

Planning Report



Town of Milltown Comprehensive Plan

Town of Milltown Polk County, Wisconsin

February 2002



Foth & Van Dyke
consultants • engineers • scientists

Town of Milltown 2020 Comprehensive Plan

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1 Issues and Opportunities

1.1 Introduction

During October, 2000 the town of Milltown began working with the consulting firm of Foth & Van Dyke to develop the *Town of Milltown 2020 Comprehensive Plan*, which will meet the requirements of Wisconsin's Smart Growth legislation, Wisconsin Statute 66.1001. This planning effort and document is intended assist the town in making decisions relative to the conservation and development of land over the next twenty years and beyond.

The town of Milltown is located in the north-central portion of Polk County. The village of Milltown is located in the northwestern corner of the town. The town is bounded by the town of Luck, the town of Georgetown to the east, the town and village of Balsam Lake to the south, and the town of Eureka to the west (Map 1-1). The town of Milltown consists of approximately 21,420 acres and has a population of 1,146, according to the 2000 census.

Public Participation

The Town of Milltown established a Comprehensive Plan Public Advisory Committee (PAC) to lead the comprehensive planning process. The PAC consisted of 11 members representing various interests within the town. A total of 11 committee meetings were held to develop the plan. In addition, two public informational meetings were held, one at the midway point, the other near the end of the process to present the Preferred Land Use Plan map and recommendations contained within the plan. A public hearing was also held prior to adoption by the town board (Appendix 1-1)

The Town of Milltown adopted a Public Participation Plan at the beginning of the comprehensive planning process based on input by the PAC. The following core efforts were identified to foster public participation above and beyond the statutory requirements of Wisconsin's Smart Growth law:

- ◆ All meetings will be open to the public;
- ◆ Notices and press releases will be sent to local media outlets identifying the time and location of public informational meetings and public hearings;
- ◆ Materials will be kept at the town hall for review by local residents;

In addition, the town of Milltown developed a list of public outreach ideas that it utilized throughout the planning process. Such ideas included sending postcard notices to all residents and landowners prior to public informational meetings and establishing a town website to provide information regarding the planning process (Appendix 1-2).

Vision Statement

The Milltown Public Advisory Committee (PAC) developed and refined the following “Vision Statement” to serve as guide to decision-making during the comprehensive planning process:

- ◆ We want to maintain a pleasant rural atmosphere with lakes and woodlands, marshes and hills; traditional and progressive farming activities; clean rivers, streams and wetlands; fresh air and quiet evenings; and familiar faces to work and play with. Expecting some residential growth, it is our goal to maintain a place of natural beauty, and conserve and protect our natural resources and land values. Utilization of smart growth controls will help to protect the Town’s lakes and overall rural character, and its agricultural economy, making it a sought-after oasis in which to reside amidst rapidly-developing cities.

1.2 Demographics

Population change is the primary component in tracking a community’s past growth as well as predicting future population trends. Population characteristics relate directly to the town’s housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Over time there may be fluctuations in the local and regional economy which can influence population change. In addition, events such as annexation can significantly impact a community’s population base, especially at the town level.

Population Trends

**Table 1-1
Population Trends
Town of Milltown
1970 - 2000**

Census Count				# Change			
1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
691	943	949	1,146	252	6	197	455

Source: U.S. Bureau of the Census, 1950-2000.

Table 1-1 displays the population trends for the town of Milltown from 1970 to 2000. Over the 30 year period the town’s population increased by a total of 455 persons. From 1970 to 1980, the town’s population increased by a dramatic 252 persons. In the next decade the population increase was far more modest with only a six person increase. In the 1990's there was another dramatic increase bringing the town to its 2000 population count of 1,146 persons.

Comparative Population Trends

Table 1-2 presents a comparison of Milltown’s population from 1970 to 2000 to the village of Milltown, Polk County, and the State of Wisconsin. Similarly, Figure 1-1 depicts the comparative percent population change during this period for the selected areas.

**Table 1-2
Comparative Population Change
Town of Milltown and Selected Areas
1970-2000**

	1970	1980	1990	2000	% Change 1980-90	% Change 1980-90	% Change 1990-00
Town of Milltown	691	943	949	1,146	36.5%	0.6%	20.8%
Village of Milltown	634	732	786	888	15.5%	7.4%	13.0%
Polk County	26,666	32,351	34,773	41,319	21.3%	7.5%	18.8%
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	6.5%	4.0%	9.6%

Source: U.S. Bureau of the Census, 1970-2000.

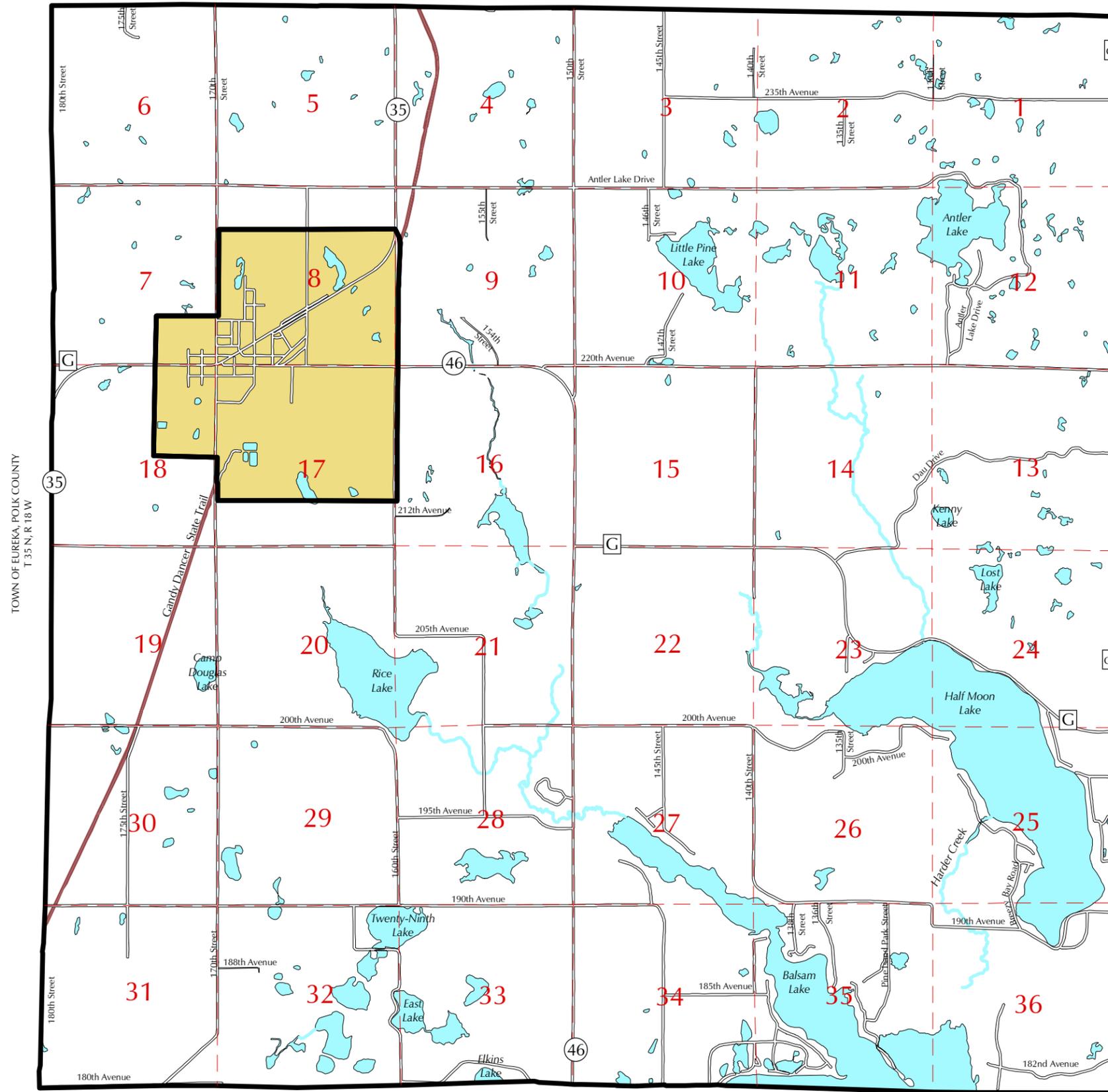
TOWN OF LUCK, POLK COUNTY
T 36 N, R 17 W

MAP 1-1 PROJECT AREA Town of Milltown Polk County, Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin



- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- State Highway
- County Highway
- Section Numbers

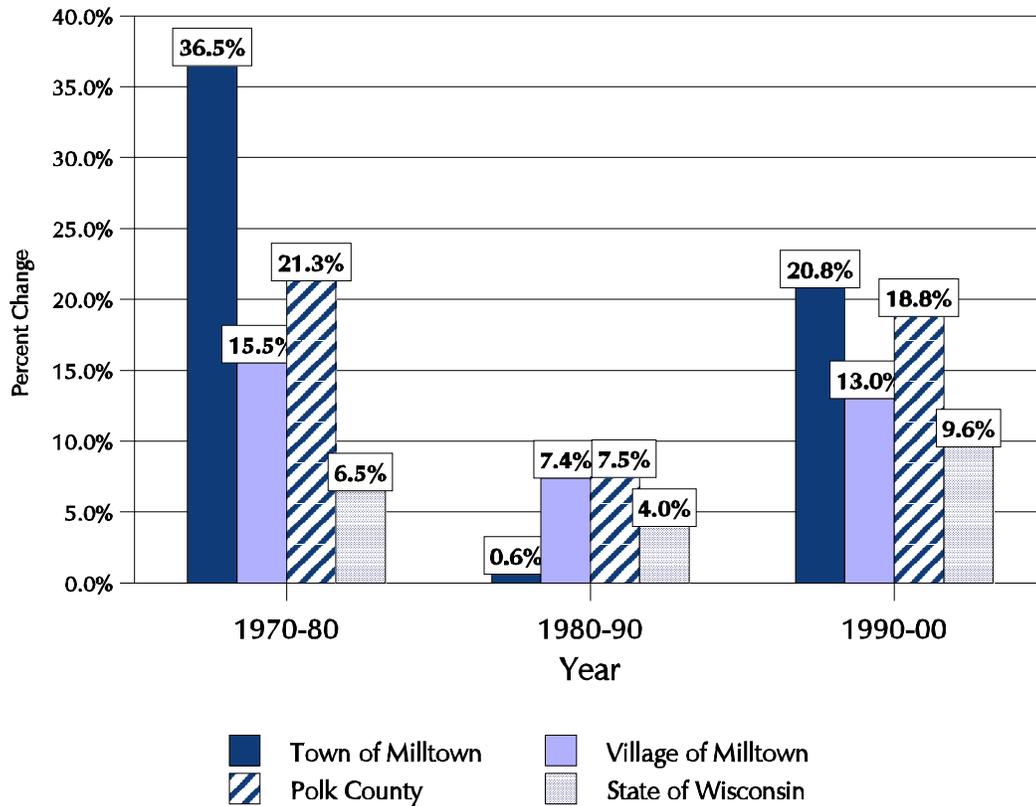
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000.

0 1000 2000 3000 4000 5000 Feet



**Figure 1-1
Comparative Population Change
Town of Milltown and Selected Areas
1970-2000**



Source: U.S. Bureau of the Census, 1970-2000.

For the 30 year period shown, the town, village, and county experienced very similar population trends. In the first decade shown there were fairly high population increases for all areas, with the town of Milltown showing the greatest percent change at 36.5%. For the period 1980 to 1990, all areas had a population increase, but far below the increases experienced a decade before. From 1990 to 2000, all areas experienced growth ranging from approximately 9 to 20%. The town of Milltown had the greatest percent population change with 20.8%.

Population by Age Cohort

Table 1-3 displays the distribution of the population by age groups for 1990 and 2000 within Milltown. A shifting age structure affects a variety of services and needs within the community including housing, elderly care, and schools.

**Table 1-3
Population by Age Cohort
Town of Milltown
1990**

Age	1990		2000		% Change 1990-2000
	Number	% of Total	Number	% of Total	
Under 5	80	8.4%	58	5.1%	-27.5%
5-19	226	23.8%	277	24.2%	22.6%
20-44	322	33.9%	324	28.3%	0.6%
45-64	196	20.7%	336	29.3%	71.4%
65+	125	13.2%	151	13.2%	20.8%
Total	949	100.0%	1,146	100.0%	20.8%

Source: U.S. Bureau of the Census, 1990-2000.

The age group which increased the most during the 1990's was the 45 to 64 age group, with a 71.4% increase. This trend is typical of most areas of the country, and will continue as the baby-boomer generation ages and nears retirement. The 65+ age group increased for the period, however the younger age group of 5 to 19 grew at a similar rate. Overall, the population appears relatively stable in the town of Milltown. The 2000 median age of residents in the town was 40.4.

Education Levels

The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately 84% of persons age 18 and older in the town have attained a high school diploma or had some post secondary education according to the 1990 census. For further economic base indicators refer to Section 6, Economic Development.

Income Levels

Income per return is based on income tax returns filed in a given year to the Wisconsin Department of Revenue. The town of Milltown had a reported income per return of \$32,154 in 1999. For further economic base indicators refer to Section 6, Economic Development.

Employment Characteristics

Employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

The greatest percentage of employment in 1990 was in the services sector of the Milltown economy, 28.4%. Manufacturing had the second greatest amount of employment, 23.3%. The employment trends found in Milltown are very typical for the area and for the state. For further economic base indicators refer to Section 6, Economic Development.

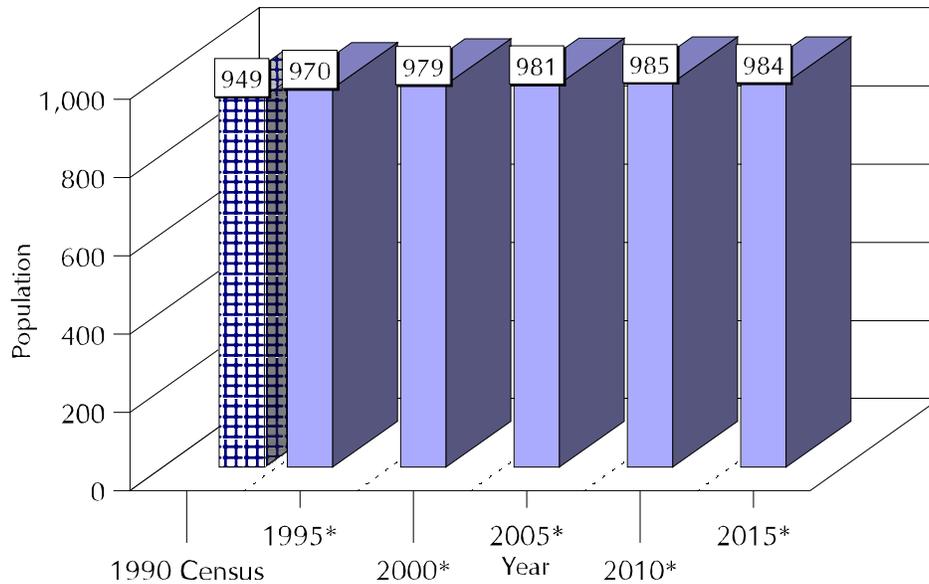
1.3 Trends and Forecasts

Population Forecasts

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town's physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies and economic conditions which influence business and personal location decisions.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2015 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which is used to give communities preliminary population projections for a future date. As shown in Figure 1-2, the baseline projections prepared by WDOA predicted a slight increase in the town's population from 1990. The 2015 projection, 984 persons, is a 3.7% increase from the 1990 population of 949 persons.

Figure 1-2
Population Trends and WDOA Projections
Town of Milltown
1990-2015



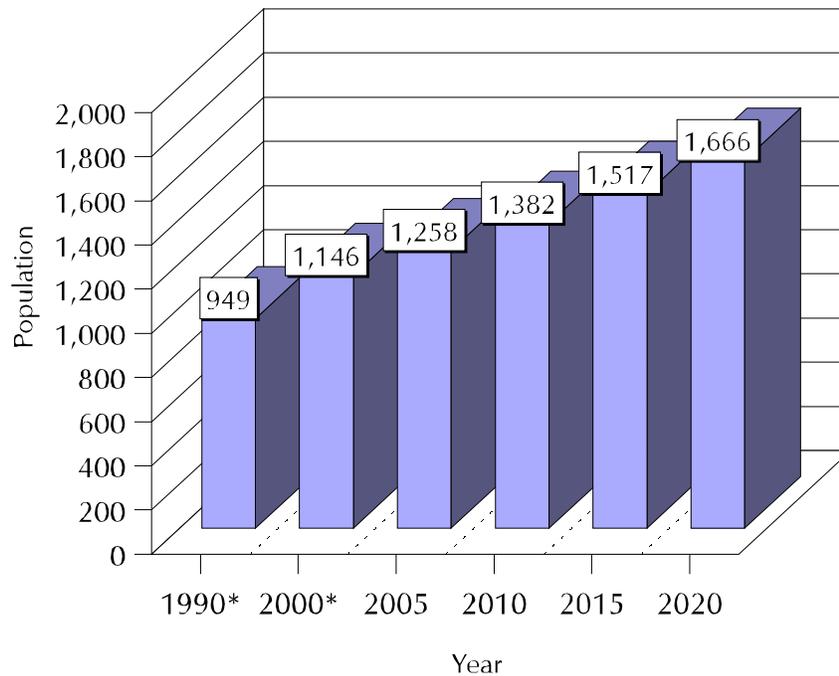
Source: U.S. Bureau of the Census, 1990-2000; *Wisconsin Department of Administration, Official Municipal Population Projections, 1990-2015, June, 1993.

Given the fact that the WDOA estimates and projections were created using 1990 census data and do not go beyond the year 2015 to include the 2020 planning period, and due to the discrepancy between the projections and the recently released 2000 census data, an alternative population projection has been prepared to determine an approximate growth rate for the town.

Accelerated Growth Projection Model - Linear Trend Analysis, 1990-2020

Figure 1-3 illustrates the census counts from 1990 and 2000 and a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2020.

**Figure 1-3
Linear Trend Projection
Town of Milltown
1990-2020**



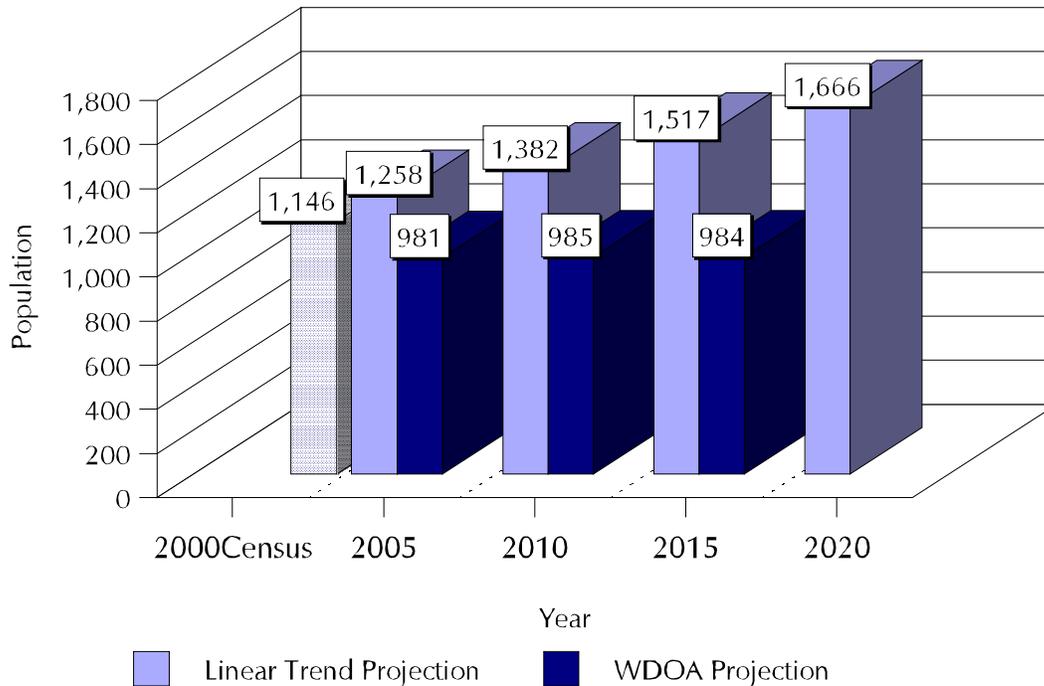
Source: *U.S. Bureau of the Census, 1990-2000; years 2005-2020, utilizing % average increase obtained from creating a linear trend based on percent average increase per year from 1990-2000.

The resulting projections estimate that the towns 2020 population will be 1,666 persons, a 45.4% increase from 2000. These projections are much higher than the previous WDOA projections because the 2000 census count was included within the calculation. This calculation only includes the population change that took place in the last decade.

Comparative Population Projections

Figure 1-4 illustrates a comparison of population projections based on annual percent population change from 1990 to 2000 and population projections from the WDOA. The figure depicts the significant differences between the projections.

**Figure 1-4
Comparative Population Projections
Town of Milltown
2000-2020**



Source: U.S. Bureau of the Census, 1990-2000. For projections methodologies see earlier within this section.

Household Forecasts

Housing unit projections are an important element in preparing the land use plan for Milltown. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands growth may place on the town’s public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends and, therefore, should only be used as a guide for planning.

Housing unit projections for Milltown for the planning period indicate an estimated number of housing units for 2020 is 952 units, a 17.4% increase from 2000. For further housing characteristics and projection methodology refer to Section 2, Housing.

Employment Forecasts

During January 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries and occupations.

The town has employment patterns that are similar to the state and it is expected that during the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic migrants, and retaining its own citizens. Wisconsin will continue to face the challenge of filling job openings. The five industries that are projected to add the most jobs from 1998-2008 are business services, health services, educational services, social services and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings for 1998-2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general managers/top executives. For further economic base indicators refer to Section 6, Economic Development.

1.4 Goals and Objectives

Wisconsin's Smart Growth Legislation establishes 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were addressed throughout the planning process and within each element.

Smart Growth Local Comprehensive Planning Goals

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.

6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for all income levels throughout each community.
10. Providing adequate infrastructure and public services and a supply of develop able land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.

Town of Milltown Comprehensive Planning Goals

The following is a summary of the overall goals and objectives for the town of Milltown. These goals are repeated within the context of each element and further defined by corresponding policies and programs.

Issues and Opportunities (I/O) Goals and Objectives

Goal I/O-1: Strengthen local control of land use decisions and maintain the ability and right to guide the Town's own destiny.

Supporting Objectives

- ◆ Utilize the town's comprehensive plan as a tool to guide and support town actions and decisions.
- ◆ Support the Wisconsin Towns Association and be active in local, district, and state meetings.

- ◆ Request that county government amend its decision-making procedures to be consistent with the town's comprehensive plan.
- ◆ Evaluate scenarios for growth management in the town of Milltown to achieve desired future conditions and provide insight into potential conflicts and irreversible problems.

Goal I/O-2: Balance appropriate land use regulation and individual property rights with community interests and goals.

Supporting Objectives

- ◆ Develop land management and protection strategies based on public input received throughout the plan development process and ongoing public participation efforts after the plan is adopted.
- ◆ Promote flexibility in terms of what people want to do with their land, but provide for incentives to encourage desired outcomes and entertain ways to mitigate identified impacts from a development proposal in a positive way which produces win-win outcomes.
- ◆ Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome, and which objectively examines the quality of the proposed development and the potential long-term positive and negative impacts on the town.

Goal I/O-3: Increase community awareness, support and involvement in growth management and land and water conservation efforts.

Supporting Objectives

- ◆ Create opportunities for citizen participation throughout all stages of plan and ordinance development and amendment.
- ◆ Improve public access to and understanding of available maps and other information related to town natural resources and the benefits and functions that they provide (e.g., fish and wildlife habitat) in order to raise awareness and protect such features.
- ◆ Support and seek opportunities to improve information on town land and water resources.

- ◆ Develop and provide educational materials on topics pertinent to town goals, objectives, policies and land use controls.
- ◆ Encourage the retention of agriculture through education programs targeted at increasing the awareness of agricultural land owners of public and private programs which would provide them with economic incentives to retain land in agricultural production and help to make farming more economically viable.
- ◆ Inform town residents and landowners regarding available programs which provide technical, financial, or tax relief assistance to preserve, enhance or restore natural areas.
- ◆ Support and coordinate community outreach programs and events that encourage private stewardship (e.g., proper maintenance of septic systems) of Town land and water resources.
- ◆ Recognize and showcase the efforts of individuals, groups, businesses, and others who demonstrate leadership and make a commitment to land and water conservation stewardship in the town.
- ◆ Celebrate Milltown's heritage in festivals and other community events.
- ◆ Utilize Lake Association newsletters to announce town meetings and to keep citizens and landowners informed of local and regional planning efforts and issues.
- ◆ Utilize a variety of media to publically announce upcoming meetings and events such as Lake Association newsletters, local newspapers, posted town meetings, radio, TV/cable advertisements, and web pages.

Land Use (LU) Goals and Objectives

Goal LU-1: Provide for a well-balanced mix of land uses within the town of Milltown.

Supporting Objectives

- ◆ Identify and establish preferred land use management areas which contain areas of similar feature and function (e.g., agricultural, single-family residential, commercial, open space, etc.) and land uses which can co-exist with one another.
- ◆ Encourage commercial, industrial, agricultural and residential developments to fit within the character of the area in their site designs, building character, scale and long-term economic feasibility.

- ◆ Identify Milltown's natural resources, environmentally valuable features, open spaces, cultural and historic resources which should be afforded protection from development.
- ◆ Conserve the majority of town rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
- ◆ Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, natural areas and open spaces are minimized.
- ◆ Maintain the existing single-family residential character along the lakeshores.
- ◆ Realize the cost-effectiveness of utilizing the existing road network to accommodate any future development.
- ◆ Support the Village of Milltown as being the primary commercial and service center for the town of Milltown.
- ◆ Encourage cluster development of housing units in order to preserve the town's rural character and open spaces.

Agricultural, Natural and Cultural Resources (ANC) Goals and Objectives

Goal ANC-1: Provide incentives and options to landowners to retain the town's contiguous areas of agricultural lands, natural areas and open spaces.

Supporting Objectives

- ◆ Explore and develop local farmland preservation incentives and programs (e.g., transfer or purchase of development rights) which provide farmers options to realize some of the value of their property while continuing to farm, and which help them to maintain economic stability without having to sell their farmland, piece by piece.
- ◆ Develop conservation design guidelines and principles (e.g., clustering of home sites) and promote their use.
- ◆ Explore establishment of a mitigation program to obtain permanent preservation of town farm and natural areas through fees and/or land donations as mitigation of development impacts.

- ◆ Seek opportunities to get existing conservation organizations more involved in land protection in Milltown.
- ◆ Support programs which lower tax burden for lands under agricultural production or conserved as natural areas.

Goal ANC-2: Maintain the operational efficiency and productivity of Milltown's agricultural areas for current and future generations.

Supporting Objectives

- ◆ Identify town lands where the primary intent is to preserve productive farmland, to allow for farming expansion, to maintain the efficiency and productivity of town farm operations, and to protect agricultural investment in land and improvements.
- ◆ Protect the continuity of farmland areas.
- ◆ Protect prime farmland soils for agricultural or open space uses.
- ◆ Appropriately site whatever development occurs in agricultural areas in order to ensure that growth in rural areas is compatible with the continued use of the adjacent land for agricultural production.
- ◆ Inform current and prospective landowners about the types and timing of agricultural activities; importance of agriculture to the town economy; potential nuisances of living within an agricultural area; and actions that can be taken to minimize conflicts.

Goal ANC-3: Maintain, preserve and enhance the town's natural environment and open spaces.

Supporting Objectives

- ◆ Manage growth to protect town open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.
- ◆ Direct growth away from environmentally sensitive areas such as wetlands, floodplains, steep slopes, etc... in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control,

stormwater management, habitat restoration, erosion control, water quality improvements, and rescue services.

- ◆ Allow areas for natural movement of water, as well as fish and wildlife.
- ◆ Maintain a network of natural area and open space corridors and connections.
- ◆ Maintain and enhance plant and habitat diversity in Milltown.
- ◆ Maintain and enhance natural buffers along town shoreland and wetland areas to filter and remove pollutants prior to entry into surface waters, stabilize shorelands, maintain scenic quality, preserve important fish and wildlife habitat, and to eliminate or reduce noise and glare intrusion.

Goal ANC-4: Maintain, preserve and enhance the Town's rural atmosphere which contributes to the quality of life.

Supporting Objectives

- ◆ Encourage development which promotes open space through site design and which fits within the character of the town as well as the specific location in which the development is proposed.
- ◆ Avoid uniform residential lot sizes over large areas which diminish rural character and are more characteristic of urban/suburban areas than rural areas.
- ◆ Emphasize control of residential density and site design in rural areas rather than lot size alone.
- ◆ Conserve open space lands not only for their economic importance, but also to retain a key measure of the town's "rural character" which is closely linked to the large tracts of undeveloped land within the town.
- ◆ Identify and preserve those scenic views and vistas which characterize Milltown (identify).
- ◆ Control the scale, design (e.g., lighting) and location of outdoor signage to fit within the character of the area.
- ◆ Adopt local controls to address junk yards; on-site storage and disposal of junk vehicles, white goods (e.g., refrigerators, washers/dryers, etc...), and other junk items ; and dilapidated structures.

- ◆ Ensure that future buildings are of the same physical scale as existing buildings in the surrounding area.
- ◆ Develop design guidelines for businesses to better address landscaping, aesthetics and other impacts (e.g., lighting, noise, parking, access, pedestrian access, etc.).

Goal ANC-5: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.

Supporting Objectives

- ◆ Work cooperatively with Polk County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the town of Milltown.
- ◆ Promote the history of Milltown and the aspects that have helped to define it's culture and heritage.
- ◆ Encourage the adaptive re-use of historic structures and features in Milltown and record their history.
- ◆ Create incentives for developers to rehabilitate historic buildings.

Economic Development (ED) Goals and Objectives

Goal ED-1: Maintain, enhance and diversify the local economy consistent with other community goals and objectives.

Supporting Objectives:

- ◆ Enhance economic growth through the use of creative land use planning.
- ◆ Support agriculture as a preferred industry and strong component of the local economy which provides the town and county with revenue at a minimal cost of service and supports related agricultural processing and service industries.
- ◆ Encourage and promote expansion of agriculture and farmers' markets.
- ◆ Support and explore opportunities for new sustainable tourism businesses based on the town and regions natural resources, historical heritage and cultural amenities (without diminishing the quality of life of residents).

- ◆ Facilitate and encourage the establishment of agri-business and home-based businesses that are consistent and compatible with the character of the surrounding area, maintain the rural appearance of neighborhoods, minimize the potential of negative impacts (traffic, noise, odor, glare, signage, parking, truck deliveries, etc...), and do not promote or result in non-residential clusters or strips.
- ◆ Seek town businesses which strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels (i.e., family- wage jobs), increase the variety of job opportunities, utilize the resident labor force, and pays for its own infrastructure.
- ◆ Seek town businesses which exhibit a low water demand, do not generate large wastewater flows or require special wastewater treatment, do not contain hazardous chemicals, and which otherwise have minimal impact on the environment.
- ◆ Ensure that there is sufficient prime commercial and light industrial lands to accommodate desired economic growth in the town of Milltown.
- ◆ Improve coordination between the town and other agencies or organizations involved in economic development efforts (e.g. business recruitment) in Polk County to effectively pursue economic development grants and economic growth which benefits the town of Milltown.
- ◆ Gain cooperation between communities regarding land use planning and economic development issues.

Intergovernmental Cooperation (IC) Goals and Objectives

Goal IC-1: Establish mutually beneficial intergovernmental relations with other units of government.

Supporting Objectives:

- ◆ Realize individual and shared visions, goals, objectives and programs.
- ◆ Pursue cooperative agreements regarding annexation, expansion of public sewer and water services, and growth management with the Village of Milltown and Village of Balsam Lake.
- ◆ Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation

systems (e.g., roads, bike/pedestrian routes, transit, etc.), parks and recreation with other units of government.

- ◆ Achieve cooperation and coordination between the town and adjacent municipalities with respect to long-range planning and land use controls.
- ◆ Support and encourage ongoing efforts to meet regularly with other Polk County towns to discuss growth management and land use issues.
- ◆ Maintain town involvement in county planning efforts and policy development.
- ◆ Pursue opportunities to jointly hold public forums and workshops to exchange information and increase public understanding and acceptance of innovative planning tools and programs.
- ◆ Promote communication and cooperation by providing neighboring municipalities and overlapping authorities opportunities to comment on the town comprehensive plan, implementing land use controls, and specific development proposals.
- ◆ Coordinate implementation of the town comprehensive plan with Polk County to avoid conflicting regulations, duplication of regulatory and review processes, and public confusion on applicable regulations.
- ◆ Seek county technical and financial assistance to support town planning efforts and implementation of land use controls.
- ◆ Pursue partnerships and cooperative efforts to maintain and improve the water quality of town surface and groundwater resources.

Transportation (TE) Goals and Objectives

Goal TE-1: Provide for a safe, efficient, convenient and well-maintained transportation network for the movement of people and goods.

