

Chapter 8 - LAND USE

INTRODUCTION

This element of the comprehensive plan presents information on the current (2002) land use within the town and describes the various controls governing land uses. The second half of this chapter describes the town's future growth and development plans. The General Plan Design identifies the wishes of the community on how development should occur within a 20 year timeframe, and serves as a detailed guide to the members of the Town Board in their decision making process.

The Town's goals, objectives, policies and programs; inventory of natural resources, agricultural resources, public facilities, and demographic trends identified in the previous chapters; along with the information within this chapter, were utilized to develop a projection of future land use demands and to assist with the identification of the future locations for specific types of land uses.

SUMMARY AND IMPLICATIONS

The Town of Franklin is a rural farming community that includes three small "crossroads" communities serving the needs of its residents. In the past, the town regulated development with an Exclusive Agricultural Zoning Ordinance (initially adopted in 1979), and had deferred other land use controls to Kewaunee County (i.e. Sub-division Ordinance, Floodplain Ordinance, Shoreland Zone Ordinance, Park and Recreation Plan, Farmland Preservation Plan, Sanitary Ordinance, etc.). In 2006 and 2007, the Town's Plan Commission created a comprehensive *Code of Ordinances* to further regulate land use and development and to implement the adopted land use plan.

A primary objective of the town's plan is to preserve and protect its prime agricultural lands and rural character. The "rural character" of the town can be defined by its extensive agricultural base consisting of small to medium sized dairy farms, general crops, scattered rural residential properties on relatively large lots, small mixed-use service centers (as exemplified by Curran and Stangelville), its wooded natural resource areas and four lakes.

Currently, the developed lands in the town account for just over seven percent or approximately 1,646 acres of its total land area (23,000 acres). Nearly 93 percent of the town land is still considered undeveloped, with approximately 60 percent of the town land area identified as crop and pasture land, while slightly less than 33 percent of the total land area has been identified as woodlands and other natural areas. Residential development accounts for less than two percent of the town's total land area.

LAND USE STRATEGY

Goal: General Plan Design

Promote future development that will meet the needs of the town while preserving its' agricultural base, protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, providing for adequate services and facilities, and ensuring compatibility of future land uses.

Planning Objective:

Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town for both existing and future residents.

Planning Policies:

1. Utilize the Comprehensive Plan as an illustration of the town's overall development policy.
2. Permit future development in an orderly way to allow for proper distribution of community services.
3. Work with the neighboring towns and Kewaunee County (as well as the village of Denmark) to ensure compatible growth within the border areas of the town.
4. Prior to approving any Zoning change, Conditional Use, or Variance, it shall be demonstrated that the development is consistent with the town's Comprehensive Plan and overall Vision.

Agricultural Preservation Objectives:

1. Preserve agricultural lands and farming while providing for the orderly development of land for non-farm uses.
2. Land that is currently or was historically in productive farm use should remain.
3. Where applicable, retain large contiguous areas of prime agricultural lands for future farming operations.
4. Development, if deemed appropriate, will be directed to areas not conducive to farming or to smaller less productive farmlands.
5. To help preserve farmland within the town, specific areas should be identified for future non-farm developments within the General Plan Design of this document.

Agricultural Preservation Policies:

1. The town should retain a 35 acre minimum in A-1 exclusive agricultural districts.
2. Retain the larger tracts of prime agricultural and actively farmed lands and prohibit further fragmentation of agricultural lands that are less than 35 acres in size.
3. Prohibit development on soils that have been identified as being prime agricultural areas thus encouraging and protecting the use of these lands for farming purposes only.
4. Direct, as much as possible, non-farming development away from farmlands in order to protect the farmer's "right to farm" and to minimize possible conflicts of incompatible uses.
5. Explore the option of requiring a buffer strip between farm operations and adjacent non-farming developments to minimize conflicts of farming operations on residential living.

Residential Development Objective:

Strive to maintain the stability and integrity of existing open space areas while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by stable agricultural practices, a variety of housing types and densities, and the inclusion of open green spaces within developments, and environmental protection - is ultimately desired.

Residential Development Policies:

1. Direct rural/residential development to areas in the Town where farming is unproductive, or less productive, due to marginally fertile or shallow soils, steep slopes and/or proximity to significant natural resource features.
2. Protect residential clusters from impacts of non-residential uses not appropriate for the area. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.
3. Infill development needs to be designed to be compatible with the established residential districts through transitions in housing density, screening, or other appropriate methods.
4. Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.

Commercial Development Objective:

Encourage harmonious and well-planned commercial developments that will serve the needs of the town and area residents, along with the specialized farming needs of the rural area.

Commercial Development Policies:

1. Areas already characterized by commercial development and where town services and facilities are available should be given preference over scattered non-serviced areas.
2. Points of vehicle entry and exit should be properly located and controlled to prevent safety problems and traffic congestion on adjacent roadways. Adjacent roads should be capable of accommodating the increased traffic associated with the commercial development.
3. Adequate landscape screening “buffers” should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.
4. Adequate building setbacks should be provided from abutting streets and highways.

Light Manufacturing/ Industrial Objectives:

1. Have limited areas set aside to accommodate light industrial developments.
2. Future intensive heavy industrial uses (to include those requiring outside storage; excessive traffic; generate odors; generate noise; generate water - soil - air pollution) shall be directed to the neighboring locations within the surrounding communities where adequate industrial facilities and services (sewer, water, natural gas, electricity, etc.) already exist.
3. Intensive industrial uses shall not be placed with retail commercial sales, residential, governmental, or institutional uses.

Light Manufacturing/ Industrial Policy:

1. To be permitted, the development should not detract from the rural community appearance, over burden community services of the town nor clutter any “corridor” through the town such as along county trunk highways. The town should follow a set of performance criteria before allowing industrial uses within the town. The town should work with adjoining communities to achieve mutually beneficial developments.

Natural and Cultural Resources Objective:

Achieve the preservation of water resources, unique open spaces, and other cultural and natural resources while maintaining existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.) in site designs, thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.

Natural and Cultural Resources Policies:

1. Encourage innovative residential subdivision designs that promote open spaces and conservation.
2. Utilize the environmental corridor designation in the General Plan Design to promote and preserve wildlife habitat and trails where appropriate.
3. Carefully consider the impacts of allowing greater use of lands within and adjacent to the comprehensive plan’s identified environmental corridors (depicted on the General Plan Design).
4. Consider being more restrictive within the environmental corridors, to include the establishment of buffers to protect certain features such as waterways, wetlands, etc.

Community Services Objective:

Continue to provide adequate public services throughout the planning period in order to reach the desired vision of this plan.

Community Services Policies:

1. The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.
2. The town will work with adjoining communities and service providers (public and private) to help ensure that future services are as effective and efficient as reasonably possible.
3. The town will continue to monitor and address the facility and program needs of the elderly population and those approaching senior status.

