

VILLAGE OF LUCK
POLK COUNTY
WISCONSIN

COMPREHENSIVE PLAN 2008 - 2030

Adopted May 6, 2009



Prepared by
MSA PROFESSIONAL SERVICES, INC.

Ordinance No. 10-9-1

An Ordinance to Adopt the Comprehensive Plan of the Village of Luck, Wisconsin.

The Village Board of the Village of Luck, Wisconsin, do ordain as follows:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Luck, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Village Board of the Village of Luck, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Village of Luck, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Village Board the adoption of the document entitled "Village of Luck, Polk County, Wisconsin, Comprehensive Plan 2008-2030," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Village has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

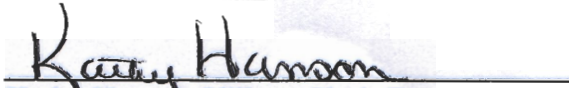
Section 5. The Village Board of the Village of Luck, Wisconsin, does, by enactment of this ordinance, formally adopts the document entitled, "Village of Luck, Polk County, Wisconsin, Comprehensive Plan 2008-2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

Adopted this 6th day of May, 2009.


Nancy Webster-Smith, Village President

Attest:


Kathy Hanson, Village Clerk-Treasurer

Date Published: 5/13/09

Effective Date: 5/13/09

PLAN AMENDMENTS

The following lists the dates and page numbers of any amendments to this comprehensive plan since its original adoption.

AMENDMENT DATE

PAGE #

VILLAGE BOARD

Nancy Webster-Smith President
Lori Pardun Trustee
Marsha Jensen Trustee
Eugene Cooper Trustee
Peter Demydowich Trustee
Jen N. Nelson Trustee
Steven Nielsen Trustee

PLAN COMMISSION

Nancy Webster-Smith Chairperson
Lori Pardun Member
Steve Nielsen Member
John Klatt Member
Al Ormson Member
Chris Peterson Member
Ed Seck Member

Kathy Hanson Village Clerk
Kristina Handt Village Administrator

Partial fund support for this planning effort was provided by the
Wisconsin Department of Administration



TABLE OF CONTENTS

| | |
|---|------------|
| EXECUTIVE SUMMARY..... | I |
| 1 INTRODUCTION..... | 1-1 |
| 1.1 REGIONAL CONTEXT | 1-1 |
| 1.2 WISCONSIN COMPREHENSIVE PLANNING LAW | 1-1 |
| 1.3 PUBLIC PROCESS..... | 1-3 |
| 1.4 SELECTION OF THE PLANNING AREA | 1-4 |
| 1.5 COMMUNITY ASSETS & LIABILITIES | 1-4 |
| 2 VISION, GOALS, OBJECTIVES, & POLICIES..... | 2-1 |
| 2.1 HOUSING..... | 2-3 |
| 2.2 TRANSPORTATION | 2-5 |
| 2.3 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES..... | 2-7 |
| 2.4 UTILITIES & COMMUNITY FACILITIES | 2-9 |
| 2.5 ECONOMIC DEVELOPMENT..... | 2-11 |
| 2.6 INTERGOVERNMENTAL COOPERATION | 2-13 |
| 2.7 LAND USE | 2-14 |
| 2.8 COMMUNITY DESIGN PRINCIPLES..... | 2-17 |
| 3 FUTURE LAND USE PLAN | 3-1 |
| 3.1 FUTURE LAND USE SUMMARY | 3-1 |
| 4 IMPLEMENTATION | 4-1 |
| 4.1 IMPLEMENTATION SUMMARY | 4-1 |
| 4.2 PROGRAMS AND STUDIES..... | 4-1 |
| 4.3 REGULATORY MEASURES | 4-1 |
| 4.4 PLAN ADOPTION..... | 4-5 |
| 4.5 CONSISTENCY AMONG PLAN ELEMENTS..... | 4-6 |
| 4.6 PLAN MONITORING, AMENDING & UPDATING | 4-7 |
| 4.7 SEVERABILITY | 4-8 |
| 5 EXISTING CONDITIONS..... | 5-1 |
| 5.1 ISSUES & OPPORTUNITIES | 5-1 |
| 5.2 HOUSING..... | 5-4 |
| 5.3 TRANSPORTATION | 5-9 |
| 5.4 AGRICULTURAL, NATURAL & CULTURAL RESOURCES | 5-15 |
| 5.5 UTILITY & COMMUNITY FACILITIES..... | 5-29 |
| 5.6 ECONOMIC DEVELOPMENT..... | 5-34 |
| 5.7 INTERGOVERNMENTAL COOPERATION | 5-43 |
| 5.8 LAND USE | 5-47 |
| APPENDIX A PUBLIC PARTICIPATION PLAN | |
| APPENDIX B ACTION PLAN | |
| APPENDIX C MAPS | |

List of Tables

| | |
|--|------|
| Table 5.1: Population & Age Distribution | 5-1 |
| Table 5.2: Population Projections | 5-2 |
| Table 5.3: Households & Housing Units | 5-4 |
| Table 5.4: Projected Households | 5-5 |
| Table 5.5: Housing Age Characteristics | 5-6 |
| Table 5.6: Housing Occupancy Characteristics | 5-6 |
| Table 5.7: Housing Tenure & Residency | 5-7 |
| Table 5.8: Home Value and Rental Statistics | 5-7 |
| Table 5.9: Recent Home Sales, Polk County | 5-7 |
| Table 5.10: Home Costs Compared to Income | 5-8 |
| Table 5.11: Commuting Methods | 5-9 |
| Table 5.12: Residents Place of Work | 5-10 |
| Table 5.13: Trip Generation Estimates | 5-11 |
| Table 5.14: Farms and Land in Farms 1987-2002 | 5-16 |
| Table 5.15: Number of Farms by NAICS | 5-17 |
| Table 5.16: Natural Heritage Inventory | 5-25 |
| Table 5.17: State Register of Historic Places, Village of Luck | 5-28 |
| Table 5.18: Water Well Statistics | 5-30 |
| Table 5.19: Park Acreage Compared to Population Forecasts | 5-31 |
| Table 5.20: Employment Status of Civilians 16 Years or Older | 5-34 |
| Table 5.21: Class of Worker | 5-34 |
| Table 5.22: Employment by Occupation | 5-35 |
| Table 5.23: Income | 5-36 |
| Table 5.24: Educational Attainment Person 25 Years & Over | 5-36 |
| Table 5.25: Top 25 Employers in Polk County | 5-37 |
| Table 5.26: Employment by Industry | 5-38 |
| Table 5.27: Wage by Industry | 5-39 |
| Table 5.28: Fastest Growing Occupations 2004-2014 | 5-39 |
| Table 5.29: Fastest Growing Industries 2004-2014 | 5-40 |
| Table 5.30: Polk County Business & Industry Parks | 5-41 |
| Table 5.31: BRRTS Sites | 5-42 |
| Table 5.32: Existing & Potential Areas of Cooperation | 5-43 |
| Table 5.33: Analysis of Intergovernmental Relationships | 5-46 |
| Table 5.34: Existing & Potential Conflicts & Potential Solutions | 5-46 |
| Table 5.35: Existing Land Use | 5-48 |
| Table 5.36: Land Supply, Plan Area | 5-49 |
| Table 5.37: Building Permits 2001-2006 | 5-50 |
| Table 5.38: Projected Land Use Needs | 5-50 |
| Table 5.39: Agricultural Land Sale Transactions | 5-51 |
| Table 5.40: Forest Land Sale Transactions | 5-51 |
| Table 5.41: Village of Luck Land Use Assessment Statistics | 5-52 |

List of Figures

| | |
|---|------|
| Figure 1.1: Polk County Communities | 1-1 |
| Figure 1.2: MSA Problem Solving Model | 1-3 |
| Figure 2.1: Building Layout | 2-17 |
| Figure 2.2: Conventional versus Conservation Subdivision Design | 2-18 |
| Figure 2.3: Residential Screening | 2-18 |
| Figure 2.4: Traditional versus Cul-de-Sac Street Design | 2-19 |
| Figure 2.5: Alternative Transportation Designs | 2-19 |
| Figure 2.6: Desired Single-Family Development | 2-21 |
| Figure 2.7: Multi-Family Design Guidelines | 2-23 |
| Figure 2.8: Desired Sign Types | 2-24 |
| Figure 2.9: Desired Outdoor Lighting | 2-25 |
| Figure 2.10: Business Design Guidelines | 2-26 |
| Figure 5.1: Population Trends | 5-3 |
| Figure 5.2: Housing Trends | 5-5 |
| Figure 5.3: Housing Unit Types | 5-6 |
| Figure 5.4: Functional Classifications | 5-9 |
| Figure 5.5: Commuting Time | 5-10 |
| Figure 5.6: Relationship Between Access Points And Crashes | 5-11 |
| Figure 5.7: Bicycling Conditions | 5-12 |
| Figure 5.8: Gandy Dancer Trail | 5-12 |
| Figure 5.9: Proposed Midwest Regional Rail System | 5-13 |
| Figure 5.10: Transportation Plans & Resources | 5-14 |
| Figure 5.11: General Soils of Polk County | 5-16 |
| Figure 5.12: Farm Size 1987-2002, Polk County | 5-17 |
| Figure 5.13: WIDNR Regions | 5-18 |
| Figure 5.14: WIDNR Ecological Landscapes | 5-19 |
| Figure 5.15: Legacy Places, Polk County | 5-19 |
| Figure 5.16: WIDNR River Basins & Water Management Units | 5-20 |
| Figure 5.17: Polk County Watersheds | 5-21 |
| Figure 5.18: Diagram of a Floodplain | 5-22 |
| Figure 5.19: Polk County Map, 1901 | 5-27 |
| Figure 5.20: WIDNR SCORP Regions | 5-32 |
| Figure 5.21: Employment by Occupation | 5-35 |
| Figure 5.22: Income, Year 1999 | 5-36 |
| Figure 5.23: Employment by Industry | 5-38 |

EXECUTIVE SUMMARY

In early 2007, the Village of Luck, along with 24 other communities including the County, received a grant from the Wisconsin Department of Administration to complete Comprehensive Plans that complied with Wisconsin's "Smart Growth" requirements, State Statute 66.1001. The Village requested the assistance of MSA Professional Services, Inc. to facilitate the creation of the plan.

This Plan is a guidebook for future development of the Village of Luck and surrounding area. Given that the Village has extraterritorial plat approval authority, those lands within 1.5 miles of the corporate limits are included in the Plan Area. (See Map 1: Plan Area). The Plan provides the most recent available statistics and survey data, documents the important issues of concern identified by Village Officials & residents, and sets forth goals, objectives, policies, and recommendations for actions to be pursued by the Village in the coming years. The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to year 2025, but it should be reviewed annually and fully updated every ten years.

The Plan Commission met 7 times over the course of a year to review project material and to make policy recommendations. Over the course of these meetings several themes emerged which are highlighted below and discussed in more detail within this Plan.

- ❖ The need for expanded housing options, particularly an assisted living facility, affordable rental and owner occupied housing, and middle to higher income senior housing options.
- ❖ The desire to improve stormwater management and lakeshore protection.
- ❖ The need for improved transportation choices, including bicycle and pedestrian facilities.

The remaining portion of this Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes the Wisconsin's Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, & Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Village of Luck.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, & policies contained in Chapter 2.
- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in the Village of Luck.

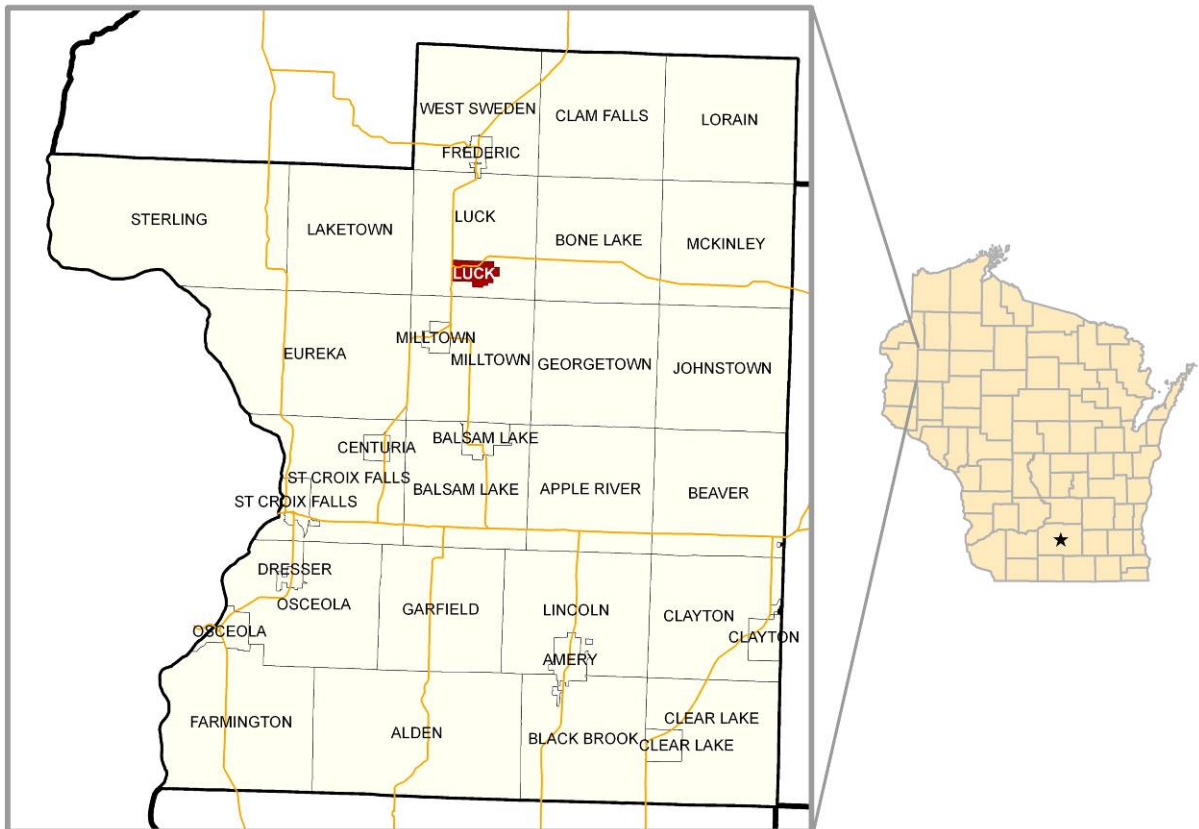
1 INTRODUCTION

1.1 REGIONAL CONTEXT

Officially incorporated in 1905, the Village of Luck is located in northwestern Wisconsin (Polk County), 70 miles northeast of Minneapolis MN and 273 miles northwest of Madison WI. The Village is completely surrounded by the Town of Luck. Although the Village is less than an hour from the Twin Cities, it prides itself on its rural Midwest Living charm, and has thus branded itself with the “*You’re in Luck*” motto. The Village is about 1,450 acres in size (2.27 square miles). The entire Plan Area is approximately 11,926 acres, or 18.6 square miles. The 2005 population for the Village was 1,227 (541 persons per square miles).

Polk County was established in 1836, and is bordered on the east by Barron County, on the south by St. Croix County, on the west by the St. Croix River and Chisago County (Minnesota), and on the north by Burnett County. The total area is approximately 611,991 acres, or 956.2 square miles. The population in 2005 was 44,613 (46.7 persons per square miles). Twenty-four towns, nine villages, and two cities are included in the County. The Village of Balsam Lake is the county seat.

Figure 1.1: Polk County Communities



1.2 WISCONSIN COMPREHENSIVE PLANNING LAW

Under the Comprehensive Planning legislation [s. 66.1001 Wis. Stats.], adopted by the State in October of 1999 and also known as “Smart Growth,” beginning on January 1, 2010 if the Village of Luck engages in any of the actions listed below, those actions shall be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, Village, or City zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The Law Defines a Comprehensive Plan as containing nine required elements:

- | | |
|-------------------------------------|---|
| 1. Issues and Opportunities | 5. Agricultural, Natural & Cultural Resources |
| 2. Housing | 6. Economic Development |
| 3. Transportation | 7. Intergovernmental Cooperation |
| 4. Utilities & Community Facilities | 8. Land Use |
| | 9. Implementation |

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process. “Public participation” is defined as adopting and implementing written procedures for public participation that include but are not limited to broad notice provisions, the opportunity for the public and impacted jurisdictions to review and comment on draft plans, and the holding of a public hearing prior to plan adoption.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the chief elected body. The local governing body may then adopt and enact the plan by ordinance.

In addition to ensuring local residents and businesses have the opportunity to review and comment on the plan, the Comprehensive Planning Law requires that copies of the draft and final comprehensive plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission & public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

Required Comprehensive Planning Goals ~ Planning Grant Recipients

Listed below are the fourteen local comprehensive planning goals as described in s. 16.965(4), Wis.Stats. All communities who receive grant funds from the Wisconsin Department of Administration (WIDOA) to complete a comprehensive plan must address these fourteen goals. The Village of Luck did receive WIDOA funds and the content of this plan compliments these fourteen goals.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choice.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.

9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Role of a Comprehensive Plan for the Village of Luck

This planning document is intended to be a “living” guide for the future overall development of the Village of Luck. It serves the following purposes:

- The plan acts as a benchmark to where the community is now in terms of current strengths, weaknesses, opportunities and threats to quality of life.
- It provides a means of measuring progress for existing and future Village leaders.
- It clearly defines areas appropriate for development, redevelopment, and preservation.
- It identifies opportunities to update and strengthen the Village of Luck’s land use implementation tools.
- It can be used as supporting documentation for Village policies and regulations as well as grant funding requests for public & private projects.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use related requests and the provision of design recommendations for various types of development. It establishes a standard for all land use decisions in the Village of Luck. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

1.3 PUBLIC PROCESS

In 2007, the Village of Luck requested the assistance of MSA Professional Services, Inc. to complete a Comprehensive Plan complying with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001. As part of the Comprehensive Planning legislation, every community must develop a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to outline procedures for public involvement during every stage of the planning process. (See Appendix for the complete Public Participation Plan.) Some of key components of the public participation plan include:

Figure 1.2: MSA Problem Solving Model



- Two (2) public meetings to allow the public to voice their ideas, opinions, and concerns in the development of the plan. Notice of public meetings published and posted in accordance with Village procedures and State law.
- Seven (7) Plan Commission working sessions to review project material and to make policy recommendations. Plan Commission meetings are open to the public unless otherwise indicated in the posted meeting notice.

1.4 SELECTION OF THE PLANNING AREA

The study area for this Plan generally includes all lands in which the Village has both a short and long term interest in planning and development activity. The Planning Area includes all lands within the current municipal limits and within Luck’s extraterritorial area. Given the Village has extraterritorial plat approval authority, those lands within 1.5 miles of the corporate limits are included in the Planning Area. (See Map 1: Planning Area).

1.5 COMMUNITY ASSETS & LIABILITIES

At the first project meeting the Planning Commission held initial discussions regarding those aspects of the community that were regarded as either assets or liabilities. The purpose of the exercise was to begin thinking about those things that the community wishes to build upon (ASSETS) and those things that the community wishes to minimize or change (LIABILITIES).

Assets: Things you like about the Village of Luck that you would replicate or do more of.

Liabilities: Things you don’t like about the Village of Luck that should be reduced or changed.

Participants discussed the following **assets** in the Village of Luck (listed in order of significance as indicated by Plan Commission Members):

- School System (5)
- Big Butternut Lake (4)
- Golf Course (4)
- Recreational Opportunities (3)
- Industrial Park (2)
- Main Street – Full, defined (2)
- Diversity of Business (2)
- Library Museum (2)
- Hwy 35 and 48 (2)
- Active Civic Groups (1)
- Park System (1)
- Medical Facilities (1)
- Gandy Dancer Trail (1)
- Village Services
- Friendly Small Town
- Stable Residential
- Ball Park
- Wood Industry

Participants discussed the following **liabilities** in the Village of Luck (listed in order of significance as indicated by Plan Commission Members):

- No room for Industrial Expansion (6)
- DNR Restrictions (6)
- Need better promotion/public relations (5)
- Lack of Plan for Growth (4)
- Lack of Expansion Opportunities due to Wetlands (2)
- Signage- Directing People to Downtown (2)
- Vacant Store Fronts (2)
- More responsive Local Government and more proactive (2)
- Affordable Housing – Senior / Rehab (1)
- Property Taxes
- Budget Constraints

2 VISION, GOALS, OBJECTIVES, & POLICIES

In the fall of 2007, MSA held a meeting with the Plan Commission to discuss assets and liabilities and help develop a vision statement for the community. A vision statement identifies where an organization (the Village of Luck) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The vision statement is written in present tense and describes an ideal future condition.

The Village of Luck is a...

Vibrant small community widely known for its excellent school system, lakes, and other natural resources. The Village maintains a healthy and attractive downtown business district, serving the needs of residents and visitors. Residents have a variety of housing choices in the Village to meet their changing needs. The Village promotes high quality growth, and new development is designed and sited to reflect the character of the Village and to preserve sensitive environmental areas.

The Village has strong public infrastructure, and continues to maintain the quality of Big Butternut and Little Butternut Lakes. Local parks and public facilities provide a variety of recreational opportunities for all ages, and are linked throughout the community by a system of bicycle and pedestrian facilities, centered on the Gandy Dancer Trail.

Local leaders continue to work with adjacent towns and Polk County to manage development and the delivery of services for the betterment of the region.

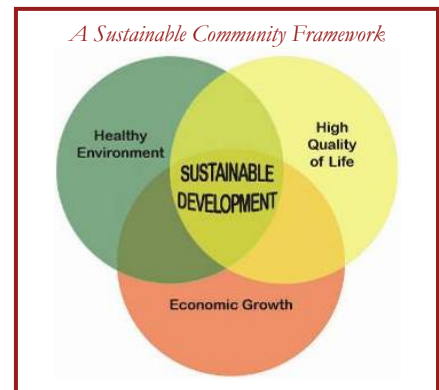
General Goals

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following three goals are general in nature, and along with the vision statement, are intended to guide actions the Village of Luck makes in the future. The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Village of Luck.

A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Village of Luck, a sustainable future will create conditions that:

- **Preserve and reinforce the community character of the Village;**
- **Maintain and enhance the quality of life of its residents; and**
- **Protect and enhance ecological assets and natural eco-systems.**

Each element of the comprehensive plan contains goals, objectives, and policies established during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:



Goal: A goal is a long-term target that states what the community wants to accomplish. The statement is written in general terms and offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a general course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as general rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are intended to be mandatory aspects of the implementation of the Village of Luck Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

2.1 HOUSING

2.1.1 Issues Raised During the Planning Process

The expansion of housing development has been stymied in the short term by the current housing market. Plan Commission members felt that the Village needs a strategy – perhaps more consistent zoning – to address non-conforming uses and structures on residential property. With regard to the types of housing needed in the Village, Plan Commission members noted goals for an assisted living facility, affordable rental and owner occupied housing, and middle to higher income senior housing options. They recognized the need to develop incentives to promote such development.

Goal 1: Provide for the residential needs of all Village residents to meet existing and forecasted housing demands, and attract new residents.

Objectives:

1. Plan for a range of housing that meets the needs of area residents of various income levels, age, lifestyle, and health status.

Policies:

1. Include affordable housing in any future discussions with developers regarding new residential growth or redevelopment. Explore opportunities to provide incentives for developers and homebuilders that create high quality housing that are affordable for first-time buyers, low to moderate-income households, and elderly residents on fixed incomes.
2. Encourage development and/or redevelopment of properties for residential uses to meet the needs of area seniors. Include senior housing in any future discussions with developers regarding new residential developments.
3. Encourage the location of multi-family apartment buildings, senior housing, and special needs housing inside of the Village where full urban services necessary to support these types of facilities are available.

Goal 2: Maintain housing properties, types and densities that reinforce the traditional character of the Village and the surrounding rural area.

Objectives:

1. Support traditional neighborhood development in most areas of the Village and conservation subdivision development in areas adjacent to environmentally sensitive areas.
2. Ensure that residential development is built and maintained according to levels deemed safe by industry standards.

Traditional Neighborhood Design (TND) is a planning concept that calls for neighborhoods to be designed in the format of small, early 20th century Cities. Those traditional formats were characterized by one-family and two-family homes on small lots, narrow front setbacks with front porches and gardens, detached garages in the backyard, walkable “Main Street” commercial areas with shops lining the sidewalk, and public parks, town greens, or City squares.

TND is intended to provide an alternative to bland subdivisions and suburban sprawl. Most contemporary development is characterized by an orientation to the automobile, separation of land uses, and low intensities. In contrast, TND calls for compact, pedestrian-oriented neighborhoods with a mix of commercial and residential uses, a variety of housing types, and public places where people have opportunities to socialize and engage in civic life.

Conservation Subdivisions are an alternative approach to the conventional lot-by-lot division of land, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Residential lots are grouped or “clustered” on only a portion of a parcel of land while the remainder of the site is permanently preserved as open space.

Policies:

1. Require the integration of varied housing types and lot sizes within the Village. This includes a blend of single-family, two-family, multi-family, or senior housing choices within the community.
2. Plan for multi-family developments in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.
3. In appropriate areas, encourage creative mixed-use developments that include residential units above small businesses, providing unique housing options for young professionals, empty nesters, and others.
4. Maintain a comprehensive building code that requires inspection of new structures and repair of unsafe and unsanitary housing conditions. The use of energy-efficient materials or designs is highly encouraged, including LEED certification. New buildings should promote a high quality of architectural style that fits within the context of surrounding uses.
5. Support programs that maintain or rehabilitate the Village's existing housing stock. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of residential properties for the accumulation of "junk" materials.

Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Builders Association that provides a suite of standards for environmentally sustainable construction.

"Junk" – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

2.2 TRANSPORTATION

2.2.1 Issues Raised During the Planning Process

Plan Commission members noted traffic congestion during peak periods at the intersections of CTH N and STH 35, STH 35 and STH 48, and Butternut and 7th St. near the school. Also noted were the lack of public transportation options, and lack of designated bicycle and pedestrian facilities around Big Butternut Lake. Members showed support for locating funds to develop a bicycle and pedestrian plan and a general capital improvements plan (CIP) to address transportation-related infrastructure needs. In addition, a feasibility study for an alternative route or bypass around the school area was mentioned.

Goal 1: Provide for a safe, efficient, multi-modal, and well-maintained transportation network for all residents, businesses, and emergency vehicles.

Objectives:

1. Maintain the Village's transportation network at a level of service desired by Village residents and businesses.
2. Promote sustainable land use planning that reduces reliance on motorized modes of transportation and that encourages healthy modes of transportation, including walking and bicycling.
3. Manage access & design of the transportation network in order to effectively maintain the safe and functional integrity of Village transportation facilities.
4. Develop a bicycle and pedestrian thoroughfare plan.

Policies:

1. Transportation Design – Improve connections between developments by encouraging traditional or modified grid-like street patterns as opposed to multiple cul-de-sacs and dead end roads. Discourage the development of roadways in environmentally sensitive areas. Consider the use of transportation calming devices & alternative designs to provide a safe & fluid street network.
2. Transportation Alternatives for Disabled & Elderly Residents – Collaborate with Polk County to continue to provide transportation services for disabled & elderly residents. Support private transportation providers that serve this sector of the population.
3. Incorporation of Pedestrian & Bicycle Planning – Require that developments address the necessity of adequate walking & bicycling areas and routes in residential and commercial areas. Most local streets may be served without the use of sidewalks; however, development along collector or arterial streets should provide separate off-road facilities. Bicycle and pedestrian ways shall be designed to connect to adjacent developments, schools, parks (including Big Butternut Lake), shopping areas, and existing or planned pedestrian or bicycle facilities, including the Gandy Dancer Trail. Collaborate with Polk County and WIDNR to connect Village parks and trails with regional recreational facilities via separate trails or marked routes on existing roads.
4. Protection of Village Roads – Encourage traffic patterns that keep a majority of traffic on arterial and collector streets. Roads shall be built according to their functional classification & Village standards. Where appropriate, designate weight restrictions and truck routes, to protect local roads.
5. Maintain Condition Standards for Village Roadways – Strive to maintain an average PASER rating of 7 for all Village Roads (considering budgetary constraints), and establish and prioritize future road projects based on the applicable PASER scores, ADT data, and safety concerns.

6. Coordination of Improvements to County and State Highways – Stay apprised of the WisDOT and Polk County’s efforts to maintain and improve State and County roads within and near the Village. Coordinate improvements to local roads whenever feasible.

PASER – Pavement Surface Evaluation & Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.

7. Joint Planning of Roads that Cross Jurisdictions – Work with the Town of Luck and the Town of Milltown to plan, construct and maintain those roadways that affect both jurisdictions, including cost sharing where appropriate. Require intergovernmental agreements that define the responsibilities of the Village, developers and the towns regarding any required improvements to Village and Town roads and funding of such improvements.
8. Traffic Impact Analysis – Provide for an analysis and study of alternatives for “problem areas” including CTH N & STH 35; STH 48 & STH 35; and Main St. & Butternut Ave. In addition, the area on Seventh Street adjacent to the school campus needs to be studied and options or alternatives need to be developed to ease congestion and safety issues.

Goal 2: Be prepared to address other transportation-related policies required by Wisconsin’s Comprehensive Planning law.

Objectives:

1. Specifically identify any areas required by Wisconsin’s Comprehensive Planning law that do not have direct applicability to the Village at this time.

Policies:

1. Future Cooperation and Planning – The Village will actively participate in any planning for any form of public transit, passenger rail, public air transportation or water transportation should any of these transportation alternatives become feasible in the Village in the future.

2.3 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

2.3.1 Issues Raised During the Planning Process

Plan Commission members agreed that the statistics regarding agricultural, natural, and cultural resources were accurate. They noted that many wetlands surround the Village, impeding growth, and are also concerned about the effects of future lakeshore development on stormwater runoff. Members showed support for continued lake protection efforts, including a lake protection plan and a stormwater management plan for the Village. At the same time, they would like to better understand current regulations with regard to the development of wetlands, and pursue dialogue with Wisconsin DNR staff to explore alternatives and options regarding the development of wetland areas.

Goal 1: Reinforce the rural character of the Village and surrounding landscape by encouraging the preservation of productive farmland, sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources.

Objectives:

1. Protect agricultural resource areas in the Village's Extraterritorial Jurisdiction, until such time as annexation occurs.
2. Minimize fragmentation of productive agricultural cropland, forests, and natural areas surrounding developed areas of the Village.
3. Minimize the potential impact on natural resources, environmental corridors, water resources, and wildlife habitat when evaluating potential residential, commercial, industrial, and intensive agricultural uses.
4. Minimize the potential impact on local cultural resources when evaluating new developments.

Policies:

1. Support the preservation of agricultural lands for continued agricultural use. The Village will place a high priority on directing development away from areas that have been historically productive farmland, are in agricultural use, or contain prime soils until annexation occurs.
2. Avoid development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, poor soils, or sensitive environmental areas in order to protect the benefits and functions they provide. The Village shall require natural resources features such as wetlands, floodplains and streams, to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources.
3. Work with WI DNR to explore alternatives and options for development in wetland areas.
4. Support programs to prevent the spread of exotic species and to restore natural areas to their native state, including efforts to reduce non-point and point source pollution into local waterways.
5. Collaborate with Polk County and the WIDNR to link Luck's Downtown and park facilities to regional trails and parks, with particular emphasis on connections to the Gandy Dancer Trail.

Map 3 illustrates the location of prime farmlands in and surrounding the Village of Luck according to the Polk County Soil Survey. There are three categories of prime farmland that are mapped: 1) soils identified by the NRCS as prime farmland soils; 2) soils identified by the NRCS as prime farmland soils when drained; and 3) soils identified by the NRCS as farmland of statewide importance.

6. Encourage maintenance and rehabilitation of historic areas and buildings. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Village of such potential discovery.
7. Support community events and programs that celebrate the history and culture of the Village.

Goal 2: Reduce the potential for land use conflicts between farm and forestry and non-farm and forestry uses on the periphery of the Village.

Objectives:

1. Encourage existing and expanding farm or forestry operations to follow “Best Management Practices.”

Policies:

1. All existing, expanding, or new farming or forestry operations are encouraged to incorporate the most current “Best Management Practices” (BMPs) or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
 - a. Polk County
 - b. University of Wisconsin Extension
 - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
 - d. Wisconsin Department of Natural Resources
 - e. National Resource Conservation Service

2.4 UTILITIES & COMMUNITY FACILITIES

2.4.1 Issues Raised During the Planning Process

Plan Commission members noted concerns about the effects of future lakeshore development on stormwater runoff. Members showed support for continued lake protection efforts, including a lake protection plan and a stormwater management plan for the Village.

Goal 1: Ensure the provision of reliable, efficient, and well-planned utilities & community facilities to adequately serve existing and planned development.

Objectives:

1. Ensure that public and private community facilities and utilities are constructed and maintained according to professional and governmental standards (including handicap accessibility) and do not detract from the character of the Village.
2. Phase new development in a manner consistent with public facility and service capacity and community expectations.
3. Annually evaluate the condition of public facilities and equipment to ensure that they will continue to meet Village needs.
4. Monitor satisfaction with local emergency services, and other utility or community services, and seek adjustments as necessary to maintain adequate service levels.

Policies:

1. Utility Services – Development permits shall not be issued unless there is adequate provision for necessary public facilities to serve such developments. Discourage “leap-frog” development that would require premature extension of services to areas that cannot be efficiently and sequentially served.
2. Sanitary Sewer – The adequacy and capacity of the system should be closely monitored to ensure that it continues to meet the needs of development across the Village. Plan for sanitary sewer facilities on a system basis, rather than as a series of individual projects. Require that developers locate and size utilities with enough capacity to serve future extensions. If utilities must be oversized to serve an area that is not within the current development, development agreements should be used to recapture the additional costs to the initial developer. In areas not served by municipal sewer, the Village of Luck requires adherence to the Wisconsin Sanitary Code & Polk County Sanitary Code.
3. Water Supply – The quality and quantity of water from the Village wells should be closely monitored to ensure that it continues to meet the needs of users. Encourage programs that support water conservation within the Village & region.
4. Stormwater Management – Support the development of a stormwater management and lakeshore protection plan to control stormwater quality and quantity impacts from development, and to protect the quality of Big Butternut Lake. Maintain natural drainage patterns, as existing drainage corridors, streams, floodplains, and wetlands, can provide for stormwater quality and quantity control benefits to the community. Direct that developers be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities.
5. Solid Waste & Recycling – Annually review levels of service provided by the contracted solid waste disposal services and meet with them to address any concerns raised by residents or local businesses. Encourage participation in Polk County’s Recycling drop-off program, as well as the Clean Sweep program for the disposal of hazardous materials.

6. Parks – Maintain Big Butternut Park as a focus area for community gatherings and recreation. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development. Maintain an adequate amount of park and open space land, located throughout the community, to ensure all neighborhoods have access to recreational facilities.
7. Power Plants, Transmission Lines, and Telecommunication Facilities – Actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, wind towers, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and should respect environmentally sensitive areas. Underground placement and co-location (or corridor sharing) of new utilities is encouraged.

