

Town of Franklin Comprehensive Plan



Adoptions

Town of Franklin Board (April 21, 2003)
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Chapter One: Introduction



Town of Franklin Town Hall (circa ~ 1899)

1.0 Purpose

The Town of Franklin, located in southwestern Sauk County, is predominately a farming community. The Town has experienced a slowly growing population over the past decade. Economically, farming and agriculture related activities are the primary source of income, which allows the majority of the residents in the Town live and work on active farms.

Residents and landowners in the Town have identified the panorama or wooded hillsides, agricultural fields and prairies as one of the most important assets to be preserved along with the continuance of economically successful farms. This continued success, in part, will aid in the preservation of this 'panorama' into the future.

Within the panorama are pockets of endangered species and high qualities and quantities of water, wildlife, cultural, and historical resources. This unique environment along with a strong sense of pride, community involvement, and neighborliness adds to the special nature of the Town.

These are the characteristics that current residents in the Town of Franklin treasure; and it is suspected that these characteristics will prove to be attractive to new residents as well. Although strong growth pressures are not currently being experienced by the Town of Franklin, the observance of strong growth pressures in surrounding Towns have prompted the Town to take a proactive approach so they are prepared for the future.

By taking a proactive approach, unplanned growth that could erode the Town's character and agrarian way of life can be mitigated. In this context, and through the preparation of this plan, development in a timely, orderly, and predictable manner is essential to preserving the Town's farmland and overall character while providing for a high quality, economically successful, welcoming and strong family orientated community.

1.1 Regional Context

Map 1-1 Regional Context shows the relationship of the Town of Franklin to neighboring communities. The Town is located in the southwest corner of Sauk County, and about 40 miles southwest of the City of Baraboo. The Town is also located about 6 miles north of the Village of Spring Green with the Towns of Westfield and Washington to its north, Towns of Honey Creek and Troy to the east, Town of Bear Creek to the west and the Town of Spring Green to the south. The Village of Plain is located in the south central part of the Town.

State Road 23 is the primary transportation route in the Town which enters Sauk County off of Interstate 90/94 in Wisconsin Dells where it connects to the City of Reedsburg, approximately 9 miles north of the Town, goes through the Villages of Plain and Spring Green and finally into Iowa County. On the northern edge of the Village of Spring Green, State Road 23 intersects with USH 14 providing a direct route to the Cities of Middleton and Madison.

1.2 Jurisdictional Boundaries

A result of the 2000 Federal Census population data required Sauk County to redistrict its supervisory district boundaries to achieve new districts of equal population. As a result of this effort, the Town of Franklin was assigned three supervisory districts. Supervisory District 26, which includes parts of the Towns of Spring Green, Sumpter, Prairie du Sac and all of the Town of Troy and also incorporates that part of Franklin south of Irish Valley Road and east of Ranch and Wilson Creek Roads. Supervisory District 23 which includes parts of the Town of Spring Green, the Village of Plain and the southwest portion of Franklin includes all lands south of County Road B and west of Wilson Creek Road respectively. Supervisory District 25 includes part of the Town of Westfield, the Village of Loganville, the Town of Honey Creek and that portion of Franklin north of County Road B and the Village of Plain respectively. **Map 1-2 Jurisdictional Map** depicts exact locations of the Supervisory District Boundaries.

The Town of Franklin is split into the School Districts of Reedsburg, River Valley and Sauk Prairie. **Map 1-2 Jurisdictional Map** also depicts the locations of these boundaries.

In terms of land use related issues, the entire Town of Franklin is governed by the following Chapters of the Sauk County Code or Ordinances:

Administered by Sauk County Clerk

- Chapter 1 Supervisory District Plan

Administered by the Sauk County Department of Planning & Zoning

- Chapter 7 Zoning Ordinance
- Chapter 8 Shoreland Protection Ordinance
- Chapter 10 Floodplain Zoning Ordinance
- Chapter 18 Rural Identification System
- Chapter 22 Land Division and Subdivision Regulations Ordinance
- Chapter 23 Tower Siting Ordinance
- Chapter 24 Nonmetallic Mining Reclamation Ordinance
- Chapter 25 Private Sewage System Ordinance

Administered by the Sauk County Department of Land Conservation

- Chapter 26 Animal Waste Management Ordinance

1.3 The Planning Area

The Planning area covers all lands within the Town of Franklin which encompasses 31,834 acres and includes approximately 400 land owners.

1.4 The Planning Process

In January 2001, the Town of Franklin began preparations for revising their current Land Use Plan to guide community growth and change for the near and extended future. Much of the work at this time included gauging interest through “interest meetings” and the administration of a town wide survey sent to all residents and landowners. The survey results yielded an 87% return rate and began to set the stage for lengthy discussions related to future growth and its balance with the current agrarian community.

In January 2002, the discussions led to the implementation of a formal agreement between the Town of Franklin and the Sauk County Department of Planning & Zoning. This agreement included the development of a Scope of Work and a commitment by the County to provide professional planning resources to guide the Town of Franklin through the Planning Process. The Scope of Work for this process can be noted in *Appendix I*.

In February 2002, the Town of Franklin established the first Land Use Plan Revision Committee. This Committee consisted of individuals with different backgrounds and areas of expertise including a Clerical Assistant, Building Contractor, Teachers Aid, Administrative Specialist, Farmer (4), Retired Water Resources Engineer, Public Works Director, Retired United States Air Force Member, Civil Engineer, Realtor, and Veterinarian. The diverse backgrounds of this Committee provided the planning process with a unique opportunity for complete evaluation and recognition of the interconnectedness of different views. This approach ensured that all interests were recognized and more importantly addressed to create a cohesive and complete plan.

As a means to further gain public input and participation, the Town of Franklin sent a notice to all town residents and land owners in March 2002 inviting them to become a member of the Land Use Plan Revision Committee and as a result added two additional members. This notice, as part of the Spring 2002 Town Newsletter can be noted in Appendix D.

Members of the Land Use Plan Revision Committee were assigned to specific focus groups further defined in *Chapter 3 Issues and Opportunities*. Within the focus groups, Committee members were responsible for ensuring that their specific areas of interest and expertise were fully represented and that it also be representative of the residents and land owners in Franklin.

Essentially, the focus groups were to collect and analyze data and finally suggest a future course of action based on the collected data, survey results, results of a Visioning Session, and overall consensus among the focus group members. The focus group would then take their findings and recommendations back to a meeting of the full Committee to discuss and reach agreement with any future courses of action.

The final outcome of the focus group planning process has led to the formal adoption of a Comprehensive Plan for the Town of Franklin by the Land Use Plan Revision Committee that was mutually agreed upon by the residents and landowners of the Town of Franklin. This Comprehensive Plan, and its developmental process, exceeds the requirements of Wisconsin's Comprehensive Planning Legislation.

1.5 Purpose of the Plan

The Town of Franklin Comprehensive Plan is intended to update and replace the Town's Development Plan adopted in 1987. The updated plan will allow the Town to guide future growth, development, preservation, and includes precise guidelines for plan implementation, future review and amendments. The purposes of the Comprehensive Plan are many, however for the Town of Franklin the highlighted purposes include the following:

- Identify those areas appropriate for development and preservation.
- Preserve farming as a primary way of life and ensure its future viability.
- Preserve the overall view of the Town made up of wooded hillsides, farmsteads, fields and prairie.
- Ensure the continuance of Franklin's overall community atmosphere.
- Continue to think "beyond the box" with respect to the preservation of such things as the Town's dark night skies, incorporating welcome signs to the community, control of exotic species, refurbishing Honey Creek, and ensuring new non-farm residents respect and value the agriculture community.
- Being innovative with the development and use of cluster development, density policy, Transfer of Development Rights, new lot and home siting standards, and achieving a balance between proposed development and the preservation of the make up and future of Franklin.
- Provide detailed strategies and a timeline for the implementation of the Plan and continue to work closely with Sauk County.

This Comprehensive Plan has been prepared under the State of Wisconsin's Comprehensive Planning Legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This plan meets all of the statutory elements and requirements of this new law and further meets all 14 goals of the Comprehensive Planning Legislation.

In addition to meeting the new legislation, this Plan complies with the State's Farmland Preservation Program. The Plan specifically includes policies, programs and maps related to:

- Preserving prime agriculture land.
- Managing rural growth in such a way to minimize conflict with agricultural operations.
- Using innovative strategies to preserve agriculture land such as Transfer of Development Rights, Purchase of Development Rights, Density Policies, Cluster Development.
- Protecting significant natural resources, open space, scenic, historic and architecturally significant areas.
- Conserving soil and water resources.
- Exploring alternative forms of agriculture so as to sustain the predominately agrarian way of life.
- Recommends to Sauk County that continued program research and implementation through ordinances, policies and education efforts take place to preserve agrarian economics and ways of life.

There are several cultural and natural features throughout the Town of Franklin which provide insight to past and present communities. The residents in Franklin have expressed interest in preserving the rural character, the cultural and natural features that make this area unique. The knowledge and expressed interest of the residents of Franklin have been put forth in this Comprehensive Plan.

The Town of Franklin Comprehensive Plan is intended to update and replace the Towns' Development Plan of 1987. This Plan is intended to guide the Town in short range and long range growth and preservation. This plan has been prepared by the guidelines of the State of Wisconsin's new "Smart Growth" legislation and is intended to meet all requirements of such. This Plan also may also be used in assisting with the identification of lands eligible for Sauk County, State and/or Federal preservation and conservation programs.

1.6 Historical Planning Context

Land Use Planning has long been recognized as important in the Town of Franklin. In 1975, the Town of Franklin adopted the 1963 county zoning ordinances. In 1977, the State of Wisconsin enacted the Wisconsin Farmland Preservation Law for the purpose of assisting local people who want to preserve farmland. In 1979, Sauk County enacted the Farmland Preservation Law allowing county farmers to participate in the program and apply for tax credits. In 1985 Sauk County adopted the Exclusive Agriculture District allowing towns to rezone lands to Exclusive Agriculture which '...provide for the preservation, maintenance and enhancement of quality agriculture, forestry, and natural areas for the benefit of farm operators and the general public in terms of production of food and fiber and environmental quality...'. In 1987, the Town of Franklin adopted Exclusive Agricultural Zoning and a Town Development Plan.

Chapter Two: Population Inventory & Analysis



**Town of Franklin
Land Use Plan Revision Committee
Fall 2002**

2.0 Purpose

Population features that affect community dynamics and the planning processes are population trends, age distribution, population per household (average household size), number of housing units, rate of occupancy, age, gender and race.

2.1 Population Trend

Overall the population in the Town of Franklin had declined between the years 1970 to 1990 and by 2000 has only increased slightly. The recent *Sauk County 20 / 20 Development Plan* projections calculated by the State of Wisconsin Department of Administration (DOA) shows a population projection in 2000 to be 613, which is significantly lower than the actual 2000 population. The DOA had also projected a 2000 population in Sauk County to be 52,655, which is short of the actual population of 55,225.

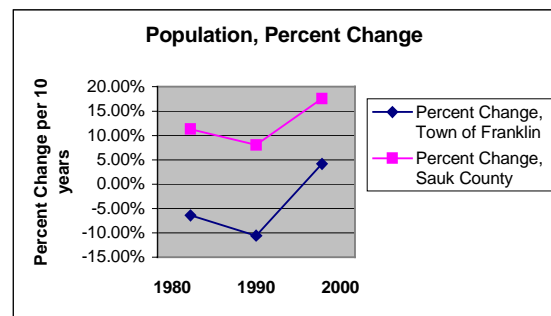
Table PIA1: Population Trends

	1970	1980	1990	2000	2000 as Projected In 20/20 Plan	Average Increase Per Ten Year Increment
Town of Franklin	798	747	668	696	613	-34
Percent Change Town of Franklin		-6.39%	-10.58%	4.19%	-7.36%	-4.26%
Sauk County	39,057	43,469	46,965	55,225	52,655	5,389
Percent Change Sauk County		11.30%	8.04%	17.59%	12.11%	12.31%

Source: US Census 2000, Sauk County 20/20 Development Plan, Volume IV: The County Profile, June 1998

From 1970 to 1980, the Town of Franklin experienced a decline of 1.07% change in population growth. From 1980 to 1990, the population further fell approximately 1.12% and from 1990 to 2000 rose by only .96%. Sauk County experienced a relatively constant growth through this time, with approximately 11 percent change from 1970 to 1990 and 8% from 1980 to 1990. From 1990 to 2000, the growth rate in Sauk County was approximately 17.5 %, again higher than the 12% predicted.

**Chart PIA 1
Percent Change
in Population Growth**



Source: US Census 1980, 1990 & 2000

2.2 Age Distribution

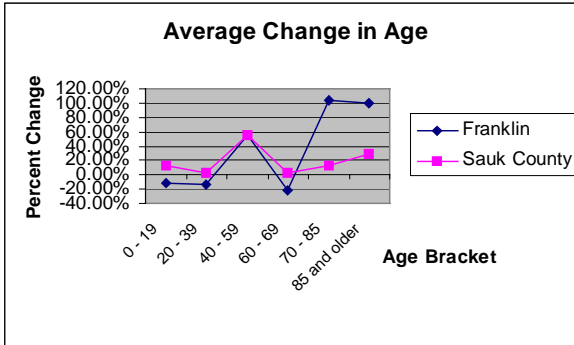
From 1990 to 2000, the population between the ages of 35 to 55 increased significantly. This is evident by looking at the age distribution for this same period. From 1990 to 2000, the following age brackets: 60-64 and 65-69, saw an overall decline of 13 persons. For the age brackets of 0-4, 5-9, 10-14, 15-19, 20-24, 25-29, 30-34 an overall decline of 72 was experienced. The overall increase for age brackets 35 through 59 included 91 persons.

Table PIA2: Age Distributions: Town of Franklin and Sauk County

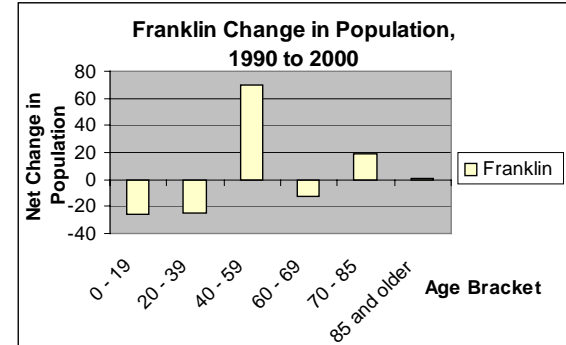
Age Group	1990 Franklin	2000 Actual Franklin	Percent Change Franklin	1990 Sauk County	2000 Projected, Sauk County	2000 Actual, Sauk County	Percent Change Sauk County
0 - 4	58	48	-17.24%	3,538	3,342	3,567	0.82%
5 - 9	66	62	-6.06%	3,740	3,836	3,856	3.10%
10 - 14	66	59	-10.61%	3,520	4,058	4,404	25.11%
15 - 19	53	48	-9.43%	3,124	3,913	3,913	25.26%
20 - 24	40	21	-47.50%	2,773	3,226	2,738	-1.26%
25 - 29	58	33	-43.10%	3,543	2,981	3,312	-6.52%
30 - 34	46	44	-4.35%	3,925	3,179	3,789	-3.46%
35 - 39	54	75	38.89%	3,670	4,123	4,480	22.07%
40 - 44	43	64	48.84%	3,141	4,326	4,581	45.85%
45 - 49	39	59	51.28%	2,467	3,927	4,141	67.86%
50 - 54	29	40	37.93%	2,076	3,338	3,500	68.59%
55 - 59	21	39	85.71%	1,991	2,589	2,726	36.92%
60 - 64	29	26	-10.34%	2,062	2,157	2,225	7.90%
65 - 69	31	21	-32.26%	2,103	1,959	2,008	-4.52%
70 - 74	21	23	9.52%	1,886	1,782	1,872	-0.74%
75 - 79	9	18	100.00%	1,507	1,577	1,673	11.02%
80 - 84	4	12	200.00%	988	1,170	1,273	28.85%
85 - 89	1	2	100.00%	576	724	734	27.43%
90 and over		2		335	447	433	29.25%
Total	668	696	4.19%	46,965	52,654	55,225	17.59%

Source: US Census Bureau 1990 and 2000

Table PIA2 and Charts PIA 2 & 3 show the specific breakdown for each age bracket for both the Town of Franklin and Sauk County. The population projection, as predicted for Sauk County by the Department of Administration and as shown in the *Sauk County 20/20 Development Plan Volume IV: The County Profile, June 1998* fell short by 2571 people or 32%.

Chart PIA 2 Percent Change in Population Per Age Bracket

Source: US Census Bureau 1990 and 2000

Chart PIA 3 Change in Population Per Age Bracket

Source: US Census Bureau 1990 and 2000

2.3 Age, Gender and Race

The median age for the Town of Franklin is not readily available for 1990, in 2000 the median age was 37 years old. This is consistent with Sauk County's median age of 37.3. The percent of those over 65 has increased from 10% in 1990 to 13 % in 2000.

2.4 Interpretation of Population Data

After 20 years of negative growth, the Town of Franklin experienced a slight increase in population of 668 in 1990 to 696 in 2000. A closer look at population data shows a significant change in the age of the Town's population between the age brackets of 35 and 54 (also shown on **Chart PIA 2**). This data implies that the original population age in the Town is in part being replaced by new residents who are choosing to build homes which are not associated with a farming operation. More likely than not, these new residents commute out of the Town to work. Additionally, under the Economic Development Chapter and according to the 1990 and 2000 census, occupations not related to agriculture have increased further supporting this theory. A third comparison looks at the number of new single family residences built in the Town as noted in **Table LU 1 Number of Permits Issues 1990-2001** (Land Use Chapter). This increase in newer residences further supports this trend as this age bracket tends to be the typical time people make this type of transition in housing, which is in part supported by a rise in individual income and wealth.

2.5 Population Projections and Housing Demand

Population projections for the Town of Franklin can be noted under the Housing Chapter of this Plan along with projected housing demand based on population changes.

Chapter Three: Issues and Opportunities



**Town of Franklin Visioning Session
August 2002**

3.0 Purpose

The Town of Franklin Land Use Plan Revision Committee directed a number of efforts to ensure that the development of this Comprehensive Plan was based on and would achieve a vision shared by Franklin residents and landowners. These included the development and publication of two press releases for the **Spring Green Homes News** and **Reedsburg Independent**, three newsletters sent to all residents and land owners informing them of the planning process and inviting them to become involved, the hosting of a visioning session open to all residents, landowners, and representatives of neighboring governments, a town-wide public survey sent to every resident and landowner, open monthly meetings, and finally an open house to allow residents an opportunity to review the draft plan. A more in depth description of each activity and results are summarized below.

3.1 Visioning Session

The Town held a Visioning Session Workshop on August 1, 2002. The purpose of the session was to involve residents and landowners in the Town of Franklin as well as officials from neighboring governments to take part in defining what they believe Franklin should be in the future. In total, 27 residents took part while 3 attendees represented local neighboring governments including the Village of Plain.

The Vision Session was structured in such a way that participants had a chance to comment on what their Vision of the Town was, but also included an opportunity to identify the Strengths, Weaknesses, and Threats as related to their Vision and each of the focus group study areas which addressed the 9 elements of a Comprehensive Plan.

Some of the more common responses included:

- **Strengths:** Beautiful farmland, agricultural economy, rural character and scenic beauty, strong families raising healthy children.
- **Weaknesses:** Over dependent on a single mode of transportation, losing small farms (family farms), poor agriculture practices related to water quality, over development.
- **Opportunities:** To limit over development, Niche farming (organic etc.), allow flexibility to landowners to manage/sell/buy land as they see fit within established guidelines.
- **Threats:** Loss of Agriculture, over development with houses, too many buildings on hills taking away from the beauty, large estates (country) with little good land use.

Participants were then broken down into small groups and were asked to address the strengths, weaknesses, opportunities and threats to the Town by proposing strategies to build upon the strengths and opportunities and reduce the weaknesses and threats.

Strategies proposed to achieving the overall vision and address the issues summarized above included, but were not limited to, minimizing the number of driveways, keeping agriculture strong, reducing run-off by education and grants, and redirecting housing to non-prime agricultural lands.



The results of the Vision Session essentially gave each of the focus groups and overall Land Use Revision Committee directive to developing and refining plan policies. Results and related information to the Visioning Session can be noted in *Appendix D*.

3.2 Community Survey

The Town mailed a survey to all households and landowners in the spring of 2001. Out of approximately 400 surveys that were sent, 349 completed surveys were returned, resulting in a response rate of 87%. The survey questions were developed to ascertain the views of residents and landowners regarding their opinions to current regulations, areas in need of improvement and their overall vision for the Town. The following includes a brief summary of the survey results. See also *Appendix E* for a copy of the survey and results.

- **Natural Character/Environment**

The survey noted that the residents and landowners in Franklin are interested in conserving the overall feel and look of the Town as it currently is. This feeling included the overall preservation of the rural character of the Town encompassing its productive farmlands, wooded acres, ridge tops, hillsides, steep slopes, wetlands, shorelines of creeks, springs and drainage ways.

- **Land Use**

Most residents in the Town of Franklin recognized that increased housing could be conflictual with agricultural operations and the overall look of the Town while raising the property taxes of everyone in the Town. At the same time, residents recognized the desire to allow for new housing development to a certain extent. However, they also appear to be unsure as to how housing can be limited while still allowing for an opportunity to sell land for development.

Overall, residents overwhelmingly supported Exclusive Agriculture Zoning, which permits housing at a density of one unit for every 35 acres owned. According to the survey, it appears as though residents would like to see a set amount of growth while directing the growth to appropriate areas which will have the least impact on the visual character of the Town and agricultural operations.

• Economic Development

Currently, the predominant economic activity in the Town is related to Agriculture. Town residents indicated that appropriate businesses in the Town include home based businesses (possibly agriculture related), Bed & Breakfasts, and farm related supply stores. Overwhelmingly, residents opposed such economic development as light industrial/factory, cottage industries, and larger scale retail stores such as grocery stores. Overall, it appears as though commercial development should be agriculture related if located in the Town and most non-agriculture commercial businesses should be located in or near the Village of Plain.

3.3 Press Releases

In June 2002 the **Spring Green Home News** printed a press release inviting residents to become involved with the Town's Planning Process. In July 2002, the **Spring Green Home News** and **Reedsburg Independent** printed press releases inviting residents to attend the Visioning Session on August 1, 2002. See **Appendix D** for a copy of the press releases.



3.4 Town of Franklin Newsletters

The Winter 2000 Newsletter provided a reminder for residents and landowners to return their survey. The Spring 2002 Newsletter sent out in late March/early April identified the make up of the Land Use Revision Committee and specifically invited people to get involved either by attending meetings, submitting comments, or becoming a member of the Land Use Revision Committee. The Winter 2002 Newsletter also informed residents that Draft #1 was available at the library for review. See **Appendix D** for copies of newsletters.

