



Town of Lake Mills 2025 Comprehensive Land Use Plan



May 8, 2007

Acknowledgements

A special thanks goes to the Town of Lake Mills Planning Commission for the lead roll they took in the 2025 Town of Lake Mills Comprehensive Land Use Plan and to the people of the Town of Lake Mills and the Town of Lake Mills Board of Supervisors for their support of this plan. The following individuals provided a great deal of time, input, and information.

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Chapter 1 Planning Context

1.1 The Town of Lake Mills and Wisconsin Comprehensive Planning

The Town of Lake Mills is located in northwestern Jefferson County along the shores of Rock Lake. Growth and development in the Town and the adjacent City of Lake Mills are heavily influenced by Interstate 94, which connects commuters to Milwaukee and Madison.

Lake Mills is the sixth fastest growing Town in Jefferson County. Between 1990 and 2006 the population increased from 1,584 persons to 2,021 persons, an increase of 27.6 percent and increased by 4.4 percent between 2000 and 2006 from 1,936 persons to 2,021 persons¹. The population is expected to reach 2,532 persons by the year 2025².

Access to nature-based recreation, scenic lake and country views, and a convenient location make the Town of Lake Mills attractive to new residents, second homeowners, and visitors.

The State of Wisconsin Comprehensive Land Use Planning Law, Statute 66.1001, requires every city, village, and most towns to approve a comprehensive land use plan by 2010 and ensure that all local land use ordinances and decisions are consistent with the adopted plan.

The *2025 Town of Lake Mills Comprehensive Land Use Plan* addresses the following nine elements required by statute. Each element includes inventory and background information, forecasts, goals, objectives, and policies. The nine elements must be consistent with each other and all Town ordinances and land use maps.

- Issues and Opportunities
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Economic Development
- Utilities and Community Facilities
- Intergovernmental Cooperation
- Land Use
- Implementation

In addition, the following fourteen planning goals are recommended by the State of Wisconsin and were considered in the development of each element in the Town of Lake Mills Comprehensive Land Use Plan.

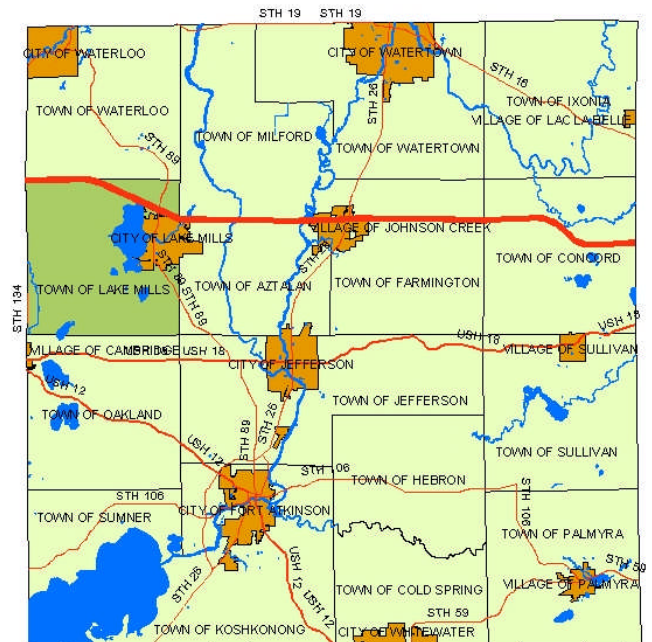


Figure 1.1 The Town of Lake Mills is located in western Jefferson County and is highlighted in green.

State Planning Goals:

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encourage neighborhood designs that support a range of transportation choices.
- Protect natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- Protect economically productive areas, including farmland and forests.
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preserve cultural, historic and archaeological sites.
- Encourage coordination and cooperation among nearby units of government.
- Build community identity by revitalizing main streets and enforcing design standards
- Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- Balance individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

1.2 Public Participation in Land Use Planning Since 1997

Public participation is an important part of comprehensive land use planning and reflects the voice and knowledge of local residents and property owners in the land use plan.

The Wisconsin Comprehensive Land Use Planning Law requires the Town of Lake Mills Board of Supervisors to adopt a written public participation plan for involving the residents of the Town of Lake Mills in the development of the plan. Proposed, alternative, or amended elements of the plan must be widely distributed in the community and opportunities must be available for the public to submit written comments and for the Town Board to respond to each written comment.

The public has been involved throughout the Town of Lake Mills land use planning process.

2010 Town of Lake Mills Land Use Plan Public Process

The Town of Lake Mills has had a Plan Commission, Land Use Plan, and Subdivision Plan in existence since 1997. The planning process for the first Town land use plan, the *2010 Town of Lake Mills Land Use Plan*, involved the public at all stages of its development through Town Board meetings, numerous Plan Commission workshops and meetings, and several public presentations and discussions.

Three steering committees gathered information and public input on Residential and Commercial Development, Agricultural Land Use, and Parks and Recreation. Steering committee meetings were noticed to the public and public comments were considered during the entire process. The final plan was presented at a Public Hearing of the Plan Commission and later passed by the Town Board.

Revisions to the *Jefferson County Agricultural Preservation and Land Use Plan* and *Zoning Ordinances* in 1999 inspired the Town of Lake Mills Board of Supervisors to revisit the recently approved *2010 Town of Lake Mills Land Use Plan* and to revise parts of the Plan in order to maintain compliance and consistency with the County plan and ordinances and to focus on agricultural land use policies. A property owner survey was conducted during the County planning process and the Town of Lake Mills used the responses gathered by the surveys a starting point for revisiting their land use plan.

Many workshops and informational meetings were held between October 1999 and March 2001 by the Town of Lake Mills Plan Commission to gather information and comments on proposed revisions to the *2010 Town of Lake Mills Land Use Plan*. The public was invited to a Public Hearing on September 19, 2000. Special invitations were sent to everyone in the Town who owned three or more acres. Many comments, both written and spoken, were received and incorporated into the revisions. The nine elements required by the Wisconsin Comprehensive Planning Law were introduced to the public at the public hearing in 2000. The final amendments were made to the *2010 Town of Lake Mills Land Use Plan* in the spring of 2001.

2025 Town of Lake Mills Comprehensive Land Use Plan Public Participation

The *2010 Town of Lake Mills Land Use Plan*, revised in 2001, was consistent with the *Jefferson County Agricultural Preservation and Land Use Plan* but did not address all the requirements of the Wisconsin Comprehensive Planning Law (Wisconsin Statutes, Section 66.1001). The Plan Commission and Town Board worked from March 2005 through April 2007 to revise the Plan to meet these requirements. The 2000 Land Use map that depicts long-term development zones was not altered through the planning process.

Public input for the *2025 Town of Lake Mills Comprehensive Land Use Plan* actually began in 2000 with a presentation to the public in the nine required comprehensive land use plan elements. A written Public Participation Plan was developed in early 2005. The Public Participation Plan was made available at the Town Hall, at public input meetings, and at the L.D. Fargo Library in Lake Mills.

The *2025 Town of Lake Mills Comprehensive Land Use Plan* addresses the nine required elements, the fourteen Wisconsin planning goals, and ensures consistency across the elements and mapping. The Land Division Ordinances will be updated to maintain consistency with the adopted plan.

In addition, the *Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan 2005-2010*, a component of the *2025 Town of Lake Mills Comprehensive Land Use Plan*, was completed in 2005. The planning process for this plan included a property owner survey on parkland acquisition and recreational activities in July 2004 and numerous public meetings.

The Public Participation Plan provided several kinds of input and educational opportunities and is included in Appendix Section A:

Town of Lake Mills Plan Commission Meetings: The update of the *2025 Town of Lake Mills Land Use Plan* was an agenda item for each Plan Commission Meeting in 2005, 2006, and January through March, 2007. Each meeting was noticed and open to the public. The Plan Commission held several work sessions on the plan in addition to their monthly meetings, which were also noticed and open to the public.

Newspaper Articles: Newspaper articles were submitted to several local papers on the background material, meeting notices, and meeting summaries. Reporters from the Watertown Daily Times covered all the public input meetings and open houses.

Distribution of Background and Inventory Information: All reports and maps are available at the Town Hall. The Public Participation Plan and the *2025 Town of Lake Mills Comprehensive Land Use Plan* are also available at the L.D. Fargo Library and have been distributed to all surrounding jurisdictions.

Public Input and Educational Meetings: The public was introduced to the planning process at a Saturday meeting on April 11, 2006. A five page handout described the planning process, the nine elements, and demographic information. Maps depicting demographics, land uses, natural resources, and development areas were on display. The public learned about the planning process, timeline, and demographics during a presentation. A comment form was available for written comments. One comment was received on pedestrian and bike safety along Hwy B.

Draft goals, objectives, and policies were the subject of the Saturday August 19, 2006 meeting. This meeting was held during the summer so that seasonal residents had an opportunity to participate in the land use plan. Inventory maps were on display and a map of development areas and revenue sharing areas with the City of Lake Mills was available. Participants were given a comment sheet with all of the goals for each element listed. Three copies of draft land use plan chapters were available for review. No written comments were received.

Plan Commission Public Hearing: The public had the opportunity to comment on the draft of the *2025 Town of Lake Mills Comprehensive Land Use Plan* on January 13, 2007. About 20 people attended and a few comments were received, see Appendix Section B on the Hearing and Section C for the Resolution Recommending Adoption.

Adoption: The *2025 Town of Lake Mills Comprehensive Land Use Plan* was officially adopted as an ordinance on May 8, 2007; see Appendix Section D for the Town Board Resolution and Notice of Public Hearing and Section E for the Ordinance adopting the Comprehensive Plan.

Website: A Town of Lake Mills website will be online in the spring of 2007 and the Comprehensive Land Use Plan will be posted.

1.3 Previous Planning Efforts

The following sections summarize the major planning efforts in the Town of Lake Mills and Jefferson County that influence land use and the Comprehensive Land Use Plan.

Town of Lake Mills Land Use Plan

The Town of Lake Mills adopted its initial *2010 Town of Lake Mills Land Use Plan* in 1999 and it was amended in 2001. The plan established a policy for open spaces and agricultural land within the Town of Lake Mills, provided guidance to the local town board in making decisions in regard to requests for rezoning, and provided input to the Jefferson County Board of Supervisors as they directed growth in Jefferson County.

The purpose of the plan is “to minimize urban sprawl and help to maintain the distinction between the Urban Service Area of the City of Lake Mills and the rural/open spaces which exist in Lake Mills Township”.

The plan established the following zoning districts, which are designated on the Town of Lake Mills Master Plan Map:

- Agricultural Zone
- Limited Residential Development Unsewered
- Sewered Development
- Commercial
- Environmentally Sensitive Areas and Parks

The *2025 Town of Lake Mills Comprehensive Land Use Plan* does not negate the 1999 plan but builds upon the following land use objectives from that plan:

- Preservation of the valuable nature resources in our community.
- Preserve the productive farmlands in the town for continued agricultural use.
- Protect farm operations from conflict with incompatible use.
- Protect existing residential development from other incompatible uses.
- Control sporadic development by providing for moderate growth in areas not suited to sustaining a farm operation.
- Maintain and protect the rural character of the town.
- Maintain a balance between the rights of all citizens and those of the individual.
- Control private septic system density and multi-family units.
- Protect the natural environment.
- The desire to protect our lakes, streams, and shorelands.
- The desire to maintain open communications with the City of Lake Mills in order to further our common goals.

In the Land Use Master Plan, on page 3-14, most of the Town is designated as agriculture or environmental areas with commercial development around the Interstate-94/Hwy 89 interchange, sewered development on the north and west shores of Rock Lake, and some un-sewered development north of I-94, in a limited area along County Road S, and in the hamlets of London and Kroghville.

Jefferson County Agricultural Preservation and Land Use Plan, 1999

The *Jefferson County Agricultural Preservation and Land Use Plan* “provides a vision and guidelines for growth, development, and land preservation in Jefferson County” through 2020. The Plan includes policies for agricultural preservation areas, rural hamlets, urban service areas, environmental corridor overlay districts, interim transition area land use policies; and a park, open space, and environmental protection plan.

Land division in the Town of Lake Mills occurs under the Jefferson County Zoning Ordinance and the Town of Lake Mills Land Division Ordinance and both the County Board of Supervisors and the Town Board must approve zoning changes and land divisions. The City of Lake Mills must approve zoning changes with its extraterritorial jurisdiction.

Town of Lake Mills Land Division Ordinance, adopted 1997

The *Town of Lake Mills Land Division Ordinance* sets forth ordinances for the orderly sub-division of land and incorporates all the provisions of the Jefferson County Zoning Ordinance and Jefferson County Land Division and Subdivision Ordinance as the minimum requirements for the Town of Lake Mills. The restrictions or provisions of the town ordinance may be greater than the Jefferson County ordinances, in which case the more restrictive of the town ordinances shall apply.

Town of Lake Mills Comprehensive Outdoor Recreation Plan 2005-2010

The *Town of Lake Mills Comprehensive Outdoor Recreation Plan (CORP)* guides the development of the park system, maintains grant and funding eligibility, and is a vital part of the *Comprehensive Land Use Plan*. Inventory information, vision statements, and maps of potential recreation and protection areas from that plan are included in the *2025 Town of Lake Mills Comprehensive Land Use Plan* in Chapter 4 on Agricultural, Natural, and Cultural Resources.

Rock Lake Long Range Plan 2006 The Jefferson County Land and Water Conservation Department has been working with the Rock Lake Long Range Plan Advisory Committee, to which Town of Lake Mills representatives are appointed, to develop a plan to maintain and improve the water quality of Rock Lake. The goals of the plan are as follows:

- Protect the quality of the lake by reducing the delivery of pollutants (e.g. sediment, phosphorus, etc.) to the lake and watershed.
- Protect the quality of the lake by reducing shoreland disturbances while allowing reasonable riparian access.
- Prevent the invasion and spread of invasive species.
- Maintain and improve the fish and wildlife habitat in Rock Lake and its watershed.
- Create safe recreation on the lake.
- Enhance enjoyment of the lake (e.g. aesthetics, noise, etc.)
- Minimize any negative ecological impacts caused by recreation.
- Maintain the lake level such that it benefits the aquatic environment, prevents shoreline erosion, and allows for recreational access.
- Educate the public so that they have a better understanding of Rock Lake, its watershed, the factors impacting the quality of the resources, and what the public can do to make a difference.

The plan makes 47 recommendations to improve the water quality of the lake, improve fish habitat and natural areas, and balance boat use with carrying capacity.

1.4 Land Use Planning Outcome

Through a multitude of planning efforts, the Town of Lake Mills strives to maintain and improve the quality of life for its residents and visitors. Abundant natural resources and high quality farmland create a distinctive rural atmosphere that residents want to preserve. The following chapters describe the Town's population, landscape, and resources and set forth goals, objectives, and policies to guide land use in the Town through 2025 and beyond.

The goals for each of the planning elements are listed on the next page.

Issues and Opportunities Element

Goal I

Enhance and protect the assets of the Town of Lake Mills that give us the high quality of life that we enjoy. Those assets are rural atmosphere and agricultural resources, scenic beauty, historic heritage, natural resources, groundwater resources, wildlife habitat, recreational opportunities, and effective transportation networks.

Goal II

Balance the rights of all citizens as a community and those of the individual by encouraging active participation in Town government.

Goal III

Maintain and enhance the working relationship between the Town of Lake Mills and the City of Lake Mills, Jefferson County, and surrounding jurisdictions to provide services and emergency protection efficiently.

Land Use Element

Goal I

Minimize urban sprawl and maintain the distinction between the Urban Service Area of the City of Lake Mills, which is designed to accommodate residential and commercial growth, and the rural open spaces that exist in the Town of Lake Mills.

Goal II

Plan for growth in a manner that: boosts the local economy, protects natural resources, and co-exists with or enhances agricultural enterprises.

Goal III

Protect farm operations from conflict with incompatible uses.

Housing Element

Goal I

Maintain a variety of housing types and range of housing affordability within the Town of Lake Mills, the hamlets of Kroghville and London, and the City of Lake Mills North and South Growth Areas.

Goal II

Direct residential development to Town and City Growth Areas where utilities and services can be provided in the most efficient and cost effective manner and maintain large blocks of farmland and continuous environmental corridors in the Town.

Goal III

Work with the City of Lake Mills to design residential areas in the North and South City Growth Areas that provide employment, commercial districts, schools, and recreation within walking and biking distance to minimize vehicular use, promote alternative forms of transportation, and increase the potential for exercise and health.

Goal IV

Require the use of sustainable design and building practices in new construction and reuse of housing.

Agriculture, Natural Resources, and Cultural Element

Agriculture

Goal I

Preserve the productive farmlands in the Town of Lake Mills for continued agricultural use and to maintain the Town's distinctive rural character.

Goal II

Work with farmers to protect and enhance environmental corridors on their property.

Natural Resources

Goal I

Improve surface water quality in Rock Lake, Koshkonong Creek, Hope Lake, Mud Lake, and all other water bodies in the Town.

Goal II

Protect groundwater resources because all drinking water and water for human and domestic livestock use in the Rock River basin comes from wells.

Goal III

Preserve the valuable natural resources and natural environment in our community.

Goal IV

Provide a park and recreation system that will enhance the lives and health of the people in our community.

Cultural Resources

Goal I

Support the preservation and restoration of culturally and historically significant buildings, sites, landscapes, and geological elements that reflect the Town's unique history and distinctive character, such as Indian Mounds, one-room schoolhouses, churches, cemeteries, historic farm structures, drumlins, and lakeshores.

Transportation

Goal I

Maintain a safe multi-modal transportation network in good repair and condition.

Goal II

Provide residents with a variety of transportation choices including pedestrian, bicycle, moped, electric vehicle, and public transportation.

Goal III

Require the design of residential neighborhoods and commercial districts to incorporate an efficient road network and opportunities for pedestrian and bicycle travel.

Goal IV

Utilize road alignment and construction practices that minimize damage to natural resources, agricultural land, and private property.

Goal V

Respect the right of farm equipment to use roads to access fields, suppliers, and processors.

Goal VI

Require that road improvements maintain scenic rural quality to the extent feasible.

Economic Development Element

Goal I

Support natural resource-based tourism and production agriculture, which constitute the economic base within the Town of Lake Mills.

Goal II

Encourage and direct businesses, commercial enterprises, and salvage yards to locate in the business and industrial zones and the North and South Growth Areas in the City of Lake Mills where city services and utilities are provided.

Goal III

Support innovative economic development initiatives and sustainable urban design in the City of Lake Mills and the North and South Growth Areas.

Goal IV

Enact guidelines for home-based businesses in the Town of Lake Mills.

Utilities and Community Facilities Element

Goal I

Provide high quality services to Town residents and property owners in a cost efficient manner.

Goal II

Control road maintenance, garbage disposal, and school busing costs by directing residential and commercial development to the Town Growth Area and the City of Lake Mills North and South Growth Areas.

Goal III

Partner with the City of Lake Mills and Jefferson County to provide high quality public services.

Goal IV

Maintain and enhance partnerships and open communication with police, fire, rescue services, and emergency services from the City of Lake Mills, Village of Cambridge, Jefferson County, the WDNR, and others to serve Town residents.

Goal V

Offer a range of recreational activities in the Town.

Goal VI

Improve stormwater infiltration and run-off quality entering Rock Lake, rivers, and streams.

Goal VII

Protect the drinking water aquifer in the Town of Lake Mills

Intergovernmental Cooperation Element

Goal I

Continue to participate in the City of Lake Mills Extraterritorial Zoning Committee and intergovernmental agreements with the City of Lake Mills.

Goal II

Maintain agreements with adjacent municipalities and regionally for sheriff, fire, and EMS, and other emergency services.

Goal III

Work with the City of Lake Mills to provide sewer, water, and electricity to the Town Growth Area as development expands.

Goal IV

Coordinate with the Jefferson County Highway Department and WisDOT to provide safe and well-maintained transportation networks.

Goal V

Work with the DNR, Jefferson County, and other environmental and recreation organizations to protect natural areas and provide recreation opportunities in the Town of Lake Mills.

Goal VI

Work with the City of Lake Mills and county and regional economic and tourism agencies and groups to develop a good business climate in the Lake Mills Area, to explore new, sustainable business ideas for the Town of Lake Mills, and promote natural resource and agriculture-based tourism.

Goal VII

Continue to support the Lake Mills and Cambridge School Districts and local private schools and strive for an excellent education for all students.

Goal VII

Work with Jefferson County Human Services to provide high quality health services for all Town individuals.

Goal VIII

Work with the City of Lake Mills and the Jefferson County Land and Water Conservation Department to improve stormwater management and run-off reaching Rock Lake, rivers, streams, and wetlands.

Goal IX

Work with the City of Lake Mills and the Jefferson County Land and Water Conservation Department to improve stormwater management and run-off reaching Rock Lake, rivers, streams, and wetlands.

Goal X

Coordinate with Jefferson County, the State of Wisconsin, adjacent jurisdictions, organizations, and agencies to protect large blocks of agricultural land, maintain agricultural suppliers, promote new local markets for agricultural products, and maintain roadways for shared agricultural and motorized use.

Goal XI

Develop a regional water use policy to protect the drinking water aquifer.

Goal XII

Widely distribute the Town of Lake Mills Comprehensive Land Use Plan 2025 and work with other governmental units and agencies to implement the plan for mutual benefit and to create a coherent landscape.

Implementation Element

Goal I

Make land use decisions that are consistent with the Land Use Plan and further the goals and objectives of the plan.

Goal II

Review, update, and enact land division and other Town ordinances to maintain consistency with the 2025 Town of Lake Mills Comprehensive Land Use Plan.

Goal III

Keep adjoining jurisdictions and Jefferson County informed of land use plans and mapping.

Goal IV

Empower the residents of the Town of Lake Mills to participate in Town government.

The background inventory information, maps, goals, objectives, and policies for each of the nine elements are found in the following chapters.

¹ Wisconsin Department of Administration. January 1, 2006 Final Population Estimates.

² Final Population Projections for Wisconsin Municipalities: 2000-2025. Wisconsin Department of Administration.

Chapter 2 Issues and Opportunities in the Town of Lake Mills

The issues and opportunities element provides information on the Town of Lake Mills and a statement of overall objectives, policies, goals and programs to guide future development and redevelopment. This element includes population and demographic forecasts, and maps and general town-wide goals.

2.1 Opportunities and Growth Issues

The *2025 Town of Lake Mills Comprehensive Land Use Plan* describes a land use vision for the next twenty years and beyond. Through the comprehensive planning process, four guiding opportunities emerged that are important to the citizens who live, work, and recreate here and that, when implemented, will maintain the distinctive rural character of the Town. Those opportunities are:

- **Improve the water quality of Rock Lake, other lakes, rivers, streams, and ground water resources.**
- **Conserve and restore extensive natural resources such as wetlands, woodlands, lakes, streams, and wildlife habitat areas and provide natural-resource-based recreational opportunities.**
- **Preserve the productive farmland that sustains our rural economy and atmosphere.**
- **Seek and maintain good working relationships with adjacent jurisdictions to provide high quality services to the residents of the Town of Lake Mills in an efficient manner.**

The Town of Lake Mills is adjacent to the City of Lake Mills and between the Milwaukee and Madison metropolitan areas. The northern third of the Town is bisected by Interstate 94. Jefferson County is experiencing increasing development pressure, especially in areas near I-94 and in the Towns that border Dane County and Waukesha County, such as the Town of Lake Mills.

The following Town of Lake Mills growth issues were identified through the land use planning process:

- **Annexation of Town land by the City of Lake Mills.**
- **Fragmentation of natural areas, woodlands, and farmland through rural and shoreline residential development.**
- **Impact of construction practices and increased impervious surfaces on the water quality of Rock Lake, streams, rivers, and wetlands.**
- **Balancing natural resource-based recreation with conservation and protection of those resources.**
- **Maintaining a robust agricultural economy in the Town of Lake Mills and Jefferson County.**

- **Continuing to providing a high standard of services to the residents of the Town of Lake Mills in a fiscally responsible manner.**

All of the goals, objectives, and policies of this plan strive to further the four primary opportunities and address the six growth issues, providing vision and coherence.

2.2 Goals, Objectives and Policies

Goals, objectives, policies, and recommendations were developed for each of the nine required planning elements to pursue the opportunities mentioned above and to enhance the Town’s distinctive features. Specific goals, objectives, and policies for each of the other eight elements are listed in those chapters.

Goals describe the future state of the Town in the twenty year planning context.

Objectives are measurable actions that the Town of Lake Mills will pursue to accomplish the community goals and vision.

Policies are the adopted ordinances, regulations, plans, and projects that enable the Town to reach the twenty year objectives and ultimately its goals.

The following goals, objectives, and policies are general guidelines for the use of land in the Town of Lake Mills and respond to the issues and guiding opportunities that were developed through the planning process.



An old silo and a new home in the Town of Lake Mills.

Issues and Opportunities Goal I

Enhance and protect the assets of the Town of Lake Mills that give us the high quality of life that we enjoy. Those assets are rural atmosphere and agricultural resources, scenic beauty, historic heritage, natural resources, groundwater resources, wildlife habitat, recreational opportunities, and effective transportation networks.

Objectives

- Follow the Jefferson County Agricultural Preservation and Land Use Plan and Zoning Ordinances and the Town of Lake Mills Land Use Plan and Land Division Ordinance when making development and re-zoning decisions.
- Direct growth to the Town Growth Area, the Sanitary Sewer Service Area, and the City of Lake Mills North and South Growth Areas where services may be provided efficiently and to prevent fragmentation of our natural areas and farmlands.
- Encourage the preservation of agricultural land, natural resources, historic landmarks, and scenic beauty.
- Plan for wellhead protection and the future effect of growth on groundwater quality and quantity.

Issues and Opportunities Goal II

Balance the rights of all citizens as a community and those of the individual by encouraging active participation in Town government.

Objectives

- Encourage citizen participation in Town government.
- Educate residents and property owners on Town government processes and about the Town itself.
- Provide citizen input opportunities in the decision-making process for new developments and Town facilities.
- Encourage citizen participation in plan development and ordinance development and revision.
- Work to involve commuters and summer-home owners in Town government and activities.

Issues and Opportunities Goal III

Maintain and enhance the working relationship between the Town of Lake Mills and the City of Lake Mills, Jefferson County, and surrounding jurisdictions to provide services and emergency protection efficiently.

Objectives

- Continue to participate in the Lake Mills Extraterritorial Zoning Committee
- Continue to participate in land use planning and zoning with Jefferson County.
- Maintain emergency and fire agreements to serve the residents and property owners in the Town of Lake Mills.

The Issues and Opportunities Element Chapter continues with demographic information and trends for the Town of Lake Mills.

2.3 Demographic Information and Trends

This section of the Comprehensive Plan provides demographic background and trend data on population and households. In many cases, the most recent data on the township level is from the 2000 U.S. Census. More recent population data and projections are from the State of Wisconsin Department of Administration.

Population

Since 1970 the population of the Town of Lake Mills has grown from 1,472 persons to 2,021 persons in 2006 or by 37.3 percent in 36 years. The Wisconsin Department of Administration (WDOA) estimates that by the year 2025 the population will grow to 2,532 persons, an increase of 25.3 percent over the next

19 years. Figure 2.1 below shows the expected steady increase in population. Population totals in the chart for the years 2005 to 2025 are estimates.

In 2006, the Town of Lake Mills was home to 2.5 percent of Jefferson County’s total estimated population of 80,092. Since the last U.S. Census in 2000, the Town Lake Mills was the 11th fastest growing municipality in Jefferson County, growing 4.4 percent in population; and the 6th fastest growing township, see Figure 2.3 on page 2-5.

Figure 2.2 on page 2-4 depicts the projected population increase through 2025 by percent for municipalities adjacent to the Town of Lake Mills and for Dane County. The Towns of Lake Mills and Oakland, adjacent to Dane County, are predicted to be among the fastest growing areas.

Figure 2.4 on page 2-6 lists the final population projections through 2025 for all Jefferson County municipalities. Increasing population signifies increasing population density. The population density in the Town of Lake Mills was 62.5 persons per square mile in 2000, significantly less than the population density of Jefferson County, which was 133 persons per square mile; and the State of Wisconsin, which has a density of 97.7 persons per square mile. In 2000, 22 percent of the Town’s population lived in urban clusters (subdivisions) and 78 percent lived in rural areas. Just 12 percent of the rural population lived on farms although agricultural land comprises 74 percent of the Town’s land area.

In 2000, 985 or 50.9 percent of the residents were male and 951 or 49.1 percent were female.

Figure 2.1

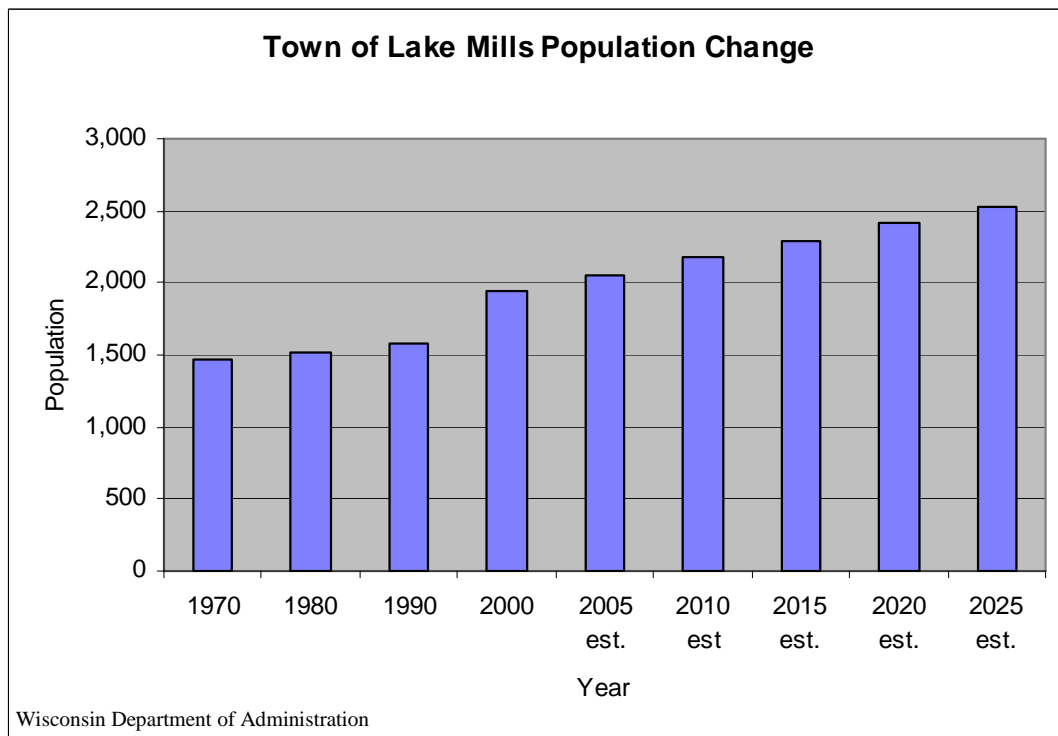


Figure 2.2

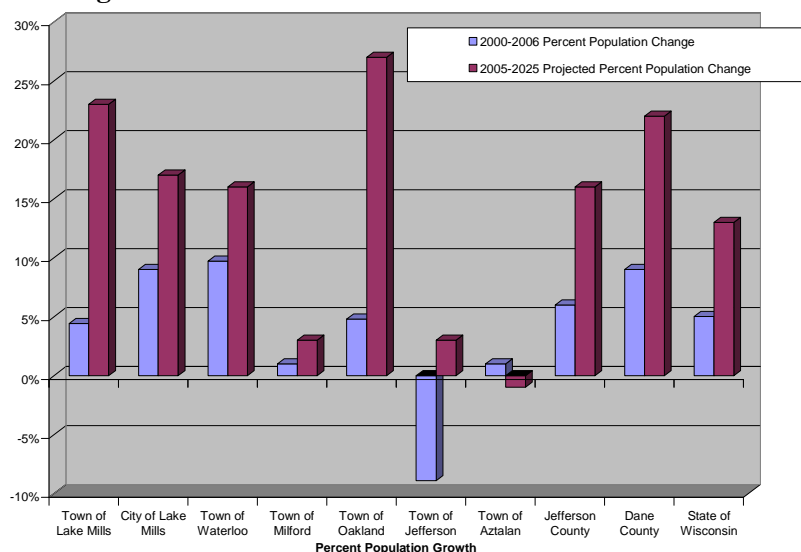


Figure 2.3 Jefferson County Population Changes 2000-2006 by Municipality

Municipality Type and Name	Split by Counties	2000	2006	Numeric	Pct.
		Census	Estimate	Change	Change
V JOHNSON CREEK		1,581	2,012	431	27.3
T IXONIA		2,902	3,425	523	18.0
T WATERLOO		832	913	81	9.7
C LAKE MILLS		4,843	5,269	426	8.8
C WATERTOWN	*	13,535	14,585	1,050	7.8
C JEFFERSON		7,208	7,754	546	7.6
T SULLIVAN		2,124	2,268	144	6.8
C WHITEWATER	*	2,611	2,752	141	5.4
T KOSHKONONG		3,395	3,578	183	5.4
T OAKLAND		3,135	3,285	150	4.8
T LAKE MILLS		1,936	2,021	85	4.4
T PALMYRA		1,145	1,195	50	4.4
C FORT ATKINSON		11,621	12,080	459	3.9
T CONCORD		2,023	2,093	70	3.5
T WATERTOWN		1,876	1,930	54	2.9
T COLD SPRING		766	786	20	2.6
T HEBRON		1,135	1,160	25	2.2
T FARMINGTON		1,498	1,523	25	1.7
C WATERLOO		3,259	3,308	49	1.5
T AZTALAN		1,447	1,465	18	1.2
T MILFORD		1,055	1,066	11	1.0
V PALMYRA		1,766	1,774	8	0.5
V LAC LA BELLE	*	0	2	2	0.00
T SUMNER		904	903	-1	-0.1
V CAMBRIDGE	*	87	86	-1	-1.1
V SULLIVAN		688	677	-11	-1.6
T JEFFERSON		2,395	2,182	-213	-8.9
Jefferson County Total		75,767	80,092	4,325	5.7

Figure 2.4 Final Population Projections for Wisconsin Municipalities: 2000 - 2025

Type and Name of Municipality	Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
T AZTALAN	1,752	1,476	1,447	1,445	1,441	1,435	1,433	1,431
T COLD SPRING	684	683	766	781	795	808	822	837
T CONCORD	1,805	1,884	2,023	2,077	2,128	2,176	2,227	2,280
T FARMINGTON	1,528	1,404	1,498	1,513	1,535	1,554	1,576	1,599
T HEBRON	1,104	975	1,135	1,165	1,193	1,219	1,247	1,276
T IXONIA	2,905	2,789	2,902	3,054	3,201	3,344	3,490	3,637
T JEFFERSON	2,891	2,687	2,265	2,282	2,297	2,309	2,325	2,343
T KOSHKONONG	2,979	2,984	3,395	3,570	3,743	3,911	4,083	4,257
T LAKE MILLS	1,515	1,584	1,936	2,059	2,179	2,295	2,413	2,532
T MILFORD	1,066	1,007	1,055	1,061	1,066	1,070	1,076	1,083
T OAKLAND	2,240	2,526	3,135	3,368	3,594	3,814	4,038	4,263
T PALMYRA	1,069	1,176	1,145	1,157	1,168	1,178	1,189	1,202
T SULLIVAN	1,646	1,924	2,124	2,272	2,416	2,556	2,698	2,841
T SUMNER	973	822	904	907	909	910	912	915
T WATERLOO	811	694	832	867	902	934	968	1,003
T WATERTOWN	1,921	1,840	1,876	1,891	1,904	1,915	1,929	1,945
V CAMBRIDGE *	59	80	87	93	99	104	110	115
V JOHNSON CREEK	1,136	1,259	1,581	1,710	1,828	1,942	2,058	2,175
V LAC LA BELLE*	0	0	0	0	0	0	0	0
V PALMYRA	1,515	1,540	1,766	1,826	1,884	1,939	1,996	2,055
V SULLIVAN	434	449	688	738	786	833	880	928
C FORT ATKINSON	9,785	10,213	11,621	12,151	12,656	13,143	13,646	14,155
C JEFFERSON	5,647	6,078	7,338	7,569	7,788	7,997	8,218	8,442
C LAKE MILLS	3,670	4,143	4,843	5,067	5,282	5,490	5,704	5,921
C WATERLOO	2,393	2,712	3,259	3,417	3,569	3,716	3,868	4,021
C WATERTOWN *	12,202	12,388	13,535	14,262	14,957	15,636	16,334	17,032
C WHITEWATER *	2,422	2,466	2,611	2,728	2,841	2,950	3,062	3,176
JEFFERSON COUNTY	66,152	67,783	75,767	79,030	82,161	85,178	88,302	91,464

* Municipalities that cross at least one county line. Wisconsin Department of Administration based on 2000 US Census

Age Distribution

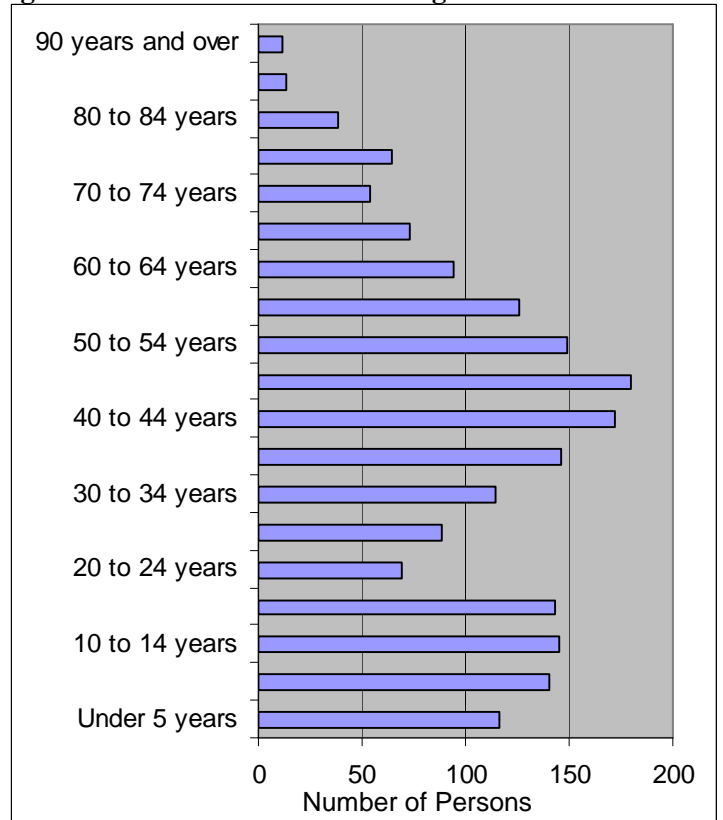
Figure 2.5 to the right shows the population age distribution for the year 2000 in five year increments. The median age in the Town of Lake Mills, according to Census 2000, is 40.2 years of age. This is higher than the US median age of 35.3.