EXISTING LAND USE PLANS AND ORDINANCES

This section inventories and discusses the land use controls which currently exist within the town of Franklin (as revised in 2007), which may affect, or restrict, the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the town

Comprehensive Plans

This *Comprehensive Plan*, adopted by the town in 2002 and amended in 2007, was the first such plan adopted by the town of Franklin. Several surrounding communities have completed plans, or are in the process of adopting plans.

The adjacent towns of Montpelier, West Kewaunee (Kewaunee County), New Denmark (Brown County), and the towns of Cooperstown, Gibson and Mishicot (Manitowoc County) have completed or are completing their comprehensive plans. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth” (under Wisconsin Statute 66.1001), and to help avoid any conflicts in future land use decisions. Reviewing these plans may also provide information and insight into new concepts or ideas which the town of Franklin wishes to promote.

Kewaunee County Agricultural Preservation Plan

The Kewaunee County Farmland Preservation Plan identifies agricultural preservation areas that are of prime importance. Property owners of eligible farmland may enter into farmland preservation agreements or transition agreements whereby the owner agrees not to develop the land in exchange for farmland preservation tax credits. Lands covered by a farmland preservation agreement are exempt from special assessments for sanitary sewers, water, lights, or non farmland drainage, and the land is also denied the use of the improvement created by the special assessment. This plan was last updated and certified by the Wisconsin **Land & Water Conservation Board in 2007** (Map 8.1), and details areas considered for **Agricultural Preservation** (minimum of 100 contiguous acres); **Environmental Areas** (e.g. wetlands, woodlands, cultural, historic, or archeological, the 100 year floodplain, public lands and lakes, rivers and streams) which are eligible for Wisconsin Farmland Preservation tax credits as an incentive to protect these sites; **Transitional Areas** (of at least 35 acres) may be eligible for the above tax credits as well; and **Excluded Areas**, which are not eligible for tax credits, are deemed developed and not suitable for farming.

Park and Outdoor Recreation Plan

Kewaunee County has an adopted Park and Recreation Plan which provides a five year period of eligibility for the Federal Land and Water Conservation Fund (LAWCON). This eligibility enables the county and its local units of government to receive grants to assist in the provision and improvement of outdoor recreation facilities. An update to the plan is scheduled once every five years or whenever it is needed to update plan recommendations within the five year period.

It is important for the town to have identified its potential projects within the park plan, so the park and recreation projects in the town may be eligible for federal funding assistance.

Land Regulatory Ordinances

Town of Franklin Code of Ordinances

The Town's Code of Ordinances also included; a Land Division Ordinance (detailed below), a Town Road, Driveway and Private Road Ordinance, a Livestock Facility Licensing Ordinance, and a Nuisance Ordinance.

Town of Franklin Zoning Ordinance

Pursuant to Wis. Stats. 62.23(7); the Town of Franklin Zoning Ordinance was comprehensively revised and adopted (as Chapter 10 of the *Town of Franklin Code of Ordinances*) on August 13, 2007. The zoning ordinance is intended to "promote the health, safety, morals and general welfare of the town of Franklin, Kewaunee County, Wisconsin ..." The ordinance provides for two (2) Exclusive Agricultural Zoning Districts (A1 and A3) that cover the largest part of the town's lands. The zoning ordinance also created a rural residential district with a minimum of 2.5 acre lot sizes; a single family zoned district with a minimum lot size of one (1) acre; and, multi-family zoning district with a minimum parcel size of five (5) acres. In addition, zoning districts that regulate single family/two family, multifamily, commercial and industrial land uses were also established. Map 8.2 illustrates the town of Franklin land use zoning.

Subdivision Controls

Kewaunee County, under Wisconsin Statutes 236, establishes the procedure for the division and subdivision of lands in unincorporated areas of the county (Ordinance Number 104-1-69).

The Town of Franklin adopted a *Land Division Ordinance as Chapter 8 of the Code of Ordinances* on August 13, 2007. The Ordinance applies to all lands in the Town of Franklin.

The Ordinance states that "No person, unless exempt under this Ordinance, shall divide or create a land division of any land in the Town of Franklin subject to the requirements of the Ordinance and no land division, including any Cluster Development, Conservation Subdivision, a Statutory Subdivision, Certified Survey Map, Condominium Plat, Replat or Minor Land Division, shall be entitled to be recorded in the Office of the Register of Deeds for Kewaunee County unless the final land division, plat, or map as approved by the Town Board's designee, the Town of Franklin Plan Commission, is in full compliance and consistent with the requirements of the Ordinance and the provisions of Chapter 236, of the Wisconsin Statutes."

Furthermore; the *Land Division Ordinance* stipulates the "No land shall be issued a land division approval if the Town Plan Commission of the Town of Franklin determines that any proposed land division plat, or Certified Survey Map will materially interfere with existing agricultural uses or will conflict with other goals, objective, and policies as set forth in the Town of Franklin 20-Year Comprehensive Plan. In addition, the land division approval must be determined to be consistent with the Town Comprehensive Plan."

Floodplain Ordinance

The Kewaunee County Floodplain Zoning ordinance was adopted in April 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 59.99, and 87.30. The general purpose of the ordinance is to regulate development in the flood hazard areas to protect life, health and property. The ordinance established three zoning districts: (1) the floodway district, which consists of the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood (the regional flood is defined to be representative of

large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream once every 100 years); (2) the flood fringe district, which consists of that portion of the floodplain between the regional flood limits and the floodway; and (3) the general floodplain district, which consists of all areas which have or may be hereafter covered by the floodway and flood fringe district.

Uses permitted in the floodway district consist of open space uses that are not prohibited by any other ordinance and that meet the standards established in the ordinance. Structures intended for human habitation are not permitted in the floodway. Uses permitted in the flood fringe district consist of structures, land uses or development that meet the standards of the ordinance and are not prohibited by the ordinance, any other ordinance, or other local, state, or federal regulation. Uses in the general floodplain district are determined based on whether or not the proposed uses are located in the floodway or flood fringe districts.

Shoreland Ordinance

The Kewaunee County Shoreland ordinance was adopted in March 1992. The ordinance was adopted pursuant to Wis. Stats. 59.57, 59.971, 87.30, and 144.26. The ordinance recognizes that the uncontrolled use of shorelands and pollution of navigable waters of Kewaunee County would adversely affect the public health, safety, convenience and general welfare, and would impair the tax base. The ordinance states that the state legislature of Wisconsin has delegated the responsibilities to the counties to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect spawning grounds, fish and aquatic life; to control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty. The ordinance regulates all lands within unincorporated areas of the county that are:

- a) Within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages;
- b) Within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain, which ever is greater (Map 8.3).

