

# ROCK COUNTY - WISCONSIN



## TOWN OF LIMA COMPREHENSIVE PLAN 2035



**ADOPTED: June 24, 2009**

Prepared by:

Rock County Planning,  
Economic & Community  
Development Agency



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

**Town of Lima Board**

David Kyle - Chair

Bob Agnew  
Dave Burkett  
Leo Hanauska  
Mike Newell

**Town of Lima Planning and Zoning Committee**

Leo Hanauska  
Tom Hauptert  
Richard Haviza  
William John Kyle  
Mary McCulloch

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

**Rock County Planning, Economic & Community Development Agency**

Scott Heinig - Director  
Wade Thompson - Project Manager

# **TOWN OF LIMA, ROCK COUNTY, WISCONSIN –**

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

**WHEREAS**, the Town Board of the Town of Lima, Rock County, Wisconsin has proceeded under the provisions of Wis. Stat. 66.1001 and this Ordinance is to be adopted under the authority by Wis. Stat. 66.1001; and,

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

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

**WHEREAS**, the Plan was presented to the public, at various stages, for input, review, and comment at nine publicly-noticed meetings and workshops, including visioning sessions held January 10 and March 22, 2006, a draft review workshop held March 25, 2009, and a public hearing held June 24, 2009, in accordance with the Plan's Citizen Participation Plan; and,

**WHEREAS**, the Town of Lima Planning and Zoning Commission has reviewed and approved the Plan, and recommends the Plan for adoption to the Town Board of Lima, and the Town Board of Lima has also reviewed and approved the Plan.

I. The Town Board of Lima does ordain that the Town of Lima, on June 24, 2009, hereby creates and adopts the *Town of Lima Comprehensive Plan 2035* and shall enforce all policies and recommendations contained therein.

### **II. TITLE**

This Ordinance shall be known as, referred to, or cited as, the "ORDINANCE TO CREATE AND ADOPT THE *TOWN OF LIMA COMPREHENSIVE PLAN 2035*."

### **III. PURPOSE AND INTENT**

The purpose of this Ordinance is to best promote the public health, safety, and general welfare of the Town and its citizens, by guiding and coordinating planning and development in the Town.

**IV. CONSISTENCY WITH ORDINANCE**

Commencing June 24, 2009, all actions, including amendments, involving the following Town ordinances shall be consistent with this Ordinance:

(1) Town of Lima Zoning Ordinance

**V. INTERPRETATION**

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

**VI. SEVERABILITY**

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

**VII. EFFECTIVE DATE**

This Ordinance shall be effective after a public hearing (June 24, 2009), adoption by the Town Board, and posting as provided by law.

Approved by the Town Board of Lima this 24 day of June, 2009.

TOWN OF LIMA

By: \_\_\_\_\_

David Kyle, Town Chairperson

ATTEST:

By: \_\_\_\_\_

Pam Hookstead, Clerk/Treasurer

Date passed: 6-24-09

Date published: \_\_\_\_\_

# TOWN OF LIMA

## RESOLUTION 6-24-09

### RESOLUTION APPROVING THE *TOWN OF LIMA COMPREHENSIVE PLAN 2035* WITH RECOMMENDATION FOR ADOPTION

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

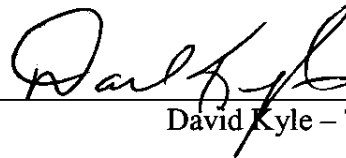
**WHEREAS**, the Plan was prepared by the Rock County Planning, Economic & Community Development Agency in accordance with the *FY 2005 MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING GRANT AGENCY SERVICES AGREEMENT* between the Town and the County; and,

**WHEREAS**, the Plan was presented to the public, at various stages, for input, review, and comment at nine publicly-noticed meetings and workshops, including visioning sessions held January 10 and March 22, 2006, a draft review workshop held March 25, 2009, and a public hearing held June 24, 2009, in accordance with the Plan's *Citizen Participation Plan*; and,

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

Approved by the Town of Lima Board this 24<sup>th</sup> day of June, 2009.

BY:



David Kyle – Town Chairperson

ATTEST:



Pam Hookstead – Clerk/Treasurer

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*List of Abbreviations*

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



*TOWN OF LIMA*  
*COMPREHENSIVE PLAN 2035*

SECTION I -  
EXECUTIVE SUMMARY

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

## I. Town Vision Statement

The Town of Lima cherishes the agricultural, natural, and cultural resources that provide it an identity, and is committed to maintaining this identity through responsible and comprehensive planning reliant on sound principles and citizen participation. Planning in this manner will ensure preservation of agricultural and open space lands, and allow for appropriate growth and development, balancing the individual property rights of the Town's residents with the Town's collective well-being, ultimately ensuring a continued high quality of life for current and future Town residents.



## II. *Plan* Enabling Legislation

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

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

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

## III. *Plan* Purpose, Intent, and Use

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

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

This *Plan* should be utilized:

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

#### IV. *Plan* Structure and Content

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

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

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

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

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

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

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

This Chapter also identifies the statutory requirements for *Plan* adoption and amendments, as well as the *Plan* updating process.

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

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

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

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

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

- *Section IV - Appendices*

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

## V. *Plan* Development Process

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

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

- *Visioning*  
The visioning process provides a comprehensive planning process with focus and direction. The Agency held two visioning sessions, open to all stakeholders, in January and March of 2006. The input gathered from these sessions (Appendix D) established the Town Vision Statement, the framework upon which this *Plan* is based.
- *Meetings and Workshops*  
Meetings and workshops offer stakeholders an opportunity to review and comment on a comprehensive plan in its formative stages, ultimately shaping the plan's content and structure. Multiple meetings and workshops were held (Appendix E), consisting of Agency staff presenting *Plan* information and drafts to stakeholders for review and comment.
- *Open Houses*  
Open Houses are another method in which to ensure stakeholder input during the comprehensive plan development process. The Agency held an Open House (June 2009) at which a *Plan* draft was presented for stakeholder review and comment.

## VI. *Plan* Future Directions

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

*TOWN OF LIMA*  
*COMPREHENSIVE PLAN 2035*

SECTION II-  
INVENTORY REPORT



## Chapter 1 - Issues

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

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

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

### 1.1. Issues Planning

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

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

### 1.2. A Town Profile

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

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

#### Geography

The Town is located in northeastern Rock County, Wisconsin, the only municipality in the 36-square mile Lima Township.

The Town is bordered by rural communities but is also in close proximity to burgeoning urban areas. The Rock County Towns of Milton and Johnstown border the Town to the west and south respectively, the Town of Whitewater in Walworth County borders the Town to the east, and the Town of Koshkonong in Jefferson County borders the Town's north. The City of Milton, with an estimated 2005 population of approximately 5,500 residents, is approximately one mile west of the Town. The City of Whitewater, with an estimated 2005 population of approximately 11,186 residents, is two miles to the Town's northeast. The Rock County seat, the City of Janesville, located three miles west of the Town, had an estimated population of approximately 62,000 in 2005. The rapidly growing Wisconsin State capital, the City of

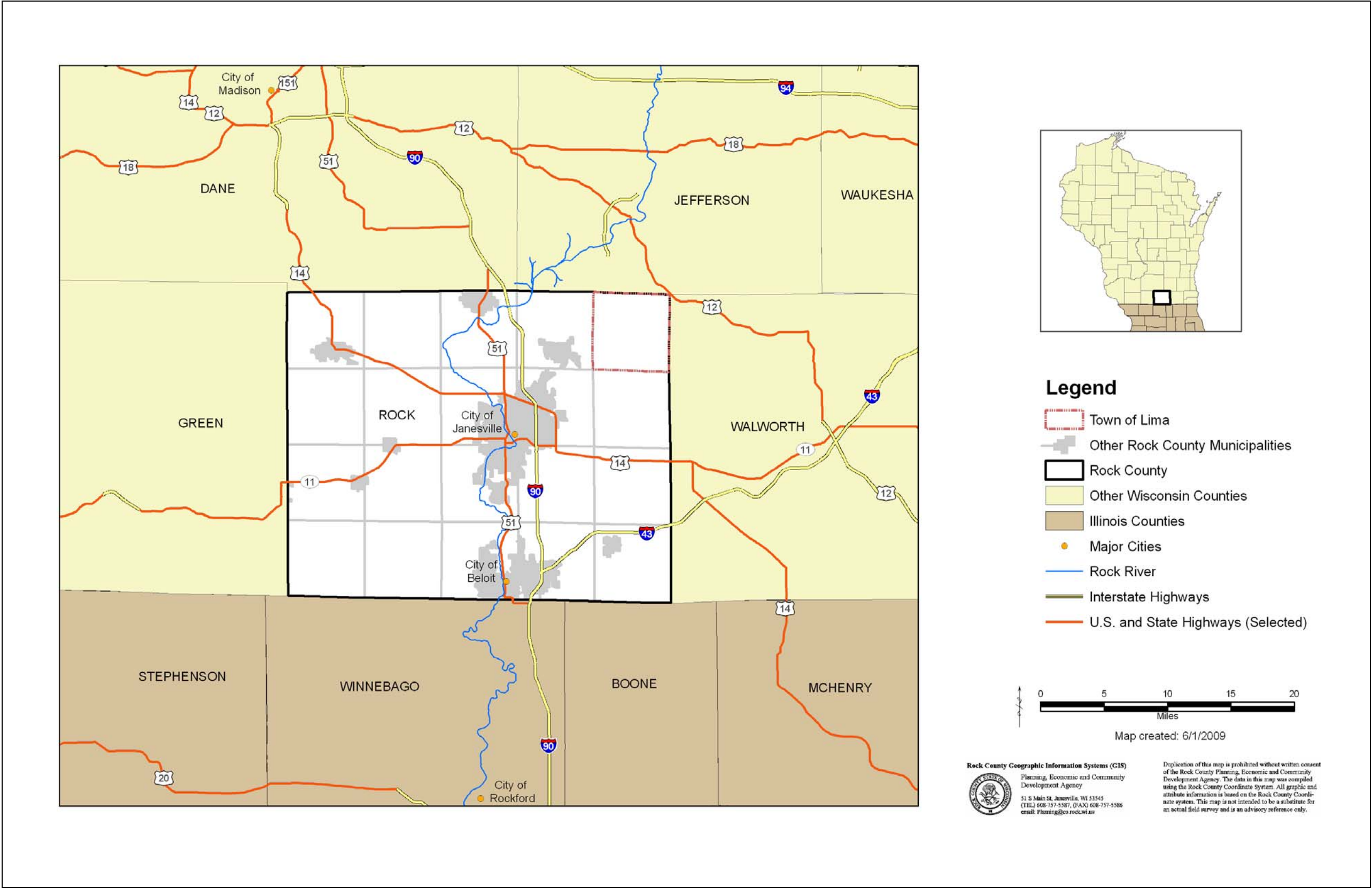
Madison, with an estimated population of approximately 222,000 in 2005, is fifty miles to the Town's northwest. Wisconsin's largest city, Milwaukee, with a metropolitan area containing over 1,700,000 inhabitants in 2005, lies seventy miles east of the Town and Rockford, Illinois' third largest city with an estimated population of approximately 150,000 in 2005, lies fifty miles south. The Town is connected to the aforementioned urban areas and other regional, State, and national locations by a vast road network including State Highway 59.

The Town's physical geography is varied. The Town's most prominent water body is Otter Creek, located in the west-central portion of the Town. The Town is located in two base watersheds, Lower Koshkonong Creek and Whitewater Creek. These watersheds are components of the Lower Rock Basin, which in turn is part of the Mississippi River Basin. Low-lying marshland dissects the Town, beginning in its north-central portion and running diagonally north to south.

Land use in the Town is also varied. Agriculture, both large (35 acres and greater) and small (3-35 acres) scale, predominates, reflective of the highly productive agricultural soils prevalent in the Town. Subsequently, the Town has relatively few woodlands. Residential land uses are limited to farmsteads and a few subdivisions scattered throughout the Town, in both unincorporated Lima Center in the Town's south-central portion, and in its northwest corner in close proximity to the City of Whitewater. Public recreation and open space lands are also prevalent in the Town, with WDNR's Lima Marsh State Wildlife Area and Lima Bog State Natural Area, covering approximately 2,100 acres, roughly dissecting the Town north to south.

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

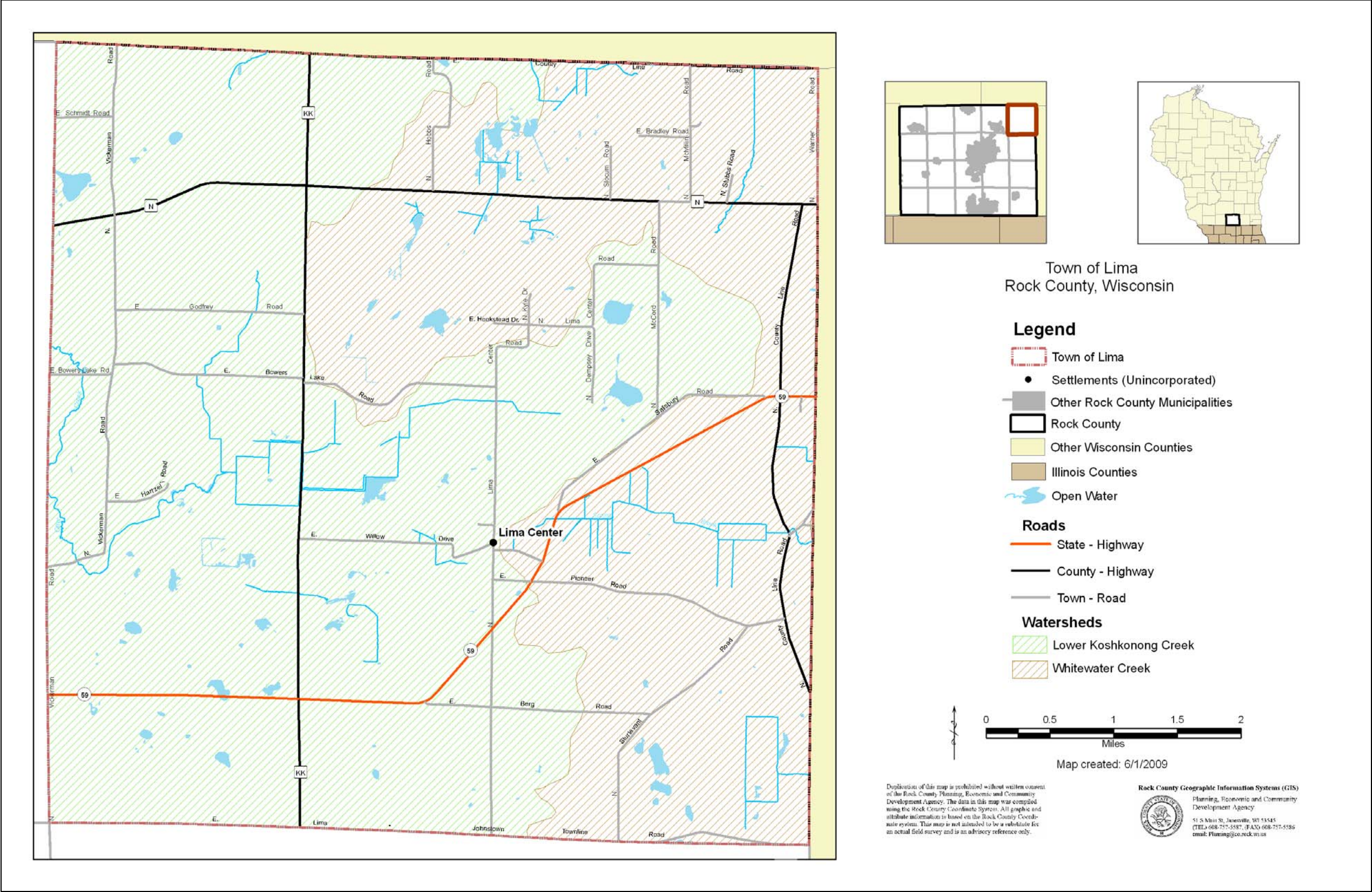
Map 1.1:  
Vicinity



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



Map 1.2:  
Location



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



## History

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

The Town was first settled in 1837 and a sawmill, the first in the vicinity, was erected on the west branch of Whitewater Creek. A colony from Cortland, New York settled in the Town in 1840 and 1845 saw the construction of the Town's first church (Methodist) known as the Log Chapel. The Town was organized as a municipality in 1845, having formerly served as a portion of the Town of Milton. The Town's first settlers found a gently rolling landscape covered with burr and white oak openings, and large amounts of marshland.

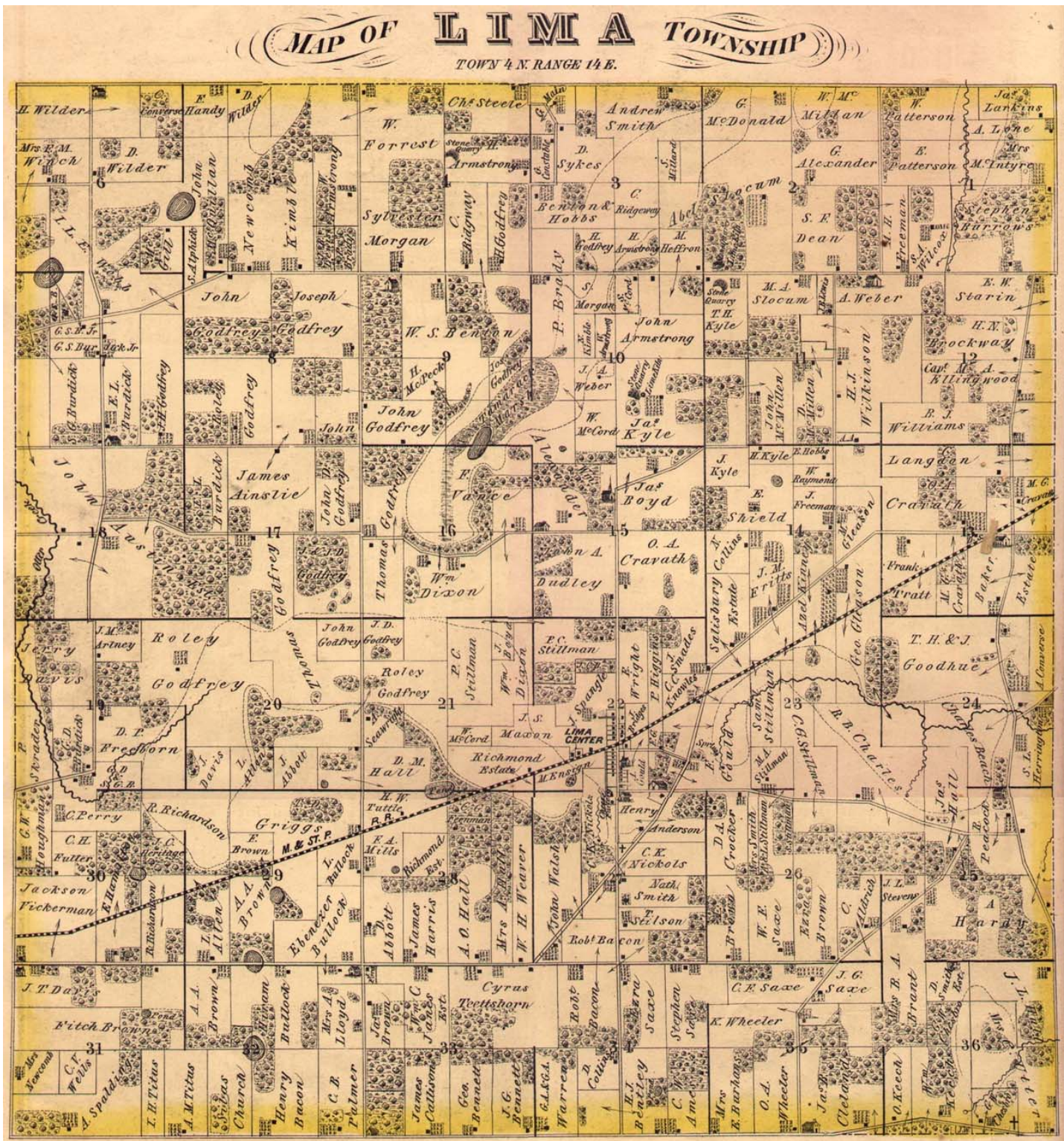
In its early years, two settlements were formed within the Town's borders, Lima Center and Uppers Corners.

The Child family was instrumental in the formation of Lima Center. In the late 1840's, John Child owned and operated an inn on his farm, on the stagecoach route between Madison, Janesville, and Milwaukee. In these days, inns often doubled as taverns but Child's did not and was thus known as the Temperance Inn. Child's sons, Mark and Lewis, built and opened the Town's first store nearby in the early 1850's. Subsequently, the settlement of Lima Center, known in its early days as Child's Station, was born. By 1855 the settlement comprised two stores, a blacksmith and wagon shops, the Cloverdale Cheese Factory, two churches, a school, and a population of 1,054. In addition to the village, approximately 161 farms were scattered throughout the Town. The Milwaukee and Mississippi rail line, later to become the Chicago, Milwaukee, and St. Paul Railway, also came to the area in the early 1850's, with a depot sited in Lima Center. The Railway provided a distribution network for agricultural products grown in the region, spurring the Town's growth. The depot remained active until 1947, with passenger service to Lima Center terminating in 1951, a result of the emergence of the automobile. Although many of the original establishments of Lima Center no longer remain, multiple residences and the Town Hall still mark the spot of the settlement.

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



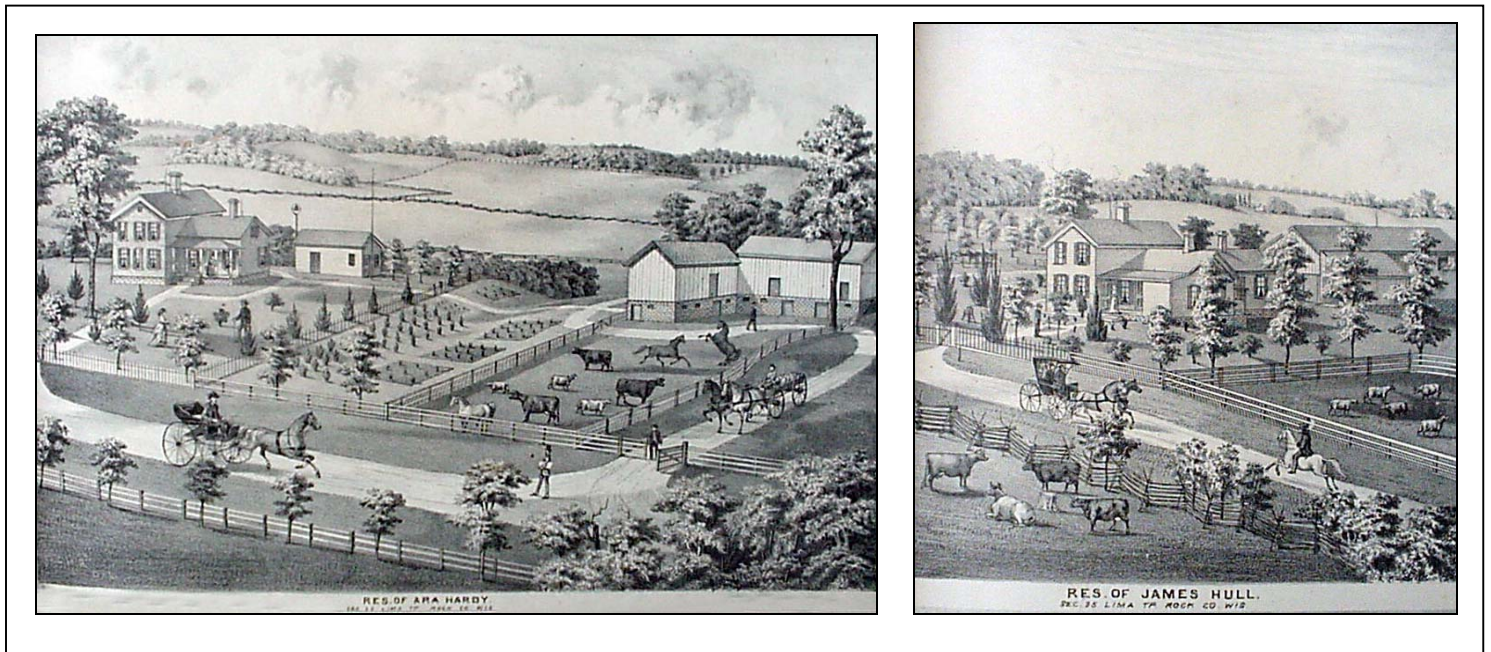
Figure 1.1:  
Land Ownership: 1873



Source: WIRock Group - 2008



Figure 1.2:  
Lithographs: 1873



Source: WIRock Group - 2008

The settlement of Uppers Corners had its origins in the late 1830's when Curtis Utter and his brothers Joseph and Simeon settled in the far southeast corner of the Town. Within a few years the settlement consisted of a store, post office, hotel, bar, blacksmith shop, church, and school. The settlement did not flourish, in part due to its lack of proximity to the emerging rail lines, and by 1860 its demise was evident.

In the winter of 1862-63, a lyceum was formed by a small group of Town residents. By 1866 the group had formed the Farmers' Union Club and Lyceum, containing a library of approximately one hundred volumes, largely composed of donated agricultural works. In 1872 members of this influential group organized the Lima Mutual Insurance Company to provide insurance to residents of the Town.

The Town continued to grow and develop throughout the 20<sup>th</sup> century, retaining its agricultural character while concurrently seeing the emergence of a few scattered residential sub-divisions. The increasing influence of growing urban areas, including the Cities of Whitewater, Janesville, and Madison, and the completion of the U.S. Interstate system in the 1960's, all contributed to growth and development in the Town. These factors and other additional factors will contribute to the Town's future growth and development.

## Existing Population and Demographics

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

**Figure 1.3:  
Population: 2005**

Community	Population
Town of Lima	1,314
Town of Milton	2,978
Town of Harmony	2,449
Town of Johnstown	799
Town of Richmond	1,923
Town of Whitewater	1,456
Town of Cold Spring	785
Town of Koshkonong	3,556
Town of Sumner	898
City of Whitewater	13,937
City of Janesville	62,227
City of Milton	5,474
Rock County	157,373

*Source: State of Wisconsin Department of Administration - 2008*

Figure 1.3 indicates the Town had 1,314 residents in 2005, a number lower than many adjacent Towns.