There are two peaks in the age distribution graph to the right at 10 to 19 years of age and at 45 to 49 years of age. The numbers of people living in the Town of Lake Mills age 20 to 24 drops dramatically as young adults leave home for school or work before increasing in the late twenties to 49 years old.

Persons under 18 years of age make up 26 percent of the population, age 18 to 64 make up 61 percent (1,176 persons), and persons age 65 and older comprise 13 percent of the population; see Figure 2.6 below.

Between 1990 and 2000, the number of persons in the age 65 and over group increased the most rapidly. The number of men 65 and over increased by 37 percent and the number of women over 65 increased by 49 percent during this time period.

Figure 2.5 Town of Lake Mills Age Distribution in 2000



Statewide the 65-plus population is expected to increase slowly until 2010 and then grow dramatically, their numbers increasing by 90.2 percent by 2030. Senior citizens formed 13 percent of the Wisconsin population in 2000. They are projected to account for 21 percent of the population in 2030. The population of people age 85 and over is projected to increase by nearly 66 percent by 2030 statewide. Life expectancy to males is likely to rise to 78.5 by 2030 and the female life expectancy is predicted to be 83.5 years of age.

A WDOA study predicts that the working age population, ages 18 through 64, will peak in 2015 and then decline slightly by 2030.

Figure 2.6

Age Group	2000 Total	Percent	Men	Women
Under 18 years	506	26%	263	243
18 to 64 years	1,176	61%	599	577
18 to 24 years	107	6%	57	50
25 to 44 years	520	27%	246	274
25 to 34 years	202	11%	97	105
35 to 44 years	318	16%	149	169
45 to 64 years	549	28%	296	253
45 to 54 years	329	17%	181	148
55 to 64 years	220	11%	115	105
65 years and over	254	13%	123	131
65 to 74 years	127	7%	59	68
75 to 84 years	102	5%	53	49
85 years and over	25	1%	11	14

Birth and death trends indicate that the natural increase in the State population will slow by the 2020's. The growing birth rate is expected to stabilize around the year 2015 and the number of deaths will increase due to the aging of baby boomers.

Population change depends on both the rates of natural increase and in-migration. Natural increase is expected to slow statewide by 2020; however the rate of new residents entering the state is expected to remain at a high level. Between 2000 and 2020 the net gain from migration will account for about 34 percent of the state's population growth and then increase to about 37 percent of the population growth.

These statistics may indicate the need for more services for mature citizens, universally accessible housing or more assisted living units, access to public transportation, more health and nursing care, and the possibility that these citizens may move out of the community to retire elsewhere or retirees from urban areas may move to the Town to enjoy the outdoor lifestyle.

Ethnicity

Figure 2.7 below depicts the ethnic diversity in the Town of Lake Mills and Jefferson County. 97 percent of the Town's population was white in 2000 and 2.7 percent was Hispanic or Latino. Hispanic or Latino populations have been increasing at the fastest rate of all the ethnic groups in Jefferson County. For the County as a whole, the proportion of Hispanic or Latino persons increased from 1.7% in 1990 to 4.1% of the population in 2000. Hispanic and Latino immigrants are finding employment at large farms, landscape nurseries, and factories in Jefferson County and have formed a sizable community.

Figure 2.7 Jefferson County Demographic Characteristics

Census Year	Total Population	White	Black or African American	Native American	Asian	Native Hawaiian or Pacific Islander	Hispanic	Some Other Race	Two or More Races
1990 Jefferson County	67,783	66702	189	176	269	14	1160	429	Not Available
Percent of Population	100%	98.4%	0.3%	0.3%	0.4%	0.02%	1.7%	0.6%	Not Available
2000 Jefferson County	74,021	71,309	210	249	333	14	3031	1220	686
Percent of Population	100%	96.3%	0.3%	0.3%	0.4%	0.02%	4.1%	1.6%	0.9%
2000 Town Lake Mills	1936	1883	5	1	11	0	53	21	15
Percent of Population	100%	97.3%	0.3%	0.05%	0.6%	0%	2.7%	1.1%	0.8%

Households and Families

A household, as defined by the U.S. Census Bureau, includes all the people who occupy a housing unit as their usual place of residence. The number of households in the Town of Lake Mills is increasing at a rate faster than the population; see Figure 2.8 on page 2-9, indicating a trend toward smaller households and the future need for more individual housing units. Un-related individuals live in 22.4 percent of the households in the Town, which includes those who live alone.

In 2000, 720 households resided in the Town of Lake Mills and the average household size was 2.69 persons. That figure is expected to drop to 2.5 persons per household by 2025. Almost 40 percent of all households are made up of two people and as baby boomers get older households of one or two people will become more common. Statewide the average household size is expected to fall to 2.33 by 2030.

A family is defined as a group of two or more people who reside together and who are related by birth, marriage, or adoption. In 2000 559 families lived in the Town of Lake Mills, which is 77.6 percent of all households. 87.6 percent of all the families were married couple families. The average family size is 3.01 persons.

People age 65 or older comprise over 33 percent of all households and 3.3 percent of that group live alone. The number of householder's age 65 or older is expected to increase by nearly 90 percent by 2030 and more of these households will be people living alone.

Figure 2.8 Household Changes 2000-2025

Year	Number of Households	Numerical Change	Percent Increase	Population	Numerical Change	Percent Increase	Persons per Household
2000	720			1936			2.69
2005 estimate	776	56	7.8%	2021	85	4.35%	2.60
2025 projection	996	226	28.4%	2532	511	25.3%	2.54

Figure 2.9 below charts household demographics in the Town of Lake Mills in the year 2000.

Figure 2.9

Household Demographics	Number of Households	Percent of All Households
Total Number of Households in 2000	720	100.0%
Family Households	559	77.6%
Non-Family Households (includes living alone)	161	22.4%
Living Alone	126	17.5%
Households with Children Under 18 years	506	70.3%
Married Couple Families	494	68.6%
Families with related children under 18 years	266	36.9%
Single Female Householder	35	4.9%
Single Female Householder with children under 18	25	3.5%
Household Population 65 and Over	239	33.2%
Population Over 65 Living Alone	8	1.1%

Group quarters are not considered households and account for 1.2 percent (24 persons) of the population of the Town of Lake Mills.

Education

Educational attainment influences income potential. The degree of education in the Town of Lake Mills is shown in Figure 2.10 on page 2-10. Of residents age 25 and older, 91.8 percent are high school graduates or higher and 28.4 percent have bachelor's degrees or higher. In Jefferson County as a whole, 84.7 percent of the population over the age of 25 were high school graduates and 17.4 percent had bachelor degrees or higher. This relatively high degree of education may be correlated with the higher median income and lower poverty rates in the Town of Lake Mills.

Portions of the Town of Lake Mills are in the Lake Mills, Waterloo, and Cambridge School Districts. Public and private schools are available nearby for all grade levels. Advanced academic opportunities at public institutions are available nearby at the University of Wisconsin-Madison, Edgewood College, and MATC in Madison; University of Wisconsin-Whitewater, MATC in Fort Atkinson; and University of Wisconsin-Waukesha Center and Waukesha Technical College in Waukesha.

Figure 2.10

Educational Attainment of Population 25 Years and Older (Highest Level)	Both sexes Percent	Male Percent	Female Percent
	100.0	100.0	100.0
Less than 5th grade	0.1	0.0	0.3
5th to 8th grade	2.8	3.0	2.6
9th to 12th grade, no diploma	5.3	5.9	4.7
High school graduate (incl. equivalency)	33.9	33.2	34.6
Some college credit, less than 1 year	6.8	5.5	8.2
1 or more years of college, no degree	15.2	14.7	15.7
Associate degree	7.4	6.4	8.5
Bachelor's degree	18.2	19.3	17.1
Master's degree	7.2	7.1	7.3
Professional degree	1.7	2.7	0.8
Doctorate degree	1.3	2.4	0.3
Percent high school graduate or higher	91.8	91.1	92.4
Percent bachelor's degree or higher	28.4	31.4	25.4

Chapter 3 Land Use Element

The Land Use Element is a compilation of goals, objectives policies, maps and programs to guide the future development and redevelopment of public and private property in the Town of Lake Mills.

The Town of Lake Mills Land Division Ordinance and Comprehensive Land Use Plan are more restrictive than the Jefferson County Agricultural Preservation and Land Use Plan. Though the Town follows the Jefferson County Agricultural Preservation and Land Use Plan and the Jefferson County Zoning Ordinance, the Town has decided to allow less scattered development in unsewered areas than Jefferson County permits.

The Jefferson County Zoning Department estimates that about 500 2-acre rural residential A-3 lots are still available in each township, based on County zoning rules and depending on prior splits and soil conditions.

In the sewerred and some selected unsewerred Town Growth Areas residential development must follow the Town of Lake Mills Land Division Ordinance which allows for a higher development density in those areas than the Jefferson County Zoning Ordinance. The Town also has an intergovernmental agreement with the City of Lake Mills for revenue sharing in the City’s North Growth Area and for the provision of City services to the Town Growth Area around Rock Lake, depending on developer agreements with the City.

The Land Use Master Plan map developed in *the 2010 Town of Lake Mills Land Use Plan* has not changed with this comprehensive plan update, see Figure 3.11 on 3-14, however new land use goals, objectives, and policies have been added that reflect the four guiding opportunities of this plan:

- To improve the water quality of Rock Lake, other lakes, rivers, streams, and ground water resources
- To conserve and restore the extensive natural resources such as wetlands, woodlands, lakes, streams, and wildlife habitat areas and provide natural-resource-based recreational opportunities
- To preserve the productive farmland that sustains our rural economy and atmosphere
- To seek and maintain good working relationships with adjacent jurisdictions to provide high quality services to the residents of the Town of Lake Mills in an efficient manner.

3.1 Land Use Goals, Objectives, Policies, and Programs

Land Use Goal I

Minimize urban sprawl and maintain the distinction between the Urban Service Area of the City of Lake Mills, which is designed to accommodate residential and commercial growth, and the rural open spaces that exist in the Town of Lake Mills.

Objectives

- Abide by the Jefferson County Agricultural Preservation and Land Use Plan.
- Update the Town of Lake Mills planning zones and land division ordinance as necessary.

- Direct residential development to planned areas in the Town Growth Area and the City of Lake Mills North and South Growth Areas.
- Direct commercial development to the planned areas identified in the Extra-Territorial Zoning Plan in the City of Lake Mills North and South Growth Areas.
- Maintain intergovernmental agreements and work jointly with the City of Lake Mills and the Extraterritorial Zoning Committee to provide for growth.
- Explore agricultural easement programs to permanently protect agricultural land.

Land Use Goal II

Plan for growth in a manner that: boosts the local economy, protects natural resources, and co-exists with or enhances agricultural enterprises.

Objectives

- Consider the financial, environmental, agricultural, and aesthetic impacts of all developments before granting approval.

Policy

- Jefferson County Shoreline Ordinance
 - Require new residents to sign a statement that says they understand that agriculture is practiced in the Town of Lake Mills and the ramifications of living in an agricultural area.
 - Explore incentives to encourage the use of pervious surfaces in new developments.
 - Explore requiring economic and environmental impact analysis from developers.
- Encourage development densities that promote efficient development patterns and relatively low municipal and utility costs.
 - Encourage redevelopment of existing developed areas and brownfields.
 - Discourage development in prime agricultural areas.
 - Refer to the Jefferson County Livestock Facilities Ordinance when considering large livestock facilities.
 - Avoid or buffer conflicting land uses adjacent to one another.
 - Plan for agricultural or open space buffers around sensitive natural areas, lakes, rivers, streams and wetlands.
 - Prohibit construction of structures on 100-year floodplains based on FEMA maps.
 - Prohibit construction of structures in and filling of wetlands.

- Discourage or prohibit development in major groundwater recharge areas and promote wellhead protection planning.
- Prohibit construction on slopes of 20% or more.
- Plan to maintain contiguous environmental corridors.

Land Use Goal III

Protect farm operations from conflicts with incompatible uses.

Objectives

- Restrict rezoning of A-1 land to uses compatible with agriculture.

Policy

- Town of Lake Mills Land Division Ordinance
- Jefferson County Zoning Ordinance
- Wisconsin Livestock Facility Siting Rule.

- Enforce setback buffers between existing farms and new houses.

Policy

- Town of Lake Mills Setback Ordinance.

- Educate rural non-farm homeowners about farming practices.

Policy

- New residents must sign a statement that they understand they will be living in an agricultural area.
- Work with Jefferson County Animal Ag Alliance to develop educational programs.

- Follow the Jefferson County Right to Farm Policy

Plans, Ordinances and Policies that are applicable to the Town of Lake Mills:

Several plans, ordinances, and policies are currently in force that dictates land use in the Town of Lake Mills:

- The Town of Lake Mills Land Division Ordinance
- Intergovernmental Agreement between the Town Board of the Town of Lake Mills, Wisconsin and the City Council of the City of Lake Mills, Wisconsin
- Jefferson County Agricultural Preservation and Land Use Plan
- Jefferson County Zoning Ordinance No. 11
- Jefferson County Land Division and Subdivision Ordinance
- Jefferson County Private Sewerage System Ordinance Chapter 12
- Jefferson County Flood Plain Ordinance
- Mutual Aid Agreements with the Lake Mills and Cambridge Fire Districts
- Wisconsin Farmland Preservation Program

3.2 Changing Land Use

Figure 3.1 below depicts the location of the Town of Lake Mills in relation to the 2005 City of Lake Mills boundaries and the 20-year (to 2020) City of Lake Mills Urban Service Area (USA).

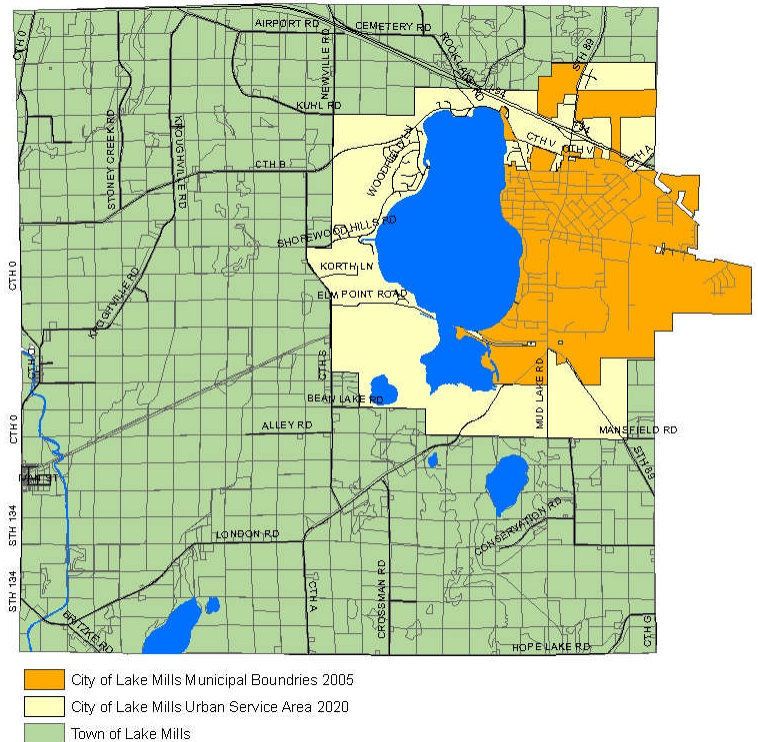
The urban service area is located outside the City boundaries but parts of it may be within the extraterritorial jurisdiction of the City. This area is large enough to allow reasonable municipal growth through 2020 and is designated for higher density residential development with public utilities and non-agricultural related businesses and industry. The City of Lake Mills USA is also the area where city utilities and services may be provided in the future depending on developer agreements with the City.

Land uses are changing in the Town of Lake Mills area. The City of Lake Mills annexed 228 acres for the proposed Rocks Edge Development in 2005. The development is located just north of Interstate 94, west of Faville Road and east and west of STH 89. Rocks Edge will include 141 single-family homes and 27 out lots will be available for condominium or townhouse construction, commercial, and mixed use development. 112 acres (49 percent) is designated as greenspace and will feature natural areas, wetlands, trails, parks, buffers, and environmental corridors.

This development is expected to increase traffic on State, County, and local roads that pass through the Town of Lake Mills, especially STH 89, CTH B, CTH V, and North Shore Road. This increase in residential housing can affect the capacity of schools, parks, recreational facilities, natural areas, medical and emergency services, wastewater treatment and other services used by Town residents.

Residential housing is being built on the west side of Rock Lake in Shorewood Hills, Korth Highlands, Elm Point, and Shorewood Meadows subdivisions. The City of Lake Mills Wastewater Treatment Plant serves the subdivisions but not the outlying rural areas. Sewer service areas are shown on Figure 9.1 on page 9-6 in Chapter 9.

Figure 3.1



3.3 Current Land Uses

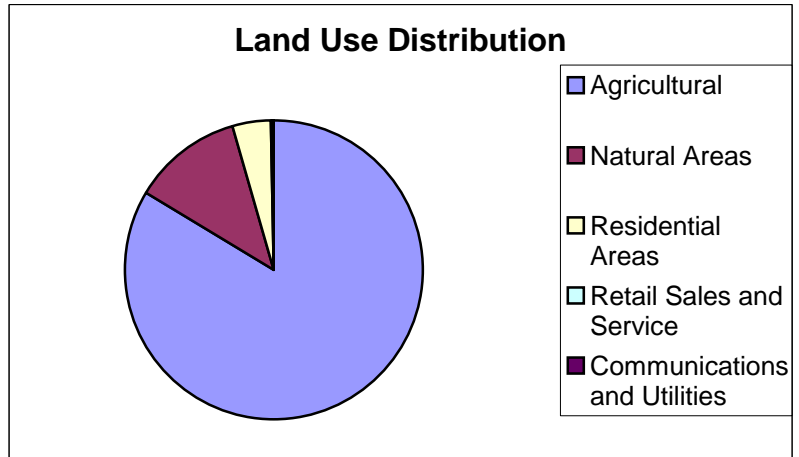
Figure 3.2 and Figure 3.3 on page 3-5 list the various land uses in the Town of Lake Mills and the proportion of land area allocated to each as of 1999 adjusted for the annexation of Rocks Edge Development.

Figure 3.2

Of the 21,315 acres of land in the Town of Lake Mills, 74.64 percent, is in agricultural production or is uncultivated.

Natural resource areas such as surface water, wetlands, woodlands, and parks cover 21.34 percent of the area, resulting in over 95 percent of the Town being open space.

Developed areas cover 4.02 percent of the land surface and include residential, retail, communications, and utilities. This data does not include the acreage covered by roads.

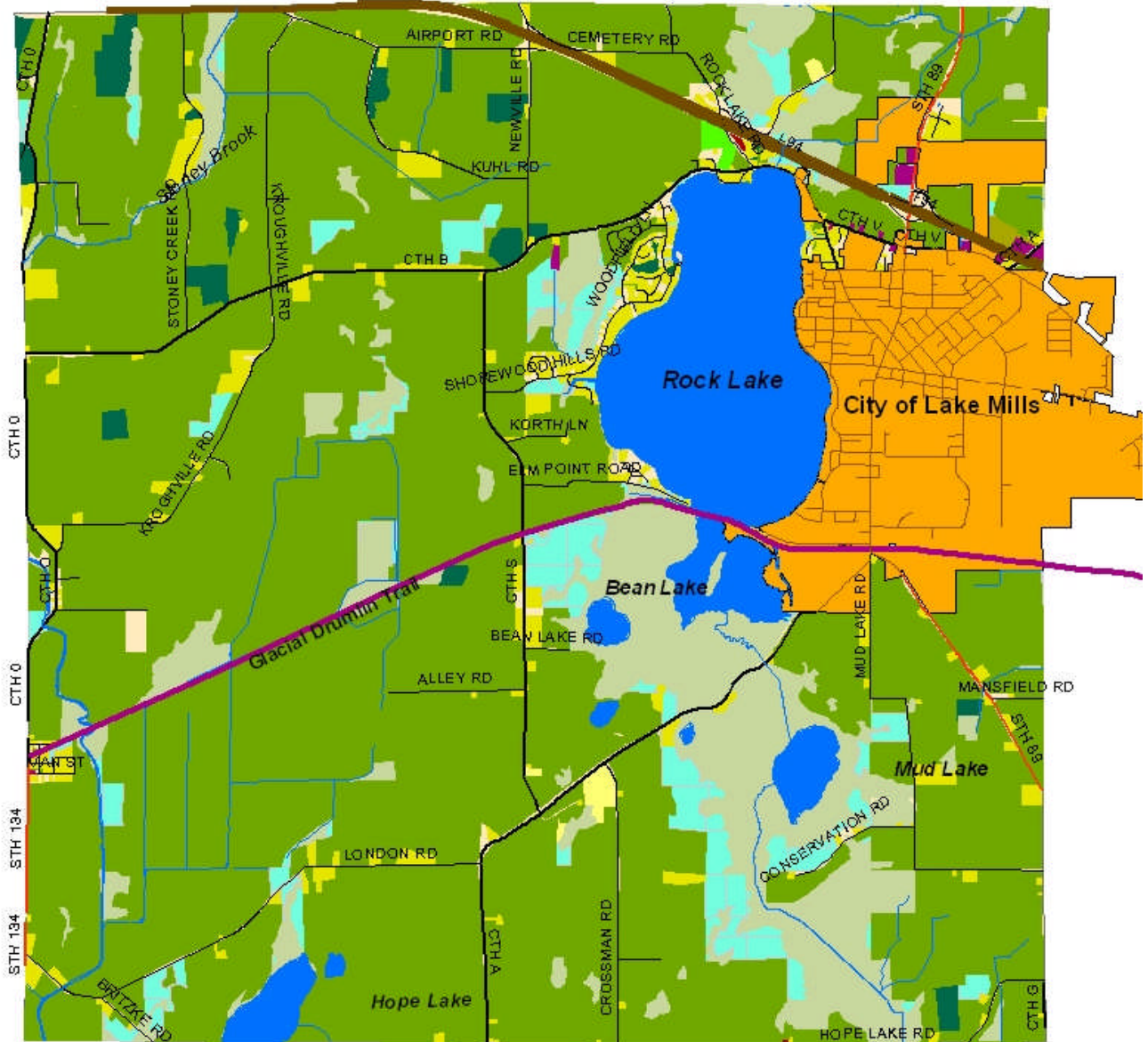


Residential development is concentrated on the north, west, and south shores of Rock Lake and in islands on Town land surrounded by the City of Lake Mills near the I-94 and STH 89 interchange. Commercial development in the Town is also located near than interchange. Figure 3.4 on page 3-6 maps the Town of Lake Mills 1999 land uses.

Figure 3.3

2005 Town of Lake Mills Land Use Categories		
Land Use Category	Acres	Percent of Land Area
Agricultural Crop Land	14,982	
Farm Buildings	49	
Ag Industrial	0.5	
Rural Uncultivated	878	
Agricultural	15,910	74.64%
Wetland	2521	
Surface Water	1658	
Upland Woods	289	
Parks	81	
Natural Areas	4,549	21.34%
Multi-Family	2	
Mobile Home	17	
Single Family	698	
Vacant Lots Under 5 Acres	101	
Residential Areas	818	3.84%
Retail Sales and Service	36	0.17%
Communications and Utilities	2	0.01%
Total Acres	21,315	100.00%

Figure 3.4



Town of Lake Mills Land Use

Legend

- | | | |
|--|--|--|
| Agricultural | Surface Water | Multi-Family Residential |
| Farm Buildings | Uncultivated | Mobile Home Parks |
| Retail | Upland Woods | Single Family Residential |
| Agricultural Industry | Public Land and Parks | Vacant Lots |
| Wetlands | | Utilities |

0 0.45 0.9 1.8 Miles



Data provided by the Jefferson County
Land Information Department

3.4 Soil and Physical Feature Suitability for Land Uses

Natural features and conditions need to be considered when planning for the variety of land uses that make up a community. All human activity has an impact on the land, surrounding natural resources, and on neighbors. Directing land uses to the most suitable sites and soils protects important natural areas, agricultural land, and groundwater infiltration areas and reduces the cost of construction and providing services.

Soil Suitability and Limitations

Land use possibilities depend to a great extent on existing soil conditions. This section presents soil suitability maps that show where the most favorable soils are located for crop production, soil suitability for septic systems, which are necessary for residential development in the rural areas, and highly erodible steep soils where development should be avoided. The Soil Survey of Jefferson County maps all soil types and assesses the limitations and capabilities of each soil to support various human activities and natural functions. Soil limitations for various uses can be slight, moderate or severe. These maps can be used when making land use decisions.

Development is most easily accomplished at the lowest financial cost and chance for environmental damage on soils with slight and moderate limitations. Building on soils with severe limitations due to wetness, slope, erosion potential, or soil low strength will require more expensive engineering solutions or may degrade natural resources.

Soils in the eastern two thirds of the Town of Lake Mills are of the Fox-Casco-Matherton soil association. These soils have a loamy subsoil and are underlain by sand and gravel and can be somewhat poorly drained, well drained, or excessively well drained and can be nearly level or have very steep slopes.

The soils around Mud and Bean lakes and along Rock Creek and in the Zeloski-London marsh are in the Houghton-Adrian association. These are very poorly drained, nearly level organic soils that are more than 51 inches thick or underlain by sand.

The soils on hills in the Cemetery Road and Kuhl Road area are in the Whalan-Kidder association. These soils have loamy subsoil and are underlain by dolomite bedrock or gravelly sandy loam. They are well drained or moderately well drained and gently sloping to moderately steep.

Soils in the northwestern portion of the Town are in the Kidder-McHenry-Rotamer association. These soils have loamy subsoil and are underlain by gravelly sandy loam. They are well and moderately well drained and gently sloping to steep.

Agricultural Soils

The *Soil Survey of Jefferson County, Wisconsin* classifies all soils into eight agricultural capability classes based on “the suitability of soils for most kinds of field crops”. The *Jefferson County Agricultural Preservation and Land Use Plan* identifies Class I, Class II, and those Class III soils “that exhibit prime agricultural capabilities based on comparable expected yields of Class I and II” as prime agricultural soils. Figure 3.5 on page 3-8 describes the soil classes and the number of acres in each class.



Soybeans ready to harvest.

Figure 3.5

Soil Capability	Acres	Description
Class I Prime	361	Soils have few limitations that restrict their use for agriculture.
Class II Prime	11,444	Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III Prime	7,229	Soils have severe limitations that reduce the choice of plants or that require special conservation practices but have comparable yields to Class I and II soils.
Class III Non-Prime and IV-VII	1,258	Soils with severe limitations that make them generally unsuitable for cultivation due to steep slope, shallowness, or high water table.

In the Town of Lake Mills, prime agricultural soils account for 19,034 acres or 94.1 percent of the land area.

Figure 3.6 to the right shows the location of the soils in the various agricultural classifications. Much of the land with non-prime soils is on steep slopes or in wetlands. Some Class III soils that are considered Prime are currently or will be restored to wetlands and are indicated on the map in green hatching.

The very best agricultural soils, in dark green, are located along Kroghville Road, County Road S, and in a small cluster at Mansfield Road and STH 89.

Non-prime soils (in yellow) are adjacent to wetlands and on steep slopes.

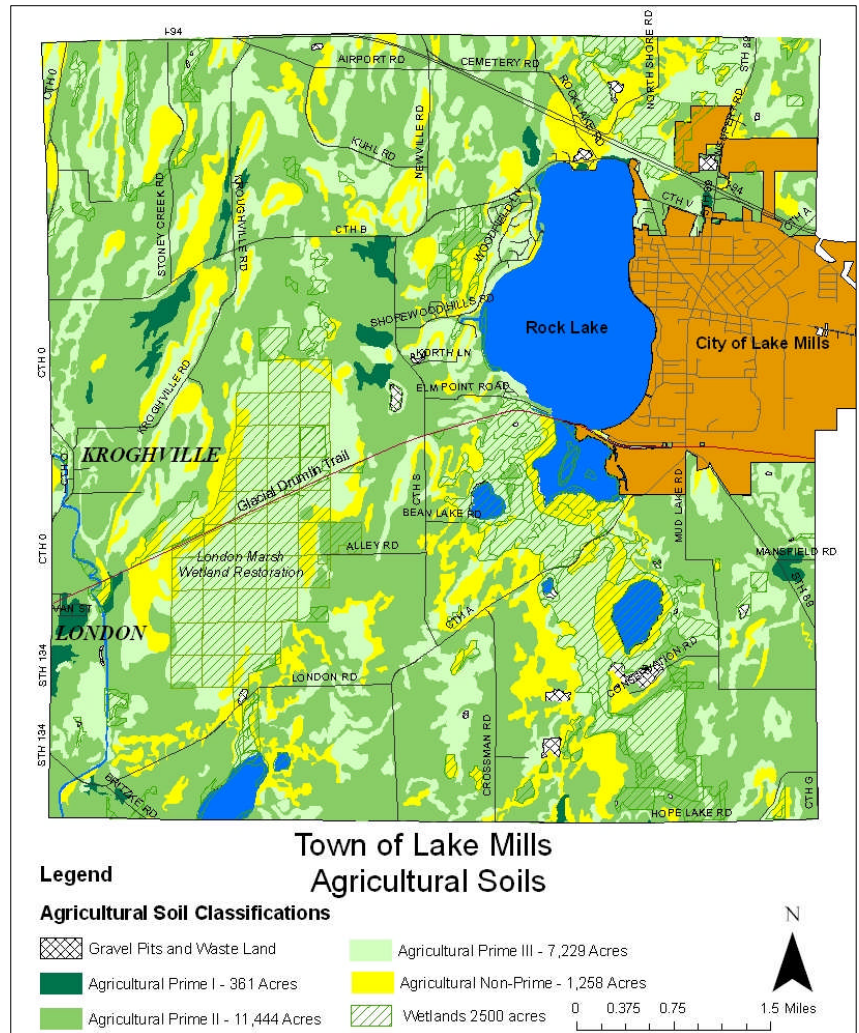
The Town of Lake Mills considers agricultural land integral to its character, functioning natural resources, and economic base. Most of the natural resources on private land are found on and adjacent to working lands. Farmland provides 74 percent of the open space in the Town of Lake Mills as well as wildlife habitat, a variety of plant communities, and groundwater infiltration areas.

