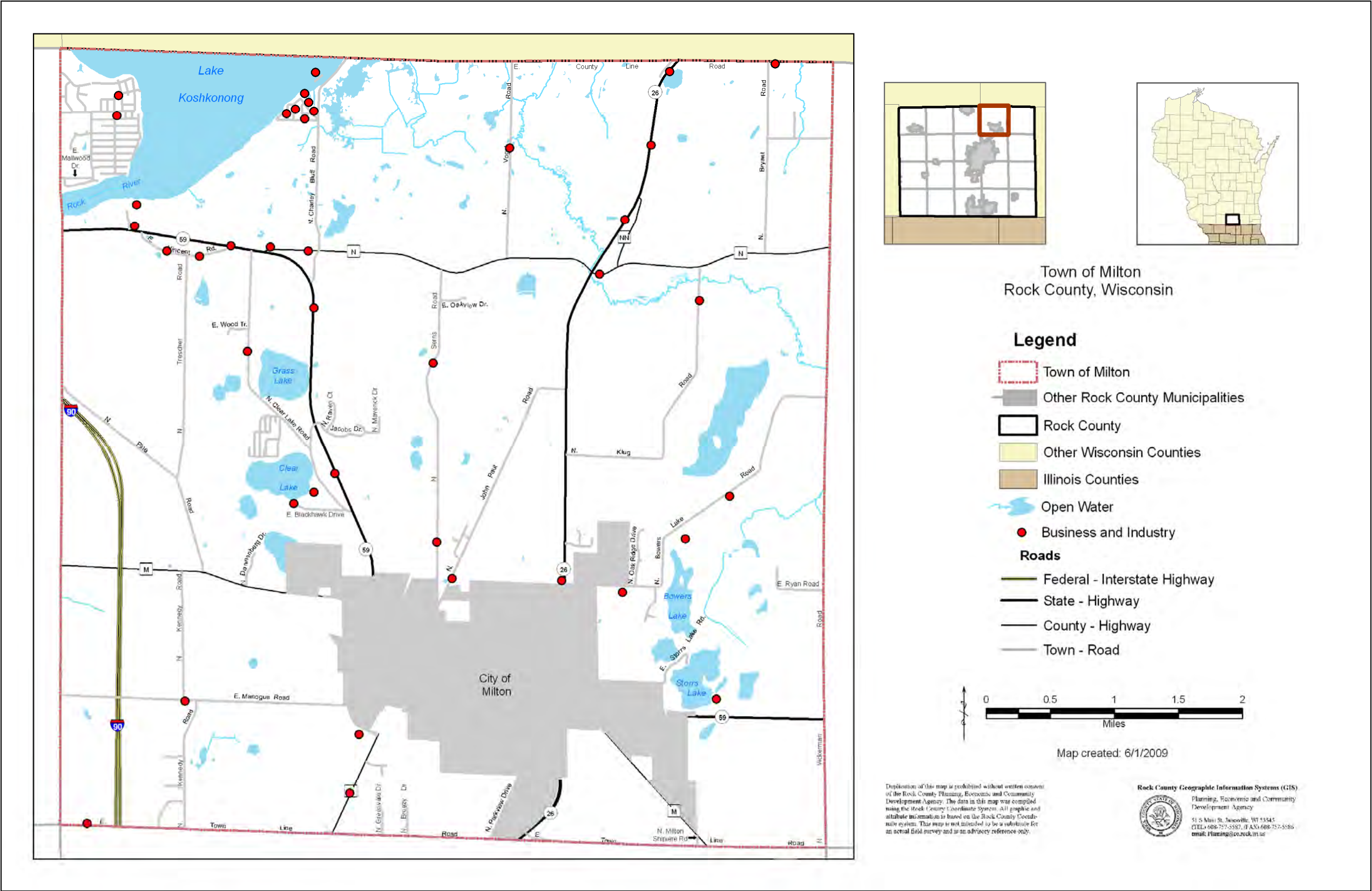
Business/Industry	Type
Fair Meadows	Misc. Business
Lees Mills	Misc. Business
Lakeland Custom Coach	Misc. Business
Fair Meadows	Misc. Business
Whispering Pines	Misc. Business
Blackhawk Campground	Campground
Camp Wakonda	Campground
Lakeland Campground	Campground
Lakeview Campground	Campground
Bonny Meade Links	Golf
Brauns Driving Range	Golf
Whispering Oaks Marina	Landing
Thiebeau Point	Landing
Blonhaven Hunting	Recreation
Milton VFW Club	Recreation
Shooters Pub N Grubb	Recreation
Buckhorn Supper Club	Recreation
Stage Coach Restaurant	Recreation
Clear Lake Assisted Living	Social Service
Manogue Road Kennel	Veterinary
Stora Lot	Warehouse
Aherns Custom Storage	Warehouse

Source: Rock County Planning, Economic & Community Development Agency - 2008

Figure 7.5 indicates 44 businesses and industries, with existing infrastructure, operated in the Town in 2008, including agricultural entities, local restaurants and bars, and lodging/tourist establishments.

Map 7.1 displays the location of business and industry identified in Figure 7.5.

Map 7.1:
Business and Industry



Source: Rock County Planning, Economic & Community Development Agency - 2009

Economic Development Trends

- Work Force

Figure 7.6 displays the Town's work force by employment status from 1980 to 2000.

Figure 7.6:
Employment Status of Work Force: 1980-2000

Employment Status	Population Age 16 Years and Older							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Civilian Work Force	1,141	68.1%	1,246	70.1%	1,616	76.0%	475	7.9%
Employed	910	54.3%	1,182	66.5%	1,556	73.2%	646	18.9%
Unemployed	231	13.8%	64	3.6%	60	2.8%	-171	-11.0%
Not In Work Force	535	31.9%	532	29.9%	510	24.0%	-25	-7.9%
TOWN TOTAL	1,676	100.0%	1,778	100.0%	2,126	100.0%	450	N/A

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 7.6 indicates the percent of the Town's population age 16 years and over in the Civilian Work Force has increased by 7.9% (475) from 1980 to 2000. Figure 7.6 also indicates the unemployment rate in the Town has decreased dramatically (11.0%), from 1980 to 2000.

Figure 7.7 displays the median household income in the Town in comparison to other relevant communities from 1979 to 1999.

Figure 7.7:
Median Household Income: 1979-1999

Community	1979	1989	1999	Change: 1979 - 1999	
				Number	Percent
Town of Milton	\$20,133	\$32,348	\$60,151	\$40,018	198.8%
Town of Fulton	\$20,648	\$33,900	\$56,691	\$36,043	174.6%
Town of Janesville	\$24,375	\$46,471	\$68,567	\$44,192	181.3%
Town of Harmony	\$25,665	\$44,957	\$73,173	\$47,508	185.1%
Town of Johnstown	\$18,050	\$32,212	\$55,313	\$37,263	206.4%
Town of Lima	\$17,917	\$32,000	\$48,913	\$30,996	173.0%
Town of Sumner	\$17,169	\$31,544	\$51,250	\$34,081	198.5%
Town of Koshkonong	\$20,432	\$34,527	\$60,000	\$39,568	193.7%
City of Milton	\$17,652	\$28,702	\$43,201	\$25,549	144.7%
City of Janesville	\$19,783	\$31,583	\$45,961	\$26,178	132.3%
Rock County	\$19,154	\$30,632	\$45,517	\$26,363	137.6%
State of Wisconsin	\$17,680	\$29,442	\$43,791	\$26,111	147.7%

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 7.8 indicates the Town is in the upper range in both number (\$40,018) and percent (198.8%) increase in median household income in comparison to other relevant communities from 1979 to 1999.

Figure 7.8 displays the Town's employed work force by industry from 1980 to 2000.

Figure 7.8:
Industry of Employed Work Force: 1980-2000

Industry	Employed Work Force							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Construction, Mining, and Natural Resources	102	11.2%	178	15.1%	195	12.5%	93	1.3%
Manufacturing	292	32.1%	388	32.8%	395	25.4%	103	-6.7%
Transportation and Utilities	52	5.7%	65	5.5%	69	4.4%	17	-1.3%
Wholesale and Retail Trade	218	24.0%	218	18.4%	189	12.1%	-29	-11.8%
Finance, Insurance, and Real Estate	18	2.0%	44	3.7%	70	4.5%	52	2.5%
Services	228	25.1%	289	24.5%	638	41.0%	410	15.9%
TOWN TOTAL	910	100.0%	1,182	100.0%	1,556	100.0%	646	N/A

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 7.8 indicates those Town workers employed in the Wholesale and Retail Trade industries experienced the largest percent decrease (11.8%) of all industry categories from 1980 to 2000. Figure 7.8 also indicates the Services industry experienced the largest increase (410 and 15.9%) in workers of all industry categories during this same time period.

Figure 7.9 displays the commuting method of the Town's employed work force from 1980 to 2000.

Figure 7.9:
Commuting Method of Employed Work Force: 1980-2000

Commuting Method	Employed Work Force							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Car, Truck, or Van - Singularly Occupied	612	69.8%	892	77.6%	1,260	81.6%	648	11.8%
Car, Truck, or Van - Carpool	160	18.2%	124	10.8%	154	10.0%	-6	-8.3%
Public Transit (including Taxi)	4	0.5%	7	0.6%	5	0.3%	1	-0.1%
Walk/Work at Home	83	9.5%	123	10.7%	118	7.6%	35	-1.8%
Work at Home	18	2.1%	3	0.3%	7	0.5%	-11	-1.6%
TOWN TOTAL	877	100.0%	1,149	100.0%	1,544	100.0%	667	N/A

Source: United States Bureau of the Census - 1980, 1990, and 2000

Figure 7.9 indicates that segment of the Town's employed work force that commutes by a Car, Truck, or Van - Singularly Occupied experienced the largest increase (648 and 11.8%) from 1980 to 2000. Figure 7.9 also indicates those workers in the Town who commute by Car, Truck, or Van - Carpool experienced the largest percent decrease (8.3%) during this same time period.

7.3. Economic Development Issues

The following identifies the Town's economic development issues derived from both analysis of the economic development inventory as provided in 7.2. and *Citizen Participation Plan* activities.

- The Town's geography has and will contribute to economic growth and development given its proximity to Interstate 90/39 and various growing urban areas including the Cities of Milton and Janesville. Given its geography the Town should promote and encourage new economic development opportunities that focus on local business/industry (restaurants and retail), recreation, distribution, and agriculture.
- CKSD, in providing public sewer/water services, offers the potential for commercial and/or industrial land uses.
- The Town currently has a diverse business/industry base given its small population. The vast majority of the Town's business/industry is located in close proximity to Lake Koshkonong and State Highway 59, in the northwest portion of the Town, and the City of Milton. This locational trend is likely to continue.
- The Town's population trends and projections indicate steady growth through 2035. Population trends and projections for neighboring communities such as the Cities of Milton and Janesville exhibit high growth rates. Increasing population in the Town and nearby Cities will similarly increase the size and diversity of the Town's work force.
- The Town's unemployment rate has dropped dramatically since 1980 reaching approximately 3% in 1990 and 2000, indicating an increasingly stable work force. However, recent regional trends including the closing of the General Motors plant in the City of Janesville, and other dependent industries in the area, may have an immediate, short-term effect of increasing the Town's unemployment rate.
- The Town's median household income has historically been in the upper tier in comparison to other relevant communities, as has its historical income increase. These trends indicate an increasingly affluent community, a major factor in attracting and retaining retail/service business.
- The Town's existing distribution of household incomes is fairly balanced, indicating a stable work force with adequate employment opportunities.
- The majority of the Town's employed work force has historically been in the manufacturing or services industries. However, given recent regional trends including the recent closing of the General Motors plant in the City of Janesville, and other dependent industries in the area, it is likely that the segment of the Town's employed work force in the Services industries will continue to increase, while that segment in the Manufacturing industries will decrease.
- The vast majority of the Town's employed work force commutes utilizing a singularly occupied car, truck, or van. This trend is increasing and is likely to continue and will have various implications for the location of new business/industry in the Town. The Town will likely influence this trend through its future land use planning.
- Local economies such as the Town's are becoming increasingly interdependent on larger economies, subject to broader trends of both growth and decline in the global marketplace.

Chapter 8 - Inter-government Relations

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(g) the Intergovernmental Cooperation Element of a community's comprehensive plan is to be:

"A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."

This Chapter provides information on the Town's relations with other, relevant government units. 8.1. introduces the concept of inter-government relations planning. 8.2. inventories government units providing services within or in close proximity to the Town. 8.3. identifies the Town's inter-government relations issues.

8.1. Inter-government Relations Planning

The primary goal of a governmental unit is to best serve the interests of its constituents in the most responsible, efficient, and economical manner. The contemporary governing model in the United States, in which a broad array of overlapping governmental units provide varying levels of service, requires a cooperative, constructive relationship between these units to ensure achievement of this goal.

However, cooperative, constructive relations between government units is often difficult as these units likely have disparate opinions and methods as to how to most responsibly, efficiently, and economically serve their constituents. Furthermore, impediments to cooperative, constructive inter-government relations are often exacerbated when overlapping government units, such as a County and a Town, provide different services to the same constituents.

Thus, given this contemporary governing model, compromise and communication between government units is vital to ensure constructive, cooperative inter-government relations so as to ultimately achieve government's goal of serving all constituents in the most responsible, efficient, and economical manner.

The Town, in addition to providing vital services to its residents, also relies on various other government and quasi-government entities, including the County, to provide services. The Town must maintain and improve its relations with these entities, working cooperatively and constructively, to ensure vital services are provided to Town residents at adequate levels in a timely, efficient, equitable, and affordable manner.

8.2. Inter-government Relations Inventory

Various and diverse government units, and quasi-government entities, provide services vital to the Town and its residents. The following inventories the government units and entities providing these services, utilizing the following categories:

- General-Purpose Districts - Town (6), County (1), and City (3)
- Special-Purpose Districts - School (2) and Other (4)
- State (7)
- Federal (6)

General-Purpose Districts - Town, County, and City

General-purpose districts provide a wide array of vital services, including but not limited to, police and law enforcement, street repair and maintenance, and water management, to residents living within their borders. These districts, termed local government units, conform to municipal boundaries and include Towns, Counties, and Cities. General-purpose districts are organized, with powers and duties granted, per State of Wisconsin Statutes, Chapters 59, 60, 62, and 66. These Statutes designate Counties and Towns as unincorporated local government units, generally providing a narrower array of services to a predominately rural population, and Cities as incorporated government units, generally providing a broader array of services to a predominately urban population. The Town is served directly by two general-purpose districts (Town of Milton and Rock County) and shares a border with, or is in close proximity to, seven other general-purpose districts (five Towns and three Cities). The following identifies these districts:

- *Town of Milton*
The Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Fulton*
This Town is governed by a Board of five elected supervisors, one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. This Town borders the Town of Milton to the west. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Harmony*
This Town is governed by a Board of five elected supervisors, one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Town Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. This Town borders the Town of Milton to the south. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.

- *Town of Lima*
This Town is governed by a Board of five elected supervisors, one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a three-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. This Town borders the Town of Milton to the east. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Sumner (Jefferson County)*
This Town is governed by a Board of five elected supervisors, one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. This Town borders the Town of Milton to the north. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Koshkonong (Jefferson County)*
This Town is governed by a Board of five elected supervisors, one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, and provides recommendations regarding the proposals to the Board. This Town also borders the Town of Milton to the north. The Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Rock County*
The County is comprised of 20 Towns, three Villages, and six Cities, and is governed by a Board of Supervisors, consisting of 29 elected members representing the County's various geographical regions. The Board of Supervisors, headed by a Chair, sets the County's long-term policies by administering, creating, modifying, and/or repealing County ordinances, approving the County budget, and staffing various committees governing the County's services. The Board of Supervisors also appoints a County Administrator, responsible for overseeing the daily operations of County services. The Town is within the County. The County has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing, commercial, industrial, and associated development in appropriate, designated locations.
- *City of Milton*
This City is governed by a Council, comprised of an elected Mayor and six Alders, with one Alder serving as President. The Council sets the City's long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City's services. The

Council also appoints the City Administrator, tasked with overseeing the daily operations of City services. This City is located in the south-central portion of Milton Township (a 36-square mile, geographical entity), and is surrounded by the Town. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations and protection of environmentally sensitive open space lands.

The Town and City are currently (2009) working towards implementation of an Intergovernmental Boundary Agreement, identifying a “development boundary and review limit” (Map III.1 of this *Plan*). This agreement identifies areas in which the City of Milton will have review authority over Town development, with allowable Town development in these areas to be equal to or less than one residence per 35 acres, per the City’s Code of Ordinances and Comprehensive Land Use Plan. Similarly, the Agreement will revise the City’s review authority over Town development from all areas within the City’s ETJ Area (extending 1.5 miles out from the City’s boundaries) to only those areas within or adjacent to the “development boundary” as delineated in the Agreement.

- *City of Janesville*

This City is governed by a Council, comprised of seven elected members, with one serving as President. The Council sets the City’s long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City’s services, as well as appointing citizen committees. The Council also appoints the City Manager, tasked with overseeing the daily operations of City services. This City borders the Town to its south. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations and protection of environmentally sensitive open space lands. The City’s ETJ area (extending 3 miles out from the City’s boundaries) allows the City development review authority over any proposed Town development within this area. The City’s ETJ area extends into the southwestern portion of the Town.