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

**Figure 1.4:  
Age Distribution: 2000**

Age Group	Number	Percent
Under 5	73	5.6%
5 to 19	301	22.9%
20 to 34	215	16.4%
35 to 44	238	18.1%
45 to 54	201	15.3%
55 to 64	137	10.4%
65 to 84	138	10.5%
85 and over	9	0.7%
<b>TOWN TOTAL</b>	<b>1,312</b>	<b>100.0%</b>
<b>MEDIAN AGE</b>	<b>38.4</b>	

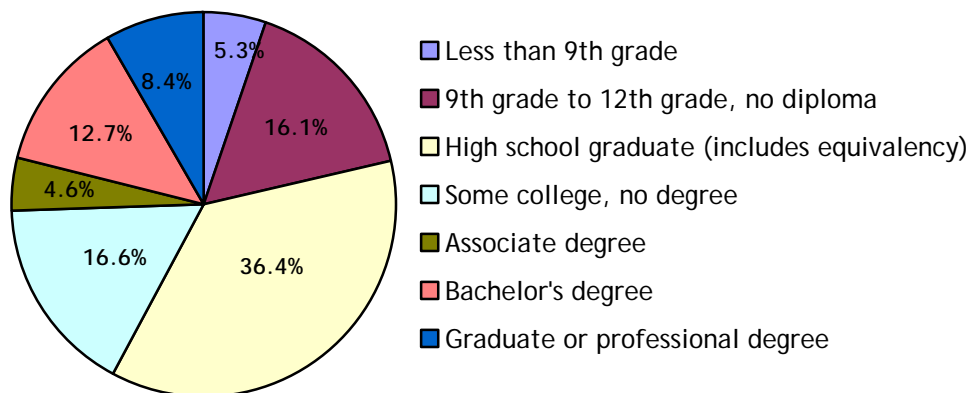
*Source: United States Bureau of the Census - 2000*



Figure 1.4 indicates 22.9% of the Town's population in 2000 was in the 5 to 19 age group and 33.4% was in the 35 to 44 and 45 to 54 age group. The Town's median age in 2000 was 38.4.

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

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



Source: United States Bureau of the Census - 2000

Figure 1.5 indicates 78.7% of Town residents have at least a high school degree and 42.3% have some education beyond high school.

### Population and Demographic Trends

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

**Figure 1.6:**  
**Population: 1980 - 2005**

Community	1980	1990	2000	2005	Change: 1980-2005	
					Number	Percent
Town of Lima	1,179	1,285	1,312	1,314	135	11.5%
Town of Milton	2,306	2,353	2,844	2,978	672	29.1%
Town of Harmony	2,090	2,138	2,351	2,449	359	17.2%
Town of Johnstown	844	850	802	799	-45	-5.3%
Town of Richmond	1,649	1,405	1,835	1,923	274	16.6%
Town of Whitewater	1,443	1,341	1,676	1,456	13	0.9%
Town of Cold Spring	684	683	766	785	101	14.8%
Town of Koshkonong	2,979	2,984	3,395	3,556	577	19.4%
Town of Sumner	973	822	904	898	-75	-7.7%
City of Whitewater	11,520	12,636	13,437	13,937	2,417	21.0%
City of Janesville	51,071	52,210	60,200	62,227	11,156	21.8%
City of Milton	4,092	4,444	5,132	5,474	1,382	33.8%
Rock County	139,420	139,510	152,307	157,373	17,953	12.9%

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

Figure 1.6 indicates the Town's population growth rate and number increase (11.5% and 135) from 1980 to 2005 is among the lowest of the communities displayed. Figure 1.6 also indicates the Town of Milton and the City of Milton exhibited the highest population growth rates of the communities displayed (29.1% and 33.8%, respectively), whereas the Cities of Janesville and Whitewater exhibited the highest population number increases (11,156 and 2,417).

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

**Figure 1.7:**  
**Age Distribution: 1980 - 2000**

Age Group	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	95	8.1%	99	7.7%	73	5.6%	-22	-2.5%
5 to 19	307	26.1%	306	23.8%	301	22.9%	-6	-3.1%
20 to 34	309	26.3%	287	22.3%	215	16.4%	-94	-9.9%
35 to 44	133	11.3%	187	14.6%	238	18.1%	105	6.8%
45 to 54	127	10.8%	167	13.0%	201	15.3%	74	4.5%
55 to 64	112	9.5%	125	9.7%	137	10.4%	25	0.9%
65 to 84	94	8.0%	103	8.0%	138	10.5%	44	2.5%
85 and over	2	0.2%	11	0.9%	9	0.7%	7	0.5%
<b>TOWN TOTAL</b>	<b>1,177</b>	<b>100.0%</b>	<b>1,285</b>	<b>99.1%</b>	<b>1,312</b>	<b>100.0%</b>	<b>133</b>	<b>N/A</b>

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

Figure 1.7 indicates that portion of the Town's population in the 35 to 44 and 45 to 54 age groups have seen the highest increases in number (105 and 74) and percent (6.8% and 4.5%) from 1980 to 2000. Figure 1.7 also indicates the 20 to 34 and Under 5 age groups exhibited the highest number decreases (94 and 22), while the 20 to 34 age group exhibited the highest percent decrease (9.9%), from 1980 to 2000.

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

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

Education Level	1980	1990	2000	Change: 1980-2000
9th grade to 12th grade, no diploma	28.8%	25.7%	21.4%	-7.4%
High school graduate (includes equivalency)	41.1%	37.9%	36.4%	-4.8%
Some college, no degree	16.1%	16.6%	16.6%	5.1%
Associate degree		4.3%	4.6%	
Bachelor's degree	14.0%	10.1%	12.7%	7.1%
Graduate or professional degree		5.4%	8.4%	
<b>TOWN TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>

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

Figure 1.8 indicates the Town has seen a dramatic increase in the education level of its population from 1980 to 2000, including a drop of 7.4% of those residents age 25 and older that do not have a high school diploma and a combined increase of 12.2% of residents who have some education beyond a high school diploma.

### Population Projections\*

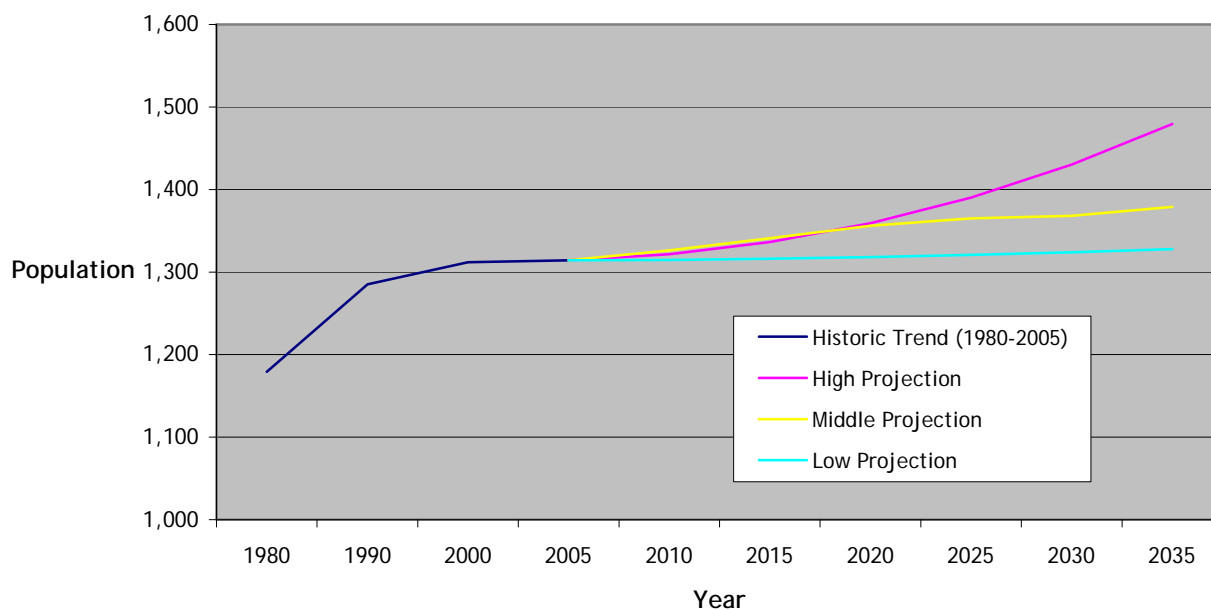
Figures 1.9 and 1.10 illustrate Town population projection scenarios. Three projection scenarios, a High, Middle, and Low, are presented to illustrate various possible future Town populations from 2010 to 2035.

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

Projection	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
High	1,321	1,336	1,359	1,390	1,430	1,479	158	12.0%
Middle	1,326	1,341	1,356	1,365	1,368	1,379	53	4.0%
Low	1,315	1,316	1,318	1,321	1,324	1,328	13	1.0%

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

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



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

Figures 1.9 and 1.10 indicate the High population projection scenario would add 158 Town residents above the 2010 projection, whereas the Low projection adds 13. For the purposes of this Plan, the High projection will be utilized.

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

### 1.3. Town Issues

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

#### Town Profile

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

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

### *Citizen Participation Plan Activities\**

Town residents:

- Are generally satisfied with the Town's overall quality of life
- Support limited to moderate (1% a year or less) increases in Town population
- Recognize the continued preservation of agricultural lands and open space is vital to the Town's socio-economic identity
- Support the authority of the Town government to regulate land use but are also supportive of intergovernmental cooperation between the Town and various other governments, including the County and the City of Whitewater
- Support new compact (1 to 3 acres) residential development in designated areas in the Town, in close proximity to existing development
- Are concerned about the threat that residential and commercial development of the City of Whitewater and Milton's periphery pose to the Town's agricultural land and open space
- Desire land use planning, in the Town and surrounding areas, that provides stability to small farm owners and the agricultural industry, and ensures preservation of agricultural and environmentally significant open space lands

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

## Chapter 2 - Land Use

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

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

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

### 2.1. Land Use Planning

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

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

### 2.2. Land Use Inventory

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

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

## Existing Land Use

Existing use of the Town's land is varied. Large (35 acres and greater) and small (3-35 acres) scale agriculture use predominates, although residential use also exists with farmsteads and subdivisions scattered throughout the Town. Concentrations of low-density (1 housing unit/1 acre) residential land uses are located in unincorporated Lima Center in the Town's south-central portion, and in its northwest corner. Public recreation and open space lands are also prevalent in the Town, with WDNR's Lima Marsh State Wildlife Area and Lima Bog State Natural Area entailing approximately 2,100 acres, and roughly dissecting the Town north to south.

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

- *Large-Scale Agriculture*  
Lands (10 acres or greater), including dwelling units and other related improvements, devoted primarily to agriculture and other supporting activities
- *Small-Scale Agriculture or Residential*  
Lands (10 acres or less), including dwelling units and other related improvements, devoted primarily to agriculture and other supporting activities, or lands containing dwelling units and related improvements not associated with agricultural use
- *Residential*  
Lands containing dwelling units and related improvements not associated with agricultural use
- *Public Recreation and Open Space*  
Lands, including improvements, devoted primarily to outdoor recreational use and owned by a governmental entity
- *Manufacturing/Industrial and Special Purpose*  
Lands, including improvements, devoted primarily to manufacturing and industrial operation, or utilized for special purposes, including but not limited to, cemeteries and automobile salvage yards
- *Transportation Right of Way*  
Lands, including roads, rail lines, and adjacent areas, devoted to the movement and transportation of people, products, and services

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

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

Land Use Category	Acres	Percent
Large-Scale Agriculture	20,700.7	90.0%
Small-Scale Agriculture or Residential	120.4	0.5%
Residential	118.2	0.5%
Manufacturing/Industrial and Special Purpose	6.8	0.0%
Public Recreation and Open Space	2,058.0	8.9%
Transportation Right of Way	N/A	N/A
<b>TOWN TOTAL</b>	<b>23,004.1</b>	<b>100.0%</b>

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

Figure 2.1 indicates the vast majority of the Town's land (20,700.7 acres and 90.0%) was categorized as Large-Scale Agriculture in 2008. The Public Recreation and Open Space category comprised 2,058.0 acres and 8.9% of the Town's land use in 2008.

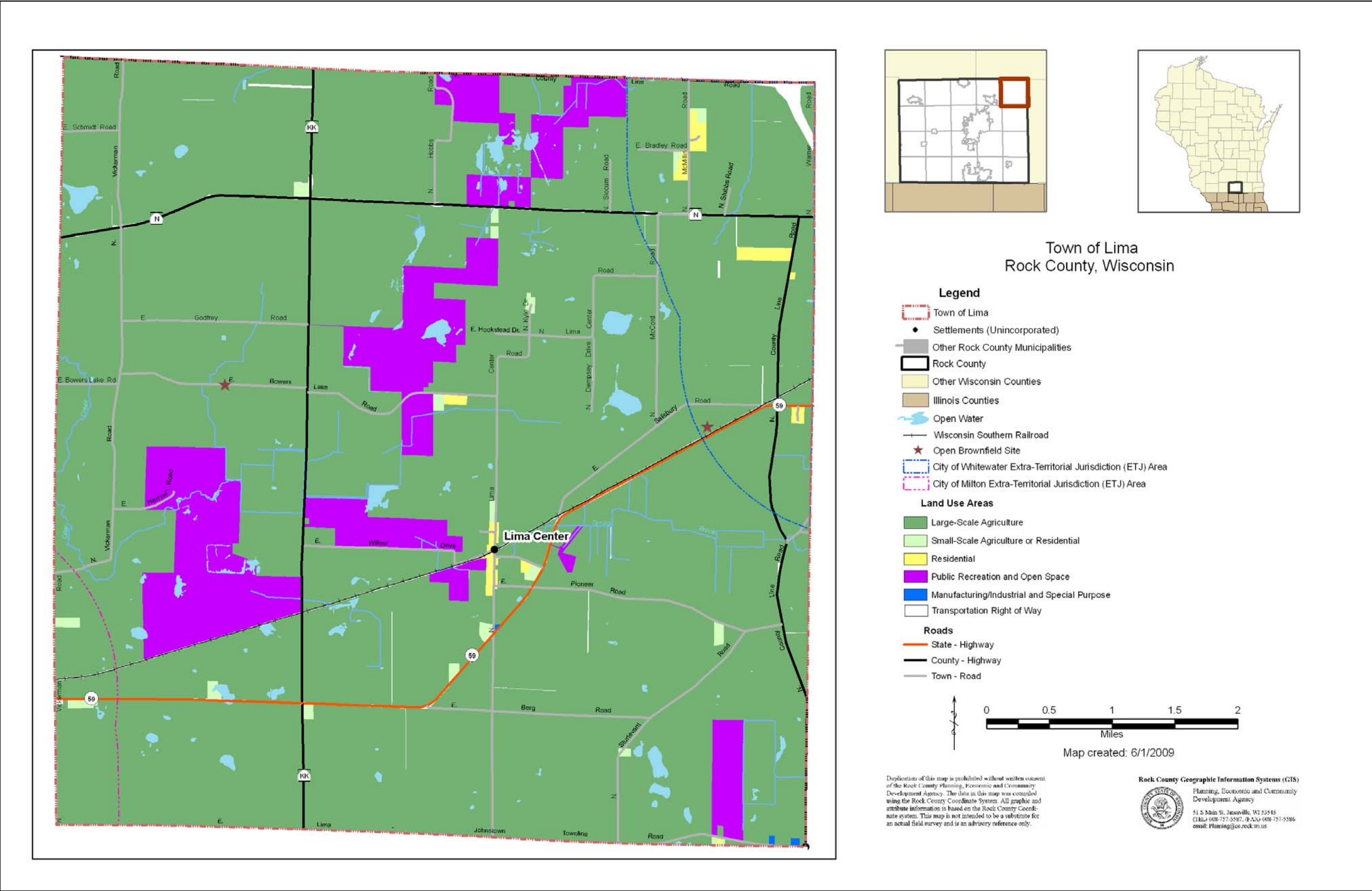
The Town also has two open brownfield sites within its borders according to the WDNR's Brownfield Remediation and Redevelopment Program. Brownfields are abandoned or underutilized commercial or industrial properties whose expansion or redevelopment is hindered by real or perceived environmental contamination. Brownfields include abandoned gas stations, mining sites, and dilapidated and/or vacant industrial properties.

Map 2.1 displays land use in the Town according to the categories utilized in Figure 2.1, as well as its open brownfield sites.





Map 2.1:  
Land Use



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

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

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

**Figure 2.2:  
Zoning Districts: 2008**

Zoning District	Primary Use	Minimum/Maximum Lot Size	Dwelling Units Per Lot
Agricultural (A-1)	Large-scale agriculture	35 acres/None	2*
Agricultural (A-2)	Small-scale agriculture	10 acres/35 acres	1*
Agricultural (A-3)	Low-density residential and small-scale agriculture	3 acres/10 acres	1
Local Business (B-1)	Commercial operations to serve local public	Sewered: 7,500 sq. ft./None Unsewered: 40,000 sq. ft./None	None*
Lowland Conservancy Overlay (C-1)	Restrict development in flood-prone areas	35 acres (A-1 only)/None	None
Highland Conservation (C-2)	Protect environmentally sensitive areas	10 acres/None	None*
Rural Residential (R-R)	Low-density residential	Single Family: 40,000 sq. ft./3 acres Two Family: 55,000 sq. ft./3 acres	1*
Planned Unit Development (PUD)	Planned residential development	40,000 sq. ft./3 acres (Minimum 5 acres per development)	1
Mobile Home Park (MHP)	Mobile home parks and travel trailer camps	Mobile home parks: 8 acres/None Travel trailer camps: 6 acres/None	Mobile home parks: 56 Travel trailer camps: 48
Special Purpose (SP)	Special and unique	5 acres/None	None
Light Industrial (M-1)	Industrial	Sewered: 40,000 sq. ft./None	None*
Shoreland Overlay (SO) - County	Restrict development of environmentally sensitive areas and in flood-prone areas	Sewered: 40,000 sq. ft./None Unsewered: 15,000 sq. ft./None	Dependent on underlying district

\*Conditional uses allow for additional dwelling units.

Source: Town of Lima Zoning Ordinance  
Chapter 32 - Municipal Code of the County of Rock

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

navigable rivers or streams or to the landward side of the floodplain, whichever is greater, per Chapter 32 - Municipal Code of the County of Rock.

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

**Figure 2.3:  
Zoning: 2008**

Zoning District	Acres	Percent	Lots	Average Lot Size (Acres)
Agricultural (A-1)	22,181.2	96.4%	521	42.6
Agricultural (A-2)	577.5	2.5%	46	12.6
Agricultural (A-3)	120.4	0.5%	27	4.5
Local Business (B-1)	0.0	0.0%	0	N/A
Lowland Conservancy Overlay (C-1)	0.0	0.0%	0	N/A
Highland Conservation (C-2)	0.0	0.0%	0	N/A
Rural Residential (R-R)	86.6	0.4%	75	1.2
Mobile Home Park (MHP)	32.0	0.1%	2	16.0
Planned Unit Development (PUD)	0.0	0.0%	0	N/A
Special Purpose (SP)	3.4	0.0%	2	1.7
Light Industrial (M-1)	3.0	0.0%	1	3.0
<b>TOWN TOTAL</b>	<b>23,004.1</b>	<b>100.0%</b>	<b>681</b>	<b>33.8</b>

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

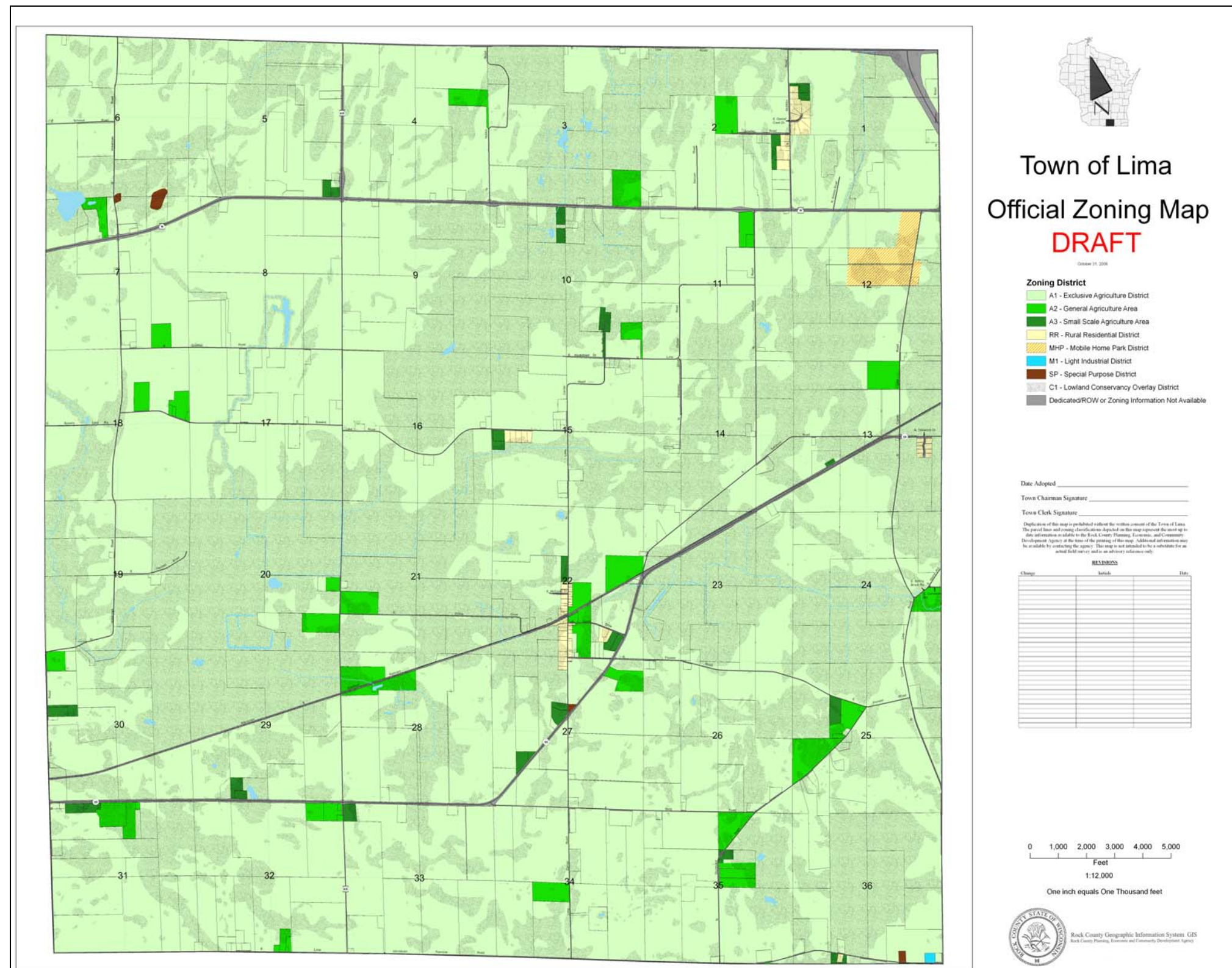
Figure 2.3 indicates the majority (22,181.2 acres, 96.4%) of the Town's land was zoned Agricultural (A-1), whereas the Agricultural (A-2) zoning district comprised the next largest portion of the Town's land (577.5 acres, 2.5%), in 2008. The Town's residential (R-R) zoning district totaled only 86.6 acres and 0.4% of the Town's land use in 2008. The combined, predominately residential (A-3 and R-R) zoning districts totaled 207.0 acres and 0.9% of the Town's land use in 2008, averaging 2.0 acres per lot. The Town had 681 lots, with average lot size of 33.8 acres, in 2008.

Map 2.2 displays zoning in the Town in 2008.





Map 2.2:  
Zoning\*



\* The Town is currently working in coordination with the Rock County Planning, Economic & Community Development Agency to adopt a finalized zoning map. At which point this finalized map is adopted by the Town, said map shall be incorporated into this Plan as Map 2.2, to replace the draft map as shown above.

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

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

**Figure 2.4:  
Land Ownership: 2008**

Ownership Type	Acres	Percent
Private	20,945.3	91.1%
Public	2,058.8	8.9%
State	2,058.4	8.9%
County	0.0	0.0%
Town	0.4	0.0%
<b>TOWN TOTAL</b>	<b>23,004.1</b>	<b>100.0%</b>

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

Figure 2.4 indicates the majority (91.1%) of land in the Town is privately owned. Figure 2.4 also indicates a relatively large portion of land in the Town (2,058.8 acres and 8.9%) is in State (WDNR) ownership. These lands include the Lima Marsh State Wildlife Area and the Lima Bog State Natural Area.

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

**Figure 2.5:  
Total Equalized Value: 2008**

Land Use Category	Land	Improvements	Total Equalized Value	Percent
Agricultural	\$4,405,800	\$0	\$4,405,800	4.8%
Other (Agricultural Residential and Accessory)	\$3,196,000	\$10,975,500	\$14,171,500	15.3%
Agricultural Forest and Forest	\$1,137,100	\$0	\$1,137,100	1.2%
Residential	\$15,807,100	\$52,248,200	\$68,055,300	73.5%
Commercial	\$441,000	\$2,712,200	\$3,153,200	3.4%
Manufacturing	\$0	\$0	\$0	0.0%
Undeveloped	\$1,665,400	\$0	\$1,665,400	1.8%
<b>TOWN TOTAL</b>	<b>\$26,652,400</b>	<b>\$65,935,900</b>	<b>\$92,588,300</b>	<b>100.0%</b>

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

Figure 2.5 indicates the Residential land use category entails the largest total equalized value and percent ((\$68,055,300 and 73.5%) of all the Town's land use categories, whereas the Manufacturing land use category entails the smallest (\$0 and 0.0%), in 2008.