National Recreation and Park Association recommends that most residents should be within a ten-minute walk or 1/3 mile from a public park or open space area and communities should maintain an average of 12 acres of park and recreational land per 1,000 residents.
8. Cemeteries – Maintain the Village cemetery, and collaborate with the local churches regarding the need for additional cemeteries.
9. Special Needs Facilities – Work with Polk County and adjacent municipalities to maintain and improve access to special needs facilities (i.e. health care, childcare) for area residents. Actively participate in the planning and siting of any new special needs facility. Encourage all public facilities (including parks) be upgraded for handicap accessibility.
10. Emergency Services – Work with the Luck Police Department, Luck Fire District, the Polk County Sheriffs Department, and area EMS providers to maintain adequate provision of emergency services (i.e. fire, police, EMS) for Village residents and businesses. Review service provision levels with the appropriate agencies annually.
11. Schools – Collaborate with the Luck School District and the Wisconsin Indianhead Technical College to provide high quality educational facilities and opportunities for Village residents. Actively participate in the planning and siting of any new school facility.
12. Libraries – Work with the Luck Public Library to maintain and improve access to public library facilities & services for Village residents, as well as residents from area Towns as applicable.

2.5 ECONOMIC DEVELOPMENT

Goal 1: Attract and retain businesses that strengthen and diversify the local economy.

Objectives:

1. Seek local & regional businesses that strengthen and diversify the economic base, expand and enhance the tax base, improve wage and salary levels, and utilize the resident labor force.
2. Develop a long-term strategy to promote sustainable economic growth.

Policies:

1. Encourage tourism, light manufacturing, and small-scale neighborhood commerce and office use as the major economic development types in the Village.
2. The Village encourages public-private partnerships as a way to promote investment in the Village and to spur downtown revitalization.
3. Collaborate with neighboring municipalities, Polk County, and local economic development organizations to develop a long-term area strategy to promote sustainable economic development, with a special emphasis on promoting existing businesses, vacant land or commercial buildings. Support programs that provide area businesses and entrepreneurs with technical or financial assistance.
4. Support the development of agricultural and forestry related businesses within the Extraterritorial Jurisdiction that provide opportunities for area farmers and entrepreneurs to diversify and add value to local products.

Goal 2: Reduce potential for land use conflicts between business & non-business uses.

Objectives:

1. Determine the most appropriate locations for future business development, while preserving sensitive environmental areas.
2. Maintain design guidelines for businesses to address landscaping, aesthetics, lighting, noise, parking, and access. (Refer to 2.8 Community Design Principles)
3. Maintain standards and limitations for home occupations and home based businesses in residential areas to minimize noise, traffic, and other disturbances.

Home occupations refer to office types of uses that do not alter the residential character of a home and its neighborhood.

Home based businesses are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, hair styling, or woodworking businesses.

Policies:

1. Promote a strong downtown business district while allowing for well planned commercial development at the edge of the Village as part of new traditional neighborhood developments or planned commercial nodes.
2. Encourage brownfield or infill development or expansion of existing business and industry parks in the Village before considering creating new business or industry parks. Work with property owners and agencies to cleanup contaminated areas.

Brownfield development refers to the redevelopment of blighted or contaminated commercial or industrial parcels.

Infill development refers to developing vacant sites within built up areas or redeveloping existing parcels.

3. Large-scale industrial and commercial businesses (those that generate large volumes of traffic or wastewater, or have a high water demand) shall locate within or adjacent to the Luck industrial parks, or where a full range of utilities, services, roads, and other infrastructure is available to adequately support such developments.
4. New buildings should promote a high quality of architectural style that fits within the context of surrounding uses. The use of energy-efficient materials or designs is highly encouraged, including LEED certification.
5. Prohibit home based businesses in residential subdivisions that would cause safety, public health, or land use conflicts with adjacent residential uses due to such things as increased noise, traffic, and lighting.

2.6 INTERGOVERNMENTAL COOPERATION

2.6.1 Issues Raised During the Planning Process

Plan Commission members noted the need for cooperation and coordination of development with surrounding communities.

Goal 1: Maintain mutually beneficial relationships with neighboring municipalities, Polk County, State & Federal agencies, and the schools serving Luck residents.

Objectives:

1. Coordinate with Polk County, the Town of Milltown, and the Town of Luck to jointly plan boundary areas and coordinate their long-term growth plans with the Village Comprehensive Plan.
2. Coordinate Village planning efforts with the Luck School District as necessary to allow the district to properly plan for facility needs.
3. Identify existing and potential conflicts with Polk County and the Town of Luck and establish procedures to address them.

Policies:

1. Encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Village's Comprehensive Plan with Polk County's and any future plans for the Town of Luck and Town of Milltown.
2. Utilize the Extraterritorial Land Division authority to ensure that development in the Village's Extraterritorial Jurisdiction is coordinated with the Village's Comprehensive Plan.
3. Prior to the adoption of the Village Comprehensive Plan, and for subsequent updates, request comments from Luck School District officials, the Town of Luck, the Town of Milltown, and Polk County.
4. Request that School District officials keep the Village apprised of any plans for new facilities that could either be located in the Village or near enough to the Village's jurisdiction that Village streets could be affected. Continue to promote shared use of community and recreational facilities.
5. Actively participate, review, monitor, and comment on pending plans from the Town of Luck, Town of Milltown, Polk County and State or Federal agencies on land use or planning activities that would affect the Village.
6. Continually work with neighboring municipalities to identify opportunities for shared services, equipment, or other cooperative planning efforts where practical and mutually beneficial.
7. Develop a cooperative dialogue with state and federal agencies to ensure the future growth of the Village of Luck.

2.7 LAND USE

Goal 1: Ensure that a desirable balance and distribution of land uses is achieved which reinforces the Village’s unique community character & sense of place.

Objectives:

1. Maintain a comprehensive future land use plan and map that coordinates housing, economic development, recreation, and the preservation of farmland, open space and natural resources within and surrounding the Village.
2. Preserve the Village’s ability to continue to grow in an orderly approach.

Policies:

1. Support traditional neighborhood development in most areas of the Village and conservation subdivision development in areas adjacent to environmentally sensitive areas.
2. Require the integration of varied housing types and lot sizes within the Village. This includes a blend of single-family, two-family, multi-family, or senior housing choices within the community.
3. In designated areas, support mixed-use development projects that integrate non-residential and residential uses into high quality, cohesive places.
4. Prohibit incompatible land use (e.g. high traffic generators, noisy or unaesthetic uses) from locating within single-family residential neighborhoods.
5. Encourage rehabilitation, redevelopment, and infill development of older areas in and near the downtown in a manner that reinforces community character.
6. Coordinate development policies for rural areas within the Planning Area with the Polk County 2004 Land and Water Management Plan.
7. Discourage the creation of office, commercial, and industrial developments not served by public water and sanitary sewer within the Planning Area.
8. Reserve the right of ways for future streets, pedestrian and bicycle paths, bridges, utilities, rail lines, transit facilities and other transportation-related features.

Goal 2: Balance land use regulations and individual property rights with community interests.

Objectives:

1. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
2. Maintain policies for considering revisions to the Future Land Use Map if and when requested by eligible petitioners.
3. Maintain polices for interpreting future land use boundaries.

Policies:

1. Planned Unit Development: A subdivider may elect to apply for approval of a plat employing a planned unit development (PUD) design.
2. Conservation Subdivision Development: A subdivider may elect to apply for approval of a plat employing a conservation subdivision design.
3. Reclassifying Future Land Use¹: A property owner may petition for a change to the Future Land Use Map. The Village will consider petitions based on the following criteria:
 - a. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
 - b. Compatibility Criteria: The proposed change will not cause any conflicts with neighboring land uses. A petitioner may indicate approaches that will minimize incompatibilities between uses.
 - c. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland & Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
 - d. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
 - e. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Village to provide and fund those facilities and services. Petitioners may demonstrate to the Village that the current level of services in the Village, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Village with any shortcomings in public services or facilities.
 - f. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances has resulted in a need for the change.
4. Interpreting Boundaries²: Where uncertainty exists as to the boundaries of districts shown on the Future Land Use Map, the following rules shall apply:

A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.

¹ Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Planning Area, by Village Officials, or by officials from adjacent municipalities.

² With respect to the accuracy of this and other maps included in this document, a disclaimer is necessary. The Village of Luck and MSA Professional Services have prepared and reviewed maps herein. It has been mutually understood that these maps were accurate for planning purposes and that they will continue to be used to make planning and zoning decisions. Due to scale limitations or potential data errors, it is recognized that disputes may arise concerning areas delineated on the maps. If a landowner or any other party alleges error or misrepresentation of map delineations, he or she must submit proof from recognized professionals that such is the case. The Village Board will consider such submission and will adjust the boundaries when approving a land use change if appropriate.

- a. Boundaries indicated as approximately following the centerlines of streets, highways, or alleys shall be construed to follow such centerlines.
- b. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines shall be construed as following such lot lines.
- c. Boundaries indicated as approximately following municipal boundaries shall be construed as following such boundaries.
- d. Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.
- e. Boundaries indicated as following shorelines and floodplains, shall be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it shall be construed as moving the mapped boundary.
- f. Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water shall be construed to follow such centerlines.
- g. Boundaries indicated as parallel to extension of features indicated in the preceding above shall be so construed. The scale of the map shall determine distances not specifically indicated on the Future Land Use Map.

2.8 COMMUNITY DESIGN PRINCIPLES

Goal: Promote high quality site and building designs within the community to uphold property values and reinforce the character of the Village.

Objective:

Maintain site and building design guidelines for all new development, which reinforces traditional neighborhood design and new urbanism principles.

Policies:

Sites, buildings and facilities shall be designed in accordance with the policies outlined below:

Agricultural Preservation Areas

Lots, buildings, and driveways within the Agricultural Preservation Areas shall be configured to be located on the least productive soils and shall not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of large parcels (greater than 10 acres), see Figure 2.1.

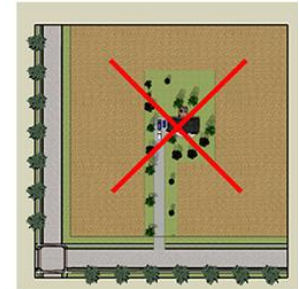
Environmentally Sensitive Areas

Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. No buildings shall be allowed in areas with slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development.

Conservation Subdivisions: Development proposed in areas containing environmentally sensitive areas is encouraged to use conservation subdivision design principles (see Figure 2.2), such as:

- Hiding development from main roads to the extent possible through natural topography, vegetation (e.g. tree lines, wooded edges), landscaped buffer-yards, and setbacks.
- Provide vegetative buffers between building sites, wetlands, and streams beyond minimum setback standards.
- Preserve mature trees, stone rows, fence lines, and tree lines.
- Arrange lots so that houses are not placed on exposed hilltops or ridgelines.
- Design streets and lot layouts to blend with natural land contours.
- Create pedestrian trails through common open space areas.
- Restore the quality and continuity of degraded environmental areas within the subdivision, such as streams and wetlands.
- Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs).

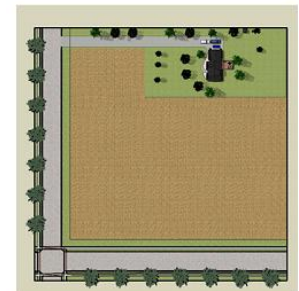
Figure 2.1: Building Layout



Discouraged Layout



Desirable Layout #1



Desirable Layout #2

Compatibility with Neighboring Uses: Potential for land use conflicts with existing uses (including forestry & agricultural uses and environmentally sensitive areas) shall be mitigated through buffering, landscaping, and lot/building location on the original parcel.

Figure 2.2: Conventional versus Conservation Subdivision Design

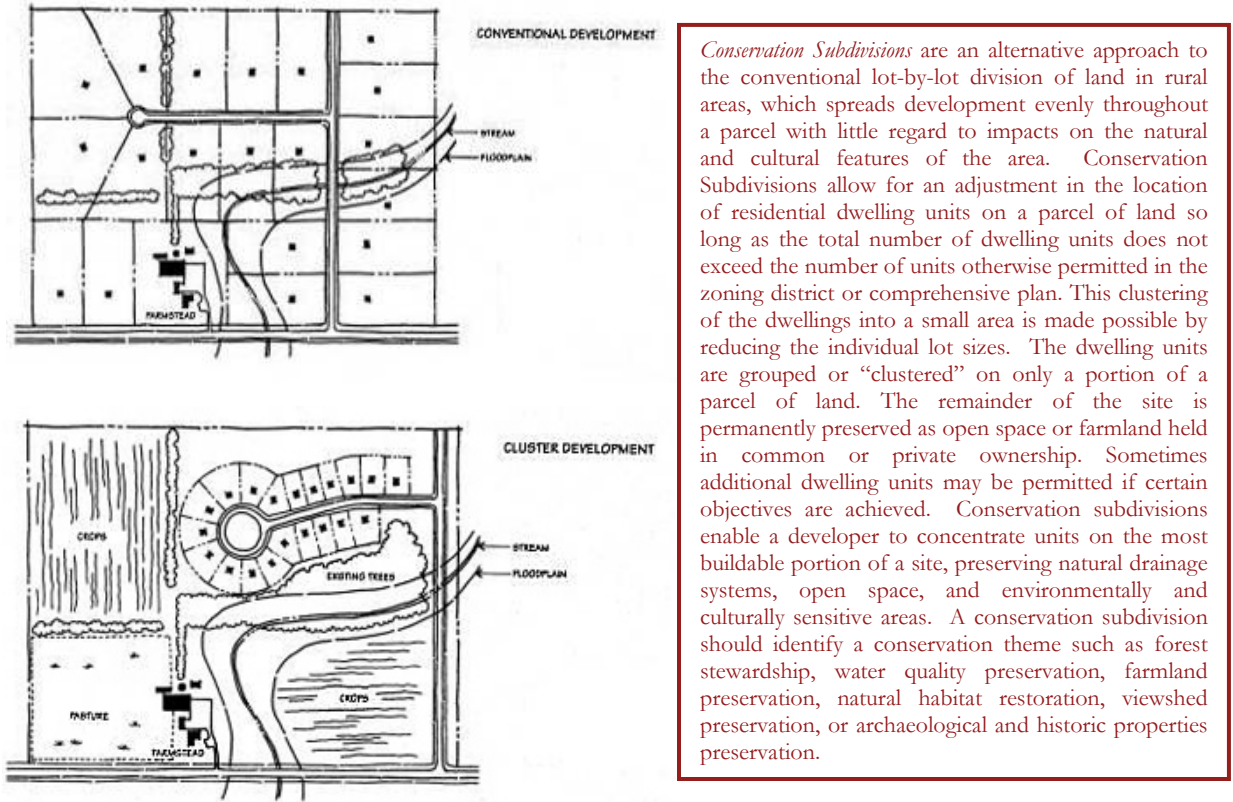
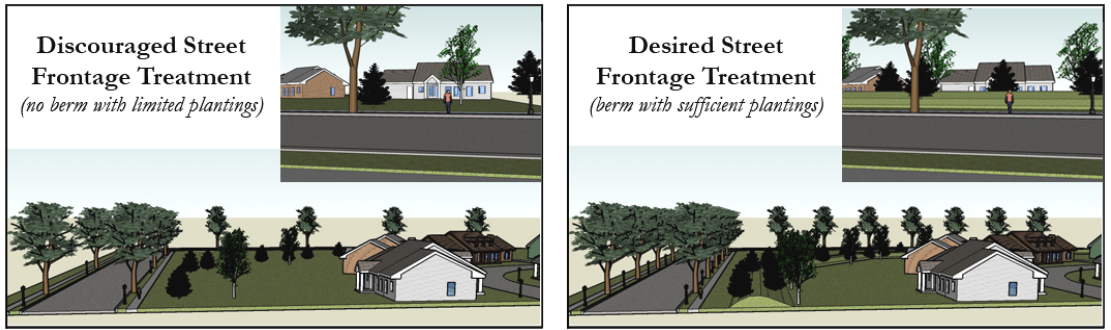


Figure 2.3: Residential Screening



Transportation Facilities

Transportation facilities for new developments shall be constructed according to local ordinances and shall allow for safe ingress and egress of vehicles. Most lots shall take access from interior local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties.

- i. Street Design: Streets should be designed to the minimum width that will reasonably satisfy all realistic needs. Local streets should not appear as wide collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns, as opposed to multiple cul-de-sacs and dead end roads, is strongly encouraged.
- ii. Transportation Calming Devices: The use of transportation calming devices & alternative designs are encouraged. Specific measures may include: curb extensions/intersection bump outs, round about, tear drop islands, speed bumps & raised devices, median & refuge islands, or turning circles.
- iii. Pedestrian and Bicycle Improvements: are strongly encouraged, especially connections to existing facilities. Specific measures include continuous sidewalks, on street bike lanes, bicycle route markers, off street trails, and mid-block foot paths. Intersection design improvements such as signaled or marked cross-walks, bulb-outs, median refuge islands, slip-lane islands and tight curb radii to accommodate safe pedestrian and bicycle crossing at key intersections is also encouraged. All streets shall include the provision of continuous sidewalks on both sides of the street. Bicycle and pedestrian ways shall be designed to provide direct and safe connections to key community destinations, including downtown, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities.

Figure 2.4: Traditional v. Cul-de-Sac Street Design

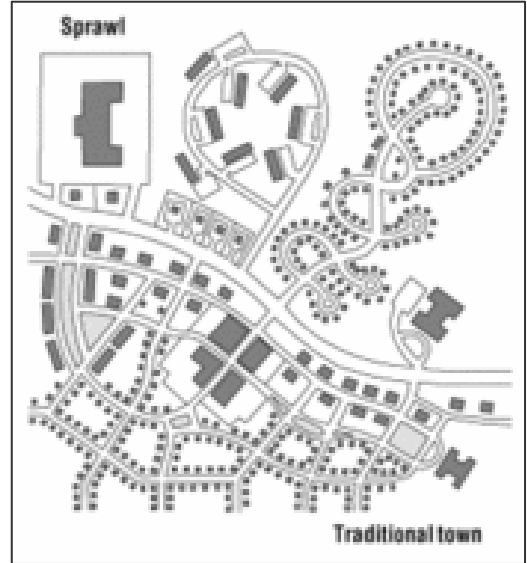
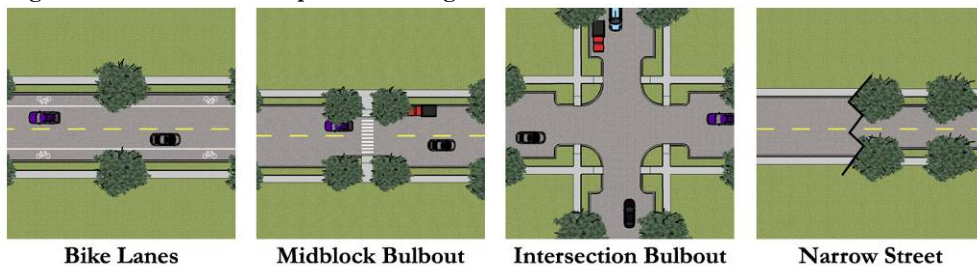


Figure 2.5: Alternative Transportation Designs

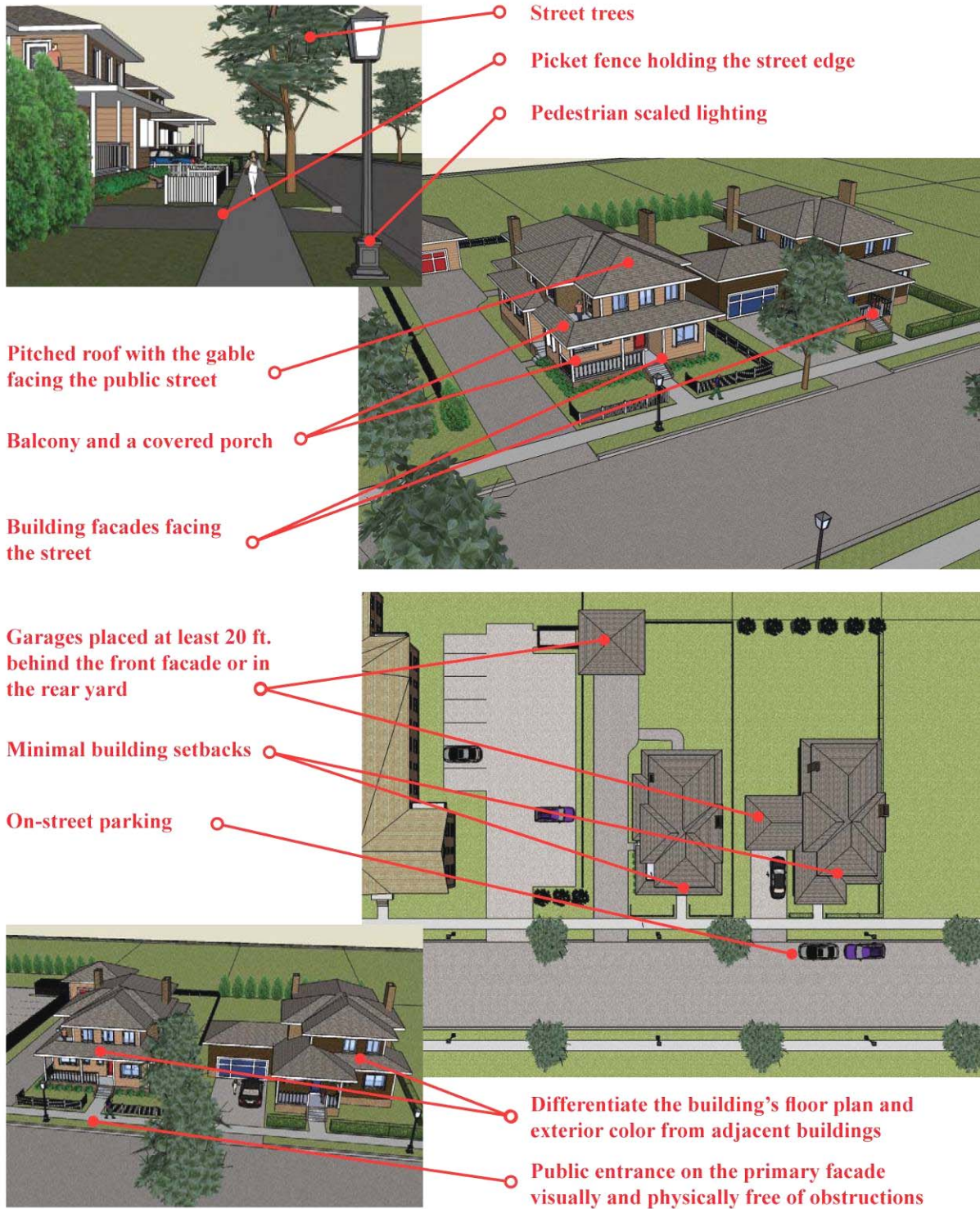


Single-Family Design Guidelines

Single-family housing is the most significant and prevalent building type found within the municipality; therefore, single-family housing can greatly affect the municipality's overall character. With the intent to plan, design, and develop future growth, it is recommended that the Village encourage new single-family residential developments to employ aspects of traditional neighborhood design, including the elements listed below and illustrated in Figure 2.6.

- i. Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary building façade that is visually and functionally free of obstruction. Place the building within close proximity to the sidewalk (usually within twenty feet of the street's right-of-way), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall. Pitched roofs should orientate the gable parallel to the street.
- ii. Architectural Character: Design the building using high-quality architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village's overall character.
- iii. Building Materials: Use high-quality exterior finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar or complementary materials as used on the front façade.
- iv. Building Projections: Provide balconies, covered porches, and bay windows, especially on facades facing public streets.
- v. Garages: Place garages at least 20 feet behind the front façade of the home or in the rear yard to avoid a "garage-scape" street appearance. Garages accessed by an alley have a potential for an additional ancillary housing unit above the garage.
- vi. Landscaping: Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.
- vii. Lighting: Exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.
- viii. Neighborhood Diversity: Vary the lot sizes, building heights, building exterior colors, and housing floor plans within any given street block.

Figure 2.6: Desired Single-Family Development



Multi-Family Design Guidelines

Multi-family housing is a necessary building type that provides housing options for the elderly, young adults, Village employees, etc. However many developments incorporating multi-family housing receive resistance. In some instances this can be contributed to poorly and cheaply designed buildings. In order to mitigate this opposition, it is recommended that the Village enact design guidelines for multi-family housing that is planned, expanded, or significantly renovated (50% or more of the current assessed improvement value). The general guidelines listed below and the diagram on the subsequent page will provide assistance in guiding future multi-family development:

- i. Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary building façade that is visually and functionally free of obstruction. Place the building within close proximity to the sidewalk (usually within twenty feet of the street's right-of-way), or incorporate a garden wall and/or a fence line (picket, wrought iron, etc.) that can maintain the existing street wall.
- ii. Architectural Character: Design the building using high-quality architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village's overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials, variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.
- iii. Building Materials: Use high-quality exterior finish materials such as kiln-fired brick, stucco, wood, and fiber cement siding. All exposed sides of the building should have similar or complementary materials as used on the front façade.
- iv. Building Projections: Provide balconies, covered porches, and bay windows, especially on facades facing public streets.
- v. Parking and Buffering: Fit the parking below the building or place surface parking behind the building. Provide landscaping of sufficient size to screen out unsightly parking areas from the street and neighboring properties. Insert landscape islands in parking lots with more than eighteen consecutive stalls.
- vi. Service Areas: Trash containers, recycling containers, street-level mechanical, and rooftop mechanical should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.
- vii. Common Open Space: Provide gardens, grass areas, and playgrounds to serve the needs of the residents. The use of contiguous back yards to create a larger network of open space is encouraged.
- viii. Landscaping: Provide generous landscaping, with an emphasis on native plant species, especially along street frontages.
- ix. Lighting: Exterior lights should be full-cut-off fixtures that are directed to the ground to minimize glare and light pollution.

Figure 2.7: Multi-Family Design Guidelines

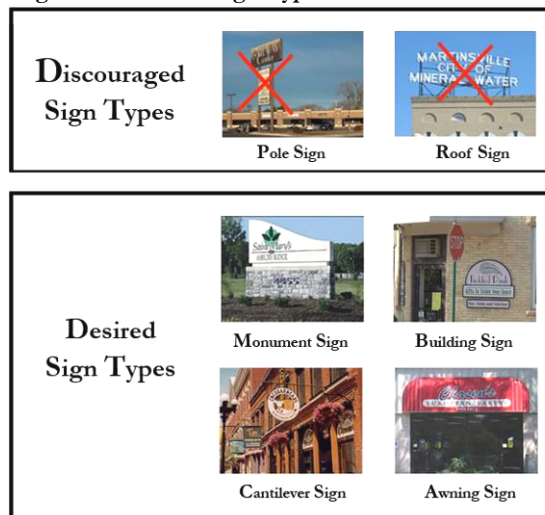


Commercial and Industrial Design Guidelines

Commercial and industrial uses provide the Village with economic stability and provides goods, services, and jobs for its residents. However, these uses generally do not construct buildings that are adaptable to other uses and can become an eyesore if they sit vacant. In order to alleviate some of the negative impacts these buildings have on a community, it is recommended that the Village enact design guidelines for commercial and industrial uses that are planned, expanded, or significantly renovated (50% or more of the current assessed improvement value). To ensure high-quality and long-lasting projects the following guidelines and illustrations will provide assistance in guiding future business development:

- i. Relationship to the Street: Design the building such that the primary building façade is orientated towards the street. Provide a public entrance on the primary building façade that is visually and functionally free of obstruction.
- ii. Architectural Character: Design the building using high-quality architectural elements that provides visual interest and human scale that relates to the surrounding neighborhood context and the Village’s overall character. This can be accomplished by using, but is not limited to, the following techniques: expression of structural bays, variation in materials, variation in building plane, articulation of the roofline or cornice, use of vertically-proportioned windows, pitched roof with the gable(s) facing the street, etc.
- iii. Building Materials: Use high-quality exterior finish materials such as kiln-fired brick, stucco, and wood. All exposed sides of the building should have similar or complementary materials as used on the front façade.
- iv. Building Projections: Canopies, awnings, and/or gable-roof projections should be provided along facades that give access to the building.

Figure 2.8: Desired Sign Types



- v. Signage: Use pedestrian-scaled sign types: building-mounted, window, projecting, monument, and awning. Signs should not be excessive in height or square footage.
- vi. Parking: Fit the parking below the building or place it on the side/back of the building, wherever feasible. Provide shared parking and access between properties to minimize the number of curb cuts. Provide vegetative buffers between pedestrian circulation routes and vehicular parking/circulation. Access drive lanes should have adequate throat depths to allow for proper vehicle stacking.
- vii. Landscaping: Provide generous landscaping, with an emphasis on native plant species. Landscaping should be placed along street frontages, between incompatible land uses, along parking areas, and in islands of larger parking lots.
- viii. Stormwater: Use rain gardens and bio-retention basins on-site (i.e. in parking islands) in order to filter pollutants and infiltrate runoff, wherever feasible.
- ix. Lighting: Exterior lights should be full-cut-off fixtures that are directed towards the ground to minimize glare and light pollution (see Figure 2.9).

- x. Service Areas: Trash and recycling containers/dumpsters, street-level mechanical, rooftop mechanical, outdoor storage, and loading docks should be located or screened so that they are not visible from a public street. Screening should be compatible with building architecture and other site features.

Figure 2.9: Desired Outdoor Lighting

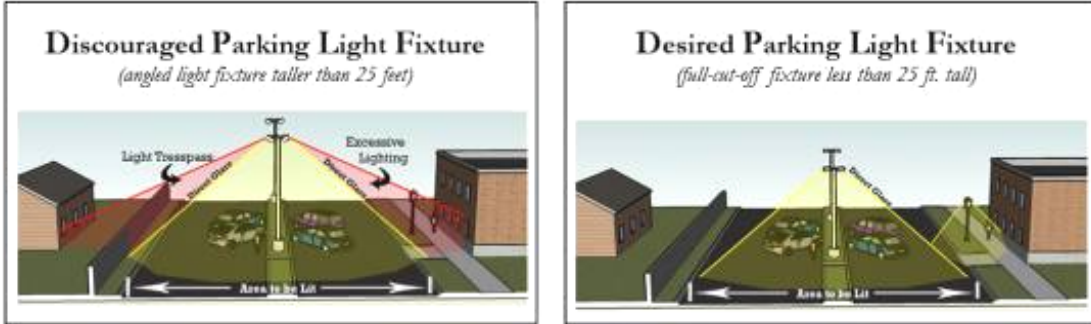
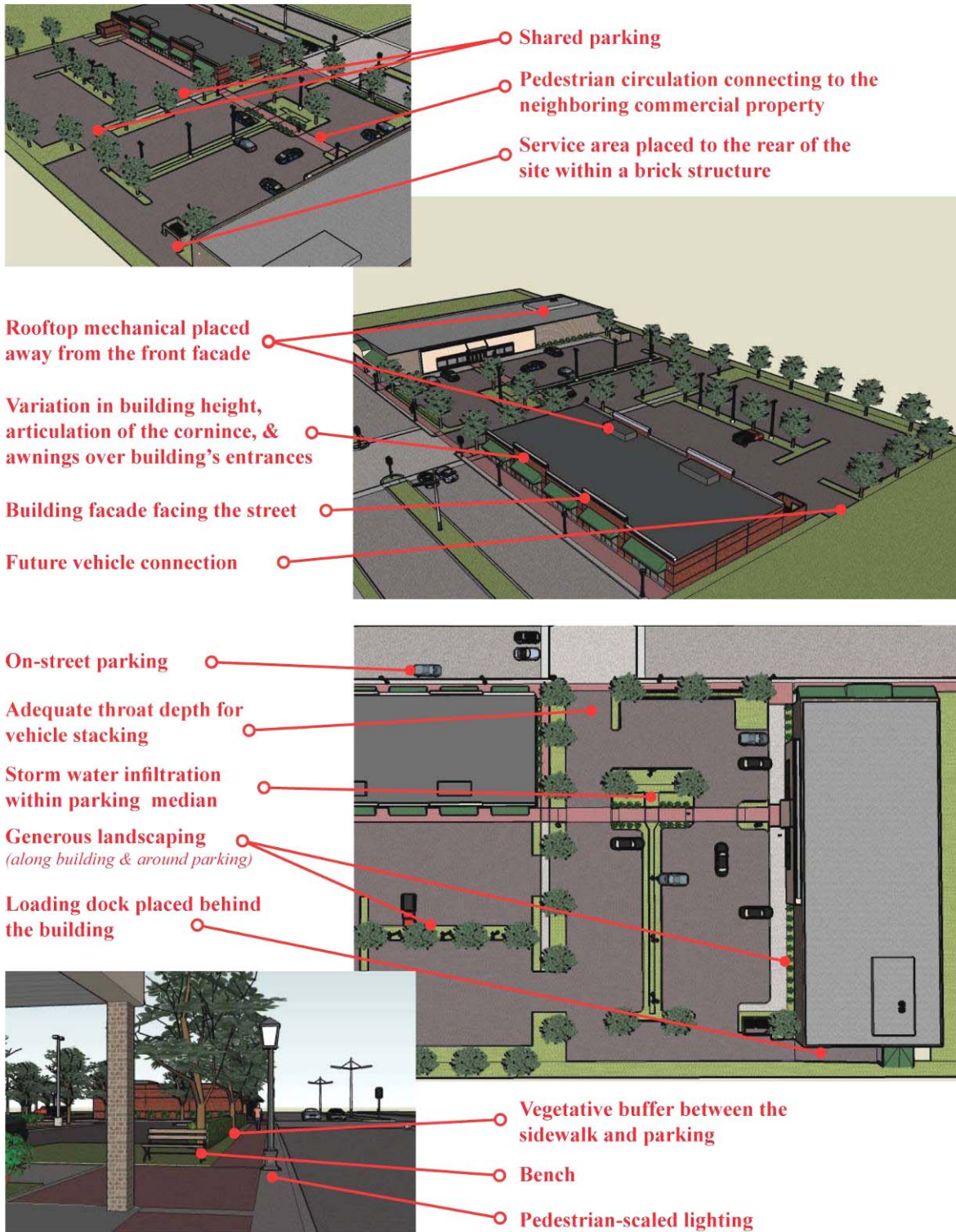


Figure 2.10: Business Design Guidelines



3 FUTURE LAND USE PLAN

3.1 FUTURE LAND USE SUMMARY

The following chapter summarizes the future land use plan for the Village of Luck and covers all of the information required under *SS66.1001*. The information is intended to provide a written explanation of the Village of Luck Future Land Use Map (See Appendix). The map is long range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions.

The Future Land Use Map depicts the Village of Luck desired pattern of land use and establishes the Village's vision and intent for the future through their descriptions and related objectives and policies (Section 2.7). The future land use areas identify areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.). The Village has developed recommendations for development densities, minimum lot sizes, and development review criteria that provide specific guidance for possible development and zoning requests (Section 2.7).

