

SEWRPC Community Assistance Planning Report No. 295
A COMPREHENSIVE PLAN FOR THE TOWN OF POLK: 2035

Chapter XIII

SUMMARY

CHAPTER I - INTRODUCTION AND BACKGROUND

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, which is often referred to as the “Smart Growth” law. This law provided a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law is set forth in Section 66.1001 of the *Wisconsin Statutes*.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Washington County; 11 local government partners, including the Town of Polk; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

Nine Elements of the Comprehensive Plan

This plan contains the following nine elements, which are required by Section 66.1001(2) of the *Statutes*:

1. Issues and opportunities element
2. Land use element
3. Housing element
4. Transportation element
5. Utilities and community facilities element
6. Agricultural, natural, and cultural resources element
7. Economic development element
8. Intergovernmental cooperation element
9. Implementation element

Public Participation Plan

- Section 66.1001(4) of the *Statutes* requires that the Town Board adopt written procedures that are designed to foster public participation during development of the Town comprehensive plan, referred to as a public participation plan.
- The multi-jurisdictional comprehensive planning workgroup, with assistance from County and UW-Extension staff, developed a recommended public participation plan (PPP) for the multi-jurisdictional plan and each local government plan. The PPP was adopted by the Polk Town Board on October 12, 2004.

Plan Review and Adoption Requirements of *Wisconsin Statutes*:

- The Town Plan Commission must recommend to the Town Board a comprehensive plan or plan amendment prior to Town Board adoption of a plan or plan amendment. The Town Plan Commission recommended approval of this plan to the Town Board on September 1, 2009.
- The plan commission recommendation must be in the form of a resolution adopted by a majority vote of the entire membership of the commission (see Appendix G).
- The Town must adopt Village powers in order to establish a Plan Commission. The Town of Polk adopted Village powers on April 17, 1970, and a Town Plan Commission has been established.
- A comprehensive plan or plan amendment must be adopted by an ordinance enacted by a majority vote of the full membership of the Town Board. This plan was adopted by the Polk Town Board on September 8, 2009 (see Appendix H).

- All nine elements must be adopted simultaneously, and at least one public hearing must be held prior to adopting the plan. The Polk Town Board held a public hearing on the plan on September 1, 2009.
- An adopted comprehensive plan, or an amendment to a plan, must be sent to all governmental units within and adjacent to the Town; Washington County; the Wisconsin Department of Administration (DOA); the regional planning commission (SEWRPC); and the public libraries serving the Town (the Slinger Public Library and the West Bend Community Memorial Library).

Relationship Between County and Local Comprehensive Plans

Although State law does not require Town comprehensive plans and official maps to be incorporated into the County plan, Washington County incorporated adopted Town plans and maps into the County plan provided the land use element of the town comprehensive plan was in substantial agreement with the objectives, principles, and standards set forth in Chapter IV of the Regional Land Use Plan for Southeastern Wisconsin: 2020, as determined by the Washington County Planning, Conservation and Parks Committee. The Town of Polk land use plan was found to be in substantial agreement with the regional land use plan, and was incorporated into the Washington County Multi-Jurisdictional Comprehensive Plan. The County comprehensive plan was adopted by the Washington County Board on April 15, 2008.

Committee Structure

The Town Plan Commission had the primary responsibility for reviewing this Town comprehensive plan and those aspects of the multi-jurisdictional plan that relate to the Town. Oversight was provided by the Town Board.

The Town also participated in the development of the multi-jurisdictional comprehensive plan for Washington County by providing comments on draft plan chapters and other materials and by serving on the advisory committee and three element workgroups established to develop the County plan.

The Planning Area

The planning area is composed of the Town of Polk, which in 2007 encompassed a total of 20,143 acres, or about 31 square miles. The Town is located in the south central portion of Washington County. It is bordered by the Towns of Addison and West Bend on the north, by the Town of Jackson and Village of Jackson on the east, by the Village of Richfield on the south, and by the Town of Hartford, the City of Hartford, and the Village of Slinger on the west, all located in Washington County.

Benefits of Comprehensive Planning

- Planning helps define the future character of a community.
- Planning helps protect natural and cultural resources.
- Planning can provide a rational basis for local decisions.
- Planning can provide certainty regarding future development.
- Planning can save money.
- Planning can promote economic development.
- Planning can promote public health.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an “end result,” but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, including the Town zoning ordinance and map, subdivision ordinance, and official mapping ordinance, which are required under State law to be consistent with the comprehensive plan. Other possible implementation tools include capital improvements programming, plans for local parks, and other local ordinances, programs, and policies.

CHAPTER II - EXISTING PLANS AND ORDINANCES: 2007

A review of the existing framework of areawide and local plans and related land use regulations was conducted at the beginning of the planning process, and are summarized in the following paragraphs:

Town of Polk Land Use Plan

The Town of Polk did not have a Land Use or Master Plan prior to this plan, but has historically relied on the regional land use plan to guide development in the Town. The comprehensive plan is the first land use plan adopted by the Town and will allow the Town to meet State comprehensive planning requirements.

Town of Polk Zoning Ordinance

Section 66.1001(3) of the *Wisconsin Statutes* requires that zoning, land divisions, and official mapping decisions made by local and county governments be consistent with local and county comprehensive plans, respectively, as of January 1, 2010. The Polk Town Board adopted an updated zoning ordinance with amendments approved through April 2007. The zoning map for the Town was adopted in March 1988, and was most recently revised in March 2009. Zoning within the Town consists of eight basic zoning districts. Washington County enforces shoreland and floodplain zoning regulations in shoreland areas in the Town of Polk.

Town of Polk Land Division Ordinance

Under Chapter 236 of the *Statutes*, local governments are required to review and take action on plats for subdivisions. Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a “subdivision,” which is the case in the Town.

The Town of Polk adopted a land division ordinance, which applies to all lands within the Town, in March 1985. The ordinance was updated to include amendments approved through February 2006. Under the ordinance, a subdivision plat is required for any land division that creates five or more parcels or building sites of 1.5 acres each or less in area or where five or more parcels or building sites of 1.5 acres each or less created by successive divisions within a five-year period (the Statutory definition). All other divisions of land within the Town require Town Board approval of a certified survey map.

Other Town Land Use-Related Ordinances

In addition to the zoning and land division ordinances, the Town of Polk has adopted a stormwater management and erosion control ordinance. The Town has not adopted an official map and is not required to do so.

Extraterritorial Zoning Regulations

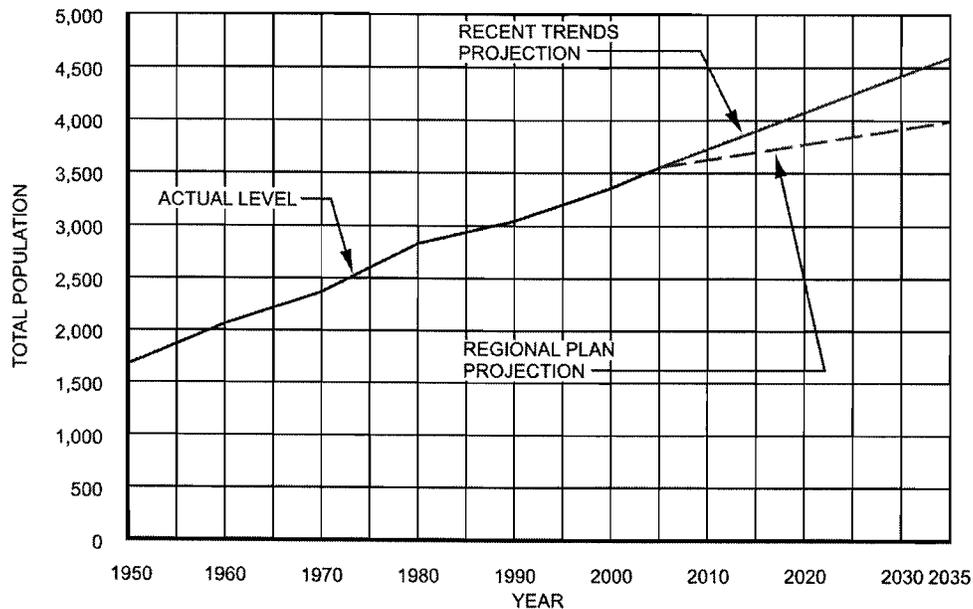
Initiation of an extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two years, while the city or village and affected town jointly develop an extraterritorial zoning ordinance and map. The Town of Polk is almost entirely encompassed within six extraterritorial areas, the Cities of Hartford and West Bend and the Villages of Germantown, Jackson, Richfield, and Slinger. None of these Cities or Villages exercises extraterritorial zoning in the Town. In February 2003, the Village of Slinger initiated preparation of an extraterritorial zoning ordinance that included a portion of the Town of Polk, as well as portions of the Towns of Addison, Hartford, and West Bend. In February 2005, the affected Towns voted against continuing the process beyond the two-year period specified in Section 62.23(7a) of the *Statutes*, and the process was terminated.