The people of the Town of Lake Mills want to preserve its agricultural heritage for the conservation and economic benefits the land and farmers provide.

Soils Suitable for Septic Systems

Favorable soil properties and site conditions are needed for properly functioning septic tank absorption fields. Soils suitability for conventional septic systems is rated slight, moderate, and severe in the *Soils of Jefferson County, Wisconsin*.

Figure 3.6



In the Town of Lake Mills, 63 percent of the land area has soils with severe limitations for septic absorption fields. The soils that are suitable for septic tanks are generally found along the Town roads. Figure 3.8 below shows the location of soils that are favorable for conventional septic systems in dark green and where mound systems are usable in light green. Figure 3.7 below lists the number of acres of the three categories of septic limitations and a description of what the limitations are.

Figure 3.7

Soil Suitability for Septic Systems	Acres	Description
Slight Limitations	5,234	Soils generally favorable for septic fields and limitations are minor and easily overcome.
Moderate Limitations	3,660	Soil properties and site features are unfavorable for septic fields but can be overcome by special design (mound systems).
Severe Limitations	15,109	Soil properties and site features are extremely difficult to overcome that major soils reclamation, special design, or intensive maintenance is required.

Highly Erodible Soils

Slopes greater than 12 percent are generally considered highly erodible.

Environmental corridor goals in the *Jefferson County Agricultural Preservation and Land Use Plan* include protecting and preserving steeply sloped glacial features and state that “any land with a slope in excess of 20 percent should be considered as an environmental corridor and subject to environmental corridor land use policies”.

In the Town of Lake Mills about 1,440 acres (6 percent) have slopes of 12 percent or greater and are identified as highly erodible. About 22,561 acres are classified as not highly erodible and have slopes less than 12 percent. Additional erosion control measures should be required for building on steep slopes or development discouraged in these areas. Figure 3.9 on page 3-10 shows the location of slopes over 12 percent where construction should be discouraged or special precautions required.

Flood Plain and Environmental Corridors

Figure 3.8

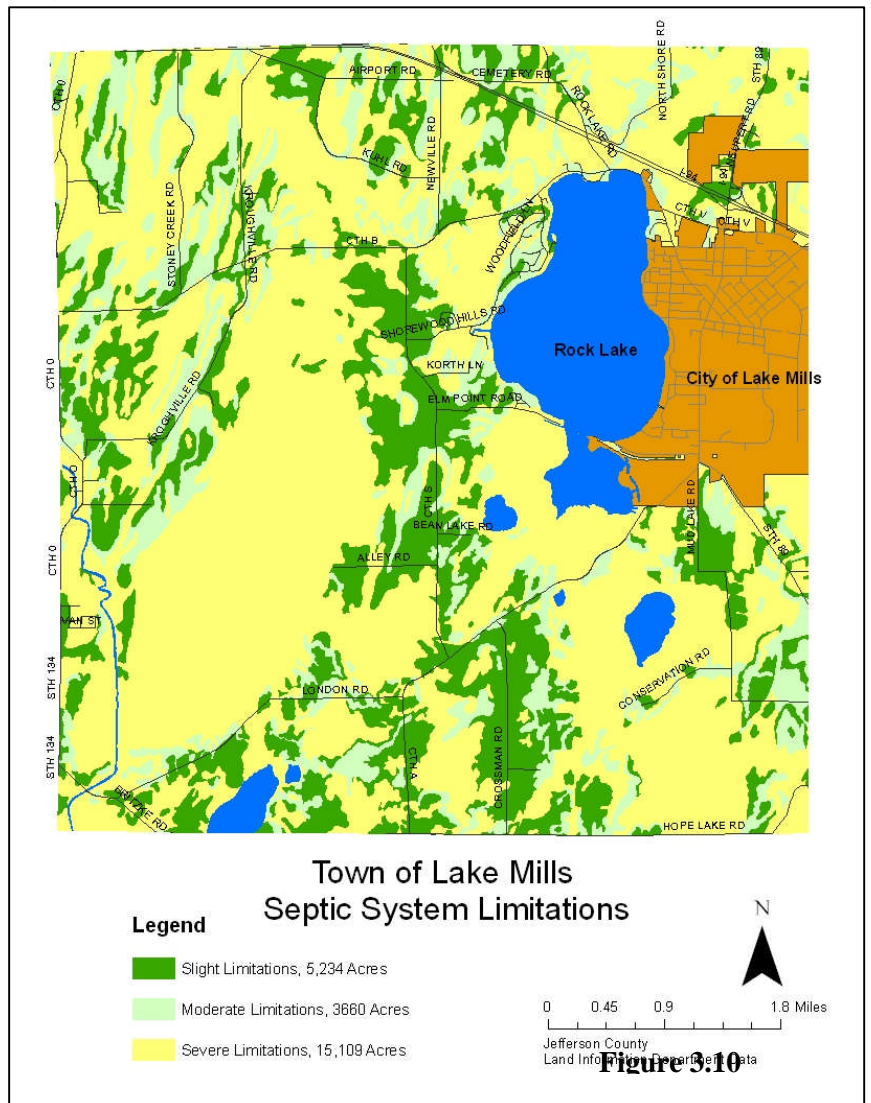


Figure 3.9

Flood plains are located around Bean and Mud Lakes and along Rock Creek and as it flows into through those two lakes and into Rock Lake, around Hope Lake, the London Marsh, and along the Maunesha River and Koshkonong Creek, see Figure 3.10 below.

Much of the land around Mud and Bean Lakes south of Rock Lake is owned by the WDNR as the Lake Mills Wildlife Area. The London Marsh is owned by the Madison Audubon Society and will become a restored wetland and possibly a wildlife area. The flood plain north of Hope Lake is owned by the WDNR and may be designated a natural area in the future.

Jefferson County and Town of Lake Mills Land Division and Zoning Ordinances prohibit new building in flood plains. Floodplains slow stormwater runoff and capture nutrients and pollutants and provide important wildlife habitat.

Environmental corridors include wetlands, steep slopes, floodplains, woodlands over 10 acres in size, parks and public land. These corridors provide connections for wildlife and hold the most biological diversity.

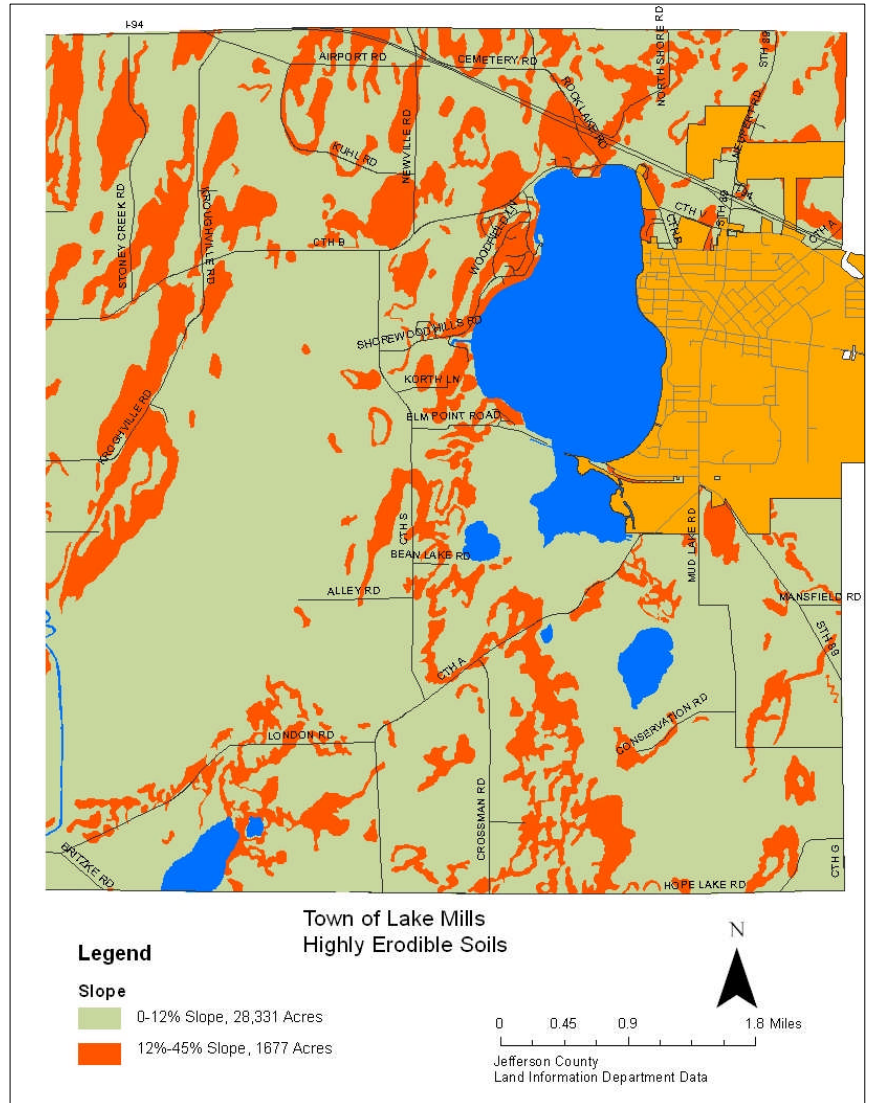
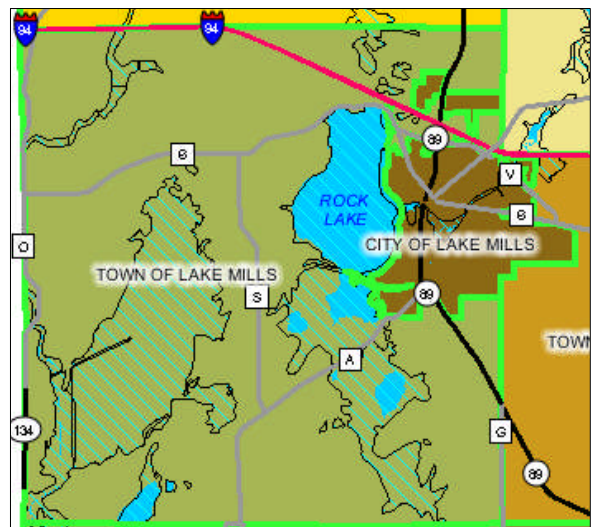


Figure 3.10

Environmental corridors are mapped in Figure 5.3 on page 5-11 in Chapter 5. Jefferson County encourages a lower density of development (no greater than one dwelling per 10 acres, WDNR-delineated wetlands and 100-year floodplains should not be included in the calculation) in environmental corridors to protect these vital natural resources and natural corridors.

Groundwater, Wellhead, and Surface Water Quality Protection

Buildings, roads, and pavement create an impervious surface that prevent infiltration of rainwater into the aquifer and increase runoff into streams, rivers, lakes, and wetlands



All of our drinking water comes from private wells in the Town of Lake Mills. It is vitally important to protect groundwater recharge areas by maintaining open space and requiring developments to infiltrate rainwater. Rainwater that feeds deep municipal wells usually falls within a mile of the well. It is important to prevent land uses that could contaminate the groundwater from locating within the wellhead area.

Municipal and agricultural pumping from deep wells can withdraw water from an aquifer faster than it is recharged by rain fall, particularly in areas with rapid development and population growth¹ such as Waukesha and Dane Counties. Excessive pumping in those areas could lower the watertable as far away as Jefferson County.

The Rock River Coalition is working with the U.S. Geological Survey to build a GFLOW computer model that will assist planners and residents in understanding ground and surface water flow. The Town of Lake Mills has indicated its support for this model. When the model is complete, it could be used to create maps of recharge zones, groundwater flow, and surface water flow. Information from the model could then be used to identify well impacts and protection zones and to better understand the hydrology of the area.

Impervious surfaces (surfaces that do not allow rain water to soak into the ground) such as roads, driveways, patios, and buildings impact the water quality of streams, rivers and lakes. The extent of impervious surfaces in a watershed is the best indicator of the degree of development and predictor of negative impacts to streams². Changes in stream quality can be tracked by five indicators:

- Changes to stream hydrology – less baseflow (recharge), faster water movement, larger floodplains.
- Physical alteration to the stream corridor – erosion, undercutting, slumping, loss of riparian forest.
- Stream habitat degradation – higher water temperatures, channel enlargement, more sediment.
- Declining water quality – pollution, higher bacteria counts, contaminated sediments, trash.
- Loss of aquatic diversity – decline in insect, fish, and plant diversity and an increase in pollutant tolerant species.

As little as 10% impervious surface in a watershed can measurably degrade a stream. Streams that are considered “impacted” have between 10 and 25 percent of the watershed land area covered in impervious surfaces and show clear signs of declining stream health in the five indicators. These streams are the best candidates for restoration and there is enough land available in the watershed to install restoration practices such as rain gardens and porous pavement.

Where impervious surfaces reach between 25 and 60 percent of the land area in a watershed, streams are usually so altered that they usually cannot be restored to pre-development conditions.

When impervious surfaces cover over 60 percent of the land area in a watershed, the streams essentially cease to exist or have been so altered that streams function merely as a conduit for flood waters.

Residential housing, large barns, sheds, and storage facilities on farms, commercial development, and roads all contribute to impervious surfaces.

3.5 Land Division Patterns

The Town of Lake Mills Parcel Size Map on this page shows all the Town parcels in size categories. This data is up to date as of Fall 2005. There are about 1860 parcels in the Town and several may have one owner. This is not an ownership map.

The smallest parcels, under 6 acres in size, are concentrated in the subdivisions around Rock Lake and scattered widely along the roads. 40 acres is the standard land division size from the original land surveys in the 1830's and most farms are made up of a group of 35-40 acre parcels. There are large areas with groups of 40 acre parcels in all parts of the Town except right around Rock Lake and north of I-94.

Wetlands are shown as an overlay on the parcel size map and are not farmed. When considering agricultural preservation, farmers need other farms around them to insulate them from incompatible adjacent land uses and to maintain a critical mass of agricultural land which suppliers are willing to service.

Figure 3.11

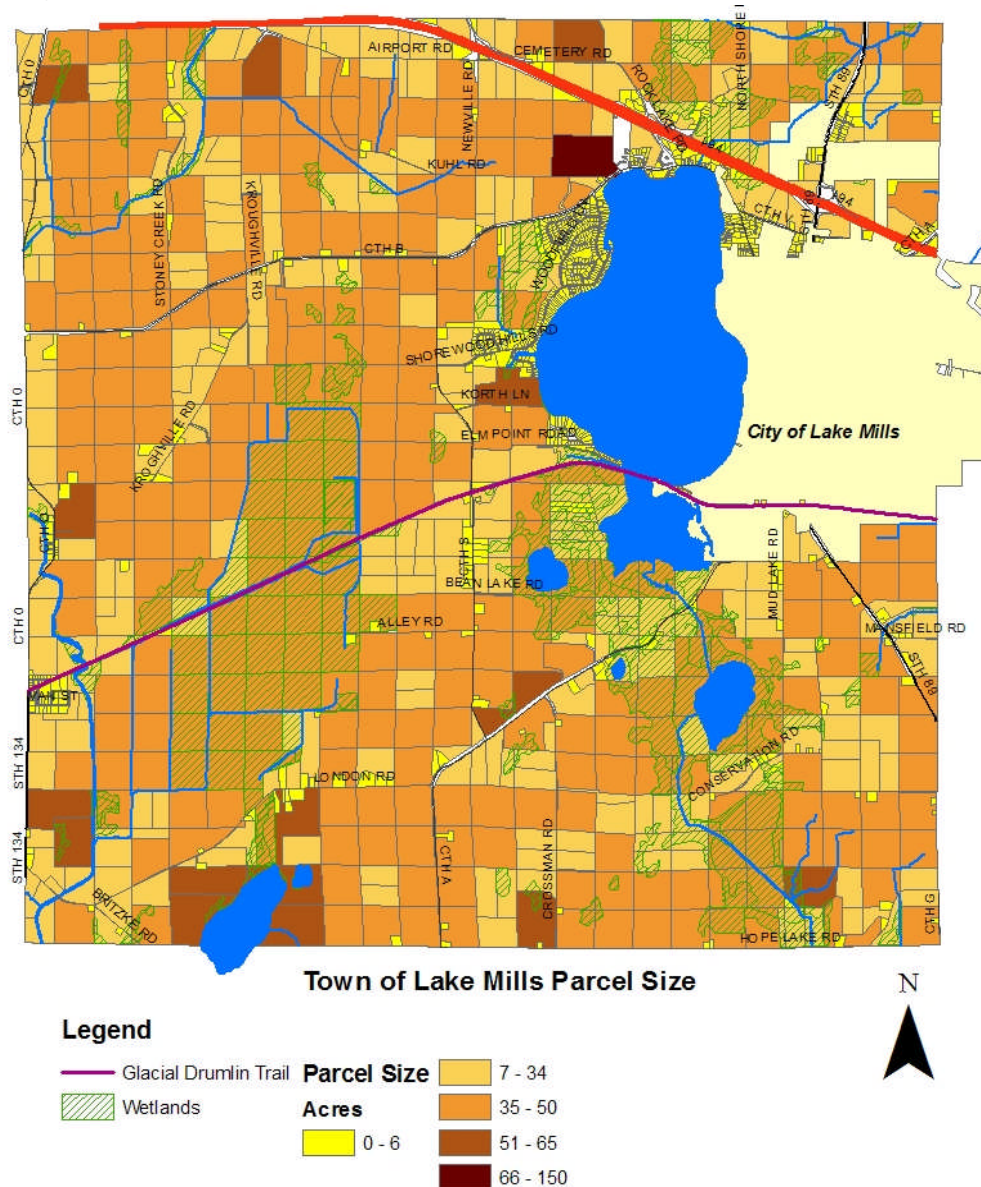
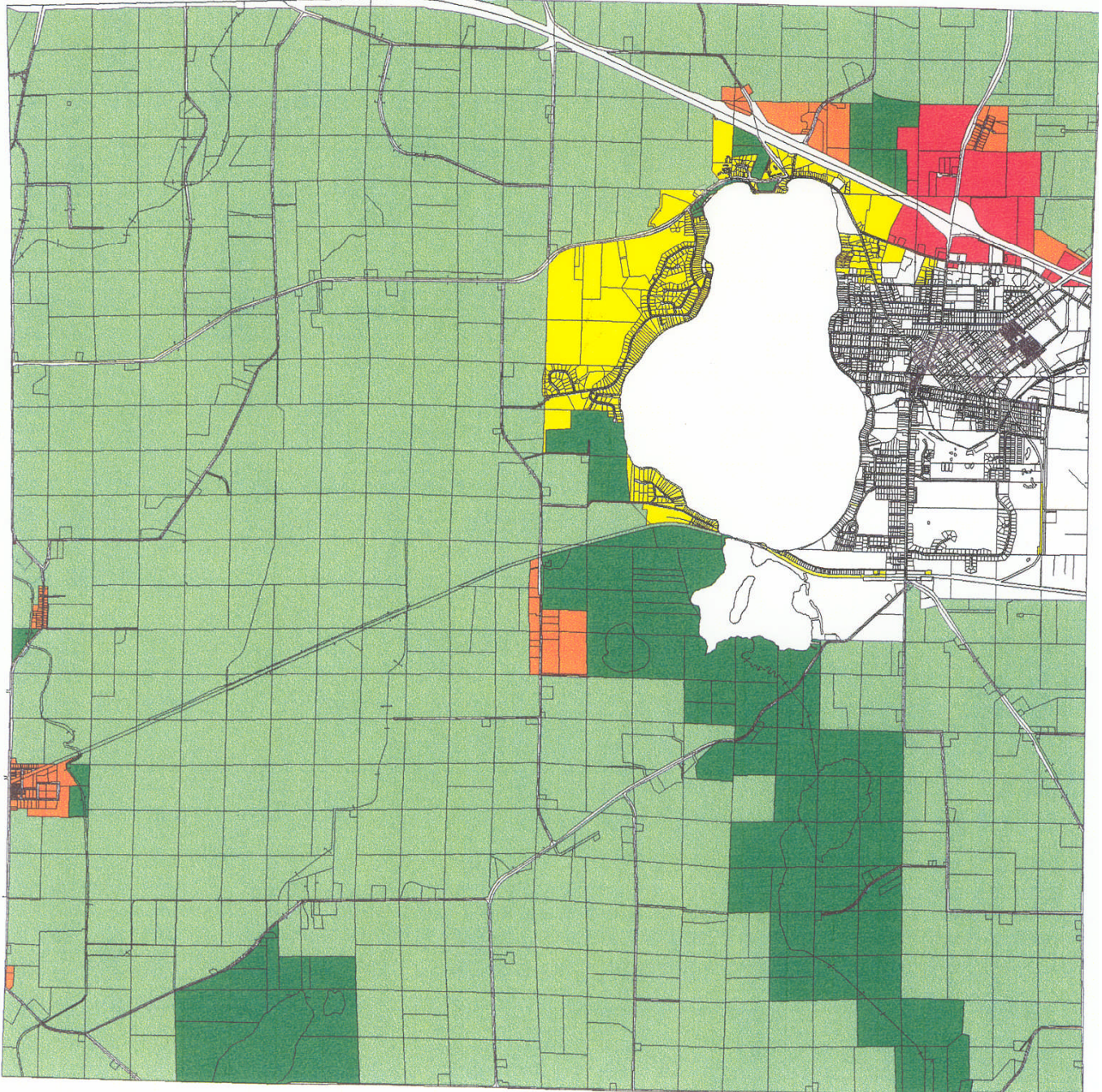


Figure 3.12






TOWN OF LAKE MILLS MASTER PLAN



AMENDED 04/22/99



MASTER PLAN LEGEND

-  Agriculture
-  Commercial
-  Environmental Areas
-  Sewered Dev
-  Unsewered Dev

3.5 Land Use Master Plan

The Town of Lake Mills developed a land use plan in 1999 that was amended in 2001 to reflect changes in the Jefferson County plan. Figure 3.11 on page 3-13 is the Land Use Master Plan that was developed in 2001. No changes have been made to this plan through the latest planning process.

The Town of Lake Mills has the following objectives for the mapped land use zones:

Agricultural Zone (light green)

1. Abide by the Jefferson County Land Use Plan understanding that the Town of Lake Mills has the right to be more restrictive.
2. Protect farming operations from encroachment by incompatible uses.
3. Maintain the eligibility of qualified farmers for Farmland Preservation Program Tax Credits.
4. Allow construction of agricultural buildings.
5. To not allow rural residential development on land that could cause conservation concerns such as extensive destruction of wooded areas, severe impact on wildlife habitat, drainage concerns, or incompatibility with surrounding land use. To preserve farmland land used for access to the lot will be limited to one (1) acre (the minimum access width is sixty-six (66) feet wide). The homeowner is cautioned that this is an agricultural zone and is required to accept the common farming practices of the landowners around them.
6. Allow existing homestead splits per the Jefferson County Land Division Ordinance i.e. (homes built prior to 1978). A fifty foot (50') buffer strip is required from any buildings on the lot to the property line. If the remaining parcel is less than thirty five (35) acres a signed affidavit will be required to prevent future development with the parcel of record. Land that is contiguous and under the same ownership is considered a parcel of record. (See Jefferson County Agricultural Preservation and Land Use Plan.).
7. To allow one (1) rural residential lot on a parcel of record that is under fifty (50) acres and up to two (2) rural residential lots on a parcel of record fifty (50) acres or larger. The maximum lot size allowed will be two (2) acres. A lot combination may be considered by the Plan Commission for parcels of record fifty (50) acres or larger (i.e. two-two acre lots may be combined into one lot containing a maximum of four acres). Parcel splits (zoned A3) which were created after January 1, 1978 on a parcel of record fifty (50) acres or larger will be deducted from the total parcel splits allowed under this plan, (see Jefferson County Agricultural Preservation and Land Use Plan), but the total number of splits allowed under this plan will not be reduced below one (1). Land that is contiguous and under the same ownership is considered a parcel of record (see Jefferson County Agricultural Land Use Plan). A signed affidavit will be required to prevent future development, (other than agricultural buildings), on the remaining land associated with the parcel of record. For the purpose of determining parcel of record size, location, and ownership Town of Lake Mills tax rolls and the Jefferson County zoning maps as they existed on March 20, 2000 will be used. Terms of this item (7) are subject to the stipulations listed in item (5) above.

Limited Residential Development Unsewered (orange)

1. Minimum parcel size 1.0 acres, parcel splits will fall under the Town of Lake Mills subdivision ordinance.

2. If the parcel is within the City of Lake Mills Sanitary Sewer District, the owner may be required to comply with sanitary sewer regulations.

Sewered Development (yellow)

1. All parcel splits will fall under the Town of Lake Mills subdivision ordinance.
2. The owner must comply with the City of Lake Mills sanitary sewer regulations

Commercial (red)

1. Follow the Jefferson County definition of “commercial” as defined in B-Business Zone
2. If parcel is within the City of Lake Mills Sanitary Sewer District, the owner may be required to comply with sanitary sewer regulations.

Environmentally Sensitive Areas and Parks (dark green)

1. Areas where development is prohibited due to ground water, the presence of significant wildlife habitat natural vegetation or the need to protect water quality.

¹ Wisconsin Groundwater Coordinating Council. July 2002. Groundwater and It’s Role in Comprehensive Planning, Comprehensive Planning and Groundwater Fact Sheet 1.

² Schueler, Tom. March 2004. *An Integrated Framework to Restore Small Urban Watersheds, Version 1.0*. Office of Water Management, U.S. Environmental Protection Agency. Washington D.C.

Chapter 4 Housing Element

The housing element is a set of goals, objectives, policies, maps, and programs designed to provide an adequate housing supply in a range of affordability that meets existing and forecasted housing demand in the Town of Lake Mills.

Housing in the Town is found in subdivisions along the western and northern shores of Rock Lake, in rural residential homes and farmettes, and on farms. City of Lake Mills sewer lines serve the subdivision developments along Rock Lake under an intergovernmental agreement. All water for consumption in the Town comes from private wells, which makes protecting groundwater resources a primary focus of this plan.

Permanent residents live in many of the homes along the lake and nearby subdivisions. Some lake homes are summer rentals and cottages. Country living is desirable to many people who like the open spaces or wish to have horses or livestock.

The potential number of rural lots is limited under the Jefferson County Zoning Ordinance to one, two or three two-acre building lots per contiguous land parcel under one owner, depending on soil classification, environmental corridor designation, and past splits. Though clustering of the rural lots is required, rural homes are scattered throughout the Town. Larger lots have been allowed by combining a one or two acre building envelope with non-buildable wetlands, woodlands, or steep slopes.

Much of the land in the Town of Lake Mills is in agricultural production and farm families and some farm employees live on farms.

The Town of Lake Mills has an intergovernmental boundary agreement with the City of Lake Mills that dictates revenue sharing on lands that are annexed from the Town into the City's North Growth Area. The Town's vision is to direct new housing developments to the North Growth Area and eventually the South Growth Area where City sewer and water service will be available, where there are transportation choices, and where residential neighborhoods are close to schools, the library, shopping, transportation corridors, and entertainment.

The Town has a designated Growth Area where the City has agreed to extend sewer and water at their discretion based on agreements with developers. Housing developments in the Town are directed to this area. The Town would like to explore clustering and conservation subdivision design in the Town Growth Area. Most new homes in the Town are expected to be single family homes.



Homes on Rock Lake.

Protecting natural resources, prime agricultural land, and surface and ground water is important to the Town. Sustainable development practices, efficient provision of services, and multimodal transportation networks where integrated into the following goals, objectives, and policies for the housing element.

4.1 Housing Goals, Objectives, and Policies

Housing Goal I

Maintain a variety of housing types and range of housing affordability within the Town of Lake Mills, the hamlets of Kroghville and London, and the City of Lake Mills North and South Growth Areas.

Objectives

- Maintain a land division ordinance that allows a variety of home and lot sizes within the Town Growth Area and Sanitary Sewer Service Area where sub-divisions are allowed.
- Encourage clustering of homes in the rural hamlets of Kroghville and London in both the Jefferson and Dane County portions of the hamlets.
- Encourage a wide range of housing choices within the North and South City of Lake Mills Growth Areas through the revenue sharing agreement within the *Intergovernmental Agreement between the Town Board of the Town of Lake Mills, Wisconsin and the City Council of the City of Lake Mills, Wisconsin* and participation on the Extraterritorial Zoning Committee.
- Provide residents with information on affordable housing programs:

The Jefferson County Economic Development Consortium offers seminars, grants, and funding to first time home buyers and low to moderate income individuals for home purchases and improvements.

The Community Action Coalition of South Central Wisconsin provides services to the people of Jefferson, Dane and Waukesha Counties. In Jefferson County the Coalition helps individuals obtain or maintain housing and subsidizes rental costs to make housing more affordable.

The State of Wisconsin Division of Housing and Community Development administers fifteen affordable housing programs and distributes \$40 million annually through these programs and agencies:

- Federal housing funds such as Home Investment Partnerships, (HOME) and Community Development Block Grants (CDBG) for small cities
- A variety of programs for persons with Special Needs (Homeless)
- Provides state housing funds through local housing organizations
- Coordinates housing assistance programs with those of other state and local housing agencies
- Develops state housing policy and provides housing information and technical assistance.

Habitat for Humanity builds and rehabilitates simple, decent houses with the help of the homeowner (partner) families through volunteer labor and donations of money and materials. Habitat houses are sold to partner families at no profit and financed with affordable loans. The homeowners' monthly mortgage payments are used to build more Habitat houses

The USDA Rural Development Rural Housing Programs provide low interest loans and grants to low income individuals who wish to live in rural areas or rural cities and towns.

Programs to purchase existing or new housing and for repairs and remodeling. Current programs are listed below:

- Section 502 Direct Loan Program to purchase an existing home or to build a new home
 - Guaranteed Loans through lending institutions
 - Mutual Self-Help Housing Program, which works with nonprofit organizations and families who provide labor to build homes
 - Home Improvement and Repair Assistance
 - Single Family Housing Home Improvement Loans
 - Home Repair Loan and Grant Programs
 - Housing Preservation Grant Program to renovated homes and rental properties in some locations
-
- Work with the City of Lake Mills to provide a variety of senior living options in the City Growth Area with access to City and County health services, amenities, recreation, and transportation.
 - Farm employee housing is allowed in the Town as directed by the Jefferson County Zoning Ordinance.
 - Encourage re-use and maintenance of existing and historic buildings for housing.

Housing Goal II

Direct residential development to Town and City Growth Areas where utilities and services can be provided in the most efficient and cost effective manner while maintaining large blocks of farmland and continuous environmental corridors in the Town.

Objectives

- Enforce the Jefferson County Zoning Ordinance that states that only farm related residences may be located on A-1 zoned land.
- Direct residential housing to sub-divisions within the Sanitary Sewer Service Area.
- Encourage clustering of homes in community-zoned areas in and adjacent to the hamlets of Kroghville and London.
- Direct manufactured housing and multi-family buildings to the City of Lake Mills Growth Areas where city utilities and services are provided.

Housing Goal III

Work with the City of Lake Mills to design residential areas in the North and South City Growth Areas that provide employment, commercial districts, schools, and recreation within walking and biking distance to minimize vehicular use, promote alternative forms of transportation, and increase the potential for exercise and health.

Objectives

- Situate new housing developments adjacent to existing developments.
- Promote mixed-use developments that provide pedestrian and bicycle paths for transportation.

Policy

- Encourage the City of Lake Mills to explore Traditional Neighborhood Design Standards
- Require sub-division designs within the Town and City Growth Areas to connect efficiently to existing road networks by having more than one entrance and through streets; and to provide direct vehicular, bicycle and pedestrian connections between neighborhoods and adjacent sub-divisions to minimize vehicular use and congestion and to promote bicycle and walking paths.

Policy

- Explore adopting Traditional Neighborhood Design Guidelines.
- Protect housing developments from incompatible and conflicting land uses.

Policy

- Town of Lake Mills Land Division Ordinance

Housing Goal IV

Require the use of sustainable design and building practices in new construction and reuse of housing.

Objectives

- Encourage and allow architectural innovation and construction of green, sustainable, and energy efficient housing.

Policies

- Encourage LEED certification.
- Encourage developers to participate in the WDNR Green Tier Program.
- Provide education about these two programs to homeowners and developers.
- Design ordinances to allow green, sustainable, and energy efficient housing.
- Encourage sub-division designs that reflect and respect the natural, agricultural, and cultural character of the Town of Lake Mills.

Policy

- Develop a design toolbox that educates homeowners and developers on the cultural, agricultural, and natural history of the Town of Lake Mills and City of Lake Mills and provides information on historical development patterns, local building styles, construction techniques, and local sustainable building materials that can be used to create distinctive developments that complement the landscape.

- Explore the use of conservation subdivisions in Town Growth Areas in the Sewer Service Area to maintain contiguous woodlands, wetlands, blocks of agricultural land, and infiltrate run-off.

Policy

- Develop a conservation sub-division ordinance.
 - Develop sub-division design standards that direct developers to conserve contiguous blocks natural areas and agricultural land and to infiltrate stormwater.
 - Prevent construction in floodplains and wetlands.
- Develop a process for site plan review for areas outside of the Town Growth Area that encourages placement of buildings and driveways in a way that minimizes impact on wetlands, lakes, rivers, streams, groundwater recharge areas, woodlands, steep slopes, agricultural land, and viewsheds.

Policy

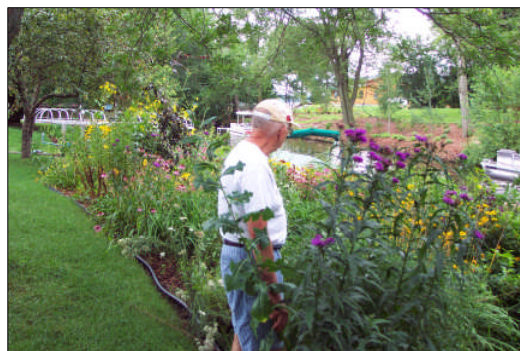
- Jefferson County Shoreline and Flood Plain Ordinance
 - Explore the concept of design standards.
 - Support GFLOW modeling for ground and surface water.
 - Establish wellhead protection guidelines.
- Require and enforce erosion and stormwater controls on all construction sites.