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

## Land Use Trends

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

**Figure 2.6:**  
**Total Equalized Value: 2002 - 2008**

Land Use Category	2002		2008		Change: 2002-2008	
	Total Equalized Value	Percent	Total Equalized Value	Percent	Total Equalized Value	Percent
Agricultural	\$5,199,400	8.1%	\$4,405,800	4.8%	-\$793,600	-3.3%
Other (Agricultural Residential and Accessory)	\$12,102,400	18.8%	\$14,171,500	15.3%	\$2,069,100	-3.5%
Agricultural Forest and Forest	\$841,500	1.3%	\$1,137,100	1.2%	\$295,600	-0.1%
Residential	\$43,510,500	67.7%	\$68,055,300	73.5%	\$24,544,800	5.8%
Commercial	\$2,316,600	3.6%	\$3,153,200	3.4%	\$836,600	-0.2%
Manufacturing	\$0	0.0%	\$0	0.0%	\$0	0.0%
Undeveloped	\$314,800	0.5%	\$1,665,400	1.8%	\$1,350,600	1.3%
<b>TOWN TOTAL</b>	<b>\$64,285,200</b>	<b>100.0%</b>	<b>\$92,588,300</b>	<b>100.0%</b>	<b>\$28,303,100</b>	<b>N/A</b>

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

Figure 2.6 indicates the Residential land use category has seen the largest increase in total equalized value (\$24,544,800) and percent (5.8%) from 2002 to 2008. Figure 2.6 also indicates the Agricultural land use category has seen the largest decrease in total equalized value (\$793,600,500), whereas the Other land use category has seen the largest decrease in percent (3.5%), during this same time period.

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

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

Totals	2002	2003	2004	2005	2006	2002-2006	
						Total	Average
Sales	3	2	2	5	1	13	2.6
Acres	217	133	245	316	50	961	192
Value	\$438,200	\$398,000	\$860,000	\$1,331,958	\$224,505	\$3,252,663	\$650,533
Value per acre	\$2,026	\$2,992	\$2,785	\$4,215	\$4,490	\$16,508	\$3,302

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

Figure 2.7 indicates an average of 2.6 Agricultural/Forest land sales totaling approximately 192 acres, valued at \$650,533 and \$3,302 an acre, took place in the Town from 2002 to 2006.

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

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

	2002	2003	2004	2005	2006	2002-2006	
						Total	Average
Sales	11	8	9	14	5	47	9.4
Vacant lots	1	0	1	2	1	5	1.0

*Source: State of Wisconsin Department of Revenue Condensed Sales Summary Report - 2002 - 2006*

Figure 2.8 indicates an average of approximately 9 residential land sales, approximately 1 of those being vacant lots, took place in the Town annually from 2002 to 2006.

### Land Use Projections\*

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

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

2010	2015	2020	2025	2030	2035
20,700.7	20,674.6	20,654.5	20,636.3	20,626.1	20,607.8

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

Figure 2.9 indicates the Town will lose approximately 93 acres of agricultural land from 2010 to 2035.

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

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

	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	Total: 2010-2035
<b>Residential</b>	26	20	18	10	18	92
<b>Commercial and Industrial</b>	0.1	0.1	0.2	0.2	0.3	0.8

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

Figure 2.10 indicates the Town will need approximately 92 acres for residential land uses and approximately 1 acre for commercial and industrial land uses from 2010 to 2035.

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

### 2.3. Land Use Issues

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

- The proximity of growing urban areas, major transportation corridors, and the Town's existing development exerts a major influence on the Town's land use.
  - The City of Whitewater is projected to have an additional 2,500 (approximate) residents and the City of Milton an additional 2,000 (approximate) by 2035, according to WDOA projections.
  - The growing Cities of Whitewater, Janesville, and Madison exert regional influence on the Town's land use, as does Interstate 90/39. These urban areas and transportation corridors offer the potential for residential, commercial, and light industrial development within the Town.
- The Town has large amounts of publicly (State - WDNR) owned land in its central portion and this ownership pattern will restrict the Town's potential for future residential, commercial, and light industrial development in this area.
- Agriculture is the dominant land use category designation in the Town. These lands, particularly those categorized as large-scale agriculture, are being converted to other land use categories, usually small-scale agriculture or residential, at a slow, steady rate.
- The Town's current zoning ordinance, particularly its Agricultural (A-2) and (A-3) zoning districts, has the potential to exacerbate the conversion of productive large-scale agriculture lands to other uses. These two districts were originally formulated to permit predominately small-scale agriculture land uses, although A-3 district's lots, and smaller lots in the A-2 district, are often not conducive to these uses. Thus, much of the land in these zoning districts is residential.

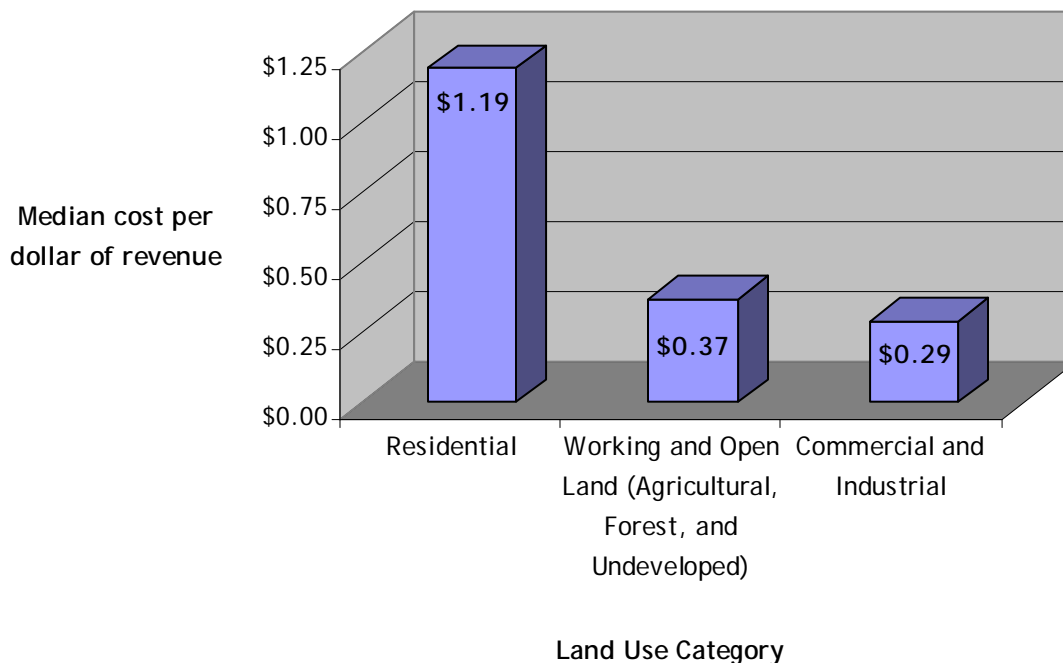
Additionally, the Town's zoning ordinance provides the Town no regulatory authority to review land divisions of 35 acres or greater. Thus, if an 80-acre parcel of prime farmland were proposed for division into two 40-acre parcels, with each new parcel to contain a new residence, and with none of the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

- The Town will need to ensure and maintain consistency between its Zoning (Map 2.2) and Future Land Use Maps (Map III.1), per State of Wisconsin Statute 66.1001. Additionally, the State of Wisconsin Department of Agriculture (DATCP) requires certification of the Town's Zoning Map to ensure the Town's agricultural landowners are eligible for DATCP's Farmland Preservation Program.
- The Town has not yet adopted an electronic version of its Zoning Map, as prepared by Rock County, and will need to do so.
- The Town's historical and current land use data is incomplete.



- The City of Whitewater's Extra-Territorial Jurisdiction (ETJ) Area (extending 3 miles out from the City's boundaries) allows the City development review authority over any proposed Town development within this area. The City's ETJ area (Map 2.1) extends into the northeastern portion of the Town.
- The City of Milton's ETJ Area (extending 1.5 miles out from the City's boundaries) allows the City development review authority over any proposed Town of Lima development within this area. The City's ETJ area extends into the southwestern portion of the Town.
- Additional residential, commercial, and manufacturing acreages will likely come from lands currently categorized as large-scale agriculture. Thus, approximately one hundred acres of the Town's land, currently categorized as large-scale agriculture will likely be converted to residential, commercial, and industrial categories.
- There is potential for land use conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- Residential development is often viewed as an opportunity to increase a rural community's tax revenue. Cost of community services (COCS) studies examine cost (public services) incurred versus revenue (taxes) generated for various land uses. Figure 2.11 displays the median cost incurred per dollar of revenue generated for various land uses of 121 COCS studies conducted for various municipalities from 1989 to 2006.

**Figure 2.11:**  
**Cost of Community Services: 1989 - 2006**



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

Figure 2.11 indicates Residential land uses incur more cost than revenue generated, while Working and Open Lands, and Commercial and Industrial land uses incur less cost than revenue generated. It is important to note that Residential land uses indirectly

generate revenue that is not captured in COCS studies (e.g. Commercial land uses are often dependent on large populations indicative of Residential land uses).

- The Town's Residential land use category entails by far the largest total equalized value, and has historically exhibited the largest increases in total equalized value of all land use categories, as determined by WDOR. However, these values and the subsequent tax revenue gained, must be weighted against data presented in COCS studies, as per Figure 2.11, and the Town's desire to retain its rural character.
- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- WDNR has future land acquisition plans at the Lima Marsh Wildlife Area. WDNR has also delineated a trail network through the Town as a component of their State Trails Network Plan.
- The Town is currently in the process of updating their Zoning Ordinance and proposed updates may conflict with data as presented in this *Plan*, and existing zoning designations of lands in the Town. The Town will need to ensure consistency between this *Plan*, the Town's updated Zoning Ordinance, and existing zoning designations of lands in the Town.
- The Town has two open brownfield sites within its borders offering the opportunity for public-private redevelopment projects.

## Chapter 3 – Agricultural, Natural, and Cultural Resources

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

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

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

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

### 3.1. Agricultural, Natural, and Cultural Resources Planning

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

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

### 3.2. Agricultural, Natural, and Cultural Resources Inventory

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

#### Agricultural Resources

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

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

- *Prime Farmland Class*  
This component rates a soil type's major physical and chemical properties affecting agriculture utilization.
- *Land Capability Class*  
This component rates a soil type's risk of environmental damage (e.g. erosion, etc.), the degree of management concerns, and its limitations for agriculture utilization

- *Agricultural Productivity Index*

This component rates a soil type's potential yield of agricultural crops.

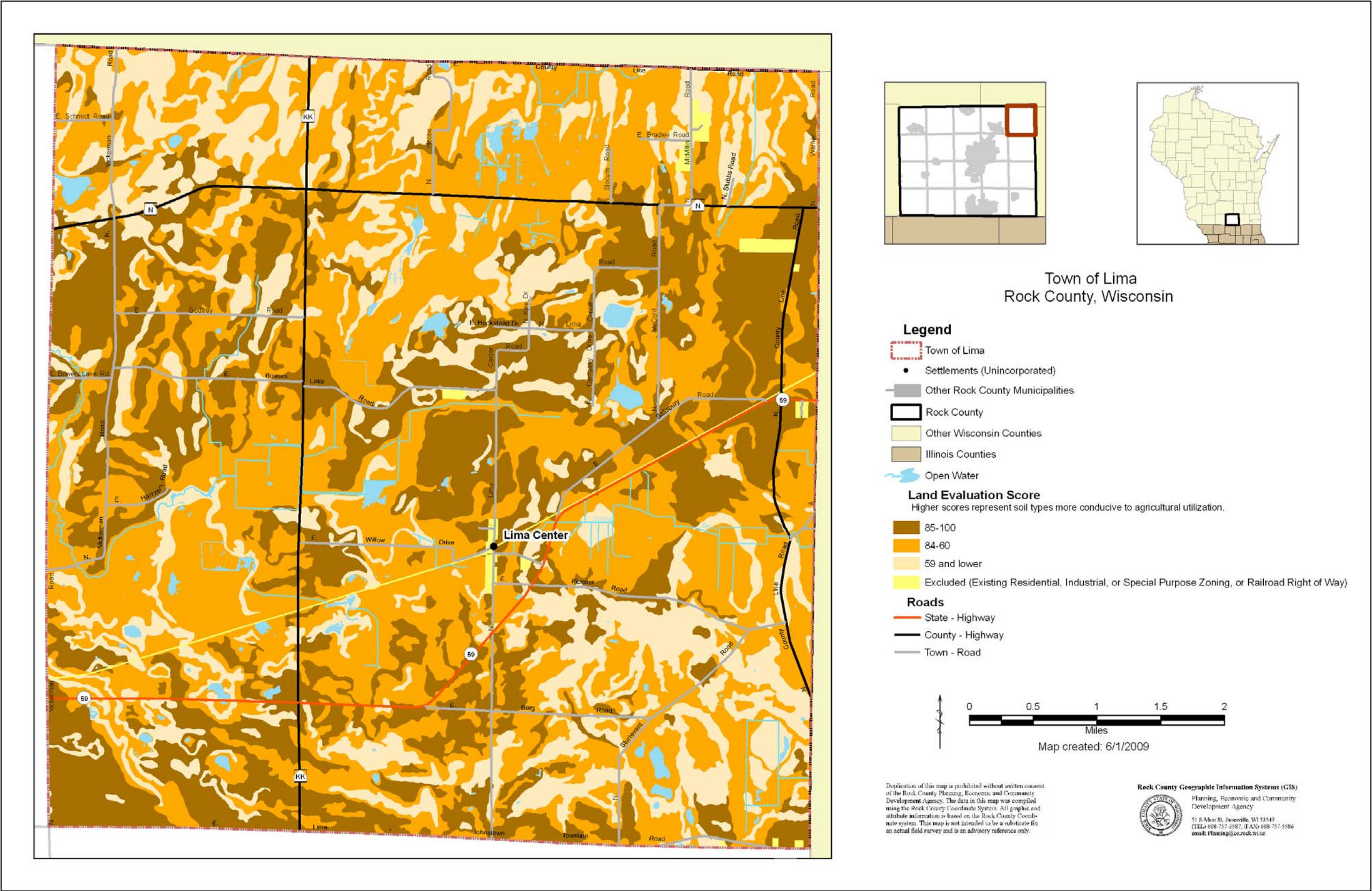
A Land Evaluation score is produced for a soil type by summing a soil type's prime farmland score (0-100 multiplied by .15), its land capability class score (0-100 multiplied by .30), and its agricultural productivity index score (0-100 multiplied by .55). A Land Evaluation score of 100 represents a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

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





Map 3.1:  
Agricultural Resources



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

## Natural Resources

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

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

cycling. Prominent hydric soil areas in the Town are located in its north-central, central (east-west), and southeast portions.

- *Steep Slopes (12% and greater)*  
These features are areas in which the topography is relatively steep. Steep slopes require development restrictions to ensure mitigation of social costs resulting from development. Prominent steep slope areas in the Town are located in its north and south portions.
- *Depressional Topography*  
These features, including kettles, are shallow, steep-sided basins or bowl-shaped depressions. Depressional topography stores surface water, provides habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, recharges groundwater, and requires development restrictions to ensure mitigation of social costs resulting from development. Prominent depressional topography areas in the Town are located in its north-central, west-central, southwest, and southeast portions.
- *Woodlands*  
These features are areas of relatively dense and contiguous deciduous and/or coniferous vegetation. Woodlands provide habitat for unique, rare, threatened, and/or endangered vegetation and wildlife, serve to sequester carbon dioxide, provide various commodities including lumber and paper, and offer various outdoor recreational opportunities. Prominent woodland areas in the Town are located in its north, west-central, and southeast portions.
- *Vegetation and Wildlife*  
These features, including prairie grasses, deer, turkey, and coyote, are plants and animals. Healthy and diverse vegetative and wildlife communities are often indicative of overall ecosystem health, in addition to offering various outdoor recreational opportunities. The County undertook a Natural Areas Survey in 2001, identifying areas containing significant vegetation demonstrative of native ecology. These areas, beyond supporting unique, rare, threatened, and/or endangered vegetation and wildlife, offer a glimpse into the ecological past and provide various outdoor recreational opportunities. Four natural areas are located in the Town, including:
  - *Lima Bog SNA 219*: 150-acre northern wet forest, southern sedge meadow, and hard bog lake parcel in public (WDNR) ownership in the Town's north-central portion
  - *Lima Marsh*: 37-acre wetland parcel in public (WDNR) ownership in the Town's central portion
  - *Route 59 Railroad Prairie*: 1-acre wet and dry-mesic prairie parcel in private ownership in the Town's west-central portion along State Highway 59
  - *Hawk Meadows*: 2-acre wet prairie parcel in public (WDNR) ownership in the Town's southeast portion

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

**Figure 3.1:  
WDNR Natural Heritage Inventory**

Common Name (Latin Name)	Type	State Status	Federal Status
Cukooflower ( <i>Cardamine pratensis</i> )	Plant	Special Concern	None
Livid Sedge ( <i>Carex livida</i> var. <i>radicaulis</i> )	Plant	Special Concern	None
Blanding's Turtle ( <i>Emydoidea blandingii</i> )	Turtle	Threatened	None
Least Darter ( <i>Etheostoma microperca</i> )	Fish	Special Concern	None
Slender Bulrush ( <i>Scirpus heterochaetus</i> )	Plant	Special Concern	None
Common Bog Arrow-grass ( <i>Triglochin maritima</i> )	Plant	Special Concern	None

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

- **Non-Metallic Minerals**

These features, including gravel and limestone, are rocks, minerals, or sediments (not including metal ores, fossil fuels, and gemstones). Non-metallic minerals are a commodity having a quantifiable market value and are often utilized in construction projects including road-building. One active non-metallic mineral mining site totaling approximately 169 acres and two active non-metallic mineral mining reclamation areas totaling approximately 28 acres are located in the Town's northwestern corner.

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

**Figure 3.2:  
Government Oversight (Management/Regulation)**

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

\* Indicates limited oversight by governmental level.



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

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

Figure 3.2 indicates the Town is responsible for oversight of the following natural resources, Shorelands, Floodplains, Wetlands, Hydric Soils, and Non-Metallic Minerals. The Town also has limited oversight of Steep Slopes (20% and greater). Oversight of these natural resources at the Town level is provided through the Town's Zoning Ordinance, specifically its C-1 Lowland Conservancy Overlay and C-2 Highland Conservation districts, among other regulations.

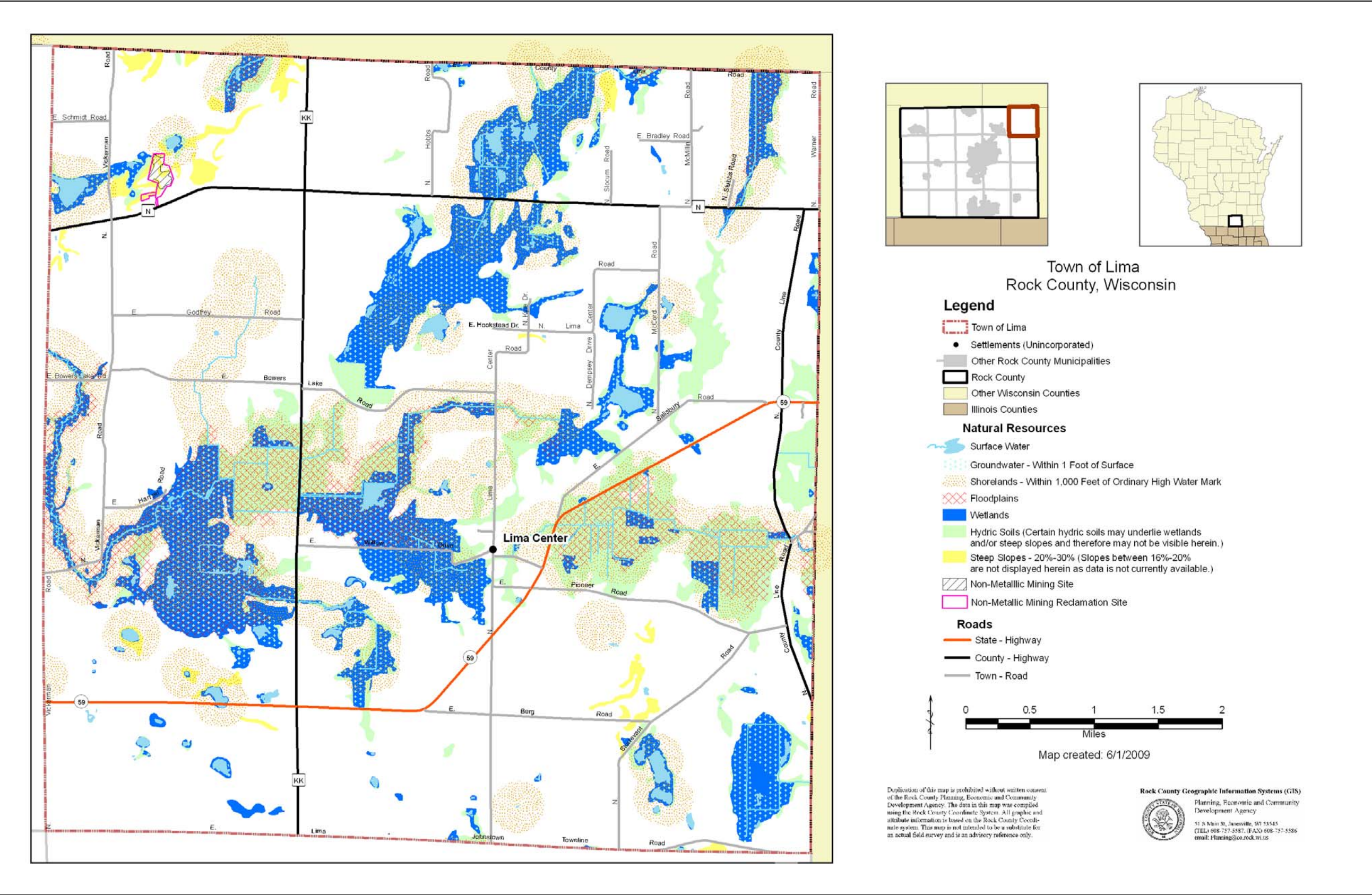
Figure 3.2 indicates no government oversight is provided for Steep Slopes (12%-16%). It is important to note that this natural resource may be protected through other means (i.e. a slope of 15% within a shoreland) but no oversight exists (at the time of this Plan's adoption, June, 24, 2009) to specifically address protection of this natural resource.

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





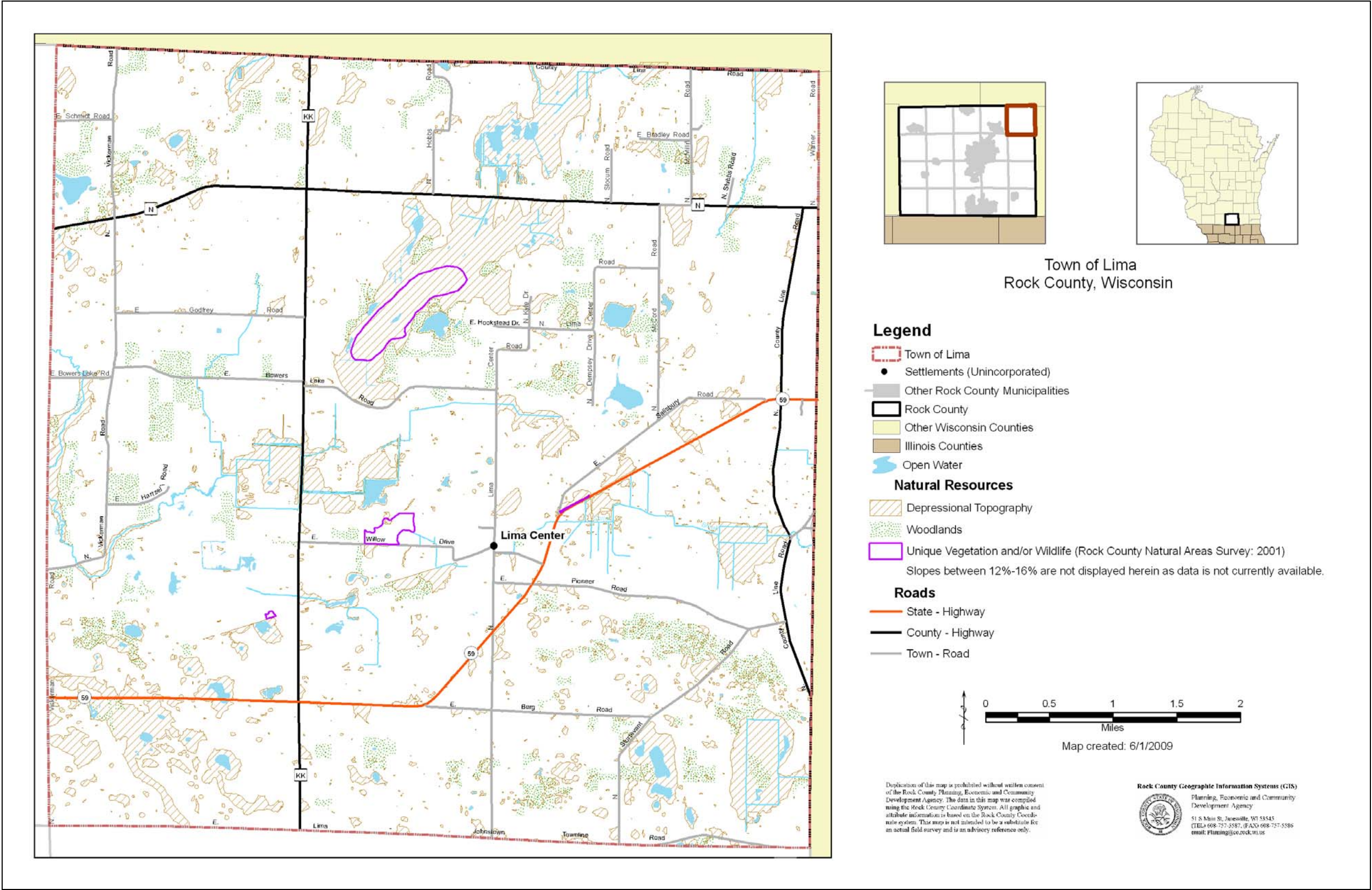
Map 3.2:  
Natural Resources: Complete Government Oversight (Management/Regulation)



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



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



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

## Cultural Resources

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

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

The Town's cultural resources include the 79 AHI properties, 17 ASI sites, and various other properties and sites located in the Town. Prominent cultural resources in the Town include:

