City of Lake Mills, Wisconsin
Comprehensive Plan

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INTRODUCTION

Located in northwestern Jefferson County on the eastern shore of Rock Lake, the City of Lake Mills is a community that was founded on and grew from the area's abundant natural and agricultural resources. While these remain important defining characteristics of the community, the City's residents have also benefited from an economy with regional access to major economic centers such as Madison, Milwaukee, and Chicago.

Over the last fifteen years, the City's population has been increasing steadily - presenting both opportunities and challenges. Economic growth has provided local employment opportunities, urban amenities, and a larger, diversified, and more robust tax base. However, as population increases, so does the need for municipal services to keep pace with growth and changing demands. In addition, growth brings with it additional pressure on the existing resource base that is necessary to sustain and improve the quality of life for future residents. In this context, it is essential to plan for development in a controlled, orderly, and predictable manner that will enhance the City's ability to retain its small-town character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources both within it limits and within the surrounding area.

A. Purpose of this Plan

This *Comprehensive Plan* is being prepared under the State of Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. Th*e Plan* is organized into chapters that specifically address each of the nine elements required by the "Smart Growth" law. Each chapter presents background information on the respective element (e.g. *Transportation, Land Use, Economic Development*) and then presents an outline of the City's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the end of each chapter.

The final chapter (*Implementation*) of the document indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

B. Planning Process

The State of Wisconsin's Smart Growth legislation describes how a comprehensive plan must be developed and adopted (see sidebar on previous page). After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Any program or action undertaken by the City after 2010 that affects land use will have to be consistent with this *Plan*. These programs or actions include zoning and subdivision ordinances and official mapping.

PLAN ADOPTION PROCESS

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

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

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

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public workshops and meetings.

At the outset of this planning process in February 2007, the City Council adopted by resolution its Public Participation Plan to ensure that this Plan accurately reflects the vision, goals, and values of its residents. The Public Participation Plan reflects the dedicated commitment of Lake Mills' City Council, Plan Commission, and City staff, to get on-going input from local citizens, community and special interest groups, and representatives from neighboring jurisdictions. Due to this extensive public participation process, the recommendations of this Comprehensive Plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

C. General Regional Context

Map 1 shows the relationship of the City to neighboring communities in the region. The City is located roughly 25 miles east of Madison and 50 miles west of Milwaukee. The City is bordered on the west, north, and south by the Town of Lake Mills and borders the Town of Milford to the northeast and the Town of Aztalan to the east. The nearest incorporated municipalities include the City of Waterloo to the northwest, the Village of Johnson Creek to the east, and the City of Jefferson to the southeast. As of December, 2006 the City encompassed approximately 3.44 square miles.

D. Selection of the Planning Area

The Planning area includes the City and an area slightly beyond its 1.5 mile extraterritorial jurisdiction (ETJ), as illustrated in Map 1: Jurisdictional Boundaries. Within the ETJ, state statutes enable to the City to plan for those areas that bear relation to the City's development, review and regulate land divisions, enact extraterritorial zoning, and establish and implement an Official Map. The City currently exercises all of these functions in all or parts of its 1.5 mile radius. The City has an interest in identifying areas of possible future growth, areas for preservation, and areas in which conflicts over land use decisions within and between communities may occur. The City also has an interest in ensuring that the types of development allowed to take place in its ETJ areas prior to annexation are compatible with the City's long term goals and anticipated pattern of development. Because the 1.5 mile ETJ radius automatically expands as the City annexes land, this *Plan* considers the future and makes recommendations for the area within and slightly beyond the City's current 1.5 mile ETJ.

E. Regional Planning Effort

This *Comprehensive Plan* was prepared concurrently with five other communities in Jefferson County as part of a state-funded, multi-jurisdictional planning process. These communities included the Cities of Waterloo, Jefferson, and Fort Atkinson; the Village of Johnson Creek; and the Town of Aztalan. The same consulting firm worked with all six communities in preparing their plans. The City of Lake Mills took part in intergovernmental meetings involving all of these communities throughout the process.

F. Regional Influences

The City of Lake Mills has been and will continue to be influenced by the natural, cultural, and economic conditions of Jefferson County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the City will face over the next 20 years. Map 2 illustrates some of these regional influences on Jefferson County and the City of Lake Mills.

Natural and Recreational Assets

The City of Lake Mills is situated in the northwest portion of Jefferson County. Although located at the center of the rapidly growing Southern Wisconsin region, Jefferson County's natural landscape has remained relatively undisrupted by development when compared with the rapidly urbanizing areas of southeastern Wisconsin and Dane County to the west. The County's roadways offer some of the most spectacular views of glacial drumlins in the world. Other nearby natural areas include nine State Natural Areas and State Parks, six Land Legacy Places, access to two State Trails, and an abundance of water resources, including wetlands, lakes, and rivers. Several of these are located in and near the City of Lake Mills. As Jefferson County communities have faced increasing growth pressures, residents and property owners have begun taking measures to preserve rural character and the highly productive farmland that still blankets the towns and surrounds the villages and cities.

Access and Transportation Networks

Lake Mills' location along Interstate 94 and the access it provides to growing metro areas provides economic, social, and cultural benefits as well as challenges. The combination of local natural amenities, small town character, and access to urban employment and conveniences make the City an increasingly attractive location for residents who are employed in other communities. An analysis of commuting patterns indicates that every day over 23,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth. Running east and west through the City, I-94 provides direct or nearly direct access to Madison, Milwaukee, Janesville, Beloit, the Fox Valley, and Green Bay as well as many of the Midwest's other major economic centers, including Chicago, Minneapolis, and Detroit. Jefferson County is also traversed by US Highways 12 and 18 and State Highways 19 and 89, and has a direct connection with I-39/90, located west of Jefferson County. While not serving Lake Mills directly, three major railroads (the Wisconsin & Southern Railroad Co., Canadian Pacific Railway, and the Union Pacific Railroad) maintain track and provide freight services elsewhere in the County. For more distant travel, Lake Mills is also within an hour's drive from both the Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee. Map 2: Jefferson County Regional Influences illustrates some of the impact that this regional context has and will continue to have on the City of Lake Mills.

These same regional attributes also make the City of Lake Mills an attractive place to locate a business as well as live. The City is home to several large employers, and its diversified economic base makes it possible for many residents to work in the community where they live. As energy and transportation infrastructure costs rise, and environmental issues come to the fore, transportation efficiency and alternatives are becoming increasingly important issues.

Proximity to Major Employment, Shopping, and Cultural Centers

The City of Lake Mills is located within a short driving distance of several major regional employment centers, shopping, and entertainment destinations. Roughly 25 minutes west of Lake Mills, the City of Madison is a major employment center featuring the seat of state government and many state agencies, the University of Wisconsin-Madison, several regional medical centers, and a regional bio-agriculture research center, to name a few. Shopping in the Madison area includes several regional shopping malls and districts, and other unique shopping opportunities such as State Street and the Farmer's Market on the Capitol Square. The many cultural and entertainment venues include the Overture Center, Union Terrace, the Alliant Energy Center, various University sports venues and numerous restaurants and bars. To the east, the Milwaukee Metropolitan Area is within an hour's drive of the City of Lake Mills and likewise offers diverse employment, numerous cultural and entertainment venues, and shopping destinations. The cities of Janesville and Beloit to the southwest are also relatively accessible, as is the Fox Valley to the northeast. For weekend excursions, Rockford, Illinois and Downtown Chicago are less than 2 ½ hours from the City. Lake Mills has long been a weekend and seasonal resort and tourist destination for people from these areas.

How to best capture and balance the benefits presented by these local, regional and national influences is a key reason for developing the *Comprehensive Plan*.

Map 1: Jurisdictional Boundaries

Map 2: Jefferson County Regional Influences

CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter of the Plan contains pertinent demographic trends and background information for the City. This information provides a comprehensive understanding of the changes taking place in the City of Lake Mills. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies and programs to guide the future preservation and development in the City over the 20-year planning period.

A. Population Trends and Forecasts

Over the last ten years, the City of Lake Mills has experienced substantial population growth. Table 1 compares the City of Lake Mills' population trends over the past thirty years with several neighboring communities and the County. Between 1990 and 2000, the City experienced a 16.9 percent increase in population. Similarly, the municipalities that surround Lake Mills experienced considerable increase in population during this same time period, except the Town of Aztalan which experienced a two percent decrease. The City of Lake Mills' estimated 2005 population was 5,067 residents according to the Wisconsin Department of Administration (DOA).

Table 1: Population Trends

	1970	1980	1990	2000	% Population Change 1990-2000
City of Lake Mills	3,556	3,670	4,143	4,843	16.9
Town of Lake Mills	1,472	1,515	1,584	1,936	22.2
Town of Aztalan	1,306	1,752	1,476	1,447	-2.0
Village of Johnson Creek	790	1,136	1,259	1,581	25.6
City of Jefferson	5,429	5,687	6,078	7,338	20.7
City of Fort Atkinson	9,164	9,785	10,213	11,621	13.8
City of Whitewater*	1,909	2,422	2,466	2,611	5.9
City of Waterloo	2,253	2,393	2,712	3,259	20.2
City of Watertown	15,683	18,113	19,142	21,598	11.4
Jefferson County	60,060	66,152	67,783	75,767	11.8

Source: U.S. Census Bureau, 1970-2000 **For portion in Jefferson County only*

Projecting future population is an important element of the Comprehensive Plan because it is a key tool in predicting demand for community services and the amount of land likely to be needed for development over the next 20 years. The more realistic the assumptions that inform the projection are, the more accurate (and therefore useful) a given projection is likely to be.

Table 2 shows three population projections for the City in five-year increments through the year 2030. The first of the three population projections in Table 2 has been generated by the Wisconsin Department of Administration (DOA). The second projection is a 25-Year Straight Line Projection that was calculated by determining the City's average annual population change for the last 25 years and projecting that forward for the next 25 years. The third population projection is one based on the same 25 year period, but compounds the average annual *rate* of growth for the last 25 years.

Population projections based on data from a longer time period are less likely to be skewed by recent short term trends in residential and economic development. Using the average annual rate of growth

expressed as a percentage of the population rather than the average increase in numbers is generally considered to be a more robust measure because it captures rates of natural increase in net immigration regardless of the absolute number of people in the community. Historically, DOA population projections have under-predicted population growth for such rapidly growing areas Southeastern Wisconsin and Dane County. While the City of Lake Mills and Jefferson County as a whole have not grown as fast as these areas in recent years, an comparison of DOA projections from 1993 for the years 2000 and 2005 reveal a similar pattern of under prediction in Jefferson County. The City's 2000 population of 4,843 exceeded the DOA's 1993 prediction for 2000 by 200 people or 4.3 %. Similarly, the estimated 2005 population of 5,067 exceeded DOA's 1993 projection for 2005 by 242 people or 5%. By comparison, the 25-year Compounded Growth projection in Table 2 over a similar time period (in this case out to 2010 and 2015) exceeds DOA estimates for those years by 2.3% and 5% respectively. Therefore, the 25-year Compounded Growth Projection appears to predict rates of growth more consistent with the City's actual growth, at least over the last two decades.

Another reason to give more weight to higher rather than lower populations in Table 2 has to do with the City's location in relation to the region. Given the continued rapid growth of Madison and other Dane County communities within convenient commuting range, the City is likely to continue to experience higher rather than lower rates of growth over the next 10 and 20 years.

The 25-year Compounded Growth Projection is therefore the population projection for this *Plan*. Using this approach, the City's projected population increase through 2030 is substantially higher than that projected by the Wisconsin DOA estimates. As with any population projection based on past trends, it assumes that various factors influencing population growth will remain fundamentally the same.

Table 2: Population Projections

	2000*	2005**	2010	2015	2020	2025	2030
Wisconsin DOA[1]	4,843	5,067	5,282	5,490	5,704	5,921	
25-year Straight Line Projection[2]	4,843	5,067	5,346	5,626	5,905	6,185	6,464
25-year Compounded Growth Projection[3]	4,843	5,067	5,405	5,765	6,149	6,559	6,996

*Source: * U.S. Census Bureau, 2000*
*** Wisconsin Department of Administration, 2005 population estimate*
[1] Wisconsin Department of Administration population projections through 2025
[2] Extrapolated based on annual average population growth 1980-2005
[3] Extrapolated based on the compounded average annual rate of growth (1980-2005)

B. Demographic Trends

Age and Gender

The City of Lake Mills' demographic data from the year 2000 is presented in Table 3. These data suggest that the City of Lake Mills' overall population is slightly younger than the surrounding communities but fairly representative of the County as a whole. Furthermore, demographic trends indicate that the City's median age has increased from 34.5 in 1990 to 36.0 in 2000. However, the proportion of residents over the age of 65 has decreased from 16.6 percent in 1990 to 14.5 percent in 2000, indicating that number of new working age families with children is outpacing any increase in the number of retirement-age individuals remaining in or moving to the City. The current proportion of school-age children residing in the City is the second highest among the surrounding communities and the County. Another significant demographic trend is the aging baby boom generation, who will begin retiring in 2010. This change will influence many aspects of the community including housing, employment and services.

Table 3: Age and Gender Distribution, 2000

	Median Age	% under 18	% over 65	% Female
City of Lake Mills	36.0	27.2	14.5	51.8
Town of Lake Mills	40.2	26.1	13.1	49.1
Town of Aztalan	38.5	25.7	12.0	49.8
Village of Johnson Creek	31.9	26.6	9.5	50.5
City of Jefferson	36.2	22.8	16.1	50.4
City of Fort Atkinson	36.5	24.2	14.5	51.7
City of Whitewater	21.9	12.3	8.9	51.1
City of Waterloo	34.5	27.3	11.4	50.3
City of Watertown	34.7	26.0	14.7	51.6
Jefferson County	36.6	25.2	12.8	50.4

Source: U.S. Census Bureau, 2000 **Only includes portion of community in Jefferson County*

Household Trends and Forecasts

Tables 4 and 5 present household characteristics for the City of Lake Mills as compared with several surrounding communities and Jefferson County. The City's average household size has decreased slightly from 2.51 persons in 1990 to 2.49 in 2000. In 2000, Lake Mills' household size was smaller than the Towns of Lake Mills and Aztalan, the Village of Johnson Creek, the City of Waterloo, and Jefferson County. This may be attributable to the fact that the City had a higher percentage of single-occupant households than the Cities of Jefferson and Fort Atkinson and Jefferson County.

Table 4: Household Characteristics Comparison

	Total Housing Units	Total Households	Average Household Size	Average Assessed Value*	Median Rent
City of Lake Mills	2,065	1,924	2.49	$176,834	588
Town of Lake Mills	812	720	2.66	$252,386	628
Town of Aztalan	553	530	2.73	$179,953	588
Village of Johnson Creek	659	624	2.53	$160,170	683
City of Jefferson	2,934	2,816	2.41	$146,523	554
City of Fort Atkinson	4,983	4,760	2.40	$139,360	549
City of Whitewater	4,340	4,132	2.38	$152,497	504
City of Waterloo	1,293	1,242	2.56	$141,994	581
City of Watertown	8325	8022	2.55	$186,892	563
Jefferson County	30,109	28,205	2.55	$163,097	564

Source: U.S. Census Bureau, 2000
**2006 assessed values provided by local assessors except where noted*
*** Department of Revenue, 2005*

Table 5 compares various characteristics associated with housing. The percentage of single person households, owner occupied homes, and single family structures are all comparable to other cities and villages in Jefferson County. Characteristically, the percentage of single family homes and owner occupied homes in the City is lower and the number of single person households is higher than in towns with few if any multi-family or specialized housing options.

Table 5: Housing Occupancy Characteristics Comparison, 2000

	Single Person Household %	Vacant %	Owner Occupied %	Single Family Units %
City of Lake Mills	26.8	6.8	68.9	66.4
Town of Lake Mills	17.5	11.3	88.5	88.1
Town of Aztalan	14.7	4.2	88.5	92.7
Village of Johnson Creek	23.7	5.3	66.7	45.0
City of Jefferson	28.3	4.0	60.8	60.8
City of Fort Atkinson	29.4	4.5	64.0	66.5
City of Whitewater	32.7	4.8	36.2	40.1
City of Waterloo	25.0	3.9	71.7	66.5
City of Watertown	25.5	3.7	63.5	64.6
Jefferson County	23.6	6.3	71.7	71.9

Source: U.S. Census Bureau, 2000

Table 6 shows a dwelling unit projection for the City through the year 2030, which was calculated using the 25-year compounded growth population projection selected as the basis for this plan from Table 2. The projection for number of household assumes a modest decrease in household size from 2.49 to 2.41 persons per household. This assumption is based on the continued societal trends toward an aging population and smaller households will be partially offset by local trends for local increases in the number of working families with children, and a possible increase in unrelated elderly living together or with adult children. Based on these assumptions, the City will have 2,810 households in 2030, or 788 more households than in 2000.

For planning purposes, the number of households is used to estimate demand of additional household units. As household size decreases, the number of households can be expected to increase for a given population. Changes in household composition will also influence housing demand. Trends indicate that there will be a continued need for a range of household types for various age, income, and lifestyles.

Table 6: Household (Dwelling Unit) Projections, 2005 - 2030

	Number of Households							
	2000	2005*	2010	2015	2020	2025	2030	% Change 2000-2030
City of Lake Mills	1,924	2,040	2,171	2,315	2,467	2,634	2,810	46.0

**Source: Wisconsin Department of Administration, 2005*

Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*.

C. Issues Raised Through Public Participation

The City's comprehensive planning process was guided by input that was collected from a variety of sources including three 2-hour Visioning Workshops, meetings with focus groups, and regular meetings with the City Plan Commission which is acting as the steering committee for development of the plan. The following is a summary of the issues identified by this process.

Vision Workshops

Three 2-hour Visioning Workshops were held; one each on March 31, April 4th, and April 12th. The workshops had identical formats and were designed to gain input from City residents on all aspects of the Comprehensive Plan through three exercises. Residents from adjacent Towns within the City's Planning Area were also invited to participate in the exercises. The exercises include an exercise to identify top values, threats, and positive assets in the City, a mapping exercise in which participants identified specific areas of concerns in the City's Planning Area, and a "top priorities" exercise to find out which concerns were most pressing. The results from all three exercises are summarized below. The summary results for the three separate workshops have been consolidated except as noted. A more detailed summary for each workshop and each exercise is located in Appendix A.

Top Values, Challenges, and Assets Exercise

When asked "What do you most value about the City of Lake Mills?", both City residents and participants from neighboring communities emphasized similar themes, including the small town character of the community and the sense of neighborliness, the downtown area and historic neighborhoods, surrounding agricultural and natural areas -- particularly Rock Lake, the public parks and trails that allow access to these undeveloped areas, and the City's location near larger metro areas.

When asked "What are some of the threats or challenges facing the City of Lake Mills both today and in the future?" participants from both the City and other communities noted a concern over pollution -- particularly water quality of Rock Lake -- shoreline development; survival of small businesses, particularly in the downtown; survival of small farms and worries over "mega farms"; concern over too much growth particularly "sprawl" and too many apartments; but also concerns about not attracting and retaining enough retail and employment; and improving and maintaining schools.

When asked "What potential positive trends, opportunities, and assets for Lake Mills both today and in the future?", top responses included the City's Main Street Program, the Arts Alliance of Greater Lake Mills, preservation of natural areas and parks including participation in regional and state preservation initiatives such as the Land Legacy Program, active economic development measures such as creation and development of the Business Park and the use of TIF financing, tourism, and opportunities for more traditional style neighborhoods with mixed housing and small scale commercial activities.

Individual participants were also asked "What is the current image of Lake Mills?" Many respondents used words like "Norman Rockwell" and "Mayberry"; a small, quaint community with beautiful natural areas and historic buildings, and a great place to raise a family, but noting concerns over some deteriorating older properties, quality of some "outer-ring" development, growth pressures, and local resistance to improving schools.

Individuals were also asked "What are some of the favorite places to take visitors?" and "What places do participants avoid taking visitors?" Among the favorite places to take visitors were the City Square, downtown shops and restaurants, various parks on Rock Lake and other natural areas, the Glacier Drumlin Trail, and walking through older neighborhoods. Places that participants avoided taking visitors included some newer subdivisions, older industrial properties, and various particular businesses and deteriorating properties.

Mapping Exercise

For this exercise, participants were asked to work in groups of six to eight people to express areas of concern and preferences for future uses using a detailed map of existing conditions in and around the City of Lake Mills. Participants were asked to show natural areas to be preserved, new recreation and pedestrian trails, transportation facilities or routes that require attention, community gathering areas of various types, areas to be redeveloped, and areas for new residential, commercial, and industrial development.

- Preservation Areas included the north and north east shore of Rock Lake, Tyranena Park, and an area north of Interstate 94, the Lake Mills Wildlife Area and other wetlands south of Rock Lake, farmland around the City, particularly to the south of the City, and the historic downtown.
- Areas for infill and redevelopment included intersection of Lake Street and Main Street, vacant downtown stores, the southern entrance to the City along STH 89, and various other specific properties.
- Gathering Places included possible campground north of Rock Lake, the downtown, a Fremont Street activity center, the schools, and some existing (such as Tyranena Park) and new public parks.
- Transportation issues included identification of several dangerous intersections, concerns over too much traffic on Highway 89, a possible alternative north-south route to relieve Highway 89, concerns over various existing streets in the downtown area, and concerns over a possible new interchange on I-94 at Wollins Road. Extensions of a bike trail network were identified for various areas.
- New recreation areas were identified in west and north end of the City.
- New residential areas included areas to the north, east, and south of the City. Many groups did not indicate areas for new residential development.
- New commercial areas included areas north and/or south of the I-94/STH 89 interchange, and various locations at the eastern edge of the City.
- New industrial areas included areas to the north of I-94 and build out of existing industrial park. Others included an area south of the City near the Lake Mills Wildlife Area.

Top Priorities

The third exercise involved identification the major issues concerning the future of the City and an opportunity for each participant to choose which of these issues was most important by assigning a point value. Each participant was allowed to assign a total of 5 points which could be divided as the participant saw fit (i.e. by assigning 1 point to five different issues, or assigning all 5 points to a single issue, or any combination in between).

The results from each of the three workshops are summarized below. Each topic or area of concern is followed by the cumulative number of points each issue received from participants of that workshop.

Top Priorities (March 31, 2007)

1. Focus on Infill/Redevelopment instead of growing outward (3)
2. Pedestrian and Bike friendliness (3)
3. Healthy Downtown (3)

4. Neighborhood connectivity (2)
5. Balance growth with preservation of existing community character (2)
6. Protect Rock Lake water quality, shoreland through Rock Lake Preservation Plan (Lake Management Plan) (2)

Top Priorities (April 4, 2007)

1. Protect lake shore development, wetlands (11)
2. Historic preservation of downtown (10)
3. Promote local small businesses (7)
4. Pedestrian safety; expand trail (6)
5. Ordinance enforcement (5)
6. Focus commercial development on downtown (4)
7. Public schools (3)
8. Pursue alternative energy sources (3)
9. Quality of life – small town character (2)
10. Continue planning efforts in the City (2)
11. Parks and recreation; community center (2)
12. Beautification of community entrances (2)
13. Affordable housing (1)
14. Protect farmland (1)
15. Purchase of development rights (1)
16. Economic development (1)

Top Priorities (April 12, 2007)

1. Keep/maintain schools (8)
2. Maintain quality of life (6)
3. Maintain natural area (6)
4. Revitalize downtown (5)
5. "Green" Building (5)
6. Preserve water supply (4)
7. Increase industrial business (4)
8. Improve bike/ped (3)
9. Slow growth (2)
10. Modernize city ordinances (2)
11. Better transportation access (2)
12. Increase access to community building (1)
13. Affordable housing (1)
14. Low density residential (1)
15. Decrease/update regulation (1)
16. Restore rail connection to metropolitan areas (1)
17. Improve traffic circulation East of the City
18. Maintain infrastructure

Focus Groups

On May 22nd 2007, the planning consultant conducted interviews with various representatives from the City of Lake Mills and surrounding communities. Interviewees were selected by City Staff at direction of the City's Plan Commission, which is serving as the steering committee for this Comprehensive Plan. Each participant was a member of one of the following four focus groups: the Land Development Focus Group, the Economic Development Focus Group, the Environmental Focus Group, and Intergovernmental Focus Group. The outcomes of the groups are summarized below.

1. The City had many positive attributes including:

- Location in the region and next to Interstate 94;
- Relatively healthy natural and agricultural resource base;
- Provision of public facilities, services, and policies such as park and recreational facilities (including public access to Rock Lake), the City's bike trails and sidewalks, management of the dam, the publicly owned utility, emergency services, public schools, and allowance of a wide range of housing choices appropriate to the needs of City residents;
- The layout and "small town feel" of existing neighborhoods, particularly in older areas of the community;
- The City has fewer unsold homes on the market, indicating that the rate of housing construction has been roughly in line with actual demand;
- Good industries and proactive policies for economic development through creation of the industrial park and use of TIF;
- The downtown, with its mix of commercial and civic activities and assets;
- Organizations such as the Main Street Program and Lake Mills Area Community Foundation; and
- A boundary agreement between the City and Town of Lake Mills and a potential agreement between the City of Lake Mills and the Town of Milford.

2. Concerns about present and future conditions for the City and its planning area include:

- The run down conditions of some older commercial, industrial, and residential property, particularly in the downtown and nearby areas;
- The City is or may grow or add territory faster than actual demand for development and before build- out or redevelopment of previously annexed territory;
- Some aspects of transportation planning such as upgrading of existing roads and planning for new roads is not keeping up with increased traffic and roads added to the City through annexation;
- More effort is required by individual businesses, the business community collectively, the City government, and other agencies and programs to revitalize, manage, and market redevelopment in older parts of the community, particularly the downtown;
- Provision of appropriate sites for future industrial and commercial development;
- Potential disagreement over the desire to encourage use of the downtown and concerns the impact of increasing amounts of motor vehicle traffic, particularly along Main Street;
- Under developed potential to capture the economic benefit of existing and potential regional tourism in the form of temporary and seasonal commercial lodging and commercial vendors that provide products geared toward visitors;

- Over use of Rock Lake by boaters and how best to method to manage it;
- Lack of consistency between City and County shoreland regulations and other environmental standards;
- Provision of affordable housing seen as a continual challenge;
- City ordinances, regulations, and procedures and development review seem intentionally or unintentionally hostile to economic development;
- Some concerns about the City growing north of Interstate 94 as it affects farmland, transportation, the City's sense community, the central role of the downtown; and
- Some County, State, and Federal Programs for economic and housing needs are either underused through lack of local administration and outreach to individuals or are not tailored to local conditions and need.

3. Some ideas for future directions for the City include:

- City should continue to emphasize making the most use of currently annexed land through redevelopment and efficiently laid out new development;
- City should grow in an efficient manner by limiting annexation of new areas until approved developments are substantially built out;
- City should reserve enough land through planning and zoning for economic development, particularly industry at appropriate locations;
- City should be broadly inclusive of different types of residential and non-residential provided that adequate planning, zoning, and design regulations exist to minimize conflicts, ensure high quality development, and maintenance of existing development;
- The City should retain Tyranena Park as a public park;
- The City should add new public open spaces as the City grows, particularly for passive, nature based uses;
- The City should continue to extend it bike trail and sidewalk network;
- The City should balance need for high development standards for residential development with the continued need for affordable housing;
- The City should balance the desire for some individuals to tear down and construct new homes on older lots with respect for the scale and character of existing neighborhoods and environmental concerns;
- City should encourage the maintenance and refurbishment of existing homes, particularly in the older neighborhoods;
- The City should allow a mix of housing types but should also address how the pattern and arrangement of such housing at the neighborhood and community scale to prevent both over concentration and random combinations;
- City government and downtown businesses should explore various ways of financing or attracting reinvestment to the downtown such as the creation of a BID district, public improvements, and working cooperatively to improve County, State, and Federal programs to attract reinvestment to older buildings;

- Downtown businesses should work together to coordinate business hours, share parking and trash collection facilities, identify and exploit local niche market opportunities (such as tourism), and cooperatively market the downtown as a whole;
- City could use short term or seasonal commercial lodging such as a hotel to provide options other than the City-owned seasonal mobile homes and trailers currently located on Rock Lake;
- The City should create the equivalent of an economic development coordinator that can assist local property owners', businesses, and industry with understanding the City's development review standards and processes, and with other programs, agencies, and regulations. The City should also coordinate with private interests to market the City to prospective employers;
- The private and public agencies should work with Jefferson County and other levels of government to ensure that programs designed to assist families, home-owners, and small businesses are accessible to City residents through promotion of existing programs and adjustments to existing programs such as WHEDA loans and Community Development Block Grants; and
- City should work with surrounding communities to establish formal understandings about growth and resource management;

Draft Plan Open House

TO BE COMPLETED AT A LATER DATE

D. Vision Statement

A Vision Statement is intended to broadly describe how a community would like to look, feel, and function in the future. All the goals, objectives, policies, programs, and actions outlined in this Plan should move the City towards achieving this vision.

CITY OF LAKE MILLS VISION STATEMENT

In 2030, the City of Lake Mills will be a multi-faceted City where residents live comfortably in close proximity to lively business centers, thriving industries, and unspoiled natural areas and waterways. The City will retain its historic connection to the area's natural surroundings through a network of parks, trails, protected natural areas, and surrounding agricultural and open space lands. New development will be planned so as not to diminish the quality of City's air, water, and land resources. The City's downtown will continue to be the civic and commercial heart of the City while newer business centers will serve other neighborhood and community needs. Residents of all ages live in attractive neighborhoods with safe, convenient access to the City's quality schools, parks, waterways, shopping, and employment centers.

E. Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, City Council members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

- Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.
- Objectives more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.
- Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.
- Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

CITY OF LAKE MILLS SUMMARY OF GOALS

Agricultural Resource Goal

Conserve farms and productive farmlands within the City's Planning Area.

Natural Resource Goal

Preserve the Natural Resources and Sensitive habitats within the City's Planning Area.

Cultural Resource Goal

Preserve the City's architectural and archaeological heritage and cultivate local civic and cultural life.

Land Use Goal

Provide for a broad range of land uses in a pattern that promotes efficient transportation and extension of municipal services and boundaries, minimizes conflicts between uses, harmonizes complementary land uses, and preserves property values.

Transportation Goal

Provide an efficient and safe transportation system for cars, trucks, transit, bicycles, and pedestrians.

Utilities and Community Facilities Goals

Provide high quality utilities, community facilities, and public services.

Coordinate utility, community facility, and emergency service planning with land use and transportation, natural resource, and economic development planning.

Ensure the provision of sufficient parks, recreational facilities, trails, and open spaces to provide for the health and recreation needs of all City residents

Housing and Neighborhood Development Goals

Provide for a range of housing types to meet the demands of existing and future residents of different ages, incomes, and preferences while preserving an emphasis on single family homes.

Create neighborhoods that provide residents with access to City amenities rather than isolated subdivisions.

Economic Development Goal

Strengthen and diversify the City's economic base to provide local employment, serve the needs of residents, and provide tax revenues to the City.

Attract and retain businesses that enhance the City's character, appearance, and image as a desirable place to live, work, and visit.

Intergovernmental Cooperation Goal

Work cooperatively with surrounding communities and other governmental jurisdictions to achieve mutually beneficial ends and resolve differences constructively.

CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This chapter of the Comprehensive Plan contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

AGRICULTURAL RESOURCES

A. Character of Farming

Agriculture in surrounding areas remains an important component of the City's economy and community character. According to the 2006 land use inventory, agricultural land accounts for approximately 28% percent of the City's total land area, and a much greater percentage of the land in surrounding towns is in agricultural use. A number of local industries such as Crystal Farms and Paw Natural depend directly on area agricultural products.

AGRICULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Limit non-agricultural development outside of the City limits through exercise of the City's extraterritorial authority.
- Work to coordinate farm and farm land preservation efforts with Jefferson County.
- Support markets and businesses that rely on locally produced, value-added agricultural products

B. Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 3 depicts the locations of Class I, II, and III soils in the City. Generally, Class I soils are located in small isolated patches compromising approximately 1.3 percent of the total land area. Class II soils are primarily concentrated in the area south of the City between STH 89 and Marsh Lake, east of the City

along the Crawfish Creek, and northeast of the City in the Town of Milford. Class II soils account for approximately 55.7 percent of the total land within the City's planning area.

Currently, relatively little land within the City limits is in active agricultural use.

Farmland Preservation Efforts

Local farmers can participate in several federal and State programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs, including:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The Wetland Reserve Program, which provides technical and financial support to help landowners with their wetland restoration efforts.
- The Wildlife Habitat Incentives Program, which provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- The Grazing Lands Conservation Initiative, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program.

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The City of Lake Mills has A-1 Exclusive agriculture zoning, but this is primarily a holding district, and little City territory is currently mapped in this district. The City has also established Exclusive Agricultural Zoning within its Extraterritorial Zoning Jurisdiction at the north end of the City. In 2006 there were 9 claims totally $1,255 for this credit in the City, for an average credit of $139. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to $10,000 of property taxes, with the maximum credit of $1,500. In 2006, there were 14 claims for this credit in the City of Lake Mills, constituting a total of $1,937 for an average credit of $138.

Participation in both of these programs was considerably higher in the surrounding Towns. For example, there were 59 claims totaling $39,968 under the Farmland Preservation Credit Program and 64 under Farmland Tax Relief Credit Program claims totaling $20,318 from Town of Lake Mills.

