

Local Assistance Project No. 114

Town of Franklin

Kewaunee County, Wisconsin

20-Year Comprehensive Plan

January 2003



“Planning For The Future With “Smart Growth”

Prepared by:
Bay-Lake Regional Planning Commission



TOWN OF FRANKLIN

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Cover: Sites of the Town of Franklin, Kewaunee County, Wisconsin

**TOWN OF FRANKLIN
20 YEAR COMPREHENSIVE PLAN**

**PROJECT MANAGER/PROJECT PLANNER
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Martin W. Holden, Executive Director

The regional planning commission for Northeastern Wisconsin serving communities within the counties of:

FLORENCE • MARINETTE • OCONTO • BROWN • DOOR • KEWAUNEE • MANITOWOC • SHEBOYGAN

January 27, 2003

Mr. David Pederson
Town of Franklin Chairperson
and Members of the Town Board

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this 20 year Comprehensive Plan, entitled *Town of Franklin 20 Year Comprehensive Plan*, to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract #56067 and adopted by the Franklin Town Board on January 2, 2003, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the town's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the town with a framework for preserving its prime agricultural lands and many natural resources, while allowing for orderly development and encouraging new design techniques.

In addition to setting forth a land use plan and supporting plan implementation strategies, this document presents pertinent information on many factors affecting land use development in the town of Franklin, including existing and probable future residential population levels, the natural resource base, existing land uses, intergovernmental cooperation and existing local plan implementation tools.

The delivery of this plan constitutes the completion of the Bay-Lake Regional Planning Commission's obligation regarding the town's request for assistance in developing the Comprehensive Plan. The Commission staff will remain available to assist the town in presenting the information contained in this document and in implementing, over time, the plan set forth herein.

Sincerely,

Martin W. Holden

Martin W. Holden
Executive Director

RESOLUTION NO. _____

ADOPTION OF THE TOWN OF FRANKLIN
20 YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town;

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the year 2020;

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Franklin Plan Committee;

NOW, THEREFORE BE IT RESOLVED that the Town of Franklin Plan Committee hereby recommends to the Franklin Town Board that a Comprehensive Plan entitled: *Town of Franklin 20 Year Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 14th day of November, 2002.

Resolution introduced and adoption moved by John Schindel

Motion for adoption seconded by Steve Selner

Voting Aye: 7 Nay: 0

APPROVED:

David L. Shultz
Franklin Plan Committee Chair

ATTEST:

John Schindel
Franklin Plan Committee Secretary

TOWN OF FRANKLIN
ORDINANCE NO. 1-2003

An Ordinance to Adopt a Comprehensive Plan Pursuant to
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, in December 2000 the Town Board for the Town of Franklin approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Franklin under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Franklin, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, on November 14th, 2002, the Town of Franklin Plan Committee recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Committee; and,

WHEREAS, the Town of Franklin Town Board held a public hearing in January 2, 2003, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the Town of Franklin who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Town Board of the Town of Franklin, having carefully reviewed the recommendation of the Town Plan Committee, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Franklin which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

Page 2-Ordinance No. 1-2003
Ordinance to Adopt a Comprehensive Plan

NOW, THEREFORE, the Town Board of the Town of Franklin, Kewaunee County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Franklin Plan Committee to the Town of Franklin Town Board, attached hereto as Exhibit A, is hereby adopted.

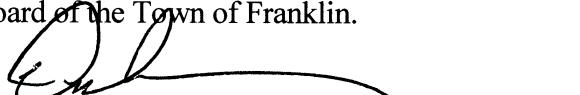
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Franklin with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Franklin;
2. The Clerk of every local governmental unit that is adjacent to the Town of Franklin;
3. The Wisconsin Land Council;
4. The Bay-Lake Regional Planning Commission;
5. The public library that serves the area in which the Town of Franklin unit is located.

Section 3: SEVERABILITY Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

Section 4: EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication as provided by law

Adopted this 2 day of January 2003, by a majority vote of the members of the Town Board of the Town of Franklin.


Town Board Chairperson David C. Pederson

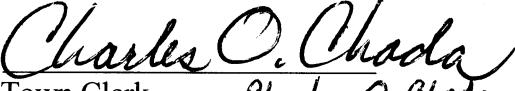
Attest: 
Town Clerk Charles O. Chada

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Chapter 1 - ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

This comprehensive plan is the initial plan for the town of Franklin, Kewaunee County, Wisconsin. The plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a specific guide as to where future conservation, growth and development should occur within the community. The plan should be consulted when the town makes decisions concerning land use and other issues impacting the development of the town including:

- Municipal incorporation procedures under s. 66.0215, 66.0201 or 66.0203.
- Annexation procedures under s. 66.0217, 66.0219 or 66.0223.
- Cooperative boundary agreements entered into under s. 66.0307.
- Consolidation of territory under s. 66.0229.
- Detachment of territory under s. 66.0227.
- Municipal boundary agreements fixed by judgment under s. 66.0225.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s.236.02(5).
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under subch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.0617.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

CONTRACT WITH BAY-LAKE REGIONAL PLANNING COMMISSION

The Franklin Town Board entered into a contract (#56067) with the Bay-Lake Regional Planning Commission (BLRPC) to prepare a comprehensive plan in accordance with Wisconsin's Smart Growth law. An 18-month time period was established for the completion of the plan, which began in July 2001 and ended in December 2002. The plan was prepared and approved by the

Comprehensive Plan Committee and the Town Board. A Resolution and an Ordinance documenting this plan's adoption are located at the front of this document.

DESCRIPTION OF THE PLANNING AREA

The town of Franklin, comprised of some 23,000 acres (36 square miles), is located in the southwest corner of Kewaunee County. The nearest communities from the center of the town are: Luxemburg - ten miles to the north, Kewaunee - ten miles to the northeast, Green Bay - 20 miles to the northwest, Denmark - three miles to the west, Two Rivers - 15 miles to the southeast, and Manitowoc - 20 miles to the southeast. The town of Franklin contains the three unincorporated "crossroad" communities of Curran, Bolt and Stangelville.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The planning process was completed in four stages. ***Initially***, the Comprehensive Plan Committee, with help from the UW-Extension - Kewaunee, mailed a community wide survey in order to identify issues and concerns relative to land use and future development within the town.

The ***second stage***, inventory and interpretation, began with the collection of data on existing conditions within the community including information based upon the 2000 U.S. Census. The data was then analyzed to identify existing and potential problem areas. Using results from the community wide survey, as well as background data compiled during the inventory stage, the Comprehensive Plan Committee developed an overall vision statement as well as goals, objectives, policies and programs governing each of the nine elements of the comprehensive plan.

The ***third stage***, development of the General Plan Design, is included under the plan's Land Use Element. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the town over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design map and text.

The ***fourth stage*** established the tools necessary for implementation of the plan. Recommendations for regulatory techniques and an action plan were established to ensure that the intent of the plan will be achieved.

PLAN CONTENTS

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains a summary of demographic information on the community, a vision statement, and overall goals, objectives, policies, and programs of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides goals, objectives, policies, and programs and description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents goals, objectives, policies, and programs as well as information on the demographics of the community and on future population, housing and economic growth; **Chapter 4:** Economic Development Element, contains goals, objectives, policies, and programs and a development strategy regarding future and existing economic conditions within the community, including an inventory of the labor force and an analysis of the community's economic base; **Chapter 5:** Transportation Element, presents goals, objectives,

policies, and programs and an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6:** Utility and Community Facilities Element, contains goals, objectives, policies, and programs and an inventory of the community's facilities, including schools, recreational opportunities and town utilities; **Chapter 7:** Intergovernmental Cooperation Element, contains goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use Element, contains goals, objectives, policies, and programs and a land use inventory for the community, a projection of future land use demands, and the General Plan Design for the town; **Chapter 9:** Implementation Element, contains a strategy and short-term action plan to assist implementation efforts.

PUBLIC PARTICIPATION

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", the town adopted written procedures that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. The town conducted a community survey at the outset of the planning process. The town also conducted all of its meetings according to the state's Open Meetings Law, as well as held two "Open Houses" to present background information and plan recommendations to the public.

Community Survey Results

In December of 1998, the town of Franklin completed a town wide survey with assistance of the UW-Extension Service. This survey was mailed to each property owner. A total of 356 people responded to the survey and their results were contained within 248 separate surveys. A number of key preferences included that the town should not limit the number of animals on a farm, the town should not promote tourism, the town should develop a comprehensive plan, the areas of prime farmland should remain as A-1 and not be changed to A-2, and the town should preserve prime farmland while allowing less productive farmland to be used for residential growth on lots with a minimum of one to two acres.

Vision Statement

According to Wisconsin's comprehensive planning legislation, the town is required to develop a vision statement that describes what the town will be like in the next twenty years as well as a description of the policies and procedures that will lead them there. The town of Franklin's vision is:

"The town of Franklin through an active public participation process, the implementation of the town's Comprehensive Plan and a close working relationship with the County and other neighboring communities continues to offer its residents a safe, quiet, and comfortable rural farming lifestyle comprised of small communities, a low population density and an abundance of agricultural and natural resources.

Our rural character is defined by friendly people, family farms, natural and open spaces, and privacy. Through the town's past planning activities and innovative land use policies it has controlled its housing development growth, directed industry and commercial developments to areas best suited for their uses while keeping prime agricultural lands available for farming operations."

Goals, Objectives, Policies, & Programs

The following statements describe the town's intent regarding the overall growth and development over the next 20 years.

Goals, objectives, policies and programs each have a distinct and different purpose within the planning process:

- **Goals** describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** are measurable ends toward reaching a defined goal.
- **Policies** are a rule or course of action used to ensure plan implementation.
- **Programs** are a coordinated series of policies and actions to carry out the plan.

Goal:

The goal of the town of Franklin will be to ensure consistency with that described in s.66.1001 of the Wisconsin State Statutes in order to best protect the interests of all of its residents and to follow an orderly and cost efficient method when developing.

Objectives:

1. Adopt and maintain a 20 year comprehensive plan under s. 66.1001, that reflects the needs of all current and future citizens of the town of Franklin for the next 20 years.
2. Keep current the adopted 20 year comprehensive plan in order to provide for the greatest possible benefits regarding the future developments of such things as residential, commercial, industrial, and parkland development.

Policies:

1. The town should establish a Town Plan Commission that would regularly refer to the plan and would use the plan as one of the primary guides for recommendations to the Town Board regarding current and future land uses.
2. The Town Plan Commission should remain informed upon the adopted town and county ordinances as they relate to the implementation of this plan.
3. The Town Board will ensure consistency between the town's zoning ordinances and the General Plan Design Map/text - within this 20 year comprehensive plan.
4. Consider utilizing the Official Map ordinance as a tool to designate future road right-of-ways and any future parklands/trailways the town would like to see developed.
5. This plan should be consulted by the Town Plan Commission, Town Board, Board of Appeals/Adjustments and other units of government before making any decision regarding land use and land use policies.
6. Make available the adopted 20 year comprehensive plan to neighboring municipalities and Kewaunee County as described within the Implementation element of the plan.

7. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20 year plan.

Programs:

1. Hold Town Plan Commission meetings/working sessions to periodically review the adopted 20 year comprehensive plan and make amendments to accommodate changing conditions following the guidance of s 66.1001.
2. As an option, the town might hold community planning related education efforts/meetings with local schools, the media, and private organizations to publicize ongoing planning projects and plan implementation projects listed/identified within the comprehensive plan to gain new insight, provide for new ideas, promote support, and to educate the public.

BACKGROUND INFORMATION SUMMARY

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the town.

Existing Conditions

Demographic Trends

The town's population increased slightly between the two Official Census Counts from 1990 to 2000 and is expected to continue increasing through the 20 year planning period. The town has experienced (over the past three decades 1980, 1990, and 2000) a slight age structure shift towards the older age groups. This may lead the town to spend more on services to accommodate an aging population over the next twenty years. Like so many other communities within Kewaunee county and the Bay-Lake region, the aging population can also mean additional business opportunities, especially for a rural town like Franklin. The elderly have been shown to import income into a community, living on prior savings or investments in the form of social security, private pensions, stocks, etc. This aging population mostly only require basic services such as groceries, housing and health care, and they have been shown to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the town.

Age Distribution

From 1980 to 2000 there was a definite age shift from the younger age groups to the older age groups. In 2000, the population under 19 continued to decline and the largest age percentages were within the 34 to 55 age groups which are known to be the "Prime Earning" age group. With the declining numbers of 19 year olds at the town and county levels, the town as well as the county could experience a shortage of their workforce in the future.

Housing

The total number of housing units within the town of Franklin has been slightly increasing since 1970 (Table 3.7 and Figure 3.4). In 2000, there were 359 total housing units reported by the U.S. Census, a 26.4 percent increase from 1970. The town of Franklin has had a much lower rate of

growth during this period than that of the county and the Bay-Lake District. From 1970 to 1980, the town experienced its greatest growth in housing units with a 19 percent increase. For the period 1980 to 1990, the town increased its housing units again by six percent. However, from 1990 to 2000, housing decreased slightly, by 0.3 percent, which is a lower percentage than any area compared for the same period. Overall, the town of Franklin has experienced little increase in its number of housing units, yet has experienced a growing number of housing units replacing older structures. While housing construction continues to take place within the town, the actual increase in units has remained steady over the last ten years.

Education Levels

The U.S. Census reported that in 2000 the attainment levels of education for the town were as follows:

- *Less than 9th grade* = 52 citizens (8% of the town's population that was 25 years and older);
- *Between 9th and 12th grades but did not attain a diploma* = 47 people (7% of the town's population that was 25 years and older);
- *High school or equivalent graduate* = 317 people (49% of the town's population that was 25 years and older);
- *Had some college courses* = 115 citizens (18% of the town's population that was 25 years and older);
- *Have an associate degree* = 57 people (9% of the town's population that was 25 years and older);
- *Have a bachelors degree* = 39 citizens (6% of the town's population that was 25 years and older);
- *Attained a graduate degree or professional degree* = 15 citizens (2% of the town's population that was 25 years and older).

Income Levels

The median household income for the town of Franklin in 1989 was \$32,625. In the 2000 U.S. Census, the median income increased to \$52,019, resulting in a 59 percent increase from 1989.

Employment Characteristics

Major employment opportunities for town residents exist within the cities of Green Bay, Manitowoc, Two Rivers, Kewaunee, Algoma, Sheboygan and Appleton - all within an hour drive of the town. The 1990 Census details that approximately 54 percent of town workers chose to remain in Kewaunee County for employment. In 2000, the majority of employed persons in the town of Franklin were either in management, professional, and related occupations (27 percent) or they were in production, transportation, and material moving (27 percent). For the period 1990-1999, the civilian labor force increased three percent, the number of unemployed decreased 38 percent. After September 11, 2001, the unemployment rate climbed from 2.7 percent to 4.1 percent.

FORECASTS

Expanded text, tables, and figures are provided in later chapters to further explain and describe the forecasting methods used below.

Population

Given the fact that the WDOA projections were consistently high along with the limit of projecting only to 2015, the BLRPC prepared alternative 20 year population projections to determine the approximate growth rate for the town of Franklin.

Note: The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to greater errors because even minor changes in the community can result in significant changes in population projection estimates.

A “High Growth” projection was developed (along with three other alternatives) and chosen to best represent what town residents believed would take place over the planning period. This High Growth used the U.S. Census figures from 1970 through 2000 and created a growth trend series to the year 2020. This preferred method identified a projected year 2005 population of 1,003 persons, a projected year 2010 population of 1,009 persons, a projected 2015 population of 1,010, and a projected year 2020 population of 1,011. According to this High Growth projection, the town of Franklin’s 2000 population will increase by only 1.4 percent by the year 2020.

Housing

The future housing demand is best reflective of a range from between 61 new housing units and 83 new housing units. The low end of 61 will best accommodate the projected population based on past census counts, yet the high of 83 housing units overall reflects the growth population trend projected over the last 30 years, along with the impacts of having smaller household numbers (which is a major reason for additional housing within the town). The high projection of 83 units will be used for planning purposes within this plan.

Employment

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Kewaunee County. The study concluded that overall employment is expected to increase by more than 20 percent in the region. Unemployment rates will remain low through 2005, and labor shortages may be common in some occupations.

In 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment. However, although manufacturing jobs will continue to increase, the rate of increase will slow down. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient, and new available technology.

Service industry employers will add approximately 18,400 jobs to the region's labor market by 2005. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to be strong with no major projected decreases in any occupation or industry.

Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION

The town of Franklin is located in the southwest corner of Kewaunee County. The nearest cities from the center of the town are: Denmark - three miles to the west, Kewaunee - ten miles to the northeast, Green Bay - 20 miles to the northwest, Two Rivers - 15 miles to the southeast, and Manitowoc - 20 miles to the southeast. The town of Franklin contains three unincorporated communities (a.k.a. "crossroad communities"): Stangelville, which is located in the northeastern area of the town at the crossroads of CTH J and CTH AB; Curran which is located in the southwestern area of the town at the crossroads of CTH V and CTH KB; and Bolt, which is located in the south-central portion of town at the crossroads of CTH Q and Bolt Road. Map 2.1 illustrates the general location of the town of Franklin in relation to the Bay-Lake Region, while Map 2.2 displays the town of Franklin.

Kewaunee County is a member of the Bay-Lake Regional Planning Commission. The Commission is comprised of eight counties in northeast Wisconsin: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties. The region contains a total area of 5,325 square miles and a 2000 population of 554,565 persons.

The town of Franklin, 23,160 acres (36 square miles), is located in the eastern portion of the region with Manitowoc County immediately to the south and Brown County to the west. The town of Franklin is primarily an agricultural community, with little or no heavy industry.

SUMMARY AND IMPLICATIONS

The land use within the town of Franklin is mostly agricultural with its most productive agricultural lands (approximately 63 percent) being dispersed throughout the entire township. The town has many natural amenities to include four lakes (Chada, Engledinger, Heidmann, Shea) three streams/creeks (Buck, Jambo, Tisch Mills), some 6,000 acres of woodlands, over 3,570 acres of wetlands, and some 14 historical sites. The town also has a couple of man-made features that enhance the quality of life for residents of the town to include lake access and a recreational site. The town is comprised of mostly soils that have severe limitations for septic systems, and severe limitations for basements. The town relies on a good groundwater source to provide its residents with safe drinkable water from two watersheds. At this time, land uses within the town pose only a moderate threat to the ground water. Floodplains exist mostly along the creeks. Kewaunee County and the town fall under a maintenance plan for air quality issues, however there are no ambient air quality concerns for the town. Both threatened and endangered species exist within Kewaunee County and within the town. The town also has ample room for a variety of plants and fauna to exist.

The Land Use Planning Survey (that was conducted in December of 1998) indicates that a majority of responding residents did not favor changing the town's zoning of A-1 to less restrictive controls of A-2, that they had a strong emphasis to preserve prime farmland however, they were willing to consider less productive farmland for residential growth, if needed.

The natural resources of the town should be monitored and in some cases further protected in order to safeguard them for future generations. Agricultural lands and the farming way of life in

the town should be preserved against future non-farming developments. As growth pressures approach the town, the town will need to consider future impacts on existing agricultural uses against any proposed future development gains. Maintaining the existing community “character” is also important to the residents, thus any proposed growth will need to be developed in a sensitive manner that does not detract from the community. Preserving a sense of place is important for all communities. Protecting entryways into the town and considering the visual impacts along transportation corridors will greatly assist the town in reaching its goals and vision. In order to best manage these high profile locations the town will need to work closely with land owners.

NATURAL RESOURCES STRATEGY

The following goals, objectives, policies, and programs will help guide the town in protecting and utilizing the natural resources within the town. The following statements are a compilation of broad and specific statements reflecting many popular attitudes and beliefs of town residents, communities adjacent to the town, and government agencies.

Goal: Natural Resources

Ensure a safe, clean and orderly natural environment for the residents of the town of Franklin.

Objectives:

1. Coordinate the town’s efforts with adjoining municipalities and state agencies.
2. Discourage future sprawl development and segregation of land uses that result in the inefficient use of land, excessive infrastructure, construction and maintenance costs, and increased negative impacts on air and water quality.
3. Any development adjacent to lakes, streams and wetlands should be carefully planned and the burden of proof should be on the developer. (The developer should prove that a negative result on water features or wetlands will not take place. If this cannot be determined than the development should not occur).

Policies:

1. Explore the use of an overlay district that would identify key natural resources and viewsheds the town residents want to protect. Consider the adoption of a set of standards to apply within the district.
2. Explore the use of an overlay district with setbacks for water features and wetlands requiring additional care and proof that development will not have a negative effect on these resources.

Programs:

1. Work with Kewaunee County, Bay-Lake Regional Planning Commission (BLRPC) and the UW-Extension in developing future overlay districts to include the BLRPC’s Environmental Corridors definition within the town.
2. Work with Manitowoc, Brown and Kewaunee Counties on informational programs and brochures regarding natural resources to educate and inform the

public on protecting natural features that exist throughout the region and county.

3. As a minimum, maintain the Conservancy District of the town's Zoning Ordinance to preserve natural features within the town.
4. Establish a sub-committee that would work with the town and County Zoning Departments to further explore ways to best utilize or preserve natural features within the town's planning area, such as through WDNR grants for lake or river protection plans, which funds up to 75 percent of the project.
5. Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality.
6. Utilize the town's authority to have an Official Map and identify features the town plans to preserve through public ownership.
7. Lake Planning Grant Program - which has available funds to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. This program is administered through the Wisconsin Department of Natural Resources.
8. Lake Protection Grant Program - which provide funding to protect and improve the water quality of lakes and their ecosystems. Grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in the Department approved plan, and countywide lake classification. The Wisconsin Department of Natural Resources administers these grants.

Goal: Agricultural Development/Preservation

Encouraging and protecting farming while providing for limited development of land for non-farm development.

Objectives:

1. Land that is currently, or was historically in productive farm use should remain.
2. Where applicable, retain large contiguous areas of prime agricultural lands for farming operations.
3. If deemed appropriate, development will be directed to areas not conducive to farming or to smaller less productive farmlands.
4. To help preserve farmland within the town, specific areas should be identified for future non-farm developments within the General Plan Design (Chapter 8) of this document.

Policies:

1. The town should retain a 35 acre minimum for A-1 districts.
2. Lands designated as A-2 in the Town Zoning Ordinance should have increased minimum acreage requirements for building residentially from a 1/2 acre minimum to a two acre minimum.
3. Discourage 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. Consider allowing limited development on areas of prime agricultural soils that are located on fragmented smaller parcels (under 35 acres), and areas adjacent to historically developed areas - such as the “crossroad communities.”
5. Whenever possible, direct non-farming development away from farmlands in order to protect the farmer’s “right to farm” and to minimize possible conflicts of incompatible uses.
6. 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.
7. Be sure a “cost to benefit” comparison on all future farmland conversions is conducted so the town will not be adversely impacted by the change in use (both financially and aesthetically).

Programs:

1. Town property owners (future and present) should be given a copy of the state’s “Right to Farm” law to further their understanding of farmer’s rights. This could be done in conjunction with any other source of information regarding “what residential owners can expect in a rural farming community” (*regarding farmers hours of operation, smells, noises, etc*).
2. Establish a sub-committee that will work with the county and state to develop informational material regarding farmer’s rights and what they should do in order to sustain farming.
3. Investigate the future use of Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) within the town and work with the county and state to get this program operational within the county, so as to preserve farmlands for the future.
4. Work with the county and BLRPC to establish specific criteria for determining whether or not to allow conversion of use (re-zoning), especially farmlands.
5. Partner with Land Preservation Organizations that work with private property owners to protect natural resources and preserve open spaces (e.g. land trusts and conservancy organizations).

6. The Town Board and Town Plan Commission will meet/consult with the nearby communities, the Kewaunee, Brown and Manitowoc counties, BLRPC and the state to ensure cooperation in future land use planning - especially with those lands on the periphery of the town.

Goal: Parks and Recreational Lands

Ensure residents have safe recreational sites within the town that provides a number of activities for all residents.

Objectives:

1. Increase the number of well maintained recreational sites and trails within the town, to include seasonal trails (i.e. snowmobile) and year-round trails (i.e. hiking, ATV, horse riding, biking, etc.).
2. The town, county and state should acquire, develop and maintain future sites/trails within the town.

Policies:

1. The town should actively pursue the development of future recreational lands within the town and support development within the county and state.
2. The town should discuss all future trailway development with residents and affected property owners.
3. When possible, future recreational areas should be designed to be interconnected with a trail system.
4. Use the town's official mapping powers to preserve areas designated for future parks and recreational uses/trails.
5. Promote access to all park sites and recreational locations for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects and improving existing sites to include parking places, trail access, pedestrian access, benches, cooking grills, etc.

Programs:

1. Establish a sub-committee to work with the county and state to identify future recreational areas.
2. Work with adjoining towns and Kewaunee County to design an interconnecting trailway plan in conjunction with any proposed state bicycle system plan.
3. Explore all available resources (e.g. grants for construction, or purchase) to further enhance the quality of the town's recreational systems.
4. Recognize the potential of public and private donations for funding park system improvements and work with donors in designing future plans.

Goal: Metallic and Non- Metallic Resources

Existing and future mining sites will not negatively impact the town or its residents.

Objectives:

1. All possible mining sites will be identified and mapped by Kewaunee County for the town's use.
2. Incompatible uses with mining operations should not develop adjacent to each other.
3. Aesthetic views, the natural environment and defined rural characteristics should not be harmed by mining operations.

Policies:

1. The town should steer incompatible uses away from identified mining sites.
2. The town should acquire the Kewaunee County mining location maps and use them when deciding land use issues.
3. The town should ensure that all future mining operations will someday be reclaimed to a natural setting following county ordinances on mining.

Programs:

1. The town should work with Kewaunee County to locate possible mining sites within the town.
2. The town should inform residents of any future mining sites that could impact the use of their lands.
3. The Town Board should work with the county and private companies to ensure town roads are not negatively impacted by heavy trucks/machinery used in conjunction of mining operations. Specific weight limits can be determined by the town in order to limit certain trucks from using town roads.
4. The Town Board or special sub-committee should work with the county and specific land owners to ensure that incompatible uses do not develop adjacent to one another or in a location that will allow or foster conflict, and that developments adhere to county mining ordinances.

Goal: Historic, Archeological and Cultural Sites

The town's historic, archeological and cultural locations and structures will remain preserved, when appropriate, for the town residents.

Objectives:

1. The town's historic, archeological and cultural locations should be preserved.
2. Protected resources should be identified for information and possible use by town residents.
3. The town should stay informed of all historical/cultural locations.

4. When appropriate, historic/cultural locations should be tied into recreational sites to further enhance them and their access.

Policies:

1. The town should support preservation efforts for the locations of these sites.
2. The town should discourage the destruction of these sites and will not allow incompatible uses around them that would have negative impacts on the resource.

Programs:

1. The town should work with state, federal and county agencies to identify and appropriately protect these historic sites.
2. The town will work with federal, state and county agencies to ensure all sites are identified and appropriately protected.
3. Develop a sub-committee to work with the Historical Society that will explore the future integration of these areas into possible recreation sites, in conjunction with the surrounding towns and counties.
4. Utilize festivals/celebrations to honor historic individuals and/or events.
5. Wisconsin Historical Society, Office of Preservation and Planning (OPP) - is the agency that can assist local communities on providing information on how you can preserve and protect historical properties, assist in grassroots strategies for preservation and protection of historical properties, can provide information on state and federal laws and regulations.

Goals: Water supply - Groundwater and Surface Water

1. Maintain or improve groundwater and surface water quality within the town.
2. Development adjacent to rivers, lakes, streams, and wetlands will be carefully planned in order to not negatively impact these areas.

Objectives:

1. Identify the recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.
2. Identify potential contaminant sources within the recharge area for wells in order to minimize threats to the water resource.
3. Have long-term plans to address potential recharge areas and their threats.

Policies:

1. Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.
2. Support efforts to identify recharge areas and threat sources to the town's drinking water.

3. Adopt appropriate ordinances protecting water sources.
4. Work with other jurisdictions that have protective ordinances or identified plans for water protection that extend within the town.
5. Continue to encourage the county to make sure all septic systems are in good working order and giving citations to residents that are not complying.
6. Educate residents about natural drainage approaches.
7. Support agricultural and erosion control programs that are targeted to assist private landowners.
8. Develop ordinances restricting placement of onsite systems - to overcome the limitations on development that were removed with the passage of the COMM 83 revisions.

GEOLOGY

The bedrock formations of Kewaunee County are sedimentary deposits of Ordovician and Silurian age. Niagara dolomite from the Silurian age, dips to the south and east at an angle of less than one degree and covers most of Kewaunee County. The western edge of the Niagara formation also forms an escarpment along the bay of Green Bay that is partly covered by glacial drift in the northwest corner of the county. A narrow strip bordering the bay of Green Bay at Dykesville is underlain by Maquoketa Shale of Ordovician age. The shale, which underlies the Niagara formation, is soft and has a distinctive bluish gray color.

In the past, bedrock has not presented any significant problems to development. In areas where bedrock may cause problems, large stones and bedrock exist near the surface and have the potential for hindering excavation and considerably increasing the cost of construction. In addition, where the bedrock is at or near the surface there is a serious hazard of pollutants entering the ground water through fissures and crevices in the bedrock.

Kewaunee County is located in an area glaciated by both the Cary and Valders substages of the Wisconsin glacial period. The earlier Cary substage caused an area of Kewaunee County to become extremely hilly and choppy with numerous wet depressions. This area is the Kettle Moraine. The area is also associated with nearly level to sloping outwash plains. The soils from the Cary drift are of brown or yellowish brown sand and gravel. Much of the rough topography associated with the older end moraine of central and eastern Kewaunee County has been overlain by ground moraine from the Valders substage.

The more recent Valders substage drift was deposited along the western and eastern portions of the county, separated by the Cary-age drift. In some places the Valders-age drift is less than five feet thick. The soils in these areas are mainly “red clay”, sandy loam, or sand and gravel. Map 2.3 illustrates the Pleistocene geology of the town of Franklin.

Climate in and around the town of Franklin is typical of northeastern Wisconsin. The climate is classified as continental, although somewhat modified by Lake Michigan. This modification results in fewer days with extreme high or low temperatures. Spring and summer are delayed by the cool water, and the first freeze is also delayed by the then warm water. The average annual

rainfall is approximately 26.5 inches with over half falling from May through September. This rainfall coincides with the average growing season of 161 days.

Weather conditions are favorable for agricultural purposes. The climate is suitable for most urban and rural activities and does not severely interfere with the movement of vehicles and goods; however, construction activities can be affected by the extreme cold of winter.

SOIL LIMITATIONS

General Soils Association

Soils are grouped into general soil associations which have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. Within the town, there are three general soils associations as defined regionally by NRCS (Map 2.4).

Waymor-Hochheim-Kewaunee

Soils in this association are deep, well drained, and formed in glacial till. Slopes range from 0 to 35 percent. The soils in this association are used mainly for the cultivation of crops such as corn, small grains and legumes. Steeper soils are used for grazing. Erosion is the main management concern in cultivation. The well drained, less sloping soils have fair to good potential for building site development and onsite waste disposal. These soils have good potential for woodlands and wildlife habitat.

Casco-Wauseon-Boyer

These soils are nearly level to very steep, well drained and have a medium to coarse textured subsoil underlain by coarse textured sediment. Soils in this association are found on broad outwash plains and stream terraces with some steep morainic hills and ridges. These soils are used mainly for the cultivation of crops such as corn, small grains and legumes. Steeper soils are used for grazing. Erosion and droughts are the main management concerns in cultivation. The less sloping major soils have good potential for building site developments and onsite waste disposal. However, the rapid permeability of these soils increase the risk of groundwater contamination. The potential for woodlands is good, and fair for wildlife habitat.

Kewaunee-Manawa-Poygon

Soils in this association are nearly level to very steep, well drained to somewhat poorly drained, and have a moderately fine textured subsoil underlain by fine textured glacial till. They are found on undulating till plains with small knolls, hills and broad ridges dissected by streams. These soils are mainly used for the cultivation of crops, such as corn, small grains and legumes. Steeper soils are used for grazing. Erosion is the major management concern. Soils in this association have fair to poor potential for building site development and onsite waste disposal. The moderately slow, low strength, and wet soils provide problems. The potential for woodlands and wildlife habitat are good.

Private Sewage Systems

According to the Natural Resource Conservation Service, severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. Moderate

limitations mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome.

Without consideration of the properties of the soils, private sewage systems may fail and collection systems may require expensive and frequent maintenance. Factors which are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability and flooding frequency.

New technologies for private sewage systems are allowed under the revised COMM 83 health and safety code. The code will allow the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

The code will allow for infill development where it was not permitted previously by the former plumbing code as interpreted by the Department of Industry, Labor and Human Relations (DILHR). Housing and population density will likely increase in some areas of the town due to the revised COMM 83 code. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls (i.e. zoning) will help achieve more efficient development patterns.

Basements

Within the *Kewaunee County Soil Survey*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils.

According to the Natural Resources Conservation Service, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome, or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Kewaunee County Soil Survey* for additional information regarding soil limitations for building site development. Map 2.5 shows the suitability for dwellings with basements.

Prime Agricultural Lands

Almost 63 percent of the town's land is classified as prime agriculture land with minimal modifications. These lands are located throughout the town, usually away from the waterways. Two classes of prime farmland are identified; those areas where all land is prime farmland (37 percent) and those areas that are considered prime farmland only where drained (26 percent). The

rest of the town, is classified as not prime farmland and are located in and around wetland areas. Map 2.6 shows these areas of prime farmland.

Topography

The topography of the town varies from relatively flat to gently rolling, following the patterns of the glacial geology stated above. The elevation in the town varies approximately 240 feet. Elevations vary from approximately 670 feet above sea level in the southeast side of town in the Tisch Mills Creek riverbed and adjoining wetlands to 910 feet above sea level in the northwest part of the town. The majority of the town, however, maintains an elevation between 700 and 800 feet above sea level. Areas of steep slope are also a concern. Steep slope is defined as a slope greater than 12 percent. Slopes greater than 12 percent are more susceptible to soil erosion and may require special building and construction restraints, such as retaining walls or major grading efforts to remove the area of steep slope. Within the town, there are 840 acres of steep slope, which are concentrated in the northwest portion of town along Buck Creek and on the west side of Heidmann and Engledinger lakes (Map 2.7).

WATER RESOURCES

Watersheds and Sub-watersheds

The town of Franklin lies within two watersheds as delineated by the Wisconsin Department of Natural Resources. The eastern side of the town, including all the named lakes, Jambo Creek and Tisch Mills Creek belong to the East Twin River watershed. The western portion of the town, including Buck Creek belongs to the West Twin River watershed. Map 2.8 shows these watersheds within the town.

Lakes

The following information for the lakes within the town has been taken from the Wisconsin Department of Natural Resources *Surface Water Features of Kewaunee County*, 1966. Lakes are defined as all waters navigable, meandered or public which hold water nine out of ten years. Map 2.9 shows the location of these lakes.

Chada Lake

This small, seven acre landlocked cedar bog lake has brown water with moderate fertility. The maximum depth is five feet and the secchi disk depth is 1.2 feet. Fathead minnows are the only known fish species and winterkill occurs annually. There is no public access and the entire frontage is in single ownership. Green heron have been seen at the lake.

Engledinger Lake

This is a small, 52 acre natural lake with brown water and a shallow thermocline in summer. The maximum depth is 20 feet and the secchi disk depth is 1.2 feet. The shore is lined with hardwoods and has a swampy outlet to Jambo Creek. The fishery is comprised of northern pike, largemouth bass, and panfish. The lake is without public access.

Heidmann Lake

Heidmann Lake is a kettle lake with a bog shore and an outlet to Jambo Creek. The water of this 26 acre, 30 foot deep lake is light brown and a thermocline develops at about 12 feet in early

summer. A county park provides 200 feet of public shoreline with limited parking. The fishery is primarily northern pike, largemouth bass, and panfish (bluegills and crappies).

Shea Lake

This 30 acre, 22 foot deep seepage lake has brown water with moderately alkaline water. Northern pike, largemouth bass, bullheads, black crappies, and yellow perch are present. There is public access via an easement. Duck blinds have been seen, attesting to some value for waterfowl. Over 240 acres of wetlands adjoin the lake, providing wildlife habitat.

Streams/Creeks

The following information for the rivers and streams within the town has been taken from the Wisconsin Department of Natural Resources *Surface Water Features of Kewaunee County*, 1966. Streams/Creeks are defined in this study as those which have a permanent flow or any streams of intermittent (seasonal) flow which have significance for recreational purposes. The following is a brief description of the three named creeks in the town. Map 2.9 shows the location of these creeks.

Buck Creek

This nine mile creek has brown, hard water which originates from several intermittent sources in the end moraine in the northwest portion of town and flows to the West Twin River. The bottom is primarily gravel and sand in the headwaters and silt and sand downstream. This fishery consists of forage species. Public access is available from many road crossings.

Jambo Creek

This small, intermittent creek drains the kettle lakes in the town, and is three miles long. Wetlands are found adjacent to the feature, especially along the lakes. Forage species and panfish are the primary inhabitants, although small northern pike may enter the creek in spring. Public access is available from many road crossings, but intermittency is a major use problem.

Tisch Mills Creek

This is a small, 5.6 mile long creek which drains an outwash valley to the East Twin River in Manitowoc County. The feature has a low gradient, and detritus and marl make up most of the bottom sediment. Trout are maintained through part of the creek however, low flow limits management for these fish. A large cedar swamp borders the creek, and public access is available from road crossings.

Groundwater

In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common ground water contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

The town's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and

industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

More specifically, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system. Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. In Manitowoc county these aquifers include the St. Peter-Prairie du Chien-Jordan aquifer. In Manitowoc County this aquifer consists of St. Peter sandstone and Jordan sandstone. These aquifers are collectively called the sandstone aquifer. The thickness of the unconsolidated material ranges from 100 to 200 feet within the county. The water flows toward the cities of Green Bay and Milwaukee. Within this area, there is a moderate susceptibility to groundwater contamination.

Floodplains

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

There are 420 acres of floodplain within the town (Map 2.10). They are located along Buck Creek and the southern portion of Jambo Creek.

Wetlands

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas, and retain floodwaters. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. This wetland provision would be applicable in the town of Franklin. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103, respectively.

Within the town, there is approximately 3,570 acres of wetlands. The majority of the wetlands are located adjacent to the water features within the town. There is also a large, 400 acre wetland complex in the northwestern corner of the town. Map 2.11 shows the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition.

FOREST AND WOODLANDS

There are a total of 6,127 acres of woodlands (approximately 26 percent of the town) within the town of Franklin. Many of the remaining woodlands are located along the rivers and streams and are considered to be in either WDNR identified wetlands or within FEMA identified floodplains, making residential, commercial or industrial development in these areas more difficult (Map 2.12).

AIR QUALITY ISSUES

Under the National Ambient Air Quality Standards (NAAQS) program, Kewaunee County is established as an ozone maintenance area and is subject to a maintenance plan which took place in August of 1996 and goes through 2007. This plan establishes budgets for different sectors such as point, area, highway, and non-highway mobile. After 2007, another plan must be prepared that goes through the year 2017. The nearest ozone monitoring sites are in Brown, Outagamie and Florence Counties, and all are within attainment standards.

WILDLIFE HABITAT

The fauna that lives within the planning area is quite diverse. Many animals such as the white-tailed deer, turkey, grouse, porcupine, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Migratory fowl also frequent the area during the summer months utilizing the streams and wetland areas to raise their young. Due to the large agricultural tracts of land in the town, mammals that require large areas of woodlands for hunting and raising young, such as bear, coyote, and the bald eagle are not as prevalent in the

town as they are in the northern communities. The surface water features within the town provide some habitat for fish. Northern pike, perch, small and largemouth bass, and panfish are known to inhabit the lakes of the town.

THREATENED AND ENDANGERED SPECIES

Kewaunee County has many rare, threatened, or endangered species. Endangered and threatened plant species include Forked Aster, Sand-Reed Grass, and others. Animals include the barn owl, two spotted skipper and others. Exact locations of these species are not published, but care should be taken before development occurs to not disturb potential habitats for these flora and fauna. Appendix C lists all the rare, threatened, and endangered species and natural communities in Kewaunee County identified in the Wisconsin DNR Natural Heritage Inventory.

PARKS AND OPEN SPACES

Within the town, there are few recreational sites available to town residents. However, the rural nature of the township encourages use of the natural setting throughout the town.

The town of Franklin currently does not maintain any public parks or recreational sites. However the county maintains the following: a Wayside, Heidmann Lake Park, Shea's Lake Park, Snowmobile trails. There is also a ball diamond located within the community of Curran.

SCIENTIFIC AND NATURAL AREAS

The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin. As of this planning process, areas within the town have not been state designated as natural areas.

ENVIRONMENTAL CORRIDORS

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of areas sensitive to development. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community.

As part of its on-going effort to complete a regional master plan, the Bay-Lake Regional Planning Commission has begun to compile and delineate region-wide data needed for land use planning within the region. The BLRPC has defined its environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of all wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. Within the

town there are some 5,294 acres of environmental corridors as (Map 2.13) determined using the BLRPC definition. This corridor will be utilized by the town in determining possible future protective measures of the features falling within this corridor. Additional town controls may be derived from this identified corridor.

OTHER LOCAL KEY NATURAL FEATURES

The Town Plan Committee and BLRPC staff did not identify any sites that would be considered a “key” natural feature, other than those already discussed under a previous sub-section of this chapter. In the future, if the town wishes to note/describe additional areas in which residents have determined that there should be additional features given special considerations (not already falling within a sub-section above) they should note/describe them here.

HISTORIC AND ARCHEOLOGICAL SITES

There are many sites of historic importance within the town. Below is a description of these structures taken from a list compiled by State Historical Society of Wisconsin. Map 2.14 shows the general location of the sites. The list is compiled by many individuals on the belief that these areas be considered for eligibility on the state registry. There is a possibility that several structures or sites may not be listed. The information on these structures is dated so some structures may be altered or no longer exist. The town should become aware of the status of these sites and work towards getting the information up to date if need be. The majority of these structures are privately owned.

1. St. Lawrence Catholic Church - Cream brick, gothic revival style church placed on the national registry in 1989. The church was designed by Jan Paulu and was constructed in 1892.
2. Wachal Hotel - cream brick Queen Anne style hotel located on the northeast corner of CTH J and CTH AB.
3. Clapboard, gabled ell house located on the south side of CTH J, $\frac{3}{4}$ mile east of CTH AB.
4. Queen Anne style clapboard house located on the east side of Sleepy Hollow Road, $\frac{1}{2}$ mile south of CTH J.
5. Cream brick Italianate house located on the west side of Sleepy Hollow Road, $1\frac{1}{2}$ miles south of CTH J.
6. Gabled ell, log house located on the west side of CTH AB, $\frac{1}{4}$ mile south of CTH G.
7. Astylistic utilitarian board barn on the north side of Collegiate Road, $\frac{1}{2}$ mile west of CTH AB.
8. Collegiate School - front gabled, drop siding one to six room school built in 1900, located at the corner of Collegiate Road and Sleepy Hollow Road.
9. Astylistic utilitarian board barn on the north side of Bolt Road, $\frac{1}{2}$ mile west of Drumm Road.
10. Astylistic utilitarian board house located on the north side of CTH BB, $1\frac{1}{2}$ mile east of CTH Q.
11. Log barn on north side of CTH BB, $1\frac{3}{4}$ mile east of CTH Q.

12. Astylistic utilitarian outbuildings on the east side of Manitowoc Road, 1/4 mile north of CTH BB.

13. Log barn north of Harpt LK Road and Bolt Road intersection.

There are no listed archeological sites found within the town of Franklin. However, care should be taken whenever excavation is done within the town, since there is always the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so an investigation can be done by the State Historical Society. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

CULTURAL RESOURCES

There are only a couple of identifiable cultural sites within the town. Examples of cultural sites that further social behavior include a Town Hall, for it is a focal point in furthering democracy and free speech; education/religious centers, for they advance moral and intellectual teachings; and museums, because they contain social displays and artworks of past and present societies. The Franklin Town Hall, and the town's churches where identified as cultural sites.

METALLIC AND NON-METALLIC MINING RESOURCES

Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR and are subject to the requirements of NR 135, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as "the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors". Restoration is defined as, "returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use".

There is currently no metallic mining within the town, however there exists non-metallic mining sites in the eastern portion of the town. Care needs to be continued to ensure that these operations do not negatively impact the neighboring properties as well as the whole town.

COMMUNITY DESIGN

Community design (Character) deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space between them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove this subjectivity, the community design resources of the community have been inventoried that represent the building blocks and language of community design:

Signage

Community character can be impacted dramatically by the type of signs allowed throughout the community and along transportation corridors. In order to preserve a sense of place and to help define community character without it being dictated by competing signage, the community can follow the general standards (commonly used in municipalities) below:

1. Free standing signs (excepting those along highways and freeways) should never exceed a height of 20 feet, and only heights below eight feet are consistently considered as noticeably low. These low monument signs can be effectively landscaped to meet desired community visions while tall pylon signs are unable to readily achieve this. No buildings should be allowed more than one freestanding sign, to include a single use or a center.
2. Wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign (except a center type development). Centers should maintain consistency between sign materials and location of signs. In a development with a number of occupants, individual outside signage should not be allowed for every occupant rather the smaller occupants should only have nameplate signs on a kiosk sign.
3. Many zoning ordinances prohibit types of signs that can distract drivers or cause a nuisance. Those signs that should be prohibited because of this and due to their being difficult to make and keep attractive include off-site advertising signs, roof signs and portable signs. Off-site billboards (advertising signs located away from the actual site i.e. advertising Water World in the Dells) can have the potential to degrade the community's entryways "doorways" and travel corridors, thus should be prohibited within these areas. *By limiting signs to no greater than 60 square feet (10' x 6' foot) and prohibiting the lighting of off site signage helps to minimize the number of these types of signs.* Additional signs for prohibition include those that are inflatable, flashing, rippling or sparkling, strings of lights, use of tinsel, "pom poms", pinwheels, pennants, banners, and streamers. The community needs to evaluate whether changeable lettering, electronic message boards, and trademark color schemes are to be prohibited if considered disruptive to the community or detract from the visual character of the community. If so, the community's Sign Control Ordinance needs to restrict them.

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. The community should consider enhancing (through site design, building styles, and landscaping), protecting (through additional distance buffering or adding additional protective measures), or replacing such landmarks to reach or preserve their community's vision of "character". The following town identified landmarks exist within the community:

- The "crossroad communities" that exist within the town (Bolt, Curran, Stangelville);
- The Town Hall;
- The Lakes within the town (Chada, Engledinger, Heidman, Shea);
- The bend in the road where CTH KB and CTH AB meet.

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the community's character and thus should be enhanced or protected to ensure they do not portray a look contrary to the community's overall vision.

Major Pathway: Each of the county's roads entering and transecting the town.

Secondary Pathways: Each of the sections of the town's roads entering and transecting the town.

Minor Pathways:

- Town Road (internal network);
- Existing trails/recreational routes.