The Future Land Use Map has been designed to accommodate a larger population than what is projected by WIDOA forecasts (Refer to Chapter 5, Existing Conditions). The Village does not assume that all areas depicted on the Future Land Use Map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan and anticipated development requests. The Village of Luck advocates the development of existing subdivided lands before additional open space is developed.

3.1.1 Description of Future Land Use Plan

The proposed pattern of land use is depicted in Map 6 & 6a (See Appendix). The Future Land Use Plan, in conjunction with the other chapters of this plan, should be used by Village staff and officials to guide recommendations and decisions on rezoning and other development requests.

3.1.1.1 Priority Development Areas

The Future Land Use Map 6 provides a proposed land use pattern for the Planning Area, while Map 6a provides a proposed land use pattern within the Village of Luck corporate limits. Before development occurs beyond the Village corporate limits, the Village should seek to develop:

1. Sites within the Village corporate limits;
2. Infill sites;
3. Locations that are closer to the existing Village downtown;
4. Brownfield sites; and
5. Sites adjacent to existing development.

The following section outlines land use recommendations for lands within the existing developed areas and lands within undeveloped and planned neighborhood areas.

3.1.1.2 Land Use Recommendations

This Plan generally proposes minor changes to the existing land use pattern within the developed portions of the Village of Luck. There are a few opportunities for infill development and redevelopment in the downtown area and within the central industrial area. Opportunities for new development have been identified along the State Highway 35 corridor as well as through Planned Neighborhoods to the north, south and west of the Village. The following text provides an explanation of each future land use classification as they appear on Map 6 & 6A.

- Low Density Residential. This land use category includes most of the existing residential development within the Village. These areas are intended to be primarily single family residential with the potential for some duplex or small multi-family developments, with a total density not to exceed 5 units per acre. New low density residential development will also be met throughout areas of the Planned Neighborhoods.
- Medium to High Density Residential. This includes lands suitable for residential development at a density between 5-10 units per acre. They include areas within the Village that contain either existing duplexes, small multi-family developments (less than 8 units per acre) or mobile home parks. No new mobile home residential uses have been identified by the Village and the development of new mobile home parks is discouraged. New medium to high density residential development will also be met throughout areas of the Planned Neighborhoods.
- Commercial. This classification includes locations where retail goods and/or services are sold or where office activities take place. Much of this area is currently developed. The Future Land Use Map indicates opportunities for commercial infill development, including the conversion of some industrial lands along Main Street and State Highway 35. The intensity of commercial development is regulated by the Village's zoning ordinance. Highway commercial development should be concentrated within the Commercial classification at the intersection of State Highways 48 and 35. New developments should be designed and sited to avoid a long linear "strip" appearance, with a focus on attractive building and landscaping as outlined in Section 2.8 of this Plan.
- Industrial. This classification includes those lands appropriate for indoor manufacturing, warehousing, distribution, office and outdoor storage usage. The intensity of office & industrial development is regulated by the Village's zoning ordinance. Industrial uses are contained within the existing industrial area with some small expansion of industrial uses south of 250th Ave and E. Bitternut Ave. The Future Land Use Map indicates opportunities for the commercial redevelopment of some existing industrial lands along State Highway 35.
- Institutional. This classification includes properties owned by the Village, the school district, and religious institutions. These uses are planned to remain at their present locations in and near the central parts of the Village to continue to conveniently serve residents. No new public uses have been identified.
- Parks & Recreation. This classification includes property where recreation is the primary activity and where there is typically no commercial or residential use. The Village, County, or State usually owns these properties. Some stormwater management or other utility/institutional uses (e.g., water towers) maybe located within these areas. The Future Land Use map identifies one new park to the north of the Village corporate limits within the North Neighborhood area.
- Planned Neighborhoods. This Plan recommends that new areas of residential development be designed as neighborhoods, rather than a series of uncoordinated "cookie cutter" subdivisions. Potential areas for Planned Neighborhoods were chosen based on the ability to provide urban services and the compatibility with adjacent uses. Planned Neighborhoods should feature:

1. A variety of lot sizes and housing styles and types. Planned Neighborhoods should include a carefully planned mixture of predominately single-family residential development combined with two-family and multi-family developments. This allows higher density development to be dispersed throughout the community instead of being concentrated in any one area.
2. A small amount of neighborhood business uses or mixed uses may be appropriate; however, incremental commercial strip development is discouraged, as the downtown and State Highway 35 should remain the focal point of retail services in the community.
3. Opportunities for residents to gather through the development of public open spaces or parks.
4. Grid street design rather than cul-de-sac design to improve connectivity within the neighborhood and to and from surrounding neighborhoods via car, walking and cycling.
5. Direct and safe connections, for pedestrians and bicyclists as well as drivers, to local destinations (including the Gandy Dancer Trail) and Village centers.
6. Continuous sidewalks or equivalent provisions for walking along both sides of streets.

Much of the Planned Neighborhoods are currently in agricultural or open space use and significant landscaping improvements should accompany development proposals.

North Neighborhood

This neighborhood includes the northern portion of the Village and extends from the Village's northern boundary. Approximately 75% of the developed portion of the neighborhood should be low density single-family residential (<5 units/ac). A mix of medium density two-family or small multifamily developments (5-10 units/ac) should be concentrated in the area of the neighborhood within the Village corporate limits. Appropriate developments would include a mix of condominiums specifically for seniors. A limited amount of mixed use or neighborhood business development maybe appropriate; however, the downtown should remain the focal point of retail services in the community.

The North Neighborhood surrounds the no longer operational landfill site located to north of the Village corporate limits. This landfill site is proposed as a public park. Recreational pedestrian and bicycle trails should provide direct and safe connections to the proposed public park and the Gandy Dancer Regional Trail.

Northeast Neighborhood

This neighborhood extends residential development to the east along Big Butternut Lake frontage and north along State Highway 48. Development along the lake frontage should be predominantly single-family residential (<5 units/ac). Approximately 75% of the developed portion of the neighborhood north of the lakefront and along State Highway 48 should be low density single-family residential (<5 units/ac). The remaining portion should include a mix of medium density two-family or small multifamily developments (5-10 units/ac). Higher density development should be concentrated along State Highway 48 and include a mix of condominiums specifically for seniors. A limited amount of mixed use or neighborhood business development maybe appropriate; however, the downtown and State Highway 35 should remain the focal point of retail services in the community.

South Neighborhood

This neighborhood extends from the Village's southern corporate limits. Approximately 75% of the developed portion of the neighborhood should be low density single-family residential (<5 units/ac). The remaining portion should include a mix of medium density two-family or small multifamily developments (5-10 units/ac) and should be concentrated in the area of the neighborhood within the Village corporate limits. Appropriate developments would include a mix of condominiums

specifically for seniors. A limited amount of mixed use or neighborhood business development maybe appropriate; however, the downtown should remain the focal point of retail services in the community. Recreational pedestrian and bicycle trails should provide direct and safe connections to the Gandy Dancer State Trail.

Southwest Neighborhood

This neighborhood extends from the Village’s south-eastern corporate limits. Approximately 80% of the developed portion of the neighborhood should be low density single-family residential (<5 units/ac). A mix of medium density two-family or small multifamily developments (5-10 units/ac) should be concentrated in the area of the neighborhood within the Village corporate limits. Appropriate developments would include a mix of condominiums specifically for seniors. A limited amount of mixed use or neighborhood business development maybe appropriate; however, the location of this neighborhood relative to transportation facilities makes it ill-suited for much business growth.

- Mixed Business. The primary intent of this classification is to identify areas suitable for commercial office development, small industrial uses and include areas suitable for a business park. This area includes land to the south of the Village corporate limits and west of the South Neighborhood along State Highway 35. As such, new businesses should be limited to those that do not generate significant noise, light, or air pollution.

Development along the boundary with the South Neighborhood should be compatible with low-density residential development and provide pedestrian and bicycle connections to the Gandy Dancer State Trail. A limited amount of mixed use or neighborhood business development maybe appropriate to serve the South Neighborhood; however, the downtown should remain the focal point of retail services in the community. New developments should be designed and sited to avoid a long linear “strip” appearance, with a focus on attractive building and landscaping.

- Rural Preservation. The majority of the Village’s Planning Area is classified as Rural Preservation. The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, and limited single-family residential development. The Rural Preservation represents areas that are vital to the regions agricultural economy and are key ingredients of the rural character and image of the greater Luck area.

The following policies are recommended for the areas designated as Rural Preservation:

1. Land within the Rural Preservation classification may represent long-term areas for Village expansion, and therefore, this Plan strongly recommends against scattered rural development patterns that would prevent the Village from providing orderly, cost-effective growth in the long-term. Development requiring public utility extensions should not be allowed until such a time that a petition for annexation of the property occurs.
2. Some limited low-density development is anticipated in the Rural Preservation areas in accordance with adopted Town & County comprehensive plans and zoning ordinances.
3. Non-farm development shall be located on the least productive portion of the original parcel. Cluster development and conservation subdivisions are highly encouraged for all non-farm residential development. Where appropriate, developments should be arranged for potential re-subdivision into Village-sized lots with Village sewer.
4. Except for agriculturally-related business, Rural Preservation lands are not intended for commercial or industrial development.

Reclassification of land within this area may occur only after seventy-five (75) percent of the existing lots within Residential, Commercial, Industrial, or Planned Neighborhood classifications have been developed. If and when development is warranted, areas within this classification shall require an amendment to the Future Land Use Map to one or more of the development classifications listed herein.

- Conservation. This land use category includes areas that the Village wishes to protect because they are vital to the region's ecosystem and/or they are considered an important part of the Village's character and culture. Conservation areas may include land that is restricted from development due to slope or wetland characteristics, generally identified with the Resource Protection Area overlay in this plan. Conservation areas may also include land that is otherwise developable but which the Village chooses to protect by preventing such development. The intended use for Conservation land is passive recreation (bike and walking paths, cross country ski trails, etc.).

- Resource Protection Area³. The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat; to prevent and control water pollution; to prevent erosion and sedimentation; to prevent property damage caused by flooding; to preserve areas of natural beauty; and to provide areas for outdoor recreation. A majority of the Resource Protection Area is undeveloped, although some scattered development occurs within the boundaries of the identified areas. The classification represents areas that are vital to the region's ecosystem and are key ingredients of the image of the Village of Luck, and thus development in these areas shall be severely limited. The Resource Protection Area may not include all sensitive lands in the Village - property should always be surveyed prior to development to identify sensitive features. Mapped Resource Protection Areas include all land that meets one or more of the following conditions:
 1. Wetlands mapped as part of the WIDNR Wetland Inventory, or
 2. 100-Year Floodplains based on FEMA maps, or
 3. Areas with steep slopes greater than 20%

The following policies shall apply to areas designated as Resource Protection:

1. This classification is intended to function as an overlay district. The underlying future land use classification (Rural Preservation, Residential, etc.) remains in place, but the overlay classification adds an additional set of standards that also must be complied with.
2. Building, road construction, or land disturbance associated with nonagricultural development should be prohibited on slopes in excess of 20 percent.
3. All structures, except for boardwalks, viewing platforms, decks, and similar structures, shall be prohibited within seventy-five (75) feet of WDNR-designated wetlands or navigable bodies of water.
4. Recreational development or stormwater management activities that are compatible with natural resource protection may be permitted.

³ It should be noted that Resource Preservation Area delineations are shown only for local land use planning purposes and do not indicate any additional County, State or Federal regulations that would affect a landowner's ability to utilize the property for agricultural or development purposes.

5. New building development may be permitted provided the area no longer falls within WDNR designated wetland boundaries or FEMA designated floodplain boundaries and does not contain slopes greater than 20% (verified by the Village of Luck).

3.1.2 Amending the Future Land Use Map

The Village of Luck recognizes that from time to time changes to the future land use map may be necessary to account for changes in the current planning environment that were not anticipated when the map was originally created. *See section 2.7 for future land use map amendment policies.*

3.1.3 Interpreting Boundaries

It may be necessary to interpret land use boundaries as depicted in the Future Land Use Map when evaluating potential land use changes. *See section 2.7 for policies guiding the interpretation of map boundaries.*

4 IMPLEMENTATION

4.1 IMPLEMENTATION SUMMARY

The implementation element is defined as a compilation of programs and specific actions to be completed in stated sequence to implement the goals, objectives, policies, plans and programs contained within this plan, including proposed changes to any applicable zoning ordinances, official maps, sign regulations erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. The element describes how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element also includes a process for updating the comprehensive plan.

Each **Action** to be completed as part of the implementation of the Comprehensive Plan is highlighted under each section of this Chapter. A summary of all implementation actions is also provided in a table as an appendix to this plan. Some of the actions require considerable cooperation with others, including the citizens of Luck, neighboring municipalities, Polk County and State officials.

4.2 PROGRAMS AND STUDIES

The following lists actions that respond to issues that were raised during the planning process and include programs the Village should support and additional studies that should be undertaken by the Village as part of the implementation of the Comprehensive Plan.

➤ **Housing Actions:**

- **Action:** Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households.

➤ **Transportation Actions:**

- **Action:** Conduct a community wide pedestrian and bicycle study to identify pedestrian and bicycle improvements throughout the Village and develop a Pedestrian and Bicycle Plan for the Village.
- **Action:** Conduct a traffic analysis and study alternatives for transportation “problem areas” including CTH N & STH 35; STH 48 & STH 35; and Main St. & Butternut Ave. This study should also include an assessment of options and alternatives to ease congestion and improve safety along Seventh Ave adjacent to the school campus.
- **Action:** Develop a general capital improvements plan (CIP) to address transportation-related infrastructure needs.

➤ **Agricultural, Natural and Cultural Resources Actions:**

- **Action:** Develop a lake protection plan and a stormwater management plan to preserve Village Lakes from the effects of future lakeshore development and associated stormwater runoff.

4.3 REGULATORY MEASURES

Regulatory measures used to guide development are an important means of implementing the recommendations of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Village Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

4.3.1 Zoning Ordinance

Zoning is used to control the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

Zoning is controlled through the Village of Luck Zoning Code. The Village intends to use this plan along with the Zoning Code to guide future development. Beginning January 1, 2010, zoning changes must be consistent with the Village Comprehensive Plan. Any changes to the Village Zoning Code should be reviewed for consistency with the Village of Luck Comprehensive Plan.

- **This plan recommends maintaining the existing zoning administrative procedures and authorities.**
- **This plan does not require the rezoning of any parcels within the Village prior to its adoptions.**
- **Action: Review Zoning Code to ensure consistency with the Village Comprehensive Plan.**

4.3.2 Official Maps

The Village does not currently utilize an official map as authorized to do so by state statute (65 ILCS 5 / Art. 11 Div. 12). An official map shows the location of areas within 1.5 miles of the existing municipal boundary which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- **The Village does not have an Official Map and does not have plans to create one.**

4.3.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Village residents to a safe, healthful and attractive environment.

- **The Village does not have a sign ordinance. This Plan includes several policies relating to sign development and the Village of Luck should work to make sure they are addressed during development review. It may become necessary to develop a local ordinance.**

4.3.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis, Stats.

- **The Village does not have an erosion or stormwater control ordinance. Erosion control is regulated through the Village Zoning Code, while drainage and**

stormwater requirements are regulated through the Village Subdivision Regulations.

- **Action:** Review Zoning Code and Subdivision Regulations to ensure consistency with the Village Comprehensive Plan.

4.3.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (City, Village, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- **The Village does not have an historic preservation ordinance and does not have plans to adopt one.**

4.2.6 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- **The Village does not have a renewable energy ordinance, but this Plan includes policies that seek to encourage renewable energy sources throughout the community.**
- **Action:** Consider adopting the Wisconsin Model Small Wind Energy System Ordinance for the permitting and siting of small wind energy systems.
- **Action:** Review Village Zoning Code to ensure it supports and allows for the appropriate siting and installation of renewable energy systems.

4.3.7 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

- **This Plan includes several policies relating to site development. Design standards for streets, block design and lots are regulated through the Village Subdivision Regulations.**
- **Action:** Review Subdivision Regulations to ensure consistency with the Village Comprehensive Plan.

4.3.8 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- **The Village does not have a design review ordinance, and it does not intend to create one.**

4.3.9 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- **The Village requires adherence to the Uniform Dwelling Code, including building permit & inspection requirements.**

4.3.10 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- **The Village requires adherence to all state mechanical codes.**

4.3.11 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- **The Village requires adherence to the Wisconsin Sanitary Code & Polk County Sanitary Code.**

4.3.12 Land Division & Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the Village. The Village Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

The division of land in the Village of Luck is governed by the Wisconsin Statutes, the Village's Subdivision Regulations, and, within 1.5 miles of the Village of Luck, by the Village's extraterritorial plat review authority. This Plan includes recommendations to create subdivisions in the future using conservation subdivision design principles.

- **Action:** Create a conservation subdivision ordinance to specifically regulate such developments.

4.3.13 Neighborhood Planning

The Future Land Use Chapter recommends the development of planned neighborhoods. This concept encourages the creation of a mix of residential, institutional, recreational, and neighborhood business developments in the spirit of Traditional Neighborhood Design.

Neighborhood Plans are prepared with the purpose of guiding the growth and development for either largely undeveloped lands at a community's edge, or for existing built up areas that are in need of revitalization. A neighborhood plan is developed for a clearly delineated area and gives more detailed recommendations than would be provided in the comprehensive plan. A neighborhood plan does not function to replace the comprehensive plan but rather serves to augment it. It builds on the goals, policies and implementation steps in the comprehensive plan to provide a finer level of detail. Such plans should specify the location of proposed streets, sewer & water utilities, land uses, densities, open space, stormwater management facilities, recreational areas, and institutional uses.

By preparing a neighborhood plan, a clear signal is sent to the development community, landowners, and existing/future policy makers regarding expectations and desires of the community. The result is a “win-win” situation where the community gains the benefits of new tax base and a quality built environment that lends a sense of vibrancy to the community, while the development community gains project efficiency by avoiding protracted community debates or the possible denial of proposed projects. In addition, property within well-planned neighborhoods is typically more marketable and attractive to future buyers.

- **Action:** In order to foster a cohesive development pattern the Village should prepare detailed neighborhood plans and adopt them as a component to this Comprehensive Plan.

4.4 PLAN ADOPTION

In order to implement this Plan it must be recommend for approval by the Village Plan Commission. One copy of the Plan adopted by the Plan Commission for recommendation to the Village Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district, (b) the clerk of every Village, Village, town, and county that is adjacent to the Village, (c) the Department of Administration, (3) the regional planning commission in which the Village is located, (f) the public library that serves the area in which the Village is located. The Village will also send one copy of the plan, per written request, to any operator who has applied for or obtained a nonmetallic reclamation permit; a person who has registered a marketable nonmetallic mineral deposit; and any other property owner or leaseholder who has an interest in property allowing the extraction of nonmetallic mineral resources. (Refer to Section 66.1001(4)(b), Stats.)

After the Commission recommends the Plan by resolution, the Village Board must adopt the Plan by ordinance. Prior to adopting the Plan, the Village Board will hold at least one public hearing to discuss the recommended plan (§§ 66.1001 (4)(d)). At least 30 days prior to the hearing a Class 1 notice will be published that contains, at a minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposal before the hearing.

Prior to adopting the Plan, the Village Board will provide an opportunity for written comments by the public and respond to such comments through review and discussion at a Village Board meeting.

The Village Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001(4)(c), Stats.). The adopted plan and ordinance shall be distributed to the aforementioned parties

in Section 66.1001(4)(b), Stats. The plan shall contain all nine elements identified in Section 66.1001(2), Stats. If the Village Board asks the Planning Commission to revise the recommended plan, it is not mandatory that these revisions be sent to the distribution list. However, in the spirit of public participation and intergovernmental cooperation revisions that constitute a substantial change to the recommended plan may be sent to the distribution list.

4.5 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community’s land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin’s Comprehensive Planning Law, beginning on January 1, 2010 if the Village of Luck engages in any of the actions listed below, those actions shall be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, Village, or Village zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action shall be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for profit organizations that are contained in this plan.

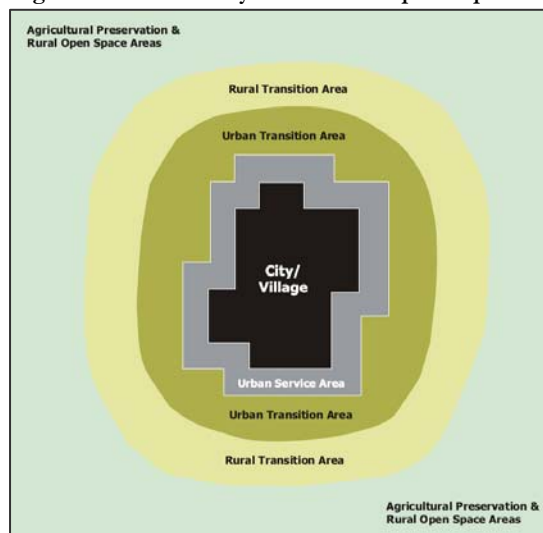
The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Village of Luck reviewed, updated, and completed all elements of this plan together, and the following inconsistencies exist.

Inconsistencies with the 2003 Polk County Land Use Plan

In developing this Plan, the Village of Luck strived to maintain consistency among development policies for areas in which planning authority overlaps with Polk County.

The Village of Luck Future Land Use map is consistent with the Polk County desired development patterns (see Figure 4.1) which seeks to promote higher densities of residential development and urban land uses within and adjacent to incorporated areas, moving to lower residential development, open space and agricultural preservation further away from incorporated areas. The Village of Luck Comprehensive Plan includes policies consistent with policies for Incorporated Community Areas as contained with the Polk County Land Use Plan. For areas outside of the municipal boundary, this plan contains policies consistent with the Urban Transition and Rural Transition, and Agricultural Preservation and Rural Open Space Areas as identified in the Polk County plan.

Figure 4.1: Polk County desired development pattern



- **Action: Circulate the Village of Luck Comprehensive Plan to Polk County for review and comment.**

Inconsistencies with adjacent Town Comprehensive Plans

At the time of plan adoption, the Town of Luck had not prepared a Comprehensive Plan. The Town of Milltown prepared and adopted a Comprehensive Plan consistent with the Wisconsin Comprehensive Planning Law in June 2002. The Town's Comprehensive Plan sets forth Future Land Uses for areas within the Village of Luck's extraterritorial approval jurisdiction. Land uses within this area are predominantly Agricultural and Wooded Land Areas, consistent with the Rural Preservation classification identified in this plan. Coordination between the Village and the Town of Milltown will be helpful in reducing costly scattered development. The policies of this Plan encourage continued cooperation with the Towns of Luck and Millton.

- **Action: Circulate the Village of Luck Comprehensive Plan to the Towns of Luck and Milltown for review and comment.**

4.6 PLAN MONITORING, AMENDING & UPDATING

To monitor consistency with the Comprehensive Plan the Village shall regularly revisit this plan to review its content prior to any important decisions, especially those that will affect land use. Members of the Village Board, Plan Commission and any other decision-making body should periodically review the plan and identify areas that might need to be amended. Special attention should be paid to the actions identified in this plan, and to the timetable for their completion. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines and assigned to specific individuals, boards or committees for completion per the new schedule.

Although this Plan has described policies and actions for future implementation, it is impossible to predict the exact future conditions in the Village. Amendments may be appropriate in years following the adoption of the plan, particularly when the plan becomes contradictory toward emerging issues or trends. An amendment may also be needed due to accommodate a unique proposal not previously considered; however, amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals should be avoided or the plan loses integrity and becomes meaningless.

Amendments are any changes to plan text or maps and are defined as either being minor or major. Minor amendments are defined as changes to plan text or maps that are not associated with a development proposal. Major amendments are defined as changes to plan text or maps that are associated with a development proposal. In order to provide economies of scale, minor amendment requests should be collected throughout the year and addressed at a specified annual joint meeting of the Plan Commission & Village Board (recommended for January to review requests of the previous year). Major amendments requests (i.e. future land use map amendment) can be aligned with the development review process (i.e. zoning or subdivision meetings). The processes are essentially the same (plan commission recommendation, public hearing, governing body takes final action) except for some differences in notice requirements. Using the more stringent notice requirements of the State comprehensive law can satisfy both processes.

Whether reviewing the request for a minor or major amendment, it is important to ensure that the change does not trigger the need to alter something else in the comprehensive plan. The proposed amendment should be evaluated based on its merits and whether it is consistent, or would cause inconsistencies, with the other elements of the plan.

- **Action:** Hold one annual joint meeting between the Village Board and Plan Commission to:
 - Review the Village’s progress in implementing the recommendations of the plan,
 - Establish new deadlines and responsibilities for new or unfinished recommendations,
 - Identify proposals or decisions that were consistent (or inconsistent) with the plan,
 - Identify any minor or major plan amendments that are needed or have been requested for review.

Frequent requests for minor or major amendments to the comprehensive plan should signal the need for a plan update. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. Per the requirements of State comprehensive planning law, this Plan needs to be updated at least once every ten years. Updates could be coordinated with the release of new demographic and economic data (as with new census), or the release of updated mapping layers (such as FEMA Flood Maps), as the assumptions of the previous plan might be reconsidered in light of the new information.

- **Action:** Update this Comprehensive Plan at least once every ten years per the requirements of the State comprehensive planning law.

To follow State comprehensive planning law, the Village shall use the same process to amend or update the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is). Proposed amendments should be channeled through the local Plan Commission for recommendation, with final action occurring at the Village Board, including proper public notices and hearings. For most amendments, the Village does not need to circulate the entire plan to the aforementioned parties in Section 66.1001(4)(b), only the portion that is being amended. All the governmental entities to whom this amendment is submitted will have already received the full version of the plan when it was originally adopted. For the purpose of record keeping, Page ii of this Plan contains an area to list any amendments made to this plan after its original adoption.

4.7 SEVERABILITY

If any provision of this Comprehensive Plan shall be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

5 EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the US Census collects is from a sample of the total population; and therefore, are subject to both sampling errors (deviations from the true population) and non-sampling errors (human and processing errors).

5.1 ISSUES & OPPORTUNITIES

This element provides a baseline assessment of the Village of Luck past, current, and projected population statistics and covers all of the information required under *SS66.1001*. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Village of Luck.

5.1.1 Population Statistics & Projections

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding chapters.

Table 5.1: Population & Age Distribution

| Population | Village of Luck Number | Village of Luck Percent | Polk County Number | Polk County Percent | Wisconsin Number | Wisconsin Percent |
|---------------------------|------------------------|-------------------------|--------------------|---------------------|------------------|-------------------|
| Total Population (1970) | 848 | 100.0% | 26,666 | 100.0% | 4,417,821 | 100.0% |
| Total Population (1980) | 997 | 100.0% | 32,351 | 100.0% | 4,705,642 | 100.0% |
| Total Population (1990) | 1,022 | 100.0% | 34,773 | 100.0% | 4,891,769 | 100.0% |
| Total Population (2000) | 1,210 | 100.0% | 41,319 | 100.0% | 5,363,675 | 100.0% |
| Total Population (2005)* | 1,227 | 100.0% | 44,613 | 100.0% | 5,580,757 | 100.0% |
| SEX AND AGE (2000) | | | | | | |
| Male | 556 | 46.0% | 20,650 | 50.0% | 2,649,041 | 49.4% |
| Female | 654 | 54.0% | 20,669 | 50.0% | 2,714,634 | 50.6% |
| Under 5 years | 51 | 4.2% | 2,427 | 5.9% | 342,340 | 6.4% |
| 5 to 9 years | 92 | 7.6% | 2,962 | 7.2% | 379,484 | 7.1% |
| 10 to 14 years | 109 | 9.0% | 3,293 | 8.0% | 403,074 | 7.5% |
| 15 to 19 years | 68 | 5.6% | 3,145 | 7.6% | 407,195 | 7.6% |
| 20 to 24 years | 58 | 4.8% | 1,788 | 4.3% | 357,292 | 6.7% |
| 25 to 34 years | 128 | 10.6% | 4,633 | 11.2% | 706,168 | 13.2% |
| 35 to 44 years | 192 | 15.9% | 6,794 | 16.4% | 875,522 | 16.3% |
| 45 to 54 years | 135 | 11.2% | 5,947 | 14.4% | 732,306 | 13.7% |
| 55 to 59 years | 32 | 2.6% | 2,156 | 5.2% | 252,742 | 4.7% |
| 60 to 64 years | 48 | 4.0% | 1,927 | 4.7% | 204,999 | 3.8% |
| 65 to 74 years | 97 | 8.0% | 3,111 | 7.5% | 355,307 | 6.6% |
| 75 to 84 years | 121 | 10.0% | 2,223 | 5.4% | 251,621 | 4.7% |
| 85 years and over | 79 | 6.5% | 913 | 2.2% | 95,625 | 1.8% |
| Median Age (2000) | 40.0 | | 38.7 | | 36.0 | |

Source: US Census, *WIDOA Estimate

From year 1970 to 2000, the population for the Village of Luck increased by 42.7%, while the growth in Polk County increased by 56.0% and 21.4% for the State. The Department of Administration estimated that the population in the Village increased only slightly to 1,227 by the year 2005. By comparison, the median population for Wisconsin villages in year 2005 was 785. The average Wisconsin village grew in population by 47.3% from year 1970 to 2000 and by 3.8% from year 2000 to 2005. Based on 2005 estimates, the Village of Luck ranked 139 out of 402 Wisconsin villages in total population.

The age group (cohort) in the Village with the highest population is those 35 to 44 years old (15.9%). This is also the highest percentage age cohort for Polk County and the State. The median age is 40.0, which is slightly higher than the County and the State median age. Approximately 28.5% of the population is at or near retirement age (60+), which is considerably higher than the County (19.8%) and the State (16.9%) averages.

Population projections allow a community to anticipate and plan for future growth needs. In year 2004, the Wisconsin Department of Administration released population projections to year 2025 for every municipality in Wisconsin, and projections to year 2030 for counties. The WIDOA projected the Village of Luck population will grow to 1,365 by year 2025, about 2.67% of the Polk County total for that year. The WIDOA projects the population in Polk County will increase to 52,257 by year 2030. In order to derive municipal population projections for 2030, MSA held constant the WIDOA county total and the 2025 proportion of countywide population. This resulted in a 2030 population projection of 1,394, an increase of 15.2% since year 2000. The WIDOA projects the population in Polk County will increase by 26.5% over this horizon. However, it should be noted that the WIDOA projection methodology tends to rely heavily on past population trends. The WIDOA states that...

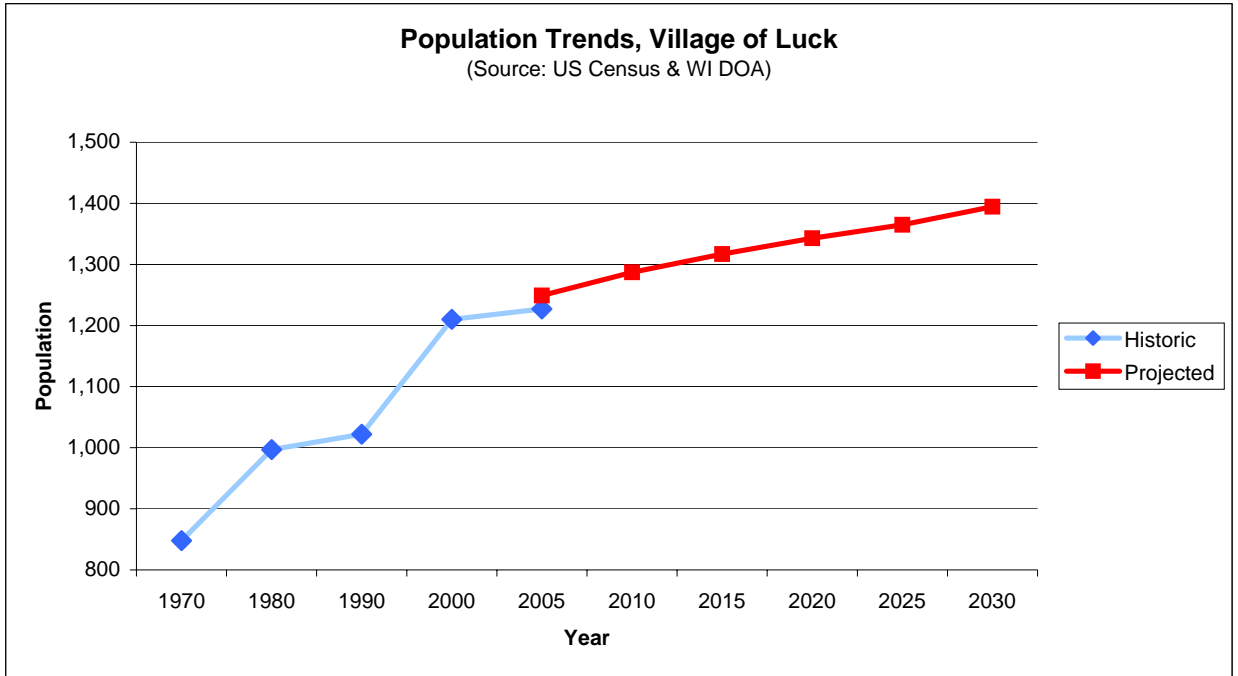
“Local geophysical conditions, environmental concerns, current comprehensive land use plans, existing zoning restrictions, taxation, and other policies influence business and residential location. These and other similar factors can govern the course of local development and have a profound effect on future population change were not taken into consideration in the development of these projections.”

Table 5.2: Population Projections

| Population | Village of Luck | Town of Luck | Town of Milltown | Polk County | Wisconsin |
|-----------------------------------|-----------------|--------------|------------------|-------------|-----------|
| Total Population (1970) | 848 | 663 | 691 | 26,666 | 4,417,821 |
| Total Population (1980) | 997 | 863 | 943 | 32,351 | 4,705,642 |
| Total Population (1990) | 1,022 | 880 | 949 | 34,773 | 4,891,769 |
| Total Population (2000) | 1,210 | 881 | 1,146 | 41,319 | 5,363,675 |
| Total Population (2005)* | 1,227 | 875 | 1,235 | 44,613 | 5,580,757 |
| WIDOA Projection | | | | | |
| Total Population (2005) | 1,249 | 875 | 1,235 | 44,613 | 5,563,896 |
| Total Population (2010) | 1,287 | 865 | 1,310 | 45,901 | 5,751,470 |
| Total Population (2015) | 1,317 | 853 | 1,381 | 47,842 | 5,931,386 |
| Total Population (2020) | 1,343 | 840 | 1,446 | 49,592 | 6,110,878 |
| Total Population (2025) | 1,365 | 825 | 1,505 | 51,152 | 6,274,867 |
| Total Population (2030)** | 1,394 | 843 | 1,538 | 52,257 | 6,415,923 |
| Percent Growth (2000-2030) | 15.2% | -4.3% | 34.2% | 26.5% | 19.6% |

Source: US Census, Projection WIDOA, *2005 WIDOA Estimate, **2030 MSA Projection for municipalities

Figure 5.1: Population Trends



5.2 HOUSING

This element provides a baseline assessment of the Village of Luck current housing stock and covers all of the information required under SS66.1001. Information includes: past and projected number of households, age & structural characteristics, occupancy & tenure characteristics, and value & affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Village of Luck.