3.5 Open House for Review of Draft Plan

An open house was held on February 13, 2003 by the Franklin Land Use Plan Revision Committee to present their Draft Franklin Comprehensive Plan to the public and to provide an opportunity for additional input and comments. An opportunity to review the plan and materials was provided between 6:00 p.m. and 7:00 p.m. A formal presentation of the Plan by the Franklin Committee and the Sauk County Planning & Zoning Office took place at 7:00 p.m. to approximately 8:30 p.m. followed by an informal question and answer period.

3.6 Focus Groups

As part of this planning process, the Land Use Revision Committee developed focus groups to address seven of the nine elements of the comprehensive plan. The two elements not addressed under the focus groups included land use and implementation. Because of the importance and complexity of these two elements, it was decided that the full group should address them.

Early in the planning process, the Land Use Revision Committee was given a list and a brief description of each focus area. They were then charged with picking their top five areas of interest and expertise. From this point, people in the committee were assigned to at least two of their top focus areas.

Once the focus groups were established, they were charged with gathering background information within each area. This information, along with the responses provided by the survey were utilized to develop a goal for each focus area along with supporting objectives and the development of policies.

The development of goals, objectives and policies for each focus area were primarily based on the results of the Community Survey and Community Visioning Session as well as any observations of focus group members. At the completion of each stage of development within the focus groups (in terms of the development of goals, objectives and policies) the groups then reported back to the full Committee for final evaluation and made amendments where necessary. The Committee then fully agreed upon the proposals and specific verbiage of goals, objectives and policies prepared by the focus groups along with any amendments by the whole Committee, which became the final verbiage in the Comprehensive Plan.

In addition to the results of the survey and visioning session, members of the public were invited to attend monthly meetings of the Committee to comment and give input on the process or the proposed goals, objectives and policies by the focus groups.

The following includes the title of each focus group, members, and their mission:

Agriculture Activity Focus Area

Members: Wayne Bindl, Marc Muller, Doug Yanke

Using data from DATCP, the Department of Commerce, the Land Conservation Department, American Farmland Trust, and other sources, this focus group will describe trends in the number, sizes, location and type of farms in the Town, Co-ops, milk transportation routes, lending institutions, closest dairies, etc. The group also identified ways to protect and enhance agricultural opportunities within the Town and reduce conflicts with nonagricultural development. This element must:

- ◆ Identify and evaluate the existing agricultural infrastructure of the Town and the surrounding region.
- ◆ Provide an analysis of historic agricultural trends within the Town and the region.
- ◆ Assess the Town's strengths and weaknesses with regards to support of agriculture.
- ◆ Promote the expansion of or establishment of agriculture related businesses.

- ◆ Identify local, state and federal programs and resources that provide aid to agricultural sustainability.
- ◆ Research and provide information relating to alternative economic opportunities that would enhance or supplement agriculture as an occupation.
- ◆ Identify policies that are aimed at the protection of farming as an occupation.

Natural Resources Focus Area

Members: Connie Alt, Jim Geishert, Richard Vogt, Joel Gaalswyk, Marc Mueller

This focus group will identify and explain significant natural and environmental resources within the Town and as part of a regional ecological system. The group will then identify methods for the conservation and promotion of the effective management of natural resources (such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface waters, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources). The group will also identify past efforts and plans aimed at protecting and preserving these resources and identify future needs to further the effort. This includes:

- ◆ Assessing existing resource management plans with the Town from various local, county, state or federal groups or agencies.
- ◆ Assessing the condition of the various resources in categories of natural, cultural, and community type resources.
- ◆ Identify and assess the Town's current strengths and weaknesses in terms of resource protection and enhancement.
- ◆ Identify additional methods and financial resources aimed at enhancing or preserving the identified resources.
- ◆ Research and propose new techniques aimed at improving and/or increasing the Town's resources.

Housing

Members: Rachel Nieman, Connie Alt, Doug Yanke, Gary Mueller

Using the most current published data, building permit and land division records, and information from local realtors, this focus group will describe the historic trends in housing. Particular emphasis will be placed on trends since 1990. The group will then identify ways to provide an adequate housing supply that meets existing and forecasted housing demands in the Town. This element must:

- ◆ Assess the age, structural, value and occupancy characteristics of the Town's housing stock.
- ◆ Identify policies and programs:
 - That promotes the development of housing for residents of the Town and provides a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.
 - That promotes the availability of land for the development or redevelopment of low-income and moderate-income housing.

- To maintain or rehabilitate the Town's existing housing stock.
- That creates a regulatory balance between individual property rights and community interests.
- That minimizes the conflicts between agriculture and non-agriculture development.

Economic Activity / Labor Force

Members: Wayne Bindl, Thomas Race, Joel Gaalswyk

This focus group will summarize existing economic activity within the Town, including number and types of jobs, mix of existing industries and retail uses, availability of sites for new commercial and industrial expansion, and existing local economic development efforts. The group will then summarize existing data on the labor force within the general area, including skills of workers, industry and occupation of employed residents, unemployment rate, and commuting patterns. The group will also identify ways to promote the stabilization, retention, or expansion of the economic base and quality of employment opportunities in the Town of Franklin. This includes:

- ♦ An analysis of the labor force and economic base of the Town of Franklin.
- ♦ Assess categories or particular types of new businesses and industries that are desired by the Town.
- ♦ Assess the Town's strengths and weaknesses with respect to attracting and retaining businesses.
- ♦ Designate an adequate number of sites and location for such businesses.
- ♦ Evaluate and promote the use of environmentally contaminated sites and evaluation of such sites for cleanup and use by commercial businesses.
- ♦ Identify county, regional and state economic development programs and resources that apply to the Town.

Transportation

Member: Doug Kraemer

This focus group will describe the existing transportation system in the Town. Included will be a review of the location, capacity, traffic, and condition of town roads, culverts, bridges, County highways and State highways. This group will then review and summarize capacity, location, and service areas of utility systems within the Town, including electric and gas lines. The group will then identify ways to guide the future development of the various modes of transportation (including: highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation).

- ♦ Identify roads within the Town by function.
- ♦ Incorporate state, regional, and other applicable transportation plans, including transportation corridor plans and studies, that apply in the Town.
- ♦ Describe the location, use and capacity of transportation routes that serve the Town.
- ♦ Include an approximate timetable that forecasts the need in the Town and County to expand or rehabilitate existing transportation routes

Intergovernmental Cooperation

Members: Rachel Nieman, Jenell Bindl

This group will review and describe existing development plans from neighboring local governmental units, local and state agencies and school districts. It will also coordinate efforts with ongoing planning activities such as the Sauk County 20/20 Plan and the Sauk County Development Cooperation, and other various regional plans.

- ◆ Analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state, and other entities.
- ◆ Incorporate any plans or agreements to which the local governmental unit is a party.
- ◆ Identify existing or potential conflicts between the Town and other governmental units that are specified in this paragraph.
- ◆ Describe processes to resolve such conflicts.

Community Facilities and Utilities**Members: Doug Kraemer, Janell Bindl, Thomas Race, Richard Vogt**

The group will also review and analyze capacity, locations, and service areas of parks and other relevant community facilities (including the old Town Hall). The group will then identify ways to guide the future development of utilities and community facilities in the Town (such as: storm water management, water supply, solid waste disposal, private on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, cemeteries, health care facilities, child care facilities and other public facilities which include police, fire and rescue, libraries, community centers, schools, etc.).

- ◆ Describe the location, use and capacity of existing public utilities and community facilities that serve the Town.
- ◆ Include an evaluation of the need in the Town to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities.
- ◆ Assess the future needs for governmental services in the Town that are related to such utilities and facilities.
- ◆ Assess feasibility for reuse of the old Town Hall.

Land Use**Members: Land Use Revision Committee**

This element consists of the whole Land Use Revision Committee (all focus groups combined). This group will identify the future build-out of the Town in terms of the numbers and locations of new rural homes. The primary intent of this element is to combine the work of all of the focus groups.

- ◆ Describe appropriate locations of housing so as to minimize the impact on agriculture operations and the view of the Town.
- ◆ Develop a density policy and lot credit program to allow the creation of small lots in exchange for a restriction on land to be preserved.
- ◆ Develop pictorial policies to be utilized as part of a siting criteria process for new construction.

Implementation**Members: Land Use Revision Committee**

Describe appropriate locations of housing so as to minimize the impact on agriculture operations and the view of the Town.

- ◆ Describe appropriate locations of housing so as to minimize the impact on agriculture operations and the view of the Town
- ◆ This group will identify the timeframe and directives of implementation.

3.7 Town of Franklin Vision**Natural Resources/Visual Character**

In the year 2020, the predominant visual character of the Town of Franklin will be rural with a panorama of forested hills overlooking crop, pastureland, and well-maintained farms. The vision includes the preservation and promotion of the historic agriculture landscape of unbroken scattered fields and architecturally and culturally significant farm buildings, farm houses, and overall farmsteads. This vision further encourages new construction to replicate those features found on historic buildings. This type of landscape will remain the signature feature of the Town of Franklin's visual character.

The forested hillsides and farm fields will carry great significance in terms of preservation both from an ecological and panoramic standpoint. Thoughtful regulatory policy will prevent the fragmentation of these areas and will direct future growth to those areas most appropriate to protect the natural landscape and cultural heritage of the Town.

Balance will be achieved between the right to use privately owned resources for individual benefit and the public's interest in maintaining the health and aesthetic quality of the natural resources on which the entire community depends. This balance will include a managed level of resource extraction in regard to timber harvests and mineral extraction and will require an identified level of restoration. This balance will also include the placement, type, density, quantity and character of new building construction.

Clean water supplies will be ensured by careful control on the rate and location of new development to avoid soil erosion and protect ground water resources from inappropriate siting of private on-site wastewater treatment systems. Effective management of animal wastes and farm field operations will improve the conditions of surface waters. Reconstruction of trout streams and construction of protective streamside buffers will enhance both water quality and fisheries in the Town. Wildlife habitat will be enhanced by maintaining large expanses of woodlands, open areas, and wetlands.

Intergovernmental agreements with adjacent Towns will address the impacts on Franklin of agriculture, protection of natural and cultural resources and development beyond its borders.

The Agricultural Vision

In the year 2020, the Town of Franklin will have a vigorous and profitable agriculture economy by raising a greater variety of commodities and through the identification of opportunities for a fair price for agriculture products. Land use policies adopted by the community will protect the quantity, quality and supply of land available for farming and will further ensure that conflicts between non-agriculture land uses will be minimized by directing such uses away from farms. Land use programs that offer present value for future development rights of farmland and offer options which replace the sale of large areas of land for new housing purposes will help keep farmers well-capitalized and up-to-date, and at the same time offer more choices for investment in farmer's retirement. Farms in Franklin will remain locally owned and follow the aesthetic created through the size and scale of traditional farms.

The Residential/Commercial Vision

In the year 2020, the Town will remain a predominately rural town characterized by farmlands, fields and wooded hillsides. The local population will have grown slightly, and the new growth will be managed for compatibility with the agricultural uses of the land and the preservation of the desired aesthetic character of the Town. New single family dwellings will be directed to the Village of Plain, or to lands not suitable for agriculture.

New residential development in Franklin will meet a specified density, location, architectural, and screening standard so as to maintain the rural character, protect the health, safety, and well being of all residents and visitors, and to be able to provide an efficient and cost-effective delivery of public services.

Commercial businesses shall occur within or directly adjacent to the Village of Plain. Community ventures outside the Village will be limited to those that only serve the agricultural community.

The thoughtful application of regulatory authority shall be applied to overall construction so as to protect prime agriculture lands, surface and groundwater resources, wooded hillsides, and the overall visual character of the Town as well as provide opportunities for housing starts in the Town with a specified maximum housing allowance.

Chapter Four: Agriculture Resources



4.0 Purpose

Historically, farming and agrarian activities have been a primary way of life for Franklin residents and land owners. Through out history farm lands and farming operations have been passed down to new generations. This way of life and passing of lands to future farming generations continues today.

One of the key opportunities derived through this planning process includes the development of policies that aim to not only maintain but enhance farming in the town through programs that promote economically feasible and innovative farming practices and options. Additional programs, mentioned under this element, and other parts of this plan, include

the identification of prime farmland to be preserved, building siting standards, options to sell small unproductive pieces of land, and encouraging housing to occur on smaller lots thereby preserving larger tracts of land for agriculture use.

Because of its location, the Town of Franklin has begun to experience development pressures with regard to rural residences. The challenge is to preserve farmland, agricultural operations and the rural landscape while facing demands of this development pressure. The following analysis and policies under this element attempt to meet these challenges and plan for the future.

4.1 Character of Farming in the Town of Franklin



Farming and related agriculture activities are the primary economic activity in the Town. Farmers in the Town of Franklin produce a variety of agriculture commodities including dairy, beef production, animal feed such as corn, alfalfa and soybeans as well as a number of cash crops. Overall, Franklin currently has approximately 22 Dairy Farms, 18 Combination Beef/Dairy, 1 Poultry and 1 Swine farm.

4.2 Historic Trends in Agriculture

As noted in *Table A1 Trends in Farm Numbers*, the number of farms in Franklin has increased from 1990 to 1997 while the number of dairy farms has decreased significantly.

Table A1: Trends In Farm Numbers

	Estimated Farm Numbers				Dairy Farm Numbers			
	1990	1997	% change	Estimated Farms per square mile	1989	1997	% change	Dairy Farms per Square Mile, 1997
Franklin	83	87	4.80%	7.8	56	29	-48.20%	0.6
Sauk County	1597	1507	-5.60%	1.9	687	475	-30.90%	0.6

Source: Wisconsin Town Land Use Databook, Prepared by the Program on Agricultural Technology Studies (PATS), UW Madison, September 1999.

Table A2 Agriculture Land Sales, Town of Franklin, Sauk County, State of Wisconsin indicates, 3,297 acres were sold in the Town of Franklin from 1990-1997 and of that acreage, 796 acres were diverted out of agricultural uses. The dollar per acre was an average of land sold between 1990-1997. However, although no specific data is available, recent real estate transactions indicate that land prices have more than doubled since 1997 and are continuing to increase.

Table A2: Agriculture Land Sales, Town of Franklin, Sauk County, State of Wisconsin

	Agriculture Land Continuing in Agriculture Use			Agricultural land Being Diverted to Other Uses			Total of all Agriculture Land		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
Town of Franklin 1990-1997		3,297	\$1,091		796	\$1,094	71	4,093	\$1,091
Sauk County 1990-1997		50,947	\$914		16,130	\$1,124	1,103	67,077	\$979
Sauk County 2001	33	2,017	\$2,511	19	642	\$2,712	52	2,670	\$2,560
State of Wisconsin 2001	1,974	126,404	\$2,060	993	49,337	\$3,448	2,967	175,741	\$2,450

Source: Wisconsin Town Land Use Databook, Prepared by the Program on Agriculture Technology Studies (PATS), UW Madison, September 1999 – Wisconsin Agriculture Statistics Service in cooperation with the WI Department of Agriculture

These statistics are reflective of the agriculture industry throughout the State of Wisconsin. Despite these changes, agricultural productivity has increased. Sauk County remains one of the State’s leaders in terms of production and revenue generated according to a recent study completed in August, 2001 by the University of Wisconsin- Madison entitled, *“Wisconsin County Agricultural Trends in the 1990s”*.

Overall, changes to technology, machinery and agricultural practices have resulted in the industry becoming more efficient. In addition, it is more common for farms to concentrate their efforts on certain niche markets such as the production of organic, and non-traditional products such as unique meats and cheeses and varied forest products. These factors, coupled with the opportunity for direct marketing to the public as well as local



Although it is difficult to determine what the future of agriculture will be in terms of the impacts of technology on productivity; whether farms will increase in size and productivity; or if they will decrease in size and increase in productivity, one constant remains. This constant includes finding innovative ways to keep the economy of agriculture strong. Overall, changes in technology and the expense to “upgrade” can be costly thereby reducing the overall economic viability of farming operations. As such, continued importance needs to be placed on providing a sustainable price for the commodity produced.

4.3 Farmland Preservation Program

The Farmland Preservation Program was established by the State of Wisconsin and was designed to help local governments that wish to preserve farmland through local planning and zoning, by providing tax relief to farmers who participate. In the late 1970’s, Sauk County produced a Farmland Preservation Plan as a requirement to enter into the program. In 1997 the Town of Franklin adopted their first Development Plan and Exclusive Agriculture Zoning qualifying Town farmers to take part in this program. As a result of this action, the Town currently has 90 participants in the program, the highest level of participation of all of the Towns within Sauk County. In terms of acreage enrolled in the farmland preservation program, the Town of Franklin has 13,897 acres, which comes in second only to the Town of Troy to the east with 15,758 acres. This level of participation once again appears to be indicative of a strong farming economy and agriculture community wishing to continue farming as a way of life.

4.4 Revised Farmland Preservation Program Efforts



It has been recognized that the adoption of the Farmland Preservation Plan and Exclusive Agriculture Zoning has been instrumental with preserving the agrarian lifestyle in the Town. Conversely, the program has been inadequate in terms of the requirement that if a farmer wished to sell land for residential development, the sale must include a minimum lot size of 35 acres. This requirement has served to the detriment of preserving agricultural lands for continued agricultural uses.

The Town of Franklin residents and Land Use Revision Committee have developed an alternative option to the requirement that 35 acres be sold as a lot for building purposes. This alternative approach includes the application of a density policy system (noted under the Land Use Chapter of this Plan and the Whole Farm Plan Inventory). This density policy essentially allows for the sale of smaller, unproductive lands at a specified density credit in exchange for a conservation easement being placed on the remaining lands.

4.5 Federal, State and Local Programs and Resources

There are numerous programs and resources available through federal, state and local agencies that can provide assistance to farmers to help ensure agricultural sustainability. These programs should not be looked at individually, as a possible solution to ensure the viability of agriculture, but rather as small components of the collective system aimed at preserving all scales of farming operations.

Federal Programs and Resources

Below are some examples of federal programs and resources, administered by the U.S. Department of Agriculture (USDA) that can provide assistance to farm operators in the Town of Franklin. The Farm Service Agency (FSA) and Natural Resource Conservation Service (NRCS) are agencies within the USDA that provide consultation and local administration of these programs and resources within Sauk County. In addition, these agencies also provide technical assistance and staffing to develop farm conservation plans and other management tools.

- **Farmland Protection Program (FPP)** provides cost-share funds for state and local farmland protection programs.
- **Conservation Reserve Program (CRP)** pays farmers to take highly erodeable land out of production for 10 to 15 years.
- **Conservation Reserve Enhancement Program (CREP)** enhances the CRP by authorizing higher payments for environmentally sensitive land.

- **Wetlands Reserve Program (WRP)** restores drained wetlands and protects them with permanent or 30-year easements.
- **Environmental Quality Incentives Program (EQIP)** provides cost sharing funding for conservation practices.
- **Wildlife Habitat Incentives Program (WHIP)** provides financial assistance to landowners to restore wildlife habitat.

State and Local Programs and Resources

In addition to the federal programs, several state and local programs and resources are available to aid in the sustainability of agricultural operations in the Town of Franklin. These programs are supported by the Wisconsin Department of Commerce, Department of Agriculture, Trade and Consumer Protection (DATCP), and local organizations such as the Sauk County Development Corporation and the Sauk County Land Conservation Department. A few examples of these programs and resources include:

- **Farmland Preservation Program** which provides tax credits to farms of 35 acres under Exclusive Agriculture Zoning, have a farm income of not less than \$6000 for each of the last three years, and operations which are in compliance with county soil and water conservation programs.
- **Wisconsin's Use Value Tax System** provides tax relief to agricultural land owners by assessing property on its value in terms of crop production and agricultural market prices, not current real estate market trends or non-farm development potential.
- **Agriculture Development Zone (South-Central)** is a new agricultural economic development program in the State of Wisconsin which provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for three basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. The Wisconsin Department of Commerce administers this program.

4.6 Assessment of Farmland Viability and Production Rates

Assessing the suitability of land to produce agricultural products is one key component to identifying areas of the Town, which are appropriate for alternate land uses such as residential housing. As part of this Comprehensive Planning Process, the Town developed a Whole Farm Plan Inventory that examines parcels under one ownership and identifies areas appropriate for development and areas warranting preservation.

These factors and process utilized to evaluate a parcel of land are noted under the Whole Farm Plan Inventory located in **Appendix A** as well as all of the policies of this Comprehensive Plan. Generally, however, the Whole Farm Plan Inventory takes into account the current use of the land as it pertains to agriculture or potential for future agricultural activities.

Although many site assessment procedures reference soil types as a deciding factor to properly place development, the Town of Franklin has few areas with “prime” agricultural soils. The *Sauk County Soil Survey* classifies soils with types I through IV. Generally, class I-III soils are rated the most productive with the least amount of management required. To say that these soil types are “prime” may be invalid as soil types generally reflect what type of plant may be best suited to that soil. For example a Class V which may tend to be sandy in a particular situation and may be less suited to corn which demands a higher moisture content such as those found in classes I-III, but may be more suitable for root crops or specialty crops such as ginseng.

With this recognition, the Whole Farm Plan Inventory identifies soils not by their capability rating, but examines their overall ability to produce an agricultural crop. The Whole Farm Plan Inventory then directs land uses other than agriculture away from all of these areas. As a general examination *Map 4-1 Prime Farmland / Slope Delineation* and *Map 4-2 Land Capability Classes* show classifications of farmland in the Town of Franklin.

4.7 Assessment of new housing location relative to farm lot locations and fields

The Whole Farm Plan Inventory approach enables an individual to evaluate the proposed location of residences based on the location of surrounding farmyards. Commonly farmyards produce run-off and odors not necessarily palatable to non-farm residents. To mitigate this problem, the Comprehensive Plan along with the Whole Farm Plan set specific guidelines as to where new residences can be placed relative to barnyards. The Plan also makes reference to the location of new residences relative to active and potentially active farm fields. The intent of such provisions is to allow an opportunity for new residential development, but to locate such development in areas that will be least affected by farming operations.



4.8 Agriculture Resources Goal, Objectives and Policies

Agriculture Resources Goal: Preserve and enhance the farming occupation, productive farmland and related water resources while maintaining separation between incompatible land uses.

Agriculture Resources Objectives:

* Objectives stated in the April 1987 Land Use Plan

- ARO-1 Preserve productive farmlands and areas not currently farmed for continued and future agriculture uses.
- ARO-2 Limit the amount of non-farm related land uses, and guide the placement of residential housing units to non-productive lands.
- ARO-3 Encourage new residential housing units to smaller lots among other residential uses where appropriate.
- ARO-4 Identify and pursue opportunities for farmers to obtain additional income from activities and the sale of items related to agriculture and farming as an occupation.
- ARO-5 Educate new and existing Town residents on farm life, farm noises, smells, and operational requirements prior to granting permits for the construction of new rural residences.
- ARO-6 Explore opportunities for the implementation of a Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), and Planned Unit Development (PUD) programs.
- ARO-7 Improve and protect the economic position of Town of Franklin.*
- ARO-8 Promote the conservation of soil and water resources for agricultural uses.
- ARO-9 Encourage new non-farm growth in areas where municipal water and sewer are available.*
- ARO-10 Encourage the adoption of a more protective agricultural zoning district.*
- ARO-11 Encourage the maintenance and growth of family farm operations.*
- ARO-12 Preserve productive farmland for continued agricultural use by restricting the introduction of incompatible land uses.*

Agriculture Resources Policies:

- ARP-1 Actively work with Sauk County to develop and adopt new zoning regulations / zoning districts as developed by Sauk County to be utilized by the Town to implement the goals, objectives and polices of this Plan.
- ARP-2 Strictly enforce the density policy noted in the Whole Farm Plan Inventory and under the Land Use Policies of this Plan.