Policy

- Town of Lake Mills Land Division Ordinance
 - Jefferson County Shoreline Zoning Ordinance
 - Long Range Plan for Rock Lake
- Encourage homeowners and property owners to protect surface water and groundwater resources by planting shoreline buffers, rain gardens, and native plantings and responsible fertilizer and pesticide use.

Programs

- Wildlife Habitat Enhancement Program (WHIP), USDA Natural Resources Conservation Service
- WDNR Landowner Incentive Program to improve prairies and savannas
- Explore a ban on phosphorous fertilizer if not needed according to soil test.



A residential shoreline buffer protects water quality on the inlet and keeps geese off the lawn.

4.3 Town of Lake Mills Housing Characteristics

In the year 2000 there were 806 housing units in the Town of Lake Mills. Of these units, 88.1 percent were single family homes, 4.9 percent were structures with two units or more, and 7.1 percent were mobile homes, see Figure 4.1 below.

Figure 4.1

Units in Housing Structure	Number	Percent
Total Units in 2000	806	100.0
1, detached	672	83.4
1, attached	38	4.7
2	16	2.0
3 or 4	7	0.9
5 to 9	16	2.0
10 to 19	0	0.0
20 to 49	0	0.0
50 or more	0	0.0
Mobile home	57	7.1
Boat, RV, van, etc.	0	0.0

Occupied housing units numbered 720 or 88.6 percent. Of the occupied housing units, 88.5 percent were owner occupied; see Figure 4.2 below. Between 1990 and 2000, the percent of owner occupied housing units increased 41.9 percent and the number of renter occupied housing units decreased by 21.7 percent, which indicates a preference for owner occupied housing in the Town of Lake Mills. Compared to the City of Lake Mills and Jefferson County, the proportion of owner occupied homes is 20 percent greater in the Town.

The number of householders age 75 and over in owner occupied housing units nearly doubled between 1990 and 2000 from 37 to 73. Over nine percent of owner occupied homes were seasonally occupied and 11 percent of the homes were listed as vacant at the time the Census was taken. Eighty percent of the vacant housing units were for seasonal, recreational, or occasional use.

While a significant portion of the housing stock was built fairly recently, half of the homes were built before 1978 and 25 percent were built before 1939. By contrast, half the renter occupied homes were built prior to 1940; see Figure 4.2.

Figure 4.2

	Number	Percent
Owner-occupied housing units	634	100.0
Built 1999 to March 2000	18	2.8
Built 1995 to 1998	89	14.0
Built 1990 to 1994	102	16.1
Built 1980 to 1989	90	14.2
Built 1970 to 1979	83	13.1
Built 1960 to 1969	33	5.2
Built 1950 to 1959	37	5.8
Built 1940 to 1949	37	5.8
Built 1939 or earlier	145	22.9
Median	1978	(X)

Figure 4.2 Continued

	Number	Percent
Renter-occupied housing units	80	100.0
Built 1999 to March 2000	0	0.0
Built 1995 to 1998	2	2.5
Built 1990 to 1994	2	2.5
Built 1980 to 1989	2	2.5
Built 1970 to 1979	12	15.0
Built 1960 to 1969	6	7.5
Built 1950 to 1959	11	13.8
Built 1940 to 1949	2	2.5
Built 1939 or earlier	43	53.8
Median	1940-	(X)

Figure 4.3

Municipality	Total Housing Units		Occupied Housing Units		Percent Occupied		Number Owner Occupied		Percent Owner Occupied	
	1990	2000	1990	2000	1990	2000	1990	2000	1990	2000
Town of Lake Mills	663	812	555	720	83.71%	88.67%	449	637	85%	88.47%
City of Lake Mills	1735	2085	1629	1924	93.89%	93.17%	1128	1325	69.24%	68.87%
Jefferson County	25,719	30,029	24,019	28,205	93.39%	93.37%	16,964	20,218	70.63%	71.68%

Between 1990 and 2000 the number of housing units in the Town increased from 663 to 812, an increase of 149 units or 22.5 percent, see Figure 4.3 above. In the City of Lake Mills the number of housing units increased by 20.2 percent and in Jefferson County the number increased by 16.7 percent.

According to the 2000 U.S. Census, 209 homes, nearly 33 percent of all the housing stock, were built between 1990 and 2000, which averaged about 20 homes a year. During this time frame the number of housing units in the Town of Lake Mills increased at a faster pace than all of the surrounding Towns and Cities except for the Town of Deerfield just to the west in Dane County.

The rate of home building slowed between 2000 and 2006 when 74 homes, about 12 homes a year, were built during the six year period. Of these newest homes, all homes were single family except for one mobile home; no duplex or apartment units were built in the Town.

The median number of rooms per house is 6.4 and nearly half, 47 percent, have three bedrooms. Natural gas heats 47 percent of the homes in the Town and 34 percent are heated with propane or fuel oil. Natural gas is available in areas where City of Lake Mills services are available. Propane and fuel oil are used in the rural portions of the Town where natural gas is not available.

Residential Real-Estate Value and Demand

Between 1995 and 2000, 33 percent of Town residents changed houses within the Town, 19.4 percent moved into the Town from another county, and 5.8 percent moved into the Town from another state.

There has been a fair amount affordable residential real estate in Jefferson County. In 2005, 25.8 percent of owner-occupied dwellings were valued under \$125,000. According to the U.S. Census 2000, owner-occupied housing units in the Town of Lake Mills ranged in value from \$15,000 to \$999,999. The median value of owner-occupied homes more than doubled between 1990 and 2000 from

\$80,600 to \$179,200. In the third quarter of 2006 the median home sale price in Jefferson County was \$177,500, and increase of \$49,200 or 38 percent since the 3rd quarter of 1999.¹

The number of owner occupied homes valued at less than \$50,000 dropped by 59.3 percent during the ten-year period between 1990 and 2000. Conversely, the number homes valued over \$250,000 increased by 987 percent and homes valued between \$150,000 and \$249,000 increased by 462.4 percent and make up 41.4 percent of the housing stock. In 2000, 86.5 percent of all homes in the Town of Lake Mills were valued over \$100,000.00.

The median rental value was \$538 per month in 2000. Gross rent on the 60 renter occupied units in the Town ranged from 0 to \$1,499.00 or more. The US Census 2000 does not differentiate between rental units in apartment houses and rental homes. Of the rental units, 21 percent rented for \$500 to \$749 and 13.3 percent of the units rented for over \$1000.00 monthly.

Future Housing Development

High value home single family homes are in demand in the Lake Mills area. Proximity to Rock Lake increases home, lot, and rental values. Increasing population and decreasing household size in the Madison and Milwaukee metro areas will put pressure the Lake Mills area for both lake and rural homes.

More residential development may be inevitable in the Town of Lake Mills. The Town would like the form of that development to be sustainable and in character with its surroundings. The Town would like to see residential development take place in the City of Lake Mills North and South Development Zones on City utilities and close to City amenities and transportation, see Figure 9.1 on page 9-6 for a map. The City is encouraged to explore Traditional Neighborhood Design guidelines and green building techniques.



New single family homes.

Residential growth in the Town will be directed to the Town Growth Areas where sanitary sewer and natural gas may be available at the City's discretion based on developer agreements. Developments in these areas should utilize sustainable construction techniques, respect natural resource corridors and agricultural land, and encourage rainwater infiltration by incorporating rain gardens and porous pavement where possible. Clustering and conservation subdivisions will be explored for these areas.

The rural portions of the Town are agricultural and Jefferson County Zoning Ordinances and Town of Lake Mills Land Division Ordinances apply to these areas. The Town will strive to reduce conflict between agricultural uses and new residences and the increasing traffic that new residents bring.

¹Wisconsin Realtors Association. Housing Statistics for Wisconsin, Jefferson County.

Chapter 5 Agricultural, Natural, and Cultural Resources Element

The Agricultural, Natural, and Cultural Resources Element includes goals, objectives, policies, maps, and programs for the conservation, effective management, and improvement of natural resources such as groundwater, woodlands, wetlands, lakes, and streams; productive agricultural lands, historic and cultural structures and landscapes; and parks and open space.

The Town of Lake Mills is situated on the west shore of Rock Lake, one of the deepest and clearest southern Wisconsin Lakes. This resource attracts fishermen and women, recreational boaters, birdwatchers, and seasonal residents. The Town maintains several lake access points and three boat landings on the lake. Jefferson County's Korth County Park and Rock Lake Park are also located on Rock Lake.

Wildlife areas, marshes, and wetlands extend north and south from the lake. The wetlands attract hunters and hikers and hold historic and sacred Native American sites. The Zeloski muck farm, west of Rock Lake was recently purchased by the Madison Audubon Society and will be restored to a 1,400 acre wetland called the London Marsh and will provide a natural corridor to Hope Lake to the south.

The Glacial Drumlin State Trail is the major recreational corridor through the Town of Lake Mills. The trail attracts bikers, hikers, and snowmobiles. The trail links Waukesha County on the east to Dane County on the west and traverses the south end of Rock Lake and the London marsh.

Agriculture utilizes 74 percent of the total land area of the Town of Lake Mills. Environmental corridors and wildlife habitat on private lands are often adjacent to and co-exist with agricultural land. Farm operations include two large egg farms as well as dairy, beef, hog, sheep, and horse farms, as well as crop farms and orchards.

These natural and historic resources give the Town of Lake Mills its character and generate economic returns for its residents and Town government.



A view of the countryside from Korth County Park.

The goals on the following pages integrate the desire to protect and enhance the agricultural, cultural, and natural resources within the Town of Lake Mills with continuing residential and economic development.

Residential development is directed to Town and City Growth Areas and encouraged to utilize sustainable design. The Town of Lake Mills sees agriculture as a business and an important economic entity. More information and goals on the financial strength and impact of agricultural are given in Chapter 7, the Economic Development Element.

5.1 Agriculture, Cultural, and Natural Resource Goals, Objectives, and Policies

Agriculture Goal I

Preserve the productive farmlands in the Town of Lake Mills for continued agricultural use and to maintain the Town's distinctive rural character.

Objectives

- Limit residential and commercial growth to the City of Lake Mills Urban Service Area, which includes the City of Lake Mills North and South Growth Areas and the Town of Lake Mills Growth Area.

Policy

- *Intergovernmental Agreement between the Town Board of the Town of Lake Mills, Wisconsin and the City Council of the City of Lake Mills, Wisconsin*
 - Town of Lake Mills Land Use Plan and Land Division Ordinance
 - Jefferson County Agricultural Preservation and Land Use Plan and Zoning Ordinance No. 11
- Discourage rezoning of prime agricultural land.

Policy

- Maintain a land division policy that is more restrictive than the Jefferson County Zoning Ordinance.
 - Develop a conservation subdivision ordinance to protect open space, environmental corridors, and farmland within the Town Growth Area.
 - Jefferson County Zoning Ordinance No. 11
- Encourage farmers to participate in the Wisconsin Farmland Preservation program.
 - Explore farmland and open space preservation tools such as the purchase and donation of agricultural conservation easements (PACE) or purchase of development rights (PDR).
 - Explore potential agricultural easement programs and partnerships through the WDNR's Glacial Heritage Area initiative and qualified and certified land trusts.
 - Support the recommendations of the Wisconsin Working Lands Initiative Steering Committee.
 - Evaluate and implement appropriate recommendations of the Jefferson County Working Lands Task Force.

Agriculture Goal II

Work with farmers to protect and enhance environmental corridors on their property.

Objectives

- Encourage farmers to learn about and maintain the integrity of environmental corridors that pass through their land.
- Encourage farmer participation in conservation incentive and stream bank buffer programs.

Programs

- Participation in the USDA Farm Program requires a conservation plan for each farm.
 - The Wisconsin Farmland Preservation Program requires that a conservation plan be on file with the local land and water conservation department and NRCS.
 - Programs available through the USDA Natural Resource Conservation Service (NRCS) and USDA Farm Service Agency (FSA) include the Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP), the Wetland Reserve Program (WRP), the Wildlife Habitat Incentive Program (WHIP), Environmental Quality Incentive Program (EQIP), and Conservation Security Program.
 - The Jefferson County Land and Water Conservation Department provides up to 70% cost sharing for a number of soil, manure, buffer, and natural resource conservation programs for farmers and landowners through the Jefferson County Cost-Sharing Program
- Encourage farmers to use soil conserving techniques to reduce erosion and build top soil and to manage manure, fertilizers, and chemicals to reduce the potential for run-off.

Policy

- Wisconsin and Jefferson County Livestock Facility Siting Standards
 - FSA, NRCS, and Jefferson County Land and Water Conservation Department conservation plan requirements
 - Wisconsin Agricultural Run-off Rules – NR 151 performance standards and prohibitions and ATCP 50 farm conservation practices and nutrient management plan requirements
- Maintain open space around farms so that outdoor recreation and sporting activities are viable in the Town of Lake Mills.
 - Encourage farmers to protect groundwater recharge areas.

Natural Resources Goal 1

Improve surface water quality in Rock Lake, Koshkonong Creek, Hope Lake, Mud Lake, and all other water bodies in the Town.

Objectives

- Work with the City of Lake Mills, the Rock Lake Improvement Association, the Joint Rock Lake Committee, and the Jefferson County Land and Water Conservation Department to improve the water quality of Rock Lake, to control polluted storm water runoff, and address other water quality issues such as phosphorous fertilizer runoff and boat traffic.

Policy

- Enforce provisions of the Town of Lake Mills Land Division Ordinance Stormwater Management Plan and Facilities.
- Work with the Jefferson County Land and Water Conservation Department and Zoning Department to enforce Shoreline Ordinance provisions.
- Support the recommendations of the Rock Lake Long Range Plan, the Lake Enhancement Project and the Jefferson County Land and Water Plan.
- DNR rule NR 151 sets performance standards to control construction site erosion, manage runoff from streets and roads, and manage fertilizer use on large turf areas.
- Develop an ordinance prohibiting the use of phosphorous lawn fertilizer and encourage Jefferson County to do the same.
- Limit the number of boat trailer parking stalls at Town boat ramps and enforce invasive species removal policies.
- Encourage private and governmental property owners to install vegetative buffers and rain gardens along the shore of Rock Lake and Koshkonong Creek and along roads to infiltrate, cleanse, and cool runoff.

Programs

- Develop shoreline restoration and rain garden demonstration projects.
 - The Jefferson County Land and Water Conservation Department Cost-Sharing program provides up to 70% funding for streambank and shoreline protection for property owners.
-
- Acquire and/or partner on lake and streambank buffer land acquisitions or easements for water quality improvement and recreation.
 - Control erosion at boat landings and Rock Lake access points.
 - Encourage farmers to have and follow nutrient and manure management plans, limit the use of phosphorous fertilizers to levels recommended by soil tests, and participate in water quality and riparian buffer cost sharing and incentive programs.

Natural Resources Goal II

Protect groundwater resources because all drinking water and water for human and domestic livestock use in the Rock River basin comes from wells.

Objectives

- Protect open space within the Town of Lake Mills and encourage other municipalities to do so to maintain groundwater recharge.
- Direct development to the Lake Mills Sanitary Sewer Service Area to protect and improve groundwater quality.
- Encourage the use of rain gardens, bioswales, and porous pavement in developed areas to increase water infiltration and filtration.
- Prevent contamination of groundwater sources.

- Educate the public on water quality issues and how they can protect groundwater quality.
- Encourage farmers to participate in water quality cost share programs.
- Encourage Jefferson County to create a well water-testing program to monitor groundwater quality and ensure safe drinking water.
- Support the Rock River Basin GFLOW model to assess groundwater flow when making planning decisions.

Natural Resources Goal III

Preserve the valuable natural resources and natural environment in our community.

Objectives

- Partner with the WDNR, Jefferson County, and other organizations on acquisition and easement projects to preserve and protect lakes, streams, wetlands, shorelines, woodlands, and green space.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan.
 - Jefferson County Comprehensive Park and Outdoor Recreation Plan.
 - WDNR Wildlife Area Master Plans
 - Glacial Heritage Area Initiative Recommendations
- Identify potential quality parkland parcels.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan.
- Protect the connective function of environmental corridors for wildlife and natural plant communities.
 - Encourage development patterns that protect natural woodlands, wetlands, shorelines, and steep slopes (environmental corridors) from encroachment and destruction.

Policy

- Jefferson County Environmental Corridor Definition and development policies that limit development densities within designated environmental corridors to no greater than one dwelling unit per 10 acres. WDNR-delineated wetlands and 100-year flood plains should not be used in calculating allowable densities.
 - Jefferson County Flood Plain Ordinance
 - Jefferson County Shoreline Ordinance
 - WDNR Wetland and Shoreline Permit Rules
 - Explore conservation subdivision ordinances for Town Growth Areas
 - Consider site plan review for rural residential construction
- Require road, utility, and building construction to respect and preserve natural resources and to abide by erosion and runoff rules.

Policy

- State of Wisconsin Administrative Rules - Runoff
- Educate landowners on the proper care of natural areas and cost sharing programs.

Policy

- NRCS, WDNR, Jefferson County Land and Water Conservation Department, The Nature Conservancy, the Madison Audubon Society, Ducks Unlimited, and Pheasants Forever and Rock River Coalition provide educational and/or cost sharing programs.
- Encourage landowners, lake users, and governmental units and agencies to prevent the spread of and eradicate invasive aquatic and terrestrial species.

Natural Resources Goal IV

Provide a parks and recreation system that will enhance the lives and health of the people in our community.

Objectives

- Maintain and enhance the Town Parks and boat launches for public use.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan
- Partner with Jefferson County, the WDNR, and others to acquire important natural resource areas that can be used for public recreation.
- Encourage the expansion of a multi-use trail system that connects to State, Jefferson County, and City of Lake Mills trails. Incorporate paved bicycle/pedestrian trails along roads, trails within Homeowners Association commons areas, and improved access and walkways to and within Town parks.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan
- Jefferson County Comprehensive Outdoor Recreation Plan
- Jefferson County Pedestrianway/Bicycleway Plan
- Glacial Heritage Area recommendations
- Wisconsin State Trails Plan
- Pursue Rustic Road designation for North Shore Road, Kroghville Road, and the Newville Road, Airport Road, and Kuhl Road loop with road resident's approval.
- Encourage passive and active recreation in public parks, wildlife areas, waters, and open lands that does not conflict with neighboring agricultural uses.
- Enact guidelines for the collection of impact fees on new on new developments for acquiring and developing new parks and explore the use of those fees to purchase priority parkland parcels.

Cultural Resources Goal I

Support the preservation and restoration of culturally and historically significant buildings, sites, landscapes, and geological elements that reflect the Town's unique history and distinctive character such as Indian Mounds, one-room schoolhouses, churches, cemeteries, historic farm structures, drumlins, and lakeshores.

Objectives

- Develop and maintain an inventory of historic and archaeological sites.
- Encourage the adaptive re-use of historic and unique structures by private entities and governmental units.
- Protect and preserve archaeological artifacts found on Town-owned lands and encourage and educate private landowners to do the same.

Policy

- Wisconsin State Statutes 60.64 Historic Preservation gives the Town the power to regulate any place, structure, or object with a special character, historic interest, aesthetic interest, or any other significant value for the purpose of preserving the place, structure, or object.
- Under state law (Section 44.47 (4) Wisconsin Statutes), it is illegal to remove archaeological artifacts or conduct archaeological research on state and municipal lands without a permit from the Office of the State Archaeologist. The law applies to the bottomlands of lakes and rivers owned by the state or municipal governments and covers submerged sites such as shipwrecks. Permits are normally only given to professional archaeologists.
- As an incentive for the protection on archaeological sites on private lands, state statute provides property tax exemptions to property owners who formally agree to protect the sites.
- Native American mounds containing burial sites and local cemeteries are protected by the Wisconsin Burial Sites Preservation law (Wisc. § 157.70). The law requires the Burial Sites Preservation Program (part of the Wisconsin Historical Society) to identify/locate and catalog burials, respond to burial disturbances as they occur, regulate the permit process for disturbing burial sites, analyze human remains and work with owners of burial sites and Native American Tribes and Nations in our common mission to preserve and protect these important sites. Land owners may receive tax credits to preserve burial sites.

5.2 Agricultural Resources

Farming is a way of life in Wisconsin and an important part of our culture. Farms preserve natural resources, wildlife habitat, hunting areas and groundwater recharge areas as well as providing employment, food, fiber, and biofuel. Land use in the Town of Lake Mills is dominated by agriculture. Seventy four percent of the land area, 16,407 acres, is in agricultural production according to the latest land use data available from the Jefferson County Land Information Department. This predominance of agricultural land gives the Town of Lake Mills its rural character and atmosphere.

Agricultural products and processing are an integral part of the Jefferson County economy accounting for \$1.51 billion in economic activity and providing 10,850 jobs in the County¹. More information and goals for the agricultural economy and agricultural transportation issues are listed in Chapter 6, Economic Development Element.

Based on the 2000 US Census, 9.3 percent of the Town of Lake Mills population, 180 people, lived on farms. Nearly 11 percent of the employed adults, 113 persons over the age of 16, worked on farms. In Jefferson County the land in farms and number of farms decreased between 1997 and 2002 while average farm size and market value of farm products increased, see Figure 5.1 below.

Figure 5.1

USDA Census of Agriculture 1997 and 2002

Jefferson County	1997	2000	Change	Percent Change
Land in Farms	258,414 acres	247,914 acres	- 10,500 acres	- 4.1%
Number of Farms	1,493 farms	1,421 farms	- 72 farms	- 4.8%
Average Farm Size	173 acres	174 acres	+ 1 acre	+ 0.5%
Product Market Value per Farm	\$89,948.00	\$97,621.00	+ \$7,673.00	+ 8.5%

Agricultural production in the Town of Lake Mills features dairy, beef, horse, and hog farms, and large egg farms. Grains such as corn, soybeans, wheat, and oats are grown, as is hay for forage. Farmers use the roads access fields and facilities and to take their products to markets within and outside of the Town.

Agricultural Soils

Agriculture depends on good soils for maximum production and prime soils are the most desirable and valuable. Soil suitability for agriculture and development is discussed in Chapter 3, Land Use.

5.3 Cultural Resources

Before European settlement, the area that became the Town of Lake Mills was a hunting ground for the Winnebago and Potawatomi Indians and other cultures before them. Western Jefferson County is unique in that hundreds of mounds constructed by Native American can be found overlooking many of the rivers, streams, lakes, and wetlands.

In the Town of Lake Mills there are 129 records in the Wisconsin Historical Society Archaeological Inventory. Unfortunately many mounds have been destroyed over the years by construction, farming, and looting. The mounds, particularly conical mounds, may be burial sites and are protected from destruction by the Wisconsin Burial Sites Law. The major Indian Mound groups in the Town of Lake Mills are listed below:

- The Sandy Beach Group is next to Sandy Beach and partially in the trailer park. This group of mounds consists on 11 conical, 3 linear, one tapering linear, and one panther effigy.
- Elm Point mound group.
- A large group of burial mounds was located at Korth County Park. Most of these were destroyed and the remains burned. Some artifacts were sent to the Smithsonian Museum in Washington D.C. These mounds were built by the Woodland Culture.
- Many mounds were and are located all around Rock Lake, particularly along the south shore, and near the marshes around Bean Lake. These include effigy and conical burial mounds.
- The Wisconsin National Register of Historic Places lists the Bean Lake Islands in the Town of Lake Mills as an Archaeological District. A ceremonial site dating back to 1000 AD was located here.

The large Middle Mississippian stockaded village of Aztalan is just east of the Town of Lake Mills on the Crawfish River. This site may have been the first place in Wisconsin where agriculture was practiced. It is now Aztalan State Park.

Burial mounds are cemeteries and are protected by the Burial Sites Law. Excavation around the lake and County Roads A and S and Sandy Beach Road may unearth artifacts. Construction should stop at that point and the State Burial Sites Office should be contacted for a determination on what the artifacts area and on how construction should continue.

In 1837 Royal Tyler and Elihue Atwood made the first land claim in what became the Town of Lake Mills. The first buildings were built in June of that year. In 1840, Anne Pickett formed Wisconsin's first cheese cooperative on the north shore of Rock Lake. The Town of Lake Mills was established on February 22, 1845 and the first Town officers were elected that April. The plat of the Village of Lake Mills was filed in 1842 and the village incorporated in 1856.²

Baron Casper von Krogh built a dam and sawmill on Koshkonong Creek near the Dane County line in 1845 and the settlement later became known as Kroghville. A post office was established in 1865. By 1879 Krogh's patent cultivator factory, a cheese factory, an artificial limb factory, a flourmill, and a textile factory flourished in Kroghville. Many Kroghville residents moved to the hamlet of London when the Chicago and Northwestern railroad was built through London instead of Kroghville.

London, just south of Kroghville, became a tobacco packing and shipping center and developed into a summer resort area by the 1890's. The town eventually declined. The post office was closed in 1960 and the train service was discontinued.

The Wisconsin Architecture and History Inventory, housed at the Wisconsin State Historical Society in Madison, provides historical and archaeological data on buildings, structures, and objects. This inventory is not a comprehensive list but does provide a record of reported historic built structures and a few distinguishing features of each.

There are 15 records in the inventory for the Town of Lake Mills, which include private homes, agricultural structures, one room school houses, and churches. The following is a list of the structures that are local landmarks:

- St. John's Evangelical Lutheran Church, a gothic revival structure.
- The Dick Paiden House at the corner of County Roads B and O built in 1851.
- Joint School District #13, a one room school on the north side of Townline Road built in 1882
- The Brick Street School, a front gabled cream brick one room school built in 1860.

These cultural resources demand and deserve our protection. Historic buildings, constructions, and landscapes form the cultural fabric of the Town of Lake Mills, keeping alive its history.

5.4 Natural Resources and Recreation

The Town of Lake Mills is rich in natural resources, the most striking being Rock Lake. Proximity to boating, hunting, biking, and hiking attracts people who work Madison and Milwaukee to live and play in the Town of Lake Mills. The natural resources that add so much to the quality of life in the Town must be protected, maintained, and improved so that their natural functions are not lost. This section describes the numerous natural resources and the natural history of the Town of Lake Mills.

Glaciation, Elevation and Geology

The current topography of Jefferson County was formed when the Wisconsin glaciation receded about 12,000 years ago. The glacier periodically stopped on its northern retreat and as it melted soil and rocks were deposited in arcs of low hills called recessional moraines. One of these moraines is located north and west of Rock Lake, shown as the large areas of high elevation on the map below. Stony Brook bisects some of the hills, creating a rugged and picturesque area with vistas and overlooks.

The northern third of the Jefferson County has one of the three classic drumlin fields in the United States and includes the drumlins in Shorewood Hills and Korth County Park. Drumlins were formed by glacial ice and are oriented in the direction the glacier moved. Figure 5.2 to the right indicates the highest drumlins as oval hills running northeast to southwest in the direction of the ice flow and the moraine as large areas of high elevation. Korth County Park is located on a drumlin.

Depressions between the drumlins often contain wetlands. Wetlands have also formed on prehistoric lake-laid clay, silt, and sand and accumulations of peat and windblown silts south and north of Rock Lake and at the London Marsh.

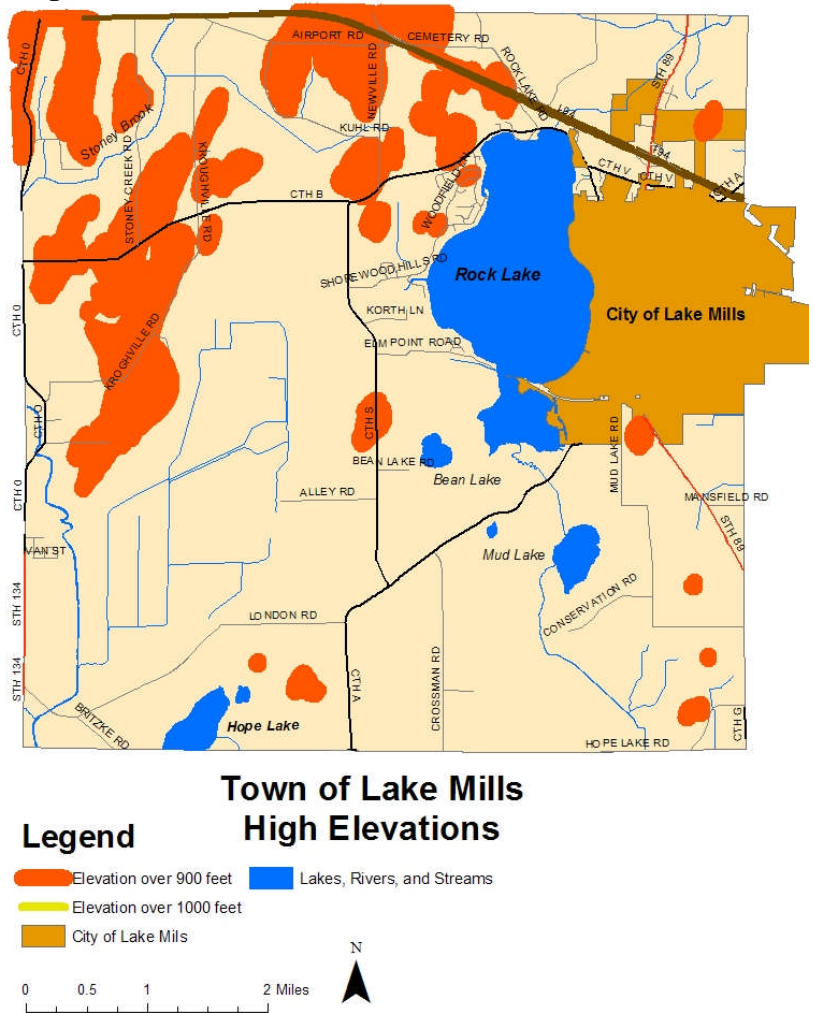
A fairly level area reaching from north of Lake Mills south to Lake Ripley was created when melt water from the glacier carried smaller rocks and finer soil particles to the south. This formation is called an outwash plain. Some of the best farmland in the Town of Lake Mills is found on the silty and loamy soils of the outwash plain.

Platteville-Galena dolomite bedrock underlies Jefferson County. Cambrian sandstone underlies parts of the western half of the county from Jefferson to Lake Koshkonong. Pecambrian rock called Waterloo quartzite forms outcrops in northwestern Jefferson County that create an important area for groundwater infiltration.

Soils

The upland soil associations in the Town of Lake Mills include Whalan-Kidder, Fox-Casco-Matherton, and Kidder-McHenry-Rotamer. The upland soils are generally loamy and well to excessively well drained and steep to gently sloping. Level upland soils are generally good for building construction. Most of these soils are suitable for agriculture and some uncultivated areas are used for timber or pasture. The Houghton-Adrian soil association of organic, poorly drained, peat and muck soil types is typical of

Figure 5.2



the lowlands around the lakes and wetlands. Some of this land, such as the London Marsh, was drained and tilled for farming and vegetable production and is now being restored to wetland.

Vegetation

Today 74 percent or 16,047 acres in the Town of Lake Mills is in agricultural production or uncultivated land. 2,520 acres or 12 percent is wetland and 289 acres or 1.3 percent is in upland woods. Prior to European settlement in the 1830's most of the Town was probably a mix of white oak-black oak-bur oak openings with occasional oak groves and prairie grasses and forbs surrounded the stately trees. The London Marsh and the DNR Wildlife Areas were large marshes and wet prairies.³

Upland Woods

Upland woods cover about 290 acres of the Town of Lake Mills; see Figure 5.3 to the right. Most of the larger woodland tracts are found in the Stony Brook area west of Rock Lake and along the edges of the wetlands north and south of Rock Lake. Upland woods border the tamarack bog on the north edge of Hope Lake, creating a rich and diverse environment.

Environmental Corridors

The *Jefferson County Agricultural Preservation and Land Use Plan* (1999) defines environmental corridors as any land that meets any of the following criteria: Public-owned park, recreation, and conservancy lands.

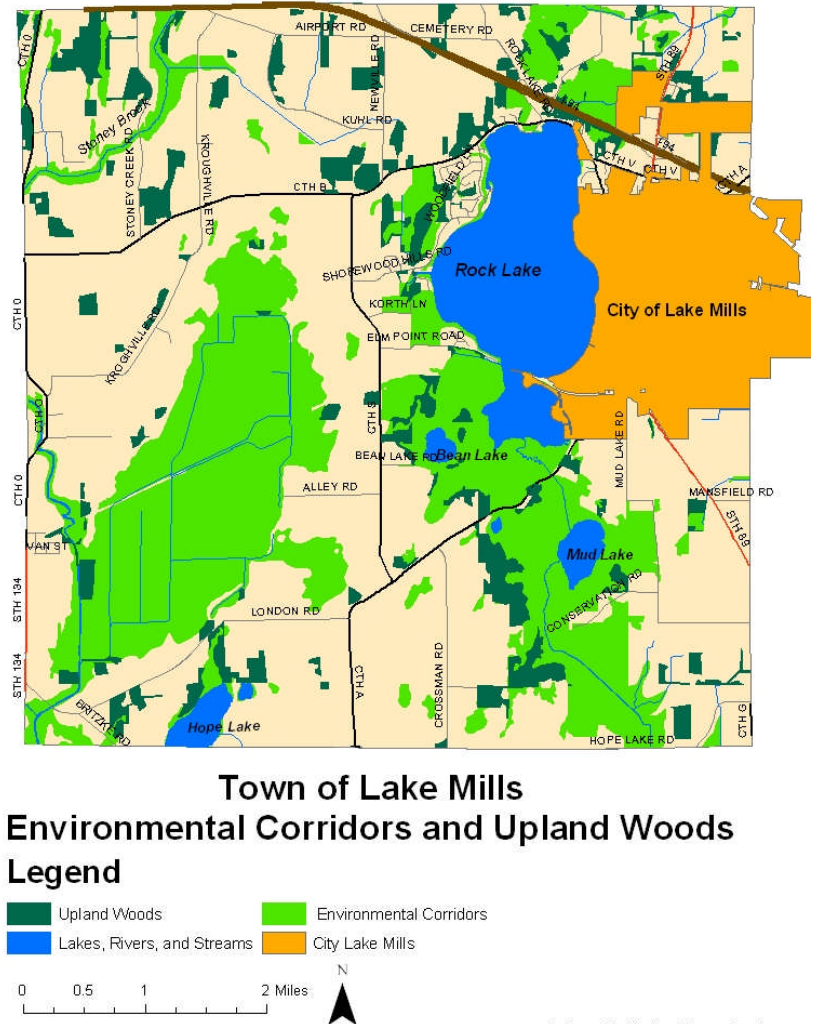
- Water bodies and wetlands mapped as part of the DNR Wetland Inventory.
- 100-year Floodplains based on Federal Emergency Management Administration (FEMA) maps.
- Contiguous woodlands over 10 acres in size.
- In addition, any land with a slope over 20% should be considered as an environmental corridor.