In 1999, Jefferson County prepared its Agricultural Preservation and Land Use Plan, which was intended to provide guidelines for development and agricultural and natural resource preservation through 2020. The County's Plan identifies most lands outside of the City's Urban Services Area in the Towns of Lake Mills, Milford, Aztalan and other Towns as agricultural preservation areas. The County enforces the policy through it zoning and subdivision review authority (e.g. A-1 Exclusive Agricultural zoning, etc). The City of Lake Mills has defers to the County's density standards and lot sizes within its 1.5 mile ETJ, but retains its own rules for lot configurations and other aspects of lot design.

C. Agricultural Resources Goals, Objectives, and Policies

Goal:

Conserve farms and productive farmlands within the City's Planning Area.

Objectives:

1. Preserve large tracts and productive agricultural land outside of the City's planned growth area.
2. Direct new home development to City lots served by Municipal Sanitary Sewer and at locations adjacent to existing development.
3. Limit new residential and other non-agricultural development outside of the City limits.
4. Work with surrounding communities and farmers to help preserve local farming as a viable occupation and way of life.
5. Support continuation and expansion of markets, businesses, and industries that purchase and add value to locally produced agricultural products, especially those agricultural products produced in environmentally sustainable manner.

Policies:

1. The City will foster an urban land use pattern and infill development where appropriate within the City to reduce the consumption of land for non-agricultural purposes.
2. The City will continue to exercise its extraterritorial planning, zoning, and land divisions powers within its 1.5 mile extraterritorial jurisdiction (ETJ) in order to limit non-agricultural development outside of the City limits.
3. The City will consider amending its subdivision ordinance to limit land divisions lying outside of the City's future urban service area but within its 1.5 mile ETJ and designated by the City's Future Land Use Map as "Agriculture/Vacant" to the number of land divisions and maximum lot size allowed by Jefferson County under the County's A-1 and A-3 zoning districts under the 1999 Jefferson County Agricultural Preservation and Land Use Plan, regardless of the County's underlying zoning unless specifically excluded from such policy through intergovernmental agreement with the affected Town.
4. The City will consider amending its extraterritorial land division ordinance to apply Jefferson County's 1999 land division policies for prime agricultural soils under it's A-1 Zoning District to all land within the City's Future Urban Service Area regardless of soil classification or underlying county zoning, unless excluded from such policy through intergovernmental agreement with the affected Town or the property is annexed and developed in accordance with the Future Land Use recommendations of this *Plan*.
5. The City will explore additional approaches to farm and farm land preservation in cooperation with Jefferson County and other Jefferson County communities, and the State of Wisconsin such as purchase of conservation easements or purchase of development rights programs.
6. The City will explore strategies for increasing the viability of area farms and farming through such means as the Lake Mills' farmers market, selling of locally produced farm products by City stores and

vendors, bulk purchases of local produce by area schools and other institutions, and the use of local crops and crop waste for local industrial uses.

7. The City will support County and State efforts to promote sustainable agricultural practices that do not negatively impact the area's long term groundwater supply or quality, surface water, soils, and air.
8. The City will continue to reserve land for industrial development potentially suitable for bio-based industries.

D. Agricultural Resource Programs and Recommendations

Minimize the Encroachment on Agricultural Land through Infill Development.

One strategy to minimize the consumption of undeveloped agricultural land is through infill development of territory already annexed and redevelopment of blighted, abandoned, or obsolescent properties already in the City. Often these properties are more costly and difficult to develop than undeveloped land at the City's periphery due to one or more of the following: Cost of removing obsolescent buildings; renovation costs exceeding that of new construction; remediation and other liability costs from previous contamination, more uncertainty in securing financing owing to the aforementioned conditions; and (somewhat paradoxically) higher land costs due to desirable locations near existing development. Tools available to local governments to provide incentives include the use of Tax Increment Financing (TIF), Community Development Block Grants, and various other State and Federal environmental clean up grants. (See Chapter 7: Economic Development for greater discussion of these programs). Of these, only TIF is based primarily on the resources and consent of local taxing jurisdictions, and is by far the strongest of the three in most situations (though other programs and funding are often critical to project success).

Effective use of Tax Increment Financing as a tool for encouraging redevelopment of blighted sites and reducing encroachment of green space at the urban fringe depends not only on the willingness of local taxing jurisdictions to use this tool to redevelop blighted and/or vacant areas within the City, but also refraining from using it to encourage development at the urban fringe where extension of City infrastructure and private development is economically feasible and likely without public financing.

The City has created four Tax Increment Districts that includes obsolescent buildings, contaminated sites, and other comparative disadvantages to development, and are discussed in greater detail in Chapter 7. This Plan recommends judicious use of TID financing and other programs for projects that promote infill and redevelopment of areas already in the City.

The City has also established a detailed Northside Neighborhood Plan for undeveloped areas currently within the City that recommends an efficient land use pattern that will minimize the need for the City to accommodate growth elsewhere (See Chapter 6: Housing and Neighborhood Development).

Minimize the Encroachment on Agricultural Land through promotion of a more Traditional Urban Land Use Pattern.

Since 1950, the State of Wisconsin has lost approximately one-third of its productive agricultural lands to development and to fragmentation of land ownership into smaller parcels by non-farmers. Since 1990, the rate of farmland loss to development has accelerated, with (See "Wisconsin Working Lands Initiative" call-out block). The problem is most acute in the rapidly growing counties such as Dane County to the West and the Southeastern Wisconsin counties surrounding Milwaukee. As these communities run out of developable land or implement tighter land use controls, Jefferson County communities can expect increased development pressures through 2030. The American Farm Land Trust has identified the Rock River Basin as the third most threatened region in the country.

Though some loss of farmland to development is inevitable owing to population growth and economic expansion, the rate of farmland loss has grown much more quickly than population in most areas. The

loss of farmland is largely the result of increased residential home and lot sizes in both rural areas and in cities and villages that have adopted a purely auto-oriented, suburban land use pattern. Where a common lot size for single-family homes in cities and villages was one-fifth of an acre prior to 1950 (or 5 dwelling units per acre), lots in many cities and villages since 1950 have grown to one-third, one-half, and or even larger lot sizes.

Suburban Sprawl

This pattern, commonly referred to as "urban" (or more appropriately "suburban" and "rural") sprawl, consumes up to five times the amount of agricultural land than the traditional pattern, and cannot be sustained indefinitely without irreparably diminishing the agricultural capacity and quality of life of the Lake Mills area and other parts of the State for future generations.

To combat this unsustainable trend, some smaller communities are returning to a more traditional pattern of development. This includes greatly limiting non-agricultural development in rural areas (discussed in greater detail in subsequent Recommendation#3 below), and increasing the density of uses in a pattern resembling that created when more people traveled shorter distances to meet daily needs.

A policy supporting these traditional patterns is compatible with the desire to maintain single-family housing as the dominant form of housing in Lake Mills, and will likely be facilitated by demographic trends toward increasingly smaller households with fewer children and more single-adults and seniors. These policies would limit unsewered development in the productive farmland at City's periphery and reduce the amount of land needed to accommodate future housing growth. More information on compact and traditional neighborhoods is discussed in greater detail in Chapter 6: Housing and Neighborhood development, but consequences for farmland preservation efforts are clear.

THE WISCONSIN WORKING LANDS INITIATIVE

The State's agriculture, forestry, and tourism industries contribute a combined total of $56.3 billion annually to Wisconsin's economy. In addition, Wisconsin's working lands and associated infrastructure put the state in a strong position to take advantage growing opportunities in burgeoning sectors such as the bio economy (the production of biomass for energy, chemicals and other products), eco-tourism (tourism based enjoyment and use of a given location's natural amenities in a sustainable manner), and agricultural diversification (organic farms, production of food for local markets).

However trends evident in the past several decades threaten this vital part of the State's economy, environment, and lifestyle. Wisconsin's highly productive agricultural lands are rapidly disappearing to development in many parts of the state. Divestment in and fragmentation of agricultural and forestry lands for smaller, private lots is making viable, large scale agricultural, timber, and hunting areas increasingly difficult in some areas. Population growth, changes in the forest and farm economy, and local land use polices that encourage or require increasingly large lots for housing and other uses have resulted in a decrease of productive farmland from 24 million acres in 1950 to 16 million acres by the 1990's.

Wisconsin, while once a national leader in farm land preservation and natural resource protection, has not adapted its working lands policies to comprehensively address changes occurring at the local, state, national, and international level. According to the Wisconsin Department of Administration, the average size of lot platted in the State's 24 fastest growing counties (excluding Milwaukee County) in 2005 was .73 acres (31,800 square feet), or just 1.5 housing units per acre. This is far short of the four housing units per acre that the National Association of Home Builders describes as "typical".

In an effort to address these issues in a comprehensive way, the Wisconsin Working Lands Initiative was launched in 2005 to find common ground on conserving the State's productive agricultural, forestry, and tourism lands to other forms of development. In June 2005 the Department of Agriculture Trade and Consumer Protection (DATCP) appointed a 28 member Steering Committee made up of representatives from and array of citizens including developers, farmers, foresters, environmental groups, local government representatives, and other groups. The Steering Committee issued its final 64-page report in August 2006.

The Wisconsin Working Lands Initiative Steering Committee's Final Report identified a series of goals and recommendations that recognize the need for a comprehensive action based on collaboration between various economic sectors, public and private actors, and all of the various levels of government from local to federal level. The report includes recommendations for improving past programs and strategies and creating new ones to make them more effective and attractive to owners of the state's working lands. A Copy of the WWLI report can be found at the website below.

Source: www.datcp.state.wi.us/workinglands/pdf/so-0155web.pdf

Continue to Support the 1999 Jefferson County Farmland Preservation Plan through exercise of the City's Extraterritorial Subdivision Review Authority.

The trend toward accelerated consumption of land for non-agricultural purposes in Wisconsin in recent decades has been even more evident in unincorporated areas than it has been in cities and villages (see Recommendation # 2 above). This phenomenon is being increasingly referred to as "Rural Sprawl" or "Exurban Sprawl". According to the Urban Land Institute, housing on lots of 10 acres or more accounts for 55%of productive land lost to development nationally since 1994.

Rural Sprawl

Owing to the much larger acreage per residence and a pattern of lot creation not constrained by extension of sanitary sewer and municipal water lines, the negative impacts of residential subdivisions and commercial development, on rural economic activities and environmental areas are proportionally much greater outside of cities and villages for the same number of residences.

Jefferson County's 1999 Farmland Preservation Plan is a comprehensive attempt to preserve productive agricultural land throughout Jefferson County. The plan, implemented through the County's zoning and subdivision authority, restricts the number of new residential lots on prime farm land to 1 new residential lot on 50 acres or less and 2 new residential lots on parcels 50 acres or more in size. Each new lot is limited to a maximum of 2 acres unless the land owner chooses to have fewer larger lots that do not exceed the total acreage allowed for the maximum number of two acre lots. For non-prime farm lands, the maximum number of new residential lots is 3 lots (again with 2 acres maximum area per lot) regardless of original parcel size. This plan is an attempt to balance the desires of property owners to create additional residences while retaining large, un-fragmented parcels of productive farmlands. The City will work to ensure that the County enforces its own 1999 policies within the City's Extraterritorial Jurisdiction

The City of Lake Mills also seeks to limit land divisions, non-agricultural development, and fragmentation of farmland through exercise of its own Extraterritorial Land Division Authority. This would be done to both limit low-density, unsewered development in the productive farmland at City's periphery and reduce barriers to annexation and more land-efficient development within the City. .In order to reduce the number of land divisions from what the City currently allows, reduce unsewered development in rural areas, and reduce confusion between City and County standards, the City will consider amending its current subdivision code to reduce the number of land divisions and size of new lots within its ETJ to those allowed by Jefferson County in it's A-1 and A-3 agricultural zoning districts. However, unlike the County, the City will consider applying the 1999 Jefferson Farmland Preservation policies for land zoned A-1 or A-3 by the County to all lands within the City's 1.5 mile ETJ regardless of proposed land use or whether the County grants or has granted non-agricultural zoning, To be most effective, the City would apply this stricter standard to all property designated as Agriculture/Vacant on the Future Land Use Map (see Chapter 3) within its ETJ unless otherwise covered by intergovernmental agreement with the Town of Lake Mills (See Chapter 8.). In order to reduce the barriers to future annexation even further, the City will consider further restricting land divisions within its future urban service area to the same number and size lots allowed by the 1999 Jefferson County Farmland Preservation Plan for the County's A-1 District only unless the subject property is annexed to the City and developed in accordance with Map 6: Future Land Use.

Consider adopting more restrictive land division policies for Extraterritorial Land Divisions within the City's planned Urban Service Area.

Though Jefferson County's Agricultural Preservation Plan is relatively restrictive compared with those in many other Wisconsin counties, there are some aspects of the County Plan that may allow a greater amount of rural residential development than is desirable to protect open space and prevent undesirable unsewered-residential within the City's ETJ. For example, the policies restricting residential development described above apply only to the County's Agricultural and Agricultural Rural Districts. County residential districts allow higher densities, and many of these areas, though not classified as prime agricultural land, are still valued opens spaces. There are several residentially zoned areas of this type that lie within the City's ETJ that also lie within the City's Future Urban Service area. The residential zoning would potentially allow for a significant number of residential lots in rural subdivisions that would not only consume more farm land than the same number of residential lots in the City, but also create barriers that prevents or impedes efficient annexation and extension of municipal services on the City's periphery.

The City currently maintains a policy of not extending municipal water to any area outside of the City unless it is annexed to the City and also refuses to provide sanitary sewer service to any area outside of the City not covered under inter-municipal agreement with the Town of Lake Mills. This *Plan* recommends continuation of this policy. However, this policy does not prevent land divisions for residential development in areas already zoned for residential uses by Jefferson County. Therefore, to more effectively limit development in the City's ETJ or at minimum its planned Urban Service Area to protect farmland and realize other objectives of this *Plan*, the City will consider a more restrictive policies for all lands within its extraterritorial land review jurisdiction.

This *Plan* recommends consideration of the following policies for within the City's Future Urban Service Areas (as depicted on the Future Land Use Map):

- Amend and enforce the City's extraterritorial land division ordinance to limit maximum size of new lots in the ETJ to 2 acres, require public street access and lot configurations that will not impede efficient long term growth of the City, and to limit residential densities to 3 or fewer lots (dwelling units) per non-prime agricultural land parcel of record and two or fewer lots (dwelling units) per prime agriculture parcel-of-record regardless of County or Town zoning.
- Discourage premature development and utility extensions in these areas,
- Prior to any intensive development within the Future Urban Service Area, the City should engage in detailed planning processes that leads to a clearly articulated vision for land use, transportation, and utility plans.

Consider Participating in Potential County or Local Purchase or Transfer of Development Rights Programs.

In 2007 Jefferson County created a Task Force to explore various ways to preserve agricultural and natural resource lands through purchase of conservation easements and/or development rights to augment local regulatory tools for protecting these areas. The benefits and costs of such programs could be subject of further discussion between the City of Lake Mills and other Jefferson County following adoption of this *Comprehensive Plan*.

Preservation of farmland through municipal zoning and subdivision ordinances provides a cost-effective means of preserving agricultural and other open lands from development. However, there are two main criticisms for relying on regulatory tools alone. The first stems from real or perceived unfairness to a property owner for diminishing expectations for development potential - and therefore the potential value - of property for purposes other than primarily agricultural or related uses. The second weakness, somewhat related to the first, is the general impermanence of zoning and subdivision regulations that can

be easily changed or weakened over time in the face of mounting pressures to cease farming and sell for development.

To help address the both issues, regions facing loss of agricultural land to development in some parts of the country (notably the northeastern United States) have adopted or are considering adopting programs that provide direct financial compensation to property owners who permanently restrict use of land to farm and open space purposes via private deed restriction or covenant. The restrictions on development typically are permanent and "run with the land". In other words, the restrictions would remain binding regardless of changes to ownership or changes in zoning or subdivision regulations. The property owner retains all of the other rights of ownership of the protected farm land, including rights to use, restrict access, lease, sell, and borrow against its value.

Incorporated municipalities like the City of Lake Mills that place a high value farmland and open spaces around their community may also opt to participate in such programs by providing funding or allowing development rights to be transferred from agricultural to urban areas. Bringing in more communities can make the program more effective by bringing additional resources to bear. However, if not carefully implemented, these programs have several drawbacks of their own and can lead to unintended negative consequences.

PDR'S AND TDR'S

Nationally, two increasingly common programs for preserving farm land and other open space through purchase of conservation easements are Purchase of Development Rights (PDR) programs and Transfer of Development Rights (TDR) programs.

A Purchase of Development Rights (PDR) program is generally the easier of the two to administer and is more common than a TDR program. Under a PDR program, participating communities (a town, county, region, state or any combination of these) purchase the Development Rights from individual property owners based on a reasonable and predetermined calculation of the development value of the property. In exchange, the property owner agrees to record a deed restriction that prevents development on that property, though the owner still owns and may use the land for farming and similar purposes. In most programs, the decision of whether sell the rights is left to the individual property owners, but the administering jurisdiction establishes the criteria to determine which lands will be eligible and what the base development potential will be. Program funds typically come from local taxes. The Town of Dunn in Dane County Wisconsin was the first community in Wisconsin to implement such a program, and funds the program primarily with property taxes. The State of Wisconsin has recently considered adopting a state-wide PDR program. Though deleted from the 2008-2009 budget, this program would have provided matching funds to local governments implementing local PDR programs.

A Transfer of Development Rights (TDR) program is similar to a PDR program in that land owners are financially compensated and retain most property rights in exchange for permanent development restrictions on their land; limiting use to agricultural and conservation uses regardless of ownership or changes to zoning. The big difference between the two programs is the method of compensation. In contrast to a PDR program, development rights in a TDR program are purchased by a developer or other private entity, and no public revenues are needed. However, the program depends not only on a willing seller of rights, but also a willing buyer. Furthermore, the buyer of the rights (typically a developer) must have a location in which he or she can exercise the purchased right to develop. This location - referred to as a receiving area - must permit the developer the ability to develop at greater intensities than the community would allow without the purchased-and-transferred development rights. A City such as Lake Mills can more readily provide receiving areas with more intense development than an unincorporated town without urban services, though receiving areas can also be created in less productive or less environmentally critical rural lands. A rural TDR program has been established in Sauk County.

"Bio Industry": New Uses for Traditional Agricultural Products.

Advances in technology are opening up new markets for traditional agricultural products. The "new uses" economy is focused on finding new ways to use and process corn, soybeans and other carbohydrate-rich farm products into plastics, fuel, and even pharmaceuticals. Ethanol from corn and Bio-diesel from vegetable oils are two well known (if controversial) examples. Production costs of other carbohydrate-based materials are decreasing while environmental regulations and "green" economic incentives are increasing, thus making them competitive with non-renewable hydrocarbon- or petroleum-based products. Fuels and other products from crop waste, grasses, timber, and other biomass – all abundant in

Wisconsin – promise to be more viable and efficient sources of energy if the technologies can be developed to fully realize this potential.

To compete with east and west coast efforts to capture this emerging economy, many mid-nation states are assembling initiatives to produce and commercialize these bio-industrial products. "New uses" economic clusters are being built and Wisconsin, with its productive forest and farm lands and agricultural and forestry infrastructure, is well positioned to become a major player in the new "bio economy". In 2007, the U.S. Department of Energy awarded one of three $125 million research grants to the University of Wisconsin – Madison for research in cellulosic ethanol from sources other than corn, further bolstering Wisconsin's competitive position.

Lake Mills and other Jefferson County communities are strategically located close to the University of Wisconsin-Madison, agricultural producers, and the manufacturing centers of southeastern Wisconsin, north central Illinois, and Chicago. Lake Mills and other Jefferson County communities are therefore are well-placed in relation to both raw materials produced by area farms and potential markets.

Encourage Direct Marketing of Locally Produced Agricultural Products

Direct marketing to local consumers is an increasingly common and effective strategy to add value to locally produced agricultural products. This can be a viable strategy for farmers in the Lake Mills area. The Lake Mills Farmer's Market held Wednesdays between May and October in Commons Park is one good example. As the local and regional population increases and tourism increases, Lake Mill's is increasingly well-positioned to take advantage of the local food movement as economic, farmland preservation, carbon reduction, and community health initiatives. These ideas are explored in greater detail in Chapter 7, Economic Development.

Supporting local, more traditional industries that rely on and add value to local agricultural products is also essential to the viability of area farms. The City of Lake Mill's can work with these industries to provide adequate sites for expansion, appropriate levels of utilities and municipal services, and an efficient transportation system. Establishing balanced land use regulations and development review procedures is also important.

Map 3: Agricultural Soils

NATURAL RESOURCES

An understanding of Lake Mills' natural resources provides an essential framework for planning a community that is environmentally, economically, socially sustainable. The City's natural assets and attributes also provide the framework for guiding decisions on other elements of the comprehensive plan. As a growing community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and ground water protection. Maintenance of these natural features is also important for community character and appearance and for the maintenance of natural plant and animal communities. Map 3 in this Plan depicts the City's key environmentally sensitive areas, some of which are described in more detail below.

NATURAL RESOURCE RECOMMENDATIONS SUMMARY

- Protect Environmental Corridors in the City's Planning Area
- Protect Water and Shoreland Resources in the City's Planning area.
- Integrate Natural Resource Sustainability Goals with other Comprehensive Goals such as Cultural, Recreational, Community Facility, and Neighborhood Development Goals

A. Natural Resources Inventory

Landforms/Topography

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The City of Lake Mills falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

The topography in the City of Lake Mills was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. The terrain in and around the City is fairly level with gentle changes of grade and few steep slopes.

Metallic and Non-Metallic Resources

There are no extraction activities in Lake Mills. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches

the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial and industrial uses in the City of Lake Mills.

The quality and availability of groundwater in the City is generally good. However, groundwater availability and quality will continue to be an important issue for Jefferson County. In the last few decades, the number of high-capacity wells in the region has increased to accommodate growth. Such deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron. Depletion of deep ground water aquifers is already a growing concern for a number of communities in the more developed areas of eastern Wisconsin such as Dane and Waukesha Counties.

In the rural areas located immediately around the City, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and liquefied waste application, lawn and agricultural fertilizers, and decaying plant debris.

Watersheds and Surface Waters

The City and its planning area are located within the Upper Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and drains all or part of 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through the Cities of Watertown, Jefferson, and Fort Atkinson in Jefferson County.

Located at the western edge of the City, Rock Lake is the most prominent natural feature in Lake Mills. Although only a narrow band of the City of Lake Mills drains stormwater directly into the 1,400-acre lake, that portion, along with the majority of the Lake's northern and northeastern shore outside the City, has been thoroughly developed, primarily with single-family residences. In spite of this, the water quality of the Lake remains relatively high, in part owing to the extension of sanitary sewer to the heavily developed shoreland area in the Town of Lake Mills, management of the Lake's water levels to prevent shore erosion, and recent measures to protect shoreland areas from future development. Another feature likely contributing to the high water quality is the relatively undisturbed marsh and wetland areas south of the lake. Rock Creek drains Rock Lake and flows eastward through the City and Hooper Mills Pond before flowing into the Crawfish River. The Crawfish River, in turn, is a tributary of the Rock River and flows southward past Aztalan State Park before joining the Rock River in the City of Jefferson.

Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). The State requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. In the City of Lake Mills, floodplains are located along the Rock Creek. Other floodplains in the City's planning area are located south of Rock Lake and in isolated areas north of Rock Lake. Approximately 126 acres or 5.0 percent of the City's area is located in floodplains.

Wetlands

According the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately 5.4 percent (136 acres) of the City's total land area, not including small tracts of wetland that are less than five acres in size. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are scattered throughout the City, but are most concentrated in the vicinity of Rock Creek, particularly around the Mill Pond and the State-owned Fish Hatchery. Much of the land in the environmental corridors designated by Jefferson County are comprised of wetlands and associated flood plain. The City's Shoreland/Wetland

Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lake and ponds and controls for lands annexed into the City.

Woodlands and Natural Vegetation

Prior to European settlement, much of Jefferson County was covered with prairies, wetlands, oak savanna, and dense forests of basswood and sugar maple. Isolated, relatively pristine remnants of these native plant communities remain in several locations in the area, but the majority of the land has been converted to agricultural and urban land uses. Over time, new (sometimes invasive) species have been introduced to the area as it has been developed.

Steep Slopes

Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. Within the Planning Area, steep slopes are located to the west of Rock Lake and other isolated locations.

Environmental Corridors

The Jefferson County Agricultural Preservation and Land Use Plan identifies the location of environmental corridors in the City. These corridors are shown on Map 4. Environmental Corridors are continuous systems of open space that include floodplains, wetlands, public lands, and contiguous woodlands. Environmental corridors are located throughout the City and generally correspond with other natural features. It is Jefferson County's policy to discourage development within areas that have been identified as environmental corridor. However, as documented in the County's Agricultural Preservation and Land Use Plan, if and when development is permitted within an environmental corridor, it is recommended that it not exceed one dwelling unit per ten acres.

Rare Species Occurrences

According to the Wisconsin Department of Natural Resources, there are occurrences of aquatic endangered species in the sections surrounding Rock Lake. There are aquatic and terrestrial occurrences southwest of the City in the Lake Mills State Wildlife Area and northwest of the City in the Town of Milford. Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the Department of Natural Resources' website: http://dnr.wi.gov/org/land/er/workinglists/mapsbycounty.htm.

State Natural/Wildlife Areas

The 1,199-acre Lake Mills Wildlife Area is owned by the State of Wisconsin and provides permanent protection from development. The area includes shoreland, marsh, wetland, savannah, and isolated wood stand habitats, and is open to the public for hiking, fishing, and bird watching. Large areas of environmental corridor adjacent to this wildlife area are still under private ownership. The 172-acre Aztalan State Park lies within the City's 1.5 mile ETJ. The majority of the park is prairie with approximately 38 acres of oak woods and some wetlands associated with Crawfish River.

Other nearby State Natural or Wildlife Areas that are outside of the City's planning area include the 1,400-acre Zeloski Marsh Wetlands area in the western part of the Town of Lake Mills, the Goose Lake Wildlife Area northwest of the City, the Faville Grove Sanctuary to the northwest in the Town of Milford, the 6,179- acre Waterloo Wildlife Area one mile east of the City of Waterloo, and the Red Cedar Lake Nature area southwest of the City east of Cambridge. Although these areas lie outside of the City's planning area, various efforts at the State, County, and local levels are underway to link local natural and wildlife areas to these and other regional environmental remnants through a network of greenways and trails.

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the out-of-doors. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

State natural areas are intended to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas consist of tracts of land or water that have native biotic communities, unique natural features, or significant geological or archeological sites.

Glacial Heritage Area Project

The Glacial Heritage Area Project is an effort led by the WisDNR to establish a network of conservation areas, recreational facilities, and recreation trails in the Glacial Heritage Area in Southeastern Wisconsin. This area is centered on western Jefferson County, but includes portions of Dane County, Dodge County, Rock County, and Walworth County. The primary goal of the project is to help meet the demand for outdoor, nature-based, land and water recreational activities in the state by setting aside lands for hiking, biking, wildlife watching, camping, horseback riding, hunting, fishing, boating, and other activities. The portion of Southeastern Wisconsin that is known as the Glacial Heritage Area already boasts one state park, eleven large State Wildlife Areas, twelve State Natural Areas, the Glacial Drumlin and Glacial River trails, numerous county parks, and lands owned by private conservation groups. The City of Lake Mills is located in the heart of the project's primary study area. (See Figure 15 in Chapter 8: Intergovernmental Cooperation.)

Another goal of the Glacial Heritage project to directly connect these outdoor recreational resources with the numerous communities located within the Glacial Heritage Area. The resulting network of these natural resource areas and connecting trails is referred to as "strings and pearls," with conservation areas and parks representing the "pearls," and trails representing the "strings." The WisDNR is taking the lead in identifying new "strings" and "pearls" but is also relying on the efforts of local communities and private conservation and outdoor recreation groups to identifying and prioritizing areas for acquisition. Therefore, the future growth plans of the City will be important in helping WisDNR identify and preserve future lands for acquisition and future opportunities for connecting these lands to people.

B. Natural Resource Goals, Objectives, and Policies

Goals:

Preserve the Natural Resources and Sensitive habitats within the City's Planning Area for future generations.

Objectives:

1. Protect environmental corridors and natural areas within the City by directing new development around these features, whenever possible.
2. Strive to preserve the high quality and quantity of surface waters, particularly the Rock Lake, Rock Creek, and Crawfish River watersheds.
3. Preserve shorelands and wetlands that recharge and filter the City's surface and ground water resources and provide critical plant and wildlife habitat.
4. Protect the City's groundwater supply through greater efficiency, sustainable rates of withdrawal, and protecting groundwater recharge areas.
5. Preserve large, isolated stands of mature native woodlands and steep slopes.
6. Promote awareness and appreciation of the community's natural resources through education and low impact recreation access in natural areas.

7. Balance recreation and tourism needs with protection of the resources on which these activities depend.
8. Promote more environmentally sustainable standards for buildings, neighborhoods, and services within City.

Policies:

1. The City will utilize and update as necessary the City's subdivision and zoning powers to protect environmental corridors as mapped by Jefferson County and this Plan and other significant environmental features within the City and its Extraterritorial Jurisdiction (ETJ).
2. The City will work cooperatively with other units of government and private conservation organizations to preserve environmentally sensitive areas in the City's planning area such as the Lake Mills Wildlife Area, Aztalan State Park, and the State-owned wildlife habitat north of Interstate-94.
3. The City will work with Jefferson County, the Joint Rock Lake Committee and other entities in an effort to find common ground on the objectives of the 2006 "Management Plan for Rock Lake"
4. Where disturbance within or near environmental corridors and other environmentally sensitive areas is necessary, the City will establish, modify, and enforce regulations as needed in accordance with DNR or similar "Best Practices" for wetland and habitat preservation.
5. The City will continue to adhere to latest established Best Management Practices regarding erosion control and stormwater run-off for all new development in the City.
6. The City will consider findings and recommendations resulting from the USGS Ground Water Flow Model study to manage and protect the quality and quantity of groundwater. The City will also consider participation in any future study that promises to provide a basis for sustainable ground water use and protection.
7. The City will protect groundwater quality by limiting the type and intensity of development near municipal wells through Wellhead Protection Overlay zoning and other measures.
8. The City will encourage the clean up or safe containment of contaminated sites, and prevent the creation of new contaminated sites through sound site planning.
9. Consider adopting recommendations of "Toward a Sustainable Community; a Toolkit for Local Government" (See Also Chapter 5: Utilities and Community Services)
10. The City will continue to consider ways to combine natural resource preservation and sustainability goals with all other plan elements.
11. The City will conduct a census of Street Trees by 2012 to ensure health of the City's "urban forest". And work to raise awareness by property owners of good management practices and threats to healthy trees.

C. Natural Resource Programs and Recommendations

1. Protect Environmental Corridors

Environmental corridors are important elements of the natural re source base. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors have severe limitations for development; therefore, minimizing development in these areas also diminishes risks to private property. For the City of Lake Mills, environmental corridors are a composite of the following areas:

- Publicly-owned parks, recreation, and conservancy lands.
- Wisconsin DNR-identified water bodies and wetlands as mapped in the Wisconsin Wetlands Inventory and areas identified through more detailed field surveys, which are subject to regulations at several levels of government.

- Federal Emergency Management Association (FEMA) designated floodplains. The County and City are required to limit development within the 100-year floodplain as shown on Flood Insurance Rate Maps.
- Woodlands over 10 acres in size.
- 75-foot setbacks from navigable waters and well-defined natural drainageways.
- Undeveloped lands with steep slopes of 12 percent or greater.

Generally, the City should prohibit new development and disturbances of natural vegetative cover within mapped environmental corridors. Existing local, State, and Federal restrictions such as Flood Plain, Shoreland, and Shoreland/Wetland Zoning districts already restrict development in much of the area mapped as environmental corridor, such as special setbacks and rules on clearing of vegetation. This Plan recommends review possible amendments to the City's municipal ordinances to establish a higher level of protection where needed to meet the goals and objectives of this plan.

Furthermore, there may be other environmentally significant areas within or adjacent to environmental corridors such as woodlands or other open space areas that provide a logical natural connection between the sub-categories of constituent features of environmental corridors and are not protected by existing regulations. For example, non-wetland or shoreland woodlands, prairies and steep topography are vital to preserving uninterrupted and un-fragmented species habitats by providing linkages between better protected areas and can also provide uninterrupted views and recreational connections. Protection of these non-wetland and non-shoreland sub-areas is usually completely at the discretion of the local government through exercise of its zoning and subdivision regulations. This Plan therefore recommends reviewing and updating the City's zoning and subdivision regulations to prevent or limit additional encroachment on all mapped environmental corridors and other significant features.

Figure 1: Environmental Corridor

2. Promote Compact Development

A compact development pattern can benefit regional water quality (see call-out box), while also promoting other Plan goals of reducing development of agricultural land, facilitating alternative forms of transportation (e.g. walking, biking), providing greater connectivity to multiple locations, and providing more efficient public utilities and services.

As noted in the callout box, achieving all of the benefits of compact development often requires a creative or cooperative approach to water quality management. Maintaining contiguous greenway buffers between developed areas wetlands and waterways while encouraging compact development further away from these water features is an effective way of balancing water quality and land conservation goals.

Rather than each individual lot or parcel relying solely on individual stormwater facilities, which can increase lot widths, distances between destinations, and paved surfaces required, joint or common stormwater detention and retention areas at the rear of lots or in other less intrusive locations allow narrower lots that reduce the amount of pavement and other infrastructure needed to serve each lot. In some instances, stormwater facilities can be located in or near commonly-held natural or man-made open spaces such as parks. Shared stormwater facilities are already a common design element of contemporary subdivisions, owing to State regulations requiring that each new development produce no greater rates of run-off than the site did prior to development.

