



TOWN OF McMILLAN COMPREHENSIVE PLAN 2021

FINAL DRAFT

Prepared with the assistance of the North Central Wisconsin Regional Planning Commission



Town of McMillan

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Chapter 1

Demographics

This chapter reviews the demographics of the Town of McMillan and identifies the major trends impacting the town over the next few decades. Both Marathon County and the State of Wisconsin are presented for comparison.

Background

The Town is located in the southwest portion of Marathon County. The Town is bounded by the Town of Eau Claire to the north, the Town of Spencer to the west, the Town of Day to the east and City of Marshfield and the Town of Marshfield to the south. Development in the Town is dominated by agriculture with a number of subdivision areas. Wetlands are notable with the McMillan Marsh and along the stream network spreading throughout the Town. The City of Marshfield also has significant influence on development in the Town. See the Planning Area Map.

Planning Process

In the fall of 2020 the Town initiated a process to update its 2005 plan. The state planning law – 66.1001 – requires that a comprehensive plan be updated every ten years. A variety of Plan Commission meetings were held over the course of 2020 and 2021 to prepare the plan. A final Plan Commission meeting was held in early 2021 to review the final draft and recommend adoption of the plan by the Town Board.

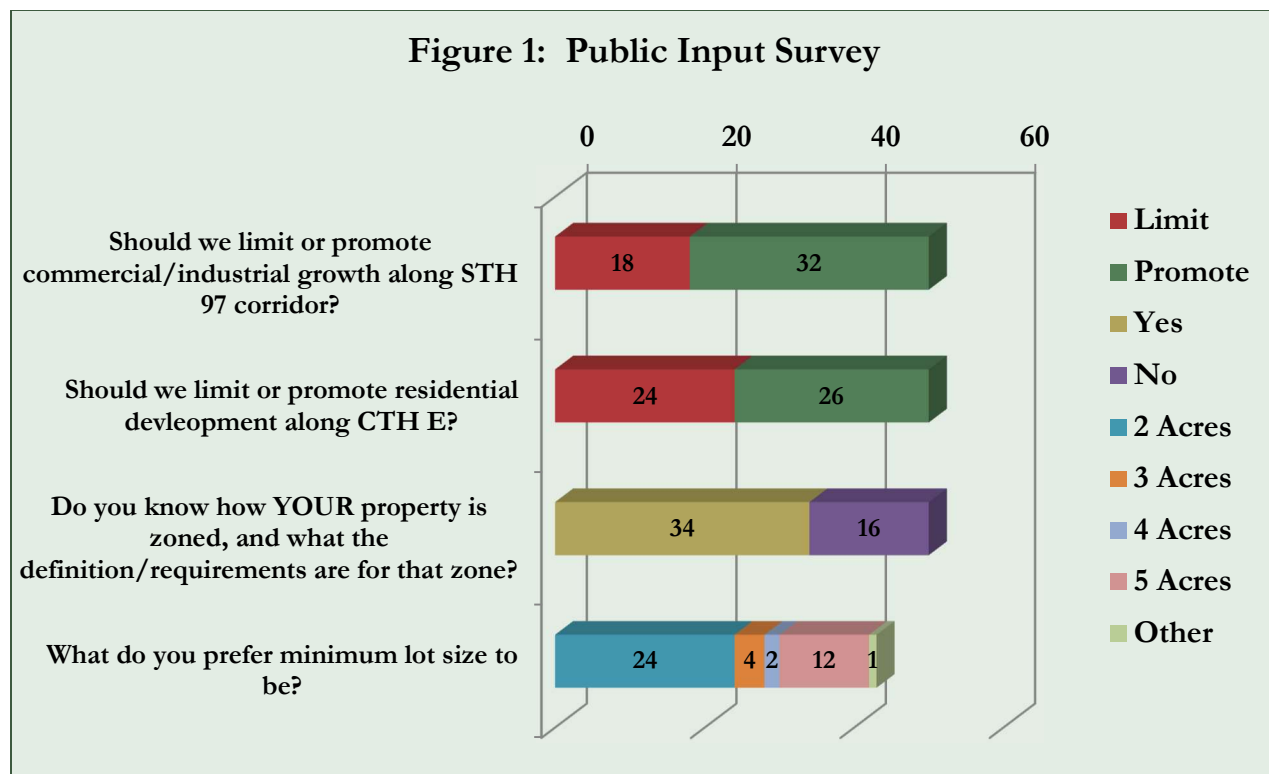
Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views, ideas, and opinions on issues that they would like addressed regarding the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. See the adopted Public Participation Plan in Appendix A. The Town of McMillan posted all Plan Commission meetings to invite the public and held a Public Hearing to collect public input.

Community Survey

A survey was conducted in the fall of 2020 to facilitate public input on items related to the Comprehensive Plan for the Town of McMillan. There were 50 survey respondents, a majority had lived in the Town for over 20 years (84%) and were 60 years of age or older (60%). There were four questions and the results are illustrated in Figure 1. There was general agreement that commercial and industrial growth along STH 97 is desirable (64%). However, the respondents were divided on whether or not residential development along CTH E is preferable. There were 52 percent in favor of residential development, 48 percent were not. Most residents (68%) were aware of both the zoning

of their property and the requirements of the respective zoning. Respondents generally favored a 2 acre minimum lot size (48%) or a 5 acre minimum lot size (24%). There was also discussion regarding holding a workshop with farmers to discuss Farmland Preservation Zoning and the accompanying issues.



Issues and Opportunities

During the planning process for this plan update, the Town Plan Commission identified and discussed a number of issues/opportunities currently facing the Town, as follows:

- Promotion of industrial/commercial growth
- Balancing residential growth
- Coordinating Farmland Preservation Program implementation with Town development goals
- Addressing condition of town roads

Population and Households

Historical Trends

The estimated 2018 population for the Town of McMillan provided by the American Community Survey is 2,036 people. As shown in Table 1, the Town has experienced stable, steady population growth since 1990. This is consistent with Marathon County and the State of Wisconsin as a whole, which have both had steady population increase from 1990 to 2018. From 1990 to 2010 the Town

population grew at a rate of 15.97 percent. This growth rate was only slightly under that of Marathon County and the State of Wisconsin at 16.17 percent and 16.26 percent respectively.

Table 1: Demographic Change 1990-2018						
Minor Civil Division	1990	2000	2010	2018	1990-2010 % Change	2010-2018 % Change
Total Population						
T. McMillan	1,697	1,790	1,968	2,036	15.97%	3.46%
County	115,400	125,834	134,063	135,264	16.17%	0.90%
State	4,891,769	5,363,675	5,686,986	5,778,394	16.26%	1.61%
Total Households						
T. McMillan	524	611	709	801	47.90%	3.35%
County	41,534	47,402	53,176	55,377	28.03%	4.14%
State	1,822,118	2,084,544	2,279,768	2,343,129	25.12%	2.78%
Average Household Size						
T. McMillan	3.24	2.93	2.78	2.54	-14.20%	-8.63%
County	2.75	2.6	2.49	2.41	-9.45%	-3.21%
State	2.61	2.5	2.43	2.40	-6.90%	-1.23%

Source: U.S. Census, American Community Survey 2014-2018

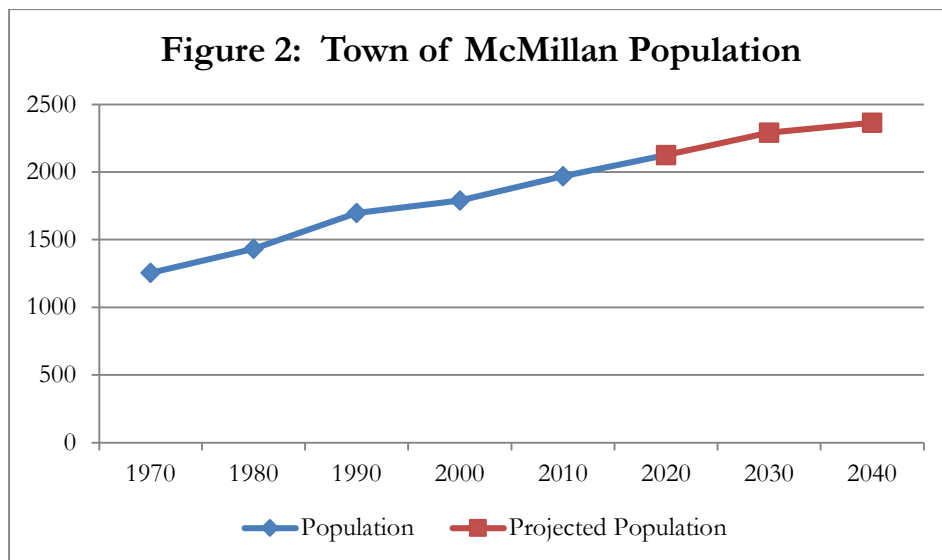
Population growth in Marathon County has been concentrated primarily in the urbanized area surrounding Wausau. Most towns in the county have experienced modest percentage growth over the last two decades. Most of the communities with a very high percentage growth also have relatively small populations. Five towns, as well as one city and one village, had population decline between 1990 and 2010. The Town of McMillan is in close proximity to the City of Marshfield. The City of Marshfield has had modest population growth in the past few decades up from 18,800 residents in 1990 to 19,186 residents in 2015. The Town of McMillan has remained desirable for those that work in Marshfield, as the Town offers larger tracts of relatively inexpensive land.

Population growth has slowed considerably since 2010. This slowing has occurred in the Town of McMillan, Marathon County and the State of Wisconsin as a whole. From 2010 to 2018 the county and state saw very little change in population, with the state population increasing at only a 1.61 percent rate and the county at a 0.90 percent rate. From 2010 to 2018, the Town of McMillan went from 1,968 residents to 2,036 residents, for a net increase of 68 people or 3.46 percent.

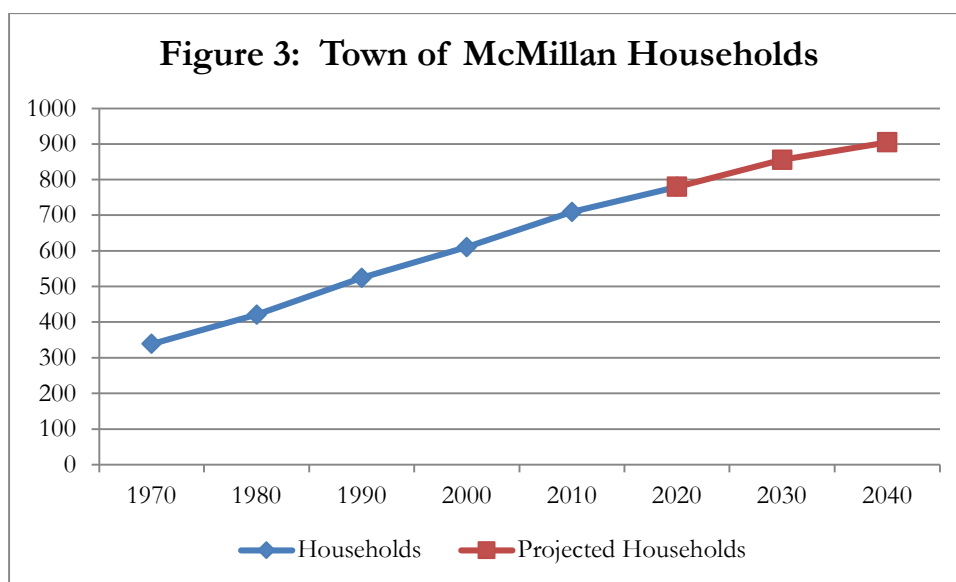
Projections

Figure 2 shows population projections for the Town of McMillan and Table 2 compares projected population in the Town to Marathon County, based on projections made by the Wisconsin Department of Administration (DOA). The Wisconsin DOA population projections are recognized as Wisconsin's official population projections. These projections are based on historical population and household growth in the community, with more recent years given a greater weight. The Town

of McMillan is expected to grow steadily, at a rate of 20 percent through 2040. More growth is expected for the Town than for Marathon County as a whole, which is expected to grow at a rate of 14 percent.



Source: U.S. Census, WTD OA



Source: U.S. Census, WTD OA

Figure 3 and Table 3 include household projections completed by the WDOA. Projections indicate that although both population and number of households are expected to increase, the number of households is expected to increase at a faster rate. This is consistent with the recent downward trend in household size. The percent growth of households within the Town is expected to outpace Marathon County, at a rate of 28 percent compared to 20 percent. The average household size in the Town was 2.78 in 2010 and is expected to decrease to 2.61 by 2040.

Table 2: Population Projections, 2010-2040								
Total Population by Year								
	2010	2015	2020	2025	2030	2035	2040	% change 2010-2040
T. McMillan	1,968	2,020	2,125	2,215	2,290	2,335	2,365	20%
County	134,063	136,510	142,200	146,595	150,130	152,120	152,790	14%

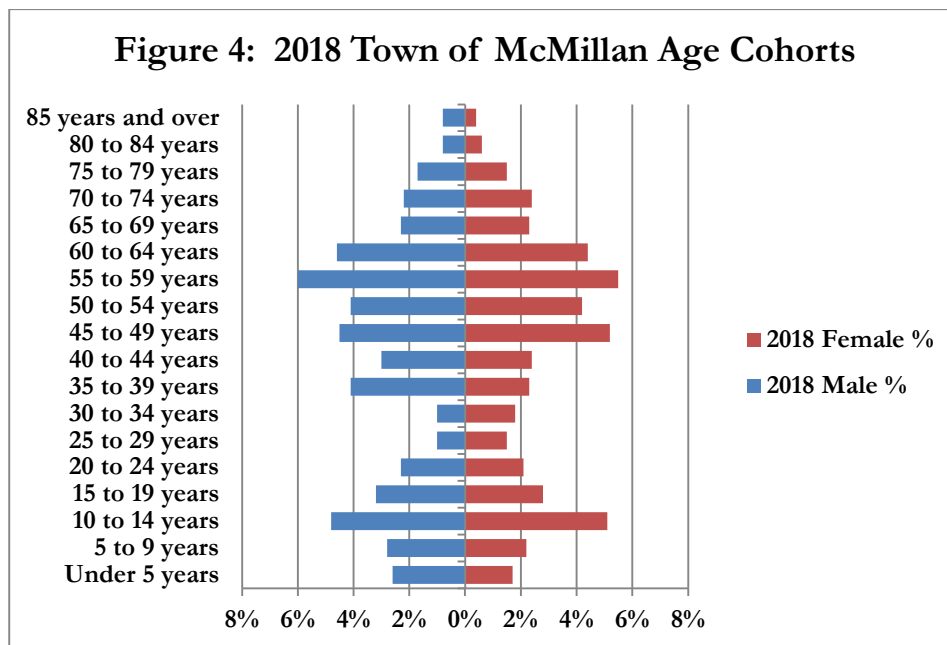
Source: WI DOA Population Projections, 2013

Table 3: Household Projections, 2010-2040								
Total Households by Year								
	2010	2015	2020	2025	2030	2035	2040	% change 2010-2040
T. McMillan	709	735	780	820	856	884	905	28%
County	53,176	54,657	57,394	59,611	61,524	62,958	63,730	20%

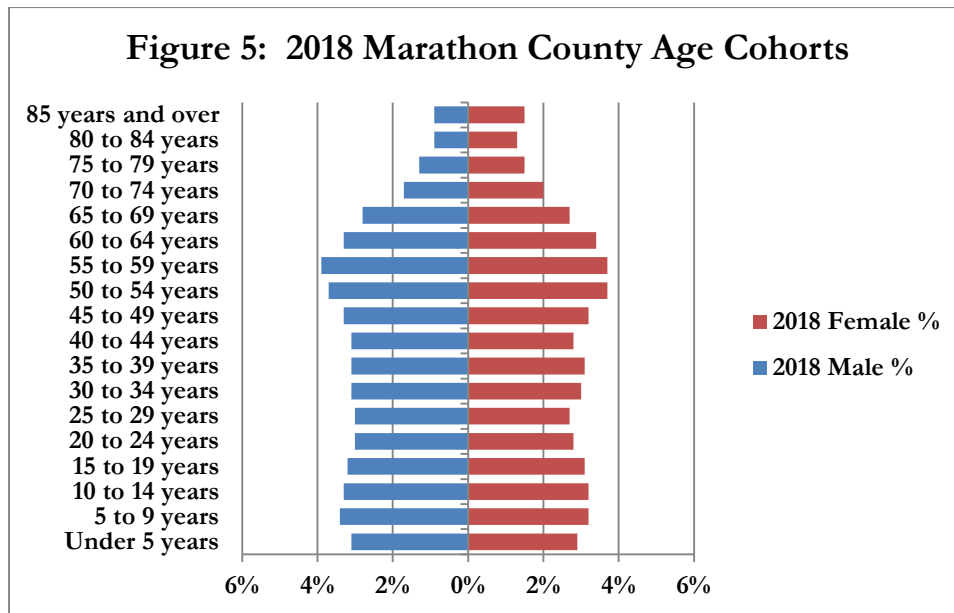
Source: WI DOA Population Projections, 2013

Age

Figures 4 and 5 compare the distribution of age group for the Town of McMillan and Marathon County. Marathon County's population pyramid is slightly expansive showing slow and stable growth. The Town of McMillan has a highly constrictive population pyramid with far greater numbers in the higher versus lower age ranges. This is indicative of aging populations with slow population growth. However, there are exceptions. For example, the Town of McMillan had proportionately more males and females in the 10-14 year age range than the county. Most males in the Town are in the 55-59 age category, and most females are also in the 55-59 year old age category.



Source: American Community Survey 5-Year Estimates



Source: American Community Survey 5-Year Estimates

In 2018, the median age in the Town was 46.7 years, up from 44.7 in 2010. The county's median age was 39.4 in 2010. Both the Town and the county had a significantly higher median age than the state which was at 38.5 in 2010.

Population distribution is important to the planning process. Two age groups are of particular note, those 17 years of age and younger and those 65 years of age or older. These are often referred to as dependent populations, but each have different needs. For example, the younger group requires schools and child care and the older group requires increased levels of medical care.