Significant natural resources, cultural sites, and good agricultural lands are often found within environmental corridors; see Environmental Corridor and Upland Woods Figure 5.3 above. These continuous areas of environmentally sensitive land should be protected from nonagricultural development.

Lakes

Rock Lake is a dominant feature in the Town of Lake Mills, see Figure 5.4 on page 5-12. The lake is 1,371 acres in size, including Marsh Lake, and has a maximum/mean depth of 56 feet. It has 6.2 miles of shoreline and drains a watershed of 12 square miles.

Figure 5.3



A Priority Lake Project was initiated in 1999 and was scheduled for completion in 2006. The project addressed non-point source pollution and degradation of near shore habitats that threaten water quality and fish and wildlife habitat functions. The Department of Natural Resources has designated Korth Bay, Shultz Bay, Marsh Lake, and the millpond as sensitive areas for critical fish habitat.⁴ The lake is used extensively for recreation and fishing.

Bean Lake is 33 acres in size and has a maximum/mean depth of 6 feet. It is an alkaline seepage lake and a designated State Natural Area. Mud Lake, also in the Rock Lake wetland complex, is 8 acres in size and no depth is given. These two lakes are used for hunting, non-motorized boating, and nature study.

Hope Lake is partially in the Town of Lake Mills and partially in the Town of Oakland. Hope Lake is 142 acres in size with a maximum/mean depth of 24 feet. The Oakland Conservation Club aerates Hope Lake in the winter to reduce fish kill from freezing. A pristine tamarack bog, with bog plants not commonly seen in southern Wisconsin, is found on the north end of the lake in the Town of Lake Mills. The bog has been acquired by the WDNR.

Rock Lake, Mud Lake, and Bean Lake are in the Lower Crawfish River Watershed. Hope Lake is in the Lower Koshkonong Creek Watershed.

Streams

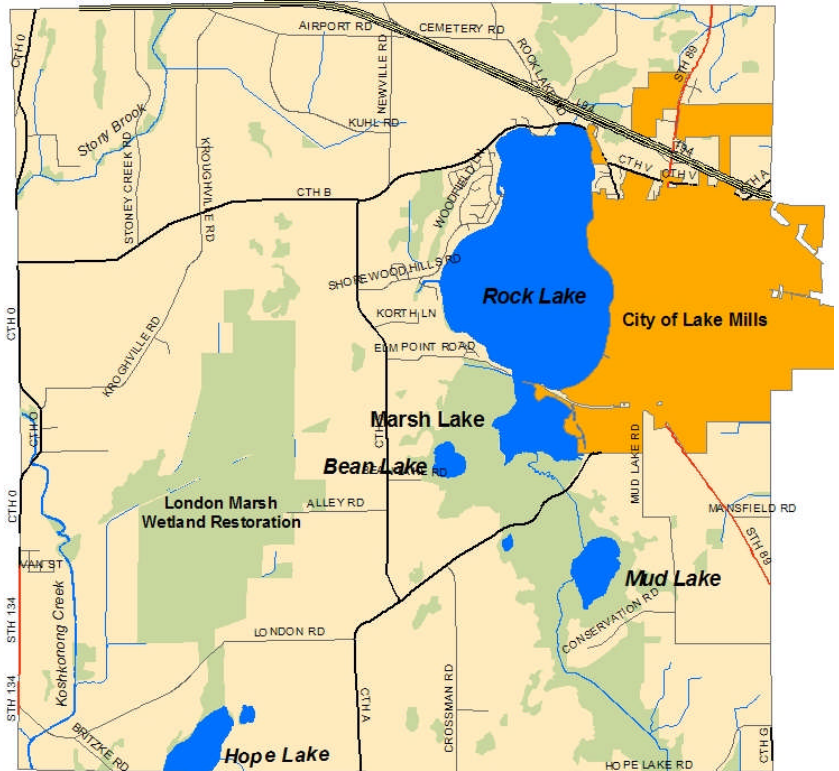
Stony Brook drains the northwestern portion of the Town; see Figure 5.4 to the right. This area has relatively rugged topography with the highest elevations in the Town. Stony Brook is 15 miles in length and is considered a warm water fish community. Among problems and impacts on Stony Brook are nonpoint source pollution, habitat degradation, and sedimentation⁵.

Koshkonong Creek drains the far western portion of the Town. The creek is 24 miles long and is also a warm water sport fish community. Problems and impacts include low dissolved oxygen, habitat degradation, turbidity, and nutrient enrichment.

Wetlands

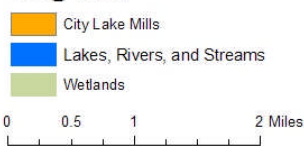
About 2,500 acres of wetlands are found in the Town of Lake Mills, see Figure 5.4 above. Most of the wetlands are located around Rock Lake. Extensive wetlands, called the London Marsh, west of Rock Lake were drained for agriculture and have been purchased by the Madison Audubon Society for restoration. The area will eventually become a State Wildlife Area managed by the DNR and portions of it may be designated as a State Natural Area.⁶

Figure 5.4



**Town of Lake Mills
Water and Wetlands**

Legend



Wildlife

Bird life is abundant in the Town of Lake Mills, particularly waterfowl that frequents the lakes and marshes. Commonly seen waterfowl include red-breasted and common mergansers, canvasbacks, lesser scaups, buffle heads, loons, grebes, white pelicans, and a variety of shore and marsh birds. Eagles have been making a comeback in Jefferson County and are seen occasionally. The Department of Natural Resources has designated the Lake Mills Wildlife Area for habitat preservation and recreational hunting.

Highly sensitive shallow water areas along the shore of Korth Bay led to DNR support for the purchase of Korth Park by Jefferson County. Areas such as the bulrush beds at Korth Park provide habitat for rare reptile species and fish breeding areas. Fishing is good for bluegills, small mouth and large mouth bass, walleye, and northern pike.⁷ Wetland, prairie, and woodland restorations at Korth Park are providing upland habitat for waterfowl, birds, reptiles, and mammals.

The uplands and lowlands provide habitat for a variety of game animal, furbearers, birds, raptors, small mammals, reptiles, and amphibians. Deer herds, wild turkey flocks, coyotes, and fox are commonly seen throughout.

Rare Species

Both aquatic and terrestrial rare plant and animal species and/or plant communities are found in the Town of Lake Mills, predominantly in the wetlands south of Rock Lake, adjacent to Hope Lake, and along Koshkonong Creek.⁸ A 195-acre State Natural Area was designated around Bean Lake in 1973. A tamarack bog and shrub-carr surrounds Bean Lake and extends to Rock Lake. Some characteristic bog species have been found here. Bird species nesting within the natural area include green-backed herons, wood duck, mallard, blue-winged teal, sandhill crane, great horned owl, and long-eared owl. A fen is located adjacent to the inlet stream to Mud Lake. Fens are uncommon natural communities that occur in alkaline conditions and fen plant species have been documented here⁹. Some parts of the London Marsh and Hope Lake Bog may be designated as State Natural Areas in the near future.

5.5 Recreation, Parks, and Trails

The Town of Lake Mills completed a *Comprehensive Park and Outdoor Recreation Plan* in 2005. Through the public planning process a vision statement was created to guide the park system and protection of natural resources:

Town of Lake Mills Vision Statement on Parks and Recreation

- The Town Board of the Town of Lake Mills is committed to creating a parks and recreation system that will enhance the lives of the people in our community.
- We will purchase land or collaborate with other government entities to acquire land to provide adequate green space as required to maintain the quality of life we now enjoy and to retain the rural character of our community.
- We will appropriate the necessary funds required to purchase and develop a parks system through impact fees on development and mutually beneficial partnerships with other units of government, agencies, and private donors.
- We will create an environment that provides green space for many diverse types of outdoor activities.

- We will create a parks and recreation system that will inspire people to come and visit our area to use and enjoy our many recreational opportunities.

All of the public land in the Town of Lake Mills is listed in Figure 5.6 on page 5-15. Several Town parks totaling 3.2 acres have been dedicated along the western shore of Rock Lake, see Figure 5.5 below. The Town has four boat landings on Rock Lake including the boat ramp at Jefferson County's Rock Lake Park. Boat landing fees are used exclusively for boat landing improvement and maintenance. The Rock Lake Homeowners Association maintains eight acres of common land and pedestrian walkways between subdivision areas for use by members.

Jefferson County maintains Korth County Park and Rock Lake Park, both on the shores of Rock Lake. The Wisconsin Department of Natural Resources has jurisdiction over the Lake Mills Wildlife Area, Sandhill Station Campground, an 80 acre parcel just north of Rock Lake, and the Hope Lake Bog on the north side of Hope Lake. The Madison Audubon Society purchased the London Marsh, which will be turned over to the WDNR.

Figure 5.5

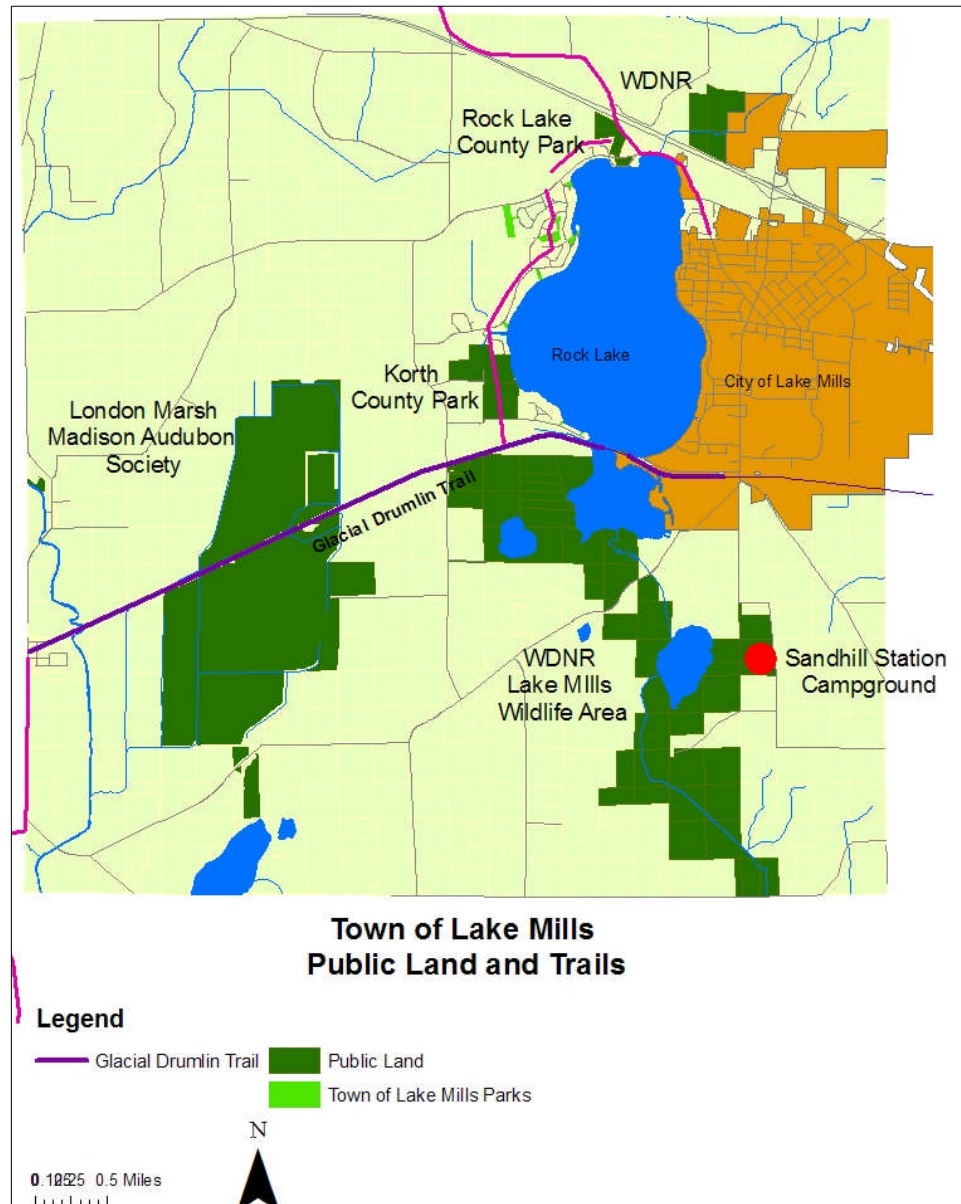


Figure 5.6

Park	Acres	Amenities
Town of Lake Mills		
Ferry Park	1.50	Boat landing, picnic tables, swimming, restroom
Schultz Park	0.15	
White Oak Park	0.60	
Miljola Shores Park	0.60	
Elm Point Landing	0.15	Boat landing
Shorewood Hills Tot Lot	0.10	
Rock Lake Park Boat Landing	1.00	Boat landing, swimming
Jefferson County		
Korth County Park	89.0	Trails, shelter, restroom, prairie restoration, wetland restoration
Rock Lake Park	23.0	Shelters, trail, playground
Wisconsin Department of Natural Resources		
Lake Mills Wildlife Area	1,199	Hunting
Sandhill Station Campground		Rustic Camping
London Marsh – Madison Audubon Society	1,402	Wetland Restoration
Glacial Drumlin Trail		Biking, hiking, snowmobile

2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP)

Since the *Town of Lake Mills Comprehensive Outdoor Recreation Plan* was completed in 2005, the WDNR prepared a new statewide recreation plan to identify essential issues that affect the future of outdoor recreation and to make appropriate recommendations. The Town of Lake Mills is located in the Southern Gateways region for this report, which includes Dodge, Jefferson, Rock, Green, Dane, Columbia, Sauk, Lafayette, Richland, and Iowa Counties.

Several surveys were conducted to gauge demand for recreational activities. Many of the most popular activities are already provided in the Town of Lake Mills. State Park users were surveyed over a number of years and the top fifteen Wisconsin recreational activities by participants age 16 and over are:

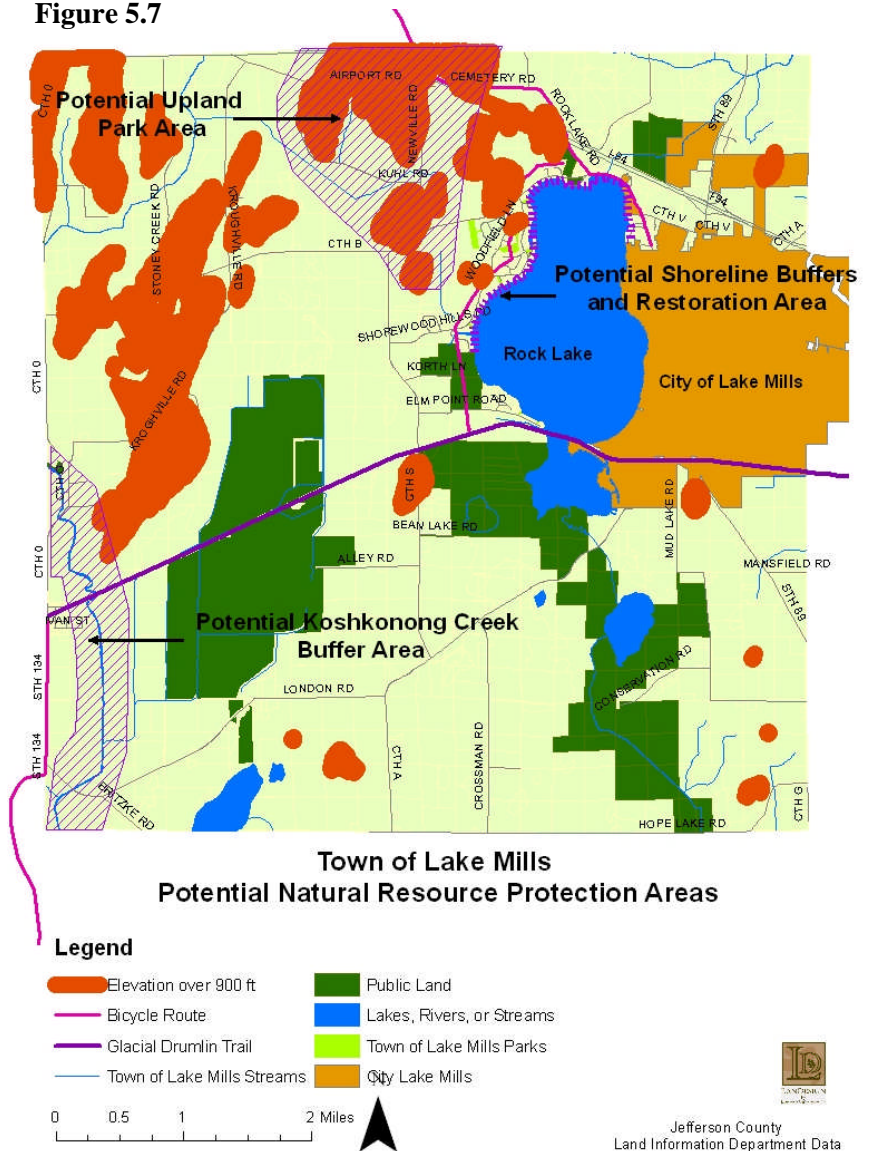
- Walking for pleasure 86%
- Family gathering 79%
- View/photograph natural scenery 68%
- Gardening or landscaping for pleasure 65%
- Visit nature centers, etc. 65%
- Driving for pleasure 60%
- View/photograph wildlife 57%
- Attend outdoor sports events 57%
- Picnicking 57%
- Sightseeing 55%
- View/photograph wildflowers, trees, etc. 50%
- Bicycling 49%
- Visit a beach 47%
- Swimming in lakes, streams, etc. 46%
- Visit historic sites 45%

Natural Resource Protection and Potential Parkland Acquisition

The Town of Lake Mills identified several important resource protection areas, shown on Figure 5.7 to the right, that include the Rock Lake Shoreline, the Koshkonong Creek Shoreline, and the drumlins and hills northwest of Rock Lake. These areas include rugged topography, good views, and potential streambank and shoreline restoration areas that impact water quality, and groundwater infiltration zones. A list of potential acquisitions and conservation recommendations is given below:

- Consider changing the way land dedications work by identifying potential quality parkland parcels and pooling fees-in-lieu of land to purchase quality parkland outside of subdivisions. If such identified land falls within a subdivision plat, require the developer to dedicate that land as parkland.
- Consider acquisition of property that will improve water quality such as buffers between housing and the lake, buffers between the road and the lake, and buffers along Koshkonong Creek.
- Consider the purchase of the property on the curve of County Road A and improve erosion control and the shoreline.
- Consider acquisitions or partnering in acquisitions on Hope Lake.
- Consider acquisition of large wooded parcels if they become available.
- Consider acquisition along the creek that runs by Miljola Shores to protect water quality.
- Protect greenspace now.
- Educated landowners on land protection strategies such as donating marginal land to the Town and receiving a tax deduction and purchase of conservation easements.
- Consider acquisition, if land becomes available, of the woods in the Lost Lake Area and the hills in the vicinity of Newville Road and Hwy B. Partner with other units of government, agencies, and organizations to fund purchases.

Figure 5.7



Park Initiatives

The Town of Lake Mills identified the following initiatives for public recreation and natural resource preservation and improvement:

- Work with the DNR to develop some marked trails on DNR land.
- Develop a marked bike route from Sand Hill Station campground to the Glacial Drumlin Trail.

- Do not approve any more boat launches – the lake is overused already.
- Focus on improving water quality.
- Develop shoreline restoration and rain garden demonstration projects.
- Work with Jefferson County and the DNR on acquisitions.
- Reach a conclusion about the maintenance of Korth Lane with Jefferson County.
- Consider initiatives to enhance the quality of life of Town residents.
- Work with the City of Lake Mills to improve the water quality of Rock Lake, to control polluted storm water runoff, and address other water quality issues such as phosphorous fertilizer and boat traffic.

Trail Initiatives

Biking and driving for pleasure are two of the most popular recreational activities. Residents also travel to work, school, or shopping by bike. Bikers already travel through the Town of Lake Mills on the Glacial Drumlin Trail and Jefferson County’s Inter-municipal Bike Route. These routes are further discussed in the Transportation Element Chapter 6, please see figure 6.2 on page 6-9. The following routes are proposed for bike routes and rustic road designation:

- An off-road bike route connecting the Glacial Drumlin Trail to Sandhill Station Campground along Mud Lake Road.
- An off-road bike path along Hwy 89 to St. Paul’s Lutheran School.
- An paved shoulders on County Road A, London Road, Britzke Road, Hope Lake Road, and County Road O to create a loop around Hope Lake and to connect Hope Lake to London and the Glacial Drumlin Trail. This trail could also connect to a proposed Dane County trail from Cam-Rock Park through Cambridge and north along Koshkonong Creek.

Rustic Roads

The Town of Lake Mills currently has no roads officially designated as Rustic Roads. The Wisconsin Department of Transportation accepts Rustic Road applications. A petition signed by the residents along the road is required. Rustic road help preserve the inherent character of Wisconsin and draw pleasure drivers and tourists to the area.

The following roads are Rustic Road candidates and there may be others that residents would like to nominate:

- North Shore Road through hilly wooded and marsh areas.
- A loop created by Kuhl, Airport, and Newville Roads, which circles a drumlin and has picturesque farm and country views.
- Kroghville Road has views of the London Marsh and countryside.

¹ UW-Extension. 2004. Jefferson County Agriculture: Value and Economic Impact.

² Swart, Hannah. 1975. Koshkonong Country. W.D. Hoard & Sons Co. Fort Atkinson, WI.

³ Micheal Ayers. Personal correspondence based on review of 1830’s surveyor records for the Town of Lake Mills. 1998.

⁴ Jefferson County Land and Water Conservation Department. Jefferson County Land and Water Resource Management Plan 2000-2005.

⁵ Jefferson County Land and Water Conservation Department. Jefferson County Land and Water Resource Management Plan 2000-2005.

⁶ Mark Martin. Personal correspondence.

⁷ Wanie, Richard. Canoeing the Land of Blackhawk. 2003. Richard Wanie.

⁸ Wisconsin Department of Natural Resources. Bureau of Endangered Resources.

⁹ Department of Natural Resources. Jefferson County Natural Area Inventory. April 1985.

Chapter 6 Transportation Element

The Transportation Element goals, objectives, policies, maps, and programs guide the future development of various modes of transportation including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking, and water transportation.

The Town of Lake Mills is in a rural area and most transportation takes place by automobile. Few public transportation options are available to Town residents though many work outside the Town. Farmers often use the roads to move machinery between fields and to take crops and livestock to barns, storage facilities, and markets. Increasing traffic on Town roads can result in conflicts with slow moving farm machinery.

Interstate 94 travels through the northern part of the Town of Lake Mills and provides easy access to Madison, Waukesha, and Milwaukee. Many residents who enjoy living on or near Rock Lake travel between home and work on I-94 and the Town is, in some respects, a bedroom community to these larger metropolitan areas.

Many Town residents are attracted by the recreational activities that are available nearby. They enjoy biking and walking along Town roads and streets as well as on the Glacial Drumlin State Trail and the bike path in Korth County Park. The bike routes around Rock Lake provide opportunities for Town residents to bike to work or school. Recreational boating and fishing on Rock Lake are very popular and boat ramps may be filled to capacity on summer weekends.

The Town of Lake Mills has no railways but access to railroad terminals is important for the movement of grain and manufactured products in Jefferson County. The nearest local airport is in Watertown.



Bikers enjoy the view of Rock Lake at Korth County Park

The transportation element strives to integrate the need for high quality roadways and non-motorized transportation routes with the desire to maintain and enhance the rural atmosphere, to provide opportunities for recreation and exercise, and to provide multi-modal transportation networks in a sustainable manner in the Town of Lake Mills.

6.1 Transportation Goals, Objectives, Policies, and Programs

Transportation Goal I

Maintain a safe multi-modal transportation network in good repair and condition.

Objectives

- Continue annual road tours and the PASER evaluation rating system for road maintenance and project budgeting purposes.
- Maintain the Town of Lake Mills Police Department and the Lake Patrol to enforce traffic regulations and respond to emergencies on roadways and Rock Lake.

- Require developers to adhere the street standards required by the Town of Lake Mills Land Division Ordinance in new developments.
- Enforce the Town of Lake Mills driveway and culvert ordinance on new construction to ensure safety and emergency service access.

Policy

Town of Lake Mills Driveway Ordinance

- Control the costs of road repair, maintenance, snow plowing, and mowing.
- Maintain open communication and share information with surrounding jurisdictions and WisDOT on road projects and plans.
- Encourage the Jefferson County Highway Department to maintain and improve County highways and roads including Korth Lane, which provides access to Korth County Park.
- Encourage the WisDOT to maintain and improve State Highway 89 and Interstate 94.

Transportation Goal II

Provide residents with a variety of transportation choices including pedestrian, bicycle, moped, electric vehicle, and public transportation.

Objectives

- Providing connections between municipalities by encouraging the addition of paved shoulders to County highways for bicycle and pedestrian use.

Policy

- Jefferson County Pedestrianway/Bicycleway Plan
- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan 2005-2010
- Encourage the addition of paved shoulders and off-road bike/pedestrian routes in residential areas in the Town of Lake Mills and around Rock Lake to connect the Town to the City of Lake Mills.

Policy

- Jefferson County Pedestrianway/Bicycleway Plan
- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan 2005-2010
- Support the addition of paved shoulders to Town roads where feasible for bicycle and pedestrian use.
- Design roads, recreational trails, and facilities to minimize conflicts between different uses such as bicycles, pedestrians, ATVs, snowmobiles, boats and boat trailers, mopeds, and electric vehicles.
- Educate pedestrians and bicyclists on the safe use of roadways for non-motorized travel.

Transportation Goal III

Require the design of residential neighborhoods and commercial districts to incorporate an efficient road network and opportunities for pedestrian and bicycle travel.

- Require developers to provide vehicle and non-motorized connections between residential and commercial districts in the Town of Lake Mills and the City of Lake Mills in order to minimize short car trips on arterials.
- Require developers in the City of Lake Mills North and South Growth Areas to provide traffic impact analysis for large developments.
- Enact reasonable standards for road width to minimize the land used for roads.

Policy

- Town of Lake Mills Land Division Ordinance
 - Explore Traditional Neighborhood Design standards
- Minimize the size of paved parking lots and require the infiltration of stormwater from parking lots.

Policy

- Explore best management practices and design requirements to infiltrate and manage stormwater run-off in residential and commercial districts.

Transportation Goal IV

Utilize road alignment and construction practices that minimize damage to natural resources, agricultural land, and private property.

- Require best management practices for erosion and stormwater control during road construction.
- Review road alignments to minimize cut and fill and degradation to surrounding woodlands, streams, wetlands, and agricultural land.
- Require road contractors to work with farmers to minimize or repair damage to fields and tile lines and to maintain access to fields.
- Keeping in mind safety, minimize the use of road salt to the extent practicable to protect ground and surface water resources.
- Discourage the construction of large impermeable surfaces.
- Encourage the use of pervious pavement and water infiltration devices in road, driveway, and parking lot construction.

Transportation Goal V

Respect the right of farm equipment to use roads to access fields, suppliers, and processors.

Objectives

- Educate residents and developers on the rights of slow moving farm equipment to use roads.
- Require slow moving vehicle signs on farm equipment.
- Maintain roads that can support the weight of farm equipment.

Transportation Goal VI

Require that road improvements maintain scenic rural quality to the extent feasible.

Objectives

- Explore participation in the Wisconsin Rustic Roads Program.
- Encourage road contractors to minimize the footprint of roads and streets and retain and protect scenic features such as trees, historic buildings, and other unique landscape elements that do not compromise motorist safety.

Policy

- Allow sub-standard road widths where feasible and motorist safety is not affected.

6.2 Modes of Transportation in the Town of Lake Mills

Vehicular roadways are used as the primary transportation network in the Town of Lake Mills. Residents use roads to travel to work, school, shopping, and recreation areas. Farmers use roads to travel to fields, storage facilities, and markets.

According to the 2000 U.S. Census, 85.9 percent of Town of Lake Mills workers age 16 and over get to work by car, truck or van and 76.5 percent of those travel alone. Each private vehicle transports an average of 1.06 workers. Only 9.3 percent of workers carpooled to work and 0.9 percent took public transportation, probably a van pool. 4.4 percent of workers walked to work, 0.2 percent rode a bicycle, and 8.0 percent worked at home.

The mean travel time to work is 22.7 minutes and 78.8 percent of workers travel for less than 35 minutes, indicating that most workers drive to work within Jefferson County, west to Madison, or east to western Waukesha County. Interstate 94 reduces travel time for those working outside the County. The morning rush hour occurs between 6:30 am and 8:00 am when 47.1 percent of all workers leave for work. Details on these statistics are provided in Figure 6.1 on page 6-5.

Figure 6.1

Subject	Number	Percent
MEANS OF TRANSPORTATION AND CARPOOLING		
Workers 16 and over	1,049	100.0
Car, truck, or van	901	85.9
Drove alone	803	76.5
Carpooled	98	9.3
In 2-person carpool	81	7.7
In 3-person carpool	15	1.4
In 4-person carpool	2	0.2
In 5- or 6-person carpool	0	0.0
In 7-or-more-person carpool	0	0.0
Workers per car, truck, or van	1.06	(X)
Public transportation	9	0.9
Bus or trolley bus	6	0.6
Streetcar or trolley car (público in Puerto Rico)	0	0.0
Subway or elevated	0	0.0
Railroad	0	0.0
Ferryboat	0	0.0
Taxicab	3	0.3
Motorcycle	0	0.0
Bicycle	2	0.2
Walked	46	4.4
Other means	7	0.7
Worked at home	84	8.0
TRAVEL TIME TO WORK		
Workers who did not work at home	965	100.0
Less than 10 minutes	227	23.5
10 to 14 minutes	150	15.5
15 to 19 minutes	96	9.9
20 to 24 minutes	102	10.6
25 to 29 minutes	59	6.1
30 to 34 minutes	128	13.3
35 to 44 minutes	70	7.3
45 to 59 minutes	91	9.4
60 to 89 minutes	30	3.1
90 or more minutes	12	1.2
Mean travel time to work (minutes)	22.7	(X)
TIME LEAVING HOME TO GO TO WORK		
Workers who did not work at home	965	100.0
5:00 to 5:59 a.m.	90	9.3
6:00 to 6:29 a.m.	81	8.4
6:30 to 6:59 a.m.	136	14.1
7:00 to 7:29 a.m.	184	19.1
7:30 to 7:59 a.m.	134	13.9
8:00 to 8:29 a.m.	59	6.1
8:30 to 8:59 a.m.	29	3.0
9:00 to 11:59 a.m.	50	5.2
12:00 to 3:59 p.m.	80	8.3
All other times	122	12.6

Source: U.S. Census Bureau, Census 2000 Summary File 4

Bus Service

Badger Bus serves travelers between Milwaukee and Madison, many of whom are commuters and students attending the universities in each city. Buses stop at the Citgo Station at STH 89 and Interstate 94 upon request. A regular stop is scheduled several times daily at the Johnson Creek Outlet Mall, about 10 miles east of Lake Mills.

State Van Pool Ridership Program

The State Van Pool provides alternate transportation for state and non-state employees commuting to Madison from outside communities. The van pool leaves from downtown Lake Mills and serves east side Madison businesses and the State Capitol area in the morning and evening.

Lake Mills Ride-Share Taxi

Brown Cab Service provides taxi service in Lake Mills that is funded through federal, state, and city appropriations. The taxis serve the City of Lake Mills and the adjacent subdivisions in the Town. Vans are available for persons with disabilities.

Pedestrians and Bicycles

Pedestrians and bicyclists enjoy the 51 mile Glacial Drumlin State Trail, a packed gravel multi-use trail that connects the City of Lake Mills with Waukesha to the east and with Cottage Grove on the west. In the winter the trail is open to snowmobiles and cross-country skiing. The trail bridges the southern end of Rock Lake and pedestrians and bikers can circle Rock Lake on County and City of Lake Mills designated bicycle routes. A trail spur connects the Glacial Drumlin State Trail to Elm Point Road and to a multi-use path in Korth Park that terminates on Cedar Lane. No sidewalks or bike lanes are available in the Shorewood Hills subdivision area. Pedestrians often walk, jog, or walk their dogs on narrow shoulder.

Slow-moving, Wide Loads, and Farm Equipment

Agriculture is a significant part of life in the Town of Lake Mills. Slow moving, wide farm equipment and suburban drivers may be in conflict at times. Farmers use roads to access fields and haul grain to elevators. All slow moving vehicles must display a slow moving vehicle sign and public education is needed on its significance.

Watercraft, Snowmobiles, All-Terrain Vehicles

The Town of Lake Mills has many vacation homes and cottages along Rock Lake. The Town provides three boat ramps which are located at Rock Lake Park on the north end of Rock Lake, Ferry Park on the west shore, and on Elm Point Drive at the south end of the lake. Four boat ramps are available in the City of Lake Mill. Boats are used for recreational and scientific purposes and may include fishing boats, pontoon boats, ski boats, recreational boats, canoes, kayaks, and personal watercraft (jet skies).

There are 235 miles of County snowmobile trails and 290 miles of club trails in Jefferson County. Clubs maintain all the snowmobile trails with some County funding. A County trail bisects the Town of Lake Mills from north to south and connects to Lake Ripley and Waterloo; see Figure 6.2 on page 6-9. Frozen Rock Lake is very attractive to snowmobilers in the winter.

All-Terrain Vehicles are used on private property and on frozen Rock Lake to access ice fishing shanties. ATV's are not legally used on roadways. There are no public ATV trails in Jefferson County.