The creation of the proposed City of Lake Mills Stormwater Utility with a fee structure based on the total impervious surface of a property would also provide a financial incentive to reduce total impervious surfaces area and promote more compact development. A public stormwater utility would also provide more flexibility for of creating shared stormwater facilities that are often the most appropriate for compact developments. It should be noted that some of the advanced strategies for managing stormwater on individual sites mentioned above can be employed on relatively small lots with significant levels of impervious surface as a compliment to any joint or community stormwater management approach.

3. Require a Conservation Approach to Site and Subdivision Design

Neighborhood and site design processes that require the thoughtful inventory and analysis of natural resources before lots are platted or buildings are placed are essential in reducing the level of impact development has on natural resources. This Plan recommends requiring the following procedures as a required part of the review process for all site plans, and conditional use permits reviewed by the City. The "conservation" approach to subdivision design can be applied in both urban and rural settings, though the acceptable levels of development in the two settings will obviously differ.

In a City context, the level of resource protection and mitigation at a given location would need to be balanced with the other comprehensive planning goals and an understanding that prohibiting development altogether on an otherwise suitable site will likely just redirect development to a site with equal or greater environmental considerations elsewhere. Nevertheless, even in an urban context, it is appropriate to preserve high priority natural areas serving multiple functions such as environmental corridors, shoreland areas, and/or critical habitats.

Key steps include:

- Site Assessment: Completion of "site assessment checklists" as part of development approvals is recommended. The checklist should include inventorying all natural resources features when a development proposal, site plan, conditional use permit, or other petition is within a critical area. Also, natural resource features should be depicted on site plans, preliminary plats, and certified survey maps including all features designated as environmental corridor (wetlands, steep slopes, floodplains, drainageways, mature wooded areas, etc.) and any additional features such as individual or small stands of mature native trees, critical habitat, and intermittent streams.

- Resource Protection and Mitigation: Once critical site features are identified, protection is the next step. Buildings, parking areas, infrastructure, and other areas should be designed and located to minimize disturbance or removal of these features, and indicate ways to provide on-site mitigation where loss or disturbance is unavoidable. The City can also formally adopt standards for the level of resource disturbance or loss allowed without mitigation. For example, the community may adopt woodland/mature tree identification, protection, and mitigation (e.g., replanting) standards for trees outside of environmental corridors in its zoning and subdivision ordinances. In many instances, the City's existing landscaping and stormwater requirements are a de facto form of mitigation, but in larger developments, subdivisions, and project sites, it may be possible to do more to minimize disturbance of existing natural systems.

4. Adopt Environmentally Sustainable Standards and Practices For Community Facilities and Services

A growing number of Wisconsin Communities are recognizing the benefits of adopting sustainable standards and practices. The University of Wisconsin – Extension has authored a publication entitled "Toward a Sustainable Community: A Toolkit for Local Government" that defines "Sustainability" in economic and social as well as environmental terms and outlines a series of interrelated goals and strategies that municipalities can employ to balance these objectives when planning for community facilities and services.

Topics covered include Guidance on Energy, Buildings, Transportation, Procurement, Investments, Human Resources. The Publication also provides case studies on how to formalize and fully integrate the individual strategies throughout City government.

Benefits of adopting the various strategies include lower lifecycle costs for buildings, lower energy and fuel consumption, reduced infrastructure costs, decreased reliance on resources from outside of the community, decreased consumption and degradation of local water and land, and improved quality of life and environment for residents.

Both large and small communities throughout Wisconsin have or are considered adopting formal resolutions and plans to implement the recommendations from the guide and other sustainable practices.

5. Promote "Green and Healthy" Schools

The City's school system is and will continue to be a significant part of what makes Lake Mills a desirable place to live and raise a family. Lake Mills' schools also play an important role in promoting environmentally responsible practices and helping to foster a socially and environmentally healthy community. This Plan recommends two major ways in which the City's schools can promote and embody Natural Resource preservation and sustainability.

School Facilities Planning. The Lake Mills Area School District has purchased land at the south end of the City on the eastern side of State Highway 89 immediately south of the Glacial Drumlin Trail. The School District may plan to construct a new school on the site. Although the City does not have direct jurisdiction over the public schools, the City should work cooperatively with the School District, the State of Wisconsin Department of Public Instruction, and the Wisconsin Department of Administration to encourage a school design that incorporates the latest proven construction and design features for efficiency and sustainability and meets LEED standards. Efficiency and Sustainability Criteria should also be considered and encouraged in any renovations to existing public schools.

The Wisconsin "Green and Healthy Schools" Program. This program is sponsored by a partnership between WisDNR and the Wisconsin Department of Public Instruction. The mission of this program is to

> "…increase the students' knowledge and awareness of Wisconsin's natural resources and the environmental, health, and safety concerns and challenges that face our schools, our communities, and our Earth. The Green and Healthy Schools program will help students develop the necessary skills and expertise to address these challenges, and to foster life-long attitudes, behaviors, and commitments in order to make informed decisions and to encourage students to become active participants in their communities…"

This program is designed so that students and staff work together to discover how to utilize existing resources to improve the school environment, modify and enhance the school curriculum, and contribute more actively to the surrounding community. In order to achieve Green and Healthy School certification, each school must complete three steps.

So far, eleven Wisconsin schools have completed all three steps and have been recognized as official Green and Healthy Schools, and roughly 40 other schools around the State have initiated the process of becoming a Green and Healthy School.

Schools that have engaged in this program have seen a variety of benefits, including a healthier and safer learning environment as measured by marked decreases in absentee rates and student visits to the school nurse; an increased sense of ownership by staff, faculty, and students; economic savings associated with reduced consumption and operating costs; increased protection of local natural resources, increased connections between the community and the school; use of the school site and facilities as a teaching tool; and increases in academic achievement as measured by math, science, language, and social studies test scores.

Although the Green and Healthy School program would be implemented by the School District and not by the City, City staff and Council members can contribute to this effort by supporting and promoting the program wherever possible, and continuing to facilitate open communication between City staff, council members, School District staff, and school board members.

6. Promote Sustainable Site and Building Design

The City should encourage the construction of buildings that use energy and water more efficiently and are constructed of materials that are recyclable, made from renewable sources (bamboo, wood, etc), and/or are less harmful to the environment during fabrication, the life of the building, and demolition. Efforts could range from greater promotion of energy and water efficient home design, renovations, and appliances by the City Utilities to providing financial incentives for private developers who construct LEED-certified buildings or neighborhoods for the private sector, such as density bonuses, tax or other financial incentives, and/or expedited permit review. Incentives for property owners who retrofit existing buildings and sites with "green" technologies and should also be explored.

LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

LEED is the nationally accepted benchmark for the design, construction and operation of high performance green buildings. LEED promotes a "whole building" approach to sustainability by recognizing five key areas of human and environmental health:

- Sustainable Site Development
- Water Savings
- Energy Efficiency
- Materials Selection
- Indoor Environmental Quality

LEED Green Building Rating Systems have been developed for existing and new homes, schools, healthcare facilities, commercial buildings, and institutional facilities and are being developed for neighborhood-scale development. Each rating system is developed by volunteer committees comprised of a diverse group of experts and practitioners representing a cross section of the building and construction industry.

Architects, real estate professionals, facilities managers, engineers, interior designers, landscape architects, construction managers, and officials at all levels of government across the country use LEED to help transform the built environment to sustainability.

Source: U.S. Green Building Council website

At minimum, the City should review zoning and other local regulations to ensure that do not prevent homeowners from voluntarily constructing or retrofitting homes with design elements that improve energy and water efficiency and environmental health such as solar panels and rain gardens. While not every technology or particular equipment or technique may be made compatible with other *Plan* objectives, many have no significant negative impacts on other plan objectives, surrounding properties, or neighborhoods.

7. Work with the State, County, and Area Conservation Groups to Preserve and Improve Existing Lands within the Glacial Heritage Area

The City of Lake Mills and its extraterritorial jurisdiction are located within the Glacial Heritage Area Project's primary study area (See Figure 15, Chapter 8 for map). The City has a significant stake in remaining involved in the Project's ongoing feasibility study process, which is intended to identify lands appropriate for future acquisition and preservation, as well as routes and methods of providing recreational connections between areas. Lake Mills should also continue to work with WisDNR to coordinate possible connections between public recreation areas and City neighborhoods, and exercise of its extraterritorial review authority will be important tools in helping the WisDNR identify and preserve areas that are most appropriate for further study and analysis.

8. Link Natural Area Preservation with Environmental Education, Recreational and Cultural Preservation Goals

One of the hoped for outcomes of the Comprehensive Plan is recognize and implement complimentary and mutually reinforcing policies to achieve multiple objectives. The following are three potential examples that can enhance the City's natural resource protection goals and objectives.

Link Environmental Education with Natural Resource Goals

Parents and Educators have long recognized the benefits of interactive and experiential learning in the teaching of earth and natural sciences. Physical interaction with the environment engages the senses and brain centers govern physical, emotional, and intellectual activity. This in turn fosters greater appreciation for the subject and motivation to learn and empathize with the subject. A 1998 study titled "Closing the Achievement Gap: Using the Environment as an Integrating Context for Learning," a survey was given to 40 K-12 schools in 13 states across the nation confirmed that use of offsite open spaces provided measurable benefits to socially disadvantaged children.

However, recent societal trends away from agricultural and nature based job occupations, increased urbanization and suburbanization, and alternative sources of entertainment have undermined children's (and adults') connections with the natural environment. Books such as "Last Child in the Woods: Saving Our Children from Nature-Deficit Disorder" document the decline in time children spend experiencing nature and the environment first-hand, which is a fundamental first step in ensuring that a strong environmental ethic will be passed on to the next generation.

Lake Mills' proximity to public natural areas such Rock Creek, Lake Mills Wildlife Area, and Aztalan State Park offers significant opportunities for outdoor learning experiences. The City's schools and local community organizations and environmental groups have opportunities to enhance awareness of regional ecosystems through development of educational programs that integrate hands-on learning experiences within these natural areas. The natural resource conservation and education community is strong in Wisconsin, and Lake Mills is particularly fortunate in it proximity to such organizations as the Wisconsin Department of Natural Resources, Jefferson County UW-Extension, the Sierra Club, Trout Unlimited, 1,000 Friends of Wisconsin, the Madison Audubon Society and others.

The City could be more directly involved in such an effort by supporting and sponsoring events that engage adults and children in the management and preservation of natural areas, such as the ongoing restoration and maintenance of areas parks and environmental areas.

Link Recreation and Natural Resource Goals

The City of Lake Mills has long been a weekend and seasonal summer destination for people attracted to the areas natural beauty and amenities. Providing

appropriate recreational opportunities in Natural Resource Preservation areas can achieve a number of benefits, including: building a constituency for natural resource preservation by providing citizens with greater personal connection with the natural resources and areas in question; a source of direct revenues (in the form of park fees, trail fees, boat landing fees, and venues for fund raising events) that can improve long term preservation and restoration efforts; and improved health of residents. These benefits are in addition to the potential economic benefits (described in greater detail in Chapter 7). Lake Mills already boasts many opportunities for recreation in natural areas including opportunities for swimming, fishing, and boating from City and County Parks, opportunities for hunting, bird watching, camping, and hiking in the Lake Mills Wildlife Area and the Sandhill Station State Campground, and bicycling through some of the area's largest remaining undeveloped areas on the Glacial Drumlin State Trail.

The City can provide additional opportunities to link natural resource preservation and recreation planning by:

- Identifying areas that can accommodate both active recreation (e.g. ballfields, playgrounds, courts, jogging trails) and passive recreation (e.g. picnicking, nature walks, bird watching) when considering new parks or improving existing ones.
- When considering extensions to its bicycle trail network, the City should continue to consider extensions and connections that serve as primarily nature-based recreational opportunities in addition to the transportation function.
- Working with other communities, agencies, conservation groups and user groups to reserve areas within the City's planning area to work collaboratively on such projects as a regional multi-use trail system. In 2005, Jefferson County prepared a report entitled "Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages" that included recommendations for the Lake Mills area, including a trail west of Rock Lake linking the Glacial Drumlin Trail to Waterloo and a trail paralleling the Crawfish River between the Glacial Drumlin Trail and the Town of Milford. Other possible extensions include a trail following the Crawfish River from the Glacial Drumlin Trail to Jefferson. Eventually both of these segments could be part of a larger, interconnected network linking communities and natural areas throughout the County. Another regional opportunity exists in creation of "water trails" following the Crawfish River and Rock River, which would consist of appropriately spaced, low impact, and publicly accessible canoe and kayak landings along these and other navigable waters. The Glacial Heritage Area Project is also considering ways of realizing these linkages (See description of the Glacial Heritage Area Project earlier in this chapter and the map of the project area in Figure 15 in Chapter 8: Intergovernmental Cooperation).

Link Cultural and Natural Resource Goals

Aztalan State Park is a relatively small State Park that serves the three fold purpose of preserving one of the most significant Native American archaeological sites in the United States, natural resource protection, and recreation. The Park currently includes preserved mounds, reconstructions of the old settlement walls, and interpretive signage as well as recreation and preservation areas. In 2003, the WisDNR developed a Master Plan for Aztalan State Park that includes not just the 178-acre park but a 738-acre area that includes the surrounding area in addition to the Park. The vision for the Park is create an visitor/interpretive center at the Park that will provide visitors with a much greater opportunity to understand this nationally recognized Archaeological site and the Native American culture that created it. The plan also seeks to retain some of the recreational and natural resource preservation functions. To accomplish these goals, the 2003 Aztalan State Park Master Plan makes recommendations for the greater planning area which reaches Harvey Road and abuts the City's municipal boundary. Because WisDNR does not own the land, City policies will play a major role in determining whether or not key goals of this plan can be realized. For more detailed description of the plans for Aztalan State Park, see the Cultural Resource recommendations later in this chapter.

9. Balance Nature Based Recreation with the Need to Protect the Resources

When considering any plan for recreational and cultural uses in natural areas, balance the desire for recreation with the need to protect the local resource by ensuring low impact and sustainable facilities and activities.

In areas of extremely critical or sensitive habitat, it may be necessary to prohibit even minimal human disturbances caused by parks and trails.

In high use areas, it may be necessary to institute measures that limit the intensity of use as well as the type of improvements. In Lake Mills, use of Rock Lake serves as on example, though others may arise in land and wetland areas. The popularity of recreational boating and fishing in Rock Lake has led to concerns over safety, shoreland protection near boat launches, water quality of the lake, and the overall level of enjoyment. Such concerns are typically most acute at specific times of the year such as major summer holidays. This Plan recommends exploring ways to balance the competing rights to access and enjoy the lake with environmental issues.

10. Protect Ground and Surface Water

Few natural resources are as essential to sustaining the City's health, environmental, economic, and social goals as water. The City of Lake Mills is fortunate in both the quantity and quality of its ground and surface water. Despite significant levels of residential development along the shores of Rock Lake and the high level of use, the lake's water quality remains high. Many of the areas other shoreland and wetland areas are protected from development through public ownership or through such regulatory tools as shoreland and shoreleand/wetland regulations. Finally, the City has taken active steps to enforce these regulations as well as Best Management Practices erosion control during construction for each new subdivision and site plan that comes before the City.

Similarly, the City's ground water supply remains at a high quality and there are currently no indication that local groundwater resources or in danger of being depleted in the planning period. To protect this invaluable resource, the City has established a Well-head Protection overlay zoning district, encourages the remediation and redevelopment of contaminated sites through establishment of TIF districts and a cooperative approach with developers, and is participating in the Jefferson Ground Water Flow study that will hopefully supply insights into the sustainable rates of water usage and how best to cooperatively manage water resources in the future. Finally, the practices and policies designed to protect surface water resources and wetlands offers at least the promise of some natural recharge of the area's subsurface water supply.

Nevertheless, managing the quantity and quality of the community's water in a sustainable manner will pose an ongoing challenge. To better accomplish these goals, this *Plan* recommends the following:

Advance Stormwater Best Management Practices

The City should continue to require development to incorporate appropriate stormwater management facilities to mitigate the

URBAN DENSITY AND WATER QUALITY

It has been well-documented that urban development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Studies have indicated that water bodies become impaired when just 10 percent of the immediate adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building (or dwelling unit), versus per acre, research indicates that higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed (see USEPA report "Protecting Water Resources with Higher Density Development).

Therefore, compact development is not inherently contrary to the goal of protecting water quality, provided the localized increases in impervious surfaces associated with higher density development are accompanied by appropriate stormwater and water quality management techniques for individual lots and neighborhoods.

negative impacts stormwater can have on waterways and downstream properties.

Outmoded stormwater management practices attempt to carry water away from a developed site as quickly as possible via storm sewers that often drained directly into a river or other water body. Current practice often directs water to constructed retention or detention ponds that slow water run-off and improve water quality but do not necessarily provide natural filtration and direct water to the local groundwater supply. Improved Stormwater Best Management Practices (BMPs) aim to control run-off volume by managing precipitation as "close to where it hits the ground" as possible by facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes.

A uniform stormwater management ordinance that focuses on Best Management Practices for stormwater quality and is, therefore, ideal, and may also include any or all of the following strategies:

Reduce Impermeable Surfaces within Multi-Lot Developments.

Reductions in the total impermeable surface area for a multi lot development site can be achieved by:

- Reducing lot widths to eliminate the length of streets necessary to access individual lots within the development. (Which also reduces distance between destinations and encourages walking and bicycling);
- Keeping the width of paved streets to a minimum necessary for efficient traffic flow (and also reduce traffic speeds in neighborhoods)
- Ensuring parking standards are not excessive and include reasonable maximums as well as minimums. Also utilizing joint parking where practical;
- Creating common stormwater management areas for two or more development sites to reduce distance and the need for impermeable surfaces between each individual structure.
- Reduce Impermeable Surfaces on Individual Development Sites. These techniques focus on reducing the impervious footprint of development sites. They include:
    - Encouraging compact development in the form of multi-story structures (a two-story house of a given floor area creates half the impermeable surface of a single-story house of the same size),
    - Where subsurface water tables are deep enough, encourage underground or understructure parking
    - Ensuring that Zoning and Building Code requirements do not prohibit modest size single and multi-family housing (which also encourages greater housing choice),
    - Encouraging the use of permeable paving blocks or materials in pedestrian areas (where no accumulation of leaked vehicle fluids is likely).
- Because impervious surfaces cannot be avoided entirely, stormwater run-off should be directed to appropriate on-site or locally shared stormwater management facilities. The City should continue to require substantial landscaping areas within and around parking lots required (which also reduces local temperatures in summer and improves air quality). Other advanced methods are discussed in the Section 11 below.

11. Improve On-Site and Shared Stormwater Management

The following are additional, progressive techniques for on site stormwater management:

Preserve Natural Systems:

Since the impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts (e.g. lawns), the preservation of environmental corridors or portions of environmental corridors within individual sites and multi-lot developments can go a long way in mitigating stormwater impacts.

Incorporate Infiltration and Retention Areas.

Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site.

Stormwater Facility for Multi-family Residential

Create Rain Gardens:

A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City should consider codifying rain garden design standards for new development and allowing the construction of rain gardens to apply toward meeting a portion of City landscaping requirements in commercial, industrial, and multi-family developments. At minimum, the City could raise awareness of the benefits of rain gardens and promote voluntary establishment of rain gardens by allowing explicitly allowing a portion of individual residential lots to be landscaped in this manner.

Install Rain Barrels:

A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. Collected rain can be used to water the lawn or garden, or to wash a car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The City should take measures to actively promote rain barrel use by providing homeowners with information about how and where they can purchase their own rain barrels. Commercial and industrial buildings often collect rain water in "gray water tanks" for similar purposes.

Green (vegetated) roofs:

Green roofs filter air and rain water pollutants, reduce the rate and amount of stormwater from a building site, protect the building's underlying roof from UV radiation, provide insulation from extreme temperatures, reduce energy costs, reduce outdoor noise entering the building, provide habitats for birds and other small animals, and can provide a more attractive alternative to traditional rooftops. (adapted from the USEPA. For more information visit: [http://www.epa.gov/heatisland/strategies/greenroofs.html]). Cities such as Chicago and Toronto serve as excellent examples of communities that have successfully implemented green roof incentive programs.]

Vegetated Buffer Strips (Figure 2):

Locating areas of vegetation at a property's periphery helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. This technique is particularly useful for areas abutting shoreland areas and wetlands, and provided the additional benefit of preserving habitat for the many water and terrestrial species dependent shoreland habitat. (See Natural Resource Recommendation # 1 above). The City currently requires a vegetative buffer within 35 feet of shorelines except for vision access corridors. The City may want consider increasing this requirement in currently undeveloped shoreland/wetland areas particularly those associated with high value environmental corridors. This design element may also be a useful additional design element in the construction of larger man-made stormwater facilities and non-navigable streams

Figure 2: Vegetative Buffer

Continue Requiring Progressive Construction Site Erosion Control Practices:

Construction sites generate a significant amount of sediment run-off if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. The City should continue to enhance and enforce erosion control of its Erosion Control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

The City will continue to require approved stormwater drainage and erosion control plans in accordance with State Administrative Rules. The City will also explore the option of obtaining funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

12. Visual Impact Analysis and View Shed Protection

The visual impact of new development is an often-overlooked component of protecting views and preserving community character. The visual impact of new development as viewed from high points/scenic views in the City and its planning area should be taken into consideration. In a City, the goal of protecting natural or

pastoral views must be balanced realistically with other objectives and the realities of the urban context. For example, new housing should ideally be sited below ridge lines, and partially screened with trees, but would not necessarily to be completely screened from all vantage points.

Nevertheless, there may be specific geographical areas of regional of significance to the greater community where the City may wish to create stricter standards for view shed protection. A prime example of a priority view shed in the Lake Mills planning area has been identified in the Wisconsin Department of Natural Resources Master Plan for Aztalan State Park. The Plan places a high priority on preserving the view from Signal Hill just east of Harvey Road overlooking Aztalan State Park to the east. Of related significance is the view *from* the State Park looking west. Preserving the views in this area would provide visitors to the State Park and nearby Lake Mills-Aztalan Historic Museum with a more immersive experience of the past and provide City residents with a permanent recognizable break from the development occurring elsewhere in the area.

Map 4: Natural Features

CULTURAL RESOURCES

The area now occupied by the City of Lake Mills had been settled by Native Americans for centuries before the arrival and permanent settlement by people of European decent in the 1830's. This first Euro-American settlement was originally known as Keyesville after a founder who established on a saw mill near Rock Lake in 1837. Evidence from different eras of the City's development still survives in the form of historic buildings and neighborhoods. Other artifacts and records have been carefully preserved through the efforts of individual citizens and organizations. Still other groups add to the City's cultural legacy through their efforts to cultivate the arts and organize various civic activities. Identifying valued aspects of the community past and present is a key component of planning for the City's future.

CULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Identify and preserve historically significant structures and archaeological sites.
- Combine historic preservation and economic development polices for the historic downtown area and other historic buildings to preserve the character and structures.
- Promote the arts through such activities as continued support of the annual arts festival and the City Band.

A. Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 46 documented structures in the City of Lake Mills. This list includes the Rock Lake Hotel, the Methodist Episcopal Church, the Scholl House, and numerous other houses and buildings. Two of these properties, the L.D. Fargo Public Library and the Enoch J. Fargo House, are also listed on the National Register of Historic Places.

Additional information about these and other properties at the Wisconsin Historical Society website at: www.wisconsinhistory.org/ahi/welcome.asp. The comprehensive planning process provides an opportunity for identifying other structures and areas that are worth preserving or rehabilitating and recommending strategies for doing so.

The Lake Mills Aztalan Historical Society is a non-profit organization that runs the Lake Mills/Aztalan Museum. This museum is housed in an old Mambre Moravian Church 2 miles east of the City's downtown on CTH Q in the Town of Aztalan. The museum site includes several historical structures from the area that were moved to the site in addition to interpretive exhibits, artifacts and records from areas earliest settlement to the present. The Museum site, between the rural hamlet of Aztalan and Aztalan State Park, contributes to its historic charm and character.

B. Archeological Sites

The Wisconsin State Historical Society lists 20 sites for the City of Lake Mills in its Archaeological Sites Inventory. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

The most famous of the area's archaeological sites is Aztalan State Park, located one mile east of the City of Lake Mills. The Park contains archeological remains of a Native American settlement that flourished from around 900-1200 AD. Evidence from the site indicates that a village of 500 residents once included

fortified walls and pyramidal burial mounds. At its peak, the settlement was one of the largest Native American settlements in what would become the continental United States.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public.

C. Cultural Resource Goals, Objectives, and Policies

Goal:

Preserve the City's architectural and archaeological heritage and cultivate local civic and cultural life.

Objectives:

1. Identify and protect landmark buildings and archaeological sites within the City's planning area.
2. Preserve architectural character of the downtown and the traditional pattern of pre-World War II neighborhoods.
3. Continue to promote the downtown as the City's primary civic, cultural, tourist, and entertainment destination by facilitating festivals and other special events.
4. Cooperate with other jurisdictions to preserve, improve, and promote the Lake Mills Aztalan Museum and Aztalan State Park.

Policies:

1. Ensure zoning and other regulations protect valued landmark historic structures.
2. Allow for internal modernization and rehabilitation of buildings of historic interest to improve their economic viability, while protecting the integrity of their historic exteriors and, where practical, interior spaces.
3. Work with local developers, the Main Street Program and historic preservation organizations to encourage reinvestment in historic buildings.
4. Require that new development in the downtown to be compatible with the historic architectural character of existing buildings.
5. Facilitate efforts by the Lake Mills/Aztalan Historical Society and other interested entities with efforts to preserve historic buildings within the City's planning area in place or by relocating them to the Aztalan museum.
6. Continue to facilitate the use of the downtown and other public spaces for local festivals, city band concerts, farmers markets, and special events.
7. Work with the Wisconsin Department of Natural Resources, the Town of Aztalan, and the Friends of Aztalan State Park to reach a common vision for area immediately surrounding the park.

D. Cultural Resource Programs and Recommendations

1. Historic Preservation

The City boasts a number of historic buildings of local, state, and national significance. Preserving individually significant buildings can range from literal preservation of all or most original architectural elements (and thus provide valuable tangible evidence of past building practices and lifestyles) to historically sensitive renovations that balance the desire to preserve with the economic necessity to keep buildings viable.

Typically, historic preservation is a task that requires active participation of owners, civic groups, and private organizations, often with assistance of state and federal programs. However, local government can provide assistance to historic preservation efforts in a number of ways, including:

- Working with the Lake Mills/Aztalan Historical Society and State Historical Society, mark existing buildings and sites that are on the State or National Register of Historic Places, and raise awareness of Historic Homes Owner's Tax Credits and Historic Preservation Tax Credits for Income Producing Historic Buildings; possibly nominating other buildings as appropriate in the future. Establishing local historic districts and listing property in a municipal register can help properties qualify for federal and state historic preservation tax credits, and also help establish buildings as "qualified historic buildings" for which the Wisconsin Historic Building Code supersedes the standard building code requirements.
- Consider establishing historic overlay zoning districts for buildings and neighborhoods constructed prior to existing setback and other requirements. Regulations within such a district create standards appropriate for the established building patterns.
- Working with contractors and experts in historical renovation, work to create Zoning Standards and Building Code Standards that allow renovations and retrofitting of historically significant buildings that are not to be preserved in their near original state by preserving aspects of a structure essential to the historic character while allowing modernization of key infrastructure. Every effort should be made to preserve exterior and interior design and materials, while allowing for low-visibility upgrades that improve the amenity, safety, and economic viability of buildings.

Figure 3

2. Update Architectural and Site Standards in the Downtown

The City of Lake Mills has established special requirements and review procedures for structures and signage in the downtown area through creation of a Downtown Overlay District B-1C Central Business Core district. The design and review provisions contain guidelines and graphics to ensure that new, expanded, or refurbished structures in the downtown meet various requirements for building materials, building mass, setbacks, signage, and key design elements such as window placement and orientation are consistent historic commercial and multi-use structures in the downtown. The City should continue to review and enforce these standards to ensure that the outcomes contribute to the downtown area's unique sense of place.

Business and developer resistance to locating in a historic district sometimes stems not from an unwillingness to locate in a two or three story structure, but from obsolescent buildings that are deficient in ceiling height, utilities, insulation, space for HVAC equipment and other aspects. In some cases, the costs of renovations, even when physically possible and tax credits are available, are substantially more expensive then new construction would be. In cases where it is not possible or desirable to save or rehabilitate existing buildings, the City should continue to stand firm on its requirements for new buildings with characteristics necessary to preserve the historical pattern and character the City of Lake Mills' downtown.

Figure 4

Requiring new structures and renovations that are consistent with valued historic structures is important not only to retaining the historic appearance and unique community character of a district but preserving its long term viability and vitality as a center for commerce and civic activity. Features to consider when reviewing proposed buildings in the historic overlay district and Central Business District are illustrated in the Diagram above. To ensure that the integrity of the entire downtown is preserved, the City will work to adopt standards to ensure the architectural compatibility of new buildings and renovations throughout the downtown. For buildings on blocks and street frontages with an established historic pattern, new buildings will be required to respect the established context in a manner illustrated in Figures 3 and 4. In other areas of the downtown that lack a similar context, a similar, unified pattern should be promoted, though some latitude on specific details such as building height could be considered. Any transitions in style between buildings and blocks should be gradual rather jarring and haphazard.

3. Continue Facilitating and Supporting Community Cultural Events

The City of Lake Mills has an active cultural life as expressed in the many civic and community oriented organizations and activities. The City, Chamber of Commerce and Main Street Program websites provide a wealth of information on community organizations and events ranging from City and Civic group sponsored athletic events to Arts Festivals to concerts by the City of Lake Mills Band. City Parks, the Historic Downtown area, and the City Community Center are favorite venues for many of these activities and events. The City will continue to work cooperatively with civic groups to find ways to provide safe and inviting places for residents and visitors to gather and contribute to the City's culture.

4. Work to with WISDNR , the Town of Aztalan, and other organizations to Implement Key Recommendations of the 2003 Master Plan for Aztalan State Park

Aztalan State Park in the Town of Aztalan lies within the City of Lake Mills extraterritorial jurisdiction and protects one of the most significant Native American archaeological sites in the country. Aztalan State Park and the neighboring Lake Mills-Aztalan represent a truly unique resource that allows residents and visitors to learn and appreciate the areas of historical and cultural development from the height of Native American settlement c.1100 A.D. to the earliest European immigrant settlement of the area to the present. Both Aztalan State Park and the Lake Mills/Aztalan Museum are testament not only to the achievements of early settlers and pioneers but also those of current area residents whose efforts to preserve and educate reflect a deep pride in the area's heritage and community. The Lake Mills-Aztalan Historical Society is a non-profit group that owns and operates the Lake Mills Aztalan Museum. Friends of Aztalan is a non-profit organization dedicated to preserving Aztalan State Park. The Friends of Aztalan are currently trying to raise $1 million dollars to build the interpretive center and make other improvements to implement the State of Wisconsin's 2003 Master Plan for the Park (See call out box on the following page). The Organization also hosts social and fund raising events at the Park, publishes a newsletter, and develops other promotional and educational material about the Park.

The efforts of these groups to enhance these cultural, recreational assets can be greatly enhanced (or undermined) through the policy decisions by the City of Lake Mills. The Lake Mills Comprehensive Plan recommends adopting key recommendations of the 2003 *Master Plan for Aztalan State Park* as a means of complimenting its cultural preservation natural resource, as well as natural resource preservation, recreation, growth management, economic development, and intergovernmental goals. Specifically, this *Plan* recommends:

- Preventing land divisions within the Aztalan State Park Visual Buffer Unit that are contrary to the view shed, visual buffer, and public easement goals of the 2003 *Master Plan for Aztalan State Park* through exercise of the City's extraterritorial land division review authority.
- Working with WISDNR, Friends of Aztalan State Park, the Town of Aztalan and other groups to delineate how and what (if any) areas east of Harvey Road the City would allow to develop if annexed to the City, and which would be protected for purposes of open space and view shed protection.
- If the City decides to annex and allow development within the *Master Plan's* 738-acre Visual Buffer Area, a detailed plan for preserving views between the State Park from Signal Hill and using terrain, landscaping and natural vegetative buffers to hide development from public view as viewed from the Park should be developed and implemented.

KEY RECOMMENDATIONS 2003 WISDNR MASTER PLAN FOR AZTALAN STATE PARK

In 2003, the WisDNR developed a Master Plan for Aztalan State Park that includes not just the existing 178-acre park but a 738-acre area surrounding the Park. Most of the surrounding area is included in the Plan to protect view sheds and provide a visual buffer from encroaching development, while some of the additional land would be required for additional visitor accommodations and resource protection. The vision for the Park is create an visitor/interpretive center at the Park that will provide visitors with a much greater opportunity to understand this nationally recognized Archaeological site and the Native American culture that created it. The plan also seeks to retain and enhance the recreational and natural resource preservation functions.

To protect views provide a much more meaningful, enjoyable, and immersive experience and enhance appreciation of the area's natural and cultural history; accommodate increased park use; and preserve relatively undisturbed natural and open spaces in and near the Crawfish River, the Master Plan recommends the following (among others):

- Construction of a museum/visitor/interpretive center within the Park.
- Acquisition of some additional park area east of the Crawfish River.
- Additional trails within and from the Park, including possible trail connection to the Glacial Drumlin Trail.
- Preservation of open spaces, natural resources, and view sheds throughout 738 acre Project Area surrounding the park.
- Acquisition of land or public easements from the park to the top of Signal Hill west of the Park to prevent all development and provide a public scenic overlook of the park.
- Minimization of development within the remainder of the "Visual Buffer" area around the park through easements and local land use regulations to protect views of the Park and from the Park, including the view westward toward the City of Lake Mills.