Extraterritorial Plat Authority

A city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if the city or village has adopted a subdivision ordinance or an official map. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village, as is the case with the Village of Slinger and the City of Hartford, which both exercise extraterritorial authority over different portions of the Town of Polk. The City of West Bend and the Villages of Germantown, Jackson, and Richfield also have extraterritorial plat authority over portions of the Town.

CHAPTER III - POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS AND PROJECTIONS

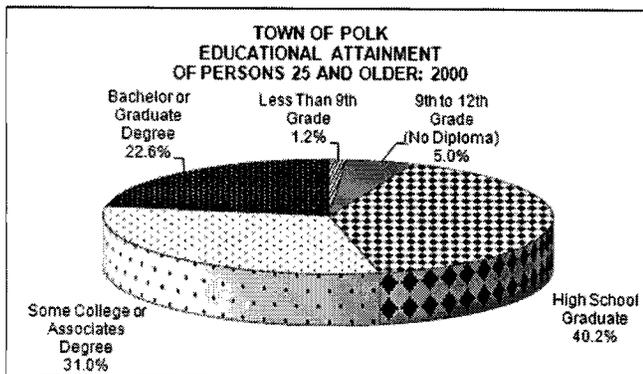
HISTORIC AND FUTURE POPULATION LEVELS IN THE TOWN OF POLK: 1950-2035



Source: U.S. Bureau of the Census and SEWRPC.

Population

- The January 1, 2007 DOA population estimate for the Town of Polk was 4,005 residents.
- The 2035 regional land use plan envisions a future population of 5,280 Town residents in 2035, while a continuation of recent trends would result in about 4,590 Town residents in 2035.
- The Plan Commission and Town Board determined that the Town would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 4,590 persons, which reflects a continuation of recent growth trends.
- The median age in the Town of Polk in 2000 was 39 years, compared to a median age of 37 years in the County.

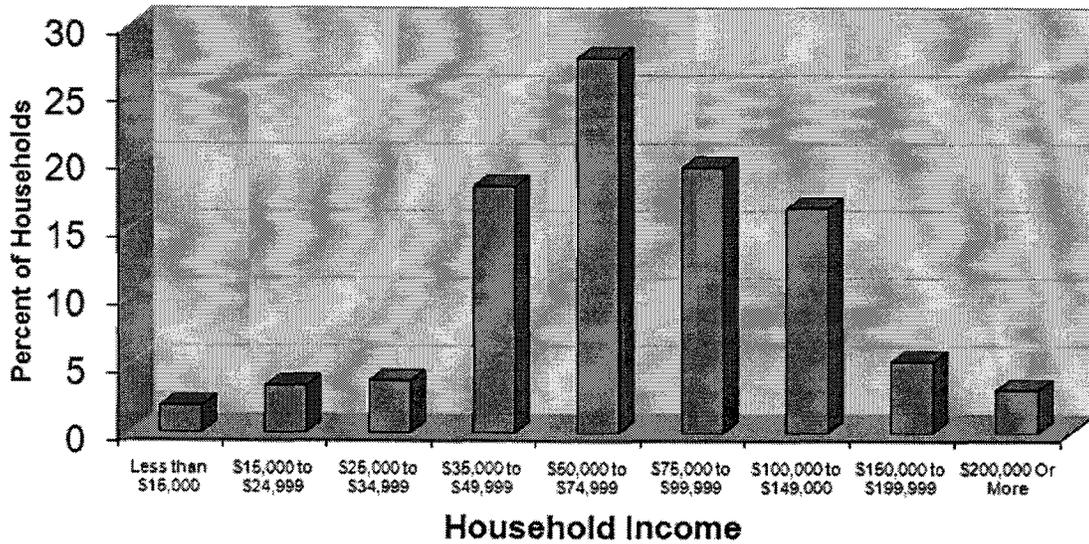


Source: U.S. Bureau of the Census and SEWRPC.

Educational Attainment

- In 2000, about 54 percent of Town of Polk residents age 25 years and older had attended some college or earned either an associate, bachelor, or graduate degree, which is the same percentage of residents in Washington County and the Region. This level of education suggests that residents of the Town, and the County as a whole, are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions.

TOWN OF POLK HOUSEHOLD INCOME: 1999

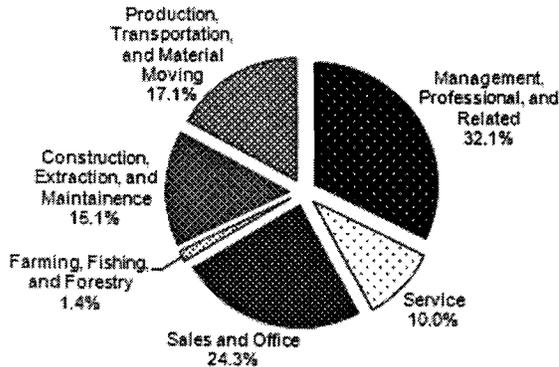


Source: U.S. Bureau of the Census and SEWRPC.

Households

- There were 1,352 households in the Town of Polk in 2000, with an average household size of 2.89 persons in 2000.
- The selected population projection of 4,590 persons would result in approximately 1,740 households in the Town in 2035, based on an anticipated 2035 average household size of 2.63 persons per household.
- The annual median household income in the Town of Polk in 1999 was \$62,933, which was \$5,900, or about 10 percent, higher than the 1999 annual median household income in the County.

TOWN OF POLK EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION: 2000



Employment

- There were a total of 2,262 Town of Polk residents age 16 years and older in the labor force in 2000.
- The largest percentage of Town workers, about 32 percent, was employed in management, professional, and related occupations.

Source: U.S. Bureau of the Census and SEWRPC.

CHAPTER IV - ISSUES AND OPPORTUNITIES ELEMENT

The purpose of the issues and opportunities element is to define a desired future for the Town and provide an overall framework for development of the comprehensive plan. A vision statement was developed by the Town to express the preferred future and key characteristics desired by the Town:

VISION STATEMENT 2035

“In 2035, the Town of Polk remains a beautiful place to live and raise a family. Its convenient location, large lots, and low residential density help the Town retain its rural character and remain distinct from nearby urban areas. Town government is responsive to citizens, is fiscally responsible, and makes the protection of natural resources a priority.”

Overall goals and objectives developed by the Town are presented in Chapter IV. The overall goals are general and provided the framework for more specific goals in the following seven elements (chapters V through XI).