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be soft or hard, real or perceived. They become increasingly important as a community grows so as to visually distinguish the edges of the community. These edges do not necessarily coincide with jurisdictional boundaries. Development within these areas should be of high quality marked with substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections with the rest of the community, regardless of jurisdiction.

- Edges identified within the town include the peripheral developed areas of the three "crossroad communities" within the town as well as the lands adjacent to the three creeks within the town.

Districts

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place. Building scale, building location, landscaping, signage, lighting, driveway controls and architectural style need to be considered for consistency within this area to promote a specific community character.

- Each of the "crossroad communities" are defined as a district within the town as well as the residential developments clustered along Sleepy Hollow Road in section 11 of the town.

Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district. Special consideration to enhancing existing development, providing additional signage or lighting,

providing pedestrian furniture or other streetscape ornaments, informational sites (kiosk or historical information plaque, etc.)

- The intersection with adjoining land uses within each of the three “crossroad communities” are identified as being nodes.

Community Entryways

Community entryways are associated with edges in that the entryway begins at an edge. Entryways can be unique and are very valuable assets for they help define a community to those using the entryway. In many cases these entryways are more correctly described as “Doorways” to a community and help define the community to its residents and its neighbors. How people perceive an entrance to a business area or doorway to a town will determine whether they stop or drive on through the community. These points of interest may need to be protected or enhanced through the use of zoning standards requiring standards for minimal landscaping, building design, signage/design, lighting, and public furnishings.

The **Primary** entryways into the town should be protected and enhanced. High quality public entry signs and or public art may be used to formally announce entry to the town. Likewise around the town’s periphery, these entrances include the county highways entering the town.

The **Secondary** entryways into the town are more subtle portals enjoyed by local town residents. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural/agricultural look of the area. Likewise, off-site signage may negatively impact these smaller “doorways” and thus should be considered on a case by case basis by the community. Secondary entryways around the town’s periphery include the town roads entering the community.

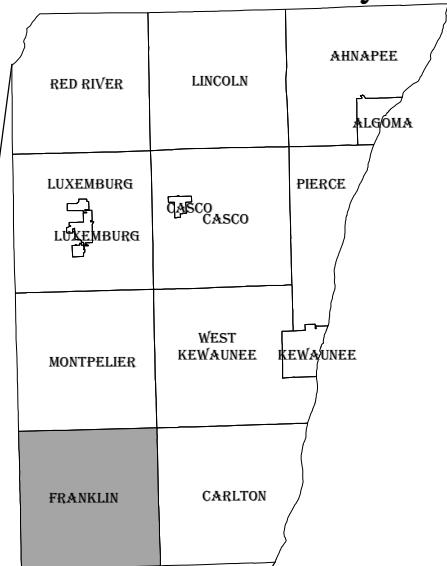
Location Map

Town of Franklin

Kewaunee County, Wisconsin



Kewaunee County



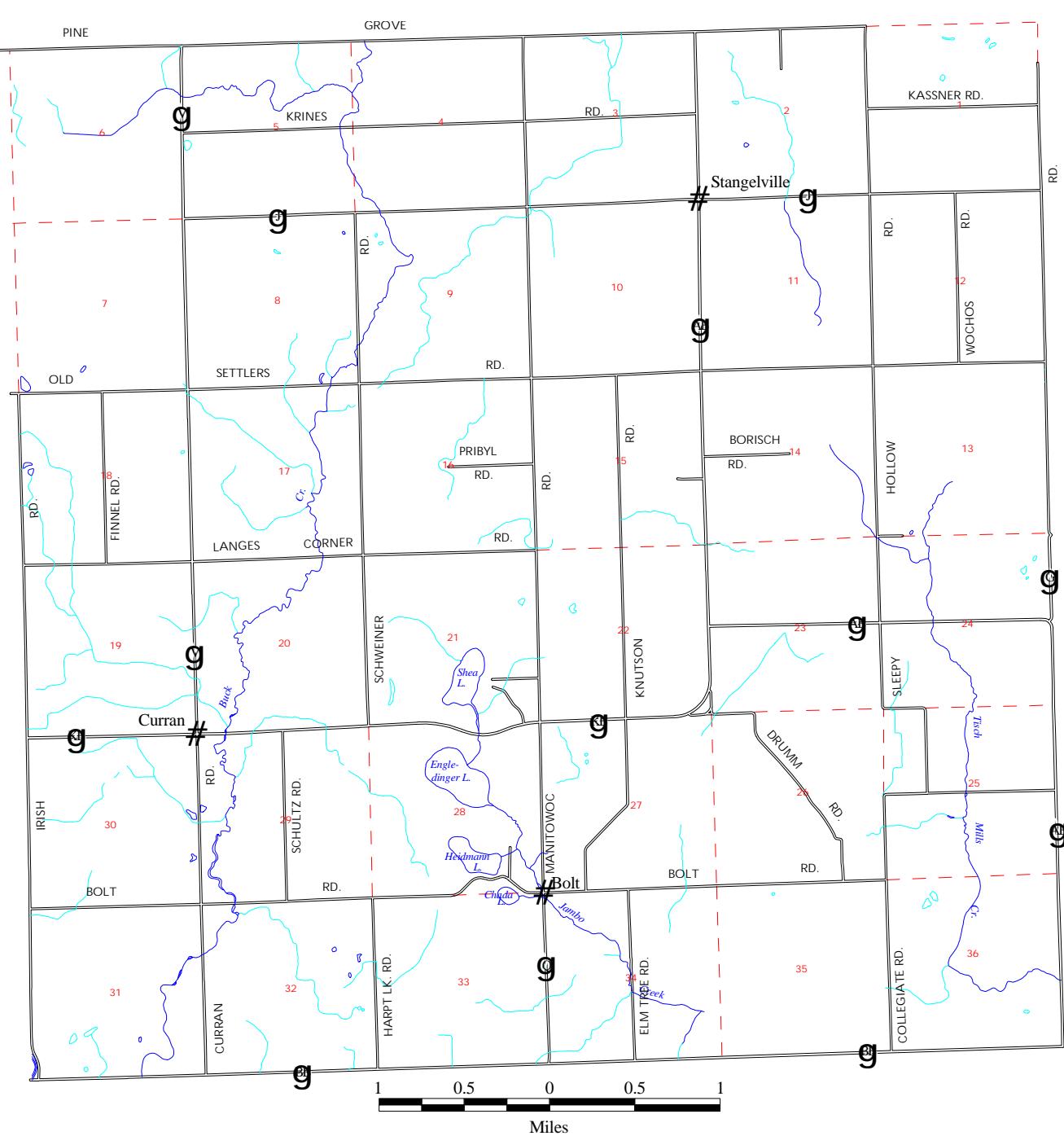
Source: Bay-Lake Regional Planning Commission, 2002.

WISCONSIN

Map 2.2

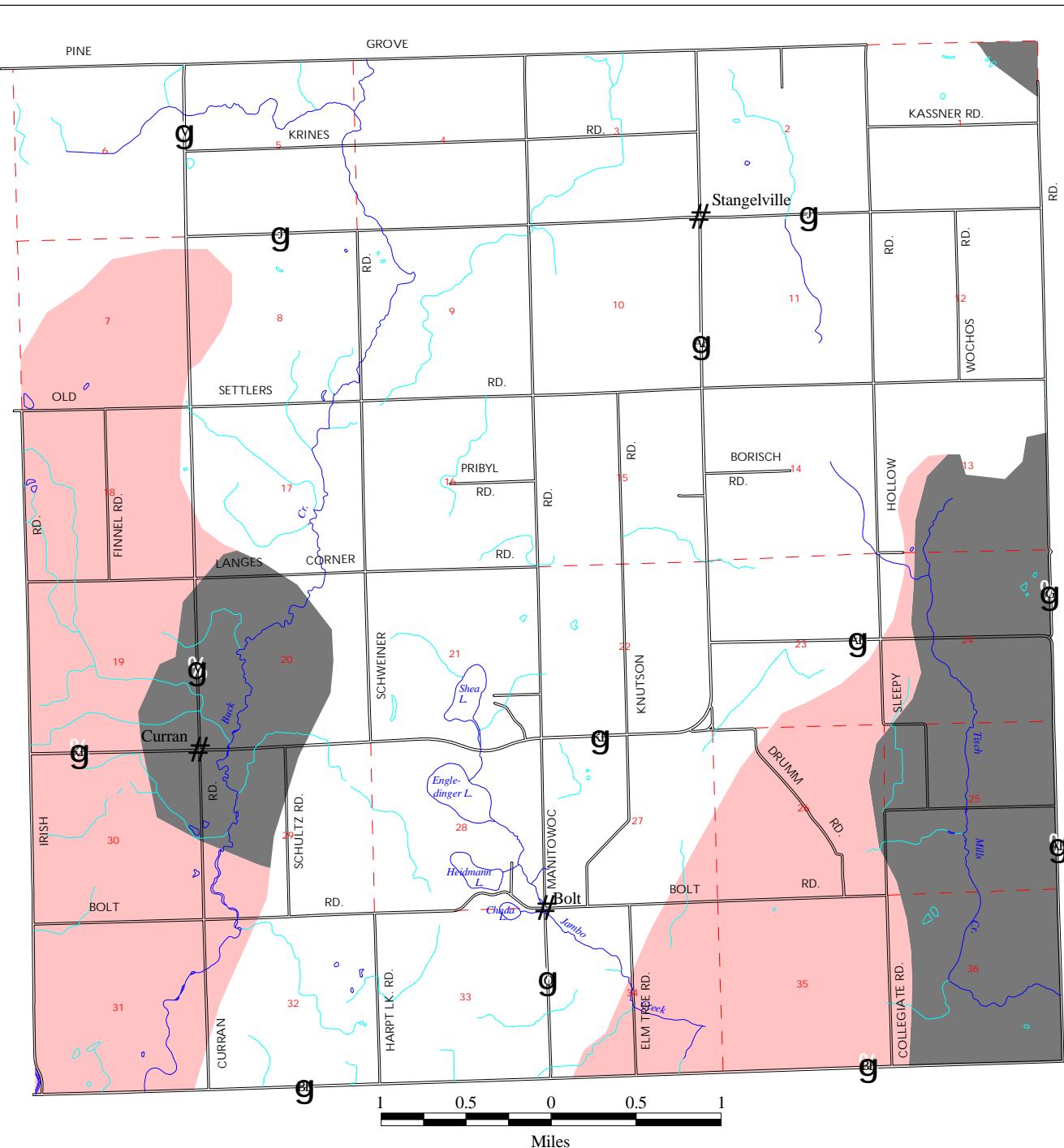
Planning Area Town of Franklin Kewaunee County, Wisconsin

Kewaunee County, Wisconsin



Source: Kewaunee County; Bay-Lake Regional Planning Commission, 2002.





Map 2.3

Pleistocene Geology

Town of Franklin

Kewaunee County, Wisconsin

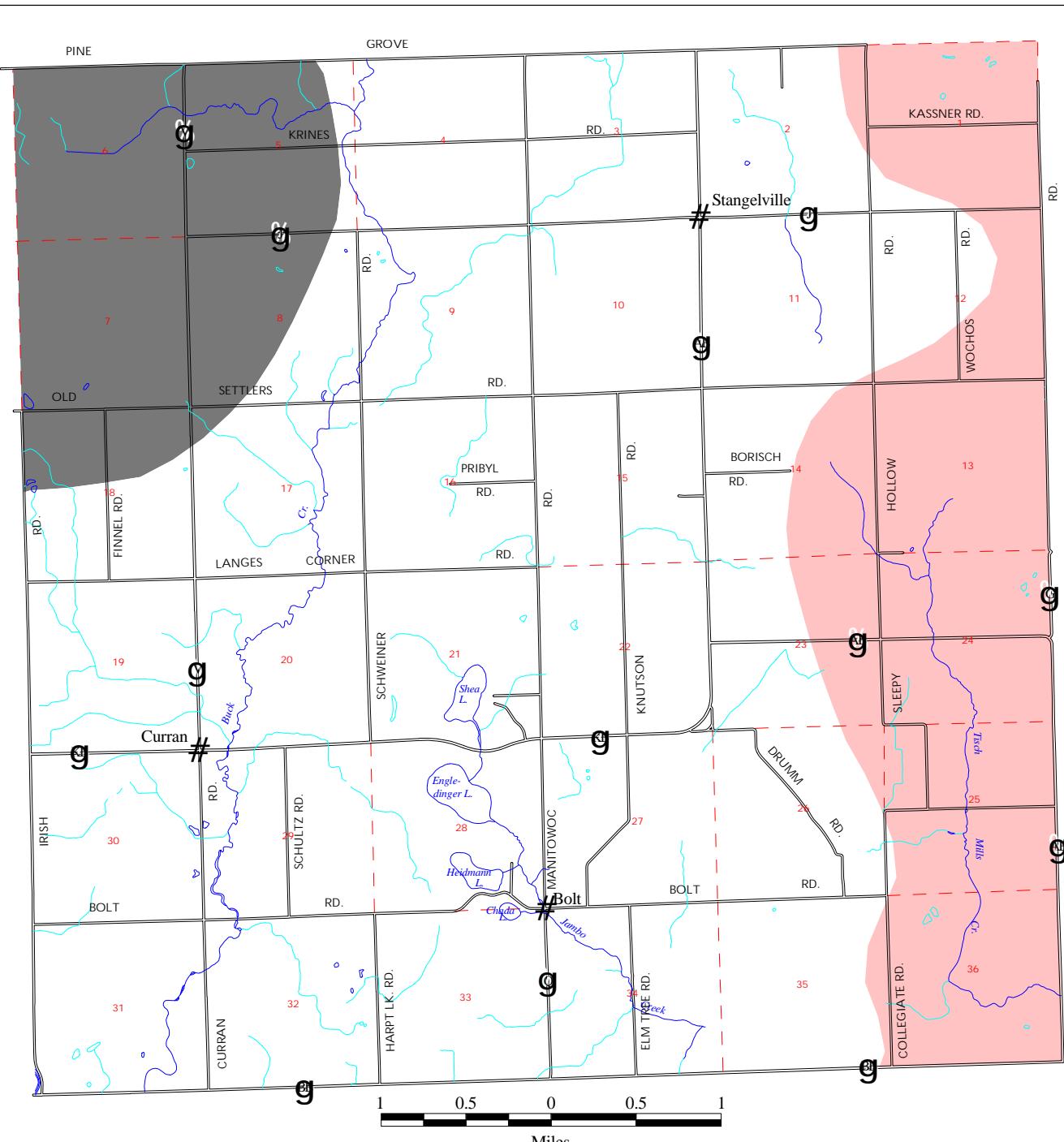
A legend box containing three entries: 'End Moraine' with a white square, 'Ground Moraine' with a light red square, and 'Out Wash' with a dark grey square.

Map Features

- # Cross Road Community
- U County Highway
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line
- 36** Section Number

Source: USGS, 1973; Bay-Lake Regional Planning Commission, 2002.





Map 2.4

General Soils Town of Franklin Kewaunee County, Wisconsin

Waymor-Hochheim-Kewaunee
Casco-Wauseon-Boyer
Kewaunee-Manawa-Poygan

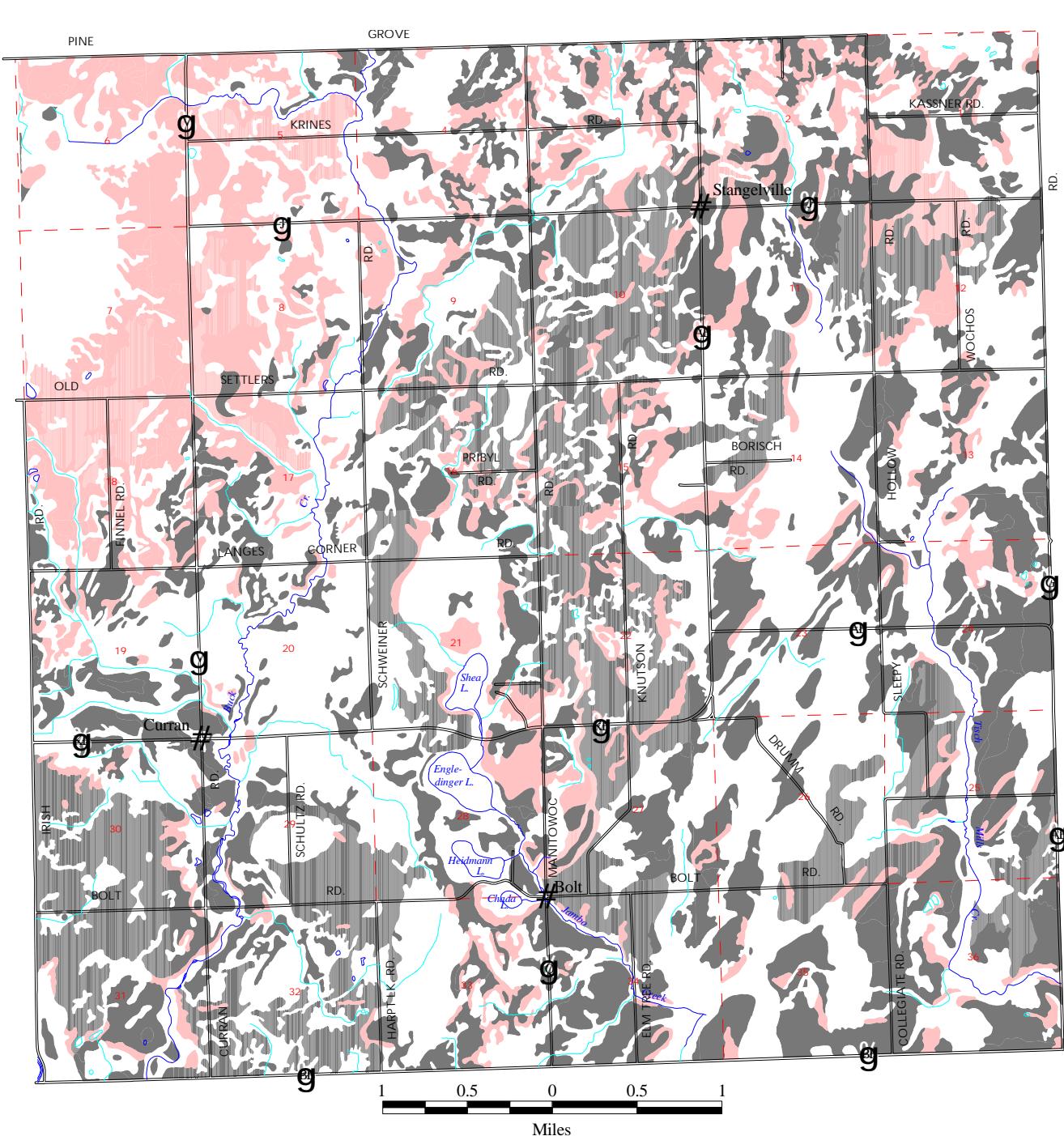
Map Features

- # Cross Road Community
- U County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: USDA, 1980; Bay-Lake Regional Planning Commission, 2002.



Map 2.5
Soil Limitations for
Dwellings with Basements
Town of Franklin
Kewaunee County, Wisconsin



Source: USDA, 1980; Bay-Lake
Regional Planning Commission, 2002.

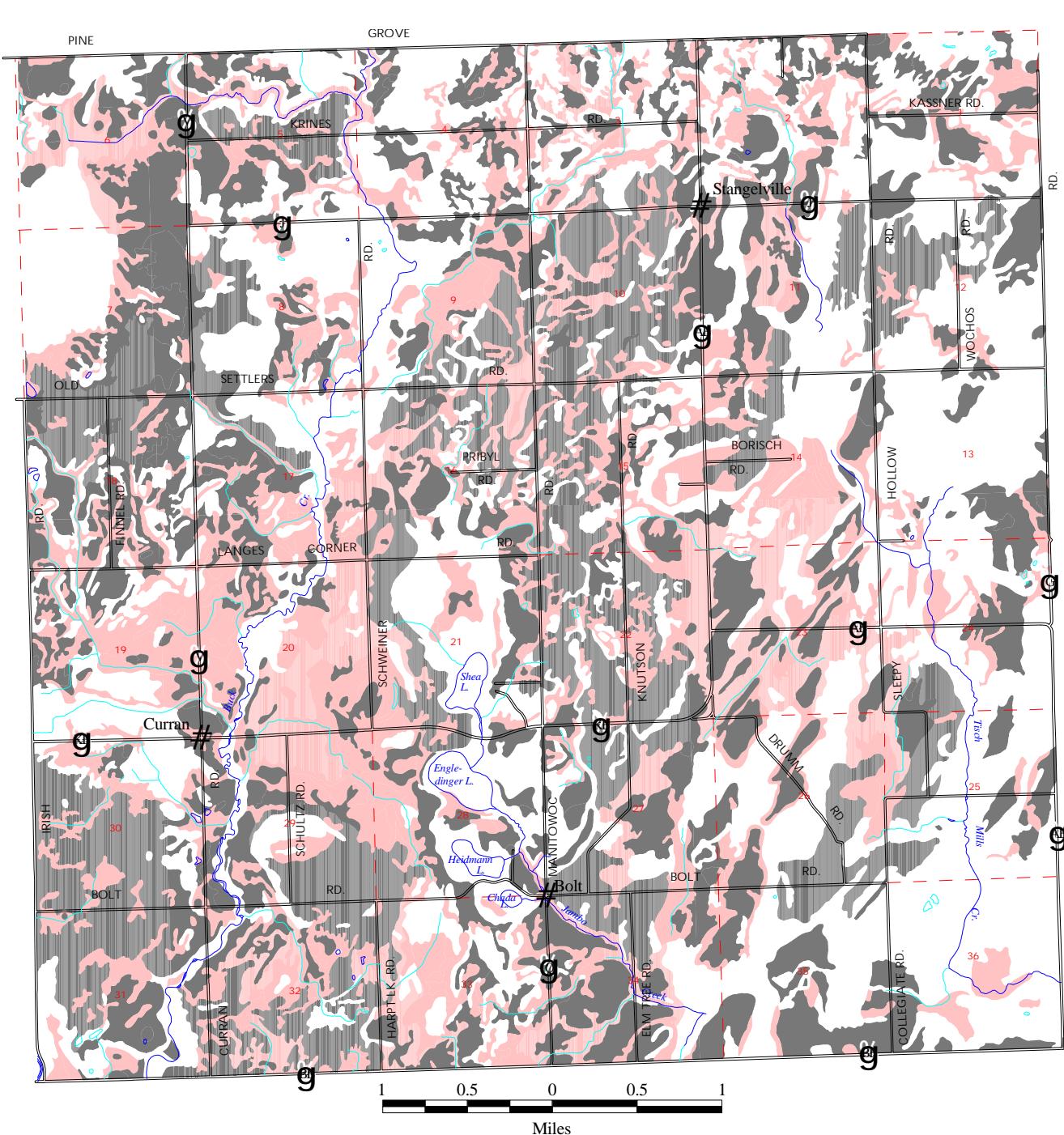
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Map 2.6

Prime Farmland

Town of Franklin

Kewaunee County, Wisconsin



All Areas Prime Farmland
 Prime Farmland Where Drained
 Not Prime Farmland

Map Features

- # Cross Road Community
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: USDA, 1980; Bay-Lake Regional Planning Commission, 2002.



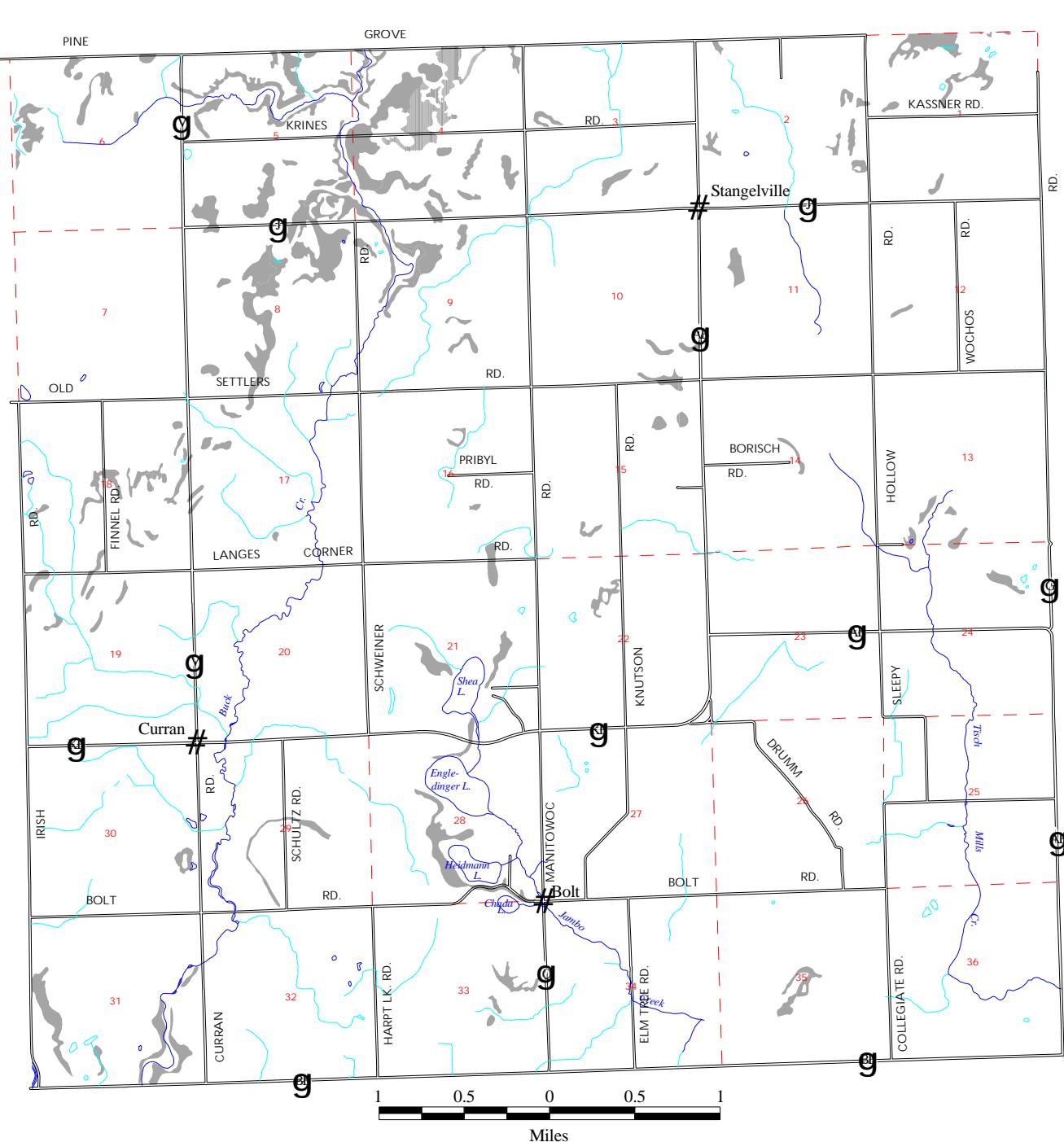
Map 2.7

Steep Slope

Town of Franklin

Kewaunee County, Wisconsin

 Slope Greater than 12 Percent

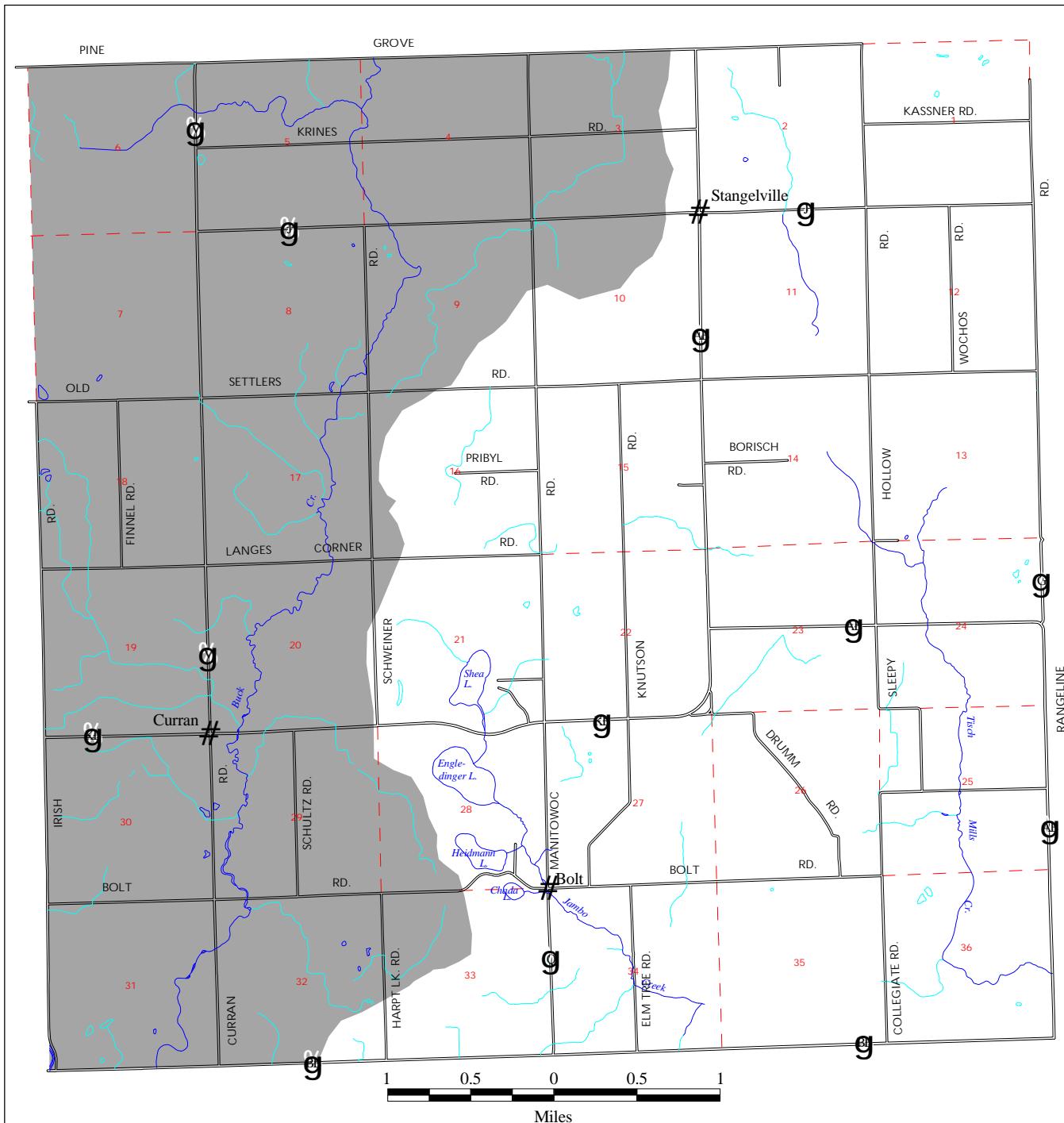


Map Features

- # Cross Road Community
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: USDA, 1980; Bay-Lake Regional Planning Commission, 2002.





Map 2. Watersheds Town of Franklin Kewaunee County, Wisconsin

 East Twin River
 West Twin River

Map Features

- # Cross Road Community
- U** County Highway
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line
- 36** Section Number

Source: WDNR, 1999; Bay-Lake Regional Planning Commission, 2002.

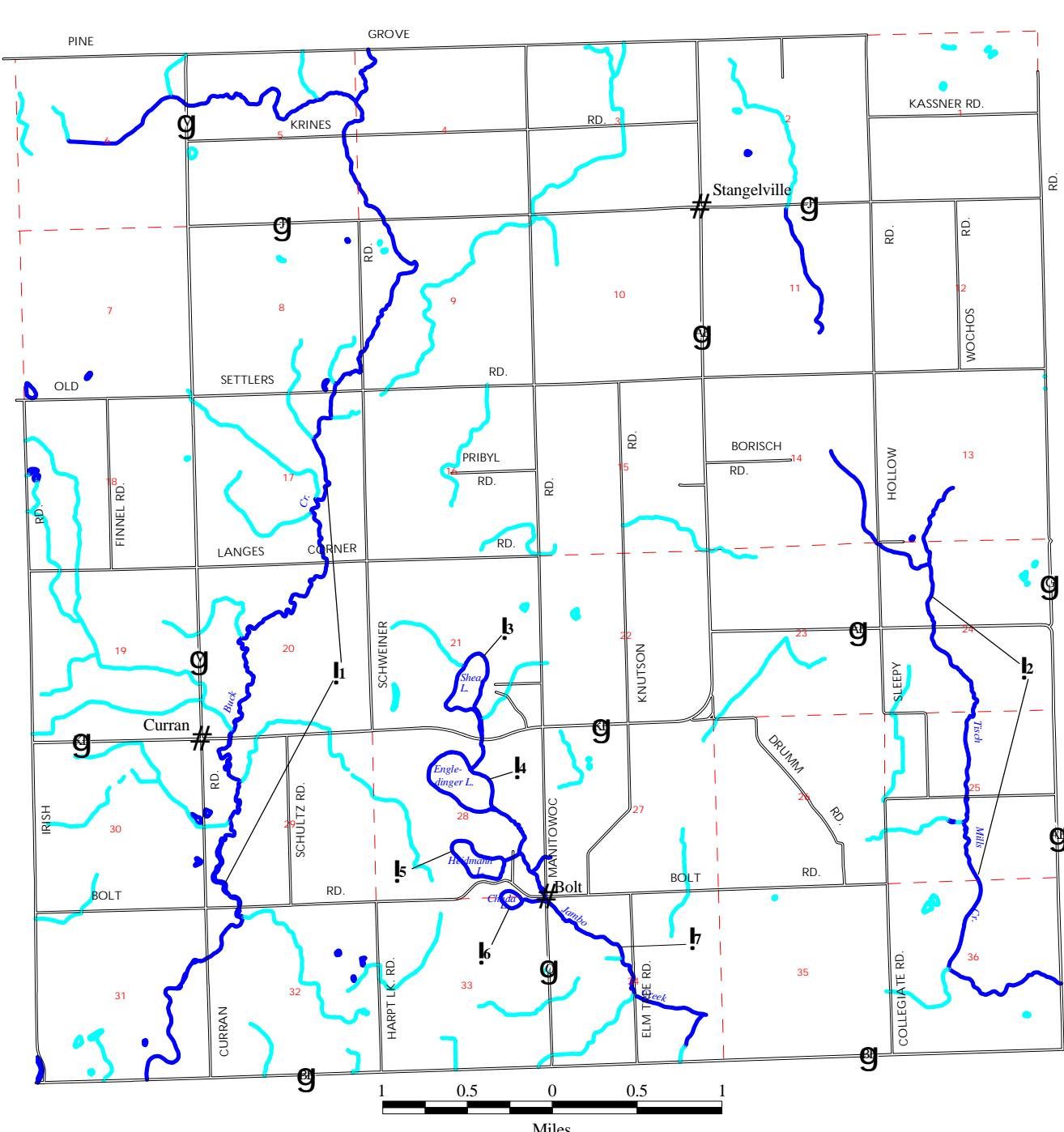


Map 2.9

Surface Water Features

Town of Franklin

Kewaunee County, Wisconsin



- 1 - Buck Creek
- 2 - Tisch Mills Creek
- 3 - Shea Lake
- 4 - Engledinger Lake
- 5 - Heidmann Lake
- 6 - Chada Lake
- 7 - Jambo Creek

Map Features

- # Cross Road Community
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: WDNR, 1966; Bay-Lake Regional Planning Commission, 2002.

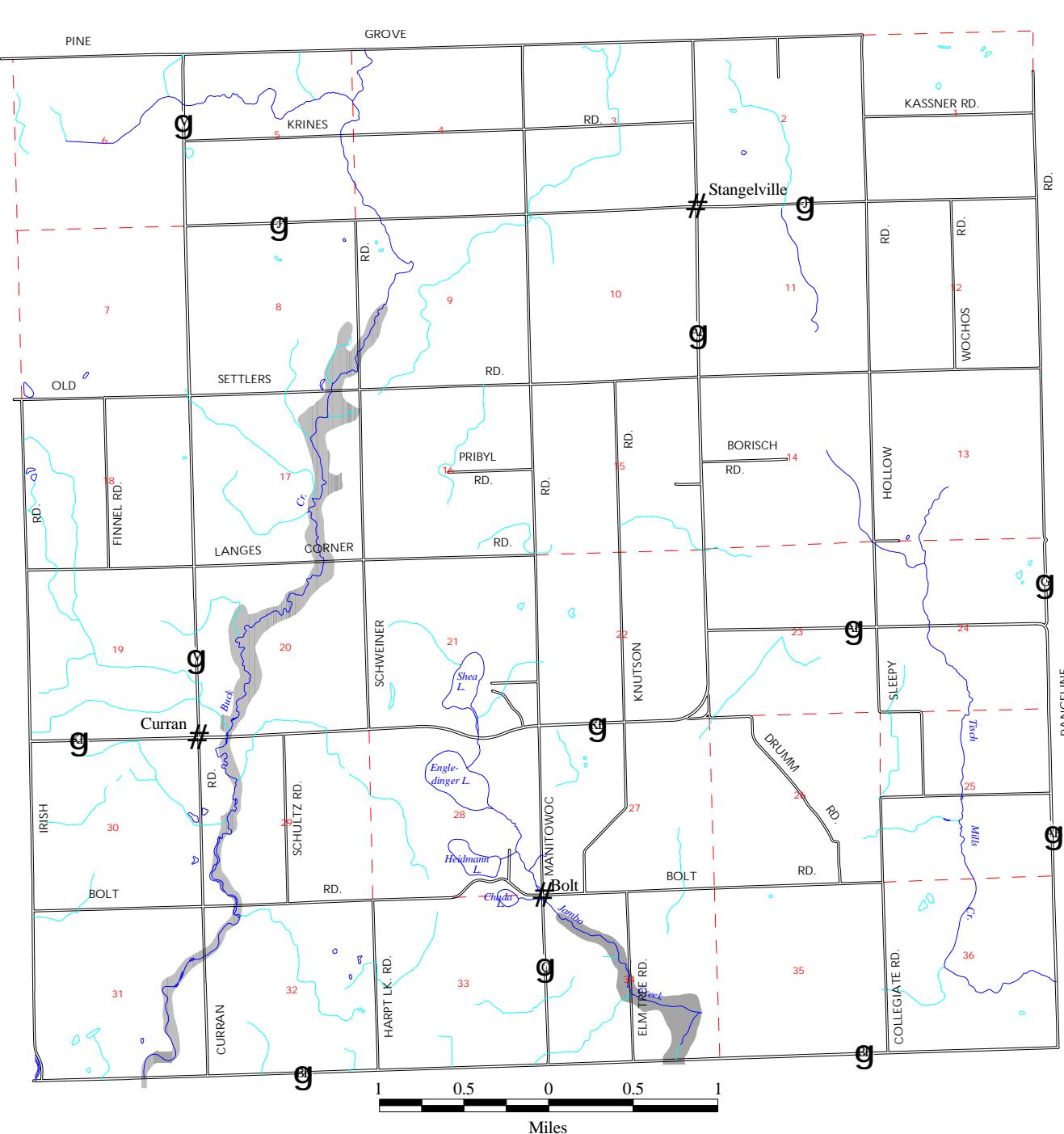
Map 2.10

Floodplains

Town of Franklin

Kewaunee County, Wisconsin

100 - Year Floodplain



Map Features

- # Cross Road Community
- W County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: FEMA FIRM, 1979; Bay-Lake Regional Planning Commission, 2002.



Map 2.11

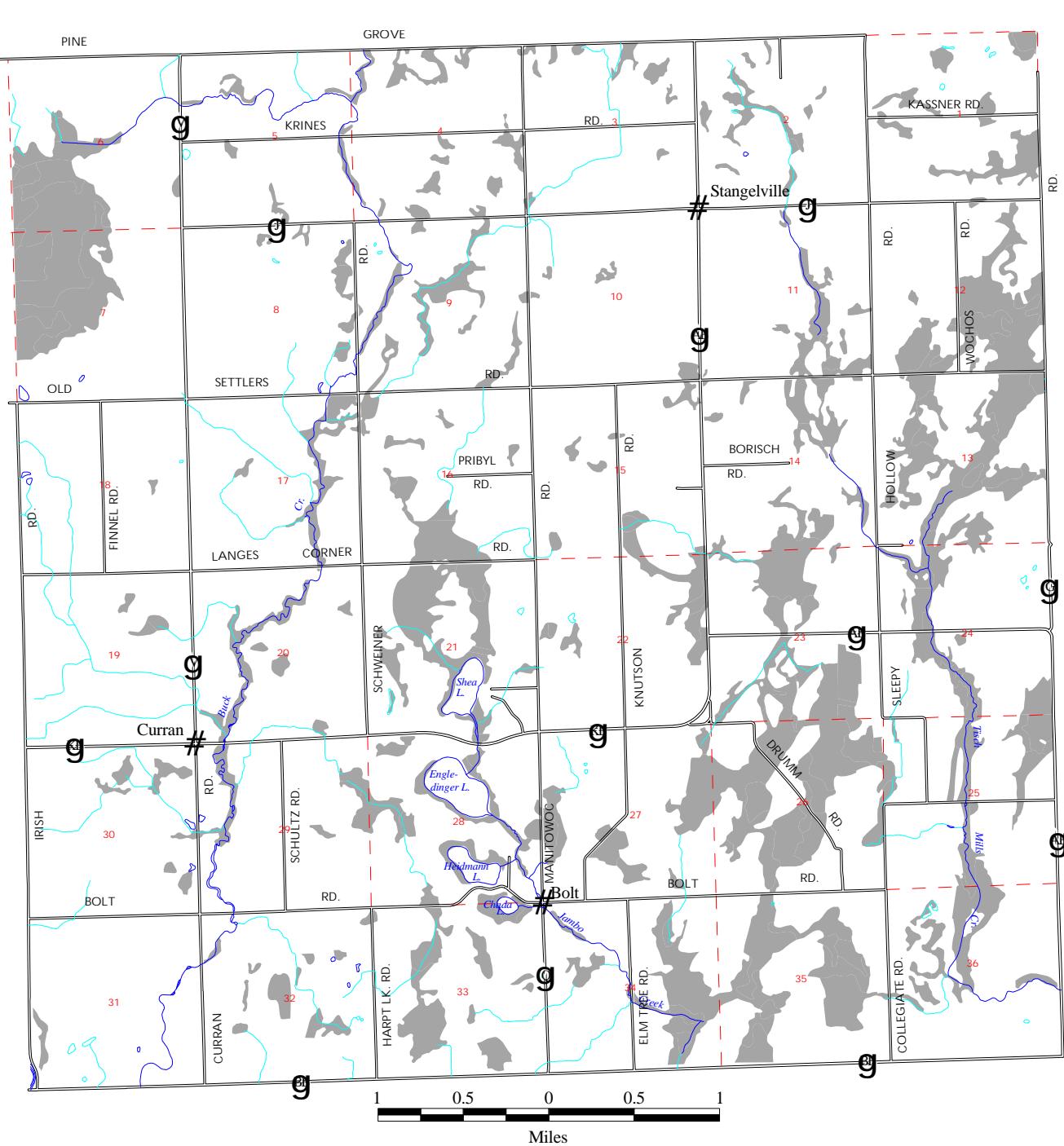
Wetlands Town of Franklin Kewaunee County, Wisconsin

WDNR Wetlands

Map Features

- # Cross Road Community
- U County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: WDNR, 1991; Bay-Lake Regional Planning Commission, 2002.