- *City of Edgerton*

This City is governed by a Council, comprised of an elected Mayor and six Alders, with one Alder serving as President. The Council sets the City’s long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City’s services. The Council also appoints the City Administrator, tasked with overseeing the daily operations of City services. This City is located one and a half miles to the Town’s west. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations and protection of environmentally sensitive open space lands.

Special-Purpose Districts - School and Other

Special-purpose districts differ from general-purpose districts in providing a single or a few focused services, including but not limited to, public education, fire protection, and sewer service/water management, to residents living within their borders. These districts often cross general-purpose district boundaries, and are organized, with powers and duties granted, per State of Wisconsin Statute, Chapter 60 and 120. The Town is served by two types of special-purpose districts, School and Other. The following identifies these districts:

- *Milton School District*
This District provides public secondary (kindergarten through 12th grade) education to students living within its borders. This District is governed by a School Board consisting of seven elected members that also appoint a Superintendent to oversee the District's daily operations. The majority of the Town, except its extreme northwest portion, is within this District.
- *Edgerton School District*
This District also provides public secondary (kindergarten through 12th grade) education to students living within its borders. This District is governed by a School Board consisting of nine elected members that also appoint a Superintendent to oversee the District's daily operations. The Town's extreme northwest portion is within this District.
- *Milton Joint Fire Commission*
This Commission is the governing body of the Milton and Milton Township Fire Department. This Commission is made up six members, three each from the City of Milton and the Town of Milton.
- *Consolidated Koshkonong Sanitary District (CKSD)*
This District provides water and collects and treats the wastewater of Town residents living within its borders in addition to those residents living in portions of three surrounding Towns, Fulton (Rock County), Albion (Dane County), and Sumner (Jefferson County). This District is composed of four Town sanitary districts corresponding to the aforementioned Town boundaries. The District's governing Board consists of five officials, one from each Town sanitary district, with the remaining official coming from each Town sanitary district on a revolving term. The District's officials are appointed by the Town sanitary districts (Town Boards).
- *Rock-Koshkonong Lake District*
This District, spanning Rock, Dane, and Jefferson Counties, protects, preserves, and improves the natural resources of Lake Koshkonong and the Rock River ensuring the Lake and River continue to support diverse wildlife, habitat, and recreational opportunities. The District is governed by a Board of five elected and two appointed officials.
- *Janesville Area Metropolitan Planning Organization (JAMPO)*
This Organization, comprising the Cities of Janesville and Milton, the Town, and the Towns of Harmony, LaPrairie, Janesville, and Rock, is tasked with regional transportation planning within these jurisdictions. The Federal government requires metropolitan planning organizations be organized for all urbanized areas with a population greater than 50,000. JAMPO consists of a 16-member Policy Board comprising elected officials from JAMPO jurisdictions, a 23-member Technical Advisory Committee consisting of planning and engineering staff from these same jurisdictions, in addition to County, State, Federal, and industry representatives and a full-time staff person housed in the City of Janesville's Community Development Department.

State

State governments wield all governmental powers reserved to them, per the United States Constitution. The State of Wisconsin's Constitution dictates the structure of the State government, delineating three branches, the Executive, Legislative and Judicial. The State's Constitution is carried out through various statutes, administrative codes, and legislative acts. Administration and enforcement of these statutes, codes, and acts is undertaken by State agencies. The Town is served by various State agencies, including but not limited to, the following:

- *Department of Transportation (WisDOT)*
This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities, in the State of Wisconsin, including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT has a central office in the City of Madison. The Town is also in the Department's Southwest Region, with offices located in the Cities of La Crosse and Madison.
- *Department of Natural Resources (WDNR)*
This Department is dedicated to the preservation, protection, management, and maintenance of the State of Wisconsin's natural resources. WDNR has a central office in the City of Madison. The Town is in the Department's Southcentral Region, with an office located in the City of Janesville.
- *Department of Agriculture, Trade and Consumer Protection (DATCP)*
This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State's agriculture industry both domestically and internationally. DATCP has a central office located in the City of Madison. The Town is also in the Department's Madison Region, with an office located in the City of Madison.
- *Wisconsin Housing and Economic Development Authority (WHEDA)*
This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. The Town is served by a WHEDA office located in the City of Madison.
- *State of Wisconsin Historical Society (WHS)*
This Society, both a State of Wisconsin Agency and a private membership organization, helps people connect to the past by collecting, preserving, and sharing information vital in the telling and interpretation of the State's history. The Town is served by this Society's central office located in the City of Madison.
- *Department of Commerce*
This Department promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This Department strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. The Town is served by this Department's central office located in the City of Madison.

- *Department of Workforce Development*
This Department is charged with building and strengthening the State of Wisconsin's workforce by providing job services, including training and assistance to employers, employees, and the unemployed. The Town is served by this Department's central office located in the City of Madison. Additionally, the Rock County Job Center, located in the City of Janesville and administered by the Department, also services the Town.

Federal

The United States Government is organized on principles put forth in its Constitution. The United States Constitution delineates three branches of government, the Executive, Legislative, and Judicial, and reserves numerous rights for States. The Constitution is carried out through various laws, regulations, and legislative acts. Administration and enforcement of these laws, regulations, and acts is undertaken by Federal agencies. The Town is served by various Federal agencies, including:

- *United States Department of Agriculture (USDA)*
This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. The Town is served by a USDA field office located in the City of Janesville.
- *United States Housing and Urban Development Agency (HUD)*
This Agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. The Town is in HUD's Region 5, with an office located in the City of Milwaukee.
- *United States Environmental Protection Agency (EPA)*
This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments to conserve water and energy, minimize greenhouse gases, and re-use solid waste. The Town is in EPA's Region 5, with an office located in the City of Chicago, Illinois.
- *United States Fish and Wildlife Service (USFW)*
This Service conserves, protects, and enhances the Nation's fish and wildlife resources by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. The Town is in the Service's Leopold Wetland Management District, with an office located west of the City of Portage, Wisconsin.
- *United States Department of Labor (DOL)*
This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes

in employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. The Town is served by this Department's State office located in the City of Madison.

- *United States Economic Development Administration (EDA)*
This Administration works to promote innovation and competitiveness in the Nation's economic development preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with state and local governments, regional economic development districts, and public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. The Town is in the Administration's Chicago Region, with an office located in the City of Chicago, Illinois.

8.3. Inter-government Relations Issues

The following identifies the Town's inter-government relations issues derived from both analysis of the agricultural, natural, and cultural resource inventory as provided in 8.2. and *Citizen Participation Plan* activities.

- The Cities of Milton and Janesville, and the Town, have both similar and differing long-term planning and development interests.
- The Town is currently (2009) working with the City of Milton to develop an Intergovernmental Boundary Agreement. Given the nature of the agreement, and to ensure the Town's best interests are represented, the Town will need to initiate boundary agreement renewal talks with the City in approximately 2017.
- The City of Janesville's ETJ area allows the City development review authority over any proposed Town development within this area. The City's ETJ area extends into the southwestern portion of the Town.
- The County is offering additional, new planning and development services.
- WDNR has future land acquisition plans at Clear Lake and Storrs Lake Wildlife Areas, both located in the Town.
- CKSD has capacity for future expansion, providing sewer/water services for residential and commercial/industrial land uses.
- WisDOT and JAMPO have various future projects planned within or in close proximity to the Town. These projects will have an impact on the pace and pattern of Town development.

Chapter 9 - Implementation

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2)(i), the Implementation Element of a community's comprehensive plan is to be:

"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years."

This Chapter provides information on *Plan* implementation. 9.1. provides a rationale for planning for implementation, whereas 9.2. inventories *Plan* implementation mechanisms and procedures.

9.1. Implementation Planning

A plan must be implemented for it to have an effect. Simply stated, an unimplemented plan is an unused plan. In addition to various other factors, plan implementation often falters due to the plan's failure to clearly delineate a framework for implementation. Plan development often becomes the end of the planning process, rather than achievement of the plan goals and objectives through policy implementation. Planning for policy implementation is a key to ensure achievement of a plan's goals and objectives.

Identification of policy tools, timelines, indicators, and the process for plan adoption, updates, and amendments, offers a path towards developing an implementation framework, ultimately ensuring full, timely, and efficient plan implementation. Policy tools, in the form of government agencies/departments, plans, and programs, government regulations, and government-non government partnerships, are the means by which a plan's policies can be implemented. Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of plan implementation, whereas indicators gauge progress towards policy implementation and achievement of goals and objectives. Plan adoption provides a legal basis for plan implementation, whereas plan updates and amendments ensure the plan will continue to evolve and adapt to unforeseen issues, new trends and concepts, and public and political sentiment.

9.2. Implementation Inventory

An implementation inventory identifies the mechanisms and procedures that provide a framework and path towards full, timely, and efficient implementation of a plan. The following inventories information vital to ensure this *Plan's* implementation, utilizing the following categories:

- **Policy Tools**
- **Policy Timelines and Indicators**
- ***Plan* Adoption, Updates, and Amendments**

Policy Tools*

Policy tools are grouped into five categories, as follows:

1. Existing Government Agencies/Departments, Programs, and Plans
2. Potential Government Agencies/Departments, Programs, and Plans
3. Existing Government Regulations
4. Potential Government Regulations
5. Government and Non-Government Partnerships

All policy tools are codified indicating the tool's category (as stated above), jurisdiction level (Town, County, Regional, State, or Federal), the applicable Agency/Department, Program, or Plan, and, if relevant, the Agency/Department Division. As an example, the existing Economic Development Division of the County's Planning, Economic & Community Development Agency would be codified as 1.1.A.c.

1. Existing Government Agencies/Departments, Programs, and Plans

1.1. *Town*

- 1.1.A. *Board*: This Board is composed of five elected members responsible for governing the Town.
- 1.1.B. *Planning and Zoning Committee*: This Committee is composed of five members appointed by the Town Board to provide recommendations to the Board regarding planning, zoning, and development issues in the Town.
- 1.1.C. *Administrative/Support and Services Staff*: This Staff is composed of an elected Clerk, Deputy Clerk, and Treasurer, and Building Inspector, Police Chief, and Fire Chief, responsible for various services vital to the Town.

1.2. *County*

- 1.2.A. *Planning, Economic & Community Development Agency*: This Agency provides technical assistance and oversight on various planning and development activities in the County. This Agency is comprised of five service Divisions, including:
 - a. *Strategic and Comprehensive Planning Division*: This Division formulates, or assists in the formulation, of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's *Agricultural Preservation Plan - 2005 Update* and Comprehensive Plans for various County municipalities were developed by this Division.
 - b. *Development Review, Land Divisions, and Enforcement Division*: This Division administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock) and Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) are both administered and enforced by this Division.

*This policy tool inventory is not intended to be exhaustive or reflective of every tool that could potentially be utilized to implement this Plan's policies. Rather, this inventory reflects those tools identified as most relevant and prevalent in ensuring implementation of this Plan's policies.

- c. *Economic Development Division:* This Division provides consultative services to County municipalities promoting activities and programs that position and prepare the municipalities for economic development opportunities. *The Rock County Economic Development Plan - 2020*, to be completed by this Division in 2011, will provide a comprehensive framework in which to guide the County's economic development, and this Division's work plan, to the year 2020.
 - d. *Housing and Community Development Division:* This Division administers the County's housing programs and loan portfolio (Federal Community Development Block Grants) to ensure the provision of quality and affordable housing for County residents, including aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.
 - e. *Administrative, Engineering, and Geo-spatial Support Services Division:* This Division provides various products and services vital to planning and development activities in the County, including transportation and municipal water quality service area development planning, Geographic Information System (GIS) mapping and data development, and administrative support.
- 1.2.B. *Land Conservation Department:* This Department works to conserve the County's soil and wildlife habitat, ensure a quality water supply, and provide invasive species abatement and hazardous chemical collection. This Department achieves these ends by administering and enforcing the County's Construction Site Erosion Control (Chapter 27 - Municipal Code of the County of Rock), Storm Water Management (Chapter 28 - Municipal Code of the County of Rock), Non-Metallic Mining Reclamation (Chapter 31 - Municipal Code of the County of Rock), and Animal Waste Management (Chapter 30 - Municipal Code of the County of Rock) Ordinances, various Federal and State regulations, and by providing technical assistance, education, and outreach.
- 1.2.C. *Public Works Department:* This Department oversees the management of various services and infrastructure vital to County residents and municipalities. This Department is comprised of three service Divisions, including:
- a. *Highways Division:* This Division maintains all Federal, State, and County highways, in addition to Town roads in which the Division is contracted, by performing routine (snow-plowing, grass cutting, etc.) and major (road repair and expansion, etc.) maintenance. This Division annually lists current and future County road and bridge projects.
 - b. *Parks Division:* This Division manages all County park properties ensuring adequate and diverse outdoor recreational opportunities for County residents and visitors. This Division manages these properties according to its *Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2009-2014*.
 - c. *Airport Division:* This Division manages the Southern Wisconsin Regional Airport. This Division ensures the air transport needs of the area's existing businesses are met, a service vital in ensuring continued economic development opportunities in the County.

- 1.2.D. *Agricultural Preservation Plan: 2005 Update*: This Plan, updated in 2005, aims to ensure preservation and continued utilization of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by DATCP, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.E. *Parks, Outdoor Recreation, and Open Space Plan - 2009-2014*: This Plan, updated in 2009, outlines policies to ensure the effective and efficient management of the County's park properties, ensuring adequate and diverse outdoor recreational opportunities.
- 1.2.F. *Natural Hazard Mitigation Planning Manual and Plan*: This Plan, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and its environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events, and agricultural drought.
- 1.2.G. *Lands Records Modernization Plan (1998-2003)*: This Plan, completed in 2003, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional Geographic Information System (GIS). This Plan is scheduled to be updated in 2009.

1.3. Regional

- 1.3.A. *Janesville Area Metropolitan Planning Organization (JAMPO)*: This Organization, comprising the Cities of Janesville and Milton, and portions of the Town, as well as portions of the Towns of Harmony, LaPrairie, Janesville, and Rock, is tasked with regional transportation planning within these jurisdictions. JAMPO Plans include:
 - a. *2005-2035 - Janesville Area Long Range Transportation Plan*: This Plan, adopted in 2006, identifies JAMPO's "existing transportation conditions and those areas where improvements are needed to adequately provide a cost-effective and efficient transportation system over the next 30 years."
 - b. *2007-2012 - Transportation Improvement Program - Janesville Planning Area*: This Plan, completed in 2006 and updated annually, is a staged six-year program of transportation improvement projects within JAMPO areas.

1.4. State

- 1.4.A. *Department of Natural Resources (WDNR)*: This Department is dedicated to the preservation, protection, management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:
 - a. *Managed Forest Law (MFL) Program*: This Program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this Program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.

- b. *Brownfield Remediation and Redevelopment Program*: This Program offers a wide range of financial and liability tools to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
 - c. *Wisconsin State Trails Network Plan*: This Plan, completed in 2001, provides a long-term, big-picture vision for establishing a comprehensive State trail network. This Plan identifies existing and proposed trails and connections that would serve as the main corridors for a Statewide system, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.
 - d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program*: These Programs, administered by both the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, and urban green space, river and stream corridors, flowages and lakeshores, and to develop and improve visitor amenities at State and local parks and recreation areas.
 - e. *State Natural Areas (SNA) Program*: This Program protects outstanding examples of the State's native landscape of natural communities, significant geological formations, and archeological sites. Areas are included in the Program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the Program by formal agreements between the WDNR and the landowner.
 - f. *Natural Heritage Inventory (NHI) Program*: This Program conducts field surveys for rare species and natural communities throughout the State that provide, or potentially provide, critical landscape functions including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as SNA's while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.4.B. *Department of Transportation (WisDOT)*: This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities in the State of Wisconsin, including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to the *Plan* include:
- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century*: This Plan, completed in 1994, provides policies for State transportation planning, including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. This Plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of State funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional government transportation needs.

- b. *Connections 2030 Plan*: This Plan, currently being developed as a successor to the *Translink 21* plan, is a multi-modal policy plan addressing long-range transportation issues, including highways, local roads, and air, water, rail, bicycle/pedestrian, and public transit options. This Plan's policies pertain to specific transportation corridors throughout the State, two of which incorporate portions of the Town, including:
 - South Central Connection Corridor (Interstate 90/39) - Beloit to Madison
 - Rock River Corridor (State Highway 26) - Janesville to Oshkosh
- c. *Wisconsin State Highway Plan 2020*: This Plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. This Plan identifies Interstate 90/39 as a "Corridors 2020 Backbone route," classifying it as a connector of major population and economic centers, providing economic links to national and international markets.
- d. *Rustic Roads Program*: This Program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State's scenic, lightly-traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal, can be linked with off-road bicycling/pedestrian trails to create a regional trail network and stimulate economic development via homebuyers, tourists, and recreational users.
- e. *Wisconsin Rail Issues and Opportunities Report*: This Plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This Plan is intended to direct the rail element of the aforementioned *Connections 2030 Plan*.
- f. *Wisconsin State Airport System Plan 2020*: This Plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
- g. *Wisconsin Bicycle Transportation Plan 2020*: This Plan, completed in 1998, aims to "establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin." A map identifying existing County bicycling conditions is a component of this Plan.
- h. *Wisconsin Pedestrian Policy Plan 2020*: This Plan, completed in 2002, outlines State and local government measures to increase walking as a viable transportation mode, including promoting pedestrian safety.
- i. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision-making and meeting State statute requirements. This System combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data to identify trends in road use and volume.
- j. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The Programs are grouped into five categories,

Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council is an advisory body of local officials, tasked with addressing the continuing impact of Federal and State policy changes on local government transportation.