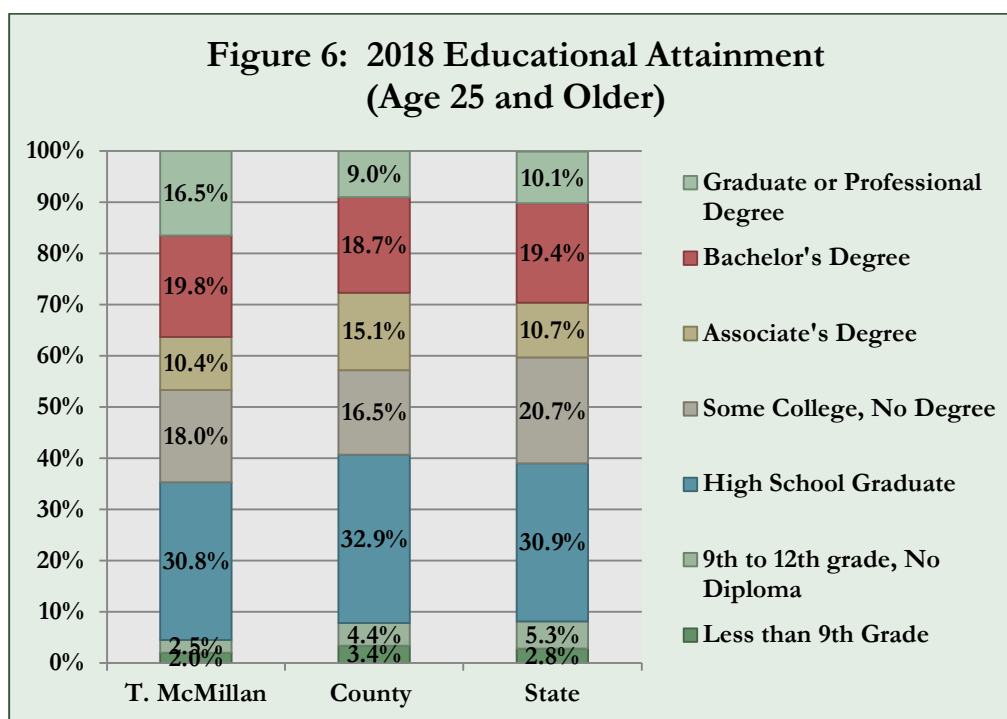
From 2010 to 2018, the population of 17 and younger group in McMillan declined from 25.2 percent of the population to 23.3 percent of the population. In short, this was a net loss of 21 people from this age cohort. From 2010 to 2018, the population percentage of those in the 65 and older group increased from 11.9 percent in 2010 to 15.1 percent in 2018, with a net gain of 72 people. Due to longer life expectancy and the size of the Baby Boomer generation, the 65 and older age group is expected to continue to increase in size. The trend is occurring at the state and national levels and to an even greater degree within the rural Wisconsin counties. This population trend whereby older age categories increase significantly while younger age categories decline will impact the future labor supply, school system, and health care industry at the national, state, and local levels.

Education and Income Levels

Education

Figure 6 compares educational attainment of those in the Town of McMillan to the county and the state. In 2018, 95.5 percent of town residents age 25 and older had a high school education or higher. This was 3.8 percent more than the county average and 3.6 percent higher than the state average. The Town of McMillan not only has more high school graduates, it also has more bachelor's degree

recipients (36.3%) and more graduate/professional degree recipients (16.5%) than the county and state as well.



Source: American Community Survey 5-Year Estimates

Income

Median household income and per capita income are two commonly used measures of income. Median household income is the income for the middle point of households, meaning half of all households fall below that income, and half are above. Per capita income is the measure of total income per person.

Median household income for Town of McMillan residents was \$86,563 in 2018. Table 4 shows that this was substantially higher than Marathon County and the State of Wisconsin. McMillan was notably higher than the county and state in 2010 as well, but the contrast has become more distinct over time. In the county and state household incomes have not kept pace with inflation, but in the Town household income has risen steadily exceeding the rate of inflation. From 2010 to 2018 household income increased at a rate of 9.59 percent when adjusted for inflation.

Table 5 illustrates that income per capita in the Town of McMillan is higher than the county or the state. This was also the case in 2010, but has become more pronounced over time. Per capita income rose 14.22 percent from 2010 to 2018 when adjusted for inflation. The rate of change was much higher than the county or the state, which increased at a rate of 8.73 percent and 5.87 percent respectively.

Table 4: Median Household Income				
Minor Civil Division	2010	2018	*Net Change	*% Change
T. McMillan	\$69,821	\$86,563	\$6,695	9.59%
Marathon County	\$53,471	\$59,543	-\$1,622	-3.03%
Wisconsin	\$51,598	\$59,209	\$186	0.36%

Source: American Community Survey 5-Year Estimates

*Adjusted for inflation in 2018 dollars

Table 5: Per Capita Income				
Minor Civil Division	2010	2018	*Net Change	*% Change
T. McMillan	\$40,577	\$52,188	\$5,772	14.22%
Marathon County	\$25,893	\$31,879	\$2,260	8.73%
Wisconsin	\$26,624	\$32,018	\$1,563	5.87%

Source: American Community Survey 5-Year Estimates

*Adjusted for inflation in 2018 dollars

Employment Characteristics

Tables 6 and 7 illustrate the breakdown of the labor force and employed population living in the Town of McMillan in 2010 and 2018. The “employed population” includes those that are 16 and older. There was a decrease of 30 people in the labor force from 2000 to 2018 in the Town. This is likely due to the rise in median age, whereby more people are entering retirement. This decline was consistent with stagnation across the county and state in labor force numbers.

Labor force participation indicates the percent of those 16 years and over that are in the labor force. The labor force participation rate decreased 5.4 percent in the Town of McMillan from 2010 to 2018. There was a decrease in the county and state during this period also, but to a lesser degree.

Table 6: Labor Force					
Minor Civil Division	Labor Force			Labor Participation Rate	
	2010	2018	2010-2018 % Change	2010	2018
T. McMillan	1,205	1,175	-2.5%	78.2%	72.8%
Marathon County	74,962	73,696	-1.7%	72.2%	68.4%
Wisconsin	3,078,465	3,092,330	0.5%	69.0%	66.7%

Source: American Community Survey 5-Year Estimates

In 2010, the Town of McMillan had an employed population of 1,106 people. This number increased 55 people, to 1,161 by 2018, for a 5.0 percent increase. Employment increased in both the county and the state during this time, at a rate of 1.7 percent and 3.3 percent respectively. The U.S. Census classifies individuals as unemployed if they are not working, actively seeking work, and available to

accept a job. The unemployment rate in the Town was 1.2 percent in 2018. This was 2.2 percent lower than the county and 2.8 percent lower than the state.

Table 7: Employment				
Minor Civil Division	2010	2018	2010-2018 % Change	Unemployment Rate
T. McMillan	1,106	1,161	5.0%	1.2%
Marathon County	69,980	71,176	1.7%	3.4%
Wisconsin	2,869,310	2,964,540	3.3%	4.0%

Source: American Community Survey 5-Year Estimates

Table 8: Resident Occupations 2010-2018		
Occupation Sector	2010	2018
Management, business, science, and arts occupations	461	562
Service occupations	133	139
Sales and office occupations	219	204
Natural resources, construction, and maintenance occupations	122	107
Production, transportation, and material moving occupations	171	149
Total employed*	1,106	1,161

Source: American Community Survey 5-Year Estimates

*Total employed represents employed civilian population 16 years and over

As shown in Table 8, most residents were employed in management, business, science, and arts occupations in 2010 and 2018. The second sector most represented was the area of sales and office occupations, followed by production, transportation, and material moving occupations. From 2010 to 2018, the most significant increase was seen in management, business, science, and arts occupations. The most significant decrease during this time period was observed in production, transportation, and material moving occupations.

Demographic Snapshot

- The population and number of households have grown significantly over the past few decades, the number of households in particular. There has been a notable decline in household size.
- The Town of McMillan is expected to continue to grow both in terms of the number of people and the number of households through 2040.

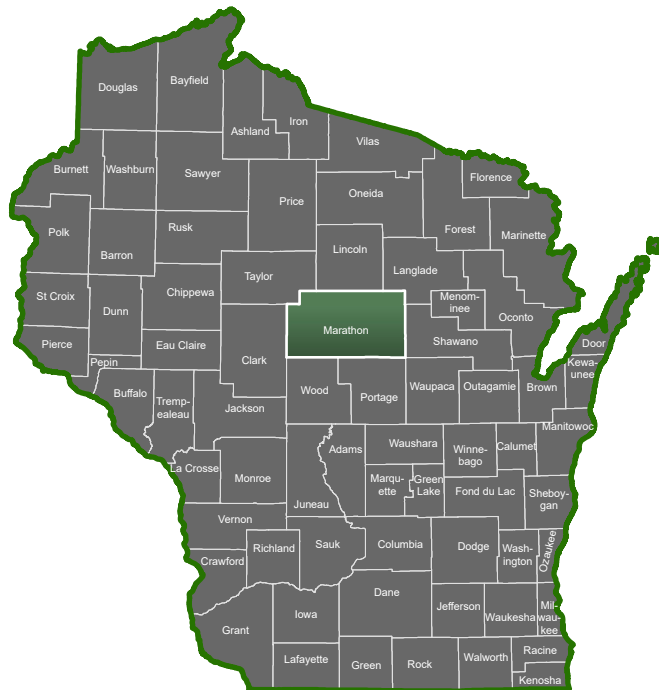
- There are a large number of people in the older age categories and the median age is higher than the county and the state.
- The median age rose 2 years from 44.7 in 2010 to 46.7 in 2018.
- The Town of McMillan has a higher proportion of residents with a high school diploma, bachelor's degree, or graduate/professional degree than the county and state.
- Both the average household income of \$86,563 and per capita income of \$52,188 are higher than the county and the state.
- The labor participation rate is higher than the county or the state, and the unemployment rate of 1.2 percent in 2018 is lower than the state and the county.
- Most people in the Town of McMillan work in the areas of management, business, science, and the arts.

A summary of the planning context for the Town of McMillan can be found in Figure 7.

Town of McMillan

Figure 1.7

Local Context



McMillan is almost six miles square, stretching north from the city limits of Marshfield and McMillan Street to within one mile of the village of Stratford at Eau Pleine Road. McMillan extends east from Lincoln Avenue to Day Road in the southern half of McMillan and to Highway 97 north of Rendezvous Corners.

Since 1970 the population of the Town has grown rapidly. The Town is the second largest community in Marathon County, west of the metropolitan area of Wausau. (Second only to the Village of Spencer.)

The McMillan Wildlife Area is made up of 2,224.8 acres. There are hiking and biking trails located throughout the marsh. The public may access the area at parking lots off of Mann Road and Marsh Road.

The Town of McMillan has a playground and park adjacent to the town hall. A ball diamond and recreational facilities are available. This area is open daylight to dark. Residents may reserve the pavilion for private functions by contacting the town clerk.



Population:
Total: 2,036
Median Age: 46.7



Income:
Median Income: \$86,563
Per Capita Income: \$52,188



Major Roadways:
STH 97 CTH E
CTH C CTH T



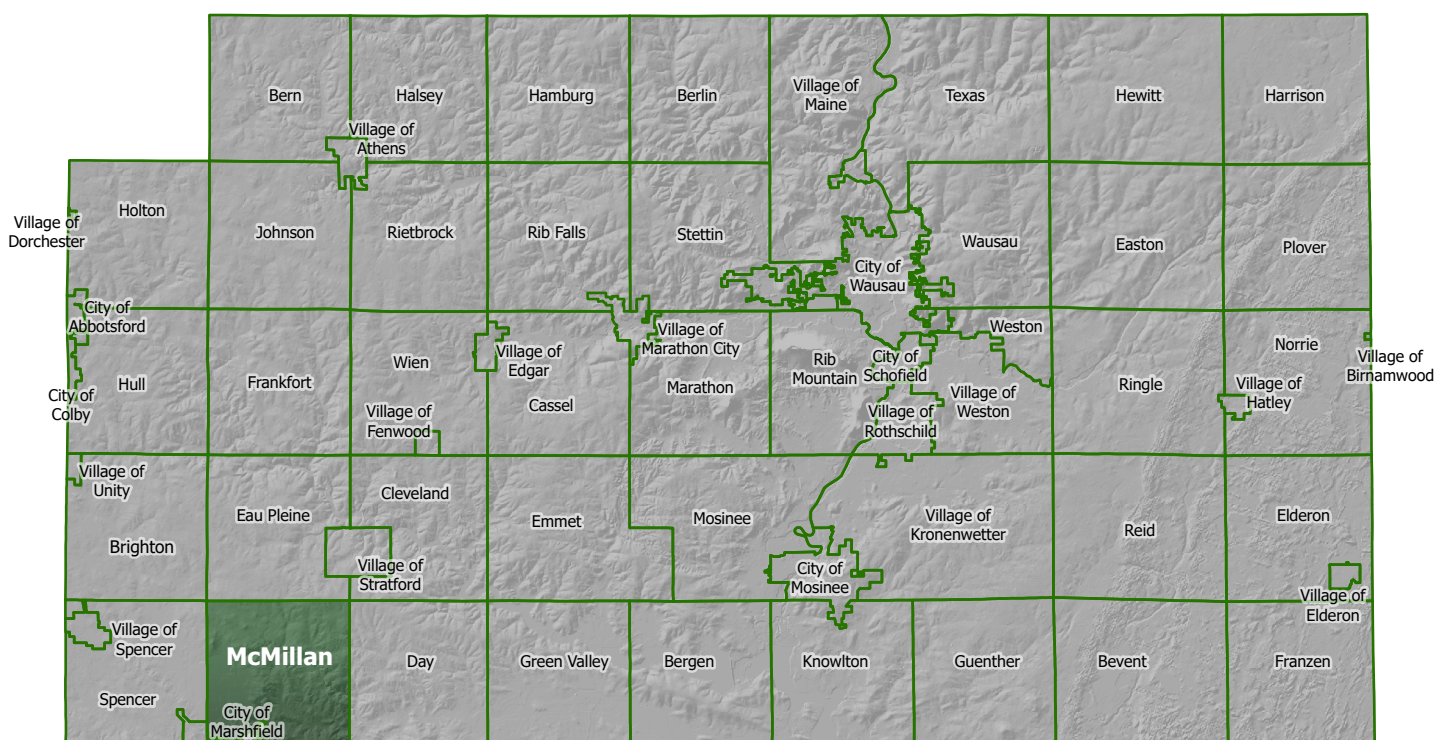
Housing Units:
Total: 831
Occupied: 801
Vacant: 30



Employment Data:
Town Labor Force: 1,175
Residents Employed: 1,161
Unemployment: 1.2%



Recreation:
McMillan Marsh State
Wildlife Area
Town Hall Recreational Facilities
Jurustic Park



Chapter 2

Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the county, state, or federal level. Thus an overview of recent county-wide natural resource planning efforts is described below. Natural resources covered in this chapter include biology, geology, and geography including terrain, soils, water, forests, wetlands, wildlife, and habitat.

Cultural resources include a community's heritage, archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to indigenous peoples or other cultural groups. Cultural resources also include arts and the way of life in a community. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinct.

PREVIOUS NATURAL, AGRICULTURAL, & CULTURAL RESOURCE PLANS AND STUDIES

In the last decade, several plans were prepared by the county specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

Marathon County Land and Water Resource Management Plan, 2010

The Marathon County Land and Water Resource Management Plan outlines a comprehensive strategy for the implementation of soil and water conservation in Marathon County. At the time of this writing the County Conservation, Planning and Zoning Department was working on an update to this plan. The Plan identifies the following long-term program outcomes for the natural resource protection efforts in Marathon County:

1. Land Use activities are well planned to enhance community development, minimize conflicts, maximize infrastructure investments and protect rural character.
2. Improve and protect the surface and ground water assets to enhance public health and safety, recreational opportunities and economic development.
3. Maintain the soil and water resources as productive assets through topsoil and organic matter conservation.

4. Marathon County agriculture and woodlot producers are economically strong.

Marathon County Farmland Preservation Plan, 2013-2028

The Marathon County Farmland Preservation Plan is required under Chapter 91 of the Wisconsin Statutes. The purpose of this plan is to guide and manage the preservation of farmland and agricultural production capacity. There are an abundance of agricultural areas in the Town, making this program of overall importance to the county in general and may have an impact on Town residents, for example, related to emerging trends such as the local foods movement.

Marathon County Forest Ten-Year Comprehensive Use Plan, 2006-2020

The Marathon County Forest Ten-Year Comprehensive Use Plan is a management guide for the Marathon County Forest and is updated every ten years. The mission of the plan is to manage and protect natural resources on a sustainable basis for the ecological, economic, educational, recreational, and research needs of present and future residents throughout the county. The report includes a number of recommendations for timber management, wildlife habitat and game management, land acquisition and forest boundary management, biodiversity management, watershed management and tourism.

Marathon County Groundwater Protection Guide, 2001

The Groundwater Protection Guide was an extension of a 1988 groundwater plan. In April 2001, the guide was created to assist county and local officials in setting policy related to groundwater. It also serves as a resource for information about groundwater and strategies to address issues related to groundwater protection. The County is considering a new groundwater planning effort.

USGS Protecting Wisconsin's Groundwater through Comprehensive Planning, 2007

In a joint effort by the Wisconsin Department of Natural Resources, the University of Wisconsin System and the U.S. Geological Survey, a website has been made available with data and information on geology, general hydrology and groundwater quantity and quality. The website was developed to aid government officials and planners in addressing groundwater in their comprehensive plans. The most recent data available for Marathon County was published in 2007. The full Marathon County report is available on the website: <https://wi.water.usgs.gov/gwcomp/find/marathon/index.html>.

NATURAL RESOURCES

Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identify those resources and areas which should be protected from over-development. This section of the plan identifies both the land and water resources of the town.

Land Resources

The Town is located in the southwest portion of Marathon County. The Town is bounded by the Town of Eau Claire to the north, the Town of Spencer to the west, the Town of Day to the east and City of Marshfield and the Town of Marshfield to the south. The Town of McMillan covers 21,935.02 acres of land.

Topography and Geology

Marathon County's terrain is primarily the result of glaciation. The western areas of Marathon County consist of broad, nearly level to sloping ground moraines. Pre-settlement this area was dominated by wetlands, which were drained to make way for agriculture. This area is characterized by a flat to gently rolling landscape, with large tracts of contiguous farmland and forest in the wetter areas and along streams.

Most of the soils found in Marathon County are best used for cropland and woodlands. The soils of Marathon County are primarily derived from the weathering of glacial drift, outwash, and bedrock. There are several soil associations in the Town of McMillan. Most soils in the Town are within the Loyal-Withee-Marshfield association. Soils within the Cathro-Seelyville association are located in the McMillan Marsh State Wildlife Area. Soils within the Fenwood-Rietbrock-Rozelleville association are located along the Little Eau Pleine River.

The primary concerns with regard to soil erosion are the potential loss of productive farm soils and the impact of sediment and nutrient runoff on water quality. To maintain soil productivity, an average soil erosion rate of three to five tons per acre per year for cropland is considered allowable or tolerable ("T" level). The average soil loss rate for Marathon County is two tons per acre per year. To preserve water quality, the county's goal is to keep soil erosion rates below "T" levels, particularly in water quality management areas.

Forests

Forests in the Town of McMillan, cover 4,327.34 acres or approximately 19.7 percent of the Town's total area. Forests are an important resource in the Town. Forests provide protection for environmentally sensitive areas, such as steep slopes, shorelands, wetlands, and flood plains. In addition, expansive forests provide recreational opportunities aesthetic benefits, and economic development.

Some woodlands in the Town are owned by private property owner and some is owned publicly. Most notably, the McMillan Marsh Wildlife Area includes 6,500 acres of wetlands, woodlands and grasslands. The area is managed by the Department of Natural Resources personnel stationed at the George W. Mead Wildlife area headquarters. The property includes a designated refuge area and the balance of the property is open to hunting and trapping during the regular seasons. The property includes hiking, wildlife viewing and a 5.5 mile bicycle trail.