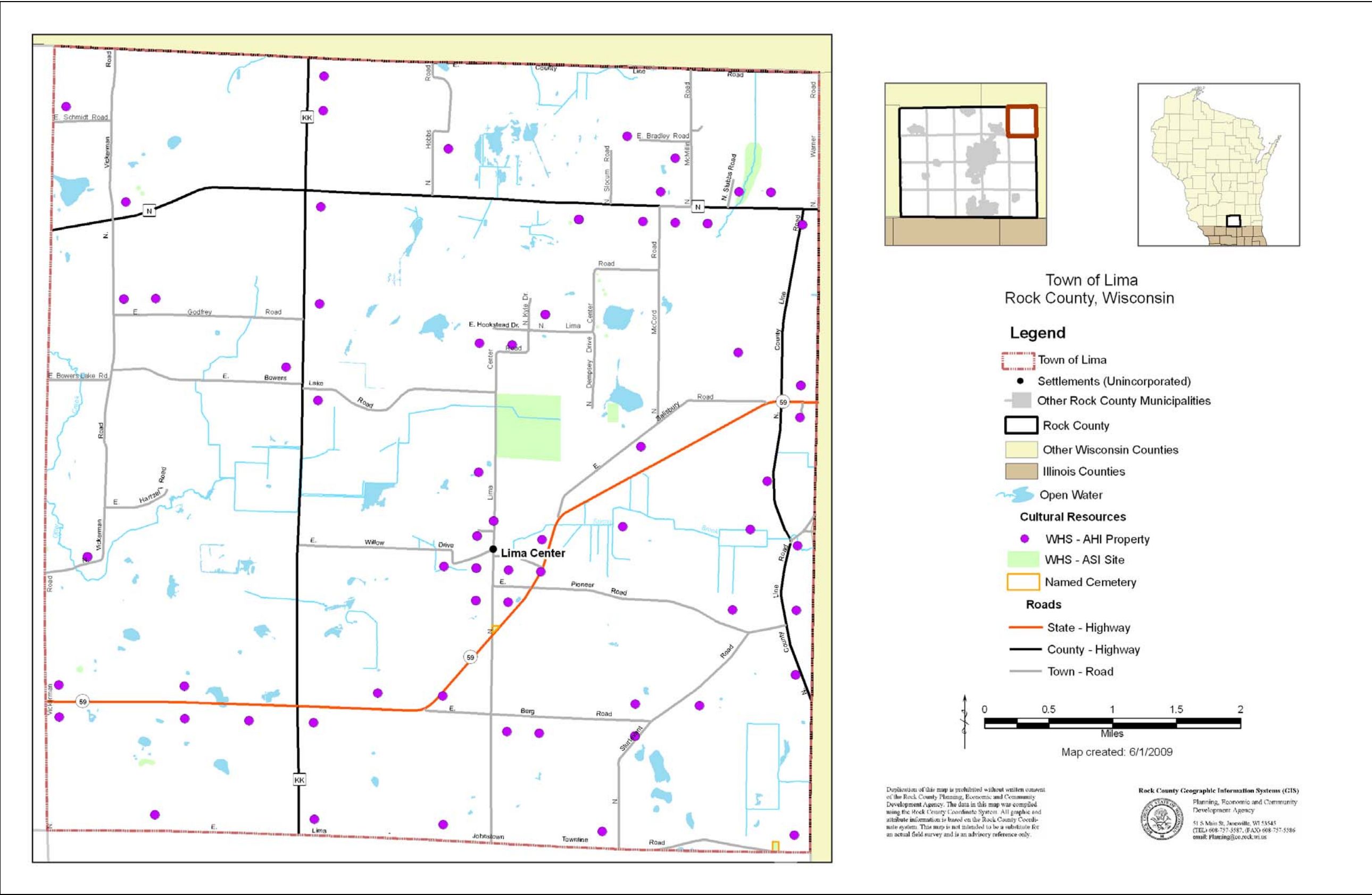
- *Utters Corners and Lima Sink Cemeteries*  
These ASI sites contain headstones dating from the 19<sup>th</sup> century. Utters Corners is located on the Town's southern border in its southeast corner, whereas Lima Sink is located on the northwest side of State Highway 59 in the Town's south-central portion.
- *Lima Presbyterian Church*  
This historic church conducts regular services and is located in the Town's north-central portion.

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





Map 3.4:  
Cultural Resources



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

### 3.3. Agricultural, Natural, and Cultural Resource Issues

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

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

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

- The majority of non-farm residences in the Town are located on large (1-15 acres) non-agricultural lots located in relative isolation from other compatible land uses. New development trends and techniques, utilizing smaller lot sizes in closer proximity to other compatible uses, should be considered in new residential development to aid in reducing environmental degradation and more efficiently and effectively manage the Town's resources and provide services.
- WDNR has future land acquisition plans at Lima Marsh Wildlife Area. The WDNR has also delineated a trail network through the Town as a component of their *State Trails Network Plan*.

## Chapter 4 - Housing

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

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

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

### 4.1. Housing Planning

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

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

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

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

### 4.2. Housing Inventory

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

- Existing Housing
- Housing Trends
- Housing Projections

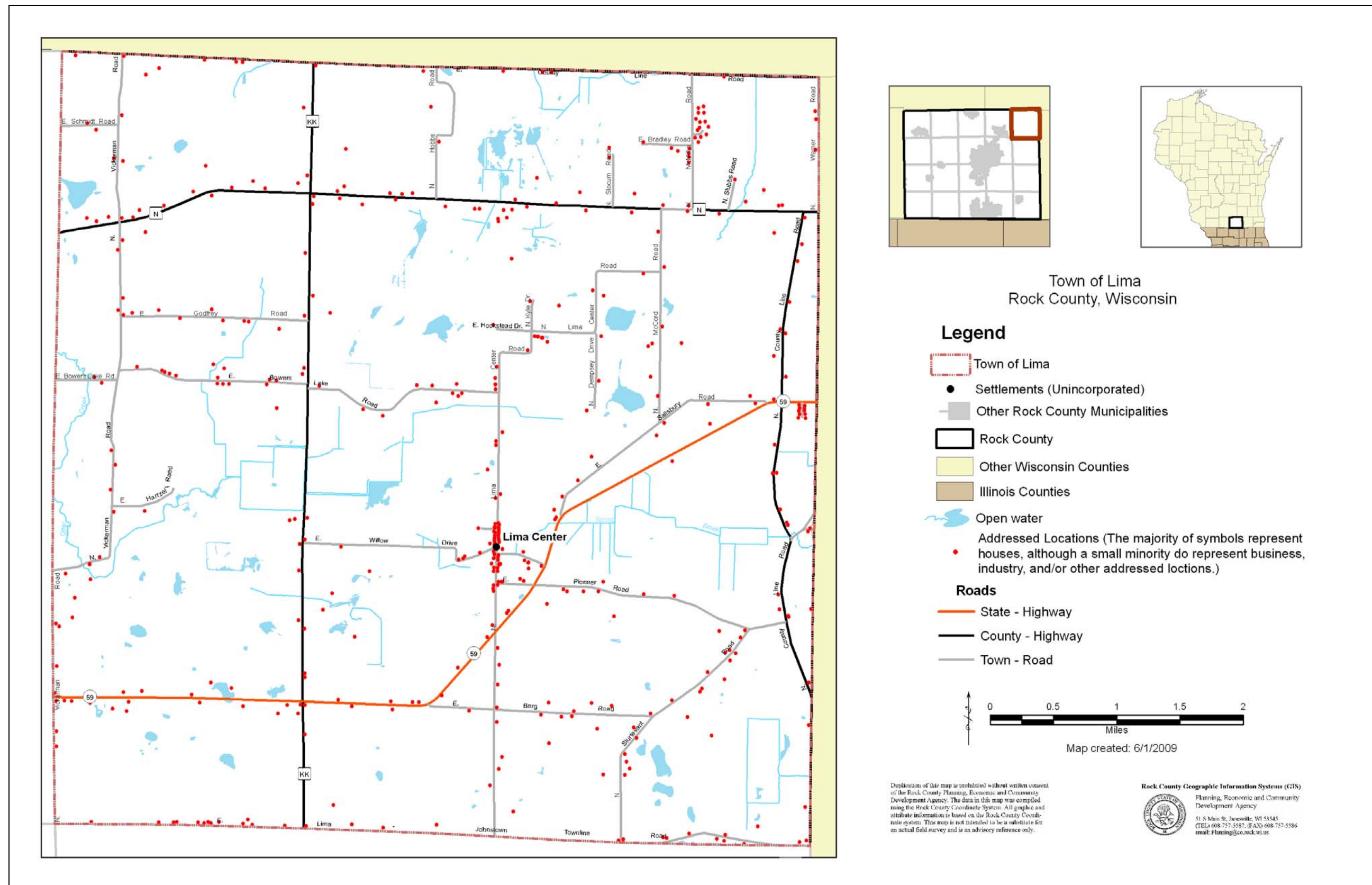
The majority of housing in the Town consists of single-family unit structures of varying age and value located on both small residential lots and large agricultural parcels in relative isolation from other compatible land uses. Housing in the Town has traditionally consisted predominately of scattered farmsteads, a small cluster in Lima Center, and a few scattered sub-divisions in the Town's western half. Non-farm residences have increased in recent years, particularly single-family unit structures on non-agricultural (1 to 15 acre) lots.

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





Map 4.1:  
Housing: Addressed Locations



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

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

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

<b>Housing Units</b>	494
<b>Households</b>	472
<b>Persons Per Household</b>	2.75

*Source: United States Bureau of the Census - 2000*

Figure 4.1 indicates the Town had 494 housing units, 472 households, and 2.75 persons per household in 2000.

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

**Figure 4.2:**  
**Occupancy and Vacancy: 2000**

Occupancy and Vacancy	Housing Units	
	Number	Percent
Occupied (Households)	472	95.5%
Homeowner	401	81.2%
Renter	71	14.4%
Vacant	22	4.5%
Seasonal, Recreational, or Occasional Use	2	0.4%
Homeowner and Renter	20	4.0%
<b>TOWN TOTAL</b>	<b>494</b>	<b>100.0%</b>

Vacancy Rate	
Homeowner	2.7%
Renter	2.7%
Overall (Homeowner and Renter)	4.5%

*Source: United States Bureau of the Census - 2000*

Figure 4.2 displays 95.5% (472) of the Town's housing units were occupied in 2000, indicating a vacancy rate of 4.5% (22). Figure 6.2 indicates the majority (401 and 81.2%) of the Town's occupied housing units were occupied by a Homeowner in 2000. Figure 4.2 also indicates that in 2000 the Town's overall vacancy rate was 4.5%, with its Homeowner and Rental rates both at 2.7%.

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

**Figure 4.3:**  
**Structural Type: 2000**

Structural Type	Housing Units	
	Number	Percent
1 Unit (Detached)	370	75.7%
1 Unit (Attached)	9	1.8%
2 Units	13	2.7%
3 or 4 Units	3	0.6%
5 to 9 Units	0	0.0%
10 to 19 Units	0	0.0%
20 or More Units	0	0.0%
Mobile Home	94	19.2%
Other	0	0.0%
<b>TOWN TOTAL</b>	<b>489</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2000*

Figure 4.3 indicates the large majority (370 and 75.7%) of housing units in the Town are 1 Unit (Detached), indicating a standard single-family housing unit separate from any other building or dwelling unit. Figure 4.3 also indicates the Mobile Home housing type composed the second largest (94 and 19.2%) housing structural type in the Town in 2000.

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

**Figure 4.4:**  
**Age: 2000**

Age	Housing Units	
	Number	Percent
10 years or less	89	18.2%
11 to 20 years	51	10.4%
21 to 30 years	98	20.0%
31 to 40 years	35	7.2%
41 to 60 years	18	3.7%
61 years or more	198	40.5%
<b>TOWN TOTAL</b>	<b>489</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2000*

Figure 4.4 indicates the largest amounts (198 and 40.5%) of housing units in the Town were aged 61 years or more in 2000. Figure 4.4 also indicates 89 (18.2%) housing units in the Town were aged 10 years or less in 2000.

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

Figure 4.5:  
Value: 2000

Value	Specified Homeowner Households	
	Number	Percent
\$49,999 and less	3	1.5%
\$50,000 to \$99,999	50	25.8%
\$100,000 to \$149,999	54	27.8%
\$150,000 to \$199,999	59	30.4%
\$200,000 to \$299,999	24	12.4%
\$300,000 to \$499,999	2	1.0%
\$500,000 to \$999,999	0	0.0%
\$1,000,000 or more	2	1.0%
<b>TOWN TOTAL</b>	<b>194</b>	<b>100.0%</b>
<b>MEDIAN VALUE</b>	<b>\$141,900</b>	

Source: United States Bureau of the Census - 2000

Figure 4.5 indicates the largest amounts (59 and 30.4%) of specified homeowner households in the Town were valued between \$150,000 to \$199,999 in 2000. Figure 4.5 also indicates the median value of specified homeowner households in the Town in 2000 was \$141,900.

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

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

Community	Median Home Sale Price	Median Household Income	Median Household Income as Percent of Median Home Sale Price
Town of Lima (2000)	\$177,925	\$48,913	27.5%
Rock County (2006)	\$128,700	\$46,190	35.9%
Dane County (2006)	\$214,600	\$57,693	26.9%
Walworth County (2006)	\$194,000	\$51,846	26.7%
Green County (2006)	\$145,000	N/A	N/A
Jefferson County (2006)	\$172,000	\$50,852	29.6%

Source: Wisconsin Realtors Association - 2008

United States Bureau of the Census - 2006

Rock County Planning, Economic & Community Development Agency - 2008

Figure 4.6 indicates in 2006 median household income in the County as a percent of median home sale price was 35.9%, higher than all neighboring Counties. Figure 4.6 also indicates that median household income in the Town as a percent of median home sale price was 27.5% in 2000, lower than the County's in 2006.

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

**Figure 4.7:**  
**Affordability: Housing Costs and Income: 2000**

Monthly Homeowner Costs As Percent of Household Income	Specified Homeowner Households	
	Number	Percent
19.9% or less	111	57.2%
20.0 - 24.9%	33	17.0%
25.0 - 29.9%	13	6.7%
30.0 - 34.9%	13	6.7%
35.0% or more	24	12.4%
<b>TOWN TOTAL</b>	<b>194</b>	<b>100.0%</b>

Rent (Gross) As Percent of Household Income	Specified Renter Households	
	Number	Percent
19.9% or less	23	44.2%
20.0 - 24.9%	8	15.4%
25.0 - 29.9%	2	3.8%
30.0 - 34.9%	8	15.4%
35.0% or more	4	7.7%
Unknown	7	13.5%
<b>TOWN TOTAL</b>	<b>52</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2000*

Figure 4.7 indicates 57.2% of specified homeowner households in the Town paid 19.9% or less of their income towards housing costs in 2000. Figure 4.7 also indicates 44.2% of specified renter households in the Town paid 19.9% or less of their income towards rent.

Figure 4.8 displays home sales and the ratio of home sales to population in the Town and County in 2005 and 2006, in comparison to neighboring counties.

**Figure 4.8:**  
**Sales: 2005 and 2006**

Community	Home Sales	Home Sales : Population
Town of Lima (2005)	4	1: 329
Rock County (2006)	2,215	1 : 72
Dane County (2006)	6,841	1 : 68
Walworth County (2006)	1,565	1 : 64
Green County (2006)	393	1 : 92
Jefferson County (2006)	810	1 : 99

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



Figure 4.8 indicates the Town had 4 home sales, a Home Sales : Population ratio of 1 : 329 in 2005. Figure 4.8 indicates the County had 2,215 home sales in 2006, a ratio of 1 home sale for every 72 people in the County during this same year. Figure 4.8 indicates the Town's Home Sales : Population ratio (1 : 68) was in the extreme higher range (less home sales per person) in comparison to neighboring communities in 2006.

### Housing Trends

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

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

	1980	1990	2000	Change: 1980-2000	
				Number	Percent
Housing Units	417	478	489	72	17.3%
Households	415	458	472	57	13.7%
Persons Per Household	2.84	2.81	2.78	-0.06	-2.2%

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

Figure 4.9 indicates the Town has seen an additional 72 housing units and 57 households from 1980 to 2000. Figure 4.9 also indicates the Town has seen a decrease (0.06 and 2.2%) in persons per household during this same time period.

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

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

Occupancy and Vacancy	Housing Units							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied (Households)	394	94.9%	458	95.8%	472	95.5%	78	0.6%
Homeowner	312	75.2%	345	72.2%	401	81.2%	89	6.0%
Renter	82	19.8%	113	23.6%	71	14.4%	-11	-5.4%
Vacant	21	5.1%	20	4.2%	22	4.5%	1	-0.6%
Seasonal, Recreational	2	0.5%	6	1.3%	2	0.4%	0	-0.1%
Homeowner and Renter	19	4.6%	14	2.9%	20	4.0%	1	-0.5%
<b>TOWN TOTAL</b>	<b>415</b>	<b>100.0%</b>	<b>478</b>	<b>100.0%</b>	<b>494</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>

Vacancy Rate	1980	1990	2000	Change: 1980-2000
Homeowner	N/A	0.6%	2.7%	N/A
Renter	N/A	4.2%	2.7%	N/A
Overall (Homeowner and Renter)	5.1%	4.2%	4.5%	0.6%

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

Figure 4.10 indicates the Town has not seen a significant increase or decrease in the housing vacancy rate from 1980 to 2000. Figure 4.10 indicates the Overall (Homeowner and Renter) vacancy rate has increased by 0.6% from 1980 to 2000.

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

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

Monthly Homeowner Costs As Percent of Household Income	1990	2000	Change: 1990-2000
19.9% or less	58.5%	57.2%	-1.2%
20.0 - 24.9%	14.6%	17.0%	2.4%
25.0 - 29.9%	7.7%	6.7%	-1.0%
30.0 - 34.9%	8.5%	6.7%	-1.8%
35.0% or more	10.8%	12.4%	1.6%
Unknown	0.0%	0.0%	0.0%
<b>TOWN TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>

Rent (Gross) As Percent of Household Income	1990	2000	Change: 1990-2000
19.9% or less	52.7%	44.2%	-8.5%
20.0 - 24.9%	1.4%	15.4%	14.0%
25.0 - 29.9%	10.8%	3.8%	-7.0%
30.0 - 34.9%	9.5%	15.4%	5.9%
35.0% or more	18.9%	7.7%	-11.2%
Unknown	6.8%	13.5%	6.7%
<b>TOWN TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>

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

Figure 4.11 indicates specified homeowner households in the Town who pay 20.0-24.9% of their monthly income towards homeowner costs experienced the largest increase (2.4%) from 1990 to 2000. Figure 6.13 also indicates renter households in the Town who pay 35% or more of their income towards rent (gross) experienced the largest decrease (11.2%).

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

**Figure 4.12:**  
**Sales: 2000 - 2005**

Year	Home Sales	Home Sales : Population
2000	8	1 : 164
2001	3	1 : 439
2002	4	1 : 331
2003	3	1 : 440
2004	4	1 : 330
2005	4	1 : 329
<b>TOWN TOTAL</b>	<b>26</b>	<b>N/A</b>
<b>ANNUAL AVERAGE</b>	<b>4.3</b>	<b>1 : 339</b>

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

Figure 4.12 indicates the Town has seen a total of 26 home sales from 2000 to 2005, an average of 4.3 per year. Figure 4.12 also indicates the Town's Home Sales : Population ratio over this same time period is 1 : 339.

### Housing Projections\*

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

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

	2010	2015	2020	2025	2030	2035	Change: 2010-2035	
							Number	Percent
<b>Housing Units</b>	516	529	539	548	553	562	46	8.9%
<b>Households</b>	493	505	515	523	528	537	44	8.9%
<b>Persons Per Household</b>	2.69	2.66	2.63	2.61	2.59	2.57	-0.12	-4.5%

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

Figure 4.13 indicates the Town will see an additional 46 housing units and 44 households from 2010 to 2035. Figure 4.13 also indicates the Town will have 2.57 persons per household in 2035.

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

### 4.3. Housing Issues

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

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

- The Town has historically experienced a slow, steady rate of decline in persons per household. This trend is likely to continue in the future, with a projected 2.57 persons per household in the Town in 2035. For those households on public water and sewer, an average of approximately 2.5 persons per household is the minimum size at which the household is likely able to afford required homeowner/renter costs, increasing to 3.0 for those households with septic/wells.
- The environmental and socio-economic cost of contemporary new housing construction, and maintenance/rehabilitation, energy usage is increasing at an alarming rate.



## Chapter 5 - Transportation System

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

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

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

### 5.1. Transportation System Planning

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

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

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

### 5.2. Transportation System Inventory

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

- Roads
- Rail
- Air
- Water
- Trails

## Roads

- Functional Classification, Jurisdiction Type, and Use

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

- Principal Arterials

Serving corridor movements having trip length and travel density characteristics of an interstate or an interregional nature, generally all urban areas with a population greater than 50,000 inhabitants

- Minor Arterials

Serving cities, large communities, and other major traffic generators, providing interregional and inter-area traffic movement

- Major Collectors

Serving moderately sized communities and other inter-area traffic generators, and linking those generators to nearby larger population centers or roads of higher functional classification

- Minor Collectors

Serving all remaining smaller communities, linking locally important traffic generators with the rural hinterland, spaced consistent with population density so as to collect traffic from roads of lower functional classification and bring all developed areas within a reasonable distance to a collector road

- Local Roads

Providing access to adjacent land and for travel over relatively short distances on an inter-township or intra-township basis (All roads not functionally classified as arterials or collectors are designated local roads.)

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

- Federal

Although Interstate 90/39, a principal arterial, does not pass through the Town, it is approximately 6 miles west of the Town and does exert influence on the Town's development pace and pattern. This Interstate connects the Town to major urban markets to the north (Madison, Wisconsin and Minneapolis/St. Paul, Minnesota) and south (Rockford and Chicago, Illinois). The Town's closest access points to the Interstate are at Newville in the Town of Fulton, north of the Rock River at State Highway 59, and at State Highway 26 in the City of Janesville.

- State

State Highway 59, functionally classified as a minor arterial, provides the Town with regional and Statewide access.

- County

County Highway N is functionally classified as a major collector, connecting the Town with the County's urban areas. County Highway KK (north of State Highway 59) is functionally classified as a minor collector.

- Town  
East Willow Road and East Gould Drive are functionally classified as minor collectors. The remaining roads in the Town are Town roads and functionally classified as local, experiencing heavy local and agricultural traffic.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Figure 5.3:  
Automobile Crash "Hotspots": 2000 and 2006**

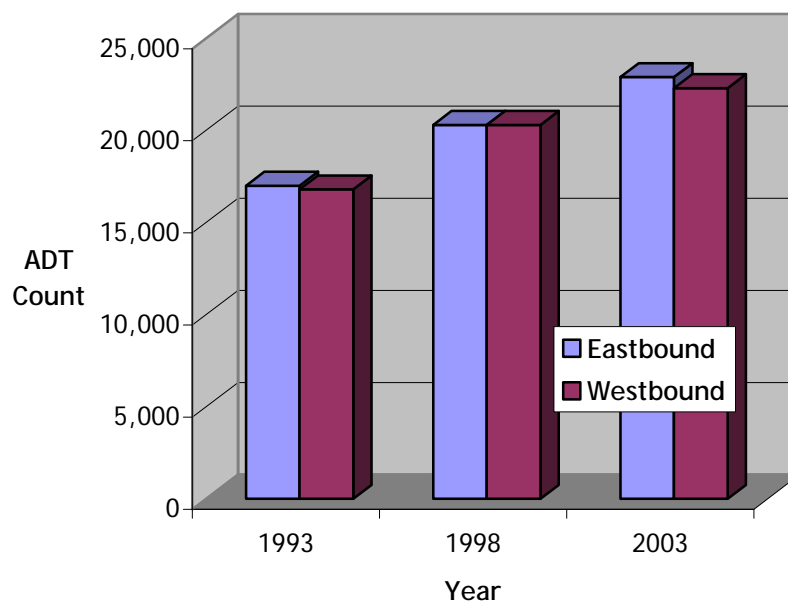
"Hotspot"	Crash Incidents
N. County Line Road	16
N. Vickerman Road	10

*Source: Rock County Sheriff's Department - 2008*

- Volume**

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

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

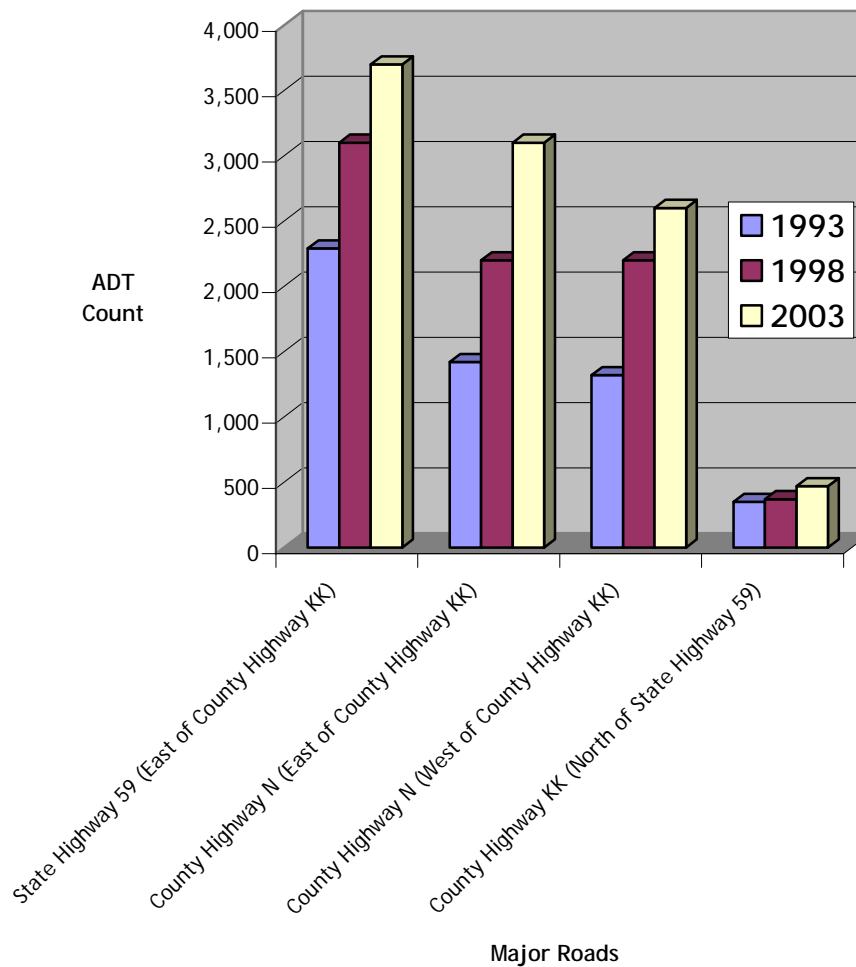


*Source: Wisconsin Department of Transportation - Highway Traffic Volume Data 1993 - 2003*

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

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

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



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

Figures 5.4 and 5.5 indicate State and County highways in the Town are experiencing increasing traffic volume.