1.4.C. *Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State's agriculture industry both domestically and internationally. DATCP plans and programs relevant to this *Plan* include:

- a. *Farmland Preservation Program*: This Program, created by the State of Wisconsin Legislature in 1977, assists in preserving the State's valuable farmland by supporting its Counties efforts to manage growth. Counties must have an Agricultural Preservation Plan, meeting standards set forth in State of Wisconsin Statute, Chapter 91 to participate in the Program. Farmland owners are eligible to enroll in the Program and receive State income tax credits if they own farmland in a County with an Agricultural Preservation Plan certified by the State and meet various other Program requirements.
- b. *Grant/Loan/Technical Assistance Programs*: DATCP provides a myriad of programs designed to aid local governments in preserving agricultural lands and bolstering the State's agricultural industry.

1.4.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households.

- a. *Grant/Loan/Technical Assistance Programs*: WHEDA provides a myriad of programs designed to aid local governments in maintaining existing, and developing new, housing.

1.5. *Federal*

1.5.A. *Housing and Urban Development Agency (HUD)*: This Agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include:

- a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing, and developing new, housing.

1.5.B. *Environmental Protection Agency (EPA)*: This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments, to conserve water and energy, minimize greenhouse gases, and re-

use solid waste. EPA programs relevant to the this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.

1.5.C. *Fish and Wildlife Service (USFW)*: This Service conserves, protects, and enhances the Nation's fish and wildlife resources by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFW programs relevant to the this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USFW provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.

1.5.D. *Department of Agriculture (USDA)*: This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to the this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.

1.5.E. *Department of Labor (DOL)*: This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to the this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: DOL provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

1.5.F. *Economic Development Administration (EDA)*: This Administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with state and local governments, regional

economic development districts, public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to the this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EDA provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

2. Potential Government Agencies/Departments, Programs, and Plans

2.1. Town and/or County

- 2.1.A. *Consulting Services Program*: This County Program provides planning and development services to County municipalities that may lack planning and development technical expertise and resources, ensuring municipal planning and development activities benefit both municipalities and the region as a whole. Services offered by the Program would include, but would not be limited to:
 - Comprehensive Plan updates
 - Comprehensive, strategic, and site-planning
 - Educational workshops
 - Ordinance development
 - Geographic Information System (GIS) mapping and database development
 - Boundary agreement mediation and development
 - New Program Administration
- 2.1.B. *Boundary Line Agreements*: These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop for a specified time period, usually 20 years. These agreements reduce land use conflicts while encouraging inter-governmental cooperation and orderly and responsible growth and development.
- 2.1.C. *Annual Reports*: These reports, offering an inventory and analysis of a government unit at a regular interval, are vital in assuring the government unit stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal-setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.D. *Land Use Inventory Program*: This inventory provides accurate, accessible historical and current land use data, vitally important to a local government in providing a context for, and guiding, current and future day-to-day decision-making and policy development, ultimately ensuring consistent, efficient, and high-quality service to its customers. Specifically, this inventory provides clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines.
- 2.1.E. *Land Evaluation and Site Assessment (LESA) Program*: This program categorizes land parcels by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.

- 2.1.F. *Purchase of Development Rights (PDR) Program*: This program preserves land for working or open space uses, including agricultural, forestry, or recreation. This program utilizes land protection agreements, legally binding documents that transfer (through sale) a land parcel's development rights from the landowner to another entity, often a land conservation organization or governmental agency. The landowner is bound to the agreement terms and the organization/agency is required to monitor land uses to ensure agreement terms are being met.
- 2.1.G. *Infill and Brownfield Development Program*: This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.
- 2.1.H. *Green Building Program*: This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation, due to the environmental and socio-economic costs of traditional building energy usage.
- 2.1.I. *Regional Planning Body/Coalition*: These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).
- 2.1.J. *Transfer of Development Rights (PDR) Program*: This program is similar to PDR in preserving land for working or open space uses, differing from PDR in allowing for responsible development. This program, similar to PDR, separates a parcel of land from its development rights. However, unlike PDR, this program then sells these development rights on the open market, in the process transferring them from designated "sending areas" to designated "receiving areas." Land developers buy these development rights, utilizing them to build at higher densities in "receiving" areas.
- 2.1.K. *Impact Fee Programs*: This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings, as required by the new development.
- 2.1.L. *Tax Incremental Financing (TIF) Programs*: This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

3. Existing Government Regulations

3.1. Town

3.1.A. *Town of Milton Zoning Ordinance*: This Ordinance identifies zoning districts, stipulating allowable uses on lands in the Town, including agricultural, residential, business/commercial, light industrial, special and unique, and environmentally sensitive/open space area preservation. The Towns' Agricultural (A-1) zoning district, consisting of the largest minimum lot size and lowest housing unit density of all Town zoning districts, is thus the district most conducive to large-scale, productive agricultural utilization. Conversely, districts such as Planned Unit Development (P.U.D.), Rural Residential (R-R), and Residential (R-1) and (R-3) are designated strictly for residential uses, at dwelling unit densities ranging between 2 units/~.25 acres to 1 unit/3 acres. Lowland Conservancy (C-1), formulated to restrict development in flood-prone and environmentally sensitive areas, is an overlay district indicating a zoning district that is superimposed over an underlying, broader district.

3.2. County

- 3.2.A. *Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock)*: This Ordinance regulates land use in specific unincorporated areas of the County, including its shorelands, lowlands/wetlands, and County-owned property. The County's Shoreland (SO) Overlay Zoning District (SO) regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream.
- 3.2.B. *Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)*: This Ordinance regulates any land division creating a parcel of land less than 15 acres in unincorporated areas of the County, requiring a preliminary application and an approved certified survey map, subdivision, or condominium plat.
- 3.2.C. *Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)*: This Ordinance manages stormwater in the County's unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This Ordinance requires a permit for any activity disturbing more than one acre of land.
- 3.2.D. *Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)*: This Ordinance regulates all active non-metallic mine sites in unincorporated areas of the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)*: This Ordinance manages erosion on construction sites in the County's unincorporated areas by establishing requirements to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

3.3. State

- 3.3.A. *State of Wisconsin Department of Natural Resources (WDNR) Administrative Code Chapter NR 216 - Stormwater Discharge Permits*: This Rule regulates stormwater in the State of Wisconsin by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.
- 3.3.B. *State of Wisconsin Statute Chapter 295 and State of Wisconsin Administrative Code NR 135*: This Statute establishes the framework for Statewide regulation of non-metallic mining reclamation, with any site beginning operations after August 2001 required to have an approved reclamation plan and permit. This Statute delegates regulation of non-metallic mining reclamation to Counties (The County regulates non-metallic mining reclamation within its borders through administration/enforcement of the aforementioned Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)).

3.4. Federal

- 3.4.A. *Environmental Protection Agency (EPA) Stormwater Phase II - Final Rule*: This Rule regulates stormwater by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.

4. Potential Government Regulations

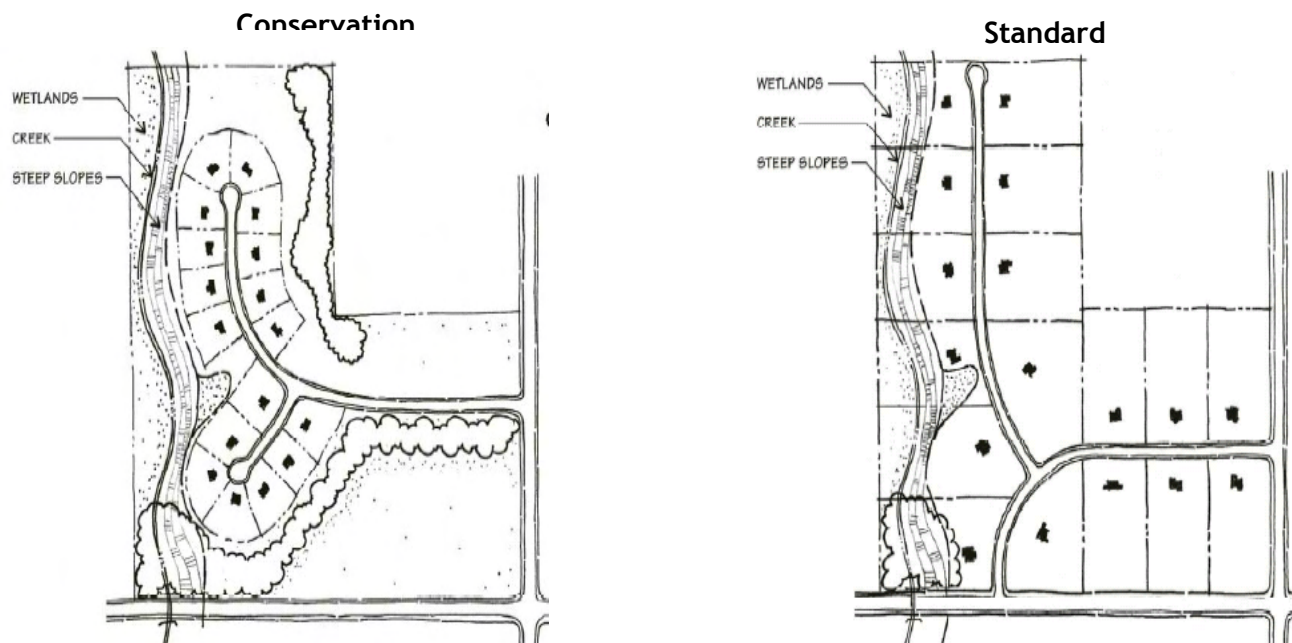
4.1. Town

- 4.1.A. *Subdivision Ordinance*: This Ordinance is usually applicable to any land division creating a parcel of land less than 35 acres, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 4.1.B. *Subdivision - Design Standards*: Subdivision design standards, including traditional neighborhood, conservation, and fused grid, can be utilized to offer an alternative to low-intensity, land-extensive residential development. Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands. Figure 9.1 displays an example of fused grid design, whereas Figure 9.2 displays an example of conservation design, in comparison to standard design.

**Figure 9.1:
Fused Grid Design**

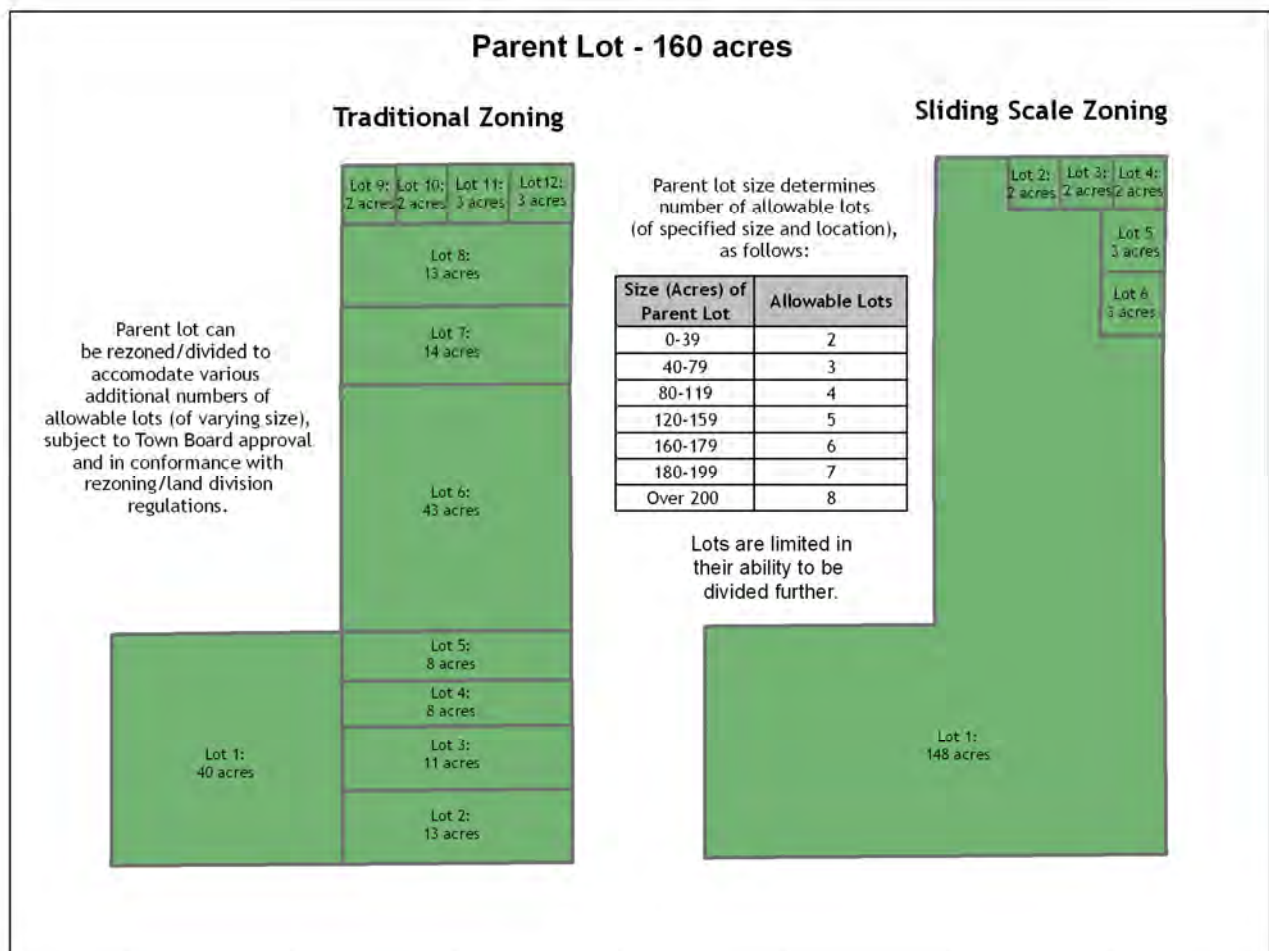


**Figure 9.2:
Conservation and Standard Design**



- 4.1.C. **Zoning District - Sliding Scale:** This zoning district can be applied to Agricultural (A-1) districts to allow for housing development and protection of valuable agricultural lands. This district limits the number of times an agricultural parent lot (a lot existing at the time of zoning district adoption) can be divided (split), based on the size of the lot. This district stipulates the larger the agricultural parent lot, the more splits it is entitled. As an example, a 40-acre agricultural lot may be allowed two splits, with an additional split being allowed for each additional 40 acres. As such, an 80 acre lot would be allowed three splits, a 120 acre lot four splits, and so on. This zoning district also stipulates the newly created lots (splits) are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural lot, and the newly created lots, are then restricted from further land division. Figure 9.3 provides a conceptual overview of sliding scale zoning in comparison to traditional zoning.

Figure 9.3:
Sliding Scale Zoning



- 4.1.D. **Zoning - Incentive, Performance, and Overlay:** Incentive, performance, and overlay zoning can be utilized to achieve various land use goals. Incentive zoning provides incentives to developers (higher densities, larger units, etc.) in exchange for community-wide amenities such as open space. Performance zoning regulates land use impacts rather than land use types, setting general outlines for the desired impact of land parcels and permitting various land uses

as long as the general outlines are achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.

- 4.1.E. *Eco-Municipality Ordinance*: These resolutions state a local government unit's commitment to long-term socio-economic and ecological health and sustainability. These resolutions often focus on implementing sustainability measures in the day-to-day operations of the local government ranging from energy consumption to building construction practices. The State of Wisconsin is a leader in the Eco-Municipality movement, with approximately 20 State communities having adopted eco-municipality resolutions.

5. Government and Non-Government Partnerships

5.1. *County*

- 5.1.A. *Rock County Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the County's and Town's history.
- 5.1.B. *Chamber of Commerce*: These non-profit Organizations are business fellowships designed to foster new business growth, support the business community, and promote and preserve local resources, all to enhance an area's quality of life. These Organizations encourage and foster collaboration by supporting member networking and relationship building to promote business growth, providing information on issues vital to the area to both existing residents and newcomers, and promoting tourism, new business and cultural opportunities. The Milton area and Edgerton area Chamber of Commerce serve each municipality and surrounding area.
- 5.1.C. *4-H*: This non-profit youth Organization is administered by the Cooperative Extension System of the USDA providing opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs throughout the County.
- 5.1.D. *Rock County Economic Development Alliance*: This Alliance consists of local economic development professionals working to promote development efforts throughout the County. The Alliance works to address and finance various industry, marketing, research, and workforce initiatives.