CHAPTER V - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

Inventory of Soils and Agricultural Resources

Saturated Soils

Approximately 24 percent of the Town of Polk is covered by hydric soils (about 4,884 acres), generally associated with stream beds and wetland areas. Although hydric soils are generally unsuitable for development, they may serve as important locations for the restoration of wetlands, as wildlife habitat, and for stormwater detention.

Existing Farmland

There were 10,386 acres, or about 51 percent of the Town, in agricultural use in 2000.

- Cultivated lands covered approximately 9,072 acres, or 87 percent of agricultural lands in the Town.
- Pasture land and unused agricultural land covered approximately 1,043 acres, or 10 percent of agricultural lands in the Town.
- Orchards, nurseries, and specialty crops covered approximately 35 acres, or less than 1 percent of agricultural lands in the Town.
- Farm buildings covered approximately 236 acres, or 2 percent of agricultural lands in the Town.

Inventory of Natural Resources

Topography

The western portion of the Town of Polk is located in the Kettle Moraine, which includes small portions of Big Cedar Lake and Little Cedar Lake, and also contains extensive woodland areas within the Town. The remainder of the Town is glacial till and outwash plain and includes Cedar Creek.

Existing Nonmetallic Mining Sites

There were three active nonmetallic mining sites located in the southern portion of the Town in 2007.

Water Resources

Surface water resources, consisting of lakes and streams and their associated wetlands, floodplains, and shorelands, form important elements of the natural resource base of the Town. The contribution of these resources to economic development, recreational activity, and scenic beauty is immeasurable. In 2000, there were 264 acres of surface water, 2,227 acres of floodplains, and 1,840 acres of wetlands in the Town.

Watersheds and Subwatersheds

Within the Town of Polk, the Milwaukee River watershed in the Great Lakes – St. Lawrence River drainage basin encompasses 14,862 acres, or about 74 percent of the Town. The Rock River watershed, located primarily in the southwestern portion of the Town, encompasses 5,282 acres, or about 26 percent of the Town.

Lakes and Streams

Major streams are defined as those which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Major streams in the Town include Cedar Creek, Coney River, and a portion of Evergreen Creek. Major lakes are defined as those lakes which have a surface area of 50 or more acres. A 104-acre portion of Big Cedar Lake and a 36-acre portion of Little Cedar Lake are located within the Town.

Wetlands

Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion. Wetlands identified in SEWRPC's regional land use inventory encompassed about 1,840 acres, or about 9 percent of the Town, in 2000.

Floodplains

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. Floodplains within the Town identified as part of the shoreland and floodplain zoning map update for Washington County in 2001 encompass 2,227 acres, or about 11 percent of the Town.

Shorelands

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. Shorelands within the Town identified as part of the shoreland and floodplain zoning map update for Washington County in 2001 encompass 4,808 acres, or about 24 percent of the Town.

Groundwater Resources

Groundwater resources constitute another key element of the natural resource base of the Town and County. Groundwater not only sustains lake levels and wetlands and provides the base flow of streams, but also provides the water supply for domestic, municipal, and industrial water users in Washington County. Recharge to groundwater is derived almost entirely from precipitation.

To satisfy future water demands in the Southeastern Wisconsin Region, including Washington County, coordinated regional water resource management is needed, which would optimize the use of ground and surface water. The regional water supply planning program¹ currently being conducted by SEWRPC will provide guidance in this regard and is scheduled to be completed in 2009. At the time this comprehensive plan was prepared, areas within Washington County and the remainder of the Region had been analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. Areas were placed into the following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches of recharge per year), and low (less than three inches of recharge per year).

About 2 percent of the Town is rated "very high" for recharge potential, and about 35 percent is rated "high" for recharge potential. Most of the high and very high recharge potential areas are located in a band that crosses the Town from the northeast to the southwest corner, which generally corresponds to the Kettle Moraine area.

¹*Documented in SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin (underway). The plan is expected to be completed in 2009.*

Primary environmental corridors and floodplains were overlaid on Map V-3 in Chapter V to indicate the correlation between such areas and groundwater recharge potential. About 70 percent of high and very high recharge potential areas outside of wetlands are located within primary environmental corridors and floodplains in the Town.

Development at rural densities, agricultural uses, and preservation of natural resources will preserve groundwater recharge capabilities. In addition, the use of conservation subdivision design and stormwater management measures that maintain natural hydrology can help preserve the groundwater recharge potential in areas developed for suburban-density residential uses and other urban uses.

Managed Forest Lands

The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production. In 2005, 315 acres of woodlands in the Town, all of which were closed to the public, were enrolled in the program.

Natural Areas

A total of seven natural areas, encompassing about 649 acres, have been identified in the Town of Polk. The Big Cedar Lake Bog, a 26-acre portion of Mud Lake Meadow, a 105-acre portion of Mud Lake Swamp, and Mud Lake Upland Woods are classified as a NA-2 sites, and together encompass about 274 acres in the Town. The Heritage Trails Bog, Mueller Woods, and Slinger Upland Woods are classified as a NA-3 sites, and together encompass about 375 acres in the Town. The regional natural areas plan recommends the preservation of all natural areas owned or located in the Town through protective acquisition.

Critical Species Habitat and Aquatic Sites

There were no upland critical species habitat sites identified in the Town of Polk; however, six aquatic sites supporting threatened or rare fish and mussel species were identified in the Town. The six sites contain about five miles of rivers and streams and about 175 acres of lakes, including a 104-acre portion Big Cedar Lake, which is identified as an aquatic area of statewide or greater significance, and a 36-acre portion of Little Cedar Lake. Aquatic habitat sites are protected under DNR regulations and County shoreland regulations.

Environmental Corridors and Isolated Natural Resource Areas

Primary Environmental Corridors

- At least 400 acres in size, two miles long, and 200 feet wide.
- In 2000, 2,956 acres, encompassing about 15 percent of the Town, were located within primary environmental corridors.

Secondary Environmental Corridors

- If linking primary corridors, no minimum area or length criteria apply.
- If not linking primary corridors, must be at least 100 acres in size and one mile long.
- In 2000, secondary environmental corridors, made up principally of scattered wetlands, totaled 1,167 acres, or about 6 percent of the Town.

Isolated Natural Resource Areas

- Encompasses at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors.
- In 2000, isolated natural resource areas within the Town, generally comprised of wooded areas, totaled 589 acres, or about 3 percent of the Town.

Primary environmental corridors in the Town of Polk are located primarily along Cedar Creek, within the Kettle Moraine, and within an extensive area of wetlands in the southeast portion of the Town.

Park and Open Space Sites

Washington County

A 64-acre portion of the 75-acre Ackerman's Grove Park and the 233-acre Heritage Trails Park are located in the Town of Polk. The 129-acre Washington County Fair Park is also located in the Town. These three sites encompass a total of 426 acres. The Washington County park and open space plan recommends that the County acquire an additional 90 acres in the Town as an expansion of Heritage Trails Park.

Wisconsin Department of Natural Resources (DNR)

The DNR has acquired large areas of park and open space lands in Washington County for a variety of resource protection and recreational purposes. The DNR owns two sites in the Town of Polk, a 267-acre site encompassing a portion of the Polk Kames and a segment of the Ice Age Trail, located in the northwestern portion of the Town adjacent to the Village of Slinger and USH 41; and a 17-acre open space site along Cedar Creek, also known as the Schweitzer Dam site, located northeast of the Town Hall. These two sites encompass a total of 284 acres of park and open space.