- ARP-3 Utilize and enforce the Town's Whole Farm Plan Inventory approach to guide decisions of non-farm development and land division as described in the Whole Farm Plan Inventory and by the pictorial policies under the Land Use Chapter.
- ARP-4 Explore the future use and implementation of a Transfer of Development Rights (TDR) program which identifies "sending and receiving areas" as those areas least and most appropriate for development based on the provisions of this Plan and the Whole Farm Plan Inventory.
- ARP-5 Through the use of the Whole Farm Plan Inventory, direct non-farm development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.
- ARP-6 Promote the grouping of not more than three homes in the same general area (clustering) and use siting criteria noted under the Whole Farm Plan Inventory to promote the protection of the rural character and the panorama of forested hillsides and agricultural fields
- ARP-7 Allow home occupations, cottage industries and innovative farming opportunities to supplement farming income provided that such activities abide by Sauk County Ordinances.
- ARP-8 Support farmland tax credits, use value assessment, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
- ARP-9 Encourage the utilization of cluster development methods for new housing.
- ARP-10 Limit the number of homes within a cluster too not more than three.
- ARP-11 Using the siting criteria noted under the Whole Farm Plan Inventory, promote the protection of the rural character and the panorama of forested hillsides and agricultural fields.
- ARP-12 On an annual basis the Town of Franklin will identify new residences and provide them with information on their rights and responsibilities on living in an agricultural area.
- ARP-13 At the issuance of a Town Building Permit for new residences, the Town shall provide information to the new resident on their rights and responsibilities on living in an agricultural area.
- ARP-14 The Town shall restrict housing development and the creation of new lots within the vicinity of livestock feedlots and manure storage systems.

Chapter 5: Natural Resources



5.0 Purpose

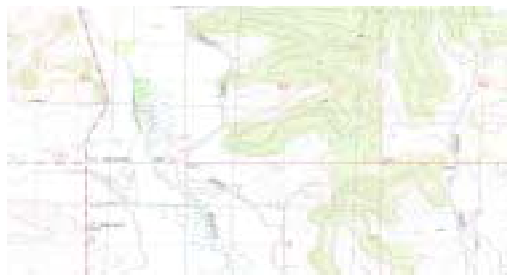
The Town of Franklin is home to abundant amounts and types of natural resources which make up the overall panorama in the Town, including: its agricultural soils and fields, streams, wildlife, deep valleys and ridge tops. It is this panorama that is recognized as worth preserving by Franklin's Vision, survey, and overall feedback from the community. A summary of the natural resource attributes in Franklin provides further insight and a basis for the establishment of specific policies and siting standards noted in this Comprehensive Plan.

5.1 General Soils Information

Soil suitability is a key factor in determining the best and most cost efficient locations for new development. Problems that limit development and the placement of Private On-Site Wastewater Treatment Systems (septic systems) on certain soils may include poor drainage, erosion, steep slopes or high water tables. Soil suitability is also a key factor in determining agriculture productivity and suitability, however it has been noted that soils tend to be mediocre for agricultural uses in Franklin. Therefore it has been established that any soil under production or which has the potential to produce agricultural crops warrants preservation.

5.2 Environmentally Sensitive Areas

The Town of Franklin has identified environmentally sensitive areas as areas of land having slopes greater than 12%, floodplains, wetlands, hydric soils, and areas that harbor endangered



species. The Town has further recognized that any land use proposed will have an impact on these areas and should be minimized as much as possible. **Map 5-1 Environmentally Sensitive Areas** shows the location of the aforementioned components of this subsection.

5.3 Surface Water

Honey Creek

The headwaters and the main branch of Honey Creek begin in the Town of Franklin or just over its borders to culminate inside the Village of Plain limits. From here, the Creek flows out of the Town of Franklin into the Town of Troy to be joined by the north and east branches of Honey Creek which begin in the Town of Honey Creek. The creek then flows through the Town of Prairie du Sac into the Wisconsin River past Ferry Bluff.

Honey Creek is significant to Franklin in that it represents the only watershed to the Town. The Creek is host to a native trout population and diversity of aquatic insect life, however this population faces challenges to runoff from agricultural operations, heated water released from White Mound Lake and urban runoff into the creek as it passes through Village of Plain.

White Mound Lake

The Plain Honey Creek Watershed Project, as part of White Mound Park, serves as an example of how stream water can be impounded and made to serve many purposes, including public recreation. This 1,100-acre project on Honey Creek created a 104-acre lake located in the northwest corner of Franklin.



Floodplain

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas adjacent to navigable waters potentially subject to the 100-year flood event (1% chance of occurring in any year). All areas subject to flooding are not necessarily reflected in mapped floodplains. The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both upstream and downstream property damage as well as reduced governmental costs in relation to disaster relief. Floodplain areas in the Town of Franklin are located along Honey Creek. The FEMA maps should be referenced for official delineation and elevations of floodplain boundaries.

Wetlands

Wetland areas are important for aquifer recharge, flood control, groundwater and surface water quality improvement, and wildlife habitat. In Franklin, wetlands are located primarily along the branch of Honey Creek running parallel to and between State Road 23 and Valley View Road.

White Mound Dam Breach Analysis

Should the White Mound Dam fail, an analysis has been provided which determines the path and depth of water to Honey Creek. The analysis shows areas of the Town that will be flooded to a depth of one foot of water. This Comprehensive Plan states that building shall be prohibited in this area. See also *Map 5-2 Dam Breach Analysis*.

5.4 Groundwater Resources

The Town of Franklin has placed an emphasis on protecting groundwater resources both for potable and non-potable uses. In particular, there exists a hazard to groundwater contamination from the placement and utilization of POWTS. As a means to protect potable water from individual wells, it has been suggested that POWTS be placed down groundwater flow. In addition to potable water, Honey Creek is supplied by a sand stone dolomite aquifer prevalent in western Sauk County, which yields a reliable average of 400-500 gallons per minute. Recognizing that Honey Creek is primarily groundwater fed the placement of POWTS and other sources of point source ground water contamination should be considered to protect the resource.

5.5 Air Resources

Residents in the Town of Franklin enjoy a high quality of air. However, this planning process has identified potential threats to air quality. The chief threat continues to be the open burning of household and agriculture trash. Two years ago, the Town of Franklin implemented a town-wide collection of residential trash as a service to residents and as a way to reduce the amount of open burning.

Throughout the years, many farmers have converted to the use of plastic rolls for silage versus the traditional method of storage, which included an actual silo. The reduction in the use of silos has occurred to the fact that they are slow to operate and often need repair. In addition, silos are taxed and therefore removal can be an advantage to a landowner.

With the use of plastic rolls for silage comes a problem of disposal. Farmers in the Town of Franklin have been responsible with the collection and removal of plastic waste, however this has not always been accomplished through the use of the residential garbage collection. Rather, many farmers burn the plastic, often at night, in order to keep their properties in order. Recognizing that this open burning is illegal and that it is detrimental to the Town's air resources, this planning process has directed the town to explore alternative methods of disposal.

5.6 Night Skies



The planning process has identified the preservation and promotion of the Town's night skies as an important natural resource. Typically, light pollution is caused by a lighting fixture that projects out over a large area versus projecting downward on the area that requires illumination. Additionally, signage often utilizes lighting fixtures that project upward into the sign thereby washing out the night sky. As a means to protect the night skies as a natural resource which is enjoyed by residents and visitors alike, this plan references a policy to create a local ordinance which emphasizes that new lighting fixtures face lighting down on the area needing illumination.

5.7 Viewscape

The Town of Franklin is host to one of the most spectacular viewscape in Sauk County. The southern half and northwestern portions of the Town are host to steep wooded hillsides with deep valleys consisting of rare plant species and unbroken wooded areas. The central part of the Town primarily consists of steep wooded hillsides and gently sloping valleys, many of which are dotted with farm buildings and agricultural fields. Moving from the central part of the Town east and west, the Town is host to an ever hillier and wooded landscape. Through this planning process and as identified in the Vision, the Town has identified this panorama of forested wooded hillsides, agriculture fields and prairie areas as an important resource in the Town worth preserving for the future. The policies and Whole Farm Plan Inventory contained within this plan aims to achieve this overall vision.



5.8 Natural Resource Goal, Objectives and Policies

Natural Resources Goal: Preserve, protect and enhance the rural and natural landscape, water resources, soil and air quality.

Natural Resources Objectives:

- NRO-1 Protect and preserve ground and surface water for quality and quantity.
- NRO-2 Preserve the existing view-scape—the panorama of natural forested and rolling prairie hillsides balanced with crop and pastureland.
- NRO-3 Maintain and enhance the quality of Honey Creek, drainage ways, floodways and wetlands.
- NRO-4 Cooperate with other units of government to preserve and enhance natural resources, which are jointly shared.
- NRO-5 Encourage careful placement and restoration of non-metallic mining sites.
- NRO-6 Preserve and protect clean air resources.
- NRO-7 Protect the Town’s dark night skies from light pollution.

Natural Resources Policies:

- NRP-1 The Town shall work with Sauk County UW-Extension and Land Conservation Departments, and the WI DNR to educate farmers and landowners enabling them to implement Best Management Practices aimed at protecting soil, air and water resources related to agriculture operations, specifically filter strips, riparian buffers, grass waterways, and wetland restoration.
- NRP-2 The Town shall restrict the development of lands identified as and adjacent to historical and significant community resources identified on *Map 7-2 Cultural Resources Map*.

-
- NRP-3 The Town shall restrict the development of lands which have been identified as having threatened or endangered resources as identified on **Map 5-1 Environmentally Sensitive Areas**.
- NRP-4 When land use changes or development is proposed, the Town will consider soil and water best management practices including, but not limited to, filter strips, riparian buffers, grass waterways, and wetland restoration.
- NRP-5 Proposed changes in land use, particularly for changes to residential land uses, shall utilize structure and lot siting provisions noted in the Town's Whole Farm Plan Inventory.
- NRP-6 The Town shall encourage landowners to work with the Wisconsin Department of Natural Resources and others to implement stream bank restoration projects along Honey Creek.
- NRP-7 The Town shall work with the Village of Plain to identify and implement Best Management Practices for storm water management control, and preservation of existing wetlands, particularly for the protection of the water quality of Honey Creek.
- NRP-8 The Town shall initiate action with the Sauk County Land Conservation and Parks and Recreation Department to modify the White Mound and Shanahan Dams to reduce outflow water temperatures thereby improving the trout habitat in Honey Creek.
- NRP-9 The Town, through the use of the Whole Farm Plan Inventory, shall require that any new construction of a structure shall be below the crest of the hill as to not diminish or dominate the overall view of the Town thereby preserving the rural character and viewscape.
- NRP-10 The Town shall prohibit any construction or placement of access roads/driveways on slopes greater than 12 %, on prime agriculture soils, or through wetlands and flood plains as a means to maintain the rural character and as further defined by the Whole Farm Plan Inventory, related ordinances and **Map 5-1 Environmentally Sensitive Areas**.
- NRP-11 The Town shall prohibit the construction of any buildings on prime agriculture soils, wetlands and environmentally sensitive areas as a means to maintain rural character and as further defined by the Whole Farm Plan Inventory.
- NRP-12 Implement policies noted under the Utilities Section of this Plan related to solid and hazardous waste collection to ensure the protection of natural resources and the viewscape of the town.
- NRP-13 Protect clean air resources by discouraging the burning of solid and hazardous waste and ensure residents are aware of State requirements in terms of the prohibition of the burning of certain materials while offering continued and expanded waste collection programs noted under the Utilities section of this Plan.
- NRP-14 Wireless communication towers shall abide by the standards noted under the Utilities Section of this Plan.
- NRP-15 New exterior lighting in the town shall utilize lighting standards noted in the lighting ordinance adopted by the Town in order to preserve the towns night skies, and shall further cooperate with the Village of Plain.

- NRP-16 The Town shall require compliance with State or County laws regarding the restoration of mine sites.

- NRP-17 The Town encourages the capping of all abandoned wells to protect ground water.

Chapter Six: Housing



Rural Non-farm Housing

6.0 Purpose

This section of the Comprehensive Plan describes the Town's predominate housing stock characteristics such as type, value, occupancy status, age and general structural condition. This section also provides a historical perspective of the numbers of new homes built along with projected rates of new housing. Projected rates will include an evaluation of new housing based on the current zoning requirements of 35 acre minimum lot sizes as compared to the adoption of smaller lot sizes correlated to a prescribed density calculation.

Related to lot size, this section will also examine the per acre cost of a new lots for residential purposes based on the 35 acre minimum lot size as compared to lots of a smaller acreage. The adoption of a density policy enabling the creation of smaller lots attempts to increase the "affordability" of rural lots while at the same time filling a demand for rural lots of a smaller size.

6.1 Housing Units

Table H1 Number of Housing Units shows that the number of housing units in Franklin increased 15.06 % from 1990 to 2000. This is less than Sauk County's steady increase from 1980 to 1990, at 17.10% along with an 18.88% increase from 1990 to 2000.

Table H1 Number of Housing Units

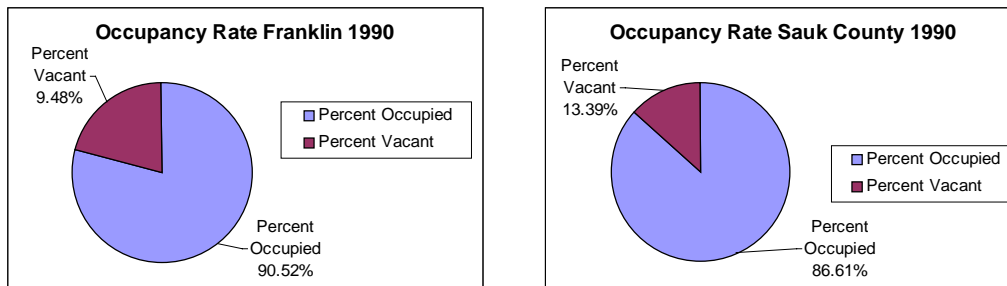
Year	Town of Franklin	Percent Increase Town of Franklin	Percent Increase per 10 years Sauk County	Sauk County
1970	Not Available			13,654
1980	Not Available		27.83%	17,454
1990	232		17.10%	20,439
2000	267	15.08%	18.88%	24,297

Source: US Census Bureau 1990 and 2000, Sauk County 20/20 Development Plan, Volume IV: The County Profile, June 1998

6.2 Tenure

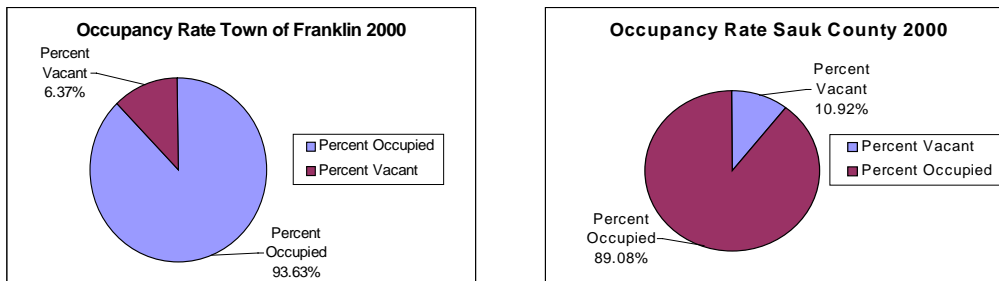
During 1990, 91% of the available housing units in the Town of Franklin were occupied compared to an 86.61% occupancy rate in Sauk County according to the US Census Bureau, 1990. The 2000 Census shows the Town of Franklin with a 93.6% occupancy rate compared to 89.08% occupancy rate in Sauk County.

Chart H2 Occupancy Rate Franklin vs. Sauk County 1990



Source: Wisconsin Department of Administration (DOA); Sauk County 20/20 Development Plan, Volume IV: The County profile, June 1998

Chart H3 Occupancy Rate Franklin vs. Sauk County 2000

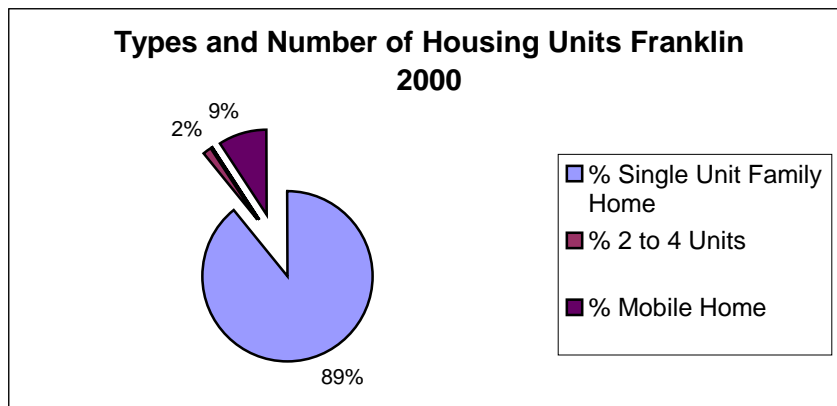


Source: Wisconsin Department of Administration (DOA); Sauk County 20/20 Development Plan, Volume IV: The County profile, June 1998

6.3 Housing Stock Characteristics

In 1990 there were 232 housing units in the Town of Franklin. There were 267 housing units in the Town in 2000. Based on current data 89.22% of the homes in Franklin are Single Family, 9.05% are mobile homes and 1.72% are 2 to 4 unit dwellings. Based on the current zoning within the Town, an active farm may provide for a mobile home for a son or daughter of the farm owner or farm help who receives at least 50% of their income from the farming operation. Currently, the Town of Franklin does not have any zoning districts which permit multi-family units (i.e. 2 and 4 units). It can be assumed that there are either violations within the Town or there has been an error with the collection of census data.

Chart H3 Types and Number of Housing Units 2000

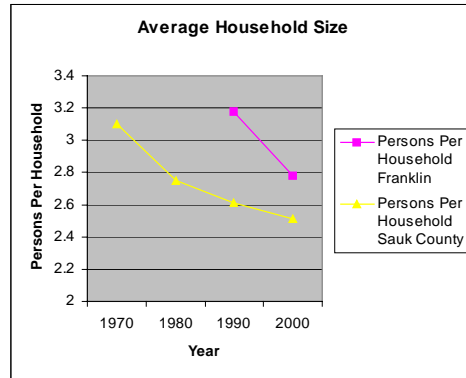


Source: US Census Bureau, 2000

6.4 Household Characteristics

According to the 2000 census data, the Town had a vacancy rate of 6.4%. This rate is comparable to the 1990 vacancy rate of 9.48%. The average household size in the Town decreased from 3.18 in 1990 to 2.78 in 2000 while the percent of single person occupancies increased from 13% in 1990 to 14.2% in 2000.

Chart H4 Household Size



Source: US Census Bureau, 2000

6.5 Housing Value Information

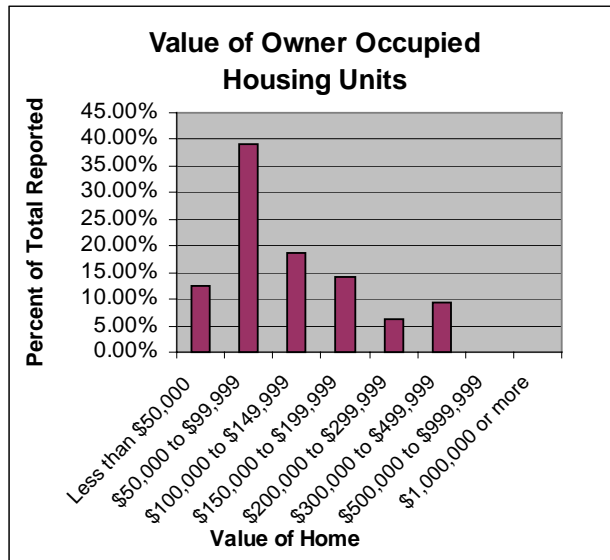
According to the 2000, U.S. Census **Table H2 Value of Homes** compares the housing values for the Town of Franklin with those of Sauk County. Almost 52% of the homes in the Town of Franklin are deemed affordable at \$100,000 or less whereas the percentage of homes valued between \$100,000 to 149,000 is 18.8% as compared to 34.11% in Sauk County. There were 14% of the homes valued between \$150,000 to \$199,999 in the Town as compared to Sauk County's 13.43%.

Table H2 Value of Homes, Franklin Compared to Sauk County

Dollar value	Franklin, 2000		Sauk County, 2000	
	Number	Percent	Number	Percent
Less than \$50,000	8	12.50%	456	4.12%
\$50,000 to \$99,999	25	39.10%	4446	40.20%
\$100,000 to \$149,999	12	18.80%	3773	34.11%
\$150,000 to \$199,999	9	14.10%	1486	13.43%
\$200,000 to \$299,999	4	6.30%	673	6.08%
\$300,000 to \$499,999	6	9.40%	194	1.75%
\$500,000 to \$999,999	0	0.00%	22	0.20%
\$1,000,000 or more	0	0.00%	11	0.10%

Source: US Census Bureau, 2000

Chart H5 Value of Housing Units



Source: US Census Bureau, 2000

6.6 Housing Condition and Age

Table H3 Housing Age and Condition illustrates the age of the Town of Franklin’s housing stock based on the 2000 census data. This data shows that nearly 49% of the owner occupied housing was built prior to 1939 while almost 19% of owner occupied housing was built after 1990. The percentage of homes in the Town of Franklin built prior to 1939 was significantly greater than that of Sauk County. The number of homes built after 1939 through 1994 were less than that of Sauk County. However, the percentage of homes built from 1995 to 2000 were greater than Sauk County. This can be attributed to a shift in housing demand for larger ‘country’ lots coupled with Franklin’s location to the Madison metro area as being a commutable distance.

Table H3 Housing Age & Condition

Year unit was built	Franklin		Sauk County	
	Number	Percent	Number	Percent
1939 or earlier	135	49.09%	6737	27.73%
1940 to 1959	17	6.18%	3000	12.35%
1960 to 1969	12	4.36%	1931	7.95%
1970 to 1979	34	12.36%	3764	15.49%
1980 to 1989	25	9.09%	3021	12.43%
1990 to 1994	11	4.00%	2621	10.79%
1995 to 1998	35	12.73%	2628	10.82%
1999 to march 2000	6	2.18%	595	2.45%
Total	275	99.90%	24297	99.80%

Source: US Census Bureau, 2000

The age of the community's housing stock can be used as a measure of the general condition of the community's housing supply, however actual building quality at the time of initial construction is also an important factor. Generally, housing constructed prior to 1939 has reached an age where continued maintenance and major repairs may be needed. In comparison, housing built in the 1980's may need upgrading as well due to a decrease in construction and material qualities.