The ordinance recognizes town zoning ordinances in that if the town ordinance is more restrictive than the county ordinance, the town ordinance prevails to the extent of the greater restriction. However, all permits must be secured through the county, even though the town zoning provisions may be more restrictive.

Under the ordinance, the county reviews all land divisions of existing tax parcels in the shoreland area, pursuant to s.236.45, Wis. Stats and Kewaunee County Subdivision Ordinance Number 104-1-69. Under the ordinance, the county may require the installation of streets and utility improvements, as well as the dedication of land for public streets, public uses, and public access to navigable lakes or streams. The ordinance defines a subdivision *as a division of a lot, parcel or tract of land by the owner thereof or the owner's agent for the purpose of sale or building development where: 1. The act of subdivision creates three or more parcels or building sites of five acres each or less; or 2. three or more parcels or building sites of five acres are created by successive division within a period of five years.* The ordinance further regulates the dimension of building sites, setbacks from water and highways, the minimum square footage of living space, removal of shore cover, filling, grading, lagooning, dredging, ditching and excavating.

The ordinance establishes a method to allow clustering on lots of at least 10 acres to promote open space and to protect open space through preservation in perpetuity. This ordinance also

defines three zoning districts - Shoreland-Wetland, Recreational-Residential, and General Purpose.

Kewaunee County Private Sewage System Ordinance

This ordinance addresses the installation, maintenance and upgrading of on-site waste systems, along with their responsibilities in the areas of solid waste management and recycling, in unincorporated areas of Kewaunee County. This ordinance was last updated in 2000.

The ordinance regulates septic systems, holding tanks, mound systems, privies, and other alternative sewage systems. The ordinance requires a sanitary permit from the County for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit.

Erosion Control Plan

Under s. 92.10, Wis. Stats., those counties that are designated as priority counties by the Department of Agriculture, Trade and Consumer Protection (DATCP) must prepare and adopt erosion control plans. The county land conservation committee prepares erosion control plans to conserve long-term soil productivity, protect the quality of related natural resources, enhance water quality, and to resolve severe soil erosion problems.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the town of Franklin was conducted in the spring of 2002 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories, and is presented in Table 8.1 and on Map 8.4 (Appendix A contains the detailed land use calculations). From this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Planning Area

The town of Franklin encompasses over 23,200 total acres of land. Of this, over 1,600 acres, or seven percent of the town, are developed, leaving 21,600 acres (93 percent) of undeveloped land. Of these undeveloped lands, the majority of this acreage is in agriculture (i.e. croplands and pasture), or in natural areas such as wetlands, woodlands and water features.

Residential Land

Residential land accounts for approximately 25 percent of the developed land, but less than two percent of the total land. It is the second largest developed land use within the town. The 413 acres of residential lands are scattered throughout the town, following a linear pattern adjacent to existing town and county roads. The majority of the residential land is classified as single family, with the remainder being group quarters, mobile homes and vacant residential.

Table 8.1: Town of Franklin 2002 Land Use Summary

Land Use Type	Total Acres	Percentage of Total Land	Percentage of Developed Land
Developed Land			
Residential	413	1.78	25.09
Commercial	6	0.03	0.36
Industrial	232	1.00	14.09
Transportation	668	2.87	40.58
Communications/Utilities	1	0.00	0.06
Institutional/Governmental	10	0.04	0.61
Recreational	3	0.01	0.18
Agricultural Structures	313	1.35	19.02
Total Developed Acres	1,646	7.08	100.00
Undeveloped Land			
Croplands/Pasture	13,819	59.45	63.98
Woodlands	6,127	26.36	28.37
Other Natural Areas	1,513	6.51	7.00
Water Features	141	0.61	0.65
Total Undeveloped Acres	21,600	92.92	100.00
Total Land Area	23,246	100.00	

Source: Bay-Lake Regional Planning Commission, 2002.

Commercial Land

Commercial land in the town of Franklin totals six acres of land, or 0.36 percent of the developed land in the town. There is no commercial center in the town, with individual commercial structures scattered throughout the town.

Industrial Land

Land uses under this category include, but are not limited to, wholesaling, manufacturing, mining and other extractive activities, and private outdoor storage sheds. Within the town, approximately 232 acres, or 14 percent of the developed land involves industrial land uses. In the town of Franklin, the main industries are Natural Beauty Growers and gravel pits.

Transportation

Transportation accounts for the largest developed category at nearly 41 percent of the developed land or 668 acres. Transportation uses in the town include the entire town road network, plus the county highway system.

Communication/Utilities

Uses under this category are the lowest within the town (0.06 percent of developed lands), and generally include land used for electronic communication; the generation, processing and/or transmission of water, electricity, petroleum or other transmittable products; plus the disposal, waste processing and/or recycling of byproducts. Land in this category accounts for one acre of the developed uses, and includes the recycling drop-off site and natural gas and electrical transmission lines.

Institutional/Governmental

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly; for cemeteries and/or related facilities; and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town, this accounts for about 10 acres of land (0.61 percent of developed land in the town), including the town hall, county garage, fraternal organizations/clubhouses and cemeteries. Cemeteries make up the largest of institutional/governmental uses in the town.

Parks and Recreational Lands

Land under this category accounts for three acres, or 0.18 percent of the developed land within the town. Land uses in this category include the lake access, wayside, and ball diamond in Curran.

Agricultural Structures

Agricultural structures include sheds, silos and other farm structures. These uses account for 313 acres of land, or just over 19 percent of the developed land in the town. This is the third largest use of developed land in the town. Agricultural structures are scattered throughout the town of Franklin.

Croplands/Pasture

Land under this category includes use of land for the cultivation of plants, including grasses for grazing, pastures, land used for growth, husbandry or housing of plants and animals and their products. This is the largest land use within the town at nearly 13,819 acres, or nearly 64 percent of the undeveloped land (over 59 percent of the total land). Agricultural lands are common throughout the town.

Natural Areas and Open Spaces

Uses in this category include lands primarily in a natural state, including non-wooded wetlands, grasslands and prairies. Approximately 1,500 acres, or seven percent of the undeveloped land in the town consists of natural areas. These areas are scattered throughout the town, and are generally adjacent to waterways and wetlands, residential uses, and located in areas historically used as croplands but are no longer farmed.

Woodlands

Woodlands account for the second largest land use type in the town at 6,127 acres, or over 28 percent of the undeveloped land in the town of Franklin. Tracts of woodlands are scattered throughout the town and in locations consisting of or adjacent to wetlands.

Water Features

Water features account for 141 acres or 0.65 percent of undeveloped uses within the town. The majority of this comes from the two creeks and four named lakes. Other areas include the various ponds scattered throughout the town. Water resources are discussed in more detail in Chapter 2 of this document.