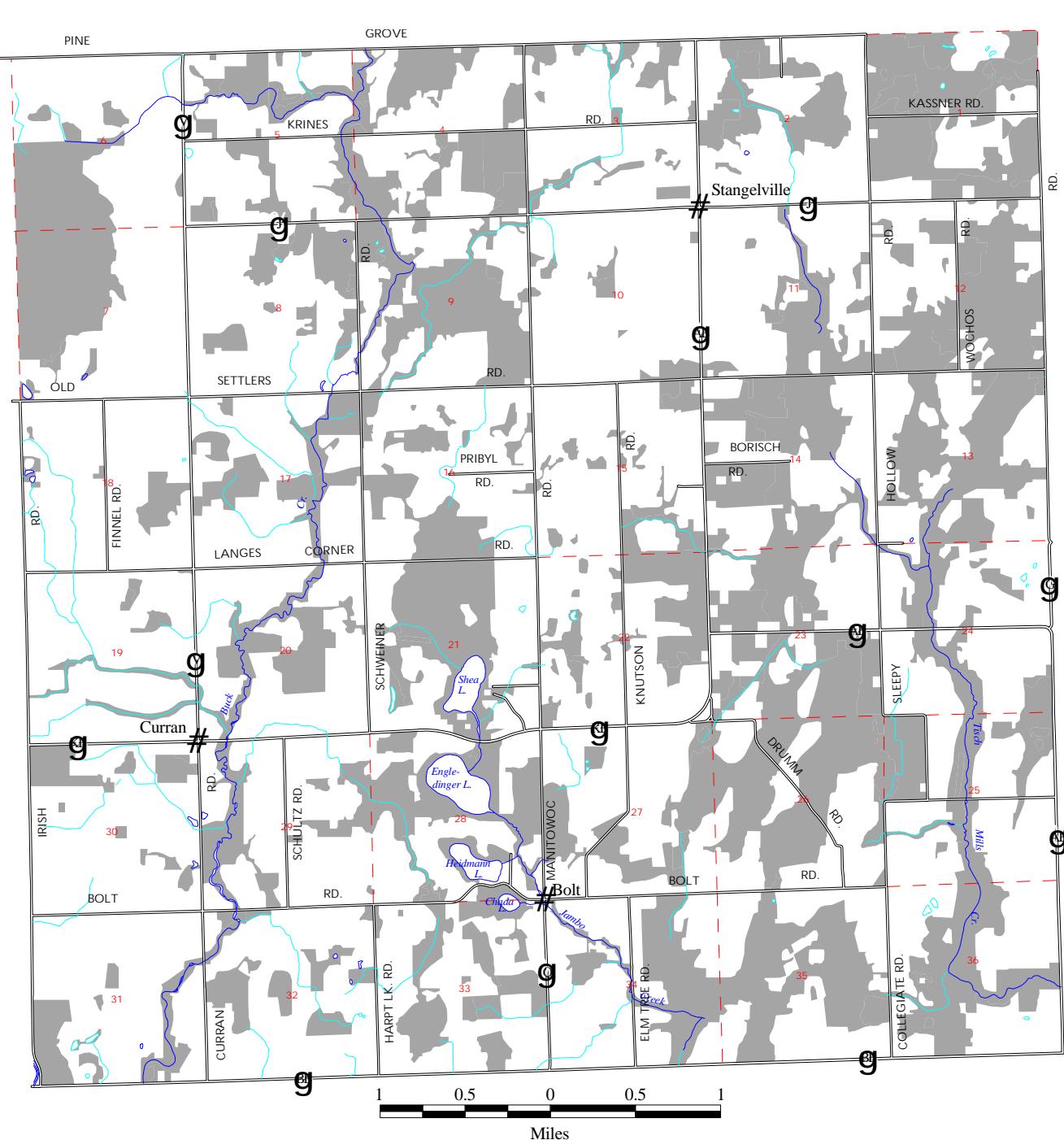


Map 2.12

Woodlands

Town of Franklin

Kewaunee County, Wisconsin



Woodlands

Map Features

- # Cross Road Community
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



Map 2.13

Environmental Corridors

Town of Franklin

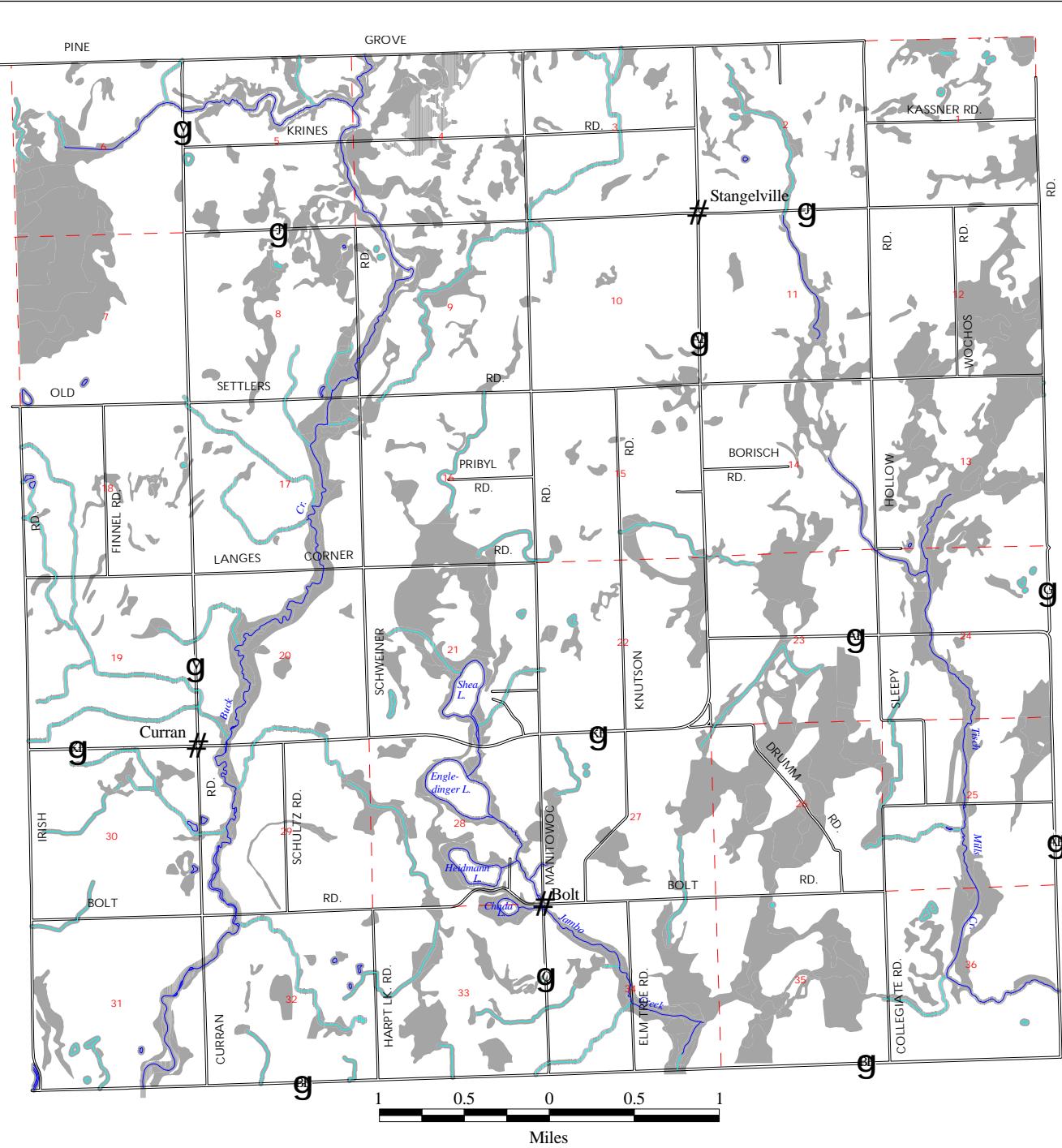
Kewaunee County, Wisconsin

Environmental Corridors

Map Features

- # Cross Road Community
- U County Highway
- △ Local Road
- Surface Water Features
- RR Railroad Corridor
- Section Line
- 36 Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



Map 2.14

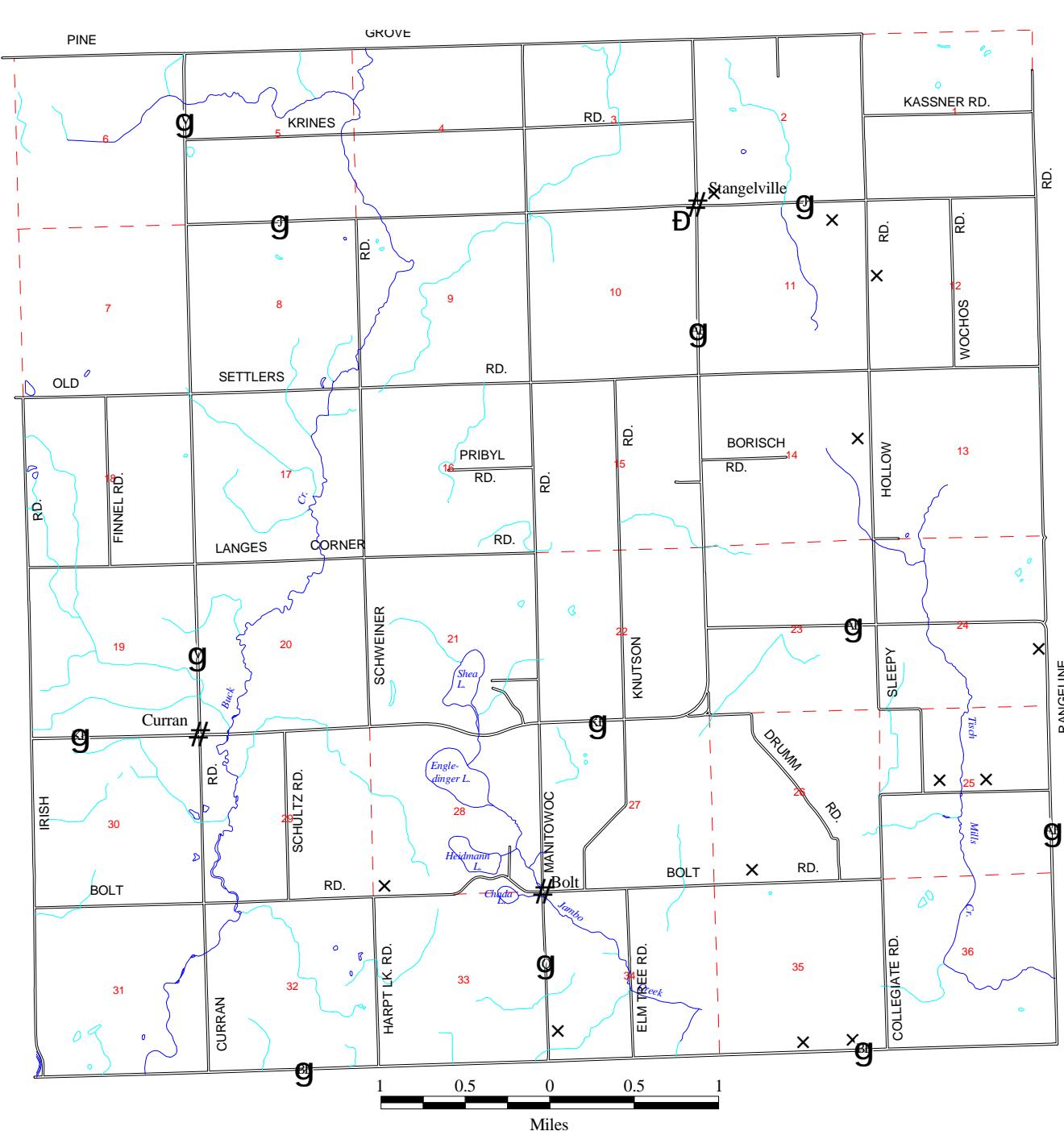
Historic Sites

Town of Franklin

Kewaunee County, Wisconsin

✗ Historic Sites*
█ On National Registry

*NOTE: Historic site locations are approximations.



Map Features

- # Cross Road Community
- █ County Highway
- \\\\ Local Road
- Blue Line Surface Water Features
- Green Line Railroad Corridor
- Red Dashed Line Section Line
- 36 Section Number

Source: State Historic Society of Wisconsin;
Bay-Lake Regional Planning Commission, 2002.



Chapter 3 - HOUSING AND POPULATION

INTRODUCTION

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional economy and population that generally cannot be predicted. These fluctuations and changes may greatly influence the town's growth and characteristics. This chapter will identify population and housing trends that may affect the future of the town of Franklin.

Housing includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy that provides goals, objectives, and policies for future housing development within the town.

The majority of this information is based on 1990 and 2000 Census information. It serves as background data to help determine such things as; how much population growth the town can expect to accommodate over the next twenty years; the condition of the housing stock; and what types of housing will be needed in the future.

SUMMARY AND IMPLICATIONS

1. The town experienced a population of 997 persons in 2000, a 0.7 percent increase from the 1990 Official Census Count.
2. The town's population is projected (by WDOA) to increase to 1,046 persons by 2015, a 4.9 percent increase from 2000.
3. The largest age group in 2000 was between 35 and 44 years old, which is a majority of the age group that traditionally has the highest earning power within any community.
4. The town's median age in 2000 was 36 years which indicates an increasing adult population and a decreasing population of children.

The town's population increased slightly between the Official Census Counts from 1990 to 2000 and is expected to continue increasing through the 20 year planning period. The town has experienced (over the past three decades 1980, 1990, and 2000) a slight age structure shift towards the older age groups. This may lead the town to spend more on services to accommodate an aging population over the next twenty years. Like so many other communities within Kewaunee County and the Bay-Lake region, the aging population can also mean additional business opportunities, especially for a rural town like Franklin. The elderly have been shown to import income into a community, living on prior savings or investments in the form of social security, private pensions, stocks, etc. This aging population requires mostly basic services such as groceries, housing and health care, and they have been shown to spend their incomes locally. Well planned and financed services and programs directed towards the elderly can go a long way in keeping the buying power of the retired community within the town.

5. Overall, the town and the surrounding communities have had little growth in the number of housing units.
6. The household size for the town is expected to decline over the next 20 years from 3.0 to 2.4 persons per household.
7. Through a series of projections, including 2.4 persons per household and a slight population growth, the town can expect a projected housing growth of between 61 to 83 additional housing units.

Throughout the planning period there will most likely be additional demand for housing units within the town. The possibility of an increasing population, a trend towards larger lot sizes and a projection of smaller household sizes will likely increase the demand for residential developments along with the needed land in which to accommodate them. It is important for the town to adequately identify areas to best accommodate this change in land use while also ensuring adequate services are provided. It needs to be remembered that additional housing does not always lead to a community making money. In most cases, it can be shown that housing (though preferred in many communities) is the most costly development based on the supporting services needed to accompany it. Thus, it is strongly recommended that the town monitor costs of future housing on its budget in order to best manage future property taxes.

8. 139 housing structures within the town were built before 1940.
9. In 2000, approximately four percent of renters were living in “non-affordable” housing, due to their paying more than 30 percent of their incomes towards rent.
10. In 2000, approximately 29 home owners were paying more than 30 percent of their incomes towards housing payments (paying over 30 percent towards housing costs).
11. According to the Wisconsin Department of Workforce Development, the median family income for the town in 1999 was \$53,019 which could mean that those making this amount could afford up to \$1,325.475 a month on housing and still be under the 30 percent affordability cap.

The housing within the town is mostly single family residential, yet many homes are over 60 years old. A small number of home owners, as well as renters are considered to be living in non-affordable housing. Because of the above, it is likely that some residents will need additional assistance regarding loans for housing rehabilitation and affordable housing. The town will need to support assistance efforts, plus look into actions that promote a mix of housing choices to meet these needs.

Even though the town’s population is expected to increase slightly by the year 2020, it is expected that the town will have a demand for additional residential units, along with a demand to replace existing “aging” residential structures in the future. This trend is detailed within the town’s stable residential unit numbers while also depicted in the town’s housing market which developed 50 new housing units within the last ten years. This plan’s future land consumption is projecting a range in the future number of possible housing units to be somewhere between a low of 61 units and a high of 83 new residential units over the 20-year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the town to accommodate these growth forecasts.

Overall, the town is expected to remain an agricultural community, as well as a “bedroom community” for many residents working in the nearby cities. The town supports the ideals of promoting housing for all residents, providing a range in housing (e.g. size, type, cost), working towards gaining more financial assistance for its residents for rehabilitation of housing and rental assistance by working with county, state and federal agencies.

HOUSING STRATEGY

The overall housing strategy was formulated in part from the population characteristics, as well as the inventory of natural features within the planning area. The stated *Goals, Objectives, Policies, and Programs* will be based on the information provided within this element of the comprehensive plan.

The following stated *Goals, Objectives, Policies, and Programs* (GOPP) are based upon the information provided within this chapter of the comprehensive plan, with special attention being made to the detailed actions and programs available to the town (identified at the end of this chapter). The town reviewed the “local” options it has in order to obtain a balanced housing initiative to be in compliance with the Office of Land Information Services (OLIS) grant requirements - in which the town accepted money to offset the costs of preparing this plan. The preferred options the town wishes to implement are integrated into the GOPP statements below.

Goal:

To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

Objective 1:

To develop and enforce policies and programs that provide a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.

Policies:

1. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
2. Ensure that the town’s zoning ordinance and other land control ordinances continue to allow for a range in densities and lot sizes most appropriate for the town.
3. Support mixed use development within the town, with higher densities in and adjacent to the town’s “crossroad communities”, in order to provide additional housing choices.
4. Support conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods in order to provide for both open space preservation and for increased variety in housing choices.

Objective 2:

Promote the availability of land for the development or redevelopment of affordable (low-income and moderate-income) housing.

Policies:

1. Consider the use of a community land trust that can preserve affordable space for a community center, health care facility, small business, or day care center.
2. Seek the donation of lands for affordable housing opportunities.
3. Encourage the infilling of existing residential developments.
4. Support adaptive reuse of existing developments, such as business to residential.
5. Ensure that zoning regulations do not unduly restrict manufactured housing as a viable choice in housing opportunities.

Objective 3:

Preservation of the existing housing stock through adequate maintenance and rehabilitation.

Policies:

1. The construction of new homes will be regulated by adequate building codes and ordinances.
2. Work with federal, state, and county agencies to assist town residents in achieving home loans.
3. When qualified, the town should apply for grants and become involved in programs to address the town's housing needs.
4. The town will assist residents by providing educational materials and information on financial programs and on home repairs.
5. Provide affordable housing information and assistance for "first time" home buyers.
6. Encourage rehabilitation and preservation of the existing housing stock within the town.

Objective 4:

New housing development will be in areas that preserve the town's rural nature and which are done in a cost effective way (regarding services, etc).

Policies:

1. Consider new development ideas that encourage a responsible use of land and the retention of natural or unique areas.
2. Identify areas in which new development should be restricted or maintained as open space, natural lands for buffer strips, or agricultural preservation.
3. Work with the Kewaunee County Extension and neighboring communities to establish innovative development guidelines for future consideration within the town.

Programs:

1. The town's zoning approval process will consider newer development techniques (i.e. conservation subdivision designs within the town).
2. The town will consider the above practices and evaluate their effectiveness at least once every year to help their residents in meeting their housing needs.
3. The town will work with the state, county and BLRPC to monitor the town's population characteristics to stay informed of changing demographics and characteristics of the town at least once every three years.
4. The town's Comprehensive Plan has identified areas for a future mix of residential development (with a variety of minimum densities) to help in establishing a housing stock that meets differing needs of the community.
5. The town will review existing zoning and land control ordinances to identify antiquated standards that may limit certain housing choices, and to measure impacts that current ordinances have on the town's housing stock and future choices. The town will also consider more flexibility in regulations allowing for a greater variety of housing choices to include considering Conservation Subdivisions and clustering.

POPULATION CHARACTERISTICS

Historical Population Levels

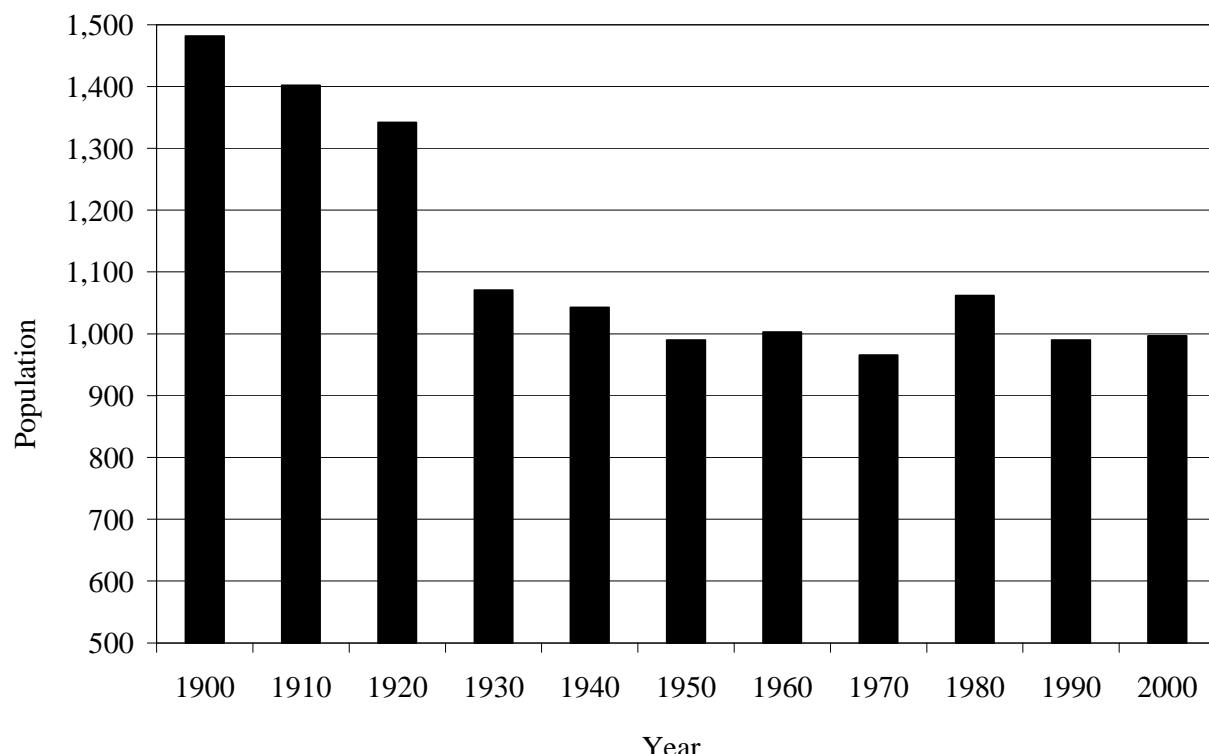
Table 3.1 displays the historic populations for the towns of Franklin, Carlton, Montpelier, West Kewaunee and Kewaunee County. The town of Franklin had its greatest population in 1900, with 1,482 persons. Figure 3.1 displays the moderate increases and decreases in population that the town of Franklin has experienced.

Table 3.1: Historical Population Levels, 1900-2000, Town of Franklin & Selected Areas

Year	Town of Franklin	Town of Carlton	Town of Montpelier	Town of W. Kewaunee	Kewaunee County
1900	1,482	1,462	1,547	1,622	17,212
1910	1,402	1,347	1,430	1,367	16,784
1920	1,342	1,227	1,360	1,244	16,091
1930	1,071	1,133	1,197	1,186	16,037
1940	1,043	1,153	1,214	1,063	16,680
1950	990	1,113	1,202	1,118	17,366
1960	1,003	1,094	1,232	1,060	18,282
1970	966	1,105	1,273	1,195	18,961
1980	1,062	1,140	1,457	1,294	19,539
1990	990	1,041	1,369	1,215	18,878
2000	997	1,000	1,371	1,287	20,187

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

Figure 3.1: Historic Population Levels, 1900-2000, Town of Franklin



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

Population Trends

The population in the town of Franklin has changed very little since the population decrease of more than 20 percent from 1920 to 1930 (Figure 3.1). The town's 2000 population of 997 persons is near what the total has been since 1930 and is only a 0.7 percent increase from its 1990 U.S. Census population count. The town of West Kewaunee, the town of Montpelier and the county experienced modest growth from 1990 to 2000, while the town of Carlton experienced a slight decrease.

In 1993, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2015 for the communities and counties of the state, utilizing a projection formula that calculates the annual population change over three varying time spans. From this formula, the WDOA indicated that the town of Franklin was projected to have a population of 1,046 persons by 2015.

Table 3.2: Population Trends, 1970-2015, Town of Franklin & Selected Areas

Year	Geographic Location						
	Town of Franklin	Town of Carlton	Town of Montpelier	Town of W. Kewaunee	Kewaunee County	Bay-Lake Region	State of Wisconsin
Actual Population							
1970	966	1,105	1,273	1,195	18,961	440,926	4,417,731
1980	1,062	1,140	1,457	1,294	19,539	476,134	4,705,767
1990	990	1,041	1,369	1,215	18,878	498,824	4,891,769
2000	997	1,000	1,371	1,287	20,187	554,565	5,363,675
Population Projections							
2005	1,027	1,031	1,347	1,269	19,557	539,948	5,409,536
2010	1,038	1,030	1,345	1,284	19,746	546,261	5,512,313
2015	1,046	1,022	1,336	1,296	19,873	550,833	5,603,528
Number Change							
1970-1980	96	35	184	99	578	35,208	288,036
1980-1990	-72	-99	-88	-79	-661	22,690	186,002
1990-2000	7	-41	2	72	1,309	55,741	471,906
2000-2015	49	22	-35	9	-314	-3,732	239,853
Percent Change							
1970-1980	9.9	3.2	14.5	8.3	3.0	8.0	6.5
1980-1990	-6.8	-8.7	-6.0	-6.1	-3.4	4.8	4.0
1990-2000	0.7	-3.9	0.1	5.9	6.9	11.2	9.6
2000-2015	4.9	2.2	-2.6	0.7	-1.6	-0.7	4.5

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-1990; Wisconsin Department of Administration, Official Population Estimates and Projections, for years cited; Census 2000; and Bay-Lake Regional Planning Commission, 2001.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household (Table 3.3). In 2000, the town of Franklin had eight total seasonal housing units, 2.2 percent of the total housing units within the town. The town of Carlton had the greatest percentage of its housing units as seasonal with 2.6 percent. The county as a whole had 270 total units, or 3.3 percent of total housing units as seasonal.

Table 3.3: Estimated Seasonal Population, 2000, Town of Franklin & Selected Areas

	Geographic Location				
	Town of Franklin	Town of Carlton	Town of Montpelier	Town of W. Kewaunee	Kewaunee County
Population	997	1,000	1,371	1,287	20,187
Persons Per Household	3.0	2.8	2.8	2.8	2.6
Total Housing Units	359	383	492	485	8,221
Total Seasonal Housing Units*	8	10	4	10	270
Percent of Housing Units Seasonal	2.2	2.6	0.8	2.1	3.3
Estimated Seasonal Population**	24	28	11	28	705
Percent Population Seasonal	2.4	2.8	0.8	2.2	3.5

*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

**Estimated Seasonal Population = Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2001.

Revised Population Projections

An area's future population provides an important basis for planning and public policy making. Population projections are an important factor necessary to assess the area's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the area's future expenditures, revenues, and tax receipts.

Given the fact that the WDOA projections were consistently high along with the limit of projecting only to 2015, the BLRPC prepared alternative 20 year population projections to determine the approximate growth rate for the town of Franklin.

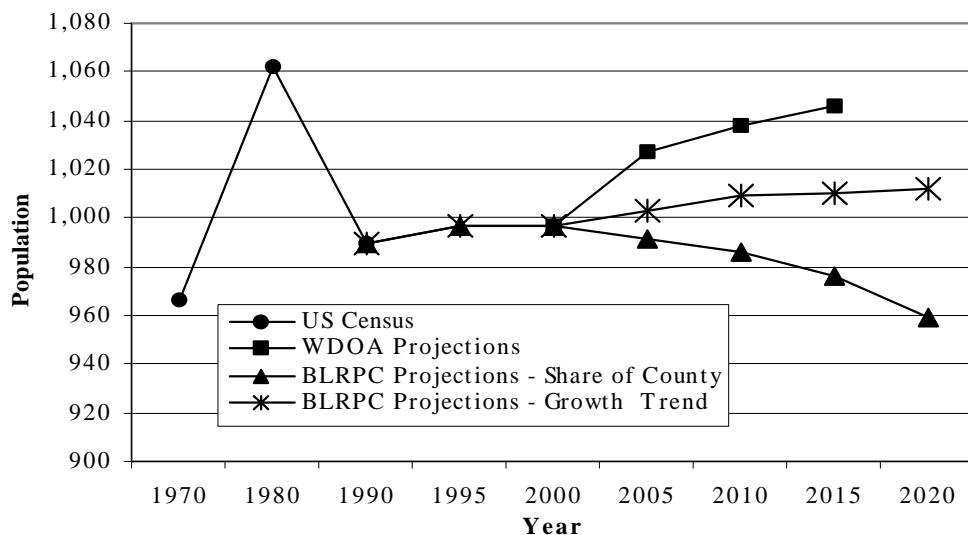
Note: The limitations of population projections should be recognized. Population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities are also subject to more error because even minor changes in the community can result in significant changes in population projection estimates.

One of the two methods used to project a future population was a ratio methodology - termed "share-of-the-county", to distribute county projections to the town level. This method established a "Low Growth" projection for the town. According to these Commission projections, the projected year 2005 population for the town of Franklin would be 992 persons, the projected 2010 population would be 986 persons, the projected year 2015 would be 976 persons, and the projected year 2020 population would also be 959 persons. Therefore, it is projected that the town of Franklin's 2000 population will decrease by 3.8 percent by the year 2020.

A "High Growth" projection was developed for the town by using the census figures from 1970 to 2000 and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,003 persons, a projected year 2010 population of 1,009 persons, a estimated 2015 population of 1,010, and a projected year 2020 population of 1,011. According to this "High Growth" projection, the town of Franklin's 2000 population will increase by only 1.4 percent by the year 2020.

Figure 3.2 displays the actual U.S. Census counts, WDOA projections to 2015, the BLRPC Projections - Growth Trend ("High Growth"), and the BLRPC Projections - Share of County ("Low Growth") to 2020.

Figure 3.2: Population Trends and Projections, 1970-2020, Town of Franklin



Source: U.S. Bureau of the Census, 1970-2000 Census of Population and Housing; Wisconsin Department of Administration, Official Municipal Population Projections, 1995-2015; Wisconsin Department of Administration, Official Population Estimates, 1991-2000; and Bay-Lake Regional Planning Commission, 2001.

Population By Age and Sex

From 1980 to 2000, there is a definite age shift from the younger age groups to the older groups (Table 3.4). In 1980, nearly 38 percent of the population was under the age of 19. By 1990 the population under 19 dropped to around 34 percent and the greatest percentage of the population was in the 25-44 age groups. In 2000, the population under 19 continued to decline and the largest age groups were within the 34 to 55 groups which are classified as being within the “Prime Earning” age group. Figure 3.2 displays these population shifts for the town. With the declining numbers of 19 year olds, the town as well as the county could experience a shortage of future workers.

Table 3.4: Male and Female Distribution by Age and Sex, 1980-2000, Town of Franklin

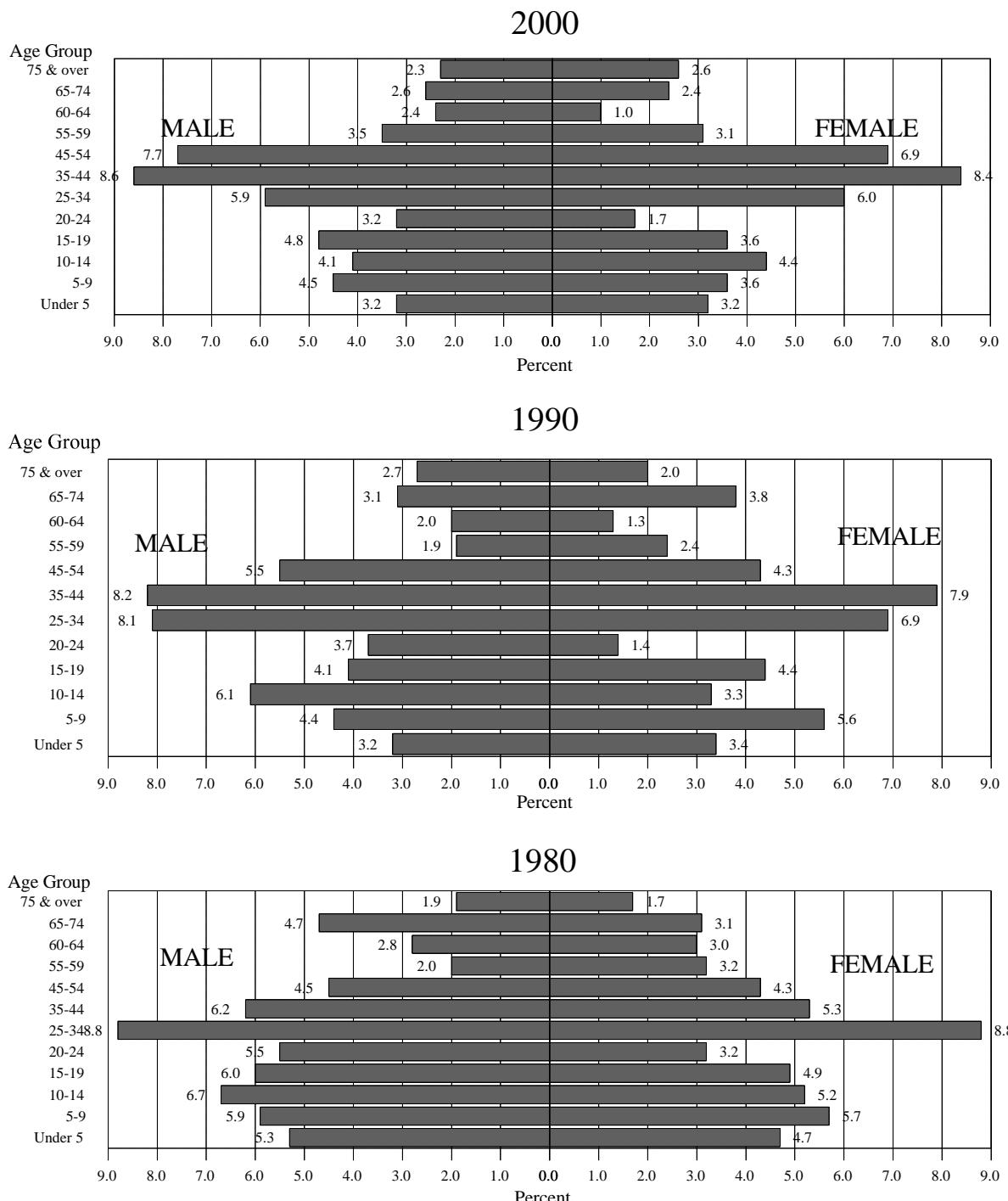
1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	18	4.1	1.9	16	3.2	1.7	24	2.6
65-74	44	10.0	4.7	29	5.8	3.1	77	8.2
60-64	26	5.9	2.8	28	5.6	3.0	42	4.5
55-59	19	4.3	2.0	30	6.0	3.2	29	3.1
45-54	42	9.5	4.5	40	8.0	4.3	108	11.5
35-44	58	13.2	6.2	50	10.1	5.3	94	10.0
25-34	82	18.6	8.8	82	16.5	8.8	139	14.8
20-24	52	11.8	5.5	30	6.0	3.2	66	7.0
15-19	56	12.7	6.0	46	9.3	4.9	111	11.8
10-14	63	14.3	6.7	49	9.9	5.2	85	9.1
5-9	55	12.5	5.9	53	10.7	5.7	77	8.2
under 5	50	11.4	5.3	44	8.9	4.7	85	9.1
TOTAL	440	100.0	47.0	497	100.0	53.0	937	100.0
1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	27	5.1	2.7	20	4.3	2.0	47	4.7
65-74	31	5.9	3.1	38	8.2	3.8	69	7.0
60-64	20	3.8	2.0	13	2.8	1.3	33	3.3
55-59	19	3.6	1.9	24	5.2	2.4	43	4.3
45-54	54	10.3	5.5	43	9.3	4.3	97	9.8
35-44	81	15.4	8.2	78	16.8	7.9	159	16.1
25-34	80	15.2	8.1	68	14.7	6.9	148	14.9
20-24	37	7.0	3.7	14	3.0	1.4	51	5.2
15-19	41	7.8	4.1	44	9.5	4.4	85	8.6
10-14	60	11.4	6.1	33	7.1	3.3	93	9.4
5-9	44	8.4	4.4	55	11.9	5.6	99	10.0
under 5	32	6.1	3.2	34	7.3	3.4	66	6.7
TOTAL	526	100.0	53.1	464	100.0	46.9	990	100.0
2000								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	23	4.4	2.3	26	5.5	2.6	49	4.9
65-74	26	4.9	2.6	24	5.1	2.4	50	5.0
60-64	24	4.5	2.4	10	2.1	1.0	34	3.4
55-59	35	6.6	3.5	31	6.6	3.1	66	6.6
45-54	77	14.6	7.7	69	14.7	6.9	146	14.6
35-44	86	16.3	8.6	84	17.9	8.4	170	17.1
25-34	59	11.2	5.9	60	12.8	6.0	119	11.9
20-24	32	6.1	3.2	17	3.6	1.7	49	4.9
15-19	48	9.1	4.8	36	7.7	3.6	84	8.4
10-14	41	7.8	4.1	44	9.4	4.4	85	8.5
5-9	45	8.5	4.5	36	7.7	3.6	81	8.1
under 5	32	6.1	3.2	32	6.8	3.2	64	6.4
TOTAL	528	100.0	53.0	469	100.0	47.0	997	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; 1990 Census of Population and Housing, STF 1A, Table P012; 1980 Census of Population and Housing, STF 3A, Table 15; and Bay-Lake Regional Planning Commission, 2002.

Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex of the population of Franklin for 1980, 1990 and 2000. The pyramids show how the younger population is becoming smaller by 2000.

Figure 3.3: Population Pyramids, 1980-2000, Town of Franklin



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; 1990 Census of Population and Housing, STF 1A, Table P012; 1980 Census of Population and Housing, STF 3A, Table 15; and Bay-Lake Regional Planning Commission, 2002.

School Age, Working Age, and Retirement Age Groups

The population of the town of Franklin is divided into four age groups: the school age group (5-17), the working age group (16+), the voting age group (18+), and those of retirement age (65+). The working age group accounts for some 76 percent of the total population (Table 3.5). The towns population distribution amongst the age groups is fairly similar to the county and the state, however the town did have a lower percentage of its population as being retirement age and it showed higher numbers in school age.

Table 3.5: Population by Age Groups and Sex, 2000, Town of Franklin & Selected Areas

Age Groups	Total	Town of Franklin	Kewaunee Co.	Wisconsin
		Male	Female	Percent
School Age				
5-11	115	63	52	11.6
12-14	51	23	28	5.2
15-17	55	26	29	5.6
Working and Voting Age				
16+	749	402	347	75.7
16-64	650	353	297	65.7
18+	712	384	328	71.9
18-64	613	335	278	61.9
Retirement Age				
65+	99	49	50	10.0
Total Population	997	528	469	15.2
				13.1

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

Median Age

For the period from 1970 to 2000, the median age for all areas observed has increased (Table 3.6). The median age in the town has increased greatly from the 1970 median age of 24.6, to the 2000 median age of 36 years old. In general, the population of the entire U.S. is expected to continue to shift to an increasing older population due to the “baby boomers” getting older. This national trend, which is also taking place in Kewaunee County and its communities, should be noted when planning for the future needs of the town and the area, for an aging population demands additional community services. However, an aging population can also mean additional economic opportunities as well.

Table 3.6: Median Age, 1970-2000, Town of Franklin & Selected Areas

Geographic Area	1970	1980	1990	2000
Town of Franklin	24.6	27.1	32.3	36.0
Town of Carlton	25.3	26.8	32.9	38.4
Town of Montpelier	22.6	25.4	31.1	35.6
Town of West Kewaunee	23.3	25.2	31.5	37.0
Kewaunee County	26.9	29.3	33.7	37.5
Bay-Lake District	29.6	30.7	34.6	38.6
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, 1970 Census of Population, Table 33; 1980 Census of the Population, Table 44; 1990 Census of Population and Housing, STF 1A, General Profile; and Bay-Lake Regional Planning Commission, 2001.

HOUSING INVENTORY

Total Housing Unit Levels by Decade

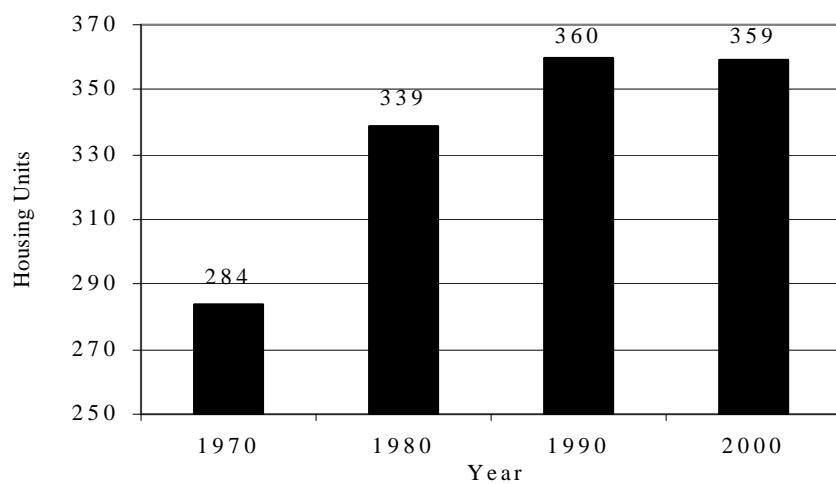
The total number of housing units within the town of Franklin has been slightly increasing since 1970 (Table 3.7 and Figure 3.4). In 2000, there were 359 total housing units reported by the U.S. Census, a 26.4 percent increase since 1970. The neighboring town of West Kewaunee had the greatest increase for the area with a 47.4 percent increase from 1970 to 2000. The town of Franklin has had a much lower rate of growth during this period than that of the county and the Bay-Lake District. From 1970 to 1980, the town experienced its greatest growth in housing units with a 19.4 percent increase. For the period 1980 to 1990, the town increased its housing units again, by 6.2 percent. However, from 1990 to 2000, housing decreased slightly, by 0.3 percent, which is a lower percentage than any area compared for the same period. Overall, the town of Franklin has experienced little increase in its number of housing units, yet has experienced a growing number of housing units replacing older structures. While housing construction continues to take place within the town, the actual increase in units has remained steady over the last ten years.

Table 3.7: Total Housing Units, 1970-2000, Town of Franklin & Selected Areas

Area	1970	1980	1990	2000	Percent Change			
					1970-80	1980-90	1990-2000	1970-2000
Town of Franklin	284	339	360	359	19.4	6.2	-0.3	26.4
Town of Carlton	319	368	383	383	15.4	4.1	0.0	20.1
Town of Montpelier	344	424	457	492	23.3	7.8	7.7	43.0
Town of West Kewaunee	329	388	451	485	17.9	16.2	7.5	47.4
Kewaunee County	5,888	7,023	7,544	8,221	19.3	7.4	9.0	39.6
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; and Bay-Lake Regional Planning Commission, 2001.

Figure 3.4: Historic Total Housing Unit Levels, 1970-2000, Town of Franklin



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; Table DP-1, Profile of General Demographics: 2000; and Bay-Lake Regional Planning Commission, 2001.

Housing Permits Current Decade

The town of Franklin has reported that it has had a total of 50 housing unit additions for the period 1990 to 1999 (Table 3.8). For the same period, the town of Carlton had 35 housing unit additions, the town of Montpelier had 70 additions, and the town of West Kewaunee had 98 housing unit additions. Eight units were reported as being deleted. However, the 2000 U.S. Census did not note a 42 unit gain for the town. This could be a record inaccuracy, a double count on permits, at the local level, state level or a U.S. Census miscount.

It is anticipated that future WDOA figures will likely be using the U.S. Census count in the future. Also, many of the homes reported to the state may be replacement homes on existing residential properties, and the older structures have not yet been demolished or the residents have not notified the town of their removal. This plan recommends that the U.S. Census count be used as an Official “Benchmark” in order to determine a future total housing count for this plan. The projection methods used will only vary slightly between total counts and thus will not make an overall impact on the planning outcome.

Table 3.8: Housing Unit Additions and Deletions, 1990-1999, Town of Franklin & Selected Areas

Year	Town of Franklin	Town of Carlton	Town of Montpelier	Town of W. Kewaunee	Kewaunee County
1990	3	6	4	7	67
1991	6	4	6	13	78
1992	6	1	2	6	93
1993	4	1	6	5	103
1994	2	1	7	5	110
1995	6	5	9	10	155
1996	8	5	6	15	114
1997	3	3	8	12	113
1998	7	3	11	11	121
1999	5	6	11	14	157
Total Additions	50	35	70	98	1,111
Total Deletions, 1990-1999	8	1	2	2	68
Net Change, 1990-1999	42	34	68	96	1043

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2001.

Historic and Projected Households Size

According to the Wisconsin Department of Administration (WDOA), the household size in Kewaunee County is projected to decrease throughout the planning period. Table 3.9 indicates that the number of persons per household will consistently decrease during the planning period from 2.8 to 2.4 by 2015, continuing this trend to 2020 depicts the number to drop to 2.2.

Table 3.9: Persons Per Household Projections, 1990-2020, Town of Franklin and Kewaunee County

Geographic Area	Planning Year					
	1990	2000	2005	2010	2015	2020
Town of Franklin	3.1	3.0	2.9	2.8	2.7	2.4
Kewaunee County	2.8	2.6	2.6	2.5	2.4	2.2

Source: WDOA, Wisconsin Household Projections by Household Type, 1990-2015, December 1993; and Bay-Lake Regional Planning Commission, 2001.

Projected Occupied Housing Units & Total Housing Units

In formulating a “best guess” for the future residential needs of the community, three methods were used in order to determine the most likely housing projection to 2020. The following are three methods which were used to estimate the future “occupied housing” unit demand along with a “total of all future housing” units within the town (Figure 3.5). The year 2000 “occupied housing” count of 338 units was used as a base figure as was the 2000 count for “total housing” units of 359. Keep in mind that seasonal/vacant housing units were kept as a constant (5.8 percent) throughout the planning period regarding future housing needs.

Method One:

Using the census “occupied” housing counts from 1970 to 2000, a “*growth trend*” was created to the year 2020. This created a housing unit need projection which indicated that by 2020 the town of Franklin would have 411 occupied housing units, or an increase of 73 occupied housing units from the 2000 Census. To achieve a level of 411 occupied housing units the town will need at least 434 “total” housing units (taking into account a 5.8 percent vacancy rate), or an increase of **75** housing structures overall.

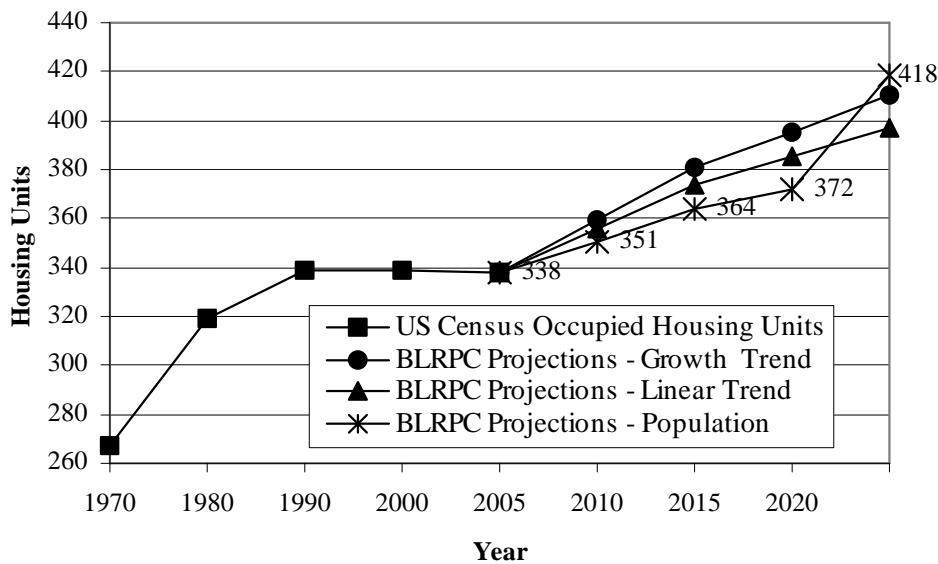
Method Two:

A “*linear trend*” to the year 2020 was also created utilizing the census “occupied” housing counts from 1970 to 2000. This created a housing unit need projection which indicated that by 2020 the town of Franklin would have 397 total occupied housing units, or an increase of 59 occupied housing units. To achieve a level of 397 occupied housing units the town will need at least 420 total housing units (taking into account a 5.8 percent vacancy rate), or an increase of **61** housing structures overall.

Method Three:

By using the “High” population projection to 2020, and the projected Persons Per Household number to 2020, one can predict another range in the number of housing units needed by 2020. The “High” population projection method, which shows a gain of only 15 persons from 2000 to 2020 yet a major decrease in the number of persons per household, would equal an increase in housing demand of 80 occupied units (or 418 occupied housing units) for permanent residents. To achieve a level of 418 occupied housing units the town will need at least 442 total housing units (taking into account a 5.8 percent vacancy rate), or an increase of **83** housing structures overall.

Figure 3.5: Occupied Housing Unit Trends & Projections, 1970-2020, Town of Franklin



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2001.

Housing Projection Selection

The housing demand best reflects a range from between 61 new housing units and 83 new housing units. The low end of 61 will best accommodate the projected population based on past census counts, yet the high of 83 housing units overall reflects the growth population trend projected over the last 30 years, along with the impacts of having smaller household numbers (which is a major reason for additional housing within the town). The high projection of 83 units will be used for planning purposes within this plan.

Housing Types - Units in Structure

The majority of housing types in the town of Franklin and all other areas were one unit, detached structures in 2000 (Table 3.10). The second greatest housing type for all areas was mobile homes, with the town of Carlton having the most at 10 percent of the housing market.