Privately owned forestland includes approximately 383 acres enrolled in Managed Forest Law (MFL) program, as of January 2019. Some, but not all of this land is open to public access. These programs have been established to preserve and protect woodlands through practicing proper management techniques.

Metallic and Non-Metallic Mineral Resources

Non-metallic mining is a widespread activity throughout the State of Wisconsin. There are three active non-metallic mines located within the Town.

Environmentally Remediated Areas

Brownfields are commercial or industrial properties that contain or may contain hazardous substances, pollutants, or contaminants. Expansion, redevelopment, or reuse of these properties can be especially

difficult. The Bureau for Remediation and Redevelopment Tracking System (BRRTS) is an online database that provides information about contaminated properties and other activities related to the investigation and clean-up of properties with contaminated soil and/or groundwater. Contaminated sites are not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or a laundromat. There are no listed open sites on the BRRTS currently in the Town of McMillan.

Rare Species and Natural Communities

Wisconsin's National Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program's database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of April 2019, NHI tracked three species in the Town of McMillan. The species tracked by NHI include the Blanding's Turtle, the Small Forget-Me-Not, and the Prothonotary Warbler.



Blanding's Turtle

Photo by: Gregor Schuurman, WDNR

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society.

State Wildlife Area

McMillan Marsh Wildlife Area is near the headwaters of the Little Eau Pleine River. It is a diverse landscape of wetlands, woodlands and grasslands. The area is in the southwest portion of Marathon County and is approximately 6,500 acres in size. The area has been managed for wildlife habitat and public recreation since the 1960's. McMillan Marsh Wildlife Area offers many recreational opportunities including hunting, trapping, hiking, birding, wildlife viewing, and biking.

Water Resources

The Town of McMillan, as well as the whole of Marathon County, contains abundant natural surface water features, including rivers, streams, lakes and wetlands. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. This section discusses the characteristics of the major surface water features located within the Town.

Watersheds

A watershed is an area of land in which water drains to a common point. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin, which range in size from 500 to over 5,000 square miles.

Marathon County is geographically located in the Central Wisconsin Basin, which is a subset of the entire Wisconsin River corridor located in Central Wisconsin. The Central Wisconsin River Basin is comprised of 29 watersheds, 17 of which are all or part in Marathon County. The vast majority of the Town of McMillan lies in the Little Eau Pleine River watershed. The only exception is the southwest corner, which lies in the Upper Yellow (Wood County) River watershed.

Surface Water

Marathon County has 202 lakes with a total surface area of 28,322 acres. Many lakes lie in kettle holes left by the retreat of the glaciers. Seepage lakes are the most common type of lake in the county. These lakes do not have any surface outflow but depend on underground movement of water through highly permeable glacial soils for drainage. Most lakes are quite shallow, with depths ranging from less than one foot to a maximum of 34 feet. The county has 356 rivers and streams with a surface area of 3,748 acres. The interconnected network of rivers and streams that cross Marathon County is characteristic of a landscape influenced by glacial impacts. The Town of McMillan contains 411.18 acres of surface water, including lakes and streams which comprise approximately 1.9 percent of the Town's total land area.

Rivers

The two primary rivers that run through the Town are Little Eau Pleine River and Scheuer Creek. Both have tributaries that are located within the Town.

Lakes

The Town of McMillan has few lakes within or on its boundaries. The McMillan Reservoir and Main Flowage are located within the McMillan Marsh State Wildlife Area. The McMillan Reservoir is a 105 acre lake with a maximum depth of 12 feet. Main Flowage is a 108 acre lake, with a maximum depth of 8 feet.

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

Little Eau Pleine River is the only water body in the Town listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The listing is due to phosphorus levels that overwhelmingly exceed thresholds for recreational use and aquatic life use.

Invasive Aquatic Species

Surface water resources in Marathon County are threatened by the introduction of invasive aquatic species. Invasive species can alter the natural ecological relationships among native species and affect ecosystem function, economic value of ecosystems, and human health. It is recommended that the Town continue to work with the Marathon County Department of Conservation, Planning and Zoning to develop public outreach education strategies. It is also beneficial that lake districts and associations continue to work with the DNR and property owners to manage invasive aquatic species within lakes and waterbodies throughout the Town of McMillan.

Wetlands

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

Wetlands in McMillan are associated with the river, creek, and tributaries throughout the Town. There are also significant areas of wetlands within the McMillan Marsh State Wildlife Area. These areas should be protected and development should be encouraged away from these environmentally sensitive areas.

Floodplains

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Floodplains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the most substantial (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

Groundwater

Groundwater is water found underground in the cracks and spaces in soil, sand, and rock. It is replenished by rain and snow melt that seeps down into cracks and crevices beneath the land's surface. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. Wells are drilled 20 to 200 feet deep to yield 5 to 50 gallons per minute, but yields of 200 gallons per minute are possible. Shallow wells in these deposits are subject to pollution.

Groundwater is the major source of water consumption in Marathon County. All public and private water supplies and most domestic, industrial, and agricultural water supplies in the county rely on groundwater. As residential development continues to expand in the rural areas of the county and agricultural methods intensify, the concern for groundwater protection grows.

Depth to groundwater in most of the Town of McMillan ranges from 0 to 20 feet. However, there are areas that range from 20 to 50 feet and some that are even greater than 50 feet. Over the past few years, the concern for groundwater quantity has increased. High capacity wells are one or more wells, drill holes, or mine shafts on a property that have a combined approved pump capacity of 70 or more gallons per minute. There are three high capacity wells located in the south-central area of the Town which provide part of the water supply for the City of Marshfield.

Contamination of groundwater typically is the result of land uses associated with modern development. Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

The Wisconsin DNR in conjunction with the University of Wisconsin Extension, Wisconsin Geological and Natural History Survey and USGS, analyzed the ease whereby contaminants can be carried through overlying materials to groundwater. Variables relevant to this are depth to bedrock, type of bedrock, soil characteristics, depth to water table, and characteristics of surficial deposits. Most areas in western Marathon County, including the Town of McMillan, have been identified as being less susceptible to contamination.

AGRICULTURAL RESOURCES

Agriculture has played a dominant role in the culture and economy of Marathon County for the past century. A significant number of people throughout the county are employed in agricultural-related industries and the economic health of many rural communities is directly tied to agriculture. Agriculture in Wisconsin has experienced several changes in the past decades including relying more upon technological advances to farm successfully and conversion of significant amounts of cropland to non-farm uses. This has created more recognition of the need for meaningful farmland preservation programs.

Farmland Resources

Farmland is much a part of the history, culture and economy of the Town of McMillan. Croplands constitute the most sizeable land use category within the Town. Preservation and attention to these resources is and will continue to be a priority.

Agriculture

Agriculture in the Town is mostly dairy, associated crops, and agribusinesses that provide agricultural services and products. There are several large dairy farms located throughout the Town. Most operations have fewer than 300 animal units and four have between 300 and 1,000 animal units. There is also one dairy plant and one meat plant located within the Town.

Farmland Preservation

Farmland preservation is very important to the Town of McMillan and the whole of Marathon County, as it impacts the local economy and culture. The Farmland Preservation Plan details county policies and strategies with the goal of supporting and sustaining active farms. The Farmland Preservation Plan identifies and distinguishes farm preservation areas from non-farm preservation areas and future development areas.

Property owners in farm preservation areas may participate in the Farmland Preservation Program, an income tax credit program administered by the Wisconsin Department of Agriculture, Trade and Consumer Protection. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners can receive a state income tax credit in exchange for keeping land in agricultural use. These tax credits are intended as an incentive to keep land in active farming and meet soil conservation standards.

Farmland Preservation Zoning

Farmland preservation zoning is a zoning classification that is intended to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt farmland preservation zoning, a municipality must be enrolled in the Farmland Preservation Program. The Town of McMillan has adopted Farmland Preservation Zoning. Farmland Preservation Zoning is administered by Marathon County Conservation, Planning and Zoning.

HISTORICAL AND CULTURAL RESOURCES

A cultural resource is a broad term that can encompass many aspects of heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. Cultural resources are those elements that signify heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings; sites and landscape that help communities retain their sense of identity in an increasingly homogenized society.

Community History

The Town of McMillan was organized in 1888, but settlement had begun as early as 1874, when Benjamin F. McMillan along with his brother Charles, sons of Stevens Point lumberman David

McMillan, began a sawmill on the Little Eau Pleine River in an area about five miles north of Marshfield. In addition to the sawmill, they ran a boardinghouse and general store. The original McMillan settlement was in the area of Marsh Road and Sugar Bush, with the mill located in the Sugar Bush area.

The Town was served by the Milwaukee, Lake Shore & Western (later the Chicago & Northwestern [CNW] Railroad) built through the settlement in 1891, enabling more efficient shipment of lumber). McMillan became a leader in the lumber industry and was a pioneer in the transition from exclusive reliance on pine to logging of hemlock. McMillan and his wife Ada built a home in the village in 1892 and resided there until his death in 1918 and her death six years later. With the depletion of the forests, the mill was shut down in 1911. As they finished cutting off surrounding forest, they sold parcels to farmers.

Resources

Historic structures and cultural areas provide a sense of place, enhance community pride, and reinforce social and cultural enrichment. The identification of existing historic structures and cultural areas are an important consideration in all town planning efforts, as these features are critical to defining a community's look and character.

There are no properties within the Town on the National or State Register of Historic Places. However, there are 14 properties that appear on the Wisconsin Architectural History Inventory. A collection of farmsteads and cheese factories built as early as 1881 demonstrates the historical significance that agriculture had on the early development of the Town. Some properties of note include the following:

- City View School – built in 1885 (one to six room school)
- East Kerwin School – built in 1924 (one to six room school)
- M. Zopfe Farmstead – built in 1881
- Several Cheese Factories (including one converted to a supper club)
- St. Peter's Lutheran Church
- McMillan Town Hall

Natural, Agricultural and Cultural Resources Programs

There are a variety of programs available to the Town related to natural, agricultural, and cultural resources. Some of these are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Private Forestry

The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for

landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL)

The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

Parks and Recreation Program

The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Incentive Program (SIP)

The purpose of the Stewardship Incentive Program is to assist landowners in more actively managing, protecting, and enhancing their forest lands and related resources through cost-sharing. The program aims to keep forest lands productive and healthy for both present and future owners, and to increase the economic and environmental benefits of these lands. Private landowners may enroll 10 to 1,000 acres of woodland in the program, and must maintain a 10-year contractual commitment.

Nine general categories of management practices are eligible for cost-sharing under SIP, including forestry management plan development, tree planting, forest improvement, windbreaks and hedgerows, soil and water protection, riparian and wetland protection, fisheries habitat enhancement, wildlife habitat enhancement, and forest recreation enhancement. Sixty-five percent of the actual cost of each practice is covered, with maximum limits as established by the WDNR. The practices available in individual counties may vary. Public access is not required. This program is administered by the WDNR, USDA Farm Service Agency (FSA), and County Land Conservation Departments.

Forestry Incentive Program (FIP)

The Natural Resources Conservation Service (NRCS) administers the Forestry Incentive Program, in association with the WDNR, which was initiated to provide cost-sharing to private landowners for implementing forestry management practices. Landowners with 10 or more acres are eligible to enroll in the program, and agree to maintain the practices for an estimated life span. The development of a management plan is required which establishes the practices to be performed including tree planting, site preparation for natural regeneration, timber stand improvement, etc. Public access on the property is not required.

Wetlands Reserve Program

The Wetlands Reserve Program (WRP) is a voluntary program which was established to restore wetlands on lands which were previously altered for agricultural use. The program is administered by the USDA Natural Resource Conservation Service in consultation with the Farm Service Agency and other federal agencies.

Land is eligible for enrollment in the WRP if the landowner has owned that land for at least one year, and the land is restorable and suitable for wildlife benefits. Landowners may choose to restore wetlands with a permanent or 30-year easement, or enter into a cost-share restoration agreement with the USDA. If a permanent easement is established, the landowner will receive payment up to the agricultural value of the land and 100% of the wetland restoration costs. The 30-year easement payment is just 75% of what would be provided for a permanent easement on the same site, and 75% of the restoration costs. Voluntary cost-share restoration agreements are generally for a minimum of 10 years, and 75% of the cost of restoring the land to wetlands is provided. In all instances, landowners continue to control access to their land.

Wildlife Habitat Incentives Program (WHIP)

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program for private landowners who wish to establish or improve wildlife habitat on their land, with a primary emphasis on re-establishing declining species and habitats. Both technical assistance and cost sharing are provided to help develop, maintain, and/or improve fish and wildlife habitat through management practices. Lands which are eligible for program participation include woodlots, agricultural and non-agricultural land, pastures, and streambanks which are generally at least 5 acres. Landowners are required to prepare and implement a wildlife habitat development plan which includes cost-share eligible practices to be conducted including fencing, seeding, limited tree planting, instream structures, burning, etc. Up to 75% of costs are reimbursed, generally not to exceed \$10,000; other organizations may provide the remaining 25% of the cost-share or provide expertise to help complete a project. The normal contract duration is 10 years at a minimum to maintain wildlife habitat. Public access is not required under this program. The program is administered by the Natural Resources Conservation Service.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Protect environmentally sensitive areas.

Objective:

1. Evaluate the possibility of designating the Little Eau Pleine River as an environmentally sensitive area.

Policies:

1. The Town of McMillan encourages the designation of the Little Eau Pleine River as an environmentally sensitive area.
2. Coordinate with the WDNR, surrounding communities, and stakeholders to develop a long term plan to protect the Little Eau Pleine River.
3. Working in concert with stakeholders and appropriate agencies, identify and secure funds to complete and implement a protection plan for the Little Eau Pleine River.

Goal 2: Maintain and enhance the environmental systems through the McMillan Marsh.

Objectives:

1. Continue to work with the Army Corps of Engineers and WDNR to enforce wetland regulations to protect the natural systems therein.
2. Identify a buffer area, per the WDNR around the McMillan Marsh to protect the natural identity of the Marsh.

Policies:

1. The Town of McMillan discourages developments that may have a negative impact on the McMillan Marsh area.
2. Work with the WDNR to identify a buffer area around the McMillan Marsh to protect the natural beauty and environmental systems present within.
3. Work with the Army Corp of Engineers and the WDNR to enforce a buffer around the McMillan Marsh.
4. Review and update Town ordinances, as appropriate, to protect the McMillan Marsh.
5. Coordinate and communicate with the Town of Spencer to ensure protection of the McMillan Marsh.

Goal 3: Protect water quality and quantity throughout the Town.

Objective:

1. To work with the WDNR and Marathon County to identify critical zones, such as groundwater recharge areas, and update applicable Town ordinances.

Policies:

1. The Town of McMillan discourages development in areas critical to the maintenance of the Town's groundwater supply.
2. Review Town ordinances and update as appropriate, to protect critical groundwater areas.

Goal 4: Identify and possibly preserve historically significant buildings and sites.

Objectives:

1. To work with the County Historical Society to identify historic resources so they may be considered in future planning.

2. To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.

Policies:

1. The Town of McMillan encourages the preservation of historic sites and structures.
2. Work with the County Historical Society, the State of Wisconsin Historical Society, property owners, and interested stakeholders to identify and preserve historic sites and structures.

Chapter 3

Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

PREVIOUS HOUSING PLANS AND STUDIES

Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA).

“The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- Aging Population
- Smaller household sizes
- Lack of Housing Options
- Increase in Housing Costs related to incomes

HOUSING ASSESSMENT

Housing Type and Tenure

In 2018, the Town of McMillan had approximately 801 occupied housing units, 96.1 percent of which were owner occupied, see Table 9. The Town of McMillan had a significantly higher percentage of owner-occupied homes than both Marathon County and the State of Wisconsin, at 72.8 percent and 66.9 percent respectively. The average household size of 2.54 was slightly higher than the county (2.41) and the state (2.40). In 19.0 percent of households the householder lived alone and 39.0 percent of households had an individual age 60 or older. The higher average household size and lower number of one person households, when compared to the county and state, suggest that there are more families with children in the Town of McMillan.

Table 9: Housing Units by Type and Tenure, 2018			
	T. McMillan	Marathon County	Wisconsin
Total occupied housing units	801	55,377	2,343,129
Owner occupied units	770	40,331	1,568,040
Renter occupied units	31	15,046	775,089
Average household size	2.54	2.41	2.40
% owner occupied	96.1%	72.8%	66.9%
% householder living alone	19.0%	27.2%	29.2%
% with individuals 60 or over	39.0%	38.1%	39.7%

Source: 2018 American Community Survey 5-Year Estimates

Structural Characteristics

Tables 10 and 11 detail the number and percentage of housing units by type. Housing in the Town of McMillan is overwhelmingly single-family detached housing, with a small number of multi-family and mobile home units. Marathon County is also comprised mainly of single family housing, but does have a variety of housing types. This is due mainly to a balance of urban and rural communities throughout the county. In Marathon County, single-family detached homes account for 74.2 percent of housing units, followed by apartment style homes with five or more units, which account for 12.1 percent of housing.

It is likely that those seeking more variety in housing styles are relying on the nearby urbanized City of Marshfield. However, there is a distinct need for a variety of styles within the Town. This would better accommodate those at various income levels and from different economic backgrounds.

Table 10: Housing Units by Structural Type, 2018

	1- Detached	1- Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
T. McMillan	805	0	3	7	13	3	0	831
Marathon County	43,841	2,043	2,994	1,363	7,173	1,652	12	59,078
Wisconsin	1,785,339	113,291	172,688	99,630	416,560	93,043	681	2,681,232

Source: 2018 American Community Survey 5-Year Estimates

Table 11: Housing Units by Structural Type (Percentage), 2018

	1- Detached	1- Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
T. McMillan	96.9%	0.0%	0.4%	0.8%	1.6%	0.4%	0.0%	100%
Marathon County	74.2%	3.5%	5.1%	2.3%	12.1%	2.8%	0.0%	100%
Wisconsin	66.6%	4.2%	6.4%	3.7%	15.5%	3.5%	0.0%	100%

Source: 2018 American Community Survey 5-Year Estimates

Age Characteristics

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1960's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Tables 12 and 13 outline build dates of housing units throughout the Town, county, and state based on 2018 American Community Survey data. The housing stock in the Town of McMillan is generally newer. A majority of homes in the Town, 56.3 percent, were built in 1980 or later. This is greater than both the county and state, at 41.4 percent and 39.5 percent respectively. Very little housing within the Town was constructed prior to 1970, an exception being homes predating 1940. Otherwise, housing development did not really begin in earnest until 1970. This is in contrast to the county and state where there was fairly steady development throughout the various decades.