Land Supply

The amount of land available for development within Franklin is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). **Taking into account the various factors which may affect development, it is determined that there are more than enough lands available for development of the town,**

The General Plan Design has identified areas that will sufficiently accommodate future residential and mixed (commercial/manufacturing) land uses. Because of the extensive amount of suitable land available, conversion of land from active and productive agricultural uses to other uses can be avoided; and, more intensive land use development within and immediately adjacent to natural areas, shorelands, and wetlands is not warranted, during the planning period.

Demand

Based on building permit information from the Wisconsin Department of Administration and the town of Franklin, over a ten year period (1990-1999), the town issued 50 housing permits for new residential construction. Housing unit counts were also reviewed based on the most recent Census information and past data as well as household sizes. If these trends were to continue, the town could expect approximately 83 new homes by the year 2020. Additionally, the trend for many families has been to move from the city to lower density areas within the region, and commute an hour or more to work. If this trend continues, the demand for more housing in rural communities will continue.

Land Use Issues and Conflicts

In 2006 and 2007 the town updated and amended the town's zoning map to reflect current zoning within the town of Franklin and to support the identified "Vision" within this plan.

It is possible that conflicts between uses will arise in the future, especially as residential growth takes place in the historically agricultural areas, and commercial and industrial development takes place adjacent to residential areas. Allowing for adequate screening, setbacks and buffering will alleviate much of the incompatibility, along with additional county controls within the subdivision ordinance and ordinances regulating signage, lighting and noise.

The General Plan Design addresses areas for uses in regard to neighboring parcels, and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities.

ANTICIPATED LAND USE TRENDS

Analyzing data within previous chapters, the following land use trends were developed for the planning period. It is expected that these trends will influence the town's future growth and preservation. The town (Town Board/Town Plan Commission) will need to address these trends over the next two decades in order to reach the town's desired vision. The following trends were used to provide direction in the development of the General Plan Design, along with the town's goals, objectives, and policies, the issue identification, and the town wide survey results. Many of these trends are prevalent throughout the county and within adjacent communities.

1. The majority of farmlands will continue to be preserved in the town to allow for general crop farming.

2. The town's rural character will continue to be maintained to preserve the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.
3. The demand for larger lot sizes will increase and the ratio of persons per household will decrease, resulting in greater acreage needs to accommodate future residential growth.
4. Residential developments adjacent to the three "crossroad communities", **within the boundaries shown on map 8.5**, will continue at higher densities to receive adequate services and to preserve the rural nature of the surrounding town.
5. The town of Franklin can expect an additional projected 83 dwelling units over the 20 year planning period.
6. The use of on-site wastewater septic systems and individual groundwater wells will continue within the town throughout the planning period.
7. As computer technology continues to advance in global information (Internet), home occupations will likely increase.
8. Commercial uses will likely begin to increase, with primary locations being in or near **Curran, and Stangelville**.
9. Future light industrial developments will be located within the service areas of Curran and Stangelville, or may be directed instead to nearby urban centers in the City of Kewaunee and the Village of Denmark.
10. The town will experience an increase in demand for services, as the median population age continues to increase along with the growing population relocating to the town from areas with greater variety and capacities of services.

Development Standards

Environmental and Public Utility Considerations

The population projections found in Chapter 3 of this document can be used to provide the town with an adequate measure of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should be utilized to provide the town with an indication of which acreage of the community is best suited for development.

Since suitable vacant lands exist throughout the town, it would not be necessary to propose development within the town's remaining "environmental corridors/Conservation District" as defined within the General Plan Design Map. These natural features need to be preserved and integrated into the overall development of the town for future generations to enjoy. The town has an abundance of these unique areas, including wetlands, floodplains, and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions, such as stormwater retention, groundwater filtration and flood control.

The town does not provide municipal sewer or water to its residents. The plan recommends that individual property owners continue to install and maintain their own wells and on-site wastewater systems. The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

An adequate network of arterial, collector, and local roads are already in place throughout the town, which could readily serve future traffic flows generated from any increased growth.

Planning Criteria

Planning criteria are developed in order to give the community a basis upon which to develop its land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when evaluating alternative sites for potential developments.

The criteria used by the town, when developing the general plan design were based upon values identified by the State (Smart Growth Criteria), and by the town of Franklin Goals, Objectives and Policies (identified at the beginning of each preceding chapter of this plan, under the strategies heading).

The following **State of Wisconsin criteria** are based upon Smart Growth criteria (s66.1001) and are highly encouraged to be considered in community plans:

1. Protection of economically productive areas, including farmland and forests.
2. Promotion of the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
3. Encouragement of sub-division and residential cluster designs that support a range of transportation choices.
4. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
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.

Design Year Land Use Projections

Map 8.5, **amended in 2007**, was developed based on the information contained in previous chapters of this document, including demographics, land use projections, physical characteristics, the Vision Statement, goals, objectives, policies and programs, and town-wide survey results. **Over an 18-month** period, the Town Plan Committee met more than a dozen times and held two public “Open House Sessions” to review town data and growth options. From these meetings and presentations to the public, a 20 year preferred General Plan Design was finalized.

Five Year Incremental Land Use Projections

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, industrial, and agricultural land uses in the community over the 20 year planning period.

Agricultural Land Projections

The town of Franklin has historically farmed most of the tillable lands within the town. Expansion of these agricultural areas (over the next 20 years) is not likely. It is more likely that fewer acres will be farmed more intensely. It is predicted that the agricultural lands will be converted to more intense uses based upon the projections of land consumption for residential, commercial, and industrial uses as detailed above. An overall change in agricultural lands for the 20 year planning period can be found in Table 8.2.

Residential Land Projections

The methodology used to project the town’s future residential land use acreage employed the projected housing needs presented in Chapter 3 of this document, an assumed one dwelling unit per 2.0 acres (gross) ratio for each housing type, and a multiplication factor of 2.0 to allow for market flexibility. Based on this methodology, the town would need to accommodate approximately 52 acres for future residential development over the next five years, 56 acres between 2005 and 2010, 36 acres between 2010 and 2015, and 192 acres between 2015 and 2020.

Commercial Land Projections

To calculate commercial land use projections, the town compared the current ratio of residential acreage to commercial land use acreage by parcel in the town (69:1) based on the 2002 land use inventory. Based on this methodology, the town would need to accommodate about $\frac{3}{4}$ of an acre for future commercial development over the next five years, another $\frac{3}{4}$ of an acre between 2005 and 2010, a 1/2 acre between 2010 and 2015, and another three acres between 2015 to 2020 for a total of five acres over the next twenty years.