The Kettle Moraine and Cedar Creek are two natural resource features in the Town of Polk identified by the DNR as areas in need of protection and special focus. A Mid-Kettle Moraine study area has been identified by the Mid-Kettle Moraine Partners Group, a coalition of public and private organizations and agencies, including the DNR. The goal of the Partners Group is to protect the best remaining natural and scenic areas of the Kettle Moraine in Washington and Waukesha Counties. The Polk Kames area was acquired by the DNR as part of the Mid-Kettle Moraine focus area. The DNR also established a stream bank program for Cedar Creek to protect the scenic, fishery, and water quality of waterways in Washington County, which are primarily funded through the State Stewardship Program.

Private and Public-Interest Resource Oriented Park and Open Space Sites

As of 2009, the Cedar Lakes Conservation Foundation and the Friends of Nature Association owned sites in the Town of Polk. The Cedar Lakes Conservation Foundation owned eight sites totaling 404 acres and the Friends of Nature Association owned a 14-acre site along Cedar Creek.

Lands Covered by Protective Easements

As of 2009, there was a conservation easement on one site in the Town of Polk; the Ozaukee Washington Land Trust (OWLT) held a 49-acre conservation easement along Cedar Creek in Section 10 of the Town.

Town of Polk Park and Open Space Site

The Town of Polk owns one site, the Town Hall Park. Town Hall Park is located adjacent to the Town Hall along STH 60 and encompasses 21 acres.

Commercial and Organizational Park and Open Space Sites

There are four private commercial and organizational park and open space sites located in the Town of Polk. Cedar Lake Hills Subdivision Park, Country Sport, Scenic View Country Club, and Sleeping Dragon Ranch total 251 acres within the Town. The 182-acre Scenic View Country Club accounts for the majority of the commercial park and open space sites acreage.

Inventory of Cultural Resources

In 2008, the Town of Polk did not have any historic sites listed on the National Register of Historic Places or the State Register of Historical Places. There were two County Landmarks located in the Town, the Winter Farm, located on Cedar Creek Road; and the Schubert Cheese Factory, located in Diefenbach Corners.

The Town of Polk does not have a local historical society; however, the resources of the Washington County Historical Society, itself affiliated with the State Historical Society of Wisconsin, are available to Town residents.

Agricultural, Natural, and Cultural Resources Goals and Programs

Goals:

- Preserve rural character and support country living by retaining viable farmland.
- Preserve natural vegetation and cover and promote the natural beauty of the Town.
- Attain a proper adjustment of land use and development to the supporting and sustaining natural resource base.
- Restrict building on poor soils or in other areas poorly suited for development.
- Through policy, prevent damage from flooding, water pollution, disease, and other hazards to persons or properties.
- Encourage preservation of historic or cultural structures and archaeological sites.

Programs:

- Continue to allow a wide variety of agricultural uses in the Town in accordance with the requirements of the A-1 (General Agricultural) district in the Town zoning ordinance.
- Work with OWLT and other Nonprofit Conservation Organizations to protect primary and secondary environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas.
- Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County's nonmetallic mining reclamation ordinance; and continue to enforce requirements of the Q-1 (Quarrying) district in the Town zoning ordinance.
- Continue to work with Washington County to administer and enforce the requirements of the Town's erosion control and stormwater management ordinances. Particular care should be taken where development is proposed on slopes of 20 percent or greater (shown on Map VI-3 in Chapter VI).
- Continue to maintain the Town park adjacent to the Town Hall.
- Cooperate with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them.

CHAPTER VI - LAND USE ELEMENT

Land Use Trends

- Between 1980 and 2000, the amount of land used for urban uses, including residential, commercial, industrial, and transportation uses, increased by about 1,621 acres, from about 1,969 acres to about 3,590 acres, or about 82 percent.
- The percentage of land classified as "nonurban" decreased by about 9 percent between 1980 and 2000. The amount of land used for agriculture decreased by about 3,250 acres, or by about 24 percent. The number of acres in the "open lands" category, that is, lands that are vacant and apparently unused, increased by about 1,288 acres during the 1980 to 2000 period. The acreage of woodlands, wetlands, and surface waters increased by about 6 percent between 1980 and 2000, due primarily to an increase in wooded areas in the Town. The area within extractive sites increased by about 154 percent, from 108 acres in 1980 to 274 acres in 2000.

Existing Land Uses (2008)

Urban Land Uses

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 5,212 acres, or about 26 percent of the Town in 2008.

- Residential uses encompassed 2,707 acres, or about 13 percent of the Town. Virtually all residential uses in the Town were single-family; however, there was one two-family dwelling in the Town in 2008.
- Commercial land encompassed 163 acres, or about 1 percent of the Town.
- Industrial land encompassed 133 acres, or about 1 percent of the Town.
- Transportation, communication, and utility uses encompassed 1,603 acres, or about 8 percent of the Town.
- Land used for governmental and institutional uses encompassed 219 acres, or about 1 percent of the Town.
- Recreational land encompassed about 387 acres, or about 2 percent of the Town. This category includes portions of park and open space sites that are not being farmed and are located outside of woodlands, wetlands, or surface waters.

Nonurban Land Uses

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and unused land. Nonurban land uses encompassed 14,932 acres, or about 74 percent of the Town, in 2008. Significant portions of the Town were used for agricultural purposes (about 47 percent) or encompassed within woodlands and wetlands (an additional 23 percent).

- Agriculture was the predominant land use in the Town in 2008, and encompassed 9,542 acres, or about 47 percent of the Town. Agricultural lands include all croplands, pasture lands, and farm buildings and structures (farmhouses, barns, silos, etc.).
- Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 4,203 acres, or about 21 percent of the Town.
- There were three active nonmetallic mining (extractive) sites in the Town in 2008, which encompassed 323 acres, or about 2 percent of the Town.
- Open lands encompassed 864 acres, or about 4 percent of the Town. Open lands include undeveloped portions of residential, commercial, and industrial lots larger than five acres that are not being farmed, and undeveloped parks or portions of park sites that are not being farmed.
- There are no active landfills in the Town. The DNR has identified six former landfills in its registry of waste disposal sites.
- The DNR has identified two active leaking underground storage tank (LUST) sites in the Town.

TOWN OF POLK LAND USE PLAN

The land use plan map for the Town of Polk for the year 2035 is presented on Map VI-4 in Chapter VI. Table VI-5 in Chapter VI sets forth the number of acres and percent of the Town in each land use category on the Land Use Plan Map. The Town of Polk land use plan generally envisions a rural town with agricultural, large-lot residential, extractive, and recreational uses. Exceptions include existing urban development and new urban uses along USH 45 and STH 60 and adjacent to the Village of Jackson on the east, Slinger on the west, and the Cabela's store adjacent to the southeast corner of the Town.

Land Use Goals and Programs

Goals:

- Preserve rural character and support country living by retaining viable farmland.
- Preserve natural vegetation and cover and promote the natural beauty of the Town.
- Attain a proper adjustment of land use and development to the supporting and sustaining natural resource base.
- Restrict building on poor soils or in other areas poorly suited for development.
- Through policy, prevent damage from flooding, water pollution, disease, and other hazards to persons or properties.

Programs:

- Retain Town zoning as the primary means of regulating land uses in the Town.
- Continue to allow a wide variety of agricultural uses in the Town in accordance with the requirements of the A-1 (General Agricultural) district in the Town zoning ordinance.
- Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County’s nonmetallic mining reclamation ordinance; and continue to enforce requirements of the Q-1 (Quarrying) district in the Town zoning ordinance.
- Continue to work with Washington County to administer and enforce the requirements of the Town’s erosion control and stormwater management ordinances. Particular care should be taken where development is proposed on slopes of 20 percent or greater (shown on Map VI-3 in Chapter VI).

CHAPTER VII - HOUSING ELEMENT

Inventory and Projections

Total Housing Units

- There were 1,430 housing units in the Town in 2000. About 85 percent, or 1,212, were owner-occupied and about 10 percent, or 140, were renter-occupied. About 5 percent of the total housing units, or 78 units, were vacant.