Table 12: Year Structure Built, 2018

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
T. McMillan	155	23	45	27	113	104	178	156	30
Marathon County	10,937	3,230	5,909	4,962	9,555	6,087	8,213	8,462	1,723
Wisconsin	523,371	149,246	293,236	261,113	394,062	266,845	372,967	341,400	78,992

Source: 2018 American Community Survey 5-Year Estimates

Table 13: Year Structure Built (Percentage), 2018									
	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
T. McMillan	18.7%	2.8%	5.4%	3.2%	13.6%	12.5%	21.4%	18.8%	3.6%
Marathon County	18.5%	5.5%	10.0%	8.4%	16.2%	10.3%	13.9%	14.3%	2.9%
Wisconsin	19.5%	5.6%	10.9%	9.7%	14.7%	10.0%	13.9%	12.7%	2.9%

Source: 2018 American Community Survey 5-Year Estimates

Value Characteristics

Table 14 details housing values in owner-occupied homes throughout the Town, county and state. In 2018, the median housing value was \$241,300 in the Town of McMillan. This was substantially higher than Marathon County, at \$152,000 and the State of Wisconsin, at \$173,600. When compared to the county and state, the Town had fewer homes in all ranges under \$200,000. It had more homes in all categories \$200,000 and over.

Most homes (34.0%) within the Town are valued at \$300,000 or more. There is a lack of housing across a broad spectrum of valuations in the Town.

Table 14: Housing Values Owner Occupied, 2018							
	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 or more	Median Value
T. McMillan	1.6%	5.7%	14.3%	14.8%	29.7%	34.0%	\$241,300
Marathon County	4.4%	17.5%	27.1%	20.9%	18.2%	12.0%	\$152,000
Wisconsin	5.1%	13.4%	20.6%	19.9%	23.1%	17.9%	\$173,600

Source: American Community Survey 5-Year Estimates

Summary of Housing Characteristics

The Town of McMillan is a bedroom community to the larger urbanized Marshfield region, as many residents are employed and conduct business in the nearby City of Marshfield. Additionally, the Town is abundant with homes and farmsteads and many residents live and work within the Town, particularly in the area of agriculture. The Town itself has an overriding rural character, and is abundant with natural resources, agricultural resources, and cultural resources. However, it could also be viewed as a kind of extension of the greater City of Marshfield.

Most housing consists of single-family detached housing that is owner occupied. Housing is newer and falls primarily into high valuation ranges. In looking at population and household projections, there is a sizable amount of growth expected in upcoming decades. Consistent with the state as a whole, new housing construction over the past decade has stalled, as only 3.6 percent of homes in the

Town have been constructed since 2010. There is a need for construction of additional housing units to accommodate demand. It would be desirable to construct housing in a variety of styles to create affordability and more adequately meet the needs of those at various income levels and desiring a range of amenities.

There are a large number of residents in older age categories in the Town. Seniors typically desire housing that is smaller, accessible, and near needed healthcare services and amenities. This need will continue throughout the upcoming decade. These are important considerations when looking at future housing policy and planning.

Housing Programs

The following are housing programs available to the Town:

The Wisconsin Housing and Economic Development Authority (WHEDA) administers the Federal Low Income Housing Tax Credit (LIHTC). Investors who allocate a number of units as affordable to low-income families for a certain period of time (usually 15 years) are allowed to take a credit on their income tax.

The U.S. Department of Agriculture-Rural Development (USDA-RD) is focused on rural areas. A list of available programs follows:

Section 502 Homeownership Direct Loan program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.

Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.

Section 504 Very-Low-Income Housing Repair program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.

Section 515 Multi-Family Housing Loan program supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

Section 521 Rural Rental Assistance program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.

Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

The U.S. Department of Housing and Urban Development (HUD) administers the following programs:

The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families.

The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.

U.S. Department of Housing and Urban Development Section 8 Housing Choice Vouchers are administered locally by the Central Wisconsin Community Action Corporation (CWCAC). The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards. Congress is considering replacing the current voucher program with a block grant to states. If enacted, eligibility criteria for the program may change.

The Small Cities Development Block Grant (CDBG) program is the rural component of HUD's Community Development Block Grant program, which is administered by the State of Wisconsin, Department of Administration. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

GOALS AND OBJECTIVES

Goal 1: Locate new residential development in appropriate areas.

Objectives:

1. To discourage development in natural, undeveloped areas.
2. To guide new housing to locations where the extension of service provision will be minimally impacted.

Policies:

1. The Town of McMillan discourages development in natural, undeveloped areas.
2. The Town of McMillan will guide residential development to areas where the extension of services will be minimally impacted.
3. Identify areas where housing development would be appropriate.
4. Review and update the Town's land use plan to ensure that housing development is guided to appropriate areas.

Chapter 4

Utilities and Community Facilities

Utilities and community facilities, provided by either public or private entities, are critical for community development. Utilities include things such as electrical service, natural gas, telephone, cable and internet. Community facilities include local government buildings, libraries, educational facilities, and maintenance and storage facilities, as well as services like police, fire protection, and emergency medical services.

Utilities and community facilities play an important role in the economy and livability of a community.

PREVIOUS PLANS AND STUDIES

Marathon County All Hazards Mitigation Plan, 2017

This document examines general conditions, including an inventory of utilities, community facilities and emergency services throughout the county. Risk assessment is at the heart of the All-Hazards Mitigation program. In order to mitigate the risks, it is necessary to assess their relative importance. The report reviews a series of weather disasters; how they have affected the county in the past and how future instances are likely to affect the county and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years.

UTILITIES

Water Service

Groundwater Wells

The Town of McMillan does not have a public water supply system. Instead, all development in the Town receives water from private wells. The groundwater supply is generally sufficient for current land uses and water quality is good. The City of Marshfield has six wells located in McMillan Marsh State Wildlife Area. While the Town's water supply is good, there are some concerns about impacts on supply due to Marshfield's wells. The WDNR has limits on the number of wells allowed in the Marsh and also monitors them. To date there have been no issues as a result of the wells.

The Town of McMillan and the City of Marshfield established a Cooperative Boundary Agreement in January of 2002. Currently, Marshfield allows the Town to use water hydrants connected to the City of Marshfield water system for the purposes of fire protection, if necessary.

Wastewater

On-Site Waste Disposal Systems

Chapter 15 of the General Code of Ordinances for Marathon County requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. Marathon County reviews and issues permits for private sewage systems. Generally these private sewage systems fall into four categories:

- Conventional systems – these systems include an absorption field that is buried under the natural ground level.
- At-grade systems – consist of a septic tank and soil absorption bed. Treatment begins in the first inch of soil.
- Mound systems – these systems include an absorption field that is constructed above ground creating a “mound”.
- Holding tank systems – these systems are considered a last resort and are only allowed if other septic systems cannot be used. Because of the geology and soil types in the area, most homes in the Town use holding tanks.

All development in the Town of McMillan uses on-site septic systems. Soils in the Town are not well suited to conventional septic systems. As a result, holding tanks are commonly used.

Stormwater Management

Surface water management (also referred to as “storm water management”) is one of the key components in efforts to improve water quality. It primarily involves controlling the volume, quality, and storage of runoff. Marathon County is especially concerned about non-point sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Non-point pollution is best addressed at the watershed level.

Solid Waste and Recycling

Garbage Pick-Up

The Town contracts with Advanced Disposal for weekly trash pick-up. In addition, monthly recycling pick-up is provided. Annual tire collection is provided, however other large bulk item pick-up is not provided at this time. There is a former landfill located east of CTH T on Sawyer Creek Road.

Energy and Telecommunications

Electric and Natural Gas

Electric services in the Town are provided by Alliant Energy. Natural gas services are provided by We Energies. Clark Electric and Marshfield Utilities also provides services in the area.

Cable/Internet

Cable and internet services are provided by Spectrum/Charter Communications, Inc. There are two communications towers located within the Town.

COMMUNITY FACILITIES

Town Operations

Town Hall

The McMillan Town Hall is located at 113904 Elm Tree Road. There are five town officials, including a Town Chair and four Supervisors. There is a Town Clerk and Town Treasurer. There is a Town Plan Commission and a Joint Plan Commission with City of Marshfield. Monthly meetings are held by the Town Board, Finance Committee, and Plan Commission.

Public Safety

Law Enforcement

Law enforcement services are provided by the Marathon County Sheriff's Office.

Fire

The Town of McMillan has a Volunteer Fire Department. The Fire Station is located across from the Town Hall at M400 Elm Street. The McMillan Fire Department's mission is to provide fire and emergency medical services to Town residents, provide mutual aid to surrounding communities, and to educate residents about fire safety, prevention, and accident prevention.

EMS

The McMillan First Responders were established in the 1990's. At present, there are eight Emergency Medical Technicians (EMT's) and one Emergency Medical Responder. When needed, they work with the City of Marshfield ambulance services.

E911 Dispatch/Communications

The Marathon County Sheriff's Office E911 Dispatch/Communications Division provides E911 Dispatch for all police, fire and EMS agencies in Marathon County. The primary goal is the efficient exchange of information in the interest of public safety. The operation has a minimum of five staff on duty 24 hours seven days a week.

There are 78 user agencies in Marathon County including law enforcement, emergency medical agencies, and fire departments. Staff is also responsible for issuing severe weather warnings, monitoring courthouse security systems, dispatching response teams, serving on special teams, and communication with on-call personnel throughout all county departments.

Hospitals

Aspirus Wausau Hospital

Aspirus Wausau Hospital is the main hospital within the Aspirus system that serves patients in 14 counties across northern and central Wisconsin as well as the Upper Peninsula of Michigan. It is licensed for 325 beds and staffed by 350 physicians in 35 specialties. It provides primary, secondary and tertiary services and a regional referral center.

Marshfield Medical Center

Marshfield Medical Center is the flagship hospital of the Marshfield Clinic Health System. It is a 500 bed hospital located at 611 N. St. Joseph Ave. in Marshfield. The Marshfield Medical Center cares for patients from central, northern and western Wisconsin, providing both inpatient and outpatient services.

Marshfield Children's Hospital

Marshfield Children's Hospital has a 24-bed pediatric unit, pediatric intensive care unit (PICU) and neonatal intensive care unit (NICU). It is a part of the Marshfield Clinic Health System

Community Health Care

North Central Health Care

North Central Health Care (NCHC) was formed in 1972 as a partnership between Marathon, Lincoln and Langlade Counties. Based on community need, at present they offer mental health, addiction, skilled nursing, developmental disability, warm water physical therapy, and adult protective services for North Central Wisconsin.

North Central Health Care (NCHC) operates Mount View Care Center, a 188-bed skilled nursing facility that has emerged as a leader in dementia care training. Mount View Care Center offers short-term services, dementia services, long-term care, and ventilator-dependent care. The facility offers skilled, individualized care including complex medical care.

Cemeteries

Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. According to the Marathon County records of the Genealogy Trails History Group, there are currently 158 cemeteries and burial areas identified in Marathon County, and it's likely that other cemeteries and burials may be present.

There are three known cemeteries in the Town of McMillan:

- Bethlehem Evangelical Church and Cemetery – Eau Claire Rd. and Staadt Ave.
- Parish of Saint Albert Cemetery – Eau Claire Rd., ½ mile w. of CTH E
- St. Peters Evangelical Lutheran Cemetery – Galvin Ave., at Elm St.
- McMillan Memorial Garden - 177109 W McMillan St.

Education

Primary and Secondary Schools

The Town of McMillan is served by three school districts. However, the majority of the Town is situated within the Marshfield School District. The northeast section of the Town is served by Stratford School District and the northwest corner is served by the Spencer School District.

Marshfield School District has five elementary schools. Students from the Town of McMillan attend Grant Elementary School located at 425 West Upham St. in Marshfield. Grant Elementary School

had 648 students enrolled during the 2019-2020 school year. Students then attend Marshfield Middle and Marshfield High School.

Those within the Stratford School District attend the Stratford Elementary School and then go on to the combined Middle/High School. The schools are located on Legion St. in the Village and in 2019-2020 Stratford Elementary School had a total of 373 students. During the same time the combined Middle/High School had a total of 497 students. Town of McMillan students within the Spencer School District attend Spencer Elementary, Middle and High Schools all located on School St. in the Village of Spencer. During the 2019-2020 school year, Spencer Elementary had a total of 314 students and the Middle/High School had 362 students.

Post-Secondary Educational Facilities

Mid-State Technical College, located at 2600 W. 5th St. Marshfield, is one of 16 regional colleges in the Wisconsin Technical College system, with campuses in Adams, Marshfield, Stevens Point, and Wisconsin Rapids. They offer associate degrees, technical diplomas, and certificates in a wide variety of high demand fields. The college district serves a resident population of approximately 165,000. The total enrollment at the Marshfield campus in a given year ranges from 2,000-2,500, including full-time and part-time students.

The University of Wisconsin Stevens Point (UWSP) at Marshfield is located at 2000 W. 5th St., and is a satellite campus of UWSP. Here students can work toward a variety of bachelor's degree options including business administration, nursing, and social work.

Childcare

There are three licensed childcare facilities in the Town of McMillan. Additionally, there are several licensed options in the nearby City of Marshfield.

Libraries

The Town of McMillan has access to the Marathon County Public Library System with the closest locations being either Spencer or Stratford. Town residents may also have access to the City of Marshfield Library subject to out-of-system user fees. The Everett Roehl Marshfield Public Library opened in September of 2016 in the City of Marshfield. It is slightly over 33,160 square feet on two floors with all space dedicated for library activities. There is a large children's program room, a dedicated young adult area, expanded computer space, a dedicated genealogy/history room, group study rooms, and a mother's lounge. As of 2015, the library had 28,432 registered borrowers from Marshfield and surrounding areas and 211,199 items available for checkout.

Recreation

McMillan Community Park

The Town of McMillan operates the McMillan Community Park. Land for the park was purchased in 1994 and a parks committee was established in 2000. Construction began September of 2001. Funding for the park came from private sources and the local tax base.

Much of the park was constructed through volunteer efforts. The park has a pedestrian trail network and bridge, playground equipment, a volleyball court, a pavilion, a baseball diamond, picnic facilities, and horseshoe pits. The pavilion reservation is available for a fee.

Jurustic Park

Jurustic Park is a privately-owned park located at 112021 Old Sugarbush Ln. and is owned and operated by Nancy and Clyde Wynia. The park features various animal sculptures crafted from iron. The park also features a “Hobbit House”, which serves as a studio and shop. The park is privately owned, but is open to the public.

McMillan Marsh State Wildlife Area

Near the headwaters of the Little Eau Pleine River, McMillan Marsh State Wildlife Area is a diverse landscape of wetlands, woodlands and grasslands. The area is approximately 6,500 acres in size and is located in the southwest corner of Marathon County.

Friends of the Mead/McMillan State Wildlife Areas

The Friends of the Mead/McMillan Association, Inc., is a private, non-profit corporation dedicated to furthering wildlife education and management of the McMillan Marsh Wildlife and George W. Mead Wildlife Areas. The George W. Mead State Wildlife Area is a 33,000 acre wildlife area located just east of the Town of McMillan. The Friends incorporated in 1996 and is a diverse group of individuals interested in increasing public understanding, appreciation, support, and enjoyment of wildlife.

Snowmobile Trails

There are approximately 15.2 miles of snowmobile trails in McMillan, maintained by the following snowmobile clubs: Spencer, Little Rose, Stratford Snowrunners, and Rozellville.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Protect groundwater throughout the Town.

Goal 2: Maintain current provision of services.

Objectives:

1. Continue to perform annual budget allocations that fund public services.
2. Continue to find methods of cost sharing, such as equipment sharing, with surrounding municipalities to increase the efficiency by which services are provided.
3. Develop a Capital Improvements Program (CIP) to analyze, prioritize and fund service provision requests.
4. Analyze future developments for their impact on the community’s tax base in relation to the services that they would require.

Policies:

1. The Town of McMillan supports the creation of a CIP to analyze, prioritize, and fund service provision requests.
2. The Town of McMillan will analyze future development's contributions to the tax base, in relation to the potential services and the related expenditures that they may require.
3. Meet with surrounding communities to identify methods of cost and equipment sharing to reduce costs and increase efficiency.
4. Develop a system to analyze future development's impact on the tax base and the expenditures that will be associated with providing services.
5. Continue to perform annual budget allocations to fund service requests.
6. Develop a CIP to assist in the budgeting process.

Goal 3: Provide effective public safety services.**Objectives:**

1. Continue to work with the Marathon County Sheriff's Office to continue to provide effective police services.
2. Ongoing evaluation of properly trained personnel and upgraded equipment for the Fire Department and EMS.
3. Establish a process through which other safety issues can be addressed.

Policies:

1. The Town of McMillan supports the continued provision of police services from the Marathon County Sheriff's Office.
2. Develop a process to address any ongoing safety issues.
3. Support mutual aid agreements with adjacent communities for emergency services.
4. Continue to evaluate the needs of Fire and EMS services and budget for any future equipment and training that they might need.

Goal 4: Maintain adequate space in municipal structures to meet the Town's needs.**Objective:**

1. Through a Capital Improvements Program (CIP), identify capital improvement needs that will need to be addressed, the timeline for dealing with them, and the overall budgets that they will require.

Policies:

1. The Town of McMillan will develop a CIP to identify capital improvement and budget for them over time.
2. Budget for needed capital expenditures.

Goal 5: Support McMillan Community Park

Objective:

1. To encourage proper funding for development of maintenance of the local community park.

Policies:

1. The Town of McMillan supports the ongoing development and maintenance of McMillan Community Park.
2. Complete a Park and Recreation Plan for the long-term needs of the community's park facilities.
3. Utilize the Park and Recreation Plan to apply for WDNR funds.

Goal 6: Actively pursue the development of multi-use trails.

Objectives:

1. Work with appropriate agencies, such as the WDNR, WisDOT, Marathon County, and others, to identify possible trail routes in McMillan.
2. Coordinate with other communities and agencies to identify and acquire funds to complete and maintain multi-use trails.

Policies:

1. The Town of McMillan supports the creation of a regional multi-use trail system.
2. Coordinate with surrounding communities, the WDNR, WisDOT, Marathon and Wood Counties, the City of Marshfield, the Town of Spencer, and other interested stakeholders and organizations to identify possible trail routes in and around the Town of McMillan.
3. Develop a long-range trail plan identifying all trail routes in and around the Town of McMillan.
4. Utilize the trail plan to apply for WDNR funds for the acquisition of trail right of way and improvements thereto.

Chapter 5

Transportation

Transportation is necessary for the effective movement of people and goods within Town and with connections outside of the Town. Transportation is also critical to development and land use. This chapter provides an inventory of the existing transportation facilities and services within the Town.

Transportation is a crucial component of livability and provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of development. The existing network, from roads to rails, needs to be coordinated to maximize efficiency for the overall system. The connection between home and work is an important part of any transportation system. This is especially important in the case of McMillan, because of the close proximity to the City of Marshfield. A range of transportation alternatives should be supported, including walkability and bikeability wherever possible.

PREVIOUS PLANS AND STUDIES

Transportation planning in Marathon County is coordinated between the Marathon County Department of Conservation, Planning and Zoning (CPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO); the body designated by the U.S. Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the Wausau Area MPO.

Transportation Improvement Program (TIP)

The TIP is updated for the Wausau MPO annually. The TIP is developed by the MPO in cooperation with the State, affected transit operators, and local communities within the MPO boundary. The plan identifies transit and highway projects to be funded over the next four year period.