6.7 Projected Housing Needs

Given the projected population increase from 2000 to 2020 of between 100 to 200 people, and continuing an average of 2.5 persons per household, the number of new housing units needed by the year 2020 is projected between approximately 40 to 80. Based on the U. S. Census figures, 78% of the housing units are valued at \$150,000 or less. With this figure in mind, coupled with an option to create smaller 'more affordable' lots through the application of a density policy, there appears to be an opportunity to explore diverse housing development programs which meet the needs of low, moderate and upper income families. As an option, multi-family units and other low to moderate income housing options may be appropriately directed to the Village of Plain.

Projection #1: Using the average population decreases, for the past 30 years in the Town of Franklin, of -4.0016 per 10 year increment, this projects a decrease of 29 persons in the next 10 years. This is equivalent to a loss of 11.6 housing units per year being occupied (-29 people, divided by the current overall average, not town average, of persons/household of 2.5 equates to a loss of 11.6 housing units in 10 years, or approximately 1 per year). From 2010 to 2020, a decrease of -4.016 percent in population would result in a decrease of 33 persons. Again, using the overall average of 2.5 persons per household, this would cause of loss of 13.2 housing units bringing the total to 225 housing units occupied in Franklin in the year 2020.

Table H4 Population and Housing Unit Projection 1

	1970	1980	1990	2000	2010 Projected	2020 Projected
Population Town of Franklin	798	747	668	696	667	639
Population percent change per 10 years, Town of Franklin		-6.39%	-10.57%	4.41%	-4.01%	-4.01%
Increase in persons per 10 years		-51	-79	28	-29	-33
Projected change in housing units per 10 years					-11.6	-13.2
Total Housing Units				250	238	225

Projection # 2: Using the average population increase, for the past 30 years in Sauk County, of 12.3% per 10 year increment, this projects 86 new persons in the next 10 years. This is the equivalent of about 34 new housing units per year being occupied (86 persons, divided by the average standard of persons / household of 2.5 is 34 new housing units in 10 years, or 3 to 4 per year). From 2010 to 2020, a 12.3% increase in population would result in 96 new persons. Again, using the average of 2.5 persons per household, this would require 38 new housing units to be occupied bring the total to 322 housing units occupied in Franklin in the year 2020.

Table H5 Population and Housing Unit Projection 2

	1970	1980	1990	2000	2010 Projected	2020 Projected
Population Town of Franklin	798	747	668	696	782	878
Population percent change per 10 years, Town of Franklin		-6.39%	-10.57%	4.19%	12.30%	12.30%
Increase in persons per 10 years		-51	-79	28	86	96
Projected change in housing units per 10 years					34	56
Total Housing Units				250	284	322

Projection #3: This final projection uses the average percent increase of population in the County with the percent increase in the Town of Franklin during the past 10 years. This average comes to 8.30% population increase per 10 year increment. This projects 58 new persons in the next 10 years. This is the equivalent of 2 to 3 new housing units per year being occupied. From 2010 to 2020, an 8.3 percent increase in population would result in 63 new persons. Again, using the average of 2.5 persons per household, this would require 63 new housing units to be occupied bringing the total to 298 units occupied in Franklin in the year 2020.

Table H6 Population and Housing Unit Projection 3

	1970	1980	1990	2000	2010 Projected	2020 Projected
Population Town of Franklin	798	747	668	696	754	817
Population percent change per 10 years, Town of Franklin		-6.39%	-10.57%	4.19%	8.30%	8.30%
Increase in persons per 10 years		-51	-79	28	58	63
Projected change in housing units per 10 years					23	25
Total Housing Units				250	273	298

6.8 Housing Programs and Choices

Through this process, the Town of Franklin has identified the need for housing choices to meet the needs of persons of all income levels, age groups, and special needs. This subsection explains the efforts made to accommodate such needs.

Density Policy

To accommodate both the desire and need for affordable housing and vacant lots for building purposes, the Town of Franklin has elected to allow the creation of “small” lots within the rural areas of the Town. The designation of these lots is based on a specified density policy noted under the Chapter 11 Land Use. Essentially, the density policy has a twofold impact on the Town. First, the policy aims to protect farm land and open space though options of sale of smaller lots placed in appropriate locations. Secondly, the policy permits the designation of smaller lots which, depending upon current market values of property are ‘more affordable.’

Subdivision Development and Appropriate Areas

The Town, through this planning process, recommends that low and some moderate income housing be directed to the Village of Plain or areas directly adjacent to the Village. The Town has further recognized that subdivisions of greater than 3 lots clustered are not consistent with the overall Vision. Essentially, lots within a subdivision and within a Village or City (or extra territorial area) tend to be ‘more affordable.’

Wisconsin Housing and Economic Development Authority (WHEDA)

One housing program offered by WHEDA is available to the Town of Franklin and Village of Plain and includes first time home mortgage programs. These programs include a lower monthly house payments as compared to traditional mortgage programs.

Additionally, WHEDA offers home improvement loans at below market, fixed interest rates with no prepayment penalty. The applicant can borrow up to \$17,500 and have up to 15 years to repay the loan. A number of conditions to qualify for such loan include proposed improvements to a one to four unit structure which is at least 10 years old and that the applicant’s income must be less than the WHEDA Home Improvement income limits for the County in which the home is owned. According to WHEDA, there are no federally subsidized low income housing units in the Town of Franklin; however there are units in the Village of Plain.

6.9 Housing Goals, Objectives and Policies

Housing Goal: Manage new growth so the Town will remain predominately rural in character, while providing for affordable housing opportunities.

Housing Objectives:

- HO-1 Direct new home sites to areas not suitable for agriculture.
- HO-2 Limit the use of trailer homes to extenuating circumstances only.
- HO-3 Maintain the Town's rural character.
- HO-4 Support efforts which provide for affordable housing and which meet the requirements of people with different needs.
- HO-5 To provide for low density residential development.
- HO-6 Encourage residential housing designs and locations that aim to protect natural features, utilize existing transportation routes and preserve the rural character.
- HO-7 Prohibit new housing starts in the Dam Breach Area of White Mound Dam.

Housing Policies:

- HP-1 Utilize clustering techniques for rural non-farm development of up to 3 residences utilizing appropriate zoning options developed by Sauk County.
- HP-2 Ensure that new homes are screened from public view per the Whole Farm Plan Inventory.
- HP-3 The Town shall utilize and fully enforce the density policy as noted under the Land Use Chapter of this Plan related to the establishment of new lots for purposes of new residential development.
- HP-4 Develop an "in-town" Transfer of Development Rights (TDR) program to allow landowners who have property identified for protection/preservation by the Town's Whole Farm Plan Inventory the opportunity to transfer their development rights to an appropriate receiving area also defined by the Town's Whole Farm Plan Inventory and aforementioned maps.
- HP-5 Plan for a sufficient supply of developable land for housing in areas within or directly adjacent to the Village of Plain boundaries.
- HP-6 Direct all subdivision development as defined by this Plan and the Sauk County Land Division and Subdivision Regulations Ordinance to the Village of Plain or areas immediately adjacent to Village boundaries.
- HP-7 For all new subdivision development, encourage the utilization of public sanitary sewer, or where not feasible, community septic systems placed in such a fashion as to have minimal impact on ground water quality.

- HP-8 Encourage the proper sighting of residences so as to minimize the demand for infrastructure improvements.
- HP-9 Direct most residential development to the Village of Plain or areas immediately adjacent to the village boundaries which will be the only area where duplex, multifamily, and elderly housing shall be considered.
- HP-10 Prohibit development in areas identified as the Zones of Contribution to the Village of Plain Municipal potable water wells as defined by *Map 5-1 Environmentally Sensitive Areas*.
- HP-11 Prohibit development in the Dam Breach Area of White Mound Dam as defined by *Map 5-2 Breach Analysis*.

Housing Policies also noted under the Natural Resources Element:

- NRP-1 The Town shall restrict the development of lands identified as and adjacent to historical and significant community resources identified on *Map 7-2 Cultural Resources Map*.
- NRP-5 Proposed changes in land use, particularly for changes to residential land uses, shall utilize structure and sighting provisions noted in the Town's Whole Farm Plan Inventory.
- NRP-9 The Town, through the use of the Whole Farm Plan Inventory shall require that any new construction of a structure shall not negatively impact, diminish, or dominate the overall view of the Town thereby preserving the rural character.
- NRP-10 The Town shall prohibit any construction or placement of access roads/driveways on slopes greater than 12%, on prime agricultural soils, or through wetlands as a means to maintain the rural character and as further defined by the Whole Farm Plan Inventory, related ordinances, and *Map 5-1 Environmentally Sensitive Areas*.
- NRP-11 The Town shall prohibit the construction of any buildings on prime agricultural soils, wetlands and environmentally sensitive areas as a means to maintain rural character and as further defined by the Whole Farm Plan Inventory.

Housing Policies also noted under the Intergovernmental Cooperation Element:

- ICP-6 Utilizing the Whole Farm Plan Inventory approach, notify school districts of future housing locations to ensure districts can serve future children and provide efficient transportation.

Chapter Seven: Utilities and Community Facilities



Alternative Utility Resources

7.0 Water Supply and Private On-site Waste Disposal Systems

All residents in the Town of Franklin are served by private wells. Given the soil types in the region coupled with the mix of agricultural fields with forested areas, it is assumed that groundwater contamination from agricultural operations is at a minimum. Contamination through the use of Private On-Site Wastewater Treatment Systems (POWTS) is unknown at this time.

Overall, the disposal of domestic wastewater in the Town is handled through the use of individual POWTS or septic systems, which generally collect solids in a septic tank and discharge gray water to a drain field. Based on the requirements set forth by the State of Wisconsin COMM 83 and Sauk County requirements, all residential units with running water and plumbing fixtures must have an approved means of wastewater disposal. Because the Town of Franklin is not served by sanitary sewer, it can be assumed that the only means of services is via POWTS systems.

The Wisconsin Department of Commerce in conjunction with the Sauk County Department of Planning & Zoning regulates the siting, design, installation, and inspection of all POWTS systems in the Town of Franklin. In 2000, the State adopted a revised private sewage system Code commonly referred to as Comm 83. This new requirement permits the continued use of conventional systems as well as alternative systems, such as those that employ the use of biological or aerate treatment. It also provided for system inspection requirements every three years to ensure compliance with installation and operation requirements. Typically, these alternative systems permit development of land areas, which previously would not support a conventional system. In winter of 2003, Sauk County revised its POWTS code to reflect the use of alternative systems.

Through this planning process, the Town of Franklin has expressed concern that these alternative systems could permit development of areas that are environmentally sensitive such as wetland and floodplain fringes and areas with shallow bedrock. With this recognition, the Town encourages the use of the most appropriate system (conventional or alternative) and further encourages optimal placement of any POWTS to protect both natural and potable water resources.

Map 7-1 Septic Suitability shows soil suitability for conventional POWTS in the Town of Franklin. As a general observation, soils that fall within or near the category of most suitable are best suited for conventional POWTS. Soils that fall within or near the category of least suitable may be candidates for alternative POWTS, or may not be structured to support any POWTS. Caution should be advised that areas of sandy soils most commonly appear as being most suitable for POWTS, however there is a danger of groundwater contamination with nitrates and bacteria, particularly when a cluster of homes are proposed and wells are placed down groundwater flow from POWTS. Siting requirements as part of this plan offer guidance as to the placement of POWTS in cluster and relative to current and proposed well locations.

In short summary, soils classifications for the placement of POWTS are based on average slope, flood potential, and depth to limiting factors such as bedrock and soil mottling caused by soil saturation.

7.1 Solid Waste Disposal

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Sauk County. In 2000, the Sauk County Department of Planning & Zoning conducted an inventory to verify the number of active versus inactive or abandoned landfill sites. According to that process, it was determined that Sauk County has 16 active landfill sites throughout the County, including sites for brush disposal to a fully operational solid waste disposal site. In addition, more than 40 sites were identified as abandoned sites, two of which are located in the Town of Franklin.

Many of these abandoned sites are the result of the passage of more stringent federal regulations in the mid 1980's. Due to the fact that many of these landfills were located in abandoned sand and gravel pits, low lying areas, or hillsides, the potential for groundwater contamination is much greater due to poor location and the absence of liners and leachate collection systems.

Currently, there are no active landfill sites in the Town of Franklin and the Town has contracted with Town & Country Disposal which provides solid waste and recycling services. This solid waste is then deposited into the Sauk County Landfill located in the Town of Excelsior. Solid waste collection is on a bi-weekly basis, the cost of which is assessed through property taxes.

The Town of Franklin has identified that expansion of the solid waste collection system may be appropriate as to include special collections for active farms. Due to the advent of plastic rolling of silage over the use of actual silo structures, significant amounts of waste plastic are produced. Typically, farmers have resorted to stock piling this material on their property or have occasionally burned the material. To remedy this situation, the Town has been directed to explore options of special collections of this type of waste either for recycling or disposal into a licensed landfill.

7.2 Septage Waste Disposal

Sauk County requires that homeowners pump their septic tanks on a 3 year basis which can in effect prolong the life of POWTS and ensure optimal efficiency and protection of groundwater. Disposal methods of septage vary from deposition into a licensed municipal sewage treatment plant to land spreading. Land spreading applications require special permits issued by the Wisconsin Department of Natural Resources. Part of this permitting process examines a land area and soil types as well as crops grown to ensure that natural resources in the area will be protected from such activity. Additionally, the permitting process ensures the protection of human health from viruses and pathogens contained in the septage.

7.3 Municipal Wells

The Village of Plain currently has two municipal wells serving Village residents. **Map 5-1 Environmentally Sensitive Areas** shows the location of these wells and the respective 50 and 100-year Zones of Contribution. The Zones of Contribution primarily indicate that any water deposited on the surface or subsurface via a POWTS drainage field will at a later date be drawn upon by the municipal well. The ZOC's are broken down into 50 and 100 year time frames. Recognizing that this draw will occur, the Town has set policy that examines certain types and densities of development in the ZOC areas. Furthermore, it is recommended that concentrated

septic system development in this area, should this area be subdivided and remain in the Town of Franklin, be evaluated by a hydrological study to ensure that the municipal wells are protected.

7.4 Town Hall/Garage

The current Town Hall/Garage is located on the east side and within the Village of Plain on County Road B. This facility is currently adequate to serve the needs of the Town.

The original Town Hall built in around 1910 is currently utilized by the Town of Franklin for records storage and is located on the northern edge of the Village of Plain on State Road 23. It has been speculated that this building carries with it historical significance and may qualify for a spot on the Federal Historic Register. The Town Hall was originally built for \$100 labor by Albert and Rob Nachreiner. The bell was removed in 1985 because the steep needed repairs and currently sits on the lawn in front of the current fire station across the street. Originally, the Town Hall included Village business, as the Village did not incorporate until the early 1900's.

Through this process, a policy has been established to create a Town Hall Reuse Committee to review the significance, condition and potential reuse of the original Town Hall. Reuse may include a museum for the area, reuse as the Town Hall for Town meetings, Community Center, etc.

7.5 Law Enforcement

The Sauk County Sheriff's Department for purposes of primary law enforcement serves the Town of Franklin. The Sauk County Department of Planning and Zoning administers numerous chapters of the Sauk County Code of Ordinances also noted under the Introduction of this Plan.

7.6 Emergency Services

The Town of Franklin is served by the Hillpoint EMS service in the northwest (Section 1) and is served by the Village of Plain Fire and EMS service for the remainder of the Town.

7.7 Library

The Town of Franklin as well as surrounding community is served by the South Central Wisconsin Library System through Sauk County. The local library, the Kraemer Library and Community Center, is located at 910 Main Street in the Village of Plain. The library hosts a collection of general-purpose books, periodicals, historical memorabilia of the area, Internet access, book discussion groups and a Community Room available for meetings and community events. This facility officially open in June 2002 and was funded in part by the Kraemer Corporation, surrounding communities including the Town of Franklin and through individual contributions.





7.8 Wireless Communication Facilities

The Town of Franklin is host to two Communication Facilities currently owned by US Cellular and ALLTEL. Policies regarding the placement and other guidelines for additional wireless communication facilities are noted under this Chapter of the Plan as well as Chapter 25 of the Sauk County Code of Ordinances.

7.9 Medical Facilities

Residents in the Town of Franklin are served by two primary-care medical facilities, the Reedsburg Area Medical Center in Reedsburg, the Sauk Prairie Memorial Hospital, as well as clinics located in the Villages of Plain and Spring Green. The Reedsburg area Medical Center and Sauk Prairie Memorial Hospital features acute care facilities, emergency and urgent care services, and a full array of outpatient services. Specialized care is available in the City of Madison.

7.10 Educational Facilities

Primary Educational Facilities

The majority of the school age children in the Town of Franklin attend the River Valley School District. School age children in the northern part of the Town attend the Reedsburg School District while a portion of the children in the eastern part of the Town attend the Sauk Prairie District. The Village of Plain currently hosts two elementary schools, St. Luke's with grades K-8 and the Public Plain Elementary School with grades K-5. See also *Map 1-2 Jurisdictional Boundaries* for school district boundaries.

Secondary Educational Facilities

The Town of Franklin is within commuting distance of three two-year college campuses: The University of Wisconsin Campus in Baraboo (approximately 20 miles), Richland Center (approximately 15 miles), Madison Area Technical College in Reedsburg (approximately 10 miles), University of Wisconsin and Edgewood College in Madison (approximately 40 mile).

UW-Baraboo/Sauk County offers freshman/sophomore-level university instruction leading to an Associate of Arts degree. With current enrollment at approximately 450, the average class size is approximately 20. After building an academic foundation at UW-Baraboo/Sauk County, students can continue their work towards a bachelor's degree at a UW campus or other school of their choice.

UW-Richland Center/Richland County offers freshman/sophomore-level university instruction to an Associate of Arts degree.

Madison Area Technical College / Reedsburg has over 4,000 students served annually. MATC Reedsburg provides technical and workplace skills training. The college awards associate degrees, technical diplomas, certificates and apprenticeships, and offers classes that transfer to

four-year degree programs. Programs are offered in accounting, administrative assistance, business mid-management, business software application, childcare education, farm and production management, nursing and supervisory management. The college offers apprenticeships in electrical and machine maintenance, and tool and die. MATC also offers customized labor training for local businesses.

University of Wisconsin / Madison currently enrolls 41, 219 students. UW-Madison is the flagship research campus of the University of Wisconsin system. The world-class university offers 137 undergraduate programs, 157 Masters degree programs and 133 Doctoral degree programs. UW-Madison also has professional degree programs in law, medicine, pharmacy and veterinary medicine.

Edgewood College in Madison is a private College, which currently enrolls approximately 15,000 undergraduate students and 500 graduate students. Edgewood offers more than 40 majors and 32 Minors, plus opportunity for individualized programs. 65% of all classes have less than 20 students.

Programs for Master's degrees are offered in Business, Religious Studies, Education, Nursing, and Marriage and Family Therapy. The adult accelerated degree programs allow working adults to earn an undergraduate degree in 3 years, completing both their general education and major requirements. Edgewood College also offers a Doctoral of Education degree.

7.11 Parks and Recreation Facilities

White Mound Park

White Mound Park, which consists of 1,100 acres, is Sauk County's largest park and is located in the northwest portion of the Town and the Northeast portion of the Town of Bear Creek. White Mound Park got its name from a once historic Village located south of the Park. The Village got its name from the white mounds of limestone found in the area.

Within the park is White Mound Lake consisting of 104 acres and which has been created by an impoundment built on a branch of Honey Creek for flood management purposes. The park offers a campground of 70 units with a camping season beginning in April and closing in November. In addition to the conventional campgrounds, there is a horse campground with related horse trails.

Boating access to White Mound Lake is provided by a boat launch at the north end of White Mound lake off of White Mound Drive.

Natural Bridge State Park

Located approximately 5 miles to the east, the Natural Bridge State Park is located off of County Road C in the Town of Honey Creek. The park offers picnic areas and approximately 3.5 miles of hiking trails.

Snowmobile Trail System



Part of the larger Sauk County Trail system includes an east/west segment running parallel to LeLand Road and north/south segment running to the west of State Road 23. This system also includes a spur into the Village of Plain.

Plain Community Park

The Community Park located across from the library includes a Ballfield, Tennis Courts, Swimming Pool, Basketball Courts, Volleyball Courts and Pavilion.



7.12 Cemeteries



St. Luke's Cemetery

St. Luke's Cemetery was started with the first catholic church in Plain. In 1918 a tornado destroyed the church and it was moved to its current location where the cemetery is also located.

White Mound Cemetery

This cemetery was connected to a church, which was part of the original settlement of White Mound, which was first settled by the English followed by Germans. The Town currently provides upkeep.

Public Cemetery



Although it is unknown how this cemetery got its inception, it was started to serve those who did not belong to a denomination in the area. The Town currently provides upkeep.

7.13 Community Activities

The Town of Franklin takes part in a number of community activities throughout the year, including but not limited to, the annual Fireman's Festival, Church Picnic and Home & School Ball Tournament which has been coined the biggest event in the community. The Village is also home to the 18-hole Westbrook Hills golf course.

7.14 Historical / Cultural Structures

Round Barn

The Round Barn was originally built and owned by Ed Kraemer and is currently owned by Laverne Thering. The barn has been recently classified as being in good shape.



7.15 Community Facilities Goal, Objectives and Policies

Community Facilities and Utilities Goal: Maintain and enhance utilities, facilities and services that relate to the agrarian community and rural atmosphere.

Community Facilities and Utilities Objectives:

- CO-1 Recognize the Town's character as defined by the panorama of natural forested areas and rolling prairie hillsides balanced with crop and pasture land as well as historical and archeological resources throughout the Town.
- CO-2 Maintain the current state of emergency services in a cost-effective manner.
- CO-3 Continue to provide for the proper disposal and recycling of solid waste.

- CO-4 Maintain the existing level of public works and utilities.
- CO-5 Explore future opportunities for reuse of the Town Hall and come to a final resolution.
- CO-6 Protect the health of Town residents and the natural environment through the proper placement of Private On-Site Wastewater Treatment Systems (POWTS) and manure storage systems while recognizing options for shared POWTS and wells.
- CO-7 Encourage and support activities that promote a sense of community.

Community Facilities and Utilities Policies:

- CP-1 Continue to provide basic services for Town residents including road maintenance, garbage collection, emergency services, snow plowing, and emergency services.
- CP-2 Work with Sauk County and private entities to provide a facility and/or opportunity for the special collection of hazardous material produced by residential land uses and farming operations.
- CP-3 The Town should explore waste disposal options with regard to an (annual / bi-annual/ monthly) pickup of plastic rolls utilized for silage.
- CP-4 The Town shall form an advisory committee to explore options for reuse of the Town Hall and shall consider options such as the Historic Register, identifying funds for rehabilitation, moving the Town Hall to a new location within the Town, reuse of the facility for Town meetings after refurbishing, Community Center, museum, or other uses to be identified.
- CP-5 The Town shall encourage and support activities that promote a sense of community including support for the annual Fireman's festival and other festivals as they may be developed, continued support for the Plain Library and Community Center and shall coordinate with Village of Plain on related activities between Town and Village residents.
- CP-6 The Town shall explore and pursue options for the designation and erection of 'welcome signs' to the Town of Franklin along primary corridors into the Town.
- CP-7 Where appropriate, work with the Village of Plain to ensure the safe and cost-efficient delivery of municipal water and sewer service to all proposed development adjacent to the Village Boundary.