5.2. *State*

- 5.2.A. *Land Trusts and Conservation Organizations*: These non-profit Organizations work to protect vegetation, wildlife, and land and water resources. Land trusts may own land or hold land protection agreements. The National Heritage Land Trust and The Prairie Enthusiasts, both operating out of Dane County, have a presence in the County. Additionally, Gathering Waters Conservancy, located in Madison, is a clearing-house for State of Wisconsin land trusts, providing resources and training.
- 5.2.B. *State of Wisconsin Historical Society*: This non-profit Organization offers programs and houses various materials vital in the telling and interpretation of the Town's history. The Society continually gathers data on sites and buildings of historical significance. The Society's AHI Program identifies buildings and structures of important architectural or vernacular style, while the ASI Program

identifies important landforms, burial sites, campgrounds, and various other significant man-made and natural features. The State of Wisconsin Historical Markers Program, administered by the Society's Historical Preservation Division, consists of more than 470 official State markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, State, or national significance. Private individuals and local governments are eligible to submit an application for a location to be considered for a marker.

Policy Timelines and Indicators

This *Plan's* policy timelines vary, dependent on each individual policy. All policies in this *Plan* contain one of two timelines:

- Ongoing, 2010-2035
Implementation to be completed throughout the life of this *Plan* through collective actions and interactions with Town customers on a daily basis
- 2010 -2015
Implementation to be completed by December 31, 2014

The Town will prioritize implementation of those policies with a 2010-2015 timeline through formulation of a Town workplan, ensuring incremental and consistent implementation of these policies throughout the five-year period. The Town has set a benchmark of implementation of 80% of those policies with a 2010-2015 timeline by December 31, 2014.

Policy indicators will also vary, dependent on each individual policy. Some indicators will be open-ended and ambiguous, whereas others will be direct and specific.

It is important to note that all policy timelines and indicators presented in this *Plan* (Section III - Goals, Objectives and Policies) are intended to serve as a guide, providing only an indication of the possible future date of and progress towards policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

Plan Adoption, Updates and Amendments

Plan adoption, in accordance with State of Wisconsin Statute 66.1001 - Comprehensive Planning (4), is the initial step towards *Plan* implementation. The adoption process includes enacting an ordinance of *Plan* adoption, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed ordinance is discussed.

Plan updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure a comprehensive plan will continue to evolve and adapt to unforeseen planning issues, new trends and concepts, and public and political sentiment. The Statute requires this *Plan* to be updated once in every 10-year period after adoption. The Town, in accordance with updating procedure utilized for other Town plans, will update this *Plan* once within 5 years of *Plan* adoption (June 3, 2009), and thereafter once in every 5-year period. As such, *Plan* updates will be completed in the latter half of the years 2014, 2019, 2024, and 2029. The *Plan* amendment process requires enacting an ordinance of *Plan* amendment, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed ordinance is discussed. *Plan* amendments will be required if, at a date subsequent to the adoption of this *Plan*, the Town desires land uses that are substantially inconsistent with

those delineated on Map III.1: Future Land Use as contained herein, or otherwise wishes to substantially modify or change the intent or content of this Plan, including but not limited to, this *Plan's* goals, objectives, and policies. Appendix H (State of Wisconsin Statute 66.1001) details the process for *Plan* adoption, updates, and amendments.

***TOWN OF MILTON
COMPREHENSIVE PLAN 2035***

**SECTION III -
GOALS, OBJECTIVES, AND POLICIES**

This Section contains this *Plan's* goals (including Town Vision Statement), objectives, and policies, and associated information. Part I provides general information on a comprehensive plan's goals, objectives, policies, and associated information, including the process utilized to develop these vital components for this *Plan*, as well as the integration of this *Plan's* goals, objectives, and policies with various other relevant plans, policies, and regulatory measures. Part II states this *Plan's* goals, objectives, policies, timelines, and indicators.

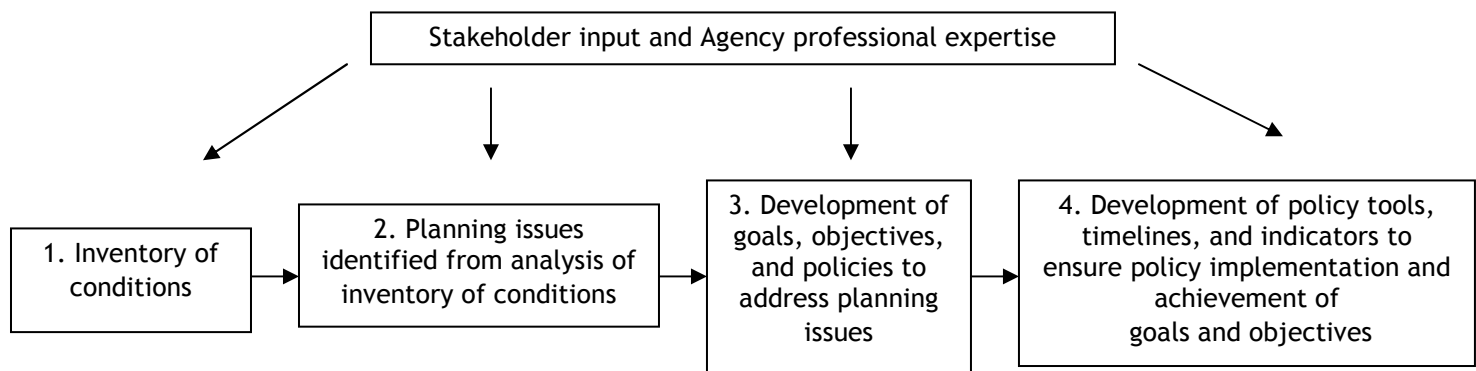
I. Goal, Objective, Policy, Timeline, and Indicator Development

Development of goals, objectives, policies, timelines, and indicators is vital in both providing a plan with direction and focus, and ensuring plan implementation. The following provides information on *Plan* goal, objective, policy, timeline, and indicator development.

Goals, objectives, and policies provide a comprehensive plan with its ultimate worth. Goals address major, essential issues and are ideas and values in the public interest that provide an end in which to direct the planning process. Objectives are more specific, providing detailed direction towards achievement of goals. Policies consist of rules or courses of action utilized to ensure plan implementation through achievement of goals and objectives. Timelines delineate a specified time period in which a policy should be implemented, whereas indicators gauge progress towards policy implementation and achievement of goals and objectives.

Figure I displays the process utilized to develop this *Plan's* goals, objectives, policies, timelines, and indicators. This process utilized input gathered from stakeholders, including Town residents and elected officials, and other interested parties, per the *Citizen Participation Plan*, in addition to the professional expertise of Agency staff.

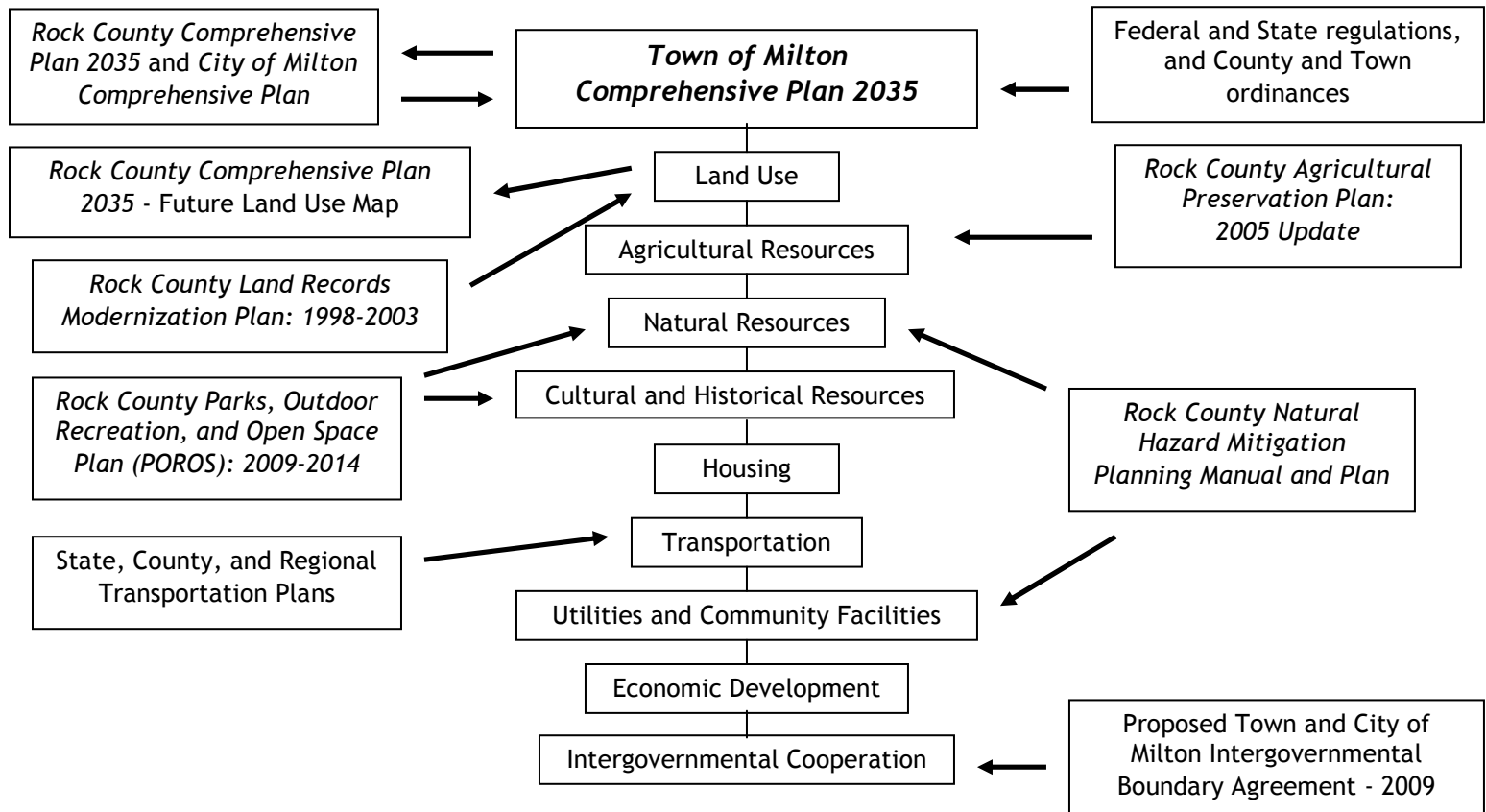
**Figure I:
Goal, Objective, Policy, Timeline, and Indicator Development**



An underlying principle of State of Wisconsin Statute 66.1001 - Comprehensive Planning recognizes all aspects of a community's planning and development are interrelated and interdependent. Economic development is reliant on prudent land use, just as preservation of agricultural resources is dependent on the careful siting of new housing. Thus, this *Plan* too recognizes that the various goals, objectives, and policies stated herein must be internally consistent, that is consistent with each other, in laying the framework for the Town's future planning and development. This *Plan's* goal, objective, and policy consistency, and the necessary interrelationships and interdependency of a community's planning and development as espoused in Statute 66.1001, is evidenced in the replication of many of this *Plan's* policies for differing goals and objectives.

Furthermore, the goals, objectives, and policies stated in this *Plan* are consistent with goals, objectives, and policies stated in various other planning documents and regulatory measures at the Federal, State, County, and City/Village/Town level. Figure II provides a conceptual overview of the integration of this *Plan*'s goals, objectives, and policies with these various other planning documents and regulatory measures.

**Figure II:
Goal, Objective, and Policy Integration**



This *Plan*'s goals, objectives, and policies also reflect the fourteen goals as stated in State of Wisconsin Statute 16.965 Planning Grants to Local Government Units (4)(b), as follows:

1. Promotion of 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 low costs
6. Preservation of cultural, historic and archaeological sites
7. Encouragement of cooperation and coordination among nearby units of government
8. Building community identity by revitalizing main streets and enforcing design standards
9. Providing an adequate supply of affordable housing for all income levels within the community
10. Providing infrastructure, services and developable land adequate to meet existing and future market demand for residential, commercial and industrial uses
11. Promoting expansion or stabilization of the economic base and job creation
12. Balancing individual property rights with community interests and goals

13. *Planning and developing land uses that create or preserve unique urban and rural communities*
14. *Providing an integrated, efficient, and economical transportation system that meets the needs of all citizens*

II. Goals, Objectives, Policies, Timelines, and Indicators

The following states this *Plan's* goals, objectives, policies, timelines, and indicators. Goals, objectives, policies, timelines, and indicators are stated only for Elements covered in Section II-Chapters 2-10 of this *Plan*, as these Chapters represent this *Plan's* "working" Elements. Goals, objectives, and policies were not formulated for Section I - Chapter 1 - Issues as this Chapter serves only to provide a conceptual planning framework, nor for Section II - Chapter 11 - Implementation as this Chapter serves only to identify tools, concepts, and methodologies to ensure implementation and achievement of this *Plan's* goals, objectives, and policies. As previously stated, the Town has set a benchmark of implementation of 80% of those policies with a 2010-2015 timeline by December 31, 2014.

It is important to note that all policy timelines and indicators presented in this Section are intended to serve as a guide, providing only an indication of the possible future date of policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

GOAL 1 - TOWN VISION STATEMENT

The Town of Milton will remain a vibrant, dynamic, stable, and sustainable community, continuing to offer a high quality of life to its residents.

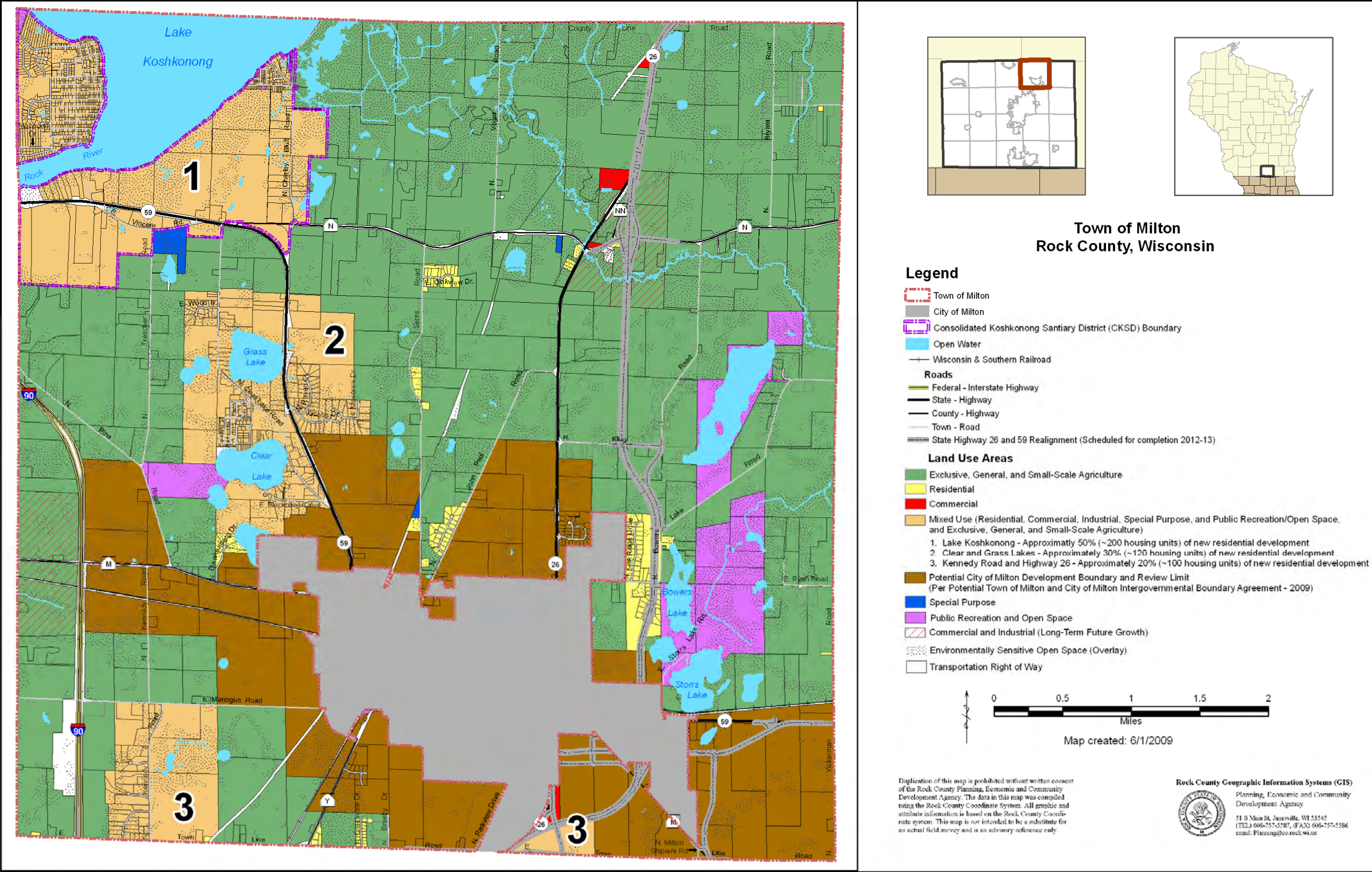
The Town will protect its agricultural, natural, and cultural resources, including its family farms and open space lands, and encourage responsible residential, commercial, and associated growth and development in appropriate, designated areas, ensuring a strong local economy and preservation of its identity. To achieve these ends, the Town will utilize a comprehensive planning and development decision-making process based on sound, tested, and innovative concepts, and principles of inter-governmental cooperation and citizen participation.