Regional Livability Plan, 2015

Transportation is one of the four elements included in the NCWRPC's 2015 RLP. The Transportation Assessment Report, a component of the Plan, looks in detail at the transportation network through the ten-county region and identified trends and issues facing transportation. The RLP addresses three issues: the modes of transportation to work, the age of drivers in the region, and high transportation maintenance costs. The three transportation goals of the Plan are as follows.

- Provide and improve transportation access to people of all ages and abilities to ensure lifelong mobility and accessibility.
- Fund the maintenance and expansion of the transportation system
- Enhance the regional economy by supporting airports and freight rail.

North Central Wisconsin Regional Bicycle and Pedestrian Plan, 2018

This plan is a regional effort to improve bicycling and walking across communities throughout the north central Wisconsin region. The Plan assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout North Central Wisconsin.

Connections 2030

Connections 2030 is WisDOT's long-range transportation plan for the State of Wisconsin. Adopted in 2009, the Plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit.

State Trails Network Plan, 2001

This Plan documents the DNR's role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

ROAD NETWORK

In analyzing the road system, several aspects and factors should be examined to discern possible shortcomings as well as plan for future needs. Analysis of traffic patterns through the examination of the road system, analysis of road conditions, review of traffic counts, discussion with individuals at the local, county and state levels, and finally observation can assist in providing possible recommendations relevant to the system.

The Town of McMillan road network consists of 6.35 miles of state highway, 15.11 miles of county highway and 51.31 miles of local roads, for a total of 72.77 miles. There are no federal highways. As Map 4 depicts, the Town's road configuration generally follows the typical rural roadway pattern of primarily north-south and east-west roads, with the exception of STH 97 which travels from southwest to northeast through the Town.

The road system is composed of three levels of government jurisdiction. These include the Town system, encompassing the local roads, the county system of trunk highways, and one state highway. Although the local roads comprise the greatest net mileage, STH 97, CTH C, CTH E, and CTH T carry the most significant traffic volumes.

Jurisdictional and Functional Classification

Functional Classification

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

- **Principal Arterials** – The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic counts.
- **Minor Arterials** – The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic.
- **Major Collectors** – The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility.
- **Minor Collectors** – The principal function is to provide traffic with access to and from property. It is the grass roots classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary.
- **Local Roads** – provide direct access to residential, commercial, and industrial developments.

A majority of traffic passes through the Town of McMillan on STH 97, which is a principal arterial that provides access to the City of Marshfield directly to the south. STH 97 serves as the eastern boundary with the Town of Day north of CTH C and angles southwest through McMillan to Marshfield. There are four major collectors, CTH E, CTH A, and CTH T run north and south, and CTH C runs east and west.

Jurisdiction

Jurisdiction refers to a governmental ownership, not necessarily responsibility. For example, some state owned roads are maintained by local jurisdictions. Additionally, the designation of a “Federal aid highway” does not alter its ownership or jurisdiction as a state or local road, only that its service value and importance have made the road eligible for Federal-aid construction and rehabilitation funds. Ownership is divided among the federal, state and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about five percent, primarily in national parks, forests and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on state and federal highways within their jurisdictional boundaries. In return, the state generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of Wisconsin Department of Transportation. As of January 2020, there were 72.77 total miles of roadways in the Town under the jurisdiction of the Town of McMillan, Marathon County and the State of Wisconsin. Road mileage by jurisdiction for the Town of McMillan is indicated in Table 15.

Table 15: Road Mileage by Jurisdictional and Functional Class, 2020				
Jurisdiction	Arterial	Collector	Local	Totals
Federal	0.00	0.00	0.00	0.00
State	6.35	0.00	0.00	6.35
County	0.44	14.67	0.00	15.11
Town	0.00	3.11	48.20	51.31
Totals	6.79	17.78	48.20	72.77

Source: WisDOT

In addition to these main classifications, a road or segment of road may hold a number of other designations, such as forest road, rustic road, emergency or evacuation route, truck route, bike route, etc.

Pavement Conditions

WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair. A summary of pavement conditions in the Town of McMillan can be found in Table 16. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary.

The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions. Most Town roads are in relatively good condition, as about 14.4% of roads rate as “Poor” or “Very Poor” and about 85.6% of roads rate as “Fair” or better. However, there is room for improvement.

Table 16: Summary of Pavement Conditions, 2019	
Surface Type	Miles
Unimproved	0.04
Sealcoat or Gravel Road	31.41
Asphalt	35.07
Surface Condition Rating	Miles
Very Poor	1.39
Poor	8.18
Fair	21.81
Good	20.25
Very Good	14.89
Excellent	0.00
Total	66.52

Source: WisDOT

Traffic and Safety

Traffic Volumes

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three, six, or ten years (depending upon functional classification) by the Wisconsin Department of Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in the Town of McMillan. Table 17 provides traffic counts for years 2010 and 2019 and notes percent change. On the whole, traffic on STH 97 has decreased over the past decade. Traffic has increased significantly on major collectors CTH C and CTH E.

Table 17: Annual Average Daily Traffic Counts 2010-2019			
Intersection:	2010	2019	% Change
STH 97 southwest of CTH T	6,800	6,900	1.5%
STH 97 northeast of CTH T	8,000	7,000	-12.5%
STH 97 0.5 mi. north of CTH C west	6,900	6,000	-13.0%
CTH C west of STH 97	860	1,100	27.9%
CTH E btwn Mann St. & Davis Ln.	1,900	2,400	26.3%
CTH E btwn Ash Rd. & Mann St.	3,000	4,100*	36.7%
CTH T south of STH 97	780	760	-2.6%
Mann St. btwn CTH E & Williams Dr.	1,800	2,100	16.7%

*2016

Source: WisDOT

As traffic volumes increase, it remains important to balance planned land use with existing roadway infrastructure. Land use type and intensity has a direct relationship on traffic volumes, with higher density and intensity of land use generally leading to higher traffic volumes. To maximize safety, proposed land use should be considered in conjunction with the existing road network.

Increased traffic volume, congestion concentrated in certain areas, and even the types of vehicles travelling to and from a site can be impacted depending on land use. Mitigation is possible through measures such as creation of new access points, changes in circulation patterns, and general roadway modifications. Uncontrolled division of land tends to affect highways because of the increased intensity, which impairs safety and impedes traffic movements.

The Town's proximity to Marshfield has led to development into McMillan, which has resulted in border annexations by the City of Marshfield. Continued development into the Town will likely have corresponding traffic impacts and may create greater demand for road paving and road expansion.

In addition, the population and number of households are expected to increase substantially through 2040, based on projections prepared by the Wisconsin Department of Administration. Increased people and households will lead to increased vehicle trips. This should be taken into account with future transportation planning.

Access Management

Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter Trans 233, WisDOT was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or lands located on connecting highways. Regulations enacted by WisDOT establish the principles of subdivision review. They require new subdivisions to: 1) have internal street systems; 2) limit direct vehicular access to highways from individual lots; 3) establish building setbacks; and 4) establish access patterns for remaining unplatted land.

Marathon County issues Access Permits to maintain safe ingress and egress for county highways, including driveways and snowmobile trails. Access permits are required for adding an access point, moving an access point, changing the use of an access point (from agricultural to residential), or paving an existing access point.

ALTERNATIVE TRANSPORTATION MODES

Airports

Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties and is governed by the Central Wisconsin Joint Airport Board. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The Central Wisconsin Airport is located east of Mosinee and is easily accessible via I-39. In 2011, the airport underwent a terminal renovation and expansion project which increased operational space, expanded the security checkpoint, increased parking, and relocated rental cars to a separate facility. The airport is currently served by three airlines, Delta, American and United Airlines.

Bus/Transit

There is no public transit service available in the Town. North Central Health Care provides paratransit services for persons over 60 or persons with disabilities who live within Marathon County. The service includes semi-fixed routes that are scheduled, and demand service available with a 48-hour notice. Information and services are available by calling 715-841-5101.

Rail

There are no active railroads that run through the Town of McMillan. There is an abandoned rail line that runs between McMillan and the Town of Marathon. This corridor may provide an opportunity to create additional trails within the Town.

Snowmobile

There are 790 miles of snowmobile trails throughout the county that are maintained by 29 snowmobile clubs. There are approximately 15.2 miles of snowmobile trails in McMillan, maintained by the following snowmobile clubs: Spencer, Little Rose, Stratford Snowrunners, and Rozellville. The most current trail map can be accessed through the Marathon County Park Office. Some, but not all snowmobile trails are open to ATV usage.

ATV/UTV

All-terrain and utility terrain vehicles are becoming increasingly popular. The Town contains many trails that are open to ATV's. The most recent snowmobile and ATV maps are available at the Marathon County Park Office.

Pedestrian/Bicycle

The McMillan Marsh Wildlife Area contains a seasonal 5.5 mile bicycle trail (combination of lime and gravel) that is open from May 1-August 31. The trail begins at the end of Meadow Avenue and is also open for hiking and wildlife viewing.

The 2018 North Central Wisconsin Regional Bicycle and Pedestrian Plan recommends the addition of an off-road bicycle path to access the McMillan Marsh Bicycle Trail from the City of Marshfield. It also recommends on-road bicycle infrastructure along CTH E throughout the Town and along CTH C from CTH E to the Village of Spencer.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Utilize a formal process for road maintenance.

Objectives:

1. Develop an annual process of roadway analysis, such as PASER, and prioritize maintenance scheduling.
2. Develop a Capital Improvements Program (CIP) to address road maintenance and improvements criteria.

Policy:

1. The Town of McMillan will investigate the use of PASER and the development of a CIP to assist in the annual budgeting process.

Goal 2: Control the impact of truck traffic on Town roads.

Objectives:

1. Continue to enforce the Town's road damage ordinance. Monitor permitting for heavy equipment and trucks on town roadways.
2. Work with Marathon County Sheriff's Office to enforce weight limits on Town roads.

Policies:

1. The Town of McMillan supports the redirection of truck and equipment traffic from Town roads to county and state highways.
2. Meet with the Marathon County Sheriff's Office to discuss the enforcement of weight limits on Town roads
3. Require that during inspection of new roads that the roads leading to the newly developed area are also inspected for excessive wear and tear.

Chapter 6

Economic Development

The economic base of the community serves as an important driver for current and future land use. Economic characteristics include such components as the size of the civilian labor force, comparative employment growth, employment by industry, unemployment rates, and commuting patterns. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community's economy in light of its regional context.

Assessment of these components of the economic base provides an important historical perspective on current land use patterns, and provides insights that help to predict possible future directions and opportunities for growth of the local economy.

PREVIOUS PLANS AND STUDIES

Comprehensive Economic Development Strategy (CEDS), 2017

Marathon County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three economic development issues:

- Available Labor Force and Employment – Businesses need a workforce with the proper education to meet the demands of an ever changing job market. High labor needs combined with an older workforce preparing for retirement will result in a labor force shortage and inability to meet the workforce needs of area businesses. The future availability of a quality labor force is a major concern for the business community.
- Living Wage – over the past ten years, the region's cost of living (i.e. home prices and rent) have increased faster than per capita and household incomes. Consequently, many working adults must seek public assistance and/or hold multiple jobs in order to meet the basic needs of their families. Occupations paying a living wage provide families resources for savings,

investments, education, and the purchasing of goods which improves the local economy and increases the quality of life of the region's population.

- Broadband – High-speed broadband connections are crucial for government services, healthcare, education, library systems, private businesses, and residents. Improving the region's telecommunication network can assist existing businesses, attract new businesses, and allow residents to access education opportunities.

ALICE: A Study of Financial Hardship in Wisconsin, 2018

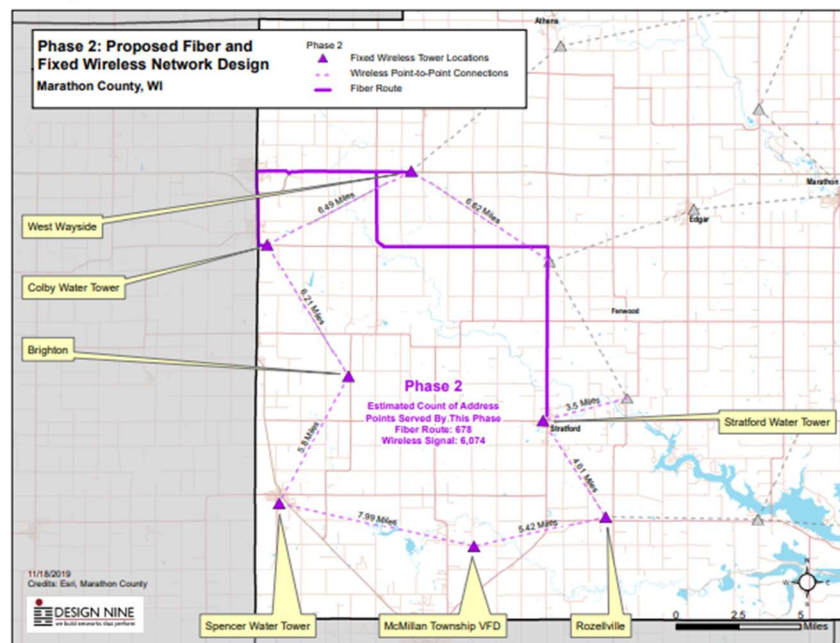
This report, developed by the United Way, described the 25 percent of households in Marathon County that are above the federal poverty level, but still struggle to afford basic household necessities, or “ALICE” households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income provided from these jobs.

- The ALICE report shows that 20 percent of McMillan households are either below the federal poverty level or are considered ALICE households, indicating that the average household in McMillan is relatively less financially strained than the average Marathon County household at-large.

Broadband for Marathon County - Broadband Assessment and Plan, 2019

The Broadband Feasibility Study is the latest action Marathon County has taken in planning for high speed internet. In the fall of 2018, Marathon County engaged community stakeholders in dialogue about broadband and cellular coverage within the county. Phase two continues building fiber to the west end of the county and includes the Town of McMillan, see Figure 8, taken from the study.

Figure 8: Phase Two Proposed Fiber and Wireless



Marathon County Comprehensive Plan, 2016

The Marathon County Comprehensive Plan sets an economic development goal of being the most prosperous county in the state. The plan analyzes education, workforce development, economic development, and sets goals and objectives in these key areas. Goals include:

- Ensuring that every resident has the opportunity to receive a world-class education
- Ensuring that every worker have family supporting job and that every business has a strong workforce
- Ensuring that Marathon County is a diverse economy and place of opportunities where people and businesses can grow to be successful

MCMILLAN AREA ECONOMIC ENVIRONMENT

In the 1870's and 1880's, the McMillan economic environment was largely shaped by the railroad industry, when most communities throughout Marathon County were either lumber and saw milling sites or station sites. In the 1880's, the Milwaukee, Lake Shore & Western Railroad line had a section that included the Town of McMillan on the way to Marshfield. In addition, beginning in the 1880's, farming and the dairy industry began to expand. The Town of McMillan along with many Marathon County towns served as agricultural centers with processing facilities such as creameries, cheese-making factories, or grain elevators.

Present day McMillan still includes a substantial amount of agriculture, and few outside of the area of agriculture work within the community. One exception to this is those that are self-employed. Most McMillan residents travel outside of the Town for work, most commonly to the nearby City of Marshfield.

MARATHON COUNTY ECONOMIC ENVIRONMENT

Historically, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agriculture and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the county, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metals products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance, and real estate. The county now enjoys a well- diversified economy.

Marathon County data is presented for comparison, because the Town of McMillan is located within Marathon County. It should be noted that most of the predominant economic data for Marathon County is derived from the Wausau metropolitan region, as most of the Marathon County population is centered in this area. Although there is an interrelationship with Town of McMillan, as many who live in McMillan work in the Wausau area, more McMillan residents work in the nearby City of Marshfield, which is located in Wood County.

ECONOMIC ANALYSIS

Economic Sectors

Table 18 details employment by sector for the Town of McMillan. In 2018, there were 1,161 persons employed in the eleven basic economic sectors in the Town, up 5.0 percent since 2010.

Between 2010 and 2018, there were several dramatic shifts throughout most of the sectors. The three fastest growing sectors were Leisure and Hospitality, Information and Other Services. In terms of total employment, the Education and Health Services industry is the largest segment of the economy, followed by Trade, Transportation and Utilities and Manufacturing. This is most likely due to the close proximity of the Marshfield Clinic Health System. It should be noted that the number of employees in certain sectors, particularly those workers engaged in Natural Resources and Mining which includes agriculture, forestry and fishing, may be understated in this data set.

In Marathon County there were 71,176 persons employed in 2018, up 1.7 percent since 2010. Most people were employed in the area of Education and Health Services, followed by Manufacturing. The fastest growing sector from 2010 to 2018 was Public Administration. The area that experienced the most significant downward trend was Information.

Table 18: Employment by Sector						
	Town of McMillan			Marathon County		
Sector	2010	2018	% Change	2010	2018	% Change
Natural Resources and Mining	63	49	-22.2%	2,231	2,429	8.9%
Construction	79	76	-3.8%	3,891	3,674	-5.6%
Manufacturing	162	164	1.2%	16,870	14,594	-13.5%
Trade, Transportation and Utilities	196	183	-6.6%	13,182	13,531	2.6%
Information	6	10	66.7%	1,026	661	-35.6%
Financial Activities	50	66	32.0%	5,471	5,988	9.4%
Professional and Business Services	27	45	66.7%	3,865	4,395	13.7%
Education and Health Services	449	447	0.4%	14,895	17,127	15.0%
Leisure and Hospitality	38	76	100.0%	4,702	4,546	-3.3%
Other Services	23	38	65.2%	2,454	2,593	5.7%
Public Administration	13	7	46.2%	1,393	1,638	17.6%
Total	1,106	1,161	5.0%	69,980	71,176	1.7%

Source: U.S. Census and American Community Survey 2010, 2018

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, while the Town population has increased slightly from 2010 to 2018, the number of people in the labor force has declined somewhat. There were 30 fewer people in the labor force from 2010 to 2018, for a loss of 2.5 percent. The percent reduction was slightly greater than in Marathon County as a whole, which experienced a net decline of 1,266 individuals in the labor force, for a 1.7 percent decrease. The state of Wisconsin had a marginal increase in the labor force from 2010 to 2018, at a rate of 0.5 percent.

Table 19: Labor Force			
	2010	2018	% Change
Population 16 years and over	1,540	1,614	4.8%
Labor Force	1,205	1,175	-2.5%
Employed	1,106	1,161	5.0%
Unemployed	99	14	-85.9%
Unemployment Rate	8.2%	1.2%	-85.4%
Participation Rate	78.2%	72.8%	-6.9%

Source: U.S. Census and American Community Survey 2010, 2018

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered part of the labor force. In 2010, the Town of McMillan had 8.2 percent unemployment, and in 2018 unemployment was down significantly to 1.2 percent. The high unemployment rate in 2010 was likely a result of the Great Recession. The unemployment rate was lower than both Marathon County (3.4%) and the State of Wisconsin (4.0%) in 2018.