More information on the Master Plan for Aztalan State Park can be found at:
http://dnr.wi.gov/master_planning/completed_archive/parks_trails

CHAPTER THREE: LAND USE

This chapter of the Plan contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the City of Lake Mills. This chapter includes maps showing existing land uses and recommended future land uses over the 20 year planning period, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

LAND USE RECOMMENDATIONS SUMMARY

- Provide sufficient area and appropriate development standards for a range of residential, commercial, industrial, and civic land uses through 2030 and beyond.
- Encourage proximity and connectivity between complimentary land uses and ensure compatibility through careful site design.
- Ensure that development standards address the linkages between land use planning, transportation, and natural resource planning

A. Existing Land Use Map Categories

Map 5: Existing Land Use and Map 6: Future Land Use organizes land uses into the categories. The Categories used for Map 5 are listed below. These categories indicate how land is currently being used, which does not necessarily reflect the current zoning designations. Categories use for Map 6: Future Land Use are detailed under the "Programs and Recommendation" section later in this chapter.

- Agriculture/Vacant: agricultural uses, farmsteads, open lands, vacant parcels and low density single-family residential development (typically 1 or fewer dwelling units per 35 acres).
- Single Family Residential-Exurban: Single-family detached residential development outside of the City's municipal boundary. Most are served by individual on-site wastewater treatment (septic) systems but most of the areas outside of the City that lie within the Lake Mills Sanitary Sewer Service area are served by public sanitary sewer under agreement with the City of Lake Mills.
- Single Family Residential: Single-family detached residential development served by a public sanitary sewer system.
- Two-Family Residential: two-family and attached single-family residential development (duplexes, town homes, flats).
- Mixed Residential: a variety of residential units particularly multi-family units with 3 or more dwelling units per building. Owing to typically higher densities and flexible nature of tenancy, mobile home parks are also included in this category.
- Downtown: This designation is planned for the historic downtown area of the City of Lake Mills. This designation reflects the mix of retail, service, office, and residential (usually upper story) uses allowed and pattern of development as it relates to placement, scale, and style of buildings typical of the historic downtown. Elements of this pattern include minimal building setbacks, pedestrian orientated streetscapes; on-street, rear, or limited side parking rather than front yard parking, multi-story structures; and materials and designs that match the historical context.
- General Commercial: indicates a wide range of existing indoor commercial, office, institutional, and outdoor sales land uses outside of the downtown area. The attention to design varies depending on when the use was established. Appropriate design standards for the various categories of new commercial development found "Programs and Recommendations" later in this chapter should be applied when the City reviews major renovations or redevelopment of existing commercial uses to

the extent practical, though the extent that these design standards are applied may be constrained by the existing development pattern.

- General Industrial: This designation mainly indicates existing industrial development constructed prior to current standards and/or with physical and operational characteristics that make these uses less compatible with residential and neighborhood scale uses. It includes indoor manufacturing, warehousing, distribution, office, and associated accessory uses such as outdoor storage and operations with a large outdoor component. Appropriate locations for future uses in this category include areas near major transportation routes and in areas where extensive separation and/or buffering from less intensive uses is possible. To the extent practical, standards of new and renovated General Industrial construction should comply with those recommended for Planned Industrial land use category, with additional measures to protect adjacent, incompatible uses as needed.
- Community/Institutional Facilities: large-scale public buildings and uses, including outdoor facilities other than parks, hospitals, private religious institutions, and special-care facilities. Small institutional uses may be permitted within other land use categories, notably the Planned Neighborhood Future Land Use Category described more fully in the Programs and Recommendations" section of this chapter and Chapter 6: Housing and Neighborhood Development.
- Parks and Open Space: existing or planned park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and publicly owned natural or habitat preservation areas. Large private outdoor recreation facilities such as golf courses are also included in the category. Small recreational spaces and future parks may be included in other land use designations.
- Public Conservancy: Publicly owned lands that have preserved primarily or exclusively for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities.
- Environmental Corridors: the environmental corridor designation is used to indicate continuous systems of open space that include one or more of the following natural features: wetlands, floodplains, woodlands, critical wildlife habitat, rare or endangered species, and steep slopes. Environmental corridors are intended to be preserved over the long term whether in private or public ownership through various restrictions on use and site alterations.
- Rights-of-Way: publicly-owned land for transportation uses, including roads, highways, and railroads.

B. Existing Land Use Pattern

Map 5 depicts the existing land use pattern within the City of Lake Mills. This map is based on County aerial photos and land records data from 2000 and updated with City staff input, site visits, and other aerial photography. Table 7 summarizes the existing acreage within the various land use categories in the City. The following is a summary of the development patterns depicted in this map.

Table 7: Existing Land Use Totals

Land Use	Acres*	Percent
Agriculture/Vacant	560	22
Single Family Residential	534	22
Two-Family Residential	17	1
Mixed Residential	157	6
Downtown	35	2
Commercial	43	2
Industrial	226	9
Community/Institutional Facilities	189	7
Public Park & Open Space	247	10
Environmental Corridor	212	8
Right-of-Way	309	12
TOTAL	2528	100

Source: GIS Inventory, Vandewalle & Associates, 2007
** Values have been rounded to the nearest whole number*

Residential Development

Residential Development comprises 708 acres or 28% percent of the City's total land area, and reveals and average net density of 3.44 dwelling units per acre. Single-family residential density is 2.88 acres units per acre.

Commercial Development

These uses comprised 3 percent of the City's total area.

Industrial Development

Industrial uses comprised 9 percent of the City's total area. Much of that area was in the Lake Mills Business Park.

Other Land Uses

The City's institutional and community facilities comprised a total of 7% of land use. This category includes municipal properties, public and private schools, and the State owned fish hatchery. Public Park and Open Spaces uses comprised and additional 247 acres or 10 percent of land area, and includes City parks, the Lake Mills Golf Club, and State owned natural areas.

C. Land Development Trends

Table 8 shows the number and type of building permits issued by the City from 2002 to 2006. According to the City Building Inspector, for the five year period, the City issued a total of 2,040 building permits. These were permits ranging from the construction of new residences and nonresidential buildings to building additions and renovations to garages. During this timeframe, the City issued 348 permits for the construction of new dwelling units, and average of 70 housing permits each year.

Table 8: Building Permits Issued, 2002 - 2006

Type	2002	2003	2004	2005	2006	TOTAL
Residential	22	39	147	101	39	348
Commercial	1	4	11	8	8	32
Other	259	295	358	404	344	1,660
Total	282	338	516	513	391	2,040

Source: City of Lake Mills Building Inspection

Land development trends can also be measured by the increases in property values. Between 1999 and 2006, the State Department of Revenue reported a 72.7 percent increase in the total equalized value of all property in the City of Lake Mills (see Table 9). The data indicate that the value of development has increased faster than other incorporated municipalities in Jefferson County, with the exception of the Village of Johnson Creek. The very large increase in the Village of Johnson Creek is largely attributable to commercial development, particularly near I-94, and its relatively small base in 1990. The rapid increase in values of both for the City and Town of Lake Mills may be due in part to their location near I-94 and Dane County.

Table 9: Total Equalized Values

	1999	2006	Percent Change 1999-2006
City of Lake Mills	$247,841,300	$428,067,300	72.7
Town of Lake Mills	$151,569,200	$265,249,900	75.0
Town of Aztalan	$86,074,200	$120,443,600	40.0
Village of Johnson Creek	$87,924,100	$284,853,600	224.0
City of Waterloo	$134,794,800	$200,796,300	49.0
City of Jefferson	$308,464,500	$463,513,900	50.1
City of Fort Atkinson	$537,797,500	$858,736,000	59.7
City of Watertown	$848,771,800	$1,397,321,600	64.6

Source: Wisconsin Department of Revenue

D. Land Market Trends

The trends in the land market in the Lake Mills area suggest increasing land values and lot prices. The average assessed value of existing homes in Lake Mills was $176,834 in 2005.

The State Department of Revenue reported an increase in the total equalized values of the City of Lake Mills between 1999 and 2005 as follows: $151,569,200 to $364,169,200 (a $212,600,000 increase).

The price for undeveloped and unimproved land sold for development in the Lake Mills area has generally increased since 2000. Based on an informal sampling of area land sales, the average price in 2007 for undeveloped land in the Lake Mills area is $25,000 to $30,000 per acre, with land sold for residential development typically selling for less ($15,000 to $20,000). The price for unimproved land shows wide variations based on specific location and intended land use. For example, land near Interstate 94 for commercial purposes has sold for substantially more than land for residential purposes elsewhere. This trend toward large variation in price has been exasperated by the general slowing of the housing market that began in 2007.

E. Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the Planning Area that is not within the corporate limits of the City, but is potentially available for future annexation.

For vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

F. Projected Land Use Demand

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the planning period. Table 10 shows the total projected demand for land needed for development. Demand for residential land is a function of population, household size, and density of housing. As described in Chapter One Issues and Opportunities, for the purposes of this *Plan*, population change over the next twenty years will be based on the 25-year Compounded Growth Projection (See Chapter 1: Issues and Opportunities, Table 2.). The projected number of households is based on the projected population increase and the projections in household size. Projected growth in the number of households for purposes of this *Plan* is found in Chapter 1: Issues and Opportunities, Table 6. This projection is based on projected population growth and a slight decrease in household size (from 2.51 to 2.41 people per household) throughout the planning period. The final component of residential land use demand is the anticipated density of housing. Based on the impact of projected residential construction in the Northside Neighborhood Area (see Section G below) and the recommendations of this *Plan* for a more traditional pattern of development, this *Plan* bases its residential land use projections on a 20% increase in housing density from the current 3.44 dwelling per net acre to 4.13 dwelling units per acre for areas of new development.

Other land use categories are also expected to increase. While difficult to predict, this plan assumes that the ratio of commercial and industrial development to residential development will increase by 1% per

five year period. This is based on the projected increase in demand for commercial uses primarily near Interstate 94 and industrial uses, primarily in the current and expanded Lake Mills Business Park.

Table 10 shows that the projected total minimum land use needed for residential and non-residential development is 265 acres. The projections in Table 10 are based on net demand exclusive of the need for additional land for street right-of-way, stormwater facilities, and utilities necessary to serve new development. A common rule of thumb for predicting additional land needed is 0.3- 0.4 acres for every net acre of residential, commercial, or industrial development. Factoring this into total demand, Total Demand for development is projected to be 328 acres. The projections also do not include land needed for public parks, natural resource protection, special community facilities which often vary greatly depending on characteristics unique to the locale.

Table 10: Land Use Demand

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total
A. Projected Number of New Residents	338	360	384	410	437	1,929
B. Projected Number of New Housing Units (A/2.49 persons per household)	136	146	157	169	181	788
C. New Residential Acreage Demand (C/4.13 units per acre)	33	35	38	41	44	191
D. New Non-Residential Acreage Demand (C *.25)	10	11	12	13	15	61
E. Total New Residential and Non-Residential Acreage Demand (C + D)	43	46	50	54	59	252
F. Land needed for streets, utilities, and stormwater associated with new development (E * .3)	13	14	15	16	18	76
G. Total Demand – All Development (E + F)	56	60	65	70	77	328
Source: Vandewalle & Associates						

For purposes mapping future growth areas on the Future Land Use Map (Map 6) it is recommended to have a plan for potential development over a larger area than total land area projected in Table 10 above. The reason for this is to provide a degree of flexibility and competitiveness in the local land market, so that the City's ability to accommodate development is not dependent on the willingness of a very few land owners to sell for development. Another reason to plan for additional lands is to acknowledge a degree of uncertainty over the development potential of a given parcel. For example, an undeveloped parcel that appears to be able to accommodate relatively high intensity of development may in fact be more severely restricted than anticipated owing to subsurface water levels or poor soils. Increasing the projected land use demand by 100% to provide this flexibility yields a total projected land use demand for planning purposes of 656 acres through 2030.

G. Future Neighborhoods

In 2005, the City adopted its Northside Neighborhood Plan for development of a 755-acre area north of I-94. The majority of the planning area is planned for single family residential and opens space, but provides for a mix of development types including commercial and mixed residential/commercial areas. The plan area lies entirely within the City's existing sanitary sewer service area. The plan provides detailed recommendations on a mix of single- and multi- family residences to serve a variety of household sizes, types, and incomes and includes specific recommendations on design and quality standards to ensure

residential and commercial character in keeping with the City's small town character and ensure connectivity throughout the neighborhood. The Plan also includes significant areas of natural conservancy space, public recreation space, and for centrally located commercial development, primarily geared to serving neighborhood needs. A preliminary plat for some of the Northside Neighborhood Planning Area was approved by the City in 2006, but no final plat has been submitted at this writing. The City adopts the recommendations of the Northside Neighborhood Plan as specific element of this Comprehensive Plan.

H. Planned Land Use

The Future Land Use Map (Map 6) indicates recommended future land uses over the 20-year planning period and their location within the City. The *Plan* takes into consideration both the supply of developable land and projected demand. The *Plan* addresses areas with existing incompatible or conflicting land uses, and recommends a pattern to prevent or minimize potential new conflicts in land use. Changes in land use to implement the recommendations of this Plan will be at the request of property owners. This Plan will not compel property owners to change the use of their land. Instead, Map 6 and the policies in this chapter will guide the City in its review of development proposals.

I. Land Use Goals, Objectives, and Policies

Goal:

Provide for a broad range of land uses in a pattern that promotes efficient transportation and extension of municipal services, minimizes conflicts between uses, harmonizes complementary land uses, and preserves property values.

Objectives:

1. Promote a compact pattern of development on municipal sanitary sewer that minimizes degradation of land, water, energy, and air resources and facilitates the creation of interconnected neighborhoods within current a future City Limits.
2. Preserve environmental corridors and other valued resources by limiting development within these areas and enacting land use regulations that limit the negative impact from nearby development.
3. Coordinate land use planning with transportation, utility, and public service planning.
4. Create an interconnected network of sidewalks, bicycle trails, and streets that provide a range of transportation options to City residents.
5. Provide adequate areas for residential, commercial, and industrial development of varying intensity and size.
6. Provide a desirable pattern and mix of compatible land uses consistent with the City's character.
7. Promote infill development of vacant land and redevelopment of blighted or underutilized property within the City.
8. Preserve the character and economic viability of the downtown.
9. Achieve high quality development of all types.
10. Minimize land use conflicts.

Policies:

1. Generally, the City will not extend municipal sanitary sewer and water services outside of the City's corporate boundary. The City will only consider exceptions to this policy for those areas in the Town of Lake Mills already within the City's sanitary sewer service district in accordance with the Intergovernmental Agreement with the Town of Lake Mills or in specific areas of other Towns with

which the City has reached formal intergovernmental agreement for those services. Unless otherwise stated in an intergovernmental agreement, the City reserves the right to deny such service extensions on a case-by case basis if deemed against the best interests of the City.

2. The City will use its extraterritorial jurisdiction (ETJ) review powers to minimize fragmentation of large parcels and unsewered, non-agricultural development outside of the City limits.
3. The City will require that all new development in the City to connect to sanitary sewer and municipal water services and discourage development within it sanitary sewer service area until such time as those services are readily available
4. The City will seek efficiencies in the extension of public infrastructure and services by promoting development contiguous with existing development within the City.
5. The City will minimize the need to annex and develop new land by actively promoting redevelopment or infill development of vacant, blighted, and/or brownfield sites within the City in a manner compatible with the recommendations of this Plan and other, site specific plans adopted by the City.
6. The City will work to provide distance between incompatible uses, and, where incompatible uses are adjacent, require adequate screening and buffering between uses.
7. The City will direct intensive commercial and industrial uses to locations near existing and planned arterial roads such as the Interstate Highway 94 corridor, the STH 89 corridor north of Interstate Highway 94, Tyranena Road, and CP Avenue.
8. The City will require that development and redevelopment in the downtown area be compatible with its historic character by adopting and adhering to the design recommendations found in this *Plan*.
9. The City will encourage residential development in planned neighborhoods rather than individual, stand-alone subdivisions.
10. The City will allow a mix of residential types throughout the community and within each neighborhood rather than allowing an over concentration of one type in a particular areas of the City.
11. The City will encourage a more traditional neighborhood land use pattern in new residential areas in order to promote compatibility with older residential areas of the City, and to provide a wider range of housing and lots sizes including single-family lots. The City will encourage neighborhood scale commercial, office, institutional, and park uses at locations that will conveniently serve City neighborhoods.
12. Generally, the City will strive to achieve a minimum average net residential density of 4.0 dwelling units per acre for each Planned Neighborhood. Calculation of net residential density excludes area required for public right-of-way, public park, and non-residential land uses, but includes any area necessary for stormwater management generated by residential development.
13. The City will follow the recommendations of the Northside Neighborhood Plan when reviewing development proposals within the geographic area specified by that plan.
14. The City will work to ensure that residential development is within a 1/2 to 1 mile of some type of public park or open space.

J. Land Use Programs and Recommendations

This section of the *Plan* is intended to guide land use and development in the City over the next 25 years. Map 5, the Future Land Use Map, presented in this chapter, was based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, and environmental constraints (soils, topography, drainage, etc.). The Future Land Use Map and the following detailed recommendations also reflect citizen input that was received at public meetings and events described in Chapter One: Issues and Opportunities.

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries. These areas outside City boundaries are often called the City's "extraterritorial jurisdiction," which under Wisconsin law extends 1 ½ mile from the City limits. The specific authorities and responsibilities vested within the extraterritorial jurisdiction are explained in more detail in Chapter 9: Intergovernmental Cooperation. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City, with the recognition that the City's growth will be facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. Some additional land areas may be annexed into the City over the course of the planning period. As a result, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental coordination and cooperation. Specific strategies and opportunities for cooperation with the Town of Lake Mills are described in Chapter Nine: Intergovernmental Cooperation.

The areas shown on Map 5 within the City's extraterritorial jurisdiction can be classified within two main levels of interest to the City:

a. Areas anticipated or possible for City growth/expansion over the 20-year planning period, from the City's perspective. These types of areas are designated in one or more of the development-oriented Future Land Use categories that are described in the section above.

b. Areas not anticipated for City growth or expansion over the 20 year planning period, but still within the City's 1 ½ mile Extraterritorial Jurisdiction (ETJ). In general, most of these areas are planned for very limited development over the planning period.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use Map will develop during that period. Rather, the Future Land Use Map shows those areas in and around the City that are the most logical development locations for new City growth, regardless of the timing of development. The City advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by roads, public sanitary sewer, and water.

The Future Land Use Map (Map 5) described below should be used as a basis to update the City's regulatory land use tools, such as the Zoning Map. This map should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Not all land shown for development on Map 5 will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Future land use categories shown on Map 6 are described below, along with descriptions of where these land uses should be promoted in the City, policies related to each future land category, and approaches for preserving and enhancing overall City character.

RESIDENTIAL LAND USE CATEGORIES

Single Family Residential

Description:
This future land use category is intended for mainly single-family housing in the City and on municipal sanitary sewer and water. As depicted on Map 5, it is recommended that most existing *Single Family Residential uses* remain in that use. New *Single Family Residential* development is recommended for areas north and south of the City both as a stand alone category and as a major component of the Planned Neighborhood land use category. City zoning districts that correspond most closely with this land use category are the R-1, R-1A, and R-2 Districts.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Require annexation and connection to sanitary sewer service for all new development in Single Family Residential future land use category other than those residences outside of the City served by sanitary sewer service and municipal water as established through the Intergovernmental Agreement with the Town of Lake Mills.
2. Ensure City single-family zoning districts and subdivision requirements include standards to implement or encourage the policies and design standards found in Chapter 6 Housing and Neighborhood Development and other parts of this Plan.
3. Ensure that single family residences continue to constitute a minimum of 60%-70% of the City's housing stock community-wide and within each Planned Neighborhood. Consider adopting a Residential Balance Policy to implement this housing mix.
4. Retain a single-family zoning district with a minimum permitted lot sizes of 8,000 square feet for single family residences, and consider allowing smaller single family lots as part of Planned Developments as defined in the City of Lake Mills Zoning Code.
5. Encourage most single-family development to occur on lots less than 15,000 square feet or less in area, except instances of lots that include wetlands or other environmental corridor features.
6. Ensure a mix of single family lot sizes within a given neighborhood to promote housing diversity and affordability goals.
7. Continue to permit two-family dwellings in both existing and new single family areas in accordance with the recommendations for the Two-Family Residential future land use category (below).
8. Plan for interconnected road and open space networks within and between residential subdivisions and neighborhoods.
9. Continue to require local streets with not more than 32 feet of width measured curb face to curb face (possibly less on short local streets where parking on one side is deemed sufficient) and sidewalks on both sides of all streets within residential neighborhoods. This increases the safety of neighborhoods for pedestrians and children.
10. Minimize the potential for incompatible land uses (e.g. large-scale commercial and industrial uses that generate high levels of noise, odor, glare, dust, traffic, etc.) within or next to Single-Family Residential (Sewered) land uses. Where such uses do occur in close proximity, the City should encourage the use of landscape buffers.

11. Continue to locate single family residences near community facilities such as roads, paths, parks, sidewalks, schools, churches, and neighborhood scale businesses in order to provide convenient access to residential areas.
12. Ensure property maintenance codes are adequate and enforced to maintain property values and neighborhood appearance.

Two-Family Residential

Description:
This designation is primarily intended to allow groupings of duplexes and single-family attached residences that are in current or future City limits and served by public sanitary sewer system. New areas for this land use category are not mapped and it is intended that new Two-Family Residential areas be incorporated into future *Planned Neighborhood* land use category. The City zoning district that best implements this land use category is the R-2 district

Policies and Programs:
1. Generally limit new two-family structures to no more than three consecutive, adjacent lots and not more than 1 lot out of 12 in most neighborhoods. However, this may increase when intended as a transition to higher intensity uses such as a highway or commercial properties.
2. Within Planned Neighborhoods, allow two-family dwellings to be placed on the corners of blocks that are primarily comprised of single family homes, and consider requiring that each unit front a different street.
3. Limit the impact of duplex garages on the streetscape in accordance with recommendations for garages found in Chapter 6. Within PDD's, consider the use of privately maintained alleys.

Mixed Residential

Description:
The *Mixed Residential* future land use category is intended to allow a variety of residential units, primarily structures with 3 dwelling units or more, such as single-family attached dwellings (e.g. townhomes), condominiums, apartments, and senior housing developments. All manufactured or mobile home parks may also be considered for areas mapped in this land use category, but the City reserves the right to distinguish between mobile home parks and multi-family structures when evaluating the appropriateness of either subcategory when considering zoning of a specific property or location. *Mixed Residential* is mapped on the Future Land Use Map in areas where these types of development existed at the time this *Plan* was prepared. New *Mixed Residential* areas are recommended for areas within the Northside Neighborhood Planning Area north of the Interstate Highway 94, and the *Planned Neighborhood* and *Planned Mixed Use* future land use categories. City zoning districts currently used to implement this land use category include the R-3 and R-4 zoning districts.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Require annexation and connection to sanitary sewer for all new Mixed Residential developments.
2. Disperse future Mixed Residential development at appropriate locations throughout the City, rather than creating large concentrations (100 units or more) of this type of development in a just a few areas, and in accordance with a Residential Balance Policy recommended for the "Planned Neighborhood" future land use category (below).
3. New building sizes should generally be limited to 8 to 16 units each to maintain the existing small-community character of the City. Larger multi-family structures should only be considered as a Planned Development or other conditional use in the multi-family zoning district.
4. Discourage multi-family and duplex housing developments exceeding 5 acres in size, except condominiums.
5. Consider changes to the zoning code to require additional site and building design guidelines as recommended in Chapter 6. Design of development that results in attached or detached garages dominating the streetscape will be avoided.
6. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
7. Continue to require that mobile/manufactured homes (not to be confused with modular homes that meet standard single-family home building code requirements) be limited to mobile home parks of not less than 10 acres, and meet other zoning and mobile home park permit requirements.

Planned Neighborhoods

Description:
Planned Neighborhoods are mapped as larger areas such as the area south of the City that should be carefully planned as a unified mixture of certain of the future land use categories described in this section. All development in Planned Neighborhoods in the City should be served by public sanitary sewer service.

The predominant land use in terms of area would be *Single Family Residential*, combined with *Two-Family Residential*, *Mixed Residential, Park and Open Spaces,* and possibly small-scale *Institutional and Public Facilities* (churches, specialized housing, etc.), *Neighborhood Commercial* and *Mixed Use* land uses.

As the name implies, Planned Neighborhoods are not merely an assemblage of uses in a random and dislocated pattern. A variety of housing types (single-, two-, and multi-family) should be included in each *Planned Neighborhood* area and the specific amount and location of the different types should take the environmental considerations and the City's housing and transportation goals into account. Non-residential uses such as parks, community facilities, and small-scale shopping and service areas should be planned to serve and be accessible to all neighborhood residents while minimizing negative impacts such as excessive vehicular through-traffic from outside of the neighborhood.

This *Plan* recommends accommodating most future residential development within the Planned Neighborhood land use category. This planning strategy will help to achieve a variety of objectives described above and elsewhere in this *Plan*. Various residential, park, resource protection, and low impact commercial zoning districts including the Planned Development District are recommended to achieve the desired mix of uses.

Policies and Programs:
The following policies and programs are recommended for this future land use category in areas on Map 6 where this category is shown:

1. Adhere to the Policy and Program recommendations for *Planned Neighborhoods* found in this Chapter and in Chapter 6: Housing and Neighborhood Development.
2. Amend City Zoning and Subdivision requirements as necessary to implement Planned Neighborhood recommendations polices and programs as described under Neighborhood Design in Chapter 6 and elsewhere in this Plan.

NON-RESIDENTIAL LAND USE CATEGORIES

Neighborhood Commercial

Description:
This future land use category is intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses that mainly serve the surrounding neighborhoods on public sewer, public water, and other urban services and infrastructure. There are several areas throughout the City—general in close proximity to existing or future residential and planned neighborhoods—that are mapped in this category. Neighborhood Commercial uses may also be considered at appropriate locations within Planned Neighborhoods. City zoning districts that best reflect neighborhood commercial district are the B-2 and B-4 Districts.

Policies and Programs:
1. Allow new uses in this future land use category only if annexed to the City and connected to City Sanitary Sewer, Water and other utilities.
2. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City residential neighborhoods.
3. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Recommended design standards for commercial development projects are provided in Chapter Seven.
4. Ensure the City's B-4 or similar zoning district contains sufficient design standards and restrictions as recommended in Chapter 7 of this Plan to address building scale, building appearance, landscaping, and signage to assure compatibility with surrounding residential character. In Neighborhood Commercial areas, use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window coverage and design; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone is essential.
5. Allow mixed commercial residential structures with residences above the first floor commercial use.

Planned Business/Office

Description:

This category is intended for areas appropriate for indoor commercial, retail, service, tourism-oriented, office, and community facility uses. Commercial uses with large outdoor components such as motor vehicles sales and service are also included in this category, but should be sited and designed so to not detract from the design standards and goals (such as high quality architecture and accessibility by multiple modes of travel) of predominantly indoor commercial uses. This category excludes manufacturing, warehousing, and distribution uses unless accessory to the primary commercial use. These commercial use areas are characterized by generous landscaping, screened (and limited) storage areas, modest lighting and signage, and compliance with design standards set forth in greater detail in Chapter 7: Economic Development. New *Planned Business/Office* areas are planned for existing and infill commercial nodes and new commercial areas near Interstate 94. The City's current PB, PO, and B-3 Districts most closely reflect the uses and design standards recommended for this land use category.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 6 where this category is shown:

1. Allow new uses in this future land use category only if annexed to the City and connected to City Sanitary Sewer, Water and other utilities.
2. Consider modifying existing zoning districts to implement the recommendations of this Plan pertaining to this land use category (See also Chapter 7: Economic Development.). Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Require the use of high-quality building materials, attractive lighting, and other design standards for commercial development.
3. Consider amending the City's zoning ordinance to require additional site design requirements for large-scale, "big-box" developments with floor areas of 40,000 square feet or more and multi-structure commercial developments.
4. Require neighborhood-scale community commercial uses within residential areas and not associated with larger commercial areas to have architecture and scale compatible with the surrounding residential uses.
5. Ensure that future Planned Business/Office development is adequately buffered from residential development areas where adjacent.
6. Control the number and spacing of new driveways onto major streets such as Main Street, Highway 20, and Highway 120 to increase traffic efficiency and safety. Where practical promote or require cross-access between individual developments, shared driveways, shared parking, and/or driveway access onto new local streets intersecting arterial streets.
7. Provide for safe on-site movement of bicycles and pedestrians, and require bicycle facilities.
8. Avoid new extensive, uninterrupted areas of strip commercial development along major streets.
9. Keep unattractive commercial uses such as outdoor merchandise dealers out of high-visibility areas, such as major intersections and community entryways.

Planned Mixed Use

Description:

This category is intended for highly planned future developments that incorporate a mix of residential, office, small retail, and/institutional land uses into a single development. Mixed use centers are intended to be vibrant, urban places that should function as neighborhood and community gathering spots in a manner similar to traditional downtowns, but can be done on a smaller scale. Generally, these types of developments should be located adjacent near residential areas to maximize the number of residents who can walk or bicycle to these developments. They are also recommended for locations that act as community or neighborhood gateways. The commercial area planned for Rocks Edge Subdivision and the former Crepaco Site are shown as *Planned Mixed Use* development. *Planned Mixed Use* developments could also be considered within or adjacent to the *Planned Neighborhood* and *Downtown* future land use categories with mixed residential/commercial structures substituting for commercial structures. Existing City zoning districts that allow the mixed use buildings envisioned in this land use category include the B-1, B-1C overlay, B-4, and any commercial or multi-family PDD.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 56where this category is shown:

1. Allow new uses in this future land use category only if annexed to the City and connected to City Sanitary Sewer, Water and other utilities.
2. Consider developing a detailed area plan for each area in this land use category prior in advance of a specific proposal to ensure a desirable outcome for gateway areas. At minimum, base approvals on the design guidelines for mixed use developments in Chapter 7: Economic Development
3. Approvals for multi-building mixed use projects should only be granted following submittal and City review of highly detailed plans for all buildings, public gathering areas, open spaces, streets, trails, landscaping, utilities, parking, lighting, and signage to ensure that all design elements compliment each other.

Downtown

Description:
The Downtown future land use category is intended for pedestrian-oriented commercial, office, institutional and upper story residential uses in a historic "downtown" setting. The Downtown land use category is primarily mapped for the existing historic City center. The *Plan* does not call for expansion of the Downtown area at this time. Current City zoning districts to implement this land use category include the B-1 and B-1 C overlay district.

Policies and Programs:
The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Retain the City's B-1 Central Business Core Zoning District and update the requirements to include additional guidance on appropriate design elements consistent with the recommendations for downtown and mixed use development in Chapter 2 and Chapter 7. Key features include requiring buildings with little or no set back from the sidewalk or between structures and consistency with existing building heights (typically two or three stories).
2. Preserve and enhance the character of the downtown by encouraging new development, infill development, and redevelopment in a manner compatible with the architecture of pre-World War II commercial districts.
3. Amend the City Zoning Code to establish site plan and exterior architectural standards for the B-1 District that ensure compatibility with and/or gradual transitions from the pattern established in historic areas of the B-1C zoning district.
4. Continue to work with downtown property owners and businesses to preserve and renovate historically significant buildings for modern commercial use.
5. Explore options for promoting infill development of vacant downtown property and demolition/renovation/redevelopment of out-of-character structures in the downtown through the packaging of various tax incentives and other funding sources.
6. Continue to promote the downtown as the City's primary commercial, civic, and social center. Specific strategies are discussed in detail in Chapter Seven: Economic Development.
7. Promote the use of second story space for housing or offices.
8. Work with the Main Street Program and other agencies to implement physical and operational recommendations for the Downtown (See Chapter Seven: Economic Development).

Planned Industrial

Description:
This designation includes indoor manufacturing, warehousing, distribution, and office uses, allowing for some screened outdoor storage areas. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage. In the City of Lake Mills, this designation is planned for existing and planned areas of the City's Business Park through the City's I-4 zoning district. The uses and requirements allowed in the I-1 district also may fall within this land use category.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Allow new uses in this future land use category only if annexed to the City and connected to City Sanitary Sewer, Water and other utilities.
2. Encourage vehicle access control to and from arterial streets abutting uses in this category. The majority of employee and truck traffic should access shared, minor local streets rather than arterial roads whenever possible. Fewer, widely spaced driveways and intersections can improve transportation safety and efficiency. Allow
3. Ensure the City Zoning Ordinance contains sufficient standards for architectural and site design standards and site plan review requirements to ensure a high quality appearance, safe and efficient traffic flows within and adjacent to the development, and proper buffering between adjacent uses, particularly residential uses. Emphasize the appearance of development from public rights-of-way, particularly major highways. See Chapter 7 for guidance on the desired building and site characteristics, namely parking and loading to the sides and rear with attractive landscaping near public streets.