GOAL 2 - LAND USE			
Ensure diverse and responsible land uses in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
2.1. Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests	2.1.a. Utilize the Town of Milton’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	2.1.b. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	2.1.c. Develop revisions, amendments, and updates to the Town of Milton Zoning Ordinance Code (June 12, 2006), including but not limited to, ensuring consistency with the <i>Town of Milton Comprehensive Plan 2035</i> and Agricultural Preservation Plan (State of Wisconsin certification), and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	2.1.d. Develop a Boundary Agreement with the City of Milton	2010-2015	Establish and implement a Boundary Agreement by 2010
	2.1.e. Work with Rock County to ensure consistent and uniform administration, enforcement, and revision of the following County ordinances: <ul style="list-style-type: none">• Zoning (Chapter 32 - Municipal Code of the County of Rock):• Land Division (Chapter 15 - Municipal Code of the County of Rock):• Stormwater (Chapter 28 - Municipal Code of the County of Rock)• Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)• Non-Metallic Mining (Chapter 31 - Municipal Code of the County of Rock)	Ongoing, 2010-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2014 to identify any County ordinance issues
	2.1.f. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for various uses	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	2.1.g. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010 to provide accurate Town land use data to Rock County
	2.1.h. Work with Rock County to ensure consistent and standardized procedures for issuing land use permits, including but not limited to, zoning, building, driveway and sanitary	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2010 to identify land use permitting issues
	2.1.i. Maintain and expand the Town’s cooperative and productive relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on planned or potential WDNR projects, including but not limited to: <ul style="list-style-type: none">• Storrs Lake Wildlife Area future land acquisition and development plan• Clear Lake Property future land acquisition and development plan• <i>State Trails Network Plan</i> (Ice Age Trail)	Ongoing, 2010-2035	Develop a biennial WDNR workgroup schedule by 2011, providing the opportunity to meet with the WDNR once every two years to identify and discuss any issues
	2.1.j. Monitor City of Milton annexations and development, City of Janesville annexations and development in or in close proximity to the Town of Milton, and development in close proximity to the Town of Milton in the adjacent Towns of Fulton, Lima, Harmony, Koshkonong, and Sumner, to ensure consistency with the aforementioned municipalities’ Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2009, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify any issues

GOAL 2 - LAND USE			
Ensure diverse and responsible land uses in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
2.1. Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests			
	2.1.k. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	2.1.l. Consider adopting a land division ordinance, developed by Rock County, to include regulations stipulating subdivision design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2010, to identify land division ordinance issues
	2.1.m. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Milton Zoning Ordinance Code (June 12, 2006)	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2010
	2.1.n. Support Rock County in development of a Smart Growth Program designed to provide education and technical expertise on the vital relationships between land use, housing, economic development, transportation, utilities and community facilities, and utilize the Program	Ongoing, 2010-2035	Provide technical expertise and support as needed, and utilize one product developed, and/or one service provided, by the Program by 2012
	2.1.o. Support Rock County in revision of processes to identify and regulate natural resource elements currently known as Environmentally Significant Open Space Areas (ESOSA)	2010-2015	Provide technical expertise and support as needed
	2.1.p. Support Rock County in revision and update of the County’s Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)	2010-2015	Provide technical expertise and support as needed
	2.1.q. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	2.1.r. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	2.1.s. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

Map III.1:
Future Land Use



Source: Rock County Planning, Economic & Community Development Agency - 2009

The following further details the Land Use Areas as delineated on Map III.1:

- **Exclusive, General, and Small-Scale Agriculture**
These Areas are designated for continued large-scale intensive or small-scale agricultural utilization. These Areas are productive agricultural lands of 10 acres or greater or currently designated within the Town's A-1 or A-2 Agricultural zoning districts (10+ acres), or small hobby farms, open space lands, or larger residential lots currently designated within the Town's A-3 Agricultural zoning district (3-10 acres). Rezoning of these Areas, or allowances of uses incompatible with the aforementioned uses, is discouraged.
- **Residential**
These Areas are designated for continued residential use. These Areas are smaller residential lots currently designated within the Town's Rural Residential (R-R) zoning district (1-3 acres).
- **Commercial**
These Areas are designated for continued commercial utilization. These Areas are currently designated within the Town's Local Business (B-1) zoning district.
- **Mixed Use (Residential, Commercial, Industrial, Special Purpose, and Public Recreation/Open Space, and Exclusive, General, and Small-Scale Agriculture)**
These Areas are designated to accommodate the vast majority of future Town population growth (per Figures 1.9, 1.10, 2.9, 2.10, and 4.13 of this *Plan*) and associated residential, commercial, industrial, and special purpose land uses resulting from conditional land uses, rezone, subdivision/land division, and other land development. Not all lands identified in these Areas may be appropriate for development. Rather, development, if proposed and desired, should be encouraged in these Areas in a pattern (smaller residential lots in closer proximity to other compatible uses) and pace consistent with this *Plan's* policies and with other Town land use regulations and policies.

These Areas are identified as follows:

1. Lake Koshkonong

This Area is designated to accommodate approximately 50% (~200 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's Agricultural One (A-1), Two (A-2), and Three (A-3), Commercial Recreation (C-R), Rural Residential (R-R), and Residential One (R-1) zoning districts.

2. Clear and Grass Lakes

This Area is designated to accommodate approximately 30% (~120 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's Agricultural One (A-1), Two (A-2), Three (A-3), Commercial Recreation (C-R), and Rural Residential (R-R) zoning districts.

3. Kennedy Road

This Area is designated to accommodate approximately 20% (~100 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's Agricultural One (A-1), Two (A-2), and Three (A-3), Commercial Recreation (C-R), and Rural Residential (R-R) zoning districts.

- *Special Purpose*
These Areas are designated for continued special purpose uses. These Areas are currently designated within the Town's Special Purpose (SP) zoning district.
- *Public Recreation and Open Space*
These Areas are designated for continued public recreation and open space land uses. These Areas are currently within the Town's Agricultural One (A-1), and Three (A-3) and Highland Conservation (C-2) zoning districts.
- *Potential City of Milton Development Review and Boundary Limit (Per Potential Town and City Intergovernmental Boundary Agreement - 2009)*
This Area is potentially designated for review authority by the City of Milton and restricted Town development, per the potential Town and City Intergovernmental Boundary Agreement - 2009 (Agreement). Per the Agreement draft, any Town development in this area is to be equal to or less than one residence per 35 acres, per the City of Milton's Code of Ordinances and Comprehensive Land Use Plan. If and when the Agreement is authorized by both the Town and City, the development review and boundary limit, as delineated in the authorized Agreement, shall be consistent with the Potential City of Milton Development Review and Boundary Limit (Area) as delineated on Map III.1. If the development review and boundary limit as delineated in the authorized Agreement conflicts with the Area as delineated in Map III.1, said Map and said Area shall be modified to reflect the development review and boundary limit as delineated in the authorized Agreement. If the Agreement is not authorized by either the Town or the City by December 31, 2011, Map III.1 and the Area shall also be modified to reflect this.
- *Commercial and Industrial (Long-Term Future Growth)*
These Areas are designated to accommodate long-term future commercial growth. Currently, and within the short-term (approximately the next five years to ten years), commercial development is not likely viable, nor desired, in these Areas. However, given planned and potential transportation improvement projects, these areas may become viable and desirable for commercial and industrial development at some point prior to 2035. These Areas are currently within the Town's Agricultural One (A-1), Local Business (B-1), and Rural Residential (R-R) zoning districts.
- *Environmentally Sensitive Open Space (Overlay)*
These Areas are particularly sensitive to development, requiring restrictions to ensure mitigation of social costs resulting from development. These Areas include:
 - o Floodplains
 - o Shorelands
 - o Wetlands
 - o Hydric Soils
 - o Steep Slopes (12% and Greater)
 - o Kettles and Depressional Topography
 - o Bedrock At 20 inches
 - o Significant Natural Areas (As identified in the Rock County Natural Area Survey: 2001)
 - o Potential Groundwater Protection Areas

The Rock County Planning, Economic & Community Development Agency is currently revising and updating these Areas to ensure they reflect the most accurate, reliable, and current information. At which point these Areas are completely revised and

updated, the revised and updated Areas shall supersede the Areas as shown on Map III.I: Future Land Use and said Map shall be updated to reflect said revisions and updates to these Areas.

- Transportation Right of Way
These areas are designated as transportation corridors, dedicated to the public for such uses.

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.1. Promote and encourage protection, preservation, and enhancement of agricultural resources	3.1.a. Utilize the Town of Milton's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	3.1.b. Develop revisions, amendments, and updates to the Town of Milton Zoning Ordinance Code (June 12, 2006), including but not limited to, ensuring consistency with the <i>Town of Milton Comprehensive Plan 2035</i> and <i>Rock County Agricultural Preservation Plan: 2005 Update</i> (State of Wisconsin certification), and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2010
	3.1.c. Develop a Boundary Agreement with the City of Milton	2010-2015	Establish and implement a Boundary Agreement by 2010
	3.1.d. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency staff by 2011 to identify development review process issues
	3.1.e. Work with Rock County to ensure consistent and uniform administration, enforcement, and revision of the following County ordinances: <ul style="list-style-type: none"> • Zoning (Chapter 32 - Municipal Code of the County of Rock) • Land Division (Chapter 15 - Municipal Code of the County of Rock) • Stormwater (Chapter 28 - Municipal Code of the County of Rock) • Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock) • Non-Metallic Mining (Chapter 31 - Municipal Code of the County of Rock) 	Ongoing, 2010-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2014 to identify any County ordinance issues
	3.1.f. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for continued agricultural use	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	3.1.g. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010 to provide accurate Town land use data to Rock County
	3.1.h. Monitor City of Milton annexations and development, City of Janesville annexations and development in or in close proximity to the Town of Milton, and development in close proximity to the Town of Milton in the adjacent Towns of Fulton, Lima, Harmony, Koshkonong, and Sumner, to ensure consistency with the aforementioned municipalities' Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2009, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	3.1.i. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.1.j. Consider adopting a land division ordinance, developed by Rock County, including but not limited to, regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013, to identify land division ordinance issues
	3.1.k. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Milton Zoning Ordinance Code (June 12, 2006)	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.1.l. Support Rock County in development of a Smart Growth Program designed to provide education and technical expertise on the vital relationships between land use, housing, economic development, transportation, utilities and community facilities, and utilize the Program	Ongoing, 2010-2035	Provide technical expertise and support as needed, and utilize one product developed, and/or one service provided, by the Program by 2011

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.1. Promote and encourage protection, preservation, and enhancement of agricultural resources			
	3.1.m. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	3.1.n. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	3.1.o. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed
3.2. Promote and encourage protection, preservation, and enhancement of natural resources			
	3.2.a. Utilize the Town of Milton's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	3.2.b. Develop revisions, amendments, and updates to the Town of Milton Zoning Ordinance Code (June 12, 2006), including but not limited to, ensuring consistency with the <i>Town of Milton Comprehensive Plan 2035</i> and <i>Rock County Agricultural Preservation Plan: 2005 Update</i> (State of Wisconsin certification), and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.1.c. Develop a Boundary Agreement with the City of Milton	2010-2015	Establish and implement a Boundary Agreement by 2010
	3.1.d. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	3.2.e. Utilize new programs to be offered and services to be provided by the County, including, but not limited to a Smart Growth Program designed to educate the Town on the relationship between housing, land use, economic development, transportation, utilities and community facilities, and support, through technical assistance and expertise, Town policies that recognize these vital relationships	Ongoing, 2010-2035	Utilize one product developed, and/or one service provided, by the Program by 2011
	3.2.f. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none"> • Zoning (Chapter 32 - Municipal Code of the County of Rock) • Land Division (Chapter 15 - Municipal Code of the County of Rock) • Stormwater (Chapter 28 - Municipal Code of the County of Rock) • Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock) • Non-Metallic Mining (Chapter 31 - Municipal Code of the County of Rock) 	Ongoing, 2010-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2014 to identify any County ordinance issues
	3.2.g. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for various uses	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	3.2.h. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010 to provide accurate Town land use data to Rock County

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.2. Promote and encourage protection, preservation, and enhancement of natural resources	3.2.i. Maintain and expand the Town’s cooperative and productive relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on natural resource management and various planned or potential WDNR projects, including but not limited to: <ul style="list-style-type: none"> Storrs Lake Wildlife Area future land acquisition and development plan Clear Lake Property future land acquisition and development plan State Trails Network Plan (Ice Age Trail) 	Ongoing, 2010-2035	Develop a biennial WDNR workgroup schedule by 2011, providing the opportunity to meet with the WDNR once every two years to identify and discuss any issues
	3.2.j. Monitor City of Milton annexations and development, City of Janesville annexations and development in or in close proximity to the Town of Milton, and development in close proximity to the Town of Milton in the adjacent Towns of Fulton, Lima, Harmony, Koshkonong, and Sumner, to ensure consistency with the aforementioned municipalities’ Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2009, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	3.2.k. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.2.l. Consider adopting a land division ordinance, developed by Rock County, including but not limited to, regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013 to identify land use ordinance issues
	3.2.m. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Milton Zoning Ordinance Code (June 12, 2006)	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.2.n. Consider adopting an eco-municipality resolution developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
	3.2.o. Support Rock County in revision of processes to identify and regulate natural resource elements currently known as Environmentally Significant Open Space Areas (ESOSA)	2010-2015	Provide technical expertise and support as needed
	3.2.p. Support Rock County in development of a Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	3.2.q. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	3.2.r. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES			
Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.3. Promote and encourage protection, preservation, and enhancement of cultural resources			
	3.3.a. Utilize the Town of Milton’s Future Land Use Map in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	3.3.b. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	3.3.c. Maintain and expand relationship with the Rock County and State of Wisconsin (WSHS) Historical Societies to develop a plan to fully inventory and preserve Architecture and History (AHI) and Archaeological Sites (ASI) in the Town of Milton	Ongoing, 2010-2035	Develop an biennial Historical Society workgroup schedule by 2011, ensuring the opportunity to meet with relevant Historical Societies once every two years to identify and discuss any issues
	3.3.d. Consider acquiring more Rustic Roads designations on Town roads	Ongoing, 2010-2035	Town Board to complete transportation study by 2012
	3.3.e. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer’s Market, held at a centralized location, in which local produce and other goods are marketed and sold	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	3.3.f. Consider developing an annual Town festival to celebrate the Town’s history, heritage, and character	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	3.3.g. Support 4-H and Future Farmers of America (F.F.A.) programs with Town of Milton resources and facilities	Ongoing, 2010-2035	Provide support and facilities as needed

GOAL 4 - HOUSING			
Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
4.1. Promote and encourage housing development that provides for orderly and affordable growth and preserves natural, agricultural, and cultural resources, in appropriate, designated locations			
	4.1.a. Utilize the Town of Milton's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	4.1.b. Develop revisions, amendments, and updates to the Town of Milton Zoning Ordinance Code (June 12, 2006), including but not limited to, ensuring consistency with the <i>Town of Milton Comprehensive Plan 2035</i> and <i>Rock County Agricultural Preservation Plan: 2005 Update</i> (State of Wisconsin certification), and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.c. Develop a Boundary Agreement with the City of Milton	2010-2015	Establish and implement a Boundary Agreement by 2010
	4.1.d. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	4.1.e. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for new housing development	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	4.1.f. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010 to provide accurate Town land use data to Rock County
	4.1.g. Utilize new programs to be offered and services to be provided by the County, including, but not limited to a Smart Growth Program designed to educate the Town on the relationship between housing, land use, economic development, transportation, utilities and community facilities, and support, through technical assistance and expertise, Town policies that recognize these vital relationships	Ongoing, 2010-2035	Utilize one product developed, and/or one service provided, by the Program by 2011
	4.1.h. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.i. Consider adopting a land division ordinance, developed by Rock County, including but not limited to, regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013 to identify land use ordinance issues
	4.1.j. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Milton Zoning Ordinance Code (June 12, 2006)	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.k. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	4.1.l. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	4.1.m. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