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

## Rail

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



## Air

The Town has no airport facilities, although multiple public airports offering a full range of services and facilities are located in close proximity. The Southern Wisconsin Regional Airport, located in the City of Janesville, is designated as an air carrier/cargo facility, indicating the airport can accommodate all aircraft including wide body jets and large military transports. The airport is one of ten in the State carrying this designation and was its eighth busiest in 2000, according to the *Wisconsin State Airport System Plan 2020*. Dane County Regional Airport, in the City of Madison, is the nearest full service passenger facility.

## Water

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

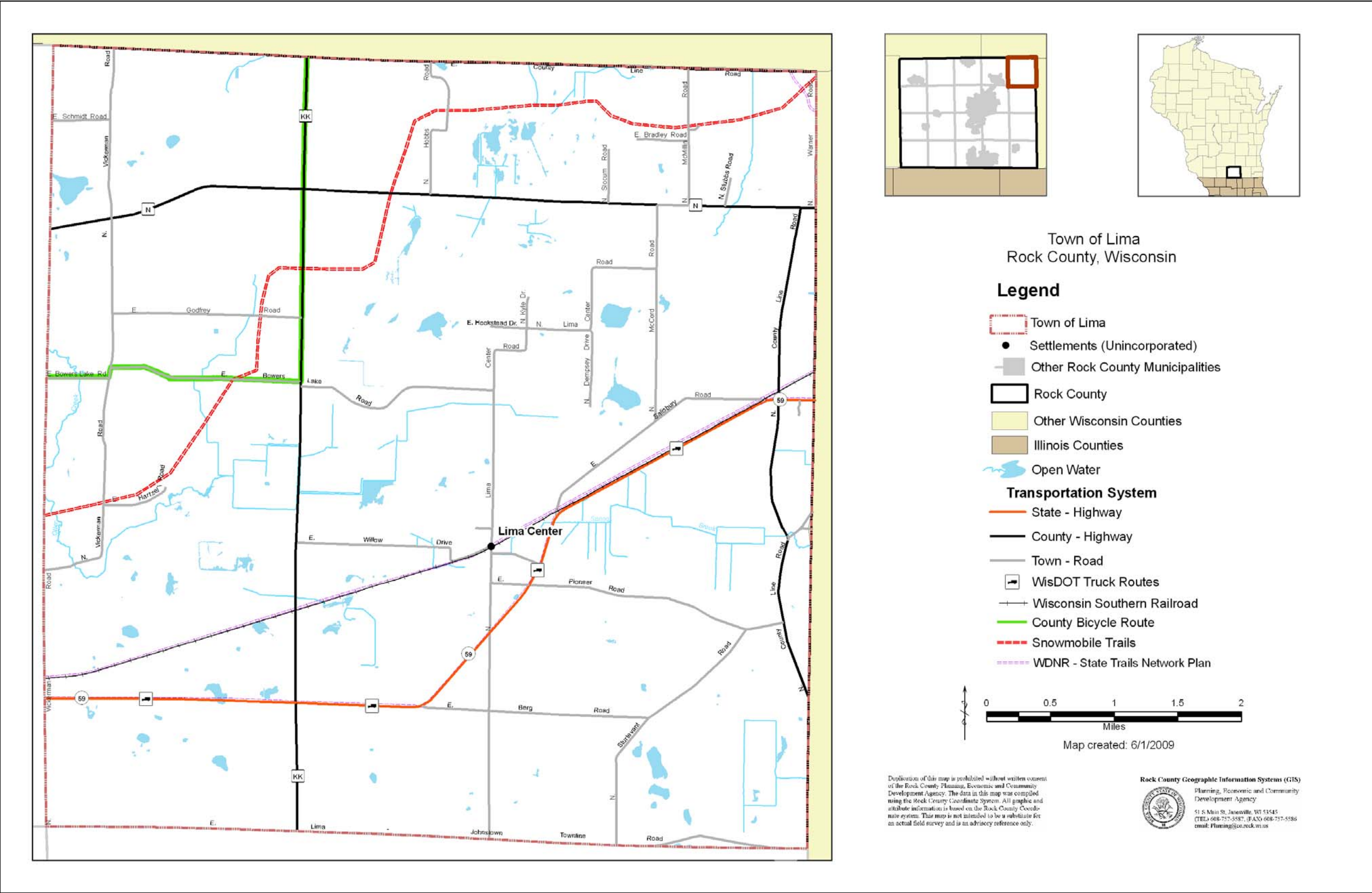
## Trails (Bicycle/Pedestrian and Snowmobile)

There are no bicycle and pedestrian trails within the Town. The Town does have approximately 8 miles of snowmobile trails, a component of the larger 225-mile County-wide system.

Map 5.1 displays the Town's roads, rail, and trails.



Map 5.1:  
Transportation System



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

### 5.3. Transportation System Issues

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

- The Town's transportation system is dominated by singularly occupied automobiles utilizing an extensive road network. Other transportation options, including pedestrian/bicycle trails, are non-existent or extremely limited.
- Safety is a concern on Town/Local roads in the County due to the high number of automobile crashes taking place on these roads, in comparison to other Counties with similar demographics. Concurrently, safety is a concern on the Town's North County Line and North Vickerman Roads due to the number of automobile crashes taking place on these Roads.
- Increased road traffic volumes on all major roads in the Town may minimize the Town's rural character, create safety concerns, and increase maintenance and repair costs of Town roads.
- The Town is well positioned to incur potential development stemming from the State Highway 12 in the Town's northeast corner.
- Town road maintenance and repair is among the Town's largest single expenses.
- There is potential for automobile and agricultural traffic conflicts in the Town given existing and potential residential land uses in close proximity to lands utilized for agriculture.
- The Town has an extensive State and County highway system within its borders. WisDOT maintenance, improvement, and expansion projects on these highways will have an impact on the pace and pattern of Town development.
- The WDNR has delineated a trail network through the Town as a component of their *State Trails Network Plan*.

## Chapter 6 - Utilities and Community Facilities

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

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

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

### 6.1. Utilities and Community Facilities Planning

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

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

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

### 6.2. Utilities and Community Facilities Inventory

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

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

## Water and Wastewater

The Town's water is supplied by three well types of varying number, including:

- *Other Than Municipal (OTM)*  
Serving at least 25 year-round permanent residents per year or 15 residential service connections, and not owned by a municipality (3 - Wrights Moblie Home Park)
- *Transient Non-Community (TNC)*  
Serving at least 25 individuals for a minimum of 60 days per year but not the same 25 individuals for over 6 months of the year (1 - North Lima Presbyterian Church)
- *Private*  
Serving residential property owners

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

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

## Stormwater

Stormwater in the Town is managed through the efforts of the County and Town, in addition to State and Federal agencies. The Town does not have a municipal stormwater system. The County's Land Conservation Department manages stormwater in the Town through application of the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock). This Ordinance establishes long-term, post-construction stormwater runoff management requirements to reduce post-construction stormwater, and associated pollutant, runoff. Additional agencies, including the WDNR (DNR Administrative Code Chapter NR 216 - Stormwater Discharge Permits) and the Environmental Protection Agency (EPA Stormwater Phase II - Final Rule), regulate stormwater in the Town by requiring permits/management

plans on large land-disturbing projects or those taking place in environmentally sensitive areas.

## Energy

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

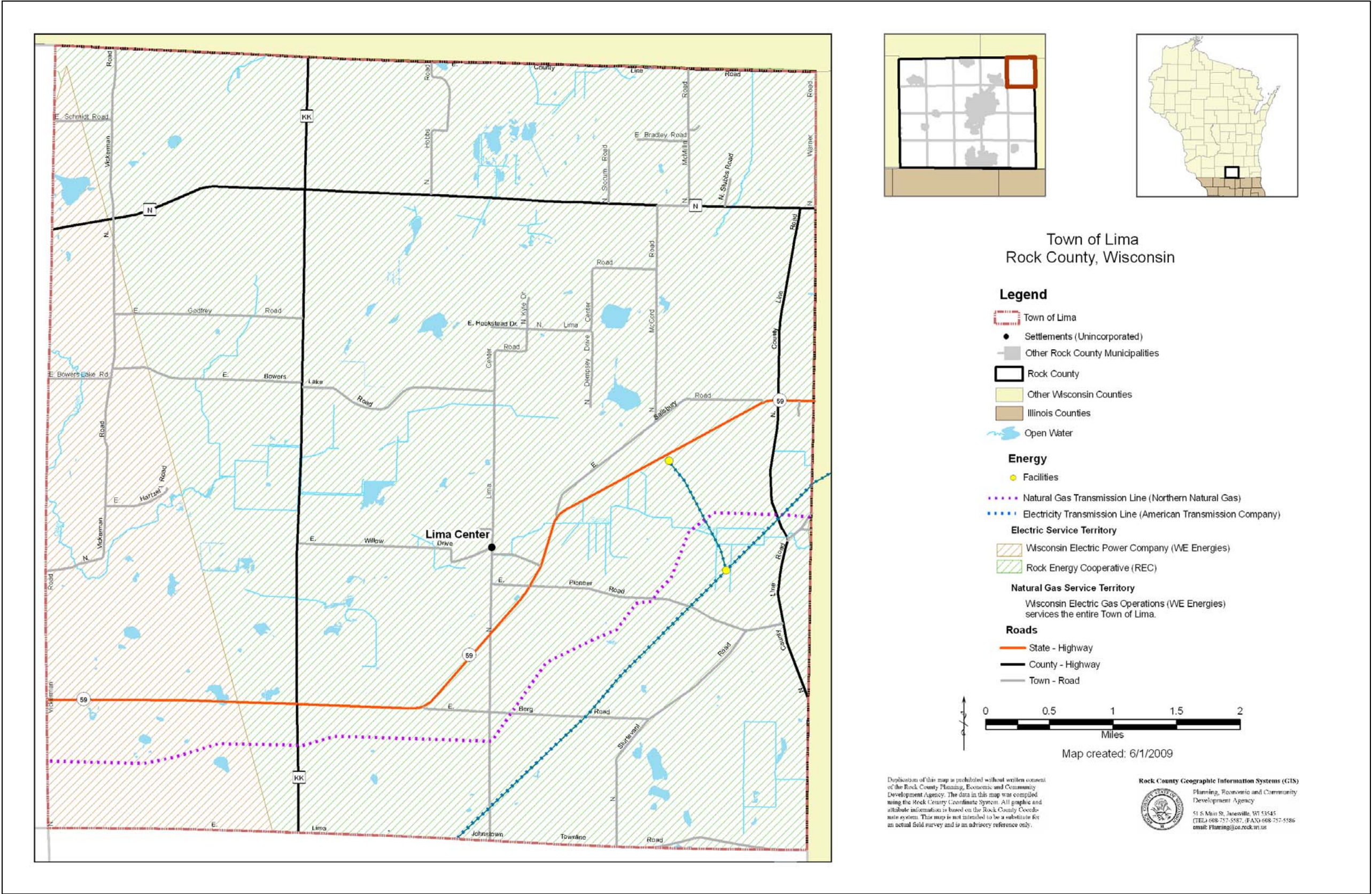
- Alliant Energy Corporation (Wisconsin Power and Light)  
This entity generates and delivers electricity in the Town.
- WE Energies (Wisconsin Electric Power Company, Wisconsin Electric Gas Operations, and Wisconsin Gas Company)  
This entity delivers electricity and natural gas in the Town.
- Rock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

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





Map 6.1:  
Energy



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



## Care

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

The County's Health Department, with offices in the Cities of Janesville and Beloit, aims to promote, protect, and enhance the County's collective health and environment by providing various services, including communicable disease investigation and prevention, HIV testing, immunizations, lead testing, private sewage disposal, public school nursing, sexually transmitted disease clinic, water testing, health education, general sanitation, groundwater contamination prevention, food protection and health inspections, and health care for children with special needs. The Department is designated a level III agency by the State of Wisconsin Division of Public Health, the highest level of state designation for a local health department.

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

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

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

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

## Police and Law Enforcement

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

## Fire/Rescue and Emergency Medical

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

## Emergency

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

## Education

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

Public secondary education is provided in the Town by three school districts. The eastern portion of the Town is within the Whitewater School District, the majority of the western portion of the Town is in the Milton School District, and the northwest corner of the Town is in the Fort Atkinson school district. The Whitewater School District has three elementary, a middle, and a high school. This district enrolled 1,975 students as of the 2006-07 school year. The Milton School District has four elementary, a primary, a middle, and two high schools. This District enrolled 3,210 students as of the 2006-07 school year, expending \$9,990 per pupil, with a 1:17 student:teacher ratio. The Fort Atkinson School District has four elementary, a middle, and a high school. This District enrolled 2,683 students as of the 2006-07 school year.

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

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

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

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

### Communications and Media

Multiple communication and media facilities and services are present in the Town, including cellular/land-line tele-communication, internet, cable television, and radio, as follows:

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

### Solid Waste

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

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

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

## Recreation and Gathering Areas

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

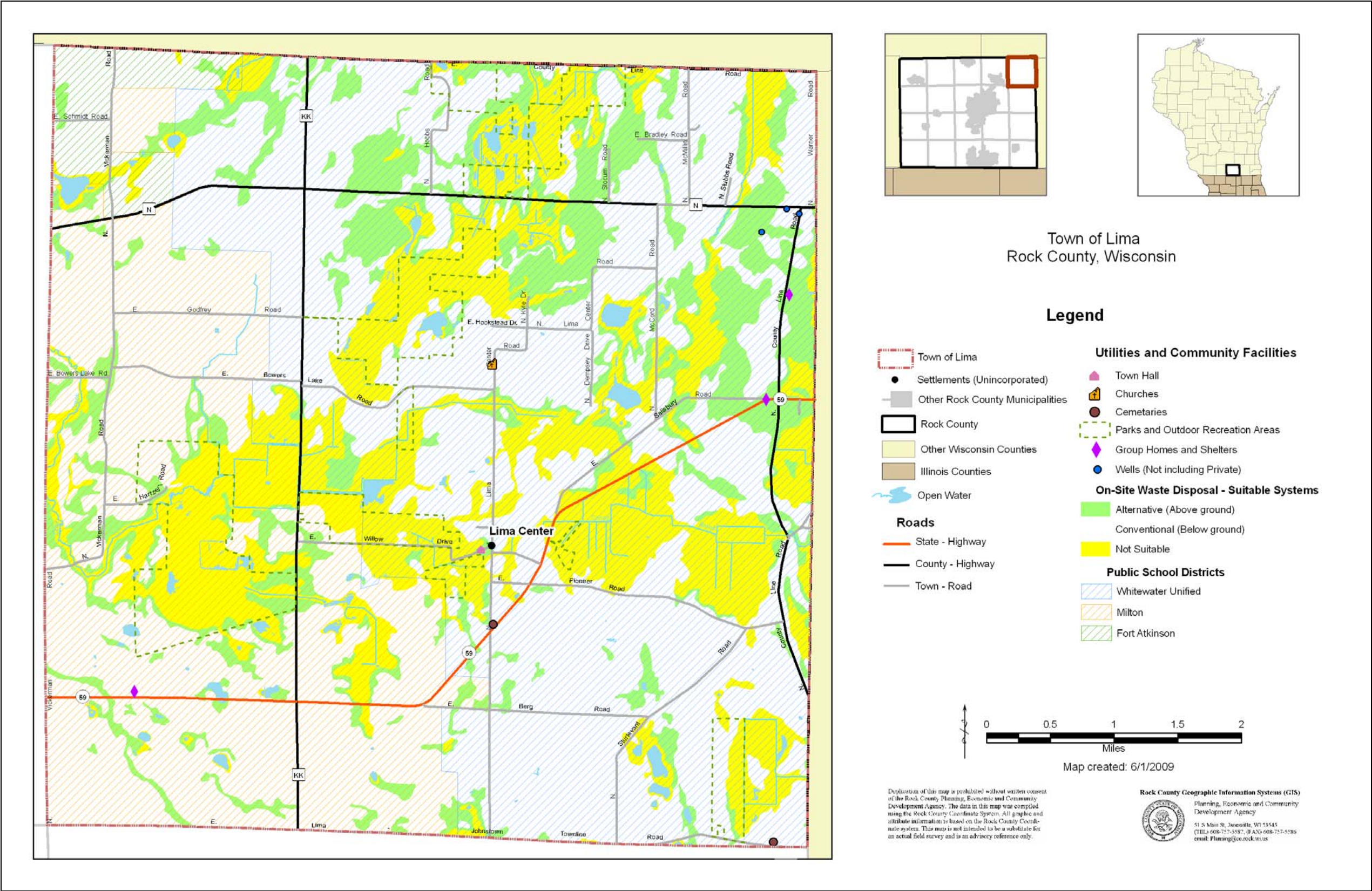
- *The Lima Marsh Wildlife Area*  
This approximately 2,720-acre wildlife area is owned and/or managed by the WDNR. The property is located in various blocks, predominately running northeast to southwest, throughout the Town.
- *The Town of Lima Hall and Park*  
This building is located at 11053 East Willow Drive and is used primarily to hold Town and Town-related meetings, as well as providing office space for Town officials. Additionally, a small (.4 acres) Town park is located adjacent to the Town Hall.
- *Places of Worship and Cemeteries*  
Lima Presbyterian Church is located in the Town's north-central portion. Lima Center and Uppers Corners Cemeteries are located in the Town's southeast portion.

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





Map 6.2:  
Various Community Facilities



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



### 6.3. Utilities and Community Facilities Issues

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

- Regional and Town growth will require maintenance, improvement, and/or expansion of all utilities and community facilities in all categories to maintain adequate levels through 2035.
- The majority of utilities and community facilities in the Town are adequate at present levels.
- Adequate public school facilities and sufficient allocation of education resources is a constant issue in growth communities. Public school districts servicing the Town will need to improve and expand current facilities and resources to ensure continued, sufficient levels of educational services to Town students.
- Renewable, alternative energy sources and associated infrastructure are becoming increasingly integrated into the national energy system. Wind energy is a popular renewable energy source due to its relatively low infrastructure development costs and environmental impact. Various municipalities in southern Wisconsin and northern Illinois have explored the feasibility of siting wind farms of various sizes within their boundaries, with certain municipalities allowing wind farms.
- WDNR has future land acquisition plans at Lima Marsh Wildlife Area, located in the Town. WDNR has also delineated a trail network through the Town, as a component of their State Trails Network Plan.
- Town growth and development will require new wells and on-site waste disposal (septic) systems. The Town has areas that are suitable for new wells and various types of on-site waste disposal (septic) systems, as well as areas that are not suitable. The suitability of an area for a well and on-site waste disposal systems will have implications for the location and type of development in the Town.
- Increasing energy efficiency in the day-to-day operations of government is becoming paramount, due to environmental and socio-economic costs of contemporary dominant sources.

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

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

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

## Chapter 7 - Economic Development

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

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

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

### 7.1. Economic Development Planning

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

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

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

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

### 7.2. Economic Development Inventory

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

- Existing Economic Development
- Economic Development Trends

## Existing Economic Development

- Work Force

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

Figure 7.1:  
Employment Status of Work Force: 2000

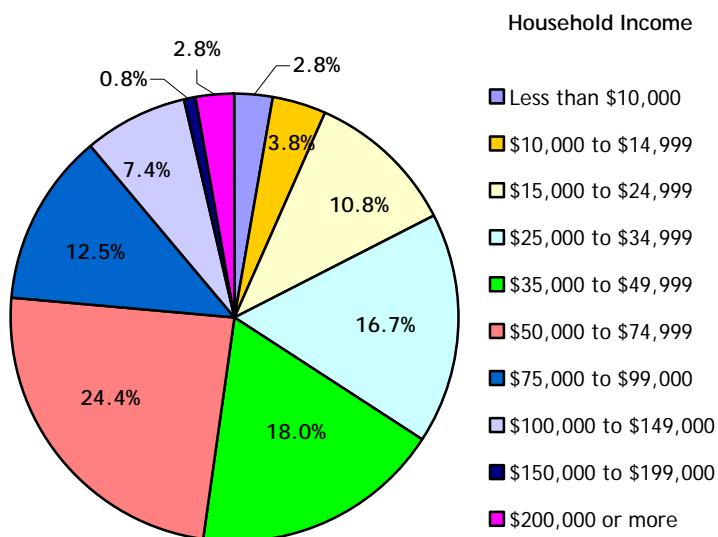
Employment Status	Population Age 16 Years and Older	
	Number	Percent
Civilian Work Force	737	73.2%
Employed	708	70.3%
Unemployed	29	3.9%
Armed Forces	0	0.0%
Not In Work Force	270	26.8%
<b>TOWN TOTAL</b>	<b>1,007</b>	<b>100.0%</b>

Source: United States Bureau of the Census - 2000

Figure 7.1 indicates 73.2% of the Town's population age 16 years and older in 2000 was in the Civilian Work Force, with 70.3% Employed. Figure 7.1 also indicates the Town's unemployment rate in 2000 was 3.9%.

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

Figure 7.2:  
Household Income: 2000



Community	Median Household Income
Town of Lima	\$48,913
Town of Milton	\$60,151
Town of Harmony	\$73,173
Town of Johnstown	\$55,313
Town of Richmond	\$51,776
Town of Whitewater	\$59,946
Town of Cold Spring	\$60,789
Town of Koshkonong	\$60,000
Town of Sumner	\$51,250
City of Whitewater	\$31,679
City of Janesville	\$45,961
City of Milton	\$43,201
Rock County	\$45,517

Source: United States Bureau of the Census - 2000

Figure 7.2 indicates the largest percentage (24.4%) of households in the Town earned \$50,000 to \$74,999 in 2000, whereas over half (52.1%) earned \$34,999 or less. Figure 7.2 also indicates the Town's median household income (\$48,913) in 2000 was in the lower half in comparison to other relevant communities.

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

**Figure 7.3:**  
**Industry of Employed Work Force: 2000**

Industry	Employed Work Force	
	Number	Percent
Construction, Mining, and Natural Resources	115	16.2%
Manufacturing	191	27.0%
Transportation and Utilities	39	5.5%
Wholesale and Retail Trade	108	15.3%
Finance, Insurance, and Real Estate	21	3.0%
Services	234	33.1%
<b>TOWN TOTAL</b>	<b>708</b>	<b>100.0%</b>

*Source: United States Bureau of the Census - 2000*

Figure 7.3 indicates the Services industry category employed the largest (33.1%) segment of the Town's employed work force, whereas the Manufacturing category employed the second largest (27.0%) segment, in 2000.

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

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

Commuting Method	Employed Work Force	
	Number	Percent
Car, Truck, or Van - Singularly Occupied	495	71.5%
Car, Truck, or Van - Carpool	121	17.5%
Public Transit (Including Taxi)	5	0.7%
Walk	18	2.6%
Work at Home	48	6.9%
Unknown	5	0.7%
<b>TOWN TOTAL</b>	<b>692</b>	<b>100.0%</b>
<b>MEAN COMMUTING TIME (MINUTES)</b>	<b>20.8</b>	

*Source: United States Bureau of the Census - 2000*

Figure 7.4 indicates the largest segment (71.5%) of the Town's employed work force utilized a Car, Truck, or Van - Singularly Occupied to commute to work in 2000. Figure



7.4 indicates that a relatively large (17.5%) segment of the Town's employed work force utilized a Carpool to commute to work in 2000. Figure 7.5 also indicates that the mean commuting time for the Town's employed work force in 2000 was 20.8 minutes.