General Industrial

Description:
This designation includes more intensive manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. Uses in this future land use category include those with characteristics that make them less compatible with most other land uses and may require additional separation, screening, and buffering. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads but away from existing or planned residential areas and high visibility community gateways whenever possible. In the City of Lake Mills, this designation is mapped for areas of existing industries, particularly those with large outdoor operations. The City's I-2 and I-3 districts best reflect this land use category.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Allow new uses in this future land use category only if annexed to the City and connected to City Sanitary Sewer, Water and other utilities.
2. When considering future rezoning requests, the City should require zoning to the appropriate district.
3. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, signage plan and plan of business operations prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this Plan. The City should review and amend its Zoning Code as needed to ensure standards are appropriate and effective in implementing recommendations and goals of this Plan.
4. Ensure Performance Standards are established and enforced to limit the impact of General Industrial land uses on adjacent and nearby property. These standards should place enforceable limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.
5. Ensure any existing or new general industrial use provides safeguards to the quantity and quality of municipal water resources. Enforce the provisions of the City's Wellhead Protection Overlay district as needed to ensure compliance.
6. Extend City utilities and services to future industrial use areas to allow them to be intensively developed and generally of higher assessed value, requiring annexation to get such services if land is not already in the City.
7. Ensure that future industrial development is appropriately separated or buffered from existing and planned residential development areas.
8. Encourage vehicle access control to and from adjacent arterial and major collector roads such as CP Avenue, Tyranena Road, Main Street/State Highway 89 to improve traffic safety and efficiency. Shared access drives and interconnected local access roads rather than numerous direct access points are promoted.

Community/Institutional Facilities

Description:
This future land use category generally includes public buildings and uses, including the municipal buildings, libraries, emergency services, utility uses, and public schools. This category also includes quasi public institutions such as churches, private schools, and large medical facilities. Finally, this category also includes special uses such as the State-owned Fish Hatchery, the City cemetery, and specialized housing and care facilities. Owing to the wide range and intensity of uses, desirable locations will depend on the nature of the specific use. Small-scale *Community Facilities* may also be included in other land use categories such as in the downtown or as part of *Planned Neighborhoods*. Currently, community and institutional uses are allowed in the RD district and as conditional uses in several residential and commercial districts.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the City.

2. Consider creating a separate Institutional use zoning district.
3. Keep municipal government buildings and services in or near the Downtown.
4. Work with the Lake Mills School District to ensure the site plan for the potential new school at the south end of the City will have minimum impact and be fully integrated existing and planned development in the vicinity.
5. Ensure that land use decisions and future growth are consistent with the community facility recommendations in Chapter 5: Utilities and Community Facilities of this Plan.
6. Amend this Plan as necessary to accommodate future utility and community facility locations.

Park and Open Space

Description:
This category generally includes all publicly-owned land designated as city park, county park, state park or wildlife areas, and other large-scale primarily passive recreational facilities such as the Lake Mills Golf Club. In addition to those areas currently designated in the City as *Park and Open Space* future land use category, the *Plan* recommends that additional public parks and other preserved open space reserved within *Planned Neighborhood* future land use category in accordance with the recommendations for parks found in Chapter 5: Utilities and Community Facilities and the City's draft 2004 Park Impact Fee Study. *Park and Open Space* areas may also be accommodated within or adjacent to environmental corridors and other resource protection areas. The City currently implements this category through its P-1, P-2, and P-3 zoning districts.

Policies and Programs:
The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Ensure City zoning standards include appropriate districts and/or regulations to preserve and develop a range of outdoor recreation and open space uses.
2. Ensure the subdivision ordinance includes requirements that new residential development provide public park and recreational facilities, or fees in lieu of such facilities per the recommendations of City's Park Impact Fee Study.
3. Ensure that the City subdivision ordinance prevents a developer from meeting the parkland dedication requirement through dedication of lands unsuitable for development, such as wetlands, stormwater management facilities, steep slopes, etc. Land dedicated for park land should be suitable and prepared by the developer for active recreational uses, facilitates and structures unless the City deems these needs met for a particular neighborhood or location. Land in environmental corridors should not count towards park land dedication. However, this recommendation is not intended to preclude acceptance of undevelopable environmental corridors for public purposes in addition to the land sufficient to meet the active use park requirement nor is it intended to prevent the prevent appropriate (usually passive) recreational activities within these areas.
4. Design future planned neighborhoods around and with access to Park and Open Space areas without negatively affecting these corridors from an environmental standpoint.
5. Ensure accessibility to parks for age and ability groups through installation of appropriate improvements within parks and adequate pedestrian connections to parks. Consider allowing a portion of required park land dedications to be met through creation of bicycle and pedestrian oriented Greenways.

RURAL/ENVIRONMENTAL LAND USE CATEGORIES

Map 6 shows areas of planned future growth. However, the Plan intends large areas within the City's 1.5 mile Extraterritorial Jurisdiction and Planning Area to remain in primarily rural or opens space uses through 2030. The Plan recommends the following land use categories and associated programs and policies for areas outside of the City and environmentally sensitive areas.

Environmental Corridor

Description:
The Environmental Corridor land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 12% or greater. (See Chapter 2) For lands within the City's planning area, environmental corridor is mostly associated with Rock Creek, undeveloped areas around Rock Lake, and the Crawfish River. Uses within this land use category are regulated under a variety of Federal, State, County, and City districts. City districts include the C Conservancy District, S-W Shoreland-Wetland District, and the FEMA designated Flood Plain. The P-1 Park District: Nature Preserves also protects areas that coincide with environmental corridor.

Policies and Programs:
The following policies and programs are recommended for this future land use category:

1. Development in mapped Environmental Corridor areas should be generally prohibited.
2. If development is proposed in or adjoining areas where environmental corridors have been mapped or otherwise identified, the City will require the landowner or developer to provide or pay for a professional, third party delineation of wetland, floodplain, steep slope, or other natural feature(s) that comprise the Corridor.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.
4. Preserve steep slopes. Steep slopes with grades of 20% or more in undeveloped areas should be preserved. Development of steep slopes with grades between 12%-20% should be limited and result in minimum disturbance in accordance with the recommendations of this *Plan*. Generally, existing development on isolated steep slopes (those not associated with other environmental corridor features) will not be considered environmental corridor. Existing developed in areas with both steep slopes and other environmental corridor features will be allowed to continue or redevelop subject to other applicable restrictions and requirements.
5. Require conservation subdivision design principles when developing lands that include environmental corridors to prevent fragmentation and disturbance of natural resources within the corridors. In instances where some fragmentation and/or disturbance of natural resources is a practical necessity to develop areas outside of the environmental corridor, the subdivision should be designed to minimize said disturbances.
6. Continue to promote public access for passive, compatible recreation purposes where safe to do so.
7. Review existing City, County, and State requirements for environmentally sensitive areas and consider adopting more stringent standards if current standards fail to achieve the Natural Resource goals and objectives of this Plan.

Public Conservancy

Description:
This future land use category consists of publicly owned lands that have been preserved primarily or exclusively for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities such as camping, hunting, fishing, hiking, multi-use trails, and boat landings. They also may be adjacent to active use parks or include areas for active recreation (e.g. playground uses), but these more active uses are subordinate and accessory in nature. Examples in the City's Planning Area include the Lake Mills Wildlife Area, Aztalan State Park, Sandhill Station State Campground, and the unnamed State Wildlife Habitat north of Interstate Highway 94.

Policies and Programs:
The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Consider Annexation of these areas where appropriate to preserve the City's ability for long-term growth, while adhering to the natural resource protection goals, objectives and polices identified elsewhere in this Plan.
2. Ensure land uses adjacent to these areas is compatible with the goal of sustaining the resources protected by Public Conservancy areas.
3. Work with the State of Wisconsin and other entities to ensure the provision of adequate and appropriate public access and facilities within these areas.
4. Work with Jefferson County, neighboring towns, and various private groups to incorporate these areas into a regional system of protected opens space linked by recreation trails (See Chapter 2: Agricultural, Natural and Cultural Resources, particularly the discussion on the Glacial Heritage Area Project and recommendations for linking natural resource preservation with recreation cultural preservation objectives).

Agriculture/Rural

Description:
This future land use category includes farmland, privately owned undeveloped lots, small woodlots, grasslands, forest land, and open lands in agriculture or forestry use. In addition to agricultural and forestry uses, single family homes at extremely low densities, associated home occupations and small family businesses, and agricultural service businesses which do not interfere with the interests of nearby property owners would generally be allowed.

This future land use category is the predominant land use for areas outside of the City. This *Plan* recommends that those areas mapped in this future land use category remain in this future land use category. The City currently regulates this land use category through the A-1 Exclusive Agricultural zoning district within its extraterritorial zoning jurisdiction; the A-1 and RD Rural Development districts for undeveloped territory within the City, and through exercise of its extraterritorial subdivision review authority elsewhere within its 1.5 mile ETJ.

Policies and Programs:
The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Amend the City's subdivision ordinance to limit the number of land divisions and new lots sizes for all areas designated as the *Agriculture/Rural* future land use category to those consistent with the 1999 Jefferson County Agricultural Preservation Plan recommendations for the County's A-1 and A-3 Zoning District regardless of current Jefferson County zoning or future amendments to the Jefferson County zoning code or zoning map (See Chapter 2: Agricultural, Natural and Cultural Resources). Include provisions that ensure that future land divisions include design requirements for lots and public improvements that are compatible with the City's long term growth, land use, transportation and other plan objectives.
2. Within the City's Planned Urban Service Area 2030 depicted on Map 6: Future Land Use, the City will adopt land division policies that correspond to the 1999 Jefferson County Agricultural Preservation Plan recommendations for the County's A-1 Zoning District unless and until the property annexes to the City.
3. Work with surrounding Towns and Jefferson County considers other techniques to preserve farms and farmland in agricultural areas.

Single Family Residential - Exurban

Description:
This future land use category includes unsewered single family detached residential development outside of the City served by individual on-site waste treatment (septic) systems. This future land use category is intended only to acknowledge where existing development of this type has already occurred. Existing developments of this type within the City's Planning Area lie mainly the rural hamlets of Aztalan and Milford.

Policies and Programs:
The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Prohibit new unsewered residential development of this type within the City. Require existing development of this type to connect to City sanitary sewer and water service upon annexation.
2. Do not provide existing exurban residential development outside of the City with sanitary sewer and water without annexation, unless done so as part of an intergovernmental agreement.
3. Use the City's Comprehensive Plan and Extraterritorial land division review authority to prevent additional residential development of this type within the City's 1.5 mile radius Extraterritorial Jurisdiction (ETJ), except as infill in existing rural subdivisions. Specific recommendations for preventing or limiting new development of this type are discussed in the "Agriculture/Rural" Future Land Use Category above and in Chapter 2: Agricultural, Natural and Cultural Resources.

Exurban - Sewered

Description:
This future land use category overlay includes that portion of the Town of Lake Mills outside of the City and served by the City's municipal sanitary sewer under intergovernmental agreement with the Town of Lake Mills and the State of Wisconsin. Under this agreement, the City has agreed to serve both developed and undeveloped portions of this land use category development with sanitary sewer without requiring annexation. The City also provides existing development within this category with municipal water

service. However, the City is not obligated to extend municipal water service to new development within this land use category, unless the property requesting the service annexes to the City.

Policies and Programs:
The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Require annexation of any new development in this area seeking municipal water service from the City.
2. Use the City's Comprehensive Plan and Extraterritorial Land Division review authority to prevent or limit additional non-residential development within this area.
3. Work with the Town of Lake Mills to ensure any development occurring in this area is compatible with the natural resource and other goals and objectives of this Plan.
4. Prevent expansion of the Urban Service Area west of Rock Lake beyond the Planned Urban Service Area 2030 depicted on Map 6: Future Land Use and Map 7 Transportation and Community Facilities.

Long Range Urban

Description:
This future land use category overlay includes areas at the periphery of the City that could be readily served by municipal sanitary sewer, water and other utilities and are therefore included in the City's proposed Planned Urban Service Area 2030. However, based on the projected population growth and land use recommendations of this *Plan*, the City does not wish to encourage development of these areas before 2030.

Policies and Programs:
The following policies and programs are recommended for this future land use category, in areas on Map 6 where the category is shown:

1. Preserve these areas in agricultural or other opens space uses through exercise of the City's extraterritorial land division authority.
2. Ensure and public infrastructure or private development occurring in these areas is compatible with the City's long term goals.

K. Opportunities for Redevelopment

Opportunities for redevelopment of property with obsolete or blighted buildings, vacant properties, and ground contamination exist at various points through out the City including some property near Tyranena Road, Main Street, the old Crepaco property, and the Downtown. The City has enacted several measures to encourage redevelopment of some or most of these areas, including establishing Tax Incremental Finance (TIF) Districts and preparing detailed redevelopment plans. These areas are discussed in greater detail in Chapter 7. Other properties within the City require property maintenance short of full redevelopment.

L. "Smart Growth" Areas

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

In the City of Lake Mills, there are several undeveloped areas within the City and Sanitary Sewer Service Area including areas at the City's southern, eastern, and northern periphery. The largest area is the land annexed north of Interstate Highway 94. A detailed development plan (the Northside Neighborhood Plan) and preliminary plat have been approved for this area, including a mix of residential and commercial uses that embodies State "Smart Growth" principals for an efficiently served, compact land use pattern. This *Plan* also includes recommendations for remaining undeveloped areas.

Map 5: Existing Land Use

Map 6: Planned Land Use

CHAPTER FOUR: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Lake Mills. The chapter also compares the City's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Maintain and upgrade existing roads, sidewalks, and trails
- Expand the transportation infrastructure as necessary to serve multiple modes of transportation.
- Link transportation planning and land use planning to ensure appropriate transportation facilities for a given location and land use.

A. Existing Transportation Network

Access and connectivity are key determinants of a City's ability to retain it vitality and grow because it facilitates the flow of goods and people to, from, and within the community. The City of Lake Mills is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 7 shows existing and planned transportation facilities in the City.

Roadways

Interstate 94

Interstate 94 serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis and La Crosse with Milwaukee and Chicago. The Wisconsin Department of Transportation Corridors 2020 Plan designated the Interstates as a "backbone" route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc. In 2004, the average daily traffic count on Interstate 94 west of Lake Mills was 37,700 and east of the City was 35,600.

State Routes

State Route 89, or Main Street, serves as the principal north-south arterial in the City. In 2004, traffic volumes were 13,100 vehicles per day north of the City, and 8,200 vehicles per day south of Lake Street.

County Trunk Highways

There are three County Trunk Highways (CTH) in Lake Mills. CTH B, or Madison and Lake Streets, experienced daily traffic volumes in 2004 between 3,400 and 4,300. Average daily traffic counts on

ROADWAY FUNCTION CLASSIFICATION SYSTEM

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

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

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

CTH V, or Tyranena Road, west of Main Street were 2,800, while counts east of Main Street were 5,800. CTH A, or Mulberry Street, experienced the least traffic volume with counts ranging from 1,800 south of Lake Mills to 2,900 north of the City.

Local Roadways
Local roadways in the City complement the county and region transportation network, as well as provide access to individual properties. In Lake Mills, the following roadways serve as collector roads: Lake Shore Drive, Ferry Drive, Water Street, Owen Street, and Sandy Beach Road.

Bridges
There are no motor vehicle bridges within the City, County, or State within City limits. The State maintains jurisdiction over the I-94 interchanges, and the State and Jefferson County maintains bridges in the surrounding towns.

Airports

There are two airports with hard-surface runways in Jefferson County. The City of Watertown Airport is located at 1741 River Drive and has an average of 159 operations per day. The Fort Atkinson Municipal Airport is located at N3465 County Road K in Jefferson and has an average of 30 operations per day.

The Dane County Regional Airport (DCRA) is located 25 miles west of Lake Mills in Madison and offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area. Renovations completed in June 2006 have increased the total square footage from 126,000 to 278,000 in the passenger terminal, expanding additional counter queuing areas, baggage claim areas and restaurants and shops. Annually, there are nearly 116,000 aircraft landings and takeoffs from three runways. DCRA is served by 13 commercial air carriers with over 100 scheduled flights per day and two air freight airlines.

The General Mitchell Field in Milwaukee, known as "Chicago's 3rd Airport", is located about 60 miles from Lake Mills. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The airport terminal is open 24 hours a day. The Airport has five hard-surfaced runways and encompasses over 2,100 acres.

Rail

The City of Lake Mills is not directly served by passenger or freight rail service. The Hiawatha Amtrak passenger trains connect Chicago and Minneapolis and the closest passenger stops are located in Columbus and Milwaukee. The Union Pacific Railway operates the freight lines east and north of the City from the Twin Cities area on the western border of Wisconsin, east across the state to Milwaukee and south along Lake Michigan into Chicago. A branch of this line serves the City of Jefferson. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills.

There is currently no passenger rail service in Lake Mills or Jefferson County. However under a proposal known as the Midwest Regional Rail Initiative, a possible high speed passenger rail corridor connecting Milwaukee and Madison would run through northern Jefferson County from Watertown to Waterloo. This corridor would be part of a 3,000-mile, multi-state high speed rail system providing connections from Minneapolis to Chicago and beyond. The existing Canadian Pacific Railroad branch line that runs through Watertown and Waterloo to the north has been identified as the potential future high speed passenger rail route, though no stops in Jefferson County are currently planned.

Bicycles and Walking

The City has at least one side of most streets and requires sidewalks in all new subdivisions. The City is also working to add or replace sidewalks in older parts of the City. The City has several dedicated bike trials and an adopted plan to extend the network of bicycle trails and lanes throughout the City.

Developed in 1986, the Glacial Drumlin State Trail is one of Wisconsin's best bike trails. The trail runs from Cottage Grove in Dane County, through Jefferson County and Lake Mills to the Fox River Sanctuary in Waukesha. A City of Lake Mills trailhead is located at the Wisconsin Department of Natural Resources Aztalan office at 1213 South Main Street.

Public Transportation and Para-Transit

Shared-Ride Taxi service is available in the City of Lake Mills. Additionally, Jefferson County provides specialized transportation services which are designed for use by elderly or disabled persons. To be eligible for specialized transit services, an individual must be at least 55 years of age or be disabled. Transportation services are provided to all areas within Jefferson County in wheelchair-accessible vans.

The State maintains a Park and Ride facility in the Village of Johnson Creek. The State is considering the feasibility of additional lots in Jefferson County, including one in the Lake Mills area. Lake Mills residents working in Madison are also eligible to take advantage of the State's Van Pool Program for commuting to work, and the State also provides a Rideshare service that matches individuals interested in car pooling.

Brown Cab Taxi service operates private cabs in the City of Lake Mills.

Truck and Water Transportation

Freight shipments in Lake Mills occur by truck, as there is no rail within the municipal boundaries. Semi-truck shipments are most prevalent along Interstate 94. The City has established "Heavy Traffic" routes and limits vehicles with gross weights of over 8,000 pounds to these routes unless used for passenger transit or for the delivery of products to specific destinations within the City. The City of Lake Mills Long Range Transportation Plan 2025 includes recommendations for improving the traffic flow on these heavy traffic routes through street widening and improved intersection design in order to better serve local industry and minimize conflict with local passenger traffic, and prolong the life of minor and local streets.

There is no waterborne freight or passenger transit in the in the City.

B. Review of City, State, and Regional Transportation Plans

The following is a review of state and regional transportation plans and studies relevant to the City. The City's transportation plan element is consistent with these state and regional plans.

The City of Lake Mills Long Range Transportation Plan 2025

The City of Lake Mills adopted its Long Range Transportation Plan 2025 in January in 2005. The Plan includes detailed recommendations for improvements to and where necessary widening of key intersections and roadways; new highway and road way alignments, and planning for adequate bicycle and pedestrian facilities and routes throughout the community. The Plan takes into account the WisDOT and Jefferson County transportation plans.

As part of its Long Range Transportation Plan, the City adopted a Bicycle Plan in August 2004. This plan identifies routes for a comprehensive, linked bicycle routes within the City. The plan includes stand alone trails and routes where bicycles would share right-of-way with streets. The plan makes recommendations for trail or lane designs based the conditions along each recommended route. Many miles of the trail system are already in place. When completed, the system link city bicycle routes with existing and planned County and State bicycle trails such as the Glacial Drumlin Trail.

Another component of the City of Lake Mills Transportation Plan 2025 is the Sidewalk Plan adopted in August 2004 and updated in January 2005. This plan calls for the repair or existing sidewalks and retrofitting of new sidewalks in older parts of the community where sidewalks were never installed. The City's subdivision regulation requires sidewalks in all public rights-of-way serving new residential and

commercial developments, and has provisions ensuring pedestrian access to industrially zoned areas as well.

Wisconsin State Highway Plan (2000)

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no Lake Mills-specific recommendations.

Wisconsin Southwest Region Highway Improvement Program (2006)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and maintained by the Wisconsin Department of Transportation (WisDOT). The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over $750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually.

Though no major improvements are proposed for state or federal highways within the City of Lake Mills Planning Area, the following projects may have indirect effects on the community:

- Interstate Highway 94: I-94 between Madison and Cottage Grove is tentatively programmed to be expanded from 4 to six lanes before 2015.
- State Highway 26 Improvements: This 6-year Improvement Program includes the expansion of 50 miles of STH 26, from Janesville to STH 60 in Dodge County. As part of this project, bypasses will be constructed around Milton, Jefferson, and Watertown. Two miles of STH 26 that runs between the City of Jefferson and Johnson Creek will be expanded to four lanes. Real estate acquisition for this segment of the project is scheduled to begin in late 2007, and construction is planned to begin in 2010. In addition, four miles of STH 26 that runs between Johnson Creek and Watertown will also be expanded to four lanes. Real estate acquisition for this segment of the project is scheduled to begin in 2007, and construction is planned to occur between 2009 and 2011.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

The Translinks 21 Plan provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This report documents a statewide highway network designed to provide essential links to key centers throughout the state, to shape a comprehensive, integrated, multimodal transportation blueprint to set the framework for our future policies, programs and investments. Translinks 21 will address the highways, airports, railroads, water ports and urban transportation systems that carry people and goods throughout Wisconsin and provide safe, dependable access to and from Wisconsin communities and help promote regional and statewide economic development.

This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. There are no Lake Mills-specific recommendations.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Lake Mills-specific recommendations, the plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This Plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Wisconsin Department of Transportation Park and Ride Plan

This plan calls for establishment of a park and ride facility near or in the City of Lake Mills close to Interstate 94.

Wisconsin Department of Transportation Connections 2030

Currently under development, Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc. When completed, the multimodal corridors will accomplish these key goals: portray key connections 2030 recommendations; prioritize investments; and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

Jefferson County Bikeway/Pedestrianway Plan (1996)

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan which focuses improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Lake Mills.

Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages (2005)

This document provides a review of general trail design guidelines recommended for Jefferson County trails, which include connectivity, wayfinding, viewsheds and vistas, meandering paths, visible road crossings, and signage. Using input from GIS analysis, stakeholders, and Jefferson County natural features, the plan proposes two potential trail routes for the western section of the County: a 26-mile Waterloo-Crawfish River Loop and an 18-mile Fort Atkinson Loop. The plan also includes recommendations for several additional trail connections throughout the County. Specific recommendations for the Lake Mills area include trail connections from the I-94 underpass east of Lake Mills to Aztalan State Park to the Glacial Drumlin Trail and, to the west of Rock Lake, from Korth Park to the Rock Lake Road overpass.

C. Transportation Goals, Objectives, and Policies

Goal:

Provide an efficient and safe transportation system for cars, trucks, transit, bicycles, and pedestrians.

Objectives:

1. Provide and efficient system of arterials and major collectors that provides local industrial and commercial truck traffic with the most direct access possible to Interstate 94, STH 89 and other highways.
2. Direct heavy truck and other through-traffic away from residential areas and neighborhoods.
3. Provide heavy through-traffic with alternatives to driving through the downtown to facilitate safe auto, bicycle, and pedestrian access to the downtown, and preserve its character.
4. Diffuse local traffic through an interconnected system of local streets rather than concentrating such traffic on to a few collector streets.
5. Provide viable local transportation alternatives to auto travel for all residents in the form of safe and efficient pedestrian, bicycle, and transit options.
6. Actively participate in multi-jurisdictional transportation planning efforts.

Policies:

1. The City will work implement the recommendations of the 2005 City of Lake Mills Long-Range Transportation Plan.
2. The City will work to implement the 2005 City of Lake Mills Bicycle Plan and 2005 City of Lake Mills Bicycle Plan Sidewalk to ensure safe and efficient routes for these modes of travel.
3. The City will update its Long Range Transportation Plan as needed to ensure that improvements to the transportation system
4. The City will work toward developing and adopting an official map for the City and its extraterritorial jurisdiction.
5. The City will require sidewalk or pedestrian trials at appropriate locations within and between all new developments in the City.
6. The City will review all transportation proposals in relation to their impact on the surrounding land uses. Conversely, the City will review all site plans and subdivisions to ensure compatibility with the City's transportation system and safety goals.
7. The City will limit driveway accesses onto arterial and major collector streets.
8. The City will encourage new neighborhoods that feature interconnections for pedestrians, bicycles, and autos and destinations such as parks, schools, and neighborhood commercial establishments that are conveniently reached by walking.
9. The City will prohibit the use of cul-de-sac and permanent dead-end streets unless required to serve development near environmentally sensitive areas and other insurmountable barriers to future street extensions.
10. The City will encourage walking and bicycling as an alternative mode of transportation by requiring institutional, commercial, and industrial uses to provide safe on-site circulation of pedestrian and bicycle traffic and secure places to park bicycles.
11. The City will coordinate with surrounding units of government to create a logical, efficient, and complimentary road improvements and connections in the City's planning area.
12. The City will work with surrounding units of government to create bicycle lanes, bicycle trails, and multi-use recreational trials between communities, public open spaces, and other appropriate destinations.
13. The City will promote low cost, reliable taxi and other transit options for the elderly.
14. The City will work with the State Department of Transportation and other jurisdictions to explore regional, multi-modal transit options, such as providing a Park and Ride facility near Interstate 94.

D. Transportation Programs and Recommendations

1. Public Rights-of-Way as Public Open Space

Most people think of parks and public institutions when they think about public open space or gathering places. Yet public rights-of-way represents a form of public open space that has a more profound daily impact on people's perceptions of their community and social interactions than these other forms of public space and often occupy even more of a City's total land area. In addition to the primary function of providing a safe and efficient means of moving people and goods, public rights-of-way, particularly local streets, provide opportunities for chance or planned social interaction, passive social interaction in the form of "people-watching", recreation, and if planned well, significant amounts of green space. Therefore, while it is important to emphasize the primary purpose of streets, it is equally remember the multiple other roles streets play, and tailor street design accordingly.

The City of Lake Mills Long-Range Transportation Plan, Subdivision Ordinance, and Design Specifications collectively work toward achieving these multiple goals for public streets by establishing a hierarchy of streets designed to serve different needs and requiring street improvements that acknowledge the needs other than the movement of motor vehicles. Existing City ordinance requirements include street widths appropriate for residential areas, landscape terraces, sidewalks, and street trees.

This *Plan* recommends continuing to implement these standards and considerations when reviewing future developments, and update the standards as deemed necessary. The design elements to increase pedestrian safety such as pedestrian islands, pedestrian "bump outs" at intersections, specially paved and/or traffic control devices at busy crossings, and design features that encourage drivers to slow traffic should all be considered for locations that warrant special consideration.

2. Key Street and Road Corridors

Growth of the City's population and economic base are projected to result in increasing levels of traffic on the City's roads. The City of Lake Mills Long Range Transportation Plan has identified several key road and street corridors on which increasing levels of traffic will result in noticeable traffic slow downs and periods of congestion, not to mention barriers to cross-traffic noted above. Higher traffic levels along these corridors will have an increasing impact on the land uses around them. Key Corridors include:

Main Street/STH 89:

By 2025, traffic counts, particularly in the downtown and the Interstate 94 interchange are expected to reach levels where expansion of road capacity to four lanes is often considered. While expansion of capacity to four lanes may be the preferred alternative along certain segments of this street, (such as segment north of Tyranena Road to the north side of the Interstate 94 interchange), widening of Main Street to four lanes through the downtown and adjacent neighborhoods would have several undesirable outcomes. These include loss of street parking, less inviting environment for pedestrians and loss of local foot traffic, increased risk to pedestrians crossing Main Street, and degraded connectivity between residents and destinations on either side of the Street. This *Plan* therefore recommends exploring alternatives to increasing travel lanes on Main Street south of Tyranena Road/CTH V. These alternatives include upgrading and extending CP Avenue to serve as another north-south arterial route and demand management strategies such as encouraging walking and bicycling for local trips.

CP Avenue:

Much of CP Avenue runs from north and south through mostly industrial and open areas of the City. However, it does not provide direct, efficient connections to Interstate 94 to the north or State Highway 89 to the south. As a result, through-traffic from outside of the City and truck traffic generated by the City relies almost exclusively on State Highway 89 or is forced to take less efficient, indirect routes to the east of the City. To alleviate traffic congestion on Main Street and provide a safe and efficient alternative for large trucks and through-traffic, the City's Long Range Transportation Plan recommends improving and extending CP Avenue by improving the Intersection at Owen Street to better accommodate trucks, and extension of CP Avenue to State Highway 89 via Owen Street and Tyranena Road (See Map #7: Transportation and Community Facilities).

County Highway A /Mulberry Street:

County Highway A north of the City currently aligns with Mulberry Street. While this provides a direct route to the downtown area, it results in an inefficient "T" intersection at Tyranena Road and Owen Street, which provides an outlet for truck traffic from CP Avenue to the south. In order to provide a more direct arterial connection from CP Avenue to both Interstate 94 and destinations to the north, the City's Long Range Transportation Plan recommends realigning County Highway A with the intersection of Owen Street, allowing Mulberry Street to remain as a local connection to the downtown.

Tyranena Road/CTH V:

This east-west road is and will remain a vital corridor for the City. It provides vital access to the existing and planned commercial areas near Interstate 94, truck traffic access between the City's industrial park and Interstate 94, and a major local link between the City and County Highway B/Madison Street that connects many Town residents with the City. The Long Range Transportation Plan calls for improvements that emphasize efficiency, but gives consideration to local traffic and residents through such features as bicycle paths and lanes.

County Highway B/Madison Street:

The emphasis for this corridor is to maintain an emphasis on local neighborhood character through bike lanes and increased pedestrian safety and to provide a link between Town and northside residents and the City's downtown

County Highway A/Topel Street (south of the City):

The current alignment of this Street and its intersection with Main Street/State Highway 89 is not ideal and will cause increasing problems as traffic and development south of the City grows. The *Plan* calls for significant realignments for this street to better serve this area and provide traffic approaching the City from the southwest with alternative routes to City destinations (see Map#7 Transportation and Community Facilities).

Interstate 94:

No new interchanges or increases in capacity are presently planned for the Lake Mills planning area. Nevertheless, it is essential for the City to work with the Wisconsin Department of Transportation to ensure that City transportation and land use planning take current and projected conditions near the interstate into account. This requires ongoing coordination and communication. The proposed pedestrian/bicycle crossing of Interstate 94 (discussed under Bicycle Facility Planning below) will require such coordination.

3. New Arterial and Collector Streets

As the City grows, it will be necessary to provide new arterial and collector streets at appropriate intervals to ensure connectivity and dispersion of local traffic to prevent congestion at any one point. This *Plan* recommends a network similar to that illustrated in Map 7: Transportation and Community Facilities and the

City's Long Range Transportation Plan. The plan incorporates existing town and County roads and recommends improvements as appropriate.

4. Local Streets and Sidewalks

Local Streets are intended to primarily to provide local access within and between neighborhoods. The emphasis on areas served by local streets should be on fostering a safe, livable, and walkable environment for residents; with motor vehicle access as an important but subordinate consideration. Of vital importance for local street system are relatively short blocks that provide direct, varied connections for pedestrians, bicyclists and slower moving traffic. Minimizing the impact of motor vehicles and promoting healthy alternatives is achieved through narrower streets, reduced speed limits, safe crossings, and provision of street trees, on-street parking, or buildings near the street that provide a sense of enclosure and cue drivers to slow down. Sidewalks are key to providing safe pedestrian routes for people of all ages.

The City of Lake Mills Subdivision Code currently contains many provisions that promote sound local street design, including a street classification system and standard specifications for local street widths that allow parking on both sides, a provision for block lengths to not exceed 1500 feet in length and to provide mid-block crossings for pedestrians on blocks longer than 900 feet in residential areas, and a requirement that streets in new development have sidewalks and street trees. The City also severely restricts the creation permanent dead-end streets and cul-de-sacs to improve both vehicular and non-vehicular traffic circulation and shorten travel distances.

In addition to these measures, the City has adopted a plan for retrofitting older streets and neighborhoods with sidewalks, particularly where traffic has reached levels not anticipated when the development occurred. This *Plan* recommends continued implementation of those plans.

The City may want to consider additional modifications to its requirements. For example, residential blocks with lengths of 1100 feet or less are more typical in residential neighborhoods, and blocks as short as 600 to 900 feet are considered ideal from a pedestrian circulation point of view. Locals streets internal to and serving only Planned Developments, the paved width of streets and often be reduced to eliminate parking on one or both sides of the street. Additional design features to slow traffic such as traffic humps, pedestrian "bump-outs" at wide intersections, and other design elements may be appropriate at particularly busy or mixed use intersections adjacent to and within neighborhoods.

5. Bicycle Facilities Planning

The City of Lake Mills has long recognized the value of bicycling and walking as a form of recreation, and increasingly, as alternative means of transportation. Generally speaking separate bicycle facilities are not needed on local streets with sidewalks. For that reason, many smaller communities neglect to specifically address the needs of bicyclists in their transportation plans. However, heavily traveled arterial and even collector streets often create sufficiently imposing barriers to safe, efficient, and enjoyable bicycle travel. Excessively long

blocks that do not provide direct connections can also provide a deterrent to bicyclists and pedestrians that seem trivial to motorists. To overcome, these deterrents separate lanes within the street pavement or even separate paths adjacent to the street but separated by curb and/or landscape terrace are often necessary or desirable.