Supporting Objectives

- ◆ Coordinate development and maintenance of a town road data base with the Wisconsin Department of Transportation as part of the Wisconsin Information System for Local Roads (WISLR).

- ◆ Establish a level of service (LOS) standard (e.g., road capacity, traffic flow, roadway design, mobility, etc...) for town roads to serve as a “gauge” to judge the performance of the overall transportation system.
 - Consider land use plans when establishing LOS.
 - Avoid new development which causes LOS on Town transportation facilities to fall below the adopted LOS standards unless transportation improvements or strategies are undertaken to mitigate these impacts concurrent with development.

- ◆ Prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding sources for road upgrades, new roads and other transportation facilities. Allow for public review and comment on the town’s short and long-term transportation system improvement plans.

- ◆ Guide new growth so as to develop a town road system that does not financially burden the town or make inefficient use of public tax dollars.
 - Avoid or restrict new town road development within agricultural resource lands.
 - Limit investment and expenditure in rural areas to arterial development connecting communities or neighborhoods.

- ◆ Manage access to the transportation system in order to effectively maintain the functional integrity of town roads.

- ◆ Obtain right-of-way along one-lane roads adjacent lakes for the purpose of expanding to two-lane roads in the future in order to address serviceability problems.

- ◆ Coordinate local land use and transportation planning with the Wisconsin Department of Transportation to ensure that local goals meet state goals to enhance regional mobility to improve its functionality for business, area residents, tourists, non-motorized transportation, freight and services.

- ◆ Consider developing an official map to govern the locations of future roads within the town. Coordinate road planning with the Village of Milltown, Village of Balsam Lake, neighboring towns, and Polk County to address regional traffic circulation.

Goal TE-2: Increase safety and use of non-motorized transportation modes.

- ◆ Identify major issues and deficiencies related to pedestrian and bicycle activities (e.g., overall use/demand, lack of sidewalks, bikeways, safety issues, etc.).

- ◆ Develop strategies/plans to identify projects and funding sources for pedestrian, bicycle and multi-modal systems development and maintenance.

- ◆ Promote the development of pedestrian, bicycle and other multi-modal transportation linkages as part of new development proposals.
- ◆ Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.

Housing (HE) Goals and Objectives

Goal HE-1: Accommodate housing types and densities which are consistent with the existing character of town residential neighborhoods and rural lands.

- ◆ Retain farm and single-family residences as the preferred type of housing supply in the Town of Milltown.
- ◆ Encourage and support multi-family, group housing, and other high density residential development within the Village's of Milltown and Balsam Lake and urban service areas.
- ◆ Enforce state uniform dwelling code for new residential housing development.

Goal HE-2: Reduce the inappropriate conversion of town open spaces and resource lands into sprawling, low density residential development.

- ◆ Encourage a shift in residential development from town rural lands to planned growth areas where adequate public services and facilities are available or planned.
- ◆ Direct that higher density residential development be located near the Villages of Milltown and Balsam Lake, or near existing residential developments, in order to provide economies of scale for the town's infrastructure, retain rural character, and to provide more convenient access to community facilities and services.
- ◆ Encourage well-designed residential in-fill development to increase the housing supply while protecting and enhancing existing neighborhood character and affordable housing opportunities.

Goal HE-3: Provide opportunities for adequate housing supply for residents of all income groups, including housing which is affordable to low and moderate income groups.

- ◆ Ensure that local land use controls and permit processing do not discourage or prevent the provision of affordable housing opportunities within the town.

- ◆ Support and encourage manufactured homes constructed to state standards which are consistent with surrounding uses and feature designs similar to site-built homes as an affordable housing option.
- ◆ Support educational programs to promote community acceptance of low and moderate income housing.
- ◆ Explore opportunities to provide incentives for developers and home builders who create quality housing that is affordable for low and moderate income households.
- ◆ Promote local affordable housing opportunities through cooperative planning between the town and neighboring Villages in regards to any future establishment of city urban growth or service areas on town lands.
- ◆ Assist homeowners with housing in poor or fair condition in the repair or renovation of their homes by supporting local government and agency efforts to obtain grant program funds.
- ◆ Support local and regional efforts to create quality housing with rents affordable to working families and developments for elderly and special-needs individuals.

Utilities and Community Facilities (U/C) Goals and Objectives

Wastewater Treatment

Goal U/C-1: Ensure proper disposal of wastewater to protect ground and surface water supplies.

- ◆ Encourage inspection of on-site sewage disposal systems and strengthen enforcement of existing regulations.
- ◆ Encourage the use of innovative cluster on-site wastewater technologies which better treat domestic and business flows.
- ◆ Coordinate wastewater facility planning with land use, environmental, economic development, and growth management objectives.

Water Supply

Goal U/C-2: Protect and improve the quality and quantity of town's surface and ground water resources to the benefit of fish and wildlife, recreation, and water supply for town homes and businesses.

- ◆ Reduce future utilities cost by protecting groundwater supplies.
- ◆ Manage the type, extent and location of new growth to protect groundwater resources which are the sole source of water supply for town homes and businesses.
 - Direct that large developments demonstrate what impact they will have on the water quality and quantity of surrounding wells.
 - Establish protection of surface and groundwater resources as a high priority of town government and a controlling factor to determine allowable land uses.
 - Utilize information on the town's soils and geology to guide planning efforts to determine allowable land uses.
- ◆ Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.
- ◆ Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and movement of surface and groundwater resources.

Solid Waste Disposal and Recycling Facilities

Goal U/C-3: Provide solid waste collection and disposal and effective recycling services that protect the public health, the natural environment, and land use quality.

Supporting Objectives

- ◆ Develop a town recycling program.
- ◆ Further explore the financial feasibility and public support for curbside pick-up services of waste within all or portions of the town.
- ◆ Increase town involvement in decisions involving the type, location and extent of land disposal of solid waste within Milltown or outlying areas which can significantly impact local surface and groundwater resources.

Parks and Recreation

Goal U/C-4: Provide and maintain a balanced system of parks and recreational facilities that responds to the recreational, cultural, and environmental needs and desires of the community.

Supporting Objectives

- ◆ Improve maintenance and upkeep of existing town park and recreation facilities.
- ◆ Expand town park and recreation facilities and opportunities which complement other existing local public recreational areas and facilities.
- ◆ Identify and provide for increased recreational and public access in the town.
- ◆ Provide adequate signage for public access.
- ◆ Require developers, through incentives or other means, to incorporate public open space and recreation facilities within development proposals.

Goal U/C-5: Maintain natural drainage and control stormwater quality and quantity impacts from developed lands.

- ◆ Preserve natural surface and sub-surface drainage systems to the maximum extent possible, as existing drainage corridors, streams, and wetlands can provide for stormwater quality and quantity control benefits at no costs to the community.
- ◆ Maintain town road-side swales/ditches and other related stormwater facilities for both stormwater quantity and quality control.
 - ▶ Utilize grass-lined swales and other appropriate biofiltration stormwater quality and quantity control facilities to convey and treat road and stormwater runoff prior to discharge to surface and ground waters to retain rural road-side character.
 - ▶ Manage new stormwater inputs to town maintained facilities from adjacent lands in order to ensure proper control of stormwater flows and protection of town facilities.
 - ▶ Inform and provide opportunities for input regarding town roadside maintenance activities.
- ◆ Direct that developers be responsible for stormwater quality and quantity control both during (e.g., erosion and sediment control) and after site preparation and construction activities.

Utilities

Goal U/C-6: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

- ◆ Actively pursue the highest levels of service from the cable, telecommunications and technology providers offering services to the town.

- ◆ Encourage provision of utility facilities (e.g., natural gas, fiber optics, etc.) and systems which are consistent and compatible with the uses, densities and other elements of the Comprehensive Plan.
- ◆ Cooperate in the planning of utilities with other agencies and jurisdictions and encourage coordination among other agencies and jurisdictions in the planning of multi-jurisdictional utility improvements needed to serve local and regional growth.
- ◆ Work together with utility providers to identify utility corridors, and that the designated corridors provide flexibility for future development.
- ◆ Direct new utility transmission and distribution lines to be located within public right-of-way whenever feasible.
- ◆ Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing.
- ◆ Control the siting, design, buffering, and screening of above-ground utilities to minimize impacts on adjacent uses and screening.
- ◆ Support underground placement of new or existing distribution lines for electricity, telecommunications, and cable entertainment to maintain and enhance rural character.
- ◆ Cellular sites should be placed in locations which provide required service without significantly impacting scenic qualities of the area.

Other Governmental Services

Goal U/C-7: Maintain high quality town services and facilities.

Supporting Objectives

- ◆ Continually monitor population growth, age and other demographic characteristics of the town's population to determine the need for new or expanded services.

2 Housing

This section contains an inventory of the housing characteristics of the town of Milltown. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future housing needs of the community.

This inventory includes information regarding: the current housing stock, housing forecasts, housing affordability, and a listing of programs available to the community. Indicators were analyzed at the local, county, state, and regional level to determine trends, opportunities, and needs within the community. The physical location of housing determines the location and cost of many public services and facilities. In addition, housing characteristics are related to the social and economic conditions of the community's residents.

2.1 Housing Characteristics

Housing Supply

Table 2-1 provides general information regarding the housing supply for the town of Milltown from 1990 to 2000, including a breakdown of units by occupancy and seasonal use. Seasonal units are those units which are used for seasonal, recreational, occasional, or other use.

**Table 2-1
Housing Supply
Town of Milltown
1990-2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Total Units	745	811	66	8.9%
Occupied Units	343	441	98	28.6%
Owner Occupied	294	406	112	38.1%
Renter Occupied	49	35	-14	-28.6%
Vacant Year Round Units	402	370	-32	-8.0%
Seasonal Units	375	345	-30	-8.0%

Source: U.S. Bureau of the Census, 1990-2000.

Between 1990 and 2000 the housing supply in the town of Milltown increased by 66 units (8.9%). The most notable change that occurred during the ten year period was the increase in owner occupied units and the decrease of renter occupied units. This trend is likely due to the conversion of lake cottages to year round single family homes. However, seasonal housing units continue to be a significant segment of the overall housing supply, however they have decreased by 8% in the ten year period shown.

Comparative Housing Supply

Table 2-2 displays the housing units for the town and village of Milltown, Polk County and the State of Wisconsin from 1990 to 2000.

**Table 2-2
Comparative Housing Unit Change
Town of Milltown and Selected Areas
1990-2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Town of Milltown	745	811	66	8.9%
Village of Milltown	375	437	62	16.5%
Polk County	18,562	21,129	2,567	13.8%
State of Wisconsin	2,055,774	2,321,144	265,370	12.9%

Source: U.S. Bureau of the Census, 1990-2000, STF 1.

Age of Housing Stock

The age of a community’s housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units they will most likely need to be replaced, rehabilitated or abandoned for new development some time within the planning period. Allowing for a newer housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other things which are affected by new housing development.

Table -3 displays the year structures were built according to te 1990 Census.

**Table 2-3
Year Structure Built
Town of Milltown and Selected Areas
1990**

Year Structure Built	Town of Milltown		Village of Milltown	
	Number	% of Total	Number	% of Total
1989 to March 1990	34	4.5%	4	1.1%
1985 to 1988	53	7.1%	11	3.0%
1980 to 1984	65	8.7%	24	6.5%
1970 to 1979	187	24.9%	160	43.4%
1960 to 1969	54	7.2%	39	10.6%
1950 to 1959	61	8.1%	49	13.3%
1940 to 1949	51	6.8%	27	7.3%
1939 or earlier	246	32.8%	55	14.9%
Total	751	100.0%	369	100.0%
Median Year Structure Built	1963		1971	

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3-Sample Data.

Structural Type

Table 2-4 details the number of units within structures in Milltown. The majority of structures are 1-unit detached structures, 90.2%. Mobile homes, trailers, or other structures were the second most common type of structures within the town in 1990.

**Table 2-4
Units in Structure
Town of Milltown
1990**

	Number	% of Total
1-unit Detached	672	90.2%
1-unit Attached	3	0.4%
2 to 4 Units	10	1.3%
5 to 9 Units	0	0.0%
10 or More Units	0	0.0%
Mobile Home, Trailer, or Other	60	8.1%
Total Units	745	100.0%

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1.

Housing Values

Providing affordable housing which meets the needs of future Milltown residents in an important element of the overall planning for the town. According to Table 2-5 the majority of homes in the town were valued between \$50,000 to \$99,999 in 1990. The median housing value in the town in 1990 was \$55,200. The village of Milltown had a considerably lower median value of \$37,400. It is expected that 2000 census data will show a significant increase in the value of homes within the town given recent construction activities and the conversion of lake cottages to year round single family homes.

**Table 2-5
Housing Values of Specified Owner-Occupied Units
Town of Milltown and Selected Areas
1990**

Value	Town of Milltown		Village of Milltown	
	Number	% of Total	Number	% of Total
Less than \$50,000	58	41.7%	124	81.6%
\$50,000 to \$99,999	59	42.4%	27	17.8%
\$100,000 to \$149,999	16	11.5%	1	0.7%
\$150,000 to \$199,999	4	2.9%	0	0.0%
\$200,000 to \$299,999	2	1.4%	0	0.0%
\$300,000 or More	0	0.0%	0	0.0%
Total	139	100.0%	152	100.0%
Median (Dollars)	\$55,200		\$37,400	

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing.

Housing Unit Forecast

Housing unit projections are an important element in preparing the land use plan for Milltown. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on the town's public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as guides for planning.

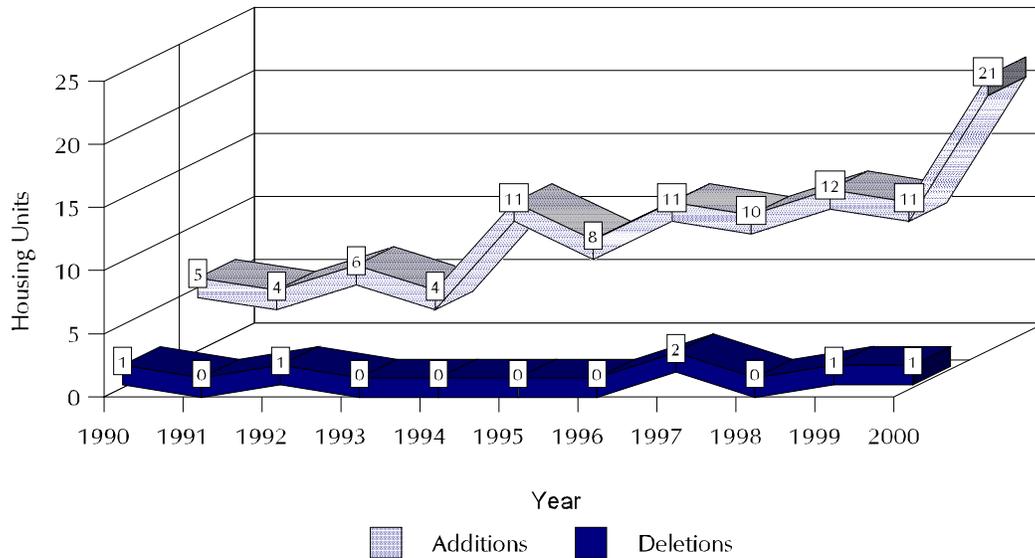
Table 2-6 display the building permit activity for the town from 1990 to 2000 as reported from the State Demographic Services Center. For the ten year period, the number of housing units created within the town each year has been increasing slightly while there have been virtually no housing unit deletions.

Table 2-6
Building Permit Activity Trend for New Residential Units
Town of Milltown
1990 - 2000

Year	Housing Unit Additions	Housing Unit Deletions	Net Change
1990	5	1	4
1991	4	0	4
1992	6	1	5
1993	4	0	4
1994	11	0	11
1995	8	0	8
1996	11	0	11
1997	10	2	8
1998	12	0	12
1999	11	1	10
2000	21	1	20
Total	103	6	97

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, 2000.

**Figure 2-1
Building Permit Activity
Town of Milltown
1990-2000**



Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, 2000.

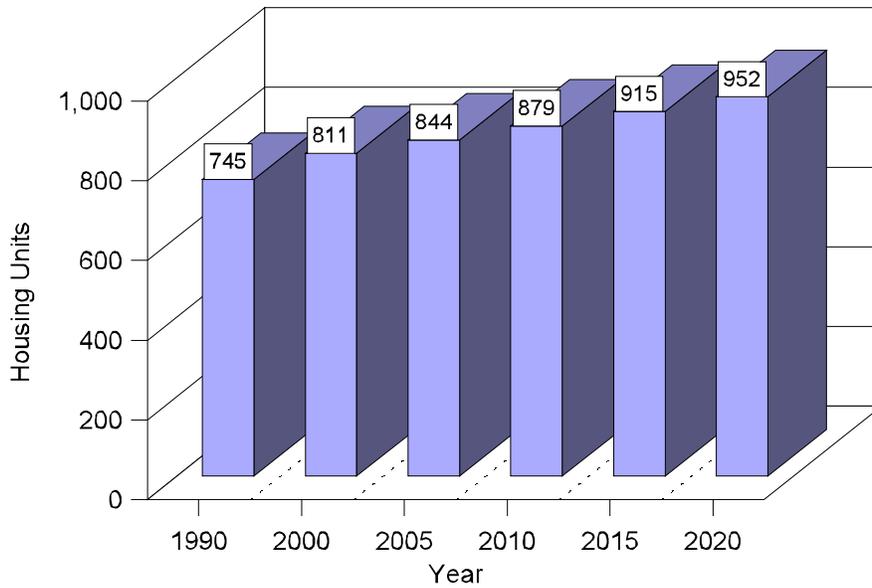
According to the housing unit addition data, there were an average of nine new housing units a year. According to Census data, for the same period, there was an average of six new housing units a year. Rather than overestimating housing growth, the census housing unit figures were used to create a projected number of housing units for the planning period. It is projected that by 2020 the town of Milltown will have approximately 952 total housing units, a 17.4% increase from the number of housing units in 2000. Table 2-7 and Figure 2-2 display the housing unit projections for the town during the planning period.

Table 2-7
Projected Number of Housing Units
Town of Milltown
1990-2020

	1990	2000	2005	2010	2015	2020
Total Housing Units	745	811	844	879	915	952

Source: Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the U.S. Bureau of the Census; b) the year 2005-2020 based on percent annual change between 1990 and 2000.

Figure 2-2
Projected Housing Units
Town of Milltown



Source: Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the U.S. Bureau of the Census; b) the year 2005-2020 based on percent annual change between 1990 and 2000.

2.2 Availability of Land for Development/Redevelopment of Affordable Housing

The Wisconsin Department of Revenue's annual report of equalized property values reveals that the full market value of all taxable property, except for agricultural land, increased by 15.89% from 1999 to 2000 for Polk County, the fourth highest increase in the state. This overall increase in property values is an indication of the need to plan ahead for affordable housing, whether it be the redevelopment of existing housing or new housing development.

The town of Milltown has identified the importance of maintaining its current rural atmosphere and open spaces. One way the town will do this in the future is by encouraging cluster development of new residential areas. By clustering residential areas more open space is preserved, lot sizes are smaller and less overall land areas is used for intensive use. Cluster development not only promotes the wise use of and preservation of resources, but it also tends to be as valuable as conventional development, however at less cost to the community. Encouraging growth to planned growth areas within the town will also reduce the overall costs to residents since infrastructure, such a roads, will already be in place. Residential in-fill development will also be encouraged to increase the housing supply while protecting and enhancing existing neighborhood character and affordable housing opportunities.

The town will ensure that local land use controls and permit processing do not discourage or prevent the provision of affordable housing opportunities within the town. The stigma that often occurs with regard to affordable housing must not consciously or subconsciously direct community actions or opinion in a way that deters affordable housing in the community. Properly defining affordable housing as simply housing that people who choose to live and work in the community can afford, will continue to be a community educational effort.

Within the planning period, should housing become increasingly unaffordable, the town should explore opportunities to provide incentives for developers and home builders who create quality housing that is affordable for low and moderate income households. Support and encouragement for manufactured homes constructed to state standards which are consistent with surrounding uses and feature designs similar to site-built homes will be an affordable housing option within Milltown.

2.3 Housing Stock Maintenance and Rehabilitation

The maintenance and rehabilitation of the existing housing stock within the town is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period the town should continually monitor housing stock characteristics including, but not limited to price, aesthetics, safety, cleanliness and overall suitability with community character. This continual monitoring will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development which has far greater impacts on community resources.

The town of Milltown will therefore assist homeowners with housing in poor or fair condition in the repair or renovation of their homes by supporting local government and agency efforts to obtain grant program funds. The Wisconsin Housing and Economic Development Authority (WHEDA) offers a variety of rehabilitation and maintenance programs for homeowners and renters. The Wisconsin Division of Housing and Intergovernmental Relations (DHIR) also offers various housing revitalization activity programs.

2.4 Housing (HE) Goals and Objectives

Goal HE-1: *Accommodate housing types and densities which are consistent with the existing character of town residential neighborhoods and rural lands.*

- ◆ Retain farm and single-family residences as the preferred type of housing supply in the Town of Milltown.
- ◆ Encourage and support multi-family, group housing, and other high density residential development within the village's of Milltown and Balsam Lake and urban service areas.
- ◆ Enforce state uniform dwelling code for new residential housing development.

Goal HE-2: *Reduce the inappropriate conversion of town open spaces and resource lands into sprawling, low density residential development.*

- ◆ Encourage a shift in residential development from town rural lands to planned growth areas where adequate public services and facilities are available or planned.
- ◆ Direct that higher density residential development be located near the Villages of Milltown and Balsam Lake, or near existing residential developments, in order to provide economies of scale for the town's infrastructure, retain rural character, and to provide more convenient access to community facilities and services.
- ◆ Encourage well-designed residential in-fill development to increase the housing supply while protecting and enhancing existing neighborhood character and affordable housing opportunities.

Goal HE-3: *Provide opportunities for adequate housing supply for residents of all income groups, including housing which is affordable to low and moderate income groups.*

- ◆ Ensure that local land use controls and permit processing do not discourage or prevent the provision of affordable housing opportunities within the town.

- ◆ Support and encourage manufactured homes constructed to state standards which are consistent with surrounding uses and feature designs similar to site-built homes as an affordable housing option.
- ◆ Support educational programs to promote community acceptance of low and moderate income housing.
- ◆ Explore opportunities to provide incentives for developers and home builders who create quality housing that is affordable for low and moderate income households.
- ◆ Promote local affordable housing opportunities through cooperative planning between the town and neighboring villages in regards to any future establishment of city urban growth or service areas on town lands.
- ◆ Assist homeowners with housing in poor or fair condition in the repair or renovation of their homes by supporting local government and agency efforts to obtain grant program funds.
- ◆ Support local and regional efforts to create quality housing with rents affordable to working families and developments for elderly and special-needs individuals.

2.5 Housing Policies and Recommendations

Policies

- ◆ Plan for a sufficient supply of developable land that allows for a variety of housing types.
- ◆ Local land use controls and related administration fees shall consider the impact on affordable housing.
- ◆ The town will consider density bonuses within the Rural Residential and Wooded Residential Preferred Land Use Classification areas for cluster/conservation subdivisions in order to preserve open space and allow for further variety on lot sizes throughout the town.
- ◆ Houses should be located so as to minimize the visual and environmental impacts to the rural landscape.

Recommendations

1. Promote a Variety of Housing Types

Consistent with the goals and objectives established for the housing element, it is recommended that the town promote the possibility for a range of housing types within the community. This can be accomplished by establishing different lot sizes for a number of areas within the town. The Preferred Land Use Plan map and text in Section 8 describes the various management areas.

2. Develop Minimum Building and Design Standards for Manufactured Housing

According to the American Planning Association, since 1976, the U.S. Department of Housing and Urban Development (HUD) has regulated manufactured homes under the Manufactured Home Construction and Safety Standards, which are commonly referred to as the HUD Code. At that time these housing units were called “mobile homes,” but in 1980 this designation was changed to “manufactured home” in recognition of the more durable and less mobile nature of these homes. Once sited, these homes are rarely moved.

Manufactured homes are a major source of housing for young families, first time home buyers, older adults, and others with limited income. Manufactured homes provided decent housing affordable to low and moderate income households in suitable living environments.

It is recommended that manufactured homes be treated as a single family home by right in all areas identified for residential development within the town. However, manufactured homes if not properly placed and sited, can conflict with established neighborhood development patterns and should meet the following minimum design standards:

- ◆ All dwellings shall be located on a lot and shall have the minimum required frontage on an approved town road;
- ◆ In the event that a manufactured home does not utilize a perimeter load bearing foundation, any space between ground level and siding shall be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.
- ◆ Manufactured homes shall meet all other applicable state building code requirements including roof pitch, overhang, minimum floor area, minimum width, and exterior siding and roofing material requirements.

3. Maintain the Quality of the Existing Housing Stock

The town’s housing stock appears to be in good condition; however, given the age of the town’s housing stock, the town should continue to take steps to ensure that it remains in good condition. The town should ensure that residents have access to state, local and federal housing assistance programs for housing rehabilitation, weatherization, home ownership, and other financial assistance programs.

4. Encourage the Development of Conservation Design/Cluster Subdivisions
Conservation design/cluster development is a form of residential development in rural areas that preserves open space, while permitting development at densities no less than that permitted under conventional development in rural areas.

Developments designed using conservation design/cluster development method concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion in open space. This concentration of lots is made possible by reducing the minimum lot size. Even though lot size is reduced, the number of permitted lots (density) is not increased (Figures 2-1 through 2-3).

- ◆ Conservation Design/Cluster Subdivision Process
The recommended process for designing such neighborhoods, as described by Randall Arendt, author of *Growing Greener, Putting Conservation into Local Plans and Ordinances*, is as follows:

Step 1 - Identify land that should be permanently protected, such as wetlands, floodplains, unique wildlife habitat areas, cultural features, etc.

Step 2 - Locate the sites of individual houses on the remaining acreage so that views of the open space are maximized. The number of houses is a function of the density permitted per the recommendations outlined in Section 8, Preferred Land Use Plan for the individual management area and designed using a conventional subdivision development approach. The conventional subdivision will serve as the base density in determining the number of lots that should be allowed.

Step 3 - After locating the sites of individual homes, streets and trails should be identified.

Step 4 - Draw in the lot lines.

Additional information regarding the conservation design/cluster subdivision process and issues such as ownership, maintenance, liability and tax issues can be found in Appendix 2-1.

**Figure 2-1
Clustering to Preserve Woodlands and Forests**

**Figure 2-2
Clustering to Preserve Environmental Features**

**Figure 2-3
Conservation Design/Clustering**

2.6 Housing Programs

Wisconsin Rural Development, Rural Housing Service

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable, housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings and self-help technical assistance grants.

Home Investment Partnership Program (HOME)

A variety of affordable housing activities may be supported by federal HOME awards including down payment assistance for home buyers, rental rehabilitation, weatherization related repairs, accessibility improvements and rental housing development. Approximately \$13 million is awarded annually. The program is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

Wisconsin Home Energy Assistance Program (WHEAP)

The Energy Services Bureau oversees Wisconsin's Low Income Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with income at or below the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories and other work places receive LIHEAP assistance.

Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. This program is administered by the Wisconsin Historical Society.

Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. The Wisconsin Department of Health and Family Services administers this program.

Wisconsin Community Action Program Association (WISCAP)

WISCAP and its member agencies are dedicated to advancing safe and affordable housing, through development of resources, training and opportunities. WISCAP serves as an advocate for policy and program development, and provides technical assistance expertise on housing issues.

Community Development Block Grant (CDBG)

The CDBG program provides grants to local governments for housing rehabilitation programs that primarily benefit low and moderate income households. The Wisconsin Department of Administration's Bureau of Housing administers the CDBG program. Any county, city, village or town with a population less than 50,000 residents is eligible to apply for grant funding.

Property Tax Deferred Loan Program (PTDL)

This state program provide loans to low and moderate income elderly homeowners to help pay local property taxes, so that the elderly can afford to stay in their homes. To be eligible, individuals must be at least 65 years old with a spouse that is at least 60 years old, unless one is disabled.

Section 8 Program

This federal program provides rent assistance to eligible low income families based on family size, income, and fair market rents. Typically, the tenants share of the total rent payment does not exceed 30% of annual income.

3 Transportation

The land use patterns of a community, and region are tied together by the transportation system, including roadways, railroads, airlines, trails, waterways, etc. The residents, businesses, agricultural producers, and manufacturers all rely upon a dependable transportation system to function and provide linkages to areas beyond their borders. The town's transportation network plays a major role in the efficiency, safety and overall desirability of the community as a place to live and work.

This section addresses:

- ◆ Existing Road System
- ◆ Road Functional/Jurisdictional Classification
- ◆ Traffic Volume Trends and Forecasts
- ◆ Additional Modes of Transport
- ◆ Planned Transportation Improvements

3.1 Existing Road System

The existing road system for the town of Milltown is illustrated in Map 3-1, Existing Transportation Facilities. The town's road configuration is characterized by a typical rural grid roadway pattern of primarily north-south and east-west roads. Exceptions to this grid-type layout include roads influenced by natural features such as wetlands, steep slopes, and lakes.

The general traffic circulation patterns through Milltown are as follows:

- ◆ STH 35 and 46 provides for north/south travel through Milltown, and serves as a primary transportation route for inter-city trips by local residents and inter-county trips for the region. The STH 35 and STH 46 corridors link the town of Milltown to major population and employment centers of southwestern Wisconsin and eastern Minnesota and the rural communities and recreation destinations of northwestern Wisconsin.
- ◆ County Trunk Highway (CTH) G, with support from intersecting local roads, provides primary east and west directional travel within the town.
- ◆ Local town roads serve as collectors to the state and county highway system serving Milltown and provide both east-west and north-south directional travel.

MAP 3-1 EXISTING TRANSPORTATION Town of Milltown Polk County, Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin

Road Classifications

- Minor Arterial
- Major Collector
- Minor Collector

Average Annual Daily Traffic Count Site

Count	(Year)
★ -A-	
3,080	1992
4,100	1995
4,300	1998

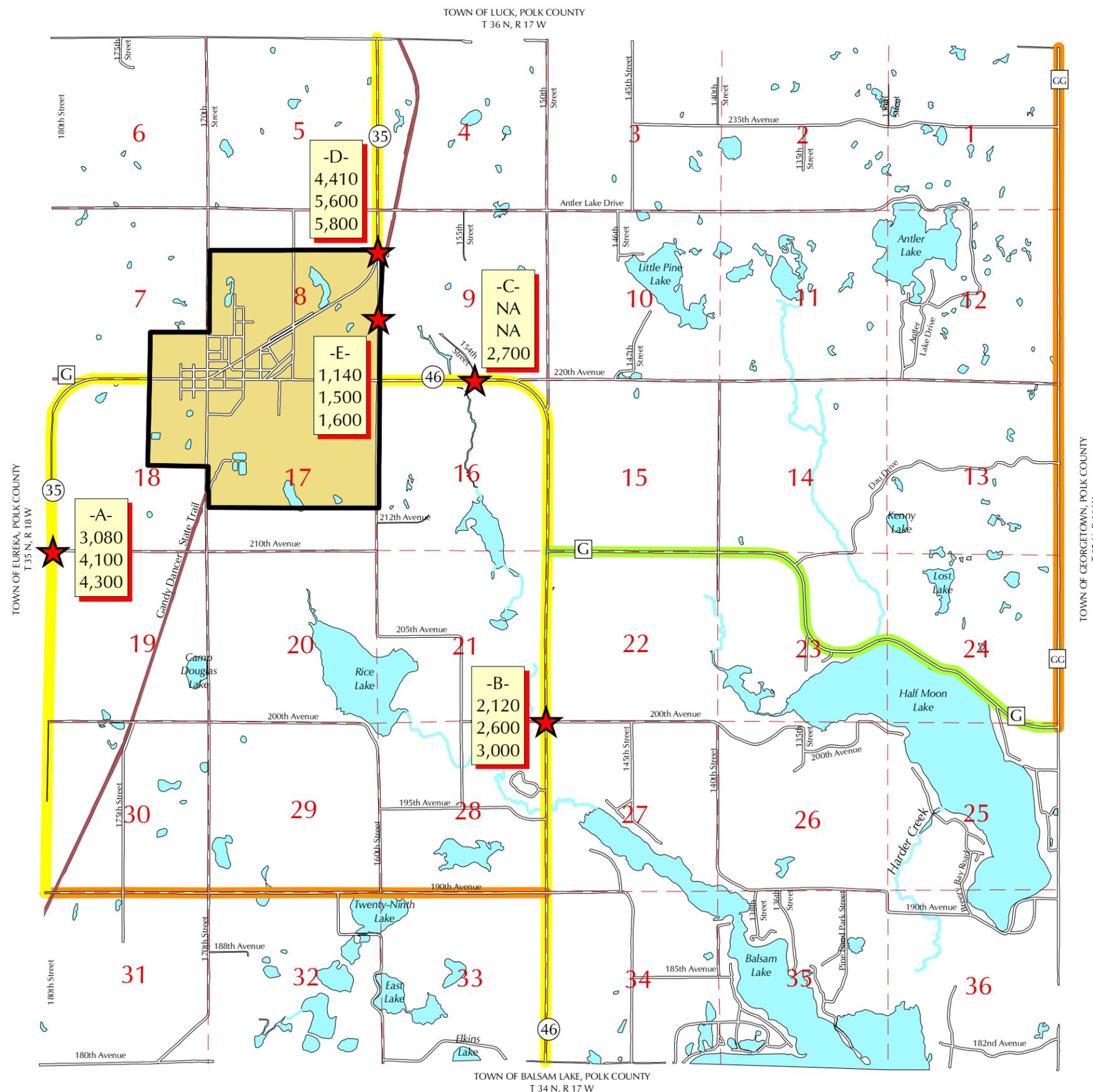
Other Features

- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- State Highway
- County Highway
- Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000; WDOT XXXX (Road Classification); WDOT Average Annual Daily Traffic Counts: 1992, 1995, 1998.