- CP-8 Encourage Sauk County to develop and adopt a stormwater and erosion control ordinance which would apply to new development and other projects that disturb an area by excavation, filling, or other earth moving activities, resulting in the loss or removal of protective ground cover or vegetation.
- CP-9 Direct rural development away from areas with limited suitability for Private On-site Wastewater Treatment Systems.
- CP-10 Actively work with Sauk County Planning & Zoning to ensure the proper placement of new and identification of failing Private On-Site Waste Water Treatment Systems (POWTS).
- CP-11 Actively promote the placement of POWTS down groundwater flow from any projected or existing wells.
- CP-12 Work with Sauk County to ensure that all POWTS are installed according to an approved plan.
- CP-13 Consider hiring a building inspector to inspect all new residences for compliance with the Uniform Dwelling Code.
- CP-14 Use the following criteria when considering wireless communication facilities:
1. The Town of Franklin shall require the issuance of a Town building permit for the erection of wireless communication towers, related facilities, and co-locations.
 2. The applicant shall submit directly to the Town copies of all project descriptions, site plans, and engineering reports required by the Sauk County Planning & Zoning Department under Chapter 23 of the SCCO.
 3. The applicant shall submit all necessary authorizations or proofs of “no hazard” from the FAA and / or State Bureau of Aeronautics.
 4. The Town should not take action on a proposal until the Sauk County Planning & Zoning Department first issues a Land Use Permit.
 5. The Town requires co-location of up to three providers on a single tower and the use of alternative support structures such as silos, light poles and electrical poles where feasible.

6. At the completion of construction of wireless communication towers and related facilities, any disturbed areas shall be replaced with native vegetation and any utility buildings constructed to serve such towers shall be shielded from public view utilizing natural vegetation approved by the Town upon permit issuance.

7. The wireless communication facility shall abide by all of the policies set forth in this Plan and shall follow the provision set forth in the Whole Farm Plan.

8. Driveways for access to telecommunication facilities shall follow the same standards set forth by this Plan and the Towns Driveway Ordinance.

Chapter Eight: Economic Development / Labor Force



Cedar Grove Cheese

8.0 Purpose

Throughout this planning process, the Town has identified a desired economic base of agriculture and agricultural related businesses. The Town has also identified a desire to continue and build upon the agricultural economic base while providing innovative ways to sell agricultural products such as direct farm sales, promotion of business that serves the agricultural community, and the identification alternative farming crops. In addition to the promotion and preservation of the agricultural base, the Town also identified the area adjacent to or within the Village of Plain to be appropriate for non-agriculture related commercial uses.

8.1 Labor Force and Employment Characteristics Overview

The Town of Franklin and Sauk County provide many employment opportunities as is reflected in the unemployment rates, occupation type and major employers in the area. The 1990 and 2000 Census shows the occupations of the employed labor force in the Town of Franklin 16 years and older. Of this labor force, the 1990 census indicates that approximately 104 persons are employed with farming or forestry operations. In comparison, the 2000 census only shows 16 people employed in the same field. The drop appears to be out of character for Franklin, since there are more farms than people shown working in the industry. It is therefore surmised that the data collection methods between the 1990 and 2000 census varied, thereby presenting an inaccurate perception of occupations in the Town. The same scenario holds true with other occupation types in the Town. Overall, however, the population age 16 years and older rose by 54 persons.

8.2 Commuting Patterns

In terms of commuting patterns, the 2000 census indicates that 17.9% of Town residents work at home. It is assumed that the majority of these residents are involved in the farming occupation. For those who commute to their jobs, 67.4% drive alone while 9.8% carpool. The average commuting time to work is approximately 28 minutes.

8.3 Area Employment and Economic Activity

A number of local employers serve the residents of Franklin and beyond. Within the Town, the following business provide both employment and service opportunities to the residents of Franklin: Local Family Farms, River Valley Veterinary Clinic, Ederer Dairy Supply, Foster Plumbing, Faber Electric, Denny's Repair, H&D Manufacturing, Shanahan's Tavern, Night Own Repair, Bill Emer Excavating, Classic Charm Bed & Breakfast, Alexander Design, Harlan Ruhland Sawing and the Cedar Grove Cheese Factory.

Along with Town businesses, the following businesses are located in the Village of Plain: Phil's Supermarket, Plain True Value, Al & Jane's, Straka Meats, Ideal Tap, United States Post Office, Sam's Place, Community Bank, Cheese Maker, Country Crossroads, Changez, Plain Kwik Stop, Palace Bar & Bowl, Consumers Co-op, Kraemer Company, Kraemer Brothers, Edward Kraemer & Sons, Schluter Construction, Machreiner Plumbing & Heating, Ruhland's Tax Service, Bettinger Bed & Breakfast, Kraemer House, Berry Electric, Plain Medical Clinic and Tender Heart Daycare.

A look at the top regional employers provides insight into the diverse employment opportunities that residents in the Town of Franklin may take advantage of.

Table E1: Sauk County Top 10 Manufacturers/Distributors by Employment

Employer	Product	Employees	Location
Lands' End	Clothing/Distribution & Telemarketing	1,100	Reedsburg
Grede Foundries, Inc.	Ductile Iron Castings	870	Reedsburg
Baraboo Sysco Foods	Wholesale food distribution	672	Baraboo
Perry Judd's, Inc.	Commercial Printing	550	Baraboo
Flambeau Plastic Co.	Plastics	500	Baraboo
Cardinal IG	Insulated Glass	450	Spring Green
Milwaukee Valve Co. – PDS Division	Brass Foundry	350	Prairie du Sac
Gerber Products Plastics –	Baby Supplies	340	Reedsburg
Cardinal CG.	Coated Glass	330	Spring Green
Fiskar's Lawn & Garden Div.	Lawn & Garden Tools	310	Sauk City

Source: Sauk County Development Corporation, 2002

Table E2 Sauk County Top 10 Manufacturers/Distributors by Employment shows the top ten non-manufacture employers in Sauk County. Not shown on this table are optional employment opportunities located in Dodgeville and include, but are not limited, to Land's End and Dean/Upland Hill's Hospital.

Table E2: Top 10 Sauk County Non-Manufacturers by Employment

Employer	Product	Employees	Location
Ho-Chunk Casino, Hotel & Convention Center	Gaming, Hotel, Convention Center	1,737	Town of Delton
Sauk County	Government	688	City of Baraboo
Noah's Ark	Water Park	550	Village of Lake Delton
Wilderness Lodge	Hotel/Resort	550	Village of Lake Delton
Baraboo School System	Education	530	City of Baraboo
Kalahari Resort & Convention Center	Hotel/Resort/Convention Center	500	Village of Lake Delton
Sauk Prairie School District	Education	475	Villages of Prairie du Sac/Sauk City
Sauk Prairie Memorial Hospital & Clinics	Health Care	470	Villages of Prairie du Sac/Sauk City
St. Clare Hospital	Health Care	426	City of Baraboo
Reedsburg School	Education	389	City of Reedsburg

System			
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Source: Sauk County Development Corporation

8.4 Area Economic Viability and Employment Opportunities

The potential for economic opportunities within 20 miles of the Town of Franklin continues to improve. The City of Reedsburg is host to a number of Tax Increment Finance Districts (TIF) to aid the facilitation of industrial tax base as well as high-end manufacturing jobs. The City has also established a Business Center Redevelopment District aimed at promoting industrial development to the City’s business Center.

8.5 Tourism Economic Impact and Opportunity

The overall statewide economic impact of travelers is broken down in several ways. Looking at the expenditures by category, travelers spend more than half of their total expenditures on shopping and food expenditures. Recreation expenditures represent 25% and lodging expenses represent 13% of the total estimated traveler expenditures. Seven percent of Wisconsin traveler expenditures were spent on transportation within the State (Wisconsin Department of Tourism, 2000)

Sauk County is the third most popular tourism destination in the State, behind Milwaukee and Dane Counties. The 1999 Wisconsin Department of Tourism estimated tourism revenue at approximately \$625 million dollars for Sauk County (Wisconsin Department of Tourism, 2000).



The southwestern part of Sauk County and Northern part of Iowa County have many opportunities for recreational, cultural, historical and nature based tourism. Some of the sites visited in or near the Town of Franklin include: Hemlock Draw, Maple Hill Apple Orchard, the Wisconsin River, Natural Bridge State Park, Cedar Grove Cheese, Honey Creek Historic District, Tower Hill State Park, White Mound Park, Frank Lloyd Wright’s Taliesin, American Players Theater, House on the Rock, and various art studios located in and around the Village of Spring Green.

▲
Cedar Grove Cheese ►



With the Town of Franklin's proximity to so many tourism locations, the potential for the Town to add to its economic base in this category is quite substantial, particularly when related to the current agriculture base. Specifically, the Town has identified a desire to maintain and enhance the agriculture base while allowing for diversification through such options as agriculture tourism, direct sales of agriculture products and artisan items and Community Supported Agriculture opportunities.

8.6 Agriculture Economic Activity

The most recent compiled data for agriculture economic characteristics was in 1997 and is broken down by county. This information is provided in Tables E3 and E4 as indicators of the important economic impact agriculture has on communities. Table E3 indicates that from 1992 to 1997, Sauk County farms increased the number of hired workers by 22.30%. The annual payment indicates that most are seasonal employees.

Table E3 Characteristics of Hired Farm Labor, Sauk County and the State of Wisconsin 1997

	Percent of farms with any hired labor	Number of hired farm workers	Change in hired farm workers net change 1992 - 1997	Change in hired farm workers, percent change 1992 - 1997	Hired farm worker payroll (dollars)	Average annual payment per worker (dollars)
Sauk County	35.40%	1,764	322	22.30%	\$9,195,000.00	\$5,213.00
State of Wisconsin	38.40%	96,482	-12,962	-11.80%	\$409,009,000.00	\$4,239.00

Source: USDA Census of Agriculture, Wisconsin County Agriculture Trends in the 1990's, Program on Agriculture Technology Studies, UW Madison, August 2001

In Sauk County, half of all farm receipts (the gross market value of all agriculture products sold) came from dairy sales (sale of milk and milk and milk products) during 1997. The average value of farmland buildings, and the value of machinery and equipment, is based on market value. The fact that 63.10% of the farms having a sales value of less than \$50,000 per year, indicates that many of the farms in Sauk County are relatively small family farm operations. Many of these farms depend on off-farm work or investments for their main source of income. Overall, economic development strategies for agriculture include looking at opportunities for diversification in products produced, producing for niche markets, direct marketing, and agritourism and participating in grower cooperatives.

Table E4: Farm Receipts, Capital, and Income Sauk County vs. State of Wisconsin, 1997

	Value of all farm receipts	Percent of receipts from Dairy sales	Average Value of all Farmland and Buildings		Average value of machinery and equipment per farm	Average net farm income per farm
			Per Farm	Per Acre		
Sauk County, 1997	\$121,224,000.00	50.00%	\$285,633.00	\$1,212.00	\$46,411.00	\$17,953.00
State of Wisconsin, 1997	\$5,579,861,000.00	49.20%	\$282,135.00	\$1,244.00	\$66,731.00	\$20,110.00

Table E4 Cont.

Percent of farms with positive net income	Value of total government payments	Percent of farms receiving government payments	Percent of farms by Value of Sales			
			under \$10,000	\$10,000 to \$49,999	\$50,000 to \$99,999	\$100,000 Plus
48.10%	\$3,235,000.00	62.90%	39.10%	24.00%	12.30%	24.60%
54.20%	\$137,274,000.00	56.30%	38.60%	23.90%	13.40%	22.70%

Source: Wisconsin County Agriculture Trend in the 1990's, UW Program on Agriculture Technology Studies, 2001

8.7 Attracting New Business

The Town of Franklin has a strong labor force. With a relatively low unemployment rate, the Town can continue to pursue employment opportunities in neighboring communities as well as at home. The Town has also identified that areas of development related to employment opportunities shall be located within or directly adjacent to the Village of Plain. At this time it is unlikely that such development will yield substantial job opportunities.

As was previously noted, the Town is in close proximity to many tourism destinations. With this recognition, there are many opportunities for residents to capitalize on the Town's location relative to agriculture tourism, direct sales of agriculture products and the like.

Most of the Town of Franklin is zoned Exclusive Agriculture. Permitted uses in this district includes general farming, greenhouses, nurseries, orchards, beekeeping, forest and game management, home occupations, and professional offices conducted within an accessory to a

permitted residence, following the requirements of the County's Ordinances. Special Exceptions may be granted only after the consideration of several factors including, compatibility with adjacent land uses, productivity of lands involved, need for public services created by the use, need for use in the proposed location, availability of alternative locations, and the effect of the proposed use on water or air pollution, soil erosion and rare or irreplaceable natural areas.

There is one area that is zoned for Commercial uses, located at the intersection of Leland and Valley View Roads which may provide for options of commercial development in addition to the Village of Plain. This area consists of an abandoned cheese factory, which could be retrofitted as a facility for a commercial use, or as a start-up facility for multiple commercial uses.

8.8 Other Programs and Partnerships

Sauk County Development Corporation

Sauk County Development Corporation's mission is to promote and retain the diverse economic vitality of Sauk County and its individual communities. Located in Baraboo, the Corporation can be reached at P.O. Box 33, 1000 Log Lodge Court, Baraboo, WI 53913. Phone (608) 355-2084

Wisconsin Department of Commerce

Provides a broad range of financial resources to help businesses and communities undertake economic development. These programs include:

- **Community Development Block Grant (CDBG) – Economic Development Program**
Provides grants to communities to promote local job creation and retention.
- **CDBG – Public Facilities** helps eligible local governments upgrade community facilities, infrastructure, and utilities to benefit lot to moderate income residents
- **Rural Economic Development Program** offers low-interest loans for businesses with fewer than 25 employees.
- **US Small Business Administration (SBA)** provided loan guarantees that are used in conjunction with bank financing to improve loan terms.
- **Wisconsin Housing and Economic Development Authority (WHEDA)** a program that buys down commercial interest rates, enabling Wisconsin lenders to offer short-term, below market rate loans to small, minority or women owned businesses.
- **Industrial Revenue Bonds (IRBs)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities – cities, villages, and towns are authorized to issue IRBs.
- **Major Economic Development Program (MED)** is designed to provide financial assistance for Wisconsin business startup or expansions.

- **Customized Labor Training Program (CLT)** encourages businesses to invest in the retooling and upgrading of equipment in order to increase the productivity of its labor force by providing a grant of up to 50% of the cost of a workforce training program.
- **Technology Development Fund Program (TDF)** is designed to provide assistance to businesses embarking on technical research projects aimed at developing new products or processes, or improving existing products or processes.
- **Forward Wisconsin** is a non-profit economic development-marketing corporation for the State of Wisconsin. This organization creates marketing strategies aimed at luring businesses and industry from other states within the United States and other countries throughout the world to improve the corporate climate in Wisconsin. Facilitation is provided to help match company needs with possible locations throughout the State. Assistance is available to aid with community development projects and marketing.
- **Agriculture Development Zone (South-Central)** is a new agricultural economic development program in the State of Wisconsin which provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for three basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. This program is administered by the Wisconsin Department of Commerce.

8.9 Economic Development / Labor Force Goal, Objectives and Policies

Economic Development / Labor Force Goal: Encourage the economic success of Town residents including those who work at home and those who commute to work and school.

Economic Development / Labor Force Objectives:

- | | |
|------|---|
| EO-1 | Ensure the continued success and further development of farming as an occupation and farm-related businesses. |
| EO-2 | Promote careful placement of wireless telecommunication facilities and encourage co-location of related facilities. |
| EO-3 | Encourage the maintenance and development of cottage industries which compliment the agrarian community and which fully comply with Sauk County Ordinances. |
| EO-4 | Discourage commercial and industrial uses in all areas outside of the Village of Plain. |
| EO-5 | Promote the development of programs with the agrarian community that can provide additional opportunities for economic gain, which are related to farming as an occupation. |

Economic Development / Labor Force Policies:

- EP-1 Plan for a sufficient supply of developable land for community-serving commercial use within or directly adjacent to the Village of Plain.
- EP-2 Preserve the rural agricultural community and allow for the diversification of economic opportunities by encouraging the development of appropriate agrarian, home occupation and cottage industries that will augment farming activities.
- EP-3 Support other forms of agriculture, such as vegetable and fruit farms, community supported agriculture, organic farming methods, cash cropping, agriculture tourism, the production of artisan products such as wine, cheese and crafts and the direct sales of agriculture products.
- EP-4 Prohibit the establishment of new Commercial or Industrial Land Uses as defined by the Sauk County Zoning Ordinance in areas that are not adjacent to or within the Village of Plain.
- EP-5 Prohibit strip commercial development along State Road 23 and County Road B.
- EP-6 Require the disclosure of any soil or groundwater contamination on sites **before** issuing any permits for commercial development proposals.

Chapter Nine: Intergovernmental Cooperation



**Community Vision Session
(Including Representatives of Neighboring Governments)**

9.0 Purpose

In order to achieve the overall vision in the Town of Franklin, including the protection of natural and cultural resources, agricultural operations, and the overall quality of life, the Town must interact with many agencies and governmental units.

This interaction in part calls for an evaluation of the plans of Sauk County as well as neighboring units of government as to how they will affect the Town of Franklin. From an opposite perspective, this evaluation looks at how the Town of Franklin's decisions affects neighboring units of government.

9.1 Franklin's Density Policy and Impacts on Neighboring Towns

As a general observation, it is unknown how the Town's density policy will affect neighboring Towns as inferences cannot be made as to whether there will be an influx of development initially, or if land owners will choose not to sell land for new residential lots. Despite not knowing the impact of the density policy on the Town of Franklin, one observation is clear. Greater restrictions in the Town of Franklin (which will become more apparent as lot credits are exhausted) will inherently 'move' development pressure to those Towns with fewer restrictions. Those Towns who may experience the greatest development pressure are Bear Creek which is under the General Agriculture Zoning District permitting minimum lot sizes of roughly ½ acre and the Town of Washington which has no zoning or land use controls.

Conversely, the Towns of Honey Creek, Westfield and Troy, which are under Exclusive Agriculture, have a minimum lot of 35 acres for new residential development. Even though these Towns have the same zoning as Franklin, they are still less restrictive than Franklin's Density Policy. Development pressures to these Towns as a result of the application of Franklin's Density Policy are unknown at this time.

The Town of Spring Green, which is under Resource Conservancy 35 Zoning requires a minimum lot size of 35 acres, however there is a provision for the creation of smaller lots under certain circumstances. It is expected that development pressure may shift to Spring Green given this option for smaller lot sizes coupled with its geographic location to USH 14.

9.2 Adjacent Town Plans

- **Town of Bear Creek**

The Town of Bear Creek currently does not have a Land Use/Development Plan. The Town, however is under the authority of Chapter 7 of the Sauk County Code of Ordinances (Zoning Ordinance) which is administered by Sauk County. The Town currently has the Agriculture Zoning District which allows a density of 1 house per ½ acre respectively. At this time, the Town of Bear Creek does not intend to develop a Comprehensive Plan in accordance with Wis. Stats. 66.1001.

- **Town of Washington**

The Town of Washington currently does not a Land Use/Development Plan and does not have any zoning. At this time, the Town of Washington does not intend to develop a Comprehensive Plan in accordance with Wis. Stats. 66.1001.

- **Town of Westfield**

The Town of Westfield adopted an updated Land Use Plan in May of 1998. In addition to this plan, the Town adopted Exclusive Agriculture Zoning thereby enacting a density of 1 house per 35 acres of ownership as of 1987. Overall, the underlying goals of Westfield's Plan include the control of the growth and placement of new housing, promotion of a strong agricultural economy and farmers' right to farm, preservation of the overall natural beauty and resources of the Town, Preservation of the rural character, and the maintenance of a responsible local government. In general, the Town of Westfield Plan attempts to locate residences to those areas that will have the least impact on agricultural operations and further maintains that new residential development be screened to blend into the natural surroundings. In 2004/2005 the Town of Westfield intends to develop their Comprehensive Plan.

- **Town of Honey Creek**

The Town of Honey Creek adopted an updated Land Use Plan in September 1999. In addition to this Plan, the Town adopted Exclusive Agriculture Zoning thereby enacting a density of 1 house per 35 acres of ownership in 1987. Proposed development within the Town is recommended to be limited within the development districts near the historic hamlets of LeLand and Denzer. The Plan further recognizes that new development in rural areas be placed 'outside' of critical resources defined by the Baraboo Range and prime agricultural soils. The Town Plan also expresses an interest in working with Sauk County to develop a Transfer of Development Rights Program to protect these critical resources. The Town of Honey Creek intends to develop a Comprehensive Plan in 2003/2004.

- **Town of Troy**

The Town of Troy adopted a Development Plan in September 1986. In addition to this plan, the Town adopted Exclusive Agriculture Zoning thereby enacting a density of 1 house per 35 acres of ownership in 1986. Proposed development within the Town is recommended to be limited near and within the historic hamlets of Blackhawk and Witwen. The Town of Troy like Westfield and Honey Creek intends to develop a Comprehensive Plan in 2004/2005.

- **Town of Spring Green**

The Town of Spring Green adopted an updated Land Use Plan in December 1995. In addition to this plan, the Town has adopted Resource Conservancy 35 Zoning thereby enacting a density of 1 house per 35 acres of ownership in 1995. The overall goal of this plan aims to maintain the Town's distinctive rural character and economic base by emphasizing agriculture, woodland, and

other open space uses of the land. The Town has also established a Land Use Advisory Committee to review all proposed land use changes to ensure compliance with the Town's Plan. The Town of Spring Green intends to develop a Comprehensive Plan in 2003/2004.

9.3 Village of Plain

Currently the Village of Plain does not have an officially adopted Plan. At such time that the Village develops a plan, the Town of Franklin should be part of that planning process.

9.4 Sauk County

In 1999, the Sauk County Board of Supervisors adopted the *Sauk County 20/20 Development Plan*. The Development Plan is a policy document that presents a vision statement, goals, and policies on six major planning issues: community change, economic development, farmland preservation, housing, natural resources and transportation. By design, this plan does not contain a county future land use plan map. It is envisioned that individual town plans and other land use plan maps will comprise the various implementation chapters of the Development Plan. The 20/20 Plan also recommends that the County prepare comprehensive rewrites of its Zoning Ordinance and Land Division and Subdivision Regulations Ordinance to reflect the values of the Plan. It also recommends that the County study innovative land use approaches such as purchase of development rights (PDR), transfer of development rights (TDR), and conservation subdivision design as ways to preserve farmland and natural resource areas while respecting private property rights. Finally, the Plan recommends that the County adopt an erosion control/storm water management program, a groundwater protection program, and a highway access control ordinance.

