



City of Milton Comprehensive Master Plan



2015



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Summary

This document, adopted in 2015, is an update of the City's 2008 Comprehensive Plan. A primary outcome of the 2015 planning process was the development of strategic initiatives intended for short-term implementation of this *Plan*. The strategic initiatives were developed through a public process of identifying Milton's most important issues and strongest assets and drafting a fresh vision statement for the City. City staff and the Plan Commission were also deeply involved in developing and refining the vision statement and the list of assets and issues. Out of this process, seven strategic initiatives were developed. The strategic initiatives are intended to be short-term implementation priorities for the City. Additionally, each of the strategic initiatives are accompanied by action items, which are items that the City can address right away in order to bring the City closer to meeting the vision and goals of this *Plan*.

The following is a summary of the strategic initiatives, in order of priority, as guided by the Plan Commission. See Figure 1.9 for a graphic depiction of the vision statement, assets, issues, strategic initiatives, and associated action items. Refer to Chapter Nine for the detailed implementation strategy.

1. **Make Milton a Destination**
2. **Further Economic Development Strategy for the Business Parks**
3. **Enhance Property Maintenance and Appearance**
4. **Leverage New Blackhawk Technical College Advanced Manufacturing Training Center**
5. **Improve Southern Gateways to the City**
6. **Provide More Diverse Recreational Facilities and Programs**
7. **Provide a Wider Range of Housing Options**

To carry out the City's vision, this *Comprehensive Plan* includes detailed goals, objectives, policies, and programs. These are generally organized in chapters according to the required comprehensive plan elements: agricultural, natural, and cultural resources; transportation; utilities and community facilities; housing and neighborhood development; economic development; land use; intergovernmental cooperation; and implementation.

The following is a brief summary of the key recommendations of this *Plan* organized by these elements. The City invites you to read the full *City of Milton Comprehensive Plan* to explore these recommendations in significantly greater detail.

Agricultural, Natural, and Cultural Resources Recommendations Summary

- ◆ Promote a compact development pattern and focus on techniques that minimize the amount of land required for additional growth.
- ◆ Continue to support the existing agricultural processing cluster businesses and promote the City to attract new businesses to that cluster.
- ◆ Protect environmental corridors and kettle areas by minimizing new development in these areas.
- ◆ Continue progressive erosion control and stormwater management practices for protection and continued improvement of City water quality.
- ◆ Link natural area preservation with recreational opportunities, both active and passive, to preserve and enhance the City's beauty and provide opportunities for relaxation and exercise.



- ◆ Renovate and maintain key historic sites in the City including Milton House, Goodrich House, Milton College, Cemeteries, Goodrich Park, Junction Square, and others.
- ◆ Consider other initiatives to celebrate Milton’s history including walking and driving tours, brochures, “Historic Milton” video, and special events.
- ◆ Preserve and enhance the “independent small-town” look, feel, and function of Milton.

Land Use Recommendations Summary

- ◆ Plan for neighborhood growth areas north and south of the City.
- ◆ Focus future employment growth in the Crossroads Business Park and the West Industrial District.
- ◆ Continue to implement the City’s adopted design standards for commercial, industrial, and multi-family residential development.
- ◆ Collaborate with adjoining communities on land use near the City’s edge.
- ◆ Manage development in future growth areas by regulating development densities, discouraging premature development and utility extensions, and promoting the continuation of agricultural uses.

Transportation Recommendations Summary

- ◆ Enhance Milton as a walkable, bikeable City through developing an interconnected sidewalk and trail network, carefully considering the needs of bicyclists and pedestrians in road design, and requiring designs of new developments that have the pedestrian in mind.
- ◆ In an era of rising fuel costs, enhance intercity mobility for people and products through investments in inter-city transit.

Utilities and Community Facilities Recommendations Summary

- ◆ Update the Comprehensive Outdoor Recreation Plan to include the park and recreation recommendations in this *Plan*, including implementing a bike and pedestrian trail system and planning for a large community park on the north side of the City.
- ◆ Work with the School District of Milton to explore how both entities can provide expanded recreational facilities in the City

Housing and Neighborhood Development Recommendations Summary

- ◆ Continue to support the provision of affordable housing in the City through maintenance of older neighborhoods, small lot sizes, and high quality multi-family housing.
- ◆ Establish Traditional Neighborhood Design Standards to guide future neighborhood development.
- ◆ Consider an Anti-Monotony Ordinance for new City neighborhoods as a tool for the continual support a variety of housing styles, materials, and colors.

Economic Development Recommendations Summary

- ◆ Pursue Downtown redevelopment and infill of underutilized lands, focusing on key areas such as Goodrich Square, the College District, and Junction Square.
- ◆ Promote the Crossroads Business Park area as a high-quality “live-work-shop” location.
- ◆ Retain and expand existing local businesses utilizing local and state resources and innovative initiatives.
- ◆ Collaborate with MACC to promote Milton as a tourist destination.

Intergovernmental Cooperation Recommendations Summary

- ◆ Collaborate with Janesville to explore regional approaches to the provision of municipal services such as fire and rescue services.
- ◆ Continue discussing issues of mutual concern with the Town of Milton to ensure orderly, sequential urban growth in the long term.
- ◆ Maintain an active and open dialogue with surrounding communities and counties regarding opportunities such as The Glacial Heritage Area Project, MadREP, and Rock County Development Alliance.

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Introduction

Located in northeast Rock County, the City of Milton is a unique community characterized by a rich heritage, a rail-focused past and future, great schools, and economic growth. Surrounded by expanses of rolling farmland and glacial features, and located only minutes east of Interstate 39/90, the City benefits from its regional access to major economic centers such as Janesville, Madison, Milwaukee, and Chicago. Over the last fifteen years, the City's population and industrial base has been growing steadily.

A. Purpose of this Plan

This *2015 City of Milton Comprehensive Plan* is an update of the City's *2008 Comprehensive Plan*. It is intended to help the City guide growth and development. The purposes of this *Comprehensive Plan* are to:

- ◆ Identify areas appropriate for development and preservation over the next 20+ years;
- ◆ Recommend appropriate types of land use for specific areas in the City;
- ◆ Preserve natural and agricultural resources in and around the City;
- ◆ Identify needed transportation and community facilities to serve future land uses;
- ◆ Direct housing and commercial investments in the City; and
- ◆ Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*) and then presents an outline of the City's goals, objectives, and policies for that element. These policies are the basis for the programs and recommendations that are presented at the end of each chapter.

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

Plan Adoption Process

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

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

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

B. Planning Process

This *Comprehensive Plan* update was prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans that containing the nine required elements and adopted under the state's prescribed procedures will have legal standing as a basis for zoning and subdivision decisions.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate public participation to ensure that final *Plan* recommendations reflect a supported vision for the community. The City Council adopted the City's public participation procedures by resolution, and completed this *Plan* in accordance with those procedures.

C. General Regional Context

Map 1 shows the relationship of the City to neighboring communities in the region. The City is less than one mile northeast of Janesville's northern limits, 35 miles southeast of Madison, and 35 miles north of Rockford, Illinois. The City is encircled by the Town of Milton, with the Town of Harmony to the south. The Town of Fulton is approximately one and one-half miles to the west and the Town of Lima lies about two miles to the east. The City is two miles east of Interstate 39/90 and two important state highways, 26 and 59, cross the community. Two active rail lines also pass through and serve industry in Milton.

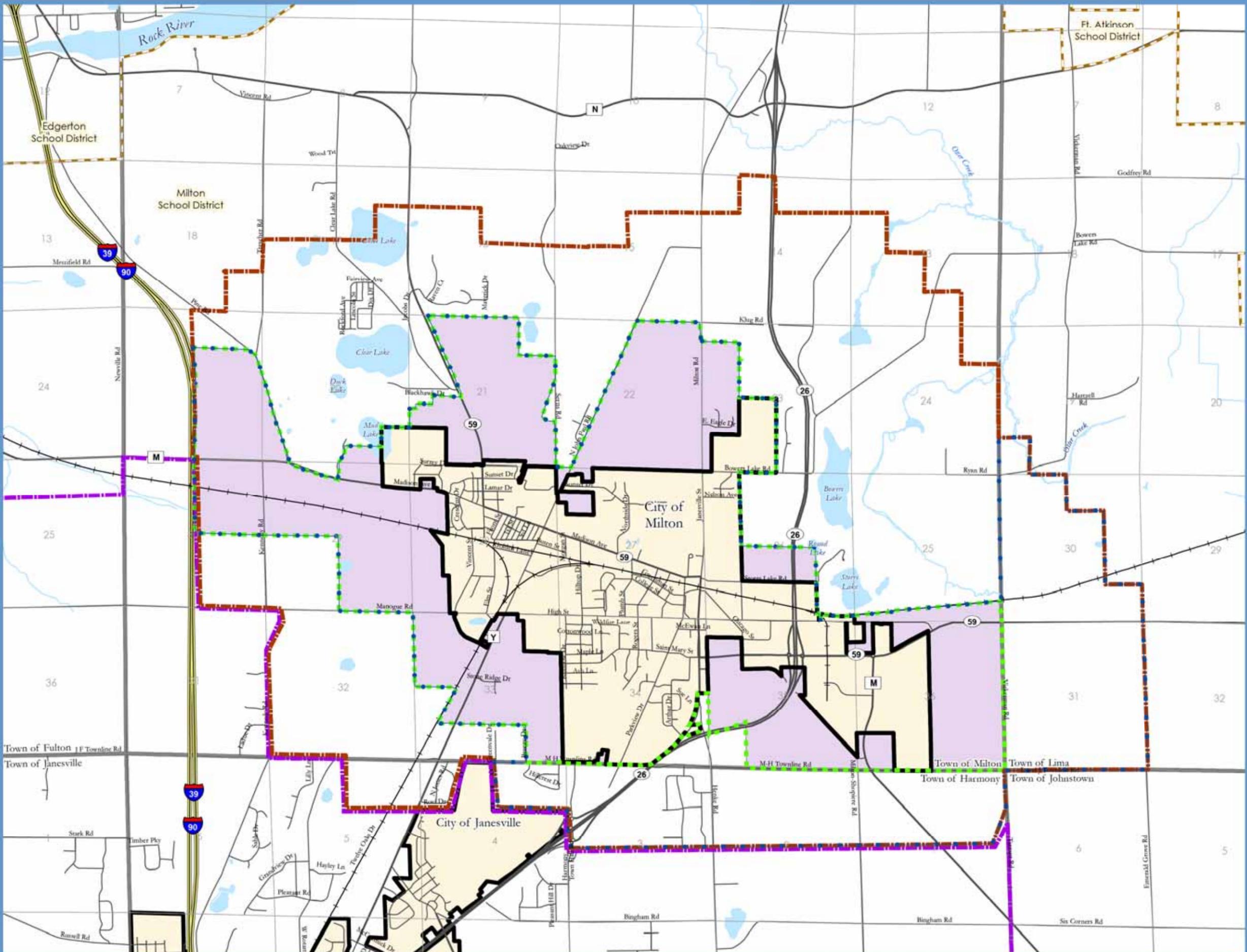
D. Selection of the Planning Area

The planning area for this *Plan* has been selected to include all lands in which the City has both a short-term and long-term interest in planning and development activities. The planning area is illustrated in Map 1. The planning area includes all lands currently within the City of Milton's municipal limits, and the unincorporated areas within the City's 1.5-mile extraterritorial jurisdiction (ETJ). Within the ETJ, state statutes enable the City to plan for those areas that bear relation to the City's development, review subdivisions, enact extraterritorial zoning, and implement an Official Map. To the southwest and south, the ETJ is truncated where it would otherwise overlap with Janesville's three-mile ETJ. In 1982, the two Cities entered into an agreement to establish the negotiated ETJ boundary presented on Map 1. In 2009, the City of Milton entered into an agreement with the Town of Milton, which established a growth boundary for the City within the Town.

This *Plan* covers a planning period of approximately 20 years (through 2035). Within that period, much of the land within the City's ETJ will remain outside the municipal limits (i.e., not be annexed). However, the City has an interest in assuring that development activity within the entire ETJ does not negatively affect the capacity for logical urban growth within and beyond the 20+ year planning period. The City has, through this planning process, made a concerted effort to coordinate recommendations with those other local jurisdictions within and abutting its ETJ.

City of Milton
Comprehensive Plan

Map 1:
Jurisdictional Boundaries



- City Boundaries
- Town Boundaries
- City of Milton Extraterritorial Jurisdiction
- City of Janesville Extraterritorial Jurisdiction*
- City of Milton Urban Service Area
- City and Town of Milton Inter-Governmental Agreement Boundary and Land Division Review Limit**
- School District Boundaries
- Sections with Section Numbers
- Interstates
- Major Roads
- Other Roads
- Railroads
- Surface Water

*Per 1982 Intergovernmental Agreement Boundary with the City of Janesville

**Per 2009 Intergovernmental Agreement between the City of Milton and Town of Milton. The City of Milton waives extraterritorial land division review and shall decline public sewer service outside the boundary within Town of Milton. City of Milton retains all extraterritorial jurisdiction (ETJ) Powers within extraterritorial jurisdiction (ETJ) area in other adjacent Towns.



Date: October 6, 2015
Source: City of Milton,
City of Janesville,
Rock County

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Chapter One: Issues and Opportunities

This chapter of the *Plan* includes an overview of important demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the City of Milton. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the 20-year planning period.

A. Population Trends and Forecasts

Between 2000 and 2013, the City of Milton experienced a moderate population increase, growing from 5,132 residents to 5,541 residents (7.97 percent). Among the comparison communities below, the fastest-growing cities were the Cities of Whitewater (34.58 percent), Evansville (24.98 percent), and Edgerton (10.65 percent), while most other area communities grew at a rate comparable to the state's growth rate of 6.4 percent. Rock County's growth rate was slightly slower than that of the state over the same time period.

Key Issues and Opportunities

- ◆ Milton's historic downtown areas, rail heritage, and recreational amenities ensure its unique position in the region.
- ◆ Milton should continue to have a young population based on its great schools and proximity to the UW-Whitewater campus.
- ◆ Maintaining the City's mostly single family neighborhood character will be a challenge over the next 20+ years.
- ◆ The area around the recently completed Highway 26/59 interchange provides exciting opportunities for economic growth and a new point of entry to the City.
- ◆ Thoughtful planning of municipal facilities, services, and utilities will contribute to a responsive and sustainable City.

Figure 1.1: Population Trends

	1980	1990	2000	2010	2013	Percent Population Change 2000-2013
City of Milton	4,092	4,444	5,132	5,546	5,541	7.97
Town of Milton	2,306	2,353	2,844	2,923	2,943	3.48
Town of Harmony	2,090	2,138	2,351	2,569	2,545	8.25
City of Edgerton	4,335	4,254	4,891	5,461	5,412	10.65
City of Evansville	2,835	3,174	4,039	5,012	5,048	24.98
City of Fort Atkinson	9,785	10,213	11,621	12,368	12,429	6.95
City of Whitewater	9,098	10,170	10,826	14,390	14,570	34.58
City of Janesville	51,071	52,210	60,200	63,575	63,589	5.63
Rock County	139,420	139,510	152,307	160,331	160,345	5.28
State of Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	5,706,871	6.40

Sources: U.S. Census Bureau, 1980-2010 Censuses and 2009-2013 5-Year American Community Survey

Figure 1.2 shows three population projection scenarios for the City through the year 2040:

1. the State Department of Administration’s (DOA) projection;
2. a Straight Line Projection that was calculated by determining the City’s average annual population change for the last 30 years and projecting that forward for the next 20+ years; and
3. a Compounded Projection that was calculated by determining the City’s percent population change over the last 30 years and projecting that forward for the next 20+ years.

Based upon these three projection scenarios, the City’s population is projected to be between 5,834 and 7,517 in the year 2040. For the purposes of this *Plan*, the City will utilize the third approach, the compounded projection scenario (highlighted in Figure 1.2). This approach is based on the increasing rate of population growth in recent years and the City’s proximity to growing metro areas, and assures that enough land will be allocated for development later in the *Plan*. This population scenario will be used for housing and land use demand projections later in this *Plan*.

Figure 1.2: City of Milton Population Projection Scenarios, 2015-2040

	2015 ¹	2020	2025	2030	2035	2040
DOA Population Projection ¹	5,655	5,935	6,175	6,400	6,550	6,615
30-Year Straight Line Projection ²	5,594	5,642	5,690	5,738	5,786	5,834
30-Year Compounded Projection ³	5,834	6,138	6,457	6,792	7,145	7,517

Sources:

¹ Wisconsin Department of Administration MCD and Municipal Population Projections, 2010-2040

² Extrapolated based on the average annual population change from 1980-2010 $((2010 \text{ pop.} - 1980 \text{ pop.}) / 30) = 48$

³ Extrapolated based on the average annual percent population change from 1980-2010 (1.02%)

B. Demographic Trends

Figure 1.3 shows the City of Milton's age and gender distribution in 2010 compared to nearby communities. The City's median age has increased steadily over the past two decades, from 31.4 in 1990 to 35.8 in 2010. However, the City's median age is still lower than that of Rock County and the state as a whole. The current proportion of school-age children and people over age 65 residing in the City is similar to surrounding communities. Overall, Milton has a relatively young population comprised of families, students, and the baby boomer generation.

The presence of a high-quality school district and the University of Wisconsin-Whitewater, located 25 minutes northeast of Milton via Highway 59, influence the City's statistics, particularly median age, which is low compared to the surrounding communities.

Figure 1.3: Age and Gender Distribution, 2010

	Median Age	Percent under 18	Percent over 65	Percent Female
City of Milton	35.8	26.3	12.5	50.9
Town of Milton	43.7	22.2	12.2	48.8
Town of Harmony	42.7	27.1	11.2	49.1
City of Edgerton	35.7	26.0	12.7	51.2
City of Evansville	34.7	29.3	11.3	51.1
City of Fort Atkinson	38.4	23.9	14.6	51.5
City of Whitewater	21.9	11.9	8.4	49.3
City of Janesville	37.1	24.7	13.9	51.1
Rock County	38.0	25.1	13.6	50.8
State of Wisconsin	38.5	23.6	13.7	50.4

Source: U.S. Census Bureau, 2010 Census.

According to the U.S. Bureau of the Census, in 2010, Milton was characterized by a predominately “White” population; Rock County and the State of Wisconsin had slightly lower percentages of “White” population, 87.6 and 86.2 percent respectively. Furthermore, the proportion of all other races was considerably lower than the County and the State. These data depict a relatively homogeneous population.

Figure 1.4: Racial Distribution, 2010

	City of Milton	Rock County	Wisconsin
White	96.0	87.6	86.2
Black or African American	0.5	5.0	6.3
Asian	1.0	1.0	2.3
American Indian and Alaska Native	0.2	0.3	1.0
Native Hawaiian and Other Pacific Islander	0.0	0.0	0.0
Some Other Race	1.1	3.7	2.4
Two or More Races	1.1	2.3	1.8

Source: U.S. Census Bureau, 2010 Census.

People who identify with the terms "Hispanic" or "Latino" are those who classify themselves in specific Hispanic or Latino categories listed on the 2010 Census. People who identify their origin as Spanish, Hispanic, or Latino may be of any race. The City of Milton had a significantly lower percentage of “Hispanic or Latino” residents than Rock County and the State, according to 2010 Census data.

Figure 1.5: Hispanic or Latino Distribution, 2010

	City of Milton	Rock County	Wisconsin
Hispanic or Latino (of any race)	2.4	7.6	5.9

Source: U.S. Census Bureau, 2010 Census.

Household Trends and Forecasts

Figures 1.6 and 1.7 present household characteristics for the City of Milton as compared to several surrounding communities and Rock County. Overall, Milton's housing characteristics are typical of a Wisconsin community of its size; however, in 2013, the City's vacancy rate was lower than that of many of the other cities. This may be due to the City's relative affordability of owner-occupied housing. The City also had a higher proportion of single-person households, which indicates an aging population.

Figure 1.6: Comparison of Household Characteristics, 2013

	Total Housing Units	Total Households	Average Household Size	Median Value of Owner-Occupied Housing Units	Median Rent
City of Milton	2,416	2,258	2.44	\$132,800	\$811
Town of Milton	1,445	1,238	2.38	\$200,000	\$920
Town of Harmony	1,011	991	2.57	\$221,500	\$1,079
City of Edgerton	2,536	2,391	2.24	\$140,600	\$699
City of Evansville	2,032	1,882	2.63	\$163,400	\$831
City of Fort Atkinson	5,446	5,028	2.42	\$153,100	\$732
City of Whitewater	5,600	5,060	2.23	\$168,700	\$766
City of Janesville	27,294	25,647	2.46	\$130,000	\$740
Rock County	68,283	63,309	2.48	\$133,000	\$743

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Figure 1.7: Comparison of Housing Occupancy Characteristics, 2013

	Percent Single Person Household	Percent Vacant Housing	Percent Owner-Occupied	Percent Single Family Units
City of Milton	31.3	6.5	67.8	68.8
Town of Milton	25.9	14.3	87.4	94.8
Town of Harmony	12.7	2.0	93.2	94.8
City of Edgerton	33.6	5.7	65.7	71.0
City of Evansville	20.5	7.4	70.4	75.3
City of Fort Atkinson	30.6	7.7	67.6	64.0
City of Whitewater	31.9	9.6	34.5	38.9
City of Janesville	27.2	6.0	68.5	67.1
Rock County	26.3	7.3	71.1	73.6

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Figure 1.8 shows a household projection for the City through the year 2040. Household projections are based on the population projections in Figure 1.2. According to the 2010 Census, Milton had 2,231 households. Based upon these projections, the City may have between 2,537 and 3,268 households in 2040, or an additional 306 to 1,037 households as compared to 2010.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. It should be noted that the demand for future housing units will be based not only on increases in population, but also on fluctuations in the City's average household size. For example, as household sizes decrease, more housing units will be needed to meet housing demands. For the purposes of this analysis, it is assumed that the 2010 average household size (2.51) will decrease slightly through the planning period, to a 2040 average household size of 2.3.

Figure 1.8: Household Projections, 2015-2040

	Projected Households						Projected Change 2010-2040
	2015	2020	2025	2030	2035	2040	
DOA Household Projection ¹	2,341	2,495	2,628	2,752	2,843	2,892	+661
30-Year Straight Line Projection ²	2,432	2,453	2,474	2,495	2,516	2,537	+306
30-Year Compounded Projection ³	2,537	2,668	2,807	2,953	3,107	3,268	+1,037

Sources:

¹ Wisconsin Department of Administration Minor Civil Division and Municipal Household Projections, 2010-2040

² Extrapolated by dividing the straight line population projections by the projected household size (See Figure 1.2)

³ Extrapolated by dividing the compounded population projections by the projected household size (See Figure 1.2)

Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*. The data indicate that education attainment levels are comparable to those of neighboring communities. Occupational data also reflect the significant presence of the educational services, and health care and social assistance industry and the manufacturing industry.

C. Issues Raised Through Public Participation

2015 Comprehensive Plan

Community Visioning Charrette

On June 22, 2015, Milton residents met at Milton West Elementary School to discuss the community's main assets, identify key issues, and develop a new vision statement for the city. (The event also included discussion of the future of Junction Square, and this input guided the recommendations of the 2015 Junction Square Plan.)

Participants identified the following as Milton's top assets:

1. Strong education system
2. Residents who care deeply about their community
3. High quality city services
4. Low crime community

5. Friendly small town character with modern conveniences
6. Crossroads Business Park

In a polling activity, participants indicated that the City should focus its time and energy into addressing the following issues:

1. Need to accelerate development in the Crossroads Business Park
2. Lack of property maintenance and declining appearance of homes
3. “New” southern entries to City need improvement
4. Need more destinations to attract visitors
5. Need to leverage Blackhawk Advanced Manufacturing Center
6. Need for additional recreational facilities



Open House

On September 17, 2015, the City of Milton held a public open house. **Insert results.**

Public Hearing

On October 6, 2015, the City of Milton held a public hearing to receive any comments on the public review draft of the *Comprehensive Plan*.

Previous Public Participation and Planning Efforts

The City’s planning processes over the past several years were guided by public input that was collected through a variety of approaches, including a visioning workshop, a community survey, interviews of citizens and stakeholders, and regular public meetings of the City Plan Commission. The following is a summary of those activities:

2007-2008 Comprehensive Plan Update Process

Plan Commission Meetings

The Plan Commission held its first meeting regarding the updated *Comprehensive Plan* on June 11, 2007. The Plan Commission brainstormed issues that would affect the City over the planning period. Key ideas included:

- ◆ Capitalizing on tourism potential of the two downtown areas, building on local assets such as Milton College, Leuca Guild, and the new winery.
- ◆ Maintaining Milton’s unique small town identity as the region grows.
- ◆ Considering transportation and mobility issues including the Highway 26 bypass and its impact on the City’s future, as well as transportation alternatives including walking, taxi, bus, and regional light rail.
- ◆ Supporting the School District of Milton and the excellent education it provides while acknowledging that growth in Janesville will continue to impact the future of the District.
- ◆ Improving communication with neighboring towns regarding issues of mutual concern (e.g. growth impacts and municipal boundaries).

- ◆ Considering a new outlook on the type of residential units that will be needed to serve residents in the future, including smaller homes, condominiums, and senior assisted living centers; new neighborhoods should contribute to Milton’s “sense of community.”
- ◆ Encouraging economic development through incentives and realistic planning, and support for revitalization and redevelopment of the Parkview downtown (now Goodrich Square) and Merchant Row downtown (now Junction Square).
- ◆ Supporting mixed use buildings to increase opportunities for affordable commercial space.
- ◆ Considering the long term future of municipal services including location of facilities.

The Plan Commission met on October 24, 2007, to discuss Milton’s vision and overall direction, review and update the Future Land Use Map from the 2005 planning process, and take part in a visual preference survey. The results of the survey indicated that participants preferred non-residential uses with high quality building materials, modest signage, and generous landscaping, which were pedestrian friendly. Highly rated residential uses were characterized by “traditional neighborhood design” with a smaller lots and homes, sidewalks, and porches.

The Plan Commission met on February 20, 2008, to discuss the City’s community growth framework and specific opportunities related to key geographic areas of Milton including Madison Avenue, High Street, Merchant Row, and the Parkview/College District.

The Plan Commission met on July 14, 2008, to review the first complete draft of the comprehensive plan, and met in the fall of 2008 to recommend the *Plan* to the City Council.

Intergovernmental Meetings

The City of Milton and its consultants met with the City of Janesville planning staff on issues of mutual concern, including community separation, provision of utilities, and long term growth areas. In 2007, the City of Milton met with the Town of Milton to discuss future growth issues in areas of mutual concern. (An intergovernmental agreement was reached in 2009.)

Draft Plan Public Hearing

The City of Milton held a public hearing to receive any comments on the public review draft of the *Comprehensive Plan*.

2005 Comprehensive Plan Amendment Process

As part of the 2005 Comprehensive Plan update, a series of public meetings were held as well as presentations to area property owners to gather input into the Plan amendments which mainly related to the future Highway 26/59 interchange area and planned economic growth there.

2004 Community Survey

In 2004, the City contracted with National Citizen Survey, Inc. to develop and administer a community survey. Of the randomly mailed 1,200 surveys, 690 were returned. The highest rated characteristics of Milton were sense of community, openness and acceptance, and overall appearance of the City. Respondents identified taxes, too much growth, and drugs as major problems. There was no clear consensus regarding the type of land uses that should be included at the future Highway 26/59 interchange area. However, the results indicate that respondents would prefer that “aesthetic features to enhance entrance to City” and “pedestrian/bike trails” be incorporated into the interchange area.

1999 Comprehensive Plan

Community Vision Forum

A community vision forum was held on May 18, 1998, to gather preliminary ideas on key issues the 1999 Plan should address, and on participants' vision for the future.

Many participants stressed their desire to maintain Milton's image as a friendly, small town and a community focused around its good schools. There was also sentiment for Milton to maintain a certain independence from Janesville. Most participants indicated general satisfaction with the pace of Milton's growth.

When asked to describe the City's strengths, common responses included: good schools, small town character, location close to I-90 and bigger cities, and historic homes and buildings. When asked to describe weaknesses, common responses included stormwater management difficulties, wastewater treatment plant problems, separated central business districts, and difficulty achieving community involvement in civic affairs.

Community Survey

To gather citizen perceptions of the City of Milton and its growth, a written citizen survey was sent to all City households and business addresses (roughly 2,200) in July 1998. In general, Milton residents were quite satisfied with their community and optimistic about its future. Residents valued Milton's small town atmosphere. Still, many wanted Milton to be an economically diverse community, with a mixture of employment opportunities and community retail and services. Maintaining Milton's small town character while providing more jobs and service will be a challenge for Milton over the next 25 years.

When asked to rank the most important reasons for continuing to reside in Milton, respondents chose "small city atmosphere," "proximity to relative or friends," "good schools," and "quality of life." These responses suggest that Milton is a community focused around family, friends, and schools—all contributing to small town character. When asked to select from four options for their vision for the City of Milton, the most common response was: "an economically diverse community with a mix of industrial, service, and office employment opportunities" (36 percent).

When asked about their desired future mix of housing, respondents indicated a general desire to maintain Milton's primarily single family residential character. Still, there was also interest in including other types of housing in that mix, particularly duplexes and elderly housing.

D. Community Opportunities

Building on the demographic analysis and participation results, this section explores future opportunities for the City of Milton given existing conditions, regional position, and its unique assets. The opportunities raised through this analysis were used to craft the City's vision and overall goals, and to advise recommendations of this *Plan* that are both innovative and implementable. Maps 2 and 3 present some of Milton's opportunities, as described below.

Community Growth Framework

Map 2 identifies a general framework to guide the City's future growth, redevelopment, and preservation. Different areas of the City suggest opportunities for increasing economic development, establishing new residential neighborhoods, and revitalizing historic downtown areas. These opportunities and others are described below.

Economic Development Areas

- ◆ East side development opportunities are likely to increase now that the Highway 26 bypass project has been completed. In particular, the 26/59 interchange on the City's southeast side provides a promising location for industrial and highway-oriented commercial development. The City has prepared a detailed district plan for the Crossroads Business Park, included in this *Plan* as Map 9 and described in the

Economic Development chapter. The overall objective of this district plan is to provide an attractive environment for economic development within a high-quality “live-work-shop” area. Through the district plan, the City also advises preservation of the City’s unique community character. Proper handling of issues such as community entryways, natural area protection, a multi-faceted transportation network, and development quality will help preserve and enhance this character.

- ◆ The West Side Industrial Area presents a reasonable location for businesses not dependent on high visibility or heavy truck traffic, but may be in need of a larger site, rail access, and outside storage. The City intends to consider businesses for this area that do not have noise, odor, trucking or other effects which would negatively impact the rest of the City.
- ◆ The Potential Future Interchange Industrial Area at County M and I-39-90 should be kept open and free from as much development as possible for the foreseeable future. This area would then be open for development in the event that an interchange is constructed in the future. If a future interchange is constructed and this area develops, the City intends to encourage employment-based uses rather than retail development.

Neighborhood Areas

- ◆ The North Side Neighborhood Area enjoys rolling topography, pockets of mature woodlands, and good access to the downtowns, schools, and the broader region. All of these attributes support this location for neighborhood-based development. It will be critical to identify and preserve views from high points in this area when new development is proposed. This portion of the City is currently lacking a community park. Milton’s existing and planned active parks, Crossridge and Schilberg, are located far to the south. The City intends to acquire land and develop a new park in this area to meet future needs. The area near Sunset Drive and Janesville Street lends itself to small scale office and retail development to serve residents. Key road connections in this area include connecting Sunset Drive all the way from Highway 59 to Janesville Street, and extending Northside Drive from the Middle School to John Paul Road.
- ◆ The South Side Neighborhood Area is also situated on rolling topography with Schilberg Park on the north and Crossridge Park on the southeast. New neighborhoods in this area should be connected to these amenities through sidewalks and trails. The area near Schilberg Park and John Paul Road lends itself to strategic small scale office and retail development to serve residents. Key road connections in this area include continuing St. Mary Street from Janesville Street to John Paul Road and extending Hilltop Drive south to the interchange of Highway 26 and Townline Road. The Housing and Neighborhood Development chapter includes neighborhood design standards for each of these two neighborhood areas.

Community Corridors

- ◆ The High Street Civic Center is the location of several key activities. It is the center of education (High School), active recreation (High School and Schilberg Park), and civic functions (Library, Post Office, The Gathering Place). The interrelationships and connects between these various uses area an important part of the community. Good sidewalk connections, street trees, and well-maintained development along this important corridor are advised.
- ◆ Madison Avenue, Milton’s “Grand Avenue,” is a key connector in the City, linking the two downtown areas. Madison Avenue also contributes to Milton’s small-town feel with its mature shade trees and pedestrian-oriented development. The City will continue to preserve the character along this street through supporting well-maintained sidewalks, good wayfinding signage, and street trees. The City may also consider the long-term future of several municipal functions along Madison Avenue including the fire station the wastewater treatment plant. The Utilities and Community Facilities chapter of this *Plan* describes the need for a long-term municipal facilities study to explore options.

Goodrich Square and Campus District Opportunities

In 2010, the City adopted the Goodrich Square Master Plan, which reimagines Goodrich Park and the streets that border it (Parkview Drive, Madison Avenue, Janesville Street, and High Street). The key opportunities and recommendations in the plan include:

- ◆ Build a stronger district identity and business environment.
- ◆ Improve parking and circulation patterns.
- ◆ Enhance Goodrich Park.
- ◆ Celebrate, highlight, and market Goodrich Square’s history.
- ◆ Invest in streetscape concept, trail access, and sidewalk connections.
- ◆ Support transformation of selected redevelopment sites.

Redevelopment opportunities were identified at the southwest corner of the intersection Madison Avenue and Parkview Drive, at the vacant property on Janesville Street, and at the then-existing Police Station.

Accomplishments include relocating the Police Station and installing a splash pad in Goodrich Park. Currently, the reconstruction of Parkview Drive and replacement of utilities on Parkview Drive is in the planning stages.

The City should work to retain the character of the historic Goodrich Square between Greenman Street and High Street through façade improvements, incentives, parking area landscaping, and streetscaping.

Milton House, surrounding buildings, and the old Milton College Historic District present opportunities for increased tourism activity. Among other improvements, the City will encourage historic businesses in this vicinity as well as a destination restaurant.

Junction Square Opportunities

Simultaneous with the preparation of this *Plan* update, the City conducted a master planning process for Junction Square, or the former Milton Junction downtown area. The Junction Square plan is anticipated to be adopted at the same time as the adoption of this *Plan* update. Opportunities identified in the Junction Square Plan include:

- ◆ Program a unique Junction Square “experience” that will serve as an attractive destination for residents and visitors.
- ◆ Maximize open space and recreational assets.
- ◆ Integrate a unifying Junction Square theme and define gateway entries.
- ◆ Reuse vacant buildings and properties in Junction Square.
- ◆ Establish an organizational structure and funding mechanism for managing the downtown.

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

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, City Council members, residents, and other interested groups and individuals for the next 20 years and beyond. Because this is a general chapter on issues and opportunities, it does not include objectives, policies, programs, or recommendations.

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

Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.

Objectives more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.

Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

F. The City's Vision and Goals

A vision statement is an expression of the general direction the community wishes to take over the next 20 years. The overall vision for the City of Milton provides the framework on which the more specific recommendations of the *Plan* are based. All goals, objectives, policies, programs and detailed recommendations to implement the *Plan* should be consistent with this vision. The City of Milton's vision and overall goals presented below were based on past planning efforts, input from City staff and officials, and public input through the 2015 Community Charrette, and 2015 Public Open House.

Vision Statement

Milton is a friendly, walkable community with a top-notch education system, distinguished historic buildings, thriving industrial parks, and safe, appealing neighborhoods. Milton's specialty small businesses, celebrated trails system, and authentic small town character make it a top Rock County destination.

A Vision of the City of Milton in the Year 2040

It is the year 2040, and history remains in progress in the City of Milton. Milton has seen tremendous change over the past twenty years, but retains the small-town character of its earliest days. Its history lives on through revitalization and activities in its downtowns. The surrounding countryside is still bountiful and beautiful. The City's character also lives on through the care, friendliness, and hard work of its residents, businesses, and community organizations.

Neighborhoods remain safe, appealing, and modestly sized. They contain a range of housing choices for all community residents. New neighborhoods on the City's north and south sides reflect the City's traditional neighborhood character. Fun, uplifting, and restful parks, natural areas, and schools are a short and comfortable walk from all homes. Milton's schools are still among the best in the State, with modernized facilities and energetic faculty contributing to the future health and success of the community and its children. In addition, the City provides Milton residents with high-quality city services that exceed those provided in neighboring communities. Milton remains a low-crime community where residents feel safe to explore all parts of town at any time of day.

In recent years, Milton has become a Rock County destination, with many people coming to the City to enjoy the Milton House (a National Historic Landmark), historic districts, celebrated trail system, (including connections to the Ice Age National Trail), and other specialty recreational options. Visitors also come for the dynamic entertainment scene in Junction Square, the hugely popular festivals in Goodrich Square, and the lively community-scale events held in both downtowns year-round.

The ease of movement within, around, and through Milton remains one of its greatest strengths. Within the City, new paths, sidewalks, and interconnected local streets make short biking, walking, and car trips to school, work, and shopping both simple and safe. Railroads and highways provide new opportunities for intercity transportation and continue to drive economic growth, particularly on the City's east side.

In fact, the Highway 26/59 interchange area is host to a thriving industrial park at the forefront of the State's bio-based economy. People from throughout southern Wisconsin come to Milton to attend Blackhawk Technical College's Advanced Manufacturing Training Center, and many stay in Milton to live and establish new businesses. Other small business opportunities are available in the downtowns, smaller commercial and industrial districts, and through home-based businesses fueled by advances in digital communications. Milton's success and related community growth has provided a range of shopping, dining, entertainment, and lodging opportunities in the City. Milton residents enjoy the benefits of living in a full-service community where all basic needs are found within the City's boundaries.

Through careful planning and coordination among the City, Janesville, and surrounding towns, the City has kept its independent and rural identity in the region and has not been absorbed by larger communities. Increased intergovernmental coordination—along with changes in City facilities, equipment, and practices—has also led to more cost-effective, energy-efficient, and environmentally-responsible operations. City practices have provided an example for local businesses and residents, which in turn has led to a more sustainable and healthy community.

The City of Milton looks forward to the next 20 years with a strong economy, great schools, healthy neighborhoods, a rich history, and an inspired population.

City of Milton Overall Goals

- ◆ Preserve the agricultural character of the Milton area as a critical part of our heritage, open space, and economy
- ◆ Protect natural resource features in the City and our surrounding areas
- ◆ Protect valuable historic resources that contribute to our unique character
- ◆ Promote an economically efficient and environmentally sustainable development pattern
- ◆ Coordinate transportation planning and improvements with our land use decisions
- ◆ Provide a safe and efficient transportation system that meets the needs of pedestrians, bicyclists, motorists, trucks, and trains
- ◆ Provide quality, accessible parks, recreation, and open space facilities and services for our residents and visitors
- ◆ Provide a cost-effective system of public utilities, coordinating with future land development
- ◆ Provide safe, affordable housing and attractive neighborhoods for all of our residents
- ◆ Strengthen and diversify the City's job base, tax base, and retail opportunities
- ◆ Promote mutually beneficial intergovernmental relations with nearby and overlapping governments, and with the Milton School District



Vision

Milton is a friendly, walkable community with a top-notch education system, distinguished historic buildings, thriving industrial parks, and safe, appealing neighborhoods. Milton's specialty small businesses, celebrated trails system, and authentic small-town character make it a top Rock County destination.

Assets

1. Strong education system



2. Residents who care deeply about their community



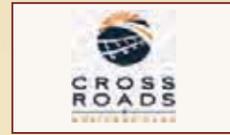
3. High-quality city services and low crime



4. Friendly, small-town character with modern conveniences



5. Crossroads Business Park



6. Goodrich Square and Junction Square



7. Easy access to Highway 26, the Interstate, and larger cities



8. Quality park facilities and recreation programming



9. Historic buildings and homes with character



10. Regional recreational destinations such as Ice Age Trail, Lake Koshkonong, and campgrounds

Issues

1. Need to accelerate development in the Crossroads Business Park
2. Lack of property maintenance, declining appearance of homes
3. "New" southern entries to city need improvement
4. Need more destinations to attract visitors
5. Need to leverage Blackhawk Advanced Manufacturing Center
6. Need for additional recreational facilities, more diverse recreational offerings, and improved coordination between recreation providers

7. Lack of housing diversity, particularly new subdivisions, larger homes for families, and options for senior citizens
8. Potential school referendum to significantly improve recreation facilities and create regional venues
9. Unclear economic development roles among various organizations
10. Limited general obligation bonding capacity for funding new projects



Strategic Initiatives

1. Make Milton a Destination

- a. Continue to build a brand around Milton's exceptional historic buildings and sites.
- b. Implement Goodrich Square and Junction Square area plans.
- c. Enhance amenities and signage for bicyclists and snowmobilers, and prepare a branding and marketing campaign for city trails, Ice Age Trail connection, and Rock County snowmobile trail.
- d. Increase outreach to campgrounds by positioning Milton as an attractive and convenient one-stop shop for services, supplies, and entertainment.
- e. Consider establishing a regional recreational complex.

2. Further Economic Development Strategy for Business Parks

- a. Recruit businesses to locate in Crossroads Business Park.
- b. Implement the Crossroads Business Park and Implementation Strategy.
- c. Clarify economic development roles among various organizations.

3. Enhance Property Maintenance and Appearance

- a. Continue the façade improvement program in both downtowns.
- b. Enforce property maintenance codes and communicate existing property maintenance requirements to property owners.
- c. Establish programs to assist with restoring and maintaining historic homes.
- d. Adopt residential and commercial building design standards.
- e. Support home ownership and minimize conversions to rental properties.