Aviation

The principle airports serving the Town of Lake Mills are:

- Watertown Municipal Airport, 15 miles northeast of the City of Lake Mills
- Fort Atkinson Municipal Airport, 19 miles south of the City
- Dane County Regional Airport, 26 miles west in the City of Madison
- Milwaukee's General Mitchell International Airport, 57 miles east
- Chicago/Rockford International Airport, 75 miles to the south
- Chicago's O'Hare International Airport, 126 miles southeast

Wisconsin State Airport System Plan 2020¹

The State Airport System Plan assesses existing Wisconsin Airports and predicts future usage and upgrades. **Watertown Municipal Airport** is the closest airport to the Town of Lake Mills, located about 15 miles to the northeast on the south side of Watertown. According to the report, the airport is classified as a Transport/Corporate airport that serves corporate jets, small passenger and cargo jets used in regional service and small piston and turbo-prop commuter planes. The airport has two runways: 4430 ft x 75 ft. and 2801 ft. x 75 ft. Both hangers and tie-downs are available for parked planes. On average 159 aircraft land or take-off daily at the airport. Sixty percent of the traffic is local, 28 percent is transient general aviation, 9 percent is air taxi, and 2 percent is military. About 90 aircraft are based in Watertown.

Railroads

While truck traffic is the dominant mode of freight transportation in Wisconsin, freight rail continues to play a vital role in the movement of products for Wisconsin companies. Wisconsin's 10 railroads last year carried more than 2.7 million carloads of freight weighing in at nearly 164 million tons².

Commodity forecasts produced for the Wisconsin Department of Transportation indicate that the state's freight rail tonnage is expected to grow by more than 50 percent by 2020. Major growth categories include:

- Intermodal Shipments – 126 percent
- Concrete, Glass and Stone – 94 percent
- Food Products – 91 percent
- Pulp and Paper Products – 72 percent

No operating railroads pass through the Town of Lake Mills, the closest access being the Union Pacific line through Johnson Creek about 5 miles to the east. The Glacial Drumlin State Trail is located on a former railroad-right-of-way. Railroad transportation of raw materials, goods, and agricultural products - especially corn, soybeans and ethanol is important to the local economy. Residents may also use rail passenger service as an alternative mode of transportation.

Three railroads serve Jefferson County freight customers:

- The Union Pacific runs from Fort Atkinson through Johnson Creek and Watertown to Clyman Junction in Dodge County. Union Pacific is a Class I railroad meaning that it had 2003 operating revenue of at least \$277.7 million.
- Canadian Pacific (Soo Line) operates from Milwaukee through Watertown to LaCrosse. Canadian Pacific is also a Class I railroad.
- Wisconsin & Southern operates from Watertown through Waterloo to Madison and also from Waukesha through Palmyra, Whitewater, and Janesville to Madison. Wisconsin & Southern is a Regional railroad meaning it operates 350 miles or more of track or has revenues exceeding \$40 million.

Rail Passenger Service

Passenger service is available on the Amtrak Empire Builder at Columbus in Columbia County. The Empire Builder runs from Milwaukee to Spokane, Washington and Portland, Oregon. The Hiawatha runs from Milwaukee to Chicago with a stop at General Mitchell International Airport. Chicago Metra commuter rail is available from Harvard, Illinois and from Kensosha, Wisconsin to downtown Chicago and stops in between.

The Wisconsin Department of Transportation is currently studying the feasibility of bringing Chicago commuter Metra service to Walworth and Rock Counties and a commuter line from Chicago to Milwaukee. A proposed Milwaukee to Madison High Speed Rail corridor is part of

the Midwest Regional Rail Initiative, a 3,000-mile Midwest passenger rail network radiating from Chicago and serving nine states. An Environmental Assessment of the proposal has been prepared to date.

Rail and air transportation is available to Town of Lake Mills residents; however, many of these services do not originate near the Town and must be accessed by car.

6.3 Existing Road System

Town of Lake Mills has jurisdiction over about 38.5 miles of Town roads, which is the primary transportation network in the rural and residential areas; see Figure 6.2 on page 6-9. Road maintenance is contracted on a bid basis. The Town contracts with the Jefferson County Highway Department to plow Town roads in winter and the Town mows road shoulders in the summer.

Interstate 94 is a major car and truck freight artery and connects Lake Mills to Milwaukee and south to Chicago. To the west Interstate 94 connects to Interstate 90 at Madison and on to Rockford, LaCrosse, Eau Claire, Minneapolis/St. Paul, and points west.

State Highway 89 passes north and south through the town and the City of Lake Mills. The intersection of STH 89 and Interstate 94 is a major development zone for the Town and City of Lake Mills.

Road Classification in the Town of Lake Mills³

Class A – Principal Arterial Highways serve interstate and regional trips and serve all urban areas greater than 5,000 in population.

- Interstate 94

Class B – Minor Arterial Highways work in conjunction with the principal arterials and serve cities, large communities, and other major traffic generators.

- STH 89

Class C – Major Collector, Minor Collectors and all Other State Highways Not in Class A or B. Major collector roads provide service to moderate sized communities and other intra-area traffic generators and link to nearby larger population centers or Class A and B routes. Minor collectors collect traffic from local roads and provide links to smaller communities, local traffic generators, and higher function roads.

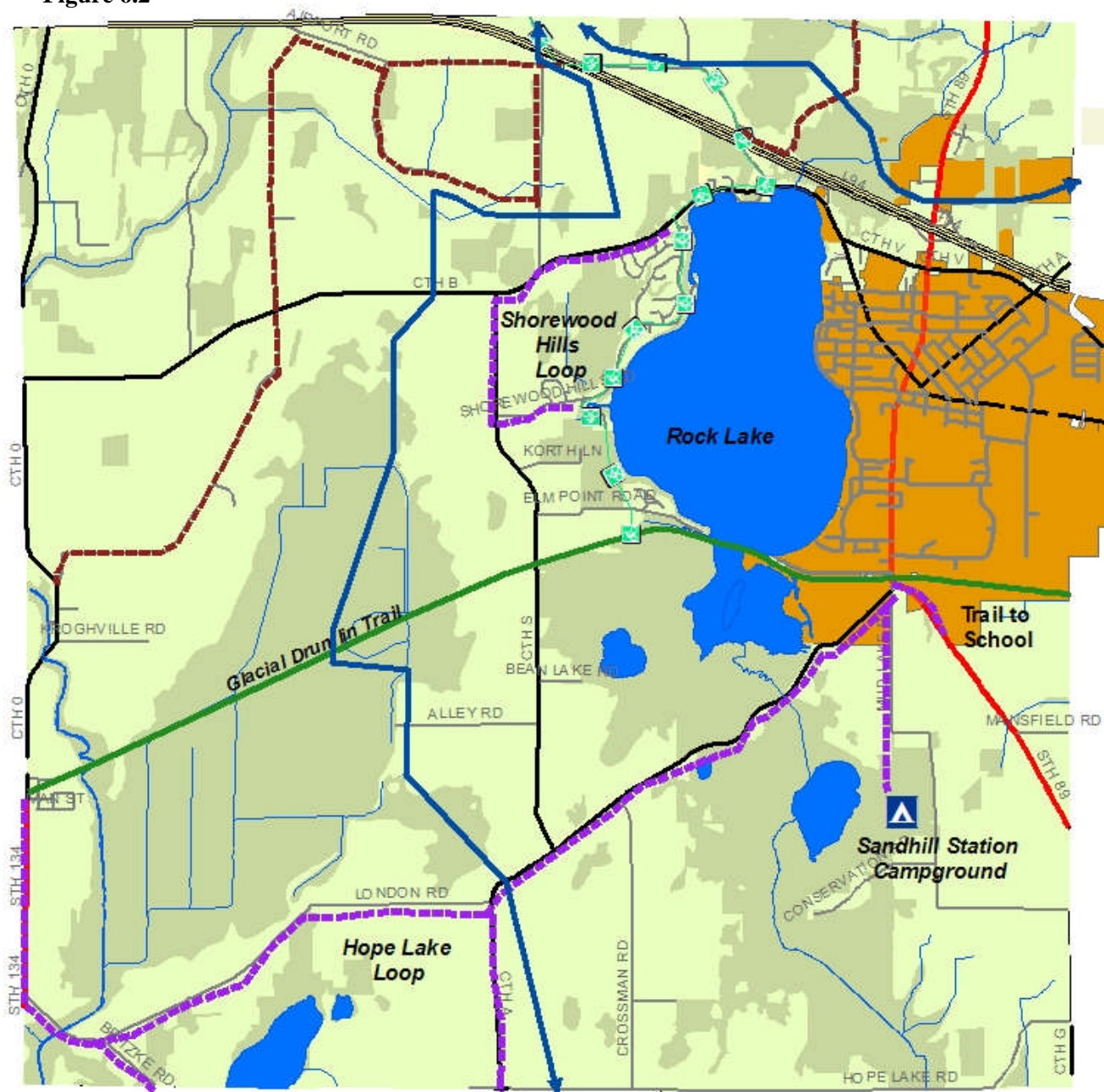
- CTH A
- CTH B
- CTH O
- CTH G north of STH 89
- CTH S
- CTH V

Class D – Town Roads provide access to adjacent land and provide for travel over relatively short distances.

- CTH G south of STH 89

Class E – Town Road in Subdivisions provide access to properties land in subdivisions.

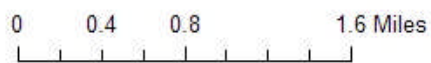
Figure 6.2



**Town of Lake Mills
Transportation Recommendations and Road Classifications**

Legend

-  Intermunicipal BikeRoute
-  Glacial Drumlin Trail
-  Environmental Corridors
-  City of Lake Mills
-  Proposed Bike Route
-  Proposed Rustic Road
-  Interstate 94
-  State Highways
-  Jefferson County Road
-  Town and Local Roads
-  County Snowmobile Trail



Traffic Volume in the Town of Lake Mills

Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the “annual average daily traffic” or AADT. AADT is based on a short-term traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle. The short-term counts are collected over a three-year cycle at nearly 26,000 rural and urban locations throughout the state.

Figure 6.3 below shows that traffic counts along several state and county roads in the Town of Lake Mills have increased between 10 and 31 percent over four years.

Figure 6.3 Roadway Volume⁴

Location	2000	2004	Percent Change
On STH 89 North of I-94	3300	4200	31.3%
On CTH O north of CTHB	410	520	26.8%
On CTH A at CTH S	1200	1500	25.0%
On STH 89 South of City Limits	3000	3400	13.3%
On CTH B at CTH S	1900	2100	10.5%
On CTH B at Stoney Creek Road	1400	1300	-7.1%
On CTH S at Korth Lane	710	650	-8.5%
On CTH O at Glacial Drumlin Trail	1100	1000	-9.1%

Traffic Accidents

According to the *2005 Wisconsin Traffic Crash Facts for Jefferson County*, 641 crashes took place on local roads, 307 on county roads, 636 on state highways, and 192 on I-94 for a total of 1,776 accidents with 10 fatalities, 447 injuries, and 1,319 instances of property damage. There were 82,206 vehicles registered in the County and 59,358 licensed drivers, which is 75 percent of the population.

Crash severity in Jefferson County during 2005 is categorized by type of transportation involved and the number of crashes that resulted in fatalities, injuries, and property damage in the following table:

Figure 6.4

Jefferson County 2005 Crash Severity				
Type of Crash	Total Crashes	Fatalities	Injuries	Property Damage
Passenger Vehicles	1,776	10	447	1,319
Bicycles	16	0	16	0
Motorcycle	36	0	31	5
Pedestrians	10	0	10	0
School Buses	4	0	1	3
Work Zone	1	0	0	1
Deer	383	0	12	371
Hit and Run	133	1	21	111

In the Town of Lake Mills, during 2003, 88 vehicle accidents occurred on the Interstate, State, or County roads. Twenty seven percent or 24 accidents involved deer. Twenty five accidents, or 28 percent, occurred during rain, snow, or icy conditions⁵.

The majority of accidents occurred on Interstate 94, which had 64 percent of the total. STH 89 had 10 percent of the crashes and 9 percent occurred on CTH A.

According to *Wisconsin Safety Facts – Pedestrians*, one pedestrian was killed or injured every 5.8 hours in 2003. The number of pedestrians killed remained steady between 1990 and 2004 but the number of

accidents involving injuries has decreased by 33 percent⁶. Most pedestrian accidents occur between 3 pm and 6 pm on weekdays, especially Mondays and Fridays, which are the hours immediately after school and during evening rush hour. Street and road crossings are the most likely site of pedestrian accidents. Most injuries occurred to the 15 to 24 year old age group and most pedestrian fatalities occurred to the 45 to 54 year old group.

According to *Motor Vehicle-Deer Crashes in 2004*, most collisions with deer occur in October and November with a secondary peak in May and June. 92.5 percent of deer crashes occurred on rural roads in 2004. Accidents with deer are increasing, rising from about 5 percent of all motor vehicle crashes in 1979 to about 15 percent of all crashes in 2004. These figures are based on crashes reported by law enforcement.

6.4 Local Transportation Planning

City of Lake Mills, Wisconsin Long Range Transportation Plan

The City of Lake Mills completed a transportation plan in 2005. The plan “documents current transportation facilities, traffic volumes, and travel conditions; projects future (Year 2025) traffic volumes and travel conditions; identifies transportation network needs; and proposes transportation network improvements.”

The goals of the City’s plan are: economic growth, downtown vitality, community scale and character, pedestrian and bicycle friendliness, and environmental sensitivity. These goals complement the transportation goals developed by the Town of Lake Mills.

The City of Lake Mills has extraterritorial jurisdiction over parts of the Town of Lake Mills and transportation plans have been proposed by the City for these areas, particularly the North and South City of Lake Mills Growth Areas. The following plans have been proposed:

County Road A: The County should restrict new driveways onto the roadway and the city should develop a network of urban arterial and urban collector streets to serve new development between CTH A and STH 89. Topel Road and/or Mud Lake Road should be realigned near STH 89.

County Road G: The City should extend CP Ave. south to the intersection of CTH G and STH 89.

Weber Road: The City should extend Weber Road west to STH 89 and consider extension to North Shore Drive. This roadway would serve the new Rocks Edge development and ease some traffic on Tyraneana Park Road. To minimize impact on environmental corridors, the road could be located parallel to and just north of I-94.

Faville Road: Northside development should incorporate the simultaneous improvement of Faville Road to an urban arterial.

North Shore Road: This road is one of three I-94 crossings near Lake Mills. A new collector roadway is proposed in the Rock’s Edge development that will eventually extend to North Shore Road. However these roadways should only be connected as part of a larger North Shore Road improvement project and after a secondary route is necessary to relieve Madison Street and Tyraneana Park Road.

Mud Lake Road: Development of the South Growth Area should include a realignment of Mud Lake Road and Topel Road. Mud Lake Road could be realigned to travel northeast to an extension of CP Avenue. The northern portion of Mud Lake Road could then become a non-motorized corridor and a designated pedestrian/bicycle route connecting Mud Lake and Sand Hill Station with Main Street and the Glacial Drumlin State Trail.

Mansfield Road: A land use plan for the South Growth Area might include an extension of Mansfield Road west to Mud Lake Road and northwest to County Road A.

Glacial Drumlin State Trail: The South Growth Area plan should consider additional bicycle and pedestrian connections to the trail. The City should partner with the WDNR to make improvements at the Glacial Drumlin-Main Street crossing such as warning signals, pavement marking, and a median.

Eastside Multiuse Trail (Greenway): Development of the North and South Growth Areas will create the need for pedestrian and bicycle connections. Ultimately the existing trail should cross I-94 on a reconstructed CTH A bridge. In the South Growth Area the trail could ultimately serve school development and Sand Hill Station south of the Glacial Drumlin State Trail.

Northside Multiuse Trail (Greenway): The North Growth Area plan should designate a trail corridor that travels from the Eastside Multiuse Trail west to North Shore Road linking developments natural areas, park and ride facilities, and local bike path spurs.

Bicycle/Pedestrian Crossing of I-94: The City should explore three bicycle/pedestrian crossings to serve Rock's Edge development:

- **Main Street (STH 89):** is a possible crossing for experienced bikers if continuous bicycle lanes are installed on the STH 89 bridge over I-94 and through ramp intersections. For pedestrians and less experienced bicyclists the existing bridge could be expanded to accommodate a multiuse trail on the west side of the roadway. In the long-term sidewalks and the multiuse trail could be added to the bridge.
- **New Bridge:** A new pedestrian and bicycle bridge east of Main Street could connect Rock's Edge with the City and Prospect Elementary School.
- **Mulberry Street (CTH A):** This option proposes a realignment of the CTH A bridge with the addition of sidewalks.
- **Other Future Possible Bicycle and Pedestrian Crossings:** Rock Lake Road, between Rock Lake Road and Main Street, Rock Creek, and at the I-94 Rest Area.

Other Points

- The Long Range Transportation Plan states that the city should work with the county and adjacent towns on boundary agreements, access control along important highways, and development issues.
- Non-motorized trails should be incorporated into development plans from the beginning, not added later.
- A park and ride lot is suggested at STH 89 and I-94 surrounded by shops and high density housing and accessible by bike and foot.
- The plan projects that some downtown infill development or re-development is possible but most growth will occur on the periphery increasing the number of trips through downtown to access I-94 and STH 89 and creating congestion.

Rocks Edge Development Impact

No major changes were forecast in the Wisconsin State Highway 2020 Plan (1999) for State Highway 89. However, the proposed Rock's Edge development between STH 89 and Faville Road, north of I-94, will impact traffic flow on STH 89. The City of Lake Mills annexed Rocks Edge development in 2005. Construction of the first phase of the 200-acre development is expected in 2007. Population estimates for the first phase of development anticipate a population equivalent of about 2,800.

A Traffic Impact Analysis is required of the developer. Lake Mills City staff and WisDOT will review the analysis when it is complete. The development is expected to impact STH 89, the I-94 interchange, Faville Road, and County Road A. The increase in population and traffic is likely to affect Town residents. Connector streets may be constructed to North Shore Road to access CTH B. These connector streets are not shown in the General Development Plan for Rocks Edge. The Town of Lake Mills is concerned about increased traffic from the development using North Shore Road and CTH B to travel west and creating congestion especially during rush hour when Town residents drive east to access I-94.

6.5 Jefferson County Transportation Plans

Jefferson County has a variety of transportation plans in place:

Jefferson County Highway Department

The Jefferson County Highway Department plans county roadwork in five-year intervals. The following projects are projected in the Town of Lake Mills:

- County Road A north of Hwy 18 – Redesign and reconstruction of the S-curve on CTH A at Hope Lake Road.

Jefferson County Bikeway/Pedestrianway Plan, 1996

The *Jefferson County Bikeway/Pedestrianway Plan* details methods to increase bicycle and pedestrian modes of travel and to improve user safety. This plan identifies bicycle and pedestrian routes within Jefferson County and its communities and recommends links between communities. It also provides detailed bike and pedestrian plans for several cities and villages. Since the approval of the plan, thirty miles of County road shoulders have been paved, bike route maps produced, and bike route signage installed on all routes. Cities are implementing the plan as well.

In the Town of Lake Mills, the following roadways are part of the County-Wide Bicycle System; however, no bike lanes have been added to the roadways to date:

Roadways Suitable for Shared Bicycle/Motor Vehicle Use

- Newville Road, a designated bicycle route between communities on low-volume roadways to Waterloo.
- Rock Lake Road
- Cemetery Road
- Mud Lake Road
- Shorewood Hills Road
-

Roadway May be Suitable Depending on Cyclists Skills Operating with Motor Vehicle Traffic

- CTH B
- CTH S
- STH 89 north of Lake Mills

Multi-Use Trail Separated from Roadway, crushed gravel

- Glacial Drumlin State Trail – connection to Korth Park added in 2003.
- Korth Park Trail – complete.

Roadways Not Recommended as Bicycle Route in Current Condition

- CTH A
- STH 89 south of Lake Mills
- Interstate 94

Town of Lake Mills Proposals

The Town would like to see bike lanes added to the following roadways:

- CTH B
- CTH S from Shorewood Hills Road to CTH B
- CTH A
- CTH V to Rock's Edge development
- Shorewood Hills Road
- North Shore Road from Rock's Edge Development to CTH B
- STH 89 from the Glacial Drumlin Trail to St. Paul's Evangelical Lutheran School

Potential bike/pedestrian routes; see Figure 6.2 on page 6-9:

- Hope Lake Bike Loop: CTH A west (with a lake view rest stop at Trieloff's) to Hope Lake Road to Britzke Road to London Road east to CTH A.
- London Marsh Loop: Glacial Drumlin Trail west to STH 134 in London to London Road to CTH A or to Britzke Road and Hope Lake Road to CTH A looping around Hope Lake.
- Connection from Shorewood Hills Road to the west side of Korth Park.
- Trails in greenspace behind the truck stop on STH 89 to connect the new Rock's Edge development to North Shore Road and CTH B.

6.6 State of Wisconsin Motor Vehicle Transportation Plans

Wisconsin State Highway 2020 Plan, 1999

The State Highway Plan emphasizes pavement and bridge preservation, traffic movement, and safety for the State Trunk Highway System. Goals of the plan are economic development and environmental protection. Travel has increased by 60 percent since 1982, according to the Plan. Vehicle miles are expected to increase at an average rate of 1.5 percent annually through 2020. Traffic growth seems to be slowing compared to the 3.9 percent annual increase between 1970 and 1997.

WIS 26 Corridor Study

The Wisconsin Department of Transportation (WisDOT) is studying 48 miles of WIS 26 between I-90 at Janesville and the STH 60 East intersection north of Watertown.

The STH 26 study was initiated to determine how to best meet the long-term transportation needs of this corridor. A preferred alternative for the corridor has been selected that includes improvement of the existing route to a four-lane highway as well as new bypasses of the cities of Milton, Jefferson and Watertown. Initial construction, expected to start in 2009, will increase the width of Hwy 26 to four lanes from the south side of Fort Atkinson to the north side of Watertown, including the addition of two lanes to the Fort Atkinson by-pass and building by-passes on the west side of Jefferson and Watertown.

This major road construction project does not impact the Town of Lake Mills directly but may increase traffic to and through Jefferson County and shorten commuter times from the Town to other cities in Jefferson County, Dodge County, and Janesville and Milton in Rock County. An off-road bike path is also planned for the Fort Atkinson to Johnson Creek portion of the project and may be extended further north to Watertown and the Wild Goose Trail.

Wisconsin Bicycle Transportation Plan 2020, 1998

The vision statement for this plan is “*To establish bicycling as a viable, convenient and safe transportation choice throughout Wisconsin*”. The primary goals of the plan are to increase levels of bicycling throughout Wisconsin - doubling the number of trips made by bicycle by 2010, and to reduce the number of crashes involving bicycles and motor vehicles by at least 10 percent by 2010. WisDOT is responsible for implementing the plan on the State Trunk Highway System and has an education and enforcement program.

Rustic Roads Program

The WisDOT Rustic Road program helps citizens and local governments preserve scenic and lightly traveled country roads. Rustic roads should have outstanding natural features along its borders or include open areas with agricultural vistas, which singly or in combination uniquely set this road apart from other roads.

The road should be a lightly traveled local access road that serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking. Roads that are considered should not be scheduled nor anticipated for major improvements which would change its rustic characteristics and the road should have, preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route.

Rustic Road designation requires that residents along the road sign a petition and that local government passes a resolution in favor of the rustic road.

Potential rustic roads; see Figure 6.2 on page 6-9:

- North Shore Road
- Kuhl Road
- Kroghville Road
- Airport Road
- Cemetery Road

6.7 Federal and State of Wisconsin Transportation Funding

SAFETEA

SAFETEA - Safe, Accountable, Flexible, and Efficient Transportation Equity Act was signed into law on August 10, 2005. The six-year act authorizes federal highway and transit spending to \$286.5 billion. Wisconsin's anticipated highway share will average about \$712 million per year through federal fiscal year 2009. Transit funding for Wisconsin is expected to average \$60.8 million annually. In the Town of Lake Mills area, \$240,000 was received to complete the Glacial Drumlin Trail.

Transportation Enhancement Program

Transportation enhancements (TE) are transportation-related activities that strengthen cultural, aesthetic, and environmental aspects of transportation systems. Projects can include bike and pedestrian facilities,

landscaping and scenic beautification, mitigation of water pollution from highway runoff, and restoration of historic transportation facilities.

¹ Wisconsin Department of Transportation. Wisconsin State Aviation System Plan 2020.

² Wisconsin Department of Transportation. 2004. Wisconsin Rail Issues and Opportunities.

³ Wisconsin Department of Transportation Facilities Development Manual, Procedure 4-1-15

⁴ Wisconsin Department of Transportation, 2000 and 2004 Jefferson County Annual Average Daily Traffic.

⁵ Jefferson County Emergency Management Department. Town of Lake Mills Crashes 1994-2003.

⁶ Wisconsin Department of Transportation. 2004. Wisconsin Traffic Safety Facts-Pedestrians.

Chapter 7 Economic Development Element

The Economic Development Element provides goals, objectives, policies, and programs to enhance the economic base in the Town of Lake Mills area.

The Town of Lake Mills is primarily a rural and agricultural area. Farming is important to the economy of the Town and Jefferson County where agriculture provides 10,849 jobs, employing 23% of Jefferson County workforce of 46,640 people¹.

- Agriculture contributes \$442.6 million or 21.6 percent of Jefferson County's total income and pays \$40.2 million in local and state taxes, not including property tax.
- Agriculture generates \$1.51 billion in economic activity, 33% of the Jefferson County total economic activity.
- Agriculture provides \$949.7 million in sales of farm products and value-added products.
- Purchases of agricultural inputs and services contribute \$451.5 million.
- Business to business activity generates \$111.9 million from people in agriculture-related businesses spending their earnings.



The Kuhl Farm.

Farming was the principal occupation of 782 farm operators in Jefferson County and the average farm size is 179 acres². Almost all farms in Jefferson County (99.3 percent) are family owned and operated.

Top Jefferson County agricultural products:

- Milk sales total \$34.1 million annually. The total dairy industry contribution is \$43.1 million. One cow generates \$1,818 in direct income to producers and \$15,000-\$17,000 of economic activity. On farm production and dairy processing account for about 360 jobs.
- Grain sales of \$29.3 million annually.
- Egg sales of \$25.1 million annually. Several large egg farms are located in the Town of Lake Mills.
- Nursery stock and sod produce \$24.7 million annually; horticulture is a growing industry in Jefferson County generating \$10.9 million in economic activity and providing 222 full-time and many seasonal jobs.
- Vegetable sales of \$6.7 million.

Recreation and tourism are also economically important to the Town and County. The Town of Lake Mills has a significant summer population from Chicago and other parts of Wisconsin who enjoy boating and fishing on Rock Lake, biking, hiking, and viewing wildlife. These summer and weekend residents also impact the economy of the City of Lake Mills and Jefferson County by visiting stores, restaurants, and entertainment venues.

The natural resources and open spaces in the Town of Lake Mills are economic generators. The economic development element strives to balance the protection of natural areas and agricultural land with the need for jobs and commerce in the area and encourages new development to occur in ways that

are sustainable and complementary to the natural resources and agricultural lands that are so much of the Town of Lake Mills.

7.1 Economic Goals, Objectives, Policies, and Programs

Economic Development Goal I

Support natural resource-based tourism and production agriculture, which constitute the economic base within the Town of Lake Mills.

Objectives

- Support agricultural economic activity that enhances farm income.
- Encourage the Jefferson County Economic Consortium to support and enhance agricultural business development.
- Support local farm product processing and direct marketing initiatives and encourage efforts to keep agriculture-related jobs in and adjacent to the Town of Lake Mills.

Policy

- Explore Agricultural TIF Districts.
- Support retention of farm supply businesses in and in close proximity to the Town of Lake Mills.
- Explore the possibilities for natural resource and agriculture-based tourism.

Programs

- Work with the Jefferson County Tourism Council to promote recreation on public lands and educate visitors about the agricultural heritage of the Town of Lake Mills.
- Work cooperatively with the City of Lake Mills and the Lake Mills Chamber of Commerce to promote sustainable recreational use of the waters, natural areas, and parks in the Town of Lake Mills.
- Work with the WDNR, Madison Audubon Society, and conservation organizations to enhance recreational opportunities for residents and visitors.
- Preserve and improve the natural resources, parks, and trails that provide a high quality of life and attract local residents and visitors to the Town of Lake Mills

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan.
- Partner with Jefferson County, WDNR, the Madison Audubon Society, and other agencies and organizations to protect and restore unique natural areas and enhance the trail system.
- Participate in the Glacial Heritage Area Feasibility Study and recommendations.
- Use boat launch fees to upgrade the three boat launches, shoreline protection measures, and launch parking lots in the Town of Lake Mills.
- Develop an impact fee ordinance that authorizes the use of park impact fees to purchase priority natural resource areas.

- Develop guidelines to prohibit, based on hydrological calculations, high capacity wells that would affect ground water quantity and quality and sensitive surface water resources.
- Maintain the rural character of the Town that is so attractive to visitors and residents.

Policy

- Explore protection of quality viewsheds.
- Participate in agricultural preservation programs.
- Continue to provide public access to Rock Lake.
- Protect contiguous and isolated environmental corridors from development.
- Promote sustainable and green design of residential and commercial areas to protect and improve the natural resources and water quality within the Town of Lake Mills.

Policy

- Explore incentives for businesses to participate in LEED and Green Tier programs and to install features such as rain gardens, green roofs, porous pavement, and energy efficient construction.

Economic Development Goal II

Encourage and direct businesses, commercial enterprises, and salvage yards to locate in the business and industrial zones and the North and South Growth Areas in the City of Lake Mills where city services and utilities are provided.

Policy

- *Intergovernmental Agreement between the Town Board of the Town of Lake Mills, Wisconsin and the City Council of the City of Lake Mills, Wisconsin*
- Join the Lake Mills Chamber of Commerce

Economic Development Goal III

Support innovative economic development initiatives and sustainable urban design in the City of Lake Mills and the North and South Growth Areas.

Objectives

- Promote mixed-use developments in the City of Lake Mills that provide housing, retail, and employment within walking and biking distance.

Policy

- Encourage the City to enact Traditional Neighborhood Design Standards
- Support the Main Street initiative in the City of Lake Mills and economic activity downtown.
- Encourage sustainable and green design of residential, commercial, and business structures to improve the water quality of Rock Lake and the rivers and streams, replenish aquifers, conserve energy, and to use Town and City services efficiently.

Policy

- Research and promote incentives for green design and LEED. The LEED (Leadership in Energy and Environmental Design) Green Building Rating System[®] is a voluntary, consensus-based national standard for developing high-performance, sustainable buildings.
 - Encourage developers to participate in the WDNR Green Tier program. Green Tier establishes a voluntary system to recognize and reward superior environmental performance as defined by Wisconsin Act 276: "Superior environmental performance means environmental performance that results in measurable or discernible improvement in the quality of the air, water, land, or natural resources, or in the protection of the environment, beyond that which is achieved under environmental requirements..."
- Prohibit development on environmental corridors, steep slopes, and prime agricultural land in the Town and City.
 - Closely regulate any commercial or industrial development that has the facilities, operations, or land use practices that could potentially contaminate ground or surface water.

Economic Development Goal IV

Enact guidelines for home-based businesses in the Town of Lake Mills.

Objectives

- Home-based businesses are allowed by Jefferson County ordinances and conditional land use permit procedures.
- Prevent home-based businesses from creating conflicting land uses in close proximity.

Policy

- Follow Jefferson County conditional use permit procedures for businesses.
 - Enforce existing ordinances for violators of conditional use permits.

7.2 Local Economic Conditions

Planning Context

The Town of Lake Mills is immediately adjacent to the City of Lake Mills and between the two large economic centers of Madison and the Milwaukee Metropolitan Area. Interstate 94 crosses the Town from east to west and is a major transportation corridor between Milwaukee, Madison, LaCrosse, Eau Claire, Chicago, and Minneapolis/St. Paul.

The Town is about 5 miles west of State Highway 26, which connects Janesville and Beloit in Rock County to Waupan in Dodge County. Expansion, improvements, and bypasses around the cities of Milton, Jefferson, and Watertown are scheduled to begin in 2006 along STH 26. This highway expansion could create a climate for more commercial and population growth in Jefferson County.

Town land use is primarily agriculture and natural resources, which provide economic activity through the sale of agricultural products and agricultural service industries, recreation, and tourism.

The City of Lake Mills has annexed land along CTH B, CTH V, STH 89, and I-94 surrounding portions of the Town. Businesses on land under Town jurisdiction are served by the City Wastewater Treatment Plant and the City electric utility. The City of Lake Mills has identified future residential and commercial growth areas north and south of the current city limits along STH 89; see Figure 9.1 on page 9-4. Development is being directed to the North Growth Area first. The Town of Lake Mills receives property tax income and revenue sharing under an intergovernmental agreement from development located on land that was annexed to the City in these Growth Areas.

Labor Force and Major Businesses and Industries

According to the 2000 U.S. Census, the total labor force over age 16 in the Town of Lake Mills in 2000 was 1,085 people or 71.7 percent of the population. Two percent of the civilian labor force was unemployed in 2000. In October 2006 the Jefferson County unemployment rate was 3.7 percent, compared to 3.9 percent for the State.

Wage and salary workers for private companies made up 77.9 percent of the Town work force, government workers accounted for 12.4 percent, and self-employed workers in their own not incorporated business comprised 9.5 percent.

The population in the Town of Lake Mills is somewhat more affluent than that of Jefferson County as a whole. Town of Lake Mills residents generally have higher income levels than Jefferson County as a whole. The median family income of Town of Lake Mills residents was \$58,846.00 in 2000 and \$49,901.00 in Jefferson County; see Figure 7.2 on the next page.

When occupation is considered, 38.9 percent of Town of Lake Mills workers over the age of 16 held management and professional positions (including farm owners and managers), whereas 26.1 percent of Jefferson County workers were in the same occupations, see Figure 7.1 below. When employment industry is considered, fewer Town of Lake Mills residents worked in manufacturing, education, health, social services and retail trade than Jefferson County residents, but more, 10.8 percent versus 2.8 percent, worked in agriculture, forestry, fishing and hunting, and mining, see Figure 7.2 on page 7-6.

In 1999 1.4 percent of the families in the Town were below poverty status and nearly all of those families had children under the age of 18. 3.4 percent of individuals residing in the Town had an income below the poverty level and 1.8 percent of individuals over 65 years of age were below the poverty level. The poverty level in the Town was lower than that of Jefferson County, which was 3.4 percent.