5.2.1 Households & Housing Units: Past, Present, and Future

In year 2000, there were 500 households in the Village of Luck, an increase of 67.2% since 1970. During the same period, total households increased by 95% and 57%, respectively, for all of Polk County and the State. The higher increase in households (67.2%) vs. population (42.7%), from year 1970 to 2000, can be attributed to the decrease in the average size of households. Since 1970, the number of persons per household has been decreasing in Wisconsin. In Luck, the number of persons per household has decreased from 2.8 to 2.3, a trend that can be attributed to smaller family sizes and increases in life expectancy.

Table 5.3: Households & Housing Units

| Housing | Village of Luck | Town of Luck | Town of Milltown | Polk County | Wisconsin |
|-----------------------------|-----------------|---------------|------------------|-------------|-----------|
| Total Households (1970) | 299 | 224 | 226 | 8,337 | 1,328,804 |
| Total Households (1980) | 404 | 292 | 315 | 11,394 | 1,652,261 |
| Total Households (1990) | 430 | 315 | 343 | 13,056 | 1,822,118 |
| Total Households (2000) | 500 | 339 | 441 | 16,254 | 2,084,544 |
| People per Household (1970) | 2.8 | 3.0 | 3.1 | 3.2 | 3.3 |
| People per Household (1980) | 2.5 | 3.0 | 3.0 | 2.8 | 2.8 |
| People per Household (1990) | 2.4 | 2.8 | 2.8 | 2.7 | 2.7 |
| People per Household (2000) | 2.3 | 2.6 | 2.6 | 2.5 | 2.6 |
| Housing Units (1970) | Not Available | Not Available | Not Available | 9,801 | 1,482,322 |
| Housing Units (1980) | 417 | 316 | 411 | 12,980 | 1,863,857 |
| Housing Units (1990) | 501 | 381 | 745 | 18,562 | 2,055,774 |
| Housing Units (2000) | 572 | 400 | 811 | 21,129 | 2,321,144 |

Source: US Census, *WIDOA Estimate

*Total Households include any unit that is **occupied**.

Housing units are all those available, including occupied **and vacant units or seasonal units.

Household projections allow a community to begin to anticipate future land use needs. The household projections were derived using reports from the Wisconsin Department of Administration (2004). The WIDOA projected that Village of Luck total households will grow steadily to 612 by year 2025, comprising 2.77% of the Polk County total. The WIDOA projected that there will be 22,803 households in Polk County by year 2030, but has not yet published population and household projections at the municipal level.

MSA utilized WIDOA projections to derive 2030 household projections for municipalities in three steps. Since household size is projected to continue to decline in the future, the first step was to project the 2030 household size based on WIDOA trends. For the Village of Luck, there are expected to be 2.22 people per household in year 2030. Next, the projected 2030 population was divided by the 2030 household size. Finally, an adjustment factor was used to ensure that the total number of households for all Polk County municipalities added up to the WIDOA county total of 22,803. The 2030 projected number of households in the Village is 627, a 25.4% increase from 2000 to 2030. The WIDOA and MSA household figures are derived from their population projections; therefore, they have the same

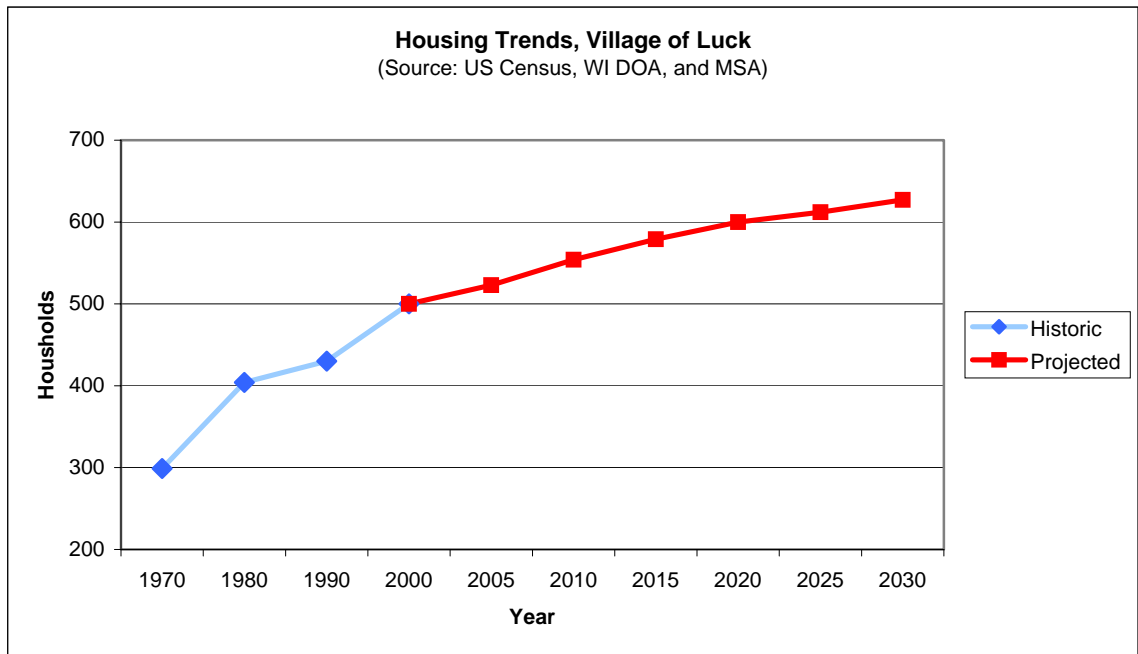
limitations. Data in Table 5.4 indicates that housing growth in the Village of Luck will be slower than Polk County, and close to the State overall. Meanwhile, growth in households in the Town of Milltown is expected to occur at a much higher rate of 51.5%.

Table 5.4: Projected Households

| Household Projections | Village of Luck | Town of Luck | Town of Milltown | Polk County | Wisconsin |
|-----------------------------------|-----------------|--------------|------------------|-------------|-----------|
| Total Households (2000) | 500 | 339 | 441 | 16,254 | 2,084,544 |
| Total Households (2005) | 523 | 342 | 480 | 17,401 | 2,190,210 |
| Total Households (2010) | 554 | 348 | 528 | 18,842 | 2,303,238 |
| Total Households (2015) | 579 | 352 | 570 | 20,083 | 2,406,798 |
| Total Households (2020) | 600 | 354 | 609 | 21,179 | 2,506,932 |
| Total Households (2025) | 612 | 352 | 644 | 22,091 | 2,592,462 |
| Total Households (2030)* | 627 | 364 | 668 | 22,803 | 2,667,688 |
| Percent Growth (2000-2030) | 25.4% | 7.4% | 51.5% | 40.3% | 28.0% |

Source: US Census, Projection WIDOA, *MSA projection for municipalities

Figure 5.2: Housing Trends



5.2.3 Age & Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently-built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of the Village of Luck’s 567 housing units in the year 2000, 56.8% were built before 1970 and 16.2% were built before 1940.

Table 5.5: Housing Age Characteristics

| Year Structure Built | Number | Percent |
|----------------------|------------|---------------|
| 1939 or Earlier | 92 | 16.2% |
| 1940 to 1959 | 186 | 32.8% |
| 1960 to 1969 | 44 | 7.8% |
| 1970 to 1979 | 85 | 15.0% |
| 1980 to 1989 | 59 | 10.4% |
| 1990 to 1994 | 38 | 6.7% |
| 1995 to 1998 | 36 | 6.3% |
| 1999 to March 2000 | 27 | 4.8% |
| Total | 567 | 100.0% |

Source: US Census, Village of Luck

Beginning in 2005, Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

As of the 2000 US Census, 73% of the Village of Luck’s housing units were single-family homes, 11% of the housing units were within buildings with 2-4 units, and 7% of the units were in multifamily residential buildings with at least five units. 9% of the units in the Village are mobile homes.

5.2.4 Occupancy & Tenure Characteristics

According to the 2000 Census, the Village of Luck had 500 occupied housing units. Of these, 67% were owner occupied at the time of the Census, approximately the same as in 1990. Of all housing units in the Village, 72 (12.6%) were vacant. Of these, 49 were for seasonal, recreational, or occasional use. Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant.

Figure 5.3: Housing Unit Types

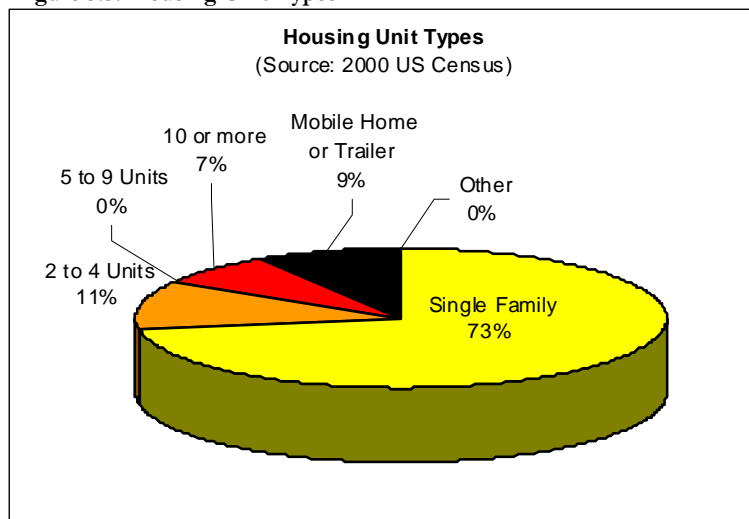


Table 5.6: Housing Occupancy Characteristics

| Occupancy | 1990 Number | 1990 Percent | 2000 Number | 2000 Percent |
|-------------------------------|-------------|--------------|-------------|--------------|
| Owner Occupied Housing Units | 288 | 28.5% | 335 | 58.6% |
| Renter Occupied Housing Units | 141 | 14.0% | 165 | 28.8% |
| Vacant Housing Units | 72 | 7.1% | 72 | 12.6% |
| Homeowner Vacancy Rate | - | 1.0% | - | 1.5% |
| Rental Vacancy Rate | - | 2.8% | - | 4.1% |

Source: US Census, Village of Luck

Of the owner-occupied housing units in year 2000, about half (49%) had been lived in by the same householder for only five or fewer years (1995-2000) and two thirds (67.4%) for 10 or fewer years (1990-2000). Of the population five years and older, 47.9% had lived in a different house in 1995; 11.2% were living outside of Polk County, and 7.5% were living outside of Wisconsin. This shows that households moving to the Village from 1995 to 2000 arrived more frequently from inside the County than from outside.

Table 5.7: Housing Tenure & Residency

| Year Head of Household Moved into Unit | Percent of Housing Units | Residence in 1995 | Percent of Population 5 years an older |
|--|--------------------------|-------------------------------|--|
| 1969 or earlier | 6.3% | Same House in 1995 | 50.3% |
| 1970 to 1979 | 6.1% | Different House in US in 1995 | 47.9% |
| 1980 to 1989 | 16.5% | Same County | 36.7% |
| 1990 to 1994 | 18.4% | Different County | 11.2% |
| 1995 to 2000 | 49.0% | Same State | 3.7% |
| | | Different State | 7.5% |

Source: US Census, Village of Luck

5.2.5 Value & Affordability Characteristics

In year 2000, the median value for a home in the Village of Luck was \$79,600, compared to \$100,200 for Polk County and \$112,200 for Wisconsin. The median value increased 78.1% from 1990 to 2000, while the County and State median values increased 87% and 81% respectively. Meanwhile, median household income increased 59% for Village households from year 1990 to 2000 (see Economic Development). Most homes, 74%, were valued under \$100,000 in 2000. Median monthly rent in the Village of Luck was \$436, compared to \$440 for Polk County and \$540 for Wisconsin.

Table 5.8: Home Value and Rental Statistics

| Value of Owner-Occupied Units | 1990 Percent | 2000 Percent | Gross Rent for Occupied Units | 1990 Percent | 2000 Percent |
|-------------------------------|--------------|--------------|-------------------------------|--------------|--------------|
| Less than \$50,000 | 60.3% | 9.5% | Less than \$200 | 31.4% | 16.8% |
| \$50,000 to \$99,999 | 37.6% | 64.8% | \$200 to \$299 | 35.0% | 8.4% |
| \$100,000 to \$149,999 | 2.1% | 14.4% | \$300 to \$499 | 31.4% | 35.3% |
| \$150,000 to \$199,999 | 0.0% | 9.5% | \$500 to \$749 | 0.0% | 29.3% |
| \$200,000 to \$299,999 | 0.0% | 1.9% | \$750 to \$999 | 0.0% | 7.8% |
| \$300,000 to \$499,999 | 0.0% | 0.0% | \$1,000 to \$1,499 | 0.0% | 0.0% |
| \$500,000 to \$999,999 | 0.0% | 0.0% | \$1,500 or more | 0.0% | 0.0% |
| \$1,000,000 or more | 0.0% | 0.0% | No cash rent | 2.1% | 2.4% |
| Median Value | \$44,700 | \$79,600 | Median Rent | \$240 | \$436 |

Source: US Census, Village of Luck

Table 5.9: Recent Home Sales, Polk County

| Year | Number of Home Sales | Median Sale Price YTD |
|----------------|----------------------|-----------------------|
| 1997 | 293 | \$84,400 |
| 1998 | 317 | \$90,800 |
| 1999 | 368 | \$99,100 |
| 2000 | 345 | \$109,300 |
| 2001 | 441 | \$128,100 |
| 2002 | 464 | \$137,500 |
| 2003 | 619 | \$145,000 |
| 2004 | 616 | \$152,900 |
| 2005 | 624 | \$158,700 |
| 2006 | 530 | \$154,500 |
| Average | 462 | \$126,030 |

Source: WI Realtors Association, Polk County

Table 5.9 displays the number of home sales and the median sale price for housing transactions in Polk County from year 1997 to 2006. Within this time period, the median price of home sales increased by 83% overall, and decreased slightly for the first time between 2005 and 2006.

In the Village of Luck, affordable housing opportunities are often provided through the sale of older housing units located throughout the Village. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter’s monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, only 16.7% exceeded the “affordable” threshold in year 2000. In year 2000, the median percentage of household income spent on owner occupied units with a mortgage was 22.3%, slightly higher than the County median of 20.8%. These figures are far below the

Chapter 5 Existing Conditions

30% threshold established by HUD, indicating that housing is generally affordable to most Village residents.

The Luck Housing Authority provides 16 subsidized housing units in the Maple View Apartment complex. These units are prioritized for elderly and disabled residents, but can be made available to near elderly residents if not fully occupied. As of late 2007, the units were fully occupied (telephone conversation with Luck Housing Authority staff).

Table 5.10: Home Costs Compared to Income

| Selected Monthly Owner Costs as a Percentage of Household Income | Percent | Gross Rent as a Percentage of Household Income | Percent |
|---|----------------|---|----------------|
| Less than 15% | 32.2% | Less than 15% | 18.0% |
| 15% to 19.9% | 21.6% | 15% to 19.9% | 113.2% |
| 20% to 24.9% | 18.9% | 20% to 24.9% | 18.0% |
| 25% to 29.9% | 10.6% | 25% to 29.9% | 13.8% |
| 30% to 34.9% | 5.3% | 30% to 34.9% | 10.2% |
| 35% or more | 11.4% | 35% or more | 22.2% |
| Not computed | 0.0% | Not computed | 4.8% |
| Median (1990) with mortgage | 20.9% | Median (1990) | 29.4% |
| Median (2000) with mortgage | 22.3% | Median (2000) | 24.6% |

Source: US Census, Village of Luck

5.3 TRANSPORTATION

This element provides a baseline assessment of the Village of Luck transportation facilities and covers all of the information required under SS66.1001. Information includes: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian & bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance & improvements, and state & regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in the Village of Luck.

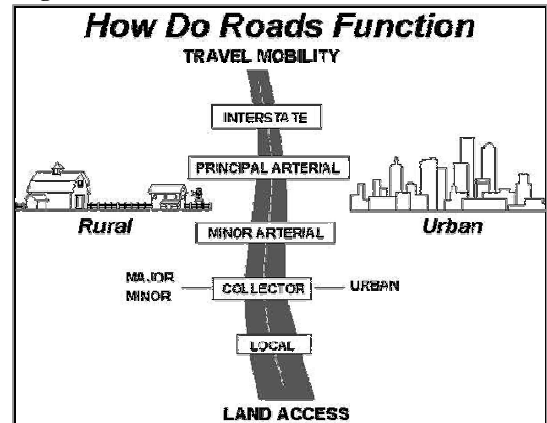
5.3.1 Existing Transportation Facilities

5.3.1.1 Highways & the Local Street Network

There are approximately 54 miles of roadway within the Plan Area (17 miles within municipal boundaries). All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is "channelized" within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Village of Luck Transportation Facilities Map)

- **Arterials** – accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.
- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.

Figure 5.4: Functional Classifications



5.3.1.2 Commuting Patterns

Table 5.11: Commuting Methods

| Commuting Methods Residents 16 Years or Older | Number | Percent |
|--|------------|---------------|
| Car, Truck, Van (alone) | 402 | 80.9% |
| Car, Truck, Van (carpooled) | 42 | 8.5% |
| Public Transportation (including taxi) | 0 | 0.0% |
| Walked | 29 | 5.8% |
| Other Means | 4 | 0.8% |
| Worked at Home | 20 | 4.0% |
| Mean Travel Time to Work (minutes) | 22.5 | X |
| Total (Workers 16 Years or Over) | 497 | 100.0% |

Source: US Census, Village of Luck

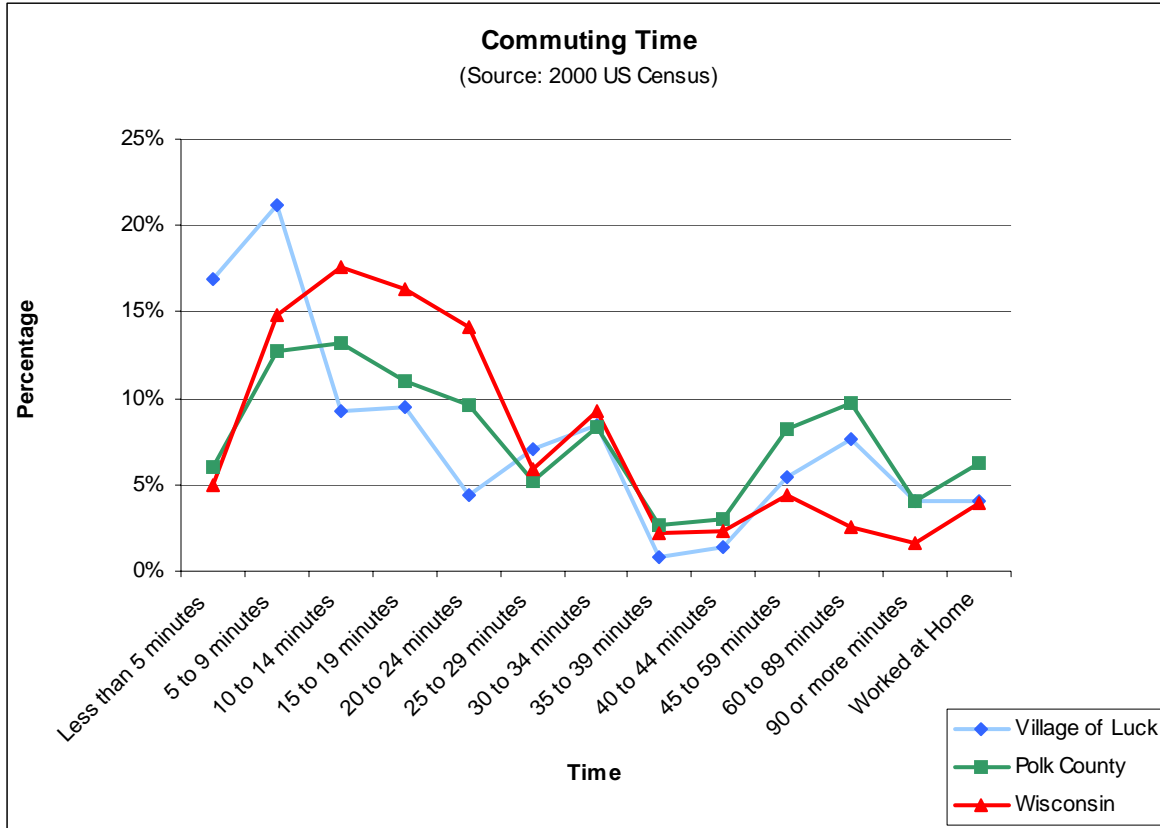
Table 5.11 shows commuting choices for resident workers over age 16. Nearly 90% of local workers use automobiles to commute to work, about 9% percent report carpooling. 4% of residents worked at home and did not commute to work. The average employee can travel to work in 22.5 minutes. This is only slightly higher than the overall State of Wisconsin mean travel time to work of 21 minutes. Seeing as nearly 40% of employed residents have a commute of less than 10 minutes, the higher average commute time is probably due to residents who work outside of State (see Table 5.12), likely in the Twin Cities Metro Area.

Table 5.12: Residents Place of Work

| Place of Work, Residents 16 Years or Older | Village of Luck | Polk County |
|--|-----------------|-------------|
| In County (within Village of Luck) | 31.6% | 61.7% |
| In County (outside Village of Luck) | 46.7% | |
| Outside of County, but in WI | 6.4% | 15.0% |
| Outside of State | 15.3% | 23.3% |

Source: US Census

Figure 5.5: Commuting Time



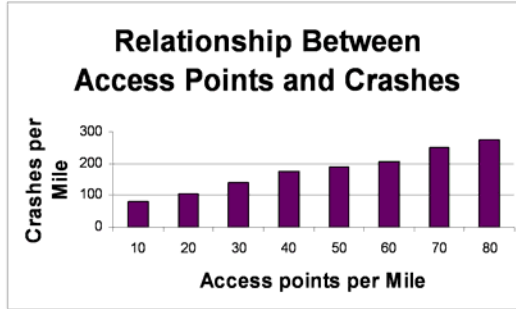
5.3.1.3 Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State approximately once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The Transportation Facilities Map displays AADT along STH 35, STH 48, & CTH N in the Village of Luck for 1998 and 2006. All of these primary Village streets are operating well below design capacity, which according to the Highway Capacity Manual (Second Edition) is 13,000 AADT for a two lane urban street. (Refer to the Village of Luck Transportation Facilities Map)

5.3.1.4 Access Management & Safety

Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

Figure 5.6: Relationship Between Access Points And Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are intended to move traffic

through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

It is estimated that a single-family home generates 9.5 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

Table 5.13: Trip Generation Estimates

| Land Use | Base Unit | Rates | | |
|-------------------------------|--------------------|---------|--------|----------------|
| | | AM Peak | ADT | ADT Range |
| Residential | | | | |
| Single Family Home | per dwelling unit | .75 | 9.55 | 4.31-21.85 |
| Apartment Building | per dwelling unit | .41 | 6.63 | 2.00-11.81 |
| Condo/Town Home | per dwelling unit | .44 | 10.71 | 1.83-11.79 |
| Retirement Community | per dwelling unit | .29 | 5.86 | |
| Mobile Home Park | per dwelling unit | .43 | 4.81 | 2.29-10.42 |
| Recreational Home | per dwelling unit | .30 | 3.16 | 3.00-3.24 |
| Retail | | | | |
| Shopping Center | per 1,000 GLA | 1.03 | 42.92 | 12.5-270.8 |
| Discount Club | per 1,000 GFA | 65 | 41.8 | 25.4-78.02 |
| Restaurant | | | | |
| (High-turnover) | per 1,000 GFA | 9.27 | 130.34 | 73.5-246.0 |
| Convenience Mart w/ Gas Pumps | per 1,000 GFA | | 845.60 | 578.52-1084.72 |
| Convenience Market (24-hour) | per 1,000 GFA | 65.3 | 737.99 | 330.0-1438.0 |
| Specialty Retail | per 1,000 GFA | 6.41 | 40.67 | 21.3-50.9 |
| Office | | | | |
| Business Park | per employee | .45 | 4.04 | 3.25-8.19 |
| General Office Bldg | per employee | .48 | 3.32 | 1.59-7.28 |
| R & D Center | per employee | .43 | 2.77 | .96-10.63 |
| Medical-Dental | per 1,000 GFA | 3.6 | 36.13 | 23.16-50.51 |
| Industrial | | | | |
| Industrial Park | per employee | .43 | 3.34 | 1.24-8.8 |
| Manufacturing | per employee | .39 | 2.10 | .60-6.66 |
| Warehousing | 1,000 GFA | .55 | 3.89 | 1.47-15.71 |
| Other | | | | |
| Service Station | per pump | 12.8 | 168.56 | 73.0-306.0 |
| Village Park | per acre | 1.59 | NA | NA |
| County Park | per acre | .52 | 2.28 | 17-53.4 |
| State Park | per acre | .02 | .61 | .10-2.94 |
| Movie Theatre | per movie screen | 89.48 | 529.47 | 143.5-171.5 |
| | Saturday (PM Peak) | | | |
| Day Care Center | per 1,000 GFA | 13.5 | 79.26 | 57.17-126.07 |

Source: Institute of Transportation Engineers (ITE). Trip Generation.

5.3.2 Additional Modes of Transportation

5.3.2.1 Transit Service

Currently no bus service exists within the Village of Luck. Greyhound Lines makes stops in St. Paul (approximately 65 miles from Luck) and Eau Claire (approximately 90 miles from Luck), should Luck residents wish to make a long haul trip by bus.

5.3.2.2 Transportation Facilities for the Elderly or Disabled

Polk County Aging Department provides transportation for elderly and disabled citizens of Polk County, including Luck residents. Transportation services are available which allow County residents who are either over 54 years old or disabled to get to medical appointments and adult daycare facilities. The service uses voluntary drivers (reimbursed for mileage) and has an approximate monthly ridership of 500 people across Polk County (Source: Polk County Aging Department).

Through a separate non-profit entity, residents who use wheelchairs can access rides to and from the Adult Development Center in Balsam Lake. Rides with this service are either paid for out of pocket by the resident, or reimbursed by their medical assistance when possible. For all other personal errands such as grocery trips, etc., Polk County residents are referred to Interfaith Caregivers in St. Croix Falls.

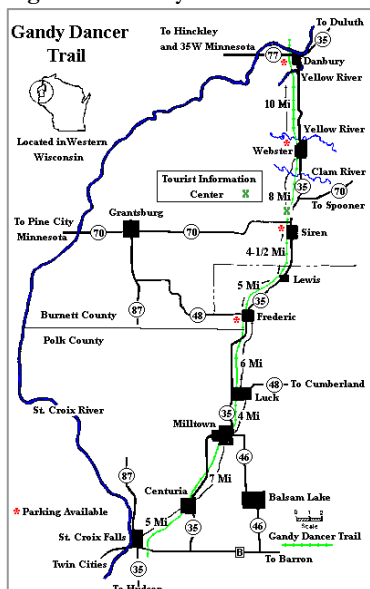
5.3.2.3 Pedestrian & Bicycle Transportation

Walkers and bikers currently use the Village’s existing trails, roadways, and sidewalks, although sidewalks are not available in some portions of the Village. The WisDOT maintains a map of bicycling conditions for Polk County. These maps have been recently updated using 2004 traffic and roadway data <http://www.dot.wisconsin.gov/travel/bike-foot/countymaps.htm>. Figure 5.7 displays the portion of the map for the Plan Area. Green routes indicate roadways considered to be in the best condition for biking, blue routes indicate moderate conditions for biking, and red routes indicate undesirable conditions.

Figure 5.7: Bicycling Conditions



Figure 5.8: Gandy Dancer Trail



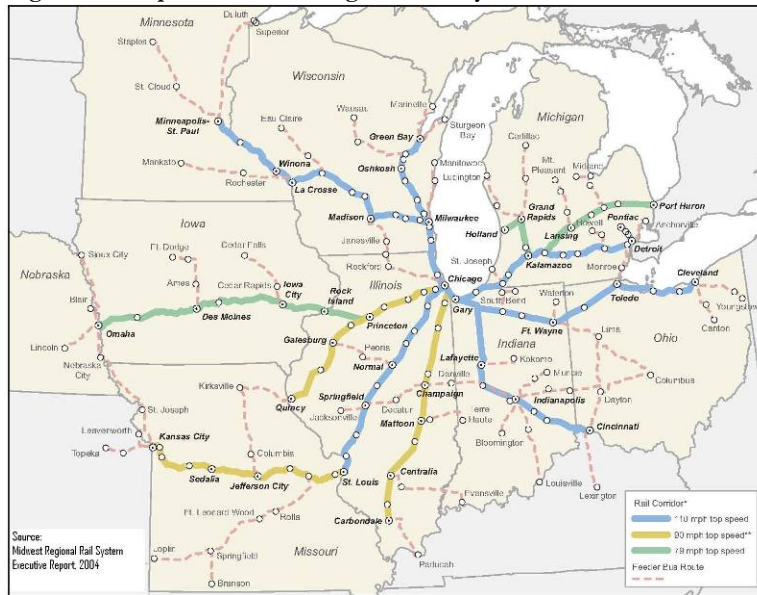
In addition, the 98-mile Gandy Dancer State Trail runs along an old railroad grade through Polk County, connecting St. Croix Falls with Superior. The southern half of the trail, which is appropriate for bicycling, is surfaced with crushed limestone, and connects the Village of Luck with Milltown, Frederic, and several other municipalities.

The *Wisconsin Bicycle Facility Design Handbook*, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the *Bicycle Transportation Plan 2020* and the *Pedestrian Plan 2020*. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

5.3.2.4 Rail Road Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A recent commodity forecast predicts growth in state freight rail tonnage of 51% by the year 2020. Freight rail enters Polk County at Osceola on the Canadian National Railway, but does not enter the Village of Luck.

Figure 5.9: Proposed Midwest Regional Rail System



*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.
 **In Missouri, current restrictions limit train speeds to 79 mph.

Chicago based passenger rail network. The MWRRS would provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul, Milwaukee, and Green Bay. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying. (Source: WisDOT Rail Issues and Opportunities Report, 2004)

5.3.2.5 Aviation Service

As of January 2000, the State Airport System is comprised of 95 publicly owned, public use airports and five privately owned, public use airports. In its *State Airport System Plan 2020*, the WisDOT does not forecast any additional airports will be constructed by year 2020. The Federal Aviation Administration (FAA) classifies airports into four categories: 1) Air Carrier/Cargo, 2) Transport/Corporate, 3) General Utility, 4) Basic Utility.

The Federal Aviation Administration (FAA) lists Amery Municipal Airport and LO Simenstad Municipal airport (Osceola) among Polk County airports included in the National Plan of Integrated Airport Systems (NPIAS). To be eligible for federal funds, an airport must be included in the NPIAS, which is published by the FAA every two years. Both airports are general aviation airports with no passenger service. The NPIAS *Five Year Plan (2007-2011)* anticipates that Amery Municipal Airport will have approximately 48 locally owned aircraft hangered or based at the airport by 2011, and that LO Simenstad will have 50.

5.3.2.6 Trucking

The trend toward less freight movement by rail and air has led to an increase in the trucking industry. According to a 2006 publication "Freight Facts and Figures," trucking accounted for 82% of the total domestic U.S. freight moved in year 2002 and 95% of the total value. Projections for the freight shipping

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops; and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The Amtrak station closest to the Village of Luck is in Minneapolis-St. Paul.

The WisDOT has been studying ways in which passenger rail could be expanded. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile

industry for the year 2035 predict a 98% increase in the volume of freight moved by truck and a 168% increase in the value of truck freight shipments. Freight is trucked through the Village of Luck using STH 35 & 48.

5.3.2.7 Water Transportation

The Village of Luck does not have its own access to water transportation, but is approximately 90 miles from port access to Lake Superior at the Port of Duluth-Superior, and 70 miles from port access to the Mississippi River at either Minneapolis or St. Paul, MN.

5.3.3 Maintenance & Improvements

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highways system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years (*Six Year Improvement Plan*) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The WisDOT *Six Year Improvement Plan (2006-2011)* for Polk County lists no project located in the Plan Area, but nine relatively minor resurfacing projects within Polk County.

5.3.3.1 Pavement Surface Evaluation & Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Village in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Village are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

5.3.4 State & Regional Transportation Plans

A number of resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from Translink 21, Wisconsin's multi-modal plan for the 21st Century. Currently the WisDOT is in the process of replacing Translink 21 with a new plan called Connections 2030. Similar to Translink 21, Connections 2030 will address all forms of transportation. However, unlike Translink 21, Connections 2030 will be a policy-based plan instead of a needs based plan. The policies will be tied to "tiers" of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase or decrease.

Figure 5.10: Transportation Plans & Resources

- WisDOT Rail Issues and Opportunities Report, 2004
- WisDOT 5-Year Airport Improvement Program, 2007-2011
- WisDOT Translink 21
- WisDOT State Highway Plan 2020
- WisDOT 6-Year Highway Improvement Plan
- WisDOT State Transit Plan 2020
- WisDOT Access Management Plan 2020
- WisDOT State Airport System Plan 2020
- WisDOT State Rail Plan 2020
- WisDOT Bicycle Transportation Plan 2020
- WisDOT Pedestrian Plan 2020

5.4 AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This element provides a baseline assessment of the Village of Luck agricultural, natural, & cultural resources and covers all of the information required under JS66.1001. Information includes: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, & cultural resources in the Village of Luck.

5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Plan Area and Polk County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Polk County Land & Water Conservation Department. Other relevant plans exist and should be consulted for additional information:

- Polk County Land and Water Resource Management Plan, 2004
- Soil Survey of Polk County, 1979

5.4.1.1 Geology and Topography

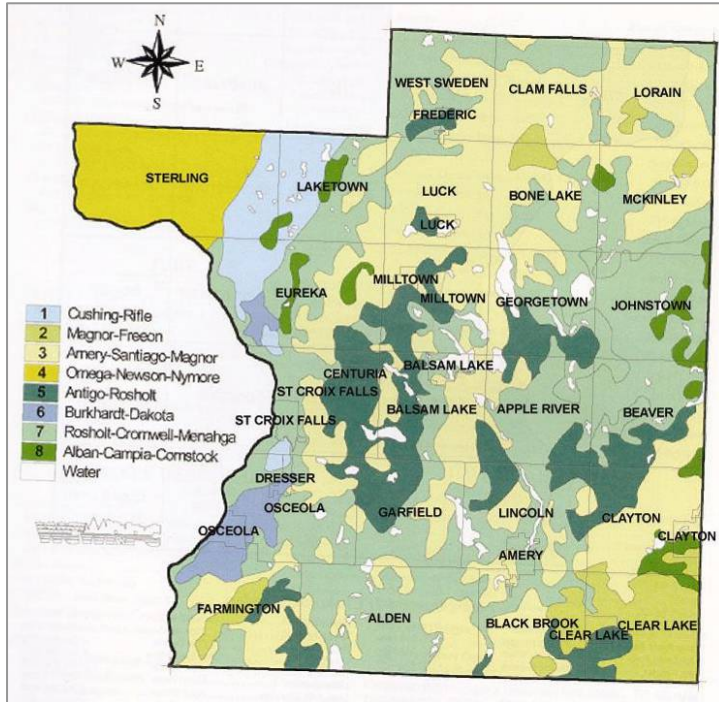
Polk County has rolling topography with glaciated surface features. Much of the County is covered by glacial outwash, resulting in lakes, wetlands, and uneven topography. Glacial end moraines run southwest to northeast across the county, and the best agricultural land is found on level ground between the moraines. The average elevation of the County is between 800 and 900 feet. Elevations range from about 680 feet above sea level to over 1,400 feet in the north central and eastern portions of Polk County (Source: Polk County Land and Water Resource Management Plan).