0 1000 2000 3000 4000 5000 Feet



As depicted on Map 3-1, the road system is composed of three levels of government jurisdiction. These include the town system encompassing the local roads, the county system of trunk highways, and the state highway systems. The map illustration identifies that the local roads comprise the greatest mileage. However, for the greatest functional role and the amount of traffic carried by each type, the state highways are the most significant.

3.2 Functional Classification of Roads

The town's roads, which are the principal component of the circulation system, may be divided into three broad categories: arterial roads, collector roads and local roads. The function that the road serves in relation to the existing traffic patterns, the adjacent land use, the land access needs, and the average daily traffic volumes determine its functional classification.

Arterial Roads

The principal function of an arterial is to provide the most efficient movement for relatively large volumes of traffic at increased speeds over medium to long distances between regions and large cities. Movement to and from other road facilities is limited to controlled interchanges. Arterial roads can be defined in one of two categories; principal or minor, as defined in Table 3-1

There are no principal arterials running through Milltown.

STH 35 and STH 46 serve as minor arterials for north/south travel through Milltown.

Collector Roads

Historically, the function of collector roads in a rural setting was to provide access between local town roads and mills and markets. Collector roads provide general "area to area" service rather than the more specific "point to point" function of the town's local road system. Collector roads can be defined in one of two categories; major or minor, as defined in Table 3-1

The only major collector in the town is CTH G.

Minor collector roads serve to distribute traffic between local and arterial roads, between home and the work place, and between those places where business and commerce are conducted. 190th Avenue and CTH GG serve as minor collectors.

Local Roads

The predominant function of roads classified as local is to provide direct access to adjacent land uses. Local roads serve the ends of most trips within the rural setting. All roads within the town that are not classified as arterial or collector roads are classified as local roads.

**Table 3-1
Year 2010 Rural Area Highway Functional Classification Criteria**

		Basic Criteria			Supplemental Criteria or must meet both of these plus 90% of traffic volume
		Must meet any two of these or the parenthetical traffic volume alone			
Functional Classification	Traffic Volume	Population Service	Land Use Service	Spacing	
Principal Arterial	>3,000	Connect places 50,000 with other places 50,000. Connect places 5,000 with places 50,000.	Provide access to 12 large attractions	Maximum 30 miles	None for Principal Arterials
Minor Arterial	>1,000	Connect places 5,000 with other places 5,000. Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation 300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection. 2. Major river crossing restrictive topography.
Major Collector	>500 (>2,000)	Connect places 1,000 with other places 1,000. Connect places 500 with places 1,000 or higher function route. Connect places 500 with other places 500 or higher function route. Connect places 100 with places 500 or higher function route.	Land use service index \geq 16. Provides access to smaller attractions (i.e., airports, schools factories, parks, etc.)	Maximum 10 miles	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.
Minor Collector	>200 (>800)	Connect places 100 with other places 100. Connect places 50 with places 100 or higher function route.	Land use service index \geq 8. Serves same type of attraction as major collector.	Maximum 10 miles	1. Alternative population connection. 2. One major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.

Source: Wisconsin Department of Transportation.

3.3 Traffic Volume Trends and Forecasts

Traffic Volume Trends

Annual average daily traffic (AADT) counts for 1992, 1995 and 1998 for 8 locations in Milltown are presented in Table 3-2. The number change and percent change in traffic counts are also presented in Table 3-2.

**Table 3-2
Annual Average Daily Traffic Counts
Town of Milltown
1992-1998**

Location (See Map 3-1)	1992	1995	1998	# Change 1992-1998	% Change 1992-1998
A STH 35 at 210 th Avenue	3,080	4,100	4,300	1,220	39.6%
B STH 46 at 200 th Avenue	2,120	2,600	3,000	880	41.5%
C STH 46 at 154 th Street	NA	NA	2,700	NA	NA
D STH 35 directly before STH 35 splits into STH 35 and STH 46 going south	4,410	5,600	5,800	1,390	31.5%
E STH 46 directly after the STH 35 split into STH 35 and STH 46	1,140	1,500	1,600	460	40.4%

Source: Wisconsin Department of Transportation Average Annual Daily Traffic Counts 1992, 1995, 1998.

Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

The highest traffic volumes are associated with STH 35. Overall, STH 35 north of the Village of Milltown had the highest traffic volumes. According to the 1998 AADT counts, approximately 80-95% of traffic remains on STH 35 as it travels through the Village of Milltown. All roads within Milltown have shown a significant increase in traffic volumes for the six year period shown.

Higher traffic volumes on major roads also causes additional stress and increases the need for additional roadway maintenance to local roads, thereby increasing the town's budgetary demands for road improvements.

Traffic Volume Projections

An increasing population and housing unit growth for the village of Milltown and the town of Milltown provide some explanation of the traffic count increases since 1992. The town can greatly influence local traffic volumes on local roads through growth management practices. There currently are no traffic volume forecasts available for local or county roads in Milltown.

Forecasted Average Daily Traffic (ADT) for STH 35 were done in 1980. Forecasts indicated that traffic on STH 35 as it enters the Village would reach a traffic count of 4,200 by the year 2002. 1998 traffic counts indicated that this section of highway has already reached a count of 4,800. Forecasts also estimated that traffic counts on STH 35 after going through the village would reach 4,300 by 2002. 1998 counts reached approximately 5,800 for this same section of highway. These figures reflect a state-wide trend for increased traffic counts, and indicate the growing importance of STH 35 as a major transportation route locally as well as regionally. Lower gas prices and a strong recent economy are likely reasons for the traffic increases. There were no forecasts available for STH 46.

Traffic Accidents

To further analyze the town of Milltown's road system, the frequency, location, and causes of motor vehicle accidents are studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. However, the design and condition of the road may also have an impact on the accident rate. Table 3-3, Motor Vehicle Accident Summary, displays the number of accidents for roads which have experienced two or more motor vehicle accidents from 1995 to 2001 as reported from the Department of Transportation. The "other" category includes all other accidents from locations that individually had fewer than two motor vehicle accidents from 1995 to 2001.

**Table 3-3
Motor Vehicle Accident Summary
Town of Milltown
1995-2001**

Accident Location	1995	1996	1997	1998	1999	2000	2001	Total	% of Total
STH 35	6	18	6	9	9	7	2	57	46.3%
STH 46	4	4	3	4	5	2	1	23	18.7%
CTH G	5	1	0	1	1	0	0	8	6.5%
180 Avenue	0	1	0	0	0	1	0	2	1.6%
190 Avenue	0	1	1	1	1	0	0	4	3.3%
220 Avenue	0	1	1	0	0	0	0	2	1.6%
230 Avenue	0	1	1	0	0	0	0	2	1.6%
Main Street (within Village)	2	3	2	0	3	2	2	14	11.4%
150 th Street	0	1	0	0	1	1	0	3	2.4%
180 th Street	0	1	1	1	0	0	0	3	2.4%
Other	2	0	0	0	1	2	0	5	4.1%
Total	19	32	15	16	21	15	5	123	100.0%

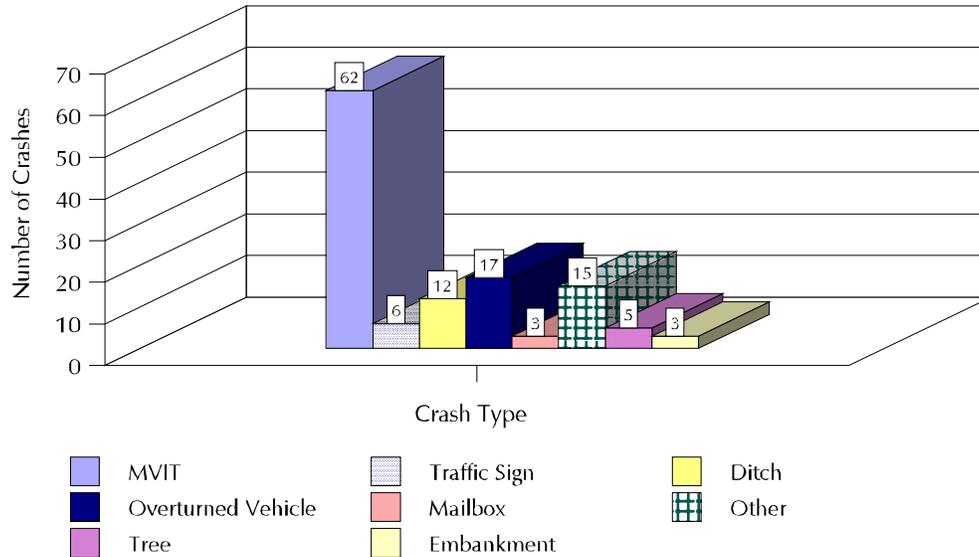
Source: Wisconsin Department of Transportation, Crash Summary Report 1995-2001.

The town of Milltown had 123 accidents from 1995-2001. As expected the roadways with the greatest traffic volume had the greatest number of motor vehicle accidents. State highways 35 and 46 had 65% of the total accidents for the period.

Further analysis of the motor vehicle accidents by crash type provides even greater detail into the cause of motor vehicle accidents. Figure 3-1, Total Accidents by Crash Type, displays the types of crashes from 1995-2001 in the town of Milltown.

The greatest cause of accidents for the period was motor vehicle in transport (MVIT). The second most common crash type was overturned vehicles.

**Figure 3-1
Total Accidents by Crash Type
Town of Milltown
1995-2001**



Source: Wisconsin Department of Transportation, Crash Summary Report 1995-2001.

3.4 Additional Modes of Transport

Air Service

Polk County has two publicly-owned airports located in the communities of Osceola and Amery. Both airports are general utility airports, which indicates that they're intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes used in commuter air service.

Both airports both have paved runways over 3,000 feet in length. The nearest large commercial air service is available at the Minneapolis-St. Paul International Airport.

Freight Rail Service

The Wisconsin Central Limited (WCL) Railroad connects Minneapolis-St. Paul with the Polk County communities of Osceola and Dresser. There are currently no freight rail or passenger rail lines within the town of Milltown.

3.5 Planned Transportation Improvements

State Highway Projects

The Wisconsin State Department of Transportation (WisDOT) is in the process of making improvement to US 8 located south of Milltown. Improvements to this major corridor may lead to increased traffic heading north along STH 35 and STH 46, therefore increased traffic through Milltown. At this time, the WisDOT has no plans for STH's 35 and 46.

County Highway Projects

The Polk County Highway Department has no reconstruction plans for county roads in Milltown for the next five to seven years. Within the seven to ten year period there will likely be work done to CTH G heading east towards Half Moon Lake. No road closures are anticipated during any construction on county roads.

Town Highway Projects

The town of Milltown recently completed a PASER road management inventory (required by Wisconsin Statute, 86.302) that will allow the town to develop a strategic and cost effective maintenance plan for the local road network.

3.6 Coordination with Other Transportation Plans

The following Wisconsin Department of Transportation statewide plans have been developed and should be consulted for further transportation planning information. The transportation element of this comprehensive plan has coordinated with all applicable WisDOT plans.

- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ WisDOT Access Management System Plan
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century
- ◆ 6-Year Highway Improvement Program
- ◆ Statewide Transportation Improvement Program (STIP)
- ◆ Wisconsin Pedestrian Policy Plan 2020
- ◆ Wisconsin State Rail Plan 2020
- ◆ Wisconsin State Transit Plan 2020

Within the town of Milltown, the State of Wisconsin Department of Transportation has jurisdiction over STH 35 and 46. WisDOT is responsible for the short-term and long-term planning and programming for these highways. The town of Milltown is within the West Central Wisconsin Regional Planning Commission, which is responsible for providing assistance on a variety of transportation related issues.

3.7 Transportation (TE) Goals and Objectives

Goal TE-1: Provide for a safe, efficient, convenient and well-maintained transportation network for the movement of people and goods.

Supporting Objectives

- ◆ Coordinate development and maintenance of a town road data base with the Wisconsin Department of Transportation as part of the Wisconsin Information System for Local Roads (WISLR).
- ◆ Establish a level of service (LOS) standard (e.g., road capacity, traffic flow, roadway design, mobility, etc...) for town roads to serve as a “gauge” to judge the performance of the overall transportation system.
 - Consider land use plans when establishing LOS.
 - Avoid new development which causes LOS on Town transportation facilities to fall below the adopted LOS standards unless transportation improvements or strategies are undertaken to mitigate these impacts concurrent with development.
- ◆ Prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding sources for road upgrades, new roads and other transportation facilities. Allow for public review and comment on the town’s short and long-term transportation system improvement plans.
- ◆ Guide new growth so as to develop a town road system that does not financially burden the town or make inefficient use of public tax dollars.
 - Avoid or restrict new town road development within agricultural resource lands.
 - Limit investment and expenditure in rural areas to arterial development connecting communities or neighborhoods.
- ◆ Manage access to the transportation system in order to effectively maintain the functional integrity of town roads.
- ◆ Obtain right-of-way along one-lane roads adjacent lakes for the purpose of expanding to two-lane roads in the future in order to address serviceability problems.

- ◆ Coordinate local land use and transportation planning with the Wisconsin Department of Transportation to ensure that local goals meet state goals to enhance regional mobility to improve its functionality for business, area residents, tourists, non-motorized transportation, freight and services.
- ◆ Consider developing an official map to govern the locations of future roads within the town. Coordinate road planning with the Village of Milltown, Village of Balsam Lake, neighboring towns, and Polk County to address regional traffic circulation.

Goal TE-2: Increase safety and use of non-motorized transportation modes.

- ◆ Identify major issues and deficiencies related to pedestrian and bicycle activities (e.g., overall use/demand, lack of sidewalks, bikeways, safety issues, etc.).
- ◆ Develop strategies/plans to identify projects and funding sources for pedestrian, bicycle and multi-modal systems development and maintenance.
- ◆ Promote the development of pedestrian, bicycle and other multi-modal transportation linkages as part of new development proposals.
- ◆ Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.

3.8 Transportation Policies and Recommendations

Policies

- ◆ Dead-end roads, cul-de-sacs and t-intersections should be avoided in an effort to promote a safe and efficient transportation network.
- ◆ Utilize information from the town's PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-Year Road Improvement Program, including funding sources and priorities for identified improvement projects.
- ◆ Work with neighboring towns and villages to provide efficient maintenance and snowplowing to roads that are shared with other municipalities.
- ◆ Carefully plan new developments to minimize extensive road construction and avoid future maintenance costs for the town.

Recommendations

1. Utilize the Existing Street Network to the Greatest Eextent Possible
Consistent with the recommendations detailed as part of the Town of Milltown Preferred Land Use Plan, new road construction should be avoided whenever possible in areas identified for Agricultural Preservation or Wooded Residential development. This will allow the town to avoid future road maintenance costs, minimize fragmentation and pressure to further develop agricultural lands, and also minimize fragmentation of woodlands and wildlife habitat in an effort to preserve rural character.
2. Area Development Planning
Official mapping is a planning and development tool commonly used by cities and villages to identify future rights-of-way for roadways and related infrastructure such as sanitary sewers and the locations of parks and recreational lands. A practical alternative for towns is to require the submittal of an Area Development Plan as a condition of all subdivision review. This will allow the town to review and ensure that proposed roads can connect to adjacent properties in order to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's maintenance costs.
3. Local Road Standards
All new roads within the town should be designed for the function they serve. Outdated engineering standards have led to the overbuilding of local subdivision roads. For instance, an 18 foot pavement width for lightly traveled rural town roads may be adequate for existing and future traffic, whereas 22 feet may be the minimum standard resulting in increased traffic speeds on the wider road, negative impacts to the environment, and also negative impacts to the rural character of the town. The town of Milltown adopted local road standards in 1996. These minimum standards should be revisited when the town develops its local subdivision ordinance.
4. Driveway Length
As discussed in Section 8, Land Use, limiting driveway length can assist in response time for police, fire, and emergency rescue vehicles; limit unnecessary road construction; help to avoid fragmentation of farmlands and woodlands; and also help to protect the rural character of the town. In most instances, driveways should be limited to a maximum distance of 300 feet from a public road. Driveway length should be addressed as part of the issuance of a driveway permit.

5. Driveway Ordinance

The town of Milltown should develop a driveway ordinance to:

- ◆ Provide safe vehicle access to public roadways (ingress/egress);
- ◆ Provide adequate access for emergency vehicles to service improved property and life;
- ◆ Protect public investment of town roads by preventing costly road maintenance;
- ◆ Prevent water drainage and siltation from private driveways onto public roadways;
- ◆ Protect graded ditches and roadsides, and prevent soil erosion from entering town waterways.

6. State and County Highway Access Controls

The town should work with state and county officials to ensure consistent decision-making regarding local driveway access to state and county highways within the town. The goal of access control is to limit the number and/or spacing of access points (driveways) along a roadway. This will reduce the number of potential conflict points along the road and create a more safe and efficient flow of traffic. Some management techniques include restricting access points a certain distance from an intersection, limiting the number of access points allowed for each property, requiring shared driveways, and promoting inter-connectivity between adjacent parcels.

7. Bicycle and Pedestrian Access to the Gandy Dancer State Trail

An important asset to the town and surrounding area is the Gandy Dancer State Trail. The town should consider widening shoulders and providing signage along appropriate town roads to increase safety and local access to the Gandy Dancer State Trail.

8. Neighborhood Greenway to Link Balsam Lake to Unity Schools

As discussed further in Section 8, preferred land Use Plan, it is recommended that the town work with local developers to ensure safe and convenient access for new residential development as part of subdivision review to allow children and families to walk to the Unity Schools campus, which contains the elementary, middle and high schools.

9. Para-transit

Para-transit is a specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. Para-transit is typically provided to and utilized by the elderly and persons with disabilities. As the elderly population grows, the town and county should explore the possibility of para-transit service to the town and on a county-wide basis.

Programs

Rustic Roads Program

The Rustic Roads System in Wisconsin is an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

Adopt-A-Highway Program

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WisDOT). The Adopt-A-Highway program was initiated by the Wisconsin Department of Transportation (DOT) to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads, and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public.

Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

4 Utilities and Community Facilities

This section contains an inventory of the public utilities and community facilities currently provided within the town of Milltown. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future needs of the community.

This inventory includes information regarding: administrative facilities and services; schools; protective services; public buildings, quasi public facilities, parks and open space, solid waste management and recycling; communication and power facilities; sanitary sewer service; public water supply; stormwater management; post office; cemeteries; library; health care; and day care facilities. Map 4-1 identifies the location of existing facilities and utility service areas within the town of Milltown.

4.1 Administrative Facilities and Services

Local Government

The town of Milltown's administrative facilities include the town shop which is located at the intersection of STH 46 and 200th Avenue. The town of Milltown does not have a town hall. Regularly scheduled Town Board meetings are held on the second Monday of each month at 7:00 p.m. in the VFW Hall Basement.

Administration of town government is currently carried out by the following:

- ◆ Town Board Chair
- ◆ Town Board Supervisors (2)
- ◆ Clerk
- ◆ Treasurer
- ◆ Assessor

Committees

The Comprehensive Plan Public Advisory Committee (PAC) was established through a formal selection process to develop the Town of Milltown 2020 Comprehensive Plan.

Associations and Lake Protection and Rehabilitation Districts

The following associations and districts are located within the jurisdictional boundaries of the town of Milltown:

- ◆ Antler Lake Association
- ◆ Balsam Lake Protection and Rehabilitation District

- ◆ Balsam Lake Homeowners Association
- ◆ Half Moon Lake Protection and Rehabilitation District

4.2 Street Maintenance/Snowplowing

Street maintenance and snowplowing activities are performed by the town of Milltown. The town owns one grader, two trucks, one loader, and one brush mower. Occasionally, the town hires a private contractor to perform roadside mowing and other minor street maintenance duties.

4.3 Schools

The Unity School District covers approximately 150 square miles, consisting of 11 municipalities in whole or in part including the towns of Milltown, Balsam Lake, Georgetown, Eureka, Johnstown, Laketown, St Croix Falls, Apple River, and the villages of Balsam Lake, Centuria and Milltown. It should also be noted that two properties in the north-central portion of the town are served by the Luck School District.

School buildings are situated on 100 acres in a rural campus-style setting located on STH 46 (Map 4-1). Recent remodeling include a K-12 Instructional Media Center completed in 1997, a K-8 remodeling/addition completed in 1998, and the K-12 facility is cabled and networked with Internet access and individual computer labs at the elementary, middle and high schools. Elementary, middle school and high school are one facility and include:

- ◆ K-12 auditorium with seating capacity of 600
- ◆ Tennis Court
- ◆ Greenhouse
- ◆ Nature Trail
- ◆ Athletic Fields - Football, Track, Baseball, Softball
- ◆ Olympic Size Indoor Swimming Pool, Hot Tub and Wading Pool

Certified staff includes:

- ◆ 5 Administrators
- ◆ 95 Certified Teaching Staff of which:
 - 20.0% have Bachelors Degrees
 - 11.6% have Masters Degrees
 - 9.5% are above Bachelors Degrees
 - 18.9% are above Masters Degrees

Student Enrollment:

- ◆ Total: 1,216
- ◆ Elementary, Early Childhood - 5: 535
- ◆ Middle School 6-8: 276
- ◆ High School 9-12: 405

4.4 Protective Services

Police

Police protection and services are provided to the town of Milltown by Polk County. One car is assigned to cover the town on a 24-hour basis. The Polk County Sheriff's Department has five command staff, five criminal investigators and 16 patrol officers that are stationed at the Polk County Jail, 200 Polk County Plaza, Balsam Lake, Wisconsin.

Fire

Fire protection in the town of Milltown is provided by the Milltown Community Fire Association which consists of 34 volunteer firefighters and board members from the village of Milltown and the towns of Milltown, Georgetown and Eureka. A new fire station was recently built and centrally located in the village of Milltown. The Association has an Insurance Service Office (ISO) Grading of 7. Gradings are used throughout the United States in establishing base rates for fire insurance. The grading is determined by several factors including: fire department equipment; alarm systems; supply systems; fire prevention programs; building construction and distance of potential hazard areas from a fire station. In rating a community, total deficiency points in the areas of the evaluation are used to assign a numerical rating between 1 and 10, with 1 representing the best possible protection and ten representing an unprotected community.

Emergency Medical Services

Emergency medical services are provided by the Unity Area Ambulance Service which consists of 42 volunteers, three full-time Emergency Medical Technicians, President, Secretary-Treasurer and an Office Assistant. Facilities and equipment are located within the village of Milltown.

4.5 Public Buildings

Town Shop

The town owns and maintains the town shop which is located at the intersection of STH 46 and 200th Avenue (Map 4-1). The town shop houses all town maintenance equipment.

VFW Building

The Veterans of Foreign Wars (VFW) Building, Post 6856 is located at the intersection of STH 46 and 200th Avenue. The VFW Building is used for a variety of community events including town board meetings, which are held in the basement (Map 4-1).

4-H Building

The Milltown 4-H Building is located at the corner of 170th Street and 190th Street. The building was the former South Milltown Schoolhouse from 1900-1956 (Map 4-1).

4.6 Churches

There are no churches located within the town of Milltown. Various denominational churches are located within the village of Balsam Lake and the village of Milltown.

4.7 Cemeteries

St. Patrick's Cemetery is located along 170th Street in the southwest portion of the town (Map 4-1).

4.8 Parks and Open Space

Boat Launches/Public Access

There are five boat launches/public access points to the lakes within the town of Milltown and include the Antler Lake Boat Launch, Rice Lake Public Access, Balsam Lake Boat Launch, Half Moon Beach and Half Moon Lake Boat Launch (Map 4-1).

MAP 4-1 EXISTING FACILITIES AND UTILITY SERVICE AREAS Town of Milltown Polk County, Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin

Facilities and Service Areas

- Sewer and Water from Balsam Lake
- Luck School District
- Unity School District
- Sand Pit
- Gravel Pit
- Boat Launch/Public Access

Other Services

- Town Served by:
- Milltown Community Fire Association
 - Unity Area Ambulance Service

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- State Highway
- County Highway
- 36 Section Numbers

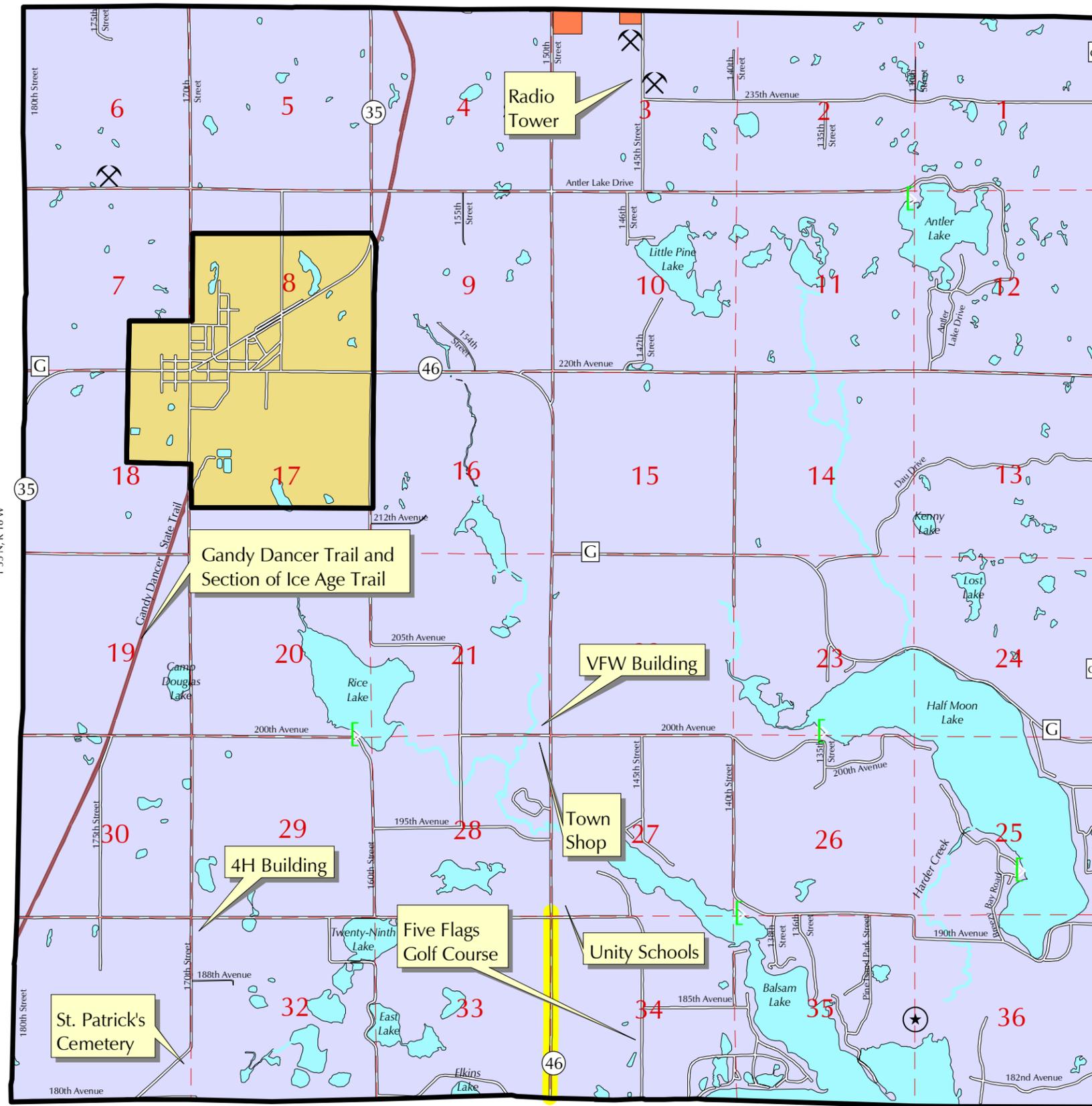
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000.

0 1000 2000 3000 4000 5000 Feet



TOWN OF LUCK, POLK COUNTY
T 36 N, R 17 W



TOWN OF BALSAM LAKE, POLK COUNTY
T 34 N, R 17 W

TOWN OF EUREKA, POLK COUNTY
T 35 N, R 18 W

TOWN OF GEORGETOWN, POLK COUNTY
T 35 N, R 16 W

Gandy Dancer State Trail

As is explained on the Polk County Information Center website, the Gandy Dancer State Trail is a 98-mile recreational trail that follows the old Minneapolis, St. Paul and Sault Ste. Marie railroad grade from St. Croix Falls north to Superior. This grade was commercially used for approximately 100 years starting in the late 1880s. Upon abandonment, part of the corridor was purchased by Burnett County and the State of Wisconsin for use as a recreational trail.

Railroad history is remembered in the name "Gandy Dancer." Hand crews, who built and maintained the tracks, used railroad tools manufactured by the Chicago-based Gandy Tool Company. Often the crews used vocal and mechanical cadences to synchronize the swinging of their hand tools or the movement of their feet. Hence the name "Gandy Dancer" reminds us of the past crews who built the railroads.

The trail begins at St. Croix Falls and passes through Centuria, Milltown, Luck, Frederic and Lewis. The short distances between these communities makes the Gandy Dancer Trail one of the most user friendly trails in the Midwest with easy access for food, lodging, parking and other areas to explore. From December to March, the trail is used as a snowmobile and ATV trail. The rest of the year, the trail can be used by walkers, joggers and bicyclists (Map 4-1).

Ice Age Trail

The Ice Age Trail is National Scenic Trail that follows the extent of the last glacier to cover the State of Wisconsin. This trail is over 1,000 miles long and winds its way through Polk County. A portion of the trail is shared with the Gandy Dancer State Trail, which is an abandoned rail road corridor that runs through the town of Milltown.

Snowmobile Trails

The Gandy Dancer State Trail is part of the state snowmobile trail system. This Gandy Dancer segment, which runs through the town is referred to as the 43 corridor on Wisconsin State Snowmobile Trail maps. Other connecting trails are located within the town that are maintained by local snowmobile clubs.

Golf Courses

The Five Flags Golf Course is a public, nine-hole course located in the south central portion of the town, west of 145th Street. The course is a par 72 and is 6,271 yards. Power carts and pull carts are available, walking is allowed, and a snack bar is available for guests.

4.9 Solid Waste Management and Recycling

Residents have the opportunity to privately contract with different companies for garbage and recycling services. Polk County has a recycling facility that is located on HWY 8 in St. Croix Falls.

4.10 Communication and Power Facilities

Electric services are provided by Northwestern Wisconsin Electric Company and Polk-Burnett Electric Company. Natural gas service is provided by Wisconsin Gas. Television cable services are provided by Lakeland and telephone services are provided Milltown Mutual Telephone Company.

4.11 Sanitary Sewer Service/Private Onsite Wastewater Treatment Systems (POWTS)

One property owner along STH 46, in the town, is within the Milltown Sanitary District. The Unity School District paid the entire cost to extend sewer and water to the elementary, middle and high schools which are located at the northeast quadrant of STH 46 and 190th Avenue intersection. Sewer and water services were extended by the village of Balsam Lake to the Unity School District without annexation of town land (Map 4-1). The town, village and school district worked out an agreement that allows property owners along STH 46, within the town, to become members of the Milltown Sanitary District provided they hook into both sewer and water service. The cost for the service is paid to the village of Balsam Lake. The village then reimburses the Unity School District for the cost of the sewer and water. The term of the agreement is 20 years. After twenty years, reimbursements to the Unity School District end.

The rest of the town is dependent upon private onsite wastewater treatment systems (POWTS).

4.12 Public Water Supply

Public water service is available along STH 46 under the same conditions as explained for the extension of sanitary sewer service, Section 4.11. All other residents within the town are dependent upon individual wells.

4.13 Stormwater Management

The town does not have a storm sewer system. Stormwater is drained through a series of culverts and ditches located along town roads.

4.14 Post Office

Residents of the town of Milltown are served by the Milltown, Luck, Centuria and Balsam Lake post offices.

4.15 Library

Town residents have access to public libraries in both neighboring villages. The Balsam Lake Public Library is located next to the village hall on Main Street. The Milltown Public Library is also located on Main Street within the village.

4.16 Health Care

Unity Clinic is located within the town of Milltown at the corner of STH 46 and 190th Avenue, across from Unity Schools. Regional medical and specialty services are available at the St. Croix Regional Medical Center located in St. Croix Falls. This facility offers 24 hour emergency service and has an on-site laboratory and x-ray facilities.

4.17 Day Care Facilities

There are no commercial day care facilities located within the town of Milltown. Wisconsin Statutes allow for in-home daycare up to eight children. These facilities are licensed and inspected by the State of Wisconsin, however they are not considered commercial daycare centers and may not be easily identified within the town.

Commercial daycare service is available within surrounding villages and cities.