Figure 7.1

Occupation	Percent of Workforce	Jefferson County Workforce
Management and professional occupations including farm owners/managers	38.9 %	26.1%
Production, transportation, and material moving occupations	21.2%	26.4%
Sales and office occupations	20.5%	23.4%
Service occupations	9.3%	14.0%
Construction, extraction, and maintenance occupations	7.2%	9.2%
Farming, fishing, and forestry work	2.9%	2.8%

Figure 7.2

Employment Industry	Percent of Town of Lake Mills Workforce	Percent of Jefferson County Workforce
Manufacturing	23.4%	30.0%
Education, health, and social services	17.4%	18.0%
Retail Trade	11.8%	11.6%
Agriculture, forestry, fishing and hunting, and mining	10.8%	2.8%

Subject	Town of Lake Mills	Jefferson County
Median Family Income in 2000	\$58,846.00	\$46,901.00
Per Capita Income	\$24,105.00	\$21,236.00
Families below poverty level in 1999	1.4 percent	3.7 percent

Census 2000 data indicates that of 1049 workers who live in the Town, 198 or 18.9 percent work in the Town and 851 or 81.1 percent work outside the Town. Interstate 94 provides easy access to Madison, Waukesha, and Milwaukee.

The top 10 employers in Jefferson County are Trek Bicycle, County of Jefferson, Bethesda Lutheran Home, Fort Healthcare, Watertown Unified School District, Terra Staffing, Wal-Mart, Aristotle Corp., and the Fort Atkinson School District³.

Agriculture

Land in agricultural production dominates the landscape in the Town of Lake Mills while only 2.9 percent of the population lists farming or forestry as their occupation. According to the 2000 U.S. Census, 9.3 percent of Town residents live on farms and 113 adults, or 10.8 percent of the work force, work on farms. More adults work on farms here than in any other Jefferson County township.

The US Census of Agriculture is conducted every five years. Between the 1997 and 2002 the land in farms in Jefferson County decreased 4 percent from 258,414 acres in 1997 to 247,914 acres in 2002⁴. The average farm size increased 1 percent from 173 acres in 1997 to 174 acres in 2002. The market value of agricultural products sold per farm increased 9 percent from \$89,948 in 1997 to \$97,621 in 2002.⁵ The number of farms decreased 5 percent from 1493 in 1997 to 1421 in 2002.

Census of Agriculture provides some statistics on farm products produced in the Town of Lake Mills. In 2002 there were a total of 89 farms in the Town of Lake Mills of which 18 were dairy farms and 7 were poultry/egg farms. Farm statistics are grouped in categories so that individual farmers cannot be identified. According to the Census, 73 percent of the farms in the Town are between 50 and 999 acres in size, nearly 35 percent of the farms sell over \$50,000 in agricultural products annually, and nearly 71 percent are owned by full owners.

Farm Size:

- 26 farms 1-49 acre
- 60 farms 50-999 acre
- 3 farms 1000 acres or more

Value of all agricultural products sold:

- 59 farms <\$49,999
- 16 farms \$50,000-\$249,999
- 14 farms >\$250,000

Ownership

- 61 full owners
- 22 part owners
- 6 tenants

Figure 7.3 below categorizes farms in the 53551 zip code by the types of products that are produced and land in conservation programs.⁶ Data specific to the Town of Lake Mills is not available. The Census of Agriculture withholds data in categories with less than five farms to protect the privacy of those farmers.

Farmers in and around the Town of Lake Mills grow hay and forage and grains such as soybeans, corn, and wheat. Dairy and beef operations are found in the area and some farmers pasture their animals. Several very large egg operations are located in the Town of Lake Mills. The Census indicates that 30 farms are in the federal wetland reserve program, which provides funding to restore wetlands that were drained for agriculture by cutting drain tile lines and building water control devices.

Figure 7.3

Commodity in 53551 Zip Code	Number of Farms
Forage - Hay, haylage, greenchop, grass silage	41
Soybeans for grain	31
Wheat for grain	10
Corn for grain	41
Grain Storage	20
Horses	16
Layers	11
Milk cows	18
Beef cows	<5
Cattle and calves	28
Pasture	19
Certified Organic	<5
Nursery Stock	<5
Fruits and Berries	<5
Wetland Reserve	30

Farmland Values

The value of farmland is influenced by the quality of the soil and improvements, federal farm programs, and the demand for farmland and rural residential lots. All real-estate values have been increasing in the Town of Lake Mills.

Figures 7.4 and 7.5 on page 7-8 trace the rise in farmland prices for land and improvements sold for agricultural uses and agricultural land diverted to other uses in Jefferson County. Between 2002 and 2004 the price paid per acre increased for both land staying in agriculture and land diverted to other uses and the number of sales and number of acres sold also increased. All categories, except the price, decreased in 2005.

Agricultural land sales values for land continuing in agricultural use more than doubled between 2002 and 2005. The sales price of agricultural land being diverted to other uses more than quadrupled. Agricultural land sales without buildings follow a similar trend though the increase in sales prices for land continuing in agriculture was slightly less, about 35 percent, while land being diverted to other uses quadrupled in sales price.

Figure 7.4 All Agricultural Land Sold with and without Buildings in Jefferson County 2002 through 2005⁷

Year	Number of Transactions	Acres Sold	Dollars Per Acre
Agricultural Land Continuing in Agricultural Use			
2002	12	1,044	\$2510
2003	40	2,510	\$4,313
2004	30	2,897	\$3,619
2005	30	1,859	\$5,688
Agricultural Land Being Diverted to Other Uses			
2002	6	257	\$3098
2003	6	250	\$9,214
2004	16	820	\$5,797
2005	7	242	\$12,415

Figure 7.5 Agricultural Land Sales without Buildings in Jefferson County 2002 through 2005

Year	Ag Land Continuing in Ag Use		Ag Land Diverted to Other Uses		Total of all Ag Land Sold	Range for Land Continuing in Ag Use	
	Acres Sold	Dollars per acre	Acres Sold	Dollars per acre	Dollars per acre	Lowest Price	Highest Price
2002	1,044	\$2,510	257	\$3,098	\$2,626	\$945	\$5,108
2003	1,325	\$2,642	114	\$8,070	\$3,072	NA	NA
2004	1,600	\$2,914	566	\$5,755	\$3,657	\$1,200	\$7,335
2005	802	\$3,377	299	\$12,111	\$5,317	\$2,460	\$5,200

While increasing land prices boost land owner equity and provide security and borrowing power, current land prices make it difficult for young farmers to enter the business and for established farmers to expand their operation to bring in family members or increase efficiency. It is not cost effective for farmers to compete for land with the rural residential market.

2006 Wisconsin Agricultural Land Price study by the University of Wisconsin Center for Dairy Profitability⁸ shows that the 2005 bare land weighted average sale price in south central Wisconsin, where Jefferson County is located, was \$4,685 per acre, second only to the southeast district at \$7,890 per acre. In Jefferson County the average sale price of bare land in 2005 was \$4,717 for parcels over 35 acres in size, an increase of 167 percent since 2000 when the average was \$1,761. The sale price for land and improvements was also the second highest in the state at \$4,350 per acre. The contribution of farm buildings is very limited state-wide and actually detrimental in the south central district.

The State of Wisconsin Working Lands Initiative is looking at ways to improve the Farmland Preservation Program and possibly compensate farmers for not developing their land through a Purchase of Development Rights or Purchase of Agricultural Conservation Easement Program. Jefferson County is beginning to study this issue as well.

Farmers must have nearby markets and suppliers to continue their business. Historically farming has had more staying power than other businesses and industries in the area, indeed the land has been farmed since about 1840. Ethanol production plants have the potential to increase farm prices and give a boost to the agricultural economy. A plant is under construction near Jefferson and several are operating or under construction in nearby counties. Local grain elevators, mills, and suppliers are located in Lake Mills, Deerfield, Watertown, Waterloo, Johnson Creek, and Jefferson. Equipment dealers are located in Watertown, Sun Prairie, Whitewater, and Jefferson. These businesses are vitally important to maintaining an agricultural economy in Jefferson County.

Tourism

Seasonal residents, tourists, and travelers are attracted to the Town of Lake Mills. Those with vacation homes on Rock Lake contribute to the economy of the Town of Lake Mills, City of Lake Mills, Jefferson County, and Wisconsin.

Rock Lake features vacation homes, boating, fishing, ice fishing, summer festivals, and the opportunity to enjoy nature on and around the lake in the many parks and natural areas. The Town collects boat ramp fees at Elm Point, Ferry Park and Lower Rock Lake Park to maintain the boat ramps for residents and visitors alike. Winter activities include ice fishing, snowmobiling, cross-country skiing, ice skating, and snow shoeing. Winter festivals and fishing derbies are held in various communities in the area.

Tourist spending is increasing annually in Jefferson County. Tourists spent \$122.5 million in Jefferson County in 2005, an increase of 7.1 percent over 2004 and 150.74 percent since 1994. Jefferson County is ranked 27th in the state for tourism spending⁹. Forty two percent of tourist spending was in the summer, 28 percent in the fall, 16 percent in the spring, and 14 percent in the winter. Traveler spending supported 3,144 full-time equivalent jobs, up 3.39 percent from 2004. Tourism supplied \$75.4 million in local income in 2005, up 5.49 percent from 2004. Local taxes from this spending generated \$52 million in 2005, up 5.81 percent from 2004.

The Jefferson County Tourism Council promotes events, businesses, municipalities, parks and trails in all of Jefferson County. The Lake Mills Area Chamber of Commerce promotes tourism, community, and economic development.

Economic Development

Many resources are available to assist the Town of Lake Mills in economic development:

The Jefferson County Economic Development Consortium (JCEDC)

The JCEDC serves as the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to implement Jefferson's Overall Economic Development Program and to achieve the economic development goals of the County and 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. The Consortium is located in the Workforce Development Center in Jefferson. The JCEDC has the following goals:

- To improve the competitiveness and profitability of existing businesses.
- To encourage formation of new businesses and expansion of existing business in the County.
- To encourage businesses and industries to locate in Jefferson County.
- To enhance economic development activities in local communities and foster the development of physical infrastructure to support future economic development.
- To maintain the desired quality of life of each community through managed growth.
- To improve opportunities for agribusiness.

Jefferson County Workforce Development Center

The mission of the Workforce Development Center is to advance the economic well being of the region by developing and maintaining a quality workforce. The Workforce Development Center of Jefferson County has been able to meet the requests of both job seekers and employers alike through strong partnerships. Working together to align resources, integrate systems and coordinate the activities of all workforce programs is how the Center thrives and will continue to prevail to meet the community's needs.

The Center opened in June 1999. Through the combined efforts of the Steering Committee and the Workforce Development Board (WDB), the Center was designated as a comprehensive One Stop Operator July 2000.

Capital Ideas Technology Zone

Eight Technology Zones have been designated in Wisconsin. \$5 million in income tax credits are available to high-technology businesses locating or expanding in each Technology Zone. The Capital Ideas Technology Zone includes the counties of Jefferson, Dane, and Rock. Aztalan Engineering in Lake Mills received one of the grants in 2003.

The Capital Ideas Technology Zone targets the following industries: Biotechnology, business services, food processing, industrial machinery automation, information technology, instrument manufacturing, plastics, and transportation equipment.

The strengths of the Technology Zone are:

- **Educational Institutions:**
The University of Wisconsin -Madison is recognized as one of the nation's top research universities. The region is also home to the University of Wisconsin-Whitewater, University of Wisconsin-Rock County, Beloit College, Cardinal Stritch University, Edgewood College, Blackhawk Technical College, and Madison Area Technical College.
- **Technology Support:**
Along with the education system, there are numerous entrepreneur and small business support networks, including the Wisconsin Manufacturing Extension Partnership, UW Corporate relations, Erdman Center for Manufacturing and Technology Management, Biotechnology (BioStar) at UW Madison, Wisconsin Alumni Research Foundation (WARF), Wisconsin Innovation Network, and Wisconsin Technology Council
- **Transportation:**
Interstate highways link the region to Milwaukee, Chicago and the Twin Cities. The Dane County Regional Airport offers a full range of flights to regional, national and international destinations.

¹ Jefferson County Agriculture: Value and Economic Impact. 2004. UW Extension. 2000 Economic data.

² USDA-NASS 2002 Census of Agriculture.

³ Jefferson County Workforce Profile. Office of Economic Advisors. Department of Workforce Development.

⁴ United States Department of Agriculture, Wisconsin Agricultural Statistics Service. 2002 Census of Agriculture County Profile, Jefferson County.

⁵ University of Wisconsin-Extension. 2004. Value and Economic Impact of Agriculture. Jefferson County Agriculture: Value and economic impact.

⁶ Census of Agriculture 2002. 53538 Zip Code tabulation of selected characteristics.

⁷ Agricultural Land Sales. 2002, 2003, 2004,2005. Wisconsin Agricultural Statistics Service.

⁸ Brannstrom, A.J. University of Wisconsin Center for Dairy Profitability. January 2006. Wisconsin Agricultural Land Prices 2000-2005.

⁹ The Economic Impact of Expenditures of Travelers on Wisconsin Calendar Year 2005 County by County Report. April 2006. Wisconsin Department of Tourism. Prepared by Davidson-Peterson Associates, Inc.

Chapter 8 Utilities and Community Facilities Element

The Utilities and Community Facilities Element outlines the goals, objectives, policies, maps, and programs that guide the future development of utilities and community facilities such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power generating plants, and transmission lines, cemeteries, health care facilities, childcare facilities, and public facilities such as police, fire and rescue facilities, libraries, schools and other governmental facilities.

The Town of Lake Mills has service agreements with adjoining communities for fire and emergency services as well as coverage by the Jefferson County Sheriffs Department. The Town has a part-time police department, which patrols Town roads and Rock Lake during the busy summer season and also carries out enforcement on frozen Rock Lake in the winter.



The Rock Lake Park Boat Launch is maintained by the Town.

The Town has an agreement with the City of Lake Mills to provide sanitary sewer services to areas of the Town that are within the City Sanitary Sewer District, see Figure 9.1 on page 9-6. The City Wastewater Utility will not extend sewer lines unless an agreement is in place between the City and the developer of the property.

The Town has an ordinance on sanitary sewer services that allows the Town to collect delinquent sewer bills because the City cannot collect on property under Town jurisdiction. There are no agreements between the City and the Town on electric and water services at this time.

Town residents can find most services and activities in the City of Lake Mills, such as schools, the library, shopping, and health care.

Jefferson County ordinances cover solid waste disposal, air quality, shoreline provisions, animal waste and nutrient storage, wireless communications towers, and bill boards. Non-point source pollution rules are under the jurisdiction of the Wisconsin Department of Natural Resources.

The Town of Lake Mills strives to work with its neighboring communities to provide high quality services to its residents in a cost effective manner and to protect the environment in doing so.

8.1 Utilities and Community Facilities Goals, Objectives, and Policies

Utilities and Community Facilities Goal I

Provide high quality services to Town residents and property owners in a cost efficient manner.

Objectives

- Maintain the Town police department and lake patrol.
- Maintain the partnership with the City of Lake Mills to provide sewer, electric, and cable TV to the Town of Lake Mills Sanitary Service Area.

Policy

- *Intergovernmental Agreement Between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills*
 - Joint Cable Board
- Create a full-time Town maintenance position for roads and parks.
 - Consider the fiscal impact of new developments on Town residents and services.

Utilities and Community Facilities Goal II

Control road maintenance, garbage disposal, and school busing costs by directing residential and commercial development to the Town Growth Area and the City of Lake Mills North and South Growth Areas.

Objectives

- Locate new development adjacent to existing development to provide services in the most land and cost efficient way.

Policy

- *Intergovernmental Agreement between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills*
- Continue annual budget review.
 - Adjust impact fee ordinances to reflect the change in State law.

Utilities and Community Facilities Goal III

Partner with the City of Lake Mills and Jefferson County to provide high quality public services.

Objectives

- Participate in supporting and improving City and County services used by Town residents such as the library, schools, lake access, and boat ramps.
- Support a high level of health care and accessibility for Town residents.
- Work with the City of Lake Mills and Jefferson County to provide public transportation to seniors, the disabled, and those who do not drive.

Utilities and Community Facilities Goal IV

Maintain and enhance partnerships and open communication with police, fire, rescue services, and emergency services from the City of Lake Mills, Village of Cambridge, Jefferson County, the WDNR, and others to serve Town residents.

Policy

- Service agreements with surrounding communities.
- Encourage Jefferson County to continue the Clean Sweep Program to safely remove and dispose of hazardous household, farm, and industrial materials.

Utilities and Community Facilities Goal V

Offer a range of recreational activities in the Town.

Objectives

- Partner with the DNR and Jefferson County on park and trail initiatives.
- Maintain public access to Rock Lake and boat ramps.
- Partner with the City of Lake Mills and the school districts to provide recreational and educational programs for youth and adults.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan

Utilities and Community Facilities Goal VI

Improve stormwater infiltration and run-off quality entering Rock Lake, rivers, and streams.

Objectives

- Partner with the City of Lake Mills to reduce and improve the quality of stormwater run-off.
- Enforce the Town of Lake Mills Land Division Ordinance section on Stormwater Management Plan and Facilities.
- Work with the WDNR and Jefferson County Land and Water Conservation Department to enforce Wisconsin's Nonpoint Source Administrative Rules and Shoreline Provisions of the Jefferson County Zoning Ordinance.
- Review the recommendations of the Rock Lake Long Range Plan and enact the recommendations that are appropriate for the Town.

- Work with farmers to apply the Jefferson County Animal Waste and Nutrient Storage Ordinance.

Policy

- Natural Resources Conservation Service and Jefferson County Land and Water Conservation Department Cost Share Programs available.

Utilities and Community Facilities Goal VII

Protect the drinking water aquifer in the Town of Lake Mills.

Objectives

- Protect groundwater infiltration areas from development and pollution.
- Continue to partner with the City of Lake Mills sanitation department to provide City sewer to the Town of Lake Mills Sanitary Sewer Service Area.
- Educate rural residents on proper well maintenance and well closure techniques.
- Support development of the GFLOW groundwater-monitoring model being developed by the USGS and Rock River Coalition.

Utilities and Community Facilities Goal VIII

Protect the scenic rural character, continuity of environmental corridors, natural areas, agricultural land, and private property when siting utilities, facilities, and billboards in the Town of Lake Mills.

Objectives

- Follow Jefferson County Land Division Ordinances for siting of transmission lines, wireless telecommunications towers, billboards, wind turbines and other types of utilities.
- Develop guidelines and ordinances for the siting of telecommunication towers.
- Site new utilities along already existing utility and road corridors to minimize disturbance to residents, natural areas, and agricultural land.
- Require utility corridors and utility construction to provide environmental impact assessments and to avoid impacts on natural resources, agriculture lands, and parks.
- Avoid utility construction on sensitive environmental areas and migratory bird flyways.
- Protect unique viewsheds from overhead utility lines and obstructions.
- Follow Jefferson County ordinances and FAA regulations for siting telecommunication towers and other utilities near airports

8.2 Town of Lake Mills Governance and Community Facilities

Government

The Town of Lake Mills Board of Supervisors elects three members. Monthly meetings are held the 2nd Tuesday of every month. Elected Clerk and Treasurer positions assist the Board. An appointed five-person Planning Commission meets every 1st Tuesday of the Month to consider land use and zoning issues. The Board of Review is a four-person board appointed to review property tax assessments. The **Lake Mills Town Hall** is located at 1111 South Main Street. All Town Boards and Commissions meet at the Town Hall and the building is available for other meetings.

Jefferson County also has jurisdiction over unincorporated areas of the County in addition to the Town. The Jefferson County Board of Supervisors consists of thirty members; each of whom is elected to represent one District. Districts include the incorporated municipalities and unincorporated areas of the County. The Town of Lake Mills is in District 15.

Jefferson County services available to the Town of Lake Mills include the Sheriffs Department, Courts, Highway Department, Health and Human Services, Countryside Home, UW-Extension, County Fair, Parks, Emergency Management, Economic Development Consortium, Land Information, Surveyor, Land and Water Conservation, Veteran's Services, and the Zoning and Sanitation Department. The Jefferson County Zoning Ordinance and the *Jefferson County Agricultural Preservation and Land Use Plan* apply to the unincorporated areas of the County, such as the Town of Lake Mills.

Police Protection

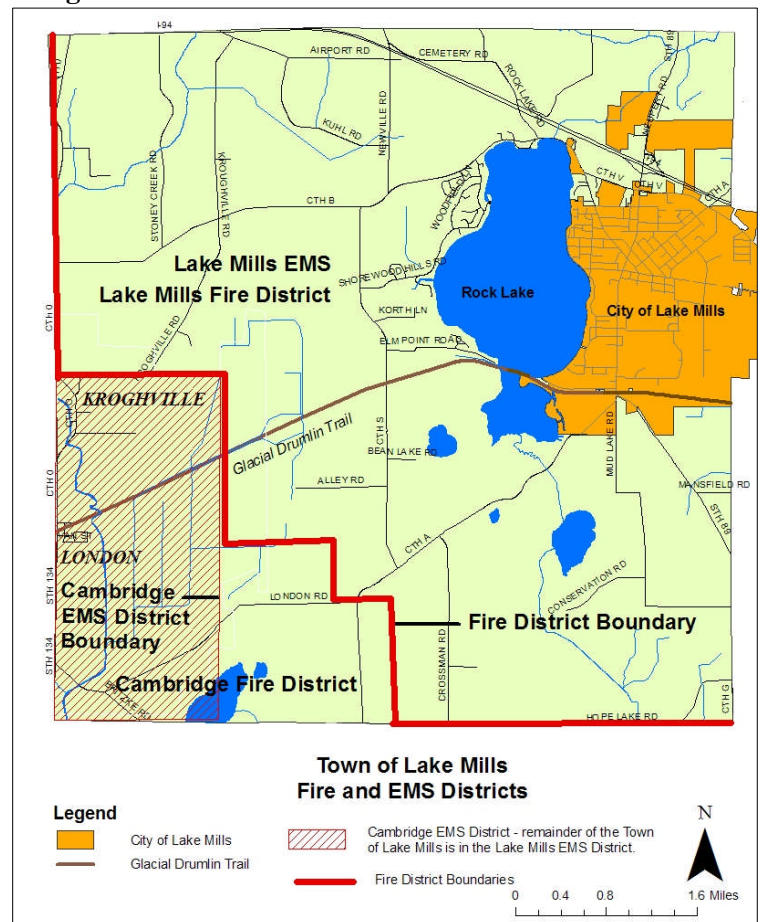
The Town of Lake Mills provides police enforcement and protection through a part-time force consisting of a Police Chief and 2 or 3 deputies. Primary responsibilities of the force are Rock Lake patrol and water law enforcement (especially on weekends), traffic control, state law enforcement, and emergency response.

The Jefferson County Sheriffs Department provides police protection to the Town when the Town force is not on duty as well as specialized services and equipment such as the detective division, dive team, SWAT team, MAIT (Major Accident Investigation), a gang unit, and a K-9 unit. City of Lake Mills Police Department also provides emergency response in certain instances. The WDNR wardens provide backup to the Town of Lake Mills, particularly on the lake.

Fire and Emergency Service Protection

Two fire protection districts serve the Town of Lake Mills; see Figure 8.1 to the right. The Lake Mills Fire Department and Lake Mills EMS provide fire protection and emergency service to most of the Town except for about 78 persons in the southwest corner of the Town

Figure 8.1



near Cambridge where the Cambridge Fire/EMS Department provide service. Volunteers and one full time position staff the Lake Mills Fire Department. The Cambridge Fire Department consists entirely of volunteers and has 38 firefighters.

The Town of Lake Mills has mutual aid agreements with the City of Lake Mills, Cambridge, Deerfield, Johnson Creek, Waterloo, and Jefferson for fire protection. Hazardous Material Response Teams (Hazmat) from Madison and Milwaukee respond to incidents involving hazardous materials spills, leaks, explosions with injuries or the potential for immediate threat to life, the environment, or property.

Community facilities are mapped on Figure 8.2 on page 8-7.

Schools

Schools are discussed in Chapter 9 on Intergovernmental Cooperation. Students from the Town of Lake Mills attend the Lake Mills and Cambridge School Districts, depending on their address and school choice. Lakeside Lutheran High School and St. Paul's Evangelical School in the City of Lake Mills are also available to students.

Library

The L.D. Fargo Public Library is located in downtown Lake Mills at 120 E. Madison St. in the City of Lake Mills.

Post Office

The US Post Office is located in downtown Lake Mills at 155 East Oak Street.

Boat Launches

The Town provides three public motor boat launches on Rock Lake at Ferry Park on the west side of Rock Lake, Elm Point on the south side, and at Rock Lake Park on the north side. Two motorless boat launches are located at Miljola Shores on the west side of Rock Lake and at the CTH A bridge over the channel between Rock Lake and Mud Lake.

The WDNR provides a non-motorized boat launch at Sandhill Station Campground. Two public boat launches are located in the City of Lake Mills at the Mill Pond and at Sandy Beach. The Jefferson County Land and Water Conservation Department is assisting in a study on the number of boats launching on Rock Lake.

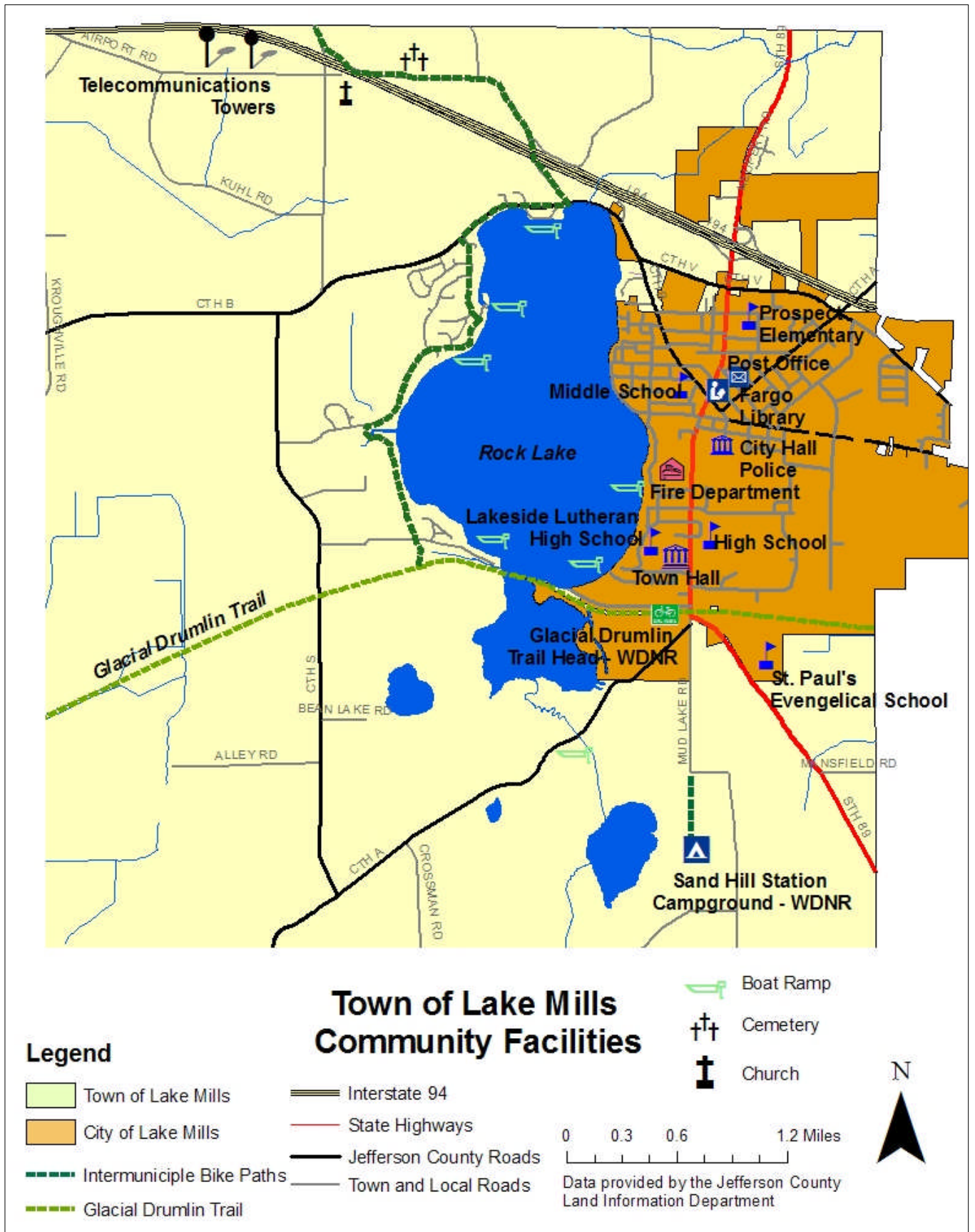
Parks

Parks are described in detail in the 2005 *Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan* and listed in Chapter 5. All of the parks, except for Ferry Park, were created on sewer easements along Rock Lake and provide lake access and views. Ferry Park has a swimming area and benches in addition to the boat landing. The other Town parks are Schultz Park, White Oak Park, Miljola Shores, and Elm Point. The Rock Lake Homeowners Association owns parkland and natural areas in the Shorewood Hills area for use by members of the association. The Town of Lake Mills owns and manages the boat launch and Park Road at Jefferson County's Rock Lake Park.

Campgrounds

Sandhill Station Campground on Mud Lake Road provides rustic camping in an oak savanna setting with 15 family tent campsites and a group tent camp area for up to 20 people. The campground is located in the Lake Mills Wildlife Area and maintained by the Wisconsin Department of Natural Resources. A non-motorized boat launch, a fishing pier, and access to the Lake Mills Wildlife Area are available near the campground.

Figure 8.2



8.3 Utilities

Sanitary Sewer

The Lake Mills Wastewater Utility currently serves a population of 5,200 in the City of Lake Mills and portions of the Town of Lake Mills around Rock Lake including Shorewood Hills, Korth Highlands, Elm Point, and businesses and residences along CTH B, CTH V, and STH 89. The wastewater treatment plant was built in 1991 and has capacity for a population of 8,000.

The sanitary sewer runs through Korth Park County Park along the lakeshore to Elm Point and was updated in 2004. The Elm Point section of the system was scheduled for improvement in 2006. Pumping stations in the Shorewood Hills area may need to be updated to serve increasing residential housing¹. The City of Lake Mills sewer service area is mapped on page 9-4 of Chapter 9.

Residents in the remainder of the Town have private on-site sewage disposal systems. Jefferson County Private Sewage System Ordinance Chapter 12 includes new private sewage system rules as a result of Comm 83 and describes the proper siting, design, installation, management, and inspection of private sewage systems. The Town of Lake Mills Land Division Ordinance Section 5-4-5 (3), page 5-4-25, lists Sanitary Sewerage System siting and requirements.

Solid Waste Disposal

The Town of Lake Mills contracts with Johns Disposal of Whitewater for solid waste and recycling pick-up. Yard waste and leaves must be bagged. Residents are billed on their property tax bills for the service. Leaves that enter the storm drains in the City of Lake Mills and blow or flow into the lake from the shore can increase the phosphorous levels in the lake and lead to algal blooms and lower water quality. The Town would like to explore leaf composting at a site within the Town.

Landfill Sites

The Wisconsin Department of Natural Resource lists active, inactive, and abandoned sites where solid or hazardous wastes were known, or likely to have been disposed². The inclusion of a site on the Registry does not mean that environmental contamination has occurred, is occurring, or will occur in the future.

The Registry of Waste Disposal Sites lists the following locations in the Town of Lake Mills:

- SE Section 26 T7N R13E
- SE SE Section 26 T7N R13E

Jefferson County Solid Waste and Air Quality

The Jefferson County Solid Waste/Air Quality Committee addresses solid waste needs by operating hazardous waste removal programs, overseeing the County's interests in the landfill siting process, and promoting recycling and related waste reduction effects. The County conducts periodic household, business, and farm Clean Sweep events where residents can dispose of hazardous substances such as cleaning products, paint, and chemicals properly. The Town of Lake Mills would like to see this program continue.

Jefferson County is on the verge of being designated an Ozone Non-attainment Zone. This means that during several days each year high concentrations of ground-level ozone are detected in the air. This can be extremely unhealthy to breathe, especially for people who already have respiratory problems. The Jefferson County Air Quality Task Force is promoting voluntary air pollution reduction to maintain or lower ozone levels. Ozone alerts and clean air alerts are issued by the Jefferson County Emergency Management Department. Trash burning barrels and use of

woodstoves are air quality issues in the Town of Lake Mills. Jefferson County has a Public Health Hazard and Public Nuisance Ordinance that addresses air quality and educational brochures on burn barrels and wood stoves are available.

Water Quality

The Town of Lake Mills is concerned about storm water run-off into Rock Lake, streams and rivers and the negative impacts that nutrients, sediment, and pollution in the run-off can have on water quality and stream and lake life. The sanitary sewer system along the west shore of Rock Lake was constructed to eliminate on-site waste disposal systems near the lake.

The Town of Lake Mills Land Division Ordinance, Section 5-4-5 (5), page 5-4-25, Stormwater Management Plan and Facilities requires a stormwater management plan at the time a preliminary plat is submitted for approval and Section 5-4-5(4), page 5-4-25, Erosion Control requires an Erosion Control Plan at the time a final plat is submitted to reduce the probability of contaminated run-off.

Nonpoint Source Rules

Wisconsin Nonpoint Source Administrative Rules went into effect October 1, 2002. Eight rules control polluted runoff from urban and rural land use activities:

NR 151: Runoff Management (Performance Standards and Prohibitions)

NR 152: Model Ordinances for Construction Site Erosion Control and Storm Water Management (municipalities)

NR 243: Animal Feeding Operations (1,000 animal units or more)

NR 154: Best Management Practices, Cost-Share conditions (technical standards for Targeted Runoff Management and Urban Nonpoint Source Gants)

NR 216: Storm Water Discharge Permits (construction sites, industrial facilities and municipalities)

NR 151: Subchapter II: Agricultural Performance Standards and Prohibitions and Non-Agricultural Standards

NR 120: Priority Watershed and Lake Program

NR 151: Subchapter IV Transportation Performance Standards

Jefferson County Zoning Ordinance No. 11, Section 11.01 Shoreline Provisions regulate land use, development, and vegetation removal within 1000 ft. of the ordinary high water mark of navigable lakes, ponds and flowages and 300 ft of the ordinary high water mark of rivers or streams or the landward side of floodplains, whichever distance is greater.