5.4.1.2 Soils

Polk County Soils were formed from glacial and alluvial deposits under northern hardwood and conifer forest cover. Irregular topography and many depressions account for much of the local variability in soils. Figure 5.11 provides a general soils map of Polk County (Source: *Polk County Land & Water Resources Mgmt Plan*). Although each soil type contains variations, soils in the Village and Plan Area are generally two types: Amery-Santiago-Magnor and Antigo-Rosholt. County Soils are described in detail in the *Soil Survey of Polk County*. The general soil map is not intended to provide information for site-specific applications.

1. Cushing Rifle Association: Undulating to very hilly, well and moderately well drained, loamy and nearly level very poorly drained organic soils on till plains
2. Magnor-Freeon Association: Nearly level and gently sloping, somewhat poorly and moderately well drained silty soils on till plains
3. Amery-Santiago-Magnor: Nearly level to very hilly, well and somewhat poorly drained loamy and silty soils on till plains.
4. Omega-Newson-Nymore Association: Nearly level to hilly, somewhat excessively and poorly to very poorly drained sandy soils on outwash plains
5. Antigo Rosholt: Nearly level to sloping well-drained silty and loamy soils on outwash plains.
6. Burkhardt-Dakota Association: Nearly level to sloping, well and somewhat excessively drained loamy and sandy soils on pitted outwash plains.
7. Rosholt-Cromwell-Menhaga Association: Nearly level to very hilly, well and somewhat excessively drained loamy and sandy soils on pitted outwash plains.
8. Alban-Campia-Comstock Association: Nearly level to moderately steep, well to somewhat poorly drained loamy and silty soils on glacial lake plains.
9. Water

Figure 5.11: General Soils of Polk County



The Village of Luck Productive Agricultural Soils Map depicts the location of prime farmland in the Plan Area. The “prime farmland” designation indicates Class I or II soils, and some Class III soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses, it is also possible to have a productive farm on soils that are not designated as “prime.” The “prime farmland” designation simply indicates that these soils are generally good for productive farming.

5.4.1.3 Farming Trends

Most farming data is not collected at the township or municipal level. However, assumptions can be made based on data collected at the County level. Table 5.14 and Figure 5.12 provide information on the number and size of farms in Polk County from 1987 to 2002. While the acreage of farmland decreased slightly, the total number of farms in Polk County actually increased by 13% from 1987 to 2002. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.12 illustrates how the number of smaller farms - especially those with 10-49 acres - has risen since 1987. As of 2002, over one fourth of Polk County farms were between 10 and 49 acres in size.

Table 5.14: Farms and Land in Farms 1987-2002

| Farms and Land in Farms | Polk County 1987 | Polk County 1992 | Polk County 1997 | Polk County 2002 | Percent Change 1987-2002 |
|---|------------------|------------------|------------------|------------------|--------------------------|
| Number of Farms | 1,467 | 1,324 | 1,301 | 1,659 | 13.1% |
| Land in Farms (acres) | 315,416 | 282,405 | 267,639 | 292,860 | -7.2% |
| Average Size of Farms (acres) | 215 | 213 | 206 | 177 | -17.7% |
| Market Value of Land and Buildings | | | | | |
| Average per Farm | \$142,756 | \$164,402 | \$215,868 | \$381,997 | 167.6% |
| Average per Acre | \$687 | \$811 | \$969 | \$2,150 | 213.0% |

Source: US Census of Agriculture, Polk County

The number of farms with 100-1000 acres has decreased, while the number of very large farms has risen slightly. This is likely due to farm consolidation, which occurs when older traditional farms continually expand in order to stay afloat in the agricultural economy. Regardless of size, all farms are important to the local agricultural economy.

Figure 5.12: Farm Size 1987-2002, Polk County

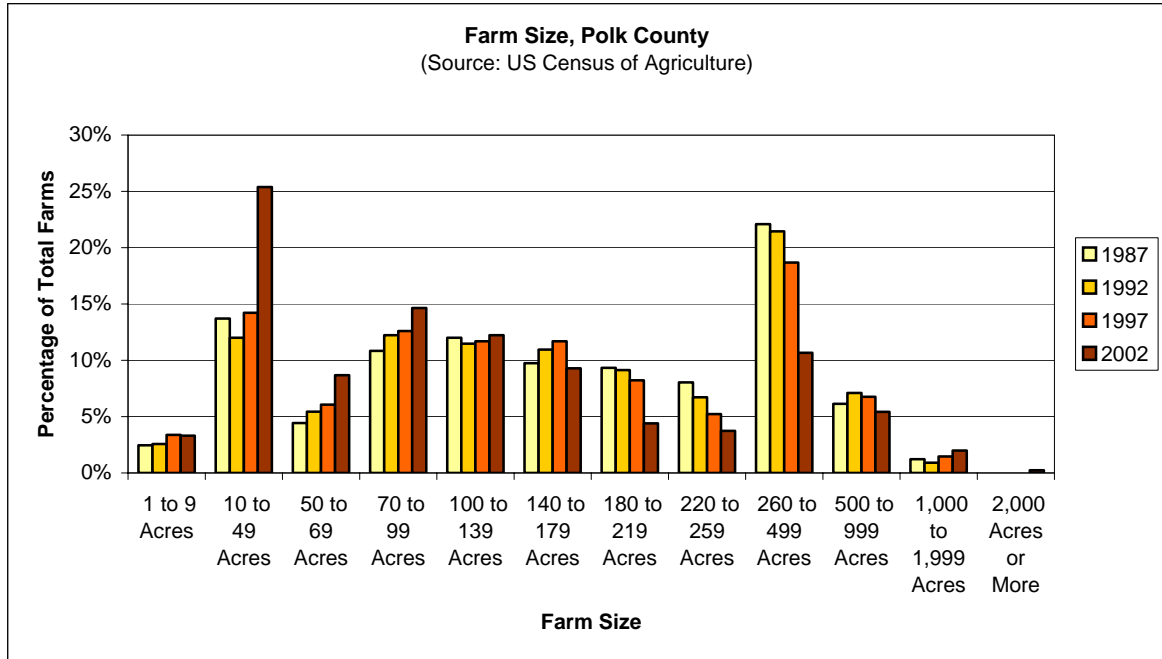


Table 5.15 displays the number of farms by NAICS (North American Industrial Classification System) for Polk County and Wisconsin, as reported for the 2002 Census of Agriculture. The largest percentage of farms in Polk County is in the “Sugarcane, hay, and all other” category. The percentage of farms by category is fairly consistent with the percentages for the State, with the exception of the “Sugarcane, hay, and all other” and “Dairy Cattle” categories.

Table 5.15: Number of Farms by NAICS

| Types of Farms by NAICS | Polk County | | Wisconsin | |
|---|----------------------|--------------------------|----------------------|--------------------------|
| | Number of Farms 2002 | Percentage of Farms 2002 | Number of Farms 2002 | Percentage of Farms 2002 |
| Oilseed and grain (1111) | 236 | 14.2% | 12,542 | 16.3% |
| Vegetable and melon (1112) | 13 | 0.8% | 1,317 | 1.7% |
| Fruit and tree nut (1113) | 17 | 1.0% | 1,027 | 1.3% |
| Greenhouse, nursery, and floriculture (1114) | 53 | 3.2% | 2,284 | 3.0% |
| Tobacco (11191) | 0 | 0.0% | 188 | 0.2% |
| Cotton (11192) | 0 | 0.0% | 0 | 0.0% |
| Sugarcane, hay, and all other (11193, 11194, 11199) | 568 | 34.2% | 20,943 | 27.2% |
| Beef cattle ranching (112111) | 231 | 13.9% | 9,852 | 12.8% |
| Cattle feedlots (112112) | 95 | 5.7% | 3,749 | 4.9% |
| Dairy cattle and milk production (11212) | 228 | 13.7% | 16,096 | 20.9% |
| Hog and pig (1122) | 4 | 0.2% | 759 | 1.0% |
| Poultry and egg production (1123) | 14 | 0.8% | 910 | 1.2% |
| Sheep and goat (1124) | 41 | 2.5% | 1,117 | 1.4% |
| Animal aquaculture and other animal (1125, 1129) | 159 | 9.6% | 6,347 | 8.2% |
| Total | 1,659 | 100.0% | 77,131 | 100.0% |

Source: US Census of Agriculture

5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in the Plan Area and Polk County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Polk County Land & Water Conservation Department. Information on local and regional parks is explored in the Utilities and Community Facilities Element. Several other relevant plans exist and should be consulted for additional information:

- Polk County Land and Water Resource Management Plan, 2004
- St. Croix River Basin Report, 2002
- Wisconsin DNR Legacy Report, 2002

The *Polk County Land and Water Resource Management Plan* identifies goals, objectives and actions developed by their Plan Commission, whose guiding mission was to “protect the intrinsic beauty, rural atmosphere, and quality of life in Polk County and minimize threats thereto”. Four goals were identified and are listed below:

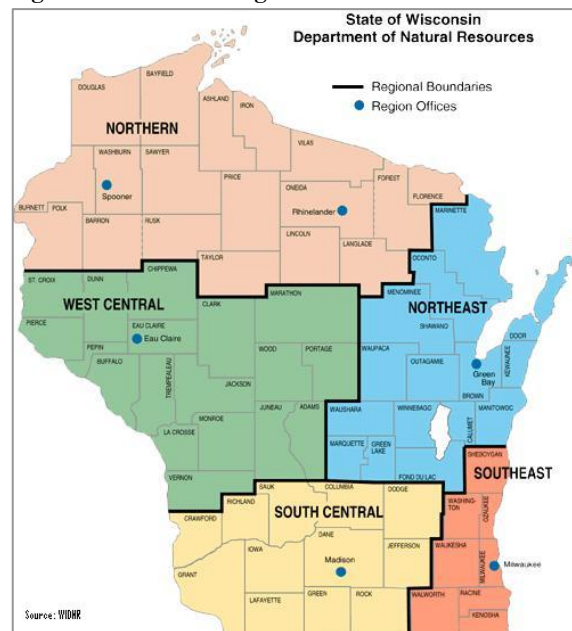
- 1) Protect and enhance the quality of our surface water, groundwater, and soils
- 2) Prioritize contiguous agriculture, woodland, trail, and greenways to provide for a broad range of wildlife/ Work to protect those areas.
- 3) Preserve, protect, and enhance riparian areas, wetlands, and aquatic and upland plant communities. Prioritize these sites to preserve the most pristine sites.
- 4) Improve recreation opportunities for all county citizens and visitors

Polk County is located within the Northern Region of the WIDNR. The Regional Offices are located in Spooner and Rhinelander, with the nearest Service Center in Barron and the nearest Field Stations in Osceola and St. Croix Falls.

In an effort to put potential future conservation needs into context, the Natural Resources Board directed the Department of Natural Resources (DNR) to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WIDNR completed the Legacy Report. The final report identifies 229 Legacy Places and 8 Statewide Needs and Resources. The Report identifies nine criteria that were used in order to identifying the types or characteristics of places critical to meeting Wisconsin's conservation and outdoor recreation needs. The nine criteria were:

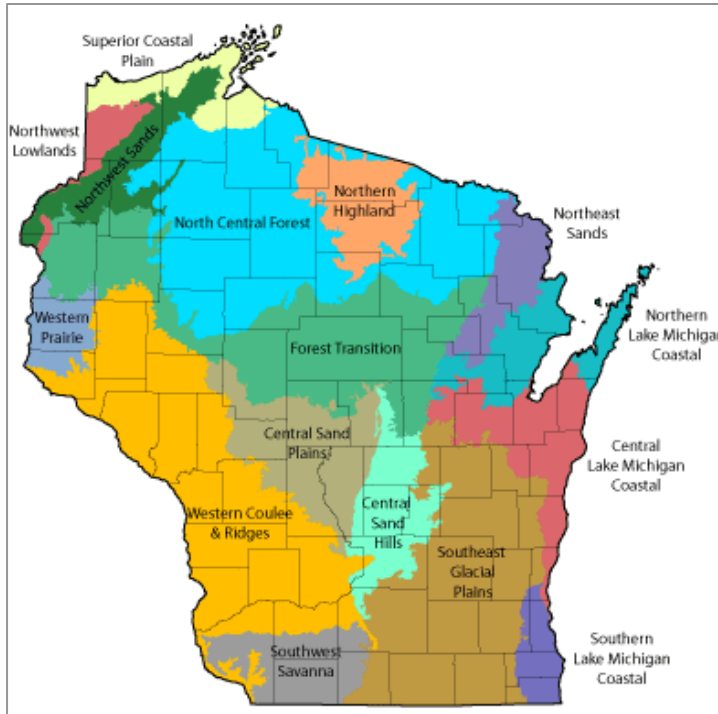
1. **Protect the Pearls** (protect the last remaining high quality and unique natural areas).
2. **Protect Functioning Ecosystems in Each Part of the State** (protect representative, functional natural landscapes that help keep common species common).
3. **Maintain Accessibility and Usability of Public Lands** (protect land close to where people live and establish buffers that ensure these lands remain useable and enjoyable).
4. **Think Big** (protect large blocks of land).
5. **Ensure Abundant Recreation Opportunities** (provide a wide range of outdoor recreation opportunities).
6. **Connect the Dots** (link public and private conservation lands through a network of corridors).

Figure 5.13: WIDNR Regions



7. **Protect Water Resources** (protect undeveloped or lightly developed shorelands, protect water quality and quantity, and protect wetlands).
8. **Promote Partnerships** (leverage state money and effort through partnerships with other agencies and organizations).
9. **Diversify Protection Strategies** (where feasible, utilize options other than outright purchase to accomplish conservation and recreation goals).

Figure 5.14: WIDNR Ecological Landscapes



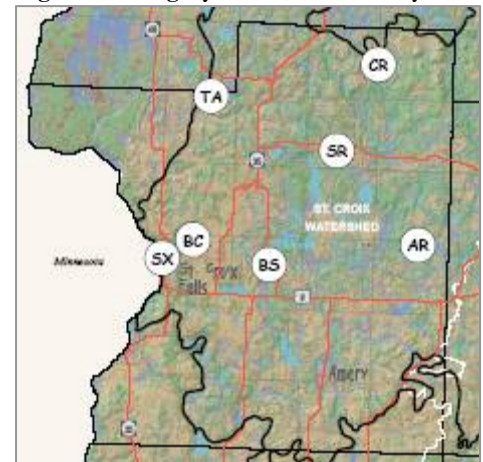
The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.14 (ecological landscapes are based on soil, topography, vegetation, and other attributes). The majority of Polk County (including the Village of Luck) is located within the Forest Transition landscape. Small southeastern and southwestern portions lie in the Western Prairie landscape, and small northwestern portions in both the Northwest Lowlands landscape and the Northwest Sands landscape.

The seven Legacy Places identified in (or partly within) Polk County are:

- Apple River (AR)
- Balsam Branch Creek & Woodlands (BS)
- Big Rock Creek (BC)
- Clam River (CR)
- Trade River Wetlands (TA)
- Straight River Channel (SR)
- St. Croix River (SX)

The Straight River Channel is closest to the Village of Luck, ending at Big Round Lake. The primary goal of this Legacy Place is to maintain the large block of wooded forest and wetlands to fully support the conservation, recreation, and educational values of the area. Refer to the report for specific information. (Source: WIDNR Legacy Report)

Figure 5.15: Legacy Places, Polk County



5.4.2.1 Groundwater

Groundwater is the only source of drinking water in the Plan Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WIDNR Susceptibility to Groundwater Contamination Map (not pictured),

the Plan Area generally ranks high to high-medium for susceptibility to groundwater contamination. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil Characteristics, Superficial Deposits, Water Table Depth.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

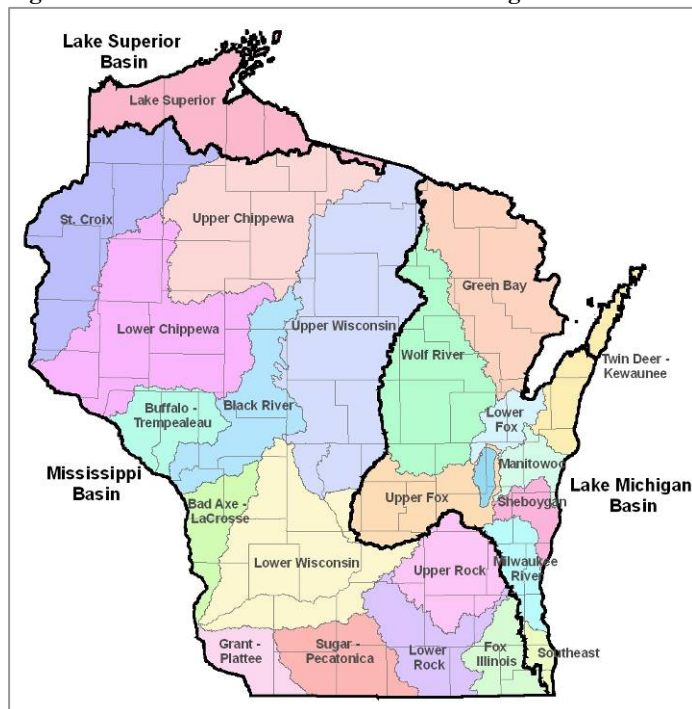
“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation’s largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

5.4.2.2 Stream Corridors

Figure 5.16: WIDNR River Basins & Water Management Units



Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains (Figure 5.16). The entire western portion of the State is located within the Mississippi Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.16). The entire Plan Area, and the vast majority of Polk County is located within the St. Croix WMU, with a very small southeastern portion of the County in the Lower Chippewa WMU.

In 2002, the WIDNR released the first State of the St. Croix River Basin Report. The goal of the report is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the St. Croix Basin.

The report indicates that the top four priority issues for the Basin are:

- Shoreland (lakes and rivers) habitat protection and restoration
- Non-point source run-off contamination of surface water
- Cooperation with grassland/prairie and wetland restoration initiatives to protect water quality and enhance wildlife habitat

➤ Northwest Sands Integrated Ecosystem Plan

Each WMU is further subdivided into one or more of Wisconsin’s 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed.

The St. Croix WMU consists of 22 watersheds. Most of the Plan Area is within the Trade River Watershed, with small portions within the Balsam Branch and Upper Apple River Watersheds.

Figure 5.17: Polk County Watersheds



5.4.2.3 Surface Water

Surface water resources, consisting of lakes, rivers and streams together with associated floodplains, form an integral element of the natural resource base of the Plan Area. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes, rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and

streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The perennial streams in and around the Village of Luck are shown on the Environmental Corridor Map. Perennial streams in the Plan Area include Butternut Creek and North Star Creek.

There are five lakes within the Plan Area. Big Butternut Lake (378 acres), lies within Village limits. Little Butternut Lake (189 acres) lies just to the west. Mallard (9 acres) and Murdock (30 acres) Lakes lie nearly one mile southeast of the Village, and Little Pine Lake (61 acres) lies to the south in the Town of Milltown.

Outstanding & Exceptional Waters

Wisconsin has classified many of the State’s highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by

human activities. The primary difference between the two is that ORW's typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an "antidegradation" policy that is designed to prevent any lowering of water quality.

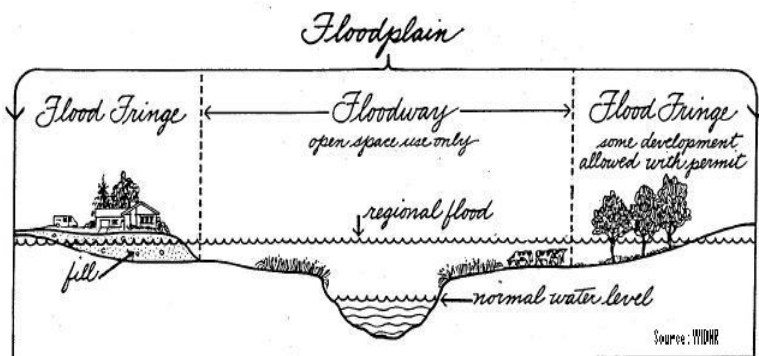
Polk County has no ERW's, but five ORW's: the St. Croix River on the county's western border, the Clam River, McKenzie Creek, Sand Creek and tributaries, and Pipe Lake. There are no ORW's or ERW's within the Village of Luck Plan Area. (Source: WIDNR, Polk County Land & Water Management Plan)

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." This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin's 303(d) Waterbody Program and are managed by the WIDNR's Bureau of Watershed Management. There are three bodies of water within Polk County on the 303(d) list: Cedar Lake (because of impacts from nutrients, turbidity, and sediment), Ward Lake, and Deer Lake (both for atmospheric deposition of mercury from regional sources). There are no impaired waters in the Plan Area. (Source: WIDNR)

5.4.2.4 Floodplains

Figure 5.18: Diagram of a Floodplain



Floods are the most common natural disaster in the State of Wisconsin and nationwide, and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities & Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Indirect Costs:

- Business Interruptions (lost wages, sales, production)
- Construction & Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

The Development Limitations Map displays the floodplain areas in the Plan Area. The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the

floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a height called the regional flood elevation (RFE). (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, city and village shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Village of Luck Floodplain Ordinance. (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

5.4.2.5 Wetlands

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The latest Polk County data within the Wisconsin DNR wetlands inventory lists 60,921 acres of wetlands (10.4% of the land area) in the County. The Existing Land Use Map displays the wetland areas in the Plan Area. These wetlands encompass an area of 1,449 acres (12.15% of the 11,927 acre Plan Area as a whole).

Wetlands are not conducive to residential, commercial, or industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities. Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

5.4.2.6 Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WI-DNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

Table 5.16 lists those elements contained in the NHI inventory for the Village of Luck. These elements represent "known" occurrence and additional rare species and their habitat may occur in other locations but are not recorded within the NHI database. For a full list of elements known to occur in Polk County & Wisconsin visit the WIDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

Table 5.16: Natural Heritage Inventory

| Group | Scientific Name | Common Name | State Status | Date Listed |
|------------|--------------------------------------|--------------------------------|--------------|-------------|
| Bird | Haliaeetus leucocephalus | Bald Eagle | SC/FL | 1995 |
| Bird | Haliaeetus leucocephalus | Bald Eagle | SC/FL | 2000 |
| Bird | Dendroica caerulescens | Black-throated Blue Warbler | SC/M | 2001 |
| Bird | Wilsonia canadensis | Canada Warbler | SC/M | 2001 |
| Bird | Cygnus buccinator | Trumpeter Swan | END | 2001 |
| Bird | Botaurus lentiginosus | American Bittern | SC/M | 2001 |
| Bird | Buteo lineatus | Red-shouldered Hawk | THR | 2001 |
| Bird | Buteo lineatus | Red-shouldered Hawk | THR | 2006 |
| Bird | Coccyzus americanus | Yellow-billed Cuckoo | SC/M | 2006 |
| Bird | Dendroica cerulea | Cerulean Warbler | THR | 2006 |
| Community | Cypripedium parviflorum var. makasin | Northern Yellow Lady's-slipper | SC | 1931 |
| Community | Ephemeral Pond | Ephemeral Pond | NA | 2006 |
| Community | Northern Sedge Meadow | Northern Sedge Meadow | NA | 2006 |
| Community | Southern dry-mesic forest | Southern dry-mesic forest | NA | 2006 |
| Community | Lake- Deep, Hard, Drainage | Lake- Deep, Hard, Drainage | NA | 2006 |
| Community | Hardwood Swamp | Hardwood Swamp | NA | 2006 |
| Community | Alder Thicket | Alder Thicket | NA | 2006 |
| Community | Tamarack (Poor) Swamp | Tamarack (Poor) Swamp | NA | 2006 |
| Salamander | Hemidactylium scutatum | Four-toed Salamander | SC/H | 2000 |

Source: WIDNR NHI, Village of Luck

NOTE: END = Endangered; THR = Threatened; SC = Special Concern; NA* = Not applicable, SC/N = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin, SC/H = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

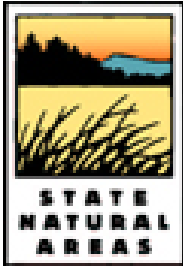
5.4.2.7 Forests & Woodlands

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

The Existing Land Use Map displays those lands that are wooded in the Plan Area. According to 2004 data from the WI DNR, approximately 245,740 acres (41%) of Polk County is forested, and includes mixed hardwood, aspen, oak, jack pine, and red pine.

5.4.2.8 Environmentally Sensitive Areas & Wildlife Habitat

Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.



The WIDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin's 552 State Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WIDNR)

There is one SNA near the Plan Area and seven total within Polk County. Tula Lake, a 15-acre bog lake, is in northeastern Polk County, about 8 miles east of Frederic. Other SNAs in Polk County lie along the St. Croix River on the western border of the County. Most SNAs are open to the public; however, these sites usually have limited parking and signage. Visit the WIDNR Bureau of Endangered Resources for more information each location.

5.4.2.9 Metallic & Non-Metallic Mineral Resources

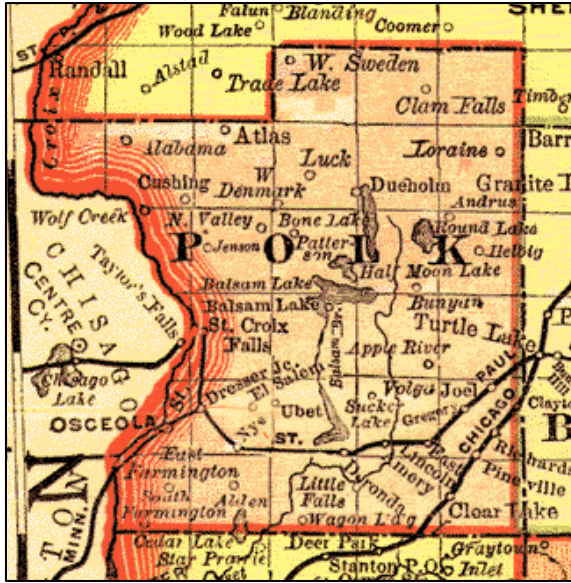
Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Polk County Department of Zoning) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking.

5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Village of Luck and Polk County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources in order to preserve the character of the community.

The Village of Luck was incorporated in 1905. The following text was taken from the Village of Luck website. Contact Polk County Tourism for more information on the local history of Polk County and the Village of Luck.

Figure 5.19: Polk County Map, 1901



“Many lakes exist in the county of Polk. Earlier in time, there was a lake surrounded by a forest of pine, maple, birch and butternut trees, know only to the Chippewa Indians. They knew this lake as “Pic-onock-akonk”, which is believed to mean "Butternut" because of the abundance of butternut trees that grew in the area. Therefore, this territory was called Butternut, before it was named Luck.

Obtaining the land by preemption for two dollars an acre, William Foster became the first white person to settle here in 1857.

There are several legends concerning the naming of the Luck area. The most popular one being that if you were a traveler going by wagon on the St. Croix Falls to Clam Falls Trail, and you reached Butternut Lake by nightfall, you were considered to be in luck!

Danish immigrants organized a township on November 8, 1869. The Village of Luck was not incorporated until 1905, due to the division created over the emergence of two towns.

The coming of the railroad to Luck in 1901, brought problems, as well as benefits. It meant a new town which was for a short time called Lawson City and ultimately a complete change of location for Luck. Mr. Nelson Lawson had purchased much of the land around the railroad right-of-way. He laid out a new town site, with a new business street along which stores were erected to create a new Main Street.

The election for incorporating the two villages was held on April 18, 1905. When the road was completed between the east and west ends in 1910, moving of the buildings began. The buildings were moved either with wide logging sleds or skids in the winter or with a winch, horse and rollers in summer. Originally founded as a stagecoach stop on the St. Croix Trail for lumber workers and immigrants heading to northwest Wisconsin, today Luck boasts woodworking industries, and is a center of commerce, recreation, employment and entertainment.”

5.4.3.1 Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state’s heritage. The WI Historical Society’s Division of Historic Preservation administers the Historical Markers program. There are five registered historical markers in Polk County, one of which is located in the Plan Area:

- Danish Cooperative Company, Hwy 35, Luck

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and much of the information is dated, as some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the

properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. There are no AHI records listed for the Village of Luck, but two are listed within the Town of Luck (contact the State Historical Society for more information on each record):

- West Denmark Lutheran Church, East side of road, .5 miles south of CTH N, 1 mi west of STH 35
- Danish Theological Seminary (1887-1893) (same location as above)

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. There may be some unrecorded Native American burial sites within the planning area. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information about the location of archaeological sites in the plan area.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in American worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin’s official listing of state properties determined to be significant to Wisconsin’s heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or locally history.

Table 5.17: State Register of Historic Places, Village of Luck

| Reference # | Historic Name | Municipality | Location |
|--|---------------|--------------|----------|
| None registered in the Village of Luck or the Town of Luck | | | |

Source: WI Historical Society

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are currently 50 CLGs in the State of Wisconsin, but none in Polk County.

5.5 UTILITY & COMMUNITY FACILITIES

This element provides a baseline assessment of the Village of Luck utility & community facilities and covers all of the information required under SS66.1001. Information includes: forecasted utility & community facilities needs, and existing utility & community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of utility & community facilities in the Village of Luck.

5.5.1 Existing Utility & Community Facilities Conditions

5.5.1.1 Sanitary Sewer System

The Village's aerated lagoon wastewater treatment system was originally built in 1983 and improved in 1986. The system has three seepage cells discharging to a wetland, before effluent eventually ends up in the South Branch of the Trade River. Historically, the Village has scored well on the Compliance Maintenance Annual Report (CMAR), which is required by the WI DNR. In 2006, the Village scored 3.72 of 4 possible points.

The system currently serves 95% of residents and businesses within Village limits, with a few lakefront properties as the only exceptions due to prohibitive costs. In addition, the system serves a strip mall development in the Town of Luck near the intersection of Hwy 35 and Hwy 148. There are no planned expansions or improvements at this time.

In 2006, Village residents and businesses discharged an average of 145,000 gallons of wastewater per day. Unless heavy industry is added to the system, the existing capacity should adequately meet the needs of future population in the Village.

5.5.1.2 Stormwater Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities. A stormwater management system can be very simple – a series of natural drainage ways – or a complex system of culverts, pipes, and drains. Either way, the purpose of the system is to store and channel water to specific areas, diminishing the impact of non-point source pollution.

The Village has one detention pond located in the industrial park, which eventually drains to Little Butternut Lake. The Village provides leaf and brush pickup, as well as street sweeping. At this time, all activities related to stormwater management are funded by the general property tax. There are no plans for additional stormwater infrastructure or activities.

In addition, the Village maintains an erosion and stormwater runoff control ordinance, which applies to land disturbing and land developing activities on lands within the boundaries and jurisdiction of the Village.

5.5.1.3 Water Supply

With an equivalent of 1.2 full time employees, the Village of Luck owns and operates the Luck Municipal Water Utility, a public potable water supply system. The system relies entirely on groundwater, and consists of two operating wells, a 40,000-gallon elevated storage tower, a 250,000-gallon elevated storage tower, approximately 9.05 miles of water main, and 105 fire hydrants. Water mains range in size from 4 inches to 8 inches. In 2006, the system served 392 residences, 75 commercial customers, and 10 industrial customers, as well as public entities.

In year 1915, the first well was drilled in Luck near the intersection of 1st Ave. and 2nd St, and was in service until 1977. In 1961, well # 2 was drilled at Highway 48 and Duncan St. In 1977, a third well (well #3) was added on Robertson Rd., and a second elevated steel water tower was installed in 1978.

In year 2006, approximately 29.4 million gallons of water was used, and just over half of this was for residential use. The average water usage was just over 80,500 gallons per day, with a one day high of 201,000 in mid-July. The total design capacity for the two pumps serving the Village water system is 1.08 million gallons (actual) per day. Assuming no future water intensive industrial development, the water system capacity appears more than satisfactory to accommodate the existing and future development needs of the community.

Table 5.18: Water Well Statistics

| Well | Location | Depth (ft) | Well Diameter (in) | Yield Per Day (g) | Currently in Service | Year Installed |
|------|-------------------------|------------|--------------------|-------------------|----------------------|----------------|
| 2 | Highway 48 & Duncan St. | 119 | 10 | 396,000 | Yes | 1961 |
| 3 | Robertson Rd. | 115 | 10 | 720,000 | Yes | 1977 |

Source: WI Pabic Service Commission, 2006 Annual Report

Like the sewer system, the Village Water System serves 95% of properties within municipal limits, excluding a few properties that are too cost prohibitive to serve. Water service extends to the strip mall in the Town of Luck. Homes and other businesses outside of the Village limits rely on private wells for water needs. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin’s Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment. Refer to the WI DNR, or the Polk County Zoning Department for more information on water quality and well regulations.

5.5.1.4 Solid Waste Disposal & Recycling Facilities

Solid waste and recycling services are contracted through three private vendors, currently Waterman Sanitation, Allied Waste, and Wastewater Management. Residents and businesses may choose between the vendors. In addition, through a grant program, Polk County offers a recycling drop-off point at the Village Shop each 1st and 3rd Friday and Saturday at no cost to the Village.

5.5.1.5 Parks, Open Spaces & Recreational Resources

Parks and recreational resources are important components of a community’s public facilities. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community’s local economy through eco-tourism. In addition, these resources can be important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

Village residents have access to a wide variety of recreational opportunities including a 5-mile municipal cross country skiing trail, the 98-mile multipurpose Gandy Dancer Trail, an 18-hole golf course, school athletic fields, nearby County and State facilities, and six municipal parks totaling almost 24 acres:

- Big Butternut Park, a 6-8 acre park along the south shore of Big Butternut Lake, has a swimming beach, a wheelchair-accessible pier, a picnic shelter, 10 camping sites, a softball field, and concession stand with restroom facilities.
- Central Park, located at Park and 5th St., is a 1¼-acre park with a gazebo.
- 8th St. Park, located at Park and 8th St., is a small neighborhood park with playground equipment.
- Lakeview Avenue Park, located at Lakeview and 7th St., is a basketball court that has been leased to the Village for several decades.
- Fort Luck, approximately ½ acre in size, is located at 3rd Ave. and 2nd St., and has a basketball court, a small shelter, three playgrounds, and a volleyball court.