- **Business and Industry**

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

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

Business/Industry	Type
Cooperative Plus Inc.	Agriculture
Rainbow Assisted Living	Business
Ed's Guns	Business
Best Alarm	Business
Jenka Blossoms	Business
Kowalski Concrete	Business
Diamond House	Social Service
Emerald House	Social Service
Enbridge Energy	Utility
Animal Medical Center	Veterinary

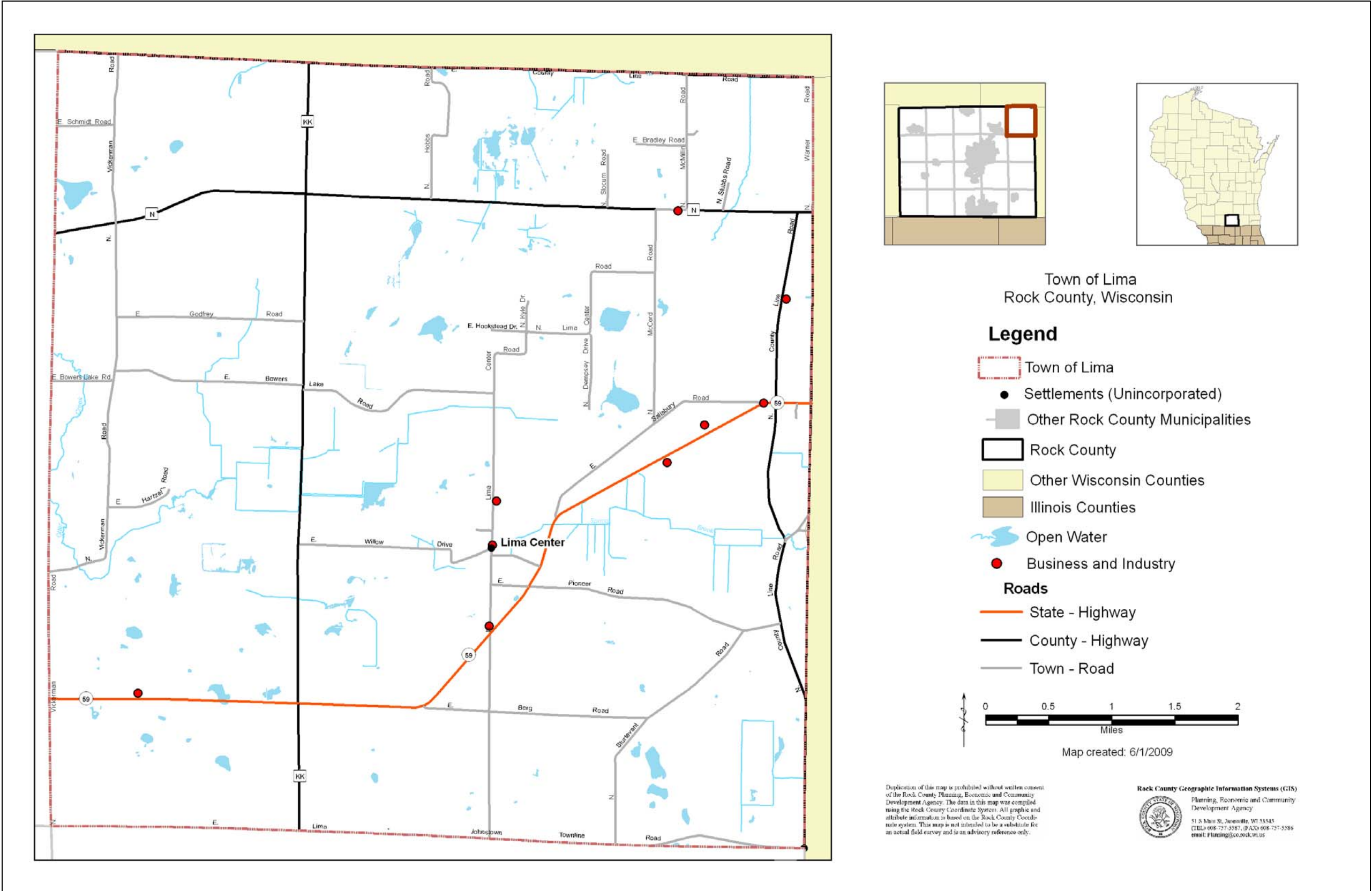
*Source: Rock County Planning, Economic & Community Development Agency - 2008*

Figure 7.5 indicates 10 businesses and industries with existing infrastructure operated in the Town in 2008.

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



Map 7.1:  
Business and Industry



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

## Economic Development Trends

- Work Force

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

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

Employment Status	Population Age 16 Years and Older							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Civilian Work Force	598	70.4%	715	75.3%	737	73.2%	139	2.8%
Employed	547	64.4%	682	71.8%	708	70.3%	161	5.9%
Unemployed	51	6.0%	31	3.3%	29	2.9%	-22	-3.1%
Armed Forces	N/A	N/A	2	0.2%	0	0.0%	N/A	N/A
Not In Work Force	251	29.6%	235	24.7%	270	26.8%	19	-2.8%
<b>TOWN TOTAL</b>	<b>849</b>	<b>100.0%</b>	<b>950</b>	<b>100.0%</b>	<b>1,007</b>	<b>100.0%</b>	<b>158</b>	<b>N/A</b>

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

Figure 7.6 indicates the percent of the Town's population age 16 and older in the Civilian Work Force has increased by 2.8% (139) from 1980 to 2000. Figure 7.6 also indicates the unemployment rate in the Town has decreased (3.1%) from 1980 to 2000.

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

**Figure 7.7:**  
**Median Household Income: 1979-1999**

Community	1979	1989	1999	Change: 1979 - 1999	
				Number	Percent
Town of Lima	\$17,917	\$32,000	\$48,913	\$30,996	173.0%
Town of Milton	\$20,133	\$32,348	\$60,151	\$40,018	198.8%
Town of Harmony	\$25,665	\$44,957	\$73,173	\$47,508	185.1%
Town of Johnstown	\$18,050	\$32,212	\$55,313	\$37,263	206.4%
Town of Richmond	\$17,775	\$30,848	\$51,776	\$34,001	191.3%
Town of Whitewater	\$22,050	\$37,163	\$59,946	\$37,896	171.9%
Town of Cold Spring	\$23,021	\$37,222	\$60,789	\$37,768	164.1%
Town of Koshkonong	\$20,432	\$34,527	\$60,000	\$39,568	193.7%
Town of Sumner	\$17,169	\$31,544	\$51,250	\$34,081	198.5%
City of Whitewater	\$13,787	\$20,594	\$31,679	\$17,892	129.8%
City of Janesville	\$19,783	\$31,583	\$45,961	\$26,178	132.3%
City of Milton	\$17,652	\$28,702	\$43,201	\$25,549	144.7%
Rock County	\$19,154	\$30,632	\$45,517	\$26,363	137.6%

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

Figure 7.8 indicates the Town is in the lower range in both number (\$30,996) and percent (173.0%) increase in median household income in comparison to other relevant communities from 1979 to 1999.

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

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

Industry	Employed Work Force							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Construction, Mining, and Natural Resources	157	28.7%	123	18.0%	115	16.2%	-42	-12.5%
Manufacturing	144	26.3%	184	27.0%	191	27.0%	47	0.7%
Transportation and Utilities	18	3.3%	21	3.1%	33	4.7%	15	1.4%
Wholesale and Retail Trade	93	17.0%	164	24.0%	108	15.3%	15	-1.7%
Finance, Insurance, and Real Estate	15	2.7%	11	1.6%	21	3.0%	6	0.2%
Services	120	21.9%	179	26.2%	240	33.9%	120	12.0%
<b>TOWN TOTAL</b>	<b>547</b>	<b>100.0%</b>	<b>682</b>	<b>100.0%</b>	<b>708</b>	<b>100.0%</b>	<b>161</b>	<b>N/A</b>

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

Figure 7.8 indicates the Services industry experienced the largest number (120) and percent (12.0%) increase in workers of all industry categories from 1980 to 2000. Figure 7.8 indicates those Town workers employed in the Construction, Mining, and Natural Resources industry experienced the largest percent decrease (12.5%), whereas those employed in Manufacturing experienced the largest number decrease (47), of all industry categories during this same time period.

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

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

Commuting Method	Employed Work Force							
	1980		1990		2000		Change: 1980-2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Car, Truck, or Van - Singularly Occupied	344	64.2%	501	73.6%	495	71.5%	151	7.4%
Car, Truck, or Van - Carpool	97	18.1%	94	13.8%	121	17.5%	24	-0.6%
Public Transit (including Taxi)	0	0.0%	0	0.0%	5	0.7%	5	0.7%
Walk	29	5.4%	25	3.7%	18	2.6%	-11	-2.8%
Work at Home	58	10.8%	61	9.0%	48	6.9%	-10	-3.9%
Unknown	8	1.5%	0	0.0%	5	0.7%	-3	-0.8%
<b>TOWN TOTAL</b>	<b>536</b>	<b>100.0%</b>	<b>681</b>	<b>100.0%</b>	<b>692</b>	<b>100.0%</b>	<b>156</b>	<b>N/A</b>

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

Figure 7.9 indicates that segment of the Town's employed work force that commutes by a Car, Truck, or Van - Singularly Occupied experienced the largest increase in number (646) and percent (11.3%) from 1980 to 2000. Figure 7.9 also indicates those workers in the Town who commute by Car, Truck, or Van - Carpool experienced the largest percent decrease (8.2%) during this same time period.

### 7.3. Economic Development Issues and Opportunities

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

- The Town's geography has and will contribute to economic growth and development, given its proximity to Interstate 90/39 and various growing urban areas, including the Cities of Whitewater, Milton, and Janesville.
- The Town currently has a limited business/industry base.
- The Town's population trends and projections indicate slow and steady growth through 2035. Population trends and projections for neighboring communities such as the Cities of Milton and Janesville exhibit high growth rates. Increasing population in the Town and nearby Cities will similarly increase the size and diversity of the Town's work force.
- The Town's unemployment rate has dropped dramatically over the past 20 years, indicating an increasingly stable work force. However, recent regional trends, including the closing of the General Motors plant in the City of Janesville and other dependent industries in the area, may have an immediate, short-term effect of increasing the Town's unemployment rate.
- The Town's median household income has historically been in the lower tier in comparison to other relevant communities, as has its historical income increase. However, these trends do indicate an increasingly affluent community, a major factor in attracting and retaining retail/service business.
- The Town's existing distribution of household income is fairly balanced indicating a stable work force with adequate employment opportunities.
- The majority of the Town's employed work force has historically been in the Manufacturing or Services industry. However, given recent regional trends, including the recent closing of the General Motors plant in the City of Janesville and other dependent industries in the area, it is likely that the segment of the Town's employed work force in the Services industry will continue to increase, while that segment in the Manufacturing industry will decrease.
- The vast majority of the Town's employed work force commutes utilizing a Car, Truck, or Van - Singularly Occupied. This trend is increasing and is likely to continue and will have various implications for the location of new business/industry in the Town. The Town will likely influence this trend through its future land use planning.



## Chapter 8 - Inter-government Relations

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

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

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

### 8.1. Inter-government Relations Planning

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

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

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

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

### 8.2. Inter-government Relations Inventory

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

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

### General-Purpose Districts - Town, County, and City

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

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

- *Town of Whitewater (Walworth County)*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a three-member Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Lima to the east. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing and associated development in appropriate, designated locations.
- *Town of Koshkonong (Jefferson County)*  
This Town is governed by a Board, comprised of five elected supervisors, with one serving as Chair. The Board oversees the daily operations of Town services and sets the Town's long-term policies by administering, creating, modifying, and/or repealing Town ordinances, approving the Town budget, and appointing a five-member Planning and Zoning Committee. This Committee hears planning and development proposals, providing a recommendation regarding the proposal to the Board. This Town borders the Town of Lima to the north. This Town has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive lands, and responsible housing and associated development in appropriate, designated locations.
- *Rock County*  
The County is comprised of 20 Towns, three Villages, and six Cities, and is governed by a Board of Supervisors, consisting of 29 elected members representing the County's various geographical regions. The Board of Supervisors, headed by a Chair, sets the County's long-term policies by administering, creating, modifying, and/or repealing County ordinances, approving the County budget, and staffing various committees governing the County's services. The Board of Supervisors also appoints a County Administrator, responsible for overseeing the daily operations of County services. The Town is within the County. The County has fixed boundaries and its long-range planning interests include preservation of productive agricultural and environmentally sensitive open space lands, and responsible housing, commercial, industrial, and associated development in appropriate, designated locations.
- *City of Whitewater*  
This City is governed by a Council, comprised of seven elected members, with one serving as President. The Council sets the City's long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City's services, as well as appointing citizen committees. The Council also appoints the City Manager, tasked with overseeing the daily operations of City services. This City is located two miles to the Town's east. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations, and protection of environmentally sensitive open space lands. The City's ETJ area (extending 3 miles out from the City's boundaries) allows the City development review authority over any proposed Town development within this area. The City's ETJ area (Map 2.1) extends into the northeastern portion of the Town.

- *City of Milton*

This City is governed by a Council, comprised of an elected Mayor and six Alders, with one Alder serving as President. The Council sets the City's long-term policies by administering, creating, modifying, and/or repealing City ordinances, approving the City budget, and staffing various committees governing the City's services. The Council also appoints the City Administrator, tasked with overseeing the daily operations of City services. This City is located two miles to the Town's east. The City has fluctuating, expanding boundaries and its long-range planning interests include responsible housing, commercial, industrial, and associated development in appropriate, designated locations, and protection of environmentally sensitive open space lands. The City's ETJ area (extending 1.5 miles out from the City's boundaries) allows the City development review authority over any proposed Town development within this area. The City's ETJ area (Map 2.1) extends into the southwestern portion of the Town.

### Special-Purpose Districts - School

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

- *Whitewater Unified School District*

This District provides public secondary (kindergarten through 12<sup>th</sup> grade) education to students living within its borders. This District is governed by a School Board consisting of seven elected members that also appoint a Superintendent to oversee the District's daily operations. The eastern portion of the Town is within this District.

- *Milton School District*

This District also provides public secondary (kindergarten through 12<sup>th</sup> grade) education to students living within its borders. This District is governed by a School Board consisting of seven elected members that also appoint a Superintendent to oversee the District's daily operations. The majority of the western portion of the Town is within this District.

- *Fort Atkinson School District*

This District also provides public secondary (kindergarten through 12<sup>th</sup> grade) education to students living within its borders. This District is governed by a School Board consisting of five elected members that also appoint a Superintendent to oversee the District's daily operations. The northwestern portion of the Town is within this District.

### State

State governments wield all governmental powers reserved to them, per the United States Constitution. The State of Wisconsin's Constitution dictates the structure of the State government, delineating three branches, the Executive, Legislative and Judicial. The State's Constitution is carried out through various statutes, administrative codes, and legislative acts. Administration and enforcement of these statutes, codes, and acts is undertaken by State agencies. The Town is served by various State agencies, including:

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



## Federal

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

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

- United States Economic Development Administration (EDA)

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

### 8.3. Inter-government Relations Issues

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

- The City of Milton and Whitewater, and the Town, have both similar and differing long-term planning and development interests.
- The City of Whitewater's Extra-Territorial Jurisdiction (ETJ) area (extending 3 miles out from the City's boundaries) allows the City development review authority over any proposed Town development within this area. The City's ETJ area (Map 2.1) extends into the northeastern portion of the Town.
- The City of Milton's ETJ area (extending 1.5 miles out from the City's boundaries) allows the City development review authority over any proposed Town of Lima development within this area. The City's ETJ area extends into the southwestern portion of the Town.
- The County is offering additional, new planning and development services.
- WDNR has future land acquisition plans at Lima Marsh Wildlife Areas. The WDNR has also delineated a trail network through the Town as a component of their *State Trails Network Plan*.



## Chapter 9 - Implementation

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

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

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

### 9.1. Implementation Planning

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

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

### 9.2. Implementation Inventory

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

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

## Policy Tools\*

Policy tools are grouped into five categories, as follows:

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

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

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

#### 1.1. *Town*

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

#### 1.2. *County*

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

\* This policy tool inventory is not intended to be exhaustive nor reflective of every tool that could potentially be utilized to implement this Plan's policies. Rather, this inventory reflects those tools identified as most relevant and prevalent in ensuring implementation of this Plan's policies.

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



- 1.2.D. *Agricultural Preservation Plan: 2005 Update*: This Plan, updated in 2005, aims to ensure preservation and continued utilization of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by the State of Wisconsin, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.E. *Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2009-2014*: This Plan, updated in 2009, outlines policies to ensure the effective and efficient management of the County's park properties and its environmentally sensitive open space lands, ensuring diverse outdoor recreational opportunities. The Rock County Bicycle and Pedestrian Plan, a component of the Plan, identifies existing and proposed off-road bicycle/pedestrian routes, lanes, and trails, and associated infrastructure in the County, providing existing and potential connections between communities and other social centers in a direct and safe manner.
- 1.2.F. *Natural Hazard Mitigation Planning Manual and Plan*: This Plan, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and its environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events, and agricultural drought.
- 1.2.G. *Lands Records Modernization Plan (1998-2003)*: This Plan, completed in 2003, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional GIS. This Plan is scheduled to be updated in 2009.

### 1.3. State

- 1.3.A. *Department of Natural Resources (WDNR)*: This Department is dedicated to the preservation, protection, management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:
  - a. *Managed Forest Law (MFL) Program*: This Program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this Program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.
  - b. *Brownfield Remediation and Redevelopment Program*: This Program offers a wide range of financial and liability tools to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
  - c. *Wisconsin State Trails Network Plan*: This Plan, completed in 2001, provides a long-term, big-picture vision for establishing a comprehensive State trail network. This Plan identifies existing and proposed trails and connections that would serve as the main corridors for a Statewide system, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.

- d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program*: These Programs, administered by both the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, urban green space, river and stream corridors, flowages and lakeshores, and develop and improve visitor amenities at State and local parks and recreation areas.
  - e. *State Natural Areas (SNA) Program*: This Program protects outstanding examples of the State's native landscape of natural communities and significant geological formations and archeological sites. Areas are included in the Program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the Program by formal agreements between the WDNR and the landowner.
  - f. *Natural Heritage Inventory (NHI) Program*: This Program conducts field surveys for rare species and natural communities throughout the State that provide or potentially provide critical landscape functions including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as State Natural Areas while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.3.B. *Department of Transportation (WisDOT)*: This Department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities, in the State of Wisconsin including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to the *Plan* include, but are not limited to, the following:
- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21<sup>st</sup> Century*: This Plan, completed in 1994, provides policies for State transportation planning including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. This Plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of State funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional government transportation needs.
  - b. *Connections 2030 Plan*: This Plan, currently being developed as a successor to the *Translink 21* plan, is a multi-modal policy plan addressing long-range transportation issues including highways, local roads, and air, water, rail, bicycle/pedestrian, and public transit options. This Plan's policies pertain to specific transportation corridors throughout the State, one of which, the South Central Connection Corridor - Beloit to Madison, incorporates portions of the Town.

- c. *Wisconsin State Highway Plan 2020*: This Plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. This Plan identifies Interstate 90/39 as a “Corridors 2020 Backbone route” classifying it as a connector of major population and economic centers, providing economic links to national and international markets.
  - d. *Rustic Roads Program*: This Program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State’s scenic, lightly-traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal and can be linked with off-road bicycling/pedestrian trails to create a regional trail network, stimulating economic development from homebuyers, tourists, and recreational users.
  - e. *Wisconsin Rail Issues and Opportunities Report*: This Plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This Plan is intended to direct the rail element of the *Connections 2030 Plan*.
  - f. *Wisconsin State Airport System Plan 2020*: This Plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
  - g. *Wisconsin Bicycle Transportation Plan 2020*: This Plan, completed in 1998, aims to “establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin.” A map identifying existing County bicycling conditions is a component of this Plan.
  - h. *Wisconsin Pedestrian Policy Plan 2020*: This Plan, completed in 2002, outlines State and local government measures to increase walking as a viable transportation mode, including promote pedestrian safety.
  - i. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision-making and meeting State statute requirements. This System combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data and identify trends in road use and volume.
  - j. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The Programs are grouped into five categories, including Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council is an advisory body of local officials, tasked with addressing the continuing impact of Federal and State policy changes on local government transportation.
- 1.3.C. *Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This Department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State of Wisconsin’s agriculture industry both

domestically and internationally. DATCP programs relevant to this *Plan* include, but are not limited to, the following:

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

1.3.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This Authority links State of Wisconsin residents and communities to affordable housing and economic development opportunities by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households. WHEDA programs relevant to this *Plan* include, but are not limited to, the following:

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

1.3.E. *Department of Commerce*: This Department promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This Department strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Blight Elimination and Redevelopment Program*: This Program offers a wide range of financial and liability tools to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
- b. *Grant/Loan/Technical Assistance Programs*: This Department provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

1.3.F. *Department of Workforce Development*: This Department is charged with building and strengthening the State of Wisconsin's workforce by providing job services, including training and assistance to employers, employees, and the unemployed. Department programs relevant to this *Plan* include, but are not limited to, the following:

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

#### 1.4. *Federal*

- 1.4.A. *Housing and Urban Development Agency (HUD)*: This Agency is responsible for policy and programs that address the Nation's housing needs thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include, but are not limited to, the following:
  - a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing and developing new housing.
- 1.4.B. *Environmental Protection Agency (EPA)*: This Agency implements Federal regulatory laws, through enforcement and by setting national standards that States enforce through their own regulations, to protect human health and the environment. Almost half of this Agency's budget goes towards grants to State environmental programs, various non-profits organizations, and other entities. Additionally, this Agency works with various partners, including State and local governments, to conserve water and energy, minimize greenhouse gases, and re-use solid waste. EPA programs relevant to the this *Plan* include, but are not limited to, the following:
  - a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.
- 1.4.C. *United States Fish and Wildlife Service (USFW)*: This Service conserves, protects, and enhances the Nation's fish and wildlife resources by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFW programs relevant to the this *Plan* include, but are not limited to, the following:
  - a. *Grant/Loan/Technical Assistance Programs*: USFW provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.
- 1.4.D. *United States Department of Agriculture (USDA)*: This Department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to the this *Plan* include, but are not limited to, the following:
  - a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.
- 1.4.E. *United States Department of Labor (DOL)*: This Department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in



employment, prices, and other national economic measurements. This Department administers a variety of Federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to the this *Plan* include, but are not limited to, the following:

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

1.4.F. *United States Economic Development Administration (EDA)*: This Administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This Administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This Administration works in partnership with State and local governments, regional economic development districts, public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to the this *Plan* include, but are not limited to, the following:

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

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

### 2.1. *Town and/or County*

2.1.A. *Consulting Services Program*: This program provides planning and development resources and expertise to County municipalities that lack them, ensuring municipal planning and development activities benefit both municipal residents and the region as a whole. Services offered by the Program include, but are not limited to, the following:

- Comprehensive Plan updates
- Comprehensive, strategic, and site-planning
- Educational workshops
- Ordinance development and revision
- GIS mapping and database development
- Boundary line agreement mediation and development
- New Program administration

2.1.B. *Boundary Line Agreements*: These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop for a specified time period, usually 20 years. These agreements reduce land use conflicts while encouraging intergovernmental cooperation and appropriate, orderly, and responsible growth and development.

- 2.1.C. *Annual Reports*: These reports, offering an inventory and analysis of a government unit at a regular interval, are vital in assuring that the government unit stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal-setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.D. *Land Use Inventory Program*: This inventory provides accurate, accessible historical and current land use data, vitally important to a local government in providing a context for and guiding current and future day-to-day decision-making and policy development, ultimately ensuring consistent, efficient, and high-quality service to its customers. Specifically, this inventory provides clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines.
- 2.1.E. *Land Evaluation and Site Assessment (LESA) Program*: This program categorizes land parcels by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.
- 2.1.F. *Purchase of Development Rights (PDR) Program*: This program preserves land for open space uses, including agricultural, forestry, or recreational. This program utilizes land protection agreements, legally binding documents that transfer (through sale or donation) a land parcel's development rights from the landowner to another entity, often a land conservation organization or governmental agency. The landowner is bound to the agreement terms and the organization/agency is required to monitor land uses to ensure agreement terms are being met.
- 2.1.G. *Infill and Brownfield Development Program*: This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Brownfields, often located in Cities and Villages, are abandoned, idle, or underused commercial or industrial properties whose expansion or redevelopment is hindered by contamination. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.
- 2.1.H. *Green Building Program*: This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation, due to the environmental and socio-economic costs of traditional building energy usage.

- 2.1.I. *Regional Planning Body/Coalition*: These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).
- 2.1.J. *Transfer of Development Rights (PDR) Program*: This program is similar to PDR in preserving land for open space, differing from PDR in allowing for responsible development. This program, similar to PDR, separate a parcel of land from its development rights. However, unlike PDR, this program then sells these development rights on the open market, in the process transferring them from designated “sending areas” to designated “receiving areas.” Land developers buy these development rights, utilizing them to build at higher densities in “receiving” areas.
- 2.1.K. *Impact Fee Programs*: This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings. as required by the new development.
- 2.1.L. *Tax Incremental Financing (TIF) Programs*: This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

### 3. Existing Government Regulations

#### 3.1. *Town*

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

#### 3.2. *County*

- 3.2.A. *Zoning Ordinance (Chapter 32 – Municipal Code of the County of Rock)*: This Ordinance regulates land use in specific areas of the County, including its shorelands, lowlands/wetlands, and County-owned property. The County’s Shoreland (SO) Overlay Zoning District (SO) regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream.

- 3.2.B. *Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)*: This Ordinance regulates any land division creating a parcel of land less than 15 acres in the County, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.2.C. *Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)*: This Ordinance manages stormwater in the County's unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This Ordinance requires a permit for any activity disturbing more than one acre of land.
- 3.2.D. *Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)*: This Ordinance regulates all active non-metallic mine sites in the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)*: This Ordinance manages erosion on construction sites in the County's unincorporated areas by establishing requirements to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

### 3.3. *State*

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

### 3.4. *Federal*

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

## 4. Potential Government Regulations

### 4.1. *Town*

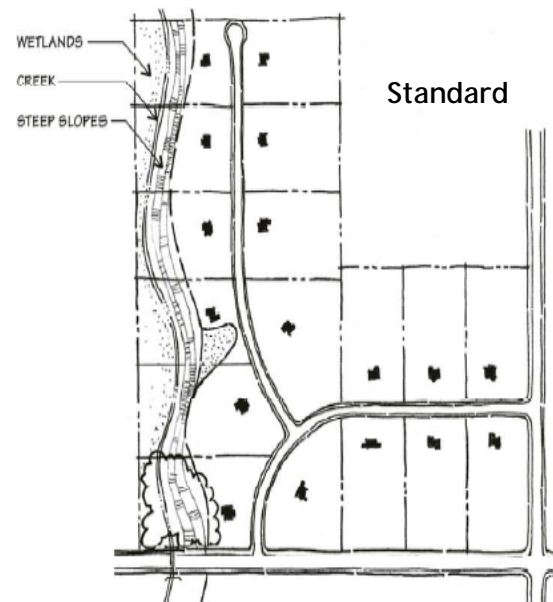
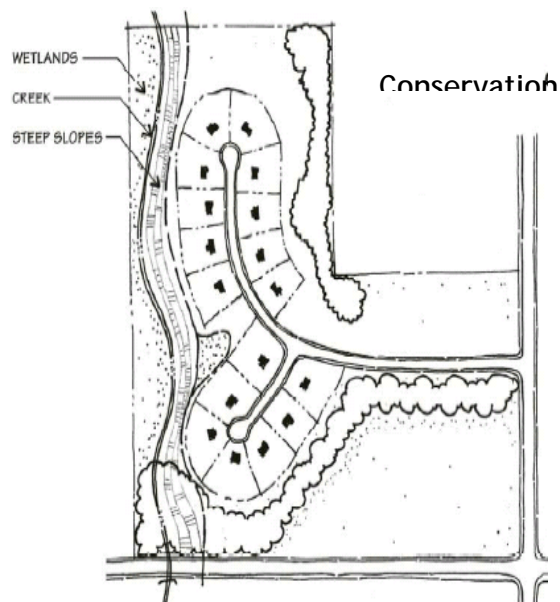
- 4.1.A. *Subdivision - Design Standards*: Subdivision design standards, including traditional neighborhood, conservation, and fused grid, can be utilized to offer an alternative to low-intensity, land-extensive residential development. Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-

use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while concurrently protecting open-space lands. Figure 9.1 displays an example of fused grid design, whereas Figure 9.2 displays an example of conservation design, in comparison to standard design.