Vacancy

- The overall vacancy rate in the Town was 5.5 percent in 2000.

Value of Owner-Occupied Housing Units

- The median value for owner-occupied housing units in the Town was \$216,900 in 2000.

Median Sales Prices in 2006

- In 2006, the median price in the Town of Polk was \$284,500; this is an increase of about 66 percent from the median price in 2000.

Monthly Housing Costs

<p>The median monthly housing cost for homeowners with a mortgage was \$1,481.</p> <ul style="list-style-type: none"> • About 13 percent of homeowners spent between \$700 and \$999 and about 7 percent spent under \$700 • About 32 percent of homeowners with a mortgage spent between \$1,000 and \$1,499 on monthly housing costs • About 29 percent spent between \$1,500 and \$1,999 and about 19 percent spent over \$2,000 	<p>The median monthly housing cost for homeowners without a mortgage was \$408.</p> <ul style="list-style-type: none"> • About 44 percent of homeowners without a mortgage spent between \$300 and \$399 on monthly housing costs and about 43 percent spent between \$400 and \$499 • About 7 percent spent between \$500 and \$699 on monthly housing costs • About 3 percent spent over \$700 and about 3 percent spent under \$300 each on monthly housing costs
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Structure Type and Year Built

The total number of housing units increased from 808 to 1,359 from 1970 through 2000. During this same time period, the percentage of single-family housing units increased about 11 percent, from 86 to 97 percent. About 2 percent of units were in multi-family structures and about 1 percent was in two-family structures in 2000. No mobile homes or other residential structures existed in the Town in 2000. Between 2000 and 2006, the total number of residential units increased from 1,359 to 1,485, or by 9 percent. The percentage of residential units in single family structures remained the same, about 97 percent. The percentage of units in two-family structures

and multi-family structures also remained the same, about 1 percent and 2 percent, respectively. Between 2000 and 2006, no mobile homes or other residential structures were constructed in the Town.

Affordable Housing Need Assessment

The Federal Department of Housing and Urban Development (HUD) defines housing affordability as households “paying no more than 30 percent of their income for housing.” Households that pay more than 30 percent of their monthly income for housing are considered to have a high housing cost burden. About 19 percent of households in the Town spent over 30 percent of their monthly income on housing costs in 2000. A full-time worker (40 hours per week) must earn \$47.95 per hour to afford a median priced home (\$284,500) in the Town in 2006.

Household Projections: 2035

The number of additional housing units needed between 2000 and 2035 to provide an adequate supply is determined by subtracting the number of housing units in 2000 (1,430 housing units) from the projected number of housing units needed in 2035. The resulting projected demand is about 362 additional housing units in the Town between 2000 and 2035. As of the end of 2007, there were an estimated 1,499 housing units in the Town, which would result in a need for an additional 293 housing units between 2008 and 2035.

Housing Goals and Programs

Goals:

- In cooperation with neighboring communities, support a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Town residents

Programs:

- Allocate sufficient area for residential development on the Town land use plan map to accommodate the anticipated population of the Town in 2035.
- Work with government agencies and developers to implement creative ideas for providing low and moderate income housing in the Town while maintaining appropriate densities.
- Continue to enforce regulations regarding site suitability for development (such as suitable soils and topography) included in the Town Zoning Ordinance and Land Division Ordinance.
- Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing.
- Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.
- Work with the Washington County Health Department to enforce State public health Statutes and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard.
- Continue to cooperate with Washington County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements.

CHAPTER VIII - TRANSPORTATION ELEMENT

Transportation Facilities and Services

Streets and Highways

- In 2008, there were approximately 96 miles of streets and highways in the Town of Polk,² under the Town's WisDOT certified mileage.

Arterial Streets

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas.

- There were about 42.9 miles of arterial highways in the Town in 2008. About 23.8 miles were under the jurisdiction of WisDOT, including USH 41 and 45 and STH 60, 144, 145, 164, and 175. About 12.4 miles of arterial highways were under the jurisdiction of Washington County, including CTH CC, E, K, NN, Z, P, PV, and that portion of CTH C west of the hamlet of Cedar Creek.
- There were 6.7 miles of arterial streets under Town jurisdiction, including Cedar Creek Road, Pleasant Valley Road, and Pioneer Road.

Collector and Land Access Streets

The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets.

- In 2008, there were about 53.5 miles of collector and land access streets in the Town, including about 2.0 miles of non-arterial county highways (that portion of CTH C between CTH Z and CTH P), and about 51.5 miles under Town jurisdiction.

Urban Public Transportation

Park-Ride Facilities

Park-ride facilities enable efficient travel within Southeastern Wisconsin through transfer between private vehicle and public transit, and between single occupant or solo driver private vehicles and carpools. Washington County has seven park-ride lots, including four park-ride lots served by transit and three park-ride lots not served by transit (these lots are not large enough to accommodate a bus). Two of the four park-ride lots served by transit are located in the Town of Polk, at the interchanges of USH 45 and Pleasant Valley Road at the Washington County Fair Park grounds, and a temporary lot at the former Highway View Elementary School on Pioneer Road.

Rural and Small Urban Community Public Transportation

Washington County Shared-Ride Taxi System

- The Washington County Shared-Ride Taxi System is provided by Washington County. The system is designed to serve any trip made within Washington County during its operating hours. The County shared-ride taxi system serves all areas of the County except trips where both the origin and destination are located within the City of West Bend or the City of Hartford.

City of Hartford Transport Taxi System

- The Hartford Transport Taxi Service consists of two vehicles operated by the City of Hartford. Service is provided to City residents in specified locations, which include City limits and up to one mile outside City limits and out of town service to and from the City of Hartford to General Mitchell International Airport, Columbus Train Depot, the Milwaukee Downtown Bus Depot, the Aurora Health Center in Slinger, and up to 10 miles into Dodge County.

² Total street and highway mileage does not include private streets.

City of West Bend Transport Taxi System

- The West Bend Transport Taxi Service consists of 14 vehicles operated by the City of West Bend. Service is provided to City residents in specified locations, which include City limits and up to two miles outside City limits. Typical response time is 30 minutes.

Medical Related Transportation Services

- Washington County has multiple free transportation services to assist County residents by providing transportation to and from medical facilities. They include:
 - American Cancer Society Road to Recovery
 - American Red Cross, West Bend Chapter
 - Life Star Medical Transport

Bikeways

Bikeways in Washington County in 2008 totaled about 22 miles. The longest bikeway in the County is the Eisenbahn State Trail, which spans north and south for 24 miles within Fond du Lac and Washington Counties. Twelve miles of the trail are located in the northern half of the County, beginning at Rusco Road in the City of West Bend north through the City, Town of Barton, and Town and Village of Kewaskum to the north County line. Additional on-street and off-street bikeways are located in the City of West Bend, and between the City of Hartford and Pike Lake State Park.

Other Transportation Facilities and Services

Rail Freight Services

Railway freight service is provided within Washington County by two railway companies over approximately 48 miles of active mainline railway and a 15 mile spur railway line. The Canadian National (CN) Railway operates freight service over an approximately 25 mile segment of mainline railway traveling north through the western half of the County towards Duluth-Superior via Fond du Lac. The CN also provides freight service over an approximately 15 mile spur segment of railway in the central portion of the County from the southeastern corner of the County to the southern boundary of the City of West Bend. The Wisconsin & Southern Railroad Company (WSOR) provides freight service over an approximately 23 mile segment of railway in the southern portion of the County. The CN and WSOR run parallel to each other through the southern portion of the Town of Polk. The lines diverge in the Village of Slinger. The WSOR line continues west and the CN line turns north, and parallels USH 41 in the northwestern portion of the Town.