9.5 Future Development and Planning

Towns

It is anticipated that the Town of Franklin will be represented in the planning processes for those Towns who have elected to develop a Comprehensive Plan in the next few years. It is further intended that Franklin will take part in the discussion through the development of the Intergovernmental Element. The Town of Franklin does have development issues between borders with the Towns of Bear Creek and Washington. It is suggested that when these Towns elect to develop their Comprehensive Plans that Franklin be part of the discussion as well, particularly as related to the less restrictive density policies that these two towns have.

Village of Plain

At such time that the Village of Plain develops their Comprehensive Plan or any interim plans as well as proposed annexations, it is recommended that the Town be part of such discussions. Overall, agreement should be reached as to where the Village will grow and to ensure that such growth is consistent with the Town of Franklin's Comprehensive Plan. Further, commercial or other recognized development that occurs adjacent to the Village but in the Town should recognize potential future development patterns to ensure, if appropriate, easy transition of property into the Village with regard to the provision of Village services. Overall, the Town and Village should establish a continuum of dialog to ensure consistency between both communities.

Sauk County

The Town of Franklin should continue to work with Sauk County, particularly with the development of options related to land use and land division, which can aid the Town with the implementation of their Comprehensive Plan policies. Furthermore, the Town should continue to work with Sauk County and adjacent communities to ensure that the integrity of Franklin's Comprehensive Plan is not compromised by neighboring community choices and decisions until such time that such communities have a Comprehensive Plan which compliments Franklin's and vice versa.

At such time that Sauk County develops the countywide Comprehensive Plan, it is intended that the Town of Franklin be part of that process to ensure that the integrity of their plan is upheld.

9.6 Intergovernmental Cooperation Goal, Objectives, and Policies

Intergovernmental Cooperation Goal: Identify and establish mutually beneficial relations with neighboring units of government and Sauk County

Intergovernmental Cooperation Objectives:

- ICO-1 Maintain the relationship of the local governmental unit to school districts and adjacent local governmental entities.
- ICO-2 Identify existing or potential conflicts between local governmental units that are specific to the Town of Franklin and work with the Village of Plain, neighboring towns, Sauk County, school districts and state agencies on areas of mutual concern and implement a plan or process to resolve any issues that may arise.
- ICO-3 Continue to work with Sauk County in areas related to growth management, plan implementation and local and county ordinance development.
- ICO-4 Stay informed and participate in local and State political arenas to ensure continued opportunities for the Town and its residents.
- ICO-5 Work with governments (and private) agencies to identify and pursue grant opportunities related to achieving the overall Vision of the Town.

Intergovernmental Cooperation Policies:

- ICP-1 Provide a copy of this comprehensive plan to all surrounding local governments.
- ICP-2 Work to resolve any differences between the Town of Franklin Comprehensive Plan and plans of adjacent communities, particularly with the Village of Plain.
- ICP-3 Work with surrounding towns to encourage an orderly, efficient land use pattern that preserves farming as a livelihood and natural resources.
- ICP-4 Participate in the planning processes of surrounding communities, especially as they pertain to the development and updates to Comprehensive Plans.

- ICP-5 Work with Sauk County on the establishment of a Purchase of Development Rights program aimed at the preservation of Agricultural Lands and actively educates farmers of their options related to such programs.
- ICP-6 Utilizing the Whole Farm Plan Inventory approach, notify school districts of future housing locations to ensure districts can serve future children and provide efficient transportation.

Policies under the Natural Resources Element that also apply to Intergovernmental Cooperation:

- NRP-1 The Town shall encourage farmers and land owners to work with the Town of Franklin, neighboring land owners, Sauk County UW-Extension and Land Conservation Departments, and the WI DNR to implement Best Management Practices aimed at protecting soil and water resources related to agriculture operations.
- NRP-6 The Town shall encourage landowners to work with the Wisconsin Department of Natural Resources and others to implement stream bank restoration projects along Honey Creek.
- NRP-7 The Town shall work with the Village of Plain to establish a Committee to identify and implement Best Management Practices for storm water management control, particularly for the protection of water quality of Honey Creek.
- NRP-8 The Town shall initiate action with the Sauk County Land Conservation and Parks and Recreation Department to modify the White Mound Dam to reduce outflow water temperatures thereby improving trout habitat in Honey Creek.

Policies under the Community Facilities and Utilities Element that also apply to Intergovernmental Cooperation:

- CP-5 The Town shall encourage and support activities that promote a sense of community including support for the annual Fireman's festival and other festivals as they may be developed, continued support for the Plain Library and Community Center and shall coordinate with the Village of Plain on related activities between Town and Village residents.
- CP-7 Where appropriate, work with the Village of Plain to ensure the safe and cost-efficient delivery of municipal water and sewer service to all proposed development adjacent to the Village boundary.

Policies under the Agriculture Resources Element that also apply to Intergovernmental Cooperation:

- ARP-1 Actively work with Sauk County to develop and adopt new zoning regulations / zoning districts as developed by Sauk County to be utilized by the Town to implement the goals, objectives and polices of this Plan
- ARP-8 Support farmland tax credits, use value assessment, reform in federal farm laws, and other programs that ensure the continued use of land for farming.

Policies under the Housing Element that also apply to Intergovernmental Cooperation:

- HP-5 Plan for a sufficient supply of developable land for housing in areas within or directly adjacent to Village of Plain boundaries.
- HP-6 Direct all subdivision development as defined by this Plan and the Sauk County Land Division and Subdivision Regulations Ordinance to the Village of Plain or areas immediately adjacent to Village boundaries.
- HP-7 For all new subdivision development, encourage the utilization of public sanitary sewer, or where not feasible, community septic systems placed in such a fashion as to have minimal impact on ground water quality.
- HP-9 Direct most residential development to the Village of Plain or areas immediately adjacent to the Village Boundaries which will be the only area where duplex, multifamily, and elderly housing shall be considered.
- HP-10 Prohibit development in areas identified as the Zones of Contribution to the Village of Plain Municipal wells as defined by *Map 5-1 Environmentally Sensitive Areas*.

Policies under the Economic Development / Labor Force Element that also apply to Intergovernmental Cooperation:

- EP-1 Plan for a sufficient supply of developable land for community-serving commercial use within or directly adjacent to the Village of Plain.

Chapter Ten: Transportation



Traditional Town Road

10.0 Purpose

Access in the Town of Franklin has been traditionally utilized for the transportation of agricultural products and the agrarian community. As rural non-agriculture homes are being built, the use of transportation routes for residential purposes has increased. The only transportation routes in the Town include local town, county, and state highways, which are primarily utilized by the automobile, farm machinery and occasionally bike traffic. This section describes the existing conditions of roadways in the Town. *Map 10-1 Transportation Map* shows the location of existing roadways in the Town.

10.1 Primary and Secondary Roadways with Functions

State Road 23 serves as the primary arterial road and runs directly through the center of Franklin from the northern boundary, through the Village of Plain and to the southern boundary. It is the main access road to U.S. Highway 14 to the South, as the primary corridor to Madison and to the City of Reedsburg and State Road 33 to the north. During the summer of 2002, State Road 23 was reconstructed/paved throughout the entire Town. Average Daily Traffic Volumes on north bound State Road 23 north of the Village of Plain were 2900 vehicles in 1999 while southbound volumes were 2200 vehicles.

The Town has three County Roads, County Road GG to the north connecting State Road 23 to Loreto, County Road N which is centrally located, and County Road B to the south which runs perpendicular to State Road 23 through the Village of Plain. While County Road N and GG do not facilitate larger volumes of traffic because of their location, County Road B serves as a primary corridor second to State Road 23. Average Daily Traffic Counts on County Road B in 1999 were 1300 vehicles west of the Village of Plain and 2300 vehicles east of the Village. The Town roads generally serve as the primary traffic collectors from rural lands distributing traffic to State Road 23 and County Road B.

In addition to State and County Roads, the Town of Franklin has numerous miles of local roads for which it is responsible. Maintenance and construction of these roads is administered by the Town Board through the Paser Program, which develops a rating system for each roadway and scheduled maintenance.

10.2 Airports

Although there are no airports located in the Town of Franklin, two area airports are available for small passenger and freight service: The Tri-County Airport and the Reedsburg Municipal Airport.

The Tri-County Airport, located at E2525 County Road JJ is jointly owned and operated by the Counties of Richland, Iowa and Sauk and provides passenger and cargo service. The Reedsburg Municipal Airport located at 1720 Main Street is owned and operated by the City of Reedsburg.

The Dane County Regional Airport located on the east side of the City of Madison provides larger air carrier and passenger service and is approximately 1 hour from the Town.

10.3 Elderly, Disabled and Veteran Transportation

Sauk County offers several specialized transportation assistance programs for persons who are elderly, disabled or veterans within the Town of Franklin.

Persons who are elderly and disabled that are unable to transport themselves and who do not have family members or friends to drive them can take advantage of the Volunteer Driver Program by contacting the Sauk County Commission on Aging at (608) 355-3289. This service is provided for medical, nutritional and personal business reasons. Individuals available for driving are encouraged to call.

Veterans in need of transportation assistance to a Veteran's Hospital or Clinic should contact the Veterans Service Office at (608) 355-3260.

10.4 Other Transportation Options

Trucking

Trucking service is accommodated through the region's transportation network. There are several privately owned trucking operations within this area that meet the needs of the residents.

State of Wisconsin

The State of Wisconsin provides for vanpooling opportunities with the requirement that at least two State employees are part of the pool. Once this criteria is met, any individual may become part of the vanpool.

10.5 Review of State, Regional and Other Applicable Plans

The following is a review of local, state and regional plans and studies relevant to the Town that may affect the overall transportation system. The Town of Franklin's transportation element incorporates these plans into the comprehensive plan in varying degrees to ensure an accurate reflection of the overall transportation system.

Wisconsin State Highway Plan (February, 2000)

This plan focuses on the State Trunk Highway routes in Wisconsin (State Roads). Although the plan does not identify specific projects, it does set forth broad strategies and policies to improve the State's highway system. The plan also includes three main categories of emphasis: Pavement and bridge preservation, traffic movement, and safety.

2002-2006 Sauk County Highway Improvement Plan

The Highway Improvement Program for Sauk County identifies and prioritizes specific county road improvement projects for the next five years. County Road B is expected to be resurfaced in 2003 by the Sauk County Highway Department. No construction is expected on County Roads GG or N.

10.6 Town of Franklin Development Plan (April, 1987)

The goal of the Town of Franklin's Development Plan is to "Preserve agricultural land and protect farm operations as well as environmentally sensitive areas." This plan set forth development policies in the Town of Franklin to concentrate development to those areas within or directly adjacent to the Village of Plain. To minimize the impact on the local road infrastructure and cost of maintenance to the Town, the remaining land within the Town of Franklin was zoned for agriculture preservation with a minimum lot size of 35 acres.

10.7 Analysis of the Existing Transportation's Systems and Plans

The Town of Franklin's transportation needs are being met through the use of State Road 23 which is the primary arterial collecting auto and truck traffic. Additionally, alternative modes of transportation such as air, bicycle and transportation programs for people with special needs are also options.

10.8 Transportation Goals, Objectives and Policies

Transportation Goal: Preserve and enhance a safe and efficient transportation system that meets the needs of multiple users while encouraging development near major arterioles.

Transportation Objectives:

- TO-1 Coordinate road networks and improve road structure to meet the needs of current and future land uses, especially agricultural needs.
- TO-2 Identify alternate transportation opportunities for persons who are elderly or have disabilities.

Traffic Policies:

- TP-1 Continue to update and improve town roads with continued implementation of the Town Road Improvement Program.
- TP-2 Update the Town's driveway ordinance to require access control with shared driveway entrances for new cluster development which shall achieve public safety and rural character goals.
- TP-3 Update the Town's driveway ordinance to recognize the provisions set forth in the Whole Farm Plan Inventory and this Comprehensive Plan.
- TP-4 Support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.
- TP-5 Ensure the maintenance and improvement of Town roads to current standards as to facilitate their use for agricultural purposes.

Chapter Eleven: Land Use



Multiple Land Uses

11.0 Purpose

The Town of Franklin adopted County zoning in 1975. Then, in 1987, the Town developed and adopted its first Development Plan with Exclusive Agriculture Zoning in order to become eligible for tax credits through the Wisconsin Farmland Preservation Program. This Development Plan and zoning have remained in effect, without change or amendment, since that time. This history is fairly representative of planning efforts in rural towns throughout Wisconsin in the last 15 to 20 years. This effort, in part, has also been instrumental to the preservation of agricultural and open space lands and the agricultural industry. However, as changes occur and development pressures increase, it has become evident that Town residents need additional tools to accommodate development while maintaining a sense of place and agricultural operations as a family livelihood.

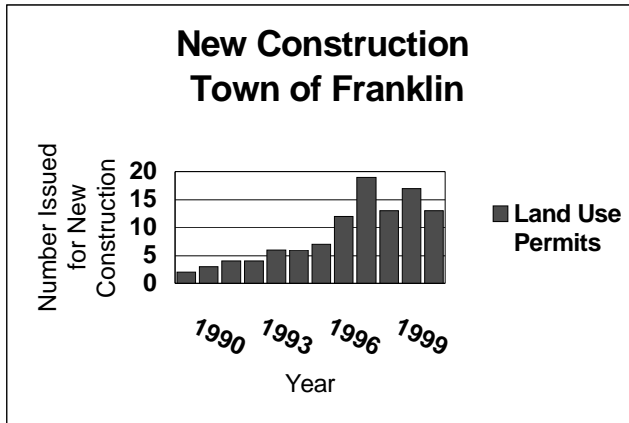
11.1 Recent Development Trends

The Town of Franklin has experienced an increase in the number of land use permits for new construction in the last 11 years. From 1990 to 1996, an average of 5 permits per year for all new construction were issued. Approximately 14 permits per year were issued from 1997 through 2002.

Table LU 1 Number of Permits Issued (1990-2001)

Year	Residential Permits				Commercial	AG	Other	Total	Percent of Total Issued
	Single Family	Garage	Other	Mobile Home					
1990	0			2				2	1.89%
1991	1	1					1	3	2.83%
1992	3			1				4	3.77%
1993	3				1			4	3.77%
1994	4				1	1		6	5.66%
1995	4	1				1		6	5.66%
1996	6						1	7	6.60%
1997	6	2					4	12	11.32%
1998	12		3		1	2	1	19	17.92%
1999	6		4		2		1	13	12.26%
2000	5		6		1	1	4	17	16.04%
2001	9		2				2	13	12.26%
Total	59	4	15	3	6	5	14	106	99.98%
Percent of Total Issued	55.66%	3.77%	14.15%	2.83%	5.66%	4.72%	13.21%	106	

Source: Sauk County Planning & Zoning

Chart LU2 Number of Permits Issues (1990-2001)

Source: Sauk County Planning & Zoning

The new construction chart graphically depicts the increase in development in the Town of Franklin since 1990. During this period, 59 new housing units have been added to the Town.

Of these new permits for the construction of single-family residences, none were for new farmsteads. As the Town continues to experience growth, it will become increasingly important for Town Officials to direct growth to ensure the protection of the family farm tradition.

11.2 Existing Land Use

The first step in laying out the desired future land uses of the Town is to look at the existing land use pattern. It is important to note that this inventory is not the current zoning of the property in the Town, but rather, the actual use of the property. **Map 11-1 Current Land Use** along with the following descriptors will aid in the understanding of existing land uses in the Town.

Urban/Developed Area. This area includes land uses primarily for housing, commercial or industrial purposes. This development is typically serviced by public infrastructure including sanitary sewer and water. This land area typically includes areas within and directly adjacent to the Village of Plain and constitutes approximately 207 acres.

Golf Course. This land area encompasses the golf course located in the Village of Plain and includes approximately 51 acres.

Agriculture. This area includes land uses primarily for farming, farmsteads, and supporting activities. This also includes rural single family residential development with low densities. This area includes approximately 40% of the total land area or approximately 12,827 acres.

Grassland. This area includes private or public lands that are undeveloped and not in agricultural or woodland uses. It should be noted that these areas typically consist of prairie remnants or the reestablishment of prairie areas representing the grasslands first experienced by early settlers. These areas account for approximately 12% of the Town's land area, or roughly 3,680 acres of land.

Coniferous Forest. This area includes land that is primarily evergreen forestland, which are undeveloped. This area also may include rural residential development with low densities, but due to the small patchwork of acres with this designation, it is highly unlikely. This area represents less than 1% of the Town's total land area, or approximately 74 acres.

Broad-Leaved Forest. This area includes private and public lands that are primarily hardwood forest land that is undeveloped. This area is reflective of White Mound Park and other various hill and bluff forest canopies in the Town. This area may include rural residential development with low densities as well. This is the largest land use category in the Town accounting for approximately 44% of all land areas, or roughly 14,051 acres in the Town.

Open Water. These areas are characterized as being lakes, perennial streams, ponds, etc. It accounts for less than 1% of the total area, or approximately 113 acres.

Wetland. These areas consist of hydric soils that are not characterized by standing water. These areas are reflective of flood fringe areas like marshes and low lying streambank areas. They account for less than 3% of the Town's area, or approximately 836 acres.

Barren. These areas have typically supported mining activities or other types of human activity, which has left the ground in an infertile state. It is also reflective of different types of soil classifications, which are incapable of supporting plant growth, or that may be characterized by exposed rock formations. This area also accounts for less than 1% of the total area, or approximately 161 acres.

Table LU2 Land Use and Acreage

Land Use	Acreage	Percent of Total
Urban / Developed	207	.65
Golf Course	51	.16
Agriculture	12,827	40.18
Grasslands	3,680	11.50
Coniferous Forest	74	.23
Broad-Leaved Forest	14,051	43.91
Open Water	113	.35
Wetlands	836	2.61
Barren	161	.50
Total	32,000	100

Source: Sauk County Planning & Zoning

11.3 Mineral Extraction Operations

There are several areas in the Town of Franklin used for nonmetallic mineral extraction. The Town may receive requests for new or expanded extraction sites over the planning period. Overall, nonmetallic mineral extraction sites appear to be appropriate in the Town of Franklin, provided that they are properly sited, reclaimed per State and County regulations, and are consistent with all Town policies. It is intended, as part of this plan, that new and expanded mineral extraction sites be placed out of public view from road right-of-ways; through the use of topography, existing forested areas or through the addition of tree plantings where appropriate.

11.4 Higher Density Development

Non-farm development is mostly concentrated within or adjacent to the Village of Plain. A wide array of commercial and residential opportunities are available to existing and future residents of the Town. These tend to be fairly dense developments with a maximum lot size of 1 to 2 acres.

11.5 Smart Growth Areas

The policies within this Comprehensive Plan specifically designate smart growth areas to include all areas within or directly adjacent to the Village of Plain where such development can be denser in nature and utilize public sewer and water. It is intended that development which occurs in the Town but adjacent to the Village be laid out in such a fashion that if water and sewer are not immediately provided, that it can be easily and inexpensively provided when appropriate. For the purposes of this plan, smart growth areas also include the development of residential clusters within the rural areas of the Town all with the intent of providing efficient services coupled with the preservation of agricultural operations and open space. Due to the difficult nature of designating specific areas as 'smart growth areas', particularly as rural clusters are designated through the Whole Farm Plan Inventory and policies have been developed to direct commercial development within or adjacent to the Village, this plan does not include a map showing smart growth areas.

11.6 Zoning Classifications

The Town of Franklin adopted County zoning in 1975. From 1975 to 1987, the Town was primarily zoned as general Agriculture until the Town adopted Exclusive Agriculture Zoning in 1987 and developed their first Development Plan. The Franklin Development Plan implemented three basic zoning categories including Exclusive Agriculture, Agriculture, and Commercial. The Town has not experienced significant pressures for rezoning since the adoption of the Plan. As a result, the Town's current zoning map very clearly mimics the Town's zoning map adopted in 1987 as a component of the Development Plan. **Map 11-2 Franklin Zoning** shows the Town's current zoning.

11.7 Future Land Use

Land Use is possibly the most complex component of a Comprehensive Plan. The Land Use element ties all of the elements together and more significantly portrays the impressions and desires of what residents and land owners want a community to look and feel like today and into the future. These impressions and desires are best reflected through the policies presented in this Comprehensive Plan.

The planning process got to the basis of these impressions and desires through a number of opportunities for community input, such as: a town-wide survey, visioning session, open house where the draft plan was presented, public hearing and diverse makeup of the Land Use Plan Revision Committee. Perhaps the most revealing of these input opportunities was the survey.

The survey included several questions designed to illicit responses regarding current land use issues and future directions for the Town. Some of these specific results include:

- 84% of respondents supported the Town remaining as Exclusive Agriculture Zoning while 16% indicated that they did not prefer Exclusive Agriculture.
- 31% of respondents stated that one of the most critical problems in the Town is the disappearance of crop land.
- 32% of the respondents indicated that one of the most critical problems in the Town is too much development while 4% indicated that too little development was a problem.
- 73% of the respondents supported the Town's effort to update its land use plan.
- 77 % of respondents indicated that the protection of natural features such as the rural character, productive farmland, wooded acres, ridge tops and steep slopes, wetlands and creeks is very important while 20% indicated it to be somewhat important and 2% indicated not important.

11.8 Projected Growth and Residential Lot Creation

Based on the population projections provided in the Housing Chapter of this Plan, the Town of Franklin may experience approximately 80 new housing units in the next 20 years, or roughly an average of 4 new homes each year. The increased demand for rural residential home sites coupled with the rarity of such lots will continue to fuel the demand coupled with easy access to Madison via U.S. Highway 14 and State Road 23.

Another contributing factor to this growth projection are the proposed changes to the Sauk County Zoning Code of Ordinances, specifically to the Exclusive Agriculture District. Currently, the Exclusive Agriculture District requires a minimum of 35 acres to construct a new residence. The proposed changes to this district include the recognition of a base density of 35 acres to which the Town may elect to develop a local density policy around to permit the creation of lots less than 35 acres for residential building purposes. The density policy described later in this section represents Franklin's local density policy which is patterned on the base density requirement of 35 acres.

In exchange for the creation of lots less than 35 acres, an easement held jointly by the Town of Franklin and Sauk County would then be placed on a remaining portion of the land to account for the difference between the size of the lot created and the base 35 acre density. The primary goal of this easement would be to protect prime agricultural soils, environmentally sensitive areas and the overall open space of the Town so as to maintain the rural character and prevent conflicts with agricultural operations. Furthermore, through the use of a credit system, varying lot sizes can be created and land can be transferred between property owners with a set amount of credits. This in effect will permit the transfer of agriculturally used lands with no credits from one farmer to the another with the theory that no building allowances will be attached to this land thereby limiting the value to agricultural land uses only.

Based on input from the Franklin Land Use Revision Committee and the Focus Groups, it was determined that these smaller lots, created through the application of the Town's Density Policy, be limited to a total of three on each farm and that they should be clustered whenever possible. Specific criteria were developed to provide guidelines for the sighting of these clusters, while minimizing the conflicts between farm and non-farm uses. Details of these development policies can be referenced throughout this Plan.