Table 3.10: Units in Structure, 2000, Town of Franklin & Selected Areas

Units	Town of Franklin		Town of Carlton		Town of Montpelier		Town of W. Kewaunee		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	310	87.3	343	87.1	417	89.7	437	86.2	6,521	79.3
1 unit, attached	0	0.0	4	1.0	3	0.6	2	0.4	111	1.4
2 units	15	4.2	7	1.8	11	2.4	24	4.7	522	6.3
3 or 4 units	0	0.0	0	0.0	0	0.0	0	0.0	186	2.3
5 to 9 units	0	0.0	0	0.0	0	0.0	0	0.0	131	1.6
10 to 19 units	2	0.6	0	0.0	0	0.0	0	0.0	106	1.3
20 or more units	0	0.0	0	0.0	0	0.0	0	0.0	79	1.0
Mobile home	27	7.6	40	10.2	34	7.3	44	8.7	558	6.8
Other	1	0.3	0	0.0	0	0.0	0	0.0	7	0.1
Total	355	100.0	394	100.0	465	100.0	507	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2002.

Housing Occupancy and Tenure

The town of Franklin had 338 occupied housing units (94.2 percent) and 21 vacant units (5.8 percent) in 2000 (Table 3.11). Of the 338 occupied units, 303 were owner-occupied while 35 housing units were renter-occupied. The town of Franklin has similar percentages to neighboring towns. The number of renters within the towns (as a whole) are not surprisingly low, since these numbers are higher at the county and state level due to the county and state including villages and cities within their figures.

Table 3.11: Housing Occupancy and Tenure, 2000, Town of Franklin & Selected Areas

Units	Town of Franklin		Town of Carlton		Town of Montpelier		Town of W. Kewaunee		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	338	94.2	363	94.8	482	98.0	460	94.8	7,623	92.7
Owner	303	84.4	328	85.6	418	85.0	418	86.2	6,237	75.9
Renter	35	9.7	35	9.1	64	13.0	42	8.7	1,386	16.9
Vacant	21	5.8	20	5.2	10	2.0	25	5.2	598	7.3
Seasonal, Recreational, Occasional Use	8	2.2	10	2.6	4	0.8	10	2.1	270	3.3
Other	13	3.6	10	2.6	6	1.2	15	3.1	328	4.0
Total Units	359	100.0	383	100.0	492	100.0	485	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, Tables H002, H003, and H005; and Bay-Lake Regional Planning Commission, 2001.

Seasonal Housing

There was not a significant amount of seasonal housing in the town of Franklin in 2000 (Table 3.11). Only eight housing units out of a total of 359 housing units (2.2 percent) were for seasonal, recreational, or occasional use. The town of Carlton had the most seasonal housing units with 10 units out of a total of 383. Likewise, the county did not have a significant percentage of seasonal housing units with only 270 units out of a total of 8,221 in 2000 or approximately three percent.

Age of Housing

The town of Franklin had the greatest percentage of its housing units as being built in 1939 or earlier, according to the 2000 census (Table 3.12). Between 1970 and 1979, the town had its second highest percentage of housing units built. These two categories; 1) prior to 1939; and 2) between 1970 and 1979, showed the highest percentages for all areas observed.

Table 3.12: Housing Units by Year Structure Built, 2000, Town of Franklin & Selected Areas

Year Structure Built	Town of Franklin		Town of Carlton		Town of Montpelier		Town of W. Kewaunee		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	6	1.7	9	2.3	3	0.6	19	3.7	198	2.4
1995 to 1998	19	5.4	41	10.4	38	8.2	43	8.5	594	7.2
1990 to 1994	16	4.5	25	6.3	16	3.4	27	5.3	419	5.1
1980 to 1989	23	6.5	25	6.3	46	9.9	44	8.7	697	8.5
1970 to 1979	74	20.8	47	11.9	96	20.6	99	19.5	1,354	16.5
1960 to 1969	32	9.0	33	8.4	45	9.7	17	3.4	685	8.3
1940 to 1959	46	13.0	40	10.2	31	6.7	57	11.2	1,500	18.2
1939 or earlier	139	39.2	174	44.2	190	40.9	201	39.6	2,774	33.7
Total	355	100.0	394	100.0	465	100.0	507	100.0	8,221	100.0

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2002.

Condition of Housing Stock

Determining the number of substandard housing units in the town of Franklin will be an indication of the condition of the overall housing stock. Those units which are determined to be substandard are recommended not to be considered as part of the overall housing supply. The definition of substandard can vary from community to community, it can also change over time. Often, determining a structure as substandard can be based solely on the age of the structure, however many older housing units have been remodeled or renovated and should not be considered substandard.

In 2000, there were 139 structures built prior to 1939, many of which may not be substandard. According to the 2000 census there were only three housing units in the town which lacked complete kitchen facilities and only three housing units that did not have complete plumbing facilities. These units are typically determined substandard and removed from being considered as part of the overall housing stock.

Household Type and Relationship

In 2000, it was reported that 100 percent of people in the town lived in family households (Table 3.13). For Kewaunee county, some 99 percent of people lived in family households. This is similar for all the areas compared. It should be noted that the town does indeed have a group home (assisted living) with between 4 - 6 residents.

Table 3.13: Household Type and Relationship, 2000, Town of Franklin & Selected Areas

Relationship	Town of Franklin		Kewaunee County		Bay-Lake Region		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
In Households	997	100.0	19,929	98.7	487,770	97.8	4,758,171	97.3
Householder	338	33.9	7,623	37.8	133,062	26.7	1,275,172	26.1
Spouse	229	23.0	4,753	23.5	113,758	22.8	1,048,010	21.4
Child	371	37.2	6,479	32.1	162,339	32.5	1,550,902	31.7
Other Relative	22	2.2	435	2.2	6,808	1.4	87,146	1.8
Non Relative	4	0.4	639	3.2	5,170	1.0	65,507	1.3
In Group Quarters	0	0.0	258	1.3	11,054	2.2	133,598	2.7
Institutionalized	0	0.0	155	0.8	7,872	1.6	71,288	1.5
Noninstitutionalized	0	0.0	103	0.5	3,182	0.6	62,310	1.3
Total Persons	997	100.0	20,187	100.0	498,824	100.0	4,891,769	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, P015; and Bay-Lake Regional Planning Commission, 2001.

Housing Values

In 2000, the housing value category with the largest percentage in the town of Franklin was between \$50,000 and \$99,999 (Table 3.14). The median value of specified owner-occupied housing units in the town was \$106,000 up from \$53,300 in 1990, slightly higher than the median value for the county and comparable to the communities observed. It was reported to the Census that the town and its neighbor Carlton have housing valued at 1 million dollars.

Table 3.14: Value of Specified Owner-Occupied Housing Units, 2000, Town of Franklin & Selected Areas

Value	Town of Franklin		Town of Carlton		Town of Montpelier		Town of W. Kewaunee		Kewaunee County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	13	9.5	11	6.7	14	6.6	35	14.0	384	9.1
\$50,000 to \$99,999	49	35.8	84	51.2	70	33.2	93	37.2	2096	49.8
\$100,000 to \$149,999	36	26.3	34	20.7	84	39.8	73	29.2	1106	26.3
\$150,000 to \$199,999	24	17.5	20	12.2	32	15.2	29	11.6	379	9.0
\$200,000 to \$299,999	8	5.8	6	3.7	8	3.8	13	5.2	174	4.1
\$300,000 to \$499,999	4	2.9	5	3.0	3	1.4	7	2.8	51	1.2
\$500,000 to \$999,999	0	0.0	0	0.0	0	0.0	0	0.0	5	0.1
\$1,000,000 or more	3	2.2	4	2.4	0	0.0	0	0.0	16	0.4
Total Units	137	100.0	164	100.0	211	100.0	250	100.0	4211	100.0
Median Value	\$106,000		\$94,300		\$111,000		\$98,100		\$92,100	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4; and Bay-Lake Regional Planning Commission, 2002.

Housing Costs - Rents and Mortgage

Providing affordable housing which meets the needs of future town of Franklin residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing. According to the 1999 estimates released by the Department of Workforce development, the median household income in the town of Franklin was \$53,019. Therefore, assuming individuals made this median household income in 1999, the monthly amount a household can afford for housing is approximately \$1,325.

Rent and Income Comparison

According to the 2000 census, in the town of Franklin the median gross rent for renter-occupied housing units was \$438 compared to 1990 of \$361. One out of 24 renter-occupied housing units, four percent, paid 30 percent or more of their income in rent in Franklin. This four percent is considered as living in non-affordable housing.

Owner Costs and Income Comparison

The 2000 census indicates that 29 owner-occupied housing units paid 30 percent or more for monthly owner costs. These 29 are considered as living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$933 for the town of Franklin. For owner-occupied units without a mortgage, the median monthly cost was \$297.

Subsidized and Special Needs Housing

Within the Kewaunee County area exists a variety of agencies which help find and develop housing for persons with various physical and mental disabilities or other special needs. The county does not have funding for these services. The Human Services Department of the County has information regarding the following agencies: WHEDA, Lakeshore CAP, Housing Authority, Housing Management Services and DAK Management Company.

Housing Development Environment

Within the planning area is a limited number of services provided to residents due to the historic rural atmosphere of the town. Roads comprise the majority of public services within the town. Future housing will develop along already established transportation corridors of both the county and town, with the possibility of local subdivision roads being added with any future developments as needed.

The town has a vast number of acres of developable lands in which it can accommodate future populations, as well as three crossroad communities where historically higher density development has taken place. The lands vary on their aesthetic qualities based upon location to natural features. Town regulations allow for single family, mobile homes, and in instances of farm operations - duplexes. Natural gas service is provided to Stangelville and Curran, as well as along CTH V. The town averaged approximately four new housing units per year over the last ten years.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

The following text (as well as the above housing and population data) was presented to town officials for their review and consideration, and assisted in determining the overall policies and programs the town will follow over the planning period in order to provide the desired housing conditions within the community. These identified actions appear at the beginning of the chapter.

Although there are currently no programs, policies, or assistance programs specifically regarding housing in the town there are some programs available at the county, state, and also federal level in which town residents would be eligible.

All communities in Wisconsin have a number of implementation options available to them. One important implementation option is ongoing education of citizens and local officials about the contents of this housing chapter and on the role of housing within the community. Citizens need to understand the relationship of housing to economic development, land use, community facilities, and transportation.

Other implementation options available to communities include regulatory tools, such as zoning and subdivision ordinances, as well as government and private non-profit programs available to encourage the maintenance and development of affordable housing.

Housing Programs

A number of federal and state housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs. Below are agencies established to provide assistance to a wide variety of communities.

Note: Not each program is available to the town, nor is each recommended. The programs are described in order to educate residents on specific agencies and their programs, and to be an inclusive information source during future planning discussions.

Federal programs and revenue sources

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program which provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes. Algoma currently has an established housing authority operating out of Grandview Terrace, which is a HUD project.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) and other communities through grants to states who distribute the money to non-entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR) within the Department of Administration. It awards these funds through a competitive request-for-proposals process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office which is located in Milwaukee. The general phone number is (414) 297-3214. You can also visit the office's web site at www.hud.gov/local/mil/.

Rural Development - United States Department of Agriculture (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" or "Rural Development." You can also call the state office which is located in Stevens Point at (715) 345-7600, or explore the web site of the national office at www.rurdev.usda.gov/agency/rhs/rhs.html. Bay-Lake Regional Planning Commission is also available to assist you in gathering information.

State Programs and Revenue Sources

Department of Administration, Division of Housing & Intergovernmental Relations (DHIR) is one of two state agencies that administers housing programs. It administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations acquire the capacity to develop housing or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

Information about current programs administered by DHIR can be obtained by telephoning (608) 266-0288.

Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no

direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at www.wheda.state.wi.us.

The **Lakeshore Community Action Program** (Lakeshore CAP, Inc.) has an assistance program available to residents in Kewaunee County. This program is the **Section 8 Voucher Housing Assistance** program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

References/Additional Resources

A Guide Identifying Public Sources of Housing Financial and Informational Assistance for the Development of Low and Moderate-Income Rental Housing. October, 1999 Division of Housing and Intergovernmental Relations, Department of Administration (updated annually).

Local Programs and Revenue Sources

Housing trust fund. A housing trust fund is a pool of money available for housing projects for middle- or lower-income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include eschewed or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well-suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The City of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point at (715) 371-3444.

Housing linkage programs. Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new, non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are

popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

Tax increment financing (TIF). TIF is a tool available to cities and villages in Wisconsin under section 66.46 of the Wisconsin Statutes for redeveloping blighted areas. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings. Under TIF, new private development creates higher property values, thus creating a greater tax base (the tax increment). This increment, or a portion of the increment, is set aside for reinvestment in the area.

Private programs

Non-profit housing development corporations. A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly-desired housing. They often work in collaboration with local governments, civic organizations, citizens groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit agencies in area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out about LHOG, or if there is a non-profit housing developer serving your area, contact the Department of Administration, Division of Housing and Intergovernmental Relations at (608) 266-0288.

Housing Plan

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by s66.1001(2)(b) are detailed below - along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter which states specific policies and programs the town will follow to meet these requirements.

The following text is for reference material only and does not mandate implementation by the town.

Requirement 1. Promoting the development of housing which provides a range of housing choices to meet the needs of persons of all income levels and of all age groups and persons with special needs.

An increasing number of people cannot find housing in their community that is suitable for their stage of life--from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons, and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become very important.

Specific local actions that can be taken

Local governments affect the type and cost of housing available in their community through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

Zoning and subdivision regulations for smaller lot size (*The town supports this option 12/01*)

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land costs is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes, which seek to increase overall density within the community, can also be linked to other community planning objectives. For example, higher density development can; (1) preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet with opposition from existing area residents. To address these concerns attention must be given to site design characteristics. For example, design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy. The development must be attractive if it is to be accepted by the larger community.

A word of caution: Concentrating the very lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.

Standards in zoning and subdivision ordinances (The town supports this option 12/01)

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setback, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and that have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

Setbacks - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

Streets - Narrower streets can reduce development costs.

Lot layout - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

Lot design and vegetation - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

References/Additional Resources

Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).

Changing Development Standards for Affordable Housing by Welford Sanders and David Mosena (American Planning Association, PAS Report # 371, 1982).

Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Smart Growth: Creating Communities for People by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).

Model Code Provisions - Urban Streets & Subdivisions Washington State Department of Community, Trade and Economic Development (1998).

Innovative zoning and subdivision techniques (*The town supports this option 12/01*)

Innovative development techniques, such as ***mixed-use development***, ***zero lot lines***, and ***cluster development***, can also encourage a broader range of housing choices.

Mixed-use development allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it otherwise would not be. Higher density housing in commercial zones may be more politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning is critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

Zero-lot-line. Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. Zero-lot-line ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

Cluster development allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. But, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique has been used in developing urban areas and in rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit.

Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

References/Additional Resources

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

Density bonuses (Action not chosen by town 12/01)

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

Inclusionary zoning (Action not chosen by town 12/01)

Inclusionary zoning requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

References/Additional Resources

Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).

Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).

Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Accessory or "granny" apartments (The town supports this option 12/01)

An *accessory or "granny" apartment* is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room. Detached units are sometimes also referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space; households with an older relative who is still able to live substantially independently but requires some degree of assistance; and young adults who want to live independently while still being near to their parents.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities accessory units can only be used for a frail elderly person or caretaker and the kitchen must be removed when this permitted use ends.

References/Additional Resources

Accessory Apartments: Using Surplus Space in Single-family Houses by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

Streamlined permitting processes (The town supports this option 12/01)

The land-use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land-use review process can also result in a more cost-effective way to administer land-use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

Self-assessment - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

Centralized one-stop permit desk - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

Checklists and flow charts - Consider publishing guidebooks that outline the local permit process.

Zoning and subdivision ordinances should describe the application process from start to finish - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

Pre-application conferences - Formal or informal meetings with community staff to present concept or sketch plans, address requirements, and save money by clarifying expectations before the expensive technical and engineering work begins.

Concurrent review - Concurrent review allows different steps in an application to proceed at the same time, (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

Staff discretion on administrative matters - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

Fast-tracking - Development projects, that are desirable because of type or location, can be encouraged by exempting them from certain permit requirements.

Encourage innovation - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

References/Additional Resources

Streamlining the Development Approval Process by Debra Bassert (Land Development, Winter 1999, pp. 14-19).

Streamlining Land Use Regulations: A Guidebook for Local Governments by John Vranicar, Welford Sanders, and David Mosena (American Planning Association, 1982).

Affordable Housing: Proactive and Reactive Planning Strategies by S. Mark White (American Planning Association, PAS Report #441, 1992).

Impact fees (Action not chosen by town 12/01)

Impact fees are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, water, stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from, or a reduction in the amount of, impact fees on developments that provide low-cost housing.

Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing.

Communities must promote the availability of undeveloped or underused land as one way to meet the low and moderate-income housing needs identified in the housing element of s66.1001. Several options are available to communities. For example, communities should insure an

adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low- and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low- and moderate-income housing include the following:

Specific local actions that can be taken

Community land trust (*The town supports this option 12/01*)

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land, and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. Also, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts which protect natural resources and open space.

Community land trusts provide the following benefits:

Lower land costs - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

Permanent affordability - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

Retention of investment - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

Community stability - Community land trust are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

Speed - Land trusts can more quickly purchase properties that become available than can government.

The Madison Area Community Land Trust has been active since 1990 working with the City of Madison. For more information about the Madison Area Community Land Trust call (608) 255-6442.

References/Additional Resources

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. 413-746-8660.

A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).

Use of public or donated land for housing (The town supports this option 12/01)

Development of housing on publicly owned land, or land donated for affordable housing, can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

Infrastructure improvements reserved for affordable housing (Action not chosen by town 12/01)

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

Infill development (The town supports this option 12/01)

Infill refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots, to development of entire city blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects which have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; adopting flexible regulations which allow development of irregular or substandard infill lots; allowing mixed uses for infill developments, which may enhance the economic feasibility of projects; assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

Adaptive reuse (The town supports this option 12/01)

Adaptive reuse involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas.

Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

Manufactured Housing (*The town supports this option 12/01*)

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes", fewer than 5 percent of manufactured homes are moved once placed on a site.

Local communities often try to prohibit the siting of manufactured housing due to concerns about the effect on the tax base since manufactured housing is often taxed as personal property. However, a study by the University of Wisconsin-Extension suggests that manufactured home communities may actually have a positive impact on local taxes. There also may be concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association at (800) 236-4663.

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor and make them available for low income housing. For information contact the Foundation at (608) 238-3448.

References/Additional Resources

Manufactured Housing: Regulation, Design Innovations, and Development Options by Welford Sanders (American Planning Association, PAS Report #478, 1998).

Manufactured Housing Impacts on Adjacent Property Values by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents by Richard Stauber (University of Wisconsin-Extension, 1995).

Product Report: 'Manufactured Housing' available from the American Association of Retired Persons website at www.aarp.org/manhov1.html.

Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes (1999) available from the U.S. Department of Housing and Urban Development website at hud.gov/fha/sfh/mhs/mhssht3.html.

Regulating Manufactured Housing by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

Requirement 3. Maintaining or rehabilitating existing housing stock.

It is important that the communities housing plan consider conservation of the communities existing housing stock. The existing stock often is the primary source of affordable housing. In many communities this existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

Specific local actions that can be taken

Building code (*The town supports this option 12/01*)

The State of Wisconsin has a uniform dwelling code which must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

Historic building code (*Action not chosen by town 12/01*)

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin that have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin at (608) 264-6500.

Housing code (*Action not chosen by town 12/01*)

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities, code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

Community paint/fix up events (*Action not chosen by town 12/01*)

Local governments should target home maintenance/rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting/fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

Rehabilitation loans and grants (*The town supports this option 12/01*)

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

Occupant education and cooperation (*The town supports this option 12/01*)

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities of home ownership.

Chapter 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the town of Franklin.

Even though the town of Franklin is primarily an agricultural community with few commercial and industrial sites, it is still important for both the town officials and town residents to review the economic factors listed below to quantify what the town has as strengths and weaknesses (in economic terms) so that the town can work towards promoting its identified goals. The town may wish to devote some resources toward recruiting/promoting certain types of development deemed most appropriate for its future.

Current economic indicators for the town include information spanning 1990-2000. Information from the recent 2000 U.S. Census along with past U.S. Census information is a benchmark for the town, in which other source information such as from the Wisconsin Department of Administration can be compared to. The WDOA information is reported over shorted periods of time (approximately every three years) and helps provide information on how the town is progressing.

SUMMARY AND IMPLICATIONS

1. Federal, state, regional, and county programs exist to promote economic opportunities within the town and surrounding communities.
2. Major employment opportunities for town residents exist within the cities of Green Bay, Manitowoc, Two Rivers, Kewaunee, Algoma, Sheboygan and Appleton - within an hour drive of the town. The 1990 Census details that approximately 54 percent of town workers chose to remain in Kewaunee County for employment.
3. In 2000, the majority of employed persons in the town of Franklin were either in Management, professional, and related occupations (27 percent) or they were in Production, transportation, and material moving (27 percent).
4. For the period 1990-1999, the civilian labor force increased three percent, the number of unemployed decreased 38 percent. After September 11, 2001 the unemployment rate climbed from 2.7 percent to 4.1 percent.
5. The median household income for the town of Franklin in 1989 was \$32,625. In the reported 2000 U.S. Census, the median income increased to \$52,019, resulting in a 59 percent increase from 1989.
6. The town has identified some areas for limited well planned commercial and industrial growth opportunities..
7. The town is rather typical of many rural communities within northeast Wisconsin. It provides few town services yet has the amenities of public services i.e. parks/recreational sites,

libraries, public safety etc, provided through Kewaunee County or with contract agreements with other municipalities.

8. The many positive attributes of the town include the rural composition of the town with vast natural openspaces and preserved natural corridors.
9. The town has had an increase in Total Value of Property while its tax rate has continued to decline.
10. The town has stayed fiscally in the “black” and has maintained zero debt over the last few years.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

The following *Goals, Objectives, Policies, and Programs* will help guide the town’s vision regarding economic growth. The town’s land use survey expressed the views of the respondents to have centralized commercial areas - if future commercial were to come to the town, and controls over industrial uses. The following statements are both broad and specific and reflect town residents views for how economic development should occur within the town.

Goal 1:

Provide opportunities for small scale economic development while protecting and enhancing the town’s environmental assets.

Objective:

Future businesses will be in areas specified in the general plan design chapter which will enhance and promote the rural character of the town of Franklin.

Policies:

1. Encourage the establishments of local businesses in areas specified in the general plan design chapter that can enhance and promote the rural character of the town of Franklin.
2. Consolidate commercial and industrial growth in areas suited best for their operation and where needed services exist or can be readily extended - in order to establish specific service areas and to prevent co-locating incompatible uses.
3. Strongly consider steering development to the plan’s identified “Cross Road Communities” as well as to nearby communities better served by existing infrastructure.
4. Allow cottage types of industries/ and “at home” businesses to locate within the town until such a time as a zoning change is needed - then require them to locate within an area predominantly composed of business uses.

Programs:

1. Work with the county and public services to monitor closely the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate any new

economic development and weigh the costs to potential benefits before permitting them.

2. Work with the county in promoting the approved types of commercial development wanted by the town.
3. Work with desired businesses to apply for grants and/or loans to establish or expand such businesses.
4. Work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the town's desire for well planned growth and rural character preservation.

Goal 2:

Preserving the town's rural farming community and lifestyle.

Objectives:

1. Protection of quality farmlands for future agricultural businesses.
2. Utilize less productive farmlands for more intensive uses.
3. Maintain compatibility of uses within the town.

Policies:

1. Encourage conservation farming practices that minimize non-point source pollution of the town's surface water and contamination of groundwater with animal waste and man-made chemicals
2. Nonagricultural uses should be adequately buffered (to include earthen berms with plantings of trees and/or shrubs) from agricultural businesses in order to promote their operation and to minimize potential conflicts.
3. Encourage future non-farming commercial and industrial development to be clustered and not dispersed throughout the town's prime agricultural lands in order to protect these farmlands and to lessen the development pressures on them.
4. Work with local, county, state and federal partners to create options and resources for farmers facing retirement and/or looking to transition into other business activities.
5. Consider the value of the prime agricultural lands and the rural/scenic nature of the town before changing the zoning to non-agricultural uses.
6. Through the use of both zoning and subdivision ordinances, limit nonagricultural development in areas primarily agricultural in nature and identified within this plan as continuing as agricultural.
7. Maintain awareness and tracking of the town's most productive farmland acreages by utilizing the Kewaunee County soil surveys, this plan and the Kewaunee County Farmland Preservation Plan.

8. Explore the possibility of adopting Industrial Agricultural Regulations that would provide environmental protection and prevent any adverse effects to the surrounding community or be a detriment to the lifestyles and “rural character” of the town

Programs:

1. Work with the county and state in identifying the possible use of Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) within the county, to assist farmers and to help preserve farming within the town.
2. Work with farmers in acquiring loans or grants from state and federal agencies.
3. The Town should establish a dialogue with Land Preservation Organizations and invite educational offerings from organizations that work with private landowners to protect natural resources and preserve open spaces, such as land trusts and conservancy organizations.
4. Continually review and update the town’s Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future for agriculture in the town but should not cause a hardship on neighboring uses, the environment or the general public. The farmers 'Right to do Business' is best protected by local zoning power. The State of Wisconsin through the Agricultural Protection Act (WI Stat. 823.08) recommend properly asserted zoning power, as the best means for preserving a town’s agricultural base while avoiding conflicting uses.

PROGRAMS

This section contains a brief explanation of the agencies that could potentially help the town and town’s businesses with loans and grants. Information on economic assistance may be further provided by the Kewaunee County UW-Extension Office.

Local

Currently the town does not contain any established economic development programs. However, the town can assist a local business by officially supporting the business within the Bay-Lake Regional Planning Commission’s *Overall Economic Development Strategy* document, published annually and reported to the Department of Commerce - thus making the business eligible for state grant consideration.

County

Kewaunee County has an office of *Promotion, Recreation and Economic Development*. Through this agency, the city of Algoma would have access to development information as well as grant information, and may be eligible for future county-wide revolving loan funds. Kewaunee County is currently participating in the *CDBG-Economic Development (ED) program* (described in the State portion under Economic Programs) and has set up a revolving loan program that re-loans funds to new projects as previous projects pay back loan dollars. Information on the Kewaunee County Revolving Loan Fund is available through the Kewaunee County Administrators Office.

In addition, all of Kewaunee County has been designated as a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

Regional

Kewaunee County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. The program provides tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program.

The Bay-Lake Regional Planning Commission annually creates a *Comprehensive Economic Development Strategy (CEDS)* report which evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the CEDS report. All communities which are served by the Commission, including the town of Franklin, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

State

The Wisconsin Department of Commerce has several grant programs that would be available to the town of Franklin. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the *CDBG-Public Facilities for Economic Development (PFED)* program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The *CDBG-Economic Development (ED)* program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

Federal

Some examples of federal programs that could assist the town of Franklin in economic development include:

USDA Wisconsin Rural Development Programs

• *Rural Business Opportunity Grants Program*

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 10,000 people or less. A maximum of \$1.5 million per grant is authorized.

- **Rural Economic Development Loans and Grants**

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

- **Rural Business Enterprise Grants Program (RBEG)**

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and Federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

US Department of Commerce, Economic Development Administration Programs

- **Public Works and Economic Development Program**

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Shifts in the age and sex characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements are all factors affecting the size of the labor force. With the town and the neighboring communities experiencing an age structural shift to the older population, the area will likely experience a labor shortage, especially within the farming community.

Place of Work

The ability to retain valuable human resources within a county or a town is an indicator of the overall health of the economy in the county and its respective municipalities. In 1990, approximately 54 percent of workers who were 16 years and older in the town of Franklin worked in Kewaunee County (Table 4.1). When looking at the whole county, 68 percent of county residents worked within the county. Brown County, primarily the city of Green Bay, and

Door County, are the greatest sources of out of county employment for Kewaunee County residents.

Table 4.1: Place of Work, 1990, Town of Franklin & Selected Areas

Place of Work	Town of Franklin	Town of Carlton	Town of Montpelier	Town of W. Kewaunee	Kewaunee County	State of Wisconsin
Worked in state of residence	485	520	703	622	9,230	2,271,607
Worked in county of residence	260	363	439	449	6,288	1,846,382
Worked outside county of residence	225	157	264	173	2,942	425,225
Worked outside state of residence	7	0	0	2	29	78,084

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P045; and Bay-Lake Regional Planning Commission, 2001.

Table 4.2 represents the 1994 commuting patterns of Kewaunee County residents. Although 1,296 persons commuted into Kewaunee County, approximately 2,974 commuted out of the county, primarily traveling to Brown County. This creates a net loss of employees for the county of 1,678 persons.

Table 4.2: Commuting Patterns, 1994, Kewaunee County

Area	Commute Into	Commute From	Net Commute
Brown	1,899	751	-1,148
Door	622	270	-392
Manitowoc	268	275	7
Outagamie	19	0	-19
Elsewhere	126	0	-126
Total	2,974	1,296	-1,678
Work w/in Kewaunee County	6,285		

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, *Wisconsin's Commuting Patterns*, 1994; and Bay-Lake Regional Planning Commission, 2001.

Occupation

In 2000, the majority of employed persons in the town of Franklin were either in Management, professional, and related occupations (27 percent) or they were in Production, transportation, and material moving (27 percent). In addition, there was an 18 percent employment in Sales and office occupation (Table 4.3). The county showed similar high percentages of employment within the same categories as the town.

Table 4.3: Employed Persons by Occupation, 2000, Town of Franklin & Kewaunee County

Occupation	Town of Franklin		Kewaunee County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related	152	26.7	2,826	26.4
Service occupations	54	9.5	1,238	11.6
Sales and office	104	18.3	2,128	19.9
Farming, fishing, and forestry	39	6.9	367	3.4
Construction, extraction, and maintenance	66	11.6	1,346	12.6
Production, transportation, and material moving	154	27.1	2,798	26.1
Total	569	100.0	10,703	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Industry

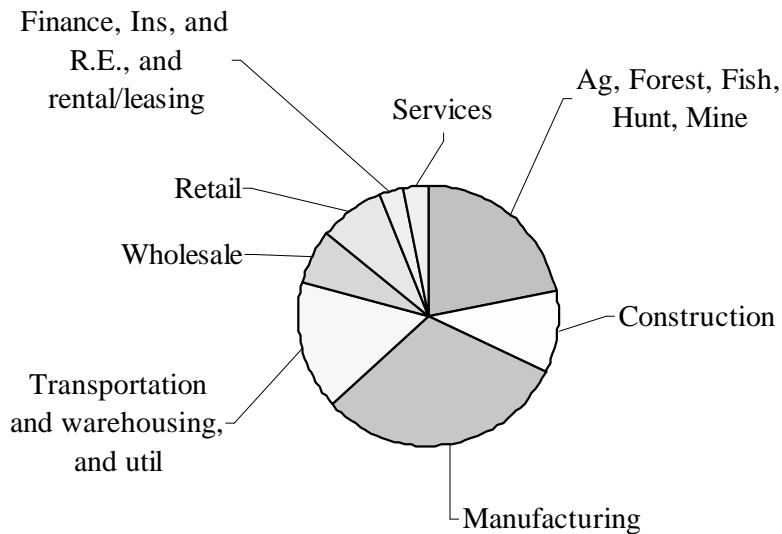
Table 4.4 displays the number and percent of employed persons by industry group in the town of Franklin and the county for 2000. The greatest percentage of employment was in the manufacturing industry for the town and for the county, with 24 percent and 29 percent respectively. The second greatest percentage of employment for the town of Franklin was in the Agriculture, forestry, fishing and hunting, and mining, and for Kewaunee County it was the Educational, health and social services industry, with 18 percent and 14 percent respectively. The town also showed 13 percent employment in the transportation and warehousing and utilities industry. Figure 4.1 represents the percent employment by major industry group for the town of Franklin in 2000.

Table 4.4: Employed Persons by Industry Group, 2000, Town of Franklin & Kewaunee County

Industry	Town of Franklin		Kewaunee County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	101	17.8	1,076	10.1
Construction	47	8.3	1,004	9.4
Manufacturing	141	24.8	3,128	29.2
Wholesale trade	30	5.3	246	2.3
Retail trade	37	6.5	1,012	9.5
Transportation and warehousing, and utilities	75	13.2	659	6.2
Information	7	1.2	97	0.9
Finance, insurance, real estate, and rental and leasing	14	2.5	442	4.1
Profssnal, scientific, mangmnt, admin, and waste mngmnt serv	20	3.5	392	3.7
Educational, health and social services	51	9.0	1,473	13.8
Arts, entertainment, recreation, accommodation and food serv	29	5.1	577	5.4
Other services (except public administration)	14	2.5	395	3.7
Public administration	3	0.5	202	1.9
Total	569	100.0	10,703	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.1: Percent Employment by Industry Group, 2000, Town of Franklin



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Unemployment Rate

The civilian labor force for Kewaunee County has experienced both increases and decreases since 1990 (Table 4.5 and Figure 4.2). The unemployment rate and the number of unemployed in 1999 was the lowest its been during the whole decade. For the period 1990 to 1999, the civilian labor force increased three percent, the number of unemployed decreased 38 percent, and the number of employed increased five percent.

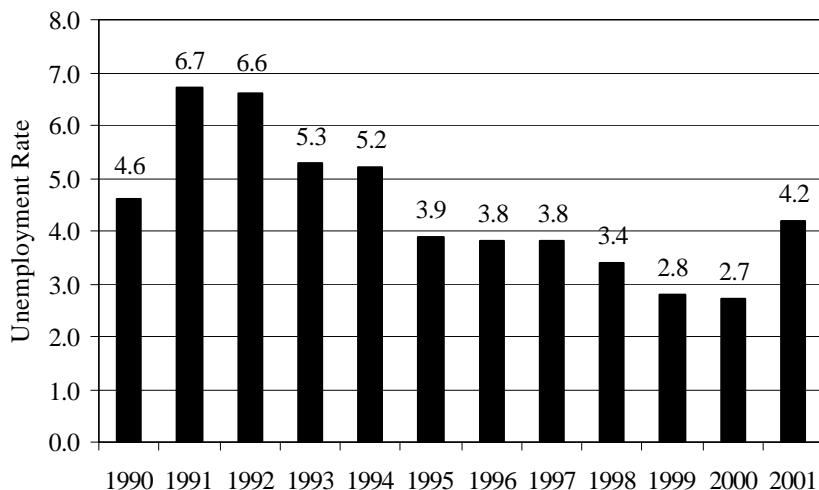
Since September 2001, Wisconsin and Kewaunee County unemployment rates have increased to over four percent, the largest sector affected was within manufacturing. It is anticipated that the unemployment rate will stabilize around 4.5 percent, and that the national recession will turn-around shortly, having some negative impacts on the town's residents within the early timeframe of this plan. Stability in the world situation will play a key role in the regions recovery.

Table 4.5: Average Civilian Labor Force Estimates, 1990-2001, Kewaunee County

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	9,993	464	4.6	9,529
1991	9,772	652	6.7	9,120
1992	10,381	681	6.6	9,700
1993	10,349	549	5.3	9,800
1994	10,501	544	5.2	9,957
1995	10,293	400	3.9	9,893
1996	10,479	402	3.8	10,077
1997	10,607	402	3.8	10,205
1998	11,016	370	3.4	10,646
1999	10,281	289	2.8	9,992
2000	10,530	289	2.7	10,241
2001	10,881	456	4.2	10,425

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.2: Unemployment Rate, 1990-2001, Kewaunee County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2001; and Bay-Lake Regional Planning Commission, 2002.

Note: January 2002 Unemployment rate for Kewaunee County at (4) percent.

Employment Forecast

In 1996, the Wisconsin Department of Workforce Development created projections for industries, occupations, and the labor force called the *Northeast Wisconsin Projections: 1992-2005*. These projections are for all of Northeast Wisconsin, including Kewaunee County. This document's projections did not anticipate a national recession or the United States at war. According to the Department of Workforce Development, in 2005, the manufacturing industry is projected to continue to be the industry with the largest share of employment - and now is the most affected by the national recession. Although manufacturing jobs were anticipated to continue to increase overall, the rate has declined as businesses become more "streamlined/down sized" in the efforts to produce more goods while lowering unit production costs as well as in their efforts to react to the national recession. Occupations in manufacturing are still however expected to move away from the general labor positions of the past to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient with newer available technologies and the need to become more competitive in a tighter market.

Service industry employers are still anticipated to add needed jobs to the region's labor market. The largest divisions within this industry group will be business and health services with a similar growth in professional or technical jobs. With the aging of the population, the demand for such services will continue to increase. The overall health of the Northeast Wisconsin economy is projected to remain healthy with some anticipated fluctuations within the occupation and industry sectors.

Local Employment Forecast

In 1990, employment data was available for each business within the town of Franklin and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Additionally, U.S. Census information only provides the employment status of residents of the town, not the employment numbers of businesses within the town.

In determining the economic health of the town, it is important to review the number of jobs available within the town. Though precise data is not readily available (and since the town is very limited in job opportunities) some general assumptions can be made with a high degree of confidence. The current recession is unlikely to effect the seasonal agricultural employment opportunities or employment at the major employment centers (green house and meat market). It is reasonable to say, that if the town maintains its current level of job opportunities, then the employment forecast will remain stable throughout the planning period.

Median Household Income

The median household income for the town of Franklin in 1989 was \$32,625 (Table 4.6). In 1999, the median income increased to \$52,019, resulting in a 59 percent increase since 1989. This median income was greater than all areas compared, including the state, which keeps the residents and the town in a very good financial position.

Table 4.6: Median Household Income, 1989 and 1999, Town of Franklin & Selected Areas

Area	1989	1999	Percent Change
Town of Franklin	\$32,625	\$52,019	59.4
Town of Carlton	30,385	50,227	65.3
Town of Montpelier	31,600	51,000	61.4
Town of W. Kewaunee	31,094	47,059	51.3
Kewaunee County	26,927	43,824	62.8
Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Personal Income

In 2000, the average per return income (reported for an individual) that was reported in the town of Franklin was \$39,511, a 29 percent increase from 1997 (Table 4.7). Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue. It is reasonable to say that the wages earned by town residents (on average) are comparable to those statewide and within the region.

Table 4.7: Municipal Per Return Income, 1997-2000, Town of Franklin & Selected Areas

Area	(Dollars)				Percent Change 1997-2000
	1997	1998	1999	2000	
Town of Franklin	30,589	34,900	37,382	39,511	29.2
Town of Carlton	26,141	28,863	29,864	32,560	24.6
Town of Montpelier	30,300	36,776	37,233	38,612	27.4
Town of W. Kewaunee	27,189	29,329	31,842	32,747	20.4
Kewaunee County	28,287	31,760	33,155	34,981	23.7
Bay-Lake Region	30,268	32,518	34,217	35,589	17.6
Wisconsin	34,716	36,996	38,930	40,570	16.9

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

ECONOMIC BASE

Employment by Economic Division

The future of the town of Franklin resident employment requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and

manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy and Kewaunee County, to the United States. This allows for identifying specializations in the Kewaunee County economy (Table 4.8). If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment. An example is the LQ

Table 4.8: Employment by Industry Group, 1990-1998, Kewaunee County and United States, Location Quotient Analysis

Item	Kewaunee County		United States		Percent Change 1988-1998		Kewaunee Location Quotient	
	1988	1998	1988	1998	Kewaunee	U.S.	1990	1998
Total full-time and part-time employment	8,660	10,027	134,517,900	160,198,700	15.8	19.1		
Farm employment	1,813	1,363	3,281,000	3,127,000	-24.8	-4.7	8.58	6.96
Nonfarm employment	6,847	8,664	131,236,900	157,071,700	26.5	19.7	0.81	0.88
Private employment	5,881	7,584	110,873,900	135,123,700	29.0	21.9	0.82	0.90
Ag. Services, forestry, fishing, & other	121	(D)	1,356,200	2,042,600	NA	50.6	1.39	NA
Mining	(L)	(D)	1,090,300	855,500	NA	-21.5	NA	NA
Construction	418	758	7,172,400	8,799,100	81.3	22.7	0.91	1.38
Manufacturing	1,677	2,200	19,886,000	19,568,500	31.2	-1.6	1.31	1.80
Transportation and public utilities	384	(D)	6,222,700	7,668,300	NA	23.2	0.96	NA
Wholesale trade	214	229	6,478,800	7,351,900	7.0	13.5	0.51	0.50
Retail trade	1,231	1,476	22,124,500	26,710,200	19.9	20.7	0.86	0.88
Finance, insurance, and real estate	293	429	10,663,400	12,229,900	46.4	14.7	0.43	0.56
Services	1,534	1,836	35,879,600	49,897,700	19.7	39.1	0.66	0.59

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-98; and Bay-Lake Regional Planning Commission, 2000.

Threshold Analysis

Export Base (“Basic Employment”)

There are three areas within the 1998 Kewaunee County economy which can be considered “basic employment areas”: farm employment, construction, and manufacturing. These three areas produce more goods and services than the local economy can use. When LQs increase over time, this suggests that the county’s economy is getting closer to reaching and exceeding local demands. For example, the construction industry has gone from 0.91 in 1990, to 1.38 in 1998 an increase of 0.47. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are dependent more on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Export Base (“Non-Basic Employment”)

All non-farm employment in Kewaunee County could be considered non-basic with an LQ of 0.88. However, there are four industries that stand out with lower LQ’s: wholesale trade; retail

trade; finance, insurance, and real estate; and services. These industries are not meeting local demand (county wide) for given goods or services. For example, the wholesale trade industry and the services industry's LQ actually decreased since 1990. However, it is reasonable to believe that the Kewaunee County economy could support more of this industry type.

Overall, the Kewaunee County economic situation is quite diversified providing a number of different opportunities for town residents. Some of these opportunities (though decreasing) are being replaced by others. The most notable declining sector is the agricultural economy which is continuing to transition to other sectors, which will likely impact on the town and its historic lifestyle.

STRENGTHS AND WEAKNESSES ANALYSIS

Introduction

This element looks at economic factors within the town. These factors will greatly influence the future economic climate within the town of Franklin. The economic factors below fall into five categories. Within these categories are assumptions and statements based on information available on the community.

Physical Capabilities

Utilities

Strengths:

Electrical service and natural gas exist within the town. Public services can quickly provide service to future growth within areas identified as "crossroad communities" of Curran and Stangelville and for areas along CTH V.

Weaknesses:

Town residents have limited utilities provided for by the town. Residents rely on private wells for water and private on-site waste systems. A municipal water system does not exist. Natural gas is limited within the town. Cost of providing services will be greater due to the low density of development.

Telecommunications

Strengths:

Telephone service (local and long distance) are provided with digital switching provided. There are no major differences in the quality of telephone service between the town and other municipalities within the county. Digital communication is provided.

Weaknesses:

Cable and fiber optics are not available within the town for telecommunications and the town experiences poor internet connection.

Transportation

Strengths:

In under an hour the residents of the town have access to the cities of Green Bay, Appleton, Kewaunee, Two Rivers, Manitowoc, and Sheboygan. The city of Green Bay and city of Kewaunee are within minutes of most town residents. The town is within five miles of an Interstate highway (USH 43). Most of the roads within the town are capable of handling more than 1,500 Average Daily Traffic counts.

Weaknesses:

The town does not have locations adjacent to or near - rail, harbor, or a basic utility airport.

Local Labor Force Characteristics

Strengths:

The town lies within short commuting distances (within one hour) of three Metropolitan areas and four other cities.

Weaknesses:

The town and county are experiencing an aging structure shift due to the baby boomers reaching retirement age. Current and future labor shortages are due to low numbers in the age group of 16-24 and due to the large number of traditional businesses within the area employing/needling large numbers of young workers. The town has few residents obtaining a bachelors degree or higher.

Industrial/Commercial Site Availability

Strengths:

The town has identified future areas for both light industrial and commercial sites. Each of the areas provides for highway access (CTH), ease of access, and good visibility.

Weaknesses:

Sites are limited due to the availability of services and to the town's vision of limited site availability.

Programmatic Capabilities

Existing Business Base Analysis

The town relies on the city of Denmark, Kewaunee, and Green Bay for many of its commercial needs. Commercial activity within the town is minimal.

Available Government Services

The town has an adopted Comprehensive Plan, and is under an adopted town Ordinance, Floodplain Ordinance, and Shoreland Wetland Ordinance. Sheriff, fire, landfill site, and ambulance services are provided by the town through a contract basis with the county and

Denmark. The county has an economic development office to assist business location/relocation.

Specific Inhibitors To Economic Development

The USH 43 interchange is not located within the town thus has a low visibility for those businesses wanting visibility to through/transient traffic. The lack of existing services, pressured water source, sewer service, natural gas, etc will likely make future development difficult and cost prohibitive.

Training Programs

Strengths:

The town has access to training from UW- Green Bay, St. Norbert College, the UW- Extension services (providing education and training seminars and courses), Northeastern Wisconsin Technical College (NWTC), Lakeshore Technical College, Silver Lake and the 4-H Club.

Weakness:

Many of the formal training sites are between 30 minutes and an hour (by automobile) away.

Financial Capabilities

Tax Base Comparisons

The town has a 2000 Full Value equal to \$50,188,600, and has the highest Effective Tax Rate (for towns) in the county (at 0.01898) following West Kewaunee. The Effective Tax Rate is the town's general property tax less state property tax credit (not including lottery credit) divided by the full value of the town. The effective rate is an average rate.

Incentives For Development

The town has no established incentive programs for development.

Banking Capability And Capacity

The town and its residents have access to numerous lending firms throughout the county, state and nation. With today's linking of lending agencies via telecommunication's networks and other "high speed" services a borrower can have a lender in distant locations to include other nations.

A common problem is the "template" approach to many lending agencies. Borrowers fitting a standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer "know" personally their borrower due to the availability of high speed telecommunications.

Quality of Life

Housing Prices

Housing prices (according to the Northeastern Wisconsin Realtors Association 2002) vary from an average sale price in 2000 and 2001 of approximately \$86,000 and \$116,000. These prices are within the affordability range of the town's median household income (last computed in 1997 as being \$43,489).

Aesthetics

The town is largely comprised of an agricultural landscape with three small "crossroad" communities. The landscape is gently rolling with four lakes and an abundance of natural features to include wetlands, woodlands and open spaces. Winding town and county roads transect the town while the residents rely on a clean groundwater supply for their private wells.

Environment

The town is comprised of a rural countryside primarily of agricultural use. An abundance of woodlands, open spaces, creeks and four lakes makeup some of the town's prominent views. The town has many country roads and an abundant clean water supply for private wells.

Education And Health Care

The town is within quick commuting distance to quality schools and medical centers as detailed within the Utilities Chapter of this document.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The town currently does not have an established business or industrial park, although there are areas within the town that could be well suited for these land uses, with additional services being provided.

Existing Site Inventory and Analysis

The town of Franklin has limited areas of developed commercial lands mostly comprised of Natural Beauty Growers, and Konop Meats. These uses depend on local and regional customer base. No well defined commercial cores exist within the town. However, the town has historically developed with three "Cross Road communities" located at Curran, Bolt, and Stangelville which may afford the best future locations for commercial centers. All three sites could capitalize on the locations affording higher visibility and a good access to a large customer base (especially Curran and Stangelville).