4. Leverage New Blackhawk Technical College Advanced Manufacturing Training Center

- a. Communicate regularly with Blackhawk leadership to understand the current and future needs of student and faculty population, including services, dining, and housing.
- b. Market area businesses, events, quality school district, and affordable neighborhoods to student and faculty population in order to foster a favorable impression of the city to potential future residents or business owners.
- c. Facilitate a relationship between Blackhawk and Milton businesses, especially those located in business parks.
- d. Work with Blackhawk to incorporate internships, training programs, and apprenticeships with Milton businesses into Blackhawk curricula.
- e. Expand the partnership with Blackhawk and Milton High School that would allow high school students to take advantage of more of Blackhawk's resources, courses, and equipment.

5. Improve Southern Gateways to the City

- a. Improve aesthetics through coordinated welcome signage and other enhancements.
- b. At key locations, consider adopting a design overlay zoning district requiring high-quality landscaping, building design, signage, and lighting.
- c. Address property maintenance issues where present.

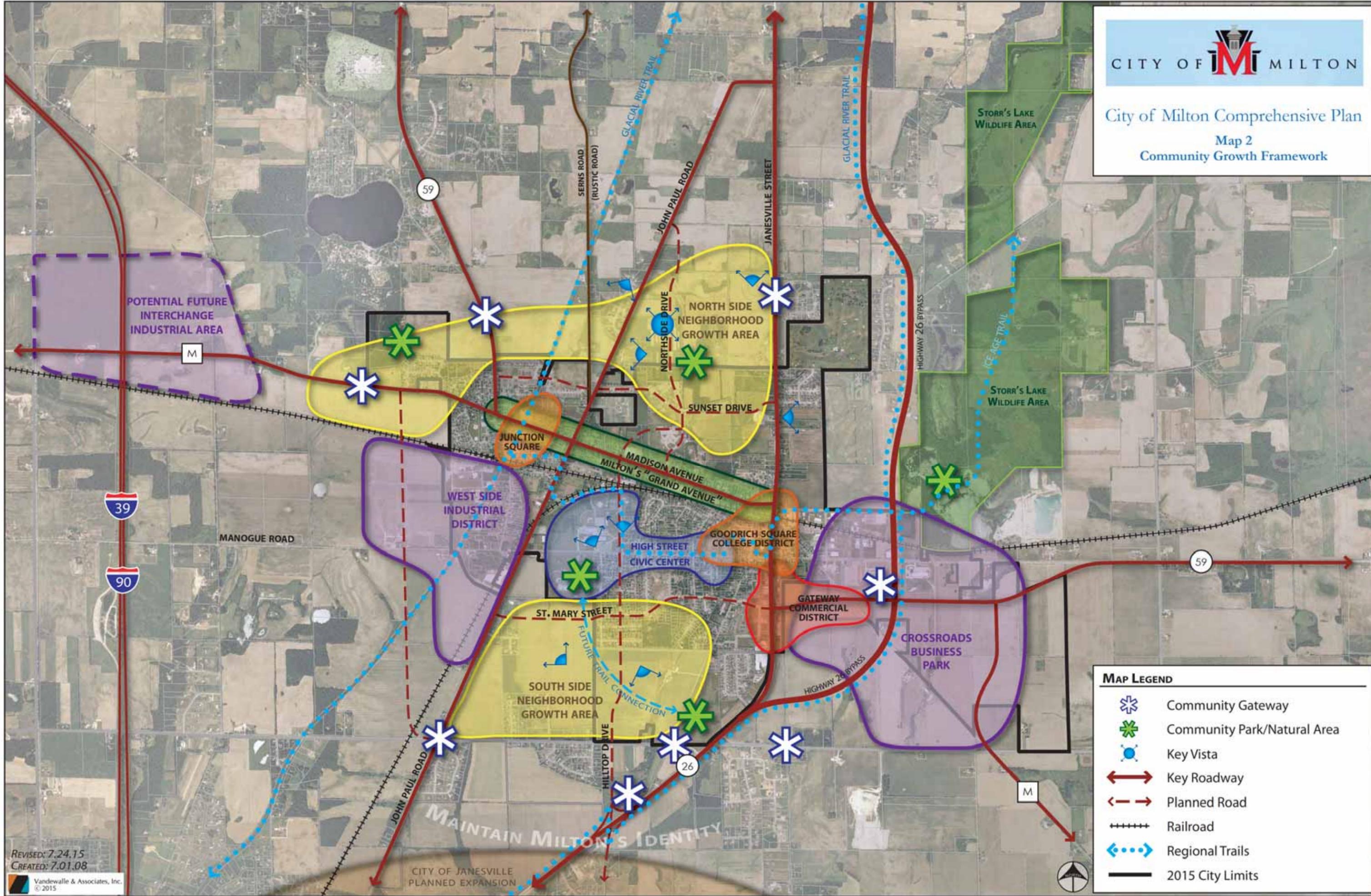
6. Provide More Diverse Recreational Facilities and Programs

- a. Coordinate recreational offerings among various recreation providers; establish areas of focus.
- b. Expand recreational programs offered, including afterschool programs, non-team youth sports programs, and adult recreation programs.
- c. Work closely with the School District of Milton to assess new facility needs and explore the idea of a regional sports venue.

7. Provide a Wider Range of Housing Options

- a. As new subdivisions are developed, ensure that zoning allows a wide range of housing types, and particularly larger homes for families.
- b. Attract developers who focus on life-cycle housing/neighborhoods.
- c. Work with healthcare providers to develop additional advanced care housing options for senior citizens in the City.





MAP LEGEND	
	Community Gateway
	Community Park/Natural Area
	Key Vista
	Key Roadway
	Planned Road
	Railroad
	Regional Trails
	2015 City Limits

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Chapter Two: Agricultural, Natural, and Cultural Resources

Maintaining Milton's small town character means acknowledging the importance of and protecting area agricultural, natural, and cultural resources. The area's abundant environmental features and significant history are assets to the City and its residents.

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

Agricultural Resources

A. Character of Farming

Farming is a key part of the heritage of the Milton area, and it still plays a significant role in the lives of area residents and remains an important part of the economy. According to the 2015 land use inventory, agricultural land accounts for approximately 25 percent of the City's total land area, and a much greater percentage of the surrounding town is in agriculture. Crop farms are generally located around the periphery of the City.

Recent industrial development projects rely on a strong agricultural economy. Agricultural activities will be important to the City in the future as it continues to be home to companies which use agricultural raw materials such as United Ethanol and Cargill. Retention of existing and attraction of new industries that use agricultural products is a cornerstone of the City's economic development strategy.

Agricultural Resource Recommendations Summary

- ◆ Promote compact development to limit the conversion of farmland
- ◆ Help the economic viability farming by identifying ways to add value to local agricultural products
- ◆ Support businesses and industries that use or sell agricultural products as a pillar of the City's economy

B. Assessment of Farmland Viability

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

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

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

Map 3 depicts the locations of Class I, II, and III soils in and near the City of Milton. Class I soils are located mainly in the southeast and northwest portions of the City and account for 44 percent of City's total area. Class II and III soils are scattered throughout the central and northeastern section of the City. Class II soils account for approximately 39 percent of the land in the City and Class III account for about 11 percent.

C. Farmland Preservation Efforts

Some of the most effective methods of preserving farmland include promoting a compact development pattern and managing development in the City's future urban growth areas. Refer Section E: Agricultural Resource Programs and Recommendations, in the pages that follow, for details about these policies.

In addition to policies pursued by the City, local farmers can participate in several federal and state programs and initiatives that are intended to preserve long-term farming activities. The 2014 Farm Bill created and reauthorized several federal programs, including:

- ◆ The **Conservation Reserve Program (CRP)**, which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- ◆ The **Environmental Quality Incentives Program (EQIP)**, which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.
- ◆ The **Agricultural Conservation Easement Program (ACEP)**, which provides financial and technical assistance to help conserve agricultural lands, wetlands, and their related benefits. This program is a consolidation of the previous Grassland Reserve Program, Wetlands Reserve Program, and Farm and Ranchland Protection Program.
- ◆ The **Conservation Stewardship Program (CSP)**, which compensates agricultural producers for environmentally-friendly measures they are willing to undertake on the lands that they keep in production.

The Wisconsin Working Lands Initiative is an important farmland preservation initiative at the state level. Signed into law in 2009, the Wisconsin Working Lands Initiative is administered by the Wisconsin Department of Agriculture, Trade, and Consumer Protection, and includes the following programs:

- ◆ The **Wisconsin Farmland Preservation Tax Credits Program**, which provides landowners with an opportunity to claim farmland preservation tax credits that are applied against tax liability. To be eligible, acres claimed for the tax credit must be located in a farmland preservation area that is identified in a certified county farmland preservation plan.
- ◆ The Wisconsin Working Lands Initiative also designates **Agricultural Enterprise Areas (AEA)**. An AEA is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agricultural development. As of October 2014, there were 29 AEAs covering approximately 925,000 total acres. Land eligible for AEA designation must be a contiguous land area, primarily in agricultural use, and located in a farmland preservation area as identified in a certified county farmland preservation plan. There is one AEA in the Rock County, located in the town of La Prairie, southeast of Janesville.

D. Agricultural Resource Goals, Objectives, and Policies

Goal:

1. Preserve the agricultural character of the Milton area as a critical part of our heritage, open space, and economy.

Objectives:

1. Assist the Town of Milton in its efforts to protect large tracts of farmland for long-term agricultural production, using the growth boundary established by the 2009 intergovernmental agreement as a guide.
2. Work with neighboring communities to encourage orderly, efficient development patterns that minimize farmland conversion and conflicts between urban and rural uses.
3. Encourage agricultural-related business activities in and around the City.

Policies:

1. Protect productive agricultural lands from dense and land consumptive rural development and premature urban development. To the extent possible, direct development away from the most productive agricultural lands.
2. Work in cooperation with surrounding Towns to help preserve agriculture in areas of mutual agreement, including those areas in the Town of Milton outside of the growth boundary established by the 2009 intergovernmental agreement between the Town and the City.
3. Help explore regional programs to promote the long-term viability of agricultural uses. Opportunities to consider might include purchase or transfer of development rights programs (PDR or TDR), community supported agriculture (CSA) programs, local farm markets, promotion of local products at area stores and restaurants, and agriculture educational opportunities.
4. Utilize the City's extraterritorial plat approval authority to review land divisions and subdivision plats in areas planned for *Agricultural/Rural* land uses or *Future Urban Growth Areas* on Map 6a and 6b, ensuring that development occurs in the appropriate location at the appropriate time, consistent with City plans and ordinances.
5. Continue to pursue economic opportunities that relate to, capitalize on, and strengthen the agricultural economy. Promote industrial and commercial development projects in the City that benefit from proximity to agricultural production and help increase the long-term viability of agriculture in the Milton area.
6. Support the production and consumption of local foods.

E. Agricultural Resource Programs and Recommendations

Beyond the policies outlined above, the City of Milton will work on programs designed to help retain the area's agricultural base. Examples of these types of programs—described further in Chapter Seven: Economic Development—include:

Promote a Compact Development Pattern

The City will, through this *Plan* and ordinances, promote a compact development pattern focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, traditional neighborhood development, and smaller lots sizes (see the Housing and Neighborhood Development chapter). In addition to helping keep development out of productive

agricultural areas, a compact development pattern will benefit regional water quality, facilitate alternative forms of transportation (e.g. walking, biking), and will be less expensive to serve with public utilities and services.

Manage Development in Future Urban Growth Areas (as depicted on Map 6a: Future Land Use)

Some of the lands that are within the City's extraterritorial jurisdiction but are still in agricultural use have been indicated on the City's Future Land Use Map (Map 6a) as "Future Urban Growth Areas." The City anticipates that these areas are not likely to be developed within the 20-year planning period. Therefore, although these lands provide logical long-term (20+ years) urban growth areas, in the shorter-term they should be preserved for mainly agricultural uses so as to maintain a well-defined edge between City development and the surrounding countryside. To achieve this, it is recommended that the City abide by the following standards for these areas.

- ◆ Prohibit development at gross densities higher than 1 home per 35 acres.
- ◆ Discourage premature development and utility extensions in these areas, promoting the continuation of agricultural uses.
- ◆ Prior to any intensive development within or beyond the 20-year planning period, engage in detailed planning processes that lead to a clearly articulated vision that addresses land use, transportation, and utility plans for these areas.

These standards will also apply to areas planned for City development within the next 20 years before lands are annexed and serviced with City utilities. This recommendation is discussed further in the Land Use chapter.

Continue Promotion of "Agricultural Processing Cluster" Industries

Given its proximity to major population centers, interstate highways, and a rich agricultural hinterland, Milton has been and will continue to be an attractive home for industries processing agricultural products for fuel, food, and other products (e.g., bio-products and pharmaceuticals). The growing number of such industries also will help attract others to a growing "agricultural processing cluster." Helping existing agricultural processing cluster businesses grow and attracting new businesses to that cluster is a key component of the City's economic strategy. In addition to benefiting the City through jobs and tax base, such industries support a "working countryside" which increases the economic viability of area farmers, who are often their suppliers.



Promote Marketing of Farm Products

In addition to preserving land for farming, the City can be involved in efforts to ensure the economic viability of future agricultural operations. This will involve cooperating with the surrounding towns, Rock County, UW-Extension, the Department of Agriculture, Trade, and Consumer Protection (DATCP), and other public and nonprofit organizations to develop markets for and identify ways to add value to local agricultural products. Some ways in which the City can contribute to these efforts include the following:

- ◆ Farmer's Markets: Local farmer's markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together.

Hosting a Wednesday farmers market in Goodrich Square or Junction Square would not only create an attraction for City residents but also for residents of surrounding communities.

- ◆ Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There is an abundance of CSA programs in southern Wisconsin, including several based in Rock County. The City has an opportunity to advance these programs by supporting and promoting the programs wherever possible. Some relatively simple approaches might be to arrange for the display of informational pamphlets for local CSA programs in City Hall, or to post information and links on the City's website that inform residents about available CSA programs.
- ◆ Restaurants: Milton would benefit from more local restaurants that serve residents and employees of City businesses. This provides an opportunity for the establishment of restaurants, bakeries and cafés that purchase, serve, and generally promote locally-grown foods. The type of restaurant that offers handmade food from locally grown products would be an asset to a family-oriented, hard-working community like Milton, but this concept could also be used to market the restaurant to people who live outside the City in surrounding communities.
- ◆ Schools: Since it is necessary for schools to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students. The School District of Milton could become involved in the Wisconsin Homegrown lunch program. The goal of this program is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. Involvement in this program benefits the health and wellbeing of students and school faculty, supports the local agricultural economy, and establishes partnerships between the school district and local farms. This creates opportunities for students to learn outside the classroom about agriculture and food production.

Promote Community Gardens

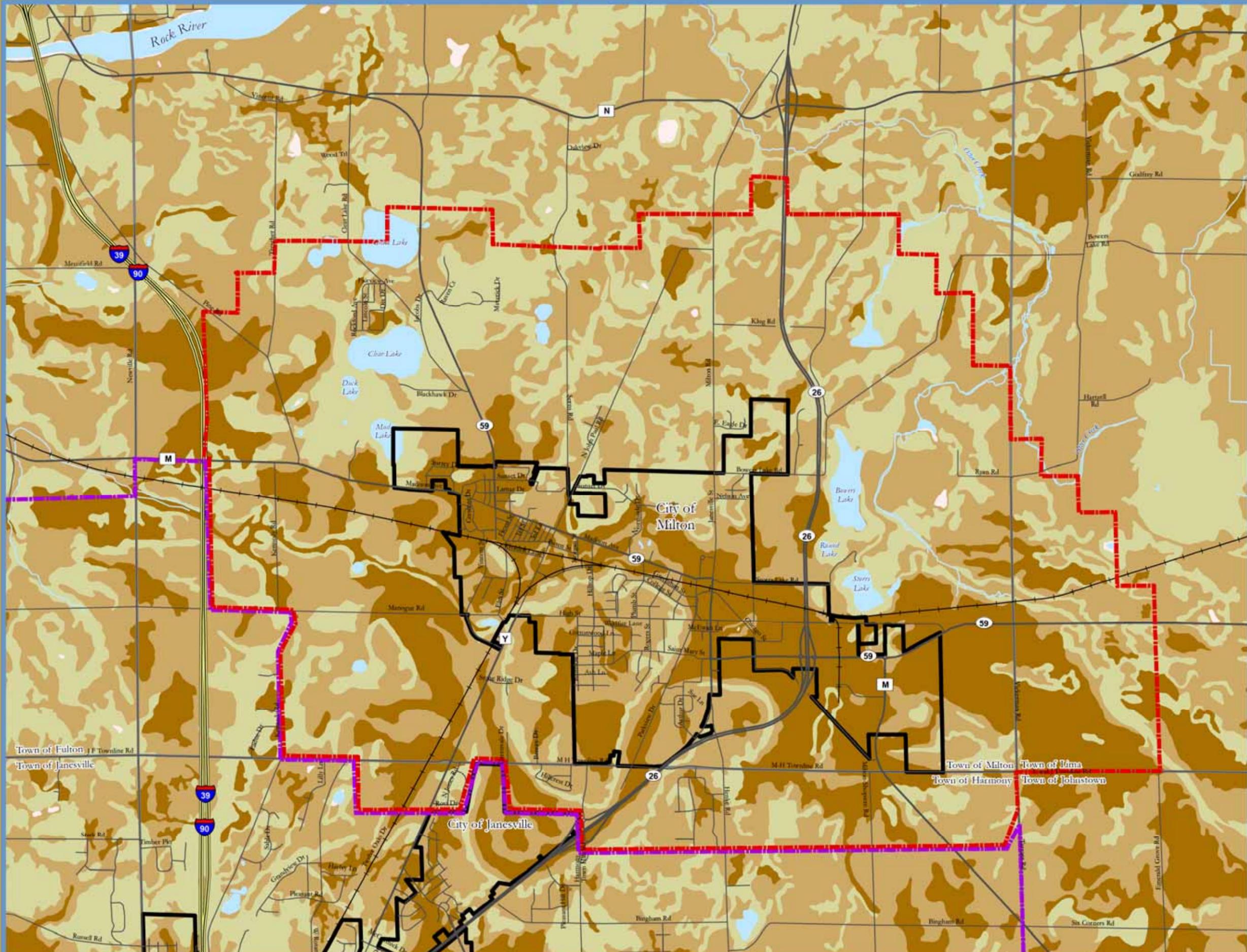
The City has an official Community Garden located at the west end of the Milton Cemetery off of Janesville Street. The garden plots are approximately 500 square feet and are available to all members of the community.

Milton should continue to promote community gardens in the City, because they promote the consumption of truly local food. Community gardens benefit the environment by increasing biodiversity and wildlife habitat, providing areas for stormwater infiltration, and reducing energy consumption associated with commercial food production. Community gardens also provide neighborhood gathering places, promote interaction, enhance health, and promote environmental education.

The City can promote more community gardening by cooperating with and supporting local groups that are trying to advance community gardening, incorporating recommendations for siting new community gardens into City plans (such as the Park and Open Space Plan), identifying public lands and parklands that may be appropriate sites for community gardens, and specifically addressing community gardens in the City zoning ordinance.



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- City Boundaries
- Town Boundaries
- City of Milton Extraterritorial Jurisdiction
- City of Janesville Extraterritorial Jurisdiction
- Interstates
- Major Existing Roads
- Other Existing Roads
- Railroads
- Surface Water

- Soil Capability Class*
- Capability Class - I
 - Capability Class - II
 - Capability Class - III - VIII
 - Not rated or not available

*Soil capability classes derived from the USDA-NRCS Land Evaluation System. The system uses three factors to determine a numeric rating from I to VIII: prime farmland, soil productivity for corn & alfalfa, & land capability class. Soils with a capability class of I are generally most productive for cropping, with class VIII soils the least productive. Refer to NRCS documentation for further explanation.



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Natural Resources

Milton's natural resources provide an important framework for guiding the *Comprehensive Plan*. As a growing community, such information can help identify the appropriate locations for certain types of development and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and groundwater protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 4 in this *Plan* depicts the City's key natural areas, some of which are described in more detail below.

A. Ecological Landscapes

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

B. Topography

The planning area is marked by "hill and kettle" topography. Upland areas of varying relief were formed by glacial sand and gravel deposits, while the depressional kettles were likely formed when chunks of ice broke off the retreating glacier. This unique topography presents both attractive landscapes and challenges for development, particularly in regard to drainage and stormwater management.

The planning area includes a relatively flat band of land varying from 806 to 880 feet in elevation running east, west, and southwest through the central portion of the City. This area is flanked on the north and south by ridges, which reach elevations of 950 feet. Lower areas to the east and west of the City include glacial lakes.

C. Metallic and Non-Metallic Resources

The extensive glacial deposits of sand and gravel in the planning area—particularly south of Milton—provide a valuable potential resource for road and building construction. There are two gravel pits in Milton area: east of Milton on Highway 59 and south of Milton on Milton Harmony Townline Road. While there are no active mineral extraction sites located in the City of Milton, under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. Zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining

Natural Resource Recommendations Summary

- ◆ Protect and link sensitive natural features adjacent to development areas, such as the area's system of glacial kettles
- ◆ Link natural area preservation with recreational opportunities including local parks, recreational trails like the Ice Age Trail, and improvements and connections to the Storrs Lake Wildlife Area
- ◆ Practice careful stormwater management and promote on-site water infiltration

operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

D. Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater resources are plentiful and of high quality in the planning area at both shallow and deep levels. Because there is no surface stream drainage and the substratum is permeable, a very high percentage of precipitation infiltrates to the groundwater in the planning area. This fact emphasizes the importance of surface water quality to groundwater quality within the planning area.

City of Milton wells draw water supply from the Cambrian sandstone aquifer, which is characterized by high mineral content (hardness). This can negatively affect taste, odor, and occasionally appearance of the water supply. Most individual wells rely on groundwater from upper aquifers, which are generally more susceptible to contamination from both surface and subterranean sources. For this reason, a few deep common wells are preferred over numerous shallow private wells.

E. Drainage Basins and Surface Waters

The planning area is part of the Blackhawk Creek, Lower Koshkonong Creek, and Rock River drainage basins. However, the variable relief provided by the hill and kettle topography does not allow surface water to drain to Otter Creek or any tributary. Instead, stormwater usually drains from irregular areas of higher elevation to various kettle depressions, where it is removed through infiltration and evaporation. Therefore, as the City grows, it is essential to preserve these depressional areas and carefully analyze the impact of new development on stormwater runoff.

According to the *City of Milton Stormwater Drainage Study* (Strand Associates, 1995), there are 14 individual drainage basins in the Milton, each of which drain into one or more of these depressional areas.

Surface waters in the planning area include five shallow, freshwater lakes. Storrs Lake and Bowers Lake to the east are included in the State of Wisconsin Storrs Lake Wildlife Area. Mud Lake, Clear Lake, and Grass Lake are to the northwest of the City. Both sets of lakes, along with their associated wetland complexes and steep slopes, present definite natural barriers for urban development. These lakes provide wildlife habitat and opportunities for hunting, fishing, and passive recreation. There are no streams or rivers in the planning area.

F. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (i.e., a storm that has a 1 percent chance of happening in any given year). Floodplains are depicted on Map 4. There are some FEMA-designated floodplains within the planning area. These are located south and east of the City and around Storrs Lake and Bowers Lake.

Although the depressional areas are not floodplains by definition, they function in a similar manner, since they can become inundated to predictable levels in storm events. It is therefore possible to estimate 100-year flood elevations in this area—where flooding probability is greater than 1 percent in any given year (*City of Milton Stormwater Drainage Study*, Strand Associates, 1995). Development should be kept above these flood elevations to avoid private property damage.

G. Wetlands

According to the WDNR's Wetland Inventory Maps, wetland habitats comprise less than 1 percent (two acres) of the City's total land area, not including small tracts of wetland that are less than five acres in size. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas in the City's vicinity are generally located in the Storrs Lake Wildlife Area.

H. Woodlands

The planning area contains scattered wooded areas. This relative scarcity of wooded areas is due to a combination of rich soils that were cleared for farming, few steep slopes, and residential development activity which tends to place high value on wooded sites. There are dense woodlands in the Storrs Lake Wildlife Area and near Clear Lake. Within the City, there are pockets of woodlands in the north central and southern parts of the City, and older City streets are generally tree lined. Along with street trees, the remaining woodlands in and around the City are valuable contributors to the area's character and beauty.

I. Steep Slopes

The planning area is predominated by gently rolling or flat areas. Steep slopes – generally defined as those exceeding 12 percent – occur very infrequently and only for very short runs. These areas are scattered throughout the planning area and are generally associated with depressional areas or ridgetop systems. Such slopes present significant limitations for development.

J. Hilltops and Ridgetops

Important natural features often overlooked in comprehensive planning efforts are hilltops and ridgetops. Hilltops and ridgetops define the horizon—and perhaps provide a “natural edge” for a community. Large structures constructed on top of them (including homes) tend to be visually prominent—especially if not blending with the area's rural-agricultural character in terms of color, material, or style. Prominent hilltops/ridgetops in the planning area are located along High Street near Milton High School and a large area to the south; roughly ½ mile east of Grass Lake on the northern edge of the planning area; along Business 26 near the Oak Ridge Golf Course; and at the southeast edge of the planning area in the Town of Harmony.

Hilltops and ridges also provide opportunities for scenic vistas, which contribute to community character. Within the City of Milton, vistas are particularly prominent along High Street near Milton High School (looking north and northwest across the City); Bowers Lake Road (looking northwest across the Oak Ridge Golf Course); Highway 26 midway between Bowers Lake Road and Madison Avenue (looking east to the rural area and Storrs Lake); and Sunset Drive just east of John Paul Road (looking east to the Serns Rustic Road area). Key vistas are depicted on Map 2: Community Growth Framework.

K. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. The soils in the planning area are of three major types:

- ◆ The *Plano-Warsaw-Dresden* association covers much of the eastern portion of the planning area. This association is characterized by deep, generally well drained soils with a clay loam subsoil over sand and gravel. When undeveloped, these soils are very productive for agriculture. The substratum for these soils is very porous, resulting in the potential for groundwater contamination from standard septic systems.

- ◆ The *Kidder-St. Charles* association covers areas both south and north of the Plano-Warsaw-Dresden association. This association is characterized by deep, generally well drained soils with a clay loam subsoil over sandy loam glacial till. Where level, these soils are very productive for agriculture and have few limitations for septic systems. Where on steep slopes, these soils are susceptible to erosion and are generally wooded.
- ◆ The *Dresden-St. Charles-Warsaw* association covers the western and northwestern sections of the planning area. This association is characterized by generally deep, generally well drained soils with a clay loam subsoil over sand and gravel. Where level, these soils are good for agricultural production. Where steep, they are generally wooded. The substratum for these soils is very porous, resulting in the potential for groundwater contamination from standard septic systems.

There are few soils in the City with severe engineering limitations. What areas do exist have largely been preserved with the City's Conservancy zoning district. However, part of the area on the northern edge of the City west of Business 26 contains soils with engineering limitations—not all of which are in the Conservancy zone. (There are some lands directly north of the City limits in this area with similar limitations.) There is a second smaller linear area south of Mary Street and west of Parkview Drive with severe limitations. Zooming out to the full planning area, there are large areas with severe engineering limitations in the area of Storrs Lake, Bowers Lake, and the marshes to the north. To the west and southwest of the City, there is a second grouping of soils with severe limitations associated with significant depressional areas.

L. Rare Species Occurrences/Natural Areas

WDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities of special concern. There are occurrences of aquatic endangered species in the northeast portion of the City. There are also occurrences of terrestrial endangered species in the southwest portion of the City. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

M. State Natural Areas/Wildlife Areas

The City does not have any state natural areas or wildlife areas within its boundaries. However, the closest State Wildlife Area is the Storrs Lake Wildlife Area, located just east of the City in the Town of Milton. In addition, the nearest State Natural Area is the Lima Bog, which is located in the Town of Lima to the east.

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

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

N. Ecologically Significant Areas

Map 4 depicts ecologically significant lands as identified in the 2002 Rock County Natural Area Survey. Prepared for the Rock County Planning, Economic, and Community Development Agency and WDNR, this report includes the results of a 2001 survey of natural and ecologically significant areas in the County. Sites were culled from *Natural Area Inventories* published by the DNR in 1969 and 1986. Additional ecologically significant lands, including those with prairie, savanna, woodland, wetland and cliff habitat, were included in

the inventory for this report. Overall, the survey recommended 2,686 acres in Rock County for conservation due to the presence of sensitive habitat. That report includes a listing of plant species found on each site.

O. Land Legacy Places

In the Wisconsin Land Legacy Report (2006), the WDNR identified key places around the state that are critical to meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years. That Report identified an area in northeastern Rock County as the Lake Koshkonong to Kettle Moraine Corridor. Four State Wildlife Areas—Storrs Lake, Koshkonong, Lima Marsh, and Clover Valley—lie between Lake Koshkonong and the Southern Unit of the Kettle Moraine State Forest and could provide the foundation for a larger protected corridor. Located between Janesville, Fort Atkinson and Whitewater, the area is under increasing land use pressure from new home construction. The land is becoming more fragmented with a resulting loss of farmland and wildlife habitat.

P. Natural Resource Goals, Objectives, and Policies

Goal:

1. Protect natural resource features in the City of Milton and the surrounding areas.

Objectives:

1. Preserve natural features including waterways, floodplains, wetlands, ground water recharge areas, steep slopes, wildlife habitat, scenic vistas, and woodlands.
2. Encourage the clean-up of contaminated sites and locate potentially polluting industries away from sensitive environmental areas and water supply.
3. Cooperate with other units of government and non-profit groups on resources under shared authority and interests.
4. Link the preservation of natural resources with passive recreational opportunities for residents and tourists.

Policies:

1. Use the City's zoning, subdivision, and Official Mapping powers to protect waterways, shorelines, wetlands, and depressional areas from development. Update these tools as necessary to effectively protect the environment.
2. Preserve environmental corridors by prohibiting new buildings in mapped environmental corridors.
3. Protect elements of the glacial landscape including kettles, glacial lakes, Storrs Lake, and the Ice Age Trail corridor.
4. Before approving any changes in land use, consider the impact on wildlife habitat and potential locations of rare or threatened plant and animal species. Ensure that the land use changes meet all applicable criteria in the City's subdivision regulations.
5. Limit development on soils that have building limitations, but are not within the boundaries of any environmental corridor.
6. Enhance and enforce erosion control and stormwater management standards. Emphasize the use of natural drainage systems, construction site erosion control, and permanent, ongoing stormwater

management and erosion control measures that control the quality, quantity, and temperature of water leaving any site.

7. Avoid extensive development within groundwater recharge areas and steep slope areas to protect groundwater quality, and promote on-site water infiltration where practical.
8. Permanently protect habitat and significant natural areas through land dedication, conservation easements, or fee simple acquisition.
9. Site future parks in areas that also forward the City's natural resource protection objectives, and consider other factors identified in the Utilities and Community Facilities chapter.
10. Promote native vegetation restoration as passive recreational areas, outdoor laboratories, and open space amenities.

Q. Natural Resource Programs and Recommendations

The City and surrounding area contain unique natural resources that will require concerted, ongoing, and coordinated efforts to maintain and enhance, including the following efforts:

Protect Environmental Corridors and Kettle Areas

Environmental corridors are important elements of the natural resource base. They help create the form and character of the City. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

Environmental corridors in and around the City are shown on Maps 6a and 6b and are described more fully in the Land Use chapter. Environmental corridors represent the composite of adopted floodplain, wetland, steep slope (20 percent and steeper), depressional areas, and drainageway and waterway buffer areas. Additionally, kettle lakes, which are depressions formed by partially-buried glacial ice blocks, are a unique component of environmental corridors in Milton. There may be a need to reconcile different definitions of what constitutes an environment corridor between the City and County.

Existing development and farming uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited. New buildings that do not replace old buildings and significant expansions to existing building footprints should not be allowed, unless the environmental corridor boundary is determined to be in error or environmental protection laws are otherwise followed. Environmental corridors should also be maintained of sufficient width and ground cover to provide movement of wildlife and fulfill their other functions. Maintained lawns and formal landscaping within environmental corridors are strongly discouraged.

As previously mentioned, the Wisconsin Legacy Report identified the Lake Koshkonong to Kettle Moraine corridor as a priority for protection. Establishing this open space corridor between Lake Koshkonong and the Kettle Moraine would provide multiple benefits. It would help reduce conflicts between new residential development and the traditional hunting uses of the state wildlife areas. It could also provide a wide variety of other recreation activities including a variety of trails. Milton supports maintaining farmland as a viable enterprise in this area and as an integral part of the long-term protection of the corridor.

Continue Progressive Erosion Control and Stormwater Management Practices

As a result of the relief provided by the unique hill and kettle topography, surface water does not drain to any local water body. Instead, stormwater usually drains from irregular areas of higher elevation to various kettle depressions, where it is removed through infiltration and evaporation. The City of Milton stormwater drainage study identified four basins that do not presently have adequate storage capacity to hold a 100-year,

24-hour storm event without flooding. Therefore, as the City grows, it is essential to preserve these depressional areas and carefully analyze the impact of new development on stormwater runoff.

The City will help ensure erosion control and ongoing stormwater management techniques for protection and continued improvement of its water quality. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under Wisconsin law, erosion control plans are required for all construction sites over one acre in area. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation.

Systems for ongoing stormwater management will be components of all planned new development areas, including subdivisions and commercial projects. Stormwater management techniques include natural drainage swales, rain gardens, green roofs, and retention and detention basins. These techniques control the quantity and improve the quality of water runoff during storms and enhance groundwater recharge.

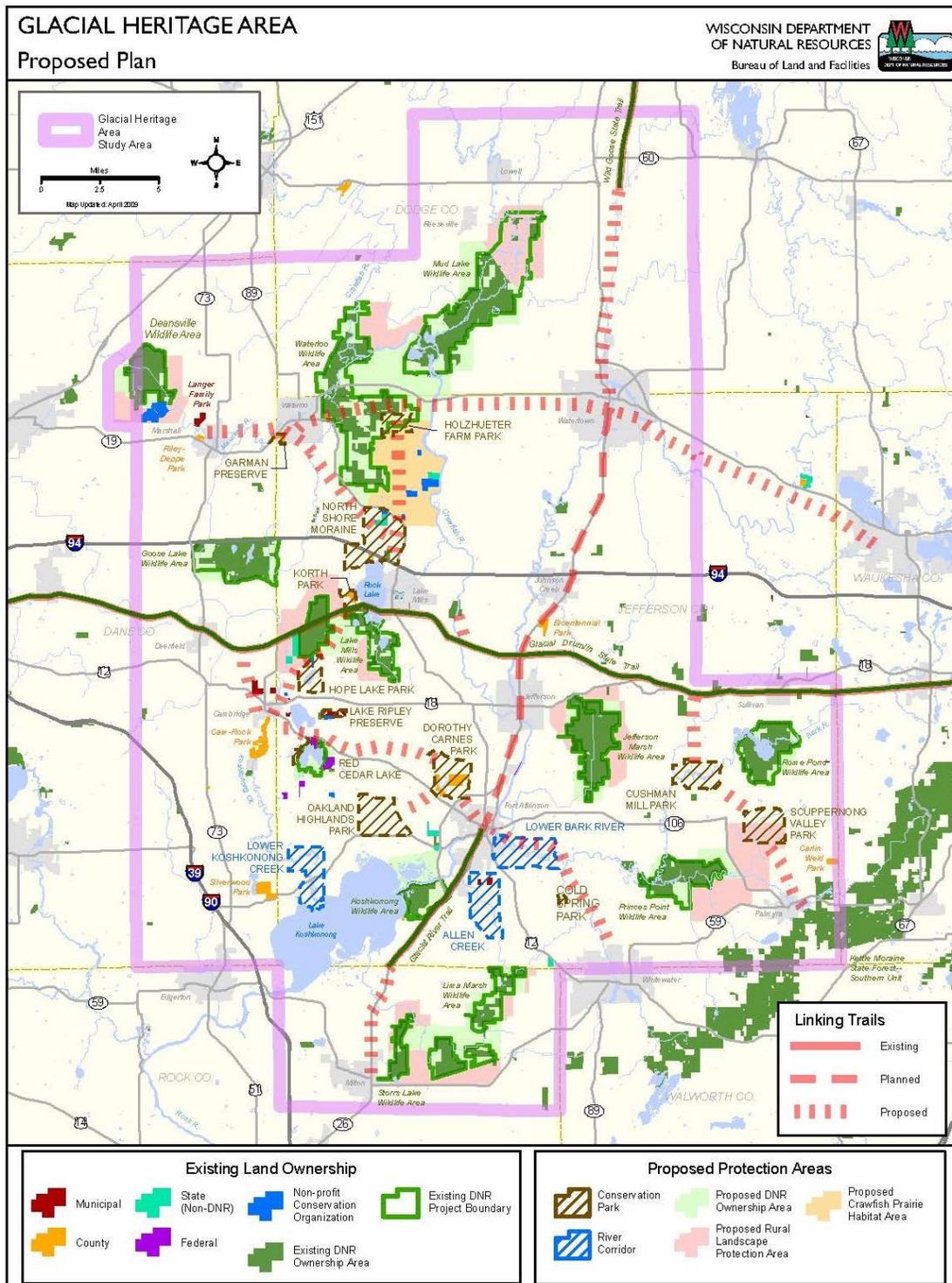
Link Natural Area Preservation with Recreational Opportunities

The Storrs Lake Wildlife Area is adjacent to the east side of the City. The Ice Age Trail extends through this area into Milton and continues south to Janesville. Map 7: Transportation and Community Facilities depicts the Storrs Lake Wildlife Area Project Plan Boundary. This area indicates where WDNR is interested in possible acquisition for Wildlife Area expansion.

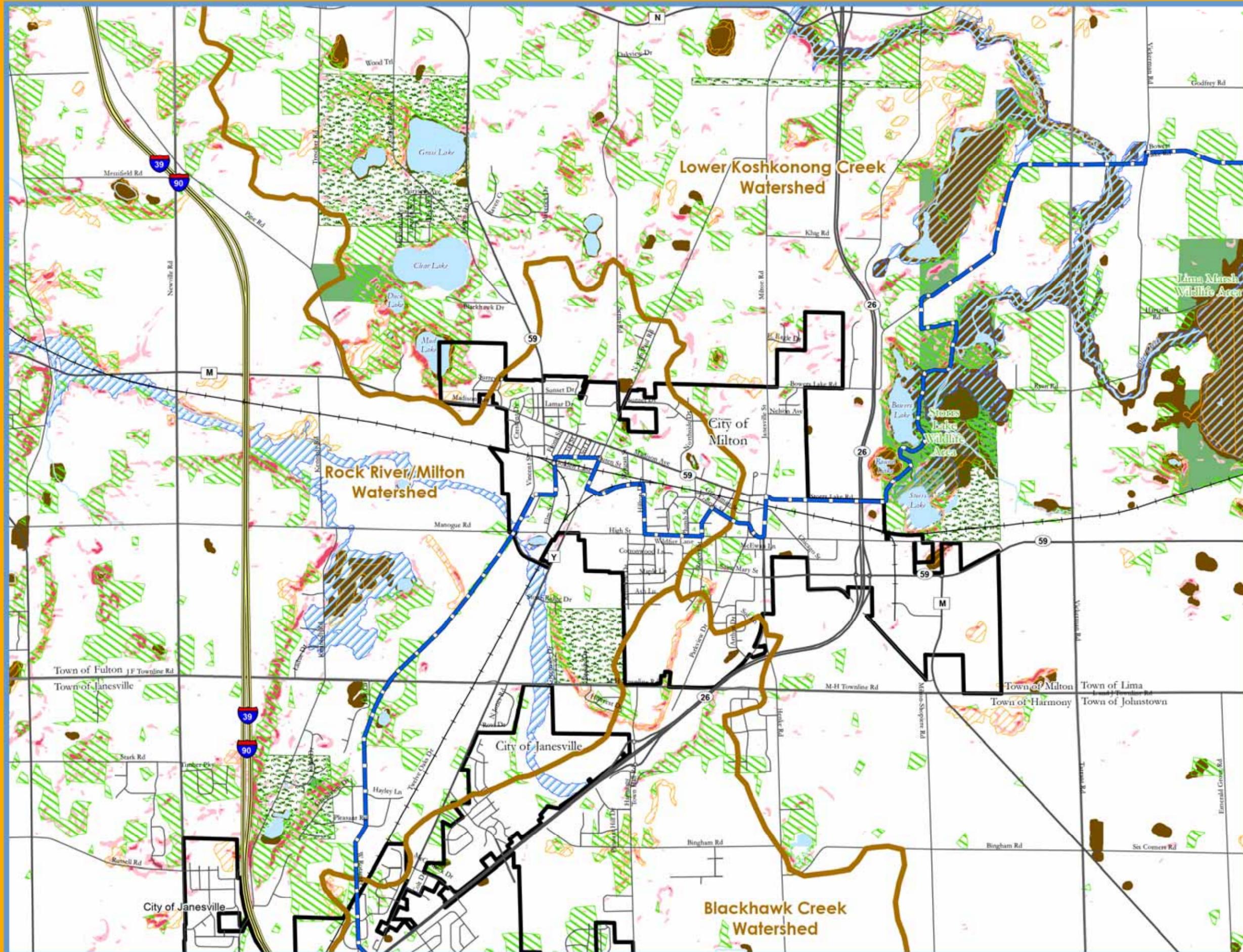
WDNR's Glacial Heritage Area Plan (2009) includes several recommendations for the Milton area. The plan proposes connecting the Storrs Lake Wildlife Area with the Lima Marsh Wildlife Area by purchasing land and by protecting establishing rural landscape protection areas between the two wildlife areas. The plan also proposes extending the Glacial River Trail to the City of Milton, which would connect Milton to the Koshkonong Wildlife Area and the City of Fort Atkinson. The City intends to stay informed on WDNR's plans for the Storrs Lake area. The plan is depicted in Figure 2.1.

When siting new parks and considering improvements to existing park facilities, the City will identify areas that can accommodate both active recreation (e.g. ball fields, playgrounds, courts, jogging trails) and passive recreation (e.g. picnicking, recreation trails, bird watching). Natural resource preservation areas can serve as important components of the City's overall park system, providing opportunities for outdoor education, relaxation, and exercise. Such areas also maintain and enhance the beauty of a community or neighborhood and serve a variety of ecological functions, such as providing habitat for wildlife, enhancing water and air quality, and providing natural flood control. Detailed recommendations regarding future recreational facilities are included in Chapter 5: Utilities and Community Facilities.