Jefferson County Animal Waste and Nutrient Storage Ordinance

This ordinance applies to all unincorporated areas of Jefferson County. The purpose of the ordinance is “to regulate the (a) location, design, construction, and use of all new animal waste storage facilities, (b) modification or closure of all storage facilities, (c) transfer of wastes into storage facilities, and (d) utilization of wastes from storage facilities in order to prevent water pollution, and thereby protect the health and safety of residents and transients, prevent the spread of disease, and promote the prosperity and general welfare of the citizens of Jefferson County.” A permit is required to ensure that all applicable standards are followed when building, altering, or closing manure storage. Along with the permit application, an applicant is required to submit construction plans and a nutrient management plan.

Point Source

One facility in the Town of Lake Mills has an EPA Water Discharge Permit.

Water Supply

All residents and businesses in the Town of Lake Mills have private wells for water. Rainwater infiltration areas, which replenish the aquifer that supplies water are generally the areas of high elevation and points where the soil is sandy and gravelly or the bedrock is at the surface. A drawdown of the water table in Waukesha County and the increasing population of the region could impact the Jefferson County aquifer and wells over time.

Electric Power

Electric power is provide to the Town by two companies. The Lake Mills Light and Water Department is a distributor of electric power provided by Wisconsin Public Power of Sun Prairie. Customers in the Town include Shorewood Hills, homes and businesses along CTH B east of Shorewood Hills, homes and businesses north and south of the City along STH 89, and properties along Faville Road. The remainder of the Town is served by WE Energies.

Transmission Lines

American Transmission Company (ATC) is proposing the construction of a new 17 mile long 138-kilovolt transmission line to connect the Stony Brook Substation in the town of Waterloo with the Jefferson Substation outside the city of Jefferson. The line will travel through parts of the Town of Lake Mills. The current proposal brings the line south along Newville Road and east along Interstate 94 into the City of Lake Mills and then south along State Highway 89. The line is expected to be in service in mid-2008.

Wireless Telecommunications Facilities

Two telecommunications towers are located in the Town of Lake Mills between Airport Road and Interstate 94 in Section 4. One tower is located north of Cemetery Road in Section 3. Jefferson County Zoning Ordinance No. 11, Section 11.08 (h) Conditional Use provides standards for the siting, development and installation of telecommunication towers.

Billboards and Large Signs

Billboards are found along Interstate 94 in the Town of Lake Mills. Jefferson County Zoning Ordinance No. 11, Section 11.08 controls and regulates the installation of signs and other advertising structures in Jefferson County.

8.4 Public/Private Community Facilities

Churches and Cemeteries

St. John Evangelical Lutheran Church is located at W8496 Parsonage Lane in the Town of Lake Mills. The church maintains St. John Cemetery on Cemetery Road. St. Paul's Cemetery is located on CTH A. The London Moravian Church is in London on CTH O and the Kroghville Cemetery is located on Kroghville Road. The City of Lake Mills has eleven churches of many faiths.

Health

Medical facilities are available throughout Jefferson County. Local hospitals are located in Watertown and Fort Atkinson. Most communities have local clinics and retirement homes. Larger communities provide nursing homes.

Fort Memorial Hospital is a modern, fully accredited, acute and sub-acute care facility with 110 beds. More than 100 physicians are on staff. Fort Medical Group, a subsidiary of Fort

HealthCare, employs more than 25 physicians and nurse practitioners. A satellite clinic is located in Lake Mills.

Watertown Memorial Hospital has 45 beds, 60 physicians and mid-level staff, and numerous satellite clinics and programs.

Several hospitals are located in Madison, about 25 miles west of the Town of Lake Mills including St. Mary's, Meriter, University of Wisconsin Hospitals and Clinics, Methodist Hospital, and the William F. Middleton Memorial Veteran's Administration Hospital. Madison hospitals offer all levels of care, specialists, Flight for Life, and trauma units.

Johnson Creek Cancer Clinic opened in 2005 and is a unique partnership between Fort HealthCare, Watertown Memorial Hospital, and UW Health. The Clinic provides medical and radiation oncology specialists who provide cancer care, including chemotherapy and access to clinical trials. The center also features support groups, educational programs and complementary medicine.

Jefferson County Health Department is located at N2995 Annex Road in Jefferson and offers free and low cost non-emergency health services to all residents of Jefferson County. Health programs include the Rock River Free Clinic, immunizations, personal in-home long-term care and support, public health care, education, drug and mental health counseling, and health consultation.

Assisted Living and Nursing Homes

Assisted living and nursing homes are available in the Town of Lake Mills, the City of Lake Mills, and throughout Jefferson County.

- London Lodge is a rural, assisted living retirement facility near Cambridge on London Road in the Town of Lake Mills.
- Willowbrook Nursing and Rehabilitation Center and Brook Gardens nursing home are located in the City of Lake Mills. Retirement centers in the City include Brooke Gardens, Rock Lake Manor Apartments, and Trinity Pines Retirement Center.
- Countryside Nursing Home, Jefferson, is a Jefferson County agency that provides rehabilitation, short-term respite care, skilled nursing, and long-term care or terminal care to Jefferson County residents. Countryside Home has a capacity of 120 residents.

Daycare and Childcare are available in the City of Lake Mills and Village of Cambridge.

¹ Personal conversation with Bob Scherr. 11/2005.

² Wisconsin Department of Natural Resources, Bureau of Remediation and Redevelopment. Registry of Waste Disposal Sites in Wisconsin. June 1999 Update. Publication RR-108.

Chapter 9 Intergovernmental Cooperation Element

The intergovernmental cooperation element includes goals, objectives, policies, maps and programs for joint planning and decision making with other jurisdictions, including school districts, the City of Lake Mills, and Jefferson County for revenue sharing and sharing public services. The Intergovernmental Agreement between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills and the Jefferson County Zoning Ordinance are incorporated into the land use plan under this element.

The Town of Lake Mills has had a history of working with the City of Lake Mills on a number of issues. Town Residents use many City services and amenities and the boundary line between the Town and City may seem indistinct in some areas. The City provides sewer services to Town residents and businesses within the City of Lake Mills Sanitary Service Area, which includes the developed areas around Rock Lake. Many students from the Town attend school in Lake Mills and participate in community activities.

The Town also works with Jefferson County for Sheriff's Department services, County health programs, County Zoning.

Many of the goals for this element are drawn from the other eight elements. Creating a coherent landscape and growth policies that meet the goals of this plan for water quality, protection of natural resources and agricultural lands, and working together requires interaction with adjoining municipalities and units of government.

9.1 Intergovernmental Cooperation Goals, Objectives, and Policies

Intergovernmental Cooperation Goal I

Continue to participate in the City of Lake Mills Extraterritorial Zoning Committee and Intergovernmental Agreements with the City of Lake Mills.

Policy

- Intergovernmental Agreement between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills

Intergovernmental Goal II

Maintain agreements with adjacent municipalities and regionally for sheriff, fire, EMS, and other emergency services.

Policy

- Service agreements with the City of Lake Mills Fire Department and EMS and the Cambridge Fire Department and EMS.
- Mutual aid agreements with Deerfield, Lake Mills, Waterloo, Jefferson, Johnson Creek, and Cambridge for fire assistance

Intergovernmental Goal III

Work with the City of Lake Mills to provide sewer service to the Town Growth Area as development expands.

Policy

- Intergovernmental Agreement Between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills.

Intergovernmental Goal IV

Coordinate with the Jefferson County Highway Department and WisDOT to provide safe and well-maintained transportation networks.

Intergovernmental Goal V

Work with the DNR, Jefferson County, and other environmental and recreation organizations to protect natural areas and provide recreation opportunities in the Town of Lake Mills.

Policy

- Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan
- Jefferson County Comprehensive Park and Outdoor Recreation Plan
- Glacial Heritage Area Feasibility Study

Intergovernmental Goal VI

Work with the City of Lake Mills and County and regional economic and tourism agencies and groups to develop a good business climate in the Lake Mills Area, to explore new, sustainable business ideas for the Town of Lake Mills, and promote natural resource and agriculture-based tourism.

Intergovernmental Goal VII

Continue to support the Lake Mills and Cambridge School Districts and local private schools and strive for an excellent education for all students.

Intergovernmental Goal VIII

Work with Jefferson County Human Services to provide high quality health services for all Town individuals.

Intergovernmental Goal IX

Work with the City of Lake Mills and the Jefferson County Land and Water Conservation Department to improve stormwater management and run-off reaching Rock Lake, rivers, streams, and wetlands.

Intergovernmental Goal X

Coordinate with Jefferson County, the State of Wisconsin, adjacent jurisdictions, organizations and agencies to protect large blocks of agricultural land, maintain agricultural suppliers, promote new local markets for agricultural products, and maintain roadways for shared agricultural and motorized use.

Intergovernmental Goal XI

Develop a regional water use policy to protect the drinking water aquifer.

Intergovernmental Goal XII

Widely distribute the Town of Lake Mills Comprehensive Land Use Plan 2025 and work with other governmental units and agencies to implement the plan for mutual benefit and to create a coherent landscape.

9.2 Plans and Agreements

The Town of Lake Mills is party to several agreements with other jurisdictions and municipalities that address zoning, annexation, services, and parks.

Jefferson County Agricultural Preservation and Land Use Plan

The *Jefferson County Agricultural Preservation and Land Use Plan* of 1999 includes county-wide policies for agricultural preservation areas, rural hamlets, urban service areas, environmental corridor overlay districts, interim transition area land use policies, a park, open space, and environmental protection plan, and a “right to farm statement”.

All Towns in Jefferson County are covered by this plan and accompanying zoning ordinance. This plan also qualifies farmers and landowners for participation in the State of Wisconsin Farmland Preservation program, which provides income tax credits for landowners who maintain their land in agriculture. Implementation of the plan includes efforts to “continue to support cooperative planning between local units of government in Jefferson County.”

Jefferson County Zoning Ordinance and Land Division and Subdivision Ordinance

Land division in the Town of Lake Mills occurs under the Jefferson County Zoning Ordinance and both the County Board of Supervisors and the Town Board must approve and zoning changes and land divisions. The Town of Lake Mills Land Division Ordinance is somewhat stricter than that of Jefferson County. The differences are detailed in Chapter 3 on Land Use.

Intergovernmental Agreement between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills

The Town of Lake Mills entered into a twenty year intergovernmental agreement with the City of Lake Mills on November 12, 2002. The agreement applies to City Growth Areas, Town Growth Areas, and Town Growth Areas not slated to be served by City sewer. The agreement will be updated periodically to reflect annexations of land to the City and other relevant changes. Both municipal parties will approve all changes to the map. A summary of the agreement is on the following pages.

The Lake Mills Growth Areas Map, Figure 9.1 on page 9-6 identifies:

- City of Lake Mills Urban Service Area
- Sanitary Sewer Service Area where sewer will be provided by the City Wastewater Utility based on developer agreements.
- City Growth Area North
- City Growth Area South
- Town Growth Areas
- Town Growth Areas not slated under this Agreement to be served by city sewer.

Agreements to provide municipal services to areas included in the agreement are:

- Town will not provide municipal sewer services in the City Growth Areas and will require all new developments in those areas City Growth Areas over which the Town has zoning and land division control to have municipal sewer service, provided by the City.
- The City will provide municipal sewer service in the City Growth Areas. The City will have service contracts with property owners in those areas. The service contracts may require annexation when the property becomes eligible.
- The 1992 Intergovernmental Agreement for sewer service by the City within the former Town Sanitary District boundaries remains in full force and effect except as modified with respect to annexation and the Intergovernmental Agreement Between the Town Board of the Town of Lake Mills and the City Council of the City of Lake Mills.
- The Town shall submit all requests to construct new town roads or major modifications to existing town roads in the City Growth Areas to the City Council for approval.
- The City will provide sewer/electric/or water supply services, at their discretion and based on developer agreements, without requiring annexation, to properties in the Town Growth Areas on a city-to-customer basis with no surcharge based on the property not being in the City. All such properties shall connect in accord with all applicable laws.

Agreements to changes in municipal boundaries:

- The City may annex lands in the City Growth Areas that are petitioned with the unanimous consent of the property owners and electors and the Town shall not contest such annexations.
- Proposed annexations that are initiated by petition of a majority of electors or property owners may be annexed but there will be a 30 day waiting period and the City Council may not adopt such annexation ordinance if the City Clerk has received a resolution from the Town Board objecting to the proposed annexation within those 30 days.
- The process of annexation may eventually result in the City Growth Areas becoming part of the City.
- The City will not annex lands in the Town Growth Areas unless this Agreement is amended or terminated by mutual agreement.

Agreements as to land use management:

- City Growth Area – North: The City and Town will pursue permanent extraterritorial zoning. An overlay district will retain present zoning of developed properties and places all undeveloped land/properties in a City Growth Reserve guided by City planning policies and advice of the Joint ETZ committee. The policies will eventually be replaced by a joint comprehensive plan that includes that area. (Extraterritorial zoning extends 1.5 miles beyond the City boundaries. The joint ETZ committee consists of 6 members, 3 from the Town and 3 from the City.)
- City Growth Area – South: Jefferson County and Town land subdivision regulations will be kept in force.
- The municipal parties agree to a policy of subdivisions and development taking place from north to south.
- Town Growth Areas: Jefferson County and Town zoning and subdivision regulations will be kept in force.

- The Town and City will share Plan Commission and Town Board/City Council agendas and minutes dealing with developments in the areas covered by the agreement.

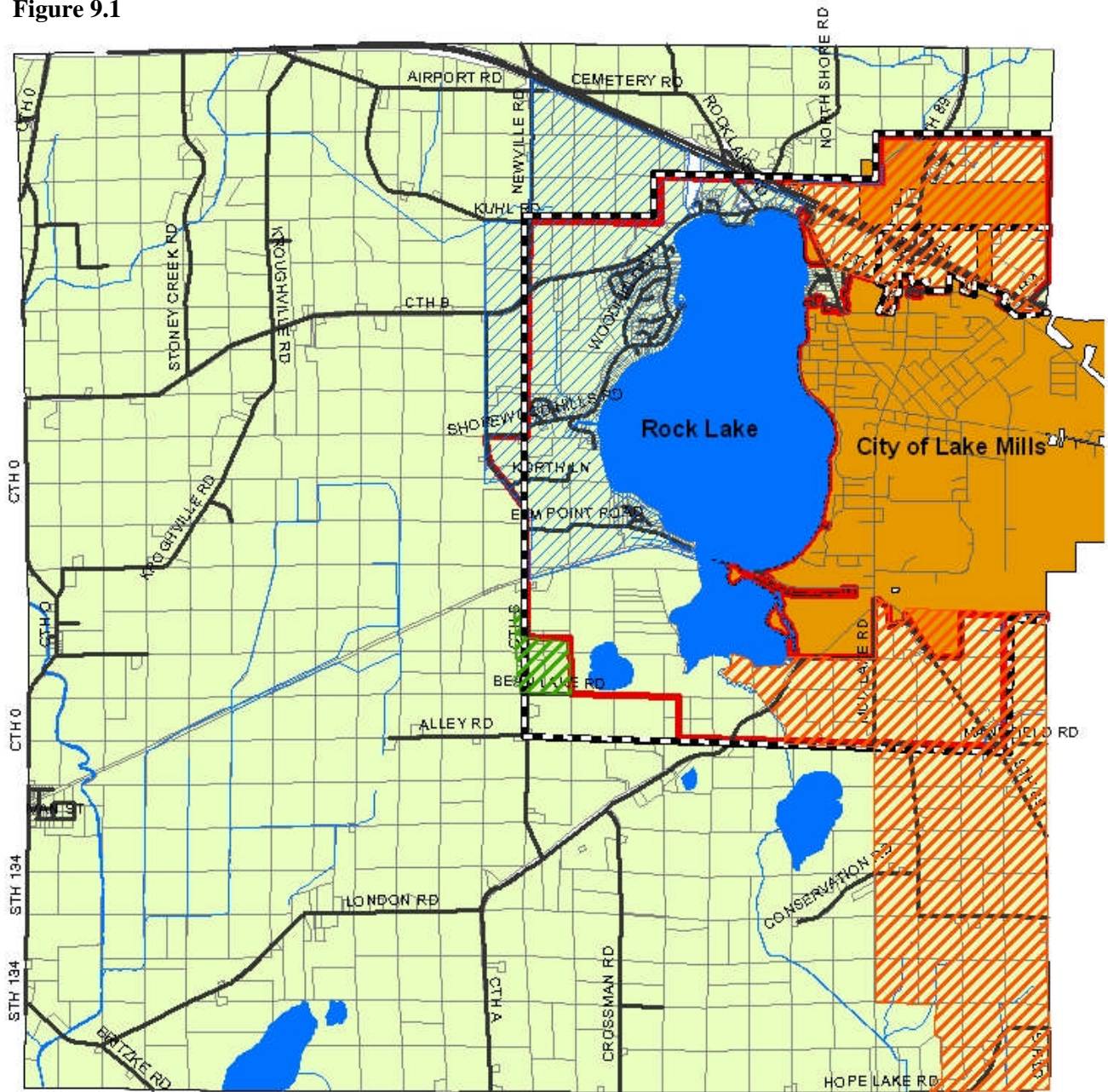
Agreements on Revenue Sharing:

- Starting on August 20, 2001 the property taxes due in the year of annexation to fund Town operations shall be apportioned between the Town and the City.
- In following years the Town will receive shared revenue from commercial, manufacturing, multi-family homes, or mobile homes in the annexed area. The shared revenue entitlement is calculated from 80 percent of the Town rate applied to the City assessed value.
- The City will reimburse the town for recent (10 years prior to annexation) annexed town road rights of way costs actually paid by the Town.

Term, Amendment, and Enforcement of the Agreements:

- This is a 20-year agreement, adopted November 12, 2002.
- The agreement may be amended or renewed by mutual agreement of the parties.
- The parties agree to cooperate with dispute resolution methods should disagreements arise.
- If an impasse occurs and an issue cannot be resolved, a resolution/enforcement process is outlined in the Agreement.

Figure 9.1



Lake Mills Growth Areas Map

Legend

- Roads
- City of Lake Mills Roads
- ▭ City of Lake Mills Urban Service Area
- ▭ City of Lake Mills
- ▭ Town of Lake Mills Parcels
- ▨ Town Growth Area
- ▨ Town Growth Area Not Served by City Sewer Service
- ▨ City Growth Area
- ▬ Sanitary Sewer Service Area



Impact of Vacation Homes on School District Finances

The Lake Mills Area and Cambridge School Districts include seasonal vacation homes on Rock Lake and Lake Ripley. The *Wisconsin Atlas of School Finance*² indicates that presence of recreational lakes with vacation homes in Northern Wisconsin and other areas of the state often lead to a situation where low-income year-round residents are living in high property value districts. Due to high property wealth, these districts receive relatively little state aid. In the Lake Mills area the Cambridge School District is in this category according to the report.

A study of the demographics in urban, suburban, and rural school districts in the *Wisconsin Atlas of School Finance* indicates the following trends. The Lake Mills District is considered a rural school district and Cambridge is considered a suburban district:

- Rural schools have a significantly larger percentage (68%) of districts with declining enrollment than urban (56%) or suburban (38%) districts.
- Per pupil revenue/spending does not differ significantly among districts. All raised and spent about \$9,300 in 2001-'02.
- The ratio of students to teaching staff is highest in urban districts (15.3 to 1), lowest in rural districts (13.7 to 1), with suburbs (14.7 to 1) in the middle.
- Rural districts have the highest transportation costs, \$454 per pupil compared to \$238 per pupil in cities and \$354 in suburbs.
- Median construction debt costs per pupil are lowest in urban districts (\$612), with suburban and rural costs exceeding \$750. One in four districts has facility costs over \$1,000 per pupil.
- Median property wealth, as well as the value of owner-occupied homes, is highest in suburban districts. Property wealth is generally lowest in rural districts, except in the rural areas with substantial numbers of second or vacation homes. This is particularly a factor in the northern region of the state, where owner-occupied homes are of lower value than the rest of the state, but property value is higher due to high-valued vacation homes. Property wealth and home values in urban districts are comparable to those in rural districts.
- Because suburban districts have higher property wealth, they receive less state aid than cities or rural districts. For the same reason, suburban districts have higher tax rates and revenue raised per pupil than urban or rural districts.

9.4 Potential Conflicts

Potential conflicts with other units of government center around recreational and water quality issues. Rock Lake is an important natural feature and attracts residents and visitors who enjoy recreation on the water such as fishing, boating, swimming, personal watercraft, canoeing, kayaking, bird watching, and enjoying nature. Several jurisdictions have control over different parts of the Rock Lake shoreline with differing policies and goals that can lead to conflicts.

Korth Park

Korth Park is an 89-acre Jefferson County Park on the west shore of Rock Lake between Shorewood Hills and Elm Point. Korth Park is in the process of being developed with trails, shelters, a possible visitors center, and shoreline, woodland, and prairie plantings. A Town maintained road, Korth Lane, provides access to the park. Maintenance of the road and the 45 mph speed limit have become an unresolved issue between the Town of Lake Mills and Jefferson County. The Town would like the County to maintain the road because of increased traffic and construction vehicles using the road to access the park and would like to lower the speed limit.

Number of Boats on Rock Lake

As the population of southeastern Wisconsin and the local area increases and recreational boating and jet skiing become more popular, more and more boaters are enjoying Rock Lake. The issue of limiting the number of boats on the lake, particularly on weekends had surfaced. Some people are asking for more boat ramps to ease congestion at the existing ramps while others think the number of boats should be limited. Boat ramps are located in both the City and Town and this issue should be addressed jointly. The Town, the WDNR, and the City all enforce boating rules and regulations, which requires cooperation between all the parties.

The Rock Lake Long Range Plan recommends reducing the number of parking stalls at the North End boat ramp owned by the Town and at Sandy Beach in the City, educating boaters on slow-no wake restrictions, and instituting a Clean Boats, Clean Waters program to educate boaters on the control and spread of invasive lake species. The plan urges the Town and City to have consistent boat launch fees and a permit that can be used at any launch on the lake.

Stormwater Run-off

Stormwater from both the Town and the City enters Rock Lake bringing with it sediment from construction sites, pollutants from streets and businesses, pesticides and fertilizers, and leaves that add nutrients to the lake. City storm drains empty directly into the lake. The Joint Rock Lake Committee is working with both the Town and the City to reduce the negative impact of stormwater lake water quality. The Rock Lake Long Range Plan suggests placing a ban on the use of phosphorous lawn fertilizer to reduce high nutrient levels in the lake, which can lead to algal blooms.

Impact of Rocks Edge Development on Town Roads and Traffic

North Shore Road, a Town road, is proposed as an access road to the Rocks Edge Development. The Town is concerned about the potential for increased traffic on North Shore Road and CTH B creating congestion in the Town and affecting the condition of the road. North Shore Road is proposed as a Rustic Road candidate in this Plan.

¹ Wisconsin Department of Public Instruction School Financial Services, FY 2003-2004 and 2005-2006 Pupil Counts – September.

² Institute for Wisconsin's Future, Wisconsin Atlas of School Finance - Geographic, Demographic, and Fiscal Factors Affecting School Districts Across the State.

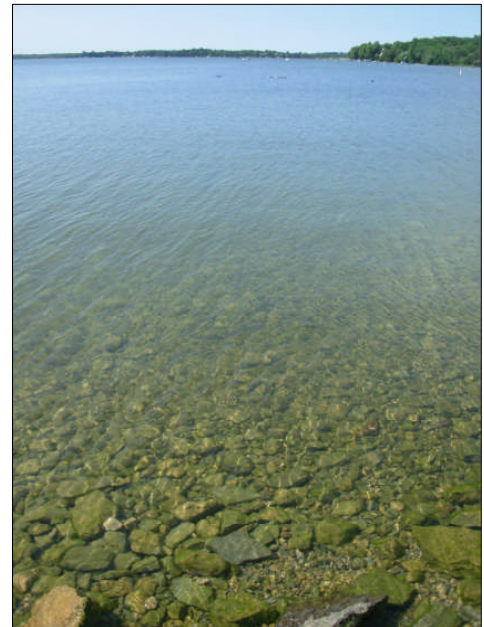
Chapter 10 Implementation Element

The Land Use Master Plan presented in Chapter 3 and the Lake Mills Growth Areas Map in Chapter 9 have been in effect since 2001. The 2025 Town of Lake Mills Comprehensive Land Use Plan updates goals, objectives, policies, programs, and maps in each of the chapters to strengthen planning objectives to balance new residential development with protection for agriculture and farmers, natural resources, water quality, and recreation.

In reality, the land use plan has been implemented since 1999 and attendees at the public meetings for the update of the plan indicated their approval of it.

The Town operates under the provisions of the Jefferson County Agricultural Preservation and Land Use Plan and County Zoning and Land Division Ordinances as well as its own Land Division Ordinance, which is more restrictive. The Town of Lake Mills Plan Commission takes an active role in administering both Town and County plans and ordinances at monthly meetings.

This plan is composed of eight element chapters in addition to the Implementation Chapter. The Implementation Chapter is summary of the actions proposed throughout the document and integrates all the elements with each other.



View of Rock Lake from the North End boat launch.

10.1 Implementation Goals

Implementation Goal I

Make land use decisions that are consistent with the Land Use Plan and further the goals and objectives of the plan.

Implementation Goal II

Review, update, and enact land division and other Town ordinances to maintain consistency with the 2025 Town of Lake Mills Comprehensive Land Use Plan.

Implementation Goal III

Keep adjoining jurisdictions and Jefferson County informed of land use plans and mapping.

Implementation Goal IV

Empower the residents of the Town of Lake Mills to participate in Town government.

10.2 Consistency of Plan, Elements, and Ordinances

All land use decisions by the Plan Commission and Town Board and all zoning ordinances and permit procedures must be consistent with the goals, objectives, policies, maps and programs of the land use plan as required by the Wisconsin comprehensive planning law.

This land use plan is a living document to be referenced at each Plan Commission meeting. The maps, tables, charts and background information provide additional documentation to support the land division ordinance and monthly planning decisions. Proposed plats or land divisions may be denied if they are not consistent with the comprehensive plan. The plan may be amended if changing conditions warrant.

The State of Wisconsin requires the following town government actions to be consistent with the comprehensive land use plan beginning on January 1, 2010:

- Official mapping established under s.236.45 or 236.46.
- Local subdivision regulation under s. 236.45 or 236.46.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

If rezoning is inconsistent with the comprehensive plan, the comprehensive plan must be changed prior to approval of the zoning change.

The Town of Lake Mills is governed by the Jefferson County Ordinances but may be more restrictive. The list of County Ordinances that may impact the Town of Lake Mills is given below. Not all Jefferson County Ordinances pertain to the Towns. These ordinances should be reviewed by the Planning Commission and the Town of Lake Mills may consider enacting their own similar ordinances that are consistent with the Town's Comprehensive Land Use Plan.

Figure 10.1	Jefferson County Ordinances
2005-38	Review of Condominium Instruments
18	Jefferson County Alarm Systems Ordinance
24	Rabies Control Ordinance
83-16	Traffic Ordinance
84-11	Uniform Numbering Ordinance
87-24	Emergency Management Ordinance
96-14	Parcel Identification Numbers
96-36	Regulated Boating on the Rivers and Streams of Jefferson County
98-46	Public Health and Public Nuisance Ordinance
342.40	Regulate the Disposal of Abandoned Motor Vehicles
2001-26	Environmental Sanitation
2004-27	Animal Waste Storage and Nutrient Management
	Nonmetallic Mining Reclamation Ordinance
	Parks Ordinance
	Flood Plain Ordinance
	Private Sewage System Ordinance
	Subdivision Ordinance
	Zoning Ordinance

All elements of the Plan respond to the four planning opportunities that were discovered during the planning process. Integrating these opportunities into each element creates consistency throughout the plan. The goals of all nine elements focus on these four opportunities:

- Improve the water quality of Rock Lake, other lakes, rivers, streams, and ground water resources.
- Conserve and restore the extensive natural resources such as wetlands, woodlands, lakes, streams, and wildlife habitat areas and provide natural-resource-based recreational opportunities.
- Preserve the productive farmland that sustains our rural economy and atmosphere.
- Seek and maintain good working relationships with adjacent jurisdictions to provide high quality services to the residents of the Town of Lake Mills in an efficient manner.

10.3 Recommended Ordinance and Policy Updates

The Town of Lake Mills will review the existing Town of Lake Mills Land Division Ordinance for consistency with the Comprehensive Land Use Plan and make the necessary changes. The following ordinance revisions or additions may be considered:

- Maintain consistency between all intergovernmental and boundary agreements the Town enters into and the *2025 Town of Lake Mills Comprehensive Land Use Plan*.
- Research and evaluate the addition of conservation subdivision and traditional neighborhood design ordinances.
- Explore requiring developers to provide fiscal and traffic impact studies for new developments.
- Update the impact fee policy to reflect State rules.
- Consider a historic and archaeological preservation ordinance and incentives.
- Research and consider a dark skies/light pollution ordinance.
- Review the County wind tower ordinance and consider a Town ordinance.
- Review the County telecommunications facility ordinance and consider a Town ordinance.
- Allow multiple lot sizes and housing values and consider requiring developers to include affordable housing in each new development.
- Consider incentives for green and sustainable development.
- Continue to implement the recommendation of the Town of Lake Mills Comprehensive Park and Outdoor Recreation Plan.
- Explore protecting viewsheds and requiring underground utility placement in scenic areas.
- Review existing street, driveway, and culvert ordinances and require efficient multi-modal transportation network.
- Require the use of best management practices during all construction, including roads.
- Review the conditional use policy for home-based businesses and update.
- Explore a land fill ordinance.
- Review the Town of Lake Mills Land Division Ordinance section on Stormwater Management Plan and Facilities.
- Research and consider a commercial deep well, well head, and aquifer protection ordinance.

10.4 Intergovernmental Agreement Recommendations

The Town of Lake Mills has existing intergovernmental and revenue sharing agreements with the City of Lake Mills and works with multiple partners in natural resource protection, economic development, and providing services. The Town will continue to pursue such agreements with surrounding communities and towns. Policies that maybe considered in intergovernmental agreements include:

- Boundary changes
- Sanitary Sewer Service boundaries
- Future land use recommendations
- Consistency with adopted plans
- Extraterritorial jurisdiction provisions
- Joint economic development efforts
- Participation in the City of Lake Mills Main Street initiative
- Revenue sharing
- Road maintenance and upgrades
- Shared services
- Selected common design standards
- Intergovernmental planning committees
- Length of agreement
- Joint park and open space initiatives

10.5 Special Local Initiatives

The Town of Lake Mills often works with other entities to protect and improve natural resources and the quality of life. These local initiatives are on going or are proposed in the land use plan:

- Investigate the use of PDR or TDR programs within the Town of Lake Mills as a method to protect specific agricultural areas or interests so the future of agriculture remains active and strong.
- Review and adopt the Rock Lake Long Range Plan and work with the City of Lake Mills and Jefferson County to coordinate the use and protection of the lake.
- Continue to participate in GFLOW studies and the application of this groundwater flow data to the land use plan.
- Develop an ordinance to regulate new high capacity wells.
- Encourage wellhead protection planning.
- Explore a regional water policy and protection of open space in the Town of Lake Mills with municipalities that are running short of water in order to maintain groundwater recharge and aquifers.
- Explore the potential rezoning of environmentally sensitive properties.
- Develop a multi-year transportation plan to address the elements of concern detailed in the Transportation Chapter. Specifically look into a new transportation route to address the flow of traffic to and from the west side of Rock Lake. An alternate route may need to be developed for the section of CTH B that runs along the north shore of the lake in the future to provide a less congested route to STH 89 and Interstate 94.
- Participate in transportation planning with the City of Lake Mills.
- Formally evaluate changes in the impact fee law and enact policy to resume the use of impact

fees for parks and open space.

- Establish a local committee to prepare an inventory of historical and cultural significant properties.
- Work with the WDNR to create recreation opportunities on public land in and around the Town of Lake Mills.
- Continue to work with the Rock Lake Improvement Association, Joint Rock Lake Committee, City of Lake Mills, Jefferson County Zoning, Jefferson County Land and Water Conservation Department and the Public to protect and improve the quality of Rock Lake, this community's most treasured natural resource.
- Continue to update the Comprehensive Park and Outdoor Recreation Plan and partner with Jefferson County in park projects.

10.6 Scheduled Plan Review and Amending the Plan

This Plan looks forward twenty years to 2025. Forces that drive land use are not static but constantly changing. This document was meant to be amended when conditions change. The Plan Commission or a designated committee will formally review the plan and recommend changes on a regular basis and also periodically review the intergovernmental agreement with the City of Lake Mills on the North Growth Area, which is in effect until 2022.

Changes to one part of the plan may require changes to several of the elements and to the land division ordinances as all land use is inter-connected and all must be consistent.

Amending the Comprehensive Land Use Plan

The following procedure will be followed to amend the Plan:

1. The Town Board will adopt a resolution outlining the procedures that will be undertaken to ensure public participation during every stage of the plan amendment process.
2. The Town Plan Commission will notify all concerned individuals (as identified in the plan) and conduct a public meeting to gather and present information.
3. Following the public meeting, the Plan Commission shall make a recommendation to the Town Board.
4. The recommended plan amendment shall be sent to all adjacent and surrounding jurisdictions as required under Section 66.1001 (4), Wisconsin Status.
5. The Town Board shall hold a public hearing on the recommendations of the Plan commission. The public hearing will follow the notification requirements listed under Section 66.1001 (4).
6. The Town Board shall act on the Plan Commission's recommendation and approve, deny, or amend any proposed change to this Plan by ordinance.
7. The Town will forward any amendment to the County for incorporation into its Comprehensive

Plan.

The following criteria should be considered before changing the Comprehensive Plan:

- The change is consistent with the goals and objectives and other elements of this Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services. Public facilities and services include roads, drainage, schools, emergency services, parks, and wildlife areas.
- Development resulting from the change does not create an undue impact on surrounding properties including agricultural land. Such development should be consistent with the physical character of the surrounding areas.
- The change does not have a significant adverse impact on working farms, the Town's rural character, archaeological resources, or the natural environment including woodlands, slopes and groundwater.
- There is a change in Town policies or area characteristics that would justify a change.
- The change corrects an error made in the original plan.
- There is a community or regional need identified in the Comprehensive Plan for the proposed land use or service.
- The change helps the Town implement its overall goals.
- The change retains consistency among Plan elements.
- The amendment is in compliance with Wisconsin State Laws.

Appendix