Airports

- Chartered air service and air freight services are provided at two publicly-owned public-use airports in Washington County: West Bend Municipal Airport and Hartford Municipal Airport.
- Privately-owned Hahn Sky Ranch in the Town of Wayne is available for public use, although use of the Hahn Sky Ranch is limited by unpaved runways and lack of lights.
- Commercial airline service is provided to residents of the County by General Mitchell International Airport, located in eastern Milwaukee County. Also, Lawrence Timmerman Field located in western Milwaukee County is capable of accommodating most types of general aviation aircraft.
- There are two private-use airports in the County: Erin Aero in the Town of Erin and Willow Creek in the Village of Germantown. The airports provide turf runways and limited lighting, navigational aids, and other support facilities. Private heliports are located at St. Joseph's Community Hospital in the Town of Polk and Hartford Hospital in the City of Hartford. The Wisconsin National Guard operates a heliport at the West Bend Airport. These airports and heliports are restricted use facilities and are not open for use by the general public.

Transportation Goals and Programs

Goals:

- Maintain a safe and efficient transportation system in the Town.

- Continue to maintain and improve Town roads in a timely and well-planned manner.
- Manage congestion on Town roads.

Programs:

- Notify Washington County when a certified survey map (CSM) is submitted for a land division adjacent to a County highway, and request County input regarding the appropriate right-of-way for and access to the highway.
- Consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- Work with Washington County and private service providers, where appropriate, to improve public transportation for persons with disabilities to increase access to jobs and community activities.
- Consider incorporating desired policies from State long-range transportation planning efforts, including *Connections 2030*, into Town of Polk plans.
- As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR) and continue to update road ratings.
- Continue to participate in the annual bridge inspection program conducted by Washington County.
- Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps VIII-2 and VIII-3 in Chapter VIII) and the Transportation Improvement Program.
- Conform to existing topography, if possible, when constructing new streets.
- Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner.

CHAPTER IX - UTILITIES AND COMMUNITY FACILITIES ELEMENT

Existing Utilities and Community Facilities

Wastewater Disposal

Sanitary Sewer Services

Sanitary sewer service within the Town of Polk is provided to St. Joseph’s Community Hospital and the Washington County Fair Park in the northeastern portion of the Town. These areas are served by the Village of Jackson sewerage system and wastewater treatment plant and are located in the Village of Jackson sewer service area. About 967 acres in the Town were in the sewer service area in 2008.

Private Onsite Waste Treatment Systems

All other developed properties in the Town rely on private onsite waste treatment systems (POWTS). Washington County regulates POWTS in the Town under the County Sanitary Code, which is Chapter 25 of the County Code of Ordinances. Between 1980 and 2006, permits were issued for 853 POWTS in the Town.

Water Supply

- Public water service is provided to St. Joseph’s Community Hospital and the Washington County Fair Park in the northeastern portion of the Town by the Village of Jackson Water Utility. Water for domestic and other uses in remaining portions of the Town is supplied by groundwater through the use of private wells. The Town does not have a public water supply system.

Stormwater Management

- Stormwater in the Town of Polk drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system.

Solid Waste Disposal

- The Town of Polk does not provide for solid waste collection. Town residents contract privately with either Veolia Environmental Services or Waste Management for individual garbage collection services.

Recycling Facilities

- Each local government in Washington County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. A recycling center, located adjacent to the Town Hall, serves the recycling needs of Town of Polk residents.

Road Maintenance

- The Town of Polk Highway Department is responsible for maintaining about 52 miles of Town roads. Duties include conducting summer maintenance such as pavement markings, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing street signs.
- The Highway Department also coordinates road paving and reconstruction projects in the Town and plows snow.
- The Highway Department also plows the parking lots for the Washington County Humane Society.
- Washington County provides the Town assistance with road construction and maintenance, such as centerline striping, on a contract (fee for service) basis.

Parks

- As of 2008, the Town of Polk owned one park and open space site, the 21-acre Town Hall Park.
- There were also three County-owned park and open space sites located in the Town, the 64-acre Ackerman's Grove Park, the 233-acre Heritage Trails Park, and the 129-acre Washington County Fair Park.
- The DNR owned two park and open space sites, the 267-acre Ice Age Trail/Polk Kames site, and the 17-acre Schweitzer Dam/Cedar Creek site.
- Together, these six sites provide 731 acres of publicly-owned park and open space.
- There were also 13 private sites located in the Town encompassing 669 acres, for a total of 1,400 acres within park and open space sites.

Telecommunications Facilities

- There were eight wireless antenna towers in the Town in 2008, two which accommodated antennas for three companies, one accommodating antennas for two carriers, and five accommodating antennas for a single carrier. Providers with wireless antennas in the Town included AT&T, Nextel, SBA, Sprint, T-Mobile, U.S. Cellular, and Verizon.

Power Plants and Transmission Lines

- We Energies provides electric power and natural gas service throughout the Town; however, some Town residents currently use propane tanks rather than natural gas.
- A high-voltage (69 kilovolts or higher) electric power transmission corridor owned by the American Transmission Company (ATC) crosses the Town.
- There are no power plants or natural gas pipelines currently existing in the Town.
- Koch Pipeline Company has a product pipeline that runs diagonally across the County from the northwest corner of the Town of Addison to the southeast corner of the Village of Germantown, in the Town of Addison, Town of Hartford, Village of Slinger, Town of Polk, Town of Jackson, and Village of Germantown.

Cemeteries

- There are seven cemeteries in the Town of Polk: Cedar Creek Parkway, Diefenbach Corners Cemetery, Earling/Held (Lied) Cemetery, Faith Cemetery, Faith United Church of Christ Cemetery, Mayfield Cemetery, and Polk Dairy Cemetery. Together, the cemeteries encompass about six acres.

Health Care Facilities

- St. Joseph's Community Hospital is located in the northeastern portion of the Town along USH 45. There is one other hospital in the County, the Aurora Medical Center in the City of Hartford. Major hospitals in surrounding counties also offer a full range of medical services reasonably convenient to Town residents.

Assisted Living Facilities

Facilities for Persons of Advanced Age

- No facilities for the aged were located in the Town, but such facilities are available nearby in the City and Town of West Bend, City of Hartford, Village of Slinger, and Village of Jackson.

Facilities for the Mentally and Physically Disabled

- None were located in the Town, but such facilities are available nearby in the City and Town of West Bend, City of Hartford, Village of Slinger, and Village of Jackson.

Child Care Facilities

- There were no licensed group child care centers or licensed family child care centers in the Town of Polk, but child care facilities were located in nearby communities to serve Town residents.

Police Protection

- Police protection in the Town is provided by the Washington County Sheriff's Department, which is based in the City of West Bend.

Enforcement of Town Ordinances

The Town of Polk Code of Ordinances specifies the following enforcement officers for Town ordinances, who may issue citations to persons found to be violating a Town ordinance:

- Town zoning ordinance: Zoning Administrator
- Uniform dwelling code: Building Inspector
- Driveway regulation and weight limits: Town Chairman
- Public safety, health and welfare, and emergency management laws and regulations: Town Chairman

The Town Board has the authority to enforce any Town ordinance.

Fire Protection

Fire protection is provided by three fire departments.

- The Slinger Fire Department, operated privately and located in the Village of Slinger, serves the western portion of the Town and consists of 50 volunteer firefighters.
- The Jackson Fire Department, operated by the Village of Jackson and located in the Village of Jackson, serves the eastern portion of the Town and consists of 35 paid on-call employees and three full-time employees.
- The Richfield Volunteer Fire Department, operated privately and located in the Village of Richfield, serves the southern portion of the Town and consists of 60 paid on-call employees and two full-time employees.