Figure 2.1: The Glacial Heritage Area Plan (2009)



Source: Wisconsin Department of Natural Resources, 2009



- City Boundaries
- Town Boundaries
- Interstates
- Major Existing Roads
- Other Existing Roads
- Railroads
- Ice Age Trail
- Surface Water
- Watershed Boundary
- Wooded Area
- Wetlands and 75 ft. buffers
- FEMA Preliminary Floodplain*
- State Parks & Wildlife Areas
- Ecologically Significant Land**
- Groundwater Recharge Protection Area
- Slopes of 12 - 20 percent
- Slopes greater than 20 percent

*Preliminary FEMA Floodplain set to be adopted in September 2015.

**As presented through 2002 Rock County Natural Area Survey



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Cultural Resources

The City of Milton takes great pride in its past, including documented links to the Underground Railroad, the lore and legacy of Milton College (1844-1982), a tradition of railroad traffic in the City, the beautiful churches which dot the landscape, and the widely-known tourist opportunities in the area. The most distinctive historical site is the Milton House National Historic Landmark. Milton College's Main Hall is another striking historic site, and it is featured on the City's logo. Milton's slogan, "History in Progress," proudly refers to the City's invaluable historic past as well as its promising progression into the future.

Milton recognizes that today's progress is what makes tomorrow's history. The City uses its history to build its future as a significant community in south-central Wisconsin. Annual community social events bring thousands of visitors to Milton every year. Businesses find the City to be a great place of opportunity, and it is a growing industrial hub. The railroad has strengthened Milton's economy since 1852 and continues to do so today.

Soldiers who served in the Wisconsin Territory during the Black Hawk War in 1832 returned to their homes in the eastern United States with glowing descriptions of this area's beautiful prairies, burr oak openings, and swift sparkling streams. The Milton area was known then as Prairie du Lac (Prairie of the Lakes).

By the end of the decade, settlement had begun in Milton. When Prairie du Lac applied for a post office in 1839, the territorial governor rejected the name as being too similar to the already established community of Prairie du Sac. At a meeting held to decide on a name, one settler remarked that when he left his home in the



east, he thought of it as "Paradise Lost," but when he saw where Milton now stands, he considered it "Paradise Regained." For this reason, the town was named for the poet John Milton, the author of "Paradise Lost."

One mile to the west of Milton, a second community called West Milton was settled. In the 1850s, two railroads were built through West Milton. This crossing of the two railroads led to the community changing its name to Milton Junction. Milton and Milton Junction merged in 1967. To this day, there are still two "downtown" areas in Milton: Goodrich Square along Parkview Drive on the east side of the City and Junction Square in the old Milton Junction area to the west, along Merchant Row.

A. Historic Sites

The value of history is very much in the eye of the beholder. One person can look at a historic structure and see only an old building. Another can look at the same building and see the people who lived there and hear their voices as they went about their daily lives 150 years ago. Everyone needs interpretation of what history means to us and why events that happened in our past are indeed valuable. In other words, some assistance is necessary to help us understand our past and the value of preserving it for future generations.

Milton has a fascinating history. Many visible artifacts have been preserved that hint of our past. But the total richness of Milton's history is not necessarily visible to residents or visitors. The list that follows includes the visible reminders of Milton's history, accompanied by a short description of the part they played. The last section of this Chapter includes recommendations on how the community can bring the past alive and residents and visitors can access their past through the tools of the present.

Cultural Resource Recommendations Summary

- ◆ Build and market Milton as a center of cultural resources of regional significance
- ◆ Protect and enhance the City's unique historic sites including Milton House, Goodrich House, and Milton College

The Milton House, National Historic Landmark

Milton's founder, Joseph Goodrich, built the historic Milton House in 1844 as a stagecoach inn and hotel. It later served as a stop on the Underground Railroad. Located at the corner of Janesville Street and Storrs Lake Road, the Milton House complex includes the Milton House itself, along with a carriage shop, log cabin, blacksmith shop, stable, and buggy shed.

The first two floors of the Milton House were built in 1844 as an inn to give lodging to travelers coming off the trails that connected Chicago and Madison, Janesville and Fort Atkinson, and Milwaukee and Prairie Du Chien. The third floor was added in 1867 by Joseph's son, Ezra, who continued to operate the inn. An extension of the inn, much of which collapsed in 1948, was originally used as family quarters and to house businesses.

The Milton House is the first building to be made out of grout in the United States. Grout was made by combining sand, gravel, slaked lime, and water. These ingredients were plentiful and inexpensive in the Rock River area. The house is also unique because of its hexagonal shape and because it housed a tunnel and hiding place for escaping slaves. The Milton House was declared a National Historic Landmark in 1998, is listed on the National Register of Historic Places, is state and locally designated as historic, and is listed in the Historic American Buildings Survey (HABS). It now contains household and hotel articles reflecting life in the 1800s.



Now the gift shop for the Milton House Museum, the carriage shop was used for wagon and carriage repair from the time of its construction around 1880. It is likely that local bricks were used for the building. The carriage shop was originally an extension of or in the back of Block 3 of the Goodrich Block. The restored blacksmith shop, near the museum, is also made of grout. Built by Joseph Goodrich in 1844, it is representative of the nine blacksmith shops that once operated in Milton. The log cabin beside the Milton House was built in Lima Township in 1837 and was purchased by Joseph Goodrich in 1839. He dismantled, moved, and rebuilt it, then using it as lodging for travelers. The cabin had a trap door, which was the entrance to the tunnel for escaping slaves. It now contains furnishings and artifacts of the period. The original stable built in 1839 burned. Ezra Goodrich built the present building in 1867, and it was used for a stable between until 1885. It also later used as a carp canning factory and an automobile repair shop. The buggy shed was originally the property of the Seventh Day Baptist Church in Milton Junction. It dates from about 1876 and now houses old fire equipment, buggies, farm tools yokes, and an early jail cell.

Recent renovations of the Milton House and construction of the Goodrich Wing addition, which houses the Historical Society, were completed in 2006.

The Goodrich House

The Goodrich House was built by Ezra Goodrich, son of Joseph Goodrich, in 1867 as a residence. It is now used as an antique store. The Goodrich House is located at the northwest corner of Janesville Street and Madison Avenue. It is an Italian Villa style house built of Cream City brick--a light colored brick manufactured in Milwaukee for a short period of time in the 1800s. Ezra Goodrich, a controversial and colorful figure in Milton's history, figured prominently in the early development of Milton and Milton College. He was a merchant, a farmer, and the proprietor of the Milton House after the death of his father.

He also raised large sums of money for Milton College, supervised the building of a grade school in the park across Madison Avenue, enlarged and landscaped the cemetery, and developed gravel roads.

The Railroad

Joseph Goodrich dedicated the railroad right-of way through the public square in what is now Goodrich Park. Local residents raised \$250,000 for rail iron to bring the railroad through Milton. Joseph Goodrich took \$10,000 worth of stock and a locomotive was named for him. The railroad reached Milton (Goodrich Square) in 1852 and Milton Junction in 1853. The railroad opened up the countryside for settlement and allowed farmers to get their crops to market.

The original Milton station was located on the south side of the railroad tracks, almost at the intersection of the tracks and Janesville Street. This depot was struck by lightning and burned down. The new station (the present Community House) was built to replace it in 1914.

Milton College

The Milton College Campus (also referred to as the Old College Area) contains the following buildings: Main Hall, Goodrich Hall, Shaw Theater, Daland Fine Arts Center, Fraser Administration Building, Whitford-Borden House (President's home from 1856 to 1902), Whitford Memorial Hall, and the Shaw building.

The early roots of Milton College took root in Milton Academy. A grout building, it was erected near the northwest corner of the public square in 1844. It was a 20 feet by 30 feet, one-story building, with a small "lean-to" at the back in which a family could reside. A cupola with four spires and a bell was mounted on the front peak of the gambrel roof. A huge sign reading "Milton Academy" stretched the length of the building. Joseph Goodrich planned and erected the building. When a portion of the wall did not hold, someone leaned a sign against the corner of the unfinished building that said "Joseph's failure." After the wall was repaired and the building completed, Joseph Goodrich wrote on the same board, in the same place, "Goodrich's Wisdom."



When Milton College was chartered in 1867, the old Academy continued to operate. In 1902, a complete separation was made between courses of study in the Academy (or Preparatory Department) and the College. The Preparatory Department closed in 1917. Milton College began to offer academic courses and a teacher's course. Bachelor of Arts and Bachelor of Science degrees were offered. Students completing the Normal (or teacher's) course received a certificate of graduation.

The college grew in size and prestige, but growth slowed during Great Depression and World War II. During these times, there are many stories of teachers working for subsistence wages, students who wanted an education enough to scrape by without frills, and women who kept the school going when the campus almost emptied of men during World War II. Later in the century, Milton College offered a rich culture to the community through music, drama, and diversity of races and ethnicities among its students.

The college closed its doors in 1982, but the buildings remain as a reminder of the rich heritage of the community rooted in education. They are now used for a variety of civic and commercial functions. The College was added to the National Register of Historic Places as the Milton College Historic District in 1980.

Grout Buildings

The grout buildings in Milton are of national significance because of their concentration, early construction dates, and the uniqueness of the building material, based on Joseph Goodrich's formula. Grout was made by combining sand, gravel, slaked lime, and water. These ingredients were plentiful and inexpensive in the Rock River area. The buildings are a key component of Milton's early history, and a symbol of the innovation of early Milton settlers. All of the surviving grout buildings are on the National Register of Historic Places, and also have the distinction of being on the National Register as a Thematic District since 1978. Milton's unique grout buildings include the following:

- ◆ McEwan Wheat Warehouse (c. 1858, now a residence)
- ◆ Alexander Wheat Warehouse (c. 1850). This building has seen numerous uses throughout Milton's history including the Badger Garage and Machine Company (c. 1911), the Park Place Garage (c. 1922), the Sunnyview Orchard Warehouse (c. 1946), and the Northleaf Winery (c. 2008).
- ◆ Milton House (1844)
- ◆ Blacksmith Shop (1844—in Milton House Complex)
- ◆ Gifford House, 308 Vernal Avenue
- ◆ De Jean House, 27 3rd Street
- ◆ Allen House, 205 E. Madison Avenue
- ◆ Goodrich-Buten House, 528 E. Madison Avenue

Junction Square/Merchant Row Historic District

An Architectural and Historical Survey of the City was conducted in 2013. The City submitted a nomination to have to have a portion of Junction Square designated as a National Historic District listed on the National Register of Historic Places. The nomination included properties on Merchant Row and Vernal Avenue, specifically 212, 216, 218-220, and 228-230 Merchant Row and 553, 537, and 541 Vernal Avenue. The other buildings in Junction Square were determined to be of local significance, but were not considered eligible to be included in the National Historic District. The City should consider establishing a local historic district to encompass all of the historic buildings in Junction Square. Through a local historic preservation ordinance, the City can maintain some control over renovations, additions, restorations, or other changes to the buildings, with the goal of protecting the historic integrity of Junction Square.

Cemeteries

Milton's cemeteries, shown in Map 7, clearly reflect Milton's past. The gravestones of early Milton settlers can be found in Milton Junction Cemetery (formerly Rose Hill Cemetery), Milton Cemetery, and St. Mary Cemetery. In addition, the nearby Otter Creek cemetery is of historic interest. The headstones have been treated kindly by the elements, considering the number of years that have passed. Most headstone names can be read easily.

Headstones read like a "who's who" of early Milton and Milton Junction, and allow one to trace the development of the community. Familiar street names can be found on the headstones, providing a fascinating tie between the early settlers and the present-day community. Noteworthy stories surrounding the cemeteries include one about Ezra Goodrich adding more height to his father's monument after a taller one was built in the area.

Goodrich Park

Joseph Goodrich established the original 20-acre public square in the early days of the founding of Milton. Many of the buildings existing in the park are grouped around what was the original public square, surrounded by Madison Avenue, Parkview Drive, High Street, and Janesville Avenue.

Milton Creamery Building

The current apartment building just north of the Milton House stable was a creamery built around 1885. The first floor later contained a local newspaper office for The Telephone, and the second floor contained a meeting hall capable of seating 400 people. Called “Goodrich Hall” because Goodrich built and owned the building, it was also referred to as the “Opera House.” Many touring groups performed there. It was later a roller-skating rink.

Overall Architectural Diversity

Milton contains many diverse architectural styles reflecting the historic development of the community and nation. A variety of architectural styles and construction methods are present in Milton and include Queen Anne, Sears-Roebuck House, Creamery Brick, Second Empire, Italianate, Grout, Vernacular, Greek Revival, Functional, Gothic Revival, Late Picturesque, and Eclectic Revival.

The wide variety of architecture in the houses of Milton is a fascinating and eye-pleasing asset to the City. Milton’s residents and visitors alike enjoy walking or driving past the different types of architecture. One example of the diversity of architecture is the Chambers House located at the intersection of Madison Avenue and John Paul Road. Completed in 1911, the basement is of Joliet stone, the dining room is oval, and the original china and linen cabinets conform to the plan of the room by having concave leaded glass fronts.

Many of the City’s original Cream City brick residences are still standing. They were built of tan bricks produced in the second half of the 1800s.

Churches

Churches have played a significant role in Milton life throughout the City’s development. Churches present a reminder of the faith of the City’s founders as they settled a new and unfamiliar land. Early churches in the Milton area included:

- ◆ *The First Congregational United Church of Christ:* Now known as the First Congregational Church of Milton, the church was organized on August 16, 1838. The first church building was built in 1840 at the intersection of Highway M and Old Territorial Road, about a mile east of the City of Milton. The original building was a log structure. A string of 70 oxen moved that building to the site of the present church in winter 1845. The second building was made of brick and was erected in 1855. The present building was erected in 1892. This church is located at 741 E. High Street, across from Goodrich Park.
- ◆ *Seventh Day Baptist Church:* Many early families that settled in the Milton area were Seventh Day Baptists. The Seventh Day Baptists held their first meeting in March 1839, and the congregation was officially organized on November 12, 1840. The first church building was built in the Village of Milton in 1852. A new building was built in 1883 on the same site, but that building burned in 1932. The Milton Junction Seventh Day Baptist Church was established in 1875. The present church building was built in 1934. The two churches merged in 1976 and the former Milton Junction church was razed in the 1980s. This church is located at 720 E. Madison Avenue.
- ◆ *United Methodist Church:* The earliest religious services in the area were conducted by Methodist Circuit-Riders around 1838. The Methodist Church was formed in 1846, and the first permanent minister arrived in 1848. A house of worship was built in 1854. The church was rebuilt in 1883. In 1866, a second Methodist Church was built in Milton Junction at 44 2nd Street. The two churches combined in 1998. The

new, combined congregation built a new church in 2007. Both of the former church buildings were sold to private investors.

- ◆ *St. John's Evangelical Lutheran Church:* The first Lutheran services in Milton were held in 1887, and the church was officially organized on February 10, 1888. The Church building was completed in 1903. Early services were held in German, but during World War I, the transition was made from German to the English language. The current building on 906 E. High Street was built in 1970.
- ◆ *St. Mary Catholic Church:* The first building for St. Mary Catholic Church was built in 1892 in Milton Junction, on La Mar Drive. The present building was completed in 1953.

Historic Hotels

In the years following the arrival of the two railroads at Milton Junction, the area developed rapidly with services for travelers. G.W. Matthews built a hotel at the junction in 1858. The Morgan House was built in 1861, and burned in 1872. It was rebuilt on the same site the next year. The Foster House also operated west of the Morgan House. None of these early hotels remain with the exception of the Milton House, which was Milton's first hotel, built in 1844.

Another hotel built in Milton Junction was the Commercial House. Located at 106 Elm Street, it was south of the spur of track of the St. Paul Road that rounds between Golden Lane and Elm Street. A Chicago firm was believed to have built the Commercial House, and it was operated by the Hendricks family. The present building exists, and it is in private ownership.

Masonic Lodge

Milton Masonic Lodge No. 161, Free and Accepted Masonry, was chartered in July 1866 in the village of Milton. The lodge moved to Milton Junction in 1871 and built the existing Masonic Temple at 508 Vernal Avenue in 1917.

Larch Lane

In the 1870s, J. C. (John) Plumb planted Larch Trees on what is now Larch Lane. At the time, the lane was part of the Green Hill Nursery run by Mr. Plumb. The impressive trees, now over 120 years old, still stand as a reminder of the nursery that once occupied this spot. The Larch tree is unique in that it is an evergreen, but sheds its needles and cones annually.

Storrs Lake

The Storrs Lake Wildlife Area is directly east of the City of Milton. It is attractive to wildlife enthusiasts, hikers, hunters, and fishermen. Storrs Lake was named after Nathan Storrs, one of the first residents of the area, who arrived in December 1837. Joseph Goodrich bought land from Nathan Storrs when Goodrich arrived at the intersection of the three trails and decided to settle in 1838. (His son Ezra Goodrich's farm was also located near Storrs Lake.) Nathan Storrs was an influential leader in his own right. He was active in Rock County governance and was one of the first officers of the Rock County Agricultural Society and Mechanics Institute. It was through the influence of the Nathan Storrs and his wife that the Milton Congregational Church was established, becoming the third congregational church in Wisconsin Territory.

On July 1, 1832, General Henry Atkinson and 4,500 soldiers, in pursuit of Chief Blackhawk, camped at Storrs Lake. The encampment included a 23-year-old mounted scout named Abraham Lincoln, who was finishing his third 30-day enlistment. Later at Cold Spring on July 10, Lincoln was mustered out of the army, and his horse was stolen, forcing Lincoln to return to New Salem, Illinois, by foot and canoe from this area.

Clear Lake

Originally called Deer Lake, the name was changed to Clear Lake in 1867. On July 28, 1840, George Smith received a land grant from the U. S. Government for 79 acres on Deer Lake. In 1846, Marmont B. Edson received a land grant from which apparently covered the rest of the lakeshore.

In about 1892, boom times for the lake began with construction by C. Tillman of a resort hotel on the hill on the north side of the lake. There was also a general store in the vicinity. Alec Wells, who ran a stage between Milton and Milton Junction, also took passengers to and from the lake on Sundays. A “shoot the chute” operated there for enjoyment of the visitors to the area. It consisted of a boat mounted on wheels that ran on a track, down the hill, and into the water. A steamboat named the “Lily of the Rock” carried passengers on excursion trips around the lake. Picnics, Fourth of July celebrations, and band festivals were held around the lake, and dances were held at Tillman’s Hotel.

The economic panic of 1890 devastated the area and brought an end to the formerly booming site. For several years, a youth center called the Abraham Lincoln Center operated at Clear Lake, giving Chicago children an opportunity to spend two weeks at the lake. Clear Lake was also the source of ice for Milton for many years.

Agricultural Heritage

Milton has always been the center of a thriving agricultural community. As early as 1845, wheat was the predominant cash crop. This explains all the wheat warehouses built in Milton. By 1850, Rock County ranked first in wheat production in the state, which in turn ranked first in the nation. In the next decade, dairy replaced wheat as the predominant agricultural product. While wheat production dropped by almost 50 percent, corn and oat production doubled. Other agricultural products in the area included tobacco, apples, apple cider, muskmelons, plums, strawberries, potatoes, raspberries, peaches, honey, cheese, cattle, hogs, and sheep. Unusual agricultural products included a thriving egg-pickling business and grapes from the vineyard of C. H. Greenman, on the banks of Storrs Lake. Mr. Greenman’s specialty was the “Janesville” grape, a Concord grape in appearance but ripening about two weeks earlier.

Early agricultural-based organizations of note included the Rock County Agricultural Society, the Mechanics Institute, the local Grange of the National Order of the Patrons of Husbandry, and the Anti-Horse Thief Association. This final organization was formed March 8, 1860 “for mutual protection against the depredation of horse thieves.” At one point it had 140 members and was apparently a highly successful organization.

Freedom Train Sculpture

Although a relatively recent addition to the Milton landscape, the Freedom Train Sculpture at the Northside Intermediate School is may be considered a historic landmark in the future. It was created by students in 1995 in cooperation with a sculptor-in-residence as a gift to the community. Its purpose was to commemorate the Underground Railroad and enrich the playground equipment at the school. The structure begins with a hand linked to a train. The hand symbolizes the helping hand of Milton’s founder Joseph Goodrich and an attitude of helping that remains an integral part of the community today. The hand bears a ring that symbolizes Milton College. The hand also caringly shelters a stage shaped in a hexagon configuration--the same shape as the Milton House. The train represents an important part of Milton’s history. The train also includes a hollow tunnel, which represents the tunnel for escaping slaves at the Milton House and the community’s role in the Underground Railroad.

Pieces of Milton’s “Non-Visible” History

Many pieces of Milton’s history are not visible as a result of past demolition, fire, reconfiguration, or redevelopment. Other pieces represent famous residents or visitors, not places or buildings. “Lost” places

and buildings include the Morgan House, Milton Union High School, Ellery Burdick's Photographic Studio, the original Public Square, site of Milton Academy, Milton Junction Lumber Office, First Store in Milton Jct. Carriage Factory, Blacksmith Shop, Planing Mill, Tannery, Frame School House, First School, and the railroad station in Milton Junction. Other key pieces of Milton's "non-visible" are highlighted as follows:

- ◆ *"Vets Ville"*: After World War II, many returning soldiers went back to college. Many also had families that needed housing. Six army barracks were removed from Truax Army Air Field in Madison and converted to living quarters for veterans attending Milton College. The site chosen was the former cow pasture on the northwest corner of Larch Lane and Plumb Street. The college was responsible for securing the site, rough grading, and installation of streets and main utility lines. The Federal Housing Authority provided other needed equipment. The four- or five-room apartments were completed in March of 1948. The housing was used until the late 1950s.
- ◆ *The Stone Arch*: A stone arch stood behind the gasoline station at the corner of Parkview Drive and East High Street. The stone arch marked the location of the Stone Arch Filling Station, one of several stations that existed in Milton through the years. Several proprietors operated it as a Standard station. The station was built in 1927 and 1928 by Norris Robotham. There was also a miniature golf course at that location in the early 1930s.
- ◆ *Baseball*: Baseball was an important pastime nationally and locally in the 1880s. The first local team was known for its red uniforms. Following that, the Crescent Athletic Association fielded a team. For nearly a decade, the Crescents were a baseball force. According to the Bicentennial History of Milton, a stock company was formed to finance a ball park and field a team of players that was "somewhat commercialized." Perhaps the most famous Crescent was Willis Cole. Born and raised in Milton Junction, Willis played many years with the Crescents before he was called up to the major leagues, playing for the Chicago White Sox in 1910 and 1911. Unfortunately, the cyclone of 1911 scattered the grandstand.

Wisconsin Historical Society's Architecture and History Inventory

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies at least 330 historic building and structures in the City of Milton. This list includes the Milton Union High School, Milton Junction Railroad Depot, Lakeside Ice House, Shaw Memorial Library, Babcock House, and several other houses, churches, and commercial buildings. There are 15 properties or areas in the City that are listed on the State or National Register of Historic Places including the Courier Building, Goodrich House, and the Milton College Historic District. The City is currently working to designate Junction Square as a National Historic District.

B. Designated Archeological Sites

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

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

C. Cultural Resource Goals, Objectives, and Policies

Goals

1. Celebrate historic and other cultural resources as key assets of Milton's character.

Objectives:

1. Support the efforts of the Milton Historical Society and Historic Commission, and efforts geared to Milton College preservation.
2. Publicize Milton's historic resources as a unique regional tourist attraction.
3. Protect historic resources that contribute to Milton's character, including the downtown area and historically significant homes.
4. Celebrate Milton's railroad heritage and support activities involving the rail line.

Policies

1. Preserve and enhance the character, activities, and connections of and between the two downtown business districts, the Old College Area, Milton House and related properties.
2. Support nomination of historic buildings and historic districts to the National Register of Historic Places, particularly the proposed Junction Square/Merchant Row Historic District.
3. Work with the Milton Historical Society and Historic Preservation Commission on initiatives to preserve and celebrate the community's historic resources.
4. Support community events and programs which celebrate the community of Milton and its historic rail heritage, in collaboration with the School District of Milton, Milton Area Chamber of Commerce, Milton Historical Society, and other groups.
5. Support adaptive reuse of historic structures in a manner which protects their integrity.
6. Promote Milton's historic resources as a local and regional tourist attraction, and encourage new businesses (e.g., restaurants, bed and breakfasts) which support this attraction.
7. Launch and continue efforts to enhance Goodrich Square and the College District.

D. Cultural Resource Programs and Recommendations

To honor its debt to history and also its obligation to the future, Milton must not only preserve its visible reminders of the past, but find ways to restore, for the benefit of ours and generations to come, the fascination of our beginnings. Milton must have a vision of the message to be communicated to succeeding generations, and a plan for giving that message form and permanency. On a more practical level, Milton's historic character can serve as a foundation for establishing the community as a regional tourist destination, spurring revitalization of the downtown areas, and serving as focal points along a community walking and bicycle path system.

Several recommendations in preceding sections of this *Plan* addressed the role of historic resources in facilitating land use, redevelopment, and recreation objectives. The following recommendations directly relate to preserving historic resources to preserve the character of the community and promote heritage tourism. The beginning of this section includes more detailed descriptions of each of the following historic resources. The recommendations are closely adapted from recommendations produced by Dave Miller, Milton resident.

Milton House

Milton House and the surrounding buildings are perhaps the most visible and unique reminder of Milton's past. Recommendations for the protection and enhancement of the Milton House Complex include:

- ◆ Conduct a professional evaluation of the collection, interpretive program, building condition, and the land on which the complex is located.
- ◆ Make special effort to provide for continuing care and maintenance of the Milton House and complex. An endowment fund would ensure adequate care for the museum complex. The City should do everything possible to encourage this fund development.
- ◆ Carefully consider use of the land surrounding the Milton House to protect the integrity and the physical well-being of the complex. The City should study potential realignment or closure of Storrs Lake Road as it runs through the Milton House property.
- ◆ Explore ways to increase staffing to handle increased visitor traffic associated with the recent National Historic Landmark designation. The Curator and the Milton Historical Society should project staffing needs and costs for the City of Milton and the community.

There is also a railroad spur on land adjoining the Milton House complex. The land on which this spur is located has the potential to be used as a park commemorating the railroad history of Milton. The park could contain parking, trees, picnic tables, restored prairie, and a retired railroad car that contains exhibits of Milton railroad history. Brochures could be keyed to further railroad exhibits in local businesses.

Milton College Historic District

Recommendations specific to the preservation of and access within the College area include:

- ◆ Maintain and enhance a cohesive campus appearance through signage, landscaping, and materials.
- ◆ Address basic maintenance needs of the campus. Trim and maintain the bushes around all signs in the district so that they remain readable.
- ◆ Inform both residents and visitors of the history of the college. Maintain walks so that they are not blocked by tree and sprout growth.
- ◆ Add a sign that tells the history of the Whitford-Borden House as Dr. Whitford's home from 1856-1902; a dormitory; student center and then faculty center.
- ◆ Add a sign for the former Cooperative Education Service Agency Building (now the School District of Milton Administrative Offices) telling something of its history and what went on here.
- ◆ Consider historic signs for Whitford Memorial Hall, Main Hall, Goodrich Hall, and drill field on College Park.
- ◆ Include an indication on all signs clearly indicating the significance of this area as a historic district.
- ◆ Improve road access leading to the area between the buildings on campus.
- ◆ Make picnic tables or benches and available for the convenience of strollers around campus.
- ◆ Encourage groups of citizens to restore the richness of culture that Milton College brought to the area through music, drama and fine arts, for the benefit of all of Rock County and visitors.

Cemetery Preservation and Access

Milton's three historic cemeteries provide a key link to Milton's past and its founders. They are also the final resting place for war veterans from as far back as the War of 1812. In spite of the years that have passed, the elements have been relatively kind to the headstones. Most of the stones are readable. Some need to be re-erected.

Better access to the cemeteries could be developed, with attention to the sensitivity and serenity of these sites. In addition to the cemetery tours have been held at least once a year, producing guides to the cemeteries would be invaluable to allow people to search for family tombstones. Plaques, if tastefully done, could

identify people credited with early development would aid in the imagery. “Full-moon tours” or tours with costumed interpreters could add to interest levels.

Identification and Celebration of Milton’s Architecture

To promote Milton’s diverse architectural styles, a separate tour map of excellent examples of the styles could be created, along with a brochure explaining the different architectural styles. Notecards, or photo postcards should also be made available to describe and depict the various architecture represented. The Historic Preservation Commission is in the process of cataloging and creating a map/brochure of the Cream City brick buildings in the City, which is an excellent starting point.

Walking and Driving Tours

The City and Historical Society should cooperate in the production of driving and walking tour maps for tourists and residents. These tours could cover both City sites and locations in the surrounding rural and natural areas. The possibility of audio tape tours—very successful in other places—should also be explored. On special occasions, costumed residents could conduct guided tours.

The tours could feature many of the key historic buildings and areas in and around Milton, including the Milton House, Goodrich House, grout buildings, railroad sites, the original public square (Goodrich Park), the Milton Creamery, antique stores, churches, sites important to the Underground Railroad, Junction Square, and the Courier Building. Interpretive signage at key sights would greatly contribute to the sense of adventure, discovery, and education on the tours.

Brochures and Related Marketing

The City and Historical Society should also cooperate in the production and distribution of brochures and a Web site to encourage historic tourism. The Cities of Milton and Janesville might also conduct joint marketing to promote the historic resources in both communities. The history of Native Americans in the area should be a part of information provided to residents and visitors.

Video of “Historic Milton”

The Milton Historical Society should develop a video on the history of the community and the surrounding area. Visitors or residents could view the video prior to walking or driving tours. This video--supplemented by signage, maps, brochures, and audio tapes--can set the scene to bring the early history of Milton alive. The video could also be posted online, distributed to local schools and the library, and sold in local businesses to promote better knowledge of the community’s resources.

Special Events

Special community events provide an excellent opportunity for residents and visitors to learn more about the history of Milton. Events that bring people in Milton together and bring visitors to the Milton area include: Arts and Crafts Show, Chicken Barbecue, Pioneer Dinner, Concerts in the Park with the Gathering Place, Civil War Living History Days, Citywide Rummage Sale, Fourth of July Parade and Festivities, Milton Christmas Walk, and church-sponsored events (barbecues, etc.).

Businesses should also be encouraged to celebrate and commemorate the history of their business site or the history of Milton through displays or decorations to making the history of Milton come alive for visitors and residents.

General Preservation and Restoration

The City should aggressively pursue educational, acquisition, incentive, and regulatory programs to preserve Milton's remaining historic buildings and sites. A complete exploration of the various techniques to preserve these resources is beyond the scope of this *Plan*. State, federal, and non-profit grant dollars and tax credits are available. Locally-designated and regulated historic districts also assist with preservation. Perhaps most important, however, is informing owners of the historic significance of their buildings and properties. When provided with such information, nearly all property owners will seek to preserve their property.

E. Recommendations to Preserve Community Character

“Community Character” is a term often used to describe the way a community looks, feels, and functions. A community's character is related to much more than where land uses are located. Rather, it is a function of the relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community. Communities are usually comprised of different, but ideally compatible, components (historic downtown, residential neighborhoods, employment or shopping districts, etc.) that make up their overall character.

As Milton continues to grow, the community will be challenged to maintain and enhance its “small-city” charm. Specifically, it will be important for the City to establish and enforce standards that help ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors. Such standards should specifically address aesthetic components of development such as architecture and building materials; the thoughtful integration of parks, natural areas, and gathering spaces; and the preservation of attractive community entryways and historic and culturally significant features.

In recognition of these more complicated challenges, progressive planning practice has evolved into the realm of truly planning, protecting, enhancing, and creating the desired character of community development. This portion of the *Comprehensive Plan* provides the basis of a comprehensive approach to community character planning. Implementing these recommendations requires ongoing guidance from qualified personnel, be they elected or appointed officials, permanent staff, or outside consultants.

Community Character Components

A wide variety of elements contribute to the creation of community character. These elements are described below and some are illustrated on Map 2.

Geographic Context

A key element of the character of Milton is its setting in its natural environment and the broader region. Ridges both north and south of the currently developed City provide attractive amenities for development and impressive views of the City and surrounding countryside. The glacial lakes east and northwest of the community, along with productive agricultural lands, define the surrounding countryside. Planning and development within the community must ensure that the relation of new development to these defining geographical features. The character of the Milton area is also strongly influenced by more subtle environmental corridor components such as drainageways, kettles (drainage basins), steep slopes, and woodlands. These too should be protected, and made as visible and accessible as possible.

Urban Form

The urban form of Milton is unique because of its historic development as two smaller, rail-oriented communities. This has resulted in the presence of two historic downtowns, two adjacent depot and industrial areas, and parallel historic neighborhoods. Although they have undergone substantial changes since their initial development, the two downtowns retain many of the charms of historic downtowns. This character is defined by architectural styles mainly from the late 1800s, a pedestrian orientation to access and the streetscape, and a well-defined urban hierarchy. These two downtown commercial areas must be maintained and enhanced. Outlying commercial centers should create characters which respect the community's historic character, but which do not attempt to replicate a small city downtown.

The fine collection of buildings in the Old College area that remain from Milton's history as a "college town" also define the form of the community. Also important are the Milton Historical Society Complex, other historic buildings in the community, and the growing High Street Civic Center (depicted on Map 2) which includes Milton High School, Schilberg Park, and Central Park. These provide local landmarks and enhance the character of the community.



Density and Intensity of Development

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and non-residential intensities (as defined by floor area ratios or the percentage of land left in green space) are relatively consistent, even though dwelling unit types or land uses may vary significantly. The creation and careful application of zoning districts which encourage uses of similar density or intensity make for more gradual and visually comforting transitions between adjacent zoning districts and adjacent parcels in the same district.

Building Scale

Consistency of building scale (height, width, area) on adjacent properties or zoning districts is also important. With the exception of carefully designed and properly sited institutional uses, large differences in building scale on adjacent parcels are disruptive to an urban fabric. For example, proposed townhouses, multi-family residential buildings, or commercial and industrial structures which are inconsistent with a smaller scale of surrounding buildings should either find other locations or should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the

downtown area to the multi-lane highway on its edge. Maintaining consistent building scale may be obtained through the application of appropriate zoning districts and detailed design review with reference to surrounding properties and buildings.

Building Location

Consistent building setbacks are also important in both residential and non-residential areas to defining a visually pleasing and historically sensitive development character. Often, communities are successful in achieving desired minimum setbacks, but not in achieving desired *maximum* setbacks. The result is frequently a hodge-podge of buildings set back anywhere from the minimum setback to up to a couple hundred feet behind the minimum setback. In general, building setbacks in Milton should be modest in deference the historic character of development. Exceptions may be possible or even desirable for unique institutional structures complemented by pedestrian-oriented facilities. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations, styles should be evaluated based on probable long-term merit, rather than on short-term trends, and quality of materials should be stressed. Also, the value and desirability of standard “corporate architecture” should be constantly evaluated and challenged with new development proposals. This is especially true for Janesville Street, Highway 59, and John Paul Road General Business areas.

Signage

The size of wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the façade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. Center occupants with very small façade areas or with no façade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

Free-standing signs should be modest in height and number. Monument signs can be effectively landscaped—tall pylon signs confound such attempts. Trademark-type buildings, color schemes, and backlit awnings may also be considered forms of signage, and should be addressed in the sign ordinance.

Several types of signs should be prohibited since they are very difficult to make and keep attractive. These include off-site advertising signs (including billboards), roof signs, and portable signs. Billboards, in particular, have the potential to significantly degrade the community entryway experience along Highways 26 and 59. Other signs should be prohibited because they are a visual distraction, potential nuisance, or safety hazard. These include flashing signs; inflatable signs; tripping or sparkling signs; and a variety of strings of lights, tinsel, pom-poms, pinwheels, pennants, banners, or streamers. Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure—should be carefully considered on a case-by-case basis.



Public Furnishings and Spaces

The use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many visitors, such investments complement the variety of goods and services offered and create a festive or elegant character which encourages repeat visits. Public furnishings should be provided in public spaces such as downtowns, historic districts, plazas, busy pedestrian streets, and institutional areas. These furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and tables has become a common component of large-scale commercial developments. Such features tend to humanize environments which are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Landscaping

Landscaping creates a more friendly, healthy, and beautiful community. Significant amounts of landscaping should be required of all development, except single family residential uses which generally provide adequate amounts of landscaping without need for public regulation. For all other uses, landscaping should be required around building foundations, in and around paved areas, and along streets with required supplemental plantings in yard areas. Landscaping should also be used to screen potentially incompatible adjacent uses.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Native plantings, including prairie plantings, should be encouraged. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) and dangerous or toxic plants should be avoided. Either required landscaping should be installed before building occupancy permits are granted or performance guarantees should be required if occupancy occurs before installation.



Transitions

Older areas in the City of Milton have a historical land use pattern which generally transitions elegantly from traditional single family areas, to a few urban apartment blocks, to small scale commercial areas in the two downtowns. Although most of the modern development on the edges of the community contains similar types of transitions, individual subdivisions and projects often exhibit jarring transitions and act in isolation from each other. This results principally from a defensive, rather than inviting, relationship between the buildings, the sidewalk system, and the street. Very careful attention must be paid to creating a clear-cut pattern of land uses that transitions in a gentle fashion and invites the pedestrian or viewer to venture or gaze across land use boundaries.

Key Vistas

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private developer or land owner to capture and protect the view often requires visual barriers which block general public views. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Milton, certain views are essential defining elements of a neighborhood, entry experience, or the community as a whole. These critical views should be protected through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be underemphasized, as many important views are lost through ignorance as are lost consciously.

This *Plan* identifies key vista locations in and around the City (see Map 2). Protecting public access to these vista points and critical viewshed termini as public parks or private open space is of particular importance. Where possible, the viewsheds accompanying these vista points should also be protected and preserved.

Community Edges

Visually distinguishing the edges of a community is a very important tool for protecting community identity and ensuring the wise use of land. Clearly defined community edges create the physical and psychological distinctions between city and country, and are key components of any program of open space separation between urban communities. The absence of clearly definable edges is a primary element of many peoples' understanding of "urban sprawl." Community edges do not necessarily coincide with jurisdictional boundaries.

Community Gateways

Community entryways are associated with community edges, in that entry experiences tend to begin at outer community edges and end at (or slightly beyond) inner community edges. Entryways into Milton are unique and highly-valuable assets, which cannot be duplicated in other communities (or replaced within Milton at other locations). The community should protect the character of these entryway corridors and establish a "sense of entry" through the use of zoning standards requiring high-quality landscaping, building design, signage (including public welcome and wayfinding signage, see Figure 2.2 below), lighting, and public furnishings. The primary entryways into the City of Milton are described below. Recommendations for their preservation are also highlighted below.

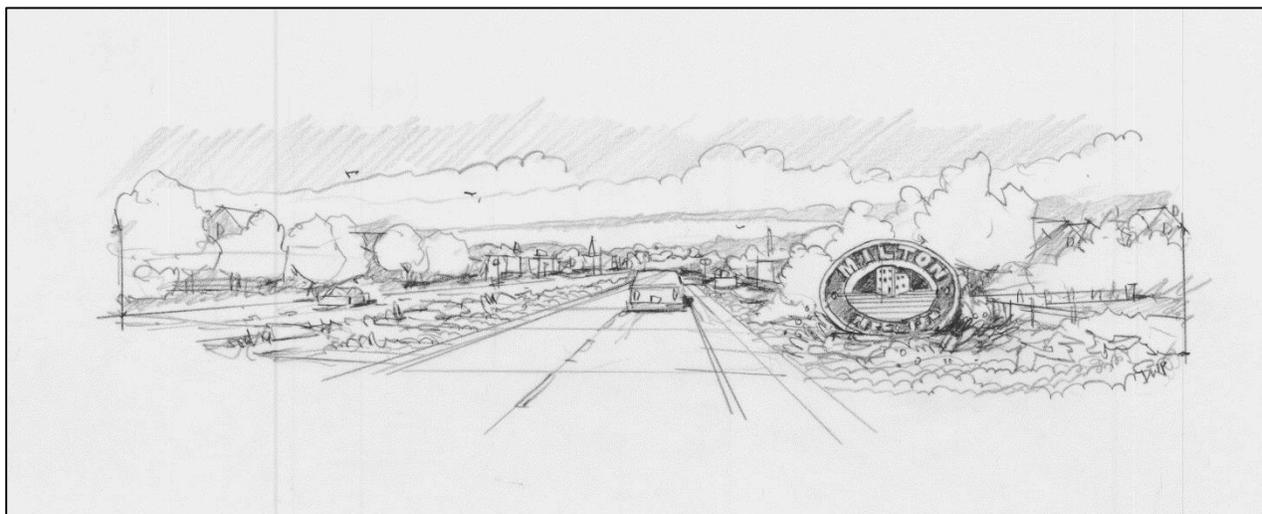
- ◆ State Trunk Highway 26: The Highway 26 bypass is an important new entryway into Milton. The City should strive to improve the entryway experience through improved building and site design and landscaping along this relatively new corridor. The restriction of future billboard development along this corridor is also paramount in preserving the character and appearance of this corridor. The Crossroad Business Park plans and the Highway 26/59 Streetscape Plan should be consulted as improvements are made to this corridor.
- ◆ State Trunk Highway 59: The newly realigned Highway 59 is an increasingly important entryway to the community, particularly now that the Highway 26 bypass project has been completed. This corridor will grow in importance as commuter traffic to the Madison and Whitewater areas increases. The edges of the Highway 59 area are fairly clearly defined, and it will be important that these edges maintain their sharp definition, and that new development reflects historic development patterns nearby. The Crossroad Business Park plans and the Highway 26/59 Streetscape Plan should be consulted as improvements are made to this corridor.
- ◆ John Paul Road (County Highway Y): John Paul Road is an important community entryway from the south, particularly for locals traveling between Milton and Janesville. Its importance is expected to increase somewhat now that the Highway 26 bypass project has been completed. This entryway is defined by a mixture of rolling topography, wooded areas, agricultural fields, and rural residential development. In the more rural areas, community separation should be emphasized over additional rural residential development. Closer to the City, the commercial area along John Paul Road should be

developed with a discrete beginning and end. Building and site design, landscaping, and controlled access should be emphasized.