4.18 Utilities and Community Facilities (U/C) Goals and Objectives

Wastewater Treatment

Goal U/C-1: Ensure proper disposal of wastewater to protect ground and surface water supplies.

- ◆ Encourage inspection of on-site sewage disposal systems and strengthen enforcement of existing regulations.
- ◆ Encourage the use of innovative cluster on-site wastewater technologies which better treat domestic and business flows.
- ◆ Coordinate wastewater facility planning with land use, environmental, economic development, and growth management objectives.

Water Supply

Goal U/C-2: *Protect and improve the quality and quantity of town's surface and ground water resources to the benefit of fish and wildlife, recreation, and water supply for town homes and businesses.*

- ◆ Reduce future utilities cost by protecting groundwater supplies.
- ◆ Manage the type, extent and location of new growth to protect groundwater resources which are the sole source of water supply for town homes and businesses.
 - Direct that large developments demonstrate what impact they will have on the water quality and quantity of surrounding wells.
 - Establish protection of surface and groundwater resources as a high priority of town government and a controlling factor to determine allowable land uses.
 - Utilize information on the town's soils and geology to guide planning efforts to determine allowable land uses.
- ◆ Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.
- ◆ Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and movement of surface and groundwater resources.

Solid Waste Disposal and Recycling Facilities

Goal U/C-3: *Provide solid waste collection and disposal and effective recycling services that protect the public health, the natural environment, and land use quality.*

Supporting Objectives

- ◆ Develop a town recycling program.
- ◆ Further explore the financial feasibility and public support for curbside pick-up services of waste within all or portions of the town.
- ◆ Increase town involvement in decisions involving the type, location and extent of land disposal of solid waste within Milltown or outlying areas which can significantly impact local surface and groundwater resources.

Parks and Recreation

Goal U/C-4: Provide and maintain a balanced system of parks and recreational facilities that responds to the recreational, cultural, and environmental needs and desires of the community.

Supporting Objectives

- ◆ Improve maintenance and upkeep of existing town park and recreation facilities.
- ◆ Expand town park and recreation facilities and opportunities which complement other existing local public recreational areas and facilities.
- ◆ Identify and provide for increased recreational and public access in the town.
- ◆ Provide adequate signage for public access.
- ◆ Require developers, through incentives or other means, to incorporate public open space and recreation facilities within development proposals.

Goal U/C-5: Maintain natural drainage and control stormwater quality and quantity impacts from developed lands.

- ◆ Preserve natural surface and sub-surface drainage systems to the maximum extent possible, as existing drainage corridors, streams, and wetlands can provide for stormwater quality and quantity control benefits at no costs to the community.
- ◆ Maintain town road-side swales/ditches and other related stormwater facilities for both stormwater quantity and quality control.
 - Utilize grass-lined swales and other appropriate biofiltration stormwater quality and quantity control facilities to convey and treat road and stormwater runoff prior to discharge to surface and ground waters to retain rural road-side character.
 - Manage new stormwater inputs to town maintained facilities from adjacent lands in order to ensure proper control of stormwater flows and protection of town facilities.
 - Inform and provide opportunities for input regarding town roadside maintenance activities.
- ◆ Direct that developers be responsible for stormwater quality and quantity control both during (e.g., erosion and sediment control) and after site preparation and construction activities.

Utilities

Goal U/C-6: *Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.*

- ◆ Actively pursue the highest levels of service from the cable, telecommunications and technology providers offering services to the town.
- ◆ Encourage provision of utility facilities (e.g., natural gas, fiber optics, etc.) and systems which are consistent and compatible with the uses, densities and other elements of the Comprehensive Plan.
- ◆ Cooperate in the planning of utilities with other agencies and jurisdictions and encourage coordination among other agencies and jurisdictions in the planning of multi-jurisdictional utility improvements needed to serve local and regional growth.
- ◆ Work together with utility providers to identify utility corridors, and that the designated corridors provide flexibility for future development.
- ◆ Direct new utility transmission and distribution lines to be located within public right-of-way whenever feasible.
- ◆ Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing.
- ◆ Control the siting, design, buffering, and screening of above-ground utilities to minimize impacts on adjacent uses and screening.
- ◆ Support underground placement of new or existing distribution lines for electricity, telecommunications, and cable entertainment to maintain and enhance rural character.
- ◆ Cellular sites should be placed in locations which provide required service without significantly impacting scenic qualities of the area.

Other Governmental Services

Goal U/C-7: Maintain high quality town services and facilities.

Supporting Objectives

- ◆ Continually monitor population growth, age and other demographic characteristics of the town's population to determine the need for new or expanded services.

4.19 Utilities and Community Facilities Policies and Recommendations

Policies

- ◆ Explore the potential for additional joint service agreements with neighboring municipalities in order to coordinate and consolidate services resulting in lower costs for local residents.
- ◆ Work with the villages of Milltown and Balsam Lake to promote the orderly extension of sewer and water.
- ◆ Development proposals shall be evaluated for their potential to increase stormwater and runoff to adjacent lands.

Recommendations

- ◆ Continually review the need for a town hall and office for the clerk and treasurer. As the town grows, public meeting space and a centrally located office to hold public records will be needed.
- ◆ Monitor the need for professional and staffing and professional service needs to address planning needs, ordinance administration and enforcement, and other governmental services.
- ◆ Work with the Unity School District to anticipate technological and facility upgrades to the elementary, middle and high schools located along STH 46.
- ◆ The town should periodically monitor the continued effectiveness and resident satisfaction of the waste management and recycling services provided by private contractors.
- ◆ Work with emergency service providers to anticipate equipment and staffing needs as a result of increased population growth.

- ◆ The demand for park and open space needs is low due to the town's predominantly rural character and significant seasonal population. The town should continue to work with the village of Milltown to maintain Half Moon Beach and Boat Launch. The town should also monitor the need for a neighborhood park or open space in the area of planned residential growth, west of STH 46 and south of Unity Schools.
- ◆ Public access to the lakes appears to be adequate. However, the town should work with lake associations and the county to ensure adequate parking, dock maintenance and other facilities are available to meet the needs of residents and visitors.
- ◆ The town should make existing and future residents along STH 46 aware of the availability of sewer and water between the village of Balsam Lake and unity Schools. The town should encourage new residents to utilize this resource, as opposed to drilling private wells and developing private onsite wastewater treatment systems.
- ◆ The town should work with the village of Balsam Lake and the Balsam Lake Protection and Rehabilitation District to evaluate the need and cost effectiveness of installing sewer and water around the lake. If it is decided that the installation of sewer and water is economically feasible and politically viable, the town should investigate the potential for servicing additional properties south of Unity Schools prior to development.
- ◆ The town should work with Polk County to review all conditional use permit requests relative to the placement of telecommunication towers, antennas and related facilities within the town. Criteria the town should use to review the placement of any such facilities should include the potential impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting, and security so as not to be accessible by the general public.

4.20 Utilities and Community Facilities Programs

Wisconsin Department of Public Instruction (DPI)

The Wisconsin Department of Public Instruction offers several grants, programs and aid to communities with respect to school facility, services and education improvement. Through the DPI web-site, www.dpi.state.wi.us, a link titled *Grant Information* offers a comprehensive listing (ordered alphabetically with their respective ID number, description and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Some eligible activities for funding include utility and street improvements, fire stations and emergency vehicles, and community/senior centers and shelters. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Brownfields Initiative

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Healthcare Provider Loan Assistance Program

The program provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioners, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. The Wisconsin Department of Commerce should be contacted for further information.

Rural Community Assistance Program

The Rural Community Assistance Program (RCAP) is administered by the Wisconsin Community Action Program Association (WISCAP) to assure safe drinking water and sanitary waste disposal for low- and moderate-income rural Wisconsin communities. The Wisconsin RCAP provides comprehensive services and technical assistance to small, low- to moderate-income rural communities from problem-identification through implementation of acceptable, affordable solutions. RCAP services enable community staff to develop capacity to implement water, wastewater and solid waste projects and assists the community in coordinating efforts with consultants and government agencies.

Aid for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquiring and developing public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered from the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

**Draft (Pre-Final) Report
For Discussion Only**

5 Agricultural, Natural and Cultural Resources

This section is intended to provide an inventory of the agricultural, natural and cultural resources of the town of Milltown. The elements which are analyzed in this section include climate, soils, farmland and topography, geology, mineral resources, vegetation types, watersheds and drainage, wetlands, floodplains, surface water features, groundwater, air quality, environmental corridors, threatened and endangered species, wildlife habitat, historic and archaeological sites, cultural resources and community design. These features present opportunities for conservation and development and need to be considered before making any decisions concerning future development within the town.

Milltown is primarily comprised of agricultural and forested lands. Approximately 37% (7,968 acres) of its land being woodland and 36% (7,627 acres) used for agricultural purposes. Just over 20% (4,371 acres) of the town consists of surface water, trails and open space. Intensive uses such as residential, commercial, and industrial properties make up the remaining seven percent (1,455 acres) of land uses in the town.

5.1 Climate

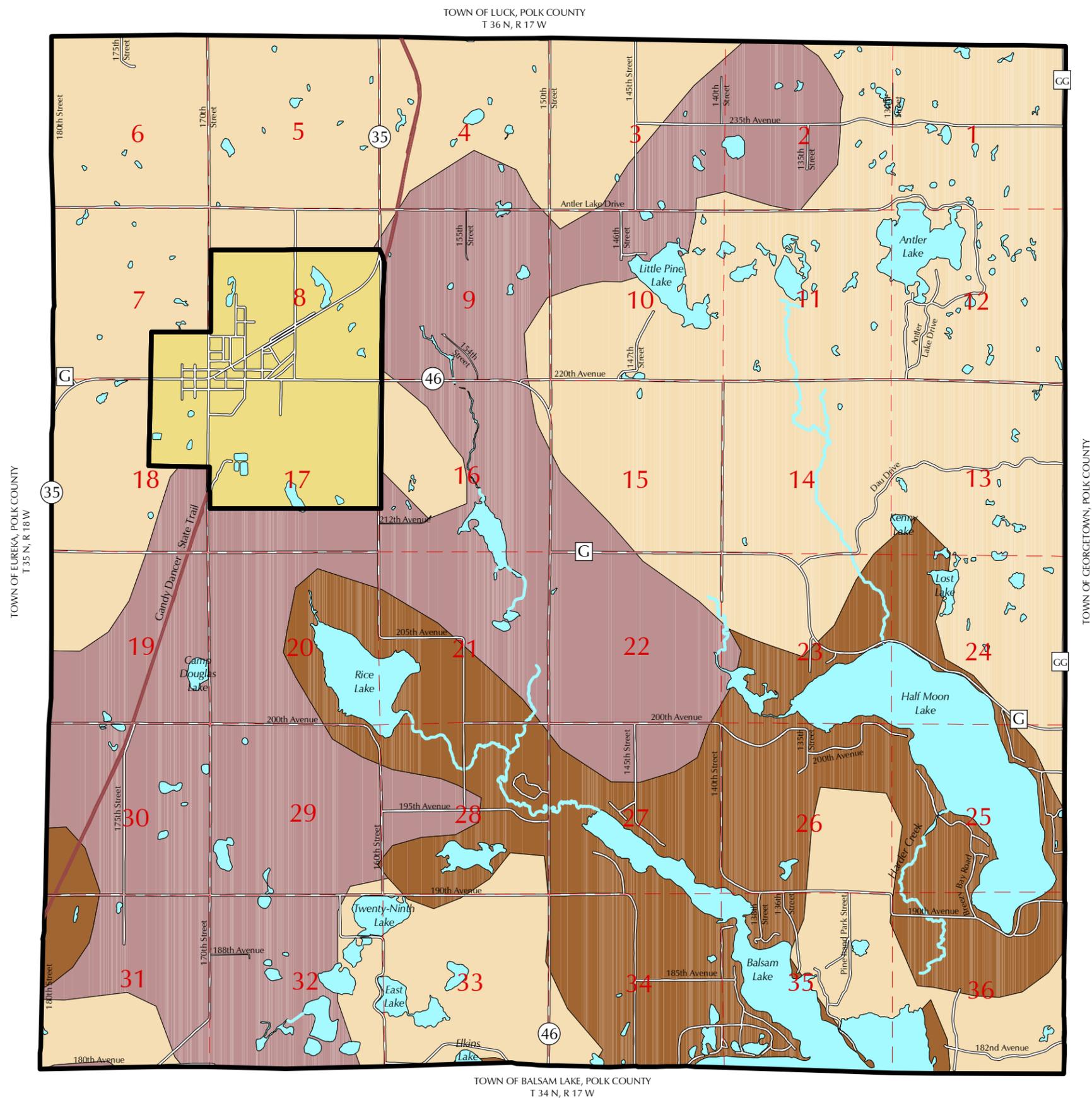
The climate of Polk County is continental which includes cold winters and fairly warm summers. The National Climatic Data Center reported that the average year-round temperature in Wisconsin is 43 degrees, while the average daily maximum temperature is 81 degrees and the average daily minimum temperature is 14 degrees. Precipitation is distributed rather evenly throughout the year, however is highest in summer months. Annual snowfall in Polk County has ranged from 18 inches to 79 inches, while the average annual rainfall is about 28 inches. Precipitation averages are adequate for most crops, however some loss in soil moisture is normal for late summer months. The growing season averages approximately 127 days.

5.2 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development, as varying limitations exist for each soil.

A detailed study of all the soils in Polk County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of generalized soil associations. The following presents a list and description of the general soil associations included within the town of Milltown (Map 5-1).

MAP 5-1 GENERAL SOILS Town of Milltown Polk County, Wisconsin



- Amery-Santiago-Magnor
Nearly level to very hilly, well drained and somewhat poorly drained loamy and silty soils on till plains.
- Antigo-Rosholt
Nearly level to sloping, well drained silty and loamy soils on outwash plains.
- Rosholt-Cromwell-Menahga
Nearly level to very hilly, well drained and somewhat excessively drained loamy and sandy soils on pitted outwash plains.

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- 36 Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

0 1000 2000 3000 4000 5000 Feet



Amery-Santiago-Magnor Association

The soils in this association are mostly found in areas of cultivated crops or pastures. These soils are found throughout the township. This association is generally well drained with varying levels of slope.

This soil associations primary limitation is erosion in cultivated areas, excessive wetness also presents limitations. If adequately protected against erosion, the major soils have good potential for cultivated crops. This soil presents limitations for development and the installation of private sewage systems because limitations for septic tank absorption fields are moderate to severe. Unprotected areas are ideal for woodland.

Antigo-Rosholt Association

The soils in this association are centrally located within the town. Soils are typically found within broad outwash plains and in some more sloping areas along drainageways and in areas of depression. These soils are well drained and nearly level to sloping.

Most area containing this soil type are used for cultivated crops. This association and its related soils are ideal for crops, woodlands, and residential development.

Rosholt-Cromwell-Menahga Association

This soil association is found mostly in glacial outwash plains with short or uneven slope, along closed drainageways, and around depression and lakes. This soil association is generally well drained to somewhat excessively drained.

This soil association has poor potential for cultivated crops due to erosion, tendency to drought and blowing soil. Some areas may be adequate for woodland. Potential for residential development is good, however effluent from septic tank absorption can cause pollution to ground water.

5.3 Farmland

Approximately 7,955 acres (37%) of the land within the town of Milltown consists of agricultural uses, as either farmsteads or cropland. According to the 1997 Census of Agriculture the amount of land in farms decreased five percent from 1992 to 1997, the average size of farms decreased 3%, and the number of full-time farms decreased by 21% in Polk County.

Prime agricultural soils as described by the SCS are comprised of class I, II and III soils. Class I soils have few limitations that restrict their use. Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices, while Class III soils require limited amounts of land management practices to ensure production. The majority of the acreage of Polk County consists of Class II soils.

5.4 Topography

The topography or surface of the town can be described as generally level slightly some rolling hills and areas of steep slope mostly in the northeast portion of the town. The surface was formed by glacial erosion and deposits and is mostly comprised of glacial features, particularly outwash plains, tunnel channels, eskers and hummocks which are irregularly shaped hills formed by melting of buried, stagnant ice. The highest point in the town is approximately 1,300 feet above mean sea level and can be found in the northeast portion of the town. The lowest point is located in the southeast portion of the town, particularly around Balsam Lake, and is approximately 1,140 feet above mean sea level.

5.5 Geology

Bedrock Geology

According to the Pleistocene Geology of Polk County, Wisconsin, prepared by the Wisconsin Geological and Natural History Survey, rocks of the Cambrian, Precambrian and Ordovician age underlie all of Polk County. Pleistocene deposits cover a bedrock surface Precambrian basalt rocks and Paleozoic sedimentary rock. Outwash plains cover much of Polk County and constitute one of the most common land forms remaining there from the Wisconsin Glaciation.

Geology within the town of Milltown is primarily made up of pitted outwash plains composed of various types of sand deposited by meltwater from glaciation. Cobbles and boulders are also common. Directly east of the village of Milltown, geology consists of gently rolling to streamlined upland areas that are underlain by thick, reddish-brown, sandy loam. Large segments of Milltown, particularly around Rice Lake and Half Moon Lake, are described as marshes and wetlands composed of peat and muck.

Bedrock elevation near Milltown ranges from 325 to 350 meters and is generally 45 meters thick. Typically, bedrock has not presented any significant problems to development in the town. Examples of problems that may occur where bedrock is located at or near the surface include the potential for hindering excavation and considerably increasing the cost of construction. In addition, conventional onsite septic systems may not function properly where bedrock is near the surface, possibly resulting in wastewater passing through cracks or fissures.

5.6 Metallic and Non-Metallic Mineral Resources

The town of Milltown has four active non-metallic mines which are scattered throughout its jurisdiction. Wisconsin Administrative Code NR 135 required that all Counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance that established performance standards for the reclamation of active and future nonmetallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use and potential to enhance habitat and increase land values and tax revenues.

5.7 Vegetation Types

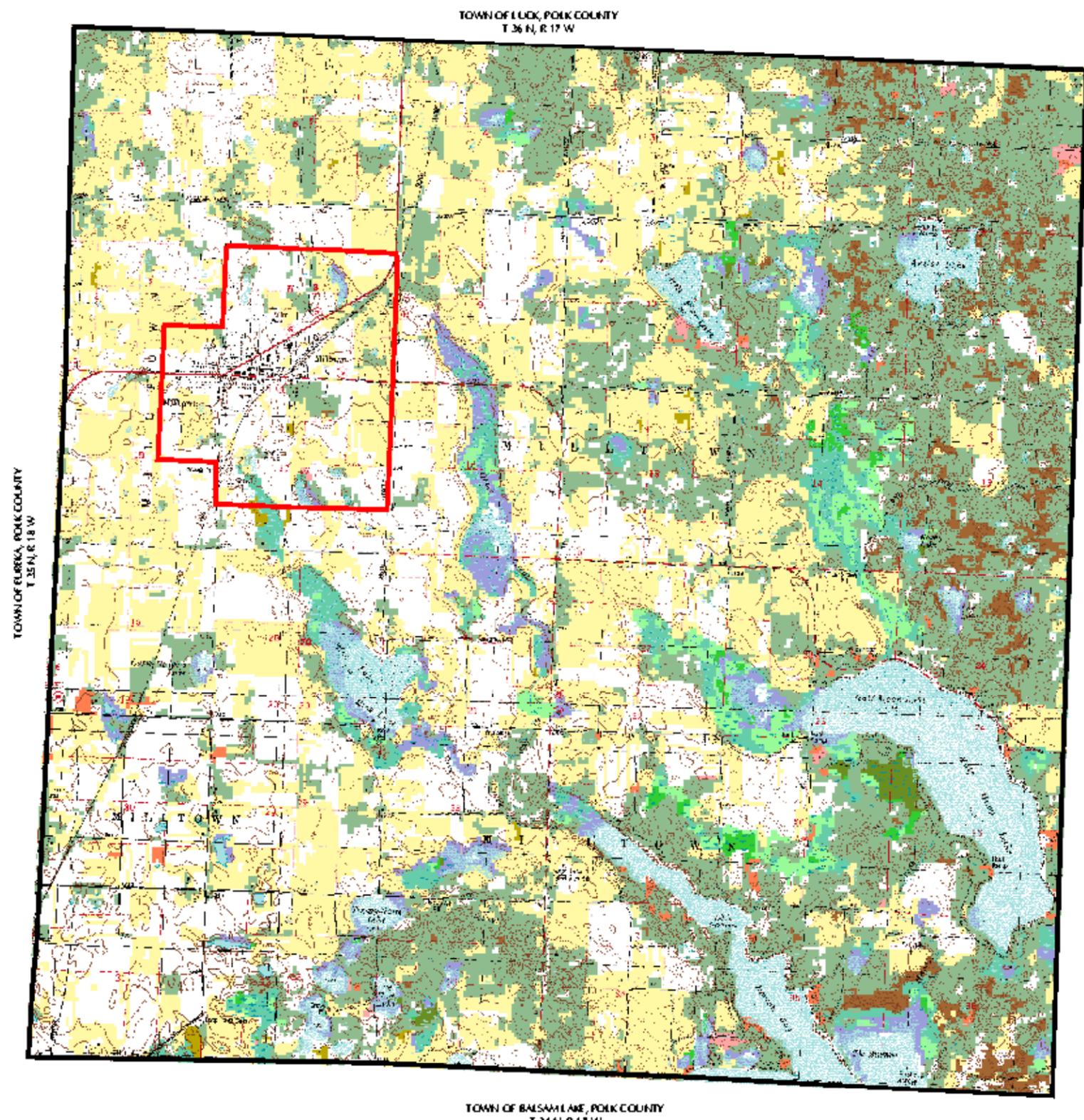
Map 5-2 shows the existing land cover classifications for the town.

According to the Wisconsin Department of Natural Resources (WDNR) report, Wisconsin's Biodiversity as a Management Issue, Polk County is made up of both northern and southern forest characteristics. Oak, basswood and maple (predominant to southern forests) and mixed coniferous-deciduous forests (predominant in northern forests) make up the forest features of the county.

The presence of woodlands within the town is somewhat fragmented, but the majority of woodland is located in the eastern portion of the town. The woodlands are mostly located adjacent to lakes, rivers, streams and the watersheds that have created these features.

Woodlands have both economic and ecological value. Multiple benefits can be derived from this resource under good management practices. For example, woodlands provide for an attractive rural setting by accentuating the beauty of the landscape. Woodlands also help to maintain the environmental quality of the area by contributing to clean air and water and provide habitat for a diversity of plant and animal life. Finally, woodlands contribute to opportunities for recreation such as hunting; trapping; mushroom, berry and nut collecting; wildlife viewing; and hiking.

MAP 5-2 U.S.G.S. QUADRANGLE & LAND COVER Town of Milltown Polk County, Wisconsin



- Grassland
- Red Pine
- Oak
- Mixed/Other Broad-leaved Deciduous
- Mixed Deciduous/Coniferous
- Emergent/Wet Meadow
- Lowland Shrub: Broad-leaved Deciduous
- Forested: Broad-leaved Deciduous
- Forested: Coniferous
- Forested: Mixed Deciduous/Coniferous
- Shrubland
- Agricultural Land
- Village of Milltown
- Town Border
- Contour Line
- Section Number

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Sources: U.S.G.S. 7.5-minute topographic quadrangles: Luck, Milltown (1983), Centuria, Balsam Lake (1978), Polk County. Classification derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993. The classification has been "smoothed" to a 1-acre minimum mapping unit (4 contiguous pixels) from the original 30-meter pixel size. Wetlands smaller than 1 acre and open water pixels were not smoothed.

0 1000 2000 3000 4000 5000 Feet



5.8 Watersheds and Drainage

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways can be found within one watershed or another. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles.

Wisconsin has redesigned its natural resource management approach around the concepts of ecoregions and watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. The town of Milltown is located in the St. Croix River Basin as designated by the Wisconsin Department of Natural Resources (WDNR).

There are three distinct watersheds contained within the town of Milltown's boundaries including the Balsam Branch watershed which dominates the majority of the town, the Trade River watershed, which is located in the far north-central portion and the Upper Apple River watershed located along the north east border of the town (Map 5-3).

According to the St. Croix River, Water Quality Management Plan, a publication from the WDNR, the Balsam Branch watershed was recommended as a high priority for possible selection as a priority watershed. Water quality within the watershed is threatened by sedimentation and nutrient runoff from agriculture, shoreline development, and road construction and maintenance.

5.9 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

MAP 5-3 WATER FEATURE DATA Town of Milltown Polk County, Wisconsin



- Balsam Branch Watershed
- Trade River Watershed
- Upper Apple River Watershed
- FEMA Floodplain
- WDNR Wetlands

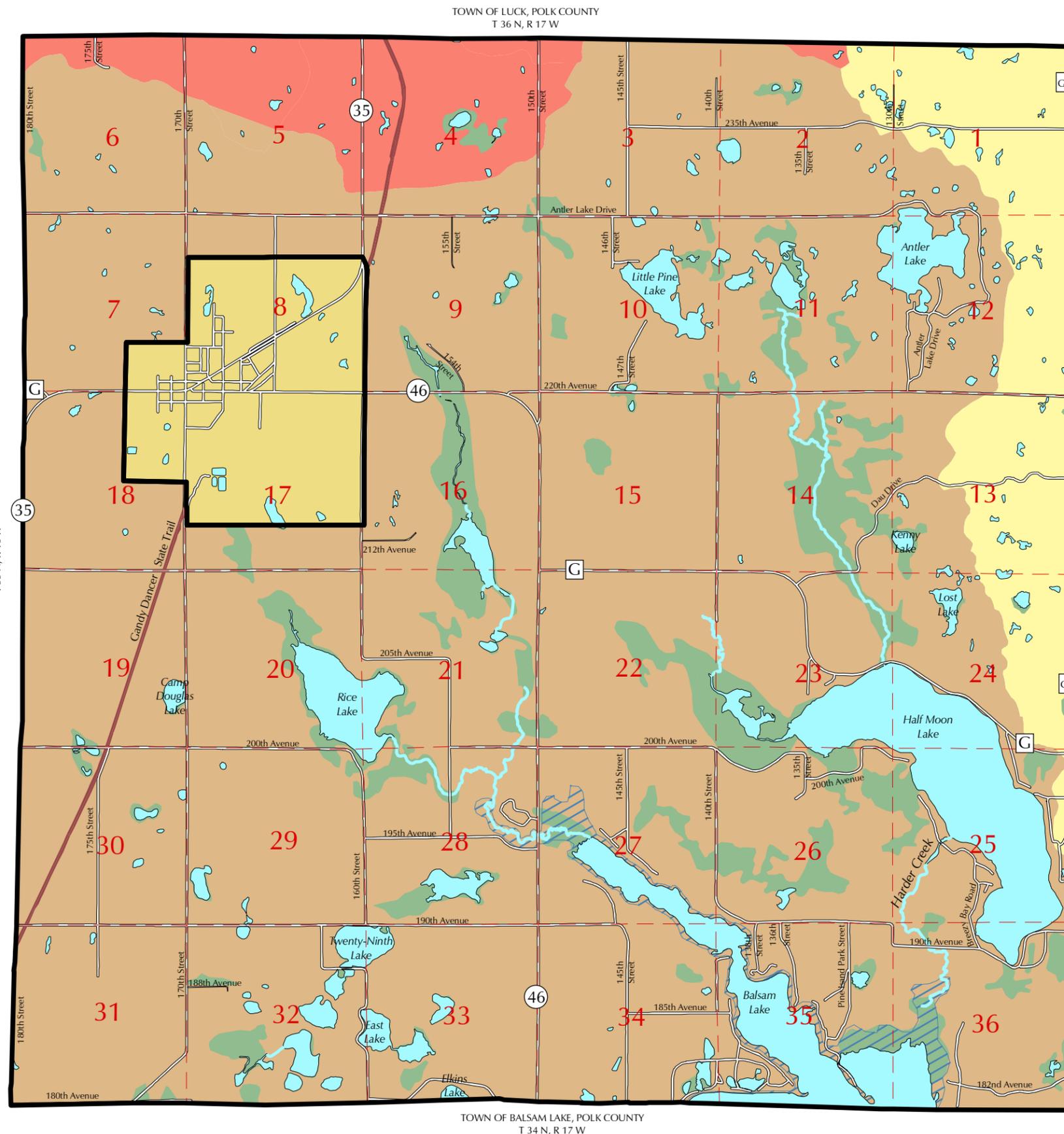
Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- 36 Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

0 1000 2000 3000 4000 5000 Feet



Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

Local, state and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each town that identifies wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document whenever the town reviews development proposals in order to identify wetlands and to ensure their protection from development (Map 5-4).

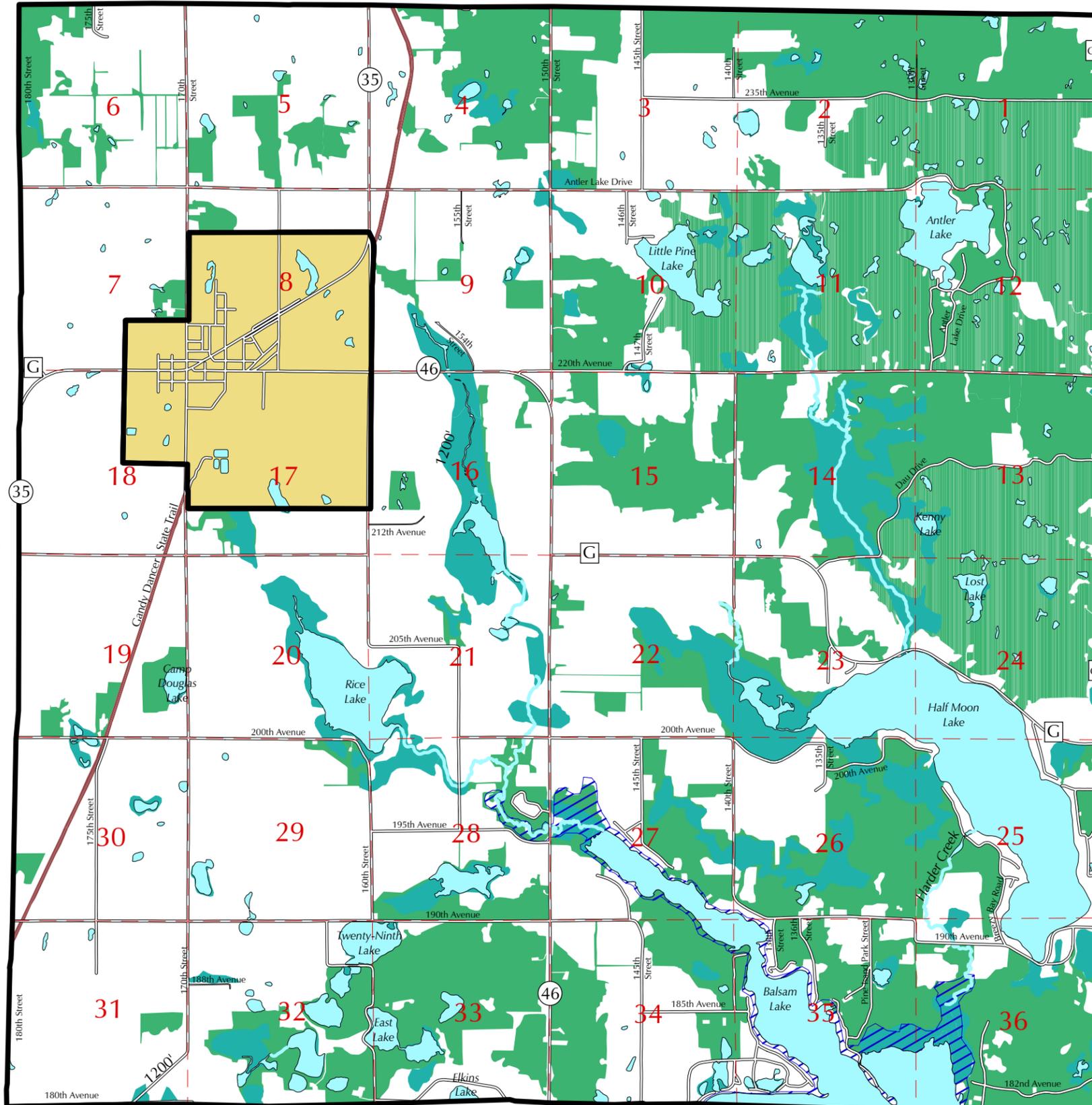
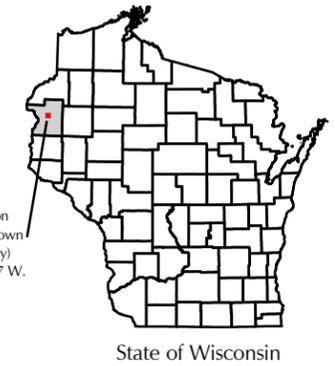
5.10 Floodplains

The 100-year floodplains in the town are found along Balsam Lake, and feeder streams and intermittent creeks. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of flood lands and the monetary damage risks related to the insurance of urban development in floodland areas. The 100-year floodplain areas for the unincorporated areas of Polk County have been delineated by FEMA (Map 5-4).