Figure 9.1:  
Fused Grid Design

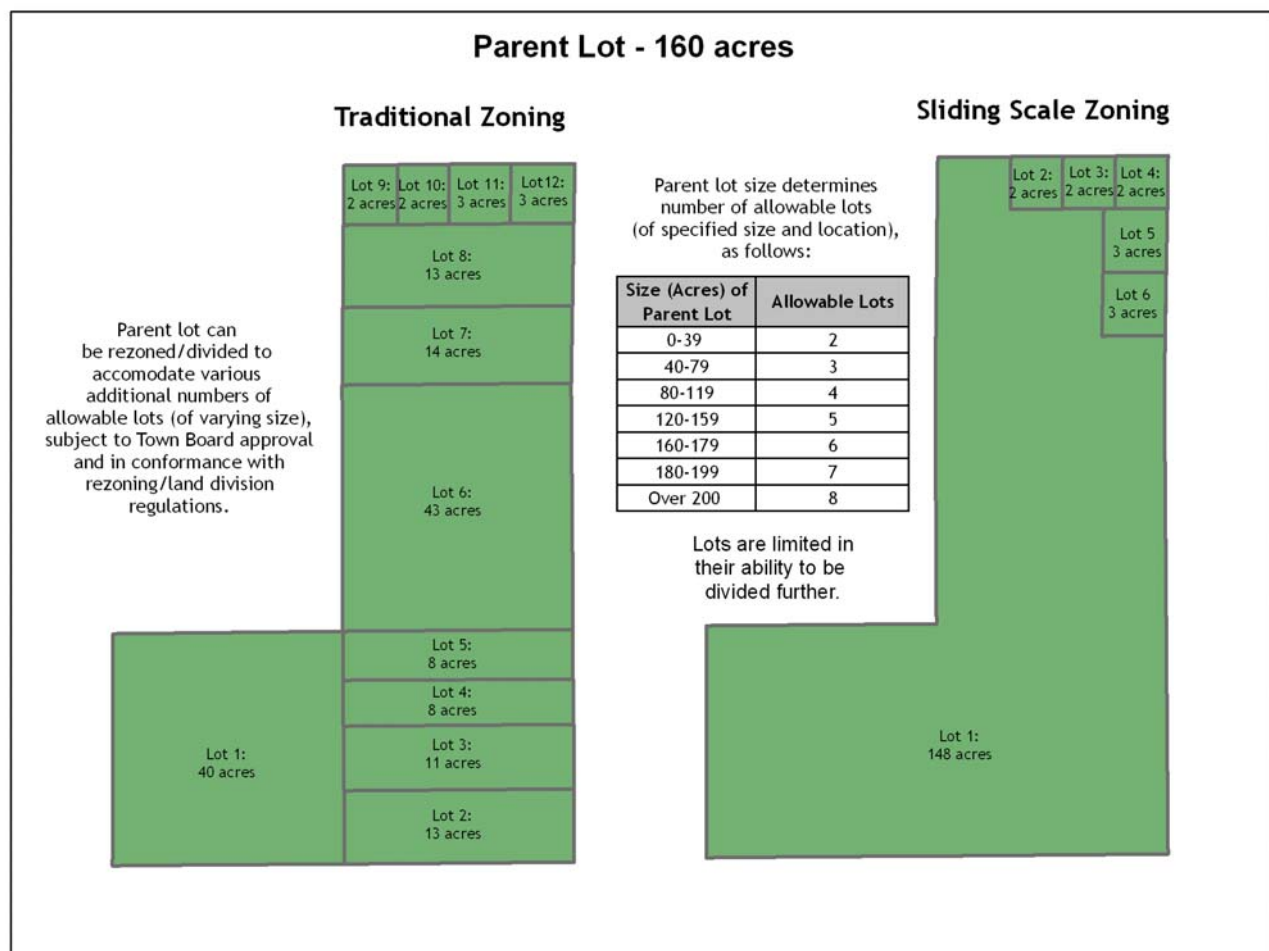


Figure 9.2:  
Conservation and Standard Design



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

Figure 9.3:  
Sliding Scale Zoning



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



achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.

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

## 5. Government and Non-Government Partnerships

### 5.1. *County*

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

### 5.2. *State*

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

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

### Policy Timelines and Indicators

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

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

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

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

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

### *Plan* Adoption, Updates and Amendments

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

*Plan* updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure a comprehensive plan will continue to evolve and adapt to unforeseen planning issues, new trends and concepts, and public and political sentiment. The Statute requires this *Plan* to be updated once in every 10-year period after adoption. The Town, in accordance with updating procedure utilized for other Town plans, will update this *Plan* once within 5 years of *Plan* adoption (June 9, 2009), and thereafter once in every 5-year period. As such, *Plan* updates will be completed in the latter half of the years 2014, 2019, 2024, and 2029. The *Plan* amendment process requires enacting an ordinance of *Plan* amendment, supported by the majority vote of the Town Board, requiring at least one public hearing at which the proposed

ordinance is discussed. *Plan* amendments will be required if, at a date subsequent to the adoption of this *Plan*, the Town desires land uses that are substantially inconsistent with those delineated on Map III.1: Future Land Use as contained herein, or otherwise wishes to substantially modify or change the intent or content of this Plan, including but not limited to, this *Plan's* goals, objectives, and policies. Appendix H (State of Wisconsin Statute 66.1001) details the process for *Plan* adoption, updates, and amendments.

*TOWN OF LIMA*  
*COMPREHENSIVE PLAN 2035*

SECTION III -  
GOALS, OBJECTIVES, AND POLICIES

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

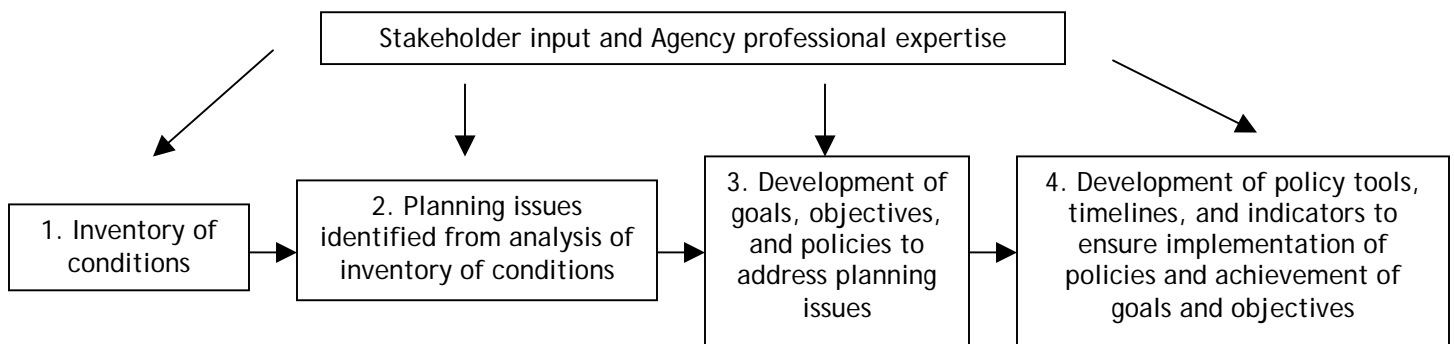
## I. Goal, Objective, Policy, Timeline, and Indicator Development

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

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

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

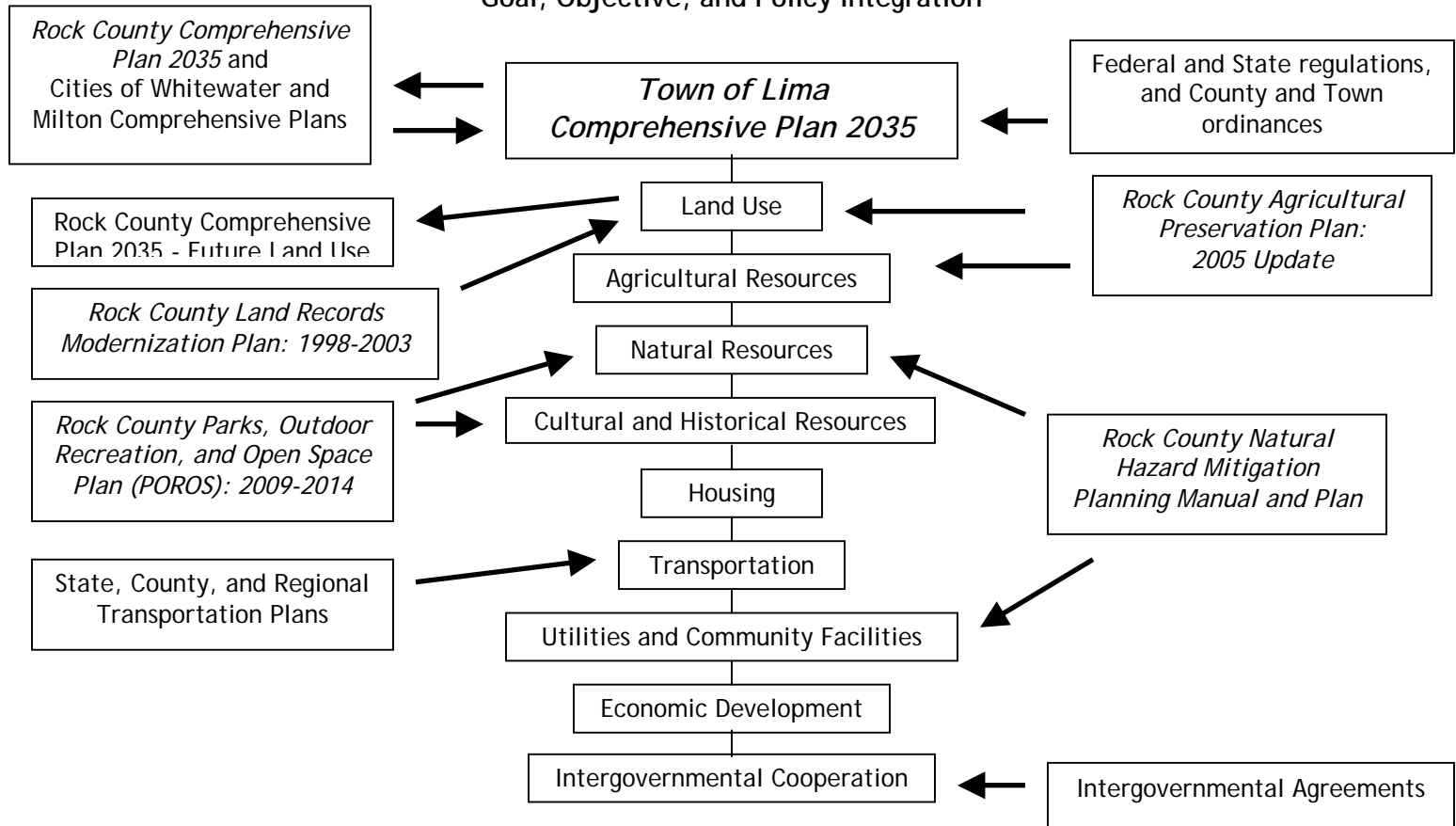
**Figure I:  
Goal, Objective, Policy, Timeline, and Indicator Development**



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

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

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



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

1. *Promotion of redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas*
2. *Encouragement of neighborhood designs that support a range of transportation choices.*
3. *Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources*
4. *Protection of economically productive areas, including farmland and forests*
5. *Encouragement of land uses, densities and regulations that promote efficient development patterns and low costs*
6. *Preservation of cultural, historic and archaeological sites*
7. *Encouragement of cooperation and coordination among nearby units of government*
8. *Building community identity by revitalizing main streets and enforcing design standards*
9. *Providing an adequate supply of affordable housing for all income levels within the community*
10. *Providing infrastructure, services and developable land adequate to meet existing and future market demand for residential, commercial and industrial uses*
11. *Promoting expansion or stabilization of the economic base and job creation*
12. *Balancing individual property rights with community interests and goals*



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

## **II. *Plan* Goals, Objectives, and Policies, and Policy Tools, Timelines, and Indicators**

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

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

## GOAL 1 - TOWN VISION STATEMENT

The Town of Lima cherishes the agricultural, natural, and cultural resources that provide it an identity, and is committed to maintaining this identity through responsible and comprehensive planning reliant on sound principles and citizen participation. Planning in this manner will ensure preservation of agricultural and open space lands, and allow for appropriate growth and development, balancing the individual property rights of the Town's residents with the Town's collective well-being, ultimately ensuring a continued high quality of life for current and future Town residents.

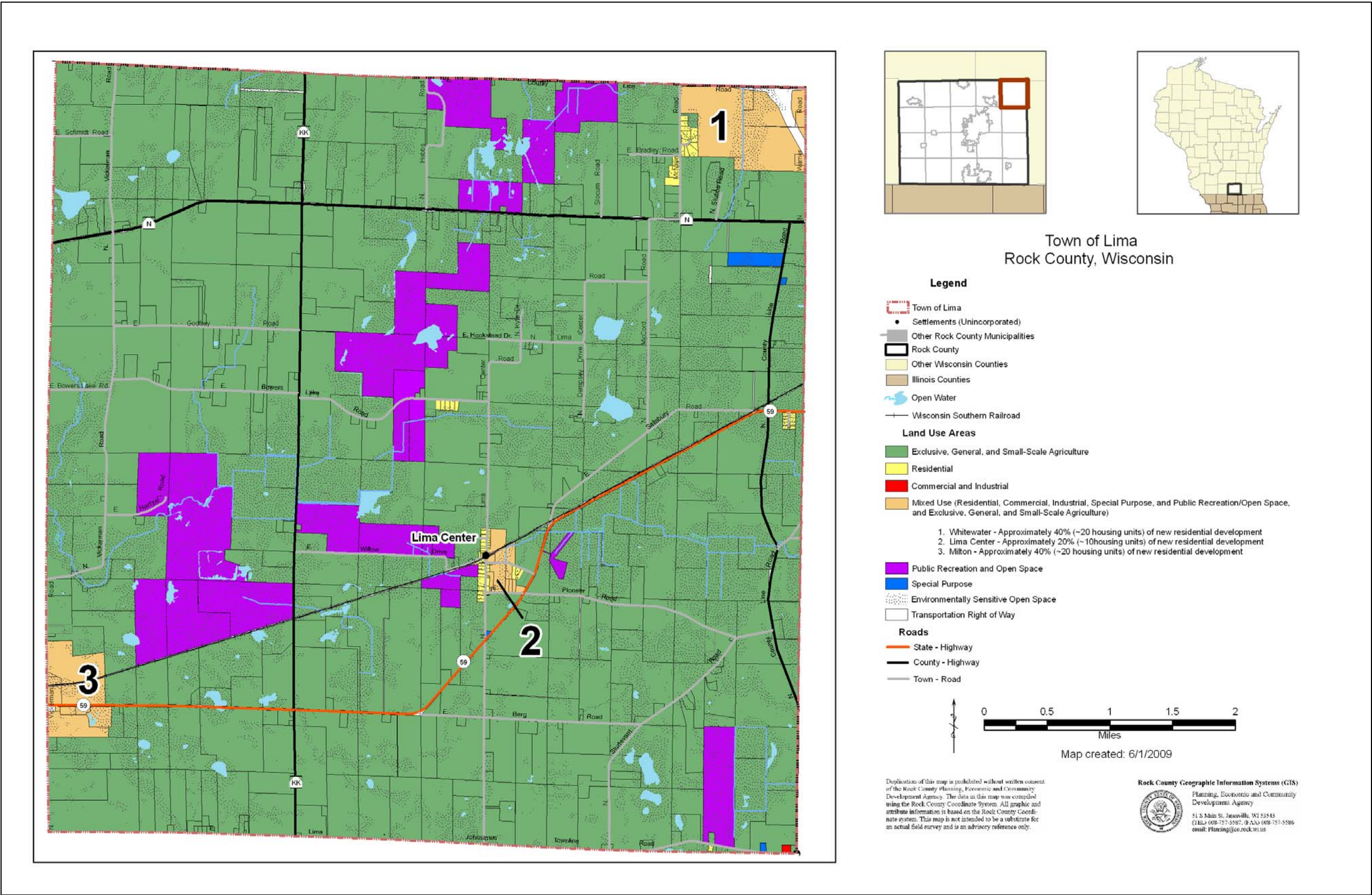


GOAL 2 - LAND USE			
Ensure diverse and responsible land uses in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
2.1. Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests			
	2.1.a. Utilize the Town of Lima’s Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town’s Future Land Use Map to take place at a maximum of once every two years
	2.1.b. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	2.1.c. Develop revisions, amendments, and updates to the Town of Lima Zoning Ordinance Code, including but not limited to, ensuring consistency with the <i>Town of Lima Comprehensive Plan 2035</i> and Agricultural Preservation Plan (State of Wisconsin certification), adopting an electronic copy of the Zoning Map, and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	2.1.d. Work with Rock County to ensure consistent and uniform administration, enforcement and revision of the following County ordinances: <ul style="list-style-type: none"><li>• Zoning (Chapter 32 - Municipal Code of the County of Rock):</li><li>• Land Division (Chapter 15 - Municipal Code of the County of Rock):</li><li>• Stormwater (Chapter 28 - Municipal Code of the County of Rock)</li><li>• Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)</li><li>• Non-Metallic Mining (Chapter 31 - Municipal Code of the County of Rock)</li></ul>	Ongoing, 2010-2035	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2014 to identify any County ordinance issues
	2.1.e. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for various uses	2010-2015	Form an ad hoc committee by 2010, to study development of a Land Evaluation and Site Assessment (LESA) Program
	2.1.f. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010, to provide accurate Town land use data to Rock County
	2.1.g. Work with Rock County to ensure consistent and standardized procedures for issuing land use permits, including but not limited to, zoning, building, driveway and sanitary	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2010 to identify land use permitting issues
	2.1.h. Monitor Cities of Whitewater and Milton annexations and development, and development in close proximity to the Town of Lima in the adjacent Towns of Milton, Johnstown, Sumner, Koshkonong, and Cold Creek, to ensure consistency with the aforementioned municipalities’ Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2009, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify any issues
	2.1.i. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	2.1.j. Consider adopting a land division ordinance, developed by Rock County, to include regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2010, to identify land use ordinance issues

GOAL 2 - LAND USE			
Ensure diverse and responsible land uses in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
2.1. Promote and encourage diverse land uses that provide for orderly and affordable growth, preservation of productive agricultural and open space lands, and balance the rights of property owners with collective interests			
	2.1.k. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Lima Zoning Ordinance Code (June 12, 2006)	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2010
	2.1.l. Support Rock County in development of a Smart Growth Program designed to provide education and technical expertise on the vital relationships between land use, housing, economic development, transportation, utilities and community facilities, and utilize the Program	Ongoing, 2010-2035	Provide technical expertise and support as needed, and utilize one product developed and/or one service provided by the Program by 2012
	2.1.m. Support Rock County in revision of processes to identify and regulate natural resource elements currently known as Environmentally Significant Open Space Areas (ESOSA)	2010-2015	Provide technical expertise and support as needed
	2.1.n. Support Rock County in revision and update of the County’s Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)	2010-2015	Provide technical expertise and support as needed
	2.1.o. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	2.1.p. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	2.1.q. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed



Map III.I  
Future Land Use



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

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

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

These Areas are identified as follows:

1. **Whitewater**  
This Area is designated to accommodate approximately 40% (~20 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's A-1 Agricultural zoning district.
  1. **Lima Center**  
This Area is designated to accommodate approximately 10% (~10 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's A-1 and A-2 Agricultural zoning districts.
  2. **Milton**  
This Area is designated to accommodate approximately 40% (~20 housing units) of new residential development in the Town from 2010 to 2035. This Area is currently designated within the Town's A-1, A-2, and A-3 Agricultural zoning districts.
- *Public Recreation and Open Space*  
These Areas are designated for continued public recreation and open space uses. These Areas are owned/managed by the WDNR and are currently within the Town's A-1 Agricultural zoning district.



- Special Purpose

These Areas are designated for continued special purpose uses. These Areas are currently designated within the Town's SP Special Purpose and MHP Mobile Home Park zoning districts.

- Environmentally Sensitive Open Space

These Areas are particularly sensitive to development, requiring restrictions to ensure mitigation of social costs resulting from development. These Areas include:

- o Floodplains
- o Shorelands
- o Wetlands
- o Hydric Soils
- o Steep Slopes (12% and Greater)
- o Kettles and Depressional Topography
- o Bedrock Within 20 Inches of Surface
- o Significant Natural Areas
- o Potential Groundwater Protection Areas

The Agency is currently revising and updating these Areas to ensure they reflect the most accurate, reliable, and current information. At which point these Areas are completely revised and updated, the revised and updated Areas shall supersede the Areas as shown on the preceding Map, and said Map shall be updated to reflect said revisions and updates to these Areas.

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

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

GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES			
Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.2. Promote and encourage protection, preservation, and enhancement of natural resources			
	3.2.h. Maintain and expand the Town's cooperative and productive relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on natural resource management and various planned or potential WDNR projects, including but not limited to: <ul style="list-style-type: none"> <li>Lima Marsh future land acquisition and development plan</li> <li><i>State Trails Network Plan</i> (Ice Age Trail)</li> </ul>	Ongoing, 2010-2035	Develop a biennial WDNR workgroup schedule by 2010, providing the opportunity to meet with the WDNR once every two years to identify and discuss any issues
	3.2.i. Monitor Cities of Whitewater and Milton annexations and development, and development in close proximity to the Town of Lima in the adjacent Towns of Milton, Johnstown, Sumner, Koshkonong, and Cold Creek, to ensure consistency with the aforementioned municipalities' Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2009, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	3.2.j. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.2.k. Consider adopting a land division ordinance, developed by Rock County, including but not limited to, regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013 to identify land use ordinance issues
	3.2.l. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Lima Zoning Ordinance Code	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	3.2.m. Consider adopting an eco-municipality resolution developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
	3.2.n. Support Rock County in revision of processes to identify and regulate natural resource elements currently known as Environmentally Significant Open Space Areas (ESOSA)	2010-2015	Provide technical expertise and support as needed
	3.2.o. Support Rock County in revision and update of the County's Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)	2010-2015	Provide technical expertise and support as needed
	3.2.p. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	3.2.q. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	3.2.r. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

<b>GOAL 3 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES</b> Ensure protection, preservation, and enhancement of agricultural, natural, and cultural resources			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
3.3. Promote and encourage protection, preservation, and enhancement of cultural resources			
	3.3.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	3.3.b. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	3.3.c. Maintain and expand relationship with the Rock County and State of Wisconsin (WSHS) Historical Societies to develop a plan to fully inventory and preserve Architecture and History (AHI) and Archaeological Sites (ASI), as designated by WSHS	Ongoing, 2010-2035	Develop an biennial Historical Society workgroup schedule by 2011, ensuring the opportunity to meet with relevant Historical Societies once every two years to identify and discuss any issues
	3.3.d. Consider acquiring more Rustic Roads designations on Town roads	Ongoing, 2010-2035	Town Board to complete transportation study by 2012
	3.3.e. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer's Market held at a centralized location in which local produce and other goods are marketed and sold	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	3.3.f. Consider developing an annual Town festival celebrating the Town's history, heritage, and character	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	3.3.g. Support 4-H and Future Farmers of America (F.F.A.) programs with Town of Milton resources and facilities	Ongoing, 2010-2035	Provide support and facilities as needed

GOAL 4 - HOUSING			
Ensure diverse, affordable, attractive, quality, and responsible housing in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
4.1. Promote and encourage housing development that provides for orderly and affordable growth and preserves natural, agricultural, and cultural resources, in appropriate, designated locations			
	4.1.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	4.1.b. Develop revisions, amendments, and updates to the Town of Lima Zoning Ordinance Code, including but not limited to, ensuring consistency with the <i>Town of Lima Comprehensive Plan 2035</i> and Agricultural Preservation Plan (State of Wisconsin certification), adopting an electronic copy of the Zoning Map, and rectifying any other inconsistencies or outstanding issues	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.c. Develop a comprehensive development review process reliant on uniform and consistent procedures and criteria, including but not limited to, consultation with Rock County	2010-2015	Consult with Rock County Planning, Economic & Community Development Agency Staff by 2011 to identify development review process issues
	4.1.d. Work with Rock County to develop a Town Land Evaluation and Site Assessment (LESA) Program to identify lands most suitable for new housing development	2010-2015	Form an ad hoc committee by 2010 to study development of a Land Evaluation and Site Assessment (LESA) Program
	4.1.e. Work with Rock County to develop a Town Land Use Inventory Program to provide accurate historic and current land use data	2010-2015	Develop uniform and consistent procedures and criteria by 2010 to provide accurate Town land use data to Rock County
	4.1.f. Utilize new programs to be offered and services to be provided by the County, including but not limited to, a Smart Growth Program designed to educate the Town on the relationship between housing, land use, economic development, transportation, utilities and community facilities, and support, through technical assistance and expertise, Town policies that recognize these vital relationships	Ongoing, 2010-2035	Utilize one product developed, and/or one service provided, by the Program by 2011
	4.1.g. Consider developing methods to minimize conversion of lands to the Agricultural Two (A-2) and (A-3) zoning districts, including but not limited to, developing a quota system limiting annual conversions of land to these districts	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.h. Consider adopting a land division ordinance, developed by Rock County, including but not limited to, regulations stipulating sub-division design based on traditional neighborhood, conservation, and/or fused grid design principles	2010-2015	Consult with adjacent Towns that have existing land division ordinances and with Rock County Planning, Economic & Community Development Agency Staff by 2013 to identify land use ordinance issues
	4.1.i. Consider incorporating a sliding scale zoning district, developed by Rock County, into the Town of Lima Zoning Ordinance Code	2010-2015	Town Planning and Zoning Committee to complete zoning revision, amendment, and update study by 2009
	4.1.j. Support Rock County in revision and update of the County's Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)	2010-2015	Provide technical expertise and support as needed
	4.1.k. Support Rock County in development of a Purchase of Development Rights (PDR) Program	2010-2015	Provide technical expertise and support as needed
	4.1.l. Support Rock County in development of a Growth Management Coalition	2010-2015	Provide technical expertise and support as needed
	4.1.m. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed



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

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

GOAL 6 - UTILITIES AND COMMUNITY FACILITIES			
Ensure efficient, adequate, and affordable utilities and community facilities in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
6.1. Promote and encourage the providing of utilities and community facilities, and associated services, at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner			
	6.1.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	6.1.b. Review and assess annually the services provided by the Town Police and Fire/Emergency Services Departments, and City of Milton and Milton Township Fire Department	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.1.c. Develop a comprehensive study for Town Board review examining the feasibility of improving the existing, or constructing a new, Town Hall	2010-2015	Form an ad hoc committee by 2012 to develop a Town Hall study
	6.1.d. Develop a Town website providing vital information and services	2010-2015	Develop a Town Web Presence Work Plan by 2012 to identify opportunities for increasing the presence of the Town on the internet
	6.1.e. Consider adopting an eco-municipality resolution developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
	6.1.f. Consider adopting a solar/wind power generating device ordinance developed by Rock County	2010-2015	Form an ad hoc committee by 2011 to develop a Town sustainability study
6.2. Promote and encourage the providing of utilities and community facilities, and associated services, by other governmental and private entities at adequate levels and in appropriate, designated locations, in a timely, efficient, and affordable manner			
	6.2.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	6.2.b. Contract with applicable private entity to ensure continued reliable and affordable trash and recycling pick-up service	Ongoing, 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.2.c. Review and assess annually the services provided by the County Sheriff's Department, Public Works Department, Telecommunications Center, the City of Milton and Milton Township Fire Department, and trash/recycling pick-up service	Ongoing (Annual), 2010-2035	Develop a formal assessment and evaluation procedure by 2011
	6.2.d. Support Rock County in application, enforcement, and revision of the County's Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.e. Support the Whitewater Unified, Fort Atkinson, and Milton school district in their efforts to provide quality, efficient, and affordable public education	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.f. Support energy (electricity and natural gas), communication (television, radio, internet, and print) and care (health and child) entities in their efforts to provide quality, efficient, and affordable services	Ongoing, 2010-2035	Provide technical expertise and support as needed
	6.2.g. Support implementation of various parks and open space plans, including but not limited to: <ul style="list-style-type: none"> <li>• <i>Rock County Parks, Outdoor Recreation, and Open Space (POROS) Plan: 2009-2014</i></li> <li>• <i>City of Whitewater and Milton Parks and Open Space Plans</i></li> <li>• <i>WDNR State Trails Network Plan</i> (Ice Age Trail)</li> <li>• <i>WDNR Lima Marsh Area future land acquisition and development plan</i></li> </ul>	Ongoing, 2010-2035	Provide technical expertise and support as needed, and develop a workgroup schedule by 2010, ensuring the opportunity to meet with the County, all surrounding Towns, adjacent Cities, and applicable Agencies, at various intervals, to identify and discuss any issues

GOAL 7 - ECONOMIC DEVELOPMENT			
Ensure diverse, viable, and responsible economic development in appropriate, designated locations			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
7.1. Promote and encourage existing, viable business, industry, and workforce, and attraction of new, viable business and industry, and associated workforce, in appropriate, designated locations			
	7.1.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	7.1.b. Utilize existing programs offered and services provided by the County's Economic Development Agency to develop: <ul style="list-style-type: none"> <li>A Town marketing workplan and strategy emphasizing the Town's various economic development attributes including proximity and access to major urban markets, existing infrastructure and development, and target industries, including recreation, recreation/interstate traveler commercial, distribution, agriculture, and local</li> <li>An Economic Development Aid Program to identify Federal and State economic development aid for which the Town is eligible, and aid application workplan devising a strategy to apply for aid</li> </ul>	2010-2015	Develop an annual Economic Development workgroup schedule by 2013, ensuring the opportunity to meet with Rock County Planning, Economic & Community Development Agency staff once a year to identify and discuss any issues
	7.1.c. Maintain and expand the Town's cooperative and productive relationship with the Milton and Whitewater Area Chamber of Commerce	Ongoing, 2010-2035	Develop an annual Economic Development workgroup schedule by 2011, ensuring the opportunity to meet with the Milton Area Chamber of Commerce staff once a year to identify and discuss any issues
	7.1.d. Consider developing a seasonal weekly, bi-weekly, or monthly Farmer's Market held at a centralized location in which local produce and other goods are marketed and sold	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	7.1.e. Consider developing an annual Town festival celebrating the Town's history, heritage, and character	2010-2015	Form an ad hoc committee by 2013 to develop a Town cultural resources study
	7.1.f. Support Rock County in development and implementation of the County's 2020 <i>Economic Development Plan</i>	Ongoing, 2010-2035	Provide technical expertise and support as needed
	7.1.g. Support Rock County in undertaking a comprehensive study examining the feasibility of developing a County Infill and Brownfield Development Program	2010-2015	Provide technical expertise and support as needed

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

GOAL 8 - INTER-GOVERNMENT RELATIONS			
Ensure cooperative and productive relations with other governmental and/or quasi-governmental entities			
OBJECTIVE	POLICY	TIMELINE	INDICATOR
8.2. Promote and encourage cooperative and productive relations with the Cities of Whitewater and Milton			
	8.2.d. Monitor the City of Whitewater and City of Milton's annexations and development to ensure consistency with both Cities' Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town/City workgroup schedule by 2010, ensuring the opportunity to meet with all surrounding Towns and adjacent Cities once a year to identify and discuss any issues
	8.2.e. Support implementation of the <i>City of Whitewater</i> and <i>City of Milton's Parks and Open Space Plans</i>	Ongoing, 2010-2035	Develop an annual City workgroup schedule by 2010, ensuring the opportunity to meet once a year with the City of Milton to identify and discuss any issues
8.3. Promote and encourage cooperative and productive relations with State of Wisconsin agencies and various other governmental and/or quasi-governmental entities			
	8.3.a. Utilize the Town of Lima's Future Land Use Map (Map III.1) in review and evaluation of all conditional use, rezone, land-division, and other development proposals, with approval of proposals dependent on consistency with the Map	Ongoing, 2010-2035	Amendments to the Town's Future Land Use Map to take place at a maximum of once every two years
	8.3.b. Maintain and expand relationship with the State of Wisconsin Department of Natural Resources (WDNR) to ensure Town involvement and representation on various planned or potential WDNR projects, including but not limited to: <ul style="list-style-type: none"> <li>Lima Marsh future land acquisition and development plan</li> <li><i>State Trails Network Plan</i> (Ice Age Trail)</li> </ul>	Ongoing, 2010-2035	Develop a biennial WDNR workgroup schedule by 2010, ensuring the opportunity to meet with the WDNR staff once every two years to identify and discuss any issues
	8.3.c. Maintain and expand relationship with the State of Wisconsin Department of Transportation (WisDOT) to ensure Town involvement and representation on various planned or potential WisDOT projects	Ongoing, 2010-2035	Develop a biennial WisDOT workgroup schedule by 2011, ensuring the opportunity to meet with WisDOT staff once every two years to identify and discuss any issues
	8.3.d. Monitor adjacent Towns, Milton, Johnstown, Cold Creek, Sumner, and Koshkonong, development in close proximity to the Town of Lima to ensure consistency with the various Town's Future Land Use Maps	Ongoing, 2010-2035	Develop an annual Town workgroup schedule by 2010, ensuring the opportunity to meet once a year with all surrounding Towns to identify and discuss any issues
	8.3.e. Support the Whitewater Unified, Fort Atkinson, and Milton school districts in their efforts to provide a quality, efficient, and affordable public education	Ongoing, 2010-2035	Provide technical expertise and support as needed



*TOWN OF LIMA*  
*COMPREHENSIVE PLAN 2035*

SECTION IV -

APPENDICES

Appendix A  
Grant Agreement

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

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

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

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

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

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

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

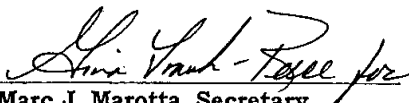
**WHEREAS**, the Grantee is eligible for one Grant every ten years for developing a new or updated plan; and

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

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

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

BY:


  
Marc J. Marotta, Secretary  
Department of Administration

DATE:

6-7-05

**Rock County**

BY:

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

DATE:

05-04-05

FEIN NUMBER:

39-6005736

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

### **GENERAL TERMS AND CONDITIONS**

#### **ARTICLE 1. APPLICABLE LAW**

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

#### **ARTICLE 2. LEGAL RELATIONS AND INDEMNIFICATION**

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

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

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

#### **ARTICLE 3. STANDARDS FOR PERFORMANCE**

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

#### **ARTICLE 4. PUBLICATIONS**

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

#### **ARTICLE 5. EXAMINATION OF RECORDS**

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

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

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

#### **ARTICLE 6. PERFORMANCE REPORTS**

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

#### **ARTICLE 7. PROJECT COMPLETION**

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

#### **ARTICLE 8. EXTENSIONS**

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

#### **ARTICLE 9. FAILURE TO PERFORM**

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

#### **ARTICLE 10. TERMINATION OF AGREEMENT**

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

#### **ARTICLE 11. CANCELLATION FOR CAUSE**

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

#### **ARTICLE 12. NON-APPROPRIATION OF FUNDS**

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

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

### **FISCAL TERMS AND CONDITIONS**

#### **ARTICLE 13. ELIGIBLE COSTS**

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

#### **ARTICLE 14. METHOD OF PAYMENT**

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

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

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

### **ASSURANCES**

#### **ARTICLE 15. NONDISCRIMINATION IN EMPLOYMENT**

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

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

#### **ARTICLE 16. DISCLOSURE**

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

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

## **Attachment A**

### **Rock County**

City of Beloit

City of Milton

Village of Clinton

Town of Clinton

Town of Fulton

Town of Harmony

Town of Janesville

Town of Johnstown

Town of La Prairie

Town of Lima

Town of Magnolia

Town of Milton

Town of Turtle



## Appendix B

### Consultant (Rock County) Contract

#### FY 2005 MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING GRANT AGENCY SERVICES AGREEMENT

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

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

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

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

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

#### TOWN OF LIMA

By: David Kyle  
David Kyle, Town Board Chair

Date: 12-28-05

By: Pam Hookstead  
Pam Hookstead, Town Clerk

Date: 12-28-05

#### COUNTY OF ROCK

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

Date: 07-19-06

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

Date: 7-21-06

## Appendix C

### Citizen Participation Plan

RESOLUTION NO. \_\_\_\_\_

AGENDA NO. \_\_\_\_\_

#### **ADOPTION OF CITIZEN PARTICIPATION PLAN FOR COMPREHENSIVE PLANNING PROCESS**

1 **WHEREAS**, Section 66.1001(4) of the Wisconsin Statutes establishes certain standards for citizen  
2 participation as a very important part of the Comprehensive Planning process; and  
3


4 **WHEREAS**, Prior to starting the Comprehensive Planning Process; Communities are required to adopt  
5 written procedures fostering public participation throughout the preparation and adoption  
6 of the Comprehensive Plan.  
7

8 **NOW THEREFORE, BE IT RESOLVED**, That the Town of Lima on this \_\_\_\_ day of December, 2005  
9 hereby directs that the Comprehensive Planning Process use the following principles, which constitute the  
10 Town of Lima Citizen Participation Plan:  
11

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

- 53 d. Information relating to where and when the proposed Comprehensive Plan or  
 54 amendment to such a plan may be inspected before the hearing, and how a copy of the  
 55 plan or amendment may be obtained.
- 56 13. One copy of the Preliminary Comprehensive Plan, or of an amendment to such a plan, shall be  
 57 sent to all of the following:
- 58 a. Every governmental body that is located in whole or in part within the boundaries of  
 59 the local governmental unit.
- 60 b. The clerk of every local governmental unit that is adjacent to the local governmental  
 61 unit that is the subject of the plan that is adopted or amended.
- 62 c. The Wisconsin Land Council
- 63 d. After September 1, 2005, the Department of Administration.
- 64 e. The public libraries that serve the area in which the local governmental unit is located.
- 65 14. Place the final comprehensive Plan Ordinance recommendation in the hands of the public prior  
 66 to bringing it forward to the Town of Lima.
- 67 15. At least 30 days before the Public Hearing is held, the Town of Lima shall provide written  
 68 notice to all of the following:
- 69 a. An operator who has obtained, or made application for, a nonmetallic mining permit.
- 70 b. A person who has registered a marketable nonmetallic mineral deposit.
- 71 c. Any other property owner or leaseholder who has an interest in property pursuant to  
 72 which the person may extract nonmetallic mineral resources, if the property owner or  
 73 leaseholder requests in writing that the local governmental unit provide the property  
 74 owner or leaseholder notice of the hearing.
- 75 16. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent  
 76 to all of the following:
- 77 a. Every governmental body that is located in whole or in part within the boundaries of  
 78 the local governmental unit.
- 79 b. The clerk of every local governmental unit that is adjacent to the local governmental  
 80 unit that is the subject of the plan that is adopted or amended.
- 81 c. The Wisconsin Land Council
- 82 d. After September 1, 2005, the Department of Administration.
- 83 e. The regional planning commission in which the local governmental unit is located.
- 84 f. The public libraries that serve the area in which the local governmental unit is located.
- 85
- 86
- 87
- 88

Approved by the Town Board of Lima

  
 David Kyle, Chair

12-28-05  
 Date

## Appendix D

### Visioning Sessions - Questions and Attendee Responses

#### Visioning Session (January 10 and March 22, 2006)

The following is a set of questions presented to attendees of the Town of Lima Comprehensive Plan Visioning Session One, along with their responses. Bulleted text are the various responses given by attendees, whereas lettered text followed by percents indicates response choices presented to attendees and the percent of attendees concurring with each choice.

Projections indicate the Town will have an additional 158 residents by 2035.

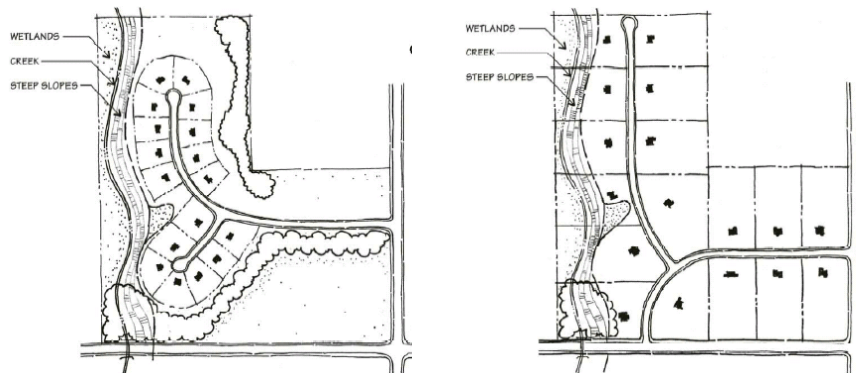
1. What positive impacts do you think this growth could have on the Town?
  - Raise the assessed value/tax base
  - Preserve the rural character
  - Easier to address infrastructure needs
  - Fewer access points on roads
2. What negative impacts do you think this growth could have on the Town?
  - Keeps taxes high
  - Any growth could encourage future growth/set precedent
  - Conflict of interest and personality between urban and rural individuals and their values, thoughts, attitudes
  - Infrastructure of the town (blacktopping, maintenance)
3. What type of growth rate would you prefer?
  - a. No growth (1 - 6%)
  - b. Limited growth, less than 1% a year (11 - 61%)
  - c. Moderate growth, around 1% a year (6 - 33%)
  - d. Major growth (greater than 1% a year)

Projections indicate the Town will need approximately 46 new housing units by 2035 to accommodate the aforementioned population growth.

4. What concerns do you have about the current/future housing market in the Town of Lima?

Currently, the average lot size for a single-family residence in the Town is approximately 2 acres. Residential lots not located on public sewer must be at least 40,000 square feet (approximately .9 acre).

5. What size lots would you like to see being developed between now and 2035?
  - a. 10,000 to 15,000 sq. ft. on public sewer
  - b. 15,000 sq. ft. to 1 acre (7%)
  - c. 1 to 3 acres (67%)
  - d. 3 to 5 acres (26%)
  - e. 5 to 10 acres
  - f. Over 10 acres
  
6. Which of these two subdivision site concepts do you prefer?



- Conservation Subdivision (2 - 20%)
- Traditional Subdivision (10 - 80%)

7. Which of the following natural features do you feel should be protected?
  - a. Surface water and intermediate streams
  - b. 75-foot shoreland setback areas
  - c. Wetlands
  - d. Floodplains
  - e. Steep slopes in excess of 12%
  - f. Hydric soils
  - g. Natural Areas
  - h. Potential groundwater protection areas
  - i. Kettles and depressional areas
  - j. DNR hunting lands
  - k. Federal lands
  - l. County parks
  - m. Town lands, open spaces and recreational areas
  - n. Shallow depth to bedrock (20" or less below ground surface)

8. What methods would you suggest to protect them?
  - a. Keep Highway 12 OUT
  - b. More “enforceable” zoning ordinances
  - c. Work with/support/seek the support of DNR
  - d. Keep local (Town of Lima) government strong
  - e. Well identified conservancy areas, designated on maps

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

9. Should new development occur in and around existing development areas?
  - Yes (5 - 33%)
  - No (10 - 67%)
10. Should new development occur in a scattered sites pattern?
  - Yes (12 - 80%)
  - No (3 - 20%)

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

11. What types of community facility/utility problems is your community experiencing?
  - Telephones – some poor connections, no fiber-optic, poor service
  - High speed internet not available
  - Cable television not available
  - Rescue squad has slowed
12. What areas do you consider well served by community facilities/utilities?
  - Trash pickup
  - Utilities (gas, electric, water)
  - Plowing
  - Mowing
  - Near roadways
13. What types of land use do you want to see in rural areas?
  - We have enough “open space”
  - Light industrial (near Badger Co-op)
  - Agricultural
  - Good Like it is Now
  - Rural Residential – Light commercial
  - Home-based business

14. What types of land use do you want to see close to existing population centers?
  - No large scale developments



- Preserve rural/agricultural feel

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

- Cemeteries
- Any state recognized historical structures
- Nothing specifically comes to mind, but any historic structures should be recognized

16. What are the strengths of the transportation system in Rock County?

17. What are the weaknesses of the transportation system in Rock County?

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

18. Would you use commuter rail between Rock County and Chicago, if it were available?

- Yes (9 - 64%)
- No (5 - 36%)

19. Would you use commuter rail between Rock County and Madison, if it were available?

- Yes (4 - 29%)
- No (10 - 71%)

Given population projections, the Town's workforce will increase from 2010 to 2035.

20. What types of new businesses and industries do you think would thrive in the Town (or the County), which could provide jobs for an increasing labor force?

- Development around the Co-Op/rail - agriculture based
- Home-based business
- Agriculture based business

Some quality of life amenities include good schools, good health care, good recreational opportunities, good places for shopping and dining, good housing, etc.

21. What quality of life amenities do you think are most crucial for attracting economic development to Rock County?

22. What ideas would you suggest to promote better cooperation between the various governments in and around the Town of Lima?

- Board given more say in town matters, to check and balance the county and state
- Town should be the top priority
- Simply more communication

- Trust the locals, who know the land and situations - have confidence in local recommendations
- Fewer mandated activities/regulations/etc. (i.e. Comprehensive Planning)

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

24. If you were to close your eyes and picture your town the way you would like it to be in the year 2035, describe to me what you envision. Your input will be incorporated to come up with a vision statement for the town. At the next visioning session everyone will vote on the vision statement they agree with most.

## Appendix E

### Meeting and Workshop Schedule

(All meeting and workshops were held at Town of Lima Hall, 11053 Willow Drive.)

Visioning Session #1

January 10, 2006 - 6:00 p.m.

Visioning Session #2

March 22, 2006 - 6:00 p.m.

Agricultural, Natural, and Cultural Resources

November 16, 2006 - 6:00 p.m.

Agricultural, Natural, and Cultural Resources

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

Housing, Land Use, Transportation, and Utilities and Community Facilities

August 27, 2008 - 7:00 p.m.

Land Use, Economic Development, and Intergovernmental Cooperation

October 22, 2008 - 7:00 p.m.

Draft Review

March 25, 2009 - 7:00 p.m.

Open House

June 24, 2009 - 5:00 p.m.

Public Hearing - Adoption

June 24, 2009 - 6:00 p.m.

## Appendix F

### Projection Sources and Formulation Methodologies

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

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

- Figure 1.10 and 1.11: Population: 2010 - 2035 (page 19)  
These figures display three Town population projection scenarios, High, Middle, and Low, illustrating possible future Town population from 2010 to 2035. The High projection scenario was developed by the Agency utilizing a 12% cumulative (2010-2035) growth rate. The Middle projection was developed by WDOA in 2008 (*Methodology for Developing Minor Civil Divisions*) for the years 2010-2030. The Middle projection for the year 2035 was developed by the Agency utilizing the average change (11) between each five-year increment (2010-2030) as developed by WDOA, applied to the 2030 projection. The Agency utilized a 1% cumulative (2010-2035) growth rate to develop the Low projection scenario.
- Figure 2.9: Total Agricultural Land Use Acreage: 2010-2035 (page 31)  
This figure displays a Town total agricultural land use acreage projection from 2010 to 2035. This projection was developed by the Agency utilizing the Residential, Commercial, and Industrial Land Use Acreage projections as stated in Figure 2.10 of this Plan, subtracted from the Large-Scale Agricultural acreage total, as stated in Figure 2.1 of this Plan.
- Figure 2.10: Additional Residential (per Figure 4.13) Commercial, and Industrial Land Use Acreage: 2010 - 2035 (page 31)  
This figure displays a Town additional residential, commercial, and industrial land use acreage projection from 2010 to 2035. The Residential projection was developed by the Agency utilizing the Housing Unit projection (Figure 4.13), assuming an average 2-acre residential lot size. The Commercial and Industrial projection was developed by the Agency utilizing the ratio of commercial and industrial acreage per person in the Town in 2008.
- Figure 4.13: Housing Units, Households, and Persons Per Household: 2010 - 2035 (page 56)  
This figure displays a Town housing unit, household, and persons per household projection, from 2010 to 2035. The Household projection was developed by the WDOA in 2008 (*Methodology for Developing Minor Civil Divisions*) for the years 2010-2030. The Household projection for the year 2035 was developed by the Agency utilizing the average change (9) between each five-year increment (2010-2030) as developed by WDOA, applied to the 2030 projection. The Housing Units projection was developed by the Agency utilizing the Town overall housing occupancy rate (.955) in 2000, applied to the Household projection. The Persons Per Household projection was developed by the Agency utilizing the Middle population projection, applied to the Household projection.

Appendix G  
Legal and Grant Consistency

**FISH LAW OFFICES**

533 Vernal Avenue  
Milton, Wisconsin 53563

(608) 868-3200  
(608) 868-3208 FAX  
[gfish@charterinternet.com](mailto:gfish@charterinternet.com)

June 9, 2009

SENT VIA TELEFAX

PLANNING ECONOMIC & COMMUNITY  
DEVELOPMENT AGENCY  
ATTN: WADE THOMPSON  
51 S MAIN ST  
JANESVILLE WI 53545  
757-5586 (1 page)

**RE: Town of Lima Comprehensive Plan 2034 - DRAFT 5-20-2009  
Comprehensive Plan Resolution and Ordinance**

Dear Mr. Thompson:

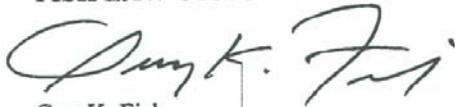
I have your letter of May 21, 2009 which included enclosures as set forth above.

Per your request and by authorization by the Town of Lima, it is my opinion that the proposed Plan is consistent with Wis. Stat. § 66.1001; in particular, the Plan properly details the mandated components as required in Wis. Stat. § 1001(2)(a)-(i). Further, it is my opinion that the required Resolution and Ordinance are also consistent with that statute. I also note on an issue important to me is that the Plan under Chapter 9 properly provides for an amending process.

If you have other questions or comments, please do not hesitate to contact me.

Yours very truly,

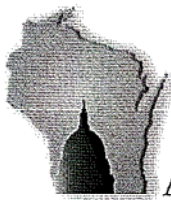
**FISH LAW OFFICES**



Guy K. Fish

GKF/bgs

c: Pam Hookstead, Clerk of Lima Township (via fax 262-472-9082)



**WISCONSIN DEPARTMENT OF  
ADMINISTRATION**

**JIM DOYLE**  
GOVERNOR

**MICHAEL L. MORGAN**  
SECRETARY

**Division of Intergovernmental Relations**  
101 E. Wilson Street, 10<sup>th</sup> Floor  
Madison, WI 53702-0001  
Tel. (608) 267-3369 Fax (608) 267-6917  
<http://www.doa.state.wi.us>

June 17, 2009

Wade Thompson, Planner  
Rock County Planning and  
Development Agency  
51 South Main Street  
Janesville, WI 53545

Mr. Thompson:

The Comprehensive Planning Grant Program received the draft comprehensive plan for the Town of Lima on May 20, 2009. Per our review of the draft plan according to the terms of the grant agreement, we did not determine any requirements to be missing.

Please remember to include a copy of the ordinance enacted to adopt the plan with the final plan submittal.

Sincerely,

Peter Herreid  
Comprehensive Planning Grant Administrator  
Tel. 608.267.3369  
[Peter.Herreid@wisconsin.gov](mailto:Peter.Herreid@wisconsin.gov)

cc: Scott Heinig, Director, Rock County Planning & Development Agency



## Appendix H

### State of Wisconsin Statute 66.1001 - Comprehensive Planning

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

#### 66.1001 - Comprehensive Planning

##### (1) DEFINITIONS.

In this section:

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

##### (2) CONTENTS OF A COMPREHENSIVE PLAN.

A comprehensive plan shall contain all of the following elements:

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

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

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

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

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

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.

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

#### (4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS

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

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

all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

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

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

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

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

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

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

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

**(6) COMPREHENSIVE PLAN MAY TAKE EFFECT**

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