The town has developed with only a few areas identified as being industrial, mostly comprised of non-metallic mining operations. As with commercial uses industrial has been scattered throughout the town on a small scale usually associated with transportation or agricultural uses. The town has not identified specific areas for industrial, nor has it the infrastructure to develop an industrial park. The town will review industrial uses on a case by case method, ensuring that

the town as a whole will not be negatively affected by the use, and continue to allow such uses as conditional uses.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial uses:

Recently the DNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized for more productive uses. According to the WDNR the town of Franklin has one site located at L.C. Cherney Construction E324 CTH BB which is considered contaminated. Specifically, the site is listed as being a Leaking Underground Storage Tank (LUST) site. The WDNR does not list any other sites as being contaminated.

Designation of Business and Industrial Development

Commercial Uses:

The comprehensive plan has identified that throughout the planning period the town will work towards establishing well defined commercial areas to better enhance the town's look, to minimize conflicts between differing uses, and to maximize service efficiency. Commercial locations are to have good visibility and access, and may require additional buffering and landscaping to meet the town's desired vision on community character. The town will allow the continuation of home occupational business as well as those scattered types of businesses providing needed local services.

Industrial Uses:

The town intends to provide well defined, well designed areas for limited "light industrial" activities. Any industry within the town will need to be well landscaped with a buffer to add aesthetic qualities to the site and to minimize any negative impacts of the use. It is important that if this use were to develop, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent properties or the town as a whole.

Acreage Projections

The town has designated acreage projections for both commercial and industrial uses within the land use element of this plan.

COMMUNITY FINANCES

The town's property had increased to \$50,188,600 by the year 2000, while its tax rate per \$1,000 has continued to drop (Table 4.9). The town remains in a very good position to continue to provide its residents with good services by being fiscally responsible as detailed in Table 4.10.

Table 4.9: Comparative Tax Appropriations, 1995-2000, Town of Franklin

Year Levied	Full Value	Percent	Total	State	Full Value Rate			Taxing Jurisdiction Share			
		Assm't Level	Property Tax	Tax Credit	Gross	Effective	School	Vocational	County	Local	Other
1995	37,477,200	103.78	974,093	56,901	0.02599	0.02447	544,374	51,593	280,631	90,000	7,495
1996	39,625,400	100.13	925,993	83,392	0.02336	0.02126	475,213	51,146	291,709	100,000	7,925
1997	43,064,400	93.84	961,842	84,876	0.02233	0.02036	489,703	54,034	309,492	100,000	8,613
1998	46,946,400	84.84	994,477	86,724	0.02118	0.01933	493,064	61,017	321,007	110,000	9,389
1999	49,583,700	83.15	1,048,359	86,811	0.02114	0.01939	443,282	56,682	299,885	91,500	8,427
2000	50,188,600	81.13	1,038,968	85,897	0.02070	0.01898	496,415	69,810	353,651	109,055	10,038

Source: Wisconsin Department of Revenue, Town, Village and City Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2001.

The ability to finance community projects is measured by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality. The town's existing debt as of December 31, 2001, was zero, leaving a debt margin of at least \$2,509,430. The town's proposed 2002 budget also shows no debt projected.

Table 4.10: Public Indebtedness, Town of Franklin, 1998-2000

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	\$46,946,400	\$2,347,320	\$0	\$2,347,320
1999	\$49,583,700	\$2,479,185	\$0	\$2,479,185
2000	\$50,188,600	\$2,509,430	\$0	\$2,509,430

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2001.

Chapter 5 - TRANSPORTATION ELEMENT

INTRODUCTION

The transportation section of the town's comprehensive plan focuses on the various transportation elements that comprise the town's transportation system. This chapter presents the town's transportation goals, objectives, and policies and also includes identification of various programs that provide funding assistance for the town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the town of Franklin in Kewaunee County and addresses the future transportation needs and concerns of the community. The inventory includes descriptions of the various modal elements of the town's transportation system. Those elements include (where applicable) transit systems, the elderly and disabled transportation system, inter-city bus transportation, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including: a state airport plans, state railroad plan, state bicycle plan, as well as any other special transportation plans that are applicable to the town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

SUMMARY

Through its comprehensive planning program the town of Franklin seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 year plan.

The transportation facility inventory conducted for the town of Franklin has established that the town currently has jurisdiction over and responsibility for approximately 51 miles of local roads. The town's jurisdictional responsibility relative to its local roads includes maintenance, repair and reconstruction of the roads as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the town is the state's disbursement of general transportation aids. The state provides a payment to the town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. In addition, the town's local transportation system is complimented by the county trunk highway system, which provide access to the major urban areas located within Kewaunee County, the region and the state.

The town currently, does not have any specific facilities (bicycle paths, paved shoulders, and or sidewalks) to serve bicyclist and pedestrians. However, provided that traffic levels remain moderate to low, the town's existing local road system can and does safely and efficiently serve the needs of motorists, bicyclist and pedestrians in the rural countryside. The development of sidewalks within the identified crossroad communities is encouraged to promote walkability and safety.

The transportation facility inventory conducted for this plan also determined that the town has readily available and efficient access to multi-modal transportation services and facilities including; transportation services for the town's elderly and disabled residents (provided by Kewaunee County Commission on Aging); private inter-city bus service (Greyhound connections in the cities of Manitowoc and Green Bay); local air service (Manitowoc County Airport); and, regional passenger-air service (Austin Straubel Airport at Green Bay).

TRANSPORTATION STRATEGY

Transportation in its many forms is the link that connects the town's land uses into a cohesive pattern. The following transportation objectives and policies have been adopted to represent and define the importance of transportation in achieving the goals of the town of Franklin 20 Year Comprehensive Plan.

Goal:

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 year Comprehensive Plan.

Objectives:

1. To develop a transportation system that provides for all transportation modes, and is harmonious with surrounding land uses.
2. Assure that safety issues are addressed for all transportation modes.
3. Provide for adequate traffic controls and convenient efficient vehicular movement near all businesses located along CTH KB and CTH AB.
4. Provide a safe system of bicycle, walking and motorized recreational vehicle paths and trails.
5. To plan for and designate future road rights-of-way within the town.

Policies:

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives.
2. The total amount of land used for transportation facilities should be minimized.
3. Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.
4. Abandoned utility right-of-way corridors should be maintained for future transportation facilities such as bicycle, pedestrian and recreational vehicles.
5. The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.
6. Identify and address any dangerous intersections within the town.
7. Shoulders on higher volume roads should be paved to a width of four to five feet to improve overall motorized traffic safety, to increase the service life of the road

pavement and to decrease maintenance costs, to remove bicycle and pedestrian traffic from the motorized vehicle travel lane and to provide a safe distance between motorized vehicles and bicycle and pedestrian traffic.

PROGRAMS

The following section of this chapter identifies agencies and programs established and administered by those agencies that may provide financial and technical support for the operation, maintenance and planning of the town's transportation system.

WISCONSIN DEPARTMENT OF TRANSPORTATION

General Transportation Aid (GTA)

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,740 for 2001. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each odd-numbered year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Beginning in 2001, the requirement for local governments to file certified plats with county clerks is eliminated and the mileage certification process is changed from an every other year activity to an annual activity. State GTA payments is based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; County Highway Discretionary Improvement Program (CHIP-D); 2) Town Road Discretionary Improvement Program (TRIP-D); and 3) Municipal Street Discretionary Improvement Program (MISD-D) for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length.)

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation Office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

County Forest Aid Program

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation Assistance Program (WETAP).

Transportation Demand Management Program (TDM) provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

The Wisconsin Employment Transportation Assistance Program (WETAP) is a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration

Transportation And Community And System Preservation Pilot Program (Tcsp)

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfield sites. Grants also can be used to examine urban

development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program, projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

INVENTORY OF TRANSPORTATION PROGRAMS AND FACILITIES

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services, volunteer programs with private vehicles etc. Current transportation services for elderly and disabled persons living within the Town of Franklin are provided through programs coordinated and administered by the Aging Resource Center of Kewaunee County. Kewaunee County Human Services, Kewaunee County Aging Resource Center and East Shore Industries provide specialized transportation services to the elderly and disabled.

Kewaunee County Aging Resource Center provides service by utilization of a wheelchair accessible bus and by volunteer drivers using personal vehicles.

East Shore Industries (ESI) provides specialized transportation services for rehabilitation programs for disabled county residents utilizing four vans, all of which have been converted to provide wheel chair spaces, and one bus, which is also wheelchair accessible. Currently, ESI provides a fixed-route service for approximately 60 clients, to and from the rehabilitation center located at city of Algoma, for employment, social/recreational, nutritional and medical purposes.

The Kewaunee County Human Services Department also provides service utilizing private vehicles and eleven volunteer drivers. Medical related and nutritional related trip purposes receive priority, followed by work related and recreational and/or business related trip needs.

The elderly and disabled transportation services are coordinated by an advisory committee to the Kewaunee County Board, who sets county policy. The Aging Resource Center also has a sub committee that oversees operations.

Intercity Bus

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of

passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities. Intercity bus service via a private carrier is available from the city of Green Bay with service provided to Milwaukee and Chicago, Madison, Minneapolis/St. Paul, and to Escanaba, Michigan. Intercity bus connections may also be made at the city of Manitowoc.

Bicycle Transportation System

At this time, there are no county or town bicycle transportation facilities (bicycle paths or lanes) dedicated solely to the use of bicyclists. However, the *Wisconsin Bicycle Transportation Plan 2020* does identify general bicycling conditions on state and county highways within the town of Franklin and Kewaunee County. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. The state bike plan indicates that

The *Bay-Lake Region - Bicycle Facility Transportation Plan* (in progress) will identify a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Kewaunee County and the town of Franklin.

Rail Transportation

There are no operating rail facilities located within the Town of Franklin. The nearest rail service is located in the village of Denmark in Brown County or the village of Luxemburg (Kewaunee County).

Port, Harbor and Marina Facilities

The town of Franklin is located entirely inland and therefore there are no port, harbor, or marina facilities located within the town. However, due to its location within the Kewaunee County relative to Lake Michigan and the bay of Green Bay there are numerous marina and harbor facilities located within a short driving distance from the town including marinas and harbors located at the city of Kewaunee and the city of Algoma.

Air Transportation

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Franklin is provided by Austin Straubel International Airport, owned and maintained by Brown County and located near the city of Green Bay. The facility is classified as a Air Carrier/Air Cargo (AC/AC) indicating that the airport can accommodate virtually all sizes and types of aircraft. Austin Straubel International Airport is a full service regional connector that is currently providing direct service flights to four major cities, including Milwaukee, Wisconsin;

Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission. According to the Wisconsin Department of Transportation, Bureau of Aeronautics, there are no private airports or landing fields located within the town of Franklin.

Roads and Highways

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Franklin shown in Map 5.1 has been functionally classified based on criteria identified in Table 5.1

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be, as much as is possible, limited. Arterial roads are further categorized into either *principal* or *minor* arterial roads based on traffic volumes. There are no arterial highways located within the town. The nearest arterial highways are: Interstate 43 (located approximately two miles west of the town) which provides access north into Green Bay and south to Manitowoc, Sheboygan and Milwaukee; STH 96, an east to west connecting highway which provides access between I-43 at the village of Denmark to USH 41 at Kaukauna; STH 29 (located approximately four-miles north of the town. which connects the city of Kewaunee to the city of Green Bay; and, STH 42 (located approximately five miles east of the town) which provides access along the lakeshore between the cities of Kewaunee and Algoma and south to the cities of Two Rivers and Manitowoc, in Manitowoc County.

Collector Roads

The primary function of those roads classified as *collectors* is to provide general *area to area* routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted. Collector roads are further delineated by classification as *major* or *minor* collectors.

In the Town of Franklin, CTH AB, CTH BB, CTH KB, CTH V, CTH Q, CTH J, and CTH G are classified as either major or *minor collector* roads. There are nearly 26-miles of county trunk highways (collectors) located within the town of Franklin, which is slightly more than one-third of the total road system.

Table 5.1: Functional Class Criteria for Rural Roads

Must meet any <u>two</u> of these (or) the parenthetical traffic volume alone for collectors					
Functional Classification	Traffic Volume	Population Service	Land Use Service	Spacing	SUPPLEMENTAL CRITERIA
Principal Arterial	> 3,000	Connect places 50,000 with other places 50,000 Connect places 5,000 with places 50,000	Provide area access to major recreational areas of the state	Maximum 30 miles	Or must meet <u>both</u> of these <u>plus</u> 90 percent of traffic volume None for Principal Arterials
Minor Arterial	> 1,000	Connect places 5,000 with other places 5,000 Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation $\geq 300,000$ if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection 2. Major river crossing/restrictive topography
Major Collector	> 500 (> 2,000)	Connect places 1,000 with other places 1,000 Connect places 500 with places 1,000 or higher function route Connect places 500 with other places 500 or higher function route Connect places 100 with places 500 or higher function route	Provides access to smaller attractions (i.e., airports, schools, factories, parks, etc.)	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial
Minor Collector	>200 (>800)	Connect places 100 with other places 100 Connect places 50 with places 100 or higher function route	Serves same type of attractions as major collector	Maximum 10 miles	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with freeway 5. Parallel to a principal arterial

Source: Wisconsin Department of Transportation, *Wisconsin Administrative Code, Chapter Trans 76*, 1984; and Bay-Lake Regional Planning Commission, 2001.

Local Roads

The primary and most important function of local roads is to provide direct access to land adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the town are classified as local roads. In the Town of Franklin the local road system has developed in a somewhat typical grid pattern that serves the town's agricultural interest.

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are more than 51-miles of local roads under the jurisdiction of the town.

Table 5.2 indicates that approximately 67 percent of the road system within the town of Franklin is comprised of local roads, and the remaining 33 percent are classified as either major or minor collector roads.

Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Franklin, 2001

Road and Function	Mileage	Percent of Road System
CTH AB - Major Collector	6.76	8.83
CTH BB - Major Collector	3.00	3.92
CTH KB - Major Collector	4.51	5.89
CTH J - Minor Collector	5.00	6.53
CTH G - Minor Collector	.25	.33
CTH Q - Minor Collector	2.00	2.61
CTH V - Minor Collector	4.00	5.22
Town Roads -Local	51.05	66.67
Total	76.57	100.00

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2000; Bay-Lake Regional Planning Commission, 2001.

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an *Annual Average Daily Traffic (AADT)* figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the Town of Franklin, traffic volumes were last counted in 1998. Counts were also taken in 1995 and 1992. The annual average daily traffic volume on major and minor collectors within the town for those years are listed in Table 5.3, and are shown on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

In 1998, CTH BB CTH KB carried the highest volumes of traffic, ranging between 790 and 1,000 vehicles daily, on average. CTH J experienced the highest percent of volume increase between 1995 and 1998, with 270 vehicles daily in 1995 and 360 vehicles daily in 1998, for an increase of slightly more than 33 percent. According to the 1998 traffic volume counts, the

remaining collector roads (CTH AB, CTH Q, CTH V, CTH J, and CTH G) carry somewhat low to moderate volumes of traffic, with annual daily traffic volumes ranging between 200 vehicles per day on CTH G to 830 vehicles per day on CTH AB.

Table 5.3: Average Annual Daily Traffic Counts, 1992, 1995, and 1998, Number Change and Percent Change 1992- 1995, and 1995 - 1998, and Peak Hourly Traffic, Town of Franklin, Kewaunee County

Road	Counter Location	1992	1995	No. Change		1998	No. Change		Peak Hourly Traffic - 1998
				1995-1998	1995-1998		1995-1998	% Change	
CTH AB									
	south of G	570	650	80	14.04	670	20	3.08	87.1
	east of KB	440	500	60	13.64	470	-30	-6.00	61.1
	north of KB	810	830	20	2.47	830	0	0.00	107.9
CTH BB									
	east of CTH AB	950	740	-210	-22.11	850	110	14.86	110.5
	west of CTH AB	1030	760	-270	-26.21	850	90	11.84	110.5
	west of CTH V	1100	870	-230	-20.91	1000	130	14.94	130
CTH KB									
	south of CTH AB	680	640	-40	-5.88	790	150	23.44	102.7
	east of CTH V	750	770	20	2.67	800	30	3.90	104
	west of CTH V	1010	1000	-10	-0.99	1000	0	0.00	130
CTH Q									
	south of CTH KB	360	370	10	2.78	410	40	10.81	53.3
CTH V									
	north of CTH KB	260	370	110	42.31	340	-30	-8.11	44.2
CTH J									
	east of CTH V	150	270	120	80.00	360	90	33.33	46.8
	east of CTH AB	520	530	10	1.92	620	90	16.98	80.6
CTH G									
	north of CTH AB	240	410	170	70.83	200	-210	-51.22	26

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1992, 1995, 1998; Bay-Lake Regional Planning Commission, 2001.

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 5.4). The maximum total capacity of a two-lane, two-way road such as CTH AB, CTH BB, CTH KB, CTH V, CTH Q, CTH J, and CTH G, under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 4.4 should be considered as the average maximum volume on various types of roads under ideal conditions. As the comparison of the recorded annual average daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the town that have approached or appear to be approaching the roads design capacity.

Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: *Highway Capacity Manual*, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2001.

Traffic Crashes

Vehicle crash reports, are filed with the Kewaunee County Sheriff's Department and also with the Wisconsin Department of Transportation. The reports provide the detail of the time, location, type and severity of the crash that has occurred. These reports may serve to indicate problems with the road's vertical and horizontal alignment, roadway construction, and the geometric design of the road. The number, location and severity of crashes can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs or warning devices, relocation of accesses and/or speed limit changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or road area safer.

Between January 1, 1998 and December 31, 2000, there were a total of 39 crashes reported in the town of Franklin. There were no fatalities and a total of 22 persons injured in 17 of the 39 reported crashes. A total of 20 crashes resulted in property damage only, with no injuries reported. More than 16 percent or six of the crashes reported were the result of deer/vehicle crashes and more than 32 percent, or 12 crashes reported were multi-vehicle incidents. The remaining 19 reported crashes were listed as vehicles striking fixed objects such as culverts, sign post and guard rails (nine crashes), vehicles overturning or entering the roadside ditch (nine crashes); and five "non-intersection" crashes involving more than one vehicle. The non-intersection, multi-vehicle crashes include vehicles striking another vehicle as it is turning onto or from the road or vehicles striking a vehicle parked along the road.

Table 5.5: Vehicle Crash Severity - Town of Franklin, 1998, 1999, and 2000

	1998	1999	2000	Total
Total Reported Crashes	11	15	11	37
Intersection/Non Intersection Crashes				
Intersection Crashes	2	3	2	7
Non-Intersection Crashes	9	12	9	30
Crash Type				
Vehicle/Deer Crashes	4	2	0	6
Fixed Object Crashes (trees, culverts, etc.)	2	4	3	9
Vehicle Leaving Road (ditch) and/or Overturn Crashes	4	4	2	10
Multi-vehicle Crashes	1	5	6	12
Fatalities/Injuries				
Fatalities	0	0	0	0
Number of Persons Injured	5	8	9	22
Crashes Causing Property Damage Only	7	8	5	20
Crashes Causing Injury and or Fatality	4	7	6	17

Source: Wisconsin Department of Transportation, 2001; Bay-Lake Regional Planning Commission, 2001.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road and sliding into a ditch, vehicles striking fixed-objects such as trees, fence post and signs; and crashes between a vehicle traveling on the roadway and another vehicle entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the immediate area of an intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, 1998, 1999, and 2000

Crash Location	Total Crashes	Intersection Crashes		Non-Intersection Crashes	
		Number	Percent	Number	Percent
County Highways	16	3	8.1	13	35.2
Local Town Roads	21	4	10.8	17	45.9
Total	37	7	19.9	30	80.1

Source: Wisconsin Department of Transportation, 2001; Bay-Lake Regional Planning Commission, 2001.

The crash data indicates that over the three-year period between 1998 and 2000 that there were a total of seven intersection crashes, which is slightly less than 20 percent of all recorded incidents.

Five of the non-intersection crashes were cited as multi-vehicle incidents including vehicles striking vehicles that were turning, stopped to turn, or parked along the highway or road. The most common cause of these accidents was listed as “inattentive driving”, although sometimes other factors, such as a driveway located at the base of a hill or a driveway located on a curve, or a driveway hidden by vegetation, can also contribute to the cause of the crash.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted

ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Kewaunee County does not have, nor does it plan to adopt a Controlled Access Ordinance.

Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow towns to issue permits for all new driveways which can allow the town to prohibit driveways which due to location (at the base or top of hills, within a specified distance from an intersection, etc,) are unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems, and impede drainage from the road surface.

Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the roads design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits, tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver's speed behavior.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

The internal traffic circulation system for the town of Franklin is comprised of a grid network of local roads serving agricultural and scattered rural residential land access needs. The local road system is complimented by a network of well spaced county trunk highways, which although serving limited land access, primarily serves the purpose of providing through county traffic. The primary north/south collectors are CTH V, CTH Q and CTH AB while CTH J, CTH KB and portion of CTH AB serve east and west traffic movement through the town.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

Resurfacing entails provision of a new surface for a better ride and extended pavement life

Reconditioning entails addition of safety features such as wider lanes, or softening of curves and steep grades

Reconstruction entails complete replacement of worn of roads including the road base and rebuilding roads to modern standards.

According to WisDOT's *Six-Year Highway Improvement Plan*, STH 29 through Kewaunee County, will undergo pavement replacement in 2002.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities requires to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

State Railroad Plans

An update of the State Rail Plan is in progress. The nearest rail service to the town of Franklin is located at the village of Denmark with access to the city of Green Bay or at the village of Luxemburg in Kewaunee County.

State, Regional and Local Bicycle Plans

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

There are no county or local bicycle plans currently addressing bicycling or bicycle facilities.

Funding The Town Road System

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the town. The 2001 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2001 flat rate has been set at \$1,740 per mile. Transportation Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

TRANSPORTATION RECOMMENDATIONS

Initiate A Pavement Management Program

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that a "pavement management" system be developed and utilized by the town. The system provides a detailed inventory and description of all roads within the town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the town's roads. The pavement management program provides the town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

Employ Adequate Design Standards

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of town roads, the "roadscape" of these facilities also should be considered as well. The "roadscape" includes the area adjacent to the road and within the

established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

Apply Traffic Considerations

Traffic considerations which the town should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal but adequate amount of space to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

Assess Special Transportation Needs

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the town.

Bicycle Transportation

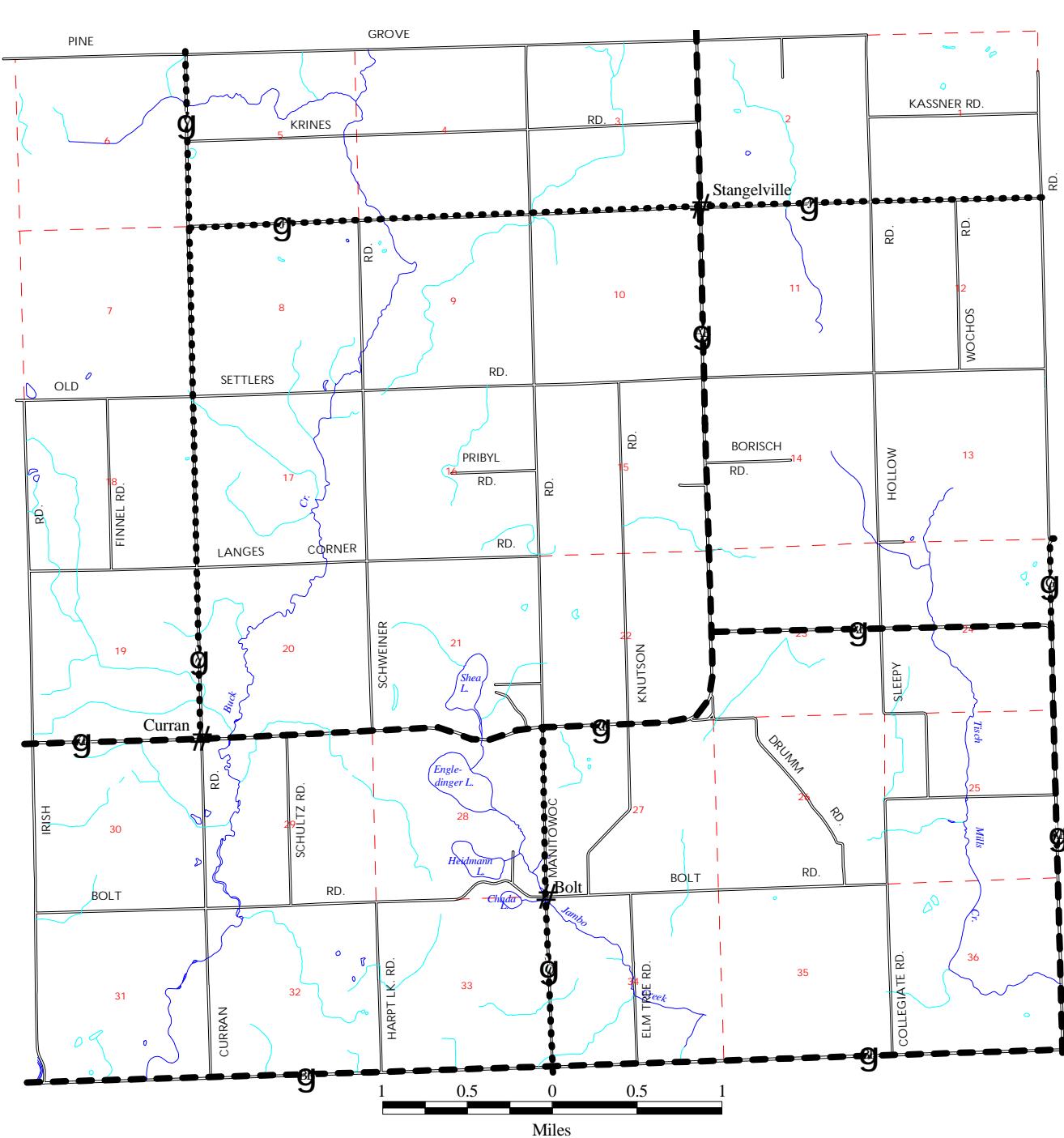
Develop and identify a system of bicycle trails, paths and road accommodations to facilitate safe and efficient travel between population centers and nodes of development, and other important destination points such as state parks and natural areas. The following map (Map 5.4) indicates the best bicycling conditions on the arterial and collector roads located within the town. All local (town) roads are considered suitable or desirable for bicycling based on traffic volumes and roadway width.

Map 5.1

Functional Classification

Town of Franklin

Kewaunee County, Wisconsin



Major Collector
Minor Collector

Map Features

- # Cross Road Community
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: WisDOT, 1987; Bay-Lake Regional Planning Commission, 2002.

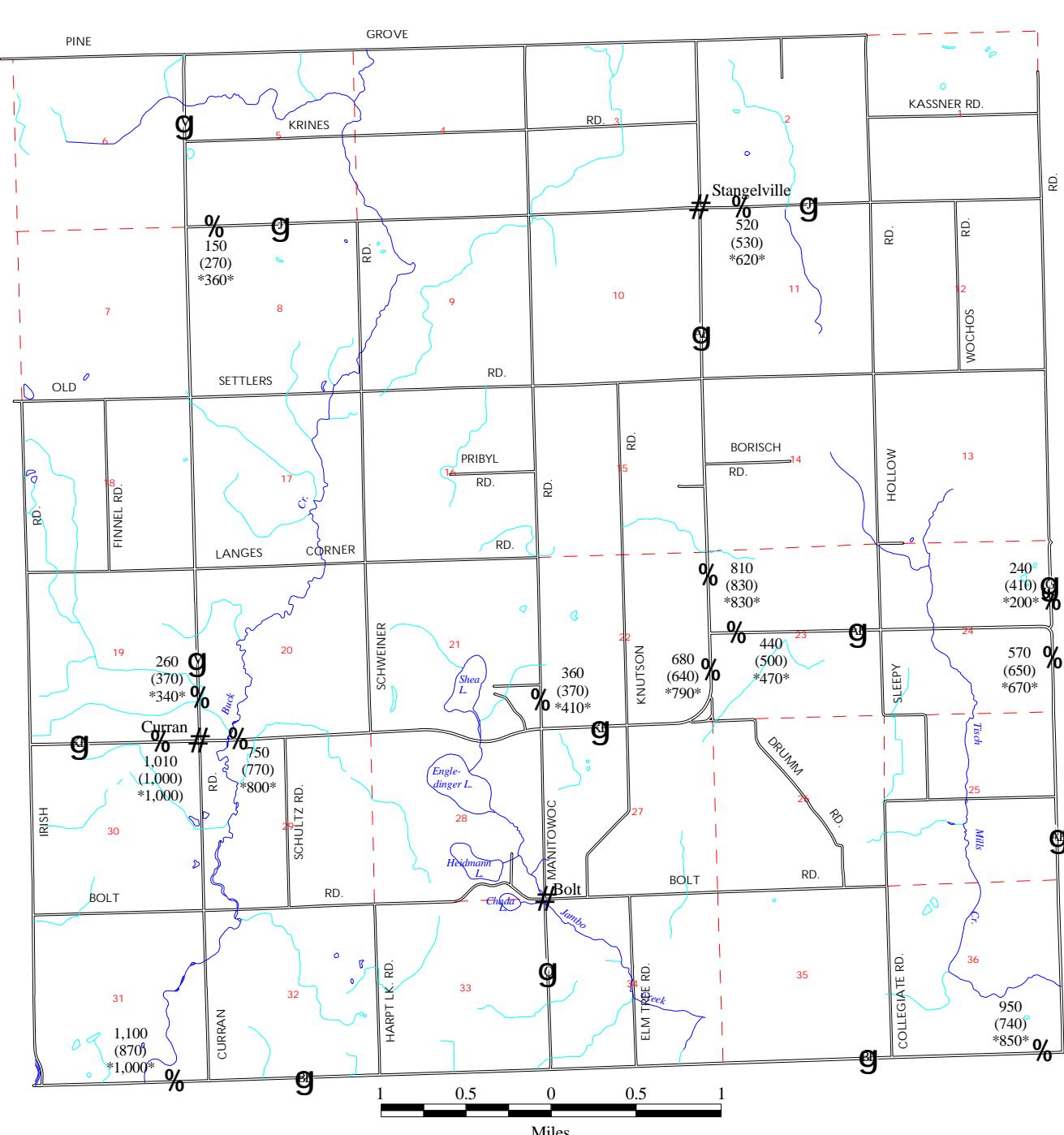
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Map 5.2

Average Annual Daily Traffic

Town of Franklin

Kewaunee County, Wisconsin



Source: WisDOT, 1992, 1995, 1998;
Bay-Lake Regional Planning Commission, 2002.



Map 5.3

Bicycle Facilities Town of Franklin Kewaunee County, Wisconsin

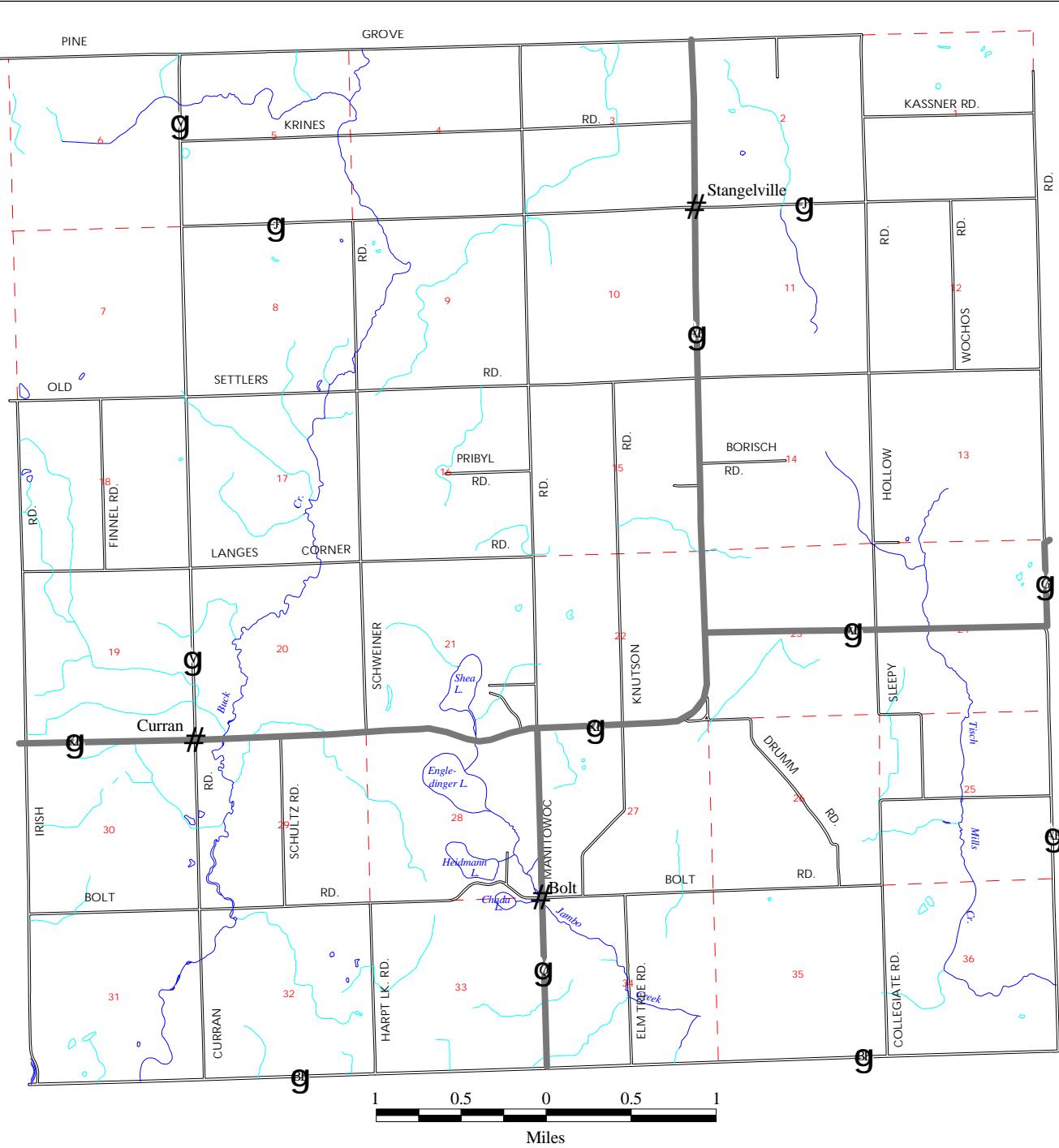


Existing Bicycle Facilities

Map Features

- # Cross Road Community
- ▲ County Highway
-  Local Road
-  Surface Water Features
-  Railroad Corridor
-  Section Line
- 36** Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



Chapter 6 – UTILITY AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the town of Franklin's utilities and community facilities were reviewed and broadly evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions and questionnaires filled out by the Town Clerk, employees of the town, and other representatives throughout the community.

To continue to maintain an adequate level of public services, the town must continuously monitor and upgrade their existing facilities as population increases. The general recommendations contained within this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The confidence level of referenced materials herein is subject to change and should only be used as an initial guide/reference in establishing this plan's initial land use needs. As time goes on, the town should collect updated information regarding services as it looks to modify them. In some cases greater detail of information on the services should be collected.

SUMMARY AND IMPLICATIONS

Overall, the services provided residents are deemed adequate for the town's future needs. Due to the town of Franklin's rural nature, many of the services provided are located in other communities or are in cooperation (Mutual Aid Agreements) with surrounding communities. These service agreements need to be routinely monitored to ensure the most efficient and effective services are being supplied. Several of these services include: emergency services (sheriff/police, fire, rescue, ambulance), postal, library facilities, etc.. Electric service and limited natural gas service for the town is provided by Wisconsin Public Service. Residents in the town maintain individual wells for water, in addition to their septic systems or holding tanks. The town of Franklin is located within the School Districts of Denmark and Kewaunee. Recreational opportunities are limited, and many residents utilize the natural resources of the area for recreational activities. The town should continue to work cooperatively with other jurisdictions in planning future recreational opportunities within and adjacent to the town.

Additionally, the town has few services to offer its aging population which could lead to the town losing out on a valued resource - both socially and financially. Kewaunee County, however, does provide some needed assistance to the aging which allows residents an option to remain in their own homes rather than relocate to a nursing home within another community.

UTILITY AND COMMUNITY FACILITY STRATEGY

Goal: Community Facilities

All town residents have an appropriate level of services available to them.

Objective:

1. Ensure that residents have good quality “protective services” (i.e. Sheriff, EMS, Fire, Medical) as well as “quality of life services” (education, power, telecommunication, water, septic systems, solid waste removal, library, childcare, roads, etc).

Policies:

1. Ensure that Kewaunee County and other public and private service providers to the elderly continue to offer them adequate support and assistance services. Assist in promoting/acquiring additional services for the elderly and home dependent residents.
2. Encourage additional medical services and childcare services within the area.
3. Continue to encourage the concept of “mutual aid agreements” for all public services being provided.
4. Oversee the town’s protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement, fire and emergency/medical services.
5. Plan cooperatively with select service providers when constructing/upgrading telecommunication, cable, electrical and natural gas services. Future control ordinances should be considered/adopted to limit possible negative impacts (i.e. communication towers).
6. Monitor and evaluate service delivery both in terms of customer satisfaction and needs.
7. Continue to provide adequate stormwater drainage through maintaining current ditch network.
8. Consider the possible impacts to the town’s groundwater system when weighing future development requests.
9. Ensure that individual septic systems are properly maintained in order to protect the town’s groundwater resources.
10. Promote continued cooperation and communication between both the Denmark and Kewaunee School Districts and the Town Board to collectively provide for quality educational opportunities.

Programs:

1. The Town Board or their representative should continue to work with Kewaunee County, adjacent communities and districts in order to provide the best level of police, fire, rescue (EMS), educational and other provided services on an annual basis.

2. The Town Board or their representative should continue to improve town road conditions.
3. The Town Board or their selected representative should stay informed on service providers' plans/needs to upgrade facilities within the town.

Goal: Parks and Recreational Lands

Ensure residents have safe recreational sites within the town that provide varied activities.

Objectives:

1. Have available quality recreational uses for all town residents.

Policies:

1. The town should take part in any planning efforts concerning recreational lands, within the county and neighboring area.
2. Continue to improve the recreational sites within the town.
3. Ensure that any future trailway (i.e. snowmobile trails) development is discussed with residents as well as affected property owners.
4. Promote utilizing as many natural features, as possible, for enhancing the town's recreational opportunities.
5. Use the town's official mapping powers to preserve any areas the town designates for future park and recreational uses.
6. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.
7. Recognize the potential of public and private donations for funding park system improvements.

Programs:

1. The Town Board or their representative should work with the county and adjacent municipalities in identifying area wide recreational opportunities.
2. Town Board or their representative should meet/work closely with adjoining neighbors to design interconnecting trailways to further enhance existing recreational sites.
3. The Town Board or their representative should work with state agencies and private property owners to ensure that existing trails (i.e. snowmobile) are properly maintained and that any user/property owner disputes are reconciled quickly, so as to continue to provide quality trail networks throughout the town.
4. The Town Board or their representative should explore available resources and to contact appropriate agencies (i.e. WDNR, BLRPC, etc.) to further enhance the quality of the town's existing recreational systems/sites.

BOARDS AND COMMITTEES INVENTORY

Franklin Town Board

The Franklin Town Board consist of the Town Chairperson and two Supervisors, along with the Clerk and the Treasurer.

Town of Franklin Comprehensive Plan Committee

The Franklin Comprehensive Plan Committee contains eight members and one alternate. The Town Board established the Plan Committee in September 1998 to develop the town's first comprehensive plan. This committee has the responsibility of recommending a comprehensive plan to the Town Board for its adoption.

Zoning Board of Adjustment

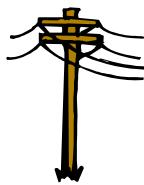


The town has created a zoning board of adjustments that is entrusted with the authority to hear and decide appeals and variances to the ordinance, report findings for conditional uses, as well as additional matters referred to it. It is the role of this board to ensure matters are conducted according to all applicable rules set forth by the town.

UTILITIES INVENTORY ANALYSIS-LOCATION, USE AND CAPACITY

Electric Service

The town is within the utility service territory of Wisconsin Public Service (WPS). There are no substations within the town. Crossing the town is a 345 KV transmission line that carries electricity that is generated by the nearby Kewaunee Nuclear Power Plant Facility. The electrical service to the town is thought to be adequate at this time for planning purposes and future power expansion is not deemed a problem due to the proximity and capacity of the power facility.



Natural Gas

Wisconsin Public Service provides natural gas service to limited areas within the town. A gas main runs along CTH V and serves this corridor and the crossroad communities of Stangelville and Curran. Natural gas service would likely be cost prohibitive to individual residences throughout most of the town due to the initial cost of connection and maintenance (due to low density scattered residential development). However, in areas where residential subdivisions exist with higher densities of dwellings and/or industrial/commercial concentrations, economy of scale will make connection more attractive/attainable. Those residents not receiving natural gas primarily use oil, wood, propane or even in some cases electricity for heating.

Water System

The town of Franklin does not have a public water system. Residents in the town have individual wells that are owned and maintained by the property owner. Currently, the town has no plans to develop a public water system. Protecting its aquifer for future use is one of the great concerns of the town.

Sanitary Sewer Service

The town of Franklin currently does not have a sanitary sewer system. Property owners within the town are responsible for owning and maintaining individual septic systems and holding tanks. Private sewage systems are controlled by the county under its ordinance updated February 2001.

Storm Sewer System

The town of Franklin allows stormwater to drain through a series of ditches and culverts along its road system. There are no curb and guttered areas within the town. There are no plans to add storm sewer systems within the town. The town has no stormwater management plan in place.

Solid Waste & Recycling Facilities

Each resident is responsible for the disposal of their solid waste. Many residents utilize the Kewaunee County Land Fill, which has a tipping fee. Others prefer the convenience of using the services of Waste Management, a private service provider offering individual contracts for curbside pick-up.

The town of Franklin has a recycling drop-off site located adjacent to the Town Hall. The containers are open daily and town residents can drop off aluminum cans, paper, steel, plastic, glass, and cardboard to be recycled. The town contracts with Superior Services of Green Bay for hauling recyclables. Collected materials are then sold at the best available market rate. The town reviews their contract annually to ensure adequate services are provided at a reasonable rate.



Both of the services are adequate for the town, and contracting with private haulers is most likely to continue as the most efficient and effective way to continue these types of services.

Telecommunications Facilities

Currently, there are no cellular towers, radio, cable television, or television towers located within the town and no special internet access is provided (ISDN, Fiber Optics, etc.). Telephone service to the town is deemed adequate. There is no discernable difference between the quality of telephone service within the town and other neighboring communities. Cable television is not available to the town, however, various satellite dish providers are.

Over time, as telecommunication companies look to increase their quality of service and range, cellular towers will be erected within and adjacent to the town. Likely locations for towers will be along major transportation corridors and high points within communities. Within the planning period the town should work with the county and neighboring communities in determining acceptable locations for future towers. The sites along with their defined improvements will need to be reflected in any cellular communications ordinance governing within the town and/or county.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY

Municipal Buildings



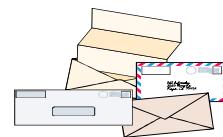
The Franklin Town Hall is centrally located within the town on Manitowoc Road. The Town Hall was constructed in the 1800's and has one large meeting hall, no bathrooms or running water. The hall is accessible for disable persons. The hall is utilized for elections, meetings and general events. The town's day to day administrative functions are conducted from the households of the Town Clerk and Town Treasurer. Each officer has their related town records stored within their homes. The paved parking lot at the Town Hall is thought to be adequate for elections and the Annual Town Meeting. Overall, the building is sufficient to support the needs of the town.

Road and Other Maintenance

Maintenance for Franklin's county highways is provided by the Kewaunee County Highway Department. Sub-contractors provide services such as repairing deteriorating roads, grading, snow and ice removal for the town roads. This current system is deemed adequate for the town and is expected to continue throughout the planning period.

Postal Services

The town resident's postal services are provided by three U.S. Post Offices. These offices are located within the villages of Denmark and Luxemburg and the city of Kewaunee. Each facility is ADA accessible. No improvements are planned for these sites and these three facilities will continue to meet the needs of the town.



Cemeteries

Bolt Bohemian Township Cemetery (on Bolt Road Section 28), Franklin Norwegian Lutheran Church Cemetery (on CTH AB) and ST. Lawrence Catholic Church Cemetery (in Stangelville) are the three cemeteries located within the town. There is adequate space available at each of these facilities to meet future needs. The town has no plans to develop additional sites within the town. More than a dozen cemeteries do exist within neighboring communities which are also available to town residents.

Police Services



The Town of Franklin does not have a police station or its own police department. Protective services are provided by the Kewaunee County Sheriff's Department.

The Kewaunee County Sheriff's Department is located within the City of Kewaunee. This Department provides 24-hour emergency assistance to the entire county to include 23 towns. The department operates with 21 officers on three 8-hour shifts. Response times for the town are short between five and 30 minutes. The town is served by an enhanced 911 system which rings through to either Brown County, Manitowoc County or Kewaunee County Sheriff Departments, depending on the phone service

areas. Calls received outside of Kewaunee County are quickly routed to it. With the rural nature of the town and the low demand for sheriff services in the past, the protective services are deemed adequate to meet the needs of the town. One issue, at the county level, regards agreements with housing county prisoners. This question of whether or not to build and maintain its own County Jail will all depend on future negotiations and inter-governmental agreements with neighboring counties, as well as the county's budgetary growth.

Fire and Rescue Services

The town has signed agreements for fire protection with both the Fire Departments of Denmark and Tisch Mills. In the agreement, the Town pays an annual contract fee - for 2002 the fee is proposed for \$9,087 to Denmark and \$12,000 to Tisch Mills. Additionally, the town pays \$906 and \$576 in fire department dues to both Denmark and Tisch Mills respectively. The Denmark Fire Department serves 22 sections within the town while the Tisch Mills Department serves the remaining 14. Both Fire Departments have mutual aide agreements.

Overall, the town is in a good position regarding their provision of fire services to its residents, through both of these contract agreements. Other than the purchase of firefighting equipment, no additional plans for expansion of services have been developed for lands within the town. Although the services are currently adequate the town will need to continue to monitor its agreements to ensure that the best services for its residents are provided.

Rescue service/ambulance service is provided to the town by Viking Community Rescue Squad Inc, which is a private non-profit service. This service is located in the nearby Village of Denmark on East Main Street. This service is adequate for the town's limited needs.

Insurance Service Office (ISO) Grading

The adequacy of fire protection within the township is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment;
- Alarm systems;
- Water supply system;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 1999, the town of Franklin was rated nine by the ISO, which is common for rural towns such as Franklin, which do not have their own Fire Departments but contract this service out.

Library

The town of Franklin does not have a library located within its borders, yet the town residents are well served through the county's affiliation with the Wisconsin Public Library System and its "17 library systems". The purpose for these "17 systems" is to assure equal access to public library service by all state residents, no matter where they may live. The closest public libraries most likely used by town residents are located within the cities of Kewaunee, Algoma, Two Rivers, Manitowoc and Green Bay. Residents are also able to access the Denmark High School Library located in the adjacent village of Denmark.