To enhance the recreational aspect of bicycling and to foster the use of bicycles for other purposes, the City of Lake Mills has developed a Bicycle Plan as key component of its Long Range Transportation Plan. This plan takes a comprehensive look at the connections necessary to make a practical, user friendly bicycle trail system within the City, and takes the additional step of making detailed recommendations on where and what kind of improvements beyond standard streets and sidewalks will be necessary or desirable. This *Plan* recommends:

- Implementation of the City of Lake Mills Bicycle Plan, and to periodically update it to ensure that the bicycle network continues to provide safe and logical connections to various community and area destinations.
- Working with the DOT to provide bicycle and pedestrian access across Interstate 94 at State Highway 89, County Highway A, and the proposed dedicated pedestrian crossing between them (See Map 7: Transportation and Community Facility Map.
- Updating the City Zoning Code as necessary to require that bicycle racks and other facilities are a standard requirement for all multi-family and non-residential development.
- Ensuring that multi-use trails independent of street rights-of-way are of sufficient width and design to provide safe and inviting conveyance through a property regardless of adjacent development. Short pedestrian and bicycle trail segments at mid-block through a residential subdivision can be reduced to the width necessary for a 10 or 12 foot wide trail. However, for primarily recreational trials or trails through non-residential areas, trial easement or right-of-way widths should be sufficient to act as a Greenway. A Greenway is typically wide enough to accommodate substantial green space on one or both sides of a 10-12 wide path. A minimum of 50' feet is a common standard and would allow for 20 foot wide landscape terraces on both sides sufficiently wide to accommodate medium size trees, decorative trail lighting, and park benches. If environmental or other constraints exist, greenway trails as narrow as 25' feet can be acceptable.
- Update the City's Zoning and Subdivision Ordinances as necessary to clarify dedication requirements for bicycle trails. Ordinarily, separate bicycle trials and bicycle related improvements within a street right-of-way can be required as standard transportation improvements akin to street, curb, sidewalks and street lighting. Where separate bicycle or multi-use trails or even full-width greenways are required to overcome a deficiency in traffic circulation caused by excessive block length, incompatible adjacent development, or unsafe traffic conditions (i.e. arterial roads, major collectors, insufficient r.o.w. widths), this Plan recommends requiring bicycle facilities improvements as a standard transportation improvement with the same standing as a public street. However, in cases where a full-width (50') greenway with is in excess of and to complimentary to other required street, sidewalk, and other bicycle facilities, the City may want to consider allowing such a Greenway as meeting some or all of the park land or park impact fee requirement.

6. Promote Transit Options for Commuters, Youth, Elderly, and Disabled

The City of Lake Mills, with additional funding from the Wisconsin Department of Transportation, contracts with the Brown Cab Company to provide Shared Ride Taxi services. The Shared-Ride Taxi program is intended to provide the elderly and people with disabilities, particularly those in smaller communities, with alternative means of transportation. To help further defer expenses, Shared-Ride Taxis are available to other residents at standard fares when elderly or disabled customers aren't using them. Given the trend toward an aging population, this *Plan* recommends retention and if necessary expansion of this program for the planning period.

Other than school bus services, there are currently no bus or other transit services providing regular service to Lake Mills residents. Given the increasing number of commuters who work outside the City, this *Plan* recommends ongoing exploration of transit alternatives, including creation of a Park-and-Ride lot near the I-94/STH 89 interchange to provide residents commuting to Madison with a transit option.

7. Consider Implementing a "Safe Routes to School" (SRTS) Program

"Safe Routes to School" is a federally sponsored program to ensure that children have a safe means of walking to bicycling to school. SRTS Programs began as a local movement in individual communities in the United States and other countries. In 2005, the United States Congress enacted the SRTS initiative to fund development of local SRTS programs. SRTS grew out of growing awareness that increased auto use and emphasis on street and highway design that favors automobiles over other modes of transportation was resulting in higher risk of accidents to children and decreased numbers of children walking to school. Fewer children walking to school has also contributed to childhood physical inactivity and obesity.

SRTS Programs require a range of strategies ranging from improving the physical design and routing of pedestrian facilities, to educating both children and motorists on safety issues, to sustaining and evaluating the programs on an ongoing basis.

For more information on SRTS in Wisconsin, visit the WisDOT website "Programs for Local Governments".

Map 7: Existing and Planned Transportation and Community Facilities

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

This chapter of the Plan contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Lake Mills. Map 8 highlights several of the utilities and facilities described below.

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- Ensure provision of adequate parks and open space
- Provide efficient, cost-effective, and environmentally sustainable public services.
- Locate institutional land uses at appropriate locations such as schools in neighborhoods and municipal offices in the downtown

A. Existing Utility and Community Facilities

City Administration

The City of Lake Mills' municipal offices and court are located at the recently constructed City Hall and municipal building located at 200 Water Street. This facility is situated in the historic downtown one block from Commons Park. In addition to housing the City's central administration and Council Chambers, this building is home to the City Police Department, administrative offices for several other municipal services, and a Community Room which is available for use by various community organizations.

Law Enforcement

The City of Lake Mills Police Department is located at 200A Water Street. The Department has 11 full time and 2 part time law enforcement officers and two secretaries.

Fire and Emergency Medical Services

The Fire Station is located at 120 Veterans Lane and was constructed in 2005. The City of Lake Mills Fire Department also provides several additional emergency services including emergency medical services. The Department is staffed by 1 full time and 38 on-call firefighters and is equipped with 3 engines, 1 heavy rescue vehicle, and 5 support vehicles. The Department also has 2 boats for emergency response on Rock Lake.

Libraries

The L. D. Fargo Library is located at 120 East Madison Street. Dedicated in August 1902, the library is designed in the Neo-Gothic Revival Style which is a simplified form of the Gothic Revival and was employed primarily for churches. Unique features include steeply-pitched roofs, irregular massing, and a random ashlar finish. In addition to books, the library loans videos, DVDs, and provides access to several online databases. Wireless connectivity to the Internet is also available. The L.D. Fargo Library is a member of the Mid-Wisconsin Federated System and the shared system between Beaver Dam, Waupun, Mayville, and Watertown, allowing access to the collections of five different libraries.

Parks and Recreational Facilities

The City Parks and Forestry Department manages all of the City's parks and public forested areas in including its street trees. The City currently has approximately 56.3 acres of parkland available for public use, not including school park facilities.

City Parks with Lake Access

- **Bartel's Beach:** Formerly known as Lakeside Park, this 2.1-acre park is located on the east shore of Rock Lake. The park is an extremely popular beach on hot summer days and offers a swimming beach, picnic areas, playground equipment, restrooms and fishing piers.
- **Mill Pond Park:** This 0.83-acre park offers a two-lane boat ramp facility, bank fishing, and a small hiking area. Small boats may access Rock Lake through a channel that cuts through Bartel's Beach.
- **Sandy Beach:** This 14-acre lakefront park include two large swimming beaches, five sand volleyball courts, single lane boat ramp, restroom facilities, playground equipment, ice rink, picnic areas and a seasonally operated restaurant/bar leased to a concessionaire. A covered picnic shelter is also available for rent.
- **Tyranena Park:** This 13.5-acre wooded park is located on the north shores of Rock Lake. This park preserves recessional moraine formations left by glacial activity ten thousand years ago. Facilities include picnic areas, playground equipment, and a foot path that meanders along the shoreline and through the woods.
- **Other Lake Access Points:** The City maintains four additional access points to Rock Lake at Hubbs Street, Brooks Street, Fremont Street, and College Street. Each of these discrete access points include stairs, a pier, and benches that provide opportunities for swimming and site seeing.

Other City Parks

- **Brookstone Park:** This 1.5-acre park is located in the Brookstone subdivision. This park offers a basketball court, playground equipment, and picnic tables.
- **Commons Park:** This 3.7-acre triangle park is located in the heart of Lake Mills. The park contains a gazebo-style band shelter, a small picnic shelter, two monuments, public telephone, and restroom facilities. In the winter months the park has a man-made ice rink facility & a warming house attached to the restrooms. Warm weather months bring many civic activities, festivals & bands to this area.
- **East Lakeland Heights Play Lot:** This 0.6-acre site includes a playground structure.
- **Faville Park:** This 6.9-acre park features playground equipment, a sand volleyball court, and a softball field.
- **Memorial Park:** This 1.5-acre park is located on Owens Street. Facilities include playground equipment, horseshoe pits, and picnic tables.
- **Rotary Park:** This 9.4-acre site is a developing sports complex with the help and contributions of the Rotary Club. The park has two softball fields that are also used for fall soccer. Other facilities include two basketball courts, horseshoe pits, play equipment, restroom facilities, and a concession stand.
- **Wallace Park:** This 29.5-acre community park, located on the east side of the City, is currently undeveloped. Plans include 13.9 acres of natural area and 15.6 acres for active recreation including two soccer fields, two softball fields, playground equipment, and a restroom facility.
- **Wetland Park:** This 5.6-acre site on Tyranena Road is currently undeveloped. Development plans for this park include a raised walkway, hiking trail, playground equipment, sand volleyball court and picnic areas. The plan preserves an existing pond and wetlands.

Other Area Parks and Public Open Space

- **Rock Lake Park**: This 23 acre park, located northwest of the City on CTH B, is owned and maintained by Jefferson County and includes a playground, boat ramp, picnic areas, and restrooms.
- **Glacier Drumlin State Trail Head** located on south CP Avenue, this 1.1 acre public area connects the City to the 47 mile Glacial Drumlin State Trail and also serves as a rest area with picnic tables,

bike racks and a shelter. The facility is maintained by the Wisconsin Department of Natural Resources.

The City of Lake Mills adopted its most recent Comprehensive Outdoor Parks, Forestry, and Recreation plan in 2003. In 2006, the City of Lake Mills has prepared a Park Impact Fee Study to recommend improvements to existing facilities, provision of new parks, and the impact fees necessary to maintain the high quality of the City's park and open space system. Among the reports recommendation, the study calls the acquisition of 8 new mini parks and 2 new neighborhood parks to serve new development as the City grows. The study also recommends enhancements to Wallace Park as serve as a community park, acquisition and extension of the City's off-street bike trail system (see Transportation) and acquisition of environmentally sensitive lands as funds and opportunities become available.

In addition to planning for and managing municipally owned parks, the City of Lake Mills actively promotes the planting and maintenance of street trees (trees planted within public rights-of-way, typically between the street curb and sidewalk). These trees improve the aesthetics of the community, sequester carbon emissions, and serve to calm and slow traffic on residential streets. The City of Lake Mills adopted its "Street Tree Inventory and Management Plan" in April, 1999.

Power Distribution and Telecommunications

The City of Lake Mills operates its own public water and electric utility. The Water and Electric utility equipment and operations are housed at 307 North CP Avenue. The public utility serves the City of Lake Mills portions of the neighboring Towns including the north and east shores of Rock Lake in the Town of Lake Mills.

The quality of City's power and power distribution depends in part on the status of the power providers and infrastructure in the surrounding area. The American Transmission Company owns and operates the electric transmission lines and substations in the eastern portion of Wisconsin. Their 10-Year Transmission System Assessment Summary Report, Zone 3, which includes Lake Mills, identified numerous system potential limitations such as low voltages, transmission facility overloads and transmission service limitations. In addition, Load growth in southwestern Wisconsin will necessitate reinforcements to the transmission system in the 2009-2015 timeframe. Numerous projects are planned in Zone 5 to address these issues. Specifically, the Jefferson-Lake Mills-Stony Brook transmission line will be updated in 2007 to a 138-kV line to addresses low voltages and overloaded facilities. The City anticipates constructing a new substation within the next two years to improve reliability and service to the City.

There are no large commercial communications towers located within the City limits. Equipment from and internet provider is co-located on the City water tower. In 2006, 3 small communications monopoles were located on school sites to provide distance learning and remote classroom communications between schools.

Water Supply and Wastewater Treatment

The City currently obtains water from 3 wells. The City performed a Water Facilities Needs assessment in April 1995 and has developed subsequent plans for potential new wells and other facilities since that time. The existing wells and facilities are projected to meet the needs of the City through the planning period.

The Lake Mills Wastewater Utility Plant is located at 308 N CP Avenue. Built in 1991, the plant uses a combination of physical, biological and chemical processes to reach the required parameters of water quality. In May 2001, the City performed a Sanitary Sewer Study to determine near term and long term needs for upgrades and expansion of the plant. The study's recommendations are based in part on current and projected levels of demand. Over the past several years, increasing demand from residential use has been offset by decreases in demand from industrial and commercial uses. The plant is currently running at 70 to 85 percent of its capacity for treatment of solids, but near maximum capacity for total

volume of water and liquids processed through the plant. Planned near term upgrades will allow the existing plant to meet current and near term demand, but even without additional growth, the existing plant will likely reach the end of its service life midway through the 20 year planning period. If the City continues to grow and develop the local economy, replacement and expansion of waste water treatment facilities will be a necessity. The 2001 Sanitary Sewer study reports that expansion and modernization of the existing wastewater treatment plant could increase treatment capacity by 50 percent on the existing site. If additional capacity is necessary, the City may need to explore acquiring additional adjacent property or look for a new site. The report recommends the latter.

Dam

Rock Lake is a natural drainage lake – there are a few inlets and one outlet. In 1865, a mill dam was constructed for the purposes of hydraulic power production. This mill ceased operation in 1933 and the mill property was sold to the City of Lake Mills in 1935. In 1945, the location of the dam was moved to the outlet of the millpond where it remains today. Over the years, there were some minor changes made to minimum and maximum water levels for different times of the year. The water levels are determined by the Wisconsin Department of Natural Resources who balance fish management, recreation, and shoreline erosion considerations when adjusting the seasonal water level of the Lake. The City is responsible for operation and maintenance of the dam.

Lake Mills Fish Hatchery

This 72.5 acre facility is not primarily intended for use as a publicly accessible recreational facility, but does provide a green space amenity and promote fishing and outdoor recreation by virtue of its mission. The Fish Hatchery is owned and operated by the Wisconsin Department of Natural Resources and includes 27 artificial ponds used to raise stocks of coho salmon, northern pike, and walleyes for purposes of stocking lakes throughout the state with these species. Currently there are no significant changes planned for this area. Coordination between the City and WisDNR on land use decisions on and around this site will remain essential. The Fish Hatchery property also acts as a defacto stormwater facility for older parts of the City.

Solid Waste Disposal and Recycling

City of Lake Mills' garbage and recycling collection services are provided by John's Disposal Services Inc. of Whitewater.

Schools

The City of Lake Mills lies entirely within the Lake Mills Area School District. This school district also serves students in portions of the Towns of Lake Mills, Oakland, Waterloo, Milford and Aztalan.

Figure 5: Lake Mills Area School District

Enrollment for the Lake Mills Area public schools is shown in Table 11. Enrollment in all three schools has declined slightly (-5.4 %) over the last six years.

There are also two parochial schools located in the City and School District: Lakeside Lutheran High School and Saint Paul Evangelical Elementary School.

Table 11: Lake Mills Area School District Enrollment, 2001-2006

Name	Location	2001	2002	2003	2004	2005	2006
Prospect Elementary	135 E. Prospect Street	520	506	512	505	501	510
Lake Mills Middle School	318 College Street	323	312	314	291	290	287
Lake Mills High School	615 Catlin Drive	444	467	451	442	447	424
Total		1,287	1,285	1,277	1,238	1,238	1,221

Health Care Services and Child Care Facilities

City residents are served by the Fort Healthcare Lake Mills Clinic, 200 East Tyranena Park Road, which provides urgent care, family and internal medicine, ob/gyn, and orthopedic services. The clinic is one of eight run by Fort HealthCare in the area. The health network also runs Fort Memorial Hospital in Fort Atkinson (approximately 14 miles from Lake Mills), the only hospital in Jefferson County. The hospital is a modern, fully accredited facility with 110 beds. In addition to comprehensive inpatient services and short-term Medicare certified skilled nursing care, Fort HealthCare offers ambulatory surgery and specialty clinics, a birthing center, cardiac rehabilitation, emergency services including the Urgent Care Program. The City is also within 1 hour of the world-class medical facilities in the City of Madison.

Child care is available at First Class Pre-School and Child Care Center at 510 Owens Street and other private providers.

Area Cemeteries

The City of Lake Mills owns and manages the Rock Lake Cemetery located at 369 West Pine Street. Other areas cemeteries include St. John's Evangelical Lutheran Cemetery located on Cemetery Road in Lake Mills, the Aztalan-Milford Cemetery in the Town of Aztalan, and the Aztalan, Salem, and Mambre Moravian cemeteries in the Town of Milford.

Other Community Services and Organizations

The City of Lake Mills is served by many community organizations, including the Lions Club, Optimists Club, Rotary Club, American Legion, various religious organizations, and the Lake Mills Chamber of Commerce.

B. Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

Provide high quality utilities, community facilities, and public services.

Coordinate utility, community facility, and emergency service planning with land use and transportation, natural resource, and economic development planning.

Ensure the provision of sufficient parks, recreational facilities, trails, and open spaces to provide for the health and recreation needs of all City residents

Objectives:

1. Limit low density unsewered development within the City's Extraterritorial Jurisdiction.
2. Encourage compact development within the City and in areas easily served by utilities and public service infrastructure.
3. Continue to provide high quality library, recreational, emergency service, and public infrastructure and utilities to all City residents.
4. Ensure City residents of all ages and physical ability live within a safe and convenient distance of a public park or other open space.
5. Coordinate the improvements and expansion of community facilities, infrastructure, and services with land use, natural resource, and economic development planning.

Policies:

1. The City will continue its policy of not extending City sanitary sewer and water services to new areas outside of the City limits except as may be allowed under the Intergovernmental Agreement with the Town of Lake Mills within the Towns Growth Areas as a tool to channel and limit growth.
2. The City will consider expanding the Sanitary Sewer Area based on recommendations this Plan.
3. The City will require park land dedication and/or fees in lieu of park land dedication in accordance with the recommendations of the City's Comprehensive Outdoor Recreation Plan when reviewing new development proposals.
4. The City will develop and adopt an official map that identifies and reserves sites for important new or expanded public facilities.
5. The City will require continue to require developers to install or pay for needed public infrastructure and improvements concurrently with new developments.
6. The City will consider imposing impact fees on new development to ensure that new development contributes a proportional share to public infrastructure and recreation improvements.
7. The City will continue to use of Tax Increment Financing and other programs to facilitate development or redevelopment of public infrastructure in areas with extreme barriers to development and for projects with above average potential economic benefit such as job creation and nonresidential property values.
8. The City will continue to update and implement the Capital Improvement Program in order to effectively manage debt capacity for large infrastructure projects.

9. The City will continue to ensure that information about new residential development is shared with the Lake Mills Area School District and other agencies to facilitate planning efforts.

C. Utilities and Community Facilities Programs and Recommendations

1. Implement the recommendations of the 2009 Comprehensive Outdoor Recreation Plan.

The City owns and operates a comprehensive park system that serves its current population well. In order to maintain and improve the City's park system, the City must continually assess future park needs in relation to changing and recreation needs. In 2006, the City commissioned a Park Impact Fee Study to determine what if any current deficiencies existed in the City's park system, project what future needs would be based on population growth, and develop an appropriate land dedication and park impact fee requirement based on the results. The Park Impact Fee Study formed the basis for the 2009 City of Lake Mills Comprehensive Outdoor Recreation Plan (CORP).

WHAT IS A COMPREHENSIVE OUTDOOR RECREATION PLAN?

A Comprehensive Outdoor Recreation Plan (CORP) looks at the supply of existing park facilities, projects future parkland and park amenity needs, and creates recommendations to meet the anticipated future demands for a community's park and open space system.

A State-approved CORP makes a community eligible for State and Federal grants.

Local governments should prepare and update a CORP every five years to ensure the information contained in the CORP is relevant and also to ensure they are eligible to receive Wisconsin Stewardship Local Assistance Grants, Federal Land and Water Conservation (LAWCON) grants, and the National Recreation Trails Fund.

The CORP makes only general recommendations concerning the location, park type, and improvements for new parks. The exact location and configuration of future parks is left to City Officials to implement as they see fit. This *Plan* recommends adhering to the general recommendations found in CORP, including these general guidelines:

- Every resident in the City should live within convenient walking distance of a public park of some type. Ideally, every resident would live within ¼ of a mile to provide access to the very young and elderly, and generally everyone would be no further than ½ mile from a park. Nearby parks are particularly valued by young children, mothers of toddlers, and the elderly, and need not provide elaborate facilities. However, many, very small parks limit the range of recreational opportunities and increase maintenance costs. In order to balance these competing needs, this *Plan* recommends implementing the recommendations of the CORP, which emphasizes completing planned improvements to existing parks and focusing on mostly on new smaller neighborhood parks as the City grows. Smaller "mini" parks of an acre or less will be considered for areas further away from larger neighborhood and community parks, and in areas with special needs, features, or access issues.
- Every park should be accessible and provide improvements appropriate to residents of all ages and abilities, though specific parks may vary their emphasis.
- Parks should be linked by multi-use trails and greenways whenever possible.

2. Acquire Parks and Open Space as Growth Occurs

The City intends to assemble new neighborhood parks through developer land dedications and fees in lieu of land dedication. As noted above, successful implementation of the City's Park Impact Fee Study

and Bicycle plan, recommendations will require proactive involvement from City Officials, Staff, and user groups.

3. Public School Facilities

It will be critical to coordinate land use and development decisions with the Lake Mills District's long-range planning efforts, particularly the planned school at the south end of the City, and any proposal to transfer ownership and redevelop the existing school.

The City should also include a School District representative on the City Plan Commission to facilitate School District-City collaboration on planning issues.

4. Major Public Utility Recommendations

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

Given the likelihood of City growth over the planning period, the following utility upgrades will need to be considered:

- Expansion of the City of Lake Mills Wastewater Treatment Plan in accordance with the recommendations of the City's 2001 Sanitary Sewer Study and coordination with the Wisconsin Department of Natural Resources. The City should update the Sanitary Sewer Study every 5 years or earlier if need arises.
- Create a Stormwater Management Utility. A fee based utility will provide greater resources and flexibility in meeting ever more stringent and vital stormwater and water quality management requirements. The proposed fee structure, based on total impervious surface, would assign the costs of stormwater management based on the level of impervious surface (and therefore the stormwater run-off generated) and provide incentive for reducing impervious surfaces as recommended in Chapter 2. A public stormwater utility would also allow for better planning and design of joint stormwater facilities in projects that where the site cannot practically manage all stormwater on-site and on projects where large-scale on-site stormwater detention facilities are contrary to other goals of this Plan. This Plan further recommends that, should creation of the utility be approved, incentives for properties that implement advanced on-site stormwater techniques compatible with other Plan objectives be considered.
- Continue to maintain the quantity and quality of the City's groundwater supply by enforcing the City's Well-Head Protection Requirements and Overlay District and updating them as needed. The City should actively enforce well head protection requirements on both existing and future land uses within the well head protection areas.
- The City should continue to cooperate with Jefferson County, the State of Wisconsin, and the USGS to develop a groundwater flow model. The City will also cooperate with other jurisdictions and agencies on projects that may provide a means of estimating sustainable levels and rates of ground water extraction. The City should also be open to investigating improved methods of recharging the areas groundwater supply.
- The City should consider various incentives to improve power and water conservation.
- The City should attempt to identify future well sites well in advance of anticipated need in order to protect these sites from incompatible development.
- The City Electric utility should continue to work with WPPI and appropriate State agencies to ensure transmission and generation facilities are as compatible as practical with other City comprehensive planning objectives.

- The City should work with WPPI to create incentives for purchasing power generated by renewable resources. Programs that ask customers to voluntarily pay more for alternative energy are a positive step, but invert the incentive structure in favor of users of non-renewable energy sources.
- Continue to actively manage the City's trees to ensure appropriate species are planted and contain threats to species susceptible to disease such as Elm and Ash.
- Ensure that the City's emergency services continue to provide a high level of service through ongoing training and improvements to equipment and facilities.
- The City will continue maintain and operate the Rock Lake dam and coordinate with WisDNR to ensure recommended lake levels are maintained.
- The City will promote adoption of LEED building standards and/or similar standards that promote more environmentally sustainable designs for all future municipal buildings.

CHAPTER SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community's housing stock is its largest long-term capital asset. As is typical in most communities, housing is the largest single land use in Lake Mills (approximately 28 percent of the total land area). Housing not only provides shelter, but also serves to identify neighborhoods and a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- Provide a range of housing choices for people of various preferences, ages, and incomes.
- Encourage design standards that preserve and enhance property values and the quality of life.
- Promote Planned Neighborhoods with parks, public institutions, and local shopping and services

A. Existing Housing Framework

From 1990 to 2000, the City's total housing stock increased nearly 19 percent, from 1,735 to 2,065 housing units. On average, the City added 33 new housing units per year over the past decade. As shown in Table 12, most housing units in Lake Mills are single family homes. The percentage of multi-family units in the City increased moderately from 1990 to 2000.

Table 12: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family	1,136	65.5	1378	66.4
Two-Family (Duplex)	172	9.9	96	4.7
Multi-Family	269	15.5	462	22.3
Mobile Home	130	7.5	139	6.7

Source: U.S. Census of Population and Housing, 1990 & 2000

Table 13 shows new housing construction from 2001 through 2006, the City's total housing stock increased 39 percent, from 1,753 to 2,438. On average, the City added 73 new housing units per year between 2001 and 2006. The share of dwelling units in single family homes decreased slightly versus other housing types during this time period, but remains the overwhelmingly dominant form of housing.

Table 13: Housing Construction, 2001-2006

Units per Structure	2000 Units	2000 Percent	New Units* 2001-2006	2006 Units	2006 Percent
Single Family	1,378	66.4	164	1542	63.2
Two-Family (Duplex)	96	4.7	18	115	4.7
Multi-Family	462	22.3	180	642	26.3
Mobile Home	139	6.7	0	139	5.7

*Source: U.S. Census of Population and Housing, 1990 & 2000; *City of Lake Mills Building Inspector*

Table 14 compares other 2000 housing stock characteristics in Lake Mills with surrounding communities and Jefferson County. In 2000, Lake Mills had an average vacancy rate of 6.8 percent, which is considered high compared to similar communities. The percent of owner-occupied housing units in the City was 68.9 percent, which is lower than those for the surrounding Towns and the County but higher than the City of Jefferson and Fort Atkinson. The median monthly rent for Lake Mills in 1999 was $588.

Table 14: Household Characteristics Comparison

	Total Housing Units	Percent Vacant	Percent Owner-Occupied	Average Assessed Value*	Median Rent
City of Lake Mills	2,065	6.8	68.9	176,834	588
Town of Lake Mills	812	11.3	88.5	252,386	628
Town of Aztalan	553	4.2	88.5	179,953	588
Village of Johnson Creek	659	5.3	66.7	160,170	683
City of Jefferson	2,934	4.0	60.8	146,523	554
City of Fort Atkinson	4,983	4.5	64.0	139,360	549
City of Whitewater	4,340	4.8	36.2	152,467	504
City of Waterloo	1,293	3.9	71.7	141,994	581
City of Watertown	8,325	3.7	63.5	146,506**	563
Jefferson County	30,109	6.3	71.7	163,097	564

*Source: U.S. Census Bureau, 2000 *2006 equalized assessed values provided by the Department of Revenue, 2005*
***Watertown average assessed value is average for both Jefferson and Dodge County parts of the City.*

Figure 6 illustrates the age of the City's housing stock based on 2000 census data. The age of a community's housing stock is sometimes used as a measure of the general condition of the local housing supply. Almost half Lake Mills' housing was built before 1959. About 24 percent of Lake Mills' housing was constructed from 1990 to 2000.

Figure 6: Age of Housing as a Percent of the Total 2000 Housing Stock

B. Housing Programs

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

C. Housing and Neighborhood Development Goals, Objectives, and Policies

Goals:

Provide for a range of housing types to meet the demands of existing and future residents of different ages, incomes, and preferences while preserving an emphasis on single family homes.

Create neighborhoods that provide residents with access to City amenities rather than isolated subdivisions.

Objectives:

1. Design neighborhoods that provide a range of densities, housing styles, and costs rather than allowing concentrations of a single type in any one area of the City.
2. Promote the maintenance and rehabilitation of existing housing stock where appropriate.
3. Allow for the redevelopment of residential property in a manner that respects the context of established neighborhoods.
4. Encourage traditional neighborhood, mixed residential, and mixed-use development at appropriate locations within the City.
5. Provide for a range of housing types and densities while maintaining an emphasis on single-family homes
6. Ensure that adequate provision of public infrastructure, facilities, and services through phasing of development.
7. Establish design and quality standards for residential development.
8. Balance the need for quality design with the need to address concerns over affordability.

Policies:

1. The City should establish a Balanced Housing Policy for providing for a mix of housing types that reflect the needs of all segments of the housing market and are consistent with the City's established character. In general, not less than 60%-70% of all new housing units in any new neighborhood should be single-family-detached homes, 5-15% of dwelling units as two-family or single family attached units (5-15%) and 20-30% in mixed residential types (multi-family apartments or condos, mobile home park, specialized housing).
2. The City will disperse multi-family housing at appropriate locations throughout the community and within each new neighborhood in accordance with the City-wide Balanced Housing Policy in Policy # 1 above.
3. Generally, the City will strive to achieve a minimum average residential density of 4.0 dwelling units per acre for each Planned Neighborhood, with a minimum average density of 3.0 units per acre for single-family homes. Calculation of net residential density excludes area required for public right-of-way, public park, and non-residential land uses, but includes any area necessary for stormwater management generated by residential development.
4. The City will follow the recommendations of the Northside Neighborhood Plan when reviewing development proposals within the geographic area specified by that plan.
5. The City will require multi-family designs with architectural features consistent with those of smaller scale residential types and ensure that adequate landscaping, recreation areas, and parking is provided in accordance with the City's municipal code and the recommendations of this plan.
6. The City will encourage multi-family residences in areas with adequate park, shopping, and transportation facilities to maximize benefits for all of these uses.
7. The City will work with downtown property owners, developers, and various private and housing agencies to explore creation of modernized second story dwelling units within historic commercial structures in the historic downtown area.
8. The City will encourage specialized housing (e.g. elderly housing and hospice etc.) near services and amenities needed by residents.
9. The City will encourage new neighborhoods that provide residents with opportunities to interact and a sense of place by requiring such features as houses oriented toward the street, houses with front facades dominated by residential features rather than garages; street trees, front yard landscaping; and an interconnected network of sidewalks, informal meeting places, and parks.

10. The City will adhere to the recommendations on the location, types, design, and densities of housing for planned neighborhoods found in this Plan and in area specific plans such as the Northside Neighborhood Plan and Redevelopment Plan for the Crepaco property.
11. The City will enforce subdivision and zoning standards that protect environmental resources and prevent new housing in flood districts.
12. The City will continue to require developers to provide or pay for all on-site and a proportional share of off-site improvements associated with new residential development including new or upgraded streets, sidewalks, street lights, street trees, utilities, stormwater detention facilities, and parks, including regional facilities where appropriate.
13. The City will support programs that maintain and rehabilitate the City's existing housing stock.
14. The City will ensure property maintenance standards are established and enforced.

D. Housing and Neighborhood Development Programs and Recommendations

1. Promote More Traditional Lots and Neighborhoods

Where a common lot size for single-family homes in Cities and Villages was one-fifth of an acre prior to 1950 (or 5 dwelling units per acre), lots in many cities and villages since 1950 have grown to one-third, one-half, and or even larger lot sizes. This trend has obviously resulted in far more land consumption for a given number of housing units. The problem is exasperated even further when one considers the amount of land consumed per person, as household sizes are much smaller than they have been in the past.

The older pattern of development is evident in many of Lake Mills' older, pre-World War II subdivisions, where lots were not only relatively modest in size, but residences were sized to accommodate two-family structures or far larger single households than is common today. This more traditional pattern was created when more people relied more on walking, bicycling, and transit to meet daily needs. In the context of smaller, mid-western cities such as Lake Mills, compact development at traditional "densities" do not come close to the high densities associated with larger cities such as Chicago and downtown Milwaukee, nor does it mean loss of the single-family home as the dominant housing type.

A policy supporting a more compact, traditional pattern is compatible with the desire to maintain single-family housing as the dominant form of housing in Lake Mills, and will likely be facilitated by a housing market increasingly comprised of smaller households with fewer children and more single adults and seniors. Another factor favoring compact development is the weakening of the correlation between lot size and house size or property value. Market trends indicate that a growing number of home buyers with higher incomes choose to live in housing with less yard to care for but a high level of indoor amenities and/or high value location. While there is no expectation that people of similar incomes will make the same choice, households with few or no children and with high income/high demand careers or that place a higher value on other investments and expenditures often make housing choices compatible with compact development.

The City of Lake Mills currently has a net residential density of approximately 3.44 dwelling units per net acre, and has collectively been more successful at avoiding sprawl than many Wisconsin communities. It would require only a modest (20%) increase in density would be to reach 4 units per acre. If achieved through a mix of single-family homes, two-family homes, and higher density condominiums and apartments, this level of density would still allow the most common form of housing to be single family homes, with many of the lots that having areas of 10,000 square feet or more.