TOWN OF LUCK, POLK COUNTY
T 36 N, R 17 W

MAP 5-4 ENVIRONMENTAL FEATURES Town of Milltown Polk County, Wisconsin



TOWN OF EUREKA, POLK COUNTY
T 35 N, R 18 W

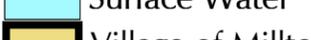
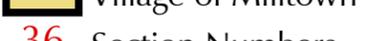
TOWN OF GEORGETOWN, POLK COUNTY
T 35 N, R 16 W

TOWN OF BALSAM LAKE, POLK COUNTY
T 34 N, R 17 W

Environmental Features

-  FEMA Floodplain
-  WDNR Wetlands
-  Woodlots Greater Than 10 Acres

Other Features

-  Town Border
-  Roads
-  Streams
-  Section Lines
-  Trail
-  Surface Water
-  Village of Milltown
- 36** Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;



5.11 Surface Water Features

Lakes

There are number of major lakes located within the town of Milltown. Surface water makes up just over eight percent (1,745 acres) of total acreage in the town. The following are the major lakes within the township which have been studied or monitored over the years.

Half Moon Lake

Half Moon Lake located in the southeast corner of the township contains the greatest amount of surface water acreage in the town (579 acres). According to a 1994 study of the lake, commissioned by the electors of the Half Moon Lake Protection and Rehabilitation District, primary sources of water coming into the lake are from Harder Creek, Tamarack Bay and the general runoff from lands around the lake. The report also concluded that there are no identifiable sources of pollution other than non-point sources from the agricultural lands surrounding the lake.

The 1994 study recommended that efforts be made to preserve the wetlands around the lake and especially the Harder Creek area which supplies over half of the water flowing into Half Moon Lake. A 1996 water quality appraisal prepared by the WDNR recommended to reduce phosphorus loads coming into the lake and enhance fish and wildlife habitat.

Balsam Lake

Balsam Lake, also located in the southeast corner of the town, is a 2,054 acre lake of which the vast majority is located in the bordering town of Balsam Lake. The lake is highly developed with single family residences and seasonal homes.

Rice Lake

Rice Lake is located in the south central portion of the town, south of the village of Milltown. This small, 128 acre lake, has been severely affected by past discharges from the village wastewater treatment system (Ryan, 1990 & Engel & Nichols, 1991).

Antler Lake

Antler Lake is located in the northeast portion of the township with a surface area of approximately 101 acres, shoreline length of approximately three miles, a maximum depth of 27 feet and an average depth of nine feet. Antler Lake is a landlocked, non-drainage lake, therefore its water quality is determined by runoff to the lake from a relatively undeveloped watershed. Due to these features the lake is particularly sensitive to development impacts. According to the Antler Lake Management Plan, prepared for the Antler Lake Association in 1996, the general water quality is high, however the prevention of additional phosphorus loading will be necessary to protect the current quality.

Table 5-1 describes all named lakes that are found in the town of Milltown. For lakes which are partially within other jurisdictions, the figures reflect data for the entire lake.

**Table 5-1
Lake Descriptions
Town of Milltown**

Lake Name	Area	Maximum Depth	Lake Type	Fish Species
Antler Lake	101	22	SE	Northern pike, largemouth bass, panfish
Balsam Lake	2,054	37	SE	Northern pike, walleye, largemouth bass, panfish
Camp Douglas Lake	10	4	SE	NA
East Lake	15	8	SE	NA
Elkins Lake	38	15	SE	NA
Half Moon Lake	579	60	DG	Northern pike, walleye, largemouth bass, panfish
Kenny Lake	6	7	SE	NA
Little Pine Lake	61	10	SE	Northern pike, largemouth bass, panfish
Lost Lake	10	6	SE	NA
Rice Lake	128	10	DG	Northern pike, largemouth bass, panfish
Twenty-Ninth Lake	29	7	SE	NA

Source: Wisconsin Department of Natural Resources, Wisconsin Lakes Book, 2001.

Antler Lake, Balsam Lake, Half Moon Lake and Rice Lake are lakes which have a public boat launching facility available. There are two lake types found in Milltown. Seepage lakes (SE), which are lakes that do not have an inlet or outlet. They are landlocked lakes with a principal water source is precipitation or runoff, supplemented by groundwater from the immediate drainage area. Water levels in these lakes often fluctuate seasonally due to changing groundwater levels and rainfall patterns. The second type of lake found in the town is drainage lakes (DG), which have both an inlet and outlet where the main water source is stream drainage.

Rivers and Streams

Within the town of Milltown, there are several stream and creek features in addition to the many tributaries, intermittent streams, wetlands and floodplains located throughout the town. The two primary features include Harder Creek, which flows between Half Moon Lake and Balsam Lake, and Rice Creek, which flows between Rice Lake and the northern portion of Balsam Lake.

5.12 Groundwater Quality

The source of all groundwater is precipitation which percolates down through the soil until it reaches the saturated zone of an aquifer where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. Most groundwater in Polk County is obtained from sand and gravel aquifers or sandstone aquifers. The quality of groundwater is generally considered good, with minor limitations being hardness and dissolved solids.

Most groundwater contamination is related to poorly sited land uses such as agricultural manure, petroleum and salt storage in areas of high groundwater tables or fractured bedrock situations. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations into the aquifer. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

5.13 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) have been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particular matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates and nitrates. Polk County is

considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act. Within Polk County there are no air monitoring stations.

5.14 Environmental Corridors/Sensitive Areas

The Polk County Zoning Ordinance has established a conservancy district which was established to protect and preserve the natural character of certain lands for their values to wildlife, water conservation, flood control, forestry and other public purposes.

Environmental features include wetlands, floodplains and woodlots greater than 10 acres (Map 5-5). When all of these features are mapped, a continuous corridor pattern usually results because these features often coincide or lie adjacent to each other. Environmental corridors provide scenic open space, wildlife habitat, educational and recreational opportunities. Environmental corridors also perform important functions such as controlling, moderating and storing flood waters while providing nutrient and sediment filtration. Environmental corridors can also serve as buffers between land uses while improving the aesthetics of the community.

5.15 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Within Polk county there a number of endangered, threatened and special concern species including plants, birds, insects, fish and mussels. These areas are identified by section in order to keep the location general. Exact locations are not identified in order to protect areas and discourage the intentional destruction of flora and fauna. Development proposals should be forwarded to the WDNR for comment.

5.16 Wildlife Habitat and State Natural Areas

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. Polk County and the town of Milltown landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles and fish. Examples of various landscapes that may be found within the town include prairie, woodland, wetlands and floodplain forest. These areas are critical components of the state’s biodiversity and may provide habitat for rare, threatened and endangered species.

The WDNR also identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. No State Natural Areas have been identified within the township, however the following four State Natural Areas are located within the county: Sterling Barrens, Dalles of the St. Croix River, Interstate Lowland Forest, and Tula Lake.

5.17 Historic and Cultural Resources

The National Register of Historic Places recognizes properties of local, state and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

According to the National and State Register, no historic places have been identified within the town of Milltown or within the village of Milltown. There were also no sites identified within the town or the village on the Wisconsin Architecture and History Inventory (AHI) which is an inventory of historic and places that are unique to Wisconsin's history.

While no places or buildings have been listed on the National or State Registers, there are several places within the town that define the town's look and character, including:

- ◆ Historic farmhouse and outbuildings;
- ◆ Early 19000 school houses and sites; and
- ◆ Logging and railroad history.

5.18 Agricultural, Natural and Cultural Resources (ANC) Goals and Objectives

Goal ANC-1: Provide incentives and options to landowners to retain the town's contiguous areas of agricultural lands, natural areas and open spaces.

Supporting Objectives

- ◆ Explore and develop local farmland preservation incentives and programs (e.g., transfer or purchase of development rights) which provide farmers options to realize some of the value of their property while continuing to farm, and which help them to maintain economic stability without having to sell their farmland, piece by piece.
- ◆ Develop conservation design guidelines and principles (e.g., clustering of home sites) and promote their use.
- ◆ Explore establishment of a mitigation program to obtain permanent preservation of town farm and natural areas through fees and/or land donations as mitigation of development impacts.
- ◆ Seek opportunities to get existing conservation organizations more involved in land protection in Milltown.
- ◆ Support programs which lower tax burden for lands under agricultural production or conserved as natural areas.

Goal ANC-2: Maintain the operational efficiency and productivity of Milltown's agricultural areas for current and future generations.

Supporting Objectives

- ◆ Identify town lands where the primary intent is to preserve productive farmland, to allow for farming expansion, to maintain the efficiency and productivity of town farm operations, and to protect agricultural investment in land and improvements.
- ◆ Protect the continuity of farmland areas.
- ◆ Protect prime farmland soils for agricultural or open space uses.
- ◆ Appropriately site whatever development occurs in agricultural areas in order to ensure that growth in rural areas is compatible with the continued use of the adjacent land for agricultural production.

- ◆ Inform current and prospective landowners about the types and timing of agricultural activities; importance of agriculture to the town economy; potential nuisances of living within an agricultural area; and actions that can be taken to minimize conflicts.

Goal ANC-3: Maintain, preserve and enhance the town's natural environment and open spaces.

Supporting Objectives

- ◆ Manage growth to protect town open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.
- ◆ Direct growth away from environmentally sensitive areas such as wetlands, floodplains, steep slopes, etc... in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, water quality improvements, and rescue services.
- ◆ Allow areas for natural movement of water, as well as fish and wildlife.
- ◆ Maintain a network of natural area and open space corridors and connections.
- ◆ Maintain and enhance plant and habitat diversity in Milltown.
- ◆ Maintain and enhance natural buffers along town shoreland and wetland areas to filter and remove pollutants prior to entry into surface waters, stabilize shorelands, maintain scenic quality, preserve important fish and wildlife habitat, and to eliminate or reduce noise and glare intrusion.

Goal ANC-4: Maintain, preserve and enhance the Town's rural atmosphere which contributes to the quality of life.

Supporting Objectives

- ◆ Encourage development which promotes open space through site design and which fits within the character of the town as well as the specific location in which the development is proposed.

- ◆ Avoid uniform residential lot sizes over large areas which diminish rural character and are more characteristic of urban/suburban areas than rural areas.
- ◆ Emphasize control of residential density and site design in rural areas rather than lot size alone.
- ◆ Conserve open space lands not only for their economic importance, but also to retain a key measure of the town's "rural character" which is closely linked to the large tracts of undeveloped land within the town.
- ◆ Identify and preserve those scenic views and vistas which characterize Milltown (identify).
- ◆ Control the scale, design (e.g., lighting) and location of outdoor signage to fit within the character of the area.
- ◆ Adopt local controls to address junk yards; on-site storage and disposal of junk vehicles, white goods (e.g., refrigerators, washers/dryers, etc.), and other junk items; and dilapidated structures.
- ◆ Ensure that future buildings are of the same physical scale as existing buildings in the surrounding area.
- ◆ Develop design guidelines for businesses to better address landscaping, aesthetics and other impacts (e.g., lighting, noise, parking, access, pedestrian access, etc.).

Goal ANC-5: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.

Supporting Objectives

- ◆ Work cooperatively with Polk County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the town of Milltown.
- ◆ Promote the history of Milltown and the aspects that have helped to define its culture and heritage.
- ◆ Encourage the adaptive re-use of historic structures and features in Milltown and record their history.
- ◆ Create incentives for developers to rehabilitate historic buildings.

5.19 Agricultural, Natural and Cultural Resources Policies and Recommendations

Policies

- ◆ Land protection criteria shall be used to guide the siting of all new development.
- ◆ Environmental corridors and conservancy areas shall be used for natural habitat, trails and pathways, and outdoor recreation activities (e.g., hunting and hiking) which do not adversely impact natural features and open spaces found within the corridor.
- ◆ New development will be directed to the least productive farmland areas to the fullest extent possible and where consistent with other goals, objectives and policies of the town's plan.
- ◆ Support the introduction and operation of agriculture support businesses.
- ◆ Development proposals shall be reviewed relative to potential impacts to the historical and cultural resources of the town.

Recommendations

1. **Work with Lake and Homeowners Associations to Protect Natural Resources**
Work with Lake and Homeowners Associations to implement programs that will increase water safety and maintain or improve wildlife habitat, water quality and land preservation around the lakes within the town.
2. **Address the Potential Impacts of Large Scale Farming Operations**
Work with Polk County to review applications that impact the town and are subject to the Polk County Manure and Water Quality Management Ordinance. Applications that affect property within the extraterritorial review jurisdiction of the village of Milltown and the village of Balsam Lake should be reviewed for their impacts on these population centers.
3. **Protect and Restore Natural Shoreline Areas**
Shoreline/shorescaping programs that educate lakeshore property owners about the benefits of a natural shoreline should be supported by the town.
4. **Address the Potential Impacts of Mining Operations**
Work with Polk County to review and address future metallic and non-metallic mining operations within the town. Applications that affect property within the extraterritorial review jurisdiction of the village of Milltown and the village of Balsam Lake should be reviewed for their impacts on these population centers.

5.20 Town of Milltown Lake Issues Summary

The following is a brief summary of an issue identification exercise relative to lake planning within the town of Milltown. The process involved contacting members of each lake association and also seeking out any literature regarding the lakes to determine some of the issues that should be addressed as part of the town's comprehensive planning effort.

Balsam Lake Homeowners Association

- ◆ Balsam Lake - one of the largest and most popular in the county.
- ◆ Mostly developed.
- ◆ Not uncommon for people to purchase lake frontage at \$3,000 dollars per foot.
- ◆ Weed control.
- ◆ Second tier development.
- ◆ Don't want anything that will raise taxes.

Balsam Lake Protection and Rehabilitation District

- ◆ Sewer - half want it, half don't.
- ◆ Weed control (cutting/dye).
- ◆ Conservancy of sensitive areas - purchase by lake association or zoning?
- ◆ People are searching for old public access points to the lake and clearing old vegetation.

Half Moon Lake Protection and Rehabilitation District

- ◆ Tamarack Bay - shallow bay that has lots of phosphorous, don't want to stir it up.
- ◆ Restrict motor use in Tamarack Bay (work with town on posting signs).
- ◆ Want to purchase a conservation easement on land around Tamarack Bay to limit development of swamp area.
- ◆ Harder Creek - nice filter area near the outlet, District would like to purchase conservation easements on land surrounding Harder Creek

Half Moon Lake, Wisconsin Lake Planning Grant Report (Robert Bursik Botanical Enterprises, 1998)

- ◆ Discussion regarding the ability of the Lake District to rely on zoning and wetland laws to protect environmentally sensitive areas.
- ◆ Recommendation for Lake District to explore the possibility of purchasing areas it wishes to protect.

Antler Lake

- ◆ 100 acre lake with spectacular water quality.
- ◆ Forested watershed - want to keep it that way.
- ◆ Concerned about second tier development.

Antler Lake Management Plan, Phase I: Water Quality Study (Barr Engineering Company, 1996)

- ◆ Increases in the lake's phosphorous concentration will result in increased algal abundance and reduced water transparency. Therefore, prevention of additional phosphorous loading to the lake will be necessary to protect its current water quality.

Rice Lake

- ◆ This lake is upstream from Balsam Lake and is a major contributor to Balsam lake's fertility problems and has been severely affected by past discharges from the village wastewater treatment system. (Source: St. Croix Basin Water Quality Management Plan)

Restoring Rice Lake at Milltown, WI (DNR Technical Bulletin 186)

- ◆ Water quality in Rice Lake fell from decades of change: nutrient loading from village and farms, high water from wet years and beaver dams, bottom scouring from wind and waves, and bullhead dominance from winterkill and especially water turbidity.
- ◆ Milltown lost more than wild rice. With the lake water turbid, few people visited Rice Lake to boat fish or swim. A generation of children grew up without knowing the wild rice marsh their parents knew, or the soras and ducks the rice once attracted.
- ◆ Rice Lake can be improved by continuing to plant wild celery tubers in May and wild rice seeds in September along the inlet, west shore, and outlet. This 20 percent cover could stabilize sediment and store nutrients during summer. The reward could be improved water clarity, fish and waterfowl habitat, and lake use.

St. Croix Basin Water Quality Management Plan (DNR Report 1994)

Balsam Branch Watershed

The watershed contains many significant surface waters and consists of mixed agriculture, recreational and urban development. Water quality is degraded by sedimentation and nutrient runoff from agriculture, shoreline development, and road construction and maintenance.

- ◆ Harder Creek - flows between Half Moon and Balsam Lake. The creek contributes phosphorous to Balsam Lake and should be included in any watershed work done to control nonpoint source pollution in the Balsam Lake watershed.

- ◆ Rice Creek - flows between Rice Lake and Little Balsam Lake. The creek is a very significant source of the total phosphorous loading to Balsam Lake. A study done by Sandy Engel and Stanley Nichols (1991) found Rice Creek contributes 60 percent of all phosphorous inputs to Balsam lake and 92 percent of all phosphorous inputs to Little Balsam Lake. Rice Creek should be included in any watershed work done to control nonpoint source pollution in the Balsam Lake watershed.

5.21 Agricultural, Natural and Cultural Resources Programs

DNR Land Legacy Study

The Wisconsin Department of Natural Resources is conducting a study of places that will be important in meeting conservation and recreation needs for the next fifty years. The places that are identified, the study hopes to determine which are the highest priority to protect and why. This study will identify the general locations of these areas, describe the natural features, characteristics, and recreational opportunities that make them worthy of protection, and recommend priorities. For further information on the study and to view a listing of places the staff have identified as being important in the future, visit the WDNR web-site.

DNR Lake Protection and Lake Planning Grants

Funds are available to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. Funds are also available to protect and improve the water quality of lakes and their ecosystems. Lake protection grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in a Department approved plan, and countywide lake classification.

DNR River Management and River Planning Grants

River management and planning grants are available from the WDNR for various river protection and conservation efforts.

Wetlands Reserve Program

The purpose is to restore wetlands previously altered for agricultural use. The goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year

easements recorded with property deed. 10-year contract is not recorded with deed. Public access not required. Contact: USDA Natural Resources Conservation Service.

Conservation Reserve Program

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. 10 years or 15 year contract if planting hardwood trees. Transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

Managed Forest Law

Purpose is to promote good forest management through property tax incentives. Practices are required by an approved forest management plan. Eligibility, landowner with minimum of 10 contiguous acres (80% must be capable of producing merchantable timber). Contract of 25 or 50 years, transferable to new owner for small fee. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing. Up to 80 acres may be closed to public access by the landowner. 5% yield tax applied to any wood products harvested.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the OPP can assist.

6 Economic Development

This section contains an inventory and analysis of the economic characteristics that are within the town of Milltown. It is intended that this element will help identify deficiencies and opportunities of the economic base as well as promote the stabilization, retention or expansion, of the economic base and quality employment opportunities within Milltown in order to provide for a sustainable economic future.

This element of the comprehensive plan includes information, analysis and assessments regarding: labor force and characteristics, the economic base, desired economic development, strengths and weaknesses of the local economy and its ability to attract and retain business, adequate sites for economic development, evaluation of environmentally contaminated sites available for development, and identification of county, regional and state programs available to the community for economic development.

6.1 Labor Force and Employment Status

The civilian labor force consists of individuals age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in age and gender characteristics of residents, changing employment opportunities, and the health of the economy can all cause fluctuations in the number of persons in the labor force. Table 6-1 identifies the employment status of both males and females over the age of 16 within the town.

Table 6-1
Employment Status of Workers Age 16 and Over
Town of Milltown
1990

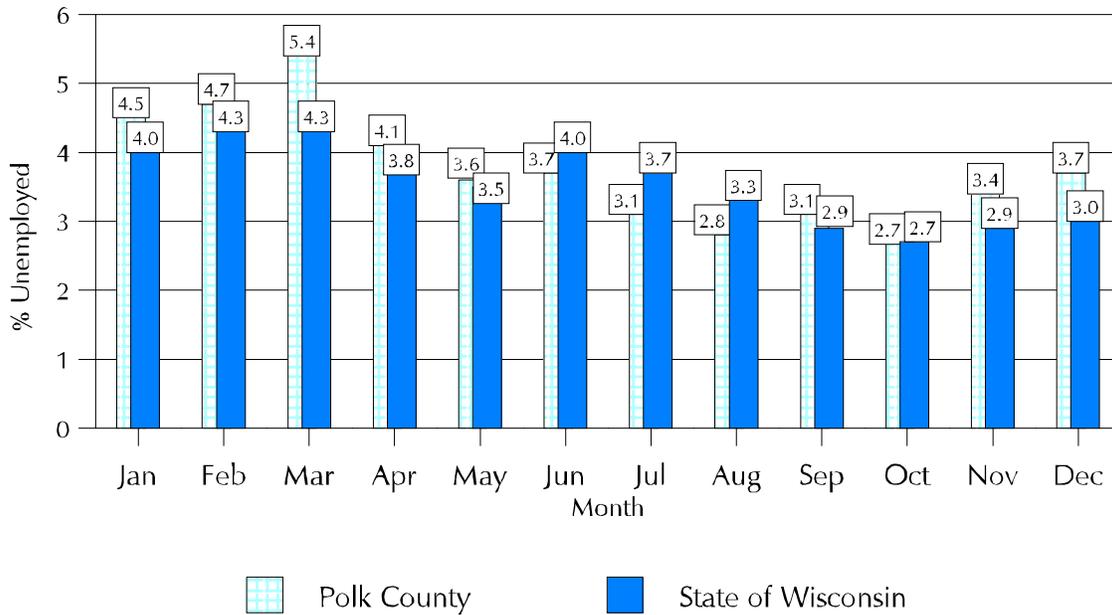
Employment Status	Male	Female
Civilian:	273	204
Employed	261	182
Unemployed	12	22
Not in Labor Force	75	130

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3.

Unemployment Rate

Figure 6-1 displays the employment rates for Polk County and the state for each month in 2000.

Figure 6-1
Monthly Unemployment Rates
Polk County
2000



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2000.

Educational Attainment

Table 6-2 displays the educational attainment level of the town and village of Milltown, and the county. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately 84% of persons age 18 and older in the town have attained a high school diploma or had some post secondary education. It is anticipated that this percentage will increase when the 2000 census information is attained.

**Table 6-2
Educational Attainment of Persons Age 18 and Over
Town of Milltown and Selected Areas
1990**

Attainment Level	Town of Milltown		Polk County	
	Number	% of Total	Number	% of Total
Less than 9 th Grade	38	5.8%	2,545	10.2%
9 th to 12 th Grade, No Diploma	68	10.4%	2,957	11.9%
High School Graduate, Includes Equivalency	297	45.3%	10,817	43.5%
Some College, No Degree	142	21.7%	4,134	16.6%
Associate Degree	44	6.7%	1,745	7.0%
Bachelor's Degree	50	7.6%	1,879	7.6%
Graduate or Professional Degree	16	2.4%	769	3.1%
Total Person 18 Years and Over	655	100.0%	24,846	100.0%

Source: U.S. Bureau of the Census, 1990.

Income

Income per return is based on income tax returns filed in a given year to the Wisconsin Department of Revenue. Table 6-3 indicates that the town of Milltown had a reported income of \$32,154 in 1999. In the three years shown the reported personal income of residents within the town increased by 15.6%, the smallest amount of income growth when compared to the village and the county.

Table 6-3
Adjusted Gross Income Per Return
Town of Milltown and Selected Areas
1997-1999

	1997	1998	1999	% Change 1997-99
Town of Milltown	\$27,810	\$31,046	\$32,154	15.6%
Village of Milltown	\$19,552	\$21,824	\$22,763	16.4%
Polk County	\$29,459	\$31,847	\$37,646	27.8%

Source: Wisconsin Department of Revenue, Division of Research and Analysis, *Municipal Per Return Income Reports*, for years cited. Note: represents income reported per tax returns filed, only accounts for those filing tax returns.

Poverty Level

The U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to determine if someone is at or below the poverty level. If a family's total income is less than the family's threshold, then that family, and every individual in it, is considered to be living below poverty. The Census has released preliminary poverty thresholds for 2000. For example, the 2000 poverty threshold for one person is \$8,787, for a two person family unit the threshold is \$11,234. Table 6-4 displays the poverty status of the town of Milltown in 1990.

Table 6-4
Poverty Status
Town of Milltown
1990

1989 Income	Number	% of Total
Above Poverty Level	824	87.7%
Below Poverty Level	116	12.3%
Total	940	100.0%

Source: U.S. Bureau of the Census, 1990. Based on 1989 income levels.

Travel Time to Work

Typically, the location of a persons home is dependent upon the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development.

Table 6-5 displays the travel time to work for the town of Milltown in 1990. Most people, 27.5 percent, had a 10 to 19 minute trip to work. A significant number, 24.3%, of people had a commute that was less than 10 minutes.

Table 6-5
Travel Time to Work
Town of Milltown
1990

	Number	% of Total
Less than 10 Minutes	107	24.3%
10 to 19 Minutes	121	27.5%
20 to 29 Minutes	54	12.3%
30 to 39 Minutes	35	8.0%
40 to 59 Minutes	27	6.1%
60 or More Minutes	55	12.5%
Worked at Home	41	9.3%
Total	440	100.0%

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3. Data only includes workers age 16 and over.

6.2 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services

sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

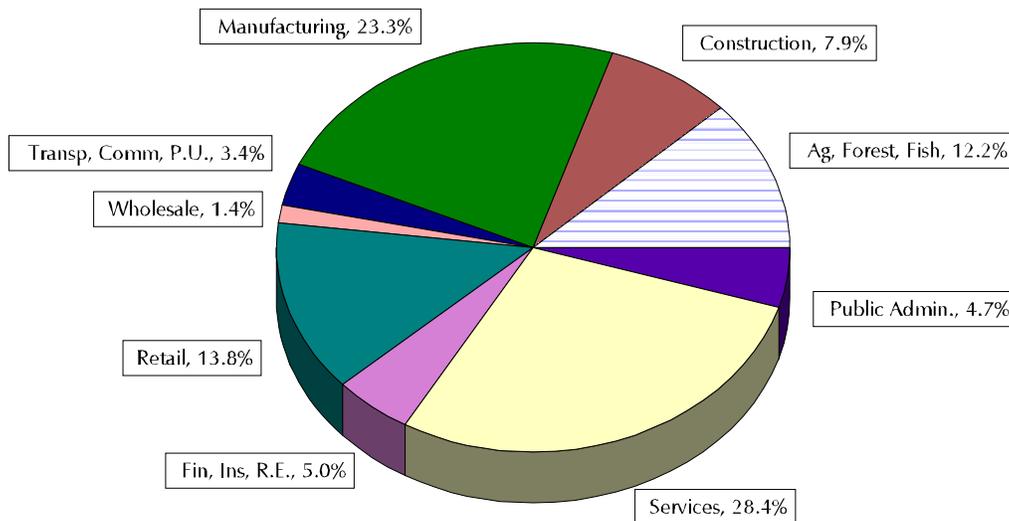
Table 6-6 displays the number and percent of employed persons by industry group in the town and the county. The greatest percentage of employment in 1990 was in the services sector of the Milltown economy, 28.4%. Manufacturing had the second greatest amount of employment, 23.3%. The employment trends found in Milltown are very typical for the area and for the state. Figure 6-2 displays the percentage of employment within each economic division for Milltown.

**Table 6-6
Employed Persons by Industrial Sector
Town of Milltown and Polk County
1990**

Economic Division	Town of Milltown		Polk County	
	Number	% of Total	Number	% of Total
Agriculture, Forestry, Fishing	54	12.2%	1,632	10.6%
Mining	0	0.0%	46	0.3%
Construction	35	7.9%	995	6.4%
Manufacturing	103	23.3%	4,066	26.3%
Transportation, Communication, and Public Utilities	15	3.4%	813	5.3%
Wholesale Trade	6	1.4%	380	2.5%
Retail Trade	61	13.8%	2,274	14.7%
Finance, Insurance, and Real Estate	22	5.0%	630	4.1%
Services	126	28.4%	4,135	26.8%
Public Administration	21	4.7%	484	3.1%
Total	443	100.0%	15,455	100.0%

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3. Data only includes employed persons age 16 and over.

Figure 6-2
Percentage of Employment by Industry
Town of Milltown
1990



Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3.

When available, the 2000 census data should reveal an increase in the percentage of employment in the services sector and a continued decrease in the manufacturing sector.

Commuting Patterns

Commuting patterns of an area are an indication of the employment opportunities available within an area and the tradeoffs that people are willing to make in order to live in a particular place. If there is a sufficient and diversified employment base within the county or the town then the need to commute to other areas will be reduced. The economic health of a community is also dependent upon the qualifications of its workforce, therefore reducing the leakage of valuable human resources to other areas and attracting needed qualified labor will strengthen the local economy.

Table 6-7 displays the commuting patterns of Polk County.

**Table 6-7
Commuting Patterns
Polk County
1994**

Area	Commute To	Commute From	Net Commute
Barron County	509	343	-166
Burnett County	253	339	86
St. Croix County	842	359	-483
Minnesota	2,801	427	-2,374
Elsewhere	328	106	-222
Total	4,733	1,574	-3,159
Commute within County	10,474		

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, *Wisconsin's Commuting Patterns*, 1994.

Location Quotient Economic Base Analysis

The future of Milltown requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their success depends largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient analysis technique compares the Polk County economy, to the United States. This is calculated by taking the Polk County employment within a certain industry in a given year and dividing it by the Polk County total employment for the given year. The total is then divided by the result of taking the United States employment in the

same industry in the given year divided by the total United States employment for the given year. The result will be one of the following:

- ◆ If the Location Quotient (LQ) is **less than 1.0**, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service.

- ◆ An LQ **equal to 1.0** suggests that the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of this employment is also considered non-basic because none of these goods or services are exported to non-local areas.

- ◆ An LQ **greater than 1.0** suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

**Table 6-8
United States Employment Analysis
1989 and 1999**

Economic Division	1989 Employ	% of Total	1999 Employ	% of Total	% Change 1989-99
Ag/For/Fish	1,374,300	1.2%	2,048,400	1.5%	49.1%
Mining	1,047,700	0.9%	782,100	0.6%	-25.4%
Construction	7,293,500	6.4%	9,254,000	6.7%	26.9%
Manufacturing	19,992,500	17.6%	19,252,700	13.9%	-3.7%
Trnsp/Utility	6,361,600	5.6%	7,970,300	5.8%	25.3%
Wholesale	6,704,300	5.9%	7,464,700	5.4%	11.3%
Retail	22,687,600	20.0%	26,910,000	19.5%	18.6%
Fin/Ins/R.E.	10,663,400	9.4%	12,978,700	9.4%	21.7%
Services	37,170,900	32.8%	51,669,000	37.4%	39.0%
Total	113,297,789	100.0%	138,331,899	100.0%	22.1%

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data.

Table 6-9
Polk County Employment Analysis
1989 and 1999

Economic Division	1989 Employ	% of Total	1999 Employ	% of Total	% Change 1989-99	LQ 1989	LQ 1999
Ag/For/Fish	187	1.7%	(D)	NA	NA	1.4	NA
Mining	41	0.4%	(D)	NA	NA	0.4	NA
Construction	821	7.3%	1,333	8.2%	62.4%	1.1	1.2
Manufacturing	2,509	22.3%	4,410	27.3%	75.8%	1.3	2.0
Trnsp/Utility	651	5.8%	783	4.8%	20.3%	1.0	0.8
Wholesale	435	3.9%	427	2.6%	0.2%	0.7	0.5
Retail	2,634	23.5%	3,437	21.3%	30.5%	1.2	1.1
Fin/Ins/R.E.	706	6.3%	1,097	6.8%	55.4%	0.7	0.7
Services	3,244	28.9%	4,681	29.0%	44.3%	0.9	0.8
Total	11,228	100.0%	16,168	100.0%	44.0%	1.0	1.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data.

Basic Employment-Export Base

There are three areas within the 1999 Polk County economy which can be considered basic employment areas: construction, manufacturing, and retail trade. These three areas produce more goods and services than the county economy can use. Also, then LQ's increase over time, this suggests that the Polk County economy is getting closer to reaching and exceeding local demand. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they're dependent more on non-local economies. Having strong basic sector employment and industry within the county will strengthen the county's economy as well as the economies of municipalities within the county.

Non-Basic Employment

All of the remaining economic divisions are considered non-basic employment sectors. These areas are not meeting local demand for a given good or service. There are currently no LQ's that are close to one, however some are very close. An LQ equal to one would suggest that local demand is being met and services are not being exported. Overall, the

Polk County economy appears strong with increasing employment in all sectors of the economy.

6.3 Environmentally Contaminated Sites for Commercial/Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. Within the town of Milltown a Leaking Underground Storage Tank (LUST) site was identified within the database. The site was located at the township garage, however in July of 2001 the WDNR sent the responsible party a letter which closed the site, indicating all necessary clean-up occurred. There were no other environmentally contaminated sites within the town of Milltown.

6.4 Economic Development (ED) Goals and Objectives

Goal ED-1: Maintain, enhance and diversify the local economy consistent with other community goals and objectives.

Supporting Objectives:

- ◆ Enhance economic growth through the use of creative land use planning.
- ◆ Support agriculture as a preferred industry and strong component of the local economy which provides the town and county with revenue at a minimal cost of service and supports related agricultural processing and service industries.
- ◆ Encourage and promote expansion of agriculture and farmers' markets.
- ◆ Support and explore opportunities for new sustainable tourism businesses based on the town and regions natural resources, historical heritage and cultural amenities (without diminishing the quality of life of residents).
- ◆ Facilitate and encourage the establishment of agri-business and home-based businesses that are consistent and compatible with the character of the surrounding area, maintain the rural appearance of neighborhoods, minimize the potential of negative impacts (traffic, noise, odor, glare, signage, parking, truck deliveries, etc...), and do not promote or result in non-residential clusters or strips.
- ◆ Seek town businesses which strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels (i.e., family- wage jobs),

increase the variety of job opportunities, utilize the resident labor force, and pays for its own infrastructure.