Nicolet Federated Library System & Manitowoc-Calumet Library System (2 of 17 Wisconsin Public Library Systems)

Nicolet Federated Library System - is comprised of 43 public libraries/branches (within the counties of Florence, Door, Oconto, Kewaunee, Menominee, Shawano, and Brown) and has a total operating budget of \$10,210,155 . Brown County Library has eight branches and Kewaunee County has the Algoma Public Library and the Kewaunee Public Library. The System's offices are located in the Brown County Public Library within the city of Green Bay, which is the System's resource library. The Nicolet Federated Library System provides services, equipment, monetary grants, professional consultation, educational opportunities and coordinates library services with other public and other types of libraries through NEWIL in Northeastern Wisconsin for the benefit of all the residents. North East Wisconsin Intertype Libraries, or more commonly known as NEWIL, servicing Brown, Door, Florence, Kewaunee, Marinette, Menominee, Oconto and Shawano counties, is one of several multi-type library organizations in the state of Wisconsin. The NEWIL was founded in 1967 to develop and share information sources in Northeast Wisconsin and presently has 95 members representing academic, public school and special libraries. It is governed by a Board of Directors that meets in February, April, August and October.

Schools

The town of Franklin is located within the Denmark School District and the Kewaunee School District. None of the School Districts operate facilities within the town and due to adequate space availability (at current school sites) neither expects to develop facilities within the town of Franklin. In determining the needs of the districts, the following text looks at the schools' classes offered, the number of students enrolled and the current student to teacher ratios. Information was provided by each School District and the Department of Public Instruction. The "teacher to student ratio" is compared to the minimum goal of the Department of Public Instruction (WDPI) set at 1:15. In some cases the schools slightly exceeded the goal.



The Denmark School District is comprised of the Denmark Early Childhood Center, Denmark Empowerment Charter School, Denmark Elementary School, Denmark Middle School, and Denmark High School and has an overall District teacher to student ratio of 1:15.

The Denmark Early Childhood Center is home to a half-day four-year-old Preschool program, Early Childhood program, half-day Kindergarten program, and full-day Kindergarten program. During the summer of 2000, additional classroom space was added to accommodate the increase in Early Childhood programming. School enrollment is projected to be 225 students with a teacher to student ratio of 1:25 and approximately 95 percent capacity.

Denmark Empowerment Charter School is the outgrowth of the Middle School Alternative Education Program, which was implemented at the middle school for the 1998 - 1999 school year. Recognizing the need to meet the educational needs of all school district students, this middle school alternative program has evolved into the Denmark Empowerment Charter School. This charter school is at full capacity with 10 students. Denmark Empowerment Charter School is staffed by three teachers and fill 1 1/2 classroom aide positions (teacher to student ratio of 1:3). At DECS, students receive their education in individualized, high interest, project based learning while still mastering all school district curriculum standards. DECS students may choose to reintegrate into Denmark High School at any point to continue their high school education program or remain at DECS throughout their high school years receiving a Denmark High School diploma upon their graduation.

The Denmark Elementary School was built in 1970. It houses first through fifth grades. Hands-on science using Einstein kits, a balanced literacy program, and technology are ongoing areas of improvement for the Elementary School. The school has a projected enrollment of 570 students, with a 1:22 teacher to student ratio and is at approximately 90 percent capacity.

The Denmark Middle School was built in 1993 and houses grades six through eight. Students are assigned to a grade level interdisciplinary team. The school has a projected enrollment of 380 students, with a 1:25 teacher to student ratio and is at approximately 90 percent capacity.

Denmark High School offers a wide range of offerings for students and houses grades nine through twelve. A 73,000 square foot expansion to a building built in 1964 was dedicated in October 1998. The school has a projected enrollment of 600, with an overall teacher to student ratio of 1:20 and a 95 percent capacity.

Due to the recent expansions the Denmark School District has no long range needs for expansion, but acknowledges a need to consider facility improvements in the future, especially as the population within the District increases and the existing facilities become outdated. Any future facility would likely be on the school campus grounds and not within the town of Franklin.

The Kewaunee School District is comprised of the Hillcrest School and Alternative High School, Kewaunee Grade School, and Kewaunee High School and has an overall teacher to student ratio of 1:13.

The Hillcrest School houses (4) all day and half day four year old Kindergarten classes and High School Alternative Program. Projected enrollment at the school is 67 students, with a 1:14 teacher to student ratio and the building is at 40 percent capacity.

The Kewaunee Grade School houses grades Kindergarten through eight. Projected enrollment is 677 with a 1:12 teacher to student ratio and the building is at 95 percent capacity.

The Kewaunee High School houses grades nine through twelve. The projected enrollment is 677 with a 1:12 teacher to student ratio and the building is at 85 percent capacity.

Future improvements to the School District includes adding a restroom to the sport complex, remodeling the High School media center, upgrading the running track, and plan on updating the auditorium and pool. No expansions are planned to be located within the town.

Beyond the public institutions, there are four private schools operating within the immediate area. These schools offer a faith-based education to their students. The schools include:

1. ST. Mary's School - Luxemburg;
2. ST. Paul's Lutheran School - Luxemburg;
3. Holy Rosary Catholic School - Kewaunee;
4. Immanuel Lutheran School - Kewaunee.

Childcare Facilities



The town of Franklin does not contain any licensed public childcare facilities. Town residents may be utilizing private childcare facilities (family members, friends, etc.) which do not require licensing (three children or less no license is required), or use childcare facilities such as Family Care (three children to eight children) and Group Care (greater than eight children) located in nearby communities. The region is experiencing a boom in facilities largely in response to the demands for such services. It is believed the market will remain responsive to the area's needs in the future.

Health Care Facilities

There are no existing hospital facilities within the town of Franklin. But due to the proximity of care facilities, with a number of general and specialized services provided, the town's medical needs are met and are determined to be adequate for the rural community as a whole. Town residents need to travel to hospitals (General Medical - Surgical & Critical Access Hospital) and medical facilities/clinics located in the surrounding communities which are approximately within an hour drive to **Green Bay** (Bellin Memorial Center, ST Mary's Hospital, ST. Vincent Hospital, Aurora Medical Center, along with a number of Medical Clinics), **Manitowoc** (Holy Family Memorial Medical Center), **Two Rivers** (Two Rivers Community Hospital.). Currently, there are no known plans for healthcare facilities to be located within the town.



The nearest dental facilities can be found within the areas of the communities of Manitowoc, Two Rivers, Kewaunee, Algoma and Green Bay.

Enhanced 911 service is provided throughout the town of Franklin and Kewaunee County. Flight for Life is available for emergency situations. Two of the state's ten Psychiatric Hospitals are located within the city of Green Bay and the city of Manitowoc has the Great Lakes Psychiatric

Center. The only Alcohol and other drug abuse (AODA) facility in the state is within the city of Green Bay (Libertas).

The nearest Veterans Hospital is located within Milwaukee (Clement J. Zablocki Veterans Affairs Medical Center). Primary care is provided at Milwaukee VAMC , at clinics in Appleton, Union Grove, and in the Village of Cleveland, as well as through a mobile clinic.

Adult Care Facilities

The town contains two (Friendship Manor I & II) of the five Licensed Adult Family Homes within the county which provide residents with assistance with meals and medication. Residents of these facilities generally are in much better health and are more active than those residents within nursing homes. Each of the five facilities is licensed for four beds/residents. The town has no other senior care facilities, however, within Kewaunee County there are two licensed nursing homes (Algoma Long Term Care Facility and the Kewaunee Health Care Center) which are the senior care facilities most likely to be utilized by town residents. In addition to the nursing homes, the county also has six Community Based Residential Facilities (two located within the city of Kewaunee, three located within the city of Algoma and three located within the village of Luxemburg)

Due to the rural nature of the town and the limited number of adult care facilities within the town, elderly or dependent adult residents must be able to live independently if they wish to remain within the town. The Kewaunee County Department of Human Services - Aging Services Unit and the Kewaunee County Community Options Program exist to assist these residents in remaining independent within their communities. The Kewaunee County Department of Human Services - Aging Services Unit has supportive services that include congregate meals, home delivered meals, bus transportation/driver escort services, and other programs directed to assist the aging population of the town and county. The Community Options Program helps people who need long term care by providing cost-effective alternatives to expensive care institutions and nursing homes through granting of funds to find services they are not able to get through other services. The availability of services seems adequate for the town. Though not specifically noted by any individual agency, it is anticipated that the existing number of facilities and the types of services provided by programs will likely increase as the population within the town and the county continues to age.

OUTDOOR RECREATION INVENTORY

Community Owned Sites

The town of Franklin currently does not maintain any public parks or recreational sites.

Kewaunee County Facilities within the Town

Wayside



There is an unimproved wayside located within the town at the junction of CTH KB/AB. This site is approximately an acre in size and can be used as a rest stop or to park the car and walk/bike along the town's roads.

Heidmann Lake

This Kewaunee County Park site is a small one acre park located near the crossroad community of Bolt. The park's primary attraction is providing boater and fishing access to the lake. The site has parking, bathrooms, picnic tables, grills and a dock.

Shea's Lake

This lake is the second county park within the town. The site is two acres in size, has picnic tables, grills, toilets, limited parking area, boat access and dock.

Snowmobile Trails

The town of Franklin has a county designated snowmobile trail as well as private club trails transecting the township.

COMMUNITY FACILITY RECOMMENDATIONS

1. Establish a "board of appeals"
2. Modernize the "town hall" adding offices to store records and bathrooms.
3. Develop the town hall site as a community center.

Chapter 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The town of Franklin's relationship with its two school districts, neighboring communities, Kewaunee County (including neighboring counties of Brown and Manitowoc), the Bay-Lake Regional Planning Commission (BLRPC), the state and the federal government can impact town residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the town address these situations in a productive manner.

SUMMARY AND IMPLICATIONS

The town of Franklin has several cooperative agreements with other municipalities. The intergovernmental cooperation issues identified within this element and in Chapter 6 of this document are fairly consistent and related well to identified issues found in the town survey that was completed early in the planning process. As the town gains more understanding and sophistication in planning, its ability and comfort in using tools (e.g. land trusts, purchase of development rights, conservation subdivision design, etc.) will be key in making this plan more effective. Learning how to make effective use of planning tools may serve as a joint goal of communities within the area. Additional information and education on these tools can be provided by Kewaunee County, the Towns Association, BLRPC, UW-Extension and Stewardship programs, as well as other state agencies such as the WDNR.

INTERGOVERNMENTAL COOPERATION STRATEGY

Goal:

Encourage cooperation between the town of Franklin and any other governmental agency that makes decisions impacting the town.

Objectives:

1. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
2. Coordinate with adjacent communities on future planning projects to best maintain the rural character of the surrounding area.
3. Have improved participation with neighboring communities regarding meetings, workshops, mutual planning endeavors.

Policies:

1. Work with neighboring communities regarding land uses which lie across township lines.
2. Explore the possibility of jointly developing and managing future recreational facilities.

3. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts, to include staying aware of issues or regulations that would impact development within the town such as controls over “Mega farms”, Conservation by Design funding options, etc.

Programs:

1. Encourage the Town Board or its representative (as the responsible party) to monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc.
2. The Town Board or its representative (as the responsible party) will meet annually and work with the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
3. The Wisconsin Towns Association (WTA) is a non-profit statewide organization created under s. 60.23 (14) of the Wisconsin State Statutes. This agency serves the state's 1,266 towns in providing assistance to town boards. The WTA is organized into six districts and convenes annual district meetings, a statewide convention, publications, participation in cooperative training programs to assist local units of government.
4. Mutual Assistance is an important program for any community. Communities enter into agreements or can legally request assistance from other jurisdictions. This form of providing services to the community is vital and will continue as a viable alternative to the town.

EXISTING ACTIVITIES AND PLANS

Adjacent Governmental Units

The town shares its borders with the counties of Brown and Manitowoc, the towns of Montpelier, West Kewaunee, Carlton, Mishicot, Gibson, Cooperstown, New Denmark, and Eaton. The town has a good working relationship with these municipalities. The town has no incorporated places within a mile and a half of its boundaries, therefore the borders making up the town are likely fixed throughout the planning period, and unlikely to change soon after.

The town of Eaton and Cooperstown are developing their own comprehensive plans (partially funded through the Office of Land Information Services). Kewaunee County does not have a comprehensive plan, nor does Manitowoc County. Brown County has a Land Use Plan and is currently developing a comprehensive plan (with a grant from OLIS). The town is willing to participate in future planning activities of its neighbors in order to ensure future compatibility of goals and visions.

School Districts

The town of Franklin is located within the Denmark School District and the Kewaunee School District. The town's relationships with the School Districts are good. Due to the planning activities of the town, the Town Board or Plan Commission may wish to partake in any future School District studies regarding future siting of school facilities. School facilities act as a

magnet to other land use types, and could pose major impacts to the town if a facility were located within or adjacent to the town. At present, the School Districts have not indicated that this will be the case in the near future.

City

The cities within the three counties have a major role in emergency management during times of crises, which most likely would impact the town. City protective services are not routinely used within the town but are available for cases of a disaster.

County

The town of Franklin is located in Kewaunee County and therefore the county has some jurisdiction within the town. The town and county continue to maintain a good open relationship with each other fostering general agreements and mutual respect. The town is included within the county's Park and Recreation Plans as well as the county's Farmland Preservation Plan. The town is not however under county zoning authority, other than Shoreland Zoning and Floodplain Zoning. The town has an option to develop its own Shoreland Floodplain Zoning if it so chooses. The town will work with the county in developing a county Comprehensive Plan, in order to promote town goals and visions as expressed within this document.

Region

The town is located in Kewaunee County, which is located in the northeast region of the State of Wisconsin. Kewaunee County is a member of the Bay-Lake Regional Planning Commission which is the regional entity that the town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. The county as well as the town will participate within the regional framework plan that will constitute a Regional Comprehensive Plan for the area, in order to ensure the best interests of the town are reflective at the regional level. This Regional Plan will be completed sometime in 2005. In addition to this plan, the BLRPC has adopted an environmental corridor definition covering Kewaunee County, which has identified and mapped key natural features with the intent to preserve and further protect them based upon each features importance to the wellbeing of the region.

State

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). The town has accepted grant monies to develop this plan. In so doing, the town will adhere to the minimum requirements of the identified comprehensive plan elements identified by the Office of Land Information Services (OLIS).

Wisconsin Department of Natural Resources

Wisconsin's natural resource management approach is built around the concepts of watersheds and ecosystem management. The approach led by the Wisconsin Department of Natural Resources (WDNR) has a geographic focus reflective of the state's 32 major river basins. These river basins encompass multiple watershed areas and range in size from 500 to more than 5,000 square miles. The state's 32 river basins are further organized into 23 geographic management

units (GMU) to better integrate land and water resources management in terms of an ecosystem or watershed approach.

State watershed-based planning efforts which encompass the Town of Franklin either completed or in progress are summarized below:

Wisconsin Basin Initiative

In 1998, a unique partnering opportunity referred to as the "Wisconsin Basin Initiative" was begun by the WDNR, University of Wisconsin-Extension, and the Natural Resources Conservation Service to promote and focus more on citizen-led decision making in resource management policy. The initiative has pulled together Basin Partnership Teams to promote clean water, wise land-use, and protection and stewardship of Wisconsin's natural resources for each of Wisconsin's 23 GMU's. The "Partner Teams" consist of citizens, organizations, businesses, agencies, and others, and is intended to provide a forum for collaborative efforts related to natural resource management. Specifically, they work to identify, prioritize and address natural resource management issues within the GMU. By bringing individuals from all sectors of society together, it is envisioned that innovative and collaborative approaches to resource management will evolve.

The Lakeshore Basin Partnership Team (LBPT) has been active since September 2000. Regular meetings are scheduled on a quarterly basis. The LBPT recommended to the WDNR 10 natural resource priority issues that should be addressed within the *State of the Lakeshore Basin Report*.

The Lakeshore Basin Report

The Town of Franklin is located within the 1,778 square mile Lakeshore Basin Geographic Management Unit (GMU). The GMU is comprised of portions of the counties of Door, Kewaunee, Manitowoc, Brown and Calumet and consists of the geographic region that drains into Lake Michigan and Green Bay. The first "State of the Lakeshore Basin Report" was developed in March 2001, by the WDNR in cooperation with the LBPT and other stakeholders. It covers a wide variety of natural and environmental issues along with tactics that could be used to address such concerns within the Lakeshore Basin. This report will provide direction for preparing WDNR biennial work plans, but is intended to be a "working document" that will change from time to time to reflect the natural and societal changes that occur within the Lakeshore Basin.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0307, S. 66.0301 OR S. 66.0309

Cooperative Boundary Plan

Currently, the town has not entered into a boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare.

Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

The majority of Municipal Boundary Plans or Agreements are conducted between a town and a city or village. However, in order to promote harmonious development in the area, the town may want to discuss Boundary Agreements with adjacent municipalities in the future.

Annexation

Wisconsin Statute 66.021 provides for a means to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation. A town is not authorized these powers and thus may not annex lands.

Extra-territorial subdivision regulation

State Statutes allow an incorporated village or city to extend Extra-territorial Plat Review over surrounding unincorporated areas. This helps cities or villages protect land uses near its boundaries from conflicting uses outside its limits. The Extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to three miles. In the town of Franklin, no municipality currently has this authority.

Extra-territorial Zoning

Extra-territorial Zoning is not currently being administered in the town of Franklin. State Statutes allow an incorporated village or city to extend Extra Territorial Zoning over surrounding unincorporated areas. The Extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, cities over 10,000 the area extends to three miles, however the entire jurisdiction does not need to be included in the zoning. Extra Territorial Zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan.

Law Enforcement; Mutual Assistance

Upon the request of any law enforcement agency, including county law enforcement agencies, personnel may assist the requesting agency within the latter's jurisdiction. While acting in response to a request for assistance, the responders shall be deemed employees of the requesting agency.

Intergovernmental Cooperation

This agreement allows local agreements to be entered between state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, as well as others.

This is the most common form of agreements made between communities, usually regarding fire and rescue services. This agreement is also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries.

Revenue Sharing; Municipal

Cities, villages and towns may enter into agreements to share revenue from taxes and special charges with each other per s. 66.0305 Municipal Revenue Sharing. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries. The following must be included in agreements; specified boundaries; a duration of 10 years; a formula for sharing revenue, dates of payments, means by which the agreement may be invalidated after the minimum 10 year period.

OTHER

There were no other agreements identified for inclusion within this plan. Additional agreements in the future should be referenced here within this document.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

Examples of Positive Intergovernmental Cooperation in the Area.

1. Fire Agreements and Mutual Aid Agreements;
2. Road maintenance and plowing;
3. Library availability to town residents, to include Denmark High School;
4. County ownership and maintenance of parklands within the town;
5. Kewaunee County is supportive of the town and its planning process;
6. County supportive services

Many of the above are achieved through agreements that are largely informal, others more formal. Regardless of the formality the town (and Municipal Leaders) should strive to maintain and build upon these intergovernmental efforts already undertaken and which are considered to be positive and beneficial to the municipalities involved.

Other Issues and Opportunities Requiring Intergovernmental Cooperation to be Successfully Handled

1. Support the county's efforts in acquiring additional lands for recreational opportunities;
2. Need Purchase of Development Rights and Transfer of Development Rights at county level;
3. More planning cooperation at the county level and needing more assistance from the UW-Extension resources of the county;
4. Issues regarding telecommunication towers and their locations within the county – possibility of joint tower site(s), need further education and joint planning.

Opportunities to Foster Intergovernmental Cooperation

1. More meetings among governmental units on specific issues.

- Staying aware of Franklin's neighbors' comprehensive plans is the first step.

- Discussing Franklin's Comprehensive Plan with all of its neighbors will identify common ideals, concerns and goals.
- Setting up sub-committees to deal with similar problems will help the county address them more efficiently.
 2. Educate citizens on land use planning utilizing the newspapers and quarterly newsletters.
- Identify key topics for discussion/education campaign.
- Contact UW-Extension, Bay-Lake, etc. for information sheets/background information to be presented to public.
- Establish a bi-annual or annual newsletter for the town.
- Develop educational displays for use in town activities/ annual meeting, or events the town participates in, community picnics, etc.
- 3. Help in determining the costs of growth.
 - Obtain published documents detailing true costs of developments.
 - Ensure the complete costs of any proposal are known and that future costs associated with the proposal are also hypothesized.

Summary and Conclusions

A number of broad issues were identified along with general actions to be taken. It is anticipated that the intergovernmental cooperation meetings and this summary could serve as the starting point for future collaborative planning efforts in and around the town. This plan recommends that the town pursue the above ideas as well as expand greatly upon them in the future.

Chapter 8 - LAND USE

INTRODUCTION

The Land Use portion of this plan is intended to present information on the current (2002) land use within the town as well as the land use controls governing within the town. The second half of this chapter will describe the town's direction for future growth and development. The General Plan Design identifies the wishes of the community on how development should occur within the plan's 20 year timeframe, and will serve as a detailed guide to the members of the Town Board in their decision making process.

The goals, objectives, policies and programs of this plan; demographic trends discussed in Chapter 3 of this document; the information found in Chapter 2 of this plan detailing the natural state within the town; along with the information within this chapter, were utilized to develop a projection of future land use demands and assisted in guiding the selection of future locations for specific types of land uses.

SUMMARY AND IMPLICATIONS

The town of Franklin has historically developed as a rural farming community with three crossroad communities. The town has governed over its development with a Town Zoning Ordinance, and has deferred other controls to Kewaunee County (i.e. Floodplain Ordinance, Shoreland Zone Ordinance, Park and Recreation Plan, Farmland Preservation Plan, Sanitary Ordinance, etc.).

A primary objective of the town's plan, relative to its existing and future land uses, 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 Bolt, 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 protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and ensuring compatibility of future land uses.

Objective: Overall Plan

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.

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.
5. Explore the creation and adoption of additional ordinances to control likely nuisances (i.e. excessive lighting, noise, etc.) produced during more intensive operations within the town, such as industrial uses, mega farming, etc.

Objective: Residential

Strive to maintain the stability and integrity of the 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, pedestrian accessibility of neighborhoods and parks, inclusion of open green spaces within developments, and environmental protection - is ultimately desired.

Policies:

1. Protect residential neighborhoods from impacts of non-residential uses not appropriate for the neighborhood. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.
2. Infill development needs to be designed to be compatible with the established residential districts through transitions in housing density, screening, or other appropriate methods.
3. 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.
4. Housing developments shall conform to the zoning districts in which they are located. Modified conformance standards will be considered in areas that have been designated for conservation subdivision designs or open space designs; these areas may be sited:

- ? adjacent to environmental corridors;
- ? along transportation corridors, (e.g. County Trunk Highways); and
- ? in areas where the town wants to preserve the open space views and natural appearance as part of retaining community character.

Objective: Commercial

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.

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.

Objectives: Light Industrial

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.

Policies:

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.
2. The town should follow a set of performance criteria before allowing industrial uses within the town.
3. The town should work with adjoining communities to achieve mutually beneficial developments.

Objective: Natural and Cultural Resources

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.

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.

Objective: Community Services

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

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.

Program:

The Town Board has the overriding responsibility to review and update the General Plan Design to ensure that it continues to meet the goals and objectives identified in this, and other chapters of the plan. The Town Board may fulfill this obligation by establishing a Plan Commission to carry out these specified tasks and duties.

INVENTORY OF EXISTING LAND USE CONTROLS

This section inventories and discusses the land use controls which currently exist within the town of Franklin, 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.

Existing Land Use Plans

Comprehensive Plans

This will be the first comprehensive plan for the town of Franklin. Several surrounding communities have completed plans, are considering the development a plan, or are in the stages of developing a plan. The adjacent towns of Cooperstown, Gibson and Mishicot located in Manitowoc County are all 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.

Farmland 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 in 1988 (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.

Ordinances

Town of Franklin Zoning Ordinance

The town of Franklin Zoning Ordinance was last revised in September of 1992, pursuant to Wis. Stats. 62.23(7) to “promote the health, safety, morals and general welfare of the town of Franklin, Kewaunee County, Wisconsin ...” The ordinance provides for one Prime Agricultural Land District (A1) covering the majority of the town, an Agricultural Rural Residential District - detailing the areas of Curran, Bolt, Stangelville, and a portion of Sleepy Hollow Road, and a

Conservancy Area - following the areas identified within the floodplain shoreland zone district established by the county. Map 8.3 illustrates the town of Franklin zoning.

In addition, the town also enforces a road ordinance governing the size and location of culverts and driveways along town roads.

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 has the authority, under statutes, to develop and implement its own subdivision controls, if it so chooses.

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 floodfringe 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 floodfringe 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 floodfringe 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 floodfringe 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 8.2).

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.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The town of Franklin does not currently maintain an Official Map.

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.

Table 8.1: Town of Franklin 2002 Land Use Summary

Land Use Type	"Rounded" Total Acres	Percentage of Total Land	Percentage of Developed Land
DEVELOPED			
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
Land Use Type	"Rounded" Total Acres	Percentage of Total Land	Percentage of Undeveloped Land
UNDEVELOPED			
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.

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.

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

Amount

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, some 15,000 acres of lands which could potentially be developed.

The General Plan Design has identified ample room to accommodate future growth projections along with market force considerations. Because of this ample space, looking to develop within identified natural areas for residential, commercial, industrial or other uses is not needed during the planning period. Developments, within this plan, will be afforded enough land options to incorporate open spaces, buffering, additional landscaping, street design, etc.

Price

Information on land prices were obtained from the Realtors Association of Northeast Wisconsin (2001) and comparing information obtained from an area assessing firm. Approximate costs per acre are:

- Commercial property - \$15,000 - \$20,000;
- Farm property (including hobby farms) - \$700 - \$1,200;
- Residential property - \$1,500 - \$11,000;

The prices of these lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties were attracting higher price listings.

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

The town will need to work to update the town's zoning map to reflect current uses within the town of Franklin and to include statements that 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 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.
2. Residential developments adjacent to the three “crossroad communities” will continue at higher densities to receive adequate services and to preserve the rural nature of the surrounding town.
3. The town of Franklin can expect an additional projected 83 dwelling units over the 20 year planning period.
4. The majority of farmlands will continue to be preserved in the town to allow for general crop farming.
5. Rural character will continue to be maintained in the town, preserving the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.
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, Bolt 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 industrial centers.
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. 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 choices.
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.

DESIGN YEAR LAND USE PROJECTIONS

Map 8.5 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.

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.

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 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.

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. Crossroad Communities
2. Low Density Residential Expansion Areas
3. Agricultural and Open Space
4. Commercial
5. Industrial
6. Governmental/Institutional
7. Park & Recreation
8. Environmental Corridors
9. Transportation
10. Communication/Utilities

Crossroad Communities (Bolt, Curran, Stangelville)

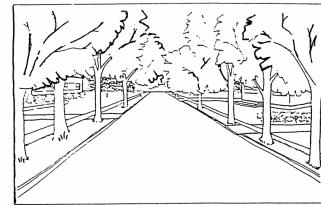
The intent of this classification is to maintain good quality developments compatible with the small community character envisioned within these three communities. These three communities will be the primary locations for new growth - thus promoting limited economic growth, a variety of housing choices, 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, having interconnecting streets and walkable neighborhoods. 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 detail 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 0.5 and two acres are preferred. Limited developments of duplexes, townhouses, condominiums, etc. are encouraged to complement the existing neighborhoods.
- 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. Thus, it is desirable to have larger lots develop on the outer edges of 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.** To help strengthen these two communities as future growth areas, developing more intensive uses will help draw people to these locations, help make the communities more walkable, assist by infilling these areas and help in creating a theme or well planned look to the community through architectural style, set backs, signage, etc.
- 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. **Future developments shall include the planting of street trees.** Trees add to street character, provide summer shade, reduce heat build-up from asphalt areas. Also, trees and shrubs add a variety to the streetscape and help distinguish public from private spaces. It is preferred that trees be a native species, and planted at 20 to 30 foot intervals within the road right-of-way.

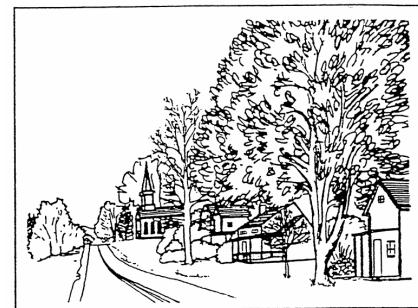


Tree-lined street

9. **Traditional Neighborhood development and Modified Grid development are to be encouraged within these communities.** Due to the varying topography within these communities and the proximity to natural features, new town roads will need to be developed in order to gain full access to infill those areas identified for future growth. These road designs are envisioned to allow for Traditional Neighborhood styles with short rectangular blocks, smaller lots, straight streets (grid pattern) as well as Modified Grid styles with longer blocks, curving streets and larger lots.

10. **Encourage back-lotting along CTH KB.** It is encouraged that back-lotting take place along CTH KB to limit the number of driveways along this route, increase visibility, improve on aesthetics, and increase safety. Back-lotting along county highways is preferred due to the high amount of traffic using the roads. Also, this will allow the county road to be free from traffic using multiple driveways to include potential school bus stops, mail delivery, garbage pickup - thus promoting ease of traffic flow. In addition, not having driveways fronting the highway will increase safety for children playing in their yards and driveways, especially if a sidewalk is not present. Back-lotting will also allow for landscape buffers on adjacent yards to minimize traffic noises, and can also add to the aesthetics and openness of the community.

11. **Community identity park and/or signage.** Parks are key factors in the health and function of a community. They provide people with recreational opportunities, improve the image of a neighborhood and create focal points for informal gatherings or public events. They also serve as attractive destinations for pedestrians, and provide visual breaks for higher-density development. In addition to these quality of life improvements, public open spaces help manage stormwater runoff, enhance surrounding land values, and protect natural and cultural resources from development. Each Crossroad Community should develop a park site/focal point within its limits along with or in conjunction with an “Identity Sign” - preferably located at the crossroad/center of the community or at an important future intersection. This could simply be a small grassed area with a flower garden, benches, decorative lighting, or a brick path along with an identity sign. Sites adjacent to existing centrally located cultural sites (e.g. churches) are a good location for open spaces.

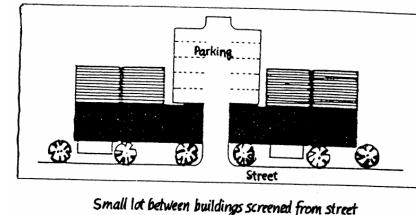


The church is sited at a major intersection

12. **Promote a mix in housing development.** Allowing small lots (meeting minimum zoning regulations), townhouses, small apartment/duplexes and mixed use buildings (commercial on

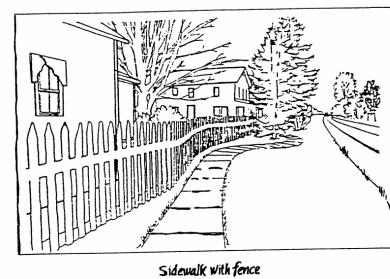
lower floor with residential on upper floor) all help to mix the development density, and increase the vitality and affordability of the community. Having a variety of lot sizes allows for a range in housing choices and affordability, while smaller frontage dimensions preserve the walkability of the community's streets.

13. **Sidewalks should develop along with increased development of the communities to handle increased pedestrian traffic and promote business activity.** Promote sidewalks in new subdivisions to promote walking to church, businesses, and parks while providing a safe place for residents to meet and children to play. As a minimum, sidewalks should be on at least one side of the road, and should involve a minimum width of five feet in residential areas and eight feet in front of commercial/business developments.
14. **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.



15. **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 neighborhood street.

16. **Promote the use of fences along the front yards of residences and businesses.** To assist with community character, promoting the use of low (up to four feet) fences, or landscape screens should be encouraged within these communities, especially along the county highways. Chainlink fences and high hedges create unfriendly barriers and should be avoided except in instances of back-lotting to the highway along the community's edges.



17. **Major streets should be built to accommodate at least one lane of paved parking.** This on-street parking should continue to be counted toward meeting non-resident parking requirements within the zoning ordinance. It has been shown that parked cars on the busy main street help to slow traffic, and encourage pedestrian use of businesses by dispersing parking and creating a buffer between the sidewalk and the street.

Low Density Residential Expansion Areas

(Bolt, Curran, Stangelville)

This plan has identified future residential areas adjacent to the crossroad communities to house the town's potential population increase. In order to allow for varying market forces (promoting competitive listings of lands available for sale at reasonable prices), and to accommodate those developers and residents wanting to have larger lots not recommended within the identified

crossroad communities, these lands were identified. Lots allowed within this classification will be between one and five acres, and subdivisions will be encouraged to develop with 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 expected/required to be sensitive to the existing natural features. These areas are envisioned to be developed with additional landscaping and screening from the roadways (to help hide development thus continuing the country appearance) and accessed from existing town or county roads through the use of one street or local drive rather than multiple town roads or driveways (thus limiting access problems, disruption of views, etc.). Additionally, the developments will be set back appropriately to best preserve existing natural resources on the site.
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, 2) provide a gradual transition from the countryside to the Crossroad Communities, and 3) most importantly, preserve prime farmlands elsewhere from conversion to large subdivisions. By having residential development locate adjacent to the crossroad communities, providing services in the future will be more efficient and economical.
4. **Establishing regulatory tools and bonuses for developers will aid in achieving this use.** The town should invest in a Subdivision Ordinance to ensure that development is complementary to its vision. This ordinance would include site review procedures, engineering requirements, setbacks, density preferences, and the preservation of open spaces. Also, by using the Subdivision Ordinance as a basis of approval, agreements with the developer can be made to develop a mutual benefit (between the town and developer) within these developments - such as for allowing an additional development site (bonus) in exchange for additional contiguous lands set aside for environmental protection or parklands.

Agricultural and Open Space

The Agricultural and open space classification was developed based upon the principle that the town will strongly encourage the preservation of 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.

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. 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 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 (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.** 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. The town officials and residents need to remember that the homes may be built and occupied, but they should all stay on one parcel - no splits. These additional homes should not be split from the "mother parcel" or the original 35 acre parcel; to do so only fragments the countryside, and makes these homes available to non-related/non-farming occupants later.
- 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. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface 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.** In order to make an educated decision on converting lands to residential the town needs to consider the following questions:

- Will the development remove Class I and II soils 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).

8. **Mega-farming operations should be addressed.** The trend in farming within the State of Wisconsin and Northeast Wisconsin is showing that smaller, family-owned farms have difficulty trying to compete with the larger farming operations, which eventually leads to the smaller farms ceasing operations and possibly selling out to developers just to survive. This in turn, could change the landscape of the town as a whole, and possibly create conflicts between different types of land uses, increase taxes, increase demand for services (i.e. roads - sheriff - fire - snow removal - etc.), increase school enrollments, etc.

- To address the mega-farming issue, it is recommended that the town, along with UW-Extension, Town Association, Kewaunee County, and other professional agencies develop a program to discuss several issues including the potential impacts that these corporate farms pose to the environment, as well as how mega-farms can affect a community's character (i.e. the use of excessive lighting at night, hours of operation, damages to roads, increased use of town roads, parking of equipment, storage of feed and manure, land purchases for the purpose of spreading manure, etc.

Commercial

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 neighborhood 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. **Resort type development on Engeldinger Lake as a permitted option.** Due to the limitations for access to Engeldinger Lake, the possibility of a resort/campground/hotel or other development allowing public access is seen as being complementary to the future development of the town. Multi-family, condominiums or other intensive private uses are not recommended for the lake unless integrated into a plan allowing for public access.
5. **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.
6. **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

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 Village of Denmark or 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.
2. **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.
3. **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.

Governmental/Institutional

This plan identifies the 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 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.

Park & 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.

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

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) 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 around the town’s existing three crossroad communities. Development of these areas will allow for more orderly and efficient development patterns, will allow for a mixture of uses (residential, light industrial, commercial, recreational, etc.), and will be in close proximity to existing services, such as natural gas mains. 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. steering developments to areas within the town in order to minimize land use conflicts;
3. understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
4. promoting environmental corridors to serve as natural buffers, which will help lessen conflicts;
5. preserving productive farmland within the town;
6. maintaining the town's rural and open space character;
7. steering more intensive development toward crossroad communities in order to promote more efficient development patterns;
8. cooperating with the surrounding towns and with Kewaunee County; and
9. 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.

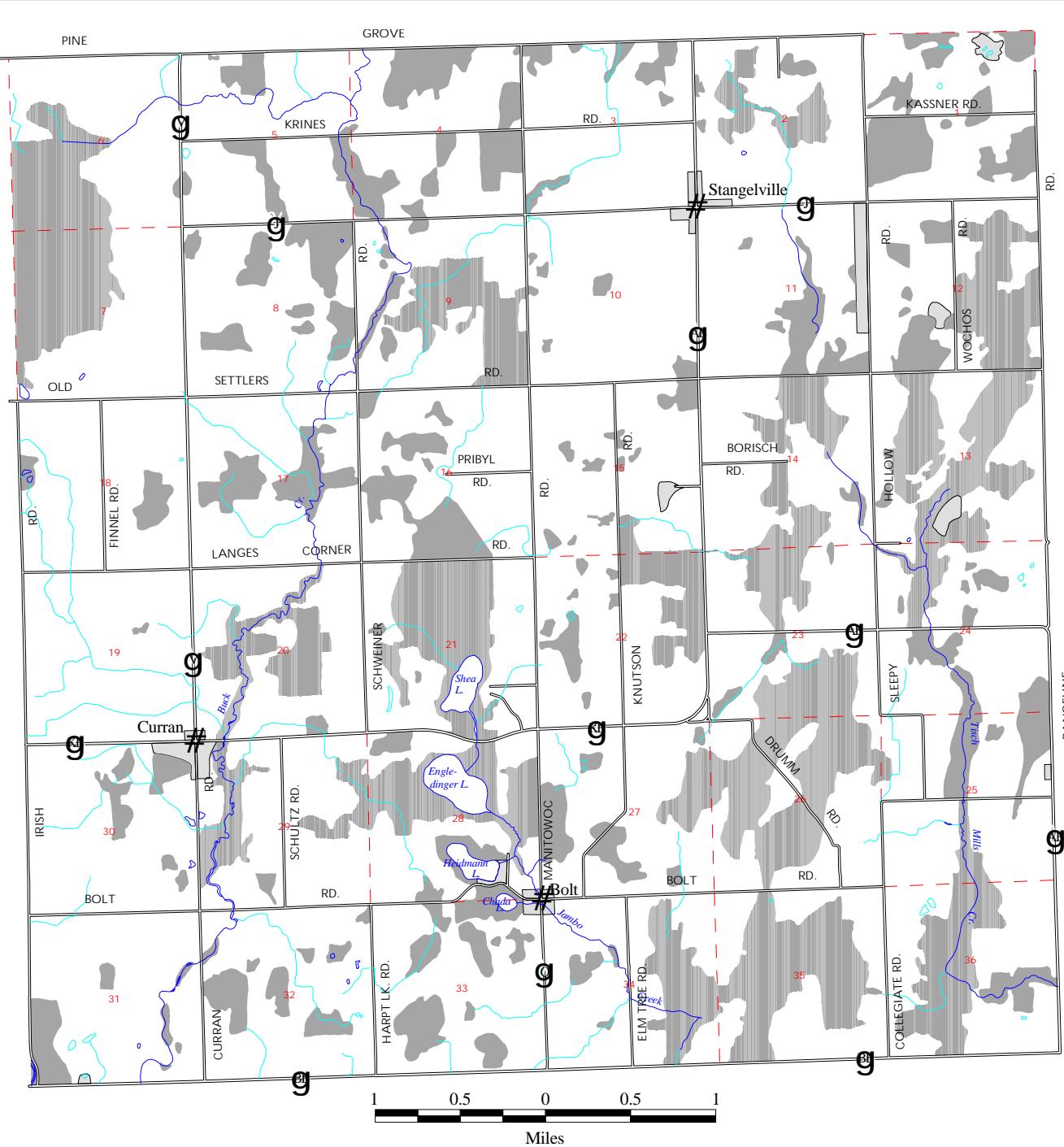
Table 8.2: 2023 General Plan Design Acreage Calculations, Town of Franklin

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 Town of Franklin Kewaunee County, Wisconsin



Map Features

- # Cross Road Community
- U County Highway
- △ Local Road
- Surface Water Features
- RR Railroad Corridor
- Section Line
- 36 Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



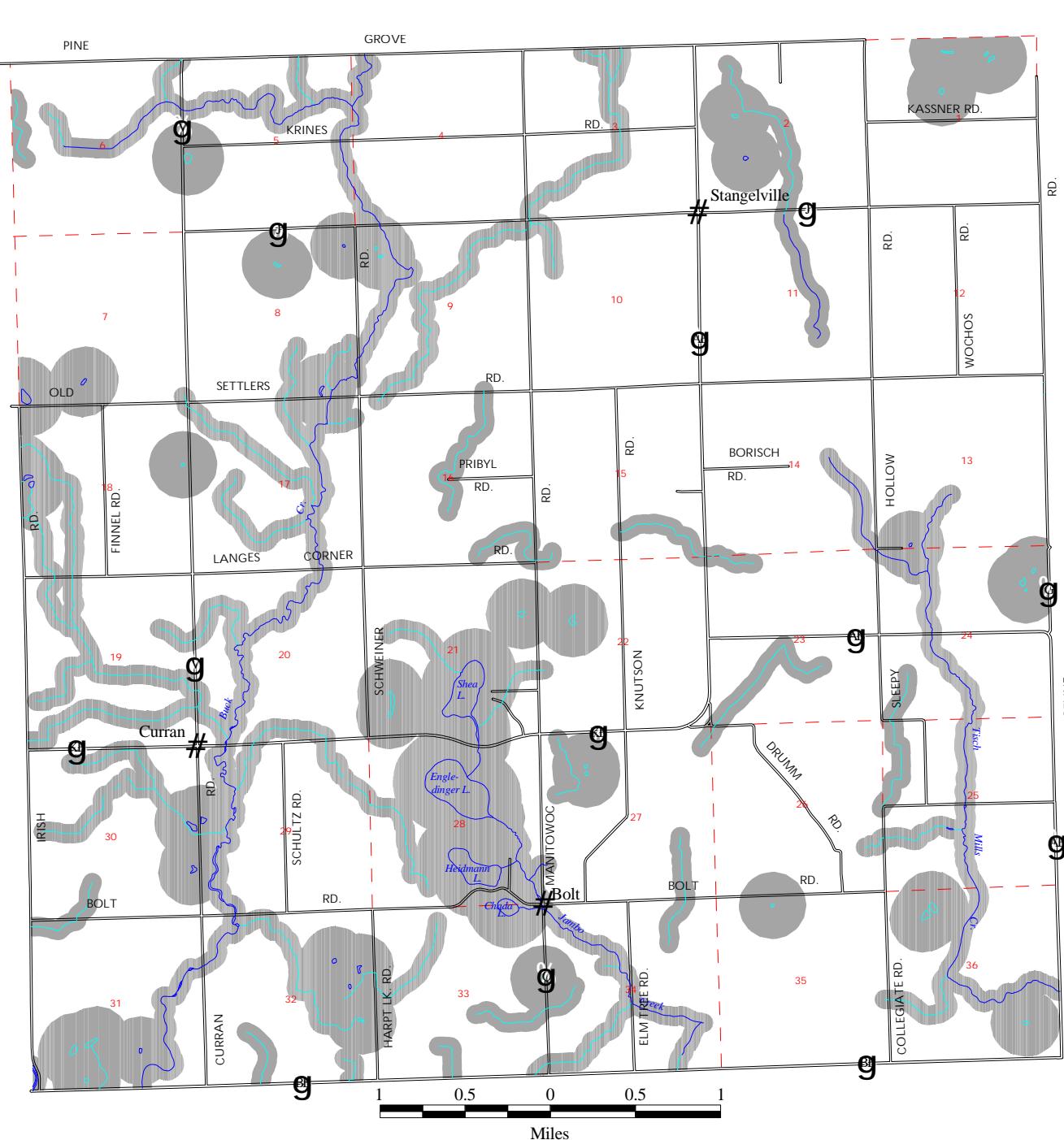
Map 8.2

Shorelands

Town of Franklin

Kewaunee County, Wisconsin

Shoreland Zone



Map Features

- # Cross Road Community
- County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

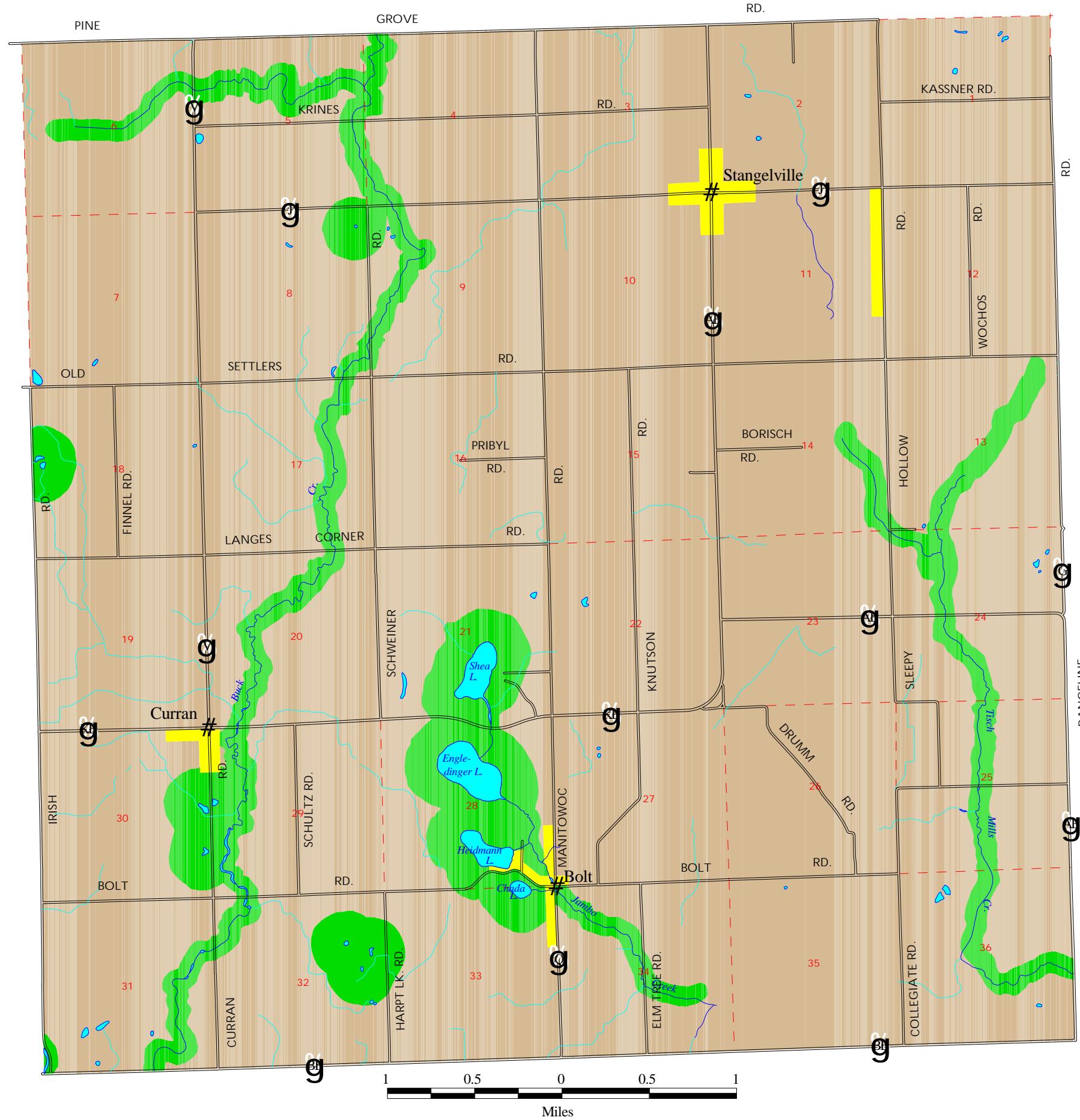
Source: Bay-Lake Regional Planning Commission, 2002.