The Town encourages each fire department to conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the departments have sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the Town.

Emergency Rescue Services

- Emergency medical service units associated with the three fire departments provide emergency rescue services in the Town. The Washington County Sheriff's Department maintains a DIVE team that serves all communities in the County. The Town encourages each department to conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the departments have sufficient personnel, equipment, and facilities to adequately protect the Town and other communities they serve.
- The Washington County Emergency Management Department prepares and updates county emergency operation plans; coordinates emergency training exercises; communicates to the public about emergency preparedness; and responds to incidents throughout Washington County, including those involving hazardous materials. The Town Chairman serves as the contact person for the coordination of emergency services in the Town.

Libraries

- The Town of Polk does not have a public library. The nearest libraries are the Slinger Public Library in the Village of Slinger and the West Bend Community Memorial Library in the City of West Bend.

Schools

- The Town of Polk lies primarily within the Slinger School District, although the northeastern corner of the Town lies within the West Bend School District and the southeastern corner lies within the Germantown School District. There are no public schools located in the Town.

Other Government Facilities

Polk Town Hall

- The Polk Town Hall is located on the north side of STH 60, just east of Scenic Drive. The Town Hall was constructed in 1976 and includes a meeting hall, two offices, and a kitchen. Facilities at Town Hall include the Town highway garage and shop and recycling center. In addition to holding Town meetings, the Town Hall also serves as the Town's only polling place and is available for use by non-profit groups. The Town Hall is also available as a Mass Care Facility by the Red Cross for up to 50 people and is designed for meal preparation and on-site meal service. The Town should continue to maintain and, as necessary, expand Town Hall facilities to effectively conduct Town government business.

Utilities and Community Facilities Goals and Programs

Goals:

- Maintain services in the Town, including law enforcement and emergency services, the Town park, and road improvement and repair.
- Secure adequate fire and police protection.
- Provide a safe, secure, and healthful environment and a high quality of life for Town residents.
- Support and/or encourage intergovernmental cooperation to provide for adequate transportation, water supply, stormwater management, parks, playgrounds, and other public facilities and services.
- Minimize the future costs of providing services to residents.

Programs:

- Consider conducting a needs assessment and adopting an impact fee ordinance for facilities provided by the Town.
- Consider preparing a Town stormwater management plan to provide for comprehensive and coordinated stormwater management facilities and measures.
- Review the Regional Water Supply Plan once it has been completed and consider amending the comprehensive plan to incorporate recommendations supported by the Town.
- Continue to cooperate with Washington County in the implementation of Chapter 25, Sanitary Code, of the *Washington County Code of Ordinances*, which includes the regulation of private on-site wastewater treatment systems (POWTS) in the Town.
- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities.
- Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities.
- Continue to maintain Town parks and develop additional parks and facilities as needs are identified and funding becomes available.

CHAPTER X - ECONOMIC DEVELOPMENT ELEMENT

Inventory and Analysis

Labor Force

- There were 2,209 employed persons residing in the Town and 2,262 Town residents in the labor force in 2000.
- Employed persons comprised about 56 percent of the total population of the Town in 2000.
- There were 32 unemployed persons age 16 or older, or about 1 percent of the labor force.
- About 21 percent of Town residents, or 608 persons, 16 years of age or older did not participate in the labor force in 2000.³
- About 49 percent of employed Town residents worked within Washington County, including about 12 percent in the City of West Bend, and about 51 percent of residents traveled outside the County for employment.
- Of the 51 percent of Town residents who traveled outside the County for employment, about 24 percent worked in Milwaukee County and about 17 percent worked in Waukesha County.
- Town residents employed in management, professional, and related occupations comprised the largest percentage of the employed labor force at about 32 percent, or 710 workers.

Employment

Number and Type of Jobs

- In 1950, there were 10,200 jobs located in the County. Between 1950 and 2000, the number of jobs located in the County grew by 505 percent, which was significantly higher than the 113 percent job growth experienced in the Region over the same time period.
- In 2000, the Town of Polk had 1,557 jobs.

Major Employment Types⁴

The manufacturing industry led Washington County in number of jobs in 2004, despite the drop in the number of manufacturing jobs from 17,307 in 2000 to 14,178 in 2004. The next five largest private employment categories were:

- Retail trade – 7,848 jobs
- Health care and social assistance – 5,349 jobs
- Construction – 4,404 jobs
- Accommodation and food services – 4,297 jobs
- Other services, except public administration – 3,951 jobs

The largest government employer in the County was local government, which consisted of 4,853 jobs.

Major Employment Locations

- St. Joseph's Hospital is the largest employer in the Town of Polk, with 500 to 999 employees.
- Other large employers in the Town include Kruepke Trucking, Inc. and Performance Roofing Systems, Inc., both with 50 to 99 employees; and Gundrum Trucking, Inc., MCR Services LLC, and NTC of Wisconsin, Inc., each with 20 to 49 employees.

³Persons age 16 and older who did not participate in the labor force include only those persons who did not work nor seek employment.

⁴This data is only available at the County level.

Personal Income

- The median household income in the Town was \$62,933 in 1999, which was \$5,900 more than the median household income in the County (\$57,033), \$16,346 more than the median household income in the Region (\$46,587), \$19,142 more than the median household income in the State (\$43,791), and \$20,939 more than the household income in the Nation (\$41,994).

Commercial and Industrial Areas

The Town of Polk and Washington County have a strong economic base, as indicated by labor force and household income characteristics. In addition to positive labor force characteristics, the Town and County must ensure that an adequate number of sites for business creation, retention, expansion, and attraction are identified to maintain the strong economic base.

- The Town land use plan map (Map VI-4 in Chapter VI) designates an additional 1,530 acres for commercial and industrial use in 2035, compared to the 295 acres developed for such uses in 2008.

Business/Industrial Parks

- There was one business park, Helsan Business Park, located in the Town of Polk in 2006. Helsan Business Park encompassed 39 acres in 2006, with about 94 percent, or 36.5 acres, currently developed or committed to development and about 6 percent, or 2.5 acres, currently available for development. The Helsan Business Park was annexed by the Village of Richfield in late 2008.

Environmentally Contaminated Sites

- There are two environmentally contaminated sites in the Town of Polk listed on the DNR registry of contaminated sites. The sites are currently developed with commercial and residential uses, and no redevelopment is planned or recommended.

Employment Projections

- The total number of jobs in the County is projected to increase by 17,170 jobs, or by about 28 percent.
- The Town land use plan map designates an additional 1,758 acres for mixed use development and 156 acres for industrial development between 2008 and 2035. It was assumed that about 40 percent of areas designated as “mixed use” would be developed with business uses, about 40 percent would be developed with industrial uses, and about 20 percent would be developed for residential and institutional uses. Based on standards developed by SEWRPC, which were developed as part of the regional land use plan based on existing commercial and industrial development in the region, 18,800 additional jobs,⁵ for a total of 20,357 jobs, could be accommodated in the mixed use and industrial areas shown on the Town land use plan.
- A continuation of recent employment trends (1980 through 2005) would result in 3,233 jobs in the Town by 2035, compared to 1,557 jobs in the Town in 2000, or a 108 percent increase.
- Based on consideration of the range of employment projections described in the two preceding paragraphs, the Town of Polk selected an employment projection of 3,233 jobs in the year 2035, which reflects a continuation of recent trends.

Economic Development Goals and Programs

Goals:

- The Town supports small-scale economic development that does not negatively impact the Town’s rural character or natural resources.
- Provide for business development at select locations.
- Industrial development should be located in areas where adequate transportation facilities are available and surrounding uses are compatible.

⁵ Based on an average of 16.6 workers for each acre of retail and service development and 8.3 workers per acre of industrial development.