- ◆ Seek town businesses which exhibit a low water demand, do not generate large wastewater flows or require special wastewater treatment, do not contain hazardous chemicals, and which otherwise have minimal impact on the environment.
- ◆ Ensure that there is sufficient prime commercial and light industrial lands to accommodate desired economic growth in the town of Milltown.
- ◆ Improve coordination between the town and other agencies or organizations involved in economic development efforts (e.g., business recruitment) in Polk County to effectively pursue economic development grants and economic growth which benefits the town of Milltown.
- ◆ Gain cooperation between communities regarding land use planning and economic development issues.

6.5 Economic Development Policies and Recommendations

Policies

- ◆ Plan for an adequate supply of developable land for commercial uses within the town.
- ◆ Future commercial development should be concentrated in specific areas to create a compact development pattern.
- ◆ A linear (“strip”) development pattern along highways and major thoroughfares should be avoided.
- ◆ Establish and promote basic design standards to ensure quality commercial development that contributes to the rural character of the town.
- ◆ Capitalize on the town’s recreational resources to increase tourism related and other service ventures within the town.
- ◆ Work with public and private utilities to provide the best available infrastructure (i.e. sewer and water) to commercial areas identified within the town.
- ◆ Locate commercial development adjacent to neighboring villages and along state highways or other major thoroughfares in order to minimize land use impacts to existing and planned residential areas.

Recommendations

The Preferred Land Use Plan for the town of Milltown identifies two specific locations to steer commercial development. Both areas are adjacent to the village of Milltown and are intended to provide areas for commercial development within the town for businesses that are not dependant on sewer and water for their operations such as local contractor shops or small service type industries.

- 1. Avoid Incompatible Land Uses Throughout the Town**
Current business activity within the town is mostly scattered and small-scale consisting of such uses as mini-warehouses, dog kennels, auto repair, home construction, landscaping operations, a sawmill and building supply operation. Additional commercial operations could have significant impacts on existing and future residential area throughout the town. It is recommended that future business operations locate in areas identified on the Preferred Land Use Map to take advantage of highway access and visibility and to consolidate commercial ventures so as to avoid incompatible land uses throughout the town.
- 2. Plan for the Expansion of the Village of Milltown's Industrial Park**
The town of Milltown should work with the village to plan for the future expansion of the village's industrial park. The industrial park is located in the southwest portion of the village. The park is nearly full and the village anticipates expanding into farmland that is located within the town. The town should work with the village to limit residential development near this area and to explore the possibility of joint development and site planning.
- 3. Diversify the Town's Economic Base.**
The town should consider diversification of its economic base by exploring opportunities for recreation and tourism related industries. Future locations are sited so as to take advantage of proximity to the village and highway access. In addition, future commercial development has been located near the Gandy Dancer State Trail in order that future business development may serve trail users.
- 4. Site Plan Consideration**
Future commercial development should be reviewed so as to protect the rural character of the town and to promote high quality building and site design. Design elements that should be reviewed include building and driveway location, parking, landscaping, building materials, signage, lighting and landscaping. The town should work with developers to ensure high quality design standards to maintain property values and long term value to the local tax base prior to rezoning property for commercial development. Design guidelines are further defined in Appendix 6-1.

6.6 Economic Development Programs

U.S. Department of Commerce, Economic Development Administration (EDA)

The Economic Development Administration (EDA) provides financial assistance to help distressed communities overcome barriers that inhibit the growth of their local economies. EDA provides assistance for public works projects, planning, research and technical assistance, grants and education.

Brownfields Program

The state of Wisconsin provides information and assistance related to brownfields redevelopment. A Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties.

Wisconsin Youth Apprenticeship Program

Helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combines academic and technical classroom instruction and on-the-job training from business mentors.

USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs.

Agricultural Development and Diversification (ADD) Grant Program

The ADD grant program annually provides funding to projects that have the potential to bolster agricultural profits or productivity. The program funds proposals that are likely to stimulate Wisconsin's farm economy with new production or marketing techniques, alternative crops or enterprises, new value-added products, or new market research. The Wisconsin Department of Agriculture, Trade and Consumer Protection should be contacted for further information.

7 Intergovernmental Cooperation

This section provides information regarding existing plans or agreements between the town of Milltown and other jurisdictions. In addition, this section identifies existing or potential conflicts, as well as processes to resolve such conflicts relative to joint planning and decision making between the town of Milltown and other governmental units.

7.1 Inventory of Existing Plans and Agreements

Fire Protection

A mutual aid agreement governs fire protection in the town of Milltown as provided by the Milltown Community Fire Association which consists of 34 volunteer firefighters and board members from the village of Milltown and the towns of Milltown, Georgetown and Eureka.

Emergency Medical Services

A mutual aid agreement governs emergency medical services as provided by the Unity Area Ambulance Service.

Police Protection

Police protection and services are provided to the town of Milltown by Polk County. One car is assigned to cover the town on a 24-hour basis.

Sewer and Water Service

The Unity School District paid the entire cost to extend sewer and water to the elementary, middle and high schools which are located at the northeast quadrant of STH 46 and 190th Avenue intersection. Sewer and water services were extended by the village of Balsam Lake to the Unity School District without annexation of town land. The town, village and school district worked out an agreement that allows property owners along STH 46, within the town, to become members of the Milltown Sanitary District provided they hook into both sewer and water service. The cost for the service is paid to the village of Balsam Lake. The village then reimburses the Unity School District for the cost of the sewer and water. The term of the agreement is 20 years. After twenty years, reimbursements to the Unity School District end.

Road Maintenance

The town has various informal agreements regarding maintenance and snowplowing for roads along municipal boundaries.

Park Maintenance

The town and village have a cooperative agreement to provide maintenance to the park facilities at Half Moon Beach.

7.2 Intergovernmental Cooperation in Wisconsin

66.0301 - Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

66.0307 - Boundary Changes Pursuant to Approved Cooperative Plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

66.0309 - Creation, Organization, Powers and Duties of Regional Planning Commissions

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50 percent of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

- ◆ Make and adopt a master plan for the physical development of the region.
- ◆ If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities which are included in the adopted regional master plan.
- ◆ Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPC's are also authorized to perform several other functions, however, by law, they serve a strictly advisory role.

Annexation

Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages can not annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial zoning, allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, Approvals necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.

Municipal Revenue Sharing

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation

Wisconsin Statutes, 66.0201 - Incorporation of villages and cities; purpose and definitions, and 66.0211 - Incorporation referendum procedure, regulate the process of creating new villages and

cities from town territory. Wisconsin Statute, 66.0207 - Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ◆ Minimum standards of homogeneity and compactness, and the presence of a “well developed community center;”
- ◆ Minimum density and assessed valuation standards for territory beyond the core;
- ◆ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially;
- ◆ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions;
- ◆ An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise; and
- ◆ An analysis of the impact the incorporation would have on the metropolitan region.

7.3 Potential Opportunities and Conflicts

There are no known conflicts between the recommendations contained within the Town of Milltown Comprehensive Plan and the plans and policies of other jurisdictions. All known plans and ordinances of other jurisdictions were taken into consideration throughout the development of this plan. Numerous opportunities exist for the town of Milltown and other jurisdictions to improve service delivery in cost effective manner.

Surrounding Villages and Towns

Joint service delivery should be pursued by the town and other jurisdictions. In particular, the town should work with the villages of Milltown and Balsam Lake to develop cooperative boundary agreements to establish policies to govern growth and development over the next 20 years.

School Districts

The town should work with the Unity School District to anticipate the future growth and facility needs of the district.

Polk County

The town of Milltown is under the jurisdiction of the Polk County Zoning Ordinance. The town has and will continue to communicate with the county to develop a mutually beneficial implementation program to ensure orderly and efficient land use planning. The town should also seek to coordinate transportation planning efforts with the Polk County Highway Department.

Regional Planning Commission (RPC)

The West Central regional Planning Commission provides several functions relative to planning, economic development, transportation planning and local assistance. The town should continue to work with representatives from Polk County and the RPC.

Wisconsin Department of Natural Resources (WDNR)

The town of Milltown was awarded two lake planning grants to assist the town in the development of its comprehensive plan. The town should continue to seek assistance to protect natural resources and to provide information to the DNR regarding land use and lake planning.

Wisconsin Department of Transportation (WisDOT)

STH 35 and STH 46 travel through the town of Milltown. The town integrated all applicable state transportation plans and should continue planning and communication efforts with WisDOT.

7.4 Intergovernmental Cooperation (IC) Goals and Objectives

Goal IC-1: *Establish mutually beneficial intergovernmental relations with other units of government.*

Supporting Objectives:

- ◆ Realize individual and shared visions, goals, objectives and programs.
- ◆ Pursue cooperative agreements regarding annexation, expansion of public sewer and water services, and growth management with the Village of Milltown and Village of Balsam Lake.
- ◆ Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems (e.g., roads, bike/pedestrian routes, transit, etc.), parks and recreation with other units of government.

- ◆ Achieve cooperation and coordination between the town and adjacent municipalities with respect to long-range planning and land use controls.
- ◆ Support and encourage ongoing efforts to meet regularly with other Polk County towns to discuss growth management and land use issues.
- ◆ Maintain town involvement in county planning efforts and policy development.
- ◆ Pursue opportunities to jointly hold public forums and workshops to exchange information and increase public understanding and acceptance of innovative planning tools and programs.
- ◆ Promote communication and cooperation by providing neighboring municipalities and overlapping authorities opportunities to comment on the town comprehensive plan, implementing land use controls, and specific development proposals.
- ◆ Coordinate implementation of the town comprehensive plan with Polk County to avoid conflicting regulations, duplication of regulatory and review processes, and public confusion on applicable regulations.
- ◆ Seek county technical and financial assistance to support town planning efforts and implementation of land use controls.
- ◆ Pursue partnerships and cooperative efforts to maintain and improve the water quality of town surface and groundwater resources.

7.5 Intergovernmental Cooperation Policies and Recommendations

Policies

- ◆ Work with other agencies and governmental jurisdictions to implement the goals, objectives, policies and recommendations detailed within the Town of Milltown Comprehensive Plan.
- ◆ Improve working relationships with neighboring communities and the County to provide efficient and cost effective emergency services, street maintenance, and other services when appropriate.
- ◆ Discuss growth trends and development plans with the Unity School District to assist them with capital improvement planning.

- ◆ Create a framework and/or standards for boundary negotiations and joint planning efforts with the villages of Milltown and Balsam Lake.
- ◆ Work with the Department of Natural Resources (WDNR) to preserve natural resources and to coordinate the recommendations of this plan with the plans of local Lake Associations.
- ◆ Work with the Wisconsin Department of Transportation (WisDOT) and the West Central Regional Planning Commission to ensure that the town's local transportation plan is considered when state and county highway improvements are proposed.
- ◆ Attempt to match land use policies to those of neighboring municipalities to minimize conflicts.

Recommendations

1. Establish a framework for boundary negotiations and joint planning efforts with the villages of Milltown and Balsam Lake.
2. Appoint an advisory body to reinforce and support goals, objectives, policies and recommendations developed throughout the comprehensive planning process. Examples of issues to consider include defined boundaries, infrastructure (sewer, water, and roads) tax base projection, improved communications, economic opportunities, and parks/recreation facilities.
3. Discussions related to any future boundary agreement should address the following components:
 - ◆ Identification of both village and town growth areas.
 - ◆ Density within growth areas.
 - ◆ Location of public infrastructure.
 - ◆ Revenue sharing triggered by annexations.
 - ◆ Joint service agreements for services.
 - ◆ Amortization of tax loss.
 - ◆ Joint development and design review standards for commercial and industrial development.
 - ◆ Shared services (police, fire and rescue)
 - ◆ Adoption of local land use controls by the town of Milltown.
 - ◆ Extraterritorial plat review and zoning.
4. Develop an understanding of the negotiation process such as expertise required, time commitment and necessary budget.

5. Determine the preferred statutory method to pursue intergovernmental cooperation.
6. Involve key players such as elected officials, legal counsel, county government, state department of administration, and technical advisors (planning, engineering and financial).
7. Identify key negotiators such as spokesperson, facilitator (3rd person), and support staff (legal counsel, technical advisors and financial advisors) to develop the agreement.

7.6 Intergovernmental Cooperation Programs

Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve town government. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. The WTA may provide information and resources to the development of town-village boundary agreements.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. First established in 1898, the League acts as an information clearinghouse, lobbying organization and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state. The League of Wisconsin Municipalities may provide information and resources to the development of town-village boundary agreements.

8 Land Use Inventory and Analysis

8.1 Existing Land Use

Open space and other passive uses make up a majority of the land use in the town. In general, the west side of the town consists of agricultural lands with scatterings of significant amounts of woodlands, wetlands and other open space areas. The west side is generally comprised of woodlands, larger lakes, and pockets of agricultural lands. Together agricultural lands and open space comprise more than 93% of the land uses within the town. This data enforces the fact that Milltown is indeed a rural community tied to its natural resource base (Map 8-1).

Intensive uses such as public roads, residential, commercial, and industrial development comprise nearly 7% of the total land use within the town. The majority of intensive uses are public roads, single family homes and farm buildings.

**Table 8-1
Existing Land Use
Town of Milltown
2001**

Land Use Category	Acreage	Percent of Total
Intensive Land Use	1,455.2	6.8%
Single Family Residential	407.7	1.9%
Mobile Home	0.3	0.0%
Farmstead	328.5	1.5%
Commercial	1.3	0.0%
Private Road	12.8	0.1%
Government/Public Institutional	60.1	0.3%
Cemetery	1.7	0.0%
Public Road	642.8	3.0%
Passive Land Use	19,965.2	93.2%
Cropland	7,626.7	35.6%
Woodland	7,967.6	37.2%
Open Space	2,572.4	12.0%
Trail	53.6	0.3%
Surface Water	1,744.9	8.1%
Total	21,420.4	100.0%

Source: Polk County, 2000; Foth & Van Dyke Digital Orthophotography Interpretation, 2001.

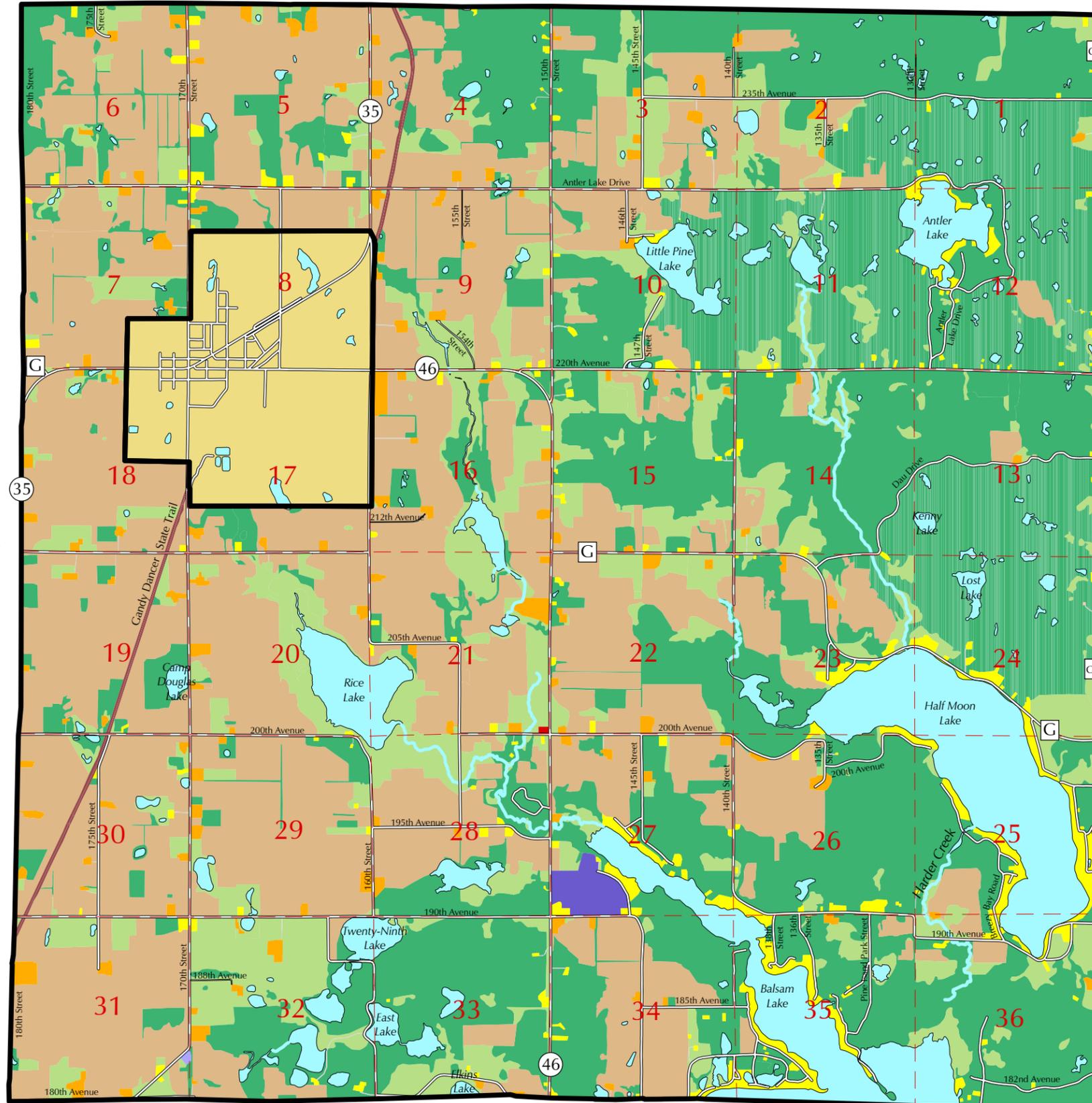
TOWN OF LUCK, POLK COUNTY
T 36 N, R 17 W

MAP 8-1 EXISTING LAND USE Town of Milltown Polk County, Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin



- Single Family Residential
- Mobile Home
- Farmstead
- Commercial
- Cropland
- Woodland
- Open Space
- Government/Public/Institutional
- Cemetery
- Private Drive
- Recreational Trail

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Surface Water
- Village of Milltown
- Section Numbers

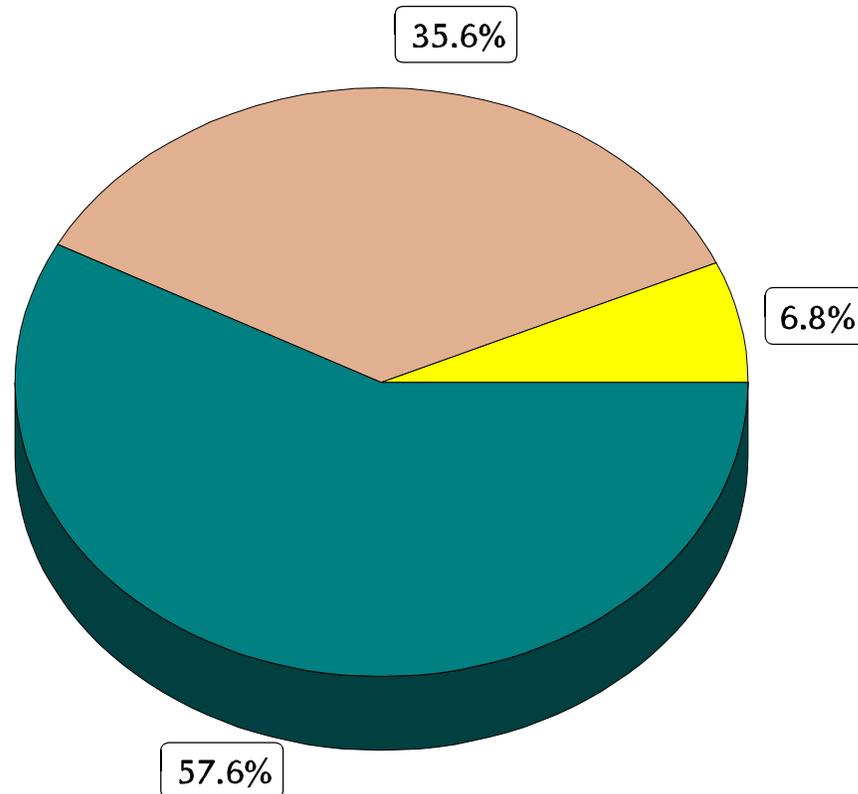
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos)
(Land Use updated April, 2001 by Foth and Van Dyke).

0 1000 2000 3000 4000 5000 Feet



**Figure 8-1
Existing Land Use
Town of Milltown
2001**



-  Intensive Uses (1,455.2 ac) *
-  Agricultural (7,626.7 ac)
-  Open Space & Other Passive (12,338.5 ac)**

* Intensive uses includes Residential, Mobile Homes, Farmsteads, Commercial, Government/Public/Institutional, Cemetery, and Public and Private Roads

** Open Space & Other Passive includes Woodlands, Open Space, Trail and Surface Water

8.2 Development Regulations

Development regulations and other land use controls governing the town are currently administered by Polk County. A general description of existing land use controls and related issues pertaining to Milltown is presented in this section. For more information, the applicable ordinance must be consulted.

Polk County Zoning Ordinance

Under Wisconsin Statutes, counties and local units of government are authorized to adopt “zoning” ordinances. Zoning is one method that can be utilized to implement or carry out the recommendations contained within a comprehensive “land use” plan.

The zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones such as residential, agriculture, commercial, industrial or conservancy. Within each of these districts, the text of the zoning ordinances specifies the permitted land uses, the minimum size and maximum height of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses.

A county may enforce a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. Polk County developed a zoning ordinance, which was adopted by the town during the 1970's (Map 8-2). The county's zoning ordinance identifies 10 distinct land use districts (types):

- ◆ Residential District
- ◆ Agricultural District (A-1)
- ◆ Exclusive Agricultural District (A-2)
- ◆ Conservancy
- ◆ Restricted Commercial District (C-2)
- ◆ Commercial District (C-1)
- ◆ Industrial District (I-1)
- ◆ Restricted Industrial District (I-2)
- ◆ Recreational District
- ◆ Forestry District

The expressed “purpose” of the Polk County Zoning Ordinance is, “To promote the health, safety, morals, and general welfare of the county,” enacted pursuant to the provisions of Section 59.97 and 59.99 of the Wisconsin Statutes.

MAP 8-2 EXISTING ZONING Town of Milltown Polk County, Wisconsin



- Agriculture (A-1)
- Commercial (C-1)
- Conservancy
- Industrial (I-1)
- Industrial - Restricted (I-2)
- Residential
- Shoreland*

Other Features

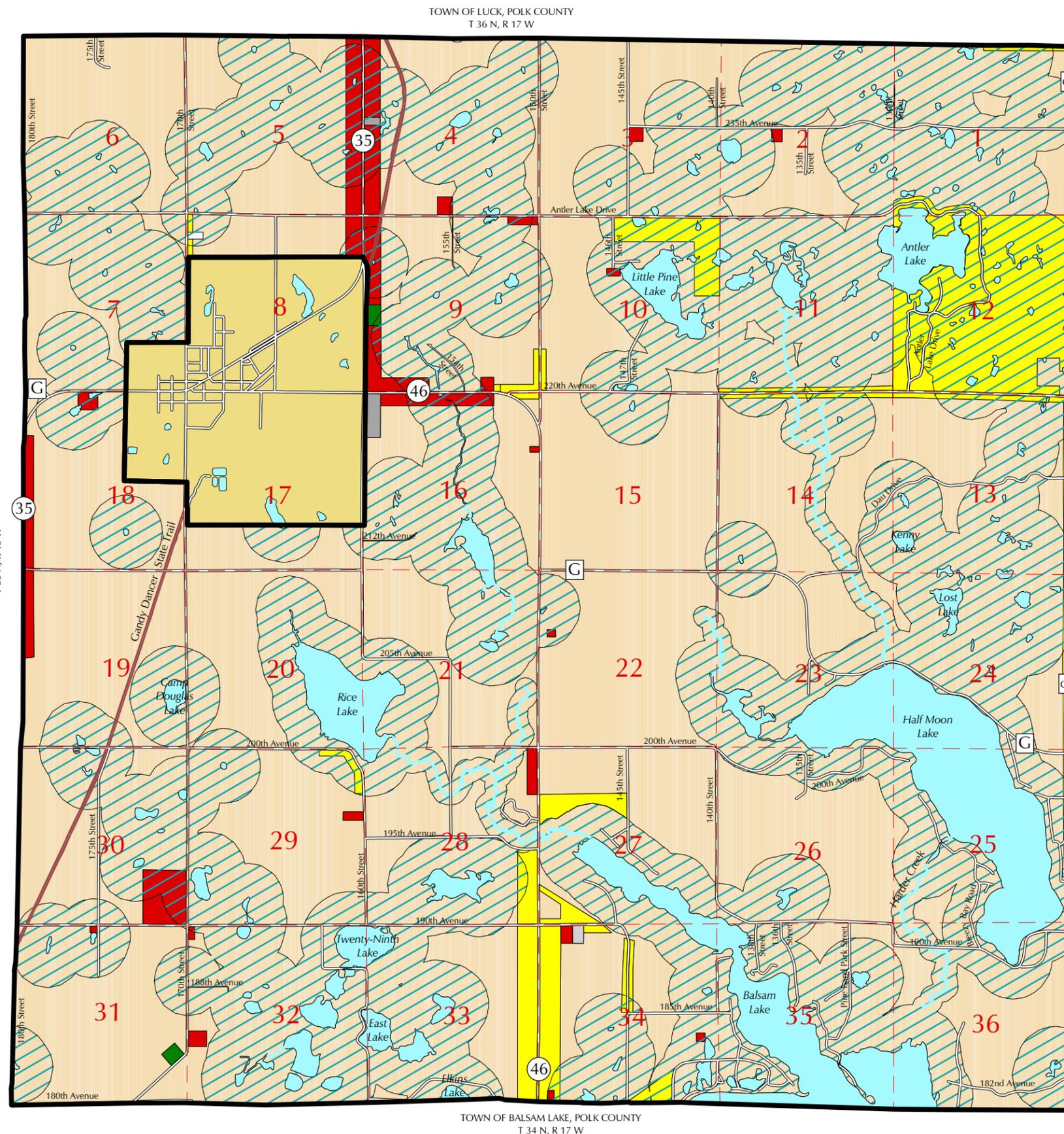
- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown
- Section Numbers

*Shoreland Zoning consists of 300' buffer around streams and rivers as well as a 1000' buffer around ponds and lakes.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

0 1000 2000 3000 4000 5000 Feet



Polk County Shoreland Protection Zoning Ordinance

Counties are mandated to prepare and enforce a zoning ordinance that regulates land use in shoreland/wetland areas of the county, outside of villages and cities. These county ordinances supercede any town ordinance, unless a separate town ordinance is more restrictive.

The Polk County Shoreland Protection Zoning Ordinance applies to those areas of Milltown which are located within 1,000 feet of the ordinary high water mark (OHWM) of navigable lakes, ponds or flowages, within 300 feet of the OHWM of a navigable stream, or the landward side of a floodplain, whichever is greater.

The Shoreland Protection Zoning Ordinance identifies additional requirements that must be met prior to development within a shoreland zone including lot requirements, setbacks, the removal of shore cover, and filling and grading activities.

The West Central Regional Planning Commission and Polk County recently completed a lakes classification study that categorizes lakes into one of three different classes depending on a number of factors including surface area, lake depth, lake type, watershed size, and shoreland development type and density. Based on these factors, an overall vulnerability score is given and lakes are determined to be either Class 1 (least restrictive), Class 2 (moderately restrictive) or Class 3 lakes (most restrictive). This classification scheme has played an important role in the update to the Polk County Shoreland Protection Zoning Ordinance, which is currently being updated to reflect the different classifications and degree of protection that is needed for various lakes within the town and county. It is anticipated that different lot sizes and setbacks for each class will be incorporated into the ordinance.

Polk County Subdivision Ordinance

Polk County, as part of its land use regulations, established language governing the division of land into smaller parcels generally for the purpose of sale or transfer of ownership. These standards are in addition to the county zoning requirements described above, and are effective throughout Polk County, including the town. Land division regulations require the developer or landowner to meet certain conditions such as complying with street and lot layout design standards in order to receive subdivision approval.

The county subdivision ordinance defines subdivisions as:

- ◆ The division of a piece of land that creates five or more parcels or building sites of five acres each or less in area; or

- ◆ The creation of five or more parcels or building sites of 1.5 acres or less in area which are created by successive land divisions within a period of five years (state subdivision).

Additional definitions exist for various subcategories or types of subdivisions. The county land division code also requires the preparation of a certified survey map (CSM) for any division of land less than 19 acres in size which does not necessitate the preparing of a subdivision plat.

Polk County Manure and Water Quality Ordinance

The purpose of the Polk County Manure and Water Quality Ordinance is to regulate the (a) location, design, construction, and use of all new animal waste storage facilities, (b) modification of existing storage facilities, (c) transfer of wastes into storage facilities, (d) utilization of wastes from storage facilities and (e) regulation of livestock operations greater than 300 animal units, in order to prevent water pollution, and thereby protect the health and safety of residents and transients, prevent the spread of disease, and promote the prosperity of and general welfare of the citizens of Polk County. It is also intended to provide for the administration and enforcement of the ordinance and to provide penalties for its violation.

Polk County Telecommunication Towers, Antennas and Related Facilities Ordinance

The purpose and intent of this ordinance is to provide a uniform and comprehensive set of standards for the development and installation of telecommunication towers, antennas and related facilities. Telecommunication facilities are subject to conditional use review and approval by the Polk County Planning and Zoning Committee. The following zoning districts can permit telecommunication towers subject to conditional use approval: A-1 Agricultural District; A-2 Exclusive Agricultural District; I-1 Industrial District; I-2 Industrial District Restricted; C-1 Commercial; C-2 Commercial Restricted; and all other areas not zoned by county or town ordinances.

Polk County Comprehensive Plan

Polk County is in the process of developing a comprehensive plan for the county. At this point, draft land use classifications have been developed by the Polk County Planning Committee for review by the towns within Polk County. The draft land use classifications include:

- ◆ Incorporated Communities
- ◆ Rural Communities
- ◆ Transition Areas
- ◆ Agricultural Production Areas
- ◆ Rural Open Space
- ◆ Shoreland

◆ Highway Corridor

These classifications will be reviewed and modified if necessary, before they are mapped as part of the Preferred Land Use Plan for the Polk County Comprehensive Plan.

8.3 Supply, Demand and Price Trends of Land

The equalized value of real property for municipalities is a vital component to the provision of public facilities and services. The increase in real property value in Milltown provides additional tax revenues necessary to fund public facilities and service programs in the community.

Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provide property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a “use value” system, rather than one based on full market value.

The equalized values of municipalities throughout Wisconsin have experienced significant increases in recent years. For example, between 2000 and 2001, property values in Wisconsin experienced the largest one-year increase ever, and 34 of the state’s 72 counties experienced double-digit growth in property values.

**Table 8-2
Equalized Valuation
Town of Milltown
1998-2001**

Year	Residential	Commercial	Manufacturing	Agricultural	Swamp and Waste	Forest	Other	Total Real Estate
1998	72,849,400	803,400	271,400	3,187,300	111,600	3,337,500	4,887,000	85,447,600
1999	84,291,300	809,800	297,500	3,167,400	145,400	3,669,400	5,476,500	97,857,300
2000	93,590,200	828,700	321,700	3,069,600	249,400	4,997,000	5,769,300	108,825,900
2001	111,936,800	897,400	323,500	3,034,200	454,100	6,622,600	6,218,700	129,487,300

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 1998-2001.

As indicated by Table 8-2, the total equalized value of real estate in the town of Milltown increased by approximately 52% from 1998 to 2001. For the same period, the swamp and waste class of real estate increased the most dramatically while agricultural land actually decreased in value by 4.8%.

**Table 8-3
Agricultural Land Sales
Polk County
1998-2000**

	1998	1999	2000	# Change 1998-2000	% Change 1998-2000
Ag Land Continuing in Ag Use					
Number of Transactions	86	42	65	-21	-24.4%
Acres Sold	5,272	2,844	2,877	-2395	-45.4%
Dollars per Acre	\$1,085	\$1,120	\$1,403	\$318	29.3%
Ag Land Being Diverted to Other Uses					
Number of Transactions	20	19	28	8	40.0%
Acres Sold	936	683	1104	168	17.9%
Dollars per Acre	\$995	\$1,999	\$1,980	\$985	99.0%
Total of all Ag Land					
Number of Transactions	106	61	93	-13	-12.3%
Acres Sold	6,208	3,527	3,981	-2227	-35.9%
Dollars per Acre	\$1,071	\$1,290	\$1,563	\$492	45.9%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 1998-2000.