- North Main Park, approximately ½ acre, has a basketball court, swing set, and playground.
- John Haukness Wildlife Area, located off of Hwy 348, is a wildlife area approximately 13 acres in size.

In addition to the municipal parks, Village residents have access to roughly 20 acres of athletic fields, tennis courts, and playground equipment on school grounds within Village limits. There are no known plans for additional parks or improvements to parks facilities at this time.

The National Recreation and Park Association recommends six to twelve total acres of parks or recreation space per 1,000 people within a community. Table 5.20 includes approximate acreages of municipal and school parks and recreational facilities available for Village residents. Based on a need of 12 acres of parkland per 1,000 people, the existing parks system (including school facilities) should adequately meet the needs of Village residents for the foreseeable future. As the age composition in the Village changes, specific recreational needs may change, and should be monitored over time.

Table 5.19: Park Acreage Compared to Population Forecasts

| | 2005 | 2020 | 2030 |
|--------------------------------------|-------|-------|-------|
| Population | 1,249 | 1,343 | 1,394 |
| Demand (Acres) | 15.0 | 16.1 | 16.7 |
| Estimated Acreage: Municipal Parks | 23.6 | 23.6 | 23.6 |
| Estimated Acreage: School Facilities | 20 | 20 | 20 |
| Total Supply (acres) | 43.6 | 43.6 | 43.6 |
| Surplus/ (Deficit) | 28.6 | 27.5 | 26.9 |

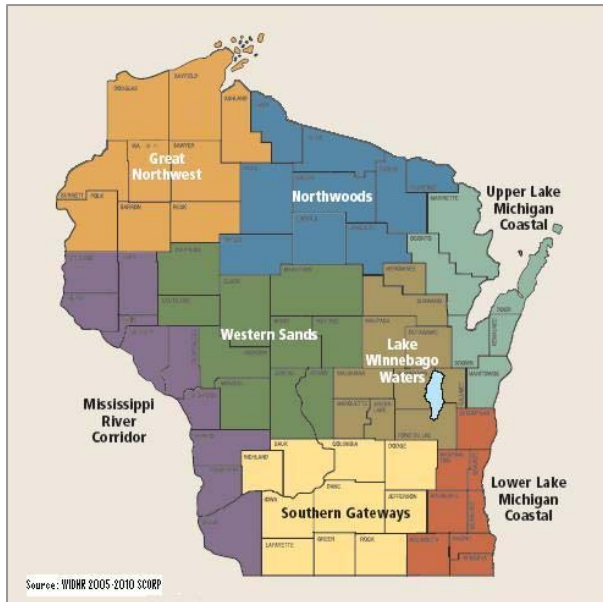
The 2004-2009 Polk County Outdoor Recreation Plan (PCORP) includes a countywide inventory of recreational facilities outside of incorporated areas, as well as goals, objectives, and planned future improvements. The PCORP lists no recommended improvements in the Plan Area at this time, but many enhancements outside of the Plan area are likely to benefit Luck residents.

The 2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WIDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

- Walking for Pleasure is rated as the activity with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.
- ATVing, Birdwatching, Canoeing, Gardening, Geocaching, Paintball Games, Road Biking, RV Camping, Hiking, Water Parks, Wildlife Viewing, and Photography are increasing in demand.
- The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides \$60 million annually through FY 2010 for outdoor recreation purposes.

The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region’s recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Polk County is a part of the *Great Northwest* (Ashland, Barron, Bayfield, Burnett, Douglas, Polk, Rusk, Sawyer, and Washburn Counties). The most common issues and needs for the region identified by the plan include:

Figure 5.20: WIDNR SCORP Regions



Issues:

- Lack of funding for park and recreation maintenance
- Increasing ATV usage and associated impacts
- Increasing noise pollution from motorized activities
- Lack of educational programs/naturalists/interpreters
- Overcrowding
- Pressure from the logging industry to harvest on public lands

Needs:

- More bird watching opportunities
- More hiking trails
- More kayaking opportunities
- More silent sport opportunities

5.5.1.6 Telecommunication Facilities

Luck Telephone Company provides telephone, cable and Internet service to area residents, and no known expansions or improvements are planned at this time. Fiber optics may be installed during periods of complete road reconstruction.

5.5.1.7 Power Plants & Transmission Lines

XCEL provides power to the Village, and the main transfer station in the Village is located at the northern end of 1st street. We Energies provides natural gas, with a facility is located on the corner of Hwy 35 and CTH N. There are no known improvements or expansions planned at this time.

5.5.1.8 Cemeteries

The Village owns and maintains one cemetery, located outside Village limits on the Chippewa Trail, west of 150th St. There are no planned additions to the cemetery at this time, as it has ample capacity for foreseen needs.

5.5.1.9 Health Care Facilities

There are no hospitals located in the Village of Luck. The Luck Medical Clinic is located at 137 1st Ave. United Pioneer Home (210 Park Ave), is the only nursing home in the Village with 75 beds, and plans to build a new facility within five years. Most residents travel to either St. Croix or Amery for hospital-related needs. The Village of Luck does not initiate the development or expansion of health care facilities; however, they are regulated through the Village Zoning Code as a conditional use in most districts.

5.5.1.10 Child Care Facilities

Under Wisconsin law, no person may for compensation provide care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a child care center from the Department of Health and Family Services. There are two different categories of state licensed childcare; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care is usually in the provider’s home, but it is not required to be located in a residence. Licensed Group Child Care Centers provide for nine or more children. There are four licensed childcare facilities in the Village of Luck with a total capacity of 48 children. ABC Express Preschool (510 Foster Ave. E) is a group childcare center with a capacity of 24 children. Brenda’s Kiddie Kare (2766 State Hwy 35), Raggedy Ann’s Family Day Care (717 E Butternut

St.), and Tammy's Family Day Care (1474 270th Ave.), are family childcare centers, each with a capacity of eight children. The Village of Luck does not initiate the development or expansion of childcare facilities, and they are not specifically addressed in the Village Zoning Code at this time.

5.5.1.11 Police & Emergency Services

The Luck Police Department is located in the Village Hall at 401 Main St. S, and provides law enforcement services within the Village. The Polk County Sheriff's Department serves the area outside of Village limits. The Luck Fire District, with a Fire Station located at 115 West St. S., provides fire protection and first responder service for the entire Village, most of the plan area, and beyond. The portion of the plan area within the Town of Milltown is served by the Milltown Fire District. Northland Municipal Ambulance offers Emergency Medical Services for Village residents and most of the plan area, while those in the southern portion of the plan area are served by Unity, which provides services to Balsam Lake, Centuria, and the Village of Milltown. There are no known plans for improvements or changes to the provision of police and emergency services at this time.

5.5.1.12 Libraries

The Luck Public Library/Museum is located 301 Main Street, and provides educational and informational materials, free computer/internet access, and special programs for children. For more information, contact the library at (715) 472-2770 or luckpl@ifls.lib.wi.us.

In addition, residents can access item from over 30 area libraries through the Indianhead Federated Library System. In 1971, the Wisconsin State Legislature passed a law creating seventeen Library Systems in Wisconsin. The purpose of the library systems is to provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also serve to take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. The Indianhead Library System is headquartered in Eau Claire and serves libraries in Eau Claire, Chippewa, Pepin, Dunn, Pierce, St. Croix, Polk, Barron, Rusk, and Price counties. For more information, visit the Indianhead website <http://www.ifls.lib.wi.us/index.asp>.

5.5.1.13 Schools

The Village of Luck is served by the Luck School District. The District operates one elementary school for grades K-6, and a high school for grades 7-12, serving approximately 572 students in the 2006-2007 school year, which is down from 645 during the 2000-2001 school year (Source: WI Dept. of Public Instruction). According to the school district website, the district has three administrative staff, four support staff, and 54 teachers. For more information, visit the school district website: <http://www.lucksd.k12.wi.us/>

Polk County is served by the Wisconsin Indianhead Technical College (WITC), which has campuses in Ashland, New Richmond, Rice Lake, and Superior, and branches in Hayward and Ladysmith. WITC as a system offers 101 programs of study leading to various degrees and certificates. 60 programs are offered at the New Richmond location (38 miles from Luck), and 62 at the Rice Lake location (39 miles from Luck). The nearest four-year universities in the University of Wisconsin system are UW-River Falls (60 miles) and UW-Stout (75 miles from Luck). UW-Barron County offers 2-year programs in Rice Lake.

5.5.1.14 Other Government Facilities

The Village Hall is located at 401 S. Main St. and is used for Village administration and for official Village meetings. The Village Shop, located at 118 3rd Ave., is home base for public works activities and equipment. Both the Village Hall and Village Shop are in adequate condition and of adequate size to meet the foreseen needs of Village staff, elected officials, and residents. In addition, the Village has a relatively new civil defense siren to alert residents to natural disasters. The siren is located at the northern end of 5th St., and is operable by remote control.

5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of the Village of Luck economic development and covers all of the information required under SS66.1001. Information includes: labor market statistics, economic base statistics, new businesses desired, strength & weaknesses for economic development, analysis of business & industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Village of Luck.

5.6.1 Economic Development Existing Conditions

5.6.2.1 Labor Market

Table 5.20 details the employment status of workers in the Village of Luck as compared to Polk County and the State. At the time of the 1990 U.S. Decennial Census unemployment for the Village was slightly lower than for Polk County and almost the same as the State. By year 2000, unemployment in the Village, County, and State had decreased slightly. Unemployment rates for small Villages are only collected during the U.S. Decennial Census; therefore, 2006 data was not available.

Table 5.20: Employment Status of Civilians 16 Years or Older

| Employment Status, Civilians 16 Years or Older | Village of Luck | Polk County | Wisconsin |
|--|-----------------|-------------|-----------|
| In Labor Force (1990) | 424 | 16,574 | 2,598,898 |
| Unemployment Rate | 4.2% | 6.7% | 4.3% |
| In Labor Force (2000) | 536 | 21,400 | 2,996,091 |
| Unemployment Rate | 3.0% | 2.6% | 3.4% |
| In Labor Force (2006) | Not Available | 24,178 | 3,062,932 |
| Unemployment Rate | Not Available | 5.8% | 4.7% |

Source: US Census and WI Department of Workforce Development

Table 5.21 indicates the percentage of workers by class for the Village of Luck, Polk County and the State, in year 2000. The Village of Luck has a slightly higher percentage of residents employed in government jobs than Polk County and the State, but is otherwise similar.

Table 5.21: Class of Worker

| Class of Worker | Village of Luck | Polk County | Wisconsin |
|-----------------------|-----------------|-------------|-----------|
| Private Wage & Salary | 75.4% | 77.5% | 81.1% |
| Government Worker | 15.6% | 11.4% | 12.5% |
| Self-Employed | 8.7% | 10.4% | 6.1% |
| Unpaid Family Worker | 0.4% | 0.6% | 0.3% |
| Total | 100% | 100% | 100% |

Source: US Census

Table 5.22 and Figure 5.21 describe the workforce by occupation within the Village, County and State in year 2000. Occupation refers to what job a person holds. The highest percentage of occupations of employed Luck residents is in the “Management, Professional, and Related” category, with “Production, Transportation, and Materials Moving” close behind. These categories also rank highest for Polk County.

Table 5.22: Employment by Occupation

| Employment by Occupation, Civilians 16 Years & Older | Village of Luck Number | Village of Luck Percent | Polk County Number | Polk County Percent | Wisconsin Number | Wisconsin Percent |
|--|------------------------|-------------------------|--------------------|---------------------|------------------|-------------------|
| Prod, Trans & Mat. Moving | 123 | 24.2% | 5,368 | 26.1% | 540,930 | 19.8% |
| Const, Extraction & Maint. | 56 | 11.0% | 2,135 | 10.4% | 237,086 | 8.7% |
| Farm, Fishing & Forestry | 4 | 0.8% | 335 | 1.6% | 25,725 | 0.9% |
| Sales & Office | 92 | 18.1% | 4,458 | 21.7% | 690,360 | 25.2% |
| Services | 99 | 19.5% | 2,839 | 13.8% | 383,619 | 14.0% |
| Mgmt, Prof & Related | 134 | 26.4% | 5,418 | 26.4% | 857,205 | 31.3% |
| Total | 508 | 100% | 20,553 | 100% | 2,734,925 | 100% |

Source: US Census

Figure 5.21: Employment by Occupation

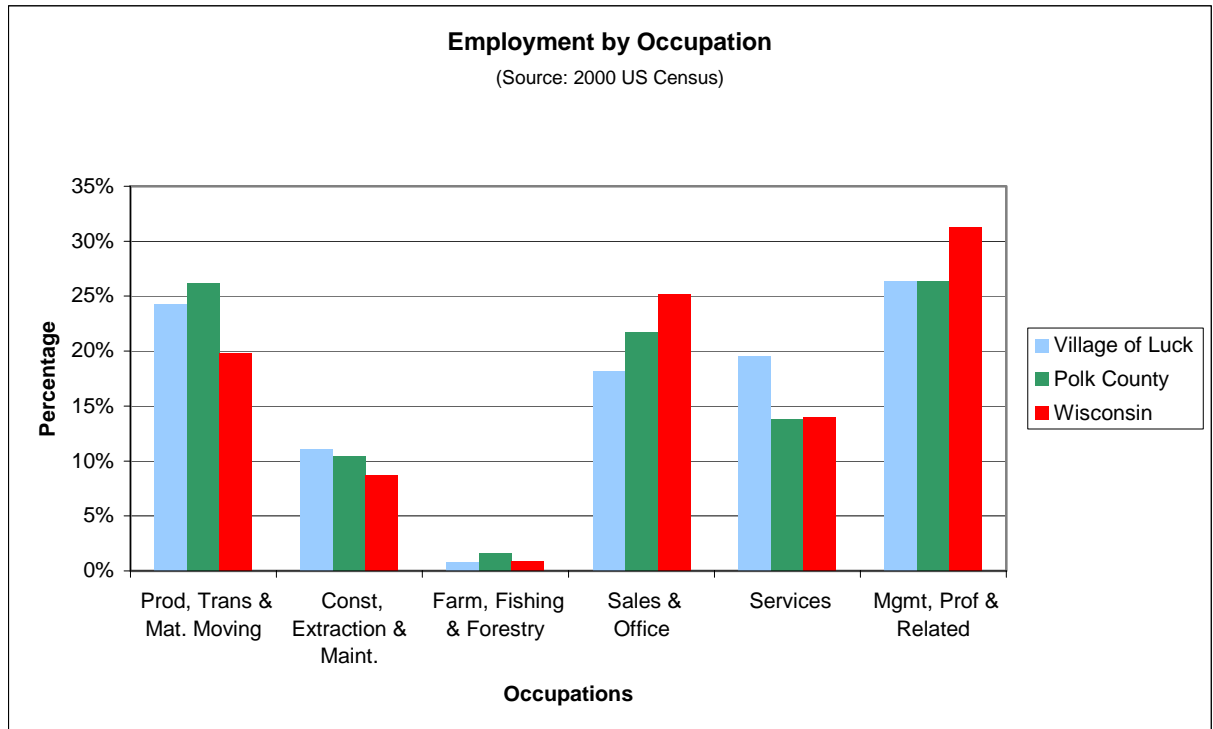


Table 5.23 and Figure 5.22 show the earnings for workers within the Village, County and State, in years 1989 & 1999. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median household income (based on every unit of occupancy with one or more individuals). For all three-income indicators, the Village of Luck ranks lower than the median for both Polk County and the State. Percent growth in median income from year 1989 to 1999 also lagged behind that for Polk County, but was greater than that for the State.

The percentage of individuals below poverty status decreased significantly from 1989-1999, falling below the statewide percentage by 1999.

Table 5.23: Income

| Income | Village of Luck 1989 | Village of Luck 1999 | Percent Change 89-99 | Polk County 1989 | Polk County 1999 | Percent Change 89-99 | Wisconsin 1989 | Wisconsin 1999 | Percent Change 89-99 |
|--|----------------------|----------------------|----------------------|------------------|------------------|----------------------|----------------|----------------|----------------------|
| Per Capita Income | \$9,795 | \$16,599 | 69.5% | \$11,291 | \$19,129 | 69.4% | \$13,276 | \$21,271 | 60.2% |
| Median Family Income | \$25,147 | \$40,000 | 59.1% | \$29,125 | \$48,538 | 66.7% | \$35,082 | \$52,911 | 50.8% |
| Median Household Income | \$20,263 | \$32,138 | 58.6% | \$24,267 | \$41,183 | 69.7% | \$29,442 | \$43,791 | 48.7% |
| Individuals Below Poverty ¹ | 14.9% | 8.3% | -6.6% | 11.8% | 7.1% | -4.7% | 10.4% | 8.7% | -1.7% |

Source: US Census

1. The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Figure 5.22: Income, Year 1999

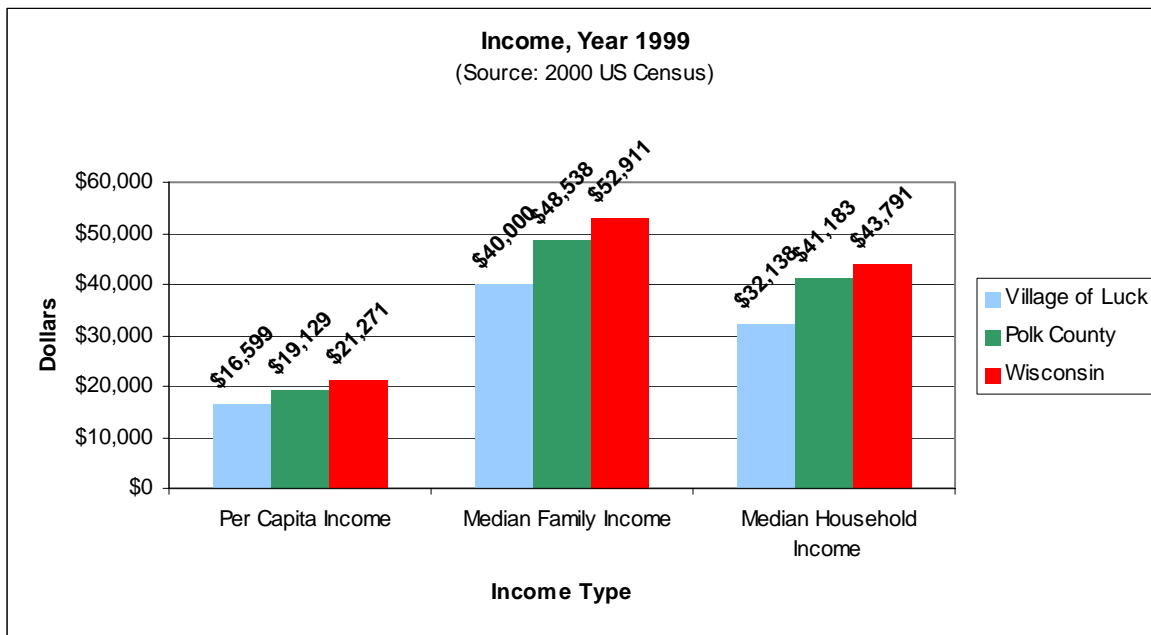


Table 5.24 details the educational attainment of Village of Luck, Polk County, and State residents 25 years and older according to the 1990 & 2000 U.S. Census. In year 2000, 81% of Village of Luck residents 25 years or older had at least a high school diploma. This figure is lower than that for Polk County (86%) and the State (85%). However, the Village had a slightly greater percentage of residents with bachelors or graduate/professional degrees (17.3%) than did Polk County as a whole (15.6%).

Table 5.24: Educational Attainment Person 25 Years & Over

| Educational Attainment Person 25 Years and Over | Village of Luck 1990 | Village of Luck 2000 | Polk County 1990 | Polk County 2000 | Wisconsin 1990 | Wisconsin 2000 |
|---|----------------------|----------------------|------------------|------------------|----------------|----------------|
| Less than 9th Grade | 26.3% | 9.5% | 11.2% | 4.8% | 9.5% | 5.4% |
| 9th to 12th No Diploma | 8.7% | 9.8% | 10.8% | 9.3% | 11.9% | 9.6% |
| HS Grad | 30.0% | 40.6% | 43.2% | 41.1% | 37.1% | 34.6% |
| Some College | 14.5% | 16.0% | 16.2% | 21.9% | 16.7% | 20.6% |
| Associate Degree | 7.1% | 6.8% | 7.2% | 7.3% | 7.1% | 7.5% |
| Bachelor's Degree | 9.9% | 12.9% | 8.0% | 10.7% | 12.1% | 15.3% |
| Graduate/Prof. Degree | 3.5% | 4.4% | 3.4% | 4.9% | 5.6% | 7.2% |
| % High School Grad or Higher | 65.0% | 80.7% | 78.0% | 85.9% | 78.6% | 85.2% |

Source: US Census

5.6.1.2 Economic Base

Table 5.25 lists the top 25 employers in Polk County as reported by the Wisconsin Department of Workforce Development, in year 2005. Polaris Industries the largest employer for Polk County. Of the top 25 employers, three are in the Village of Luck:

- Durex Products
- St. Croix Valley Hardwoods
- School District of Luck

Table 5.25: Top 25 Employers in Polk County

| Rank | Employer | Industry Type | Number of Employees |
|------|------------------------------------|---|---------------------|
| 1 | Polaris Industries Inc. | All Other Transportation Equipment Mfg | 500-999 |
| 2 | County of Polk | Executive & Legislative Offices, Combined | 250-499 |
| 3 | St. Croix Regional Medical Center | General Medical and Surgical Hospitals | 250-499 |
| 4 | Wal-mart | Discount Department Stores | 250-499 |
| 5 | Osceola Public School | Elementary and Secondary Schools | 250-499 |
| 6 | Amery Regional Medical Center Inc. | General Medical and Surgical Hospitals | 250-499 |
| 7 | School District of Amery | Elementary and Secondary Schools | 250-499 |
| 8 | Trollhaugen Inc. | Skiing Facilities | 100-249 |
| 9 | Bishop Fixture & Millwork Inc. | Showcase, Partition, Shelving, and Locker Manufacturing | 100-249 |
| 10 | Osceola Medical Center | General Medical and Surgical Hospitals | 100-249 |
| 11 | Balsam Lake-Unity-Milltown Public | Elementary and Secondary Schools | 100-249 |
| 12 | School District of St. Croix Falls | Elementary and Secondary Schools | 100-249 |
| 13 | Tenere Inc. | Special Die and Tool, Die Set, Jig, and Fixture Manufacturing | 100-249 |
| 14 | Firstsite Staffing Inc. | Temporary Help Services | 100-249 |
| 15 | Cardinal Glass Industries | Glass Product Mfg Made of Purchased Glass | 100-249 |
| 16 | Durex Products Inc. | All Other Plastics Product Mfg; Other Fabricated Wire Product Mfg | 100-249 |
| 17 | Good Samaritan Center | Nursing Care Facilities | 100-249 |
| 18 | Northwire Inc. | Other Communication and Energy Wire Mfg | 100-249 |
| 19 | School District of Clear Lake | Elementary and Secondary Schools | 100-249 |
| 20 | Mathy Construction Co. | Highway, Street, and Bridge Construction | 100-249 |
| 21 | Advanced Food Products LLC. | Cheese Manufacturing | 100-249 |
| 22 | School District of Luck | Elementary and Secondary Schools | 100-249 |
| 23 | St. Croix Valley Hardwoods | Cut Stock, Resawing Lumber, and Planing | 100-249 |
| 24 | Marketplace Foods | Supermarkets and Other Grocery (except Convenience) Stores | 100-249 |
| 25 | Masterson Personnel Inc. | Temporary Help Services | 100-249 |

Source: WI Department of Workforce Development, Polk County

Table 5.26 and Figure 5.23 describe the workforce by industry within the Village, County and State in year 2000. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

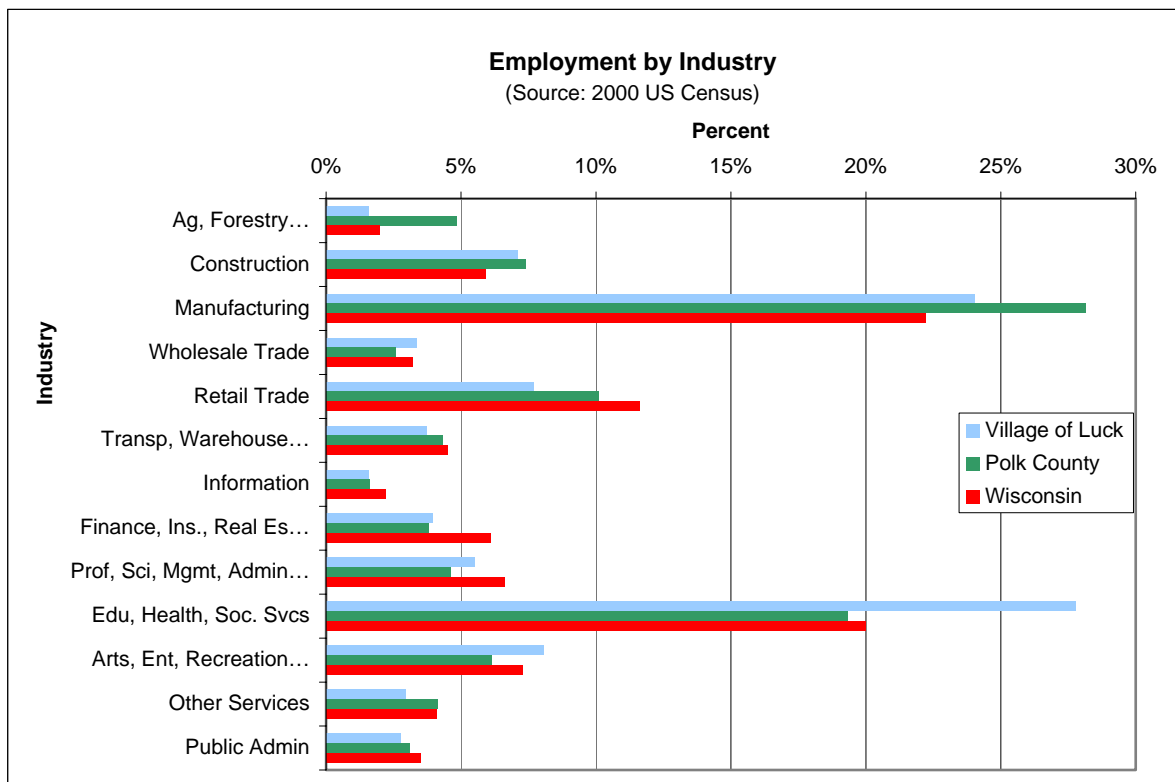
The highest percentage of employment by industry for Luck residents is in the Educational, Health, and Social Services category, with the Manufacturing industry close behind. This corresponds with the largest

area employers including hospitals, school districts, and manufacturing facilities. These two categories are also the highest industries of employment for Polk County and the State.

Table 5.26: Employment by Industry

| Employment by Industry, Civilians 16 Years & Older | Village of Luck Number | Village of Luck Percent | Polk County Number | Polk County Percent | Wisconsin Number | Wisconsin Percent |
|--|------------------------|-------------------------|--------------------|---------------------|------------------|-------------------|
| Ag, Forestry, Fishing, Hunting & Mining | 8 | 1.6% | 991 | 4.8% | 75,418 | 2.0% |
| Construction | 36 | 7.1% | 1,520 | 7.4% | 161,625 | 5.9% |
| Manufacturing | 122 | 24.0% | 5,780 | 28.1% | 606,845 | 22.2% |
| Wholesale Trade | 17 | 3.3% | 530 | 2.6% | 87,979 | 3.2% |
| Retail Trade | 39 | 7.7% | 2,074 | 10.1% | 317,881 | 11.6% |
| Transp, Warehousing & Utilities | 19 | 3.7% | 885 | 4.3% | 123,657 | 4.5% |
| Information | 8 | 1.6% | 330 | 1.6% | 60,142 | 2.2% |
| Finance, Insurance, Real Estate, Rental & Leasing | 20 | 3.9% | 780 | 3.8% | 168,060 | 6.1% |
| Prof, Scientific, Mgmt, Administrative & Waste Mgmt | 28 | 5.5% | 948 | 4.6% | 179,503 | 6.6% |
| Educational, Health & Social Services | 141 | 27.8% | 3,968 | 19.3% | 548,111 | 20.0% |
| Arts, Entertainment, Recreation, Accommodation & Food Services | 41 | 8.1% | 1,262 | 6.1% | 198,528 | 7.3% |
| Other Services | 15 | 3.0% | 853 | 4.2% | 111,028 | 4.1% |
| Public Administration | 14 | 2.8% | 632 | 3.1% | 96,148 | 3.5% |
| Total | 508 | 100% | 20,553 | 100% | 2,734,925 | 100% |

Figure 5.23: Employment by Industry



Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.27 details average employee wages for industries. In Polk County, employees working in the Manufacturing industry earn the highest average annual wage, although it is still nearly \$10,000 lower than that for the State. As expected, employees working in Leisure & Hospitality earn the lowest average wage, partly because many of these are part-time employees, and many receive tips, which are unaccounted for. The average wage per industry in all categories is lower for Polk County workers compared to State averages for the same industries. Statistics on wages by industry are not available for the Village of Luck.

Table 5.27: Wage by Industry

| NAICS Code | Industries | Polk County Average Annual Wage 2006 | Wisconsin Average Annual Wage 2006 | Polk County as a Percentage of Wisconsin |
|----------------|----------------------------------|--------------------------------------|------------------------------------|--|
| 21, 1133 | Natural Resources & Mining | \$26,210 | \$28,301 | 92.6% |
| 23 | Construction | \$33,314 | \$44,682 | 74.6% |
| 31-33 | Manufacturing | \$36,272 | \$45,952 | 78.9% |
| 42, 44, 48, 22 | Trade, Transportation, Utilities | \$23,843 | \$31,935 | 74.7% |
| 51 | Information | \$23,825 | \$45,704 | 52.1% |
| 52-53 | Financial Activities | \$32,552 | \$48,859 | 66.6% |
| 54-56 | Professional & Business Services | \$23,056 | \$42,612 | 54.1% |
| 61-62 | Educational & Health Services | \$29,471 | \$38,492 | 76.6% |
| 71-72 | Leisure & Hospitality | \$9,419 | \$13,058 | 72.1% |
| 81 | Other Services | \$18,797 | \$21,228 | 88.5% |
| 92 | Public Administration | \$25,336 | \$38,294 | 66.2% |
| 99 | Unclassified | \$0 | \$31,518 | 0.0% |
| | All Industries | \$27,691 | \$36,830 | 75.2% |

Source: WI Department of Workforce Development

5.6.2 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 5.28 identifies which occupations are expected to experience the most growth over a ten-year period from year 2004 to 2014. According to the DWD, occupations in Healthcare Support, Healthcare Practitioners, and Computers are expected to have the highest growth rate. Occupations in Production, Office Administration, and Sales are expected to have the lowest growth rate.

Table 5.28: Fastest Growing Occupations 2004-2014

| SOC Code | Occupational Title | WI Employment 2004 | WI Employment 2014 | Percent Change 2004-2014 | 2005 Average Annual Salary |
|----------|---|--------------------|--------------------|--------------------------|----------------------------|
| 29-1071 | Physician Assistants | 1,310 | 1,990 | 51.9% | NA |
| 31-1011 | Home Health Aides | 13,730 | 20,790 | 51.4% | \$20,162 |
| 15-1081 | Network Systems and Data Communication Analysts | 4,220 | 6,240 | 47.9% | \$56,789 |
| 31-9092 | Medical Assistants | 5,890 | 8,640 | 46.7% | \$27,441 |
| 15-1031 | Computer Software Engineers, Applications | 7,960 | 11,610 | 45.9% | \$70,386 |
| 15-1032 | Computer Software Engineers, Systems Software | 2,740 | 3,890 | 42.0% | \$76,324 |
| 39-9021 | Personal and Home Care Aides | 21,260 | 29,460 | 38.6% | \$19,200 |
| 29-2021 | Dental Hygienists | 4,390 | 6,050 | 37.8% | \$54,203 |
| 31-9091 | Dental Assistants | 5,050 | 6,950 | 37.6% | \$28,602 |
| 29-2032 | Diagnostic Medical Sonographers | 840 | 1,140 | 35.7% | \$66,410 |
| 15-1072 | Network and Computer systems Administrators | 5,300 | 7,190 | 35.7% | \$56,246 |
| 29-2055 | Surgical Technologists | 2,120 | 2,860 | 34.9% | \$40,055 |
| 15-1061 | Database Administrators | 1,550 | 2,090 | 34.8% | \$61,299 |

| SOC Code | Occupational Title | WI Employment 2004 | WI Employment 2014 | Percent Change 2004-2014 | 2005 Average Annual Salary |
|----------|--|--------------------|--------------------|--------------------------|----------------------------|
| 29-2071 | Medical Records and Health Information Technicians | 3,540 | 4,770 | 34.7% | \$28,976 |
| 29-1126 | Respiratory Therapists | 1,460 | 1,960 | 34.2% | \$47,309 |
| 29-1111 | Registered Nurses | 48,410 | 64,420 | 33.1% | \$55,060 |
| 31-2021 | Physical Therapist Assistants | 1,220 | 1,620 | 32.8% | \$38,342 |
| 29-2034 | Radiologic Technologists and Technicians | 4,130 | 5,440 | 31.7% | \$46,916 |
| 29-1124 | Radiation Therapists | 390 | 510 | 30.8% | \$65,931 |
| 45-2021 | Animal Breeders | 490 | 640 | 30.6% | \$37,339 |
| 29-9091 | Athletic Trainers | 460 | 600 | 30.4% | \$40,162 |
| 31-2022 | Physical Therapists Aids | 690 | 900 | 30.4% | \$23,632 |
| 13-1071 | Employment, Recruitment, and Placement Specialists | 3,520 | 4,590 | 30.4% | \$46,133 |
| 29-2031 | Cardiovascular Technologists and Technicians | 660 | 860 | 30.3% | \$42,569 |
| 19-1042 | Medical Scientists, Except Epidemiologists | 1700 | 2210 | 30.0% | \$51,920 |
| 29-1123 | Physical Therapists Aids | 3,550 | 4610 | 29.9% | \$62,582 |
| 29-1122 | Occupational Therapists | 3,040 | 3,940 | 29.6% | \$52,248 |
| 13-2052 | Personal Financial Advisors | 3,350 | 4,340 | 29.6% | \$77,792 |
| 25-2011 | Preschool Teachers, Except Special Education | 8,540 | 11,060 | 29.5% | \$24,027 |
| 29-2056 | Veterinary Technologists and Technicians | 1,280 | 1,650 | 28.9% | \$27,233 |

Source: WI Department of Workforce Development

Table 5.29 identifies which industries are expected to experience the most growth over a ten-year period from year 2004 to 2014. According the DWD, industries in Professional & Business Services, Educational & Health Services, and Construction categories are expected to have the highest growth rate. Industries in Natural Resources & Mining and Manufacturing categories are expected to have the lowest growth rate.

Since the DWD does not collect data on employment projections for the Village of Luck or Polk County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events may affect the accuracy of these projections.