Industrial Land Projections

Industrial lands are projected in the same manner as the commercial lands. According to the 2002 land use inventory, the current ratio of residential acreage to industrial land use acreage in the town is 1.7:1. Therefore the town would need to accommodate about 30 acres for future industrial development over the next five years, 33 between 2005 and 2010, 21 acres between 2010 and 2015, and 113 acres between 2015 to 2020. Note, that most industrial developments

within the town are in the surface mining category. It is unlikely that this will expand much from the current sites.

GENERAL PLAN DESIGN CLASSIFICATIONS

This portion of the plan will detail the ten classifications by type, location and density of use, and will detail specific recommendations on the land uses as portrayed on the General Plan Design map. It should be noted that the specified classification does not designate individual areas within the classification for development; rather, it designates the entire area for that use to possibly occur. Also, it is not the intent of the plan to have the entire area within a classification develop at one time; rather, the specified uses should be allowed if consistent with the type, location, and density of the development in the event of a land conversion.

The General Plan Design is based on two overriding principles 1) new development is best accommodated and served in the areas within and immediately adjacent to Bolt, Curran, and Stangelville; and 2) agricultural uses shall be the predominant land use within the town, allowing for limited conversions for well placed residential uses based upon specified conditions. The General Plan Design Map's classifications, along with the town's land use strategy for each of the classifications is identified below:

1. Agricultural
2. Low Density Rural/Residential
3. Crossroads Communities
4. Governmental/Institutional
5. Parks & Recreation
6. Environmental Corridors

AGRICULTURAL

The *Agricultural* classification was developed based upon the principle that the town will strongly encourage the preservation of existing agricultural lands and open spaces and the farmer's right to farm in order to better serve the residents of the town and to safeguard for future generations the limited rural, agricultural atmosphere and character valued by the residents of the town of Franklin. The overall concept of the plan is to see the continuation of agricultural and open space uses within this classification, with some conversions for commercial, light industrial, and residential uses adjacent to the three crossroad communities and in areas where marginal soils make farming impractical.

The Town Survey results indicated that residents felt strongly about preserving prime agricultural soils within the town; some 70 percent of the respondents did not want to see lands devoted to prime farmlands converted to other uses. Thus, lands capable of agricultural production are not encouraged to be converted to residential uses not associated with agricultural production.

Furthermore, residential development in areas of active farming shall be directed and limited to locations on the parcel that preserve as much active farmland as possible and prevent severing of fields and pastures. Residences will be required to locate nearer to fence lines and edges and public roads.

The USDA, Natural Resources Conservation Service has identified many acres of lands that are not comprised of the most productive soils which fragment those areas that are very productive. Thus, future consideration of non-farming developments to be located on least productive soils may have negative impacts on existing or future farming operations. **Therefore, it is intended that most non-farming operations be directed toward areas identified on the Amended General Plan Design Map (Map 8.5).**

However, in a rural community such as Franklin, there will always be unexpected circumstances regarding growth. One of these circumstances will undoubtedly be requests for conversion of lands most reasonably suitable for future residential development that are currently zoned A-1 or A-3 (Exclusive Agricultural). These lands may include lands adjacent or within woodlots, areas traditionally not farmed, areas along edges of natural corridors, irregular topography causing difficulty in farming, etc. These areas may be difficult to farm, but for some, may be ideal for placement of a single home with a driveway. Along with recommendations on preserving agriculture, the following outlines instances residential growth could be permitted outside the identified crossroad communities. The town will make final determinations if proposed residential development is consistent with this plan.

1. **It will remain permissible to allow more than one structure for human habitation (as allowed within the Zoning Ordinance), on 35 acres as a rezone to residential.** This residential home will be allowed in exchange for the rezone of another 35+ acre parcel in that same ownership to A3. It is this plan's intent to continue to allow family, dependents, and laborers to be housed on lands of 35 acres or greater as located within the Zoning Ordinance.
2. **Continue to allow farm structures within the classification.** The town acknowledges the need for and use of agricultural type structures to accommodate farming operations within this district. It is the intent of the plan to allow such operations to continue within the classification throughout the planning period.
3. **Promote good farming practices.** It is important for these farmlands to continue to be under the best management practices for agricultural activities. **This includes following Nutrient Management Plans** Inappropriate agricultural practices can have a significant adverse impact on the quality of surface and **ground water** unless properly managed.
4. **When future petitions to rezone agricultural lands to other uses arise, the Town Board and Plan Commission must weigh the costs and benefits of doing so.** Subsequent to decisions to convert agricultural lands to residential uses the town should consider the following questions:
 - Will the development remove **Prime Land** from agricultural production?
 - Will the rezoning allow concentrated development that may negatively impact existing and/or proposed septic systems and wells?
 - How costly would improvements be to fix any problems created by the development and/or rezone?
 - Will adjacent farmers and developments be negatively impacted by the new development and/or rezone?
 - Could conflicts between farming and other uses exist after the rezone?
 - What are the proposed development's impacts on existing environmental corridors?

- Does rezoning allow types of development that could negatively impact views within the town?
- Are there other areas within the town equally or better suited for the type of development identified which appear on the General Plan Design map (i.e. the three crossroad communities, or the expansion areas)?
- Will the structures be on lands not readily accessible to farming due to topography or other problems with the land that make farming impractical?
- Would the location and viewing of the structure from adjacent roads and parcels add to the town's character or detract from it?

5. **Criteria for reviewing rezoning changes in these instances should include minimum information.** In addition to the questions above, it is recommended that the town review specific information regarding a change in zoning. These recommendations include:

- An inventory of surrounding land uses;
- Maps detailing the location of woodlands and prime agricultural soils;
- Soils test results and the type of on-site treatment system that would be required; and
- Views of the parcel from adjoining roads.

6. **The town shall determine the best lot size for future residential uses.** Based upon a case by case method of rezoning agricultural lands to residential, the Town Plan Commission shall recommend a minimum lot size for development. The town may wish to develop a minimum under a new zoning category or require residential uses not located within identified areas of the General Plan Design Map to have a specified limit. The Town Survey indicated that residents preferred development somewhere between one and five acres.

7. **Residential developments shall have driveways that are sensitively located.** Access to residential development shall be with a driveway, preferably following the edge of woodlots, environmental features, or along the edge of the parcel. Driveways should be avoided where they run through the parcel splitting it in half, thus making farming the open spaces in the future very difficult and not economical. Along county roads, driveways shall be separated by 800 to 1,000 feet, to minimize stops, to maintain open views, and to help limit development along these roads (not to include residential areas detailed within the crossroad communities or Expansion Areas).

LOW DENSITY RURAL/RESIDENTIAL AREAS

This plan amendment has identified large lot and low density residential areas in areas of lower quality agricultural soils and adjacent to areas of steeper slopes that make farming impractical and unprofitable. Lots allowed within this classification will be between two and five acres, and subdivisions will be encouraged to preserve at least 50 percent open space in their designs.