- Communicate with existing local businesses and work to retain them, if possible.
- Preserve rural character and support country living by retaining viable farmland.

Programs:

- Continue to allow a wide variety of agricultural uses in the Town in accordance with the requirements of the A-1 (General Agricultural) district in the Town zoning ordinance.
- Identify suitable areas for business and industrial development on the Town land use plan map (Map VI-4 in Chapter VI).
- Continue to implement the site plan review requirements of the Town zoning ordinance for business and industrial uses.
- Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County’s nonmetallic mining reclamation ordinance; and continue to enforce requirements of the Q-1 (Quarrying) district in the Town zoning ordinance.

CHAPTER XI - INTERGOVERNMENTAL COOPERATION ELEMENT

Benefits of Intergovernmental Cooperation

- Cost Savings
- Address Regional Issues
- Early Identification of Issues
- Reduced Litigation
- Understanding
- Trust
- History of Success

Analysis of Intergovernmental Relationships

Adjacent Local Governments

- The Town has an agreement with the Village of Jackson fire protection services in the eastern portion of the Town. The Town also has an agreement with the Town of West Bend for maintenance of roads on the Town line that are not under County or State jurisdiction.

State, County, and Regional Agencies

Washington County

Washington County provides a number of services to the Town and Town residents. The following are a few of the County departments that provide services to local governments:

- Planning and Parks Department
- Highway Department
- Sheriff’s Department
- Emergency Management Department

SEWRPC

- Washington County and local governments in the County are served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Washington County contracted with SEWRPC to assist the County and 11 participating local governments to help prepare the County and local comprehensive plans. SEWRPC helped the Town prepare this comprehensive plan as part of that multi-jurisdictional planning process.

- SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the federally-designated transportation planning and programming agency for the seven-county region.⁶
- SEWRPC is also the regional water quality management agency for the region, and is involved in many other aspects of land use planning and development, including the County jurisdictional highway system plan, the regional water supply plan, and the regional telecommunications plan.

Milwaukee 7

- The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth.

Wisconsin Department of Transportation (WisDOT)

- In partnership with local governments, the County, and SEWRPC, WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within Washington County and the Town.

Wisconsin Department of Natural Resources (DNR)

- The DNR makes grants available to County and local units of government for park acquisition and development. A County or local government must prepare and adopt a park plan to be eligible to receive recreational grant funds from the DNR. The Town has not yet adopted such a plan.
- The DNR is also working with the Federal Emergency Management Agency (FEMA) and Washington County to update floodplain mapping within the County. The floodplain update is expected to be completed in 2009.

Department of Commerce

- The Wisconsin Department of Commerce administers regulations for POWTS in the State of Wisconsin. The Washington County Planning and Parks Department works closely with the Department of Commerce to implement the regulations. The Planning and Parks Department enforces POWTS regulations in all local governments in the County, including the Town.

Special-Purpose Units of Government

Inland Lake Protection and Rehabilitation Districts

- Inland lake protection and rehabilitation districts are a special-purpose unit of government, which may be created pursuant to Chapter 33 of the *Statutes*. Lake Protection and Rehabilitation Districts have been formed for Big Cedar Lake and Little Cedar Lake. Both districts seek to undertake a lake-oriented program of community involvement, education, monitoring, and management.

School Districts

- The Town of Polk is located primarily within the Slinger School District, although the northeastern corner of the Town lies within the West Bend School District and the southeastern corner lies within the Germantown School District. There are no schools located in the Town. A former school, the Highway View School on Pioneer Road, is currently used for storage, and the lot is being used as a temporary park-ride lot.

Libraries

- The Town of Polk does not have a public library. The nearest libraries are the Slinger Public Library in the Village of Slinger and the West Bend Community Library in the City of West Bend. Washington County

⁶The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

contracts with each library to provide library services to County residents living in communities without a municipal library, such as the Town of Polk.

Private Organizations

Washington County Humane Society

- The Washington County Humane Society contracts with Washington County for stray dog pickup and contracts with eleven local governments, including the Town of Polk, for stray cat and injured/ill wildlife pickup. The Town of Polk also plows the parking lots for the Washington County Humane Society, which is located next to the Town Hall.

Fire Protection and Ambulance Services

- Fire protection in the Town is provided by three fire departments. The Slinger Fire Department, operated privately and located in the Village of Slinger, serves the western portion of the Town and consists of 50 volunteer firefighters. The Richfield Volunteer Fire Department, operated privately and located in the Village of Richfield, serves the southern portion of the Town and consists of 60 paid on-call employees and two full-time employees. The Jackson Fire Department, operated by the Village of Jackson and located in the Village of Jackson, serves the eastern portion of the Town and consists of 35 paid on-call employees and three full-time employees. Emergency medical service units associated with the three fire departments provide emergency rescue services in the Town.

Intergovernmental Conflicts and Dispute Resolution

A dispute resolution process was developed as part of the Washington County multi-jurisdictional comprehensive planning process. This process is intended to provide an alternative way of resolving disputes between adjacent local governments, or local governments and the County, that arise from implementation of adopted comprehensive plans. The dispute resolution process is a ***voluntary*** process administered by the Washington County Planning and Parks Department.

The alternative dispute resolution process is intended to provide a low-cost, flexible approach to resolving disputes between governmental entities arising from the adoption of the comprehensive plan. This process works to resolve actual and potential conflicts between governmental entities through open dialog and cooperative initiatives and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within a County or local government.

The dispute resolution process involves multiple stages if a conflict is not immediately resolved. The process begins with alternative dispute resolution techniques, including informal negotiations among and between the disputing parties. If these efforts are unsuccessful, facilitated negotiation utilizing the Washington County Multi-jurisdictional Dispute Resolution Panel may be used, followed by mediation. Arbitration and litigation, more traditional dispute resolution techniques, are the remaining stages and tend to be slower and more costly than the foregoing stages.

Intergovernmental Cooperation Goals and Programs

Goals:

- Support intergovernmental cooperation to provide for adequate transportation, water supply, stormwater management, parks, playgrounds, and other public facilities and services.
- Establish cooperative planning with surrounding communities.
- Coordinate with special-purpose districts (school and lake districts) as they plan and locate facilities.
- Consider the recommendations of County, watershed, and regional plans.

Programs:

- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.

- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities.
- Work with Washington County to complete the procedure necessary for Town participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the districts in planning for future school facilities.

CHAPTER XII - IMPLEMENTATION ELEMENT

Plan Adoption

- An open house to provide information about this plan and solicit public comment was held on September 1, 2009.
- The Town Plan Commission approved the plan by resolution on September 1, 2009 (see Appendix G).
- The Town Board held a public hearing on the plan on September 1, 2009, and adopted the plan by ordinance on September 8, 2009 (see Appendix H).

Consistency Between The Comprehensive Plan And Town Ordinances

Section 66.1001(3) of the *Statutes* requires that the following ordinances be consistent with a unit of government's comprehensive plan by January 1, 2010:

- Official mapping established or amended under Section 62.23(6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*.
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

The Town has adopted a zoning ordinance and a land division (subdivision) ordinance. As of January 1, 2010, both ordinances must be consistent with this Town comprehensive plan. Chapter XII lists changes to the Town zoning ordinance and map that will be considered by the Town Board to achieve consistency. No changes to the Town land division ordinance are needed to attain consistency.

Program Prioritization

The comprehensive planning law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the other required plan elements. The Town of Polk Plan Commission reviewed the programs developed in the previous seven elements (there are no programs recommended in the Issues and Opportunities Element) and developed a relative priority ranking for their implementation. Recommended priorities for implementing programs are presented in Table XII-2 in Chapter XII. Any new programs recommended in this plan must be individually reviewed and approved by the Town Board through the annual budget process prior to implementation.