Table 5.29: Fastest Growing Industries 2004-2014

| NAICS Code | Industries | WI Employment 2004 | WI Employment 2014 | Percent Change 2004-2014 |
|------------|--|--------------------|--------------------|--------------------------|
| 487 | Scenic and Sightseeing Transportation | 370 | 510 | 37.8% |
| 621 | Ambulatory Health Care Services | 99,480 | 135,700 | 36.4% |
| 624 | Social Assistance | 60,400 | 79,300 | 31.3% |
| 518 | Internet Service Providers | 8,480 | 10,760 | 26.9% |
| 493 | Warehousing and Storage | 11,060 | 14,030 | 26.9% |
| 561 | Administrative and Support Services | 118,130 | 149,690 | 26.7% |
| 562 | Waste Management and Remediation Services | 5,070 | 6,310 | 24.5% |
| 485 | Transit and Ground Passenger Transport | 13,740 | 16,960 | 23.4% |
| 623 | Nursing and Residential Care Facilities | 68,870 | 84,800 | 23.1% |
| 622 | Hospitals | 108,570 | 133,200 | 22.7% |
| 523 | Securities, Commodity Contracts | 9,210 | 11,210 | 21.7% |
| 541 | Professional, Scientific, and Technical Services | 89,500 | 108,000 | 20.7% |
| 454 | Nonstore Retailers | 22,950 | 27,630 | 20.4% |
| 238 | Specialty Trade Contractors | 81,660 | 98,000 | 20.0% |
| 531 | Real Estate | 18,360 | 21,420 | 16.7% |
| 721 | Accommodation | 30,720 | 35,800 | 16.5% |
| 236 | Construction of Buildings | 31,520 | 36,700 | 16.4% |

| | | | | |
|-----|---|---------|---------|-------|
| 722 | Food Services and Drinking Places | 185,410 | 215,000 | 16.0% |
| 443 | Electronics and Appliance Stores | 8,580 | 9,890 | 15.3% |
| 511 | Publishing Industries | 19,120 | 22,020 | 15.2% |
| 237 | Heavy and Civil Engineering Construction | 13,560 | 15,600 | 15.0% |
| 425 | Wholesale Electronic Markets | 5,520 | 6,350 | 15.0% |
| 551 | Management of Companies | 39,830 | 45,800 | 15.0% |
| 525 | Funds, Trusts, & Other Financial Vehicles | 1,170 | 1,340 | 14.5% |
| 611 | Educational Services | 260,670 | 297,700 | 14.2% |
| 453 | Miscellaneous Store Retailers | 17,330 | 19,790 | 14.2% |
| 488 | Support Activities for Transportation | 4,540 | 5,170 | 13.9% |
| 446 | Health and Personal Care Stores | 16,430 | 18,620 | 13.3% |
| 423 | Merchant Wholesalers, Durable Goods | 64,210 | 72,490 | 12.9% |
| 451 | Sporting Goods, Hobby, Book, and Music Stores | 12,960 | 14,610 | 12.7% |

Source: WI Department of Workforce Development

5.6.3 Analysis of Business & Industry Parks

The Luck Industrial Park is approximately 55 acres in size. Only five acres, under private ownership, remain undeveloped. Although Luck Industrial Park is nearly full, nearly one-third of the acreage of industrial parks across the County is vacant according to the West Central RPC website and information from the Villages of Luck and Dresser.

Table 5.30: Polk County Business & Industry Parks

| Community | Name of Site | Owner | Total Acres | Acres Sold | Acres for Sale |
|-----------------|----------------------------------|----------------------|-------------|------------|----------------|
| Amery | Amery Industrial Park | C of Amery | 30 | 14 | 16 |
| Amery | Stower Community Industrial Park | C of Amery | 35 | 20 | 15 |
| Balsam Lake | Balsam Lake Industrial Park | V of Balsam Lake | 40 | 20 | 20 |
| Centuria | Centuria Industrial Park | V of Centuria | 64 | 14 | 50 |
| Clayton | Clayton Industrial Park | V of Clayton | 30 | 23 | 7 |
| Clear Lake | Clear Lake Industrial Park | V of Clear Lake | 37 | 20 | 17 |
| Dresser | Dresser Industrial Park | V of Dresser | 30 | 30 | 0 |
| Frederic | Frederic Industrial Park | V of Frederic | 60 | 50 | 10 |
| Luck | Luck Industrial Park | V of Luck | 55 | 50 | 5 |
| Milltown | Milltown Industrial Park | V of Milltown | 27 | 19 | 8 |
| Osceola | Osceola Industrial Park | V of Osceola | 110 | 59 | 51 |
| St. Croix Falls | St. Croix Falls Industrial Park | C of St. Croix Falls | 142 | 127 | 15 |
| | | Total | 660 | 446 | 214 |

Source: West Central WI RPC, Polk County Industrial Parks, Village of Luck, Village of Dresser

5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. Table 5.31 provides BRRTS data for sites that are still “Open” within the Plan Area. Open sites are those in need of clean up or where clean up is underway. The BRRTS also maintains a list of sites which were contaminated at one point but have since been cleaned up. Contact the Bureau for more information on these sites.

Table 5.31: BRRTS Sites

| DNR Activity Number | Activity Type | Site Name | Address | Status |
|---------------------|---------------|------------------|--------------------|--------|
| 02-49-544893 | ERP | Laundry Basket | 300 S. Main Street | Open |
| 03-49-000685 | LUST | Equity Coop-Luck | 301 Main Street | Open |
| 03-49-211682 | LUST | Luck Marine | 100 S. Main Street | Open |
| 03-49-548292 | LUST | Laundry Basket | 300 S. Main Street | Open |

Source: WIDNR, Bureau of Remediation and Redevelopment Tracking System, Village of Luck

Abandoned Container (AC), an abandoned container with potentially hazardous contents has been inspected and recovered. No known discharge to the environment has occurred. Leaking Underground Storage Tank (LUST), a LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Environmental Repair (ERP), ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Spills, a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. General Property Information (GP), this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by NDR to clarify the legal status of the property. Liability Exemption (VPLE), VPLEs are an elective process in which a property conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15. No Action Required by RR Program (NAR), There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts Wisconsin ranks 13th nationwide in total number of governmental units and 3rd nationwide in governmental units per capita. (Source: WIDOA Intergovernmental Cooperation Guide) While this many government units provide more local representation it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Village of Luck intergovernmental relationships and covers all of the information required under *SS66.1001*. Information includes: existing & potential areas of cooperation, and existing & potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Village of Luck.

5.7.1 Existing and Potential Areas of Cooperation

Table 5.32 lists the Village of Luck existing and potential areas of cooperation as identified by the Plan Commission.

Table 5.32: Existing & Potential Areas of Cooperation

| Existing areas of cooperation with other local units of government. | |
|--|--|
| Local Unit of Government | Existing Cooperation Efforts |
| Polk County | Police mutual aid, select road improvements, information/resource sharing, shared tourism center |
| Town of Luck | Street work, resources/staff, joint use of facilities such as the fire hall, brush dumping, mutual aid |
| Town of Milltown | Street work, resources/staff, joint use of facilities such as the fire hall, brush dumping, mutual aid |
| Luck School District | Staff shared with other districts, facility sharing |
| Potential areas of cooperation with other local units of government. | |
| Local Unit of Government | Potential Cooperation Efforts |
| Polk County | Increased sharing of road construction, improved shared use of tourism center |
| Town of Luck | Improved land use coordination, increased sharing of public works |
| Luck School District | Land use planning, planning new homes and residential areas |

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

Voluntary Assistance: Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

Trading Services: Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

Renting Equipment: Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

Contracting: Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the town and village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Consolidation

Consolidation is the process by which a town, city, or village joins together with another town, city, or village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Zoning

Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or City may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or City may enact an interim-zoning ordinance that freezes existing zoning (or if there is no zoning existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three member from the affected town and three members from the city or City. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

Extraterritorial Subdivision “Plat” Review

Extraterritorial subdivision review allows a city or City to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or City adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or City. The city or City may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

Intergovernmental Agreements

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.
3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

5.7.2 Analysis of Intergovernmental Relationships

Table 5.33 provides a brief description of the quality of the Village of Luck relationship to other units of government according to the Plan Commission.

Table 5.33: Analysis of Intergovernmental Relationships

| Adjacent Units of Governments | Satisfactory (5), Neutral (3), or Unsatisfactory (1) | Comments |
|-------------------------------|--|----------|
| Polk County | 5 | |
| Town of Luck | 5 | |
| Town of Milltown | 5 | |
| School Districts | | |
| Luck School District | 5 | |
| Other | | |
| West Central Wisconsin RPC | 5 | |
| State | 3 | |

5.7.3 Existing & Potential Conflicts & Potential Solutions

Table 5.34 provides a brief description of the existing and potential conflicts facing the Village of Luck according to the Plan Commission.

Table 5.34: Existing & Potential Conflicts & Potential Solutions

| Existing & potential conflicts with other local units of government. | |
|---|---|
| Local Unit of Government | Existing & Potential Conflicts |
| None mentioned | |
| Solutions appropriate to resolve these conflicts. | |
| Increased staff mentioned as possible solution for potential conflicts | |

5.8 LAND USE

This element provides a baseline assessment of the Village of Luck land use and covers all of the information required under SS66.1001. Information includes: existing land uses, existing & potential land use conflicts, natural limitations for building site development, and land use trends. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future land use activities in the Village of Luck.

5.8.1 Existing Land Use

All the land in the Village of Luck is categorized according to its primary use. Those categories are described in the following list and illustrated on Map 5 & 5a, Existing Land Use.

Dwelling Unit: A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

- Agricultural – land used for the production of food or fiber
- Farmstead – a residential structure associated with agricultural land and typically without urban services (public water or sewer)
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Village Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park & Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The Village, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.
- Vacant – land that has been platted for development but remains unused.
- Airport – land dedicated solely for the purpose of air transportation.

Table 5.35 approximates the existing land uses in the Plan Area and Village as of year 2006. The Village of Luck’s existing land use pattern is indicative of a generally small rural Wisconsin Village. The dominant land use within both the Village and the Plan Area as a whole is woodland. Within the Village, residential land use comprises roughly 15.5% of the land area. In the Plan Area as a whole, agricultural use comprises over 16%. The most prominent features in the Plan Area are Big Butternut and Little Butternut Lakes. Refer to Map 5 & 5a, Existing Land Use.

Table 5.35: Existing Land Use

| Existing Land Use Plan Area | Acres | Percentage | Existing Land Use Village Inset | Acres | Percentage |
|--------------------------------|---------------|--------------|------------------------------------|--------------|---------------|
| Agricultural | 2,030.6 | 16.36% | Agricultural | 79.3 | 4.95% |
| Farmstead | 116.4 | 0.94% | Farmstead | 4.5 | 0.28% |
| Residential-SF | 796.8 | 4.67% | Residential-SF | 240.2 | 14.99% |
| Residential-Duplex | 0.0 | 0.00% | Residential-Duplex | 0.0 | 0.00% |
| Residential-MF | 2.9 | 0.00% | Residential-MF | 2.9 | 0.18% |
| Mobile Home Park | 5.8 | 0.00% | Mobile Home Park | 5.8 | 0.36% |
| Commercial/Office | 60.3 | 0.15% | Commercial/Office | 42.0 | 2.62% |
| Industrial | 29.1 | 0.01% | Industrial | 28.5 | 1.78% |
| Quarry | 13.4 | 0.11% | Quarry | 0.0 | 0.00% |
| Public/Institutional | 97.9 | 0.46% | Public/Institutional | 43.0 | 2.68% |
| Parks & Recreational | 138.1 | 0.00% | Parks & Recreational | 138.1 | 8.62% |
| Woodland | 6,179.5 | 48.48% | Woodland | 398.9 | 24.89% |
| Wetlands | 163.4 | 1.36% | Wetlands | 1.7 | 0.11% |
| Water | 601.7 | 1.74% | Water | 394.7 | 24.63% |
| Open Space | 1,318.5 | 10.17% | Open Space | 106.5 | 6.64% |
| Vacant | 24.9 | 0.00% | Vacant | 24.9 | 1.55% |
| Airport | 0.0 | 0.00% | Airport | 0.0 | 0.00% |
| Road ROW | 344.4 | 2.12% | Road ROW | 91.7 | 5.72% |
| Total | 11,924 | 86.6% | Total | 1,603 | 100.0% |

Source: MSA GIS, Village of Luck

5.8.1.1 Existing & Potential Conflicts

The most notable potential land use conflict in the Plan Area is the continued development of shorelands and woodlands, and associated impacts on surface water. Other existing or potential land use conflicts stem from natural limitations to development (wetlands, floodplains, and steep slopes).

5.8.1.2 Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community’s comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Polk County. The findings of this survey are documented in the report entitled "Soil Survey of Polk County, Wisconsin", published in 1979 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area's susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in the Appendix indicates those areas within the Village of Luck Plan Area that are unfavorable for development due to steep slopes, wetlands, and floodplains.

5.8.2 Land Use Trends

5.8.2.1 Land Supply

In year 2007, there were 11,322 acres of land within the Plan Area, including 1,208 acres within the Village of Luck. In the long term, it is anticipated that the land supply in Luck will increase as the Village has the ability to continue to annex land within the Town if petitioned by landowners and approved by the Village Board. Table 5.36 indicates that over 18% of the land within the Plan Area has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 8,129 acres of developable land within the Plan Area, including 25 acres of vacant land within the current Village limits. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.36: Land Supply, Plan Area

| Land Use Categories | Acres | Percentage |
|-------------------------|--------|------------|
| Developed | 1,605 | 13.5% |
| Development Limitations | 2,190 | 18.4% |
| Developable | 8,129 | 68.2% |
| Total | 11,924 | 100.0% |

Source: MSA GIS, Village of Luck

1. Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >20%
3. Developable lands include all lands not categorized as developed or undevelopable.

5.8.2.2 Land Demand

Table 5.37: Building Permits 2001-2006

| Year | New Home Permits Issued |
|--------------|-------------------------|
| 2000 | 3 |
| 2001 | 6 |
| 2002 | 6 |
| 2003 | 8 |
| 2004 | 3 |
| 2005 | 4 |
| 2006 | 1 |
| Total | 33 |

Source: Village of Luck

According to the U.S. Census, the Village of Luck gained 70 households between years 1990 to 2000. This represents an increase of 16.3%, which was more aggressive than the housing growth of the Town of Luck (7.6%), but less than that of the Town of Milltown (28.6%) and Polk County as a whole (24.5%). The WIDOA projects that the Village will add an additional 112 households between years 2000 and 2025. This represents a growth of 22.4%, compared to 3.8% for the Town of Luck, 46.0% for the Town of Milltown, and 35.9% for Polk County. Table 5.37 indicates that the Village of Luck has issued 33 new homes from year 2000 to 2006. (Note: These were new home permits) This recent growth is slightly faster than what was anticipated by the WIDOA.

Table 5.38 reports the estimated total acreage that will be utilized by agricultural, residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the WIDOA household projections and a lot size of 12,632 sq.ft. (median size of a residential lot in the Village). It is estimated that an additional 30 acres will be needed for new homes by year 2030. It is assumed that commercial and industrial acreage will maintain the same proportion to residential acreage as in year 2007 (1 acre commercial per 12.1 acres of residential and 1 acre industrial per 5.1 acres of residential). Caution should be given, as these may be underestimates due to the trend in larger land needs for new business and industry development, as well as larger residential lot sizes for new developments.

Table 5.38: Projected Land Use Needs

| Projected Land Use | 2007 | 2010 | 2015 | 2020 | 2025 | 2030 | Change, 2007-2030 |
|---|-------|-------|-------|-------|-------|-------|-------------------|
| Agricultural/Open/Forest/Vacant (acres) | 9,554 | 9,540 | 9,530 | 9,521 | 9,516 | 9,510 | -37.7 |
| Residential (acres) | 253 | 264 | 272 | 279 | 283 | 288 | 29.5 |
| Commercial (acres) | 42 | 44 | 45 | 46 | 47 | 48 | 4.9 |
| Industrial (acres) | 28 | 30 | 31 | 31 | 32 | 32 | 3.3 |

5.8.2.3 Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracks land sale transactions involving agricultural and forestry land at the county level. From year 1998 to 2006, Polk County has averaged a total of 69 transactions per year involving agricultural land. In all years except 2004, the number of transactions involving land to continue to agricultural use outnumbered those involving land diverted to other uses. An average of 20 transactions per year occurred where agricultural land was diverted to other uses. Between 1998 and 2006, the average price per acre for those transactions grew by over 300%, from \$995 to \$4,270.

During that same period, Polk County averaged 49 transactions per year where agricultural land continued in agricultural use. The average price per acre for those transactions grew by 207%, from \$1,085 to \$3,327. Similar trends in land prices can be expected for undeveloped land within the Plan Area.

Table 5.39: Agricultural Land Sale Transactions

| Year | Ag Land Continuing in Ag Use | | | Ag Land Diverted to Other Uses | | |
|--------------|------------------------------|---------------|------------------|--------------------------------|--------------|------------------|
| | Number of Transactions | Acres Sold | Dollars per Acre | Number of Transactions | Acres Sold | Dollars per Acre |
| 1998 | 86 | 5,272 | \$1,085 | 20 | 936 | \$995 |
| 1999 | 42 | 2,844 | \$1,120 | 19 | 683 | \$1,999 |
| 2000 | 65 | 2,877 | \$1,403 | 28 | 1,104 | \$1,980 |
| 2001 | 57 | 2,593 | \$1,790 | 18 | 647 | \$2,313 |
| 2002 | 62 | 2,413 | \$2,120 | 17 | 885 | \$2,700 |
| 2003 | 54 | 2,341 | \$3,092 | 30 | 852 | \$2,954 |
| 2004 | 29 | 1,590 | \$3,161 | 43 | 1,310 | \$3,463 |
| 2005 | 24 | 1,363 | \$3,234 | 4 | 218 | \$4,270* |
| 2006 | 24 | 1,412 | \$3,327 | 2 | 125 | |
| Total | 443 | 22,705 | x | 181 | 6,760 | x |

Source: US Census of Agriculture, Polk County

*The actual annual values per acre were \$5,296 for 2005 and \$2,481 for 2006. Since these varied significantly and were based on so few transactions, the transactions were averaged to determine the recent average value of \$4,270 per acre.

Information regarding the number of forestland sale transactions is not as well known and what data is available appears in Table 5.40. From year 1998 to 2006, Polk County has averaged 64 annual transactions where forestland continued in forest use. The average price per acre for those transactions was \$1,812. During the same period, the county had 19 transactions per year where forestland was diverted to other uses. The average price per acre for those transactions was \$2,351 (30% higher than the others). Similar trends in land prices can be expected for undeveloped land within the Plan Area.

Table 5.40: Forest Land Sale Transactions

| Year | Forest Land Continuing in Forest Use | | | Forest Land Diverted to Other Uses | | |
|--------------|--------------------------------------|---------------|------------------|------------------------------------|--------------|------------------|
| | Number of Transactions | Acres Sold | Dollars per Acre | Number of Transactions | Acres Sold | Dollars per Acre |
| 1998 | 84 | 2,547 | \$972 | 20 | 669 | \$1,010 |
| 1999 | 81 | 2,827 | \$1,143 | 40 | 1,570 | \$1,119 |
| 2000 | 67 | 1,984 | \$1,634 | 25 | 608 | \$2,312 |
| 2001 | 63 | 2,102 | \$1,953 | 20 | 766 | \$2,202 |
| 2002 | NA | NA | NA | NA | NA | NA |
| 2003 | NA | NA | NA | NA | NA | NA |
| 2004 | NA | NA | NA | NA | NA | NA |
| 2005 | 46 | 1,657 | \$2,492 | 3 | 40 | \$3,511 |
| 2006 | 45 | 1,468 | \$2,676 | 4 | 344 | \$3,954 |
| Total | 386 | 12,585 | x | 112 | 3,997 | x |

Source: US Census of Agriculture, Polk County

Trends in land prices can also be derived using the tax assessment data. Table 5.41 displays the aggregate assessed value for various land use categories for year 2002 and 2007. In year 2007, the average equalized asset value (land and improvements) for residential parcels in the Village of Luck was \$119,652, \$104,820 for commercial parcels, and \$356,282 for manufacturing (industrial) parcels. The information is from the WI Department of Revenue and caution should be given as the WIDOR has periodically switched the way that they have reported or assessed certain land classifications over the years (i.e. use value assessment of agricultural land).

Table 5.41: Village of Luck Land Use Assessment Statistics

| Land Use | 2002 | | | | 2007 | | | | |
|-------------------|------------|------------|--------------------------|---------------------|------------|------------|--------------------------|---------------------|----------------------------|
| | Parcels | Acres | Aggregate Assessed Value | Equalized Value | Parcels | Acres | Aggregate Assessed Value | Equalized Value | Equalized Value per Parcel |
| Residential | 471 | 104 | \$36,025,080 | \$45,314,800 | 513 | 158 | \$52,035,270 | \$61,381,500 | \$119,652 |
| Commercial | 95 | 26 | \$6,676,520 | \$9,927,400 | 94 | 30 | \$9,312,350 | \$9,853,100 | \$104,820 |
| Manufacturing | 11 | 39 | \$2,229,700 | \$2,921,300 | 11 | 39 | \$3,325,400 | \$3,919,100 | \$356,282 |
| Agricultural | 5 | 97 | \$21,160 | \$13,900 | 5 | 93 | \$22,060 | \$11,600 | \$2,320 |
| Undeveloped | 5 | 73 | \$3,340 | \$4,200 | 8 | 54 | \$4,720 | \$16,200 | \$2,025 |
| AG Forest | 0 | 0 | \$0 | \$0 | 0 | 0 | \$0 | \$0 | NA |
| Forest | 16 | 199 | \$132,090 | \$1,012,900 | 17 | 189 | \$214,460 | \$1,328,600 | \$78,153 |
| Other | 0 | 0 | \$0 | \$0 | 0 | 0 | \$0 | \$0 | NA |
| Personal Property | | | \$860,700 | \$1,004,500 | x | x | \$825,550 | \$971,900 | NA |
| Total | 603 | 538 | \$45,948,590 | \$60,199,000 | 648 | 563 | \$65,739,810 | \$77,482,000 | \$119,571 |

Source: WI Dept Revenue, Village of Luck

1. Aggregate Assessed Value – This is the *dollar amount* assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

2. Equalized Value Assessment – This is the *estimated value* of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county’s levy among the municipalities in that county. The WI-DOR determines the equalized value. (Source: 2006 Guide for Property Owners, WI-DOR)

5.8.3 Redevelopment Opportunities

The Plan Commission listed several opportunities for redevelopment, including the following:

- Nursing Home
- Old theatre
- Studio works site
- DBS Hall
- Village Hall
- Old Library
- Old Bakery
- Assembly of God Church
- Feed mill property
- Ledger building

Village of Luck Comprehensive Plan Public Participation Plan

The Village of Luck has developed guidelines for involving the public as part of the requirements of the Comprehensive Planning Process (Section 66.1001(4)(a), Stats.). The goal of a public participation plan is to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

The Village of Luck elects to use the Plan Commission to work with MSA Professional Services, Inc. to develop the Comprehensive Plan. The Plan Commission will have the responsibility for developing the Comprehensive Plan. The Village Board shall have the authority to adopt the Comprehensive Plan

The following details the public participation plan the Village of Luck will use for developing its Comprehensive Plan.

- **Project Meetings:** It is anticipated the project will take nine meetings to complete. Seven of the nine meetings will be working sessions with the Plan Commission. The purpose of the working sessions is to review, discuss, and create project material related to the creation of the Draft Comprehensive Plan.
- **Public Notice:** Meeting times will be published and posted in accordance with Village procedures and State law. All Plan Commission meetings are open to the public unless otherwise indicated in the posted meeting notice. Public attendees are encouraged to voice their ideas, opinions, and concerns at each meeting.

Adoption Procedures:

- The Plan Commission shall, by majority vote, adopt a resolution recommending that the Village Board pass an ordinance to adopt the Draft Comprehensive Plan. (Statute 66.1001(4)(b))
 - A Public Informational Meeting (PIM) will be held upon completion of the Draft Plan. Residents will be encouraged to provide comments before the Plan Commission recommends a resolution to the Village Board for the approval of the Draft Plan. All written comments, which should be forwarded to Village Clerk, will be consolidated and presented at the Plan Commission meeting.
- An electronic (cd) copy of the Draft Plan will be disseminated to neighboring jurisdictions and appropriate governments, as stated in Statutes 66.1001 (4)(b)(e)(f), providing 30 days for written comments. In addition, a copy of the Draft Plan will be accessible at the local public library.
 - The Clerk for the following local governmental units shall receive a copy of the plan:
 - Polk County
 - City of Amery
 - Town of Luck
 - Town of Milltown
 - The West Central Wisconsin Regional Plan Commission
 - The Wisconsin Department of Administration
 - Administrator for the Luck Public School District

- The Village Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001(4)(c), Stats.). The Adopted Plan and adopting ordinance will be disseminated to the same neighboring jurisdictions, County, and State governments as stated in Wisconsin Statute 66.1001(4)(b), and listed above.
 - Before Village Board adoption, a Public Hearing will be held for presentation of the Recommended Draft Comprehensive Plan as stated in Stat. 66.1001(4)(d). The hearing must be preceded by a class 1 notice under ch.985.
 - At least 30 days before the hearing is held the Village of Luck shall provide written notice to all of the following:
 - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
 - A person who has registered a marketable nonmetallic mineral deposit under s. 295.20
 - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Village of Luck provide the property owner or leaseholder notice of the hearing.
 - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
- Any comments by the above-mentioned governing bodies, or public, will be read into the minutes during the Public Hearing, evaluated, and incorporated as necessary by the Village Board into the Adopted Comprehensive Plan. A summary of comments and subsequent action will be provided upon request.

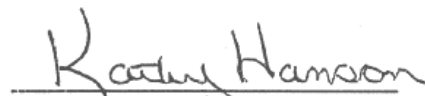
Other public participation activities may be added as deemed necessary by the Plan Commission with approval of the Village Board.

Vote: Yes 7 No 0 Abstain 0 Absent 0

Adopted this 5th day of September, 2007.

Attest:


Richard Callister, President


Kathy Hanson, Village Clerk

IMPLEMENTATION ACTIONS

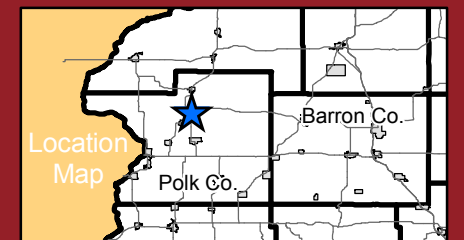
The table below provides a summary list and work schedule of major actions to be completed as part of the implementation of the Comprehensive Plan. Details of these actions are provided in Chapter 4 of this Plan.

| Action | Timeframe | Responsible Party |
|--|-----------------------------|--------------------------------------|
| 1) Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households. | Continual | Village Board Planning Commission |
| 2) Conduct a community wide pedestrian and bicycle study to identify pedestrian and bicycle improvements throughout the Village and develop a Pedestrian and Bicycle Plan for the Village. | Short-term 5-years | Village Board Planning Commission |
| 3) Conduct a traffic analysis and study alternatives for transportation “problem areas”, including an assessment of options and alternatives to ease congestion and improve safety along Seventh Ave adjacent to the school campus. | Short-term 5-years | Village Board Planning Commission |
| 4) Develop a general capital improvements plan (CIP) to address transportation-related infrastructure needs. | Short-term 5-years | Village Board Planning Commission |
| 5) Develop a lake protection plan and a stormwater management plan to preserve Village Lakes from the effects of future lakeshore development and associated stormwater runoff. | Short-term 5-years | Village Board Planning Commission |
| 6) Review Village Zoning Ordinance for consistency with this plan | Short-term (before 2010) | Village Board Planning Commission |
| 7) Review Village Subdivision Regulation for consistency with this plan | Short-term 5-years | Village Board Planning Commission |
| 8) Consider adopting the Wisconsin Model Small Wind Energy System Ordinance for the permitting and siting of small wind energy systems. | Short-term 5-years | Village Board Planning Commission |
| 9) Review Village Zoning Code to ensure it supports and allows for the appropriate siting and installation of renewable energy systems. | Short-term (before 2010) | Village Board Planning Commission |
| 10) Create a Conservation Subdivision Ordinance to regulate subdivisions within agricultural and resource preservation areas | Short-term 5-years | Village Board Planning Commission |
| 11) Prepare detailed neighborhood plans and adopt them as a component to this Comprehensive Plan. | Mid-term 10-years | Village Board Planning Commission |
| 12) Consider creating a Local Sign Ordinance to regulate the height and other dimensional characteristics of advertising and identification signs within the Village | Short-term 10-years | Village Board Planning Commission |
| 13) Contribute input into any proposed changes to the Polk County Zoning Ordinance. | Continual | Village Board Planning Commission |
| 14) Review & provide comments on neighboring municipalities planning projects that affect the Village. | Continual | Village Board Planning Commission |
| 15) Prior to the adoption of the Village Comprehensive Plan, and for subsequent updates, request comments from School District Officials, neighboring municipalities, and Polk County. | Continual | Village Board Planning Commission |
| 16) Hold one annual joint meeting between the Village Board and Plan Commission to: <ul style="list-style-type: none"> o Review the Village’s progress in implementing the recommendations of the plan, o Establish new deadlines and responsibilities for new or unfinished recommendations, o To identify proposals or decisions that were consistent (or inconsistent) with the plan, o To identify any minor or major plan amendments that are needed or have been requested for review. | Continual | Village Board Planning Commission |
| 17) Update this Comprehensive Plan at least once every ten years per the requirements of the State comprehensive law. | Mid Term 10 Years | Village Board Planning Commission |

PLANNING AREA

Village of Luck
Polk County, Wisconsin

MAP - 1



Legend

- Plan Area Boundary
- Corporate Limits
- Railroad
- Roads
- Trails
- Lakes
- Rivers
- Municipal Divisions
- Sections
- Parcels

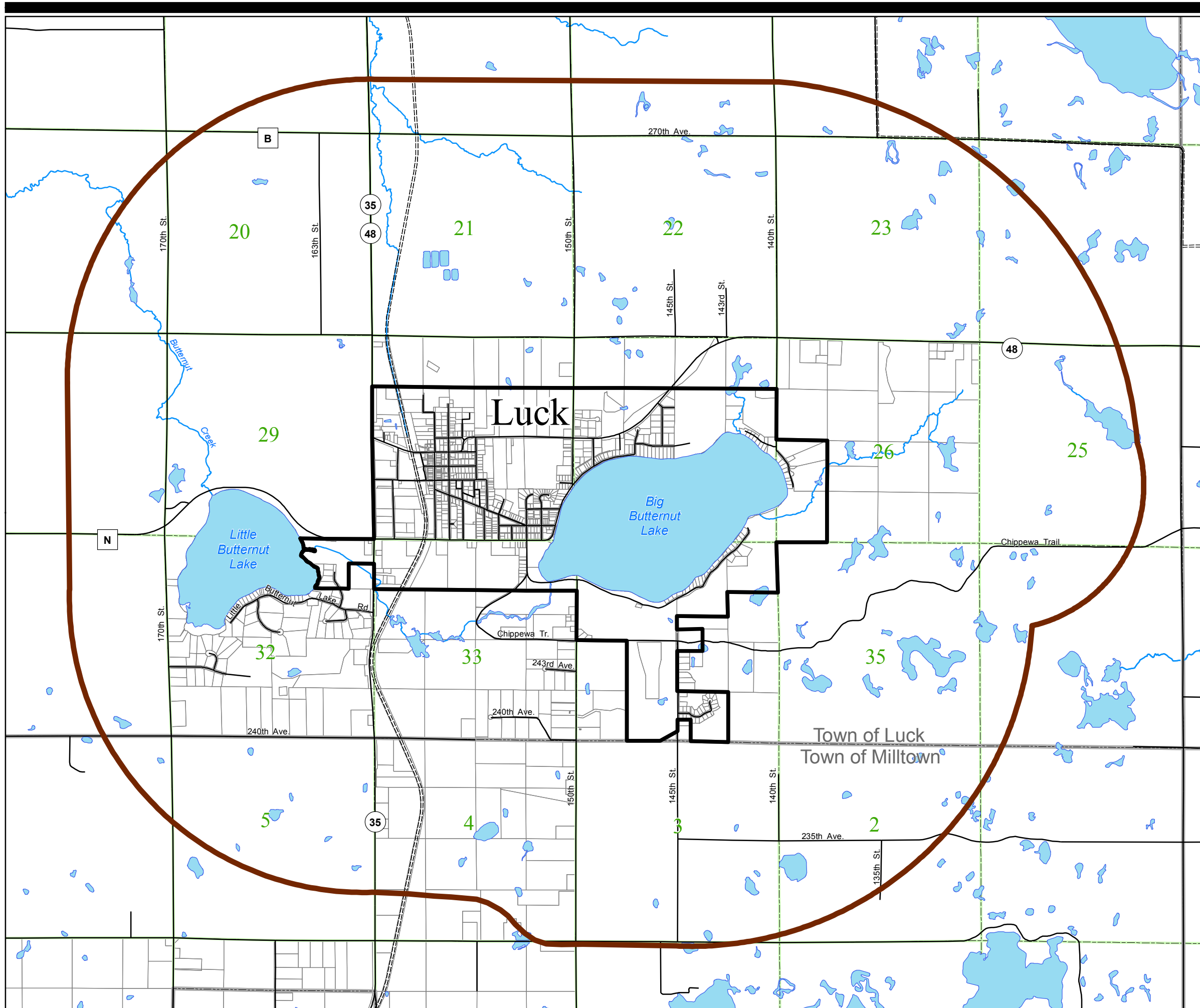


Feet



Sources:
- Base data provided by County
- 2005 NAIP Ortho provided by USDA

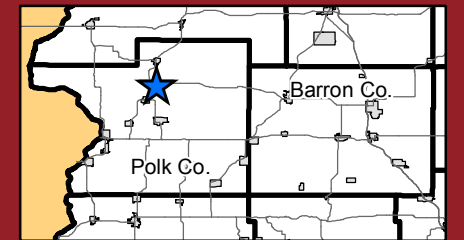
Drafted - LSR, Date - 06-25-08, File - g:/projects/...Luck



PLANNING AREA - INSET

*Village of Luck
Polk County, Wisconsin*

MAP - 1A



Legend

- Corporate Limits
- Railroad
- Roads
- Trails
- Lakes
- Rivers
- Municipal Divisions
- Sections
- Parcels