- ◆ **Parkview Drive:** Parkview Drive has become an important southern community entryway now that the Highway 26 bypass project has been completed. A traffic study undertaken in 2013 several months after the bypass was completed reported that average daily traffic on Parkview Drive at Townline Road had increased by 130 percent above 2005 levels. This occurred because access to Janesville Street was removed at Townline Road, requiring traffic to use Parkview Drive. Building and site design, landscaping, and controlled access should be emphasized.

See the Chapter Seven: Economic Development for further recommendations regarding entryways and views in the Crossroads Business Park area.

Figure 2.2: Example of Community Entry Marking Treatment along Major Roads



Key Roadways

Map 2 identifies key roadways through the community. These roadways are so designated because of their importance in defining the character of Milton. Key roadways include:

- ◆ **Highway 26:** More than any other road, the Highway 26 bypass defines the image of the community for visitors and drivers passing through. This corridor should present an attractive face to encourage repeat visitors and tourism. The Crossroad Business Park plans and the Highway 26/59 Streetscape Plan should be consulted as improvements are made to this corridor.
- ◆ **Highway 59 through the City:** The City should attempt to maintain residential character along the Madison Avenue streetscape through such means as street tree enhancement and ensuring compatible setbacks for new development and redevelopment projects. The City should also protect the character of the Highway 59 entryways as suggested above. The Crossroad Business Park plans and the Highway 26/59 Streetscape Plan should be consulted as improvements are made to this corridor.
- ◆ **Janesville Street/Business 26 through the City:** Although diminished in importance following the completion of the Highway 26 bypass project, this road is important for the community's self-image. The City should emphasize prevention of excessive signage and lower-quality "side-of-the-road" development in this corridor. The stretch of Janesville Street between Madison Avenue and High Street should be "reclaimed" by the community by enhanced landscaping and pedestrian safety improvements. Entryways should be protected as described above. The Goodrich Square Plan should be consulted as improvements are made to this corridor.

- ◆ John Paul Road through the City: This corridor should retain its predominantly residential character. Commercial development near High Street should be modest in size and attractively landscaped, in keeping with the recommended designation of this area as a “Primary Entryway.”
- ◆ Serns and Bowers Lake Roads: Serns Road is a state-designated Rustic Road. Rock County has also designated Bowers Lake Road from Highway 26 to Highway KK as a possible future Rustic Road. The City supports these designations, and recommends no further development along these roadways to protect their scenic, rural character.

Chapter Three: Land Use

This chapter is intended to guide land use decision-making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains community character and protects sensitive environmental features. This chapter contains goals, objectives, policies, recommended programs, and maps to guide the future preservation and development of lands in and around the City of Milton.

A. Land Use Map Categories

Map 5, Existing Land Use, and Map 6a and 6b, Future Land Use, organize land uses into the categories listed below. On Map 5, these categories indicate how land is currently being used, which does not necessarily reflect the current zoning designations. Not all land use categories are represented on all maps.

- ◆ **Agriculture/Rural:** agricultural uses, open lands and single family residential at or below 1 dwelling per 35 acres;
- ◆ **Residential - Exurban:** single family residential development at densities between 1 dwelling unit per acre and one unit per 35 acres;
- ◆ **Residential - Single Family Urban:** single family residential development, generally at average densities of up to 4 dwelling units per acre;
- ◆ **Residential - Two Family/Townhouse:** single family and two family residential development at densities up to 8 dwelling units per acre;
- ◆ **Residential - Multi-Family:** a variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two family residences;
- ◆ **Neighborhood Business/Office:** neighborhood related retail and commercial service uses, business and professional office, and office-supporting commercial and personal service uses which preserve residential character through building scale, appearance, landscaping and signage;
- ◆ **General Business:** indoor retail, commercial service, and limited office uses, with controlled outdoor display land uses and moderate landscaping and signage;
- ◆ **Downtown:** a historic pattern of pedestrian-oriented indoor commercial, office, institutional, and residential, and urban open space uses with careful attention to streetscape design and low-key signage;
- ◆ **Industrial:** manufacturing, assembly, and storage uses, with moderate landscaping and signage;
- ◆ **Extraction/Logging:** quarries, gravel pits, clay extraction, peat extraction, logging, and related land uses;
- ◆ **Community Facilities/Institutional:** large-scale public buildings, hospitals, religious institutions, cemeteries, utilities, and special-care facilities. Small institutional uses may be permitted in other land use categories. Also, stormwater management basins, whether publicly or privately managed;
- ◆ **Parks and Recreational:** park and open space facilities generally devoted to playgrounds, play fields, play courts, trails, picnic areas, gardens and related recreation activities;

Land Use Recommendations Summary

- ◆ Collaborate with neighboring communities on land use near the City's edge
- ◆ Limit premature development in urban reserve areas until development there can be provided with a full range of urban services
- ◆ Follow the recommendations shown in Maps 6a and 6b when deciding what types of development should go where
- ◆ Promote compact residential neighborhoods to manage the rate of community expansion, preserve farmland, and protect natural resources
- ◆ Promote a mix of compatible uses in all new development areas (e.g. small businesses near housing), rather than segregating all land uses into different areas of the City
- ◆ Adopt and use high-quality design standards for new development projects

- ◆ **Public Natural Areas:** undeveloped public land that has minimal recreational facilities and is intended to be conserved as open space;
- ◆ **Surface Water:** lakes, rivers, and perennial streams;
- ◆ **Vacant/Undeveloped:** open lands and vacant parcels anticipated for future development;
- ◆ **Rights-of-Way:** publicly-owned land for transportation uses, including roads, highways, and railroads.

B. Existing Land Use Pattern

An accurate depiction of the City's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City's consultant updated the City's existing land map in the summer of 2015. City staff and representatives had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

The City of Milton encompasses approximately 4.3 square miles. Figure 3.1 summarizes the existing acreage allocated to each of the various land use categories in the City. Existing Land Use is depicted on Map 5.

Residential Development

The City of Milton is dominated by single family residential development (nearly 70 percent of all housing units). This development averages between three and four homes per gross acre in the older sections of town, and between two and three homes per gross acre in the newer sections. Larger residential neighborhoods include the historic Milton and Junction Square neighborhoods, which are generally located between the two downtowns; the Green Hill and Greens subdivisions near Milton High School; and the La Mar Manor and Forest Lake subdivisions on the northwest side. The north, northeast, and southeast sections of the City contain emerging residential areas.

Limited areas of exurban residential development, averaging roughly between ½ and 1 ½ homes per gross acre, are found in the City's extraterritorial jurisdiction areas. These include subdivisions near Clear Lake, east of the Oak Ridge Golf Course, between Business 26 and John Paul Road south of the City, and between John Paul Road and Serns Road north of the City.

Two-family residential development is spread fairly evenly around the City, and in many cases (e.g., Brown's subdivision) is integrated with single family homes. Multi-family residential areas are somewhat concentrated on the City's east side, in the Milton College Historic District and between Madison Avenue, Janesville Street, and near the wastewater treatment plant.

Commercial and Office Development

The City's two Downtown districts—Junction Square and Goodrich Square—contribute immensely to the community's character. For a community of 5,500 people, they also present key planning challenges. There are two General Business areas of the City—a growing area along Janesville Street south of High Street and a smaller area on John Paul Road (County Highway Y) just north of High Street.

There are scattered, very small Neighborhood Business/Office areas in the community—the two “downtowns” serve many neighborhood commercial functions (e.g., salons, dentists, small offices). Aside from offices and banks in the two Downtown area, there are no standalone office districts in the community.

Industrial Development

There are two main areas of industrial development within the City. The first is the West Side Industrial Park, located along Vincent Street southwest of the Junction Square area. This area is classified as Industrial due to the nature of the uses in the area (chemical production, agricultural products). The second main area of industrial development is Crossroads Business Park, located on the southeast side along Highway 59, east of Business 26.

Other Land Uses

Key Community Facilities uses include the Milton High School campus at the intersection of High Street and Hilltop Drive. There are scattered additional institutional uses throughout the remainder of the City, including various school sites, city buildings, and historic museums. The Milton Public Library and the School District offices are located along High Street in the Milton College Historic District. City Hall and the Police Station are located on S. Janesville Street north of Highway 59. The Fire Station is located just north of Merchant Row on Madison Avenue.

The former Burdick Corporation property, vacated in 1998, is located in the center of the community and is presently in use for Blackhawk Technical College Advanced Manufacturing Training Center.

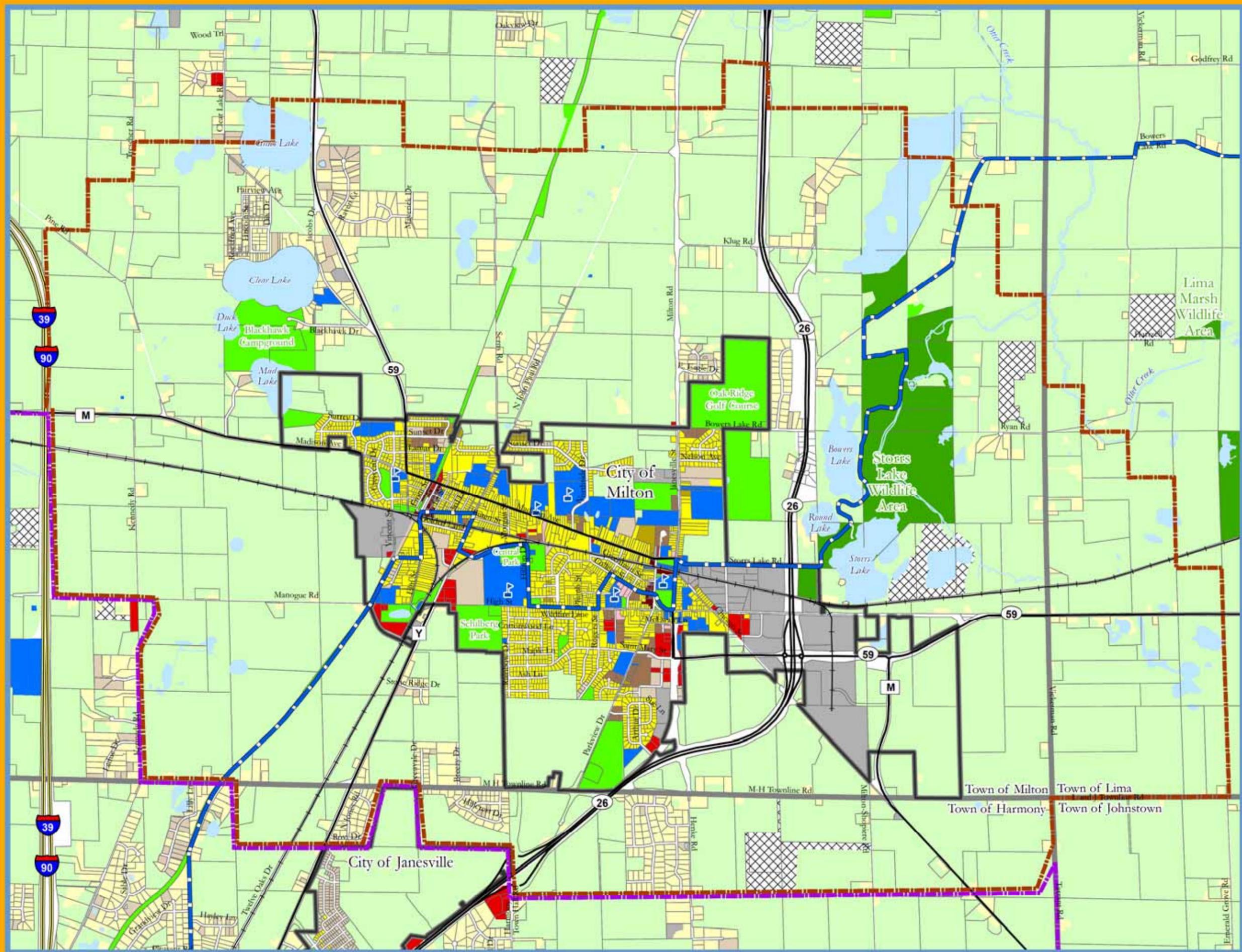
Parks and Open Space uses are also scattered fairly evenly throughout the community. Schilberg Park is a 37-acre school/community field sports facility along High Street southwest of Milton High School. It is managed by the School District. Crossridge Community Park is being developed in accordance with a park master plan. It occupies 40 acres on the City's far southeast side, with some frontage on Janesville Street/Business 26.

Figure 3.1: Existing Land Use Summary: City of Milton, 2015

Land Use	Acres	Percent of Total
Agriculture/Rural	706	25.2
Residential – Exurban	2	0.1
Residential - Single Family Urban	666	23.8
Residential - Two Family/Townhouse	18	0.7
Residential - Multi-Family	53	1.9
Neighborhood Business/Office	7	0.2
General Business	61	2.2
Downtown	6	0.2
Industrial	302	10.8
Community Facilities/Institutional	221	7.9
Parks and Open Space	240	8.6
Public Natural Areas	13	0.5
Surface Water	11	0.4
Vacant/Undeveloped	85	3.0
Right-of-way	409	14.6
TOTAL	2,801	100

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City of Milton
Comprehensive Plan
Map 5:
Existing Land Use



- City Boundaries
- Town Boundaries
- City of Milton Extraterritorial Jurisdiction
- City of Janesville Extraterritorial Jurisdiction
- Interstates
- Major Existing Roads
- Railroads
- Ice Age Trail
- Surface Water
- Schools
- Existing Land Use**
- Agriculture/Rural
- Residential - Exurban
- Residential - Single Family Urban
- Residential - Two Family/Townhouse
- Residential - Multi-Family
- Neighborhood Business/Office
- General Business
- Downtown
- Industrial
- Extraction/Logging
- Community Facilities/Institutional
- Right of Way
- Parks and Recreational
- Public Natural Areas
- Vacant/Undeveloped



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C. Residential Development Trends

Figure 3.2 shows the number and type of residential units associated with building permits issued by the City from 2008 to 2014. For the 7-year period, the City issued building permits for an average of 3 new housing units per year.

The number of housing starts is still down considerably from previous years. From 2001 to 2007, the city averaged 67 new housing units per year. The lack of residential development is likely a result of the housing market crash of 2008 and associated economic recession in the following years. The closure of the General Motors assembly plant in Janesville also had a sizeable effect on incomes and employment rate of Rock County, which in turn affected the number of new housing units being built in the City. As the national economic recovery continues, residential development in Milton is expected to recover as well.

Aside from a large multi-family projects in 2002 containing over 200 units, most development has been single family or duplex over the last decade. As seen in Figure 3.2, all new housing units have been single family since 2008.

Figure 3.2: New Residential Units, 2008-2014

Type	2008	2009	2010	2011	2012	2013	2014	TOTAL
Single Family	7	5	3	2	3	4	1	25
Duplex	0	0	0	0	0	0	0	0
Multi-Family	0	0	0	0	0	0	0	0
Total	7	5	3	2	3	4	1	25

Source: City of Milton, 2015

D. Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the peripheral area that is not within the corporate limits of the City, but is potentially available for future annexation. This particularly includes land in the Urban Service Area, as presented in Map 1.

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

Overall, Milton has an adequate supply of developable, serviceable land within and beyond its corporate limits for growth.

E. Projected Land Use Demand

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Milton area. These factors, in turn, determine the demand for land development.

The *Plan* projects that agricultural land uses in the City will decline over the planning period, following current trends of agricultural land conversion in the City. In general, agricultural land is expected to be an interim use in the City until ready for development. The amount of land in agricultural uses in the City is expected to decline by roughly the amount of residential, commercial, and industrial land added to the City every five years. The City intends to work with neighboring towns to ensure that a significant portion of the land base in its extraterritorial area remains rural and in agricultural uses, as agriculture remains an important component of the City and regional economy.

The following land use demand projections were calculated using the Wisconsin Department of Administration's households projection as a basis. For planning purposes, it is important that the City identify a sufficient amount of land, and recommended uses for that land, to accommodate future development, even if that forecast is not realized over the 20-year planning period. A flexibility factor (Row M) is included to ensure that enough land is available to accommodate future development, as the exact location and timing of future development cannot be predicted. These projections also include land needed for road rights-of-way, utilities, parks, and community facilities.

The analysis for land use demand is based on the following projections:

- ◆ **2015 to 2035 population change:** For planning purposes, the Wisconsin Department of Administration has projected that the City will have 2,843 households in 2035.
- ◆ **Projected number of new housing units:** As the number of housing units is typically higher than the number of households in a community, the residential vacancy rate in 2010 (6.8 percent) was applied to the WisDOA's household projections to determine the total number of housing units needed through 2035. Next, the number of existing housing units (2,416) in the City was subtracted from this figure to determine the number of *new* housing units needed. (See Rows A-C in Figure 3.3.) Row D shows the number of projected new housing units for each five-year period through 2035. Based on this calculation, there will be a need for 620 additional housing units in the City by the year 2035.
- ◆ **Residential Land Demand:** Land demand projections were calculated using two steps. First, at the time this *Plan* was written, the City had approximately 70 approved and platted lots that had not yet been developed. It was assumed that these lots would be developed first. The number of estimated additional housing units was subtracted from the number of already approved lots for each five-year period until there were no more approved lots available. Then, for the five-year increments in which there would be demand for additional unplatted land to accommodate new housing units, the projected number of housing units was divided by 4, which is the typical density of development for a community like Milton. (See Row E of Figure 3.3.)
- ◆ **Non-Residential Land Demand:** It was assumed that over the planning period that there would be 0.5 acre of non-residential land demand for every one acre of residential land demand. (See Row I of Figure 3.3.) This break-down of commercial and industrial land uses reflects the historic balance of commercial and industrial uses in the City, with some additional emphasis on industrial uses.

Figure 3.3: City of Milton Land Use Demand

Projected New Housing Units Calculation							
	2015	2020	2025	2030	2035		
A	WisDOA Household Forecast	2,341	2,495	2,628	2,752	2,843	
B	Apply 2010 Vacancy Rate (Row A * 6.8%)	2,500	2,665	2,807	2,939	3,036	
C	Subtract Existing Units (Row B - 2,416 existing units)	84	249	391	523	620	
Residential Land Demand by Five-Year Period							
	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	Total	
D	Projected New Housing Units	84	164	142	132	97	620
E	New Units After Available Lots are Developed ¹	14	164	142	132	97	550
F	Land Demand for Housing (Acres) ²	3.5	41.1	35.5	33.1	24.3	138
G	Land Demand for Residential Right-of-Way ³	0.9	10.3	8.9	8.3	6.1	34
H	Total Land Demand for New Residential Uses	4.4	51.4	44.4	41.4	30.4	171.9
Non-Residential Land Demand by Five-Year Period							
I	Land Demand for New Non-Residential Uses ⁴	1.8	20.6	17.8	16.6	12.1	68.8
J	Land Demand for Non-Residential Right-of-Way ⁵	0.4	4.1	3.6	3.3	2.4	13.8
K	Total Land Demand for New Non-Residential Uses	2.1	24.7	21.3	19.9	14.6	82.5
Total Land Demand by Five-Year Period							
L	Total Land Demand (Row H + Row K)	6.5	76.1	65.7	61.2	44.9	254.4
M	Flexibility Factor (100%)	6.5	76.1	65.7	61.2	44.9	254.4
N	Minimum Number of Vacant Acres Recommended to be Designated on Future Land Use Map	13.0	152.1	131.4	122.5	89.9	508.9

Notes:

1. Assumes 70 available lots
2. Assumes 4 dwelling units per acre
3. Includes land for roads, neighborhood parks, and stormwater management
4. Assumes 0.5 acre of new non-res. development for every 1 acre of new res. development (Row F = Row I)
5. Includes land for roads and stormwater management

Sources: Vandewalle & Associates; Wisconsin Department of Administration Population and Housing Projections; U.S Census of Population and Housing, 2010.

F. Supply Demand Interaction

The sections that follow bring together supply and demand. Maps 6a and 6b, the Future Land Use Map, and policies and programs detailed in the *Plan* document suggest how to accommodate future land use demand within the supply of lands potentially available for development. This includes recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and the surrounding areas.

G. Existing and Potential Land Use Conflicts

There are minimal existing land use conflicts in the City of Milton. These conflicts mainly occur in older parts of the City where industrial uses and heavy commercial uses are in close proximity to residential uses without adequate buffering. Homeowners and businesses have occasional conflicts around the issues of noise, car and truck traffic, and lighting.

This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses.

H. Land Use Goals, Objectives, and Policies

Goals

1. Promote an efficient and sustainable development pattern.
2. Preserve and enhance the “small town” character of Milton.

Objectives

1. Utilize existing public facilities to serve development whenever possible.
2. Avoid urban development in areas that cannot be easily or economically served with municipal utilities. Guide new urban growth to areas that can be efficiently served with City sewer.
3. Coordinate land development with transportation system improvements.
4. Encourage a land use pattern that minimizes absolute reliance on the automobile.
5. Minimize the use of prime agricultural lands for new development.
6. Promote the concept of development “paying its own way” for the facility and service demands it generates.
7. Encourage rehabilitation, redevelopment, and infill development of older areas of the City in a manner which respects Milton’s character, is compatible with surrounding uses, and improves visual appearance.
8. Establish appearance and landscaping standards for new development.
9. Preserve and reestablish attractive entryways into the City and passageways through the community, such as Highway 26, Highway 59, John Paul Road, and Parkview Drive.
10. Carefully analyze the community and social impact of any large-scale development proposal.

General Land Use Policies

1. Maintain most lands within the City’s general planning area outside the Urban Service Area in agriculture, open space, and agricultural related development.
2. Develop plans for land uses and general road patterns in advance of development, and require new development to be consistent with such plans.
3. Separate incompatible land uses from each other through locating them in different parts of the community, or where not possible, buffer incompatible uses through plantings, decorative fences, walls, or berms.
4. Maintain a physical community separation between the Cities of Milton and Janesville along the Business 26/Janesville Street and John Paul Road corridors, and between the City of Milton and developed unincorporated areas.

5. Discourage unplanned, incremental strip commercial development along major community entryways, particularly Business 26/Janesville Street and John Paul Road.
6. Require all new development within the City of Milton's Urban Service Area to be served with a full range of municipal services, including sanitary sewer, storm sewer, municipal water, and urban police, fire, and garbage collection service.
7. Promote infill development and redevelopment which uses existing utility systems and roads, and is close to schools and parks.
8. Consider impact fees to pay for public facilities and utilities, following State Statutory requirements.
9. Include drainageways and stormwater storage areas on the Official Map, and do not allow development in these areas.
10. Require all site plans, preliminary plats, and certified survey maps to accurately depict all environmental corridor natural resource elements (e.g. wetlands, floodplains, steep slopes, drainageways, kettles, etc.) found on the site.
11. Adopt through zoning maximum impervious surface ratios (ISRs) or minimum landscape surface ratios (LSRs) to reduce stormwater run-off, increase groundwater infiltration, and improve the aesthetic quality of new development.
12. Require new development projects to include City-approved construction site erosion control and ongoing stormwater management facilities. Post-development stormwater run-off should not exceed pre-development conditions.

I. Land Use Programs and Recommendations

This section of the *Plan* has the ambitious intent of guiding land use and development in the City through the year 2030. Maps 6a and 6b, the Future Land Use Map, is the centerpiece of this chapter and the *Plan's* land use direction. Maps 6a and 6b were prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and this *Plan's* overall vision (see the Issues and Opportunities chapter).

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

Not all land shown for development on Maps 6a and 6b will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential. The City advocates the phased development of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental cooperation,

with opportunities described more fully in the Intergovernmental Cooperation chapter of this *Plan*. The City may also take unilateral action as allowed by law to attempt to carry out its land use vision.

Each of the future land use categories shown on Maps 6a and 6b is described below. Each land use category description summarizes where that type of land uses should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future.

Residential Land Use Categories

Residential – Exurban

Description:

This future land use category is intended to accommodate single family detached residential development served by individual on-site wastewater treatment (septic) systems. This area is mapped in the City's extraterritorial jurisdiction only, in areas where single family residential development of this type has already occurred along with "infill" sites between largely developed areas.

Policies and Programs:

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

1. The City intends to exercise its extraterritorial land division review authority to ensure that Residential - Exurban development is not permitted within the City's extraterritorial jurisdiction (1.5 miles), except at densities that do not exceed 1 lot per 35 acres (see Agriculture/Rural future land use category), or in areas mutually agreed upon by the City and affected town.
2. Encourage a maximum buildable lot size of two acres.



Example: Residential – Exurban

Residential—Single Family Urban

Description:

This future land use category is intended for single family detached residential development served by the Milton public sanitary sewer systems. As depicted on Maps 6a and 6b, it is recommended that new Residential - Single Family Urban development generally be located southwest and northwest of the City.

Policies and Programs:

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

1. When considering future rezoning requests, the City's R-1 Single Family Residential District is the most appropriate to implement this future land use.
2. Require connection to sanitary sewer service for all new development in Single Family Residential--Urban areas.
3. Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
4. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Residential - Single Family Urban areas. Where such uses do occur in close proximity, the City will encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods.
5. Continue to enforce property maintenance codes to maintain the quality of the City's existing residential neighborhoods.
6. Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.
7. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions.
8. Provide connections between new neighborhoods, parks, schools, the downtown, and the City's trail system.
9. Encourage residential development at net densities of 4 to 6 homes per acre.



Example: Residential – Single Family Urban

Residential – Two family/Townhouse

Description:

This future land use category is intended for two family and attached single family residential development (i.e. duplexes, town homes, flats) all served by the Milton sanitary sewer and water systems. Residential - Two family/Townhouse land uses are shown on Map 6a and 6b in areas of the City mainly in and near where these types of development existed at the time this *Plan* was prepared, including near the two downtown areas.

Policies and Programs:

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

1. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use category include the R-2 and R-3 residential districts.
2. Require connection to sanitary sewer service for all new development in the Residential – Two family/Townhouse areas.
3. Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
4. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Residential – Two family/Townhouse areas. Where such uses do occur in close proximity, the City should encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods.
5. Continue to enforce property maintenance codes to maintain the quality of the City’s existing residential neighborhoods.
6. Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.
7. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions.



Example: Residential – Two Family/Townhouse

Residential – Multi-Family

Description:

This future land use category is intended to accommodate a variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two family residences, all served by the Milton sanitary sewer and water systems. Residential – Multi-Family is shown on Maps 6a and 6b in and near areas of the City where these types of development existed at the time this *Plan* was prepared, including east of Parkview Drive south of Saint Mary Street and along Sunset Drive.

Policies and Programs:

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

1. When considering future rezoning requests, the R-4 Residential District is the existing City zoning district most appropriate to implement this future land use category. However, the zoning ordinance may be updated in the near future.
2. Under the City's zoning ordinance, multi-family buildings are only allowed in the R-4 zoning district, where buildings containing 3 or 4 units are permitted by right and buildings containing 5-16 units require a conditional use permit. The City may wish to update the zoning ordinance to include a multi-family zoning district.
3. Disperse small areas of future Residential – Multi-Family development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.
4. Multi-family residential projects appropriate for the City's Residential – Multi-Family category should meet the minimum design standards presented in the Housing and Neighborhood Development chapter of this *Plan*, and codified in a zoning ordinance update.
5. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval, through appropriate zoning ordinance updates.

Planned Neighborhood

Description:

Map 6a and 6b shows many of the planned development areas as Planned Neighborhood. Within each of these Planned Neighborhood areas, the City encourages a carefully planned mix of mostly Residential - Single Family Urban development, with well-designed, limited components of Residential - Two family/Townhouse, Residential – Multi-Family, Community Facilities, Parks and Open Space, and Neighborhood Business/Office land uses. The Policies and Programs section includes a more detailed policy affecting future multi-family housing in these Planned Neighborhood areas.



Example: Residential –Planned Neighborhood

This future land use category is intended for a carefully planned mix of primarily single family residential development, including some two family, multi-family, and neighborhood business uses consistent with the residential character of the area and retaining the City's existing balance of residential types. This category also includes unique neighborhoods designed using the principles of conservation neighborhood design.

Planned Neighborhoods should be more than merely as an assemblage of subdivisions. To accomplish this, they should not only include a variety of housing options, but also offer a mix of non-residential uses such as parks, community facilities, and small-scale shopping and service areas.

Maps 6a and 6b illustrates many of the areas around the northern, southern, and western peripheries of the City as Planned Neighborhood areas. These are indicated by the yellow and brown cross-hatching on the map. The mix of new housing development in these areas mirrors the citywide historic mix of residential uses. This planning strategy will help to disperse different types of development and different housing types throughout the City and will limit the concentration of any one type of development in any one area.

Policies and Programs:

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

1. The existing City zoning districts appropriate to implement this future land use category include the PUD Planned Unit Development district.
2. Require that neighborhood development plans, subdivision plats, and new developments comply with the City's desire to maintain an appropriate land use mix reflective of historic development patterns. Within Planned Neighborhood areas shown on Maps 6a and 6b, no discretionary City approval should be granted for multi-family housing (i.e. 3+ unit buildings) that would increase such housing units as a percentage of the City's total housing unit count above the January 2004 percentage. "Discretionary City approvals" include annexations, rezonings, and conditional use permits. As of 2015, approximately 20 percent of the City's total housing stock was multi-family residential units. Discretionary approvals that would raise the percentage of multi-family housing to over 28 percent of the City's total housing stock, or raise that percentage further if it is already over 28 percent, *may* be considered in the following circumstances:
 - i. Attached condominium developments, where the builder provides reasonable assurances that the units will remain individually owned by their occupants and where architectural design characteristics resemble single family dwellings (for example, individual entries, each unit distinguishable from another, individual garages).
 - ii. Multi-family housing that furthers the City's downtown revitalization and redevelopment objectives and plans.
 - iii. Multi-family housing designated for senior citizens, provided that the units will be and remain legally restricted for senior citizen (aged 55+) residents only.
3. Establish a minimum net density standard of 5 dwelling units per acre for Planned Neighborhood areas, with 4 to 6 dwelling units per acre for single family components of these neighborhoods.
4. Utilize natural features to act as buffers between different land uses, when necessary.
5. Encourage traditional neighborhood design principles for new neighborhood development. See detailed descriptions of this concept in the Housing and Neighborhood Development chapter.
6. For duplex, townhouse, and multi-family residential development in these areas, also follow the policies listed for Residential - Multi-Family areas in this chapter.
7. For commercial and office developments in these areas, also follow the policies for Neighborhood Business/Office areas in this chapter.
8. In advance of subdivision platting, prepare or require detailed neighborhood plans in advance of development and adopt these plans as components of the *Comprehensive Plan*. Such plans should specify the desirable mix of land uses, the density of development, street layouts, and the amount and general location of open space areas. See the Housing and Neighborhood Development chapter for a description of detailed neighborhood plans.
9. Generally adhere to the design guidelines illustrated in the Planned Neighborhood graphic on the following page when reviewing proposals for Planned Neighborhood developments.

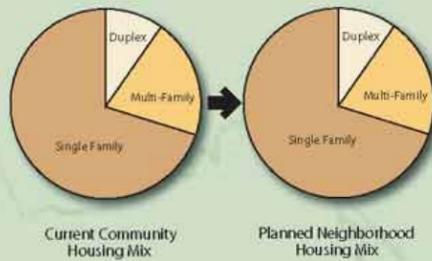
PLANNED NEIGHBORHOODS

Planned Neighborhoods support predominately single family housing mixed with duplexes, multi-family housing, institutional uses, parks, and neighborhood office and retail uses. Planned Neighborhoods provide attractive places to live, play and take care of day-to-day service needs.

Characteristics of Planned Neighborhoods include:

- Mix of housing types, lot sizes & densities
- Diverse ages & incomes
- Homes within a comfortable walk of parks and services
- Streets connected internally and to larger community
- Neighborhood wide sidewalk & path system
- Natural areas protected and made central to development
- Incorporation of neighborhood focal points such as schools, churches or shopping

In general, planned neighborhoods should be designed to have the same housing ratio found across the entire community.



A Single Family Homes



C Duplexes



B Townhomes



D Multi-Family – Apartments & Condos



E Neighborhood Shopping & Services



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Non-Residential Land Use Categories

Neighborhood Business/Office

Description:

The Neighborhood Business/Office future land use category is intended for small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs. As depicted on Maps 6a and 6b, Neighborhood Business/Office uses are generally planned for small areas adjacent to existing and future residential neighborhoods and concentrated along Janesville Street.



Example: Neighborhood Business/Office

Policies and Programs:

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

1. When considering future rezoning requests, the existing City zoning district appropriate to implement this future land use category is the B-1 Local Business District.
2. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve existing and new City neighborhoods.
3. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. In Neighborhood Business/Office areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; a minimum of 15 percent window coverage; and acceptable exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission. Require calm, low-key, and attractive lighting and signage that is compatible with residential areas. See guidelines in the Economic Development chapter, and in the proposed zoning ordinance update.

General Business

Description:

This future land use category includes indoor commercial, office, community facilities, and controlled outdoor display land uses intended to serve the entire community. General Business uses are generally larger in scale than neighborhood business or office uses. This category is depicted on Maps 6a and 6b at the Janesville Street intersection with Saint Mary Street, along Highway 59 east of Janesville Street, and along John Paul Road north and south of High Street.

Policies and Programs:

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

1. When considering future rezoning requests, the existing City zoning district appropriate to implement this future land use category is the B-2 Large Scale Commercial District.

2. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.
3. Avoid extensive, uninterrupted areas of strip commercial development in future commercial areas by interspersing office, community facilities, and residential land uses.
4. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.
5. Ensure that future General Business development is adequately buffered from residential development areas.
6. Keep unattractive commercial uses out of high-visibility areas, such as major intersections and community entryways.
7. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for commercial development projects are provided in the Economic Development chapter, and should be included in an updated zoning ordinance.
8. Update the City's zoning ordinance to require conditional use permits for commercial and community facility buildings over 10,000 square feet and multi-building developments, and adopt detailed design requirements for such large-scale buildings and projects as part of the zoning ordinance.
9. Emphasize the redevelopment and revitalization of older commercial/industrial properties in the two downtowns.



Example: General Business

Downtown

Description:

This future land use category is intended for pedestrian-oriented commercial, office, community facility, and ground floor and upper-story residential uses in a “downtown” setting, with on-street and off-site parking and minimal building setbacks. The downtown land use category is shown on Maps 6a and 6b on the west side of the City along Merchant Row, the east side of Front Street, the west end of Vernal Avenue, and on the east side along Janesville Street, Madison Avenue, Parkview Drive, and High Street.

Policies and Programs:

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

1. Preserve and enhance the character of the downtown by encouraging compatible new development and redevelopment, where appropriate.

2. The existing City zoning district that is most appropriate to implement this future land use category is the C-1 General Commercial District in combination with the H Historic Overlay District. However, in the City's proposed update to its zoning ordinance, it should include a downtown-specific zoning district.
3. Promote the use of first floor spaces for specialty retail, restaurants, and commercial service uses, and upper-story spaces for housing and offices.
4. Promote the downtown as a commercial, civic, and social center.
5. Work with downtown property owners and businesses to preserve and renovate historically significant buildings (also see Chapter Two: Agricultural, Natural, and Cultural Resources).
6. Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining business and services in the downtown.
7. Refer to the Junction Square Plan and Goodrich Square Master Plan for detailed recommendations for the Downtown areas.



Merchant Row in Milton

Light Industrial

Description:

This future land use category includes high-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards. This category also includes limited retail uses associated with uses where products are manufactured and/or repaired on-site. This future land use category is mapped on the east side of the City in areas northwest and northeast of the Highway 59 interchange.

Policies and Programs:

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

1. The existing City zoning district that is most appropriate to implement this future land use category is the M-1 Light Industrial District.
2. Avoid rezoning any area designated for Light Industrial development until public sanitary sewer and water serviced is available, the land is within City limits, and a specific development proposal is offered, or the City approves a business/industrial park layout and/or covenants.
3. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for industrial development projects are included in Chapter Seven: Economic Development and in the proposed zoning ordinance update.

5. Encourage the creation of landscaped (or tree preservation buffers) where existing and future industrial use areas abut existing or future residential areas.
6. Market Light Industrial areas for light, indoor manufacturing and assembly, warehousing, and office-related development. Discourage the development of heavy uses that would either place excessive demand on municipal utilities, create a nuisance for nearby neighborhoods, or create environmental hazards.
7. Emphasize the redevelopment and revitalization of older commercial/ industrial properties in the northeast quadrant of the City. Significant efforts should be made to enhance the visual image of this corridor.
8. In the southeast area of the City, plan for expanded industrial development that can take advantage of the scenic views, surrounding natural amenities, and proximity to Highway 26, the rail line, and other industrial uses.
9. As planned industrial areas are located close to sensitive natural resources, require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.
10. Outdoor storage and activities should be limited and heavily-screened where present.
11. See the Economic Development Chapter for further recommendations regarding the Crossroads Business Park area.



Example: Light Industrial

General Industrial

Description:

This future land use category is intended for indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas and moderate attention to building design, landscaping and signage. This land use category is shown in Maps 6a and 6b east of the Highway 26 bypass and on the west side of the City north and south of Manogue Road.



Example: General Industrial

Policies and Programs:

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

1. The existing City zoning districts that are most appropriate to implement this future land use category are M-2 Industrial District and M-1 Light Industrial District.

2. Avoid rezoning any area designated for General Industrial development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered, or the City approves a business/industrial park layout and/or covenants.
3. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for industrial development projects are included in the Economic Development chapter and in the proposed zoning ordinance update.
5. In the southeast area of the City, plan for expanded industrial development that can take advantage of the scenic views, surrounding natural amenities, and proximity to Highway 26, the rail line, and other industrial uses.
6. See the Economic Development chapter for further recommendations regarding the Crossroads Business Park area.

Planned Mixed Use

Description:

This future land use category includes a carefully designed blend of General Business, Residential - Multi-Family, Light Industrial, and/or Community Facility land uses. Each of these land uses categories is described in detail elsewhere in this chapter. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Mixed use areas are intended to be vibrant urban places that should function as community gathering spots. This land use category is shown on Maps 6a and 6b along Plumb Street and west and southwest of the Highway 59 interchange.



Example: Planned Mixed Use

The potential future I-39/90 interchange area at County Highway M is designated as Long Range Planned Mixed Use on Map 6a. It is the City's intention that this area continue as agricultural land unless and until an interchange is constructed. Only then could this area be developed as Planned Mixed Use.

Policies and Programs:

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

1. The existing City zoning district that is most appropriate to implement this future land use category is the SP Special Purpose District.
2. Revise the zoning ordinance to allow for increases in the gross density of developments and a true mix of uses approved as PD Planned Developments, where appropriate and following Plan Commission and Council review and approval.
3. Generally adhere to the design guidelines illustrated in the Mixed Use Centers graphic on the following page when reviewing proposals for Planned Mixed Use developments.

Community Facilities

Description:

This future land use category includes larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities, and similar public and quasi-public uses. Some types of smaller community facilities such as churches and parks may be included under other land use categories. Community Facilities have been shown on Maps 6a and 6b in areas of the City where these uses existed at the time this *Plan* was written.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Maps 6a and 6b where this category is shown, and in other areas designated for community facilities in the future:

1. Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the City.
2. Ensure that land use decisions and future growth are consistent with the community facility recommendations in the Utilities and Community Facilities chapter of this *Plan*.
3. Consider reserving future sites for public facilities by identifying these areas on an Official Map.
4. Amend this *Plan* as necessary to accommodate future utility and community facility locations.

MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store



A Retail/Residential Above



B Retail/Office Flex Space



C Retail



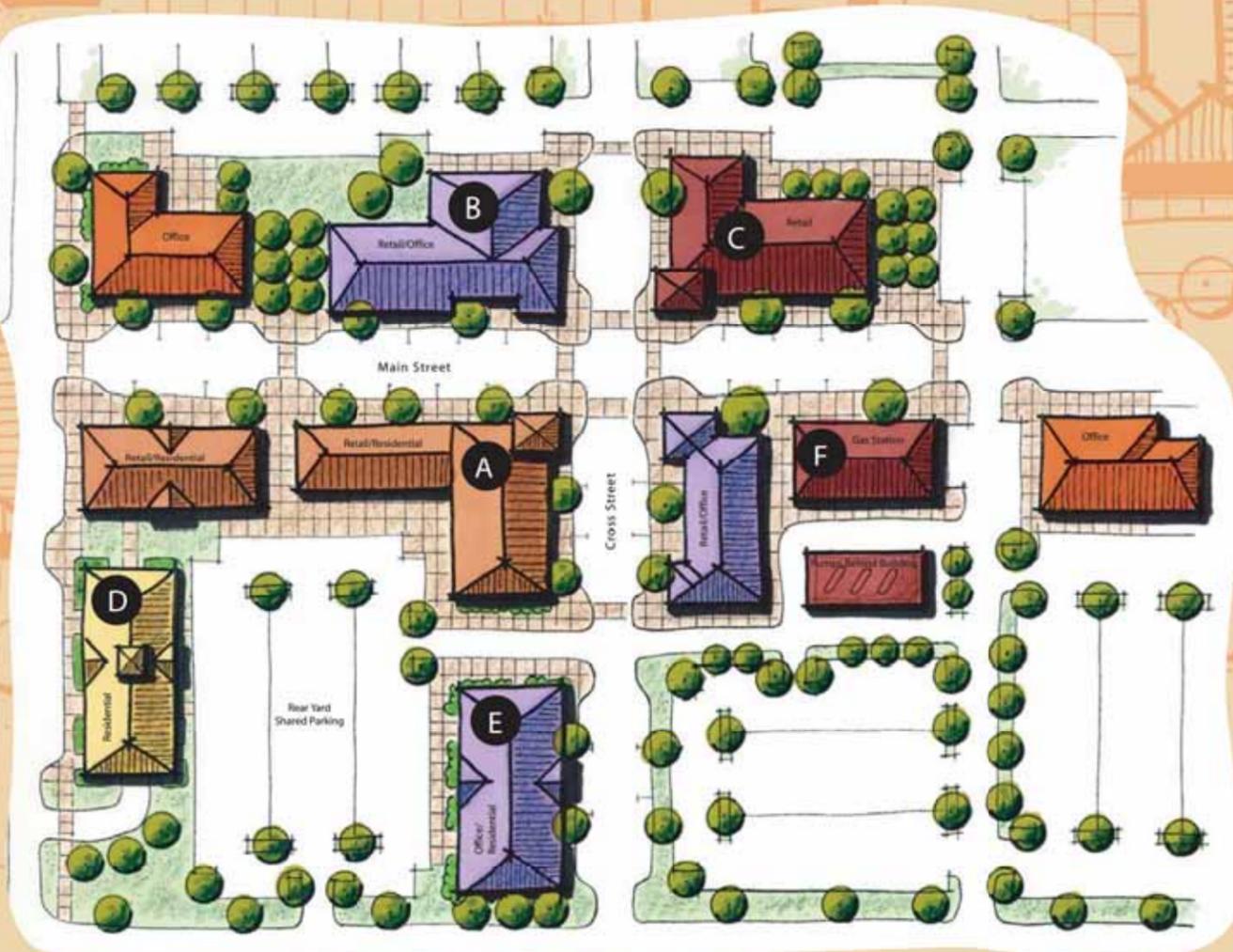
D Multi-Family Residential



E Office/Residential Above



F Gas Station - 2nd Floor Office - Fuel Pumps in Back



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Rural and Environmental Land Use Categories

Parks and Open Space

Description:

This future land use category accommodates publicly-owned parks devoted at least partially to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities. The Storrs Lake Wildlife Preserve has also been mapped in this future land use category. This land use category has been mapped in areas of the City where these facilities existed or were planned at the time this *Plan* was written. Parks may also exist within other, particularly residential, future land use categories.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Maps 6a and 6b where this category is shown, and for future areas that may later be designated as parks:

1. Review the subdivision ordinance to ensure that new residential development dedicates an adequate amount of land or pays appropriate fees for public park and recreation activities. The City may also adopt an impact fee ordinance for the collection of fees-in-lieu of such facilities so that development not requiring a land division still pays a fee.
2. Ensure that all land use decisions take into consideration the recommendations included in the Utilities and Community Facilities chapter of this *Plan*.
3. Design future planned neighborhoods around and with access to environmental corridors and Public Parks without negatively affecting the environmental health of these areas.
4. See Chapter Five: Utilities and Community Facilities for detailed recommendations regarding parks and recreation.

Environmental Corridor

Description:

This future land use category includes generally continuous open space systems comprised of sensitive natural resources and/or characterized by limitations for development which may include floodplains, wetlands, slopes of 12 percent or greater, wildlife areas, depressional and kettle areas, and riparian buffers. This designation also includes publicly-owned conservancy lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities. Environmental Corridor areas are located in scattered locations in and around the City.

Policies and Programs:

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

1. New development in mapped Environmental Corridor areas should be generally prohibited.
2. If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, steep slope, or other natural feature(s) that comprise the Corridor.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

Agriculture/Rural

Description:

This future land use category indicates areas intended for agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for each 35 acres of land owned. The Agriculture/Rural future land use category has been applied around the periphery of the City in areas outside the City's 2015 municipal boundaries.

This category is mapped in areas outside the City, which are therefore subject to Town zoning, but these areas are also subject to the City's subdivision ordinance. Areas outside of the boundary established by the 2009 intergovernmental agreement between the City and Town should continue to be agricultural use for the long-term future.

Policies and Programs:

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

1. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction and according to any executed boundary agreements the City may be part to in order to help ensure the implementation of this desired future land use designation.
2. Support land developments in this area only when it is clearly consistent with the description above and when proposed housing (or other non-farm use) density is not greater one residence (or other non-farm use) per 35 acres. A maximum buildable lot size of two acres is recommended.
3. Do not extend sanitary sewer service or public water service into Agriculture/Rural areas until and unless the City changes the future land use category for such areas through a *Comprehensive Plan* amendment.
4. Work with the adjoining Towns, Janesville, and Rock County to implement these policies and programs in a cooperative manner, where possible. Adhere to the 1982 intergovernmental agreement boundary with the City of Janesville.

Future Urban Growth Area

Description:

This overlay future land use category defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period. While it is still possible for development in these areas to occur before the end of the planning period (following amendments to this *Comprehensive Plan* and the Future Land Use Map), premature development and utility extensions should be discouraged in these areas. Also prior to the development of these areas, the City intends to engage in a detailed planning process that would lead to an articulated vision and more refined land use, transportation, and utility plans for these areas. In the meantime, the policies associated with the Agriculture/Rural land use category should apply these areas.

Policies and Programs:

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

1. Within areas designated as Future Urban Growth Area, new development should be limited in accordance with all policies applicable to the underlying Agriculture/Rural category, until such time as the area is identified as appropriate for City development.
2. Exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction, according to the boundary agreement with the Town of Milton, to help ensure the implementation of this desired future land use category in areas that are outside the City's 2015 municipal boundaries.

3. Require the design and layout of all non-farm development projects approved within the Future Urban Growth Area to not impede the orderly future development of the surrounding area, at such time when the area is identified as appropriate for City development.
4. Delay more intensive development should be delayed until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area, and until public sewer and water service is extended to new development in the area.
5. Work with the adjoining Towns, Janesville, and Rock County to implement these policies and programs in a cooperative manner.
6. Establish site design standards in the short term that require homes to be constructed below ridge lines so that when development occurs in Future Urban Growth Areas the natural beauty of the landscape can be preserved. Such standards will be particularly important in the northwest quadrant of the City, which is characterized by rolling glacial drumlins.

J. Smart Growth Areas and Opportunities for Redevelopment

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

In Milton, Smart Growth Areas include the Goodrich Square, Junction Square, and other scattered redevelopment and infill sites. The City will promote the principles of “Smart Growth” for edge development as well.

K. Strategic Initiatives

The following Strategic Initiatives apply to this element of the *Comprehensive Plan*:

Enhance Property Maintenance and Appearance

Residents and business owners are concerned about a deteriorating appearance of homes and businesses within the City. The following action steps can be taken to address these concerns.

a. Continue the façade improvement program in both downtowns.

The City’s façade improvement program provides grants of up to \$5,000 to commercial properties in the two downtown TIF districts. This program has been successful in improving the appearance of the downtowns, and it should be maintained. The City should continue to make downtown businesses aware of the program to ensure that it is being used to its full potential. As façade projects are completed, the City should continue to share success stories with the public and the local media in order to recognize the grantees’ efforts and encourage more businesses to apply to the program.

b. Enforce property maintenance codes and communicate existing property maintenance requirements to property owners.

The City’s existing property maintenance codes are sufficient for a city of its size; however, compliance has become an issue in Milton. The most prominent compliance issues are related to lawn mowing, snow removal, and maintenance of signs. The City has the power to enforce the property maintenance code and to issue fines for each day the maintenance issue is not addressed. However, fines would not be an appropriate approach for the City to take in every instance. The City could begin by increasing communication with property owners. For example, when permits are issued, the City could include a handout describing the nature of the City’s property maintenance rules. Other economic development organizations in the City could lead or assist in communicating property maintenance requirements to businesses. The City could then issue warnings and possibly

finances to property owners who are aware of the rules but have not improved the maintenance of their properties.

c. Establish programs to assist with restoring and maintaining historic homes.

The City should work with local historic preservation groups to host workshops for owners of older homes. Workshops would involve hosting historic building experts to discuss topics specific to maintaining historic building such as repairing historic windows, upgrading electrical systems, and choosing appropriate exterior materials. The City could also consider establishing a grant program, similar to the façade improvement grant program, which could be used to assist homeowners with rehabilitation of their homes. Individuals who own historic homes may be eligible for historic homeowners' tax credits, which is a program administered by the State Historic Preservation Office of the Wisconsin Historical Society.

d. Adopt residential and commercial building design standards.

The City can improve the look of new homes and businesses by adopting building design standards. Design standards can be tailored to the land use and zoning district particular to each development. Design standards can ensure that new development maintains a long-lasting appearance, withstands the effects of time and exposure to the elements, resists damage in areas with high vehicular and pedestrian traffic, and that contributes to the long-term economic and social vitality of the City. Higher design standards not only regulate the design and materials used for the exterior of buildings, but they can also enhance the attractiveness and increase property values in the community.

e. Support home ownership and minimize conversions to rental properties.

Sometimes a decline in housing appearance is related to the fact that owner-occupied homes have been converted to rental units. Typically, a landlord lives offsite and does not monitor the property's daily maintenance needs or give the property the same level attention as an owner-occupant would. The City can minimize conversions to rental properties by ensuring that sufficient land is available for the development of new townhouses and apartments so that there are enough multi-family units to meet demand. The City can also use zoning to control where two-family and multi-family units can be located. Finally, the City can direct homeowners to grants available to help with down payments for first-time homebuyers or avert foreclosure for existing homeowners.

Improve Southern Gateways to the City

With the completion of the Highway 26 bypass project, traffic patterns in Milton have changed. John Paul Road and Parkview Drive have now become important southern gateways to the City. These corridors should meet or exceed the quality of development in the rest of the City and should welcome visitors to Milton.

a. Improve aesthetics through coordinated welcome signage and other enhancements.

The City could provide welcome signage at specific gateway locations to announce to visitors that they have arrived in Milton. Other features such as landscaped planters, decorative light poles and banners, and street furnishings could be incorporated, as appropriate to the land use at each gateway location.

b. At key locations, consider adopting a design overlay zoning district requiring high-quality landscaping, building design, signage, and lighting.

As these areas continue to develop, a design overlay district would require that gateways are held to high aesthetic standards. New development would be required to have higher-quality building design and use durable exterior materials. New development would also have to meet minimum standards for landscaping, signage and lighting. The design overlay for the southern gateways would be similar to the existing Design Overlay Zoning District for the Crossroads Business Park, but it would be tailored to mixed use, commercial, and/or residential uses.

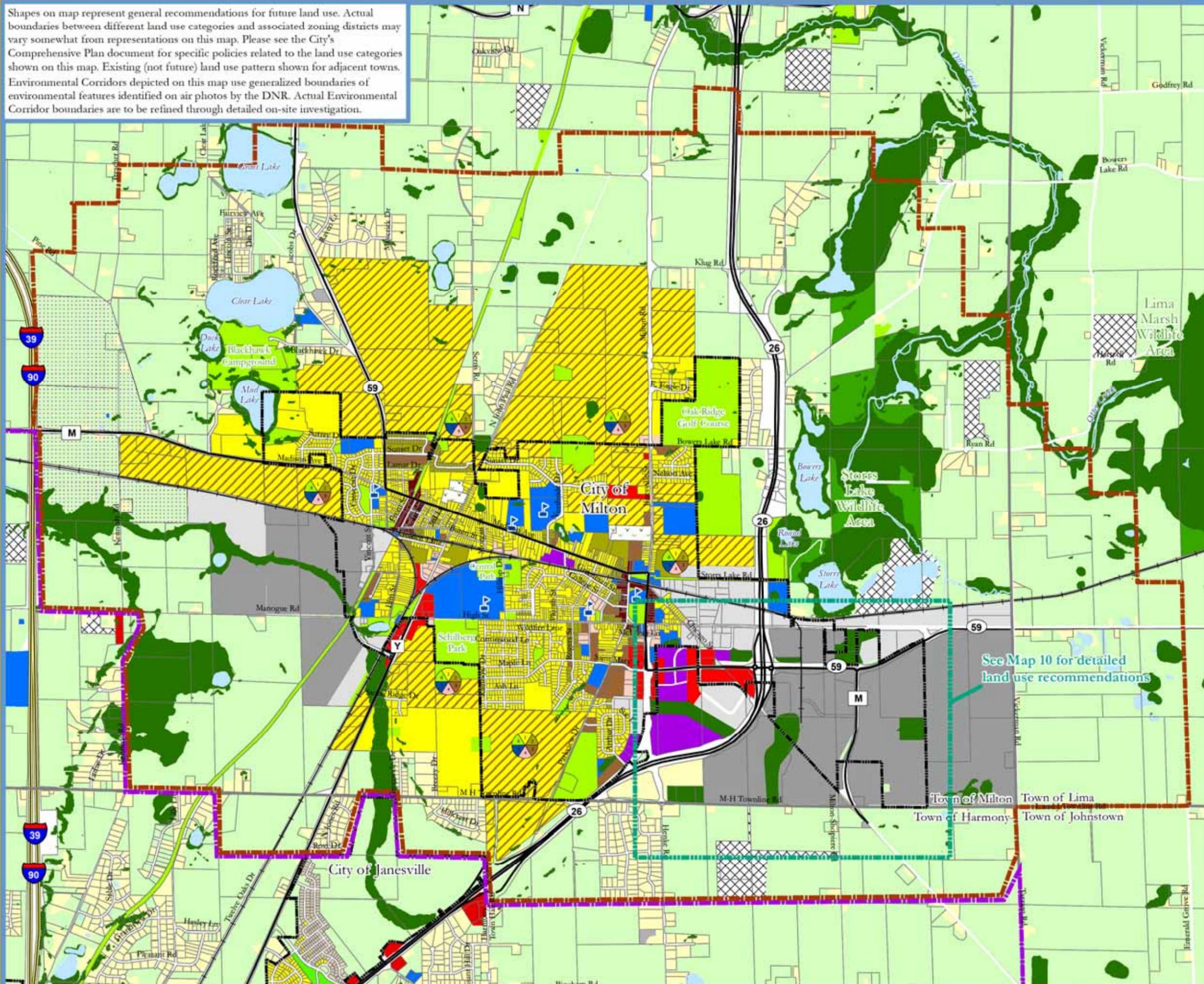
c. Address property maintenance issues where present.

As necessary, the City should focus on enforcement of the property maintenance code at these important gateway locations.

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.

City of Milton
Comprehensive Plan

Map 6a
Future Land Use - ETJ View

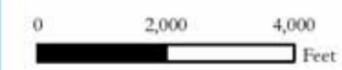


- City Boundaries
- Town Boundaries
- City of Milton Extraterritorial Jurisdiction
- City of Janesville Extraterritorial Jurisdiction
- Railroads
- Surface Water
- Schools

- Future Land Use Category (Possible Zoning Districts)**
- Agriculture/Rural (Town Zoning)
 - Residential - Exurban (Town Zoning)
 - Residential - Single Family Urban (R-1, R-2)
 - Residential - Two Family/Townhouse (R-2, R-3)
 - Residential - Multi-Family (R-3, R-4, PUD)
 - Planned Neighborhood (Various)
 - Neighborhood Business/Office (B-1, B-2)
 - General Business (B-2)
 - Downtown (B-3)
 - Light Industrial (M-1)
 - General Industrial (M-2)
 - Extraction (Town Zoning)
 - Planned Mixed Use (PUD, M-R, M-1)
 - Long Range Planned Mixed Use (A-1, A-2)
 - Community Facilities (Various)
 - Cemetery (S-P)
 - Parks and Recreational (Various)
 - Public Natural Areas (Various)
 - Environmental Corridor (Various)
 - Right of Way

See Map 10 for detailed land use recommendations

1. Single Family - Urban
2. Two Family - Townhouse
3. Multi-Family
4. Neighborhood Business/Office
5. Community Facilities
6. Parks and Open Space

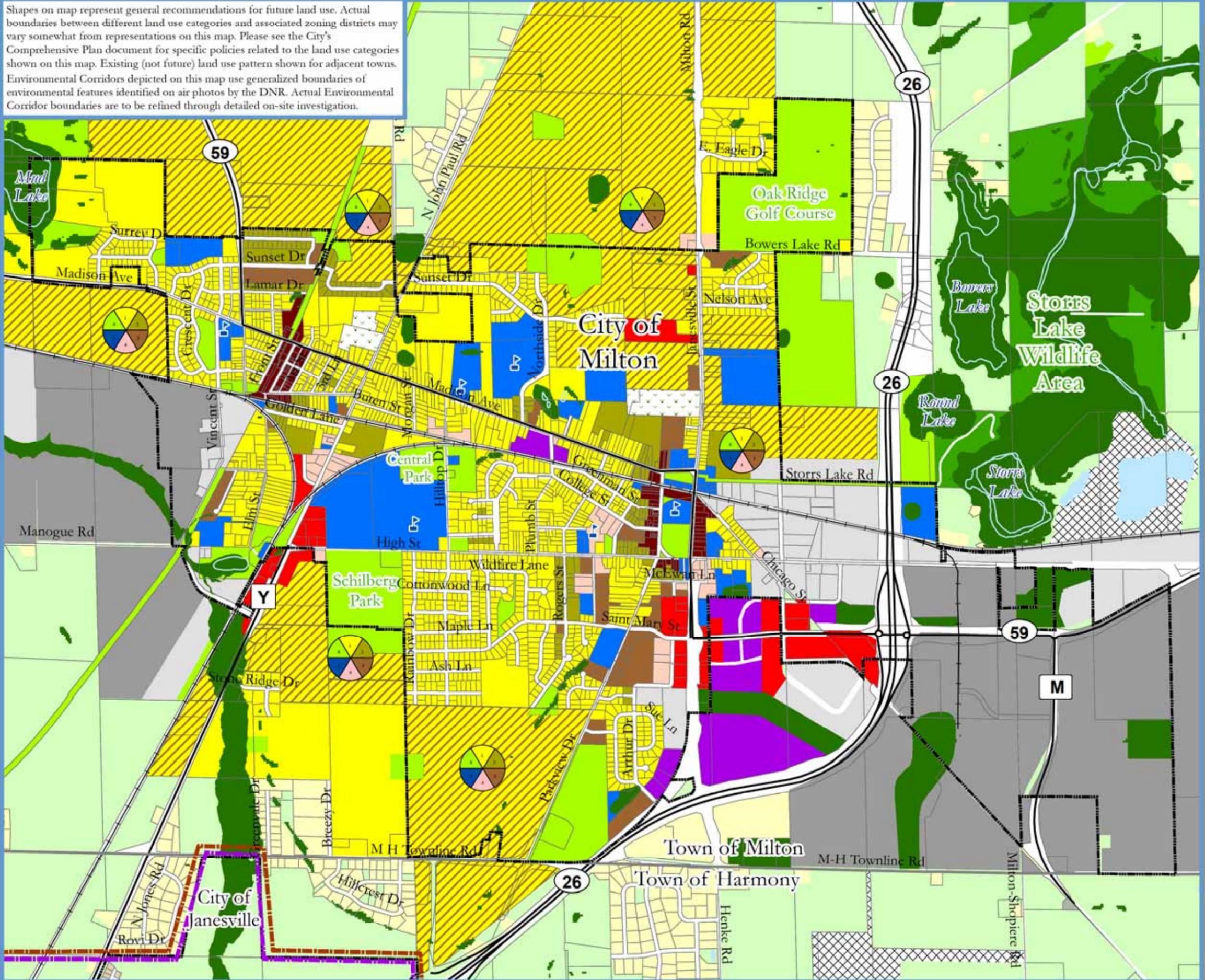


Date: October 6, 2015
Source: City of Milton,
City of Janesville, Rock County

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Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



City of Milton
Comprehensive Plan

Map 6b
Future Land Use - City View

- City Boundaries
 - Town Boundaries
 - City of Milton Extraterritorial Jurisdiction
 - City of Janesville Extraterritorial Jurisdiction
 - Railroads
 - Surface Water
 - Schools
- Future Land Use Category (Possible Zoning Districts)**
- Agriculture/Rural (Town Zoning)
 - Residential - Exurban (Town Zoning)
 - Residential - Single Family Urban (R-1, R-2)
 - Residential - Two Family/Townhouse (R-2, R-3)
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 - Planned Mixed Use (PUD, M-R, M-1)
 - Long Range Planned Mixed Use (A-1, A-2)
 - Community Facilities (Various)
 - Cemetery (S-P)
 - Parks and Recreational (Various)
 - Public Natural Areas (Various)
 - Environmental Corridor (Various)
 - Right of Way

1. Single Family - Urban
2. Two Family - Townhouse
3. Multi-Family
4. Neighborhood Business/Office
5. Community Facilities
6. Parks and Open Space



Date: October 6, 2015
Source: City of Milton,
City of Janesville, Rock County

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Chapter Four: Transportation

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Milton. The chapter also compares the City's transportation policies and programs to state and regional transportation plans.

A. Existing Transportation Network

The City of Milton is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 7 shows existing and planned roadways in the City.

Roadways

The Highway 26 bypass runs north and south and wraps around the City to the east. Parkview Drive and John Paul Road provide more direct access to the City from the south. Highway 59 intersects with the Highway 26 bypass at the eastern edge of Milton, and provides access to points east and west of the community. Interstate 90 is about two miles west of the City as the crow flies. However, the nearest freeway interchanges are in Newville (Highway 59) and Janesville (Highway 26). Business 26 provides direct access from the community to points north and south. County Highways M and Y also provide good access to the surrounding area.

Figure 4.1 indicates changes in average daily traffic volumes along major routes in and around Milton from 1974 to May of 2013. It is important to note that these numbers were collected several months before the bypass project was completed. WisDOT is expected to conduct new traffic counts in 2016.

As of May 2013, traffic volumes increased the most on Janesville Street directly south of Madison Avenue, which increased by more than 22 percent between 2003 and 2013. It is likely that the Highway 26 bypass project has since negated these gains.

As of May 2013, traffic counts decreased in many areas. On County Highway M southeast of municipal limits traffic decreased by over 71 percent between 2003 and 2013. Traffic also decreased notably on Highway 59.

Transportation Recommendations Summary

- ◆ Maintain and enhance the City's local, collector, and arterial road network
- ◆ Encourage a variety of transportation options including walking, biking, rail, and inter-city transit

Roadway Functional Classification System

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

- ◆ *Principal Arterials*: Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways (e.g. Highway 26 bypass)
- ◆ *Minor Arterials*: Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials (e.g. John Paul Road)
- ◆ *Collectors*: Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas (e.g. Madison Avenue)
- ◆ *Local Streets*: Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility with through traffic movement usually discouraged (e.g. Campus Street)

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

Figure 4.1: Average Daily Traffic Volumes, 1974-2013

Street	1974	1986	1995	2003	2013
BUSINESS HWY 26/Janesville Street Directly south of High Street	7,980 ¹	NA	13,700	17,400	13,100
South of Municipal Limits	7,960	9,640	14,700	18,900	16,800
Directly south of Madison Avenue	NA	8,730	10,600	11,900	14,600
North of Municipal Limits	4,380	5,630	6,100	9,400	10,700
STH 59 East of Municipal Limits	2,570	2,950	4,200	5,500	3,400
Directly west of STH 26	2,760 ¹	2,870	2,800	4,800	not available
Directly east of Clear Lake Road	3,870 ¹	5,440	5,890 ²	8,500	not available
North of Municipal Limits	2,400 ¹	3,650	3,620 ²	5,500	3,500
CTH M Southeast of Municipal Limits	1,070	1,170	1,300	1,800	510
West of Municipal Limits	NA	1,330	1,200	2,100	1,900
CTH Y/JOHN PAUL ROAD South of Municipal Limits	1,000	5,220	4,500	7,200	5,400
Directly South of Madison Avenue	2,350	2,880	4,100	4,500	4,400
HIGH STREET (West of Parkview)	NA	2,200	3,900	3,800	3,300
HILLTOP DRIVE (South of RR Tracks)	NA	1,650	1,300	1,400	1,500

Source: Wisconsin Department of Transportation Notes: ¹ 1972 numbers used due to 1974 construction. ² 1992 numbers

In August 2013, WisDOT completed the Highway 26 bypass, realignment of Highway 59 and County Highway M, and new 26/59 interchange. This has changed transportation the City in a number of ways. In November of 2013, the City's engineering consultant completed an intersection study to examine the impacts of the bypass project on traffic in the City and to determine if traffic control needs had changed as a result of the bypass opening. Certain intersections were studied, and traffic counts were compared to 2010 traffic data. The results were as follows:

- ◆ Intersection of John Paul Road and Madison Avenue: not affected
- ◆ Intersection of John Paul Road and East High Street: slight impact
- ◆ Intersection of Parkview Drive and East High Street: large decrease in traffic (46 percent at some locations)
- ◆ Intersection of Parkview Drive and St. Mary Street: 2010 data not available, but presumed decrease in traffic
- ◆ Intersection of Parkview Drive and Townline Road: large increase in traffic (130 percent)
- ◆ Intersection of Janesville Street and East High Street: large decrease in traffic ("ten-fold")

The large decrease in traffic on Janesville Street is attributed to the fact that drivers that once used Janesville Street now use the Highway 26 bypass. The study recommended that the City consider making the intersection of John Paul Road and Madison Avenue an all-way stop, although it was not affected by the bypass project. The study further recommended that the existing signal at Janesville Street and East High Street is no longer necessary due to the decrease in traffic.

Information on commuting patterns can be found in the Economic Development chapter of this *Plan*.

Bridges

There are no state- or City-maintained bridges in the City of Milton.

Airports

The nearest public-use airport is the Southern Wisconsin Regional Airport, located at the southern edge of the City of Janesville (roughly a 20-minute drive from Milton). Larger air carrier and passenger facilities are located approximately 45 minutes to the northwest in Madison at the Dane County Regional Airport, approximately 45 minutes to the south at the Chicago-Rockford International Airport, and just over 1 hour to the east in Milwaukee at General Mitchell International Airport. Each of these passenger airports offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area.

Rail

Milton developed with the railroad and retains its rail heritage. Rail lines enter the City from the south, east, and west. The lines run through both of the City's industrial areas (they serve a growing array of industries). Freight rail service is provided by the Wisconsin and Southern Railroad Company. The City has recently constructed a rail spur to serve the southerly expansion to its east side industrial park including service to a seed company and ethanol plant.

Milton is currently not directly served by passenger rail service. Passenger service via Amtrak is available at Milwaukee and Columbus.

In 2008-2009, the State Railroad Commissioner funded upgrades to the warning devices at the rail crossings on John Paul Road and Janesville Street. Improvements included replacing lights and installing gates on Janesville Street and the north crossing of John Paul Road.



Bicycle and Pedestrian Facilities

Bicycle and pedestrian facilities are extremely important for a small city like Milton, where uses are generally within walking distance of one another and schools play an important role in the community. Bike and pedestrian facilities are also important for commuting and recreational use. Portions of the City are well served by sidewalks, although significant gaps in the network exist.

There is a dedicated bike lane on Madison Avenue that connects the two downtowns between South Clear Lake Avenue and Janesville Street. On the southeast side of the City, there is a dedicated bike lane on Highway 59 between Janesville Street and County Highway M. Although the network of bike lanes and off-street trails running through the City is not extensive, many of Milton's streets are suitable for biking.

The City is home to a section of the Ice Age Trail. Signage throughout the City directs travelers along the trail. One of only eight national scenic trails in the United States, the Ice Age Trail will be a thousand-mile walking/hiking trail located in and unique to Wisconsin, once completed. About 600 miles of the trail are now available for use. The local Rock County chapter of the Ice Age Trail Foundation sponsors seasonal events for maintaining and enjoying the trail system in Milton. The trail through Milton is depicted on Maps 7 and 8.

Milton also is connected to the Glacial River Trail, a regional trail that runs between Janesville and Fort Atkinson, roughly parallel to Highway 26. This portion of the trail was completed in late 2014. The trail through Milton is depicted on Maps 7 and 8.

The City is also along the on-road Rock County Bikeway System. This Bikeway follows Manogue Road east to South John Paul Road, and north to Madison Avenue. One branch of the Bikeway then travels west out of the City, with the second branch heading east. That second branch again divides at Highway 26, ultimately heading to the northeast along Bowers Lake Road and to the southeast along Chicago Street/County Highway M. The more extensive Wisconsin Bikeway also passes through Milton on County Highway M.

Public Transportation and Para-Transit

Milton does not operate its own public transportation system. However, Janesville Transit System operates the Janesville Milton Whitewater Innovation Express, which serves the greater Janesville region. One route runs from Janesville to the Blackhawk Technical College Campus in Milton. It runs twice a day, once in the morning and once in the afternoon.

Rock County completed a Public Transit – Human Services Coordinated Transportation Plan in 2013. One of the recommendations was to develop a unified shared ride taxi service serving multiple communities along the Highway 26 corridor

Elderly and disabled residents of Rock County can access Rock County Specialized Transit Van Services, which provides transportation for elderly and disabled persons. It is a shared van service that charges a nominal fee for transportation to all areas within Rock County. In addition, Rock County’s Council on Aging operates a shared ride taxi service that serves Milton, Edgerton, and rural areas in northern Rock County.

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Milton are handled by truck and rail. The City has several roads designated as truck routes including Chicago Street, High Street, John Paul Road, Highway 26, and Highway 59.

Rustic Road

Serns Road diverges from John Paul Road on the City’s north edge and heads north to County Highway N. Along this stretch it is designated as a “Wisconsin Rustic Road”—only one of two in Rock County. The Rustic Roads program was designed to preserve what remains of Wisconsin’s scenic, lightly-traveled public roads. Rock County has also designated Bowers Lake Road from Highway 26 to Highway KK as a possible future Rustic Road.

Snowmobile Trail

The Dane County Snowmobile Trail runs north-south through the west side of the City, entering at the southwestern edge of the City, running through Junction Square, and continuing northwest as it leaves the City limits. This trail is depicted on Map 8.

B. Review of State and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the City.

Janesville Area Metropolitan Planning Organization (MPO)

The MPO is an area-wide transportation planning organization. It carries out federally-mandated planning and programming requirements in order for the region to remain eligible for federal highway, bicycle and transit funds. The MPO serves the City of Janesville, City of Milton and Towns of La Prairie, Harmony, Milton, Janesville, and Rock. City of Janesville Community Development Department staff coordinate the functions of the Janesville Area MPO.

Annual administrative activities conducted by the MPO to maintain eligibility for federal funding include the transportation work program and budget, the six-year Transportation Improvement Program, and quarterly financial/progress reports. Other planning activities include transit studies, parking studies, and various traffic studies.

The work of the MPO is directed by a Policy Board which is advised by a Technical Advisory Committee. The Policy Board members are comprised of chief elected officials who include the Janesville City Council, Janesville City Manager, City of Milton Mayor, Chairpersons from the towns of Janesville, Harmony, La Prairie, Milton, and Rock (or his/her designee), a member of Rock County Board of Supervisors, and a representative from the Wisconsin Department of Transportation District 1 office. The Technical Advisory Committee consists of City of Janesville planning and engineering staff, Rock County planning, town representatives, state DOT, City of Milton, and federal transportation representatives.

Janesville Area Long-Range Transportation Plan 2005-2035

In 2006, the City of Janesville Community Development Department completed the Janesville Area Long-Range Transportation Plan 2005-2035 for the MPO. The long-range plan serves as an action plan for the construction of efficient highway and bicycle and pedestrian facilities and development of effective transit service throughout the Janesville metropolitan area. Proposed road improvements including resurfacings and projects related to the realignments of Highways 26 and 59. A fundamental component of the plan is the bicycle and pedestrian network, which incorporates a system of off-street trails and on-street routes designed for recreational and commuter use. Proposed pedestrian/bicycle projects include construction of Clear Lake Trail, Bowers Lake-Sunset Drive Trail, Janesville-Milton Trail, Highway 26/59 Recreation Area, and Highway 26 Corridor Trail. As mentioned previously, the Highway 26 Corridor Trail has been implemented and is now known as the Glacial River Trail.

The MPO is currently in the process updating the Janesville Area Long-Range Transportation Plan for 2015-2045. In addition to the proposed projects mentioned above, the draft version of the Bicycle and Pedestrian Section, there are new recommendations that pertain to Milton:

What is an MPO?

The Janesville MPO is the designated Metropolitan Planning Organization (MPO) for the Janesville Urbanized Area. Intergovernmental transportation planning conducted by a MPO is mandated by the Federal Highway Administration for all urbanized areas over 50,000 in population. The Janesville MPO is one of 12 MPOs that share responsibility for transportation planning in Wisconsin.

The Janesville MPO is represented by the following local governments: City of Janesville, City of Milton, Town of Janesville, Town of Harmony, Town of LaPrairie, Town of Milton, Town of Rock, and Rock County.

The Janesville MPO is responsible for maintaining a continuing, cooperative, and comprehensive transportation planning process for the entire urbanized area. In implementing this planning process, the Janesville MPO is required to develop and update a Long-Range Transportation Plan, a Unified Work Program, and a Transportation Improvement Program (TIP), which together highlight the major projects, improvements, and expenditures that will influence the regional transportation system.

- ◆ Glacial River Trail Connector to Henke Road: Provide a short connection (roughly a quarter-mile) from the Glacial River Trail to Henke Road in order to provide a more direct connection between the Glacial River Trail and Milton.
- ◆ Mud Lake Trail: Connect the Mud Lake recreational area to residential neighborhoods north of the current developed area of the City

It is important to note that this plan is still in draft form, and that these recommendations may change before the plan takes its final form.

Janesville Area Transportation Improvement Plan 2015-2020

The Transportation Improvement Program (TIP) is a staged six-year program of transportation improvement projects. Each year the Janesville Area MPO updates the TIP for the Janesville Urbanized Area. The 2015-2020 TIP includes the following projects for the City of Milton:

- ◆ Second Lane: Madison to Vernal
- ◆ Resurface Elizabeth Street
- ◆ Install OCR signals and gates at Elm Street railroad crossing
- ◆ Install OCR signals and gates at E. Vincent Street railroad crossing

Public Transit – Human Services Coordinated Transportation Plan (2013)

The primary focus of the Rock County Public Transit – Human Services Transportation Coordination Plan is to develop a unified comprehensive approach to transportation service delivery for elderly, low-income, and disabled populations. The plan provides guidance direction to assist human service agencies, public transit providers, and local leaders develop and deliver an improved transportation network for Rock County residents, with the goal developing a reliable, comprehensive, and efficient system. The highest priority goals for serving transportation-disadvantaged populations include: improving access to and quality of transportation information; increasing access to goods and services; maintaining existing services; and promoting bicycling and walking through education, encouragement, engineering improvements and enforcement.

Wisconsin Southwest Region Highway Improvement Program (2015-2020)

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

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

Wisconsin Department of Transportation Connections 2030

Connections 2030 links statewide transportation policy to implementation, planning, programming, and other Wisconsin Department of Transportation (WisDOT) activities. The plan calls for improved system integration for passengers and freight, as well as modernization to correct outdated infrastructure design and combine technological advancements with more traditional transportation infrastructure designs. The plan

sets policy directions for the state trunk highway system, public transit, intercity travel, freight movement, bicycle and pedestrian travel, and funding, project scheduling and prioritization decisions.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While this plan does not include any Milton-specific recommendations, the plan map illustrates existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

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

Rock County 2015-2020 Parks, Outdoor Recreation, and Open Space Plan

Rock County adopted the 2015-2020 Parks, Outdoor Recreation, and Open Space Plan in 2015. The plan's programming goals include expanding outdoor environmental education programs, focusing such programming on natural features found within the existing park system, and investigating additional program ideas and revenue sources. Land acquisition goals include investing in park development, developing an improved pathway system, exploring opportunities for a new environmental education center at Beckman Mill Park, and acquiring additional park space to address gaps in level of service.

The Plan does not have any specific recommendations pertaining to Milton.

C. Transportation Goals, Objectives, and Policies

Goals

1. Coordinate transportation planning and improvements with land use decisions.
2. Provide a safe and efficient transportation system that meets the needs of pedestrians, bicyclists, motorists, trucks, and trains.

Objectives

1. Ensure that transportation system improvements support the land use recommendations of this *Plan*.
2. Provide safe and convenient access to connect neighborhoods, employment centers, schools, commercial centers, and recreational areas.
3. Divert heavy traffic around existing and proposed residential areas.
4. Improve key intersections to reduce accidents and increase pedestrian safety.
5. Manage and control access along arterials and collector streets.
6. Support development of public transit or paratransit options, particularly for residents with limited mobility.
7. Support expansion of freight rail service to Milton.

8. Plan and implement a connected sidewalk and bike path system in all new areas of the City and older areas which are important pedestrian and bike routes.
9. Ensure that schools, parks, playgrounds, facilities for elderly residents and other activity centers are well served by sidewalks and bicycle routes.

Policies

1. Update the Official Map to reserve right of ways for future arterial and collector streets, pedestrian and bicycle paths, bridges, rail lines, and other transportation-related features, both within the City limits and within the City's extraterritorial jurisdiction.
2. Before approving any certified survey map, preliminary plat, final plat, site plan, or planned unit development, assure that the proposed development is consistent with the Official Map .
3. Continue to participate in discussions on and planning for regional transportation facilities, in coordination with the Janesville MPO, WisDOT, and Rock County.
4. Establish bicycle routes throughout the City to connect neighborhoods with schools, parks, and shopping. These routes should be identified with appropriate signs and road markings, and connected to a regional bikeway system.
5. Ensure that pedestrian crossings at intersections are properly designed to provide maximum safety to those crossing the streets.
6. Require all new development projects to accommodate the needs of pedestrians, bicyclists, and the physically challenged through use of sidewalks, paths, and other pedestrian amenities.
7. Continue to require sidewalks on at least one side of new City streets when topographically possible and retrofit sidewalks into established neighborhoods.
8. Require, through zoning and subdivision ordinance upgrades, traffic impact analysis for certain developments which have the potential to create on- or off-site traffic problems.
9. Limit the number of direct driveway access points on arterial and collector streets, and properly locate them, in order to maintain traffic flow and improve safety. The City's zoning ordinance contains detailed standards.

What is an Official Map?

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a "chamber of commerce"-type road map. It is actually a city or village ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area of a facility shown on the adopted Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets. Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. Additionally, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the city's or village's extraterritorial jurisdiction.

10. Require alignment of driveways on opposite sides of the street, and internal driveway connections between developments, to facilitate cross travel and minimize turning conflicts.
11. Require new subdivisions to provide more than one vehicular access point, wherever feasible.
12. Discourage creation of cul-de-sacs except in very limited situations, such as where topography or the pre-existing development pattern in the area necessitates their use.
13. Whenever possible, include aesthetic improvements such as canopy shade trees, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, or benches in all arterial and collector street construction and reconstruction projects.
14. Work with potential transit and paratransit providers to supply the City with service.
15. Coordinate capital improvements with the recommendations presented in the *City of Milton Comprehensive Plan*.
16. Encourage neighboring townships and Rock County to work closely with the City of Milton to implement the transportation recommendations and policies presented in the *City of Milton Comprehensive Plan*.
17. Support the preservation of Serns Road as “Rustic Road” under the State’s program.

D. Transportation Programs and Recommendations

The following section is a description of the transportation improvements illustrated and recommended through Map 8, as well as recommendations and programs which address non-map transportation issues.

Potential Future I-39/90 Interchange at County Highway M

A potential future I-39/90 interchange area at County Highway M is depicted on Map 2. If an interchange were to be constructed at this location, it would need to be driven by private development that would primarily include employment uses. For the appropriate type of development, the City is open to supporting the construction of an interchange, but the private sector would need to lead this initiative in order for the City to “sponsor” the interchange, as required by WisDOT.

An interchange at County Highway M would meet the DOT requirement that interchanges be spaced at least 1.5 miles from one another on the same corridor. This location is approximately 3.5 miles from the Newville interchange and approximately 4.3 miles from the Highway 26 interchange. The City sees no major limitations to studying an interchange at County Highway M, aside from WisDOT’s determination of whether there would be sufficient demand for it.

The area around the potential interchange is currently outside of the City limits, but much of it is within its extraterritorial jurisdiction (ETJ). If an interchange is programmed at this location, the City would seek to annex properties in the Town of Milton along County M between it and the current municipal boundary, which is approximately 1.3 miles to the east. Depending on the size of the project driving the interchange, the City may seek to annex some properties west of it, which are currently outside of the City’s current ETJ and located in the Town of Fulton. However, the area west of the interstate is in the City of Janesville’s ETJ, so some form of intergovernmental agreement between the City of Milton, City of Janesville and Town of Fulton will be required. All lands brought into the City limits would be served with City of Milton water and sewer services.

If an interchange is funded at County Highway M, the City anticipates the area around the interchange to be dedicated to uses that generate significant amounts of employment. On the Future Land Use Map (Map 6), this area is marked as Agriculture/Rural with an overlay of Long Range Planned Mixed Use. The Long Range Planned Mixed Use category allows for a carefully planned mix of General Business, Residential - Multi-Family, Light Industrial, and/or Community Facility land uses. However, it is the City’s intention that this

area continue as agricultural land and maintained in cultivation and husbandry land uses unless and until an interchange is constructed. Otherwise, this area should not be developed or rezoned, including rezonings for extraction or disposal land uses.

Minor Arterials and Collectors

As the City expands, existing roads will be extended and new roads will be added to maintain a complete, interconnected roadway network. Several existing roads will become minor collector roads. These include Sunset Drive, which will become the main east-west collector north of Madison Avenue. North Side Drive will also serve collector functions as it extends north into planned development areas. On the south side, southerly extensions of Municipal Drive, Hilltop Drive, and Rogers Street are all anticipated. St. Mary Street is designated as an east-west collector south of High Street. That street is planned to connect across John Paul Road to Vincent Street, which would be relocated to the west to improve access to the West Side Industrial Area. Other completely new collector roads are also proposed in Map 8 to serve future development.

Map 7 depicts the possible change to Serns Road. When Sunset Drive is extended through the John Paul Road/Serns Road area, Serns Road should be reconfigured so that it no longer connects directly with John Paul Road.

The City should update and consolidate its Official Map to include these new road alignments and appropriate rights-of-way. In general, the City's recommended right-of-way for collector roads is 80 feet. These alignments should then be protected and reserved, and dedicated and constructed when necessary. All collector roads should include sidewalks on both sides and street trees. The City should also work with WisDOT to update the City's functional classification map. This increases the possibility that state and federal funding assistance may be applied to certain road construction projects.