GOAL 4 - HOUSING Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
4.2. Promote and encourage quality, attractive, affordable housing of varying age, and diversity in housing occupant and structural type			
	4.2.a. Undertake consistent and uniform application and enforcement of existing zoning and building codes, and revision of codes to include specific, uniform, and consistent architectural standards for specified new housing development	Ongoing, 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	4.2.b. Utilize existing programs offered and services provided by the County's Housing and Community Development Program, and County Housing Authority, aimed at meeting the housing needs of that portion of the County's population with low-incomes, including: <ul style="list-style-type: none"> • Low-interest loans for housing purchase and maintenance/rehabilitation • Emergency rental assistance • Education, training, and counseling to potential homeowners 	Ongoing, 2010-2035	Develop an annual Housing workgroup schedule by 2010, ensuring the opportunity to meet with Rock County Planning, Economic & Community Development Agency staff once a year to identify and discuss any issues
	4.2.c. Support Rock County in development of a Smart Growth Program designed to provide education and technical expertise on the vital relationships between land use, housing, economic development, transportation, utilities and community facilities, and utilize the Program	Ongoing, 2010-2035	Provide technical expertise and support as needed, and utilize one product developed, and/or one service provided, by the Program by 2011
	4.2.d. Support Rock County in development of a comprehensive program designed to provide education and technical expertise on existing County housing programs and services, basic housing market conditions and factors, and "Green" housing construction and maintenance/rehabilitation, including Leadership in Energy and Environmental Design (LEED) principles, and utilize the Program	Ongoing, 2010-2035	Provide technical expertise and support as needed, and utilize one product developed, and/or one service provided, by the Program by 2012
	4.2.e. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed
	4.3.f. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Green Housing Program	2010-2015	Provide technical expertise and support as needed

GOAL 5 - TRANSPORTATION SYSTEM			
Ensure a safe, affordable, regional, diverse, efficient, highly-connected, and responsible transportation system			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
5.1. Promote and encourage a safe, affordable, and regional transportation system, comprised of a variety of transportation options, containing high levels of connectivity, and conducive to efficient traffic flow, that minimizes loss of agricultural and open space lands			
	5.1.a. Utilize the Town of Milton's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	5.1.b. Develop a road maintenance and safety improvement plan utilizing the Wisconsin Information System for Local Roads (WISLR)	2010-2015	Develop a Town Road Maintenance and Safety Improvement Plan Prospectus by 2013, outlining the content and structure of the Plan
	5.1.c. Develop a Transportation Aid Program to identify Federal and State transportation aid for which the Town is eligible and formulate an aid application workplan devising a strategy to apply for aid	2010-2015	Town Board to complete transportation study by 2012
	5.1.d. Create a brochure available for distribution at the Town Hall, educating new residents as to the necessity of agricultural traffic	2010-2015	Create brochure ready for distribution by 2010
	5.1.e. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for new development	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	5.1.f. Maintain road maintenance contract with County Public Works and review annually to assure quality and affordability	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	5.1.g. Maintain involvement and representation in Janesville Area Metropolitan Planning Organization (JAMPO) transportation system projects and studies, including but not limited to: <ul style="list-style-type: none"> Janesville Transit System proposed route from City of Janesville to City of Whitewater via City of Milton Janesville Transit System potential route from City of Janesville to City of Milton 	Ongoing, 2010-2035	Attend 75% of JAMPO meetings annually
	5.1.h. Maintain and expand relationship with the State of Wisconsin Department of Transportation (WisDOT) to ensure involvement and representation on various planned or potential WisDOT projects, including, but not limited to: <ul style="list-style-type: none"> State Highway 26/59 bypass (planned) Interstate 90/39 (Illinois state line to City of Madison, Wisconsin) expansion (planned) Interstate 90/39 and County Highway M interchange (potential) 	Ongoing, 2010-2035	Develop an biennial WisDOT workgroup schedule by 2010, ensuring the opportunity to meet with WisDOT staff once every two years to identify and discuss any issues
	5.1.i. Consider adopting a land division ordinance, developed by Rock County, to include regulations stipulating subdivision design based on traditional neighborhood, conservation, and/or fused grid design principles, requiring bicycle and pedestrian transportation routes, lanes, and trails in new development, as components of a regional network	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013 to identify land use ordinance issues
	5.2.j. Consider acquiring more Rustic Roads designations on Town roads	Ongoing, 2010-2035	Town Board to complete transportation study by 2012
	5.1.k. Support Rock County in development, administration, and enforcement of a County-wide driveway ordinance, regulating road access and driveway placement, width, length, and slope	Ongoing, 2010-2035	Provide technical expertise and support as needed
	5.1.l. Support the findings of the South Central Wisconsin Commuter Study, exploring mass transit options (bus and rail) between the City of Chicago metropolitan area, the Cities of Janesville/Beloit metropolitan area, and the City of Madison metropolitan area	Ongoing, 2010-2035	Provide technical expertise and support as needed
	5.1.m. Support implementation of various governmental entities parks and open space plans that delineate regional bicycle/pedestrian route, lane, and trail networks, including but not limited to: <ul style="list-style-type: none"> Rock County Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014 State Trails Network Plan (Ice Age Trail) City of Milton Parks and Open Space Plan 	Ongoing, 2010-2035	Provide technical expertise and support as needed, and develop a workgroup schedule by 2011, ensuring the opportunity to meet with the County, adjacent Cities, and applicable Agencies, at various intervals, to identify and discuss any issues

GOAL 6 - UTILITIES AND COMMUNITY FACILITIES

Ensure efficient, adequate, and affordable utilities and community facilities in appropriate, designated locations

OBJECTIVE	POLICY	TIMELINE	INDICATOR
6.1. Promote and encourage the providing of utilities and community facilities, and associated services, at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner			
	6.1.a. Utilize the Town of Milton's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	6.1.b. Review and assess annually the services provided by the Town Police and Fire/Emergency Services Departments, and City of Milton and Milton Township Fire Department	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.1.c. Develop a comprehensive study for Town Board review examining the feasibility of improving the existing, or constructing a new, Town Hall	2010-2015	Form an ad hoc committee by 2012 to develop a Town Hall study
	6.1.d. Maintain a Town website providing vital information and services, including but not limited to, a database of codified Town ordinances	2010-2015	Develop a Town Web Presence Work Plan by 2012 to identify opportunities for increasing the presence of the Town on the internet
	6.1.e. Consider adopting an eco-municipality resolution developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
6.2. Promote and encourage the providing of utilities and community facilities, and associated services, by other governmental and private entities at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner	6.1.f. Consider adopting a wind/solar power generating device ordinance developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
	6.2.a. Utilize the Town of Milton's Future Land Use Map in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	6.2.b. Contract with applicable private entity to ensure continued reliable and affordable trash and recycling pick-up and television service	Ongoing, 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.2.c. Review and assess annually the services provided by the County Sheriff's Department, Public Works Department, Telecommunications Center, the Milton and Milton Township Fire Department, and trash/recycling pick-up service	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.2.d. Support Rock County in application, enforcement, and revision of the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.e. Support the Consolidated Koshkonong Sanitary District (CKSD) in its efforts to provide quality, efficient, and affordable services	Ongoing, 2010-2035	Develop an annual CKSD workgroup schedule by 2009, ensuring the opportunity to meet with the CKSD once a year to identify and discuss any issues
	6.2.f. Support the Milton and Edgerton school districts in their efforts to provide quality, efficient, and affordable services	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.g. Support energy (electricity and natural gas), communication (television, radio, and internet) and care (health and child) in their efforts to provide quality, efficient, and affordable services	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.h. Support implementation of various parks and open space plans, including but not limited to: <ul style="list-style-type: none"> • Rock County Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014 • City of Milton Parks and Open Space Plan • WDNR State Trails Network Plan (Ice Age Trail) • WDNR Storrs Lake Wildlife Area future land acquisition and development plan • WDNR Clear Lake Property future land acquisition and development plan 	Ongoing, 2010-2035	Provide technical expertise and support as needed, and develop a workgroup schedule by 2011, ensuring the opportunity to meet with the County, all surrounding Towns, adjacent Cities, and applicable Agencies, at various intervals, to identify and discuss any issues

GOAL 7 - ECONOMIC DEVELOPMENT			
Ensure diverse, viable, and responsible economic development in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
7.1. Promote and encourage existing viable business, industry, and workforce, and attraction of new viable business and industry, and associated workforce, in appropriate, designated locations			
	7.1.a. Utilize the Town of Milton's Future Land Use Map (Map II.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	7.1.b. Utilize existing programs offered and services provided by the County's Economic Development Agency to develop: <ul style="list-style-type: none"> A Town marketing workplan and strategy, emphasizing the Town's various economic development attributes, including proximity and access to major urban markets, existing infrastructure and development, and target industries, including recreation, recreation/interstate traveler commercial, distribution, agriculture, and local An Economic Development Aid Program to identify Federal and State economic development aid for which the Town is eligible and formulate an aid application workplan devising a strategy to apply for aid A study exploring the feasibility of creating a Tax Incremental Finance (TIF) district 	2010-2015	Develop an annual Economic Development workgroup schedule by 2013, ensuring the opportunity to meet with Rock County Planning, Economic & Community Development Agency staff once a year to identify and discuss any issues
	7.1.c. Maintain and expand the Town's cooperative and productive relationship with the Milton Area and Edgerton Area Chamber of Commerce	Ongoing, 2010-2035	Develop an annual Economic Development workgroup schedule by 2010, ensuring the opportunity to meet with the Milton Area and Edgerton Area Chamber of Commerce staff once a year to identify and discuss any issues
	7.1.d. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer's Market, held at a centralized location, in which local produce and other goods are marketed and sold	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	7.1.e. Consider developing an annual Town festival to celebrate the Town's history, heritage, and character	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	7.1.f. Support Rock County in development and implementation of the County's 2020 <i>Economic Development Plan</i>	Ongoing, 2010-2035	Provide technical expertise and support as needed
	7.1.g. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

GOAL 8 - INTER-GOVERNMENT RELATIONS			
Ensure cooperative and productive relations with other governmental and/or quasi-governmental entities			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
8.1. Promote and encourage cooperative and productive relations with Rock County	8.1.a. Utilize the Town of Milton’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.1.b. Review and assess annually the services provided by the County Sheriff’s Department, Public Works Department, and the Telecommunications Center	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	8.1.c. Undertake a comprehensive study, for Town Board review, examining cost, efficiency, and duplication of services	2010-2015	Form an ad hoc committee by 2014 to develop a government cost and efficiency study
	8.1.d. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none">• Zoning (Chapter 32 - Municipal Code of the County of Rock)• Land Division (Chapter 15 - Municipal Code of the County of Rock)• Stormwater (Chapter 28 - Municipal Code of the County of Rock)• Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)• Non-Metallic Mining (Chapter 31 - Municipal Code of the County of Rock)	Ongoing, 2010-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2014 to identify County ordinance issues
	8.1.e. Work with Rock County to ensure consistent and uniform procedures for issuing land use permits including zoning, building, driveway, and sanitary	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2010 to identify land use permitting issues
	8.1.f. Support Rock County in implementation of the <i>Rock County Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014</i>	Ongoing, 2010-2035	Provide technical expertise and support as needed
	8.1.g. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	8.1.h. Utilize and support potential programs to be offered and services to be provided by the Rock County Planning, Economic & Community Development Agency including but not limited to, the following: <ul style="list-style-type: none">• Facilitation of intergovernmental agreements• Comprehensive Plan updates• Comprehensive, strategic, and site-planning (Sliding Scale Zoning Districts, Sub-Division Design Regulation, and Eco-Municipality Resolution)• Educational and outreach programs• Ordinance revision and development (Land Division, Driveway, and Wind/Solar Power Generating Device)• Geographic Information System (GIS) mapping and database development• New Program administration (Land Evaluation and Site Assessment (LESA), Smart Growth, Land Use Inventory, Infill and Brownfield Development, Purchase of Development Rights (PDR), and Green Building Programs)	Ongoing, 2010-2035	Utilize one product developed, and/or one service provided, by the Rock County Planning Economic & Community Development Agency by 2011
8.2. Promote and encourage cooperative and productive relations with the Cities of Milton and Janesville			
	8.2.a. Utilize the Town of Milton’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.2.b. Develop a Boundary Agreement with the City of Milton	2010-2015	Establish and implement a Boundary Agreement by 2010
	8.2.c. Review and assess annually the services provided by the Milton and Milton Township Fire Department	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	8.2.d. Undertake a comprehensive study, for Town Board review, examining cost, efficiency, and duplication of services provided in the Town	2010-2015	Form an ad hoc committee by 2014 to develop a government cost and efficiency study

GOAL 8 - INTER-GOVERNMENT RELATIONS			
Ensure cooperative and productive relations with other governmental and/or quasi-governmental entities			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
8.2. Promote and encourage cooperative and productive relations with the Cities of Milton and Janesville			
	8.2.e. Monitor the City of Milton’s annexations and development, and City of Janesville’s annexations and development in or in close proximity to the Town to ensure consistency with the City’s Future Land Use Map to ensure consistency with the City’s Future Land Use Map	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2010, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	8.2.f. Support implementation of the <i>City of Milton Parks and Open Space Plan</i>	Ongoing, 2010-2035	Develop an annual City workgroup schedule by 2010, ensuring the opportunity to meet once a year with the City of Milton to identify and discuss any issues
8.3. Promote and encourage cooperative and productive relations with State of Wisconsin agencies and various other governmental and/or quasi-governmental entities			
	8.3.a. Utilize the Town of Milton’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	8.3.b. Maintain and expand relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on various planned or potential WDNR projects, including but not limited to: <ul style="list-style-type: none">Storrs Lake Wildlife Area future land acquisition and development planClear Lake Property future land acquisition and development plan<i>State Trails Network Plan</i> (Ice Age Trail)	Ongoing, 2010-2035	Develop a biennial WDNR workgroup schedule by 2011, ensuring the opportunity to meet with the WDNR staff once every two years to identify and discuss any issues
	8.3.c. Maintain and expand relationship with the State of Wisconsin Department of Transportation (WisDOT) to ensure Town involvement and representation on various planned or potential WisDOT projects, including but not limited to: <ul style="list-style-type: none">State Highway 26/59 bypass (planned)Interstate 90/39 (Illinois state line to City of Madison, Wisconsin) expansion (planned)Interstate 90/39 and County Highway M interchange (potential)	Ongoing, 2010-2035	Develop a biennial WisDOT workgroup schedule by 2011, ensuring the opportunity to meet with WisDOT staff once every two years to identify and discuss any issues
	8.3.d. Maintain involvement and representation in Janesville Area Metropolitan Planning Organization (JAMPO) transportation system projects and studies, including, but not limited to: <ul style="list-style-type: none">Janesville Transit System proposed route from City of Janesville to City of Whitewater, via City of MiltonJanesville Transit System potential route from City of Janesville to City of Milton	Ongoing, 2010-2035	Attend 75% of JAMPO meetings annually
	8.3.e. Monitor Consolidated Koshkonong Sanitary District (CKSD) boundaries to ensure future expansion is consistent with the Town of Milton’s Future Land Use Map (Map III.1)	Ongoing, 2010-2035	Develop an annual CKSD workgroup schedule by 2010, providing the opportunity to meet with the CKSD to identify and discuss any issues
	8.3.f. Monitor adjacent Towns, including Fulton, Harmony, Lima, Sumner, and Koshkonong, development in close proximity to the Town of Milton to ensure consistency with the various Town’s Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town workgroup schedule by 2010, ensuring the opportunity to meet once a year with all surrounding Towns to identify and discuss any issues
	8.3.g. Support the Milton and Edgerton school districts in their efforts to provide a quality, efficient, and affordable services	Ongoing, 2010-2035	Provide technical expertise and support as needed

***TOWN OF MILTON
COMPREHENSIVE PLAN 2035***

**SECTION IV -
APPENDICES**

Appendix A
Grant Agreement

**FY 2005 COMPREHENSIVE PLANNING GRANT
GRANT AGREEMENT
Between
THE STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
And
Rock County**

THIS AGREEMENT is made and entered into by and between the State of Wisconsin ("State"), Department of Administration ("Department") and the Rock County ("Grantee"). This Agreement is complete and effective upon the signature of all parties.

WHEREAS, the Department administers the Comprehensive Planning Grant ("Grant") through the Division of Intergovernmental Relations ("Division") to provide funds for eligible activities; and

WHEREAS, it is the intention of the parties to this Agreement that all activities described herein shall be for their mutual benefit; and

WHEREAS, the Grantee has submitted an Application for the Grant to the Department and the Department, on reliance upon the representations set forth in the Application, approved an award to the Grantee in the amounts of \$346,000 and

WHEREAS, the terms and conditions herein shall survive the performance period and shall continue in full force and effect until the Grantee has completed and is in compliance with all the requirements of this Agreement; and

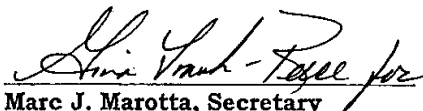
WHEREAS, the said communities found in Attachment A have agreed to the terms and conditions herein; and

WHEREAS, the Grantee is eligible for one Grant every ten years for developing a new or updated plan; and

WHEREAS, this Agreement is a mutually exclusive with, and is distinguished from, all previous agreements between the Grantee and the Department, and contains the entire understanding between the parties;


NOW, THEREFORE, in consideration of the mutual promises and dependent documents, the parties hereto agree as set forth in Articles 1 through 16 which are annexed and made a part hereof.

**STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
Division of Intergovernmental Relations**

BY: 
Marc J. Marotta, Secretary
Department of Administration

DATE: 6-7-05

Rock County

BY: 
[Name and Title of Official]
Richard K. Ott, Chair
Rock County Board of Supervisors

DATE: 05-04-05

FEIN NUMBER: 39-6005736

Award Amount: \$346,000
Agreement Number: 85054

GENERAL TERMS AND CONDITIONS

ARTICLE 1. APPLICABLE LAW

This Agreement shall be governed under the laws of the State of Wisconsin. The monies issued under this Agreement shall not be used to supplant existing funding otherwise budgeted or planned for projects outside of the Comprehensive Grant Program whether under local, state or federal law, without the consent of the Department.