Zoning

Town of Franklin

Kewaunee County, Wisconsin



- A-1 Prime Agricultural Land District
- A-2 Agricultural - Rural Residential District
- C-1 Conservancy District

Note:
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Map Features

- # Cross Road Community
- C County Highway
- L Local Road
- SWF Surface Water Features
- RC Railroad Corridor
- SL Section Line
- SN Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



2002 Land Use

Town of Franklin

Kewaunee County, Wisconsin



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands, Wetlands, Undeveloped Open Space
- Land Under Development

Map Features

- # Cross Road Community
- U County Highway
- Local Road
- Surface Water Features
- Railroad Corridor
- Section Line
- 36 Section Number

Source: Bay-Lake Regional Planning Commission, 2002.

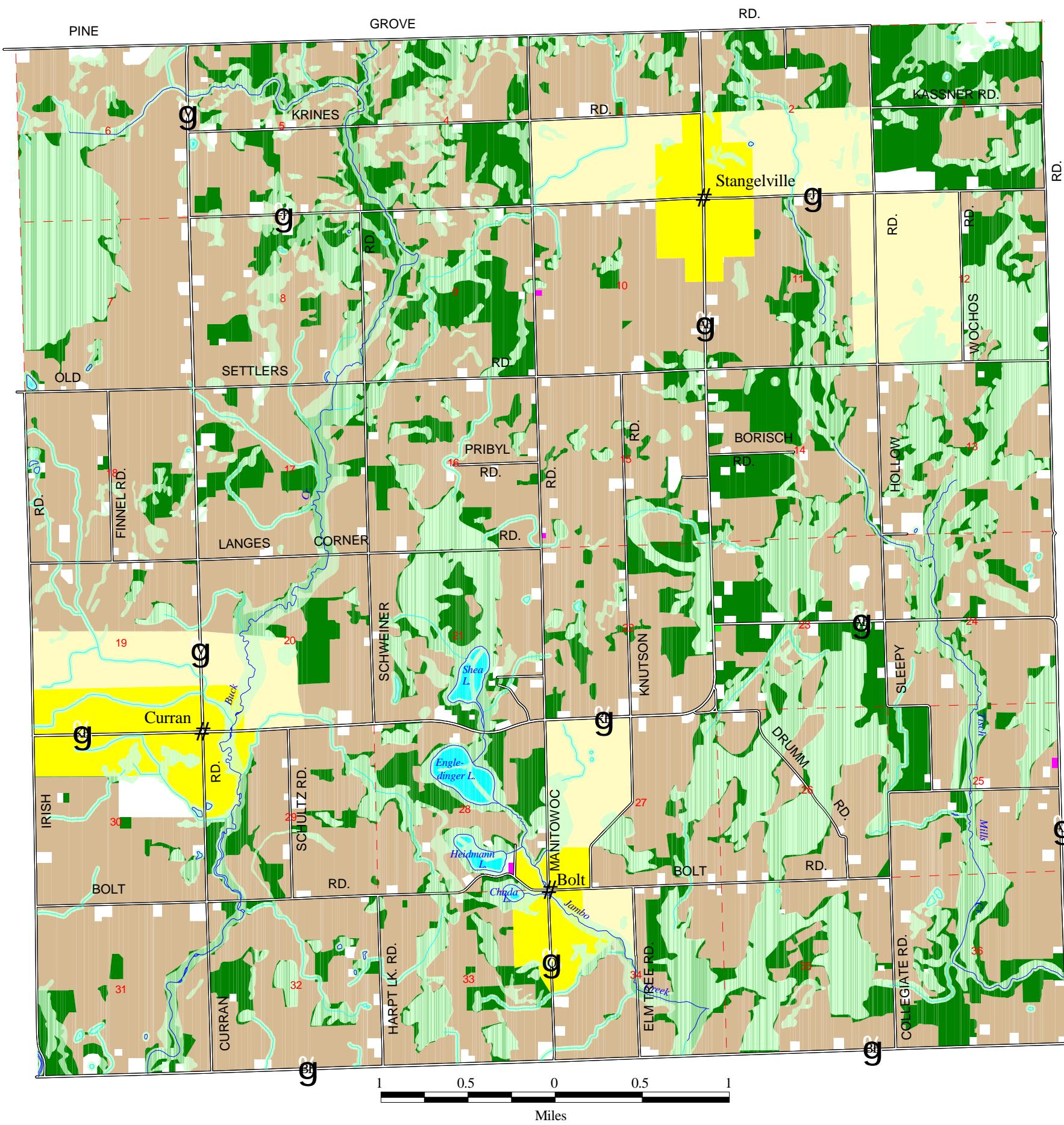


Map 8.5

2023 General Plan Design

Town of Franklin

Kewaunee County, Wisconsin



Map Features

- # Cross Road Community
- U County Highway
- Local Road
- Surface Water Features
- Section Line
- 36 Section Number

Source: Bay-Lake Regional Planning Commission, 2002.



Chapter 9 - IMPLEMENTATION

INTRODUCTION

Due to this being the town of Franklin's first comprehensive plan, it is important that the town quickly understand the connection between planning and land use controls i.e. zoning ordinances. This last chapter holds the keys to many of the ideas expressed in previous chapters, and thus should be the most reviewed within this document. The town needs to keep in mind that if it does not progress on the specific actions laid out within this chapter, that the entire comprehensive plan could fail in its role as a guide.

Examples of implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an Official Map;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, for example, a rezoning request or a capital expenditure, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

SUMMARY AND IMPLICATIONS

This chapter provides information on the comprehensive plan amendment/update process and its overall use by the town of Franklin. Specific information on various statutory powers that the town may utilize to effectively implement the comprehensive plan are also included in this chapter. Overall, the town has operated with few established land use controls, referring to county ordinances in many cases. This has served the town well, and may continue to do so in the near future. However, for the town to handle specific goals, concerns, and growth management, it will need to strengthen some of the language within existing ordinances or create new ordinances altogether. Education is the key for the town of Franklin on land use matters. Educating town officials (Town Board and Town Plan Commission) as well as the town residents and neighboring communities on land use and its controls is the most vital element in preserving the character and way of life of the township. To ensure the town is developing the way the people want it to, key implementation actions have been identified. It is hoped that these actions will in turn create additional actions towards achieving the town's overall vision.

Role of the plan

Section 66.1001 of the Wisconsin State Statutes states that the town's land use controls must be consistent with its adopted comprehensive plan. When reviewing any petition or when amending any land controls within the town, the plan shall be reviewed, and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. Prior to a decision being made that is inconsistent with the goals of the comprehensive plan, the comprehensive plan must be amended to include this change in policy.

Role of the Elected Officials

The elected officials must make their decisions from the standpoint of overall community impact - tempered by site specific factors. In this, they must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

Role of the Town Plan Commission

The powers and duties of the Town Plan Commission are set in Wisconsin Statutes and within any town ordinances establishing it. Overall, the Town Plan Commission should promote good planning practices while keeping the public and Town Board well-informed on planning issues. A major function of the Town Plan Commission is to prepare a comprehensive plan and oversee its recommendations, making recommended amendments to it from time to time in order to keep it current and thus a valuable planning tool. The Town Plan Commission will also ensure that existing and future ordinances (or other land use controls) are consistent with the adopted comprehensive plan.

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

The town of Franklin has a simple yet effective zoning ordinance in place. Though the ordinance has only three zoning districts, it is quite inclusive. The town may wish to create a code of ordinances adding to the regulating controls it has, while not altering the existing Zoning Ordinance, for example: add a stand alone Sign Control Ordinance, or a Lighting Control Ordinance, etc.

- The town should work with the county and neighboring municipalities when developing new ordinances. Many communities have already gone through the same process as the town and will likely be a good source of information on the latest controls, possible pitfalls, and how well "their" ordinances have worked.

Official Maps

Under §62.23(6), the town board (with village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

- Given the rural character and abundance of agricultural lands in the town of Franklin, it is recommended that the town begin the official map process in specific areas where more intensive development are to take place, (such as within and adjacent to the crossroad communities of Curran, Bolt, and Stangelville) as opposed to the entire township. One method is to take the county parcel map and add to it all approved subdivision layouts the town has approved.
- Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. If approved, the plans would be incorporated as part of the Official Map of the town. Thus, developers would be required to assure the town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

Sign Regulations

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and “community character”. As signs become more bold, have greater illumination directed at them, and have greater square footage, the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention, and makes communities appear the same.

- The town should strengthen existing sign controls within the Town Zoning Ordinance or create and adopt a separate Sign Control Ordinance that will prohibit the types of signs and their added features that disrupt the countryside, are not deemed to add positively to the community character of the town and may negatively alter the town’s look for future generations.

Erosion and Storm Water Control Ordinances

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management ordinance. Kewaunee County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The town of Franklin should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the long term, the town may wish to enforce such an ordinance themselves, though it is not recommended that the town undertake this responsibility within the planning period.
- Additionally, the town can secure grant monies for stormwater management from agencies such as the Wisconsin Coastal Management Program, U.S. EPA Great Lakes Protection Fund, Wisconsin Department of Agriculture Watershed Programs, etc.

Historic Preservation Ordinances

As communities progress, historic preservation ordinances can assist them in protecting their culture and history. The ordinances provide identification, protection, enhancement, perpetuation and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a communities historical, architectural, archaeological, cultural, or aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

- The town may wish to adopt a historical preservation ordinance identifying possible historical districts, structures, landmarks, etc. that are significant elements detailing the town's history. The ordinance should also describe ways to renovate and restore structures or sites that reflect Franklin's history.

Design Review Ordinances

Design review can accompany many different development aspects and assists communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types and colors will have to be specifically identified within any ordinance.

- The town may wish, in the future, to explore the use of such ordinances to promote a specific look for an identified area within the town, such as along its county highways or adjacent to the town's "doorways", or within identified crossroad communities or within an established industrial or commercial area.

Economic Development Committee

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality's economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically represent a broad spectrum of the community's business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- Kewaunee County has an Economic Development Agency. It is recommended that the commercial and industrial needs of the town be expressly conveyed to this agency in order to attract the desired commercial and industrial growth in the future.

Building/Housing Codes

Towns without building inspectors should work closely with their counties in the enforcement of all applicable building/housing codes to ensure that properties are adequately maintained to preserve the desired character of the town and to protect property values. This is important especially for those older areas within the town and for properties that are not owner occupied.

- The town should review the existing codes with the county to determine their effectiveness within the town and consider requiring a home inspection on all new developments as part of the building permitting process. The town can appoint a town building inspector who would be compensated by fees paid by builders.

Floodplain Ordinance

Kewaunee County regulates, through its Floodplain Ordinance, development within the designated FEMA floodplain areas. These regulations limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire town. To do so the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Sanitary Codes

The town will need to work with Kewaunee County to ensure that strict compliance with all sanitary codes are adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values.

- The town will want to review code enforcement with the county to determine its effectiveness within the town (making sure all septic systems are in good working order and appropriate fines are levied to encourage compliance), and the town will need to stay informed on any future changes to code minimum standards (such as with COMM 83) which may affect residents and their lands as well as the impacts to the natural environment.

Subdivision Ordinances

Section 236 of the Wisconsin Statutes regulates the division of land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. The subdivision ordinance is related to the zoning ordinance in that the zoning ordinance regulates the lot size, density, and use of the land, while the subdivision ordinance regulates the platting, or mapping, of newly created lots, streets, easements, and open areas. Most importantly, the subdivision ordinance helps implement the comprehensive plan. A basis of the approval of a subdivision is its conformance or consistency with a local comprehensive plan. A subdivision ordinance would also allow the town to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition, a

subdivision ordinance would allow the town to set construction standards and timelines for improvements such as streets. The town could also require dedication of parks and playgrounds or a fee-in-lieu of dedication as a condition of approval of a subdivision, thus implementing another aspect of the comprehensive plan.

- It is recommended that the town of Franklin explore developing and adopting a subdivision ordinance requiring dedication of recreational areas by developers and regulating how lots are developed, arranged within specific areas. It is recommended that any ordinance be developed jointly with assistance from Kewaunee County, BLRPC and/or other planning services.
- The town can petition the county to amend the Kewaunee County Subdivision Ordinance to include specific town wishes/standards or the town can develop and adopt a Town Subdivision Ordinance to regulate future developments itself. This ordinance is a primary tool used for implementation of the comprehensive plan – since it regulates how a development is laid out, thus promoting many of the comprehensive plan's goals and recommendations.

Lighting Controls/Ordinances

As development encroaches upon the countryside, communities find that not only are the open spaces and natural features being altered, but also the night sky they enjoy in the evenings. Yard lighting can change the character of a town as surely as any physical developments. This is indeed the case when lighting is deemed excessive - such as in the case of many industrial uses (i.e. lighting of stockyards, parking lots, equipment yards, etc.). This is also the case in night operations of many Factory Farms.

Direct lighting or glare can and should be regulated in order to maintain the community character of the town so many want to preserve. Many light manufacturers have light cutoff shields that will limit or remove glare, thus increasing the light's effectiveness and thus lowering its overall energy consumption (adding savings to the owner). Today, lighting and its evening glare is one of the chief complaints residents have in communities across this state and nation and the manufacturers of lights have positively responded. There are many examples today of gas stations, malls, as well as street lighting that have non-glare lighting. The technology exists and non-glare lighting is no more expensive than the older inefficient lighting. The use of excessive lighting that glares across the countryside is by choice, or by a lack of understanding, but is no longer by necessity.

- As with other communities, it is strongly encouraged that the town consider a lighting control ordinance governing excessive light glare, especially over any operation that continues into the evening hours or may intrude on neighboring parcels or impact drivers' visibility.
- There are a number of informational sources on combating excessive lighting and the aesthetic benefits as well as safety benefits of doing so. The most accessible is on the internet - having specific ordinances, examples of other communities steps with dealing with companies, e.g. gas stations, and photo examples of how lighting can degrade a community or business district.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing a community survey as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data, and town infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the final General Plan Design Map as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure consistency within and between elements in the future.

IMPLEMENTATION MILESTONES

Implementation Timeline										
Category	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Planning Elements			Review Chapters' Goals & Evaluate Against WDOA Population Estimates		Review Chapters' Goals & Evaluate Against WDOA Population Estimates				Plan Commission Gathers Needed Information to Update Plan	Review & Update Plan
Governmental	On-Going Education/Training of Plan Commission				Review Chapters' Projections & Compare to Latest Information			Contact Consultant to Update Plan		Adopt Plan by Ordinance
Ordinances	Initiate Ordinance Updates	Complete Ordinance Updates			Revise Ordinances as Appropriate					Review & Amend Ordinances
Intergovernmental	Establish Meetings to Work With Other Communities	On-Going Evaluation of Shared Goals			Evaluate Shared Goals					Continue Intergovernmental Cooperation

Source: Bay-Lake Regional Planning Commission, 2002.

PROCESS FOR UPDATING PLAN

As directed by §66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following §66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

- It is envisioned that the comprehensive plan will be amended with the assistance of a Town of Franklin Plan Commission and that this Commission will follow the amendment process as outlined under §66.1001 (4)(b). Questions on procedures and resolution/ordinance languages can be forwarded to the Bay-Lake Regional Planning Commission for assistance.

ACTION PLAN

The following is a plan of the key implementation activities that need to be followed to ensure initial progress is made after the adoption of the comprehensive plan. The Action Plan identifies the activity (**What**) and the appropriate body (**Who**) that would have the responsibility for carrying out the activity. The timeframe the activity needs to be initiated for most applicability (**When**) is also identified - usually within the first year of the plan's adoption. The actions are as follows:

Town of Franklin Action Plan

- 1. Activity** Establish a Town Plan Commission to administer the Comprehensive Plan.
Who: Chief Elected Officials
When: Immediately after the adoption of the comprehensive plan or as close to the adoption as possible.

- 2. Activity** Discuss the town's intentions regarding future commercial and industrial development within the town with the Kewaunee County Economic Development Agency, and neighboring communities.
Who: Plan Commission and Chief Elected Officials
When: Within six months of adoption of the plan.

- 3. Activity** Administer the comprehensive plan's recommendations, and monitor/update the statistical projections within the comprehensive plan.
Who: Town Plan Commission
When: Ongoing/ minor update of plan's components every three to five years, a complete update of the plan after ten years.

- 4. Activity** Communicate the town plan's vision, goals and preferred development map with neighbors so as to identify shared goals, visions, and development efforts to the mutual well being of the area.
Who: Town Plan Commission
When: Within first year after adoption of the plan

- 5. Activity** Review the Town Zoning Ordinance and include additional language dealing with development control measures regarding the Environmental Corridor/Conservation District of the town, lighting within the town, and signage controls limiting billboards.

Who: Town Plan Commission, Chief Elected Officials - Special Committee
When: Upon the adoption of the plan

6. Activity Work on educating the town residents on non-traditional methods of development such as Conservation Subdivisions, Cluster Districts, Traditional Neighborhoods, cost of development to the entire town, impacts on natural resources, stewardship grants available, etc. - that will promote the plans of the town to allow creative development opportunities while protecting and enhancing the natural resources of the town.

Who: Chief Elected Officials, Town Plan Commission/UW-Extension
When: Begin within six months of the adoption of the plan, establish an ongoing schedule to last throughout the 20 year planning period.

APPENDIX A
DETAILED LAND USE TABULATION

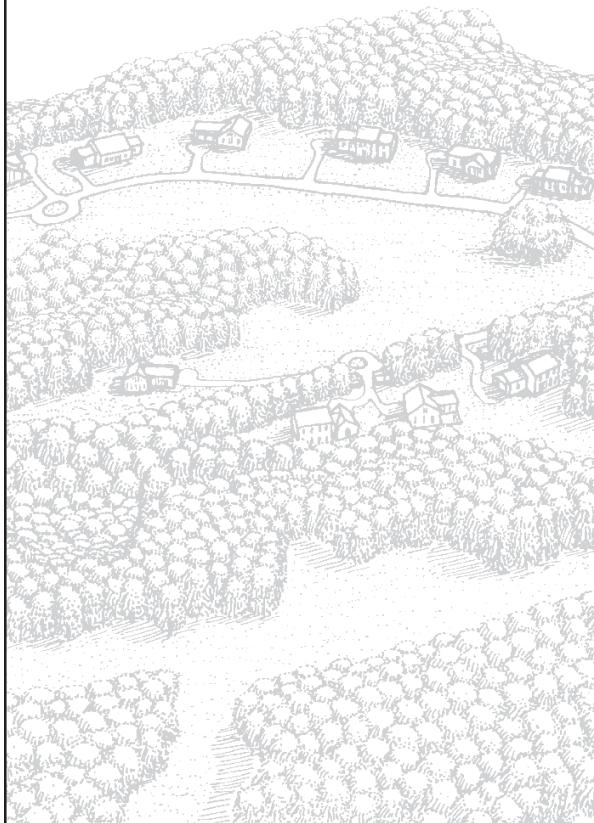
2002 TOWN OF FRANKLIN DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	378.0
170	Group Quarters	1.3
180	Mobile Homes	31.2
199	Vacant Residence	2.6
200	COMMERCIAL	
210	Retail Sales	5.8
300	INDUSTRIAL	
310	Manufacturing	87.4
360	Extractive	57.3
381	Open Storage	14.4
382	Enclosed Storage	73.0
400	TRANSPORTATION	
412	State Highways	72.5
413	County Highways	159.4
414	Local Streets and Roads	436.1
500	COMMUNICATION/UTILITIES	
551	Major Natural Gas Transmission	0.3
580	Waste Processing/Disposal/Recycling	1.6
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
610	Administrative/Institutions/Governmental	0.5
614	Municipal Garages	0.6
684	Fraternal Organizations/Clubhouses	1.6
694	Fraternal Organizations/Clubhouses	6.7
700	OUTDOOR RECREATION	
736	Parks/Parkways/Trails/Forest Related Picnic Areas	0.9
741	Playfields/Ball Diamonds/Volleyball Courts	2.2
800	AGRICULTURE/SILVICULTURE	
810	Croplands/Pastures	13,818.9
870	Farm Buildings/Accessories	298.9
899	Vacant Agricultural Buildings	13.7
900	NATURAL AREAS	
911	Lakes	107.1
912	Reservoirs and Ponds	29.1
913	Rivers and Streams	4.7
950	Other Natural Areas	1,512.9
951	Woodlands	6,127.3
TOTAL ACREAGE		23,245.8

APPENDIX B
CONSERVATION BY DESIGN

Growing Greener

Conservation by Design



Communities across Pennsylvania are realizing that they can conserve their special open spaces, greenways and natural resources **at the same time** they achieve their development objectives. How? Conservation through local zoning and subdivision ordinances, an approach we're calling *Growing Greener: Conservation by Design*. If you want your community to take control of its destiny and ensure that new development creates more livable communities in the process, the *Growing Greener: Conservation by Design* approach might be right for you.



Background

This booklet summarizes how municipalities can use the development process to their advantage to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. Communities **can** take control of their destinies so that their conservation goals are achieved in a manner fair to all parties concerned. All that is needed are some relatively straightforward amendments to municipal comprehensive plans, zoning ordinances and subdivision ordinances. These steps are described on the pages that follow.

Growing Greener: Conservation by Design is a collaborative program of the Pennsylvania Department of Conservation and Natural Resources (DCNR); the Governor's Center for Local Government Services; Natural Lands Trust, Inc., a regional land conservancy located in Media, PA; and an advisory committee comprised of officials from state and local agencies including the Pennsylvania Environmental Council, the Pennsylvania State University Cooperative Extension, and other non-profits and the private sector. The program is based on the work of Randall Arendt, Senior Conservation Advisor at Natural Lands Trust, and Michael Clarke, former president of Natural Lands Trust.

How Do I Learn More?

The following services are available in Pennsylvania: (1) educational workshops, held at the county and regional level, for local officials, developers and others involved in making land use decisions; and presentations at conferences; (2) technical assistance for communities—primarily in the form of assessments of land use regulations, ordinance assistance and design services; and (3) training for professionals interested in learning how to write the ordinances and use the design methods that implement the *Growing Greener: Conservation by Design* standards.

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Putting Conservation into Local Codes

The Conservation Design Concept

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Although such opportunities are seldom taken in many municipalities, this situation could be reversed fairly easily by making several small but significant changes to three basic local land-use documents—the comprehensive plan, the zoning ordinance and the subdivision and land development ordinance. Simply stated, Conservation Design rearranges the development on each parcel as it is being planned so that half (or more) of the buildable land is set aside as open space. Without controversial “down zoning,” the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected network of community green spaces. This “density-neutral” approach provides a fair and equitable way to balance conservation and development objectives.

Four Keys to Conservation

Communities protect open space because it protects streams and water quality, provides habitat for plants and animals, preserves rural “atmosphere,” provides recreational areas, protects home values and reduces costs of municipal services. In short, land conservation makes your community a better place to live. Four basic actions underlie the Growing Greener process:

1 Envision the Future: Performing “community assessments”

Successful communities have a realistic understanding of their future. The assessment projects past and current development trends into the future so that officials and residents may easily see the long-term results of continuing with current ordinance provisions. Communities use this knowledge to periodically

review and adjust their goals and strategies for conservation and development.

2 Protect Open Space Networks Through Conservation Planning

Successful communities have a good understanding of their natural and cultural resources. They establish reasonable goals for conservation and development—goals that reflect their special resources, existing land use patterns and anticipated growth. Their comprehensive plans document these resources, goals and policies. The plan contains language about the kinds of ordinance updating and conservation programs necessary for those goals to be realized. A key part of the Comprehensive Plan is a *Map of Potential Conservation Lands* that is intended to guide the location of open space in each new subdivision as it is being laid out.

3 Conservation Zoning: A “Menu of Choices”

Successful communities have legally defensible, well-written zoning regulations that meet their “fair share” of future growth and provide for a logical balance between community goals and private landowner interests. They incorporate resource suitabilities, flexibility, and incentives to require the inclusion of permanent conservation lands into new subdivisions. The five zoning options summarized in this publication and described in detail in the *Growing Greener* manual respect the private property rights of developers without unduly impacting the remaining natural areas that make our communities such special places in which to live, work, recreate and invest in.

4 Conservation Subdivision Design: A Four-Step Process

Successful communities recognize that both design standards and the design process play an important part in conserving community resources. Such communities adopt subdivision codes which require detailed site surveys and analyses identifying the special features of each property, and introduce a simple methodology showing how to lay out new development so that the majority of those special features will be permanently protected in designated conservation areas or preserves. To a considerable extent, those preserves within new subdivisions can be pre-identified in the Comprehensive Plan so that each such area will form an integral part of a community-wide network of protected open space, as noted above.

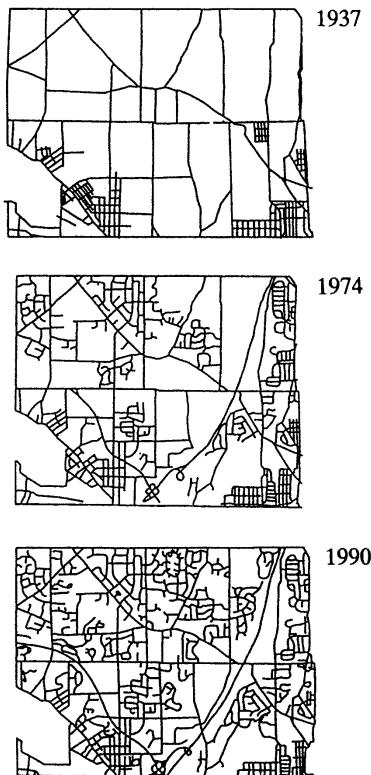


Figure 1

The pattern of “wall-to-wall subdivisions” that evolves over time with zoning and subdivision ordinances which require developers to provide nothing more than houselots and streets.

1 Envisioning the Future Performing “Community Assessments”

The “community assessment” visioning process helps local officials and residents see the ultimate result of continuing to implement current land-use policies. The process helps start discussions about how current trends can be modified so that a greener future is ensured.

Sad but true, the future that faces most communities with standard zoning and subdivision codes is to witness the systematic conversion of every unprotected acre of buildable land into developed uses.

Most local ordinances allow or encourage standardized layouts of “wall-to-wall houselots.” Over a period of decades this process produces a broader pattern of “wall-to-wall subdivisions” (see Figure 1). No community actively plans to become a bland suburb without open space. However, most zoning codes program exactly this outcome (see Figure 2).

Municipalities can perform assessments to see the future before it happens, so that they will be able to judge whether a mid-course correction is needed. A community assessment entails an evaluation of the land-use regulations that are currently on the books, identifying their strengths and weaknesses and offering constructive recommendations about how they can incorporate the conservation techniques described in this booklet. It should also

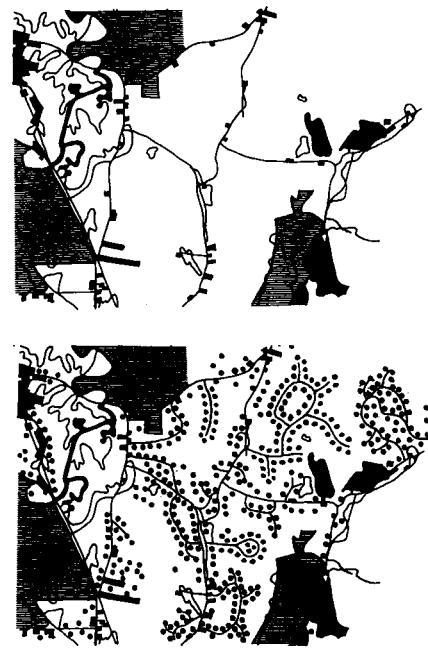


Figure 2

A matching pair of graphics, taken from an actual “build-out map,” showing existing conditions (mostly undeveloped land) contrasted with the potential development pattern of “checkerboard suburbia” created through conventional zoning and subdivision regulations.

include a realistic appraisal of the extent to which private conservation efforts are likely to succeed in protecting lands from development through various nonregulatory approaches such as purchases or donations of easements or fee title interests.

The following parts of this booklet describe practical ways in which communities can take control of their destinies so that conservation goals will be achieved simultaneously with development objectives, in a manner that is fair to all parties concerned. Three interrelated documents—the Comprehensive Plan, Zoning Code and Subdivision and Land Development Code, stand together like a three-legged stool providing a balanced footing for achieving a municipality's conservation goals.

2 Protecting Open Space Networks Through Conservation Planning

Although many communities have adopted either Comprehensive Plans or Open Space Plans containing detailed inventories of their natural and historic resources, very few have taken the next logical step of pulling together all that information and creating a *Map of Potential Conservation Lands*.

Such a map is vitally important to any community interested in conserving an interconnected network of open space. The map serves as the tool which guides decisions regarding which land to protect in order for the network to eventually take form and have substance.

A *Map of Potential Conservation Lands* starts with information contained in the community's existing planning documents. The next task is to identify two kinds of resource areas. *Primary Conservation Areas* comprise only the most severely constrained lands, where development is typically restricted under current codes and laws (such as wetlands, floodplains, and slopes exceeding 25%). *Secondary Conservation Areas* include all other locally noteworthy or significant features of the natural or cultural landscape—such as mature woodlands, wildlife habitats and travel corridors, prime farmland, groundwater recharge areas, greenways and trails, river and stream corridors, historic sites and buildings, and scenic viewsheds. These Secondary Conservation Areas are often best understood by the local residents who may be directly involved in their identification. Usually these re-

source areas are totally unprotected and are simply zoned for one kind of development or another.

A base map is then prepared on which the Primary Conservation Areas have been added to an inventory of lands which are already protected (such as parks, land trust preserves, and properties under conservation easement). Clear acetate sheets showing each kind of Secondary Conservation Area are then

laid on top of the base map in an order reflecting the community's preservation priorities (as determined through public discussion).

This overlay process will reveal certain situations where two or more conservation features appear together (such as woodlands and wildlife habitats, or farmland and scenic viewsheds). It will also reveal gaps where no features appear.

Although this exercise is not an exact science, it frequently helps local officials and residents visualize how various kinds of resource areas are connected to one another, and enables them to tentatively identify both broad swaths and narrow corridors of resource land that could be protected in a variety of ways.

Figure 3 shows a portion of a map prepared for one Chester County township which has followed this approach.

The planning techniques which can best implement the community-wide *Map of Potential Conservation Lands* are Conservation Zoning and Conservation Subdivision Design. These techniques which work hand in hand are described in detail below. Briefly stated, conservation zoning expands the range of development choices available to landowners and developers. Just as importantly, it also eliminates the option of creating full-density "checkerboard" layouts that convert all land within new subdivisions into houseslots and streets.

The second technique, "conservation subdivision design," devotes half or more of the buildable land area within a residential development as undivided permanent open space. Not surprisingly, the most important step in designing a conservation subdivision is to identify the land that is to be preserved. By using the community-wide *Map of Potential Conservation Lands* as a template for the layout and design of conservation areas within new subdivisions, these developments help to create an interconnected network of open space spanning the entire municipality.

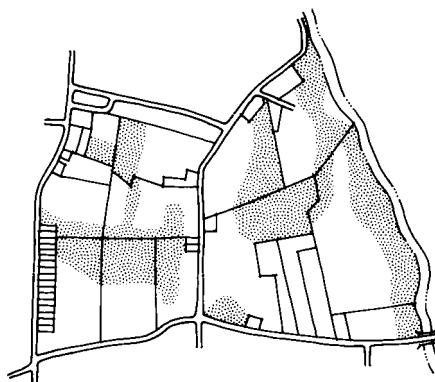


Figure 3
Part of a *Map of Potential Conservation Lands* for West Manchester Township, York County. West Manchester's map gives clear guidance to landowners and developers as to where new development is encouraged on their properties. Township officials engaged a consultant to draw, on the official tax parcel maps, boundaries of the new conservation lands network as it crossed various properties, showing how areas required to be preserved in each new development could be located so they would ultimately connect with each other. In this formerly agricultural municipality the hedgerows, woodland remnants, and the riparian buffer along the creek were identified as core elements of the conservation network.

Figure 4 shows how the open space in three adjoining subdivisions has been designed to connect, and illustrates the way in which the *Map of Potential Conservation Lands* can become a reality.

Figure 5 provides a bird's-eye view of a landscape where an interconnected network of conservation lands has been gradually protected through the steady application of conservation zoning techniques and conservation subdivision design standards.

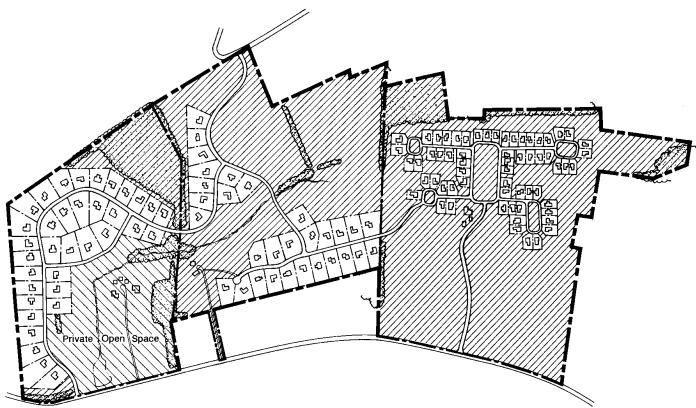


Figure 4

The conservation lands (shown in gray) were deliberately laid out to form part of an interconnected network of open space in these three adjoining subdivisions.

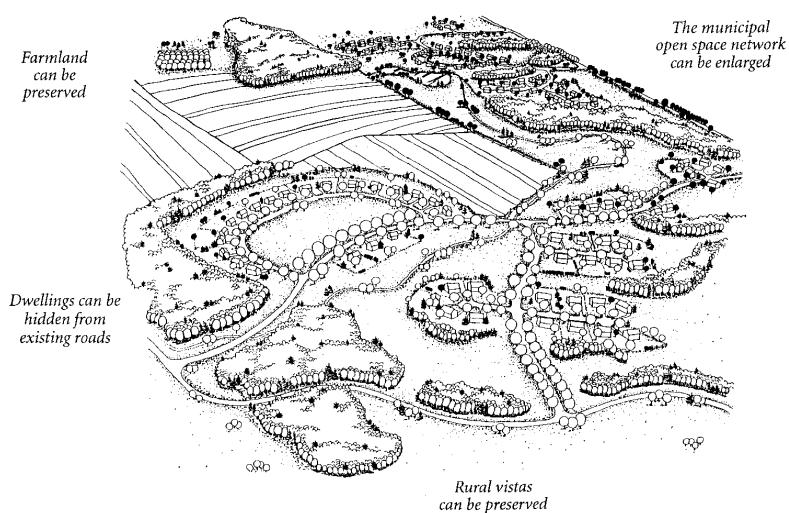


Figure 5

This sketch shows how you can apply the techniques described in this booklet to set aside open space which preserves rural character, expands community parkland and creates privacy for residences. (Source: Montgomery County Planning Commission)

3 Conservation Zoning A "Menu" of Choices

The main reason subdivisions typically consist of nothing more than houselots and streets is that most local land-use ordinances ask little, if anything, with respect to conserving open space or providing neighborhood amenities (see Figure 6).

Communities wishing to break the cycle of "wall-to-wall houselots" need to consider modifying their zoning to actively and legally encourage subdivisions that set aside at least 50 percent of the land as permanently protected open space and to incorporate substantial density disincentives for developers who do not conserve any significant percentage of land.

Following this approach, a municipality would first calculate a site's yield using traditional zoning. A developer would then be permitted full density *only* if at least 50 percent of the buildable land is maintained as undivided open space (illustrated in Figure 7: "Option 1"). Another full-density option could include a 25 percent density bonus for preserving 60 percent of the unconstrained land (Figure 8: "Option 2"). Municipalities might also consider offering as much as a 100 percent density bonus for protecting 70 percent of that land (Figure 11: "Option 5").

It is noteworthy that the 36 village-like lots in Option 5 occupy less land than the 18 lots in Option 1, and that Option 5 therefore contributes more significantly to the goal of creating community-wide networks of open space. The village-scale lots in Option 5 are particularly popular with empty-nesters, single-parent households, and couples with young children. Its traditional layout is based on that of historic hamlets and villages in the region, and new developments in this category could be controlled as Conditional Uses subject to a set of extensively illustrated design standards.

Developers wishing to serve the "estate lot" market have two additional options. One involves lots containing at least four acres of unconstrained land (Figure 9: "Option 3"). The other is

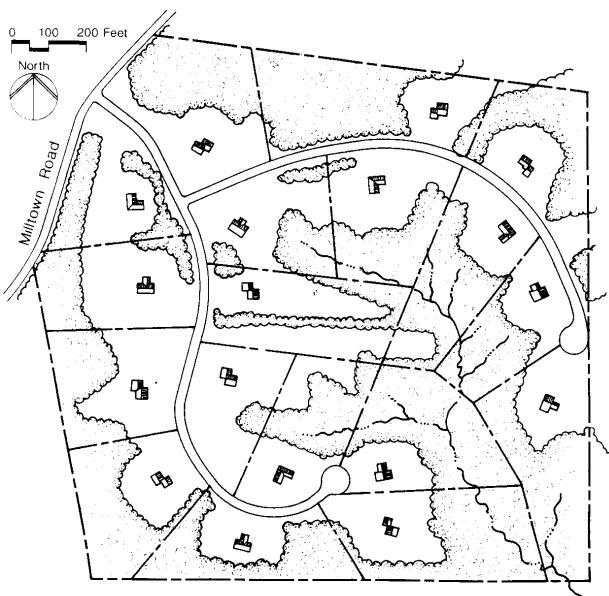


Figure 6 YIELD PLAN

The kind of subdivision most frequently created in Pennsylvania is the type which blankets the development parcel with houseslots, and which pays little if any attention to designing around the special features of the property. In this example, the house placement avoids the primary conservation areas, but disregards the secondary conservation features. However, such a sketch can provide a useful estimate of a site's capacity to accommodate new houses at the base density allowed under zoning—and is therefore known as a "Yield Plan."

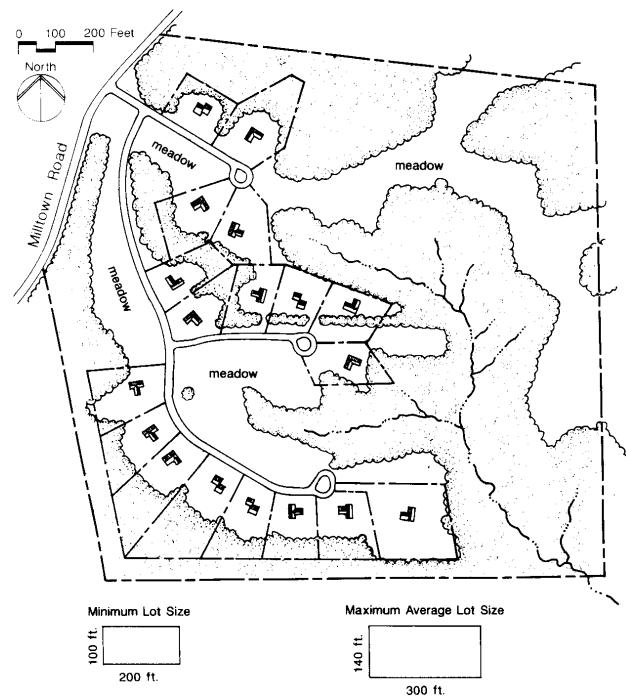


Figure 7 OPTION 1

Density-neutral with Pre-existing Zoning

18 lots

Lot Size Range: 20,000 to 40,000 sq. ft.

50% undivided open space

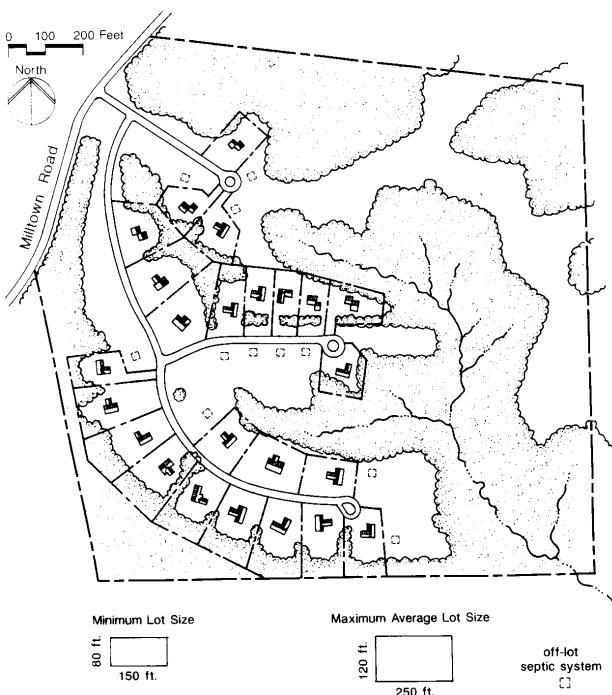


Figure 8 OPTION 2

Enhanced Conservation and Density

24 Lots

Lot Size Range: 12,000 to 24,000 sq. ft.

60% undivided open space

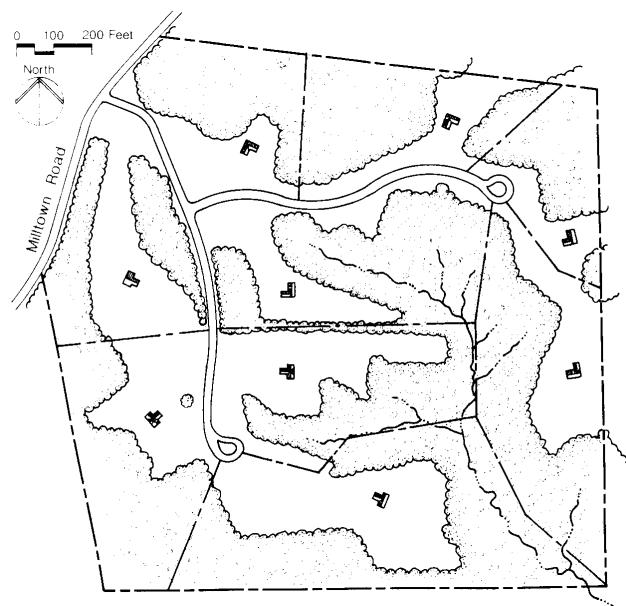


Figure 9 OPTION 3

50% Density Reduction

9 Lots

Typical Lot Size: 160,000 sq. ft. (4 acres)

Estate Lots

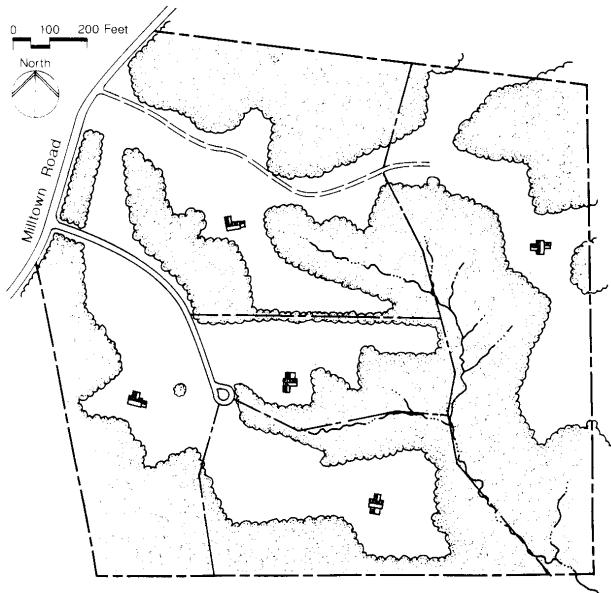


Figure 10 **OPTION 4**
Country Properties
5 Lots
Maximum Density: 10 acres per principal dwelling
70% density reduction

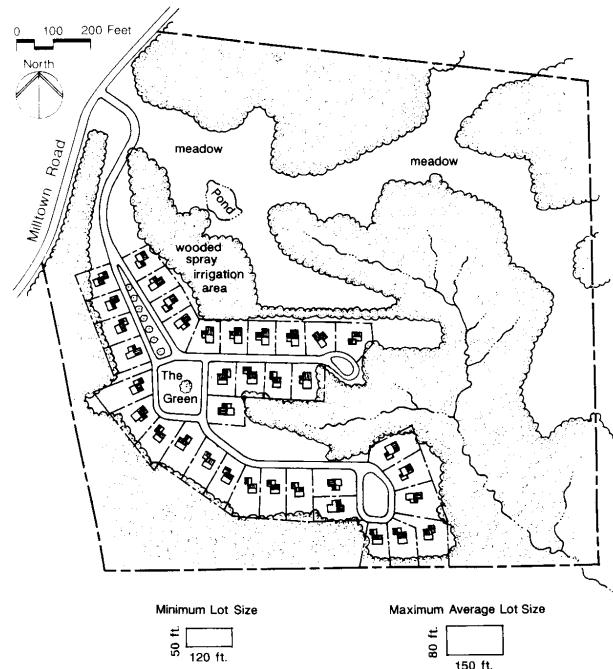


Figure 11 **OPTION 5**
Hamlet or Village
36 Lots
Lot Size Range: 6,000 to 12,000 sq. ft.
70% undivided open space

comprised of “country properties” of at least 10 acres, which may be accessed by gravel drives built to new township standards for very low-volume rural lanes (Figure 10: “Option 4”). An additional incentive to encourage developers to choose this fourth option would typically be permission to build up to two accessory dwellings on these properties. Those units would normally be limited in size, subject to architectural design standards to resemble traditional estate buildings, and restricted from further lot division.

Two or more of these options could be combined on a single large property. One logical approach would combine Options 4 and 5, with the Option 4 “country properties” comprising part of the required greenbelt open space around an Option 5 village (see Figure 12).

Conspicuously absent from this menu of choices is the conventional full-density subdivision providing no unfragmented open space (Figure 6). Because that kind of development causes the largest loss of resource land and poses the greatest obstacle to conservation efforts, it is not included as an option under this approach.