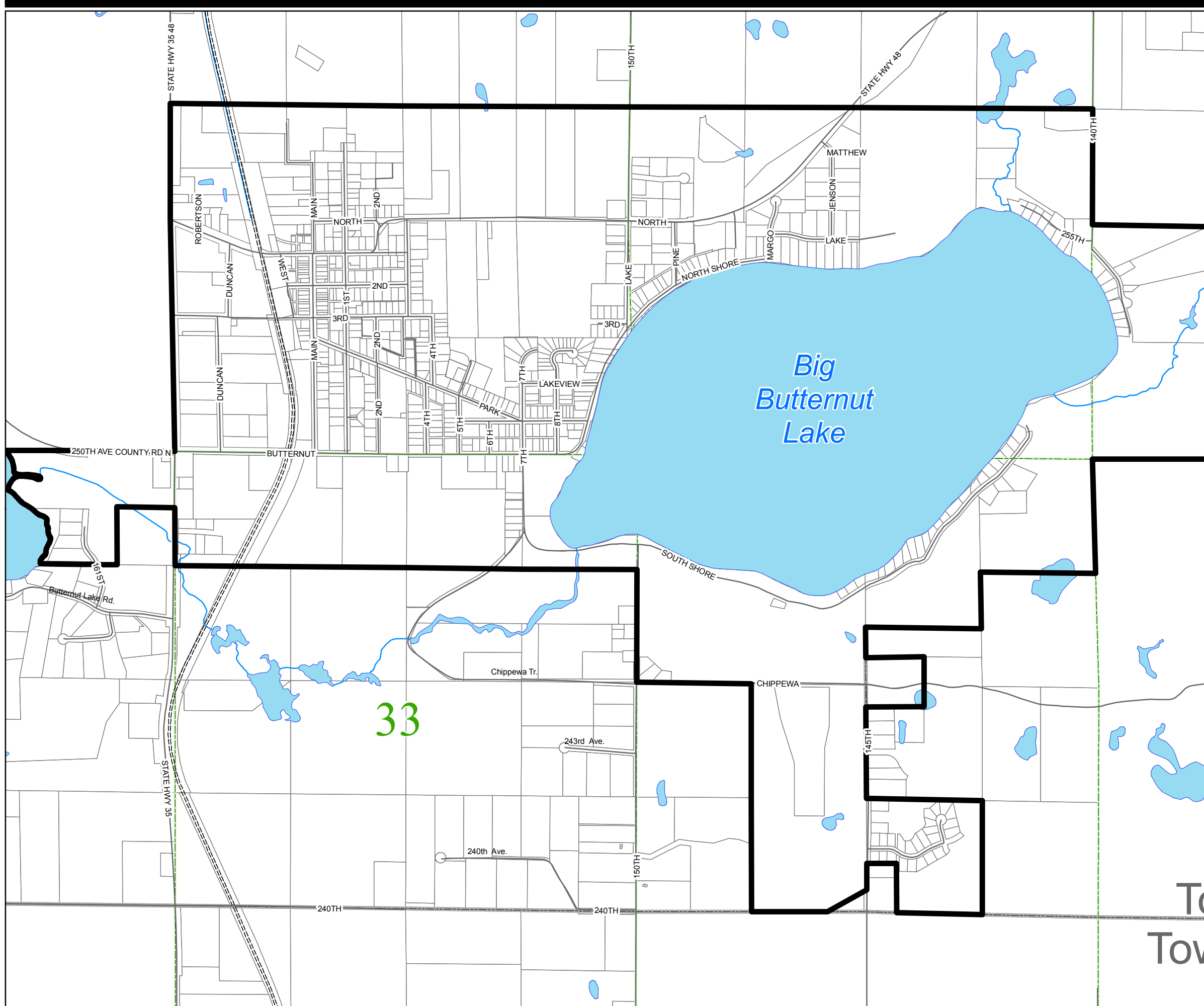


Feet



Sources:
- Base data provided by County
- 2005 NAIP Ortho provided by USDA

Drafted - LSR, Date - 06-25-08, File - g:/projects/...Luck



TRANSPORTATION FACILITIES

Village of Luck
Polk County, Wisconsin

MAP - 2

Legend

- Plan Area Boundary
- Municipal Divisions
- Corporate Limits
- Parcels
- Sections
- Railroad
- Trails
- Lakes
- Rivers

NFC Class

- Minor Arterial
- Major Collector
- Minor Collector
- Local Roads

ADT's
A. 1998
B. 2004



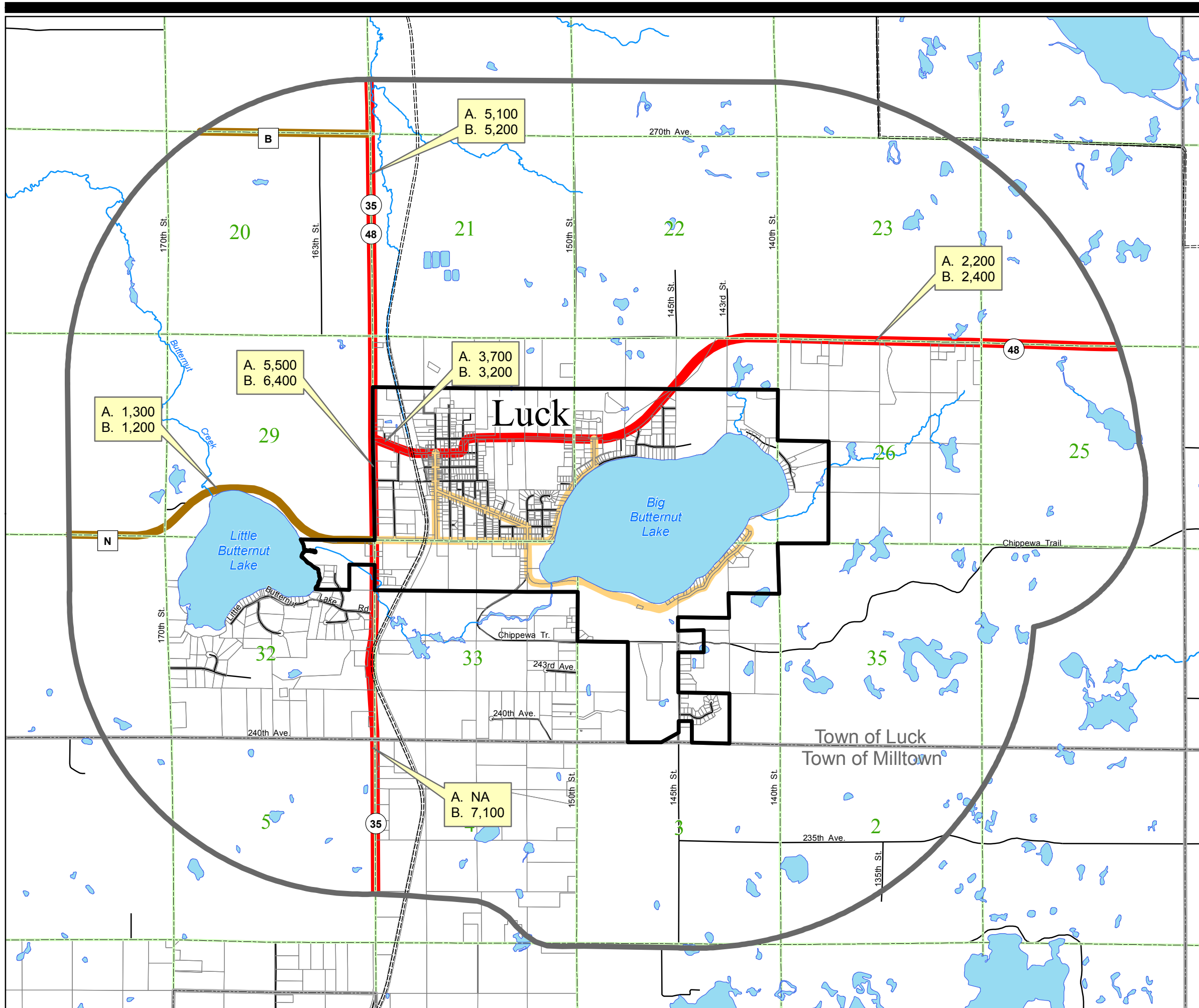
Feet



Sources:
- Base data provided by Iron County
- NFC AND ADT provided by WIDOT



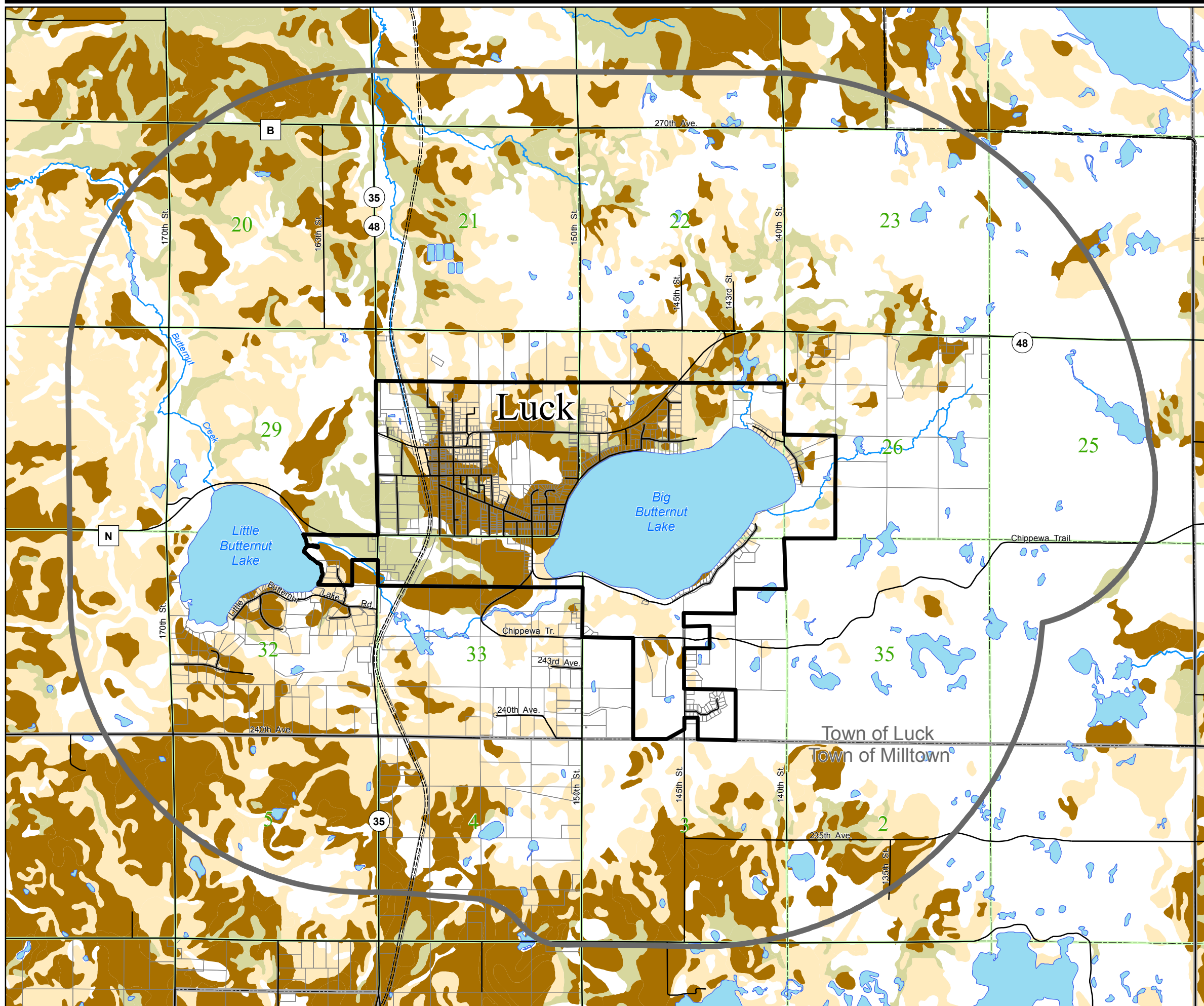
Drafted - LSR, Date - 06-04-08, File - g:/projects/...Luck



PRODUCTIVE AGRICULTURAL AREAS

Village of Luck
Polk County, Wisconsin

MAP - 3



Legend

- Plan Area Boundary
- Municipal Divisions
- Corporate Limits
- Parcels
- Sections
- Roads
- Railroad
- Trails
- Lakes
- Rivers

Soils

NRCS - Soils

- Not Prime Farmland
- Prime Farmland
- Prime Farmland if Drained
- Statewide Importance



Feet



Sources:
- Base data provided by County
- Soils provided by NRCS

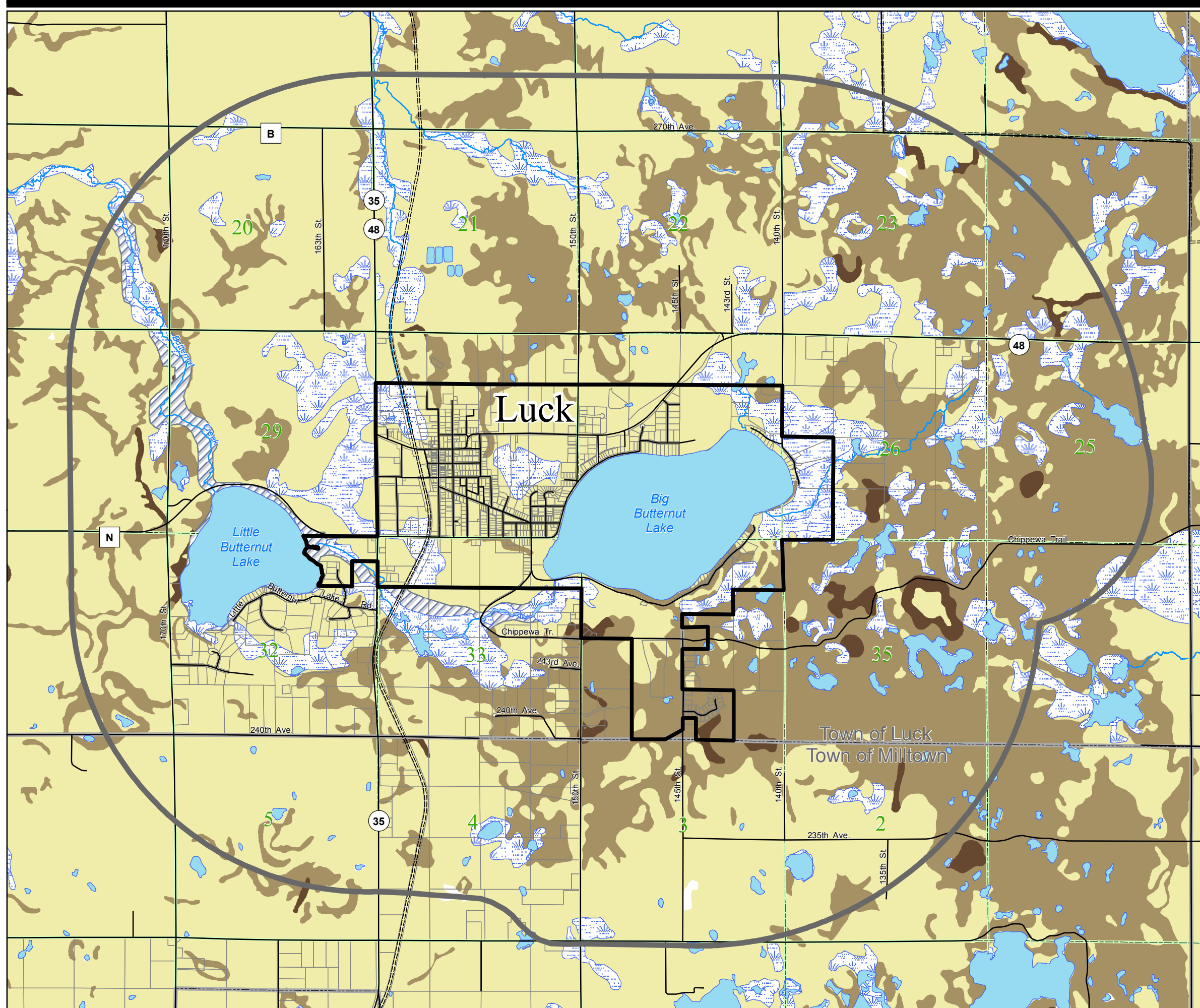
Drafted - LSR, Date - 06-04-08, File - g:/projects/...Luck



DEVELOPMENT LIMITATIONS

Village of Luck
Polk County, Wisconsin

MAP - 4



Legend

- Plan Area Boundary
- Municipal Divisions
- Corporate Limits
- Parcels
- Sections
- Roads
- Railroad
- Trails
- Lakes
- Rivers
- Wetlands
- Floodplain
- 0 - 12%
- 12 - 20%
- 20 - 60%



Feet



Sources:
- Base data provided by Iron County
- Soils provided by NRCS
- Floodplains provided by FEMA
- Wetlands provided by WiDNR

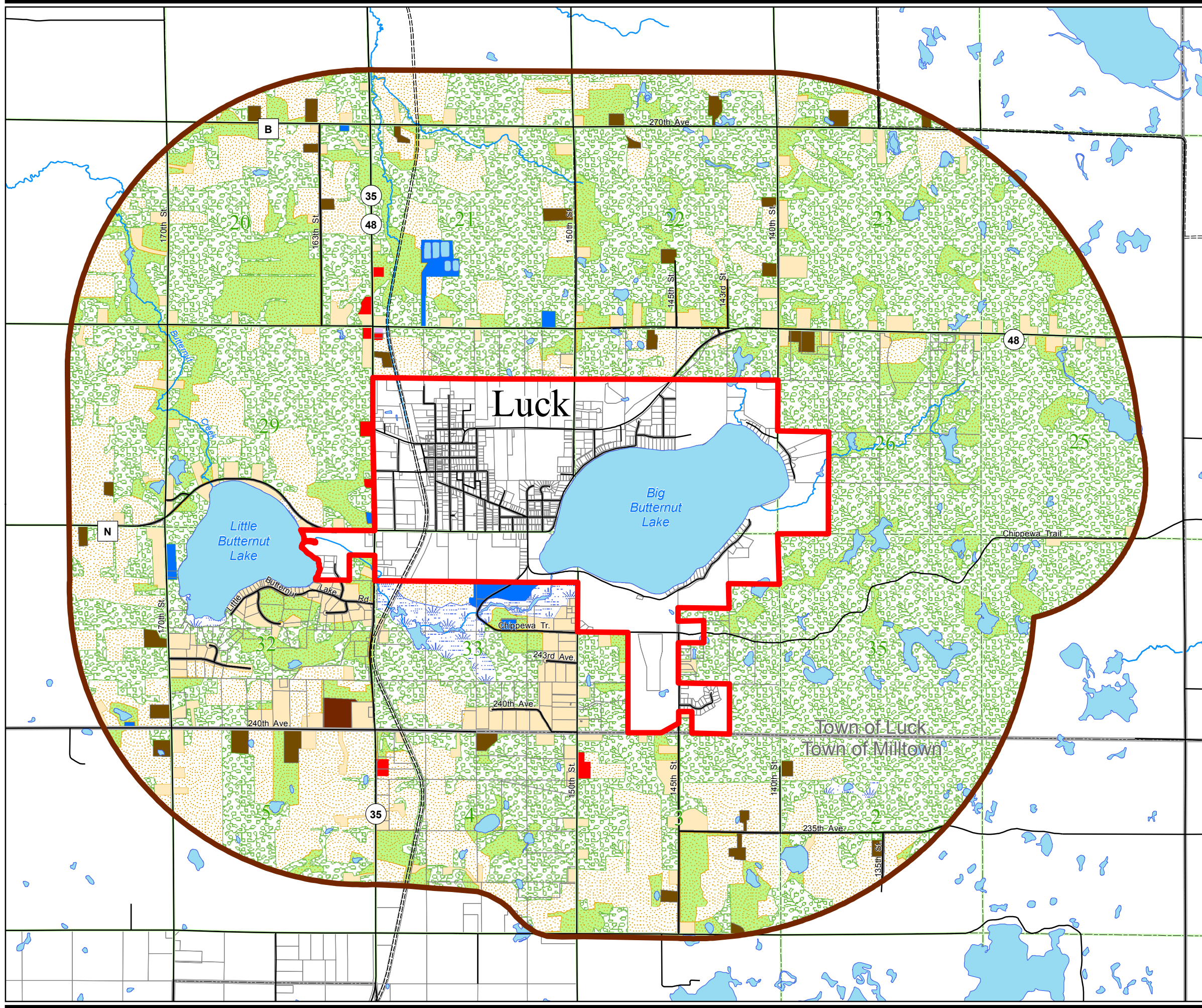
Drafted - LSR, Date - 06-04-08, File - g:/projects/...Luck



EXISTING LAND USE

Village of Luck
Polk County, Wisconsin

MAP - 5



Legend

| | |
|---------------------|---------------------------|
| Plan Area Boundary | Agriculture |
| Municipal Divisions | Commercial |
| Corporate Limits | Farmstead |
| Parcels | Industrial |
| Sections | Institutional |
| Roads | Lakes/Open Water |
| Railroad | Open Space/Pasture |
| Trails | Quarry |
| Lakes | Single Family Residential |
| Rivers | Transportation |
| | Observed Wetlands |
| | Wooded Lands |



Feet



Sources:
- Base data provided by Iron County
- Land use observed from Ortho Photos

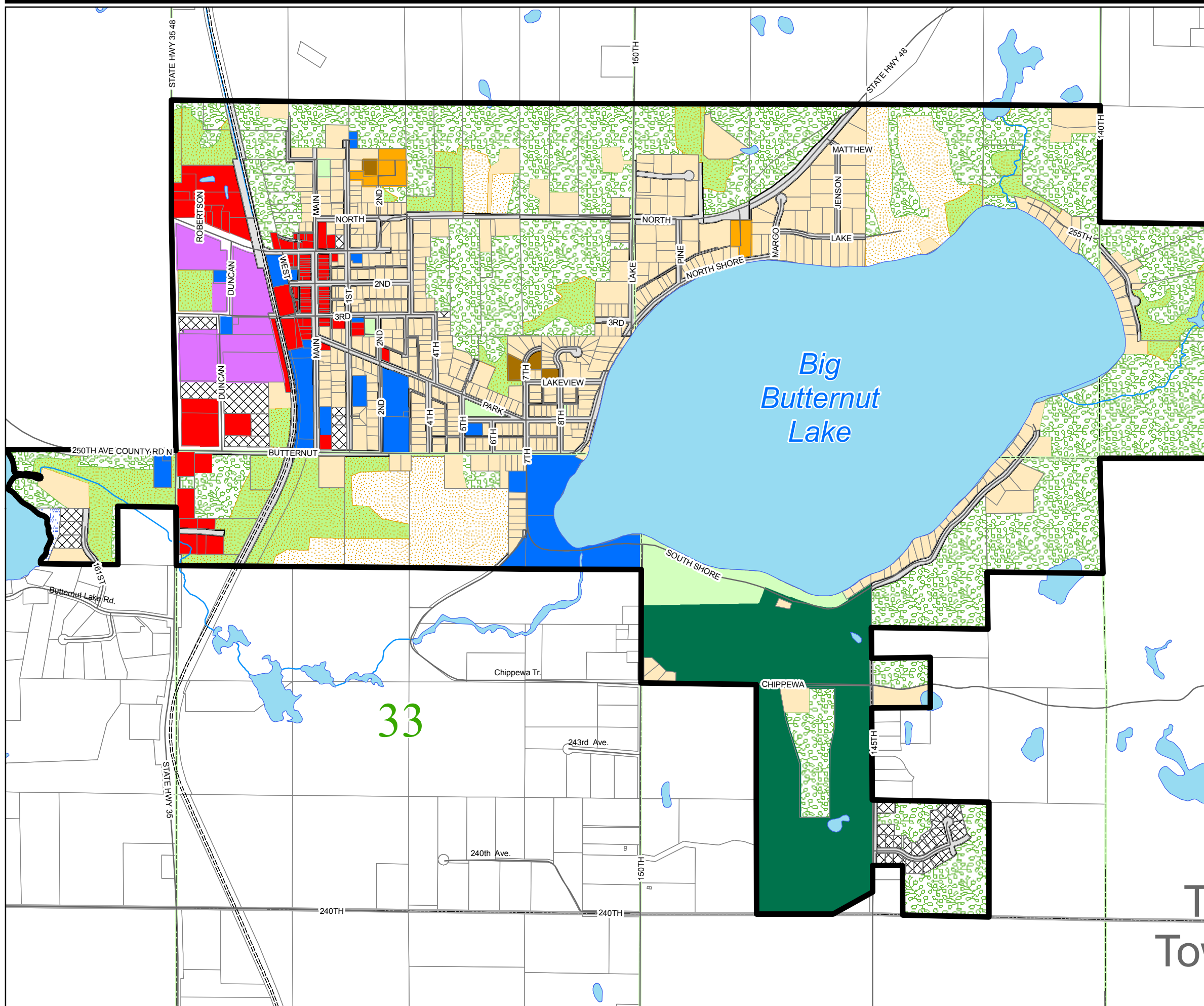
Drafted - LSR, Date - 06-26-08, File - g:/projects/...Luck



EXISTING LAND USE - INSET

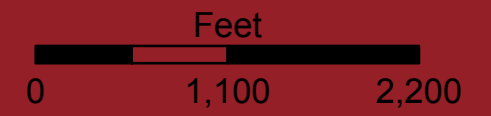
Village of Luck
Polk County, Wisconsin

MAP - 5A



Legend

| | |
|---------------------|---------------------------|
| Plan Area Boundary | Agriculture |
| Municipal Divisions | Commercial |
| Corporate Limits | Communications |
| Parcels | Farmstead |
| Sections | Golf Course |
| Roads | Industrial |
| Railroad | Institutional |
| Gandy Dancer Trail | Lakes/Open Water |
| Lakes | Mobile Home Residential |
| Rivers | Multi-Family Residential |
| | Open Space |
| | Parks and Recreation |
| | Quarry |
| | Single Family Residential |
| | Transportation |
| | Vacant |
| | Observed Wetlands |
| | Wooded Lands |



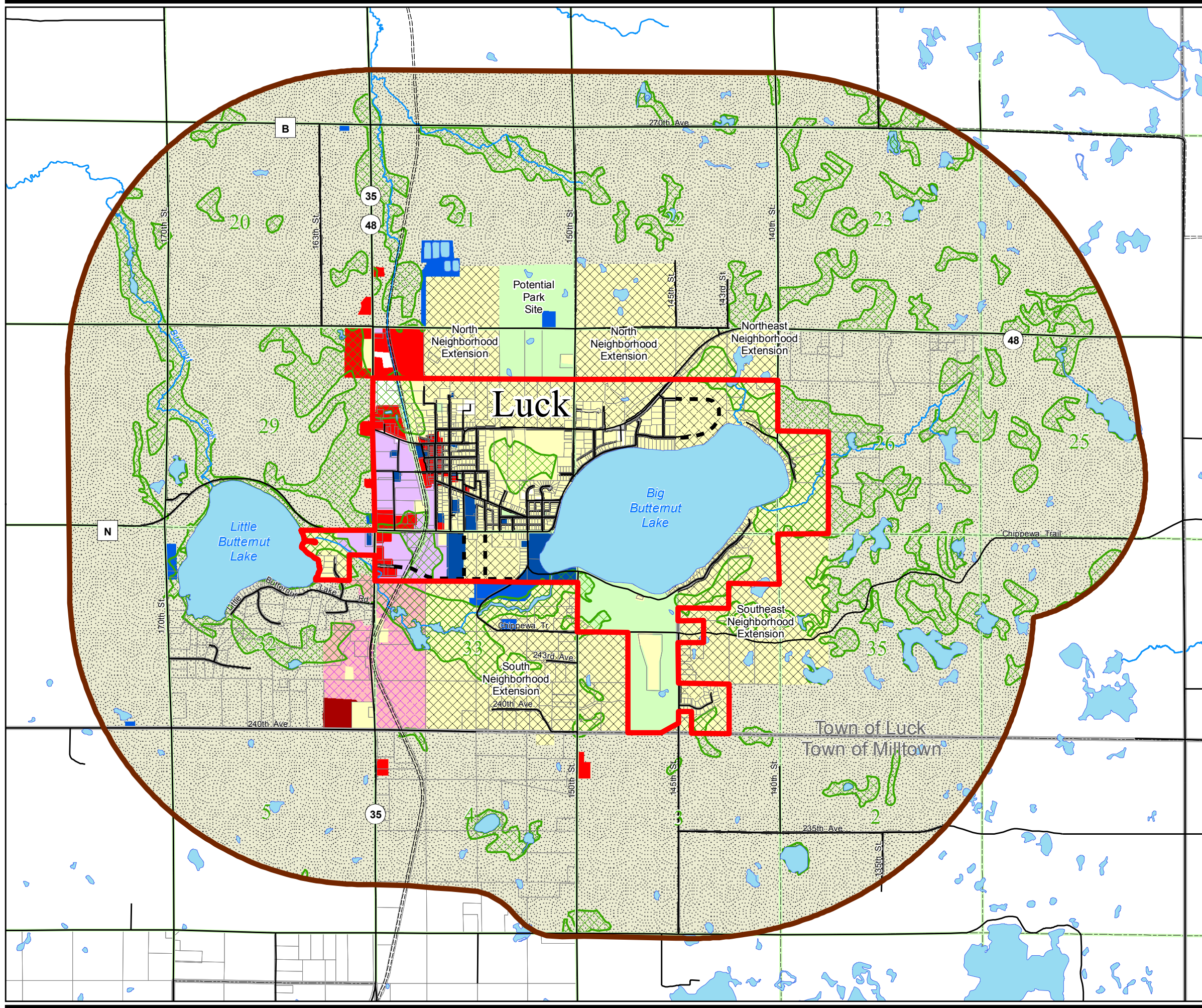
Sources:
- Base data provided by Iron County
- Land use observed from Ortho Photos



FUTURE LAND USE

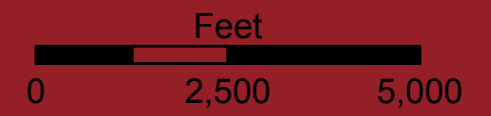
Village of Luck
Polk County, Wisconsin

MAP - 6



Legend

| | |
|---------------------|--------------------------|
| Plan Area Boundary | Rural Preservation |
| Municipal Divisions | Low Density Residential |
| Corporate Limits | Planned Neighborhood |
| Parcels | Commercial |
| Sections | Mixed Business |
| Roads | Industrial |
| Proposed Roads | Quarry |
| Railroad | Institutional |
| Trails | Parks and Recreation |
| Lakes | Lakes/Open Water |
| Rivers | Transportation |
| | Resource Protection Area |



Sources:
- Base data provided by Iron County
- Land use observed from Ortho Photos

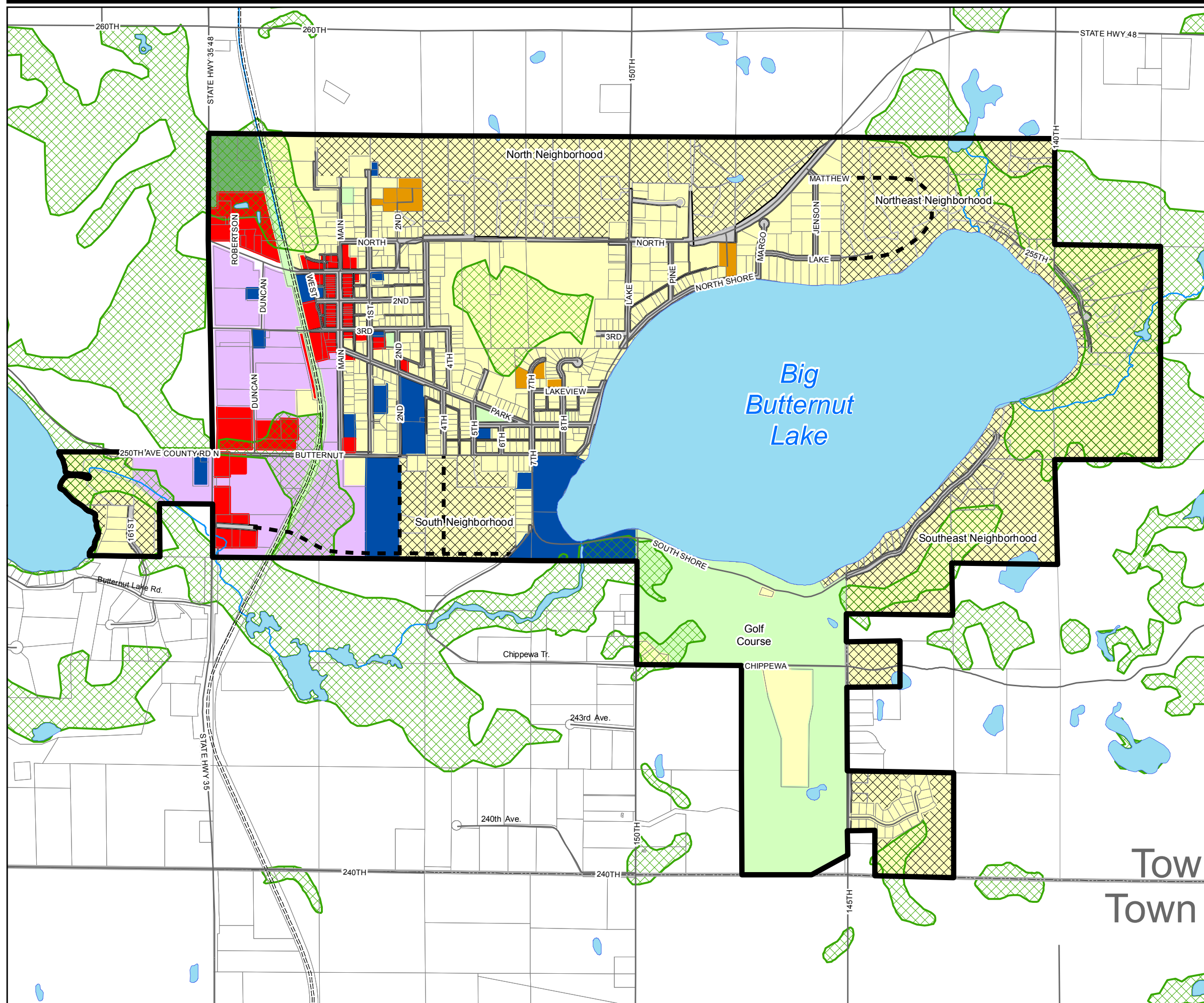
Drafted - LSR, Date - 12-09-08, File - g:/projects/...Luck



FUTURE LAND USE - INSET

Village of Luck
Polk County, Wisconsin

MAP - 6A



Legend

| | |
|---------------------|----------------------------------|
| Corporate Limits | Low Density Residential |
| Municipal Divisions | Med. to High Density Residential |
| Parcels | Planned Neighborhood |
| Roads | Commercial |
| Proposed Roads | Industrial |
| Railroad | Institutional |
| Gandy Dancer Trail | Parks and Recreation |
| Lakes | Conservation |
| Rivers | Lakes/Open Water |
| | Transportation |
| | Resource Protection Area |



Feet



Sources:
- Base data provided by Iron County
- Land use observed from Ortho Photos

Drafted - LSR, Date - 12-09-08, File - g/projects/...Luck