Local Roads

New local roads needed to serve development are not shown on Map 7, except where they provide key connections to main roads. Local roads should be shown on detailed neighborhood development plans and obviously subdivision plats as new neighborhoods develop. Local street connections should be timed so that they do not serve as de facto collector or arterial streets until the actual collector or arterial road is constructed. Subdivisions and other developments should be interconnected by local roads. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for police and fire access, street maintenance, and snow plowing.

The City's required right-of-way width for local roads is 66 feet. Sidewalks should be constructed on both sides of local roads when topographically possible. The City should also require the planting of street trees with the approval of new subdivision plats.

The City may consider closing Storrs Lake Road at Janesville Street in order to reduce the impacts from the vibration of heavy truck traffic to the Milton House and associated buildings. The importance of this road for through traffic has been reduced since the Highway 26 bypass was completed. A cul de sac would be the likely solution at this location, which is indicated on Map 7.

Intersection Improvements

A traffic signal at the intersection of Janesville Street and High Street was removed after a traffic study conducted in 2013-2014 showed that it was not necessary. A new traffic signal was added at the intersection of Janesville Street and St. Mary Street. The traffic study determined that a traffic signal was not needed at the intersection of Madison Avenue and John Paul Road.

Over the planning period, upgraded traffic controls may be warranted as the traffic pattern impacts from the Highway 26 bypass project continue to be studied. When the time comes to install a traffic control device, the

City of Milton will consider traffic signals, modern roundabouts, and/or revised intersection geometry to determine which type of traffic control best fits the need of a particular intersection.

Pedestrian and Bicycle Facilities

Pedestrian and bicycle movement is a real alternative for communities of Milton's size and form. All activities are relatively close to each other, and key job centers, shopping districts, parks, and schools are generally clustered (e.g., High Street Civic Center). Further, there are increased levels of state and federal financial assistance to communities interested in developing bicycle and pedestrian networks.

The City should develop a comprehensive bikeway system, which connects to the emerging regional system. In general, all new streets should be planned and developed with the expectation that they will be used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (4+ feet) and/or off-street routes are the preferred option. Off-street bike paths are often preferred where recreational traffic is heavy, and multiple uses (walking, skating) are anticipated or encouraged. Off-street paths are generally 10 feet in width, and should be constructed within a minimum 20 foot easement or right-of-way.



Map 7 includes a conceptual plan for the City's designated on- and off-street bikeway system. It is intended to be a starting point for bikeway planning and development in Milton. As a first step, the City should refine and incorporate the bikeway plan as part of its Comprehensive Outdoor Recreation Plan. This will enable the City to capture state and federal grants to assist in bikeway acquisition and development. The City should also require the dedication of easements or rights-of-way for bikeways with the approval of new developments, and budget funds for bikeway development.

The conceptual bikeway plan depicted in Map 7 features a loop system around the City, a central north-south spine, and connections to Rock County's regional bike path and the lakes around Milton. The County path will initially connect Milton with Janesville and the Ice Age Trail on the abandoned Chicago and Northwestern railroad line, and with the Glacial River Trail in Jefferson County. Within the City, the path would pass directly through Junction Square. North of the City of Milton, the bike path could follow one of three routes. If still available, the City supports use of the abandoned rail line to the extent possible. The planned City bikeway system also features the following routes:

- ◆ A north-south spine through the center of the City, generally along the alignments of North Side Drive and Hilltop Drive, from the planned extension of Sunset Drive on the north to Townline Road on the south. This route is important to connect the north side of the City to the south side.
- ◆ A route which connects Junction Square to the High Street Civic Center, generally along Vernal Avenue, John Paul Road, and Municipal Drive.
- ◆ A route which connects the Clear Lake recreational/residential area to the County's regional path just north of the current developed area of the City. This could be used to bring recreational traffic into Junction Square.
- ◆ A route along Townline Road which would connect the County path to the central north-south spine and the planned Crossridge Park.

- ◆ A short spur along Basswood Lane, connecting the central spine to Schilberg Park through the City's well site.
- ◆ A mainly bicycle/pedestrian connection between Schilberg and Crossridge Parks, the City's two community parks.

All new private development should also provide appropriate bike and pedestrian facilities, including private sidewalks that connect to public sidewalks and bicycle racks.

The City could also explore connecting its bicycle facilities to others in the region such as the Rock River Trail bicycle route. This bicycle route is part of the Rock River Trail Scenic and Historic Route – an auto route that roughly parallels the Rock River, connecting people to natural resources and other assets of the Rock River Valley. This route runs 320 miles through eleven counties in two states, beginning in Fond du Lac County, Wisconsin, and ending in Rock Island, Illinois. The Rock River Trail also includes the Rock River National Water Trail. Janesville would be the mostly likely place to connect to the Rock River Trail via the Ice Age Trail.

Inter-city Transit

With a changing population, Milton should support efforts to increase transit and para-transit services over the planning period. These include:

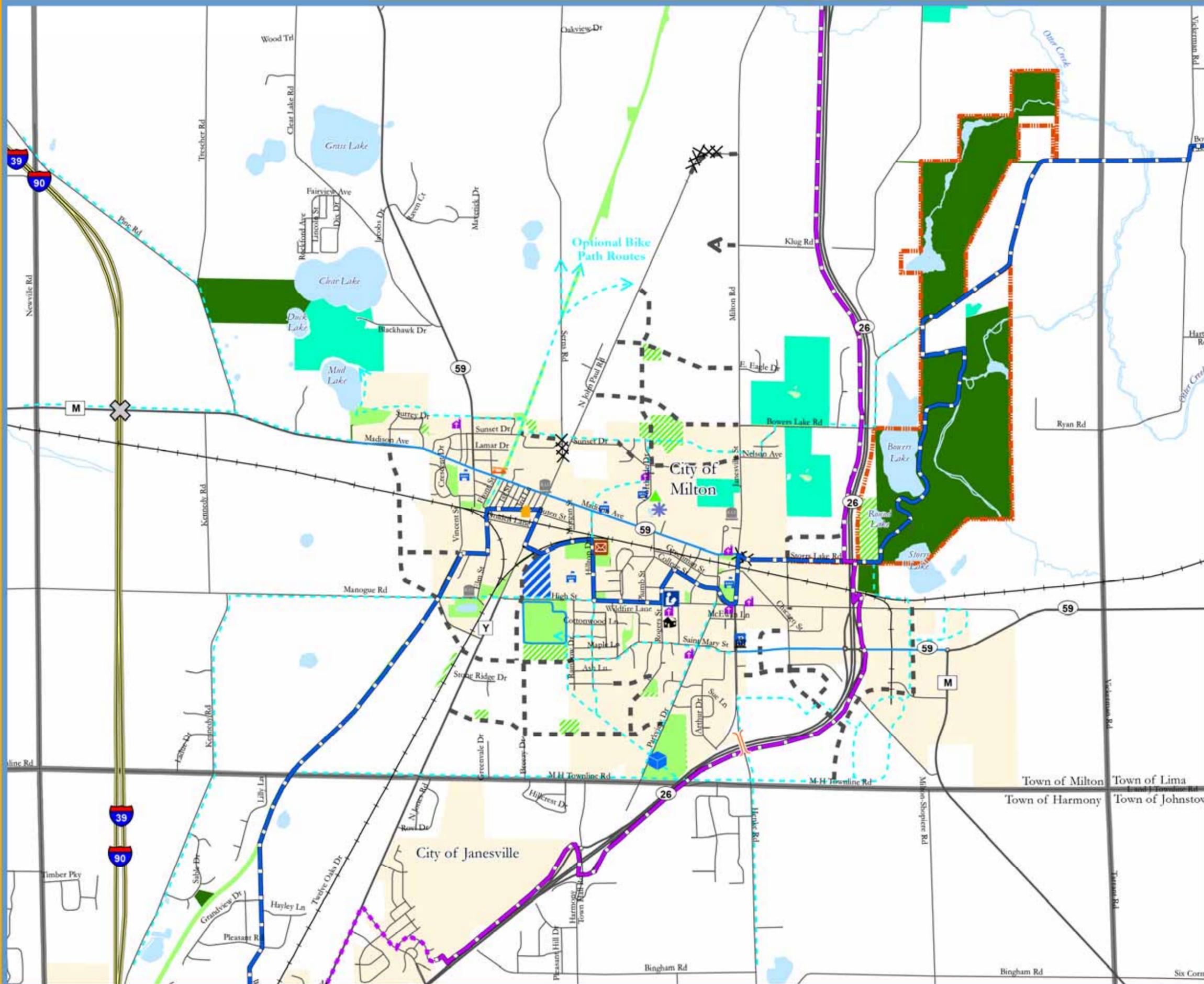
- ◆ Exploring of extension of bus service from the City of Janesville to Milton to serve trips to Blackhawk Technical College, jobs, shopping, and health services.
- ◆ Supporting the implementation of shared ride taxi service.
- ◆ Supporting re-connecting smaller cities through inter-city bus service

Other Transportation Options

The City will continue to work with the County and other transportation providers to support other transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations and transportation services for lower income workers. Available programs include:

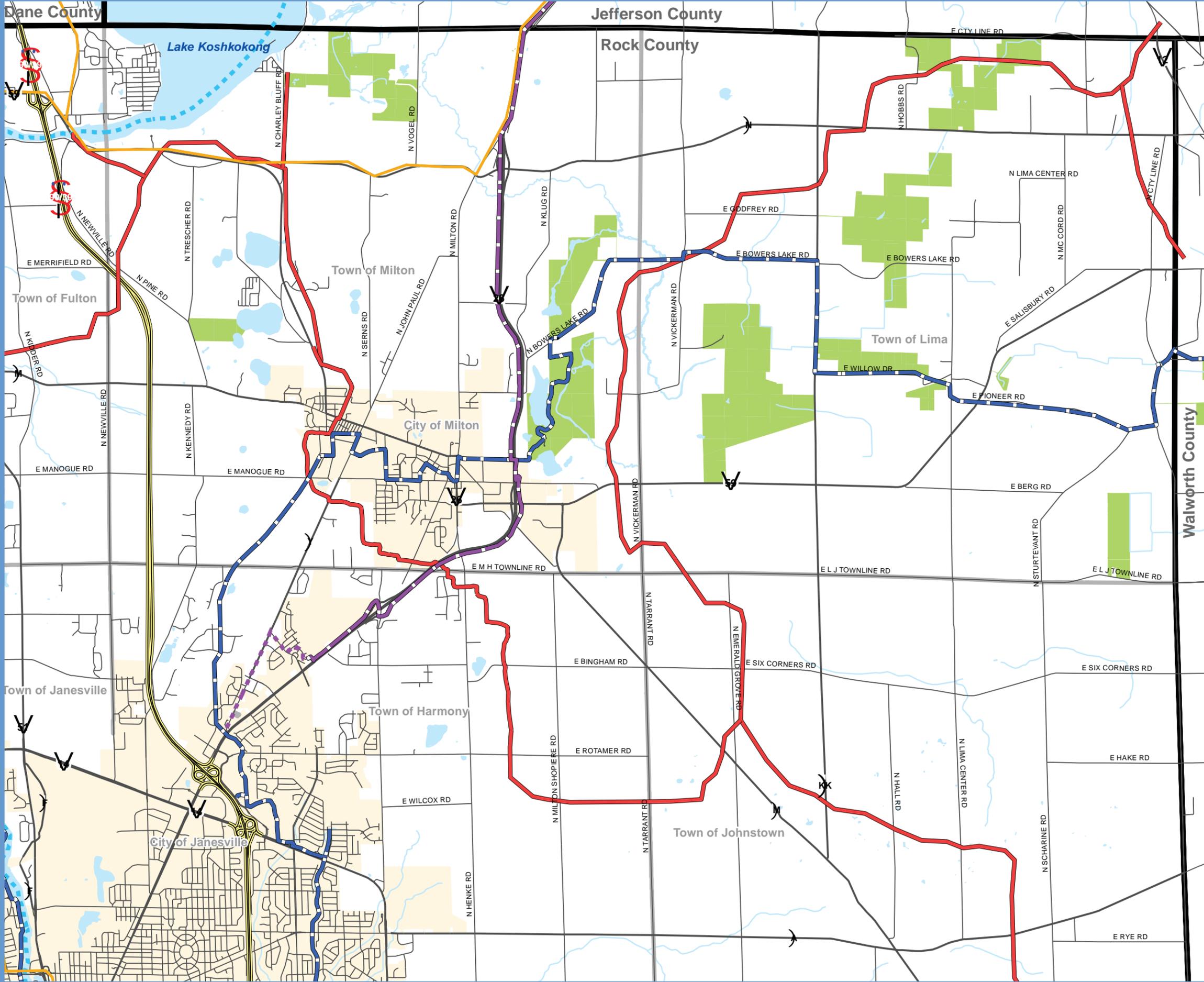
- ◆ *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training, and the purchase of equipment. This program requires a 20 percent local match in funding.
- ◆ *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80 percent of the cost of eligible equipment.
- ◆ *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports transportation services to link low-income workers with jobs, training centers, and childcare facilities. Eligible applicants include local governments and non-profit agencies.

City of Milton
Comprehensive Plan
Map 7:
Transportation and
Community Facilities



- City Boundaries
- Town Boundaries
- Surface Water
- Transportation Facilities**
 - Interstates
 - Major Roads
 - Local Roads
 - Proposed Roads (Arterial and Collectors only)
 - Road Segments to Be Removed after New Roads are Constructed
 - Railroads
 - Ice Age Trail
 - Glacial River Trail
 - Glacial River Trail Connector
 - Other Existing Bike/Pedestrian Trails and Routes (Off and On Street)
 - Proposed Bike/Pedestrian Trails and Routes (Off and On Street)
 - Overpass
 - Potential Future Interchange Area
- Community Facilities**
 - Post Office
 - Cemetery
 - City Hall
 - City Public Works Facility
 - Wastewater Treatment Plant
 - Fire Station
 - Police Station
 - The Gathering Place
 - School
 - Milton Public Library
 - Church
 - YMCA
 - Milton Area Youth Center
 - Golf Course
 - Future School Expansion Area
 - Existing City Parks and Recreation
 - Future City Parks
 - WI DNR and County Park Areas
 - Privately-owned Recreation Areas
 - Storrs Lake Project Area Boundary

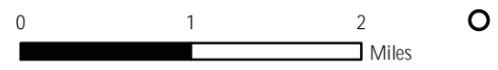
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City of Milton Comprehensive Plan

Map 8 Regional Trails

- City Boundaries
 - Town Boundaries
 - County Boundaries
 - Surface Water
 - WDNR-Managed Land
- Transportation Facilities**
- Interstates
 - Major Roads
 - Local Roads
- Regional Trails**
- Ice Age Trail
 - Glacial River Trail
 - Glacial River Trail Connector
 - Rock River Trail - Road Route
 - Rock River Trail - Water Route
 - Snowmobile Trails



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Chapter Five: Utilities and Community Facilities

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Milton. Map 7 highlights several of the utilities and facilities described below.

A. Existing Utilities and Community Facilities

City Facilities

In July of 2014, City Hall relocated to 710 South Janesville Street. This building houses most administrative offices of the City, the Police Department, and the Municipal Court. The Public Works Department and Building Inspection relocated to 150 Northside Drive in 2012.

Police Facilities

The Police Department moved to its new location at 690 South Janesville Street in July of 2014. The new facility contains a climate-controlled evidence room, covered parking for police vehicles, and other improvements. Also in 2014, the Police Department became a Wisconsin Law Enforcement Accreditation Group Accredited Agency. The accreditation process required the Police Department to demonstrate compliance with standards covering all aspects of law enforcement administration and operations. The Department has 11 full-time officers and several part-time officers.

Fire Facilities and Emergency Medical Services

The Milton Fire Department is located at 614 West Madison Avenue. The Department's service territory covers approximately 90 square miles, and includes the City of Milton, and the Townships of Milton, Harmony, Johnstown, Lima, and Koshkonong. The Fire Department, which also provides emergency medical services, is jointly owned by both the City and Town of Milton and governed by the City of Milton & Milton Township Joint Fire Commission. The Joint Fire Commission consists of six members comprised of three members of the City of Milton Common Council and three members for Town of Milton Town Board. The Joint Fire Commission is responsible for the financial oversight of the Fire and EMS operations. Expenses are split evenly between the two municipalities. The Fire Department is currently exploring the possibility of a new facility and/or location.

Health and Childcare Services

Milton is served by several health care facilities. Edgerton Hospital Milton Clinic at 831 Arthur Drive offers family and internal medicine services. The Mercy Milton Medical Center at 725 South Janesville Street provides family medicine, geriatric care, and obstetrics services. Other full service hospitals are located within a 20-minute drive from Milton, including Mercy Hospital and St. Mary's Hospital in Janesville and Edgerton Hospital in Edgerton.

The City of Milton is also served by multiple child care facilities including Small Wonders Learning Center at 880 McEwan Lane, Parker YMCA at 1360 Parkview Drive, and Zasty's Family Child Care on Rivendell Drive. The School District of Milton offers Pre-K in several locations in the community, including Creative Beginnings (347 South John Paul Road), Milton East Elementary (725 Greenman Street), Milton Pre-School

Utilities and Community Facilities Recommendations Summary

- ◆ Implement the recommendations of the Comprehensive Outdoor Recreation Plan and the park and open space recommendations in this Plan
- ◆ Consider relocating the Wastewater Treatment Plant in the long-term future to create redevelopment opportunities in Goodrich Square and the College District
- ◆ Continue to collaborate with the Milton School District on issues of mutual concern

Learning Center (241 Northside Drive), Milton West Elementary (825 West Madison Avenue), Small Wonders Learning Center, and Parker YMCA.

Schools

School District of Milton is extensive, covering approximately 100 square miles. All children residing within the City of Milton attend the School District of Milton. The District also covers portions of the Towns of Lima, Johnstown, Milton, Harmony, Fulton, and Janesville. The district currently includes a high school (grades 9-12), middle school (7-8), intermediate school (4-6), and four elementary schools (K-3). Enrollment for the School District, shown in Figure 5.1, grew by about three percent between 2009-2010 and 2014-2015. Growth is due to the mutually reinforcing trends of housing growth, education quality, and the large quantities of families in living in the School District. Growth on the northeast side of the City of Janesville, in particular, has had a significant effect on School District of Milton enrollment. Enrollment increases at the elementary school level prompted the reopening of Harmony Elementary in 2006. However, growth across most grade levels has begun to level off. In the 2014-2015 school year, approximately 40 percent of students in the School District lived in the City of Janesville. Milton High School enrollment figures also include a limited number of students enrolled in the Milton, Edgerton, Clinton Alternative School (MECAS). Figure 5.2 illustrates school district boundaries in and around Milton.

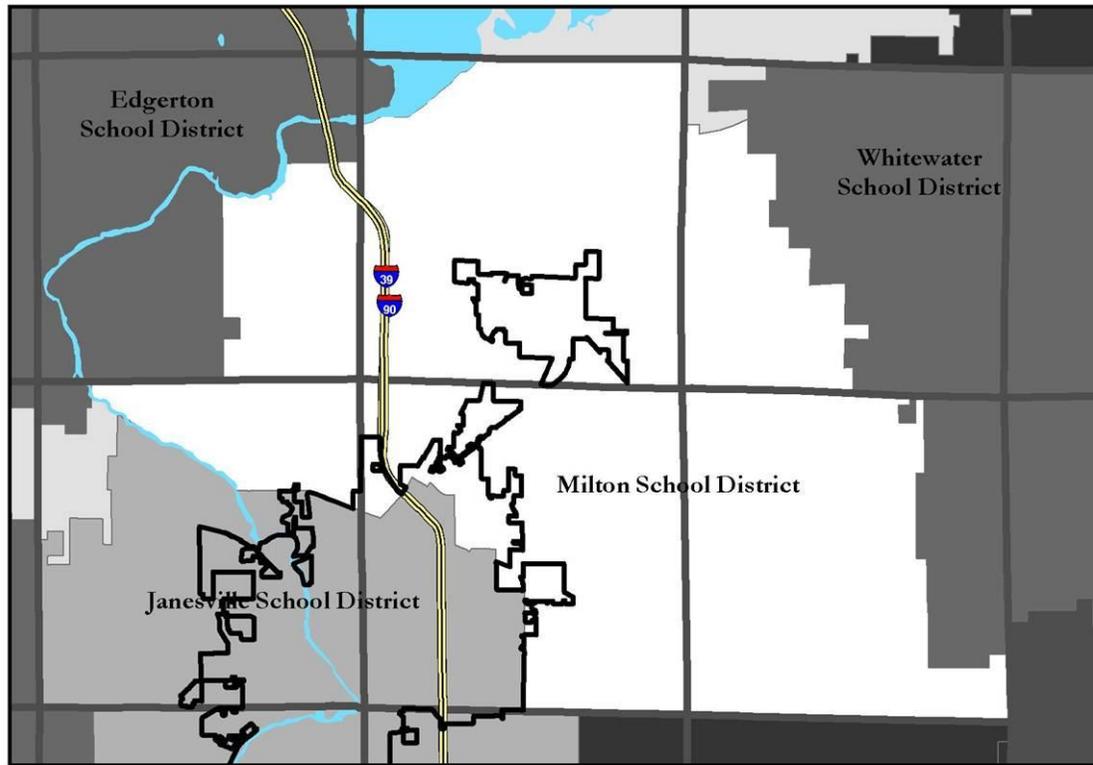
The School District of Milton has acquired land west of the current high school for future facility expansion. As this *Plan* was being updated, the School District was undergoing a facilities strategic planning process to determine whether there is a need for a new school, rearrangement of existing facilities, or other changes to adapt to enrollment growth and students' evolving educational needs.

Figure 5.1: School District of Milton Enrollment, 2009-2014

Name	Location	2009 -2010	2010 -2011	2011 -2012	2012 -2013	2013 -2014	2014 -2015
Consolidated Elementary	4838 CTH F (Janesville)	92	85	92	89	91	80
Milton East Elementary	725 Greenman Street	358	355	359	314	293	309
Harmony Elementary	4243 East Rotamer Road (Janesville)	269	278	261	277	259	247
Milton West Elementary	825 West Madison Avenue	314	285	451	437	422	421
Northside Intermediate	159 Northside Drive	724	746	751	776	784	766
Milton Middle	20 East Madison Avenue	482	472	455	503	534	525
Milton High	114 West High Street	1,023	1,010	994	992	991	1,022
Total Enrollment		3,292	3,231	3,363	3,338	3,374	3,370

Source: Wisconsin Department of Public Instruction, July 2015

Figure 5.2: School District of Milton Boundaries



Parks and Recreational Facilities

The City of Milton has approximately 240 acres of parks and open space, including recreational spaces associated with elementary schools in the City. The following is a description of existing facilities depicted on Map 7:

- ◆ Schilberg Park: This 37-acre school/community field sports facility is located along High Street southwest of Milton High School. It is managed by the School District. It includes football, soccer, and softball fields as well as a playground, walking path, pavilion, picnic space, and sand volleyball area. Schilberg Park is host to the Milton Independence Day Celebration
- ◆ Crossridge Park: This 40-acre park is located on the south side of Milton between Parkview Drive and Janesville Street. A small path, playground and prairie currently exist on a portion of the park, while most of the land is leased to a local farmer for crops. The Parker YMCA is located on the south side of the park. The park has been planned for development by the City since the early 1990s, but lack of funding has left the remaining portion of the park undeveloped.
- ◆ Central Park: This 8-acre community park is located at the intersection of Municipal Drive and Hilltop Drive. Facilities include a lighted softball field, bleachers, lighted outdoor ice rink, tennis courts, sandbox, drinking fountain, restrooms, and a picnic shelter.
- ◆ LaMar Park: This 8-acre neighborhood park is located on South Crescent Drive adjacent to West Elementary School. Facilities include a baseball and softball diamond, horseshoe fields, play equipment, restrooms, drinking fountains, and picnic tables.

- ◆ South Goodrich Park: This 4.3-acre neighborhood park is located on High Street. It is the City's oldest park and is located in the Historic District. Facilities include softball diamonds, informal ball fields, gazebo, bleachers, restrooms, and a drinking fountain. A splash pad was constructed in 2013.
- ◆ North Goodrich Park: This 2-acre neighborhood park is located on East Madison Avenue at the intersection of Business 26 and Highway 59. Facilities include play equipment, shuffleboard, picnic tables, and a drinking fountain. This park is the current location of the annual Chicken Barbeque.
- ◆ Veterans Park: This 2-acre neighborhood park is located at the corner of Hilltop Drive and East High Street. This park includes a Bicentennial monument which holds 2 time capsules, to be opened in 2076. Facilities include play equipment, picnic shelter and tables, sandbox, and a drinking fountain. This park contains the Milton Area Veterans Memorial.
- ◆ East Elementary School: This site, located on Parkview Drive, encompasses 2 acres and includes play equipment and basketball hoops.
- ◆ West Elementary School: This site, located on South Crescent Drive, encompasses 2 acres and includes play equipment.
- ◆ Liberty Park: This 1.4-acre special use park is located on South Clear Lake Avenue. Facilities include a lighted Little League baseball field, bleachers, restrooms, drinking fountains, picnic tables, and a playground.
- ◆ Tower Hill Park: This 3-acre park is located between Wildfire Lane and St. John Avenue. This park includes play equipment.
- ◆ College Green Park: This 1-acre special use park is located on the former Milton College campus and is considered a memorial to the College. Improvements include picnic tables and a sign for the Milton College Historic District, which was replaced in 2015.
- ◆ Railroad Park: This 1-acre mini park is bordered by Merchant Row and Front Street. Oriented toward passive recreation, improvements include a drinking fountain, picnic tables, and waste containers.
- ◆ FFA Park: This 1-acre mini park is located on John Paul Road. Oriented toward passive recreation, improvements include picnic tables and waste containers.
- ◆ Mud Lake Park: This 11.4-acre open space is located off of Madison Avenue and is a wooded area with walking trails on Mud Lake.
- ◆ Tails 'n' Trails Dog Park: This 15-acre dog park is located in the southwest area of the City near John Paul Road and Vincent Street. The park includes separate fenced areas for large and small dogs as well as a K-9 agility/training course and a small playground outside of the fenced area.



Regional Trails

Several prominent regional trails run through Milton and the surrounding area. These include:

- ◆ Ice Age Trail connection, which runs east-west through center of the City
- ◆ Glacial River Trail on the east side of the City, which runs north-south, parallel to the Highway 26 bypass
- ◆ Dane County Snowmobile Trail, which runs north-south on the City's west side
- ◆ Rock River Trail (Road Route), which runs along County Highway N northwest of the City, roughly following the Rock River
- ◆ Rock River Trail (Water Route), which is located on the Rock River

Map 8 depicts the Regional Trails that run through Milton. These trails are described in detail elsewhere in this *Plan*.

Oak Ridge Golf Course

Located at 1238 Bowers Lake Road, the Oak Ridge Golf Course is a privately-owned, 18-hole course. It also includes the Bonny Meade Links, which is Scottish links-style course with nine holes. Both courses are open to the public. Oak Ridge offers lessons and leagues, and it hosts several tournaments a year.

The Gathering Place

The Gathering Place, a full-service senior activity center and community center, is located at 715 Campus Street near the former Milton College campus. Services currently offered include a senior lunch program, day trips to theatre, music and sports events, games and activities, extended trips, movies, special events and workshops, special interest classes, and general health services such as blood pressure screening, notary public, exercise equipment, and massage therapy. The Gathering Place is seeking to expand its overall presence in the City. To this end, has acquired approximately two acres adjacent to the original site. It also has added intergenerational programming such as Seniors and Seniors, which connects senior citizens to high school seniors through storytelling and song. It also offers the Concerts in the Park concert series during the summer months. Its small gardens are open to the public on a regular basis. The Gathering Place is also a beautiful and versatile wedding venue, and it is one of only a few wedding venues in Milton.

Parker YMCA

The Parker YMCA is located at 1360 Parkview Drive in Milton, within Crossridge Park. The facility was completed in 2013. It is part of the Northern Rock County YMCA, which also includes the Downtown Janesville YMCA. The Parker YMCA offers a wide variety of programs, including child care, aquatics, youth sports, day camp, health and fitness, youth and teen fitness, and programs for active older adults.

Library

The Milton Public Library is located in the main level of the Shaw Municipal Building at 430 East High Street. In addition to books, the library loans videos, DVDs, and audio books, and provides access to several online databases and the internet. The library is part of the Arrowhead Library System, which is currently located in the basement of the building. Under an agreement with all Rock County libraries, each must be reimbursed for loans they make to residents of cities in Rock County outside their service area. An expansion to the library is being planned in order to provide more space and meeting areas. The library will be expanded into the second floor of the building. The project will also provide much-needed renovations such as providing ADA-accessible restrooms and a sprinkler system. As of this writing, the expansion project is expected to be complete by the end of 2016.

Urban Service Area

The City's Urban Service Area is depicted on Map 1. This boundary indicates locations where the City will seek to provide urban services such as water and sewer. There may be small areas within the Urban Service Area boundary that may not be serviceable due to site-specific constraints. There is no guarantee that urban services can be provided in every location within the Urban Service Area boundary.

Water Supply and Wastewater Treatment

The vast majority of development in the City is served by municipal sewer and water. The City's wastewater treatment plant is located at 41 North Street. Properties located on the periphery of the City are served by private wells and individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields.

Solid Waste Disposal and Recycling

The City of Milton contracts with a private company for the City's refuse collection and recycling needs. Garbage is collected on a weekly basis; recycling is collected bi-weekly.

Telecommunications and Power Distribution

There are two telecommunication towers in the City, one located on the water tower on South Clear Lake Road, the other at 385 Vincent Street. Alliant Energies provides Milton's electric services.

The American Transmission Company owns and operates the electric transmission lines and substations in the eastern and southern portion of Wisconsin. Its 10-Year Transmission System Assessment (2014), Zone 3, which includes Milton, identifies numerous system limitations such as low voltages, high voltages, and transmission-facility overloads. Numerous projects are planned in Zone 3 to address these issues, although nothing is planned for the area surrounding Milton.

Cemeteries

There are three cemeteries in Milton: Milton East Cemetery on South Janesville Street, Milton Junction Cemetery on North John Paul Road, and St. Mary's Cemetery on West High Street.

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

Goals

3. Maintain the City's high quality of life through access to a wide range of sustainable public services and facilities, coordinating with future land development plans.

Objectives

1. Implement and update the City's Comprehensive Outdoor Recreation Plan.
2. Preserve attractive areas for eventual park or recreational purposes.
3. Provide parks within walking distance of all new residential areas.
4. Emphasize family-oriented and passive recreation facilities within City parks.
5. Coordinate with other area partners on the joint provision of recreational facilities and services to Milton residents, where feasible and appropriate.
6. Encourage expansion of Rock County parks and recreational facilities in the Milton area.
7. Maximize the use of existing utility systems and plan for the orderly, sequential extension of utilities.
8. Ensure that the City's utility system has adequate capacity to accommodate projected future growth.
9. Reserve logical areas for stormwater drainage and storage.

Policies

1. Follow the recommendations of the City of Milton Comprehensive Outdoor Recreation Plan when making park acquisition and development decisions. Update that plan as appropriate to reflect ideas put forth in this *Comprehensive Plan*.
2. Support the design and development of a regional bicycle and pedestrian trail system within Milton and connecting Milton to Janesville, Jefferson County, and the Ice Age Trail.

3. Use a combination of public park lands; private recreational space; site, neighborhood, and transportation corridor planning; and regulations to achieve permanent community separation between Milton and Janesville.
4. Encourage development of additional County park lands and facilities within the Milton area, particularly southwest of the City to support community separation objectives.
5. Design all parks with multiple access points from surrounding neighborhoods.
6. Coordinate acquisition of park and open space lands with urban growth and development to provide for reasonable acquisition costs and facilitate site planning.
7. Acquire neighborhood parks in developing areas through park land dedication requirements, or through use of fees-in-lieu of dedication.
8. Design park facilities to meet the needs of all residents of the City including special groups such as the elderly, the disabled, and pre-school age children.
9. Work with the School District of Milton, neighboring jurisdictions, YMCA, and Rock County to provide joint park and recreational services and facilities, where feasible and appropriate.
10. Emphasize the development of more family and passive recreational facilities within Milton parks, such as trails, gardens, natural areas, picnicking areas, shelters, wading pools, and sledding hills.
11. Follow the recommendations of the City of Milton Report on Water Utility, Stormwater Drainage Study, and Sanitary Sewer System Study when making utility decisions. Update these studies as appropriate.
12. Do not extend sanitary sewer lines outside the City of Milton corporate boundaries.
13. In collaboration with Janesville and surrounding communities, explore regional approaches to managing services such as building inspections, plumbing inspections, and fire and rescue.

C. Utilities and Community Facilities Programs and Recommendations

The following section is a description of the utility and community facility improvements illustrated and recommended through Map 7, as well as recommendations and programs which address non-map issues.

Park and Recreation Facilities

Park and recreational facilities provide Milton residents with both active and passive recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property values, and enhance overall quality of life. However, the City must plan for continued park and recreational facilities for these to be provided in adequate numbers, types, and locations to meet the demands of future growth.

The park and recreational facility recommendations of this *Plan* build off of pending park improvements, the recommendations of the City's Comprehensive Outdoor Recreation Plan Update, 1996-2001 and 2001-2005 update, and the results of the 2004 community survey. The Comprehensive Outdoor Recreation Plan indicated that the greatest apparent need was for both community (minimum 15 acres) and sub-neighborhood (between 1 and 3 acres) parks. The areas of the community with the greatest park needs

included the northwest, northeast, and south central parts of the community. The community survey administered as part of this comprehensive planning process revealed strong interest in the additional passive recreational park space, including walking trails, gardens and ponds, wooded areas, playground equipment, and/or a wading pool.

This *Plan's* park and recreational facility recommendations are shown on Map 7 and described as follows:



- ◆ Emphasize Schilberg Park as the hub of active recreational opportunities. Future park development should be sensitive to the fact that the City has planned residential development around the park, including controls on lighting and implementation of landscaping and berming. Bike and pedestrian connections should be provided in all directions.
- ◆ Implement the master plan for the development of Crossridge Park on the City's southeast side in collaboration with the YMCA. This park can serve the recreational needs of the City's growing south side.
- ◆ Plan for and acquire new neighborhood and sub-neighborhood parks to serve new residential neighborhoods in the following areas: near John Paul Road on the far north side of the Urban Service Area; between the Greens neighborhood and Townline Road; east of John Paul Road on the southwest edge of the Urban Service Area; adjacent to a new residential neighborhood east of Business 26 and north of Storrs Lake Road. In general, all residents in a neighborhood should be within a 10-minute walk (at most 1/2 mile) from a neighborhood park facility.
- ◆ Implement a bicycle and pedestrian trail system (described in Chapter Four: Transportation) intended to link the City's parks and provide connections to regional recreational facilities near the City, e.g., Storrs Lake Wildlife Area. Sidewalks should also be provided in new neighborhoods.
- ◆ Implement the recommendations relating to public open space (particularly Liberty Park and Railroad Park) in the master plan for Junction Square.
- ◆ Implement the recommendations relating to Goodrich Park in the master plan for Goodrich Square.
- ◆ Plan for a large community park/recreational facility on the north side of the City. The Future Land Use Map identifies an area on Northside Drive that may be suitable for a community park. This park could be combined with a regional stormwater basin. In total, such a site would be ideal for passive recreational opportunities such as trail development and picnicking. However, the City will consider the following criteria when evaluating other potential sites.
 - Parcel size should be at least 30 to 40 acres
 - Possible facilities may include athletic fields, shelters and picnic facilities, restrooms, play structures, skate park, indoor multi-use space, and off street parking lots
 - Location should promote safe community access via multiple modes (bike, car, walking)
 - There should be potential for combining the park with a long-range school site

Other factors that will be considered in selecting a community park site include:

- Relative acquisition costs
- Location and accessibility from population centers
- Ability to provide utilities and services
- Centrality to the community
- Conflicts of uses surrounding the area
- Relationship to natural greenspace systems
- Ecological impacts of park development

- ◆ Continue to require parkland dedication with new developments to fully supply the recreation demands of the City's growing population. In addition to a land dedication or fee-in-lieu amount for land acquisition, many communities are also now requiring the payment of a parkland development fee. The City must follow the Wisconsin impact fee law in adopting such fees. The City should also apply to State Stewardship funds and other grant programs to assist with the acquisition and development of parks and trails.

Other Municipal Facilities

As the City continues to expand geographically and demographically, increased strains will be placed on its municipal buildings and facilities. Given recent School District momentum on future recreational facilities, intergovernmental discussions regarding regional approaches to the provision of services, and aging municipal facilities (e.g. public works and City Hall), the City will study the best approach for providing facilities and services in the future, which may include:

- ◆ Inventory of existing conditions
- ◆ Identification of future needs
- ◆ Exploration of opportunities for consolidation
- ◆ Identification of best long-term uses for current facilities and lands

Many community facilities such as City Hall, the Police Department, and the Public Works Building have been updated and relocated in recent years. Other community facilities are still being evaluated. The following is a description of the needs of specific municipal operations which the City may consider during this planning period:



Fire Department

The Fire Department is located at 614 West Madison Avenue near Junction Square. The City completed an expansion to Fire Department space in 1998. This facility will need to be updated over the planning period and may require renovation or relocation.

Wastewater Treatment Plant

The Future Land Use Map anticipates the continued location of Wastewater Treatment Plant in its present location. Additional lands are recommended to be added to provide a greater buffer between the plant and existing and planned development. However, from a land use planning and overall quality of life perspective, relocation of the plant from its current location would be preferable. The negative impacts associated with a Wastewater Treatment Plant—including odors and a need for an accessible sludge spreading location—will become increasingly problematic with anticipated growth in the area. City intends to explore options to potentially relocate the plant in the long-term future. In 2012, the City explored collaborating with the City of Janesville to provide sewer service to potential growth areas near the interstate, but it was determined to be cost prohibitive. For this reason, the City is less likely to pursue a regional wastewater treatment approach.

In 2013, the City's Engineer completed a Sanitary Sewer System Capacity Study. According to the study, the majority of Milton's sanitary sewer system has sufficient capacity, as the average flow is 420,000 gallons out of the 625,000 gallons available. Areas of concern include portions of the system that operate near capacity during peak flow events, specifically along North Street, Madison Avenue and John Paul Road. It also determines that significant portions of the system do not meet code, because they are constructed of 6-inch pipe and/or they are gravity sewers that are installed at less than the minimum required slopes. The study recommends the following:

- ◆ Renovate the lift stations on John Paul Road, Elm Street, and Madison Avenue (Lift Stations 5, 6, and 7) in order to meet current code requirements.
- ◆ Upgrade sanitary sewers that are smaller than 6 inches and installed at less than the code required minimum slope.
- ◆ Replace the sewer downstream of Lift Station 5 on John Paul Road as it operates above full flow capacity under peak conditions
- ◆ As development occurs on the west side of the City, consider extending a new interceptor sewer along Madison Avenue from North Street all of the way to the western edge of the City. Another would be to construct a lift station to the west and install a force main the length of Madison Avenue.
- ◆ Upgrade existing sewers in North Street, which are approaching capacity now and will need to serve planned development on the City's south side. (As of this writing, these upgrades are currently in the planning and development phases.)

The City should continue to monitor the capacity of the sewer system and make upgrades as necessary.

Water Supply

Water quality in Milton is generally good. The City adds chlorine, fluoride, and polyphosphate at each municipal well. A water quality study was done in 2002 to address taste and odor issues associated with water age in the distribution system.

Milton's water system consists of four deep sandstone wells, two elevated storage tanks, and over 31 miles of water main with shut-off valves and hydrants. The capacity of the City's storage tanks is 700,000 gallons. The output capacity of the City's wells is as follows:

- ◆ Well No. 2 225 gallons per minute (gpm)
- ◆ Well No. 4 puts out 800 gpm
- ◆ Well No. 5 puts out 1024 gpm
- ◆ Well No. 6 puts out 975 gpm

According to the City of Milton's 2008 Water System Study, the output capacity of Well No. 4 has been reduced to 800 gpm due to assumed pump wear. The City plans to rehabilitate Well No. 4 in addition to other future maintenance efforts to reach a future capacity of 1,000 gpm. In addition to planned system rehabilitation efforts, the City intends to expand system capacity as needed to meet future demand. Another option to meet future need would be to purchase water from the City of Janesville.

Public School Facilities

The School District of Milton includes the City of Milton, surrounding towns, and a portion of the northeast side of the City of Janesville. School District planning in Milton is complicated by the somewhat unusual grade alignments in existing facilities.

As of January 2014, all four elementary schools were reaching capacity, and Northside Intermediate School and Milton Middle School were operating over capacity. The School District is currently undergoing a strategic planning process evaluating the needs for new School District facilities. As of this writing, there are four main options under consideration. Because the planning process is ongoing, these options are subject to change. The options currently under consideration include:

- ◆ Option 1: Address maintenance needs at current buildings
- ◆ Option 2: Renovate existing high school and address maintenance needs at current buildings
- ◆ Option 3: Build a new high school, convert middle school to an elementary school, and address maintenance needs at elementary school buildings
- ◆ Option 4: Build a new high school, repurpose or close the existing middle school building, and address maintenance needs at elementary school buildings

Some of the four options contain alternatives such as reconfiguring grade levels, maintaining current grade levels, converting the middle school to an elementary school, closing the middle school, creating two intermediate schools. Option 1 may require a referendum to address all of the District's maintenance issues in a coordinated fashion, and other options may require a referendum as well. New schools would likely be built on vacant land next to Milton High School, which is owned by the School District. This area is identified as "future school expansion area" on Map 7. The City should continue to work with the School District as the facilities strategic planning process evolves. In particular, they should work together to explore how both entities can provide expanded recreational facilities that are available to both students and the public.

Enhance Access to Technology in the Community

Communities across the country recognize the importance of wireless and high-speed internet access to quality of life for residents, and as an economic development necessity to attract and retain technology-based employers and employees. The City should consider a multi-jurisdictional effort or work with private utility companies to develop a Technology Master Plan for the Milton-Janesville area. A Technology Master Plan would study what the current and emerging technology needs are, and identify how to most efficiently provide these services. One purpose is to form a telecommunications "fiber ring" around the City, including the industrial and office/business parks, schools, and libraries. The City may also consider revising the land division ordinance to include provision for installation of high-technology communications infrastructure, such as fiber optic lines, in new subdivisions.