For the period 1998 to 2000, agricultural land being sold for continued agricultural use has been decreasing while there has been increased for the same land for non-agricultural use. The land that has been sold for non-agricultural use was also sold for a significantly higher value than agricultural land that would remain in agricultural use. Overall, while the majority of agricultural land sold remains in agricultural use the amount which is converted to other uses, and the value of those acres, is increasing.

**Table 8-4
Forest Land Sales
Polk County
1998-2000**

	1998	1999	2000	# Change 1998-2000	% Change 1998-2000
Forest Land Continuing in Forest Land					
Number of Transactions	84	81	67	-17	-20.2%
Acres Sold	2,547	2,827	1,984	-563	-22.1%
Dollars per Acre	\$972	\$1,143	\$1,634	\$662	68.1%
Forest Land Being Diverted to Other Uses					
Number of Transactions	20	40	25	5	25.0%
Acres Sold	669	1,570	608	-61	-9.1%
Dollars per Acre	\$1,010	\$1,119	\$2,312	\$1,302	128.9%
Total of all Forest Land					
Number of Transactions	104	121	92	-12	-11.5%
Acres Sold	3,216	4,397	2,592	-624	-19.4%
Dollars per Acre	\$980	\$1,134	\$1,793	\$813	83.0%

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 1998-2000.

Forest land sale trends from 1998 to 2000 indicate that while there is a decreasing amount of acres sold, whether for continued forest use or not, the value of forest land is increasing. Forest land that is converted to other uses is also valued significantly higher than forest land that remains in forest use.

A survey of current listed available homes within the town indicate a great variation in prices ranging from \$40,000 to \$260,000.

8.4 Projected Supply and Demand of Land Uses Over Planning Period

Table 8-5 reports the estimated total acreage that will be utilized by residential, commercial/industrial, institutional and agricultural land uses for five year increments throughout the planning period. These future land use demands are largely dependent upon population increases as well as a number of other factors.

**Table 8-5
Projected Land Use Demand (acres)
Town of Milltown
2000-2020**

Year	Residential ¹	Commercial/ Industrial ²	Institutional ³	Agricultural ⁴
2000	736.5	1.3	61.8	10,199.1
2005	808.5	1.4	67.8	10,097.1
2010	888.2	1.6	74.5	9,996.1
2015	974.9	1.7	81.8	9,896.2
2020	1,070.7	1.9	89.8	9,797.2

¹ Includes single family residential, mobile home and farmstead.

² Includes commercial and industrial.

³ Includes government/public institutional and cemetery.

⁴ Includes cropland and open space.

Year 2000 acreage figures are the existing land use acres for each land use category within the town while year 2005 to 2020 acreage calculations are projected by utilizing linear trend population projections. Projected demand for residential, commercial/industrial and institutional land use assume that the ratio of the county's 2000 population to the current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today. The projected decline in agricultural land use is based on Polk County trends from 1992 to 1997. Data from the 1997 Census of Agriculture, show that farmland decreased by approximately 1.0% per year from 1992 to 1997. Therefore projected agricultural land use acreages assume these trends will continue.

8.5 Land and Resource Protection Programs

This section identifies the various natural resource management programs that are being utilized within the town of Milltown. Utilization of these programs is important in preserving the town's rural character and natural resource base.

Managed Forest Law (MFL)

The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least ten acres in size are eligible to be enrolled in the program, however at least 80% of the land must be productive forest land (timber producing). Lands may be enrolled for either 25 or 50 year periods, requiring a long term commitment, however also providing long term protection from property tax escalations. Land occupied by residences and commercial buildings are not eligible, however cabins, hunting shacks and utility buildings are allowed though will be taxed as personal improvements.

Preparation of an approved forestry management plan is required which can be prepared by a WDNR forester at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post harvest treatments, and soil conservation practices. The MFL program is administered by the WDNR.

As of June 2001, there were 46 parcels within the town of Milltown enrolled in the MFL program totaling approximately 1,272 acres (see Map 8-3). Landowners have the right to close up to 80 acres of their land to the public, otherwise land is classified as open and public access is permitted for hunting, fishing, cross-country skiing, sight-seeing, and hiking.

Conservation Reserve Program (CRP)

Specific information regarding landowner participation in the Conservation Reserve Program (CRP) within Milltown is not available, as all CRP information is held on a county-wide basis. However, the following provides a description of the CRP program, benefits and eligibility requirements.

The CRP is the Federal Government's largest environmental protection program in existence. Administered by the United States Department of Agriculture (USDA), the purpose of the program is to provide wildlife benefits, tree planting benefits, water quality benefits, and economic benefits. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers (and ranchers) for establishing conservation practices which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance

in return for establishing long-term, resource conserving measures on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in an amount up to 50% of the participant's costs to establish approved practices. The contract duration is from 10 years up to 15 years (if planting hardwood trees, restoring cropped wetlands, etc.), and is transferable with a change in ownership.

To be eligible, land must:

- ◆ Have been planted or considered to be planted for two years of the five most recent crop years, or;
- ◆ be marginal pasture land that is either enrolled in the Water Bank Program or is suitable for use as a riparian buffer to be planted in trees.

In addition, the cropland must meet at least one of the following conditions:

- ◆ Be highly erodible.
- ◆ Cropped wetland.
- ◆ Subject to scour erosion.
- ◆ Located in a national or state CRP conservation priority area.
- ◆ Cropland associated with non-cropped wetlands.

Examples of environmental practices to be performed include tree planting, wildlife ponds, and planting of native grass cover.

All eligible CRP offers are ranked using an Environmental Benefits Index (EBI) based on the environmental benefits that would potentially accrue if the land were enrolled in the CRP. The EBI makes the program highly competitive. Therefore, USDA representatives urge farmers to consider the continuous sign-up option to enroll the most environmentally desirable land. Under the continuous sign-up option, small amounts of land serving much larger areas such as riparian buffers, grass waterways, and filter strips can be enrolled at any time. The EBI factors include:

- ◆ Wildlife habitat benefits.
- ◆ Water quality benefits from reduced erosion, runoff, and leaching.
- ◆ On-farm benefits of reduced erosion.
- ◆ Long-term retention benefits.
- ◆ Air quality benefits from reduced wind erosion.
- ◆ The land's location in a Conservation Priority Area (if applicable).
- ◆ Cost of enrollment per acre.

Town of Milltown

The town of Milltown owns a minimal amount of land surrounding the town shop property at the intersection of STH 46 and 200th Avenue. The town also jointly maintains the Half Moon Beach/Boat Launch property with the village of Milltown.

Balsam Lake Protection and Rehabilitation District

The Balsam Lake Protection and Rehabilitation District owns approximately 40 acres south of Rice Lake on both sides of Rice Creek, which flows to Little Balsam Lake. The purchase of this property was a strategic attempt by the district to purchase environmentally sensitive property in an effort to improve the water quality of Balsam Lake.

8.6 Land Use Plan Development Strategy

This section describes a portion of the process used in the development of the Preferred Land Use Plan for the town of Milltown. Planning involves the integration of multiple information sources, all applied to the end product, each important to the process of developing a sound, logical plan.

The land use plan development strategy included analysis of historic information, knowledge and analysis of current issues, identification of trends and conditions, and vision for the future acquired through extensive community involvement and learning.

The land use plan development process also relied on the selection and analysis of various land protection criteria. A description of the protection criteria and suitability analysis follows.

Selection of Protection Criteria

The town relied heavily upon the selection of various land protection criteria in the development of the Year 2022 Preferred Land Use Map (see Map 8-11). The protection criteria are based on natural features, physical attributes and/or policies which, when mapped, identify specific locations which should be afforded protection from intensive development. The Milltown Public Advisory Committee (PAC) selected seven protection criteria which are described in Table 8-2. Maps 8-3 through 8-9 show the general extent and location of the seven protection criteria in relation to existing intensive land uses using best available information.

Table 8-6
Selected Land Protection Criteria

	Protection Criteria	Acres
1.	Map 8-3 - Wetlands (WDNR)	1,519.1
2.	Map 8-4 - Floodplain and Shoreland Buffers	11,518.9
3.	Map 8-5 - Land Beyond 300 Feet of Public Roadways	14,067.9
4.	Map 8-6 - Woodlots 10 Acres or Greater	7,555.0
5.	Map 8-7 - Natural Resource Protection Programs	3,051.1
6.	Map 8-8 - Prime Agricultural Soils	12,383.0
7.	Map 8-9 - Land Within One Quarter Mile of Active Farms	11,545.6

In many instances, the selected protection criteria displayed on Maps 8-3 through 8-6 overlap. For example, many of the town's woodland areas are considered forested wetlands. Town land and water areas associated with one or more protection criteria present opportunities to achieve multiple planning objectives. Map 8-10 illustrates areas where the selected protection criteria overlap.

The selected protection criteria (see Table 8-2) reflect the community directives identified at the 1998 Issues Identification Workshop and through discussions with the PAC relative to preserving Milltown's rural environment/character.

The intent of using the land protection criteria selection process was to simplify the preferred land use evaluation process to a level which met the intent of the town vision, goals and objectives, as well as community input received throughout the comprehensive planning process. A description of each of the selected criteria and their associated planning objectives in meeting this intent follows.

Wetlands (Criteria 1)

Wetlands are targeted for protection based on the many known ecological and societal functions and benefits they provide, the severe constraints they pose for development, and the existing local, state and federal regulations which regulate and limit uses and activities within and near wetlands. In addition, many of the town's wetland areas represent some of the highest quality remaining natural areas in Milltown, and therefore, greatly contribute to the rural character of the area and the protection of water quality of the town's lakes.

Map 8-3 illustrates the locations of wetlands inventoried by the Wisconsin Department of Natural Resources (WDNR). Additional information related to town wetlands and the potential benefits and functions they provide are discussed in Section 5 of this plan.

Floodplains and Shoreland Buffers (Criteria 2)

Similar to wetlands, floodplains are targeted for protection based on the many known ecological and societal functions (e.g., flood storage, wildlife habitat) and benefits they provide, the severe constraints they pose for development, and the existing local, state and federal regulations which regulate and limit uses and activities within floodplains.

Planning objectives related to directing growth away from floodplains include:

- ◆ Preserve existing natural infrastructure to convey, store, and treat floodwaters.
- ◆ Allow areas for natural movement of streams.
- ◆ Avoid known areas susceptible to flooding because of the risk of injury and property damage.
- ◆ Save future public and private dollars spent on flood control, habitat restoration, surface water quality and improvement, and rescue services.
- ◆ Preserve physical and hydrologic connections between different habitat types.
- ◆ Retain rural character by protecting undeveloped areas currently associated with most of Milltown's floodplain areas.
- ◆ Protect remaining undeveloped or uncultivated floodplain and shoreland areas important for fish and wildlife habitats, recreation (e.g., hunting, fishing), and maintaining rural character.
- ◆ Provide for natural areas to filter pollutants prior to entry into surface water areas

Map 8-4 illustrates the locations of floodplains mapped by the Federal Emergency Management Agency (FEMA).

Map 8-4 illustrates the shoreland buffer areas as administered by Polk County. New development and land disturbance in these areas are regulated by lot size, vegetation clearing, erosion control and building setback requirements.

Planning objectives related to identifying shoreland buffer areas include:

- ◆ Maintain a “safety zone” to allow for flooding and natural stream meandering, especially around town surface waters where no mapped floodplain exists.

- ◆ Protect remnant undeveloped or uncultivated floodplain and shoreland areas important for fish and wildlife habitats, recreation (e.g., hunting, fishing), and maintaining rural character.
- ◆ Provide for natural areas to filter pollutants prior to entry into surface water areas.

The shoreland buffers depicted on Map 8-4 establish an area for general land use planning purposes. The functions and values of adjacent shoreland areas vary. Therefore, the town will need to ensure that adequate information is available to identify potential impacts based on detailed site information.

Land Beyond 300 feet of Public Roads (Criteria 3)

Protecting land beyond 300 feet of public roads was established to accomplish several goals and objectives relative to future land use. These objectives can be described as follows:

- ◆ Realize the cost-effectiveness of utilizing the existing road network to accommodate any future development.
- ◆ Limit further fragmentation of the town's agricultural lands, woodlands, and open space to the benefit of agriculture, wildlife and preserving the rural character of Milltown.
- ◆ Limit driveway length to assist in response time for police, fire, and emergency rescue vehicles.
- ◆ Provide large undeveloped tracts of land for recreational uses such as hunting, trapping and wildlife observation.

Directing growth to locate close to existing roadways can contribute greatly to retaining Milltown's farmland and rural character (Map 8-5).

Woodlands 10 Acres or Greater (Criteria 4)

Woodlands 10 acres or greater in size were selected for protection for several reasons including: 1) maintaining the town's rural character; 2) providing wildlife habitats; 3) preserving outdoor recreational opportunities; and 4) because woodlands are a unique and important feature not only within the town, but also the entire northwestern Wisconsin region. Map8-6 illustrates the locations of these woodlots, where a majority can be found in the western portion of the town.

Further underscoring the importance of woodlands is that many of them are found within or adjacent to town wetland and shoreland areas thereby contributing greatly to the habitat diversity

found within such areas. Preserving woodlands will therefore help meet other community goals and objectives such as protecting wildlife habitat, protecting water quality, and retaining rural character.

Natural Resource Protection Programs (Criteria 5)

The importance of Natural Resource Protection Programs are discussed in Section 8.3, however it is important to explain that these programs were identified to develop an understanding of the land ownership pattern within the town and which towns are publicly owned or have long-term management and preservation plans. Applicable natural resource protection programs in the town include lands enrolled in Forest Crop Law and Managed Forest Lands. Both of these programs are administered by the Wisconsin Department of Natural Resources (WDNR). Other lands identified include public lands owned by the State of Wisconsin, Lake Protection and Rehabilitation Districts, the Unity School District and the Federal Government. Map 8-7 identifies this ownership and resource protection pattern.

Prime Agricultural Soils (Criteria 6)

Prime agricultural soils are defined by the U.S. Department of Agriculture, Soil Conservation Service as capability classes that show, in a general way, the suitability of soils for most kinds of field crops. The soils are classed according to their limitations when they are used for field crops, the risk of damage when they are used, and the way they respond to treatment. Class I soils have few limitations that restrict their use. Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. Class III soils have severe limitations that reduce the choice of plants, or that require special conservation practices, or both.

The identification of prime agricultural soils allows the town to determine the extent and location of soils suitability for most kinds of field crops in order to provide for the protection of continuous blocks of farmland.

Land Within One Quarter Mile of Active Farms (Criteria 7)

Farmland preservation was identified as a top priority during the public participation process. Land use planning was considered one important way to protect the right to farm. Active farms were identified in the town during the land use inventory process (Map 8-9).

Research on existing right-to-farm ordinances throughout the United States revealed 1,000 feet of buffer as a common distance. Map 8-9 was generated to show a 1,320 foot buffer (one quarter mile) area around established for farms. A slightly larger buffer was chosen to further prevent incompatible land uses by maintaining cropped farmland and open space areas between farms and other developed areas.

Combined Land Protection Criteria Overlay Map

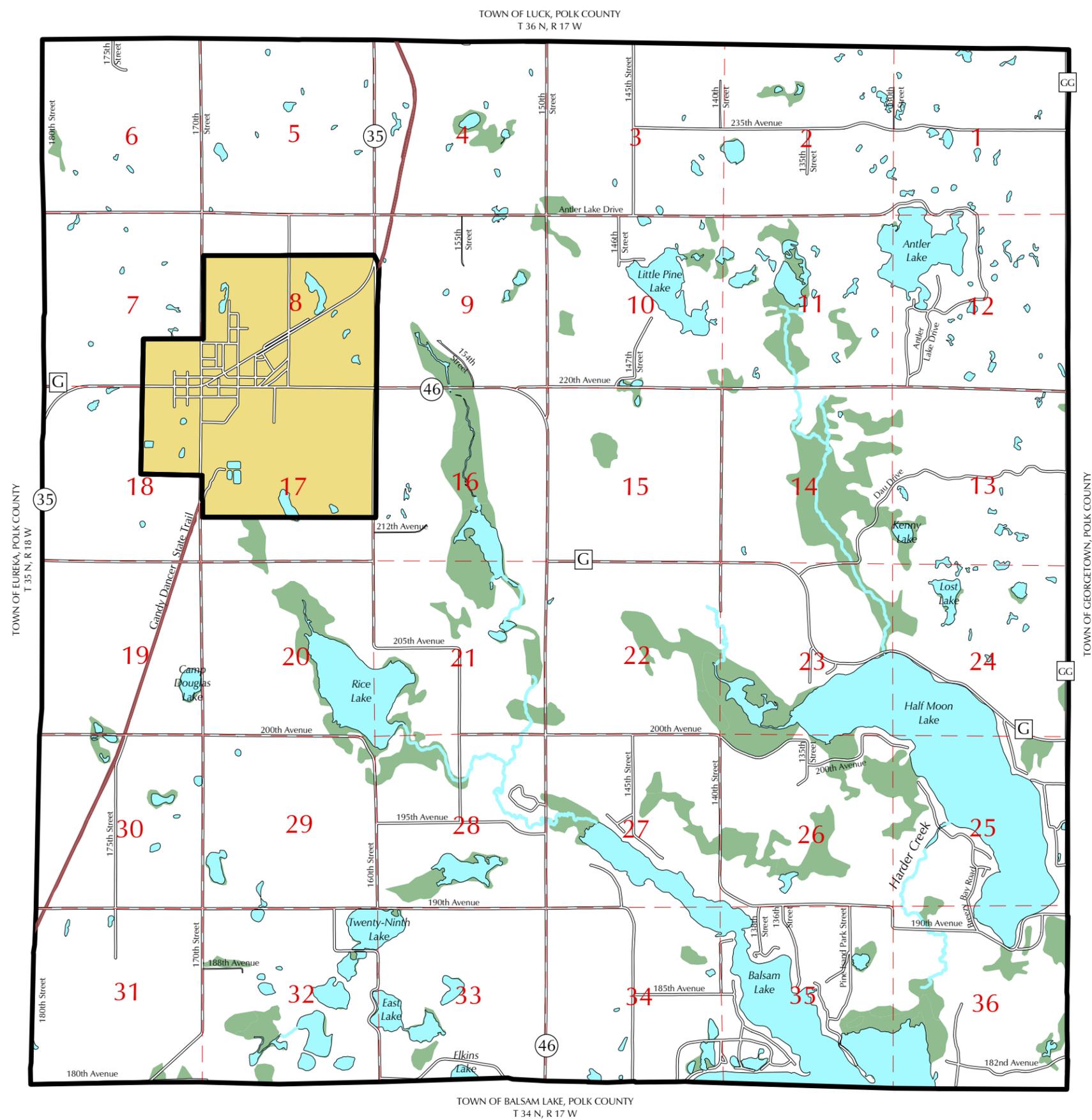
Using geographic information system (GIS) computer technology, each land protection criteria (see Maps 8-3 thru 8-9) were overlaid and combined into one map. The overlay process mapped and calculated the total number of land protection criteria present for all town lands. Map 8-10 is the culmination of this effort.

Town lands indicated by the green areas on Map 8-10 represent areas which do not conflict with any of the seven overlaid land protection criteria based on best available information.

All other town lands contain one or more of the selected land protection criteria based on best available information. The protected areas are identified on Map 8-10 by the number of protection criteria exhibited. Areas identified by darker gray shades contain several of the protection criteria, while the lightest gray areas are impacted by only one of the protection criteria. Town lands containing fewer land protection criteria are not necessarily more suitable for development. For example, areas containing wetlands would be considered unsuitable for development even if it was the only protection criteria present. Conversely, Town lands containing more than one land protection criteria reflect areas where multiple planning objectives can be realized.

The Combined Land Protection Criteria Map served as a guide in the development of the Town of Milltown Preferred Land Use Plan.

MAP 8-3 PROTECTION CRITERIA WISCONSIN DEPARTMENT OF NATURAL RESOURCES (WDNR) WETLANDS Town of Milltown Polk County, Wisconsin



WDNR Wetlands

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Surface Water
- Village of Milltown
- 36** Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).



MAP 8-4 PROTECTION CRITERIA FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) FLOODPLAIN AND SHORELAND BUFFERS Town of Milltown

Polk County,
Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin

-  FEMA Floodplain
-  Shoreland Buffers*
- Other Features**
-  Town Border
-  Roads
-  Streams
-  Section Lines
-  Surface Water
-  Village of Milltown
- 36** Section Numbers

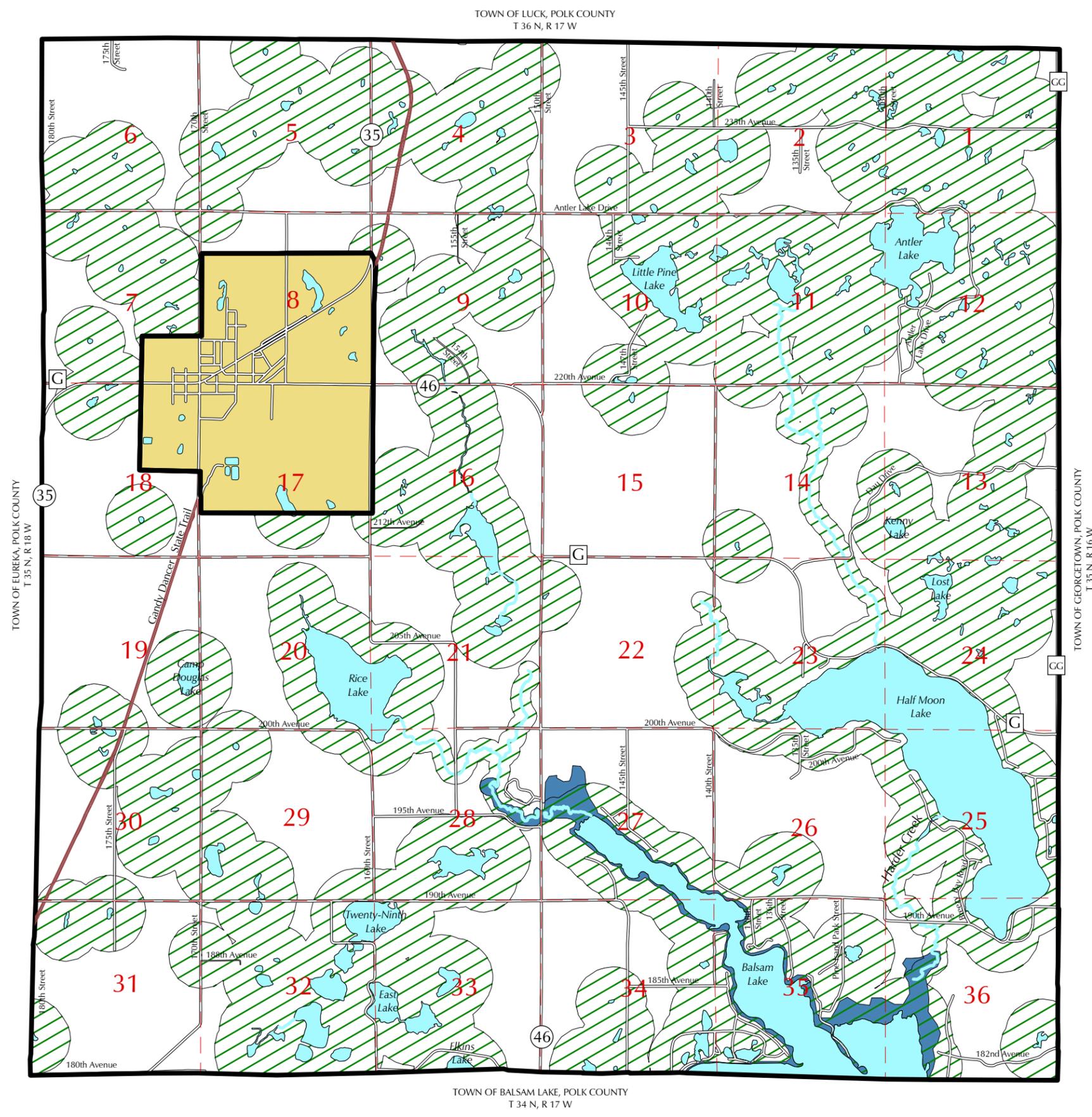
*Shoreland Zoning consists of 300' buffer around streams and rivers as well as a 1000' buffer around ponds and lakes.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).



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MAP 8-5 PROTECTION CRITERIA LAND BEYOND 300 FEET OF PUBLIC ROADWAYS Town of Milltown

Polk County,
Wisconsin



 Land Beyond 300 Feet of Public Roadways

Other Features

-  Town Border
-  Roads
-  Streams
-  Section Lines
-  Surface Water
-  Village of Milltown
- 36** Section Numbers

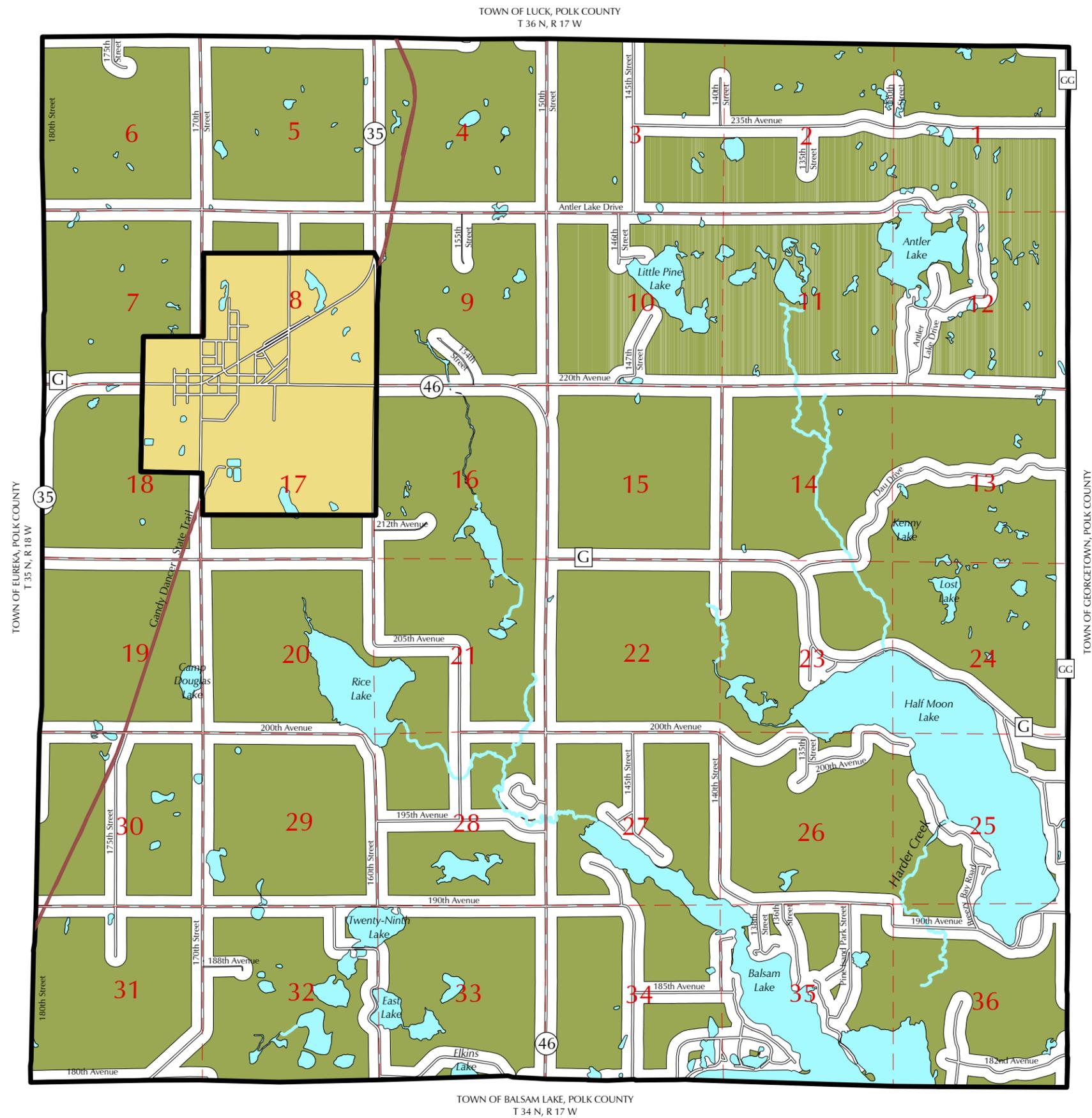
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

0 1000 2000 3000 4000 5000 Feet

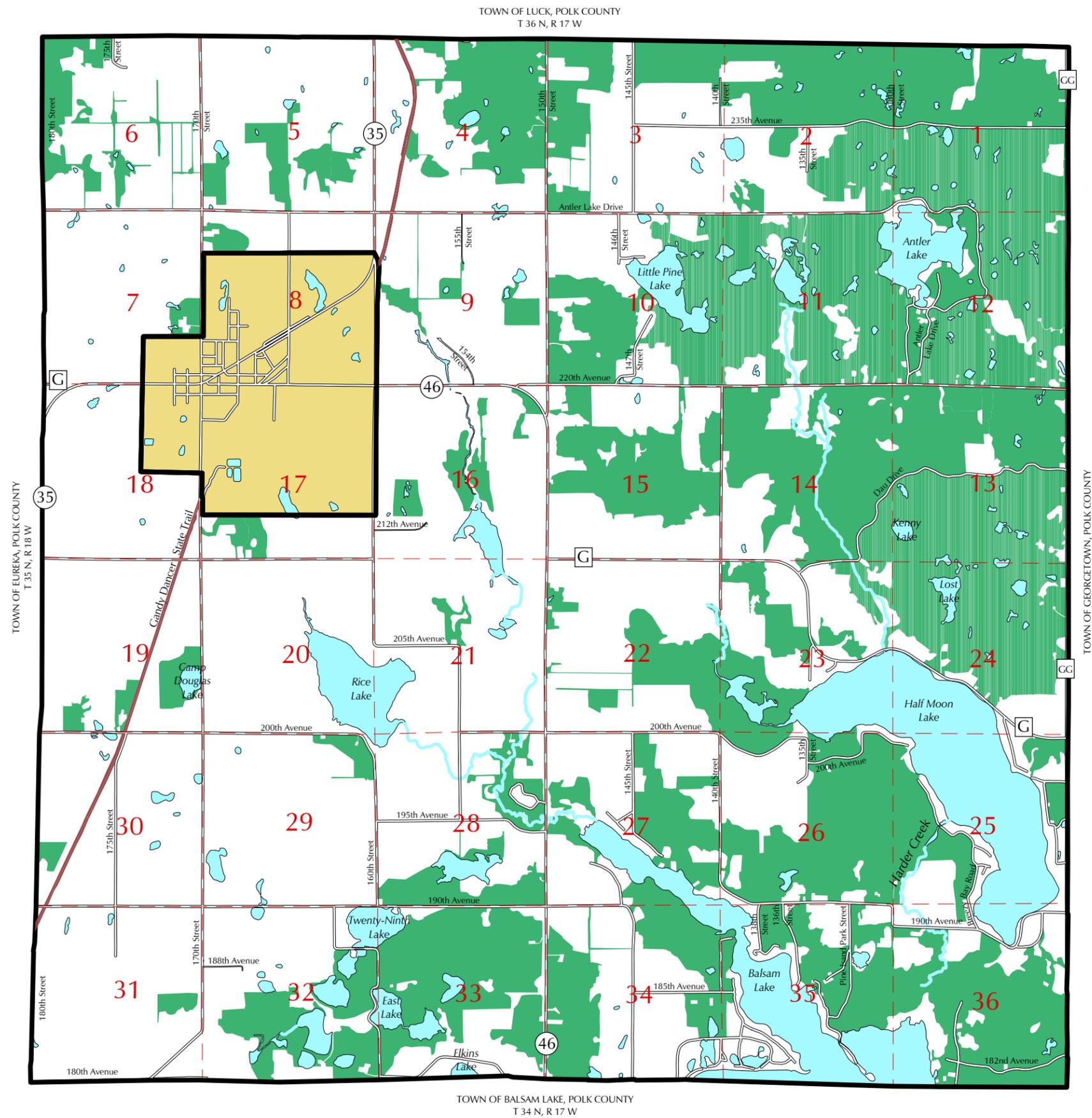


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MAP 8-6 PROTECTION CRITERIA WOODLOTS 10 ACRES OR GREATER Town of Milltown

Polk County,
Wisconsin



Woodlots 10 Acres or Greater

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Surface Water
- Village of Milltown
- 36** Section Numbers

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Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).