11.9 Influence on County Ordinances and Planning

Sauk County is in the process of developing a 'cafeteria' of zoning districts as well as amendments to the Exclusive Agriculture and Resource Conservancy 35 zoning districts. These new districts and amendments thereto will be designed to reflect the vision and goals of the *Sauk County 20/20 Plan*, mainly that of giving more land use options and input back to towns and municipalities. The focal point of these changes will include amendments to Exclusive Agriculture and Resource Conservancy 35 to allow the creation of smaller lots based on a density policy of 35 acres coupled with the density policy referenced in a Towns Comprehensive Plan. In recognition of the provisions under Wis State Stats. §59.69, the Town of Franklin has and will continue to play an important role in the development and adoption of these new zoning options. This will represent the Town's opportunity to provide assistance to carry out some of the development preferences laid out in this document.

Once local municipalities have adopted local Comprehensive Plan, Sauk County will prepare a County level Comprehensive Plan. This Plan will reflect and recognize the Towns' Comprehensive Plans, including their Development Plans and Land Use Elements. The Towns' Comprehensive Plans are a product of the people of the Towns. Thus, the County Plan will be a reflection of the people of the County, balancing individual property rights with community interests and goals.

11.10 Town of Franklin Density Policy

The Town of Franklin's Density Policy, developed by the Land Use Plan Revision Committee and as adopted by the Town of Franklin and Sauk County is based on the County's minimum density of 1 house per 35 acres of ownership under the Exclusive Agriculture Zoning District. Franklin's Density Policy further utilizes a credit system to determine both the number of lots which can be created and the size of each lot for residential purposes. In return for the creation of lots of any size, an easement will be placed on a remaining portion of the original farm based on the Town's Density Policy and will be held in joint by the Town of Franklin and Sauk County.

The following Table represents the Town's Density Policy which should be utilized to calculate the total number of credits afforded to each landowner. The Table should also be utilized to determine credits needed for the creation of both numbers of lots and lot sizes.

Table LU 3 Town of Franklin Density Policy Calculation Table

Sauk County Minimum Density Requirement (Acres)	Town of Franklin Density Policy	Credits	Small Lot Size (Acres)	Large Lot Size (Acres)
35	35	1	1 to 5	35 to 69.9
35	35	1	1 to 5	35 to 69.9
35	70	2	1 to 10	70 to 139.9
35	140	4	1 to 20	140 to 209.9
35	210	6	1 to 30	210 to 279.9
35	280	8	--	280 (+)

The basic premise behind the Town's Density Policy includes a calculation of how many credits a land owner has. To do this, the land owner must take the total net acres owned and divide this value by 35. For example a 290 acre farm would have 8.28 credits rounded down to the nearest whole number equals 8 credits ($290/35=8.28$ or 8 credits).

Utilizing **Table LU3**, the landowner would then be able to determine what combination of lot sizes and number of lots can be created utilizing a total of 8 credits. *Appendix C* includes worksheets A-G, which give examples of how to calculate the number of credits used with the creation of lots and numbers of lots of a certain size. Note that these worksheets do not represent the total number of lots and related lot size combinations available to a landowner. The primary intent of the worksheets is to help landowners apply Franklin's Density Policy to their property. Also note that if the original farmhouse or farm buildings are split off of a farm, as part of a farm consolidation they shall be required to utilize a set number of credits based on **Table LU3**.

11.11 Cluster Development

Although not required, this plan recommends that newly formulated lots from the application of the Town's Density Policy be clustered on one area of the original farm, not to exceed 3 lots in any one single cluster. It is also intended that this cluster of lots and future homes be placed on a portion of the property that would minimize the conversion of agricultural lands regardless of soil type to nonagricultural land uses and would protect environmentally significant and sensitive portions of the property from development. It is further intended that these clusters be shielded from public view, thereby preserving the Town's rural character. The Town of Franklin has developed standards for "clustering" which are included in the Pictorial Policies provided in this Chapter. It must be noted that the clustering program is a voluntary program. It is meant to compliment the Town's existing Exclusive Agricultural Zoning designation. It must be further noted that the use of clustering is not an automatic right, but must receive approvals from the Town of Franklin and the Sauk County Planning, Zoning and Land Records Committee.

11.12 Lot Creation and Steps

Each new lot created in the Town of Franklin must adhere to the Pictorial Policies provided in this Chapter with regard to new lot placement. Once a landowner decides that he/she wishes to create a new lot through a land division, that landowner will be required to fill out a *Town of*

Franklin Land Division Application and submit it to the Town of Franklin along with a completed Whole Farm Plan Inventory. A copy of the ***Town of Franklin Land Division Application*** and ***Whole Farm Plan Inventory*** can be referenced in ***Appendix A***.

11.13 Home Sighting Requirements

Each new home built in the Town of Franklin must adhere to the Pictorial Policies provided in this Chapter with regard to home siting requirements. Once a land owner decides that he/she wishes to build a residential structure, the landowner will be required to fill out a Town of Franklin Building Permit Application and submit it to the Town of Franklin with a completed Whole Farm Plan Inventory. A copy of the ***Town of Franklin Building Permit Application*** and Whole Farm Plan Inventory guidelines can be referenced in ***Appendix A***.

11.14 Land Use Goal, Objectives and Policies

Land Use Goal: Promote a future land use pattern consistent with the Town's agrarian and rural character

Land Use Objectives:

- LUO-1 Ensure adequate opportunities and land availability to meet all of the Town's Objectives.
- LUO-2 Establish a density policy to determine numbers of housing units, which can be built in rural parts of the Town.
- LUO-3 Direct new housing development to appropriately identified areas.
- LUO-4 Minimize visual impacts of new development on the landscape.

Land Use Policies:

- LUP-1 Refer to all other policies under the other elements/sections of this plan and recognize that these polices are intricately related to Land Use and the Land Use Element.
- LUP-2 Through the use of the Whole Farm Plan Inventory and the policies in this plan, direct non-farm development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.
- LUP-3 Promote the grouping of not more than three home sites in the same general area (clustering) and use the sighting criteria noted in this plan to promote the protection of the rural character and the panorama of forested hillsides and agricultural fields.
- LUP-4 The Town shall utilize and fully administer the density policy as noted under the Land Use Chapter of this Plan related to the establishment of new lots for purposes of residential development.
- LUP-5 Utilize the 2002 Rockford Plat Book as the official base map to calculate density credits and allow landowners the opportunity to present information as to land ownership from the Sauk County Register of Deeds if there is a conflict with ownership represented by the official base map.

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- LUP-6 Density Credit calculations will utilize the base land ownership information at the time of full Sauk County Board of Supervisors adoption of this Comprehensive Plan on May 20, 2003.
- LUP-7 Any land transfers or subdivision of land shall require approval by the Town of Franklin Plan Commission and Town Board to ensure that subsequent transfer or utilization of density credits are legally recorded and to further ensure that the landowners involved understand the Town's Density Policy.
- LUP-8 Any proposed amendment to the Town of Franklin's density policy shall be considered a major amendment and shall require a re-convenience of a Committee representative of all people and interests in the Town of Franklin who will review the amendment and determine if the proposed change is consistent with the Vision, Goals, Objective and Policies of this Plan and who will make a recommendation to the Plan Commission.
- LUP-9 Easements placed on lands prior to any approved Plan amendment to the Town's Density Policy shall be viewed as a stand alone agreement between the landowner or subsequent land owners and the Town and County and shall not be affected by the Plan amendment, except when an application is submitted by the current owner or his agent recognizing additional land divisions and/or credits consistent with the amended Plan which will further cause an amendment to the original easement document.
- LUP-10 Clusters shall not exceed more than (1) cluster per parcel as identified and recorded in the Sauk County Register of Deeds Office at the time of final adoption of the Comprehensive Plan by the Sauk County Board of Supervisors.
- LUP-11 The Town shall require that the placement or expansion of existing mineral extraction operations be shielded from public view from road right-of-ways; through the use of topography, existing forested areas or through the addition of tree plantings where appropriate.
- LUP-12 As part of the placement of additional homes or lots, consideration should be given to possible mineral deposits on or near the location of new homes or lots and should further consider all required setbacks between mineral extraction operations and new homes.
- LUP-13 No part of the Town's density policy will be implemented until such time that Sauk County has officially adopted provisions which permit clustering of small lots. If Sauk County adopts such provisions prior to the adoption of this plan by the County Board of Supervisors, then the adoption date of this plan will serve as the start date for density credit calculations. If adoption of these provisions occurs after the adoption of this plan, then a policy will be added to this Chapter indicating an official start date to be the same as the adoption date of these new provisions by the County Board.
- LUP-14 Utilize the following pictorial policies when siting new lots and homes which represents the Vision, Goals, Objectives and all Policies of this Plan and which represent the Current Trend as not being permissible in Franklin and the Preferred Option which meets the overall intent of this Comprehensive Plan.

Subset 1 LUP-14 Hillside Residential Development

The Vision, Goals, Objectives and Policies of this Comprehensive Plan establish requirements as to where residential homes may be located. Utilizing the polices in this plan, the following pictorial policies offer a visual perspective of these requirements (option) as compared to typical development patterns (Trend).

Current Trend

- Homes built on hilltops
- Driveways placed on slopes greater than 12%
- Multiple driveways serving homes
- Homes visible from the public right-of-way

Preferred Option

- Homes built in a natural valley
- Existing vegetation maintained or replaced to provide screening
- Driveways shared by residences

Subset 2 LUP-14 Multiple Lot Residential (Agricultural Fields)

The Vision, Goals, Objectives and Policies of the Comprehensive Plan establish requirements as to where residential homes may be located. Utilizing the policies in this plan, the following pictorial policies offer a visual perspective of these requirements (option) as compared to the typical development patterns (Trend)

Current Trend



- Homes placed in the middle of agricultural fields (40's)
- Large lots created
- Multiple driveways
- No screening for new development

Preferred Option



- Homes clustered along fence row
- Minimal land taken out of agricultural production
- Shared driveway
- Homes screen from public view utilizing new vegetation
- Homes placed away from the farm lot / barn yard
- Cohesive agricultural fields

Subset 3 LUP-14 Multiple Lot Residential (Agricultural Fields)

The Vision, Goals, Objectives and Policies of the Comprehensive Plan establish requirements as to where residential homes may be located. Utilizing the policies in this Plan, the following pictorial policies offer a visual perspective of these requirements (option) as compared to the typical development pattern (Trend).

Current Trend



- Homes built on agricultural fields
- Multiple driveways
- No screening for new development

Preferred Option



- Homes clustered in a woodlot providing natural screening
- Driveways shared by residences
- Cohesive agricultural fields
- Minimal land taken out of agriculture production
- Existing vegetation maintained or replaced to provide screening
- Driveways placed on slopes less than 12%

Subset 4 LUP-14 Single Lot Residential

The Vision, Goals, Objectives and Policies of this Comprehensive Plan establish requirements as to where residential homes may be located. Utilizing the policies in this plan, the following pictorial policies offer a visual perspective of these requirements (option) as compared to typical development patterns (Trend).

Current Trend

- Home built on agricultural fields
- No screening for new development

Preferred Option

- Home built in existing woodlot
- Cohesive agricultural fields
- Minimal land taken out of agricultural production
- Existing vegetation maintained or replaced to provide screening

Chapter Twelve: Implementation



12.1 Purpose

It is the intent of this Comprehensive Plan that many of the plan recommendations and policies be implemented either immediately upon plan adoption or within the next few years. By default, many of the plan policies by themselves are meant to not only provide the Town with guidance with decision-making, but also should act to take on the role of a local ordinance.

In an effort to create a cohesive and strong implementation component as part of this plan, a time line of action on each policy has been provided. Along with each policy, specific guidance for implementation has been developed. This guidance essentially includes a specific directive to implement each policy.

12.2 Plan Adoption

The Town of Franklin Comprehensive Plan must be adopted in such a manner, which recognizes a commitment to implement each policy within this Comprehensive Plan. The Plan itself will also be adopted as an ordinance which will allow the Town to enforce its vision, goals, objectives, policies, Whole Farm Plan Inventory as part of the Land Division and Building Permit Applications. The Town has also included all of the basic elements of Comprehensive Planning and has achieved all 14 goals of the 'Smart Growth' legislation.

In addition to this achievement, during the development of this plan, an extensive public participation component was included which ensured numerous opportunities for residents and landowners, as well as neighboring governments to give input. This opportunity, along with the recognition that the Town of Franklin Land Use Revision Committee consisted of people from all interests and backgrounds, ensured that a plan was developed by the people and for the overall good of the Town.

Prior to the Plan's adoption, the Town will establish a Plan Commission of 5 members derived from the original Land Use Revision Committee who developed this Plan. It is the intent that this Plan will be reviewed by the Plan Commission with a recommendation forwarded onto the Town Board for final Town approval.

Upon Town approval, the Plan will be forwarded onto the Planning, Zoning and Land Records Committee for recommendation to the Sauk County Board for final approval.

12.3 Implementation Timeline and Recommended Courses of Action

This section provides a summary of the actions that the Town should complete in order implement this Comprehensive Plan. This summary has been broken down by each element and elements' policies to include a minimum recommended course of action and timeframe for implementation as noted below under each element title.

◆ Agriculture Resources

Agriculture Resources Policies:

- AP-1 Actively work with Sauk County to develop and adopt new zoning regulations / zoning districts as developed by Sauk County to be utilized by the Town to implement the goals, objectives and policies of this Plan.

At such time that the Sauk County Board of Supervisors approves such regulations, the Town of Franklin shall pursue implementation as directed by this Comprehensive Plan. The Town shall further work with its residents and landowners to support this implementation. At such time that the Sauk County Board of Supervisors approves such changes, the selected Density Policy as noted in this plan shall take effect utilizing the 2002 Rockford Map, the Official Land Owner Map, representing land ownership in the Town at the time of adoption of this Plan.

Implementation Timeframe: 2003.

- AP-2 Strictly enforce the density policy noted in the Whole Farm Plan Inventory and under the Land Use Policies of this Plan.

It is intended that the Town enforce the provisions of this comprehensive plan related to the density policy. The Town may calculate density credits as an advisory basis to landowners, however final verification and approval regarding the density allotments may be provided by the Sauk County Department of Planning & Zoning.

Upon the utilization of a density credit(s), the Town shall require a conservation easement to be placed on lands where the credits have been exhausted. The Town shall strictly follow the provision of their density policy and all provisions regarding this policy noted under the Land Use Chapter of this Plan.

- AP-3 Utilize and enforce the Town's Whole Farm Plan Inventory approach to guide decisions of non-farm development and land division as described by the Whole Farm Plan Inventory and by the pictorial policies under the Land Use Chapter.

It is intended that the Town enforce the provision of this Comprehensive Plan the Whole Farm Plan Inventory related to siting requirements for the creation of new lots and development. Any deviation from the provision set forth in this plan shall constitute a violation.

Implementation Timeframe: At Plan Adoption - Ongoing

- AP-4 Explore the future use and implementation of a Transfer of Development Rights (TDR) program which identifies "sending and receiving areas" as those areas least and most appropriate for development based on the provisions of this plan and the Whole Farm Plan Inventory concept

The Town is encouraged to explore opportunities related to the TDR program and at such time consider amending the Comprehensive Plan to allow for such implementation. The Town shall further work with Sauk County Planning & Zoning Department on the Development and Implementation of the TDR program and amendment to this Plan.

Implementation Timeframe: 2005-2006.

- AP-5 Through the use of the Whole Farm Plan Inventory, direct non-farm development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.

It is intended that the Town enforce the provisions of the Whole Farm Plan Inventory approach. Any decision acted upon which is not consistent with the Whole Farm Plan Inventory shall be construed as a violation of this Plan and is strictly prohibited. If action is taken which is in violation of this plan, corrective action shall be immediately taken by the Town Board and the land area shall be evaluated to ensure proper identification of areas appropriate for non-farm development.

Implementation Timeframe: At Plan Adoption - Ongoing

- AP-6 Promote the grouping of not more than three home sites in the same general area (clustering) and use the siting criteria noted under the Whole Farm Plan Inventory to promote the protection of the rural character and the panorama of forested hillsides and agriculture fields.

It is intended that the Plan Commission, Town Board, and property owner utilize the Whole Farm Plan Inventory and other siting standards to locate a preferred placement of housing and clustering of houses. Specific guidelines regarding submission of documentation and meeting requirements between the Town of property owner are noted under the Whole Farm Plan Inventory portion of this plan.

Implementation Timeframe: At Plan Adoption - Ongoing

- AP-7 Allow home occupations, cottage industries and innovative farming opportunities on farm parcels to supplement farming income provided they abide by Sauk County Ordinances.

It is intended that the Town assemble and continually update a file folder of information to contain information regarding innovative opportunities to that farmers can pursue to supplement farming income. This folder should also contain a list of contact people and agencies who farmers can work with. This folder shall be available at the Plain library and will be on file at the Town Hall. At the completion of this folder, the Town shall actively notify residents and land owners that this information is available through an annual newsletter. It is expected that the Plan Commission will assemble and continually update this folder and make appropriate contact to do as such.

Implementation Timeframe: 2003 - Ongoing

It is further intended that the Town of Franklin will work with Sauk County to Develop an overlay zoning district to which permits innovative activities to supplement farm income and which is not a permitted or special exception use under the predominant agriculture zoning district in the Town. One developed, the Town will, after careful consideration of individual proposal, all the utilization of this new district.

Implementation Timeframe: 2003 for district development, 2003- Ongoing for utilization by the Town.

- AP-8 Support farmland tax credits, use value assessment, reform in federal farm laws, and other programs that encourage the continued use of land for farming.

Implementation Timeframe Ongoing

- AP-9 Encourage the utilization of cluster development methods for new housing.

Implementation Timeframe: Ongoing

- AP-10 Limit the number of homes within a cluster to not more than three.

Implementation Timeframe: At time of Plan adoption

- AP-11 Using the siting criteria noted under the Whole Farm Plan, promote the protection of the rural character and the panorama of forested hillsides and agricultural fields.

Implementation Timeframe: Ongoing

- AP-12 On an annual basis, the Town of Franklin will identify new residence and provide them with information on their rights and responsibilities on living in an agricultural area.

The Town of Franklin will identify new residents through an annual review of tax records and enclose with their tax bill an informational booklet entitled, "Partners in Rural Wisconsin, A Guide to Positive Neighbor Relations in Wisconsin Farm Country".

Implementation Timeframe: Ongoing

- AP-13 At the issuance of a Town Building Permit for new residences, the Town shall provide information to the new resident on their rights and responsibilities on living in an agricultural area.

The Town of Franklin will ensure that the new resident who resides in the new house will receive a copy on an informational booklet entitled, "Partners in Rural Wisconsin, A Guide to Positive Neighbor Relations in Wisconsin Farm Country".

Implementation Timeframe: Ongoing

- AP-14 The Town shall restrict housing development and the creation of new lots within the vicinity of feedlots and manure storage systems.

Implementation Timeframe: Ongoing

◆ **Natural Resources**

Natural Resources Policies:

- NRP-1 The Town shall work with Sauk County UW-Extension and Land Conservation Departments, and the WI DNR to educate farmers and landowners enabling them to implement Best Management Practices aimed at protecting soil, air and water resources related to agriculture operations, specifically filter strips, riparian buffers, grass waterways, and wetland restoration.

The Town of Franklin will assemble and continually update a file folder of information to contain information regarding Best Management Practices and will include County, State and County Contact Information. This folder shall be available at the Plain library and will be on file at the Town Hall. At the completion of this folder, the Town shall actively notify residents and land owners that this information is available through an annual newsletter.

Implementation Timeframe: 2003 - ongoing

- NRP-2 The Town shall restrict the development of lands identified as and adjacent to historical and significant community resources identified on ***Map 7-2 Cultural Resources Map***.

It is intended that this policy be finalized as part of the planning process and be fully implemented upon plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: Ongoing

- NRP-3 The Town shall restrict the development of lands which have been identified as having threatened or endangered resources as identified Map 5-1 Environmentally Sensitive Areas.

It is intended that this policy be finalized as part of the planning process and be fully implemented upon plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: At the time of Plan Adoption.

- NRP-4 When land use changes are proposed, the Town shall consider soil and water best management practices including, but not limited to, filter strips, riparian buffers, grass waterways, and wetland restoration.

Implementation Timeframe: At the time of Plan Adoption

- NRP-5 Proposed changes in land use, particularly for changes to residential land uses, shall utilize structure and lot siting provisions noted in the Town's Whole Farm Plan Inventory.

It is intended that the Whole Farm Plan Inventory will be a component of the Comprehensive Plan. As such, the Whole Farm Plan Inventory will be fully implemented upon Plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: At the time of Plan Adoption.

- NRP-6 The Town shall encourage landowners to work with the Wisconsin Department of Natural Resources and others to implement stream bank restoration projects along Honey Creek.

The Town of Franklin will assemble and continually update a file folder of information to contain information regarding Best Management Practices and will include County, State and County Contact Information. This folder shall be available at the Plain library and will be on file at the Town Hall. At the completion of this folder, the Town shall actively notify residents and land owners that this information is available through an annual newsletter.

Implementation Timeframe: 2003 - ongoing

- NRP-7 The Town shall work with the Village of Plain to identify and implement Best Management Practices for stormwater management control, and preservation of existing wetlands, particularly for the protection of water quality of Honey Creek.

It is intended that the Town of Franklin work with the Village of Plain through their comprehensive planning process to identify program and opportunities related to this policy.

Implementation Timeframe: During Village Comprehensive Planning Process.

- NRP-8 The Town shall initiate action with the Sauk County Land Conservation and Parks and Recreation Department to modify the White Mound Dam and Shanahan Dams to reduce outflow water temperatures thereby improving the trout habitat in Honey Creek.

It is intended that the Town of Franklin work with the Sauk County Land Conservation Department to identify the feasibility of such project.

Implementation Timeframe: 2003-2004

- NRP-9 The Town, through the use of the Whole Farm Plan Inventory, shall require that any new construction of a structure shall be below the crest of a the hill as to not diminish or dominate the overall view of the Town thereby preserving the rural character and viewscape.

It is intended that the Whole Farm Plan Inventory will be a component of the Comprehensive Plan. As such, the Whole Farm Plan Inventory will be fully implemented upon Plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: At the time of Plan Adoption.

- NRP-10 The Town shall prohibit any construction or placement of access roads/driveways on slopes greater than 12 %, on prime agriculture soils, or through wetlands and flood plains as a means to maintain the rural character and as further defined by the Whole Farm Plan Inventory, related ordinances and ***Map 5-1 Environmentally Sensitive Areas***.

The Town of Franklin shall update their driveway ordinance to reflect the policies noted in the Comprehensive Plan. Until such time, the policies in this plan are to complement or supersede any conflict with this ordinance.

Implementation Timeframe: 2003

It is intended that the Whole Farm Plan Inventory will be a component of the Comprehensive Plan. As such, the Whole Farm Plan Inventory will be fully implemented upon Plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: At the time of Plan Adoption.

- NRP-11 The Town shall prohibit the construction of any buildings on prime agriculture soils, wetlands and environmentally sensitive areas as a means to maintain rural character and as further defined by the Whole Farm Plan Inventory.

It is intended that the Whole Farm Plan Inventory will be a component of the Comprehensive Plan. As such, the Whole Farm Plan Inventory will be fully implemented upon Plan adoption by the Sauk County Board of Supervisors.