Workforce Participation

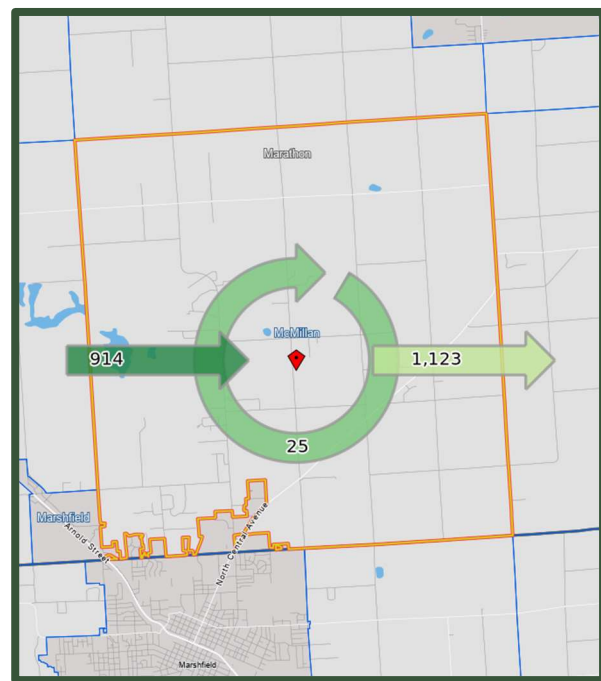
Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or are simply not looking for work. In 2010, 78.2 percent of McMillan's population over the age of 16 was in the labor force. By 2018, that percentage dropped to 72.8 percent. The state participation percentage was 66.7 percent in 2018, while Marathon County's participation rate was 68.4 percent. The labor force participation rate in the Town likely fell from 2010 to 2018 in large part due to an increase in the size of the retired population, as the unemployment rate did not rise. The rise in median age from 2010 to 2018 would support this presumption.

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2017, approximately 25 of the 939 total jobs within the Town of McMillan were filled by McMillan

residents. About 914 workers traveled to McMillan during the average work day. There were 1,123 McMillan residents that commuted to locations outside of the Town for work, indicating that McMillan's laborshed extends beyond its municipal boundaries. Figure 9 shows the inflow-outflow patterns of the Town of McMillan's laborshed.

Figure 9: Inflow/Outflow Analysis Town of McMillan 2017



Source: U.S. Census "On the Map"

In-Migration

The majority of the in-commuters live in close proximity to McMillan. The largest concentration includes 199 workers that live in the City of Marshfield and travel to McMillan for work (21.1%). The balance travel from a variety of locations including the Villages of Spencer and Stratford and the Cities of Wisconsin Rapids, Eau Claire and Wausau.

Out-Migration

The most substantial group of outbound commuters includes 510 residents that travel to the City of Marshfield for work (44.4%). The remaining outbound commuters work mainly in nearby locations including the Villages of Spencer and Stratford, and the Cities of Wausau, Abbotsford, Madison, and Wisconsin Rapids.

Occupations

Table 20 identifies the five main occupational categories by number and percentage and provides comparison with the Town, county and state.

Management/Business/Science workers are the largest component of the labor force in the Town of McMillan, followed by Sales/Office and then Production/Transportation workers. This is consistent with both the county and the state. However, in McMillan Management/Business/Science workers make up a majority of the workforce by a more substantial margin. The smallest number work in the field of Natural Resources/Construction, which is true in the county and state as well.

Table 20: Resident Occupation, 2018

Occupation	Town of McMillan		Marathon County		Wisconsin	
Management/Business/Science	562	48.4%	25,008	35.1%	1,068,930	36.1%
Service	139	12.0%	9,825	13.8%	494,858	16.7%
Sales/Office	204	17.6%	16,018	22.5%	622,193	21.0%
Natural Resources/Construction	107	9.2%	6,327	8.9%	253,223	8.5%
Production/Transportation	149	12.8%	13,998	19.7%	525,336	17.7%
Total	1,161	100.0%	71,176	100.0%	2,964,540	100.0%

Source: U.S. Census and American Community Survey 2010, 2018

Economic Development Strengths and Weaknesses

The Town's strengths for attracting business include ample open space, woodlands and natural areas, which add to the small town living environment sought after by existing and future businesses and their employees. In addition, there is an abundance of farmland and a focus on preservation. McMillan is one of eight towns in Marathon County that have adopted Farmland Preservation Zoning. This is a zoning classification that is intended to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. There is extensive opportunity to continue to develop and grow the agricultural foundation, strengthening the viability of the local agricultural economy. There is also a strong base economy that consists of a variety of business and strong community support for those businesses.

Weaknesses include a declining agricultural economy and the inflexibility of Farmland Preservation Zoning. There is also competition for commercial and industrial development particularly between urban and fringe areas. The Town of McMillan is somewhat of a bedroom community, where more residents live in the Town than work in the Town. When there is not a sufficient commercial tax base within the Town, an undue tax burden may exist for the residents who reside there. As the Town works to attract and grow the economy and industry within its boundaries, an adequate tax base will result.

ECONOMIC DEVELOPMENT PROGRAMS

There are a number of economic development programs available to businesses and local governments in Marathon County. Following is a partial list of those programs.

Regional

North Central Wisconsin Regional Planning Commission

The Town is a member of the North Central Wisconsin Regional Planning Commission, as are all local governments in Marathon County based on county membership. Membership brings with it a variety of planning benefits and service. Benefits include participation in the Economic Development District, including eligibility for a variety of grants administered by the U.S. Department of Commerce Economic Development Administration. In addition, resulting in membership with the NCWRPC, the county is a member of the North Central Wisconsin Development Corporation which manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing.

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed rate, low down payment, low-interest financing. It is targeted at the timber and wood products industry, tourism, and other manufacturing and service industries.

State

Rural Economic Development Program

This program administrated by the Wisconsin Economic Development Corporation (WEDC) provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program

The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

University of Wisconsin Extension Office

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)

The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA)

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Federal

Economic Development Administration (EDA)

EDA offers a guaranteed loan program as well as public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

US Department of Agriculture – Rural Development (USDA – RD)

The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration (SBA) programs that provide financing for fixed asset loans and for working capital.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Maintain an adequate tax base to provide vital Town services.

Objectives:

1. Continue to meet with the City of Marshfield to discuss ongoing boundary and annexation issues.
2. Identify future commercial areas along STH 97, north of Marshfield.
3. Develop a Town Economic Development Policy to encourage economic growth in appropriate areas of the Town.
4. Develop a process to review commercial development proposals and the impacts they have on surrounding areas.

Policies:

1. The Town of McMillan supports economic development in appropriate areas in the Town, such as along the STH 97 corridor.
2. Develop a review process to analyze future commercial developments and the impact they may have on surrounding areas, looking at such things as traffic impacts, noise and light pollution, storm water runoff, site plan, and overall design.
3. Develop an economic development policy to encourage economic development in appropriate areas, and discourage it in inappropriate areas.
4. Continue to meet with the City of Marshfield to discuss ongoing boundary and annexation issues.

Goal 2: Strengthen the viability of the local agricultural economy.

Objectives:

1. To explore niche markets for agricultural products (e.g. organic/hydroponic).
2. To work with Marathon County and other agencies such as the UW-Extension, to explore regional approaches to aiding the agricultural economy, such as regional manure digesters.

Policies:

1. The Town of McMillan recognizes that agriculture may be the highest and best use for some parcels of land.
2. The Town of McMillan supports the continuation of viable agricultural operations within its borders.
3. Take an active role in regionally based agricultural forums and programs.
4. Encourage agricultural operators in the Town to participate in regional programs aimed at improving the agricultural economy.
5. Review Town ordinances to ensure that they encourage appropriate types of secondary agricultural businesses to locate in the Town.
6. In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.
7. In concert with the County and UW-Extension, develop a visitation program to meet with local agricultural operators and discover how to assist them in being more successful.

Chapter 7

Land Use

Land use analysis is a means of broadly classifying how land is used. Each type of use has its own characteristics that can determine compatibility, location and preference to other land uses in the Town. The land use plan brings together consideration for both the physical development as well as the social characteristics of the town. Land use mapping and related information is used to analyze the current pattern of development, and serves as the framework for formulating how land will be used in the future.

To arrive at an optimum plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors and conditions that shape where and how land will be developed. This chapter discusses uses of land in the Town of McMillan. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

PREVIOUS PLANS AND STUDIES

Regional Livability Plan, 2015

Land use is one of the four elements included in the RLP, adopted by NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-count region and identifies issues and trends related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:

- Preserve and protect the Region's landscape, environmental resources and sensitive lands while encouraging healthy communities.
- Manage and reduce vacant land and structures.

Marathon County Comprehensive Plan, 2016

The Marathon County Comprehensive Plan chapter on land use analyzes pattern of development, existing land use, and future land use. The plan sets the following land use goals:

- Minimize scattered rural development and preserve rural character.
- Preserve active farming.
- Encourage redevelopment of under-utilized areas.
- Provide tools for managing and coordinating growth.

Town of McMillan Comprehensive Plan, 2005

Town of McMillan Comprehensive Plan is a policy plan that describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency

between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.

The City of Marshfield and the Town of McMillan Comprehensive Plan for the Joint Planning Area, 2013-2023

This plan is intended to guide the physical development of the JPA and to supplement the Town of McMillan and the City of Marshfield Comprehensive Plans. Specific goals, objectives and recommendations are outlined related to future development of the JPA territory. See Map 6 for JPA boundary. The plan allows for logical development of this urban to rural transition area. A joint city-town committee oversees this area and reviews site plans for development proposals in the area. The current agreement expires in 2023.

EXISTING LAND USE

The Town of McMillan covers 21,935.02 acres in Marathon County. The Town is located in the southwest portion of Marathon County. The Town is bounded by the Town of Eau Pleine to the north, the Town of Spencer to the west, the Town of Day to the east and City of Marshfield and the Town of Marshfield to the south.

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2015, with updates by the local residents in 2020. Twelve basic categories were used to classify the various existing land uses. The categories include: Agriculture, Commercial, Governmental/Institutional, Industrial, Multi-Family, Open Lands, Outdoor Recreation, Quarry, Residential, Transportation, Water, and Woodlands.

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

Existing Land Use Classifications

Map 5 outlines the existing land use pattern throughout the Town. The intent of an existing land use map is to illustrate the location of existing land use categories within the Town for planning purposes. Land use classifications are grouped by the use most central to each parcel. For example, lands classified as residential may also have a barn or home based business on site.

Existing land use classifications and acreage totals are presented in Table 21. As can be observed, agriculture is the largest land use category, with 59.9 percent or 13,138.15 acres in the Town. Woodlands follow with a total of 4,327.34 acres or 19.7 percent. Residential, commercial and industrial property constitute only 1,800.35 acres, or 8.2 percent of the total Town area.

Table 21: Existing Land Use, 2015

<i>Land Use Classification</i>	<i>Acres</i>	<i>Percent</i>
Agriculture	13,138.15	59.9%
Commercial	109.61	0.5%
Government/Institutional	19.88%	0.1%
Industrial	76.28	0.3%
Open Lands	1,545.31	7.0%
Outdoor Recreation	32.84	0.1%
Quarry	11.58	0.1%
Residential	1,614.46	7.4%
Transportation	648.39	3.0%
Water	411.18	1.9%
Woodlands	4,327.34	19.7%
Total	21,935.02	100.0%

Source: NCWRPC GIS

The vast majority of land within the Town is utilized for agricultural purposes. Residential development is mainly concentrated in the southwest portion of the Town in typical neighborhood oriented patterns. The remaining residences are spread throughout the town, mainly in low density, consisting of farms and secluded homes. There is a limited amount of commercial and industrial development scattered throughout the Town.

MFL & Public Lands

There are 383 acres enrolled in the Managed Forest Law (MFL) program, which are subject to a substantial reduction in property taxes. In addition, tax exempt lands include approximately 2,870.52 state acres, 20.52 Marathon County acres (not Forest Crop) and another 126.02 acres of tax-exempt land. The McMillan Marsh State Wildlife Area accounts for the large amount of state owned land in the Town of McMillan.

Land Supply and Demand

Given the proximity to the City of Marshfield, there is a substantial demand for rural residential uses. DOA population and household projections support this assumption. As shown by the existing land use inventory, a substantial portion of the Town is “undeveloped” woodlands, agriculture, and open lands, so the supply of land “available” for development appears to be adequate. However, the Town must balance long-term development and growth against priorities for preservation of agricultural and woodland properties, determining the most desirable residential parcel sizes, and appropriate development patterns for both residential and commercial uses.

Table 23 shows the estimated land demand in acres over the next 20 years. An estimate of land needed for future residential development was based on projected new dwelling units to 2040 derived from DOA household projections and the average density of dwelling units per acre in the community. Future acres needed for residential development were estimated by multiplying the projected number of households by the average density. Similarly, the estimated land needed for new non-residential

development was based on projected commercial and industrial needs associated with the increase in population. Agriculture projections were based on the previous comprehensive plan data, whereby agricultural acreage has increased marginally.

Table 23: Estimated Land Demand in Acres				
	Projected Total Acreage			
Category	2025	2030	2035	2040
Agricultural	13,269.5	13,402.2	13,536.2	13,536.2
Residential	1,738.4	1,814.7	1,874.08	1,918.6
Commercial	120.6	125.9	130.1	132.5
Industrial	83.9	87.6	90.5	92.7

Source: McMillan Comprehensive Plan 2005 and NCWRPC

Land Values

Table 24 displays the assessed land values in the Town of McMillan. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands (such as the State lands) are not included in values for Table 23. Overall, land value per acre in the Town is valued at about \$10,812 per acre based on assessed land values from Marathon County tax information. Manufacturing properties have the highest value per acre, followed by residential properties.

Table 24: Town of McMillan Land Values, 2019			
Land Classification	Total Value of Land and Improvements	Total Acres	Average Value per Acre
Residential	\$168,107,400	2,017	\$83,345.27
Commercial	\$4,714,300	114	\$41,353.51
Manufacturing	\$4,592,800	47	\$97,719.15
Agricultural	\$1,947,600	10,033	\$194.12
Undeveloped	\$2,285,600	3,235	\$706.52
Agricultural Forest	\$1,971,000	1,795	\$1,098.05
Forest Lands	\$1,644,900	684	\$2,404.82
Other	\$10,370,100	169	\$61,361.54
Total	\$195,633,700	18,094	\$10,812.08

Source: WI Department of Revenue and NCWRPC

Opportunities for Redevelopment

The vast majority of the Town currently consists of open farmland, wetlands and woodlands, all of which has experienced very little development. Hence the need for “redevelopment” is negligible. Some developed areas may not meet current development standards or may have fallen into disrepair

since they were initially developed. Some of these properties may be in need of rehabilitation rather than needing a comprehensive redevelopment strategy.

Existing and Potential Land Use Conflicts

There is some conflict between existing agricultural uses and the pressure to convert to residential use, particularly for those properties in close proximity to the City of Marshfield. The Town of McMillan and the City of Marshfield have a Comprehensive Plan for the Joint Planning Area. This plan outlines recommendations to guide a logical development plan for this transitional area that adjoins the more urban City of Marshfield with the rural residential section of the Town of McMillan.

FUTURE LAND USE

Map 6 is the Future Land Use Plan Map, which illustrates the desired arrangement of preferred land uses for the future of the Town of McMillan. The Future Land Use Map is general in nature and was developed as a guide for future development in the Town. Although the future land use plan map indicates appropriate future land uses, it is not a zoning map. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some desired future land use.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be appropriate to rezone land to reflect the planned land use designations, while in other cases, it may be desirable to wait to rezone the area until an actual development proposal is brought forward.

Future land use planning assists local governments with balancing individual property rights and community goals, minimizing conflict between different land uses, and maximizing use of public expenditures. It is essential that future land use planning is ongoing and flexible. Periodic plan updates ensure that the plan continues to reflect future community preferences.

Future Land Use Classifications

Agriculture

Identifies areas intended to support the preservation and use of agricultural land and related uses including the associated farmsteads.

Commercial or Industrial

Identifies areas where the Town wants to encourage future business and commercial development. These are areas within the Town where existing facilities can support a higher level of use while minimizing the need for Town investment in upgrading facilities to higher standards. Industrial uses would be reviewed on a case-by-case basis to minimize impacts on the surrounding areas.

Conservancy

This district provides areas that conserve existing undeveloped natural areas including distinctive geologic, topographic, botanic, historic or scenic areas. The goal is to protect the ecological balance, conserve natural resources, and reduce problems in areas subject to flooding, while providing for the orderly and attractive grouping of passive recreational facilities and structures.

Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Town.

Recreation

Identifies areas for active or passive recreation activity such as fields, parks or golf courses.

Residential

Identifies areas recommended for residential development with areas to accommodate various density and intensity levels.

Transportation

Identifies the existing road network and other areas reserved for transportation related activities.

Water

Surface water bodies.

LAND USE PROGRAMS AND TOOLS

The principle land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, subdivision ordinance, and official mapping.

Zoning

Under Wisconsin Statutes, counties and local units of government are authorized to adopt zoning ordinances. Zoning is a method for implementing or carrying out the land use plan by predetermining a logical pattern of land use development.

A zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones, agriculture, residential, commercial, industrial, etc. Within each of these districts, the text of zoning ordinance specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to set a reasonable development pattern by keep similar and related uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities.

A county may promulgate a zoning ordinance as described above for the unincorporated areas within that county, that is, outside the corporate boundaries of cities and villages. However, it is only effective if the respective town adopts it for application to its jurisdiction, which the Town of McMillan has done. In the absence of a County zoning ordinance, Towns can adopt their own zoning ordinances, but if there is a County ordinance in place and a Town wants to adopt zoning, it must adopt the County ordinance, or have the County approve a separate ordinance for that Town. The County must first approve any ordinance, ordinance revision, or amendment to a Town zoning ordinance before it may become effective. For specific zoning language as it pertains to permitted uses, conditional uses, setback requirements, etc. consult the Marathon County Zoning Ordinance.

Shoreland Zoning

Counties are mandated to promulgate and adopt a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities, which Marathon County has done. Under current law, a Town may not regulate matters in the shoreland area that are regulated by the County. The shoreland/wetland and floodplain area is that area that lies within 1,000 feet of a lake, within 300 feet of a navigable stream, or to the landward side of a floodplain whichever distance is greater.

Farmland Preservation Zoning

Farmland preservation zoning is a zoning classification that is intended to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt farmland preservation zoning, a municipality must be enrolled in the Farmland Preservation Program. The Town of McMillan is one of eight towns in Marathon County that has adopted Farmland Preservation Zoning.

Land Division

A land division ordinance was prepared by the North Central Wisconsin Regional Planning Commission (NCWRPC) for McMillan in 1992. The ordinance specifies design standards for subdivisions and has been used as a model ordinance by the Wisconsin Chapter of the American Planning Association.

Other Tools

Additional tools and approaches can be utilized by the Town to achieve the goals of the plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, building permits, erosion control, etc.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Preserve the beauty of the natural environment in the Town of McMillan.