2. Continue Support Provision of Affordable Housing

The City of Lake Mills has historically allowed a range of housing types to accommodate a wide range of households and incomes. Nevertheless, the availability of affordable housing will be an ongoing challenge in Lake Mills. As the City's economy and population grow, so will demand for housing to suit all income and

household preferences. The City has also expressed the desire to control the pace and amount of new development that can create short term restrictions on land supply and therefore create upward pressure on housing costs. While the City will retain policies to make the City an exciting place to live and work for higher income residents and manage growth in accordance with other Plan objectives, the City will also retain policies that allow more modest dwellings affordable to working families, fixed-income households, single-income households, and those whose lifestyles place less emphasis on large home ownership. To provide for affordable housing in this environment, no single strategy will suffice. Instead, a multi-pronged approach is advised, which includes the following components:

- Continue to encourage a portion of housing on modest lot sizes: The City allows single family homes on lots as small as 8,000 square feet, while two-family, multi-family, and mobile home sites have even smaller areas. Modest lot sizes result in lower development costs per dwelling unit, and typically shorten the length and costs of public improvements. All of these characteristics can work to lower (but do not guarantee) lower housing costs. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in the Madison area, and are being built with high-quality housing, some of it considerably higher than what is considered affordable. Modest lot sizes also, in effect, increase the supply of land available for housing a given population; reducing relative scarcity (and possibly the cost) of potentially developable land in the City's planned growth area. This Plan therefore recommends retaining current lot size minimums and considering smaller lots in Planned Development.

- Establish or retain reasonable minimums for dwelling unit size and architecture standards: The average size of house in the United States has grown from 983 square feet in 1950 to 2,265 square feet in 2000. During the 1995-2006 housing "boom", sizes, house sizes have grown even more. In 1950, just 1% of homes had 2.5 bathrooms or more, but by 2000, 56% had 2.5 bathrooms or more. This Plan does not recommend a maximum limit on house size. However, the City does recommend against establishing a minimum dwelling unit size that will work to eliminate all housing options for working families and households with modest incomes. Many communities often establish excessively high floor area (along with lot size and architectural standards) that not only work against affordability, but also are contrary to a balanced, a diversified economic base, market choice, and environmental goals. Minimum dwelling unit sizes should only be used provide for the health and safety of occupants, and provide a reasonable prospect for holding and improving value (as opposed to maximizing it).

- Allow high-quality multiple family housing: Higher density housing that complements the character of existing City neighborhoods can be an important component of an affordable housing stock. This includes both renter-occupied and owner-occupied (e.g., condos, townhouses) options. Too often, resistance to higher density housing is a result of poor design that does not reflect the character of the surroundings or is of low-quality that depreciates over time. Standards suggested later in this chapter are intended to address these types of concerns.

- Revisit public improvement standards: Excessive public infrastructure standards (too wide streets, longer streets, excessive street lighting) can drive up housing and ownership costs. The City of Lake Mills' street and street right-of-way and paving standards, particularly for local streets that most often serve housing, are within standard norms, and could not be reduced much without eliminating street parking on both sides. Street widths of 32 feet (measured from curb-face to curb-face) are sufficient to safely accommodate traffic, parking, and emergency service needs in mainly single family neighborhoods. In addition, their may be specific areas where parking on only one side may be sufficient or desirable. In addition to potentially reducing development costs, narrower streets tend to slow traffic speeds. Appropriately sized and designed streets are therefore important to other municipal goals such as safe, desirable neighborhoods and reducing impervious surfaces.

- Promote the maintenance of older neighborhoods: The existing housing stock is an important component of the affordable housing supply, if the housing is well maintained. The City intends to

explore greater use of programs like CDBG to help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes. For example, the City intends to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily hinder appropriate home improvements. Finally, as part of their downtown revitalization programs, the City will emphasize the retention and conversion of upper story spaces into housing. (see also Chapter 7: Economic Development) This may require financial incentives for necessary building upgrades.

- Support programs to provide new affordable housing: Several State and federal programs exist to help provide affordable housing for low and moderate income residents, who make up a good portion of the area's workforce and retirees. These may be administered or advanced through local housing or community development authorities. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency (WHEDA), can help provide high-quality housing for lower income residents. The City should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market operating independently.

- Consider more aggressive approaches if necessary: If, even with the above efforts, affordable housing becomes an increasing problem in the Lake Mills area, more aggressive approaches may be considered. These may include revisiting proposed growth boundaries, residential phasing policies, and impact fees. Strategies to consider in the future may also include inclusionary zoning—a type of regulation that requires that a certain percentage of housing in each new development be made affordable to low and moderate income residents.

3. Balance Affordability Concerns with Other Planning Concerns

As noted above, excessive standards for lot size, house size, architectural standards, and public streets, street lighting and other improvements can have a negative affect on affordability, as well as the economic, community facility, natural resource, and other City goals expressed in this Plan. However, there are quality standards that the City should retain to enhance long term property values and appreciation, create healthy neighborhoods, and improve the quality of life for residents. Often developers or public officials will seek to waive or eliminate these requirements in the name of affordable housing or lowering taxes; often with no guarantee to the community or the home buyer that these cost savings will be realized by the owner or community.

While acknowledging that imposition of reasonable quality standards for public improvements and site design may marginally increase the price of development and housing, this *Plan* maintains that achieving a range of housing affordable to all market segments is both essential to and compatible with other City objectives. In fact, it is best for all City residents to meet standards that build value for owners, residents and the community in general. Examples include:

- Sidewalks (encourages walking and increases safety);
- Street lighting, (increases public safety and security; though standards should be established to prevent overly lit streets and skies and conserve energy);
- Requirements for parks through park land dedication and/or fees on new residential development proportional to increased demand.
- Sufficient provision of cross streets and trails to create close-knit, pedestrian-friendly neighborhoods.
- Durable and easily maintained streets and infrastructure to decrease long-term maintenance costs.
- Adequate stormwater management (which can prevent flooded basements and houses, blighted property, and lower property values);

- Minimum architectural standards for residences to ensure residential character (particularly in multi-family dwellings); and
- Reasonable site, landscaping, and spacing standards for Mobile Home Parks.

As noted in earlier chapters; the City of Lake Mills currently requires sidewalks and street trees in new developments, has established a park impact fee, requires reasonable block lengths in subdivisions; is actively improving its stormwater management requirements and capacities, and has general architectural standards and site review for multi-family housing. This Plan also recommends ongoing review of City lighting, energy efficiency, stormwater management and other requirements to reach the various and complimentary goals of this Plan without forsaking affordable housing. In addition, this Plan recommends further consideration of housing neighborhood design standards found below and in Chapter 3: Land Use.

4. Consider Anti-Monotony and Minimum Residential Design Standards

The City supports a variety of housing styles, materials, and colors in new residential neighborhoods, particularly single-family homes. Housing variety makes for more interesting neighborhoods that tend to better retain their value over time.

Often, in larger contemporary developments where a single builder or developer is responsible for the majority of homes built, housing material, color, and style choices are very limited. This in stark contrast with older neighborhoods built in an era where houses were constructed by small contractors and craftsmen. To counter extreme examples of "tract" housing, some communities have adopted "anti-monotony" provisions into their zoning ordinances. These types of provisions limit the construction of identical or nearly identical houses within a certain distance of one another. These standards typically do not require houses that are radically different from one another in terms of size or even style, but ensure some differentiation.

The call-out box below includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee. That ordinance also includes additional and more detailed provisions and definitions.

EXAMPLE OF GENERAL ANTI-MONOTONY PROVISION (GRAFTON, WISCONSIN)

"No two single-family dwellings of similar front façade shall be repeated on any abutting lots or within five lots on either side of the street on which the dwellings front, including lots which are directly across the street from one another. Front facades shall be deemed to be similar when there is no substantial difference in roof lines; no substantial change in windows of either size, location, or type; and no substantial change in the color or kind of materials."

These standards are typically applied to single family residences, not to multi-family structures that are part of the same development. In the context of multi-building, multi-family developments, some unity of design is often preferable, provided the number of buildings within the development is confined to a reasonable radius. For Two-Family/Duplex Land uses, limiting the number of consecutive two-family lots within a neighborhood is another approach that limits monotony. (See Chapter 3: Land Use).

The City will consider inclusion of minimum design features and anti-monotony housing provisions in its zoning ordinance, in consultation with residents, developers, and home builders.

5. Consider Standards to Limit the Impact of Garages on Streetscapes

Front yards and front house facades are areas where the private realm meets the public realm, and like the design of streets themselves (See Chapter 4: Transportation), can have an enormous impact on surrounding property and how the neighborhood and community are ultimately perceived. Buildings with features designed to appeal to people such as front porches, generous windows, window treatments, and other details convey residential character, and also make the adjacent streetscape a more inviting and safe environment. Conversely, buildings with large blank surfaces, few or now windows, and no or minor entrances for people, convey a sense of sterility and isolation more commonly associated with alleys and warehousing.

Garages pose a particularly challenge to contemporary residential design. In older neighborhoods, garages were often added as detached structures well after creation of the lot and construction of the house. Relatively narrow lots forced garages to the rear of the house -sometimes facing an alley – which served to hide the utilitarian household storage areas from view of the general public and preserve the character of the neighborhood. In the early era of the automobile, one or two car garages to the side or the rear of the house became a standard, but, in most cases, were still recognizably subordinate to the residential structure. In recent years, as automobile ownership has risen to equal or exceed the number of licensed drivers in a household, 3 and even 4 car garages are fast becoming the norm. In most communities, consideration of the cumulative impact of these large garages on the residential character of neighborhoods is ignored. The result is that in some developments, the general appearance of streets differs little from alleys. The most intrusive garages typically take the form of "snout" garages, in which most or all of the garage is significantly closer to the street than the residence. Very wide garages with large blank surfaces and little attention to design aggravate this affect.

To better protect the residential character of new housing developments without abandoning the idea of either relatively compact development on narrower lots or large garages, this *Plan* recommends the City consider adopting an ordinance or promoting standards that prevent residential garages from dominating the house or structure when viewed from the street. Some communities have adopted ordinances limiting the width of garages to 50% or less of the street width of a residence, and require that the garage be setback at least as far as the front of the residence or front porch. Figure 7 illustrates several ways of accomplishing this goal on lot sizes permitted in the City of Lake Mills. The impact of garages can also be reduced through articulations of the front façade of the garage and other architectural treatments such as high pitched roofs or "over-garage" construction. Within the Planned Development District, the City could also consider additional options for limiting the appearance of garages such as the use of private alley's maintained by an owner's association.

Figure 7: Preferred Options for Garage Placements

"Snout" Garages

Setback Garages

6. Enhance Multi-Family Design Standards

Multiple family housing provides options for the elderly, younger adults, and the workforce of many businesses. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The City intends to continue enforcing (or enhance as necessary) its zoning ordinance with detailed design guidelines for all new or expanded multi-family residential developments and enforce them during development review processes. The following guidelines and Figure 8 provides a foundation, and may be used on development projects whether or not new standards are included in the Zoning Ordinance:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and the City's overall character. Adjacent to single-family residential areas, encourage layouts where buildings appear as a grouping of smaller residences.

- Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character. In Mixed Use areas, promote a similar pattern (zero or small street setbacks, etc.)
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, colonnades, varied roof designs, and/or bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include internal sidewalk connections where necessary.
- Locate parking, dumpsters, and other unattractive uses behind buildings and require adequate screening enclosures. In-building or underground parking is highly encouraged.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors; and (f) In-building or underground parking is generally preferred.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); and (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents.

Figure 8: Desired Multiple Family Residential Project Layout

7. Neighborhood Design Principles

The following is a recommended list of standards for new neighborhoods in the City (referred to as "Planned Neighborhoods" in Chapter 3 and on Map 6: Future Land uses) Graphics illustrating some these standards are shown in Insert 1: Planned Neighborhoods and various recommendations for specific sub categories (single-family residential, etc.) are explained in greater detail elsewhere this Plan.

1. Maintain a balance of housing types (single, two, and multi-family) within each Planned Neighborhood to ensure a minimum of 60%-70% of single family residences, and between 5-15% % in two-family housing and the remainder in mixed residential (multi-family apartments or condos; mobile homes) in a given neighborhood.
2. Establish a minimum net density standard of at least 4 dwelling units per acre for Planned Neighborhood areas, with a minimum of between 3 dwelling units per acre for single-family components of these neighborhoods.
3. Require any development proposal for a portion of an area designated as "Planned Neighborhood" be accompanied by a concept plan for the entire Planned Neighborhood area to show how the subdivision will relate to the whole neighborhood.
4. Ensure plans for a Planned Neighborhood or any portion of a Planned Neighborhood incorporates the Conservation Subdivision recommendations found in Chapter 2 and addresses environmental corridor protection, water quality management, and nature base recreation considerations.
5. Create buffers between incompatible land uses within and adjacent to neighborhoods when necessary, utilizing existing natural features and landscaping where possible.

6. Follow the policy recommendations listed for Single Family, Two-Family, Mixed Residential land use categories in this Chapter 3 and elsewhere in this chapter when reviewing and approving residential portions of Planned Neighborhoods. Consider anti-monotony, garage, and other design standards described elsewhere in this when reviewing and approving residential developments.
7. Follow the policies for the Neighborhood Commercial or Mixed Use future land use categories in Chapters 3 and 7 when reviewing proposed commercial and office developments in these land use categories. Ensure that any commercial development within the Planned Neighborhood category is small scale (generally 10,000 square feet or less) and generally compatible with residential uses (i.e. small scale indoor offices, services, and goods in buildings with a scale and style compatible with residences).
8. Ensure Public Open Space uses within Planned Neighborhoods include areas for active recreation and social interaction for people of all ages. Ensure that these places are generally not more than 1/2 mile from any residence to make them readily accessible to residents of various ages and ability groups, as recommended in Chapter 3 and Chapter 5 of this Plan.
9. Ensure Institutional and Commercial Facilities land uses follow recommendations found in Chapters 3, 5, and 7 when considering these uses within Planned Neighborhoods.
10. Create a system of interconnected local streets, bicycle paths, and pedestrian ways by following the recommendations of Chapter 4 of this Plan. Site more intensive uses such as multi-family and commercial uses adjacent to major thorough fares or at main gateways into neighborhoods.
11. Continue to ensure street and trail designs that foster a safe and inviting environment for pedestrians and motorists by limiting street widths, allowing on-street parking, requiring landscape terraces and street trees, providing appropriate lighting, safe pedestrian crossings, and, where appropriate, allowing on street dining (e.g. outdoor café's).
12. Ensure the City's Planned Development District (PDD) provides flexibility in the design of new developments in order to best fulfill the intent of the Planned Neighborhood future land use category. Such a district should explicitly allow for the mixing of residential and commercial development, within defined parameters. Increases in the total net density of residential development, should also be permitted within a PDD when and where appropriate as determined by the Plan Commission and should usually tied to achieving other City objectives such as provision of affordable housing, extraordinary protection of natural resources, etc.
13. Consider adopting a Traditional Neighborhood Development Ordinance similar to the one developed by the University of Wisconsin Extension as an option within this future land-use category.
14. Consider modify City zoning and subdivision requirements as necessary to encourage the neighborhood development forms, densities, and use mixes described above. Ensure the City's Planned Development District (PDD) articulates the degree in flexibility in design of new developments. Such a district should explicitly continue allow for the mixing of residential and certain types of commercial development, provided the development follows well-defined guidelines. The district should also permit increases in the density of residential development, when and where appropriate as determined by the Plan Commission and City Council.

Insert 1: Planned Neighborhoods

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the City's economic base. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries desired in the City, an assessment of the community's strengths and weaknesses with respect to attracting and retaining businesses and industries, an inventory of environmentally contaminated sites and recommended strategies for their redevelopment.

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Recruit new business and promote local entrepreneurship to expand and diversify the local economy.
- Promote businesses and industries that capitalize on the City's location and resource base in a sustainable manner.
- Establish standards for commercial and industrial development that will enhance the City's image, add to the quality of life, and achieve other goals of the Comprehensive Plan.

A. Existing Economic Development Framework

Labor Force

The City's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 70.3 percent of City residents aged 16 and older were included in the labor force. The percentage of the City's labor force employed by sector in 2000 is shown in Table 15. Over one-quarter of the labor force is employed in the Manufacturing sector, and another fifth in the Educational, health, and social services sector.

Table 15: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	27.5
Educational, health, and social services	20.2
Retail trade	14.3
Arts, entertainment, recreation, accommodation, and food services	8.1
Professional, scientific, management, administrative, and waste management services	5.2
Finance, insurance, real estate, rental, and leasing	4.3
Construction	3.9
Other services (except public administration)	3.6
Transportation, warehousing, and utilities	3.3
Wholesale trade	3.1
Information	3.0
Public Administration	2.6
Agriculture, forestry, fishing, hunting, and mining	0.9

Source: U.S. Census Bureau, 2000

Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2000 Census data, 88.5 percent of the City's population ages 25 and older have attained a high school degree or higher. This is identical to the Town of Aztalan but higher than the City of Jefferson (78.3 percent), the City of Fort Atkinson (87.1 percent), and Jefferson County (84.7 percent). However, it is lower than the Town of Lake Mills (91.8 percent). The Town of Lake Mills was the only neighboring community that had a higher percentage of advanced degrees than the City of Lake Mills.

Table 16: Educational Attainment, 2000

	High School Graduates	Bachelor's Degree or Higher
City of Lake Mills	88.5	26.8
Town of Lake Mills	91.8	28.4
Town of Aztalan	85.5	16.9
Village of Johnson Creek	85.5	16.3
City of Jefferson	78.3	12.9
City of Fort Atkinson	87.1	19.9
City of Whitewater	81.3	31.8
City of Waterloo	83.0	16.0
City of Watertown	81.9	16.2
Jefferson County	84.7	17.4

Source: U.S. Census Bureau, 2000

Income Data

Table 17 presents income and labor characteristics for the City of Lake Mills and the surrounding communities. According to 2000 U.S. Census data, the City's median household income was $44,132. This is higher than the median household income reported for the cities of Jefferson and Fort Atkinson, but lower than the Towns and Jefferson County. The City's per capita income was $21,929 which is average compared to surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that Lake Mills' residents fare better than neighboring cities but is still below the more affluent towns.

Table 17: Income Comparison

	Median Household Income	Per Capita Income
City of Lake Mills	44,132	21,929
Town of Lake Mills	55,278	24,105
Town of Aztalan	55,048	23,193
Village of Johnson Creek	45,694	19,671
City of Jefferson	40,962	19,124
City of Fort Atkinson	43,807	21,008
City of Whitewater	31,793	13,965
City of Waterloo	49,221	22,099
City of Watertown	42,562	18,977
Jefferson County	46,901	21,236

Source: U.S. Census Bureau, 2000

Commuting Patterns

According to 2000 U.S. Census data, Lake Mills residents spent an average 25.5 minutes commuting to work, indicating that a significant number of workers traveled outside the City for employment. Roughly 8.0 percent of workers traveled over an hour to their jobs (up from 6.1 percent in 1990), while 14.4 percent traveled less than ten minutes (down from 16.4 percent in 1990). About 84.9 percent of workers traveled to work alone, while approximately 6.1 percent carpooled.

B. Economic Base Analysis

The City of Lake Mills has a fairly diverse economic base that includes manufacturing, construction professional services, dining, recreation, and small scale retail. Table 18 lists the City's largest employers.

Table 18: Major Private Sector Employers, 2007

Number of Employees	Employer
250-499	Wisco Farm Coop
100-249	Key Electronics
	Conrad Sentry
50-99	Day Break Foods
	Fiberdome
	Geiger/Brickel
	Aztalan Engineering
	Willowbrook Nursing Home
	McDonalds
	Seljan Tool Company
	Vision Fitness
	Creekwood Farms
20-49	Chapter 2 Inc
	Joseph Megan's Restaurant and Pub
	Matrix Fitness Systems Corp
	Lake Mills Cleaners and Dryers
	Sand Bar
	Bank of Lake Mills
	Forest Landscaping and Construction
	Jensen Plumbing and Heating Inc.
	Kwik Trip
	Allen Howe and Son
	Lake Mills Golf Club

Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of July 2006, there were 8 contaminated sites in the City of Lake Mills in need of clean up or where clean up is underway according to the Bureau for Remediation and Redevelopment Trading System (BRRTS). Of the 8 incidents, 5 are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Three sites in the Lake Mills area are classified as environmental repair, or ERP. These sites are often times older,

and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this Plan. The City encourages remediation and redevelopment of these sites for economic development where appropriate.

Economic Development Agencies, Programs, and Studies

The City has a number of tools, programs, and agencies available to foster economic development. The City recognizes the importance of its abundant community facilities, such as public utilities, streets, and parks, as an economic development and "quality of life" asset and will continue to provide funding into the development and maintenance of these facilities.

The City of Lake Mills performed an **Industrial Business Retention and Expansion Study in 1986** and has updated the finding periodically since that time.

In **2006**, the City prepared a **Redevelopment Opportunity Analysis** that provided recommendations for the redevelopment of blighted, abandoned, and/under utilized commercial and industrial sites in the City. The report included recommendations on the types of redevelopment and includes design criteria to ensure that the quality and character of new buildings meets with City objectives. Primary areas of emphasis include the areas around STH 89 and CTH V intersection south of I-94, the Tyranena Park Road corridor paralleling I-94, including the area around the intersection of CTH V and CTH A, an old industrial (Crepaco) site on the north side of CTH B and nearby, and the historic downtown.

As a means of implementing the recommendations of the Redevelopment Opportunity Analysis and encourage high quality redevelopment and new development in areas with blighted property, **the City has established four Tax Increment Districts (TID)**. TID are a mechanism by which the City funds public infrastructure improvements serving property within the district through bonds, which are in return paid back through the increase in property taxes (or tax increment) realized from redevelopment of the site. Public funding of the public infrastructure up front provides and incentive for developers to redevelop blighted property rather than build on an undeveloped green field site elsewhere. The City has established Tax Increment Districts for the commercial area surrounding the STH 89 and CTV intersection, and the old Crepaco site and portions of the adjacent industrial site.

The City of Lake Mills Main Street Program is a non-profit organization whose mission is to foster downtown revitalization and promote economic redevelopment while maintaining the historic character of the City's downtown area. Representatives from numerous local businesses form its membership and the program is served by a board of directors and staffed by an executive director. The program markets the downtown area to both prospective business owners and customers, helps business owners find information on various local, state and federal economic development programs, encourages development and building rehabilitation sensitive to the City's historic context, and organizes community events that emphasize and raise awareness of the City's assets and opportunities.

The Lake Mills Area Chamber of Commerce represents business interests in the City of Lake Mills and surrounding communities. Its mission is to maintain a strong business community through active leadership, networking, promotional activities that emphasize the area as a great place to live, work, and play and generally improve the quality of life for all member residents and communities though economic development and public/private partnerships, community development, tourism, and services to members.

The Jefferson County Economic Development Consortium (JCEDC) serves as the lead economic development organization in Jefferson County. The Consortium, comprised of municipal officials, County board supervisors, and representatives from the Department of Commerce, the UW-Extension, was formed in June 2003 to implement Jefferson's Overall Economic Development

Program and to achieve the economic development goals of the County. Its overall goals are to foster and encourage responsible, sustainable economic development activities that result in job creation, job retention, increase the tax base and improve the quality of life for the citizens of Jefferson County. In this effort, JCEDC offers training programs and has assisted numerous businesses in obtaining financing information from banks, Wisconsin Department of Commerce, Wisconsin Business Development, Women Business Initiative Corporation, and other financing sources.

Jefferson County – Economic Positioning Initiative
The Jefferson County Economic Development Consortium launched its Economic Positioning Initiative in the summer 2007 to set an economic framework for the future of Jefferson County. The project will focus on gaining a comprehensive understanding of the County's place-based assets and locational advantages, identifying emerging economic opportunities that are based on existing assets and global trends, and identifying catalytic projects and initial implementation plan. Scheduled to be complete work by the end of 2008, Jefferson County intends to use the outcomes of this initiative to complete the economic development chapter of the County's comprehensive Plan.

The state's **Community Based Economic Development Program (CBED**) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The **U.S. Small Business Administration's Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

C. Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." In order to do this, the City must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development. Table 19 summarizes the City's current and potential strengths and weaknesses with regards to economic development, and provides insights into a range of economic activities that are most suitable for Lake Mills.

Table 19: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Excellent Regional Access via Interstate 94.	Competition from other communities with similar transportation advantages and closer proximity to larger regional metropolitan areas.
Proximity and access to large regional metropolitan areas in Madison, Milwaukee, and Chicago	Insufficient efforts to actively recruit new industry and other employers.
Proximity to well-developed agricultural economy	Lack of upscale, temporary lodging for tourists
Regional tourism based on proximity to Rock Lake, and other preserved natural areas within the Glacial Heritage Area.	Resistance or unresponsiveness to tourism opportunities by local residents and businesses
Historic downtown is a popular shopping, entertainment, and tourist destination	Lack of coordination in business hours, property improvements, shared facilities (i.e. parking, waste collection) in downtown.
The City has an active Main Street Program to help market downtown	Some blighted or obsolescent commercial and industrial properties
Strong existing industries	Lack of employment diversification
Active efforts to foster economic development and redevelopment of older sites through such efforts redevelopment planning, creation of a business park, and establishment of TIF districts.	Lack of additional financial incentives to reinvest in downtown and other older areas of the community
High quality, efficient municipal services and electric utility	Perceived inefficiencies City's development review process and standards
Range of affordable housing options for varied workforce	
Active Civic Groups such as the Chamber of Commerce, Lake Mills Rotary, etc.	
"Small Town" atmosphere appealing to potential employees and employers	

D. Economic Development Goals, Objectives, and Policies

Goals:

Strengthen and diversify the City's economic base to provide local employment, serve the needs of residents, and provide tax revenues to the City.

Attract and retain businesses that enhance the City's character, appearance, and image as a desirable place to live, work, and visit.

Objectives:

1. Continue to identify and plan for the needs of existing and future businesses and industries with regards to adequate land, transportation, utilities and municipal services
2. Address work force needs through the adequate opportunities for appropriate housing and education and the provision of City services and amenities
3. Promote improvements in the downtown area ~~as~~ to enhance its role as the City's primary multi-purpose shopping, service, entertainment and civic center
4. Provide appropriate sites for a range of additional commercial and industrial development at appropriate locations within the City that minimize the negative impacts on residential and natural resource areas of the community
5. Increase opportunities for regional tourism that are compatible with the City's natural resource, cultural resource, and community character goals and objectives
6. Promote the City's advantages to prospective employers, residents, and customers
7. Improve development standards for businesses and industry that enhance the image of the community, preserve and increase property values, and prevent conflicts between incompatible uses
8. Encourage redevelopment of blighted, abandoned, or under utilized commercial and industrial property within the City

Policies:

1. The City will provide appropriate sites for additional commercial and industrial development near Interstate 94 and other major transportation corridors that maximize the benefit of the City's location within the region and minimize the impact of traffic and other externalities on residential and natural resource areas of the community in accordance with recommendations of this Plan
2. The City will provide opportunities for neighborhood scale shopping and services that can serve the local needs of future residents and neighborhoods
3. The City will maintain and develop necessary utilities and other services to support increased economic development.
4. The City will continue to use TIF, State and Federal grant programs and other economic development tools to provide incentives and assistance with redevelopment of blighted, abandoned or under utilized commercial and industrial property
5. The City will work to ensure that development within TIF districts provide above-average returns to the City in the form of increased property tax revenues and employment.
6. The City will establish and enforce minimum design standards for all commercial and industrial development within the City in accordance with the recommendations in this Plan., the Northside Neighborhood Plan, the City of Lake Mills Redevelopment Opportunity Analysis, and other plans
7. The City will refine its zoning and land division ordinances to ensure they are not in conflict with and forward the recommendations of this Plan.
8. The City will refine specific design criteria for the downtown that preserves the historic context and character of the downtown with regards to building materials, bulk, setback, exterior design, and signage in accordance with the recommendation of this Plan
9. The City will work to improve administration, coordination, and communication of the City's development standards and other economic development programs
10. The City will work with local, county, regional, state, and federal entities to make Community Development Block Grant and other economic development programs more responsive to City needs

11. The City will continue to explore the advantages and disadvantages of consider other private/public economic development strategies to improve businesses and cooperative marketing of the downtown and the City as a whole.

E. Economic Development Programs and Recommendations

Geographic Locations for Economic Development and Redevelopment

The Comprehensive Plan identifies three primary areas for economic development and Redevelopment. They are:

- The Central Business Core: In order to retain and enhance this downtown as the City's civic and commercial center, ongoing efforts to cooperate on parking, municipal services, enhancement of public and private areas, business management and marketing will be required.
- The I-94/STH 89 Interchange: This large area includes much of the land between Tyranena Road and Interstate 94, and some land south of Tyranena Road. The property includes existing commercial uses, redevelopment sites, undeveloped parcels, and residential areas that will transition to commercial use.
- The Lake Mills Business Park: The Comprehensive Plan anticipates that the current industrial park will be built out over the next 25 years, and therefore reserves additional undeveloped land to the south of the industrial park along the projected extension of CP Avenue south to State Highway 89.

In addition to these major centers of economic activity, the plan identifies several smaller but potentially significant opportunities for economic redevelopment and new development. These include:

- The old Crepaco Industrial Site: This large (16+ acre) site north of Lake Street and just east of Owen Street was once occupied by a factory. Currently, a number of smaller businesses occupy the old structure and the property continues to be marginally viable for those uses. Approximately 9 acres remain unsold. The City of Lake Mills could allow continued use and improvement of this site as a small business incubator or a more comprehensive redevelopment as a mixed commercial/residential development that would be more compatible with residential uses to the west and east. These measures include placing the property in a Tax Increment District to finance public infrastructure and site clean up, and preparing a detail redevelopment planned (See "Implement Recommendations of 'the 2006 Redevelopment Opportunity Analysis")
- A new mixed commercial/residential development serving the planned Northside Neighborhood north of Interstate 94. Though the mix of uses for this development are primarily residential, a small commercial center serving future neighborhood residents is planned in order to provide them with opportunities to serve some shopping, service, and social needs without auto-commuting to harder to reach centers south of Interstate 94. The scale of commercial uses intended for this area is meant to be smaller, with larger community and regional shopping, highway oriented, and large scale motor vehicle sales and services located elsewhere. For more information on the Northside Neighborhood Plan, see Chapter 6: Housing).
- A new neighborhood commercial/residential center south of the City. Like the mixed use node in the planned Northside Neighborhood, this relatively small commercial node would be geared toward providing local shopping, service, and socializing opportunities for residents of new neighborhoods who cannot or choose not to auto commute for every shopping trip.
- Other commercial and industrial sites are located at various points in and adjacent to the City. Most of these areas are located along Mulberry Street, Tyranena Road, and at the south end of the City along Main Street. This Plan recommends allowing compatible commercial uses in these areas to remain provided any alterations or changes are at least as compatible or more compatible with

current requirements and surrounding land uses. For those areas that are obsolescent or blighted, the City recommends developing specific recommendations for desirable redevelopment on a case by case basis (See Recommendation #2).

Implement the Recommendations of the 2006 Redevelopment Opportunity Analysis

In 2006, the City of Lake Mills sponsored a study to identify areas for redevelopment and make recommendations for desirable new land uses and design standards for these areas. The two areas correspond to Tax Incremental Districts created by the City, and the intention is to maximize the return on the public funds invested in these areas as well as improve the City's long term tax base and quality of life.

The major sites include:

- The "Union 76 Project Area: This area includes lands on or near all four corners of the intersection of Main Street and Tyranena Road. It's named comes from an old gas station site that is now the site of Walgreen's. Recommendations for the large undeveloped parcels adjacent to the interstate include large regional and community scale uses appropriate to an Interstate Highway location and a growing community. The uses south of Tyranena Road and at the western end of the planning area transition to more community/neighborhood commercial and residential uses. A recent amendment to Tax Increment # 4 now includes nearly all of the blighted or undeveloped land in the area. The City has also updated its Zoning Ordinance to include Planned Business and Planned Office Districts with requirements that better reflect the design and site recommendations of this report. Given the high inherent value of the locations, enhanced by the City's efforts to overcome barriers to extending public infrastructure to these sites, this Plan recommends stringent adherence to the underlying principles, if not the specific site plan recommendations of the 2006 Redevelopment Opportunity Analysis.
- The Crepaco Site: The 2006 report acknowledges that the existing structure has been marginally successful as a small business and industry incubator of sorts, with several tenants leasing space. However, given the site's location near an established residential areas to the west, the natural amenity of the Rock Creek east of the property, and possible long term environmental issues stemming from past uses, the report recommends a high value, more compatible redevelopment plan that focuses primarily on a mix of housing types and neighborhood scale commercial.

The third area discussed in more general terms is the downtown, which is discussed in greater detail below.