Follow the Utilities and Community Facilities

Timetable

When creating expanding, or rehabilitating utilities or community facilities, the City should generally follow the timetable shown in Figure 5.3.

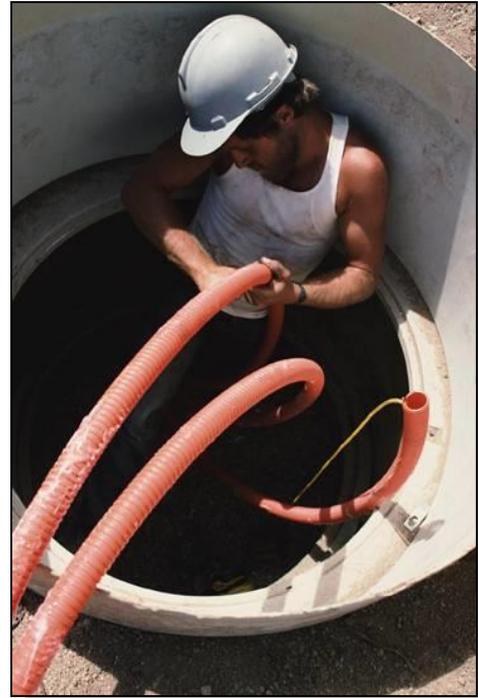


Figure 5.3: Timetable to Expand, Rehabilitate, or Create New Utilities or Community Facilities

Utility or Facility	Timeframe for Improvements	Description
Water Supply	Ongoing	Expand capacity as needed to meet future demand
Sanitary Sewer	Ongoing	Extend interceptors as necessary and cost feasible to serve development; explore possible relocation or other options for the Wastewater Treatment Plant
Solid Waste Disposal and Recycling	Ongoing	Continue to contract with a private waste disposal company for collection service
Stormwater Management	Ongoing	Continue to require compliance with quantity and quality components for all developments to mitigate flooding concerns and improve overall ground and surface water quality
	Ongoing	Update stormwater management plan and ordinance as needed
Fire Protection and EMS Services	2016-2018	Plan for future expansion in the short term.
Library	2015-2016	Expand facilities (underway)
Medical Facilities	Ongoing	Encourage improvements to existing facilities as needed; support larger clinic in Milton
Schools	Ongoing	Continue to coordinate and communicate with the School District on issues of mutual concern; support school facility expansion in Milton
Parks & Recreation	2015, 2020, 2025	Update 5-Year Comprehensive Outdoor Recreation Plan
	Ongoing	Implement recommendations of Comprehensive Outdoor Recreation Plan
Telecommunication Facilities	2015-2017	Update telecommunications tower ordinance; consider developing a Technology Master Plan
Cemeteries	Ongoing	Private parties will add to cemeteries as needed
Child Care	Ongoing	Area child care facilities are projected to expand to meet needs, serving new development and employment areas
Post Office	2015-2020	Explore potential relocation of retail portion of current post office to either Downtown area.

D. Strategic Initiative

The following Strategic Initiative applies to this element of the *Comprehensive Plan*.

Provide More Diverse Recreational Facilities and Programs

a. Coordinate recreational offerings among various recreation providers; establish areas of focus.

A variety of entities in the City provide sports and recreation options in Milton, including the City, MREC/School District, various youth sports leagues, and the YMCA. At this time, these entities do not fully coordinate their offerings with one another. Ideally, the various entities should not directly compete with one another, offer redundant programs, or omit key program areas. It would also be most efficient if each recreation provider carved out a special area of focus (such as by age group or type of activity), as this would further help to clarify roles. The City could help begin a conversation with the various entities in order to help meet this goal and coordinate the City's recreational offerings effectively.

The City owns most of the outdoor recreation and park facilities in the City but does not provide any recreational programs. However, the City could play a key role in facilitating discussions and planning between the various entities that do offer recreational programming to achieve a more coordinated and comprehensive set of programs that meet the needs of more Milton residents.

b. Expand recreational programs offered, including afterschool programs, non-team youth sports programs, and adult recreation programs.

While Milton has many excellent recreational offerings today, there are still some gaps that exist. Currently, no provider in the City offers afterschool programs, non-team sports programs for youth, or recreation programs for adults (other than bar leagues). Residents of Milton would benefit from these offerings, but recreational space is limited in the City, both indoors and outdoors. Most existing facilities are fully scheduled, particularly in the warmer months. The City should work with recreational providers to explore options for filling the gaps, which may involve creative scheduling of the facilities, expanded operating hours, and combining some existing programs as feasible.

c. Work closely with the School District of Milton to assess new facility needs and explore the idea of a regional sports venue.

The City should stay in close communication with the School District regarding the District's facilities and strategic planning process, which may ultimately lead to expanded recreational facilities available to the public and students. The School District and the City should work together to understand one another's recreational needs and priorities, so that if new facilities are proposed, the goals of both entities are understood and aligned.

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Chapter Six: Housing and Neighborhood Development

A community's housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land user in the developed portions of Milton. Housing not only provides shelter, but neighborhoods also help to establish a community's sense of place.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City, along with high-quality neighborhoods.

Housing and Neighborhood Development Recommendations Summary

- ◆ Support policies and programs that provide high-quality, affordable housing options in the community
- ◆ Consider detailed design guidelines for all new or expanded multi-family residential developments

A. Existing Housing Framework

The City of Milton boasts an eclectic collection of older and newer neighborhoods. Milton's historic neighborhoods are close to the two downtown and old college areas. Newer neighborhood development has occurred on the City's north and southeast sides. North side housing has occurred mainly along extensions to Sunset Drive—an emerging north-side collector street. Newer multi-family housing options are generally close to Highway 59 in this area. Southeast-side housing has occurred in the vicinity of Rogers and Saint Mary Streets, and points to the southeast. Multi-family housing in this area has generally been occurring near Janesville Street. There have also been a number of newer housing developments in nearby towns.

From 2000 to 2013, the City's total housing stock increased from 2,129 to 2,416 housing units. On average, the City added about 39 new housing units per year between 1990 and 2000, but that growth rate slowed in the most recent decade. As shown in Figure 6.1, most housing units in Milton are single family homes.

Figure 6.1: Housing Types, 2000-2013

Units per Structure	2000	2000	2013	2013
	Units	Percent	Units	Percent
Single Family (detached and attached)	1,497	70.4	1,749	72.4
Two Family (Duplex)	168	7.9	180	7.5
Multi-Family	450	21.1	487	20.2
Mobile Home/Other	14	0.6	0	0
Total	2,129	100	2,416	100

Sources: U.S. Census of Population and Housing, 2000, and 2009-2013 American Community Survey 5-Year Estimates

Figure 6.2 compares other 2013 housing stock characteristics in Milton with surrounding communities and Rock County. In 2013, Milton had a low average vacancy rate compared to surrounding communities. The percent of owner-occupied housing units in the City was 67.8 percent, lower than most of the other communities listed. The City of Milton has a somewhat affordable rental market. With a median monthly rent of \$811, median rent has gone up considerably from \$518 in 2000. While higher than some surrounding cities and Rock County as a whole, it is lower than rent in the Towns of Milton and Harmony. Owner-occupied housing in Milton also remains very affordable compared to nearby communities, and certainly the Madison market.

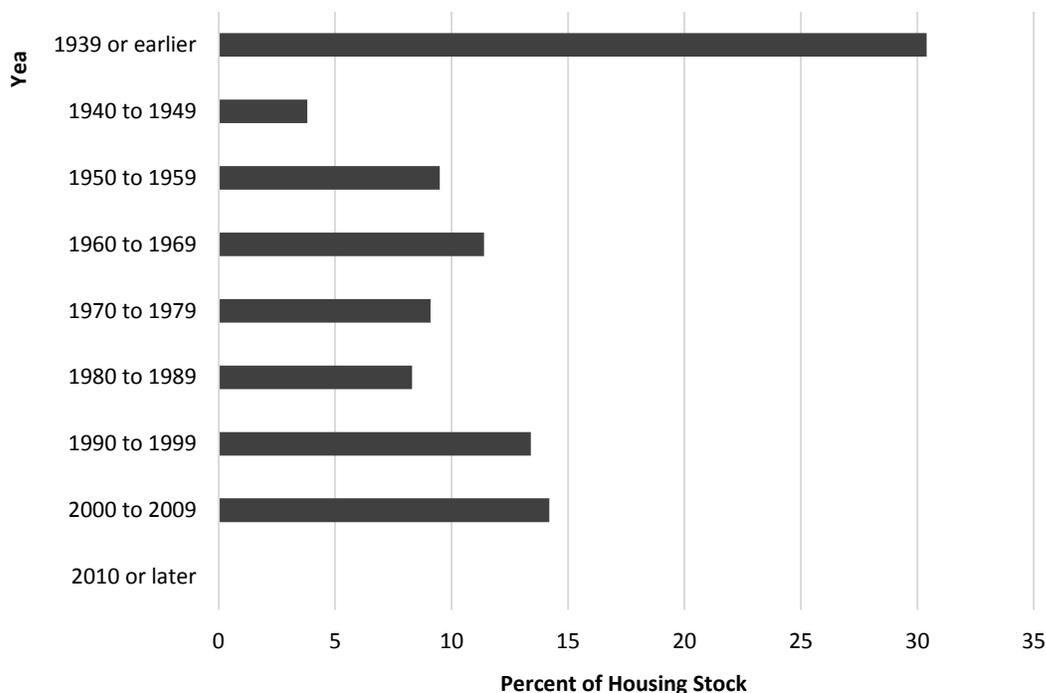
Figure 6.2: Household Characteristics Comparison

	Total Housing Units	Percent Vacant Housing	Percent Owner- Occupied Housing	Median Housing Value	Median Rent
City of Milton	2,416	6.5	67.8	\$132,800	\$811
Town of Milton	1,445	14.3	87.4	\$200,000	\$920
Town of Harmony	1,011	2.0	93.2	\$221,500	\$1,079
City of Edgerton	2,536	5.7	65.7	\$140,600	\$699
City of Evansville	2,032	7.4	70.1	\$163,400	\$831
City of Fort Atkinson	5,446	7.7	67.6	\$153,100	\$732
City of Whitewater	5,600	9.6	34.5	\$168,700	\$766
City of Janesville	27,294	6.0	68.5	\$130,000	\$740
Rock County	68,283	7.3	71.1	\$133,000	\$743

Source: 2009-2013 American Community Survey 5-Year Estimates

Figure 6.3 illustrates the age of the City's housing stock based on 2013 American Community Survey data. This characteristic is sometimes used as a measure of the general condition of the local housing supply. Given the historic nature of the City, it is not surprising that nearly 44 percent of Milton's current housing was built before 1959. About 14 percent of Milton's housing was constructed from 2000 to 2010. According to City of Milton data, thirteen single family units have been built since 2010, although this rounds to less than one percent of the total. A casual survey of the housing stock in the City reveals that housing is in generally good condition, regardless of age; however, in recent years, residents have expressed concern about the deteriorating appearance of older homes, either due to rental status or aging residents.

Figure 6.3: Age of Housing as a Percent of the Total 2013 Housing Stock



Source: 2009-2013 American Community Survey 5-Year Estimates

B. Housing Programs

Several housing programs are available to Milton residents, including home mortgage, down payment assistance, and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture.

The HOME Investment Partnerships Program, through the U.S. Department of Housing and Urban Development, funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) is run by the Wisconsin Department of Administration. The City can apply for HCRI funding and use it to help low- to moderate-income households acquire housing through down payment, closing cost, and gap financing assistance. HCRI funding can also be used to assist current homeowners with payments to cover mortgage, property tax, principal, interest, and/or arrearages in order to prevent foreclosure. Further information on these programs can be obtained by contacting the agencies that run them.

Owners of historic homes in Milton may be able to take advantage of the Historic Home Owner's Tax Credits, a 25 percent state income tax credit for repair and rehabilitation of historic homes. Additional information on this program can be obtained through the Wisconsin Historical Society at wisconsinhistory.org.

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

Goal

1. Provide safe, affordable housing and attractive neighborhoods for all Milton residents.

Objectives

1. Maintain a sufficient supply of developable land for housing, and provide necessary municipal services to these areas.
2. Design new neighborhoods that are pedestrian-oriented (e.g., served by sidewalks and bike routes) and located within walking distance of civic spaces such as schools, parks, and churches.
3. Update and enforce property maintenance codes to maintain neighborhood quality.
4. Encourage the maintenance and rehabilitation of older homes and neighborhoods.
5. Design neighborhoods that provide a range of housing types, densities, and costs, but which generally maintain the predominantly single family character of Milton.
6. Avoid the concentration of higher density, rental housing in any one part of the community.
7. Encourage small-scale neighborhood retail and service uses to locate close to residential neighborhoods.

Policies

1. Strongly encourage the provision of a full range of high-quality housing types in Milton (e.g. single family, duplex, and multi-family) for various age and income groups.
2. Promote residential development in areas of the City with convenient access to commercial and recreational uses, transportation, schools, jobs, and other facilities and services.
3. Encourage quality design in new neighborhoods, following the neighborhoods design principles included later in this chapter.
4. Improve existing housing within older neighborhoods through rehabilitation, ongoing maintenance, and promotion of home ownership through public and private programs.
5. Strengthen existing neighborhoods through maintenance of existing housing stock, creative reuse of vacant or under-utilized buildings, infill development on vacant parcels, and maintenance and improvement of parks and infrastructure.
6. Require all proposed residential developments dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition or development.
7. Require the planting of street trees in all new residential developments.
8. Require that the development of new neighborhoods comply with the City's historic housing mix, in order to maintain the character of the community while allowing for housing choice. See the Planned Neighborhood section of the Land Use chapter for specific recommendations.
9. Allocate multi-family units throughout the community to avoid creating large pockets of higher-density housing in any one area.
10. Plan for multi-family developments in parts of the community where the street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate; there are adequate parks, open spaces, and civic facilities nearby; and the utility system and local schools in the area have sufficient capacity.

11. Provide for the proper relationship between primarily residential neighborhoods and higher intensity commercial and industrial areas, protecting against incompatible uses and negative impacts such as high traffic and noise.
12. Enforce design guidelines for all new or expanded multi-family residential development included in the City's zoning ordinance and encourage design practices described later in this chapter.

D. Housing and Neighborhood Development Programs and Recommendations

Building off of some of the policies listed above, the following are programs and recommendations to promote high-quality and affordable housing and neighborhoods in the Milton area, in established neighborhoods as well as newer neighborhoods near the City's fringe.

Support the Provision of Affordable Housing

The City intends to continue to support policies and programs that provide high-quality, affordable housing options in the community. The following strategies will be explored:

- ◆ Promote the maintenance of older neighborhoods: The existing housing stock in Milton is an important component of the affordable housing supply, provided that housing is well maintained. Greater use of programs like Community Development Block Grants (CDBG) would help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps make older homes available for a new generation. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes. For example, the City intends to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements.
- ◆ Encourage smaller City lot sizes: The City intends to adopt, utilize, and encourage residential zoning districts that allow lots smaller than 10,000 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- ◆ Allow high-quality multi-family housing: Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of previous experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. The City's adopted design standards are intended to address these issues.
- ◆ Support programs to provide new affordable housing: Several State and federal programs exist to help provide affordable housing. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower income residents. The City should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.



Utilize Traditional Neighborhood Design Standards

For areas designated as “Planned Neighborhood” on the Future Land Use Map, the City will promote what is commonly referred to as “Traditional Neighborhood Design.” When correctly executed, the implementation of Traditional Neighborhood Design principles will:

- ◆ Provide housing, parks, and schools within walking distance of shops, services, and/or jobs;
- ◆ Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike;
- ◆ Integrate a variety of high-quality housing types to accommodate a variety of lifestyles and age groups;
- ◆ Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods and communities;
- ◆ Provide more urban neighborhoods that make efficient use of land and reflect neighborhood styles common in the City before World War II.



The City may prepare a traditional neighborhood development ordinance, incorporating the following design standards.

- ◆ Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other community facilities.
- ◆ Incorporate a variety of housing types in a compact and interconnected form, paying particular attention to the scale of buildings, walking distances, and the design of other neighborhood features such as street lights and signage.
- ◆ Design the neighborhood to facilitate pedestrian movement within the neighborhood and between the neighborhood and other nearby destinations (parks, schools, business districts).
- ◆ Provide sidewalks and/or walking paths along all streets and throughout the neighborhood.
- ◆ Interconnect streets (i.e. extend street grid pattern) both within the neighborhood and to existing and future adjoining neighborhoods. Minimize the creation of cul-de-sacs to where environmental features or odd property configurations require them.
- ◆ Integrate neighborhood-scale commercial and office uses and other small-scale community facilities in appropriate mixed use locations (generally along busier streets and intersections to draw on a broader market). Bring multi-family housing into upper stories of such developments.
- ◆ Accommodate on-street parking and promote narrower streets (maximum 32 feet for minor streets) to calm traffic and increase pedestrian safety. Consider other traffic calming approaches on a case-by-case basis.
- ◆ Require street trees to be planted along all new streets.
- ◆ Focus homes toward the street, and incorporate site and building design strategies like decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment.
- ◆ Set back garages from the main body of the house wherever possible, and incorporate alley-loaded garage options where practical.
- ◆ Provide adequate vegetated buffers between development and natural features.
- ◆ Provide and restore connections within neighborhoods, such as trails, and bike paths.
- ◆ Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management.

Consider Anti-Monotony Ordinances for New City Neighborhoods

The City of Milton supports variety of housing styles, materials, and colors in new residential neighborhoods, particularly in the “Planned Neighborhood” growth areas on the City’s west and east sides. This variety is reflective of the historic character of housing in the older parts of the City, so is therefore important in preserving the area’s character. Housing variety also makes for more interesting neighborhoods that tend to retain their value over time.

Too often in growing communities, housing material, color, and style choices are very limited in new neighborhoods. To combat this trend, many communities have adopted “anti-monotony” provisions into their zoning ordinances. These types of provisions limit the construction of identical—or very similar—houses within a certain distance of one another. The sidebar includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee which includes more detailed provisions and definitions as well.

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

Example of General Anti-Monotony Provisions (Grafton, WI)

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

E. Strategic Initiative

The following Strategic Initiative applies to this element of the *Comprehensive Plan*.

Provide a Wider Range of Housing Options

a. As new subdivisions are developed, ensure that zoning allows a wide range of housing types, and particularly larger homes for families.

Currently, it is difficult for families interested in buying a house with four or more bedrooms are unable to find homes in the City; these families may ultimately purchase a home in the nearby towns instead. The City should encourage the availability of most housing types within the City limits. The City should review its zoning code and ensure that areas planned for new neighborhoods are zoned to allow a wide range of housing options, including larger homes.

b. Attract developers who focus on life-cycle housing/neighborhoods.

Life-cycle neighborhoods provide a range of housing types, such as apartments for young professionals, starter homes for young families, larger homes for established families, and smaller homes, townhouses, or condos for empty-nesters. One key benefit of life-cycle neighborhoods is that residents can move within the same neighborhood even as their housing needs change. As the population ages, the City will be in need of housing for older adults who may be looking to downsize their homes. Life-cycle neighborhoods should be developed within the City so that, in the future, residents can stay in their neighborhoods as they age. The City should initiate conversations with landowners in areas planned for new neighborhoods as depicted on the Future Land Use map in order to being the process of developing life-cycle neighborhoods. The City may also seek out developers who focus on life-cycle housing. In the short term, the City should seek to provide more diverse options so that current residents can stay in Milton as their housing needs change.

c. Work with healthcare providers to develop additional advanced care housing options for senior citizens in the City.

An additional need in the community is advanced care housing for seniors. The City should initiate conversations with healthcare providers or other developers who focus on advanced care housing. Such housing would ideally be coordinated with the development of life-cycle neighborhoods, although it could be developed independently as circumstances dictate.

Chapter Seven: Economic Development

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

A. Existing Economic Development Framework

Labor Force

The City's labor force is the portion of the population employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2009-2013 American Community Survey estimates, 3,047 residents, or 72.9 percent, of City residents age 16 or older were in the labor force. Of this total, 319 residents (or 7.5 percent of the labor force) were unemployed. While more recent unemployment data is not available at the city level, Milton's unemployment rate is assumed to significantly lower today, as it is typically slightly lower than the Rock County unemployment rate.

More recent data is available at the county and state levels. As of June 2015, Rock County's unemployment rate (not seasonally adjusted) was 5.6 percent. Although this is higher than the state average of 4.9 percent, it is a marked improvement from Rock County's peak unemployment rate of 13.1 percent in 2009. Unemployment rates are expected to continue to decline in Rock County and statewide.

The percentage of the City's labor force employed by industry in 2013 is shown in Figure 7.1. Manufacturing has historically been a major part of the Milton-area economy. This remains to be true today, but 2009-2013 American Community Survey estimates show that the role of manufacturing in the Milton economy has diminished in recent years. In 2000, over 26 percent of Milton's labor force was employed in the *manufacturing* sector, with another 16 percent in the *educational, health, and social services* sector. Today, the primary employment industry has become the *educational services, and health care and social assistance* sector, with 23.1 percent of the labor force working in this sector. *Manufacturing* now ranks second, with 18.3 percent of the labor force. Employment in the *retail trade* sector has remained steady as the third most common employment industry. Manufacturing is still an important industry in the Milton area, but it no longer plays the role that it once did.

Since 2000, employment in the *arts, entertainment, and recreation, and accommodation and food* sector and in the *agriculture, forestry, fishing and hunting, and mining* sector has increased slightly, while employment in construction sector and the *finance and insurance, and real estate and rental and leasing* sector has decreased slightly.

Economic Development Recommendations Summary

- ◆ Continue to pursue redevelopment and infill of underutilized lands, especially in the downtown areas
- ◆ Recruit new retail and service businesses that fill unmet local needs
- ◆ Support local business retention and development

Figure 7.1: Industry Groups, 2013

Industry Group	Percentage of Labor Force
Educational services, and health care and social assistance	23.1
Manufacturing	18.3
Retail trade	13.2
Arts, entertainment, and recreation, and accommodation and food services	8.5
Construction	5.9
Wholesale trade	5.9
Transportation and warehousing, and utilities	5.8
Public administration	4.6
Agriculture, forestry, fishing and hunting, and mining	4.1
Professional, scientific, and management, and administrative and waste management services	3.0
Information	2.9
Other services, except public administration	2.7
Finance and insurance, and real estate and rental and leasing	1.9

Source: U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

Educational Attainment

Educational attainment is another characteristic of a community's labor force. Over 91 percent of Milton's population aged 25 and older attained a high school level education, which is about average when compared to neighboring communities and slightly higher than Rock County as a whole. In addition, the percentage of residents with a college degree was similar to other surrounding communities, but higher than Rock County as a whole.

Figure 7.2: Educational Attainment, 2013

	Percent High School Graduates	Percent Bachelor's Degree or Higher
City of Milton	91.8	24.1
Town of Milton	96.4	26.0
Town of Harmony	94.3	28.2
City of Edgerton	89.1	16.1
City of Evansville	93.5	24.6
City of Fort Atkinson	90.7	27.1
City of Whitewater	89.8	34.5
City of Janesville	90.8	21.2
Rock County	87.7	19.4
Wisconsin	90.4	26.8

Source: U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimate

Income Data

Figure 7.3 presents income and labor characteristics for the City of Milton and nearby communities. According to 2009-2013 American Community Survey Estimates, the City's median household income was \$51,397, which is slightly higher though comparable to most of the surrounding communities. Median household incomes in the Towns of Milton and Harmony are significantly higher than in the City of Milton. The City's per capita income was \$24,756, which is similar to the surrounding communities. Per capita income is defined as the total of all personal incomes in the City, divided by the total population. This is used as an overall measure of the wealth of a community's population. This indicates that City of Milton residents are in a similar economic situation as residents of most other cities in the area.

Figure 7.3: Income Comparisons

	Median Household Income	Per Capita Income
City of Milton	\$51,397	\$24,756
Town of Milton	\$66,806	\$29,357
Town of Harmony	\$80,054	\$35,964
City of Edgerton	\$47,621	\$25,824
City of Evansville	\$61,802	\$24,720
City of Fort Atkinson	\$49,308	\$25,046
City of Whitewater	\$29,784	\$16,820
City of Janesville	\$49,020	\$24,152
Rock County	\$49,435	\$24,094

Source: U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

Commuting Patterns

According to 2009-2013 American Community Survey estimates, Milton residents spent an average of 22 minutes commuting to work, indicating that a significant number of workers traveled outside the City for employment. Most commuting is likely to Janesville, but commutes to Madison, Beloit, and Rockford are also common. Of those that work outside the home, roughly 11 percent traveled over 45 minutes to their jobs, while nearly 15 percent traveled less than 10 minutes. About 78 percent of workers traveled to work alone, approximately 14 percent carpooled, and nearly 5 percent worked at home.

According to the most recent commuting estimates, there has been a small but significant change in Rock County commuting patterns in recent years. As of 2010, there were an estimated 75,781 workers who lived in Rock County. By far the greatest number of these workers are employed in Rock County (72.7 percent). Dane County and Winnebago County (in Illinois) were employment destinations for residents of Rock County, as 11.1 percent of workers commuted to Dane County and 5.6 percent commuted to Winnebago County.

The number of Rock County residents commuting to Dane County has increased significantly over the last two decades. In 1990, 4 percent of Rock County residents worked in Dane County. That figure rose to 6.7 percent in 2000 and to 11.1 percent in 2010. At the same time, the proportion of residents who work in Winnebago County, Illinois, decreased from 8 percent to 5.6 percent between 1990 and 2010. This shows that the strong Dane County economy is attracting employees away from traditional employment bases in Illinois. It also reflects the general decrease in the number of jobs in the manufacturing sector (traditionally located in Rock and Winnebago Counties), and the strong market position of the Madison metropolitan area in offering jobs in retail, education, professional and managerial, and public administration categories.

Environmentally Contaminated Sites

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

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of July 2015 there were 4 active contaminated sites in the Milton area that were either in need of cleanup or where cleanup was already underway. Of the 4 incidents shown, 2 are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Two sites in the Milton area are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

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

Economic Development Organizations and Programs

The City has a number of tools, programs, and agencies available to foster economic development.

Milton Area Chamber of Commerce

The Milton Area Chamber of Commerce (MACC) was created from the merger of the Milton Chamber of Commerce, Milton Industrial Economic Development Corporation, and the City of Milton's Tourism Development Committee. MACC facilitates and develops programs and services that help businesses grow and prosper. The organization also provides its members with services such as business startup resources, co-op advertising programs, façade grant program application assistance, and rental of the Highway 26 banner. MACC also coordinates and funds a variety of community events and community beautification projects. MACC works with the City of Milton to recruit and retain businesses to improve the overall economy in the Milton area.

Economic Development Commission

The Economic Development Commission is a City commission with the powers to implement the City's economic development program, subject to budgetary approval by the Common Council. It has the power to adopt rules and regulations to promote economic development within the corporate limits of the city, apply for grants and intergovernmental aid for economic development purposes, and accept gifts for economic development purposes. The Economic Development Commission includes two City Council members, two MACC representatives, three citizens-at-large, and one ex-officio representative of the Rock County Planning and Economic Development Agency.

Community Development Authority

Established in 2003, the Milton Community Development Authority (CDA) was created to advance redevelopment and economic activities in the City. Its day-to-day activities are limited, but its official roles include preparing redevelopment plans and carrying out redevelopment projects; purchasing and selling property; and borrowing money and issuing bonds. It also administers the façade grant program, houses the Community Development Block Grant program, and serves as the housing authority for the City of Milton. The CDA includes seven members, including two Common Council members.

Blackhawk Technical College

Blackhawk's new Advanced Manufacturing Training Center is located in Milton. This amenity will contribute to producing a pool of skilled workers in Milton. The facility includes more than 100,000 square feet of lab and classroom space. The campus houses eight programs in the manufacturing industry, with equipment and space that reflects the modern manufacturing environments, which include advanced systems and automation.

Tax Increment Financing (TIF)

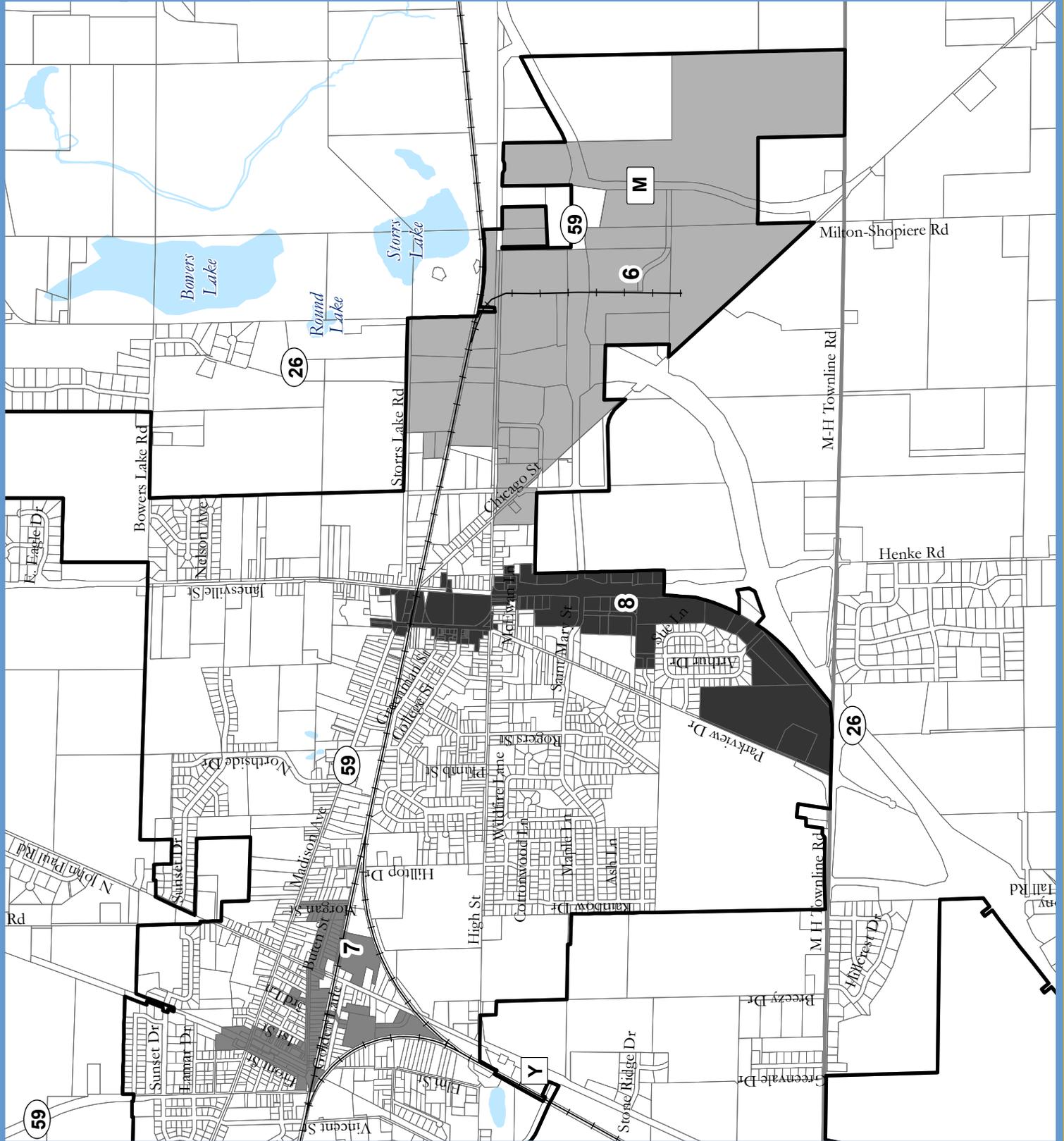
The City of Milton has three active TIF districts: the Junction Square area, the Goodrich Square area, and the Crossroads Business Park area. TIF is used as a funding tool to facilitate desired development that would not happen "but for" the use of TIF. Incremental tax dollars collected from rising property values within a TIF district are used to finance public improvements and/or to narrow an evident funding gap for a private development investment. Refer to Figure 7.4 for a map of the three TIF districts.

Regional Efforts

- ◆ The Rock County Development Alliance promotes economic development activity within the entire county with a particular focus on attracting businesses to locate in Rock County. The Alliance provides a variety of services to business seeking to expand, relocate or start-up operations within the County. It offers a list of available properties and sites in Rock County and market data for various geographic levels. It can offer direct support and/or provide referrals for business services, including planning (business plan development, market research), financing (lender referrals, financial assistance identification and acquisition), buildings and site searches, operations (employee recruitment, product development, engineering and promotion) and regulations (construction, environmental and safety permits).
- ◆ Rock County 5.0 is a public-private initiative to advance Rock County's economic development vision. This vision was developed through various interrelated local and countywide plans, and seeks to reposition and revitalize the Rock County economy.
- ◆ Rock County offers a "Shovel-Ready" designation for industrial sites, which is a pre-qualification that indicates that a property meets certain criteria in the following categories: ownership, property/site information, transportation, utilities, community, and environmental. Four sites in the Crossroads Business Park were designated as Shovel-Ready Sites in 2013.

Figure 7.4
 City of Milton
 Comprehensive Plan
 Tax Increment
 Finance Districts

-  City Boundaries
-  Town Boundaries
- TIF Districts**
-  TIF # 6
-  TIF # 7
-  TIF # 8
-  Parcels
-  Railroads
-  Surface Water



State Programs

- ◆ For downtown areas, the Wisconsin Main Street Program is available through the Wisconsin Economic Development Corporation (WEDC). Milton can apply to participate in the program, which would give it access to free technical assistance, including onsite volunteer training programs, advanced training on specific downtown/urban neighborhood issues, design assistance, and counseling to business owners.
- ◆ For industrial sites, WEDC also offers a Certified Sites program. The Certified Sites designation is a pre-qualification that indicates that a property's title is clear, it has sufficient utilities and other infrastructure, is properly zoned, and has adequate transportation access.
- ◆ Local and regional economic development groups can apply for Capacity Building (CAP) Grant funds from WEDC. These funds can be used for to assess the economic competitiveness of the area, develop of a comprehensive economic development strategy, and assist with operational efficiencies, strategy development, education/skill development or increased collaboration with other organizations.
- ◆ The Wisconsin Department of Natural Resources (WDNR) supports state agriculture, tourism, mining and many other activities that contribute to economic development throughout the state. Additionally, WDNR maintains state owned parks, forests, trail and recreational sites. WDNR provides funding to cities and other entities who wish to enhance natural areas and recreational sites.

Federal Programs

- ◆ The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.
- ◆ Economic Development Administration (EDA) is committed to increasing the competitiveness and innovative spirit in American communities. There are several funding opportunities allocated each fiscal year. These programs target economic development or provide technical assistance to cities investing in their infrastructure. EDA's investment priorities are projects that foster or improve:
 - Collaborative Regional Innovation
 - Public/Private Partnerships
 - National Strategic Priorities
 - Global Competitiveness
 - Environmentally-Sustainable Development
 - Economically distressed and Underserved communities
- ◆ U.S. Environmental Protection Agency (EPA) is dedicated to protecting human health and the environment. The EPA has a competitive brownfields program that provides grants and other funding for brownfield site assessment and cleanup. They also provide trainings and educational resources to communities impacted by brownfield sites. Former industrial sites that are ideal for redevelopment or reuse but are suspected of contamination may be eligible for EPA brownfield funding.
- ◆ The National Park Service offers federal tax credits for historic buildings and properties. Tax credits are a dollar-for-dollar decrease in a property owner's tax liability. The amount of the tax credit depends on the amount of funding allocated that year and the project type. For example, historic preservation tax credits are offered at 20 percent or 10 percent by the National Park Service. The 20 percent income tax credit is used to rehabilitate structures that are income producing and certified as historic by the National Park Service. By contrast, the 10 percent tax credit is offered to non-historic buildings that were in service prior to 1936. These tax credits have proven to be highly effective in encouraging development of older dilapidated sites that hold historic or architectural significance for the community.

B. Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning law requires that this *Plan* “assess categories or particular types of new businesses and industries that are desired by the local government unit.” In order to do this, the City must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development.

Figure 7.5: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Proximity to I-39/90 and major cities	Not directly on the Interstate
Readily-developable land in prime locations, including Shovel Ready sites in Crossroads Business Park	Regional growth
Rail access	Closure of GM plant in Janesville
Pro-business and progressive City government with a strong planning and economic development framework	Commuter community; most jobs outside of city
Economic development organizations and financial incentives (e.g. TIF)	No general obligation bonding capacity
Emerging cluster of agricultural-based industries	Unclear economic development roles among various organizations
Utility system capability	
Recent Highway 26/59 enhancement projects	

C. Economic Development Goals, Objectives, and Policies

Goal

1. Strengthen and diversify the City’s job base, tax base, and retail opportunities.

Objectives

1. Maintain a sufficient supply of developable land for industrial and commercial land uses, and provide necessary municipal services to these areas.
2. Actively participate in the expansion of the Milton’s industrial parks, and in attraction and retention of industrial uses to those areas.
3. Preserve and enhance the historic business districts within Milton, including Junction Square, Goodrich Square, and the Old College Area.
4. Provide for the controlled expansion of a community-level commercial area on the City’s southeast side.
5. Take advantage of Milton’s assets, such as rail and highway access and historic community character, as drivers for economic growth.
6. Pursue regional tourism opportunities.
7. Collaborate with the Milton Area Chamber of Commerce, Industry, and Tourism and county and regional groups on economic initiatives.

Policies

1. Provide sufficient business and industrial sites for the community to be competitive in attracting high quality enterprises, and in helping existing businesses grow if relocation is necessary.
2. Continue to revitalize the downtown areas as specialty retail, service, residential, and event districts that complement existing scale and character and draw customers from a broader trade area.
3. Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly the Highway 26 bypass, Highway 59, Parkview Drive, and John Paul Road (County Highway Y).
4. Encourage the redevelopment or rehabilitation of underutilized and deteriorated properties and districts, following the directions provided in Chapter Three: Land Use.
5. Allow neighborhood-scale retail businesses and services in new, predominantly residential neighborhoods, provided such uses and structures are compatible with adjoining residential properties and serve primarily the needs of the surrounding neighborhood.
6. Require that new business or industrial development provides adequate separation and buffering between facilities and nearby existing or planned residential neighborhoods, while still encouraging the concept of live-work neighborhoods where neighborhood and site planning is high.
7. Encourage businesses and industries that do not have environmental impacts that would negatively affect adjoining properties or otherwise degrade the environmental quality of the community.
8. Preserve long term economic opportunities beyond the City limits—particularly west of the Highway 26 bypass—through intergovernmental cooperation and extraterritorial authorities to prevent premature development there.
9. Promote rail-based industrial development to capitalize on a unique asset and strength of Milton.
10. Capitalize on increased availability of skilled labor and Blackhawk Technical College in the area to attract industry to Milton.
11. Create and communicate clear expectations and standards for areas planned for industrial, office, mixed use, and commercial development, and review projects against these standards, to eliminate uncertainty in the development review process.
12. Continue the appropriate use of Tax Increment Financing and other financial incentives and implementation tools to promote desirable new and expansion industrial development and redevelopment.
13. Work with the Milton Area Chamber of Commerce and other organizations to address the concerns and issues of area businesses to promote a healthy and vibrant business community.
14. Work with surrounding communities and the County to enhance the region, in part by not pursuing industrial businesses that are currently located in other communities and encouraging other communities to do the same.
15. Work with education providers to help grow and support local entrepreneurs and to better match local workforce skills with industry needs.
16. Support a variety of housing options to meet the needs of the Milton business community, from workforce housing to executive housing.

D. Economic Development Programs and Recommendations

To carry out the City's economic strategy, and to build on the goals, objectives, and policies outlined in the previous section, the City intends to pursue the following directions.

Pursue Downtown Redevelopment and Infill of Underutilized Lands

The City will continue to support appropriate redevelopment and infill opportunities. Key areas include the Goodrich Square, College District, and Junction Square.

- ◆ Goodrich Square Plan and College District: This district is described in detail in Chapter One: Issues and Opportunities. In 2010, the City engaged a planning and design consultant to develop a master plan for Goodrich Square. Refer to the Goodrich Square Plan for detailed recommendations for this area. When the City, again, has the ability to issue general obligation bonds, the project sequencing recommended in the Goodrich Square Plan should be reevaluated based on the availability of public funds and the amount of private investment that has occurred in the intervening years. Planning for the College District should be coordinated with Goodrich Square plan, and impartsments should seek to continue and contribute to a cohesive "campus look" for the district.
- ◆ Junction Square: Junction Square was historically a collection of businesses located around the railroad depot at the southern end of Merchant Row. The businesses were lined up in a row, extending from the depot. This land use pattern still exists today. A diverse mix of businesses occupy the historic Merchant Row including several successful restaurants. The Ice Age Trail route runs along the southern edge of Junction Square on Vernal Street. The historic co-op, which is located on the western edge of Merchant Row, has been converted into a retail store.

The City has a progressive attitude toward reinvestment of Junction Square to maintain it as a vibrant city center. In July of 2004, The City established Tax Incremental Financing District #7 for Junction Square. In March of 2005, the City created a façade improvement grant program to improve the appearance and viability of businesses located in Junction Square. The program has been quite successful with eleven businesses receiving matching grants of up to \$5,000.

Simultaneous with the 2015 update to this *Plan*, the City is in the process developing a master plan and vision for the entire Junction Square area. The plan includes concept plans for key City-owned sites in the area and strategic implementation steps. Refer to the Junction Square Plan for detailed recommendations.

Promote the Crossroads Business Park

Rail and highway routes have long guided locations for industrial and business development in Milton. East side development opportunities will increase now that the Highway 26 bypass, the Highway 59 and M realignments, and associated interchanges have been constructed. Specifically, the City's southeast side, near the new 26/59 interchange, provides a promising location for industrial and commercial development.