1. **These development areas will complement the countryside.** Due to the available space for development, these less intensive developments will be required to be sensitive to the existing natural features.
2. **Development shall occur in conformance with an overall approved area development plan.** To aid in the development of such large areas, the town will require the use of a subdivision plan in order to best guide these developments. Individual parcels shall not be

developed unless they are part of an overall approved subdivision plan for the entire area. By developing in this way there will be a limit to the number of driveways, it will allow for good placement of homes, it will ensure availability for future parcels for development, and will thus allow the town to help incorporate natural features into developments for preservation. It is preferred that these areas develop with concepts following Conservation by Design, with an abundance of open spaces and environmental corridors preserved (Appendix B).

3. **These areas will limit the loss of prime farmlands elsewhere within the town and maintain open spaces within the town.** By allowing residential development in these areas (for larger lot sizes) - farmlands will inevitably be converted and lost to yards and non-farmed open spaces. However, requiring these areas to develop in a cohesive residential subdivision plan will 1) preserve their countryside appearance, and 3) most importantly, preserve prime farmlands elsewhere from conversion to large subdivisions
4. **The Town has comprehensively revised its zoning ordinance and has adopted a Land Division Ordinance (2007) to implement its' Comprehensive Plan.** The ordinances include site review procedures, engineering requirements, setbacks, density preferences, and the preservation of open spaces.

CROSSROAD COMMUNITIES (BOLT, CURRAN, STANGELVILLE)

The intent of this classification is to maintain quality developments appropriate to their existing small community character. These three communities will be the primary locations for new growth - thus promoting limited economic growth, a variety of housing choices, and ultimately saving prime farmlands elsewhere. These areas are intended to develop with a mix in uses, allowing varying lot sizes, allowing areas for a variety of activities to take place. They will develop with higher densities, will promote infilling and redevelopment of residential as well as business uses, while establishing a sense of place unique to each community through enforcement of land use controls (e.g. signage, lighting, landscaping, etc.). The following details the plan's intent regarding development within this classification along with specific community character design techniques.

1. **These crossroad communities will be largely comprised of residential developments.** Residential uses with lots varying between one and two acres.
2. **Complementary light industrial is preferred.** Any light industry uses proposed here shall be complementary to the community and preferably located on the outer edge of the community, if permitted at all (with a development size not to exceed five acres). Heavy industry is to be prohibited, for it is deemed too intensive with possible negative effects contrary to the small community characteristics envisioned for these three communities.
3. **These areas will develop with a definable edge.** The limits/edges of each of these communities will be clear; beyond their borders, the developments will be further apart and the undeveloped open spaces of the countryside will begin. This approach to development will help create a sense of place for the communities.
4. It is encouraged that the communities of Curran and/or Stangelville be promoted as places for civic centers, municipal/governmental structures, health and assisted living developments to include the location of a new town hall. *Note: A new town hall and community center was constructed just south of Stanglevill, on CTH AB, in 2007.*

5. **Signage and external commercial/business lighting will be regulated to be complementary to these communities and their residential developments.** Signs will be regulated to aid in creating a theme or specific look within these three crossroad communities, decrease clutter, increase safety, etc. (business signs, if not affixed to the side of the building, should be monumental, reducing clutter). An overall theme to the community's allowed signs should be encouraged to help establish a community look (e.g. all wood signs, using natural colors, etc). Regulating commercial and business lighting, especially their excessive glare, along with their hours of operation, will aid in making these close knit communities more livable, add to a look and quality of life of the community, and increase safety as well.
6. **Complementary commercial and professional businesses are encouraged.** Commercial and professional business developments (i.e. types, and commercial structures) will complement the existing residential developments, and intense accessory uses (e.g. parking lots or storage yards) shall be heavily landscaped to minimize views, noises, lighting, etc..
7. **Focus commercial and professional business toward Curran and Stangelville.** Although commercial and professional uses are intended to be allowed within each community, it is this plan's intent to promote commercial and professional business in Curran and Stangelville to a greater extent than in the community of Bolt - which is a community envisioned to grow primarily with residential uses.
8. **Limit commercial and/or professional businesses off-street parking to the rear of the building or to a well buffered side lot.** These developments should have parking to the back or side of the structure to ease pedestrian use and to help create a buildable edge to the street; parked cars will be shielded from the roadway, and the development will need less landscaping.
9. **Limiting the width of streets will help in community identity and in safety.** Streets should be as narrow as possible (allowing for emergency vehicles), thus slowing traffic and encouraging walking. On-street parking (in residential areas only) should be prohibited in order to provide the bare minimum road width on any newly constructed rural residential road.

GOVERNMENTAL/INSTITUTIONAL

This plan identifies the new Franklin Town Hall, existing churches and cemeteries, County Highway Shop, and Assisted Living Housing (on Irish Road) as the only uses within this classification. These uses are expected to remain throughout the 20 year planning period.

1. **The plan envisions that future locations for institutional, municipal, civic or religious centers shall be within or adjacent to the crossroad communities.** By locating these uses within the identified communities, it strengthens them and focuses development and thus promotes compact development rather than sprawl.
2. **Municipal buildings should be developed adjacent to recreational areas.** It is recommended that municipal sites be developed with adjoining space for recreational events, cookouts, etc., sponsored by the town or other groups. By developing space near town services, there will be greater ease in maintaining these sites with town equipment, promotion of town identity, etc.

3. **Residential assisted living shall be focused upon the three communities.** This type of service/living arrangement is best when sited adjacent to other community services, (e.g. sidewalks, shops, parks), and should no longer be permitted to be isolated. Appropriate siting of residential assisted living in the communities will also help to support those communities by bringing in family members that visit, whom are likely to patronize adjoining shops or do other business. Thus, this use is seen as being fully compatible with the crossroad community development concept, and shall be permitted only within these areas.

PARKS & RECREATION

This plan promotes existing recreational facilities, waysides, trails and access points to lakes within the town of Franklin. These uses are expected to remain available to the residents of the town throughout the 20 year planning period. Though it is not recommended that the town acquire parklands on its own, it is the town's intent to encourage both private and public agencies to establish and maintain recreational areas within the town, especially identity parks within the crossroad communities.

1. **Cooperation in planning park and recreational facilities.** If future recreational development occurs, it is recommended that the town cooperate with the developing agency(ies) and the county to promote connectivity of recreational uses such as trails, especially linking residential areas to nearby parks and other trail systems. These parks shall be accessible to all residents, including those with disabilities.

ENVIRONMENTAL CORRIDORS

Environmental corridors are represented by four elements, including: 1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA); 2) DNR wetlands and an associated 25-foot buffer; 3) steep slopes of 12 percent or greater; and 4) a 75-foot setback from all navigable waterways, as defined by the Kewaunee County Shoreland Zoning Ordinance. This plan encourages preservation and protection of these natural areas in order to maintain the rural character of the town.