ARTICLE 2. LEGAL RELATIONS AND INDEMNIFICATION

The Grantee shall at all times comply with and observe all federal and state laws and published circulars, local laws, ordinances, and regulations which are in effect during the performance period of this Agreement and that in any manner affect the work or its conduct.

The Grantee shall indemnify and hold harmless the Department and the State and all of its officers, agents and employees from all suits, actions or claims of any character brought for or on account of any injuries or damages received by any persons or property resulting from the operations of the Grantee, or of any of its contractor(s), in performing work under this Agreement; brought for or on account of any obligations arising out of contracts between Grantee and its contractor(s) to perform services or otherwise supply products or services; or as a result of plan implementation.

The Grantee shall also hold the Department and the State harmless for any audit disallowance related to the allocation of administrative costs under this Agreement, irrespective of whether the audit is ordered by federal or state agencies or by the courts. If federal law requires an audit and if the Grantee is also the recipient of state funds under the same or a separate grant program, then the state funded programs shall also be included in the scope of the federally required audit. Not more than fifty percent (50%) of the local match identified in the Application may be funded through federal grants and the remaining local match shall be financed by in-kind services or other grants. The Grantee shall comply with any requirements related to funding sources.

ARTICLE 3. STANDARDS FOR PERFORMANCE

The Grantee shall perform the projects and activities as set forth in the Application and pursuant to the standards established by state and federal statute and administrative rules, and any other applicable professional standards. The Grantee, within a Metropolitan Planning Organization (MPO) area, shall work with the MPO, include the MPO in the planning process; and request MPO to review the transportation element for consistency with federal, state and regional plans. The Grantee shall coordinate planning efforts with the appropriate Department of Transportation district office.

ARTICLE 4. PUBLICATIONS

All materials produced under this Agreement shall become the property of the Grantee and may be copyrighted in its name, but shall be subject to the Wisconsin Public Records Law, Wis. Stat. 19.21 *et seq.* The Department reserves a royalty-free, nonexclusive and irrevocable license to reproduce, publish, otherwise use, and to authorize others to use the work for government purposes. A notation indicating the participation of and partial funding by the Department shall be carried on all reports, materials, data and/or other information produced as a result of this Agreement.

ARTICLE 5. EXAMINATION OF RECORDS

The Department shall have access at any time and the right to examine, audit, excerpt, transcribe and copy on the Grantee's premises any directly pertinent records and computer files of the Grantee involving transactions relating to this Agreement. Similarly, the Department shall have access at any time to examine, audit, test and analyze any and all physical projects subject to this Agreement. If the material is held in an automated format, the Grantee shall provide copies of these materials in the automated format or such computer file as may be requested by the Department. All material shall be retained for three years by the Grantee following final payment under this Agreement. This provision shall also apply in the event of termination of this Agreement. The Grantee shall notify the Department in writing of any planned conversion or destruction of these materials at least 90 days prior to such action.

Award Amount: \$346,000
Agreement Number: 85054

The minimum acceptable financial records to be maintained for the project consist of: 1) Documentation of all equipment, materials, supplies and travel expenses; 2) Inventory records and supporting documentation for allowable equipment purchased to carry out the project scope; 3) Rationale supporting allocation of space charges; 4) Documentation of contract services and materials; and 5) Any other records which support charges to project funds. The Grantee shall maintain sufficient segregation of project accounting records from other projects and/or programs.

ARTICLE 6. PERFORMANCE REPORTS

Grantee shall submit to the Department a performance report in January of each year until project completion. The performance report shall identify the status of progress of tasks as provided in the Application. The final performance report must be submitted following the adoption by the local government of the comprehensive plan. No eligible costs shall be incurred prior to the execution of this Agreement.

ARTICLE 7. PROJECT COMPLETION

The comprehensive plan shall be completed within 48 (forty eight) months of the Effective Date of the Agreement. The Effective Date shall be the date the Agreement is executed by the State of Wisconsin, Department of Administration representative. Project completion is defined as meeting the provisions of the approved grant application and of s. 66.1001 Wis. Stats. The Grantee shall submit a copy of the draft and final comprehensive plans to the Department with a Grant closeout form forty-five (45) days prior to the completion of the project period.

ARTICLE 8. EXTENSIONS

The Grantee may request an extension(s) of the Department if the plan will not be completed within the specified performance period. If the Grantee and the Department agree to the terms of the extension, the extension will be granted.

ARTICLE 9. FAILURE TO PERFORM

The Department reserves the right to suspend payments or request refund of funds if required reports are not provided to the Department on a timely basis or if performance of contracted activities is not evidenced. The Department further reserves the right to suspend payment of funds under this Agreement if deficiencies related to the required reports or the filing of required reports, are discovered.

ARTICLE 10. TERMINATION OF AGREEMENT

The Department may terminate this Agreement at any time at its discretion by delivering written notice to the Grantee by Certified Mail, Return Receipt Requested, not less than thirty (30) days prior to the effective date of termination. Date of receipt as indicated on the Return Receipt shall be the effective date of the notice of termination. Upon termination, the Department's liability shall be limited to the actual costs incurred in carrying out the project as of the date of termination plus any termination expenses having prior written approval of the Department. The Grantee may terminate this Agreement, by delivering written notice to that effect to the Department by Certified Mail, Return Receipt Requested, not less than thirty (30) days prior to termination. Date of receipt as indicated on the Return Receipt shall be the effective date of the notice of termination. In the event the Agreement is terminated by Grantee, for any reason whatsoever, the Grantee shall refund to the Department within forty-five (45) days of the effective date of notice of termination any payment made by the Department to the Grantee.

ARTICLE 11. CANCELLATION FOR CAUSE

The Department reserves the right to cancel any Agreement in whole or in part without penalty effective upon mailing of notice of cancellation for failure of the Grantee to comply with the any terms and conditions of this Agreement.

ARTICLE 12. NON-APPROPRIATION OF FUNDS

Award Amount: \$346,000
Agreement Number: 85054

This Grant shall be terminated without penalty upon failure of the Legislature to appropriate the funds necessary to carry out its terms.

FISCAL TERMS AND CONDITIONS

ARTICLE 13. ELIGIBLE COSTS

Eligible costs are auditable costs that are directly attributable to Grant activities and identified and approved in the Application. No eligible costs subject to reimbursement by this Grant may be incurred prior to the execution of this Agreement. Costs only as identified in the Budget and described in the Application are allowed.

ARTICLE 14. METHOD OF PAYMENT

Payments shall be used exclusively for expenses incurred during the performance period. Payments for the Award may occur on a quarterly basis. When seeking payment, the Grantee shall submit a performance report (refer to Article 6) and include a detailed scope of services, products and/or equipment that was purchased or completed, a detailed expenditure report of the actual expenses including copies of vendor invoicing, and a summary of the successes and failures of the project. Upon adoption of the comprehensive plan by the local government and submission of vendor invoices, any other financial records and receipt of a final performance report, payment of the remaining twenty-five percent (25%) shall be disbursed.

Request for final payment of any and all funds awarded by this Agreement shall be received by the Division sixty (60) days following the end of the performance period. The performance period is 48 (forty-eight) months. For reimbursement of funds, a cover letter, a closeout form and a performance report shall be submitted to the following address:

**Ms. Joanna Schumann
Grant Administrator
Division of Intergovernmental Relations
101 E. Wilson Street, 10th Floor
Madison, WI 53702-0001**

ASSURANCES

ARTICLE 15. NONDISCRIMINATION IN EMPLOYMENT

Grantee shall not discriminate against any employee or applicant for employment because of age, race, religion, color, handicap, sex, physical condition, developmental disability as defined in s. 51.01 (5), sexual orientation or national origin.

This provision shall include, but not be limited to, the following: employment, upgrading, demotion or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. Except with respect to sexual orientation, the Grantee shall take affirmative action to ensure equal employment opportunities. The Grantee shall post in conspicuous places, available for employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of the nondiscrimination clause."

ARTICLE 16. DISCLOSURE

The Grantee shall not engage the service of any person or persons now employed by the State, including any department, commission or board thereof, to provide services relating to this Agreement without the written consent of the employer of such person or persons and of the Department.

Award Amount: \$346,000
Agreement Number: 85054

Attachment A

Rock County

City of Beloit

City of Milton

Village of Clinton

Town of Clinton

Town of Fulton

Town of Harmony

Town of Janesville

Town of Johnstown

Town of La Prairie

Town of Lima

Town of Magnolia

Town of Milton

Town of Turtle

Appendix B

Consultant (Rock County) Contract

FY 2005 MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING GRANT AGENCY SERVICES AGREEMENT

This AGREEMENT is made by and between Rock County, acting through its Planning and Development Agency ("the Agency") and the Town of Milton ("the Town") and shall be effective upon the date it is signed on behalf of all the parties.

WHEREAS, by Resolution No. 05-4B-216, adopted April 28, 2005, the Rock County Board of Supervisors authorized certain actions related to the acceptance and implementation of a Multi-Jurisdictional Comprehensive Planning Grant in the amount of \$346,000.00 awarded to Rock County and 13 partnering communities ("the Grant"), including, among other things, entering into a written agreement with the State of Wisconsin Department of Administration ("Agreement No. 85054") and authorizing additional county staff Planner positions necessary to complete the Comprehensive Plans to be funded in accordance with the terms of the Grant; and

WHEREAS, the parties desire to proceed with the completion of the Comprehensive Plan for the Town of Milton;

NOW, THEREFORE, in consideration of the mutual promises and covenants contained herein, IT IS AGREED as follows:

1. The Agency shall provide professional planning and related services necessary to complete the Comprehensive Plan for the Town of Milton in accordance with the terms of Agreement No. 85054 (between Rock County and the State of Wisconsin Department of Administration), the terms of which Agreement shall be incorporated herein as though fully set forth as part of this Agreement.
2. The Town shall be financially responsible for the costs incurred by the Agency in rendering services under this Agreement, including the time of Agency staff at current salary and full fringe benefit rates, and travel, publication and other expenses reasonably and necessarily incurred;
3. A budget setting forth plan element costs estimates for services chargeable under this Agreement is attached hereto as Appendix A.
4. The Agency shall directly bill the Town 50% of the costs of professional services and other expenses chargeable to the Town on a quarterly basis and bill the State of Wisconsin for the remaining 50%, for payment by the State from the Town's grant awarded in accordance with Agreement No. 85054.
5. The individuals signing this Agreement represent that they are authorized to do so by the appropriate governing bodies of the respective parties.

TOWN OF MILTON

By: Bryan Meyer
Bryan Meyer, Town Board Chair

Date: July 6, 2006

By: Sandra Kunkel
Sandra Kunkel, Town Clerk

Date: July 6, 2006

COUNTY OF ROCK

By: Richard K. Ott
Richard K. Ott, County Board Chair

Date: 07/19/06

By: Kay S. O'Connell
Kay S. O'Connell, County Clerk

Date: 7-21-06

Appendix C

Citizen Participation Plan

RESOLUTION NO. 041006

AGENDA NO. _____


ADOPTION OF CITIZEN PARTICIPATION PLAN FOR COMPREHENSIVE PLANNING PROCESS

1 WHEREAS, Section 66.1001(4) of the Wisconsin Statutes establishes certain standards for citizen
2 participation as a very important part of the Comprehensive Planning process; and

3
4 WHEREAS, Prior to starting the Comprehensive Planning Process; Communities are required to
5 adopt written procedures fostering public participation throughout the preparation and
6 adoption of the Comprehensive Plan.

7
8 NOW THEREFORE, BE IT RESOLVED, that the Town of Milton on this 10 day of April
9 2006 hereby directs that the Comprehensive Planning Process use the following principles, which
10 constitute the Town of Milton Citizen Participation Plan:

- 11
12 1. Advance Public Notice shall be provided for all Comprehensive Plan Meetings at every stage
13 of the preparation of the Comprehensive Plan.
- 14 2. Each Comprehensive Plan meeting agenda will contain an item entitled "Open Discussion
15 Between Citizens, Committee Members, and Staff."
- 16 3. A "Visioning Process" will take place countywide and in each partnering community, early in
17 the planning process to obtain citizen input about what they would like Town of Milton and its
18 partnering communities to be like in the Year 2035.
- 19
20
21
22 4. The most current preliminary and final drafts of each of the 9-Comprehensive Elements will
23 be available at the Planning and Development Agency's Office and posted on its Web Site,
24 distributed to County Libraries, and available at partnering community Clerks offices.
- 25 5. The Planning and Development Agency will distribute proposed, alternative, or amended
26 elements of a comprehensive plan to owners of property, or to persons who have a leasehold
27 interest in property pursuant to which the persons may extract nonmetallic mineral
28 resources in or on property, in which the allowable use or intensity of use of the property is
29 changed by the comprehensive plan.
- 30 6. Hold open "Work Shops" on each Plan Element to provide the public with balanced and
31 objective information to assist them in understanding the problems, alternatives and/or
32 solutions associated with preparing a Comprehensive Plan.
- 33 7. In May of each year of this planning process, an annual "Open House" will be held to obtain
34 public feedback on analysis, alternatives and/or decisions made during the past year.
- 35 8. Agency Staff is to work directly with the public throughout the planning process to ensure that
36 public issues and concerns are consistently understood and considered.
- 37 9. Partner with the public in each aspect of the decision process including the development of
38 alternatives and identification of the preferred solution.
- 39 10. The procedures shall provide an opportunity for written comments on the plan to be
40 submitted by members of the public to the governing body and for the governing body to
41 respond to such written comments.
- 42 11. The Town of Milton may not enact a Comprehensive Plan ordinance unless it holds at least
43 one public hearing at which the proposed ordinance is discussed. That hearing must be
44 preceded by a class 1 notice under Chapter 985 of the Wisconsin Statutes that is published
45 at least 30 days before the hearing is held. The Town of Milton may also provide notice of
46 the hearing by any other means it considers appropriate. The class 1 notice shall contain at
47 least the following information:
 - 48 a. Date, time, and place of the hearing.
 - 49 b. A summary, which may include a map, of the proposed Comprehensive Plan or
50 amendment to such a plan.
 - 51 c. The name of an individual employed by the local governmental unit who may
52 provide additional information regarding the proposed ordinance.
 - 53 d. Information relating to where and when the proposed Comprehensive Plan or
54 amendment to such a plan may be inspected before the hearing, and how a copy of

1	the plan or amendment may be obtained.
2	12. One copy of the Preliminary Comprehensive Plan, or of an amendment to such a plan, shall
3	be sent to all of the following:
4	a. Every governmental body that is located in whole or in part within the boundaries of
5	the local governmental unit.
6	b. The clerk of every local governmental unit that is adjacent to the local governmental
7	unit that is the subject of the plan that is adopted or amended.
8	a. The Wisconsin Land Council.
9	b. After April 10, 2006, the Department of Administration.
10	c. The public libraries that serves the area in which the local governmental unit is
11	located.
12	13. Place the final Comprehensive Plan Ordinance recommendation in the hands of the public
13	prior to bringing it forward to the Town of Milton.
14	14. At least 30 days before the Public Hearing is held, the Town of Milton shall provide
15	written notice to all of the following:
16	a. An operator who has obtained, or made application for, a nonmetallic mining permit.
17	b. A person who has registered a marketable nonmetallic mineral deposit
18	c. Any other property owner or leaseholder who has an interest in property pursuant to
19	which the person may extract nonmetallic mineral resources, if the property owner or
20	leaseholder requests in writing that the local governmental unit provide the property
21	owner or leaseholder notice of the hearing.
22	15. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be
23	sent to all of the following:
24	a. Every governmental body that is located in whole or in part within the boundaries of
25	the County.
26	b. The clerk of every local governmental unit that is adjacent to the local governmental
27	unit that is the subject of the plan that is adopted or amended.
28	c. The Wisconsin Land Council.
29	d. After April 10, 2006 the Department of Administration.
30	e. The regional planning commission in which the local governmental unit is located.
31	f. The public library that serves the area in which the local governmental unit is
32	located.
33	
34	
35	Approved by the Town Board of Milton
36	
37	
38	Bryan Meyer, Town Chair
39	
40	
41	4-10-06
42	Date
43	

Appendix D

Visioning Sessions Questions and Attendee Responses

Visioning Session (April 24 and May 22, 2006)

The following is a set of questions presented to attendees of the Town of Milton Comprehensive Plan Visioning Session, along with their responses.

Bulleted text are the various responses given by attendees.

Projections indicate the Town will have an additional 1,200 residents by 2035.