MAP 8-7 NATURAL RESOURCE PROTECTION PROGRAMS

Town of Milltown
Polk County,
Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

- State Owned Lands
- Balsam Lake Protection Rehabilitation District
- Federally Owned Lands
- Unity School District
- Forest Crop Law
- Managed Forest Law-Closed
- Managed Forest Law-Open

Other Features

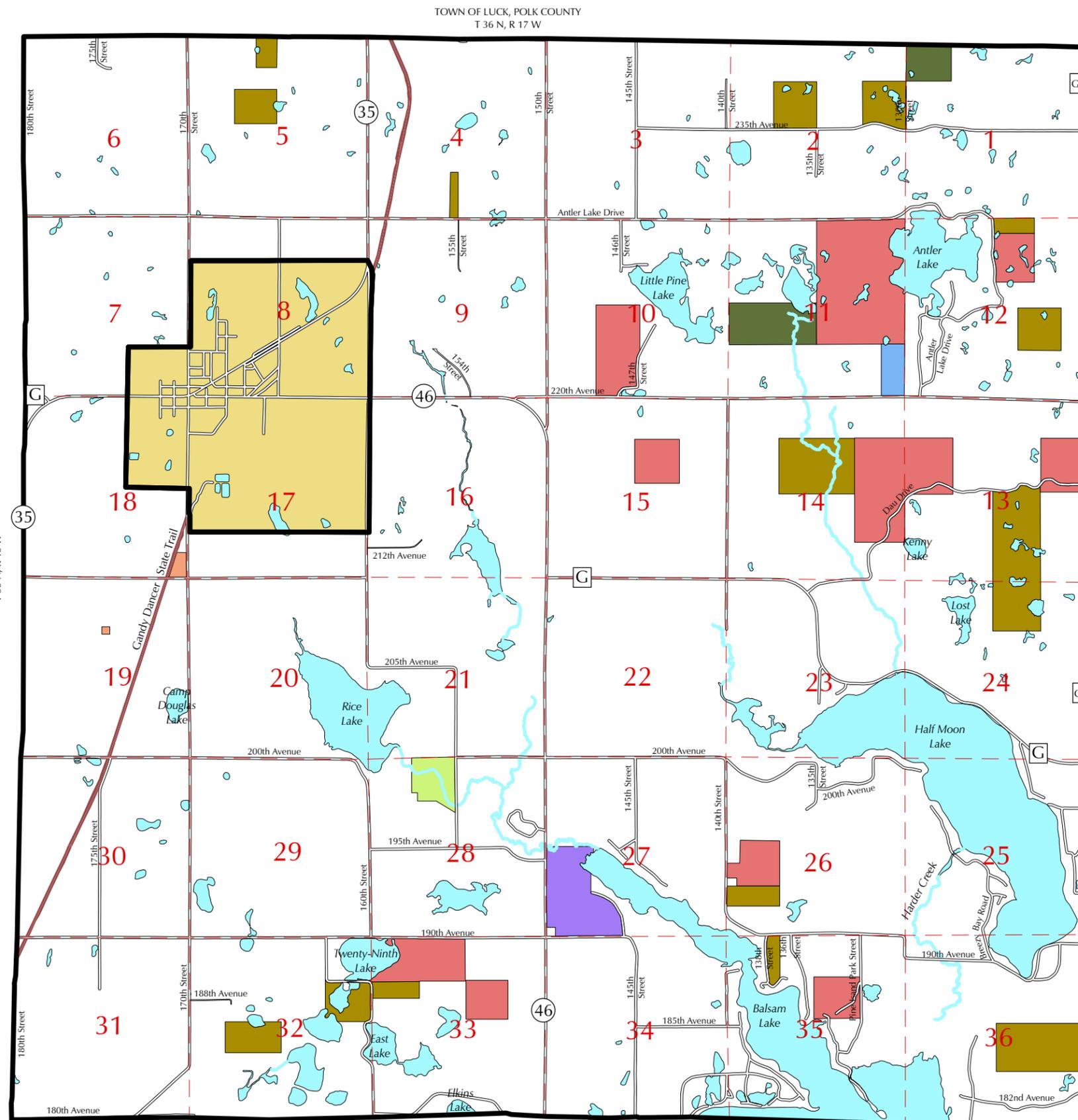
- Town Border
- Roads
- Streams
- Section Lines
- Trail
- Surface Water
- Village of Milltown

36 Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography
Interpretation, 2000 (1992 Photos), WI DNR 2001.

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TOWN OF LUCK, POLK COUNTY
T 36 N., R 17 W

TOWN OF EUREKA, POLK COUNTY
T 35 N., R 18 W

TOWN OF GEORGETOWN, POLK COUNTY
T 35 N., R 16 W

TOWN OF BALSAM LAKE, POLK COUNTY
T 34 N., R 17 W

MAP 8-8 PRIME AGRICULTURAL SOILS (CLASS I, II, III) Town of Milltown

Polk County,
Wisconsin



Site Location
Town of Milltown
(Polk County)
T. 35 N., R. 17 W.

State of Wisconsin

 Prime Agricultural
(Class I, II, and III Soils)

Other Features

-  Town Border
-  Roads
-  Streams
-  Section Lines
-  Surface Water
-  Village of Milltown
- 36** Section Numbers

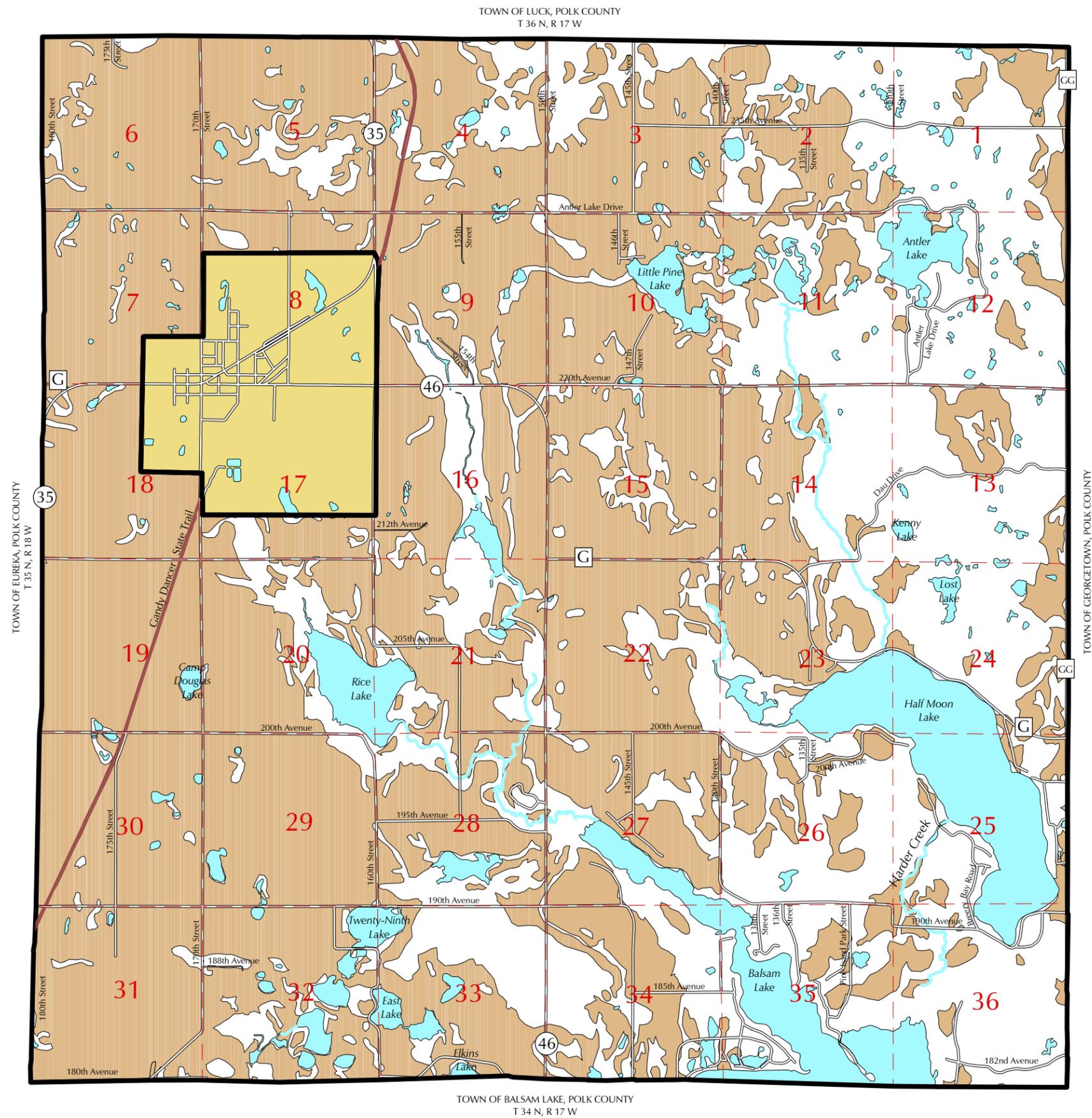
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

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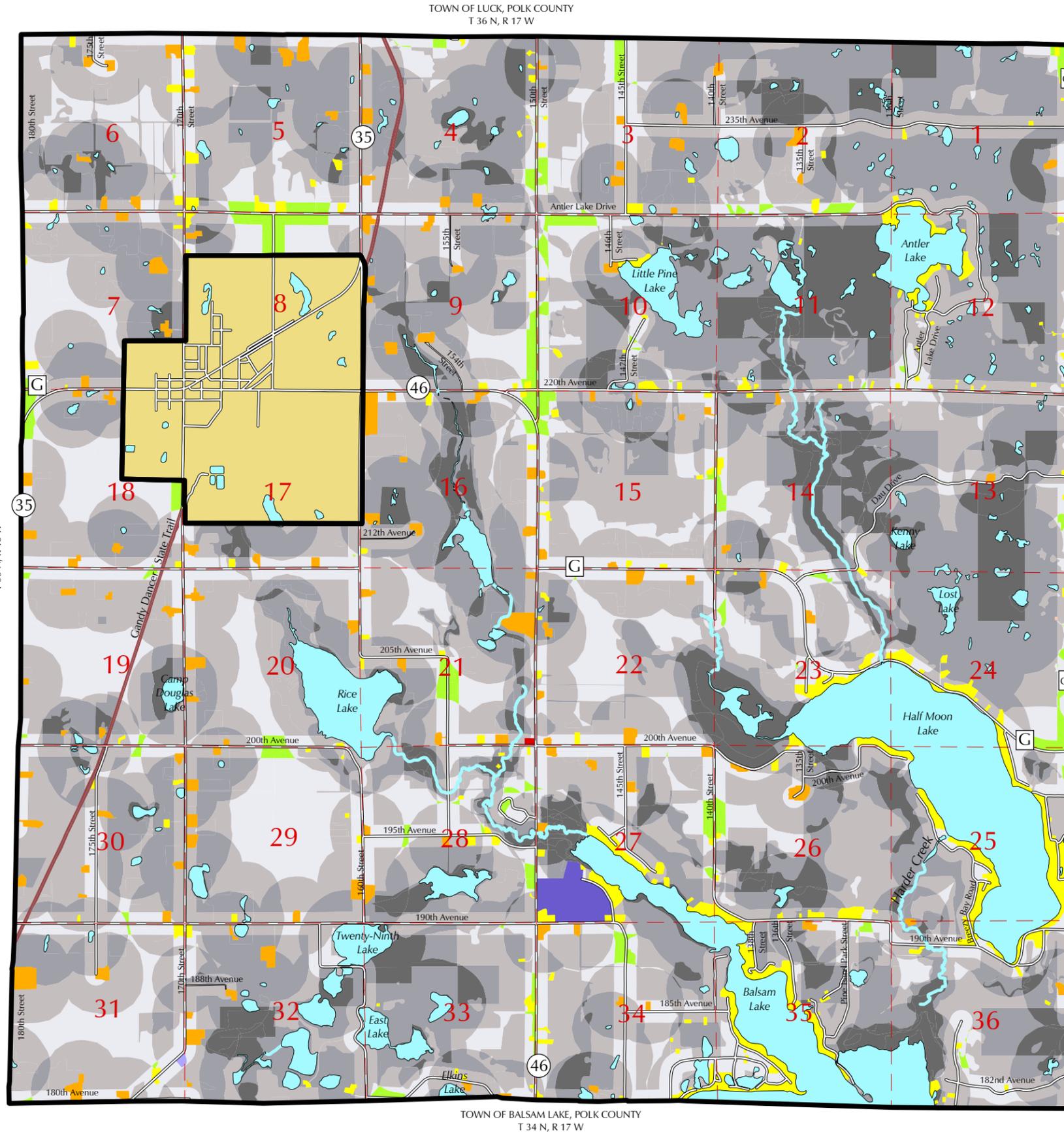


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MAP 8-10 COMBINED LAND PROTECTION CRITERIA Town of Milltown

Polk County,
Wisconsin



Combined Protection Criteria

- Zero Criteria
- One Criteria
- Two Criteria
- Three Criteria
- Four to Seven Criteria

Intensive Land Use

- Single Family Residential
- Mobile Home
- Farmstead
- Commercial
- Government/Public/Institutional
- Cemetery
- Recreational Trail

Other Features

- Town Border
- Roads
- Streams
- Section Lines
- Surface Water
- Village of Milltown
- 36 Section Numbers

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Source: Polk County, 2000;
FVD Digital Orthophotography Interpretation, 2000 (1992 Photos).

0 1000 2000 3000 4000 5000 Feet



8.7 Preferred Land Use Plan

The Year 2020 Preferred Land Use Map represents the desired arrangement of future land use within the town. Each classification provides general guidelines and criteria for implementing the plan. The map and text serve as a guide for local officials to coordinate and manage future development of the town. The preferred land use classifications are not zoning districts and do not have the authority of zoning. Although advisory, the map and preferred land use classifications are intended to be used by town officials as a guide when making land use decisions such as reviewing lot splits, rezoning requests, building town roads, buying land for a park, or reviewing conditional use permits.

Lakeshore Residential (Yellow)

Intent and Description of Management Area: This management area is intended to maintain high quality single family residences consistent with the existing development pattern around the lakes within the town of Milltown. The Lakeshore Residential management area consists primarily of single family residential development (both seasonal and permanent) along Little Pine Lake, Antler Lake, Rice Lake, Half Moon Lake, Balsam Lake, and Elkins Lake. Most of the shoreline parcels have been developed, while most second tier (off-water) parcels are still vacant. Very little commercial development has taken place along the lakes within the town. In general, future commercial development is not compatible with the existing land use pattern. Although residential densities are significant within the Lakeshore Residential areas surrounding Balsam Lake and Half Moon Lake, no public water or sewer service is available. All water and sewer needs are provided by private onsite systems. Duplexes, multifamily and condominium developments would not be consistent with the existing land uses and character of development surrounding the lakes within the town, and should not be considered without the installation of public sewer and water.

Properties within the Lakeshore Residential management area should be developed and improved to minimize impacts to the shoreline in order to preserve water quality; fish and wildlife habitat, shoreline aesthetics and other public natural resource values of the lakeshore. Property owners should be made aware of the benefits of a natural shoreline and encouraged to go “beyond” the minimum restrictions established within the Polk County Shoreland Zoning Ordinance by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavements) to limit runoff, and minimizing shoreline vegetation clearing.

Lakeshore properties should be allowed to develop at densities in accordance with the Polk County Lake Classification System and Polk County Shoreland Zoning Ordinance. Lot sizes and frontage requirements will vary depending on the lake. The Polk County Lake Classification System was developed based on lake sensitivity to development and is defined as follows: Class 1 - Least restrictive, Class 2 - Moderate restrictive, and Class 3 - Most restrictive.

Balsam Lake and Half Moon Lakes are classified Class 1 lakes. Antler, Rice, Spur (Little Pine), and Twenty-ninth lakes are classified Class 3 lakes. All other lakes under 20 acres in size and rivers are classified Class 3 lakes. Other named lakes within the town under 20 acres include Camp Douglas, Otter, East, Kenny and Lost Lakes. Second tier development, or off-water parcels, should have a 1.5 acre minimum lot size and 150 feet of frontage along a public road.

Policies and Recommendations

- ◆ Support the adoption of the Polk County Lake Classification System and subsequent update to the Polk County Shoreland Zoning Ordinance.
- ◆ Limit commercial development along the waterfront.
- ◆ Encourage single-family residential development as the preferred type of land use along the lakeshore.
- ◆ Support the extension and development of sewer and water around Balsam Lake, provided the extension of such services is proven cost effective and is supported by members of the Balsam Lake Protection and Rehabilitation District and will not require annexation by the village of Balsam Lake.
- ◆ Encourage development that preserves and protects the natural features of the site and water resource.
- ◆ Promote education programs that inform lakefront property owners of the benefits of a natural shoreland.
- ◆ Consider incentives to encourage shoreland owners to protect the shoreland.
- ◆ Work with Lake Associations to enforce programs that promote responsible use of the lakes.
- ◆ Encourage stormwater management by limiting impervious services and runoff that may occur as a result of development.

Rural Residential (Orange)

Intent and Description of Management Area: The Rural Residential management area is intended to provide for low-density single family residences in areas which are experiencing pressure to convert agricultural and rural/open space uses to residential uses. The Rural Residential classification is a transition area that allows for more dense development than in the Agriculture or Wooded Residential management areas, while still maintaining a separation

between the incorporated areas and countryside. The following areas have been identified as Rural Residential management areas.

North Village Area (A)

This area is located north of the village of Milltown, north and south of 230th Avenue. The area is mostly platted for 5 acre lots and larger, and some residential development has already begun to take place. This area is considered an infill area. Future subdivision platting for Rural Residential development, north of the village, should consider the possible extension of sewer and water and the ability of large lot landowners to further subdivide their property in the future in order to allow for the cost effective extension of public utilities.

STH 46 and 220th Avenue Area (B)

The STH 46 and 220th Avenue area is a major intersection that is centrally located within the town. This area is also considered an infill area, as some development has already taken place here. Given the curve along STH 46 in this area, future driveway access for residential development should take place along 140th Street or 220th Avenue.

STH 46 Between the Village and Unity Schools (C)

This area involves property that has street frontage on either side of STH 46. Public sewer and water has been installed along this corridor. Future landowners should be made aware of the availability of sewer and water along this corridor and encouraged to hook up. Landowners would have to become members of the sanitary district.

West Balsam Lake Area (D)

The West Balsam Lake area involves the land between Five Flags Golf Course and Unity Schools, and the land north and south of 185th Avenue, including the Hidden Forest subdivision area. The Hidden Forest subdivision area is a large lot subdivision and is considered an infill area. The rest of the land in this area is undeveloped. Given the location of this area in relation to the Five Flags Golf Course and Unity Schools, as well as being adjacent to residential development along Balsam Lake and general proximity to the village of Balsam Lake, this area is recognized as the major growth area for the town. Special attention and priority should be given to the development of conservation subdivisions in this area. As conservation (cluster) subdivisions develop, an interconnected network of open space will develop that would allow for a trail system linking the school, golf course and neighborhoods in the area. This would promote a walking environment and safe travel alternative for children attending Unity Schools. In addition, the open space would be important in meeting the recreational needs of residents in this area.

East Balsam Lake Area (E)

This area is located south of 190th Avenue, between 138th Street and Pine Island Park Street. The area is adjacent to lakeshore development and contains a mixture of small lots that were previously platted and larger lots. This area will serve as a transition area between Lakeshore Residential management areas along Balsam Lake and the Wooded Residential management areas to the north and east.

Policies and Recommendations

- ◆ Establish a 3-acre minimum lot size for rural residential development, except where conservation site design concepts are used.
- ◆ Conservation site design is a method that requires that the dwelling units be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a large portion of the parcel as dedicated open space (at least 50%). In order to encourage this style of development, the town will consider a 25% density bonus. Lots developed using conservation site design would have a 1-acre minimum lot size.
- ◆ Strongly encourage conservation subdivisions within the West Balsam Lake Area in order to promote the preservation of open space, recreational opportunities and a potential trail linkage between residential neighborhoods and Unity Schools.
- ◆ Duplexes are recognized as a permitted use within the Rural Residential management area. However, duplexes should be disbursed throughout the town in order to ensure a low density of duplexes in a predominantly single family development area.
- ◆ Multifamily development (3 units or more) should be encouraged to locate within incorporated areas that have the sewer and water infrastructure to service such densities.

Wooded Residential (Green)

Intent and Description of Management Area: The Wooded Residential management area is intended to achieve the goal of preserving rural character, and maintaining forestry integrity by preserving large tracts of forested land, while allowing for low-density single family residential development. A 10-acre minimum lot size is recommended for the Wooded Residential management area, which is consistent with the eligibility requirements of the DNR Managed Forest Law (MFL) program. The MFL program provides property tax reduction incentives to landowners of wooded parcels at least ten acres in size. However, at least 80% of the land must be productive forest land (timber producing), land must be enrolled for either a 25 or 50 year period, and a DNR approved forestry management plan must be approved for the property. The

Wooded Residential management areas consist of private forested lands, wetlands, smaller tracts of farmland, and offshore areas.

Policies and Recommendations

- ◆ Establish a 10-acre minimum lot size (4 housing units per 40 acres base density standard equivalent) for residential development in Wooded Residential areas, except where conservation site design concepts are used.
- ◆ Conservation site design is a method that requires that the dwelling units be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a large portion of the parcel as dedicated open space. In order to encourage this style of development, the town will consider a 25% density bonus, allowing 5 dwelling units per 40 acres, with an open space deed restriction of 50% over the entire parcel. Lots developed using conservation site design would have a 1-acre minimum lot size.
- ◆ Encourage development to occur in a manner that maintains the environmental quality and rural appearance of the area.
- ◆ In most instances, new road construction should be discouraged and residential development should be located within 300 feet of an existing road in order to avoid the fragmentation of woodlands.

Agriculture (Brown)

Intent and Description of Management Area: The Agriculture management area consists of primarily agricultural land, farmsteads, woodlands and open spaces, at very low residential densities. The Agriculture management area also accommodates hunting and other recreational pursuits and includes hobby type farmsteads intermixed with scattered non-farm single family residences, a few gravel pits and small businesses. The intent of this management area is to retain farming as a strong component of the town's economy, and preserve productive farms by preventing land use conflicts between farming operations and incompatible uses. The intent is also to preserve the rural character of the town and provide equitable opportunity for landowners to receive some economic value for their property. Agricultural lands and open spaces make up nearly 50% of the existing land use in the town of Milltown. As such, it forms the basic character of the town.

Efficient farming practices require large tracts of land, free from encroachment of residential and other incompatible uses. This is necessary to provide for protection of agricultural investments, maintain workable field sizes, allow for consolidation of farms, and most importantly, keep land available for agricultural use.

Areas that fall under the designation of “Agriculture” include land which has prime agricultural soils, a history of farming, and relatively little development.

Policies and Recommendations

- ◆ Establish a 35 acre minimum lot size in order to preserve large tracts of farmland and minimize conflicts between residential development and farming operations.
- ◆ Allow for a one time land division of up to 2 acres (1 acre minimum) from a 35 acre parcel. Existing farmsteads shall not count against the ability to perform a one time land division per 35 acres.
- ◆ Protect prime farmland soils from non-farm related development and encourage its use for agriculture.
- ◆ A one time lot split should be located on non-prime farmland, and arranged so as to minimize conflicts between the new residential development and existing farming operations.
- ◆ Non-farm development should be located within 300 feet of an existing road in order to avoid farm fragmentation.
- ◆ No new road construction should be allowed that will fragment farmland and potentially increase development pressure.
- ◆ Work with Polk County to review applications that impact the town and are subject to the Polk County Manure and Water Quality Management Ordinance. Applications that affect property within the extraterritorial review jurisdiction of the village of Milltown and the village of Balsam Lake should be reviewed for their impacts on these population centers.

Commercial (Red)

Intent and Description of Management Area: The Commercial management area is intended to allow for limited commercial development clusters along STH 35 and STH 46. Business uses should be a mix of highway business (auto dependent), tourist related ventures, community service and local contractor shops. The areas that have been identified adjacent to the village of Milltown are consistent with existing land uses, and are currently zoned for commercial development. In addition, providing specific areas for commercial development will help to avoid conflicts between residential development and scattered commercial ventures throughout the town.

This plan recognizes that the adjacent villages of Milltown and Balsam Lake are the commercial centers of the immediate area. Future business development adjacent to the village of Milltown should consider densities which would not preclude the possibility of accessing future public sewer and water infrastructure systems through a border agreement with the village.

Also, the town of Milltown has a few light industrial uses which include a sawmill, woodworking showroom, mini warehouses and an implement dealer. The town does not have an improved industrial site location with public sewer and water. Therefore, no areas have been targeted for industrial development. However, the town should work with the village to develop a boundary agreement that addresses the village's plan to expand its industrial park to the south and west of the intersection of Industrial Avenue and Tiger Street.

Policies and Recommendations

- ◆ The Preferred Land Use Plan map identifies targeted areas along STH 46 and STH 35. Future commercial development should take place within these areas and expand outward.
- ◆ Commercial development should be concentrated in order to create a compact development pattern.
- ◆ A linear, or “strip” development pattern should be avoided by encouraging infill of the areas that have been targeted for commercial development.
- ◆ Prior to the approval of any rezonings for commercial development, the applicant should submit a plot plan that can demonstrate that the site has sufficient and usable space for principal and accessory structures, storage areas and parking, and allows for proper vehicular circulation to and within the site. In addition, town officials should consider attractiveness or physical appearances, maintenance, ingress/egress, safety, traffic, waste management and impacts on neighboring land uses.

- ◆ Work with the village to develop a border agreement that addresses the possibility of extending sewer and water services to commercial areas identified within the town of Milltown, and to address the expansion of the village's industrial park.

Government/Institutional (Purple)

Intent and Description of Management Area: This classification is designed to accommodate the current location and future expansion of the VFW building, the town shop, and Unity Schools. The existing government and institutional land uses within the town are adequate for the next several years. However, as the town grows during the 20 year planning period, the town should continually review the need for a town hall and community center.

Policies and Recommendations

- ◆ Encourage proper maintenance and appearance of publicly owned sites.
- ◆ Promote the use of existing government and institutional buildings in order to maximize the use of existing resources.
- ◆ Work with the Unity School District to anticipate and coordinate growth and expansion needs.

Parks and Recreation (Light Green)

Intent and Description of Management Area: The Parks and Recreation management area is intended to accommodate the location of the Gandy Dancer State Trail, Five Flags Golf Course and the public boat launches and swimming areas located on Rice Lake, Balsam Lake, Half Moon Lake and Antler Lake. Given the presence of existing recreation areas within the town, facilities associated with unity Schools, the rural nature of the town and the proximity of parks and playgrounds within the villages of Balsam Lake and Milltown, there are no plans for expenditures for a community park. As the town grows during the 20 year planning period, the town should continually review the need for additional trail heads along the Gandy Dancer State Trail, as well as the need for a community park and additional public access to the lakes within the town.

In general, it should be recognized that the town of Milltown has a significant seasonal population and a number of tourists that pass through the area to visit a variety of lakes, surrounding towns, and tourist destinations in Polk County. It is possible that the town could receive development proposals for another golf course, mini-golf and go-carts, riding stables, or a campground. Park and recreation-type development proposals need to be reviewed carefully for their consistency with the vision statement, goals and objectives, and other policies and programs established as part of the town of Milltown comprehensive planning process.

Policies and Recommendations

- ◆ Work with Polk County and neighboring villages to improve existing boat launch facilities when necessary and evaluate future needs for public access to the lakes.
- ◆ Promote the presence of the Gandy Dancer State Trail as a valuable recreational resource that runs through the town.
- ◆ Recreational facilities should locate adjacent to or near the developed areas of the town.
- ◆ Recreational facilities should be discouraged in the agricultural portions of the town.
- ◆ Work with developers and encourage the development of conservation/cluster subdivisions in areas identified in this plan in order to develop an interconnected network of community greenways that link neighborhoods and other nodes of development.
- ◆ The town should work to develop a bicycle and pedestrian plan that provides local residents safe and convenient access to the Gandy Dancer State Trail.

Conservancy (Blue)

Intent and Description of Management Area: The Conservancy management area is intended to identify environmentally sensitive areas within the town that are regulated by county, state or federal agencies and limit the uses that may occur there. More specifically, the Conservancy areas consist of WDNR wetlands and FEMA floodplains. These environmentally sensitive areas provide scenic open space, wildlife habitat, stormwater management, and help improve water quality. Other than trails and environmental education activities, development should be steered away from these areas.

The Conservancy management areas are also important to several of the Lake Associations or Lake Protection and Rehabilitation Districts within the town. Protection of these areas is consistent with the plans that have been developed by these organizations.

Policies and Recommendations

- ◆ All development proposals adjacent to the Conservancy management areas shall be reviewed for effects on environmentally sensitive areas.
- ◆ Wetlands within and adjacent to Conservancy areas should be maintained or converted back to their natural state whenever possible.

- ◆ The town should require a buffer from wetland edges in order to minimize the impacts of development.
- ◆ Lands within the 100-year floodplain should be protected from development in order to avoid damage to public and private property.
- ◆ Development should be steered away from these areas.

9 Implementation

This element will include a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the objectives, policies, plans and programs contained within the earlier elements of the plan.

The element will also describe how each of the elements of the plan will be integrated and made consistent with the other elements of the plan. There will also be included a mechanism to measure the town's progress toward achieving all aspects of the plan. This element will also include a process for updating the plan, which shall be done no less than once every ten years.

9.1 Action Plan

1. Task: Adopt the *Town of Milltown Comprehensive Plan*
Who: Town Board
When: May 2002
2. Task: Establish a Town Plan Commission (by ordinance)
Who: Town Board
When: Summer 2002
3. Task: Develop a Subdivision Ordinance
Who: Town Board and Plan Commission
When: Summer 2002
4. Task: Coordinate land use administration procedures with Polk County
Who: Town Board and Plan Commission
When: Summer and Fall 2002
5. Task: Pursue intergovernmental cooperation with other jurisdictions
Who: Town Board
When: Ongoing

6. Task: Develop a “code of ordinances” to address topics such as abandoned vehicles, nuisances, driveway access, obscenity, erosion control, etc...
Who: Town Board, Plan Commission and Town Attorney
When: 2002-2002; priority should be discussed and work plan coordinated with Plan Commission
7. Task: Participate in the development of the Polk County Comprehensive Plan
Who: Town Board and Plan Commission
When: 2002 until adoption
8. Task: Conduct a review of the comprehensive plan
Who: Town Board and Plan Commission
When: May 2003 and annually thereafter
9. Task: Monitor Wisconsin’s Smart Growth Legislation for changes
Who: Plan Commission and Town Board
When: Ongoing
10. Task: Update the Comprehensive Plan
Who: Plan Commission and Town Board
When: 2012 at the latest; minor amendments may need to be completed during the interim

9.2 Changes to Applicable Land Use Controls

Zoning and Subdivision Ordinance

The town of Milltown is under the jurisdiction of the Polk County Zoning Ordinance and Subdivision Ordinance. Some minimum lot size recommendations contained within Section 8 of this plan are not consistent with the Polk County Zoning Ordinance. In order to address this inconsistency, the town should develop a subdivision ordinance that is linked directly to the recommendations of comprehensive plan, thus allowing the town to regulate lot sizes and land division procedures. Permitted and conditional uses will still apply according to the County Zoning Ordinance.

Polk County is in the process of developing a comprehensive plan. It is anticipated that the county will conduct a comprehensive revision to the zoning ordinance after its adoption in order to promote consistency between the plan and its recommendations. The town should review any revisions and determine their applicability and appropriateness to the recommendations of this plan.

Official Maps

The town does not have an official map. It is expected that the town will address future street layout, park dedication and trail development by requiring the submittal of an area development plan prior to any subdivision approvals.

Sign Regulations

Sign controls are a function of the Polk County Zoning Ordinance. The town should work with the county to limit billboards and off premise signage.

Erosion/Stormwater Control Ordinances

Erosion control and stormwater management will become a function of the town subdivision ordinance.

Historic Preservation Ordinances

Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preservation. The town will consider the adoption of a historic preservation ordinance to protect historic structures within the town including several historic school buildings and sites.

Site Plan Regulations

The town currently has no site plan regulations. Site design and planning will become a function of the town subdivision approval process.

Building Codes

Wisconsin Statutes provide that a town board may enact and enforce building code ordinances under ss.62.17, 101.65, 101.76 and 101.86. The Town Board will pursue the hiring of a town building inspector.

Sanitary Codes

The sanitary code is administered by Polk County. This code was recently updated for conformance with COMM 83. No changes are proposed.

9.3 Planning Element Integration and Consistency

Smart Growth legislation requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Milltown Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies and recommendations.

Over time the potential for inconsistency between the plan and existing condition will increase, therefore requiring amendments and/or updates to be made, as discussed within the following section. Over time, additional plans regarding specific features within Milltown may also be developed (i.e., outdoor recreation plan, farmland preservation plan). The process used to develop any further detailed plans should be consistent with this *Town of Milltown Comprehensive Plan*.

9.4 Comprehensive Plan Amendments

The town of Milltown should regularly evaluate its progress towards achieving the goals, objectives, policies and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based.

According to Smart Growth legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more smart growth compliant plans are developed the amendment procedure may be clarified or changed and should therefore be monitored.

The town of Milltown, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, is required to follow the following steps to amend the plan.

- ◆ The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.

- ◆ The Plan Commission will then recommend its proposed comprehensive plan amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

- ◆ One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, Town sanitary district, public inland lake protection and rehabilitation district or other special district. (b) The clerk of every city, village, town, county and regional planning commission that is adjacent to the Town. (c) The Wisconsin Land Council. (d) After September 1, 2003, the Department of Administration. (e) The regional planning commission in which the Town is located. (f) The public library that serves the area in which the Town is located.

- ◆ The Town Board, by a majority vote, will then approve an ordinance for the amendment to take effect. The ordinance will then be filed with the serving public library and the clerk of all adjacent local governmental units.

9.5 Comprehensive Plan Update

Wisconsin Smart Growth legislation requires that the comprehensive plan be updated at least once every ten years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes, new or removed language.