The City prepared a detailed district plan for the Crossroads Business Park in 2008. The overall objective of this district plan was to provide an attractive environment for economic development within a high-quality "live-work-shop" area. Industrial sites of various sizes, locations, and highway and rail access configurations were provided. Through the district plan, the City also advised preservation of the City's unique community character. Proper handling of issues such as community entryways, natural area protection, a multi-faceted transportation network, and high development quality were recommend to help preserve and enhance this character. Although much of the recommendations from this plan have been implemented, the guidance from the 2008 plan and design guidelines is still valid and may be consulted as needed.

In 2013, the district plan was refreshed following the completion of the Highway 26 bypass, the Highway 59 and M realignments, and associated interchanges. This Crossroads Business Park and Implementation Strategy includes three main components. First, it includes a Concept Plan showing planned land use categories and proposed locations for new streets, railroad spur extensions, trail connections, and parcel lines. The Concept Plan also recommends locations for community gateway signage, directional signage, and

industrial park signage. Second, the plan includes a Memo detailing additional implementation strategies for Crossroads Business Park. The third component of the plan is a Phasing Plan categorizing the many sites as either Phase I/shovel-ready sites, Phase II sites, or Future Phase sites.

The 2013 Concept Plan is illustrated on Map 9 in this chapter and is reflected on the Future Land Use Map (Map 6). In addition, the City has created a design overlay zoning district for this area.

In general, the 2013 Concept Plan suggests predominantly industrial uses east of the Highway 26 bypass, served by an extended railroad spur and including a regional stormwater management system and a trail network. Commercial uses should be directed to the west side of the bypass. This was determined due to the location of existing and future access points onto Highway 59 and also a desire to separate industrial truck traffic from highway-oriented commercial traffic.

Due to access limitations along most of Highway 59, the intersection of Sunnyside Drive and Highway 59 has been identified as the most powerful location for commercial development in the park. It is an ideal location for businesses such as gas stations, convenience stores, fast food restaurants, etc. that serve Interstate traffic and traffic on the bypass.

The area south of Commerce Way is categorized as Commercial/Light Industrial, as it is suited for a broader range of businesses, either commercial or industrial. While it has good visibility from the bypass, it is more difficult to access and is cut off from other areas by the surrounding topography and limited-access roads. A suitable use could be a “destination use” such as a car dealer that needs good visibility but not direct access to the highway. The area could also be used for flex space such as services and contractor shops that do not have much walk-in traffic but benefit from nearby access to Highways 59 and 26.

The area where the bypass crosses Janesville Street is categorized as Planned Mixed Use. This area does not have direct access to either Highways 59 or 26 and it is cut off from other areas of the park by steep slopes. This location could potentially be difficult to find a use for, given its less-than-ideal location. Suitable uses include multi-family residential or office. Retail serving office or residential uses may be viable.

The Concept Plan also includes proposed railroad line/spur extensions if the City wishes to provide more for rail-served sites. There are a limited number of rail-served sites in Rock County, and adding additional railroad lines or spurs should be advantageous as the area develops.

Recommendations from the 2013 Crossroads Business Park and Implementation Strategy

The following implementation strategies were recommended in the Crossroads Business Park and Implementation Strategy Memo dated October 14, 2013. Refer to the Memo for more details.

- ◆ Update State/County inventories of available sites and buildings
- ◆ Conduct joint marketing efforts with state and regional organizations
- ◆ Install signage as depicted in the Concept Plan
- ◆ Issue and RFP for a hotel following an updated market study
- ◆ Develop partnerships to explore the construction of a speculative industrial building
- ◆ Continue working with area property owners to determine their interest in selling/developing their properties and understand their price expectations

Retain and Expand Existing Local Businesses

Milton has a variety of locally-owned businesses that provide unique goods and services, and contribute strongly to the community’s urban identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally, and recycle through the local economy.

Local business retention and development will be emphasized as an important component of the City’s economic development strategy. It is far easier to retain the City’s existing businesses and industries than recruit new businesses, and most employment growth in any community occurs through existing business

expansion. The City should work with MACC to support local businesses through thorough initiatives such as development approval assistance, business mentoring, development incentives, small business loans, and continued communication.

E. Strategic Initiatives

The following Strategic Initiatives apply to this element of the *Comprehensive Plan*.

Make Milton a Destination

a. Continue to build a brand around Milton's exceptional historic buildings and sites.

The Milton Historical Society and Historic Commission have done an excellent job of establishing Milton as a city rich with history. Milton is known for historic buildings and sites, two historic downtowns, and intact historical neighborhoods. The City should continue to emphasize this theme in future tourism information, marketing materials, and economic development initiatives where appropriate.

b. Implement Goodrich Square and Junction Square area plans.

The recommendations of the Junction Square Plan and the Goodrich Square Plan intersect with and support the recommendations and goals of this *Plan*. Implementing the initiatives in the two downtown plans will be central to achieving the goals of this *Plan*. At the same time, implementing the initiatives of this *Plan* will be essential to the success of the two downtown plans.

c. Enhance amenities and signage for bicyclists and snowmobilers, and prepare a branding and marketing campaign for city trails, Ice Age Trail connection, and Rock County snowmobile trail.

Milton is surrounded by many quality regional trails, and the City should promote these recreational amenities to both visitors and residents. The City should install directional signage for City bike routes and paths, the Glacial River Trail, and the Rock County snowmobile trail. The Ice Age Trail connection in Junction Square should also have a prominent sign identifying the Ice Age Trail and letting trail users know they have arrived in Milton. This sign would also make residents are aware of the fact that there is an Ice Age Trail connection in their community. Finally, the City should work with its economic development partners to prepare a branding and marketing campaign to celebrate and promote this superb network of regional and local trails.

d. Increase outreach to campgrounds by positioning Milton as an attractive and convenient one-stop shop for services, supplies, and entertainment.

Large campground resorts located north of Milton near Lake Koshkonong are prime opportunities for attracting more people to visit the City. The City and its economic development partners could promote Milton as an ideal place for campers to have all of their needs met. Campers can run everyday errands at Milton's grocery stores, hardware store, laundromats, pharmacies, and convenience stores. The historic sites and regional trails offer great options for daytrips away from the campgrounds. The City offer two downtowns for campers looking for shopping, food, drink, and evening entertainment. The City could even consider hosting an event specifically targeted to campers, which would prompt more people to visit Milton.

e. Consider establishing a regional recreational complex.

As part of the School District of Milton facilities master planning process, the City and the School District should explore the viability of investing in a regional sports complex. This complex could host tournaments for a variety of youth and adult sports and could be used by Milton sports teams as well. The facility could also be potentially used for nonsporting events such as antiques shows or conventions. This potential project would be a significant investment and undertaking, but a well-executed sports complex could have a significant economic impact in the City, particularly in the dining and hospitality sectors. The complex would also bring many people into Milton who ordinarily

may not have visited, and it would provide a great opportunity to promote Milton's other sites and destinations to out-of-town visitors.

Further Economic Development Strategy for the Business Parks

The City has a strategy for the business parks, but there are still significant available lands in the parks. The City and the public have identified filling in the business parks to be a top priority. In addition to its current strategy for the business parks, the City should take the following additional steps to jumpstart economic development.

a. Recruit businesses to locate in Crossroads Business Park.

The City should reach out to potential businesses that may be interested in locating in the business park, particularly businesses in agriculture and food processing and other agricultural-based industries. The City can also conduct joint marketing efforts with regional economic development organizations such as Rock County 5.0, MadREP, and Rock County Development Alliance in order to draw attention to available sites.

b. Implement the Crossroads Business Park and Implementation Strategy.

The City should continue to work with property owners in the business park to determine their interest in selling or developing their properties and their price expectations. As land becomes available, development should be guided by the Crossroad Business Park Concept Plan, the Phasing Plan, and the Highway 26/59 Streetscape Plan.

c. Clarify economic development roles among various organizations.

The City's economic development partners are a core part of the City's economic strategy. There are several organizations or entities in the City, region, and state that play a role in economic development, including the Milton Area Chamber of Commerce (MACC), the City Administration, the City's Economic Development Commission, the City's Community Development Authority, Rock County Development Alliance, Rock County 5.0, MadREP, and WEDC. There are also many different economic development tasks to be carried out and roles to be played. These may include coordination with business owners, recruiting industrial users, improvement of the downtowns, and planning community events.

While the different organizations often agree on what needs to be done, it is not always clear which entity should take on the responsibility. Conversely, without clear roles, it becomes more likely for the different organizations to offer the same or similar services, which is not the most efficient use of these organizations' time and resources. In order to cover gaps and minimize redundancies in City's overall economic development strategy, clear roles need to be established for each of the organizations. Roles should be determined based on each organization's mission, capacity, and the strengths expertise of its membership/staff. For example, based on the experience and background of its membership, the Economic Development Commission may be best suited to focus on larger infill redevelopment projects, advising on the use of TIF funding, and business recruitment. Regional entities like Rock County 5.0 could focus on broader concerns such as growing the regional economic base and aligning supply and demand opportunities. Given its local knowledge and presence, MACC could form subcommittees around different goals such as beautification, special events, and maintaining a database of available space in Milton. Determining specific roles for all organizations will be particularly important for implementing strategies for the City's two business parks, as described above.

Leverage New Blackhawk Technical College Advanced Manufacturing Training Center

- a. **Communicate regularly with Blackhawk leadership to understand the current and future needs of student and faculty population, including services, dining, and housing.**

The City should establish a relationship with Blackhawk leadership and communicate with them regularly in order to understand how the two entities can support one another. Students and faculty members may have particular needs that are not currently provided near the Blackhawk campus. For example, students may have different housing, retail, dining, or healthcare needs. The City and Blackhawk leadership should work together to help meet these needs; or if needed services or businesses exist but are not well known to the Blackhawk community, the City and Blackhawk can work together to communicate the availability of services.

- b. **Market area businesses, events, quality school district, and affordable neighborhoods to student and faculty population in order to foster a favorable impression of the city to potential future residents or business owners.**

It is likely that many Blackhawk students and faculty members travel directly to the BTS campus and never explore the City as a whole. The City should endeavor to communicate all of the assets and destinations in Milton to the Blackhawk community. In particular, the City's businesses, events, quality school district, and affordable neighborhoods should be emphasized. Such communication would likely be best achieved through collaboration with the Blackhawk administration. Learning more about Milton may improve the campus experience for students and faculty in the short term. In the long term, faculty members may choose to live in Milton, Blackhawk graduates may buy homes in Milton after graduation, and Blackhawk graduates may choose to create employment or locate businesses in Milton. Blackhawk does not currently offer an entrepreneurship program or courses related to starting a business, but the City could work with Blackhawk to establish such a program to help get entrepreneurs off on the right foot. A local example of a program like this is the Wisconsin Small Business Development Center at UW-Whitewater. An entrepreneurship program would help spur more businesses and more successful new businesses in the City. All of this would improve the caliber of the City's workforce and support the City's economic development goals.

- c. **Facilitate a relationship between Blackhawk and Milton businesses, especially those located in business parks.**

Many potential opportunities can arise from connecting Milton businesses and the Blackhawk students and faculty. Blackhawk currently has relationships with some businesses in Milton, but, in order to capture as many of these opportunities as possible, the City can help facilitate more relationships between Blackhawk and these businesses. Business should be made aware that there is an emerging pool of trained technical workers in Milton who are highly-qualified potential employees. Additionally, Blackhawk leadership and faculty would benefit from being informed of the training needs of local employers, so that they adjust curricula to make their students competitive in the current job market.

- d. **Work with Blackhawk to incorporate internships, training programs, and apprenticeships with Milton businesses into Blackhawk curricula.**

Today there are a number of internship or apprenticeship programs in which Blackhawk students are placed in Milton businesses. However, there could be more of such programs if Blackhawk could be made aware of available opportunities in Milton businesses and if businesses knew that Blackhawk students are looking for internships. The Milton businesses could also host site visits, one-day trainings, or job shadowing opportunities for Blackhawk students. Faculty members could incorporate such activities into the curricula of Blackhawk courses, as appropriate. The City and its economic development partners could assist with this by continuing to facilitate the relationship between Blackhawk and businesses in the City.

- e. **Expand the partnership with Blackhawk and Milton High School that would allow high school students to take advantage of more of Blackhawk's resources, courses, and equipment.**

The School District of Milton and Blackhawk already work together to offer dual credit programs in which high schools students can take Blackhawk courses for both high school and college credit. These individual dual-credit courses could be taken a step further by offering a high school jobs training program, modeled after the Dual Enrollment Academy at Waukesha County Technical College. In this program, the technical college offers high school students manufacturing skills training. Students in the one-year program spend a majority of their school days at the technical college while also completing high school requirements and 20 to 24 college credits. The program includes a seminar on résumé writing, interviewing, and personal branding to help students secure a job. Upon completion of the program, participating students receive industry-recognized “workplace certificates” in addition to high school diplomas. This could benefit Blackhawk by giving the school exposure to high school students who may be interested in enrolling after graduation, and it would benefit the City and the School District by giving Milton students valuable job skills and training opportunities they may not have had otherwise. The City could facilitate the relationship between the School District of Milton and Blackhawk.

- f. **Tie Blackhawk into the community by holding City events in the new Blackhawk facility's meeting space.**

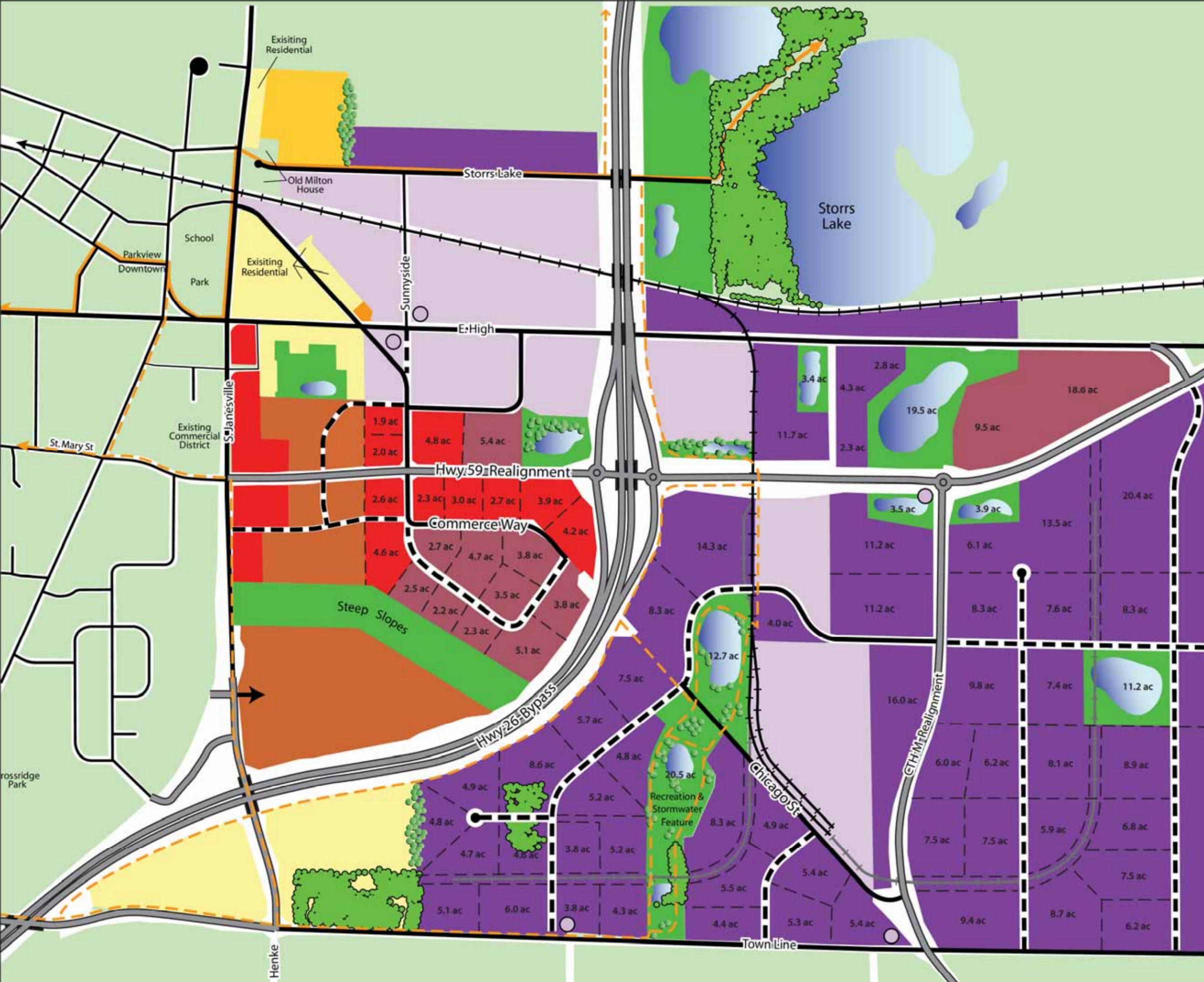
Blackhawk Technical College (Blackhawk) is a great new addition to the City. Because it is located mostly in a residential neighborhood, students and faculty are somewhat isolated from the rest of the community, particularly the City's commercial areas. Blackhawk has new and modern meeting rooms and classrooms, which provide a great reason to bring community members into Blackhawk to see the campus and learn about the programs it offers. The City should seek to hold community meetings, open houses, and other events in this meeting space. This will have the benefit of familiarizing and promoting Blackhawk to community members, providing a new and modern venue for City events, and strengthening the relationship between the community and Blackhawk.

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Crossroads Business Park
Concept Plan

Map 9

- Planned Land Use**
- Existing Industrial
 - Commercial / Light Industrial
 - General Industrial
 - Planned Business
 - Planned Business (industrial support)
 - Planned Mixed Use
 - Single Family Residential
 - Two Family/Townhouse Residential
 - Passive Recreation/Stormwater
 - Existing Woodlands
 - Proposed Landscape Buffer
- Community Gateway Signage
 - Directional Signage
 - Industrial Park Signage
- Proposed Highway Realignment
 - Existing Street
 - Proposed Street
 - Railroad Line/Spur Extension
 - Proposed Spur Extension
 - Proposed Ice Age Trail
 - Proposed Bike/Pedestrian Trails and Routes (Off and On Street)
 - Existing Parcel Line
 - Proposed Parcel Line



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Chapter Eight: Intergovernmental Cooperation

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

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

Intergovernmental Cooperation Recommendations Summary

- ◆ Continue to work with the City of Janesville on issues of mutual interest and concern, including possible extension and adjustment of the current intergovernmental agreement
- ◆ Discuss issues of interest and concern with surrounding Towns, including land use compatibility and extraterritorial areas

A. Existing Regional Framework

Map 1 shows the boundaries of Milton’s neighboring or overlapping jurisdictions. Planning documents for these local, regional and state jurisdictions were analyzed during the City’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

City of Janesville

The City of Janesville is the largest city in Rock County with an estimated 2005 population of 63,589. Janesville’s growth—both commercial and residential—has been focused on that City’s northeast side, and much of it is in the School District of Milton. Janesville serves as Rock County’s primary regional commercial and job center. The Janesville Area Metropolitan Planning Organization, important for transportation planning and funding, also covers Milton. Therefore, Janesville’s growth has significant impacts on the City of Milton and this *Plan*. The City of Milton has an intergovernmental boundary agreement with the City of Janesville, signed in 1982, which determines the limit of each city’s extraterritorial jurisdiction. Refer to Map 1 for a depiction of this boundary.

Other Cities

Edgerton, located nine miles north of Milton, is probably Milton’s closest peer city in the County. Edgerton had a 2013 population of 4,412. Whitewater, located 14 miles to the northeast along Highway 59, also has relationships with Milton. Whitewater had a 2013 population of 14,570.

Towns

The unincorporated jurisdictions abutting and close to the City of Milton include the towns of Milton (2013 population 2,943), Harmony (2013 population 2,545), and Fulton (2013 population 3,257). These towns are generally rural and agricultural in character and use. Exceptions to this pattern do exist, generally in the form of rural residential subdivisions on well and septic systems. Such development is most prominent in Harmony. Closest to the City are rural residential developments in the Clear Lake area, directly east of the

Oak Ridge Golf Course, near the Milton-Harmony town line between John Paul Road and Highway 26, and between Serns and John Paul Road just north of the City.

The City of Milton signed an intergovernmental agreement with the Town of Milton in 2009. This agreement determines the area where the City will grow within the Town of Milton. Outside of this determined area, the City waives its powers of extraterritorial land division review and will not provide public sewer service. (The City of Milton retains all of its extraterritorial powers in other adjacent towns.) Refer to Map 1 for a depiction of this boundary and area.

In 2014, the City annexed land to the south and southeast of the City's municipal boundaries, located in the Town of Milton.

Rock County

Rock County encompasses 720 square miles (20 towns). The County is characterized both by some of the richest agricultural land in the country and a strong industrial base. The Rock River runs generally north to south through the County.

Rock County is part of the emerging Madison-to-Belvidere, Illinois "mini-opolis" of fairly continuous development along the I-39/90 corridor. After a downturn in the early 1980s, Rock County's population and economy has rebounded. The County's 2013 population was 160,345, which reflects an increase of 5.3 percent between 2000 and 2013. The County grew by 9.1 percent between 1990 and 2000. Several smaller cities and villages, including Milton, have participated in this growth.

Rock County has planning, land division review, and limited zoning authority within the unincorporated areas of Rock County. The County works with towns to preparing and update town land use plans, which are included in the County Farmland Preservation Plan. By and large, these plans support agricultural preservation. Many towns, including those in Milton's Planning Area, have exclusive agricultural zoning to achieve farmland preservation objectives. The towns operate under town (as opposed to County) zoning.

School District of Milton

School District of Milton covers approximately 100 square miles. All children residing within the City of Milton attend the School District of Milton. The District also covers portions of the Towns of Lima, Johnstown, Milton, Harmony, Fulton, and Janesville. The district had 3,353 students and 664 employees in the 2014-2015 school year. The School District is an important partner, as the District runs many of the City's recreational programs and the perceived quality of the School District directly affects the City's economic health.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16-county region including Rock County. The Wisconsin Department of Natural Resources (WDNR) provides service to all Rock County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon. There are no known conflicts between the City's plans and the plans and actions of these State agencies.

B. Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

1. Promote mutually beneficial intergovernmental relations with nearby and overlapping governments, and with the School District of Milton.

Objectives:

1. Work with the surrounding towns, other nearby local governments, Rock County, local school districts, and State agencies on land use, natural resource, transportation, and community development issues of mutual concern.
2. Pursue, and update as appropriate, intergovernmental boundary and land use agreements between the City and nearby municipalities.
3. Cooperate with neighboring governments, school districts, Rock County and State agencies on providing shared services and facilities, in particular efforts to retain local schools.
4. Participate in County-level and regional transportation, land use, and economic development efforts.
5. Stay informed on activities of the School District to ensure the City has the opportunity to be involved in decisions that affect City residents, such as building improvements, tax issues, and transportation.

Policies:

1. Provide copies of this *Comprehensive Plan* and future amendments to surrounding governments.
2. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
3. Work with the School District of Milton on pursuing specific opportunities and challenges identified in this *Plan*, including school retention, long-term facility needs, and logical use and management of open space and recreational lands and facilities.
4. Work with the surrounding towns on future comprehensive planning efforts, with a goal of achieving consistency with this *City of Milton Comprehensive Plan*.
5. Continue to work with the City of Janesville on issues of mutual concern including growth management, transportation, and stabilization of extraterritorial areas and policies.
6. Continue to work with Rock County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development.
7. Work with agencies like the Milton Area Chamber of Commerce and the Rock County Alliance to help advance the economic viability of the Milton area.

C. Intergovernmental Cooperation Programs and Recommendations

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

State Issues

WisDOT and WDNR are actively involved in programs and policies which directly affect, and are affected by, local land use decisions. The promotion of the policies of these agencies by this *Plan* is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for southern Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this *Plan*, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

Regional Issues

Because many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the City intends to maintain an active and open dialogue with surrounding communities and counties. A few specific opportunities include:

- ◆ The Glacial Heritage Area Project. This project, administered by WDNR, is described in the Natural Resources chapter of this *Plan*. Because Milton is located within the Project's secondary study area, illustrated in Figure 8.1, it will be important for the City to remain involved in the ongoing feasibility, study process.
- ◆ MadREP, the Madison Region Economic Partnership. MadREP is an organization created to grow the economy of Dane County and South Central Wisconsin's eight-county Madison Region, including Rock County, in ways that preserve and enhance the quality of life. The organization is focused on balancing economic development and quality of life initiatives. Milton will continue to explore opportunities for collaboration with this organization.
- ◆ Rock County Alliance. Milton should continue to be involved with other Rock County communities. These efforts recognize that everyone benefits from an overall strong region.
- ◆ Rock County 5.0. Rock County 5.0 is a public-private initiative to advance Rock County's economic development vision. This vision was developed through various interrelated local and countywide plans, and seeks to reposition and revitalize the Rock County economy. Milton should continue to be involved with other Rock County communities..

County Issues

Rock County Comprehensive Plan 2035 was adopted in 2009. It advocates preservation of natural and agricultural resources, maintaining agriculture as a viable economic activity, and diversifying the County's industry clusters to capitalize on market opportunities. There are no known conflicts between this City Plan and the County's planning efforts.

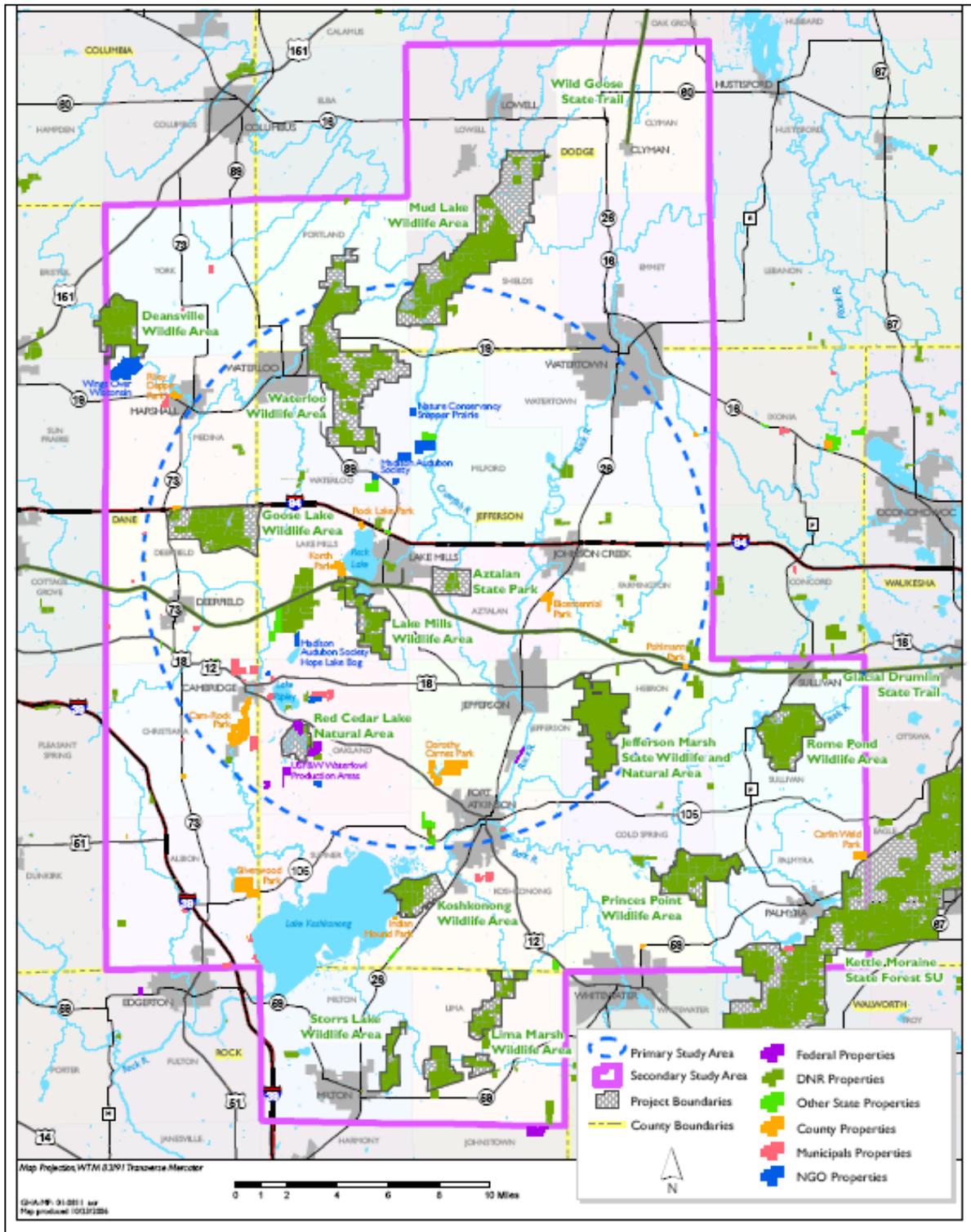
City of Janesville

City of Janesville adopted its Comprehensive Plan in 2009. Milton and Janesville met in March, 2008 to discuss issues of mutual concern including community separation, provision of utilities, and long term growth areas. There are no known conflicts between this City *Plan* and the County's planning efforts. As described in Chapter Five: Utilities and Community Facilities, Milton will collaborate with Janesville to explore regional approaches to the provision of utilities and municipal services such as wastewater treatment and fire services. Milton also supports updating the extraterritorial jurisdiction agreement with Janesville.

Town of Milton

In 2009, the City and Town developed a boundary agreement which establishes development areas for both communities. See Map 1 for the designated growth areas for each jurisdiction.

Figure 8.1: Existing Recreational Land Uses in the Glacial Heritage Area



Source: Wisconsin Department of Natural Resources

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Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific action will be required for the *Plan* to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a prescribed sequence.

A. Plan Adoption

A first step in implementing the *City of Milton Comprehensive Plan* is adopting the *Plan*. The City has included all necessary elements for this *Plan* to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

B. Plan Monitoring

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* should be used as the first point of reference when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and Official Map ordinances and decisions must be consistent with the *Comprehensive Plan*, per the state comprehensive planning law.

C. Plan Administration

This *Plan* will largely be implemented through an ongoing series of individual decisions about annexation, zoning, land division, Official Mapping, public investments, and intergovernmental relations. The City of Milton intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use Map (Maps 6a and 6b) and the Transportation Community Facilities (Map 7) of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent statutory and non-statutory factors.

Zoning Map Amendments

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

uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division processes.

Land Division

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

Official Mapping

The Transportation and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of Official Mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the Official Mapping and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

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

Intergovernmental Relations

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

D. Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

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

- a) Either the Common Council or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The City Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e) The City Clerk sends a copy of the recommended *Plan* amendment (to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed plan amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The City Clerk sends a copy of the adopted ordinance and *Plan* amendment to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

E. Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* by the year 2025 (i.e., ten years after 2015), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

F. Consistency Among Plan Elements

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

G. Implementation Guide

A primary outcome of the 2015 planning process was the development of strategic initiatives intended for short-term implementation of this *Plan*. The strategic initiatives were developed through a public process of identifying Milton’s most important issues and strongest assets which led to a fresh vision statement for the City. City staff and the Plan Commission were also deeply involved in developing and refining the vision statement and the list of assets and issues. Out of this process, seven strategic initiatives were developed. The strategic initiatives are intended to be short-term implementation priorities for the City. Additionally, each of the strategic initiatives is accompanied by action items, which are items that the City can address right away in order to bring the City closer to meeting the vision and goals of this *Plan*. The action items are focused on actions the City can initiate, although cooperation from other entities will be important to accomplish most of the seven strategic initiatives.

The following is a summary of the strategic initiatives, in order of priority, as guided by the Plan Commission.

1. **Make Milton a Destination**
2. **Further Economic Development Strategy for the Business Parks**
3. **Enhance Property Maintenance and Appearance**
4. **Leverage New Blackhawk Technical College Advanced Manufacturing Training Center**
5. **Improve Southern Gateways to the City**
6. **Provide More Diverse Recreational Facilities and Programs**
7. **Provide a Wider Range of Housing Options**

The Plan Commission guided the sequencing of the actions steps and strategic initiatives, and this is reflected in Figure 9.1.

There is much work to be done, but clearly everything cannot happen at once. The City should focus on the priority action items identified in Figure 9.1. As these items are completed or in progress, the City should them move down the list to the next priority item.

Past and Ongoing Implementation Efforts

The City of Milton has a strong track record of planning and implementation. The following is a list of actions taken towards implementing the City’s 1999 and 2008 Comprehensive Plan:

- ◆ Advocated for the construction of Highway 26 bypass and Highway 59 realignment, meeting both regional transportation objectives and local economic development goals
- ◆ Amended several sections of the zoning ordinance, particularly those related to quality of development including aspects like signage and landscaping
- ◆ Amended subdivision regulations particularly to deal with subdivision proposals in the City’s extraterritorial jurisdiction
- ◆ Prepared detailed plan for industrial park expansion on City’s southeast side and began to implement the plan through new business recruitment
- ◆ Initiated redevelopment projects focused on the downtown area including a Tax Increment Financing (TIF) district in the Junction Square area
- ◆ Instituted more thorough review of larger development proposals like subdivision plats, multi-family projects, and industrial developments
- ◆ Implemented in segments the transportation recommendations of the Plan including completion of segments of Sunset Drive and St. Mary Street collectors

In general, these priority items, and those to be identified in the future, meet one or more of the following criteria:

- Include a critical timing component that requires action within a specific period (such as the availability of a site or the submittal of a grant application) in order to achieve the desired result;
- Accomplish a prerequisite (such as the establishment of relationships or adoption of policies or regulations) necessary for other implementation activities to be undertaken;
- Is a project that has already been started, is making progress, and has established some momentum;
- Is a catalytic redevelopment project that will accelerate other recommended redevelopment efforts;
- Has the support of the majority of the City Council and has a high potential to be supported by the City's implementation partners.

The action items and timeframes indicated on the figure are those to be pursued proactively by the City based on current conditions. Some of these action steps will be market driven and/or will require a property owner, business, or developer to initiate them. As this that happens, a proposed project may become a higher priority for the city. Thus, classifying a project as lower priority in this *Plan* does not indicate the City is not interested in it; it means the City believes current conditions and trends require another party to take the lead. The timeframes in Figure 9.1 should in no way should be viewed as precluding property owners, business owners, or developers from proposing to advance projects that may be indicated here as lesser priorities or those not identified at all.

This work plan and the City remain flexible and open to consideration of projects proposed by others and adapting to changing conditions as necessary to advance the goals and recommendations of this *Plan* and the community's vision for the City of Milton.

Implementation Strategic Initiatives, Action Steps, Programs, and Recommendations

Figure 9.1 provides the strategic initiatives and action steps designed for short-term implementation of this *Plan*. Often, such actions will require substantial cooperation with others, including the County, the School District, Blackhawk Technical College, surrounding local governments, and local property owners.

The implementation steps in Figure 9.1 fall into the following categories:

- ◆ **Part 1: Implementation Action Steps:** Action steps marked with a check are the action steps which were determined by the Plan Commission and consultants as higher priority actions steps that the City should focus its attention on in the short term. Action steps *not* marked with a check are important to implementing the strategic initiatives and were identified by the Plan Commission and consultants as a second-level priority. Each action step is associated with one of the seven strategic initiatives.
- ◆ **Part 2: Additional Implementation Programs and Recommendations:** These implementation programs and recommendations that are not tied to the strategic initiatives and action steps developed during the 2015 *Comprehensive Plan* update. However, they are important because they that work toward the other goals, objectives, policies, and recommendations of this *Plan*. While not immediate, the City should pursue these programs and recommendations as they become necessary or as opportunities arise.

Figure 9.1 has several different columns of information, described as follows:

- ◆ **Strategic Initiative:** Broad initiatives intended for short-term implementation of this *Plan*.
- ◆ **Action Step:** Each of the strategic initiatives is associated with a number of more specific action steps which will help achieve the strategic initiative.
- ◆ **Implementation Timeframe:** This column responds to the state comprehensive planning law, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the

completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2025.

- ◆ **Category:** In the second section of Figure 9.1, the list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- ◆ **Recommendation:** In the second section of Figure 9.1, this column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.

Figure 9.1: Implementation Recommendations

1. Priority Implementation Action Steps			
Strategic Initiative	Action Step	Priority Projects (checked)	Implementation Timeframe
Make Milton a Destination <i>Location in Plan: Chapter 7</i>	Continue to build a brand around Milton’s exceptional historic buildings and sites.	✓	2015-2017
	Implement Goodrich Square and Junction Square area plans.	✓	2015-2017
	Enhance amenities and signage for bicyclists and snowmobilers, and prepare a branding and marketing campaign for city trails, Ice Age Trail connection, and Rock County snowmobile trail.	✓	2015-2017
	Increase outreach to campgrounds by positioning Milton as an attractive and convenient one-stop shop for services, supplies, and entertainment.		2017-2020
	Consider establishing a regional recreational complex.		2017-2020
	Increase outreach to campgrounds by positioning Milton as an attractive and convenient one-stop shop for services, supplies, and entertainment.		2017-2020
Further Economic Development Strategy for the Business Parks <i>Location in Plan: Chapter 7</i>	Recruit businesses to locate in Crossroads Business Park	✓	2015-2017
	Implement Crossroads Business Park Phasing Plan.	✓	2015-2017
	Clarify economic development roles among various organizations.	✓	2015-2017

Strategic Initiative	Action Step	Priority Projects (checked)	Implementation Timeframe
Enhance Property Maintenance and Appearance <i>Location in Plan: Chapter 3</i>	Continue façade grant program in both downtowns.	✓	2015-2017
	Enforce property maintenance codes and communicate existing property maintenance requirements to property owners.	✓	2015-2017
	Establish programs to assist with restoring and maintaining historic homes.	✓	2015-2017
	Adopt residential and commercial building design standards		2017-2020
	Support home ownership and minimize conversions to rental properties		2017-2020
Leverage New Blackhawk Training Center <i>Location in Plan: Chapter 7</i>	Market area businesses, events, quality school district, and affordable neighborhoods to student and faculty population in order to foster a favorable impression of the city to potential future residents or business owners.	✓	2015-2017
	Communicate regularly with Blackhawk leadership to understand the current and future needs of student and faculty population, including services, dining, and housing	✓	2015-2017
	Facilitate a relationship between Blackhawk and Milton businesses, especially those located in business parks.	✓	2015-2017
	Work with Blackhawk to incorporate internships, training programs, and apprenticeships with Milton businesses into Blackhawk curricula.	✓	2015-2017
	Tie Blackhawk into the community by holding City events the new Blackhawk facility's meeting space.		2017-2020
	Expand the partnership with Blackhawk and Milton High School that would allow high school students to take advantage of more of Blackhawks's resources, courses, and equipment.		2017-2020

Strategic Initiative	Action Step	Priority Projects (checked)	Implementation Timeframe
Improve Southern Gateways to the City <i>Location in Plan: Chapter 3</i>	Improve aesthetics through coordinated welcome signage or other enhancements (planters, banners, furnishings, etc.).	✓	2015-2017
	At key locations, consider adopting a design overlay zoning district requiring high-quality landscaping, building design, signage, and lighting.	✓	2015-2017
	Address property maintenance issues where present.		2017-2020
Provide More Diverse Recreational Facilities and Programs <i>Location in Plan: Chapter 5</i>	Coordinate recreational offerings among various recreation providers; establish areas of focus.	✓	2015-2017
	Expand recreational programs offered, including afterschool programs, non-team youth sports programs, and adult recreation programs.	✓	2015-2017
	Work closely with the School District of Milton to assess new facility needs and explore the idea of a regional sports venue.		2017-2020
Provide a Wider Range of Housing Options <i>Location in Plan: Chapter 6</i>	As new subdivisions are developed, ensure that zoning allows a wide range of housing types, and particularly larger homes for families.		2017-2020
	Attract developers who focus on life-cycle housing/neighborhoods.		2017-2020

2. Additional Implementation Programs and Recommendations

Category	Recommendation	Priority Projects (checked)	Implementation Timeframe
Ordinances/Land Use <i>Location in Plan: Chapters 2, 3, 4, 6, 7, 8, and 9</i>	Update Zoning Ordinance and Subdivision Ordinance to reflect the recommendations in this <i>Plan</i> .		2016-2019
	Update the Official Map to reflect the recommendations in this <i>Plan</i> and the City’s Comprehensive Outdoor Recreation Plan.	✓	2015-2016
Agricultural, Natural, and Cultural Resources <i>Location in Plan: Chapter 2</i>	Continue to exercise subdivision review authority to limit residential development to agricultural densities within the City’s extraterritorial jurisdiction and according to any boundary agreements to which the City may be party.		2015-2024

Category	Recommendation	Priority Projects (checked)	Implementation Timeframe
Transportation <i>Location in Plan: Chapter 4</i>	Implement the transportation improvements identified on Map 7 and in the Transportation chapter.		2015-2024
	Implement the bicycle and pedestrian transportation improvements identified in the Transportation chapter.		2015-2024
Utilities, Community Facilities, and Civic Organizations <i>Location in Plan: Chapter 5</i>	See Figure 5.3: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities.		See Chapter 5, Figure 5.3
Housing and Neighborhood Development <i>Location in Plan: Chapters 3 and 6</i>	Prepare a traditional neighborhood development ordinance, incorporating the design standards in this <i>Plan</i> .		2017-2020
Economic Development <i>Location in Plan: Chapter 7</i>	Continue to coordinate with MACC on economic development initiatives such as business retention strategies and increasing tourism.		2015-2024
Intergovernmental Cooperation <i>Location in Plan: Chapter 8</i>	Explore regional approaches to the provision of municipal services through collaboration with the City of Janesville.		2017-2020
Plan Monitoring and Advancement <i>Location in Plan: Chapter 9</i>	Monitor development activity and future implementation strategies against the recommendations in this <i>Plan</i> . Annual review of Implementation Plan and update of City's work plan.	✓	2015-2024
	Institute an annual <i>Comprehensive Plan</i> amendment process.		2015-2016
	Update this <i>Plan</i> as required by State statute.		2022-2024

Implementation Management

City Staff should informally review and evaluate all projects every six months. Once a year, the Plan Commission and City Council should hold a joint meeting in which both bodies review Figure 9.1 and formally amend the City's work plan for the coming year.