Continue to Focus Economic Development Efforts on the Downtown

The City of Lake Mills central business core area is one of the most recognizable and favorably viewed areas in the City of Lake Mills (see Chapter 1: Issues and Opportunities). The downtown area is notable for:

- Central Location;
- Historic mixed commercial/residential mixed use buildings near residential neighborhoods;
- Concentration of varied mix of service, office, entertainment, civic, and retail uses;
- Higher concentration of locally owned businesses;
- "Human scale" architecture: buildings with buildings that meet the sidewalk, generous display windows at street level that are meant to attract the interest of pedestrians instead of passing motorists, architectural detail visible to pedestrians, and many different stores and destinations within a convenient walk;

- Public gathering places such as Commons Park and sidewalks that allow limited seating or outdoor display of goods;
- Civic institutions in high quality structures such as the historic L.D. Fargo Public Library and the recently constructed Municipal Building;
- Main Street Program, which works with downtown business individually and collectively to link businesses with information and financial programs, organize downtown events, serve as liaison between downtown businesses and government entities, and promote the downtown to customers and businesses.
- Ongoing civic, promotional, and cultural events

However, as with many traditional downtowns, the Lake Mills central business core faces challenges to its continued vitality from both external and internal causes. Ironically, many of the most valued traits of the downtown area also pose some challenges to their ongoing economic viability, including:

- Competition from newer commercial areas that cater exclusively to auto commuters;
- Competition from major franchises (with more promotional resources and better branding) located elsewhere;
- Loss of historic charm and pedestrian-friendly character owing to rising amounts of traffic and subsequent road improvements.
- Historic Buildings that do not meet contemporary expectations with regard to space and environmental controls;
- Real or perceived financial risks and/or additional costs for developers and businesses to rehabilitate older buildings;
- Real or perceived financial risks for constructing new mixed-use buildings matching the context of the historic structures;
- Resistance from property owners to manage mixed commercial/residential properties;
- Insufficient public and private financial incentives and/or full awareness of such incentives to overcome the obstacles outlined above;
- Real or perceived lack of parking and failure to maximize existing parking through shared use of parking;
- Uneven levels of business management (such as better business hours, better marketing, more effective mix of niche or specialized goods and services);
- Insufficient effort to coordinate promotion and management the downtown as single entity (common business hours, shared solid waste storage and collection, shared parking, additional marketing).
- Reluctance to establish a Business Improvement District (BID) or similar mechanism that would pool and provide additional funds for physical improvements and marketing.
- Confusing and/or insufficient Municipal Development Standards for new downtown construction (particularly outside of the B-1C zoning district).

Of the issues and challenges noted above, some cannot be addressed directly by the City. For others issues, the City has attempted to address through such measures, as site, signage, and architectural standards specifically tailored to the downtown (as expressed in the City of Lake Mills Zoning Code), direct investment in the downtown in the form of new and rehabilitated community facilities; and

development of a Transportation Plan that favors providing an alternative north-south minor arterial through the City that will reduce the need to provide additional traffic lanes while still maintaining direct route to the downtown. Additionally, detailed economic recommendations for other commercial centers such as the I-94/State Highway 89 and neighborhood commercial areas elsewhere emphasize uses that will minimize (but not eliminate) direct competition between commercial nodes.

This *Plan* recommends that the City consider the following additional measures to enhance the downtown:

a. Improve education and communication of City standards and procedures;

b. Review and amend, and where insufficient, amend City standards and procedures. Work with the Main Street Program and individual businesses to identify where problems exist.

c. Review public infrastructure and street design requirements for the downtown. Consider additional street and intersection design features to improve pedestrian safety and promote a pedestrian friendly environment.

d. Consider performing or providing assistance for a downtown parking study. Consider programming funds to address any deficiencies in public parking (to include possible acquisition of additional lands in or near the downtown as opportunities arise) and help downtown organizations communicate any positive findings.

e. As opportunities arise, consider public acquisition and/or redevelopment of blighted property in or near the downtown in order to assemble lands necessary to attract larger "anchor" commercial uses or for such uses as parking and new, "infill" commercial and residential uses.

f. Continue to keep public employment and community facilities in the downtown where possible.

g. Consider local financial incentives to improve the downtown such as creation of a downtown Tax Incremental District and other financial incentives to overcome obstacles to compatible forms (i.e. two and three story mixed structures) of development. Where problems are more perceptual than real, assist downtown organizations in educating would be developers and businesses.

h. Consider creation of a Community Development Authority (CDA).

i. Work with the Main Street Program, civic groups, and businesses to create community-themed way finding signage.

j. Explore the advantages and disadvantages of establishing a Business Improvement District or Certified Local Government Status.

Ensure the Use of Tax Increment Financing and other Financial Incentives are Part of Comprehensive Development Strategy

In considering future financial assistance (e.g., TIF) to promote economic development and improve the tax base, emphasize sites and projects with the following characteristics:

- Sites with significant barriers to development such as obsolete or blighted buildings and environmental challenges, particularly if they are in otherwise highly desirable locations such as major traffic corridors or the downtown.
- Site planning and building design that works with the topography, includes innovative stormwater management practices, features enhanced landscaping and on-site open space, is designed to promote pedestrian access, and meets or exceeds community architectural and site planning standards included in the comprehensive plan.
- Projects with construction that exceeds a pre-set minimum value per square foot.

- Projects that desired expansion or retention of types of business, industry, and employment. Projects that complement other Lake Mills businesses and developments and make the area more attractive for future business investment.

Methods of ensuring these criteria are met are described elsewhere in this Chapter and Comprehensive Plan.

Economic Development Management and Partnerships

The tools and resources available to the City government are limited. Successful economic development depends on the efforts of numerous private and public entities, and best results are achieved through cooperation. This Plan recommends consideration of the following management and collaborative approaches to enhance the City's economic development:

a. Invest time and resources into a proactive and assertive economic development program Proactive economic development will involve developing business recruitment and retention programs; writing requests for proposals; answering inquiries; executing developer agreements; administering, staffing, and funding incentive programs; and, in some cases, helping to assemble properties. Approaches include:
   - Continuing to work with established organizations like the Main Street Program.
   - Creating a Community Development Authority or non-profit Development Corporation. These organizations can, at the discretion of the City Council, have the ability to actively market the community, recruit developers and businesses, and be involved with land transactions and incentive programs to facilitate economic development and redevelopment.
   - Either hiring an economic development coordinator or by enlisting the help of an outside consultant to serve as staff to City officials and be solely focused on economic development in Lake Mills.

b. Establish a priority of partnering with Madison Area Technical College to create convenient educational and training opportunities in Lake Mills.
   - Establish a training culture in Lake Mills and advertise the training culture and emphasis on technical skills as a business recruitment tool.
   - Facilitate the design of custom training curriculum for existing or desired Lake Mills businesses.
   - Focus on growths fields such as Information Technology and Bio Industries Opportunities for bilingual education

c. Support the growth and expansion of existing businesses in the City by reaching out to business owners and involving them in the development of future economic development strategies and the marketing of the City for new businesses, and encourage their growth at existing or larger sites.

d. In collaboration with businesses and economic development organizations and agencies, research, identify and address the obstacles to local business development.

e. In collaboration with businesses and economic development organizations and agencies, research, communicate desired changes and shortcomings of various public economic development and building rehabilitation programs to appropriate agencies and elected officials.

f. Work with businesses to investigate options to pool the area's employee base (for businesses with 25 or more employees) for the purposes of providing more comprehensive and affordable benefit packages (e.g. health insurance), thereby making these businesses more financially successful.

Specific Areas of Economic Development Focus by Sector

The following specific recommendations are some suggested specific areas of economic development appropriate to the Lake Mills context. There may be others. Agencies or entities such as those described

in Recommendation 6 (a) above are often most suited to take a leadership role in pursuing and implementing these strategies.

- Better utilize web-based marketing approaches, which are increasingly being used as an initial site/community screening tool by businesses seeking new locations.
- Retain existing businesses and industries that are compatible with other Comprehensive Planning Goals.
- Retain industries that benefit from the City's location near supporting industries and services and from locally produced agricultural products.
- Broaden business recruitment activities to include:
    - Professional Service sectors such as CPA, legal, engineer, and insurance offices.
    - A quality hotel or motel to compliment local tourist base lodging such a campgrounds and cabins.
    - Retail establishments that can serve and successfully compete for local dollars, thereby reducing "leakage" of Lake Mills resident expenditures to other communities.
    - Bio-based or "green" industries that utilize the City's natural resources and access to agricultural products and that build off of Wisconsin's recent initiatives to advance "Clean and Green" industries. Lake Mills' proximity to a major research and development center at the University of Wisconsin—Madison; the manufacturing centers of southeast Wisconsin, northern Illinois, and Chicago; and the City's access to raw agricultural products from local farms puts the City in a position to recruit these types of businesses.
    - Businesses and industries that employ environmentally progressive and responsible production and building practices (also see Natural Resources section).
- Examine the feasibility of offering a program for artists, artisans and craft persons in which they would be attracted to take up residence in Lake Mills.
- Explore the possibility of expanding markets for local agricultural produce by expanding and increasing the promotion of the Farmer's market, encourage the School District and other community based organizations to contract with local producers for bulk purchases of agricultural products such as dairy and vegetables for school lunches, and promoting the idea of cooperative, location based branding of a variety of locally produced specialty products (such as organics).
- Improve cross-promotional of activities such as encouraging local business to sell specialty items geared toward tourists bearing images and the name of Lake Mill's.
- Expand on the image of Lake Mills as a multi-faceted visitor and tourist destination by capitalizing on the area's existing and planned nature based recreation and cultural resources such as the Glacial Drumlin Trail and Aztalan State Park. Incorporating these destinations into an area-wide marketing strategy for Glacial Heritage and Jefferson County lands can work to the mutual benefit of all these assets by raising awareness and helping to fund planned enhancements such as the region wide recreational trail and Aztalan State Park Cultural and Visitor Center, thereby further benefiting the City's economic development goals.

Remain aware of and involved in economic such as the Jefferson County Economic Positioning project that is currently underway. Also continue to remain involved in and utilize the services of the Jefferson County Economic Development Consortium.

Pursue Redevelopment and Infill of Underutilized Areas

Beyond the downtown, there are other redevelopment opportunities in Lake Mills over the 25-year planning period. These sites are typically located adjacent older streets and in older industrial or commercial sites. Many are located primary and secondary areas of economic concern discussed earlier in this chapter, and the City has already established plans and incentives to redevelop them. One recent example of successful redevelopment is the Walgreen's located on a former gas station.

New Walgreens on redevelopment site

Sites like these typically do not attract redevelopment without assistance. Figure 9 illustrates the range of redevelopment activities and tools often required for successful redevelopment projects. Careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are often required. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for the redevelopment area
- Prioritizing redevelopment sites.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and concept plan map, with attention to priority sites.
- Aggressively pursuing implementation through adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Figure 9: Redevelopment Planning and Implementation Process

Redevelopment strategies for brownfield (contaminated) sites are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin.

Collaborate with the Jefferson County Economic Development Consortium's Regional Economic Positioning Initiative

At the time this Plan was being prepared, the Jefferson County Economic Development Consortium was leading an initiative to advance economic development county-wide. The City will stay actively involved in this process and generally take advantage of the services offered by the JCEDC. See Chapter Eight: Intergovernmental Cooperation for details.

Review and strengthen Zoning and Architectural Design Review Standards for all Commercial and Industrial Development.

The City of Lake Mills Zoning Code includes various general provisions addressing site plan and design review standards for commercial and industrial development, and covers building materials, general layout, parking, landscaping, lighting, signage and various other aspects. Some Standards are somewhat general in nature to allow more flexibility in their application. While this may be appropriate in many cases, there are some instances where a more detailed set of design parameters tailored to the different recommended future land use categories or specific location may be desirable.

Lake Mills intends to strengthen and enforce design standards for commercial and industrial projects to ensure high-quality, lasting projects that are compatible with the desired character. These standards should apply to all new development and redevelopment projects in the City.

The City of Lake Mills has already adopted more specialized requirements for the downtown/central business core overlay district, and for its Planned Business and Planned Office Zoning Districts. This *Plan* recommends further refinement of City Zoning requirements to include the recommendations for the various future commercial and industrial land use categories found below and in Chapter 3. At minimum, the *Plan* recommends use of these or similar design guidelines by City Staff, Plan Commissioners, and elected officials, as a basis for reviewing discretionary aspects of site and architectural plans.

The illustrations on the following pages include general design guidance for various types of commercial development projects: Indoor Retail, Service and Institutional (Small to Moderate Scale); Indoor Retail, Service and Institutional (Large Scale); In-Vehicle Sales and Service; and Neighborhood Commercial, Downtown and Mixed-Use. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

- Avoidance of linear, "strip commercial" development patterns within multi-occupant development projects. Buildings shall instead be arranged and grouped so that their orientation complements adjacent, existing development; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities.
- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Variations in roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- All building façades containing architectural details and of similar quality as the front building façade.
- Central features that add to community character, such as patios and benches.
- Signage that is high quality and not excessive in height or total square footage.
- Illumination minimized to that necessary for safety and kept on site through use of cut-off fixtures.
- Orientation of at least one principal façade and customer entrance toward a public street with no intervening parking lots.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments including features that allow pedestrians to walk parallel to moving cars.
- New driveways with adequate throat depths to allow for proper vehicle stacking.
- No or limited number of access drives along arterial and collector streets.
- Common driveways and cross easements serving more than one commercial use, wherever possible.
- High quality landscaping treatment of buffer yards, street frontages, paved areas and building foundations.
- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
- Street trees along all public street frontages.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.

- Intensive activity areas such as service and loading areas, parking lots, and trash receptacle storage areas oriented away and/or screened from public rights of way and residential land uses.
- Provision for adequate on-site snow storage or private snow removal. Except in the *Downtown* Future Land Use category where new buildings may require zero setbacks to match existing structures and make use of existing streets and sidewalks, new commercial uses with buildings placed near the street should ensure adequate on site storage or removal without recourse to municipal services through one of the following:
    - Front yard landscaping areas or extra wide paved pedestrian ways and/or terraces capable of doubling as snow storage in winter.
    - On new zero lot line development outside of the downtown in a commercial or mixed use Planned Development District, covenants ensuring private removal of snow from sidewalks and pedestrian ways that do not rely on municipal plows or street storage.

Figure 10: Indoor Retail Service and Institutional (Small to Medium Scale)

Figure 11: Indoor Retail, Service, and Institutional (Large Scale)

Figure 12: In-Vehicle Sales and Service (e.g. gas stations, fast food windows)

Figure 13: Neighborhood Commercial, Institutional, Mixed Use, and Downtown

For new and expanded Industrial uses, the standards listed below and illustrated in Figure 14 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal, particularly in office and research development areas
- Location of loading areas at the rear of buildings, with very limited loading in office and research areas.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.
- Areas for future building and parking expansion, even if none is anticipated in the near future.

Figure 14: Industrial Building Standards

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CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter is focused on "intergovernmental cooperation", defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that affect neighboring communities and overlapping jurisdictions (e.g., school districts).

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

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Seek opportunities for cooperation with surrounding towns and the County on provision of municipal services, resource preservation, and regional recreation opportunities.
- Coordinate with Jefferson County and other Jefferson County Communities areas of mutual interest such economic development, transportation, and agricultural policy.
- Coordinate with State Agencies such as WisDOT and WisDNR on land use, natural resource, and transportation issues.

A. Existing City Plans

The City of Lake Mills' most recent comprehensive plan, the City of Lake Mills Master Plan, was adopted in June 1996. Although the plan was developed prior to the State of Wisconsin's 1999 Smart Growth legislation, it addressed many of the nine themes currently required of all new comprehensive plans. Since that time, the City has created a number of studies and adopted a number of plans that address key issues and geographic areas of the City. Many of these plans have been mentioned or discussed in various preceding Chapters of this *Plan*. The City's adopted plans and policy documents include the 1998-2005 Comprehensive Outdoor Parks, Forestry & Recreation Plan, a 2006 Park Impact Fee Study (with recommendations on future park improvements), the 2001 Report on the Sanitary Sewer Study Area, the 2005 Northside Neighborhood Plan, the 2005 Long-Range Transportation Plan (with associated Sidewalk Plan and Bicycle Plan), and a 2006 Redevelopment Opportunity Analysis study and associated Redevelopment Plan for the TIF Districts with recommendations for future development of blighted or underdeveloped commercial areas of the City.

B. Existing Regional Framework

Map 1 depicts the boundaries of Lake Mills' neighboring or overlapping jurisdictions. Relationships with these local, regional and state jurisdictions were analyzed during the City's planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

State Agencies

The Wisconsin Department of Transportation's (WisDOT) is responsible for transportation planning throughout the State and is the primary agency for planning and managing Federal and State highways, including Interstate 94 and State Highway 89. WisDOT has recently prepared several transportation planning documents with a direct impact on the City of Lake Mills, including WisDOT Park and Ride Plan, the WisDOT I-94 Corridor Alternate Route Operations Guide, and the State Highway 89 Access Control Project. WisDOT also reviews and has input in County and City transportation plans to ensure compatibility between plans. Lake Mills lies within WisDOT's Southwest Region.

The Wisconsin Department of Natural Resources (WisDNR) not only has a significant regulatory role over the City's air and water quality, it also owns and/or manages significant properties within the City and its planning area. WisDNR regulates water levels and dam management of the City's dam. The agency also operates the State's Fish Hatchery and manages State owned property and assets such as the Glacier Drumlin Trail, Aztalan State Park, and the Lake Mills Wildlife Area (See Chapters 2 and 5). Lake Mills falls within the WisDNR's South Central Wisconsin District, which has offices in Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon.

Regional Planning Commissions

The City of Lake Mills is not located within the jurisdiction of any regional planning commission or metropolitan planning organization.

Jefferson County

Being in the path of the Madison-Milwaukee development, Jefferson County was concerned about preserving their historic agricultural land use base. The 1999 Jefferson County Agricultural Preservation and Land Use Plan recommends channeling most growth into Cities and Villages in the County with infrastructure and physical characteristics to sustain development while protecting and preserving the natural resources and rural character of the countryside. The Plan identifies most land, besides environmental corridors, outside the City's 20-year urban service areas as Agricultural Preservation Area. The County implements this Plan through County zoning, which is applicable to all unincorporated areas and through subdivision regulations. Jefferson County's Agricultural Zoning limits most farms to 2 to 3 new residences per farm.

The City of Lake Mills has adopted the County's A-1 Exclusive Agricultural Zoning district requirements for lands within its extraterritorial zoning jurisdiction. The City's policy for subdivisions within its 1.5 mile extraterritorial jurisdiction is to defer to the County's policy on the number and size of lots permitted, provided they meet other City requirements.

Jefferson County has also produced a "Management Plan for Rock Lake, Lake Mills" in 2006. This plan identifies current and potential threats to Rock Lake's water quality and makes recommendations on approaches to protecting the lake in the future.

At the time of writing, Jefferson County was in the process of updating its 1999 plan to meet state comprehensive planning requirements by the year 2010. Several initiatives are underway that will inform that effort, including an exploration of different approaches to preserving farmland and farming and the Glacial Heritage project, which is designed to connect communities and parks with environmental corridors and trails.

Also, the Jefferson County Economic Development Consortium is leading preparation of a County-wide economic positioning initiative. The purpose of the initiative, which began in summer 2007, is to set an economic framework for the future of Jefferson County. The project is focused on gaining a comprehensive understanding of the County's place-based assets and locational advantages, identifying emerging economic opportunities that are based on these assets and global trends, and identifying catalytic projects and an initial implementation plan. Scheduled to be completed by the end of 2008,

Jefferson County intends to incorporate the outcomes of this initiative for the economic development chapter of the County's new comprehensive plan.

The City of Lake Mills Comprehensive Plan is generally compatible with and – in many areas- supportive of Jefferson County plans and initiatives.

Town of Lake Mills

The City of Lake Mills shares its northern, western, and southern boundary with the Town of Lake Mills. The City's municipal water and sanitary sewer utilities serve portions of the Town surrounding Rock Lake and the two communities have a boundary agreement that guarantees that certain areas within Town will be served by these municipal utilities without needing to annex. The Town of Lake Mills adopted its 2025 Comprehensive Plan in December of 2006.

Town of Aztalan

The City of Lake Mills shares its western boundary with the Town of Aztalan to the west. The Town had a population 1,743 in 2005. The Town of Aztalan joined with the City of Lake Mills and four other Jefferson County Communities in applying for a State grant to develop its Comprehensive Plan. The Town began its Comprehensive Planning Process in late 2007.

Town of Milford

A portion of the City of Lake Mills lies within the southwest corner of the Town of Milford. In 2005, the Town had an estimated population of 1,142 residents. The Jefferson County Land Use Plan shows the majority of the Town's land remaining in agricultural use, with development concentrated in two small rural hamlets, one located around the intersection of the Crawfish River and CTH A, and the other located along CTH A and the Rock River.

Town of Waterloo

The Town of Waterloo lies to the north of the City of Lake Mills and does not share a border with the City. However, a portion of the Town lies within the City's 1.5 mile extraterritorial jurisdiction. According to the Jefferson County Agricultural Preservation and Land Use Plan, Town lands within the City's 1.5 mile extraterritorial jurisdiction are planned to remain agricultural, with significant areas designated as environmental corridor.

School District

The Lake Mills Area School District provides K-12 education through Prospect Elementary School, Lake Mills Middle School, and Lake Mills High School. The School District includes the City of Lake Mills, and portions of the Towns of Lake Mills, Waterloo, Aztalan, and Oakland.

In addition there are two large private parochial schools in the City and within: Lake Mills Lutheran High School and St. Paul's Evangelical Lutheran School.

C. Intergovernmental Cooperation Goals, Objectives, and Policies

Goals:

Work cooperatively with surrounding communities and other governmental jurisdictions to achieve mutually beneficial ends and resolve differences constructively.

Objectives:

1. Work with neighboring towns to encourage an orderly, efficient, land use pattern that minimizes conflicts between urban and rural development

2. Work with neighboring towns, Jefferson County, and the State of Wisconsin on areas of mutual concern.

Policies:

1. The City will discourage annexation of territory by the City outside of its sanitary sewer service area and in areas designated to remain agricultural or open space by this Plan.
2. The City will discourage annexation of property that cannot be efficiently served with municipal services or for which there are no immediate plans for development.
3. The City will encourage efficient development within it existing boundaries by promoting infill development and phasing of new development.
4. The City will utilize its extraterritorial jurisdiction review authority to protect agricultural and environmentally sensitive land from non-agricultural development.
5. The City will work with the Town of Lake Mills to limit provision of new municipal sewer and water services to areas of the Town already served, and to discourage additional non-agricultural residential development in the Town in accordance with the intergovernmental agreement between the two communities.
6. The City will work with all surrounding communities and property owners to resolve issues arising from annexation of territory such as maintenance of annexed roads and extension of City sanitary sewer and water facilities to existing development when annexed.
7. The City will work with the Lake Mills Area School District on facilities planning, school access and transportation planning, the timing and phasing of new residential development, and joint recreational facilities
8. The City will work with neighboring towns, Jefferson County, and the State of Wisconsin on such issues as transportation planning, economic development, preservation of agricultural lands and farming, provision of affordable housing, and environmental protection.

D. Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this *Plan*, and where potential future conflicts may be the greatest without concerted future action.

- Work with Jefferson County and surrounding towns to limit development outside of the City's Urban Service Area. Make efforts to find common policies for implementing agricultural preservation policies within the City's extraterritorial jurisdictional outside of the City's planned growth area.
- Work to manage annexations and extension of urban services in accordance with the Inter-municipal Agreement between the City and Town of Lake Mills and seek common ground on annexation, municipal services, and other issues with other surrounding towns.
- Continue to explore opportunities for more efficient provision of municipal services, facilities, and utilities through cooperative arrangements with other municipalities.
- Continue to work constructively with the State of Wisconsin to manage and maintain the Rock Lake Dam.

- The City will coordinate with the State over management of lands in and around the State Fish Hatchery.
- The City will work with and attempt to find common ground with the State of Wisconsin, the Town of Aztalan, and other entities preserve key view sheds recommended in the Aztalan State Master Plan (See Chapter Two: Cultural Resources).
- Work with the State of Wisconsin, Jefferson County, area municipalities, and private conservation and recreation organizations on the Glacial Heritage Area Project: This project, administered by WisDNR, is described in the Natural Resources chapter of this Plan. Because Lake Mills is located at the center of the Project's primary study area (See Figure 15), it will be important for the City to remain involved in the ongoing feasibility, study process.
- Remain involved in the Jefferson County Economic Positioning project: At the time this Plan was being prepared, the Jefferson County Economic Development Consortium (JCEDC) was leading an initiative to advance economic development county-wide. The project has identified the following key economic assets for Jefferson County:
    - Regional location
    - Agriculture and food
    - Corporate presence and manufacturing diversity
    - Emerging bioenergy
    - Water and natural resources
    - Small-town living
    - Cultural heritage

  Building on these assets, the project will explore opportunities that may be the foundation or building blocks for a future vision for the County. The City will attempt to stay actively involved in this process and to generally take advantage of the services offered by the JCEDC.
- Work through and with local offices of various County, State, and Federal Agencies to raise awareness of current programs for affordable housing, sustainable housing, social services, small business and other economic development programs. The City can also act as a conduit of information to these agencies about the efficacy or shortcomings of these programs.

Figure 15: Glacial Heritage Area Map

Map 8: Intergovernmental Agreements and Planning Areas

CHAPTER NINE: IMPLEMENTATION

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

IMPLEMENTATION RECOMMENDATIONS SUMMARY

- Review City Ordinances and amend as necessary to implement recommendations of this plan.
- Review procedures and organizational arrangements necessary to implement economic development recommendations of this Plan
- Continue to develop detailed plans for transportation, parks, community facilities and redevelopment.
- Update the City Comprehensive Plan on a regular basis to reflect changing conditions.

A. Plan Adoption

A first step in implementing the *City of Lake Mills Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted as a "Smart Growth" plan under the state's comprehensive planning legislation. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a "Smart Growth" comprehensive plan. The City followed this process in adopting this *Plan*

B. Plan Monitoring and Advancement

Once adopted, the City intends to consistently use this *Plan* as a guide in evaluating its decisions on private development proposals, public investments, regulations, incentives, and other action. Furthermore, beginning January 1, 2010, the State of Wisconsin will require that all zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*. To the extent that City ordinances, policies and procedures are not consistent with the recommendations and policies of this *Plan* or sufficient to implement them, the City will endeavor to revise its ordinances in accordance with the recommendations summarized in the remainder of this chapter and in Tables 20 and 21.

In addition, the value and usefulness of the *Plan* will be greatly enhanced if it is used, understood, and generally supported by the entire community. Measures to raise and maintain awareness of this *Plan* could include:

- Ensuring that a copy of the Plan is available in easily accessible form on the City's website. Maps and key Plan graphics could be made available in separate internet links or files. Posters of Plan maps and graphics could be displayed in the City Municipal Building
- Speaking to community organizations about the Plan
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies.
- Incorporating Plan implementation steps in the annual budget process
- Encouraging all City staff to become familiar with and use the Plan in their decision making

C. Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Lake Mills intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use map, Transportation Community Facilities Map, and Intergovernmental Map of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Neighborhoods as well as Planned Development District (PDD) projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and City Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map and the Transportation and Community Facility System map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats both within the City limits and the extraterritorial jurisdiction. This *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping

The City of Lake Mills is considering adopting and Official Map at this time. The Future Land Use map and the Transportation Community Facilities map will be used as a general guide to the location and design of both existing and new public streets, pedestrian/bicycle ways, public parks, and utilities. Additional guidance will come from the specific planning documents that have been referenced in this Comprehensive Plan, such as the *City of Lake Mills Long-Range Transportation Plan*. The Plan Commission

and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the land division and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

D. Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments on a regular basis. Too frequent amendments to accommodate specific development proposals should be discouraged, or else the plan could loose its cohesion and be rendered meaningless.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost effective process, the City will consider establishing an annual plan amendment hearing once every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable, comprehensive, and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to the City by a designated date each year. A full draft of the all of amendments under consideration would then be presented to the Plan Commission for its evaluation, and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The state comprehensive planning law requires that the City use the same basic process to amend a Smart Growth comprehensive plan as it used to initially adopt the plan. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

a. Either the City Council or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan, or may by initiated at the request of a property owner or developer.

b. The City Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this Comprehensive Plan).

c. The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.

d. The City Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the City Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan).

e. The City Clerk sends a copy of the recommended Plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended Plan amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendment.

f. The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a City Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

g. The City Council holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.

h. Following the public hearing, the City Council approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The City Council may require changes from the Plan Commission recommended version of the proposed Plan amendment.

i. The City Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

E. Plan Update

The state comprehensive planning law requires that a Smart Growth comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan background data, document and maps. Based on this deadline, the City should update this *Comprehensive Plan* no later than of 2018 (i.e., ten years after 2008), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

F. Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

G. Implementation Programs and Recommendations

Tables 20 and 21 provide a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Other City government priorities, time constraints, and budget constraints may effect the completion of the recommended actions in the timeframes presented. The table has four different columns of information, described as follows:

- **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- **Recommendation:** The second column lists the recommended steps, strategies, and actions to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.

Table 20: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Land Use	Consider the following changes to the **Zoning and/or Subdivision Ordinances**: ▪ Over time and as projects present themselves, update the zoning map to correspond with the Future Land Use map. ▪ Update detailed design standards from this *Plan* for multi-family, commercial, office, and mixed-use developments, including the downtown ▪ Ensure land use and subdivision ordinances are reviewed and amended as necessary to implement the regulatory recommendations and programs found in this *Plan*.	Chapters 2, 3, 4, 6, 7, 8, and 9	2009 - 2011
Agricultural, Natural, and Cultural Resources	Amend and enforce the City' extraterritorial subdivision review authority to limit land divisions and prevent subdivisions within the City's extraterritorial jurisdiction.	Chapter 2,3	2009-2018
	Amend the City's subdivision ordinance and other regulations as necessary to include the principles of conservation subdivision design.	Chapter 2	2009-2010

Category	Recommendation	Reference	Implementation Timeframe
	Amend the City's zoning code to ensure new development in the downtown area is generally compatible with the established character of the historic central business core.	Chapter 2	2009-2010
Transportation	Continue to work with WisDOT on creating a pedestrian/bicycle crossing of I-94 and other state highway projects in the City's Planning area.	Chapter 4	2009-2018
	Implement the transportation improvements in accordance with Chapter 4: Transportation and the City of Lake Mills Long Range Transportation Plan, Bicycle Plan, and Sidewalk Plan. Update these plans as needed.	Chapter 4	2009-2018
	Create new local and minor collector streets in accordance with the general standards set forth and illustrated in this *Plan*.	Chapter 3, 4, 5	As required by new development.
Utilities and Community Facilities	Program improvements into the City's CIP to ensure adequate funding for public works projects.	Chapter 5	Ongoing
	Adopt a CORP to ensure eligibility for park related grants and ensure adequate provision of City parks.	Chapter 5	2009
	Adopt Park Impact Fee and/or park land dedication/park improvement requirements consistent with the City's CORP.	Chapter 5	2009-2012
Housing and Neighborhood Development	Adopt a formal residential balance policy in which not less than **60% and generally not more than 70%** of all housing units are in single family detached residences, two-family residences are limited to **5-15% of total units** and **20-30% of units** in multiple family dwellings for new *Planned Neighborhoods* and Community wide.	Chapters 3 and 6	2009-2019
	Implement the recommendations of the 2005 Northside Neighborhood Plan for the geographic area specified in that plan.	Chapter 2 and 6	As Opportunities Arise.
	Establish a procedure requiring that a concept plan for a *Planned Neighborhood* Area has been approved by the City prior to or concurrently with specific development plans within the *Planned Neighborhood*.	Chapter 3 and 6	2009-2010
Economic Development	Implement the recommendations of the 2006 Redevelopment Opportunities Analysis Study.	Chapter 7	As Opportunities Arise
	Coordinate with implementation of the recommendations resulting from the Jefferson County Economic Positioning project.	Chapter 7	2009-2019

Category	Recommendation	Reference	Implementation Timeframe
Intergovernmental Cooperation	Work with WisDOT on transportation projects that will benefit the City.	Chapters 4 and 8	2009-2019
	Work with the Town of Lake Mills to resolve issues concerning the Extraterritorial Zoning and the Intergovernmental Agreement		2009-2019
	Continue to be involved in regional planning efforts such as the Jefferson County Economic Positioning project and the Glacial Heritage Area project.	Chapter 8	2009-2019
	Work with the WisDNR on issues affecting the State Fish Hatchery, Dam Management, and implementation of the Aztalan State Park Master Plan	Chapter 8	2009-2019
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this *Plan*.	Chapter 9	2009-2019
	Institute an annual *Comprehensive Plan* review and amendment process.	Chapter 9	2009-2010
	Update this *Plan* every ten years and as otherwise required by State statute.	Chapter 9	2015-2019
	Increase community awareness and education of the *Plan* through various initiatives described earlier in this chapter.	Chapter 9	2009-2019

Table 21: Ordinance and Code Updates

Code or Ordinance	**Programs or Specific Actions**
Zoning ordinance	The City intends to revise the zoning ordinance and zoning map to implement the recommendations of this *Plan*.
Official Map	The City is considering adoption of an Official Map. Implementation of the recommendations of this *Plan* will also be through other regulatory tools such as the City's subdivision ordinance.
Sign regulations	The City intends to review and where necessary revise the sign regulations to implement the recommendations of this *Plan*.
Erosion Control / Stormwater Management Ordinances	The City will work with the County and State on administration of existing requirements.
Historic Preservation Ordinance	The City intends to review and, as appropriate, amend the historic preservation ordinance to reflect the recommendations in this *Plan*.
Site Plan Regulations	The City intends to enhance site plan review provisions in the City's zoning ordinance
Design Review Ordinances	The City intends to enhance design review provisions in the City's zoning ordinance
Building Codes	The City will update its building, plumbing and electrical codes as necessary to ensure they are consistent with City goals and other considerations.
Mechanical Codes	Administered by the State and other agencies, no City recommendations
Housing Codes	The City will update its housing code as necessary to ensure consistency with municipal goals and other considerations.
Sanitary Codes	Administered by the State and other agencies, no City recommendations
Subdivision/Land Division Ordinance	The City intends to review and, as appropriate, amend the subdivision ordinance, to reflect the recommendations in this *Plan*.