1. **Educate residents on conservation practices, and include private and public agencies to assist the town in preservation techniques.** The town survey indicated that it was important to town residents to protect their abundant yet finite natural resources within the town. Current county ordinances allow numerous developments to take place within the town's identified Conservancy Zoning District, including industrial and commercial development, building in floodplains, etc. In order to preserve these valuable resources for future generations as well as to incorporate them into the town's future community character, these natural resources need to be protected further. Fostering an understanding of the value of natural resources will greatly limit public opposition to any adopted/proposed preservation enforcement methods by the town. Gaining education materials from preservation groups as well as agencies in charge of natural resource management will be very helpful in educating the public concerning the benefits of preservation. Information detailing the existence of agencies willing to compensate property owners for their development rights as well as information on sources of funding to help purchase sensitive lands should be presented to the public.

2. **Create a no build conservancy zone within the environmental corridors.** It is envisioned that the town develop and enforce a conservation zone that restricts development more than current town and county ordinances. By using the General Plan Design's mapped Environmental Corridors, the town will establish an updated Conservancy Zone that will prohibit future developments within the **floodplains** of the town altogether, thus limiting the potential negative impacts to adjacent properties as well as limiting downstream flooding. **All wetlands** within these corridors shall be protected from infilling and draining to include a no-build buffer area of 25 feet, thus helping to preserve them from development encroachment (i.e. oils from parking lots, chemicals from lawns, etc.), while preserving their invaluable system of filtering water. **Steep slopes** shall not be built upon, and developments built on them shall be offset by a 25 foot buffer. Finally, **no permanent development will be permitted within 75 feet of the high water mark of navigable waterways (except boathouses less than 200 square feet and docks)** thus ensuring a natural wildlife corridor, protection of the water resource, and the maintenance of community character, which is largely centered on natural resource protection.

The following uses are anticipated to occur somewhat randomly, in terms of specific land uses, and scattered throughout the town.

Commercial Land Uses

Clustering is the preferred growth option for future commercial and business development. This guidance was derived from the town survey. Therefore, the plan directs future commercial and business growth to locations primarily within Curran and Stangelville, and to a lesser degree in Bolt. These developments shall be compatible with existing land uses within these areas.

1. **Businesses shall be regulated as to their hours of operation, lighting, access, and landscaping, all in an attempt to ensure that these developments complement the existing community character.** Due to the closeness of future businesses to existing residential developments, sensitivity is a must. Excessive lighting and/or noise can greatly harm the community character and its well-being. Likewise, parking shall be appropriately screened from neighboring properties and from the road, with parking to the rear or the side of the development. The site shall be connected to the rest of the community by a sidewalk (promoting walkability, customer access, and connectivity, thus promoting a sense of place and adding positively to the overall community character).
2. **Complementary development shall be promoted in the crossroad communities, while more intensive developments shall be directed elsewhere.** The preferred commercial and business growth within these areas are small retail stores and shops (e.g. flower shops, barber/beauty shop, meat market, grocery, hardware, etc.) serving the town and surrounding area, while also promoting professional business (e.g. attorney office, dentist, accountant, photo studio, etc.) These businesses are not expected to be drive-thru dependent or require large parking accommodations. These types of developments should be able to fit well into a mixed use community. Auto shops or automobile related service shops and gas stations, due to their inherent noise and traffic generation, should be located near the edge of the community, away from residential uses.
3. **Home-based businesses are envisioned to remain.** With access to the internet and the ability of faxes and computers, home-based businesses are a viable economic resource. This plan intends to have compatible businesses remain as home-based throughout the town -

which are those described as being not discernable from the road or edge of property except with the use of a small sign. Those businesses that have discernable traffic, noise, odor or outside storage are to be considered a commercial use required to be within a commercially designated area - the crossroad communities. It is recommended that the town upgrade its ordinances to regulate home based businesses - similar to those in neighboring communities, to maintain compatibility between uses and to minimize conflicts.

4. **Existing business sites are compatible, and are recommended to continue.** The plan supports the existing business operations (as of December 2002) within the town. However, it is not recommended for these existing sites to become future cluster locations for commercial or business growth. Clustering of development is best focused within the crossroad communities, where economies of services are best derived.
5. **Commercial signage is envisioned to be controlled to better protect the town's identity and people's general welfare.** In order to control the appearance of signs, as opposed to allowing signs to control the town's appearance, the town will need to strengthen its sign controls under general zoning or adopt a stand alone ordinance (a permitting process can be established for off-premise signs, thus requiring an annual renewal and review of the sign).
 - A key concern is when light glare is excessive (which is becoming all too common along highways and town roads), causing the loss of the dark countryside, which is cherished by town residents, who are today experiencing clear views of the night's stars. If lighting is allowed on signs, it is recommended that lighting be considered only between dusk and 10 PM, and that lighting have shields limiting glare only to the sign.
 - Other elements of sign control should involve their permitted size and height, especially off-premise signs (i.e. billboards), which uncontrolled can block open space views of the town. Thus, smaller signs limited to 36 square feet and closer to the ground are recommended. Off-premise signs (advertising businesses outside of the commercial site) help to distract drivers, and can clutter the town's highways and entrances into the crossroad communities. Thus, these signs should be prohibited within or adjacent to the town's doorways and its three crossroad communities. In other words, the signs should be at least one mile from the discernable edge of the Crossroad Community, or identified edge of the town's "doorways."

Industrial Land Uses

This plan will allow light industrial uses which reflect the character of the town and do not negatively impact the surrounding land or its uses. This plan supports all existing industrial uses which are expected to remain throughout the 20 year planning period and recommends that proposed heavy industrial uses locate in adjacent communities where adequate public services currently exist.

1. Heavy industry shall be directed to the City of Kewaunee, the Village of Denmark or other nearby villages or cities with existing infrastructure. In order to help promote industry within the county and region, the town will direct heavy industry to nearby communities with existing industrial parks or plans promoting industrial growth. Due to the town survey indicating the lack of support for heavy industry while also supporting preservation of natural resources and maintaining rural character, it is recommended that heavy industry not locate within the town.

Ensure that quarry operations are properly closed and that negative impacts do not affect neighboring properties. The town will monitor existing quarries for negative effects, excessive dust, noise, truck traffic problems, damage to town roads, failure to comply with state standards, etc., and will work with county and state authorities to resolve such problems. The town may also establish a permitting process under the right to ensure health and safety within the town, to more actively regulate these issues.