Implementation Timeframe: At the time of Plan Adoption.

- NRP-12 Implement policies noted under the Utilities Section of this Plan related to solid and hazardous waste collection to ensure the protection of natural resources and the viewscape of the town.

Note summary and implementation timeframe under the Utilities Section of this Plan.

- NRP-13 Protect clean air resources by discouraging the burning of solid and hazardous waste and ensure residents are aware of State requirements in terms of the prohibition of the burning of certain materials while offering continued and expanded waste collection programs noted under the Utilities section of this Plan.

Note summary and implementation timeframe under the Utilities Section of this Plan.

- NRP-14 Wireless communication tower shall abide by the standards noted under the Utilities Section of this Plan.

Note summary and implementation timeframe under the Utilities Section of this Plan.

- NRP-15 New exterior lighting in the town shall utilize lighting standards noted in the lighting ordinance adopted by the Town in order to preserve the town's night skies, and shall further cooperate with the Village of Plain..

The Town of Franklin shall work with the Sauk County Department of Planning & Zoning to develop a lighting standard ordinance to protect the Town's night skies. It is intended that this ordinance be adopted as a separate document to this plan.

Implementation Timeframe: 2003.

- NRP-16 The Town shall require compliance with State or County laws regarding the restoration of mine sites.

Implementation Timeframe: Ongoing

- NRP-17 The Town encourages the capping of all abandoned wells to protect ground water.

Implementation Timeframe: Ongoing

◆ Housing

Housing Policies:

- HP-1 Utilize clustering techniques for rural non farm development of up to 3 residences utilizing appropriate zoning options developed by Sauk County.

It is intended that the Plan Commission, Town Board, and property owner utilize the Whole Farm Plan Inventory and other siting standards to locate a preferred placement of housing and clustering of houses. Specific guidelines regarding submission of documentation and meeting requirements between the Town of property owner are noted under the Whole Farm Plan Inventory portion of this plan.

Implementation Timeframe: At Plan Adoption - Ongoing

- HP-2 Ensure that new homes are screened from public view per the pictorial policies and the Whole Farm Plan Inventory.

It is intended that the Plan Commission, Town Board, and property owner utilize the Whole Farm Plan Inventory and other siting standards to locate a preferred placement of housing and clustering of houses. Specific guidelines regarding submission of documentation and meeting requirements between the Town of property owner are noted under the Whole Farm Plan Inventory portion of this plan.

Implementation Timeframe: At Plan Adoption - Ongoing

- HP-3 The Town shall utilize and fully enforce the density policy as noted under the Land Use Element of this Plan related to the establishment of new lots for purposes of new residential development.

It is intended that the Town enforce the provisions of this comprehensive plan related to the density policy. The Town may calculate density credits as an advisory basis to landowners, however final verification and approval regarding the density allotments may be provided by the Sauk County Department of Planning & Zoning.

Upon the utilization of a density credit(s), the Town shall require a conservation easement to be placed on lands where the credits have been exhausted. The Town shall strictly follow the

provision of their density policy and all provisions regarding this policy noted under the Land Use Chapter of this Plan.

Implementation Timeframe: Upon Plan Adoption – On-going

- HP-4 Develop an “in-town” Transfer of Development Rights (TDR) program to allow landowners who have property identified for protection/preservation by the Town’s Whole Farm Plan Inventory.

The Town is encouraged to explore opportunities related to the TDR program and at such time consider amending the Comprehensive Plan to allow for such implementation. The Town shall further work with Sauk County Planning & Zoning Department on the Development and Implementation of the TDR program and amendment to this Plan.

Implementation Timeframe: 2005-2006.

- HP-5 Plan for a sufficient supply of developable land for housing in areas within or directly adjacent to the Village of Plain boundaries.

Implementation Timeframe: Ongoing

- HP-6 Direct all subdivision development as defined by this Plan and the Sauk County Land Division and Subdivision Regulations Ordinance to the Village of Plain or areas immediately adjacent to Village boundaries.

Implementation Timeframe: Ongoing

- HP-7 For all new subdivision development, encourage the utilization of public sanitary sewer, or where not feasible, community septic systems placed in such a fashion as to have minimal impact on ground water quality.

Implementation Timeframe: Ongoing

- HP-8 Encourage the proper siting of residences so as to minimize the demand for infrastructure improvements.

It is intended that the Town primarily utilize the siting standards to achieve this policy.

Implementation Timeframe: Ongoing

- HP-9 Direct most residential development to the Village of Plain or areas immediately adjacent to the village boundaries which will be the only area where duplex, multifamily, and elderly housing shall be considered.

Implementation Timeframe: Ongoing

- HP-10 Prohibit development in areas identified as the Zones of Contribution to the Village of Plain Municipal potable water wells as defined by ***Map 5-1 Environmentally Sensitive Areas.***

Implementation Timeframe: Ongoing

- HP-11 Prohibit development in the Dam Breach Area of White Mound Dam as defined by ***Map 5-2 Dam Breach Analysis.***

Implementation Timeframe: Ongoing

◆ Utilities and Community Facilities

Community Facilities and Utilities Policies:

- CP-1 Continue to provide basic services for Town residents including road maintenance, garbage collection, emergency services, snow plowing, and emergency services.
- It is intended that the Town continue to provide basic services and that the quality of such service be periodically reviewed.***
- Implementation Timeframe: Ongoing***
- CP-2 Work with Sauk County and private entities to provide a facility and/or opportunity for the special collection of hazardous material produced by residential land uses and farming operations.
- The Town shall promote the utilization of the Clean Sweep Program.***
- Implementation Timeframe: Ongoing***
- CP-3 The Town should explore waste disposal options with regard to an (annual / bi-annual/ monthly) pickup of plastic rolls utilized for silage.
- It is intended that the Town of Franklin Town Board and Plan Commission explore options for special collections of large solid waste material for both farms and residences. A specified timeframe for collection shall be established (i.e. Biannually, quarterly) and monies shall be identified to accomplish such collection. It is further intended that once this program is started, it will continue as one of the basic services provided by the Town.***
- Implementation Timeframe: 2003 -2004.***
- CP-4 The Town shall form an advisory committee to explore options for reuse of the Town Hall and shall consider options such as the Historic Register, identifying funds for rehabilitation, moving the Town Hall to a new location within the Town, reuse of the facility for Town meetings after refurbishing, Community Center, museum, or other uses to be identified.
- This Committee shall consist of residents and land owners in the Town of Franklin, at a minimum one Plan Commission member, and at a minimum one representative from the Village of Plan. This Committee shall further be officially recognized by the Town of Franklin Board .will follow the directives noted under this policy. Once a decision is agreed upon, the Committee and Town Board shall adopt the recommendations and timeframe for implantation which is to be considered an attachment to this Plan. Implementation Timeframe 2003 - 2004 for an adopted attachment.***
- Implementation Timeframe 2005 - 2006.***
- CP-5 The Town shall encourage and support activities that promote a sense of community including support for the annual Fireman's festival and other festivals as they may be developed, continued support for the Plain Library and Community Center and shall coordinate with Village of Plain on related activities between Town and Village residents.
- It is intended that encouragement and support by the Town of Franklin shall continue.***
- Implementation Timeframe: Ongoing***
- CP-6 The Town shall explore and pursue options for the designation and erection of 'welcome signs' to the Town of Franklin along primary corridors into the Town.
- Upon the adoption of this Plan, the Town Board shall solicit feedback from the Community as to what will be included on such signs. This shall be done through the Plan Commission at an***

open meeting where suggestions can be received either in person or in writing. The Plan Commission will then make a design recommendations to the Town Board who will select a sign company to design the final sign. It is intended that signs will be placed on State Road 23 and County Road B (4 signs total).

Prior to the beginning of the process, the Town shall contact property owners for possible placement of such signs on private property. An official contract shall be drawn up and recorded with the Sauk County Register of Deeds recognizing agreement by such property owners.

Implementation Timeframe: 2003

- CP-7 Where appropriate, work with the Village of Plain to ensure the safe and cost-efficient delivery of municipal water and sewer service to all proposed development adjacent to the Village Boundary.

Implementation Timeframe: Ongoing

- CP-8 Encourage Sauk County to develop and adopt a stormwater and erosion control ordinance which would apply to new development and other projects that disturb an area by excavation, filling, or other earth moving activities, resulting in the loss or removal of protective ground cover or vegetation.

Implementation Timeframe: Ongoing until such ordinance is developed.

- CP-9 Direct rural development away from areas with limited suitability for Private On-site Wastewater Treatment Systems.

Implementation Timeframe: At time of Plan Adoptions

- CP-10 Actively work with Sauk County Planning & Zoning to ensure the proper placement of new and identification of failing Private On-Site Waste Water Treatment Systems (POWTS).

Implementation Timeframe: Ongoing

- CP-11 Actively promote the placement of POWTS down groundwater flow from any projected or existing wells.

Through the use of the Whole Farm Plan Inventory and siting requirements, the Town will require that POWTS are property located and shall not approve proposals until this policy is met.

Implementation Timeframe: Ongoing

- CP-12 Work with Sauk County to ensure that all POWTS are installed according to an approved plan.

Implementation Timeframe: Ongoing

- CP-13 Consider hiring a building inspector to inspect all new residences for compliance with the Uniform Dwelling Code.

Implementation Timeframe: 2005

- CP-14 Use the following criteria when considering wireless communication facilities:

Implementation Timeframe: At time of Plan Adoption

1. The Town of Franklin shall require the issuance of a Town building permit for the erection of wireless communication towers, related facilities, and co-locations.
2. The applicant shall submit directly to the Town copies of all project descriptions, site plans, and engineering reports required by the Sauk County Planning & Zoning Department and Chapter 23 SCCO.
3. The applicant shall submit all necessary authorizations or proofs of “no hazard” from the FAA and / or State Bureau of Aeronautics.
4. The Town should not take action on a proposal until the Sauk County Planning & Zoning Department first issues a Land Use Permit.
5. The Town requires co-location of up to three providers on a single tower and the use of alternative support structures such as silos, light poles and electrical poles where feasible.
6. At the completion of construction of wireless communication towers and related facilities, any disturbed areas shall be replaced with native vegetation and any utility buildings constructed to serve such towers shall be shielded from public view utilizing natural vegetation approved by the Town upon permit issuance.
7. The wireless communication facility shall abide by all of the policies set forth in this Plan and shall follow the provision set forth in the Whole Farm Plan.
8. Driveways for access to telecommunication facilities shall follow the same standards set forth by this Plan and the Towns Driveway Ordinance.

◆ Economic Development / Labor Force

Economic Development / Labor Force Policies:

- EP-1 Plan for a sufficient supply of developable land for community-serving commercial use within or directly adjacent to the Village of Plain.

Implementation Timeframe: Ongoing

- EP-2 Preserve the rural agricultural community and allow for the diversification of economic opportunities by encouraging the development of appropriate agrarian, home occupation and cottage industries that will augment farming activities.

It is intended that the Town assemble and continually update a file folder of information to contain information regarding innovative opportunities to that farmers can pursue to supplement farming income. This folder should also contain a list of contact people and agencies who farmers can work with. This folder shall be available at the Plain library and will be on file at the Town Hall. At the completion of this folder, the Town shall actively notify residents and land owners that this information is available through an annual newsletter. It is expected that the Plan Commission will assemble and continually update this folder and make appropriate contact to do as such.

Implementation Timeframe: 2003 - Ongoing

It is further intended that the Town of Franklin will work with Sauk County to Develop an overlay zoning district which permits innovative activities to supplement farm income and which is not a permitted or special exception use under the predominant agriculture zoning district in the Town. One developed, the Town will, after careful consideration of individual proposal, all the utilization of this new district.

Implementation Timeframe: 2003 for district development, 2003- Ongoing for utilization by the Town.

- EP-3 Support other forms of agriculture, such as vegetable and fruit farms, community supported agriculture, organic farming methods, cash cropping, agriculture tourism, the production of artisan products such as wine, cheese and crafts and the direct sales of agriculture products.

It is intended that the Town assemble and continually update a file folder of information to contain information regarding innovative opportunities to that farmers can pursue to supplement farming income. This folder should also contain a list of contact people and agencies who farmers can work with. This folder shall be available at the Plain library and will be on file at the Town Hall.. At the completion of this folder, the Town shall actively notify residents and land owners that this information is available through an annual newsletter. It is expected that the Plan Commission will assemble and continually update this folder and make appropriate contact to do as such.

Implementation Timeframe: 2003 - Ongoing

It is further intended that the Town of Franklin will work with Sauk County to Develop an overlay zoning district to which permits innovative activities to supplement farm income and which is not a permitted or special exception use under the predominant agriculture zoning district in the Town. One developed, the Town will, after careful consideration of individual proposal, all the utilization of this new district.

Implementation Timeframe: 2003 for district development, 2003- Ongoing for utilization by the Town.

- EP-4 Prohibit the establishment of new Commercial or Industrial Land Uses as defined by the Sauk County Zoning Ordinance in areas that are not adjacent to or within the Village of Plain.

Implementation Timeframe: Ongoing

- EP-5 Prohibit strip commercial development along State Road 23 and County Road B.

Implementation Timeframe: Ongoing

- EP-6 Require the disclosure of any soil or groundwater contamination on sites before issuing permits for commercial development proposals.

Implementation Timeframe: Ongoing

◆ Intergovernmental Cooperation

Intergovernmental Cooperation Policies:

- ICP-1 Provide a copy of this comprehensive plan to all surrounding local governments.

Implementation Timeframe: At time of Plan Adoption, Ongoing after plan amendments.

- ICP-2 Work to resolve any differences between the Town of Franklin Comprehensive Plan and plans of adjacent communities, particularly with the Village of Plain.

It is intended that officials from the Town of Franklin will work with neighboring communities with the development of their Comprehensive Plans under the Intergovernmental Cooperation Element. At this time, conflicts between plans can be identified and solutions as such can be proposed.

Implementation Timeframe: Ongoing, as neighboring communities developed their Comprehensive Plans or proposed amendments.

- ICP-3 Work with surrounding towns to encourage an orderly, efficient land use pattern that preserves farming as a livelihood and natural resources.

It is intended that officials from the Town of Franklin will work with neighboring communities with the development of their Comprehensive Plans under the Intergovernmental Cooperation Element. At this time, the Town shall offer its approach to ensuring an efficient land use pattern that preserves farming as a livelihood and natural resources and help towns develop their own approach to meet their needs while complimenting the approaches of all neighboring towns.

Implementation Timeframe: Ongoing

- ICP-4 Participate in the planning processes of surrounding communities, especially as they pertain to the development and updates to Comprehensive Plans.

It is intended that officials from the Town of Franklin will work with neighboring communities with the development of their Comprehensive Plans under the Intergovernmental Cooperation Element. It is encouraged that the Town of Franklin be notified and where appropriate involved in updates to the plans of surrounding communities. Likewise, the Town of Franklin shall notify neighboring communities of any proposed changes to their Comprehensive Plan and offer an opportunity for input.

Implementation Timeframe: Continued as part of this Planning process and Ongoing

- ICP-5 Work with Sauk County on the establishment of a Purchase of Development Rights program aimed at the preservation of Agricultural Lands and actively educate farmers of their options related to such programs.

The Town of Franklin shall work with the Sauk County Department of Planning & Zoning with the development and implementation of this program and shall actively promote the program to Town landowners through the BMP folder and annual newsletter.

Implementation Timeframe: Prior and after Plan adoption, Ongoing

- ICP-6 Utilizing the Whole Farm Plan Inventory approach, notify school districts of future housing locations to ensure districts can serve future children and provide efficient transportation.

Prior to the Plan Commission review of proposed rezones for housing purposes, the Town shall notify the affected school district to solicit feed back as to whether the school district can provide efficient services to the new development. It is intended that the town allow not more than 10

business days for the district to reply. If the school district objects to the location of the proposal, the Town shall work with the applicant and school district to identify a suitable location.

Implementation Timeframe: Ongoing

◆ Transportation

Transportation Policies:

TP-1 Continue to update and improve town roads with continued implementation of the Town Road Improvement Program.

Implementation Timeframe: Ongoing

TP-2 Update the Town's driveway ordinance to require access control with shared driveway entrances for new cluster development which shall achieve public safety and rural character goals.

The Town of Franklin shall update their driveway ordinance to reflect the policies noted in the Comprehensive Plan. Until such time, the policies in this plan are to complement or supersede any conflict with this ordinance.

Implementation Timeframe: 2003

TP-3 Update the Town's driveway ordinance to recognize the provisions set forth in the Whole Farm Plan Inventory and this Comprehensive Plan.

The Town of Franklin shall update their driveway ordinance to reflect the policies noted in the Comprehensive Plan. Until such time, the policies in this plan are to complement or supersede any conflict with this ordinance.

Implementation Timeframe: 2003

TP-4 Support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.

It is intended that the Town of Franklin Plan Commission or Town Board act as a resource to identify and readily make available information regarding alternative transportation opportunities. This information and contact people for such programs shall be periodically made available through the Town's annual newsletter.

Implementation Timeframe: Ongoing

TP-5 Ensure the maintenance and improvement of Town roads to current standards as to facilitate their use for agricultural purposes.

It is intended that the Town Board continue to review and make appropriate improvements to Town Roads.

Implementation Timeframe: Ongoing

◆ Land Use

Land Use Policies:

LUP-1 Refer to all other policies under the other elements of this plan and recognize that these policies are intricately related to Land Use and the Land Use Element.

Implementation Timeframe: Ongoing

LUP-2 Through the use of the Whole Farm Plan Inventory, direct non-farm development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-3 Promote the grouping of not more than three home sites in the same general area (clustering) and use the siting criteria noted under the Whole Farm Plan Inventory to promote the protection of the rural character and the panorama of forested hillsides and agricultural fields.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-4 The Town shall utilize and fully administer the density policy as noted under the Land Use Chapter of this Plan related to the establishment of new lots for purposes of residential development.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-5 Utilize the 2002 Rockford Plat Book as the official base map to calculate density credits and allow landowners the opportunity to present information as to land ownership from the Sauk County Register of Deeds if there is a conflict with ownership represented by this official base map

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-6 Density Credit calculations will utilize the base land ownership information at the time of full Sauk County Board of Supervisors adoption of this Comprehensive Plan on April 15, 2003.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-7 Any land transfers or subdivision of land shall require approval by the Town of Franklin Plan Commission and Town Board to ensure that subsequent transfer or utilization of density credits are legally recorded and to further ensure that the landowners involved understand the Town's Density Policy.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-8 Any proposed amendment to the Town of Franklin's density policy shall be considered a major amendment and shall require a re-convenience of a Committee representative of all people in the Town of Franklin who will review the amendment and determine if the proposed change is consistent with the Vision, Goals, Objectives and Policies of this Plan and who will make a recommendation to the Plan Commission.

Implementation Timeframe: At Plan Adoption - Ongoing

LUP-9 Easements placed on lands prior to any approved Plan amendment to the Town's Density Policy shall be viewed as a stand alone agreement between the landowner or subsequent land owners and the Town and County and shall not be affected by the Plan amendment, except when an application is submitted by the current owner or his agent recognizing additional land divisions

and/or credits consistent with the amended Plan which will further cause an amendment to the original easement document.

Implementation Timeframe: At Plan Adoption - Ongoing

- LUP-10 Clusters shall not exceed more than (1) cluster per parcel as identified and recorded in the Sauk County Register of Deeds Office at the time of final adoption of the Comprehensive Plan by the Sauk County Board of Supervisors.

At such time that the Sauk County Board of Supervisors approves such regulations, the Town of Franklin shall pursue implementation as directed by this Comprehensive Plan. The Town shall further work with its residents and landowners to support this implementation. At such time that the Sauk County Board of Supervisors approves such changes, the selected Density Policy as noted in this plan shall take effect utilizing the 2002 Rockford Map, the Official Land Owner Map, representing land ownership in the Town at the time of adoption of this Plan.

Implementation Timeframe: 2003

- LUP-11 The Town shall require that the placement or expansion of existing mineral extraction operations be shielded from public view from road right-of-ways; through the use of topography, existing forested areas or through the addition of tree plantings where appropriate.

Implementation Timeframe: At Plan Adoption - Ongoing

- LUP-12 As part of the placement of additional homes or lots, consideration should be given to possible mineral deposits on or near the location of new homes or lots and should further consider all required setbacks between mineral extraction operations and new homes.

Implementation Timeframe: At Plan Adoption - Ongoing

- LUP-13 No part of the Town's density policy will be implemented until such time that Sauk County has officially adopted provisions which permit clustering of small lots. If Sauk County adopts such provisions prior to the adoption of this plan by the County Board of Supervisors, then the adoption date of this plan will serve as the start date for density credit calculations. If adoption of these provisions occurs after the adoption of this plan, then a policy will be added to this Chapter indicating an official start date to be the same as the adoption date of these new provisions by the County Board.

At such time that the Sauk County Board of Supervisors approves such regulations, the Town of Franklin shall pursue implementation as directed by this Comprehensive Plan. The Town shall further work with its residents and landowners to support this implementation. At such time that the Sauk County Board of Supervisors approves such changes, the selected Density Policy as noted in this plan shall take effect utilizing the 2002 Rockford Map, the Official Land Owner Map, representing land ownership in the Town at the time of adoption of this Plan.

Implementation Timeframe: 2003

- LUP-14 Utilize the following pictorial policies when siting new lots and homes which represents the Vision, Goals, Objectives and all Policies of this Plan and which represent the Current Trend as not being permissible in Franklin and the Preferred Option which meets the overall intent of this Comprehensive Plan.

Implementation Timeframe: At Plan Adoption - Ongoing

12.4 Plan Amendments

Amendments may be deemed appropriate or necessary in the years following the adoption and implementation of this Comprehensive Plan. Amendments are generally defined as minor changes to maps or text. As frequent amendments to accommodate specific development proposal should be avoided, the Plan should be reviewed for all potential amendments every three years.

12.5 Amendment Procedure

The State Comprehensive Planning law requires that the Town use the same basic process to amend or add to the Plan as it is used to initially adopt the Plan. This does not mean that new visioning sessions or forums need to be held. This does mean that the Plan Commission must hold a Public Hearing, properly noticed at least 30 days in advance and the public has been given time to review and respond in writing to the proposed amendment(s) to the Plan. The Plan Commission then reviews the proposed amendments and makes a recommendation, by adopting a resolution by a majority vote, to the Town Board for either approval or disapproval of the amendments to this Comprehensive Plan. The Town then proceeds to either adopt or deny the amendment(s) to the Plan by Ordinance according to the procedures outlined in Wis. Stat §66.0295(4). The Plan Commission must also distribute copies of the amendment(s) of the Plan to affected and surrounding local governments.

12.6 Plan Updates

The State Comprehensive Planning Law requires that the Comprehensive Plan be updated at least every ten years (or the plan can be updated sooner if determined appropriate by the Town). An update is a substantial re-write of the Plan document and maps and must follow all procedures of plan adoption as outlined at the beginning of the implementation portion of this Plan. All updates shall require the Town to develop and adopt a planning process much like the process utilized to produce this Comprehensive Plan. This includes the designation of a Plan Revision Committee as well as extensive public participatory opportunities.