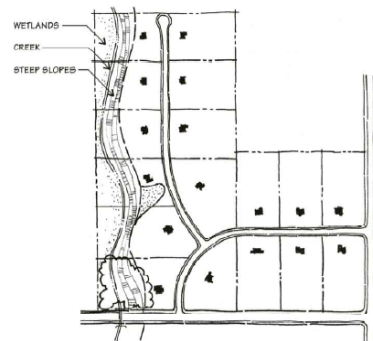
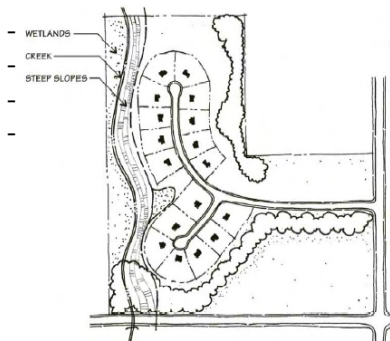
1. What positive impacts do you think this population growth could have on the Town?
 - Larger tax base
 - Development (dependent on cooperation with the City of Milton)
 - Sanitary district (area set aside for development)
 - Potential for increased recreational opportunities
 - Existing infrastructure (major arterial roads, rail, etc.)
2. What negative impacts do you think this population growth could have on the Town?
 - City of Milton influence/annexation (could also be opportunity for Town)
 - Loss of farmland
 - Greater demand for services
 - Change rural character
 - Environmental concerns (groundwater contamination, etc.)
 - Visual impact (loss of rural character)
3. What type of population growth rate would you prefer?
 - a. No growth
 - b. Limited growth (less than 1% a year)
 - c. Moderate growth (around 1% a year)
 - d. Major growth (greater than 1% a year)
 - Residents prefer sustainable and healthy growth

Projections indicate the Town will need approximately 500 new housing units by 2035 to accommodate the aforementioned population growth.

4. What concerns do you have about the Town's current/future housing market?
- Currently market is good for \$350,000+ homes (brings in large tax base)
 - City of Milton represents a threat to development (prevent through extraterritorial powers)
 - Charter Township could help prevent City of Milton from exerting too much influence
 - Homeowner equity and market turnover
 - Pricing locals out of the market
 - East side of Town (near proposed State Highway 26 bypass)
 - State Highway 26 corridor shows good potential for housing

Currently, the average lot size for a single-family residence in the Town is 1.8 acres. If not located on public sewer, residential lots must be at least 40,000 square feet (approximately .9 acre).

5. What size residential lots would you like to see developed?
- 10,000 sq. ft. to 15,000 sq. ft. (public sewer)
 - 15,000 sq. ft. to 1 acre
 - 1 acre to 3 acres
 - 3 acres to 5 acres
 - 5 acres to 10 acres
 - Over 10 acres
- Depends on the area (topography, public sewer, agriculture, etc.)
 - Condominiums could be an option (more density)
6. Which of these two subdivision site concepts do you prefer?



- How big are lots?
- Who is in charge of maintenance?
- Is it the best use of land? What is the purpose of open land?
- Rather see it controlled by Township than association
- Lower value homes
- Too much like a small city
- Older population/smaller family (may see demand for smaller lots)

7. Which of the following natural features do you feel should be protected?

- a. Surface water and intermediate streams
 - b. 75-foot shoreland setback areas
 - c. Wetlands
 - d. Floodplains
 - e. Steep slopes in excess of 12%
 - f. Hydric soils
 - g. Natural Areas
 - h. Potential groundwater protection areas
 - i. Kettles and depressional areas
 - j. DNR hunting lands
 - k. Federal lands
 - l. County parks
 - m. Town lands, open spaces and recreational areas
 - n. Shallow depth to bedrock (20" or less below ground surface)
- Steep slopes, hydric soils, and kettles and depressional areas are questionable and may be best protected on a case-by-case basis. The general consensus was that attempts should be made to protect/preserve the other features.

8. What methods would you suggest to protect them?

- Buying easements and paying homeowners for not developing
- Preservation of a portion of the development for open space
- Don't want to see mandate (by County) for open space/common areas
- Open space/common area maintenance comes at a cost

These next two questions reference only those areas having physical conditions conducive to development.

9. Should new development occur in and around existing development?

- Yes, transportation has an impact, concentrate development for cost reasons
- No

10. Should new development occur in a scattered sites pattern?

- Yes, could be used to protect waste of land if land is too small to farm
- No, causes more waste of land

Utilities and community facilities include things such as parks, schools, energy, sewer/water, health care facilities, etc.

11. What types of utilities and community/facilities issues are present in the Town?

- Cable television is unavailable
- Changing technologies and new opportunities
- Some residents expect city-type services
- Town hall facilities and parking need to be addressed, given projected growth
- Volunteer fire department doesn't have staffing at certain times
- Higher population will require more services

12. What areas do you consider well served by community facilities/utilities?

- Fire department
- Sewer district
- Court system and police department
- Recreation
- Rail
- School districts

13. What types of land use would you like to see in rural areas?

- Agriculture on higher-capability soils
- Similar to Kidder property and Parker (Shackelford) property
- Maintain rural uses, natural or agriculture

14. What types of land use would you like to see close to existing population centers?

- Some development, continuing in a vein similar to existing
- Preserve the contrast, delineate the rural from the city, maintain agriculture

15. What specific cultural resources do you think the Town should recognize?

- Refer to 2000 Land Use Plan

16. What are the strengths of the Town's transportation system?

- Railroads
- Highway system
- Interstate
- County roads
- Location

17. What are the weaknesses of the Town's transportation system?

- State Highway 26 bypass
- Lots of cross country traffic (State Highways 26 and 59, and County Highway N)
- Safety concerns created by people not from the area
- More houses having an effect on road safety
- Horses not safe on roads
- Bicycle access and safety on roads
- Some bike routes are on unsafe roads, no shoulders or lanes for bikes
- Private roads in Mallwood and Clear Lake/Maple Beach are too narrow, State of Wisconsin will not upgrade

Projections indicate Interstate 90/39 will be at capacity by the year 2020. A study has indicated an extension of Chicago, Illinois' Metra commuter rail, from Harvard, Illinois, to the Village of Clinton, Wisconsin, would be cost effective.

18. If available, would you use commuter rail between Rock County and Chicago?

- Yes, if gas prices increase greatly
- No, doesn't go where I want to go
- Cost and convenience is a major factor for both

19. If available, would you use commuter rail between Rock County and Madison?

- Yes, if no other means available, dependent upon gas prices
- No (Is there the population to support?)

Projections indicate the Town's workforce will increase by over 600 people, from 2000 to 2035.

20. What types of new businesses and industries do you think would thrive in the Town?

- Recreation
- Local (servicing residents)
- Home-based (telecommuters)
- Small hobby home-based (related to agriculture)
- City of Milton wanting to annex Town business, impediment towards Town business development
- Transportation services (truck stop fuel and rest stop) near interchanges/major nodes

Amenities that contribute to a high quality of life include quality schools and housing, sufficient health care options and recreational opportunities, and adequate opportunities for shopping and dining, etc.

21. What quality of life amenities do you think are most crucial for ensuring economic development to the Town?

- Schools
- Rural character
- Recreation, particularly campgrounds
- Location, proximity to major urban areas

22. What ideas would you suggest to promote better cooperation between the various governments providing services in or near the Town?

- Charter Township
- Periodic meetings between the Town and the City of Milton
- Committee to discuss decisions that effect the Town and the City of Milton
- Address the "seven disagreements"
- No longer "horse trading"
- Rock County Towns' Association

23. What do you feel is the one most critical issue facing the Town?

- Pressure to grow from various areas (Cities of Janesville and Milton, and Newville)
- High demand for growth
- Demand for public services from new population
- Fire department
- Non-resident landowners and their large landholdings - what are their intentions?

24. If you were to close your eyes and picture the Town in the year 2035, describe to me your vision. Your input will be utilized in developing the Town's Vision Statement, the foundation upon which the Comprehensive Plan will be built.

Appendix E

Meeting and Workshop Schedule

(All meeting and workshops were held at the Town of Milton Hall, 23 Street, City of Milton.)

Visioning Session One

April 24, 2006 - 6:30 p.m.

Visioning Session Two

May 22, 2006 - 6:30 p.m.

Issues

June 26, 2006 - 6:30 p.m.

Housing

October 23, 2006 - 6:30 p.m.

Housing

January 29, 2007 - 6:00 p.m.

Agricultural, Natural, and Cultural Resources, and Transportation System

February 22, 2007 - 6:00 p.m.

Agricultural, Natural, and Cultural Resources

March 26, 2007 - 6:00 p.m.

Agricultural, Natural, and Cultural Resources, and Transportation System

April 23, 2007 - 6:00 p.m.

Transportation System

August 21, 2007 - 6:00 p.m.

Utilities and Community Facilities

October 23, 2007- 6:00 p.m.

Land Use, and Utilities and Community Facilities

January 15, 2008 - 6:00 p.m.

Land Use

March 18, 2008 - 6:00 p.m.

Open House, and Land Use and Housing

May 20, 2008 - 4:00 - 6:00 p.m. and 6:00 p.m.

Housing, Economic Development, and Inter-governmental Relations

August 5, 2008 - 6:00 p.m.

Draft Review One

January 26, 2009 - 6:00 p.m.

Draft Review Two

March 10, 2009 - 6:00 p.m.

Adoption - Public Hearing

June 3, 2009 - 6:00 p.m.

Appendix F

Projection Sources and Formulation Methodologies

In developing and presenting this Plan, the Agency has formulated various projections utilizing multiple methodologies integrating the best available information and data. This *Plan* utilized United States Bureau of the Census (USBC) and WDOA projections where available as these projections were formulated by non-partisan, professional demographers. In those cases where USBC and/or WDOA projections were not available, projections were formulated by Rock County Planning, Economic & Community Development Agency (Agency) staff, utilizing best available information and data, and Agency expertise, with the best interest of all Town resources and residents in mind.

The following delineates the projections utilized in this *Plan*, as well as projection sources (i.e. USBC, WDOA, and Agency) and projection formulation methodologies.

- *Figures 1.10 and 1.11: Population: 2010 - 2035 (page 17)*
These figures display three Town population projections, High, Middle, and Low, illustrating possible future Town population from 2010 to 2035. The High projection was developed by WDOA in 2008 (*Methodology for Developing Minor Civil Divisions*) for the years 2010-2030. The High projection for the year 2035 was developed by the Agency utilizing the average change (153) between each five-year increment (2010-2030) as developed by WDOA, and applied to the 2030 projection. The Middle projection scenario was developed by the Agency utilizing a 12% cumulative (2010-2035) growth rate. The Low projection scenario was developed by the Agency utilizing a 1% cumulative (2010-2035) growth rate.
- *Figure 2.9: Total Agricultural Land Use Acreage: 2010-2035 (page 29)*
This figure displays a Town total agricultural land use acreage projection from 2010 to 2035. This projection was developed by the Agency utilizing the Residential, Commercial, and Industrial Land Use Acreage projections as stated in Figure 2.10 of this *Plan*, subtracted from the Large-Scale Agricultural acreage as stated in Figure 2.1 of this *Plan*.
- *Figure 2.10: Additional Residential (per Figure 4.13 of this Plan) Commercial, and Industrial Land Use Acreage: 2010 - 2035 (page 29)*
This figure displays a Town additional residential, commercial, and industrial land use acreage projection from 2010 to 2035. The Residential projection was developed by the Agency utilizing the Housing Unit projection (Figure 4.13 of this *Plan*), assuming an average 2-acre residential lot size. The Commercial and Industrial projection was developed by the Agency utilizing the ratio of commercial and industrial acreage per person in the Town in 2008.
- *Figure 2.11: City of Milton Annexation of Town Land: 2010-2035 (page 30)*
This figure displays two projections of City of Milton annexation of Town land from 2010 to 2035. The first projection, 19-Year Historical Trend (1990-2008), was developed by the Agency utilizing the City's annual average annexation acreage (23.1) from 1990 to 2008. The second projection, Town and City of Milton Proposed Intergovernmental Boundary Agreement - 2009, was derived from the proposed Intergovernmental Boundary Agreement between the Town and the City.

- Figure 4.13: Housing Units, Households, and Persons Per Household: 2010 - 2035 (page 56)

This figure displays a Town housing unit, household, and persons per household projection, from 2010 to 2035. The Household projection was developed by the WDOA in 2008 (*Methodology for Developing Minor Civil Divisions*) for the years 2010-2030. The Household projection for the year 2035 was developed by the Agency utilizing the average change (73) between each five-year increment (2010-2030), as developed by WDOA, and applied to the 2030 projection. The Housing Units projection was developed by the Agency utilizing the Town overall housing occupancy rate (83.1%) in 2000, applied to the aforementioned Household projection. The Persons Per Household projection was developed by the Agency utilizing the Middle population projection applied to the aforementioned Household projection.

Appendix G

Legal and Grant Consistency



JAMES R. CRIPE	JOHN M. WOOD
BRUCE R. BRINEY	SARA L. GEHRIG
DENNIS L. HANSCH	STEVEN T. CAYA
FREDERICK L. WESNER	TIMOTHY H. LINDAU
DAVID C. MOORE	Of Counsel:
CAROL J. HATCH	SCOTT F. SHADEL
KAYLA K. HILLER	

HAND DELIVERED

June 2, 2009

Mr. Wade Thompson
Rock County Planning, Economic &
Community Development Agency
Rock County Courthouse
51 S. Main St.
Janesville, WI 53545

RE: Town of Milton Comprehensive Plan 2035-Draft 4-30-2009

Dear Wade:

Supplementing my previous letter to you dated May 28, 2009, as Town Attorney for the Town of Milton, I am hereby certifying that I have reviewed the Plan, and that I believe it to be in compliance with the terms of § 66.1001 of the Wisconsin Statutes.

Very truly yours,

NOWLAN & MOUAT LLP

A handwritten signature in dark ink, appearing to read "D.C. Moore", written over the printed name of David C. Moore.

David C. Moore

DCM:GKW

pc: Town Chair, Town of Milton
Town Clerk, Town of Milton

(06/16/2009) WADE THOMPSON - RE: Review of Town of Milton (Rock County) Comprehensive Plan: DRAFT 4-6-2009 Page 1

From: "Herreid, Peter E - DOA" <Peter.Herreid@Wisconsin.gov>
To: WADE THOMPSON <THOMPSNW@co.rock.wi.us>
Date: 05/28/2009 9:46 AM
Subject: RE: Review of Town of Milton (Rock County) Comprehensive Plan: DRAFT 4-6-2009

Wade,
Thanks for addressing the draft review letter. The proposed changes are sufficient to meet the grant agreement requirements.

I will try to get back to you today or tomorrow about the T. of Fulton and Rock County plans.

Peter

-----Original Message-----

From: WADE THOMPSON [mailto:THOMPSNW@co.rock.wi.us]
Sent: Thursday, May 14, 2009 7:48 PM
To: Herreid, Peter E - DOA
Subject: RE: Review of Town of Milton (Rock County) Comprehensive Plan: DRAFT 4-6-2009

Peter,

Please see attached word document regarding your requested changes for the Town of Milton (Rock County) Comprehensive Plan. These changes have been incorporated into the Plan draft. For your reference, your correspondence requesting the changes is also attached. Please let me know if you need anything further. Thanks.

Wade Thompson, Planner
Rock County Planning and Development Agency
51 South Main Street
Janesville, Wisconsin 53545
Phone: 608.757.5582
Fax: 608.757.5586
Email: thompsnw@co.rock.wi.us

Appendix H

State of Wisconsin Statute 66.1001 - Comprehensive Planning

WISCONSIN STATE STATUTES CHAPTER 66: GENERAL MUNICIPALITY LAW -SUBCHAPTER X: PLANNING, HOUSING AND TRANSPORTATION

66.1001 - Comprehensive Planning

(1) DEFINITIONS.

In this section:

- (a) “Comprehensive plan” means:
 - 1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
 - 2. For a city or a village, or for a town that exercises village powers under s. 60.22 (3), a master plan that is adopted or amended under s. 62.23 (2) or (3).
 - 3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10). (*note: previously, s. 66.945(8), (9) or (10)*)
- (b) “Local governmental unit” means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.
- (c) “Political subdivision” means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.

(2) CONTENTS OF A COMPREHENSIVE PLAN.

A comprehensive plan shall contain all of the following elements:

- (a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.
- (b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the, structural, value and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs

- that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.
- (c) levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.
 - (d) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.
 - (e) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.
 - (f) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.
 - (g) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

- (h) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.
- (h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.
- (i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

(3) ACTIONS, PROCEDURES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS.

Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.

- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

(4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS

A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

- (a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.
- (b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:
 - 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
 - 2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
 - 3. The department of administration.
 - 4. The regional planning commission in which the local governmental unit is located.
 - 5. The public library that serves the area in which the local governmental unit is located.
- (c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission

may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

- (d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

- (e) At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d).

- (f) A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed ordinance, described under par. (c), that affects the allowable use of the property owned by the person. At least 30 days before the hearing described in par. (d) is held a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

(5) APPLICABILITY OF A REGIONAL PLANNING COMMISSION'S PLAN

A regional planning commission's comprehensive plan is only advisory in its applicability to a political subdivision and a political subdivision's comprehensive plan.

(6) COMPREHENSIVE PLAN MAY TAKE EFFECT

Notwithstanding sub. (4), a comprehensive plan, or an amendment of a comprehensive plan, may take effect even if a local governmental unit fails to provide the notice that is required under sub. (4) (e) or (f), unless the local governmental unit intentionally fails to provide the notice.