Objective:

1. Continue to pursue the protection of those natural resources that are of particular importance to residents as identified in the Community Survey or are otherwise determined at a public meeting.

Policies:

1. The Town of McMillan discourages developments that would negatively impact the Town's natural resource base.
2. Identify those natural resources that are of particular importance to local residents.
3. Develop a plan to protect the identified natural resources.

Goal 2: Preserve prime agricultural land in the Town of McMillan.

Objectives:

1. Actively coordinate and participate with regional programs through agencies such as Marathon County and the UW-Extension that promote the preservation of prime agricultural land.
2. Participate in regional programs, through Marathon County, UW-Extension, and others, that assist farmers in maintaining economically viable farms.
3. Manage future development.
4. Reconcile individual property rights with the desires of the community as a whole.

Policies:

1. The Town of McMillan supports the preservation of existing prime agricultural land.
2. Meet with property owners, Marathon County, and UW Extension, to develop a program to direct new agricultural operators to purchase existing prime farmland in the Town of McMillan from agricultural operators who wish to sell.
3. Actively support and participate in the ongoing program that Marathon County and UW-Extension is developing to direct new / young farmers into agricultural endeavors in the County. Work with UW-Extension and Marathon County to meet with agricultural operators in the Town to discover their individual needs, and how they could be assisted.
4. Continue to coordinate with the City of Marshfield on future development issues.
5. Ensure that private property rights are considered when considering a course of action for the Town.

Goal 3: Active coordination with the City of Marshfield on the existing boundary agreement and all future boundary issues.

Objectives:

1. Continue to hold regular meetings with the City to discuss current and impending boundary and annexation issues.
2. Develop a formal process with the City for dealing with boundary issues not addressed in the boundary agreement.

Policies:

1. The Town of McMillan supports the continued use, refinement, and update as necessary of the boundary agreement and ongoing planning relationship with the City of Marshfield.
2. Continue to hold regular meetings with the City to discuss current and impending boundary and annexation issues.
3. Develop a formal process with the City for addressing boundary issues not covered in the current boundary agreement.

Goal 4: Direct commercial and residential growth to appropriate areas.

Objectives:

1. Continue to direct commercial growth to areas around STH 97.
2. Continue to identify appropriate areas for commercial and residential growth.

Policies:

1. The Town of McMillan will direct future commercial growth to the STH 97 corridor.
2. The Town of McMillan encourages future commercial development and investment to occur on land contiguous to existing development.
3. The Town of McMillan encourages future residential growth to occur in the southern portion of the Town, in closer proximity to existing services and development.

Goal 5: Update existing zoning and subdivision regulations on a regular basis to accurately reflect the desire of the community to remain agricultural.

Objectives:

1. On an annual basis, review the subdivision ordinance.
2. To continue to review the County zoning ordinance on an annual basis.
3. Analyze existing lot sizes and development patterns in relation to community goals and preferences.

Policies:

1. The Town of McMillan will review, on an annual basis, its subdivision ordinance to ensure it reflects the desires of the residents to remain an agricultural community.
2. The Town of McMillan will review, on an annual basis, the County zoning ordinance to ensure that it is best meeting the needs of its residents.
3. Review the subdivision ordinance on an annual basis.

Chapter 8

Intergovernmental Cooperation

The issue of intergovernmental cooperation is increasingly important; since many issues cross over political boundaries, such as watersheds, labor force, commuter patterns, and housing. Communities are not independent of each other, but rather dependent on each other. The effects from growth and change on one spill over to all surrounding communities and impact the region as a whole.

OVERVIEW

Wisconsin Statute §66.30, entitled “Intergovernmental Cooperation”, does enable local governments to jointly do together whatever one can do alone. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

State-wide, Wisconsin has more than 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about, the details of a particular intergovernmental issue, but residents can appreciate their benefits, such as cost savings, provision of needed services, a healthy environment, and a strong economy.

A variety of factors, some long-standing and others more recent, have brought the issue of intergovernmental cooperation to the forefront. Some of these factors include:

- Local government's financial situation;
- Opportunity to reduce costs by working together;
- Elimination of duplication of services;
- Population settlement patterns and population mobility; and
- Economic and environmental interdependence.

In addition, as more jurisdictions create and implement comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

INTERGOVERNMENTAL RELATIONSHIPS

School Districts

Primary and Secondary Schools

The Town of McMillan is served by three school districts and has good standing relationships with them all (Marshfield, Spencer and Stratford). There are no school district facilities located within the Town.

Post-Secondary Educational Facilities

Mid-State Technical College, located at 2600 W. 5th Street in Marshfield, is one of 16 regional colleges in the Wisconsin Technical College system, with campuses in Adams, Marshfield, Stevens Point, and Wisconsin Rapids. The University of Wisconsin Stevens Point (UWSP) at Marshfield is located at 2000 W. 5th Street and is a satellite campus of UWSP.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund district operations. The Town has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

Shared Services

The Town of McMillan has a volunteer fire department. The Town helps to provide mutual aid to Stratford, Spencer and the Town of Lincoln (Wood County).

Adjoining Units of Government

The recycling program, snow plowing and road grading are the most common areas of cooperation. The Town shares the cost of bridge maintenance and replacement with Day, Cleveland and Green Valley.

The Town of McMillan and the City of Marshfield have a ten-year boundary agreement in place that was approved in 2013. The agreement includes a plan for the "joint planning area" (JPA). This plan is intended to guide the physical development of the JPA and to supplement the Town of McMillan and the City of Marshfield Comprehensive Plans. Specific goals, objectives and recommendations are

outlined related to future development of the JPA territory. The plan allows for logical development of this urban to rural transition area. A joint city-town committee oversees this area and reviews site plans for development proposals in the area. The current agreement expires in 2023.

Marathon County

Marathon County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include law enforcement through the Sheriff's Office, 911 dispatch services, access permits, maintenance and improvement of county highways, planning and permitting oversight regarding shoreland, wetland and floodplain regulation, private sewage system regulation, and animal waste and manure management. The county also provides oversight on compliance with county soil and water conservation policy for the Farmland Preservation Program.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, Marathon County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for Wisconsin Department of Natural Resources administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by the Federal Emergency Management Agency in order for individual local units of government to qualify for certain types of disaster assistance funding.

The Town of McMillan is under Marathon County zoning. The Town and county have a good working relationship.

North Central Wisconsin Regional Planning Commission

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Marathon County is a member of the NCWRPC, which qualifies the Town of McMillan for low cost local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

State and Federal Government

The Wisconsin departments of Natural Resources and Transportation are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The Wisconsin Department of Natural Resources takes a lead role in wildlife protection and sustainable management of woodlands, wetland, lakes, and other wildlife habitat areas, while Wisconsin Department of Transportation is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the Town of McMillan. Examples include local road aids, the Local Roads Improvement Plan (LRIP) and the Priority Watershed Program. There

are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (WISLR).

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

EXISTING OR POTENTIAL INTERGOVERNMENTAL CONFLICTS

The Town's close proximity to the City of Marshfield makes it vulnerable to annexation. A boundary agreement is in place to help manage annexation and fringe development. While the Town and city are cooperating through this agreement, the potential for annexation and fringe development will be a continuing challenge.

Contributing to the tension is the fact that in Wisconsin, neither incorporated municipalities nor towns can initiate annexation. The process is driven by individual property owners (or developers) who petition for annexation into a city typically to receive sewer and water service. While towns often view annexation as a loss of territory, cities and villages often view them as a means to provide a more logical pattern of development.

PROGRAMS

66.0301-Intergovernmental Cooperation: Wisconsin Statute §66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

66.0305-Municipal Revenue Sharing: Wisconsin Statute, §66.0305, Municipal Revenue Sharing, gives authority to cities, villages, and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least ten years. The agreement must specify the formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

GOALS, OBJECTIVES AND POLICIES

Goal 1: Manage fringe development around the City of Marshfield.

Objectives:

1. Work with the City of Marshfield to prevent large annexations that would negatively affect the tax base of the Town.
2. Maintain and enhance the existing boundary agreement with the City of Marshfield to determine the extent of future growth into the Town.
3. Analyze future developments for their impact on the community's tax base in relation to the services that they would require.

Policies:

1. The Town of McMillan discourages large, unplanned annexations.
2. The Town of McMillan supports continued cooperation with the City of Marshfield on boundary, annexation, and economic development issues.
3. The Town of McMillan will analyze future development's contributions to the tax base, in relation to the potential services and the related expenditures that they may require.

Goal 2: Coordinate with surrounding Towns regarding development along borders and natural resources.

Objectives:

1. Develop consistent and coordinated transitions from one Town to another.
2. Develop a consistent policy for preservation of the McMillan Marsh.

Policies:

1. The Town of McMillan supports joint land use planning with surrounding communities.
2. Review and update the Town's policy for the preservation of the McMillan Marsh.
3. Coordinate with surrounding communities on future land use planning issues.
4. Develop a notification policy to ensure that surrounding communities are aware of land use decisions and changes that may occur in the Town of McMillan.

Chapter 9

Implementation

A primary reason for a community to prepare a comprehensive plan is to establish a framework for the future, especially as it relates to decisions regarding growth and regulation of development to protect and maintain the health, safety and welfare of the community. A plan also helps to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The location of specific land uses as identified in the comprehensive plan, and based on goals and objectives.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

IMPLEMENTATION TOOLS

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. Zoning ordinance and subdivision (or land division) regulations are used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan. These generally involve decisions about how the community will spend its limited funding resources on capital improvements, staffing and maintenance. These decisions will affect the development demand and the location of development in the Town.

The State planning law requires certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. Following the adoption of this comprehensive plan update, the Town of McMillan should evaluate and update, as necessary, its related ordinances to ensure meeting this requirement

Zoning Ordinance and Map

The Marathon County Zoning Ordinance is the primary land use regulation for the Town. Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or

intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable externalities from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map and the goals of the comprehensive plan.

Subdivision (Land Division) Ordinance

The Town of McMillan Subdivision Ordinance regulates new subdivisions and the expansion of existing subdivisions. Subdivision regulations are an important tool ensuring the orderly development of unplatted and/or undeveloped land. These regulations may regulate lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be a public asset.

Capital Improvement Plan (CIP)

Development of a CIP is recommended in this Plan. A CIP is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Fire and law enforcement protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available

staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Annual Operating Budget

The Town prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Town residents and priorities set by the Town Board. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Town to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. This may require some upfront investment from the community. However, as sites are improved and reused they generate tax base.

CONSISTENCY AMONG PLAN CHAPTERS

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since the Town of McMillan completed all planning chapters simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan chapters. Where deemed appropriate, goals, objectives, and policies have been repeated under all applicable chapters to reinforce their importance.

PLAN ADOPTION, AMENDMENTS, UPDATES, AND MONITORING

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to changes that occur in the community and region that were not foreseen when the plan was initially adopted. Some elements of the plan are rarely amended while others need updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission which must recommend the plan to the Town Board via resolution. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance. A public hearing is required to allow public comment on the ordinance during a 30-day review period prior to final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the

community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Amendments

The Town of McMillan Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The following criteria shall be considered when reviewing plan amendments:

- The change corrects an error made in the original plan.
- The change is consistent with the overall goals and objectives of the Town of McMillan Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development shall be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment that cannot be mitigated by improvements on the site or in the same vicinity.
- There is a change in town actions or neighborhood characteristics that would justify a change.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.
- The change does not adversely affect water quality and the overall health of residents.

Proposed amendments must be reviewed by the Plan Commission prior to final action and adopted by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates

According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve rewriting of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

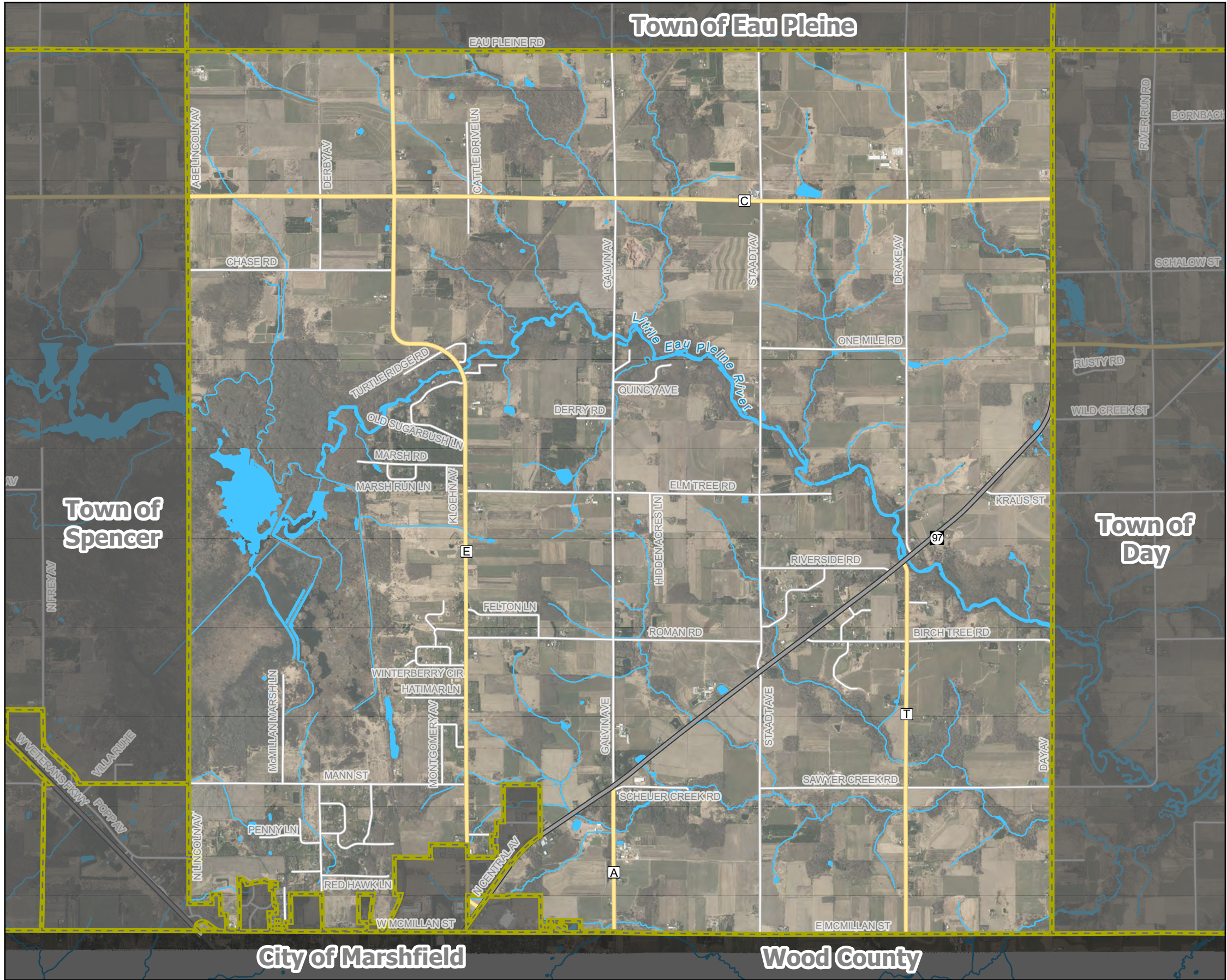
Plan Monitoring

The adopted plan should be used as a tool by Town when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

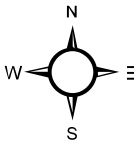
This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.

MAPS



Planning Area

- Minor Civil Divisions
- State Highways
- County Highways
- Local Roads
- Water

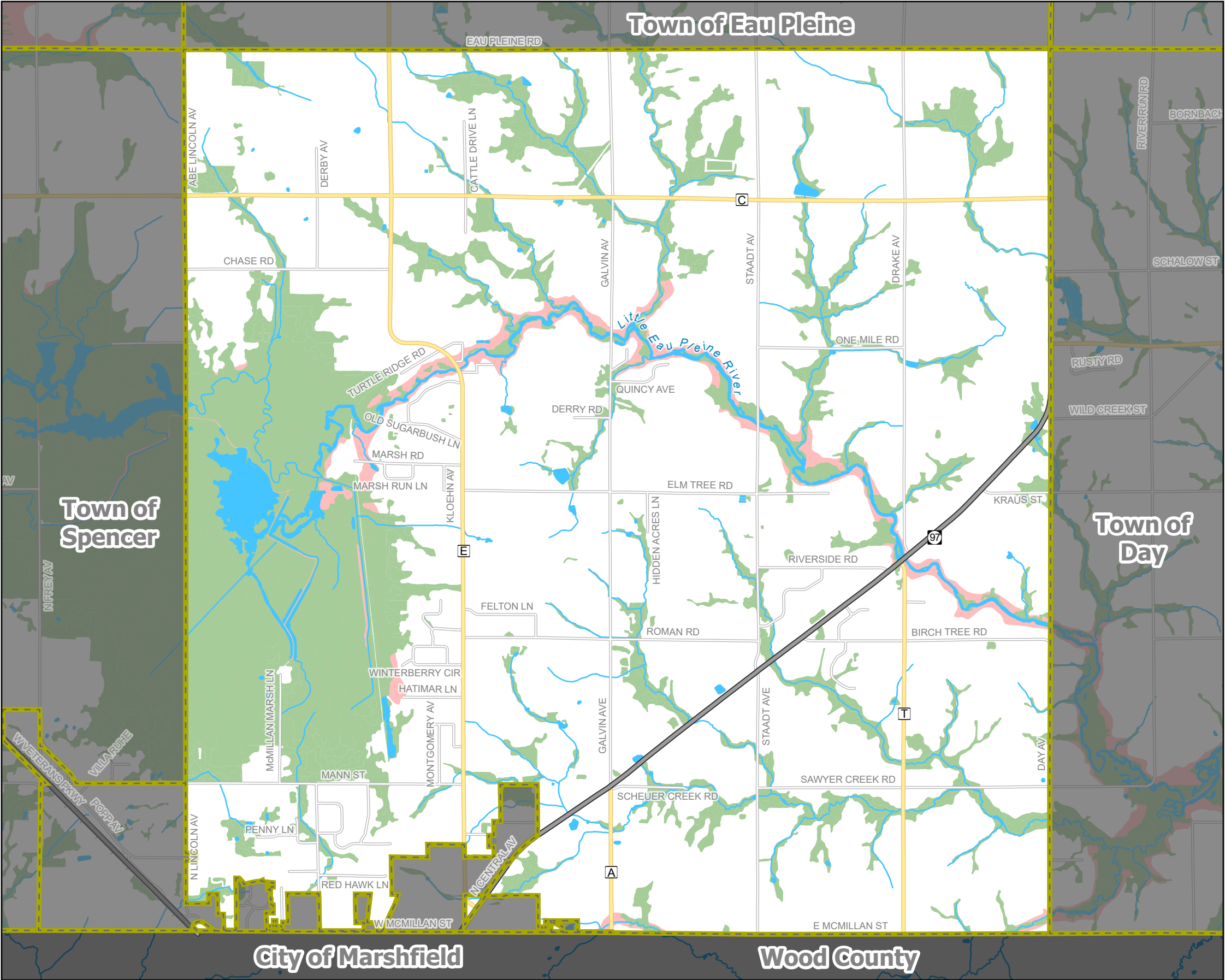


Source: WisDOT, WI DNR, NCWRPC, Marathon Co
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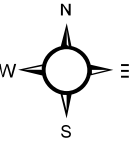
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Natural Resources