Light industry may expand if compatible with neighboring uses. This plan envisions light industrial developments being able to grow and remain economically viable. However, these sites as well as any future expansions shall be reviewed closely to ensure that they do not negatively impact or alter neighboring uses (especially within or adjacent to crossroad communities) or the environment. The primary sites for light industrial development are on the periphery of the crossroad communities, thus strengthening these sites, concentrating more people near other services and businesses, and preserving agricultural lands and open spaces elsewhere. Transportation

The transportation network in the town is more than adequate, given the network of town roads and the various county highways that are found within the town. The local road system that is in place provides good traffic flow within the town. If any new subdivisions are proposed within the areas identified for residential growth, the Plan Commission and Town Board should require Area Development Plans. This will allow the town to review such plans in order to ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary “dead-end” streets. In addition, the plan envisions the town implementing the following:

- Adoption of an “Official Map” to delineate future road extensions;
- Consultation with the Official Map when the Town Board reviews development requests to ensure that all new developments conform to the subject map;
- New subdivision streets must conform to the Official Map by extending to identified intersections;
- Continuing to ensure that minimum transportation standards are met for new developments;
- Design of roads and adjacent landscapes to minimize the number of developments that are seen from roads and the length of time in which developments are seen from the roads. Where feasible, roads should be designed with straight alignments that are aimed at natural vistas with no buildings within them. Curves should be used to slow traffic naturally, rather than to accommodate increased speed; and
- Ensure adequate parking with future commercial development. Parking lots are encouraged to be screened from the road with adequate landscaping complementary to the rural setting, and should be located behind or along the side of the structure.

Communication/Utilities Land Uses

This classification identifies the natural gas mains and the electrical transmission corridor, as well as service areas for public safety and school districts. In addition, existing service agreements and future service agreements impacting the quality of life within the town are addressed in this section.

1. **The providers of electric and natural gas services supplied to town residents are deemed adequate, with expansion being most cost effective in areas with higher**

densities. Both services offer an incentive program for their services, giving areas that develop a lower installation fee than individual users.

2. Communication and utility structures will need to complement the community. In order to protect and enhance the rural character of the town, future locations of utilities shall be based on their sensitivity to developed areas, as well as the aesthetics of the town. High tension wires, transformer substations, communication towers with their identification lighting, highway department shops and storage yards, etc., can have a negative effect on adjoining uses. Many of these uses are sited based upon the availability of lands or because they are central to the area, and many do not consider the immediate effects they have on adjoining property values, residents' views, etc.

- * Transmission lines shall not unnecessarily cross over/through residential developments or areas set aside for natural resource protection or recreation. Likewise, utility lines shall be encouraged to follow edges of natural features (that parallel roads) rather than roadways to maintain aesthetics of the town by minimizing their negative visual effects.
- * Substations shall be heavily screened with natural vegetation from neighboring properties and roadways, and should not be located adjacent to heavily used transportation corridors (e.g. county roads) nor be located adjacent to, or within crossroad communities, or identified Expansion areas on the General Plan Design map.
- * Telecommunication transmission towers need to be located away from crossroad communities and away from existing residential uses, and shall not be located adjacent to town or county roads. Preferably, multiple companies should share a single tower in one location in the town. Such a telecommunication transmission tower should have natural vegetation near its base, which helps shield the support buildings associated with this use from neighboring uses and roadways.
- * Utility signs shall complement the community character. Signage associated with any utility should be reviewed upon its design. Signage shall follow minimum standards that help establish and maintain an approved theme to the town.

3. The town will address the issue of telecommunication towers and antennas with its neighbors. In the future, the town may experience a demand for the locating of telecommunication antennas and towers with the expanding use of "cell phones" (which provide many benefits, including safety and convenience). However, problems can arise when new towers, often hundreds of feet high, are built near homes, next to historic buildings, or in rural scenic areas. In many cases, these towers often are not compatible with their surroundings and destroy scenic vistas. This is a nationwide occurrence, and is a common issue in the state of Wisconsin.

- * To address the telecommunication tower issue, it is recommended that the town, along with UW-Extension, Kewaunee County, and other professional agencies, develop a program to educate community officials and citizens on the existing rules and regulations associated with these structures. In addition, the program should be used to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. In addition, the town must stay informed as to when and where possible telecommunication towers will be constructed in and around the town.

IDENTIFIED “SMART GROWTH” AREAS

During the planning process, the town of Franklin Plan Committee developed a recommended land use plan (Map 8.5 as **Revised 2007**) which identifies how the town will develop, maintain a sense of rural character, and preserve its natural and agricultural lands throughout the planning period. During this process, the Plan Committee identified areas that are considered “smart growth areas.” According to s.16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

The “smart growth areas” within the Town of Franklin are found in the most Easterly sections of the town and along the northern fringe. There are also smaller tracts and parcels of land that, due to their size or configuration are no longer practical for farming. These areas can be considered for future development and rezoned as needed and/or as requested. Development of these areas will allow **preservation of prime agricultural lands**. Locating higher density development in these areas also assists the town in maintaining its rural character. Continuing to require exclusive agricultural uses in most of the remainder of the town offers the opportunity to preserve the many valuable natural areas and prime agricultural lands that comprise the town’s landscape.

SUMMARY

Overall, the Town of Franklin’s 2023 General Plan Design is the result of approximately two years of preparation and work completed by the town, which generally addresses several issues, including:

1. Finding a balance between individual property rights and community wide interests and goals;
2. preserving productive farmland within the town;
3. maintaining the town’s rural and open space character;
4. steering developments to areas within the town that tend to minimize land use conflicts;
5. promoting environmental corridors to serve as natural buffers, which will help lessen conflicts;
6. steering more intensive development toward crossroad communities in order to promote more efficient development patterns;
7. cooperating with the surrounding towns and with Kewaunee County; and identifying enough land to accommodate a variety of land uses over a 20 year planning period.

The effect that this comprehensive plan will have on the town is twofold. **First**, it identifies a responsible program to improve the overall condition and delivery of public facilities and services. **Second**, it provides a future development vision which is not only cost-effective but is also compatible with the town’s existing development pattern, and provides for the achievement of the town’s vision and goals outlined within the plan. In simple terms, the town must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and all town residents must work together in an organized and

cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining towns and with Kewaunee County.

Table 8.2 contains a summary of the plan's intent which has been designated in the 2023 General Plan Design for the town of Franklin, along with approximate projected acreage totals.

Table 8.2: 2023 General Plan Design Acreage Calculations, Town of Franklin

Land Use Type	2023 Acres
Residential	2,443
Commercial	11
Industrial	232
Governmental/Institutional	4
Parks and Recreation	3
Transportation	668
Agricultural	12,682
Woodlands/Other Natural Areas	7,062
Water Features	141
Totals	23,246

Source: Bay-Lake Regional Planning Commission, 2002.

Map 8.1: Farmland Preservation

Map 8.2: Zoning

Map 8.3: Shorelands

Map 8.4: 2002 Land Use

Map 8.5: 2007 Revised Land Use Plan