For illustrative purposes, this booklet uses a one dwelling unit per two acre density. However, conservation zoning is equally applicable to higher density zoning districts of three or four units per acre. Such densities typically occur in villages, boroughs, urban growth boundary areas and TDR receiving areas where open space setasides are critical to the residents’ quality of life.

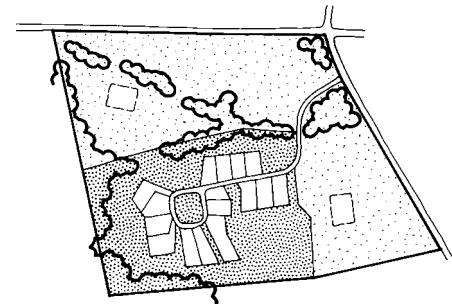


Figure 12
An Option 5 village surrounded by its own open space and buffered from the township road by two “country properties” (Option 4).

4 Conservation Subdivision Design

A Four-Step Process

Designing subdivisions around the central organizing principle of land conservation is not difficult. However, it is essential that ordinances contain clear standards to guide the conservation design process. The four-step approach described below has been proven to be effective in laying out new full-density developments where all the significant natural and cultural features have been preserved.

Step One consists of identifying the land that should be permanently protected. The developer incorporates areas pre-identified on the community-wide *Map of Potential Conservation Lands* and then performs a detailed site analysis in order to precisely locate features to

be conserved. The developer first identifies all the constrained lands (wet, floodprone, and steep), called *Primary Conservation Areas* (Figure 13). He then identifies *Secondary Conservation Areas* (Figure 14) which comprise noteworthy features of the property that are typically unprotected under current codes: mature woodlands, greenways and trails, river and stream corridors, prime farmland, hedgerows and individual free-standing trees or tree groups, wildlife habitats and travel corridors, historic sites and structures, scenic viewsheds, etc. After “greenlining” these conservation elements, the remaining part of the property becomes the *Potential Development Area* (Figure 15).

Step Two involves locating sites of individual houses within the *Potential Development Area* so that their views of the open space are maximized (Figure 16). The number of houses is a function of the density permitted within the zoning district, as shown on a *Yield Plan* (Figure 6). (In unsewered areas officials should require a 10 percent sample of the most questionable lots—which they would select—to be tested for septic suitability. Any lots that fail would be deducted and the applicant would have to perform a second 10 percent sample, etc.)

Step Three simply involves “connecting the dots” with streets and informal trails (Figure 17), while **Step Four** consists of drawing in the lot lines (Figure 18).

This approach reverses the sequence of steps in laying out conventional subdivisions, where the street system is the

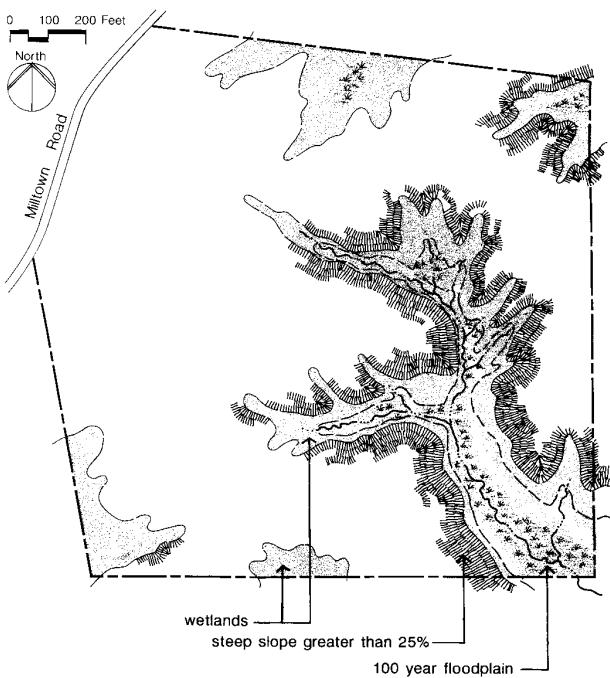


Figure 13 STEP ONE, Part One
Identifying Primary Conservation Areas

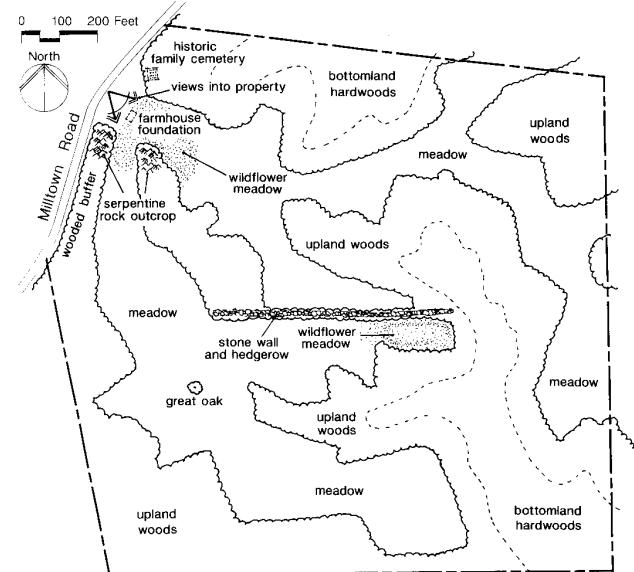


Figure 14 STEP ONE, Part Two
Identifying Secondary Conservation Areas

Typically unprotected under local codes, these special features constitute a significant asset to the property value and neighborhood character. Secondary conservation areas are the most vulnerable to change, but can easily be retained by following this simple four-step process.

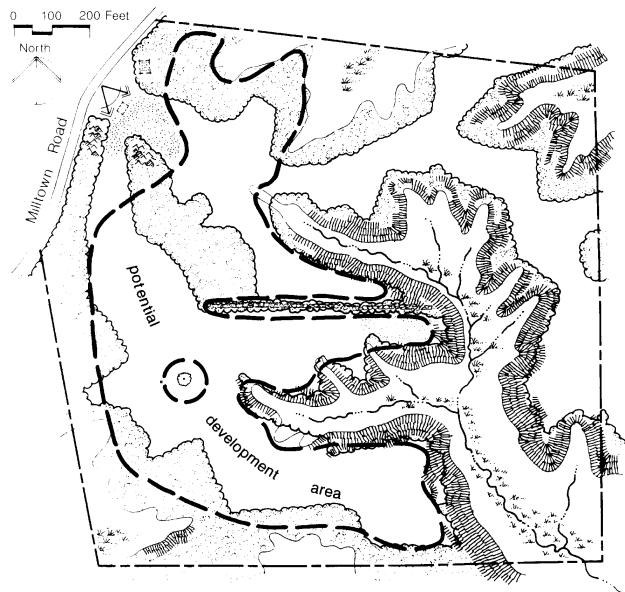


Figure 15 STEP ONE, Part Three
Potential Development Areas
for Options 1, 2, and 5

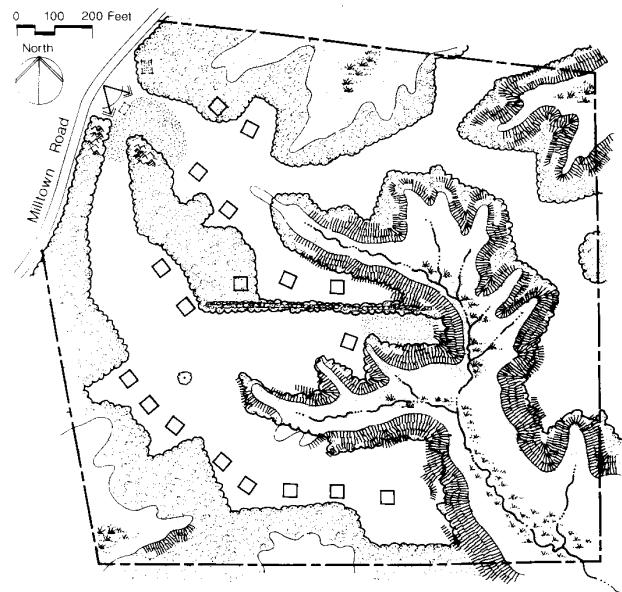


Figure 16 STEP TWO
Locating House Sites

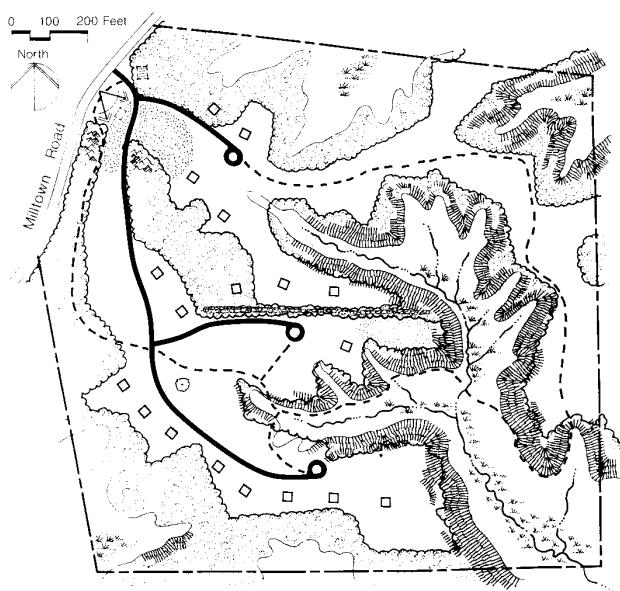


Figure 17 STEP THREE
Aligning Streets and Trails

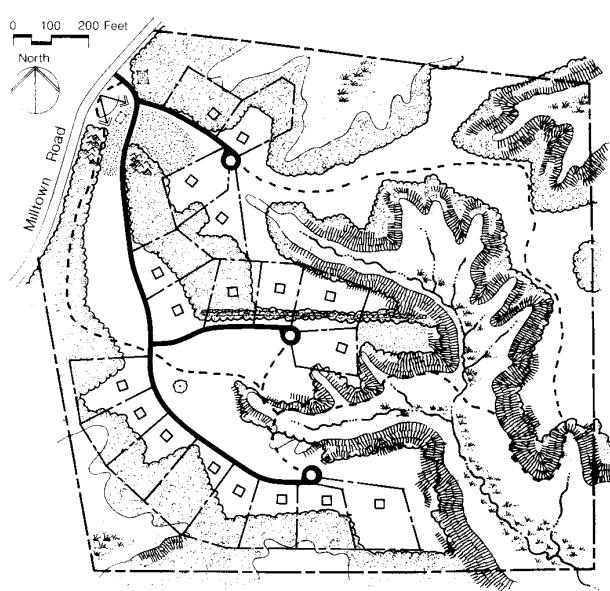


Figure 18 STEP FOUR
Drawing in the Lot Lines

first thing to be identified, followed by lot lines fanning out to encompass every square foot of ground into houselots. When municipalities require nothing more than “houselots and streets,” that is all they receive. But by setting community standards higher and requiring 50 to 70 percent open space as a precon-

dition for achieving full density, officials can effectively encourage conservation subdivision design. The protected land in each new subdivision would then become building blocks that add new acreage to community-wide networks of interconnected open space each time a property is developed.

Frequently Asked Questions About Conservation Subdivision Design

Does this conservation-based approach involve a “taking”?

No. People who do not fully understand this conservation-based approach to subdivision design may mistakenly believe that it constitutes “a taking of land without compensation.” This misunderstanding may stem from the fact that conservation subdivisions, as described in this booklet, involve either large percentages of undivided open space or lower overall building densities.

There are two reasons why this approach does not constitute a “taking.”

First, no density is taken away. Conservation zoning is fundamentally fair because it allows landowners and developers to achieve full density under the municipality’s current zoning—and even to increase that density significantly—through several different “as-of-right” options. Of the five options permitted under conservation zoning, three provide for either full or enhanced densities. The other two options offer the developer the choice to lower densities and increase lot sizes. Although conservation zoning precludes full-density layouts that do not conserve open space, this is legal because there is no constitutional “right to sprawl.”

Second, no land is taken for public use. None of the land which is required to be designated for conservation purposes becomes public (or even publicly accessible) unless the landowner or developer wants it to be. In the vast majority of situations, municipalities themselves have no desire to own and manage such conservation land, which they generally feel should be a neighborhood responsibility. In cases where local officials wish to provide township recreational facilities (such as ballfields or trails) within conservation subdivisions, the municipality must negotiate with the developer for the purchase of that land on a “willing seller/willing buyer” basis. To facilitate such negotiations, conservation zoning ordinances can be written to include density incentives to encourage developers to designate specific parts of their conservation land for public ownership or for public access and use.

A legal analysis of the *Growing Greener* workbook, by Harrisburg land use attorney Charles E. Zaleski, Esq., is reprinted on the last page of this booklet.

How can a community ensure permanent protection for conservation lands?

The most effective way to ensure that conservation land in a new subdivision will remain undeveloped forever is to place a permanent conservation easement on it. Such easements run with the chain of title, in perpetuity, and specify the various conservation uses that may occur on the property. These restrictions are separate from zoning ordinances and continue in force even if legal densities rise in future years. Easements are typically held by land trusts and units of government. Since political leadership can change over time, land trusts are the most reliable holder of easements, as their mission never varies. Deed restrictions and covenants are, by comparison, not as effective as easements, and are not recommended for this purpose. Easements can be modified only within the spirit of the original agreement, and only if the co-holders agree. In practice, while a proposal to erect another house or a country club building on the open space would typically be denied, permission to create a small ballfield or a single tennis court in a corner of a large conservation meadow or former field might well be granted.

What are the ownership, maintenance, tax and liability issues?

Among the most commonly expressed concerns about subdivisions which conserve open space are questions about who will own and maintain the conservation land, and who will be responsible for the potential liability and payment of property taxes. The short answer is that whoever owns the conservation land is responsible for all of the above. But who owns this land?

Ownership Choices

There are basically four options, which may be combined within the same subdivision where that makes the most sense.

- *Individual Landowner*

At its simplest level, the original landowner (a farmer, for example) can retain ownership to as much as 80 percent of the conservation land to keep it in the family. (At least 20 percent of the open space should be reserved for common neighborhood use by subdivision residents.) That landowner can also pass this property on to sons or daughters, or sell it to other individual landowners, with permanent conservation easements running with the land and protecting it from development under future owners. The open space should not, however, be divided among all of the individual subdivision lots as land management and access difficulties are likely to arise.

- *Homeowners' Associations*

Most conservation land within subdivisions is owned and managed by homeowners' associations (HOAs). A few basic ground rules encourage a good performance record. First, membership must be automatic, a precondition of property purchase in the development. Second, zoning should require that by-laws give such associations the legal right to place liens on properties of mem-

bers who fail to pay their dues. Third, facilities should be minimal (ball fields and trails rather than clubhouses and swimming pools) to keep annual dues low. And fourth, detailed maintenance plans for conservation areas should be required by the municipality as a condition of approval. The municipality has enforcement rights and may place a lien on the property should the HOA fail to perform their obligations to maintain the conservation land.

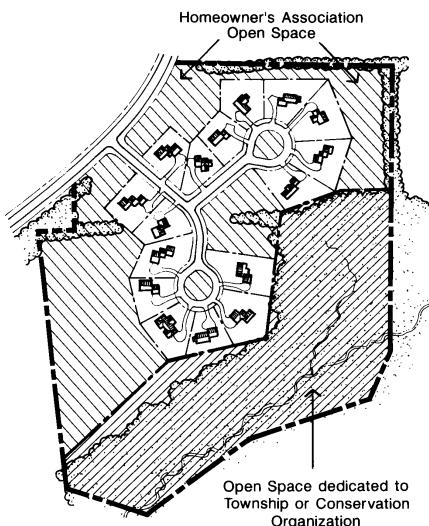


Figure 19

Various private and public entities can own different parts of the open space within conservation subdivisions, as illustrated above.

- *Land Trusts*

Although homeowners' associations are generally the most logical recipients of conservation land within subdivisions, occasionally situations arise where such ownership most appropriately resides with a land trust (such as when a particularly rare or significant natural area is involved). Land trusts are private, charitable groups whose principal purpose is to protect land under its stewardship from inappropriate change. Their most common role is to hold easements or fee simple title on conservation lands within new developments and elsewhere in the community, to ensure that all restrictions are observed. To cover their

costs in maintaining land they own or in monitoring land they hold easements on, land trusts typically require some endowment funding. When conservation zoning offers a density bonus, developers can donate the proceeds from the additional "endowment lots" to such trusts for maintenance or monitoring.

- *Municipality or Other Public Agency*

In special situations a local government might desire to own part of the conservation land within a new subdivision, such as when that land has been identified in a municipal open space plan as a good location for a neighborhood park or for a link in a community trail network. Developers can be encouraged to sell or donate certain acreage to municipalities through additional density incentives, although the final decision would remain the developer's.

- *Combinations of the Above*

As illustrated in Figure 19, the conservation land within new subdivisions could involve multiple ownerships, including (1) "non-common" open space such as cropland retained by the original farmer, (2) common open space such as ballfields owned by an HOA, and (3) a trail corridor owned by either a land trust or by the municipality.

Maintenance Issues

Local officials should require conservation area management plans to be submitted and approved prior to granting final subdivision approval. In Lower Merion Township, Montgomery County, the community's "model" management plan is typically adopted by reference by each subdivision applicant. That document identifies a dozen different kinds of conservation areas (from woodlands and pastures to ballfields and abandoned farmland that is reforesting) and describes recommended management practices for each one. Farmland is typically leased by HOAs and land trusts to local farmers, who often agree to modify some of their agricultural prac-

tices to minimize impacts on nearby residents. Although ballfields and village greens require weekly mowing, conservation meadows typically need only annual mowing. Woodlands generally require the least maintenance: trimming bushes along walking trails, and removing invasive vines around the outer edges where greater sunlight penetration favors their growth.

Tax Concerns

Property tax assessments on conservation subdivisions should not differ, in total, from those on conventional developments. This is because the same number of houses and acres of land are involved in both cases (except when part of the open space is owned by a public entity, which is uncommon). Although the open space in conservation subdivisions is taxed low because easements prevent it from being developed, the rate is similar to that applied to land in conventional subdivisions where the larger houselots are not big enough to be further subdivided. (For example, the undeveloped back half of a one-acre lot in a one-acre zoning district is subject to minimal taxation because it has no further development value.)

Liability Questions

The Pennsylvania Recreation Use of Land and Water Act protects owners of undeveloped land from liability for negligence if the landowner does not charge a fee to recreational users. A tree root or rock outcropping along a trail that trips a hiker will not constitute landowner negligence. To be sued successfully in Pennsylvania, landowners must be found to have "willfully or maliciously failed to guard against a dangerous condition." This is a much more difficult case for plaintiffs to make. Even so, to cover themselves against such situations, owners of conservation lands routinely purchase liability insurance policies similar to those that most homeowners maintain.

How can on-site sewage disposal work with conservation subdivisions?

The conventional view is that the smaller lots in conservation subdivisions make them more difficult to develop in areas without sewers. However, the reverse is true. The flexibility inherent in the design of conservation subdivisions makes them superior to conventional layouts in their ability to provide for adequate sewage disposal. Here are two examples:

Utilizing the best soils

Conservation design requires the most suitable soils on the property to be identified at the outset, enabling houselots to be arranged to take the best advantage of them. If one end of a property has deeper, better drained soils, it makes more sense to site the homes in that part of the property rather than to spread them out, with some lots located en-

tirely on mediocre soils that barely manage to meet minimal standards for septic approval.

Locating individual systems within the open space

Conventional wisdom also holds that when lots become smaller, central water or sewage disposal is required. That view overlooks the practical alternative of locating individual wells and/or individual septic systems within the permanent open space adjacent to the more compact lots typical of conservation subdivisions, as shown in Figure 20. There is no engineering reason to require that septic filter beds must be located within each houselot. However, it is essential that the final approved subdivision plan clearly indicate which parts of the undivided open space are designated for septic disposal, with each lot's disposal area graphically indicated through dotted lines extending out into the conservation land. These filter beds can be located under playing fields, or conservation meadows in the same way they typically occupy positions under suburban lawns. (If mound systems are required due to marginal soil conditions, they are best located in passive use areas such as conservation meadows where the grass is cut only once a year. Such mounds should also be required to be contoured with gently sloping sides to blend into the surrounding landscape wherever possible.)

Although maintenance and repair of these septic systems remains the responsibility of individual lot owners, it is recommended that HOAs be authorized to pump individual septic tanks on a regular basis (every three or four years) to ensure that the accumulated sludge never rises to a level where it can flow into and clog the filter beds. This inexpensive, preventive maintenance greatly extends the life of filter beds.

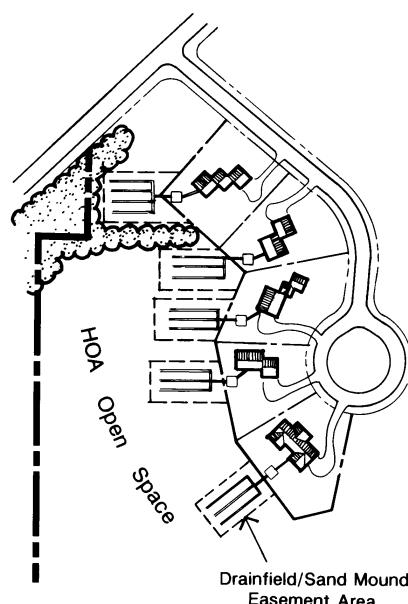


Figure 20

A practical alternative to central water or sewage disposal facilities are individually-owned wells and/or septic systems located within conservation areas, in places specifically designated for them on the final plan.

How does this conservation approach differ from “clustering”?

The Growing Greener conservation approach described here differs dramatically from the kind of “clustering” that has occurred in many communities over the past several decades. The principal points of difference are as follows:

Higher Percentage and Quality of Open Space

In contrast with typical cluster codes, conservation zoning establishes higher standards for both the quantity and quality of open space that is to be preserved. Under conservation zoning, 50 to 70 percent of the unconstrained land is permanently set aside. This compares with cluster provisions that frequently require only 25 to 30 of the gross land area be conserved. That minimal open space often includes all of the most unusable land as open space, and sometimes also includes undesirable, left-over areas such as stormwater management facilities and land under high-tension power lines.

Open Space Pre-Determined to Form Community-wide Conservation Network

Although clustering has at best typically produced a few small “green islands” here and there in any municipality, conservation zoning can protect blocks and corridors of permanent open space. These areas can be pre-identified on a comprehensive plan *Map of Potential Conservation Lands* so that each new development will add to—rather than subtract from—the community’s open space acreage.

Eliminates the Standard Practice of Full-Density with No Open Space

Under this new system, full density is achievable for layouts in which 50 per-

cent or more of the unconstrained land is conserved as permanent, undivided open space. By contrast, cluster zoning provisions are typically only optional alternatives within ordinances that permit full density, by right, for standard “cookie-cutter” designs with no open space.

Simply put, the differences between clustering and conservation zoning are like the differences between a Model T and a Taurus.

How do residential values in conservation subdivisions compare to conventional subdivisions?

Another concern of many people is that homes in conservation subdivisions will differ in value from those in the rest of

the community. Some believe that because so much land is set aside as open space, the homes in a conservation subdivision will be prohibitively priced and the municipality will become a series of elitist enclaves. Other people take the opposite view, fearing that these homes will be smaller and less expensive than their own because of the more compact lot sizes offered in conservation subdivisions.

Both concerns are understandable but they miss the mark. Developers will build what the market is seeking at any given time, and they often base their decision about selling price on the character of surrounding neighborhoods and the amount they must pay for the land.

In conservation subdivisions with substantial open space, there is little or no correlation between lot size and price. These developments have sometimes been described as “golf course commu-



Figure 2

This house design fits comfortably on lots 45 to 50 feet wide, demonstrating that homes with 2,400 sq. ft. of floorspace and a two-car garage can be built within the village-scale lots featured in the “Option 5” zoning alternative. (Courtesy of Hovnanian Homes, Fox Heath subdivision, Perkiomen Township, Montgomery County.)

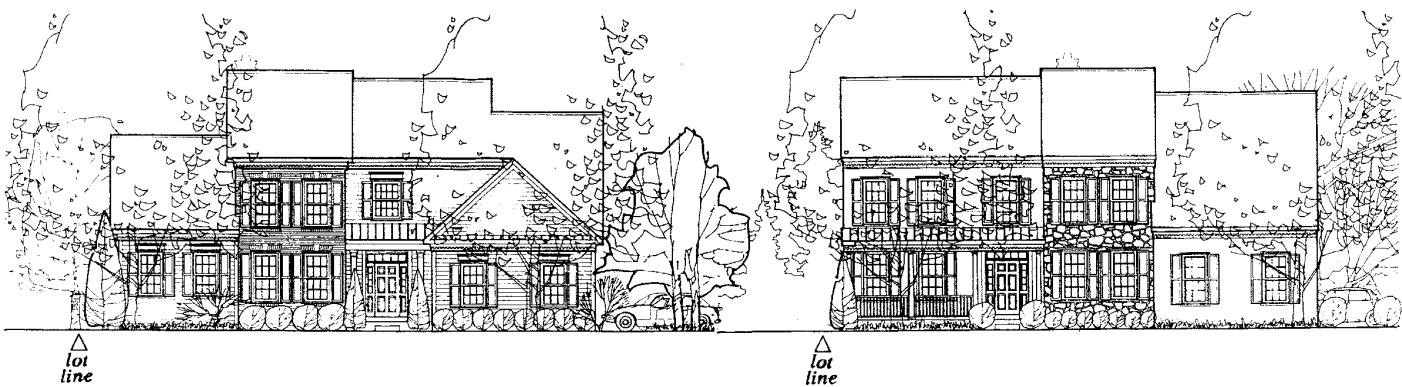


Figure 22

Developers who wish to build larger homes will find this example interesting. Although it contains nearly 3,000 sq. ft. and features an attractive side-loaded garage, it fits onto lots just 100 feet wide. This has been achieved by positioning the homes off-center, with 30 feet of side yard for the driveway and five feet of yard on the opposite side. This ensures 35 feet spacing between homes. (Courtesy of Realen Homes, Ambler)

nities without the golf course," underscoring the idea that a house on a small lot with a great view is frequently worth as much or more than the same house on a larger lot which is boxed in on all sides by other houses.

It is a well-established fact of real estate that people pay more for park-like

settings, which offset their tendency to pay less for smaller lots. Successful developers know how to market homes in conservation subdivisions by emphasizing the open space. Rather than describing a house on a half-acre lot as such, the product is described as a house with 20 and one-half acres, the larger figure re-

flecting the area of conservation land that has been protected in the development. When that conservation area abuts other similar land, as in the township-wide open space network, a further marketing advantage exists.

Relationship of the Growing Greener Approach to Other Planning Techniques

Successful communities employ a wide array of conservation planning techniques simultaneously, over an extended period of time. Complementary tools which a community should consider adding to its "toolbox" of techniques include the purchase of development rights; donations of sales to conservancies; the transfer of development rights; and "landowner compacts" involving density shifts among contiguous parcels. Other techniques can be effective, but their potential for influencing the "big picture" is limited. The *Growing Greener* approach offers the greatest potential because it:

- does not require public expenditure,
- does not depend upon landowner charity,
- does not involve complicated regulations for shifting rights to other parcels, and
- does not depend upon the cooperation of two or more adjoining landowners to make it work.

Of course, municipalities should continue their efforts to preserve special properties in their entirety whenever possible, such as by working with landowners interested in donating easements or fee title to a local conservation group, purchasing development rights or fee title with county, state or federal grant

money, and transferring development rights to certain "receiving areas" with increased density. However, until such time as more public money becomes available to help with such purchases, and until the Transfer of Development Rights mechanism becomes more operational at the municipal level, most parcels of land in any given community will probably eventually be developed. In that situation, coupling the conservation subdivision design approach with multi-optioned conservation zoning offers communities the most practical, doable way of protecting large acreages of land in a methodical and coordinated manner.

Appendix

Selected Examples of Conservation Subdivisions in Pennsylvania

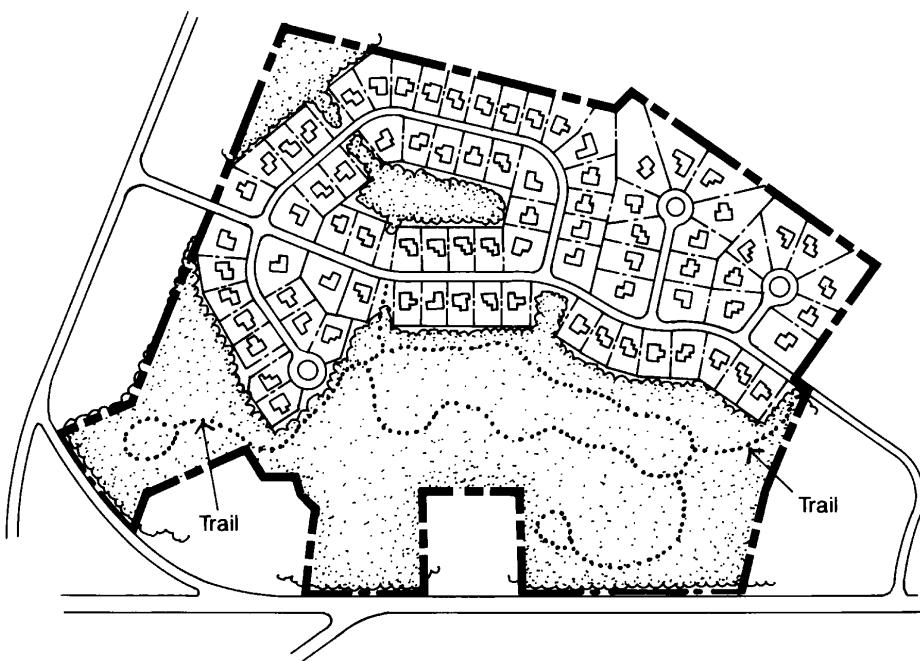
The two examples shown here demonstrate how conservation design principles can be used to protect different kinds of resources. In Garnet Oaks, a woodland wildlife preserve was set aside by the developer, who also constructed extensive walking trails. A well-equipped tot lot and an informal picnic grove provide additional amenities to the residents. At Farmview, 137 acres of productive farmland were permanently protected, in addition to most of the woodlands. This subdivision prompted the township to revise its conventional zoning so that the developer's creative design could be approved. Since that time over 500 acres of prime farmland has been preserved in this community through conservation subdivision design representing a \$3.5 million conservation achievement (at an average land value of \$7,000) and these figures continue to grow as further subdivisions are designed. The potential for replicating this and achieving similar results throughout the Commonwealth is enormous.

Garnet Oaks

Foulk Road, Bethel Township, Delaware County
 Developer: Realen Homes, Ambler
 Development Period: 1993–94

Just over half of this 58-acre site has been conserved as permanent privately-owned open space through the simple expedient of reducing lot sizes to the 10,000–12,000 sq. ft. range (approximately 1/4 acre). The developer reports that these lot sizes did not hinder sales because about two-thirds of the lots directly abut the densely wooded open space, which gives them the feel and privacy of larger lots. In fact, the evidence indicates that the open space definitely enhanced sales in two ways: increased absorption rates and higher prices (through premiums added to the prices of lots which abut the conservation areas).

The locations of these conservation areas were carefully selected after a comprehensive analysis of the site's natural and historic features had been conducted. Those secondary features that



were identified for preservation included a line of mature sycamore trees along an existing farm lane, a stone wall and springhouse, and several areas of healthy deciduous upland woods, in addition to the site's delineated wetlands. Based on information received from post-sales interviews in its previous developments, Realen's staff learned that today's homebuyers are considerably more discerning than they were 10 and 20 years ago, and now look for extra amenities not only in the houses but also in the neighborhood setting. This knowledge led Realen to take special measures to protect trees on individual houselots and within the street right-of-way. Their approach included collaborating with the Morris Arboretum in preparing a training manual for subcontractors and conducting training sessions in tree conservation practices, attendance at which



The woodland trail at Garnet Oaks

was required of all subcontractors.

The centerpiece of Garnet Oaks' open space is the near mile-long woodland trail which winds its way through the 24-acre conservation area, connecting a well-equipped playground and a quiet picnic grove to the street system in three locations. Where the trail traverses areas of wet soils it is elevated on a low wooden boardwalk. This trail, which

was cleared with assistance from a local Boy Scout Troop, features numerous small signs identifying the common and botanical names of the various plants and trees along the trail. Realen's staff also designed and produced an attractive eight-page trail brochure that illustrates and describes the flora, fauna, environmental areas, and historic features along the trail. The guide also explains the developer's creative use of

low-lying woods as a temporary detention area for stormwater runoff, a naturalistic design that helped avoid a more conventional approach in which many trees within the preserve would have been removed to provide for a conventionally engineered basin. Realen's sales staff reported that prospective buyers who picked up a copy of the trail brochure and ventured out onto the trail typically decided to make their home purchase in Garnet Oaks.

Farmview

Woodside Road and Dolington Road, Lower Makefield Township, Bucks County

Developer: Realen Homes, Ambler

Development Period: 1990–96

Located on a 418-acre site, Farmview is a 322-lot "density-neutral" subdivision whose layout was designed to conserve 213 acres of land (51 percent of the property), including 145 acres of cropland and 68 acres of mature woods. While 59 percent of the original farmland was needed for development, 41 percent categorized as prime agricultural and farmland of statewide importance was able to be preserved in addition to nearly all of the wooded areas.

The 145 acres of farmland that have been saved were donated by the developer to the Lower Makefield Farmland

Preservation Corporation, a local conservation organization whose members include local farmers, township residents and an elected official liaison. This cropland is leased to farmers in the community through multi-year agreements that encourage adoption of traditional farming practices to minimize impacts on the residents, whose yards are separated from their operations by a 75-foot deep hedge-row area thickly planted with native species trees and shrubs.

Realen Homes also donated the 68 acres of woodland to the township to support local conservation efforts in cre-

ating an extended network of forest habitat and wildlife travel corridors. These areas also offer potential for an informal neighborhood trail system in future years. (The developer's offer to construct such trails was declined by the supervisors, citing liability concerns, despite the fact that other townships in the region actively encourage such trails in new subdivisions and also on township conservation lands.)

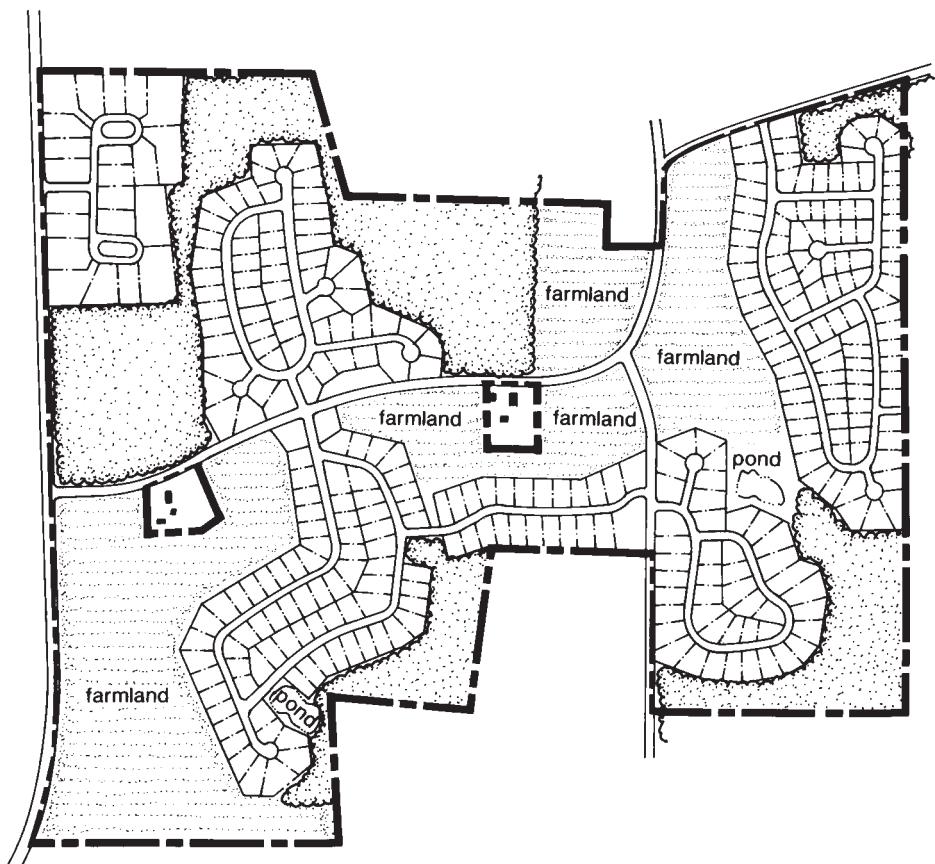
Had it not been for the developer's initiative and continued interest, this subdivision would have been developed into the same number of standard-sized

one-acre lots, which was the only option permitted under the township's zoning ordinance in 1986 when Realen purchased the property. After 18 months of discussing the pros and cons of allowing smaller lots in exchange for serious land conservation benefits, the supervisors adopted new zoning provisions permitting such layouts specifically to preserve farmland when at least 51 percent of a property would be conserved. These regulations target the most productive soils as those which should be "designed around."

Although other developers were at first skeptical of Realen's proposal to build large homes (2,600–3,700 sq. ft.) on lots which were typically less than a half an acre in a marketplace consisting primarily of one acre zoning, the high absorption rate helped convince them that this approach was sound. Contributing to the project's benefits to both the developer and the township were reduced infrastructure costs (for streets, water, and sewer lines). Premiums added to "view lots" abutting the protected fields or woods also contributed to the project's profitability.



Homes with views overlooking working farmfields at Farmview



ECKERT SEAMANS CHERIN & MELLOTT, LLC

ATTORNEYS AT LAW

October 16, 1997

One South Market Sq. Building
213 Market Street
Post Office Box 1248
Harrisburg, PA 17108

Randall G. Arendt, Vice President
Conservation Planning
Natural Lands Trust, Inc.
1031 Palmers Mill Road
Media, PA 19063

Re: Conservation Planning Documents and
Growing Greener Workbook

Dear Mr. Arendt:

I have had the opportunity to review the *Growing Greener* workbook and the proposed conservation planning concepts set forth in that workbook for compliance with the provisions of the United States Constitution, the Pennsylvania Constitution, and the Pennsylvania Municipalities Planning Code (the "MPC"). In my opinion, the conservation planning concepts as set forth in the *Growing Greener* workbook are constitutional land use control concepts and the provisions comport with the requirements of the Pennsylvania Municipalities Planning Code.

The subdivision concept which provides for a conceptual preliminary plan and standards for that plan is authorized specifically under the MPC as part of the two-stage planning process allowed by Section 503(1) of the MPC. The Zoning Ordinance concept utilizes a multi-tiered zoning system with options available to the landowner under the Zoning Ordinance. Such a device is specifically authorized under Section 605 of the MPC which specifically encourages innovation and promotion of flexibility, economy and ingenuity in development based upon express standards and criteria. The proposed ordinances contained in the workbook satisfy that specific requirement.

Harrisburg

Pittsburgh

Allentown

Philadelphia

Boston

Fort Lauderdale

Boca Raton

Miami

Tallahassee

Washington, D.C.

The provisions of both the United States Constitution and the Pennsylvania Constitution require that the land use regulations be reasonable and be intended to benefit the public health, safety and welfare. The concept of providing a variety of options for choices by the landowner meets both the reasonableness and public purpose tests of constitutionality. The benefit of the *Growing Greener* concept is that there will be a greater amount of usable open space, while at the same time the landowners will be able to make reasonable use of their property under the options available as proposed in the workbook.

Individual municipalities within the Commonwealth of Pennsylvania will have to apply the concepts and will have to establish their own densities based upon the unique circumstances in each particular municipality. There can be no guarantee that all such ordinances will be constitutional unless they satisfy the requirements of being reasonable with regard to the locational circumstances of the particular property and community in question. However, it is my opinion that if the concepts and procedures set forth in the *Growing Greener* workbook are followed and that the densities and requirements reflect the unique circumstances of the individual municipality, that the *Growing Greener* concept is lawful and constitutional in the Commonwealth. The concepts set forth in the *Growing Greener* workbook provide a new method of addressing the pressures of growth and development throughout both the urban and rural portions of the Commonwealth of Pennsylvania, and I urge the municipal officials to give full consideration to these exciting new concepts.

Very truly yours,



Charles E. Zaleski

CEZ/jr

**Initial funding for
Growing Greener: Conservation by Design
was provided by:**

Pennsylvania Department of
Conservation and Natural Resources

The William Penn Foundation

The Alexander Stewart, MD Foundation

With subsequent funding from:

Pennsylvania Department of
Conservation and Natural Resources

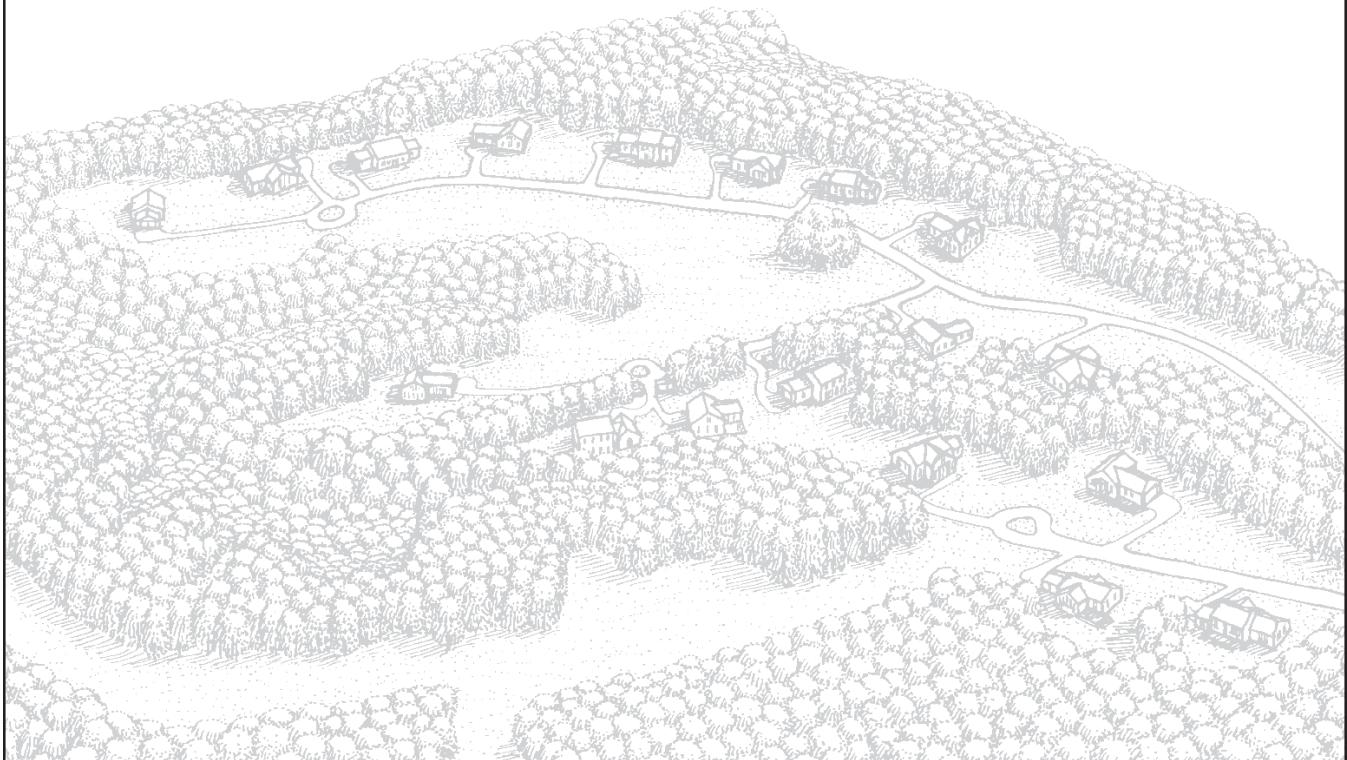
The Heinz Endowments

Pennsylvania Department of
Community and Economic Development/
Governor's Center for Local Government Services

Pennsylvania Department of
Environmental Protection

The United States
Environmental Protection Agency
Chesapeake Bay Program

The William Penn Foundation



APPENDIX C
RARE AND ENDANGERED SPECIES LIST

Kewaunee County

Rare and Threatened Species List

The following list includes Kewaunee County's rare species and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (NHI)

AQUATIC OCCURRENCES

ANIMALS

- Banded killifish
- Pugnose shiner
- Shortnose cisco
- Black crowned night heron
- Two spotted skipper
- Redside dace
- Lake sturgeon
- Longear sunfish
- Greater redhorse

PLANTS

- Small yellow lady's slipper
- Showy lady's slipper
- Variegated horsetail
- Slim stem small reedgrass

NATURAL COMMUNITIES

- Hardwood swamp
- Lake deep, hard, seepage
- Northern wet mesic forest
- Emergent aquatic
- Alder thicket
- Northern sedge meadow
- Northern wet forest
- Shrub carr
- Open bog
- Floodplain forest

TERRESTRIAL OCCURRENCES

ANIMALS

- Eightfold pinecone
- Cherrystone drop
- Transparent vitrine snail
- Barn owl
- Dentate supercoil
- Tapered vertigo

PLANTS

- Long spur violet
- Christmas fern
- Sand reed grass
- Cuckooflower
- American sea rocket
- American gromwell
- Harbinger of spring
- Seaside spurge
- Twinleaf
- Climbing fumitory
- Forked aster

NATURAL COMMUNITIES

- Northern mesic forest 2000

APPENDIX D
RESPONSE TO PUBLIC COMMENTS

TOWN OF FRANKLIN

KEWAUNEE COUNTY, WISCONSIN

RESPONSE TO PUBLIC COMMENTS

The town of Franklin has prepared the following in response to comments received regarding the *Town of Franklin, 20 Year Comprehensive Plan* prior to its adoption on January 2, 2003. All comments were reviewed on a case-by-case basis and separated into two categories: those comments addressing information of a factual nature; and those comments expressing an opinion about aspects of the plan. All factual comments were reviewed, compared to the plan and information was changed accordingly where needed. All comments expressing opinions or ideas were reviewed and may be considered for incorporation into the plan on a case-by-case basis. Incorporated ideas or opinions will be consistent with the vision of the *Town of Franklin, 20 Year Comprehensive Plan*.

The town received a total of two written comments (Brown County Planning and Department of Natural Resources) and several verbal comments at the public hearing on the *Town of Franklin, 20 Year Comprehensive Plan*.

Bay-Lake Regional Planning Commission

January, 2003

Commission Members

Brown County

William M. Clancy
Paul Jadin
Clarence J. Lamers

Door County

Colleen Crocker-MacMillin

Florence County

Edwin Kelley
Yvonne Van Pembrook
John Zoeller

Kewaunee County

Gerald Novickis
Charles R. Wagner
Mary Hanrahan

Manitowoc County

Gregory E. Buckley
Kevin M. Crawford
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Marinette County

Florence I. Magnuson
Cheryl R. Maxwell, Vice Chairperson
Mary G. Meyer

Oconto County

Donald A. Glynn
Lois L. Trever, Sect./Tres.
Nomination Pending

Sheboygan County

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Michael K. Leibham
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Wisconsin Department of Commerce

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Mark A. Walter
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