- Minor Civil Divisions
- State Highways
- County Highways
- Local Roads
- Water
- Wetlands
- Floodplain

0 0.5 1 2 Miles

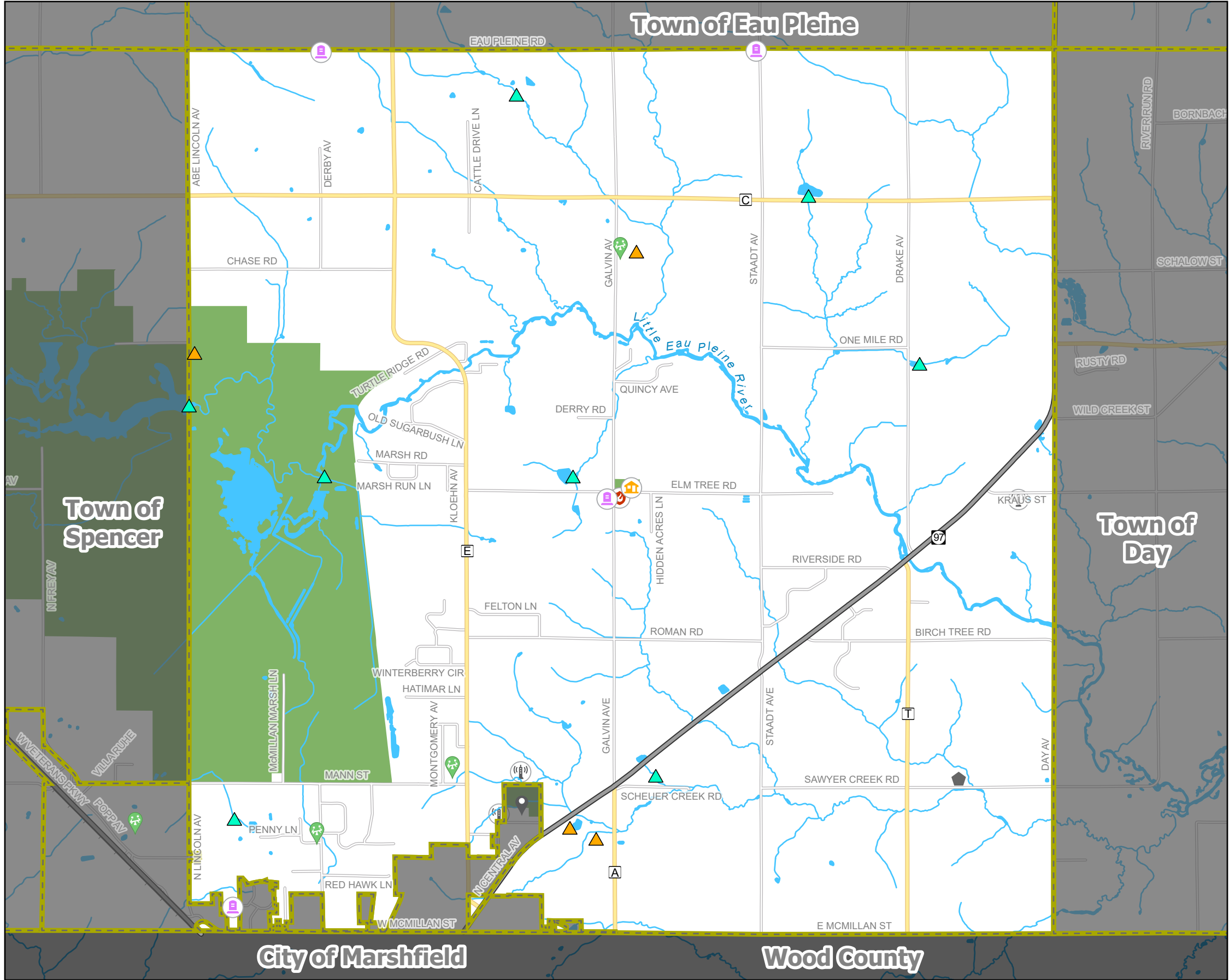


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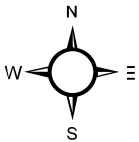
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Utilities and Community Facilities

- Minor Civil Divisions
- State Highways
- County Highways
- Local Roads
- Parks
- Cemetery
- Child Care Facilities
- Fire Station
- Former Landfill
- Non Metallic Mines (Open)
- Nursing Home
- Town Hall
- Communication Towers
- Dams
- Water

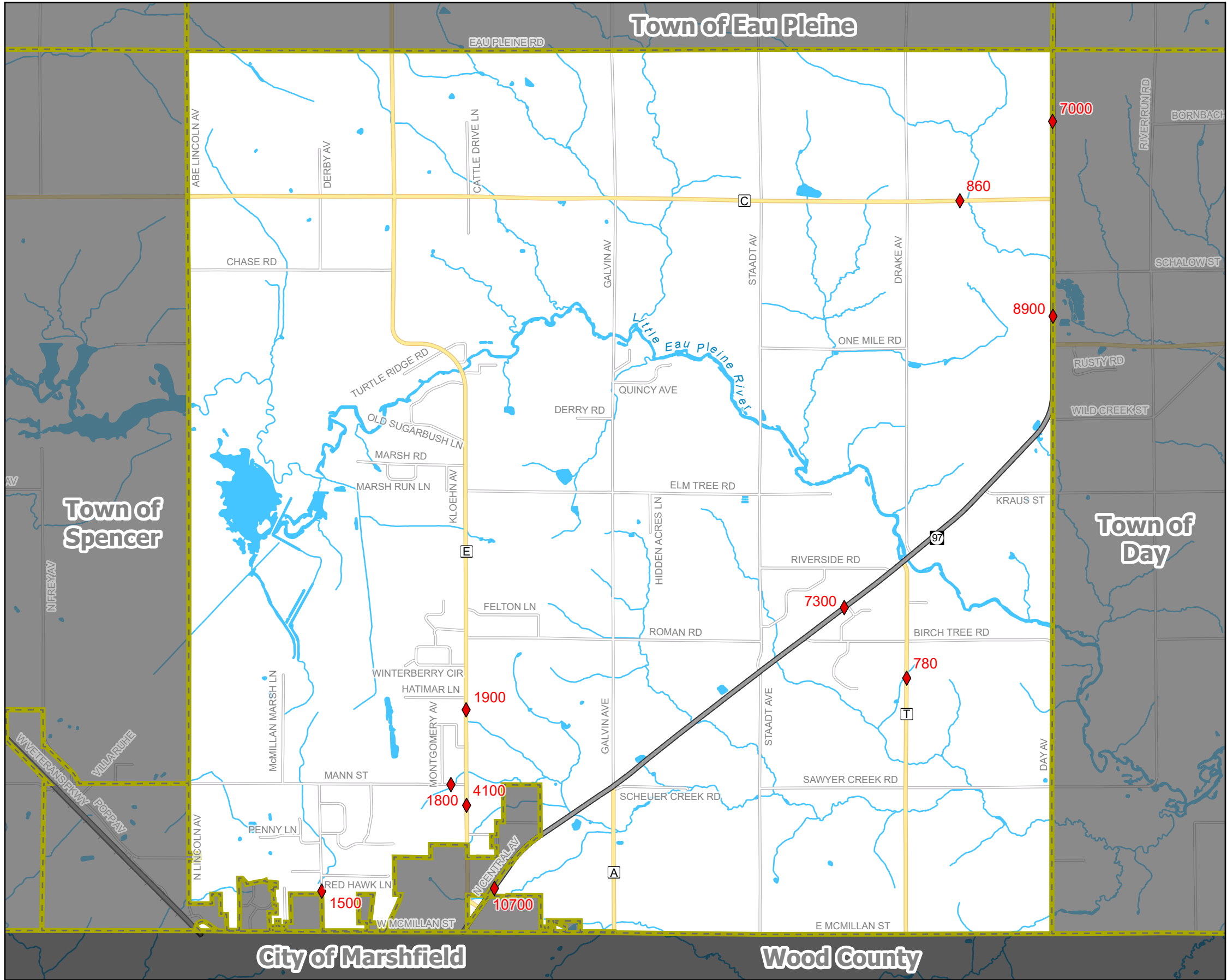


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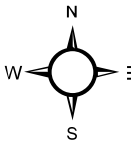
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Transportation

- Minor Civil Divisions
- State Highways
- County Highways
- Local Roads
- Traffic Counts
- Water

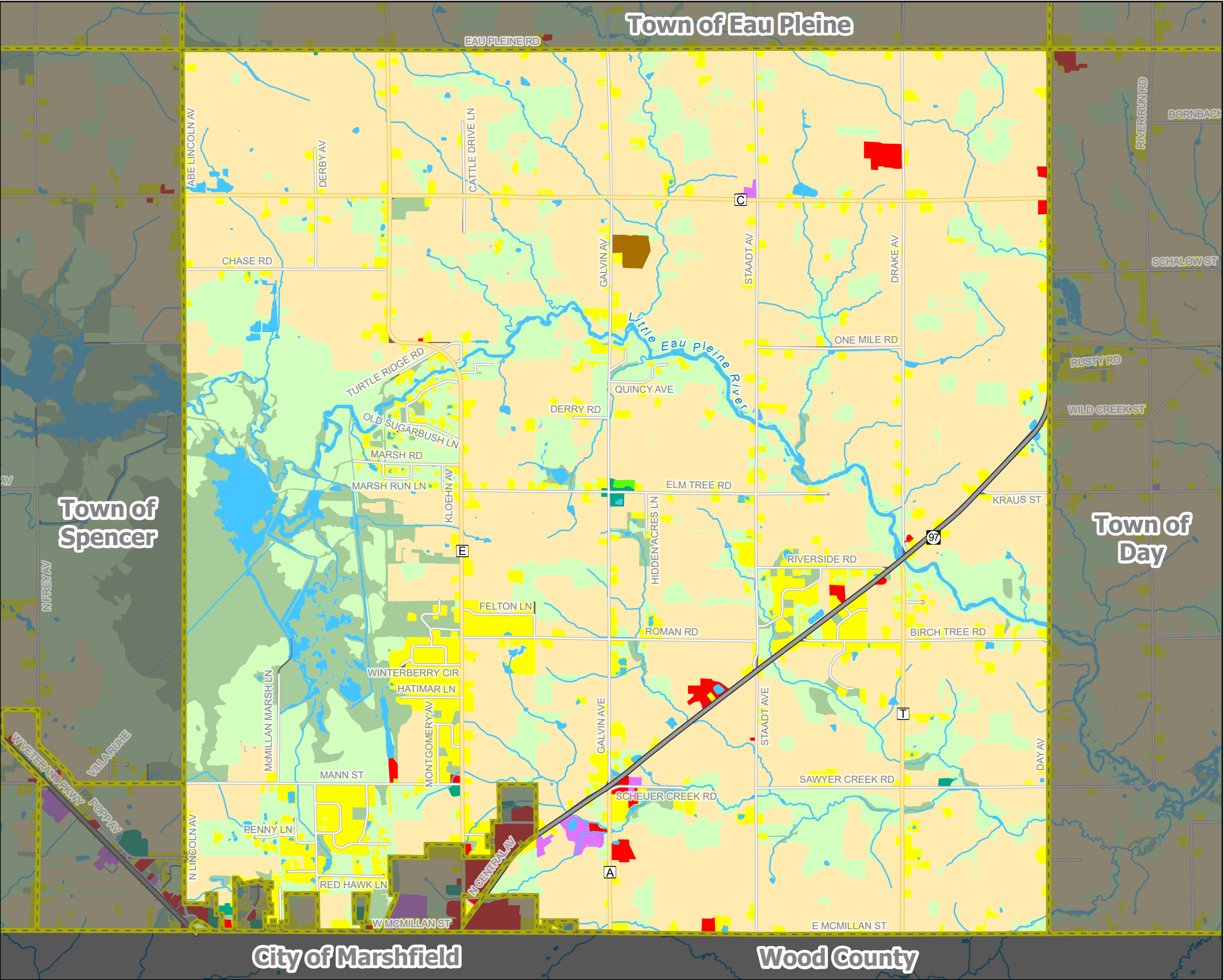


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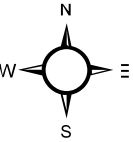
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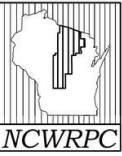


Existing Land Use

- Minor Civil Divisions
- State Highways
- County Highways
- Local Roads
- Agriculture
- Commercial
- Governmental / Institutional
- Industrial
- Multi-Family
- Open Lands
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Water
- Woodlands

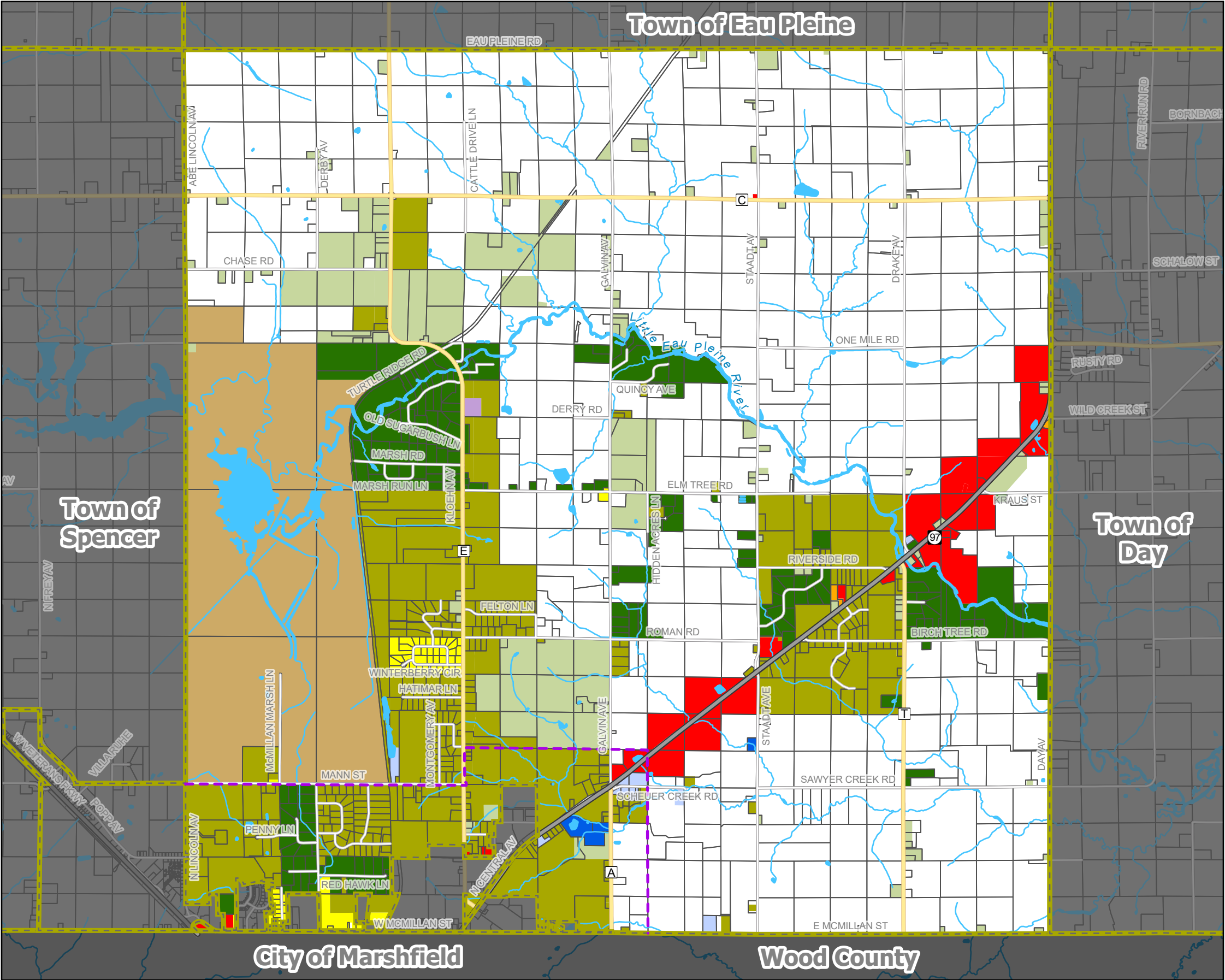


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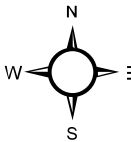
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Future Land Use

- Minor Civil Divisions
- Joint Planning Area Boundary
- State Highways
- County Highways
- Local Roads
- Parcels
- Future Land Use
 - Single Family Residential
 - Multi-Family Residential
 - Rural Residential
 - Residential Estate
 - Commercial
 - Conservancy
 - Exclusive Agriculture
 - General Agriculture
 - Heavy Industrial
 - Light Industrial
 - Recreational
 - Transportation
 - Water



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APPENDIX A
PUBLIC PARTICIPATION PLAN

Town of McMillan Public Participation Plan (PPP)

The Town of McMillan recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

I. Plan Development:

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Town Board.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Town Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Town Board.

II. Implementation, Evaluation & Update:

The Comprehensive Plan will be used as a general guideline for development in the Town. The plan will support the existing zoning and other regulations that the Town has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

**Resolution for the Adoption of a
PUBLIC PARTICIPATION PLAN (PPP)**

THE TOWN OF MCMILLAN DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the Town is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a plan; and

WHEREAS, it is necessary for the Town Board to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the Town Board does approve and authorize the Public Participation Plan as attached to this resolution.

I, Patti Rahn, Clerk, do hereby certify that the foregoing resolution was duly adopted at a Town Board meeting, held at the Town Hall on the 12th day of October, 2020, at 7:00 p.m.

ATTEST:



Clerk



Chair

APPENDIX B
PLAN ADOPTION

PLAN COMMISSION RESOLUTION

RESOLUTION

Town of _____, _____ County, Wisconsin

The Plan Commission of the Town of _____, _____ County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of _____ as follows:

Adoption of the Town Comprehensive Plan.

The Town of _____ Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of _____ Comprehensive Plan are incorporated into and made a part of the Town of _____ Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of _____ Plan Commission.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this _____ day of _____ 20__.

[Signatures of plan commission members]

Attest:

[Signature of plan commission clerk]

SAMPLE
ORDINANCE FOR PLAN ADOPTION
(From the Wisconsin Town's Association)

ORDINANCE #

Town of _____, _____ County, Wisconsin

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of _____ Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of _____ to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The town board of the Town of _____ has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of _____ must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The town board of the Town of _____, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of _____ to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the town board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The town board of the Town of _____ has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of _____, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of _____ Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of _____, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of _____, by the enactment of this ordinance, formally adopts the document entitled Town of _____ Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.

Adopted this _____ day of _____ 20__.

[Signatures of town board]

Attest:

[Signature of town clerk]